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**Programs
Branch**

**Technical
Report**

A HANDBOOK ON PLANNING AND
MANAGING POLICE-BASED VICTIM
ASSISTANCE PROGRAMS

BY JUDITH MUIR

TRS No. 8

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Canada

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MANAGING POLICE-BASED VICTIM
ASSISTANCE PROGRAMS**

BY JUDITH MUIR

TRS No. 8

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**A HANDBOOK ON PLANNING
AND MANAGING POLICE-BASED
VICTIM ASSISTANCE PROGRAMS**

BY

JUDITH MUIR

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This Technical Report is supplemented by a volume of Resource Materials on Planning and Managing Police-based Victim Assistance Programs, Programs Branch User Report 1985-29.

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INTRODUCTION

The police officers have always provided services to crime victims. Although police work concentrates on law enforcement, apprehension and investigation police are often called on to assist victims in a variety of ways. Many officers find this a most rewarding aspect of their work.

A number of police departments in Canada have embarked on specialized programs for crime victims. They have been established in recognition of the important role police departments can play in responding to crime victims' needs. Police departments are in a good position to identify and offer these services, being the first and often only organization with which victims come into contact. Police have recognized that victims have not always received the services and attention they need and should have.

These police initiatives are one part of a larger societal concern about crime victims. There are many community-based organizations whose major focus is crime victims. Notably among these are shelters for women and children, crisis telephone hotline services and programs offering help to sexual assault victims.

Other less widely-known but important services include government-run criminal injuries compensation programs, the National Victims Resource Centre, and services available from agencies whose primary clients are not specifically crime victims. An example is the emergency financial assistance from social welfare programs that is available to all persons in need.

Various types of police-based victim programs have developed in Canada. One model involves including victim/witness services as part of the normal duties of the entire department. This may be done by training officers in crisis intervention techniques, by educating them about victim concerns

and needs, by making them more aware of available community services for victims, etc. Another initiative entails changing some police procedures. This may involve following a new procedure when dealing with sexual assault victims, or distributing written information to housebreaking victims, to mention only two possibilities. These approaches have been grouped under the 'generalist' label.

Yet another model involves setting up a separate program whose sole function is to provide services to crime victims. This is known as the 'specialist' approach. Within this model, there are various program types from those with a crisis intervention focus to those providing follow-up police case information. Some provide comprehensive services while others limit their attention to specific services.

Examples of various initiatives are found in Canada. Combinations of these approaches are also found, as each initiative is tailored to the unique needs of a police department and its community. The possibilities are considerable, and one approach does not preclude another.

Further, police training departments and training centres have recently developed several training programs specifically about victims. They are important as it is hoped they will eventually become incorporated into the mainstream of police training.

The material in this guidebook is concerned with the 'specialist' approach to victim services. Its aim is to help those who are considering the establishment of a victim program in a police department, by providing some information and some options on the key decisions that must be made.

There are decisions on program goals (Section B), service activities (Section C), administration (Section D), training and education (Section E), and using volunteers (Section F). All of these areas require decisions that will define the nature of the program and the service it offers.

Material was gathered from literature, site visits and interviews with program administrators across Canada. Where American literature was pertinent, it is included. The discussion does not include descriptions of specific programs (some can be found with the Resource Materials, additional material is available from the National Victims Resource Centre), but describes program types or models, and the issues that must be faced by all programs. This is more helpful because no one program will perfectly fit in another jurisdiction. Programs must be individually tailored to fit their environments by selecting from various model features, or by creating new and unique models.

The material is written for both laymen and police personnel wishing to be involved in establishing police-based specialized programs. Some of the information may seem elementary to police officers while some sections may be familiar to the laymen who may have more experience with social service and volunteer programs.

HOW TO USE THE MATERIAL

Sections are formatted and relate to the sequence of issues and activities that program planners will address. Each section is preceded by an outline of the key issues addressed in the section or the activity options that must be selected by program planners.

- SECTION A - Describes police-based program models on the Canadian scene. It outlines important elements of each, including variations in services offered, clients served, service locales, staffing and client intake. This section is meant to familiarize the reader with the various possibilities for police-based programs.
- SECTION B - Deals with the process of planning program goals and activities. Ways of assessing needs and guidelines for setting goals are discussed. This section also outlines several services, client coverage and staff options possible within each model. Discussions include considerations that should be taken into account in making these choices.
- SECTION C - Lists some service activities that may be chosen along with their resource requirements and a brief discussion of each. This section also discusses provision of services for special victim groups, and some considerations when planning programs in rural areas.
- SECTION D - Discusses organization and administration issues including the need for a separate identity, location of programs in departments, job descriptions, hours of operation, advisory boards resource directories, record keeping and evaluation.
- SECTION E - Addresses the issue of program acceptance in the police department and community social service network, as well as the work that is necessary to achieve integration and acceptance in these milieu. Ways are suggested to accomplish this.
- SECTION F - Outlines some considerations when using volunteers to run or participate in victim service programs.

Finally, the manual is accompanied by a volume of Resource Materials on Planning and Managing Police-based Victim Assistance Programs. Programs Branch User Report, 1985-29. These materials are meant to complement the information in each section by providing samples of pamphlets, forms and other materials that are used by various programs. They also include further information on the service needs of special groups of victims, on volunteerism, and on volunteer and police officer training.

SECTION A

POLICE-BASED VICTIM SERVICE PROGRAMS: What are the possibilities?

SOME CANADIAN MODELS

Page

Crisis Intervention Model

Immediate intervention in crisis situations is the main focus of this model. Timeliness of service is crucial. Optimum service availability includes around-the-clock service using trained, mobile staff who respond to officer requests for immediate intervention. Clients are victims of 'persons' offenses or involved in inter-personal or family disputes. Assessment, counselling and referral are provided. Non-crime clients are frequently served.

A-2

Information/Referral Model

The service thrust of this model is follow-up information and referral. Range of services may be broad from provision of case information to court accompaniment. Self-referrals are common or clients are identified from program outreach (police files). Police officers, paid civilians and/or volunteers are used. Normal business hours are kept with some extension into early evening hours.

A-5

Comprehensive Model

Combines elements of both of the above models.

A-8

Generalist Model

This approach seeks to improve the quality of service to crime victims by some modification of existing service and/or police training. Officers may provide written information to crime victims and/or be trained in crisis intervention techniques and availability of community resources. By increasing police officer awareness of victim concerns, behaviour is expected to be altered resulting in better service to crime victims.

A-8

Bibliography

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CANADIAN VICTIM SERVICE PROGRAM MODELS

The following describes various program models as they are found in Canada. These models are a distillation of features found in many programs and thus no program perfectly fits any given description. The models encompass the important features found in these programs, and can be said to typify a particular kind of program.

1. Crisis Intervention Model

Crisis intervention programs have grown out of police and community concern over the repetitive nature of some kinds of complaints, and the difficult nature of the problems underlying these complaints. Typically these incidents have included family violence and sexual assault complaints. The difficult nature of these complaints has been aggravated by lack of police officer time to make a positive intervention, by lack of training, and by procedural restrictions on their actions. In recognition of the importance of the role played by the police, these programs attempt to help officers handle these incidents in a more effective way.

The programs that have emerged offer crisis intervention services by trained intervenors who are on call to respond to police officers' requests for on-the spot assistance. They are usually in radio communication with police officers or police communication. As a rule, the services provided are crisis intervention, short-term counselling, and referral to community-based agencies.

Client population: Programs are primarily concerned with clients involved in interpersonal conflict such as domestic crises, sexual assaults, etc. (London, Ontario's program was initially designed to respond to incidents of family violence, as was the Calgary program). As a result, it is only rarely that victims of property offense are found in case loads.

Over a period of time, the characteristics of the client population and the type of incident to which intervenors respond include any individual in crisis and any (inter-personal) incident requiring crisis intervention. As a result, case loads include those affected by sudden deaths and suicides, mentally unstable persons, and juveniles in conflict with the law, as well as crime victims.

As clients are usually identified by officer referrals, clients represent officers' perceptions of the types of individuals who require such service. This may be considerably broader than the programs' defined population.

Client intake: Clients are usually identified by police officer referrals. In most cases, they call from the scene of the incident to request the immediate presence of an intervenor. Mobile crisis workers attend at the scene where they are briefed by officers (who are then free for other calls).

Longer-established programs appear to have a larger percentage of client self-referrals, of referrals by social service agencies, and of referrals by officers when they have not seen the need for immediate intervention but shortly thereafter suggest to the crisis team that they should 'look into' a particular situation. These features are looked upon as indication of program acceptance by officers and the social service community.

In one centre (Vancouver), staff are located at police headquarters where they monitor radio communications, while in other areas, mobile units circulate in the area they cover. In either case, client intake comes as a result of officer referrals.

Service locale: Service delivery occurs at the scene of an incident and is immediate. Security precautions are usually taken and intervenors are in radio communication at all times with referral officers or police communications.

Follow-up services may consist of telephone consultation and/or a personal visit by the intervenor. Referrals are usually handled by telephone.

Services offered: Crisis intervention, short-term counselling and referral are provided. Some programs may offer longer-term counselling if there is an in-house capability. Most program administrators feel it is important that workers do not carry a caseload, and that they be available at all times for crisis intervention.

In most areas, emphasis is placed on referrals to existing community agencies. As a result, there is considerable interaction between social service agencies and staff.

Some programs (Vancouver and Calgary) offer

transportation services if the client so requests. In another, staff will circulate in cars looking for lost children.

The range of service can be wide, but all programs feel it is important that follow-up services do not interfere with program capability to respond immediately to officer requests for service.

Staffing: Staffing patterns vary from program to program. In Calgary and London, paid civilian specialists are used, while in Vancouver, citizen volunteers provide the services. In Restigouche, a variation on the police-based crisis intervention program, volunteers are situated throughout the geographical area covered, and are called to service from their homes.

On-site staffing offers some benefits in terms of staff visibility with police officers, while volunteers and community-located intervenors offer obvious financial benefits and an element of community involvement.

Practitioners involved in programs with a volunteer component invariably emphasize the importance of recruiting appropriate (high-quality) volunteers and of extensive training for them. Another school of thought holds that because of the security risks, possible program liability, and the difficult nature of the work, only specialists educated in the theory and practice of crisis intervention should be service deliverers.

2. Information/Referral Model

The service delivery thrust of this program model is to provide the post-incident and longer-term information and referral needs of victims of criminal incidents. Programs may be broad in the coverage and services they give, or may be limited to offering a specific service to a specific category of offense victim.

Services may include provision of information concerning the police investigation of an incident, stolen or recovered property inquiries, insurance claim procedures, the criminal justice system in general, court dates, charges, etc.

Some programs also call designated crime victims to inquire about the impact of the incident on them, to offer any service that may alleviate such impact, as well as the above-mentioned services. The range of services can be broad, although they tend to be focused on police-related concerns.

Client intake usually results from victim telephone inquiries or from program screening of police occurrence reports. In the latter case, when victims meet designated criteria, e.g., age, offense type, they are called by telephone and offered any available service.

Most programs operate during regular business hours with some extension into the early evening hours. Services are frequently delivered over the phone or by letter, and staff may be paid civilians, officers, volunteers or some combination thereof. Programs are generally located in the crime prevention or community service section of police departments.

Services offered: Activities focus on provision of follow-up information and referral services. These services are offered from within 24 hours to 2 weeks of the incident. Some programs offer crisis intervention, but because most clients are not identified until sometime after the incident and because programs are not staffed around-the-clock, this usually comprises only a minimal percentage of service delivery activities, if at all.

The range of services offered may be quite specific or cover a broad spectrum. They include-

- provision of police case information - e.g., whether case is under active investigation, whether anyone is charged, how to get in touch with officer;
- property inquiries - reporting additional property stolen, supplying details about items already reported, or enquiries about whether property may be claimed, or whether it has been recovered;

- telephone calls, personal visits or letters from staff to enquire about the impact of the incident and to offer any emotional support or services;
- referral to or provision of information about existing community services that may be needed by clients;
- crime prevention information or information (verbal or brochures) about how and where this may be obtained;

Other less frequent services include -

- assistance with criminal injuries compensation claims;
- property repair after a break-in;
- information about court proceedings and court outcomes;
- information and explanations about criminal justice system;
- transportation (to court, to residential centers, to seek legal advice, to shelters);
- verification of incidents for social service agencies; and
- co-ordination of victim impact statements for court.

The services offered tend to be clerical in nature and if the service range is wide, require extensive knowledge about the criminal justice system, and access to police information. If clients call in with service requests, the range of services is very broad. When programs send form letters to specific selected cases, the service delivery focus may be quite narrow. In the latter case, letter recipients are informed about the availability of other services in their area, and how to get in touch with the program, or may be given some specific information about charges or a court case with which they are involved.

Client population: Usually information/referral programs focus on victims of particular offense classifications or who share certain characteristics (e.g., are elderly, are young). This target population may expand or alter during the life of programs and most programs are flexible. For example, 'commercial' crime victims may be contacted if it comes to the program's attention that a storekeeper requires some help or appears to be eligible for compensation.

Client intake: Clients are usually identified and receive their initial service as a result of program staff reading police occurrence reports and following-up on selected cases. In areas where police officers distribute business cards which include information about the program, there may be a considerable number of victim-initiated telephone enquiries. This is also true when the program telephone number is listed in the telephone book or when police communication staff forward appropriate calls.

Where letters are sent, it is usually up to the recipient to decide whether further contact is required. If so, staff are able to provide more comprehensive services. If information and referral programs have a training component, it usually encourages officers to refer cases directly. Longer-established programs appear to have a larger percentage of such cases.

Service locale: Service is most often delivered over the telephone or by form letter. This is especially true when services are restricted to information about charges laid, or crime prevention information. For example in North Vancouver, letters inform the victim of the disposition of charges. In Winnipeg, all cases of housebreaking, robbery and assault where victims are over 60 are referred directly to a community group. It is the community group that offers needed services. The program's role is to introduce the victim to the community-based service and this is done by letter or telephone.

While the bulk of services are delivered as described, most programs also visit crime victims personally when requested. In Winnipeg, all of the elderly clients are offered this service.

Because of the nature of the service provided, telephone and letter contact appears to be adequate for most cases. As a result, many clients can be served. However, program focus will determine whether 'in person' contact is desired. Most programs have found that clients will rarely request 'in person' service, but if offered, frequently accept.

Staffing: Programs use a variety of personnel including police officers, paid civilians and volunteers. In North Vancouver, one police officer and existing clerical staff deliver all services. In Calgary, volunteers deliver most information and referral services while paid civilians provide the crisis intervention duties.

The information function requires that personnel be well-informed and trained about the criminal justice system, the police department, insurance concerns, the social service community, and a host of other victim concerns. This has meant that training is important and that most programs employ the services of an officer as a resource for other 'staff'. These officers may also provide service when their expertise is required.

3. Comprehensive Model

This program model combines the features of the above two types into one program. The various elements of each are outlined in the above discussion.

Two approaches to combining crisis intervention and information services are possible. Staff may be appointed to provide one or another of the services, or all staff may provide both. In Calgary, there is strict delineation between these two service areas. Paid civilians provide crisis intervention while volunteers deliver non-crisis information. In other settings, all staff perform both functions.

There are advantages to each. Division of labour allows for some specialization and staff may be more adept or interested in one area than another. On the other hand, one staff member who delivers all services allows for continuity of service from the victim's perspective.

In either case, staffing patterns (volunteers, paid civilians or police officers) may differ from location to location, and the extensiveness of the information service may vary as well. In a larger center, it seems that considerable administrative duties accompanies the establishment of such a program. In rural areas, it may be tailored to operate on a smaller scale.

4. Generalist Model

This approach does not require the creation of a special program whose unique and sole responsibility is victim services. Instead, the quality of existing service is improved by

training officers to deal more effectively with victim concerns. Alternatively, the department introduces some modification(s) to existing officer procedures or practices that will result in improved victim services.

This model requires that victims' concerns and victim services be included and featured as important in recruit and routine in-service training, and also that any changes in practices or procedures be accompanied by careful introduction to police members. Changes not understood or not considered important by officers are unlikely to be implemented fully.

The generalist approach presumes that important changes are made with respect to the way members handle victim concerns, and that changes to practices and procedures are not trivial.

Some modest approaches to procedural changes have been tried in some areas through the printing and distribution of 'victim' pamphlets which contain information about services available to victims and the criteria for eligibility. Officers are instructed to carry with them and distribute this written information to all designated victims. Recipients may act on this information by taking the initiative to contact appropriate agencies.

Other changes have included officer training in the handling of some offenses, for example, sex crimes. It is now standard practice in many police departments to call in staff from sexual assault centers in serious incidents of this kind. Officers have also been trained in better victim questioning techniques. These changes have been prompted by an awareness of the victims' concerns and by the need to gain good information for investigative purposes.

Because only limited information on these practices is available apart from the opinions and testimonials of officers, it is unclear whether these efforts have been effective in meeting crime victim needs. For example, the extent to which officers comply with the distribution of cards is unknown, as well as the propensity for card recipients to act on the information given them. They do however seem to offer some improvements over traditional practices.

The generalist approach in essence is more encompassing than the specialist approach. It requires a fundamental change in thinking about victims and their needs.

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SECTION B

ASSESSING NEED, PLANNING GOALS AND CHOOSING OPTIONS

DECISIONS TO MAKE

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ASSESSING NEEDS, PLANNING GOALS AND CHOOSING OPTIONS

I ASSESS NEEDS

Early in program development, decisions will be taken concerning what the program intends to achieve, in other words, what are its goals? It is crucial that program administrators themselves are precise about this, and that these decisions are taken early. If not, the program will be defined by others and there will likely be pressure from outside agencies and police personnel to offer the services they feel are needed

Also, ambiguity about the program role will not encourage police officers or other agencies to cooperate and/or refer clients. It is not sufficient to say that "our program will provide information and support to crime victims". Police officers will want to know what kind of information you're prepared to give out, whether the support is immediate, and whether you visit clients, send letters, or contact victims by telephone, and what kind of support you provide - financial or emotional? Community-based programs will also be concerned whether you are duplicating some of their services, as well as the above concerns. In the long run, early and careful planning will eliminate many potential problems.

There are several ways to go about defining the program goals and activities. Initially, a program might have been inspired by some well-publicized or tragic incident in a community (for example, the experience of a sexual assault victim, or family of a homicide victim), or it might have been suggested by senior management's concern over an administrative problem (for example, the slow return of property to victims). These concerns would then rank high among your priorities. But it is also necessary to review the needs of crime victims in a more systematic fashion. There are several ways this can be done.

1. Survey Crime Victims

Survey crime victims in your community. This is a time-consuming process and you may need some advice on how to set up a survey and questionnaire, but victims themselves, the very people you wish to help, know their needs. Keep in mind that you will probably wish to have represented in your sample a good cross-section of victims, an adequate sample size, and some victims of infrequent but serious crimes (for example, attempted homicide).

The development of a research methodology and the construction of a questionnaire is not an easy task, and it may be wise to solicit the aid of a professional for that chore. You may be able to use program staff to gather the data, and possibly even to analyse it, and this would reduce the overall cost. Failing this, borrow freely from questionnaires others have used and personally contact persons who have conducted victim needs research for their advice.

If program administrators have decided on this approach to determining goals, you may consider contracting out for this work. A university or college in your area would be a good source of people to do this type of work. For example, a graduate student may be interested in taking on this task as part of a thesis, at little cost to yourself. This was done successfully in at least 2 locations.

Remember to question the respondents on their immediate and long-term needs, even though some services may be out the your sphere of activity. The victim does not necessarily see it that way, and the information gained may prove valuable in approaching other agencies to encourage them to expand their services.

2. Ask Police Officers

Members of the police department are usually the first, and often the only agency to come in contact with crime victims. Its officers are a good source of information about victim needs. This information source can be tackled in the same way as the victim survey, but keep in mind that officers are likely to be more aware of needs that relate to police

work (as opposed, say, to witness/court needs).

Approach your selection of respondents in a systematic way. Don't just speak to your friends on the force. Also, include senior administrators who may wish you to provide specific services, and whose support may be invaluable in your quest for permanency. In addition, if there are specialized units or groups in the department (for example, crime prevention units, sex crimes teams) be sure to include its members in your sample of key informants. Use a questionnaire (possibly open-ended questions, and probe for information) so that there is consistency in the data collected.

Questions should cover the same areas as would a victim survey, as well as officers' opinions of the severity of the needs, the frequency of need, and their perceptions of gaps in existing services. An important benefit of this is the involvement of department members in the development of the program. This may pay off manyfold in terms of future cooperation.

3. Document Community Resources

Make a list of all community programs and agencies that provide some service, or have some orientation toward crime victims. These may be direct service givers, educational or advocacy groups. Their concern with crime victims may be either of primary or secondary importance in their goal structure. The important thing is to get a complete picture of their operations.

This exercise will serve three purposes. First, it will acquaint you with community programs and their staff; and they with you. Second, it will help you to determine gaps and overlaps in existing services for crime victims, thereby aiding in your goal planning phase. Third, you will be able to use the raw data for a victim resource directory which will be an invaluable tool later on.

Interview key personnel in these programs about 1) the services they provide, and 2) the services they see as needed. (A sample agency questionnaire is included in the Resource Material.) It is wise to be specific about the services they can or will provide for crime victims. Often, agencies' mandates are quite broad, and personnel will mention any

number of services which they can offer, while services regularly provided may be quite limited. For example, in the area of transportation, an agency may, under certain circumstances, provide (money for) transportation for a client, but to assume that they can be counted on to transport domestic assault victims to a shelter may not be justified. A key question to ferret out this information is, "How often in the last month have you provided ...?", or "Under what conditions would you ...?"

To ensure that you include all appropriate agencies on your list, you may use the following sources of information about agencies -

- the United Way (has contact with many programs)
- social service directories (often published by a municipal or provincial government, or a service agency)
- police officers in specialized units
- staff at social service agencies
- courts (Provincial and Court of Queen's Bench, see the court clerks, too)
- hospital social workers
- senior citizen groups
- local hotlines and distress centres

Another important source of information is advocacy groups. These may include women's groups, organizations such as Child Find, or Parents of Murdered Children. Many of these groups have researched their areas of interest quite extensively. Without seeking their advice on how to run your program, get information from them about victim needs and the state of victim services as they see it. These groups may also be a good source of literature on their particular interest group.

If your community is large, gathering this information will take some time, so you may want to interview some agencies that are only peripherally involved with crime victims over the telephone.

The following areas should be covered in a comprehensive resource documentation.

1. Community demographic information
2. Community resources currently available
3. Comprehensiveness of available services

4. Availability of the services (including eligibility, hours of operation, etc.)
5. Coordination and functions of service system
6. Effectiveness of service system.

Some interview hints

- interview in person those agencies you will have frequent contact with in the future
- don't criticize their lack of interest in, and services to crime victims
- don't solicit advice about what your program should do - advice once solicited and then ignored can cause problems
- don't leave them wondering - provide feedback to your interviewees about what you have learned and about your program.

4. Read Existing Victim Literature

Although crime victim programs are relatively new in Canada, a body of literature has already developed. There are several good books, articles and reports about needs assessments, victim concerns, crisis intervention, and the experiences of specific programs.

Some of these are must read information for program administrators, but they can also be used to help establish program goals. If a crime victim survey is out of the question in your area, consult bulletins from the Canadian Urban Victimization Survey (available from Solicitor General, Canada). These bulletins report on an extensive study of the needs crime victims have and detail both immediate and longer-term requirements. Other literature describes already established programs, and may be used to help model your own program. Some also discuss the problems and accomplishments of these programs and will alert prospective program administrators to problems and solutions. Overall, this type of literature will give you a feel for victim services in general and some hints on what might be done in your area.

It is important to remember that each program must meet the unique needs of the people in its community. It should not be assumed that programs running successfully elsewhere will be right for every community. Each program should evaluate the size of its community, its existing service base, and many other factors to determine the program that is best suited to that environment.

USES FOR NEEDS ASSESSMENTS

Needs assessments allow you -

- to plan program goals and activities
- to better inform the public about victim needs
- to recruit volunteers by giving some rationale for the program
- to set up a resource directory
- to sell the program to the police department
- to go to funding sources with information about the program's importance

If the information has been gathered in a systematic, comprehensive way, it can be used for many of these purposes. Staff can present the information to the department and the public, not using suppositions but facts, about what services are wanted. This approach will assist in establishing program legitimacy.

II DECIDE ON PROGRAM GOALS

Once needs information has been assembled, it is time to make decisions on the goals and objectives of your program. Decisions on goals will depend on several factors -

1. the needs assessment you have conducted
2. the number of staff available to do the work
3. special department requests
4. financial resources

5. office space and equipment
6. department policy.

If a program is limited by any of these, its options will in turn be limited. For example, limited staff may preclude the possibility of a full 24-hour crisis intervention service.

In choosing the goals and objectives for your program, keep the following in mind.

- The importance of clear-cut goals cannot be over-emphasized. General goals statements like "the program aims to provide comprehensive victim services" are nice but are likely not reachable given resource limitations and the fact that you are only one in a larger network of criminal justice organizations. Therefore, do not set the program up for failure by setting vague, over-ambitious or unrealistic goals.
- Prioritize your most important goals based on the information you have gathered. This will be helpful for future service expansion or should program cutbacks become necessary.
- Expect that the program will be evaluated by some external party at some time in the future. These evaluations may be crucial for funding and/or permanency.
- Goals should dovetail with those of the police department and other criminal justice agencies. A goal "to investigate all domestic assault victims' complaints about the police handling of their incidents" will not encourage cooperation and referrals from officers, and should probably be left to another (higher) police authority. Attempt to work with the system, not to buck it, particularly early in the program's life. To do so will enhance your chances of survival.
- The target population and the extent of coverage will affect the choice of goals. Be realistic about what you can do.

SOME PROGRAM OPTIONS - SERVICE, COVERAGE, STAFFING

Each program model brings with it certain advantages and disadvantages, costs and benefits for both crime victims and police departments. There are also several options available within each model, options that to a great extent will shape the program. Program administrators should be aware of the implications of choosing a particular type of service, of using certain kinds of staff, or of choosing a particular location. The following section looks at possible component parts of a police-based victim service unit and outlines features and resource requirements implicit in each. Benefits and drawbacks of the various choices are also discussed where appropriate.

CRISIS VS FOLLOW-UP INFORMATION SERVICES

It is almost a truism to say that crisis intervention plays an important role in crime victim services. To ignore services that are immediately needed, particularly if the individual is 'in crisis' is to ignore not the most frequently-needed service, but undoubtedly a most crucially-needed service. On the other hand, follow-up service needs such as information and referral - much more frequent but less acute - should not be considered trivial.

It is quite possible that a department will not have the resources required to establish a full-scale crisis operation, but will want to incorporate some crisis services into its victim program. Programs have found that offering crisis services only during business hours will not attract officer referrals, as they do not view such an operation as an adequate crisis service.

The development of a crisis service requires considerable resources and may necessitate that a volunteer component be adopted, particularly if no new staff positions can be created and reallocation is impossible. Possible solutions may be to maintain evening hours of operation and to set up a paging system between late evening and early morning hours. (Failing this, a program may ensure that contacts are made within 24 hours of occurrence. This is not, by definition, crisis service.)

Information and referral service of a non-immediate nature will not be accompanied by the problem of maintaining a 24-hour operation. The information/referral model has another advantage in that due to the brief time required to deliver some services, more crime victims can be served. The many brief contacts with clients can be used to identify other important service needs that may go unattended if the program's clients are identified solely through police officer 'crisis' referrals.

PROGRAM FEATURE
SOME CONSIDERATIONS

Crisis service

- is timely and serves those who need help at the most critical time
- helps officers deal with stressful or difficult situations
- may reduce officer time-at-the-scene
- requires face-to-face contact between client and intervenor, i.e. service delivery can be lengthy
- relieves law enforcement personnel of dealing with 'psycho-social' problems
- can be expensive as staff is required during non-business hours
- requires extensive knowledge of and good referral mechanism with community social service agencies
- is dependent on referrals from officers
- requires mobility and communication linkage with police officers
- requires skilled intervenors
- requires security precautions
- requires police officer training to identify appropriate cases.

PROGRAM FEATURE	SOME CONSIDERATIONS
Follow-up information service	<ul style="list-style-type: none"> - client coverage can be extensive because many clients can be reached by telephone or letter - can be used as a screening device to identify other needs - is cost efficient - efficient use of time as telephone or letter contact can be used - does not require the skill levels necessary for crisis intervention - provides a central location where the public can get information - eliminates client frustrations trying to contact officers - reliance on follow-up services may mean that important crisis needs can go unmet - does not require police officer referrals and can be pro-active - staff must be knowledgeable about all areas of criminal justice system and social service agencies - usually requires access to police case information

REACTIVE (REFERRAL) VS PRO-ACTIVE (OUTREACH) CLIENT IDENTIFICATION

These terms refer to the method that a client is identified by program staff and enters the victim service system. Two approaches are possible - referrals and program outreach. A client is identified 'reactively' when a police officer refers the person to the program, or the client initiates the contact. Staff then 'react' to a given request for service. Adequate officer training in the area of victim needs and need identification is necessary to make a reactive approach successful, when officer referrals are the main source of clients.

If crime victims are relied on to initiate contact with the program, then some kind of public education blitz is necessary to make them aware of

program services. Alternatively, police officers can distribute cards to crime victims apprising them of services.

'Pro-active' client identification means that program personnel seek out clients, often by reading police reports. They screen out reports that meet certain criteria or if staff feel the victim can benefit from some service. This is based on the reading of the police report.

Often, programs rely on some combination of both these methods of client identification.

PROGRAM FEATURE	SOME CONSIDERATIONS
Reactive/referral	<ul style="list-style-type: none"> - lack of awareness of existing services may result in few self-referrals by crime victims - may be the only method possible when staff numbers are limited - no time is spent offering unneeded services - at-the-scene referrals result in timely delivery of service when it is most needed - staff must be available to respond to requests for service and this may mean evening and night shifts - officers define needs and identify clients, rather than program staff - requires police officers' cooperation to make referrals - requires adequate police officer training to make appropriate referrals
Pro-active/outreach	<ul style="list-style-type: none"> - broad coverage is possible because all occurrences can be screened - results in standard level of service - requires staff for screening reports - many victims who have no service requirements are contacted resulting in some inefficiency - important needs may come to the attention of staff thro

PROGRAM FEATURE

SOME CONSIDERATIONS

telephone contact

- requires access to police files
- police files may be submitted several days late, resulting in ineffective or late service delivery

DIRECT SERVICE DELIVERY VS REFERRALS

Whether services will be provided by the program staff themselves, or will be referred to other organizations for their action will probably be decided after the assessment of victim needs. Nonetheless, programs should give some prior consideration to their role in the service delivery. Administrators should ask, "What services would this program like to offer?", "What time, staff and expertise resources do the program have?", and "How should this program fit into the larger network of criminal justice and social service agencies?"

If it is determined that victims require court information or witness management, who should do it? Will the program directly supply that service, or will clients be referred, for example, to the crown attorney's office? The financial, personnel and information resources that a program commands will to some extent determine the answers to these questions.

A further problem arises when the program offers immediate crisis intervention service. If so, staff must always be available to offer it and not tied up with pre-arranged consultation appointments. In other words, offering follow-up counselling services may cut into a program's ability to offer crisis intervention. Notwithstanding this consideration, programs have been able to successfully combine direct service and referral activities.

Some services, not provided elsewhere, or which are 'police' focused (e.g., case information, property return assistance) will likely be offered by program staff themselves or by some improvement to existing police service to the public. But where needed services already exist in the community, what is an appropriate role?

Many programs have opted for a referral system for at least some services.

Such an arrangement should be based

- 1) on solid evidence about the adequacy and universality of the existing community service, and
- 2) should only be implemented if good referral mechanisms are established.

This latter point should be emphasized. Programs should fit comfortably within the larger network of community agencies. This requires consultation with them about how both efforts are to be dovetailed. Referrals will be more welcomed and acted upon if others see that your goals and theirs mutually satisfied.

Due to the high cost of offering some services (e.g., counselling), there may not be a viable option to referral. However, programs should be aware of the limitations of some community programs. Some mandates include services that are in fact rarely offered, or there may be stringent criteria for eligibility, or a fee for service. The survey of local resources should cover these problem areas so that appropriate information can be given to prospective clients.

If referral is the approach taken, it will be important that a follow-up be done on each case. The linking role that many programs play is crucial and should not be left to chance.

Programs offering crisis intervention services will spend considerable time linking clients to agencies for longer-term care. Without that follow-up, it is more likely that a 'crisis situation' will re-occur. Referrals that 'stick' will be a priority for them.

Staff should also be aware that while giving out information about another agency can be helpful, they should not unduly raise the expectations of clients. A rule of thumb is to know the agencies in the community and to be truthful with clients about what to expect from them.

PROGRAM FEATURE	SOME CONSIDERATIONS
Direct service	<ul style="list-style-type: none"> - staff know that service has been offered and delivered - requires more time and staff (e.g., more program resources)

PROGRAM FEATURE	SOME CONSIDERATIONS
Direct service (cont'd)	<ul style="list-style-type: none"> - requires staff training in each service area - can be offered immediately, not scheduled for the future as with many referrals - may overlap existing community services thus creating resentment - is appropriate for police case information and other police-focussed services - programs can maintain quality control over service
Referral	<ul style="list-style-type: none"> - program staff must be knowledgeable about community programs - some clients may be reluctant to be referred or will not follow up on referrals - requires good referral mechanisms and consultation with other agencies - clients can benefit from expertise in the community - agencies may have criteria for eligibility that crime victims don't or can't meet - requires personal knowledge of community agency staff - requires follow-up with client and agency - results in efficient use of community resources - victim program will be able to serve more clients

VICTIM MODEL VS WITNESS MODEL

A potential limitation of police-based victim services is that they tend to focus on investigative and case information concerns, and are apt to terminate service after the police investigation is complete or charges are laid. This is more true of non-crisis than crisis services.

Unfortunately, the service requirements of crime victims may not end at

this point, particularly if charges are laid and the case proceeds through the courts. Similarly, even when charges are not laid, other services may be required.

This presents somewhat of a problem to police-based units, and stems from any of several reasons. First, police programs probably have ready access to police occurrence files, making case information easy to locate, but only limited or indirect access to prosecutorial or court information. Second, being located in a police environment, and wishing to provide some service to that organization, a program may have less interest in providing court services, which will do little to enhance the program's position within the department. Third, program goals may not include provision of witness management services, or the limited size of program staff may prohibit these activities.

Given this situation, program administrators must make a policy decision on what will be done regarding court/witness services. The decision should be informed not only by the program's police-based location, but by the needs of the program's primary client, the crime victim. It should be kept in mind that needs studies have consistently found the paucity of court services to be an irritant to victims.

If court/witness services cannot be offered by the program, other alternatives might include,

- 1) encouraging and assisting the court clerk's or crown attorney's office to provide this service,
- 2) gaining regular access to court dockets so that some court information can be issued from the police program,
- 3) providing victim/witnesses with a hotline telephone service whereby they can call to get information they require.

It may be said here that the public has always been able to get court information. While this is so, from the victim's point of view, it may be more easily said than done. Needs assessments frequently point to the area of court information as an unmet requirement of crime victims, and one which they see as important. From this, we deduce that information, while

available, is not accessible to victims. They may not know where to get the information, they may not have needed information for court personnel to locate the file (often that requires information about the accused), or they may meet with a busy or uncaring staff. It is prudent for victim programs to be aware in advance of these potential problems so that they can plan their activities.

PROGRAM FEATURE

SOME CONSIDERATIONS

Victim services

- police location makes these services appropriate
- access usually provided to police files, making case information easy to locate
- services may be helpful for police department
- police information will indicate when charges are laid, therefore indicating when witness services may be required.

Witness services

- requires access to information about court outcomes and court proceedings
- requires staff knowledge of criminal justice system
- police departments may not see the benefits of a police program offering these services
- requires considerable staff time for court accompaniment
- probably requires space at or near court for reception or waiting area

COVERAGE - TARGETTING VS. UNIVERSAL CLIENT COVERAGE

Most programs will not be able to contact and respond to every victimization incident in its jurisdiction, at least initially. Programs' efforts will likely be focused on designated target populations. Not only will the needs assessment and the severity of cases be important determinants of that population, but other more arbitrary concerns must also be addressed. For example, a program may wish to implement program activities piecemeal, or to implement all services, but only in one area. Indeed, this may be necessary if staff is limited or if police administrators want the program to show 'what can be done' before committing to full implementation.

These considerations aside, the target client population is usually decided on the following criteria:

- type of crime
- characteristics of the victim
- crime rate
- officer referrals

In all likelihood, the program will focus on victims of 'attacks against the person'. Within that group, there may be many common assaults where it may be difficult to differentiate between victim and culprit, or there may be cases where the incident seems trivial and requires no service. These cases should be weighed against some property crimes (like housebreaking) which may have considerable impact on victims and where victims have important service needs.

Another concern is the special characteristics of victims which make them more prone to victimization, more affected by it, or less apt to access services on their own (e.g., the very young, the elderly, the 'ethnic' victim). Some programs focus on the first two groups, but few have the resources to effectively serve the last. Some solutions may include close association and cooperation with existing ethnic groups and/or recruitment of (volunteer) personnel from their ranks.

Once such decisions have been taken, make them known to the officers in the department. It is far better that officers know in advance the types of clients the program can serve and those it can't, than to have to refuse their

first referrals.

Be prepared to be flexible about the client population and make exceptions if requested. This may be particularly apt in the case of non-crime victims, and other situations where you can be considerable help to officers. Prompt service in such situations can bring the program a measure of credibility in the eyes of officers that may otherwise take a long time to establish. It may also result in the program gaining an important supporter.

The case of non-crime clients faces all programs that receive external referrals. Indeed, some pro-active programs will routinely contact people involved in such incidents when they feel they can provide some service. If a crisis intervention service is designed to serve the officer as well as the client, then the officer will not necessarily make the distinction that you can be a help to him in one crisis situation and not another. In his/her mind, someone in need of crisis intervention, requires it regardless of the nature of the incident. It goes without saying that in these instances, clients should be served. On the other hand, you may wish to emphasize your preferred target population. Remember, exclusivity will understandably bring negative reactions from officers.

PROGRAM FEATURE	SOME CONSIDERATIONS
Universal coverage	<ul style="list-style-type: none"> - ensures standard service - requires more time and staff - some victims will not require service
Target coverage	<ul style="list-style-type: none"> - results in service to those who need it most - some who need services may not be contacted - others (officers, community agencies) need to know the designated population - can cause resentment or resistance from officers - may be ignored by officers.

STAFFING: POLICE OFFICERS, PAID CIVILIANS OR VOLUNTEERS?

Who should provide victim services? This question has fueled many discussions over the appropriate staffing and placement for victim programs. Some feel that a community-based program staffed with non-police personnel, is of primary importance. Examples of such programs include services to assist sexual assault victims, where many 'non-reported' victims are seen, and where some clients may have complaints about the way their incident was handled by the police. Further, a program situated in the community and independent from the law enforcement environment will probably find it easier to adopt an advocacy role than will a police-based program staffed by sworn officers.

Even within 'police' programs, there are personnel options available. To some extent, the program's image will depend on this decision. While options may be limited, for example if the program is unable to afford any new personnel, consideration should be given to the implications of different personnel approached.

Three options are available - police personnel, paid civilians and volunteers. (Included in the 'volunteer' label are social work and criminal justice students from colleges and universities. Course requirements for these students often include apprenticeships with community agencies. Although they are not volunteers in the traditional sense of the word, many programs have been very successfully operated with practicum students. Their dedication to the social service area is high, and because of course requirements, they spend on average between 20 and 30 hours weekly with the program). A somewhat different approach is to engage the services of a community-based group either on a fee-for-service or volunteer basis.

Often in a police organization, a sworn officer will head up the victim program. In a small center or small program, that person will likely be involved in service delivery, while in larger programs, this may be an administrative post.

Officer involvement may be more intense at some times than others. For example, an officer may be assigned temporarily to a program to see it through its implementation stage, but may then be re-assigned, leaving

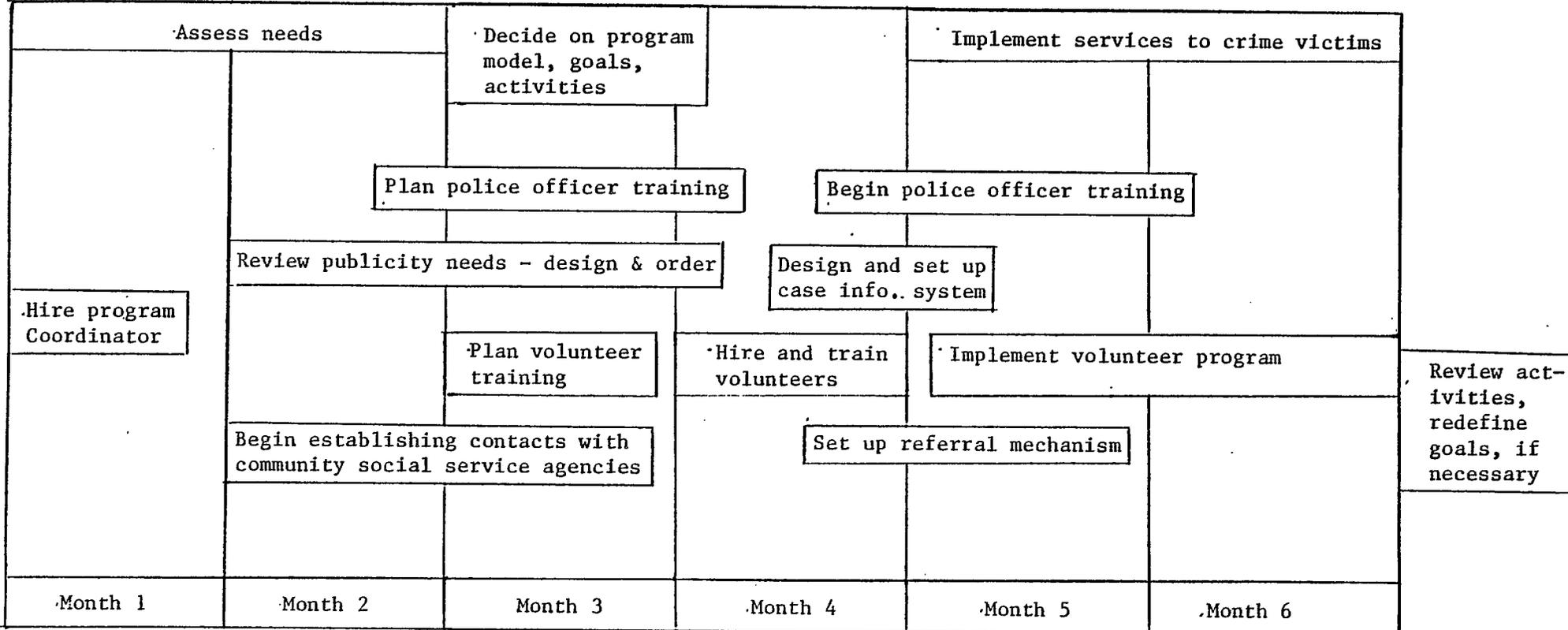
paid or volunteer staff to maintain its operation. Others have successfully used volunteers to plan, implement and run their programs.

In making personnel policy decisions, program administrators should be concerned not only with the image that is projected to the public and social service community, but also to the impact these decisions will have within the police community. This concern is highlighted if the program depends on officers to refer clients to them. In this case, officer acceptance is crucial and may necessitate that staff include an officer.

PROGRAM FEATURE	SOME CONSIDERATIONS
Police personnel	<ul style="list-style-type: none"> - may positively influence program legitimacy within the department - may result in more referrals from officers, at least initially - may result in a program approach to policy and services from a police, not victim, perspective - uniformed personnel may be threatening to some victims, or alternately may secure victims' confidence - officers know the system thereby requiring less training - police officers are accustomed to shift work and may be easier to schedule on weekends and non-business hours
Paid civilians	<ul style="list-style-type: none"> - non-threatening to clients - may already be professionally trained in crisis intervention or counselling - can become familiar to police officers due to their full-time employee status, thus increasing acceptability and referrals - eliminates frequent recruitment and training as with volunteers - easy to schedule evening and night-time hours

PROGRAM FEATURE	SOME CONSIDERATIONS
Volunteers	<ul style="list-style-type: none">- cost efficient- require extensive training program- program credibility will depend on volunteer performance and capability- are enthusiastic and dedicated- must be made to feel part of and valuable to the organization- many request time off during peak holiday periods resulting in coverage problems- may be difficult to cover evening and early morning hours.- volunteer recruitment, training and management requires a full-time staff position.- volunteers may not be well known to police officers due to limited number of service hours per week.- civilians are not threatening to clients- some police departments may be reluctant to engage volunteers- volunteer access to case information may be restricted by department policy

PROGRAM IMPLEMENTATION SCHEDULE



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SECTION C

SERVICE ACTIVITIES, SPECIAL VICTIMS AND RURAL PROGRAMS

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SERVICE ACTIVITIES

The service activities that you offer flow from the program goals or objectives, which are more general statements about what a program wishes to achieve. The following enumerates some typical victim service program activities. All activities require that you have some resources to engage in that service. These are listed under RESOURCE REQUIREMENTS. Some considerations that should be taken into account when deciding on each activity are also discussed.

<u>PROGRAM ACTIVITY</u>	<u>RESOURCE REQUIREMENTS</u>	<u>SOME CONSIDERATIONS</u>
<u>Crisis intervention</u>	<ul style="list-style-type: none">- 24-hour service- adequate staff for immediate 7-day service- cars or transportation- communication equipment for radio contact with crisis workers- highly-trained crisis workers- officer training in crisis identification and assessment- security precautions	<p><u>Resource requirements are high</u> for this type of service but this may be the most crucially needed service. The payoff in terms of acceptance may also be high.</p> <p><u>Training is of particular concern</u> here as well as security precautions. Intervenors should be well briefed by officers before contact with clients, and they should later inform officers of their activities. Officers must always be aware that workers are with clients. Working in pairs may be advisable.</p> <p>With respect to <u>personnel</u>, an option to paid crisis intervenors (sworn officers or civilians) is trained volunteers. They could work out of the office like paid personnel, or could be on call using a pager system. Alternatively, programs could contract out for crisis intervention services on a fee-for-service basis.</p> <p><u>Part-time (9AM to 5PM) service</u> is only of limited value as officers will not view this as</p>

Police Case
Information

- access to police files concern-
ing incidents and charges
- familiarity with police
information system
- precautions against divulging
confidential information
- frequent consultations with
officers to obtain information
for clients

an adequate crisis service.

If crisis service is not possible, personally contacting victims within a day of the incident may be an alternative. This requires good relations and communication with records departments to ensure reports are forwarded promptly.

It is important that policy guidelines for information dissemination be set down in writing.

After reports are reviewed and appropriate cases identified for action, case information can be offered over the phone or by letter. If by phone, the contact can also be used to screen clients for other service needs.

Personnel should familiarize themselves with each case before making contact. Information frequently requested is:

- has anyone been charged?
- are the police still investigating
the incident?
- what do I need for my insurance claim?
- will I be subpoenaed?
- how do I get in touch with the
officer?

Staff should be well versed in the responses to these and other questions.

Victims often wish to report additional property as stolen, and an arrangement may be struck with the records department to undertake this service.

Clients should be given program telephone

number for further inquiries. If future services are known to be needed, set up a 'bring forward' date file.

Personnel must be trained to handle confidential information (e.g., juvenile concerns, suspects, etc.)

Property Return

- access to police information system on seized or recovered property
- authorization to release property (or)
- cooperation with investigating officer to coordinate release process
- camera equipment
- authorization from Crown Attorney's office for use of photographs in court.

Property return systems differ from department to department. Programs must understand how their department's property return system works, and whether they wish to, or will be allowed to, participate in that system.

A program may arrange to receive all recovered property reports, or use a contact in the property room for information about these cases.

At this point, it must be determined whether property can be released. Usually the investigating officer authorizes release. If photographs can be used, the program may be able to coordinate this. One program uses its own staff officer to do this, thereby establishing the continuity of evidence that is required. Another arranges a mutually convenient time for all parties but does not actually take part in the release procedure.

Whether property can be released or not, the owner should be notified by letter or telephone of its disposition.

A note of caution: Officers may return property to victims without noting this on the case file (or the information may be late in coming). Check before proceeding.

If the department seems uninterested in your

Victim impact statements

- identification of appropriate cases/victims
- trained personnel to administer the activity
- approval of and coordination with Crown Attorney's office and crown prosecutors to ensure that statements will be used
- cooperation of judges and magistrates to accept victim impact statements
- guidelines for determining cases where statements are appropriate

activities in this area, it may be that the help you can offer has not been well communicated to them. In fact, unless the Crown Attorney in the jurisdiction has agreed that photographs can be used in court, programs should not do this. If so, a program role may be to advocate for this procedure to be adopted.

Often, the police department has trouble matching up recovered property to reports of property loss. Can the program assist in this?

Victim impact statements have frequently been discussed of late in the media and among practitioners in the criminal justice field. Strong viewpoints are held on opposing and supporting sides.

If a program wishes to undertake this initiative, it is crucial to seek the advice and authorization of prosecutors and the judiciary, and to coordinate with them on how victim impact statements are to be handled. Unless these groups intend to use the statements, don't gather them, as victims will only become confused.

The active support of the above parties is essential, anything less will result in statements being left in the prosecutor's file and not addressed in court. Use senior police administrators to represent your interests in these deliberations.

Assuming that support exists, decide with all parties the cases in which statements will be taken (what offenses, what victims), and what information will be included (see example of Victim Impact Form). The program will also need to ascertain who will fill out the form, as this issue may be

addressed in court.

Once the statement has been delivered to the Crown Attorney's office, use 'bring forward' files to keep on top of the case. The victim will undoubtedly want to know what is happening.

Victims should be informed that the purpose of these statements are to fully inform the court of the impacts of incidents, and that victims may be cross-examined concerning them by the counsel for the accused if statements are disputed.

Evaluation of the impact of these statements is not yet available in Canada. The experience of those involved indicates that they are more welcomed in some geographical areas than others. It is important to know the 'climate' in the area where the program operates.

Referrals

- knowledge about community-based victim services and community programs
- established referral mechanisms with agencies
- personal contact with program administrators and service givers
- follow-up on all cases

Referrals are often a major component of victim programs. This is highlighted if crisis intervention is offered. An important program role is to be the linking mechanism between the victim and the agency, as most programs do not want to duplicate existing services.

New programs can have difficulty establishing referral linkages. It is necessary to know what other agencies do and want to do, and to have them understand your role. Do this with senior program administrators and confirm that you will be making referrals by a letter.

Next, set up the mechanism for making referrals. It will be helpful to get to know the staff at each agency.

Be sure to follow up on the referral with the client and the agency to ensure it was appropriate,

and actually came to fruition. This helps to make the referral 'stick' and the feedback will help in future referral decisions. One program successfully uses this approach and staff feel that the additional personal contact that occurs on the 'check-up' has increased awareness and acceptance of their program, and has solidified their position within that community.

Financial reparation

- knowledge of provincial criteria for criminal injuries compensation
- familiarity with Small Claims Court and its procedures
- familiarity with court-ordered restitution and its use in the jurisdiction
- establishment of program policy concerning financial reparation activities
- police officer training to refer appropriate victims
- coordination with (and/or approval of) other jurisdictions (Crown Attorney, criminal injuries board, etc.)
- written policy on fund distribution (if program has its own emergency fund)

Helping victims gain financial reparation can take several forms:

- 1 - the program may have a small emergency fund of its own to distribute;
- 2 - the service may be one of referring clients to an existing agency (e.g., the criminal injuries compensation board); and/or
- 3 - the service may involve participating in the mechanism by which reparation is made (e.g., assistance in filing claims, etc.).

1. There will be times when an emergency fund controlled by the program will be useful. Sources for such a fund could be community service groups or private foundations. When tapping these sources, remember that they will have certain criteria for which the money must be used.

The program itself must have some criteria for distribution of monies. Have this written into policy and keep records. Also, decide whether the program expects to be repaid (fully or partially) by the client.

One program maintains such a fund for use

only when crime victims require food or accommodation or for emergency clean-up. If used, the program then attempts to reclaim the expense from a public assistance program. Another program has an arrangement with a senior citizen's group whereby the group financially assists any seniors suffering property damage due to a criminal act.

2. If people in financial need are referred to other agencies, it is inadequate to give that person the agency telephone number and terminate contact. In the case of a stolen or lost old-age security or social assistance cheque, it will be necessary to personally speak to agency staff to verify the occurrence. The point here is that it may be necessary to take a more activist approach in these situations or where you feel there is genuine need.

If a referral approach is taken by the program, a personal follow-up will be required by staff to ensure that the client has been served. Feedback from other agencies will be helpful in establishing the appropriateness of future referrals.

In the case of referrals to Small Claims Court, program staff should be knowledgeable about the procedures necessary for commencing such an action so that they can direct clients appropriately.

3. There are two instances where victim programs can become involved in gaining financial reparation for their clients. One concerns criminal injury compensation claims, the other restitution claims. Both these areas require the approval of and coordination with other parties.

In the case of injury compensation boards, consult with them as to an appropriate program role. The board may provide you with application forms that you can help clients complete. You may be able to coordinate the gathering of

necessary documentation for the claim, thereby speeding up the claim process and reducing the board's administrative tasks. Verification of the incident from the police department is usually a criteria for each claim, and your program might take on this role as well.

One program successfully performs all these tasks. Its provincial compensation board reported that claims from that city are more complete, are not apt to be ineligible, are processed more quickly and have reduced their administrative tasks.

Claims require diligent follow-up, so use a 'bring forward' file.

Court-ordered restitution is an infrequently used sentencing option. If a program plans to help victims make application for this, they should coordinate their efforts with others in much the same way as they would with victim impact statements. Clients should be made aware that their applications may not result in a financial award.

If these kinds of assistance in helping victims gain financial reparation are not possible, then a program's role may be to ensure that victims know that they are entitled to apply for these various kinds of financial reparation.

Witness services

- access to court information
- identification of cases where charges laid
- liaison with prosecutor's office
- pamphlet describing court system and terms for use by laymen
- information booth in court building
- private witness room
- access to court dockets
- staff training about criminal justice system procedures

Witness services may include familiarizing clients with the court system, court terminology and procedures; witness accompaniment; providing case disposition information; and subpoenae information. The service could also involve manning a desk or booth in the court area to dispense information, or providing a reception area for victim/witnesses.

Generally speaking, a police-based program is not well located within the criminal justice system to provide these services. It may require that a location be found in the court area for these service so that the program would be close to the source of court information as well as the witnesses themselves

At the very least, the program will need access to court scheduling and disposition information. These dockets are usually available to the police department and the program might arrange to have them copied and delivered on a daily basis.

On the first contact with clients, staff may provide initial information about the case (date of first appearance), and their telephone number should clients wish further information. Some programs inform victims by mail when charges are laid. Again, program telephone number should be included.

Because most people are mystified by court terminology, the program may offer information about the criminal justice system where appropriate. Good pamphlets are available in some areas. Perhaps the subpoena office could be encouraged to attach this information with the subpoena.

Witness accompaniment will likely require access to vehicles. Make sure that staff or

volunteers are insured when performing this service. Meeting witnesses at the court will allay this problem although there may be some transportation costs (taxis, etc.). The court clerk's office will pay for parking, in certain areas.

Some programs are involved in notifying victims and officers of subpoenae cancellation when it is known they will not be called on the appointed day. This requires approval and coordination from the Crown Attorney's office, and police department. If you can make a good case for the money you will be saving them, these parties may welcome your involvement. If so, you will need to put someone in charge of this activity to ensure that it is consistently and reliably done.

Any of the above services require considerable planning by senior program personnel. Since they affect criminal justice jurisdictions other than law enforcement, be sure planning is done carefully. Always include senior police management in deliberations with other agencies.

Transportation

- access to cars
- insurance
- drivers tests for authorization to drive department cars

Crisis service will undoubtedly require vehicles to respond to officers calls for crisis intervention. This is an expensive service and may prove problematic given budgetary limitations.

Many programs are assigned a department car, but if a vehicle is not available, other options may be considered including having personnel use their own vehicles (paid or not paid per mile) or soliciting a donation for lease of a car. If

the former approach is taken, make sure that workers' car insurance covers the activity and there are no liabilities on the program's part.

The latter approach has proved successful for at least one program that approached several car dealerships in its town until one donated the use of a car. Service clubs would be another source of funds or avenue to explore.

Set down rules and regulations for the use of cars so that they are not monopolized by a few, and maintain a sign-out and return system so that you will know at all times who has the car and where it is.

Emotional support/
counselling

- identification of appropriate victims
- listening skills
- staff training on needs of specific victim groups
- referral mechanisms with community organizations
- adequate telephone system
- checklist of possible concerns for all offense types
- crime prevention knowledge

In addition to providing case information, one of the most frequent service is simply to listen to crime victims discuss the incidents and to offer emotional support as needed. Technically this is not counselling, but the clients' verbalization may be therapeutic and help them to put the incident behind them.

At other times, some short-term counselling may be necessary, or the interaction may lead to a referral to a community agency.

Staff should be trained to enhance their listening skills, as often this is all that is needed. They should also have a checklist of possible concerns for various types of offenses, and be knowledgeable about personal crime prevention techniques that might be appropriate to suggest at this time.

SPECIAL GROUPS OF VICTIMS

When deciding on program activities, program planners should consider the special requirements of some groups of crime victims. They include the elderly, the sexual assault victim, the victim of domestic violence, victims who belong to various ethnic groups, and the housebreaking victim, to mention only some.

The concerns of these groups should be anticipated when needs are being assessed in the program planning stage by ensuring that an adequate number of these sub-groups are included in this investigation. This allows planners to determine whether their needs differ from other crime victims in significant ways. This will also allow them to decide whether the same services should be delivered to different groups in different ways.

For example, an activity chosen may be one of providing information about the laying of charges and this may be done by a form letter. This method of service delivery may not be suitable for the domestic assault victim, and may be better offered in a telephone call or visit with the victim. Similarly, when elderly victims are served, it is not enough to simply provide them with information about other agencies. Efforts to ensure they actually receive the needed services are necessary.

In considering special service group services, program planners should -

1 - Identify the various sub-groups of crime victims who may require unique or special services. Crime victims have been categorized into several sub-groups based on their unique characteristics. They are -

- victims of domestic assault (& their children)
- victims of sexual assault offenses
- elderly victims
- young victims
- victims who belong to ethnic minorities
- native victims
- survivors of (family of) homicide victims
- victims of robbery
- victims of vandalism
- housebreaking victims
- victims (and families of victims) of drunk drivers
- victims of sudden deaths and other non-crime incidents

These categories may be useful to program planners who should determine which of them are represented in their constituency, and which groups the program will be able to serve. Existing demographic data, as well as police crime rates, etc., will assist in this information.

- 2 - Program planners should determine the special service needs of each sub-group, or those that they will be targetting. Are each group's needs the same as for crime victims as a whole? Do different needs exist? Do these groups require the same services, but at a more intensive level? For example, the elderly may require crime prevention information to a greater extent due to their fear of re-victimization. Victims of sexual assault often request someone to accompany them to court while others do not; victims who belong to ethnic minorities may require translation services.

Almost every program operating in Canada focuses on certain offense groups, services and target populations. In some cases, the focus is on crisis intervention in domestic violence situations. In other programs with the crisis intervention feature, all elderly housebreaking victims are personally contacted. Again, one program pays special attention to the child victim of indecent acts or assaults.

The services the program offers have implications for the target population chosen. Service and clientele decisions should be taken in conjunction.

- 3 - Decide on the best method of delivery given the target population and the services offered. As mentioned earlier, personal contact may be required in some cases and not in others. One program found that the elderly were highly suspicious of telephone contacts and switched to personal home and hospital visits for that group. Another program has a policy not to

use the mails to get information to domestic assault victims, but always delivers the material in person. With child victims, parental consent and involvement is normally required.

VICTIM SERVICES IN RURAL SETTINGS

The problems that face small, rural communities or police departments in attempting to set up specialized victim service programs are somewhat different from the larger centre. (By small centre it is meant those communities where police departments or R.C.M.P. detachments number 25 people or less.

First, a comprehensive specialist program may not be feasible in such an environment, as it is unlikely that a small centre would be able to assign an officer to devote all his or her time to victim concerns. Fortunately, a full-time position may not be required, assuming that the crime rate is not unusually high, although some time allocation would be required. Consideration could be given to allocating a portion of an officer's time, or a part-time civilian position.

Second, small centers may find that the specialist approach does not meet their needs. If this is the case, then the generalist approach may be considered. This model assumes that officers will improve the quality of their services to crime victims on receiving training in victim awareness and services, and/or in crisis intervention techniques. It may also involve some changes to police procedures to ensure a better quality of service to crime victims.

Program planners and senior police personnel should be aware that, like the specialist program, the generalist approach requires a commitment of resources, albeit of a different kind. In-depth training (in victim need assessment and appropriate responses) is necessary, and successful implementation and results require a change in some basic assumptions held by police officers regarding the role of the victim in the criminal justice system. This is no easy task. For example, police officers may be trained in crisis intervention techniques as a way of qualitatively improving their services. This would require concentrated training by professionals. Existing crisis intervention courses average 2 weeks each. During that time, the officers would be unavailable for regular duty; and it would also involve course fees, transportation and accommodation costs.

The important point is that the generalist approach is not an 'easier' way to accomplish improved victim services. It is in many ways more difficult in that success requires police personnel to change their way of thinking, their assumptions about victims. Yet, it offers some advantages particularly because each officer assumes responsibility for helping victims and witnesses. While this may involve a major reorientation in thinking, it may foster long-term benefits for crime victims. Police administrators may also feel that this approach brings with it better policing practices and is therefore desirable. Further, it may be cost efficient in the long run.

Each police department must determine the most appropriate model given their own resources and environment. In some cases, it may mean that some mixture of both the generalist and specialist approaches will be chosen.

There are some variants of the specialist approach which may increase its utility in smaller centers. One is the use of volunteers not only to deliver the services, but to manage the program.

The model that has been adopted in Restigouche county, N.B., is an example of this approach. Trained, community-based, volunteer crisis intervenors are available around the clock. Police officers call them for immediate, on-the-scene assistance, particularly in cases of domestic violence. The area covered by the program is rural and composed of 6

different policing districts (2 small towns with independent police forces and 4 R.C.M.P. detachments). The program operates under the umbrella of an advisory board which is composed of police and community representatives. This group directs the policy, training and activities of the program, while maintaining their regular job responsibilities. This representation by senior law enforcement personnel fosters acceptance within the police community.

This format does not require that personnel be permanently assigned to a victim program, although it is likely that its initial planning, introduction and implementation stages would require some time commitment by at least one staff member. The model has potential for success in small or rural communities, particularly if good coordination and support between the police department(s) and area social service agencies can be developed.

Another approach may be to mobilize existing social service agencies toward better or new services for crime victims, particularly if the services complement their existing activities. This may be most appropriate for victims of violent crime and would involve training police officers to make referrals and setting up of a referral mechanism. Some multi-disciplinary body including representatives from all organizations would be needed to provide direction and to monitor activities.

Some research information has suggested that there is a higher ratio of property offenses (than attacks against the person) in rural than urban areas. This suggests that a victim program may be significantly different than in an urban setting. If, as suggested, a greater percentage of victimization involves property losses of considerable value, a victim initiative may be placed alongside existing crime prevention activities.

It is also possible that the development of a victims initiative would involve the development of an informal network of ties whereby a community member in need is matched up with a volunteer or other community member. The possibility for this type of informal linkage may be greater in rural settings.

Rural areas offer certain advantages. First, the network of social service agencies is likely quite small allowing for more personal knowledge of and personal contact between officers and social workers. This fosters cooperation between organizations and can make for a better referral mechanism. Second, the job of reaching police officers with the 'victim service' message will be easier and less time consuming. This, along with the personal friendships between officers may mean that the job of program acceptance among police personnel is less onerous.

It is important to remember that any specialized victim program, whether large or small, will require some allocation of resources, at least initially. Once a program is well-established, it may be maintained by volunteer staff who can also be trained for administrative and management tasks. The community service groups that have provided so much support in larger urban settings can also be helpful in smaller centers, especially with initial costs in the planning and implementation stages.

Irrespective of the size of the community, or whether a program is run by police officers, paid staff or volunteers, the various planning and development steps must be taken. As is stressed in this manual, to be successful a program must become a valued and integral part of its environment. This requires careful planning and introduction. It is hard to imagine that this can be accomplished without the active involvement of senior police personnel even in small or rural centers.

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SECTION D

PROGRAM ORGANIZATION AND ADMINISTRATION

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PROGRAM ORGANIZATION AND ADMINISTRATION

Program implementation entails setting up the physical and organizational framework to allow programs to engage in their chosen activities and to achieve their goals. Many very practical implementation decisions will be made and will depend on the monetary, staff, and physical resources available. For each activity, several questions will be asked. How much will this activity cost? How much effort (time and staff) will it require? What are the problems likely to be encountered? Are there any alternatives to this activity? What are the costs and benefits of doing this?

Planning activities and implementation problems are closely related. Plans must be implemented. Lack of resources needed for implementation forces the program to replan and/or redefine goals.

CREATE THE ORGANIZATION STRUCTURE

The first step in program implementation is the creation of a well-defined organizational structure. The organizational structure of a program will depend on the program model chosen and the scope of the program planned. For example, a program which uses volunteers requires a configuration different from a program using only sworn officers. Likewise a program offering 24-hour crisis intervention will differ from one that does not. The supervision and staff needs for each of these differ and require unique organizational structures.

Program Identity

Programs should have separate identities which set them apart from other police programs. Simply to designate a particular officer to 'take care of victim concerns' will not provide a high enough profile or program identity within the department or elsewhere. Programs should have a name and separate organizational entity.

LOCATE THE PROGRAM IN THE DEPARTMENT

Programs must fit themselves appropriately into the law enforcement system and have choices to make about their structural and physical locations.

There are two schools of thought about where a victim service program should be placed within police departments. One favors association with community service programs; the other, association with the operational section of the department.

Community services: Some administrators feel that victim programs should be located with community service programs as there is a natural affinity between them. For example, victim programs often provide crime prevention information to their clients, or referrals of interested groups to crime prevention staff. Also victim programs must work within the network of existing community-based social programs, like other community service programs.

In addition, the community program section is probably better equipped structurally to absorb and direct a victim program. If volunteers are used, they may be more easily accommodated within that area. For these reasons, close association with that area of the police department is favored.

Operations section: There are some advantages to association with the operations section of a department. Most importantly, it is felt by some that a closer association with officers on the street (and thereby, the victim) increases the likelihood of referrals and thus provides better service.

This may mean (in a large center) that staff or volunteers are dispersed throughout a city at various district offices, or that the victim service office location is in close proximity to where officers congregate or write up their reports. (This brings with it some implications for staff supervision.)

The advice offered by one program was that the visibility afforded by such an office location greatly helps in program acceptance and use by officers. Another program moved to a separate community service location with no drop in referrals, but staff felt that their early establishment in the operations section was crucial to acceptance. Smaller communities have

not found location to be crucial as all police activities are focused in one area.

The argument to place workers with officers who work on the street is particularly strong when crisis intervention services are offered.

Program image: There may not be a choice available about location in the department, but it should be remembered that the image portrayed by the program is to some extent a reflection of the area with which it is associated. If some officers do not view community service programs as an important part of police work, they may not be inclined to use a victim program if it is placed there. Again, if the program model chosen is one where the department refers cases out to a victim group within the community, the location of the linking channel through which the referrals are made will have similar importance. Where clients are identified solely by program outreach, location may not be a major concern.

Reporting level: Related to the above is the level of reporting. Frequently, program staff report to police administrators at the Inspector level or above. This is seen as necessary if programs are new and need the legitimacy and clout that can be provided at that level. Also, programs will no doubt encounter new and non-routine needs and problems, and the ability to 'make things happen' at that level will be required. If decisions must go through several layers of bureaucracy before a decision is reached, progress will be paralysed.

DECIDE ON STAFF OPTIONS

Staff options may include the use of sworn officers, paid civilians, volunteers or some combination of these. Examples of each have been successfully adopted in locations across Canada.

If sworn officers are used, it may be advisable to assign a senior officer to head up a victim program as a considerable effort must be made in selling the program to fellow officers, and in educating them about victim rights and in need identification. This is not to say that a junior officer cannot do an excellent job with victims, or that (s)he will not be able to establish the connections and rapport necessary with other

social service agencies, or to supervise staff. All these duties can be successfully accomplished by a well-motivated and trained junior officer.

However, the experience of some practitioners has been that officers working on the street are more apt to comply with the wishes of a higher ranking officer than one of the same rank. The program staff member will also have to convince the supervisors of these street personnel to encourage their staff to make referrals. This may be easier if the program staff member is of equal rank with the supervisor.

If a junior officer is assigned to head up the program, then it will be necessary to enlist the aid of a senior officer to accompany the former to training presentations to foster a sense of program legitimacy among officers.

The experience of program across Canada is that the active support of senior police administrators is a necessary ingredient of program success.

If a civilian is in charge, he or she should report to a senior police administrator and it will be equally important to have the active support of senior management. In this case, it will probably be necessary for a senior management representative to accompany and assist the civilian in making presentations to police officers. The requirements are necessary if the program is staffed solely by volunteers.

WRITE JOB DESCRIPTIONS

In any organization, all parties must understand their roles and responsibilities. It may take some time to determine the best configuration of staff responsibilities and, naturally, this will greatly depend on the number of staff.

Generally, the range of activities that will be engaged in by program workers will include some or all of the following. Each of these activities require different skills. They may be allotted to various personnel, or in a small program, may be the responsibility of a single person.

JOB FUNCTION	DUTIES
Program administration	<ul style="list-style-type: none">- making policy decisions usually in conjunction with senior police management- hiring staff- overseeing day-to-day operations- ensuring staff have necessary equipment and materials- overseeing volunteer program- case management in difficult, sensitive or unique cases- drawing up staff work schedules- supervision of staff- staff evaluation and termination- overseeing staff training- report writing- reporting to senior police administration
Education and public relations	<ul style="list-style-type: none">- development of an education program on victim rights, needs and services for the police department and for community-based social service agencies- liaison with community-based agencies- involvement with inter-agency councils, etc.- presentations to police officers at parades, etc.- presentations to community-based agency staff- informal contacts with police officers- writing and design of brochures, posters, and information packets- planning and coordination of workshops and open houses- media interviews- keeping media abreast of program development and activities- keeping police department personnel abreast of program development and activities

Volunteer management

- recruit volunteers
- screen volunteers
- train volunteers through development of a training program
- supervise volunteers on a day-to-day basis
- schedule volunteer work timetable
- evaluate volunteers
- organize volunteer appreciation nights, dinners, awards
- terminate volunteers
- maintain files on volunteers
- maintain liaison with educational institutions

Case work activities

- contact clients
- assess clients
- counsel clients
- perform crisis intervention activities
- make referrals
- provide information about community agencies, resources
- conduct telephone interviews
- conduct personal (face-to-face) interviews
- record service activities
- maintain client files
- participate in casework conferencing
- attend in-service training
- maintain liaison with police officers
- assess police case information
- consult with police officers about cases

Casework coordination

- assign cases
- guide staff in maintenance and continuity of service
- provide direct service to victims as needed
- oversee all service delivery activities
- advise staff (volunteers) on appropriate service delivery
- conduct casework conferences

Clerical functions	<ul style="list-style-type: none"> - answer routine telephone inquiries - secretarial duties - send form letters to victims - filing - maintain client files - assemble monthly activity report - maintain library of information on community agencies
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It is likely that all of the above activities will be performed by staff at one time or another, and with greater or less frequency depending on the size of the program. If the program is a 'one man' effort, then all of these activities will fall to one person.

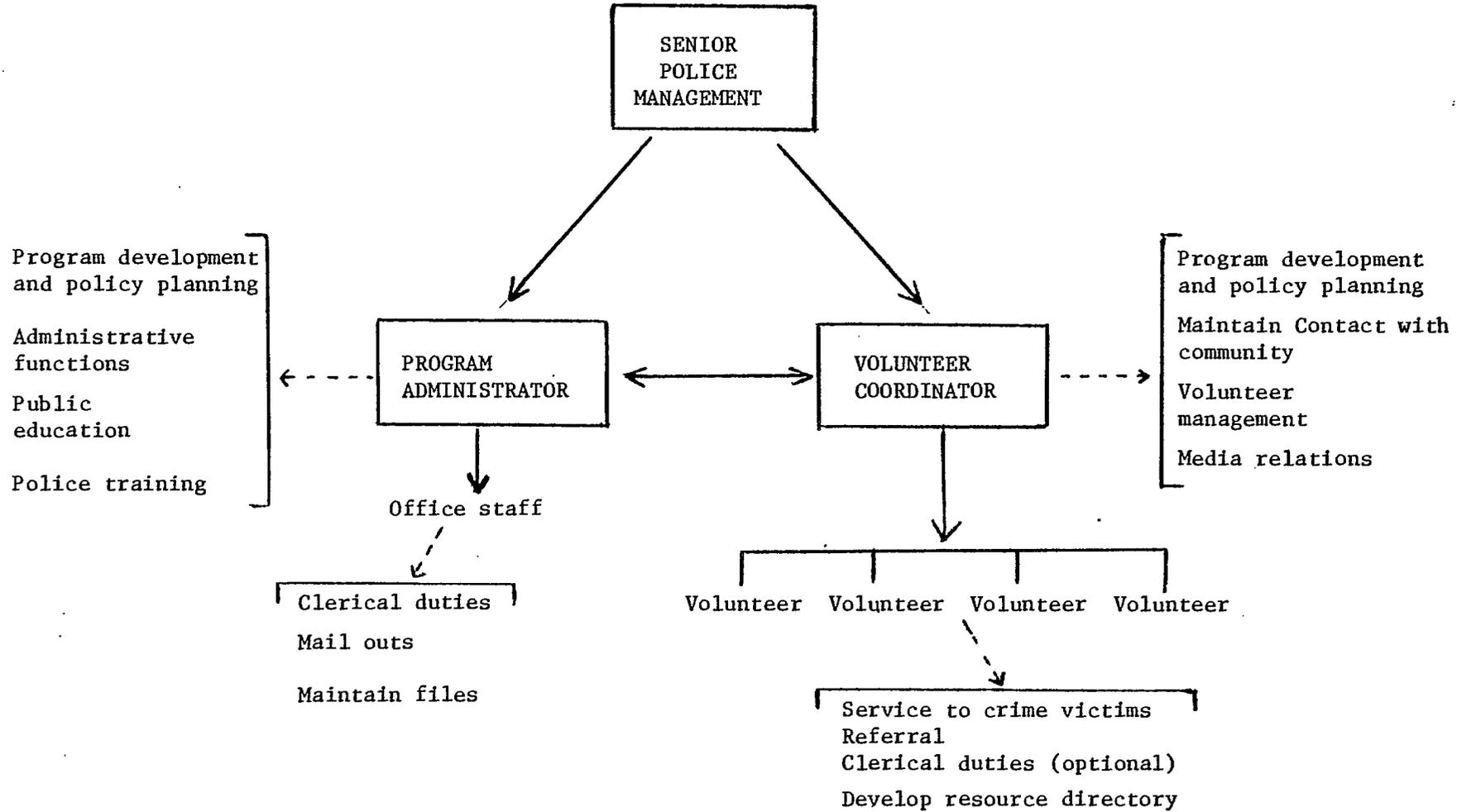
Program planners should be cautioned that experience in Canada shows that the management of a volunteer component requires a considerable effort in itself. Generally it is considered a full-time position. If it is not possible to hire a paid employee to run a volunteer effort, perhaps one or several experienced and reliable volunteers would wish to take on this role.

The wide range of activities suggests the need to recruit a unique individual to direct the program. Because of the relative newness of victim programs, few civilians or officers will have specific experience in this area. Without doubt, the skills needed are not those in which most police officers have been trained. Experience has shown that motivation, enthusiasm, and experience with volunteerism are more important than specific victim service background. Training and exposure to other programs will help immeasurably in the latter after the right person has been found.

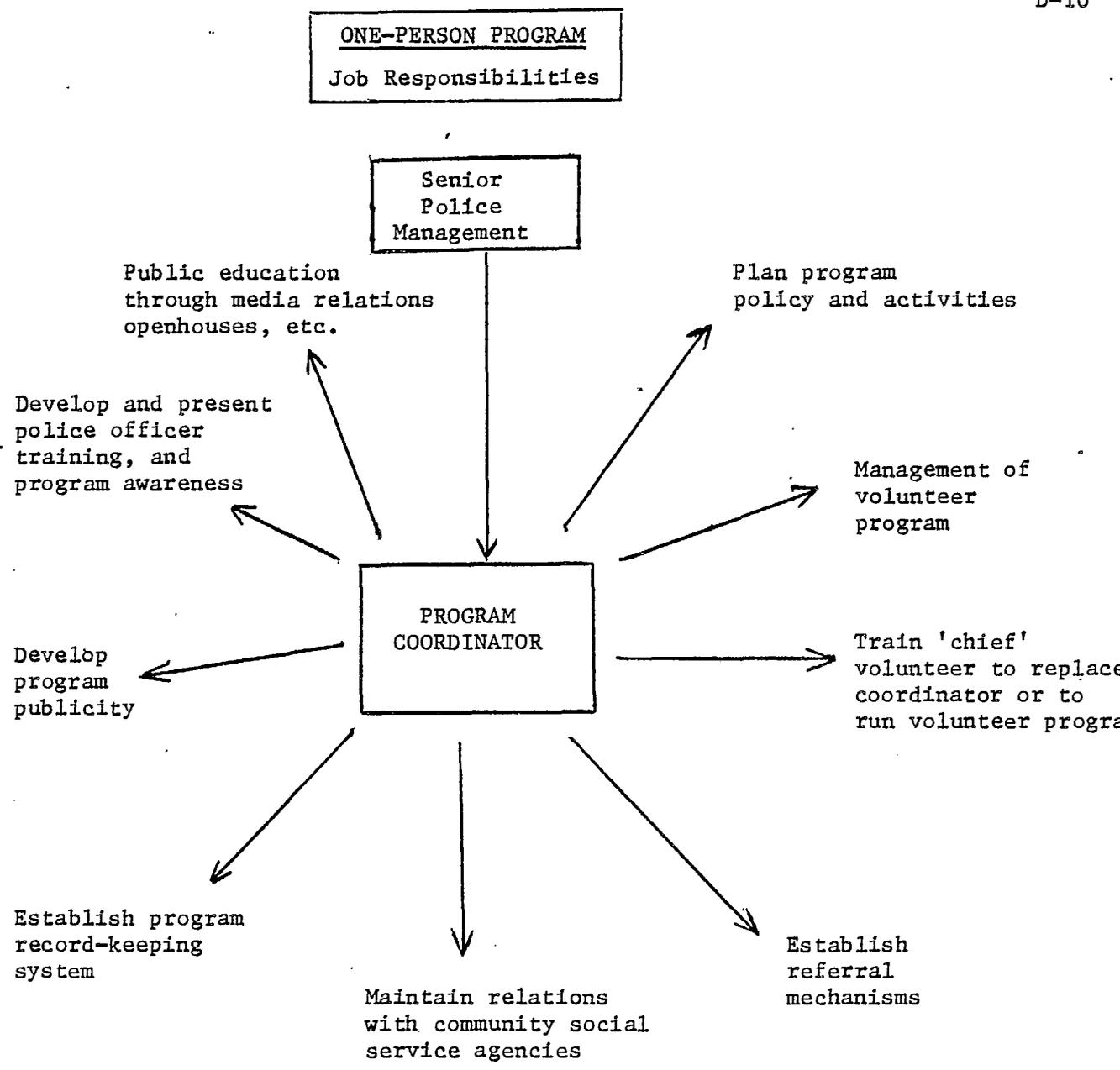
As mentioned above, the job descriptions of the program administrators will vary depending on the size of the staff. In a one-person operation or in small centers, the majority of time may be spent establishing referral mechanisms and convincing existing social service agencies to provide needed services. With a volunteer component, considerable time will be spent recruiting, training and managing them.

Whatever the configuration of the program, the activities needed to achieve goals should be itemized and assigned to personnel in the form of job descriptions. If staff are not able to perform all these functions, then go back to goals and redefine them so that they can be met given program resources.

——— Lines of communication
 - - - - - Job responsibilities



TWO-PERSON PROGRAM, WITH VOLUNTEERS
STAFFING AND JOB RESPONSIBILITIES



Note: Once a program is well implemented, it may be possible for a volunteer to take over program coordinator duties, particularly in small departments.

DETERMINE SPACE REQUIREMENTS AND LOCATION

There are several factors to consider when selecting office space and location. Because a program is police-run does not mean that it should necessarily be run out of a police location. Give thought to locating offices adjacent to or close to police offices, particularly if the police location is inconvenient for your clients.

Location will have a considerable effect on the likelihood that clients will drop in to the office, but if officer awareness and referrals are considered more important, be conveniently located for them.

The following are some points to consider:

<u>Convenience</u>	Offices should be located in an area convenient to the primary client - crime victims. An office tucked away within the police headquarters, or up on the third floor will not encourage victims to drop in, and will certainly discourage victims of unreported crime from seeking help. The office should be located as close as possible to the public area of the department. Check if parking is available, and whether public transportation is close by.
<u>Visibility</u>	If the program is new, <u>visibility within</u> the department is important to establish its presence and identity. Its location should also be convenient to where officers congregate to encourage interaction and referrals.
<u>Privacy</u>	Practitioners suggest that a separate room be set aside for interviewing clients. At times, privacy is required, particularly in cases of sudden deaths and violent crime. In these cases, there may be a sense of uneasiness if staff and clients must share a common space.
<u>Proximity to court</u>	If the program plans on providing witness services, then proximity to court will be required. Often police headquarters and courts are close to one another, however these services may necessitate setting up a separate desk or booth at the courthouse to facilitate this. (A member of your Advisory Board might help here.)
<u>Access to files</u>	If clients are identified through police records, then access to police files is necessary and should be made convenient. For security of information reasons, case files may not be allowed outside secure police offices. If client identification is made through personal

Training space

referrals, then this will not be as critical a factor. This consideration alone may determine the location of offices.

Ensure that enough space has been allotted to conduct the training sessions for staff, volunteers and /or police. Existing locations may be available for these purposes.

DECIDE ON HOURS OF OPERATION

Because crime incidents are not restricted to business hours only, and because programs want to contact crime victims personally, most programs remain open after business hours. If crisis intervention is offered, then this will be essential; but even non-crisis services will usually require some after business-hour operation. This is especially true if staff personally visit crime victims or make several attempts to contact them by phone.

Given crisis intervention services, a less desirable option to around-the-clock staff scheduling is to provide an answering or paging system when staff are off duty. If a paging system can result in an immediate response, then crisis intervention service can be said to exist. However, the perceived availability of staff will be a determinant in officers' decisions to make referrals. Hours of operation should be well publicized.

The following should be considered when deciding on hours of operation:

- When do crime victims require service most?
- When do police officers require staff most?
- Does limited numbers of staff restrict hours of operation?
- How can staff be spread over the designated hours of operation?
- Does the office location restrict hours of operation?
- Is there adequate security for late night, early morning operation?
- Can the hours of operation be 'extended' by addition of a paging system or telephone answering service?
- Can supervision be provided throughout all office hours?

ADVISORY BOARDS: YES OR NO?

Programs set up within, and operated by, police departments are normally expected to adhere to the policies and regulations of that organization. They are also recipients of benefits stemming from the fact that they are members of an established and legitimate organization. This provides them with important credibility and organization support.

It may be felt by some that this organizational placement provides victim programs with all the support they need. Many others feel however that

- 1) because victim programs are relatively new phenomena, and
- 2) because the services required by victims go beyond the realm of solely police-related activities into other criminal justice and social service areas (e.g., witness management),

it may be beneficial to engage the official support of other members of these organizations. All new programs need various support mechanisms to successfully enter and operate in an established environment. Advisory Boards are one way of improving programs's chances of successfully doing this.

Advisory Boards (or Boards of Directors) are not new to police-community programs such as Crime Stoppers, Neighborhood Watch, etc. The use of other representatives of the criminal justice system and the community has proved helpful with these programs and can provide many useful functions for victim programs as well. These include -

- 1) increased public awareness of victim concerns,
- 2) assistance in the development and articulation of long-range goals and program policies,
- 3) increased awareness of victim needs among other members of criminal justice and social service agencies,
- 4) fostering of legitimacy and credibility within the criminal justice, social service and police communities,
- 5) help when funding decisions are taken (for example, an important community member may be very influential in persuading police administrators to adequately fund a program), and

- 6) better coordination of program activities with other parts of the criminal justice system.

Because victim programs do not operate in vacuums, but in communities of other organizations, and in political environments, the importance of these benefits should not be overlooked.

Resistance to Advisory Boards

As mentioned above, Advisory Boards are not new to many police departments, but there may be some resistance to their establishment, based on a feeling that they are unnecessary, or that they will generate friction between the program and the police department. This view may be based on a fear that the board will take on an advocacy role, will meddle with police department affairs, or will make accusations of police department lack of concern for crime victims - or imply that this is so.

These problems need not arise, and have not been the experience, as reported by program administrators. They have almost unanimously reported that their programs have benefitted from the support they have received from their Advisory Boards.

The name 'Advisory Board' gives a clue to the reasons why there need not be any conflict. Their purpose is to assist and advise program staff, not to direct or order specific policies and goals. At the same time, members of the board may also be in a better position than program staff (officers or civilians) who are employees of the police department, to take on an advocacy role within the criminal justice community.

Another important role board members may play is in the planning and introduction of new services which involve other than just police department operation. The influence of a board member might be instrumental in gaining the cooperation of others. An example would be if a program wanted to get involved in witness services,

What kind of board members?

It is important that members of an Advisory Board

- 1) are drawn from every area of the criminal justice system that deals with victims, as well as senior police

- administrators and community representatives,
- 2) occupy positions that can influence the way that victims are dealt with in their jurisdictions,
 - 3) include representatives of any special interest groups that the program targets, and
 - 4) understand the role of the Advisory Board which is one of assisting and providing guidance to the program and its personnel in a mutually agreeable way.

KEEPING RECORDS: The Uses of Information

Keeping records of what victim service programs do for the clients they serve may be considered tedious and time consuming, but is essential for sound program management, for funding decisions and for any evaluation that may occur in the future. Some of these concerns are highlighted in new programs.

Uses for information systems:

To monitor activities

Client files allow you to monitor and to know (not assume) that you are doing what the program aims to do. For example, a program goal might be to provide service to all elderly crime victims. If records show that, in fact, only some (small) percentage of the elderly is being served, then this will require some changes in the way clients are identified, or might mean that officers are not referring appropriate cases.

The advantage of keeping records is that such a problem could be identified and acted on either by changing the way things are done, or by changing goals.

Setting goals and policies based on assumptions about what a program is doing is an unsound management practice. Such decisions should be based on facts.

To describe the program

Records will also help the program describe itself to others. The question "What does your program do for crime victims?" will come up time and time again until the program establishes a high profile among the criminal justice system and the public.

By keeping records, you will be able to produce monthly activity statistics and provide

feedback to officers about what you are doing in their areas or for them specifically. Records will also inform senior police administrators about program activities.

For example, if a program is involved in property return, make sure administration knows about these activities by providing them with a summary of activities. This could represent a cost saving to the department and may be important for long-term funding and permanency. On another level, officers should know where you have assisted them.

For funding

Good case file information is also useful for funding applications. Funding decisions will be facilitated and may be more favorable if good program information is available. No matter how well-intentioned or how needed a program seems to be, funding bodies will want to base their decisions on facts.

Many programs start as pilot projects, with no assurance that they will be funded after a certain period. Program records can be instrumental in achieving permanency. In these cases, it's advisable to find out early the sorts of information on which funding sources will be basing their future decisions and to keep records on them. (This applies equally to situations where funding is internal, rather than from an external source.) This data can then be used to convince funders of the program's value.

Estimates or projections of activities will not be as convincing as actual figures drawn from records, and may also open the door to disputes about their accuracy. (Also keep records of your education, public relations and training activities, and inter-agency contacts.)

For external evaluations

No matter how well supported by the community, no social service program is immune from evaluation. Program evaluation may be a police management tool by which all police functions are evaluated at one time or another; or evaluation may be ordered because victim programs are new and little is known about how effective they are in serving victim needs.

Evaluations are greatly aided when information is regularly kept on program services and activities. An important part of any evaluation asks the question,

For self-
evaluations

"What does this program do?" This may be the only question asked! Well-kept records will allow evaluators to answer that question and also provides a sample of clients who can offer their thoughts on the adequacy of the service.

Recently, a self-evaluation guide was developed by the Ministry of the Solicitor-General, Canada. Its purpose is to generate information on the everyday activities of programs to permit constant monitoring of a program and to provide a rational basis for decision making.

Using this guide, information about services is gathered on a daily basis. Its compilation allows the program to see at a glance exactly what it is doing. Other information about organization structure and staffing, goals, etc., is also included. Together they represent important information against which a program can evaluate whether it is performing as it would wish. This type of evaluation does not require the involvement of external researchers!

A service activity form has been developed as part of these procedures. This form could be used by any victim program as it includes all necessary case and service information. This would then serve the dual purpose of recording service activities, and it is in a format that makes analysis and evaluation easy for program personnel.

* See the Resource Materials for further information about program self-evaluation. Materials include reasons for doing self-evaluations, information on how they can be used, self-evaluation forms, etc.).

NOTE: Records are only of limited use if they are not kept in an easily retrievable form. Notepads are handy but are not a very systematic way to keep records. Service delivery records should be consistent, should follow a standard format (the same information

is kept on every client), and should be kept in an accessible place. (Resource Materials contain some examples of client record forms).

The records can be filed by number (and cross-referenced by name) so that staff can see at a glance the cases dealt with over a given time period. Files should contain all pertinent information about a case, so that if another worker must act on it, adequate background information will be available.

RESOURCE DIRECTORY: A RESOURCE WITH MANY APPLICATIONS

A well-researched and organized resource directory can be an invaluable working tool for victim programs. A directory appropriate for a victim program should contain information on all the organizations and services that may be required by crime victims, or which may be accessed by victim service workers.

Uses for resource directories:

Information	Victim workers should have information about all the agencies that provide services for crime victims so that they can offer knowledgeable service. A directory containing all these entries can be used for staff training purposes.
Reference	A well-organized and presented directory can be a handy desk-top reference for workers to use when they are consulting with clients. Crime victims' enquiries are wide ranging - from "whom do I call to report a stolen credit card?" to "how can I get a restraining order?" They require that staff have a broad range of knowledge. Even experienced staff will have to consult with others concerning some inquiries. For inexperienced staff, a resource directory will be essential.
Distribution	Victim resource directories can be distributed both to police officers and to community-based social service agencies to increase their awareness of victim services. Don't assume that good inter-agency communication already exists. One program planner found that even social workers in the community were not aware of all the services that were available in their area and were very appreciative of the information for their own use. This could in the long run

improve the quality of services provided by others.

Similarly, few police officers are fully aware of the network of services that are available. While it might be unrealistic to expect officers to carry a large directory around with them, one program made up a plasticized card that could be kept in police vehicles. It listed agencies, contact names and telephone numbers. The full directory was left in areas commonly used by police officers.

Organization of directory

The organization of the directory is all-important. All agencies and services should be listed alphabetically. They should also be classified according to whether victim activities are primary or secondary goals. All entries should further be cross-referenced according to the type of service they provide (e.g., bereavement counselling, financial reparation, shelter, etc.). Further cross-references could group the services according to the offense suffered, by the victim, or some specific characteristic of the victim. These could include -

- the elderly victim
- the sexual assault victim
- the domestic assault victim
- the robbery victim
- the housebreaking victim

This type of cross-classification would be useful for workers to keep on hand when talking to clients, to ensure that service is comprehensive.

Information noted on each program or agency should include:

Name of program (and umbrella organization if appropriate)
 Address
 Telephone number
 Program goals
 Area served
 Services offered for crime victims
 Eligibility criteria
 Method of intake or referral
 Hours/days of operation

NOTE: The Resource Materials include a classification system used by one victim program. As can be seen, that classification includes documentation of services within the police department that are helpful for clients. The directory should also include such information as numbers where victims can call to cancel their credit should a card be stolen. To be complete, the directory should include all necessary information about any service, program or agency that offers some service to crime victims.

VICTIM CARDS

Business cards and pamphlets have been used by some law enforcement agencies across Canada to inform victims about their rights and about available services. Victim programs often find this practice helpful and encourage their use. These business cards often inform the client that there is a victim program available for them, and invite recipients to call in with enquiries or requests. They often have a space where a case number can be written, thereby making them useful for insurance purposes, and easy for the victim to get information about their case file.

Pamphlets may include names and information about commonly-used victim services in the police department or the community, as well as suggesting when various services might be appropriate, or giving eligibility criteria. (Examples are included with the Resource Materials.)

Generally, officers are instructed to distribute the information in designated offenses. For example, if the material focuses on home security techniques, it may be distributed to all housebreaking victims; if it concerns criminal injuries compensation, then assault victims would be targetted.

Cards and pamphlets have been used as an efficient way of letting people know about the program. It is also easier for the police officer to distribute a card or pamphlet rather than explain services to each individual. Further, people who realize that they require service some time after the incident already have the program name and telephone number for reference.

Information which is distributed directly by officers to crime victims offers several benefits for victim programs. It could mean a reduction in the number of outreach calls to minor offence victims, and a concentration on serious occurrences. One program was able to do this because officers were distributing pamphlets in all property damage incidents. Victims are expected to call the office with any service requests while program workers only initiate contact if the damage report indicates a serious offense (for example, vandalism) or if the victim is elderly.

Another benefit is that the public will become more aware of the program and available services. Further, cards keep the police officer from forgetting about your program.

If distribution of cards and pamphlets were to be ordered, they must be introduced properly. If officers see it as just one more requirement in a long list, compliance will be minimal. Further, if officers do not understand what the program is all about or if they feel it is a superfluous service, it is hard to imagine that they will want to distribute the cards. Therefore, when introducing them, make sure officers understand what services are offered by the program and stress the ways the cards can be useful to the victim, the program and the officer. Also be very specific about when to distribute the cards.

A caution about cards and pamphlets. Simply handing a pamphlet to a victim is not an adequate substitute for personal victim services. People who may be in real need will not always act on the information given them, and it may be necessary to call some parties who also receive cards. Also, written information is more appropriate in some cases than others, and each program will have to determine where and how they should be used.

To determine whether the cards/pamphlets are having any effect, you might consider doing a mini-survey of clients, making enquiries to see if they were given information, and whether they found it useful. Then, inform officers of your findings so that they will know that their activities are having the desired effect.

NOTE: If special victim program cards are not possible, you may be able to have some information about the program printed on the back of officers' business cards as an alternative.

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SECTION E

POLICE AND COMMUNITY ACCEPTANCE OF PROGRAM

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ACCEPTANCE OF PROGRAM BY POLICE AND COMMUNITY

The institution of a victim program, or some kind of victim initiative, does not ensure that it will automatically become a 'successful' program, that is, one that not only meets victim needs, but is also accepted as an integral part of the existing (police) organizational structure. To be successful, the police department must become involved in the program, and it will be up to program administrators to help them do this. This may be the program staff's most difficult job because while they might understand the need and rationale for the program, others might not. Some may feel that the service is superfluous, not-needed, or that victims are already adequately served. It is important not to assume that your attitudes and knowledge about the needs of crime victims are shared by all.

WORKING WITHIN THE POLICE DEPARTMENT

Victim services have always been offered by police, but a systematic approach has not been a regular feature. As a result, services have often been non-routine and haphazard. Also, victim services did not generally have a separate organizational identity within police departments. As a result, programs require introduction into departments.

It is necessary to place the program into the system in a way that is viewed as appropriate and beneficial to the whole.

Remember that the planning, implementation and operation of the program takes place within the social and political context of the police department. To ignore this will invariably result in problems. The successful administrator will keep in touch with and abreast of the police environment. Key activities are keeping others informed of what the program is doing, seeking others' input and ideas, and being aware of their interests.

Keep in mind that police departments have established procedures for handling their law enforcement activities. These procedures may be considered by them to be adequate at the very least. A new program may not be enthusiastically received if it appears to reflect poorly on these existing practices.

In almost all cases, a great deal of work will be required to reach the point where it can truly be said that a victim program is a highly-valued part of the police department. Experience has shown that considerable program time will be spent working toward that state, and once reached, some time and effort will be needed to maintain it. One successful program has credited a great deal of its success with the way it was introduced to department members..

Department Reaction

The above comments are not meant to suggest that a program will necessarily encounter active opposition to its activities, although this can happen. More likely, a program can experience 'benign neglect' and be ignored by officers or administrators. That is, there may be general agreement voiced about the need to treat victims better, but it may not be translated into referrals from officers or real support from police administrators. This can be equally true whether the program is staffed by civilians or police officers.

(Likewise, there may be some concern on the part of some social service agencies that a program not encroach on their service territory. If this is suspected by them, it would be surprising if resistance did not occur.)

These possibilities should not be interpreted to mean that officers do not care about victim concerns, because it has invariably been found that they do care. There are however several quite understandable reasons why a program may not be enthusiastically received and why it will have to be sold to law enforcement personnel.

Some Hurdles to Clear

Rules and regulations

Policing is an activity which is subject to a great many rules and policies regulating officers' conduct. Forms must be completed and charges dealt with in prescribed ways. In other words, there is little room for officers' personal initiative in handling many situations.

Officers' first concern will be that they comply with the procedural regulations required of them, and they may feel that the victim program represents yet another regulation in an already heavily regulated profession.

The type of activity that might be requested of officers may range from handing out victim cards to calling for crisis intervention specialists. The feeling

that one has to comply does not encourage program acceptance.

One suggestion to overcome this problem is to emphasize referrals, etc., not as a requirement made by supervisors, but as a service both to the officer and the victim.

A heavy-handed approach may not be as effective. The key is to ensure that officers understand and believe in the benefits of the program and not see it as an infringement on their activities and/or handling of incidents.

Lack of understanding of program

A program will not be welcomed by officers and others if they do not understand what it can do for victims. Nor will it be accepted if the image of the program is one of merely 'hand holding' or providing 'a shoulder to cry on', or still worse, if its activities are thought to undermine police work because of a 'bleeding heart' approach.

Some may view the programs as necessary only in cases of deaths or very serious physical injuries, not understanding the very extensive services that some programs provide. Generally, this poor image has been due to a lack of information about victim requirements or the limited educational activities of programs. These problems point to the need to provide training for police officers. Such training, public relations, or educational activities can take many forms from formal training sessions in recruit classes, to ride-alongs with officers, to designing posters and brochures.

Currently a considerable amount of information has been gathered both in Canada and the U.S.A. which is helpful for training purposes, and which will present the appropriate image, one that will foster acceptance, not rejection.

For example, some established programs have produced information for their departments about the numbers and types of service activities they perform. Also, national surveys of victims needs have been conducted, and their results provide useful information about what victims want in the way of services. These types of resource materials can be used to combat the image that some hold of victim services. A program cannot be sold by simply tugging at the heart-strings of officers. This would only serve to perpetuate the myth that programs offer emotional support and not much else. Good hard data is needed to promote programs.

Services already exist

Other than presenting the right image for the program, officers should be made aware of just what the program does. The very nature of police work, the work schedules, the fact that officers work singly or in pairs, dictate that you cannot play a passive role in this. Unlike other work environments where employees work together in an office and keep normal business hours, police officers spend little time with their co-workers (other than their partner) and are physically scattered throughout their jurisdictions most of their working day. Therefore, do not assume that because you have hung the Victim Service sign on the door that other personnel will know what you are doing - or even care. Make a point of getting program information to all officers.

Some law enforcement officials may feel that victim services have always been adequately provided in the past, and that no new initiative is necessary.

Officers have indeed been the main providers of service in the past, often offering considerable help to crime victims - far beyond what is required of them. A specialized program could be seen by some as an indictment that their activities were lacking in some way or that they failed in the task of helping crime victims.

It is important that programs are not presented in such a way as to threaten others, or to suggest that they are inadequate. Emphasis should be placed on the complementary nature of police and victim service activities, that programs do not seek to remove compassionate or rewarding activities from officers, but to help them to do a better job by assisting wherever necessary.

This might include following up on victims when the officer lacks time, by insuring that the client gains access to services they require (and which the officer may have suggested). In short, because the program focuses solely on victims, it has time and resources that officers do not.

An interesting issue surfaced in one locality. When an officer who was quite critical of the victim program was queried on his reasons, he commented that it stemmed from his assumption that some of the activities that he most enjoyed in dealing with the public would be done by others. The lesson to be learned here is that programs should not relieve officers of rewarding work, they should complement officers'

Services are
too expensive

activities. On the other hand, programs should take care not to allow officers to pass off unwanted duties that should be performed by them.

Municipalities and police departments are often faced with budget constraints. Some may view victim programs as a 'frill', or alternatively feel that scarce resources should be allocated to law enforcement activities (e.g. more officers) rather than this type of activity.

This feeling may also manifest itself in the argument that "these programs should be taken care of by the community, not by police departments".

Budgetary constraints are of course valid and, often, pressing concerns. There are however various types of programs, some far more comprehensive and expensive than others. The choice of a program model will depend in part on budget concerns.

There are ways that even a comprehensive program can save money:

Use volunteers: In addition to having volunteers deliver services to clients, some programs have an experienced volunteer managing the volunteer program.

Carefully choose activities: Choose some activities that have the potential of making the department more efficient, or that save money. A good example of this is property return services or calling off police and civilian witnesses when they are not needed. The former is an activity which is important to both police and crime victims. Possibly a victim program could coordinate the department's property release program.

Administrators should investigate with the department where they can be useful and valuable. It may involve dealing with victims' insurance concerns, confirming court witnesses, transporting witnesses, matching recovered property to stolen property reports, or any number of other services.

Ask officers: Ask officers what services they would like to have the program offer. This approach ensures that the program will be valuable, and even time-saving to them, and has the added benefit of making officers aware of the program.

Solicit funds from community: Reduce costs by enlisting the help of community groups (e.g., service clubs) to cover some program cases. The majority of programs in Canada

have tapped these sources to varying degrees. Be aware that most of this money will have to be used for specific items (e.g., pamphlets, conferences, car expenses) and cannot be placed in the operating budget.

Whatever approach is used to save money, it is important to keep good records. They can provide the hard evidence that the program is not superfluous. They may also show how the activity saves the department money by doing things inexpensively.

Lack of incentives

It is unlikely that a program will be able to generate much enthusiasm among the officers on the street if they do not see their efforts rewarded, or some benefits accrued to them for their efforts. In this respect, they are like members of any other organization.

Law enforcement is a career for officers and they are interested in advancement. Along with other criteria for career advancement, many departments keep files of notable events for each officer. Victim service staff may consider contributing to this file of information when they become aware of an officer's effort to assist a client, either through referral or personal service. In this way, officers' 'victim' activities will come to the attention of their superiors.

Another idea is to feed back follow-up information to street personnel. This has the dual effect of informing them that their request for service has been acted on, and it also alerts their supervisors as these memos will usually pass their superior officers' desks.

The rank and file will also be influenced in their program attitude by the importance placed on it by senior police management. If they feel that support is not strong, there will be little incentive to cooperate. Because of this, it is important that police managers at the highest levels are active in their support of the program.

Management support can take many forms from encouragement in daily orders to officers, to participation in public relations or media activities.

OBTAINING DEPARTMENT SUPPORT

Experience has shown that care in the way a new program is introduced can pay off in terms of its long-term acceptance. Mistakes in this area can hamper program progress by creating negative feelings about it; they can even threaten its very existence.

At the very least, a program's image is significantly shaped by its first impressions. Early activities can mean the difference between program success or failure. For example, if a program swings into operation with the approval of a commanding officer, but no prior knowledge of the street personnel with whom it is expected to work, resentment will surely follow.

The kind of approach, the attitudes taken, the information transmitted, and the groups addressed are all important features of the acceptance process.

Use the Cooperative Approach

Gaining others support by including their ideas in designing the program is the first step in gaining acceptance. Programs should seek to achieve a partnership between themselves, law enforcement, and other criminal justice organizations. The coercive approach - "you must refer clients" - with no discussion of program rationale may be in the long run counter-productive because it will generate police resistance and lack of commitment.

This is not to say that all suggestions can or should be met, and this should be made clear - opinions solicited and then ignored may cause resentment. One way around this problem may be to release the information about your goals and activities to those who have been involved, before the general implementation stage.

Know the Department

Know how the police department works. Who are key persons whose support you will need? For example, the police chief may support the program, but sergeants may be far more effective in getting officers to refer clients on a daily basis. Likely, you will need the support individuals at each level in the hierarchy, but you will also have to know who has the say, and in what jurisdictions. This kind of information will dictate where to make the training intervention and where it will be most effective.

<u>Know existing Services</u>	<u>Know how officers routinely treat crime victims and what services are currently offered.</u> Ride-alongs are a good way to determine this with any degree of certainty, and it offers the opportunity to talk to officers individually about the program. Other informal avenues may also be used such as conversations over coffee.
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FORMAL POLICE TRAINING

Once the program learns about the environs in which it is to operate, attention can be paid to training and education activities.

At present, most police jurisdictions have no established procedures with respect to the treatment of crime victims, except in sexual and wife assault cases. Nor are victim concerns specifically addressed during recruit training. At that time, victim concerns are usually considered insofar as they affect law enforcement and investigative activities. Consequently, the goals of training by the victim program should serve -

- 1 - to heighten officer awareness of the impact of crime on people,
- 2 - to teach officers to recognize victim needs, and
- 3 - to educate officers about your program.

Officer training should mirror to some extent the training of program personnel and volunteers. It should contain information on -

- the general impact of victimization,
- the identification of specific needs,
- methods of dealing with the consequences of victimization
- the program itself
 - where it operates
 - when it operates
 - who operates it
 - how to get in touch with staff.
- the services offered by the program.

If a program can develop a training package for presentation to all personnel, this would aid in program acceptance. Ideally, the training would be given during recruit training or as a regular in-service training course, so that all officers could be exposed to it. The important objective is to work toward making the course a routine part of police training for all officers.

IMPORTANT: A good presenter or instructor is crucial to the success of the course. Careful selection should be made. As a rule of thumb, more dynamic persons are more effective.

Of course, training programs need to be tailored to the individual program and department. If, for example, the program targets a specific population (the elderly, an ethnic group) for specialized service, then their concerns will need to be well-covered in the training program. The importance of police officer understanding of the impact and consequences of victimization, and training in the identification of need, should not be overlooked.

NOTE: It is not the purpose of this handbook to develop a formal training package for recruit or in-service training. Some departments have made some efforts to develop such courses.

The bibliography contains a list of publications that contain information on police training (content and methods). Some publications simply discuss issues that should be addressed in training activities while others detail the progression of a training program, including suggested visual aids, instructors' manuals and role-playing techniques.

OCCASIONAL TRAINING FORUMS

If victim service courses cannot be made part of formal police training, other forums will have to be used. In any case, officers will only be exposed to recruit training once and to in-service training infrequently, so

that other types of training and education will be required in any case.

Programs need to use various techniques and forums (some formal, some informal) to get their messages across. This is an on-going activity because acceptance will not happen overnight. Although it takes time away from service delivery, these activities are crucial to the long-term viability of a program.

Listed are some forums where a program might focus its training and public relations activities.

Parades - At shift changes, street personnel usually gather to receive instructions or information from their commanding officers. This would be a good time to make a short pitch about the program, about some facet of victimization, or it may focus on some type of crime victim.

Ride-alongs - Ride-alongs should be part of all staff and volunteer training, but they can also be used to increase the program awareness with individual officers. They are also a good opportunity to get feed-back about the program from officers in a more relaxed, informal setting.

Supervisors' meetings - City-wide meetings may be held for all supervisors. Program personnel may be able to make presentations at them to encourage supervisors to get their men involved in the program. This also keeps supervisors aware of the availability of the service.

Office visits - Program workers should spend time every week at police headquarters (district offices squad rooms, etc.) meeting and getting to know officers and discussing cases. This will increase visibility and help to strengthen the informal ties that are so crucial. Many program managers credit these informal relationships with cementing acceptance in forces.

Open houses - A good kick-off event might be an open house to which officers (and staff from related community-based programs) are invited. This sort of event puts the program on the map and allows others to meet the staff. Arrange for literature to be made available, and if possible, set up a visual presentation to acquaint visitors with the program. Don't overlook the possibility of a guest speaker at this event.

Workshops - Many programs arrange for in-house training for their staff on important victim issues by bringing in specialists to make presentations or run workshops.

It would be a good idea to invite (some) officers as these issues bear on their work as well. If you make this invitation through their superiors, officers might be given time off to attend.

Many special interest groups have extensive education programs and are well-equipped in terms of expertise and materials to run these sessions.

Topics covered may include anything from services for certain offense groups, bereavement counselling, to information about financial compensation programs.

Other officer contacts - A program goal should be that you will never allow officers the opportunity to say they didn't use the program because they "didn't know what it was all about". Some other ways you can avoid this is by -

- writing and printing pamphlets and brochures for officers explaining how you can help in specific instances.
- by developing a brief video tape which describes your program and its services, if you have the resources for this. Make sure that staff appear in it so that officers can put names to faces - it helps personalize the service. Videos can be used during parades, or other gatherings where officers meet.
- by trying to personally meet as many police

officer as you can, This makes it less likely that you will be forgotten. Contact can be made not only at the formal level, but should be augmented by informal contacts,

- be encouraging officers to drop into the office and providing free coffee for them, if you can afford it.
- by printing posters that can be displayed in areas where police officers gather,
- if the department has an internal magazine, by publicizing your program there.

Keep in mind that the information you give to officers will be better remembered if you give it in anecdotal form. Rather than saying "the program provides information and referral to crime victims", tell officers how staff met with "Mr. X", informed him about criminal injuries compensation, and helped him with his application, which resulted in an award of \$XX.

RELATIONS WITH SOCIAL SERVICE AGENCIES

It is likely that acceptance within the social service community will not require the time and attention it does with police departments, because of their own orientation toward social services. Nonetheless, the program must establish itself as an accepted member of that community.

Congenial working relationships between victim programs and other helping agencies are important not only because of the complementary nature of the work they do, but also because referrals will likely be made between them, if duplication of service is to be avoided. In addition, there may be a considerable overlap in clientele between the police and community agencies, and a good working relationship will ensure coordination of service delivery. Further, victim programs may find themselves in a position of advocating that others provide or extend services to crime victims, and this may be more readily acceptable if trust and good relations have already been established.

To do this it is necessary to identify all other agencies or groups who deal with crime victims. If a victim resource directory has been assembled, this will be an easy task; and if program staff have visited agencies in putting this together, they will have already done much to create a good working environment.

Another method of developing good working associations with important groups is to include their representatives on your Board of Directors or Advisory Board. This will involve others in your program, and provide an opportunity for them to get to know you and the program. This type of involvement gives others a stake in your future and some commitment to the program. These representatives can be instrumental in getting your program message across to their co-workers and encouraging them to interact with you. Conversely, you may become involved as a volunteer or director in their programs. The network of relationships build-up can prove to be valuable in the long run.

It is also necessary for victim programs to learn about other agencies. Find out what they actually do, how they do it, what they like doing, and what they are mandated to do. At the same time, let them know in detail what you do and how.

Community agencies will undoubtedly have a few concerns that will be raised by them. They will want to know -

- Is your service needed?
- Does your service overlap with theirs?
- Does your program serve the same clients as they do?
- Is your staff competent to do the work?
- How is your service delivered?
- How will your new program affect theirs?
- Does your program fit into the existing network community agencies?

If there is no duplication in service, and a commonality of interest, cooperation should result. Similar techniques used to train and educate police officers can be used with community agencies. Presentations can be given, written material can be provided, and their representatives can be invited to open houses.

Finally, set up a workable, formal (if possible) referral mechanism to ensure that the clients you send to them are attended to. When making referrals,

particularly at the start, follow-up on them and get feedback from agency staff (and clients) about its appropriateness and outcome. Any misinformation about their services are bound to surface and can be straightened away early, thus avoiding antagonizing others.

Relations with groups that maintain an advocacy role may be somewhat more complicated. Examples are organizations concerned with sexual assault, or parents of murdered children groups. These groups may be lobbying and advocating for the police department to change some procedures or practices. They may try to put pressure on your program, and this may in turn put the program in an awkward position in the department. It is possible that some will see the program as an apologist or window dressing for an image-wise department. Indeed, some advocacy agencies may not wish to deal with a police-based victim program.

To ignore these groups is to ignore a very important voice for victim concerns. Remember that your first concern, as well as theirs, is the crime victim, so work on that common interest. Also, keep in mind that these groups' goals are often two-pronged - service, as well as advocacy/education. Many offer needed services for victims; services that will benefit your clients.

One way to approach these groups is by getting together for informal information sharing. Even if you cannot become formally linked to advocacy groups, you should be aware of each others services and concerns, and this does not prohibit a cooperative relationship.

An open house or workshop would be a good way of promoting inter-agency cooperation. Invite representatives of all the agencies you deal with. It might be a good idea to invite an expert in the victim field to address the group, and have a workshop theme which can be discussed during the day.

MEDIA RELATIONS TECHNIQUES

The program should have a strong profile within the community. Experience has shown that use of a variety of communication media will produce the best results. Police officers also read and see the media, and so it may serve a dual function.

Keep in mind that police departments usually have strict policies on contact with media. Be sure that such policies are understood and complied

with. For example, it may be that only the Chief of Police or a designated subordinate may release information to the media. If so, the content of the information must be tailored to that spokesman.

Publicity with the media is meant to achieve several purposes -

- to publicize the program
- to encourage public support for the program
- to raise the public's awareness of victim needs and rights
- to encourage victims of non-reported crime to seek assistance from the program
- to request public advocacy of victim rights, and
- to request program volunteers.

Sources of publicity can be television, radio, newspapers and magazines. These media are constantly on the lookout for good news and public interest stories, and may have specific staff to cover police and court news. Further, victim rights and victim-oriented stories are issues the public cares about and therefore of interest to these media.

The following are some suggestions aimed to help you use the media to your advantage.

Press releases

Press or news releases account for much of the communication between news editors and organizations. Program implementation would be a suitable event to warrant a press release, as would introduction of an additional service, or expansion to cover a larger territory.

Some rules of thumb - make it short (1 page, double spaced)

- type it
- include the purpose of the message and some background information
- include the agency's name, address and telephone number in case editors wish to reach you
- find out beforehand who to send the release to
- deliver personally if feasible or
- follow-up by telephone to ensure it reaches the right person.

Feature articles

It is sad to say, but frequently, tragic incidents have prompted concern about victims' rights and services. If a program has been involved in a noteworthy case and

has the approval of the client and police department, it may make suitable material for a feature article.

Feature stories not only contain information about a program, but due to their length are able to present more in-depth details and interpretation of the material. They can be very effective in their public relations function.

Experience has shown that some victims are willing and even anxious to air their concerns publicly. Care should always be taken to handle such articles with caution and dignity, and to obtain authorization from victims to release names and information.

Findings about the needs of crime victims in your area may be the germ of an interesting article. No doubt during the planning phase, interesting material was uncovered about victims' needs. This kind of data could be used to lead off an article that describes the program in some depth.

Usually a pitch letter is sent to the media to interest them, as normally they would prefer to write the article themselves. Include a photograph to heighten their interest.

Public service announcements (PSA)

Most radio, television and newspapers provide forums for public service announcements for non-profit organizations. Generally, they are aired or published on regular schedules. Treat the PSA like a press release, but remember that it should be conversational in tone if the broadcast medium is either radio or television. There may be a specific format that has to be followed in writing a public service announcement so it is wise to investigate beforehand.

Television

Television stations may use information and footage about your organization in several different ways. It may be part of a news report, a news 'feature' or a 'victim special'. Different types of programs require different approaches. Make enquiries beforehand. Community information programming may require considerable lead time and there may also be other criteria for acceptance (e.g., non-profit, tax-exempt organizations only).

OPEN HOUSES

At times it may be more effective to go directly to the public, rather than use the media for publicity. This can be done by way of an open house. Many police departments hold annual open houses, particularly those with community service sections.

An alternative may be to set up a booth in a public place (e.g., a shopping center or library). This is often done alongside displays by other interest groups.

At these times, people will invariably request information about the program. Business cards, pamphlets and posters provide good value for the money, and they can be used for other purposes. Pamphlets can be left with victims by officers; posters can be displayed within the police department and in public places; and business cards can be left with other agencies' staff.

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Viano, Emilio. Victim/Witness Programs: Human Services of the 80's. Emilio Viano, ed. Visage Press. Washington, D.C. 1980

Discusses some of the features of a meaningful training program, as well as a discussion of officers' attitudes about victim programs.

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This publication provides "information on the general impact of victimization and on methods for dealing with (its) consequences". It presents 3 training curricula requiring 8 hours, 24 hours and 1 week respectively. Contents in each are similar, but the longer training periods are more intensive and detailed. Each training segment includes the training sequence, objectives, resource materials, possible training methods (five options), training aids, content and instructor guidelines.

SECTION F

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VOLUNTEERS IN VICTIM SERVICE PROGRAMS

A HISTORY OF SERVICE

Volunteerism has been part of the victim movement from its inception. In fact, volunteers can be said to have started this movement. It was concerned citizens who opened womens' shelters, who founded sexual assault centers, who started groups that help families of homicide victims, and who lobbied governments for changes in legislation to take into account victim concerns.

Oftentimes, these initiators were crime victims themselves who cared enough to help others; other times, professionals with expertise in certain areas donated their time.

The services that emerged were primarily community based, but it has only been a small step for volunteers to move into programs that are police based. Many police programs have successfully adopted the volunteer model.

The option to use volunteers (or not) is up to individual programs, and this decision will be informed by the unique environment and characteristics of each program and each department. Programs that decide to use volunteers are not assumed to be 'better' than those who do not - it is one of several program model options.

Why use Volunteers?

Volunteers have been a highlight of many police-based victim programs. Apart from the obvious financial benefits, there are many good reasons why volunteers can form a valuable program component. One important rationale is that many concerned citizens are interested and committed to improving the quality of life of those in need, and will do a good job for the program. Volunteers can also provide programs and departments with a link to the community and an objective viewpoint about victim services. Further, volunteers may possess specific expertise in certain

areas, and have time to devote to the program.

Volunteers are not a 'free' source of help. There is considerable cost in terms of recruitment, training and supervision. A program that solicits volunteers help exclusively because of the economic benefits will likely not be a satisfactory experience for the volunteers, and this will be reflected in the quality of their work and the longevity of their service. As a result, it will not be a satisfactory experience for the program either.

Volunteers in many respects are equivalent to paid employees in that they require job descriptions, training, supervision and rewards in order to do a good job for you.

Programs encounter problems when they do not take the time to properly plan and implement these functions. However, if properly managed, a volunteer program can result in maximum benefit to both the program and the volunteers.

The information that follows does not attempt to provide a comprehensive guide to the recruitment, management, etc. of volunteers. There are many good books and courses that teach program managers step-by-step procedures to running volunteer programs. Some examples of this literature are noted at the end of this section. Rather, the information will discuss some of the features of volunteer management as they relate to victim service programs and specifically those in police departments.

USING VOLUNTEERS IN POLICE DEPARTMENTS

Will they be accepted?

There is no inherent reason why volunteers cannot or should not be used in the police setting. Some crime prevention and youth outreach programs have led the way in using volunteers and have proven themselves successful.

A concern sometimes mentioned is the confidential nature of police

information. This concern is equally true with paid employees as with volunteers. The issue is resolved by treating volunteers the same as paid employees. All volunteers should be well screened. A security check should be made on each, and an oath of confidentiality should be mandatory. In other words, if volunteers are well selected, as are paid employees of police departments, the issue of confidentiality should be of no greater concern.

The issue of volunteer usage is one that should be addressed with other members of the police department during the planning stages. Certainly senior police management should be made aware of and give their approval to it.

Further, patrol officers and others should be informed and allowed to articulate their feelings about referring cases to volunteers. If there is resistance, deal with the concerns up front and emphasize the training each volunteer will undertake.

Some officers may concur with using volunteers in most incidents, but oppose them in some specific incidents (for example, when there is some potential for violence). It is wise to be aware of these concerns, and to work out a method of operation that will suit all. This may mean that only paid staff will be used in given circumstances until the volunteer component has been 'proven'. Officers' concerns about victims are real, and in the long run, your accommodation will pay off in cooperative relationships.

Acceptance of volunteers by professional and/or office staff requires preparation, and does not come automatically with an explanation or statement of purpose. There may be some resistance or coolness on the part of professionals or a feeling of vulnerability for their own positions. If volunteers perceive this, it can discourage and frustrate them and obviously does not make for a good working environment. Likewise, if office personnel consider volunteers a nuisance or a threat to their jobs, the volunteers will not feel comfortable in their work.

The solution to these potential problems is in preparing the working community for the volunteers, and this will likely fall to the Volunteer Coordinator. Of course, acceptance and support of senior police administrators will be helpful in this task.

What volunteers can do

Direct Service:

Normally, volunteers are recruited to provide direct victim services. In this, the range of possible activities is wide, from crisis intervention to information giving. A program may select some volunteers to perform certain tasks, for example, if some are particularly adept at or interested in doing crisis intervening. Other volunteers might prefer to use the telephone to contact victims and to remain in the office.

The range of activities volunteers can perform is restricted only by limitations in the training program. Volunteers will not be comfortable doing things for which they have not been trained - again, highlighting the importance of a good training program. Realistically, training will have to be supported and reinforced with hands-on training ('training while doing' particularly early in each volunteer's involvement) and casework conferencing.

Training is also crucial to avoid mistakes in service giving. Volunteers often come in contact with crime victims and others at difficult times. Because of this, it is important that they be trained to offer appropriate assistance, so that no harm comes of their involvement.

* A description of service activities volunteers might engage in are discussed in Section C .

Administration:

One area that should not be overlooked is volunteers' capability for administrative as well as service tasks. In fact, the potential of doing this kind of work may attract some who otherwise would not be inclined to volunteer. Because some people volunteer to gain experience that they might not otherwise get, this may be an important feature of a volunteer program.

Some 'non-service', administrative tasks they might be called upon to perform are:

- report writing
- pamphlet design
- writing public relations material
- developing a resource directory and/or maintaining it
- screening and assigning cases to fellow volunteers
- recruiting volunteers
- scheduling volunteers' work timetables.

The important thing to remember is that volunteers' horizons do not end with service delivery concerns. They may be seeking other kinds of experiences and it is up to the program manager to tap their personal talents and interests. They should think in terms of administrative, management and training functions as well as service delivery.

VOLUNTEER MANAGEMENT

The Volunteer Coordinator

The task of running a program that has from 15 to 20 volunteers requires a full-time staff member to coordinate it. A smaller endeavor will be able to be managed with correspondingly less staff time. A volunteer coordinator is necessary because of the considerable time spend in recruiting, training and managing of volunteers, as well as the effort required for public relations and education functions.

As mentioned earlier, volunteers should be treated in much the same way as paid employees, and this means attention must be given not only to their training and management, but also to their job expectations and problems, their working conditions, their motivation and satisfaction. The volunteer coordinator performs all these roles. Because of this, volunteer management skills are probably more important than direct experience in victim services for the volunteer coordinator.

Ideally, the volunteer coordinator position should be filled early so that the person can participate in the program's planning stages as much as possible, and because this individual will probably be responsible for doing much of the groundwork to prepare the organization for volunteers.

Alternatively, the person directing program development may assume the preparatory functions of a volunteer director until that position is filled.

Responsibilities: The day-to-day job activities and job description of the Volunteer Coordinator have been sketched out elsewhere in this handbook. In addition, this person will also undertake the key functions mentioned above during the preparatory stages of the program.

The following elaborates some important areas of the Volunteer Coordinator's job responsibilities.

Recruitment

1. The first step in volunteer recruitment is to decide with others on the kind of volunteers wanted. When the coordinator is preparing the way for volunteer acceptance within the police department, it would be an opportune time to consult with others on the type of person others consider appropriate.

Another technique would be to set up a Recruitment Committee made up of selected individuals.

At this time, any limitations on the acceptance of volunteers, such as age and health requirements, should be identified, so that possible friction and misunderstanding will not occur later. Decisions should also be made whether any specific type of volunteer will be sought out.

For example, you may wish to ensure that members of your community's various ethnic groups are represented in the volunteer complement, and this may entail specific recruiting.

2. At this point, the program should also be laying out a recruitment policy that will be consistently followed. This will include establishment of ties with volunteer sources (for example, service groups), designing application forms, developing screening procedures, deciding on criteria for acceptance, putting together information packets for volunteer applicants, etc.
3. Decide on the forums that will be used to recruit volunteers. A new program will need extensive publicity and it will probably be worthwhile to use the mass media. This will serve the dual purpose of publicizing the program and improving public awareness, and volunteer recruitment.

Some volunteer source suggestions are to -

- Hold an open house where you can give a pitch about the program and sign up volunteers,
- Make presentations to specific groups you feel are fertile ground for recruitment. These might include service groups, special interest and advocacy groups, groups with special victim focuses, ethnic groups. Conduct on the spot enrollment and interviews if possible to make it easier for interested people.
- Go to educational institutions if you wish your program to be a practicum placement for social work or criminal justice students. Many programs have successfully used practicum students. Colleges and universities are also excellent sources of community volunteers - both young and old.
- Seek the advice and help of a volunteer centre in your community if one exists. If you are a member, some centers will both recruit and screen

applicants for you. These centers also have good literature on all aspects of running volunteer programs, and may have a course for managers. If a program does not have a specialist in volunteer co-ordination, then their help and information could prove valuable.

Recruiting tactics

An important hint for successful recruitment is to make a real outreach effort. This is especially true with new organizations. Make it easy for interested parties to apply. Travelling a considerable distance to fill out an application form may dampen the enthusiasm of potentially good people.

Outreach to specific groups can also be fruitful because group enthusiasm can be infectious and some who may not have the courage to enroll alone, may do so when their friends are also interested. (In this case, you may have to schedule acquaintances to work together.)

Be as specific as possible about what volunteers will actually be doing so that there is no misunderstanding or disappointment on their parts.

Training

A volunteer initiative will succeed or fail on the strength of its training. It is that crucial. Without proper training, volunteers will become confused, dissatisfied and eventually lose their enthusiasm for the work.

Each program will have to establish training to suit it uniquely. Training will be shaped by the department and the roles volunteers play in its program. This is no small task, but the work done in other centers can be helpful.

Volunteer Training

Training can consist of three different techniques - formal introductory training, in-service training, and hands-on training.

Introductory training: While details of the training program will depend on the service provided, a formal introduction to victim services and orientation to the program and the police department will be necessary. Most programs schedule these sessions at a specific times of the year, to

coincide with recruiting. Often they are held over a weekend or on successive days or evenings.

The content of the information will differ, but training should include discussion and elaboration in the following areas:

- Information about victim needs and the history and development of the victim movement, victim rights and victim programs.
- The history, role and aims of your program.
- Orientation and information about the criminal justice system, and the police department where the program is placed.
- Information about the social service agencies in the community and their relationships with the program.
- The day-to-day activities of the program including some concrete examples of how a volunteer might spend a working day.
- Elaboration of the services provided by volunteers.
 (First, the most common service activities should be explained. For example, if information about police case files is provided, what are the most common concern of victims? Another approach would be to break down services according to the type of offense the client has suffered (e.g., sex offenses, robbery, assault, etc.) or according to the method of service delivery (e.g., direct service by telephone or personal contact, referral, crisis intervention). Attention should also be paid to the potential needs of special victim groups like the young, the old, etc.)
- If crisis intervention activities are planned, this would require extensive training on procedures, mediation and security issues, along with training in counselling and referral skills.
- Skills necessary for performance of duties, including
 - notetaking/record keeping,
 - listening skills,
 - communication skills,
 - interviewing skills,
 - counselling skills,
 - assessing need for referral, making referrals,
 - mediation between clients,
 - termination of clients.

- Special considerations and case management practices such as
 - security of staff
 - confidentiality of information
 - appropriate conduct and dress code
 - police procedures and rules
 - police department policies

HINTS:

In conducting the training, encourage volunteer involvement and interaction by inviting questions and feedback. Where possible, use role-playing techniques to help prepare volunteers for the job they will be doing. It is also a good idea to bring in different people (experts) to make presentations. For example, ask the Chief or a senior officer to welcome volunteers and introducing them to the department, or bring in a sexual assault team member to discuss that offense. A variety of presenters and topics will prevent boredom.

In-Service Training: During the course of their association with your program, volunteers will need periodic training sessions to reinforce and enrich the introductory training, and to expose them to new information that can be helpful in doing their jobs. In fact, most programs with no volunteer component also use this training technique. Sessions can be conducted by the person in charge of the program or by some expert in the community. Remember that other helping agencies are just as anxious as you to have their programs publicized. A good example may be to arrange a presentation by the director of a shelter, or a court official. Volunteers welcome these breaks in their working routine, which also contribute to their own personal storehouse of knowledge.

These events also provide an opportunity to get all volunteers together for other purposes and help maintain enthusiasm and motivation.

Hands-On Training: Hands-on training is the informal personal guidance and help volunteers require and receive during the course of their program involvement. It is particularly important during their first few months of service.

It is virtually impossible to expect that every bit of information

and every potential question will be addressed during the formal training program. In fact, you would not wish to do this as volunteers might be overwhelmed and lose interest. As a result, informal, daily training or guidance is needed.

It is particularly important if volunteers are asked to answer queries from the public, or to provide service in difficult cases. The responsibility for this type of training falls to the Volunteer Coordinator who must be available, or who must designate another person to answer questions and give advice. As volunteers become more experienced, they may take over some of these tasks in helping newer staff.

Supervising/Managing Volunteers

It is not true that volunteers cannot, or will not, be supervised. They should be treated like any other employee. In fact, because volunteers do not have a salary reward, good supervision is required to maintain motivation and to encourage good effort and progress.

The aim of good supervision is to make volunteers feel like an important part of a well-run organization. They should understand that they have responsibilities and duties which are valued by the organization, and they should be allowed some involvement in organization maintenance and development.

The Volunteer Coordinator, as their supervisor, is the vital link in that process. It is that person's duty to clarify goals and objectives for the volunteers, to act as a resource person or a link to others in the department and other agencies, and to reassure volunteers that they are doing good and valued work.

In other words, the Volunteer Coordinator is responsible not only for seeing that all shifts are covered, and is available for supervisory duties, but also must engage in techniques to enhance volunteer performance and satisfaction.

Some of the following ideas may be adopted:

1. Articulate clearly what is expected of volunteers and what their responsibilities are. This should be written down and discussed with each, or with the volunteers as a group. The worst situation would be to have volunteers wandering around unsure of

what is expected of them. Without fail this will lead to dropouts.

2. Invite volunteers to team or staff meetings, and solicit their ideas and discussion on program achievements and problem areas. Because of their involvement in service-giving activities they will have substantive concerns and probably good suggestions. Volunteers should also be consulted when planning future directions for the program.
3. Match up particular volunteers to work that is of interest to them. Some people come with strong backgrounds or interest in certain areas. For example, some may be quite interested in doing administrative or public relations work. Explore their interests with them and evaluate strengths and weaknesses, and then tailor their work and make the best use of their skills.
A note of caution: Don't allow some individuals to skim off all the best or most exciting work as this will cause resentment in others.
4. Don't take volunteers for granted. Pay attention to each volunteer, not only those who are most vocal or who perform more high profile work. It is a good idea to keep records of each volunteer's assignments, interviews and evaluations. This will ensure you do not unintentionally overlook anyone.
On a more informal level, be aware of the need to acknowledge each volunteer's contribution on a daily basis, acknowledging their presence and thanking them when they leave.
5. Don't place too much responsibility or workload on any volunteer, especially too soon in their involvement with the program. Sometimes in their enthusiasm, they will take on too much. Eventually this over-commitment will lead to burnout and dropout. An adept supervisor can avoid this. Aim more toward limiting volunteer work loads to ensure longterm 'employees'.
6. Be constructive in your intermittent evaluation conferences and in the daily assistance you give volunteers in case management. Emphasize the positive and take a constructive approach to their limitations.

In general, the supervisor will aim to make volunteers identify with the program - to think of it in terms of 'our program' not 'their program'. Because this feeling will develop over time and as a result of positive involvement within the program, effective supervisory skills are imperative.

Volunteer Rewards

The most important reward volunteers can receive is recognition on a daily basis of the work they do. But because volunteers do not have the recognition of a pay cheque, other types of rewards are appreciated. The rewards don't have to be of great monetary value, but they should come at designated times during a volunteer's service and at its termination. Often these are given at Volunteer Appreciation Nights. Apart from being formally recognized before their peers and supervisors, some memento can be given. An item bearing the insignia of the department would be appropriate.

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