EXECUTIVE TRAINING PROGRAM IN ADVANCED CRIMINAL JUSTICE PRACTICES
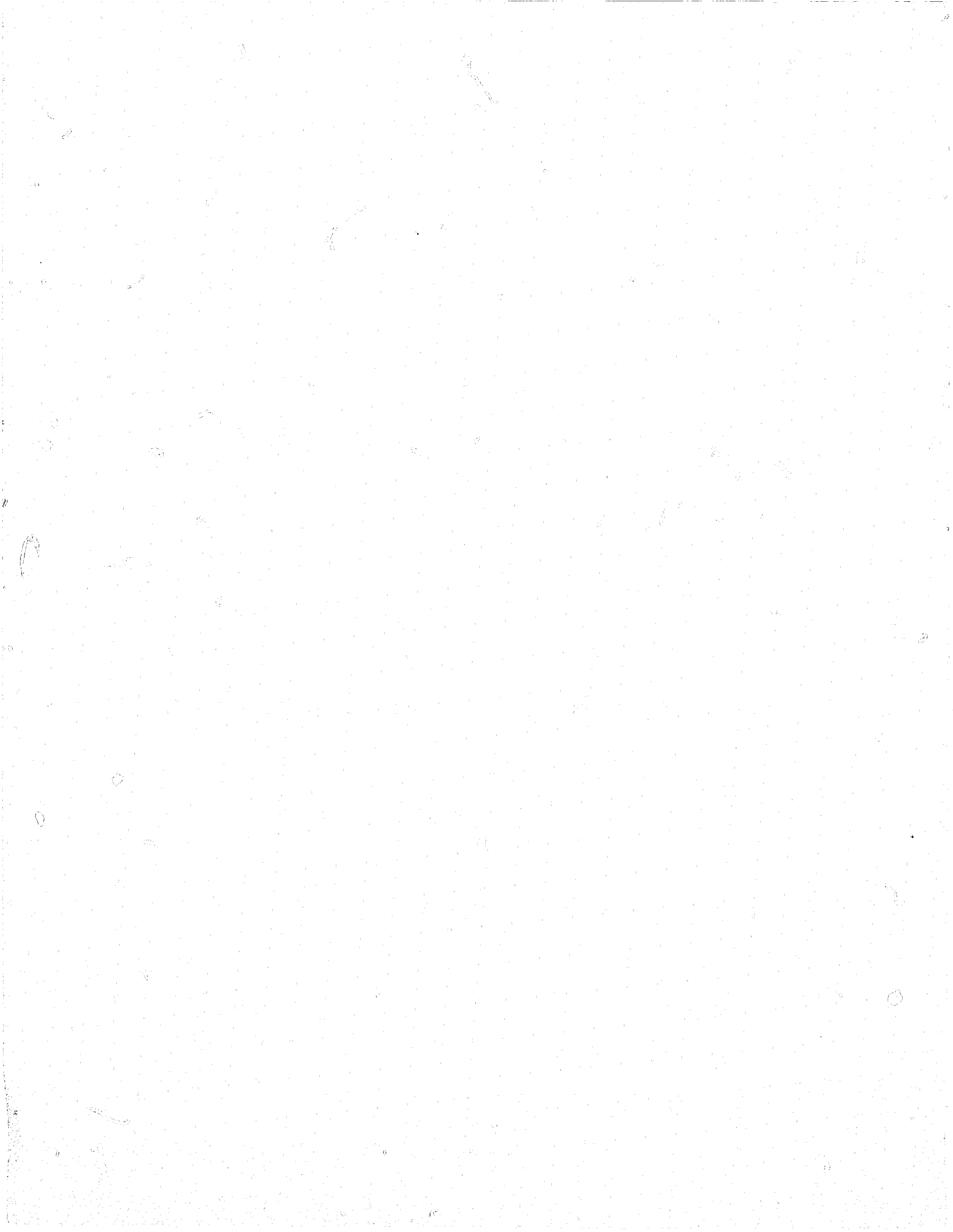
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VICTIM/WITNESS SERVICES

TRAINER'S HANDBOOK

OFFICE OF DEVELOPMENT, TESTING,
  AND DISSEMINATION
NATIONAL INSTITUTE OF LAW ENFORCEMENT
  AND CRIMINAL JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
UNITED STATES DEPARTMENT OF JUSTICE

VICTIM/WITNESS SERVICES

TRAINER'S HANDBOOK

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DAY III

THE EXECUTIVE TRAINING PROGRAM

IN ADVANCED CRIMINAL JUSTICE PRACTICES

Introduction

The Executive Training Program in Advanced Criminal Justice Practices
is a nationwide training effort that offers states and local jurisdictions the
opportunity to learn about improved criminal justice procedures and put them
into operation. The Executive Training Program is sponsored by the National
Institute of Law Enforcement and Criminal Justice (NILECJ), the research center
of the Law Enforcement Assistance Administration, United States Department
of Justice.

The National Institute supports wide-ranging research in many legal,
sociological, psychological, and technological areas related to law enforce-
ment and criminal justice. It also follows through with the essential steps
of evaluating research and action projects and disseminating information on
them to encourage early and widespread adoption.

The Executive Training Program is one of the Institute's priority efforts
at transferring research results to actual application in police departments,
courts, and correctional institutions across the country. In this program,
top criminal justice administrators and other decisionmaking officials of
courts, corrections, and police agencies in each state are selected to
participate in workshops and other training activities across the country.
The aim of the Executive Training Program is to help states and local
jurisdictions develop the capacity to use new procedures derived from research
findings or designed and developed by the Institute's Office of Development,
Testing, and Dissemination through its Exemplary Projects Program and
Program Models publication series.

Goals

The primary goal of the Executive Training Program is to enable criminal
justice executives and policyshapers to bring about adoption of improved court,
corrections, and police practices identified or developed by the National
Institute.

As LEAA's research, evaluation, and technology transfer arm, the Institute
works to devise improved methods to control crime and strengthen the criminal
justice system and to train law enforcement and criminal justice personnel to
use these more promising approaches.

To introduce the new practices throughout the nation, the Institute's
Executive Training Program:

- Informs influential policymakers about new practices and their
  potential for improving the criminal justice system, and

- Giv´s them the knowledge and skills needed to apply these methods in their jurisdictions.

Approach

Techniques that have been shown to work or that promise improve effectiveness or efficiency are presented to key criminal justice executives and decisionmaking officials in Training Workshops, Field Test Training, Follow-On Training, and Special National Workshops. Eight topics have been identified by the National Institute for training sessions that began in late 1976 for selected senior staff and officials of state and local agencies.

The Executive Training Program was designed, and is conducted and managed, by University Research Corporation (URC), a national training organization based in Washington, D.C.

URC curriculum designers, trainers, and logistics staff are working with the National Institute, selected criminal justice experts, and local projects that have successfully carried out advanced practices. Some portions of the training are conducted under URC's supervision by consulting firms experienced in criminal justice training.

Program Activities

Three types of activities are being carried out during the two-year program to facilitate the transfer of advanced practices to local jurisdictions.

1. Training Workshops

Eight Workshop series are being presented across the country. Each Workshop runs for about three days. It is devoted to one topic, and is open to 60 top criminal justice policymakers from throughout the geographical area of the Workshop presentation. At the first four Workshop series, participants learned new techniques for programs on:

- Managing Criminal Investigations
- Juror Usage and Management
- Prison Grievance Mechanisms
- Rape and Its Victims.

Beginning in September 1977, Workshops were presented around the country on:

- Managing Patrol Operations
- Developing Sentencing Guidelines
- Health Care in Correctional Institutions
- Victim/Witness Services.

Nationally known experts assist in developing training and present portions of the Training Workshops. Training designers work with the Institute, the national experts, and researchers from Exemplary Projects or Program Models to ensure clear presentation of concepts and appropriate guidelines for implementation. Participants receive individual program planning guides, self-instructional materials, handbooks, and manuals.

Certificates acknowledging the competence of participants to implement the new procedures are awarded at the conclusion of training. In cases special need, local training support may be provided after the participants begin the implementation process in their jurisdictions.

The training topics were selected from among the most promising models developed under NILECJ auspices, including models derived from:

- Research Results - Improved criminal justice practices
  derived from research findings.

- Exemplary Projects - Projects that show documented success
  in controlling specific crimes or that have demonstrated
  measurable improvement in criminal justice service.

- Program Models - Syntheses of the most advanced techniques,
  including operational guidelines, that can be followed
  in locales throughout the country.

Following each Training Workshop, up to six days of follow-on training is available, on a regional basis, to assist local agencies in direct application of skills learned in these executive training events.

2. Field Test Training

Each year, Workshop topics may be selected for field testing in up to 10 jurisdictions. During 1976, "field test" sites were selected to implement projects in Managing Criminal Investigations and Juror Usage and Management.

The Executive Training Program will provide assistance to three Neighborhood Justice Center (NJC) test sites in Atlanta, Kansas City, and Los Angeles. A Neighborhood Justice Center is a community-based project that seeks to resolve conflicts between people with a continuing relationship without recourse to the courts. The Centers will recruit and train community people to apply the techniques of mediation and arbitration to disputes. ETP will be responsible for assisting these three project sites prepare grant applications; conducting a seminar for the project staffs at the beginning of the test period; providing 30 days of follow-on training assistance to each center during the start-up period; and conducting NJC Directors' conferences during the course of the contract.

The field tests focus national attention on the new procedures and evaluate their effectiveness and transferability to other jurisdictions throughout the country. The communities selected are those considered most likely to be able to carry out model projects.

Representatives from the test sites, selected by specialists most familiar with the new procedures to be implemented, receive Field Test Training designed to:

- Prepare test site staff to operate or implement their
  projects,

- Identify needs for follow-on training, and
- Determine the most effective format for Training Workshops in the procedures.

Participants have clearly defined and specifically outlined implementation plans when they return to their jurisdictions. Each site receives 30 days of follow-on training over an 18-month period--designed to provide ideas and recommendations for tailoring the program to local needs. The training helps local groups develop the capacity to solve their own problems and to share ideas and experiences with other field test projects.

3. Special National Workshops

Special National Workshops are part of the Executive Training Program. They are held for criminal justice policymakers on significant topics selected by the National Institute. The first Seminars focused on:

- Argersinger v. Hamlin - The 1972 Argersinger v. Hamlin decision, mandating that counsel be provided for all defendants who faced the possibility of incarceration, had a major impact on the court system. The seminar focused on this decision and the problems associated with the delivery of legal counsel to indigent defendants.

- Update '77 - This seminar brought mayors and county chairpersons from across the nation to Washington, D.C. to discuss the role of the local elected executives in planning and developing programs and approaches in law enforcement and criminal justice. LEAA/NILECJ Demonstration Projects, research findings, Exemplary Projects, and other resources were discussed as potential solutions to problems faced by these chief executives.

- Determinate Sentencing - A great deal of attention has recently been focused on the determinate or "fixed" sentence concept. This seminar provided an in-depth analysis of this trend and its effect on both the judicial and correctional systems at the national and state levels. Current legislation and laws in California, Indiana, and Maine were discussed in depth together with related issues impacting on police, prosecution, courts, and corrections.

Other Special National Workshops scheduled in 1978 include: Stochastic Modeling (data analysis techniques for law enforcement planners and analysts); Forensic Science Services in the Administration of Justice; Plea Bargaining; Pre-Trial Release; Mental Health in Corrections; and Update '78.

Recommendations for problem-solving are provided by criminal justice experts and others who have already dealt with these problems or whose theoretical and analytical contributions can be helpful in the implementation effort.

Results

The Office of Development, Testing, and Dissemination of the National Institute anticipates that the Executive Training Program will equip criminal justice executives to return to their communities with the knowledge and skills to improve delivery of criminal justice services and thus help to shape a safer environment. It also offers participants a personal benefit--the chance to enhance their own skills and career potential.

About ODTD

The Office of Development, Testing, and Dissemination (ODTD) is responsible for distilling research, transforming the theoretical into the practical, and identifying programs with measurable records of success that deserve widespread application. In selected instances, ODTD may also provide financial and technical assistance to adapt and test these practices in several communities. The result is that criminal justice professionals are given ready access to some of the best field test programs, or those experimental approaches that exhibit good potential.

ODTD has developed a structured, organized system to bridge: (1) the operational gap between theory and practice; and (2) the communication gap between researchers and criminal justice personnel scattered across the country. ODTD's comprehensive program provides:

- Practical guidelines for model criminal justice programs
- Training workshops for criminal justice executives in selected model programs
- Field tests of important new approaches in different environments
- International criminal justice clearinghouse and reference services for the entire criminal justice community.

To perform these tasks, ODTD operates through three interdependent divisions-- Model Program Development, Training and Testing, and Reference and Dissemination-- whose functions serve as a systematic "thoroughfare" for identifying, documenting, and publicizing progress in the criminal justice field.

CONSULTANTS TO
THE VICTIM/WITNESS SERVICES PROGRAM

We would like to express our appreciation to and acknowledge the assistance of the following persons who furnished information, materials, and support for this project:

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ABOUT THE PROJECT STAFF

SHELDON S. STEINBERG, Project Director

      Dr. Steinberg, Ed.D., is widely recognized as one of the nation's leading
educators, administrators, and managers of large-scale national training efforts.
His experience has ranged from the management of national training programs for
executives, to law enforcement personnel, and to paraprofessionals in a wide
variety of human services agencies. He has directed and/or participated in many
large research and evaluation projects, including The Health and Hospitals
Governing Commission of Cook County, Illinois; the State of Hawaii Governor's
Office, and current projects in the law enforcement and criminal justice and the
alcoholism and drug abuse fields. He has designed training systems and materials
in various fields ranging across both the cognitive and affective domain. Dr.
Steinberg is fully familiar with the various elements of a training system--
evaluation, needs assessment, training design and delivery, audiovisual media,
materials development, etc., and he possesses the broad management skills and
experience necessary to national training programs. Dr. Steinberg, as senior
vice president of University Research Corporation, provides professional leader-
ship within the corporation as well as to corporate affiliates. Since 1967, he
has served as a member of the Board of Directors of URC providing policy guidance
and leadership to the firm.

EMILIO C. VIANO, Team Leader

      Emilio C. Viano, Ph.D., is associate professor at the American University's
Center for the Administration of Justice in Washington, D.C. He is the founder and
the editor-in-chief of Victimology: An International Journal. Dr. Viano is also
the Secretary-Treasurer of the International Society of Victimology and the Treasurer
of the International Association of Penal Law (American section).

      He is author of several articles that have appeared in scholarly journals,
and is editor of Victims and Society; co-author of Social Problems and Criminal
Justice; co-editor (with Alvin Cohn) of Police Community Relations: Images,
Roles, Realities; co-editor (with Israel Drapkin) of Victimology and of
Victimology: A New Focus, a five volume series; co-editor (with Jeffrey Reiman)
of The Police in Society and editor of Criminal Justice Research. He also
co-authored Management of Probation Services (vols. I and II) and Decision Making
in Administration of Probation Services, published by the National Council on
Crime and Delinquency.

      During 1973-74, Dr. Viano was the director of the special project, "The
Humanities and the Police Function," funded by the National Endowment for the
Humanities. During 1974-76, he was visiting associate professor at the Institute
of Criminal Justice and Criminology of the University of Maryland. In 1975, he
organized and directed the International Institute of Victimology held in Bellagio,

Italy, that was supported with funds of the Scientific Affairs Committee of the
North Atlantic Treaty Organization and the National Science Foundation. During
1976-77, Dr. Viano served as one of the trainers who developed and delivered the
Executive Training Program Workshop on "Rape and Its Victims."

DEBORAH Y. JACQUIN

Ms. Jacquin has served as the director of Pima County's Adult Diversion and
Victim/Witness programs in Arizona. From its inception, this program involved
courts, prosecutors, public defenders, the private bar, the Tucson Police Depart-
ment, Pima County Sheriff's Office, Department of Public Safety, the South
Tucson Police Department, and victims. She developed and directed the City
Diversion Program, the Unlawful Possession of Marijuana Diversion Program, and
the Victim/Witness Advocate Program.

Ms. Jacquin also has served as director of the Correctional Volunteer Center.
Her work has involved her in the fields of community planning, alcoholism,
corrections, poverty programs, job development, drug abuse, and community action.
She has served as a consultant to the National Institute of Mental Health, the
Law Enforcement Assistance Administration, and the Drug Enforcement Administration.
Among her honors are: The Distinguished Citizen Award from the University of
Arizona; selection in Washington, D.C., as one of the 10 outstanding Young Women
in America; Arizona Woman of the Year; and the City of Tucson Distinguished Citizen
Award. She is presently pursuing a Ph.D. in counseling and guidance.

HERBERT C. JONES

Mr. Jones was named director of the National District Attorney's Association
Commission on Victim Witness Assistance in May 1977. Since the inception of the
Commission in October 1974, under a one million dollar Law Enforcement Assistance
Administration grant, Mr. Jones has served as one of the Commission's original
eight Unit Chiefs. Although little was known at that time about successful methods
to aid victims and witnesses of crime, Mr. Jones established a comprehensive
victim witness assistance program in New Orleans. His unit conducted victim/
witness surveys and offered a range of services: social service referral, property
return, employer intervention, transportation, court escort, witness briefings,
and case notification. The notification services alone saved the city a consider-
able amount of time and money, especially in police manpower. Recognizing the
importance of public information for the victim/witness program, Mr. Jones
appeared on many television and radio talk shows and was featured in Ebony
magazine for his work on victim/witness assistance. He has also made presentations
before colleges, law schools, the National College of District Attorneys, and many
criminal justice conferences and advisory commissions. He is presently writing a
chapter for a book to be produced by the National College of District Attorneys
that outlines methods available to prosecutors for the establishment of victim/
witness assistance programs.

MARGARET A. NEUSE

Ms. Neuse, M.A., M.P.H., has worked for seven years in the health services
delivery field. She received her masters in public health from Tulane University's
School of Public Health and Tropical Medicine with specialization in family health
and population studies. As a health educator and researcher, she worked in clinic

programs in El Salvador, Haiti, and Louisiana. Since joining URC in 1974, she has provided training and technical assistance to international, state, and local health care programs in self-evaluation procedures to be used in the assessment and improvement of a variety of services, including family planning, primary medical care, dental care, and health education. In addition to her work with health care programs and their administrators, she has also worked with correctional administrators and evaluators while providing training on management-oriented evaluation procedures for corrections, a workshop series conducted under a grant with LEAA in 1975-76.

JAMES P. SCHILLER

Mr. Schiller is currently director of Milwaukee County's Project Turnaround. This is a multi-service program to improve services for crime victims, witnesses, and jurors. The project, sponsored by the Law Enforcement Assistance Administration and the county, covers such services as witness support and appearance management, protection, sensitive crime prosecution, a citizen victim complaint office, and a computerized criminal justice information system (witness routing and case-tracking system) called JUSTIS. Previously, Mr. Schiller served for three and one-half years as an administrator in the Welfare Department's Administrative Services Division, and for eleven years he worked in budget analyses for the County and City of Milwaukee. Mr. Schiller has the Certified Administrative Manager and Able Toastmaster (Toastmasters International) designations.

ORA A. SPAID

Mr. Spaid is a training specialist with URC and has assisted in the design and delivery of workshops on jury usage and management, rape and its victims, and developing sentencing guidelines, as well as victim/witness services. Before joining URC, Mr. Spaid was an independent consultant for 10 years, serving a variety of firms and organizations in management, training, health, aging, child development, energy, personnel, human relations, grantsmanship, public relations, corrections, housing, and other subjects. In addition, he was a newspaperman for 15 years and has written for numerous publications. He also served for four years as agency director for a community action agency in North Carolina.

INTRODUCTION TO THE HANDBOOK

The Trainer's Handbook for Victim/Witness Services describes the Regional
Training Workshop program and curriculum followed. The material consists of the
formats for the formal presentations, seminars, and group work sessions. Goals
and a rationale are clearly defined for each session. Outlines of material
presented and pertinent instructions and worksheets are inserted at the
appropriate places.

This material is meant to guide the trainer through the Workshop presentations
and in the completion of training tasks. The statement of the goals of each
session is meant to provide the trainer with a clear sense of purpose and direction
and give him or her concrete guidelines. The rationale provided for each session
explains the reasons behind the overall, as well as the detailed, design of the
sessions. The worksheets and accompanying instructions will make it easier for
the trainer to accomplish instructing and facilitating tasks successfully.

Background Papers and Reference Materials for some sessions are contained in
Part II of the Participant's Handbook and Manual. These materials provide a
distillation of research in the field; the identification of successful programs;
the description of promising, experimental approaches; synopses of the most
relevant legal and programmatic trends in the field; and the outline of proven
planning and managerial approaches to victim/witness services.

The papers and other materials, written to accompany and supplement oral
presentations and discussions during a number of Workshop sessions, are listed
by title in the "Materials/Logistics" description at the beginning of appropriate
sessions and are also referred to in the Workshop presentations. They are meant
to provide trainers with essential, current information on the most important
aspects of victim/witness services and to facilitate their role of fostering the
understanding of the types of services that can be offered, the best approaches
to their delivery, and the benefits to be derived from their implementation.

Following is a complete list of the materials contained in Part II of the
Participant's Handbook and Manual:

Session 2: Overview of Victim/Witness Problems

      ● Victims: The Forgotten People
      ● Profile of the System Witness
      ● Summary of Crime-Related Victim Problems

Session 5: Introduction to the Concurrent Seminars

      ● Outline I: Victim/Witness Services
      ● Outline II: Victim/Witness Services Needed
        at Different Stages
      ● Summary of Victim/Witness Services

Session 6A: Crisis Intervention and Management, Social
            Service Assistance and Referral

    ● Summary of Crisis Intervention Theory and
      Practice
    ● Summary Descriptions of Victim/Witness Programs

Session 6B: Court-Related Information, Witness Notification
            and Protection, Property Return, and Compensation
            and Restitution

    ● Overview of Court-Related Victim/Witness Services
    ● Samples of Victim/Witness Information and
      Notification Letters
    ● Criminal Justice System Services Meeting Victim/
      Witness Needs
    ● Information and Notification Systems
    ● Budgets for Victim/Witness Services in Large,
      Medium, and Small Jurisdictions
    ● Victim Compensation Laws
    ● Restitution to Crime Victims

Session 8: Developing a Service Plan

    ● Designing a Victim/Witness Program

Session 10: Strategies for Implementing Change

    ● Implementing Innovation

WORKSHOP OBJECTIVE

    By the end of the Workshop, participants from the same community will have
identified together those victim/witness services needing initiation, improvement,
coordination, or further study in their communities. They will have learned about
appropriate technologies, and will have developed an implementation plan for their
use.

VICTIM/WITNESS SERVICES (VWS)

WORKSHOP SCHEDULE

DAY I

1:00 p.m. - 1:45 p.m.	Session 1	Introduction to the Workshop
2:00 p.m. - 3:00 p.m.	Session 2	Overview of Victim/Witness Problems
3:15 p.m. - 4:15 p.m.	Session 3	Identifying Victim/Witness Problems and Services by Occupational Affiliation
4:30 p.m. - 5:00 p.m.	Session 4	Plenary Feedback Session

DAY II

9:00 a.m. - 9:30 a.m.	Session 5	Introduction to Concurrent Seminars
9:45 a.m. - 12:00 noon	Session 6	Concurrent Seminars:

6A: Crisis Intervention and Management/Social Services Assistance and Referrals

6B: Court-Related Information/ Witness Notification and Protection/Property Return/ Compensation and Restitution

1:30 p.m. - 2:45 p.m.	Session 7	Identifying Priority Service Needs
3:00 p.m. - 4:15 p.m.	Session 8	Developing a Service Plan
4:30 p.m. - 5:00 p.m.	Session 9	Plenary Feedback Session

DAY III

9:00 a.m. - 10:00 a.m.	Session 10	Strategies for Implementing Change
10:15 a.m. - 11:30 a.m.	Session 11	Developing a Community Action Plan
11:45 a.m. - 12:30 p.m.	Session 12	Feedback on the Community Action Plan
12:30 p.m. - 1:00 p.m.	Session 13	Workshop Conclusion

DAY I

1:00 p.m. - 1:45 p.m.	Session 1	Introduction to the Workshop
2:00 p.m. - 3:00 p.m.	Session 2	Overview of Victim/Witness Problems
3:15 p.m. - 4:15 p.m.	Session 3	Identifying Victim/Witness Problems and Services by Occupational Affiliation
4:30 p.m. - 5:00 p.m.	Session 4	Plenary Feedback Session

Session 1

DAY I

1:00 - 1:45 p.m.

INTRODUCTION TO THE WORKSHOP

Goals of the Session

At the end of the session, the participants will have a greater understanding of:

- The mandate and structure of NILECJ and the ETP Workshops

- The rationale for selecting Victim/Witness Services as a Workshop topic

- The development process used for Workshop design

- The goals and objectives for the Workshop, the flow of sessions, and the topics

- The rationale for participant selection

- The materials contained in the Participant's Handbook and Manual

- The qualifications and roles of the training staff.

Rationale

The general purpose of the Workshop is to increase the awareness of community teams (representatives from law enforcement, prosecution, city or county government, and service-oriented organizations) about the problems encountered by victims and witnesses and the attendant problems for the criminal justice system. Participants will also increase their knowledge and skills in planning and implementing appropriate services to address the problems found in their communities. Because relatively few funds are available for the implementation of new victim/witness services, the coordination and cooperation of community agencies will be necessary if services are to be initiated or continued. This collaboration should involve at least representatives from the areas mentioned above, in order that informed decisionmaking and action take place and the benefits of victim/witness services are realized in more communities.

Method

Presentation to large group.

Materials/Logistics

Meeting room large enough for at least 70 persons; seats arranged in theater style

Chart with Workshop objectives

Chart with Workshop schedule

Participant's Handbook and Manual, one for each participant.

VICTIM/WITNESS SERVICES

WORKSHOP CURRICULUM

DAY I

SESSION 1		SESSION 2		SESSION 3		SESSION 4
Introduction	→	Overview of V/W Problems	→	Identification of V/W Problems/Needs by Occupation	→	Feedback

VICTIM/WITNESS SERVICES

WORKSHOP CURRICULUM

DAY II

SESSION 5		SESSION 6		SESSION 7		SESSION 8		SESSION 9
Introduction to Seminars	→	6A: Seminar: Crisis Intervention ------------------ 6B: Seminar: Court- Related Services	→	Identify Priority Service Needs	→	Develop Service Plan	→	Feedback

VICTIM/WITNESS SERVICES

WORKSHOP CURRICULUM

DAY III

SESSION 10		SESSION 11		SESSION 12		SESSION 13
Strategies for Change	→	Develop Community Action Plan (C.A.P.)	→	Feedback on C.A.P.	→	Conclusion

CONTENT	METHOD
General Purpose of the Workshop Welcome is extended to participants and appreciation expressed for their interest in a workshop on victim/witness services. The general purpose of this Workshop is to increase their awareness of the problems of victims and witnesses and the attendant problems for the criminal justice system, and to increase their knowledge and skills in planning and implementing appropriate services to address the problems in their respective communities. The Workshop is intended to give them in-depth knowledge of issues, developments, and programs related to core services for victims and witnesses of crime as well as to plan for implementing appropriate services.	Lead Trainer (LT) makes brief presentation.
The representative(s) from the host state's State Planning Agency is introduced. The representative makes appropriate welcoming remarks and talks briefly about the Law Enforcement Assistance Administration (LEAA)/National Institute of Law Enforcement and Criminal Justice (NILECJ)/Office of Development, Testing, and Dissemination (ODTD).	Lead Trainer introduces welcomer. LT introduces other observers (if any).
LEAA/NILECJ/ODTD The topic of Victim/Witness Services is one of the eight topics in the Executive Training Program Workshop series. The other topics are: ● Managing Criminal Investigations ● Juror Usage and Management ● Prison Grievance Mechanisms ● Rape and Its Victims ● Managing Patrol Operations ● Developing Sentencing Guidelines ● Health Care in Correctional Institutions.	LEAA personnel or trainer presents briefly; refers participants to the more detailed information in their Participant's Handbook and Manual.

CONTENT	METHOD
ETP is sponsored by the Office of Development, Testing, and Dissemination (ODTD) of the National Institute of Law Enforcement and Criminal Justice (NILECJ), the research center of the Law Enforcement Assistance Administration (LEAA). NILECJ's mission is to identify new and innovative programs and approaches in the criminal justice system that will improve the effectiveness and efficiency of the police, courts, corrections, and community. As part of its work, NILECJ evaluates programs, conducts special studies, and, when appropriate innovations are found, provides training to the relevant agencies. In NILECJ, the Office of Development, Testing, and Dissemination is responsible for distilling research, transforming the theoretical into the practical, and identifying programs with measurable records of success that deserve widespread application. ODTD is involved in the development of program models, exemplary projects, and the operation of a National Criminal Justice Reference Service (NCJRS), as well as training programs.	

Emergence of Victim/Witness Services Topic

CONTENT	METHOD
The plight of victims and witnesses of crimes, as they try to cope with the complexities of the criminal justice system and the aftereffects of their experiences, has been a concern of growing numbers of community and criminal justice agencies. In antiquity, the importance and input of the victim into the criminal justice system was very strong. Gradually, the authority of the church and of the state assumed a preponderant role in the prosecution and punishment of the criminal. Crime was redefined as an offense against the state; damage to the victim was relegated to the civil court.	Trainer presents briefly.

CONTENT	METHOD
Now, however, there has been a resurgence of interest in the victim's rights and a realization of the importance of the victim's role in the criminal justice system. With the increased recognition of the dependence of the criminal justice system on the cooperation of victims and witnesses, attempts have been made in the last 10 years to address victim/witness problems in a meaningful way.	
NILECJ's interest and concern has also been growing for some years. NILECJ has funded pilot programs for the delivery of victim/witness services. (Specific references may be made, if appropriate.) Information about the relevant material is available through the Institute's NCJRS.	Trainer refers participants to NCJRS information and registration material, if available.

Development of the Workshop Design

In the development of this Workshop, the help of many consultants and practitioners in the field was enlisted. Their input was instrumental in directing the focus of the Workshop on core services of particular importance to victim/witness programs and in using the experience derived from delivering those services. Thus, it has been possible to develop useful lessons and helpful information for those trying to initiate or upgrade services.	Lead Trainer presents briefly.
Experts from all areas of the criminal justice field and those involved at the community level assisted us in this effort. (Refer to list of consultants in Participant's Handbook and Manual and identify some, if appropriate.)	Lead Trainer refers participants to the list of consultants in their Participant's Handbook and Manual.
Considerable reading and study of the literature and programs in the field of victim/witness services, as well as in the fields of planning, implementation, management, and change have been used in developing the Workshop content and approach. Much of the information and relevant materials are available to you in your Handbook.	

CONTENT	METHOD

Rationale for Participant Selection

The purpose of this Workshop is to transfer relevant information and technologies to enable participants from the same community to identify, as a team, victim/witness services needing initiation, improvement, or further study in their communities; and to develop a coordinated plan for implementation upon returning home. For this to be accomplished, participants were selected as members of community teams with representatives from those criminal justice agencies and executive and legislative agencies that affect the implementation of victim/witness services. Ideally, each community team should be composed of the following persons:

- Police chief, or a designee
- Chief prosecutor, or a designee
- Mayor and/or a chairperson of county board/commission
- Director of victim/witness services program, if one is in operation
- A representative of a community group, in those communities where a community group has been active in the delivery of victim/witness services.

Since all of these representatives have a role to play in the development or improvement of victim/witness services, all should have a common understanding of their community's needs, of the different options for providing services, of how to implement the services, and of the potential benefits for their agencies. They should also have developed an appreciation for the need for coordination of their efforts to ensure ultimate success.

CONTENT	METHOD

We recognize that we have a mixed audience in terms of level of knowledge and experience with victim/witness services. We felt that this would be beneficial, since those who have no experience in this field can learn from those who already have some. However, we have had to orient the content of the Workshop at a level that, at times, may seem elementary to some and advanced to others. We hope that you will feel free to ask questions that go beyond or that explicate the material presented.

Introduce other people at the Workshop and explain their roles.

If SPAs, evaluation staff, and others are present, LT should introduce and explain their roles.

Goals and Objectives of the Workshop

By the end of the Workshop, participants from the same community will have identified together those victim/witness services needing initiation, improvement, coordination, or further study in their communities; they will have become familiar and knowledgeable about appropriate service-delivery models and technologies; and they will have developed an implementation plan for their use in their home communities. Following the Workshop, it is expected that the participants will introduce victim/witness services or improve the services they already have. Initial steps might include the following:

LT refers to abbreviated objective printed in the Participant's Handbook and Manual.

- Assess community needs for victim/witness services
- Evaluate existing services
- Seek program and service support and approval from relevant agencies and the community
- Begin implementation of a basic new service or improve an existing service.

CONTENT	METHOD
Review of Curriculum The curriculum, that is, the Workshop sessions, combines presentations and discussions about problems of victims and witnesses of crimes, services developed to resolve those problems, and experiences in delivering those services, with sessions that give community groups the opportunity to meet together and decide what problems they can best address in their community and how (with what services). Those with some victim/witness services will be looking for gaps and to identify needed improvements. The various communities represented will share their discussions and plans on a statewide and regional basis. • **The Participant's Handbook and Manual** To accompany each session are materials in your Participant's Handbook and Manual. The Handbook outlines the goals and objectives of each session. **Transition** To start, we all need a common understanding of the Workshop's rationale that stresses concerns and problems related to victims and witnesses of crime both from their and the system's perspective. The next session is aimed at giving us that common understanding and perspective.	The LT refers to the chart with the abbreviated agenda that is provided in both the Participant's Handbook and Trainer's Handbook. LT goes through the sessions briefly, explaining generally what each one will cover. LT holds up Participant's Handbook and Manual and indicates page numbers where appropriate. LT goes through each component of the Handbook and highlights the contents of the Manual. Lead Trainer asks if there are any questions; responds as appropriate; gives instructions about brief coffee-break and reminds participants that the next session will start on time.

Session 2

DAY I

2:00 - 3:00 p.m.

OVERVIEW OF VICTIM/WITNESS PROBLEMS

Goals of the Session

At the end of the session, participants will:

- Start thinking about victim/witness problems and ways to meet those problems

- Be more aware of the problems faced by the victim/witness and by the justice system

- Understand several benefits to be derived from introducing or strengthening victim/witness services.

The participants should begin to consider how victims and witnesses fare in the criminal justice system (and in their own agency in particular); the need for doing something about it; and what they might be able to do to initiate, improve, or strengthen victim/witness services in their communities.

Rationale

Before proceeding into discussions of victim/witness services and their implementation, we must establish a common understanding of the problems that victims and witnesses encounter and that have provided the impetus for developing victim/witness services. Unless these problems and their implications for the criminal justice system and process are deemed important, there will be little motivation to initiate or improve victim/witness services. This session is designed to demonstrate the multiple benefits to the community and to the agencies involved that can be derived from effective services for victims and witnesses.

Method

Large group presentation and discussion.

Materials/Logistics

Horseshoe-style seating arrangement (converging on the speaker, but also allowing the participants to see each other)

Movie projector and screen

Blackboard or flip charts

"Criminal Injustice System" flow chart

Film: "Victims: Evidence or Clients?"

Background Papers and Reference Materials (in Participant's Handbook and Manual, Part II):

- Victims: The Forgotten People
- Profile of the System Witness
- Summary of Crime-Related Victims Problems

CONTENT	METHOD
Victims: The Forgotten People	
Over the past decade, this nation's search for more effective means to control crime has involved every aspect of the criminal justice system. The role of every performer has been scrutinized. Only recently, however, has attention finally been drawn to an often forgotten although integral part of the proceedings: the victim/witness.	Trainer delivers introduction to the entire session and to the film and presents accompanying essay. Trainer points out that the information to be presented may be familiar to some, but needs to be covered so that all have a common understanding of the problems and a basis for discussing them.
The victim has been the forgotten party in the criminal justice system since the system focuses first on the crime itself and thereafter on the offender (Who is he? Was he arrested? Are the police doing their job? Were the offender's rights protected? Does he have a lawyer? What is happening in the courts?).	
Today, the criminal justice system is under more public scrutiny than ever before. How can we speed up trials and improve sentencing, incarceration, prisons, probation, parole training, and rehabilitation? Still, increasing attention and reform efforts often continue to ignore the victim.	
The victim stands alone. His or her needs are not the single concern of any agency in the criminal justice system. When attention is directed to victims, it is offender- and offense-oriented. The police come and go seeking as many answers about the crime and offender as a victim can provide. They also collect evidence and the victim's possessions may be taken for evidence and returned months, or even years, later.	

CONTENT	METHOD
The police and prosecutor may ask the victim to make statements, look over mugshots, or attend a line-up. The victim/witness may have to repeat his or her story, confront an attacker, relive the crime, spend days in court, or simply wonder what happened if the case never comes to trial. All of this asks a great deal of the victim and offers very little. A minor example, but one especially frustrating to many victims, is that many jurisdictions forbid police to transport victims. The offender, if apprehended, is whisked away in a squad car. The victim, who may just have been robbed of every penny, must get home on his own. Most jurisdictions bill victims for ambulance services if they are injured. Some hospitals and private doctors even turn away rape victims. Witness fees are usually inadequate recompense. Where state laws make financial compensation available to victims of crime, the process is slow, coverage thin, eligibility very restricted, and victims poorly informed about the program. Yet, it is the evidence provided by the victim that makes it possible to identify, apprehend, prosecute, and convict the offender. Thus, it is time to start considering the victim/witness as an important public figure with critical responsibilities for the welfare of others. Victims' Needs and Problems In reality, very little data are currently available on victims' needs or their responses to services. Recent research has attempted to determine, for the first time, how much victimization there actually is, and who the victims and offenders are. These surveys show that far more crimes occur than we knew, or were willing to admit. For each unreported crime, there is a silent victim.	

CONTENT	METHOD
When individuals do report crimes, victim service agencies must make a basic decision: who will they regard as a "first priority victim"? Financial restraint will make the answer almost inevitably "victims of violent crimes." But, property crimes can also create serious personal emergencies. Very few inner-city residents, for example, have checking accounts; many elderly citizens are unwilling to use banks. For these citizens, an apartment robbery can mean loss of rent or food money. Food-stamp thefts create real problems for those who have absolutely nothing to spare. Clearly, defining the "first priority" victims will require some very hard decisions. These decisions will be one of the fundamental guides to use in structuring any program.	

The problems that result from some types of victimization are more obvious than others.[1] Homicide, for example, leaves the victim's family in disarray. If the victim provided family support, there is sudden financial hardship as well as the shock of loss. Family members are often unaware of assistance available for funeral expenses. Insurance, job-related benefits, and social security benefits may be a complete mystery to the relatives of an intermittently employed victim.

If a homicide is the outcome of a family quarrel--and this is often the case--there may be serious, continuing family problems as well as immediate legal ones. If the perpetrator is at large, fear becomes another immediate problem for the family.

CONTENT	METHOD
Sexual assault presents special problems for the victim. Rape is often so traumatic that it is disproportionately under-reported. Besides the immediate shock of assault, which itself requires sensitive professional handling, there is the ordeal of giving testimony and dealing with family and public reaction. Despite efforts to improve the attitudes of law enforcement and medical personnel, as well as the public, the victim of sexual assault is almost inevitably revictimized by the treatment she receives. Unless the victim is a child, or elderly, she, herself, is often put on trial. Studies of rape victims show that many suffer a delayed reaction and long-term emotional problems. For many women, the circumstances of rape mean they must find new and safer housing, change employment, or completely alter their lifestyles. Such changes may be difficult to arrange. If a victim does want to prosecute, she may need support during the legal process. Victim services must help provide a new security without further setting the victim apart. Specialized rape crisis centers have been established in many communities. A few hospitals have established highly professional and responsible medical and counseling services. These centers have tested victim service approaches. Whether these centers should be absorbed into general victim services, however, is a subject under debate. Assault, like rape, may leave a victim with serious ongoing problems. Rape victims may find themselves in a supportive environment, but assault victims are rarely helped to deal with the fear and hostility reactions that often accompany physical injuries. Data on the compound costs of assault are sparse, but expenses for victims can be overwhelming, even for injuries that are not permanently disabling. Ambulance	

CONTENT	METHOD
service, emergency room treatment, follow-up medical care, salary lost (both at the time of injury and during the prosecution process) all mount up to make even a relatively minor injury a potentially serious financial blow, especially to a low-income victim. Access to emergency assistance, Medicaid, or Medicare; vocational rehabilitation if an injury dictates a job change; problems of housing security; and chances of repeat victimization are serious problems that face these victims.	

Recidivism is, in fact, a particular problem in assault situations. A victim survey conducted by the National Crime Panel shows that of those robbed or assaulted once, 15 percent were victimized a second time, and fully a third of those twice-victimized were subjected to one or more subsequent incidents.[2] Assault victims are frequently the elderly, who make an easy target for stronger, younger attackers, particularly when low incomes and insufficient local housing make it impossible for them to move out of high crime areas. Victim counseling in apartment security, relocation, or escort services would help.

Family assaults are also frequently repeated. Active family crisis intervention, counseling, and support are rarely available. Child abuse is a particularly handicapping and poignant aspect of intrafamily assault. In many jurisdictions, a child victim is taken away from the parents. But more is needed here--professional help for the child victim and the family.

The third group of repeater victims are especially hard for supportive services to reach. These are the victims of street and bar encounters who end up in emergency wards late at night with gun and knife wounds. Who is charged with the crime and who is regarded as a victim in these situations is often a tossup. These victims often refuse services. Nevertheless, services

CONTENT	METHOD
provided in this context could reduce the chance that the next opportunity for services will be in a pretrial or probation context, or that the next encounter will be fatal.	

Additional offenses may seem unimportant by comparison. But even minor property crimes can make drastic inroads on the means and security of those who are only marginally able to support themselves.

"Victimless crimes," in all their variety, create victims out of the offenders themselves. Alcoholics and drug users should be mentioned as a particular category of repeater victim or offender--the designation often depends on the laws and attitudes of local jurisdictions. This population needs services difficult to locate, such as medical care, financial service, emergency housing, counseling, and general support. Each community must decide whether to offer services to these groups. The pressure of the caseload in other victim categories may well be the determining factor.

In each offense category and with every victim, the impact of the crime will vary. Some victims are, of course, cushioned by supportive family situations, insurance, and the ability to purchase private medical care and counseling. But those most often and most easily victimized are rarely so lucky. Victims are often residents of the inner-city. They are predominately the young and old. They are likely to be poor and poorly educated. Thus, the victim of crime is the very person least able to cope with the problems of crime and to identify or to use existing services.

CONTENT	METHOD

Victim Definition

Recently, the New York Times described a new police department profile of murder victims in New York that revealed some new victim information. The profile showed that 53.5 percent of all victims had prior arrest records and that nearly half had "detectable levels of alcohol, narcotics or both in their blood at the time of death." Some other interesting figures released by the department were:

● A third of all homicide victims were in the 21 to 30 age bracket while 28.5 percent of those arrested for murder were between 16 and 20.

● Males constituted 81.6 percent of all victims, and 89.6 percent of those charged with homicide.

● In those cases where the ethnicity of killer and victim could be established, 78.7 percent of all homicides involved persons of the same racial background.

● Nearly 48 percent of all victims were black, 30 percent were of Hispanic background, and more than half of the victims were slain by friends or acquaintances in the course of an argument.[3]

These data offer one way of viewing victims.

In general, defining a victim is not as simple a task as it may appear at first glance. The criminal justice system has set the inner boundaries by defining crimes. Many of those who appear at victim service centers as legitimate victims of crime are also long-term victims of all the social problems that put them in the path of a criminal act.

CONTENT	METHOD
A commonly used expression for defining a victim is "bona fide victim." In victim centers with a strong police or court tie, that expression includes only victims who report the crime to the police and cooperate in prosecution of the offender. In rape cases, it means that the police believe the victim's story. In assault situations, if the victim and offender were fighting or the victim provoked the attack, either party may be the victim. The Ft. Lauderdale Police Department Victim Advocate Program defines a bona fide victim in this way: "one who has suffered an emotional, physical or property loss as a result of a crime and: (1) has no means of self-help through personal assets, insurance, relatives, employer, friends or other reliable sources; (2) has means of self-help but no immediate access to them due to incapacitation or lack of awareness of available services; and (3) is not already receiving sufficient sustaining assistance as a result of an earlier crime."	

Victims and Cases

Crime victims' characteristics can have an important impact on case outcomes. An INSLAW study [4] that used PROMIS project data indicates that certain victim attributes, such as opiate use, alcohol abuse, and criminal record, did affect the prosecutor's decision to dismiss cases. In addition, the perception of the prosecutor at case intake and screening that the victim either had provoked the defendant or participated in the crime increased the likelihood that the case would not be filed with the court. Very young and very old victims were less likely to have their cases dismissed than others; female victims of assault had their cases pursued at higher rates than did male victims.

CONTENT	METHOD
In general, when a close social or family relationship existed between the victim and defendant, a dismissal was more likely. The critical victim-offender relationships appeared to be spouse or lover; in these cases dismissals were most likely. Some of the dismissals occurred because the victims, at some point, refused to cooperate with the prosecution; others, however, seemed to be the result of the prosecutor's anticipation of problems that had not yet developed. The impact of victim characteristics on case dispositions was found to be most pronounced in the pretrial stages. Once the case went to trial, victim characteristics did not seem to be as influential. ### Victims and the Criminal Justice System How well do victims meet their responsibility vis-a-vis the criminal justice system? The evidence is not encouraging. Citizens are expected to call police when they are victimized. But we are told that only one in every three does so.[5] Victims are expected to report the crime quickly so that the chances of catching the perpetrator are better. But victims often wait for a period of time before calling the police—half-hour and longer.[6] Victims are supposed to cooperate fully with the prosecutor. In one city, however, it has been shown that for every four prosecutions brought, one is abandoned because of "witness non-cooperation."[7] The non-cooperation rate may even be higher.[8]	

CONTENT	METHOD
Victims and witnesses are expected to behave more prudently either as a result of their own misfortune or of having learned about someone else's. But this is not the case. Some who are victimized once are victimized again, at times in the same manner.[9] Many who would like to cannot readily escape from a high risk situation. Others read about someone else's victimization but dismiss any thought that it may happen to them and continue to behave as usual.	Trainer may interject a human interest story at this point.
Why is it that citizens who are victimized or called upon to cooperate with criminal justice agencies do not meet expectations?	Trainer points out to participants the "Criminal Injustice System" chart and comments on it.
The film we are going to see now will help us answer that question. Watch it with this purpose in mind: to understand why victims and witnesses are less than cooperative with the criminal justice system. You should also compare your own experience with what the film depicts so that you begin to think about the situation in your own community. After the film, we will discuss the "reasons why" and list a few.	Trainer introduces the film, "Victims: Evidence or Clients?"
(Film is shown.)	Show film section on victims' problems in the criminal justice system.
The film is a good springboard for the beginning of our discussion on the "reasons why" victims and witnesses do not cooperate with the criminal justice system. Who would like to mention some of those reasons, using the film and personal experience?	After the relevant portion of the film is shown, the trainer leads a discussion of it, eliciting from the participants what they perceive as "reasons why" victims and witnesses do not fully cooperate with the system.

THE CRIMINAL INJUSTICE SYSTEM

OFFENSE	ARREST	PRE-TRIAL	TRIAL	SENTENCING	SENTENCE	POST RELEASE

Criminal → Has A Choice → Commits Crime → If Arrested (20%)

If Not Arrested (80%)
Assumed to Continue Life of Crime

ARREST
1. Must be informed of rights.
2. Receives immediate medical attention if injured while committing crime or during arrest.
3. Provided an attorney if not able to afford one.
4. May be released on bail or own recognizance.

PRE-TRIAL
1. Provided room and board.
2. Provided books, TV and recreation.
3. Medical facilities available.
4. Drug and alcohol counseling available.
5. Other counseling available (job, psychological).

TRIAL
1. Provided with State appointed attorney.
2. Can plea bargain.
3. Can change venue.
4. Can delay trial.
5. Can invoke Fifth Amendment.
6. Can move to suppress evidence.
7. May be acquitted by reason of insanity.
8. In only 3% of all committed crimes is an offender convicted.
9. Can appeal.

SENTENCING
1. A presentence study is conducted to aid judge in sentencing.
2. Alternatives to incarceration are numerous.

SENTENCE
1. Provided room and board.
2. Access to medical and psychological treatment.
3. Opportunity to improve education.
4. Opportunity to develop job skills.
5. Can participate in work release and other minimum security programs.
6. Numerous rehabilitation programs.
7. Eligible for early parole.
8. Good time credit available.

POST RELEASE
1. Many transitional programs available.
2. Personal loans available.
3. Large percentage continue life of crime.
4. Credit Union established for any convicted felon living in Oregon.

Law Abiding Citizen → Has No Choice → Crime Committed — Becomes Victim → Arrest Made / No Arrest

Arrest Made / No Arrest
1. Pays own medical bills.*
2. Pays own ambulance.*
3. Responsible for replacing own property losses.
4. Responsible for own physical, mental or economic problems resulting from the crime.*
5. Assists officer and criminal justice system in reporting crime, identifying suspects, prosecuting cases, etc.
6. Generally not informed of investigation progress.**

PRE-TRIAL
1. Responsible for own transportation to District Attorney and Police.*
2. Misses work.
3. Receives little information on case progress.**

TRIAL
1. Provides own transportation and parking costs.*
2. Pays own babysitting or other costs.*
3. Must recount criminal incident.
4. Subject to cross-examination.
5. The "victim's attorney" represents the State (general public) not the individual victim.**
6. Victim has no right to appeal verdict.
7. No victim waiting room.
8. Paid $5 a day for their time in court.
9. Treated like a piece of evidence.**

SENTENCING
1. Has no voice in court decisions, pleas, presentence or sentencing.**
2. Usually are not notified or present at time of sentencing.**

POST RELEASE
1. Often unsatisfied with results of criminal justice system.***
2. May fear retaliation.
3. Continues life with fears, damages, injuries, traumas.
4. Is expected to continue to support a system that treated them with less respect than for the offender.***

OFFENDER $28,239,000. IN LEAA GRANTS IN OREGON 1970-1978

TAX $ SPENT

VICTIM $ 548,791. FOR VICTIM PROJECTS IN OREGON 1970-1978

RATIO OF 51 TO 1 OFFENDER $ TO VICTIM $

*Although having no financial resources to disburse to victims directly, the Multnomah County District Attorney's Victim Assistance Project is able to help victims with these problems through available community resources.

**In Multnomah County, every felony victim and witness is informed of case status, disposition, and is involved in many of the decision-making processes and has input into the system.

***Because of the above services, victims in Multnomah County are developing more positive feelings about the criminal justice system.

HARL HAAS
DISTRICT ATTORNEY
MULTNOMAH COUNTY
PORTLAND, OREGON

1977

CONTENT	METHOD
Some of the major reasons for non-cooperation are: Inconvenience: Getting involved with the law takes up too much of one's time and effort. Safety Concerns/Intimidation: People are afraid that the offender will retaliate against them. Reputation: Some people do not want to get themselves or others into trouble or to be embarrassed. Cultural Reasons: Some people think that crime should be handled as a private matter; they would lose face or be ostracized if their victimization were known. Anonymity: There were other witnesses and no one else reported it. Why should I? Financial Reasons: Fear of insurance cancellations or increased rates. Distrust of the System: The police are not interested, do not care about us, are not on "our side," are not that effective anyway; if the offender were caught he or she would not get the punishment deserved. Influence of Others: Someone talks the victim/witness out of reporting and prosecuting. Bad Experience: The victim/witness has had a bad experience (individually or as member of a group, let's say a minority group) with the police or the system. Uncertainty: The victim/witness is not certain that a crime has been committed. Shared Culpability: The victim/witness is not wholly innocent. Role Reversals: Today's victim is tomorrow's offender and vice versa. Financial Losses: Getting involved means having to take time off to go to court later on without compensation and/or risking the loss of one's job.	Trainer lists reasons given by participants on blackboard or flip chart and sums up the many reasons.

CONTENT	METHOD
Feeling Like an "Outsider": The criminal justice system is highly structured and lay people feel ill-at-ease, "lost," ambivalent, and used when they become involved with it; for many going to court is an uncomfortable, distressing, even fearful, situation. Bureaucratic Convenience: The "insiders" are seen as operating for their own convenience without taking victim/witness needs into account. The victim/witness has "no status." Emotional Damage: The psychological repercussions of being victimized can discourage a person from pursuing the case further. No Personal Satisfaction: The routine handling of criminal cases rarely offers the victim/witness a sense of personal vindication or participation in the course of justice. Frustration/Anger: A cooperative victim/witness may finally drop out because of the slowness, impersonality, expense, delays of the system. Different Priorities: What the victim wants done is not necessarily what the system wants to do.	
Research indicates that in the aftermath of their victimization, victims rate income and property loss most damaging. However, time loss and physical and emotional suffering are among the most serious problems for the greatest number of people. Yet, these are not the priorities of the criminal justice system when it comes to pursuing the case. The priorities of the criminal justice system are, for instance, the quality of evidence, high clearance rates, efficient calendar schedules, speedy trials, conviction rates, and so on. This conflict of goals, priorities, and expectations results in a lack of incentive for victims to cooperate with the criminal justice system and in strained relations between victims and witnesses and the system.	Trainer directs the participants' attention to the "Profile of the System Witness" and the "Summary of Crime-Related Victims Problems" in Part II of the Handbook and Manual.

CONTENT	METHOD
These are some of the major problems faced by victims and witnesses when they become involved with the criminal justice system, as research, your experience, interviews, and the literature have shown. If one keeps in mind the problems we have listed, it should not be difficult to understand why victims and witnesses are uncooperative, drop-out, do not show, are sullen or angry, and so on. Of course, the situation in your community may be different. It should be clear why the topic of this Workshop is crucial to the work of police and prosecutors. The frustration, anger, disillusionment, and cynicism felt by victims and witnesses toward the system are often reflected in a mirror-like fashion by the police and the prosecution. Locked into negative feelings, these actors--whose performance is crucial to the success of the criminal justice system--fail to cooperate, coordinate, and work together for the success of their case. It should be a definite priority of any police or prosecutor's office to break this vicious cycle, to prove the stereotypes wrong, and to show to victims and witnesses in their jurisdictions that it is indeed worth-while to assist the criminal justice system.	Trainer summarizes discussion and makes transition to a presentation of the Workshop rationale and goals.

PROFILE OF THE SYSTEM WITNESS
(N=3000)

	TYPE OF WITNESS	
	Victim (59%) N=1775	Nonvictim (41%) N=1225
Demographic Characteristics		
Sex	54% male	60% male
Race	70% white	80% white
Average age	34 years	33 years
Average education	12 years	12 years
Average socioeconomic status score*	37	38
System-Related Problems		
Income loss	31%	26%
Average income loss	$127	$81
Time loss	53%	71%
Average time loss	2 days	2 days
Case rescheduled	24%	34%
Case scheduled without prior notification	47%	59%
Crime-Related Problems		
Other criminal victimization within the past year	28%	27%
Physical injury	26%	NA
Average cost for physical injury	$447	NA
Property loss-damage	51%	NA
Average cost for property loss-damage	$657	NA
Income loss	25%	NA
Average income loss	$373	NA
Time loss	47%	NA
Average time loss	8 days	NA
Mental-emotional suffering	56%	NA
Perceived as very serious	49%	NA
Attitudes		
Perception of offense as very serious	50%	43%
Perception of penalty as too lenient	36%	29%
Intention of cooperating in the future		
with police	87%	87%
with prosecutors	85%	81%
with courts	80%	76%

*Socioeconomic prestige score is assigned in relation to occupation, and the range of scores is 9 to 82.

SUMMARY OF CRIME-RELATED VICTIM PROBLEMS

Problem	Victims Experiencing Problem		Victims Rating Problem as "Very Serious"	
	N	%	N	%
Physical Injury	470	27	240	51
Property Loss	768	45	432	56
Property Damage	658	39	355	54
Lost Time	835	49	389	47
Lost Income	446	26	278	62
Lost Job	39	2	35	90
Insurance Cancelled	13	1	9	69
Mental or Emotional Suffering	1,001	57	495	49
Reputation Damaged	251	12	110	44
Problems with Family	358	25	182	51
Problems with Friends	215	12	83	39

Source for both the "Profile of the System Witness" and this table: A Guide for Community Service: A Prescriptive Package. Center for Criminal Justice and Social Policy. Marquette University, Milwaukee, Wisconsin, 1977.

CONTENT	METHOD

Goal of the Workshop

The goal of this Workshop is to
provide you with the tools needed to
initiate, improve, and strengthen those
victim/witness services that are best
suited to the needs of the community
you serve. Research proves that
it is a wise investment. For instance,
the report describing the impact of
the Victim/Witness Assistance Project
of the Vera Institute of Justice in
Brooklyn Criminal Court between July
1975 and May 1976 shows that improved
civilian attendance in court facilitates
substantive outcomes: guilty pleas
doubled from 12 to 25 percent; cases
were much more likely to go to the grand
jury; dismissals declined from 23 to
14 percent; and attendance at the first
post-arraignment appearance rose to
55 percent for the "project" witnesses.
The report also shows that the project
doubled the number of police appearances
saved a month (that is, in cases in
which officers were on alert status and
not called into court to testify).
Similarly, almost all unnecessary
civilian trips were eliminated. Since
the estimated cost to the city for each
police officer who must spend the day
in court to give testimony is $125 a
day, in a nine month period (August 1,
1975 - March 26, 1976) the project
saved 6,734 appearances representing
$841,750 in police time.[10]

In another case, in 1975, it was
projected that Milwaukee's Project
Turnaround could save the community
and governmental agencies from $1.7
to $3.9 million. The figures in
dollars do not represent, however,
the much greater benefits for the system
and society arising from the inconven-
iences avoided, the frustration allevi-
ated, and the greater willingness of
the citizens to cooperate in the future.
Such benefits and goodwill cannot be
measured in dollars. Benefits can
also be derived from a diminished num-
ber of adjournments. As we will learn

CONTENT	METHOD
later on, efficient victim/witness services can greatly improve the cost-effectiveness in the system. There is no doubt that prosecutors benefit from victim/witness services as well. As one district attorney told an evaluator of Project Turnaround, "it saves me a lot of work, and I now feel that I am really practicing law rather than doing a lot of contact work that has nothing to do with the law." Thus, introducing or strengthening victim/witness services can have a dramatic impact upon the success rate of your activities and upon your status in the eyes of the community. These services deserve serious attention because they represent a significant innovation for your communities.	Link forward. Trainer should now remind participants that while these are general statements about victim/witness services, they are to apply this information to their communities and that the following session will provide them with the opportunity and a systematic approach for such an analysis. The stage is now set for work to begin.

NOTES ON LECTURE:
VICTIMS: THE FORGOTTEN PEOPLE

1. Baluss, Mary E., Integrated Services for Victims of Crime: A County-Based Approach. National Association of Counties, 1975.

2. U.S. Department of Justice, Law Enforcement Assistance Administration, National Criminal Justice Information and Statistics Service, Crimes and Victims: A Report on the Dayton-San Jose Pilot Survey of Victimization (Washington, D.C.: Government Printing Office, 1974), p. 21.

3. The homicide rate in the United States, including New York City, has been leveling off or declining in recent years, and the number of "stranger-murders," in which victim and perpetrator are not acquainted, declined in 1976 for the first time in three years. (New York's "stranger-murder" rate is still among the highest in the nation's major cities. The city's general homicide rate of 20.5 murders for every 100,000 residents places it in eighth place among the country's urban centers.)

4. Highlights of Interim Findings and Implications. (PROMIS Research Project) Washington, D.C.: INSLAW, 1977.

5. National Crime Panel Survey Report, Criminal Victimization in the United States: A Comparison of the 1973 and 1974 Findings, U.S. Department of Justice, Law Enforcement Assistance Administration, Washington, D.C., May 1976, pp. 40-41.

6. The magnitude of this problem is still uncertain, although the existence of the problem is not, as has been indicated by preliminary, unpublished data prepared in Kansas City, Missouri, "response time" study, an LEAA-funded research project which, as of this writing, is still underway.

7. The finding, in Washington, D.C., that one prosecution in four was dropped because of "witness non-cooperation" was later found to be somewhat misleading. A follow-up study, to examine the cause of this dropout rate, found that 205 of the 215 witnesses labeled as dropouts (in a sample of 922) disagreed with the conclusion. The researchers speculated that the true rate was perhaps one-in-five or one-in-six, which is still an unacceptably high figure. Still, if the one-in-four calculation was in error, the error was not a clerical one: each recorded instance of non-cooperation evidently related to significant actions or inaction on the part of the witness, or it represented the prosecutor's judgment of what the witness' future behavior would entail. See generally, Frank J. Cannavale, Jr., and William D. Falcon, Witness Cooperation, D.C. Heath & Co.: Lexington, Massachusetts, 1976, or the Law Enforcement Assistance Administration/National Institute of Law Enforcement and Criminal Justice publication, Improving Witness Cooperation.

8. Few jurisdictions take a careful measurement of the proportion of cases dropped because of witness non-cooperation or otherwise. But there are indications that non-cooperation is endemic and of severe magnitude. In Brooklyn, for example, nearly 55 percent of all witnesses expected in court on a given day do not show up--a "no-show" rate which is obviously hard on the prosecutors and, ultimately, on the just disposition of their cases.

9. The "recidivistic victim" problem is at times a serious one, particularly in certain cases like domestic violence.

10. Impact Evaluation of the Victim/Witness Assistance Project's Appearance Management Activities and Alert Task Force Report. New York: Vera Institute of Justice, 1976.

Session 3

DAY I

3:15 - 4:15 p.m.

IDENTIFYING VICTIM/WITNESS PROBLEMS AND SERVICES BY OCCUPATIONAL AFFILIATION

Goals of the Session

This session is meant to:

- Give participants an opportunity to meet colleagues in the same occupational specialties

- Identify, from the perspective of the participants' occupational specialty, what offense-related and system-related problems victims and witnesses face

- Identify, from the perspective of the participants' occupational specialty, what responsibilities and tasks the criminal justice system faces that are related to the victim/witness

- Explore, from the perspective of the participants' occupational specialty, what solutions and services should be provided to alleviate the problems affecting the victim/witness, to meet the system's responsibilities, and to fulfill the tasks previously identified

- Provide participants with an opportunity to list the principal benefits that would accrue to the victim/witness, criminal justice system agencies, and the community as a result of providing and coordinating services for victims and witnesses.

Rationale

In order to identify victim/witness services that need to be initiated or improved, the problems, responsibilities, and tasks that those services are meant to address must first be considered. By discussing the problems the victim/witness faces and identifying what the responsibilities and tasks of the system are, participants can more easily ascertain what is and what is not being addressed appropriately or adequately (for example, where the service gaps are or where the services delivered are falling short) and who should take

responsibility. Since each major component of the system has its own perspective on the problems faced by the victim/witness and by the system itself, it is useful that participants meet and discuss them with colleagues in the same field.

Method

Small groups work in breakout rooms with participants clustered by occupational affiliation (police, prosecution, victim/witness services and community-based organizations, city/county government) and with guidance from the trainers.

Materials/Logistics

Breakout rooms that can accommodate groups of at least 15 persons

Newsprint and writing instruments

CONTENT	METHOD
	Small group sessions in breakout rooms.
	Trainer introduces self and begins to establish the group identity by describing the continuous group process, who is in the group, and so on.
Each participant presents his or her name, title, agency, community, and other information.	Familiarization exercise: Trainer asks each participant to introduce self to group, giving name, title or agency, community, and some other item of information that will help to establish his or her identity.
You are grouped here by occupational specialty and you also represent some different communities. Please discuss and list informally, from your vantage point, answers to the following series of questions:	Trainer refers participants to the list of questions in their Handbooks.

You are grouped here by occupational
specialty and you also represent some
different communities. Please discuss
and list informally, from your vantage
point, answers to the following series
of questions:

- What are the problems that victims
  and witnesses face that are either
  offense-related or system-related?

- What are the responsibilities and
  tasks that you (as a component of
  the system) have or should have
  in response to the needs and
  problems of victims and witnesses?

- What solutions and services should
  be provided to alleviate the
  problems faced by victims and
  witnesses as a consequence of the
  offense or of their involvement
  in the criminal justice system?

- What solutions and services
  should be provided to facilitate
  your role vis-a-vis victims and
  witnesses?

- What benefits would accrue to
  victims and witnesses, your
  agency, and the community as a
  result of providing and
  coordinating victim/witness
  services?

CONTENT	METHOD
We are going to discuss these questions and attempt to answer them from the perspective of your occupation and using your professional experience. Of course, initially we must identify with the victim and try to understand the numerous problems facing victims and witnesses as soon as the crime has been committed.	
	Trainer asks the group to appoint a chairperson who will record the group's answers to the questions by using keywords and who will then report to the plenary session. The person reporting can be different from the person recording the answers.
	Trainer brings the discussion to closure, by reminding the participants of what the assignment was, pointing out what has been accomplished by the group during the session, reviewing with the group the answers provided.
We will meet next in a plenary session that will give everybody a chance to learn what people in other occupations think about the questions we have discussed here. It is important that we learn to communicate with others who may have different backgrounds and that we learn to appreciate other people's perspectives. Programs serving victims and witnesses will be successful only if the different people and agencies involved will cooperate and coordinate their efforts.	Trainer makes transition to the plenary session. Trainer gives the group instructions as to where the plenary session is going to be held and stresses the importance of being there on time.
	Trainer privately briefs the person who will report to the plenary session on behalf of the group about his or her task, pointing out that the report should last about five minutes and that the reporter should use the group report written on newsprint as a visual aid for the presentation.

Session 4

DAY I

4:30 - 5:00 p.m.

PLENARY FEEDBACK SESSION

Goals of the Session

During this session, participants will:

● Report on the problems and services, identified from their occupational perspective, that affect the victim/witness and the criminal justice system

● Learn what problems and services have been identified by participants with a different professional affiliation

● Gain a greater understanding of the problems and corresponding services needed to serve both the victim/witness and the system

● Gain an appreciation for different perspectives and viewpoints that reflect different occupations and experiences.

Rationale

Often, people who work intensely at what they are doing tend to perceive, discuss, and solve problems from the narrow focus of their own profession and experience. This can, at times, constitute an obstacle to the effective solution of the problems facing victims and witnesses and the criminal justice system because of the piecemeal and uncoordinated approach that it fosters. Participants from different occupational and experiential backgrounds may enjoy and profit from learning how other people perceive the problems and the solutions. It is through such dialogue that realistic and long-lasting solutions can be found, since they will be based on the wealth of knowledge and experience contributed by different people coming from different directions.

Method

In plenary session, the chairperson of each occupational group reports on the group's discussion and conclusions, referring to the group's report written on newsprint and posted on the wall in the plenary session meeting room.

Materials/Logistics

Meeting room, large enough for at least 70 persons; seats arranged in theater style or similar design that allows for the presentations and discussion.

CONTENT	METHOD
Occupational Groups' Reports	
Wrap-Up and Transition to Day II	Trainer summarizes the groups' reports pointing out similarities and differences and stressing the importance of taking notice of other people's points of view. Trainer makes transition to Day II, pointing out how the stage has been set for the upcoming information seminars and the work sessions to follow.

DAY II

9:00 a.m. - 9:30 a.m.	Session 5	Introduction to Concurrent Seminars
9:45 a.m. - 12:00 noon	Session 6	Concurrent Seminars:

      6A: Crisis Intervention and Management, Social Services Assistance Referral

      6B: Court-Related Information, Witness Notification and Protection, Property Return, Compensation and Restitution

1:30 p.m. - 2:45 p.m.	Session 7	Identifying Priority Service Needs
3:00 p.m. - 4:15 p.m.	Session 8	Developing a Service Plan
4:30 p.m. - 5:00 p.m.	Session 9	Plenary Feedback Session

Session 5

DAY II

9:00 - 9:30 a.m.

INTRODUCTION TO CONCURRENT SEMINARS

Goals of the Session

At the end of the session, the participants will have an overview of the various topics to be covered in the two concurrent seminars so they can make an informed decision about which to attend. In general, the seminars are meant to provide:

- Greater knowledge and understanding of the core victim/witness services--either crisis identification, intervention, management and social service referral; or witness information, notification, surveillance and protection, property return, crime prevention, and compensation and restitution

- Greater knowledge and understanding of the different types of core services available

- Greater knowledge and understanding of the possible agencies that might be responsible for delivering the core services

- Greater knowledge and understanding of the administrative considerations and benefits of each of the core services for victims and witnesses and the criminal justice system.

Rationale

Some participants have considerable knowledge about the types of victim/ witness services available; others have relatively little information regarding them. To ensure that all participants have a common basis for understanding the types of services, approaches to their delivery, and benefits, two concurrent seminars will be offered covering the core services. One seminar will cover crisis management and social services assistance and referral; the other will cover court-related information, witness notification, witness protection, and restitution and compensation. This session will provide the participants with general background information and a description of the content of the upcoming seminars.

Method

Large group presentation with flip charts summarizing the contents of the two seminars to follow.

Materials/Logistics

Seminar Descriptions (2)

Background Paper and Reference Materials (in Participant's Handbook and Manual, Part II):

- Outline I: Victim/Witness Services

- Outline II: Victim/Witness Services Needed at Different Stages

- Summary of Victim/Witness Services

SEMINAR DESCRIPTION (6A)

CRISIS INTERVENTION AND MANAGEMENT,
SOCIAL SERVICES ASSISTANCE AND REFERRAL

   This victim/witness services core content seminar will provide information
on crisis theory and the rationale for crisis intervention approaches to the
delivery of services. More specifically, the seminar will cover crisis
identification, intervention, management and referral, agencies and resources
that might be involved in the delivery of services, the purpose and benefits
of these service delivery systems, and resources for gaining additional
information about specific service delivery approaches.

   During the session, specific programs will be described that illustrate the
administrative and organizational structure of the various service delivery
systems. Participants will be encouraged to raise questions and issues
concerning the delivery of crisis intervention services.

SEMINAR DESCRIPTION (6B)

COURT-RELATED INFORMATION, WITNESS NOTIFICATION AND
PROTECTION, PROPERTY RETURN, COMPENSATION
AND RESTITUTION

   This seminar session is designed to help participants look closely at some
victim/witness services that could respond directly to their community's
criminal justice system and citizen problems.

   Service benefits and negative impacts will be discussed briefly. Available
research data will also be described.

   Below is an outline of the seminar:

     I. Introduction and Overview of Victim/Witness Services

    II. General Delineation of Service Delivery

   III. Types of Witness Services
        A. Information Services
        B. Personal Support Systems
        C. Information, Notification, and Referral Systems
        D. Facility Improvements
        E. Financial Support/Assistance
        F. Computerized Information Systems

    IV. Resource Material

     V. Summary, Observations/Guidelines

    VI. Question and Answer Period

Session 6

DAY II

9:45 a.m. - 12:00 noon

CONCURRENT SEMINARS

Session 6A: Seminar: Crisis Intervention and Management,
                            Social Service Assistance and Referral

Goals of the Session

At the end of the session, the participants will have a greater knowledge and understanding of:

● Crisis theory and the rationale of crisis intervention

● Approaches available to the delivery of services, including
  the components of various types of services

● Agencies and resources that might be involved in the delivery
  of services

● Purpose and benefits of service delivery systems

● Resources available for getting information about specific
  service delivery approaches.

Rationale

In order to make decisions regarding how best to deliver crisis intervention and manage it and to provide social service assistance and referral services, a considerable amount of information must be available to administrators. The information should include data about the basic philosophy, problems, pitfalls, costs, and so on in implementing the different approaches. This session will provide this information as well as identify sources of further information. In Sessions 7 and 8, participants will have an opportunity to apply this information to the development of a service plan.

Method

Breakout meeting room with trainer giving presentation. Trainer facilitates discussion, including a question and answer session.

Materials/Logistics

Meeting room, large enough for at least 40 persons

Background Papers and Reference Materials (in <u>Participant's Handbook and Manual</u>, Part II):

- Summary of Crisis Intervention Theory and Practice

- Summary Descriptions of Victim/Witness Programs

CONTENT	METHOD
	Familiarization Exercise: At the beginning of the session, the trainer will give participants an opportunity to introduce themselves.
INTRODUCTION TO THE SESSION	
I. Crisis Theory and an Overview of Crisis Identification, Intervention, and Management	Trainer gives presentation and refers participants to material related to this session which is contained in their Participant's Handbook and Manual.
A. The Meaning of Crisis	
1. The dictionary defines a crisis in such terms as a turning point, a decisive moment, or a crucial time.	
2. A crisis has also been defined as "a real or perceived threat arising from a failure to cope adequately with an important life demand."	
3. A crisis situation may occur as the result of a precipitating event (a sudden change or important demand) or as an accumulation of smaller demands that stretch an individual's ability to cope or to adjust in an appropriate way (proverbial straw that broke the camel's back).	
B. Crisis Theory	
1. There is a general pattern of crisis development. First, the individual attempts to meet perceived stresses and demands with normal coping patterns. When these attempts fail, there is an increasing sense of desperation and confusion that may block alternative coping patterns. Often the individual concludes that destructive resolutions are the only alternative, no matter how unacceptable.	

CONTENT	METHOD
2. During a crisis, substantial changes are likely to occur. It is possible that the changes may be destructive, but they may also be constructive in resolving not only the immediate crisis but also the individual's life functioning.	
3. Crisis theory believes that the availability of help during a crisis to facilitate constructive resolutions is more effective than a greater amount of help would be at a later time.	

C. Role of the Crisis Interventionist

1. Evaluate the crisis--obtain a clear understanding of the nature and extent of the client's crisis.

2. Establish a personal link with the client.

3. Allow the client to vent emotions and to remove some confusion.

4. Enable the client to become aware of causes and possible solutions to the crisis.

5. Explore constructive solutions and the acceptability of various alternatives.

6. Obtain a contract for acceptable and suitable action on the part of the client.

7. Encourage and facilitate action on resolution through supportive, nonjudgmental behavior.

CONTENT	METHOD

II. <u>Victimology</u>--The study of the victim/witness and the psychological responses to victimization.
 	
   A. Victimization is a stress situation for the victim that may easily manifest itself as a crisis. It is characterized by:
 	
      1. Suddenness--often occurs without warning and therefore it is impossible to prepare for psychologically.
 	
      2. Arbitrariness--seems to have neither reason nor explanation --"Why me?"
 	
      3. Unpredictability--never know that it will happen and therefore cannot anticipate it.
 	
   B. Societal reactions to victimization. Research shows that society tends to respond to victims by setting them apart because of:
 	
      1. Fear--since what happened to the victim could and may happen to us, we ostracize him or her so we do not become victims as well.
 	
      2. Denial--we may argue that the victim deserved what happened or was the cause of it: only bad things happen to bad people.
 	
   C. Victim reactions. These manifest themselves both in feelings and behavior. There are four basic reactions: denial, blame, anger, and resolution. These and accompanying reactions are not isolated, however, and may occur in any combination.	

CONTENT	METHOD

1. Denial--this did not really happen to me: it is a dream

2. Chaos and confusion-- things are completely out of control: I can't think straight

3. Helplessness--I can't do anything about it, I can't help myself

4. Dependency--tell me what to do

5. Regression--child-like behavior

6. Mistrust--will not trust anyone

7. Anger--may be directed at offender or anyone else, most often at police or loved ones

8. Repression--can't remember anything

9. Self-blame--what did I do to deserve this

10. Rationalization--try to make some sense out of the experience.

D. Different types of victimization trigger different responses.

1. Crimes are acts against the inner self or self-concept of the individual.

2. The closer the criminal act penetrates to the victim's sense of being, values, and emotions, the more traumatic the reaction may be.

CONTENT	METHOD
3. The intensity of the crime provokes varying reactions:	

a. Burglary: generally hurts the victim only at the outermost layer-- the property, which is an extension of the self.

b. Robbery: because of the contact with the robber and the threat of bodily injury, the victim's second layer (outer body) is threatened.

c. Assault: generally hurts the victim's inner self (physical well being) through physical pain and stolen property.

d. Sexual assault: penetration beyond bodily harm into the victim's basic values and emotions.

III. The Law Enforcement Stage:

When crisis intervention and social service assistance are first needed by the victim.

| A. Why should law enforcement agencies be involved? (Neither designed nor intended to turn police into "social workers.") | Trainer gives presentation, soliciting input and comments from participants when appropriate. |

1. Police regularly deal with situations that are or may be a crisis for someone involved--victims of crime, witnesses to a crime, family disputes, death notifications, natural disasters, serious accidents. In general, 80 percent of police time is not enforcement.

CONTENT	METHOD
2. Police are the only agency where the telephone is answered 24-hours-a-day, 7-days-a-week, and people are conditioned to turn to the police for assistance.	
3. Police possess a unique response capability with instant radio communication, mobility, and ability to call on additional resources rapidly.	
4. Since more injuries and deaths are inflicted on police officers while handling people in crisis, especially family disputants, than during any other activity, effective management of a crisis situation may reduce injuries to both officers and disputants. Homicides, serious assaults, and child abuse tend to be linked to families in crisis and police can mediate before violence or defuse it.	
5. Crisis intervention techniques are effective for dealing with people in almost all situations; therefore, police performance tends to improve when officers are properly trained.	
6. When the emotional crises of victims are managed effectively, they are more cooperative and less confused. This leads to better police work.	

CONTENT	METHOD

7. Impact on the community is an improved perception of the police and, therefore, improved security.
 	
B. Victims and the Police: Each party has a complete set of needs, values, and expectations that may intrude on the inter- action.
 	
  1. Police
 	
    a. Need: information-- therefore they expect victims to be rational, in control, and cooperative
 	
    b. Value: cooperation and information--goal of police is to catch criminals because this is rewarded in police work.
 	
  2. Victims
 	
    a. Need: reassurance, safety, revenge, respect, warmth, empathy
 	
    b. Value: compassion, information, help.
 	
  3. Because of the separation of needs, values, and expectations between police and victims, victims may respond to police in several ways:
 	
    a. May hide their fears, believing that police will not understand
 	
    b. May expect to be blamed and to blame themselves
 	
    c. May feel humiliated	

CONTENT	METHOD
d. May express anger at the police for not protecting them	
e. May expect or experience the police as impatient and impersonal	
f. May feel that their problem is the most important one of all	
g. May fear reoccurrence.	
These are the most obvious needs, values, and expectations of the victim and the law enforcement officer.	Trainer may encourage participants to describe and discuss situations common to victims and law enforcement.
IV. Referral Procedures	
Later in the presentation we will look at several systems for referral that vary according to the method being used to provide crisis intervention services. Right now I would like to review briefly some standard procedures for referring victims and witnesses to social service agencies. Referral procedures should include:	Trainer gives presentation.
A. Familiarization with community resources	
B. Development of a resource manual	
C. Needs assessment for referral, including:	
1. Problem identification	
2. Problem solving	
3. Contract for action	
4. Evaluation of referral	
5. Development of linkages with agencies to meet the needs of victims and witnesses.	

CONTENT	METHOD

D. Making a referral--the following steps should be followed:
 	
  1. Get agreement for referral
 	
  2. Select appropriate agency
 	
  3. Write out all information
 	
  4. Explain services
 	
  5. Discuss specific details for making appointments
 	
  6. Get agreement on course of action
 	
  7. Encourage person to make a good decision
 	
V. Common Types of Crisis Services
 	
    Examination of victim/witness program descriptions can be very confusing when one is attempting to develop a classification scheme that contains all, or most, of the programs known to be in existence. A classification scheme that could contribute a partial answer to such problems distinguishes between programs that have the capability to respond on a 24-hour basis and those that do not. The next division is between agencies where line staff are supposed to provide intervention services and those where specialists are used for that function. The last division is between agencies where the specialists are employed by the same administrative structure responsible for the crisis identification and those where the specialists are employed by another agency.
	
	Trainer presents.

CONTENT	METHOD
The following outline is a useful way of discussing the various types of programs:	Trainer refers participants to the outline, "Types of Crisis Services," contained in Part II of the Handbook and Manual.

Types of Crisis Services

I. Twenty-four Response Capability (Primary Crisis Service)

   A. Do-it-yourself crisis services (N.Y.P.D.; Hamden, Conn. P.D.)

   B. Crisis intervention specialists

      1) Employed by identifier agency (Ft. Lauderdale P.D., Fla.; Scottsdale, Ariz. P.D.)

      2) Employed by other agency (V.W.A.P., Tucson, Ariz.; V.A.P., Miami, Fla.)

II. Next Day Crisis Capability (Secondary Crisis Services)

   A. Let's check with you tomorrow crisis service

   B. Crisis interventionalists

      1) Employed by identifier agency (Colorado Springs, Colo., P.D.; Sacramento, Calif., P.D.)

      2) Employed by other agency (Akron, Ohio, Furnace Street Mission Aid to Victims of Crime, Inc.: Saint Louis, Mo.)

CONTENT	METHOD
The most common victim/witness crisis service seen is Type I-A where law enforcement agencies expect their own line staff, primarily patrol officers, to provide victims and witnesses with whatever crisis identification, intervention, management and social service referral is possible within the patrol mission definition used in that department. Many departments have specially trained the staff to provide these services, but this is the traditional model--not an innovative solution to a longstanding problem. Less often, one sees another crisis service, Type I-B-1, where specially trained law enforcement agency personnel respond to crisis situations identified by line staff. Twenty to 50 such programs exist in the country today. These programs are a more efficient way to approach crisis intervention since only a few individuals require the full range of training and because of their specialization, they can become quite adept at crisis intervention. Programs using crisis service Type I-B-2 are more highly publicized than the first two types mentioned, but are probably no more numerous. The varying types of agencies responding on a 24-hour basis to law enforcement identified crisis situations runs the gamut from rape crisis centers sponsored by women's collectives, to programs sponsored by prosecutors' offices, probation departments, and offices of county and city managers.	

CONTENT	METHOD
Crisis service Type II-A would seem to be a highly unlikely solution to victim/witness problems since it would require line staff to return the next day or at the end of their shift rather than dealing with identified problems as they occur. Programs using crisis service Type II-B-1 are relatively common though less directed at crisis handling than at general community problems. Personnel in these programs are generally referred to as community service officers or workers and are typically concerned with social service referral or information requests. Occasionally, one finds this type of personnel screening police reports and contacting victims and witnesses and, thus, providing a Type II-B-1 service. A few of the programs using crisis service Type II-B-2 are thought by some to be among the best victim/ witness programs in the country. As with Crisis Service Type I-B-2, agencies providing Type II-B-2 service are located in private, governmental, and criminal justice agencies. The most successful programs of this type appear to be sponsored by private agencies.	

CONTENT	METHOD
VI. State of the Art Common usage identifies four components in a crisis service delivery system. These are: A. Crisis Identification - the process by which crisis situations are found, diagnosed, and some immediate diffusion techniques are applied B. Crisis Intervention - the active handling process by which individuals in crisis are calmed and their inability to make decisions is discussed C. Crisis Management - a set of procedures and policies designed to limit the danger of crisis situations and provide transfer of cases to other persons when necessary D. Social Service Referral - the process by which agencies providing services needed by victims and witnesses are involved and the results are monitored We will discuss each of these components in some detail in terms of who (what agency) normally provides it, what is involved in providing it, and the purpose and benefits of providing it. We will end the discussion of each component by discussing a program actually providing this element and make reference to other programs as well.	

CONTINUED

1 OF 2

CONTENT	METHOD
I will now refer you to summary descriptions explaining a number of programs in this area. These descriptions were prepared by John Stein of Blackstone Associates, Washington, D.C. The program-type classification outline precedes the program descriptions and we have added pertinent demographic data on some programs. Let's now discuss in detail some aspects of crisis intervention and management. A. Crisis Identification The providing of crisis identification is dependent on the ability to recognize the factors that can provoke a crisis and the key indicators that a person is in crisis. Law enforcement agencies are generally involved in crisis identification to a greater extent than other criminal justice agencies for two reasons: they are first on the scene of a crime and they need the cooperation of victims and witnesses to carry out their primary mission of detecting and apprehending offenders. In addition, fiscal pressures have made police resources scarce and proper identification of crisis situations can reduce the "on scene" time of patrol officers. Of course, there are situations where prosecutors, probation officers, and others might be in a position to identify a crisis.	Trainer directs participants to "Summary Descriptions of Victim/ Witness Programs" in Part II of the Handbook and discusses its use during the rest of the session.

CONTENT	METHOD
Training and experience are, of course, the two methods of obtaining the ability to identify crisis situations. While experience is not to be downgraded, its acquisition is usually long term and expensive. Training has been proven to be an effective way to transfer this knowledge rapidly and efficiently. Most larger police departments now offer training to their new recruits and several departments have sponsored major training programs for all officers or for patrol division officers. So much new data on training has become available recently that police departments that have not revamped their training programs probably need to review them. A complete crisis identification network linkage, including training, if necessary, should be established with other public safety, emergency, and medical agencies.	
Proper, timely identification of victims and witnesses in crisis provides agencies, equipped for crisis intervention, with several benefits. From the agencies' perspective, victims and witnesses who are undergoing a crisis resulting from a crime incident cannot provide the criminal justice system with all the possible information without assistance. Thus, they can hinder the detection and apprehension of a suspect. In addition, an agency whose mission is to detect and apprehend offenders finds itself enmeshed in psychosocial problems which immobilize its staff--especially if	

CONTENT	METHOD
the staff lacks an understanding of what is occurring. Furthermore, once a law enforcement agency has entered a situation where a victim/witness is in crisis, the personnel cannot simply withdraw without having some belief or knowledge that the person can cope with the basic necessities of everyday life. While identification of crisis situations is only the first step, it is the most important, since unidentified crisis situations create additional problems. For the victim/witness, proper, timely identification of a crisis can lead to almost immediate reduction of the trauma involved.	
Program Illustrating Crisis Identification SEE ATTACHED INFORMATION SHEETS.	Trainer refers to Information Sheet on Sacramento Police Department Program. After explaining the Sacramento Program, the trainer can initiate a question-and-answer period on crisis intervention.

INFORMATION SHEET ON
VICTIM/WITNESS SERVICES

Core Service: Crisis Identification

Agency: Sacramento Police Department   Contact Person: Capt. Tom Stark

         813 6th Street   Telephone: (916) 449-5635

         Sacramento, California 95814
                        (Zip Code)

Types of Services Offered: Other Services Offered:

  Crisis Identification and   Brochures explaining:
  Management Training   a) Police department function and
                                                 procedures
                                            b) Witness information

                                           Special property return procedures
                                           Assistance in obtaining compensation

Components of Services:

  32-hour training program
  for all commissioned officers
  below the rank of captain.

Who Delivers Services:
(Salaried, volunteer, types
 of training)

  Staff (line officer) trainers for crisis training.

  one part-time supervisor, two sergeants, one police officer, and three clerks
  for other functions.

Cost/Resources Used for Services:

  $100,000 Police Foundation Grant.

Community Characteristics:
(demographic information)

Problems Encountered:

Special Features:

Crisis training for entire department with some next day referral to
specialized staff. Property return procedures and letter explaining what
occurred during the police investigation are unique.

Evaluation/Research Findings:

None yet - contact Victim/Witness Advocate Program, Pima County Attorneys
Office, for similar training program at the Tucson Police Department.

Replicability:

Should present no problems in view of other projects with same goals.

Further Information Available:
(documents, etc.)

Contact Capt. Stark.

CONTENT	METHOD
B. Crisis Intervention The specialized training for those providing crisis intervention is more extensive than that required for crisis identification. Identification and intervention need not be provided by the same individual. Intervention generally requires a minimum of one hour and, in fact, may average two or three hours per call. Furthermore, while it is not difficult work, it is emotionally exhausting and staff burnout can become a problem if management does not carefully monitor how many "hot" cases any particular intervenor is attempting to handle. Fortunately, intervention work is self-limiting and when properly done does not result in staff being "hooked" into a long-term commitment. Where victims and witnesses, who have received crisis services, are likely to become witnesses in a criminal prosecution, they should be quickly transferred to the prosecutor's witness management unit. Where intervention takes the form of next-day follow-on, the dangers of emotional exhaustion, burnout, and so on are not quite as serious. In order for such a system to work, a diligent effort to track down reports dealing with situations where intervention would be appropriate must be made constantly. Experience with programs providing 24-hour coverage and those providing next-day follow-on have not yet shown conclusively which	

CONTENT	METHOD
is more effective. Generally, crisis intervention is also a law enforcement function. However, certain situations, such as witness harassment or intimidation, would probably be handled by the prosecutorial staff. Crisis intervention is not a service with characteristics that require it to be offered by a particular agency, but the system benefits derived from crisis intervention services accure primarily to law enforcement since police are most likely to be involved in most identified crisis situations. Crisis intervention programs currently operating in the United States are sponsored by nearly every conceivable agency, the only consistent locus being that rape crisis centers are generally associated with women's organizations. Churches are the other private organizations at times associated with crisis services. Those organizations sponsoring programs that have 24-hour response capability tend to be governmental and criminal justice oriented, although there are several notable exceptions.	

CONTENT	METHOD
The system benefits from crisis intervention include a potential increase in the amount of information about the crime and the perpetrator; a decrease in the amount of time that the police agency must spend dealing with collateral psychosocial issues; a reasonable probability that latent victim/witness hostility or frustration will not be directed at the criminal justice system and thus jeopardize a prosecutable case. It also relieves law enforcement personnel of some of the hostility, frustration, anger, or guilt feelings that "dumping" a victim/witness in crisis, without providing badly needed assistance, can create. When service delivery models that use specialists are considered, it appears that considerable savings in the on-scene patrol officer time (in handling certain types of calls) can be achieved. This reduces the overall manpower requirements for maintaining any specific general patrol availability. (Naturally, the opposite is also true.)

For the victim/witness, relief of the paralysis created by a crisis is of great benefit. Crisis intervention deals in an immediate way with problems created by the crime and can reduce the "trauma time" to an absolute minimum in a fairly consistent way. | |

CONTENT	METHOD
Program Illustrating Crisis Intervention	
SEE ATTACHED INFORMATION SHEET	Trainer refers to information sheet on Victim/Witness Advocate Program in Tucson, Ariz. Question-and-answer period can follow.

INFORMATION SHEET ON
VICTIM/WITNESS SERVICES

Core Service: Crisis Intervention

Agency: Victim/Witness Advocate Program   Contact Person: David Lowenberg
                    (Name)   Program Coordinator
        Pima County Attorney's Office   Telephone: (602) 792-8749
        131 West Congress Street
                    (Address)

        Tucson, Arizona 85701
                            (Zip Code)

Types of Services Offered: Other Services Offered:

    Crisis intervention on a   Witness assistance
    24-hour basis by staff and   Crime prevention
    volunteers.   Public education

Components of the Services:

    Three full-time crisis staff and 40 to 60 volunteers receive law enforcement
    and hospital referrals on a 24-hour basis through a pager system.

    The staff also has a director, coordinator, research analyst, two witness
    service advocates, and two clerical staff.

Who Delivers Services:
(Salaried, volunteer, types
 of training)

    Volunteers must complete a 28 to 35-hour training program and staff all
    have behavioral science backgrounds and graduate degrees.

Cost/Resources Used for Services:

    The total program costs approximately $150,000 per year. Crisis inter-
    vention costs are approximately 40 percent of the total.

Program received an LEAA grant of $169,000 in 1975, a grant of $111,112 in 1976, and anticipates a grant of approximately $90,000 in 1977. Local pickup of program funding scheduled for the next year.

Community Characteristics:
(demographic information)

Pima County has a population of 460,000 and the City of Tucson, 300,000. The County is larger than the state of Connecticut and is primarily rangeland. About 20 percent of the population is Spanish-speaking and 3 percent are Indian.

Problems Encountered:

Staff size is minimal for this model program and more manpower could be used. For a short time, staff attempted to respond to non-victim crisis situations such as attempted suicides, mental patients, and wandering elderly, but the extent of the problem was so great that it could not be handled within time and resources available.

Special Features:

Substantial commitment to research and evaluation has produced a number of papers on different aspects of the victim/witness area. Staff are now experimenting with providing direct crisis intervention on weekends from 6 p.m. to midnight by having staff and volunteers in the field in radio equipped vehicles. The program has sponsored several workshops on victim and crime-related matters.

Evaluation/Research Findings:

Stanford Research Institute has conducted an evaluation of the January 1976 to October 1976 period. Another evaluation is now underway and should be available in December 1977.

Replicability:

Transference of the basic program package to jurisdictions of approximately the same size, or smaller, should present no difficulty. Larger jurisdictions may need substantially larger sums to reproduce the same relative effect.

Further Information Available:
(documents, etc.)

    Too many to list; contact program for further information.

CONTENT	METHOD

C. Crisis Management

    The extent to which
proper, on-site management
of potential and actual crisis
situations is important is
probably obvious. The extent
to which management is a
separate issue and is dis-
tinct from identification and
intervention may not be quite
so clear. Proper crisis
management is, in a sense,
what to do when waiting for
the doctor to come, but it
also encompasses more
mundane activities such as
safety rules that must be
monitored for compliance and
specific techniques for
diffusion of anger and tension.
In addition, on-going
evaluation of client
satisfaction and officer
assessment of the handling of
crisis situations can be
important too.

    In organizations where
those who identify a crisis
also intervene in it, the
management blends in with the
other activities. Where
identification and inter-
vention are provided by
different individuals,
management of the crisis is
a very important aspect of
the total service package.

    Whoever is responsible
for intervention services
generally has the primary
responsibility for management,
although the staff or agencies
(primarily law enforcement)
that identified the situation
do have responsibility for
initial diffusion and
transition to the intervention
provider. Since shared

CONTENT	METHOD
responsibilities can easily lead to conflict, close coordination between identifiers and intervenors is necessary. This usually takes the form of follow-up on action taken by the crisis intervenors by sending a note to every line staff person who referred a victim/ witness for service. This note deals with what was or wasn't accomplished by the intervenor and comments about the appropriateness of particular referrals.	
The purpose of crisis management is to facilitate effective service delivery. The extent to which the first person on the scene properly identifies a crisis situation and effectively diffuses the immediate problems is extremely important. If a transition from the person who identified the crisis to another person who is an intervention specialist is necessary, this too is a point at which failure can shortcircuit the entire process. Finally, if the interventionist finds that co-existing or underlying problems, requiring long-term handling, are present, another crucial referral or transfer process results.	
Management techniques also insure staff safety and diffuse very dangerous situations in a way that does not interfere with other law enforcement functions and can greatly enhance overall effectiveness.	

CONTENT	METHOD
Program Illustrating Crisis Management	Trainer refers to Dayton Police Department Crisis Management Program information sheet. Question-and-answer period can follow.
SEE ATTACHED INFORMATION SHEET	

INFORMATION SHEET ON
VICTIM/WITNESS SERVICES

Core Service: Crisis Management

Agency: Dayton Police Department   Contact Person: Major Tyree Broomfield
                    (Name)
                                          Telephone: _____

         _____
                  (Address)

         Dayton, Ohio

Types of Services Offered: Other Services Offered:

     Conflict management and   Identification and intervention
      community relations   training
                                              Intervention in neighborhood and
                                                communitywide problems

Components of the Services:

     Conflict intervention team
     Community organization team
     Public information team

Who Delivers Services:
(Salaried, volunteer, types
 of training)

     Eight commissioned officers and four professional civilians.

Cost/Resources Used for Services:

     LEAA grant initiated the program that has since been picked up by the
     Dayton Police Department.

Community Characteristics:
(demographic information)

Problems Encountered:

A youth aid team established originally was consolidated with a conflict intervention team.

Special Features:

Contact with inner city gangs and attempts to deal with communitywide problems are interesting.

Evaluation/Research Findings:

"The Concept of the Policeman as Mediator, Communicator, and Advocate has shown a degree of success in Dayton."

(Data analysis seems more anecdotal than systematic and is difficult to interpret.)

Replicability:

Experience with similar programs in New York City; Oakland, Calif.; and other places indicates that replication is not difficult.

Further Information Available:
(documents, etc.)

See Crisis Intervention and the Police Selected Readings, by Richard W. Kobetz, IACP, or Community Relations and the Administration of Justice, by David P. Geary, University of Wisconsin, Milwaukee, Wisconsin.

CONTENT	METHOD
D. <u>Social Service Referral</u> The most crucial element of social service referral is a knowledge--knowledge of what services are available, the eligibility requirements, and when and where services are available. This knowledge is hard to acquire and harder to maintain--constant effort must be given to updating and modifying the inevitable loose-leaf notebook in which the directory of services and contacts is maintained. Nearly as important as the knowledge of community resources is the ability to follow-up referrals with both victims and witnesses and social service agencies. The middleman position taken when a victim/witness is referred to a particular agency is very precarious since a failure on either end leaves those referring the victim in a difficult position with both sides. Strict policies concerning the necessity of having victims and witnesses actively participate with staff in deciding upon an appropriate referral and in making the necessary arrangements themselves can usually allevi-ate potential problems. A social service referral capability is usually an integral part of crisis intervention services because getting people to services is one of the most important functions of intervention. Crisis intervenors are typically the social service referral specialists and when not working with a victim/witness	

CONTENT	METHOD
in crisis, they often provide non-crisis assistance to clients whose problems are not quite as critical. A social service referral capability can be available to programs that have no crisis capability. One example is the community service worker component that is often a part of law enforcement agencies. Other examples are the information and referral (I & R) components of various "hotline" services, etc. The proliferation of specialized social services, each with complex eligibility requirements, that has evolved in this country over the last 20 years, makes such services (I & R components) a vital part of the social service delivery system. With regard to victims and witnesses, it is commonly noted that they are not normally seen as a specialized clientele by the social service system itself; therefore, criminal justice system agencies must provide advocacy for victims and witnesses.

The basic purpose of social service referral systems is to facilitate the acquisition of appropriate services by victims and witnesses. The major benefit is a reduction in the consequences of crime. A subsidiary purpose is the establishment of victims and witnesses as a clientele need-ing and being eligible for certain kinds of services. Important system benefits created by relieving victims' problems are the victims' willingness to cooperate with the system, their ability to | |

CONTENT	METHOD
cooperate with the system by reducing the seriousness of their problems, the reduction of the seriousness of their problems as well as of the impact of crime by mitigating its effects.	
Program Illustrating Social Service Referral SEE ATTACHED INFORMATION SHEET	Trainer refers participants to the social service referral program information sheet for Philadelphia, Penn. Question-and-answer period can follow.

INFORMATION SHEET ON
VICTIM/WITNESS SERVICES

Core Service: Social Service Referral

Agency: The Victim Counseling Service   Contact Person: Howard A. Yares
                    (Name)
          Philadelphia Bar Association   Telephone: (215) 563-3030
          City Hall Annex, Suite 419
                    (Address)

          Philadelphia, Pennsylvania 19104

Types of Services Offered: Other Services Offered:

    Social service referral   Extended advocacy in some
                                                          cases

Components of the Services:

    Referrals received from many sources
    Services vary with client need but primarily consist of telephone contacts
       informing victims of services available and some case information.

Who Delivers Services:
(Salaried, volunteer, types
 of training)

    Staff - Director, assistant director, five line staff, three part-time
    staff, and two secretaries

    No volunteers

Cost/Resources Used for Services:

    $180,000 LEAA grant

Community Characteristics:
(demographic information)

Problems Encountered:

    Unknown.

Special Features:

    Sponsored by the Bar Association and accepts a large variety of referrals.

Evaluation/Research Findings:

    Not available.

Replicability:

    Jurisdictions smaller than Philadelphia would probably be able to replicate
        this program for less.

Further Information Available:
(documents, etc.)

    Contact program for further information.

CONTENT	METHOD

VII. Research Findings

Findings on the effect of providing crisis management training to police officers are available. Other findings on the crime victims' need for crisis intervention services (that is, which situations, which victims are most in need, and what is most needed) are becoming available. Efforts to obtain data from victims on their reactions to crisis intervention have met with a series of failures. Researchers were unable to obtain a representative sample of victims in New York; efforts to obtain data in Oakland and Baltimore were also ineffective. Stanford Research Institute and the Pima County Attorney's Office were able to obtain data in Tucson, but the results there indicated that client rating of services may be more dependent on situational variables than on the actual quality or quantity of services rendered.

The Stanford Research Institute study did find that 40 percent of the officers trained in crisis work indicated that they had significantly changed their approach to their work; 52 percent had somewhat changed their job performance; and only 8 percent reported that they had not been changed by the training.

Crisis intervention services may be delivered to victims by specialists or a combination of a specialist and volunteer at lower rates than when patrol officers delivered the same services. There are also numerous findings about the

CONTENT	METHOD
humanitarian benefits of providing people in need with a service that is of benefit; the process may relieve officer stress and reduce the dispassionate detachment experienced officers develop as a defense mechanism. Indeed, in some respects, analysis of specialist delivered crisis intervention indicates that the <u>actual client</u> may be the referring officer and that police officer satisfaction with crisis services for victims approaches 100 percent. (See "A Survey of Law Enforcement Officers Requesting Victim/Witness Advocate Program Assistance During March 1977," prepared by Jack Stillwell, Pima County Attorney's Office.)

Thus, research findings indicate that system efficiency and humanitarian considerations favor crisis intervention services. Conclusions about victim satisfaction are still premature but some resistance to data collection and some anomalous results indicate that further research is required in this area before definitive findings can be presented.

Conclusion

As the immediate needs generated by a crime fade away, a new focus of concern becomes central to the delivery of victim/ witness services. The primary need of victims and witnesses becomes information, and, to the extent possible, input into the many decisions within the criminal justice system. In general, crime-related problems seem most evident in the earlier stages of the person's experience, and system-related problems | |

CONTENT	METHOD
become more evident later, as the person moves from the role of victim to that of witness.	
	Trainer makes transition to afternoon work sessions and reminds participants of the breakout room assignments and of when they are expected to resume work there.

Session 6

DAY II

9:45 a.m. - 12 noon

CONCURRENT SEMINARS

Session 6B: Seminar: Court-Related Information, Witness
                             Notification and Protection, Property
                             Return, and Compensation and
                             Restitution

Goals of the Session

At the end of the session, the participants will have a greater knowledge
of:

- Court-related victim/witness information services, witness notification,
  personalized support, facility improvements, witness notification
  systems, and case tracking

- Program resource aids, such as civic and organizational support groups,
  volunteer and student intern resources, administration task force, or
  policy governing or advisory councils

- The impact of victim/witness services on the victim and the major
  benefits to be derived from services implemented

- Reference material listing victim/witness services, their purposes,
  agency staff involved, expected service benefits and drawbacks

- Victim/witness reference and research material and victim compensation
  and restitution.

Rationale

Many participants need to gain more awareness about the technologies that are currently available in the field of victim/witness services. This seminar will make it possible for the participants who are new to the field to learn about existing services for victims and witnesses. Those already involved with victim/witness services will be given opportunity to acquire additional information and to compare their program with others in existence. This information on existing and transferable technologies will make it possible for the participants to begin their planning efforts.

Method

Group presentation with visuals and handouts describing some of the major services found in a community victim/witness program.

Materials/Logistics

Meeting room large enough for at least 40 people

Wall-mounted newsprint and color-coded drawing with panoramic view of service delivery system

A worksheet listing significant research findings supporting the use of various services

Available brochures on victim/witness programs and services can be distributed.

Background Papers and Reference Material (in Participant's Handbook and Manual, Part II):

- Overview of Court-Related Victim/Witness Services

- Samples of Victim/Witness Information and Notification Letters

- Criminal Justice System Services Meeting Victim/Witness Needs

- Information and Notification Systems

- Victim/Witness Research Data

- Budgets for Victim/Witness Services in Large, Medium, and Small Jurisdictions

- Victim Compensation Laws

- Restitution to Crime Victims

SEMINAR OUTLINE

I.   Introduction and Overview of Victim/Witness
      Services

II.   General Delineation of Service Delivery

III. Types of Witness Services

      A. Information Services

      B. Personal Support Systems

      C. Information, Notification, and Referral

      D. Facility Improvements

      E. Financial Support/Assistance

      F. Computerized Information Systems

IV.   Resource Material

V.   Summary, Observations, Guidelines

VI.   Question-and-Answer Period

CONTENT	METHOD
Introduction and Overview	**Familiarization Exercise:**

Introduction and Overview

For years, programs directed at improvement of the criminal justice system have all but ignored the plight of the innocent participant in the process. The voluntary participation of witnesses, victims, and jurors has simply been assumed, with little thought given to the inconveniences, and often outright abuse, suffered by them.

The National Advisory Commission on Criminal Justice Standards and Goals devoted an entire chapter of its Task Force Report on the Courts to court and community relations. Throughout the report, emphasis is placed on the importance of the interrelationships between the courts and prosecuting attorneys with the public. The report stated in Chapter 10:

> A law abiding atmosphere is
> fostered by public respect
> for the court process.
> Such attitudes correspond-
> ingly suffer when public
> scrutiny results in public
> dissatisfaction. The per-
> ception the community has
> of the court system also
> may have a direct impact
> on court processes, as when
> it affects the willingness
> of members of the community
> to appear as witnesses or
> serve as jurors...
> Although some states and
> metropolitan areas have
> recognized these
> problems, they often
> find corrective programs
> too expensive for al-
> ready overextended local
> budgets.

Familiarization Exercise:

Trainer may request that seminar participants introduce themselves at the beginning of the session.

Trainer makes presentation and refers participants to background papers related to this session in the Handbook and Manual.

CONTENT	METHOD

There is a need to look critically at the plight of the victim to see whether the victim and witness is being treated with fairness and whether their basic constitutional rights are being preserved.

If our most valuable resource in convicting criminals is involved citizens, their withdrawal from the criminal justice process is a serious loss. What future do we have in such a case?

Victim/witness demonstration programs have been developed and tested in recent years and have helped to create a new knowledge and technology. The goal of this seminar is to inform you of services that have been developed and about their benefits. Your community problems, defined in an earlier session, should have led you to think about new ways of alleviating the plight of the victim. Our interest is to help you find the most appropriate solutions.

II. General Delineation of Service Delivery--Beginning and Ending Points

The background paper, "Overview of Court-Related Victim/Witness Services," sketches various services and the agency and staff that most commonly provide them. This does not mean services have to be provided in the same way everywhere. Your community has unique characteristics and you should decide what services are needed and where the service should be in your final action plan.

Trainer refers to background paper "Overview of Court-Related Victim/ Witness Services."

CONTENT	METHOD
III. Types of Service As mentioned before, we are going to review services available and cover their benefits. You can use our descriptions as "thought starters" to determine if your community's problems can be "treated" in a way that will reduce negative impacts. The services we list are not the only services to consider; these are "prodders for ponderers." Later, you can develop derivatives or unique models to fit your local needs. We will not attempt to set priorities or quantify the service level most desirable for optimum community benefit. You are "the judge" who should assess what is the initial service activity level, what is an attainable activity objective, and what is your ultimate service goal. The following service and goal gradations, however, should probably be in your action plan: A. Information Services Perhaps one of the most immediate, uniform, informative, and easy ways to improve witness service is through distributing victim/witness brochures. Multiplier Effect - Direct benefits are perhaps statistically un-measurable, but brochures do enhance a person's understanding and reduce confusion about court procedure, place, fees, trans-portation, and the like. This public relations value far outweighs the staff development time and printing and distribution costs.	Trainer covers items on list. Trainer develops and refers to brochure display or distributes sample brochures to participants.

CONTENT	METHOD
B. Personnel Support Systems - Need for one-on-one care In recent years, the usual victim/witness received minimal attention and support while the alleged offender obtained legal advice, personal advocacy, vocational rehabilitation, probation and supervision, counseling, or medical and psychiatric care. Clearly, a major thrust for victim/witness programs should be to provide someone to talk to, to lean on, and to listen when the person needs it. This is perhaps the best therapy. **C. Information Notification and Referral - One-way or two-way feedback** Many criminal justice system personnel apparently believe that the legal meaning of subpoena is automatically understood by citizens, who will accordingly respond to its directions and fully understand the impact of noncompliance. Reality appears to show this is a myth. The witness experiences frustration, delay, confusion, misinformation, and direction misinterpretation. Witness notification is starving for an intense systematic review to seek the basic causes for malfunction and to design measures to solve these delay and confusion problems. Survey findings of the National District Attorney's Association show that citizens most often cite information problems as the kind of improvements they would like to see occur in the criminal justice system.	

CONTENT	METHOD
Ideally, the system would mix people and paper--feedback is the name of the game. Witnesses should know what is going on. They will have a greater sense of involvement when the "system" cares enough to treat them in a respectable way. When system confidence is restored, the community benefits!	
Notices mailed to witnesses about next hearing dates, cancellations, and case dispositions are important. Through a series of well designed form letters, the witness can be better informed. Some form letter examples are: a confirming charge letter, mail subpoenas, notice of hearing continuation, guilty plea or finding of guilty or not guilty, and sentencing decision letters. Such information are very helpful. Some system analysis work should include what should be provided by a mail or phone notice method.	Trainer refers participants to sample letters for use. (See Background Paper "Sample Victim/ Witness Information and Notification Letters.")
Information can be gathered for notices either by routing the case file to "information specialists" or having the specialists go to the court file.	
The notices themselves must be accurate, show appreciation, be timely, brief, and business-like. Supervisory review on selected matters is essential on conviction and sentencing data sent to the public.	
D. Facility Improvements - Are visitors company or cattle?	
When citizens become involved with the criminal justice process, first impressions can be unforgettable. Convenient and modern facilities such as the ones citizens use at airports, restaurants, and libraries, should be commonplace. The days of herding citizens like cattle are over, that is if you want citizens to remain involved and witnesses to give testimony.	

CONTENT	METHOD

E. Financial Support/Assistance
 	
    <u>Three-Fold Victim Effect</u> - Violent crime affects poor victims disproportionately. Those living in high crime areas are subject to unsafe environments, have higher exposure to crime, and are less likely to have sufficient personal resources to recover from property damage or personal injury. Offenders are not always immediately apprehended, prosecuted, and convicted. Those who are jailed have doubtful chances of repaying the victim for his loss. States and the whole criminal justice system have a responsibility to these citizens to soften financial blows.
 	
    Usually, when the victim's rights are violated by the offender, the system treats the victim as a piece of evidence. In addition, the victim must pay for losses, medical treatment, or both. Justice and equal treatment involving the offender, the state, and the victim need more analysis and work. Otherwise, there is repeated victimization.
 	
    Victim/witness programs also need a contact point, program identity, a crisis line, and reliable linkage to community resources to maximize service delivery. These services can be provided by existing community agencies. If they aren't available, the service becomes a critical addition for the program.
 	
    However, these services are being discussed more thoroughly in Session 6A.
 	
IV. Resource Material
 	
    Victim/witness service delivery research and evaluation is needed. There has been intense congressional concern to provide justification for the discretionary, block grant funds that are disbursed. In the future, more
	Trainer refers to background paper "Criminal Justice System Services Meeting the Victim/Witness Needs."
	
	Trainer introduces ideas and covers concepts about computer potential, referring to information in Part II of the <u>Handbook and Manual</u> as appropriate. (See Background Paper "Information and Notification Systems.")

CONTENT	METHOD
data will be required to justify Federal, state, and locally funded proposals.	Trainer will refer participants to "Budgets for V/W Services in Large, Medium and Small Jurisdictions" and "Victim/Witness Research Data" papers in the Handbook and Manual.
Today, we will not give you a series of exhaustive research findings. We will instead direct you to selected data that measure service delivery impacts.	
V. Summary, Observations, Guidelines	
	Trainer will summarize the presentation and stress its links to the tasks facing the participants. Trainer will also describe additional material on restitution and compensation that is included in this session's material in the Handbook and Manual. Trainer will initiate.
VI. Question-and-Answer Period	
	At the end of the seminar trainer will make transition to the afternoon sessions and remind participants of where they are expected to meet others from their community.

Session 7

DAY II

1:30 - 2:45 p.m.

IDENTIFYING PRIORITY SERVICE NEEDS

Goals of the Session

After finishing this session, participants will have:

● Identified and drawn up a list of victim/witness service needs for their community, working as a community team

● Ranked the top five service needs of their community, using a rating scale of weighted criteria.

Rationale

To ensure that the information delivered on the core victim/witness services will be meaningful and address the real concerns of the community teams, the teams will be given time to identify the services that they consider of greatest priority for initiation or improvement in their communities.

For those whose communities already have some services, this session will provide tools for reassessing them, for determining whether or not they reflect the true needs of victims and witnesses, and for determining if improvements are in order. Since effective and efficient delivery of services depends on coordination among agencies, it is essential that the ranking of service priorities be done and be agreed on by all the members of a team.

Method

Group work in community teams in breakout rooms with guidance from a trainer.

Materials/Logistics

Breakout rooms arranged for work at table by community teams

Worksheets and instructions:

Victim/Witness Services Needed
Victim/Witness Rating Scale
Rating of Victim/Witness Services
Victim/Witness Service Priorities

CONTENT	METHOD
The tasks to be accomplished in the session are:	Trainer makes sure that participants are seated in community teams. Time is given for participants to introduce themselves. Trainer gives overview of the day, stressing the linkage between the previous day's work, the morning seminars, and the work ahead.
• To identify service needs in your community and rank five priority needs.	
• To develop a design for the services to be implemented or improved.	
The first task, for the next hour or so, will be to begin the process of narrowing down the need for victim/witness services in your own community so you can make a decision about what you want to do when you get back home.	Trainer outlines tasks for the community team work.
As background materials, you have the analysis you developed yesterday with other colleagues from the same occupational group in which you identified services needed by victims and witnesses and the system.	
You also have information from the seminars about the kinds of services that can be provided for victim/witness.	Trainer may want to process the participants' reactions to the seminars for a few minutes.
Using this information, we are going to ask you--working as community teams---to draw up a list of victim/ witness services that could be initiated or improved in your community. It will be a raw list, including all or most of the possibilities. For those who already have some services, they will work at determining how well the existing services are addressing the problems. There are worksheets in your Handbook to help you.	Trainer directs participants in drawing up list of victim/witness services that could be initiated or improved in their communities. Makes reference to worksheets in Participant's Handbook, which include instructions for the work.
	Participants make list of service needs.

CONTENT	METHOD
Next, rank the services you have listed according to the criteria described in your Handbook. These criteria are meant to help you to assess realistically what services should receive priority attention in your community. At the end, you should come up with the top five service priority needs.	Trainer directs teams in using the rating scale and answers questions about the assignment.
	While participants rate victim/witness services, trainer is available for help as needed, moves from group to group to check progress.
(Instructions on worksheet for Services Rating Scale read to participants.)	Participants complete rating of services by determining five priority services for their communities and entering them on the worksheet.
	Trainer asks for various community teams to share their lists. Trainer concludes this session with instructions about a coffee break and resumption of work.

WORKSHEET

VICTIM/WITNESS SERVICES NEEDED

Using information from your earlier analysis of victim/witness services needed and from the seminars on victim/witness services, make a list of the services that would benefit your community. List any services that should be introduced, improved, or expanded. At this time, do not make judgments about the relative need or importance of any service; try for a raw list of victim/ witness service possibilities.

VICTIM/WITNESS SERVICES RATING SCALE

On the following page is a matrix for rating the priority of victim/witness services needed in your community.

Under the column headed "services," write in a few key words to designate each of the service possibilities from the list you have just compiled.

For each of the services listed, discuss and decide on a rating or score, using a scale of 1 to 10 for each of the headings: "need," "appropriateness," "feasibility," "cost," and "impact." Think of a score of 10 as high and a score of 1 as low. Thus, in determining a rating, you might ask, "Is this service high in need, or cost, or appropriateness? How high, or low is it?" Please, note that for "cost," the scale is reversed--high cost receives a lower score than low cost.

You may want to talk about several services and compare them before scores are decided on. Feel free to readjust the ratings as you go along.

Before you proceed, you may want to consider the following questions that need to be addressed for each of the headings:

Need -- How extensive is the need for this service? How many people are involved? How often is this service needed?

Appropriateness - If this service were to be provided, would it solve the problem? Is this the "right" service or just something that it would be "nice to have"?

Feasibility - How difficult would it be to provide this service? Are there any unusual blockages, such as a requirement for changes in legislation, which lower the feasibility of this service?

Cost - What would this service cost in dollars, time, or effort? Could existing resources be used through reallocation?

Impact - If you implement this service, what will be the result? What will be the result if you do not provide this service? Will there be any "multiplier" payoff?

WORKSHEET

RATING OF VICTIM/WITNESS SERVICES

Service	Need	Appropriateness	Feasibility	Cost	Impact	Total
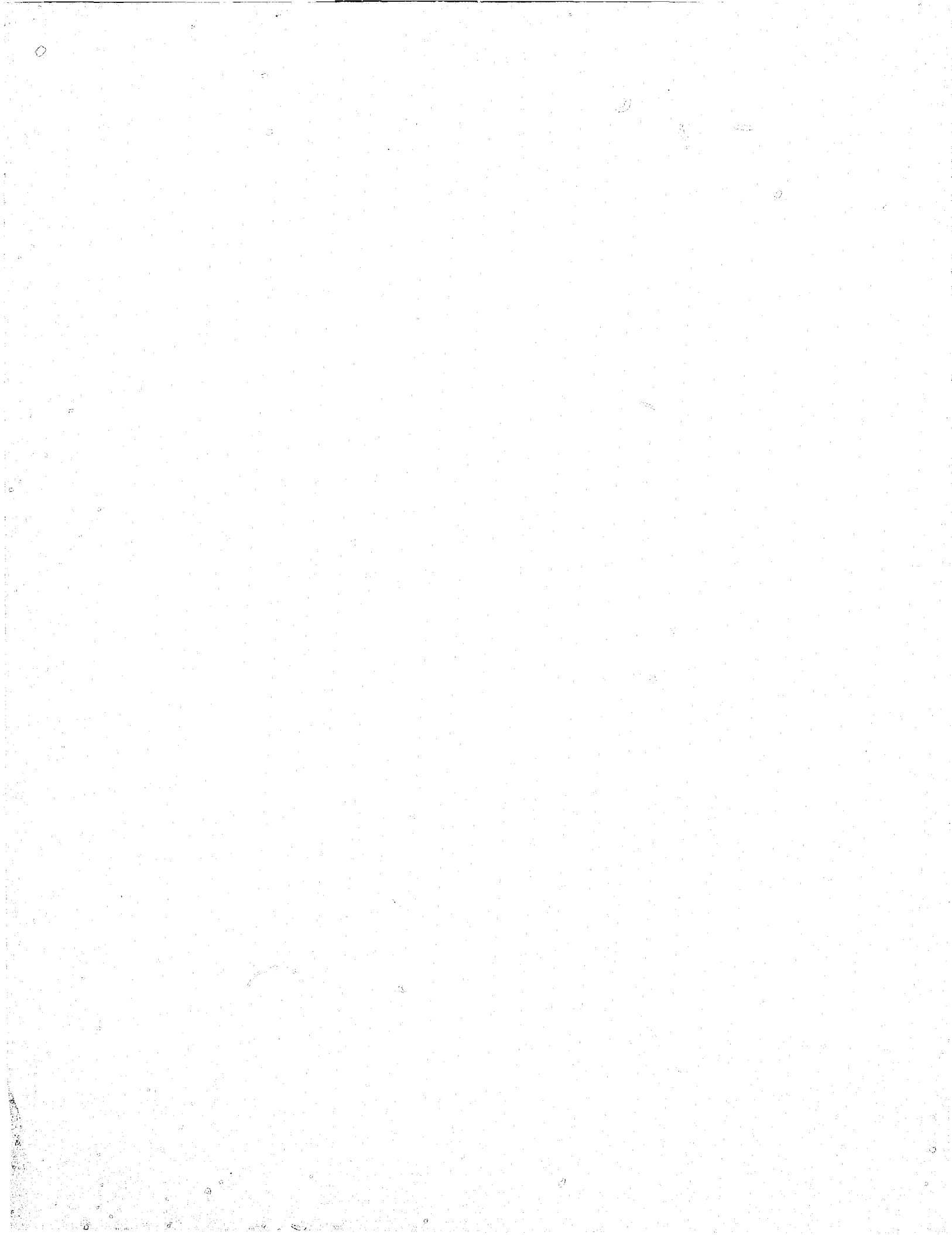
W O R K S H E E T

VICTIM/WITNESS SERVICE PRIORITIES

Using the ratings matrix on the preceding page, find the services with the five highest total scores. List them below, in order, with the highest numerical score first, next highest second, and so on.

1.

2.

3.

4.

5.
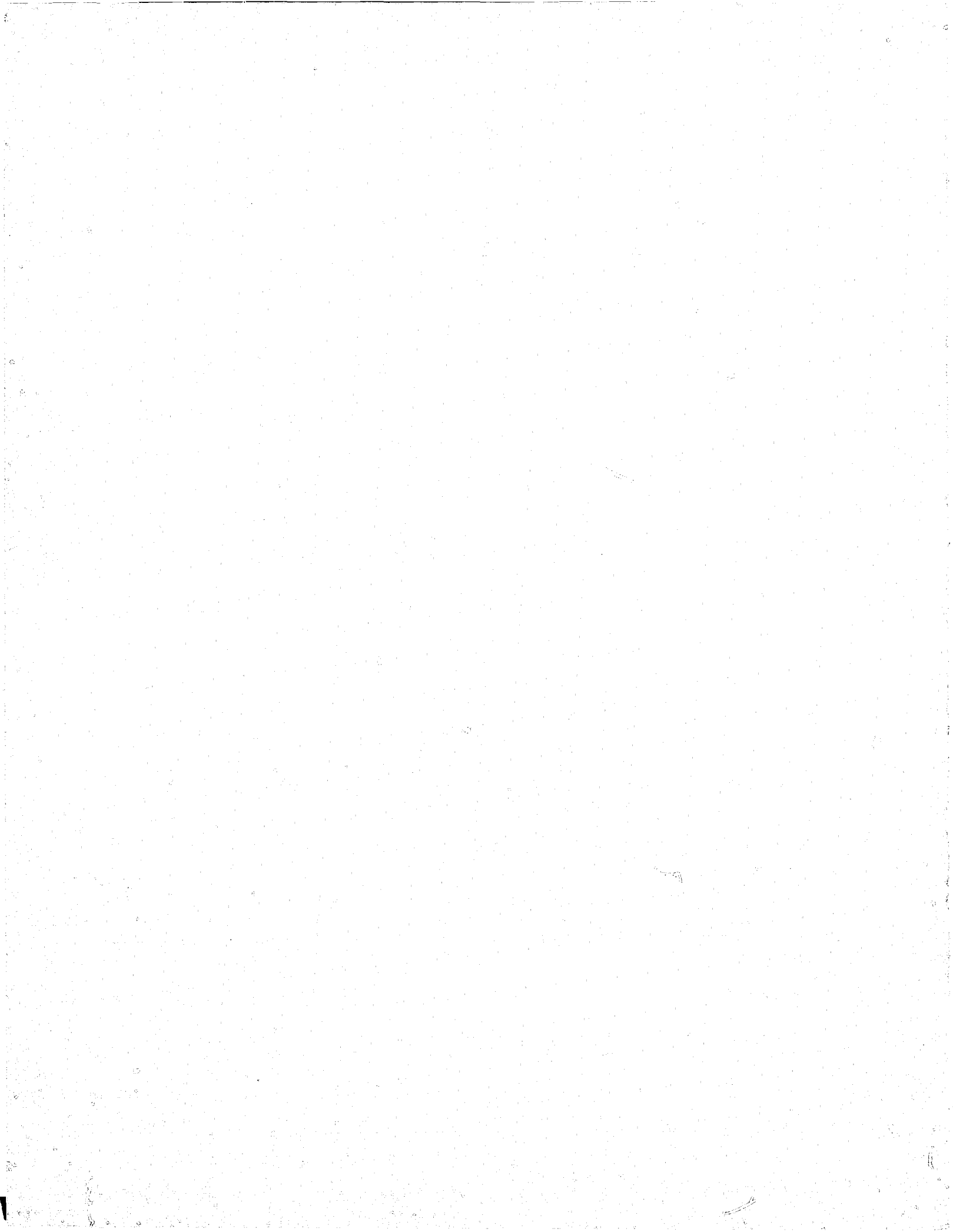
Session 8

DAY II

3:00 - 4:15 p.m.

DEVELOPING A SERVICE PLAN

Goals of the Session

After finishing this session, participants will have:

- Finalized their decision on one or more victim/witness services that they, as a community team, wish to implement or improve in their community

- Designed, in detail, the service or services that the teams have decided to introduce or improve in their community.

Rationale

In order to determine whether the information provided in the previous sessions has real applicability to each team's community, the teams must try to apply and adapt the information in order to develop a realistic service design that they feel will be feasible in their communities. Considerations that are unique to each community, such as administrative structure, relationships among agencies providing the services, availability of resources, profile of the beneficiaries, and so on, must be taken into account.

This session gives the participants the opportunity, with the assistance of a trainer, to apply the information and work out a service design that they feel has priority and is feasible. Also, the session provides participants with practice in developing a service design in a structured format so that they can more easily revise or update such a design back home.

Method

Group work as community teams in breakout rooms; trainers available as resource persons.

Materials/Logistics

Breakout rooms arranged for teams to work together at tables

Worksheets and instructions:

- Victim/Witness Service Planning Steps
- Service plan worksheets (9)

Background Paper/Reference Material (in Participant's Handbook and Manual, Part II):

- Designing a Victim/Witness Program

CONTENT	METHOD
At this point, you have looked at the need for victim/witness services in your community, you have identified those needing priority attention, and you have been exposed to in-depth information about various services.	Trainer explains task to community teams: to decide upon one or more victim/witness service they wish to implement or improve in their community.
It is now time for you to make a decision on what you, as a community team, would like to implement or improve.	
For the next 15 or 20 minutes, the task for your team is to select one or more of the victim/witness services you have already identified as relevant to your community.	
As a suggestion, you might want to select one service you could implement in 90 days or so and another one that will take longer.	
Naturally, you may not have here all the information that you need and in some cases you may not have the author- ity to make a commitment, but you can base your decision on what the team assembled here would like to see happen.	
Please, appoint someone to record your conclusions on paper and to be ready to report back to the group.	Participants appoint a recorder/report- er and discuss and decide on services they would like to implement or improve in their community.
	Trainer checks group for progress, draws discussion to a close when most or all have reached a decision.
	Trainer asks each team to report their service selections to the group to give participants an opportunity to receive some immediate feedback and to see if there are any common selections.

CONTENT	METHOD
Now that you have decided on at least one service that you want to work on, the next step is to do some planning. This should help you to get a rather specific idea of what it is, who will be involved, what will be required, and so on--generally, what that service will look like.	Trainer gives instructions for teams to design services by answering questions and making decisions in design outline using the worksheets in their Handbooks.
To give you some help in this, there are some worksheets in your Participant's Handbook that outline a service plan. These are headings or questions that you can use to make decisions or to think through the plan. You might want to work through the outline, step by step, writing down your decisions under each heading. In this way, you will end up with what will be essentially the plan or design of your service. There is also a detailed outline, "Designing a Victim/Witness Program," in Part II of your Handbook and Manual that may be of help.	Trainer brings the worksheets to the participants' attention and makes sure they understand what they are for.
Take the next hour or so to develop your service plan. If you are thinking about improving some services you already have, think of your plan as what ought to be, rather than what now is. Answer your plan questions in terms of what is required in order to move from what is, to what ought to be, or what you want in the way of an improved service.	
	Community teams work on planning services.
	At the end of this work session the trainer reminds participants of the upcoming plenary feedback session where selected communities will report back on their work.

VICTIM/WITNESS SERVICE PLANNING STEPS

1. **Problem Statement**

   What is the problem you are trying to solve?

2. **Goals and Objectives**

   What is your goal? your objective?

3. **Proposed Action**

   What action should be taken to solve the problem and meet goals and objectives?

4. **Sponsor Identification**

   Who is suggesting this action? Why?

5. **Work Program**

   a. Organizational Framework

   b. Personnel

   c. Coordination and Cooperation

   d. Management

   e. Beneficiaries

   f. Outcomes

6. **Resources**

   a. Cost

   b. Resources Inventory

7. **Timetable**

8. **Monitoring, Evaluation, Accountability**

9. **Impact**

10. **Further Steps To Improve and Expand Services**

W O R K S H E E T

VICTIM/WITNESS SERVICE PLAN OUTLINE

Problem Statement (I)*

What is the problem you are seeking to solve? Why should it be solved?
What documentation on the extent and seriousness of the problem (needs
assessment, surveys, literature review, research findings, sta   ory mandates,
etc.) do you have or can you develop?

*Roman nume   s in this outline refer to corresponding sections of the outline
"Designing   ctim/Witness Program," contained in Part II of the Handbook and
Manual.

W O R K S H E E T

Goals and Objectives (II, III)

What is your goal? (A goal statement would describe the victim/witness service you intend to implement or improve.) What are your objectives? (Objectives would be activities to be undertaken to achieve the goal.)

Proposed Action

What action are you proposing to take to solve the problem?

W O R K S H E E T

Sponsor Identification

   Who is proposing this action? (Give names, titles, and organizational
identity.) Why are these persons proposing this action? What reasons/interest
do they have in solving this problem? How are they involved?

WORKSHEET

Work Program

Organizational Framework (IV)

What person or organization will sponsor this action? What capability do they have to develop and operate this service? Why should this be the lead agency?

Personnel (V)

What is the staff structure required? What restructuring of present jobs be required? Will volunteers be involved? How many persons and how much of their time will be needed? Who will do what?

WORKSHEET

Cooperation and Coordination (Inter-relationships)

    What other organizations, persons, or agencies will be involved? What will they do? What will they furnish to the service? How will interagency activities be coordinated? How will relations with the community be carried out?

W O R K S H E E T

Service Management

How will this service be governed? Who will be in charge? Who holds
legal responsibility? How will others involved be held accountable?

Clients or Beneficiaries

Who is to be served and how? What relationship will there be between the
operators of this service and the beneficiaries?   Will the clients have a role
in how the service is conducted?

WORKSHEET

Outcomes

What products or services will result? What materials will be developed?

Resources (VI)

Cost

What will this service cost? What equipment and facilities will be required? What will personnel cost? What training will be needed?

Resources Inventory

What money, people, or services are available for this service? Who will contribute what? What needs to be done to develop resources?

WORKSHEET

Timetable

How much lead time or start-up time is necessary? When will this service be operational? What is the time sequence of activities?

Evaluation (VII)

How will this service be monitored and evaluated? Who will do it? What provisions are there for reports and fiscal accounting? How will results of evaluation influence continued operation of the service?

W O R K S H E E T

Impact (VIII)

What benefits, cost savings, and improved conditions can be expected from effective implementation of this service? What multiplier or indirect payoff might occur?

Future Agenda

What is incomplete in this design, what must still be developed? What additional information or activities should be undertaken?

Session 9

DAY II

4:30 - 5:00 p.m.

PLENARY FEEDBACK SESSION

Goals of the Session

During this session, participants will:

- Share the top five service needs they have identified for their respective communities with the other participants

- Report on what victim/witness services they, as a community team, wish to implement or improve in their community

- Outline in some detail, the service or services that they, as community team, have decided to introduce or improve in their community

- Compare their priority listing and their plans with those of the other community teams

- Exchange ideas, share expertise, give and receive advice on the plans to be implemented back home.

Rationale

Earlier, working in community teams, participants were asked to identify the services that they consider most important to initiate or improve in their communities. They also worked on developing a service design that they felt had priority and was feasible. It is very useful for the participants to share and compare their community analysis and service planning with the work of others; for in this way, they will learn where commonalities and differences lie, identify communities that are similar to theirs or communities that are more advanced, and pool their resources or take advantage of their expertise. As a result, they are likely to increase their awareness about the problems, the available solutions, and ways in which others are planning to introduce or improve victim/witness services.

Method

Plenary session. Selected community teams will report on their progress to date in identifying service priorities and in developing a service plan. Lead trainer will moderate the reporting and the discussion, facilitating the exchange of ideas, pointing out similarities and differences, and pointing out existing resources that can be tapped by the participants. Other trainers assist by intervening at appropriate moments where their expertise and experience are needed.

Materials/Logistics

Large room for 70 participants, set up as for Session 5.

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DAY III

9:00 a.m. - 10:00 a.m.	Session 10	Strategies for Implementing Change
10:15 a.m. - 11:30 a.m.	Session 11	Developing a Community Action Plan
11:45 a.m. - 12:30 p.m.	Session 12	Feedback on the Community Action Plan
12:30 p.m. - 1:00 p.m.	Session 13	Workshop Conclusion

Session 10

DAY III

9:00 - 10:15 a.m.

STRATEGIES FOR IMPLEMENTING CHANGE

Goals of the Session

At the end of this session, the participants will have greater knowledge
and understanding of:

- Factors to consider and respond to when implementing change in the
  criminal justice system and in the community

- The experience of implementation of other victim/witness programs

- The relationship of change strategies to the implementation of
  victim/witness services and techniques for facilitating that process.

Rationale

While the planning of new or improved victim/witness services can be
difficult, the real challenge is often to achieve implementation. Understanding
of the factors that cause resistance to change can help decisionmakers identify
strategies to lower resistances and facilitate the change process. During
this session, we will present some practical guidelines, based on the experiences
of existing victim/witness service programs. In the next session, participants
will have an opportunity to apply these guidelines to the development of a
community action plan for implementing the services designed in Session 8.

Method

Large group presentation with discussion.

Materials/Logistics

Large group meeting room for at least 70 people--arrangement of the room
   should be in theater style

Exercise on sources of influence

Background Paper (in Participant's Handbook and Manual, Part II):

- Implementing Innovation

CONTENT	METHOD
Introduction In the preceding sessions, you have had opportunities to work with other members of your community in setting priorities among the victim/witness services needed in your community and in developing a plan for victim/witness services--either to be initiated or improved. Hopefully, the information and processes we have presented have been helpful to you in carrying out these tasks.	Trainer reviews activities scheduled for Day III by using a chart with the Workshop schedule to illustrate flow of sessions.
Today, we want to focus on the issues that come up in the implementation of victim/witness services. New or improved services will require that some changes take place in the way things are done in your community and in some of the agencies in your community. It means that <u>people</u> are going to have to change the way they do things. Often, when changes are being proposed, individuals, agencies, and communities may resist them--sometimes for good reason. In this session we want to discuss where and why resistance comes up, and how you can respond to resistance in order to facilitate the changes you want to make. Many aspects of our discussion will probably be familiar to you from other programs in which you have been involved. However, it helps in planning for implementation to consider some factors beforehand.	
Following this session, we will ask you to work again in community teams and complete an action plan for the service you have already designed.	
Background on Theories of Change	
There are a number of theories for bringing about changes in organizations and in the individuals in those organizations: Management by Objectives, McGregor's Theory X-Y, Organizational Development, and Human Resources	Trainer gives a brief, straightforward presentation.

CONTENT	METHOD
Development, to name just a few. There is a great deal of overlap among the theories; rather than describe a single approach or model, we have attempted to derive from the theories and from experience what seem to be the most useful lessons. First of all, it has become evident that some important ingredients are necessary in order for change to take place: (1) that there are conditions needing change, and (2) that someone in a potentially influential position feels that there is a need for change. How the influential people who perceive the need for change interact and work with those who will have to carry out the change will determine whether the change process is successful; that is, whether the process is smooth or disruptive, fully implemented or sabotaged, meets its objectives or fails. Overview of the Change Process The change process illustrated will not necessarily take into account all of the factors that would relate to the implementation of any change, but rather those which are particularly important in the implementation of changes for victim/witness services. All changes proposed in relation to victim/witness services will involve other people, usually those who will be responsible for implementing the change. For example, if you are planning to start a property return service, this will require change in the way the police officers handle property return and how prosecutors and judges handle evidence in the courtroom. Because victim/witness services are human services, delivered by people, even minor changes will affect how people behave. The people are likely to have both positive and negative reactions to a proposed change and their reactions will be affected by how they perceive the	Trainer explains, adding examples from experience in the implementation of victim/witness services.

CONTENT	METHOD
change agent(s), namely you. There are, however, things that you can do to capitalize on the positive reactions and diminish the effect of the negative reactions--things that are feasible for you to do because of your positions in the community. (Your position then can have multiple effects: people _may_ react negatively to a change you propose, but, because of your position, you may be able to modify their re-actions.)	

We have organized these considera-tions into a series of three steps:
1. Specify clearly the proposed change--why you want to make it, and who the change agents are.

2. Identify all possible reactions, both positive and negative, to the proposed change and change agents.

3. Develop a plan for facilitating change, that is, for overcoming or diminishing negative reactions and capitalizing on positive reactions.

Let's look at these steps and some related concerns in more detail.

Specify the proposed change and change agents.

Obviously, the questions you are trying to answer are:

- What are you trying to change?

- Who wants the change? Where, from whom is the impetus for change coming?

It may seem very clear to you what the answers are from the work you have been doing in earlier sessions.

CONTENT	METHOD
You might answer the first question by saying, the change is the initiation of a property return service that will decrease the amount of time a victim is without his or her property. Or you might say, I plan to improve the victim notification system by starting a tickler file and having a secretary call witnesses when they are to appear in court. What we want to do now is to take this definition of change one step further and have you specify what will be changed in the way things are done when you implement the proposed change-- in other words, what are the implications of the change? For example, when you implement a property return process, what will change? You might answer: the police officers in charge of the property room will need to photograph all property to be used as evidence in a trial. In specifying the change agents, you need to take into account not only titles of the agents, but also their relationship to those who will be affected by the changes. For example, is the change agent someone from inside or outside the affected agency. Are they in positions of influence or not? What type of influence do they have over those who will implement the change? Influence becomes evident when a relationship exists between two individuals or an individual and an organization. Persons have influence over others for many reasons and can use the influence they have to facilitate change or maintain the status quo. The following are some of the major sources of influence:	

CONTENT	METHOD
Influence Based on Personal Qualities: A person may have influence over another when that person feels that the other believes, perceives, or behaves as him or herself. This influence results from friendship, respect, charisma, and the like.	Trainer describes sources of influence using examples, where possible. Input and examples should also be solicited from the audience.

Influence Based on Legitimacy: Influence based on legitimacy derives from the values of an individual that dictate that a person has the right to influence and that the other has the obligation to accept the influence. This type of influence is usually attached to an office or position in an organization. For example, people accept the influence of executives, legislators, judges, police, and prosecutors because of their positions and our acceptance of how they achieved their positions.

Influence Based on Expertise: Expert influence is based on an individual's belief that another has special and useful knowledge or expertise. Often another has this influence from his or her perceived capabilities in an area deemed important by others. For example, a police chief may have even greater influence on the others in the department and in the community if he or she is perceived as being particularly effective in curbing crime.

Influence Based on Rewards: Rewards serve as a base of influence when the individual believes that the other has the ability to mediate rewards for him or her. These rewards must be ones that the individual values and must be given out now and then for the belief in them to continue. Reward influence can be used to affect the behaviors of individuals, groups, and organizations. The use of rewards to influence others is extremely widespread in our society.

CONTENT	METHOD

Coercive Influence: Coercive influence exists when the individual believes that the other has the ability to inflict punishment or to withdraw privileges. Coercive influence is limited to the behavior that the individual thinks the other can see or notice. Behavior that is hidden from the other will not be influenced by the threat of punishment.

Influence Based on Information: Influence based on information results from the sharing and withholding of information by one in such a way as to affect the behavior of another individual. An extreme example of this type of influence is represented by blackmail. The power of the press, the prestige of intellectuals and scientists, and the impact of statements by well-known experts represent good examples of this type of influence.

Use of Influence

We, as people who have influence and who are change agents (at least as far as victim/witness services are concerned), can use our influence to maintain the status quo--which is frequently how influence is used--or we can use our influence to facilitate change. To use our influence effectively to facilitate change, we must also be aware of how those who are affected by the change perceive us and the changes we propose, and what their reactions are likely to be.

First, let us make sure we understand who has influence, what its source is, and what the implications are.

Trainer directs participants to turn to appropriate pages in their Handbook, review the outlines of the change process and complete the exercise, "Sources of Influence."

CONTENT	METHOD
In your <u>Participant's Handbook</u> is an exercise on influence. Read the instructions and complete the exercise, identifying who will have influence in relation to the problem you plan to tackle. (Go over responses to the exercise. Who was identified as having influence? What was the source? What were the differences? Why?)	Trainer solicits responses from the group on the exercise.

Reactions to Change Agents

There are some general remarks about reactions to types of influence of the change agent that can be made.	Trainer makes some brief, concluding remarks about reactions to influence. Trainer should give examples or ask participants to furnish examples from their experiences.

Legitimate, expertise, and referent influence are usually the most effective sources of influence in facilitating change.

Coercive influence will be effective only so long as the coercion is there--frequently people will revert to former behavior when it is removed. Also, they will usually attempt to gain their own influence over the situation, in an effort to control their lives. They may try to assert influence by sabotaging the change, noncompliance, etc. This also holds for changes implemented when the agent uses influence drawn from information or rewards. These can all be perceived as manipulative, and must be used <u>carefully</u>. Awareness of what you are doing and how is essential and can help you.

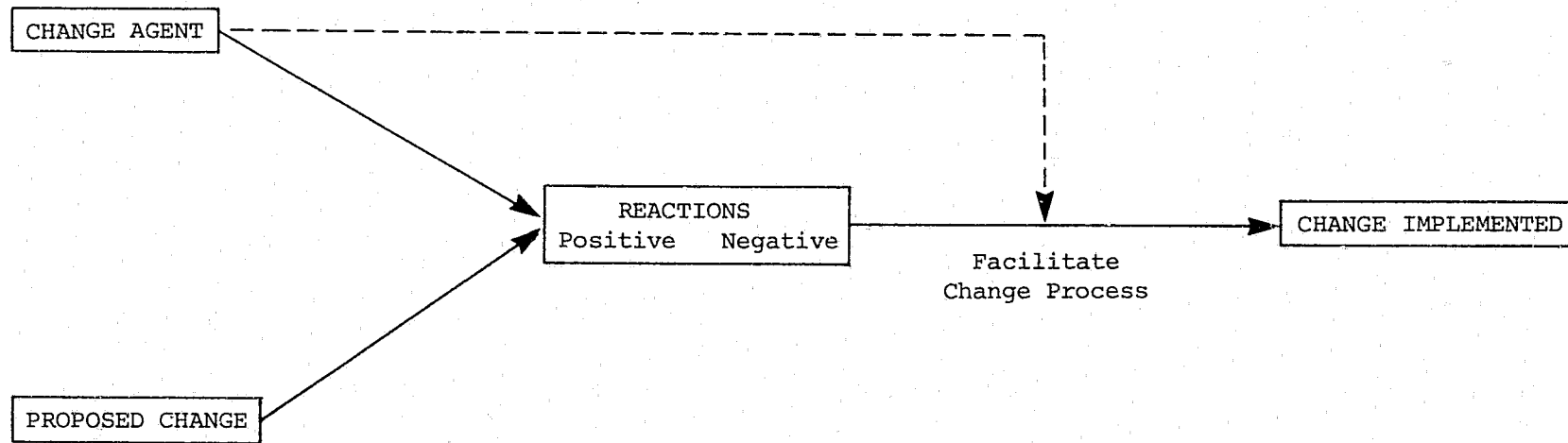| CONTENT	METHOD

We have discussed some of the reactions of people affected by change as they relate to their perceptions of the change agent and his or her influence. Another set of reactions will relate to the change itself.
 	
Reactions to Change
 	
Part of the reactions of those affected by change will relate to their perceptions of the change itself. Resistance to change is most likely to emerge when the change affects people personally. These changes include the following:
 	
    ● Changes in communication patterns--when the change involves how staff communicate with each other and the client
 	
    ● Changes in the way work is done (for example, changes in roles and responsibilities, procedures, and tasks)
 	
    ● Changes in organizational culture or norms.
 	
People tend to resist change when they feel that they have no control over the change process--when they feel that they are "victims," and when they do not understand the purpose or need for the change.
 	
People tend to react positively to changes when:
 	
    ● They feel that they are part of the change
 	
    ● They understand the need for change and what the change is to accomplish
	Trainer should describe briefly, using examples from victim/witness service programs.
	
	.
	
	Trainer should describe using examples from a successful victim/witness service program where these reactions were manifested.

CONTENT	METHOD
• They do not feel threatened by the change--they feel they may gain and definitely not lose as a result of the change.	

<u>Develop a plan for facilitating change, diminishing negative reactions and capitalizing on positive reactions</u>

Once you have analyzed the change and change agents and reactions to them, what then? How do you use that information to ensure that the changes you want are implemented effectively and efficiently?

There are some very obvious lessons we can draw from the discussion earlier and from the experience in implementing victim/witness services.

The following are some approaches that can facilitate change:

Trainer describes using examples to show that these approaches can really help to get changes made.

• Present your case in clear and understandable terms; share the information you have regarding the benefits of the change with those who will be affected.

• Make sure that those with legitimate, personal influence, and/or the influence of expertise, are committed to the change process.

• Get those affected by the change involved in the planning--both of the change itself and of the implementation.

• Make change tentative; implementing a change on a trial basis helps to unfreeze attitudes and enables people to test their own reactions to the new situation.

CONTENT	METHOD

* Provide in-service training to staff, if necessary--make sure the staff have the competencies required by the change.

* Support or develop norms that allow for effective change, for example, involving staff in planning for change can create positive outlooks on change in general and the specific change being proposed.

Questions and Answers

Trainer asks for questions and if the participants can give examples of these or other approaches that have worked. Trainer also directs participants to Part II of their Handbook and Manual, which contains a more extensive analysis of the change process, "Implementing Innovation."

Summary and Transition to Session 11

   During the first part of the Workshop we discussed the need for victim/witness services and you worked on identifying services you would develop or improve in your own communities. We have just looked at some of the considerations you need to have in mind when you plan for the implementation or improvements of victim/witness services, or when you implement almost any change related to victim/witness services. We put together a series of steps that may be helpful to you in planning for the implementation of the service you have selected. In the next session, we would like you to begin developing your plans, again in community teams. In working out this plan, we want you to be very realistic. First of all, it will be extremely useful if you will specify the proposed change and who the change agent will be.

   Then, identify all possible reactions to the change and the change agent. Ask yourself the following questions:

CONTENT	METHOD

- What types of influence are most effective in bringing about change?

- What would the reaction be to a change proposed by someone influential?

- What might you do in order to diminish negative reactions or capitalize on positive reactions?

- What can you do to ensure that those with important influence and sources of influence are on your side?

Finally, be very clear about who will do what, when, where and with what resources.

You will now go to your small groups and work for the next hour or so. We will then come back together and discuss your plans, get some information from other teams on what they plan to do, and stress what resources will be available to you to assist in the further development of victim/witness services.

Direct groups to their meeting rooms. Emphasize the importance of this next task to the Workshop's mission.

OVERVIEW OF CHANGE PROCESS

```
CHANGE AGENT  ------------------------------
                 \                          |
                  \                         |
                   \                        v
                    \        REACTIONS           Facilitate
                     \    Positive   Negative    Change Process  ---->  CHANGE IMPLEMENTED
                    /
                   /
PROPOSED CHANGE --
```

STEPS IN IMPLEMENTING CHANGE

1. Specify clearly what the proposed change is, why you want to make it, and who the change agents are.

2. Identify all possible reactions, both positive and negative, to the proposed change and the change agents.

3. Develop a plan for implementing change to overcome negative reactions and capitalize on positive reactions.

CHANGE AGENTS: SOURCES OF INFLUENCE

Influence based on friendship and respect

Influence based on legitimacy

Influence based on expertise

Influence based on rewards

Influence based on information

Influence based on coercion

CAUSES OF RESISTANCE TO CHANGE

When the purpose and need for change is not understood

When people feel they have no control over the change process

When the change affects people personally

Changes such as:

- Changes in communications patterns

- Changes in the way work is done

- Changes in organizational culture or norms

WAYS TO FACILITATE CHANGE

- Present your case in understandable terms--
  share information on benefits and needs

- Make sure that those with legitimate, personal,
  and expert influence are committed to the change

- Get those affected by change involved in planning
  for the change and its implementation

- Make change tentative--implement change on a
  trial basis

- Provide in-service training to staff, if necessary

- Support norms that allow for effective change

EXERCISE ON SOURCES OF INFLUENCE

Instructions: Consider your own community and the victim/witness
services that you plan to introduce or expand. Then,
identify the individuals (by title) who will affect
the implementation, and list them below under the
appropriate source of their influence. For example,
you may influence the implementation because you have
expertise in victim/witness services. Some persons
may be listed under several sources of influence.

A. Influence Based on Friendship   B. Influence Based on Legitimacy
    or Respect

    _____   _____

    _____   _____

    _____   _____

C. Influence Based on Expertise   D. Influence Based on Rewards

    _____   _____

    _____   _____

    _____   _____

E. Influence Based on Information   F. Influence Based on Coercion

    _____   _____

    _____   _____

    _____   _____

Session 11

DAY III

10:15 - 11:30 a.m.

DEVELOPING A COMMUNITY ACTION PLAN

Goals of the Session

By the end of this session, participants will have:

● Drawn up a step-by-step plan of the activities their community team will undertake to implement the services they have designed

● Conducted an analysis of the reactions they are likely to encounter in implementing their plan and considered how they will address them.

Rationale

The overall purpose of the Workshop is to encourage and enable participants to implement new and improved approaches to the delivery of victim/witness services. In order for participants to do this, they must have some time to consider what they can realistically do when they return home and plan who will do what, when, where, and with what resources. This session provides an opportunity to finalize the plans for the implementation or improvement of the victim/witness services so that the changes to be made will be long lasting and effective. In particular, participants should clearly identify obstacles and enhancers they are likely to meet at home; discuss the reasons behind such opposition or support; and devise the best way to overcome the obstacles and take full advantage of the support. Finally, participants should try to agree, in detail, about who is going to do what when they return to their communities.

Method

Small group work by community teams in breakout rooms

Materials/Logistics

Breakout rooms with tables arranged for work by community teams

Worksheets for developing a community action plan

CONTENT	METHOD
We are getting close to the time when you will be going back home, so, in this session, we want you to plan what you are going to do to implement the service you have designed when you get there. It is important to change your "mind set" somewhat. What we are dealing with now is what you--each of you, both individually and as a member of your community team--are going to do in the next several months. What activities are you going to undertake to get your service started? What we are shooting for here is not a completely implemented service, but a plan for what you intend to do to get the implementation of that service started.	Trainer convenes group and explains task for community team work.
The task for the next hour or so is for your team to draw up a step-by-step plan of what you are going to do to develop or improve victim/witness services.	
In doing this, you should follow the steps presented in Session 10--to ensure that your action plan is realistic and takes into consideration the possible reactions of those who will be affected by the change.	
In your Handbook are worksheets for you to use in developing the action plan.	Trainer directs participants to appropriate pages in the Handbook.
	Community teams work on writing their action plan.
	If time allows, trainer may carry on a brief discussion with the small groups. Trainer should use one team's analysis as an example and discuss it looking for similarities from other teams. Focus should be on reasons for resistance and what can be done to overcome resistances.

CONTENT	METHOD
In the next session, we are going to be talking more about strategies for overcoming resistance.	Trainer concludes session and makes a transition to next session.
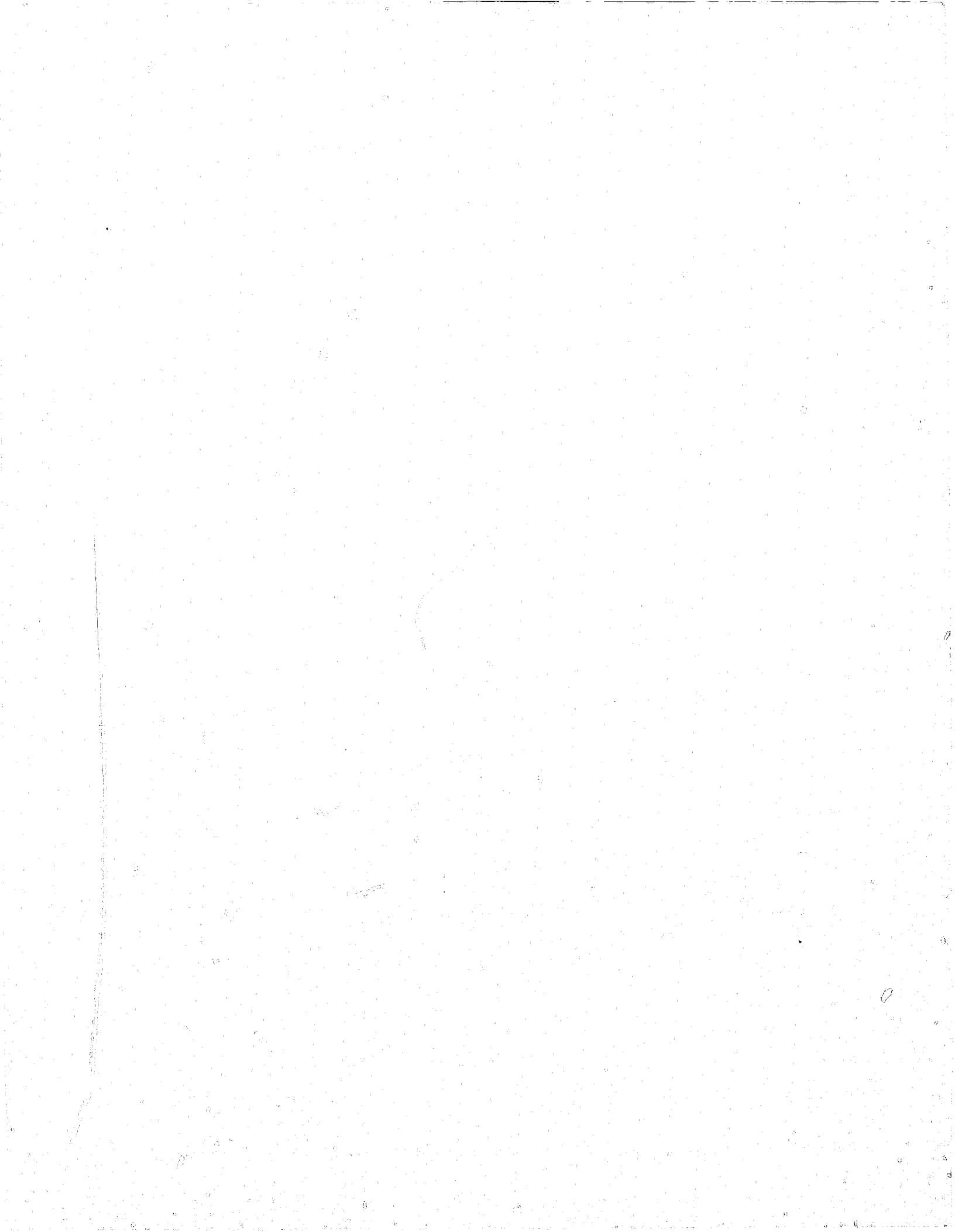
ACTION PLAN WORKSHEET

1. Specify the proposed change and the change agents. (What will be changed if the service you planned
    is implemented? What are the implications of the change to the tasks, procedures, etc, of staff?
    Who supports or promotes the change? What is their relationship to those affected by the change?)

                    THE CHANGE AND IMPLICATIONS   THE CHANGE AGENTS

2. Identify all possible reactions to the change and change agents.

            WHO?   REACTION   FOR WHAT REASON?   WHAT WILL YOU DO?

_____   Positive/Negative   _____   _____

_____   Positive/Negative   _____   _____

_____   Positive/Negative   _____   _____

_____   Positive/Negative   _____   _____

_____   Positive/Negative   _____   _____

_____   Positive/Negative   _____   _____

_____   Positive/Negative   _____   _____

_____   Positive/Negative   _____   _____

_____   Positive/Negative   _____   _____

_____   Positive/Negative   _____   _____

3. Develop a plan for facilitating or implementing the service and changes. (Who will do what, when, where, and with what resources?) Limit your planning to the next three to six months.

WHO?	WHAT? (Objectives)	WHEN?	WITH WHAT RESOURCES?

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Session 12

DAY III

11:45 a.m. - 12:30 p.m.

FEEDBACK ON COMMUNITY ACTION PLAN

Goals of the Session

By the end of the session, participants will have:

- Heard reports on the specific victim/witness services that a variety of teams plan to improve, expand or initiate upon returning home

- Gained a greater understanding of the critical factors to consider in implementing any change, especially in criminal justice agencies.

Rationale

Frequently, when participants return home and try to implement their plans, they have unexpected problems. This session is designed to help participants learn what other community groups are planning to do, so the sharing process initiated in this Workshop can be put to use later. Community teams may be interested in learning about the problems and successes experienced by other teams who are planning to implement similar services; or, in several months, the teams may be interested in starting a service they did not work on in the Workshop and they can contact another team for assistance.
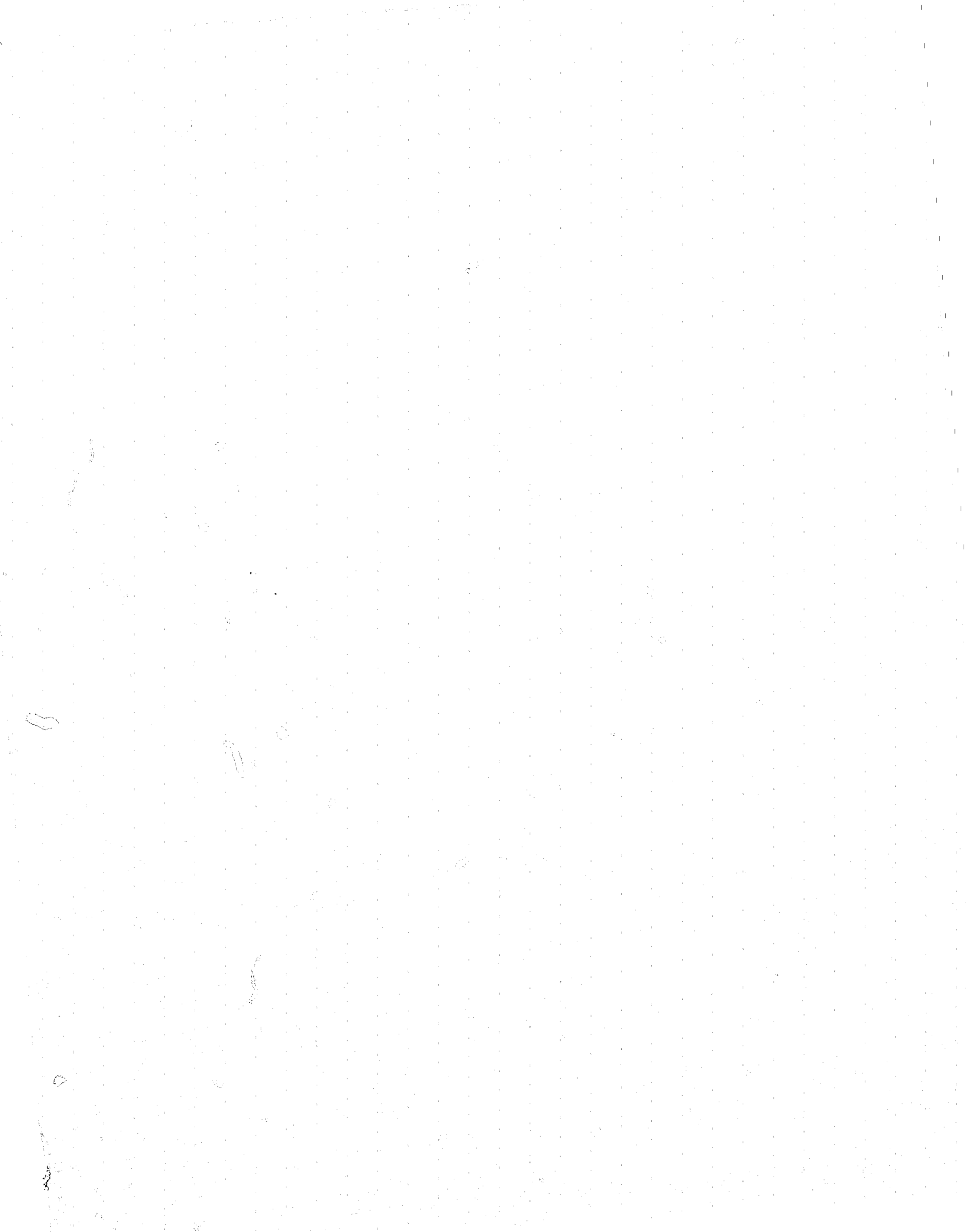
Method

In plenary session, community teams summarize their action plans and identify reactions to and approaches for facilitating change related to their implementation plans.

Materials/Logistics

Room set up in a "U," with trainers at the open end

Two flip charts at each end of the "U" with newsprint and magic markers

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CONTENT	METHOD
You have been working on implementation plans as community teams. This session is designed to accomplish two goals:	Lead Trainer explains reporting procedure.
1. Share with each other specific plans on what victim/witness services you propose to implement, initiate, improve, or expand; and	Trainers use two flip charts to note plans and change characteristics for a synthesizing discussion after the reports are made.
2. Glean from these reports actual or implied factors that show a recognition of the dynamics of change to assist you in getting the job done.	
To conserve time, only selected community teams will have an opportunity to report; please limit your report to five minutes. Trainers will provide linkages to content and technologies and to the previous discussions of change.	
QUESTIONS AND ANSWERS	Trainer initiates a question-and-answer period in time remaining.

Session 13

DAY III

12:30 - 1:00 p.m.

WORKSHOP CONCLUSION

Goals of the Session

This final session is meant to provide participants with a brief review of the Workshop purpose, content, and processes.
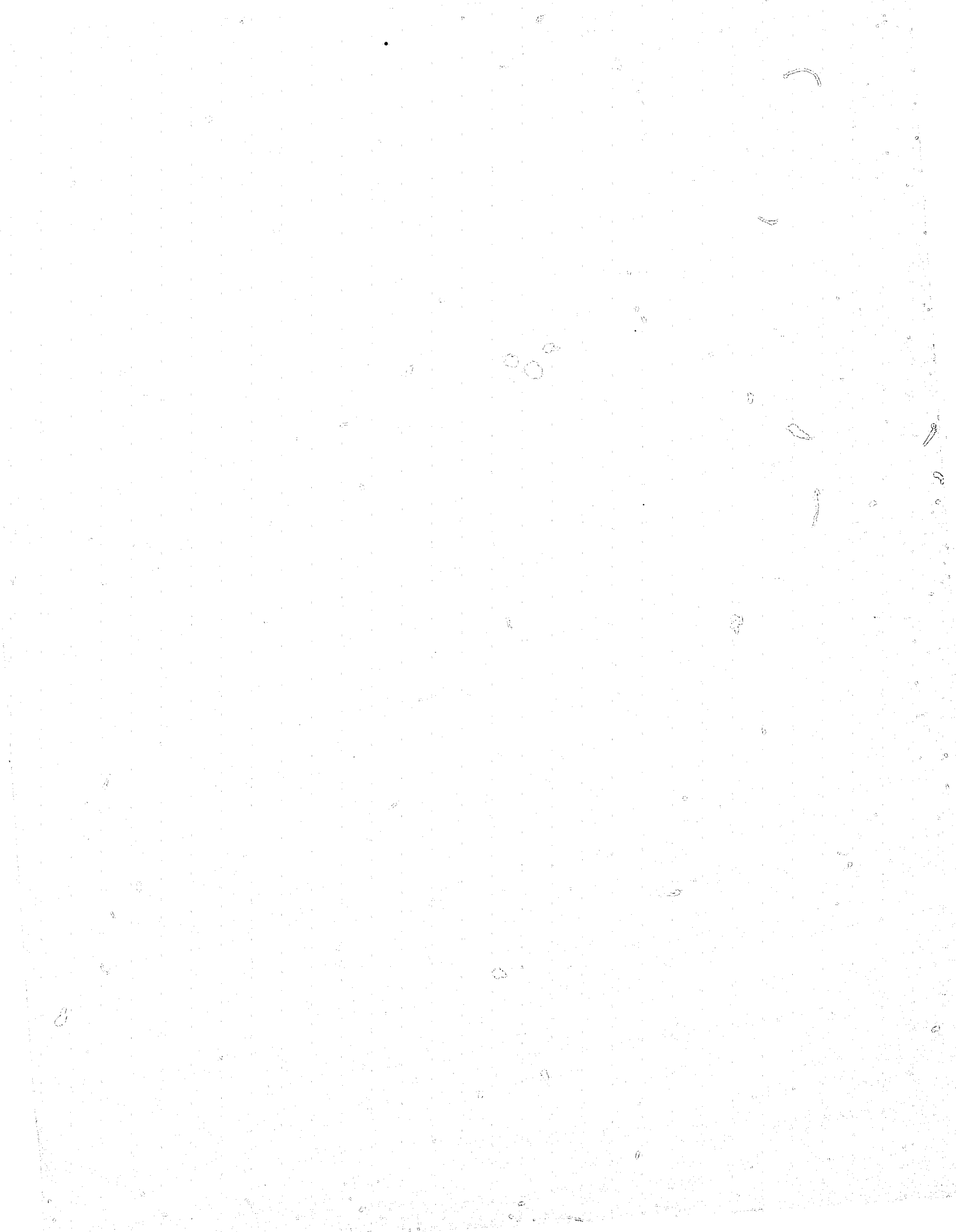
Method

Presentation to large group

Materials/Logistics

Large group meeting room for at least 70 persons, arranged in theater
style.

CONTENT	METHOD
Wrap-Up of Workshop: Review of Workshop Purpose, Content, and Processes	
The purpose of the Workshop was to increase your knowledge and skills regarding victim/witness services and their implementation, so that you, as community teams, could identify at least one service to initiate, expand, improve, or better coordinate and also develop a plan for doing so. We hope that the Workshop has not only done this, but also motivated you to further assess victim/witness services in your community and take additional action later. There is information on resources in your Handbook and Manual as well as worksheets to assist you in doing that. We also hope that in your work as community teams, you have developed greater appreciation for different roles and responsibilities and a basis for future cooperation.	Trainer should review the purpose, content, and processes of the Workshop. Trainer should refer to charts with Workshop objective and Workshop sessions, which should still be posted.
To reach these goals, we have presented the following topics:	
● An overview of victim/witness problems	
● An overview of victim/witness services and in-depth seminars	
● Developing a victim/witness service plan	
● Strategies for implementation	
You have had an opportunity to hear and read about various services, work together as community teams, and share ideas, concerns, and plans on a formal and informal basis.	
	Lead Trainer thanks participants for their interest and adjourns the Workshop.

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END

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