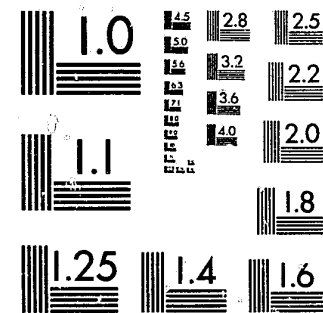


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Washington, D. C. 20531

9/16/83

Team Witness

Services in

Florida and

Projecten Needs

88462

Victim/Witness Services in Florida and Projected Needs

1982

prepared by

THE BUREAU OF CRIMINAL JUSTICE ASSISTANCE
DIVISION OF PUBLIC SAFETY PLANNING & ASSISTANCE
DEPARTMENT OF VETERAN AND COMMUNITY AFFAIRS
TALLAHASSEE, FLORIDA

U.S. Department of Justice 88462
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ACKNOWLEDGEMENTS

The following Bureau of Criminal Justice Assistance staff
deserve special recognition for their contributions to this
document:

Susan Cook
Jeannie Weisman
Elizabeth Page
Russell Perkins
Frank Koutnik

and
Sherry Kennedy
Bonnie Lee
Arlene Buckland

EXECUTIVE SUMMARY

I. Introduction and Overview of the Concern

The victim of crime in this country has historically been the "forgotten" victim. The criminal justice system, in its efforts to reduce an ever-escalating crime rate has focused its resources on the offender: his apprehension, prosecution and rehabilitation.

The crime victim and the crime witness often endure serious emotional trauma and financial hardship. Yet, they have in the past been left alone to cope with their situation. Not only have they had to face their personal fears alone, but they have also had to cope with a criminal justice system they do not understand, and which has treated them with indifference.

This was true until the mid-sixties when events were stimulating new interest in the plight of the victim. As federal courts began to require more attention to the rights of the offender and prisoners, there was a public outcry for the forgotten rights of the victim. In 1965, California became the first state to pass victim compensation legislation. Florida was one of the states leading the nation in developing innovative programs to deal with the broad range of victim/witness issues. By 1979, there were over fifty victim/witness assistance programs operating in the state on a local level. Also by 1979, the Florida Network of Victim/Witness Services had been formed as the collective voice on victim/witness issues in Florida.

Because the victim/witness services movement was still in the "grass roots" stage, members of the Florida Network of Victim/Witness Services (FNVWS) recognized the need to coordinate services, to develop a means of sharing new methods of service delivery and improving old ways, and to provide technical assistance to those communities wishing to develop victim/witness assistance programs. They also recognized the fact that they could not effectively provide the coordination and technical assistance while trying to develop and administer their own programs.

As a result, in 1979, representatives of the FNVWS approached the Bureau of Criminal Justice Assistance in the Division of Public Safety Planning and Assistance, Department of Veteran and Community Affairs. Together Bureau staff and FNVWS representatives developed a program for coordinating the services offered to victims and witnesses and for assessing the needs of victims and witnesses in the state. The Victim/Witness Project was funded by the Law Enforcement

Assistance Administration under the National Victim/Witness Strategy Program in November of 1979 for a period of two years.

During the past two years, the Network and the BCJA Project staff have worked together to encourage the development of new victim/witness services across the state, and to bring visibility to existent programs and the needs and concerns of victims and witnesses. During this period, the Florida Network of Victim/Witness Services, Inc. Directory of Victim/Witness Programs in Florida was printed and distributed to law enforcement, social service, and other agencies and individuals throughout Florida. Additionally, the Network continues to sponsor annual conferences on victim/witness issues, and together with staff, provides technical assistance to communities wishing to develop or expand their programs. Hundreds of hours have been logged by Network members and staff providing training to law enforcement personnel and educating the public to the issues.

As outlined in the grant, the project was directed to examine the needs of victims and witnesses in the state and develop a comprehensive plan for addressing the problems related to the victim/witness issue. After working for two years with the FNVWS and the Governor's Victim/Witness Task Force, certain problems have come to the foreground repeatedly as situations that must be analyzed and strategies developed to alleviate the problems. This Comprehensive Victim/Witness Plan for the State of Florida recommends strategies for addressing these problems and eliminating the term "forgotten victims".

II. The Problems

The problems related to the victim/witness issue are many and diverse, and range from a shortage of funds for operating programs to the wasting of funds through inefficient witness management. The following problems are not all-inclusive, but it is the premise of this document that if these problems are addressed and resolved, many of the remaining difficulties will be lessened or resolved as well.

A. Problem:

The incidences of sexual assault, child abuse and domestic violence are grossly underreported. Intimate victims of violent crimes are the least likely to report their victimization, and if they do report, police are often unable to pursue the case to conviction because of the failure of the law to deal with such intimate crimes or because the victim fails to proceed with prosecution.

An extensive study of spouse abuse in Kentucky in 1978 showed that one in ten female partners experienced

spousal violence during the preceeding twelve months. Of that figure, only one in ten reported the violence to the police. When the violence is not reported and is allowed to continue, the result is often even more serious. In 1975, nearly two-thirds of the 20,510 murders reported to the police (FBI statistics) were committed by relative, friend, or acquaintance of the victim. Over half of the family killings involved one spouse killing another (Lynch, 1978).

In the case of sexual assault, estimates as high as only one in twenty rapes being reported are not uncommon. The lowest estimate (Amir, 1971) is one of every two--still too high. The women who fail to report are left alone to deal with the myths surrounding rape: that she dressed provocatively, left her window open, she was hitch-hiking, or she was "asking for it". She is left alone with fears that it might happen again, and the rapist is still free.

Child abuse has been one of our society's most hidden problems. The criminal justice and social service systems have a special responsibility to child abuse victims because society must assume that these victims cannot be expected to report their victimization.

In 1980, there were only 198 total prisoners incarcerated in Florida in 1980 for such "family offenses" which include child battery and spouse abuse. Yet, in 1978, there were sixty-two thousand cases of suspected child abuse or neglect. Like spouse abuse, the problems may become even more serious when the abuse goes unreported. The National Juvenile Justice Center reported in one study that 20 to 84 percent of all delinquents and status offenders came from abused backgrounds. In child abuse and child sexual abuse, the victim may never be discovered until he or she becomes a part of the criminal justice problem. In addition, abuse is passed on from generation to generation as part of a continuing chain of abuse. One study of 70 abusers reported that at least 63 percent either witnessed or experienced abuse while they were growing up (Star, 1978). The cycle of abuse can only be broken when the crime is reported.

B. Problem:

When a crime victim or witness receives no assistance in understanding the criminal justice procedures with which they are involved, when they are left in frustration to face court proceedings, both they and the criminal justice system suffer. The victim/witness leaves the ordeal reluctant to become involved again because of the inadequate treatment he has received. He

also will prove to be a less than effective witness because he resents the treatment he has been given and because he does not understand what has been expected of him.

In 1977, 45% of all felony cases dropped in Detroit, were dropped for witness related reasons; in Washington, D.C. the figure was 26%. The victim/witness has suffered for what he sees as "doing what was right"; the criminal justice system has spent hundreds or even thousands of dollars in proceedings with an unsatisfactory conclusion that could have been avoided.

C. Problem:

The inefficient use and management of witnesses results in thousands of lost dollars for both the state and local court systems: poorly managed witnesses cost Florida nearly one million dollars a year, and local units of government spend an additional three to four million dollars every year. Difficulty in scheduling cases because of witness unavailability causes a large number of continuations, and thus, means a large amount of dollars spent unnecessarily. Also, witnesses who are called when not needed, and witnesses unhappy with their treatment and ineffective to the point where the case might be dropped, cost the state and counties thousands of dollars yearly.

In Orange County, Florida's Witness Management Program has shown through their operation a savings of nearly half a million dollars in 1980. In Broward County, the Annual Report for 1978-79 of their witness liaison program states: "As a direct result of the witness management and coordination procedures instituted by (the witness liaison program), the percentage of cases 'dismissed' due to 'lack of witnesses' has decreased to less than one percent." (Down from the pre-program level of 13 percent.)

Poorly managed witnesses also result in a loss for the witness and the community. When he is required to take needless hours off from his employment, he frequently loses his income and, in extreme cases, his job. This, in turn, means a loss to the community of manpower and the possibility of a new welfare recipient.

As stated earlier in this section, these are by no means the only problems faced in dealing with the victim/witness issue, but these are major problems that, when addressed and resolved, will most assuredly lead to the resolution of other issues.

III. Goal Statement

The problems discussed in the previous section begin with the victimization and continue throughout the criminal justice proceedings, and not only injure the victim and witness, but prevent the criminal justice system from operating as efficiently as possible. Therefore, the goal of this document is two-fold: (1) To improve the efficiency of the criminal justice system; and (2) To reduce or eliminate the hardships faced by victims and witnesses of crime in Florida that result from their victimization.

IV. Recommendations and Strategies

The BCJA Victim/Witness Project staff believes that by improving the services that local communities offer to victims and witnesses of crime, the foregoing problems can be greatly reduced and possibly even eliminated. When the victims of sexual assault, domestic violence or child abuse are assured that they will get help - whether that be in the form of emergency medical treatment, temporary shelter or counseling - they will be more likely to report their victimization. When a victim or witness of a crime understands the criminal justice procedures, when the system realizes the trauma of his situation and the valuable role that he plays in the prosecution of the case and treats him accordingly, he will be a more effective witness and will be more likely to get involved again, should the need arise. When witnesses are managed efficiently, the savings to the state, to the local communities and to the individual is in the millions of dollars, and the criminal justice system becomes a more effective system.

The following recommendations are detailed in the document, and are designed to help the local communities provide the unmet services within their county, achieve the goal of improving the criminal justice system and acknowledge the rights of the victim.

A. Recommendation:

To determine the actual extent of the incidence of violent crime and also to accurately project the extent of non-reporting, the acts of intimate violence and the relationship of offender to victim must become a part of the criminal justice reporting system.

Strategy:

The Bureau of Criminal Justice Assistance will work with the Florida Department of Law Enforcement and other appropriate law enforcement agencies to incorporate the relationship of offender to victim into the reporting system. This will provide the data necessary for

justifying funds for various victim/witness programs, as well as give an accurate picture of incidence of intimate violence in the state.

B. Recommendation:

To increase the reporting of child abuse, sexual assault and domestic violence, there must be vehicles available that encourage the victims to report. The document recommends that services to victims of these crimes should be developed in each of the state's counties at a level compatible with the population of the county and its crime rate.

Strategy:

The BCJA will make available guidelines for the self-assessment of victim/witness needs within the counties. The self-assessment will include methods of determining exactly what level of service is needed to alleviate the problem. The document also includes a detailed chart on the services currently available within the state, county by county. From that chart, each county can determine what is available in their community, and begin to determine what needs are not being met.

C. Recommendation:

Either the State Attorney's Office or the Circuit Court in each region should consider the effect of poor witness management on the efficiency of their systems, and develop programs, based on their needs, to improve witness management.

Strategy:

The BCJA will provide statistics from currently operating programs that demonstrate the efficiency of witness management programs. Again, the chart of available services included in the document will indicate where these services are not provided.

I. INTRODUCTION

The intent of this document is to provide a profile of the problems of victims and witnesses of crime in Florida. It deals specifically with the strategies recommended for addressing these problems in the state, including the need for and cost-effectiveness of victim/witness programs.

The victim, defined as a person against whom a crime has been committed, has been in recent history forgotten. According to the Florida Department of Law Enforcement, one in twelve persons in Florida was the victim of a crime in 1980. However, the criminal justice system, in its efforts to reduce an ever-escalating crime rate, has focused its resources on the offender - his apprehension, prosecution and control. Very few resources focus on the victim of a crime. The "Criminal Injustice System" chart on the following page provides a very graphic picture of the experience of a "law abiding citizen" within a system insensitive to his needs.

The witness to a crime is a person who has been or is expected to be summoned to testify in court. The interests of victims and witnesses are complementary in some situations and divergent in others. However, the crime victim and the crime witness both often endure serious emotional trauma and financial hardship as a result of their contact with crime and the criminal justice system.

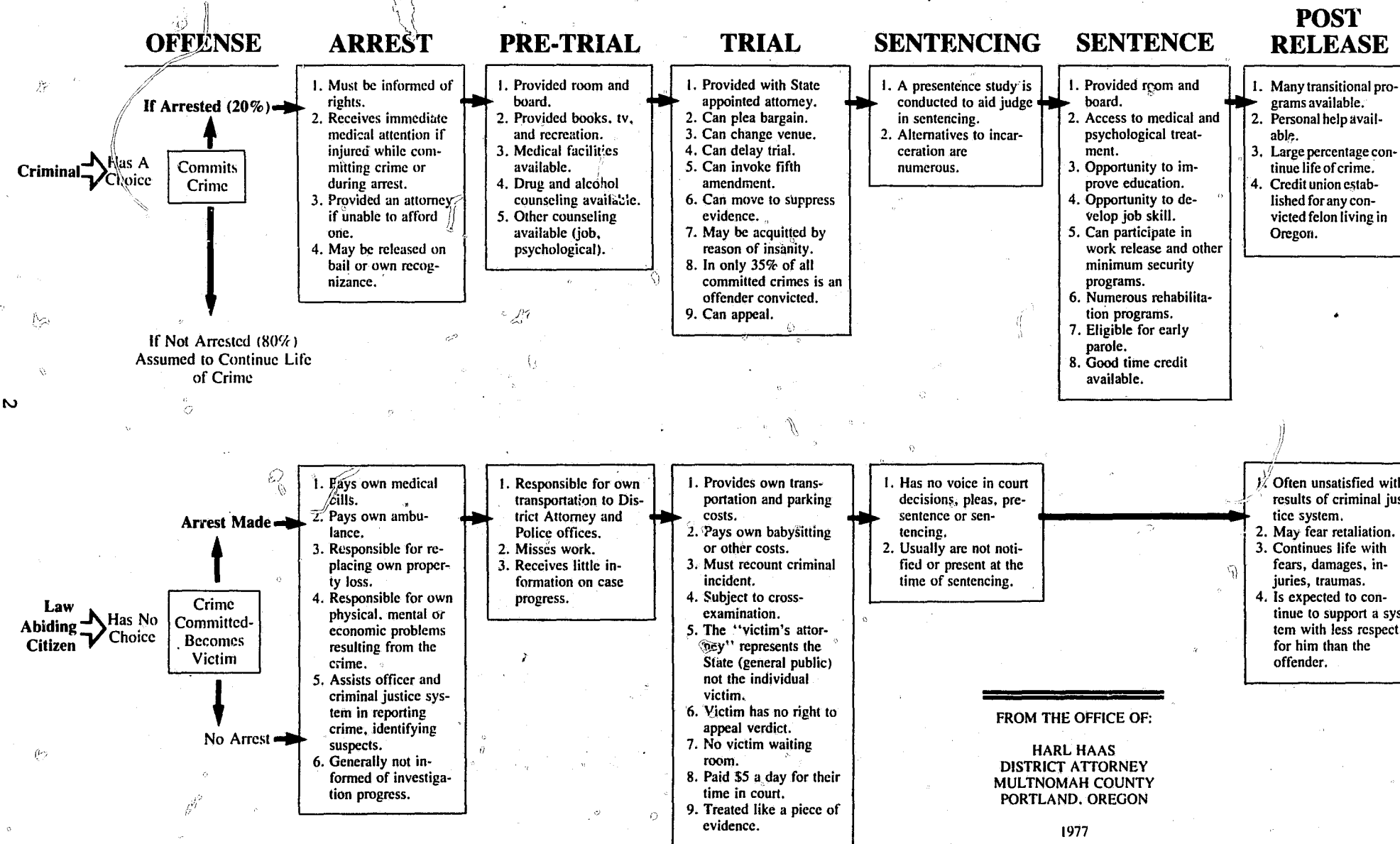
The welfare of these two special categories of citizens is especially important to the state's criminal justice system because they play a crucial role in identifying and successfully prosecuting criminal offenders. A victim or witness who has received sensitive and supportive treatment from all parts of the criminal justice system is more likely to serve that system well. On the other hand, a criminal justice system that fails to recognize the needs of victims and witnesses not only loses the possibility of cooperative and effective help, but also loses millions of dollars annually in dismissed cases and poorly managed witnesses.

This document will provide a profile of the problems that result from not providing services to victims and witnesses, the current status of these programs in Florida, and the strategies recommended by the BCJA for addressing these problems.

Historical Background:

It is very appropriate that Florida should be developing this document for victim/witness services: Florida has always been one of the states leading the nation in addressing the needs and concerns of crime victims and witnesses.

THE CRIMINAL INJUSTICE SYSTEM



The first annual Victim Services Conference was held in Ft. Lauderdale in the summer of 1974. That conference led to the development of the National Organization of Victim Assistance (NOVA), which has grown into a major advocacy group on victim/witness issues and legislation. One of the nation's first Victim Advocacy programs was established in Ft. Lauderdale in 1974 using Law Enforcement Assistance Administration (LEAA) funding. In the same year, the Dade County hospital system mandated the creation of one of the nation's first comprehensive Sexual Assault Treatment Centers (SATC) to serve the needs of rape victims. Hubbard House in Jacksonville, Florida, was one of the state's first grass roots efforts to fund a shelter for abused women and their children. It has continued to expand its services during the last five years of operation, serving as a model for many of the smaller shelters within the network of spouse abuse facilities in Florida.

Florida has also pioneered in its legislative and law enforcement treatment of victim/witness issues:

- (1) The Involuntary Sexual Battery Statute passed in October of 1974 has served as a legislative guide to other states.
- (2) Florida was one of the first states to implement the model child abuse legislation proposed by the American Humane Association in 1974.
- (3) In 1978 Florida assured a funding base for spouse abuse shelters by adding a \$5.00 tax to marriage licenses which is earmarked for such shelters.
- (4) The Florida Legislature has required that a plan on crime against the elderly be developed yearly to deal with the special crime problems of Florida's large elderly population.
- (5) The law enforcement curriculum for the certification of sworn officers in Florida now includes a forty hour training module on crime prevention and victimization. And, finally,
- (6) The state passed victim compensation legislation in 1977, along with legislation to give police the authority to arrest the abusive party in misdemeanor cases of domestic violence. Through such legislation and innovative programming, Florida serves as a national model in victim/witness services.

By 1979, Florida had over fifty victim/witness programs operating at the local level. There was, however, no single means of coordinating the activities

and efforts of local and state victim/witness services. There was a need for a staff to provide assistance to agencies and individuals seeking to develop new victim/witness programs; to keep existing programs abreast of current information about national and state programming; to function as a statewide liaison to other state agencies with interests in victim/witness assistance; to identify relevant services and collect specific data on victims and witnesses of crimes in Florida; and to develop model legislation and service alternatives for use by new or expanding programs in the state. Most importantly, there was a need to integrate the traditional perspectives of both social service and criminal justice into unified victim/witness services for Florida.

The Florida Network of Victim/Witness Services (FNVWS) was organized in 1979 by local service providers. One of its purposes was to develop a network to share problems and solutions, and assist in developing new programs throughout the state. However, the field was rapidly growing and existing programs were frequently experiencing growth of their own. The time and manpower to assist other communities was limited.

At the request of the Florida Network of Victim/Witness Services (FNVWS), the Bureau of Criminal Justice Assistance (BCJA) in the Department of Veteran and Community Affairs developed a Victim/Witness Services Project to provide the services to Florida's citizens detailed in the preceding paragraph. The proposed project was first funded by dollars under the National Victim/Witness Strategy program in November, 1979.

Since the program was funded in 1979, the major accomplishments of the project have included:

- (1) A survey in the fall of 1980 of all identified victim/witness assistance projects in the state. The survey, a complete analysis of which is included in Appendix A, provided detailed information on the level of programming that now exists in the state, as well as indicating areas that have service needs.
- (2) From material gathered through the survey and the Florida Network of Victim/Witness Services, Inc., a Directory of Victim/Witness Programs in Florida was printed and distributed throughout the state.
- (3) A newsletter is published to help service providers, other professionals and individuals keep abreast of events and updates in the field.

- (4) Almost completed is a process to develop "minimum service model program guidelines" that will enable communities, organizations, or government agencies to assess their need for services and follow guidelines for minimum services that victims and witnesses should receive.

Although the LEAA funding was terminated in January, 1982, the Bureau of Criminal Justice Assistance believes that, in accordance with its goals of increasing the efficiency of the criminal justice system and reducing or eliminating the hardships faced by victims and witnesses of crime in Florida, the effort must continue. Hopefully, this document will provide an impetus for local communities to examine the needs of victims and witnesses in their area and develop strategies to meet those needs. As in the past, the BCJA will provide the technical assistance, support and coordinating activities necessary to accomplish the tasks enumerated in this document.

II. VICTIM/WITNESS SERVICES: THE NEED

A. Victims and Advocacy:

In 1980, there were 849,318 reported criminal offenses in the state of Florida that were crimes against a person or his property, which means that potentially, there were 849,318 victims. Ideally, the methods of addressing the needs of these victims would be to have comprehensive victim advocacy programs throughout the state - programs that could provide the necessary assistance to every crime victim.

Few communities have had the financial resources to institute such comprehensive programs, and have therefore focused on victims who most often have very specialized needs: the victims of child abuse and child sexual abuse, domestic violence, rape and sexual assault.

Florida is fortunate to have several victim advocacy programs that provide or refer services for victims of all crimes. (See the section of "Statewide Information on Specialized Programs".) In the future, we hope that many more communities will develop or make changes in existing services to allow for general victim advocacy. We have chosen to address those areas of victimization in which the victims require very special services, as well as general victim advocacy.

B. Victims With Special Needs:

When services are not provided to victims and witnesses of crime, the individual, community, and the criminal justice system suffer.

Although not every crime victim requires specialized assistance, victims of rape and sexual assault, child abuse and domestic violence do need help. They are the most likely victims to be unable to or fail to report their victimization. Many times they are deeply afraid of the consequences of such reporting on their own lives. The result of underreporting, which is extreme in these areas, is that an offender goes free, and the victim continues to suffer. The effects of underreporting extend further:

Child abuse victims who go unprotected often end up in the criminal justice system as juvenile delinquents, chronic runaways, prostitutes, or drug addicts. During their youth they may be referred to juvenile authorities, but when they achieve legal adult status, they continue to be the responsibility of the criminal justice system.

An editorial in the Jacksonville Times-Union pointed to a study of California's prison system which showed that 90% of a large sampling of convicts had been victims of child abuse (Editorial, March 19, 1981). The National Juvenile Justice Center reviewed the available literature on offender/child abuse and found that a significant percentage of all delinquents and status offenders came from abused backgrounds.

In child abuse and child sexual assault, the victimization may never be discovered until he or she has become a part of the criminal justice problem. In addition, abuse is passed on from generation to generation as part of a continuing chain of abuse. One study of 70 abusers reported that at least 63% either witnessed or experienced physical abuse while they were growing up (Star, 1978).

Domestic violence victims who fail to report their victimization out of fear, or the belief that no one will be sympathetic to their needs, continue to suffer - and their dilemma might lead to more severe consequences.

In 1975, according to the F.B.I., there were an estimated 20,510 murders reported to the police in this country. Approximately two-thirds of those murders were committed by a relative, friend, or acquaintance of the victims. Over half of the family killings involved one spouse killing the other (Lynch, 1978).

There appears to be a distinct relationship between domestic-related homicides and aggravated assaults, and prior police interventions for disputes and disturbances. A Kansas City study found that in the two years preceding a domestic assault or homicide, the police had been at the address of the incident for disturbance calls at least once in about 85% of the cases, and at least five times in about 50% of the cases.

Sexual assault with its accompanying physical and psychological injuries is one of our society's most serious forms of personal trauma. Yet the victim has many reasons to avoid reporting such an attack to the authorities. The many myths surrounding rape place the responsibility for the assault on the victim:

1. the victim dressed provocatively;
2. the victim didn't put up a struggle;

3. the victim opened the door to his/her apartment;
4. the victim left a window open;
5. the victim was alone after dark.

Each of these comments implies that the victim was "asking for it." In reporting to the police, the victim places him/herself in jeopardy of a continuing victimization, a reliving of the incident with multiple interviews and public exposures of his/her most intimate feelings and fears. In the early 1970's estimates of reported rape went as high as one in twenty actual occurrences and as low as one in two (Amir 1971). Since that time, the availability of sensitive rape treatment programs has increased the probability of reporting. Victims treated through such programs consistently report a greater willingness to pursue their cases to court.

Publicity about such programs has encouraged victims to report rape. The 1977 national crime survey statistics reflected an all time high of 68% of rapes reported. In communities where such rape programs exist, there is an improved chance of arresting and convicting the rapist because a wider body of information is available to the police and to the prosecutor. This is cost effective programming.

One Rape Crisis Center in Louisiana reported that in 1974, prior to the establishment of its program, there were 98 reported rapes in their jurisdiction. Of those assaults, 38% resulted in an arrest, but only 3% of those arrested were convicted. That means that one assailant of 98 reported was convicted. In 1979, after establishing the Rape Crisis Center in Baton Rouge, the same jurisdiction reported 109 rapes, 47% of attackers arrested, and 90% convicted: a proud record and one which is directly correlated to the support and cooperation between the crisis center and the authorities. (Such data is hard to find, but it shows that the criminal justice system needs special support to ensure that criminals are convicted and that the victims do not receive further injury at the hands of the system which should be helping them achieve justice when they are victimized.)

C. Witness Utilization:

Witnesses play a vital role within the criminal justice system. Yet for years, witness utilization, a

term which refers to providing and improving services to victims and witnesses of crime in relation to courtroom proceedings - has not been given a very high priority within the system. Recently, the problems witnesses face have come into the foreground and are gaining attention.

In addition to the emotional trauma involved with being a victim or witness to a crime, the victim/witness frequently encounters more trauma when trying to understand and cope with criminal justice proceedings. It makes them reluctant to become involved, and has left many individuals with very negative feelings about the criminal justice system. They have to deal with repeated, often unexplained and unnecessary summonses; a general lack of knowledge of the proceedings they are involved in; loss of income because of the time off from jobs to testify; and a lack of sensitivity to their needs as witnesses -- i.e. assistance with employers, transportation to and from proceedings or interviews, day care for children while in court and a feeling of fear of defendants, or even of the justice system.

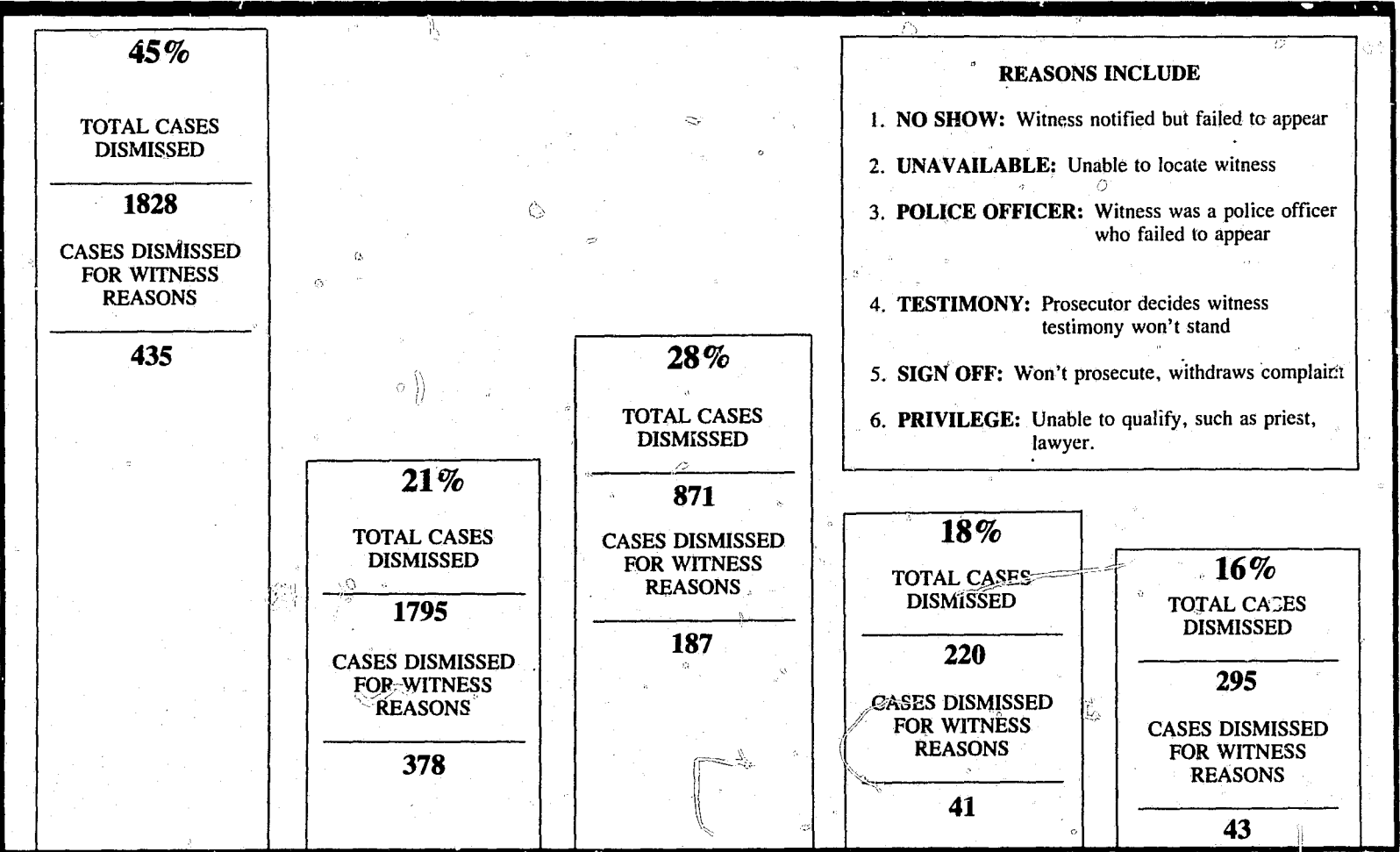
The criminal justice system has suffered as well. The State spends an average of one million dollars a year on witness fees, and local units of government spend an additional three to four million dollars yearly (based upon information from the State Court Administrator's Office). The Broward County Annual Report for 1979 states that their witness management program saved approximately one-half million dollars from October, 1978 through September, 1979. Assuming that those areas without witness management would benefit as Broward has, the State could save thousands of dollars yearly, and local judicial circuits millions of dollars in witness fees.

Additionally, witnesses that go into courtroom proceedings unfamiliar with what is expected of them or what they will encounter there, frequently prove to be ineffective witnesses. This might well result in the loss of a conviction - again, costing the State and local communities thousands and thousands of dollars every year. The chart on the following page presents a picture of what effect poorly managed witnesses can have on the judicial process. As you will note on the "Criminal Courts - Felony Cases Dropped for Witness Reasons," chart, as many as 45% of all felony cases dropped in Detroit for a one-year period were dropped for reasons related to the witnesses. (Please see the section on Specialized Programs for information on cost effectiveness of witness management programs.)

CRIMINAL COURTS

FELONY CASES DROPPED FOR WITNESS REASONS

FIRST SIX MONTHS OF 1977



Detroit Los Angeles Wash., D.C. New Orleans Indianapolis

FROM THE DETROIT NEWS

III. VICTIM/WITNESS SERVICES: THE CURRENT STATUS

A. County by County Statistical Information:

Table 1. Victim/Witness Services Available in Florida by County

This Table provides information on the victim/witness services that are available in each county, based upon the 1980 Victim/Witness Survey and the March, 1981 update.

The letter in parenthesis next to each county name (i.e., (A) Alachua) indicates the level of services within the county. The letters represent the following service levels:

- (A) Indicates that the county has comprehensive services to victims and witnesses. This does not necessarily mean that the services available are adequate to serve all the needs of the county's victims and witnesses, but there are programs addressing the needs of the rape victim, abused spouses, abused and sexually abused children, the crime witness, crime victims' family, and other crime victims.
- (B) Indicates that although there are multiple services available, there are not services provided in every area of victim advocacy. For example, a county that provides services for rape victims and child abuse victims, but none for the abused spouse or the crime witness, would fall into this category.
- (C) Indicates that the county has only one specialized program providing services to victims and witnesses.
- (D) Indicates that based upon survey results and telephone follow-ups, the county has no organized victim/witness assistance programs.

Additionally, although twelve spouse abuse shelters in the state receive at least a portion of their funding from the Department of Health and Rehabilitative Services (and therefore service the entire HRS District in which they are located), only the county in which the shelter is located is marked as having a shelter. The main reason for this is that frequently the HRS district is very large, and the shelter too far away from many areas to serve them effectively. Whereas the location of the shelter within the district may indicate that services are

available within the district, services are frequently limited to the county in which the shelter is based. Indicating that shelter services are available in every county would be misleading.

Also not shown on this chart are the HRS Single Intake programs for abused children.

Basically, the chart shows that forty-one counties in the state have no organized victim/witness assistance programs with the remaining counties having varying degrees of services. Five counties have comprehensive services for victims and witnesses, ten counties have multiple services, and eleven counties have one program.

Two counties and the service level they have been given, as indicated on the Table, require additional clarification:

Leon County, which appears to provide services to all categories of victims and to witnesses, has been given a "B" service level because there is not a program specifically designed to assist rape victims. Both the spouse abuse shelter and the witness management program provide services, but there is no program exclusively designed for dealing with rape and sexual assault cases.

Pinellas County also appears to have comprehensive services, but has also been given a "B" service level because three of the four programs in the county serve victims and/or witnesses only within their specified municipalities:

1. Clearwater Police Department Victim Assistance Program serves victims within the City of Clearwater.
2. Largo Police Department Crime Prevention Unit works only within the City of Largo.
3. Pinellas Park Police Department aids victims and witnesses within Pinellas Park.

Only the St. Petersburg Free Clinic for the Abused Spouse serves the entire county.

Table 2. Law Enforcement Budgets

Providing services to victims and witnesses of crime and acknowledging the rights of victims must become an integral part of the criminal justice system. However, the budgeting of funds for victim/witness

programs in 1980, particularly as compared to dollars expended on local law enforcement, does not indicate much progress in this area. As the chart indicates, the majority of the counties have no budgets for victim/witness programs with hundreds of thousands, and in some cases, millions of dollars for law enforcement. The 1980 budgets for victim/witness programs represent less than 1% of the amount spent on local law enforcement in that year.

Table 3. County Population and Violent Crime Statistics

Table 3 provides a county by county view of the incidence of violent crime within Florida in 1980. Also included is the population percentage affected by violent crime.

VICTIM/WITNESS SERVICES AVAILABLE
IN FLORIDA BY COUNTY

TABLE 1.	Rape Victim	Abused Spouse	Abused Child	Sexually Abused Child	Crime Witness	Crime Victims' Family	Crime Victim (Other)	# Of Programs
(A) Alachua	•	•	•	•	•	•	•	3
(D) Baker								0
(D) Bay								0
(D) Bradford								0
(B) Brevard	•	•	•	•		•		2
(A) Broward	•	•	•	•	•	•	•	5
(D) Calhoun								0
(C) Charlotte	•					•	•	1
(D) Citrus								0
(D) Clay								0
(B) Collier	•	•	•	•		•		2
(C) Columbia		•						1
(A) Dade	•	•	•	•	•	•	•	7
(D) DeSoto								0
(D) Dixie								0
(B) Duval	•	•	•	•	•	•	•	4
(B) Escambia	•	•					•	3
(D) Flagler								0
(D) Franklin								0
(D) Gadsden								0
(D) Gilchrist								0
(D) Glades								0
(D) Gulf								0
(D) Hamilton								0
(D) Hardee								0
(D) Hendry								0
(C) Hernando	•	•	•	•				1
(D) Highlands								0
(B) Hillsborough	•	•	•	•	•	•		2
(D) Holmes								0
(C) Indian River		•						1
(D) Jackson								0
(D) Jefferson								0
(D) Lafayette								0

VICTIM/WITNESS SERVICES AVAILABLE
IN FLORIDA BY COUNTY

TABLE 1. Continued	Rape Victim	Abused Spouse	Abused Child	Sexually Abused Child	Crime Witness	Crime Victims' Family	Crime Victim (Other)	# Of Programs
(D) Lake								0
(C) Lee		•						1
(B) Leon	•	•	•	•	•	•	•	2
(D) Levy								0
(D) Liberty								0
(B) Madison								0
(B) Manatee	•	•		•				2
(C) Marion	•	•		•		•		1*
(D) Martin								0
(D) Monroe								0
(D) Nassau								0
(D) Okaloosa								0
(D) Okeechobee								0
(A) Orange	•	•	•	•	•	•	•	3
(C) Osceola	•	•	•	•		•		1
(A) Palm Beach	•	•	•	•	•	•		4
(C) Pasco	•	•	•	•		•		1
(B) Pinellas**	•	•	•	•	•	•	•	4
(C) Polk	•			•	•	•		1
(D) Putnam								0
(C) St. Johns	•							1
(D) St. Lucie								0
(D) Santa Rosa								0
(B) Sarasota	•	•	•	•	•	•	•	2
(C) Seminole	•	•	•	•		•	•	1
(D) Sumter								0
(D) Suwanee								0
(D) Taylor								0
(D) Union								0
(D) Wakulla								0
(B) Volusia	•	•		•				2
(D) Walton								0
(D) Washington								0

*Information not available—program is new.
**Although it appears that Pinellas County has four programs serving the entire County, three serve only specified municipalities:
Clearwater Police Dept., Victim Assistance Program, City of Clearwater only;
Largo Police Dept., Crime Prevention Unit, City of Largo only;
Pinellas Park Police Dept., City of Pinellas Park only.
Only the St. Petersburg Free Clinic for Abused Spouse serves the entire County.

Statistics based fall 1980 Victim/Witness and March 1981 update

A COMPARISON OF LAW ENFORCEMENT AND VICTIM/WITNESS BUDGETS

TABLE 2

1979 LAW ENFORCEMENT BUDGETS BY COUNTY			1980 V/W BUDGETS	1979 LAW ENFORCEMENT BUDGETS BY COUNTY			1980 V/W BUDGETS
ALACHUA	\$	9,206,884	\$ 123,000	LAKE	\$	3,043,095	0
BAKER		547,816	0	LEE		9,160,113	91,471
BAY		5,572,125	0	LEON		8,839,884	857,000
BRADFORD		613,181	0	LEVY		845,162	0
BREVARD		14,061,533	190,500	LIBERTY		176,782	0
BROWARD		89,513,000	681,758	MADISON		534,074	0
CALHOUN		423,482	0	MANATEE		6,591,631	18,420
CHARLOTTE		2,655,876	45,930	MARION		6,346,537	0
CITRUS		1,547,435	0	MARTIN		3,926,055	0
CLAY		2,443,501	0	MONROE		4,474,676	0
COLLIER		6,675,015	100,000	NASSAU		578,473	0
COLUMBIA		1,229,299	10,000	OKALOOSA		4,854,354	0
DADE		131,095,243	1,190,273	OKEECHOBEE		1,270,181	0
DESOTO		1,053,532	0	ORANGE		37,324,382	262,500
DIXIE		299,732	0	OSCEOLA		3,872,113	22,400
DUVAL		37,651,658	177,000	PALM BEACH		47,981,764	345,000
ESCAMBIA		10,346,920	55,092	PASCO		6,820,339	10,000
FLAGLER		662,153	0	PINELLAS		45,861,824	131,586
FRANKLIN		505,888	0	POLK		16,432,949	35,000
GADSDEN		1,552,666	0	PUTNAM		2,204,531	0
GILCHRIST		241,736	0	ST. JOHNS		3,397,264	0
GLADES		433,034	0	ST. LUCIE		5,337,521	0
GULF		222,344	0	SANTA ROSA		2,161,444	0
HAMILTON		548,268	0	SARASOTA		12,141,966	84,000
HARDEE		1,083,358	0	SEMINOLE		9,360,506	16,000
HENDRY		1,462,148	0	SUMTER		349,806	0
HERNANDO		357,551	no response on survey	SUWANNEE		609,436	0
HIGHLANDS		2,573,534	0	TAYLOR		758,089	0
HILLSBOROUGH		41,385,359	153,874	UNION		276,001	0
HOLMES		396,464	0	VOLUSIA		16,855,382	0
INDIAN RIVER		3,917,703	no response on survey	WAKULLA		39,187	75,000
JACKSON		1,145,378	0	WALTON		599,332	0
JEFFERSON		429,028	0	WASHINGTON		149,246	0
LAFAYETTE		29,846	0				

POPULATION & VIOLENT CRIME STATISTICS

TABLE 3.	Population 1980	# of Violent Crimes 1980	% of Population Affected by Violent Crimes
ALACHUA	438,376	1,401	1.01
BAKER	13,415	67	.50
BAY	97,479	414	.42
BRADFORD	17,360	88	.51
BREVARD	275,779	1,584	.57
BROWARD	966,083	9,899	1.02
CALHOUN	3,952	12	.13
CHARLOTTE	57,980	123	.21
CITRUS	53,136	102	.19
CLAY	67,089	83	.12
COLLIER	84,387	536	.64
COLUMBIA	34,625	254	.73
DADE	1,514,285	30,191	1.92
DESOTO	19,040	77	.40
DIXIE	7,656	13	.17
DUVAL	571,441	5,150	.90
ESCAMBIA	233,196	2,110	.90
FLAGLER	10,565	74	.70
FRANKLIN	7,530	11	.15
GADSDEN	40,009	8	.02
GILCHRIST	5,733	8	.14
GLADES	6,025	36	.60
GULF	10,541	44	.42
HAMILTON	8,561	51	.60
HARDEE	19,130	40	.23
HENDRY	18,588	111	.60
HERNANDO	43,841	342	.78
HIGHLANDS	47,313	236	.50
HILLSBOROUGH	640,256	7,643	1.19
HOLMES	14,616	18	.12
INDIAN RIVER	57,217	228	.40
JACKSON	38,945	90	.23
JEFFERSON	10,047	33	.33
LAFAYETTE	3,994	2	.05

POPULATION & VIOLENT CRIME STATISTICS

TABLE 3. Continued	Population 1980	# of Violent Crimes 1980	% of Population Affected by Violent Crimes
LAKE	103,853	596	.57
LEE	204,277	1,146	.56
LEON	146,152	1,252	.86
LEVY	17,630	118	.67
LIBERTY	4,223	9	.27
MADISON	14,631	41	.28
MANATEE	141,188	1,050	.74
MARION	118,140	835	.71
MARTIN	62,979	305	.40
MONROE	62,798	686	1.09
NASSAU	32,925	170	.52
OKALOOSA	109,717	217	.20
OKEECHOBEE	20,324	123	.61
ORANGE	467,664	5,953	1.27
OSCEOLA	49,103	348	.70
PALM BEACH	553,306	5,896	1.07
PASCO	190,861	744	.39
PINELLAS	727,227	4,913	.68
POLK	321,874	2,821	.88
PUTNAM	48,755	301	.62
ST. JOHNS	49,601	378	.76
ST. LUCIE	86,969	887	.21
SANTA ROSA	55,751	186	.33
SARASOTA	199,330	787	.39
SEMINOLE	177,779	796	.45
SUMTER	23,784	133	.56
SUWANEE	21,671	30	.14
TAYLOR	15,709	98	.62
UNION	10,186	13	.13
WAKULLA	10,694	37	.35
VOLUSIA	249,434	2,010	.81
WALTON	21,148	27	.13
WASHINGTON	14,331	29	.20

B. Statewide Information on Specialized Programs

As a result of the grass roots movements of the seventies, a number of community based programs providing services to victims of specific crimes were developed across the State. Victims of rape and domestic violence were especially seen as needing services that had not previously been offered. The abused and sexually abused child was, and continues to be, served through the Department of Health and Rehabilitative Services.

In more recent years, the needs of victims of all types of crime are better recognized, and programs have been established to deal with the problems they face as victims and witnesses of crime.

The following section presents the results of the 1980 Victim/Witness Survey in terms of specialized programs. Although some programs designed for general victim advocacy and witness management serve a broad range of crime victims, they still provide direct services in specific areas - i.e., a program will provide notification of witness dates only, or assistance in filling out crimes compensation forms only - and they are therefore considered specialized programs. Also included in this section is a review of survey material on victim advocate programs, the programs which provide a wide range of services to victims and witnesses.

Sexual Assault Programs in Florida

Sexual assault programs in Florida run the gamut from fully staffed medical treatment and counseling programs located in or near hospitals to a single volunteer working with a rural sheriff's department as an "on-call" rape crisis aide. All the sexual assault programs mentioned in this section provide crisis intervention, rape counseling, and adjustive therapy on a short term basis. They also emphasize special training in rape awareness and sensitivity to rape issues, especially for mental health professionals and interested volunteers.

The map, "Programs Serving Sexual Assault Victims", on the following page shows the location of those programs with specialized rape assistance services. In the following paragraphs, the types of rape assistance available in Florida will be detailed.

Extensive rape crisis assistance services are available in Dade and Broward Counties in South Florida. The Rape Treatment Center at Jackson Memorial Hospital in Miami (serving over 1,000 victims a year)

PROGRAMS SERVING SEXUAL ASSAULT VICTIMS



SOURCE: 1980 Victim/Witness Survey

(These are programs with specialized rape & sexual assault treatment programs)

1. Escambia County Sheriff's Office, Pensacola;
2. Rape Crisis Center of West Florida, Pensacola;
3. Victim/Witness Assistance Unit, 2nd Judicial Circuit, Tallahassee;
4. Alachua County Crime Victim Advocates Program, Gainesville;
5. Rape Victim Advocate Program, Gainesville;
6. Hubbard House, Inc., Jacksonville;
7. Tri-County Mental Health Services, St. Augustine;
8. Victim Advocate, 7th Judicial Circuit, Daytona Beach;
9. Guidance Center of Hernando County, Brooksville;
10. Victim Services in Seminole County Sheriff's Department, Sanford;
11. Orange County Sheriff's Department, Victim Advocate Program, Orlando;
12. Victim Liaison Unit, Orlando;
13. Human Development Center of Pasco County, New Port Richey;
14. Victim Assistance Program, Clearwater Police Department;
15. Largo Police Department Crime Prevention Unit;
16. Pinellas Park Police Department, Victim Assistance Program;
17. Rape Crisis Center of Hillsborough County, Tampa;
18. Rape Crisis Center of Polk County, Lakeland;
19. Help Now in Osceola, Kissimmee;
20. Commission Against Sexual Assault, Titusville;
21. Rape Crisis-Manatee Community Mental Health Center, Bradenton;
22. Safespace & Rape Crisis Center of Sarasota;
23. Charlotte County Probation Department, Punta Gorda;
24. Palm Beach County Victim/Witness Services, West Palm Beach;
25. Pompano Beach Police Department, Community Relations Unit;
26. Witness Liaison Office, Broward County, Ft. Lauderdale;
27. Victim Advocate Program, Ft. Lauderdale Police Department;
28. Women in Distress of Broward County, Ft. Lauderdale;
29. Broward County Sexual Assault Treatment Center, Ft. Lauderdale;
30. Rape Treatment Center, Jackson Memorial Hospital, Miami;
31. Dade County Victim Advocates/Advocates for Sexually Abused Children, Miami.

and the Broward County Sexual Assault Treatment Center in Ft. Lauderdale (serving over 600 victims a year) provide comprehensive services. They include initial medical and psychological treatment, provision of evidence and testimony necessary for prosecution of any apprehended offender, follow-up medical and long term adjustment counseling, as well as explanations and support to the victim for the prosecution of the attacker. These major agencies, like many smaller rape crisis programs, serve an important role in educating the public about the effectiveness of and the need for their services, and provide a much needed service to their communities. Both of these large programs rely on local government for the major part of their financial support.

The Rape Crisis Center of Hillsborough County is the third largest sexual assault program in the state. This Center has been relying on Tampa General Hospital Emergency Room for its medical-evidentiary treatment. Their survey response indicates that trained nurses perform the medical examination. They also conduct the sexual assault examination within the Center itself.

There are modestly funded rape assistance programs in Lakeland, Gainesville and West Palm Beach. Rape Crisis of Polk County in Lakeland received funding through the federal CETA program for its staff which serves six victims per month in that county. The Rape Victim Advocate Program in Alachua County (Gainesville) was developed through the State Attorney's Office from an LEAA grant. That program serves an average of fifteen clients per month, and the program hopes to receive permanent funding through the Alachua County Commission. Palm Beach County Victim Services includes a special Sexual Assault Division which assists an average of thirty rape victims per month. The program is supported totally through the Board of County Commissioners which has committed itself to continuation of the entire Palm Beach Victim/Witness Program.

There are three other sexual assault assistance programs which have a distinct community identity but minimal funding. For example, the Brevard County Commission Against Sexual Assault survives on a budget of \$1,500 from local donations. This program, located in Titusville, serves up to twenty victims each month and has a major volunteer assistance program with 25 active volunteers who assist with both victim support and public education programs. This is perhaps the lowest cost, highest client ratio of any rape assistance program in the state. The Director is a full time felony attorney with the State Attorney's

Office who serves on a volunteer basis. She is supported through her regular position in the State Attorney's Office, and her defined duties in that office allow her to devote a portion of her time and per diem costs to sexual assault victims.

The Titusville program demonstrates one kind of involvement and support which can be provided through a local State Attorney's Office, even using limited resources. State Attorneys' victim/witness programs reflect a wide variety of commitment and involvement with victim/witness assistance. However, their major access to clients is at the time of apprehension of the offender rather than at the time of the crime.

Other rape assistance programs include the Rape Crisis Center of West Florida in Pensacola. It is a program serving ten clients per month with a \$1,200 annual budget based on local contributions. This program is working to coordinate more closely with the Escambia County Sheriff's Office Rape Assistance program and the YWCA and Community Mental Health Center (CMHC). The Sheriff's Office has a single volunteer who assists officers in escorting the victim through medical examination and the first hours of contact with the police.

The following four rape assistance programs are based in mental health centers around the state. Rape Crisis -- A Sexual Assault Crisis Service is based in the Manatee County Community Mental Health Center in Bradenton. It serves an average of six victims each month. HELP NOW in Osceola is part of the Mental Health Services of Osceola County. It has CETA based funding for the rape program portion of their services. The program is intended to serve both abused spouses and especially rape victims from their first contact in the emergency room through the court process. Human Development Center of Pasco has rape and victim services as part of their general agency programming. Their assistance is centered on follow-up and crisis counseling for victims, rather than court related services. Tri-County Mental Health Services in St. Augustine serves Flagler, Putnam, and St. Johns counties with rape victim assistance as part of their mental health counseling services. They serve less than one client per month. The Guidance Center of Hernando County serves on the average less than one per month, but services are available. These mental health service programs are representative of the modest level of counseling available in most of Florida's rural counties. They are important contact points for the future expansion of victim services. Most have at least some support through the Department of Health and

Rehabilitative Services. They counsel victims as part of their regular range of services, but often need additional support and training to increase their potential to coordinate with criminal justice programs in their area.

Four additional sexual assault assistance programs are housed in multi-purpose women's shelters:

Hubbard House, serving the women of Jacksonville and the surrounding counties provides shelter and counseling services to rape victims and special rape awareness training for those working with rape victims. Hubbard House is funded through numerous sources, including private, state, local and federal funding.

Women in Distress of Broward County also serves rape victims in the Ft. Lauderdale area and in surrounding counties. It is one of the oldest spouse abuse shelters in the state, providing assistance to an estimated 200 women and their children each month. The shelter programs are funded through state, local, and federal dollars.

Safe Place and Rape Crisis Center (SPARCC) in Sarasota has a joint spouse abuse/sexual assault program which serves fifty women and children per month. In addition to shelter, SPARCC provides crisis intervention assistance, short and long term therapy, rape counseling, and training for those who work with rape victims. SPARCC also receives funding from multiple local, state, federal, and private sponsors, including the United Way.

The Sexual and Physical Abuse Resource Center (SPARC) located in Gainesville and serving Alachua County is a shelter for abused women which developed out of a rape assistance program. Since the SPARC shelter opened, the State Attorney's Office in Alachua County has opened its Rape Victim Advocate Program through an LEAA grant. This specialized rape program has relieved the shelter staff of the responsibility of housing certain victims unless the rape victim needs temporary shelter.

Victim Advocate Programs

The broadest ranging victim services are those which fall under the auspices of a victim advocate program devoted to meeting the needs of all victims, but especially victims of violent crime. While a victim

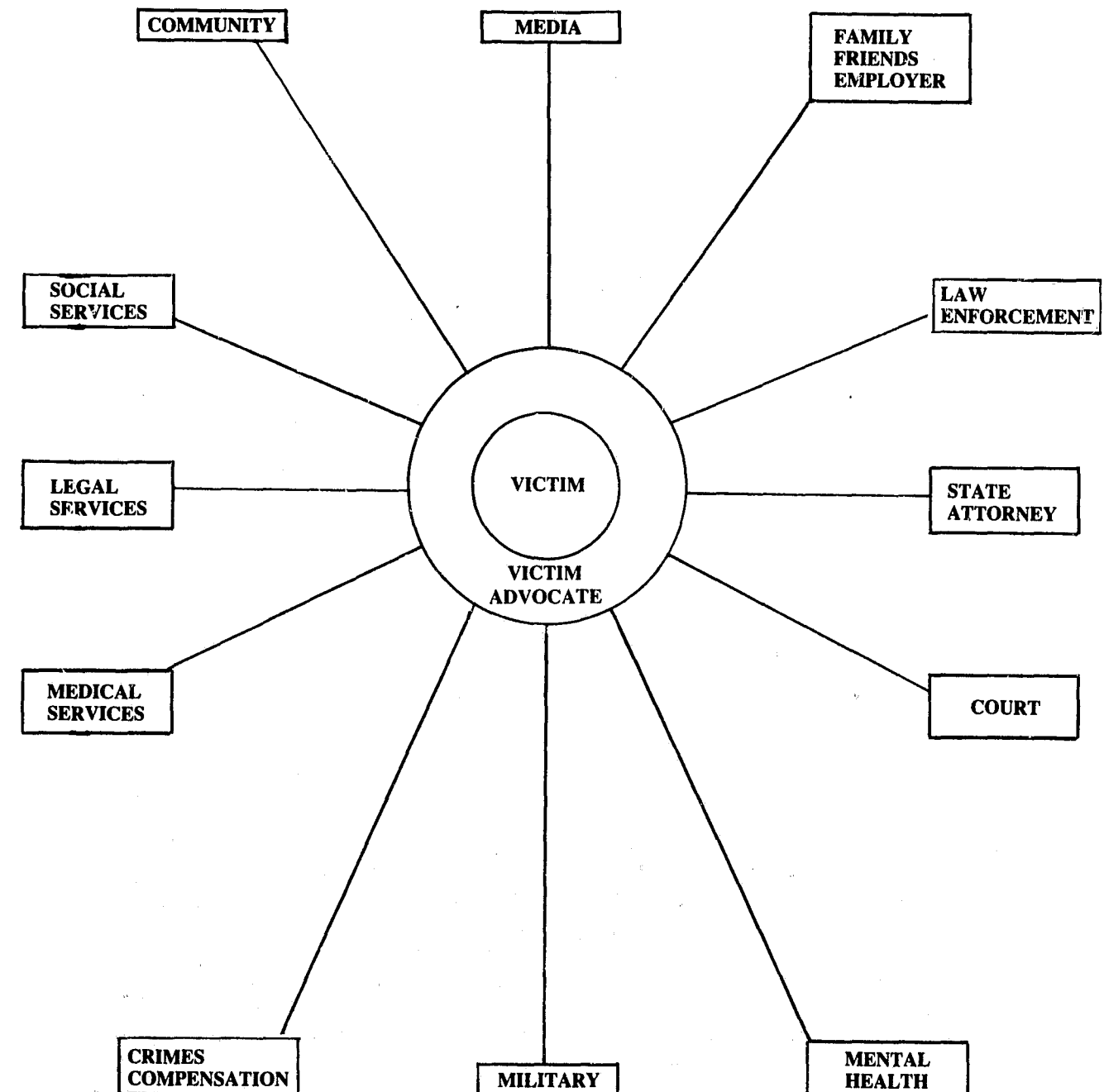
advocate program may not have all the necessary resources to aid victims within its operation, it serves to coordinate such resources for victims, and provides information and referrals to direct service agencies which can meet victim needs. The chart on the following page, "Role of the Victim Advocate", shows the victim advocate as the central unit linking the victim to all kinds of services within the community. An "umbrella" victim advocate program may combine with other community agencies to provide specialized assistance in sexual assault, domestic abuse (spouse and child), witness management or Bureau of Crimes Compensation claims assistance.

Dade County, one of Florida's largest in terms of population, has by far the widest range of comprehensive victim/witness services. The Dade services are led by a well established Victim Advocate program which coordinates special service programs for abused spouses and for sexually abused children. The overall Victim Advocate program provides emergency assistance to victims of all kinds of violent crimes and also to their families on a 24-hour, seven day a week basis. The Victim Advocate program is supported through Metropolitan Dade County government as part of their Department of Human Resources. To be eligible for the program, a victim must report the crime to the police. (It should be noted that reporting crime is a crucial step in assuring that the criminal justice system can deal with any crime. Twenty-five to 88% of all crime - depending on the type of crime - is never reported, according to the latest crime victimization statistics.)

The Dade Victim Advocate program offers emergency food, shelter and clothing, counseling (including long term counseling, and counseling regarding crime investigation and prosecution) as well as information and advice regarding social service program assistance which might be available to the victim.

In addition to these direct services through the Victim Advocate program, Dade County has two major medical centers which assist sexual assault victims and domestic abuse victims. Jackson Memorial Hospital has a major rape crisis treatment program and the University of Miami Children's Medical Service Unit has a major child abuse treatment unit. These medical programs receive referrals from the HRS Child Abuse Treatment Unit and from the Victim Advocate program. The latter includes a special emphasis on Advocates for Sexually Abused Children. These services combine to provide the state's most extensive services to physically and sexually abused children.

ROLE OF THE VICTIM ADVOCATE



The Miami based State Attorney's Office also operates a comprehensive victim/witness service program in terms of court related procedures. The program is part of the overall services of the State Attorney's operation, serving a major segment of the court population through education services as well as personal contacts with victims and witnesses when they have criminal justice involvement.

Palm Beach County Victim/Witness Services constitutes a comprehensive program in combination with the Palm Beach YWCA Domestic Assault Shelter. The Victim/Witness Service Program is entirely funded through local county government and serves over 250 crime victims per month. It includes a Witness Assistance Division, a Domestic Assault Division, and a Sexual Assault Division, with specially trained personnel in each area. Personnel also provide training at the local law enforcement academy, as well as substantial public information efforts through the local media and to schools.

Broward County has been included in the category of comprehensive programming, although its victim advocate "umbrella" services are housed in the Ft. Lauderdale Police Department's Victim Advocate Program. Broward County has a victim/witness assistance component at the Police Department in Pompano Beach through their Community Relations unit. This county also has the state's largest spouse abuse/rape crisis programs, serving 200 women a month with both shelter and counseling programs. Broward County also has a large Sexual Assault Treatment Center and a Witness Liaison Office. These special services, in conjunction with the two victim advocate programs housed in local police departments, met our criteria for a comprehensive victim/witness service.

Orange County has comprehensive victim services. There is a Victim Advocate Program in the Sheriff's Office, a Victim Liaison Program in the State Attorney's Office (serving abused children and sexual assault victims of all ages), and a Spouse Abuse Shelter. The Victim Advocate Program "assists victims and indirect victims of violent crimes against persons, such as involuntary sexual battery (rape), homicide, and suicide. Services are also available to victims of other crimes (such as spouse abuse, robbery, aggravated battery, and any situation where the law enforcement officer is in need of referral services" (Orange County Sheriff's Office brochure). Assistance is given in the form of crisis intervention, referral, and public awareness programs.

Alachua County has a wide range of victim/witness services for a county of only moderate urbanization. The major program is the Alachua County Crime Victim Advocate Program operated by the Alachua County Crisis Center, a local crisis intervention program funded with one CETA staff position for victim/witness services. The Victim Advocate program serves all crime victims who seek crisis intervention, long term counseling, follow-up, and court appearance counseling. The Victim Advocate Program works in conjunction with the Gainesville Sexual and Physical Abuse Resource Center (SPARC), which serves as a domestic abuse shelter and a rape counseling program. There are substantial services through the University of Florida, including services from the Shands Teaching Hospital's Family Practice Medical Group and the University Counseling Center. There is also a local runaway shelter and Parent-Aid program for assistance to abused children. These services are sufficiently coordinated to constitute a "comprehensive" program for Alachua County.

Three police departments in Pinellas County provide victim assistance programs within the city limits of Largo, Pinellas Park, and Clearwater. In addition, there is a spouse abuse shelter in St. Petersburg called the St. Petersburg Free Clinic Spouse Abuse Shelter. Two victim assistance programs in St. Petersburg have closed during the last two years. Since such a large part of the county is not served through the police units, and since this is a very densely populated area without victim advocate coordination, we have not designated this a comprehensive service area. Pinellas does not have major county-wide sexual assault and witness services.

The Charlotte County Probation Department has a victim assistance program serving an average of one client per month. They receive the majority of their referrals from the State Attorney's Office which is housed in the same courthouse. This program provides a substantial range of services including crisis counseling, medical referrals, court follow-up, and public appearances.

Spouse Abuse Programs in Florida

Spouse abuse programs in Florida have grown from a grass roots movement to provide shelter facilities for battered women into the most substantially supported segment of victim/witness services in the state.

This support was validated when the Florida Legislature addressed the problems of spouse abuse in

the Spouse Abuse Act, House Bill 1782, (Chapter 79-402), in 1979. One of its most supportive aspects is the funds provided to establish and help maintain spouse abuse shelters through an increase in the marriage license fees. The five dollar increase results in the yearly generation of nearly half a million dollars for spouse abuse shelters.

Originally, these funds were used to establish thirteen shelters operating throughout the state (one has closed since 1979). The funds were passed through the Department of Health and Rehabilitative Services, and shelters were established within the eleven HRS Districts. (Please see map, "Programs Serving Spouse Abuse Victims", on following page for location of shelters.)

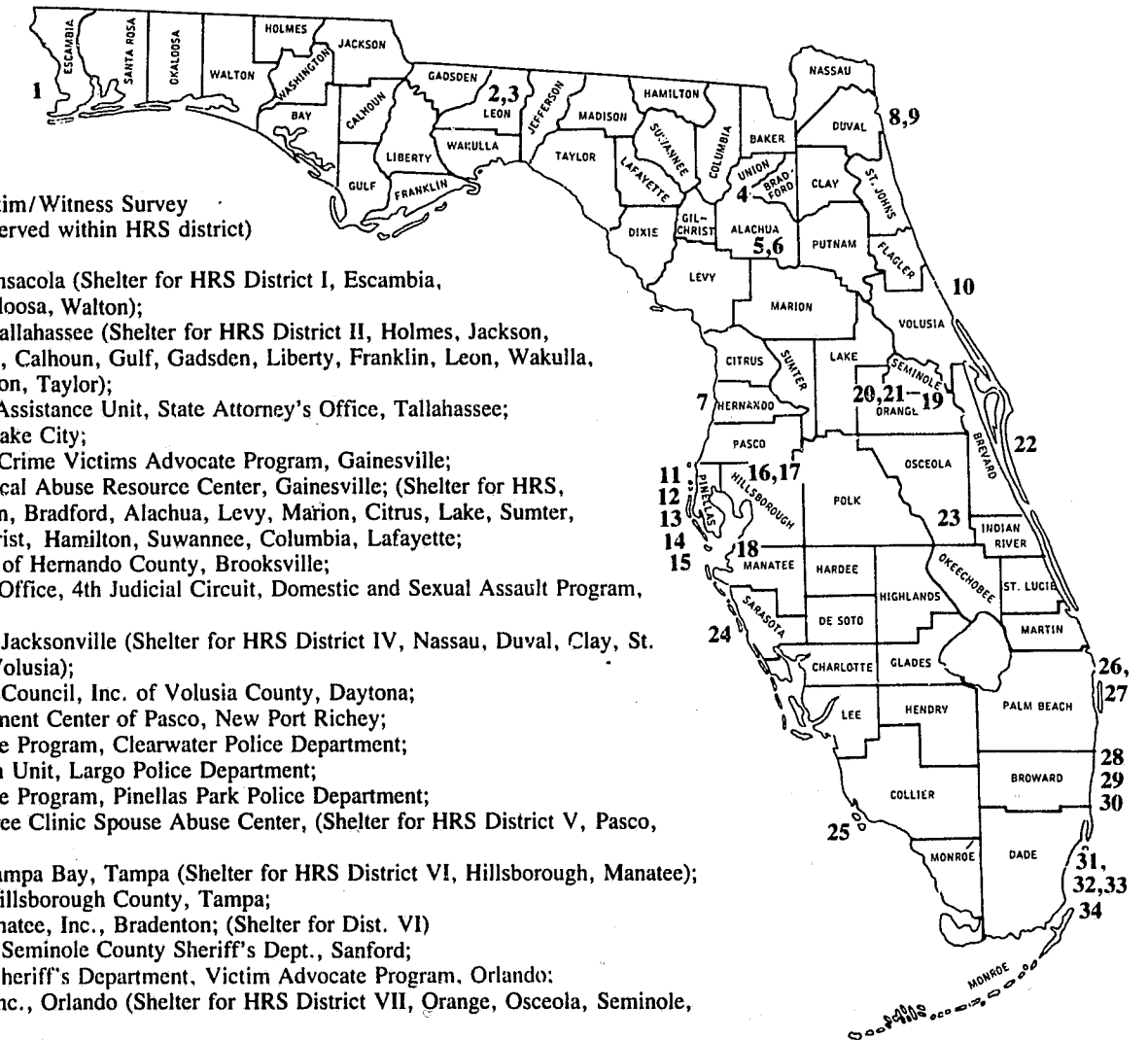
According to guidelines, each shelter is given a base funding rate of \$25,000 from the State, and further allocations based on the number of marriage licenses sold in each district. However, no program received more than \$50,000 in 1980.

Spouse abuse programs are not totally funded by the State. Our assessment of funding patterns, based upon the return of the victim/witness survey from seventeen different programs, indicates that 26% of the funds come from local sources, 33% from State sources, 21% from federal sources, and 20% from private or other sources. This data includes not only the Health and Rehabilitative Services funded programs but also three additional programs:

- (1) An all volunteer program in Naples called Abuse of Naples, Inc.;
- (2) A community crisis program in Lake City called H.E.L.P. - a volunteer organization receiving a small amount of funds from federal and local sources;
- (3) A very comprehensive program in Palm Beach County funded through the Palm Beach Victim/Witness Services Program.

The additional funding sources include local city and county commissions, private donations, churches, organizations such as the Law Enforcement Assistance Administration (LEAA), the United Way, CETA, YWCA, and Junior Leagues. Special mention needs to be made of the fact that six centers received a total of \$168,170 from the LEAA in Fiscal Year 1979-80. With the cutback of LEAA funds, program operating level could be seriously affected. Also, the cut-back in the federal

PROGRAMS SERVING SPOUSE ABUSE VICTIMS



SOURCE: 1980 Victim/Witness Survey
(Includes counties served within HRS district)

1. Favor House, Pensacola (Shelter for HRS District I, Escambia, Santa Rosa, Okaloosa, Walton);
2. Refuge House, Tallahassee (Shelter for HRS District II, Holmes, Jackson, Washington, Bay, Calhoun, Gulf, Gadsden, Liberty, Franklin, Leon, Wakulla, Jefferson, Madison, Taylor);
3. Victim/Witness Assistance Unit, State Attorney's Office, Tallahassee;
4. H.E.L.P., Inc. Lake City;
5. Alachua County Crime Victims Advocate Program, Gainesville;
6. Sexual and Physical Abuse Resource Center, Gainesville; (Shelter for HRS, District III Union, Bradford, Alachua, Levy, Marion, Citrus, Lake, Sumter, Hernando, Gilchrist, Hamilton, Suwannee, Columbia, Lafayette);
7. Guidance Center of Hernando County, Brooksville;
8. State Attorney's Office, 4th Judicial Circuit, Domestic and Sexual Assault Program, Jacksonville;
9. Hubbard House, Jacksonville (Shelter for HRS District IV, Nassau, Duval, Clay, St. Johns, Flagler, Volusia);
10. Domestic Abuse Council, Inc. of Volusia County, Daytona;
11. Human Development Center of Pasco, New Port Richey;
12. Victim Assistance Program, Clearwater Police Department;
13. Crime Prevention Unit, Largo Police Department;
14. Victim Assistance Program, Pinellas Park Police Department;
15. St. Petersburg Free Clinic Spouse Abuse Center, (Shelter for HRS District V, Pasco, Pinellas);
16. The Spring of Tampa Bay, Tampa (Shelter for HRS District VI, Hillsborough, Manatee);
17. Rape Crisis of Hillsborough County, Tampa;
18. H.O.P.E. of Manatee, Inc., Bradenton; (Shelter for Dist. VI)
19. Victim Services, Seminole County Sheriff's Dept., Sanford;
20. Orange County Sheriff's Department, Victim Advocate Program, Orlando;
21. Spouse Abuse, Inc., Orlando (Shelter for HRS District VII, Orange, Osceola, Seminole, Brevard);
22. Commission Against Sexual Assault, Titusville;
23. Help Now in Osceola, Kissimmee;
24. Safespace and Rape Crisis Center of Sarasota; (Shelter for HRS District VIII, Polk, Collier, Highlands, Hardee, DeSoto, Glades, Sarasota, Hendry, Charlotte, Lee)
25. Abuse of Naples, Inc.
26. Palm Beach Domestic Assault Project, West Palm Beach (Shelter for HRS District IX, Indian River, Okeechobee, St. Lucie, Martin, Palm Beach);
27. Palm Beach County Victim/Witness Services, West Palm Beach;
28. Pompano Beach Police Department, Community Relations Unit;
29. Victim Advocate Program, Ft. Lauderdale Police Department;
30. Women in Distress of Broward County, Ft. Lauderdale (Shelter for HRS District X, Broward);
31. Dade County Victim Advocates/Advocates for Sexually Abused Children, Miami;
32. HRS Child Abuse Treatment Center, Miami;
33. Safespace/Battered Women's Shelter, Miami (Shelter for HRS District XI, Monroe, Dade);
34. Victim/Witness Services, Office of State Attorney, 11th Judicial Circuit, Miami.

CETA program will greatly affect the staffing of several programs.

Florida has come a long way in providing services for abused spouses and their children. However, twelve shelters to serve the entire state is far from adequate. Available records indicate that, in the majority of cases, the main beneficiaries of the shelters and their services are those living in the county where the shelters are located. In many cases, abuse victims within an HRS District would have to travel forty or fifty miles (and in a few cases, even further) to get to a shelter. Given the anticipated and realized reductions in federal assistance and the general conservative attitude toward allocating funds on a local or state level, it is essential that every effort be made to make local communities aware of the high incidence of domestic violence and the needs of victims. It is now more important than ever for the impetus to develop these services to come from within local communities.

The inherent dependence of victims on their abusers has both a financial and an emotional basis, which shelters can address, given the resources to do so. Once a shelter is available for an abuse victim and dependent children, the victim's needs revolve around counseling toward a resolution of the problems with the abuser.

Few of these shelters have sufficient resources to place much program support on counseling the abuser. Yet, the link to long term resolution of the problems of spouse abuse rests with dealing with the roots of the abuse, and not just the victim. Both child abuse and spouse abuse data for Florida demonstrate that the current system is not effectively dealing with the abusers, through either social service or criminal justice "solutions".

The services provided by each individual program are not broken down at this point, since they are explained in detail in APPENDIX A, THE RESULTS OF THE 1980 SURVEY. For location, again, please refer to the map on the preceding page.

Child Abuse

The Victim/Witness Survey had only limited success in contacting agencies which specialize in child abuse treatment programs. Only six such agencies responded to the survey, although many of the other victim/witness programs that were surveyed have some services for abused children. Four of those responses

were from Dade County. Youth Shelter programs in Brevard and Collier County also submitted responses. Eleven sexual assault programs indicated that they could also address the needs of sexually abused children. The Alachua County Rape Victim Advocate Program also has medical treatment capability for sexually abused children.

More commonly, abused spouse programs offer shelter to both the victim and dependent children, many of whom may also be abused. The 1980 HRS Spouse Abuse Program Evaluation indicated that 35% of the children housed by the state's spouse abuse shelters in 1979 were also abused. (See map on next page for location of programs serving abused children.)

All of the general victim advocate programs in the state refer abused children to medical treatment or social welfare services through the Department of Health and Rehabilitative Services (HRS). The majority of child abuse services in Florida are coordinated through HRS and its eleven District Offices. These Districts each operate a "Single Intake" program of family services. These family program offices process the thousands of reports of child abuse or neglect which the state receives each year. The victim/witness survey was not extended to cover these program offices since they each report annually through a variety of HRS reporting systems. Both mental health and child abuse services are regularly covered through the HRS programs.

The victim/witness survey received responses from two major youth shelters, Youth Haven of Collier County and "Crosswinds" Youth Services Center, Inc. of Brevard County. Both of these private shelters provide emergency and long term housing for abused and neglected children. In addition, they both offer adjustment counseling, family therapy, a 24-hour hotline, transportation, and social service coordination. There are undoubtedly other such shelters in the state, but the survey had no direct access to information about them. Some child abuse programs fall under the support of major religious bodies such as Catholic Social Services and the Florida Baptist Children's Home. Many child care programs are also supported through national Juvenile Justice Delinquency Prevention (JJDP) funding or through private agencies such as the YWCA.

Witness Utilization

Programs that provide services to victims and witnesses realize the importance of the witness to the

PROGRAMS SERVING CHILD ABUSE & CHILD SEXUAL ABUSE VICTIMS



SOURCE: 1980 Victim/Witness Survey

1. Victim/Witness Assistance Unit, State Attorney's Office, Tallahassee;
2. Alachua County Crime Victim Advocate Program, Gainesville;
3. Rape Victim Advocate Program, Gainesville;
4. Victim Advocate Program, 4th Judicial Circuit, Jacksonville;
5. Victim Advocate Program, 7th Judicial Circuit, Daytona Beach;
6. Guidance Center of Hernando County, Brooksville;
7. Human Development Center of Pasco County, New Port Richey;
8. Victim Services, Seminole County Sheriff's Department, Sanford;
9. Orange County Sheriff's Department, Victim Advocate Program, Orlando;
10. Victim Liaison Unit, Orlando;
11. Commission Against Sexual Assault, Titusville;
12. Help Now in Oseola, Kissimmee;
13. Victim Assistance Program, Clearwater Police Department;
14. Largo Police Department, Crime Prevention Unit;
15. Pinellas Park Police Department, Victim Assistance Program;
16. Manatee Community Mental Health Center, Bradenton;
17. "Crosswinds" Youth Services Centers, Inc., Merritt Island;
18. Palm Beach County Victim/Witness Services, West Palm Beach;
19. Pompano Beach Police Department, Community Relations Unit;
20. Broward County Sexual Assault Treatment Center, Ft. Lauderdale;
21. Victim Advocate Program, Ft. Lauderdale Police Department;
22. HRS Child Abuse Treatment Center, Miami;
23. Dade County Interagency Task Force on Child Abuse, Miami;
24. Dade County Victims Advocates/Advocates for Sexually Abused Children;
25. Rape Treatment Center, Jackson Memorial Hospital, Miami;
26. University of Miami Child Abuse Crisis Program.

system, as well as the needs of the witness while his involvement in the case lasts. Of the 58 respondents to the survey, thirteen stated that they provided some type of service to witnesses. Four of these programs are actually located within a courthouse and are primarily designed to facilitate courtroom proceedings.

Although the specific components of the programs vary, their goals are substantially the same:

- to reduce wasted manpower and tax money;
- to increase productivity of the courts;
- to improve the public image of the criminal justice system.

The services within the programs range from a phone call (advising the witness that his presence is needed or not required), to counseling the witness about his situation and training him to be an effective witness.

A complete survey of the State's witness utilization practices was undertaken by the Office of the State Courts Administrator (OSCA) through a Law Enforcement Assistance Administration mini-block grant. The OSCA is surveying public defenders, state attorneys and court clerks in all of Florida's twenty judicial circuits in order to profile the costs and procedures relating to witnesses for each circuit. Those circuits with exceptionally well organized programs will be visited to provide in-depth data on their practices. The final report from OSCA on this project will provide an updated and complete assessment of witness practices in the state. The court based witness utilization programs can greatly improve the efficiency of any local criminal justice system. In combination with a law enforcement-based victim assistance program and well-trained social service professionals, most of the needs of victims and witnesses can be met in the community.

A telephone survey conducted by victim/witness project staff in June, 1980, confirmed four judicial circuits not previously identified through the survey with at least some witness services. The eight circuits with witness services are identified on the map on the following page. Through the telephone survey, another four of the twenty judicial circuits expressed a strong interest in developing witness management programs. The courts are recognizing the cost effectiveness of such programs based on the exemplary programs already existing in Florida.

WITNESS UTILIZATION PROGRAMS



1. Rape Victim Advocate Program, State Attorney's Office, Gainesville;
2. Witness Management Office, Orange County, Orlando;
3. Largo Police Department, Crime Prevention Unit;
4. Witness Aid Center, Sarasota;
5. Palm Beach Victim Witness Services, West Palm Beach;
6. Witness Liaison Office, Broward County, Ft. Lauderdale;
7. Collier County Clerk of Court, Naples;
8. Victim/Witness Services, 11th Judicial Circuit, Office of the State Attorney, Miami

All of these programs include at least the following services:

- (1) Notification of court appearance;
- (2) Explanation of criminal justice process;
- (3) Court case update.

For example, the Broward County Witness Liaison Office in Ft. Lauderdale has kept track of the cost benefit statistics that resulted from program operation. The Broward Witness Liaison Program Annual Report for 1978-79 reported a four-year savings since July, 1975 of \$1,718,053 to the citizens of Broward County through Witness Liaison efforts. The savings estimates were based on employment income saved to civilian (i.e., non-police) witnesses, uncashed subpoenas (civilian), juvenile and South Satellite Courthouse subpoena savings, as well as county sheriff and police department subpoena savings. Before the Witness Liaison Program was established, approximately 13% of all cases filed in the local judicial circuit were dismissed due to lack of witnesses being available for trial testimony. "As a direct result of the witness management and coordination procedures instituted by (the liaison program), the percentage of cases "dismissed" due to "lack of witnesses" has decreased to less than 1% (Annual Report 1978-79).

More recently, the Orange County Witness Management Program showed a total savings of nearly half a million dollars during 1980. The chart on the following page indicates where these dollars were saved.

Following the Broward and Orange County examples, there is a strong justification for witness utilization programs in dollar savings alone. The more indirect effects of witness utilization, however, are also important:

The improved relationship of individuals to the criminal justice system; the possibility of higher conviction rates based on more effective witness testimony; and a more positive public image for the criminal justice system as a whole.

The five programs currently in existence have been effective, but these programs represent only a small part of the entire state. Orange County, West Palm Beach, Ft. Lauderdale, Sarasota and Miami have effective witness assistance programs, but more are needed throughout the state.

COST SAVINGS DURING 1980
RESULTING FROM THE OPERATION
OF THE WITNESS MANAGEMENT
PROGRAM (ORANGE)

MAIN COURTHOUSE:	
Witnesses subpoenaed to testify in Misdemeanor and Felony Divisions, January through December 1980	43,113
Witnesses subpoenaed for Orlando Traffic Division and for jury trials of County Judges at branch courthouses (Ocobee, Apopka and Winter Park), records of which are not maintained but are estimated to be the same as above	43,113
Total number of witnesses whose appearances were managed	86,226
Witnesses who were paid the witness fee of \$5 a day plus mileage at 6¢/mile	7,450
Witnesses appearances prevented	78,886
Each would have collected at least \$5 for 1 day + mileage of an average round trip of 12 miles × 6¢ (72¢)	× 5.72
Dollars saved at Main Courthouse	\$450,598.72
JUVENILE DIVISION:	
Witnesses subpoenaed to testify in January through December 1980	10,719
Appearances prevented	7,151
Each would have collected at least \$5 + mileage at an average round trip of 15 miles × 6¢ (.90)	× 5.90
Dollars saved at Juvenile Division	42,190.00
Dollars saved in 1980 by the Program	\$492,788.72

*Provided by the Orange County Witness Management Program.

IV. Victim/Witness Services: The Strategies

A. Assessing County Needs and Strategy Recommendations

Table 1 in the preceding section indicates the level of victim/witness services in each county, represented by the letters A, B, C, and D. In assessing the needs of each county, and recommending strategies for addressing those needs, it is also necessary to consider the number of victims within the counties who will require specialized assistance. It is obvious that a county with 32 victims of violent crime each year does not need the same level of programming that a county with 3,000 victims requires. Therefore, the following strategy recommendations are based upon current service level, and the number of victims of violent crime within each county. For our purposes, four "Need Categories" have been established:

- Need Category 1: Counties in which there were more than 3,000 victims of violent crime in 1980 (UCR).
- Need Category 2: Counties in which there were at least 1,000 victims of violent crime in 1980, but not more than 2,999 victims (UCR).
- Need Category 3: Counties in which there were at least 200 victims of violent crime in 1980, but not more than 999 (UCR).
- Need Category 4: Counties in which there were less than 200 victims of violent crime in 1980 (UCR).

Additionally, the following assessment and recommendations are limited to programs which have been developed to directly target either a special category of victims, all victims, or witnesses including victims. It does not assess all the resources available to serve victims and witnesses in the state. Every police department, sheriff's department, hospital emergency room, Health and Rehabilitative Services District Office, mental health association, and church has the potential to meet some of a victim's or witness' needs. This initial survey was only the beginning step in assessing all of those services.

NEED CATEGORY 1: 3,000 or more victims of violent crime in 1980.

Counties: Service Level:
(as defined by
Table 1)

Potential Service Needs:

Broward	A	Existing program coordination.
Dade	A	Existing program coordination.
Duval	B	Existing program coordination.
Hillsborough	B	Crime victims' family assistance.
Orange	A	Existing program coordination.
Palm Beach	A	Existing program coordination.
Pinellas	B	Need for programs that provide county-wide services for the crime witness and his family, and the rape and sexual assault victim.

Recommendations and Strategies:

These seven large counties have a need for a wide range of specialized victim services, based upon the large number of violent crime victims within the county each year. Although four of the counties have service levels of "A", or comprehensive, this does not necessarily mean that these counties are meeting the needs of all those victims who require specialized services. Realizing that fact should be the first step in assessing the potential service needs within the county.

Local Recommendations:

- (1) The creation of an Inter-Agency Council would be helpful in coordinating the existing services within the county and assessing the effectiveness of existing programs. It is recommended that representatives of existing programs approach their County Commission with the request to establish a Victim/Witness Programs Inter-Agency Council. It is not absolutely essential that the Council be established through the County Commission, but it is recommended for several reasons:
 - a. By being appointed by the County Commission, the Council is given political legitimacy, and can truly say that it represents victim/witness advocacy for the entire county;

- b. The Council, if appointed by the Commission, indicates interest in the issues on the part of local decision-makers;
- c. Although the Council would not initially be asking for funds, if in the future a request for funds or the establishment of a new program is appropriate, a rapport will already have been established between service providers and local government officials.

- (2) Once established, the first task of the Council should be to develop a survey to assess the needs of victims and witnesses within the county, and the extent to which those needs are being met by existing programs.
- (3) Once the assessment is made and tabulated, potential service needs can be identified and methods of eliminating these service "gaps" can be developed. Depending on the need, the methods can range from seeking sources of funding for developing a totally new program, to targeting a particular agency to develop a method of meeting the needs with their existing program. It will be up to the Council to determine priorities for their county, and the extent to which they might need outside assistance in either funding or organizing programs.
- (4) Once the needs assessment is complete and priority plans are implemented, the Inter-Agency Council could serve as a "watch-dog" for victims' rights, and serve as a collective voice for victim advocacy within their county.

BCJA Victim/Witness Coordinating Office Support:

- (1) The BCJA will provide technical assistance in the mechanics of setting up and organizing the Inter-Agency Council.
- (2) The BCJA will provide technical assistance in developing a survey instrument that will provide justification to local decision-makers of the need for additional services for victims and witnesses of crime.

- (3) If recommendations are made that require the creation of new programs, the BCJA will assist in identifying alternative funding sources, considering the possibilities and feasibilities of volunteer programs, and outlining information to be collected and presented.
- (4) The BCJA will also provide information on other successful programs in the state which could be used as models for developing new programs.

These counties with more than 3,000 victims of violent crime each year must not ignore the need to provide specialized services to victims and witnesses of crime. In terms of the cost effectiveness of the programs, as well as the welfare of the victims themselves, providing services is essential. Each of these counties must be prepared to make a serious commitment to meeting the needs and addressing the issues of victims' rights.

NEED CATEGORY 2: Counties in which there were at least 1,000 victims of violent crime in 1980, but no more than 2,999.

Counties:	Service Level: (as defined by Table 1)	Potential Service Needs:
Alachua	A	Existing program coordination.
Brevard	B	Crime witness, other victims.
Escambia	B	Crime witness, other victims, child abuse and child sexual abuse.
Lee	C	Only domestic assault program known; all others needed.
Leon	B	Rape and sexual assault program.
Manatee	B	Crime witness, victims' family, abused child.
Polk	C	Abused spouse, crime witness, abused child.
Volusia	B	Abused child, crime witness, victims' family, other crime victims.

Recommendations and Strategies:

Recommendations one through four of Need Category 1 are also recommended for this Category, with special concentration on the following issues:

- (1) With the exception of Alachua and Leon counties, none of the counties in this Category have services for the crime witness. Effective witness management has already been shown to be cost effective, as well as a method for improving the efficiency of the criminal justice system, and reducing negative experiences for the victim/witness in the criminal justice process. Considering the relatively large number of victims of violent crimes in these counties, it is recommended that the Inter-Agency Councils include representatives from the State Attorney's Office, and work to coordinate programs for managing witnesses within their counties. The services may or may not be provided through the State Attorney's Office (an alternative would be a police or sheriff's department), though those services have proven very effective when offered through these offices.
- (2) Polk County, at one time, had a spouse abuse shelter. In that county, it is recommended that particular attention be paid to the past experience with that shelter, and reasons for its closing. It is possible that, although there is a need for services to the abused spouse, a shelter might not be the answer, and might prove too costly for the area.

BCJA Victim/Witness Coordinating Office Support:

The support that will be provided for those counties in Category 1 will also be available for this Category, in addition to the following:

- (1) Since there appears to be a potential service need in the area of witness management, the BCJA will make available materials on the cost effectiveness of witness management programs already in operation throughout the state, as well as guidelines for developing effective witness management programs.
- (2) The BCJA will help the local Council establish contacts with other Councils, or with other programs throughout the state that can provide information and assistance.

Although not in the highest category of incidence of violent crimes, these counties nevertheless have a strong need for providing services to victims and witnesses of crime. In most cases, these counties could and should develop specialized programs (whether they

are staffed by volunteers or with paid staff) to meet the needs of victims of crimes. The obvious absence of witness management programs is of particular concern in this Category, and should be carefully examined by the Inter-Agency Councils and local decision-makers.

NEED CATEGORY 3: Counties in which there were at least 200 victims of violent crime in 1980, but no more than 999.

Counties:	Service Level: (as defined by Table 1)	Potential Service Needs:
Bay	D	Needs all services.
Collier	B	Crime witness, other vic- tims.
Columbia	C	Rape and sexual assault, crime witness, other vic- tims, abused child, victims' family.
Hernando	C	Crime witness, other vic- tims, victims' family.
Highland	D	Needs all services.
Indian River	C	Rape and sexual assault, crime witness, other vic- tims, victims' family, abused child.
Lake	D	Needs all services.
Marion	D/C	Crime witness, victims' family, other victims, (a new program that provides services for rape, sexual assault and domestic abuse has recently been iden- tified).
Martin	D	Needs all services.
Monroe	D	Needs all services.
Okaloosa	D	Needs all services.
Osceola	C	Crime witness, victims' family, other victims.
Pasco	C	Crime witness, victims' family, other victims.
Putnam	D	Needs all services.
St. Johns	C	Abused spouse, abused child, crime witness, other victims, victims' family.
Sarasota	B	Abused child, crime wit- ness, other victims.
Seminole	C	Crime witness.

Recommendations and Strategies:

These counties represent an especially wide range of service needs and programming. Although there are eight counties that have no services identified, there is a wide range of service needs in every county in this Category. As in the last category, services to the crime witness and witness management are lacking in every county, and the need for these services should be emphasized.

- (1) Representatives of those agencies or organizations that do exist, should approach the county commission to create a task force to assess the needs of victims and witnesses in their county. (Although approaching the county commission is not the only method of creating a task force, it is recommended since local decision-makers must be involved in requests for funding, and since their support can be very valuable in helping to make the community aware of the rights and needs of victims and witnesses.) Because the number of organizations currently in operation is limited in these counties, careful consideration should be given to appointing members to the task force who share a strong interest in victims' rights.
- (2) The task force should develop a strategy for assessing the needs of victims and witnesses in the county. This could be a survey through public hearings, or by establishing contacts with local law enforcement and social service agencies.
- (3) Since service in most of these counties is very limited, such agencies as mental health organizations should be targeted as resources for providing or increasing services. Several of the counties providing services in this Category have special services available to victims through their on-going mental health programs. When well-coordinated with local law enforcement agencies, crisis assistance may best be provided by an on-going agency which serves a variety of mental health needs.
- (4) When the "Need Category 3" counties assess the range of available services and client needs, they should include an assessment of the accessibility of specialty services in nearby counties. Thus, a spouse abuse

shelter in a neighboring county combined with a crisis hot-line within the county may provide adequate services, and be the most cost effective method of meeting the needs of the abused spouse.

- (5) If such specialty assistance is not available within a forty to fifty mile radius, a church or other private organization such as the Red Cross or Salvation Army might be targeted for assistance in meeting victim/witness needs, particularly under crisis conditions.

BCJA Victim/Witness Coordinating Office Support:

- (1) The BCJA will provide technical assistance to those organizing the task force, in terms of possible composition and structure.
- (2) The BCJA will provide information to the counties on existing programs in surrounding counties, with whom service agreements might be possible.
- (3) Technical assistance will be provided in developing a survey instrument or other method of assessing the county's needs.
- (4) If certain agencies are targeted for providing particular services which are not currently being provided, the BCJA will help coordinate training for that agency (i.e., if a sheriff's department is targeted for providing assistance to the victim of rape or sexual assault, the BCJA will help identify training for the department, that will acquaint them with the special needs of the victim of rape or sexual assault).
- (5) If "full-scale" programs are not feasible for a county, but strong needs have been identified, the BCJA will assist the task force, or local decision-makers in identifying alternative methods of meeting those needs.

It is conceivable that these counties, though having a moderate number of violent crimes each year, could not support a wide range of individual, specialized programs. Nevertheless, the number of violent crimes does indicate that at least several hundred victims a year might need specialized assistance. It is particularly important for these counties to be aware of alternatives to large, potentially expensive

programs that can very adequately meet the needs of victims and witnesses of crime in their counties.

NEED CATEGORY 4: Counties with less than 200 violent crimes in 1980.

Counties:	Service Level: (as defined by Table 1)	Potential Service Needs:
Baker	All of these counties are in service level D.	These counties need all services.
Bradford		
Calhoun		
Charlotte		
Citrus		
Clay		
DeSoto		
Dixie		
Flagler		
Franklin		
Gadsden		
Gilchrist		
Glades		
Gulf		
Hamilton		
Hardee		
Hendry		
Holmes		
Jackson		
Jefferson		
Levy		
Liberty		
Madison		
Nassau		
St. Lucie		
Santa Rosa		
Sumter		
Suwannee		
Taylor		
Union		
Wakulla		
Walton		
Washington		

Recommendations and Strategies:

Since no existing programs have been identified within these counties, the initial strategies for addressing the needs of victims and witnesses will come from the Bureau of Criminal Justice Assistance, Victim Witness Coordinating Office:

(1) During 1983, sheriff's departments and local court systems will be targeted for specialized information in meeting the needs of victims and witnesses, particularly in the areas of spouse abuse, child abuse, rape and sexual assault, and in methods of effective witness management. Because these counties have a relatively light incidence of violent crime and are usually less populated areas, full-scale programs are probably unnecessary, as well as financially questionable. However, it is possible for members of sheriff's departments and the courts to provide adequate and sensitive treatment, when provided with the necessary training and information.

(2) The local sheriff's department may be targeted in a survey to determine if, in fact, any members of the department have received specialized training in meeting the needs of victims and witnesses.

(3) If any local agency or organization has perceived a greater need for services than has been identified, the BCJA will assist them in identifying methods of meeting those needs that will be adequate and cost effective for the county.

Counties having the least amount of violent crime of any of the four categories, should not be deemed as requiring no services for victims and witnesses. Instead, it should be acknowledged that wherever there are victims of violent crime, there is a need for assistance. There are a variety of methods for meeting those needs that do not necessarily entail new programs as much as interest on the part of the local community to meet the needs with existing resources.

B. The Selfhelp Guide: Building A Solution In Victim Assistance and Witness Management

Each county in Florida has a different need for victim/witness programming. The larger counties with thousands of victims and witnesses may appear to receive the greatest benefit from the efficient use of their criminal justice resources; but proportionately, smaller counties can still count a great cost savings for such modest programs as a witness management effort. Prototypes of victim/witness programming range from a superlatively coordinated victim advocacy program in major cities, to the single volunteer in a

rural county who serves the sheriff's office or police departments in victim crisis intervention on an "as needed" basis. Such victim assistance program prototypes need access to other community resources. The successful program must be based on the involvement of the program's staff with other local resources.

A prototype recommended and intended as a model of low cost, efficient support for victims and witnesses is a model of a general victim advocacy program that is adaptable to almost any special need in victim services. A complete copy of this prototype is available upon request from the Victim/Witness Coordinating Office in the Bureau of Criminal Justice Assistance.

The reference is called:

Building a Solution: A Practical Guide to Establishing Crime Victim Service Agencies, by Marjorie Susaman and Carol Holt Vittert, under the auspices of the National Council of Jewish Women, St. Louis Section. Funding for the manual was supported by the Council and LEAA.

This document is a step-by-step guide to building a volunteer based victim service. It includes a survey form for local resources, a review of alternative project designs, suggestions on how to fund your volunteer program, how to set up the agency, a separate training program for your volunteers, tips on how to serve clients, working with the system, and evaluation of the program.

This guide is a simple and straight-forward prototype of a low cost program. It is not intended as a model for counties with comprehensive services, but it can be implemented in any service areas which lack system coordination. This victim services model would best be complemented by a witness management program - housed and/or funded through the local court system in cooperation with the State Attorney's Office. Such a program might include improvement of the current witness subpoena process (instituting a mail-in alternative if not currently available), improvement of witness notification and verification of court appearance (through a call-in telephone recording system), as well as witness education, transportation, child care, and possible referral to other counseling or protective services if the need arises.

Copies of The Handbook for Witness Management, prepared by Frank J. Connavale, Jr. and William D. Falcon (Editor) will be provided as a guide to program development in this area.

This combination of general victim assistance and witness management can serve the full range of criminal justice interests at the same time it meets the personal needs of victims and witnesses in their involvement with that system.

C. BCJA Statewide Recommendations and Strategies

Florida has made considerable progress in bringing the rights and needs of victims and witnesses into the foreground of the criminal justice and social service systems. However, there are still many victims and witnesses who require, but do not receive, specialized services. There are still many communities that are unaware of the high price they are paying by not providing the most basic services to victims and witnesses. There are still many victims of violent crime who are reluctant to report their victimization.

The BCJA Victim/Witness Coordinating Office, in addition to the support that will be provided to communities on an individual basis, will also be involved in the statewide effort to advance the needs and concerns of victims and witnesses. The following recommendations and strategies are designed for this purpose and will be implemented during this year:

Recommendation 1:

Guidelines for minimum services for victim/witness programs should be developed.

Implementation Strategy:

The BCJA will develop "Minimum Service Model Program Guidelines". These guidelines, in the areas of rape and sexual assault, domestic violence, witness management, child abuse, and victim advocacy, will provide local communities with an outline of the minimum services in each area that should be provided to victims and witnesses of crime. From these guidelines, local communities can develop programs as elaborate or as simple as their needs require.

Recommendation 2:

Services and programs for victims and witnesses in the State of Florida should be increased, expanded or improved.

Implementation Strategies:

The BCJA will work closely with the Florida Network of Victim Witness/Services (FNVWS) in coordinating requests for technical assistance from local communities and organizations. The BCJA and the FNVWS will provide the following technical assistance as requested:

- (a) Training programs or information for members of the law enforcement, courts, and other criminal justice agencies in how to meet the needs of victims of intimate crime and other victims of violent crime;
- (b) Information on the organization or expansion of programs requested by local governments or community organizations;
- (c) Presentations to civic organizations, industry, educational institutions, and other appropriate organizations on the rights and needs of victims and witnesses, as well as methods to prevent victimization;
- (d) Information on seeking alternative funding sources for local programs;
- (e) Printed materials or visual aids to programs or organizations on victim/witness needs and concerns.

The BCJA will continue the collection of materials including films, periodicals, reports, and other literature relating to the issues. These will be available as resources to local service providers.

The Directory of Victim/Witness Programs in Florida will be updated and revised, so that it remains a valuable and accurate resource for community organizations, the law enforcement community, social service agencies, and local service providers.

The BCJA will work with the FNVWS to coordinate a yearly conference on victim/witness services. The conference serves as a method of exchanging information among local service providers, the law enforcement and social service communities. It also provides an opportunity to learn of new developments in the field of victim/witness services, as well as learning what methods and programs have been successful, or not, throughout the state.

The BCJA will work to establish effective liaisons with social service agencies, the criminal justice community, the Refuge Information Network, and other organizations that are involved with victim/witness issues.

Recommendation 3:

Data and information which would be of use to the criminal justice and social service systems should be methodically and accurately collected. Only by utilizing such data can we determine the nature, impact and effect of crime on the citizens of Florida. This information is necessary in determining where and what types of programs are needed.

Implementation Strategy:

The BCJA will work with the Florida Department of Law Enforcement and other appropriate agencies on methods of integrating correlation data on victim/offender into the criminal justice reporting system.

Recommendation 4:

Funding should be provided for increased and improved services to victims and witnesses of crime in Florida.

Implementation Strategy:

The BCJA will evaluate, recommend and pursue a mechanism for providing incentive funding for the establishment, improvement and coordination of state and local victim/witness programs through the state legislature.

Recommendation 5:

The Florida Legislature should be apprised of facts, issues and concerns relating to victims and witnesses of crime.

Implementation Strategy:

The BCJA will keep informed of facts and issues affecting victim/witness needs and concerns, and will provide bill analysis and research, and advise FNVWS Board members and other appropriate individuals of pertinent information.

APPENDIX A

RESULTS OF THE 1980 VICTIM/WITNESS SURVEY

In the fall of 1980, staff of the Victim/Witness Network in the Bureau of Criminal Justice Assistance distributed a survey to all known victim/witness assistance programs in the state. The survey was intended to accomplish at least two purposes:

- (1) To serve as a basis for the Florida Network of Victim/Witness Services Directory of Victim/Witness Programs in Florida, which was published in March, 1981.
- (2) To serve as the data base for this document's analysis of the current level of local service in the state.

Limitations of the Survey

Because of funding limitations, the data from the original survey was summarized "by hand" without the advantages of computerization. This prevented staff from providing all the cross-tabulation which might have been possible with computer assistance. However, due to the small size of the sample, and the complexity of the programs subsumed by that sample, the more sophisticated statistical generalizations which could have been made from the data would have had limited utility.

Eighty-one copies of the survey were distributed. Fifteen agencies were duplicated due to name and address changes, and five agencies were defunct. Sixty-one agencies returned a completed (or partially completed) survey. Of those sixty-one agencies, four were removed from the survey because they were considered general service agencies without special programs for victims/witnesses. Three of the programs that were included in the survey summary and the victim/witness Directory had limited services: Two provided assistance with filling out Bureau of Crimes Compensation forms as their only victim related service; a third had not begun serving clients, but was funded to do so as of November, 1980. The remaining fifty-four surveys were answered to varying degrees of completeness. Wherever necessary, this analysis will indicate the number of respondents to specific questions if all fifty-seven programs did not respond to that question.

A sample of the survey for reference is included at the end of this section.

General Survey Results - Statewide (Parts 1, 2, 3 of the Survey)

A variety of data was summarized from the victim/witness survey which may be of use to local agencies in assessing the relative position of their agency in the statewide picture of victim/witness assistance. The data has been analyzed in this plan on a statewide basis, a special program basis, and a county

by county basis. In this section, the survey will be reviewed in depth from a statewide perspective, numbered according to the order information was requested on the survey.

Section I.

The number(s) preceding the following headings indicate the question numbers as they appear on the survey.

Questions 1. - 3. were basic information requests: name; address; and telephone of agencies.

Question 4. Sponsoring Agencies

Sponsoring agencies of Florida's fifty-seven survey respondents include five police departments (serving their municipality only), four sheriff's departments, seven state attorney's offices, two county courts, one local probation department, ten county governments, three Young Women's Christian Associations (YWCA), three hospitals, and five mental health agencies. The remaining eighteen agencies are independent community based organizations. This range of sponsoring agencies demonstrates that a variety of local operations may be developed from already established resource bases. These sponsoring agencies may or may not provide the majority of the funding support for the victim/witness programming.

The survey showed that victim/witness programs in Florida currently fall into six major program categories: victim advocate, spouse abuse, sexual assault, child abuse, witness utilization, and Bureau of Crimes Compensation assistance. Only seventeen of the fifty-seven reporting agencies were single purpose agencies, specifying in the survey only one type of clientele or program service. The majority of these single purpose agencies were spouse abuse shelters. Spouse abuse shelters have the option of maintaining a secret location in order to better protect their clientele.

The remaining programs provided multiple victim/witness services. Some of the spouse abuse shelters provide housing for both the victim and any minor children who might also be abused. For example, 31% of the abused women at one shelter indicated that their accompanying children were abused by their husbands. Most of the sexual assault programs in the state serve sexually abused children within the scope of their operation. Bureau of Crimes Compensation information and witness orientation information is frequently a part of services offered by victim/witness programs regardless of their specialty area.

Question 5. Hours of Service

Forty of the responding agencies are either twenty-four hour operations or provide 24-hour "on call" assistance. Twenty-five of the forty agencies are twenty-four hour a day operations.

Thirteen operate 'hot-lines' that they specifically mentioned in the survey. These long hours of operation are indicative of the "crisis" nature of victimization. Only court related, post-crisis, witness management or utilization programs are likely to operate during normal working hours. The remaining programs fall into the primary crisis-intervention category with a major responsibility to assist the victim as soon as the victimization is reported.

Question 6. Name of Director of Program

Question 7. Geographic Area Served

There is great variation in the geographic area served. Local police departments limit their victim services to their immediate jurisdiction within the city limits, while one spouse abuse shelter and rape counseling program serves sixteen counties through the largest HRS district in the state. Spouse abuse shelters and child abuse foster care programs are usually HRS district programs serving multiple counties. However, some survey responses made no distinction between their HRS services requirements and the areas that they most commonly served. That is, respondents specified that they served a single county, when in fact their HRS funding required them to make services available to several other counties included in the district. Since most clients came from their immediate county, the respondents specified the geographic area that they normally served, rather than the area that they legally served.

A similar problem exists for court related programs which are required to serve a multi-county judicial circuit. Some respondents may have specified a single county normally served, although they are legally responsible for a wider area. The county by county summary identifies the county in which the program is located, not the area which the program serves. Programs serve a number of counties either by funding requirements or upon request for assistance from clients or agencies in other counties.

Question 8. Number of Months of Program Existence

The oldest program in operation in victim/witness services in Florida is a privately funded children's

home which has served abused children for 10 years. Eleven other programs have been in existence longer than five years. These twelve programs represent the grass roots programs of the mid-1970's, in which a local need was recognized and a local program was developed to meet that need. Another thirteen programs are between four and five years old (from the 1980 data), and another twenty-three programs are less than three years old. Thus the majority of victim/witness programs are relatively new. This stimulation of program development in the last three years also indicates the increased influence of victim advocacy through public relations, law enforcement training, statewide organizations and through federal and state legislation.

Question 9. Type of Client Served by Victim/Witness Programs

The following statistics represent the type of clients served by fifty-four responding programs with the number indicating the total number of programs serving these clients.

- rape victim - 29
- abused spouse - 32
- abused child - 21
- sexually abused child - 31
- crime witness - 13
- elderly victims - 6
- crime victims' family - 27
- crime victims other than those previously mentioned - 15

The most frequently served client is the abused spouse, followed by the sexually abused child and the rape victim. The sexually abused child is frequently served through rape programs and children's special programs. Crime victim families are always dealt with as part of a specialty program such as rape or spouse abuse counseling. The percentage of crime victim families served is therefore much narrower than the general data indicates. The "crime victim other than those previously mentioned" category usually reflects a "victim advocate" program which delivers services to all kinds of victims of violent crime. Witness program statistics represent several programs that assist the victim of a special area of crime (rape, spouse or occasionally child abuse) through the entire criminal justice process. This is particularly important for rape victims who need special counseling assistance in light of the trauma of a court appearance.

Question 10. Sources of Victim Referrals

Sources of referrals to a victim/witness program are usually directly correlated to the type of agency in which the victim program is housed. For example, programs in local law enforcement agencies will get their major percentage of referrals from police or sheriff's officers or from their reports. Programs housed in a community based organization (CBO's) such as a mental health program office will receive the majority of their referrals from other similar community organizations. The latter CBO's are also more likely to have developed a community outreach program, although all types of victim programs may have a 24-hour crisis hotline with broad community outreach potential.

To summarize briefly, victim advocate programs are usually housed in police or sheriff's departments, state attorneys' offices, or a local mental health program office. Their primary source of client referral is the police or the police reports. The state attorney's offices have their own record keeping system which identifies victims, but they are also indirectly dependent upon police reports for their information. If the victim suffered personal injury, local hospital emergency staff also provided referrals. For rape programs, which are more likely to be housed independently, the police and hospitals are major points of referrals. Child abuse programs rely on the HRS Single Intake Services (see the Child Abuse section of this document for further details) for most of their referrals. Community based organizations also provide child abuse referrals. A lesser number come from the courts or law enforcement agencies. Witness utilization programs rely on the state attorneys' records and secondarily on police referrals for their access to victims and witnesses.

Question 11. - 13. Funding for Local Victim/Witness Programs

Fifty-one of the victim/witness programs surveyed offered usable budget data for our analysis. Of these, thirteen programs were predominantly spouse abuse centered, six were child abuse, fifteen were primarily sexual assault, twelve were victim advocate programs, and five were witness programs. The data represents program budgets for 1980, but each program's fiscal year may vary according to the requirements for federal, state and local accounting. Fiscal year budgets usually begin on January 1, July 1, or October 1, depending on such requirements. Since most programs were surveyed in the fall of 1980, their budgets would have been for 1980, or 1980-81. Survey data was supplemented with

data from the March, 1981 telephone survey for two programs.

A total of \$3,982,581 was budgeted for victim/witness programs in Florida in 1980 according to our survey and a follow-up telephone survey in March, 1981. (See chart on the following page for breakdown of funding sources.) Of that amount, eight percent was derived from private sources (including foundations and individual donations), thirty-one percent derived from State dollars, forty percent came from local government sources, nineteen percent came from federal resources, and two percent came from miscellaneous other efforts such as local fund raisers. This data does not include the budgets of two state attorneys' offices programs in Jacksonville and Dade County. Dade County has a total budget of 7.3 million dollars for their State Attorney's Office but they were unable to break down that portion of their budget which directly related to witness services. Therefore, that data was not used in order to avoid skewing the results.

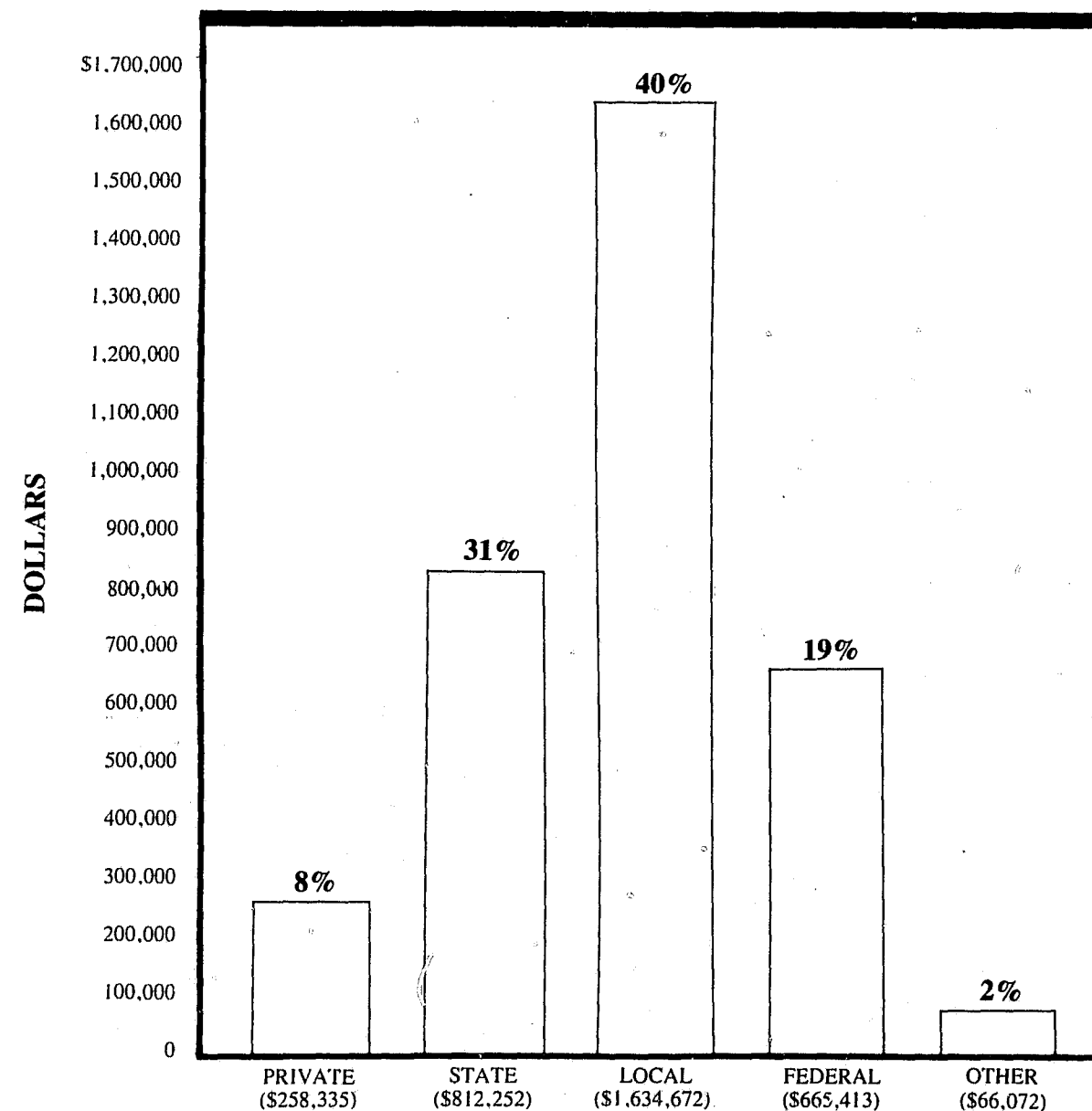
The proportion of total dollars spent on victim/witness services in Florida is very small as compared to local law enforcement. For example, local law enforcement expenditures in Florida in 1978 totaled almost 558 million dollars. (This is the most recent available data). Compared to the total of approximately 4 million dollars spent on local victim/witness services in Florida in 1980, less than one percent of the dollars spent on law enforcement was spent on victim/witness services. When compared to the total criminal justice expenditures for Florida in 1978 (\$6,408,000,000), the victim/witness percentage is even more minute, representing less than .06% of total criminal justice dollars.

At this time, there is great uncertainty about the continuation of federal funding for both Law Enforcement Assistance Administration programs (LEAA) and for the Comprehensive Education and Training Act (CETA) programs. These are the mainstays of the nineteen percent of federal dollars currently supporting local victim/witness services. Although only four of the program budgets are over 90 percent dependent upon federal dollars, many other programs rely on federal dollars to attract local matching dollars from ten to fifty percent. Without this federal incentive dollar, programs may face cuts in local funding as well.

Twenty-seven agencies said their future funding was uncertain in the 1980 fall survey. In addition, funding was listed by thirty-four victim/witness agencies as

Victim/Witness Program

FUNDING ANALYSIS



FUNDING SOURCE

Source: 1980 Victim/Witness Survey Results
Total Identified Funds: \$3,436,744

their highest priority need. Another three agencies indicated it is a high priority need. This was by far the most frequently mentioned problem of all responding agencies. The uncertainty about federal funding and its match requirement added to this dilemma.

In assessing the overall budgets of victim/witness services in these categorical areas, the following results were obtained:

	Total	Private	State	Local	Federal	Other
Spouse Abuse	1,547,081	17%	33%	26%	21%	3%
Child Abuse	1,100,200	6%	54%	12%	25%	3%
Sexual Assault	633,300	1%	11%	65%	21%	2%
Victim Advocate	278,842	---	14%	82%	3%	1%
Witness	420,158	---	5%	95%	---	---

Major witness programs operated out of the State Attorney's Office are not included in these statistics on witness utilization/management. The Dade County State Attorney's Office operates a seven million dollar program which supports many witness services. This is totally funded by the State. Since that program could not distinguish its witness services budget, it was not included in this summary.

Spouse abuse and child abuse programs are most reliant upon State dollars from the Department of Health and Rehabilitative Services. The major source of spouse abuse dollars derives from a \$5.00 tax on marriage licenses which was legislated in 1978. This provides for up to fifty thousand dollars per spouse abuse shelter in each of the eleven HRS districts in the state.

From our sample of only six child abuse programs we know that HRS supports 60% of the Child Abuse Treatment Centers and 100% of the University of Miami Child Abuse Crisis Program.

The 1979 statistics on HRS dependency referrals (January-September 1979) indicated that over seventy percent of children referred to HRS were abused or neglected, and 76.8% of all children who were referred were placed under protective supervision, remaining with their families. The remaining 23.2% of referrals were placed in HRS foster care programs. Foster care programs include foster families, foster family group homes, private child caring facilities (non-psychiatric, agency operated group homes, and psychiatric residential treatment facilities).

The two child abuse residential programs included in our survey of victim/witness services are representative of agency operated group homes. They receive an average of \$8,000 per child each year, as compared to \$422 expended for protective supervision, according to the 1979 HRS figures. Just under nineteen million dollars was spent in 1979 on various kinds of foster care programs, which suggests that our total data base of \$1,100,200 in terms of child abuse victim/witness services is very limited.

Victim advocate and witness utilization programs are the most reliant upon local dollars of all the victim/witness programs. Victim advocate programs are primarily funded as part of local law enforcement programming, while witness utilization and management programs are supported by the State Attorney's Office or the judicial circuits. These two types of programs are most easily developed at the local level because they have an inherent "cost effective" aspect in better managing victims and witnesses to ensure a higher rate of solved crime and a higher rate of conviction. They are also important public relations efforts for law enforcement agencies, the state attorneys and the courts. Although the least amount of dollars is spent in these two areas of victim/witness programming, they may have the highest number of contacts with clients and offer the greatest range of services, especially in the victim advocate programs.

Sexual assault programs were most often developed from a local support base. A significant 65% of their support still comes from the local level. They serve relatively few clients and are often subsumed under another agency in order to defray their direct costs of service. Two of the programs surveyed had no operating budget and were staffed totally by volunteers. Three other programs were under \$10,000 in budget. The three largest programs were centered in three major urban areas where the need for such services is assured by the sheer number of rapes. Three of the programs had major federal funding through the Law Enforcement Assistance Administration.

Questions 14-16. Victim/Witness Program Staff and Volunteers

Survey data on program staff and volunteers was unreliable. Several respondents included the entire staff of their multi-purpose agency in their answers, since many staff members had some sporadic contact with victims. For example, the Dade County State Attorney's Office indicated that they have 400 staff serving almost 4,000 victim clients per year with a total budget of 6.5 million dollars. This data was so overwhelming in

comparison to the small programs encompassed by the remainder of the data, that we were forced to eliminate that response from most of our summary analysis in order to provide a more accurate picture statewide. Under such a broad definition of victim services, all state attorneys' offices would be defined as victim/witness programs.

Twenty-eight respondents indicated that they had less than ten people on their staff and many of the programs with larger staffs served clients other than victims/witnesses. Volunteers were a major part of the staff of most of the spouse abuse shelters in the state, with many shelter responses indicating 15, 20, or 25 volunteers who assist in the day-to-day running of the shelter and monitoring the 24-hour crisis telephone. About half of the rape crisis programs had a significant component of volunteers. The remaining sexual assault programs were sufficiently staffed by professionals or had such a limited need for their service in a rural area, that a single trained staff person was able to provide adequate service. Victim advocate programs in police departments were the least likely to use volunteers, although both of the responding sheriffs' departments used a few each month. Witness utilization (management) programs reflected a wide range of volunteers, from zero to 250. The latter program is a witness notification project staffed by volunteers in Dade County.

Section II. (of the survey), Services Available Through Victim/Witness Programs

The victim/witness survey respondents were to indicate the types of services that they offer directly, contract to another agency, or refer to another agency. The survey covered such services as: housing/shelter, counseling/therapy, medical services, educational/training classes, follow-up procedures, special services, and public information/awareness. (See the survey following this section for specifics.) Since the range of services and variation in method of delivery vary so widely between the programs surveyed, a summary of the data has only limited utility. Therefore, we will use this section to indicate the major service trends statewide.

Housing/Shelter

Only sixteen of 49 respondents indicated that they provide short term shelter. At least twelve of these are spouse abuse shelters and two are shelters for abused or neglected children. These sixteen spouse

abuse and child abuse shelters provide term housing for up to two months, although most such facilities cannot provide long term shelter.

Counseling/Therapy

Crisis intervention counseling is the single most common feature of all victim/witness service programs in the state - 46 of 52 respondents indicated that they provide that service. Only the more technical, court management/witness service programs did not provide crisis intervention counseling. Individual adjustive therapy (short term) was the second most common form of counseling service, covered by 41 of 51 respondents.

Rape counseling (32 respondents) and counseling relating to pending court cases (28 respondents) were also significantly available through Florida's victim/witness programming. Hours of counseling per month varied according to the number of clients and the type of program. Actual hours in counseling per month varied from five to ten hours for a small program serving one or two rape victims, to over 300 hours per month in one of the major spouse abuse shelters which employs full time professional counselors for both individual and group sessions. At least two of the survey respondents were community mental health offices whose hours of counseling far exceeded the normal response. We did not consider these an accurate reflection of their direct victim programming so they were not included in this part of the assessment.

Medical Services

Only seven of 34 respondents indicated that they could provide immediate emergency medical treatment and only four provide such treatment for child abuse victims. This is another area of the survey where only major victim specialty programs were surveyed.

Educational/Training Services

This area of the survey actually encompassed three potential types of trainees -- the victim, volunteers to assist the staff of victim programs, and social service, medical or social welfare deliverers who need to better understand the problems of victims. Thirty-three of 38 responding programs train their own volunteers to assist their staff. This is the most common type of training made available through victim programs in Florida. They also commonly train the following: mental health personnel (27 of 35), persons working with rape victims (26 of 31), medical personnel (25 of 32), and police who handle domestic and rape cases (25 of 33).

Most programs (34 of 35) refer clients to educational programs available through local high schools, junior colleges, or vocational/technical school. Four victim programs (shelters) do provide remedial reading.

Follow-up Procedures

Most victim programs (39 of 43 respondents) were able to follow-up with their clients by telephone. Thirty-one of 38 programs were able to follow-up with additional client counseling following their initial crisis intervention treatment. Twenty-two programs of 28 responding had follow-up home visits to clients.

Special Services

Almost all (38 of 46 respondents) victim/witness programs provide some type of transportation for clients who need it. This is the most common type of special services recognized through the survey. Thirty-seven of 42 programs indicated that they advocate for victims within local and State government to ensure victims' rights are acknowledged and responded to. Most programs are also committed to keeping the victim/witness updated on relevant court proceedings (35 of 43 responding). All but one of the latter programs also helps to prepare the victim/witness for a court appearance. Twenty-five programs have their own 24-hour hotline and another 17 receive referrals from other hotlines in their area. Thus, 42 of the 45 respondents have direct 24-hour communication open to victims in their community or county. This is an important special service since so many incidents of violent crime occur during the late night and early morning hours.

Public Information/Awareness Programs

Public information and awareness are key parts of victim/witness services in every community which offers such a program. Forty-one respondents indicated that their staff had made a public information appearance on local television at least once. Forty-nine reported that they had delivered lectures to various community groups and 39 had given lectures in local schools. Thirty-four programs had developed pamphlets, fliers or brochures on their services. Forty-six had periodic newspaper reports on their program, twenty-four respondents indicated that they had developed commercial spots on radio and television highlighting their services.

Public Appearances

Fourteen of the specialized programs made at least one or two public appearances per month. Nine of the larger victim advocate programs made between eight and twenty public appearances each year.

Section III. (of the survey) Agencies/Organizations To Which Programs Refer Clients

This section concluded the specific names of organizations utilized by the respondents. The majority of the programs included: mental health centers, police departments, Department of Health and Rehabilitative Services, hospitals, other victim/witness assistance programs and various community organizations. Although the responses did indicate that programs utilize other community services, there was no method of determining to what extent there was coordination among organizations.

Section IV. (of the survey) Service Needs of the Victim/Witness Programs in Florida

The survey of victim/witness programs provided a priority scale of specific needs. The top twelve needs were determined by adding the columns which specified high and extremely high priority needs. Since the survey reached only those areas with existing programs, overall state victim/witness needs are not reflected in this section. This wider needs assessment must be left to local representatives.

The survey responses indicated the following high priority needs for victim/witness services (in order of priority with total responses following number of programs which indicated that this was a high or very high priority):

1. Secure funding of proven programs (37 of 41, including 34 specifying this as an extremely high priority).
- 2a. Emergency short term shelter - 48 hours or less (37 of 46).
- 2b. Police training in domestic intervention (tied at 37 of 46).
3. Shelter/housing for abused spouse (34 of 45).
4. Increased staff for existing program (34 of 49).

5. Shelter/housing for mother and child (32 of 45).
6. Shelter/housing facilities for children (32 of 47).
7. Public information/awareness programs (32 of 45).
8. Counseling/therapy for children (31 of 41).
9. Funding for new programs (30 of 43).
10. Training for mental health personnel (30 of 39).
11. Integration of community services (30 of 41).

Section V. (of the survey) Miscellaneous Questions

Expansion of Services

Service expansion responses varied according to local needs and the security of program funding for any particular agency. Those agencies which faced budget cuts were more concerned with program survival than expansion. Agencies with secure funding addressed the expansion of their operations to meet specific needs of the victims which they were already serving. For example, one of the shelters for abused spouses needed to increase the program's services to the children of these women. No day care arrangements were available if the women were attending counseling sessions or receiving special training or job counseling. This was targeted as an area of needed future expansion. Further details were similarly program specific, and are more relevant only to the county by county program assessment in the body of the document.

Average Number of Clients Served

Excluding the two large offices of state attorneys' witness programs which served 1,000 and 3,797 clients per month, the typical victim/witness program served 47 clients on the monthly average. Four of the smaller programs served only one client per month, usually through a rural sexual assault program staffed by a single "on-call" volunteer. State attorneys' programs, as mentioned earlier, served the broadest range of victim/witness clients, but usually were able to provide at least follow-up counseling for those clients on their legal rights. Victim advocate programs serving the full range of victims had the second widest scope of clientele. The average spouse abuse shelter housed about

thirty women and children. Sexual assault programs varied according to the size of the community and the viability of their rape crisis programs. Those communities with evidence of close cooperation between the sexual assault crisis staff, the medical emergency services and the police had the greatest rate of rape crisis clients who were willing to report the crime to the criminal justice system.

Medical Treatment

The majority of witness utilization and state attorneys' programs do not regularly refer their clients to medical services. Programs which specialize in sexual assault, spouse abuse or child abuse frequently report almost 100% of their victims are offered or referred to medical treatment. Victim advocate programs fall between the two extremes depending on client need.

Follow-up

Over 75% of all victim/witness programs have some form of follow-up: by telephone, letter, or home visit. Statistics developed in the special services section verified this high degree of follow-up contact with victims. Several programs specified that they made no attempt to follow-up in those cases where the witness or victim might be placed in further jeopardy. This applied especially to spouse abuse cases. This high percentage of follow-up allows the staff to assess the continuing needs of the client and to determine if they should receive additional assistance through counseling or other social service referrals.

Client Demographic Data

Client reporting formats varied to such an extent that no summary data was compiled. Special categories of data are collected by some of the larger programs and they will be reported in the special program sections of this document as they are needed.

Special Criminal Justice Treatment of Sexual Assault Cases

The survey also asked if there was a special police unit which handled sexual assault cases, and if there was a single judge or prosecutor assigned to such cases from start to finish in their local jurisdiction. Seventeen agencies (of 44) said that there was a special police unit to handle sexual assault cases, and fifteen (of 41) said there was a single prosecutor/judge assigned for the duration of each sexual assault case. Since police jurisdiction may be limited to the city limits and since

many of these judicial areas cover more than one county, the answers were questionable. For example, one police department said that they had no police sexual assault "unit" although they did have a specially trained police-woman who accompanied the victim throughout the reporting process. That department reported that they had no sexual assault assistance program since they did not regard one policewoman as a "unit". A total of ten counties reported that they had some police units specially trained in sexual assault in some areas of the county and ten counties had some prosecutorial continuity in the legal process. Since both prosecutors and judges were included in the same question, it was sometimes difficult to determine what level of continuity was indicated by the response.

What Are the Major Needs Presently Facing Your Program (i.e., problems which can be altered via some internal action)?

Responses to this first question paralleled many of the high priority needs identified in the preceding section. The concerns of the respondents centered on:

- The need for more funding, and more secure funding.
- The need for more staff and volunteers.
- The need for legal aid, court follow-up, and the same prosecutor to handle the case throughout the various parts of the criminal justice system.
- The need to secure and maintain residential facilities.
- The need for greater community cooperation to support victim/witness programs.

What Are The Most Critical Needs Facing Victims/Witnesses Within Your Geographic Location (i.e., problems which are outside of the program sphere of influence)?

Responses to the question were varied. They were directly related to the availability of services at the local level. This document details the availability of services on a county by county basis. That section also includes a brief summary of the local victim/witness program needs which were covered in this part of the survey.

APPENDIX B
SURVEY OF VICTIM/WITNESS SERVICES

Section I.

1. Name of Agency:
2. Address:
3. Telephone:
4. Sponsoring Agency (if different from #1)
5. Hours of Operation:
6. Name of Director:
7. Geographic Area Served:
8. Number of Months Program Has Been in Operation:
9. Please check the type of client your program serves:

<input type="checkbox"/> Rape Victim	<input type="checkbox"/> Abused Spouse	<input type="checkbox"/> Abused Child
<input type="checkbox"/> Crime Witness	<input type="checkbox"/> Elderly Victims	<input type="checkbox"/> Sexually Abused Child
<input type="checkbox"/> Crime Victim's Family	<input type="checkbox"/> Abused Spouse	
<input type="checkbox"/> Crime Victims (other than those listed)	<input type="checkbox"/> Elderly Victims (Special services)	
10. How do clients come to your attention? (please approximate % in each category)

<input type="checkbox"/> Walk-in/Self Referral	<input type="checkbox"/> Referrals from State Attorney
<input type="checkbox"/> Referrals from Police	<input type="checkbox"/> Referrals from Court
<input type="checkbox"/> Referrals from Community Based Organizations	<input type="checkbox"/> Other, Please Specify _____
11. Please indicate your program's funding by providing the approximate percentage within the categories below:

Private _____%	Federal Govt. _____%
State Govt. _____%	Other (please explain) _____%
Local Govt. _____%	
12. Please provide your program's total operating budget for present funding year: \$ _____
13. Are funds for the following year secure? Yes ☐ No ☐
If not, please explain: _____
14. Program Staff (please identify number of staff, job title, salary): _____
15. What is the average number of volunteers working with your program per month? _____
16. Please explain briefly the activities in which volunteers are encouraged? _____

Section II. Available Services

(Respondents were asked to indicate "A"--if the service was offered;
"B"--if the service was contracted out
"C"--if the client was referred to another agency
"C" assumed the service is provided by the agency the client is referred.
No or Not applicable was also allowed

Housing/Shelter Available

1. Emergency short term shelter (48 hours or less)
2. Shelter/housing (2 mo. maximum)
3. Long-term shelter (0-6 mo.)
4. Temporary short term facilities for children
5. Foster homes for children
6. Housing for mother and child
7. What is the average length of stay at the shelter?
8. How many times is abused spouse allowed to return to the shelter?
9. Please list other types of housing/shelter offered, but not covered above: _____

Counseling/Therapy Services

1. Crisis intervention counseling
2. Individual adjustive therapy (short-term)
3. Individual adjustive therapy (long-term)
4. Rap/group sessions, wives only
5. Group sessions, husbands/wives together
6. Family counseling
7. Counseling/therapy provided for children
8. Group sessions for children
9. Psychological testing
10. Psychiatric testing
11. Evaluation services
12. Anger management
13. Wife beating conflict control
14. Rape counseling
15. Stress and frustration counseling
16. Home care counseling
17. Drug/alcohol counseling
18. Counseling related to pending court cases
19. What is the average number of hours of counseling your agency provides per month? (estimate if necessary)

Medical Services Available

1. Immediate emergency medical treatment
2. Child abuse treatment facilities
3. Collection of medical evidence (sexual assault)
4. A private examination room available for victim (sexual assault)
5. Free treatment
6. Release medical report to prosecutor/police (with victim approval)
7. Uniform reporting mechanism (physician's report)
8. Other services not included above (please list)

Education/Training Classes Available

1. G.E.D. Classes
2. Vocational training
3. Remedial training
4. Police training in domestic intervention
5. Training for court personnel in domestic violence
6. Training for medical personnel
7. Training for mental health personnel
8. Training for interested volunteers
9. Special sensitivity training for those working with rape victims
10. Rape awareness training for those working with rape victims (understanding the phenomena of rape)
11. Training to improve identification of battered women (e.g. health and social service personnel)
12. Child management for parent(s)
13. Recognizing the common signs of child abuse
14. Other training/classes not mentioned above (please list)

Follow-up Procedures

1. Follow-up phone calling program
2. Follow-up for medical appointments
3. Follow-up of client counseling/psychiatric treatment
4. Staff/volunteer visitation of home
5. Other follow-up procedures not mentioned (please list)

Social Services/Programs

1. 24-hour Hotline (use B if your program is referred via another hotline)
2. Provide organizational assistance to interest groups wanting to establish victim services
3. Provide transportation services
4. Provide welfare, social service coordination
5. Perform lobbying efforts for victims within local government/impacting organizations
6. Advocate for victims within local/state government to insure victims' rights
7. Provide employment assistance
8. A woman companion to accompany the victim through various stages of process
9. Call (discuss with) victim/witness entire criminal justice process prior to court appearance
10. On-call system where victim/witnesses are informed to appear in court only when they are needed
11. Keeping victim/witness abreast of related information about, and access to, court proceedings
12. Daycare facilities for children of victim/witness during court appearances and other CJS and related activities.
13. Provide coordination with Bureau of Crimes Compensation for filing claim
14. Prepare victim/witness for court appearance
15. Assist victims in property recovery

Public Information/Awareness Programs

1. Pamphlets, fliers, which address some aspect of the problem (if you offer, please include samples with returned survey)
2. Periodic articles in local newspaper (regarding your program or discussing some aspect of domestic violence, rape, child abuse)
3. Commercial spots on radio/television
4. Appearances on public information television show
5. Lectures, informal talks to various community groups
6. Lecture program in local schools
7. Please provide average number of public appearances made per month (estimate if necessary)
8. Please list other information/awareness programs offered, not mentioned above

Section III.

Directions: Please list agencies/organizations to which you refer clients or utilize their services:

Housing/Shelter:
Counseling/Therapy:
Medical Treatment:
Educational/Training:
Other:

Section IV.

Directions: Using the scale provided, rank according to your perspective the following service needs (1-34). Mark 0 if not a perceived need in your geographic area. Mark "1" for extremely low priority; 2, 3, as higher, and "4" being extremely high priority.

CONTINUED ON NEXT PAGE.

1. Increased staffing for existing programs
2. Emergency short-term shelter (48 hours or less)
3. Shelter/housing for abused spouse
4. Shelter/housing facilities for children
5. Shelter/housing for mother and child
6. Personal support for victim
7. Crisis intervention counseling
8. Individual adjustive therapy
9. Group sessions
10. Counseling/therapy for children
11. Rape counseling
12. Getting and keeping trained volunteers
13. Immediate emergency medical treatment
14. Child abuse treatment facilities
15. Collection of medical evidence
16. Uniform reporting mechanism (physician's report)
17. Police training in domestic intervention
18. Training for interested volunteers
19. Training for court personnel
20. Training for medical personnel
21. Training for mental health personnel
22. Recognizing common signs of child abuse
23. Special sensitivity training for those working with rape victims
24. Rape Awareness Training (understanding phenomena of rape)
25. Follow-up procedures
26. 24-Hour Hotline
27. Integration of community services
28. Coordination body for information exchange
29. Transportation services for victim/witness (v/w)
30. Public information/awareness programs
31. Secure funding for proven programs
32. Funding for new programs
33. Subpoena notification, entire criminal justice process is explained to victim/witness
34. On-call system where v/w appear only when needed.

Section V.

Directions: Please answer the following questions. If not applicable, put N/A.

1. Are you planning to expand or add to the services you are presently providing? If yes, please explain.
2. What is the average number of victims referred to your program per month?
3. Approximately what percentage of victims/clients are in need of medical treatment, either at the time of referral or during their association with your program?
4. Approximately with what percent of your clients/victims are you able to follow-up?
5. If available, please include in the return a summary of client demographic information (e.g. sex, race, age, time of occurrence, previous history of abuse, weapon used, location of crime, etc.). If not already compiled, please respond to these points briefly below, based on clinical experience.
6. Within the jurisdiction you serve, is there a special police unit which handles sexual assault cases?
7. Within the court system in your jurisdiction, does one judge/prosecutor typically handle a sexual assault case from start to finish?
8. What are the major needs presently facing your program (i.e. problems which can be altered via some internal action)?
9. What are the most critical needs facing victims/witnesses within your geographic location (i.e. problems which are outside of program's sphere of influence)?

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