
Recommendations for Other Organizations

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It is obvious that the criminal justice system and the actions of its agents directly affect victims. Less evident, perhaps, are the effects of agencies outside that system with which victims must also deal, particularly hospitals, the ministry, the bar, and the school system. These recommendations are meant to help those agencies assist victims of crime more effectively.

Recommendations for Hospitals

Finding oneself in need of medical treatment is always unsettling. When crime victims need medical treatment, they bring with them problems that may exceed their injuries. In addition to their physical condition, they are often fearful and insecure. Hospital staff members who are indifferent and treat the patient with insensitivity increase rather than diminish the patient's trauma, and may ultimately impede the overall healing process. The following recommendations are meant to ensure that hospitals are as helpful as possible to victims of crime.

1. Hospitals should establish and implement training programs for hospital personnel to sensitize them to the needs of victims of violent crimes, especially the elderly and those who have been sexually assaulted.
2. Hospitals should provide emergency medical assistance to victims of violent crime without regard to their ability to pay, and collect payments from state victim compensation programs.
3. Hospitals should provide emergency room crisis counseling to victims of crime and their families.
4. Hospitals should encourage and develop direct liaison with all victim assistance and social service agencies.
5. Hospitals should develop, in consultation with prosecuting agencies, a standardized rape kit for proper collection of physical evidence, and develop a procedure to ensure proper storage and maintenance of such evidence until it is released to the appropriate agency.

Commentary

Hospitals Recommendation 1:

Hospitals should establish and implement training programs for hospital personnel to sensitize them to the needs of victims of violent crime, especially the elderly and those who have been sexually assaulted.

If blood is freeflowing you get attention quickly and it is seen as a serious problem. Attending to emotional wounds is a much more difficult process.—Emily Chandler

I was taken to city hospital where I waited approximately three hours before I was treated. I was angry and it seemed as if I were the criminal and not the victim. The examination, in itself a traumatic experience, was made even more traumatic by the insensitive way I was treated.—a victim

The emergency ward was full of controlled commotion.—a victim

Emergency rooms, especially in urban areas, are often overcrowded, understaffed, and hectic. For the victim of violence, sitting for hours in a hospital waiting room can magnify the already substantial trauma of the crime. It is understandable and necessary that hospitals give priority to treatment of life-threatening injury. However, violent crime often imposes serious psychological trauma even when the attendant physical injuries are superficial. Testimony before this Task Force demonstrated convincingly that ignoring those emotional wounds can render almost meaningless any restoration of physical health and may even inhibit the healing process.

Hospitals must train and require their staffs to respond sensitively to the needs of crime victims. Those responsible for notifying a victim's family of death or injury must be made aware of the delicacy of this task. Unfortunately, the two victim experiences described below were disturbingly representative.

My mother . . . was notified by the hospital that my 66-year-old father was there, having met with an unfortunate accident, and was in critical condition. The hospital refused to tell her any details of how seriously injured he was What they did question her at length about was their financial status, hospitalization, the amount of his pension, and how much social security he received. What I want to know is did they know that he was going to die [from his gunshot wounds] when they were saying all this to her?

. . . Late that night we were called by [the police] and told our daughter had been shot in the head, but that any other details would have to come from the hospital. After many calls to the hospital and the police, a doctor came on the line and announced, "She's dead." That's how we learned of our daughter's murder.

Training should be largely directed at emergency room doctors, nurses, and other personnel because they frequently see victims and their families during periods of acute emotional stress. Because turnover in

emergency room staff is usually high, this training should be repeated periodically.

Rape victims present emergency room staffs with an enormous challenge. Some hospitals, or individuals within them, respond magnificently;³⁴ others remain mired in practices and attitudes that border on the unconscionable. Proper treatment of a rape victim often requires professionals trained in nursing, gynecology, psychiatry, and social work. A supportive, nonjudgmental, nonthreatening attitude is often as important as technical proficiency. Hospitals simply must recognize and respond affirmatively to their obligation to relieve suffering, not exacerbate it.

The elderly also present unique problems. What should otherwise be minor injuries can produce serious consequences in an older person. In addition, elderly victims have been schooled in another age and bring with them more traditional concepts of propriety and privacy. These victims may be overwhelmed not only by the crime but also by the pace and procedures of a busy emergency room. This will be especially so for those older persons whose experience has wrenched them from an otherwise secure pattern of life established in their later years, as well as for those who have no immediate access to close friends or family. Again, hospital staffs must act with tolerance and understanding and take the time to treat the whole patient.

Hospitals Recommendation 2:

Hospitals should provide emergency medical assistance to victims of violent crime without regard to their ability to pay, and collect payments from state victim compensation programs.

The Task Force is well aware that private hospitals are not charitable organizations and that they cannot be expected to provide free medical assistance to all who are in need. Many municipal hospitals are charged with serving everyone who appears at their door, regardless of their ability to pay. However, seriously injured victims must be taken to the closest hospital, whether it is private or public. These victims, in extreme physical and emotional stress, should not be turned away because it is suspected they cannot pay for needed services.

Older people are more likely to break bones and dislocate hips and these injuries are very disabling. And when they are injured, there aren't any hospitals that specialize in the problems of senior citizens. We have children's hospitals and maternity hospitals.—a victim

*The first person we compensated was the rape victim. The rape victim doesn't even have to fill out a form. They don't have to go through that horrifying thing again, of telling what happened. The hospital directly sends a bill to our Crime Commission and, if everything is in regular order, we pay it, up to \$500.—
Attorney General Rufus Edmisten.*

I was later taken to a hospital for an examination and treatment, and there I was met by a member of the rape crisis team. This woman provided great help and comfort to me and very much aided me in my distress.—a victim

Many victims who were questioned at length about their financial history prior to receiving treatment later discovered that the criminal who had injured them received free medical care from the state. It is necessary that prisoners be given medical attention while under the state's care; however, it may be time to reconsider whether society can ignore the innocent victims who do not themselves have the means to receive the care they need.

In states that have victim compensation programs (see Federal Executive and Legislative Recommendation 1), hospital councils and victim compensation boards should agree on policies under which hospitals would be reimbursed for the medical assistance provided to victims of crime. There are now policies in several states wherein state compensation boards negotiate with hospitals an acceptable compensation settlement that satisfies a portion of a victim's total medical indebtedness.

Hospitals Recommendation 3:

Hospitals should provide emergency room crisis counseling to victims of crime and their families.

Attention to the psychological injuries of crime victims can be just as important as the suturing of physical wounds. Most victims of violent crime are under emotional stress; if they also receive attention addressed to this aspect of their experience, they will recover more quickly and more completely.

Most modern hospitals are complete health care facilities with multidisciplinary staffs. Because of this, and because the hospital is often the first safe haven away from the crime scene, it is a logical and appropriate setting for initial crisis intervention. In some hospitals, psychiatric, social service, and chaplaincy staffs already provide crisis intervention in the emergency room.³⁵ This should be available on a 24-hour basis for crime victims and their families (see Appendix 2).

Health care centers have at their disposal the expertise and the trained and dedicated professionals to provide this vital service. If they truly are to be centers of healing they must recognize their obligation to those victims who need their care.

Hospitals Recommendation 4:

Hospitals should encourage and develop direct liaison with all victim assistance and social service agencies.

No hospital can meet all the diverse needs that crime victims suddenly present. However, because hospital staffs are among the first to encounter victims of violent crime, they are in a unique position to help make these victims aware of other services available to them.³⁶ In attempting to cope with the stresses caused by crime, even victims themselves may not recognize some of their needs. Health care professionals can provide an important service by identifying individual victim's needs and directing the victim to appropriate assistance.

Such service presupposes an informed staff. Hospital administrators should encourage their social service or other departments both to seek out and disseminate this information and to cooperate with other service providers in the community. By such cooperation, the hospital can meet those needs it is best qualified to address and yet avoid duplicating services that are offered elsewhere.

Hospitals Recommendation 5:

Hospitals should develop, in consultation with prosecuting agencies, a standardized rape kit for proper collection of physical evidence, and develop a procedure to ensure proper storage and maintenance of such evidence until it is released to the appropriate agency.

Rape is both a medical and a legal issue. The physical evidence that offers the most convincing proof of the identity and guilt of the attacker is often recovered during the post-rape examination. Doctors and nurses who perform such examinations must ask the proper questions and acquire necessary samples in a manner that is later verifiable and amenable to productive laboratory analysis. Likewise, medical personnel must be aware of what inquiries should be made and must have at their disposal materials for evidence collection that are easily stored and readily available.

The best method to ensure that both medical and forensic goals are properly served is to provide an inclusive and easily used rape kit that contains a form for information gathering and materials for examina-

It seems unfair that after assault evidence is collected, the survivor must keep this evidence.—Marilyn E. Nessel

tion and collection of samples. Such a kit is best assembled after consultation among professionals from hospitals, police departments, prosecutors' offices, and forensic laboratories. In addition to the composition of the kit, such a group should agree on who will provide for such kits, how hospitals will acquire them, what will be done with the kit after the examination, and what agency will be responsible for the kit's proper storage. As forensic analyses advance in sophistication, proper storage becomes increasingly important.

As important as the availability of a well-designed kit is the willingness of doctors and nurses to use it. A lack of such willingness in the past has usually been attributable to a lack of awareness by medical personnel of the importance of such evidence coupled with negative experiences on those occasions in which these professionals were called to court. Prosecutors should work closely with hospital staffs to help them understand the necessity of good evidence collection and storage procedures and of the substantial contribution that attention to these procedures can make toward a successful prosecution. Attorneys must also strive to accommodate the scheduling constraints of these professionals if it should be necessary to call them as witnesses.

Recommendations for the Ministry

In hearing after hearing across the country, victims identified the religious community as a vital and largely untapped source of support for crime victims. The Government may compensate for economic loss; the state may punish; doctors may physically heal; but the lasting scars to spirit and faith are not so easily treated. Many victims question the faith they thought secure, or have no faith on which to rely. Frequently, ministers and their congregations can be a source of solace that no other sector of society can provide. It is in recognition of the unique role of the ministry that we offer the following recommendations.

1. The ministry should recognize and address the needs of crime victims.
2. The ministry should develop both seminary and in-service training on the criminal justice system, the needs of victims, and ways to restore victims' spiritual and material health.

Commentary

Ministry Recommendations 1 and 2:

(1) The ministry should recognize and minister to the needs of victims of crime; (2) The ministry should develop seminary and in-service training on the criminal justice system, the needs of victims, and ways to restore their spiritual and material health.

All too often, representatives from the religious community come to court only to give comfort, support, and assistance to the accused. This is indeed a noble endeavor, and this Task Force would not seek to discourage it. However, what we do seek, here as elsewhere, is a balance, a recognition that the victim certainly no less than the victimizer is in need of aid, comfort, and spiritual ministry. There is as great a need for a ministry to victims as there is for a ministry to prisoners.

The almost total lack of church involvement in this area is not due to any failure of charity or compas-

Many times people will trust a clergyman when they would not trust a police officer, and they will listen to us, relative to how they can be protected.—Rev. H. A. Hunderup

We were left alone to bury our daughter. More than 2,000 people attended her funeral but after the services everyone seemed to disappear. People don't know what to do or say so they stay away. Even the religious stayed away. To this day, they visit the killer and his family weekly, but for the victim's family there doesn't seem to be any time.—a victim

I found myself questioning some of the deep basic beliefs that I had grown up with. At one time they comforted me.—a victim

sion. The clergy operate under the same misconceptions and lack of information that contribute to secular insensitivity. Most people fail to meet the needs of crime victims because they do not appreciate the demands that the crime, the system, and the consequences of victimization impose. Seminary and in-service training that addresses the victim's needs is as necessary for the minister as it is for the doctor, the lawyer, or the psychologist.

There is much that can be done in addition to extending a willingness to listen and pray and give counsel; ministers and their congregations can help meet important needs. In some counties the victim/witness assistance program is operated by interfaith groups. In others, churches have undertaken extensive volunteer projects that provide 24-hour crisis counseling and court escort services in addition to emergency housing, food, and clothing. In some cities, ministers, priests, and rabbis have formed an interdenominational chaplaincy corps that is on 24-hour call to go to the scene of a crime, to the hospital, or to the homes of victims' families to ensure that this tragic information is imparted with care, and to provide the counsel and solace that they are so uniquely qualified to bring.³⁷

In most of these programs, the laity as well as the clergy are deeply involved.³⁸ Even if there are programs offered by secular groups, or if the church is unable to cooperate in an extensive undertaking, each congregation should be mindful that every year, every congregation will have members who are victimized. It is hoped that these victims could turn to their community of faith to find understanding and support. In addition, those without faith also need help. Churches that minister only to their own meet but a small part of the problem and may discharge only a measure of their obligation.

Recommendations for the Bar

Attorneys have an obligation to their clients, to their profession, and to justice itself. They are obligated to use their expertise to guarantee that the system does not stray from the principle that lies at the heart of the law: justice for all who seek it.

1. All attorneys should recognize that they have an obligation, as officers of the court, to make certain that the justice system deals fairly with all participants in criminal litigation.
2. Prosecutors in particular should recognize their obligation to be active members of the bar at the local, state, and national levels and to represent the often unspoken needs and interests of victims.
3. Those who organize formal bar committees to deal with issues arising in the criminal justice system should ensure that the members of such groups represent a balance between the opposing parties in criminal litigation.

Commentary

The Bar Recommendation 1:

All attorneys should recognize that they have an obligation, as officers of the court, to make certain that the justice system deals fairly with all participants in criminal litigation.

Advocates for both sides of criminal litigation have a duty to give their clients the best and most effective representation possible within ethical bounds; winning at any cost is not the standard of conduct. Advocates for both sides must be constantly vigilant to protect the system from abuse. In the course of the Task Force's nationwide hearings, victims addressed five areas in which abuses occurred: plea bargaining, preliminary hearings, investigation techniques, restitution, and continuances.

Many aspects of plea bargaining, including the manner in which it is conducted, disturb victims. Although prosecutors must realistically evaluate cases,

I feel there should be an enforceable code of behavior with regard to the conduct of investigators from the public defender's office. An investigator misrepresented who he was and what his role in the case was. He said he was with CBI (Colorado Bureau of Investigation) and he told my father and me that if we told him our story, I wouldn't have to go to court. This is not right.—a victim

they should not agree to improperly lenient dispositions solely to dispose of cases that will be difficult, inconvenient, or unpopular to try. Defense attorneys should deal directly with the prosecutor. It is inappropriate to engage in unsolicited ex parte discussions with victims to urge them to agree to a proposed plea bargain. Neither side should converse with the court about a plea bargain without the presence of its opponent.

Advocates for both sides must avoid using preliminary hearings in ways that improperly affect victims while failing to serve the ends of justice. It is improper for the defense to use such a hearing to intimidate or embarrass a victim in the hope that he will refuse to participate further. When alternative procedures are available or the defense is willing to waive a preliminary hearing, prosecutors should not unnecessarily subject victims to such a process simply to test how they will perform as witnesses.

Attorneys must bear the responsibility of ensuring that the agents they employ behave ethically. The Task Force heard repeatedly of instances in which investigators for the defendant sought to hide their identity by telling victims "they worked for the county" or were "investigating their case," thus leading victims to believe these individuals were gathering evidence to be used against, not for, their victimizer. Such deceptive conduct should not be tolerated.

Although restitution for the losses suffered by victims should be actively pursued, victims should not be faced with a choice between recouping their losses and seeing a dangerous felon punished. Compromises that result in the dismissal of criminal charges after monetary payment should be approached with extreme caution and may not be appropriate at all in cases involving injury or large-scale fraud. No one should be given the impression that he can break the criminal law with impunity if he has resources to bargain with should he be arrested. Not only do such procedures give the impression that there is a separate system of justice for the wealthy, they also reduce substantially the deterrent value of legal sanctions. Such an approach suggests that criminals might just as well steal, because the worst that will happen is they will have to return their gains if apprehended.

We have addressed the issue of continuances at length (see Prosecutor Recommendation 4 and Judiciary Recommendation 4) because victims find them especially vexing. Prosecutors should not seek continuances that will inconvenience the victim and jeopardize the success of prosecution to accommodate their own schedules or to avoid a difficult case. Likewise, it is not a legitimate defense tactic to delay the adjudication of a case repeatedly in the hope that witnesses will be unavailable or that their memories will fade.

The Bar Recommendations 2 and 3:

(2) Prosecutors in particular must attend to their obligation to be active members of the bar at the local, state, and national levels and represent the often unspoken needs and interests of victims; (3) Those who organize formal bar committees to deal with issues arising in the criminal justice system should ensure that the members of such groups represent a balance between the opposing parties in criminal litigation.

In many parts of the country, prosecutors simply do not fulfill their responsibility to be active members of bar associations on behalf of crime victims. As a result, bar committees that deal with issues of criminal procedures, rules of court, legislation, jury instructions, sentencing, and the like are composed primarily or even exclusively of defense practitioners. It is difficult for any committee so composed to return recommendations or take action that gives equitable attention to the needs of victims. Yet bar committee action on jury instructions, rules of evidence, codes of ethics, and proposed substantive law often influences or determines the outcome of a case; certainly it affects the way the victim is treated in the system. Victims are entitled to a voice in these decisions, and prosecutors must see that that voice is heard.

When bar committees that purport to represent the criminal justice community generally are organized, it is essential that their leaders ensure a balance of representative viewpoints. Lawyers are trained as advocates and, like other human beings, often operate on the principle of enlightened self-interest. Bar committees are sometimes criticized, justly, as serving or advocating only one side of an issue. Justice must not

Over one year since the murder—still not in trial. Feelings emerge that the longer it takes to go to trial, the ultimate decision begins to favor the defendant.—a victim

The American Bar Association must represent those who are its members, if it operates as a democratic organization. When prosecutors pull out, you leave defense counsel.—Judge Sylvia Bacon

only be done, it must also be seen to be done. The bar must take care that lawyers are perceived to serve justice, not themselves.

Recommendations for Schools

Educators carry a public trust in the instruction of children. This trust means that educators are obliged to teach shared cultural values in an environment that is both scholarly and safe. When safety is not sought, when crimes go unreported, victims are unprotected and victimizers conclude that they can escape responsibility by manipulating the system. These recommendations are meant to help educators to lessen crime's impact and reduce the number of victims.

1. **School authorities should develop and require compliance with guidelines for prompt reporting of violent crimes committed in schools, crimes committed against school personnel, and the possession of weapons or narcotics.**
2. **School authorities should check the arrest and conviction records for sexual assault, child molestation, or pornography offenses of anyone applying for work in a school, including anyone doing contract work involving regular proximity to students, and make submission to such a check a precondition for employment.**
3. **Educators should develop and provide courses on the problems, needs, and legal interests of victims of crime.**
4. **School authorities should be mindful of their responsibility to make students aware of how they can avoid being victimized by crime.**

Commentary

Schools Recommendation 1:

School authorities should develop and require compliance with guidelines for prompt reporting of violent crimes committed in schools, crimes committed against school personnel, and the possession of weapons or narcotics.

School authorities must be able to respond flexibly to violations of school regulations. However, robbery, violent assaults, and the possession of dangerous drugs or weapons are more than mere transgressions of de-

corum. School boards should set forth guidelines that make clear to administrators, teachers, students, and parents exactly which kinds of misconduct will be handled within the school and which will be reported to the police.

School boards should also require that each school keep records of the frequency of criminal offenses. Without such records, boards have fewer ways of evaluating their administrators and cannot effectively design and direct crime prevention policies. All too frequently, authorities become aware of danger in the schools only after an outburst of violence or after the problem has become so serious and pervasive that it simply cannot be hidden any longer.

Schools Recommendation 2:

School authorities should check the arrest and conviction records for sexual assault, child molestation, or pornography offenses of anyone applying for work in a school, including anyone doing contract work involving regular proximity to students, and make submission to such a check a precondition for employment.

Administrators must take responsibility for employees who come into contact with students. Although the vast majority of those who work with children do so from the desire to help and educate youngsters, a dangerous few seek these positions so they will have ready access to a pool of victims.

The Task Force has recommended elsewhere that arrest records involving sexual assault, child molestation, or pornography be made available, without the necessity of waiver, for anyone applying for employment that would bring them into regular contact with children (see Executive and Legislative Recommendation 9). Until such legislation is passed, educators should take the initiative. It is plainly irresponsible for schools to hire individuals and take the risk that they may be accepting employment in order to victimize children. A written waiver should be required of anyone seeking employment that would put them in regular and close contact with students. This requirement would apply to teachers, counselors, administrators, coaches, bus drivers, janitors, and cafeteria staff. If these positions are filled on a contractual basis

This anguish was even greater because this man was a school bus driver who, we found out, had a record of molestation. Either the bus company didn't have access to those prison records or didn't bother checking these records, or else they just didn't care.—a victim's mother

through private enterprise, the contractors should require similar waivers and file written assurances that an appropriate investigation had been completed. Waivers would not be required of privately employed individuals performing services on an irregular and short-term basis such as schoolyard paving, building repair, and spot maintenance.

The waiver would authorize employers to obtain from local and state police, as well as from the Federal Bureau of Investigation, any record of arrest for sexual assault, child molestation, or pornography. This recommendation specifically authorizes discovery of arrest and conviction records, in recognition of the factors that militate against successful prosecution for these crimes (see Prosecutors Recommendation 8).

The Task Force recognizes that these procedures will place a burden on both schools and law enforcement agencies. However, the potential for victimization of school children and the risk of serious harm to them is substantial; this burden is, simply, one that the schools and other agencies must bear.

Schools Recommendation 3:

Educators should develop and provide courses on the problems, needs, and legal interests of victims of crime.

One-third of American households are affected by crime each year³⁹—that is, a great many citizens become victims each year. Yet very little has actually been done to understand victims' reactions to crime, the long-term effects of crime on victims and those close to them, how victims' problems can best be addressed, and how social agencies can act to meet and mitigate the impact of crime.

A few pioneering studies have been conducted, but comparatively little research has been undertaken in this field. Graduate schools do not teach medical, legal, psychiatric, psychological, sociological, law enforcement, educational, or theological professionals anything about the needs of the crime victims whom they will surely encounter in their careers. This should be remedied, for many, if not most, of the problems articulated in this report stem from an insensitivity that is born of ignorance. Great care is taken to ensure that citizens are informed about the rights and concerns of the accused. This is valid and neces-

*It is shocking that the study of victims' reactions, recovery, and needs is almost completely ignored in our educational system, particularly at the professional level of education.—
Patricia Resick,
Ph. D.*

sary, but it provides only half of the education needed. Schools should also help all students understand and appreciate the needs and legal interests of victims of crimes.⁴⁰ Such education will produce better informed and educated citizens who will be more able to understand the needs of employees, neighbors, co-workers, clients, and others, including themselves, who may be victimized by crime.

Schools Recommendation 4:

School authorities should be mindful of their responsibility to make students aware of how they can avoid being victimized by crime.

All citizens, especially children, should learn how to minimize their risk of victimization. Some educators have been hesitant to provide such information for fear of alarming youngsters. This approach simply fails to recognize the seriousness of the threat posed by crime; it also fails to take into account the exposure that even the very young have to crime through television and other media. Schools should reevaluate their efforts to alert students to the dangers of crime; a brief lecture advising students not to talk to strangers is not enough. Anticrime education on this subject should be as sophisticated as the crime that poses the threat.

Recommendations for the Mental Health Community

Property damage and physical injury are readily apparent, easily understood consequences of violent crime. The psychological wounds sustained by victims of crime, and the best means of treating such injuries, are less well understood. If this severe suffering is to be relieved, mental health professionals must lead the way.

1. The mental health community should develop and provide immediate and long-term psychological treatment programs for victims of crime and their families.
2. The mental health community should establish training programs that will enable practitioners to treat crime victims and their families.
3. The mental health community should study the immediate and long-term psychological effects of criminal victimization.
4. The mental health community should work with public agencies, victim compensation boards, and private insurers to make psychological treatment readily available to crime victims and their families.
5. The mental health community should establish and maintain direct liaison with other victim service agencies.

I thought people would understand my anger, my rage, but they didn't. I found instead that the anger felt by a parent of a murdered child is too strong an emotion for our society. It is too threatening to most people, and yet if this anger is not worked through, is not channeled and is not dissipated, it will fester forever.—a victim's mother

Commentary

Mental Health Community Recommendations 1, 2, and 3:

(1) The mental health community should develop and provide immediate and long-term psychological treatment programs for victims of crime and their families; (2) The mental health community should establish training programs that will enable practitioners to treat crime victims and their families; (3) The mental health community should study the immediate and long-term psychological effects of criminal victimization.

My refuge from this isolation has been my therapist's office. Initially I returned to a therapist whom I had worked with in the past and who had been quite helpful. I found, however, that working with him now felt upsetting and harmful. I learned that not all therapists can do good work with victims of violence.—a victim

Crime victimization has been viewed as a temporary experience of physical injury that is followed by relief and recovery. With the help of mental health professionals, society is beginning to recognize that this simplistic characterization is inaccurate. Those who work with victims have had the opportunity to see that psychological effects may be profound and long-lasting.

There has been a great deal of emphasis on the evaluation and treatment of the offender; little is known of the psychological response to victimization. The application to crime victims of post-traumatic stress syndrome, articulated in the American Psychiatric Association's *Diagnostic and Statistical Manual of Mental Disorder*,⁴¹ is an important first step. Much remains to be done, however, and certainly more research in the field is necessary. Those who undertake such inquiries must be informed not only about the kinds of crime that victims face, but also the processes of secondary victimization sustained during the investigatory and judicial process and even at the hands of well-meaning doctors, friends, counselors, and clergy.⁴²

Mental Health Community Recommendation 4:

The mental health community should work with public agencies, victim compensation boards, and private insurers to make psychological treatment readily available to crime victims and their families.

The treatment of psychological injury is as important as the binding of a wound or the setting of a broken bone. The attitude that emotional therapy is an indulgence is not only uninformed but is also damaging. Crime victims often face fears and pressures that may develop into serious and prolonged emotional disturbances. These individuals must be able to get the help they so desperately need.

All too often professional care is not obtained because the victim is unable to pay for it. Professionals in this field should work closely with public agencies, as well as private industry, to ensure that needed psychological care is as readily available for victims as emergency medical care.

Mental Health Community Recommendation 5:
The mental health community should establish and maintain direct liaison with other victim service agencies.

Victims face a number of bewildering experiences beginning with the crime and extending through the court process; they should not also be bewildered when they seek psychological help. Professionals who seek to assist victims should work closely with victim service agencies in their area. Cooperation between the mental health community and victim service agencies will result in mutual benefit: agencies will profit from the mental health community's experience and professional insight and will be aware of the professional's availability for victim referral; and mental health professionals may well benefit from the experience and expertise of victim service practitioners, particularly those in the criminal justice system.

The sense of security to the family was shattered somehow. Since the incident, family functioning and relationships deteriorated, contributing to the need, even later, for additional psychiatric services. We felt isolated in our anguish and our fear.—a victim

Recommendations for the Private Sector

Crime is costly, not only to victims but also to businesses and to society as a whole. The private sector can help ease the burden carried by victims and reduce the cost of crime in several ways. Those who are victimized want to be productive in their work and responsible to their creditors; however, convalescence and court appearances may, for a time, reduce their ability to do so. If employers can be flexible in allowing absences for court appearances and medical treatment, if creditors can be more understanding in setting payment schedules, if citizens' groups can help their victimized neighbors, all will find that such forbearance will produce tangible rewards. The following recommendations offer specific suggestions for private sector action.

1. **Businesses should authorize paid administrative leave for employees who must miss work because of injuries sustained in a violent crime, and for employees who must attend court hearings.**
2. **Businesses should establish employee assistance programs for victims of crime.**
3. **Creditors should make liberal allowances for persons who are unable to make timely payments because of recent victimization.**
4. **The private sector should encourage private contributions of money and other support to victim service agencies, whether public or private.**

Commentary

Private Sector Recommendation 1:

Businesses should authorize paid administrative leave for employees who must miss work because of injuries sustained in a violent crime, and for employees who must attend court hearings.

The effects of victimization can for a time compromise an employee's ability to meet all his work-related obligations. Victims are taken away from their jobs principally for medical care and to attend court.

Crime imposes anxiety and a feeling of powerlessness; most often, victims try strenuously to put their lives back together, to get back on their feet and return to normal. The stabilizing factor of employment is often an important aid in this process. Conversely, if a victim fears the loss of a job and the economic hardship that will result, his recovery may be substantially impeded. Employers should be at least as understanding and accommodating in giving time off for medical treatment of injuries sustained in a violent crime as they would be in case of serious illness or accidents.

If criminals are to be held accountable, if crime and the cost it imposes on business and consumer alike are to be reduced, the court system must have the cooperation of victims and witnesses who will take the time and run the risk of coming forward to testify. Testifying requires that victims and witnesses leave their place of employment, or their homes, for varying lengths of time. A cooperative effort is needed here. The court system must be made more efficient; the number of required appearances must be reduced. On-call systems that would allow witnesses to remain at their jobs until they are actually needed to testify should be implemented (see Prosecutor Recommendation 5 and Judiciary Recommendation 2). Witness fees could be paid directly to employers who subsidize time off. Better scheduling of trials is also needed.

No matter how efficient the court system becomes, some sacrifices by individuals and their employers will always be necessary. Ultimately, the patience and understanding of employers will produce benefits. Hiring a new employee is expensive; training, reduced efficiency, record-keeping, and other costs make the decision to replace an employee an economic as well as a humanitarian one. The Task Force suggests that the employer who is able to bear with the transitory impositions that absences cause may ultimately profit from the work of an employee who is experienced and loyal as a result of his considerate treatment.

Private Sector Recommendation 2:
Businesses should establish employee assistance programs for victims of crime.

Every employer has to deal with personnel difficulties from time to time. In a small business, attention is usu-

ally given on a personal basis. Larger organizations, however, often have employee assistance programs to help their workers face problems such as illness, alcohol or drug abuse, and family difficulties (see Executive and Legislative Recommendation 11 for a discussion of such programs in the government). Many businesses have crime prevention programs for their employees, and some have programs specifically designed to assist employees who have been victims of crime.⁴³ Both large and small businesses can profit by helping employees who have been victimized.

Private Sector Recommendation 3:

Creditors should make liberal allowances for persons who are unable to make timely payments because of recent victimization.

I was in college when I got shot. I couldn't finish the semester and I lost my \$500 tuition. I was never reimbursed. The school wouldn't extend their tuition deadline for me this semester even after I explained my situation.—a victim

If a victim incurs large medical expenses or loses his job, his ability to meet his ordinary financial obligations will be affected. The Task Force urges that this impairment be recognized as transitory, that it be remembered that victims do not seek or contribute to their situation. We recognize that human patience is not infinite, but we urge that businesses be responsive to victim/witness professionals who seek extensions for the credit payments of victims.

Private Sector Recommendation 4:

The private sector should encourage private contributions of money and other support to victim service agencies, whether public or private.

The needs of victims and the restricted budgets of programs that serve them have been discussed extensively elsewhere in this report. Business, labor, and private citizens can offer practical help in this area in much the same way that they help meet the needs of other charitable and philanthropic community enterprises. Contributions of money, goods and services, clothing, food, and shelter produce not only a tax benefit but also the reward of public good will.

Business, labor, and private citizens can make direct contributions to existing programs or supply seed money for service programs where none currently exist, either through national organizations or locally. Private sector support can take the form of in-kind

contributions, such as donations of clothing or shelter for victims who have been devastated by crime; travel and hotel accommodations for victims who must return to a community for prosecution; donation of transportation or telephone equipment to facilitate 24-hour on-call services for victims; and donation of services, such as budgeting or accounting help, printing of public education brochures, medical treatment, and counseling.

Citizens' groups can become actively involved by volunteering to answer 24-hour hotlines, providing transportation and accompaniment to court, or helping a victim service agency get needed resources and access to referral services for victims with special needs. Finally, the private sector can do a great deal to assist local victim service agencies by initiating public education campaigns designed to inform people about the needs of crime victims and make them aware of the availability of services.⁴⁴
