



2007



Rebuilding Lives, Restoring Hope

OVC

Report to the Nation

2007

Fiscal Years 2005–2006

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MESSAGE FROM THE DIRECTOR

Dear Colleagues,

Each year brings new challenges, expectations, and accomplishments, regardless of whether one is talking about an individual or a movement. This 2007 *Report to the Nation* highlights the leadership of the Office for Victims of Crime (OVC) in the victims' rights field from October 1, 2004, through September 30, 2006, and, by extension, the field's growth and evolution.

There has been significant growth in the field during my tenure as Director of OVC, which began with a series of victim roundtable discussions. These roundtables enabled me to hear firsthand from victims and victim advocates about the obstacles encountered in providing and accessing effective services. Participants identified many issues of concern—including the financial toll of crime and the extensive need for training on victims' issues—and uniformly supported the need for a constitutional amendment protecting victims' rights in the criminal justice system.

Although the field continues to see the need for such an amendment, the Crime Victims' Rights Act (CVRA) passed in 2004 represents a significant step in the pursuit of equal rights for crime victims. The CVRA identifies specific rights to which victims in federal proceedings are entitled, including the right to be reasonably heard at any public proceeding in the district court in matters pertaining to offender release, plea, sentencing, or parole. A subsequent decision by the Ninth Circuit Court upholding the right of victims to make victim impact statements at sentencing further recognized advances in public policy and the irrevocable place of victims' rights in the criminal justice landscape.

As OVC moves forward, we will continue the work begun not just in the 2 years documented in this report, but since the passage of the 1984 Victims of Crime Act. We will continue to expand and implement victims' rights and services, promote collaborative service relationships within communities, develop promising practices that meet the needs of underserved victims, raise public awareness of victims' issues, train service providers and allied professionals in how to work most effectively with victims, and set the agenda for future needs by identifying and responding to emerging areas of victimization.

As the parent of a murdered child, I know firsthand the pain, desolation, anger, and sense of vulnerability felt by crime victims. As Director of OVC, I fully support efforts to educate others about the experience of victimization—an experience that alters one's



life and challenges the human spirit—and to help those who have lost hope to find ways to cope with the tragic events that changed their lives. Our progress in leading this change has been significant, but much remains to be done. I invite you to share in our successes and join us in our mission to enhance our Nation's capacity to assist crime victims by changing attitudes, policies, and practices to promote justice and healing for all crime victims.

I also wish to express my gratitude for the leadership and support we have received from President Bush, former Attorney General Gonzales, Attorney General Mukasey, and the encouragement from the thousands of advocates and service providers in the field.

Sincerely,

John W. Gillis

Director

INTRODUCTION

The Office for Victims of Crime is committed to enhancing the Nation's capacity to assist crime victims and to providing leadership in changing attitudes, policies, and practices to promote justice and healing for all victims of crime.

—OVC's Mission

Crime affects everyone.

Virtually every American has been a victim of crime or knows someone who has been victimized. How we go about our daily lives is influenced by the ever-present threat of crime, as well as its reality, in our cities and towns. So the impact of crime on our family, friends, and our fellow citizens must be of critical concern to us all.

The Office of Justice Programs, Office for Victims of Crime (OVC), and the network of victim service providers we support are dedicated to serving victims of crime. Our goal is to help ensure that the rights of victims are upheld and to provide compassionate assistance and financial compensation to support victims on their return to physical, emotional, legal, and economic well-being. We cannot restore wholeness to those who have suffered, but we can provide services and other resources to help them move forward in their lives.

Established in 1988 through an amendment to the Victims of Crime Act (VOCA) of 1984, OVC is charged by Congress with administering the Crime Victims Fund, channeling funds for victim assistance and victim compensation throughout the United States to support thousands of programs and services that assist millions of crime victims every year. In addition to administering the Fund, OVC works to raise awareness of victims' issues, promotes compliance with victims' rights laws, provides training and technical assistance to service providers and allied professionals, and continually develops new resources to strengthen the field, often through innovative technology.

This *Report to the Nation* describes OVC's accomplishments in Fiscal Years 2005 and 2006 as we redoubled our commitment to help victims of crime rebuild their lives and restore their hope for the future.



The Crime Victims Fund

- The Fund's Revenue Sources
- Beneficiaries of the Fund
- Forecasting the Fund's Future Stability



OVC has administered the Crime Victims Fund for more than two decades, distributing \$7 billion to assist and compensate millions of Americans whose lives have been devastated by crime. In FYs 2005 and 2006, \$1.5 billion was deposited into the Fund to continue OVC's mission of fostering help and hope among victims. Of continuing concern, however, are the large fluctuations in deposits from year to year, as well as the Fund's reliance on a few extremely large criminal fines to replenish it in the foreseeable future.



THE FUND'S REVENUE SOURCES

The Office for Victims of Crime is charged by Congress with administering the Crime Victims Fund, the mechanism created by the Victims of Crime Act of 1984 to support thousands of direct-service programs throughout the country, victim compensation programs in every state and territory, and training and demonstration projects designed to improve service providers' response to federal crime victims. The Fund is unique in that it is composed primarily of fines, penalties, and bond forfeitures from convicted federal offenders, thus creating a self-sufficient source of support that does not depend on tax dollars. The makeup of the Fund underscores the philosophy that those who commit crimes should be responsible, in some measure, for alleviating the suffering of victims.

The Fund has developed into a powerful resource for supporting services to victims of crime, having grown more than tenfold since 1985, its first year of operation. Despite its apparent financial strength, the Fund is vulnerable to fluctuations in deposits and other factors that may affect its ability to ensure that critical programs and services are maintained from one year to another.

Most Revenue Comes From Criminal Fines

Federal revenues deposited into the Fund are authorized to come from the following sources:

- Criminal fines, with exceptions for fines related to certain environmental, railroad unemployment insurance, and postal service violations.
- Forfeited appearance bonds.
- Special forfeitures of collateral profits of crime.
- Special assessments that range from \$25 on individuals convicted of misdemeanors to \$400 on corporations convicted of felonies.
- Gifts, donations, and bequests by private parties.¹

According to a recent study of the Crime Victims Fund, an overwhelming 98 percent of annual Fund deposits come from criminal fines and 1 percent or less each comes from

¹USA PATRIOT Act of 2001, Public Law 107-56.

appearance bond forfeitures, special assessments, and private gifts, donations, and bequests. No amounts are known to have been deposited from special forfeitures of collateral profits of crime.²

During FYs 2005 and 2006, Fund deposits totaled \$1.5 billion (figure 1). A significant feature of these deposits—and of deposits generally in the past decade—is the payment of a few extremely large criminal fines into the Fund. In fact, just seven defendants are responsible for 39 percent of the total deposits in this reporting biennium. This statistic demonstrates the Fund's reliance on a few major cases and its vulnerability to significant fluctuations in available funds on an annual basis.

Congress Works To Stabilize Fund

From its inception in FY 1985 until FY 2000, all amounts deposited into the Fund were distributed the following year to support victim services. Since FY 2000, in response to large fluctuations in annual Fund deposits, Congress has delayed obligations on annual Fund deposits above a specified level to maintain a stable source of support for future victim services. The congressionally established amounts for obligations (caps) in FYs 2005 and 2006 were \$620 million and \$625 million, respectively.

FIGURE 1. Crime Victims Fund Cash Flow, FYs 2005 and 2006 (in \$ millions)

Income	FY 2005	FY 2006
Deposits	\$ 833.7	\$ 668.3
Total available funds*	1,305.1	1,360.1
Amount Available for Allocation (the Cap)	620.0**	625.0
Expenditures		
Children's Justice Act	20.0	20.0
U.S. Attorneys' victim/witness coordinators	14.8	21.9
FBI victim assistance specialists	7.9	8.7
Victim notification system	5.0	5.3
OVC discretionary grants	28.6	29.6
State victim compensation grants	169.6	143.3***
State victim assistance grants	372.8	395.9

* In each fiscal year, amounts available for the Antiterrorism Emergency Reserve as well as carry-over funds from the \$68.1 million appropriated by Congress for the response to the September 11 terrorist attacks are reflected in this amount. In FYs 2005 and 2006, the amount available was \$52,408,776 and \$52,775,398, respectively.

** Amount available after recision.

*** Reflects a correction based on an incorrect state payout.

²Steve Derene, 2005, *Crime Victims Fund Report: Past, Present, and Future*, Madison, WI: National Association of VOCA Assistance Administrators, p. 5.

BENEFICIARIES OF THE FUND

During FYs 2005 and 2006, state, tribal, and federal victim programs received formula grants, discretionary grants, and set-asides from Fund amounts under the cap. Each allocation furthers OVC's mission of providing service to crime victims, from ensuring the right to be heard in court to providing access to emergency medical and psychological services. The main funding streams that support programs and services for victims include—

- **State victim assistance program formula grants** to support direct victim service providers.
- **State crime victim compensation program formula grants** to supplement state funds to reimburse victims of violent crimes for out-of-pocket expenses that result from the crime.
- **OVC discretionary grants** that fund training and technical assistance activities, program evaluations, national-scope demonstration projects, compliance efforts, fellowships, and internships.
- **Victim-witness coordinators** in U.S. Attorneys' Offices, who assist victims of federal crimes and inform them of a variety of issues, including restitution orders and their right to make oral and written statements at sentencing in accordance with the *Attorney General Guidelines for Victim and Witness Assistance*.
- **Federal Bureau of Investigation (FBI) victim specialists**, who keep victims of federal crimes informed of case developments and proceedings and direct them to appropriate resources.



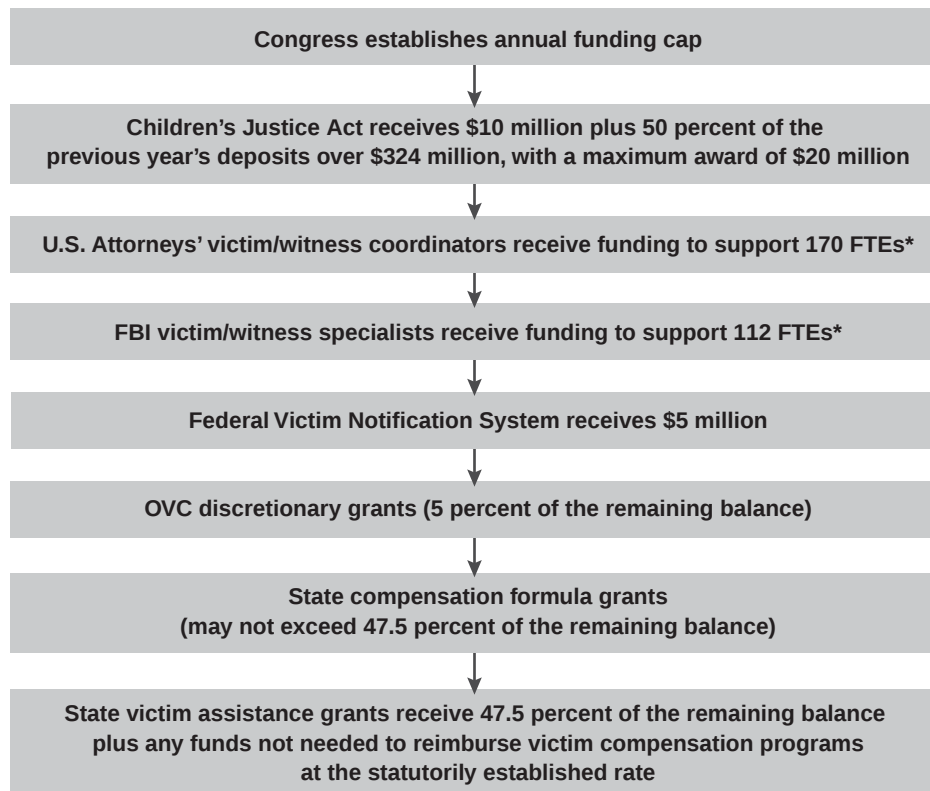


- **The Federal Victim Notification System**, which provides a means for notifying victims of federal crimes about the release or detention status of offenders, the filing of charges against suspected offenders, court proceedings and outcomes, and sentences and restitution.
- **The Children's Justice Act (CJA)**, which provides formula grants to states and discretionary grants to tribes for services and programs to improve the investigation and prosecution of child sexual abuse and neglect cases in American Indian and Alaska Native communities.

In addition, the VOCA statute allows amounts retained in the Fund after these program areas are funded to be used to replenish the Antiterrorism Emergency Reserve, which funds

emergency expenses and other services for victims of terrorism or mass violence within the United States and abroad (see Terrorism section).

The sequence in which the amount allocated for each program area is determined (figure 2) can have a significant impact on victim services funded by VOCA state victim assistance formula grants and, to a lesser degree, OVC discretionary grants. Because other program area allocations are calculated first, and the amount allocated for crime victim compensation grants is fixed by a formula, an increase in any of the other areas reduces the amount available for state assistance grants and OVC discretionary grants. Conversely, in FY 2006, the amount needed for compensation grants declined due to a drop in state-funded compensation benefits by several large states, increasing the amount available for state assistance grants and OVC discretionary grants.

FIGURE 2. Crime Victims Fund Allocation Process

*Full-time employees.

FORECASTING THE FUND'S FUTURE STABILITY

As noted, a few large criminal fines can have a substantial impact on current and future Fund deposits and, consequently, on the ability of victim programs to provide much-needed services to crime victims. Since FY 1996, deposits into the Fund have totaled \$5.9 billion, of which \$2.6 billion (44 percent) came from just 17 criminal defendants out of more than 50,000 defendants ordered to pay fines. Without the large fines, average annual Fund deposits would have dropped from \$591 million to \$331 million. The fluctuations caused by these cases prompted Congress to stabilize annual Fund obligations, creating a “rainy-day” balance for future services. This balance is drawn upon to supplement annual Fund deposits in years when deposits are lower than the cap (see figure 3).

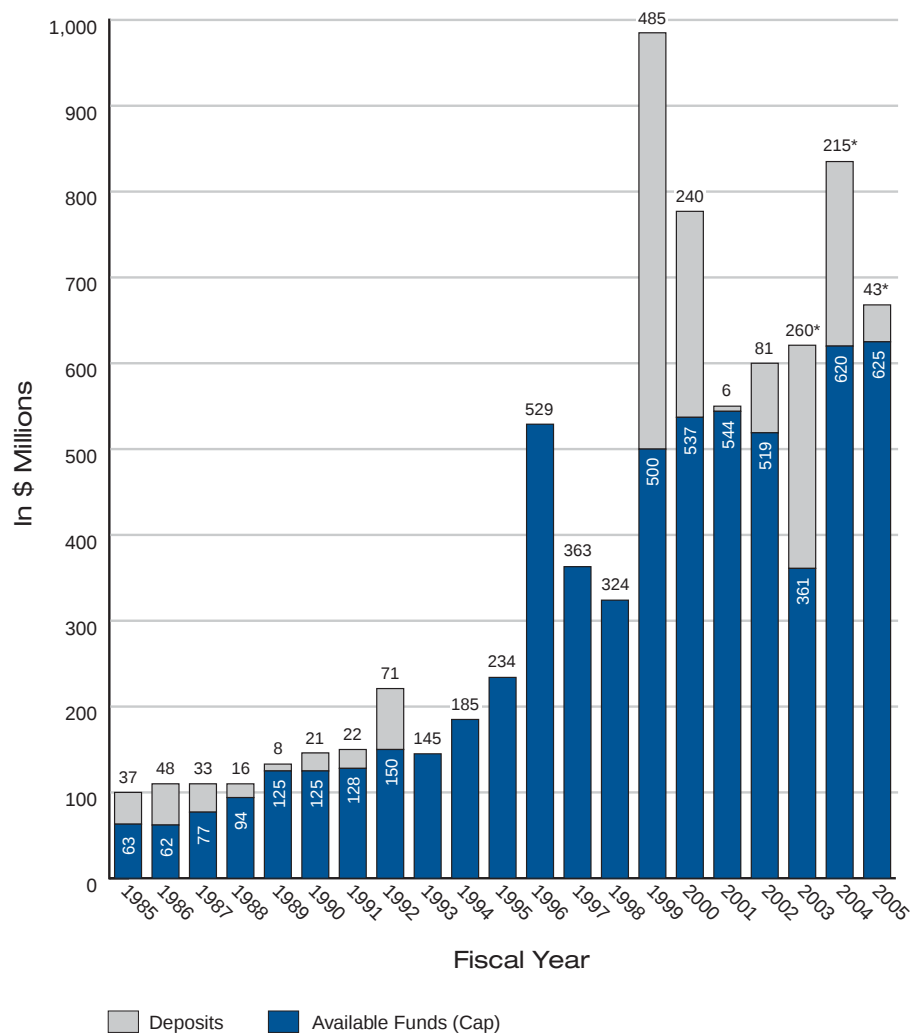
The disposition of several recent cases is likely to contribute to the Fund’s stability in the near future. Three large cases involving price fixing among manufacturers of computer semiconductor memory chips resulted in plea agreements in which the defendants were ordered to pay large fines. Rather than pay their fines in lump sums upon conviction, these defendants are paying them in installments:

- Infineon Technologies, October 2004—\$160 million to be paid in five annual installments of \$27 million, with a final payment of \$25 million in FY 2009.
- Hynix Semiconductor, Inc., May 2005—\$185 million with an initial payment of \$10 million and five subsequent annual installments of \$35 million each through FY 2010.
- Samsung Electronics Company, December 2005—\$300 million to be paid in six annual installments of \$50 million each through FY 2011.

The annual installments from these cases will increase average annual deposits by approximately \$112 million over the next 5 to 6 years. Assuming defendants pay their fines as agreed, these installments will help even out deposits at a somewhat higher level.

Even with the major fines, average annual deposits into the Fund (\$591 million) are less than the most recent congressional cap (\$625 million). At this rate, the rainy-day balance will eventually



FIGURE 3. Crime Victims Fund Deposits and Funds Available for Distribution

*Denotes that FY cap is reduced by congressional discretion.

Source: Compiled from Office of Justice Programs data.

be drawn down, raising concern about the Fund's ability to sustain victim services and to meet the needs, in particular, of underserved groups such as victims of human trafficking, stalking, and other emerging crimes.

Consideration should be given to proposals to supplement Fund revenues from other sources, if deposits fail to keep pace with needed services. Proposed supplemental sources of revenue include proceeds from the False Claims Act, unclaimed restitution,

and civil fines and penalties. Supplemental revenues such as these are consistent with the intent of the original drafters of VOCA—that those who violate federal laws, rather than taxpayers, should contribute to the support of victim services.

This report demonstrates—sometimes in the words of victims themselves—the importance of maintaining a sound, secure Fund in order to continue serving the needs of crime victims throughout our Nation.





Services to Crime Victims

- VOCA Victim Assistance
- VOCA Victim Compensation
- Indian Country (CJA and TVA)
- Terrorism and Mass Violence
- Human Trafficking
- Identity Theft
- Upholding the Rights of Victims



The 1984 Victims of Crime Act (VOCA) authorizes OVC to administer two major formula grants that support state crime victim compensation and assistance programs—the mainstays of support for victims throughout the Nation. In FYs 2005 and 2006, nearly 7 million victims received state VOCA-funded assistance, with victims of domestic violence accounting for 52 percent of those served. In this reporting period, OVC distributed nearly \$350 million for assistance to crime victims.



VOCA VICTIM ASSISTANCE

The VOCA funds that OVC administers support thousands of assistance and compensation programs throughout the Nation, all sharing the same goal: to help victims of crime rebuild their shattered lives. Victim assistance funding—awarded through subgrants to state agencies and local service providers—is the most far-reaching and visible demonstration of OVC’s commitment to providing crisis intervention, counseling and social service support, and criminal justice advocacy to those in urgent need of compassionate assistance.

The growth of VOCA state assistance allocations over the years is a dramatic indicator of the overall expansion of programs that serve crime victims. In FY 1986, the first year of the program’s operations, federal VOCA allocations for victim assistance services totaled \$41 million. Twenty years later, in FY 2006, funding made available for victim assistance totaled almost \$400 million.³

In FYs 2005 and 2006, 6.9 million victims received VOCA-funded assistance channeled through more than 4,000 agencies each year. Seventy-seven percent of victims benefited from telephone referrals and information. Victims of domestic violence, who numbered 3.6 million, accounted for 52 percent of victims served in the biennial reporting period.

VOCA Direct Services to Crime Victims

VOCA-funded direct services encompass crisis counseling, telephone and onsite information and referrals, criminal justice support and advocacy, emergency shelter, and therapy. In addition to these services, funds may be used to develop new programs to address emerging needs and gaps in service. In FYs 2005 and 2006, OVC distributed \$349.5 million for victim assistance to—

- **Respond to the emotional and physical needs of victims.** Funds are used in virtually all states, for example, to operate domestic violence shelters in which battered women and children find refuge and get a fresh start.
- **Help victims and their families stabilize their lives after victimization.** Funds routinely pay for counseling and referral services for family members who are so overwhelmed by a loved one’s victimization they are unable to meet their regular responsibilities as a spouse, parent, or caretaker.

³Please note that the statistics reported in this section reflect those contained in the state performance reports as of March 22, 2007, and are not final because states may update grant information up to 4 years after the close of each fiscal year.

- **Help victims and victims' families understand, and participate in, the criminal justice system.** Funds help pay the salaries of trained advocates who explain the legal process to victims and accompany them to trials and other legal proceedings. Advocates also help victims prepare impact statements and ensure that their rights are respected throughout the justice process.
- **Provide victims with a measure of safety and security.** Local agencies often use VOCA assistance to replace or repair broken locks and windows on victims' homes so they will feel less vulnerable to repeat victimizations.

How Funds Are Distributed To Help Victims



All 50 states, the District of Columbia, and 6 territories received VOCA victim assistance funding in this reporting period (see appendix A for state and territory allocations). Allocations are determined using a \$500,000 base amount (except in the Northern Mariana Islands, Guam, and American Samoa, where the base is \$200,000) plus a formula amount tied to population. States and territories award subgrants to service providers in the following categories:

- Criminal justice agencies within the government, including law enforcement agencies, courts, prosecution agencies, corrections agencies, probation offices, and others.
- Noncriminal justice agencies within the government, including social services, hospitals, mental health agencies, public housing agencies, and others.
- Private nonprofit organizations, including rape crisis centers, shelters, mental health organizations, religious organizations, hospitals, and others.
- Native American tribes or organizations, including on-reservation and off-reservation providers.

Funding for the reporting period supported 36 million specific services to 6.9 million victims of crime. Many individuals need more than one type of assistance in the aftermath of victimization. A rape victim, for example, may receive crisis counseling, support from an advocate during the forensic examination, assistance in seeking crime victim compensation benefits to cover crime-related expenses, and other types of support to aid in the healing process. In FYs 2005 and 2006, each victim received an average of five services (figure 4), according to state-provided service statistics.

During FYs 2005 and 2006, more than 5 million people (77 percent of victims) sought telephone and information referrals in the aftermath of their victimization—a critical resource for identifying other available sources of assistance (see figure 5).

"Until our son was kidnaped, we had never even set foot in a courtroom . . . We were so thankful for the adVOCAtE. He patiently answered our questions and explained in detail the many things we didn't understand."

—Parent of Missouri victim

OVC's Online Directory of Crime Victim Services, easily accessible via the agency's Web site, proved to be another important source of information about available services, with some 1.5 million hits recorded during FYs 2005 and 2006.

FIGURE 4. VOCA Assistance Program Nationwide Performance Indicators

Annual Performance Indicator	FY 2005	FY 2006
Agencies funded	4,336.0	4,355.0
Subgrants funded	5,647.0	5,084.0
Victims served	3,837,267.0	3,776,529.0
Specific services to victims	18,358,894.0	17,335,929.0
Services per victim	4.8	4.6

FIGURE 5. Services Delivered to Victims by VOCA Assistance Programs in FYs 2005 and 2006, by Type of Assistance

Type of Assistance	Number of Victims Receiving This Service	Estimated Percentage of Victims Receiving This Service
Telephone information and referral	5,318,441	77
Criminal justice support and advocacy	4,995,603	72
Onsite information and referral	4,365,225	63
Followup	4,329,397	63
Crisis counseling	4,236,821	61
Personal advocacy	3,106,861	45
Help filing compensation claims	1,682,884	24
Shelter or safe house stay	1,180,696	17
Group treatment and support	965,970	14
Emergency legal advocacy	829,830	12
Therapy	688,942	10
Emergency financial assistance	593,638	8
Other	3,963,620	57
Total service delivery	36,257,928	*

*Victims often need more than one service to aid their recovery. Therefore, this column will not total 100 percent.



In addition to the help found through telephone and information referrals, almost three-quarters of victims who sought assistance benefited from criminal justice support and advocacy services (72 percent); onsite information and referral services and followup assistance (63 percent each); and crisis counseling (61 percent). These are also the services most frequently delivered in the previous reporting period, FYs 2003 and 2004, which demonstrates the continuing need for these resources. The small percentage of victims seeking emergency financial assistance is an indicator of the important role the state crime victim compensation programs play in meeting the emergency financial needs of victims, as well as the states' increased capacity to process claims efficiently.

The 3.6 million domestic violence victims served by VOCA-funded programs in FYs 2005 and 2006 account for more than half (52 percent) of all victims served by VOCA-funded programs (figure 6). Victims of child sexual abuse and other assault victims were the next largest victim group served, at 10 percent each. Children victimized by physical and/or sexual abuse accounted for 14 percent of victims receiving assistance.

FIGURE 6. Victims Served by VOCA Assistance Programs in FYs 2005 and 2006, by Type of Victimization

Total Victims	Number of Victim Categories	Percentage of Victims Served
Domestic violence	3,608,012	52
Child sexual abuse	691,519	10
Assault	613,301	10
Adult sexual assault	475,515	7
Child physical abuse	285,499	4
Robbery	225,851	3
Survivors of homicide victims	223,070	3
Adults molested as children	156,519	2
DUI/DWI crashes	110,729	2
Elder abuse	94,588	1
Other	432,915	6
Total	6,917,518	100

In fact, domestic violence has been the most common crime for which victims seek assistance in virtually every reporting period for two decades. In recognition of the urgent need for services, the most frequently occurring crimes—domestic violence, child abuse, and sexual assault—are considered priority categories under the formula that states are required by statute to use in allocating VOCA assistance funding to providers.

Funding Focuses on Priority Needs

Each state is required to allocate a minimum of 10 percent of its VOCA assistance funds to serve victims in each of the three priority categories: domestic violence, sexual assault, and child abuse. Another 10 percent must be dedicated to historically underserved victims of crime. States are allowed broad discretion in determining which groups fall into this category, but they typically include family members of homicide victims, adults molested as children, and victims of drunk drivers, physical assault, elder abuse, robbery, and kidnaping. The remaining 60 percent of funds are allocated in the way a state believes will be most beneficial to its crime victims.

Although OVC maintains minimum allocation requirements for priority areas, the actual needs of victims dictate that states exceed that minimum. Of the \$349 million in VOCA moneys used to fund projects for both priority and underserved categories of crime victims, \$274 million was used to deliver services in priority categories during the FY 2005–2006 reporting period (figure 7).

FIGURE 7. VOCA Assistance Allocations for Priority and Underserved Areas (in \$)

Service Area	FY 2005	FY 2006
Priority Areas		
Domestic violence	\$ 64,219,853	\$ 66,480,296
Child abuse	39,081,395	41,664,021
Sexual assault	29,278,225	33,658,498
Total priority services	\$132,579,473	\$141,802,815
Underserved Victim Areas		
Assault	5,921,130	6,647,494
Survivors of homicide victims	4,747,155	5,592,380
Elder abuse	4,402,695	4,727,405
Adults molested as children	4,313,510	4,581,487
DUI/DWI crashes	3,374,822	4,878,601
Robbery	3,091,158	3,402,722
Other violent crimes	9,718,008	9,770,076
Total underserved services	\$ 35,568,478	\$ 39,600,165
Overall Total Services	\$168,147,951	\$181,402,980

"I was married to a man who, when he decided to hit me, he did, when he decided to berate me with horrible words, he did, and when he decided to rape me, he did. The Family Crisis Center helped me . . . Today, I say with pride, I will never be treated that way again."

—Texas victim

VOCA Funding: Priority Program Innovations

Although the specific types of services supported with priority funds vary by location and need, VOCA funding is critical to the expansion of effective outreach. A sexual assault program in the Tidewater area of Virginia, for example, organized a Sexual Assault Response Team (SART) to serve five urban locations. More than 1,000 victims received services through the program in the first 6 months of 2006. According to the state's VOCA administrator, this represents "a huge increase over past years," when SART teams—and the specialized services they provide—were not as readily accessible to victims of sexual assault.

Similarly, the Domestic Violence Advocate Pilot Project implemented in Delaware in 2002 uses VOCA funding to expand its services statewide. The program places advocates within the child welfare system and uses a multidisciplinary approach to investigate and treat child abuse cases involving domestic violence.

A number of states use VOCA funding to reach the growing Latino population. For example, Abriendo Puertas, a domestic violence shelter in Delaware operated by bilingual staff, focuses on this group. The program also offers assistance to Latino families who choose to stay in their community rather than the shelter.

Overcoming language barriers is a priority in Hawaii, where an ethnically diverse population needs access to victim services. The Honolulu Prosecuting Attorney's Victim-Witness Kokua Services uses VOCA funds to contract with the Bilingual Access Line to provide translation services to non-English-speaking crime victims. The service is available to all victim service agencies in the county, including domestic violence shelters and sexual assault crisis lines.

Pennsylvania Agencies Pool Resources To Reach More Victims

In Philadelphia, four domestic violence programs make the most of their VOCA funds, pooling human and financial resources to improve services and streamline costs. Women in Transition and Women Against Abuse, together with the bilingual programs of the Lutheran Settlement House and Congreso de Latino Unidos, operate a toll free hotline that gives victims one number to call for various types of assistance in several languages.

Other Pennsylvania programs reach out to diverse victim groups. In FY 2005, the Center for Victims of Violence and Crime in Allegheny County called attention to African-American victims of domestic violence through a community symposium, "Black and Blue, Violence in the Lives of Black Women: A Call to Help and Healing."

Women Organized Against Rape in Philadelphia employs an Asian outreach counselor who speaks fluent Khmer. She helps provide culturally specific sexual assault counseling and networks with social workers, doctors, community activists, and Asian religious leaders to raise awareness of sexual violence and the unique cultural sensitivities associated with this type of victimization.

VOCA Discretionary Funding Supplements Formula Grants

Although VOCA formula grants to states account for the majority of funding made available for services to crime victims throughout the Nation, discretionary grants administered by OVC play an important role in funding programs to meet emerging needs and fill gaps in existing services.

Improving Services to Victims of Sexual Violence

Sexual violence has a profound effect on its victims. The majority of victims do not report the crime to law enforcement, so they do not benefit from available services or participate in the criminal justice system. In 2005, only 38 percent of these crimes were reported, according to a Bureau of Justice Statistics survey.⁴ Encouraging victims to seek the help they need and to participate in bringing their attackers to justice is a complex challenge that OVC continues to address.

Trained first responders—law enforcement officers, forensic nurses, advocates, and others—play a critical role for victims after a crime, helping them cope and eventually recover. OVC pioneered the U.S. Department of Justice’s support of the development of sexual assault nurse examiners (SANEs) and sexual assault response teams (SARTs). In FY 2006, the National Institute of Justice released a study supporting their effectiveness and expansion. One example of this effectiveness is that forensic exams performed by SANEs yield more DNA evidence than exams performed by other medical practitioners. When advocates and other members of a SART are involved, victims are also more likely to participate in the criminal justice process, resulting in more convictions.⁵

OVC focused on improving these services in FYs 2005 and 2006, supporting national conferences and programs to serve as resources and models for local SANE/SART programs in the future. They included—

- **Biennial National SART Training Conference.** In 2005, the Sexual Assault Resource Service of Minneapolis, Minnesota, held the third National Sexual Assault Response Team Conference in San Francisco, California. More than 900 forensic medical professionals, victim advocates, law enforcement officers, prosecutors, crime lab personnel, and other allied professionals attended the

⁴Shannan M. Catalano, September 2006, *Criminal Victimization, 2005*, Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics, NCJ 214644.

⁵M.E. Nugent-Borakove et al., May 2006, “Testing the Efficacy of SANE/SART Programs: Do They Make a Difference in Sexual Assault Arrest & Prosecution Outcomes?” Washington, DC: U.S. Department of Justice, National Institute of Justice, NCJ 214252.

conference. The overall purpose of this biennial conference is to improve coordinated services to victims of sexual assault by facilitating SANE and SART program development; strengthening multidisciplinary team building; and enhancing victim care and criminal prosecution. Specialized workshops at the 2005 conference included utilization of DNA evidence, sex trafficking and sexual victimization in the context of labor trafficking, and responding to victims with disabilities.

- **National SANE Coordinator Symposium.** This event, coordinated by the Pennsylvania Coalition Against Rape's National Sexual Violence Resource Center and the Oregon Attorney General's Sexual Assault Task Force, provided an opportunity for state, regional, territorial, tribal, and military SANE programs to share promising practices and capacity-building activities.
- **SART Toolkit.** This toolkit, being developed by the National Sexual Violence Resource Center, will provide information and resources to help communities build or enhance SART services. A training curriculum and video will be produced to promote the development, implementation, and ongoing enhancement of a coordinated, multidisciplinary response to sexual assault. In addition to production of the curriculum and video, project objectives include conducting a national-scope review of existing resources for SART communities and assessing the state of SART development throughout the United States. The project is about to begin the pilot testing phase.
- **Missouri Sexual Assault Response Model.** The Missouri Chapter of the American College of Emergency Physicians is developing a model to establish statewide standardized certification, services, and resources for health care institutions as sexual assault resource centers. Under the new system, sexual assault victims will have access to high-quality services and resources, regardless of geographic location and time of day.
- **Strengthening Military-Civilian Community Partnerships to Respond to Sexual Assault Project.** The Pennsylvania Coalition Against Rape is developing a curriculum and toolkit for civilian rape crisis centers and state sexual assault coalitions to use in their work with military victims of sexual violence. A committee of civilians and military personnel has been established to inform the development process. Once developed, teams of military and civilian trainers will be taught how to implement the curriculum and toolkit.

Programs Focus on Crimes Against Children and Families

In addition to administering the formula grants authorized by the Children's Justice Act to effectively manage child abuse cases in Indian Country (see page 37), OVC

uses discretionary funding to help children whose well-being is put at risk—either by strangers or by family members.

In state performance reports, many VOCA administrators cited increased substance abuse as a concern in numerous communities, particularly the increased production and use of methamphetamine in small, clandestine laboratories where children are often present. Some children have been injured or killed in these circumstances, and more have been taken into protective custody to remove them from these dangerous environments. Toxic, highly flammable chemicals are used in the drug-making process, and addicted parents often neglect their children's health and well-being as well.⁶

In response to this growing threat to children, OVC is funding four major initiatives to address the issue of drug endangered children (DEC). First, a national DEC resource center has been funded to raise awareness of the problem by broadly disseminating information and providing a forum for experts in the field. The center also will bolster statewide efforts to support DEC task forces. Additionally, a national training program is being designed to support the development of a standardized training curriculum; an OVC-funded coordinator in the U.S. Attorney's Office will develop and implement a victim-focused initiative that includes school-based outreach; and an inter-agency agreement with the Drug Enforcement Administration will spearhead training and technical assistance to help combat the problem.

While some children are put in harm's way in their own homes, others are removed from their homes in defiance of the law. OVC supports a Victim Reunification Travel Assistance program to assist the left-behind custodial parent in cases of child abduction in violation of the U.S. law on International Parental Kidnaping of Children. The program, for which OVC provides discretionary funding, is supported through an interagency agreement with the Office of Juvenile Justice and Delinquency Prevention and a cooperative agreement with the National Center for Missing and Exploited Children. In FY 2006, OVC provided assistance in 25 cases, which resulted in 27 children being reunited with their custodial parent.



⁶Karen Swetlow, June 2003, *Children at Clandestine Methamphetamine Labs: Helping Meth's Youngest Victims*, Bulletin, Washington, DC: U.S. Department of Justice, Office for Victims of Crime, NCJ 197590.

Programs Build Capacity To Assist the Underserved

Finding new ways to reach underserved victims, including those isolated by geography, language, and cultural barriers, was a priority in FYs 2005 and 2006. State performance reports submitted annually by VOCA administrators underscored the need to provide services to people of diverse cultures, nationalities, and languages. At least 19 administrators said in FY 2005 that “language” or a lack of “bilingual” capabilities were barriers to service.

Bridging Cultural and Language Barriers

In each fiscal year of the reporting period, OVC’s Public Awareness in Underserved Communities discretionary grant program made available \$350,000 to nonprofit organizations and public agencies familiar with these groups. These grant-funded projects focus on raising awareness of victims’ rights and on how to access services among underserved populations, particularly in socially and linguistically isolated immigrant communities. Under this program, victim service organizations are partnering with ethnic media (radio, print, television) as well as ethnic- and faith-based organizations to produce appropriate public awareness campaigns on victimization issues, such as domestic violence, sexual assault, and financial crimes.

The grant program received more than 100 applications in response to the first solicitation in FY 2005 and FY 2006, reflecting a large unmet need. Grantees were encouraged to work in conjunction with ethnic media outlets to develop effective strategies for raising public awareness and educating communities about available victim services.

OVC is also making available an increased number of public awareness and educational materials in multiple languages to provide more victims with information about their rights and available resources. The highly popular “Help” brochure series, which provides resources for victims of 10 prevalent crimes, is available online in Spanish, as are publications about OVC’s mission and promotional materials for its major event of the year, National Crime Victims’ Rights Week (see Public Awareness for more information). Other frequently requested publications are available in French, Chinese, Japanese, Korean, Thai, and Vietnamese.

Reaching Out to Elderly and Rural Victims

Some underserved groups, including elderly victims and those living in rural or high-crime areas, may not face cultural barriers to service but lack access nevertheless. In FY 2006, several VOCA-funded initiatives were developed to remedy this situation:

“[This agency] has helped me reflect on my emotions and make decisions . . . there are a lot of people who need it, especially [minority] women who receive so much domestic violence.”

—South Carolina victim
(translated from Spanish)

Under an OVC discretionary grant, Baylor College of Medicine in Texas completed a curriculum for training medical professionals to identify and respond to elder abuse, including screening, assessment, and working with adult protective services and law enforcement. Also, OVC's Web site now features an online bulletin titled *Partnering With Faith Communities To Provide Elder Fraud Prevention, Intervention, and Victim Services*. This easily accessible resource highlights the collaboration between the Denver District Attorney's Office and more than 200 local faith-based groups.

OVC's Web site also features an electronic publication titled *Rural Victim Assistance: A Victim/Witness Guide for Rural Prosecutors* developed by the American Prosecutors Research Institute. The publication offers pointers for prosecutors' offices for improving information dissemination and assistance to victims in rural and isolated areas. As with other underserved populations, service providers are encouraged to "meet the victims where they are": A Connecticut organization, for example, teaches local hairdressers how to recognize the signs of domestic violence, how to report abuse, and how to approach possible victims.



Serving Victims in High-Crime Urban Areas

It might seem that city neighborhoods plagued by crime would have victim services readily available. In fact, high-quality, comprehensive services are often scarce or not easy to access.

To address this issue, OVC competitively funded the Urban High Crime Neighborhood Initiative in FY 2002, with 4-year demonstration projects in the Bronx, New York; St. Paul, Minnesota; Chicago, Illinois; Kansas City, Kansas; Los Angeles, California; and Shelby County/Memphis, Tennessee. In FY 2004, OVC funded an additional site in East St. Louis, Illinois, to replicate the concepts developed in the original demonstration project.

Initially, each site conducted a needs assessment and developed a strategic plan for improving services. In the third year of the project, grantees implemented the plans, which focused on providing new and improved services within their communities. In the fourth year, the sites continued to build service capacity and focused on how to sustain services past the 4-year initiative.



Today, based on the models established in the pilot cities, OVC is supporting the development of a replication toolkit that similar communities can use to build accessible services. With the Helping Outreach Programs to Expand (HOPE) II project administered by the Maryland Crime Victims' Resource Center, this initiative paves the way for more effective services where statistics indicate they are most urgently needed.

The Total Value of VOCA Assistance Funding

Although it's inaccurate to say that victim services wouldn't exist without VOCA funding—states contribute their own revenue as well—it may be assumed that, without VOCA funding, available services would be significantly reduced. An analysis of the FY 2005 and 2006 VOCA assistance subgrants showed that the purpose of nearly all subgrants was to continue a VOCA-funded project from a previous year (96 percent), and that the agency receiving the grant used the funds to maintain the base level of existing services (95 percent).

To further define how much victim service providers depend on VOCA funding, OVC informally asked a number of VOCA administrators the following question:

Strategic Planning Helps Reach the Underserved in Washington

Washington State, like a number of states, has employed strategic planning to significantly improve service delivery to its underserved residents. The State organized itself into 13 service regions, establishing a service center in each region. Victims of crimes other than domestic violence or sexual assault use those centers (some of which are virtual and some of which are actual physical locations) to access basic crisis intervention services, information and referrals, and legal advocacy. The State has also created a "14th region" to inform communities about the need to provide services to special populations, develop staff skills, and determine the best methods of delivering services.

This innovative model, funded solely with VOCA dollars, has made services more comprehensive and consistently available, especially for victims in rural areas. If those resources disappeared, the program would too, said the State's administrator.

“If VOCA funding ended tomorrow, what would be the impact on providing services to crime victims in your state?”

Their answers were strikingly similar. All believed that services would be sharply reduced (some discontinued altogether) and that the impact would be most damaging to already underserved populations. The Maryland administrator perhaps best summed up the feelings of the group:

Many programs would be unable to maintain the level of service that they currently provide, and would be able to instead provide only basic services to a limited number of people. Several programs, such as those that have limited resources or are in rural jurisdictions, would more than likely shut down as they could not afford to retain staff. Victims in certain areas of the state would have virtually no access to services.

The Pennsylvania administrator was especially concerned about the possibility that VOCA funding could be cut, writing that “the absence of VOCA funding would do irreparable harm to the majority of our VOCA-funded victim service agencies. In fact, it would probably destroy the service delivery infrastructure that Pennsylvania has built over the past two decades.”

Even victims of high-priority crimes would suffer. VOCA funds currently support an innovative program in Hawaii that pairs a victim service agency with schools in Weed and Seed areas. The service provider trains teachers and school counselors in how to respond to students who are affected by domestic violence, as well as provides counseling services. Without VOCA support, said the state administrator, this program and many others would have to be discontinued.

These anecdotal accounts demonstrate that even though VOCA funding complements state funding, it is an integral part of the foundation supporting the Nation’s victim services infrastructure. Significant fluctuations in funding in the future—which could result from reductions in deposits to the Crime Victims Fund, alterations to the Fund’s allocation procedures, or changes in the budgetary allocations for its funding—would severely limit the states’ ability to maintain current levels of service and perhaps to meet goals laid out in the 1984 Victims of Crime Act.

*“Thank you for giving me
time to heal my hurts, a
comfortable bed to sleep
on, and a little corner for
my son and me to weather
the raging storms. I really
appreciate your extreme
generosity to help me
pick up the pieces of
my life . . .”*

—Montana victim



Funds authorized by VOCA and administered by OVC support crime victim compensation programs in every state, the District of Columbia, Puerto Rico, Guam, and the U.S. Virgin Islands. In the FY 2005–2006 reporting period, this compensation totaled \$838 million. Victims of assault, including domestic violence, accounted for more than half of all claims and often sought assistance for medical and dental care, the most common type of expense reimbursed. Nearly 20 percent of assault claims were related to domestic violence, attesting to the brutality and prevalence of this crime.

VOCA VICTIM COMPENSATION

While VOCA victim assistance helps crime victims cope with the physical, emotional, and administrative issues associated with a crime, VOCA victim compensation helps victims cope with the resulting financial losses. VOCA compensation grants supplement state efforts to provide financial assistance and reimbursement to victims, most frequently for medical and dental care in the aftermath of assault. Such expenses represent 53 percent of the total benefits paid to crime victims during the biennium.

State victim compensation programs are payers of last resort, reimbursing victims for qualified crime-related expenses when other resources such as private insurance, Social Security, and Medicaid, will not cover the losses. Although each state compensation program is administered independently, most programs have similar eligibility requirements and offer comparable benefits. The average payout per claim is approximately \$3,000. Some expenses, including those resulting from theft, damage, and property loss, are not covered by most states.

In FYs 2005 and 2006, state programs continued to face the challenge of finding sufficient funding to reimburse crime victims who requested compensation for services, as the number of claims grew in the face of reduced revenue sources. A combined total of \$838 million was paid to victims from federal and state revenues during this reporting period, consistent with total payouts to victims during the previous biennium.

How VOCA Compensation Works

When a crime occurs, a victim must first file a report with law enforcement. The victim or vendor rendering the service may file a claim with the state compensation program accompanied by the required supporting documentation established by each state. Either the victim or the vendor is reimbursed if the claim is approved.

The maximum award depends on individual state guidelines. Eligible expenses may include medical and dental care, counseling, funeral and burial expenses, lost wages, forensic sexual assault exams, and relocation expenses for domestic violence victims. Some states provide special allowances in cases involving victims of sexual assault.

Although the focus of compensation programs differs from that of assistance programs, the two are often complementary. For instance, B.J. Horn, Director of the Office of

Victims' Services in Pennsylvania's Commission on Crime and Delinquency, said that cooperation had been essential when a victim sustained severe mouth injuries from an aggravated assault.

His insurance company refused to pay for dental implants, claiming that such procedures were cosmetic. His victim service agency helped him obtain the documentation from the insurance company so he could file for crime victim compensation. They also helped him locate a dentist who was willing to do the services and work with the compensation program to be reimbursed.

States receive VOCA funding for victim compensation programs separately from the VOCA funding received for assistance. VOCA compensation funds are allocated using a formula that awards states 60 percent of total state funds paid out in compensation claims during the previous year. (As with assistance programs, states also are required to contribute their own funds to victim compensation coffers.) The result is a natural ebb and flow of VOCA funding levels as amounts rise and fall following years of greater and lesser expenses.

Trends in Compensation Reflect Prevalence of Assault, Related Domestic Violence

In FYs 2005 and 2006, states approved 407,139 claims for compensation. (See appendix B for a complete list of VOCA allotments.) In their annual performance reports, states distinguish between regular claims and forensic sexual assault claims, which are handled through a separate claims procedure. During the biennium, the totals for both types of claims, as well as the ratio of forensic to regular claims, remained fairly steady. Regular claims totaled 158,588 and 164,995 respectively, while claims for payment of forensic sexual assault examinations totaled 40,237 and 43,319. Claims for forensic exams accounted for nearly 20 percent of total claims for the reporting period, as shown in figure 8.

FIGURE 8. Number of New Compensation Claims Received in FYs 2005 and 2006

Fiscal Year	Regular Claims	Forensic Sexual Assault Claims	Total Claims
2005	158,588	40,237	198,825
2006	164,995	43,319	208,314

Victims of assault, including domestic violence, filed the highest number of claims, receiving \$487 million in compensation (figure 9), or 59 percent of the total compensation dollars awarded during the biennium. The second largest amount—\$138 million—was paid to survivors of homicide victims. Other large amounts included

"During FYs 2005–2006, VOCA funds accounted for 43 percent of the total funds used by the Office of Victim Services for compensation payments to crime victims in the State of Connecticut. Without the availability of VOCA funds, payments to crime victims would be significantly reduced."

—Director, Connecticut Office of Victim Services

payments of \$73 million and \$49 million to victims of drunk drivers and child abuse, respectively.

FIGURE 9. Number and Amount of Victim Compensation Claims Paid in FYs 2005 and 2006, by Type of Crime

Crime Category	Total Number of Paid Claims	Claims Related to Domestic Violence	Total Amount Paid (In \$)
Assault	140,718	46,825	\$487,360,384
Homicide	31,259	2,582	138,498,077
Sexual assault	21,613	1,366	24,370,178
Child abuse (including physical and sexual)	56,219	--	49,391,195
DWI/DUI and other vehicular crimes	14,038	--	72,738,249
Stalking	1,089	523	1,555,794
Robbery	12,381	--	33,253,582
Terrorism	1,688	--	5,123,691
Kidnaping	932	216	1,381,666
Arson	354	29	907,884
Other	12,022	3,071	23,802,332
Total	292,313	54,612	\$838,383,032

As one would expect given the prevalence of assault claims, the services most commonly reimbursed were medical and dental care (figure 10). Of the \$487 million paid out to victims of assault, \$460 million was awarded to cover medical and dental expenses—more than half of all approved compensation payments. Economic support—including compensation for lost wages—was the second most common form of reimbursement to all crime victim categories, at \$158 million. Funeral and burial

FIGURE 10. State Compensation Program Benefits Paid in FYs 2005 and 2006, by Type of Expense

Expense Category	Total in \$	Percentage
Medical/dental	\$459,884,946	53
Economic support	157,669,101	18
Funeral/burial	96,111,383	11
Mental health	69,714,137	8
Forensic sexual assault exams	37,195,986	4
Crime scene cleanup	715,685	1
Other	48,640,719	5
Total	\$869,931,957	100

expenses were third, at \$96 million. These figures are consistent with those of the previous reporting period, FYs 2003 and 2004, in which the same categories received the majority of compensation benefits from the program.

State performance reports specify not only the number of claims paid to each category of crime, but also how many of these claims involved domestic violence. This all-too-common victimization was a factor in 50 percent of claims related to stalking as well as 33 percent of assault-related claims. Domestic violence also was linked to a sizable number of kidnaping claims (23 percent) and sexual assault claims (16 percent). In addition, the crime was related to approximately 10 percent of all claims paid to survivors of homicide victims and arson. Overall, domestic violence proved to be a factor in nearly 20 percent of all compensation claims paid in the biennium, which is consistent with victim services statistics previously discussed in the VOCA Victim Assistance section of this report.

Since the VOCA crime victim compensation program made its first awards in 1986, payouts have grown as a result of increased public awareness of the programs' availability, greater outreach, and the presence of trained advocates to assist victims in applying for benefits. In addition, emerging crimes such as identity theft and the increasing incidence of other crimes like stalking have been incorporated into the overall system of payouts.

Stalking, for example, now victimizes more than 1 million women and nearly 400,000 men annually in the United States.⁷ The crime is a reliable predictor of violence: 81 percent of women stalked by a current or former partner are physically assaulted; 31 percent are also sexually assaulted.⁸ Although initially not a crime for which victims could be compensated, stalking has been incorporated into VOCA state compensation programs in response to the burgeoning need for support for these victims—as have identity theft, terrorism, and other crimes now on the rise.

VOCA Funds Make Compensation More Widely Available With Higher Payouts

Annual performance reports for the VOCA compensation funding program show that states most often use the money to (1) make compensation available to a larger number of victims and (2) increase the maximum amount for which victims may be reimbursed. Like VOCA assistance funding, VOCA compensation funding significantly expands the benefits that states are able to offer. VOCA compensation funding

⁷Patricia Tjaden and Nancy Thoennes, April 1998, *Stalking in America: Findings from the National Violence Against Women Survey*, Research in Brief, Washington, DC: U.S. Department of Justice, National Institute of Justice, NCJ 169592.

⁸Ibid.

represents some 37 percent of total payments to victims on an annual basis.

California reported in FY 2005 that with federal funding, the maximum compensation claim was \$70,000. Without federal funding, that amount would drop by half, to \$35,000. Idaho reported that VOCA funding enabled that state to double the funeral and burial benefit (now \$5,000) and expand family assistance benefits to cover the priority areas of domestic violence, child abuse, and sexual assault, as well as victims of kidnapping and homicide.

The compensation performance report asks states to identify if and how they use a specific portion of VOCA funding designated for administrative purposes (e.g., building and improving state systems for administering the compensation programs). Most of the 36 jurisdictions that used administrative funds in FY 2005 did so to pay for staff, rent, supplies, and other operational costs to improve services. Massachusetts developed and updated software to better track investigations and process claims. This use of funds addresses an ongoing problem cited in earlier fiscal years: outdated claims processing systems are a major hurdle in paying claims in a timely and efficient manner.

Other states use administrative funds to raise awareness of their programs and to communicate with emerging victim populations. Georgia created a bilingual program advocate position to provide Spanish-speaking victims with translation services, referrals, and assistance in completing compensation applications. Massachusetts used a portion of its funding to create brochures and pocket cards that explain compensation benefits. Other states funded advertising campaigns to inform victims of benefits that are available under their programs.

The Difference VOCA Makes, Victim by Victim

In the state performance reports, some VOCA administrators calculated the difference that VOCA funds made in the number of victims served. Hawaii reported that “VOCA funds increased our program’s ability to meet the needs of crime victims by providing funding to cover the crime-related expenses of almost 600 violent crime victims.”





Idaho, which used VOCA funds to cover approximately 35 percent of claims in FY 2006, estimated that this percentage accounted for services to 742 victims.

Other administrators recounted case histories to illustrate the difference VOCA funds make in helping victims on their individual path to recovery. In Iowa, a man was deliberately struck by a vehicle driven by another man, as a continuation of a dispute. The victim suffered facial fractures and lost an eye. The Iowa program paid \$12,610 in medical expenses, which included the cost of a prosthetic eye. Additionally, the program paid \$50 for clothing held as evidence and \$6,000 in lost wages.

Many state programs measure their effectiveness with followup surveys to recipients of services. During FY 2006, feedback from Minnesota's recipient survey indicated that 97 of respondents felt that staff were polite, professional, and understood their concerns. Eighty-five percent reported being satisfied with the benefits they received. In response to a North Dakota survey question, "Do you feel your trauma was reduced by the help of the program?" 100 percent of respondents answered affirmatively.

A sampling of comments from crime victims receiving compensation in Oregon demonstrated gratitude for assistance at a difficult time:

- "With everything I have had to deal with, the Crime Victims Compensation Program has been the easiest, quickest, and the least painful. Thank you and God Bless."
- "I am extremely grateful to have had these services available to me [at this] unfortunate time of my life. Thank you."
- "I appreciated the number of options given to me and the choice to participate in a spiritually based counseling program."

The Alaska administrator summed up the comments of many others who witness the difference VOCA funding makes in the lives of crime victims every day: "The funds have allowed many additional crime victims eligible for compensation to be compensated. Without these funds, there would be many more unserved or underserved victims."



Because of the disturbingly high rate of victimization in tribal communities and villages, OVC remains focused on the development of victim assistance programs primarily through two programs of funding: the Children's Justice Act Partnerships for Indian Communities Discretionary Grant Program and the Tribal Victim Assistance Discretionary Grant Program.



INDIAN COUNTRY (CJA AND TVA)

OVC is committed to providing culturally sensitive services in Indian Country, where it is estimated that the population experiences violence at more than twice the rate of the rest of the Nation.⁹ The poverty, isolation, and lack of victim services affecting many American Indian and Alaska Native (AI/AN) communities and villages—as well as high crime rates—make these communities priority areas for OVC support.

Working with tribal communities on a government-to-government basis, in adherence to U.S. Department of Justice policy, OVC administers funding programs that are designed to specifically address issues that disproportionately affect AI/AN jurisdictions. These include the following:

- **The Children's Justice Act (CJA) Partnerships for Indian Communities Discretionary Grant Program**, supported by the Crime Victims Fund, is intended to assist AI/AN communities in developing, establishing, and operating programs to improve the investigation, prosecution, and overall handling of cases of child abuse, child sexual abuse, and severe physical abuse, in a manner that increases support for and lessens additional trauma to the child victim.
- **The Tribal Victim Assistance (TVA) Discretionary Grant Program** provides federally recognized tribes with funding to establish permanent, accessible, and responsive reservation-based victim assistance in remote, rural areas where limited or no services exist.

CJA Grants Focus on Child Victims

CJA helps grantees provide child-centered, multidisciplinary services that share tribal, federal, and state resources. These specialized services aim to minimize trauma through sensitive investigative and judicial practices, tailoring standard procedures to better respond to the special needs and abilities of child victims.

The Children's Justice and Assistance Act of 1986 was passed to provide states with funding to establish programs to effectively handle child abuse cases. In 1988, the Anti-Drug Abuse Act amended the 1984 Victims of Crime Act, authorizing the use of a

⁹Steven W. Perry, *American Indians and Crime: A BJS Statistical Profile, 1992–2002*, (December 2004), Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics, NCJ 203097.

portion of the state CJA funds to help tribal communities develop and establish programs to improve the investigation and prosecution of child abuse cases, particularly cases of child sexual abuse. Since 1989, OVC has funded approximately 243 individual grants to tribes and nonprofit tribal agencies through the CJA grant program. These tribal programs have made a number of systemic improvements in the handling of child abuse cases, including the following:

- Established, expanded, and trained multidisciplinary teams and child protection teams.
- Revised tribal codes and procedures to address child sexual abuse.
- Provided child advocacy services for children involved in court proceedings.
- Created protocols for reporting, investigating, and prosecuting cases of child sexual abuse.
- Developed working agreements that minimize the number of times a child is interviewed.
- Enhanced case management and treatment services.
- Offered specialized training for prosecutors, judges, investigators, tribal leadership, and other professionals who handle child sexual abuse cases.
- Created special child-centered interview rooms.
- Hired specialized staff to handle child abuse victim cases.

The CJA grant program makes \$3 million available annually to tribes and nonprofit tribal agencies for such purposes. Grantees receive funds over a 3-year period to support their efforts. In FY 2005, just over \$1.6 million in continuation funding was awarded to 10 tribes and tribal organizations. In FY 2006, OVC awarded 12 new organizations a total of \$2 million. (A complete list of grantees and award amounts appears in appendix C.)

CJA funding has been responsible for numerous improvements in services, including enhanced coordination among U.S. Attorneys' Offices, the FBI, and other federal and tribal agencies; an increase in the number of child protection teams; more culturally sensitive services; and increases in staff trained to handle child abuse cases. These grants support the program's overall goal—assisting AI/AN communities with developing, establishing, and operating programs that improve the investigation, prosecution, and overall handling of cases of child abuse, child sexual abuse, and severe physical abuse in a manner that increases support for, and lessens trauma to, the child victim.

*"Let us put our minds
together and see what a
difference we can make for
our children."*

—Chief Sitting Bull

CJA Partnerships Training and Technical Assistance

In addition to the grants awarded to tribes and organizations through the discretionary program, OVC also administers a CJA training and technical assistance (T&TA) grant. Funds awarded through this grant are intended to provide support, training, and technical assistance that help tribes improve their service structures.

OVC believes it is crucial that training and technical assistance be developed and delivered by AI/AN vendors. The Tribal Law and Policy Institute (TLPI) was chosen to provide this service to CJA grantees. In FY 2005, OVC awarded the organization \$400,000 to provide T&TA to 13 CJA grantees, and in FY 2006, OVC awarded TLPI an additional \$500,000.

Training and technical assistance activities can include the development of resource materials, individual consultation and problem solving, and onsite assistance. Some of the T&TA accomplishments during FYs 2005 and 2006 include—

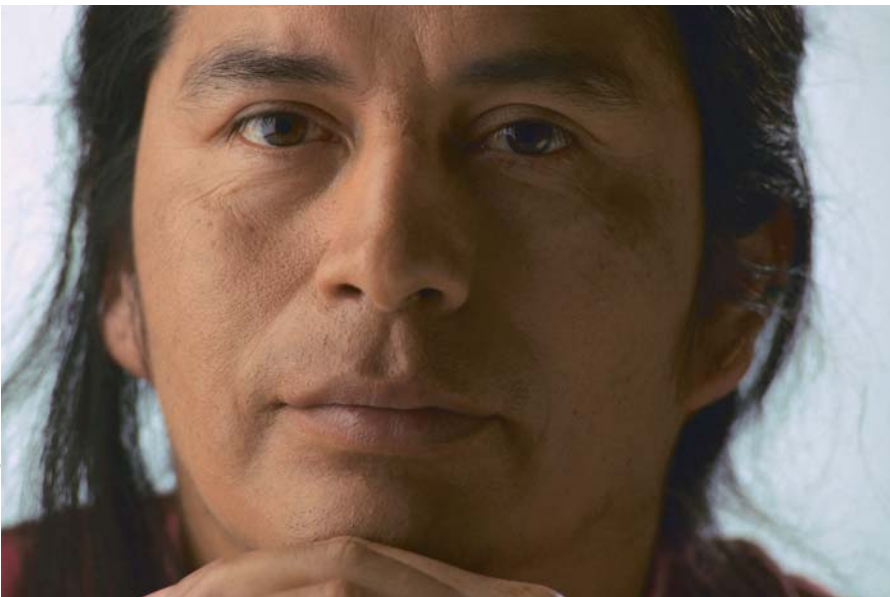
- Tribal-specific and culturally accountable training events delivered to approximately 480 people.
- Improved forensic interviewing and child sexual abuse investigation skills for law enforcement, prosecutors, and investigators, with better collaboration among agencies.

A CJA Success Story: The Fallon Paiute Shoshone Tribe

The Fallon Paiute Shoshone Tribe in Fallon, Nevada, began receiving its 3-year, \$496,000 CJA grant in FY 2003 (the final \$165,321 was awarded in FY 2005). The tribe used the funding to pursue a number of goals, including raising public awareness of child abuse and neglect and improving the reporting of these crimes.

Their T&TA provider helped the tribe provide training for community members about CJA, crime victims' issues, and mandatory reporting. The tribe also received information on relevant topics such as federal, state, and tribal jurisdictions, child abuse and neglect, the effects of family violence on child development, and child endangerment through substance abuse, particularly methamphetamine.

Federal law stipulates that an individual who has legal or other responsibilities for an Indian child's welfare through an Indian tribe or organization, tribal consortium, or on tribal lands, is legally required to report suspected child abuse. The tribe reports that heightening community awareness of this law has strengthened the investigation and prosecution of child sexual abuse cases.





- Increased understanding and cooperation among non-AI/AN groups working with tribal children, especially regarding the role and importance of tribal child advocates in the federal court system.
- Increased commitment of tribes to initiatives that would continue the efforts of the CJA grant-funded project after the funding period ends, as well as an increased willingness on the part of tribal leaders and elders to address child victimization.

TVA Grants Support Much-Needed Services

The Tribal Victim Assistance (TVA) Discretionary Grant Program is designed to improve the quality of direct services in remote communities. As with CJA grants, TVA grants are awarded to tribes over a 3-year period and are carefully focused. These programs serve victims of child abuse, elder abuse, driving while intoxicated, and gang violence, and the families of homicide victims.

TVA-supported services often focus on the immediate needs of crime victims such as hotline counseling; emergency food, clothing, transportation, and shelter; emergency legal assistance; and other emergency services needed to help restore the victim's sense of dignity and self-esteem.

TVA court-related services may include accompaniment to criminal justice offices and court, transportation and child care so that a victim may attend court, restitution advocacy, and assistance with victim impact statements. Other typical services range from securing the victim's home after a break-in to ensuring that mental health counseling is available. Costs associated with providing direct services—such as salaries and travel expenses—may be covered, as well as training for staff and materials for community outreach.

Through the TVA program, \$2.5 million was made available for use in FY 2005. Those funds were awarded as continuation funding to 24 tribal grant recipients across the Nation, with average grants of nearly \$102,000 each. In FY 2006, the program limit was increased to \$3.5 million, which was awarded to 30 new tribes in their first year of funding. The increased amount of funding allowed OVC to make awards to six tribes and tribal organizations, increase the average grant amount to \$123,397, and reach tribes not under federal jurisdiction. (A complete list of grantees and award amounts appears in appendix D.)

Grantees use the funding in multiple areas, as exemplified by the Turtle Mountain Band of Chippewas in Belcourt, North Dakota. The tribe used its FY 2005 TVA grant to sponsor the 9th Annual Family Violence Conference; continue its DUI Victim Impact Panel, which shows offenders firsthand the trauma and devastation experienced by DUI crash victims; and establish an Adult Protection Team to identify victims of elder abuse. The team also developed an Elder Abuse Code that was adopted by the tribe.

In FY 2003, OVC expanded the TVA program to extend eligibility for the first time to federally recognized tribes that are not under federal jurisdiction. More than 120 tribes fall under federal criminal jurisdiction, where crimes are investigated and prosecuted by federal agencies. An additional 430 federally recognized tribes exist, however. Crimes on these sovereign nations are prosecuted by tribal and state criminal justice agencies. Due to the expansion of the TVA program, in FY 2006, 30 grants were awarded across the Nation. OVC plans to continue reaching out to these tribes through the TVA grant program to better serve more tribal communities and victims of crime.

TVA Training and Technical Assistance

OVC awards a training and technical assistance grant to support TVA grantees. In FY 2005, Unified Solutions Coaching and Consulting Group, Inc., received \$500,000 to provide training and technical assistance to the 25 active TVA grantees. In FY 2006, an additional \$600,000 was awarded to Unified Solutions to continue its support of TVA grantees.

TVA's training and technical assistance objectives include assessing and addressing individual grantees' needs and incorporating the use of research-driven, culturally appropriate initiatives. Its priorities are to build the tribes' capacity to assess their own needs; learn to plan, implement, and sustain programs; and effectively report their progress and financial status. Other objectives include—

- Facilitating mentoring, communication, and information sharing among TVA programs.
- Assisting OVC in assessing the performance of TVA programs and conducting site visits, and in informing OVC of emerging issues that require new outreach efforts.
- Assisting OVC with related projects, including the VOCA–TVA Working Group, adapting other OVC-developed materials to address unmet needs in Indian Country, and coordinating AI/AN T&TA efforts with OVC's Training and Technical Assistance Center.

"The VOCA–TVA Working Group brought together some organizations in New Mexico that were having a very difficult time working together. The national conference provided an opportunity to expand victim services in rural Indian Country and open the dialogue between victim assistance providers and tribal representatives."

—Larry Tackman, Director,
Crime Victims Reparation
Commission, New Mexico

Tundra Women's Coalition Partnerships Increase Services

The Tundra Women's Coalition (TWC), a CCVIC/FBO* grantee, is a successful example of faith-based collaboration. With grant funding, the coalition has improved the faith-based counseling service in the Yukon-Kuskokwim Delta Alaska Native communities by strengthening partnerships between victim service programs and faith-based organizations, spiritual leaders, and traditional healers. The coalition's efforts have contributed to a 50-percent increase in the number of faith-based victim counseling services available to tribal crime victims.

Prior to receiving the grant award, TWC did not have a working relationship with the faith community to provide faith-based counseling to victims of domestic violence, sexual assault, and child abuse. The grant has changed the nature of that relationship, providing TWC with the ability to educate, train, and collaborate with the faith community. CCVIC/FBO funds have also enabled TWC to conduct family and faith conferences, the most recent held in FY 2006. Conference participants included attendees from all faith denominations, community members, social workers, victim advocates, counselors, Indian Child Welfare Act workers, medical providers, and law enforcement.

Significantly, a faith-based counseling referral system established by TWC will be able to sustain the program after the CCVIC/FBO grant ends.

*Counseling for Crime Victims in Indian Country by Faith-Based Organizations Program.

Nine TVA grantee communities received onsite training in FY 2005, with more than 350 service providers, allied professionals, and community members in attendance. A 3-day workshop on the Lummi Indian Reservation near Bellingham, Washington, "Compassion Fatigue, Burn Out, Work Place Violence, Self-Care," attracted 88 participants from the Lummi Nation and the neighboring Nooksack Tribe. The workshop focused on promoting program sustainability and collaboration among tribal service providers.

In FY 2005, the TVA T&TA project added 126 entries to its Online Resource Library for tribal victim advocates, law enforcement agencies, program managers, faith leaders, justice system professionals, and others interested in victim issues. The new materials cover domestic violence, sexual assault, program sustainability, child abuse, elder abuse, faith-related issues, and stalking.

An evaluation of the TVA program is now underway. In FY 2001, OVC transferred \$500,000 to the National Institute of Justice to conduct an evaluation of the Lummi Nation and the Passamoquoddy Tribe TVA programs. The results of the evaluation, which is expected to be completed in FY 2007, will provide invaluable information on the programs of TVA grantees and their relative success and potential for replication in other tribal communities.

Collaborations, Partnerships, and Connections

Ensuring adequate services in traditionally underserved areas such as Indian Country is an ongoing challenge. Whether isolated by culture or location, tribal areas often have few services, minimal training and technical assistance, underdeveloped response networks, and jurisdictional issues.

For American Indians and Alaska Natives, improving services has meant expanding—and improving—relationships among VOCA state administrators, tribal victim assistance directors, and OVC. Since 1999, a VOCA-TVA Working Group initiated and facilitated by OVC has promoted collaboration and partnerships among small groups of VOCA administrators and tribal service directors. Discussion among these groups focuses on improving outreach, coordination, and access to victim services and compensation. At the group's suggestion, OVC dramatically

ramped up this collaborative approach in FY 2006, hosting the first-ever National VOCA-Tribal Victim Assistance and Compensation Conference. More than 70 people attended the event.

A special feature of the conference—as pragmatic as it was symbolic of a new level of mutual respect and cooperation—was an exercise in which each TVA administrator was paired with the VOCA administrator from the state in which their tribal territory is located. Each pair was charged with developing a strategic action plan to—

- Increase states' awareness of the magnitude of under-service in Indian Country.
- Help tribal programs understand the VOCA funding application process, and help states understand how tribes complete their applications.
- Increase the number of compensation claims received and awarded to Native American and Alaska Native crime victims.
- Increase both groups' awareness of jurisdictional and cultural issues.

This planning exercise was a significant accomplishment within the context of often troubled relationships between tribal and state government personnel. Where a lack of understanding about culture and administrative process previously stood as a barrier to better victim services, these action plans now provide an impetus for communication and collaboration that meet, and respect, the needs of all involved.

Faith-Based Grant Program Expands Counseling Capacity

OVC continued to support its Counseling for Crime Victims in Indian Country by Faith-Based Organizations Program (CCVIC/FBO) in FYs 2005 and 2006. The initiative links faith-based organizations, spiritual leaders, and traditional healers with victim service programs in AI/AN communities. Like similar non-AI/AN initiatives supported by OVC, CCVIC/FBO helps both communities—the service community and faith leaders—understand the type of support that victims seek from each group, and how they can complement one another.

In FYs 2005 and 2006, \$250,000 in continuation funding was awarded to FY 2004 recipients, and \$250,000 was awarded to Unified Solutions Coaching & Consulting Group, Inc., to provide training and technical assistance.

Unified Solutions helps tribal victim assistance programs effectively integrate traditional healing and other faith-based counseling in their services using a faith-based online resource forum, site visits, distance learning, and collaborative agreements.



As Americans, both at home and overseas, grapple with the aftereffects of terrorism and mass violence, OVC lends a supportive hand by delivering comprehensive programs designed to meet the immediate and future needs of victims. When victims need assistance the most, these programs provide funding for an array of critical needs, such as emergency food, transportation, and clothing; mental health counseling; temporary housing; and out-of-pocket expenses related to victimization.



TERRORISM AND MASS VIOLENCE

Over the past several years, acts of criminal mass violence and terrorism have tragically affected U.S. communities and citizens around the Nation and abroad. The emotional impact of such experiences can be devastating, leaving victims and emergency personnel in need of mental health counseling and local governments in need of immediate and long-term services to reduce the symptoms of trauma immediately following the event and to help restore their citizens' sense of equilibrium on a longer term basis. OVC has the capacity to help communities and victims seeking assistance through three primary programs: (1) the Antiterrorism Emergency Assistance Program (AEAP); (2) the newly established International Terrorism Victim Expense Reimbursement Program (ITVERP); and (3) Crime Victim Emergency Assistance Funds at the Federal Bureau of Investigation (FBI) and the Executive Office for United States Attorneys.

After the 1995 Oklahoma City bombing, Congress amended VOCA to authorize the OVC Director to set aside up to \$50 million from the Crime Victims Fund in an Anti-terrorism Emergency Reserve account (Emergency Reserve). This funding resource is designated specifically for assisting victims of domestic or international terrorism and providing essential services to help local communities. The Emergency Reserve has been an essential resource for ensuring that victims of terrorism and mass violence receive the assistance they deserve, and it has kept funding for standard victim services from being diverted to respond to large-scale criminal catastrophes. In FYs 2005 and 2006, OVC set aside \$50 million each year for the Emergency Reserve, although not all those funds were expended in either year.

AEAP Serves Victims of Terrorism and Mass Violence Within and Outside the United States

The Antiterrorism and Emergency Assistance Program (AEAP) provides assistance to victims and communities reeling from terrorist attacks and other incidents of criminal mass violence. The funds, available to jurisdictions through a discretionary grant process, are designed to meet the needs of victims both within the United States and abroad. State victim assistance and victim compensation programs, public agencies (including federal, state, and local governments), and victim service and nongovernmental organizations are eligible to apply for funding. Since the program began in 2002, \$55 million in

*"People must realize that
[families of victims of
terrorism] have a huge
need to understand
what's going on,
to view the process, to
humanize events."*

—Widow of bombing victim

Short- and Long-Term Help Available to Victims Through AEAP

AEAP offers five categories of support to assist victims and communities following an incident of terrorism or mass violence, with each category targeting a specific phase in the aftermath of a crisis:

- **Crisis response grants** (emergency/short term, up to 9 months after the incident) provide funds to help victims build adaptive capacities, decrease stressors, and reduce symptoms of trauma immediately following the event.
- **Consequence management grants** (ongoing/longer term, up to 18 months after the incident) provide supplemental funding to help victims recover from the traumatic event and restore their sense of equilibrium.
- **Criminal justice support grants** (ongoing/longer term, up to 36 months after the incident) facilitate victim participation in an investigation or prosecution related to the incident.
- **Crime victim compensation grants** (available anytime in the aftermath of a crisis) provide supplemental funds to state crime victim compensation programs to reimburse victims for out-of-pocket expenses related to victimization.
- **Training and technical assistance** (available anytime in the aftermath of a crisis) and nonmonetary assistance (e.g., providing training through consultants) to help federal, state, and local authorities identify victim needs, coordinate services, develop response strategies, and address related issues.

AEAP funds has been used to meet a wide range of victim needs, including crisis counseling, temporary housing, and emergency transportation and travel.

AEAP Funds Extend Program's Services

After the September 11, 2001, terrorist attacks, thousands of New York City's firefighters and police officers suffered emotional and psychological trauma. As a result, more than 79,500 firefighters and police officers accessed crisis counseling services through the Federal Emergency Management Agency (FEMA)-funded Project Liberty. When FEMA's Project Liberty funding ended in September 2004, AEAP awarded the city \$4 million in consequence management funding so it could continue assisting its crisis responders.

During the reporting period, OVC's AEAP also provided crisis response and compensation support in the aftermath of the following acts of terrorism and mass violence:

- **Courthouse shootings and carjackings in Atlanta, Georgia, on March 11, 2005.** The Georgia Criminal Justice Coordinating Council and the Fulton County District Attorney's Office worked closely with victims, victims' families, and witnesses affected by the crime, helping those involved locate victim assistance services. OVC provided funds to help victims pay for expenses that were not covered by other resources, such as mental health counseling costs.
- **Red Lake, Minnesota, school shootings on March 21, 2005.** Following the tragedy, several high school staff members suffered posttraumatic stress disorder, and several teachers who resigned from their positions were unable to return to any type of work. With the aid of AEAP funding, the Minnesota Crime Victims Reparations Board provided a variety of services to assist victims, including financial support for medical and mental health

counseling, funeral and burial expenses, and lost wages. By December 31, 2006, 103 applications had been submitted to the program, and \$359,366 had been paid to assist victims.

- **Platte Canyon High School shootings in Bailey, Colorado, on September 27, 2006.** OVC supplied funding to the State of Colorado to provide counseling to those affected by the shooting, in which one student was killed and six other hostages were reported to have been sexually assaulted. Currently, an AEAP grant supports four emergency/short-term, school-based employees, including a mental health counselor, an outreach and education coordinator, and a school administrative coordinator. The Colorado Division of Criminal Justice estimates that 1,300 individuals may suffer traumatic effects from the incident, including the immediate family members of the victims, Platte Canyon High School students and personnel, and emergency responders.
- **Nickel Mines Amish Schoolhouse shootings in Bart Township, Lancaster County, Pennsylvania, on October 2, 2006.** Five students were killed in the Nickel Mines Schoolhouse shootings, and five others were seriously injured and transported to area hospitals. Emergency personnel assisted in many tasks that exposed them to trauma, including identification of dead victims, care and transport of injured victims, family and community care, and crime

OVC Publications Offer Guidance on Dealing With the Aftermath of Terrorism and Mass Violence

In addition to providing services and assistance to victims of terrorism and mass violence, OVC released several publications to aid crime victims and assist victim service providers and policymakers in improving their response to these victims. These publications provide practical guidance to help crime victims and their service providers better understand the psychological, emotional, and financial impact of terrorism; identify policy issues and make recommendations for improving the coordination of response to terrorism for policymakers and service providers; and offer guidance to criminal justice professionals responsible for ensuring that victims have access to judicial proceedings:

- *Responding to September 11 Victims: Lessons Learned From the States*
- *Coping After Terrorism: A Guide to Healing and Recovery* (reprint)
- *Directory of International Crime Victim Compensation Programs*
- *Providing Services to Victims Viewing a Trial at Multiple Locations*

See the OVC Web site (www.ovc.gov) for additional publications on this subject and ordering information.





scene cleanup. AEAP funding provided resources for outreach, therapy, counseling, support groups, and assistance for emergency personnel who were affected by the crime.

Reimbursement for Victims of International Terrorism

Although victims of terrorism outside the United States may have the same physical, emotional, legal, and financial needs as victims inside the country, their situation may be significantly complicated by their location and jurisdictional issues regarding the investigation and prosecution of the perpetrators. Families of international victims often face financial or administrative hardships in arranging to have the body of a loved one transported home. Survivors of terrorist events may face challenges in finding appropriate medical care and mental health counseling. Legal, political, and cultural barriers, and language—for family members of Foreign Service nationals—often pose further problems. The International Terrorism Victim Expense Reimbursement Program (ITVERP) will alleviate some of the financial hardships these victims face.

Reimbursement of ITVERP Claims

The program reimburses eligible victims of terrorism outside the United States (for incidents occurring on or after December 21, 1988) for expenses related to that victimization. Eligible expenses are out-of-pocket costs related to funeral, burial, mental health counseling, and medical care; property loss, repair, and replacement; and miscellaneous expenses such as temporary lodging, local transportation, phone calls, and emergency travel. Reimbursement is not available for lost wages or nonmonetary losses, such as pain and suffering or loss of enjoyment of life. Applicants will find applications and instructions on the OVC Web site (www.ovc.gov/intdir/itverp/index.html).

Upon receipt of a claim for reimbursement, the Attorney General or his designee, in consultation with the Director of National Intelligence, determines whether an act of international terrorism occurred. To verify an applicant's claim, OVC reviews the victim's documentation of expenses incurred and any collateral sources that are available to the victim (e.g., insurance, Medicare or Medicaid, worker's compensation). The OVC Director approves the final award determination.

Because victims of terrorism abroad may have difficulty accessing the resources necessary to address their immediate financial needs, ITVERP allows victims to request an interim emergency payment. Victims may apply for an interim emergency payment if the time needed for OVC to review the claim would cause the victim or victim's family substantial hardship. Victims, or their family members, may use these emergency

"It is so painful to deal with these issues when all I want to do is mourn my husband. I appreciate the government's sensitivity to this by always getting back to me so quickly with information."

—Widow of terrorism victim in Saudi Arabia

awards to pay for immediate medical care, funeral and burial expenses, short-term lodging, and emergency transportation. To receive interim emergency reimbursement, however, the applicant's circumstances must meet specific eligibility criteria outlined in the ITVERP regulations.

OVC's Terrorism and International Victim Assistance Division staff established internal operating procedures for processing ITVERP requests for reimbursement prior to the program's implementation. In September 2006, final program regulations were published in the *Federal Register* and adopted in October 2006. During the program's first months of operation, staff reviewed and refined processes to better serve the program's applicants and ensure that requests for reimbursement are processed in a timely manner. Within weeks of ITVERP's implementation, the ITVERP Resource Center mailed 252 applications to potential claimants and, in January 2007, distributed sample application packets and program materials to the U.S. Attorneys' Offices.

In preparation for the receipt of claims, OVC—

- Secured a contract staff, which operates the ITVERP Resource Center, to provide quality and timely case management assistance. This support ranges from assisting victims with their application, processing the application and related materials, and verifying collateral sources to locating appropriate resources for applicants.
- Briefed various government agencies and international visitors on the ITVERP program.
- Collaborated with OJP's Office of the Chief Information Officer to develop both an interim and permanent database solution for case management and tracking victim claim information.
- Established various methods for communicating with the public and disseminating information about the program. OVC developed ITVERP Web pages on its Web site to disseminate application and program information to the public (www.ovc.gov/intdir/itverp/index.html). In addition, OVC created a designated ITVERP e-mail address and toll free phone line for receiving and responding to program inquiries.

ITVERP is an important link in the chain of services and assistance OVC has developed to help American citizens and government employees victimized by terrorism overseas. With the implementation of this program, the United States joins 36 countries in providing financial assistance to its citizens who fall victim to acts of international terrorism and closes the gap in service that has left past victims of international terrorism with limited or no viable resources to assist them or their family members.

"Funding from the Office for Victims of Crime (OVC) allowed us to provide timely and responsive assistance, especially the medevac support, to victims of terrorism overseas. OVC funding made the difference in the ability to access critically needed medical care, which had a direct impact on how well victims now function cognitively and physically. In one case, the funds enabled a young woman to say goodbye to her brother before he died."

—Kathryn Turman, Director,
Federal Bureau of Investigation,
Office for Victim Assistance

Crime Victim Assistance Emergency Fund for Victims of Terrorism and Mass Violence Outside the United States

OVC provided funding to the FBI to establish a Crime Victim Assistance Emergency Fund (Emergency Fund) for assisting crime victims and their families who are victims of terrorism or mass violence occurring outside the United States. Through a memorandum of understanding, OVC and the FBI Office for Victim Assistance identified allowable services and support that the Emergency Fund covers. Services to victims address the immediate need for assistance when victims are unable to locate or find the necessary resources to obtain the help they need.

OVC and the FBI Office for Victim Assistance work collaboratively to ensure that resources are available to assist crime victims and their family members with minimal delay if a crime, reasonably believed to be the result of terrorism or mass violence, occurs overseas. From January 1 to December 31, 2006, using OVC funds, the FBI Office for Victim Assistance provided emergency crisis response assistance to 28 crime victims through this program. The services and support rendered ranged from helping to transport victims to appropriate medical facilities, to providing short-term lodging and travel assistance to help family members join their injured loved ones overseas, to providing emotional and logistical support.

In addition, OVC provided direct reimbursements to victims seeking emergency mental health services. Those who asked for help finding a mental health provider received it through an OVC contractor. This contractor also processed victims' and vendors' requests for reimbursement by reviewing them and preparing recommendations for the OVC Director about whether they qualify for OVC reimbursement. When the OVC Director approves the request for reimbursement for emergency mental health expenses, the U.S. Treasury issues payment. Now that ITVERP is operational—and can provide interim emergency payments—this protocol for providing emergency mental health services is being revised.

OVC is proud of the advancements it has made during the 2005–2006 biennium to respond to victims of terrorism and mass violence and of the collaborations and

Assistance Enables Witnesses To Attend Trial

On July 14, 2006, OVC authorized the use of up to \$25,000 in assistance for three Americans to travel to Jakarta, Indonesia, and participate as witnesses in trials against Anthonius Wamang and his coconspirators for the murders of and serious injury to U.S. citizens in a terrorist attack. One of the witnesses remained in Jakarta and acted in the capacity of a victim-family representative and recorder during the length of the proceedings. She represented the American victims and family members by reporting to them weekly about the trial's proceedings.

partnerships it has forged within the Department of Justice and with other federal, state, and nongovernmental agencies. In cases of terrorism and mass violence, the understanding, trust, and cooperative relationships that we at OVC have formed, and the implementation of ITVERP, have allowed us to *put victims first*, and offer them a system of service to meet their needs.

Trial of Zacarias Moussaoui in March 2006

In 2006, Zacarias Moussaoui was sentenced to life in prison for his role in the September 11, 2001, terrorist attacks. To facilitate victim participation in the sentencing phase of the trial, OVC provided funding for six closed-circuit television (CCTV) sites from which victims' families could view the sentencing phase of the trial, as follows: Boston, Massachusetts; Philadelphia, Pennsylvania; Alexandria, Virginia; Manhattan and Long Island, New York; and Newark, New Jersey. Participating in a trial of this nature may be quite stressful to victims and their families. Seeking to anticipate the potential mental health needs of victims and alleviate the potential burden on the United States Attorneys' Office (USAO) to provide for additional victim assistance services, OVC worked with the FBI's Office for Victim Assistance to have certified mental health counselors on call 24/7 at each of the CCTV sites and the courthouse to address emergency mental health needs and provide daily counseling for victims as necessary.

Prior to the Moussaoui trial, OVC also brought together federal partners (including representatives from the Federal Emergency Management Agency [FEMA]; the U.S. Department of Health and Human Services' Center for Mental Health Services, which has an agreement with FEMA to provide mental health services to disaster victims at FEMA's request; and the U.S. Attorney's Office for the Eastern District of Virginia) to confirm that appropriate mental health counselors would be available to provide onsite assistance to victims and surviving family members participating in victim impact meetings with the USAO. Because of OVC's coordination, mental health counselors were available to victims at no additional cost to the Government. Finally, OVC provided funds to the USAO to support staff travel to the Philadelphia and Boston sites and to victim impact meetings; for any posttrial victim debriefings, as necessary; and for victim-witness coordinators from other USAO districts to assist with victims prior to and during the penalty phase of the case, including at the CCTV sites.

"My wife and I want to express our appreciation to you and your colleagues for keeping us informed throughout this whole pretrial and trial period and for the love and understanding that you showed throughout the whole time."

—Family member of victim



To meet the acute needs of trafficking victims, OVC supports a number of outreach and educational efforts in order to develop and sustain collaborative networks among allied professionals, victim service providers, and local agencies, and to increase community awareness regarding trafficking issues.



HUMAN TRAFFICKING

Every year, between 600,000 and 800,000 people are transported across international borders to be systematically abused, sexually exploited, and brutalized. Most are women and children. Under the Trafficking Victims Protection Act (TVPA) of 2000, and its subsequent reauthorizations in 2003 and 2005, OVC is one of a number of coordinated federal agencies committed to providing much-needed services to these victims.

The passage of TVPA codified the State Department's intent to pursue a victim-centered approach to this crime, with equal emphasis on the "three Rs": rescue, rehabilitation, and reintegration.¹⁰ Under TVPA, OVC receives specially designated government funds (an independent appropriation not associated with the Crime Victims Fund) to support the development or enhancement of emergency services to assist victims during the pre-certification period—the period of time after identification of a trafficking victim by law enforcement but before the victim is officially certified by the Federal Government to receive other benefits through the U.S. Department of Health and Human Services.

To serve victims of human trafficking effectively, comprehensive service providers must consider the rescue through the eyes of the victim, who often does not speak English, lives in a continual climate of fear, and has been brutally treated with no regard for basic health, welfare, or human rights. Because traffickers often severely restrict the communication and movement of victims and also exploit their fear of the authorities, providers must work to establish trust with victims and provide a full range of services to help restore physical, mental, and emotional health. Once basic needs, such as shelter, medical care, and crisis counseling, are met and a mutually trusting relationship is established, victims will be much better equipped to fully participate in the investigative and prosecutorial process.

Discretionary Grant Program Focuses on Collaborative Networks

OVC established the Services for Trafficking Victims Discretionary Grant Program in 2002. Because no single agency can meet the multiple needs of trafficking victims, the program emphasizes creating and enhancing collaborative networks to provide

"One of the more insidious and brutal forms of victimization is human trafficking . . . As many as 17,500 people are trafficked into the United States every year, where they are forced into prostitution, sweatshops, and domestic servitude."

—Regina B. Schofield,
Former Assistant Attorney General

¹⁰U.S. Department of State, June 2006, "Introduction," *Trafficking in Persons*, Report to Congress, Washington, DC: U.S. Department of State. (See <http://www.state.gov/g/tip/rls/tiprpt/2006/65983.htm>.)



comprehensive services and building a community's overall capacity to respond to victims.

This grant program awarded \$9.4 million to grantees in FY 2005 and \$3.5 million in FY 2006. Nearly all of that amount—some \$9.1 million—was dedicated to developing comprehensive services. The remainder was used to create and implement training and technical assistance resources for the grantees. (A list of grantees and award amounts appears in appendix E.)

Currently, 31 grantees are receiving TVPA funding to provide and enhance victim services. All grantees have a network of partnerships with other service providers and community-based organizations in

their area, as well as local law enforcement agencies. These networks ensure that victims' needs are met regardless of where or how they enter the system and that comprehensive, culturally competent services are available.

From January 1, 2005, through December 31, 2005, TVPA victim service grantees and their partners provided services to 692 trafficking victims.¹¹ Grantees also continued their education and outreach efforts, training 14,139 individuals—including 2,401 law enforcement officers—on the dynamics of trafficking, how TVPA defines trafficking, legal rights and services available for victims, and cultural considerations that affect response strategies. (Since the program's inception, grantees have trained 51,065 individuals, including 10,996 law enforcement officers.)

¹¹The most recent period for which data are available.

Victim Services Program Results in Trafficking Victim Rescues

Tapestri, a grantee based in Atlanta, Georgia, is an outstanding example of how a collaborative strategy breeds success. The organization conducts extensive outreach to raise awareness of human trafficking, including participating in radio and TV programs, providing information to ethnic newspapers, and distributing pamphlets. Staff members also educate the community on how to identify victims.

A participant in one of these sessions later used that knowledge to identify a trafficking victim in his church's congregation. The participant immediately contacted Tapestri staff, who met with the victim and provided the information to the FBI and the Bureau of Immigration and Customs Enforcement (ICE). As a result, the victim received essential services and helped law enforcement investigate the case. Four months later, the FBI and ICE contacted Tapestri about two additional victims. The trafficker and other involved parties are now in custody, and additional cases will be opened—thanks to the agency's outreach and a concerned citizen.



Identity theft has fast become a crime of widespread proportions, affecting millions of U.S. households annually and costing victims billions in out-of-pocket expenses. To assist the victims of this prevalent crime, OVC has launched cutting-edge educational and demonstration programs intended to equip advocates and service providers with the necessary skills to help victims recover and enhance public knowledge about identity theft issues. OVC also participates in federal working groups in an effort to collaboratively seek solutions and implement effective strategies to address the needs of identity theft victims.



IDENTITY THEFT

Criminals employ numerous methods to steal an individual's personal and financial information. Rummaging through trash to obtain bank statements or preapproved credit applications, stealing wallets and purses, and using computer technology to obtain an individual's personal data are just a few of the methods criminals use to commit identity theft, a crime that often leaves victims feeling violated and frustrated as they repair damaged credit and cope with the emotional and financial toll caused by victimization. Nevertheless, consumers are not powerless against this criminal act, nor are they without recourse following victimization.

OVC recognizes the need to educate consumers about victimization issues, including informing them about actions they can pursue to restore their credit and prevent additional fraud. Thus, in FYs 2005 and 2006, in an effort to strengthen the federal response to this serious crime, OVC supported a number of educational, collaborative, and research activities to enhance the quality and availability of services for those seeking assistance and increase consumer awareness about identity theft victimization issues.

Initiatives Enhance Public Knowledge

When individuals fall victim to identity theft, it is important that they know they are not alone and that victim assistance services are available to help them rebuild their financial reputation. To increase public consciousness about identity theft issues, OVC offers several educational tools and resources to assist victims and to support the service providers, allied professionals, and law enforcement personnel who assist them. Via its Web site (www.ovc.gov), OVC offers relevant, up-to-date information about identity theft victimization and provides Web links to Government resources, national victim-serving organizations, and credit monitoring organizations to victims seeking assistance. The OVC Web site also provides an opportunity for victim assistance providers to discuss promising practices, best practices, and victim issues via its Web Forum, an online peer-to-peer discussion board. In FY 2006, as part of National Consumer Protection Week, OVC hosted an Identity Theft Web Forum during which both service providers and allied professionals discussed victimization issues with national experts on identity theft.

As part of its objective to help professionals and organizations strengthen their ability to assist identity theft victims, as well as to educate the Nation's consumers, OVC also supported the following educational initiatives during the reporting period:

- In collaboration with the Federal Trade Commission (FTC), OVC disseminated an identity theft consumer awareness kit to more than 4,500 victim service programs, VOCA administrators, and national victim-related organizations.
- Through the National Institute of Justice (NIJ) and the Institute for Law and Justice, OVC funded the development of a resource guide for victim service organizations about assisting identity theft victims. OVC plans to make the publication available to victim service programs in 2007.
- OVC provided training for diverse professionals who work with victims, including law enforcement, mental health providers, victim service providers, clergy, and allied professionals. In FYs 2005 and 2006, OVC offered identity theft workshops at several national conferences, including the 9th National Strengthening Indian Nations Conference and the 4th Federal Symposium on Victims of Federal Crime, and held an identity theft workshop via OVC TTAC in Dallas, Texas. This workshop is now included as ongoing training on the OVC TTAC Training Workshop Calendar (www.ovcttac.gov/calendar).

“Passport” Program Assists Identity Theft Victims

Repairing a damaged credit history caused by an identity theft can take victims a significant amount of time—time that victims may not have if they are applying for a job that requires a good credit history or applying for a low-interest loan or credit card. In some cases, victims may have difficulty proving that they are indeed the victim, rather than the perpetrator, and may face criminal charges for a crime they did not commit. Since FY 2005, victims in Ohio have had access to an innovative program that helps them deal with such issues as they set about the tedious task of restoring their credit, reputation, and foiling further fraudulent activities. The Identity Theft Verification Passport Program, an OVC-supported demonstration initiative, provides a means for victims to prove to law enforcement and creditors that their identity has been stolen. Under the program, once a police report is filed, law enforcement personnel enter the victim’s

information into a statewide database where it is then forwarded to other agencies that have the capacity to reduce the risk of additional fraud. The Identity Theft Verification Passport Program also offers victims a “passport,” which they can show to creditors and law enforcement when disputing fraudulent criminal charges or claims. The program has issued more than 600 passport cards to victims and conducted trainings for law enforcement, involving nearly 580 agencies. With support from NIJ, OVC is conducting an evaluation of the Passport Program and has plans to replicate it in other states, contingent on evaluation findings.



Working Groups Address Victimization Issues

As part of the federal effort to reduce identity theft and assist its victims, OVC participates in several national-level working groups that meet regularly, including the Identity Theft Subcommittee of the White Collar Crime Committee to the Attorney General's Advisory Committee, the Federal Interagency Working Group on Identity Theft, the National Governors Association's Center for Best Practices National Strategic Policy Council on Cyber and Electronic Crime, the International Chiefs of Police/Bank of America (private/public partnership) Work Group on Developing a Nationwide Strategy to Prevent and Respond to Identity Crime, and the National District Attorneys Association's Joining Forces to Combat Identity Theft Advisory Group, to help examine current trends and policies and to discuss myriad identity theft issues such as victimization, prevention, outreach, and research.

In support of the Bush Administration's efforts to tackle the crime of identity theft, the Office of Justice Programs established the OJP Identity Theft Initiative, a working group that OVC chairs. During FY 2006, this working group provided input to several subcommittees responsible for developing recommendations for the President's Task Force on Identity Theft. In FY 2006, the task force issued an interim report, and in April 2007 (during National Crime Victims' Rights Week) issued its final report, which offers the following insights into this widespread crime, the needs of its victims, and responses that help meet those needs.

Key Recommendations

- Improve Government/public sector handling of sensitive personal data.
- Develop alternate means of authenticating identities.
- Encourage the Administration to support an amendment to the federal restitution statutes allowing victims to be compensated for time spent rectifying the consequences of identity theft.
- Develop a universal police report that a victim of identity theft can complete, print, and take to a local law enforcement agency for verification and incorporation in the police department's report system.

Visit [IDTheft.gov](http://www.idtheft.gov) for more about the Task Force and to read the entire report (<http://www.idtheft.gov/>).

With the assistance of the OJP Working Group, OVC plans to diligently explore opportunities to address these report findings via technical assistance, information dissemination, and demonstration efforts.



In 2004, President Bush signed into law comprehensive legislation intended to protect the rights of federal crime victims. With passage of this landmark legislation, OVC renewed its commitment to uphold and defend the rights of victims, allocating resources for educational tools, training initiatives, and innovative programs to improve the enforcement of victims' rights.



UPHOLDING THE RIGHTS OF VICTIMS

Over the past two decades, the criminal justice system has evolved to encompass the rights of victims, as well as defendants. Although inequalities still exist, in 2004, the Nation took a significant step toward ensuring the rights of all victims with the passage of the Crime Victims' Rights Act (CVRA)—a milestone achievement for the countless crime victims, victim advocates, and service providers who have tirelessly worked to incorporate the concerns of victims into the judicial system. Although CVRA applies only to federal crime victims, in the future, OVC hopes to encourage and provide technical assistance to states to use the legislation as a model for enacting state laws that provide victims with the same safeguards afforded to victims under CVRA.

CVRA not only grants victims specific rights but also provides mechanisms for enforcing these rights. With the passage of this historic legislation, OVC has strengthened its commitment to increasing professional awareness about victims' rights issues and assisting victims as they pursue their rights under the law. In FYs 2005 and 2006, OVC supported multiple initiatives intended to educate the justice community about the rights of victims, facilitate victim access to the judicial system, and document promising practices in the delivery of victims' rights.

Initiatives Support Enforcement of Victims' Rights

Although CVRA provides certain rights to victims, unless implemented and enforced these protections are of little value to the victim of crime. To promote compliance with CVRA, additional provisions of the legislation direct the Attorney General to designate an administrative authority within the U.S. Department of Justice (DOJ) to receive and investigate complaints relating to the violation of acts that protect crime victims. In adherence to this provision, DOJ established the Office of the Victims' Rights Ombudsman within the Executive Office for United States Attorneys (EOUSA). OVC has provided assistance to this new office by reviewing complaint forms, evaluating procedures for how to file a complaint, coordinating translation of the forms into Spanish, and assisting with the conversion of the forms for posting on the department's Web site to ensure the broadest possible dissemination about this new enforcement mechanism.

The department also revised the *Attorney General Guidelines for Victim and Witness Assistance (AG Guidelines)*, which includes not only new protections set forth in CVRA

but also specific guidance on assisting child victims, and victims of terrorist attacks, human trafficking, identity theft, and domestic violence. To increase awareness about the revised *AG Guidelines*, as well as CVRA requirements, OVC helped fund numerous EOUSA initiatives designed to enhance the knowledge and skills of federal employees working with crime victims. In FYs 2005 and 2006, with OVC support, EOUSA developed the training video *Attorney General Guidelines for Victim and Witness Assistance*, conducted several training events, printed 9,500 copies of the guidelines and sent them to the 94 U.S. Attorneys, and sponsored a training broadcast via the Department of Justice Television Network. OVC plans to provide funding to EOUSA to support a training coordinator position to help facilitate the development and delivery of victim-witness training for federal prosecutors and victim-witness coordinators housed in the 94 U.S. Attorneys' Offices.

Enhancing Judicial Knowledge About Victims' Rights

Because effective legal representation strengthens victims' confidence in the judicial system, OVC continues to support the National Crime Victim Law Institute (NCVLI) project. As a national demonstration initiative, NCVLI has established nine legal clinics that will provide direct pro bono legal services to help crime victims assert their rights in court. NCVLI competitively selected several organizations around the country to establish the victim legal clinics. Eight of the clinics will provide representation for victims in state court, and one will provide representation for victims in federal court. In FY 2006, NCVLI and its legal clinics trained hundreds of law students in victims' rights issues, as well as thousands of attorneys and service providers. During the course of the initiative, NCVLI has held five annual conferences and plans to convene its sixth in 2007. At the end of the multiyear demonstration program, NCVLI

hopes to develop replication materials for other organizations interested in starting legal clinics in their communities.

In addition to developing legal clinics, NCVLI is expanding a nationwide network of crime victim attorneys through its National Alliance of Victims' Rights Attorneys (NAVRA). As part of the project, NCVLI issues a semiannual newsletter that provides attorneys and others with information about victims' rights and convenes a national training conference for attorneys who litigate on behalf of victims. Since OVC began funding the project, NAVRA membership has grown from 16 to 333.

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- Right to Return of Property
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- Right to Enforcement

THE NATIONAL CENTER FOR Victims of Crime

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Law enforcement agencies are the first responders for most reported crimes. Because they frequently are the only contact victims have with the criminal justice system, it is critical that they respond in both a sensitive and effective manner. Thus, OVC has provided funding for the International Association of Chiefs of Police (IACP) to design and implement a national strategy to create systemic change in law enforcement's response to crime victims. The project's mission is to guide policies, standards, and training in state, local, and tribal law enforcement agencies throughout the United States to substantially enhance the culture and practice of serving victims' needs.

With this funding, IACP has developed the draft national strategy and currently is pilot testing it in three law enforcement agencies. Following the pilot test, IACP will refine the strategy and develop a toolkit of resources for replication based on the law enforcement sites' experience.

NAAG Symposium Provides Networking Opportunity

Attorneys general offices throughout the Nation provide a wide range of services that assist victims directly and indirectly; however, staff within these victim assistance programs rarely have an opportunity to discuss innovative programs and promising practices with each other. In FY 2006, OVC awarded the National Association of Attorneys General (NAAG) a discretionary grant so it could design and implement a 2-day national symposium to promote networking and an ongoing exchange of information among victim service professionals within attorneys general offices throughout the United States. The symposium, held March 26–27, 2007, in Arlington, Virginia, attracted approximately 56 victim service professionals, who learned about the wide range of services provided to victims through the various attorneys general offices. Attendees of this event are exploring the creation of a network of attorneys general victim service providers and identifying mechanisms for sharing useful resources.



Training, Education, and Outreach

- Training and Technical Assistance
- Public Awareness
- Information Resources



OVC's Training and Technical Assistance Center seeks to bridge the gap between knowledge, experience, and the practice of victim assistance to help the field meet the growing challenges of a complex service delivery network.

Toward this end, OVC developed a comprehensive training strategy in FY 2006 to set forth goals and objectives, identify resources, and define target audiences as well as strategic partners.

During the biennium, OVC TTAC continued to broaden and enrich training opportunities for victim service providers.



TRAINING AND TECHNICAL ASSISTANCE

As service providers strive to meet the needs of a greater number of victims affected by an ever-increasing variety of crimes, access to a broad range of training, technical assistance, and relevant resources is in high demand. OVC is the leading federal resource for victim-related information. Service providers, allied professionals, and advocates rely on the agency's Training and Technical Assistance Center (OVC TTAC) for state-of-the-art training, technical assistance, and information about new developments, trends, and best practices.

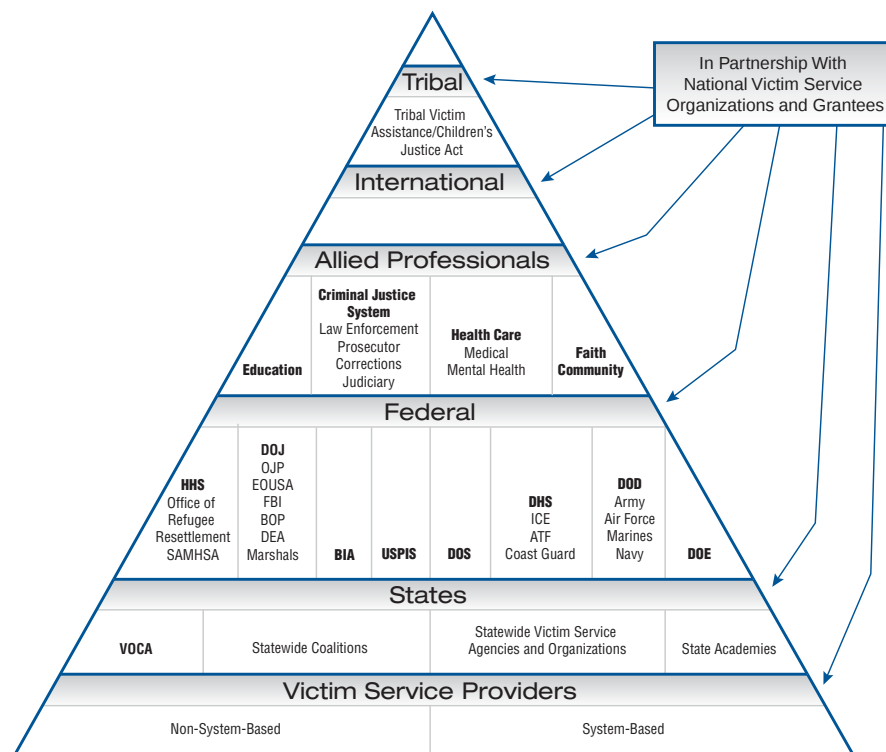
OVC Develops New Training Strategy

To help meet the growing, diverse needs of the victim service community and allied professionals, OVC developed a comprehensive training strategy in FY 2006 to set forth training goals and objectives, identify resources and points of access, and define target audiences as well as strategic partners (see figure 11). OVC's new training strategy incorporates five major objectives. OVC strives to ensure that the following goals are sustained in each and every training and technical assistance that is developed and disseminated. Each must—

- Support the enforcement of victims' rights.
- Improve the quality of service delivery to crime victims.
- Integrate crime victims' issues into all levels of the Nation's educational system, starting with institutions of higher education and including membership organizations.
- Replicate promising practices in victims' rights and services.
- Reflect victims' voices.

OVC TTAC Builds Service Capacity

The Training and Technical Assistance Center was created in 1998 as a centralized point of contact for service providers, agencies, and others seeking to access OVC's training and technical resources. Since its inception, OVC TTAC's core functions have

FIGURE 11. OVC Training and TA Constituents

Training Mission Statement: OVC is committed to providing comprehensive and quality training and technical assistance to victim service providers and allied professionals to improve the delivery of services and enforcement of rights for crime victims and to maximize limited training and technical assistance resources through collaboration and the creation of partnerships at the international, tribal, federal, state, and local levels.

included needs assessment, capacity building, and evaluation—always working with the ultimate goal of improving the quality and availability of services for crime victims.

Curricula Tailored to Provider Needs

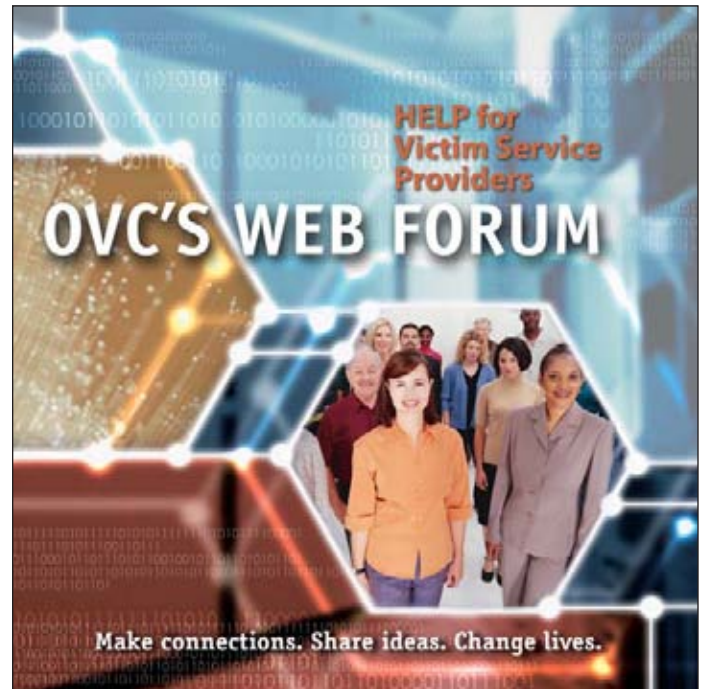
The organic nature of its activities makes OVC TTAC uniquely responsive to the victim services field. As new types of victimization emerge, OVC funds services to address them. After evaluating information gaps and implementation issues, OVC TTAC develops relevant training curricula, such as the Victim Assistance Training Online (VATOnline) course and the revised National Victim Assistance Academy (see page

70). These training programs are subsequently administered to additional providers, whose comments and suggestions help to further refine content, format, and presentation. OVC TTAC uses this looping cycle to continually improve educational programs in all service and administrative areas, so that training is tightly fitted to the needs of recipients. A wide range of print, Web, and electronic media products support this outreach.

In FYs 2005 and 2006, OVC TTAC launched new training programs on—

- Needs assessment and evaluation.
- Basics of strategic planning (including a strategic planning toolkit).
- Capacity-building fundamentals for tribal victim service providers.
- Mental health response to mass violence and terrorism.
- Provision of culturally competent services to victims of crime.

To maximize its effectiveness, OVC TTAC works with a network of more than 400 highly qualified consultants, mentors, and practicing professionals to develop and administer training and technical assistance. These experts may be called on to present training programs, identify speakers for conferences and workshops, and participate in OVC's Web Forum as guest hosts (for more about the Web Forum, see page 84). This network enables OVC to respond efficiently to requests for assistance on emerging problems. For instance, OVC TTAC recently presented a workshop on domestic violence at a U.S. military base after increased incidents of domestic violence surfaced as service members returned from the war zone. OVC TTAC also received numerous technical assistance requests concerning stalking, a crime that may be just one of multiple forms of victimization employed by a perpetrator and which sometimes escalates to violence.



Support That Enriches Training Opportunities

OVC TTAC helps victim-serving agencies develop and present their own programs. Other groups benefit through OVC's State Conference Support Program and the National Conference Support Program, both launched in FY 2005. These programs support public or private nonprofit organizations and other eligible organizations that host conferences on victims' issues by paying for expenses related to speakers and trainers, meeting space, and conference materials. Each program also allows the sponsoring agencies to use a portion of the funds for scholarships that enable victims, allied professionals, and service providers to attend. In FYs 2005–2006, OVC TTAC supported eight state conferences and seven national conferences, including the National Organization for Victim Assistance's Annual North American Victim Assistance Conference, the National Center for Victims of Crime's First National Conference, and the World Society of Victimology's 12th International Symposium on Victimology.

Preparing Future Leaders

In 1995, OVC launched the National Victim Assistance Academy (NVAA), a vigorous 40-hour, foundation-level training program blending academicians and practitioners in a university-based course on victims' issues and needs across all types of victimization. In addition to providing high-quality intensive education and training to victim service providers using a theory-to-practice model, the program aspires to create a training model that can be adapted and integrated into institutions of higher learning and other venues.

A formal evaluation of NVAA was completed in 2003. The evaluation assessed the effectiveness of the Academy model and its impact on students, institutions of higher learning, and the victim services field. The findings were generally positive; however, respondents concluded that the NVAA structure did not meet the diverse needs of all participants for advanced, skill-based training. Based on this feedback, OVC began a comprehensive redesign of the curriculum based on a nationwide needs assessment to improve training materials to better meet participants' needs. In FY 2006, 30 advocates and service providers from three select states participated in a pilot test of the revised curriculum and provided additional feedback. The new NVAA is expected to be launched in 2007 and will include distinct tracks tailored to the level of each attendee's expertise:

- **Foundation-level training** will provide a broad understanding of the victim services field and lay the groundwork on which to build a career.
- **Specialized training** will focus on specific, timely topics that have a direct impact on providers' work.
- **Management training** will help participants develop the skills they need to move from a provider role into a managerial role.

Concurrent with the redesign of NVAA, OVC continues to expand the State Victim Assistance Academy (SVAA) program, with the goal of having an SVAA in every state by 2010. Although modeled after NVAA, each SVAA tailors its content to reflect the specific needs and laws of its state (see sidebar: State Victim Assistance Academies Tailored to Individual States). By the end of FYs 2005 and 2006, OVC had funded SVAA in 25 states, including new academies in Florida, Idaho, Louisiana, Massachusetts, Washington, and Puerto Rico. Technical assistance for establishing SVAA is provided through OVC TTAC. OVC hosts cluster meetings of SVAA representatives annually.

State Victim Assistance Academy Helps Advocates Gain Certification

OVC's SVAA program offers a weeklong, intensive foundation course in victimology and victims' rights and services. Operated through partnerships with academic institutions, SVAA is designed to meet the entry-level training needs of a broad range of victim service providers and allied professionals and to reflect the priorities of individual states.

Thanks to the SVAA program, two victim advocates at My Sisters' Place, an Oregon domestic violence shelter, are now certified as intermediate victim service specialists. Zaidali Botello and Karen Shores earned this credential through the Crime Victims' Assistance Network, an organization composed of service providers and allied professionals, which promotes victim services and advocates for the rights of crime victims in Oregon.

For Botello and Shores, the SVAA experience increased their expertise and, thus, their value to the community. They received specific training in child and elder abuse, crisis and trauma, cross-cultural communications, sexual assault, and stalking. "The 40-hour training was beneficial in several ways," said Shores. "It helped me feel more educated on some issues that are not always brought up at [other] trainings. I'd been working for several years when I went, and I still came away with a wealth of knowledge. Becoming certified also made me feel as though I am recognized for the work I do."

"OVC TTAC has paved the way for Ohio to address the needs for more direct services to underserved victim populations On behalf of [the Lifting Victims project], we thank you."

—Program Coordinator,
Ohio Department of
Rehabilitation and Correction

Training Strategies Reach Underserved Audiences

Expanding the number and scope of training opportunities is a key part of improving services. So, too, is expanding the number of providers who can attend them. OVC uses a number of tools to reach underserved audiences, who, for economic and logistical reasons, find it difficult to participate in training events. This is of special importance because these providers may work in areas of great need, although with underdeveloped services.

Scholarship Program Aids Victim Service Providers and Victims

OVC TTAC administers two scholarship programs: the Professional Development Scholarship Program and the State Crime Victim/Survivor Scholarship Program. The first awards up to \$1,000 to individuals or up to \$5,000 to multidisciplinary provider teams to continue their education. More than 400 people attended training events as a result of the Professional Development Scholarship Program in FYs 2005 and 2006.

The State Crime Victim/Survivor Scholarship Program offers a similar benefit to eligible crime victims and survivors. Funds are awarded to organizers of state conferences who, in turn, offer scholarships that reimburse some or all expenses associated with attendees' registration fees, transportation, lodging, meals, and other incidental

State Victim Assistance Academies Tailored to Individual States

SVAAAs have developed innovative training programs to meet the specific needs of their communities and to sustain the academy once federal funding has ended:

- The Idaho Victim Assistance Academy offers both advanced and basic academies in alternate years.
- Maine and New Hampshire convened the only dual-state academy in conjunction with the University of Southern Maine. As a result of the university's involvement with the academy initiative, it will offer the academy as an undergraduate course in 2008.
- A first for SVAAAs, Puerto Rico had its curriculum delivered in Spanish.
- Virginia collaborates with both the private University of Richmond and Virginia Commonwealth University, a state-supported university, which makes it one of a few states with more than one academic partner working collaboratively on the SVAA effort.
- In FY 2006, Maryland approved an SVAA as a state budget line item and established an SVAA alumni association.

expenses. The opportunity to learn more about the field can help committed victims become better equipped to return to their communities as powerful advocates for the rights of other crime victims. In FYs 2005–2006, OVC TTAC awarded 416 Professional Development Scholarships and 228 State Crime Victim/Survivor Scholarships.

Training To Meet Specific Needs in Indian Country

OVC training programs that serve American Indians and Alaska Natives are supported by two funding streams dedicated to victim services in those regions: the Tribal Victim Assistance (TVA) Discretionary Grant Program and the Children's Justice Act Partnerships for Indian Communities (CJA) Discretionary Grant Program. As outlined in chapter 6, CJA funds help tribes develop, establish, and operate mechanisms that improve their investigation, prosecution, and handling of child abuse cases (particularly sexual abuse). Training and technical assistance efforts focus specifically on building multidisciplinary responses to crime and result in—

- Better understanding and cooperation among those individuals who work with tribal children but are not of American Indian or Alaska Native descent themselves, especially regarding the role and importance of tribal child advocates in cases adjudicated in the state and federal court systems.
- An increase in collaborative investigations of child sexual abuse cases among tribal, federal, and state agencies.
- Tribe-specific, culturally appropriate training events.
- Specialized training for law enforcement officers and allied professionals who handle child sexual abuse cases.
- Enhanced awareness and support for efforts to address child victimization.
- Increased commitment to the protection and healing of traumatized children.

TVA funds are used for developing culturally appropriate training curricula; facilitating mentoring, communication, and information sharing among TVA programs;

"I want to thank OVC for the scholarship to attend 'Providing Culturally Competent Services to Victims of Crime' . . . I can't wait to implement changes in our Victims Assistance Program, based on this helpful information."

—Victim Services Coordinator,
Glendale Police Department



and otherwise improving the quality of services for victims in remote tribal communities. A number of advancements were made in FYs 2005 and 2006, including the first National VOCA-Tribal Victim Assistance and Compensation Conference (see page 43) and the publication of a bimonthly electronic newsletter *E-Opportunities*. The newsletter is published by Unified Solutions Coaching & Consulting Group, Inc. (see page 43). A valuable tool for expanding training opportunities in Indian Country, *E-Opportunities* features funding, training, and research opportunities available to American Indian and Alaska Native populations and is distributed to 41 individuals and organizations, including the TVA community and other vested persons.

District-Specific Training in Indian Country

In FYs 2005 and 2006, the Executive Office for United States Attorneys (EOUSA), with OVC support, sponsored more than 10 district-specific training conferences in Indian Country. The conferences brought together federal, state, and local law enforcement and victim assistance providers who work in Indian Country to focus on issues pertinent to the tribes in the region. Subjects that were addressed in these conferences included family violence and child exploitation, methamphetamine and drug-endangered children, sexual assault and stalking, Internet crimes, identity theft, and human trafficking.

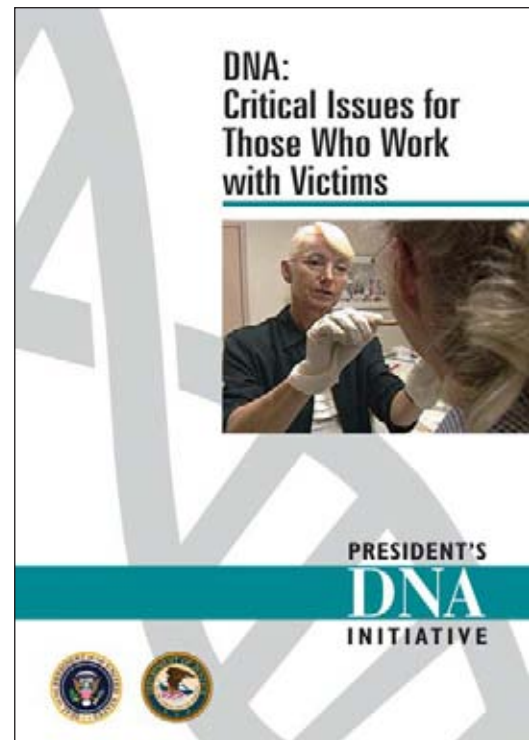


DNA Training Initiatives Educate Victim Services Field

DNA evidence has evolved into a valuable tool for crime victims, law enforcement, and others seeking truth and justice. In criminal cases, DNA technology links offenders to violent crimes, provides evidence in previously closed or unsolved cases, and exonerates innocent convicted offenders. Because of DNA's significance in solving crimes, service providers need to be knowledgeable about how DNA affects victims' cases. Thus, OVC has produced the DVD *DNA: Critical Issues for Those Who Work With Victims* to raise awareness of DNA matters among victim advocates, criminal justice practitioners, and others who work with crime victims. The DVD highlights such issues as collection and preservation of evidence, what victims can expect as a case moves forward, victim participation in the justice process, and cold case investigations.

The DVD was produced under the auspices of the President's DNA Initiative, which provides funding, training, and assistance to ensure that forensic DNA reaches its full potential for solving crimes, protecting the innocent, and identifying missing persons. OVC premiered the DVD in conjunction with National Crime Victims' Rights Week in 2007.

OVC also provided funding for the Sexual Assault Resource Service to develop and pilot test a curriculum for law enforcement and other first responders about collecting and using DNA evidence in sexual assault cases. The curriculum, to be released in late 2007 or early 2008, has been extensively tested in dozens of communities around the country, training primarily law enforcement officers but also sexual assault nurse examiners and victim advocates.





OVC's public awareness and outreach programs raise public consciousness about issues affecting crime victims while informing victims of their rights and the services and resources that are available to assist them. In FYs 2005 and 2006, OVC's message of hope, healing, and justice reached millions throughout the Nation through agency-supported events, partnerships, and innovative local initiatives.



As the primary voice for crime victims at the federal level, OVC supports a broad range of programs to raise public awareness of and promote victims' issues. This leadership—via funding, resource development, and active partnerships—focuses attention on emerging areas of victimization, such as identity theft and elder fraud, and underscores the ongoing need for assistance to victims of child abuse, sexual assault, domestic violence, and other prevalent crimes.

The effects of these activities are seen most clearly at the grassroots level. Public awareness campaigns, service referrals, and collaborative programs represent outreach in action, resulting in more victims seeking assistance, better informed service providers, and greater public awareness of the needs and rights of crime victims.

In FYs 2005 and 2006, OVC supported a number of initiatives. All emphasize the importance of victims' rights, support efforts to make services more accessible, and lend crime victims the assistance necessary to rebuild their shattered lives.

Nation Pays Tribute to Victims and Advocates

Each April, the Nation recognizes National Crime Victims' Rights Week (NCVRW), which honors victims, survivors, allied practitioners, and dedicated service providers. It is also an important opportunity for the victim services field to reflect on its progress, recommit to its mission, and promote greater awareness of victims' issues throughout the Nation.

As a prelude to NCVRW, OVC hosts a national candlelight observance and an awards ceremony to pay tribute to crime victims and those who serve them. Held in the Nation's capital, both events provide a national platform for victims to share their inspirational stories of triumph over tragedy. In 2005 and 2006, OVC was honored to host guest speakers who have become powerful advocates. In 2005, Trisha Meili, author of *I Am the Central Park Jogger: A Story of Hope and Possibility*, shared her journey of survival and healing and, in 2006, Sharon Rocha, mother of murder victims Laci Peterson and unborn grandson Conner, spoke movingly about her tragic experience as a survivor of homicide victims and her efforts to gain passage of fetal homicide legislation (see sidebar: Empowered Advocates Inspire Others).

"I am humbled when I see people who have suffered so much able to stand up and take action. It makes me even more determined to do whatever I can, too. When people like Mark (Lunsford) dedicate themselves to preventing other families from experiencing the pain his family has experienced, it would be shameful for the Department of Justice not to be truly dedicated to the same goal. We are dedicated to this cause."

—Attorney General
Alberto Gonzales, speaking
at the NCVRW 2007
Awards Ceremony

Because compassionate, highly skilled service providers and allied practitioners play a vital role in sustaining the Nation's victim assistance programs, each year OVC conducts an extensive process to identify individuals and organizations that demonstrate outstanding service to victims. At the NCVRW Awards Ceremony, the Attorney General honors individuals and programs for their visionary work. During the NCVRW 2005 Awards Ceremony, OVC announced a new award category, the Ronald Wilson Reagan Public Policy Award, to honor an individual whose work on behalf of victims has led to significant changes in public policy and practice. In 2006, the first award was given to Jeffrey R. Dion for his grass-roots advocacy efforts that resulted in the enactment of 13 bills into law in Virginia on behalf of crime victims. (For more information about NCVRW and the awards, visit www.ovc.gov.)

First observed more than 25 years ago, when President Ronald Reagan called for a national event to honor victims of crime, today NCVRW is observed in cities and towns across the Nation. To help local communities coordinate events tailored to their

Empowered Advocates Inspire Others

Trisha Meili

Known to the world for years only as the Central Park Jogger, Trisha Meili revealed in 2003 that she was the person who was savagely beaten and raped in New York City's Central Park in April 1989.

Hospitalized with injuries that included loss of 75 percent of her blood, she seemed unlikely to survive. Against all odds, Trisha emerged from a 12-day coma to begin a long journey toward healing. In her memoir, *I Am the Central Park Jogger: A Story of Hope and Possibility*, she recounts the outpouring of kindness from the public, family, friends, and others as she relearned how to do simple tasks such as getting dressed.

Trisha revealed her identity so she could speak publicly about her experience and encourage others, as she did during NCVRW in 2005. She continues to volunteer at universities, sexual assault centers, and hospitals and to speak about her personal story of survival in the aftermath of a vicious crime.

Sharon Rocha

After her daughter, Laci, and unborn grandson, Conner, were murdered in 2002, Sharon Rocha became an outspoken advocate for victims. Channeling her heartache into a mission to help others, Sharon lobbied for the passage of the Unborn Victims of Violence Act. The legislation, which makes it a crime to harm a fetus during an assault, was signed into law by President Bush in 2004 and is known as Laci and Conner's Law. Sharon shared her story in *For Laci: A Mother's Story of Love, Loss, and Justice*.

A tireless advocate, Sharon collaborates with the Stanislaus County (California) District Attorney's Office to develop state laws that give crime victims and their families better access to the court process.

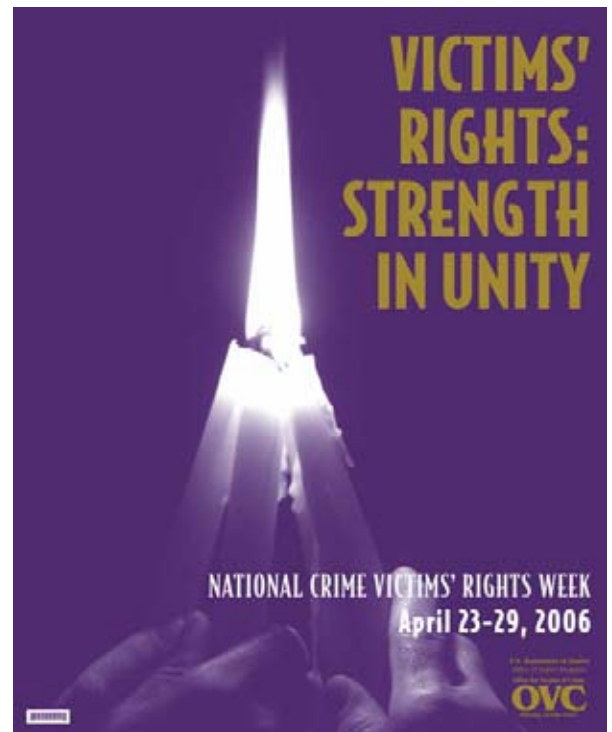
own needs, OVC produces an annual resource guide with a variety of tools to promote victim awareness, including a brief DVD to introduce the current year's theme. The guide includes suggestions for involving the media, tips for strengthening organizational efforts to support victims, and strategies for maximizing community awareness of victims' rights and issues.

To further encourage communities to participate in NCVRW, OVC supports the NCVRW Community Awareness Projects initiative, providing up to \$5,000 for public awareness events and activities at the local level. In FYs 2005 and 2006, OVC selected more than 60 applicants in virtually every state to receive financial support for their high-profile, low-cost projects (see sidebar: Local Communities Observe NCVRW).

Millions of Americans learned about NCVRW in 2006 through a unique partnership between OVC and the U.S. Postal Inspection Service (USPIS), a component of the U.S. Postal Service. Posters highlighting the theme, "Victims' Rights: Strength in Unity," were displayed in more than 11,000 post offices serving an estimated 7 million customers daily. Post offices also distributed cards that listed the toll free numbers of national victims' rights organizations and other criminal and juvenile justice resources.

OVC Launches National Education Campaign

As part of its national strategy to expand awareness of victims' issues and the role of VOCA and the Crime Victims Fund, OVC supported the National Public Awareness and Education Campaign through a grant to Justice Solutions, Inc. A major accomplishment to date is the development of a public service announcement (PSA) series for broadcast on national, regional, and local TV stations. The PSAs were played 8,979 times by 107 stations in 38 states by the end of FY 2005—a market value of more than \$2.2 million in air time. The PSAs also aired 20,417 times on 72 cable stations in 24 states, resulting in an estimated market value of \$1.125 million in cable air time. In addition, the PSAs were available on OVC's Crimevictims.gov Web site, launched in 2005 (www.crimevictims.gov). (For more information about this site, see page 85.)



Local Communities Observe NCVRW

OVC's NCVRW Community Awareness Projects make it possible for many cities and towns to participate fully in NCVRW. OVC relied on a committee composed of VOCA state administrators to assist in the selection process. In FYs 2005 and 2006, funding enabled agencies to expand their public awareness campaigns to incorporate innovative activities used to inform the public about victims' issues and local services.

- In South Lake Tahoe, California, the Womenspace Unlimited South Lake Tahoe Women's Center held a masquerade ball in 2005. Participants wore masks symbolizing the shame, fear, and embarrassment so many crime victims experience. Later, attendees unveiled their faces in a show of support for victims. According to Executive Director Nichole Loftis, "This grant gave all participating agencies the opportunity to work together toward the common cause of educating the community about available resources for victims."
- In 2006, the Van Buren County Prosecuting Attorney's Office in Paw Paw, Michigan, collaborated with the county's Domestic Violence Coalition and the sheriff's Victim Services Unit to sponsor a local high school rock opera about the effects of bullying on children. Other outreach included creation of a Memory Wall displaying the names of county homicide victims.
- To kick off NCVRW in 2006, the Rice County Attorney's Office in Faribault, Minnesota, held a Passport to Justice fair to share information about victim services. More than 200 participants visited exhibits and had their "passports" stamped. Now, said Meredith Erickson, Senior Assistant Rice County Attorney, "The community is much more aware of what we can do to help."

"This movement is one that everyone should be able to identify with. Everyone is one or two people away from victimization in this country. And most people know someone who has been victimized."

—Norman Early, Esq.,
the Oral History Project,
on the Victims' Rights Movement

Project Documents Movement's History

In 2002, OVC awarded a cooperative agreement to Justice Solutions to develop the Oral History Project to document the history and significant accomplishments of the crime victims' movement in three areas: people, policy, and programs. Justice Solutions conducted more than 60 hours of video interviews with 55 individuals, capturing the progress of the victims' rights movement. This project was part of ongoing efforts to legitimize the victim assistance discipline as a true civil and social service rights movement and to enhance its standing in the eyes of historians, academicians, and policymakers. The intent of the project was to develop archives related to the victim assistance movement, which would be housed both in a university setting and on the Internet to allow easy access to the project by a wide range of constituents, including researchers, academicians, victim assistance providers, news media personnel, and students.

Justice Solutions selected the University of Akron in Akron, Ohio, to host the Oral History Project. The university maintains in its library archives a hardcopy collection of documents with historical significance to the crime victim services field (including, but not limited to, text, photographs, video, and audio formats) and hosts the online version of the project, available to public users of the archive, at <http://vroh.uakron.edu>.

Programs Focus On Immigrant Communities

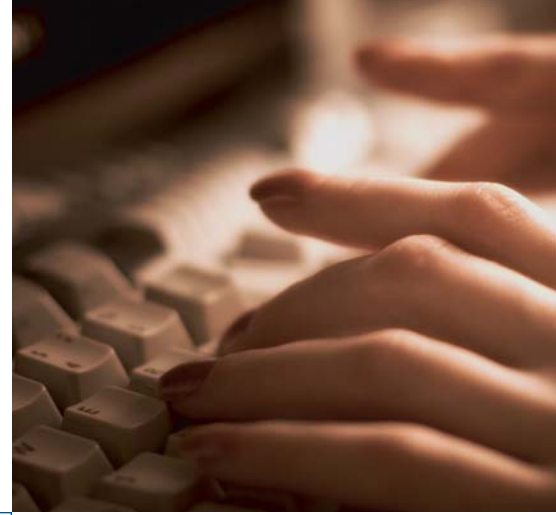
Continually seeking inventive approaches to serving crime victims, OVC funds the development of national training and demonstration projects that promote best practices for improving victim assistance and promoting the public's awareness of issues.

In FY 2005, OVC developed a new public education program to raise awareness of crime victims' rights and services among underserved communities with limited English proficiency. To support, expand, and improve access to existing services, OVC awarded funding to five organizations to help them develop culturally and linguistically appropriate outreach. In FY 2006, OVC awarded funding to seven organizations for similar initiatives.

One grantee, the Minnesota Council on Crime and Justice (MCCJ), focuses on the large Somali community in Minneapolis-St. Paul. In partnership with Somali community leaders, victim service organizations, Somali newspapers, and local law enforcement, MCCJ created a wide-scale campaign to raise awareness of victims' rights and the community resources available for victims of street crimes. The materials, printed in Somali, are distributed at community events and Somali-owned businesses.

In FY 2005, OVC funded the ¡Basta Ya!: No Lo Permitas (Enough! Don't Permit It) campaign in Austin, Texas, to increase awareness about victims' rights and services within the Spanish-speaking community. Through radio PSAs, newspaper advertisements, and metrobuses displaying the ¡Basta Ya! ads, the 8-week campaign encouraged Spanish-speaking crime victims to call 211 for victim assistance information. Four thousand dollars in grant funds was used to purchase 94 radio spots. The actual value of the radio campaign is \$6,000, which is one and a half times the OVC-supported investment.





Effective information networks are vital to the advancement of the victim assistance field. In FYs 2005 and 2006, OVC lent strategic support to the Nation's victim service professionals—developing and delivering comprehensive, high-quality informational tools to support and strengthen services to crime victims as well as making services and other resources more readily available to victims themselves.



INFORMATION RESOURCES

While OVC TTAC coordinates OVC's training and technical assistance activities, the OVC Resource Center (OVCRC) manages its information publishing and dissemination efforts. Like OVC TTAC, OVCRC's activities are organic in nature: the input it receives influences the strategic development of future information and efforts to make information more accessible—through OVC's Web site, print media, or multimedia products. The general public, victim service providers, and allied professionals alike use the Resource Center's tools to access information. From toll free conversations with information specialists to requests for information using the "Ask OVC" online feature, OVCRC analyzes and makes recommendations to OVC on emerging trends in the field of victim assistance.

Information and Knowledge Management for the Field

OVCRC administers OVC's information publishing and dissemination program via three methods:

- Request activity—OVCRC information specialists received more than 10,000 inquiries in FYs 2005 and 2006, primarily from crime victim service providers, victim advocates, victims (and/or their affiliates), and other parties concerned with victim assistance policies and practices. The most frequent inquiries regarded NCVRW nomination forms and funding available for local NCVRW Community Awareness Projects; OVC publications such as the *No More Victims* brochures and *Victims Speak Out/Victim Impact* videos; availability of and eligibility for grant and compensation programs; and statistics on victimization trends, especially with respect to child abuse, domestic violence, and sexual assault.
- Hardcopy dissemination—In support of OVC's ongoing efforts to advance knowledge in the victim assistance field, OVCRC disseminates several thousand publications and multimedia products to providers, advocates, and victims. OVCRC disseminated 84,315 products in FY 2005 and 95,309 products in FY 2006. Most hardcopy products were distributed to key OVC constituencies, such as VOCA administrators, victim service providers, and victimization researchers via one of two cost-effective methods.

1. Bulk mailings of high-profile products such as the NCVRW Resource Guide.
 2. Multimedia product displays at state and local events targeting underserved providers, advocates, and victims such as those in Indian Country and rural municipalities.
- Conferencing activity—OVCRC staff represent OVC at various conferences, workshops, and meetings attended by victim service providers throughout the country. Recently, OVC has directed OVCRC staff to represent the agency at events targeted to smaller, statewide events. As a result, there has been a 19-percent increase in the number of statewide conferences featuring OVCRC-staffed exhibits from FY 2005 to FY 2006. In addition, OVCRC coordinated publication support for seven State Victim Assistance Academy events in both FY 2005 and FY 2006. Taken together, the proportion of overall OVCRC conferencing activity dedicated to state events rose from 38 percent in FY 2005 to 54 percent in FY 2006.

Online Presence Lends Flexibility to Information Availability

Traditional training events require that service providers take time away from work for travel and attendance—flexibility that many providers and allied professionals, especially in small grassroots organizations, don't have. To address these limitations, OVC continued to enhance its online presence in FYs 2005 and 2006, making information and training resources available around the clock via www.ovc.gov. As a result, more providers can access information at a convenient time, learn at their own pace, and bookmark helpful pages for future reference.

The Web tools developed and maintained by OVCRC meet varying needs of the field. They include—

HELP for Victim Service Providers
OVC Message Board to Help Exchange Lessons and Practices (HELP) in Victim Services

News | About the Forum | How To Participate | Host Bios | Calendar | Help | FAQs

Welcome to the OVC HELP for Victim Service Providers Web Forum—a place where victim service providers and allied professionals can connect to peers, share ideas about best practices, and help change lives.
If you are a victim of crime in need of assistance, please AskOVC.
Choose a topic below and start making the connections that can make a difference.

OVC NEWS AND ANNOUNCEMENTS

- U.S. Attorney General Honors Extraordinary Victim Service Providers (04/30/07)
- Identify Theft Information Now Offered Through iTheliger (04/26/07)
- Resources Available for Sexual Assault Awareness Month (04/25/07)
- NCVC Launches New Legal Database: VictimLawInfo (04/25/07)
- Announcing New Publications and Products from OVC (04/23/07)
- More news and announcements

Discover the OVC Calendar of Events.

TOPIC	DISCUSSIONS	POSTS	LAST POST
Child Victims	45	76	10/17/2006
Children Exposed to Domestic Violence	67	94	03/13/2007
Crime Victim Compensation and Best Practices	28	80	02/05/2007
Cultural Sensitivity in Victim Services	45	55	10/20/2006
Domestic Violence	50	102	10/16/2006
Identity Theft Prevention	16	17	02/08/2007
NCVRW Awareness Campaign	35	52	01/24/2007
Posttraumatic Stress Disorder	39	49	10/25/2006
Services for Immigrant Victims	5	5	
Serving Crime Victims with Disabilities	38	44	08/11/2007
Serving Victims of Impaired Driving	21	25	12/15/2006
Serving Victims of Stalking	22	30	03/14/2007
Sexual Assault Response Teams	20	42	04/05/2007
Sexual Assault Through Multidisciplinary Response	20	34	03/18/2007
Standards and Certification	21	29	03/28/2007
Substance Abuse and Victimization	1	0	
Teen Dating Violence	0	0	
Victim Compensation	8	12	03/09/2007
Victims' Rights	31	55	01/10/2007

QUEST HOST

May 23, 2007
2:00 PM - 3:00 PM ET
Laura Callahan and Bob Lowery on Addressing Cases With Missing or Unidentified Victims
▶ Ask your questions.

May 29, 2007
2:00 PM - 3:00 PM ET
Stephanie Frosch and Helga Wrist on Providing Peer Support to Disaster Survivors
▶ Ask your questions.

Each month the Nation's experts answer your questions about best practices in victim services. View the April discussion with Dr. Linda Ledray and Elise Turner on Sexual Assault Response Teams.

Host Bios | Calendar | How To Participate
Guest host sessions will begin promptly at 2 pm and end at 3 pm (eastern time). No registration required.

Alerts Stay up-to-date with new OVC Web Forum discussions and topics. Get E-Alerts today!

SEARCH

Topics: All Topics | Advocate News | Assisting Victims of Unwanted Children | Adult Theft and Fraud Data

Keywords:

Radio Protocol: From: To:

OVC's HELP for Victim Service Providers Web Forum.

An average of 3,832 individuals per month have visited the OVC Web Forum at least one time since it was launched in August 2004 as an online community where victim service professionals could exchange information and share best practices. Currently, visitors may participate in discussions for 24 topics. In FY 2005, the Web Forum was further enhanced by the addition of a guest host series. Twice a month, OVC TTAC has a national expert available to answer questions on a timely topic. Many of these sessions are tied to public awareness campaigns,

but they also reflect current trends and issues of special concern to service providers—stalking, identity theft, domestic violence, campus security, and much more. Visit the Web Forum at <http://ovc.ncjrs.gov/ovcproviderforum/index.asp>.

- **OVC's National Calendar of Events.** This online calendar lists upcoming conferences, workshops, and notable victim assistance-related events. A special feature allows service providers and allied professionals to include their organizations' events. To view the calendar, visit <http://ovc.ncjrs.gov/ovccalendar>.
- **OVC's Online Directory of Crime Victim Services.** This online directory continues to be a valuable resource for victims searching for nonemergency services and for providers looking for referral resources. Since January 2005, on average, 2,408 people per month have visited the directory at least one time. As with OVC's online calendar, the directory invites service providers to post relevant information. Visit the directory at <http://ovc.ncjrs.gov/findvictimservices>.
- **Crimevictims.gov.** This Web site, which won an Award of Excellence from the National Association of Government Communicators in 2005, offers a wide range of information to victims needing assistance, providers seeking additional training, and volunteers looking for opportunities to help victims. The site provides numerous resources, including toll free numbers for national victim service organizations and a searchable database for locating victim assistance programs worldwide. Visit the Web site at www.crimevictims.gov.



Publications and Products Respond to Needs of Victims and Providers

For more than 20 years, OVC has produced a broad range of publications to inform and educate crime victims, service providers, and the general public about victims' rights, issues, and resources. Although this objective remains unchanged, technology is making it possible to provide information more efficiently and cost effectively—particularly via the Internet. In FYs 2005 and 2006, virtually every new

OVC publication was posted on the agency's Web site, although some print versions continued to be available through OVCRC or as downloadable resources.

The proliferation of new media offers OVC a wider choice of formats for conveying information. In FY 2006, for example, OVC distributed a comprehensive training package for social workers on a mini CD-ROM for ease of use. Another product, *A Multimedia Program for Physically Injured Crime Victims*, used several media to provide hospitalized victims with practical information about recovery, including a DVD to be viewed while in the hospital and a brochure to take home. Online products share the advantages of being less labor intensive and relatively inexpensive to revise and update.

To meet the need for an affordable, convenient source of victim advocacy and services training, OVC has allocated funding to develop accessible online training that teaches providers how to identify and respond to the basic needs of all victims. A popular workshop on training sexual assault advocates, for example, is in production as a downloadable curriculum on the OVC TTAC Web site. Another Web course will focus on the "how-to" of victim services and advocacy, including how to work within culturally diverse communities. Via OVC's online training programs, service providers will have access to quality training programs at the click of a mouse.

Many of OVC's publications are produced by grantees to fill gaps in information and address emerging types of victimization, and are profiled in this report by subject area. One such gap—involving faith communities in serving the needs of victims—is a priority that, during FYs 2005 and 2006, yielded publications to guide faith communities in helping to prevent fraud against the elderly and offer guidance to faith leaders wishing to build their expertise in helping members through the trauma of victimization. Now in production is a collection of best practices for faith-based organizations and communities. Previously identified gaps resulted in valuable tools to help serve disabled victims, respond to elder abuse, and inform terrorism victims of their rights, among other pressing issues.

Readers are invited to browse through the Publications section of OVC's Web site for a complete list of resources, with summaries and cover photos. You may also wish to visit "Focus On 2007," which summarizes programs cited in this report as well as a number of programs not included in the report. "Focus On 2007" is available online at www.ovc.gov.



Collaboration and Partnerships

- Faith-Based Initiatives
- Action Partnerships
- Interagency Collaborations



To heal from the emotional wounds caused by victimization, victims often seek spiritual support and other assistance from the faith community. Although clergy are trained in how to assist members of their congregations with spiritual matters, they may not be aware of assistance programs that can help victims of crime with the recovery process.

Similarly, victim service providers may lack knowledge about resources within the faith community that can assist victims of a particular faith with their spiritual needs. Committed to bridging this gap in services, OVC is dedicating increased energy and resources toward building substantive, reciprocal ties between the faith and victim assistance communities.

FAITH-BASED INITIATIVES

In FYs 2005 and 2006, OVC continued to support training programs that educated service providers about the spiritual needs of victims and, in turn, equipped faith leaders with the skills and resources they need to guide victims to appropriate assistance programs. To improve victims' access to effective, comprehensive services, OVC also continued to support faith-based and community partnerships at both the national and local levels.

OVC funds numerous educational programs that work to strengthen victim support systems within the faith community, including the Faith Community Professional Education Initiative (FCPEI) demonstration project, a partnership between the Denver Seminary and Denver Victim Services 2000. To integrate victim training into seminary curricula, FCPEI developed a graduate-level curriculum that provides clergy with practical information about victimization and teaches them how they can assist victimized members of their congregations. The curriculum can be used either as a formal academic class or an intensive continuing education course. It will be available for both Web-based and classroom instruction and will be disseminated to schools of theology throughout the Nation.

OVC also funds the Community Crisis Intervention: Volunteer Responder Basic Training Curriculum. A 2-year initiative developed by the U.S. Community Chaplaincy through its Law Enforcement Chaplaincy Services to Crime Victims project, the curriculum will be used to teach volunteer law enforcement chaplains how to provide nonsectarian support and services, such as death notifications, to victims of violent crime and to improve law enforcement response to victimization.

Ensuring the steady progression of victim services is of primary concern for OVC, highlighted by its support of alliances among community, government, and professional organizations. In South Carolina, for example, OVC supports a model of community collaboration, the Helping and Lending Outreach Support (HALOS) program. With OVC funding, it has expanded from a small grassroots organization into an independent nonprofit agency. HALOS—in collaboration with private citizens and community, business, medical, and faith-based organizations—provides services for abused and neglected child victims served by the Charleston County Department of Social Services (DSS). HALOS pairs a DSS case manager with a faith, civic, or business group, and together they address the academic, self-esteem, and financial needs that cannot be met by DSS and Medicaid. Because of HALOS' success, and inquiries from other

"When I was a caseworker with the Department of Social Services 30 years ago, we had a list of providers in the community to call when we needed help for a client—I can remember calling up to 10 resources before I could get one to say 'yes, I'll try to meet that need.' So HALOS has reduced the number of calls to one. Our caseworker today can make a call to their partner with HALOS and make a request and receive what they need for that family."

—Odessa Williams,
Charleston County DSS Director

Good Samaritans Repair Lives in Alabama

A single mother with a disability, who recently moved to Mobile, Alabama, to care for her aging parents, awakened one morning to the sounds of breaking glass and strange voices in her living room. In the wake of the break-in, a Good Samaritans volunteer enlisted a local company to replace the broken window left by the burglars, prompting the victim to say, "I will sleep a little better tonight."*

Serving the immediate needs of crime victims is an important step toward helping them recover, but many communities lack the financial and human resources to provide this assistance. In Mobile, the OVC-funded Good Samaritans Volunteer Assistance Program addresses this issue with a strong network of caring citizens.

A collaborative effort among the Mobile County District Attorney's Office, faith-based organizations, businesses, and law enforcement, Good Samaritans dispatches trained volunteers to offer spiritual and emotional support, secure homes, make referrals, explain the court system to victims, and help them to access compensation. Serving the area's most vulnerable victims—elderly residents, individuals with disabilities, single mothers, and women living alone—the program is a recipient of Volunteers of America's national Excellence in Human Services Award. The program, says Project Director Martha Simmons, "is a special way to reach out to senior citizens, who are in the most need and are welcoming of services."

Good Samaritans is producing a *Program Handbook and Basic Volunteer Training Guide* for other communities interested in building a similar network.

*Martha Simmons, "Working Together for Crime Victims," *The Prosecutor*, July–August 2005.

communities about how to start their own programs, OVC is providing funding to replicate the program in five communities, two of which will be outside South Carolina. Replication sites will be selected through a competitive application process.

To further support connections between faith-based and victim assistance communities, OVC convened a meeting in November 2005 of faith-based grantees to discuss issues related to building victim assistance resources. Building capacity and sharing resources were grantees' primary concerns, and their input helped identify what additional types of funding would be most useful. OVC also used the meeting to educate participants about promising projects and emerging issues such as human trafficking.

OVC recognizes that faith- and community-based organizations are often trusted members of their communities that offer significant services to crime victims. When coping with issues such as domestic abuse, rape, or the homicide of a family member, victims may turn first to these familiar faces. In addition to individual grant awards, OVC supports organizations through a HOPE II cooperative agreement with the Maryland Crime Victims' Resource Center (MCVRC). Under this agreement, MCVRC solicited proposals to establish subgrantee sites in urban, high-crime areas throughout the United States to assist underserved victims of crime. In FYs 2005 and 2006, \$5 million was made available for this initiative to fund each site with up to \$50,000 for 12 months. Services that sites provide include emotional support, personal advocacy, help filing compensation claims, crisis counseling, and referral services.

HOPE Grants Support Community Agencies

Helping grassroots organizations build the capacity to serve crime victims is a major focus for OVC. At roundtable discussions with advocates and victims in 2002 and 2003, OVC learned of community- and faith-based organizations and coalitions that were not linked to mainstream programs and, thus, lacked access to funding resources. Often, such groups needed only modest funding to raise their services to effective levels.

In response, OVC offers Helping Outreach Programs to Expand (HOPE) grants that provide up to \$5,000 each to such organizations and coalitions to help them improve their outreach and services to crime victims. During the biennium, OVC increased funding for recipients to \$10,000. HOPE funds may be used to develop program literature, including newsletters and brochures; train victim advocates; support victim outreach; and recruit volunteers. In FYs 2005 and 2006, \$2 million was made available for this initiative; \$526,220 was distributed to 193 organizations.



Grant Supports Stop the Silence Public Awareness Campaign

Through community outreach and media advocacy, the nonprofit organization Stop the Silence is working to prevent child sexual abuse—a crime that affects thousands of children in the United States each year—and to treat the victims of this scourge.

With the assistance of a \$5,000 HOPE grant, the Maryland-based organization disseminated a public service announcement (PSA) to television stations, movie theaters, radio stations, and other media outlets throughout the United States, reaching an unprecedented number of people in a short time. Additionally, special arrangements were made with the local NBC station in Washington, D.C., to air the PSA during *Dr. Phil*, *Ellen*, and the evening news hours for several weeks.

As a result of the PSA, Stop the Silence received numerous requests for assistance, noticed increased public awareness about child sexual abuse issues and its organization, and generated other funding possibilities for its comprehensive work.





One of the most effective ways to reach a large group of people is to go where they already gather. OVC did just that in FY 2005 with the program it calls Action Partnerships With Membership and Professional Organizations. The program established cooperative agreements with association and membership chapters to advance victims' rights through awareness campaigns as well as training and technical assistance.



Action Partnerships specifically targeted grantees that were in a position to further educate service providers, allied professionals, and the general public in efficient and creative ways. In FY 2005, for example, OVC made funding available for the Howard County, Maryland, Chapter of the Autism Society of America (ASA) to develop a national education program focusing on the special needs of autistic victims. Howard County ASA plans to develop the curriculum with ASA's national office and the Law Enforcement Awareness Network of the United States, and to make it available to local service providers and law enforcement professionals.

Other Action Partnerships include the following:

- **The American College of Emergency Physicians (ACEP)** will collaborate with **Mothers Against Drunk Driving (MADD)** to train emergency room physicians in appropriate death notification practices when violent crime is the cause. MADD and ACEP will also develop training materials and an instructional pocket card that will be distributed to 197 emergency medicine residency programs nationwide.
- **New York Women in Film and Television (NYWIFT)** held a "Filmmakers Forum for Crime Victim Sensitivity" in Los Angeles, California, and New York City with leaders in film and television who wanted to learn about portraying crime victims in a sensitive, appropriate manner. NYWIFT also created a Web site featuring the forum (www.filmmakersforum.org).
- The Protecting Victims' Right to Privacy project, headed by **Connecticut Sexual Assault Crisis Services, Inc. (CONNSACS)**, is strengthening the ability of victim advocates and sexual assault coalition professionals to improve the confidentiality of their services and assist victims with privacy rights. As part of the project, CONNSACS developed and hosted a free Web seminar series on topics concerning privacy and confidentiality (www.connsacs.org/Confidentialitywebinars.htm).

OVC Teams With National Organizations To Produce Victim Assistance Information

In addition to projects funded through the Action Partnerships program, OVC works with other organizations to produce victim assistance materials, with information tailored to specific professional audiences:



- The **American Red Cross** coauthored a booklet with OVC that explains to Red Cross workers the rights and needs of crime victims, tells them how to assist victims of terrorism and mass violence, lists OVC services, and explains types of victim assistance.
- The **National Sheriffs' Association**, having previously produced for OVC two guides for law enforcement officers on working with crime victims, is now completing an updated and expanded guide that will help officers build skills in how best to approach and assist victims of crime.
- The **American Bar Association** copublished a replication guide on developing multidisciplinary fatality review teams to help inform policy on preventing elder abuse.
- OVC provided discretionary grants to the **National Association of VOCA Assistance Administrators** (NAVAA) and the **National Association of Crime Victim Compensation Boards** (NACVCB) so they may produce publications specifically for managers and staff who administer VOCA victim assistance formula grants and VOCA victim compensation formula grants at the state level. The goal of these grants was for NAVAA and NACVCB to develop complete, comprehensive, and usable orientation toolkits for use by current and future state VOCA administrators and staff. The toolkits include relevant information, resources, and practical tools to assist states in administering the VOCA formula programs in a compliant and successful manner. Both toolkits will be released in hardcopy and electronically in 2007.

Survivors of Young Homicide Victims Benefit From OVC Scholarships

Parents of Murdered Children (POMC), Inc., is a nonprofit organization that provides the ongoing emotional support needed to help parents and other survivors facilitate the reconstruction of a "new life" and to promote a healthy resolution. Not only does POMC help survivors cope with their acute grief, it also helps survivors deal with the criminal justice system. In existence since 1978, POMC furthers the mission of OVC by always putting victims first.

OVC provides scholarships to POMC that enable homicide survivors or those who work with homicide survivors to attend the POMC National Conference. Approximately 400 people participate in the conference each year. Survivors leave the conference better equipped to cope with their loss and having gained the tools needed to assist other survivors of homicide.

Groups Discuss Victims' Rights Issues

In May 2005, OVC met with grantees who were undertaking projects related to victims' rights, providing a forum where these organizations could exchange information and explore ways in which they might collaborate with each other. OVC also invited other stakeholders' groups to participate in the discussion to facilitate collaboration among OVC, its grantees, and other organizations that have an interest in victims' rights issues. One stakeholder group represented was the Victims Committee of the American Bar Association's Criminal Justice Section. The discussion was highly productive and ultimately led to representatives of grantee organizations becoming involved in the ABA committee leadership and participating in the committee's discussion of its future direction.



In addition to its leadership role in the field, OVC is an active voice on behalf of victims within federal workgroups, task forces, and interagency partnerships. These efforts keep victims' issues at the forefront of policymaking decisions and optimize the use of Federal Government resources as they apply to the victim services field.



INTERAGENCY COLLABORATIONS

OVC collaborates with other federal agencies to support their victim service efforts. Among these agencies are the Federal Bureau of Investigation, the Drug Enforcement Administration, the Department of Homeland Security, the Executive Office for United States Attorneys, the Department of the Treasury, the Department of State, the Federal Bureau of Prisons, the Department of Defense, the Postal Inspection Service, and the Bureau of Indian Affairs, as well as other federal agencies with criminal justice responsibilities.

OVC has worked with the Department of Health and Human Services, Administration for Children and Families, to share information on the effective implementation of the Children's Justice Act Partnerships for Indian Communities Grant Program. This relationship has provided unique insight and guidance on the issues and promising practices involved with providing victim services in Indian Country.

Through the Federal Liaison Working Group, OVC coordinates and communicates with federal victim assistance providers. This group helped plan OVC's Fourth National Symposium on Victims of Federal Crime and has been instrumental in sharing information and developing resources essential to victim advocates and coordinators in the field. The expertise of this working group has been useful in training other agencies on how to develop a victim assistance program.

The international nature of human trafficking, in particular, lends itself to collaborative action. Since 2004, OVC and the Bureau of Justice Assistance (BJA), a sister agency within the U.S. Department of Justice's Office of Justice Programs, have shared their respective subject-matter expertise to expand local-level antitrafficking activities. The agencies' two-pronged strategy includes—

- Identifying locations that need assistance, and forming and training task forces of local and state law enforcement officers, victim service providers, and representatives from related federal agencies.
- Establishing and funding trafficking-specific victim services in the identified areas.

BJA established 42 multidisciplinary task forces, which, by the end of FY 2006, had worked collaboratively with 30 OVC-funded trafficking projects. Each law enforcement task force coordinates its efforts with relevant trafficking projects to ensure that victim services are available for all victims.

Ongoing efforts to serve victims of human trafficking have led to productive relationships with the Overseas Prosecutorial Development, Assistance and Training (OPDAT) section of the U.S. Department of Justice's Criminal Division and the U.S. Department of Health and Human Services' Office of Refugee Resettlement (ORR). Through OPDAT, OVC briefs international visitors regularly about how it administers services for victims of trafficking. With ORR, OVC continues to refine protocols for navigating the complex needs of trafficking victims. In FY 2005, the agencies sponsored a joint meeting of 75 grantees to discuss challenges and accomplishments, and receive further training and technical assistance.

During the reporting period, OVC collaborations and partnerships had a significant impact on the field. Community- and faith-based initiatives expanded outreach activities, while other efforts increased professional and public awareness of victims' issues. In the future, OVC will continue to support partnerships at all government levels as it makes every effort to provide communities with the resources needed to improve services for all victims of crime.



Looking Forward



OVC looks forward to continuing its ongoing role as the Nation's primary source of support for victims' rights and services . . . the representative of all those who tirelessly work to make sure that their neighbors devastated by crime are helped and heard as they navigate the difficult path from victim to survivor.

*—John W. Gillis
Director*



LOOKING FORWARD

This biennium marked the end of the developmental stage for several major demonstration efforts that OVC initiated in previous funding periods. In FY 2007 and beyond, OVC will focus on the implementation and replication of these groundbreaking efforts to advance crime victims' rights and improve the services available to victims. In its efforts to vigorously pursue the enforcement of victims' rights, OVC funded two initiatives that made major progress during the biennium: the National Crime Victim Law Institute and the Victims' Rights Database of Laws. OVC also supported DOJ efforts to implement requirements contained in the Crime Victims' Rights Act. Each of these efforts has yielded outcomes that have moved the victim services field closer to its vision of equal access to justice for crime victims. OVC will continue to support these and other efforts that advance victims' rights and help public and private entities fulfill their obligation to the Nation's crime victims.

OVC is committed to serving as the voice of unserved and underserved crime victims, as it demonstrated when it took the lead in 1988 in advancing the rights and services of crime victims in Indian Country. OVC continues to do this and to deliver culturally appropriate training and technical assistance to service providers and advocates in Indian Country. It also continues to expand outreach and increase funding to tribal communities and to adapt and replicate promising practices in Indian Country.

Likewise, OVC was at the forefront of efforts to respond to victims of human trafficking when, in 2003, it made its first awards to fund services for this unserved victim population. Today, OVC has a network of services and assistance it has developed for human trafficking victims and the service providers and advocates who help them. These include the law enforcement task forces funded by the Bureau of Justice Assistance that are working in the trenches to meet these vulnerable victims' needs and hold offenders accountable. In the coming biennium, OVC will continue to serve as the "voice" for unserved and underserved crime victims, many of whom have been marginalized because of their economic standing, gender, nationality, or type of victimization.

When OVC established the National Victim Assistance Academy (NVAA) in 1995, it had no idea of the groundswell of support it would have for integrating crime victims' issues into the Nation's educational system, or the resulting efforts of advocates and service providers to professionalize the field of victim service by independently establishing certification and credentialing programs. The professional standards

(www.sc.edu/ccfs/training/consortium.html) developed by a consortium of national leaders in the victim services field with OVC funding provided to the University of South Carolina's College of Social Work, Center for Child and Family Studies served as a foundation for these efforts. OVC's efforts to develop and deliver quality training and education propelled these efforts to the next level by empowering states to create their own training academies for service providers and advocates.

OVC is proud of its leadership role in the creation of 29 state victim assistance academies modeled after NVAA. OVC is committed to providing all 50 states and the District of Columbia with the resources they need to define, establish, and deliver comprehensive training and educational opportunities for service providers, advocates, and allied professionals in their state. In FYs 2005 and 2006, OVC initiated efforts to redefine the goals and strategy of NVAA to better respond to the training and educational needs of victim service providers, advocates, and program managers that extend beyond the mission and goals of the state academies. OVC is committed to using NVAA to educate and train victim service providers on special and emerging victim issues, and to deliver the first ever training targeted exclusively toward program managers who oversee and direct the efforts of an estimated 10,000 victim service programs nationwide.

Every April, OVC demonstrates its pride in survivors of crime and those who help them when it coordinates National Crime Victims' Rights Week (NCVRW), which also serves to educate the public about crime victims' rights. Over the past 2 years, OVC has expanded its public education and awareness activities by hosting discussions among specialists and professionals in the field through its online Web Forums, supporting community partnerships, and partnering with other federal agencies to draw attention to the needs of victims of identity theft, sexual assault, drunk driving, and teen dating violence.

OVC will continue to identify opportunities to raise awareness about the impact of crime on victims and surviving family members, the rights of crime victims, and the services that are available to help advocates and service providers respond to crime victims' needs. OVC's national information clearinghouse, the OVC Resource Center, and its Training and Technical Assistance Center are key vehicles in identifying trends and supporting outreach efforts. Both are vehicles that OVC will continue to use to support its outreach, education, and awareness efforts.

One of OVC's greatest challenges has been to redirect and re-empower community and grassroots organizations on behalf of crime victims. During the biennium, OVC implemented several initiatives to reinvigorate grassroots organizations and provide them with access to federal resources. Efforts such as Helping Outreach Programs to Expand (HOPE) grants, NCVRW Community Awareness Projects, and the Public Awareness and Underserved Community Initiative represent OVC's commitment to

improving access to and participation in federal funding for addressing crime victimization. OVC also has increased its interest in and involvement with the faith community in addressing victim issues.

OVC believes that the active involvement of grassroots organizations and statewide coalitions is critical to its mission *to enhance the Nation's capacity to assist crime victims and provide leadership in changing attitudes, policies, and practices to promote justice and healing for all crime victims*. Hence, OVC will continue to identify opportunities and provide resources for public-private efforts, particularly those efforts that engage grassroots, community, and faith-based organizations. These partnerships maximize scarce resources, help create a unified voice for crime victims, and promote coordination and collaboration in the delivery of services and enforcement of victims' rights.

OVC is pleased with the progress it has made on behalf of our Nation's crime victims during this biennium. But new frontiers and opportunities for promoting justice and healing for victims of crime still exist at the federal, tribal, state, and local levels. We are grateful for the collaborative partnerships we have forged with national victim organizations, including Parents of Murdered Children, the National Center for Victims of Crime, Mothers Against Drunk Driving, the National Organization for Victim Assistance, the National Crime Prevention Council, Justice Solutions, the National Association of Crime Victim Compensation Boards, the National Sexual Assault Resource Center, the National Association of VOCA Assistance Administrators, the Pennsylvania Coalition Against Rape, the National Victims Constitutional Amendment Network, the American Society of Victimology, and the World Society of Victimology.

It is through all of our efforts and leadership that we are "putting victims first." Our combined efforts ensure that the voices of victims play a central role in our respective response to crime and victimization. In the future, we look forward to continuing to pursue opportunities to work collaboratively to chart new directions and to document the rich history and accomplishments of the victim services field.



Appendixes

- Appendix A: State Victim Assistance Distributions
- Appendix B: State Victim Compensation Distributions
- Appendix C: Children's Justice Act Distributions
- Appendix D: Tribal Victim Assistance Distributions
- Appendix E: Trafficking Victims Discretionary Grant Distributions

STATE VICTIM ASSISTANCE DISTRIBUTIONS

VOCA Victim Assistance Allocations in FYs 2005 and 2006

State or Territory	FY 2005	FY 2006	Total
Alabama	\$5,773,000	\$6,108,000	\$11,881,000
Alaska	1,260,000	1,311,000	2,571,000
American Samoa	267,000	271,000	538,000
Arizona	7,038,000	7,610,000	14,648,000
Arkansas	3,693,000	3,907,398	7,600,398
California	42,073,000	44,933,000	87,006,000
Colorado	5,831,477	6,196,000	12,027,477
Connecticut	4,581,000	4,837,000	9,418,000
Delaware	1,458,000	1,528,000	2,986,000
District of Columbia	1,160,000	1,185,000	2,345,000
Florida	20,439,000	22,036,000	42,475,000
Georgia	10,675,000	11,430,000	22,105,000
Guam	381,000	392,000	773,000
Hawaii	1,973,000	2,063,000	4,036,000
Idaho	2,101,000	2,225,000	4,326,000
Illinois	15,325,000	16,238,000	31,563,000
Indiana	7,759,000	8,221,385	15,980,385
Iowa	3,949,000	4,157,000	8,106,000
Kansas	3,691,000	3,886,000	7,577,000
Kentucky	5,324,000	5,632,000	10,956,000
Louisiana	5,768,000	6,090,000	11,858,000
Maine	2,030,000	2,131,000	4,161,000
Maryland	6,954,000	7,380,000	14,334,000
Massachusetts	8,037,000	8,443,000	16,480,000
Michigan	12,309,125	13,018,000	25,327,125
Minnesota	6,427,000	6,814,382	13,241,382
Mississippi	3,876,000	4,094,000	7,970,000
Missouri	7,183,000	7,624,000	14,807,000

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State or Territory	FY 2005	FY 2006	Total
Montana	1,575,000	1,647,000	3,222,000
Nebraska	2,538,000	2,663,000	5,201,000
Nevada	3,126,000	3,390,000	6,516,000
New Hampshire	2,009,000	2,109,000	4,118,000
New Jersey	10,621,000	11,268,000	21,889,000
New Mexico	2,696,000	2,856,000	5,552,000
New York	22,983,000	24,301,000	47,284,000
North Carolina	10,350,000	11,073,000	21,423,000
North Dakota	1,243,000	1,285,000	2,528,000
No. Mariana Islands	281,000	286,000	567,000
Ohio	13,898,000	14,685,000	28,583,000
Oklahoma	4,614,000	4,862,000	9,476,000
Oregon	4,670,000	4,950,000	9,620,000
Pennsylvania	14,987,000	15,858,000	30,845,000
Puerto Rico	5,044,000	5,321,359	10,365,359
Rhode Island	1,761,000	1,838,000	3,599,000
South Carolina	5,359,000	5,697,000	11,056,000
South Dakota	1,395,000	1,454,000	2,849,000
Tennessee	7,344,000	7,805,000	15,149,000
Texas	26,414,000	28,340,000	54,754,000
U.S. Virgin Islands	627,000	634,387	1,261,387
Utah	3,255,000	3,457,000	6,712,000
Vermont	1,225,000	1,269,000	2,494,000
Virginia	9,154,000	9,734,408	18,888,408
Washington	7,683,000	8,180,000	15,863,000
West Virginia	2,621,000	2,747,000	5,368,000
Wisconsin	6,911,000	7,320,000	14,231,000
Wyoming	1,087,000	1,127,000	2,214,000
Total	\$372,806,602	\$395,918,319	\$768,724,921

STATE VICTIM COMPENSATION DISTRIBUTIONS

VOCA Victim Compensation Allocations in FYs 2005 and 2006

State or Territory	FY 2005	FY 2006	Total
Alabama	\$1,129,000	\$376,000	\$1,505,000
Alaska	518,000	565,000	1,083,000
Arizona	1,304,000	1,185,000	2,489,000
Arkansas	1,474,000	1,204,000	2,678,000
California	25,689,000	15,682,000	41,371,000
Colorado	3,109,000	3,782,000	6,891,000
Connecticut	813,000	956,000	1,769,000
Delaware	657,000	933,000	1,590,000
District of Columbia	2,766,000	2,838,000	5,604,000
Florida	6,998,000	2,937,000	9,935,000
Georgia	4,575,000	6,156,000	10,731,000
Hawaii	309,000	168,000	477,000
Idaho	758,000	907,000	1,665,000
Illinois	6,917,000	8,166,000	15,083,000
Indiana	1,460,000	1,755,000	3,215,000
Iowa	1,843,000	2,241,000	4,084,000
Kansas	1,264,000	860,000	2,124,000
Kentucky	462,000	911,000	1,373,000
Louisiana	773,000	689,000	1,462,000
Maine	186,000	201,000	387,000
Maryland	2,058,000	1,355,000	3,413,000
Massachusetts	1,312,000	1,141,000	2,453,000
Michigan	985,000	1,480,000	2,465,000
Minnesota	1,090,000	876,000	1,966,000
Mississippi	661,000	909,000	1,570,000
Missouri	4,199,000	3,102,000	7,301,000
Montana	270,000	145,000	415,000

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State or Territory	FY 2005	FY 2006	Total
Nebraska	42,000	39,000	81,000
Nevada	1,685,000	2,138,000	3,823,000
New Hampshire	159,000	210,000	369,000
New Jersey	6,655,000	5,620,000	12,275,000
New Mexico	525,000	769,000	1,294,000
New York	9,337,000	8,825,000	18,162,000
North Carolina	1,357,000	4,002,000	5,359,000
North Dakota	86,000	106,000	192,000
Ohio	6,111,000	3,454,000	9,565,000
Oklahoma	1,683,000	1,957,000	3,640,000
Oregon	1,215,000	1,161,000	2,376,000
Pennsylvania	3,817,000	4,491,000	8,308,000
Puerto Rico	227,000	193,000	420,000
Rhode Island	912,000	1,562,000	2,474,000
South Carolina	4,736,000	3,543,000	8,279,000
South Dakota	44,000	242,000	286,000
Tennessee	3,167,000	3,177,000	6,344,000
Texas	42,464,000	28,022,000	70,468,000
Utah	2,889,000	3,035,000	5,924,000
Vermont	200,000	230,000	430,000
Virginia	1,369,000	871,000	2,240,000
Virgin Islands	54,000	88,000	142,000
Washington	4,802,000	5,871,000	10,673,000
West Virginia	1,118,000	951,000	2,069,000
Wisconsin	1,072,000	1,004,000	2,076,000
Wyoming	348,000	337,000	685,000
Total	\$169,653,000	\$143,418,000	\$313,053,000

CHILDREN'S JUSTICE ACT DISTRIBUTIONS

Children's Justice Act Partnerships for Indian Communities Discretionary Grant Program Allocations in FYs 2005 and 2006

State	Tribe or Community	FY 2005	FY 2006	Total
Alaska				
	Native Village of Barrow Barrow, AK	\$85,760	\$0	\$85,760
	Orutsarmuit Native Council Bethel, AK	0	274,597	274,597
	Bristol Bay Area Health Corporation Dillingham, AK	0	250,000	250,000
	Central Council Tlingit and Haida Indian Tribes Juneau, AK	0	194,959	194,959
California				
	Two Feathers Native American Family Services McKinleyville, CA	269,916	0	269,916
Maine				
	Passamaquoddy Tribe Perry, ME	61,317	0	61,317
Michigan				
	Sault Ste. Marie Tribe of Chippewa Indians Sault Ste. Marie, MI	92,700	0	92,700
Mississippi				
	Mississippi Band of Choctaw Indians Choctaw, MS	0	250,000	250,000
Nevada				
	Fallon Paiute Shoshone Tribe Fallon, NV	165,321	0	165,321
New Mexico				
	Pueblo of Isleta Isleta, NM	311,760	0	311,760

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State	Tribe or Community	FY 2005*	FY 2006**	Total
Oklahoma	Wichita and Affiliated Tribes Andarko, OK	189,594	0	189,594
	Kaw Nation of Oklahoma Kaw City, OK	0	68,992	68,992
	Iowa Tribe of Oklahoma Perkins, OK	0	112,930	112,930
Oregon	Klamath Tribes of Oregon Chiloquin, OR	0	110,256	110,256
	Confederated Tribes of Warm Springs Reservation Warm Springs, OR	0	200,146	200,146
South Dakota	Oglala Lakota CASA Program Pine Ridge, SD	449,783	0	449,783
Washington	South Puget Intertribal Planning Agency Shelton, WA	0	228,353	228,353
	Spokane Tribe of Indians Wellpinit, WA	0	100,752	100,752
Wisconsin	Red Cliff Band of Lake Superior Chippewa Bayfield, WI	0	76,799	76,799
Wyoming	Northern Arapaho Tribe Fort Washakie, WY	0	134,127	134,127
Total		\$1,626,151*	\$2,001,911**	\$3,628,062

*In FY 2005 OVC provided \$2,026,151 in direct grant funds to tribal communities and organizations to improve the handling of child abuse cases and provide training and technical assistance to the underserved populations in American Indian/Alaska Native communities. Other initiatives funded to support this effort include the Court Appointed Special Advocate Program, the Central South Dakota Child Assessment Center formerly known as the Rosebud Child Advocacy Center and the New Mexico Forensic Interviewer/Special Prosecutor Pilot Project. The total allocation for FY05 was approximately \$2,993,807.

**In FY 2006 OVC provided \$2,501,911 in direct grant funds to tribal communities and organizations to improve the handling of child abuse cases and provide training and technical assistance to the underserved populations in American Indian/Alaska Native communities. Other initiatives funded to support this effort include the Central South Dakota Child Assessment Center. The total allocation for FY06 was approximately \$2,766,911.

TRIBAL VICTIM ASSISTANCE DISTRIBUTIONS

Tribal Victim Assistance Discretionary Grant Program Allocations in FYs 2005 and 2006

State	Tribe or Community	FY 2005	FY 2006	Total
Alaska	Bering Sea Women's Group Nome, AK	\$113,013	\$157,460	\$270,473
	Native Village of Barrow Barrow, AK	100,000	100,000	200,000
	Tundra Women's Coalition Bethel, AK	0	145,177	145,177
	Maniilaq Association Kotzebue, AK	0	76,685	76,685
Arizona	San Carlos Apache Tribe San Carlos, AZ	114,048	0	114,048
	Pascua Yaqui Tribe Tucson, AZ	0	150,000	150,000
California	Bear River Band of Rohnerville Rancheria Loleta, CA	78,900	0	78,900
	Soboba Band of Luiseno Indians Temecula, CA	197,725	0	197,725
	Shingle Springs Rancheria Shingle Springs, CA	0	100,000	100,000
	Pit River Tribe Burney, CA	0	156,889	156,889
Kansas	Prairie Band of Potawatomi Nation Mayetta, KS	0	175,000	175,000
Maine	Passamaquoddy Tribe of Pleasant Point Perry, ME	62,130	103,500	165,630
Michigan	Grand Traverse Band of Ottawa and Chippewa Indians Suttons Bay, MI	56,857	78,987	135,844
	Bay Mills Indian Community Brimley, MI	0	59,235	59,235
Minnesota	Northwoods Coalition for Battered Women Bemidji, MN	0	227,193	227,193

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State	Tribe or Community	FY 2005	FY 2006	Total
Mississippi	Mississippi Band of Choctaw Indians Philadelphia, MS	63,076	69,350	132,426
Montana	Blackfeet Child and Family Advocacy Center Browning, MT	75,000	0	75,000
	Fort Peck Assiniboine and Sioux Poplar, MT	47,000	0	47,000
Nevada	Nevada Urban Indians, Inc. Reno, NV	78,758	0	78,758
	Pyramid Lake Paiute Tribe Wadsworth, NV	59,979	67,500	127,479
New Mexico	Pueblo of Laguna Laguna, NM	69,763	0	69,763
North Dakota	Three Affiliated Tribes of Fort Berthold Reservations New Town, ND	62,561	0	62,561
	Turtle Mountain Band of Chippewa Indians Belcourt, ND	54,306	87,372	141,678
Oklahoma	Choctaw Nation of Oklahoma Hugo, OK	160,000	175,000	335,000
	United Keetoowah Band of Cherokee Tahlequah, OK	153,425	169,069	322,494
	Wichita and Affiliated Tribes Anadarko, OK	121,428	0	121,428
	Iowa Tribe of Oklahoma Perkins, OK	0	112,930	112,930
	Modoc Tribe of Oklahoma Miami, OK	0	50,000	50,000
Oregon	Confederated Tribes of Warm Springs Warm Springs, OR	184,000	150,000	334,000
South Dakota	Cheyenne River Sioux Tribe Eagle Butte, SD	178,806	150,000	328,806
	Oglala Sioux Tribe Pine Ridge, SD	192,000	175,000	367,000
	Wiconi Wawokiya, Inc. Fort Thompson, SD	0	99,974	99,974
	Sisseton Wahpeton Oyate of the Lake Agency Village, SD	0	150,000	150,000

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State	Tribe or Community	FY 2005	FY 2006	Total
Washington	Lummi Indian Nation Bellingham, WA	114,531	120,887	235,418
	Samish Indian Tribe Anacortes, WA	53,000	81,379	134,379
Washington	Shoalwater Bay Indian Tribe Tokeland, WA	0	127,153	127,153
Wisconsin	Menominee Indian Tribe of Wisconsin Keshena, WI	57,770	0	57,770
	Lac du Flambeau Band of Lake Superior Chippewa Indians Lac du Flambeau, WI	0	107,265	107,265
Wyoming	Northern Arapaho Tribe Sainte Stevens, WY	0	103,935	103,935
Total		\$2,448,076	\$3,526,940	\$5,975,016

TRAFFICKING VICTIMS DISCRETIONARY GRANT DISTRIBUTIONS

Services for Trafficking Victims Discretionary Grant Program Allocations in FYs 2005 and 2006

State	Grantee	FY 2005	FY 2006	Total
Comprehensive Services				
California				
	Asian Pacific Islander Legal Outreach San Francisco, CA	\$0	\$295,000	\$295,000
	Bilateral Safety Corridor Coalition Spring Valley, CA	0	295,000	295,000
	Coalition to Abolish Slavery and Trafficking (CAST) Los Angeles, CA	0	295,000	295,000
	Salvation Army National Western Territory Long Beach, CA	499,155	499,992	999,147 ^a
Connecticut				
	International Institute of Connecticut Bridgeport, CT	0	500,000	500,000
District of Columbia				
	U.S. Conference of Catholic Bishops, Inc. Washington, DC	0	295,000 ^b	295,000
		0	295,000 ^c	295,000
Georgia				
	Refugee Women's Network, Inc. Atlanta, GA	0	221,250	221,250
Hawaii				
	Salvation Army Hawaiian and Pacific Division Honolulu, HI	0	700,000 ^d	700,000
Illinois				
	Heartland Alliance for Human Needs and Human Rights Chicago, IL	0	500,000	500,000
Indiana				
	City of Indianapolis Indianapolis, IN	0	500,000	500,000
Maryland				
	World Relief Corporation Baltimore, MD	0	600,000 ^e	600,000

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State	Grantee	FY 2005	FY 2006	Total
Massachusetts				
	International Institute of Boston Boston, MA	0	295,000	295,000
Minnesota				
	Civil Society St. Paul, MN	0	500,000	500,000
Missouri				
	International Institute of Metropolitan St. Louis St. Louis, MO	0	499,974	499,974
New York				
	International Rescue Committee New York, NY	0	295,000 ^f	295,000
		0	295,000 ^g	295,000
		0	295,000 ^h	295,000
	Safe Horizon New York, NY	0	600,000 ⁱ	600,000
Texas				
	Mosaic Family Services Center Dallas, TX	0	293,966	293,966
	Refugee Services of Texas Austin, TX	0	295,000	295,000
	YMCA International Services Houston, TX	0	295,000	295,000
Totals		\$499,155^j	\$8,660,182^k	\$9,159,337
Training and Technical Assistance				
New York				
	Safe Horizon York, NY	281,595	0	281,595
Total		\$281,595	\$0	\$281,595

^a Grantee will use funds to provide services for trafficking victims in Alaska, California, Idaho, Montana, Wyoming, Utah, Colorado, Nevada, New Mexico, and El Paso, Texas.

^b Grantee will use funds to provide services for trafficking victims in Delaware, Maryland, New Jersey, and Pennsylvania.

^c Grantee will use funds to provide services for trafficking victims in Oregon.

^d Grantee will use funds to provide services for trafficking victims in Hawaii, American Samoa, and reimbursement to providers on Guam and Saipan.

^e Grantee will use funds to provide services for trafficking victims in Alabama, Arkansas, Northern and Central Florida, Kentucky, Louisiana, Michigan, Oklahoma, North Carolina, South Carolina, Tennessee, Central Texas, Virginia (other than Northern Virginia), and West Virginia.

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

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

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

ⁱ Grantee will use funds to provide services for trafficking victims in New York City.

^j Additional awards were solicited in FY 2005 but not awarded until FY 2006.

^k Additional funding was awarded by the Bureau of Justice Assistance to support law enforcement anti-trafficking task forces that work collaboratively with OVC trafficking victim service providers.



Report to the Nation 2007

Fiscal Years 2005–2006

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