



Enhancing Law Enforcement Response to Victims

A Joint Effort of the Office for Victims of Crime (OVC) and the International Association of Chiefs of Police (IACP)

This nationwide program is a joint effort of the Office for Victims of Crime at the Office of Justice Programs, U.S. Department of Justice.

IACP

International Association of Chiefs of Police

- **Founded in 1893**
- **Oldest and largest membership organization representing law enforcement executives from all over the world**
- **A non-profit organization with 20,000 members**
- **Largest portion of the membership are departments**
 - ✓ **Serving under 25,000 residents *or***
 - ✓ **With fewer than 25 sworn officers**
- **76% of U.S. police agencies have fewer than 25 officers**

www.theiacp.org

Founded in 1893, the IACP is the world's oldest and largest nonprofit membership organization of police executives, with over 20,000 members in over 89 different countries. IACP leadership consists of the operating chief executives of international, federal, state and local agencies of all sizes.

- The largest portion of the departments in IACP membership
 - Serve under 25,000 residents *or*
 - Have fewer than 25 sworn officers
- In fact, 76% of U.S. police agencies have fewer than 25 officers

The association's goals are to:

- advance the science and art of police services
- develop and disseminate improved administrative, technical and operational practices and promote their use in police work
- foster police cooperation and the exchange of information and experience among police administrators throughout the world
- bring about recruitment and training in the police profession of qualified persons; and
- encourage adherence of all police officers to high professional standards of performance and conduct.

Every fall, the IACP holds its annual conference – a gathering of close to 15,000 law enforcement executives from around the world.

Also, IACP releases a monthly publication - "Police Chief" magazine that contains information on the latest developments and advances in the field of law enforcement.

OVC

Office for Victims of Crime

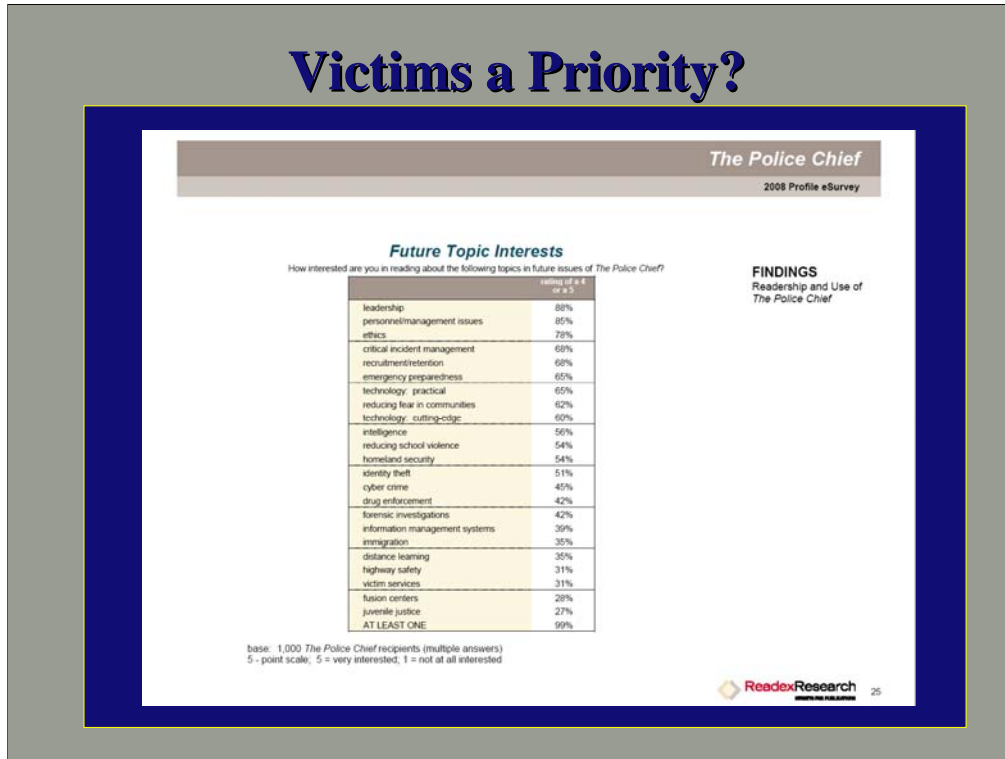
- **A component of the Office of Justice Programs, U.S. Department of Justice**
- **Established in 1984 by the Victims of Crime Act (VOCA)**
- **Provides substantial funding to state victim assistance and compensation funds**
- **Funds and oversees diverse programs that benefit victims of crime**

www.ojp.gov/ovc

The Office for Victims of Crime (OVC) is a component of the Office of Justice Programs at the U.S. Department of Justice

- It was established by the 1984 Victim of Crime Act or VOCA
- The main goal of OVC is to fund and oversee diverse programs that benefit victims of crime
- The OVC provides substantial funding to state victim assistance and compensation funds
- OVC had funded several of the IACP projects dealing with victims including the development of the strategy for enhanced victim response.

Victims a Priority?



- In the 2009 *Police Chief* magazine readers, who are mostly police chiefs around the country, were asked what topics they were most interested in learning more about.
- As you can see, “victim services” were placed near the bottom of their interests.

Why Is This Happening?

Historically

- **Law enforcement has focused on the apprehension and prosecution of offenders**
- **Victims continue to be neglected in the criminal justice system**
- **States have enacted laws to define the rights and redress of victims of crime**

www.victimlaw.info

Historically, law enforcement has focused on the apprehension and prosecution of offenders

- Our entire criminal justice system is designed for this
- With the focus on the offender, the victim is often neglected
- To address this issue, all 50 states have enacted laws to define the rights and redress of victims of crime. Despite this, victims continue to be neglected in the criminal justice system.

Victims as a Priority

Why Not?

- It is required by law
- They are your citizens
- They are the people you serve

“Core Constituency”

So, why aren't victims a high priority?

- Victim rights are required by law
- They are people you serve – your “core constituency”

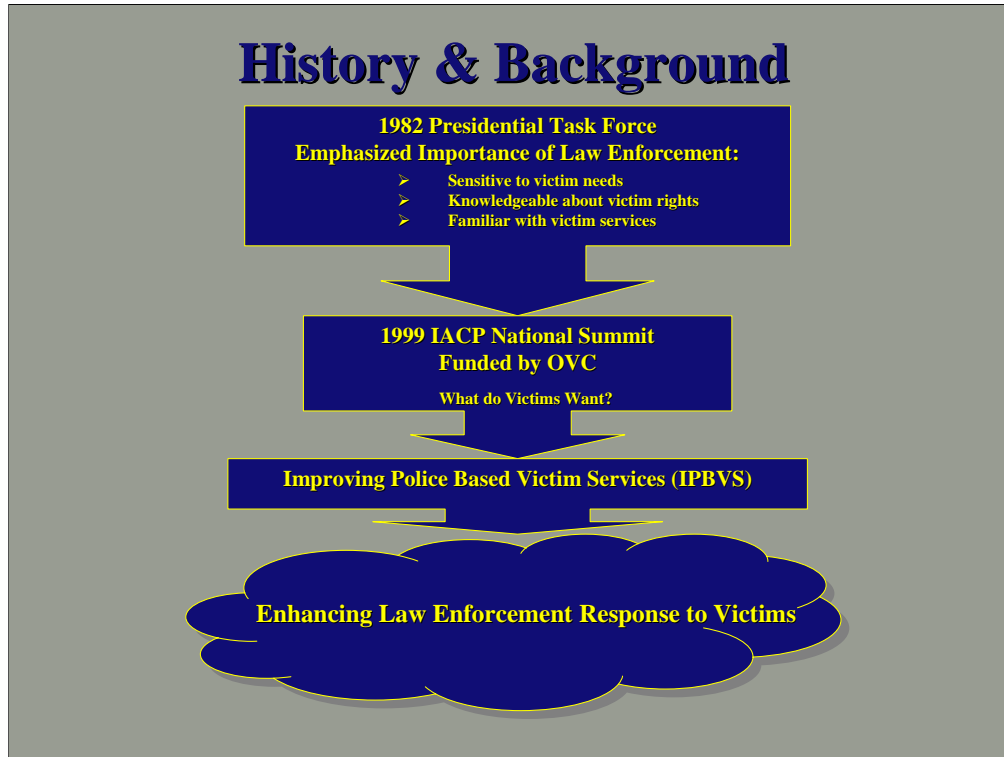
Ask Yourself

How would you want your mother, father, son, daughter, or friend treated should they become a victim of crime?

Ask yourself

- How would you want your mother, father, son, daughter, or friend treated should they become a victim of crime?
- How can I afford not to do this?
- The IACP and OVC feel the same way

History & Background



- In 1982 a Presidential Task Force emphasized in its report the need for law enforcement to enhance response to victims of crime. It called for sensitivity to victim needs, knowledge about their rights and familiarity with available victim services. Apparently, progress in this area was quite slow to occur.
- In 1999 the IACP, with funding from OVC, held a national summit on victims of crime that included over 100 representatives from:
 - law enforcement, prosecutors, victim service providers and advocates, health and mental health care professionals, schools, researchers, and victims themselves.
- Soon after, the OVC funded an IACP project called *Improving Police Based Victim Services*
- It was a great project but lacked the desired impact in the field. Even though close to 1,000 police departments were impacted, it was not enough considering there are over 18,000 law enforcement agencies in the country.
- In 2004, OVC and IACP came up with an idea to shift the scale and focus of the project from regional to national impact
- The name of the new initiative is today's *Enhancing Law Enforcement Response to Victims* project which is based upon the 7 critical needs of crime victims that were identified in the 1999 summit.

IACP Victims Summit Outcomes

7 Critical Needs of Victims



1. Safety
2. Support
3. Information
4. Access
5. Continuity
6. Voice
7. Justice

Safety: Victims should be protected from re-victimization and intimidation and educated on how to decrease the likelihood of re-victimization (without making victim feel responsible for incident – “victim blaming”). Victims often feel the loss of control over their lives and need to re-establish a sense of stability or normalcy. This takes time, but officers can assist victims to begin their rebuilding process.

Information: Police need to provide victims with information about their rights and the resources available to them. Additionally, victims should be kept apprised of the status of their investigation / prosecution and an overview of the workings of the justice system. (Frequently the only time that the victim has contact with the police is when the officer takes the report).

Support: Police should provide current and accurate referral information about victim services available from professionals whose role it is to provide ongoing support and assistance. Obviously, officers do not have the time and resources to meet all of the needs of crime victims, but they should be familiar with resources that are available to them.

Access: Ideally, information should be readily available in languages that represent the community’s composition. Departments should attend to the special needs and circumstances of people with developmental or physical disabilities, diminished competency, mental illness or cultural dissimilarities, by helping them to access applicable support services and participate fully in the justice process.

REMAINING THREE ON NEXT NOTES PAGE...

Implementation

Sounds Great!

- What's in it for me?
- How do I do it?
- How much does it cost?

NOTES CONTINUED FROM THE PREVIOUS SLIDE:

Continuity: Collaboration with victim service providers and other criminal justice professionals is necessary to ensure that victims receive consistent information and support throughout their involvement with the justice system.

Voice: Police should empower victims by encouraging them to ask questions and listen to their concerns. Being afforded the opportunity to speak about the crime and become involved aids the healing process.

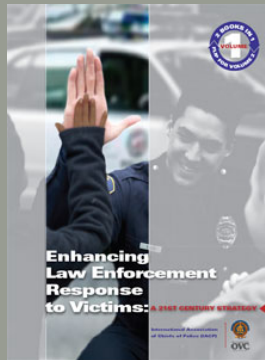
Justice: Law enforcement needs to directly improve victims' sense of safety and well-being by conducting thorough investigation, follow-up and doing their part to hold offenders accountable. Victims need to feel that the police are doing the best they can for them and working in the victim's best interest.

While law enforcement agencies alone cannot satisfy all of these needs, they play a **major leadership role** in ensuring victims' needs are broadly understood and consistently met.

The *Strategy* can help you meet them.

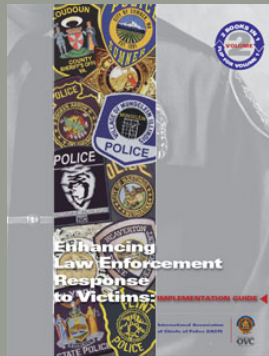
The Strategy Package

VOLUME 1



A 21st Century Strategy

VOLUME 2



Implementation Guide

VOLUME 3

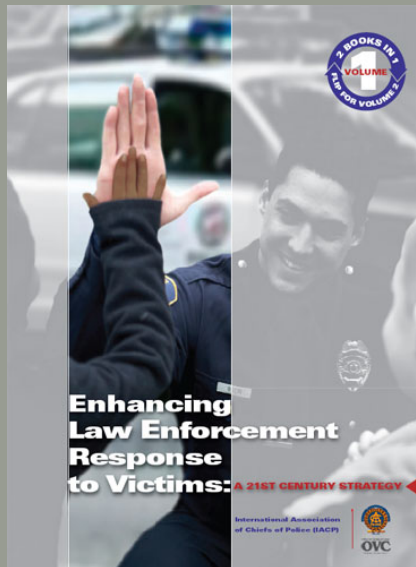


Online Resource Toolkit

- The *Strategy Package* is a 3 Volume resource designed to help your agency implement a comprehensive response to victims of crime.
- It consists of 3 inter-connected volumes:
 - Volume 1, a 21st Century Strategy is the concept document
 - Volume 2, the *Implementation Guide*, is a “how-to” instructional manual, and
 - Volume 3, the *Resource Toolkit* - an electronic clearing house of victim-related information and useful links and documents.


All 3 Volumes are available at www.theiacp.org

The Strategy



VOLUME 1

The Strategy, first of the 3 volumes is designed to assist you in enhancing your response to victims of crime, and thus meeting the 7 critical needs of victims.



Strategy Origins

3 Pilot Agencies:

- **Mundelein (IL) Police Department**
 - ✓ Small agency category
- **Beaverton (OR) Police Department**
 - ✓ Medium agency category
- **Charlotte-Mecklenburg (NC) Police Department**
 - ✓ Large agency category

The 3 agencies that piloted strategy concepts and continue to lead this effort in their jurisdictions are:

- The Mundelein Police Department in Illinois (small agency)
- The Beaverton Police Department in Oregon (medium agency), and
- The Charlotte-Mecklenburg Police Department in North Carolina (large agency)

Strategy Origins

8 Validation Sites:

- Broken Arrow (OK) Police Department
- California State University at San Bernardino
- Denver (CO) Police Department
- Flint (MI) Police Department
- Hastings (NE) Police Department
- Loudoun County (VA) Sheriff's Department
- New York State Police
- Sumner (WA) Police Department



The validation phase included:

- a University Police Department
- a Sheriff's Department
- and a State Police Organization

Each of these agencies are still active contributors to the project.

A 21st Century Strategy

- **Benefits, challenges, methods, & responsibilities for enhancing response to victims of crime**
- **An organizational approach - everyone plays a role**
- **Built around 4 core areas:**
 - ✓ **Leadership**
 - ✓ **Partnering**
 - ✓ **Training**
 - ✓ **Performance monitoring**

Presenter: LE Partner or IACP Staff:

- The Strategy introduces law enforcement to the benefits, challenges, methods, and responsibilities for enhancing their response to victims of crime.
- It is an organizational approach-**everyone in the agency plays a role.**
- The Strategy is built around four core areas of your agency:
 - Leadership**
 - Partnering**
 - Training**
 - Performance monitoring**

Strategy Goals

Overall Goal

- **Create a “sea change” within America’s law enforcement community**
- **Encourage agencies and individuals to embrace a new philosophy**
- **Place victims’ interests at the center of response to crime and community problem solving**

- In order to better address the 7 critical needs of victims, a change needs to occur in the law enforcement culture.
- Victims’ interests should be placed at the center of response to crime and problem solving efforts.
- Remember: Victims are your “core constituency”.

Strategy vs. Victim Services Units

- The majority of law enforcement agencies in the U.S. have no specialized VSU's
- The *Strategy* enhances what VSU is already doing
- Chances are that VSU will get a call-out for a violent crime in the middle of the night, but...
 - ✓ How about when a bicycle is stolen?
 - ✓ Or a car is broken into?

“All victims of all crimes”

The majority of departments in the United States do not have the luxury of having a victim services unit.

- Organizational approach suggested in the strategy is for **all** victims of **all** crimes.
- Even if there is such a unit in your local police department, implementing the strategy will only enhance the efforts of existing Victim Services Unit.
- The Denver Police Department, one of the validation sites, has a 40 member Victim Services Unit, yet they are still focused on a department-wide approach to address the needs of **all** victims.

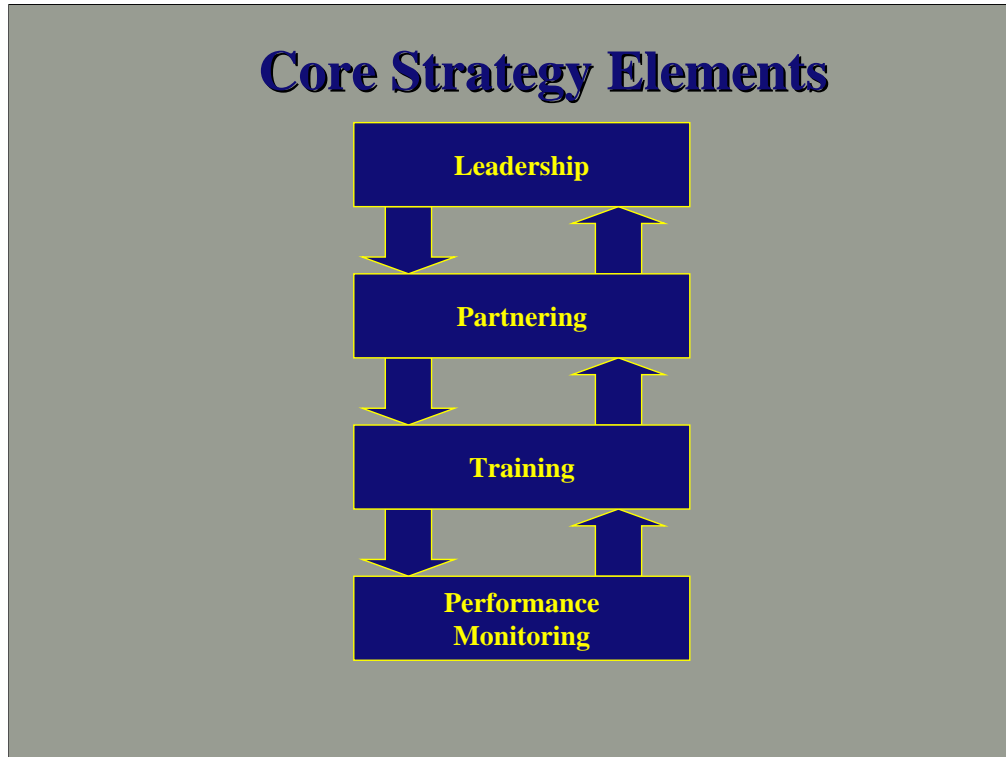
Lessons Learned

- **Benefits more than outweigh challenges at all test sites**
- **Almost identical issues regardless of the department size and geographic location**
- **Does not take a lot of additional resources to significantly enhance victim response**

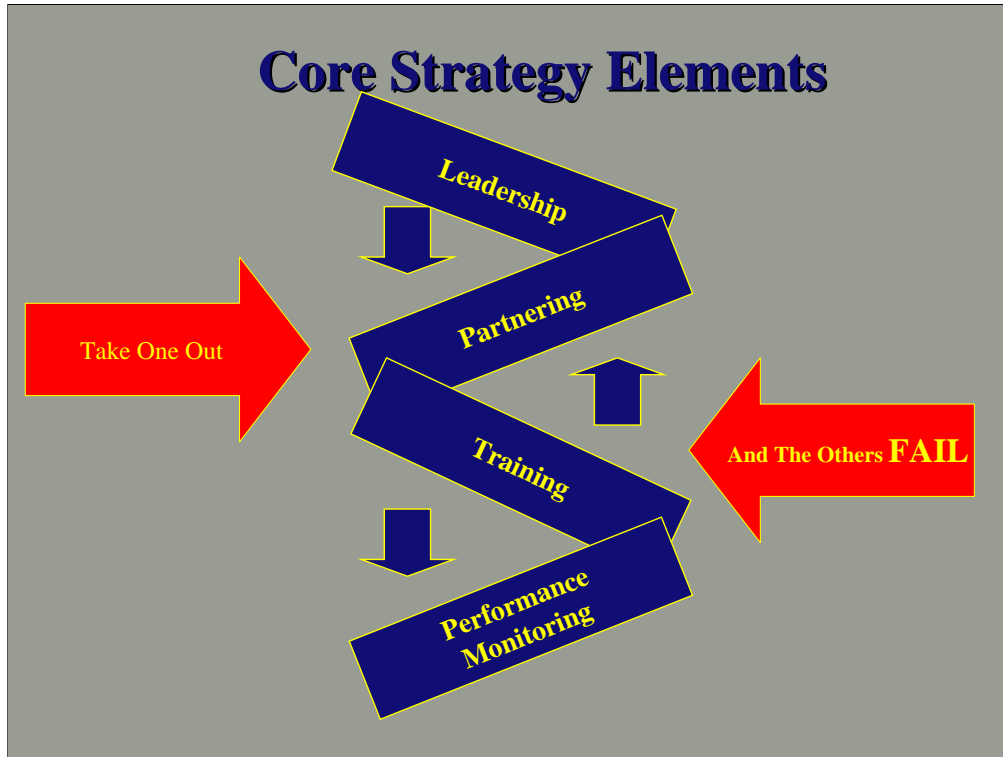
To date many lessons have been learned from these eleven field-testing sites. However, the consensus is:

- The benefits of strategy implementation outweigh the challenges.
- Issues were similar at each agency.
- The change did not require a lot of additional resources, and it is an “investment in the bank of goodwill”.

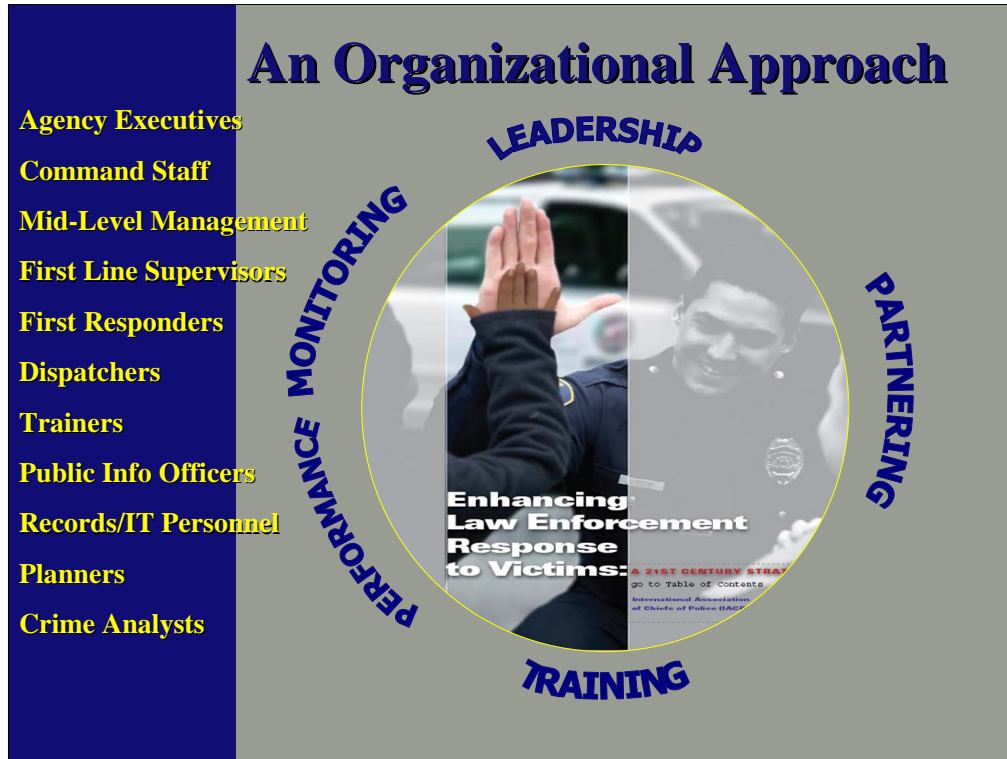
Core Strategy Elements



- These 4 core elements - leadership, partnering, training, and performance monitoring proved to be most effective in forming the foundation of the enhanced victim response.
- Although the *Strategy* is a top down approach, all 4 elements work together.



- The 4 core elements work in concert.
- If you take out one of the elements, the others will fail.
- For example,
 - If the agency head is not supportive of and committed to this innovation, nothing will happen (leadership);
 - If you don't instruct and educate **all** of your agency personnel about this undertaking and what is required of each sworn or civilian employee, no progress will be made (training);
 - If you don't make an effort to build some bridges with your area victim service providers, there will remain a lot of mistrust and misunderstanding of each other's roles (partnering), etc.



- It is also an organizational approach that involves everyone in the agency - enhancing response to victims means including an entire organization. Everyone plays a role.

Leadership

- Executives play a pivotal role in the success of this effort
- Commitment by the Chief
- Agency buy-in
- Core group of people to lead the effort
- Mission, vision, policies, practices

•While it is an organizational approach involving the entire agency, it is also a top down approach. It requires commitment from the agency head to achieve buy-in and maintain progress.

•It requires leadership willing to change mission, vision, policies and practices.

Partnering

- **Maximizing capacity to meet victim needs**
- **Identifying stakeholders (don't forget the victims!)**
- **Bringing them together**
- **Defining partner roles and responsibilities**
- **Learning from each other**

- One important step in the strategy implementation is to identify internal and external stakeholders.
- Law enforcement is the natural leader and maintains the ability to bring everyone together.
- The types and numbers of partners you choose depends on your community and needs.
- Hosting a Partner Forum is an excellent way to get started.

Training

- **Building sustainability**
- **Probably the most challenging element**
- **Ride-a-longs/sit-a-longs**
- ***Training Supplemental (Coming in October 2009):***
 - ✓ **Department personnel**
 - ✓ **FTO**
 - ✓ **Recruit**

• Training is probably the most challenging element.

• Many of the pilot and validation sites had success in sit-a-longs with the partners they had chosen. These informal training opportunities can really make your efforts blossom as each side learns about the others' challenges, successes, resource allocation, and needs.

It also presents an opportunity to clear up myths and false perceptions.

The IACP will release a supplemental in October 2009 that will assist you in achieving buy-in and building sustainability through training. It will include training enhancements for recruits, field training officers, and department personnel.

Performance Monitoring

- **Baseline data collection-what do THEY think now?**
 - ✓ **We thought we were doing a great job, but...**
- **Identifying progress toward the goal**
- **Included in the promotional and evaluation process**
 - ✓ **This makes it important to the individual**

- Collecting baseline data about the status of current victim response in your jurisdiction, or asking your community, your partners and your core constituency - victims how you are doing in serving them is the first important step in determining future strategies, approaches and resource needs.
- Many of the pilot and validation sites stated they thought they were doing a great job with victim response until they took this important step.
- Building your victim response expectations into the promotional and evaluation process is a key component in changing the culture of your agency.

Resource Toolkit

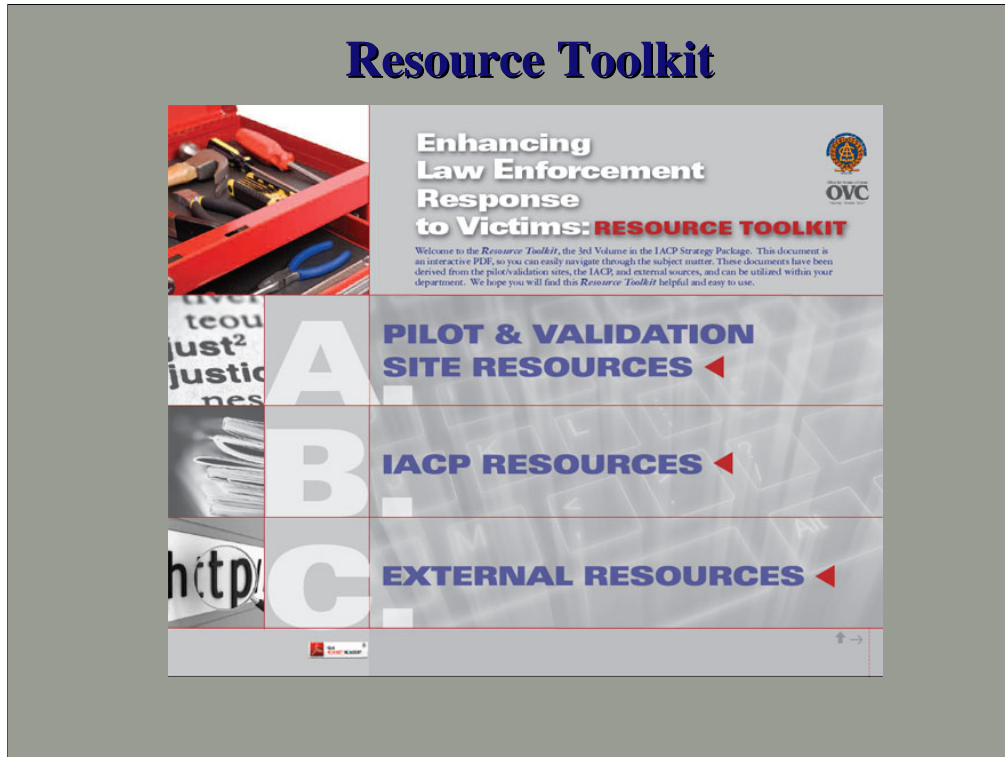
VOLUME 3



Online Resource
Toolkit

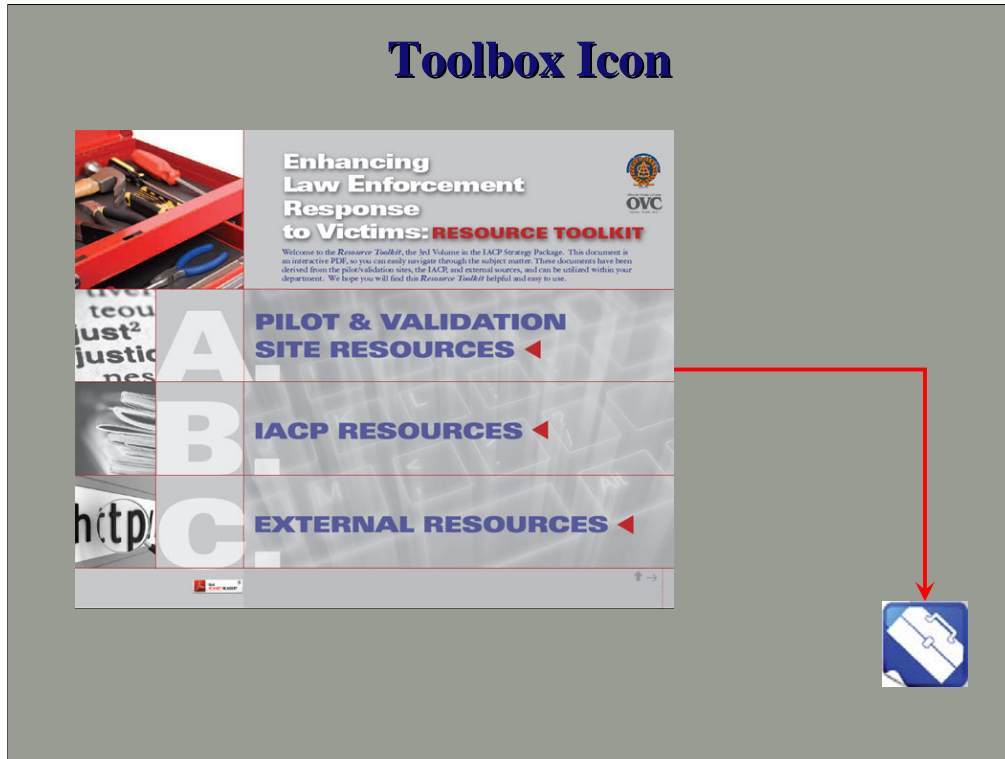
- Before moving on to Volume 2- the Implementation Guide, it's important to tell about Volume 3 – the *Resource Toolkit*.

Resource Toolkit



- The *Resource Toolkit* contains documents and materials developed by the pilot and validation sites.
- It includes hundreds of tried and tested sample documents that may be adapted for your own use while implementing the strategy.
- It includes:
 - Interview, survey and focus group questions
 - Sample department policies and action plans
 - Steps toward staff buy-in and
 - Links to numerous victim-related resources

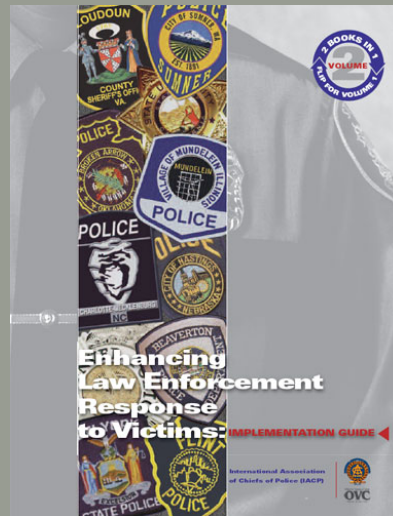
Toolbox Icon



- When you move on to the *Implementation Guide*, some of the slides in this presentation will contain the toolbox icon you see here.
- This icon indicates that the *Resource Toolkit* contains helpful information on the topic that is mentioned in the *Implementation Guide*.


Implementation Guide

VOLUME 2



Implementation Guide

- Now that we have provided some background, it is time to start talking about the “how-to’s” which can be found in the *Implementation Guide*.




Implementation Guide

Instructs Law Enforcement How To:

- **Identify enhanced victim response goals**
- **Gather pertinent information**
- **Develop action plans**
- **Measure success**
- **Select performance monitoring approaches**
- **Sustain the effort in the long term**

Presenter: LE Partner or IACP Staff:

- The *Implementation Guide* is written to guide you through the process of change.
- It will help you:
 - Identify goals
 - Gather baseline information
 - Measure success
 - Develop action plans and performance monitoring approaches as well as
 - Sustain the effort in the long term.



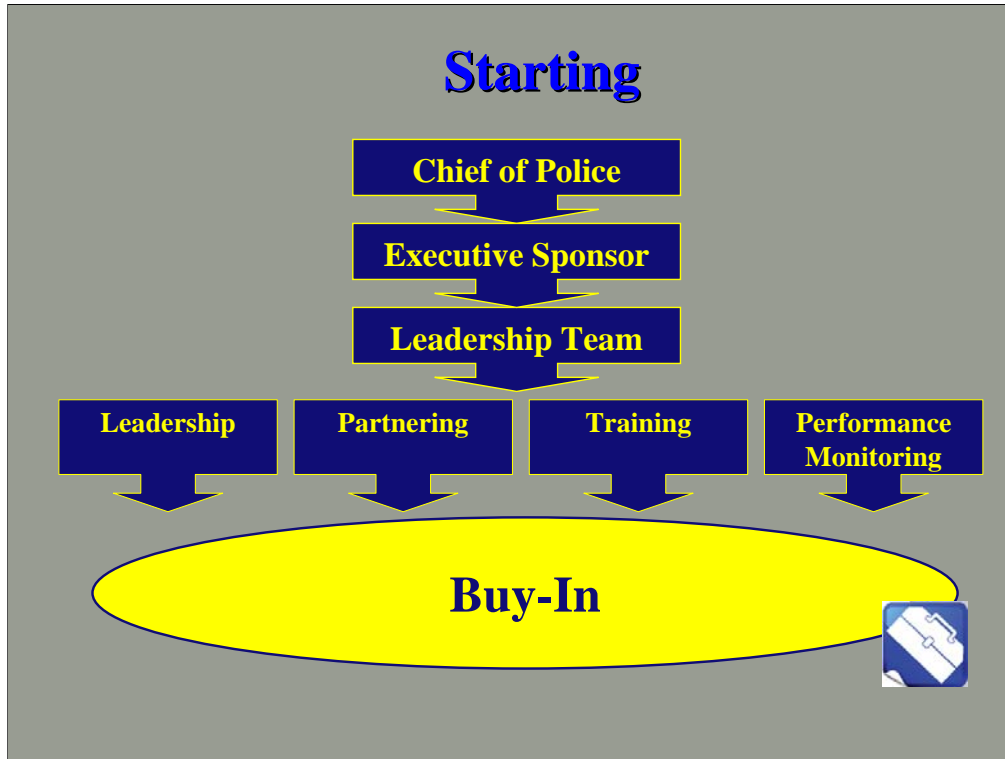
Implementation Guide

Four Sections

- Starting
- Charting
- Implementing
- Sustaining and Expanding

The image shows a slide titled "Implementation Guide" with a list of four sections: Starting, Charting, Implementing, and Sustaining and Expanding. To the left of the text is a small image of the book cover, which features various police department logos and the title "Enhanced Law Enforcement Responses to Victims".

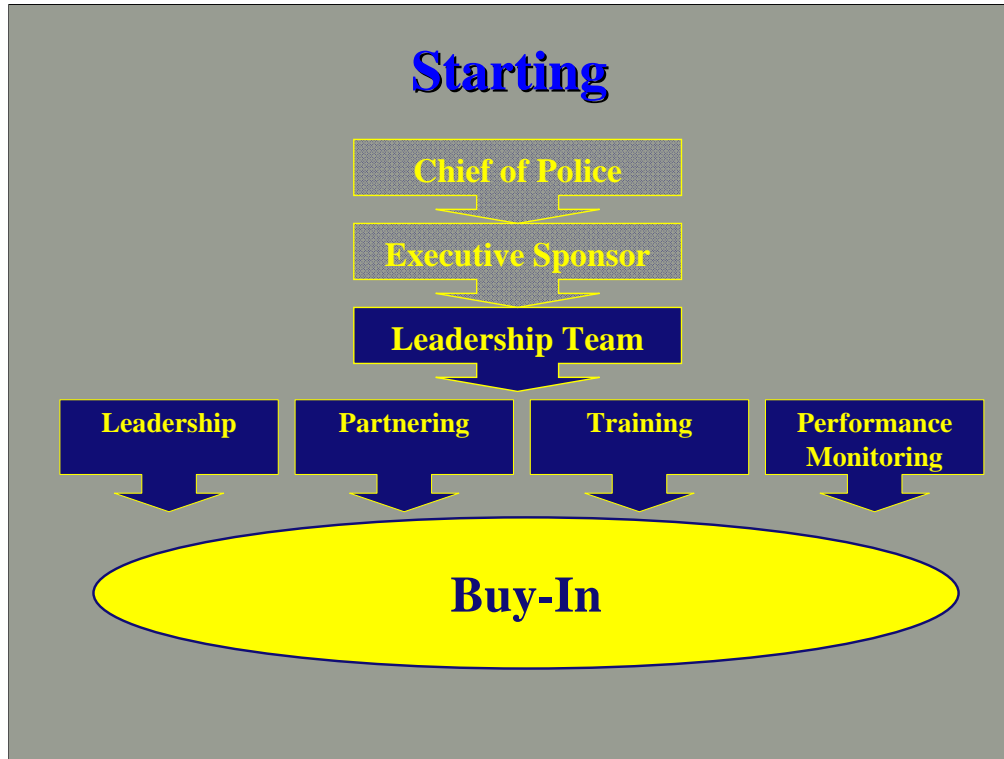
- The four short chapters are designed to work with each other
- They will help tailor an enhanced victim response based upon your department's dynamics, needs and available partnerships.



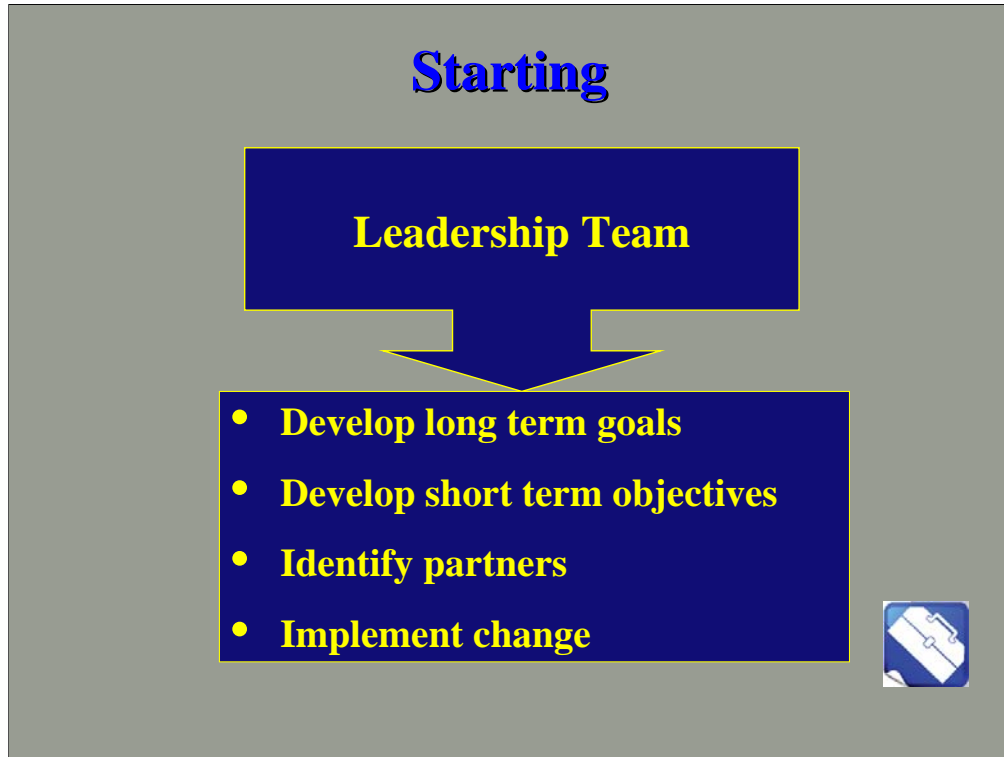
- Again, this is a top down approach.
- The first step is the selection of an Executive Sponsor.



- This person will be a member of senior leadership in the agency and will:
 - Serve as the agency leader and main point of contact for this effort
 - Maintain an executive presence
 - Carry the Chief's message to all levels of the department

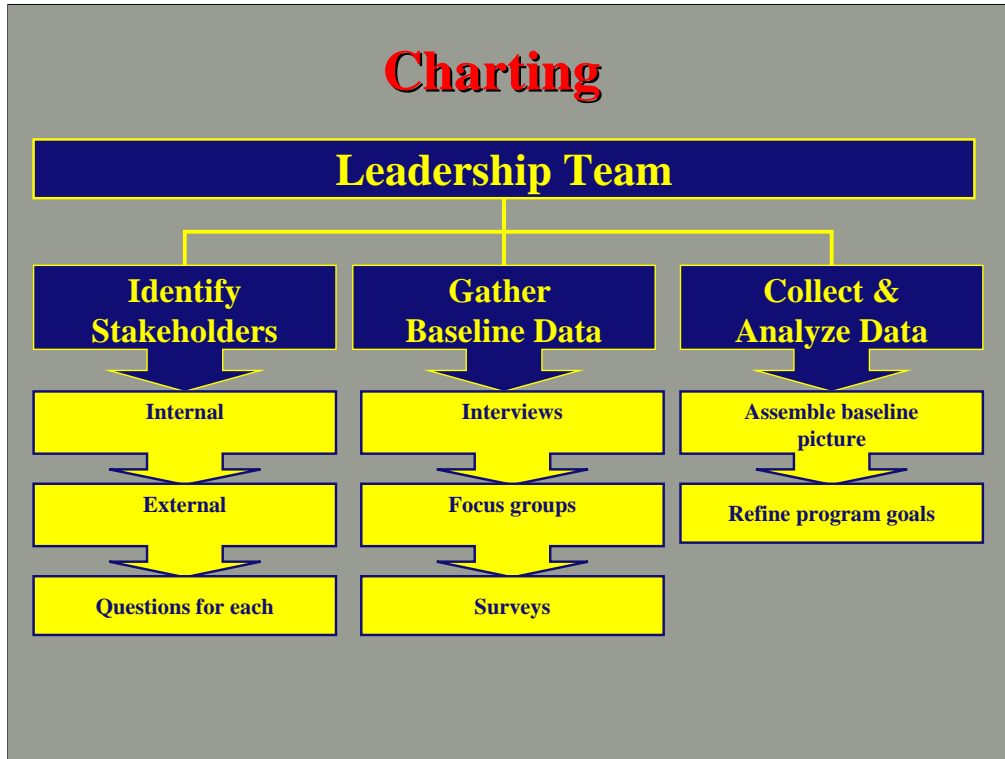


- The next step is to create a Leadership Team.
- This is the core group of individuals that will implement this effort.
- You can try a command staff approach *or* open it to agency-wide involvement, which may help with the buy-in process.
- If possible, divide the Leadership Team into four sub-committees to reflect the core elements of the strategy.
- The organizational structure you choose can help maximize personal ownership of the strategy and ensure that the right people are involved in the many tasks that must be undertaken to enhance victim response.
- Engage sworn and non-sworn personnel.
- Determine a reasonable meeting frequency.



•The Leadership Team should work to establish goals, begin to identify partners and start developing ideas to incorporate change in the order of priority:

- Revising mission statements
- Revising policy, procedures and practices
- Strengthening existing and building new partnerships
- Enhancing all levels of training

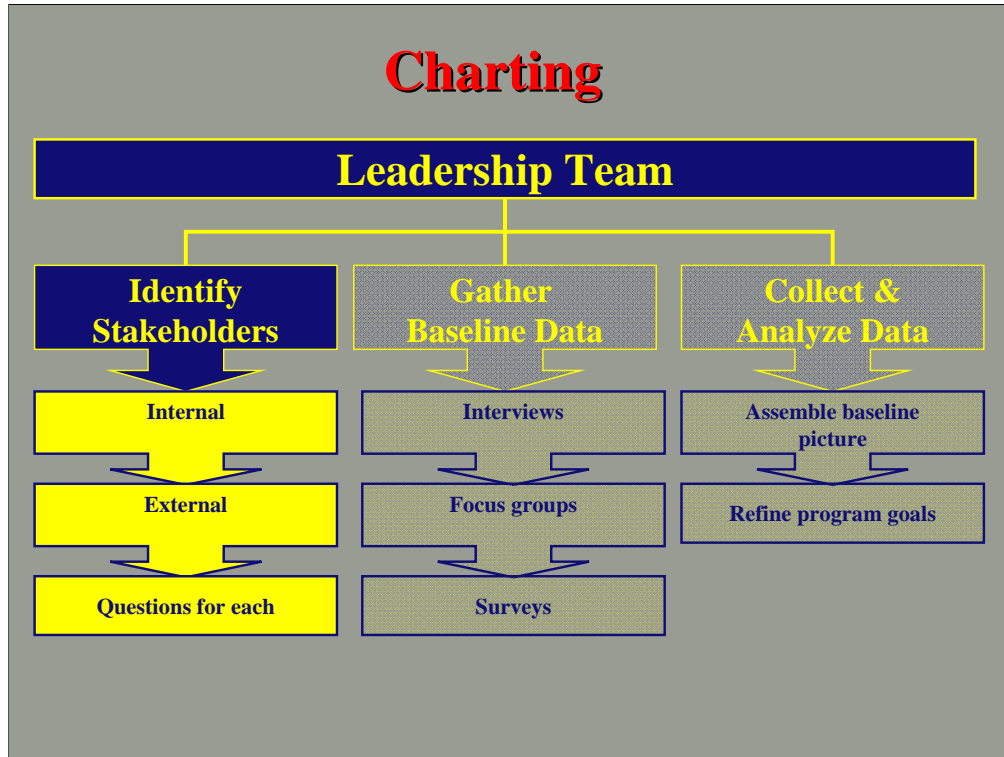


Charting

•In this step you will:

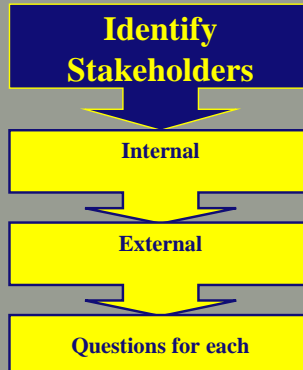
- Identify stakeholders and
- Discover your agency's current status, or baseline level of victim response.

Charting



- You will soon be asking questions to gather baseline data.
- You need to identify internal and external stakeholders who you want to survey.

Charting



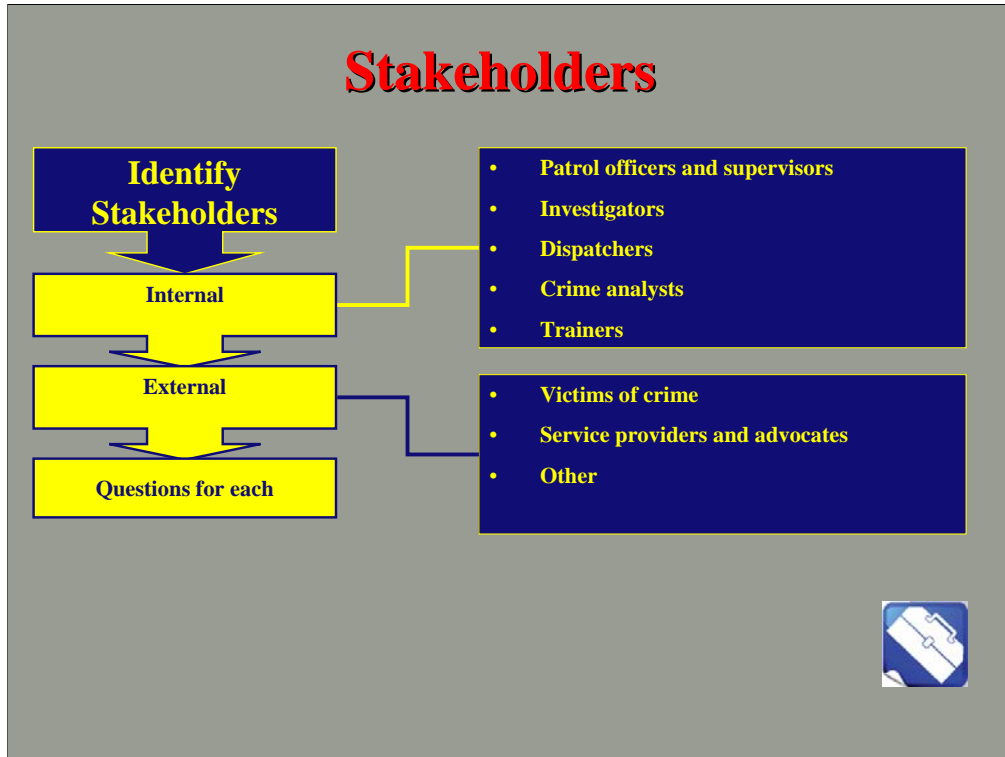
These stakeholder groups may include:

- Agency sworn and non-sworn personnel (internal)
- Community in general
- Victims of crime
- Victim service providers and advocates (external)

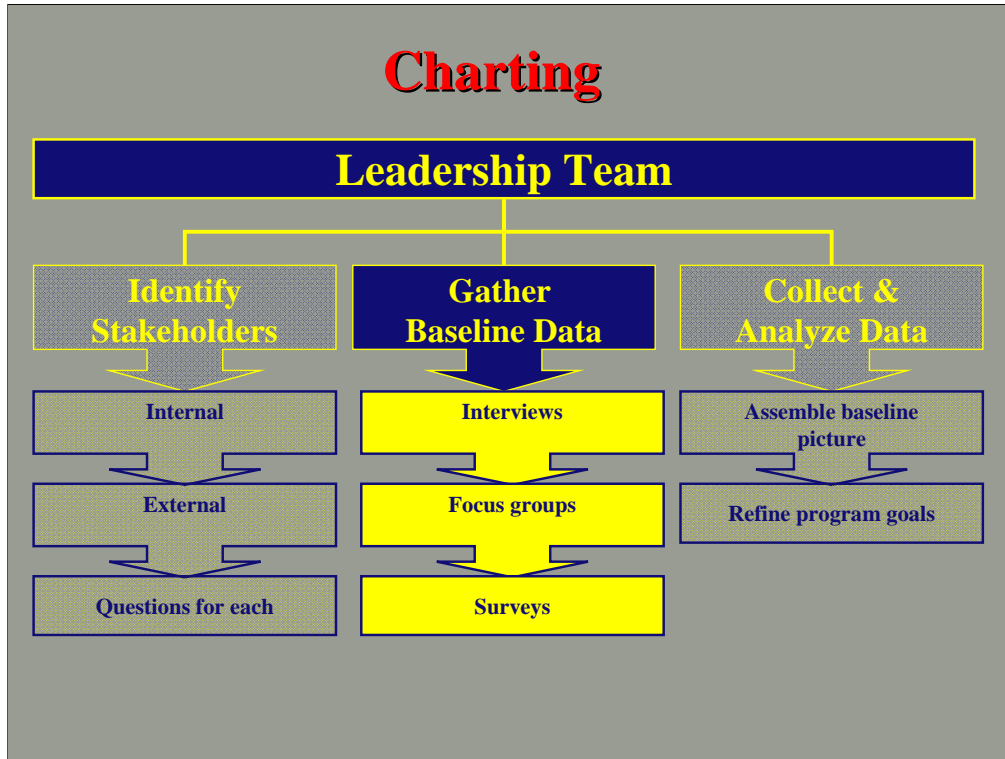
These groups will offer different perspectives, and obtaining their input will help you identify your current victim response level and may facilitate promising ideas about where to focus your change efforts.

This data will allow you to:

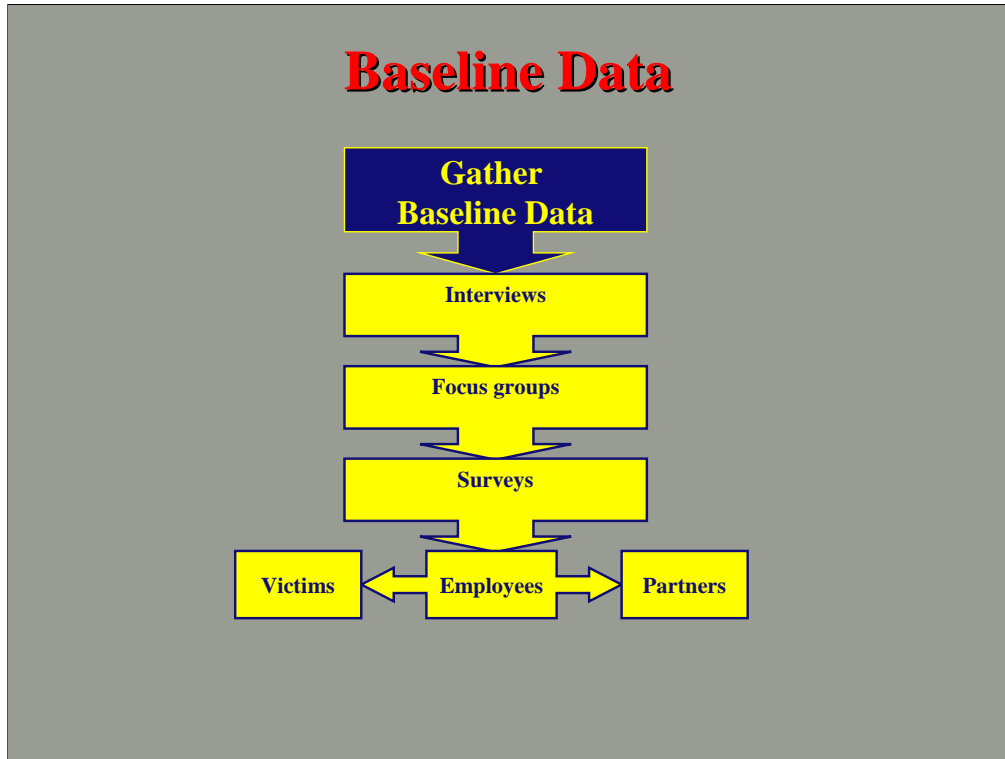
- Establish how your department is currently doing in terms of victim response
- Use what you learn to set goals
- Compare “before” and “after” information and
- Help you assess progress toward your goals



- Determine questions you will ask of each stakeholder group (The *Resource Toolkit* can help you).
- Keep in mind sensitivity to victims, and be careful not to re-victimize.
- Be certain to choose questions that relate to the goals and performance measures you have chosen to document your success.



- Once you have identified the stakeholders that you would like to work with, it's time to gather information, or collect baseline data.
- We know this sounds very academic, but, it is not really very difficult and we will show you how to use new partnerships to accomplish it.



As you decide which information-gathering methods to use, plan to get baseline information directly from the stakeholders you identify as well as from existing records and documentation.

- There are several ways to gather information from stakeholders

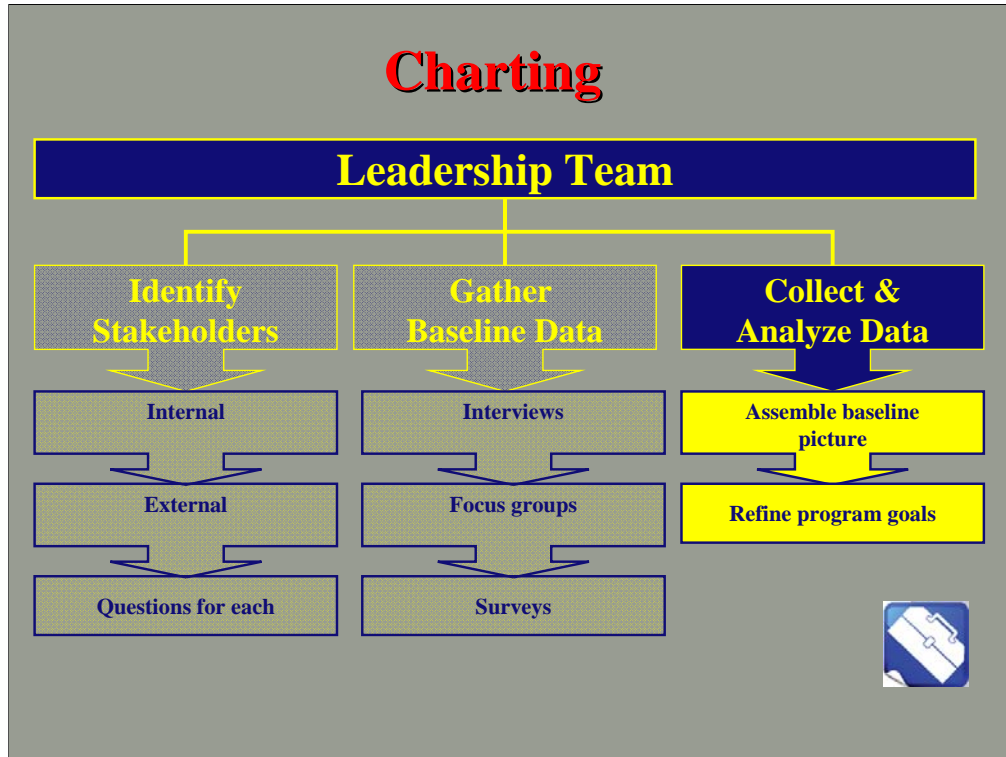
- Interviews
- Focus Groups
- Surveys

- Utilize the numerous survey and focus group questions found in the *Resource Toolkit*.



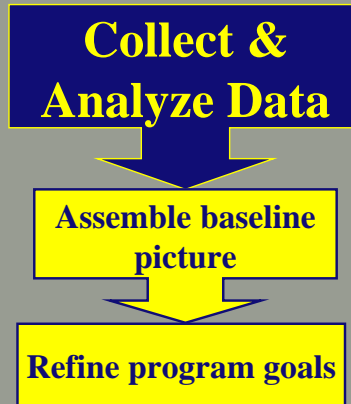
This is a sample section from the *Resource Toolkit* which contains questions developed by the pilot and validation sites to be used in focus groups and interviews.

Charting

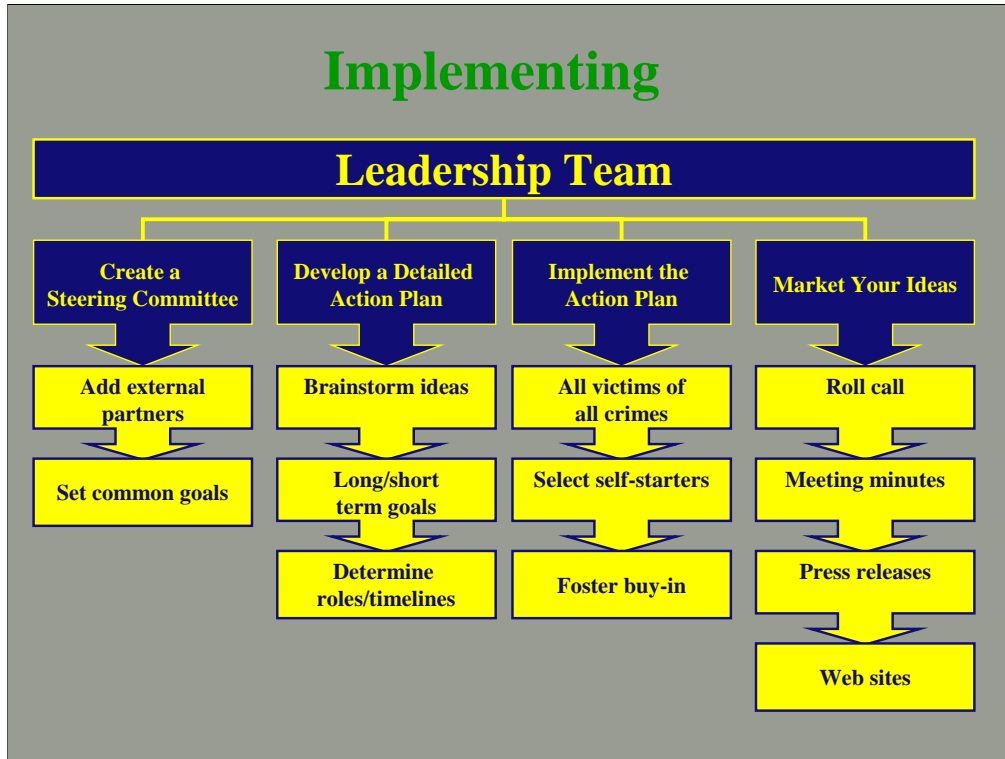


Now, from these various sources, assemble baseline picture of your current victim response and refine program goals.

Charting

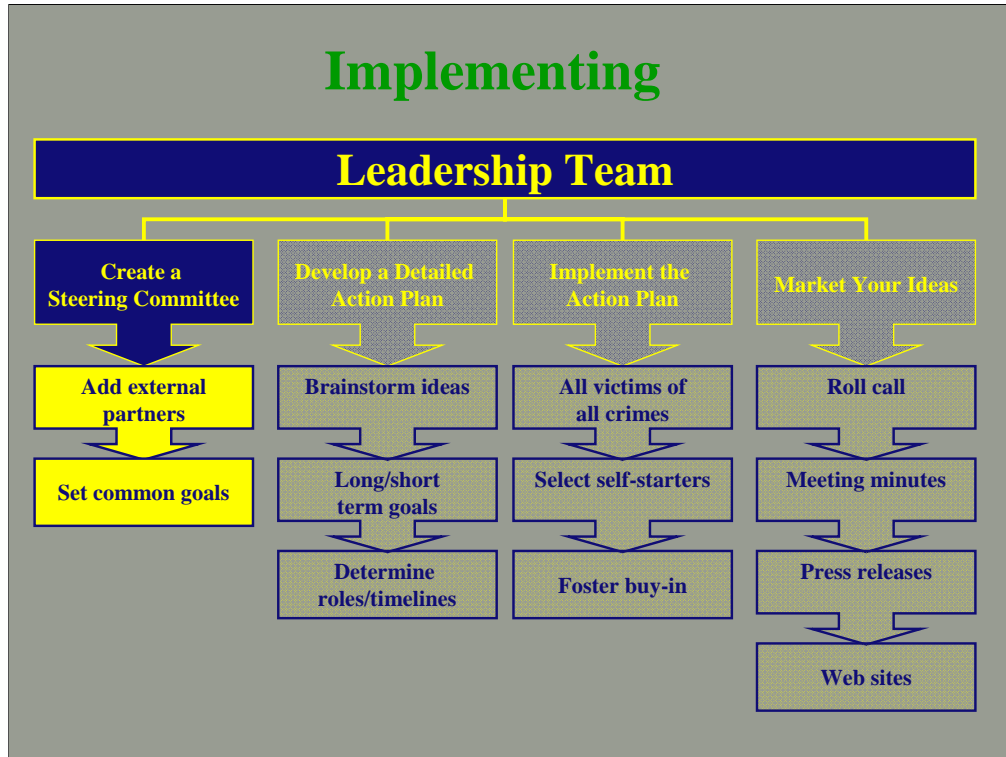


- Do not let the information gathering step be intimidating or a “show stopper”:
 - Partner with a local college or university to collect and analyze data.
- Use the information to put together a picture of your current victim response.
 - Identify trends and patterns as well as strengths, challenges, and opportunities.
- In the Starting section, you set some short and long term goals.
 - These goals were based upon the knowledge your team had about your agency before you collected data.
- Now you have some data to lead you.
 - Refine your program goals based upon what you learn.



- Now we move to implementation.
- Your baseline data should give you an indication of your needs.

Implementing



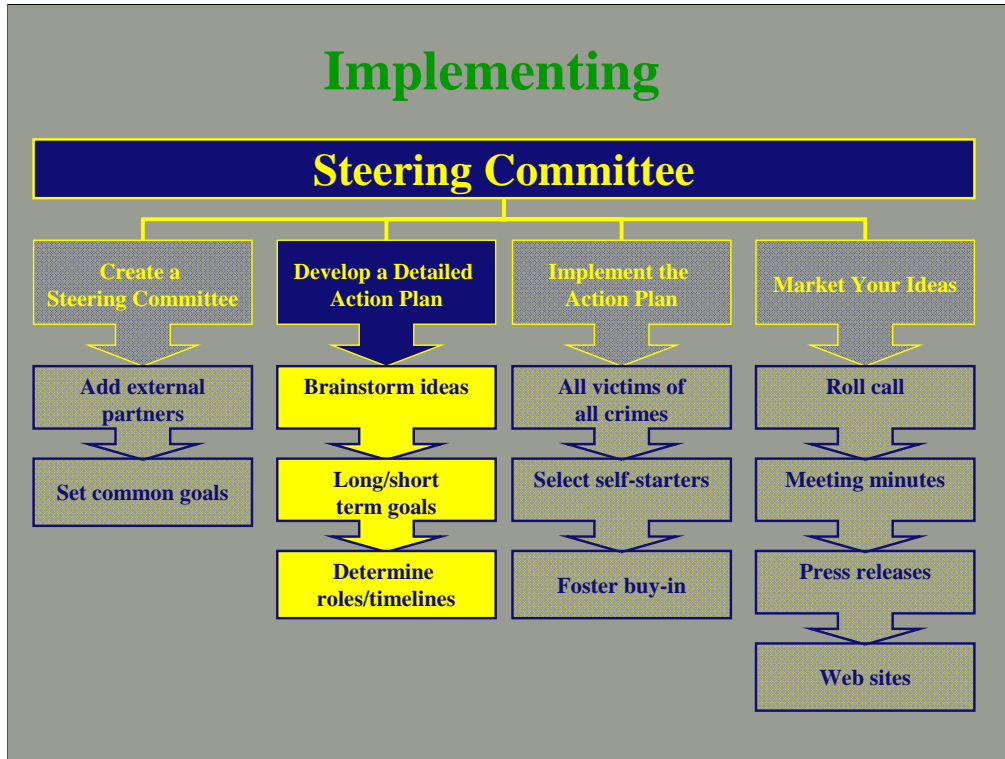
- It is time to create a Steering Committee.

Steering Committee

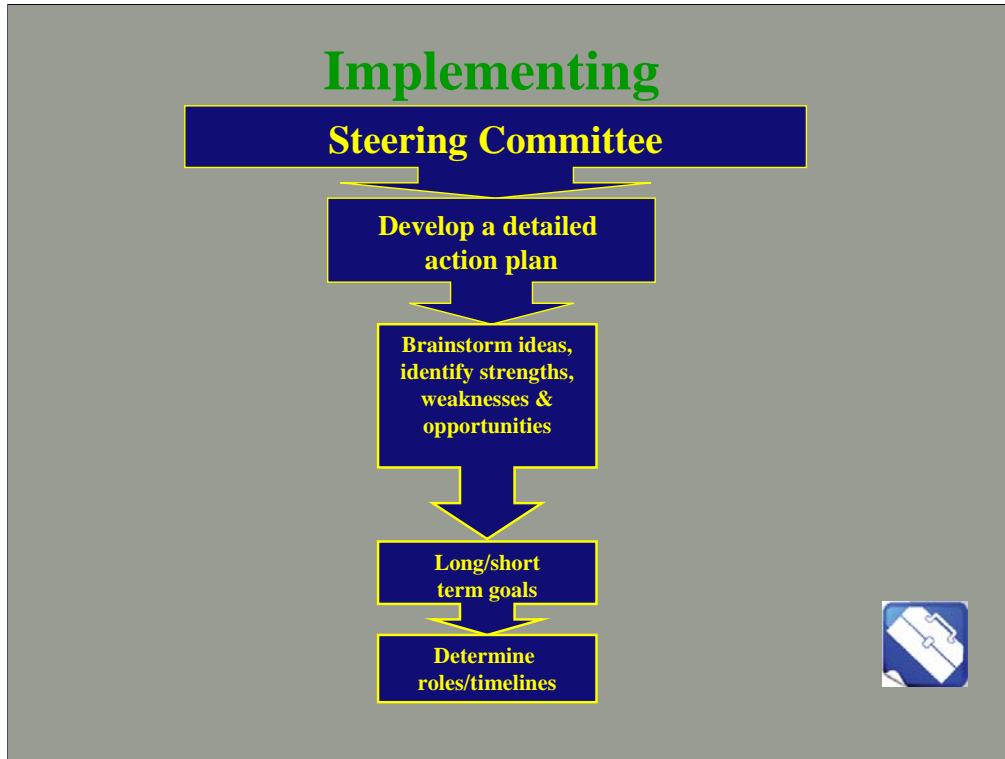


- Add people, including external partners, to your leadership team.
 - This expanded team will compose your Steering Committee.
 - The Steering Committee will drive your implementation strategy.

Implementing



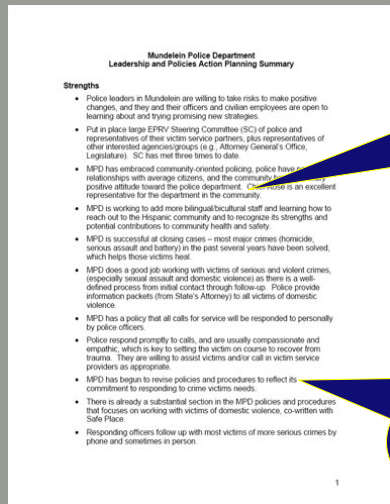
- The next step involves brainstorming to develop a detailed action plan.



The *Steering Committee* should work together and write an Action Plan/

- The first step is brainstorming.
 - Fully engage your team to produce a wide range of ideas.
 - Use your baseline data collection and strengths, challenges, and opportunities to explore potential strategies.

Action Planning



Strengths

“MPD has begun to revise policies and procedures to reflect its commitment to responding to crime victims needs”.

Challenges

“Officers and mental health service providers are concerned that there are not clear protocols for how law enforcement should deal with victims (and accused perpetrators) with mental health issues”.

- Develop action items for each of the 4 core areas.
- Remember, everyone in your agency plays a role.

Action Planning Matrix

SUGGESTED ACTION PLAN FORMAT

GOAL/STRATEGY _____

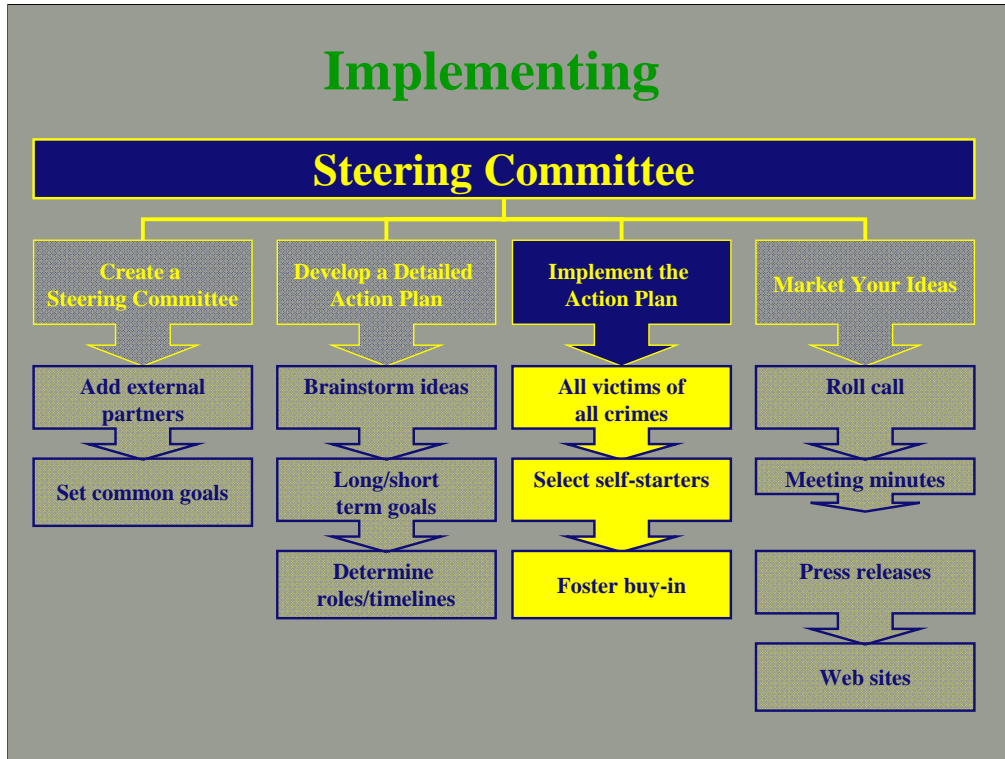
Action Steps	Responsible Parties	Required Resources/Tools	Target Date/Time Required	Expected Results/Outcomes
Short-term				
Long-range				

- Action planning is a continuous process.
- Choose strategies and plans of action for implementation based on the makeup of the agency.
- Incorporate strategies and follow through with policy development or revision that will encourage and sustain internal and external buy-in.
- This is a change process that can and probably will create concern throughout your agency.
- Address concerns about mission and role shifting via memos or “question and answer” communication with staff.
- Senior level staff can attend roll-call and other meetings to:
 - Acknowledge the challenges of working with victims and
 - Inform personnel that they will be provided with the tools and information to succeed.

Most of the pilot and validation agencies developed methods for officers to distribute community resource, provider and partner information to the victims. This action helped victims needing referrals and educated officers regarding resources in their communities.

- The *Implementation Guide* provides a list of action items for each of the 4 Core Elements.
- The *Resource Toolkit* contains numerous sample action plans.

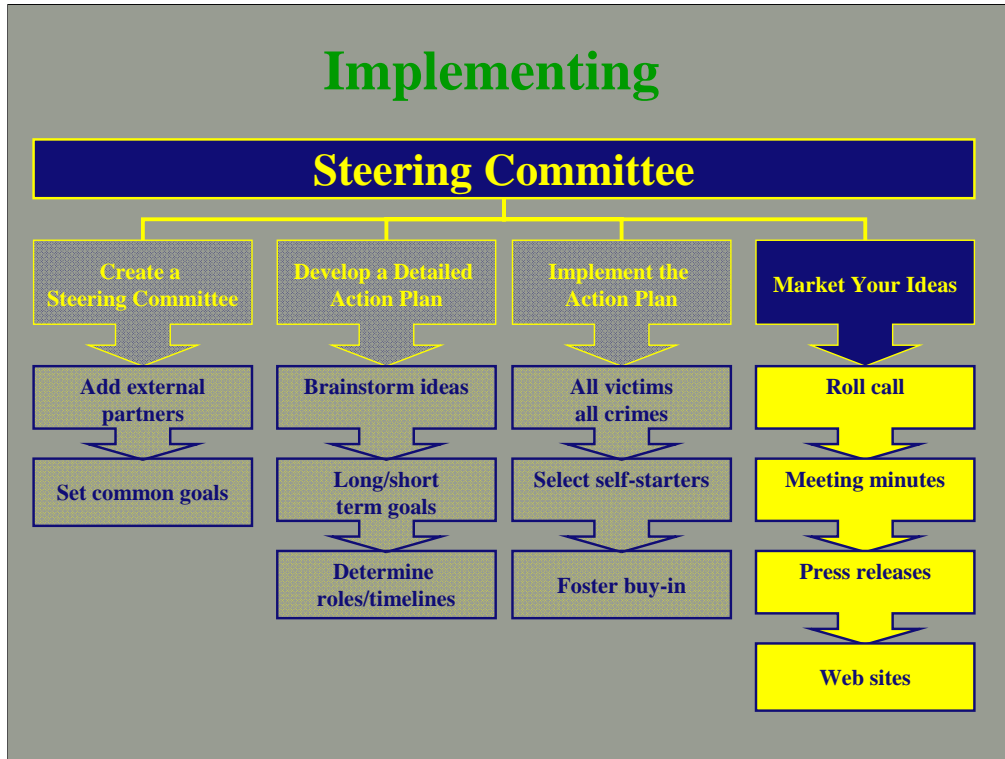
Implementing



•It's time to implement your action plan.

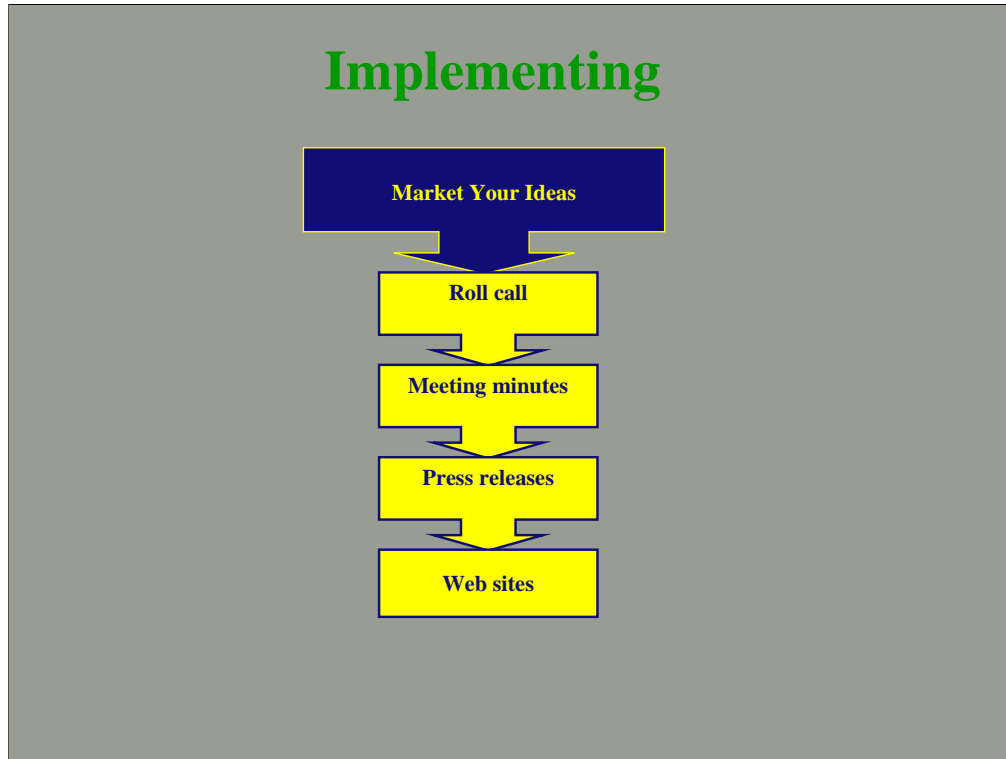


- Remember to implement for “all victims of all crimes”.
- If you decide to phase in your implementation, begin with one watch, shift, or troop. Allocating the plan to only one crime type or specialty unit may cause barriers to success.
- Select self-starters to lead your efforts.



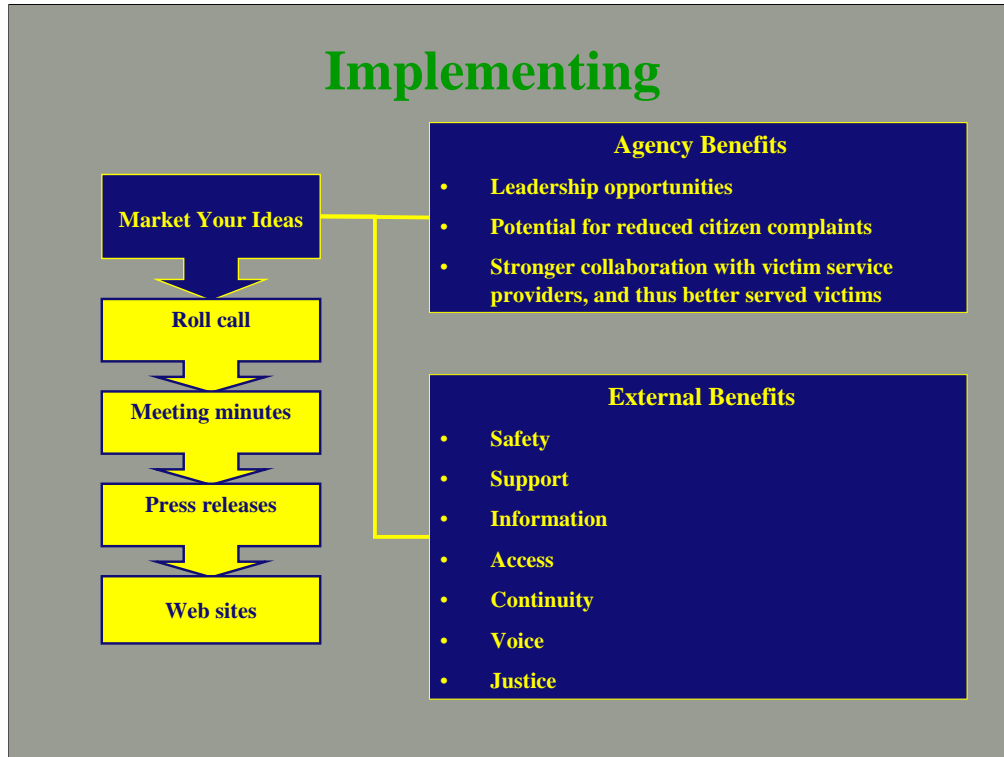
- You have committed to changing your organization and its response in a positive way
- It's time to get the word out.

Implementing

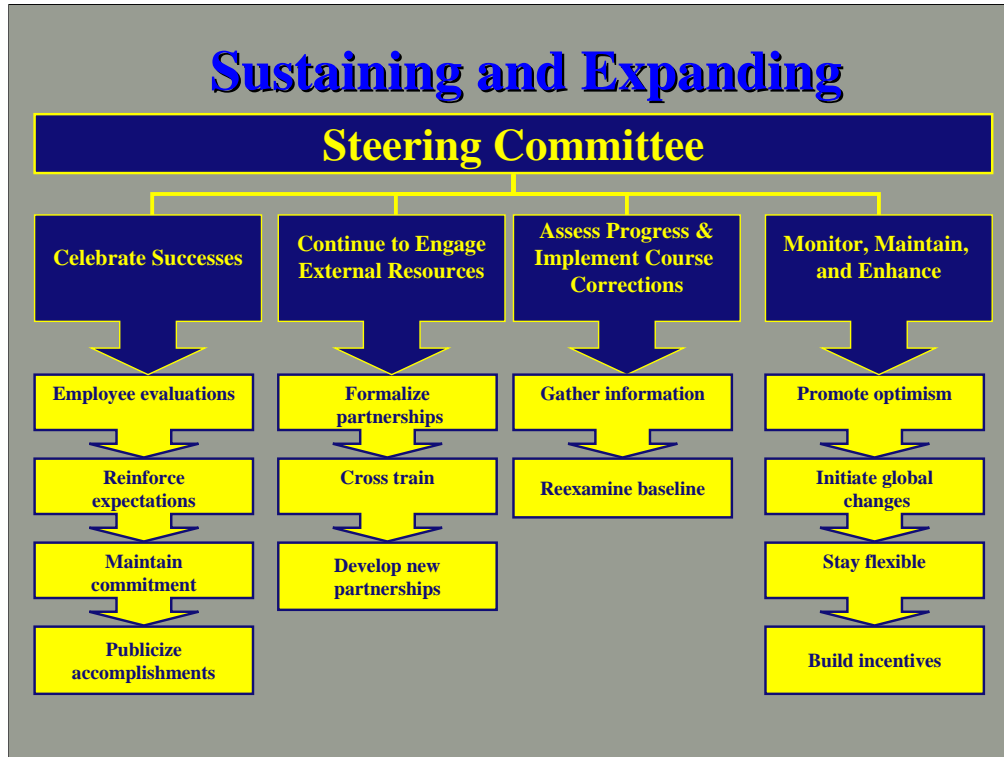


- Market you ideas internally and externally:
 - Use roll call to announce and reinforce your efforts
 - Publish Leadership Team/Steering Committee meeting minutes, so that everyone in the agency can follow along
 - Tell the media what you are doing
 - Update your Web site with messages/materials referring to your new agency philosophy.

Implementing



- Market the benefits and value of improving victim response to your agency.
- The *Resource Toolkit* contains sample letters from chiefs to their personnel announcing change and progress.



- Enhancing response to victims is not a one-time project, but a continuous cycle of evaluating:
 - Where you are
 - Where you want to be and
 - How you are going to get there
- The pilot and validation sites believe that the most important message they could pass on to others is that you must sustain and expand your efforts in order to institutionalize them.
- Some ideas to accomplish this are:
 - Incorporating your victim response goals and expectations into personnel performance appraisals (evaluations)
 - Establishing memoranda of understanding with your partners to formalize roles and responsibilities
 - Scheduling reoccurring cross-training opportunities with your partners

Coming Soon: *Training Supplemental*

- **To be released in October 2009**

Will contain victim-related training enhancements for:

- ✓ All levels of department employees
- ✓ Field Training Programs (FTP's)
- ✓ Entry level academy recruits
- ✓ Roll-call, in-service, cross-training with partners

- A great deal of effort has gone into this victim centered approach.
- Law enforcement culture needs to change for this effort to continue.
- Both sworn and non-sworn because *everyone plays a role* in an enhanced victim response
- We believe training is the key to sustainability.
- With that in mind, the IACP is working with multiple partners to weave a victim-centered approach into all levels of training from recruit to executive.
- The partners are simultaneously developing victim-related training enhancements for:
 - Department personnel
 - FTO's
 - Academy recruits

Key Words

- **Victims of crime**
- **Members of the community we serve**
- **Core constituency**
- **7 critical needs of victims**
- **IACP/OVC 21st Century Strategy for Enhancing Law Enforcement Response to Victims:**
 - ✓ *Strategy*
 - ✓ *Implementation Guide*
 - ✓ *Resource Toolkit*
 - ✓ *Training Supplemental*

To summarize the content of this presentation, this is the glossary of terms that we hope will become everyday words in your agency that will resonate with not only the executive and command staff, but every sworn and non-sworn employee who are serving one of the primary constituencies of law enforcement – victims of crime.

Strategy At-A-Glance

4 + 4

- **Leadership**
- **Partnering**
- **Training**
- **Performance Monitoring**

- **Starting**
- **Charting**
- **Implementing**
- **Sustaining and Expanding**

It is commonsensical and easy as 4 + 4!