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FINAL REPORT

Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

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Abstract

The Office for Victims of Crime (OVC) created a new demonstration grant program, the OVC Wraparound Victim Legal Assistance Network Demonstration Project, to address the wide range of legal needs victims of crime have in relation to the victimization they experienced. OVC funded five¹ demonstration sites in 2012 to develop a wraparound network of legal services that work toward providing victims of crime with holistic services. ICF was hired as the national evaluator to document the planning, implementation, and outcomes of each network, with the goal of developing a blueprint that new jurisdictions could use to develop their own networks.

In order to evaluate the wraparound victim legal assistance network demonstration projects successfully, the ICF research team collected data from a variety of research subjects. These included staff from organizations that were part of each networks' steering committee or heavily involved in the network, legal and social crime victim service providers located within each networks' jurisdiction, and victims of crime seeking or having received services from network partners.

The national evaluation used a mixed methods approach to answer two main research questions: (1) Are coordinated, collaborative, and holistic approaches to legal assistance effective in meeting the needs of crime victims, and (2) What elements of these models work best and under what conditions? Data were collected using online and paper surveys, by in-person and phone interviews, and via administrative databases.

Each site completed a needs assessment, the findings were used to finalize their goals and objectives and develop a detailed implementation plan. Although each site developed WVLAN's that were tailored to their community, they did share common elements such as developing network infrastructure, referral mechanisms, case management systems (e.g., new software, navigators), and new service delivery resources (e.g., intake and referral protocols and forms; screening tools; documents translated into multiple languages). Three sites developed websites to provide legal information and resources to crime victims and service providers, as well as facilitate referrals; four sites developed marketing strategies to increase awareness of the WVLAN; two sites launched a victim service helpline/hotline; and two sites focused on increasing legal service access to limited English proficient crime victims.

Each site had a group of network partners ranging from 9 to 31 organizations and a local research partner. The partner organization types included legal, criminal justice, victim services, government, and other. Participating in the network fostered a sense of community among victim service providers in each site and helped to break down the silos between partners who often worked with the same victims on different issues but had not collaborated previously. The partners were able to build more personal connections, formalize referral networks, and coordinate services, all of which made them more confident in making referrals and warm handoffs.

Network partners did experience challenges participating in the network. This included capacity, service delivery, and information sharing. The greatest strengths of the network revolved around collaboration, services, and research. Network partners felt that the demonstration project allowed

¹ OVC originally funded six sites; however, in 2015, Minnesota was removed from the project and became part of the 2014 cohort, which was not included in the national evaluation.

for a diverse group of partners to work together and create a better model for serving the diverse needs of crime victims in their jurisdictions.

Overall all sites met their goals. While each site had unique goals, there were some common themes such as improving service provision, training/educating service providers, improving referral processes, reaching underserved victims, and building collaborative relationships. The networks had a large impact on victims in each area with over 4,900 crime victims being served with more than 6,500 services. The number of victims served by network ranged from about 375 to about 2,400, and on average victims received 1.3 services.



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Executive Summary

Victims of crime experience a wide range of legal needs from asserting their rights in criminal proceedings to a number of additional civil legal issues related to the victimization, such as employment, housing, immigration, and custody concerns. Often, victims are required to navigate multiple, disparate organizations to meet these diverse needs. In response to this challenge, the Office for Victims of Crime (OVC) has created a new demonstration grant program, the OVC Wraparound Victim Legal Assistance Network (OVC WVLAN) Demonstration Project, to address these legal needs using a holistic, wraparound approach.

Scope and Objective

The goals of the national evaluation were to document the development, implementation, and outcomes of the demonstration OVC WVLAN project.

Methodology

The national evaluation sought to answer two main research questions:

- (1) Are coordinated, collaborative, and holistic approaches to legal assistance effective in meeting the needs of crime victims?
- (2) What elements of these models work best and under what conditions?

To answer these questions, ICF developed a series of instruments and protocols that gathered information from network participants, service providers, and victims of crime, as well as administrative information from each network, resulting in six components:

- Annual site visits and steering committee observations;
- Annual administration of the Network Partner Survey to steering committee members and other closely involved partners;
- Administrative client services data from partnering service delivery organizations;
- A Service Provider Survey administered once before and once after implementation to direct service providers from legal aid and victim service organizations;
- A Crime Victim Survey administered once before and once after implementation to crime victims receiving assistance for legal needs; and
- Interviews with crime victims.

Network Participants

Data were collected from network participants in a variety of ways, including annual site visit interviews, an annual survey, observing steering committee meetings, and monthly calls with the grantee in each site. The ICF research team visited each site annually to interview network partners in person, when possible, and attend steering committee meetings. The goals of the



visits were to understand the project goals, progress, challenges, lessons learned, and strengths from those who are closely involved in network development and implementation. Another annual data collection piece was a survey conducted with steering committee members and other partners who were closely involved with the network with the goal of understanding how the partnerships function and the level of service integration among the network partners. Each month, ICF research staff hosted phone calls with the grantee at each site to learn more about how the site is progressing and any external factors that were influencing the development of the network.

Service Providers

Surveys were disseminated twice to all direct service delivery staff from legal and social service providers within each jurisdiction, once before the networks implemented and once after. The purpose of the surveys was to understand and measure change in perceptions of service delivery to victims, how services were delivered, resources that were available or needed for service providers, and, in the second survey, their awareness of the network.

Victims of Crime

Surveys disseminated at two time points and phone interviews were used to collect information from victims of crime. The Crime Victim Survey was disseminated once before the networks implemented and once after they had been in implementation for at least two years. The purpose of this survey was to understand and measure changes in perceptions of service delivery, types of assistance received, how services met the victims' needs, barriers to accessing or receiving services, and satisfaction with those services. The crime victim interviews, which were conducted at the same time point as the second crime victim survey, were intended to gather more in-depth information on the experiences victims of crime had while seeking and receiving services within each network.

Administrative Information

ICF gathered administrative data on services delivered, clients seen, and the true cost of planning and implementing the networks. These data were collected via an Excel database that ICF developed based on service delivery and client indicators that most partners were able to track.

Findings

Network programs

Five demonstration sites were funded between 2013 and 2018 to develop comprehensive and collaborative wraparound victim legal assistance networks (WVLAN) to meet the legal needs of crime victims. Each site began with a two-year planning phase to build a network of service providers and conduct a needs assessment. They then used the needs assessment findings to finalize their goals and objectives and develop a detailed implementation plan. The implementation phase lasted approximately four years for each site. During this time, the sites developed new policies and practices; piloted and implemented new service delivery models; trained service providers on new policies, practices, and service delivery models; and strategized methods for sustaining the networks after the grant funding ended. Although each site developed WVLAN's that were tailored to their community, the WVLAN's did share common elements such



as developing network infrastructure, referral mechanisms, case management systems (e.g., new software, navigators), and new service delivery resources (e.g., intake and referral protocols and forms; screening tools; documents translated into multiple languages). Three sites developed websites to provide legal information and resources to crime victims and service providers, as well as facilitate referrals; four sites developed marketing strategies to increase awareness of the WVLAN; two sites launched a victim service helpline/hotline; and two sites focused on increasing legal service access to limited English proficient crime victims.

Alaska State of Alaska	Los Angeles Los Angeles County, California	Texas 72 counties in East Texas	Chicago Cook County, Illinois	Denver City of Denver, Colorado
(1) Training for professional development (2) Refined referral process (3) Implemented case navigator model (4) Implemented language access plan	(1) Implemented case navigator model (2) Created hotline (3) Training for professional development (4) Conducted outreach to underserved communities (5) Created email listserv for providers	(1) Built network infrastructure, membership, and capacity (2) Expanded direct services (3) Developed website with a crime victim portal and service provider portal.	(1) Created a web portal for victims (2) Expanded direct service (3) Customized Legal Server database (4) Refined referral process (5) Outreach (6) Training for professional development	(1) Implemented navigator model (2) Developed navigator training manual (3) Created hotline (4) Developed website

Network Partnership

Each site had a group of network partners ranging from 9 to 31 organizations and a local research partner. The partner organization types included legal, criminal justice, victim services, government, and other. On average, network partners across the sites agreed that the quantity and type of stakeholders at the table were appropriate. However, there were a number of future partners that partners recommended be added to the network, this included shelters, organizations that focused on specific populations of victims (e.g. Native Americans, immigrants, the elderly, children), law enforcement, health organizations, and the courts.

Network Experience

Across all sites, the network partners exhibited cohesion and low conflict. The network partners felt that the greatest benefit they experienced in being a part of the network was the collaboration that occurred. Participating in the network fostered a sense of community among victim service providers in each site and helped to break down the silos between partners who often worked with the same victims on different issues but had not collaborated previously. The partners were able to build more personal connections, formalize referral networks, and coordinate services, all of which made them more confident in making referrals and warm handoffs. When looking at average ratings of service coordination across the sites, the findings showed that while partners may feel strongly about the collaboration between organizations, service coordination is very low. This could indicate that while the network partners were collaborating together to reach a common



goal, they did not coordinate services which includes using common intake forms, participating in joint case reviews, sharing client information, sharing materials and resources, and providing or receiving referrals from each other.

The greatest strengths of the network revolved around collaboration, services, and research. Network partners felt that the demonstration project allowed for a diverse group of partners to work together and create a better model for serving the diverse needs of crime victims in their jurisdictions. Another strength of the project was having the ability to elevate and enhance the services that many partners were already providing. The partners created the infrastructure for more efficient and formalized information sharing, referral processing, and case management, which helped the partners serve more clients and provide more access to services in traditionally underserved communities (e.g., rural, non-English proficient). Research was also discussed as a strength as each site conducted a needs assessment in their jurisdiction, which allowed them to use a data-driven approach to tailor their network development plan and allowed frequently underserved crime victims to help influence the network design.

Challenges the networks experienced included capacity, service delivery, and information sharing. Networks struggled with having enough capacity to participate in the network, as well as providing services to an increasing number of victims while dealing with already large caseloads and limited funding. Service delivery and information sharing were challenging as the organizations involved in the networks had different goals, confidentiality policies, resources, and funding.

The main lessons the networks learned were regarding procedures, collaboration, and research. New jurisdictions that are developing their own networks should focus on making attainable goals that are within the scope and budget of the project, as well as having clear roles and responsibilities for each partner, and realistic and clear timelines for each developmental step of the project. Foster collaboration among a wide range of multidisciplinary victim-serving organizations, starting with a smaller core group during planning, and expanding it during implementation. There should be time built into the process so that partners can learn about each other and develop relationships. All project goals, decisions, and milestones should be documented on a regular basis to ensure smooth transitions between staff, and, if possible, stipends should be provided to partner organizations to ensure continued engagement and participation.

Services

Victims most often required civil legal services followed by family law and immigration services. This mirrored the most common services that were provided, which were civil legal services followed by immigration and then family law. On average, victims that participated in the Crime Victim Survey were satisfied with the services they received, their interactions with staff at the service organizations, and with the way their needs were handled by service organizations. Victims who received help filing papers, legal representation, or information about the legal system had the highest ratings of satisfaction. Victims felt satisfied with their emotional well-being after receiving services, including that the services they received helped them deal more effectively with the impact of their victimization, improved sense of safety and security, contributed to their ability to recover, empowered them, taught them skills to better manage their life and improved their understanding of their rights. Victims were slightly less positive about the effect services had on their well-being in relation to tangible supports, such as being satisfied with



transportation services, financial support, housing situation, employment opportunities, health needs, and immigration concerns.

Crime Victims

Combined the sites served over 4,900 crime victims and provided more than 6,500 services. The number of victims served by network ranged from about 375 to about 2,400, and on average victims received 1.86 services. An overwhelming majority of the victims served across all networks were female, had experienced domestic violence, and were between 25-49 years old (59.5 percent), with only 3.1-percent falling under the age of 17. Victims represented a wide variety of races, with 36.3 percent White, 24.6 percent Asian, 15.9 percent Black, 4.2 percent Native American, and 3.2 percent Other. About half of the victims' preferred language was English (53.6 percent), followed by Spanish (21 percent), and other languages (12.6 percent).

Goals

The Office for Victims of Crime² defined the goal of the demonstration project “to develop a comprehensive, collaborative model for delivering wraparound legal assistance services to crime victims to meet all legal needs that arise in connection with their victimization.” Each site took this overarching goal and developed their own network specific goals. While each site had unique goals, there were some common themes such as improving service provision, training/educating service providers, improving referral processes, reaching underserved victims, and building collaborative relationships. Each site was able to meet their goals throughout the course of the project.

Sustainability

None of the sites appeared to have a formal sustainability plan in place; however, partners did express moderately positive ratings for the ability of the networks to be sustained, including the fact that the project had champions who were advocating for the networks actively. On average, the grantee in each site indicated that there was a sustainability plan, but the network partners were less sure, with numerous partners within each site stating that they were not aware of or not involved in the sustainability planning process. All of the sites did feel that, at the very least, the relationships built among network partners would be sustainable and that referrals would continue. In order to fully sustain the networks, most sites noted that additional funding was needed to support the salaries of the service providers. The sites dealt with the need for additional funding by applying for grants to allow for pieces of the networks to continue, including Victims of Crime Act (VOCA) funding, and federal, state, and private grants.

Blueprint

Based on the findings from this evaluation, sites that are looking to develop a wraparound victim legal assistance network of their own should focus on these main areas:

² Office for Victims of Crime. (2012). *FY2012 Wraparound Victim Legal Assistance Network Demonstration Project*. Washington, DC: Request for Proposals. Retrieved from: ovc.gov/grants/pdf/txt/FY2012_WraparoundVictimLegalAssistance.pdf





Determining the funding needs: What are you going to need and how much is it going to cost? Think about staffing, consultants, the amount of time it will take to conduct different pieces and attend meetings, the equipment needed, and any meetings or events.



Selecting network partners: Make sure the right leaders, partner organizations, and research partner are at the table.



Determining network structure: Are there going to be MOU's or signed contracts? How will decisions be made? How often and where will meetings take place?



Conducting a needs assessment: Conduct background research on victims of crime and service needs in the area. Identify gaps in crime victim service provision and any best practices already in place.



Developing the implementation plan: What makes the most sense for the victims and service providers in your area? Some network components include a case navigator model, a hotline, language access plans, and a website or online portal.



Expanding the network: When and how should you expand your network? Identify gaps in service delivery or geographic area and include providers to address them.



Maintaining engagement and collaboration amongst the partners: Make sure partners are staying engaged in the project through network meetings, trainings, and continuous communication.



Evaluating the network: Evaluate the implementation process to identify and address any challenges. Evaluate the program to continuously improve the process and services provided.



Sustaining the network: Build sustainability planning into the program from the very beginning. Think about what the project is funding and what will happen to those pieces once funding ends (e.g., staff, service provision, website updates, meetings).

Conclusion

Overall, the national evaluation demonstrated that each site was able to successfully develop and implement a network unique to the needs of their community. This project shows that collaborative legal networks can offer both emotional and tangible supports for people who have experienced victimization and that there is a strong interest among service providers to join similar networks. Future research should explore the long-term impacts of the networks on service delivery to crime victims and levels of collaboration amongst providers.

CHAPTER 1.

Introduction

The immediate and long-term consequences of a crime can be devastating, and can impact victims physically, psychologically, financially, socially, and spiritually. These effects can entail a complex range of legal needs, including needs that victims may not identify as having a legal remedy. Despite research indicating that victims are in great need of legal assistance, such services are often unavailable, and when they are available, they are provided through a disparate patchwork of providers.

The Office for Victims of Crime's (OVC) strategic initiative report, *Vision 21: Transforming Victim Services*, discusses the need for a more holistic response to victims to ensure that critical needs do not go unmet (OVC, 2013). One critical pillar OVC identified is that, despite progress that has been made in advancing victims' rights enforcement and addressing victims' legal needs, there are significant barriers that still inhibit victims from accessing comprehensive legal services.

In response to these findings, OVC created a new demonstration grant program, the OVC Wraparound Victim Legal Assistance Network (OVC WVLAN) Demonstration Project, to address the legal needs of victims, not by disparate organizations, but by legal networks that use a holistic, wraparound approach. The original four-year demonstration, which was increased to six years, included two phases: (1) a 15-month phase for planning, designing a new service delivery model in collaboration with local partners, and conducting a needs assessment, and (2) a second phase for grantees to implement the model as designed. The program originally funded six sites to plan and implement a new model of legal assistance for victims:

- Alaska Immigrant Justice Center (entire state of Alaska)
- Council on Crime and Justice (entire state of Minnesota)³
- Legal Aid Foundation of Los Angeles (Los Angeles County, California)
- Lone Star Legal Aid (72 counties in East Texas)
- Metropolitan Family Services' Legal Aid Society (Cook County, Illinois)
- Rocky Mountain Victim Law Center (City of Denver, Colorado)

The new wraparound service delivery models were expected to facilitate the implementation of wraparound pro bono legal assistance networks to provide legal services to victims. Because victims often receive legal services from a variety of uncoordinated organizations (e.g., victim legal clinics for help with enforcing rights, and legal aid offices or law school clinics for help with other specific civil legal needs), successful, integrated networks may be better able to provide a wide array of legal services from a single, coordinated system. The demonstration grant requirements included: creating and actively engaging a steering committee, working cooperatively with technical assistance provider(s) as needed, and employing a local research partner to help perform the needs assessment and work closely with the evaluation team. Successful models were also expected to be replicable in other communities.

³ The Minnesota demonstration project was moved to the 2014 cohort and was removed from the national evaluation.

In coordination with this initiative, the National Institute of Justice (NIJ) awarded a concurrent grant to ICF to assess the OVC WVLAN Demonstration Project. In addition to providing critical information about the outcomes of this government funding, the evaluation also helps to expand knowledge on legal assistance for victims in general, given the limited number of empirical studies currently existing in the literature.

The report's first chapter begins with a discussion of victims' needs in the criminal justice and civil legal systems, an overview of existing avenues for legal assistance, and presents limitations of these existing services. Chapter two describes legal mechanisms and remedies for crime victims. Footnotes at the beginning of each chapter describe how information was gathered for each, respectively. The remaining sections of this report provide more specific information on how each individual network developed, findings from the national evaluation by site and overall, a blueprint for building a new network, and recommendations for OVC and NIJ.

Background on Victims' Legal Needs and Services

Crime victims are faced with a varied range of legal needs following victimization, ranging from asserting their rights as victims in criminal proceedings to a number of sweeping civil legal needs. These legal needs can be specific to the type of victimization (e.g., immigration assistance for human trafficking victims) or demographics of the victim (e.g., divorce assistance for a victim of intimate partner violence). The need for more holistic and comprehensive services to address these needs is apparent; however, existing services encounter several difficulties in meeting these needs due to victims' low awareness of legal remedies and services, service capacity limitations, unique challenges regarding accessibility, and limited training and understanding of victim issues.

This section reviews the legal needs of victims in the criminal justice and civil systems, existing services and programs to address these needs, as well as some of the barriers and limitations to these services.

Victims' Legal Needs in the Criminal Justice System

Victims whose crimes come to the attention of law enforcement may require legal assistance enforcing their rights as they proceed through the criminal justice system. Under current law, when an offender is charged with a crime, the victim is not a party in the criminal case against the offender because the crime is considered to be committed against the state. Relevant case law and the Federal Rules of Evidence largely exclude victims from the criminal justice process, apart from their role as a complaining witness for the prosecution (*Linda R.S. v. Richard D.* 410 U.S. 614, 1973 and FRE 615). This can be confusing for many victims who often assume or believe that prosecutors are acting on their behalf rather than the state's.



In 1980, Wisconsin became the first state to pass a Crime Victims' Bill of Rights, guaranteeing victims' rights within the criminal justice system. Following this, in 1982, President Ronald Reagan formed the President's Task Force on Victims of Crime, significantly raising the profile of crime victims and their lack of rights within the criminal justice system. The recommendations put forth by the Task Force ushered in a wave of federal and state legislation, and 32 amendments to state constitutions addressing victims' rights (Herrington et al., 1982).

Victims' rights laws have practical and important implications for victims. In rape cases, for example, the defense attorney may subpoena a victim's medical and mental health records in an effort to uncover information that could discredit a victim's allegation of rape. Victims' rights legislation allows victims to respond to requests for medical and mental health records by filing a motion to quash (i.e., suppress) the subpoena on the basis that it violates a victim's right to privacy. Similarly, it is not uncommon for intimate partner violence (IPV) offenders, or the offenders' family members, to try and intimidate or harass victims prior to them testifying in criminal court. Victims' rights legislation affords a victim serving as a witness in a criminal case the right to be free from intimidation and harassment. In an effort to enforce this right, many courthouses have established separate rooms where victims can wait prior to and after their testimony. In addition, victims seeking protection orders against abusive partners are often provided with a court bailiff or sheriff's deputy to escort them while leaving the courthouse.

Despite the progress that has been made to pass legislation that protects victims' rights within the criminal justice system, the ability to enforce these rights remains challenging. Under current legislation, victims often do not have legal recourse if their rights are not enforced or are violated. For example, if a victim wants restitution and the restitution order was not included as part of the judgment and conditions of sentencing, there is no legal mechanism or authority for the victim to go back to court and ask for restitution. In response to this fundamental flaw of unenforceability in victims' rights legislation, a few states have passed legislation that provides victims with a means of redress when their rights are violated (OVC TTAC, 2011). Such legislation, however, is not widely adopted and is subject to interpretation by the courts, depending on whose interest is being asserted and the impact it may have on defendants' rights.

Victims involved in the criminal justice system may also require independent *defense* legal assistance for problems encountered through participating in the criminal justice process or for accusations of criminal offending related to their own victimization. For example, if a victim changes or recants previous testimony, they could potentially be charged with perjury. Similarly, for some crimes, such as IPV, it is not uncommon for victims to not want to testify against their offenders. In order to compel a victim to testify, the prosecutor may hold the victim in contempt of court and request jail time for the victim and/or a fine. In addition, victims risk incriminating themselves through testimony if they have committed crimes either as part of or outside of their victimization. Victims of human trafficking, for example, may incriminate themselves if they admit

Common Victims' Rights

Although actual rights vary by jurisdiction, the National Crime Victim Law Institute (NCVLI) posits that there should be 12 common victims' rights to:

1. Due process, fairness, dignity, respect, and privacy;
2. Notice of criminal justice events (e.g., hearings);
3. Be present at the trial and criminal justice proceedings;
4. Be heard (e.g., a statement to the court);
5. Reasonable protection from the defendant;
6. Restitution;
7. Information and referral;
8. Apply for victim compensation;
9. Proceedings free from unreasonable delay;
10. Confer with the prosecution (e.g., to speak to the prosecutor before a plea agreement is reached);
11. Copy of the presentence report and transcripts; and
12. Standing and remedies.



to recruiting other victims while they were being trafficked. According to the Trafficking Victims Protection Act, minors who are found to be engaging in prostitution are considered victims of human trafficking; however, these victims are often charged with prostitution and adjudicated (Department of Justice, 2017; Mir, 2013). In cases of IPV, victims who injure or murder their abusers in acts of self-defense may be criminally charged. In addition, an abuser may file an order of protection against the victim to discredit the victim's testimony and raise the possibility that the victim will also be charged with IPV. Furthermore, a victim of identity theft may become the subject of a lawsuit, face other criminal proceedings, or be arrested for crimes others committed under the victim's identity (Harrell, 2019). It is important for victims to have access to quality legal counsel to protect themselves effectively against the legal consequences and criminal charges they may face as a result of victimization (AEquitas, 2010; Redress, 2015).

Victims' Legal Needs in the Civil Legal System

Because victimization can have such a broad impact on a person's life, legal and victim advocates should be aware of potential concerns that may have legal remedies outside the arena of a criminal case. The 2011 OVC Report to the Nation (OVC, 2011) recognized the changing landscape of victims' legal needs and identified emerging areas where victims are currently underserved. In particular, immigration legal assistance for human trafficking victims, assisting victims of identity theft, and providing culturally competent services to LGBTQ victims are among those identified in the report (OVC, 2011). In reality, the potential legal needs of victims are so extensive and wide-ranging that they can touch every facet of a victim's life (a more detailed overview of the many areas where civil legal needs may arise provided in the next section). While experts identify many common legal needs for victims, there is little empirical work on this topic to outline victims' legal needs in a systematic manner. One empirical study on legal needs focuses on civil legal problems

Civil Legal Need Examples

- **Safety:** Civil protection orders (CPO) are designed to protect victims regardless of whether there are criminal charges pending (Hartley & Renner, 2016; Mindlin & Reeves, 2005). Another safety need could be obtaining an identity or name change, which can be a complex and difficult process with a host of additional civil legal issues, such as child support collection, distribution of marital property, access to welfare, and other economic self-sufficiency issues. (Hartley & Renner, 2016; Mindlin & Reeves, 2005).
- **Employment:** Victims may need help obtaining leave from work to settle legal matters stemming from the crime and to pursue care and recovery for physical or mental health-related injuries sustained following a victimization (Mindlin & Reeves, 2005; Vasquez, 2017). If the victimization occurs at the victim's place of work, a victim may require legal assistance to negotiate alternate work schedules (e.g., if the offender is a co-worker) or obtain workplace protection orders.
- **Financial Resources:** Victims may need legal assistance in order to collect child support, obtain government benefits and services, or address issues related to abusive debt collection, scams, and bankruptcy (Legal Services Corporation [LSC], 2009).
- **Education:** Students who have been victimized at school or by someone at their school may require legal assistance in order to transfer to another school (Mindlin & Reeves, 2005).
- **Housing Needs:** Victims may need to move or relocate following their victimization and may require legal assistance with issues such as early lease termination, requesting public housing transfers, addressing utility problems, and avoiding foreclosure or eviction (Ehrhard-Dietzel, Gross, & Siwach, 2017; LSC, 2009; Mindlin & Reeves, 2005).
- **Family Law:** Victims of intimate partner violence may need legal assistance for custody or visitation representation, to obtain a divorce, and/or other spousal and child support matters (Vasquez, 2017; Ehrhard-Dietzel, Gross, & Siwach, 2017). It is not uncommon for offenders of intimate partner violence to use the courts to further abuse their victims, by challenging custody, child support, and visitation arrangements (Miller & Smolter, 2011).



facing low income residents, including victims of crime, in seven states (Legal Services Corporation [LSC], 2009). These independent, survey-based studies were conducted to determine the legal needs of low-income individuals residing in each state and to ascertain the extent to which these legal needs were being met. Though the studies were conducted independently, the surveys identified consistent legal needs of this population. These needs were related to housing, such as foreclosure, eviction, and utility problems; consumer issues, such as abusive debt collection, scams, or bankruptcy; family problems, such as divorce or child custody; health care needs, such as disputes over charges or access to services; and obtaining government benefits, such as applying for welfare or other assistance programs (LSC, 2009). Overall, these issues were found to be the most common among *low income* households, which is a limitation of these data, as different types of victims may have more specialized civil legal needs. Despite resulting from the victimization, the civil legal needs of victims may be overlooked as a result of their not being directly linked to the criminal justice process. In fact, in 2016, New York's Permanent Commission on Access to Justice program identified that only 37 percent of the 1.2 million New York residents with 3+ civil legal problems received adequate services. Lack of contact with formal victim service programs or difficulty accessing these programs continues to create a service gap that impacts victims of violence (Ehrhard-Dietzel, Gross, & Siwach, 2017).

Addressing the Legal Needs of Victims

Without a legal advisor, victims may rely on (1) the assertion of the victims' rights by the prosecution, and (2) *pro se* legal representation, where the individual represents him or herself; however, according to the National Crime Victim Law Institute (NCVLI), these remedies are ineffective, in part because self-representation by non-lawyers is historically ineffective, and because defense attorneys, judges, and prosecutors are not charged with the primary responsibility of protecting victims' rights. Therefore, representation by an attorney working on behalf of the victim shows the most potential for protecting victims' rights (NCVLI, 2011). Furthermore, attorneys can assist victims with civil legal needs outside of the court case that are unlikely to be addressed through the criminal process. Access to legal counsel can have a tremendous effect, not only in terms of victim outcomes, but possibly on the overall crime rate as well. In 2013, the Bureau of Justice Statistics (BJS) reported that the incidence of serious inter personal violence against females declined by 72 percent between 1994 and 2011 (Catalano, 2013), and some researchers have linked this decrease to the increasing number of available legal service programs (following the passage of the Violence Against Women Act) (Farmer & Tiefenthaler, 2003).

Victim advocates can play an important role in helping victims identify legal needs and navigate the various systems by providing information and referring them to local attorneys or other legal resources that are victim-centered and may be able to assist them. Community-based victim advocates play a vital role by maintaining a strong knowledgebase of victims' rights within the criminal justice and civil legal jurisdictions in which they work (OVC TTAC, 2011). Unlike victim advocates in the criminal justice system, those that are community-based are not serving the prosecutor's office and therefore can engage in supportive activities against the court.



Existing Legal Services

There are multiple avenues for victims to obtain legal assistance for both rights issues and civil legal needs. Legal assistance services can take many forms, including private representation, legal aid, Access to Justice Commissions, pro bono attorney networks, and law school legal clinics.

Because many individuals cannot afford private legal representation, legal aid organizations provide low income individuals with access to civil legal services. Legal aid organizations often address a wide range of general legal issues, such as family law (e.g., protective and restraining orders, custody-related issues); housing and foreclosures (e.g., landlord-tenant disputes); consumer issues (e.g., lender and debt-related issues); and income maintenance (e.g., compensation from private employers, government benefits). Many, but not all, legal aid organizations are financially supported by the Legal Services Corporation (LSC), which was established by the Legal Service Corporation Act of 1974 (Public Law 93-355 93 Congress, H.R. 7824). In 2018, LSC provided \$410,000,000 in funding to 133 local legal aid programs, providing services out of 843 offices (LSC, n.d.). Under LSC regulations, LSC-funded services cannot assist individuals who live in households with annual incomes above 125 percent of the Federal Poverty Guidelines or who are undocumented immigrants (except for victims of dating, intimate partner or sexual violence, human trafficking, or stalking). LSC-funded legal aid organizations also have a number of other restrictions that constrain whom and in what form they can help.⁴

Legal Aid Services

- **Advice and counsel**, including assistance to prepare the victim to represent themselves *pro se*.
- **Assistance completing and filing legal documents**, such as applications for crime victim compensation.
- **Negotiating on behalf of the victim**, including negotiating with the victim's landlord in housing disputes.
- **Full representation**, meaning that a legal aid attorney would appear in person to represent the victim in court.

In addition to private attorneys and legal aid, there are additional pro bono or low cost resources that victims may use to alleviate their legal needs. Access to Justice Commissions are local coalitions that promote the accessibility of the legal system to individuals of low and moderate income in the jurisdiction (usually the state). As part of these efforts, the commissions may fund or coordinate pro bono or low cost legal resources in the state. Over the past three decades, several pro bono attorney networks have been established to facilitate the provision of pro bono services. These networks are generally organized by geographical and interest areas, and facilitate pairing the needs of victims with the expertise of attorneys willing to provide pro bono assistance. Furthermore, law schools hold legal clinics to help train law students and provide pro bono legal assistance.

While these existing legal resources typically do not serve victims of crime specifically, they have become increasingly savvy about screening for certain types of victimization, such as IPV and, in some areas, sexual violence. As victim service providers increasingly develop relationships with their local county bar associations and other legal service providers, more victims are finding help for their legal problems. Similarly, many larger national legal service organizations that provide

⁴ LSC-funded organizations cannot serve prisoners or persons evicted from public housing for having criminal charges of selling or distributing illegal drugs. They also cannot bring civil suits or habeas corpus actions (i.e., challenges to criminal convictions); participate in abortion litigation; lobby the government or influence census-taking; participate in political, redistricting, or welfare reform activities; or provide criminal defense representation, except for minor offenses in tribal courts.

training and technical assistance are presenting holistic models of service provision that address victimization and a range of civil legal needs (ABA, 2008).

Limitations of Existing Services

One of the primary issues hindering the provision of legal services to low income individuals is the capacity constraints of meeting the large amount of need. LSC studies document a “justice gap” where a large instance of low-income individuals will not be provided the civil legal assistance they need. In 2009, LSC estimated that one individual is turned away for every person served through LSC-funded programs, resulting in almost one million individuals being rejected every year (LSC, 2009). The LSC 2017 report on the justice gap determined that 86 percent of civil legal needs were inadequately met or not met at all. In addition, despite infrastructure aimed at supporting the involvement of private attorneys, there is general recognition that pro bono services cannot meet the vast legal needs of all low-income individuals (ABA, 2013b). The lack of available legal services means that less than 20 percent of legal problems experienced by low income individuals are addressed by any type of legal service provider (LSC, 2017). In terms of victims, advocates have reported that acquiring civil legal aid proves to be the largest service gap for victims of IPV in California (Warnken, 2012).

Furthermore, LSC researchers found that only 20-48 percent⁵ of surveyed individuals were aware of free legal aid and/or lawyer referral programs (LSC, 2009). Often, individuals become informed about free legal services after they seek assistance from the police or another type of victim service agency. Therefore, knowledge of free legal services may depend largely on the victim's willingness to report the crime; however, the National Crime Victimization Survey (NCVS) has continuously illustrated that most crime goes unreported (Langton, 2012), and that only 9 percent of victims of violent crime receive assistance from victim service agencies (Langton, 2011). Even when victims do report their victimization to law enforcement, they are not always provided with comprehensive information about available services. A 2008 study found that officer perceptions of the victims, supervisors' reinforcement of the importance of providing information, officer education, and other critical factors predicted the frequency with which law enforcement officers informed victims of available services (in this case, compensation programs) (Justice Research and Statistics Association, 2008). According to the 2017 NCVS, only 45 percent of violent victimizations and 36 percent of property crimes were reported to police. This nationally representative survey found that victim service agencies assisted in only 8 percent of these violent victimizations (Morgan & Truman, 2018). Therefore, it is likely that *most* victims are not receiving the information and referrals they need.

⁵ In Utah, only 23.6 percent of those surveyed were aware of free legal assistance programs. In Wisconsin, only 37 percent were aware, and only 20 percent were aware in Alabama. Of those surveyed in Nevada, 33 percent were aware of free civil legal assistance, and 47.7 percent of those surveyed in Georgia were not aware of legal services or attorney referral services.

A 2018 publication in the *Police Chief* magazine, authored by Heather Warnken, looked at how the current data from law enforcement agencies can inform us about law enforcement-based victim services. The article explored the most recent BJS data available on law enforcement policies regarding victim services and discovered that only 13 percent of agencies reported having a specialized unit dedicated to victim services, and only 12 percent reported having designated victim assistance personnel. While the majority of agencies reported having some policies or training pertaining to victim assistance, 20 percent of agencies reported having nothing formal related to victim assistance within their department (Warnken, 2018). While 32 percent of agencies reported having partnerships with external victim service providers, there are no data currently available on the type or efficacy of these partnerships. Looking forward, BJS, in conjunction with OVC, will be collecting more data on law enforcement relationships with victim service providers to better understand the landscape of these partnerships and how victim assistance can be improved with law enforcement participation (Warnken, 2018). Additionally, research shows that the lack of anonymity in rural and tribal communities hinders victims' willingness to inform law enforcement and seek services following a victimization (Grossman, Hinkley, Kawalksi, & Margrave, 2005; Melton & Chino, 2009; OVC, 2011). In addition, the lack of public transportation, internet, and phone services further hinder the extent to which victims are able to access the limited services that are available in these large, often remote geographic areas (Grossman et al., 2005; Melton & Chino, 2009; Office for Victims of Crime, 2011; Yun, Swindell, & Kercher, 2009). In 2014, a Mississippi study of rural victim advocacy issues utilized in-depth interviews to map out victim work in rural areas. These data echoed the aforementioned problems, citing lack of transportation, poverty, lack of funding, and lack of privacy among the major problems facing rural victims' relationships with advocates (Globokar et al., 2019).

In tribal communities, unique jurisdictional and cultural issues also hinder victims' abilities to access free or affordable legal services. When a crime occurs on tribal land, tribal, state, and federal criminal justice agencies often have varying and sometimes overlapping jurisdictional oversight (Melton & Chino, 2009; Robertson, 2016). Depending on the community and the jurisdictional location of the case, victims in tribal communities may be able to seek legal services through local legal aid organizations, law school clinics, or law firms, some of which specialize in cases involving tribal communities; however, the legal resources available for tribal victims are often limited, and may not be able to meet all of the complex needs of this population.

Similar to victims in tribal and rural communities, a number of unique barriers hinder the extent to which immigrant victims are able to access legal services. A Tennessee study of undocumented male migrant

Tribal Jurisdictions

Tribal laws and jurisdictions are complex because tribal authority and legal systems varies across the nation. Today, there are more than 550 federally recognized tribes in the United States, each with its own unique judicial system (Bureau of Indian Affairs, 2013). Some American Indian populations may fall within the scope of federal and state jurisdiction only (e.g., populations that reside primarily in areas outside of designated tribal land). Those who reside on designated tribal lands, however, may fall under federal jurisdiction and the jurisdiction of their own tribal government. Some tribal judicial systems mirror the U.S. justice system, while others have maintained their indigenous structures. These systems operate under tribes' written and unwritten codes of law that include customs and traditional practices based on oral history. Jurisdictional oversight is generally dependent on the race of the victim, the race of the offender, the location of the offense (criminal), the severity of the offense (criminal), and the source (i.e., location) of the claim (civil). Different combinations of these factors result in different jurisdictional oversight (Mindlin, & Reeves, 2005). Further complicating jurisdictional oversight, in 1953, the Federal Government passed Public Law 83-280 (commonly referred to as Public Law 280), transferring civil jurisdictional control from the federal to state governments in some, but not all, tribal territories.



workers found that these individuals were less likely to report victimization, thus lessening the potential for legal services to be provided because of the fear of deportation (Bucher, Manasse, & Tarasawa, 2010). Similarly, recent studies have indicated that immigrant women who are victims of IPV are less likely to report their victimization due to fear of deportation (because they may be relying on their abuser for their legal right to remain in the United States) or because they are unaware of available victim services in the United States (Raj & Silverman, 2002). Even if an immigrant victim seeks help, there are two primary barriers to service: the lack of available or appropriate translation and culturally competent services, and the programs' eligibility restrictions. Restrictions on the types of immigrants legal service lawyers are authorized to represent are confusing and multi-faceted, which has resulted in fewer free legal aid opportunities for immigrants. For example, a multi-faceted set of regulations restrict the types of immigrants LSC-funded organizations can serve. Technically, LSC organizations can only serve U.S. citizens, with limited exceptions for Lawful Permanent Residents, holders of H2A and H2B worker visas, and eligible victims. This results in immigration cases forming a small percentage (only 0.6 percent) of LSC-funded programs' caseloads (Heeren, 2011).

Programs Dedicated to Addressing Victims' Legal Needs

To address some of these known limitations, a number of federal programs have evolved to try to better meet the legal needs of victims. In 2004, recognizing the importance of individual legal representation for crime victims, NCVLI, with funding from OVC, established the Network of Victims' Rights Enforcement Clinics (NCVLI, 2011). This Network consisted of pro bono legal clinics in 12 jurisdictions across the country, with the goal of ensuring the enforcement of victims' rights through direct legal assistance to victims in the criminal justice system (NCVLI, n.d.). In 2010, the Network represented more than 760 victims; filed more than 430 legal pleadings; and leveraged more than 8,600 pro bono attorney and law student hours to provide legal assistance to victims (NCVLI, 2011).

A National Institute of Justice (NIJ)-funded process evaluation of the NCVLI legal clinics generally found that the legal clinics were "beginning to fulfill the intentions of their architects and funders..." and that "...all of the clinics have pushed the envelope of victims' rights in their state courts" (Davis et al., 2009). Despite gaining critical victories along a broad spectrum of victims' rights issues (e.g., rights to be present, submit a victim impact statement, and restitution), the evaluation noted that victims' limited standing in court has remained the principal barrier to enforcing victims' rights. Additionally, the courts faced other challenges, including resistance to change on the part of prosecutors and judges, clinic staff turnover and inexperience, and high demand for services beyond the clinics' capacity. The original vision for the project included the widespread use of pro bono attorneys and law students to offset some of the costs; however, given the specialized nature of asserting victims' rights in criminal cases, many of the pro bono attorneys and law students lacked sufficient training and knowledge to provide adequate assistance. Perhaps the most significant impediment to success was sustainability. With insecure federal funding and scarce opportunities to secure nonfederal funding, all of the clinics included in the evaluation, except for Idaho, reported that they would not be able to sustain their program without the federal grant. Interviews with criminal justice officials indicated that long-term sustainability of clinics would likely require states to leverage existing or new offender fines or locate additional federal funds specified for victim legal assistance (Davis et al., 2009).

Some of these same challenges were also cited in an evaluation (ILJ, 2005) of the Office on Violence Against Women's (OVW) Legal Assistance for Victims (LAV) program. OVW first funded the LAV program in 1998 to provide low cost representation of IPV victims in civil proceedings. In 2000, this purpose was expanded to include services for victims of sexual assault, stalking, and



dating violence. While the program was found to be successful at providing high quality and low cost civil legal services to underserved victims, there remained an unmet need for attorney representation and other legal assistance to victims who were unable to pay legal fees due to poverty or restricted access to financial resources. For this reason, the evaluation recommended continued funding of the LAV program, as well as increased funding to meet the needs of those victims who are unable to pay legal fees. In addition to funding challenges, the evaluation stated that 40 percent of grantees reported difficulty in recruiting and retaining attorneys (ILJ, 2005).

The Services, Training, Officers, Prosecutors, Violence Against Women Formula Grant Program (STOP Program) from OVW attempts to cultivate multidisciplinary teams that involve the prosecutor's office, courts, law enforcement, community-based legal advocates, and civil attorneys. While these networks are mostly relevant to the criminal justice system (as opposed to other civil legal needs), they also facilitate the development of relationships with those in the community concerned about access to justice, offender accountability, and the rights of crime victims. Moreover, the presence of IPV victims in both the civil and criminal justice systems has facilitated the need for IPV service providers to become proficient in establishing meaningful referral networks involving local bar associations and legal aid offices. In turn, this capacity has evolved into creating diverse legal networks to meet the needs of their clients, such as immigration assistance, bankruptcy, identify theft, and the enforcement of rights.

Presently, OVC is conducting a national initiative to improve legal assistance to victims of crime. Through OVC TTAC, the Legal Assistance for Crime Victims initiative is expected to create an "integrated and independent national network of pro bono legal assistance providers" for crime victims by developing victim-centric training and technical assistance programs for pro bono attorneys across the country, and create a national database of pro bono legal specialists who can be called upon depending on the legal needs of victims who request services (OVC TTAC, 2013).

These federal initiatives have helped expand legal assistance to victims and offered important lessons to the field for how to identify and meet the legal needs of victims; however, these efforts have faced implementation (e.g., retention, specialized training) and sustainability challenges. Some programs only focused on certain victim subpopulations, and others address rights assertion in the criminal justice process rather than a wider range of legal needs. OVC's latest WVLAN demonstration was intended to address some of these issues by focusing on the *comprehensive* legal needs of *all* victims and building in an intensive planning period to best position grantees for successful implementation.

Legal Mechanisms and Remedies for Crime Victims⁶

To illustrate *how* attorneys can help victims in different situations, this section provides information on the legal remedies available to victims of crime broadly, as well as discusses distinctions within the five demonstration sites⁷ specifically. It defines key legal terminology (see sidebar), describes relevant state and federal law, and briefly portrays how various remedies are accessed across different legal systems, using different legal mechanisms. After providing an overview of the criminal justice system and victims' rights within this system, a discussion follows on the civil legal mechanisms and remedies to assist victims.

Please note that the following discussion of potential legal remedies is not exhaustive, nor is it intended to serve as a resource for attorneys working with crime victims. Instead, it provides a brief overview into the systems within which the demonstration sites operate, focusing on federal and state jurisdictions only. The section discusses the framework for legal remedies, which may differ from the on-the-ground practice realities. Furthermore, the following information is limited to adult victims and offenders and does not address the myriad of legal and jurisdictional issues presented when minors are involved (e.g., custody or guardianship issues).

Key Terminology

- **Legal remedy** is an action ordered by the court to address injury or harm caused by another, which seeks to enforce the injured party's rights (e.g., enforcing a right, imposing a penalty, making a ruling).
- **Relief** is the assistance or redress sought by the victim from the court, such as financial assistance or injunctive relief (i.e., the courts' ability to order another party to do, or refrain from engaging in specific actions).
- **Standing** refers to the right or capacity of an individual to initiate (and sometimes participate in) legal proceedings.
- **Legal mechanisms** include: laws at the federal, state, local, and tribal levels; case law (i.e., previous court decisions regarding the application of laws); jurisdictional requirements; and rules and regulations (e.g., court procedures).

Infrastructure for Addressing Victims' Legal Needs

The diversity of victims' legal needs may require resolution in multiple, layered legal systems. Legal systems within the United States operate in jurisdictions, which are defined geographic areas that have authority to determine different legal issues. These occur at the local (i.e., municipal or county), state, federal, and tribal level (see sidebar on p. 9 for more information about tribal jurisdictions). Within each jurisdiction there may be several different types of legal systems (e.g., administrative,⁸ immigration, criminal, and civil), and these different legal systems operate according to specific court rules and procedures, jurisdictional requirements, professional licensure, ethical obligations, and state and federal laws. Consequently, there may be different mechanisms and remedies available to victims within each system, and one system may require that the other system's remedies are all exhausted before enabling the victim to pursue legal

⁶ To review the legal mechanisms and remedies for crime victims, ICF searched attorney manuals for victims' rights and civil legal aid; conducted searches of state and federal statutes; and reviewed relevant literature.

⁷ Minnesota was removed from the discussion as it was not included in the national evaluation.

⁸ Administrative law is agency-based and involves rulemaking, regulation, and adjudication. For example, if an applicant is denied crime victim compensation, they may be able to appeal the decision in administrative court. Administrative law also overlaps with many legal matters.



remedies in a new system. Although holistic legal needs of victims interact with many systems, this discussion will focus primarily on the criminal and civil legal systems.

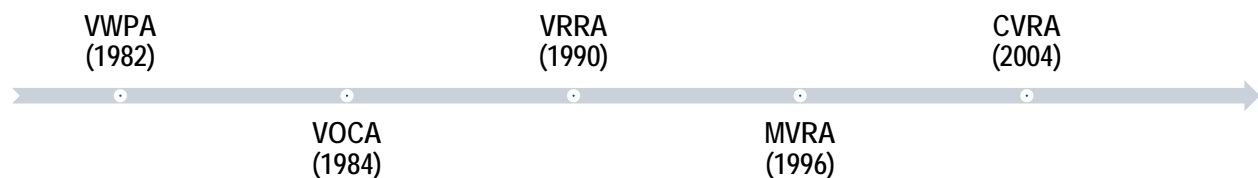
Mechanisms and Remedies in the Criminal Justice System

Some of a victim's legal needs may be relevant to his or her criminal case and will require resolution in the criminal court system. As discussed previously, the victim's unique position as a primary complainant or complaining witness has implications on the victim's rights and experiences, including the fact that the victim is not a party to the case against the defendant and traditionally does not have standing in the criminal proceedings. In addition, a victim may be unaware that their personal interests may be different from the obligations of criminal justice practitioners. Because the prosecutor does not act on behalf of the victim, in some instances, the victim may have a conflict of interest with the prosecutor. In the worst scenarios, this conflict can result in the victim feeling re-victimized by participating in the criminal system (as previously described). In the past 30 years, there has been a growing awareness about the lack of victims' rights (as well as mechanisms to enforce rights) within the criminal system. Due to the victims' rights movement, the past few decades have seen legislation passed at both the federal and state levels to expand victims' rights, providing important tools for attorneys trying to assist victims.

Federal Laws Supporting Victims' Rights

Five pieces of key legislation form the backbone of victims' rights and also outline related services to better respond to victims' experiences in the criminal system (see figure below). It should be noted that federal law applies to crimes that are tried in federal court only; however, federal law may also provide funding support, normative standards, or incentives for states to adopt similar standards for cases tried at the state or local level.

Timeline of Victims' Rights Legislation



The same movement that led to President Reagan's Task Force on Victims of Crime (which examined the status of victims in the criminal justice system) also resulted in Congress passing the federal Victim and Witness Protection Act (VWPA)⁹ in 1982. This law amended the Federal Rules of Criminal Procedure to require a pre-sentencing report outlining the financial, physical, psychological, and social impact of the crime on the victim; this established the victim impact statement, which is prepared by the probation department and filed with the federal trial judge. In addition, VWPA provided for victim protection (e.g., a separate waiting area) and expanded victim and witness protection programs and emergency funding. VWPA also authorized the federal court to order the offender to pay restitution as a component of sentencing.

⁹ Victim and Witness Protection Act, Pub. L. No. 97-291, 96 Stat. 1248 (1982).

In 1984, Congress passed the Victims of Crime Act,¹⁰ establishing federal funding for state-administered crime victim compensation (CVC). Prior to VOCA, victim compensation was only available in some states, with California establishing the first program; and Colorado, Illinois, and Minnesota also establishing programs before VOCA. VOCA expanded funding to all 50 states, increased funding for state CVC programs, and expanded eligibility criteria (Daigle, 2012).

The Victims' Rights and Restitution Act (VRRRA)¹¹ was passed in 1990. VRRRA describes services—such as information about restitution, general education about criminal justice system logistics, referrals for victim services, covering the cost of a sexual assault examination, and information about restitution—that the criminal justice system should provide to the victim as soon as possible after the detection of a crime so long as the services do not interfere with the investigation.

Building upon both the VWPA and VRRRA, the Mandatory Victim Restitution Act (MVRA)¹² was passed in 1996. This piece of legislation required mandatory restitution for violent federal crimes, as well as some specified additional crimes. Restitution could also cover an amount equal to the cost of necessary medical and related professional services, such as counseling, as well as reimbursement for income lost as a result of the crime. Additionally, restitution could apply toward the costs of lost income, childcare, transportation, and other expenses incurred during participation in the investigation or prosecution of the offense. In the event of the death of the victim, restitution could cover the funeral and related expenses. MVRA also provided for a return of property to victims.

Restitution and Crime Victim Compensation

- *Restitution* is repayment for the harm caused to the victim, which is court-ordered and may be a component of sentencing. Decisions about restitution are made by a judge, who accounts for the offender's financial abilities. In practice, victims may not receive restitution, or the amount may cover a fraction of eligible costs.
- *Crime Victim Compensation* is administered at the state level and provides reimbursement for eligible crime-related expenses to victims who participate in the criminal justice system. Victims apply for CVC through a separate process, and a CVC board reviews the victim's application.

In 2004, the Crime Victims' Rights Act (CVRA)¹³ enumerated several rights, buttressing those addressed by previous legislation and positing additional rights. CVRA provides the primary federal framework for victims' rights, including:

- The right to be treated with fairness and respect for the victim's dignity and privacy.
- The right to notice.
- The right to be present, unless other testimony at the trial/hearing would alter the victim's testimony.
- The right to reasonable protection.
- The right to proceedings free from unreasonable delay.
- The right to confer with the prosecution.
- The right to standing and remedies.

One of the significant aspects of CVRA is that it provides victims with standing to enforce their rights through filing a motion for relief and writ of mandamus. This provides the victim with an avenue for rights enforcement in federal cases. CVRA directs government employees to make

¹⁰ 42 U.S.C. § 10601 (1984).

¹¹ 42 U.S.C. § 10607 (1990).

¹² 18 U.S.C. § 3663A (1996).

¹³ 18 U.S.C. § 3771 (2004).



“their best efforts to see that crime victims are notified of, and accorded, [these] rights.” It also notes that the prosecution should advise the crime victim that he or she can seek legal counsel regarding their rights; however, failure to enforce victims’ rights is not grounds for a new trial or a cause of action (i.e., civil liability) against the government.

State Laws Supporting Victims’ Rights

Currently, 32 states have passed amendments to their constitutions to bolster crime victims’ rights within the state (National Center for Victims of Crime). Many of the constitutional, statutory, and rule-based rights of victims at the state level mirror those addressed through federal law, with some states going beyond the federal provisions in order to provide greater protections and rights to victims (as referenced earlier). At the state level, most laws pertain to victims’ rights to be treated with fairness, dignity, and respect; receive notice of criminal justice proceedings (however many require the victim to register with the prosecutor and do not automatically provide notice to victims); the right to be heard at sentencing (usually by providing a victim impact statement); the right to reasonable protection from the accused and/or freedom from intimidation; the right to information regarding victim services; the right to apply for crime victim compensation; and the right to a trial free from unreasonable delay.

All five states where the demonstration sites are located have constitutional and/or statutory provisions relating to the criminal justice system’s treatment of victims (e.g., due process, fairness, dignity, respect, and privacy).¹⁴ All five states also include legal rights relating to criminal justice proceedings, including rights to notice of criminal proceedings (e.g., hearings),¹⁵ the right for the crime victim to attend these proceedings,¹⁶ the right to be heard¹⁷ (e.g.,

Victims’ Rights within the Five Jurisdictions

- In many states, victims may be excluded from the trial if they are also participating as a witness and hearing other testimony could potentially affect their testimony; however, **Alaska** is the only one of the five states to explicitly affirm that the victim has the **right to be present** even if they are a witness.
- **Alaska** does not include the right to privacy, whereas both **California** and **Colorado** have more robust **privacy provisions**.
- **Colorado** enumerates many services that victims should have access to through referrals, whereas the described **rights to information and services** in **Alaska** appear less comprehensive.
- **Texas** is the only one of the five states that does not grant victims the right to proceedings free from unreasonable delay.
- **California** and **Colorado** provide victims with rights to transcripts from criminal court proceedings, but the victim might have to pay for the cost of the transcripts. **Illinois** allows a victim’s attorney to have access to all notices, motions, and court orders.

¹⁴ Alaska. Const. art. I, § 24; Cal. Const. art. I, § 28; Cal. Pen. Code § 679; Colo. Rev. Stat. § 24-4.1-302.5; Colo. Rev. Stat. § 24-4.1-303; Ill. Const. art. I, § 8.1; 725 Ill. Comp. Stat. § 120/4; Tex. Const. art. 1, § 30; Tex. Crim. P. Code § 56.09.

¹⁵ Alaska. Const. art. I, §24; Alaska Stat. § 12.61.010; Cal. Const. art. I, §28; Cal. Pen. Code § 679.02, Cal. Pen. Code § 679.03; Colo. Const. art. II § 16a; Colo. Rev. Stat. § 24-4.1-302; Colo. Rev. Stat. § 24-4.1-302.5, Colo. Rev. Stat. § 24-4.1-303; Ill. Const. art. I, § 8.1; 725 Ill. Comp. Stat. § 120/4, 725 Ill. Comp. Stat. § 120/4.5, 725 Ill. Comp. Stat. § 120/8, 725 Ill. Comp. Stat. § 120/8.5; Texas Const. art. 1, § 30; Tex. Crim. P. Code § 56.02; Tex. Crim. P. Code §56.08; Tex. Crim. P. Code § 56.11; Tex. Crim. P. Code § 56.12; Tex. Crim. P. Code § 56.15.

¹⁶ Alaska. Const. art. I, §24; Alaska Stat. § 12.61.010; Cal. Const. art. I, §28; Colo. Const. art. II §16a; Colo. Rev. Stat. § 24-4.1-302.5; Colo. Rev. Stat. §24-4.1-303; Ill. Const. art. I, § 8.1; 725 Ill. Comp. Stat. § 120/4; Texas Const. art. 1, § 30, Tex. Crim. P. Code § 56.02

¹⁷ Alaska. Const. art. I, §24; Alaska Stat. § 12.61.010; Alaska Stat. § 12.55.011; Cal. Pen. Code § 1102.6; Colo. Const. art. II §16a; Colo. Rev. Stat. § 24-4.1-302.5; Colo. Rev. Stat. § 24-4.1-303; Ill. Const. art. I, § 8.1; 725 Ill. Comp. Stat. § 120/4; 725 Ill. Comp. Stat. § 120/6; Tex. Crim. P. Code § 56.02; Tex. Crim. P. Code § 56.03.

provide a statement to the court at the hearing), and the right to confer with the prosecutor (e.g., speak to the prosecutor before the prosecutor offers and negotiates a plea agreement with the defendant).¹⁸ All five states also have provisions relating to the right to reasonable protection from the defendant.¹⁹ In addition, all five states grant victims the right to restitution;²⁰ as well as information and services.²¹ Only Alaska,²² Colorado,²³ and Texas²⁴ grant victims the legal right to apply for crime victim compensation (although all the states have compensation programs). While not strictly related to crime victim compensation, Illinois²⁵ includes the right to information about financial assistance.

As discussed above, even when these rights are enumerated in state statutes and constitutions, it remains challenging in many jurisdictions to enforce them due to officials' perceived role of the victim as a witness, or limited right to standing in a criminal case, and lack of case law effectively redressing the violation of victims' rights. It is for this reason that NCVLI recommends including constitutional and/or statutory provisions relating to victims' rights to standing and remedies. Colorado²⁶ requires victims to be notified of their rights and has an advisory board to which victims can report any violations of their rights. Texas²⁷ has a constitutional right to standing to enforce victims' rights, but does not enumerate any remedies for rights' violations. California²⁸ and Illinois²⁹ explicitly note that victims have the right to retain an attorney.

Mechanisms and Remedies in the Civil Legal System

In contrast to the criminal justice system where the prosecutor represents the state, the civil system offers the ability for individuals to directly engage the courts to resolve disputes between people, entities, and/or corporations. Civil law encompasses multiple forms of legal systems, such as family law, torts (i.e., litigation), and adjudication. The role of the victim changes in the civil system depending on the type of court, and what the victim is requesting from the court. For example, in a civil tort action in which a victim of sexual assault perpetrated by her/his boss sues the company for third party liability, the victim would be the plaintiff and the company would be the respondent. In contrast, in a civil protection order action, a victim of sexual assault would be considered the petitioner/plaintiff and the boss (not the company) would be considered the respondent/defendant. In general, the civil legal system requires a much lower burden of proof than the criminal justice system, usually a "preponderance of the evidence" (i.e., 51 percent

¹⁸ Alaska. Const. art. I, § 24; Cal. Const. art. I, § 28; Colo. Rev. Stat. § 24-4.1-303; Ill. Const. art. I, § 8.1; 725 Ill. Comp. Stat. § 120/4; Tex. Const. art. 1, § 30.

¹⁹ Alaska. Const. art. I, § 24; Alaska Stat. § 12.61.010; Cal. Const. art. I, § 28; Colo. Rev. Stat. § 24-4.1-301; Colo. Rev. Stat. § 24-4.1-302.5; Colo. Rev. Stat. § 24-4.1-303; Ill. Const. art. I, § 8.1; 725 Ill. Comp. Stat. § 120/4; Tex. Const. art. 1, § 30; Tex. Crim. P. Code § 56.02.

²⁰ Alaska. Const. art. I, § 24; Cal. Const. art. I, § 28; Colo. Rev. Stat. § 24-4.1-302.5; Ill. Const. art. I, § 8.1; 725 Ill. Comp. Stat. § 120/4; 725 Ill. Comp. Stat. § 120/4.5; Tex. Const. art. 1, § 30.

²¹ Alaska Stat. § 12.61.010; Cal. Const. art. I, § 28; Cal. Pen. Code § 679.02, Cal. Pen. Code § 679.026, Cal. Pen. Code § 679.08; Colo. Rev. Stat. § 24-4.1-302.5; Colo. Rev. Stat. § 24-4.1-303; Ill. Const. art. I, § 8.1; 725 Ill. Comp. Stat. § 120/4; 725 Ill. Comp. Stat. § 120/4.5; Tex. Const. art. 1, § 30, Tex. Crim. P. Code § 56.02; Tex. Crim. P. Code § 56.07; Tex. Crim. P. Code § 56.08.

²² Alaska Stat. § 12.61.010.

²³ Colo. Rev. Stat. § 24-4.1-108; Colo. Rev. Stat. § 24-4.1-303.

²⁴ Tex. Crim. P. Code § 56.02; Tex. Crim. P. Code § 56.07; Tex. Crim. P. Code § 56.08.

²⁵ 725 Ill. Comp. Stat. § 120/4.5.

²⁶ Colo. Rev. Stat. § 24-4.1-303.

²⁷ Tex. Const. art. 1, § 30.

²⁸ Cal. Const. art. I, § 28.

²⁹ 725 Ill. Comp. Stat. § 120/4.5.



likelihood) or “clear and convincing evidence,” meaning that some civil remedies may be easier to obtain than a criminal conviction.

As described above, crime can impact multiple areas of a victim's life. Civil remedies may help the victim in stabilizing their life, mitigating any long-term, socio-economic harm, and redressing the crime. Each victim will need different remedies and some legal remedies may only be available to certain victim populations. Attorneys can help victims by leveraging civil legal mechanisms and remedies to assist victims in several areas, such as civil litigation related to the criminal case; safety; privacy protections; access to medical and mental health services; employment issues; financial resources; housing needs; addressing victimization within the family; and remedies for undocumented immigrant victims. The following section discusses the civil remedies to address common victim civil legal needs.

Civil Remedy Examples

Protections for victims vary depending on the need (e.g., physical safety, employment, education), but the most common example is a protective order.

- *Injunctive Relief* is a way to modify the offending party's behavior, usually by requiring the defendant to do something or refrain from doing something.
- *Family Law* can assist victims abused by a family member by providing child custody or divorce.
- *Litigation* can be a way for a victim to seek financial recourse or damages against an offender or negligent third-party.

Civil Litigation Related to the Criminal Case

A victim may sue the perpetrator and/or liable third-party (e.g., a negligent landlord whose inaction to fix the victim's locks contributed to the assault) depending on the crime and injury sustained by the victim. A successful civil tort could result in financial award (for the cost of the injury) and potentially may include punitive damages (which are additional financial awards intended to deter the defendant from similar crimes/actions). Additionally, the victim may want to initiate a civil suit for the non-financial benefits of civil suits, such as: the fact that civil torts are initiated by the victim and the plaintiff's case is directed by the victim (rather than the prosecutor); there is a lower standard of proof in the civil system; and suits may provide an avenue to punish the perpetrator and/or third-party (through financial awards), regardless of whether there is a criminal case. For example, some domestic servants trafficked by diplomats have been able to sue their traffickers even though the diplomats have immunity from criminal prosecution.

THIRD-PARTY LIABILITY. Victims may be able to sue a liable third party when the actions (or inactions) of that third party contributed to the crime. For example, victims may have grounds for a civil suit against an employer when an assault occurred in the workplace or by a coworker. For cases of sexual assault on campus, the federal law Title IX of the Education Amendments of 1972 (Title IX)³⁰ allows for private action (i.e., civil litigation) against an educational institution in cases where (1) the harassment was so “severe, pervasive, and objectively offensive” that it excluded the victim from the educational opportunities or benefits at the institution; and where the institution (2) had actual knowledge of the sexual harassment; and (3) was deliberately indifferent to the sexual harassment.

PUBLIC ACTION. There are a few mechanisms through which a victim may report an eligible crime and the government will investigate and potentially litigate against the defendant. For example, the U.S. Equal Employment Opportunity Commission enforces federal laws prohibiting employment discrimination through investigation and litigation. Title IX also allows for public rights

³⁰ 20 U.S.C. 1681 et seq. (1972).

of action, meaning that the U.S. Department of Education can investigate institutions that meet the standards for civil litigation. The Jeanne Clery Disclosure of Campus Security Policy and Campus Crime Statistics Act (Clery Act)³¹ also contains civil penalties of up to \$27,500 per violation for institutions that fail to comply with its requirements. Although Title IX is rarely enforced through public action, numerous institutions have been fined under the Clery Act.

RESPONDING TO CIVIL LITIGATION. Some victims may need to respond to retaliatory civil suits that the perpetrator brings against the victim for reporting the crime to law enforcement, participating in the criminal justice system, or simply because the perpetrator wants to continue to control or harm the victim. Some suits brought in retaliation for the criminal case are called Strategic Lawsuits Against Public Participation (SLAPP) torts, and on the surface may allege defamation, malicious prosecution, abuse of process, intentional infliction of emotional distress, and false arrest. Therefore, a victim may need an attorney who understands that the lawsuit against the victim is a SLAPP suit and can argue that the case should be dismissed.

Safety

In the aftermath of a violent crime, physical safety may be the utmost priority. The criminal justice system may also offer protections to victims participating as witnesses. For example, the court may have issued a “no contact order,” which directs the defendant to stay away from the victim to protect them; however, if the case is pled out or dismissed, the no contact order is dissolved. Therefore, regardless of whether victims participate in the criminal system, they may seek civil legal remedies to increase their physical safety. Every state has a civil protection order for victims of IPV, whereas protection orders for other victim populations are less widely available. Therefore, most of the discussion involving civil protection order (CPO) remedies, enforcement, and eligibility will focus on IPV CPOs before outlining avenues for other victim populations.

CIVIL PROTECTION ORDERS—often referred to as “restraining orders” or “stay away orders”—are designed to enhance a victim’s safety. Criteria for who can obtain a CPO, the duration of the CPO, what legal elements must be met under the law, and penalties for violating the order vary by state and tribal jurisdiction. CPOs for victims of IPV may offer different remedies, such as precluding the respondent (i.e., offender) from all or certain forms of contact with the victim, victim’s children, or other household members; excluding the respondent from the victim’s residence, workplace or school, or from the victim’s child’s daycare or school; restraining the respondent’s use of a shared dwelling, cars, or other personal property; providing temporary residential provisions for children; ordering the respondent to attend parenting classes or treatment for battering, sexual deviancy, or substance abuse; compelling electronic monitoring; and prohibiting the respondent from owning firearms (see sidebar on firearm prohibitions). In addition, CPOs may result in other protections for victims, such as expediting the offender’s removal from housing or educational institution in cases where the institution needs proof before taking action; and assisting in child

³¹ 20 U.S.C. § 1092f (1998).

custody or divorce hearings. CPOs are enforceable, meaning that violating the terms of a CPO may result in fines and/or criminal penalties such as arrest and/or jail time. Moreover, CPOs remain enforceable even if the victim moves to another state. The Violence Against Women Act (VAWA) of 2000 and 2006 requires that states, territories, and tribes enforce CPOs issued by another jurisdiction.³² Criminal charges vary based on whether it's a first-time violation and whether the respondent physically harmed the victim. The first violation of an IPV CPO is usually prescribed as a misdemeanor, but punishments vary across states. Several states, including California³³ and Illinois,³⁴ allow victims to file civil contempt charges against a respondent for violations of a valid CPO. This can be a helpful tool when law enforcement does not make an arrest for CPO violations.

Eligibility criteria for IPV victims to obtain and renew a CPO vary by state. California³⁵ and Colorado³⁶ courts have discretion to issue a CPO with "sufficient evidence," whereas Texas courts requires proof that IPV occurred and is likely to occur again without a CPO.³⁷ In most jurisdictions, IPV CPOs are valid for one year and can be renewed (ABA, 2007a). In Alaska, the victim cannot renew their one-year IPV CPO without a new incident of violence followed by another petition for a CPO;³⁸ however, California's five-year IPV CPO can be extended without a new incident as long as the victim files to extend their CPO one-two months prior to its expiration date.³⁹ Meanwhile, in Colorado, victims can receive permanent, indefinite CPOs.⁴⁰

Prohibiting CPO Respondents from Owning Firearms

Several states specify that the recipient of an active CPO is prohibited from purchasing or possessing firearms, which is supported by the following federal legislation:

- The Gun Control Act of 1968 made it illegal to sell firearms to persons with an active intimate partner violence CPO who is a credible threat to the victim.
- In 1993, the Brady Handgun Violence Prevention Act required that federally licensed firearm dealers use the FBI-maintained National Instant Criminal Background Check System, which indicates whether the purchaser is ineligible due to a CPO.
- The 2005 reauthorization of VAWA made it illegal for a person with an active intimate partner violence CPO to receive, transport, or possess firearms or ammunition.

CPOs FOR OTHER VICTIM POPULATIONS. Although every state has a CPO for IPV victims, CPOs for other victims are less widely available. For example, there are only 16 states with CPOs available for sexual assault victims (Victim Rights Law Center, 2012, p. 159); including all 5 grantee states.⁴¹ As part of these sexual assault CPOs, gun restraint is specified in the California and Texas statutes (ABA, 2007b). A few states also offer CPOs specifically for victims of stalking (including Alaska,⁴² Colorado,⁴³ and Texas⁴⁴); elder abuse (including California⁴⁵ and Colorado⁴⁶);

³² 18 U.S.C.A. § 2265 (2000 & Supp. 2006).

³³ Cal. Civ. P. Code Ann. § 1218.

³⁴ 750 Ill. Comp. Stat. § 60/223.

³⁵ Cal. Fam. Code §§ 6300 & 6320.

³⁶ Colo. Rev. Stat. § 13-14-102.

³⁷ Tex. Fam. Code Ann. § 85.001(B).

³⁸ Alaska Stat. § 18.66.100.

³⁹ Cal. Fam. Code § 6345(A).

⁴⁰ Colo. Rev. Stat. Ann. § 13-14-102.

⁴¹ Alaska Stat. § 18.65.850; Cal. Civ. Proc. Code Ann. § 527.6; Colo. Rev. Stat. Ann. §13-14-102; 740 Ill. Comp. Stat. Ann. § 22/101; Tex. Crim. P. Code § 7A.01.

⁴² Alaska Stat. § 18.65.850.

⁴³ Colo. Rev. Stat. Ann. § 13-14-102.

⁴⁴ Tex. Crim. P. Code § 17.292.

⁴⁵ Cal. Welf. & Inst. Code § 15657.03.

⁴⁶ Colo. Rev. Stat. § 13-14-102.



and human trafficking (including Texas⁴⁷). To meet the needs of other victim populations, some jurisdictions also have general anti-harassment CPOs and peace orders, which may classify crimes such as sexual assault and stalking as examples of harassment.

WORKPLACE PROTECTION ORDERS. Some states enable employers to obtain institution-based protection orders to prevent violence against their employees or to protect the workplace. California⁴⁸ enables workplace protection orders for employees who were victimized or have a credible threat of imminent harm. Colorado⁴⁹ enables employers to obtain protection orders on behalf of their employees when imminent danger exists for at least one employee. Enforcement of workplace protection orders vary, and violations usually result in a fine or contempt of court.

Privacy

Maintaining and protecting personal privacy can be important for the victim in securing physical safety (e.g., a stalking victim may need to protect the location of their home or place of employment). Privacy can also prevent them from being retraumatized or affected socially (e.g., keeping their mental health records private). In criminal proceedings, court records are generally public documents; thus, any information that gets formally presented in court is subject to public disclosure. Immediate legal intervention may be required to prevent further traumatization to the victim by the legal system.

ADDRESS CONFIDENTIALITY PROGRAM (ACP). ACPs were created at the state level to protect victims of stalking, IPV, sexual assault, and other crimes from offenders who use public records, such as voter or drivers' license registries, to locate victims. These programs give victims a legal substitute address (usually a post office box) to use in lieu of their physical address and can be used whenever an address is required by public agencies. Three states out of the five demonstration sites offer address confidentiality to victims.⁵⁰ While Alaska and Illinois do not offer an ACP, Texas may require the victim to obtain a protection order in order to access the program. ACPs are generally designed for the victim to complete and submit the paperwork on their own; however, in the context of representation, the family law attorney could also facilitate the paperwork, depending on the cost involved and the victim's preference.

PRIVILEGED COMMUNICATION. With respect to privacy rights for victims, there are certain communications that occur between two people that are legally defined as "privileged communication," meaning, the communication between those two specific people are confidential and private and not subject to public disclosure. Privileged communication exists only for special relationships, usually between a person and a professional of some sort, but not always, in order to facilitate the truthful exchange of information. For example, privileged communication exists between attorney-client, doctor-patient, priest-penitent, etc. Some states have also extended privileged communication statutes to IPV and sexual assault advocates and their clients. The protection of privileged communication also pertains to documents or records. This means that any information held by the professional is also protected and not subject to public disclosure.

RESPONDING TO A SUBPOENA. While these protections exist, for crime victims it may be difficult to assert the privilege in the face of the subpoena power of a criminal and/or civil court. For

⁴⁷ Tex. Crim. P. Code § 7b.04.

⁴⁸ Cal. Civil. P. Code § 527.8.

⁴⁹ Colo. Rev. Stat. § 13-14-102.

⁵⁰ Cal. Gov't Code §§ 6205 - 6211 (2009); Colo. Rev. Stat. Ann. §§ 24-21-201 to -214 (2008); Tex. Crim. P. Code § 56.81 - 56.93 (2008).



example, if a hospital receives a subpoena for the medical records of a patient who sought treatment at the hospital, the hospital may unwittingly send the medical records to the court in response to the subpoena. The victim may not even know about the subpoena or the hospital's response. In this way, protecting the privacy of crime victims requires proactive intervention on their behalf. For example, in the scenario above, if the victim's attorney had sent a letter to the hospital informing them that under no circumstances should the victim's medical records be disclosed without notification to the attorney and/victim, then the attorney would have been notified of the subpoena and could engage the court by seeking to quash the subpoena in order to prevent the records from being disclosed.

OTHER PRIVACY NEEDS. A victim may ask the court (through the prosecutor) to seal the court records to protect their privacy (this will depend on the nature of the crime) or, in the alternative, use the victim's initials or first name only to protect their anonymity. Additionally, some states have passed laws that prevent the media from referencing the name of certain victim populations (such as children or rape victims) in the media to protect their privacy. If these requests or laws are not honored, an attorney may assist in helping the victim obtain the appropriate legal remedy, such as a motion to seal the record or quash a subpoena.

Medical and Mental Health Services

Victims of crime may experience significant physical and psychological injury as a result of the crime. The impact of the crime on an individual varies depending on the type of victimization sustained, including frequency, severity, the duration of trauma, and the individual's unique response to their victimization. Other factors contribute to an individual's response, including age and developmental stage, prior victimization, pre-trauma coping skills, and accessibility of support systems. All these factors contribute to a crime victim's capacity to recover from the crime. If a crime victim experiences mental health and/or medical issues, a common concern for many victims is keeping their medical and mental health records private (i.e., out of any legal proceedings or other forum that could jeopardize their privacy). For more information about this issue, please see the section above, *Other Privacy Needs*.

ACCESSING MEDICAL CARE. Victims who need medical or mental health attention as a result of being victimized may need legal assistance obtaining health care. For instance, they may be uninsured or have problems getting services covered under their current plans. In this case, attorneys may help victims apply for government-supported health care plans or assist them in negotiating current benefit coverage. In addition, they may need help applying for Crime Victim Compensation to assist with costs. Because CVC is considered a payer of last resort, all other forms of insurance must be exhausted before CVC provides any reimbursement or financial support to the victim. Thus, a victim must first use medical insurance for coverage, if available. This can be problematic for some crime victims because they may not want their insurance company or parents (if they are on their parents' insurance) to know about the crime.

FORENSIC RAPE EXAMS. The forensic rape exam is a physical examination offered to victims following a sexual assault. In addition to collecting evidence, the exam's purpose is also to evaluate and treat any injury. Federal law provides a victim of sexual assault the right to a free forensic exam regardless of the victim's willingness to make a police report.⁵¹ This provision is enforced through funding mechanisms that require states to adopt the federal provision if they are

⁵¹ 28 C.F.R. § 90.14; 42 U.S.C. § 3796gg-4 (2006).

to receive Services, Training, Officers, Prosecutors (STOP) grant funding.⁵² In some states, sexual assault victims are also offered emergency contraception, sexually transmitted infection testing, HIV prophylaxis, and may seek pregnancy termination.

Employment

Victimization can have multiple effects on employment. Victims may need to take leave for medical and/or mental health treatment, family reasons, or criminal justice participation. Moreover, victims may be unable to focus at work or may require accommodations at work depending on the injuries they sustained. Many victims do not have the financial means to cease working, and those who have the option may want to stay employed either because they enjoy their jobs or the structure of work helps them to heal. Further complications for victims' employment can include crimes that occurred in the workplace; were perpetrated by a coworker, supervisor, or customer; or involve harassment at work by the perpetrator (such as in cases of stalking). Victims who do not disclose to their supervisor may be fired for erratic behavior or frequent absences (Victim Rights Law Center, 2012, p. 295); however, at-will employees may be dismissed for no reason and may be fired for telling their supervisor of their victimization (Victim Rights Law Center, 2012, p. 301). The majority of the American workforce is comprised of at-will employees, who have limited employment rights (Victim Rights Law Center, 2012, p. 300). Attorneys may help victims determine their legal rights to leave and accommodations, as well as remedies for termination.

OBTAINING LEAVE. The Family and Medical Leave Act (FMLA)⁵³ is the only federal law that enables employees to obtain leave from work without risking their job status. FMLA provides a maximum of 12 weeks of unpaid leave every year. FMLA only applies to employees with “serious health conditions,” (which may be applicable based on the physical or mental effects of victimization) who have worked a minimum of 12 months and 1,250 hours for their current employer. Moreover, the employee is only eligible for FMLA if their employer has at least 50 employees.

Approximately half of the nation's states have crime victim leave laws, but most of these laws only apply to time off work to testify in the criminal case (Victim Rights Law Center, 2012, p. 264). Illinois has some of the best employment protection provisions for victims in the nation. Through the *Victims Economic Security and Safety Act*, Illinois requires certain employers to allow up to 12 weeks leave for victims to obtain services related to their victimization, including civil legal assistance.⁵⁴ California⁵⁵ and Colorado⁵⁶ permit short periods of leave for victims of IPV and sexual assault to obtain protection orders and other necessary services. Alaska⁵⁷ and Colorado⁵⁸ laws enable civil litigation against employers who violate mandatory crime victim leave laws; however, it is important to note that mandatory crime victim leave in these states is limited, therefore, the remedies are not widely available.

⁵² Through STOP grants, the Office on Violence Against Women provides funding to the state collaborations and multidisciplinary responses to violence against women.

⁵³ 29 U.S.C. §§ 2601, 2612 (2004); 29 CFR § 825.100 et seq (1995).

⁵⁴ 820 Ill. Comp. Stat. § 180.

⁵⁵ Cal. Cal. Lab. Code §§ 230-230.1 (2004).

⁵⁶ Colo. Rev. Stat. § 24-34-402.7.

⁵⁷ Alaska Stat. § 12.61.017.

⁵⁸ Colo. Rev. Stat. § 24-34-402.7.

ACCOMMODATIONS AT WORK. Crime can result in the victim having a disability, and disabled victims may also be targeted for crime. The Americans with Disabilities Act (ADA)⁵⁹ applies to employers with at least 15 employees. ADA requires employers to provide reasonable accommodation to an employee with a disability and prohibits employers from discriminating against qualified individuals with disabilities. Attorneys can help victims establish disability status and assert the victims' rights to maintain employment while also receiving accommodations in the workplace.

SOCIAL SECURITY DISABILITY INSURANCE (SSDI) OR SUPPLEMENTAL SECURITY INCOME (SSI). If the victim is unable to work due to a disability, they may be eligible for SSDI or SSI benefits. Crime victims who apply for these federally administered benefits do not have any different remedies than other applicants; however, an attorney can be helpful in applying for these public benefits because the victim must demonstrate that their disability is eligible.

WRONGFUL TERMINATION IN VIOLATION OF PUBLIC POLICY. Employers have greater discretion over hiring and firing at-will employees; therefore, this type of employee may have the fewest rights and remedies available. An attorney may be able to argue that a termination was in violation of public policy, meaning that the firing was a direct result of the victim participating in an activity supported by public policy (e.g., reporting a crime to law enforcement) and would prohibit others from engaging in this public policy. Wrongful termination in violation of public policy cases are difficult to prove and most frequently relate to reporting crimes to law enforcement or testifying in a criminal case. Illinois has fairly broad interpretations of public policy; therefore, this argument is likely to be more successful than in Texas, where at-will employees only have protections when they were fired for their refusal to perform an illegal act (Victim Rights Law Center, 2012, p. 342).

UNEMPLOYMENT INSURANCE BENEFITS FOR SPECIAL POPULATIONS. Victims who are forced to quit their jobs in order to address their victimization may be able to obtain unemployment benefits. Approximately half of the State Unemployment Insurance Codes note that victims of IPV who left work due to their victimization can remain eligible for unemployment benefits. California,⁶⁰ Colorado,⁶¹ Illinois,⁶² and Texas⁶³ all contain this exception. The standards of evidence to obtain eligibility vary across states. Texas has a particularly high standard of evidence, requiring (1) a protection order; (2) a police record; and (3) medical documentation. Other victim populations may be able to obtain an exemption based on justifiable cause for leaving work. For example, Alaska's code provides an exception for situations "of such gravity that the individual had no reasonable alternative but to leave work."⁶⁴

Anti-Discrimination

At the federal level, Title VII of the Civil Rights Act (Title VII) forms the backbone of protections against discrimination in workplaces with 15 or more employees. Title VII can be useful in workplace harassment and violence situations, as it provides standing for civil suits. Many states and local jurisdictions proscribe better protections for victims of discrimination than VII outlines.

⁵⁹ 42 U.S.C. § 12102 (1990).

⁶⁰ Cal. Unemp. Ins. Code § 1256 (2006).

⁶¹ Colo. Rev. Stat. § 8-73-107 (2005).

⁶² Ill. Comp. Stat. § 601.

⁶³ Tex. Lab. Code § 207.046 (2005).

⁶⁴ Alaska Admin. Code tit. 8, § 85.095 (2006).



Financial Resources

Victims may have various financial needs resulting from a crime, such as paying for medical care; physical therapy or rehabilitation; counseling; legal fees; crime scene cleanup; relocation or temporary housing; and additional security measures. As discussed in the employment section, these financial needs may arise in the context of not being able to work, losing employment, or taking unpaid leave. Outside of employment and health insurance measures and remedies already discussed, the primary sources for victims' financial support are restitution, crime victim compensation, and civil litigation (as described earlier). Additional financial needs and remedies may apply for victims of identity theft.

CRIME VICTIM COMPENSATION is financed through VOCA and administered at the state level through a CVC Board, Attorney General's Office, or a Department of Social Services. Every state has a CVC program, which provides compensation for eligible expenses including medical care, counseling, rehabilitation services, temporary housing, crime scene cleanup, lost or damaged property, and lost wages. In some jurisdictions, expenses are only eligible after the victim has covered the cost, is approved for CVC, and submits for reimbursement. In other states, eligible costs can be directly expensed to the CVC program. In some states, such as California, CVC will not pay for an expense covered by insurance, unemployment benefits, restitution, or other financial sources. Some states regulate the amount of reimbursement for each categorized expense and others limit the overall compensation amount. Most states provide a maximum of \$25,000 in CVC, with amounts ranging from \$10,000 to \$125,000.⁶⁵

CVC is dependent upon participation in the criminal justice system; therefore, victims must report the crime to law enforcement to be eligible. Although exceptions to these requirements exist across and within states, some states require that victims report within 48 hours in order to be eligible for CVC, and other states have no time limit for when the victim has to report. For example, Colorado and Illinois outline 72 hours as the reporting deadline, whereas California and Texas prescribe "reasonable time" as the requirement for when a victim must report to law enforcement. Illinois exempts sexual assault victims from the 72-hour limit and extends the timeline to seven days. Alaska prescribes a five-day timeline.

Even when reporting requirements and deadlines are met, victims must file within certain timelines as well. Some states allow only six months after the crime for the victim to remain eligible, whereas other states have no filing deadline.

- Colorado has a one-year deadline;
- Alaska and Illinois allow two years for the victims to apply; and
- California and Texas prescribe a three-year filing limit.

A CVC applicant cannot have contributed to their victimization or participated in illegal activity. This "contributory clause" can make it difficult for victims of human trafficking (especially in cases of forced prostitution) to receive CVC. Some states have made exceptions for certain victim populations. For example, California recently exempted human trafficking victims from this

⁶⁵ The maximum amounts in the five jurisdictions vary. Colorado provides a state maximum of \$30,000, or up to \$2,000 in emergency funds that are a direct result of victimization. Illinois caps compensation at \$27,000. Alaska's maximum is \$40,000; unless there is a homicide involving multiple victims, which has a cap of \$80,000. Texas has a CVC ceiling of \$50,000; however, they outline \$125,000 in cases of permanent injury. California provides a maximum of \$70,000.

requirement. Because of the many requirements for receiving CVC, an attorney or advocate can help a victim prepare and submit their application.

- *Appealing a CVC Denial.* Given the restrictions, an appeal may be a viable route for a victim to do in conjunction with a legal advocate. For example, victims may not have been credible as being exempt from the contributory clause or may not have demonstrated sufficiently that an alternate source of funds would not cover the eligible crime-related expense. Appeals vary by state, but they are usually an administrative process that involves a request for reconsideration followed by a formal review. This is an example of how attorneys can use administrative law to enforce victims' rights.
- *Bankruptcy and Government Benefits.* The financial effects of a crime can devastate a victim, particularly if the victim is unaware of their rights or eligible benefits; does not participate in the criminal justice system; or does not meet eligibility criteria for employment protections or financial assistance. In these cases, some victims may become eligible for new government benefits (e.g., SNAP, TANF, WIC) or need to apply for bankruptcy as a last resort. Particularly in cases of identity theft (see sidebar for identity theft victims' rights and remedies), victims may feel that they have no choice but to file for bankruptcy.

Identity Theft Victim Rights and Remedies

The Fair Credit Reporting Act (FCRA) enumerates the following rights and remedies for identity theft victims to—

- Create an identity theft report.
- Place a 90-day initial fraud alert on their credit report.
- Place a seven-year extended fraud alert on their credit report.
- Get free copies of their credit report.
- Have fraudulent information blocked from their credit report.
- Dispute fraudulent or inaccurate information on their credit report.
- Stop creditors and debt collectors from reporting fraudulent accounts.
- Get copies of documents related to the identity theft.
- Stop a debt collector from contacting them.

Education

Students in post-secondary institutions who are victimized by fellow students, university staff, or strangers may have difficulties staying in school, which could affect their overall educational and career trajectory. This section will focus on the special population of sexual assault victims in colleges, universities, and other post-secondary institutions. Approximately one-quarter of college women are the victim of a sexual assault or attempted sexual assault (Fisher, 2000), and most legal remedies and school policies are related to sexual assault. The effects of this crime can hinder learning for both male and female victims. This section will cover these issues from a broad, federal view as there are many complicating factors and differences within and across states.

REMEDIES FOR VICTIMS HARMED BY OTHER STUDENTS. In cases where students are harmed by another student, post-secondary institutions must balance the rights of the victim and rights of the accused. Therefore, victim accommodations—such as campus stay away orders (i.e., protection orders issued by the educational institution); removal of the perpetrator from classes or housing; or suspension/expulsion of the perpetrator—can be difficult to obtain without the victim engaging in the institution-specific disciplinary mechanism. The victim may be able to change their own class schedule or on-campus housing situation if the transfer is “reasonably available” and the victim discloses the reason for the transfer. This is a reasonable accommodation under the Clery

Act,⁶⁶ which also requires post-secondary institutions to notify students that they will provide reasonable accommodations to a victim who reports the crime to any official.

INSTITUTION-SPECIFIC DISCIPLINARY MECHANISMS.

Every post-secondary institution has an administrative procedure for responding to complaints of inappropriate or unlawful conduct. This procedure is usually expounded in the school handbook or code of conduct. Frequently, this disciplinary process is started with a victim statement and is followed by an investigation/inquiry, hearing, and review panel decision. Attorneys can help victims prepare their statement and inform the victim of their rights during the hearing and investigative process. Most schools prefer to keep the disciplinary procedure private, and may bar attorneys, advocates, or other support persons from entering the hearing with the victim and/or perpetrator. Some schools may want to keep the outcome of the disciplinary proceeding confidential; however, the Clery Act and the Family Education Rights and Privacy Act (FERPA)⁶⁷ require the school to notify the victim of the outcome—regardless of whether the school determines it will take action. Both laws further note that the school cannot predicate notification upon the victim's signing of a confidentiality form.

Complicating Factors

If the victim chooses, she or he may seek accommodations at school by engaging with institution-specific policies and disciplinary procedures; however, if a criminal case exists, the criminal defense attorney may try to leverage the evidence presented in the institution-specific disciplinary hearing.

- *Federal Protections for Student Victims.* The administrative response mechanisms can be formidable for victims; therefore, Title IX of the Education Amendments of 1972 (Title IX),⁶⁸ the Clery Act, and FERPA provide some guidance for educational institutions to respond to student victims appropriately. *Policies and Response Procedures.* Title IX requires schools to prevent sex discrimination—of which sexual assault is an extreme form of sexual harassment. Schools must establish policies against sex discrimination and respond quickly and fairly to complaints of sexual discrimination. The Clery Act also requires that institutions publish an annual campus safety report; describe efforts to prevent sexual assault; establish and advertise sexual assault response procedures; inform student victims of their option to notify law enforcement; and provide referrals to on- and off-campus victim services.
- *Privacy.* FERPA provides students a general right to privacy if the educational institutions receive some amount of federal funding. If a student record is subpoenaed in a civil case, FERPA requires that the school notify the student before disclosing the records, which provides the student with an opportunity to quash the subpoena (i.e., have the subpoena overturned or modified). In criminal cases, FERPA requires the school to respond to a subpoena without notifying the student.
- In 2017, the U.S. Department of Education updated its previous 2011 “Dear Colleague” letter to guide universities to provide a better response to sexual assault on campus (Battle & Wheeler, 2017). Prior to the 2011 letter, the Federal Government did little to enforce the federal protections. Since then, several schools have been investigated under Title IX and many schools have been fined under the Clery Act. To date, the Chicago Public School System is the only to have lost funding due to a Title IX violation, losing \$4 million in magnet school funding as a result of Title IX noncompliance in 2018, though their countersuit against the Secretary of the U.S. Department of Education, Betsy DeVos, is ongoing.⁶⁹

⁶⁶ 20 U.S.C. § 1092f (1998).

⁶⁷ 20 U.S.C. 1232g (2001).

⁶⁸ 20 U.S.C. 1681 et seq. (1972).

⁶⁹ Associated Press, 2018; *The Board of Education of the City of Chicago v. DeVos* (2018).



Housing Needs

In the aftermath of a crime, a victim may have various needs for housing assistance, depending on the circumstances of the crime. For example, the victim may want to relocate after the crime and need to break their lease. Depending on their resources, the victim may need to apply for public housing for the first time to relocate. In other instances, the victim may want the offender evicted from their public or private housing unit. Conversely, a landlord may want to evict a victim of stalking or IPV, because the possibility of ongoing violence directed at that victim could affect or disrupt the other tenants.

Summoning Police

Texas (Tex. Prop. Code § 92.015) has state laws prohibiting landlords from preventing tenants from contacting the police in events of intimate partner violence and/or imposing fees on tenants who summon the police in such events.

BREAKING A LEASE. California,⁷⁰ Colorado,⁷¹ Illinois,⁷² and Texas⁷³ have laws enabling IPV victims in private housing to break a lease in order to relocate for safety. California and Illinois provisions also apply to victims of sexual assault and stalking, and California's extend to elder abuse victims as well. Victims need to notify the landlord of their victimization and provide evidence (e.g., protective order, law enforcement report, medical report, victim advocate or mental health provider statement). An attorney could help a victim understand their rights in this situation and help them to break their lease without a financial penalty. *Obtaining Public Housing.* Some victims may need to obtain housing assistance in order for relocation to be viable. Public housing often has long waiting lists and can be difficult to obtain. Much of public housing is determined at the local level by Continuums of Care and Public Housing Authorities (PHA); therefore, procedures and priority applicants vary across jurisdictions. Most prescribed victims' rights and remedies in public housing are derived from the Violence Against Women Act (VAWA), as described in the sidebar. An attorney or advocate familiar with local housing priorities could help a victim to craft an application. For example, the Federal Government encourages PHAs to prioritize victims of IPV; however, this is not a mandated provision and local authorities set the applicant priorities. Other victims may qualify for a "homelessness" priority, which is frequently prioritized by PHAs.

⁷⁰ Cal. Civil Code § 1946.7.

⁷¹ Colo. Rev. Stat. Ann. § 38-12-401.

⁷² 765 Ill. Comp. § 750/1-750/35.

⁷³ Tex. Prop. Code §§ 92.016 - 92.0161.



TEMPORARY ABSENCES FROM PUBLIC HOUSING. After a crime, a victim may need to leave their home for a period of time to seek treatment, spend time with family, or travel to a different jurisdiction where the crime occurred to participate in the trial. Because public housing is difficult to obtain, it is important that the victim understands that unauthorized or extended absences can lead to eviction unless proper processes are observed. For example, a victim in Section 8 housing may temporarily vacate the premises for up to 180 days for any reason without jeopardizing their rights to occupy the house; however, some PHAs prescribe lesser periods of time for temporary absence and any unauthorized extended absence is grounds for terminating the Section 8 voucher.

EVICITION. Victims who live in the same complex as the offender may want to have the offender evicted. This may be easier to accomplish in public housing, as there are prescribed allowances for eviction in cases of illegal or threatening activity. PHAs have a low standard of evidence for such evictions. In private housing, eviction may be facilitated by the presence of a civil protection order (discussed in *Safety: Civil Protection Orders*).

Alternatively, a landlord could view the victim as a liability to their business and to other tenants and may want to evict the victim. A lawyer could help a victim understand and assert their rights in these circumstances. For example, tenants in public housing can be evicted for participating in criminal activity. This was being (and sometimes still is used) to evict victims of IPV; however, VAWA exempts victims of IPV, dating violence, sexual assault, and stalking from this “one-strike” provision. Moreover, victims living in public or private housing may be able to fight an eviction by claiming discrimination under the Fair Housing Act. Victims in private housing may be afforded protections at the state level, as California⁷⁴ and Colorado⁷⁵ both prohibit eviction of a victim with an active protection order unless the victim poses a threat to other tenants. California’s protections apply to victims of IPV, sexual assault, stalking, or elder abuse; whereas Colorado’s law addresses victims of IPV.

Public Housing Protections in VAWA

VAWA provides protections for victims of intimate partner or dating violence, sexual assault, and stalking who live in public housing (including PHAs, Section 8 vouchers, Section 8 projects, and all federally subsidized housing programs).

- Public housing cannot exclude applicants because they are a victim of intimate partner violence, dating violence, sexual assault, or stalking.
- These victims cannot be evicted because of these crimes unless the victim poses an “actual and imminent threat” to other persons.
- Public housing can evict offenders.
- Public housing can request that the victim provide documentation to prove that they are eligible for these VAWA protections; however, public housing must keep this information confidential.
- Victims with a Section 8 voucher may relocate to another jurisdiction to protect the victim.
- All public housing must have procedures for confidential emergency transfers.
- Public housing must notify victims of their rights under VAWA.

Victimization Within the Family

In the family law context, a crime victim is most likely to present as either a victim of IPV or sexual assault, although financial crimes and abuse of elders within the family are also prevalent. Any financial crimes that occur within the family will likely be dealt with in a different legal context,

⁷⁴ Cal. Civil P. Code § 1161.3.

⁷⁵ Col. Rev. Stat. Ann. §§ 13-40-104(4).



either in bankruptcy court, probate court, or perhaps civil court. For violent crimes within the family, such as assault, sexual abuse, or IPV, crime victims may need assistance in obtaining a civil protection order (please see *Safety: Civil Protection Orders*), a divorce, child custody and visitation orders, and assistance with spousal or child support. In more extreme cases, victims may need legal assistance when children are kidnapped and taken to different states or out of the country by a family member. While legal remedies in family law may vary by jurisdiction, the legal needs of crime victims in this area are relatively consistent, as are the types of remedies available. Below is a brief overview of family law legal services that are typically available to someone victimized within their family.

DISSOLUTION (DIVORCE) AND CHILD CUSTODY. In most states, no fault divorce is the prevailing law. This means that even if one spouse is abusing the other (financially, physically, sexually, etc.), the law does not assign fault to the abusive party in the dissolution proceeding. Thus, legal remedies available to a victim in a divorce proceeding are not necessarily any different than the remedies available to someone who is not a victim seeking a divorce. Victims may have special desires for divorce conditions, such as wanting a very detailed and specific custody order involving supervised visitation or “permission” to move the family away from the other parent. In some states, such as California, the law assumes an offending parent should not be given custody of the children by shifting the burden of proof to the respondent to demonstrate to the court that she or he is capable of parenting effectively, despite evidence of IPV.⁷⁶

As mentioned in the beginning of this section, rights and remedies available to minor victims are not addressed here; however, within the family law context, if there are allegations of child abuse or neglect, the biological parent(s) or legal guardian(s) is legally responsible for the care and protection of the child and may subject themselves to criminal penalties and/or the termination of their parental rights if adequate care and protection (as determined by the state) are not provided.

CHILD KIDNAPPING. In the context of IPV, when children are involved, one parent may either try to flee from the abusive parent with the children, or the abusive parent may take the children away from the abused parent to control and punish the victim. The law that provides protection in cases of child kidnapping or removal is the Uniform Child Custody Jurisdiction and Enforcement Act (UCCJEA) for domestic cases and the Hague Convention on Civil Aspects of International Child Abduction when a child is removed from the country. As a signatory to the Hague Convention, the United States has adopted a uniform international law, which compels the return of a child wrongfully removed from their U.S. residence.⁷⁷ When a child is wrongfully removed from their U.S. residence by another parent and taken to a country that is not a signatory to the Hague Convention, there are few, if any, legal remedies available to the nonoffending parent.

Remedies for Undocumented Immigrant Victims

Immigrant victims face unique barriers to services and reporting their crime due to the fear of deportation; however, several federal laws provide additional access to legal services, immigration relief, and public benefits for immigrant victims of violent crimes.

⁷⁶ Cal. Family Code § 3044.

⁷⁷ Implementing statute International Child Abduction Remedies Act (ICARA) 42 U.S.C. §§ 11601-11610.

ACCESS TO LEGAL AID. As stated in Chapter One (p. 6), Legal Service Corporations (LSC) are not able to serve undocumented immigrants unless they meet the exemption criteria. VAWA of 2005 authorized LSCs to serve victims of IPV and trafficking regardless of immigration status; and later VAWA reauthorizations enabled LSCs to serve immigrant victims of dating violence, sexual violence, and stalking, as well. The Trafficking Victims Protection Act (TVPA) of 2000⁷⁸ also authorized LSCs to expand services to foreign victims of human trafficking. *Immigration Relief for Victims of Crime*. There are several forms of immigration relief for undocumented victims of crime. Most of these forms of immigration relief were designed for immigrants who cooperate in the investigation and/or prosecution of crime (see sidebar).

The *U Nonimmigrant Visa* (U Visa) was created by the Victims of Trafficking and Violence Protection Act (VTPA)⁷⁹—which encompasses the 2000 versions of VAWA and TVPA. Male and female victims of severe physical or mental abuse (e.g., abduction, IPV, extortion, kidnapping, murder, rape, sexual assault, stalking, torture, trafficking) that occurred within the United States can apply for a U Visa. This form of temporary relief and employment authorization lasts for 4 years and allows holders the possibility of applying for Lawful Permanent Residence (LPR). There is a cap of 10,000 U Visas that can be issued each fiscal year, which was first reached in the summer of 2010, and has been reached each year since. U Visa holders may also be able to obtain immigration relief for eligible family members by petitioning for a U Nonimmigrant Derivative Visa. The number of derivative family members does not count toward the 10,000 cap.

Similarly, the *T Nonimmigrant Visa* (T Visa) was created through the 2000 TVPA for eligible trafficking victims to receive four-year immigration relief and employment authorization. T Visa holders also have the ability to apply for LPR and visas for eligible derivative family members.

Also authorized by the TVPA for trafficking victims, *Continued Presence* (CP) lasts for one year and can be renewed in one-year increments. CP is designed to help law enforcement keep witnesses in the country, and the application must be submitted to the U.S. Department of Immigration and Customs Enforcement by a federal official (who can submit on behalf of state or local law enforcement or prosecutors).

Unlike most forms of immigration relief, the *VAWA Self-Petition* is distinct from criminal justice system participation. The VAWA Self-Petition enables abused spouses, children, and parents of

Criminal Justice System Requirements

Immigration relief for victims is usually tied to participation in the criminal justice system:

- **U Visa** applicants must have a government official certify that the victim has been, is being, or is likely to be helpful in the identification, investigation, or prosecution. Victims under the age of 16 can relay information about the crime through a family member or advocate.
- **T Visa** applicants over the age of 18 require law enforcement agency certification that the victim has knowledge of the crime and has cooperated with reasonable requests from law enforcement. Severely traumatized trafficking victims may submit for an exemption so as not to cooperate with law enforcement.
- **Continued Presence** applications are submitted by federal officials on behalf of trafficking victims.
- Law enforcement agencies can also employ **Deferred Action and Administrative Stay of Removal** to allow immigrants to stay in the country for the purpose of testifying in the criminal case.

⁷⁸ 8 USCA 1101(a)(15)(T) (2000).

⁷⁹ Victims of Trafficking and Violence Protection Act, Pub. L. No. 106–386 (2000).

U.S. citizens and permanent residents to gain immigration relief and, therefore, independence from the U.S. citizen relative who is harming them. Eligible victims can petition without the knowledge of their abuser and do not need law enforcement authorization. Recipients can apply for employment authorization and may be eligible for Permanent Residence (i.e., Green Cards).

PUBLIC BENEFITS. Immigrants who become a “public charge” (i.e., are dependent on government benefits) may face ramifications in their immigration status, so many victim assistance programs suggest seeking advice from an immigration attorney before applying for public benefits (Victim Rights Law Center, 2012). U Visa holders may qualify for a waiver of the public charge rule. The U.S. Attorney General has noted that several public services related to victim assistance should be provided without verifying immigration status (Attorney General, 2001).

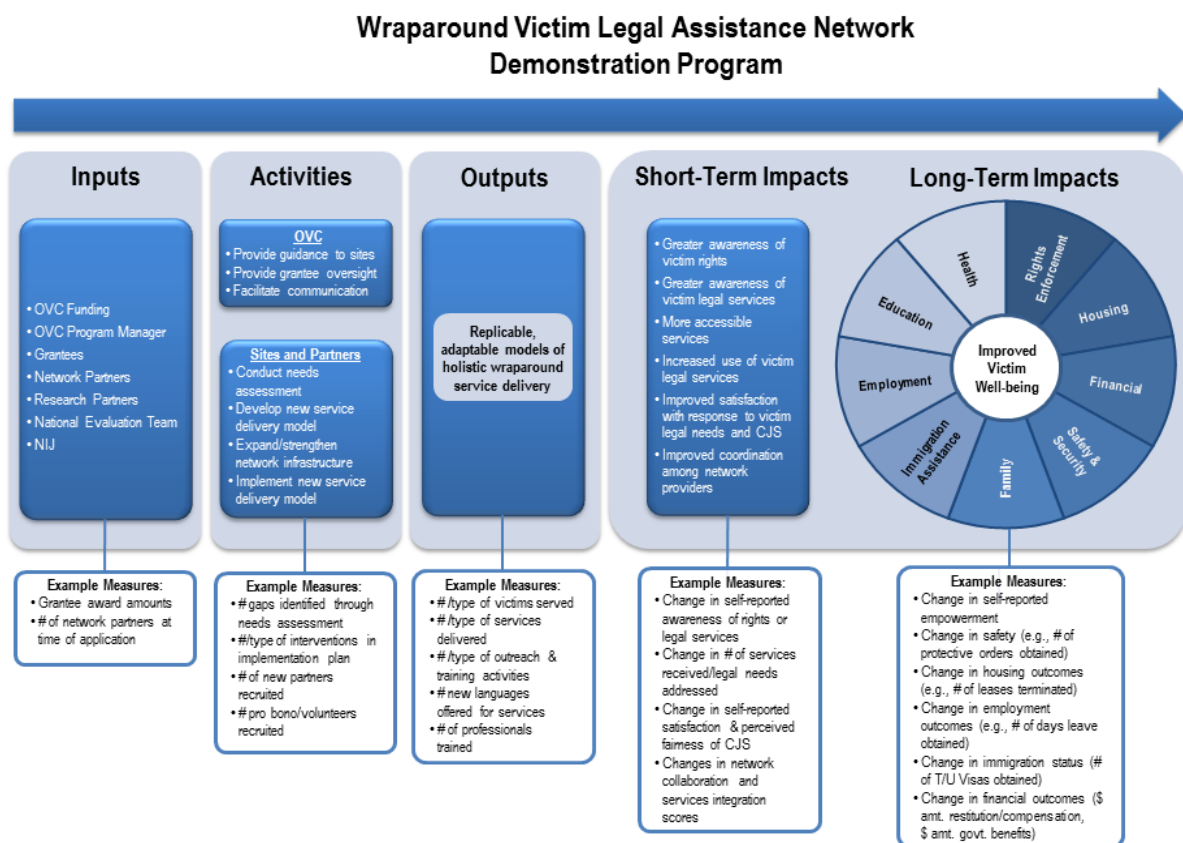
Discussion

Legal assistance can help victims to recover from crime in numerous ways. This assistance is valuable because victims are often uninformed of the available legal remedies and may be overwhelmed by the multiple, overlapping legal systems engaged in order to receive these remedies. Attorneys can help victims navigate both the criminal and civil legal infrastructure in their jurisdiction to ensure fair treatment in the criminal system and enhance victims' overall well-being. This review illustrates some of the tools available to attorneys attempting to provide legal remedies for victims, as well as different ways in which they may help a victim (hopefully helping with multiple needs at one time). Still, it is important to emphasize that remedies in practice may differ from what is described in the law (e.g., a law on the books may not be commonly exercised or enforced). The findings from this study provide a more in-depth view of the legal needs experienced by program participants and how these were addressed among the five grantee sites, as well as discuss some of the actual challenges to implementation and practice.

CHAPTER 2.

Overview of the Study

This report provides a detailed description of how each network was developed, their goals, outcomes, and recommendations for improvement. The National Institute of Justice (NIJ) Evaluation of the Office for Victims of Crime (OVC) Wraparound Victim Legal Assistance Network (WVLAN) Demonstration Project was built to align with the project's logic model, which outlines the project's inputs, activities, expected outputs, short-term impacts, and long-term impacts.

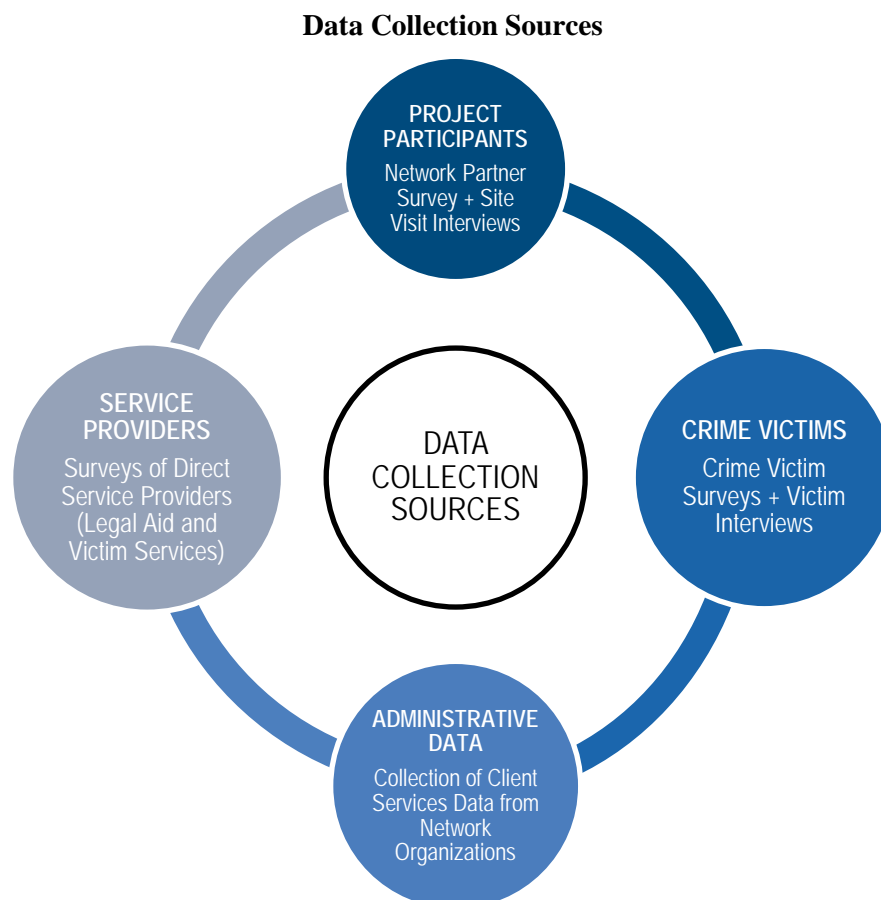


As the national evaluators, the ICF research team was tasked with documenting the process each individual network went through when developing their wraparound network and measuring the short- and long-term impacts. Details of the national evaluation methodology are discussed in the next section.

Study Design and Methodology

ICF used a mixed methods approach to document and evaluation the development and launch of the networks. This evaluation of the demonstration project includes data collection from four primary sources (see figure), resulting in six components:

- (1) Annual site visits and steering committee observations;
- (2) Annual administration of the Network Partner Survey to steering committee members and other closely involved partners;
- (3) Administrative client services data from partnering service delivery organizations;
- (4) A Service Provider Survey administered once before and once after implementation to direct service providers from legal aid and victim service organizations;
- (5) A Crime Victim Survey administered once before and once after implementation to crime victims receiving assistance for legal needs; and
- (6) Interviews with crime victims who received services through the wraparound networks.



The tables below outline details for each of the six primary components of the evaluation strategy, including their purpose, timing, sampling/recruitment strategy, administration approach, and instrument details. A more detailed description of each individual data collection methodology and analysis plan can be found in Appendix B.

Data Collection from Project Participants	
Stakeholder Interviews & Steering Committee Observations	Purpose: To understand project goals, progress, challenges, lessons learned, and strengths. This provides rich, qualitative data from those intimately involved in the Demonstration.
Timing	Annually
Sampling Plan/Recruitment	Interview all steering committee members and other closely involved project partners.
Administration/Collection	ICF conducted interviews both in-person during site visits and by phone. ICF also observed steering committee meetings in-person during site visits (unless these were held virtually and then observed by phone) when possible.
Instrument	~1 hour semi-structured interview
Network Partner Survey (NPS)	Purpose: To understand how the partnerships function and measure the level of service integration among participating partners. This survey includes questions on the structure of the partnership and coordination of services. Similar to above, this provides the perspective of those intimately involved in the demonstration.
Timing	Annually
Sampling Plan/Recruitment	Survey all steering committee members and other closely involved project partners (only one POC from each involved organization/group is requested to complete the survey).
Administration/Collection	ICF sent an email request to complete the online survey at the start of each iteration. ICF conducted extensive follow-up efforts to ensure high response rates from the site partners.
Instrument	~30-45 minutes

Data Collection from Service Providers	
<i>Service Provider Survey (SPS)</i>	Purpose: To understand and measure change over time in: perceptions of service delivery to victims, processes/how services are delivered, and resources/tools available for service providers. The survey also asked for recommendations on how to better serve victims' legal needs. This survey provides a wider perspective of direct service providers in the community (as opposed to those intimately involved with the project).
Timing	Two administrations, immediately prior to model implementation (October 2014) and at the end of the Demonstration Project (March 2019).
Sampling Plan/Recruitment	ICF used a census of eligible organizations in the jurisdictional area, of direct service delivery staff from legal service , AND victim service (both community-based and criminal justice-based) organizations.
Administration/Collection	<p>ICF emailed the survey link to a single POC from each selected organization, requesting that the survey be forwarded to all direct service delivery staff (and strongly involved volunteers who provide direct services) at the organization. ICF also asked the POC to let ICF know the total number of staff to whom they sent the survey to calculate accurate response rates.</p> <p>The survey is electronic, although hard copies were available upon request. ICF conducted follow-up outreach, prioritizing organizations that have no/low response rates. Organizations with a 100 percent response rate were eligible for a raffled incentive, and each respondent was eligible for a raffled incentive.</p>
Instrument	~10-15 minutes. The survey was in English only and included branching to reduce burden.

Data Collection from Victims	
<i>Crime Victim Survey</i>	Purpose: To understand and measure changes in: perceptions of service delivery, types of assistance received, how these services meet needs, barriers to service receipt, and satisfaction. The survey also asked for recommendations on how to better serve victims' legal needs. This survey provides the perspective of crime victims who seek and receive services.
Timing	Two administrations, immediately prior to model implementation (March 2015) and at the end of the Demonstration Project (May 2018).
Sampling Plan/Recruitment	ICF used a convenience sample of crime victims receiving services from participating organizations. Any clients were eligible if they received services to address legal needs related to a crime from any of the organizations that will eventually/did participate in the wraparound network.
Administration/Collection	ICF partnered with the grantees' service delivery partner organizations to help administer the survey. ICF worked with the grantees to set up data collection where direct service providers handed out the survey packet or the URL for the online version to clients they have served with victimization-related legal needs. The survey packets included a hard copy survey, a self-addressed/stamped envelope, consent, a resource sheet of services if the client becomes distressed, and information about the raffled incentive. The online version mirrors the hard copy packets. Respondents were eligible for a raffled gift card in Time 1, and in Time 2 each respondent received a gift card. ICF gave a set number of surveys to participating organizations (with ID #s in order to track survey responding). Partners were instructed to write "Declined" on surveys when a client who is offered the survey refuses to complete it.
Instrument	~10-15 minutes. The survey was written at a sixth to eighth grade reading level and translated into the top 3 languages at each site (based on site report).
<i>Victim Interviews</i>	Purpose: To understand how traditionally underserved victims overcome service barriers, what can be done to better serve these populations, and to obtain victim feedback and reaction to survey findings.
Timing	One time at the end of the Demonstration Project (July 2018)
Sampling Plan/Recruitment	ICF used a convenience sample (identified by organizations delivering services) of victims who received services during project period. Service providers were used for recruitment to protect identity and as they are better able to identify whether a victim is at an emotional stage where they can participate in an interview without a high risk of traumatization.
Administration/Collection	The goal was to conduct 10-20 interviews with victims per site, distributed geographically throughout project jurisdiction. An incentive was provided for participation.
Instrument	~30 minutes semi-structured interview protocol.

Data Collection from Administrative Records	
<i>Client Services Data</i>	Purpose: To measure changes in service delivery trends across time.
Timing	Ongoing throughout the project (and retrospective if possible).
Sampling Plan/Recruitment	Client services data from all service delivery organizations participating in the wraparound networks.
Administration/Collection	ICF worked with NIJ and the sites to determine the most appropriate indicators to collect. Initial conversations with and surveys of sites indicate that many partners do not consistently collect client-level data on outcomes. Furthermore, there are significant challenges to matching client data across partnership organizations. ICF considered options for obtaining client-level data and linking this across organizations (e.g., client-initiated IDs, use of universal screening/intake data, client-attorney waivers) and discovered that this was not feasible in a way that is amenable to rigorous analyses. The evaluation instead focused on aggregated data for indicators that most/all partners can track (e.g., number of victims served, number of cases, types of legal needs addressed).
Instrument	ICF created a form where partners could record the requested data elements easily.

Description of the Sites

The goals of this demonstration project, which is described in more detail in the Goals Chapter, was to develop a collaborative legal service delivery model that would address all of a victim's legal needs. As part of the requirements for building a holistic wraparound victim legal assistance network, the legal services provided by each site were required to include at a minimum "civil legal assistance (including, but not limited to, family, custody and dependency, tribal, employment, and administrative issues related to the victimization); enforcement of victims' rights in criminal proceedings; assistance for victims of identity theft and financial fraud; and immigration assistance for human trafficking victims and battered immigrant women."

Required components of each network:

- MOUs or contracts.
- Steering committee or governing body that includes representation from all organizations that are a part of the network.
- Research partner.

Sites were required to spend the first phase of the project conducting a needs assessment, the findings of which would be used to help develop their plan for building and implementing their networks. The following chapters provide a detailed overview of each individual 2012 site, the needs assessment they conducted, their implementation plan and network model, the clients and cases seen within the network, service coordination, and the challenges, successes, and lessons learned of each site.

Victims of crime often have a range of legal service needs stemming from their crime victimization. Currently, some or all of those needs may be met through a disparate patchwork of resources in the victim's community, or there may be no services available. A coordinated, collaborative, and holistic legal response could potentially serve those victims far better. To that end, this competitive solicitation seeks applications for demonstration projects to develop holistic models for wraparound pro bono legal assistance networks that offer the wide range of legal assistance that victims need in the wake of their victimization.

OVC FY 2012 Wraparound Victim Legal Assistance Network Demonstration Project
(CFDA #16.582)



CHAPTER 3.

State of Alaska

Introduction

The primary goal of Alaska's wraparound project, led by the Alaska Institute for Justice (AIJ), was "to develop a holistic coordinated and comprehensive civil legal service delivery model in Alaska so that crime victims can access a wide range of civil legal assistance in the wake of their victimization and overcome the unique barriers experienced by rural, underserved, Alaska Native, immigrant, and limited English proficient crime victims."¹ This project focused in Anchorage, Juneau, and Bethel, with the intention of expanding services to reach the entire state. Anchorage is the largest city in Alaska, while Juneau and Bethel are both rural cities that serve smaller villages and connect other rural communities together. The network included new staff attorney positions, trainings, new referral pathways, and a language access plan.

The project steering committee had eight partners by the end of the project, including the grantee and the local research partner. Implementation began gradually on October 1, 2015, with the implementation of a new referral process. AIJ was awarded \$399,928 for Phase 1 as part of the original grant, and \$68,823 of this grant was for the needs assessment. Continuation awards, totaling \$1,200,000 in funding, were awarded from 2013 through 2015, with a no cost extension covering the project until the end date of September 30, 2018.

Historical and Geographic Context

Alaska has an estimated population of 737,438 people.² More than half (60.8 percent) of the population identify as White, 15.3 percent identify as American Indian or Alaska Native, 7.1 percent identify as Hispanic/Latino, and 6.5 percent identify as Asian. Smaller numbers (<5 percent) identify as Black or African American (3.7 percent), and Native Hawaiian/Other Pacific Islander (1.4 percent). Sixteen percent of people living in Alaska speak a language other than English in the household, and 7.6 percent are foreign-born. The median household income is \$76,114, with 11.1 percent of the population living below the poverty line.

The Bethel census area has an estimated population of 18,076.³ More than three quarters (83.6 percent) of the population identify as American Indian or Alaska Native, 9.8 percent as White/Caucasian, 2.4 percent as Hispanic/Latino, and 3.9 percent as Two or More Races. Smaller numbers (<1 percent) identify as Black or African American (0.8 percent) and Asian (0.9 percent). Nearly two thirds (63.4 percent) of people speak a language other than English in the household and 2.2 percent are foreign-born. The median household income is \$53,853 with 28.7 percent of people living below the poverty line. Services in Bethel are limited. At the start of this project, there was only one organization that offered services to victims of domestic violence and sexual assault,

¹ Alaska Institute for Justice. (2015). "2014-1015 Implementation Plan." Alaska: Alaska Institute for Justice.

² U.S. Census Bureau. (2018). "U.S. Census Bureau QuickFacts: Alaska." Retrieved from: census.gov/quickfacts/ak.

³ U.S. Census Bureau. (2018). U.S. Census Bureau QuickFacts: Bethel Census Area, Alaska. Retrieved from: census.gov/quickfacts/fact/table/bethelcensusareaalaska.ak/PST045218



the Tundra Women's Coalition. It offered a shelter, a crisis hotline, and a variety of other services for women experiencing domestic violence and assault in Bethel.⁴ Compared to other cities in Alaska, there are limited service organizations for victims of domestic violence and sexual assault. There are very few listed Council on Domestic Violence and Sexual Assault (CDVSA)-funded organizations in Bethel as of 2018, and these organizations offer child advocacy exclusively.⁵

In contrast, Juneau City and Borough has an estimated population of 32,094. More than two-thirds of the population (68.9 percent) identifies as White/Caucasian, 7.3 percent as Asian, 6.4 percent as Hispanic, and 11.1 percent as American Indian or Alaska Native. The median household income is \$90,749, and 7.4 percent of people are living below the poverty line.⁶ Compared with Bethel, the range of services offered in Juneau is larger. There are six listed CDVSA-funded organizations in Juneau as of 2018, offering victim services, child advocacy, mental health, and disability services.⁷

The Anchorage municipality census area has the largest estimated population of 294,356. A little more than half (59.2 percent) of the population identify as White/Caucasian, 9.3 percent as Asian, 8.9 percent as Hispanic/Latino, and 7.3 percent as American Indian or Alaska Native. As many as 17.2 percent of people speak a language other than English in the household, and 10.5 percent are foreign-born. The median household income is \$82,271, with 8.1 percent of people living below the poverty line.⁸ There is a wider range of resources available for victims of domestic violence and sexual assault in Anchorage. There are 18 listed CDVSA-funded organizations as of 2018, offering counseling, disability services, legal advocacy for immigrants, victim services, child advocacy, and other services.⁹ Anchorage also has a higher concentration of criminal justice agencies and the Municipality of Anchorage Prosecutor's Office to evaluate cases.

In 2015, 40 percent of women reported experiencing some form of intimate partner violence at some point in their lifetime, while 33 percent have reported experiencing sexual violence.¹⁰ In 2017, Alaska had a violent crime rate of 829 per 100,000 people and a property crime rate of 3,354.7 (both of which are large increases since 2012).¹¹ Crime victims in Alaska often do not receive the services they need following the victimization for a variety of reasons including, but not limited to, living in rural communities with limited legal resources, limited English proficiency, lack of knowledge about victims' rights, institutionalized racism, and lack of tribal sovereignty. In the implementation plan, based on needs assessment findings, it was noted that law enforcement and judicial systems in Alaska are sparse and negligible in the local and Native communities.¹²

⁴ Tundra Women's Coalition. (2018). About Us. Retrieved from: tundrapeace.org/about-us/

⁵ Alaska Network on Domestic Violence and Sexual Assault. (2018). Map of Domestic Violence Sexual Assault Programs in Alaska, Retrieved from: andvsa.org/shelters-and-services/maps/

⁶ U.S. Census Bureau. (2018). U.S. Census Bureau QuickFacts: Juneau city and borough, Alaska. Retrieved from: census.gov/quickfacts/fact/table/juneaucityandboroughalaska,bethelcensusareaalaska.ak/PST045218

⁷ Alaska Network on Domestic Violence and Sexual Assault. (2018). Statewide Resources, Retrieved from: andvsa.org/statewide-resources/

⁸ U.S. Census Bureau. (2018). U.S. Census Bureau QuickFacts: Anchorage municipality Alaska. Retrieved from: census.gov/quickfacts/fact/table/anchorage municipalityalaska/PST045218

⁹ Alaska Network on Domestic Violence and Sexual Assault. (2018). Statewide Resources, Retrieved from: andvsa.org/statewide-resources/

¹⁰ University of Alaska Anchorage Justice Center. (2017). "2015 Alaska Victimization Survey." Retrieved from: uaa.alaska.edu/academics/college-of-health/departments/justice-center/research/alaska-victimization-survey/alaska.cshtml

¹¹ FBI Uniform Crime Reports. (2018). "Crime in the United States 2017." Retrieved from: ucr.fbi.gov/crime-in-the-u.s/2017/crime-in-the-u.s.-2017. The FBI's Uniform Crime Reporting (UCR) Program includes the following offenses in its calculation of the violent crime rate: murder and non-negligent manslaughter, forcible rape, robbery, and aggravated assault. The FBI's UCR Program includes the following offenses in its calculation of the property crime rate: burglary, larceny-theft, motor vehicle theft, and arson.

¹² Alaska Institute for Justice. (2015). "2014-1015 Implementation Plan." Alaska: Alaska Institute for Justice.



This is a major concern due to the fact that sexual violence is seven times higher among Native Alaskan women than non-native women across the United States, and domestic violence and physical assault is 10-12 percent higher.¹³

Needs Assessment

To start the project, the site conducted a needs assessment that would help inform the development of their network. During phase I of the grant, the Alaska partners and the University of Alaska Anchorage Justice Center (UAA) researchers conducted a four-part needs assessment: (1) a literature review examining public safety in rural Alaska and the prevalence of victimization and services available; (2) a statewide crime victim survey and a focus group that focused on underserved victim populations and was translated into six languages — Hmong, Korean, Russian, Spanish, Tagalog, and Yup'ik; (3) steering committee language access assessments to determine language plans, translation availability, and need; and (4) steering committee partner agency survey and collection of organization documents. Key findings from the needs assessment showed that the most commonly experienced barriers to receiving or accessing legal services were lack of resources to pay for an attorney, lack of awareness and knowledge of available services, and the fear of consequences associated with seeking services.¹⁴ Crime victims reported needing a range of civil legal assistance associated with immigration, family law, finances, employment, and protection orders.

"Victim survey and language access work that we have done has been groundbreaking for our state. It has been hugely significant. I can't over-emphasize the importance of that. There have been other surveys recently, and they weren't able to reach these populations. We used the resources to focus on the limited English proficient native community. It is really significant for the state as we move forward and when we finally publish the results."

The Wraparound Network experienced several challenges associated with needs assessment data collection. During the planning process, some of the steering committee members did not agree with specific survey questions and were resistant to participating in data collection. One partner thought the steering committee members were afraid that data collection would be time consuming or "lead to misleading results." Having regular meetings helped the steering committee discuss their concerns and reach consensus about these challenges.

During data collection, the partners struggled to get responses to the crime victim survey. The goal was to reach limited English proficient victims and members of the Alaskan Native community; however, this took an extensive amount of outreach and collective effort, particularly from AIJ. The length of the survey deterred potential respondents. Partners expressed frustration with the amount of time it took to disseminate the survey and the delays that occurred, noting that there was not a clear understanding in the beginning about the amount of time and extra work that would be required. Stakeholders supported survey development, including the translation, but not all entities participated in survey distribution. Capacity was also an issue, as staff had to shift responsibilities to be able to support survey implementation. Some agencies had difficulty participating in the crime victim survey data collection because they do not work directly with crime victims.

There were several lessons that the network learned from the needs assessment. The first was that there needs to be a stronger relationship between service providers so that potential clients do not have to provide the same information each time they contact a new organization. Each organization has a separate database, making it difficult to track and coordinate referrals.

¹³ Alaska Institute for Justice. (2015). "2014-2015 Implementation Plan." Alaska: Alaska Institute for Justice.

¹⁴ Alaska Institute for Justice. (2015). "2014-2015 Implementation Plan." Alaska: Alaska Institute for Justice.

Awareness and knowledge of available services needs to be increased to ensure that all victims know what is available and how to receive those services. The network also learned that training is needed on comprehensive language access programs to ensure that limited English proficient crime victims have equal access to all services. Finally, the network needs to pay attention to victims who experience multiple legal issues because many victims experienced more than one issue, especially those who experienced family, financial, and other legal issues.

Findings from the needs assessment were shared with the network partners over the course of a few meetings. This information was used to identify issues within the crime victim services field that the Alaska network wanted to address and allowed them to identify gaps in services. An implementation plan was then built with a focus on developing a holistic service delivery model that would address those gaps.

GOALS

The overarching goal of the Alaska network was “to increase provision of civil legal services to crime victims through OVC-funded staff attorneys.” In order to accomplish this goal, Alaska developed an implementation plan that was separated into four main components, which are discussed in greater detail below.

Service Delivery Plan and Implementation

With the information obtained from the needs assessment, the project partners created an implementation plan to focus on reducing the barriers to service provision. The implementation phase began with an information-gathering stage that started around February 2015. This phase included monthly steering committee meetings and subcommittee meetings between the grantee, Alaska Legal Services Corporation (ALSC), and Alaska Network on Domestic Violence and Sexual Assault (ANDVSA). The subcommittee met to work on developing the implementation plan, including working on a referral form and training staff at each of the partner agencies. During this phase, the grantee and the research partner also worked on developing a performance metric to capture the lessons learned in the project and evaluate progress. The implementation pilot phase began on October 1, 2015. The main components of the service delivery plan and what was implemented are discussed below.

(1) Training legal and service provider agencies about the existing services, outreach, and systems advocacy.

THE PLAN: All the network partners in the steering committee were to be trained on the types of crime victim services provided by each member of the steering committee. These trainings included eligibility criteria and intake and referral procedures. ALSC would create a summary of all the partner organizations' information to be used as a referral guide. This would all take place by the end of 2014. The grantee would also train each organization on Title VI of the Civil Rights Act compliance in 2015. Any organizations identified as being beneficial to the network would be asked to join the steering committee, including Victims for Justice, law enforcement agencies, and representatives from the Native communities.

IMPLEMENTATION: AIJ and ALSC conducted outreach and training activities. They engaged in 50 activities that included networking with other local organizations, outreach and system advocacy presentations to a broad range of organizations (including Alaska Court System, faith-based organizations, Alaska Office for Victim's Rights, law enforcement, and hospitals), and attending trainings related to human trafficking, domestic violence, identity



theft, housing, and others. Some examples of the activities that the partners attended include a National Institute for Trial Advocacy Trial Skills training and a variety of webinars that examined topics such as representing survivors of domestic violence, intersection of technology and stalking, crime victims with mental illness, acknowledging Native American status, and social media.

(2) Streamlining the referral process between agencies to improve the holistic civil legal services and reduce the burden on the crime victims.

THE PLAN: In order to streamline the referral process, Alaska was going to develop a case navigator system and an updated referral process. Each network partner organization would designate a contact person to receive and respond to referrals. A list of all case navigators will be developed and distributed to all partners. Victims who encounter the network through a government partner, such as the Municipal Prosecutor's Office, would be referred to AIJ if they are an immigrant or ALSC if they are not. A legal issues screening tool and a referral form were intended to be used to flag multiple legal needs and ensure effective referrals. While each agency would follow their own privacy policies, there would be a release of information form that would allow organizations to share certain information within the network to improve services to victims and ensure that all victims are included.

IMPLEMENTATION: Each partner organization established one main point of contact who would receive network referrals to streamline the referral process from the government agencies to the civil legal service providers. The implementation pilot phase involved using a new referral system between the Anchorage Municipal Prosecutor's Office and ALSC and between Violent Crimes Compensation Board (VCCB) and the AIJ attorney in Juneau, for example. Depending on the way the victim first comes into contact with the network, VCCB and the prosecutor's office, for example referred victims who were immigrants to AIJ and otherwise to ALSC for screening. These organizations could then reach out to other partner organizations if additional services were needed.

Referrals were made via email or phone call depending on the receiving organization's preferred method of contact. A main component of the referral network was a referral form application to assist with coordinating services among agencies. Agencies were encouraged to submit a completed application requesting legal services with the referral form. In the Anchorage Municipal Prosecutor's Office, an electronic spreadsheet was created and maintained with client details to directly connect victims with a civic legal provider, ALSC, minimize having to repeat information, and assist with tracking referrals. This spreadsheet was submitted directly to ALSC to allow their staff attorney funded by the OVC grant to contact each victim rather than putting the initial outreach step on the victim.

To support referrals, agencies revised their intake application to add a crime victim question to identify individuals eligible for civil legal services funded by the OVC grant. Following a positive screen, the prosecutor's office included the following language in its letters: "You may qualify for assistance with some additional civil legal needs, would you mind if we referred your information to that agency so they can contact you?" AIJ and other member organizations trained each other about their unique missions so members could make informed referrals within the network. In doing so, partners learned the entire scope of services available within each organization.

As reported in the Administrative Data Collection, there were 1,987 referrals in Alaska between January 2015-June 2018. The majority of these referrals (43.5 percent) were direct services. This was followed by intranetwork referrals, which made up 30.6 percent



of referrals throughout all time periods. Finally, extranetwork referrals made up 25.8 percent of referrals in Alaska.

(3) Developing a comprehensive language access plan to ensure that all victims, including those with limited English proficiency, are served.

THE PLAN: AIJ planned on working with the network partners to identify language needs and translate vital documents including application forms, intake forms, brochures, and other materials. The implementation plan called for the Alaska Institute for Justice Language Interpreter Center to provide trained interpreters to network partner clients as needed.

IMPLEMENTATION: In May 2014, AIJ developed a language access self-assessment tool for the steering committee partners to complete, looking at which documents were most important to translate and which languages they needed. This was administered to steering committee partners in August. The grantee, in collaboration with UAA, analyzed the steering committee's language access assessments to compile the most important documents each organization distributes and the top three languages spoken at the organizations. Documents included agency applications, agency letters to advocates, consent forms, brochures, family law questionnaire and referral form, CV information booklet, and the prosecutor letter with notices about rights. The translations were made in Russian, Tagalog, Spanish, German, Samoan, Hmong, and Yup'ik. By November 2015, 80 percent of the documents were translated.

In April 2016, AIJ and UAA interviewed all network partners to ensure that they were prepared to handle the language access plan, which included having plans in place to respond to any limited English proficient clients that may seek services because of the newly translated documents. Once these interviews were complete, the first round of translated documents were launched in July 2016. These documents were released to the VCCB. In October 2016, AIJ made edits to the language access plan, changing each document so that it had the translated version and English version on the same page. By November 2016, VCCB, ALSC, CDVSA, and AIJ were using the translated documents and provided feedback to AIJ about revisions. By January 2017, all partners were using the translated documents. As a result of the language access plan, they translated all the initial letters, application forms, and brochures into Tagalog, Russian, and Spanish.

AIJ also used OVC grant-funded interpreters and translators from their Language Interpreter Center to provide language services directly to the crime victims. ANDVSA established an MOU with the Language Interpreter Center so a translator could talk to clients needing language assistance over the phone. The grantee felt that addressing language access was a main concern for the network, and thus allocated a great deal of resources to this component. As of April 2017, the grantee began sharing language access protocols in the form of written documents with network partners based on lessons learned from the language access plan and speaking with outside network agencies concerning language access.

According to findings from the Administrative Data Collection, the proportion of the clients served in the network whose preferred language spoken at home was not English compared to clients who preferred English increased over time. Across all reporting periods, there were more than 20 other languages reported by clients served in Alaska's Wraparound Network. By the final two reporting periods (July-December 2017 and January-June 2018), the network was serving more limited English proficient clients than English-speaking clients.



(4) Pilot testing in Anchorage, Juneau, and Bethel, and use the findings to improve implementation. This also includes the local research evaluation component.

THE PLAN: The fourth component was a pilot phase and the local research evaluation to track referral processes and collect baseline data in the three communities. The pilot phase was meant to be used to gather information about current processes, as well as gather data that can be used to update referral documents and improve the interagency referral process and evaluate the implementation plan as it is being implemented. This included collecting statistics on the number of referrals and services provided. Network partners in collaboration with the research partner, UAA, planned to develop a data tracking tool as well as a crime victim experience survey.

IMPLEMENTATION: UAA and AIJ worked together on the local evaluation, which involved a victim satisfaction survey, impact analysis, referral and service tracking, and a historical analysis of systems change. The goal of the local evaluation was to follow a participatory research plan, which meant including the network partners in the evaluation process. AIJ and UAA submitted the local evaluation plan to OVC in November 2015 and received approval from OVC in March 2016. In April 2016, UAA discussed the victim satisfaction survey during steering committee meetings to gather partner input on domains of interest to use in the survey. By February 2017 they had drafted the Victim Experience Survey and added domains on satisfaction with services, problems/barriers, and feedback on improvements/changes to service provision. A final draft was sent to OVC in May 2017 and approved in June 2017. AIJ, ANDVSA, and ALSC began disseminating the victim satisfaction survey in July 2017 to their clients, who were victims of a crime. The survey was either administered in-person or by mail. The survey included questions relating to the type of crime they experienced, knowledge of legal services available, types of civil legal services the victims needed, and potential barriers to accessing legal services.

The referral and service tracking was launched in October 2015, separately from the local evaluation. The purpose of the referral and service tracking component was primarily to quantify the need for services and to examine the capacity of the program in terms of providing legal assistance to victims. The number and characteristics of the crime victims, number and type of legal services provided, and unmet needs were collected and analyzed. AIJ, ALSC, and ANDVSA collected the referral information using a standardized referral form. AIJ reported the numbers to OVC in six-month increments. This administrative data was also included in the local evaluation plan for further assessment once the evaluation plan was approved by OVC.

Local Evaluation

In addition to the evaluation tools used during pilot testing, the research partner conducted document reviews and focus groups and interviews with providers to understand the historical provision of civil legal services and changes in the network referral system. With respect to outputs and deliverables, UAA provided the grantee with updates regarding reaching benchmarks, needs assessment report, final report, and an unofficial graphic documenting the referral process.

GOAL/THEME	PROCESS/OUTCOME	Goal Accomplished?
Train legal and social service provider agencies about existing services.	<ul style="list-style-type: none"> Steering committee members were trained on the types of services provided by each member (e.g., eligibility criteria, intake and referral processes) Each partner trained the organizations about their organization to allow for more informed referrals 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No



	<ul style="list-style-type: none"> ▪ AIJ and ALSC engaged in 50 outreach, networking, and training activities 	
Streamline referral mechanism between agencies to provide holistic and comprehensive civil legal services.	<ul style="list-style-type: none"> ▪ Developed a case navigator system and an updated referral process ▪ Designated a contact person at each network partner organization to receive and respond to referrals ▪ Developed a screening tool, referral form, and release of information form to improve referral processes ▪ Implemented a new referral system between ALSC and the Prosecutor's Office, as well as between VCCB and the AIJ attorney in Juneau ▪ 865 clients were served, with an average of 2.2 services per client ▪ There were 1,987 referrals in Alaska between January 2015-June 2018. The majority of these referrals (43.5 percent) were direct services. This was followed by intranetwork referrals, which made up 30.6 percent of referrals throughout all time periods. Finally, extranetwork referrals made up 25.8 percent of referrals in Alaska. ▪ Network partners were connected throughout the project, with the strongest levels of service coordination occurring in 2016 and 2017. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Develop comprehensive language access plans to increase outreach to underserved crime victims.	<ul style="list-style-type: none"> ▪ May-August 2014: Developed and administered a language access self-assessment tool to identify crime victim language needs, and then translated vital documents (e.g., application, and referral forms brochures). ▪ January 2017: All network partners were using language access plans and translated documents. ▪ AIJ provided trained interpreters and translators to clients as needed. ▪ There were more than 20 preferred languages reported by network clients. ▪ July 2017-June 2018: The network was serving more limited English proficient clients than English-speaking clients. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Collect baseline data in pilot communities of Anchorage, Juneau, and Bethel to evaluate effectiveness of implementation plan activities.	<ul style="list-style-type: none"> ▪ Completed a victim satisfaction survey, impact analysis, referral and service tracking, and historical analysis of systems change. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

Network Membership & Roles

When this project first began, the steering committee consisted of 10 members: AIJ, Alaska Legal Services Corporation, Alaska Network on Domestic Violence and Sexual Assault, Council on Domestic Violence and Sexual Assault, Alaska Office of Victims' Rights, Alaska Native Justice Center, Alaska Violent Crimes Compensation Board Criminal Division, the Municipality of Anchorage Prosecutor's Office, the State of Alaska Department of Law Consumer Protection Unit, and the State of Alaska Department of Law Criminal Division. AIJ also partnered with the UAA for their local research partnership. Table 1 provides an overview of each partnering organization and their project roles.

Organizational-Level Changes in Network Membership

The Wraparound Project experienced numerous changes in membership among partnering organizations. Two organizations, the Alaska Native Justice Center (ANJC) and the Alaska Department of Health and Social Services, Division of Public Health Alaska Family Violence Prevention Project (AFVPP), that were initially proposed to participate in the Wraparound Project did not become involved past the initial stages of the project. ANJC lost funding to provide civil legal services and their main point of contact left the organization. As of October 2014, it was no longer an active participant in the Wraparound Project. AFVPP was proposed as a project partner, but due to time and scheduling constraints, it did not participate in any steering committee meetings or needs assessment activities. As a result, it did not become a project partner. Due to a severe drop in oil prices, Alaska's state budget was severely cut and numerous state employee positions were eliminated in the fall of 2015. These budget cuts caused the Department of Law Criminal Division and the Alaska Department of Law Consumer Protection Unit to no longer participate in the steering committee. In July 2016, the Anchorage Mayor's Office signed an MOU onto the project as a sign of support, but it was not directly involved in the project.

Staff-Level Changes in Network Membership

A few of the partner organizations experienced staff turnover throughout the project. A new representative from the Municipality of Anchorage Prosecutor's Office joined the steering committee in 2014. In April of 2015, ALSC hired a new attorney under this grant to be located in the Bethel office, focusing on providing legal services to crime victims and assisting in referrals. In 2017, the main point of contact for the CDVSA left the organization and a new point of contact was brought onto the project.

Partner Roles

AIJ had two main staff members participate in this project: the executive director and the project coordinator. The executive director and the project coordinator led the needs assessment and implementation, and in the final two years of the project, the project coordinator took over most of the project responsibilities and became the main point of contact for AIJ and the network. Both positions dedicated 75-100 percent of their time to this project in the beginning; this dropped down to five hours a week for the executive director and rose to almost full-time for the project coordinator. Throughout the course of the project, other AIJ staff (e.g., the language interpreter center staff and staff attorneys) dedicated 25-50 percent of their time to providing additional support to the project (e.g., providing direct services, supporting the language access module).

Three network partners had one staff member supporting the project, five network partners had two to five staff members supporting the project, and two network partners had six or more staff members supporting the project. The partners played a variety of roles, such as serving as



steering committee members, planning implementation, assisting with needs assessment development and instrument review, assisting with data collection, providing and receiving referrals, and providing victim services. Two staff attorneys at ALSC devoted 70-100 percent of their time to providing legal services through the Wraparound Project. Their supervisors dedicated 10-20 percent of their time to the Wraparound Project. The other network partners reported that they dedicated less than 10 percent of their time to the Wraparound Project.

Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

Organization	Location	Description	Member Role
1. Alaska Institute for Justice (AIJ)	Anchorage and Juneau, AK Travel to many communities throughout Alaska, including Unalaska, Sitka, Ketchikan, Kodiak, Juneau, Fairbanks, Kenai, and Homer	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Legal <i>Service Area:</i> State of Alaska <i>Client Types:</i> Domestic violence, sexual assault, human trafficking, immigrants, Alaska Natives <i>Service Types:</i> <ul style="list-style-type: none"> Immigration legal services (98 percent of work with DV and SA immigrant victims) Human trafficking services (only organization in AK) Language Access - Language Interpreter Center (statewide) Policy and research on climate change Only nonprofit agency in Alaska that provides a Language Interpreter Center, as well as statewide immigration legal services to immigrants, refugees, and immigrant victims of human trafficking, domestic violence, and sexual assault. <i>Joined Wraparound Project in:</i> 2012 	<input checked="" type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering Committee <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
2. University of Alaska Anchorage (UAA) Justice Center	Anchorage, AK	<ul style="list-style-type: none"> University <i>Organization Type:</i> Other <i>Service Area:</i> N/A <i>Client Type:</i> N/A <i>Service Types:</i> <ul style="list-style-type: none"> Conducts criminal justice research and provides higher education in justice studies. Research areas: crime, law, juvenile justice, law enforcement, homelessness, substance use, corrections, and the administration of both civil and criminal justice. <i>Joined Wraparound Project in:</i> 2012 	<input type="checkbox"/> Grantee <input type="checkbox"/> Steering Committee <input type="checkbox"/> Network <input checked="" type="checkbox"/> Research Partner
3. Alaska Legal Services Corporation (ALSC)	12 offices, including Anchorage and Bethel, AK	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Legal <i>Service Area:</i> State of Alaska, including remote rural areas <i>Client Type:</i> Low income individuals, veterans, older adults <i>Service Types:</i> Free legal assistance, legal representation, and referrals to social services as needed; family law, tribal/Indian rights, consumer protection, and public benefits <i>Joined Wraparound Project in:</i> November 2012 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner

Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

Organization	Location	Description	Member Role
4. Alaska Network on Domestic Violence and Sexual Assault (ANDVSA)	Offices in Juneau and Sitka, AK	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Legal and victim services <i>Service Area:</i> State of Alaska <i>Client Type:</i> Domestic violence, sexual assault <i>Service Types:</i> <ul style="list-style-type: none"> 18 domestic violence/sexual assault programs Four affiliate programs Pro bono attorney network of more than 300 volunteers across the state that provides the only Continuing Legal Education Training in Alaska on family law cases Direct legal representation Shelter, hotlines, counseling, outreach, Sexual Assault Response Teams, prevention and education programs, policy work, training and technical assistance <i>Joined Wraparound Project in:</i> 2012 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
5. Council on Domestic Violence and Sexual Assault (CDVSA)	Anchorage, AK (headquarters)	<ul style="list-style-type: none"> Housed within the Department of Public Safety; composed of members representing the Departments of Corrections, Law, Health, and Social Service, Public Safety, Education and Early Development, and four public members appointed by the Governor. <i>Organization Type:</i> Criminal justice <i>Service Area:</i> State of Alaska <i>Client Type:</i> Domestic violence and sexual assault <i>Service Types:</i> Provides funding to domestic violence and sexual assault programs, perpetrator accountability, and statewide prevention initiatives. <ul style="list-style-type: none"> 24 victim service programs <i>Joined Wraparound Project in:</i> November 2012 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
6. Alaska Office of Victims' Rights (AOVR)	Anchorage, AK (headquarters)	<ul style="list-style-type: none"> State Agency <i>Organization Type:</i> Legal and criminal justice <i>Service area:</i> State of Alaska <i>Client Type:</i> All victims of crime <i>Service Types:</i> Free legal services and victim advocacy (e.g., helping victims obtain and protect their rights in court and helping contact with police, prosecutors, judges, and other criminal justice agencies) <i>Joined Wraparound Project in:</i> November 2012 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
7. Alaska Violent Crimes Compensation Board (VCCB)	Juneau, AK (headquarters)	<ul style="list-style-type: none"> State Agency <i>Organization Type:</i> Government <i>Service Area:</i> State of Alaska <i>Client Type:</i> Victims of violent crime (e.g., physical or emotional injury, residents who have suffered from overseas terrorism, dependents of homicide victims, victims of drunk driving, parents of minor victims) <i>Service Types:</i> Direct legal services, victim compensation <i>Joined Wraparound Project in:</i> November 2012 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner

Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

Organization	Location	Description	Member Role
8. Municipality of Anchorage Prosecutor's Office	Anchorage, AK	<ul style="list-style-type: none"> Municipal Agency <i>Organization Type:</i> Criminal justice <i>Service Area:</i> Anchorage <i>Client Type:</i> N/A <i>Service Types:</i> Prosecutes misdemeanor and traffic offenses; aids police investigations, evaluates and files charges, enforces probation, and assists victims of crimes <i>Joined Wraparound Project in:</i> November 2012 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
Inactive Partners			
9. Alaska Native Justice Center (ANJC)	Anchorage, AK (headquarters)	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Legal and victim services <i>Service Area:</i> State of Alaska <i>Client Type:</i> Alaska Natives, domestic violence, sexual assault, offenders, at-risk youth <i>Service Types:</i> Civil services,* clinics, training and technical assistance programs, and services, including information, referrals, advocacy, training, reentry, youth services <i>Joined Wraparound Project in:</i> 2012 <p>*Lost funding in 2014 to provide civil legal assistance</p>	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
10. Alaska Department of Health and Social Services– Alaska Family Violence Prevention Project (AFVPP)	Juneau, AK (headquarters)	<ul style="list-style-type: none"> State Agency <i>Organization Type:</i> Government <i>Service Area:</i> State of Alaska <i>Client Type:</i> Health care providers and other service providers who may encounter family violence victims <i>Service Types:</i> Training and technical assistance, research, and maintains a clearinghouse resource library on intimate partner and family violence <i>Joined Wraparound Project in:</i> None* <p>*Planned to be a project partner but did not participate in any steering committee meetings, needs assessment data collection, or other project activities due to time and scheduling constraints</p>	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
11. Alaska Department of Law Criminal Division	Anchorage, AK	<ul style="list-style-type: none"> State Agency <i>Organization Type:</i> Criminal justice <i>Service Area:</i> State of Alaska <i>Client Type:</i> N/A <i>Service Types:</i> <ul style="list-style-type: none"> 13 regional district attorneys' offices that work for the Attorney General's Office Prosecutes violations of state law committed by adults and some juveniles Works with victims and witnesses of crimes to provide information about court procedures, domestic violence restraining orders, and violent crime compensation procedures Victim/witness paralegals who coordinate with victims and witnesses <i>Joined Wraparound Project in:</i> 2012* <p>*Left the project in September 2015 due to budget cuts</p>	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner

Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

Organization	Location	Description	Member Role
12. Alaska Department of Law Consumer Protection Unit	Anchorage, AK	<ul style="list-style-type: none"> ▪ State Agency ▪ Housed in the Attorney General's Office ▪ <i>Organization Type:</i> Criminal justice ▪ <i>Service Area:</i> State of Alaska ▪ <i>Client Type:</i> Victims of crime ▪ <i>Service Types:</i> <ul style="list-style-type: none"> ○ Files legal actions on behalf of the state in response to unfair or deceptive business practices and antitrust laws ○ Handles consumer complaints ○ Provides education ○ Provides additional business support by registering telemarketers, charitable organizations, paid solicitors, and sellers of business opportunities ○ Proposes trade and business practice legislation and regulations ▪ <i>Joined Wraparound Project in: 2012*</i> <p>*Left the project in October 2015 due to budget cuts</p>	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner

Recommended Future Partners

The partners recommended adding new partners to the network in the future to provide more holistic and wraparound services (see Figure 1 for a complete list of recommended future partners). Several partners stated that most organizations in the network work with clients who experience domestic violence, sexual assault, or other types of violent victimization. They believed there were several gaps in services and information for other types of crime victims that a variety of other organizations could fill (e.g., children, older adults, identify theft). Some partners stated that additional organizations were not added to the network because they felt the current partners represented a wide range of victim legal services effectively. Other partners believed that the recommended organizations were understaffed and underfunded, which would limit their capacity to participate in the Wraparound Project.

Figure 1. Recommended Future Partners

- Adult Protective Services
- Center for Human Development UAA
- Law enforcement agencies
- Local tribal/Alaska Native organizations
- Office of Elder Fraud Assistance Education
- Office of Public Advocacy
- Office of Children's Services
- Victims for Justice
- Shelters (e.g., domestic violence, homeless)
- Social Security agencies

Steering Committee Activities

The steering committee met twice a month during the first year of the project, and then monthly later in the planning phase. During the implementation phase, the partners met on an as-needed basis. Some partners met in person, but most called into the meetings due to geographic location.

When they began preparing the implementation plan, a core project team was created consisting of the Alaska Institute for Justice (the grantee), University of Alaska Anchorage Justice Center (the research partner), and Alaska Legal Services Corporation (a large statewide legal service provider). All steering committee members participated in the planning process, development of the needs assessment methodology and instruments, needs assessment data collection, trainings on referral mechanisms, and service delivery infrastructure of the project. The steering committee had no bylaws, rules, or decision-making structure. The partners tended to make decisions by consensus. Each partner signed an MOU at the beginning of the project.

During the planning phase of the project, aside from the grantee, staff from ALSC, ANDVSA, and UAA received compensation for being involved in the needs assessment. During implementation, ALSC and ANDVSA received funding for participating in the steering committee, evaluation activities, referral tracking, and provision of services. UAA received funding for participating in the steering committee and the evaluation activities.

Steering Committee Dynamics

The steering committee members discussed a variety of strengths and challenges associated with the steering committee's ability to work together. These strengths and challenges were primarily associated with cohesion, communication, staff turnover, leadership, steering committee member engagement, and meetings.

Cohesion & Communication

The steering committee members frequently stated that working together on the steering committee was a positive experience (20 percent) and described the steering committee as very cohesive (18 percent). They stated that the steering committee shared a common mission, was very inclusive, integrated the partners fully into the project, and built strong relationships. For example, the steering committee members participated in developing the needs assessment methods, reviewing survey and interview instruments, and assisting with data collection. They also spoke positively about communication (18 percent). For example, the partners had different areas of expertise and thus had very different perspectives on victim

"People were very open to our perspectives. I never felt like I shouldn't speak up or I should let that ride or that there would be any negativity that would be associated with something I might say. It was a very open environment."

services. Despite these differences, the steering committee members were able to communicate effectively on how the network should be planned and implemented. Discussions were always professional and respectful, even when the steering committee members disagreed. The partners were comfortable sharing their opinions and talking through different points of view.

Leadership

The partners shared a variety of strengths associated with steering committee and project leadership (19 percent). The partners thought the project leaders were "strong," "responsible," "capable," "enthusiastic," and "responsive." The project leaders tailored the project so that it benefitted each partnering organization and ensured that the project was well organized and focused.

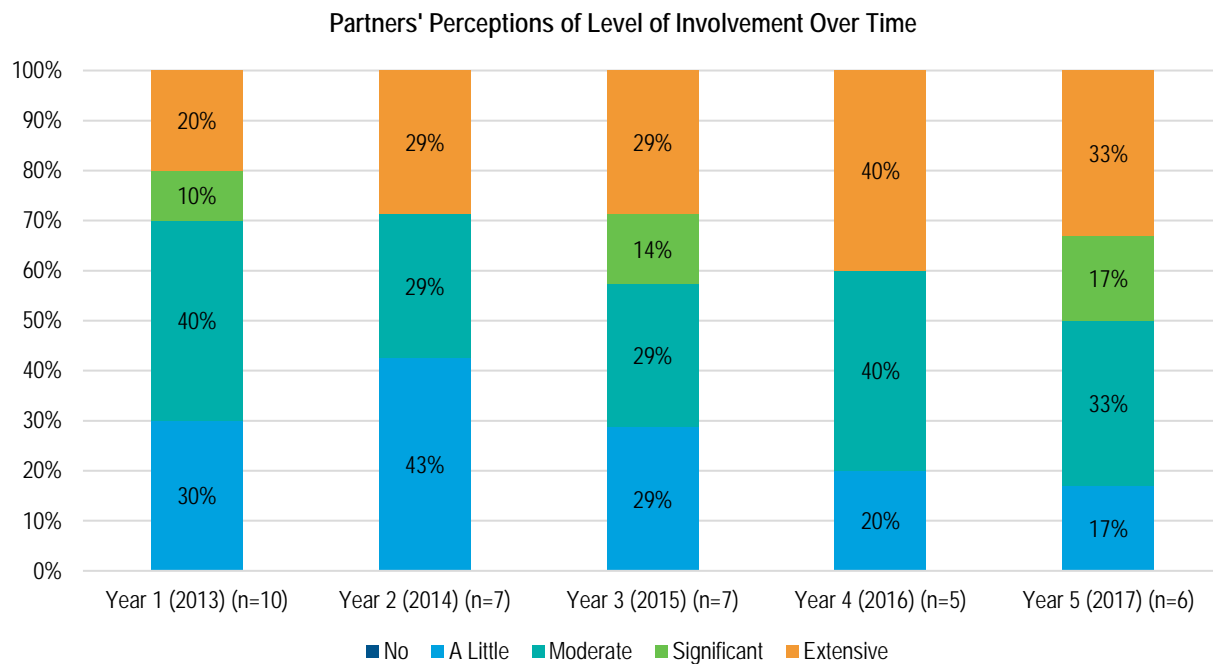
The partners felt that the steering committee meetings were well organized, focused, and productive. The project leaders clearly explained the goals and objectives of the project, set clear timelines, and kept the steering committee members focused on immediate tasks. The steering committee meetings followed an agenda and ended on time. Several steering committee members felt that the project leaders were "flexible," respected their time, and tried to accommodate everyone's schedule. They appreciated that the project leaders followed up with the partners between meetings to ensure that progress continued.

Steering Committee Member Engagement

The partners discussed both the strengths and challenges associated with steering committee engagement (18 percent). Six percent of the steering committee believed that the partners were engaged in the project. For example, the steering committee members were described as participating actively and meaningfully, committed to their roles, and engaged in discussions during meetings. One partner stated that the steering committee members were generous with their time and flexible when scheduling meetings. Another partner noted that engagement seemed to increase as the steering committee members began to see the results of providing direct services and implementing the wraparound model.

Other steering committee members believed that the partners were not engaged (12 percent) in the project. For example, one steering committee member thought that others were less engaged because they did not see the benefit of participating in the network. Another steering committee member thought that engagement declined after the needs assessment was completed in Year 2. A few partners thought that engagement varied by partner and over time, but that the grantee carried most of the workload. Steering committee participation may have decreased over time due to budget cuts throughout the State of Alaska during the project period. Some of the partnering organizations lost funding and could no longer send a representative to steering

committee meetings. Partners who were not compensated for participating in the network seemed to be less engaged in the project. These findings, however, were not reflected in the annual network partner survey. According to findings from the annual network partner survey, all of Alaska's partners were involved in the project to some extent through its lifetime (see figure below). During 2013 and 2014, about 30 percent of partners reported significant or extensive involvement, with 2014 having the highest percentage of partners who reported only a little involvement across all time periods. Involvement increased beginning in 2015 through 2018, with at least 40 percent of partners reporting significant or extensive involvement. By 2018, the partners were evenly split between a little and moderate involvement (50 percent) and significant and extensive involvement (50 percent).



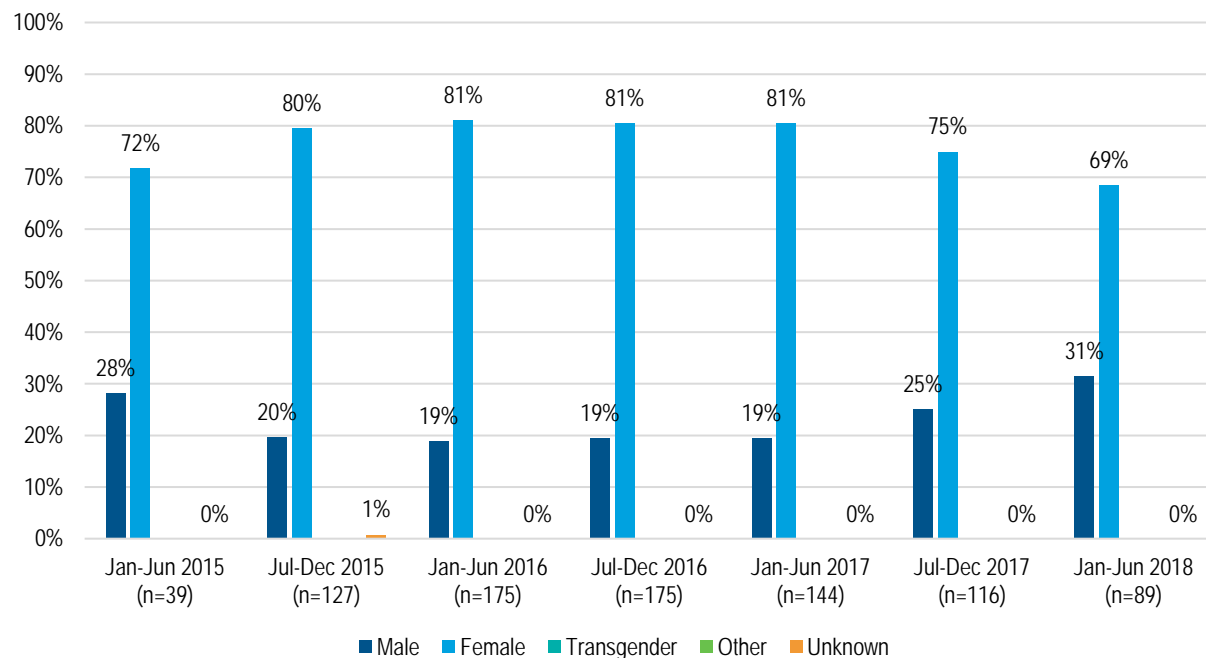
Challenges associated with meetings (12 percent) may also have contributed a lack of steering committee engagement. Large distances between steering committee members made it very difficult to host in-person meetings, so steering committee meetings were conducted by teleconference. Most steering committee members would have preferred in-person meetings because it was difficult to have meaningful conversations and facilitate relationship-building through teleconferences. Others said they felt less engaged during teleconference meetings because they could not see the other steering committee members and read their body language. One steering committee member suggested having quarterly in-person meetings to foster relationship-building.

Network Clients and Services

Alaska provided demographic information about victims who received network services, including victimization type and services received by the network for the time periods January 2015 through

June 2018¹⁵. During this time period, the network provided more than 1,900 non-legal services to 865 clients, with an average of 2.2 services per client. The network's clientele consisted primarily of females between the ages of 25 and 49. The clientele was racially diverse, with only 37.5 percent reporting their race as White. Other racial groups included Asians, Native Americans, and African Americans. The most common victimization type for which victims sought services was domestic violence followed by sexual assault. The most common legal needs and provided services were within the same categories: civil legal services,¹⁶ family law services, and immigration services. In terms of referral and service outcomes, the network provided direct services in 43.5 percent of the cases and intranetwork referrals in 30.6 percent of the cases. These findings are discussed in more detail below.

Gender

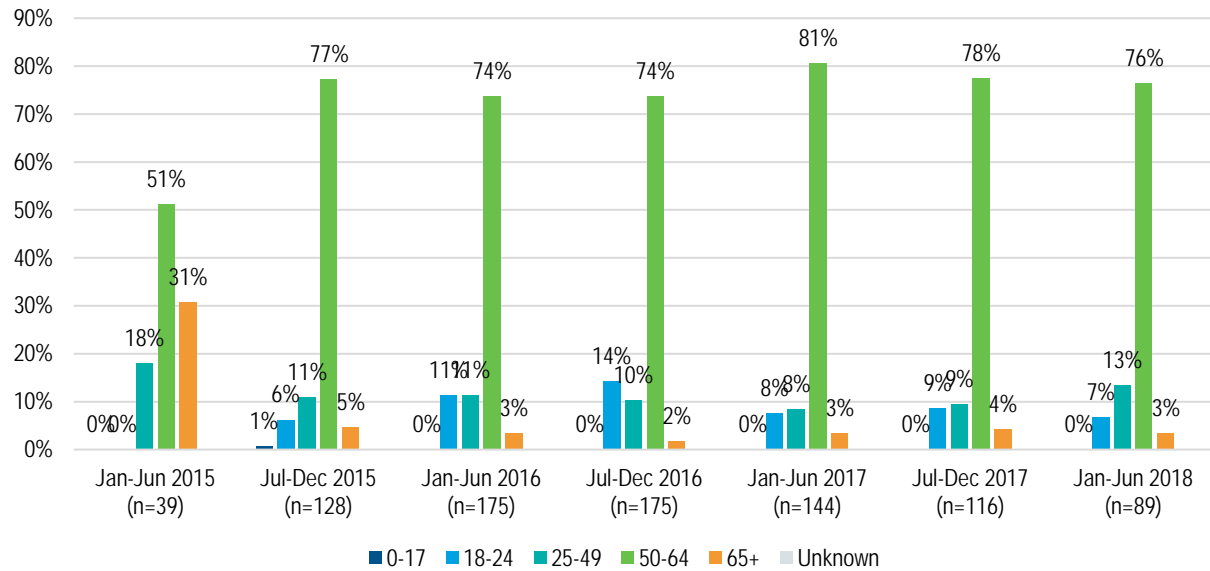


In all data collection periods, the majority of victims were female, followed by male. The overall ratio of females to males in the sample was approximately 3.5 females for every male victim. This difference was the greatest in January-June 2016, when the proportion of females to males was 4.3 to 1. The proportion was smallest in January-June 2015, with an average of 2.5 females per male.

¹⁵ Alaska only reported unknown sexual orientation at each time period so no statements can be made about client sexual orientation.

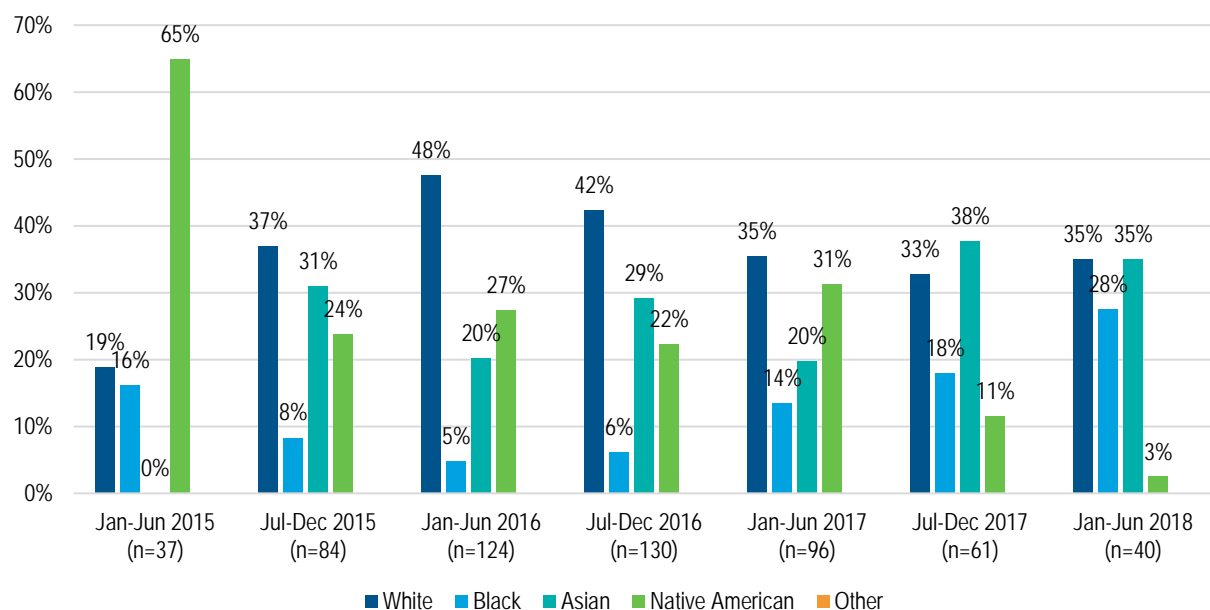
¹⁶ The frequency of civil legal needs reported by the site might be an artifact of how Alaska counted its services. More specifically, Alaska reported civil legal services as a total of all of its service categories for services needed.

Age



Across all time periods, most victims were between the ages of 25 and 49 at the time they reached out to the network for services. This age group comprises more than 75 percent of the victim sample across all time periods. In comparison to all other age groups, there were approximately three people 25-49 years old for every one person from all other age groups combined. The second most prevalent age group was 18-24, which made up 10.9 percent of the sample. The least prevalent age group in the sample was 65 and older. There were zero victims over the age of 65 across all time points in Alaska.

Race and Ethnicity



Alaska had one of the most racially diverse samples in this data collection effort. White was the most commonly reported race among Alaska victims, making up 37.5 percent of the sample, but there were higher incidences of Asian and AI/AN victims than in most sites. Both Asian and AI/AN races were 24.7 percent of the sample. Of the 164 total AI/AN victims across all sites, 145 were from the Alaska sample. In January to June 2015, 65 percent of the Alaska sample of victims identified as AI/AN, compared to just 19 percent White and 16 percent Black. The fewest AI/AN victims were reported in January to June of 2018, composing just 3 percent of the sample. Throughout the sample, Asian victims accounted for between 20 percent and 40 percent consistently, with the exception of January-June 2015, when there were no Asian victims reported. The highest percentage of Asian victims was reported in July-December 2017, when they were the most common race reported, and made up 38 percent of the victim sample.

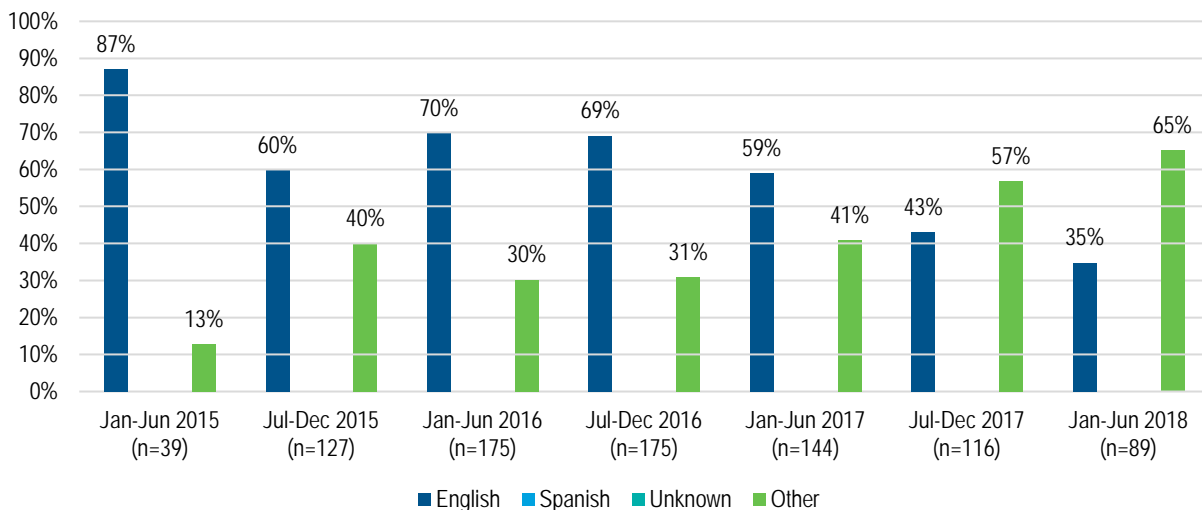
The number of clients who identified as Hispanic increased dramatically from January-June 2015 to July-December 2015, with a total of 1 Hispanic victim, to 40 Hispanic victims. Following this increase, there were consistently between 45 and 52 Hispanic victims in each reporting period from January 2016 to June 2018.

Language

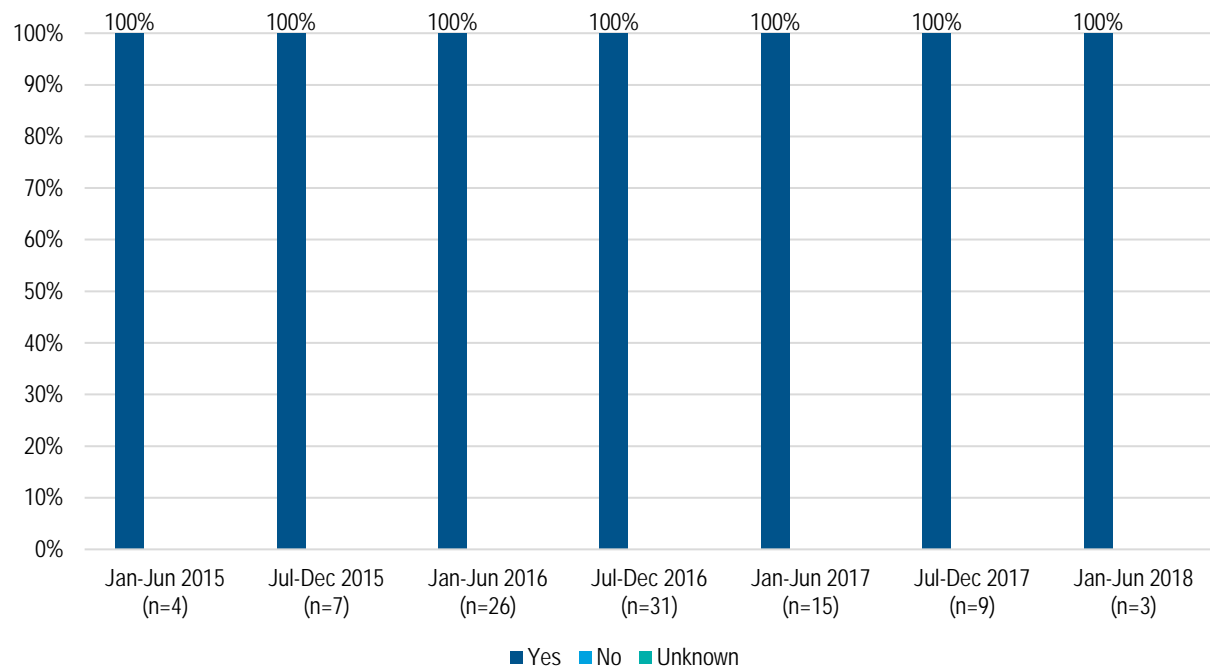
When looking at the preferred language of clients, Alaska reported that most victims preferred English. This was followed by “other.” Alaska specified a list of languages that fell under the “other” category but did not specify the volume of each. From January 2015–June 2017, a greater number of clients preferred English compared to any other language. In the final two reporting periods, the number of clients whose preferred language was something other than English was more than clients who preferred English. This change is notable due to the project's goal of increasing access to services to clients with limited English proficiency.

Other Languages

- Somali
- Arabic
- Russian
- Spanish
- Lao
- Vietnamese
- Hebrew
- Korean
- Chinese
- Nuer
- Samoan
- Tigrinya
- Burmese
- French
- Urdu
- Tagalog
- Thai
- Sudanese
- Cantonese
- Mongolian
- Yup'ik



Disability



Alaska only reported the numbers for clients who had a disability. The number of victims with disabilities peaked July to December 2016, with 31 clients who had a disability. Overall, there were 95 victims with a disability seen throughout the reporting periods; however, since the number of victims seen by the network without a disability or unknown were not reported, it is difficult to place the numbers in context.

Victimization Type

Time Period	Domestic Violence	Sexual Assault	Physical Assault	Stalking	Theft	Homicide Survivor
Jan-June 2015	11	2	3	0	2	1
July-Dec 2015	102	27	5	7	3	2
Jan-June 2016	126	32	4	5	6	4
July-Dec 2016	128	28	4	6	4	5
Jan-June 2017	102	24	4	4	6	4
July-Dec 2017	89	24	6	5	6	4
Jan-June 2018	67	21	9	5	3	1
Total	625	158	35	32	30	21

Time Period	Child Abuse/Neglect	Elder Abuse	ID Theft	Fraud	Victim Prop	Trafficking	Other
Jan-June 2015	5	3	4	12	0	0	2
July-Dec 2015	3	2	1	3	3	1	13
Jan-June 2016	13	2	0	4	3	1	26
July-Dec 2016	27	0	0	2	3	1	36
Jan-June 2017	14	0	2	2	11	1	43
July-Dec 2017	6	0	0	1	10	1	18
Jan-June 2018	5	0	0	1	7	2	14
Total	73	7	7	25	37	7	152

The most common victimization type in Alaska was domestic violence, which made up more than half of all victimizations in the Alaska sample. The lowest incidence of domestic violence victimizations occurred in January-June 2015, when 24 percent of all victimizations were domestic violence. At its highest, in July-December 2015, domestic violence victimizations made up 59 percent of all victimizations in the sample. Domestic violence victimizations remained consistently around 50 percent of all victimizations throughout the rest of the data collection periods. The total number of domestic violence victimizations over time was 1.07 times the total of all other victimizations combined. The second most commonly reported victimization type was sexual assault, which made up 13 percent of all victimizations. This was followed by child abuse/neglect, which accounted for 6 percent of victimizations in the Alaska sample. Alaska was the only site to specify its “other” victimizations. There were 152 other victimizations that occurred across all time periods, and the most common victimization type specified was reckless endangerment, which made up almost 1/3 of “other” victimizations.

Other Victimization Types

- Reckless Endangerment
- Custodial Interference
- Harassment
- Criminal Mischief
- Robbery
- Attempted Murder
- Kidnapping
- Possession of Drugs and Firearm
- Drug Possession
- Disturbing the Peace
- Trespassing
- Leaving the Scene of a Crime
- Tampering with Evidence
- Coercion
- Extortion
- Interfering with a Report of Domestic Violence
- False Report
- Death Threat
- False Imprisonment

Legal Need

Time Period	Housing	Employment	Immigrant	Funding/ Compensation Services	Protection Order	Enforcing Crime Victim Rights
Jan-June 2015	4	0.0	0	0	3	1
July-Dec 2015	5	0.0	93	2	25	4
Jan-June 2016	6	3.0	85	2	28	12
July-Dec 2016	6	0.0	84	1	38	5
Jan-June 2017	1	5.0	74	0	23	4
July-Dec 2017	1	4.0	85	0	11	3
Jan-June 2018	0	0.0	82	0	2	1
Total	27	12	503	5	133	31

Time Period	Privacy	Public Benefits	Family Law	Criminal Legal	Civil Legal	Other
Jan-June 2015	0	3	22	0	50	17
July-Dec 2015	0	4	92	4	246	16
Jan-June 2016	1	5	141	4	317	25
July-Dec 2016	1	6	157	2	337	31
Jan-June 2017	0	2	132	0	262	19
July-Dec 2017	0	3	73	0	201	20
Jan-June 2018	0	0	18	1	109	5
Total	2	26	657	11	1,572	150

An important note about the services needed and services provided in the Alaska Administrative Data is that the figures provided under “civil legal needs” are a *total of all categories* within each variable (i.e., services needed and services provided). Therefore, the findings from the other types of services needed and provided *cannot* be compared to civil legal needs because it is a total.

Alaska’s most common victim legal needs were family law services (657 total), immigration services (503 total), and protection orders (133 total). Family law services made up 21 percent of all services needed across all times periods. Alaska is the only site that specified its “other” legal needs. Most of these needs were property needs, which made up 65 percent of “other” services needed.

Other Legal Needs

- Property Dispute
- Consumer/Finance Needs, including credit, debt, bankruptcy, and tax issues
- Educational Issues
- Small Claims
- Personal Injury
- Guardianship
- Drivers' License Issues
- Power of Attorney
- Defamation/Libel/Slander
- Title IX
- Tribal Jurisdiction
- Insurance Issues
- Probate
- Vehicle Title Issues
- Child Protection
- Elder Abuse
- Financial Abuse Protection Order
- Minor Name Change
- Passport Issues
- Alaska Permanent Fund Dividend Appeal

Services Provided

Time Period	House	Employment	Immigration	Services	Divorce	Custody	Property
Jan-June 2015	4	0	0	3	3	10	3
July-Dec 2015	5	0	93	2	28	28	10
Jan-June 2016	6	3	85	2	38	50	17
July-Dec 2016	6	0	84	1	36	63	23
Jan-June 2017	1	5	74	0	37	51	12
July-Dec 2017	1	4	85	0	23	22	14
Jan-June 2018	0	0	82	0	2	7	1
Total	23	12	503	5	167	231	80

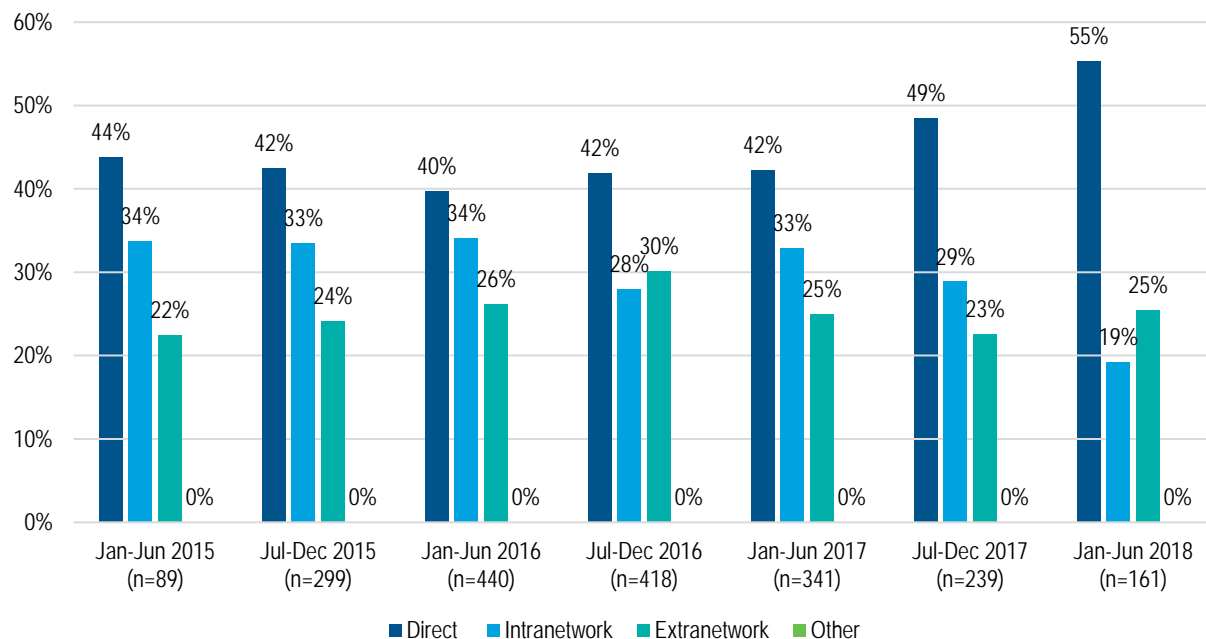
Time Period	Protect	Finance	Enforcing Crime Victim Rights	Criminal Legal	Civil Legal	Family Law	Other
Jan-June 2015	3	12	1	0	50	22	2
July-Dec 2015	25	5	4	4	246	92	5
Jan-June 2016	28	5	12	4	317	141	13
July-Dec 2016	38	4	5	2	337	157	11
Jan-June 2017	23	4	4	0	262	132	7
July-Dec 2017	11	1	3	0	201	73	5
Jan-June 2018	2	0	1	1	109	18	4
Total	130	31	30	11	1,522	635	47

Alaska's most provided services were very similar to its most needed services. The top three types of services provided were family law (635 total), immigration services (503 total), and custody (231 total). Alaska is the only state that specified its "other" services provided. The most provided services within the "other" category were income maintenance services, which constituted approximately 30 percent of all "other" services provided.

Other Services Provided

- Income Maintenance
- Educational Issues
- Small Claims
- Personal Injury
- HIPAA Violation
- Medicaid
- Driver's License Issues
- Public Benefits
- Power of Attorney
- Defamation/Libel/Slander
- Title IX
- Tribal Jurisdiction
- Probate
- Vehicle Title Issues
- Child Protection Case
- Elder Abuse
- Passport Issues
- Alaska Permanent Fund Dividend Appeal

Referrals and Service Outcomes



Through the legal network, services were provided directly by the original organization, referred out to a network partner, or referred to an organization outside the network. Services provided by the original organization were reported by clients as "direct services." Cases in which the client was referred to a network partner were reported as "intranetwork referrals." Those in which the client was referred to an organization outside of the network, partners were reported as "extranetwork referrals."

At each time point, direct services were the most common case outcome. Direct services made up 43.5 percent of outcomes throughout the sample. On average, this was followed by intranetwork referrals (30.6 percent) and extranetwork referrals (25.8 percent). By January-June

2018, there were more direct services received than intranetwork and extranetwork referrals combined.

Throughout the reporting periods, there were 1,987 cases referred or direct services provided at Alaska sites. Alaska had the highest volume of referrals of any site in the data collection effort. Approximately 40 percent of referrals across all sites were referrals from Alaska. The volume of referrals was lowest in January-June 2015, with a total of 89 referrals, but referrals in time periods 7 through 10 were between 300 and 500 per period. In July-December 2017, total referrals fell to 239, and in time period 12 they fell to 141.

Across all times in Alaska, direct services were provided in most cases. The volume of direct services provided followed the same patterns as all referrals over time, with the lowest volume in January-June 2015 and January-June 2018, and high volumes of direct services at all other times. There were a total of 865 direct services provided across all times, with the average number being 124 per time period. At its highest, there were 175 direct services provided during both data collection periods in 2016. The lowest volume of direct services provided occurred in January-June 2015, with a total of 39 direct referrals.

The second most common referral type in Alaska was intranetwork referrals. In total, 609 intranetwork referrals were completed. The volume of intranetwork referrals peaked in January-June 2016, with 150 intranetwork referrals occurring during this data collection period. The lowest volume of intranetwork referrals occurred in January-June 2015, with a total of 30 referrals. On average, 87 intranetwork referrals occurred per semi-annual reporting period.

Finally, the least common referral method was extranetwork referrals. These referrals made up 25.8 percent of all referrals in Alaska. The lowest volume of extranetwork referrals occurred in January-June 2015, with 20 extranetwork referrals in the sample. The highest volume of extranetwork referrals occurred in July-December 2016, with 126 referrals taking place. On average, 73 extranetwork referrals occurred per semi-annual reporting period.

Service Coordination Among Project Partners

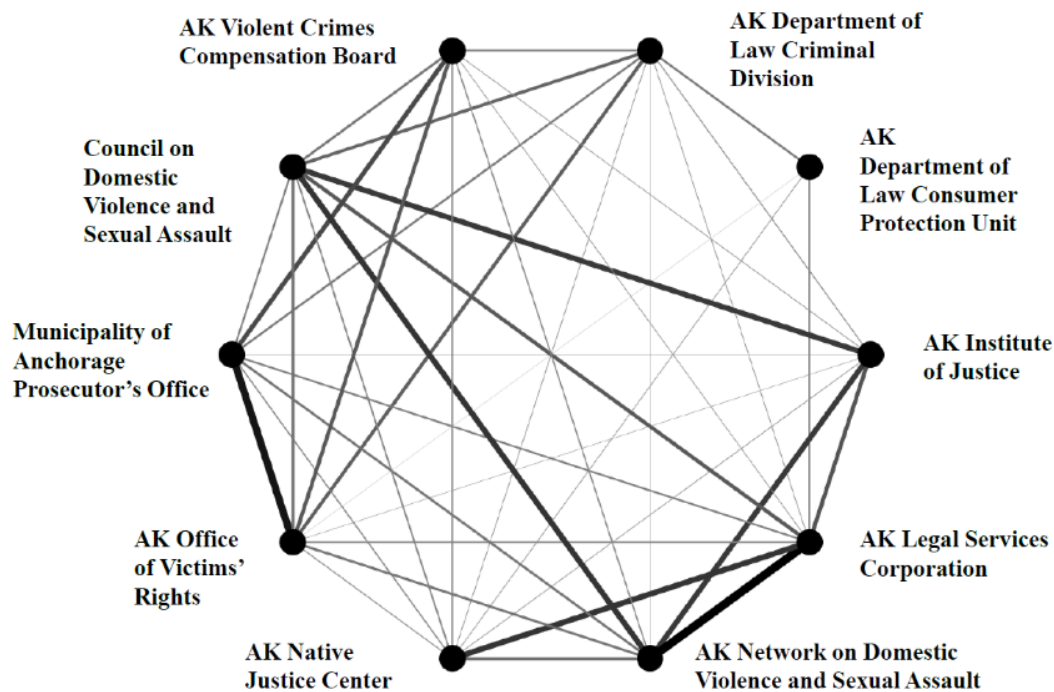
To better understand the extent of service coordination among project partners, the social network graphs below illustrate which partner organizations were connected during each year and the average levels of service coordination for each partner pair. Project partners rated the extent of coordination between their organization and each of the other organizations in the network for activities that encompass various aspects of coordinating services (e.g., referrals, training, intake forms) on a scale ranging from 0-4. If a line between two organizations is present, the two organizations reported some level of service coordination. To develop an undirected matrix of service coordination within the network, the ratings for the seven activities for each partner pair were averaged to illustrate the extent of service coordination for each partner pair. The thickness of the line illustrates the level of service coordination, with thicker lines representing higher average ratings on the service coordination scale. Each graph provides a snapshot of the extent of service coordination within the network for each year.

Client Service Coordination Scale

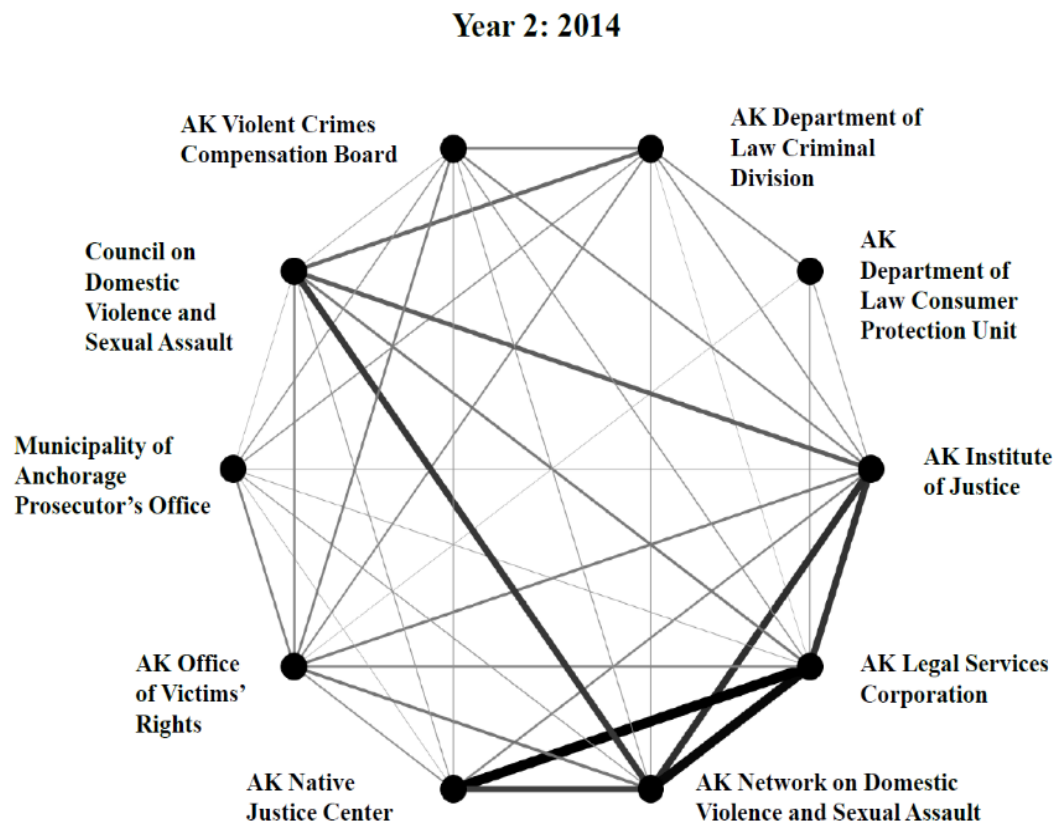
- Provide/receive training with this organization
- Use common intake forms
- Develop client service plans together
- Participate in joint case conferences or case reviews
- Share client information as appropriate
- Share materials, tools, or other resources (e.g., pamphlets, procedures manuals, centralized databases)
- Provide/receive referrals with this organization

YEAR 1. According to the social network analysis from the first year of the project (November 2012 to November 2013), the levels of service coordination varied across organizations. Most of the organizations were connected to each other. The partner pairs with the highest levels of service coordination were: (1) the Municipality of Anchorage Prosecutor's Office and AOVV, and (2) ALSC and ANDVSA. The grantee, AIJ, had the highest levels of service coordination with CDVSA, ALSC, and ANDVSA. ALSC also had a moderately strong connection to ANJC. Among the other partners in the network, they had moderate to low levels of service coordination with the other organizations in the network.

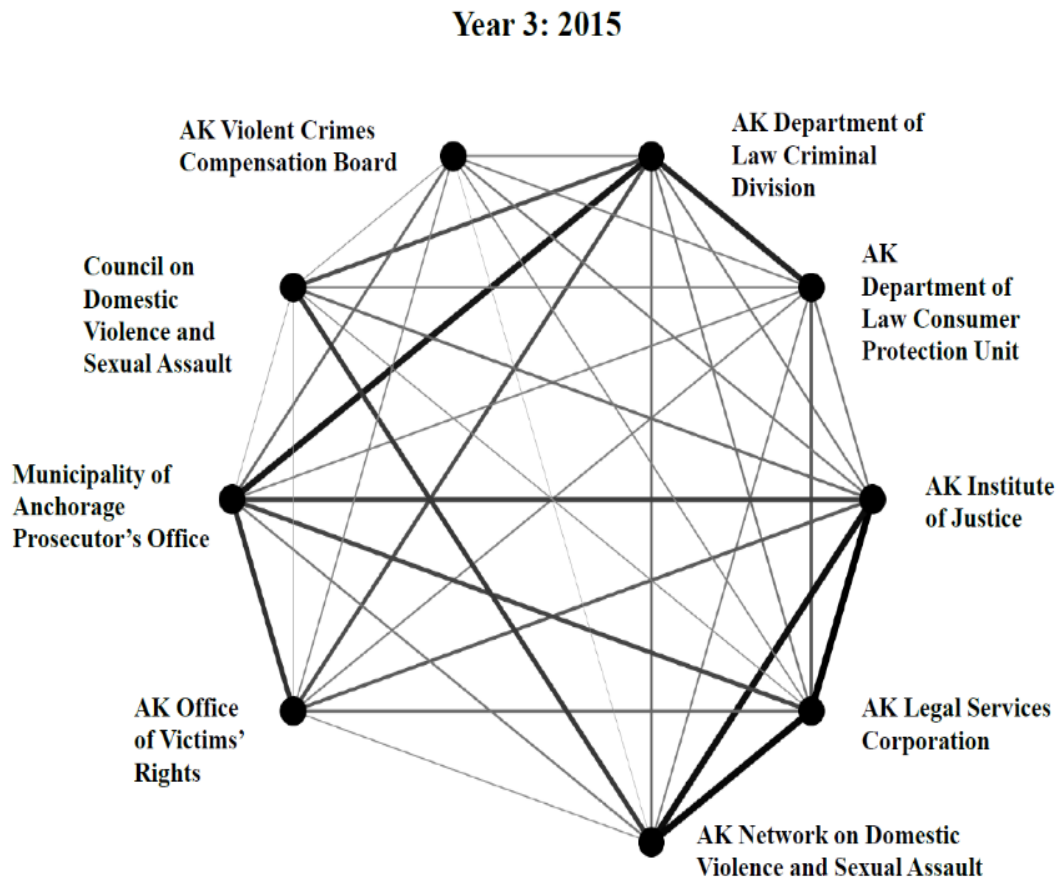
Year 1: 2013



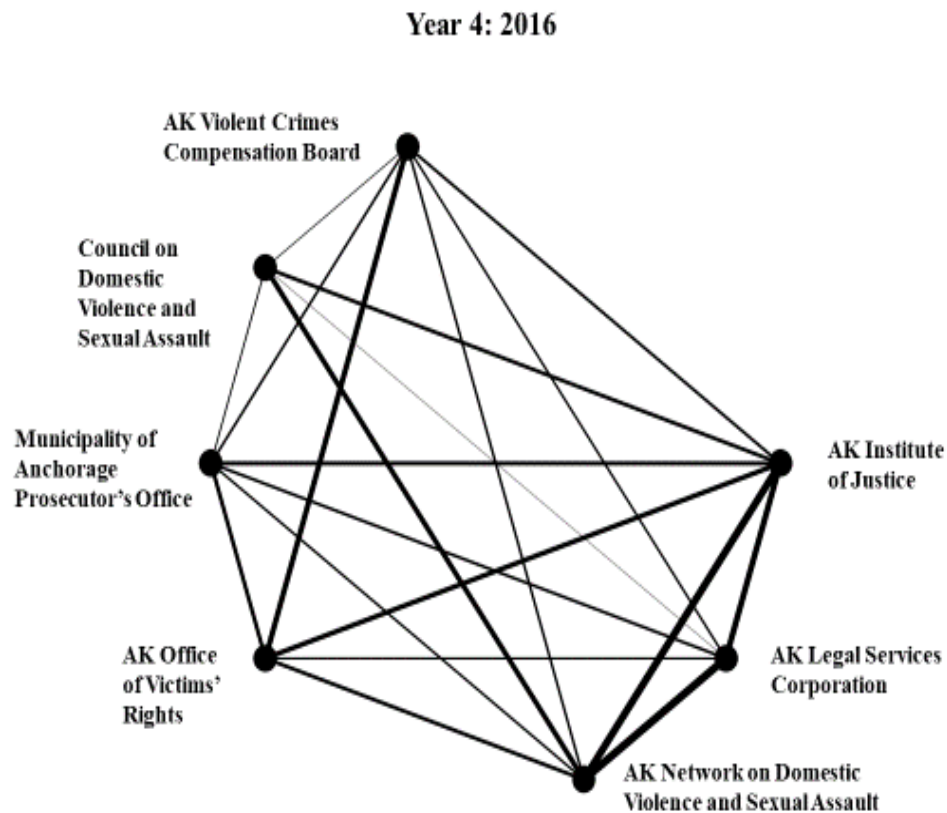
YEAR 2. During Year 2 (December 2013 to November 2014), many of the strong connections from Year 1 remained or increased, and except for these stronger connections, the levels of service coordination throughout the network were fairly low. The partners with some of the highest levels of service coordination were AIJ, ALSC, ANDVSA, ANJC, and CDVSA. Except for the Alaska Department of Law Criminal Division and Consumer Protection Unit, all of the organizations are connected to all of the other organizations in the network, albeit with varying levels of service coordination.



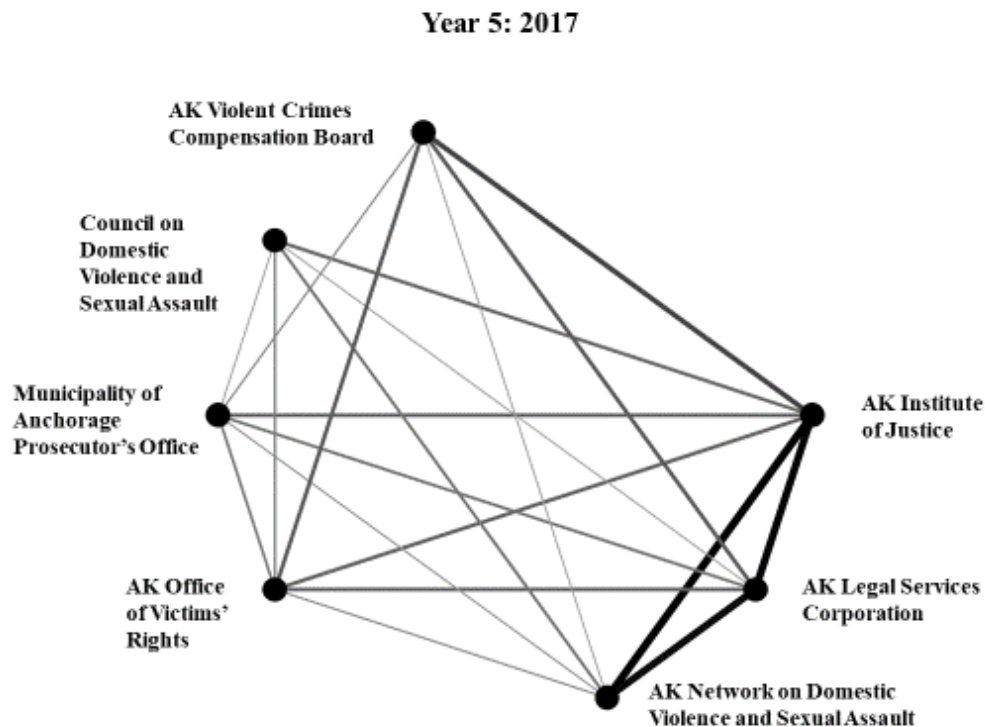
YEAR 3. In Year 3 (December 2014 to November 2015), ANJC was no longer participating in the network. Although there is some variation across some partner pairs, the levels of service coordination within the network were higher during Year 3 than previous years. Also, all partner pairs reported some level of service coordination with every other partner within the network. AIJ had its high levels of service coordination with ALSC, ANDVSA, and the Prosecutor's Office, and the strong connections between the two partner pairs of (1) ALSC and ANDVSA, and (2) ANDVSA and CDVSA remained. The levels of service coordination between the Prosecutor's Office and all of the organizations increased.



YEAR 4. During Year 4 (January 2016 to December 2016), the two units within the Alaska Department of Law (i.e., Criminal Division and Consumer Protection Unit) dropped off the project. The partner pairs with the highest levels of service coordination were AIJ, ALSC, and ANDVSA. Throughout the network, there were moderate levels of service coordination, with CDVSA having some of the lowest levels of service coordination with other partners in the network.



YEAR 5. During Year 5 (January 2017 to December 2017), there was more variation in the levels of service coordination within the network. Like previous years, the highest levels of service coordination were among AIJ, ALSC, and ANDVSA. These findings align with the site's service delivery model, which included service coordination across those three core partners. Also, nearly all the organizations remained connected to all of the other organizations in the network.



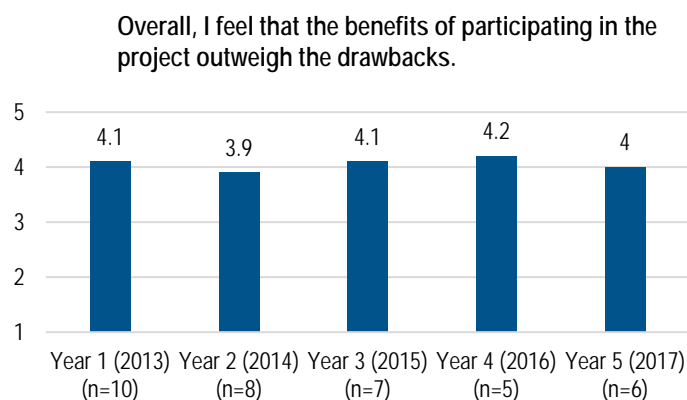
The changes in service coordination throughout the project show that the network was highly interconnected, even as partners joined and left the network. Especially as the project solidified its referral mechanisms, the extent of service coordination among the core partners strengthened (particularly in Years 3 and 4). Based on knowledge of the site, many of the project partners had long-standing relationships prior to the wraparound project, and overall, the project strengthened the existing relationships and opened additional pathways for service coordination, such as with the Prosecutor's Office, which remained throughout the final evaluation year.

Partner Perceptions of the Wraparound Project

The ICF team conducted semi-structured interviews with the grantee, network partners, and research partner during five site visits between 2013 and 2018. Each interviewee was asked to share their perspectives of the network, including the benefits of participating in the wraparound project, the strengths and challenges of planning and implementing the project, and lessons learned. Qualitative content analysis was used to explore themes associated with benefits, strengths, challenges, and lessons learned, including how perceptions changed over time. Frequencies indicate how often a specific theme was discussed by interviewees, rather than the number of interviewees who discussed a specific theme. For example, one theme could have been discussed multiple times in the same interview. Thus, the frequencies provide a description of saturation or importance of a specific theme.

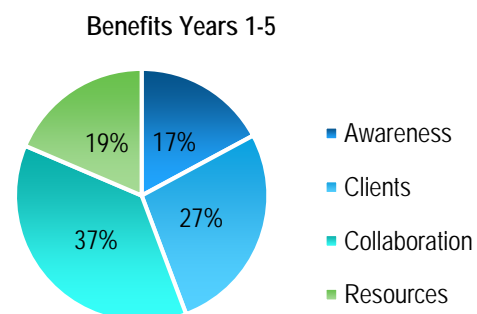
Benefits of Participating in the Wraparound Project

On average, partners agreed (3.9–4.2) across each of the five evaluation years that the benefits of participating in the project outweighed any drawbacks. The partners described a variety of ways that they benefitted from participating in the wraparound project. The top four most frequently discussed benefits by partners over the five-year interview period were associated with collaboration, clients, resources, and awareness.



Collaboration

The partners stated that having the opportunity to collaborate (37 percent) and build relationships with other network partners was extremely beneficial. Participating in network meetings and other events provided dedicated time for partners to make new contacts, develop “personal connections,” and communicate with other victim service providers consistently. The partners thought that their organization benefitted from simply being part of the network.



Clients

The benefits that organizations received from participating in the network also benefitted clients (27 percent) by increasing options for referring clients to different types of service providers. This then increases the different types of holistic services that clients can receive.

Resources

Partnering organizations benefitted from having access to resources (19 percent) like tools, trainings, and funding to hire new staff attorneys or provide additional services. Several partners mentioned increased access to interpreters, which is critical for providing legal services to victims effectively because of the diversity of languages spoken throughout Alaska.

"Just the familiarity of the other players out in the community so that we have names and faces, so that we have missions, we understand their organizations better, to be able to better serve our client victims. I just think it helps when you have that interpersonal connection, you can smooth over problems. If I don't know the answer, and I think somebody else might, they're just more open because you've known each other, you've worked with each other, you call them up."

Awareness

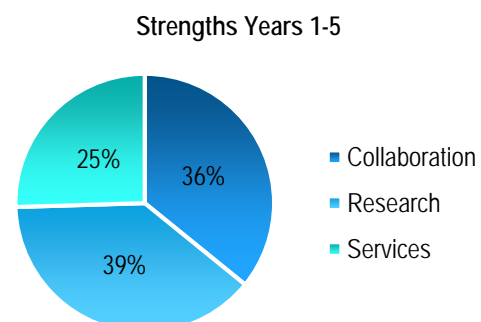
Participating in the network provided the partners with a greater awareness (17 percent) of the different types of organizations that are providing victim services throughout Alaska, the different types of services that these organizations provide, and resources that are available to victims of crime. For some partners, this was linked to the idea that participating in the network raised their visibility both within the network in the community. More victims can be served once more service providers and community members become aware that an organization provides specific types of services.

Strengths

The network partners discussed three primary strengths of the wraparound project over the five-year interview period associated with research, collaboration, and services.

Research

The partners most frequently discussed strengths associated with the research component of the grant (39 percent), including the research partner (5 percent). The network and local research partners used a participatory research method that facilitated close collaboration on developing and implementing the needs assessment methods, instruments, and dissemination. Alaska Native crime victims reviewed and gave feedback on needs assessment tools to ensure that the questions were meaningful and translated correctly. Using a participatory research model improved the needs assessment design, increased partner involvement in the project, and helped strengthen the relationships among the steering committee members. The partners thought that UAA was a strong local research partner that did a "great job." UAA successfully navigated and adapted to data collection challenges, as well as "used everyone's time efficiently."



The partners frequently stated that the needs assessment was a huge and exciting strength of the project and was the first in Alaska to focus on civil legal needs. They felt that the statewide crime victim survey was an unprecedented success because it reached such a large percentage of victims with limited English proficiency and previously un-surveyed rural communities. Each of the partners administered the surveys through their organizations and were willing to keep extending the data collection timeline to help boost response rates. Through this needs assessment, they were able to identify gaps in services for underserved communities.

"There has never been a survey done in our state in languages other than English, so that was historic. The percentage of folks who responded was greater than our population. In Alaska, 7 percent of the population is immigrant and refugee, and 8 percent of our respondents were that population, and 30 percent were Alaska Natives. That is hugely significant, and it took us a long time... These populations had never been asked these questions before...It was a huge effort on our part and it totally paid off."

Collaboration

When discussing collaboration (36 percent), the partners frequently made statements like "the strengths of the project are in the partnerships." For example, the partners believed that partner diversity (9 percent) helped promote collaboration in the project. Participating organizations represented a variety of key victim service providers throughout the State of Alaska who provided a diverse range of civil and criminal legal services. Several partners noted that everyone was committed to their roles and engaged in the project. The partners had the opportunity to learn from each other, gain insight on the different challenges associated with civil and criminal cases, and draw on each other's resources. They felt that their voices were heard. Many partners also believed that existing partnerships (8 percent) helped promote collaboration on the project. They noted that Alaska has a small but strong victim services community and that many of the network partners had collaborated in the past on both service provision and working groups. The collaborative process increased communication for the partners who had not worked together previously.

Services

A variety of strengths associated with services and resources (25 percent) were also discussed. One partner stated that the wraparound project elevated the services that the partners were already providing by focusing on more underserved communities, creating new partnerships, and improving language access. For example, the network developed a language access plan, translated important service documents into multiple languages, and allocated funding for training interpreters.

"Everyone is focused on the endgame. You've heard the expression people leaving their egos at the door, and I think everyone is doing that. I don't see territoriality. The focus is on the victims, where it should be."

The network developed and implemented a referral system that provided new opportunities for connecting victims to services. One partner stated that implementing a referral process with the municipal prosecutor's office was "ground-breaking." The network increased awareness of what types of services the network partners provide, organizational eligibility requirements, and how the partners can make more effective referrals to serve more crime victims. The network also hired new attorneys in each of the three pilot sites to provide on the ground civil legal services in traditionally underserved rural communities. The

partners believed that the wraparound project improved access to comprehensive and wraparound services, which will improve the lives of crime victims.

"I'm very hopeful that at the end of the run, we will have a tighter, better system than we had before this. To steal an analogy from our Northern cousins – whale hunters in the Arctic — up north, they really don't have any mountains or bluffs to scan the sea. It's flat. To overcome that, they devised — hundreds of thousands of years ago — they would take a huge trampoline stitched together from walrus hides. Everyone in the village would get a piece of this thing and put someone in the middle. They would jump and everyone would start pulling the hide...while they were up there, they would look for whales. The higher you can go, the more chance of spotting a whale and the village will succeed. So that's called the blanket toss. The more of us that are hanging on the edge of our blanket, the more successful our victims will be."

Challenges

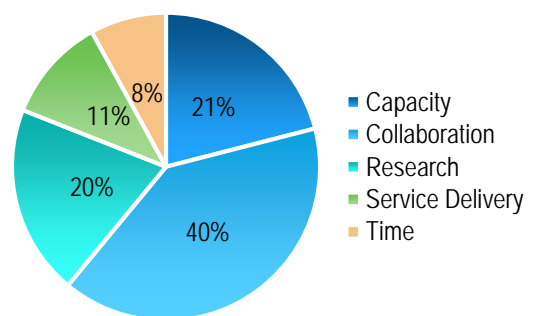
The network partners discussed five primary challenges they experienced while participating in the wraparound project over the five-year interview period. They were associated with collaboration, capacity, research, service delivery, and time.

Collaboration

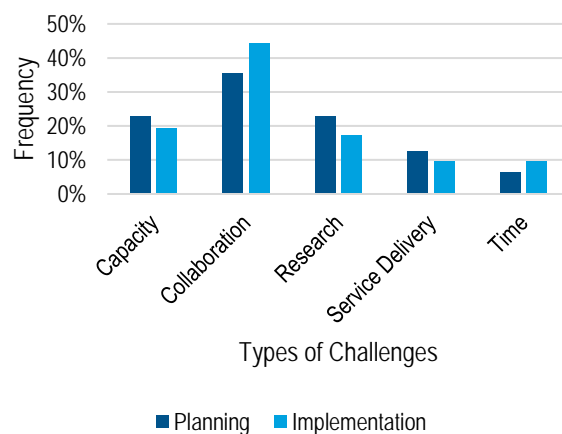
Effective collaboration (40 percent) could sometimes be challenging due to geographic location (10 percent), barriers to information sharing (8 percent), and partnering organizations with such different (7 percent) missions, goals, standard operating procedures, resources, and funding. For example, the partners stated that it was very challenging to develop a Wraparound Network for such a large geographic region. Since the partnering agencies were spread out throughout the State of Alaska, many partners could not join in-person meetings. For some partners, the inability to meet in-person hindered relationship-building. Others felt "geographically siloed" because they were providing legal services in a rural area that does not have service providers "on the ground." Most of their services are provided over the phone or through video conference, which makes it "harder to serve people."

Collaboration and communication were sometimes difficult because many of the partners had never worked together previously. Many partners also experienced challenges sharing information requested by other partners and the local researcher because of confidentiality policies. Developing a definition of "crime victim" was difficult for the partners because they had different perspectives and organizational guidelines for who could be considered a victim. The partners were more likely to discuss challenges associated with collaboration at the implementation phase than in the planning phase, perhaps because more collaboration was required among the partners during service delivery, and therefore, more discussions on how to solve problems associated with collaboration occurred during this phase.

Challenges Years 1-5



Challenges by Phase



Capacity

The partners discussed a variety of challenges associated with having the capacity (29 percent) to participate in the network. The partners already carry a heavy workload at their organizations and lacked the resources and staff time to complete the additional work required by their participation in the network, especially since most partners were not compensated for their time. Several partners felt that assisting with data collection took a great deal of their time. Challenges associated with capacity were discussed during the planning phase more frequently, perhaps because the partners were dedicating more time to steering committee meetings, the needs assessment, and other planning activities.

"We had to still make a lot of hard calls about who we could help because we weren't able to fully represent everybody. And it means we take on the more complicated cases and we leave what we see as the more straight forward cases, for lack of a better word, for folks to do on their own and try to shore them up and support them as best we can, but then we ultimately have to say sorry we can't do any more."

Service Delivery

Discussions of challenges associated with service delivery (20 percent) were focused on the screening and referral process primarily during the planning and implementation phase. One partner stated that it was challenging for the network to develop effective methods for reaching the widest number of people. For example, the network did not develop a standardized screening process for identifying civil legal needs for crime victims. That put greater pressure on organizations that were receiving referrals. The partners struggled to develop a standardized referral form that worked for the entire network. By 2018, the network still struggled to provide services to all of the clients requesting assistance because the partners did not have the capacity.

Time

The partners frequently stated that planning and implementation took more time than was originally anticipated (8 percent). For example, it takes time to build relationships among the partners, work through each "layer" of the project (e.g., the needs assessment, components of service delivery), and obtain approvals from OVC to move forward. As a result, the partners were unable to stick to their established timelines. This caused some frustration because the partners felt that the project was moving "slowly" and that they had not accomplished as much as they had hoped. At the same time, they realized that they have to be patient because "systems change takes time."

Research

The partners felt that the research process (20 percent) was both a strength and a challenge of the research plan. For example, the participatory research process allowed each of the partners to give valuable feedback on data collection instruments (e.g., surveys). Eliciting this feedback and then revising the instruments, however, was very time consuming and labor intensive. It was also very challenging to get high response rates for the crime victim survey. It was difficult to design a survey that was not "overwhelming" for the respondent (e.g., because the survey was too long, or respondents were "suspicious of government"). Additionally, some of the partnering organizations had policies stating that they could not collect certain types of information and thus could not participate in data collection. As a result, the needs assessment took more time than was expected and was a very "frustrating" experience for the partners. The partners were more likely to discuss these challenges at the planning phase than in the implementation phase because the needs assessment was conducted in 2013 and 2014 (Years 1 and 2 of the project). Although there were a few discussions of research challenges during the implementation phase,

these partners were reflecting back on challenges during the needs assessment (not new research).

Lessons Learned

The network partners discussed seven primary lessons they learned from participating in the wraparound project over the five-year interview period associated with collaboration, meetings, research, time, services, goals, and leadership.

Collaboration

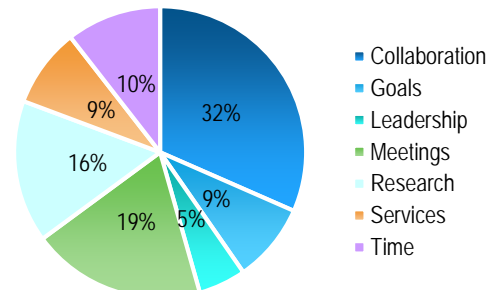
In terms of collaboration (32 percent), the partners believed that relationship-building was critical. For example, the partners all need to be patient and comfortable working with each other in order to work through the challenges associated with building a legal services network. Partners frequently stated that this type of legal services network must be developed in collaboration with a variety of different types of partners who accurately represent the victims the network is attempting to serve. For example, partnering with organizations working with underserved communities and non-English speakers is a critical piece of the Alaska network. One partner suggested starting the planning phase with a smaller group of partners who have “common interests” and then expand the network once the initial planning is complete. Another partner stated that providing funds to steering committee members seems to have increased partner engagement.

The partners also noted an appreciation for cross-site (3 percent) collaboration and recommended having more frequent cross-site meetings to discuss the challenges and solutions to planning and implementing the networks. Listening to the progress of other sites served as a morale booster for some of the partners who thought that they may not be making as much progress as other sites.

Meetings

The partners provided a variety of lessons learned associated with meetings (19 percent). The partners believed that having frequent meetings to check in on progress and review action steps is necessary for driving the planning process forward. Many of the partners in Alaska had to join meetings through teleconference due to the large geographic area that the network was serving. They stated, however, that meetings could have been more interactive and better facilitate relationship-building if they met in person. One partner wished that OVC had hosted an in-person meeting at the beginning of the project so that all of the network partners could attend, receive the same overview of the project to provide context for the grant, and facilitate relationship-building.

Lessons Years 1-5



“When I started getting onto the NCVLI calls, it was sort of enlightening to me, because I’m sort of wrapped up in the Alaska side, and I’m thinking ‘oh my god, we’re trudging along, we’re not making any progress here.’ And I hear about the other side, and I’m thinking, actually we’re doing pretty well... it sort of brightened the day.”

Research

Lessons associated with research (16 percent) were discussed in a variety of ways. One partner stated that the first step for any project like this is to conduct a needs assessment and collect baseline data to assess how the network performed over time. Having a webinar with the local research partner and network partners to provide an overview of the research component, as well as OVC and NIJ requirements, would have made the local evaluation run more smoothly. Taking the time to develop appropriate data collection instruments and plans is critical for achieving appropriate response rates and obtaining information that can help the network. They recommended developing shorter surveys to increase response rates.

"We could have saved ourselves months, potentially a year, if we had a model victim survey that was vetted. We had so many meetings about what should go into the survey."

Time

Several partners stated that the project took more time (11 percent) than expected. One reason for the unexpected increase in time spent on the project could have been the participatory research methodology, through which the grantees tried to obtain consistent feedback from the steering committee and provide frequent feedback to the researchers. With this in mind, the grantees tried to be very "mindful of time and efficiency and meaningfulness." One partner appreciated that grant funds could be rolled over from year to year because timelines did not always work out as planned.

Goals

The network partners discussed lessons associated with developing project goals that avoid duplicating (9 percent) work that has already been done in their community. The networks should strive to be more effective, efficient, and avoid wasting resources. Part of this goal should be documenting lessons learned, challenges, and tools for other sites to learn how to plan and implement a similar network because there is "no need to reinvent the wheel." For example, partners from the demonstration sites could serve as "mentors" for future jurisdictions that are trying to implement similar models. The surveys, tools, and other resources developed by the sites should be shared with other jurisdictions for "quick startup."

Services

In terms of services (9 percent), the partners recommended focusing on providing "survivor-centered" services that are accessible for underserved and rural communities; and tailoring language access plans to each organization. They also recommended utilizing technology throughout the life of the project so that traditionally burdensome processes (e.g., referrals) can be "automated."

Leadership

When discussing leadership (5 percent), one partner said that "the most important thing is to have a really strong leader, who's organized and focused." Another partner noted that having a grantee with greater reach and "power to implement the new model in the state" (e.g., the attorney general) might have made planning and implementation easier. Project leaders also stated that there was a learning curve associated with the requirements of a cooperative agreement versus a more traditional grant.

Sustainability

Although AIJ and ALSC stated that they had been thinking about sustainability since the beginning of the project, they did not appear to have a formal sustainability plan in place. During ICF's annual site visit stakeholder interviews, most network partners did not seem to be aware of or involved with developing or implementing a sustainability plan for the project. There was general concern that the wraparound project would not be sustainable without additional funding. These discussions mostly focused on a lack of federal and state funding available to pay the salaries of legal service providers. The wraparound project would not be able to continue providing legal services to crime victims if victim service organizations did not have the capacity to serve clients. Partners that received funding to hire new legal staff through the wraparound project intended to incorporate those staff members under other funding streams after the project ended, but worried that there would not be enough funding to keep each newly hired staff member.

"I feel like the project has sort of given us time or forced us to network more with some communities to encourage referrals whereas without the project we're rarely in that position of trying to encourage referrals because we're so slammed most of the time. And that relationship building, I think, will outlast the project and will benefit crime victim clients and also our other clients in Bethel. I think that's the major benefit of the project."

In Year 6 of the project, several partners in the wraparound project applied for new funding to support legal service provision. ANDVSA was awarded a grant to pay for interpreters, which supported continued language access for crime victims. AIJ and ANDVSA partnered on an application for state-based VOCA funds. AIJ submitted a proposal to OVC for a grant to enhance services for crime victims and immigrants with limited English proficiency. ANDVSA and ALSC submitted proposals to OVC and the Office on Violence Against Women. AIJ and ALSC also submitted separate proposals for grants through the Municipality of Anchorage, but the grants were not awarded.

Several partners believed that the wraparound project strengthened existing and fostered new relationships, and that these relationships would be sustainable long term. They planned to continue working and providing and receiving referrals through the network in the future. AIJ believed that the referral system between the prosecutor's office and ALSC would continue, but that ALSC may not have the capacity to serve each crime victim who is referred. The partners do not intend to continue having steering committee meetings.

As of January 2019, the three core legal service providers — AIJ, ALSC, and ANDVSA — still had a strong partnership with VCCB and AOVR, and all of the organizations are making referrals. The Language Interpreter Center is sustained through foundation funding and is partnering with ANDVSA to have interpreters available when needed. AIJ is still hoping to secure VOCA funding to sustain its model.

Conclusion

Alaska's Wraparound Network project has experienced a variety of strengths and accomplishments, challenges, and lessons learned throughout the project. The needs assessment revealed victims' needs and challenges with accessing services, including inadequate information and knowledge about available services, fear of consequences or retribution, and lack of transportation. Based off of these results, the steering committee devised a plan to increase awareness and knowledge of available services, where they are located to reach a broader range of crime victims, including those with limited English proficiency, and

increase referrals among agencies. Primary challenges of the project included finding a way to merge each partners' project goals and confidentiality restrictions, managing grant work despite the budget crisis and staff turnover, and navigating the distance and geographic isolation within communities. The partners discussed lessons learned, such as the importance of relationship-building between partners, having frequent check-in meetings, and taking the time to conduct a needs assessment before implementation. The partners of the wraparound project believe they have demonstrated the ability to collaborate effectively, in large part due to partners being willing to hear each other out and steering committee decisions that were made mostly by consensus. Per the social network analysis findings, the network was densely connected throughout the project, and although the levels of service coordination varied at times, there were high levels of service coordination among the core partners participating in the service delivery strategy. Other successes of the project included completing the needs assessment, developing the implementation plan, translating numerous important documents into a variety of languages for the language access plan, developing language access protocols based on lessons learned, having local attorneys available to serve communities, continuing to collaborate with the local evaluator, and the sheer number of victims served, which was 527 crime victims over the lifetime of the project.

CHAPTER 4.

Cook County, Illinois

Introduction

In order to create a comprehensive and collaborative model for delivering wraparound legal assistance services to all crime victims, the Cook County “Victim Legal Assistance Network (VLAN)” demonstration program, referred to as the Chicago network, set out to accomplish four goals: 1) identify available services and victims’ experiences using these services; 2) assess how legal services are used in tandem with social services to support victims; 3) understand how to use resources more effectively; and 4) identify strategies for addressing underutilization of resources. The VLAN demonstration program encompassed Cook County, Illinois, which includes the city of Chicago and 26 surrounding suburbs. Metropolitan Family Services (MFS) Legal Aid Society (LAS) spearheaded this project, by the end of the demonstration program, VLAN was comprised of the grantee, the local research partner, 16 steering committee members, as well as various organizations in Cook County that participated in network activities.

The Chicago network included an online portal, a connection to a pro-bono network, network policies and protocols, community outreach, and trainings. MFS LAS received \$400,000 in November 2012 as part of the original grant. They then received \$1,200,000 in continuation awards, for a total of \$1.6 million in funding spanning the project period of November 1, 2012 to September 30, 2016, with a no-cost extension for a project end date of June 30, 2018.

Historical and Geographic Context

In 2017, Cook County, Illinois has an estimated population of 5,211,263 people. Almost one half (42.3 percent) of the population identified as White/Caucasian, one-quarter (24 percent) is Black/African American, and one-quarter (25.5 percent) is Hispanic/Latino. About 7.7 percent identify as Asian and smaller numbers (<1 percent) identify as other races or ethnicities. About one-third (35.1 percent) of the population speaks a language other than English in the household, and 21.1 percent are foreign-born. The median household income in Cook County is \$59,426, with 14.6 percent living below the poverty line.¹

Estimating Cook County's crime rates is challenging, as complete crime data is not reported at the county level. However, the Chicago-Naperville-Arlington Heights Metropolitan Division's population is comprised mainly of those who live in Cook County, and the violent crime rate reported in this geographic entity is 515.1 per 100,000 inhabitants while the property crime rate reported is 2137.2 per 100,000 inhabitants.^{2 3} Crime rates are substantially higher in Chicago

¹ U.S. Census Bureau. (2018). U.S. Census Bureau QuickFacts: Cook County, Illinois. Retrieved from:

² FBI Uniform Crime Reports. (2018). “Crime in the United States 2017.” Retrieved from: ucr.fbi.gov/crime-in-the-u.s/2017/crime-in-the-u.s.-2017.

³ The FBI's Uniform Crime Reporting (UCR) Program includes the following offenses in its calculation of the violent crime rate: murder and non-negligent manslaughter, forcible rape, robbery, and aggravated assault. The FBI's UCR Program includes the following offenses in its calculation of the property crime rate: burglary, larceny-theft, motor vehicle theft, and arson.



itself: inside the City of Chicago, the violent crime rate is 1098.9 while the property crime rate is 3,262.8.

The legal aid community is well established in Cook County. Indeed in Chicago there are over 40 legal service organizations. One such organization, the Chicago Bar Foundation, has been instrumental in promoting programs that build legal networks for victims by offering trainings, workshops, and funding opportunities, as well as establishing committees and coalitions comprised on various legal aid organizations throughout the city. Despite these efforts, there is still a great need for low-cost legal advocacy, legal assistance with various needs (e.g., emergency food, transportation, and financial assistance), and culturally competent/language-specific legal assistance. Budget cuts over the past few years that have affected the public service sector may contribute to these outstanding needs in Cook County, as well as high turnover, and lack of stability among victim and social service agencies in the city may play a role in this issue.

Within the victim services field, there have been strong collaborative efforts among certain types of service providers. According to the grantee, historically, the community of domestic violence service providers has been especially well organized. For example, the Domestic Violence Courthouse in Cook County has a series of programs and services provided in-house through multiple partnerships (e.g., pro bono, social service providers, advocates, court information specialists) that utilizes a wraparound service delivery model. There are also domestic violence coalitions, such as the Chicago Metropolitan Area Battered Women's Network, established in the 1980s, that is made up of various providers, including the grantee, MFS LAS, and is well established in Cook County. The grantee shared that historically, sexual assault services are not as extensive or collaborative as domestic violence services. The grantee and other VLAN network partners shared that beyond this, there have been no organized networks to address the broader array of crime victimization-types and diverse needs of crime victims.

Needs Assessment

The VLAN needs assessment (2012-2014) involved multiple components including: 1) an environmental scan mapping the location of victim services across Cook County; 2) a review of existing public databases, literature, and documentation to inform the needs assessment strategy and sampling; 3) a survey of key stakeholders (n=61), including both legal and social service providers; 4) a client survey (n=1,092) administered in English, Spanish, and Polish to current and former residents of Cook County and above the age of 18; and 5) client focus groups/interviews (n=28) conducted in both English and Spanish.

Several key findings emerged from the needs assessment. The first is the identification of geographic areas that are resource poor. The local researchers found that in certain areas of Cook County, such as southern and northern areas, services available to victims were more scattered and sparse. Second, it was determined that the most sought out services were for victims of domestic violence, sexual assault, and homicide. They identified

that there were very few services available to the family and friends of homicide victims. Victims of domestic violence, on the other hand, indicated that it was very easy to access services. The local researchers concluded the findings from the needs assessment fall into two types of barriers to services, tangible barriers such as access and quality, and intangible barriers, such as clients' fears related to seeking services. Through this, the local researchers developed three key recommendations to inform the implementation phase of the project (see sidebar).

Key recommendations to address tangible and intangible barriers:

- Improve awareness of services
- Improve appropriate referrals
- Improve service quality



The grantee, partners, and research partner reported several challenges prior to and during the data collection phase of the needs assessment. For example, they experienced delays in getting approval from the university IRB. They also experienced challenges collecting data from crime victims. Various organizations participated in handing out surveys at many different locations, ranging from Target, to Chicago Transit Authority train stops, to medical centers, and direct service provider locations. Handing out surveys at courthouses was particularly challenging, mainly due to restrictions on where surveys could be administered and the difficulty in engaging people on the steps outside courthouses. The grantee did find, that by adjusting their focus on locations where there was a higher concentration of individuals in need of free legal services (e.g., community organizations such as Polish American Association, Center on Halsted, and Senior Centers), they had more success with reaching clients. During this data collection effort, weather was also a barrier. Temperatures during that winter in Cook County reached record breaking lows. During January and February staff were prevented from some outdoor locations due to frigid temperatures, however, data collection continued and ultimately over one thousand surveys were collected. Respondents also experienced survey exhaustion due to having completed surveys for other grants and programs.

It was also challenging to get a representative sample for the focus groups. The grantee stopped conducting focus groups after the first four were largely unsuccessful in getting clients to join. MFS LAS experienced challenges with recruiting victims and the logistics of arranging a focus group. Due to this, MFS LAS switched to conducting individual interviews with victims, mainly over the phone, and they were able to speak with eight individual clients.

During the needs assessment phase, grantee staff also shared that changes in grantee staffing interrupted data collection efforts, including the project assistant departing from the grantee organization during this time. Despite these challenges, MFS LAS was enthusiastic about their results and the amount of data they were able to collect, especially from clients.

Goals

The grantee and partners used the needs assessment findings to inform the implementation plan and finalize the network goals and objectives. The overall project goal was “to implement a comprehensive, collaborative model for delivering wraparound legal assistance services to crime victims to meet all legal needs that arise in connection with their victimization.” The VLAN specified the following objectives in their Implementation Plan:

- 1) Provide direct services to support holistic legal services to victims of crime through case managers and leveraged and/or expanded pro bono legal networks.
- 2) Implement strategies to deliver legal services for victims of crime, which are flexible in addressing potential barriers to accessing legal services, focuses on their specific victimization(s), and provide resources to aid in access.
- 3) Develop and implement a resource, referral, and information sharing protocol across the diverse systems impacting victims of crime.
- 4) Develop, in partnership with Illinois Legal Aid Online, a web portal to assist victims of crime to identify and access appropriate legal services, resources like the victim's compensation fund and enforce their rights in the civil and criminal legal system with as little trauma as possible. The web site will also host the trainings, common intake tools and other forms that will be developed as part of the implementation.



- 5) Implement a collaborative model of case consultation for multiple victimization screening along with a universal screening tool and coordinated processes across victimization groups.
- 6) Continue to facilitate regular VLAN Meetings to review implementation and coordination of service delivery, education/training, and outcomes/evaluation activities.
- 7) Develop and implement a training curriculum that will cross victimization categories and a shared understanding of existing providers to increase awareness of available victim/legal services and strengthen the coordination across these diverse groups.

Service Delivery Strategy and implementation

The grantee used the findings from the needs assessment to develop three key recommendations for addressing crime victimization in Cook County: improving awareness, providing appropriate referrals, and enhancing service access and quality. In the needs assessment, both stakeholders and clients reported the lack of awareness of victim rights, needs, and available services as barriers to service utilization. The goal, therefore, was to leverage existing infrastructure and rely on the VLAN partners to expand outreach and education efforts in order to educate and train more providers in Cook County. To improve appropriate referrals, MFS LAS recommended standardizing the referral process and improving the culture and practice of conducting referrals. In order to improve access to and quality of services, MFS LAS identified the need to add to the existing infrastructure policies and protocols that address how to effectively serve victims.

MFS LAS created a comprehensive approach to implementing a new service delivery model, developed directly from the needs assessment findings. The approach centered around five components:

1) Create a web portal to help victims identify and access legal services.

THE PLAN: MFS LAS sought to collaborate with ILAO to develop a web portal to serve as a comprehensive resource for victims of crime and service providers. The portal would make information immediately available and provide victims with tools to more easily navigate the justice system and become more educated on their rights as a victim. The website (i.e., web portal) would include content for service providers to assist with serving crime victims such as trainings and common intake tools and other forms, which would be developed as a part of implementation. Tools would include a screening tool that service providers and first responders (e.g., medical professionals, law enforcement) could use for identifying and understanding needs of clients, including those with multiple victimizations. Trainings would include how to use the screening tool and how to connect victims with the appropriate services using VLAN or pro bono legal service providers.

IMPLEMENTATION: MFS LAS and ILAO conducted four half-day workshops with steering committee members in spring 2015 to create journey profiles/core stories to map out crime victims' experiences with seeking services using the new online web portal. In these workshops, participants worked in small groups and developed core stories for victims in the areas of gun violence, elder abuse, domestic violence/sexual assault, and human trafficking, with the goal of documenting decision points, touch points with service providers, resources needed, and basic timelines. These journey maps were used to create user persona and journey worksheets for the web portal. Later that summer ILAO, scheduled follow-up meetings with the steering committee members in each group to finalize the user persona and journey worksheets.



ILAO developed the web portal during the spring and summer of 2016 and conducted their first testing by October 2016 with clients at MFS LAS and service providers. During this time, ILAO also presented at a steering committee meeting to gain feedback from the steering committee members. In June 2017, ILAO conducted a final testing of the web portal with a subcommittee of steering committee members, and in July 2017, the portal had launched in both Spanish and English. There was a press release, flyers, and social media marketing to promote the launch of the web portal. During the first three months after the launch, the portal received 951 users, 1,381 session visits, and 8,606-page views.

On the web portal, there was a screening tool that allowed clients to determine if they are victims of various crimes. The web portal included four user-personas, which were developed from the core stories on gun violence, elder abuse, domestic violence/sexual assault, and human trafficking, which helps guide clients through understanding potential needs and ways to access services to meet their needs. Along with other trainings and educational resources, it includes resources on how to access crime victim compensation funds and finding legal and social service organizations. The web portal also included a variety of resources for legal professionals such as information on laws and practices, lawyer manuals, links to support and self-care for advocates, human trafficking identification tool, and training videos. Finally, service providers can make a referral to the VLAN network through the web portal.

The web portal was formally presented in July 2017 and had a very positive reaction from LAS staff, network partners, and the steering committee. While it was unclear how the portal impacted the number of referrals, some organizations found the portal to be a valuable resource when providing referrals for issues outside sexual violence. Media interviews followed this introduction, including an interview with ABC and a radio interview with Spanish Public Radio. The portal received 1,200 hits prior to these interviews. After the portal was launched, efforts turned toward refining the portal and making small changes as users and organizations provided feedback. In August 2017, ILAO added additional resources to the portal related to human trafficking and legal aid online and has consistently updated the information on the web portal, such as when new laws take effect.

2) Expand direct service to improve access and quality of services, as well as promote coordination of services

THE PLAN: The network believed that improving services to crime victims entails not only improving legal service, but also enhancing all victims' services and further integrating legal and social support services to provide holistic care. To accomplish this, MFS LAS sought to hire new staff including two case managers and one staff attorney. The case managers, supervised by an MFS LAS staff member, would help ensure that victims of crime receive the services they need and are guaranteed the rights to which they are entitled. As one of the first points of contact within the VLAN network, the case managers would conduct an initial in-person assessment; develop safety plans as needed; provide brief or ongoing case management and/or counseling; and make direct referrals to steering committee member organizations, other intra- or extra-network partners, or pro bono attorneys when appropriate. MFS LAS structured these positions so that case managers were mobile and could meet with clients in their own communities to ensure case management was more accessible and more widely available to crime victims across Cook County. The staff attorney would be cross trained in diverse crime victimization areas (e.g., homicide, immigration concerns, domestic violence, human trafficking) to



provide more targeted support for victims. This staff attorney would provide legal representation for crime victims and, when needed, refer to network partners.

To leverage additional, existing direct service resources, MFS LAS sought to utilize steering committee organizations' staff attorney resources, pro bono networks, and social work and law students to assist with case management and paralegal related tasks. MFS LAS planned to involve organizations outside of the network including the DePaul Family and Community Services clinic and University of Chicago's Law and Social Service Clinic's students to provide support on direct service activities.

IMPLEMENTATION: MFS LAS formed a variety of partnerships with organizations outside of the VLAN to support the network. For example, MFS LAS formed a partnership with DePaul University College of Law in 2013 to train and supervise six law students on obtaining emergency and plenary orders of protection, as well as representing litigants who appeared at the Domestic Violence Courthouse to obtain orders of protection. In 2015, MFS LAS conducted outreach to local universities (e.g., DePaul University, Loyola University, University of Chicago) to engage law students in trainings and the provision of legal services through the VLAN. In preparation for the pilot, MFS LAS connected with the Chicago Bar Foundation, a steering committee member, to establish a partnership with Chicago Bar's network of pro bono legal services.

Before MFS LAS fully implemented their new model for service delivery, they piloted components of the strategy internally. In early 2015, the grantee (MFS LAS) created maps of existing processes within MFS LAS to identify where improvements could be made. MFS LAS also customized their LegalServer⁴ database to connect referrals from staff attorneys to social services agency-wide and improve VLAN data collection and reporting.

By the summer of 2015, MFS LAS was piloting intake of crime victims into the network and the referral process agency-wide to track workflow processes. Toward the end of the summer, MFS LAS hired their VLAN staff attorney. The staff attorney immersed themselves in a diverse training curriculum to address the various crime victimization types and legal needs of clients. By November 2015, MFS LAS had also hired two case managers to support crime victims through their process of accessing and receiving services. Early in 2016, the grantee began to engage the pro bono network established in Cook County. This network served as a pool of resources to leverage when agencies needed to refer clients to direct and free legal services beyond the scope of what that agency or VLAN could provide. Between July and September 2016, a legal intern from Northern Illinois University College of Law, two social work interns, and a volunteer attorney joined the VLAN. In 2017, two social work interns, two elder justice fellows, and one high school intern supported the project and MFS LAS trained interns and law students at the National Immigrant Vicarious Trauma Center to support the VLAN. In 2018, a PILI intern and three new social work interns supported the VLAN.

⁴ LegalServer is a web-based software program that facilitates case management across multiple users, as well as provides tools for data tracking, analysis, and reporting. Available at: legalserver.org/



According to the administrative data, Chicago offered a broad range of services, which speaks to the availability and access to services by victims. The category with the highest number of services provided in Chicago was the “other” category, and we cannot identify those services given limitations with the data. However, the most common services identified were immigration-related services. These made up 20.9 percent of all services provided, with over 200 victims served. The next most common service was Enforcing Crime Victims’ Rights, and over 130 victims were provided with this service. More than 100 victims were provided with housing and family law services as well. In addition, Chicago offered employment services, protection order, divorce services, civil legal services, financial services, and criminal legal services. Of all the service categories that data was collected on, Chicago only did not provide custody services or property services to any victims in this sample.

Interviews with Crime Victims in Chicago

- One victim was satisfied with services received, expressing that most service providers were easy to contact and helped the victim receive victim compensation, benefits, and assisted them with appointments. This victim was only unable to receive counseling services because the service providers were understaffed and over-booked but stated that their provider attempted to contact several organizations to try to obtain assistance.
- Another victim reported that the two organizations they contacted were easy to reach by phone and allowed the victim to visit at any time. The victim reported that they had a good experience with receiving therapy at the first organization they contacted, but that this organization did not refer them to any other organizations for legal assistance they requested.

3) Develop policies, protocols, and practice referrals to improve awareness of available services and referrals.

THE PLAN: In order to streamline, formalize, and coordinate intake processes and referral processes across agencies, MFS LAS proposed the development of new protocols and procedures. The goal was to improve the coordination and delivery of services across network partners. Content to develop would include:

- A logic model with established and agreed upon measurable objectives, data collection strategies, and the proposed process for monitoring activities.
- A training curriculum to address identifying and responding to different types of victimization.
- A Legal Service Prioritization protocol that will help determine the level of legal service needs and necessary level of response when multiple victimizations are identified. This will help organizations prioritize resources and ensure organizations are addressing the holistic needs of their clients.
- A referral protocol and universal release of information form to streamline the coordination of services. MFS LAS envisioned utilizing their newly developed portal (see *Component 1*) to screen and direct clients to services. MFS LAS also sought to integrate steering committee members and case managers into Legal Server, a client tracking database already used by many steering committee organizations. MFS LAS also planned to establish a standardized referral process that addressed documentation, privilege, confidentiality, and release of information.



IMPLEMENTATION: By spring 2015, MFS LAS developed a logic model that outlined the inputs, activities, outputs, and short- and long-term goals for each component of their implementation plan. They also created a training plan (i.e., training curriculum) in preparation for launching their new service delivery model. As outlined in the training plan, the target audience for the trainings were individuals working with victims of crime, and the training topics included knowledge of legal concerns, information sharing among legal and social service providers, and intake and screening processes. There were a variety of modes of training offered through the training plan (i.e., in-person sessions, online, and “Know Your Victim Rights” workshops in communities). All of the trainings were made publicly available in a database on the VLAN website.

Full implementation of the new service delivery model launched in November 2015. At this time both case managers and the staff attorney started to receive and refer clients, though only in-house. Referrals came directly to VLAN, through contact with the VLAN Project Manager or through direct contact (email or phone) with the staff attorney or case managers. The staff attorney and case managers also received clients through MFS LAS’ general intake line referring to VLAN for services. The staff, as they worked closely with the Human Trafficking Initiative (HTI), also received clients through the HTI. A standardized form was created and access was provided to the network partners. This protocol streamlined intake and included forms such as a release of information from the client to give the first service provider a victim comes into contact with permission to share their information with providers in the network and exactly what information can be share. Referral forms were submitted to the VLAN Project Manager and discussed during weekly VLAN meetings to discuss the intake documentation and assign cases or make referrals. To begin engaging steering committee members in the implementation process, the grantee started to hold one on one sessions with steering committee members to enhance their relationship and establish an understanding and expectation with participating in the referral process. These meetings started at the end of 2015 and continued throughout 2016.

To assist with the referral processes, MFS LAS created process maps for existing services and procedures in their organization to help identify where they can make improvements. At the beginning of 2016 the grantee also began presenting to all of MFS’ community centers and other programs the VLAN network and the services they provide. This led to extensive connections with MFS’ sites, where these sites were referring to VLAN for services, both legal and case management, as well as receiving referrals for direct services. MFS programs such as the Family Violence Interview Program (FVIP) explained that through these presentations and through additional training they knew exactly what types of cases to refer to for VLAN services. Programs/sites such as FVIP would complete the VLAN referral form and the release of information form (completed by the client) when referring to VLAN. These forms would go directly to the VLAN Project Manager and then be assigned to the relevant staff member.

Throughout 2016 VLAN received more referrals and handled more cases. As of July 2016, the VLAN had served a total of 130 clients, with 95 ongoing as of that month. Only clients served by MFS LAS are included in the network count. By the end of 2016, 90 percent of VLAN cases were coming in through direct referrals; the rest came through MFS LAS’ standard intake process and followed the referral protocol. Most referrals or clients coming into VLAN through MFS LAS’ intake were placed in-house and either served by VLAN staff or by other MFS programs, such as MFS’ Family Intervention Violence Program (FVIP). The grantee began receiving referrals from steering committee members in April 2016, and the number of clients served by the network steadily increased through 2017.



Subsequent referrals coming into VLAN came into the network from steering committee members and other organizations in Cook County. Many of the referrals coming into the network came from the State's Attorney's Office, Victim Witness Unit, and Wings Metro. As steering committee members became more aware of the services offered by VLAN case managers, they began to refer to VLAN for case management assistance. Before referring out to steering committee members, the grantee sought to refine the referral process and map the workflow more closely to identify any areas for improvement. The grantee began referring out to steering committee members in January 2016.

By August 2016, the case managers had met their caseload (50 clients each) for serving clients. For about two months the case managers halted intake for new clients. During this time grantee staff discussed way to address capacity issues in the future, such as re-thinking how they prioritize cases or adjusting the capacity level of each case manager. The grantee also utilized other MFS programs and steering committee organization such as Apna Ghar to support case management activities when possible. Organizations were contacted informally through relationships that MFS LAS maintains to determine ability to provide support. The staff attorney also met their capacity level early in 2017. Instead of completely halting intake, the staff attorney slowed down the frequency of conducting intakes. The staff attorney also reached out to other steering committee members to inquire whether they were at capacity or if they could take cases. While this helped address the issue for the staff attorney short-term, capacity remained an ongoing issue through the first half of 2017. In October 2017, two interns also joined MFS LAS and began working on cases, which the case managers hoped would assist with capacity concerns. MFS LAS continued to have interns and several types of fellows throughout the remainder of the project to continue to expand their resources.

4) Continuing education and conducting outreach across Cook County to improve awareness of services.

THE PLAN: The grantee created a comprehensive outreach and dissemination plan to market their tools, portal, and VLAN's capabilities and services to MFS LAS, agency-wide sites, the steering committee members, and the greater Cook County community. MFS LAS planned to use various marketing tools such as brochures and email or social media campaigns to disseminate information. MFS LAS also planned to develop an education awareness strategy, which included hosting trainings such as "Know Your Rights" with various organizations as well as other trainings with professionals such as law enforcement and first responders. MFS LAS strategized using grantee staff, steering committee members, and case managers to conduct outreach and training activities.

IMPLEMENTATION: In December 2105, the VLAN began disseminating an informational flyer to MFS LAS sites, partners, and clients. In January 2016, MFS LAS conducted outreach education about the VLAN, a training on domestic violence, and "Know Your Rights" trainings (e.g., with the Human Trafficking Task Force). MFS LAS was invited to Chicago Public Schools to provide an overview of VLAN to parents and facilitate connections to community agencies.

By the beginning of 2016 case managers began to present on VLAN at other MFS sites, such as their Midway Center and North Center. Soon after MFS LAS was starting to see referrals from many of the MFS sites to VLAN for legal services or case management needs. The case managers also began to conduct outreach and trainings across Cook County to highlight VLAN and the services they provide. By April, however, these

initiatives transferred over to MFS's community trainer in order to allow case managers to dedicate their efforts to serving clients.

In fall 2016 MFS LAS brought on two Elder Justice Fellows to assist in outreach activities. They worked extensively to market VLAN and their service capabilities. The Fellows focused on places such as libraries, senior centers, and other community organizations, leaving fliers or brochures about VLAN. The grantee reported this brought in new clients, namely elder victims, seeking services and new referrals for services. VLAN partners began disseminating business cards for victims and conducting web portal promotions in late 2017.

In the crime victim interviews conducted by ICF, one victim from this site was informed about services by calling 311 and by a friend and another found services by using a Google search. Once the victim was informed from the 311 service of a victim service provider, the victim was connected and received therapy.

"[The first service provider] didn't tell me about all the benefits and services that were available to me. They didn't tell me about immigration. But I needed immigration help. I didn't know what I needed."

In another crime victim interview, the victim was provided a packet of contact information by the hospital "but it doesn't do any good if nobody can help when I call." The victim reported that they found their own assistance using a Google search. The victim described feeling that "there was nothing they would not do for me when I needed it." The victim felt the service provider did a great job providing them with victim compensation, transportation, benefits, appointments, and vaccines. The one service the victim did not feel was sufficient was counseling. The victim reported that the service provider did refer them to as many places as they could to get counseling, but none could accept the victim due to space and staff limitations. The victim was not provided with any counseling until they moved out of state and received counseling in the new state.

5) Training and professional development to improve access and quality of legal and social services.

THE PLAN: MFS LAS wanted to provide a wide range of trainings to address gaps in professional development of service providers and other professionals in Cook County. MFS LAS sought to develop a training guide that addressed potential training needs, such as victimization types, legal needs, and various screening processes. MFS LAS also planned to host trainings specifically for steering committee members, based on their identified priority needs or interest areas. Proposed trainings included utilizing Legal Server, addressing confidentiality and privilege in conducting referrals, how to use new intake protocols and screening tools, and addressing multiple victimizations in the intake process. The grantee planned to employ various methods for delivering training, such as in-person trainings at specific service provider locations or online webinars and pre-recorded trainings available on the online portal. The goal was to ensure all training sessions were recorded to be available to the public on the online portal.

IMPLEMENTATION: In 2014, MFS LAS conducted a training for partnering organizations on trauma-informed client representation. During fall of 2016, the grantee began working with the steering committee to identify their training needs and priorities. For example, VLAN partners were offered trainings on using the LegalServer and web portal. VLAN partners and community centers were provided trainings on intake and referral processes, as well as the VLAN more generally. Based on feedback during one steering committee meeting, the grantee hosted an all-day, in-person training in January 2017, available to steering

committee members and their staff. The training covered three topics, *Enhancing Victim Services*, *Serving Clients with Mental Health Needs*, and *Vicarious Trauma*. More than 50 people attended the training and the experience, content, presenters, and overall delivery of the training was very well received by majority of the steering committee members. The next training was held in March 2018. Nearly thirty people attended the two-day training in March, which was hosted by NCVLI and covered a range of topics. Presentations were given on topics such as financial and economic stability and safety of victims, physical safety and protection, legal needs of victims throughout a case, as well as trauma- and culturally informed legal services. In September 2018, the steering committee participated in a 1.5 hour training on mental health and self-care. Continuing Legal Education (CLE) credits were offered for this training. In addition to the in-person trainings, the web portal was a central repository for additional resources and training videos categorized by topic (e.g., Employment Rights of Survivors, Housing Law for Survivors, and Seeking a Plenary Order of Protection), tools for identification and obtaining assistance for survivors, and other guides, such as self-care options for advocates.

Local Evaluation:

The purpose of the local evaluation plan was to evaluate the effectiveness of the service delivery model, focusing on four key areas:

1. In order to measure expansion of direct services and client satisfaction, the research partner in collaboration with the steering committee refined an existing client satisfaction survey. All VLAN network agencies were supposed to administer the pre/post client satisfaction survey to measure client satisfaction as well as track the number and types of client victim services provided within the VLAN network. Agencies ended up administering a **post-only client satisfaction survey administered on-site**.
2. MFS LAS provided training and professional development to improve quality of legal and social services and address gaps in professional development of service providers. One area of the evaluation was to create and complete **training activity tracking sheets**. These sheets listed the purpose of each training activity, the number of participants at each activity, the date, and the status for completion. MFS LAS also administered a **pre/post training survey** to measure any changes in knowledge or awareness of resources as a result of training participation.
3. MFS LAS customized the Legal Server database and used it as a central source for connecting referrals. An important component of the evaluation was understanding the referral process. Thus, the program developed and administered a **referral process survey** for completion by all in-network direct service providers. The grantee also maintained and updated a **summary document** listing partners from each stakeholder group, the number of agencies in the referral network, and signed MOUs.
4. To help victims identify and access legal services, MFS LAS created an online web portal. As part of the evaluation, the team **collected web portal usage data**.

GOAL THEME	PROCESS/OUTCOME	ACHIEVED
Provide direct services to support holistic legal services through case managers and leverage/expand pro bono legal networks.	<ul style="list-style-type: none"> Hired two case managers to conduct initial in-person assessments, develop safety plans as needed, provide brief or ongoing case management and/or counseling, and make direct referrals to intra and extranetwork partners or pro bono attorneys. Hired one staff attorney to provide legal services; cross-trained in diverse crime victimization areas (e.g., homicide, immigration concerns, domestic violence, human trafficking). Established a partnership with the Chicago Bar Foundation's network of pro bono legal services to leverage when crime victims had needs that were outside the scope of the VLAN partners. Provided 1,008 services to approximately 900 clients, the median number of services per client was 1.13. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Implement strategies to overcome service barriers, deliver legal services focused on specific victimization(s), and provide resources that aid access.	<ul style="list-style-type: none"> Launched full implementation of the new service delivery model in November 2015. Conducted outreach and trainings across Chicago with MFS LAS case managers, trainers, and Elder Justice Fellows to highlight the VLAN and the services it provides. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Develop and implement a resource, referral, and information sharing protocol across the diverse systems impacting victims of crime.	<ul style="list-style-type: none"> Established a standardized referral process that addressed documentation, privilege, confidentiality, and release of information to streamline the coordination of services. Used the web portal to connect and direct clients to services. Integrated steering committee members and case managers into LegalServer, a client tracking database. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Develop a web portal to assist victims with identification and accessing appropriate legal services and host trainings, common intake tools, and other forms for providers.	<ul style="list-style-type: none"> Launched web portal on July 12, 2017. Included legal help pages organized in stories intended to provide legal information on topics such as divorce, debt, immigration, and trafficking; provide access to forms; and route potential clients to legal assistance providers and social service providers based on their needs. Included resources, trainings, tools, and guides for legal professionals. Received 951 users, 1,381 session visits, and 8,606 page views immediately following the launch: July 13 to October 10, 2017. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Continue to facilitate regular VLAN meetings to review implementation and coordination of service delivery, education/training, and outcomes/evaluation activities.	<ul style="list-style-type: none"> Maintained a steering committee consisting of approximately 16 network partners and convened quarterly between 2012 and 2018. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

<p>Develop and implement a training curriculum that will cross victimization categories and share an understanding of existing providers to increase awareness of available victim/legal services and strengthen the coordination across these diverse groups.</p>	<ul style="list-style-type: none"> ▪ Developed trainings that addressed potential training needs for service providers and other service professionals (e.g., victimization types, legal needs, screening processes) and posted shared them through the web portal. ▪ Hosted two trainings for steering committee members on topics that included enhancing victim services, serving clients with mental health needs, vicarious trauma, financial and economic stability and safety of victims, physical safety and protection, legal needs of victims throughout a case, as well as culturally and trauma-informed legal services. 	<p><input checked="" type="checkbox"/> Yes <input type="checkbox"/> No</p>
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Network Membership & Roles

When this project first began, the steering committee consisted of 24 partners representing legal assistance and social service providers, victim advocates, and leaders in the civil and criminal justice system. The grantee, Metropolitan Family Services Legal Aid Society (MFS LAS), described Cook County as a diverse community with a variety of needs. They formed a steering committee that represented this diversity and had the ability to leverage resources across a variety of victim service efforts. MFS LAS first partnered with the University of Illinois Chicago (UIC) for their local research partnership. The contract was transferred when the primary researcher accepted a new position at Northwestern University. Table 1 provides an overview of each partnering organization and their project roles.

Organizational-Level Changes in Network Membership

The VLAN experienced numerous changes in membership among partnering organizations. By the end of 2013, Pillars, CASA of Cook County, Center for Disability and Elder Law, Mayor's Office of Public Engagement, and Ceasefire disengaged from the project. These organizations either stopped participating in the steering committee meetings or chose to withdraw their participation because they did not see a role for their organization on the committee.

In the spring of 2014, MFS LAS brought the Polish American Association into the network in preparation for implementation of the new service delivery model. Catholic Charities and Cook County Court System Domestic Violence Courthouse both disengaged from the steering committee in the summer of 2014. In September 2014, MFS LAS administered new MOUs to steering committee members in preparation for implementation. During this time, Center on Halsted withdrew their participation in the steering committee due to concerns regarding referrals and the release of information that could potentially violate attorney-client privilege. In late 2014, the steering committee representative from Chicago Legal Clinic left the organization. After their departure, the Chicago Legal Clinic did not reengage in the project.

In 2015, Cabrini Green Legal Aid, MFS LAS' Human Trafficking Initiative, and MFS' Family Violence Intervention Program (FVIP) joined the project to aid in the implementation of the new service delivery model. The MFS Human Trafficking Initiative and FVIP were considered network partners (e.g., to provide referrals within the network) but did participate in the steering committee. In 2016, Cook County Court System Criminal Division left the steering committee due to conflicts with the meeting schedule.

In the summer of 2016, Wings Metro joined the project as a network partner but did not join the steering committee member. Wings Metro participated in referrals with the network and engaged in training opportunities.

Staff-Level Changes in Network Membership

The VLAN experienced a variety of changes in staff members at MFS LAS (the grantee) and steering committee organizations. For example, a new Executive Director of MFS LAS was hired in April 2015 and oversaw the program for about two years, leaving in October 2017. A new Executive Director was then hired in March 2018. The project manager position transitioned twice during the project period. The original project manager departed in May 2015. Before this project manager left, the grantee had already identified and hired a new project manager who started at the end of May 2015. The new project manager led the project until May 2017. At this time, the VLAN staff attorney and one case manager took over many of the former project manager's activities and responsibilities, such as leading steering committee meetings and data collection and reporting. One case manager departed from the grantee organization in January 2017.

In early 2014, both the National Immigrant Justice Center (NIJC) and YWCA changed their steering committee points of contact. At NIJC, a new staff member replaced the previous steering committee member. YWCA reduced the number of staff members participating in the steering committee to one representative. At the end of 2014, Chicago Alliance Against Sexual Exploitation (CAASE) also had a staff transition that led to a new steering committee member. In 2015, LAF also changed their structure to having only one primary point of contact participate in the steering committee. In the summer of 2015, Apna Ghar and Cook County Public Guardian experienced steering committee member transitions. Finally, in 2016, Salvation Army STOP IT Initiative, Cabrini Greed Legal Aid, and Apna Ghar changed their steering committee member representatives.

Partner Roles

The grantee staff supporting this project include the project manager, Director of Outcomes and Evaluation, and MFS LAS' Executive Director. In preparation for implementation, which began in November 2015, the grantee hired a VLAN staff attorney and two case managers. The project manager, staff attorney, and case managers devoted 100 percent of their time to the project, while the Director of Outcomes and Evaluation and the Executive Director devoted between 10 percent–30 percent at any given time. Other MFS support staff dedicated 5 percent to 12 percent of their time to direct service provision in Years 3 through 6 of the project.

Eleven network partners had one staff member supporting the project, five network partners had two staff members supporting the project, and four network partners had three or more staff members supporting the project.⁵ The partners played a variety of roles, such as serving as steering committee members, planning implementation, assisting with needs assessment data collection and review of findings, providing and receiving referrals, and providing victim services. Most of the partners reported that they dedicated less than 5 percent of their time to the VLAN.

⁵ ICF was unable to interview each partner in the network and did not have access to other documentation that provided the total number of staff members at each partnering organization who supported the project or their time dedicated to the project.

Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

Organization & Location	Location	Description	Member Role
1. Metropolitan Family Services (MFS) Legal Aid Society (LAS)	Chicago, IL (headquarters) Roseland, West Lawn, Portage Park, South Chicago, Wheaton, Evanston/Skokie, Palos Hills	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Legal and victim services ▪ <i>Service area:</i> Chicago and Chicago area suburbs ▪ <i>Client Types:</i> domestic violence, elders, housing and consumer fraud ▪ <i>Service Types:</i> <ul style="list-style-type: none"> ○ Civil legal assistance ○ Training and technical assistance ○ Education services through its staff and pro bono attorneys ○ DV program ○ court advocacy program ▪ <i>Joined the Wraparound Project in: 2012</i> 	<input checked="" type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering Committee <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
2. Northwestern University (formerly representative at University of Illinois-Chicago)	Chicago, IL	<ul style="list-style-type: none"> ▪ University ▪ <i>Organization Type:</i> Other ▪ <i>Service area:</i> N/A ▪ <i>Client Types:</i> N/A ▪ <i>Research Areas:</i> <ul style="list-style-type: none"> ○ Social disparities and health ○ Education policy ○ Public policy ○ Performance measurement ○ Child, adolescent, and family studies ○ Poverty, race, and inequality ○ Urban policy ○ Urban development ▪ <i>Joined the Wraparound Project in: 2012</i> <i>*Primary researcher transferred to Northwestern University from University of Illinois-Chicago in 2016</i> 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Research Partner <input type="checkbox"/> Steering Committee <input type="checkbox"/> Network
3. Chicago Alliance Against Sexual Exploitation (CAASE)	Chicago, IL	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Legal ▪ <i>Service area:</i> Chicago ▪ <i>Client Types:</i> Sexual assault survivors ▪ <i>Service Types:</i> <ul style="list-style-type: none"> ○ Prevention programs ○ Policy and advocacy ○ Community engagement ○ Legal advocacy ○ Free legal services <ul style="list-style-type: none"> ▪ Being present during police or prosecutor interviews ▪ advocacy for rights within the criminal justice system ▪ housing or employment services ▪ representation in civil litigation 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner



Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

Organization & Location	Location	Description	Member Role
4. Cook County Public Guardian	Chicago, IL (headquarters)	<ul style="list-style-type: none"> ▪ <i>Joined the Wraparound Project in: 2013</i> ▪ State agency ▪ <i>Organization Type:</i> Government ▪ <i>Service area:</i> Cook County, IL ▪ <i>Client Types:</i> Juveniles, elderly, families involved in custody cases ▪ <i>Service Types:</i> <ul style="list-style-type: none"> ○ Legal services (juvenile and probate divisions) ○ Recuperating financial losses for disabled elderly ○ Legal counsel and guardianship for children and disabled adults across three divisions: the Juvenile division, the Adult Guardianship Division, and the Domestic Relations Division. ○ Juvenile Division: offers attorneys to youth in the child welfare system or youth who have experienced trauma. ○ Domestic Relations Division: offers attorneys for families involved in custody cases. ○ Adult Guardianship Division: serves as the guardian of last resort and assists in matters related to: <ul style="list-style-type: none"> ▪ Disabled adults ▪ Adults experiencing neglect, exploitation, or abuse ▪ Adults needing financial assistance ▪ <i>Joined the Wraparound Project in: 2013</i> 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
5. Cook County State's Attorney's Office Victim Witness Assistance Unit	Chicago, IL	<ul style="list-style-type: none"> ▪ State agency ▪ <i>Organization Type:</i> Criminal justice and victim services ▪ <i>Service area:</i> Cook County, IL ▪ <i>Client Types:</i> Victims of crime ▪ <i>Service Types:</i> Provides advocacy and court support services to victims and witnesses. <ul style="list-style-type: none"> ○ Accompaniment to court ○ Answering questions about court proceedings ○ Assistance with Victim Impact Statements ○ Intervening with landlords, employers, or schools as needed ○ Assistance with seeking counseling or financial assistance related to victimization ○ Advocacy, referrals, crisis intervention ▪ <i>Joined the Wraparound Project in: 2013</i> 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
6. Illinois Legal Aid Online (ILAO)	Chicago, IL	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Other ▪ <i>Service area:</i> Chicago ▪ <i>Client Types:</i> ▪ <i>Service Types:</i> Increase access to justice through education to the public as well as training and supporting legal aid providers on topics such as legal options, making informed decisions, and resources available to people in need <ul style="list-style-type: none"> ○ Free legal information via website ○ Funding organizations ▪ <i>Joined the Wraparound Project in: 2013</i> 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner



Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

Organization & Location	Location	Description	Member Role
7. Legal Assistance Foundation of Metropolitan Chicago (LAF)	Chicago, IL	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Legal ▪ <i>Service area:</i> Chicago ▪ <i>Client Types:</i> Children, elderly, and families ▪ <i>Service Types:</i> Free legal services in non-criminal matters <ul style="list-style-type: none"> ○ Orders of protection, divorce ○ Consumer legal services including foreclosures or consumer fraud ○ Housing assistance ○ Immigrants and workers' rights ○ Public benefits including medical assistance, social security, and crime victim compensation ▪ <i>Joined the Wraparound Project in:</i> 2013 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
8. Loyola University Center for Urban Research and Learning (CURL)	Chicago, IL	<ul style="list-style-type: none"> ▪ University ▪ <i>Organization Type:</i> Other ▪ <i>Service area:</i> N/A ▪ <i>Client Types:</i> N/A ▪ <i>Service Types:</i> utilizes collaborative research to partner faculty and students with community and nonprofit organizations, civic groups, and government agencies to combine community and university knowledge to address and respond to issues communities in Chicago are facing. <ul style="list-style-type: none"> ○ Welfare reform ○ Options for care for those who are homeless ○ Research and evaluation on victim-centric spaces for Muslim sexual assault survivors on college campuses ▪ <i>Joined the Wraparound Project in:</i> 2013 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
9. Heartland Alliance, National Immigrant Justice Center (NIJC)	Chicago, IL	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Legal and victim services ▪ <i>Service area:</i> Chicago, IL; Goshen, IN; and Washington, D.C. ▪ <i>Client Types:</i> Low-income immigrants, refugees, and asylum seekers ▪ <i>Service Types:</i> <ul style="list-style-type: none"> ○ Direct representation, education, policy <ul style="list-style-type: none"> ▪ Immigration services ▪ Services for unaccompanied children ▪ Anti-trafficking services ▪ Asylum seekers support ▪ LGBT rights ▪ <i>Joined the Wraparound Project in:</i> 2013-2018 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner

Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

Organization & Location	Location	Description	Member Role
10. Salvation Army (STOP IT Initiative Against Human Trafficking)	Chicago, IL	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Victim Services ▪ <i>Service area:</i> Chicago, IL ▪ <i>Client Types:</i> Human trafficking victims ▪ <i>Service Types:</i> <ul style="list-style-type: none"> ○ Awareness with the public on human trafficking issues ○ Crisis intervention ○ 24hr-hotline ○ Outreach and access to resources for victims ○ Trauma-informed case management ○ Awareness education and training ▪ <i>Joined the Wraparound Project in:</i> 2013 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
11. YWCA Metropolitan Chicago	Chicago, IL	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Victim services ▪ <i>Service area:</i> Metropolitan Chicago ▪ <i>Client Types:</i> women and victims of sexual assault ▪ <i>Service Types:</i> <ul style="list-style-type: none"> ○ Childcare services ○ Early childhood services program ○ Economic empowerment ○ Family support services ○ Legal advocacy ○ Medical advocacy ○ Sexual violence and support services ○ Women's health support services ○ YWCA's Sexual Violence and Support Services includes: <ul style="list-style-type: none"> ○ Sexual violence counseling ○ 24-hour rape crisis hotlines ○ Outreach and education ○ Food program ▪ <i>Joined the Wraparound Project in:</i> 2013 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
12. Chicago Police Department	Chicago, IL	<ul style="list-style-type: none"> ▪ Law enforcement agency ▪ <i>Organization Type:</i> Criminal justice ▪ <i>Service area:</i> Chicago ▪ <i>Client Types:</i> N/A ▪ <i>Service Types:</i> N/A ▪ <i>Joined the Wraparound Project in:</i> 2013, reengaged in 2015, limited involvement throughout the project ▪ <i>*Did not participate in the WVLAN evaluation</i> 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner

Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

Organization & Location	Location	Description	Member Role
13. Cook County Sheriff's Office	Chicago, IL	<ul style="list-style-type: none"> ▪ Law enforcement agency ▪ <i>Organization Type:</i> Criminal justice ▪ <i>Service area:</i> Cook County ▪ <i>Client Types:</i> N/A ▪ <i>Service Types:</i> <ul style="list-style-type: none"> ○ serving protection orders ○ conducting evictions, and ○ providing security for court houses ▪ <i>Joined the Wraparound Project in:</i> 2013, limited engagement in 2015 and later 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
14. Polish American Association	Chicago, IL	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Legal and victim services ▪ <i>Service area:</i> Chicago, IL ▪ <i>Client Types:</i> Polish community ▪ <i>Service Types:</i> Legal and social services <ul style="list-style-type: none"> ○ Immigration services ○ Clinical services ○ Support services ○ Employment assistance ○ Education programs ▪ <i>Joined the Wraparound Project in:</i> 2014 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
15. Metropolitan Family Violence Intervention Program (FVIP)	Chicago, IL Roseland, West Lawn, Portage Park, South Chicago, Wheaton, Evanston/Skokie, Palos Hills	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Victim Services ▪ <i>Service area:</i> Chicago and Chicago area suburbs ▪ <i>Client Types:</i> Survivors of domestic violence ▪ <i>Service Types:</i> Human services program <ul style="list-style-type: none"> ○ Group and individual counseling for survivors ○ Referrals to legal advocacy through MFS LAS ○ Referrals to community resources for basic needs assistance such as food, shelter, rental, and energy assistance ○ Prevention activities including school and community-based education, professional trainings, and public awareness efforts ▪ <i>Joined the Wraparound Project in:</i> 2015, limited engagement as needed 	<input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network
16. MFS LAS Human Trafficking Initiative	Chicago, IL Roseland, West Lawn, Portage Park, South Chicago, Wheaton, Evanston/Skokie, Palos Hills	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Legal ▪ <i>Service area:</i> Chicago and Chicago area suburbs ▪ <i>Client Types:</i> Victims of human trafficking ▪ <i>Service Types:</i> Free legal services <ul style="list-style-type: none"> ○ Immigration relief ○ Removing a prostitution conviction from criminal record ○ Helping with orders or protection, divorce and custody 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner

Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

Organization & Location	Location	Description	Member Role
		<ul style="list-style-type: none"> Eviction and housing issues Job and employment Accessing public benefits Representation in court <p>▪ <i>Joined the Wraparound Project in: 2015</i></p>	
Inactive Partners			
17. Pillars	Chicago, IL Berwyn, Hickory Hills, La Grange, Western Springs, Willowbrook	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Victim services <i>Service area:</i> Western and Southwestern suburbs of Chicago <i>Client Types:</i> All <i>Service Types:</i> <ul style="list-style-type: none"> Mental illness services Addiction services Domestic violence/sexual assault services (24-hour hotlines and crisis support) Children's needs Community housing <i>Joined the Wraparound Project in: 2013, reengaged briefly in 2015</i> 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
18. Court Appointed Special Advocates (CASA) of Cook County	Chicago, IL	<ul style="list-style-type: none"> Nonprofit organization (as of 2001) <i>Organization Type:</i> Government <i>Service area:</i> Cook County <i>Client Types:</i> children in foster care or who have faced abuse or neglect and need a voice in court. <i>Service Types:</i> trained volunteers work one case at a time to devote their full attention to the child in need. <ul style="list-style-type: none"> Various programs including: <ul style="list-style-type: none"> Medically at-risk kids Creating independent transitions for youth <i>Joined the Wraparound Project in: 2013-2014, became inactive in 2014</i> 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
19. Cure Violence (formerly Ceasefire)	Chicago, IL	<ul style="list-style-type: none"> Non-governmental organization (NGO) and nonprofit <i>Organization Type:</i> Other <i>Service area:</i> Chicago <i>Client Types:</i> N/A <i>Service Types:</i> <ul style="list-style-type: none"> Engage community members Create partnerships Involve hospitals in the response to violence Re-examine data on violence Training and technical assistance Cure Violence takes a public health approach to violence prevention and takes a disease control methods approach to addressing and stopping violence. The model prevents violence through an approach that 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner



Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

Organization & Location	Location	Description	Member Role
		interrupts transmission, changes group norms, and identifies and changes the thinking of highest potential transmitters. <ul style="list-style-type: none"> Joined the <i>Wraparound Project</i> in: 2013, limited engagement and as needed only 	
20. Center for Disability and Elder Law	Chicago, IL	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Legal <i>Service area:</i> Cook County <i>Client Types:</i> elderly, disabled persons, or persons in poverty <i>Service Types:</i> free legal services including: <ul style="list-style-type: none"> Financial stability Housing Financial exploitation or abuse Joined the <i>Wraparound Project</i> in: 2013-2014, became inactive in 2014 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
21. Mayor's Office of Public Engagement	Chicago, IL	<ul style="list-style-type: none"> State agency <i>Organization Type:</i> Government <i>Service area:</i> Chicago <i>Client Types:</i> N/A <i>Service Types:</i> Serves as a direct link between the Mayor's Office, City departments, sister agencies, external partners, and communities across the City to make city government and its resources more accessible. Joined the <i>Wraparound Project</i> in: 2013-2014, became inactive in 2014 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
22. Catholic Charities of the Archdiocese of Chicago	Chicago, IL (headquarters)	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Legal, Social Services <i>Service area:</i> Cook County and Lake County, IL <i>Client Types:</i> All <i>Service Types:</i> <ul style="list-style-type: none"> Child, youth and family services Community development and outreach services Family and parish support services Housing services Senior services Brief legal services Direct representation of victims Advising people of their legal issues/rights Connecting clients to pro bono attorneys Catholic Charities of the Archdiocese of Chicago offers 150 programs at 164 locations across Cook and Lake counties. Programs are organized into five service areas which cover human needs from "cradle to grave." Joined the <i>Wraparound Project</i> in: 2013-2014, became inactive in 2014 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner

Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

Organization & Location	Location	Description	Member Role
23. Center on Halsted	Chicago, IL	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Victim services ▪ <i>Service area:</i> Chicago ▪ <i>Client Types:</i> LGBTQIA+ ▪ <i>Service Types:</i> <ul style="list-style-type: none"> ○ HIV/AIDS and STDs ○ Behavioral health programs ○ Advocacy ○ Community engagement ○ Anti-violence initiatives ○ Youth services ○ Senior services ○ Support groups ○ Vocational programs ○ Case management ○ Civil legal program ○ Legal referrals and limited legal consultations for additional guidance/information (not for seeking legal representation) ▪ <i>Joined the Wraparound Project in:</i> 2013, disengaged from the project in 2014 due to a lack of staff capacity and intermittently involved until 2016 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
24. Chicago Legal Clinic	Chicago, IL	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Legal ▪ <i>Service area:</i> Chicago ▪ <i>Client Types:</i> Victims of crime ▪ <i>Service Types:</i> <ul style="list-style-type: none"> ○ Low cost direct legal services, on a sliding cost scale ○ Pro bono program ○ Domestic violence program ○ Immigration program ○ Free seminars on legal topics ○ Environmental law program ○ Blank slate records program ▪ <i>Joined the Wraparound Project in:</i> 2013-2014 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner

Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

Organization & Location	Location	Description	Member Role
25. Cook County Court System (Domestic Violence Courthouse)	Chicago, IL	<ul style="list-style-type: none"> ▪ State agency ▪ <i>Organization Type:</i> Criminal justice ▪ <i>Service area:</i> Cook County ▪ <i>Client Types:</i> Domestic violence ▪ <i>Service Types:</i> <ul style="list-style-type: none"> ○ Advocacy/linkage to support (housing, counseling, employment) ○ Civil representation ○ Pro bono representation ○ Educational group for perpetrators ▪ Hears matters concerning: <ul style="list-style-type: none"> ▪ Civil orders of protection ▪ Criminal actions involving relationships defined by IL DV Act (e.g., stalking, aggravated stalking, class 4 felonies) ▪ Civil no contact orders ▪ Stalking no contact orders ▪ <i>Joined the Wraparound Project in:</i> 2013, disengaged due to staff capacity and role on steering committee and intermittently involved until 2015. 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
26. Cook County Court System (Criminal Division)	Chicago, IL	<ul style="list-style-type: none"> ▪ State agency ▪ <i>Organization Type:</i> Criminal justice ▪ <i>Service area:</i> Cook County ▪ <i>Client Types:</i> N/A ▪ <i>Service Types:</i> handles felonies in Chicago through 31 courtrooms. ▪ <i>Joined the Wraparound Project in:</i> 2013-2014, reengaged briefly in 2015 and discontinued participation given staff capacity and role 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
27. Apna Ghar	Chicago, IL	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Victim Services ▪ <i>Service area:</i> Chicago ▪ <i>Client Types:</i> Women, children, immigrants, and domestic violence survivors ▪ <i>Service Types:</i> Provides free, holistic services <ul style="list-style-type: none"> ○ Legal advocacy ○ 24-hour crisis line ○ Case management ○ Outreach & education ○ Counseling ○ Emergency shelter ▪ Conducts outreach and advocacy to end gender-based violence in immigrant communities. ▪ <i>Joined the Wraparound Project in:</i> 2013-2017, staff turnover resulted in limited engagement and lack of identification for a lead contact moving forward 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner

Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

Organization & Location	Location	Description	Member Role
28. Chicago's Citizens for Change/Chicago Survivors (CCC)	Chicago, IL	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Victim Services ▪ <i>Service area:</i> Chicago, IL ▪ <i>Client Types:</i> Families of victims of crime ▪ <i>Service Types:</i> Focus on youth homicide and homicide prevention; supports families struggling with issues related to homicide victimization, including assisting with basic needs <ul style="list-style-type: none"> ○ Support and referral services ○ Crisis response services ○ Counseling ○ Case management ○ Victim compensation ○ Referrals to legal aid ○ Referral services ○ Court advocacy ○ Community of survivors ○ Community outreach ▪ <i>Joined the Wraparound Project in:</i> 2013-2017, contact person continued to be an available partner but active participation in the steering committee stopped 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
29. Chicago Bar Foundation (CBF)	Chicago, IL	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Other ▪ <i>Service area:</i> Cook County ▪ <i>Client Types:</i> All ▪ <i>Service Types:</i> Free legal assistance for people in need <ul style="list-style-type: none"> ○ Grant funding to support legal aid ○ Advocacy and education ○ Promote and support pro bono work as well as other partnerships ▪ <i>Joined the Wraparound Project in:</i> 2013-2017, limited role 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner

Recommended Future Partners

The partners recommended adding new partners to the network in the future to provide more holistic and wraparound services (see Figure 1 for a complete list of recommended future partners). They believed there were several gaps in services and information for other types of crime victims that a variety of other organizations could fill (e.g., immigrants, refugees, people of color, children, the elderly). The grantee invited a variety of organizations to participate in the network during the implementation phase. Several organizations were unable to join the network due to timing, staffing issues, or lack of resources. Other did not respond to the invitation to join the network.

Network Steering Committee

The structure and function of the steering committee evolved throughout the course of the project. During the first year of the project, the steering committee began meeting in person once a month and later shifted to quarterly meetings. The purpose of these meetings was to contribute to the development of the needs assessment and implementation plan, as well as discuss anticipated challenges of implementing a new service delivery model. Additional meeting were added as needed (e.g., to discuss the needs assessment). The steering committee established a charter which included bylaws and rules. The partners made decisions by consensus but did not have a formal decision-making structure.

Memorandums of Understanding (MOU's) were required for active steering committee members and aided in outlining the roles and responsibilities of the sixteen organizations involved. Through new MOUs administered in 2014, MFS LAS established steering committee members' expectations of involvement, which included participating in steering committee meetings, supporting referrals, supporting the network by leveraging their own existing resources, and conducting and participating in trainings. Specifically, the MOU outlined the expectation that steering committee members were to help develop the new policies, procedures, and protocols; help inform and implement the new referral process; and provide ongoing case consultation as needed to improve direct service to crime victims.

In February and March 2015, the grantee organized two subcommittees. The Collaboration & Access Committee and the Systems Advocacy Committee were established to serve as advisory teams to provide guidance in developing the needs assessment, supporting needs assessment implementation, and address key implementation strategies and challenges to ensure seamless improvement and delivery of services. The subcommittees were initially supposed to meet bi-monthly but only met twice. The subcommittees were reprioritized or cancelled so that the steering committee could focus on preparing the technological aspects of the project for piloting.

During implementation, the steering committee continued holding quarterly meetings. During this time the general steering committee continued to serve as an over-arching advisor on higher-

Recommended Future Partners

- American Indian Center of Chicago
- Arab American Family Services
- Attorney General's Office
- Cambodian Association of Illinois
- RefugeeOne
- CeaseFire Chicago
- Chicago Public Schools
- Chicago Police Department
- Child Advocacy Centers
- Child Protective Services
- Chinese Mutual Aid Association
- Department of Children & Family Services
- Department of Human Services
- Department of Probation- Adult and Juvenile
- Equip for Equality
- FBI
- Heartland Alliance
- Hospitals
- Immigration organizations
- Law enforcement agencies
- Medical providers
- Rape crisis centers
- Senior service organizations

level challenges that the network experienced, as well as reviewed key materials, tools, and training curriculum to implement as part of the new service delivery model.

Once implementation was underway the grantee recognized that the network had different needs from the steering committee. During this time the grantee began to re-envision the role of the steering committee, shifting their attention to broader, system-level challenges within Cook County and how VLAN and network partners could best address these challenges. With the new envisioning of the steering committee, the grantee adjusted their understanding of steering committee members and their involvement. Instead of considering all members as active steering committee members, the grantee recognized that there were a core group of members who were actively involved in steering committee meetings, activities, and implementation activities. The other members, though included as network partners and welcome to engage in the project, were not considered active participants in the network. This change largely stemmed from the nature of the implementation phase. Organizations who could participate in the referral process by serving victims directly or benefit from training opportunities were more likely to actively engage with the project. The organizations who were not direct service providers served more of an advisory role and played a more inactive role in the project.

Throughout the grant period steering committee members were compensated for their travel to and from the meeting through reimbursement invoice requests. All steering committee partners who attended a meeting were eligible to receive \$100 stipend for travel, however, most steering committee members did not submit reimbursement requests. During implementation, ILAO also received funds to develop the online portal system.

Throughout the project, steering committee members were invited to engage in additional project-related activities. This included four working groups in spring 2015 (e.g., domestic violence, elder abuse, homicide) to inform the development of user journeys for the web portal and a subcommittee of steering committee members who participated in the final review of the web portal in June 2017.

Steering Committee Dynamics

The steering committee members discussed a variety of strengths and challenges associated with the steering committee's ability to work together. These strengths and challenges were primarily associated with cohesion, communication, staff turnover, leadership, steering committee member engagement, and meetings.

Cohesion & Communication

The steering committee members frequently stated that working together on the steering committee was a positive experience (17 percent) and described the steering committee as cohesive (18 percent). Each steering committee member had an equal opportunity to contribute to the discussion. The meetings felt inclusive and "had a good energy." The steering committee members described their working relationship as open, honest, respectful, supportive, and welcoming of new ideas. Some people felt that the steering committee became more cohesive after the first change in leadership. During the planning phase, one partner stated that the steering committee members were collectively very good about keeping the project grounded and within scope. For example, some partners would sometimes suggest ideas that would be difficult to achieve but other partners would immediately recognize if a specific idea could not logistically work or if an idea had been tried in the past and failed.

Steering committee members discussed communication (15 percent) in a variety of ways. For example, the steering committee members stated that they engaged in a good exchange of ideas and were able to reach consensus quickly. Several steering committee members described the meetings as interactive rather than simply listening to information being presented. The committee represented a diverse range of expertise and perspectives but they were able to communicate effectively on how the network should be planned and implemented. They felt comfortable sharing their opinions and working through disagreements because the discussions were always professional and respectful. Many partners shared that they appreciated being asked for feedback that was then integrated into planning and implementation. During observations of steering committee meetings at the annual site visits in Years 3 and 4 of the project, ICF observed comfortable and friendly interaction among the partners during the steering committee meetings. Strong opinions were shared during brainstorming sessions, with some partners being more vocal than others.

Some of the partners discussed challenges associated with communication. For example, it could be challenging to filter through the wide range of ideas that were presented and move on to the next step because the steering committee was so large. During the planning phase, some of the steering committee members thought that the group identified potential problems but failed to offer solutions. There were also some partners who dominated the conversation more than others. As the project continued to evolve, the steering committee discussions became more focused and the partners gave more feedback. Only one steering committee member reported feeling like an “outsider” because they had not previously worked with the other steering committee members. This steering committee member felt welcomed, but not fully integrated with the group.

Frequent staff turnover (5 percent) at the grantee and partnering organizations may have negatively affected steering committee cohesion. For example, the VLAN had at least four different leaders over the life of the project, which some steering committee members found disruptive. One steering committee member suggested hiring a project leader on a contract basis to reduce turnover. Several partners also stated that although the same organizations maintained steering committee membership, there was frequent turnover in the staff members who served as the main point of contact and attended the meetings. The partners believed that organizational consistency strengthened the steering committee but having to frequently onboard new steering committee members was time consuming and negatively impacted cohesion.

Leadership

The partners discussed the strengths associated with steering committee and project leadership (26 percent) more often than the challenges associated with leadership (2 percent). For example, the project leaders were described as “tenacious”, “thorough”, “responsive”, “inclusive”, “open to ideas”, and “willing to try new things.” The partners thought that the project leaders were “very good communicators” and frequently solicited and integrated feedback from the steering committee. The project was well organized and moved at an effective pace. The partners greatly appreciated the dedication and support of the grantee staff. They believed that MFS LAS is very well-respected and the right grantee for the project, in part because they provide a wide range of both legal and social services. MFS LAS understands the holistic needs of the client and the ways that the client can benefit from “multi-faceted service delivery”.

“They show up they follow through, there's passion, there's persistence, so that's a strength.”

Several partners stated that the steering committee had a clear sense of direction. They described the project leaders as keeping the meetings organized, coordinated, focused, structured, and productive. The steering committee members praised the project leaders for following a meeting agenda, keeping the meeting times and dates consistent, and starting and ending the meetings

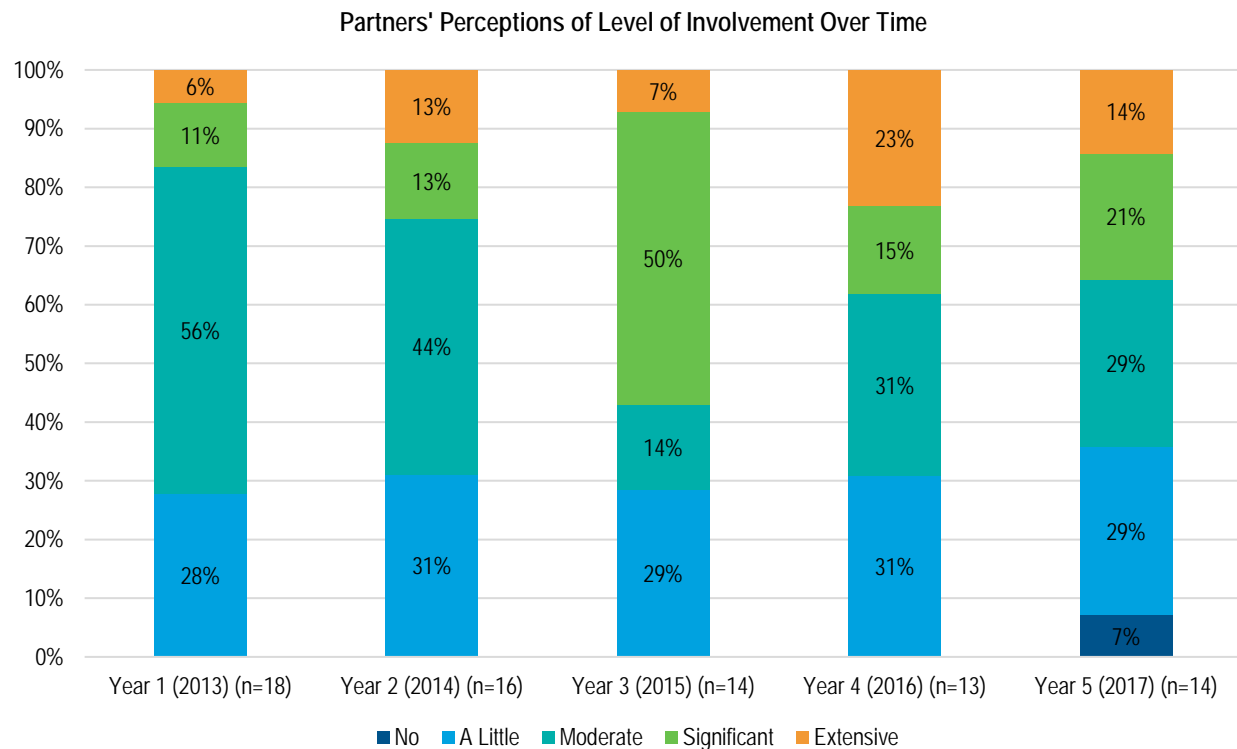
on time. A few partners stated the project leaders did not clearly communicate the goals of the project or expectations for steering committee participation during the planning phase. This led to a lack of understanding of how they could contribute to the project. One partner thought the project lacked experienced leadership.

Steering Committee Member Engagement

The partners discussed both the strengths and challenges associated with steering committee engagement (22 percent). Twelve percent of the steering committee believed that the partners were engaged in the project and 10 percent believed that the steering committee members were not engaged in the project. For example, some of the steering committee members stated that the partners attended meetings consistently, were cooperative, and engaged in thoughtful discussions. One partner stated that the steering committee members remained engaged because they were enthusiastic about the project and committed to providing services for crime victims. For many steering committee members, providing victim services “is a mission, not a job”.

Other steering committee members believed that the partners were not engaged in the project and there was role confusion about what involvement would look like and how it would benefit each organization. For example, only six core agencies consistently attended steering committee meetings. Some steering committee members thought that each agency had a different level of engagement because each organization was asked to participate in different ways. Organizations that were involved in more activities tended to be more engaged. Two partners stated that steering committee members may have been less engaged at the beginning of the project because they did not have a clear understanding of how the project would benefit their organization. It was unclear whether participation in the project was worth their time and effort. They believed continued engagement was a “testament to people’s commitment”.

Challenges associated with meetings (2 percent) may also have contributed a lack of steering committee engagement. The group had very busy schedules and a large portion of the committee included executive level staff. It was also time consuming for some of the partners to travel to the meeting location. Several partners stated that the steering committee members continued to make progress outside of meetings. This benefitted the project by moving forward but also made some of the steering committee members feel uninformed. Other partners felt that the steering committee members were not as engaged in between meetings, which wasted time during meetings because the partners had to provide an overview of what had happened since the last meeting. After the first change in project leadership in Year 3, the steering committee members started to receive more frequent emails in between steering committee meetings. These emails included the minutes from the previous meeting, which helped keep the group updated and better prepared for future meetings.



According to findings from the survey, partners' level of involvement was lowest during 2013 and 2014, peaked in 2015, and leveled off during the final two evaluation years. The only time that any partners reported no involvement was time 2018 (7 percent). During 2013 and 2014, between 17 – 26 percent of partners reported significant or extensive involvement. Involvement increased during 2015 with 57 percent of partners reporting significant or extensive involvement. By 2017 and 2018, partners were primarily split into three groups with about one-third reporting significant or extensive involvement, one-third moderate involvement, and one-third a little involved.

Network Clients and Services

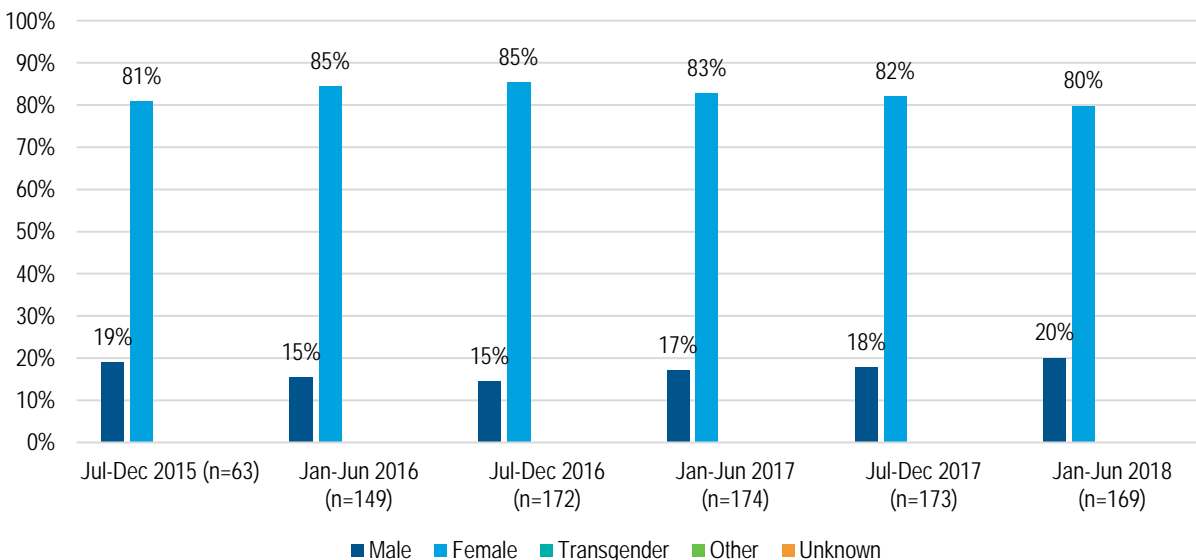
Chicago provided demographic information about victims who received network services, including victimization type and services received by the network for the time periods July 2015 through June 2018. During this time period, Chicago provided 1,008 services to approximately 900 clients, the median number of services per client being 1.13. The network's clientele consisted primarily of females between the ages of 25 and 49. While 51.1 percent of the clientele reported their race as Caucasian, the rest of the clientele was racially diverse, with other races including African American, Asian, and Native American. The most common victimization type for which victims sought services was for domestic violence followed by human trafficking. The most common legal needs and the most commonly provided services were "other" services⁶, immigrant services, and enforcing crime victims' rights⁷. In terms of referral and service outcomes, Chicago

⁶ The definition of "other" services was not provided. The network was instructed to select "other" if the service provided did not match any of the service categories provided.

⁷ The services relate to pursuing the legal rights afforded to victims of crime. This variable includes participating in the criminal prosecution, court accompaniments, restitution, access to a victim advocate, and victim impact statements.

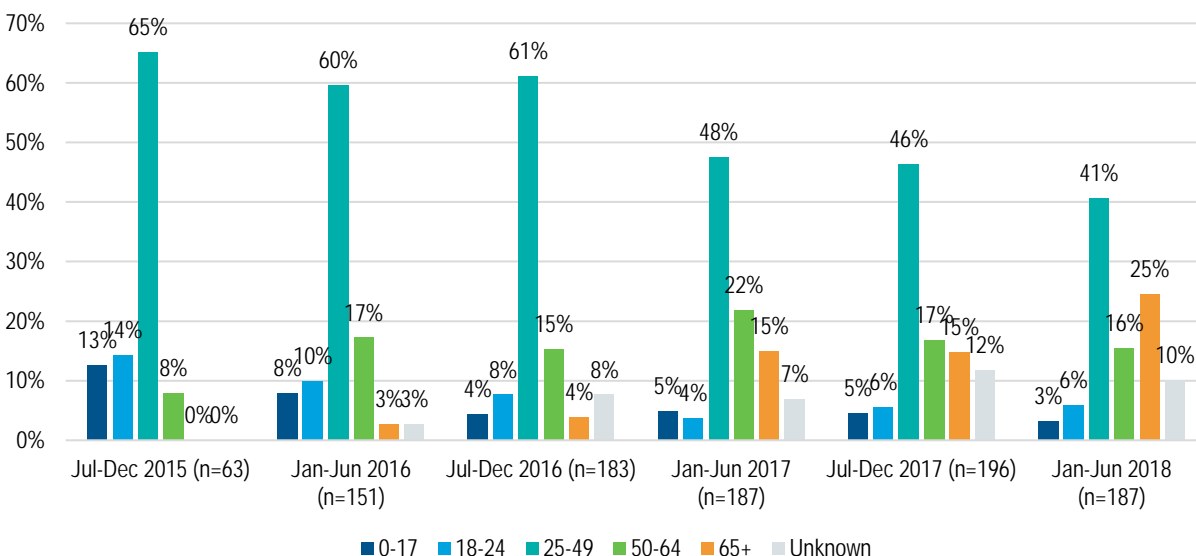
reported that 100 percent of their referrals were “other” referrals⁸, no additional information was given on what was included with “other”.

Gender



At each time, there were far more female than male victims in the Chicago sample. Across all time periods, there were between 80 and 85 percent female victims, compared to between 15 and 20 percent males. There were no reports of any other genders at any other time period in Chicago.

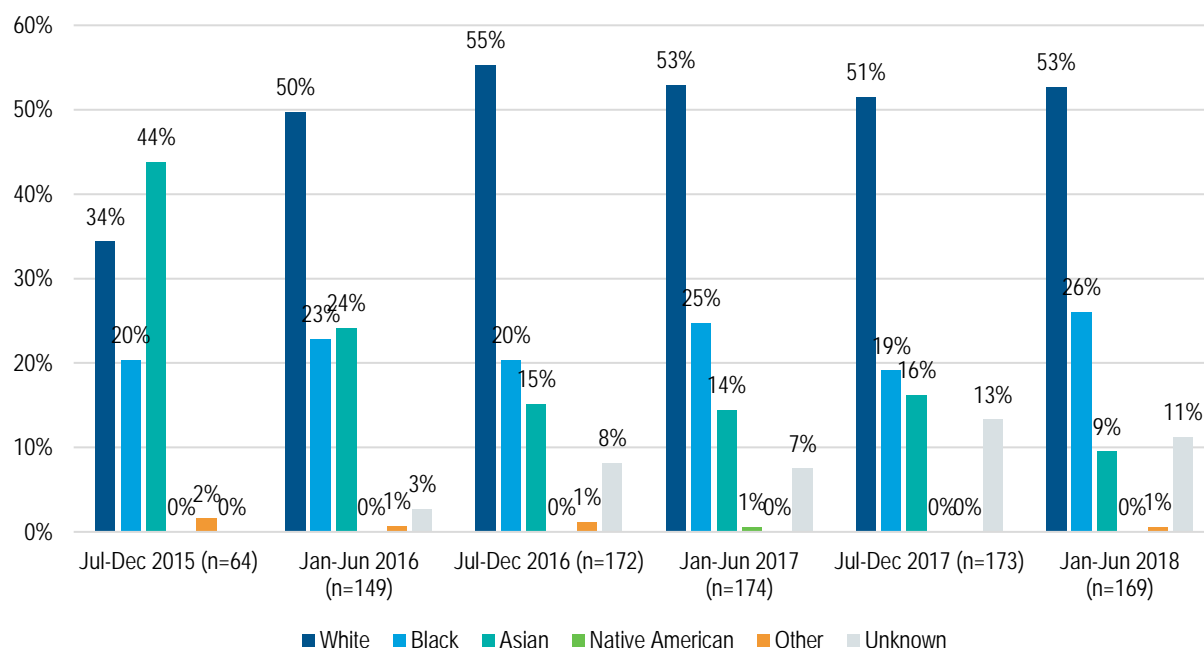
Age



⁸ “Other” referrals was to be selected when the referral outcome did not fit into any other referral categories, which included direct services, intranetwork referrals, and extranetwork referrals. The definition of the “other” variable included “conflict of interest” and “no services provided.”

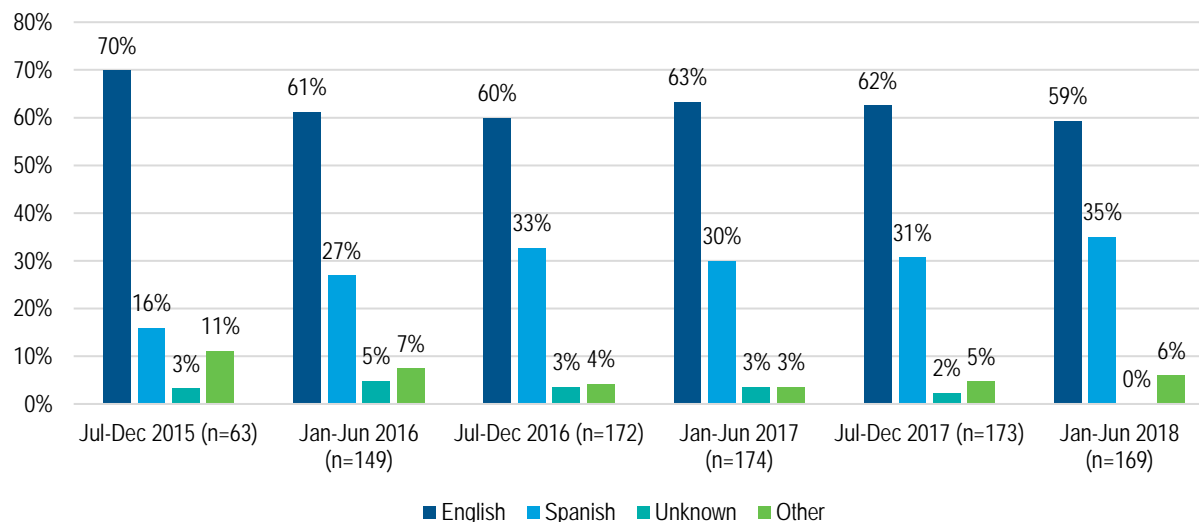
The majority of victims were between the ages of 25 and 49. At each time, there were more victims in this age group than all other age groups combined, except for January-June 2018, when the 65 and older age group made up 27 percent of the victim sample. This difference was most significant in July to December of 2015 and July to December of 2016, when there were approximately 1.9 victims 25 to 49 for every victim from all other age groups combined. The least prevalent age group in Chicago was 0-17 years of age, making up less than 6 percent of the total victim sample.

Race and Ethnicity



With the exception of the first time period, the majority of victims during each time were White. Over 50 percent of the victims were White. In most time periods, the second most common race of victims was Black (22.4 percent). Chicago is the only site in which Black victims were among the top two most commonly reported races. In July to December of 2015, almost half of the sample of victims was Asian. At all other times, Asian victims made up 15.6 percent of the sample, on average. There were 361 victims of Hispanic ethnicity in the sample.

Language

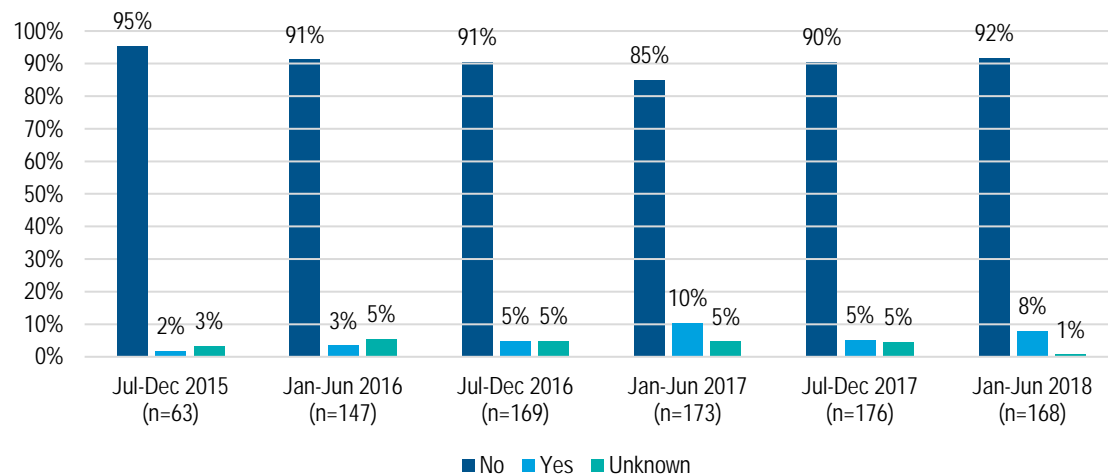


English was the most commonly preferred language, making up 62 percent of the sample. This was consistently followed by Spanish, which made up 30 percent of the sample. The largest difference in preferred language occurred during July to December of 2015, when there were 71 percent of victims that preferred English and 16 percent that preferred Spanish. The difference was the smallest in January to June of 2018, when Spanish speakers made up about 35 percent of the sample, and English speakers accounted for 59 percent of the sample.

Sexual Orientation

Chicago only reported “unknown” sexuality in Times 10, 11, and 12. Chicago did not report data on sexual orientation from July 2015 through December 2016. From January 2017-June 2018, they reported information on “unknown” sexual orientation. Thus, no additional information can be provided.

Disability



At each time, a much greater number of victims reported having a disability compared to not having a disability. Overall, 90 percent of victims in the Chicago reportedly had a disability, compared to 6 percent who did not and 4 percent whose disability status was unknown.

Victimization Type

Period	Domestic Violence	Sexual Assault	Physical Assault	Homicide Survivor	Elder Abuse	Trafficking	Other
Jul-Dec 2015	20	0	1	3	1	38	0
Jan-June 2016	75	3	2	8	3	54	4
Jul-Dec 2016	87	4	3	12	9	54	3
Jan-June 2017	75	3	3	9	25	59	0
Jul-Dec 2017	71	4	4	4	29	61	0
Jan-June 2018	74	1	4	2	37	54	0
Total	402	15	17	38	104	320	7

The most common form of victimization in Chicago was domestic violence (44.5 percent). Domestic violence victimizations remained relatively consistent across time, accounting for between 41 percent-50 percent of all victimizations in each time period with the exception of the first data collection period when DV victimizations made up 31.7 percent. This was followed by human trafficking, which made up 35.4 percent of all victimizations in the sample. The next most common form of victimization was elder abuse, which made up 11.5 percent of the total sample. Chicago had the highest number of human trafficking victims compared to the other four sites, accounting for 320 of the 340 total human trafficking victims.

Legal Need

Period	Housing	Employment	Immigration	Protection Order	Enforcing Crime Victim Rights
Jul-Dec 2015	0	0.0	28	0	17
Jan-June 2016	0	1.0	37	0	15
Jul-Dec 2016	0	0.0	33	3	23
Jan-June 2017	7	0.0	33	13	30
Jul-Dec 2017	7	1.0	40	6	29
Jan-June 2018	10	1.0	40	9	22
Total	24	3	211	31	136

Period	Safety/Privacy Help	Public Benefits	Family Law	Civil Legal	Other
Jul-Dec 2015	0	0	6	1	19
Jan-June 2016	0	0	10	2	86
Jul-Dec 2016	0	0	15	3	106
Jan-June 2017	1	0	24	4	84
Jul-Dec 2017	1	0	29	4	77
Jan-June 2018	0	1	33	2	78
Total	2	1	117	16	450

The most common legal need in Chicago fell into the “Other⁹” category, which consisted of 45.4 percent of all legal needs. The second most common legal need was immigration services (21.3

⁹ No other information is available to delineate what legal needs were included in the “other” category.

percent), followed by Enforcing Crime Victim's Rights¹⁰ (13.7 percent). There was no legal need for criminal legal services in the Chicago sample.

Services Provided

Period	Housing	Employment	Immigration	Funding/ Compensation Services	Divorce
Jul-Dec 2015	9	11	28	3	1
Jan-June 2016	21	19	37	4	2
Jul-Dec 2016	27	21	33	7	0
Jan-June 2017	23	26	33	2	0
Jul-Dec 2017	25	19	40	3	8
Jan-June 2018	27	1	40	6	10
Total	132	97	211	25	21

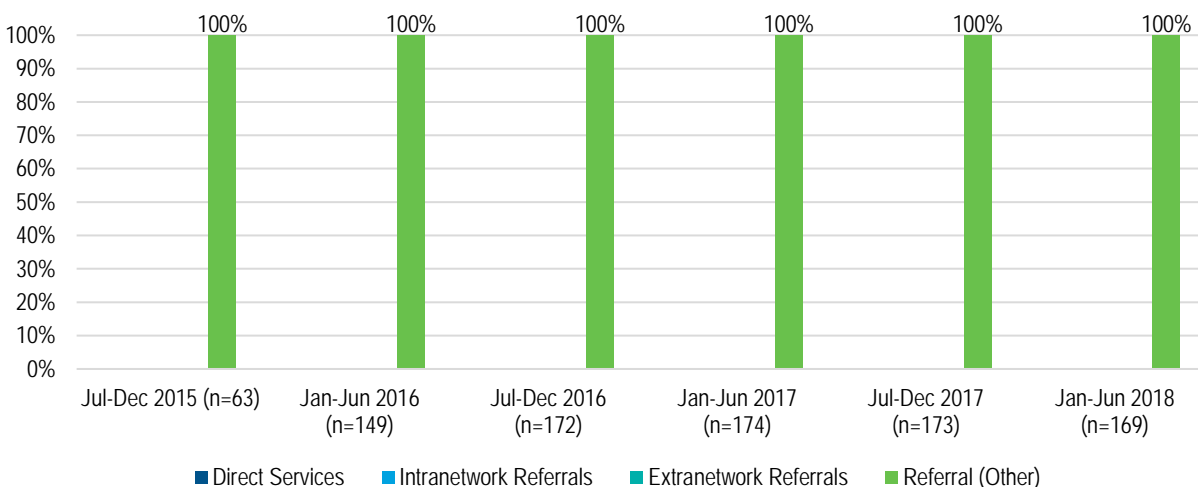
Period	Protection Order	Finance	Enforcing Crime Victim Rights	Civil Legal	Family Law	Other
Jul-Dec 2015	3	0	17	1	6	4
Jan-June 2016	0	0	15	2	10	41
Jul-Dec 2016	3	0	23	3	15	51
Jan-June 2017	13	1	30	4	24	40
Jul-Dec 2017	6	1	29	4	29	30
Jan-June 2018	9	0	22	2	33	50
Total	34	2	136	16	117	216

The most common services provided in Chicago matched the most common services needed. Those that fell into the "Other" category made up 21.4 percent of all services provided. This was followed by immigration services (20.9 percent) and the third most common service provided was enforcing crime victim rights¹¹ (13.5 percent). There were no instances in any time period where custody or property services were provided, and criminal legal services were only provided to one victim in the final data collection period.

¹⁰ The services provided relate to pursuing the legal rights afforded to victims of crime. This includes participating in the criminal prosecution, court accompaniments, restitution, access to a victim advocate, and victim impact statements.

¹¹ The services provided relate to pursuing the legal rights afforded to victims of crime. This category includes participating in the criminal prosecution, court accompaniments, restitution, access to a victim advocate, and victim impact statements.

Referrals



Chicago only reported “Other” referrals and was unable to provide counts broken out by intranetwork and extranetwork. As described above, the entry point into the network was the VLAN Project Manager and cases were routed to network partners from there. Cases were primarily handled by MFS LAS.

Service Coordination among Project Partners

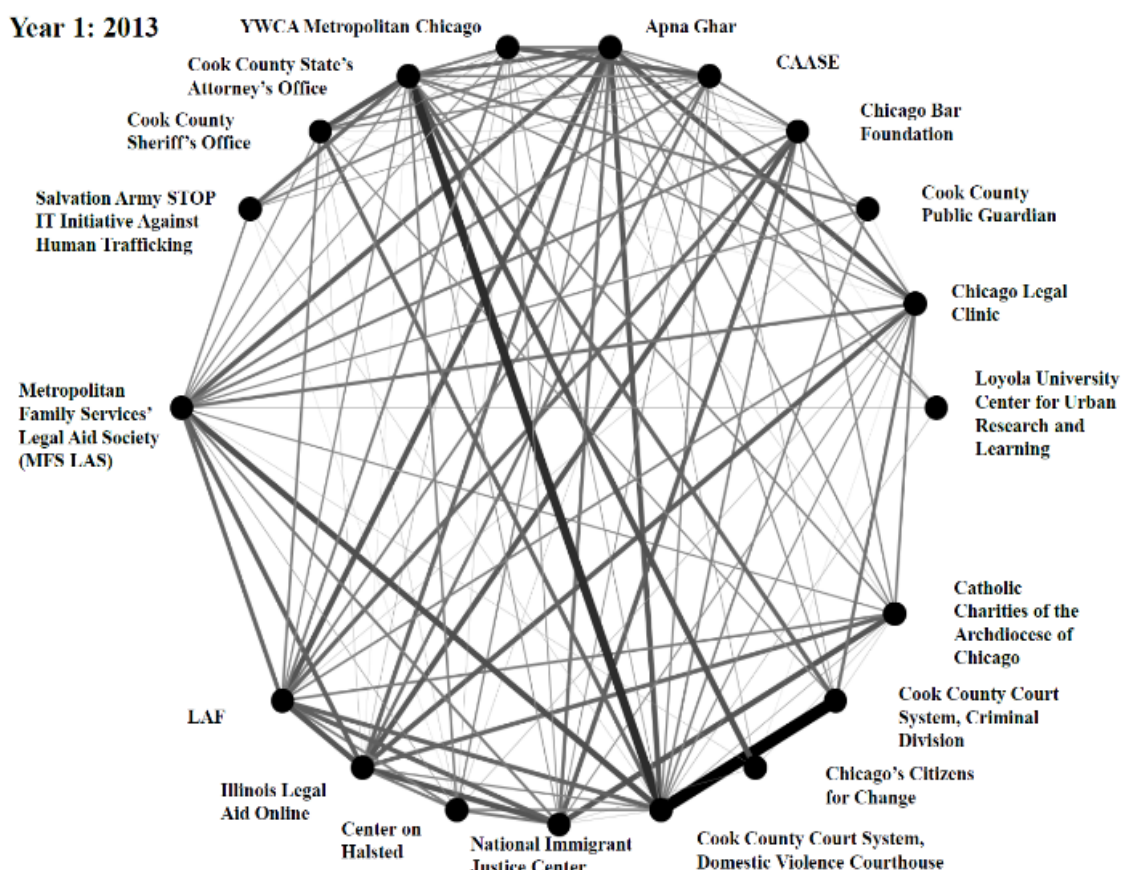
To better understand the extent of service coordination among project partners, the social network graphs below illustrate which partner organizations were connected during each year and the average levels of service coordination for each partner pair. Project partners rated the extent of coordination between their organization and each of the other organizations in the network for activities that

encompass various aspects of coordinating services (e.g., referrals, training, intake forms) on a scale ranging from 0 – 4. If a line between two organizations is present, the two organizations reported some level of service coordination. To develop an undirected matrix of service coordination within the network, the ratings for the seven activities for each partner pair were averaged to illustrate the extent of service coordination for each partner pair. The thickness of the line illustrates the level of service coordination with thicker lines representing higher average ratings on the service coordination scale. Each graph provides a snapshot of the extent of service coordination within the network for each year.

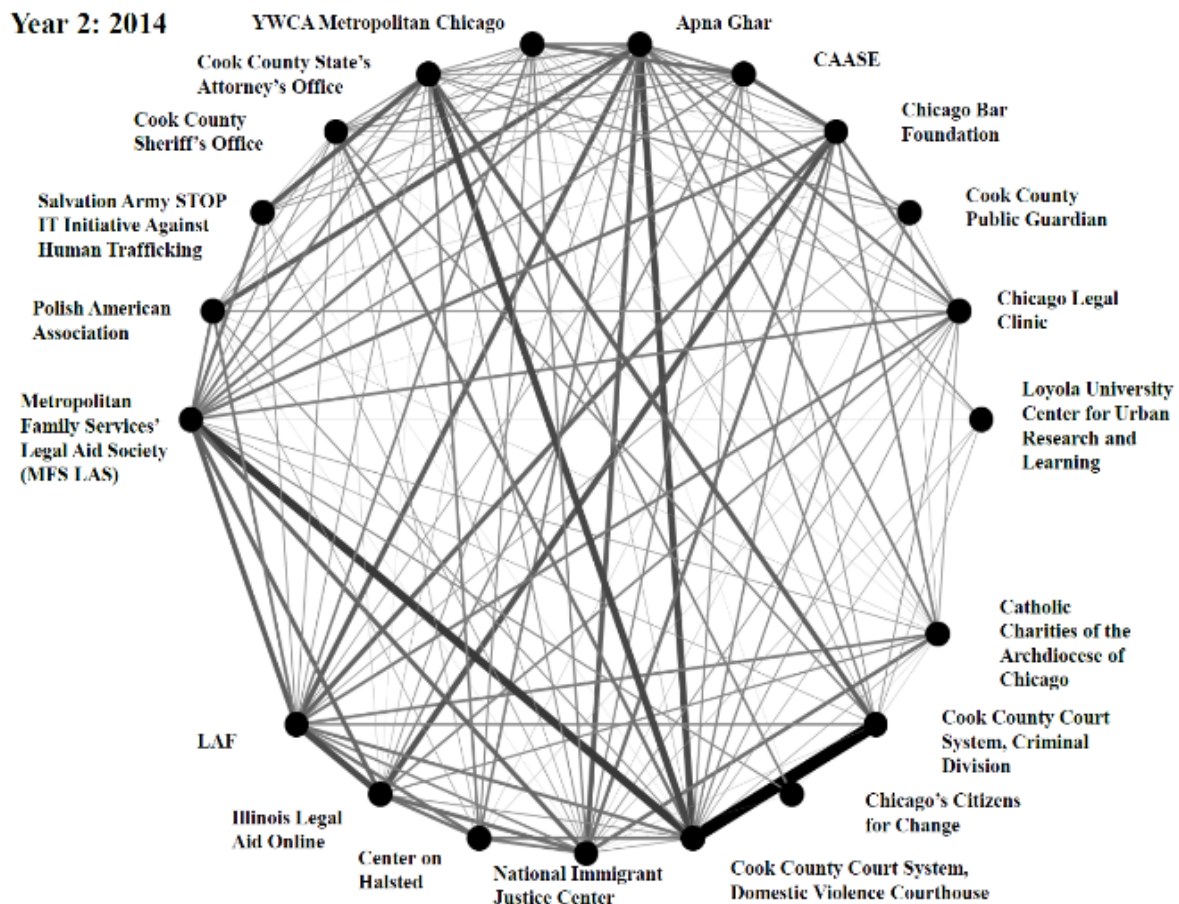
NPS Client Service Coordination Scale

- Provide/receive training with this organization
- Use common intake forms
- Develop client service plans together
- Participate in joint case conferences or case reviews
- Share client information as appropriate
- Share materials, tools, or other resources (e.g., pamphlets, procedure manuals, centralized databases)
- Provide/receive referrals with this organization

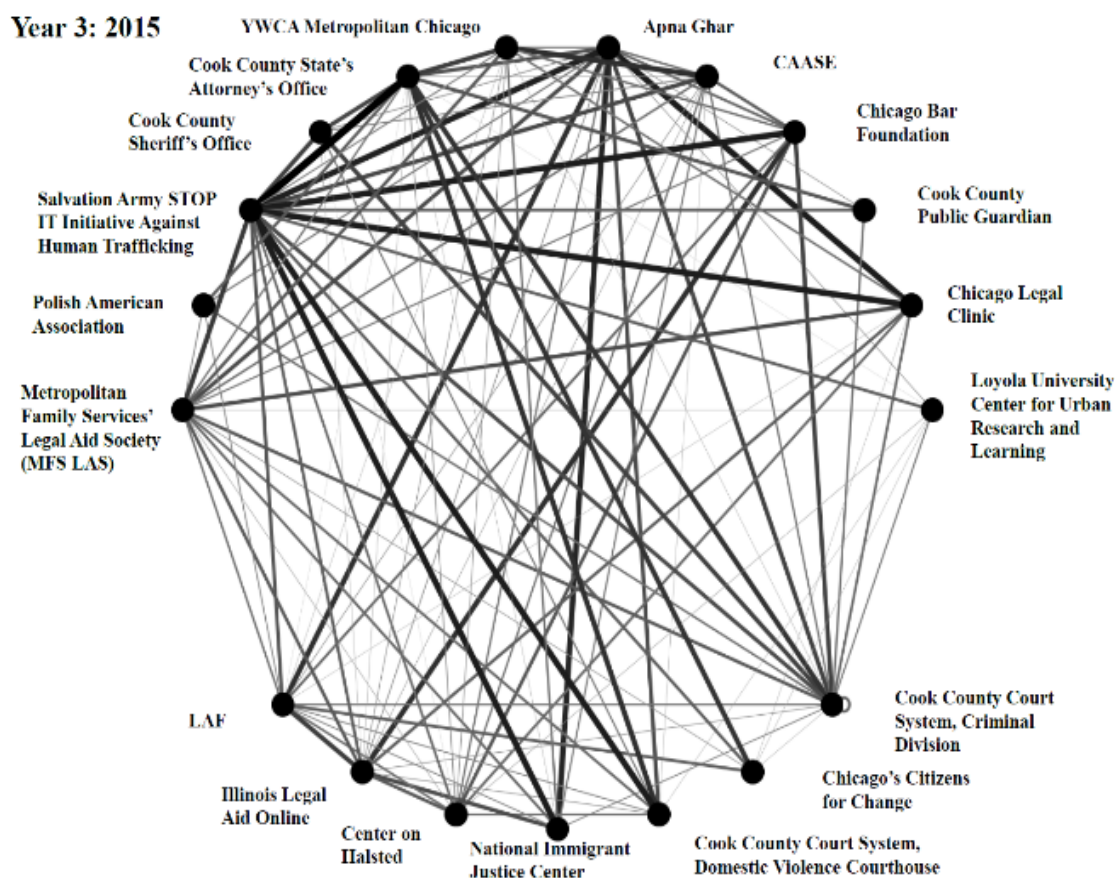
YEAR 1. According to the findings from the social network analysis from the first year of the project (November 2012 to November 2013), a vast majority of the project pairs in the network experienced low to moderate levels of service coordination. The partner pairs with the highest levels of service coordination were: 1) Cook County Court System, Criminal Division and Domestic Violence Courthouse, and 2) Cook County Court System, Domestic Violence Courthouse and Cook County State Attorney's Office. The grantee, MFS LAS, was connected at various levels to all of the organizations in the network, with the highest levels of service coordination with Apna Ghar, Illinois Legal Aid Online, and LAF.



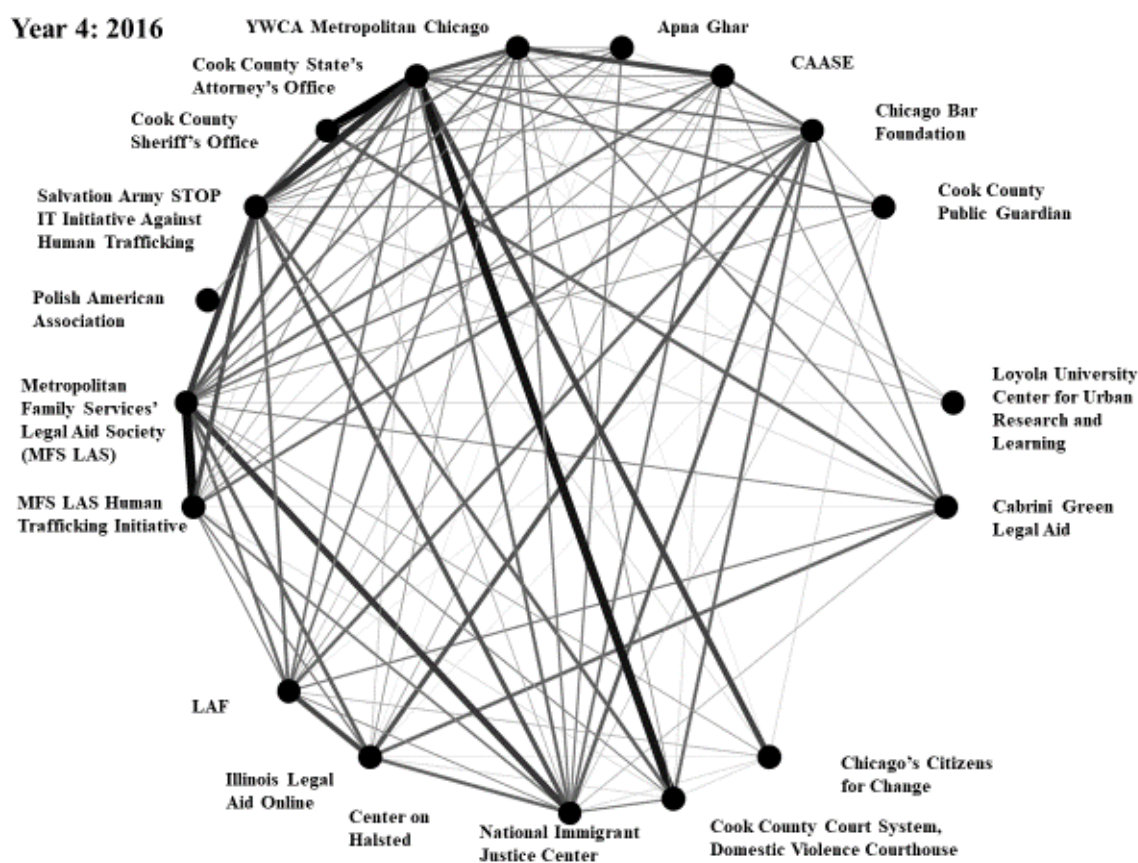
YEAR 2. During year 2 (December 2013 to November 2014), all the organizations within the network remained the same. Many of the stronger connections from year 1 remained or strengthen, including the partner pair with the highest level of service coordination, which was the Domestic Violence Courthouse and Criminal Division. The Domestic Violence Courthouse also had high levels of service coordination with MFS LAS and State's Attorney's Office. MFS LAS had low to moderate levels of service coordination with all except one organization in the network.



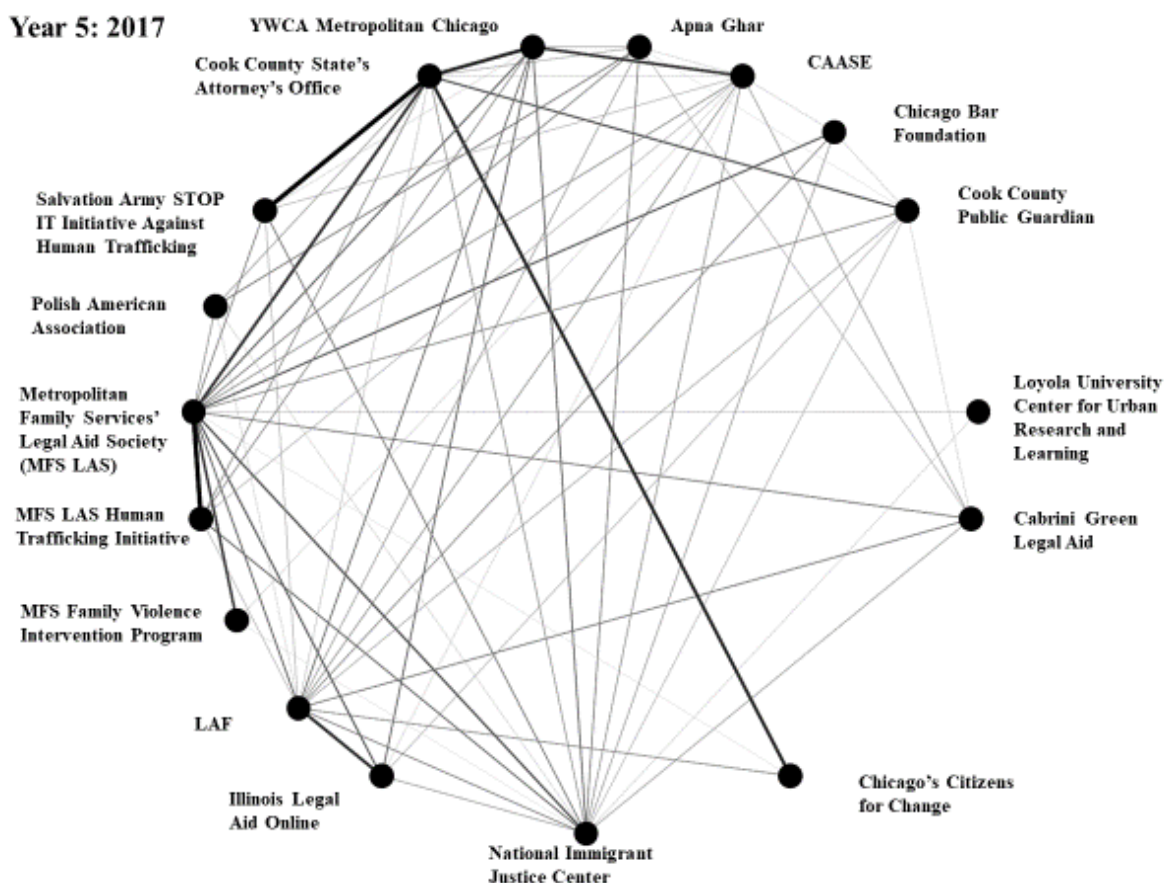
YEAR 3. By year 3 (December 2014 to November 2015), Catholic Charities had left the project. Looking at the network as a whole, the levels of service increased compared to year 2. Most noticeably, Salvation Army STOP IT had moderate to strong levels of service coordination with partners in the network. The partner pair with the highest levels of service coordination was Salvation Army STOP IT and Cook County State's Attorney's Office. Some of the other organizations who had, on average, some of the highest levels of service coordination with other organizations in the network were Apna Ghar, Chicago Bar Foundation, State's Attorney's Office, and MFS LAS.



YEAR 4. During year 4 (January 2016 to December 2016), Cabrini Green Legal Aid and MFS LAS Human Trafficking Initiative joined the project and Chicago Legal Clinic and the Cook County Court System, Criminal Court left the project. Looking at the levels of service coordination overall, a majority of the partner pairs who were connected had low to moderate levels of coordination. However, there were some partner pairs who reported high levels of service coordination including: 1) Sheriff's Office and State's Attorney's Office, 2) MFS LAS and MFS LAS Human Trafficking Initiative, and 3) Domestic Violence Courthouse and State's Attorney's Office. The State's Attorney's Office was the only organization who was connected to all of the organizations in the network, by National Immigrant Justice Center, MFS LAS, and YWCA who were connected to all one to two organizations in the network.



YEAR 5. During the final survey year (January 2017 to December 2017), the average levels of service coordination across the network either remained steady or decreased for most partner pairs. Compared to year 4, the levels of service coordination decreased overall. The partner pairs who had the highest levels of service coordination were: 1) MFS LAS and MFS LAS Human Trafficking Initiative, 2) Salvation Army STOP IT and State's Attorney's Office, and 3) YWCA and State's Attorney's Office. On average, MFS LAS and State's Attorney's Office has some of the highest levels of service coordination with other organizations in the network.



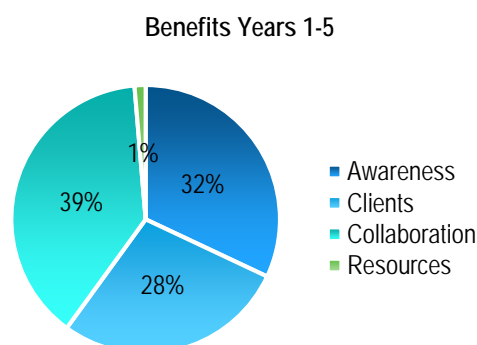
Overall, Chicago's network had the highest average levels of service coordination during the beginning of the project (year 1) and around the beginning of implementation (year 3). Looking across all evaluation years, Chicago had the largest number of partners compared to the other sites. Other than a handful of partners that experienced moderate to higher levels of service coordination, the levels of service coordination throughout the network was low. Also, the network was not as densely connected at times than the other sites, especially sites with significantly fewer partners in the network. The types of partners they had at the table varied widely. Finally, some of the lower levels of service coordination in year 5 may be a byproduct of low response rates.

Partner Perceptions of the Wraparound Project

The ICF team conducted semi-structured interviews with the grantee, network partners, and research partner during five site visits between 2013 and 2018. Each interviewee was asked to share their perspectives of the network, including the benefits of participating in the wraparound project, the strengths and challenges of planning and implementing the project, and lessons learned. Qualitative content analysis was used to explore themes associated with benefits, strengths, challenges, and lessons learned, including how perceptions changed over time.¹²

Benefits of Participating in the Wraparound Project

According to the survey, partners on average agreed that the benefits of participating in the project outweighed the drawbacks, and the ratings remained fairly stable across all five evaluation years (average ratings 3.7 – 4.0). The partners described a variety of ways that they benefitted from participating in the VLAN. The top four most frequently discussed benefits by partners over the five-year interview period were associated with collaboration, awareness, clients, and resources.

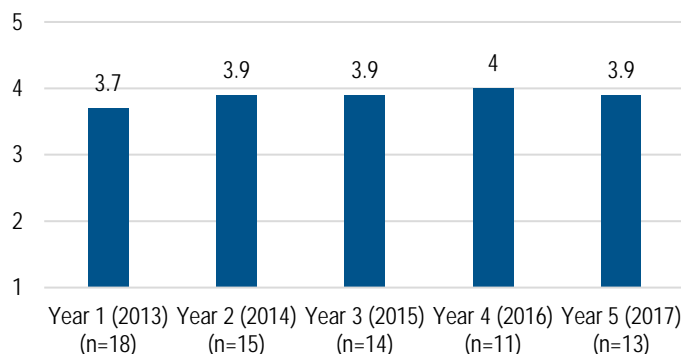


Collaboration

The partners stated that having the opportunity to collaborate (39 percent) and build relationships with other network partners was extremely beneficial. Participating in the VLAN reduced the “silos” by allowing the partners to make new contacts in organizations that they would not otherwise be connected to, especially organizations with “parallel missions”.

As one partner stated, “being able to put a name and a face to a service- it’s wonderful.” The partners thought that their organization benefitted from simply being part of the network because they were able to dedicate time to consistently communicate with other victim service providers throughout Cook County.

Overall, I feel that the benefits of participating in the project outweigh the drawbacks.



Awareness

Participating in the VLAN provided the partners with a greater awareness (32 percent) of the different types of organizations who are providing victim services throughout Cook County, the different types of services that these organizations provide, and resources that are available to victims of crime. The knowledge acquired through the VLAN empowers organizations to provide better services as well as clients to seek better services. As one partner stated, “the biggest

¹² Frequencies indicate how often a specific theme was discussed by interviewees, rather than the number of interviewees who discussed a specific theme. For example, one theme could have been discussed multiple times in the same interview. Thus, the frequencies provide a description of saturation or importance of a specific theme.

payout is being able to learn from others constantly about the community you're serving." For some partners, this was linked to the idea that participating in the network raised their visibility both within the network and in the community. More victims can be served once more service providers and community members become aware that an organization exists and provides specific types of services.

Clients

The benefits that organizations received from participating in the network also benefitted clients (28 percent) by increasing options for referring clients to different types of service providers. This then increases the different types of holistic services that clients can receive, links clients to services more quickly, reduces the burden on the client of finding services, and prevents clients from "falling through the cracks". Providers that assist under-served populations (e.g., LGBTQ, immigrants) are given a greater voice and can advocate better for their clients through the VLAN.

"The fact that we are going to be a wraparound service for our client and they don't have to go to like five organizations to get everything they need, I think it's very exciting."

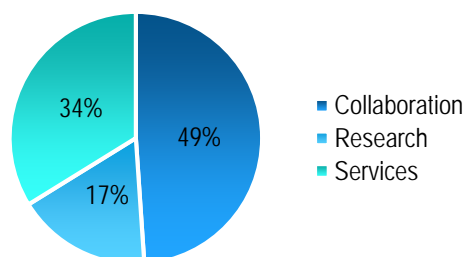
Resources

Partnering organizations benefitted from having awareness of and access to resources (1 percent) like tools, forms, trainings, and funding to explore "innovative ways" to serve victims.

Strengths

The network partners discussed three primary strengths of the Wraparound Project over the five-year interview period associated with collaboration, services, and research.

Strengths Years 1-5



Collaboration

The partners most frequently discussed strengths associated with collaboration (49 percent). Many partners stated that the biggest strength of the VLAN was "breaking down the silos" and bringing the network partners together to create a better model for serving the diverse needs of crime victims in Cook County. For example, the partners believed that partner diversity (15 percent) helped promote collaboration in the project. They stated that it was important to have a mix of multidisciplinary partners who have different perspectives and occupations (e.g., lawyers, social workers), serve different types of clients (e.g., domestic violence, sexual assault, identify theft, families of homicide victims), and understand the feasibility of the VLAN. The partners worked well together, learned from each other, and helped foster new relationships between organizations that had not previously worked together. The partners believed that these diverse partnerships led to more well-rounded discussions of specific client needs and the challenges to providing effective victim services.

"It's a really interesting, good cross-section of people. You know, there are these places, and good projects that still rely on old networks. And it's kind of exciting that there are little pockets of people that know each other, but that room full of people has not been together before, so I think that that's a real strength."

Some partners noted that effective collaboration may have been facilitated by existing partnerships (4 percent). Including network partners that had previously worked together strengthened and enhanced long-standing partnerships, as well as increased coordination between organizations. The collaborative process also increased communication for the partners who had not previously worked together and formalized relationships (e.g., through MOUs).

Services

A variety of strengths associated with services and resources (34 percent) were also discussed. The VLAN provided the resources to identify gaps in services and challenges to service delivery, develop the infrastructure for information sharing and case management, provide more referral options for clients, and hire new staff members to coordinate victim service provision and provide bilingual services, all of which facilitated more comprehensive and holistic service provision. The VLAN was a “paradigm shift” which prompted the partners to think about service delivery in new ways, provide “interdisciplinary warm handoffs”, integrate new practices into their own organizations, and serve more clients. Several partners believed that the web portal, app, and LegalServer strengthened the VLAN by collecting and organizing detailed victim service information in one place, providing information to victims in a way that is easy to use and less intrusive, sharing stories from those with lived experience, and integrating decision-making about needs from a client-directed perspective. One partner stated that collaborating through the VLAN boosted morale for service providers because they are now able to see the “continuum of services across agencies and the healthy resolution of victims’ cases.”

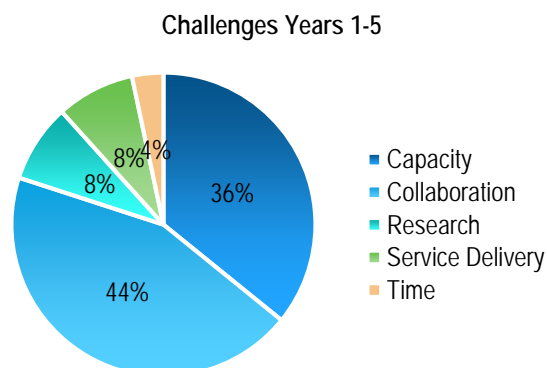
“Part of it is to establish that a wraparound is not just about the legal services, it’s about everything else someone needs to get through and recover. To me it’s not just about success legally, it’s about someone becoming stronger, knowing what to do next time.”

Research

The partners discussed a variety of strengths associated with the research component of the grant (17 percent), including the research partner (1 percent). They noted that the needs assessment was a key strength of the VLAN because they were able to map the geographic distribution of victim services in Cook County, identify gaps in services, learn about the experiences of crime victims who were seeking services, understand the reasons why crime victims decided to seek help (or not seek help), and use these findings to inform the VLAN response. A few partners noted that UIC was a thorough, flexible, and successful research partner who was easy to work with.

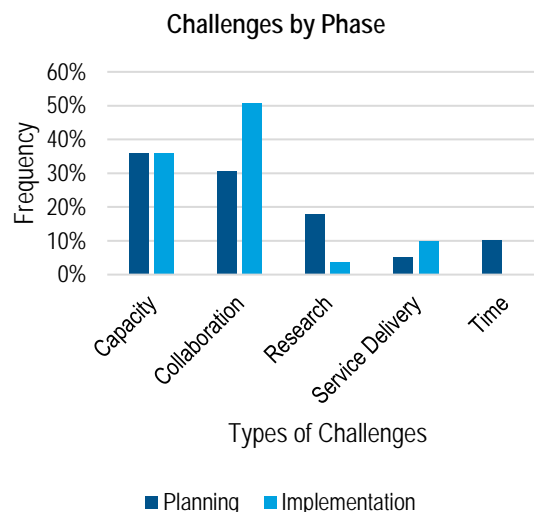
Challenges

The network partners discussed five primary challenges they experienced while participating in the VLAN over the five-year interview period were associated with collaboration, capacity, service delivery, research, and time.



Collaboration

Effective collaboration (36 percent) could sometimes be challenging due to information sharing (14 percent), ineffective communication (11 percent), and partnering organizations with such different (7 percent) missions, goals, standard operating procedures, resources, and funding. Partnering organizations process their cases differently, use different types of technology, and have different requirements for privilege, confidentiality, and reporting. Partners stated that they walk a fine line between trying to share information in a way that will reduce the burden on the victim while also complying with requirements for privilege and confidentiality. The challenge is determining how much information is necessary and how much information an organization can give. For example, some partners are unable to share the names of clients that they have referred to other organizations, which makes it very challenging to track referrals and client outcomes. The partners were more likely to discuss challenges associated with information sharing at the implementation phase, perhaps because they were actively troubleshooting while implementing the VLAN.



The partners noted a variety of other challenges associated with collaboration and communication, such as the size of the network, clear referral process directions, and plans for the VLAN after OVC funding ended. For example, the large number of VLAN partners often made it difficult to obtain consensus during decision-making processes. Some partners thought the referral process was confusing and could have been communicated better. For example, they did not know how to fill out the forms, how to send the forms, or why the forms were necessary. In 2018, one partner was unclear on the plan for continuing the VLAN after OVC funding ends. They would have appreciated more information on the vision for the project in the future, as well as whether meetings and trainings would continue. The partners were more likely to discuss challenges associated with collaboration at the implementation phase than in the planning phase, perhaps because they were discussing how to solve problems associated with collaboration during service delivery.

"There isn't a [service provider] that won't go to jail to protect that privilege. When people say, 'oh, it's no big deal, just share the information about the client'- no, it is a big deal. For us that has to be clearly understood by all the parties."

Capacity

The partners discussed a variety of challenges associated with having the capacity (36 percent) to participate in the network equally during both the planning and implementation phases. The network partners work at very busy victim service organizations and do not have the time or resources required for building the VLAN. They are passionate about and dedicated to the VLAN, so they make the time, but consistently conveyed that their participation was an extra burden on their already busy schedules. The partners in the non-profit community spend most of their time trying to keep up with service delivery, leaving very little time for following up on referrals and data collection.

Service Delivery

When discussing challenges associated with service delivery (8 percent), some partners worried that they were creating a network for clients to access services that are already in short supply in Cook County. There simply are not enough service providers to meet client needs. For the VLAN to be successful, some partners felt that the state of Illinois would first have to increase the budget for victim services. Without more service providers, the VLAN will be directing clients to waiting lists. Some partners, however, stated that the VLAN provides a potential solution. If the network partners openly communicate about the types of services they offer, intake and referrals processes, and current capacity to take on new clients, then the partners can work together to provide appropriate referrals. Challenges associated with service delivery were discussed more frequently during the implementation phase, perhaps because they were working through developing processes and solutions.

"I am not dissing the project, it's just I think the cart is being pulled before the horse. And what the response was is that 'we will collect a lot of data and we will show people we don't have services.' I don't have time for that- if funders aren't aware there aren't services then that is profoundly sad."

Research

The partners discussed a variety of challenges associated with the local research component (8 percent). For example, developing a victim survey administration strategy was difficult because most of the service providers interacted with their clients in court. They did not believe that it was appropriate to ask their clients to fill out a survey in that venue. Clients were also being asked to participate in many different aspects of data collection at the same time which was overwhelming and confusing. Conducting the focus groups was challenging because clients did not respond to the questions pertaining to the process for accessing services. The participants tended to discuss other topics that were not as relevant to the VLAN and it was difficult for the facilitators to redirect the conversation. They recommended conducting victim interviews instead of focus groups. The partners were more likely to discuss these challenges at the planning phase than in the implementation phase because the needs assessment was conducted in Years 1 and 2 of the project. Although there were a few discussions of research challenges during the implementation phase, these partners were reflecting back on challenges during the needs assessment (not new research).

Time

Some of the partners stated that planning the project took more time than was originally anticipated (4 percent). For example, it takes time to build relationships among partners, complete the needs assessment, and obtain approvals from OVC to move forward. As one partner said, "there's a lot more work than time to be able to meet everyone's needs."

Lessons Learned

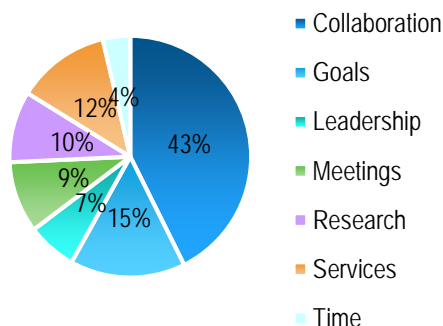
The network partners discussed seven primary lessons they learned from participating in the VLAN over the five-year interview period associated with collaboration, goals, services, research, meetings, leadership, and time.

Collaboration

The partners provided a variety of lessons learned associated with collaboration (43 percent). Several partners noted that for the collaboration to be effective, the network must have a wide range of diverse and multidisciplinary partners in the network (e.g., lawyers, social workers, case managers, police officers). The challenge is choosing the right mix and number of partners. One partner recommended including victims on the steering committee. Several partners also noted that having more cross-site (9 percent) interaction would help each network learn from each other.

Communication was sometimes challenging because so many people from partnering organizations were involved in the project. They recommended choosing one point of contact to receive all project-related emails and consistently attend steering committee meetings, as well as utilizing subcommittees. Developing communication processes early on can help the project run more smoothly, especially in between the quarterly meetings. Partners noted that providing funds to the partners for participating in the project incentivizes engagement. Several partners appreciated that the small stipend covered the costs of traveling for meetings (e.g., gas, parking, cab fare).

Lessons Years 1-5



"The lesson learned would be to plan hard, plan well, and coordinate every step of the way because projects like this could lose momentum."

Goals

The partners discussed two types of lessons learned associated with project goals (15 percent). Many partners were not clear on the goals of the project or the roles of the partners in 2013 (Year 1 of the project) and some continued to be unclear on the goals of the project through 2018 (Year 5 of the project). They recommended that project leadership clearly define both the goals of the project and the roles of the partners earlier in the process and then check in with the partners on a quarterly basis on the progress that the site has made towards achieving those goals. Constantly reassessing progress and goals would have allowed the site to think through challenges and change directions if necessary. Some partners recommended developing project goals that avoid duplicating work that has already been done in their community. They also recommended that OVC provide resources to other sites that are developing a network like VLAN, such as instructions and templates for Institutional Review Board approval, surveys, and other instruments so that they did not have to duplicate work that was already done. As one partner said "not starting from scratch would be helpful."

"I think having a map before time and knowing that the map might change about sort of how you plan your journey to get from one stage to another is important."

Services

The partners discussed several lessons learned associated with services (12 percent). The partners stated that networks should focus on keeping services trauma-informed, victim-centered, and replicable. If service delivery processes are developed through the project, then they should be documented in a way that other jurisdictions can use as a model. They felt that there should be more of a focus on having adequate staffing for the coordination of the project and services. Following up on referrals was particularly challenging, but the partners stated that technology can be used more effectively to help facilitate referral follow up and service delivery. Several partners recommended considering the social service aspect of legal service provision when designing intake forms to better facilitate non legal service-related referrals, as well as case managers with attorneys to truly provide wraparound services. The partners learned that they needed to be intentional and mindful about utilizing all of the network resources consistently to avoid slipping back into old pre-VLAN habits. Finally, working in the victim services field can be difficult so partners recommended that staff members develop self-care plans. Managers should be aware of the self-care plans and individual “triggers” so that they can intervene appropriately. This could be as simple as telling a staff member to take a break and go for a walk, have a snack, or have a non-work-related conversation.

“I think the great thing about this network is that you can have a bunch of service providers who each have their area of expertise work together, instead of 10 different organizations all trying to do everything, you can have 10 different organizations each becoming experts in a different area. And really, it improves the quality of services, and you can still serve as many people because they're that many providers.”

Meetings

When discussing meetings (9 percent), the partners appreciated having in-person meetings because they facilitate relationship-building. They recommended also using teleconferencing because some of the partners were located too far away to attend in-person. The partners suggested that project leaders develop and stick to agendas for each meeting to keep the group on track, finish within the allotted time, and follow up with partners to make sure that important actions items are communicated and completed. Several partners appreciated meeting quarterly rather than monthly because the partners are so busy. Quarterly meetings are “more manageable” and they recommended that other sites do the same.

“Anytime you get people in a room together that haven't been together you learn. It's an opportunity for learning and for growth for everyone. It expands everyone's reach and awareness. It rallies us around a particular issue and group of people and mission.”

Research

In terms of research (10 percent), the partners recommended choosing a strong local research partner, conducting a needs assessment, and keeping surveys short. The partners appreciated the project leader's presentations on the needs assessment findings, but believed that the needs assessment findings were not used as effectively as they could have been to drive implementation. They recommended that other sites carve out time for similar discussions because the data helps clarify the mission, goals, process, and next steps more intentionally throughout the life of the project.

Leadership

Lessons associated with leadership (7 percent) were discussed in a variety of ways. Several partners argued that the project leader may not have all of the necessary expertise or community knowledge needed to drive the VLAN but good project management skills and a strong steering committee with subject matter expertise can lead to success. The project leader should communicate regularly with the partners and be accessible. One partner recommended hiring a project leader on a contractual basis to reduce turnover in project leadership. As one partner said, “the leader will either make you or break you.”

“I think VLAN has done, the leadership has done an outstanding job. And I can't say that enough because had it not been this team, I think you might have seen a different result.”

Time

Partners recommended building in enough time (4 percent) for planning and “being transparent” about the time that partners are expected to invest in the project. Moving fast is not the best approach. Several partners suggested starting with a smaller number of partners during the planning phase because having too many people at the table slows progress. Taking the time in the beginning to engage in a thoughtful and comprehensive planning process is critical to the success of the project.

Sustainability

Although MFS stated that they had been thinking about ways to sustain the VLAN, they did not appear to have a formal sustainability plan in place. During ICF's annual site visit stakeholder interviews, the network partners did not seem to be aware of or involved with developing or implementing a sustainability plan for the project. Most partners were confident that the relationships they established and enhanced through the network will be sustained after VLAN funding ends. They planned to continue providing and receiving referrals through the network in the future. MFS intends to continue hosting quarterly steering committee meetings to ensure that the referral process is working as intended and keep the network connected. They were exploring how to use training and CLE's as an incentive to boost steering committee meeting attendance. The online portal developed with VLAN grant funding will be sustained by ILAO after network funding ends. ILAO also received funding to improve and expand the portal statewide. VLAN partners will also continue to be able to use the tools, instruments, and assessments that were developed through the project.

MFS conducted feasibility studies to understand available funding mechanisms for crime victim services and began applying for additional funding to support the network during the implementation phase of the project. They also considered ways that some crime victim services could be billed under Medicaid, Medicare, or the Affordable Care Act, as well as using the Crime Victims Compensation Fund more effectively. In Year 6 of the project, MFS received state based VOCA funding to pay the salaries of some of the legal service staff members who were hired with VLAN funds, hire two new attorneys on the human trafficking initiatives, and hire one new attorney for criminal rights and immigration. They submitted six additional proposals to pay the salaries of other legal service staff members and tried to find private funds to support the oversight and project management aspects of VLAN, which they believed are critical for successfully keeping the team moving forward.

Conclusion

The Cook County Wraparound Project had numerous strengths, accomplishments, challenges and lessons learned throughout the project. The needs assessment identified victims needs and challenges with accessing services, identifying northern and southern regions as resource poor areas with fewer victim services, and learning that the most sought out after services were for victims of domestic violence, sexual assault, and homicides. Based on these results, the partners created a plan to deliver comprehensive wraparound legal assistance services to crime victims to meet all legal needs that arise in connection with their victimization. The program model that was implemented included a web-portal for crime victims and service providers; provision of holistic care; improvement in the coordination and delivery of services across network partners; an increase awareness of services through education and outreach; efforts to strengthen professional development; and a local evaluation plan to evaluate the effectiveness of the service delivery model.

The network had six major goals and met all of them. The first goal of the network was to help victims identify and access legal services. This goal was met by creating a comprehensive web-portal with avatars representing different crime victim types and their respective journey through the justice system as well and information to on their legal rights. The second goal was to integrate legal and social support services to provide holistic care. This goal was met by hiring case managers who are mobile and can meet crime victims in their own communities and hiring staff attorney cross-trained in multiple types of crime victimization areas to enable targeted support. The network also created a pool of resources to expand the scope of services beyond what a single agency or the VLAN network could provide. They were able to accomplish this by leveraging pro-bono networks and social work and law students. The third goal was to coordinate service delivery. They met this goal by creating and implementing a universal release of information form and referral protocol using Legal Server, and the development of an online intake form in the new web-portal. The fourth goal was to increase awareness about services in Cook County communities. Project staff held trainings and conducted outreach to community organizations and public facilities to market VLAN services. The fifth goal was to improve access to quality legal and social services by offering in-person and virtual professional development trainings. This was accomplished by holding different topic-based trainings and saving these trainings on the web-portal for indefinite access and use. Finally, the network wanted to evaluate the effectiveness of the service delivery model using client satisfaction survey and existing documents to help quantify and track training reach and other indicators.

Primary challenges of the project included effective collaboration due to issues with information sharing and ineffective communication and network size; limited capacity to provide services; research design and length of time to build relationships and conduct the needs assessment. The partners also discuss their lessons learned, having diverse multidisciplinary partners and establishing communication standards and processes. They also intoned the value of having clear goals and direction at the beginning of the project and checking in on progress toward the goals and redirecting if necessary. The biggest strength of the project was the effort to "break down the silos" and bringing in the network partners to create and implement a better model to meet the different needs of crime victims. These established organizations fostered a collaborative and passionate environment among the partners who remained engaged and encouraged the partners to create a coordinated and comprehensive response to address all of the many types of needs of victims of crime in Cook County.

CHAPTER 5.

City of Denver, Colorado

Introduction

The primary goal of the Denver wraparound legal services project, called the Legal Information Network of Colorado (LINC), was to develop a comprehensive, collaborative model for delivering wraparound legal services to crime victims that addresses all legal needs arising in connection with their victimization. LINC was led by the grantee, Rocky Mountain Victim Law Center (RMVlc), and provided services to residents of the City and County of Denver. Ultimately, RMVlc aimed to have a “no wrong door” policy, meaning that victims would have multiple ways of entering into LINC and getting services from the appropriate provider.

RMVlc was awarded \$422,569.20 as part of the original grant, as well as additional continuation awards from November 2012 through December 2017. In 2012, RMVlc received a \$306,233 continuation award, followed by \$1,200,000 in continuation awards from 2013 to 2015. RMVlc obtained a no-cost extension until September 30, 2018. At the conclusion of the project, LINC had nine steering committee members (including the grantee and local research partner) and 17 navigator sites.¹ The network included an interactive website, data tracking app, helpline, and case navigator model.

Historical and Geographic Context

Denver is the capital and most populous municipality of Colorado, with an estimated population of 704,621 people.² A little more than half (53.6 percent) of the population identifies as white, approximately one-third (30.5 percent) as Hispanic/Latino, and 9.5 percent as Black. Less than 5 percent of the population identifies as Asian, American Indian, or another ethnicity. More than one-quarter (26.7 percent) speak a language other than English in the household, and 15.8 percent are foreign-born. The median household income is \$60,098, with 15.1 percent of the population living below the poverty line.

In 2017,³ Colorado's violent⁴ crime rate was 368.1 crimes per 100,000 inhabitants (compared to 394 nationally), while the property⁵ crime rate was 2,701.6 crimes per 100,000 inhabitants (compared to 2,362.2 nationally). Although Denver's violent crime rate is lower than the national average, a demonstrated gap in legal services remains, as measured by long waitlists, lack of capacity, and increasingly complex legal issues experienced by victims—particularly victims of domestic violence, sexual assault, human trafficking, and child abuse and neglect. RMVlc

¹ Five of the navigator host sites were also steering committee members.

² U.S. Census Bureau. (2018). U.S. Census Bureau QuickFacts: Denver City, Colorado. Retrieved from: <https://www.census.gov/quickfacts/fact/table/denvercitycolorado/SBO001212>.

³ FBI Uniform Crime Reports. (2018). “Crime in the United States 2017.” Retrieved from: <https://ucr.fbi.gov/crime-in-the-u.s/2017/crime-in-the-u.s.-2017>.

⁴ The FBI Uniform Crime Reporting (UCR) Program includes the following offenses in its calculation of the violent crime rate: murder and non-negligent manslaughter, forcible rape, robbery, and aggravated assault.

⁵ The FBI UCR Program includes the following offenses in its calculation of the property crime rate: burglary, larceny-theft, motor vehicle theft, and arson.



highlighted these crimes, as well as high-risk populations—to include immigrants and the elderly—as particularly noteworthy in the original grant proposal. RMVLC also reported at the outset of the project that only 20 percent of eligible, low-income Colorado residents were served by the state's legal aid infrastructure.

The Denver victim services field has held strong collaborative relationships since 1997 through the Victim Services Network (VSN). VSN, which was developed by and is housed within the Denver District Attorney's Office, connects and supports more than 30 public and private victim service agencies. While VSN does not provide direct services, the network emphasizes collaboration and focuses on improving the system that provides services to victims. VSN meets quarterly to provide training to providers, discuss emerging victim service issues, and address referral practices. All partners in LINC (except the Colorado Bar Association and the University of Denver) were also part of VSN. VSN was the entity that originally identified the grant solicitation and sought out project partners.

Needs Assessment

At the start of the project, the site conducted a needs assessment to inform the implementation plan. The needs assessment included the following: (1) interviews with 25 victim service professionals, including steering committee members and other allied professionals such as educators and government-based social service providers; (2) 15 focus groups with 88 crime victims and/or their loved ones; (3) online surveys of 122 service providers; and (4) online surveys of 114 crime victims. The needs assessment identified the following four primary barriers: (1) inadequate information/knowledge about legal issues; (2) inadequate resources and funding; (3) a need for victim service collaboration; and (4) a need for trauma-informed, victim-sensitive, and victim-centered approaches. The sidebar illustrates some of the findings gathered through the needs assessment.

The partners reported challenges during this first phase, including low response rates for the surveys, a short timeframe to complete the needs assessment (which possibly contributed to the low response rate), and recruitment challenges. For example, partners who were not service providers did not have direct client contact, which limited their ability to disseminate surveys. Several partners interacted with clients who were in crisis, and thus could not provide

Needs Assessment Findings

Inadequate Information/Knowledge About Legal Issues

- Victims described the urgent need for accessible information about legal terms and procedures.
- Victims noted inconsistencies/inaccuracies in the information they received from service providers.
- Both crime victims and service providers identified information barriers as serious problems.

Inadequate Resources and Funding

- Both service providers and crime victims said they experienced stress when accessing and providing legal services in environments with limited resources.
- Victims further described significant barriers to getting legal needs met, such as inadequate legal resources, long waitlists, and impediments to accessing services.

Need for Victim Service Collaboration

- Victims expressed frustration with the lack of collaboration across victim service professionals and judicial systems.
- Lack of collaboration resulted in victims re-telling their story and receiving conflicting orders from the courts.

Need for Trauma-Informed, Victim-Sensitive, and Victim-Centered Approaches

- Victims reported significant barriers to engaging with the legal system when providers did not understand the impact of trauma and related mental health issues.



insight about their experience with the system. There were also challenges with the survey itself, including its length and difficulties with administering it electronically. To address these challenges, partners distributed paper surveys via mail and did not attempt to recruit participants who were currently in crisis, experiencing trauma, or whose safety would be compromised if they received a survey.

Goals

The grantee and partners used the needs assessment findings to inform the implementation plan and finalize LINC's goals. LINC specified the following goals in the implementation plan:

1. Create a united network that has a centralized hub, which connects all partner organizations and navigators and executes all project activities.
2. Create a united network that replicates the successes of the pilot project, and sustain collaboration.
3. Continually identify gaps in crime victims' legal services to ensure sustainability.
4. Utilize evidence-based identified gaps data to support advocacy for legal change and refine the project.
5. Ensure that community service providers, members of the judiciary, and the legal community receive relevant education about crime victims' legal needs and resources.
6. Ensure that victims receive relevant education about common legal needs and resources to promote self-advocacy and awareness.
7. Ensure that services to victims are provided in a trauma-informed and victim-centered manner.
8. Ensure that all victims receive adequate time with professionals who have relevant training to assist with their legal issues effectively.
9. Increase victims' access to legal services and information.

Service Delivery Plan and Implementation

Following the needs assessment, the steering committee identified four problem areas for LINC to address: inadequate information/knowledge about legal issues; inadequate resources and funding; a need for improved victim service coordination; and a need for trauma-informed, victim-sensitive, and victim-centered approaches. The implementation plan centered on developing an interconnected model of victim services, which would allow victims to enter the network partner organizations in multiple ways. The model had three principles:

1. Connecting Victims, Victim Service Providers, and the Community

THE PLAN: The creation of a centralized hub of information, originally called the “Mothership,”⁶ would connect victims, victim service providers, and the community. The hub would also supervise and coordinate all project activities, including (1) coordinating and managing the navigators, and developing and implementing the website (discussed under principles two and three); (2) leading the development of the navigator training manual, which would

⁶ This language is no longer used by the grantee or the network; however, it is included here because it was the terminology used in the implementation plan. RMvlc serves as the centralized hub.

encompass the policies and protocols of the model, common victim legal needs, and resources, and provide guidance for the day-to-day activities of navigators; and (3) developing a helpline to assist victims seeking legal services and provide one way to enter the network. The lead navigator, housed at the centralized hub, would oversee the creation and staffing of the helpline. To inform other navigators of the resources available, such as the helpline, the lead navigator would be in continuous contact with partner navigators through teleconferences, listservs, webinars, and meetings. As the project progressed, the lead navigator would be expected to consistently update the partners on current gaps and best practices in legal services.

The steering committee intended to choose at least three agencies to host navigators during the pilot phase. The executive director of the centralized hub, the pilot agency directors, and the pilot navigators would then meet and discuss the pilot launch, policies, and procedures. Part of these policies and procedures would include confidentiality, release of information, referrals, biweekly phone calls with all pilot navigators, monthly navigator meetings, and navigator training. At least five new partners would be identified and recruited to join the network during the full program expansion phase.

IMPLEMENTATION: In 2014, a navigator manual was developed and included policies, procedures, and protocols (e.g., confidentiality, releases of information, standard referral form, deviation tracking, code of ethics, conflict resolution, intake procedures and form, navigator protocol, and unauthorized practices of law). At the end of 2014, the five navigators from the pilot sites—RMVlc (one navigator), Child Advocates – Denver CASA (one navigator), and the Denver City Attorney's Office (three navigators)—participated in navigator orientation sessions. In March 2016, a sixth navigator from Deaf Overcoming Violence through Empowerment was added. However, the navigators from RMVlc and Child Advocates – Denver CASA left after about a year due to staffing changes in their organizations.

"If it's a better way of serving victims, then that's a win for us, because that's what we're about. It's not about whether we get more referrals, or a higher profile, or something like that. It's about whether or not our community is responding better to victims."

The implementation phase began in March 2015. The pilot included trauma-informed services training for the navigators hosted at the pilot sites, and the creation of the helpline for navigators to connect to the project manager. At this time, the navigators held monthly meetings and biweekly calls. By June 2016, these monthly meetings ceased due to LINC leadership transition and the shift in focus to creating a navigator plan to assist with training current and upcoming navigators. The partners believed that the navigators may have launched too soon because the navigators were not given clear roles and the navigator training curriculum was not complete. The steering committee put the navigator implementation on hold until the navigator training curriculum and relevant resources were finalized.

In 2016, the steering committee developed helpline marketing materials for the public launch event, and on September 29, 2016, 103 attendees participated in the launch event for the LINC model. This event included a presentation from the National Crime Victim Law Institute (the national training and technical assistance partner) on the state of victim legal rights in the United States, a presentation from the University of Denver on the needs assessment findings, a live demonstration of the website, and a panel discussion with partners and navigators. After the launch event, the helpline became available to the public to assist victims and victim service providers with requests for information and

referrals. The helpline was available during regular business hours and received a total of 665 callers throughout the duration of the project.

Initially, the steering committee proposed creating a database to track information and referrals between partner organizations. Due to complexities in confidentiality and information sharing, project staff at RMVlc shifted to a data-tracking app instead, which would not track referrals and would not conflict with any confidentiality laws. RMVlc contracted with Elevation Third to develop an application, targeted to the network but available to anyone who downloaded it. The app, which was launched in September 2017, provides users with specific information about their rights and legal options based on their response to a series of questions.

2. Instituting a Human Component to Help Guide Victims

THE PLAN: Each network organization would designate one main point of contact, a navigator, to provide victims with legal information (e.g., through the website) and provide referrals in a trauma-informed and victim-centered way. Becoming a navigator would require attending the trainings developed and implemented by the lead navigator and RMVlc. The training would be based on the results of the needs assessment, including topics such as the importance of victim-centered services, effective partner referrals, and extensive knowledge of the legal system. When a network partner received a victim request for services that was outside of their scope, the navigator would enter the victim into the network through the helpline or referrals and serve as a guide through the legal system. In these situations, the navigator may choose to encourage the victim to access information on the network website, contact a network partner that provides the services needed, or contact the lead navigator so they can provide feedback on which partner would be the most appropriate and has availability.

IMPLEMENTATION: By the end of the project in 2018, 17 network partners housed navigators: Blue Bench, Brain Injury Alliance of Colorado, Brighton and Commerce City Police Department Victim Services Unit, Colorado Organization for Victim Assistance, Deaf Overcoming Violence through Empowerment (pilot site), Child Advocates – Denver CASA (pilot site), Denver City Attorney's Office (pilot site), Denver District Attorney's Office, Denver Police Department Victim Assistance Unit, Denver Indian Family Resource Center, Sexual Assault Interagency Council, the Initiative (previously the Domestic Violence Initiative), Moving to End Sexual Assault, Project Safeguard, Rocky Mountain Children's Law Center, RMVlc (pilot site), and Safehouse Progressive Alliance for Non-Violence. Client services staff (e.g., lawyers, victim advocates) at each site were typically nominated to be navigators and provide victims with services, resources, and referrals with the new method. Trainings were attended by 28 new navigators in August 2017 and 14 new navigators in August 2018. All navigator sites signed memorandums of understanding (MOU) prior to the training.

A total of 378 services were provided throughout all semi-annual reporting periods in Denver. For the first four data collection periods (January 2015-December 2016), an average of 27 services were provided per period. In the following three periods (January 2017-June 2018), an average of 150 services were provided. The most commonly provided services were criminal legal services and civil legal services, each comprising approximately 19 percent of all services provided. The median number of services provided per person was 1.9. Cases were most often referred within the network (35 percent of the time). From January 2015 to December 2016, the network averaged eight intra-network referrals per data collection period. From January 2017 to December 2018, the network averaged 52 intra-network referrals per 6-month period.



Overall, according to the crime victim interviews, crime victims in Denver felt supported by the organizations that served their needs. When sharing their experiences, victims repeatedly noted feeling comfortable and said that the service providers were caring, compassionate, understanding, and supportive. One victim reported that the service providers were “warm and friendly, which already puts you in a good mood. ‘Cause you’re already embarrassed...and they just make you feel like...it’s okay.” Another victim noted feeling supported and safe based on the comfortable and private seating area, and that the victim knew “that is where [they] could go to get help” when they were upset with how the police treated their case. In a time when this victim reported having no emotional support, they said the service provider had their back and “gave [them] agency” because they believed them, did not try to change their mind, and gave them options.

Another aspect that demonstrated the improvement of victim-sensitive approaches was the regard for victim safety when receiving services. In two instances, victims noted that their service providers asked for a safe phone number or email, and a safe time to contact them. In addition, victims most often noted that there was good communication between service providers, resulting in less re-telling of their experiences. One victim was pleased that their service provider wrote everything down so that they would not have to repeat it “over and over again.” In another instance, one victim went to their second provider and did not have to do an intake screening because the first provider connected with them to share the victim’s information. Finally, one victim noted that they were pleased with the service provider that connected them to their therapy because the provider was well trained in working with survivors of domestic violence.

3. Providing Accessible Knowledge to the Community

THE PLAN: To provide accessible knowledge to the community, the model would include a robust and interactive website. Victims and victim service providers would be able to access information on different areas of law, a resource list, videos and modules on how to navigate legal systems, links to other valuable websites, and a diagnostic tool. Victims would take a brief survey, submit requests for assistance, and receive resources and referrals for the legal issue they faced. In a separate portal for network partners, the website would incorporate online webinars and trainings for victim service providers, a forum to discuss gaps in victim services, and a method of communication for navigators.

IMPLEMENTATION: In January 2016, development of the website began. In September 2016, the interactive website was launched: www.coloradolinc.org. For victims, the website provided in-depth information about substantive areas of criminal and civil law, a resource list, and links to websites. The legal assistance portion of the website had two main sections, criminal law and civil law, each of which hyperlinked to technical definitions of legal terms for different issues in civil and criminal law and gave simple summaries of terms to help victims better understand their legal rights. The website also had a safety escape button that immediately exited the information page of the website and opened Yahoo! and the Weather Channel as separate tabs. The website also incorporated the navigator training curriculum, navigator-specific content, and general content. The grantee developed legal information presented on the website, conducted fact checking, and tested the navigability and readability of the website. Throughout the duration of the project, the website had 9,073 page views/hits.

Also, in January 2016, the grantee began collaborating with a marketing consultant to create a marketing strategy, develop a logo (see image to the right), create strategic messaging, and promote the website. In September 2016, marketing materials—including a rack card, business cards, and information request cards—were disseminated. During the first half of 2017, the network attempted to drive traffic to the website through an ad-word campaign, which focused primarily on search engine optimization and ensuring key terms about legal services in Denver were directed to the LINC website. During the first month, the website saw an 81 percent increase in users; this increase continued into May and June. During the second half of 2017, social media marketing materials were developed. In April 2017, the helpline received more calls than usual, likely due to the increased website visits, but many of the calls were reported as not applicable to LINC's provided services (i.e., not pertaining to legal needs). The grantee worked with the marketing consultant to resolve this issue and brainstormed how to optimize search terms solely relating to legal services in Denver. When the contract with the marketing consultant ended in July 2017, the website hits and helpline calls decreased significantly.



Local Research Plan

Local Evaluation: The LINC research partner, the University of Denver, implemented an action research approach to measure multiple outputs and outcomes to support advocacy for legal change and refine the project. The research partner investigated four areas:

1. **Navigator Knowledge of Key Concepts.** To examine changes in navigator knowledge of key concepts pre- and post-training, the research partner developed a pre-/post-training survey. The research partner planned and implemented the survey to determine whether navigators who underwent training showed increased knowledge related to providing one-to-one assistance to crime victims navigating legal systems.
2. **Perceptions of Barriers to Legal Services.** To examine trends in perceptions of barriers to legal services by victim service providers and victims as programs roll out, the research partner proposed an interrupted time-series approach with four components: (1) Clients complete a small subset of items developed in Phase 3 of the needs assessment; (2) Victim service providers on the steering committee complete the victim service provider survey used during the needs assessment; (3) Navigators complete the navigator version of the victim service provider survey every month; and (4) One week per month all crime victims who access network services—through navigators, the hotline, or the website—complete a brief online, phone, or paper-based survey about barriers to legal services. The research partner developed the approach and measures but was unable to implement them.
3. **Legal Service Needs.** To measure changes in legal service needs, navigators invited clients to complete a pre-/post-survey of items when they begin and end working together. The research partner anticipated a decrease in unmet legal needs in the following areas identified in the needs assessment: criminal case issues (e.g., receiving updates on case status, knowledge of case process); civil case issues (e.g., applying for a restraining order, filing documents in family court); mental health issues (e.g., receiving mental health services following crime); law

enforcement issues (e.g., contacting/reporting to the police, getting police to enforce orders); safety issues (e.g., changing/protection of identity); housing issues (e.g., finding emergency shelter, applying for affordable housing); bankruptcy, compensation, and benefits issues (e.g., applying for victim compensation, applying for benefits); and translation/interpretation issues (e.g., translation of paperwork, translation/interpretation in court). The research partner supported this component by coordinating with the navigators who were responsible for survey implementation.

4. **Network Effectiveness.** To measure network effectiveness within navigator teams and the steering committee, the research partner created two adaptations of the Team Effectiveness Inventory.⁷ (Navarro, Wilber, Yonashiro, & Homeier, 2010) to measure improvements in effectiveness over time. The first adaptation focused on the effectiveness of navigators working as a team and was to be administered at monthly navigator meetings. The second adaptation focused on the broader network of agencies involved as steering committee members and/or partner organizations. This inventory was administered at monthly steering committee meetings.

GOAL/THEME	PROCESS/OUTCOME	Goal Accomplished?
Create a united network that has a centralized hub to connect all partner organizations and navigators and execute all activities of the project.	<ul style="list-style-type: none"> ▪ A steering committee consisting of nine network partners convened monthly between 2012 and 2018. ▪ The network was expanded to 17 partners by 2018, and continued to expand after the national evaluation ended. ▪ RMVlc served as the centralized hub. ▪ In 2015, three partners were chosen as pilot sites to host five navigators. ▪ RMVlc hosted and led the development of a helpline that formally launched in September 2016. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Create a united network that will replicate the successes of the pilot project and sustain collaboration.	<ul style="list-style-type: none"> ▪ In 2014, a navigator manual was developed to include a wide range of policies, procedures, and protocols. ▪ The navigators participated in biweekly phone calls and monthly meetings between March 2015 and March 2016. Biweekly calls and monthly meetings were then discontinued. Additional navigator meetings were held in October-December 2017. ▪ By the end of the project, 17 partners hosted a total of 48 navigators. ▪ In 2018, RMVlc was awarded a grant in partnership with the Colorado Division of Criminal Justice to house a statewide civil legal services 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

⁷ Navarro, A.E., Wilber, K.H., Yonashiro, J.C., & Homeier, D. (2010). Do we really need another meeting? Lessons from the Los Angeles County Elder Abuse Forensic Center. *The Gerontologist* 50(5): 702-711.

	<p>coordinator, explore the gaps in civil legal services across the state, and extend LINC statewide. They anticipated beginning this work on October 1, 2018.</p> <ul style="list-style-type: none"> ▪ In 2018, RMVlc submitted a VOCA application to establish a contract attorney referral service through LINC for housing and post-decree cases to serve victims living in remote areas who have conflicts of interest with local attorneys, and train attorneys in trauma-informed legal service. They planned to begin this work on January 1, 2019. ▪ According to the network partner survey, the network was densely connected, and there were moderate to high levels of service coordination throughout the project, especially in 2013, 2015, and 2018. 	
Continually identify gaps in crime victims' legal services to ensure sustainability.	<ul style="list-style-type: none"> ▪ Network clients completed a survey before and after receiving services that measured changes in legal service needs. ▪ The steering committee discussed gaps and barriers to services at monthly steering committee meetings. ▪ Navigators also discussed gaps in crime victim legal services during monthly navigator meetings. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Utilize evidence-based, identified gaps data to support advocacy for legal change and refine the project.	<ul style="list-style-type: none"> ▪ A needs assessment was completed. ▪ The local research partner was present at each steering committee meeting, which helped to consistently inform the planning and implementation of the project. ▪ Surveys with navigators were completed to assess navigator knowledge pre- and post-navigator trainings. ▪ Surveys with crime victims and service providers were completed to assess barriers to accessing legal services. ▪ The Team Effectiveness Inventory was completed to assess partner collaboration. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Community service providers, members of the judiciary, and the legal community will receive relevant education about crime victims' legal needs and resources.	<ul style="list-style-type: none"> ▪ In September 2016, an interactive website was launched to provide the navigator training curriculum and navigator-specific content, a forum for service providers to discuss gaps in legal services, webinars, and video trainings for victim service professionals. ▪ In September 2016, the network hosted a launch event, which included a presentation from the National Crime Victim Law Institute on victims' legal rights, a live demonstration of the website, and a panel discussion with partners and navigators. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

	<ul style="list-style-type: none"> In May 2018, a presentation was given at the Colorado Advocacy Action Conference on legal issues of crime victims and using technology to expand services. 	
Victims will receive relevant education about common legal needs and resources to promote self-advocacy and awareness.	<ul style="list-style-type: none"> Navigators guided clients into the network and helped facilitate the provision of services, resources (e.g., the website), and referrals. The interactive website discussed in the previous goal also provided in-depth information about criminal and civil law, a resource list, and links to other helpful websites. In October 2016, RMLC launched a helpline to assist victims with requests for information and referrals. In September 2017, an app was launched for users to obtain information on victims' rights and legal options based on their response to a series of questions. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Services to victims will be provided in a trauma-informed and victim-centered manner.	<ul style="list-style-type: none"> The website provided details on common legal needs and resources in plain, easily understood terms. Navigator trainings included topics such as the importance of victim-centered services, effective partner referrals, and knowledge of the legal system. Five navigators participated in navigator orientation sessions in November and December 2014. In August 2017, 28 new navigators were trained. In August 2018, 14 new navigators attended trainings. The partners attended 56 trainings over the course of the grant. At least nine trainings focused on providing trauma-informed or victim-centered care. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
All victims will receive adequate time with professionals who have relevant training to assist with victims' legal issues effectively.	<ul style="list-style-type: none"> As mentioned above, providers received training on providing trauma-informed and victim-centered care. According to the participants of the crime victim survey, Denver respondents agreed that service providers treated them with respect, spoke to them in a way they understood, and asked them about their legal needs. This agreement increased post-implementation (3.87 to 4.31). 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Increase victims' access to legal services and information.	<ul style="list-style-type: none"> There were 378 services provided to more than 370 victims of crime, with an average of 1.90 services provided per person. The website received 9,073 page views throughout the duration of the project. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

	<ul style="list-style-type: none"> ▪ The helpline received a total of 665 callers throughout the duration of the project. 	
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Network Membership and Roles

At the beginning of the project, the steering committee consisted of nine members: RMVlc, Colorado Legal Services, Child Advocates – Denver CASA, Center for Trauma and Resilience,⁸ Denver City Attorney's Office, Denver District Attorney's Office, Project Safeguard, Rocky Mountain Children's Law Center, and Justice and Mercy Legal Aid Clinic. RMVlc also partnered with the University of Denver for their local research partnership. Table 1 provides an overview of each partnering organization and their project roles.

Organizational-Level Changes in Network Membership

LINC experienced four changes in membership among partnering organizations. An organization called Elder Justice was initially proposed to participate in the network but dissolved in 2012 prior to the start of the project. In February 2013, the Justice and Mercy Legal Aid Clinic disengaged from the project for unknown reasons. In October 2013, the Colorado Bar Association became the ninth partner on the steering committee. In January 2017, the Center for Trauma and Resilience disengaged from the project due to funding constraints.

Staff-Level Changes in Network Partnership

LINC experienced a variety of changes in staff members at RMVlc and steering committee organizations. Four individuals held the position of LINC project director at RMVlc. The first project director departed RMVlc in September 2014. The second project director joined RMVlc in September 2014 and left in June 2015. The third project director⁹ joined RMVlc in June 2015 and left in June 2016. The executive director of RMVlc left the organization in March 2016. The second executive director¹⁰ immediately took over and led LINC until a fourth project director¹¹ joined RMVlc in August 2016. LINC's lead navigators were also employed by RMVlc. In April 2017, RMVlc hired a full-time staff attorney, but this person left the organization in July 2017. In April 2017, LINC hired a lead navigator, but they left the project in early 2018. LINC hired a new lead navigator in May 2018.

Child Advocates – Denver CASA, the Denver District Attorney's Office, and Project Safeguard also had different representatives throughout the project due to staffing transitions within their own organizations. Child Advocates – Denver CASA's executive director resigned in March 2014, and a new representative joined the steering committee until they resigned in November 2015. The new executive director transitioned shortly after but left the organization in March 2016. In February 2016, the steering committee representative for the Denver District Attorney's Office resigned, and two staff members filled the role until a new representative joined in September

⁸ In 2016, this organization changed its name from the Denver Center for Crime Victims to the Center for Trauma and Resilience.

⁹ The third project director was previously employed by another organization that served on the steering committee and was very familiar with LINC.

¹⁰ The second executive director was previously employed by RMVlc at the beginning of the demonstration project and was very familiar with the organization and LINC.

¹¹ The fourth project director was previously employed by another organization that served on the steering committee and was very familiar with LINC.



2016. In August 2016, the executive director at Project Safeguard left and became the project director at RMVlc. Project Safeguard quickly assigned a new steering committee representative.

Partner Roles

The grantee staff supporting LINC included the project director, executive director, legal director, and staff attorney. The project director devoted 100 percent of their time to the project and was responsible for managing the grant, creating budgets and timelines, leading steering committee meetings, and coordinating activities. The project director also served as the lead navigator until 2017. The executive director, legal director, and staff attorney provided administrative management, participated in meetings, and conducted research. The executive director typically dedicated 40-50 percent of their time to the project in 2013 and 2014, and 20 percent of their time to the project in 2015 through 2018. The legal director and staff attorneys typically dedicated 5-15 percent of their time to the project, and the lead navigator dedicated 100 percent of their time to the project in 2017 and 2018.

Nine network partners had one to four staff members supporting the project, and three network partners had five or more staff members supporting the project. Most of the partners reported that they dedicated less than 5 percent of their time to the project. The partners played a variety of roles, such as serving on the steering committee, planning implementation, assisting with needs assessment data collection and review of findings, providing and receiving referrals, hosting navigators, and providing victim services. Several steering committee members described the Denver District Attorney's Office as being very influential in the project because of its role in developing and housing VSN2000. The Denver District Attorney's Office helped the steering committee with community outreach, particularly in recruiting participants for the needs assessment focus groups, because of its strong relationships with others in the field.

Table 1: LINC Partnering Organization and Navigator Host Sites

Organization	Location	Description	Member Role
1. Rocky Mountain Victim Law Center	Denver (Headquarters)	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Legal <i>Service Area:</i> Statewide <i>Client Types:</i> Victims of violent crime <i>Service Types:</i> Pro-bono representation for victims of violent crime, litigation in criminal proceedings, consultation with service providers, and training on legal issues <i>Joined Wraparound Project:</i> 2012 	<input checked="" type="checkbox"/> Grantee <input type="checkbox"/> Research <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network
2. University of Denver	Denver	<ul style="list-style-type: none"> University <i>Organization Type:</i> Other <i>Service Area:</i> N/A <i>Client Types:</i> N/A <i>Service Types:</i> Research and evaluation with a focus on the consequences of violence and trauma on individuals and their communities; previously assisted with program evaluations for VSN2000 and other local organizations <i>Joined Wraparound Project:</i> 2012 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Research <input type="checkbox"/> Steering <input type="checkbox"/> Network
3. Child Advocates – Denver CASA	Denver	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Non-profit <i>Service Area:</i> Denver <i>Client Types:</i> Abused and neglected children in the Denver Juvenile Court <i>Service Types:</i> Advocates for the best interests of children involved in the Denver Juvenile Court (which determines whether children should remain with their family or be placed for adoption) <i>Joined Wraparound Project:</i> 2012 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network
4. Denver City Attorney's Office	Denver	<ul style="list-style-type: none"> State agency <i>Organization Type:</i> Criminal justice <i>Service Area:</i> Denver City and County <i>Client Types:</i> N/A <i>Service Types:</i> Defends and represents the County and City of Denver in legal matters; handles lawsuits, prosecutes violations of ordinances, and acts as counsel to elected officials and client agencies on charter interpretation and reform <ul style="list-style-type: none"> The Office's Human Services Section serves as in-house counsel for the Denver Department of Human Services, training and advising the Department on how best to protect and ensure the best interests of vulnerable populations (including at-risk children and adults). Attorneys also support the Department through the employment law and claims unit, providing access to public records and prosecuting fraud. <i>Joined Wraparound Project:</i> 2012 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network
5. Project Safeguard	Denver (Headquarters)	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Legal <i>Service Area:</i> Adams, Arapahoe, Broomfield, and Denver Counties <i>Client Types:</i> Victims of domestic violence (and their children) <i>Service Types:</i> Safety planning, legal advocacy, direct court support, legal system reforms, and legal clinics to assist victims seeking protection orders; access to services through the civil legal system 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network

Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

Organization	Location	Description	Member Role
		<ul style="list-style-type: none"> ○ Located in county court houses ▪ <i>Joined Wraparound Project: 2012</i> 	
6. Rocky Mountain Children's Law Center	Denver (Headquarters)	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Legal ▪ <i>Service Area:</i> Statewide ▪ <i>Client Types:</i> Abused, neglected, and at-risk children ▪ <i>Service Types:</i> Education advocacy, caregiver advocacy, community education, domestic violence prevention, youth empowerment, young adult legal advocacy, clinical services, public policy reform, and crisis hotline ▪ <i>Joined Wraparound Project: 2012</i> 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network
7. Denver District Attorney's Office	Denver	<ul style="list-style-type: none"> ▪ State agency ▪ <i>Organization Type:</i> Criminal justice and victim services ▪ <i>Service Area:</i> Denver City and County (Second Judicial District) ▪ <i>Client Types:</i> Victims of crime ▪ <i>Service Types:</i> Prosecution of criminal offenders and support for victims of those crimes; coordinating victim services among human service providers, criminal justice system representatives, medical service providers, community agencies, witness protection, victim compensation, and the media <ul style="list-style-type: none"> ○ Operates VSN2000, which coordinates victim services among human service providers, criminal justice system representatives, medical service providers, community agencies, witness protection, victim compensation, and the media ▪ <i>Joined Wraparound Project: 2012</i> 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network
8. Colorado Legal Services	Denver, Alamosa, Boulder, Colorado Springs, Craig, Dillon, Durango, Ft. Collins, Grand Junction, Greeley, La Junta, Pueblo, and Salida	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Legal ▪ <i>Service Area:</i> Statewide ▪ <i>Client Types:</i> Low-income individuals, including seniors ▪ <i>Service Types:</i> Free comprehensive legal services (advocacy and representation), resources, and referral help ▪ <i>Joined Wraparound Project: 2012</i> 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network
9. Colorado Bar Association	Denver (Headquarters)	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Other Legal ▪ <i>Service Area:</i> Statewide ▪ <i>Client Types:</i> Lawyers in Colorado ▪ <i>Service Types:</i> Educational, volunteer, and networking opportunities for members; legal services <ul style="list-style-type: none"> ○ Provides tools to members that will, in turn, strengthen communities by giving residents access to resources that will allow them to navigate their future successfully ○ Voluntary association of lawyers with 18,000 members (63 percent of lawyers in Colorado) ▪ <i>Joined Wraparound Project: 2013</i> 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network



Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

Organization	Location	Description	Member Role
10. Deaf Overcoming Violence through Empowerment	Denver (Headquarters)	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Victim services <i>Service Area:</i> Statewide <i>Client Types:</i> Victims and survivors of sexual assault and domestic violence who are deaf or hard of hearing, and children of Deaf adults <i>Service Types:</i> Advocacy, prevention, crisis hotline, community education and outreach, training on cultural competency, and technical assistance <i>Joined Wraparound Project:</i> 2016 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network
11. Brighton and Commerce City Police Department Victim Services Unit	Brighton and Commerce City	<ul style="list-style-type: none"> Law enforcement agency <i>Organization Type:</i> Criminal justice <i>Service Area:</i> Brighton and Commerce City <i>Client Types:</i> Crime victims and their families <i>Service Types:</i> 24/7 crime victim advocates, referral information, crisis intervention, and practical help from advocates (e.g., providing legal information, acting as liaison with agencies) <i>Joined Wraparound Project:</i> 2017 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network
12. The Initiative (previously the Domestic Violence Initiative)	Denver (Main Office)	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Victim services <i>Service Area:</i> State of Colorado <i>Client Types:</i> Persons with disabilities who are victims of abuse <i>Service Types:</i> Safety-related services, self-sufficiency services, criminal justice system support, recovery and healing, and training and outreach for groups and organizations <i>Joined Wraparound Project:</i> 2017 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network
13. Denver Police Department Victim Assistance Unit	Denver	<ul style="list-style-type: none"> Law enforcement agency <i>Organization Type:</i> Criminal justice <i>Service Area:</i> Denver <i>Client Types:</i> Crime victims, witnesses, and family members <i>Service Types:</i> Crisis intervention, support, information, and advocacy (to identify resources and services, and to understand and navigate the investigative process and victims' rights) <i>Joined Wraparound Project:</i> 2017 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network
14. Moving to End Sexual Assault	Lafayette	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Victim services <i>Service Area:</i> State of Colorado <i>Client Types:</i> Survivors of sexual assault <i>Service Types:</i> 24-hour hotline, in-person support, victim advocacy, and specialized support groups (all offered in English and Spanish); prevention education (focused on sexual assault and bystander training); and community outreach to increase awareness of sexual violence <i>Joined Wraparound Project:</i> 2017 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network
15. Sexual Assault Interagency Council		<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Other <i>Service Area:</i> Denver City and County 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input type="checkbox"/> Steering



Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

Organization	Location	Description	Member Role
		<ul style="list-style-type: none"> ▪ <i>Client Types:</i> Sexual assault victims ▪ <i>Service Types:</i> Coordinate and collaborate with organizations to ensure a consistent, collaborative, and culturally competent response to sexual violence. ▪ <i>Joined Wraparound Project:</i> 2017 	<input checked="" type="checkbox"/> Network
16. Colorado Attorney General's Office Victim Assistance Program	Denver	<ul style="list-style-type: none"> ▪ State agency ▪ <i>Organization Type:</i> Criminal justice ▪ <i>Service Area:</i> All cases handled by the criminal justice section of the Attorney General's Office ▪ <i>Client Types:</i> Victims of violent crime ▪ <i>Service Types:</i> Provides information and support to victims, as well as referrals to post-trauma counseling and victim compensation ▪ <i>Joined Wraparound Project:</i> 2017 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network
17. Brain Injury Alliance of Colorado ¹²	Denver (Headquarters)	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Other ▪ <i>Service Area:</i> Statewide ▪ <i>Client Types:</i> Survivors of an injury to the brain, their families, and providers ▪ <i>Service Types:</i> Guidance, peer mentorship, resource navigation, recreation programs, utility assistance, support groups, and education ▪ <i>Joined Wraparound Project:</i> 2017 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network
INACTIVE PARTNERS			
18. Justice and Mercy Legal Aid Clinic	Denver	<ul style="list-style-type: none"> ▪ Faith-based nonprofit organization ▪ <i>Organization Type:</i> Legal ▪ <i>Service Area:</i> City of Denver, Denver metro area ▪ <i>Client Types:</i> Victims of crime, sexual assault victims, stalking victims, domestic violence victims, low-income individuals, and low-income immigrants ▪ <i>Service Types:</i> Full legal representation regarding family law, bankruptcy, immigration, and general civil matters; legal consultations, advocacy, and educational workshops ▪ <i>Joined Wraparound Project:</i> 2012 ▪ Was proposed to work on the project but disengaged in 2013 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input type="checkbox"/> Steering <input type="checkbox"/> Network
19. Center for Trauma and Resilience (formerly the Denver Center for Crime Victims)	Denver (headquarters)	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Victim services ▪ <i>Service Area:</i> Denver City and County ▪ <i>Client Types:</i> Victims of violence ▪ <i>Service Types:</i> 24-hour crisis intervention, counseling, case management, translation and interpretation services, compassion fatigue workshops for professionals, support groups, financial assistance, advocacy, healthy promotion, crime prevention education, and referral services ▪ <i>Joined Wraparound Project:</i> 2012 ▪ Left the project in 2017 due to lack of staff capacity 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network

¹² Four additional organizations joined the network in late 2018 after the evaluation concluded: Blue Bench, Colorado Organization for Victim Assistance, Denver Indian Family Resource Center, and Safehouse Progressive Alliance for Non-Violence.

Recommended Future Partners

Although the partners saw the potential for adding new partners to the network throughout the project, they purposefully restricted the size of the steering committee to enhance engagement, maintain strong buy-in, and ensure that each partner had clear roles. The steering committee members recommended adding new partners to the network in the future to provide more holistic and wraparound services (see Figure 1 for a complete list of recommended future partners). They observed several gaps in services and information for other types of crime victims that a variety of other organizations could fill (e.g., the elderly, immigrants, LGBTQ+, organizations serving specific cultures or ethnicities). The steering committee members created a list of organizations to contact for network membership and to house navigators. Toward the end of the project, they began inviting new organizations to join the network, although they anticipated that some of the organizations were understaffed and underfunded, which would limit their capacity to participate in LINC.

[The final report will include a geographic map of the network]

Network Steering Committee

The steering committee met monthly, with an option for calling in or participating in-person, though most partners participated in-person. The steering committee established bylaws and secured MOUs with each partner at the beginning of the project. The bylaws specified the roles, duties, membership, terms, elections, special meetings, amendments, and compliance. Decision-making occurred by both voting and consensus, depending on the issue.

During the planning phase of the project, the steering committee broke out into small subcommittees, which were focused on programming; policies, procedures, and protocols; budgeting; a logic model; and writing (e.g., continuation funding proposals). In the spring of 2014, the steering committee met for approximately four hours to discuss the needs assessment. The local research partner presented the needs assessment findings, and then the steering committees used breakout groups to discuss the findings and make recommendations for how the needs assessment could inform the service delivery model. For example, the idea for using a navigator model was generated during one of these breakout sessions.

As the project shifted toward implementation, the steering committee members had individual meetings with the local research partner to discuss specific areas of expertise (e.g., protection

Figure 1. Recommended Future Partners

- Asian Pacific Development Center
- Center for Trauma and Resilience
- Colorado Coalition for Elder Rights and Abuse Prevention
- Colorado Commission for the Deaf and Hard of Hearing
- Colorado Muslim Society
- Department of Human Services
- Department of Public Safety
- Disability Law Colorado
- Jewish Family Service
- Latina SafeHouse
- Legal Center for People with Disabilities and Older People
- Lutheran Family Services
- Metro Volunteer Lawyers
- Rocky Mountain Immigrant Advocacy Network
- SafeHouse Denver
- Servicios de la Raza
- Survivors Organizing for Liberation
- Tennyson Center for Children
- Phoenix Center at Auraria
- WINGS Foundation

Additionally: Self-help centers, courts, shelter agencies, food bank services, organizations with a specific cultural/ethnic focus, mental health organizations, substance abuse groups, housing groups, the health care system, foster care, and immigrant-focused legal services

orders) instead of using work groups. The goal was to reduce the burden on the steering committee members by having the local research partner summarize the information provided and distribute the summary to the rest of the members. These summaries informed the development of website content. During the implementation phase, informal working groups developed website content and the navigator training curriculum, as well as worked on the network launch. The website work group met for approximately 10-15 hours.

Steering committee members were compensated for their participation in this project. During the planning phase, members received \$3,000 if they attended 80 percent of the meetings.

Steering Committee Dynamics

The steering committee members discussed a variety of strengths and challenges associated with the steering committee's ability to work together. These strengths and challenges were primarily associated with cohesion, communication, staff turnover, leadership, steering committee member engagement, and meetings.

Cohesion & Communication

The steering committee members frequently stated that working together on the steering committee was a positive experience (14 percent) and described the steering committee as cohesive (10 percent). They stated that the steering committee shared a common mission and was very inclusive. Many partners described the group as "welcoming," "fun," "jovial," "honest," "respectful," and "supportive." The group was comfortable working together and "checked their egos at the door." Some of the partners stated that the group became more cohesive after the first change in project leadership, perhaps because of differing project management styles. Others thought that the steering committee was cohesive because they genuinely enjoyed each other's company. Some of the steering committee members said that the group became friends and enjoyed attending meetings because they had the opportunity to spend time together. The group celebrated anniversaries and births, as well as supported individuals who experienced personal hardships. As one partner described, a unique group dynamic emerged on a personal level that is difficult to recreate. During ICF's observations of the steering committee meetings during the annual site visits, the steering committee appeared friendly, open, and comfortable making suggestions.

"It's not often that you get a room full of people who are all excited about the same thing at the same time."

Steering committee members discussed communication (10 percent) in a variety of ways. For example, they believed that the group contributed to the conversation equally, provided thoughtful feedback, and effectively presented opposing arguments to provoke in-depth discussions. Several partners believed that the steering committee was the right size for effective communication. One partner said that the steering committee was perhaps "too nice," which may have slowed down progress. They also suggested sharing more information prior to meetings so that the group could be better prepared to engage in discussions and solve problems.

Frequent staff turnover at the grantee and partnering organizations was mentioned (12 percent) as possibly having a negative effect on steering committee cohesion. For example, LINC had four different project leaders over the life of the project. Some steering committee members stated that turnover in project leadership disrupted the flow of the project because each leader had a different management style and slightly different focus (e.g., legal services vs. social services). They felt the project would have benefitted from having more consistent leadership. Despite the frequent turnover in project leadership, several partners stated that the project stayed on track

because new project leaders previously worked in different capacities at other partnering organizations. Thus, they were already familiar with LINC and able to “hit the ground running.”

Turnover at partnering organizations also negatively affected steering committee engagement. Several steering committee members stated that it was difficult to repeatedly integrate new individuals to the team because they did not have a formal onboarding plan. For some steering committee members, it seemed like new members were instructed to attend the meetings but were not briefed on the project. Several steering committee members stated that the frequent turnover did not negatively affect project progress but did negatively affect the dynamic of the steering committee. In July 2016, RMVlc and the University of Denver led a steering committee meeting that focused on providing “an overview of the past, present, and future of the demonstration project.” The purpose of this meeting was to ensure that each steering committee member fully understood the different components and stages of the project. Several steering committee members stated that this overview was helpful for understanding “how we got from one place to another,” “seeing how data was used in the process,” and “highlighting things that may have been forgotten along the way.”

Leadership

The partners discussed the strengths associated with steering committee and project leadership (29 percent) more often than the challenges associated with leadership (3 percent), which were only discussed during the start of the project. For example, the partners generally described the project leaders as “organized,” “directive,” “detail-oriented,” and “flexible.” Several steering committee members believed that the project leaders set clear goals and expectations for the partners, communicated frequently and effectively with the partners, welcomed new ideas, and solicited and integrated feedback. A few partners, however, felt that the project leaders did not clearly communicate the goals of the project during the planning phase.

Most steering committee members stated that the project had a consistently clear sense of direction. They described the steering committee meetings as well organized, structured, and a good use of time. The project leaders adhered to an agenda at each meeting and emailed meeting notes to the steering committee members afterward. ICF observed steering committee meetings during annual site visits and noted that the meetings were very well organized. For example, each meeting had a formal agenda, handouts for attendees, and a notetaker. The meetings also appeared to be a friendly and supportive atmosphere for partners to openly share ideas and plan logistics for the network.

The steering committee members stated that they were frequently updated on project progress. Several steering committee members stated that having executive directors or other individuals with decision-making power at the meetings strengthened the project. The committee was able to make immediate decisions, rather than wait for a partner to ask their organization for permission to participate in a specific task.

Steering Committee Member Engagement

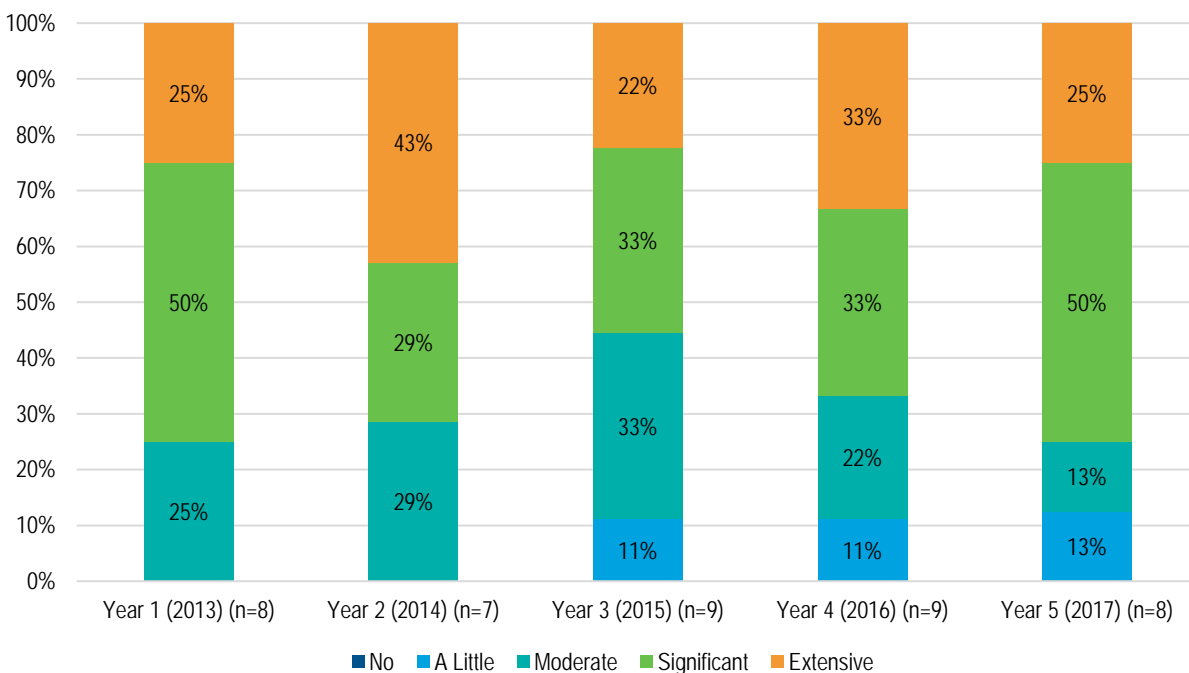
The partners discussed both the strengths and challenges associated with steering committee engagement (22 percent). Fifteen percent of steering committee members believed that the partners were engaged in the project, and 7 percent believed that the steering committee members were not engaged in the project. For example, Denver’s history of collaboration through VSN2000 seemed to help foster and maintain strong partnerships between stakeholders, which led to a strong start for the steering committee. Overall, they believed that steering committee members were very engaged and committed throughout all five years of the project. Most

members attended and actively participated in every meeting. They described each other as very responsive, dedicated, and effective at working together. The group was considerate of each other's work schedules. For example, individuals would volunteer for specific subcommittees, work groups, or tasks based on their interest and availability. When someone's workload became more difficult to manage, another steering committee member would take on more responsibility. This allowed steering committee members to balance the workload and better support each other.

According to findings from the annual network partner survey, partners reported high levels of involvement during all time periods, with at least 50 percent of partners reporting significant or extensive involvement. The highest levels of involvement were reported in 2013 and 2014; in 2015, the partners reported the most variation and lowest levels of involvement, with 44 percent of partners being moderately or a little involved (compared to 25-33 percent during the other time periods).

"When you are involved in a project, you kind of wait for that moment when everybody just starts dropping off. I have been actually really impressed with how consistently people show up to those meetings and are ready to engage."

Partners' Perceptions of Level of Involvement Over Time



Other steering committee members stated that the partners were not engaged in the project. For example, most partners felt that a core group of six or seven steering committee members were consistently engaged throughout the life of the project, while other steering committee members were not as engaged (e.g., did not attend every meeting, did not interact with the group between meetings). This lack of engagement was partly due to the partners feeling overworked because they were involved in several different collaborative efforts throughout Denver.

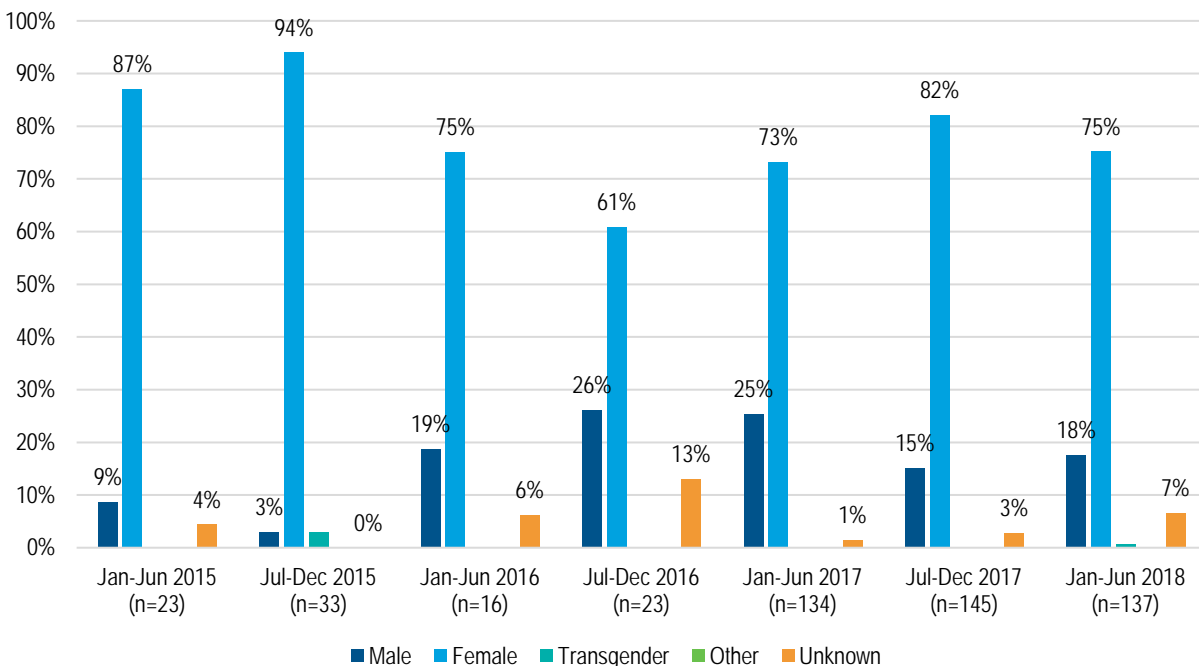
Challenges associated with meetings (1 percent) may also have contributed to a lack of steering committee engagement. Some steering committee members stated that it was difficult to find time to attend meetings because everyone had very busy schedules. One steering committee member also stated that meeting once a month sometimes caused the project to lose momentum. They said they would have appreciated more frequent or longer meetings to accomplish more.

Overall, the steering committee members stated that they did not think lower engagement was due to a lack of interest in the project. The problem was that each steering committee member was incredibly busy, and many partnering organizations were understaffed, which limited availability for participation. Providing compensation for steering committee meeting attendance helped but was not enough to fully pay for a staff member's continued participation in the project.

Network Clients and Services

Denver provided demographic information about victims who received network services, including type of victimization and service, for January 2015 through June 2018. During this time period, Denver provided 378 services to more than 370 clients, with an average of 1.90¹³ services per client. The network's clientele consisted primarily of female victims between the ages of 25 and 49. The race of the majority of the clientele was unknown; however, of the reported races, most were White. The most common victimization type for which victims sought services was domestic violence. The most common legal needs were criminal legal services, civil legal services, and "other" services.¹⁴ Similarly, the most commonly provided services included "other" services, criminal legal services, and civil legal services. In terms of referral and service outcomes, the network provided intra-network referrals in 37.1 percent of the cases and "other" referrals¹⁵ in 32.9 percent of the cases. These findings are discussed in more detail below.

Gender



During each time period, far more female victims were reported than any other gender of victim. Overall, 77.7 percent of victims were female. The second most commonly reported gender was

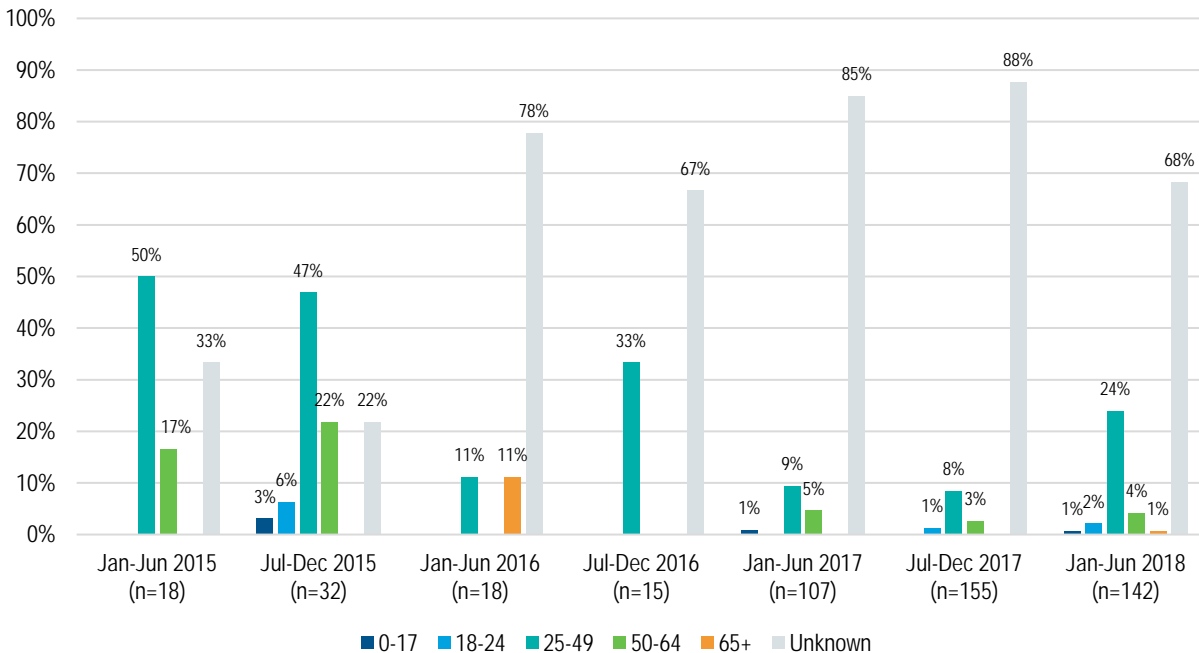
¹³ Average is computed using the median number of services per client, as reported by the site.

¹⁴ The definition of "other" services was not provided. The network was instructed to select "other" if the service provided did not match any of the service categories provided.

¹⁵ "Other" referrals was to be selected when the referral outcome did not fit into any other referral category. The variable included "conflict of interest" and "no services provided."

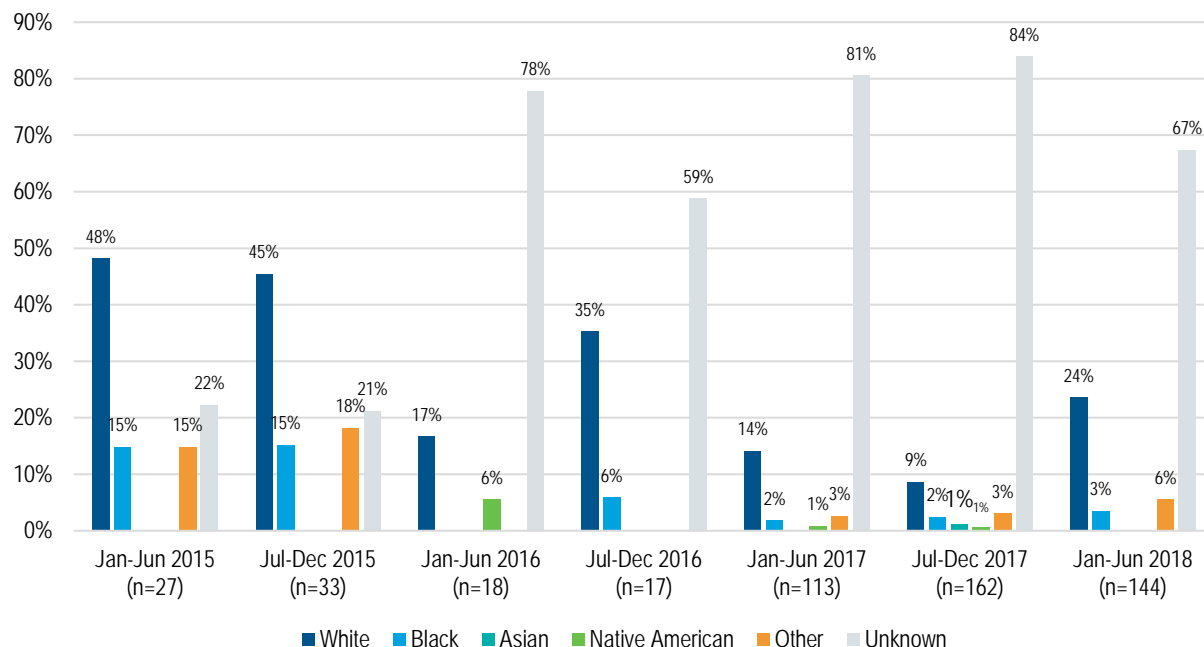
male (18 percent overall). The greatest difference between the number of male and female victims occurred in July-December 2015 (one male victim and 31 female victims). Overall, there were only two transgender victims and zero victims who identified as “other” reported.

Age



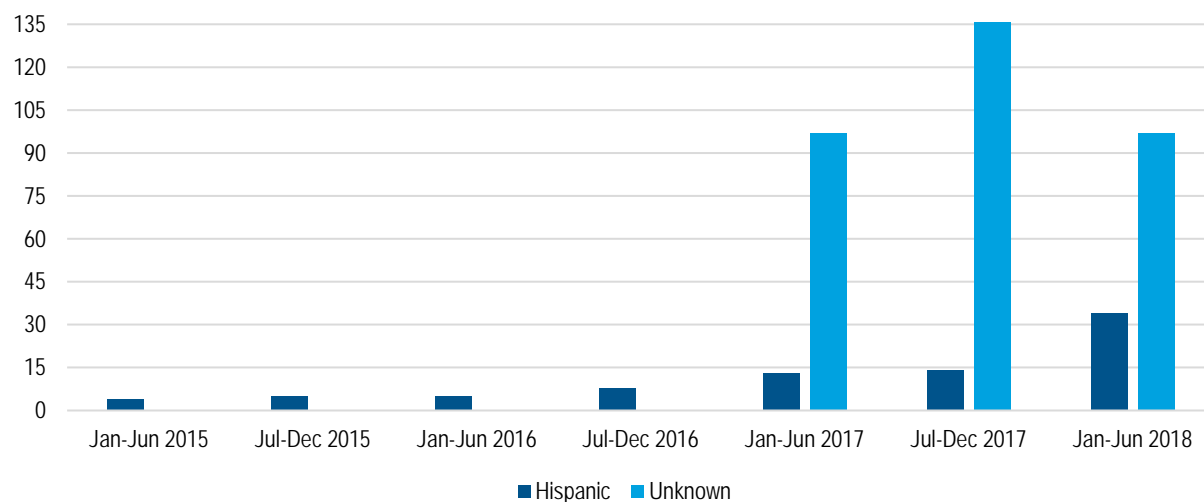
During all time periods, the majority of victims whose age was reported were between the ages of 25 and 49 (69.8 percent overall). This was followed by victims in the 50-64 age group (19.8 percent overall). This difference was most significant in January-June 2018, when the number of victims in the 25-49 age group was almost 7 times larger than the number in the next largest age group, 50-64. The least common age group was 0-17 (2.3 percent overall).

Race

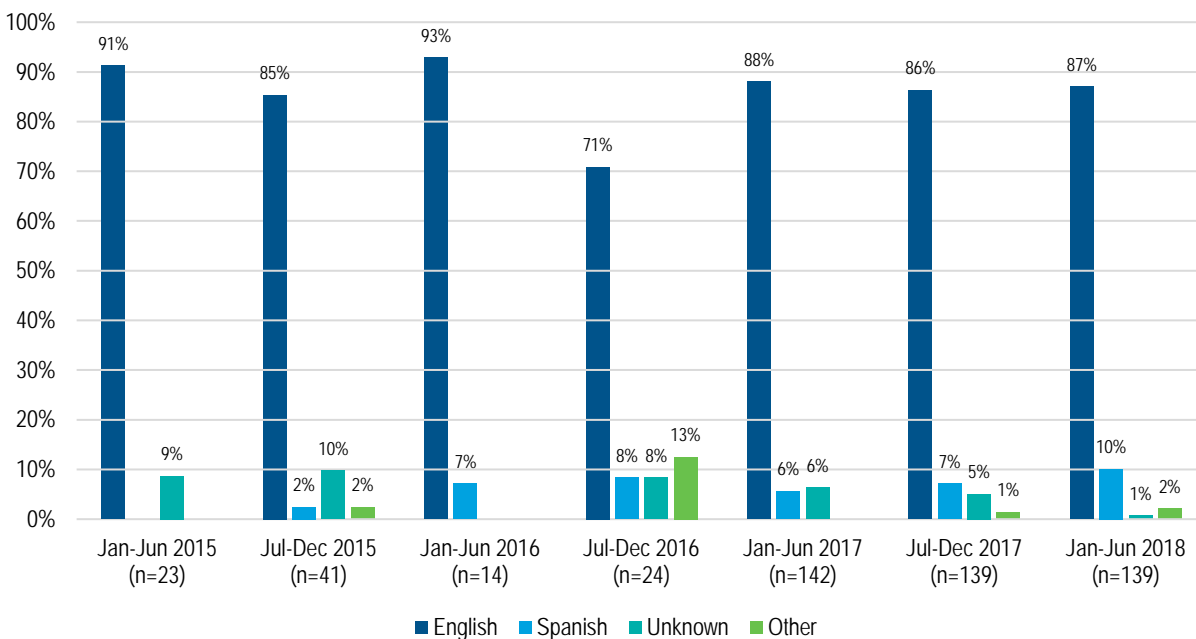


During most time periods, the most common race reported was “unknown.” Reports of unknown race were more prevalent in January 2017-June 2018 than in the earlier reporting periods. The second most prevalent race during each time period was White. White victims comprised 19.2 percent of the victims, compared to the 70.2 percent of victims whose race was unknown.

Ethnicity

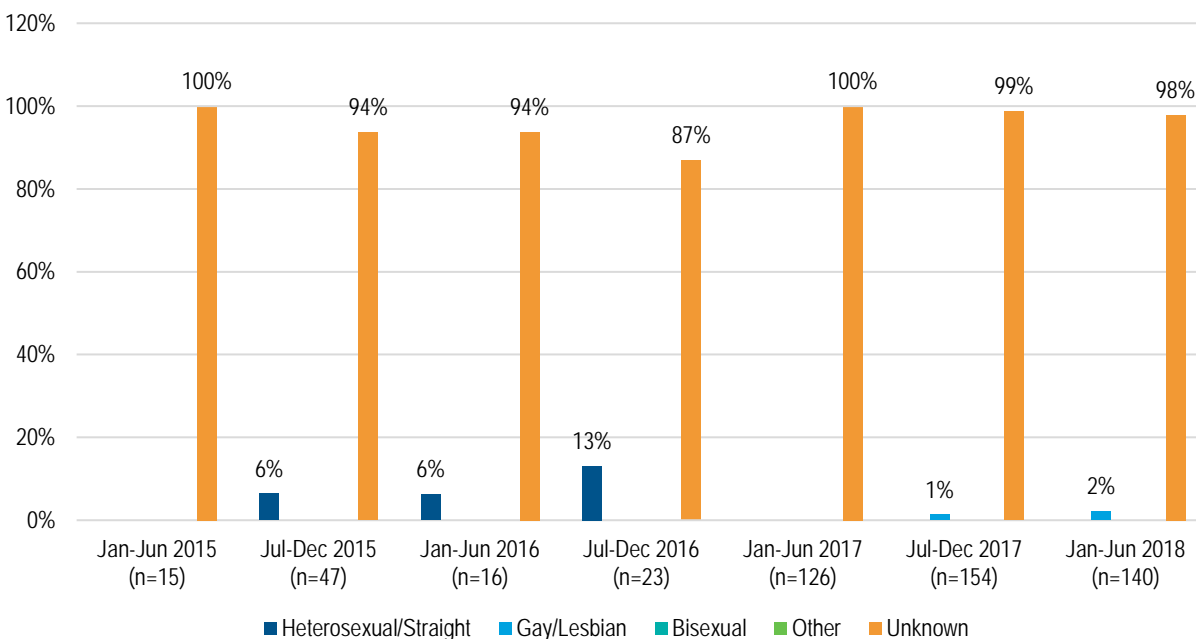


Language



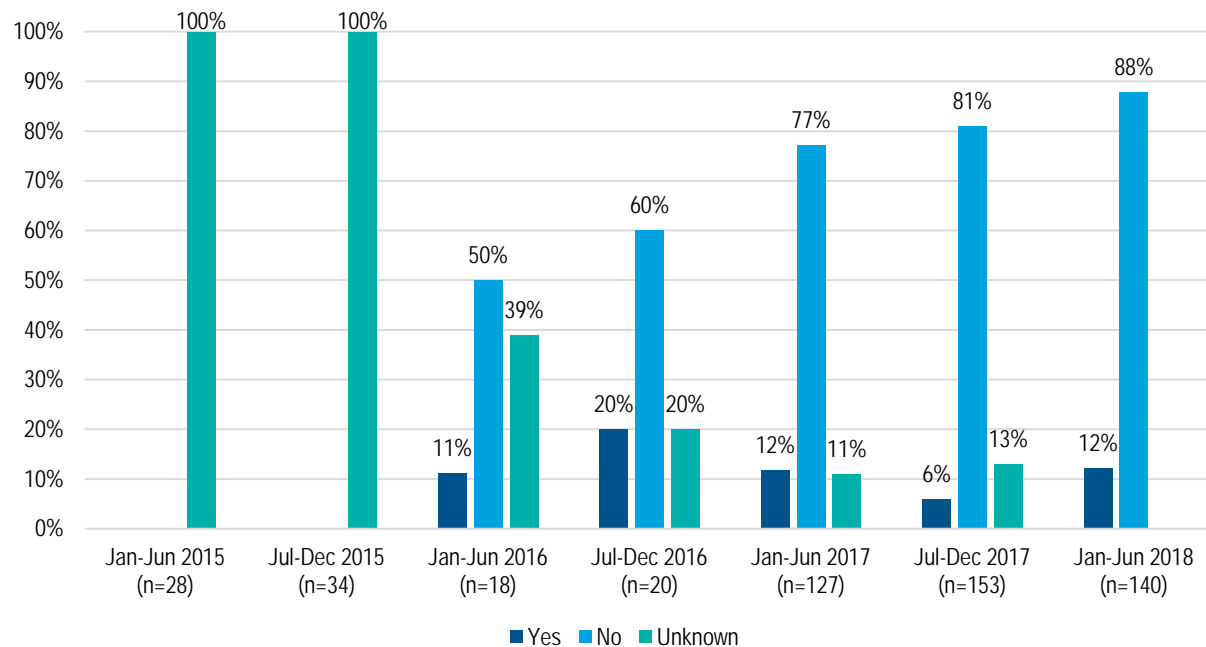
During each time period, the most commonly preferred language was English. In July 2017-June 2018, this was followed by Spanish. Overall, 86.6 percent of victims preferred English. This was most prevalent in the later reporting periods. Overall, 6.9 percent of victims preferred Spanish.

Sexual Orientation



During each time period, the overwhelming majority of victims' sexual orientation was reported as "unknown."

Disability



In the first year of reporting, only “unknown” was reported for disability statuses. In each subsequent time period, the majority of victims reported not being disabled. Overall, only 9 percent of victims were reported as having a disability.

Victimization Type

Time Period	Domestic Violence	Sexual Assault	Physical Assault	Stalking	Theft	Homicide Survivor
Jan-Jun 15	15	5	3	3	1	0
Jul-Dec 15	17	4	1	0	0	0
Jan-Jun 16	5	4	1	1	0	0
Jul-Dec 16	9	2	2	1	0	2
Jan-Jun 17	53	7	9	9	0	1
Jul-Dec 17	34	5	13	8	2	0
Jan-Jun 18	52	8	10	13	2	1
Total	185	35	39	35	5	4

Time Period	Child Abuse and Neglect	Elder Abuse	ID Theft	Fraud	Destruction of Property	Trafficking	Other
Jan-Jun 15	0	0	0	0	0	1	1
Jul-Dec 15	2	0	0	0	0	0	3
Jan-Jun 16	2	0	0	0	1	0	6
Jul-Dec 16	0	0	0	0	0	0	2
Jan-Jun 17	2	1	3	1	0	0	54
Jul-Dec 17	3	1	2	3	0	0	69
Jan-Jun 18	9	1	1	0	2	1	37
Total	18	3	6	4	3	2	172

Of the 511 victimizations in Denver, 36.2 percent were domestic violence victimizations. The second most common victimization type was “other” (33.7 percent of victims). The third most

common type of victimization, which comprised only 7.6 percent of victims, was physical assault. The least common victimization types were human trafficking, property crime, elder abuse, homicide survivors, identity theft, and fraud.

Legal Need

Time Period	Housing	Employment	Immigration	Funding/ Compensation Services	Safety/ Protection	Enforcing Crime Victims' Rights
Jan-Jun 15	5	0.0	0	1	3	2
Jul-Dec 15	3	0.0	1	2	1	1
Jan-Jun 16	2	0.0	0	1	2	5
Jul-Dec 16	4	0.0	0	0	1	6
Jan-Jun 17	13	0.0	1	4	4	18
Jul-Dec 17	17	2.0	1	2	2	7
Jan-Jun 18	11	3.0	1	2	7	5
Total	55	5	4	12	20	44

Time Period	Privacy	Public Benefits	Family Law	Criminal Legal	Civil Legal	Other
Jan-Jun 15	1	3	3	8	2	5
Jul-Dec 15	0	4	6	6	4	7
Jan-Jun 16	1	0	7	1	1	0
Jul-Dec 16	0	1	5	0	2	1
Jan-Jun 17	2	1	5	24	35	25
Jul-Dec 17	0	1	13	39	27	37
Jan-Jun 18	1	7	16	43	28	16
Total	5	17	55	121	99	91

The most prevalent legal need in Denver was criminal legal services (22.9 percent of all legal needs). This was followed by civil legal services (18.8 percent) and “other” (17.2 percent). The least prevalent legal needs were privacy, immigration, and employment.

Services Provided

Time Period	Housing	Employment	Immigration	Funding/ Compensation Services	Divorce	Custody	Property
Jan-Jun 15	5	0	0	1	3	2	1
Jul-Dec 15	3	0	1	2	6	0	0
Jan-Jun 16	2	0	0	1	6	1	0
Jul-Dec 16	4	0	0	0	5	1	0
Jan-Jun 17	13	0	1	4	2	8	0
Jul-Dec 17	17	2	1	2	3	4	0
Jan-Jun 18	11	3	1	2	12	4	2
Total	55	5	4	12	37	20	3

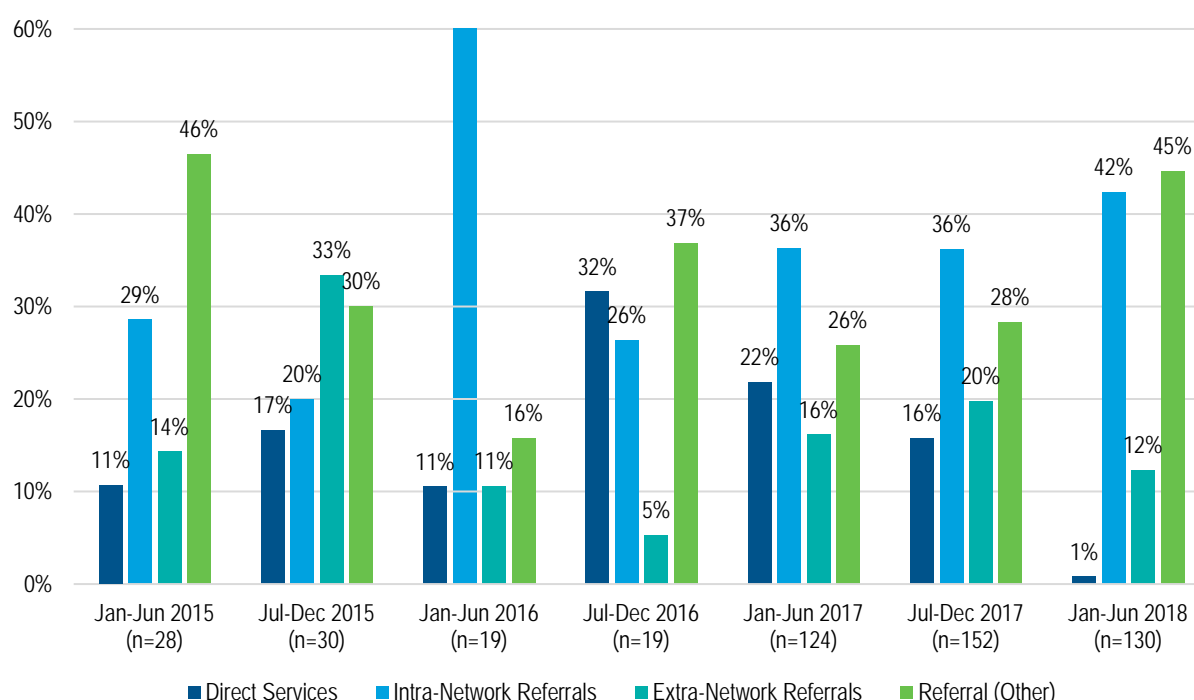
Time Period	Protect	Finance	Enforcing Crime Victims' Rights	Criminal Legal	Civil Legal	Family Law	Other
Jan-Jun 15	4	1	3	4	1	3	1
Jul-Dec 15	2	1	6	5	2	6	1
Jan-Jun 16	1	0	1	0	3	4	2
Jul-Dec 16	2	0	2	1	0	3	5
Jan-Jun 17	4	0	2	24	35	5	25
Jul-Dec 17	2	0	0	39	27	13	37

Jan-Jun 18	7	3	31	28	28	2	47
Total	22	5	45	101	96	36	118

The most common category of services provided was “other”¹⁶ (21.1 percent of services provided). The second most common category was criminal legal services (18.1 percent), followed by civil legal services (17.2 percent). Denver provided legal services in all categories of the data collection effort. The least commonly provided services were property, employment, and immigration, which aligned well with the least common legal needs.

The average number of services provided per victim across all time periods was 1.9. In January-June 2015 and July-December 2015, the average number of services provided per victim was 1.5. This increased at each time period and peaked in January-June 2018, with an average of 5.6 services provided per victim.

Referrals



Through the legal network, services were provided directly by the original organization (“direct services”), referred out to a network partner (“intra-network referrals”), or referred to an organization outside of the network (“extra-network referrals”).

Most referrals in Denver were intra-network referrals. These were the most common in almost every time period except for January-June 2015, July-December 2016, and January-June 2018, when “other” was the most commonly cited referral method. Of all referrals, 35 percent were intra-network referrals, 32.8 percent were “other” referrals, and 18 percent were extra-network referrals. Providing direct services was less common than providing a referral. Overall, 53 percent of all cases were referred, while just 18 percent were provided direct services.

¹⁶ No additional information about the types of services that comprised “other” was provided.

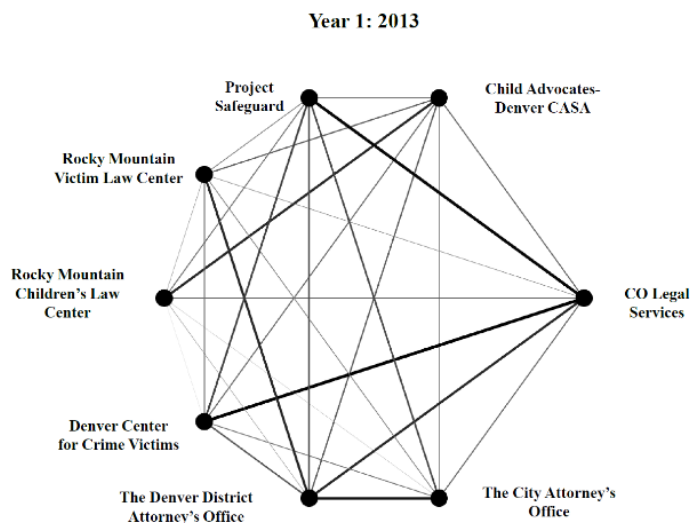
Service Coordination Among Project Partners

To better understand the extent of service coordination among project partners, the social network graphs below illustrate which partner organizations were connected during each year and the average levels of service coordination for each partner pair. Project partners rated the extent of coordination between their organization and each of the other organizations in the network for activities that encompass various aspects of coordinating services (e.g., referrals, training, intake forms) on a scale ranging from 0-4. If a line between two organizations is present, the two organizations reported some level of service coordination. To develop an undirected matrix of service coordination within the network, the ratings for the seven activities for each partner pair were averaged to illustrate the extent of service coordination for each partner pair. The thickness of the line illustrates the level of service coordination, with thicker lines representing higher average ratings on the service coordination scale. Each graph provides a snapshot of the extent of service coordination within the network for each year.

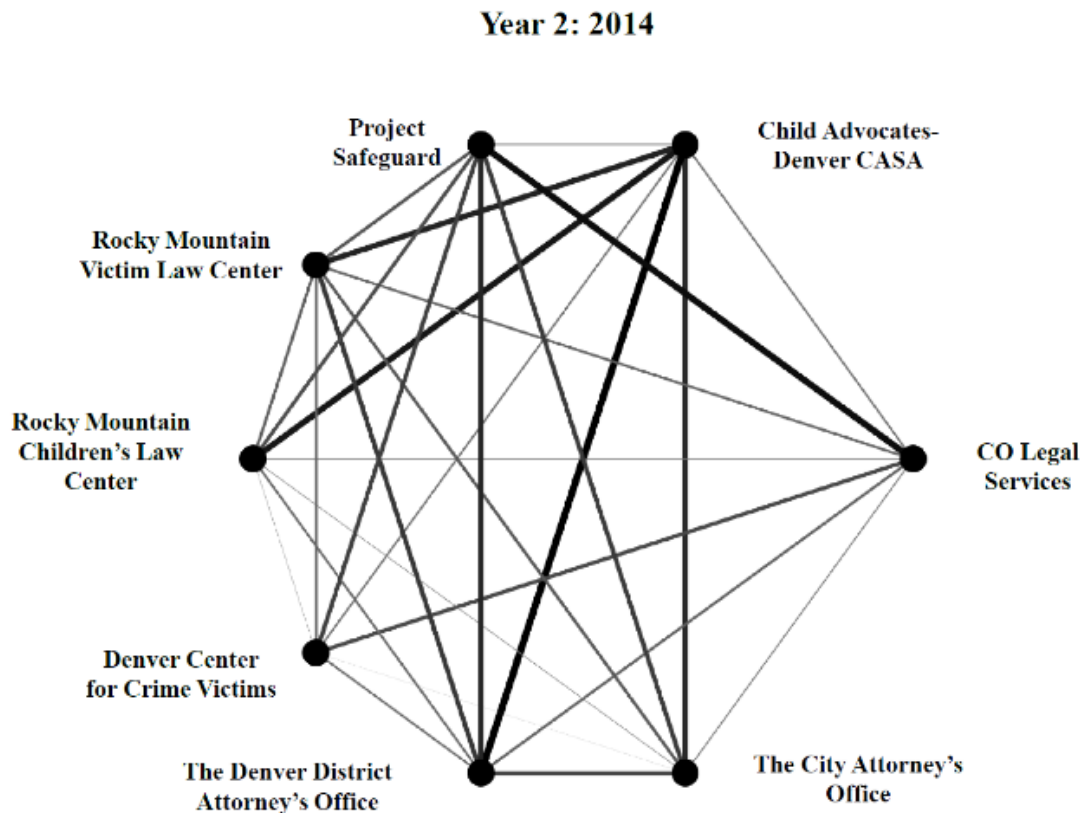
Network Partner Survey (NPS) Client Service Coordination Scale

- Provide/receive training with this organization
- Use common intake forms
- Develop client service plans together
- Participate in joint case conferences or case reviews
- Share client information as appropriate
- Share materials, tools, or other resources (e.g., pamphlets, procedure manuals, centralized databases)
- Provide/receive referrals with this organization

YEAR 1. According to the social network analysis from Year 1 (November 2012 to November 2013) of the project, there were low to moderate levels of service coordination across the network. Also, the network was densely connected, as illustrated by all of the organizations being connected to all of the other organizations in the network. There was a good amount of variation in the levels of service coordination within the network, with the following project pairs having some of the highest levels of service coordination, as evidenced by the thickness of the connecting lines: (1) Colorado Legal Services and Denver Center for Crime Victims, (2) Colorado Legal Services and Project Safeguard, and (3) Denver District Attorney's Office and Denver City Attorney's Office. The grantee, RMLvc, had the strongest connection to the Denver District Attorney's Office.

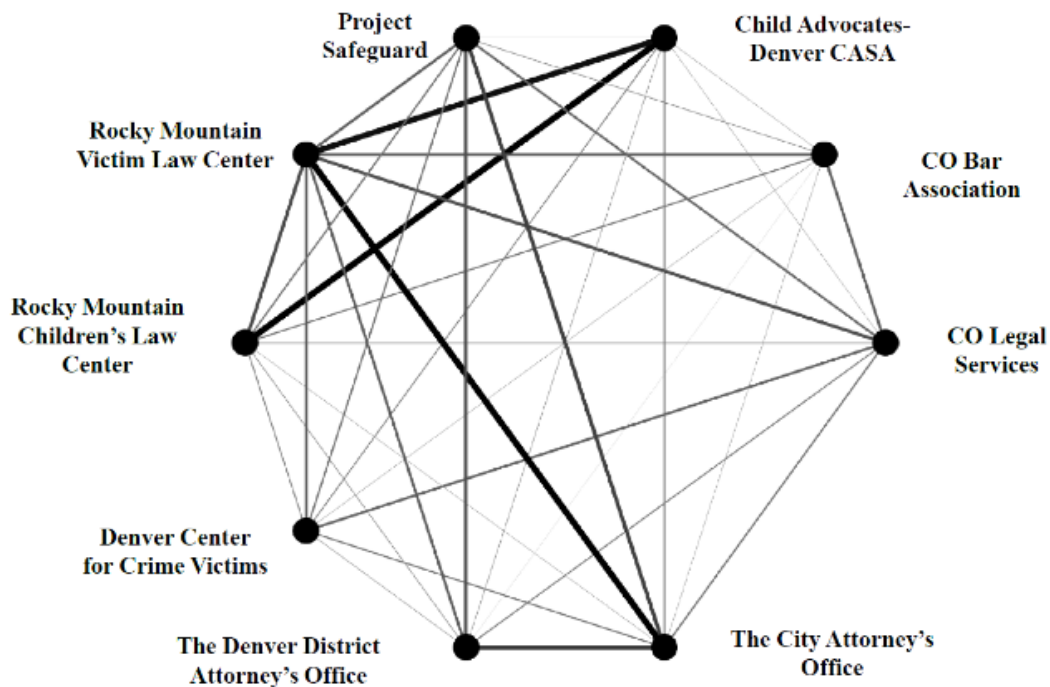


YEAR 2. During Year 2 (December 2013 to November 2014), the levels of service coordination across partner pairs in the network varied widely, but overall, many of the averages increased compared to Year 1. RMVlc had the strongest connections to Child Advocates – Denver CASA and the Denver District Attorney’s Office. The partner pair with the highest levels of service coordination was Child Advocates – Denver CASA and the Denver District Attorney’s Office, both of which had fairly high levels of service coordination with many other organizations in the network (at least half). Similar to Year 1, the network was densely connected, and the strong connection between Colorado Legal Services and Project Safeguard remained.

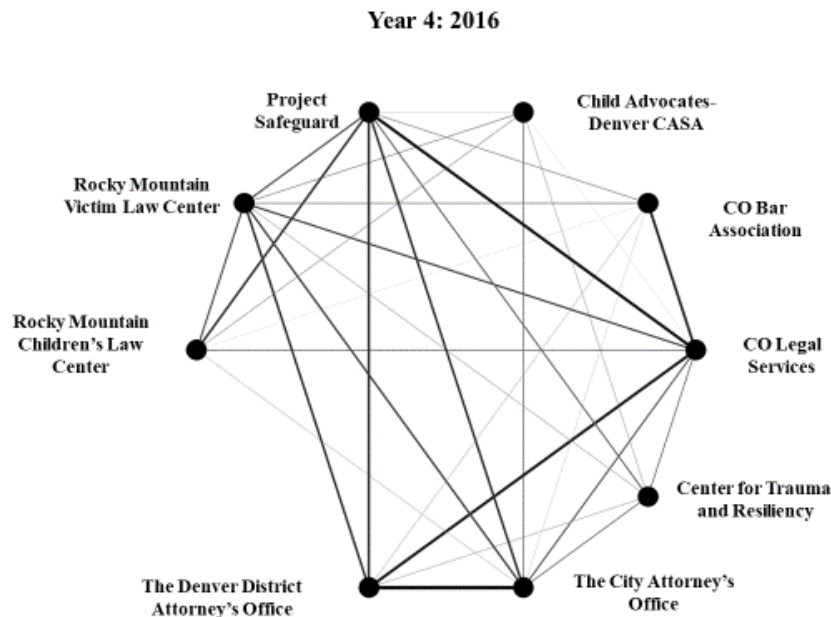


YEAR 3. During Year 3 (December 2014 to November 2015), a new organization was captured, the Colorado Bar Association, which joined the network in 2013. The levels of service coordination within the network varied widely, similar to Year 1. On average, most organizations experienced higher levels of service coordination with two to three other organizations and low to moderate levels with all remaining organizations. The partner pairs with the highest levels of service coordination were (1) RMvlc and Child Advocates – Denver CASA, (2) Rocky Mountain Children’s Law Center and Child Advocates – Denver CASA, and (3) Denver City Attorney’s Office and RMvlc.

Year 3: 2015

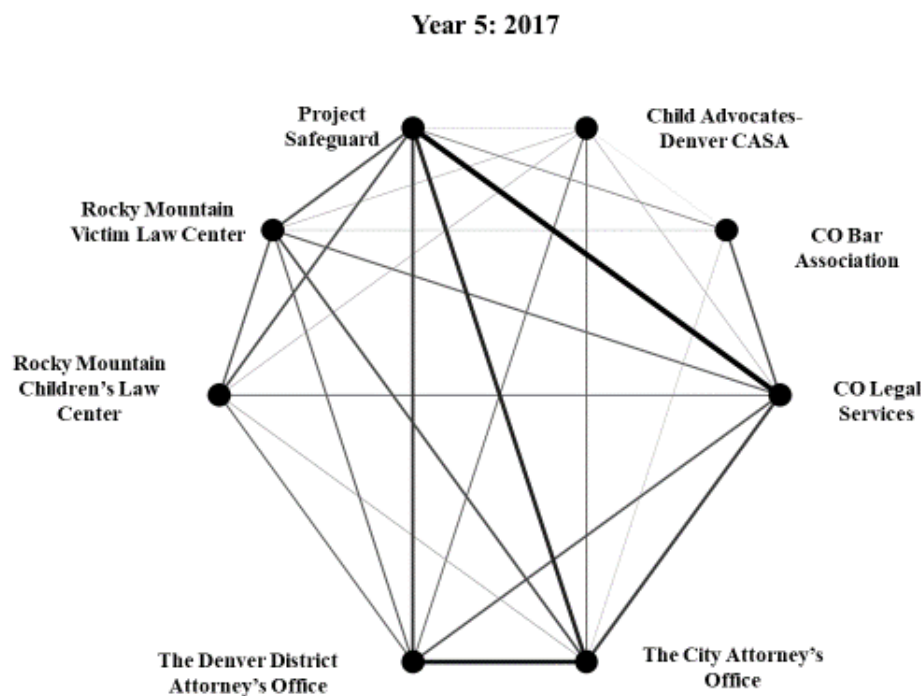


YEAR 4. In Year 4 (January 2016 to December 2016), overall, the levels of service coordination were lower than in prior years, and for the first time, a few partner pairs did not report any connections. RMVlc had moderate to high levels of service coordination with all organizations in the network. Like in prior years, Colorado Legal Services, the Denver District Attorney's Office, and Project Safeguard had some of the highest levels of service coordination in the network. The project pair with the highest levels of service coordination was the Denver District Attorney's Office and Denver City Attorney's Office. One noticeable change in the network was the decrease in the levels of service coordination between Child Advocates – Denver CASA and the other partners.¹⁷



¹⁷ The Denver Center for Crime Victims is now referred to as the Center for Trauma and Resilience.

YEAR 5. In the final survey year (January 2017 to December 2017), the Center for Trauma and Resilience left the network. Project Safeguard had some of the highest levels of service coordination with other organizations in the network, RMvlc reported low to moderate levels of service coordination, and the Colorado Bar Association and Child Advocates – Denver CASA had low to moderate levels of service coordination. The project pairs with the highest levels of service coordination were (1) Colorado Legal Services and Project Safeguard and (2) Denver District Attorney’s Office and Denver City Attorney’s Office. Like Year 4, some partner pairs reported not coordinating any of the services captured in the scale. Overall, there was a wide range in the levels of service coordination within the network.



During the first three years, the network was densely connected. Overall, the extent of service coordination varied widely, with higher levels of service coordination occurring in Year 2 compared to Years 1 and 3. Many partners had higher levels of service coordination with a few other organizations in the network and low to moderate levels with the other organizations. The average levels of service coordination in the network as a whole decreased in Year 4 and then returned in Year 5 to levels previously seen in Years 1 and 3. The network ebbed and flowed based on the progress of the WLSP, and although the extent of service coordination varied over time, the network remained highly connected throughout the life of the project.

Partner Perceptions of the Wraparound Project

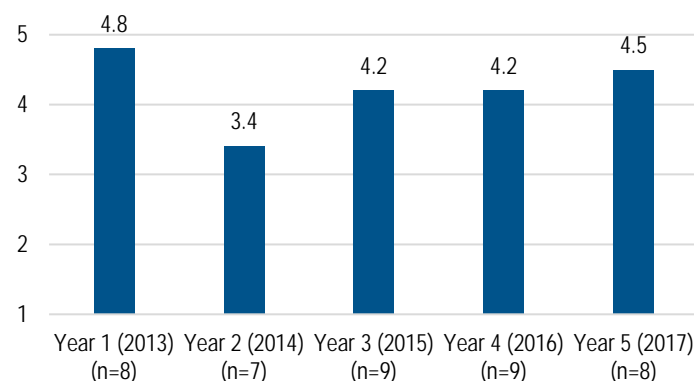
The ICF team conducted semi-structured interviews with the grantee, network partners, and research partner during five site visits between 2013 and 2018. Each interviewee was asked to share their perspectives of the network, including the benefits of participating in the WLSP, the strengths and challenges of planning and implementing the project, and lessons learned. Qualitative content analysis was used to explore themes associated with benefits, strengths, challenges, and lessons learned, including how perceptions changed over time.¹⁸

Benefits of Participating in the Wraparound Project

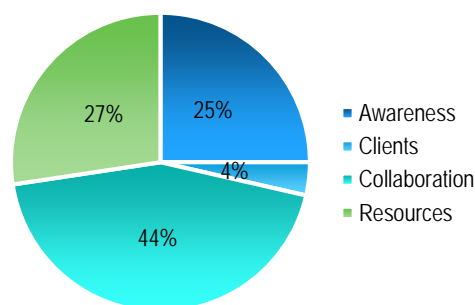
The partners described a variety of ways they benefitted from participating in LINC. Over the five-year interview period, the top four most frequently discussed benefits by partners were associated with collaboration, resources, awareness, and clients.

According to the findings from the annual network partner survey, the partners had generally positive feelings that indicated the benefits of participating in the project outweighed the drawbacks. On average, partners agreed or strongly agreed that the benefits of participating outweighed the drawbacks during all evaluation years except 2014, when the average ratings ranged from neutral to agreement. After the decrease from 2013 to 2014, the average ratings steadily increased over time.

Overall, I feel that the benefits of participating in the project outweigh the drawbacks.



Benefits Years 1-5



Collaboration

The partners stated that having the opportunity to collaborate (44 percent) and build relationships with other network partners was extremely beneficial. Participating in LINC meetings and other events provided dedicated time for partners to make new contacts, learn from each other, and develop better ways to work together. Partners said they felt a sense of “being part of a community” and breaking down “silos” between different types of service providers who were serving the same victims in different ways. The partners stated that their organization benefitted from simply being part of the network.

¹⁸ Percentages indicate how often a specific theme was discussed by interviewees, rather than the number of interviewees who discussed a specific theme. For example, one theme could have been discussed multiple times in the same interview. Thus, the frequencies provide a description of saturation or importance of a specific theme.

Resources

Partnering organizations described a variety of ways that they benefitted from having access to resources (27 percent). For example, several partners said they appreciated the small monetary compensation they received for participating in the project. This compensation showed that the grantee “values” and “respects” the partners’ time, indicated an “understanding that partners already have too much work to do,” and “provide[d] accountability for participation.” Several partners also highlighted the benefit of providing training to LINC navigators, as well as using the helpline and website.

“[The compensation] has been helpful because—I’ll tell you there are projects that we don’t participate in because we don’t have bandwidth. We prioritize projects. Some are not related to our mission, but the monetary incentive allows me to afford to have staff participate in this project.”

Awareness

Participating in the network provided the partners with a greater awareness (25 percent) of the different types of organizations that provide victim services throughout Denver, the different types of services these organizations provide, and the resources available to victims of crime (e.g., the Self-Represented Litigant Coordinator program, known as “Sherlock”). For some partners, this was linked to the idea that participating in the network raised their visibility in both the network and the community. More victims can be served once more service providers and community members become aware that an organization exists and provides specific types of services. A few partners also argued that being part of LINC improved their organization’s “legitimacy, reliability, and respect within the community.”

“If I happen to know of this work that these partner organizations are doing, I can more easily transfer that knowledge to a volunteer, who can transfer it to a family and get them help that way.”

Clients

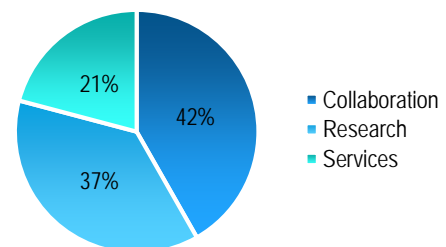
Each of these organizational benefits also benefitted clients (4 percent) by increasing options for referring clients to different types of service providers. This increased the different types of holistic services that clients could receive and “makes the legal system work better for victims.”

“It is the worst feeling in the world when someone calls and needs something and you don’t know what to do, and [LINC] definitely fits a niche there.”

Strengths

Over the five-year interview period, the network partners discussed three primary strengths of LINC associated with collaboration, research, and services.

Strengths Years 1-5



Collaboration

The partners most frequently discussed strengths associated with collaboration (42 percent), making statements like “the strengths of the project are the people around the table.” Several partners also noted a specific “culture around victim services” in Denver that fosters collaboration. The Denver victim service community prides itself on building collaborative partnerships and has become accustomed to working together consistently. LINC also had a strong and trusted champion of the project during the proposal phase who instilled confidence in the partners to attempt building this network.

Many partners believed that existing partnerships (12 percent) and partner diversity (4 percent) were key elements that strengthened collaboration. The partners said they generally felt that having existing relationships, in many cases through the existing victim services network (VSN2000), was a significant strength of the project. The partners were already collaborating in other aspects of their work, felt well-connected and comfortable with each other, and had already developed trust. The partners said they were comfortable saying when they did not understand something the group was discussing and asking each other to clearly articulate how a certain process would work for both the organization and LINC. Having these discussions facilitated troubleshooting and problem-solving. Participating organizations represented a variety of key victim service providers throughout Denver that provided a diverse range of civil and criminal legal services. There was also a good mix of organizations and individuals who were more well-established in and those newer to the victim service community. Some partners said this mix provided a “delicate balance between having fresh ideas and having the ability to see those ideas through.”

“I think too because the agencies do work a lot together and Denver’s like the biggest small town you’ll ever be in. It’s this funny mix, especially in the victim service world. I think there’s a lot of willingness to just pick up the phone and talk to someone, swing by their office if something seems unclear or a potential conflict or things like that, so that’s nice.”

Research

The partners discussed a variety of strengths associated with the research component of the grant (37 percent), including the research partner (17 percent). Project stakeholders said they were very proud of the data-driven approach they used to develop LINC. Completing the needs assessment was a significant accomplishment that highlighted victim needs and challenges with accessing services in the community. Because the local research partner was present at each steering committee meeting, the network was able to consistently use the needs assessment findings to inform the planning and implementation process. For example, the partners said they would sometimes feel overwhelmed by the magnitude of developing LINC but that the research partner would refer them back to the key challenges identified by the needs assessment. This process made the project feel more manageable and allowed the partners to confirm that LINC was being developed in a way that addressed the key themes identified in the needs assessment (e.g., the navigator model).

“The biggest strength of the project is the needs assessment. I think that is the greatest selling point in getting organizations on board and getting people excited about it, is that you know, it isn’t this random thing that we created out of thin air on a whim.”

The partners frequently stated that the local research partner worked extremely well with the steering committee. They viewed the research partner as one of the project’s greatest strengths because of their extensive knowledge of victimization, victim services, needs assessments, and OVC approval processes. The partners frequently stated that the research partner elevated the project because they understood the steering committee’s vision and the bigger picture of victim services, and were able to translate the research findings in a way that everyone could understand and use to inform development of LINC. They praised the lead researcher (Dr. Anne DePrince) for integrating her students into the project and being easy to work with because she was “responsive,” “nonjudgmental,” “objective,” and “engaged.” The lead researcher also served as a source of historical knowledge throughout the project (e.g., how the process evolved, why certain decisions were made), which was a strength when organizations experienced staff turnover.

Services

A variety of strengths associated with services and resources (21 percent) were also discussed. Participating in LINC helped the partners identify gaps in services and challenges to service delivery, increase victim service coordination and collaboration with the other partners, formalize and institutionalize processes and partnerships, and integrate new knowledge and practices into their organizations' service delivery processes. The partners stated that the navigator model was efficient, cost-effective, and sustainable because it utilized existing staff within partnering organizations effectively. The partners often stated that developing the navigator model strengthened the network by prompting discussions about potential challenges in service delivery, facilitating connections between the navigators, and leveraging resources across partners. The partners strived to break down the silos between and within victim service providers, while also empowering victims to understand the victim service process and "see the whole picture" rather than just the "next step." The partners also noted that the website and helpline were strengths of the project because they provide centralized locations for victims to find information on obtaining civil and criminal legal assistance, victims' rights, and links to additional resources.

"I feel like I had really good relationships with the people who ran the program, and they made intentional efforts to show I was important and included and my opinion was valued, so that's a big takeaway. It definitely made me want to be part of the project."

– Navigator

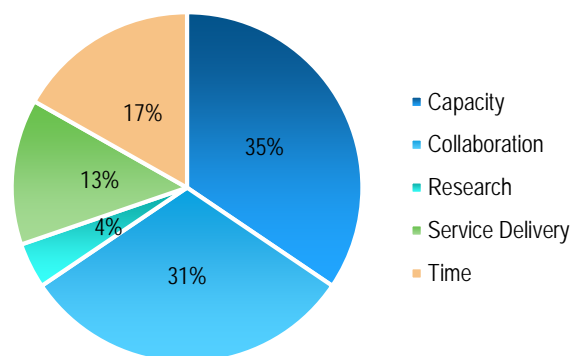
Challenges

Over the five-year interview period, the network partners discussed five primary challenges they experienced while participating in LINC associated with capacity, collaboration, time, service delivery, and research.

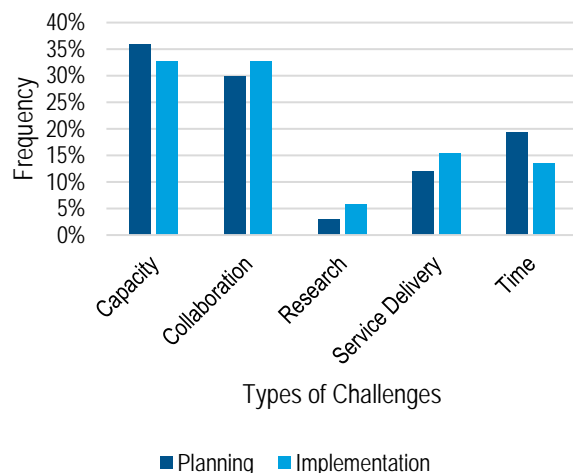
Capacity

The partners discussed a variety of challenges associated with having the capacity (35 percent) to participate in the network. It was difficult for the partners to continuously engage in a network like LINC because they already carried a heavy caseload. The partners agreed that everyone who participated in LINC was passionate about and dedicated to making LINC work, but there was a limit to how much time an individual could give. One partner argued that working on LINC could be a full-time job and "since this is a volunteer effort, we have succeeded and accomplished a lot."

Challenges Years 1-5



Challenges by Phase



During the planning phase, some of the partners were hesitant to commit to hosting navigators. They perceived the navigator model as “overwhelming” because the navigators had to balance competing organizational priorities while also managing their role in LINC. The fear was that the model would add more work for the navigators, which they would not have the capacity to complete. Other partners said that the idea of the navigator model “rubbed some of the advocates the wrong way” because it “implied that they were not doing their job well.” One partner argued that these challenges resulted from a misunderstanding of the navigator model. The goal was not to create a new navigator position within each organization, but rather to equip an existing staff member with knowledge and resources that would make their job easier. As one partner said, “The intention is to work smarter, not harder.”

To address this challenge, the steering committee and navigators met to discuss their vision for and concerns with the navigator model. Both the steering committee members and navigators said they left the meeting with a better understanding of “the time pressures and constraints the other group was dealing with,” as well as the overarching purpose of the navigator model. One partner argued that the disconnect resulted from having too many executive directors participating in the planning and not enough frontline advocates. Challenges associated with capacity were discussed during the planning phase more frequently, perhaps because the partners were dedicating more time to steering committee meetings, the needs assessment, and working through the logistics of the navigator model.

“I feel like we’re always fighting an uphill battle, even though people say they recognize that it’s really important to have a lawyer... [Discussing a grant they received] I think it’s \$23,000 a year. Really? For salary and benefits for an attorney—that represents about a quarter of an attorney... We have to piecemeal everything together, and we’re always fighting for every dollar we can get.”

Collaboration

Effective collaboration (7 percent) could sometimes be challenging due to information sharing (9 percent), ineffective communication (8 percent), and partnering organizations with different (6 percent) missions, goals, standard operating procedures, resources, and funding. For example, sharing information between network partners was challenging because of different organizational-level confidentiality policies. The partners struggled with developing a process for tracking referrals without revealing personally identifying information. One partner noted that sharing information was a “challenge, not an obstacle.” They believed that LINC could overcome this challenge through direct communication and information release forms that followed the policies of each organization. Another partner argued that they had a very high standard of protecting their clients and that this challenge could not “just be fixed with releases or MOUs. It’s a much higher level.” The partners originally proposed developing a LINC-level database for sharing information but could not adequately address the challenges associated with confidentiality and privilege. One partner argued that the idea of a shared database was not “victim-centered,” “safe for victims,” or “feasible,” and “compromise[d] the very core values and legal obligations of other organizations.” For example, the Denver District Attorney’s Office could be required to share victim information with the defense during discovery. A key part of the discussion was fully understanding “what data do you capture, from whom, and how?”

Participating in LINC also required some adjustments to organizational policies and procedures that some partners said were too difficult to achieve, especially if the network was eventually going to be expanded to law enforcement, housing, and mental health agencies. One partner stated that they must share clear outcomes associated with their organization to justify their staff’s participation in LINC. Another partner stated that the steering committee did not seek enough input from direct service providers or frontline advocates when developing LINC. The partners

were slightly more likely to discuss challenges associated with collaboration during the implementation phase, perhaps because they were discussing how to solve problems associated with collaboration during service delivery.

Time

The partners frequently stated that the project took more time than was originally anticipated (17 percent). For example, it took time to bring the partners together and reach consensus on the direction of the project. As one partner said, it took time to “build an authentic collaboration from the inside out.” Completing the needs assessment and obtaining approvals from OVC to move forward were also time consuming. The needs assessment took longer than expected, and because the partners were committed to using the needs assessment findings to inform implementation, they experienced delays in moving the project forward. They said they would have preferred a longer planning phase so that planning and implementation did not have to occur “simultaneously.” The partners were more likely to discuss challenges associated with time during the planning phase, perhaps because of the delays in completing the needs assessment.

Service Delivery

Some partners discussed challenges associated with service delivery (13 percent). Four anticipated challenges were discussed during the planning phase. First, one partner expressed worry that LINC would be confusing for victims because they were already in contact with so many other service providers (e.g., the police, victim advocates in the sheriff’s office, the district attorney’s office, shelters). Second, several partners argued that while LINC provided more options for referrals, it would not increase partners’ ability to serve more clients or create new services. Third, some partners speculated whether LINC would be sustainable. The goal was to create a model and resources (e.g., the website) that would become entrenched in the system, but if that did not happen, then LINC would need additional funding to continue. Fourth, several partners said they loved the idea of a navigator model but did not believe their agency could ever host a navigator. Another partner expressed concern that victims would not know where to find the navigators or whether there would be enough navigators to serve the high volume of crime victims. Another partner expressed concern that there would not be any bilingual navigators.

Most of the challenges associated with service delivery were discussed during implementation, perhaps because partners were working through developing processes and solutions. Several partners opined that LINC began implementing the navigator model before enough navigators were hired and trained. One partner said they appreciated the decision to pull back on implementation, learn from their mistakes, and address the challenges before moving forward. Once the process for the navigator

model became clearer, the partners who initially said that their agency could never host a navigator specifically asked to host a navigator. The challenge, however, was that organizations that host navigators experienced frequent turnover. This meant that new navigators had to be continually trained. One partner suggested having monthly navigator meetings, even after funding ended, to continue building a community of navigators and a sense of comradery. In 2018, one partner argued that while there still might not be enough statewide funding for providing victim services, LINC built the capacity for the network partners to openly communicate about the types of services they offer and their current capacity to take on new clients. This could lead to providing victims with more information, options, and appropriate referrals.

“Our biggest need is actual legal representation. I am super disappointed that this plan doesn’t address this at all and I am worried that we are having a marketing plan, and we’re doing all of this stuff to tell people we have this great new model, and all it’s going to be is standing in line for services that don’t exist.”

Research

When discussing research (4 percent), some partners said they felt overwhelmed by data collection. The partners acknowledged the value of the information collected through the crime victim surveys but stated that administering the surveys for the local and national evaluations was very time consuming and stressful. The surveys typically had to be administered at very stressful times for the victim (e.g., at the courthouse, after a meeting dedicated to discussing services). The partners addressed this challenge by carefully evaluating which victims were not currently in crisis and could safely complete a survey. Other partners stated that it was difficult to balance the need to wait for the data to be analyzed to inform the implementation plan with the desire to keep moving the project forward. After the local research partner presented the findings from the needs assessment, the partners said they felt very excited about the information collected and had a much clearer idea of how LINC could improve legal service provision. Challenges associated with research were discussed more frequently during the implementation phase, perhaps because the partners were reflecting back on the needs assessment and discussing victim survey data collection that extended into the implementation phase.

Lessons Learned

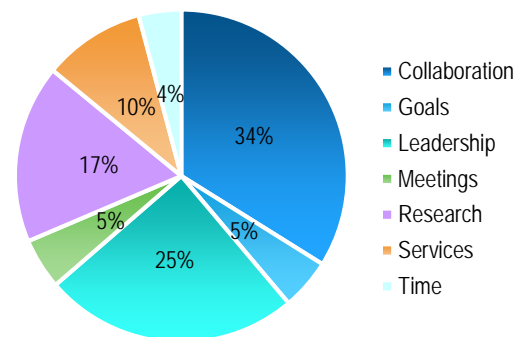
Over the five-year interview period, the network partners discussed seven primary lessons they learned from participating in the project associated with collaboration, leadership, research, services, goals, meetings, and time.

Collaboration

Most partners stated that effective collaboration (34 percent) was critical for success. LINC partners worked hard to “bring the right partners to the table” and “trust each other.” They strongly recommended bringing a diverse group of partners into the network to represent a variety of victim needs in different ways (e.g., legal vs. victim or community-based services), especially those who “don’t exactly fit.” They recommended giving each organization the time to describe their work to the group, rather than assuming that everyone already understood the work that the other partners did. One partner recommended shifting meeting locations to each of the partner organizations to facilitate learning about each other.

One partner recommended that steering committee members be executive directors or others in leadership positions who can make quick decisions. The network should strive to create an “open and honest” space where partners are comfortable sharing their opinions even if it goes against the group. Denver started out with a large group of partners; using smaller work groups and brainstorming sessions allows partners to make quicker decisions and create actions steps. One partner also noted that collaborating with the other four demonstration sites provided them with the opportunity to learn different ways of implementing the network, as well as the ways that challenges and solutions in other sites could be applied to Denver.

Lessons Years 1-5



“Maybe we could have/should have known intuitively what organizations do, but maybe we should have taken some time to step back from working on the grant and talked about how we approach victim assistance from each organization. There was an expectation that everyone understood what each organization did, and sometimes you think everyone is thinking the same way and they are not necessarily.”

The partners made three recommendations for increasing partner engagement. First, they recommended clearly stating the benefits that an organization will receive from participating in the network. Second, they recommended providing funds to partners participating in the network, however small the amount; this is an important lesson for other sites trying to develop similar networks, because smaller partnering organizations often have limited budgets and providing compensation for staff time allows them to be more engaged. Finally, the partners recommended creating two onboarding processes for new staff who are brought on to the project due to turnover at organizations. The new partners should first go through an internal onboarding process at their organization, followed by a separate onboarding process through the steering committee. One partner suggested creating an onboarding file that contained meeting notes, grant reports, and other key documents for new steering committee members to read before joining their first meeting. Onboarding will ensure that each new partner understands the project, their role, and how they can best contribute to the planning and implementation process.

"Having a steering committee where the environment and the space is safe enough that you can be each other's devil's advocates, and you can really struggle with some questions... Everybody understands it's a safe place to do that...we haven't shied away from some tough questions."

Leadership

The partners frequently discussed lessons associated with leadership (25 percent), perhaps because there was a great deal of turnover in project leadership. Perceptions of project leadership changed over time after partners reflected on the differences between the individual leaders. In 2013 and 2014 (Years 1 and 2 of the project), the partners tended to argue that it was very important for the project leader to be a lawyer (i.e., someone who understands the legal system). They stated that lawyers have specific skills and knowledge that were critical for leading this type of project. In the last four years of the project, the partners' perspectives on leadership shifted. As they reflected on the skill sets of different project leaders, they began to argue that having strong project management skills and knowledge of service delivery was more important than having a legal background. Leaders who lacked project management skills had a more difficult time moving from ideas into action. The partners recommended having a leader who is "open-minded," "detail-oriented," and "flexible." They stated that the best option would be a leader who is both a lawyer and a project manager, but if the leader cannot be both, having a strong project manager who works closely with a lawyer is the "best of both worlds."

Research

The partners discussed several lessons associated with the research component of the project (17 percent). The partners strongly recommended that other sites integrate the research partner into the steering committee. In Denver, the research partner was not a member of the steering committee, but they were present at all steering committee meetings and worked closely with all of the partners throughout the life of the project. The project was fast-paced and generated an incredible amount of knowledge, which led to an innovative lesson for the research part of the project that the partners called "downloading." The research partner started recording and summarizing guided conversations with the partners to document key developments in project tasks and knowledge transfer (e.g., content for the navigator training curriculums, descriptions of protective orders). Downloading saved the partners time, ensured that institutional knowledge was preserved and shared, and generated action steps.

Services

When discussing lessons associated with services (10 percent), the partners primarily discussed the navigator model. For example, one partner stated that the network began implementing the navigator model before the team had a finalized structure for the model and recommended using the planning phase more efficiently. They stated that the navigator model was the truest example of providing wraparound services to a client because a navigator helps victims obtain referrals or services for a wide range of needs, including (but not limited to) legal services. As one partner explained, relying on pro bono attorneys to provide services is not realistic. Implementing a navigator model does not solve the problem of gaps in services but does help streamline information sharing and referrals, as well as save time. Several partners also stated that the key to involving more partners in LINC and the navigator model was effective marketing.

"That word 'navigate' fits everything. To help steer that person throughout the process no matter where they are at...I don't want to have to say 'well here is the legal piece.' We won't be able to get to the legal until you feel like you have food and have a way to get there. Seeing the person as a whole picture rather than just one component is how I see the navigator."

Goals

The network partners discussed lessons associated with developing project goals that avoid duplicating (5 percent) work that was already done in their community, as well as using the needs assessment and other research findings to frequently reassess project goals and come to consensus. For example, conflicting opinions on how to complete a certain task could be resolved by utilizing needs assessment findings. Revisiting the goals of the project after piloting specific service delivery components could help the network decide if the model works as intended or if some components should be restructured. One partner recommended frequently asking "What are your goals? What are your objectives? What is the problem? What do we want to achieve?"

Meetings

The partners provided several recommendations concerning meetings (5 percent). Meetings should be "focused," follow an agenda, finish on time, and be in-person. When there were big tasks to accomplish, the steering committee would meet for half a day instead of an hour or two and split into smaller work groups. It was during these longer meetings that they made "huge progress" because they were able to be "immersed in the process."

Time

In terms of time (4 percent), the partners recommended building in more time for tasks than a site anticipated needing because "everything always takes more time than you think." The partners expressed appreciation for the phased approach of the demonstration project because it carved out time for planning, content development, and internal reviews. A key lesson that the partners said they learned was to be patient with the amount of time it took to both plan and implement a network like LINC.

Sustainability

The partners began discussing sustainability in Year 1 of the project. They infused discussions of sustainability throughout the planning process so that the resulting network would be “institutionalized,” “entrenched in the system,” and “the new normal for Colorado.” The grantee brainstormed ideas on

“It would be a disservice to victims if we build a network and then it completely falls apart after four years.”


techniques that they used to sustain previous projects after grant funding ended and considered developing training videos about the network. Other partners suggested having the courts and the Colorado Bar Association assist with developing and institutionalizing tools. After the needs assessment was complete, the steering committee used the findings to further the discussion of sustainability. Although the findings suggested that it would be beneficial to hire more attorneys to provide legal services, they also showed that there were many other needs associated with providing information to crime victims and attorneys. The steering committee believed that it would not be worthwhile to hire six attorneys for two years and then lose those attorneys after funding ended, and thus decided to use the grant to develop the infrastructure for better information sharing through the navigator model, helpline, and website. The major costs of developing the infrastructure for the navigator model, helpline, and website were covered during the grant period.

In 2015, one partner said they were unsure whether the navigator model and website would be sustainable after funding for the project ended. They stated that RMVlc would need to continue coordinating the navigators and maintaining the website, as well as shift the steering committee to more of an “advisory board.” In 2016, the partners began finalizing a sustainability plan. They felt that the navigator model was sustainable because it was flexible and designed to be easily adapted to the needs of each partnering organization. Instead of saying “Here it is, make it work,” the message was “How can we make this work within your organization?” The navigators were already employed in partnering organizations, and each navigator would be trained on how to use and work within LINC. To avoid needing funding for ongoing in-person trainings, the navigator curriculum was provided online, and the first in-person training was audio-recorded to be shared with navigators hired after project funding ended. The partners also planned to apply for state-based Victims of Crime Act (VOCA), Violence Against Women Act, and Victim Assistance and Law Enforcement funding to sustain LINC and expand it statewide. In 2017, the grantee requested funding from the Justice Assistance Grant, but the grant was not awarded.

In 2018, the steering committee began collaborating with the Colorado Division of Criminal Justice Office of Victim Programs (the state VOCA administrator) on how to sustain LINC and extend it statewide. For example, RMVlc was awarded a grant in partnership with the Colorado Division of Criminal Justice to house a statewide civil legal services coordinator, explore the gaps in civil legal services across the state, and extend LINC statewide. They anticipated beginning this work on October 1, 2018. Additionally, RMVlc submitted a VOCA application to establish a contract attorney referral service through LINC for housing and post-decree cases, serve victims living in remote areas who have conflicts of interest with local attorneys, and train attorneys in trauma-informed legal service. They planned to begin this work on January 1, 2019. Most partners expressed confidence that the relationships they established and enhanced through the network would be sustained after LINC funding ended. They planned to continue providing and receiving referrals through the network in the future.

Conclusion

LINC involved numerous strengths, accomplishments, challenges, and lessons learned. The needs assessment revealed victims’ challenges with accessing services and getting their needs



met, including lack of information and knowledge about legal issues; limited resources and funding; an absence of trauma-informed, victim-sensitive, and victim-centered approaches; and ineffective victim service coordination. Based on these results, the partners created a plan to connect and inform victims, victim service providers, and the community through case navigators and expanding the network. The program model that was implemented included a case navigator model; a helpline for victims and victim service providers; an interactive website with separate portals for victims and victim service providers; and a local evaluation plan to measure navigator knowledge, unmet legal needs, and network effectiveness.

The network had four main goals and met all of them. The first goal was to connect victims, victim service providers, and the community. This goal was met by creating a centralized hub that housed a lead navigator; developed and implemented navigator trainings and shared resources; created and staffed the helpline; created, tested, and marketed the website; and piloted the navigator model. The second goal was to institute a human component to help guide victims. This goal was met by expanding the navigator model to 17 network partners. The navigators provided victims access to services, resources, and referrals in the network by providing one-on-one support to victims throughout the entire process of service provision. The third goal was to provide accessible knowledge to the community. The network met this goal by creating and marketing the website with clear and comprehensible criminal and civil law information, a resources list, and links to other relevant websites. The website also included a portal for victim service professionals to have discussions, as well as access webinars and video trainings. And finally, the network wanted to conduct a local evaluation to help support advocacy efforts and refine the project. This goal was met by implementing pre-/post-training surveys to measure change in navigator knowledge about legal systems; shortened versions of the client survey to measure changes in perceived barriers to legal services; pre-/post-client surveys to measure changes in legal service needs; and creating and implementing two different adaptations of the Team Effectiveness Inventory to measure network effectiveness.

Primary challenges of the project included workload for steering committee members, who were all volunteers; concerns about client confidentiality and privilege; time spent in the planning phase due to challenges with the needs assessment; and concerns about service delivery due to navigator turnover. The biggest strengths of the project were its strong collaborative network and research partner's extensive knowledge and responsiveness. The partners also discussed their lessons learned and recommendations, such as supporting collaboration by allowing time for each network partner to describe their work, having steering committee members who are executive directors or others in leadership positions who can make quick decisions, and having a leader who is both a lawyer and project manager. LINC demonstrated the collaborative's ability to work together effectively by coordinating services amongst almost all of the partners each year. Even as the project was winding down in 2018, the partners remained interconnected.

CHAPTER 6.

Los Angeles County, California

Introduction

The Los Angeles project, called the “Wraparound Project,” was led by the Legal Aid Foundation of Los Angeles (LAFLA). The primary goal of the project was to develop a comprehensive, collaborative model for delivering wraparound legal assistance services to crime victims in five high crime areas of Los Angeles County: Koreatown, Greater Downtown Los Angeles, South Los Angeles, East Los Angeles, and the city of Long Beach, which will meet all legal needs that arise in connection with their victimization.

The project steering committee had six partners by the end of the project, in addition to the grantee and the local research partner. The network included a case navigator model, a referral hotline, and trainings. LAFLA was awarded \$399,928 as part of Phase 1, which lasted from November 1, 2012, through December 2014. They were awarded \$400,000 in 2013 as a continuation, and the same amount in both 2014 and 2015, with a no-cost extension lasting until June 30, 2018.

Historical and Geographic Context

The county of Los Angeles has an estimated population of 10,163,507 people.¹ About half (48.3 percent) of the population is Hispanic/Latino, less than one-third (26.2 percent) is Caucasian, and 15.3 percent is Asian. Smaller numbers identify as Black or African American (9.0 percent), American Indian or Alaska Native (1.4 percent), and Native Hawaiian or Pacific Islander (.4 percent). About half (56.6 percent) speak a language other than English in the household, and 34.4 percent are foreign-born. The median household income is \$61,015, with 14.9 percent of the population living below the poverty line.

California's violent² crime rate is 449.3 violent index crimes per 100,000 inhabitants (compared to 394 nationally), while the property³ crime rate is 2,496.7 property index crimes per 100,000 inhabitants (compared to 2,362.2 nationally).⁴ In 2017, there were 30,507 violent crimes reported in the city of Los Angeles, for a violent crime rate of 761.31 per 100,000 people — nearly twice the national average. The grantee, LAFLA, noted that violent crime rates are still extraordinarily high in neighborhoods with higher levels of minorities. They argued that more efforts need to be dedicated to minority crime survivors. In this project, partners use the term “survivors” instead of “victims” to ensure that the focus remains on the person who was harmed, rather than the perpetrator. The steering committee defined survivors of crime as “survivors who experience more traditional crimes, such as domestic violence, sexual assault, trafficking, and financial fraud, as

¹ U.S. Census Bureau. (2018). U.S. Census Bureau QuickFacts: Los Angeles County, California. Retrieved from: [census.gov/quickfacts/fact/table/losangelescountycalifornia/SBO001212](https://www.census.gov/quickfacts/fact/table/losangelescountycalifornia/SBO001212).

² The FBI's Uniform Crime Reporting (UCR) Program includes the following offenses in its calculation of the violent crime rate: murder and nonnegligent manslaughter, forcible rape, robbery, and aggravated assault.

³ The FBI's UCR Program includes the following offenses in its calculation of the property crime rate: burglary, larceny-theft, motor vehicle theft, and arson.

⁴ FBI Uniform Crime Reports. (2018). “Crime in the United States 2017.” Retrieved from, <https://ucr.fbi.gov/crime-in-the-u.s/2017/crime-in-the-u.s.-2017>.



well as those not traditionally thought of as crimes, such as housing- and employment-related injustices.”⁵

Needs Assessment

In order to start the project and develop an implementation plan, a needs assessment was conducted by the network. The Los Angeles Needs Assessment focused on the high crime areas of Koreatown, Greater Downtown Los Angeles, South Los Angeles, East Los Angeles, and the city of Long Beach. These areas were chosen because of the high crime rates and a lack of resources dedicated to traditionally underserved populations (e.g., minorities, immigrants, and individuals living below the poverty line). The needs assessment consisted of a literature review, secondary data collection, stakeholder interviews, and community member interviews. The literature review and background data collection focused on evaluating existing surveys, reports, and research on the needs of crime victims, services, prior legal community needs assessments, and crime statistics in the five main communities of interest.

Thirty-seven stakeholders were interviewed to determine gaps and barriers to accessing services, including community leaders, local service providing agencies, victim advocates, police departments, and legal services organizations. Twenty-seven community members, including survivors of crime, were interviewed to investigate the types of crimes being committed in these areas and the barriers survivors face in receiving services. The interviews focused on specific communities represented by the network partners, rather than prioritizing geographic diversity.

The needs assessment found that most of the crime survivors interviewed had limited English proficiency, had an annual income of less than \$25,000, and experienced multiple victimizations. The top three reported types of victimization were intimate partner violence (IPV), property crime and other violent crime, and police misconduct. Minority groups that were more likely to experience discriminatory treatment by law enforcement groups included LGBTQ, minority race, limited English proficiency, homeless, and survivors with disabilities. The most common barriers that survivors faced was a lack of knowledge about the available services, perceived financial cost, shame or fear of coming forward, limited English proficiency, and not identifying as a victim.⁶

The partners reported some challenges during this first phase, including difficulty identifying a sample of crime victims, as well as the amount of time and effort it took to record and transcribe the interviews. Partners rewrote the consent forms to increase readability for participants with

Key Findings

Top three victimizations were:

- Intimate partner violence
- Property crime and other violent crimes
- Police misconduct

The top barriers to accessing legal services were:

- The victim not being aware of available services
- Financial barriers
- Having limited English proficiency
- The shame, stigma, and fear of identifying as a victim and seeking services
- The victim not self-identifying

Wraparound Victim Legal Assistance Network Demonstration Project. (2015). "Legal Collaborative for Survivors Implementation Plan."

⁵ Wraparound Victim Legal Assistance Network Demonstration Project. (2015). "Legal Collaborative for Survivors Implementation Plan."

⁶ Wraparound Victim Legal Assistance Network Demonstration Project. (2015). "Legal Collaborative for Survivors Implementation Plan."

cognitive and intellectual impairments, and translated the needs assessment into Spanish, Korean, Cantonese, Mandarin, and Kumai prior to submitting to the Institutional Review Board (IRB). It was difficult to coordinate the data collection and recruitment, as well as having to expend so much energy in such a short amount of time.

Goals

The grantee and partners used the needs assessment findings to inform the implementation plan⁷ and finalize the following network goals and objectives:

1. Leverage Resources to Improve Wraparound Legal Assistance to Survivors of Crime
 - Objective A – Meet survivors' holistic needs through referral within and outside of the network.
 - Objective B – Utilize a case navigator model to help survivors access a wide array of legal and social assistance services connected with victimization.
 - Objective C – Develop a referral hotline for survivors who do not meet partner agency eligibility requirements.
2. Strengthen Collaboration to Better Meet Survivors' Holistic Needs
 - Objective A – Facilitate professional development through training and collaboration.
 - Objective B – Identify and catalogue a list of resources for survivors of crime.
 - Objective C – Introduce new partners into the network.
3. Increase Network's Impact
 - Objective A – Conduct outreach to better reach underserved communities.
4. Evaluate Progress in Creating a Wraparound Legal Assistance Network for Survivors of Crime
 - Objective A – Test and evaluate forms, policies, and procedures during the pilot phase. Obtain OVC approval of evaluation plan.
 - Objective B – Carry out evaluation plan during Years 1 and 2 of the project.

Service Delivery Strategy and Implementation

Using the information gained from the needs assessment to inform the implementation plan, LAFLA created four main implementation components to help address its network goals. The implementation phase began with a pilot stage that lasted until September 30, 2015. The goal of the pilot phase was to investigate whether the network was reaching enough survivors who require wraparound services, what the most common and required services were, and whether the network was meeting those

Core Values

Understand trauma and its impact on survivors of crime and their families.

1. Promote safety of survivors.
2. Ensure cultural competence of service providers.
3. Maintain survivor autonomy, control, and choice.
4. Share power and governance with survivors and within the Collaborative.
5. Meet survivors' holistic needs.

⁷ Wraparound Victim Legal Assistance Network Demonstration Project. (2015). "Legal Collaborative for Survivors Implementation Plan."

needs. The full program expansion phase began on October 1, 2015. The service delivery plan and what was implemented are discussed below.

1. Leverage resources to improve wraparound legal service delivery to survivors of crime.

THE PLAN: In order to meet this goal, network partners identified clients who would be appropriate for the network (e.g., had a language or legal service need the organization could not accommodate) and completed a Legal Collaborative for Survivors Legal/Case Management Assessment. Improving legal service delivery would also involve using a case navigator model to ensure that survivors are connected with all the services they require, developing a referral hotline for those who are not eligible to participate in the wraparound network, and referring outside of the network as needed.

IMPLEMENTATION: Each organization that was in the network designated one main point of contact to act as the case navigator for all network referrals. The navigators were staff members who spoke the same language as the client, administered intake questionnaires, and used scripts to address needs related to housing foreclosure issues, family law issues, and domestic violence restraining orders. Referrals were made from the case navigator either via phone or email, depending on the intended navigators preferred method of contact. Part of this goal included setting up a referral hotline geared to survivors who are not eligible to be seen within the network. The purpose of the referral line was to ensure that these survivors still received the services they required through community referrals. This was implemented by having the project coordinator of LAFLA serve as the point person for any clients who did not meet the eligibility of any of the partners.

The total number of services provided throughout all semi-annual reporting periods in Los Angeles (LA) was 2,634. During the first half of the data collection period (July 2015-December 2016), there was an average of 337.7 services provided per period. In the second half of the data collection effort (January 2017-June 2018), this increased to an average of 540.3 services provided to victims per period. Los Angeles did not report an average number of services provided per victim. Aside from unspecified "Other" services provided, the most common services provided were family law services and immigration services, which made up 19.6 percent and 19.0 percent of all services provided, respectively. In July 2015-June 2016, Los Angeles reported zero extranetwork referrals. In January 2016-June 2018, there was a combined total of 228 extranetwork referrals made.

2. Strengthen Collaboration to Better Meet Survivors' Holistic Needs.

THE PLAN: Improve collaboration by conducting professional development trainings during steering committee meetings, compiling a list of resources for survivors that all partners can utilize with a focus on addressing language needs, and growing the network partnership to address service gaps.

IMPLEMENTATION: This goal was accomplished through trainings held during a majority of the steering committee meetings. These trainings covered topics such as how to file a police report, wage theft and workers' rights, LGBTQ domestic violence, forced marriage, victims' compensation, homeless and tenant rights, elder abuse and fraud, government benefits, confidentiality, language access, affordable housing, and recognizing the signs of victimization. The steering committee also invited staff from the Department of Consumer Affairs to provide trauma-informed training. These trainings were open to people outside of the network, including community-based organizations, libraries, and community centers.



A resource list organized by area, language, and type of service was compiled to increase access to services that were outside of the partnership in order to be able to provide referrals even when a client was ineligible or had needs that were not covered by the partnership. A Google email was also developed to share meeting agendas and information on upcoming trainings, and for the partners to ask each other questions. A new organization, Bet Tzedek, was added to the collaborative during implementation in order to cover a noted gap in elder resources. Finally, to reach the goal of increased professional development, a social worker's meeting group was formed in 2016 to teach lawyers, advocates, and other non-social workers in the partnership about how to view and speak to clients from a social worker's perspective, including how to do intakes with a trauma-informed lens. This group only met a few times before attendance decreased due to limited funding, which caused the group to end, and the information was then shared via email listservs, but those were not used often.

3. Increase Network's Impact.

THE PLAN: Increase outreach toward underserved communities by building relationships with cultural ambassadors, conducting trainings to groups outside of the network, and attending community events to raise awareness about available services.

IMPLEMENTATION: The network partners worked on fulfilling the outreach goal by hosting a launch event that was open to the public on June 23, 2016. This event included a training on affordable housing by Little Tokyo Service Center, as well as conversations about the network and its goals. Thirty people attended, which was fewer than expected, due to a World Refugee event that took place on the same day. The project coordinator did send a network flier to a variety of organizations to raise awareness about the network among those who could not attend the event. The network also used an email listserv to invite outside organizations to its monthly trainings. This allowed for organizations to not only benefit from the shared training but also become more aware of the network and the partners involved.

Los Angeles had the highest reported number of transgender survivors of any site. LA also served a greater percentage of minority survivors than all other sites, with approximately 66 percent of their survivors being non-white when "unknown" is excluded. In addition, about 58 percent of survivors preferred a language other than English. Of the sites that provided information on sexual orientation, LA reported the highest percentages of LGBTQ clients served, with approximately 12 percent of their clients identifying as LGBTQ during a 6-month period. In addition, approximately 13 percent of survivors from the Los Angeles site had a disability.

4. Evaluate Progress in Creating a Wraparound Legal Assistance Network

THE PLAN: In order to evaluate the creation of the network, the LA network planned to test any forms, policies, and procedures during the pilot phase and use findings to set implementation goals, track successes and challenges, and track and report client-level data on a quarterly basis. Navigators will also submit biannual reports on their and their clients' experiences with the collaboration.

IMPLEMENTATION: The first step in the evaluation process included the research partners Harder+Company developing standard data fields in an Excel sheet for all partners to use to record demographic and case information and then submit quarterly so that internal data could be tracked. The research partner assisted in drafting and translating materials, such as consent forms, as well as helping complete IRB documents. The data points that

each organization would collect during full implementation were refined in year three of the project. The network partners provided a list of variables they wanted to capture and the research partner refined the categories. In order to have consistency in data collection, Harder+Company worked with the network partners to make more uniform intake systems. Harder+Company produced quarterly reports, which changed to biannual reports, using the data the network partners submitted. These reports allowed the network organizations to see the types of clients they served, when they referred clients, and any existing gaps in the network. Following this review, the network partners were able to set six-month goals that would address the identified gaps.

The LA network was able to meet its four implementation goals successfully. As shown in the table below, the network worked on improving wraparound assistance through a case navigator system, internal and external referrals, and implementing and hosting a hotline. Collaboration was strengthened through professional development training, the development of a resource list, and adding a new partner organization to close an identified gap. The network's impact was increased by hosting a launch event and creating an email listserv to invite organizations to the trainings. The network progress was evaluated through client and case data tracking.

Goal/Theme	Process/ Outcome	Goal Accomplished?
Leverage resources to improve wraparound legal assistance to survivors of crime	<ul style="list-style-type: none"> LA sought to complete referrals within and outside of the network. LA provided approximately 70% of referrals within their network and 30% of referrals outside of the network. LA had one case navigator per network partner organization focused on "warm handoffs" of clients. Implemented hotline to provide victims with external referrals that were not eligible for network services. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Strengthen collaboration to better meet survivor's holistic needs	<ul style="list-style-type: none"> Facilitate professional development through training and collaboration Conducted various trainings throughout the project on diverse topics in victim services (e.g., how to file a police report, wage theft & workers' rights, LGBT domestic violence, forced marriage, victim's compensation, homeless and tenant rights, elder abuse and fraud, government benefits, confidentiality, language access, affordable housing, recognizing the signs of victimization, trauma-informed care). Throughout the years almost all network partners coordinated services with each other, this strengthened overtime. Identify and catalogue a list of resources for survivors of crime Developed and implemented a resource list that included partner organizations and outside network organizations to improve referrals. Introduce new partners into the network A steering committee consisting of 7 network partners convened monthly between 2012 and 2018. Bet Tzedek was added to the network in 2016 to serve elderly and disabled clients Steering committee members created a list of potential new partners to invite to join the network in the future 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

Goal/Theme	Process/Outcome	Goal Accomplished?
Increase Network's impact	<ul style="list-style-type: none"> Conduct outreach to better reach underserved communities Conducted a launch event in June 2016 that included a training on affordable housing and conversations about the network and its goals. The project coordinator also sent out a flyer to various organizations that could not attend the event. An email listserv was utilized to invite organizations to monthly trainings and increase awareness about the network. Provided 2,634 services to victims of crime. 66 percent of clients were non-white, and 45 percent of survivors preferred a language other than English. LA reported the highest percentages of LGBTQ clients served, with approximately 12 percent of their clients identifying as LGBTQ during a 6-month period. In addition, approximately 13 percent of survivors from the Los Angeles site had a disability. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Evaluate progress in creating a Wraparound Legal Assistance Network for survivors of crime	<ul style="list-style-type: none"> Test and evaluate forms, policies, and procedures during the pilot phase. Developed standard data fields that partners used to record demographic and case information. Generated reports on types of clients served and gaps in the network. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

Network Membership & Roles

At the beginning of the Wraparound Project, the steering committee had eight partners, including: LAFLA, Asian Americans Advancing Justice (AAAJ),⁸ Center for the Pacific Asian Family (CPAF), Disability Rights CA, L.A. Center for Law and Justice (LACLJ), LA Community Action Network (LACAN), L.A. LGBT Center,⁹ and Harder+Company Community Research for its local research partnership. Table 1 provides an overview of each partnering organization and its project roles.

Organizational-Level Changes in Network Membership

The Wraparound Project experienced several changes in membership among partnering organizations. LAFLA went through internal restructuring that involved combining the Family and Immigration Law Unit into one group called the Supporting Families Workgroup. Disability Rights lost funding in July 2014, which led to the organization leaving the project. Steering committee members mentioned the need for additional partners that specialize in disability rights and elder law. To fill this gap, Bet Tzedek Legal Services was added to the steering committee in April 2016. In January 2018, LACAN left the network due to funding issues. It continued to make network

⁸ In 2013, the name of this organization changed from Asian Pacific American Legal Center (APALC) to Asian Americans Advancing Justice (AAAJ).

⁹ In 2014, the name of this organization changed from Los Angeles Gay and Lesbian Center (LAGLC) to L.A. LGBT Center.



referrals but did not participate in the data reporting component of the project. Harder+Company did not participate in the national evaluation in 2018 due to funding, but did continue to help the network with its reporting requirements.

Staff-Level Changes in Network Partnership

The Wraparound Project experienced several changes in staff members at LAFLA and steering committee organizations. The original project coordinator from LAFLA left the project in February 2016 and a new coordinator was hired in April. The point of contact for the LACLJ was replaced in May 2014. In November 2016, Bet Tzedek changed its point of contact, this changed again in March 2018. The LA LGBT Center and LACAN changed points of contact in March 2018 and AAAJ in January 2019.

Partner Roles

The directing attorney and project coordinator were the two most active participants from LAFLA in this project. The directing attorney spent 30 to 50 percent of their time overseeing the project in the beginning, while the coordinator dedicated 100 percent of their time managing the day-to-day project activities, coordinating the partner interactions, and convening the monthly meetings during the needs assessment and piloting phase. Throughout the course of the project, other LAFLA staff contributed about 10 percent of their time to developing the implementation plan, reviewing models, and handling administrative tasks. There was also a grant manager who dedicated about 10 percent of their time to this project.

Four network partners had one to four staff member supporting the project, two network partners had five to seven staff members supporting the project, and three network partners had eight or more staff members supporting the project.¹⁰ The steering committee members contributed to planning implementation, assisting with needs assessment data collection and review of findings, providing and receiving referrals, hosting navigators, and providing victim services. Although three partners reported that they dedicated 30 percent to 50 percent of their time to the project, most of the partners reported that they dedicated 5 percent to 10 percent of their time.

¹⁰ ICF was unable to interview each staff member within each partner in the network and did not have access to other documentation that provided the total number of staff members at each partnering organization who supported the project or their time dedicated to the project.

Organization	Location	Description	Member Role
1. Legal Aid Foundation of Los Angeles (LAFLA)	Los Angeles County <ul style="list-style-type: none"> 5 community offices 3 domestic violence clinics Self-help centers in 4 courthouses	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Legal <i>Service area:</i> Greater Los Angeles Area <i>Client Types:</i> Low income individuals <i>Service Types:</i> Free civil legal assistance including: family law, consumer law, immigration, government benefits, employment, housing/eviction, community economic development <i>Joined Wraparound Project in:</i> 2012 	<input checked="" type="checkbox"/> Grantee <input type="checkbox"/> Research <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network
2. Asian Americans Advancing Justice-LA (AAAJ)	Los Angeles 5 organizations under the AAAJ umbrella <ul style="list-style-type: none"> HQ in LA Satellite offices in Sacramento and San Gabriel Valley	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Legal <i>Service area:</i> Los Angeles County, Orange County, and San Gabriel Valley <i>Client Types:</i> Asian Americans, Native Hawaiians, and Pacific Islanders <i>Service Types:</i> <ul style="list-style-type: none"> Direct services, litigation, policy, leadership program Toll free hotline facilitates numerous Asian languages Identity theft, consumer fraud, financial fraud, predatory lending, family law, immigration, landlord/tenant, foreclosure defense, and public benefits Largest nonprofit legal services and civil rights organization in the country specifically focused on Asian American, Native Hawaiian, and Pacific Islander communities <i>Joined Wraparound Project in:</i> 2012 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network
3. Center for the Pacific Asian Family (CPAF)	Los Angeles	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Victim services <i>Service Area:</i> Los Angeles County <i>Client Types:</i> Domestic violence, sexual assault, Asian and Pacific Islanders <i>Service Types:</i> <ul style="list-style-type: none"> 24-hour multi-lingual hotline Emergency shelter and transitional shelter Children's program Comprehensive case management, counseling, and court accompaniment <i>Joined Wraparound Project in:</i> 2012 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network
4. Los Angeles Center for Law and Justice (LACLJ)	Los Angeles	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Legal <i>Service Area:</i> Los Angeles <i>Client Types:</i> Survivors of domestic violence and sexual assault; immigrant survivors of interpersonal violence and vulnerable immigrant youth; low income parents in custody disputes; teens in high-conflict/abusive situations <i>Service Types:</i> 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network

Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

Organization	Location	Description	Member Role
		<ul style="list-style-type: none"> Family law services, including restraining orders, custody law, divorce support Sexual assault services for young parents Housing law, identity theft/fraud, civil litigation, education, advocates for holistic services Immigration <p>▪ <i>Joined Wraparound Project in: 2012</i></p>	
5. Los Angeles Community Action Network (LACAN)	Los Angeles	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Other <i>Service Area:</i> Downtown and South Los Angeles <i>Client Types:</i> All with a focus on: women who live and work in Downtown LA, low income individuals, people of color, homeless populations <i>Service Types:</i> <ul style="list-style-type: none"> Direct services through legal clinic, community education/workshops, community outreach (town halls, voter engagement, delegation visits, gardening program) Conducts weekly outreach and community education; operates a weekly legal clinic in partnership with LAFLA <i>Joined Wraparound Project in: 2012</i> 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network
6. Los Angeles LGBT Center	Los Angeles 5 offices around the county	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Legal <i>Service Area:</i> Los Angeles County <i>Client Types:</i> LBTQIA+, sexual assault, domestic violence <i>Service Types:</i> hate crime, domestic violence, sexual assault, and stalking legal services; transgendered employment-based legal and advocacy services and consultations; immigration, language access <i>Joined Wraparound Project in: 2012</i> 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network
7. Bet Tzedek Legal Services	Los Angeles	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Legal <i>Service Area:</i> Los Angeles County <i>Client Types:</i> Low income residents; elderly adults and people with disabilities; workers <i>Service Types:</i> free legal services, elder/caregiver law, disability services, employment rights, guardianships, human trafficking, health, holocaust reparations, housing <i>Joined Wraparound Project in: 2016</i> 	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network
8. Harder+ Company	4 regional offices, including Los Angeles	<ul style="list-style-type: none"> Research institution <i>Organization Type:</i> Other <i>Service Area:</i> N/A <i>Client Types:</i> N/A <i>Service Types:</i> Conduct rigorous evaluation research with a focus on underrepresented and underserved communities and making change in the social sector 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Research <input type="checkbox"/> Steering <input type="checkbox"/> Network



Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

Organization	Location	Description	Member Role
		<ul style="list-style-type: none"> Joined Wraparound Project in: 2012 	
Inactive Partners			
9. Disability Rights California	Sacramento, CA (headquarters) Oakland, Fresno, Los Angeles, San Diego, Ontario	<ul style="list-style-type: none"> Nonprofit organization Organization Type: Legal Service Area: State of California Client Types: People with disabilities Service Types: <ul style="list-style-type: none"> Housing, employment, transportation, benefits, education, technology, voting, community integration, and personal autonomy Investigate allegations of abuse and neglect; pursue legal, administrative, and other remedies, do legislative advocacy, and provide technical support, information, referral, and training Joined Wraparound Project in: 2012 <p><i>*Left the project in July 2014 due to a loss of funding.</i></p>	<input type="checkbox"/> Grantee <input type="checkbox"/> Research <input type="checkbox"/> Steering <input type="checkbox"/> Network



[The final report will include a geographic map of the network]

Recommended Future Partners

Although the partners saw the potential for adding new partners to the network throughout the project, they purposefully restricted the size of the steering committee to a small number of partners to facilitate effective collaboration. The steering committee members recommended adding new partners to the network in the future to provide more holistic and wraparound services (see Figure 1 for a complete list of recommended future partners). They believed there were several gaps in services and information for other types of crime victims that a variety of other organizations could fill (e.g., elderly persons, immigrants, organizations serving specific cultures or ethnicities, disability rights, identity theft, financial fraud). The steering committee members created a list of organizations to contact for network membership and to house navigators, with the plan to invite organizations to join the network at some future date.

Figure 1. Recommended Future Partners

- A New Way of Life Reentry Project
- Anti-cybercrime organizations
- Bienstar Human Services
- Criminal law advocates
- Disability Rights of California
- Downtown Women's Center
- Elder abuse services
- Housing organizations
- Immigration Center for Women and Children
- Inner City Law Center
- Law enforcement agencies
- New Youth Justice Coalition
- Organizations representing Latinos and African Americans
- Peace Over Violence
- Public defenders
- Sexual assault-specific shelters
- Social justice organizations

Network Steering Committee

The steering committee (referred to as the “Legal Collaborative for Survivors” or “Collaborative”) met monthly, in-person with an option for partners to participate by phone. Meetings were occasionally canceled due to scheduling conflicts and holidays, at which time information was discussed via email or phone calls. The steering committee made decisions by consensus and did not have any official rules or bylaws. The grantee had a Memorandum of Understanding (MOU) with each partner. During the needs assessment, each steering committee member received funding to participate in the steering committee and the needs assessment. That funding ranged from about \$22,000 to \$122,000, based on their level of involvement and when they joined the project. During the implementation phase, each steering committee member received about \$35,000 to \$62,000 to participate in the committee and provide and accept referrals.

During the planning phase, the steering committee used small work groups as needed to work on specific sections of the implementation plan. Another work group, called Social Worker Meetings, started in September 2016. Social workers, attorneys, and other staff in the partner organizations who worked directly with clients met to learn how to interact with clients from a social worker perspective, such as how to conduct trauma-informed intakes and questionnaires. After several social worker meetings, there was a decline in attendance, which led to LAFLA discontinuing the meetings and creating a listserv for social workers to keep in contact instead. In 2017, LAFLA no longer hosted monthly steering committee meetings due to funding constraints.



Steering Committee Dynamics

The steering committee members discussed a variety of strengths and challenges associated with the steering committee's ability to work together. These strengths and challenges were primarily associated with cohesion, communication, staff turnover, leadership, steering committee member engagement, and meetings.

Cohesion & Communication

The steering committee members frequently stated that working together on the steering committee was a positive experience (18 percent) and described the steering committee as cohesive (12 percent). They believed that the group was "respectful" and "inclusive." The steering committee members listened to each other and had "no hidden agendas." One partner stated that the steering committee meetings were enjoyable because everyone worked together so well.

Steering committee members discussed communication (15 percent) in a variety of ways. They stated that there was an open flow of communication in meetings as well as through email between meetings. Some of the steering committee members believed that the group contributed to the conversation equally, reached consensus quickly, gave helpful feedback, and leveraged their collective experience to make decisions. Information was shared prior to meetings, which allowed steering committees members to better prepare for discussions during meetings. During implementation, one steering committee member stated that the group would frequently discuss challenges during meetings and develop solutions.

Frequent staff turnover (9 percent) at the grantee and partnering organizations negatively affected steering committee cohesion. During implementation, two partners directly stated that they thought the group could have been more cohesive. When new organizational representatives joined the steering committee, the other steering committee members often felt like they were "taking a couple steps back" or "starting all over again" because the committee had to explain everything that the network had accomplished and its current work. One steering committee member also thought that cohesiveness was limited because the partnering organizations did not always send the same people to the meetings. It became difficult to remember which organization's committee members were representing the organization and what their role on the project was.

Leadership

The partners discussed the strengths associated with steering committee and project leadership (20 percent) more often than the challenges associated with leadership (8 percent). For example, the project leaders were described as "engaging," "friendly," and "committed." Some of the partners described the steering committee as "well managed." Project leaders listened to their concerns, facilitated meetings that were "dynamic," and kept the project moving forward.

Others described challenges associated with leadership. For example, one partner wanted the project leaders to provide better direction and coordination in Year 1 of the project. In Year 4, another partner felt that the meetings were more structured than they had been in the past, but still lacked direction and a strong leadership role. It would have been helpful if the project leaders established a "clear and actionable agenda" for each meeting that would prompt the group to address project goals and establish next steps. Project leadership did not clearly explain the project goals or level of effort that was expected on the project.

Some of the partners felt that the steering committee was productive while others did not. For example, the planning process moved very slowly because there was a lack of productivity in

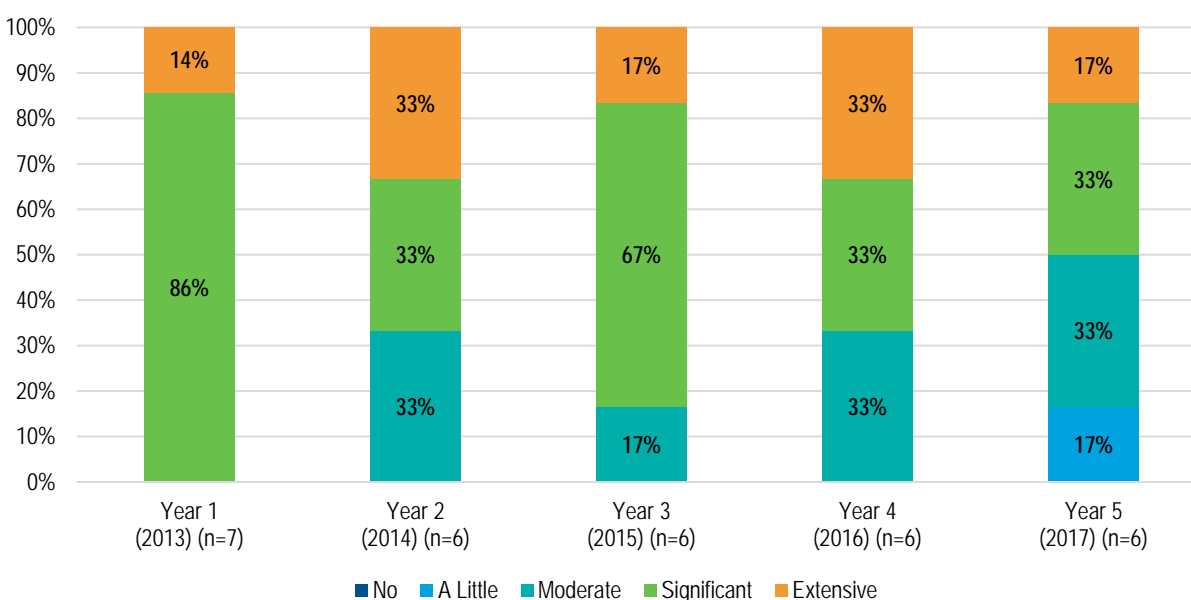


steering committee meetings. The partners would discuss the same issues at every meeting without making progress between meetings. One partner believed this challenge was associated with a lack of project coordination during Year 1.

Steering Committee Member Engagement

The partners discussed both the strengths and challenges associated with steering committee engagement (14 percent). Eleven percent of the steering committee believed that the partners were engaged in the project and 3 percent believed that the steering committee members were not engaged in the project. For example, the steering committee members thought that the partnering organizations consistently sent one or two representatives to each meeting. Everyone was committed to the project and eager to share feedback.

Partners' Perceptions of Level of Involvement Over Time



According to the findings from the annual Network Partner survey, partners reported fairly high levels of involvement throughout the project, with the highest levels in 2013 and the lowest levels in 2018. During 2013, 100 percent of the partners reported significant or extensive involvement. Between 2014-2016, between 66-84 percent of partners reported significant or extensive involvement, and there was the most variation in Year 5 (2017), with 50 percent of partners reporting significant or extensive involvement, 33 percent reporting moderate involvement, and 17 percent a little involvement.

Some steering committee members believed that the partners were not engaged in the project. Challenges associated with meetings may also have contributed a lack of steering committee engagement. For example, some of the partners stated that it was challenging to find a standard time for meetings that accommodated everyone's schedule. In Year 1 of the project, several steering committee members thought that having executive directors or other individuals with decision-making authority at the meetings would strengthen the project. They believed that the committee would be able to make immediate decisions rather than wait for a partner to ask their organization for permission to participate in a specific task. In Year 2, some of the steering committee members noted that individuals with decision-making authority were not always

present at the meetings, but this did not hinder the progress of the group. They believed that the steering committee was still able to make decisions.

During observations of steering committee meetings at the annual site visits, ICF observed changes in partner engagement. In Year 3 of the project, ICF observed limited interaction between the partners during the steering committee meeting. Less than half of the participants were taking notes during the training, and only one or two questions were asked. During the break between a training and the administrative part of the meeting, there was little to no small talk among partners. Everyone was respectful of each other but did not seem comfortable as a group yet. In Year 4, ICF observed a training and the steering committee meeting that immediately followed. Members were very engaged in the training and, as a result, the training ran long, leaving only five minutes for the steering committee meeting. During the training portion, there was much more engagement between the partners and additional staff present. For example, partners and additional staff members asked questions and had conversations with each other, and the atmosphere seemed more relaxed than the Year 3 steering committee meeting.

Network Clients and Services

The Los Angeles network provided 2634 services to over 2400¹¹ victims throughout the data collection period. Los Angeles provided demographic information about victims who received network services, and information regarding the services received by the network for the time period of July 2015 through June 2018.

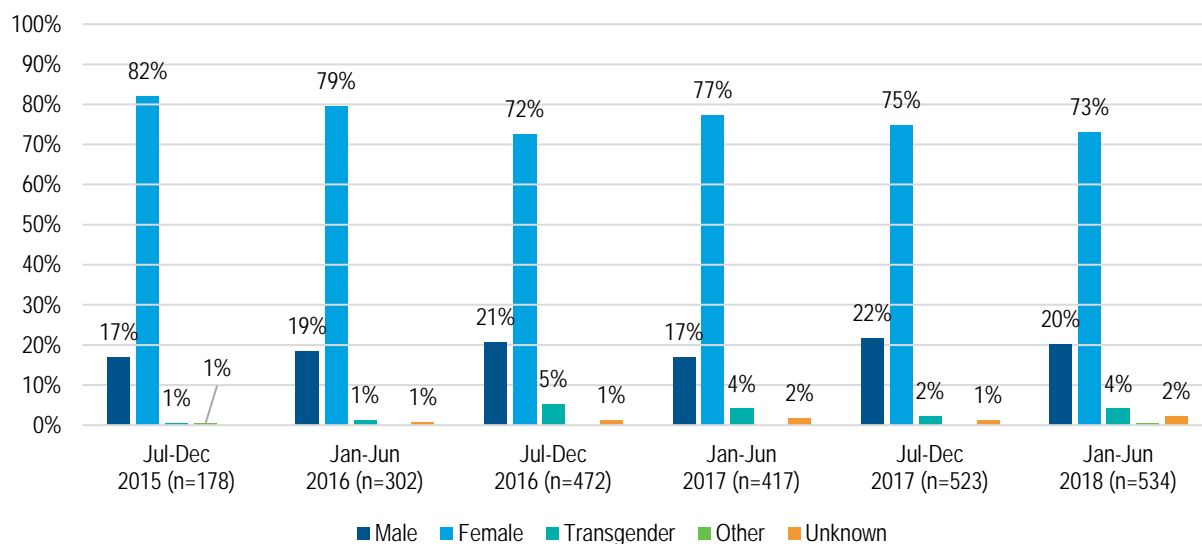
The network's clientele consisted primarily of females between the ages of 25 and 49. The clientele was racially diverse, and the victims' race reported most often was Asian. White clientele made up just 25.2 percent of the sample. Other racial groups included Blacks and those who identified as "other." Los Angeles did not provide victimization types or legal services needed. The most commonly provided legal services were immigration services, "other" services,¹² and family law services. In terms of referral and service outcomes, the network provided intranetwork referrals in 70.4 percent of cases and extranetwork referrals in 29.6 percent of cases. These findings are discussed in more detail below.

¹¹ These are the counts reported to ICF by the site, which were not unduplicated. Therefore, this is a representation of the volume of clients within each timeframe, with clients that were served in more than one reporting period being counted each time.

¹² The definition of "other" services was not provided. The network was instructed to select "other" if the service provided did not match any of the service categories provided.

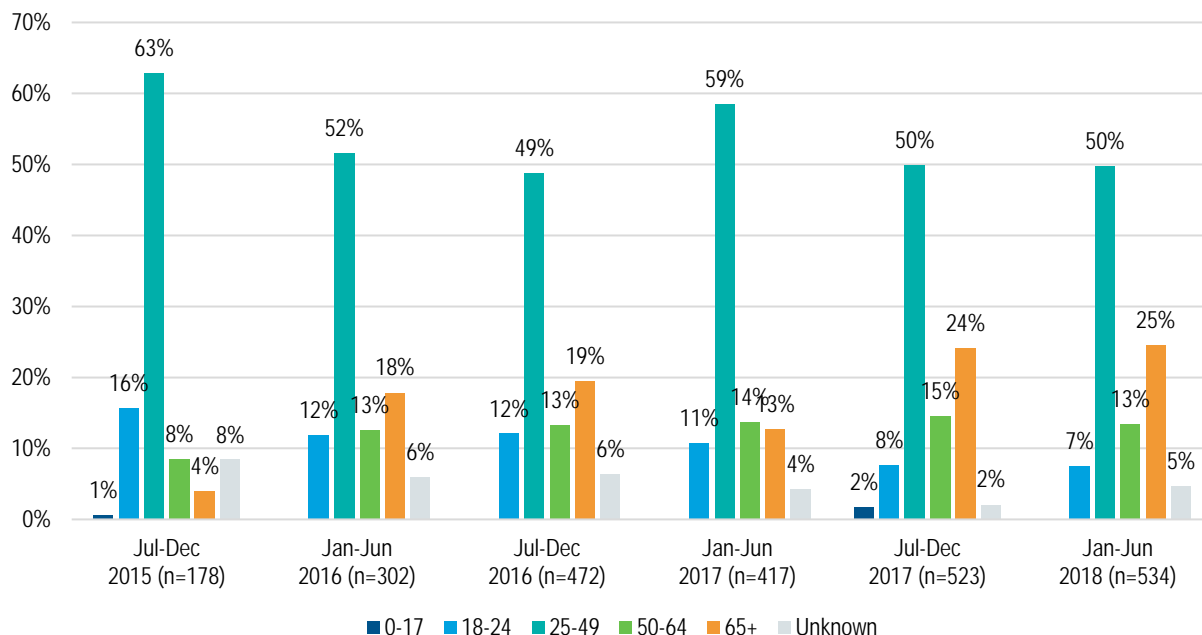


Gender



In all reporting periods, the majority of victims were female, followed by male. Female victims made up 75.5 percent of the Los Angeles sample. Males accounted for 19.6 percent of the sample. The greatest difference between males and females occurred in July-December 2015, when there were 4.86 females for every 1 male victim. While transgender victims made up only 3.3 percent of victims, LA did serve 81 transgender victims, which constituted a higher percentage than any other site in the data collection effort.

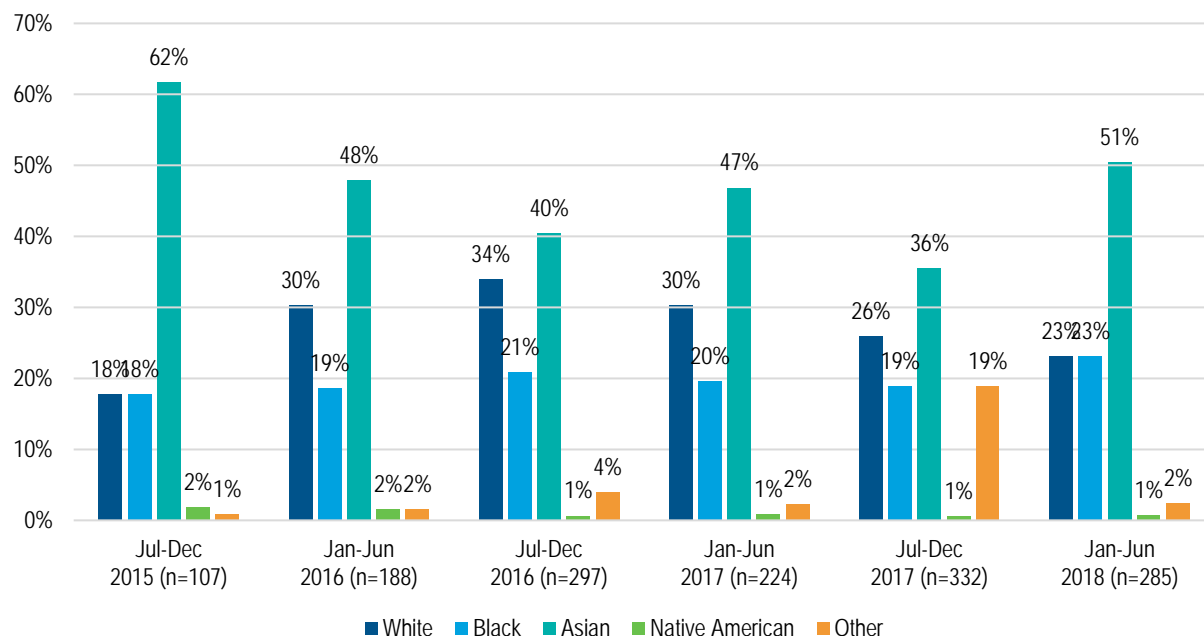
Age



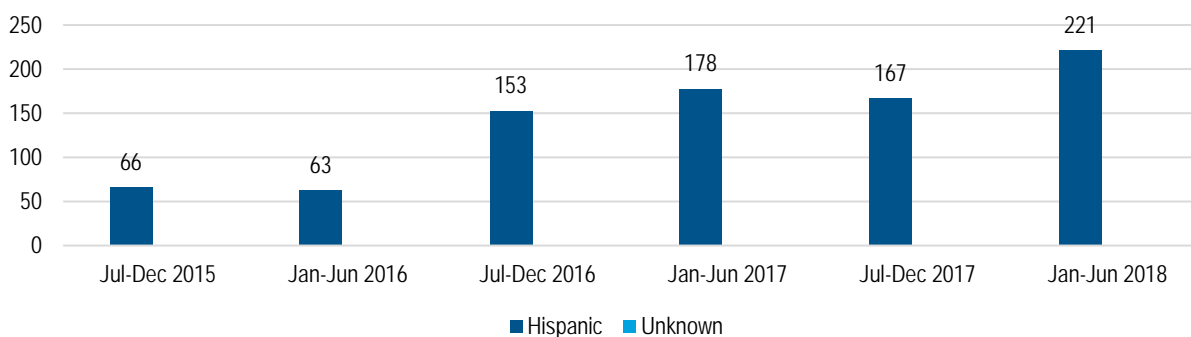
At all times, the majority of victims were between the ages of 25 and 49. This age group accounted for 52.3 percent of the entire LA sample. The second most common age group of victims was 65

and older, with 19.1 percent of victims in this group. The least common age group in LA was 0-17, with only 10 victims in the sample. The second least common age group was 18-24, and victims in this age group were 24.6 times more common than 0-17.

Race and Ethnicity

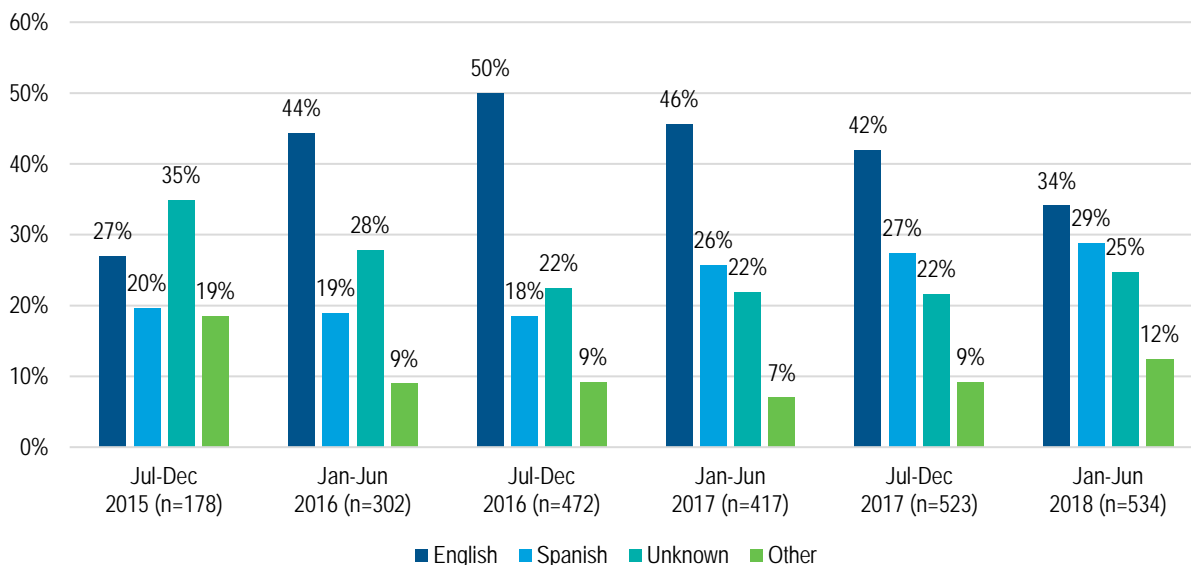


The most common race of victim in the LA sample was Asian for each reporting period. This was followed by White in each reporting period. In July-December 2017, there was an increase in victims of “other” races, making up 19 percent of the victims in that time period. Native American was the victims’ race reported least often in Los Angeles consistently. The Native American population made up less than 1 percent of the sample.



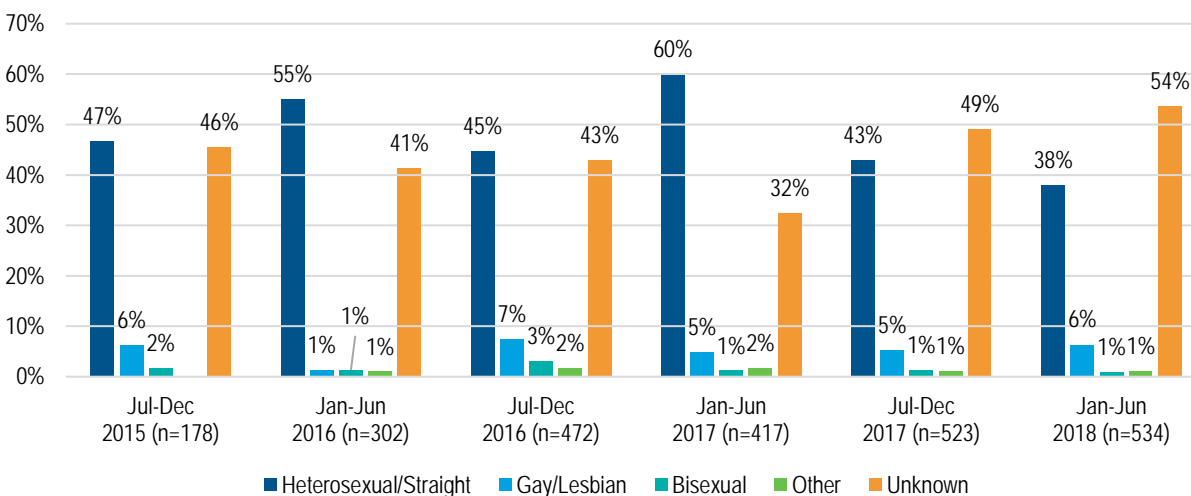
In general, the number of Hispanic victims increased over time. There were between 60 and 70 Hispanic victims from July-December of 2015 and again from June-January of 2016. From July 2016 until December 2017, there were consistently more than 150 Hispanic victims per period. In the final data collection period (January-June 2018), there were more than 200 Hispanic victims.

Language



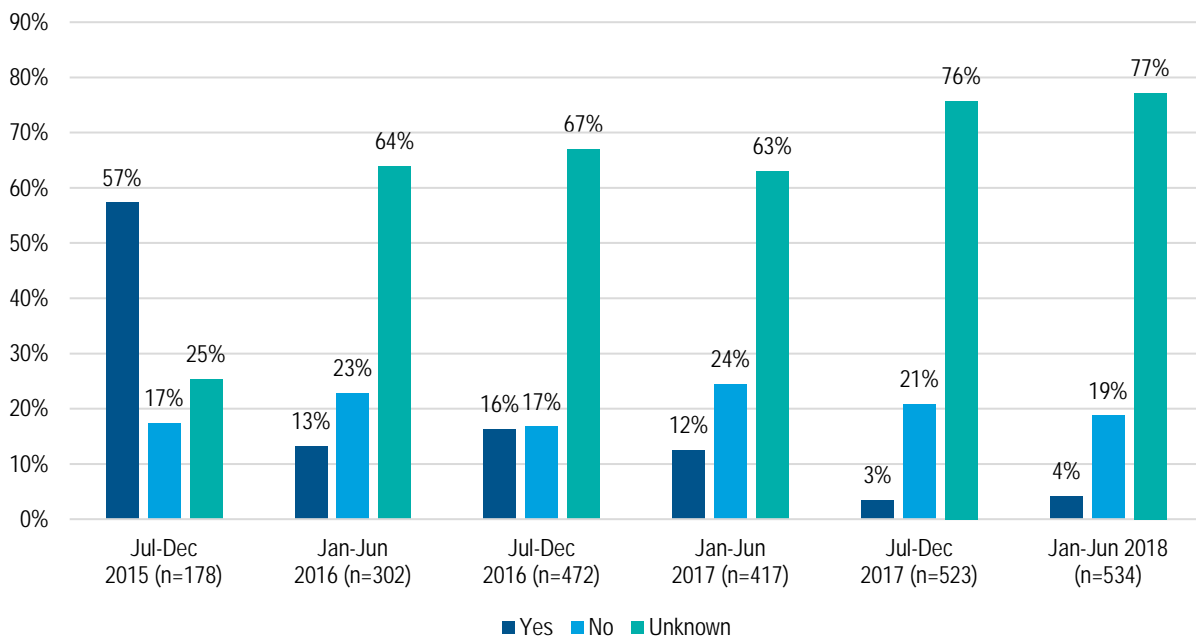
Forty-five percent of victims preferred a language other than English, however, the specific language was not specified. This includes the 24.0 percent of victims that preferred Spanish. English was the preferred language of 41.5 percent of the population. The number of Spanish-speaking victims increased during each time period and peaked during January-June 2018 (28.8 percent).

Sexual Orientation



The two most commonly reported sexual orientations in the Los Angeles sample were unknown and straight. The greatest percentage of non-straight victims occurred in July-December 2016, with 12.3 percent of victims identifying as gay, bisexual, or other. The least common sexuality reported across all time periods in the sample was "other," making up just 1.2 percent of the sample.

Disability



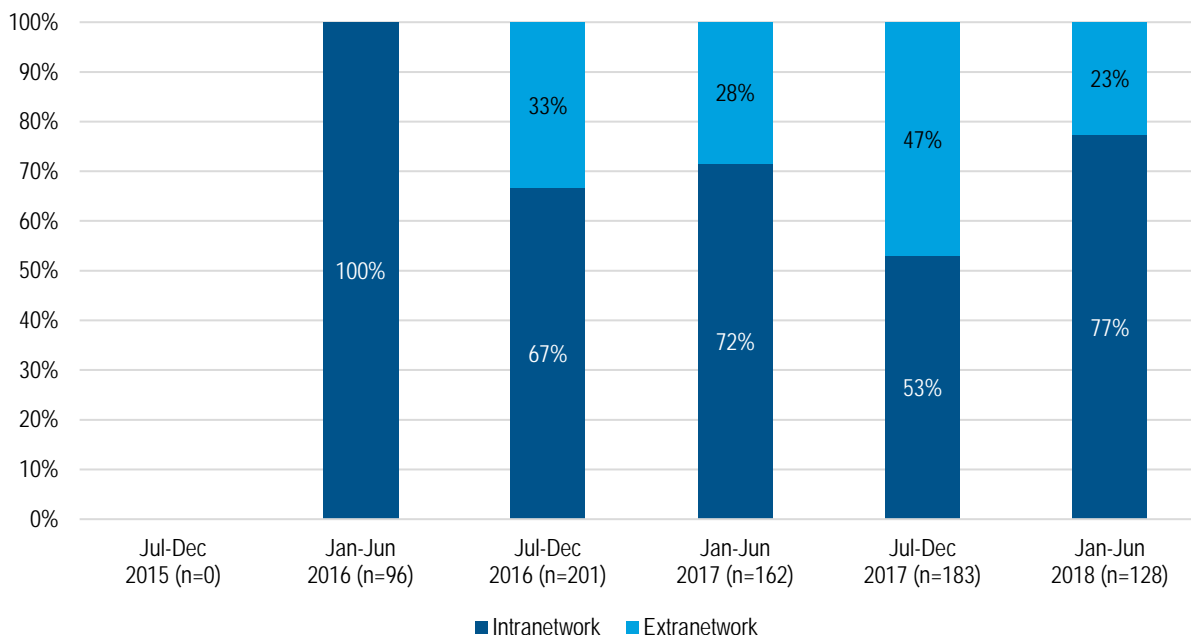
The majority of the Los Angeles sample has an unknown disability status. In July-December 2015, more victims reported having a disability than not (57% versus 17%, respectively). In each subsequent time period, more victims reported not having a disability.

Services Provided

The Los Angeles network did not track client victimization type or legal need. Over the course of the data tracking time period, the Los Angeles network provided 2,634 services. The most common services provided in Los Angeles were immigration services, which made up 30.4 percent of the services provided. The second most common services provided fell into the “other” category. The third most common services provided were family services, which made up 19.6 percent of all services provided in Los Angeles. Los Angeles did not provide any divorce services, custody services, property services, or civil legal services.

Time Period	Housing Services	Employment	Immigration	Protection Orders	Enforcing Crime Victim Rights	Criminal Legal	Family Law	Other
Jul-Dec 2015	23	6	86	0	8	26	76	14
Jan-June 2016	23	5	94	19	0	7	54	89
Jul-Dec 2016	34	8	132	39	2	9	86	173
Jan-June 2017	21	10	158	40	2	10	73	101
Jul-Dec 2017	9	8	165	90	4	11	115	201
Jan-June 2018	19	9	166	60	5	19	112	213
Total	129	46	801	248	21	82	516	791

Referrals



Through the legal network, services were provided directly by the original organization, referred out to a network partner, or referred to an organization outside the network. Services provided by the original organization were “direct services.” Cases in which the client was referred to a network partner were reported as “intranetwork referrals.” Those in which the client was referred to an organization outside of the network partners were reported as “extranetwork referrals.”

Los Angeles only reported data on intranetwork referrals versus extranetwork referrals. While no referrals were reported during July-December 2015, intranetwork referrals were more common than extranetwork referrals in all other time periods. There was a total of 770 intranetwork and extranetwork referrals made during the time period reported, and 70.4 percent of those referrals were intranetwork. Extranetwork referrals made up 29.6 percent of the referrals. During July-December 2017, almost an equal number of intranetwork and extranetwork referrals were made. The greatest difference occurred in January-June 2016, when 96 intranetwork referrals were reported and zero extranetwork referrals were made.

Service Coordination Among Project Partners

To better understand the extent of service coordination among project partners, the social network graphs below illustrate which partner organizations were connected during each year and the average levels of service coordination for each partner pair. Project partners rated the extent of coordination between their organization and each of the other organizations in the network for activities that encompass various aspects of coordinating services (e.g., referrals, training, intake forms) on a scale ranging from 0-4. If a line between two organizations is present, the two

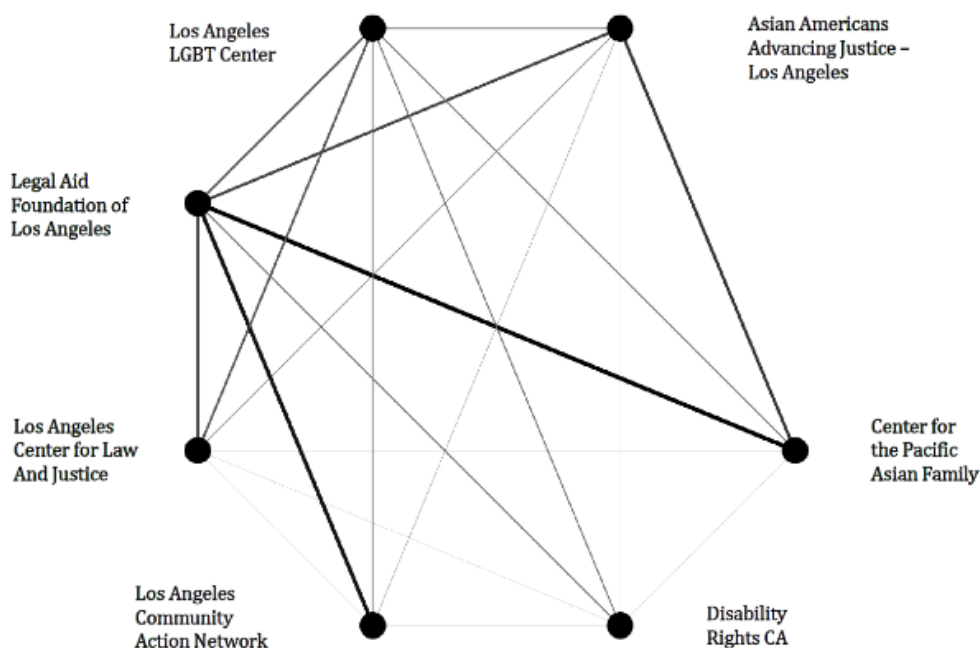
organizations reported some level of service coordination. To develop an undirected matrix of service coordination within the network, the ratings for the seven activities for each partner pair were averaged to illustrate the extent of service coordination for each partner pair. The thickness of the line illustrates the level of service coordination with thicker lines representing higher average ratings on the service coordination scale. Each graph provides a snapshot of the extent of service coordination within the network for each year.

NPS Client Service Coordination Scale

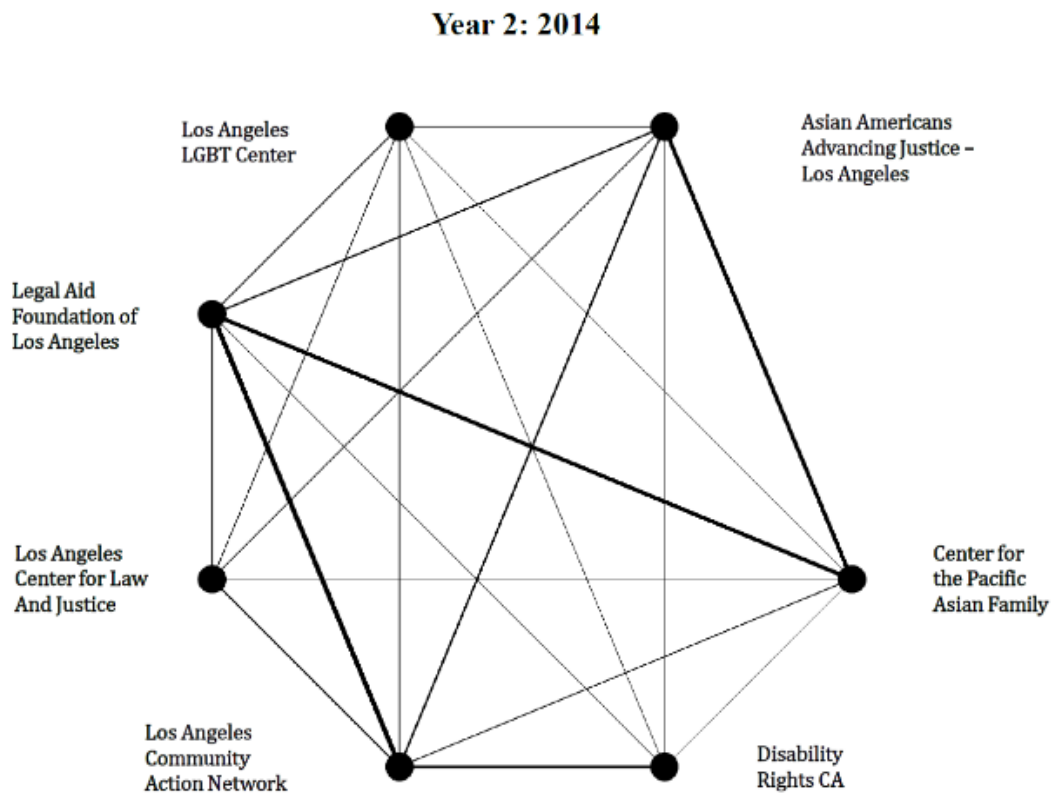
- Provide/receive training with this organization
- Use common intake forms
- Develop client service plans together
- Participate in joint case conferences or case reviews
- Share client information as appropriate
- Share materials, tools, or other resources (e.g., pamphlets, procedure manuals, centralized databases)
- Provide/receive referrals with this organization

YEAR 1. According to the social network analysis from the first year (November 2012 to November 2013) of the project, all but one partner pair (i.e. LACAN and CPAF) had some level of service coordination with all of the other organizations in the network. The grantee's, LAFLA, connections with CPAF and LACAN were the highest within the network. LAFLA had moderate to high levels of service coordination with the other organizations compared to the other organizations, those levels varied more widely. Overall, DRC had some of the lowest levels of service coordination with the other organizations in the network.

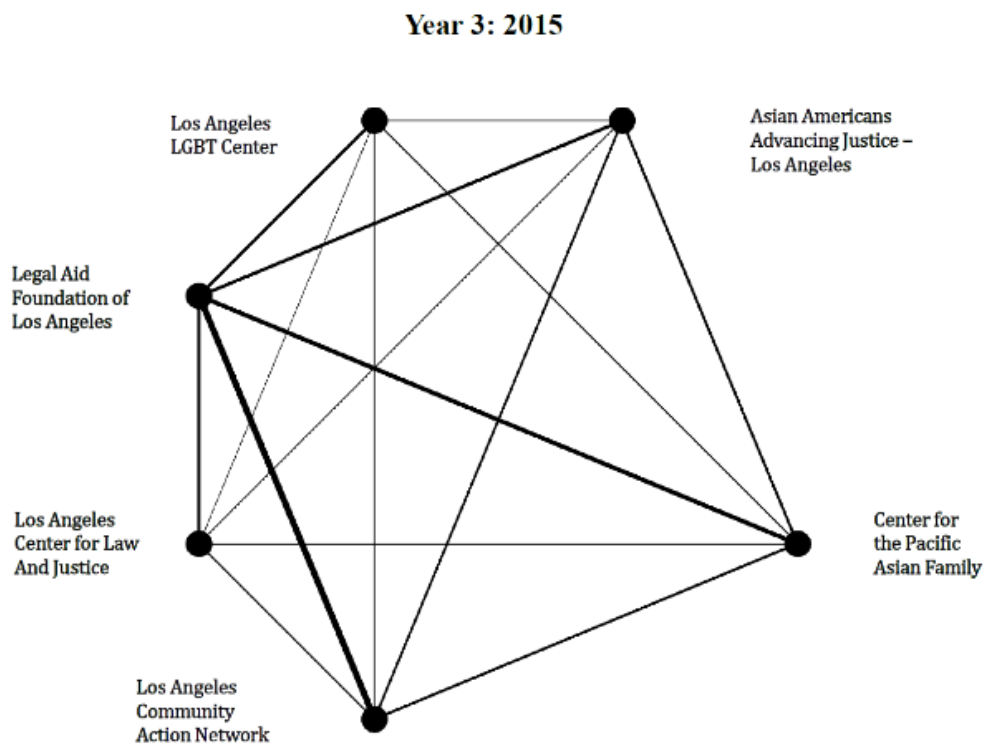
Year 1: 2013



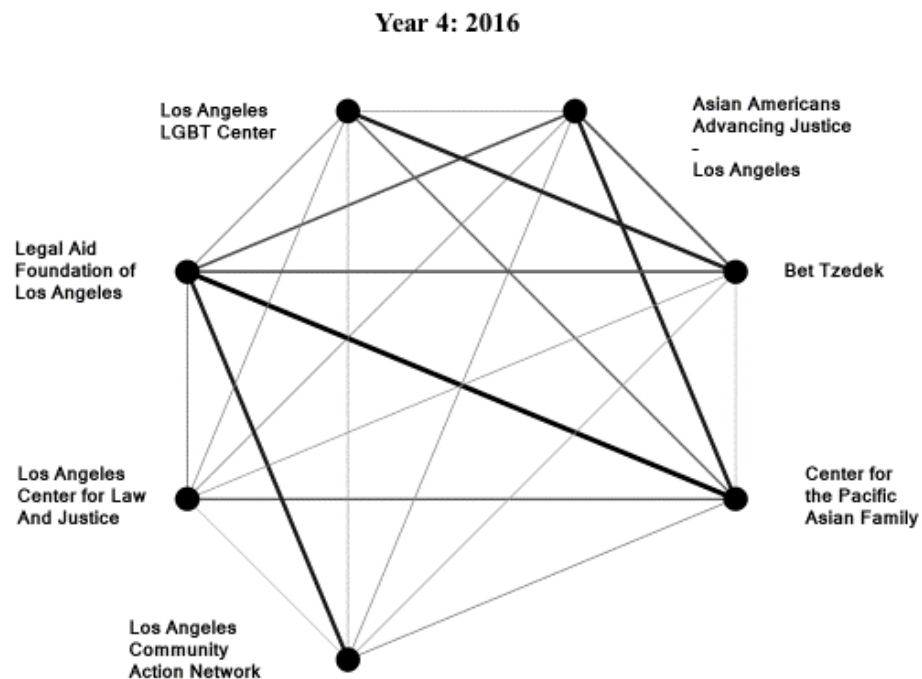
YEAR 2. In Year 2 (December 2013 to November 2014), the partners remained highly connected, and many of the partners with higher levels of service coordination remained the same. LAFLA, LACAN, CPAF, and AAAJ had some of the highest levels of service coordination in the network, and the remaining organizations had moderate to low levels.



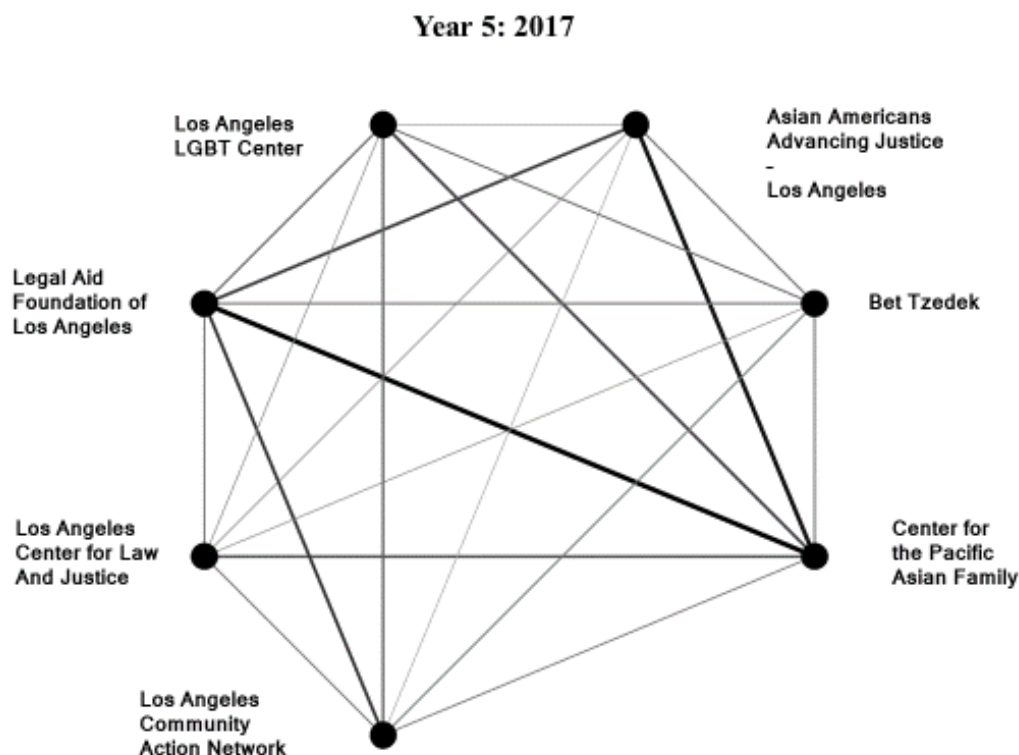
YEAR 3. By Year 3 (December 2014 to November 2015), DRC had dropped off the project. Overall, there were high to moderate levels of service coordination throughout the network, and all of the partners were connected to all of the other organizations in the network to some degree. LAFLA had some of the highest levels of service coordination with the other partners, especially LACAN.



YEAR 4. During Year 4 (January 2016 to December 2016), Bet Tzedek joined the network. Looking at the levels of service coordination throughout the network compared to prior years, there is a lot more variation across partner pairs. Like prior years, LAFLA had high levels of service coordination with CPAF and LACAN. Also, there were high levels of service coordination between the following partner pairs: (1) BT and LACAN, and (2) CPAF and AAAJ.



YEAR 5. During the final year of the survey (January 2017 to December 2017), all of the partners remained connected to all other partners in the network. Looking at the partner pairs with the highest levels of service coordination, CPAF's connections with LAFLA and AAAJ were the strongest within the network. Most of the remaining connections throughout the network illustrate moderate levels of service coordination.



Throughout all years of data, LAFLA and CPAF remained integral members of the network and had some of the highest levels of service coordination throughout the network. Even as the wraparound project was winding down, the partners remained interconnected with varying levels of service coordination. Even as the size of the network ebbed and flowed, the partners remained densely connected throughout the project. There was always some variation in the levels of service coordination, but there were a few core partners (typically LAFLA, AAAJ, and CPAF) experiencing the highest levels in the network. Overall, the extent of service coordination and connections throughout the network strengthened over time.

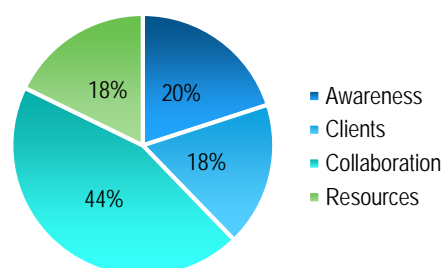
Partner Perceptions of the Wraparound Project

The ICF team conducted semi-structured interviews with the grantee, network partners, and research partner during five site visits between 2013 and 2018. Each interviewee was asked to share their perspectives of the network, including the benefits of participating in the wraparound project, the strengths and challenges of planning and implementing the project, and lessons learned. Qualitative content analysis was used to explore themes associated with benefits, strengths, challenges, and lessons learned, including how perceptions changed over time.¹³

Benefits of Participating in the Wraparound Project

According to the annual Network Partner survey, partners on average agreed to strongly agreed that the benefits of participating in the project outweighed the drawbacks. With average ratings between 4.5-4.7 on a 5-point scale, there were overwhelmingly positive ratings among partners across all five evaluation years. The partners described a variety of ways that they benefitted from participating in the Wraparound Project. The top four benefits partners discussed most frequently over the five-year interview period were associated with collaboration, awareness, resources, and clients.

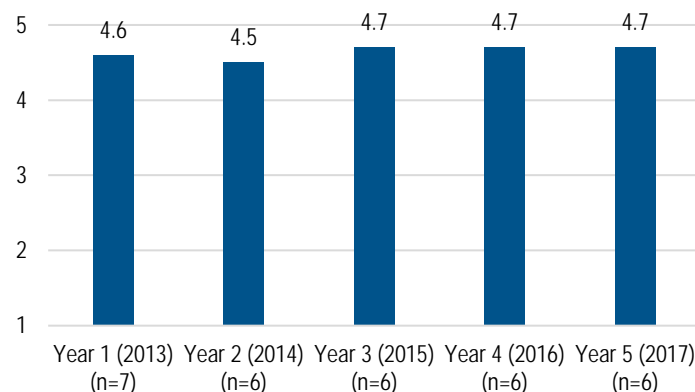
Benefits Years 1-5



Collaboration

The partners stated that having the opportunity to collaborate (44 percent) and build relationships with other network partners was extremely beneficial. Network meetings and other events provided dedicated time for partners to share information, learn from each other, and expand their “understanding of survivors and their needs.” Participating in the Wraparound Network allowed the partners to form “meaningful partnerships” that went beyond simply knowing what types of organizations exist toward working together regularly, increasing communication, solving problems, “thinking through cases differently,” coordinating services, and having the confidence that a referral will benefit the client directly.

Overall, I feel that the benefits of participating in the project outweigh the drawbacks.



¹³ Frequencies indicate how often a specific theme was discussed by interviewees, rather than the number of interviewees who discussed a specific theme. For example, one theme could have been discussed multiple times in the same interview. Thus, the frequencies provide a description of saturation or importance of a specific theme.

Awareness

Participating in the network provided the partners with a greater awareness (20 percent) of the different types of organizations that are providing victim services throughout Los Angeles, the different types of services that these organizations provide, and resources that are available to victims of crime. For some partners, this was linked to the idea that participating in the network raised their visibility both within the network and in the community. More victims can be served once more service providers and community members become aware that an organization exists and provides specific types of services. A few partners stated that being part of the Wraparound Network improves their organization's "credibility" in the community. Clients are more likely to trust an organization that is part of the Wraparound Network.

"Some of us have been doing this work for like 10 or 20 years and still didn't know what some of the partners did. So just being able to sit and try to understand the landscape better, I think has been really useful."

Resources

Partnering organizations benefitted from having access to the resources (18 percent) of the full network (e.g., through referrals), which "expanded capacity to provide more comprehensive services." Access to other types of resources, like trainings to build capacity among staff members and different types of intake processes and tools, were also major benefits of participation.

"I think it expands capacity overall for everyone in the network when there's a good, functioning network. It has expanded our capacity to provide more comprehensive services both through the capacity building training stuff and through improved or even enhanced relationships with our partners."

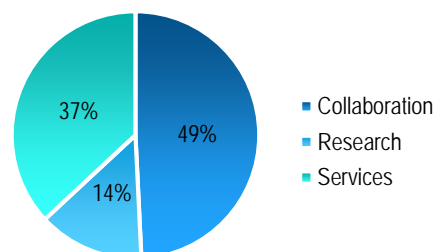
Clients

Each of these organizational benefits also benefitted clients (18 percent) by increasing options for referring clients to different types of service providers. This removes barriers to accessing services and increases the different types of services that clients can receive in a more holistic way. For example, several partners are now able to follow up with clients to make sure their needs were met after a referral was made. Additionally, providers that assist underserved populations (e.g., LGBTQ, immigrants) are given a greater voice and can advocate better for their clients through the Wraparound Network.

Strengths

The network partners discussed three primary strengths of the Wraparound Project over the five-year interview period that were associated with collaboration, services, and research.

Strengths Years 1-5



Collaboration

The partners discussed strengths associated with collaboration (49 percent) most frequently. Many partners stated that the biggest strength of the project was the willingness of each partner to build a collaborative network together. One partner noted that the Wraparound Project was able to "formalize, hone, and better develop" the work that many partners had been engaged in for years. Many partners believed that partner diversity (12 percent) strengthened the collaborative network. The partners felt that they had a good mix of



organizations that had a variety of specialized experience and served a diverse range of clients in different locations throughout Los Angeles. They stated that it was important to have a mix of multidisciplinary partners who have different perspectives and occupations (e.g., lawyers, social workers, caseworkers, community organizers, frontline staff), serve different types of clients (e.g., sexual assault, domestic violence, tenants, homeless, immigrants), are culturally competent, provide a variety of language services, and understand the feasibility of the Wraparound Project. Several partners stated that partner diversity fostered discussions of how crime victims are defined, how clients can be served more holistically, and how the network can expand to include organizations that would fill gaps in the network.

Some partners noted that effective collaboration may have been facilitated by existing partnerships (8 percent). A few partners had already developed a working relationship through their past collaborations on victim services. As a result, they felt well connected and comfortable with each other. For other partners who had not worked together before, the collaborative process increased communication, relationship-building, and knowledge about the services that each partner provides. Each partner also had their own existing network of collaborators that extended the reach of the Wraparound Project.

Services

A variety of strengths associated with services and resources (37 percent) were also discussed. The partners were able to integrate new knowledge and practices into their organization's service delivery processes, as well as build on informal referral processes that were in place for some partners prior to joining the network to create a formalized network referral process that includes each of the partners. Having close relationships with the other partners made it easier to refer clients for services more quickly and "created a sense of a smaller LA community." For example, the social workers at the partnering organizations began meeting in Year 4 to share information that would facilitate better case management. They also believed that the network has the potential to reduce re-traumatization for survivors because they "are positioning survivors to have to tell their story less and less," as well as setting realistic expectations for the types of services clients will receive.

"It's no secret or surprise. We struggle as nonprofits to meet the need. We're not anywhere close to meeting the needs of the communities that we serve, so the extent that we can implement the ability to really take a look at resources and what's out there and really understand the landscape of services in Los Angeles, we're doing a better job overall."

The partners discussed how they could maximize and leverage each other's resources to better serve the holistic needs of their clients without being territorial or pushing the agenda of one specific organization over another. For example, if a partner did not have the current capacity to serve a client, they would transfer that client to another network partner who provided similar services. Hiring new case managers better facilitates the provision of wraparound services by reviewing all of the clients' legal and social service needs, helping the client access services, and following up with clients after a referral has been made to see if they need further support. Some of the partners began implementing a more intensive intake process that helped better identify client needs and make more targeted referrals.

Research

Several partners discussed strengths associated with the research (14 percent) component of the grant. They noted that they were very proud of completing a needs assessment that included diverse languages. The stakeholder interviews allowed the partners to reconnect with organizations that they worked with previously, but not recently, as well as begin building relationships with partners that they had not worked with before. The crime victim interviews



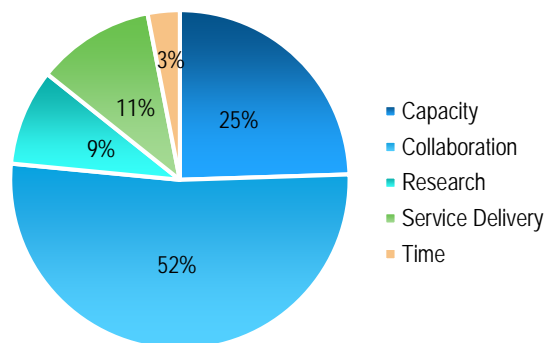
helped the partners identify gaps in services and barriers to accessing services, which allowed the partners to create new ways for clients to gain access to services through the network.

Challenges

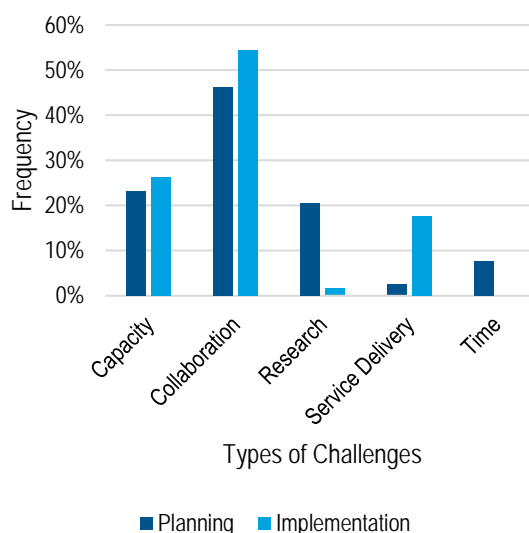
The network partners discussed five primary challenges they experienced while participating in the Wraparound Project over the five-year interview period that were associated with collaboration, capacity, service delivery, research, and time.

The partners discussed a variety of challenges associated with having the capacity (25 percent) to participate in the network somewhat equally during the planning and implementation phases. Several partners said that they were very busy with their own caseloads and found it difficult to take on more work for the Wraparound Project. One partner stated that all of the partners were invested in and cared about the Wraparound Project but were “realistic and careful about over-committing or offering too many resources that they can’t necessarily provide.” For example, one of the network partners had unpredictable funding and were not sure how their capacity to assist the network would vary from day to day. The partners did not always have the capacity to prioritize referrals provided through the network, follow up on referrals, or track services. The data tracking sheet could be difficult to manage for partners who provided services to a large number of network clients. The goal was to have one person per agency enter the data and integrate data tracking into the organization’s daily routine so that partners were not duplicating efforts. One partner suggested utilizing technology more efficiently to solve this problem.

Challenges Years 1-5



Challenges by Phase



Service Delivery

Some of the partners discussed challenges for service delivery (11 percent). During the planning phase, for example, several partners were concerned that they were developing a network that would provide more referral options but would not increase the partners’ ability to serve more clients or create new services. The funding received from OVC was not enough to cover the salary of new attorneys for the partnering organizations, which is what the partners would need to expand service provision. One partner suggested addressing this challenge by expanding the network. Another partner suggested building capacity through mentorships or co-counseling cases.

Most of the challenges associated with service delivery were discussed during the implementation phase, perhaps because they were working through developing processes and solutions. Some of the partners still struggled with referring clients for services. For example, several partners provided services to different types of non-English-speaking clients. They could not refer their client to some of the network partners because they did not have staff members who were fluent in the language the client needed. Some clients who did speak English or had access to an interpreter did not want a referral to an organization that did not focus on their specific ethnicity.

"I think that one of the things moving forward, I know that the project is mindful of is access and trying not to have too broad a reach that it just makes the partnerships meaningless."

Research

The partners discussed a variety of research-related challenges (9 percent). In 2013, it was difficult for some of the partners to navigate the relationship with the local research partner because there was no pre-existing relationship and the research partner did not have experience with legal services. The network partners contributed more time to the needs assessment data collection than was originally anticipated (e.g., in conducting victim interviews). It was challenging for the local research partner and the steering committee members to come to consensus on the types of questions and level of detail to be addressed through the needs assessment victim interviews. Service providers in Los Angeles assist crime victims who speak a wide range of languages and experience a variety of crime types, which made it difficult to narrow the scope of both the network and the needs assessment. The research and evaluation budget could not cover all of the research topics that the partners originally wanted to explore because of the wide range of diverse communities that the partners serve.

There were also some communication-related challenges, such as a lack of clarity around data-sharing processes, the effects that confidentiality and mandated reporting have on data collection, and who would contribute to writing and reviewing the needs assessment report. The partners were more likely to discuss these challenges at the planning phase than in the implementation phase because the needs assessment was conducted in 2013 and 2014 (Years 1 and 2 of the project). Although there were a few discussions of research challenges during the implementation phase, these partners were reflecting back on challenges during the needs assessment (not new research).

Time

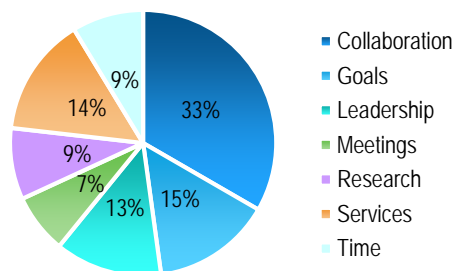
Some of the partners stated that planning took more time than was originally anticipated (3 percent). They described the planning as a slow process because it took a great deal of time to build relationships among the partners, design and implement the needs assessment, and obtain approvals from OVC to move forward.



Lessons Learned

The network partners discussed seven primary lessons they learned from participating in the Wraparound Network over the five-year interview period that were associated with collaboration, goals, services, leadership, research, time, and meetings.

Lessons Years 1-5



Collaboration

The partners tended to discuss collaboration (33 percent) most frequently. The partners recommended forming a steering committee that represents diverse victim service needs and occupations (e.g., lawyers, case managers) so that there is an in-depth understanding of each part of the service delivery system. Careful thought should be given to who serves as the primary point of contact at each partnering organization. Organizations should choose the direct service providers who are the most knowledgeable about services so that the steering committee can address challenges in implementation effectively. Several partners recommended spending considerable time in the planning phase to build relationships, engage the community, and explain expectations for partnering on the project clearly.

Goals

In terms of goals (15 percent), the partners recommended that other jurisdictions develop “clear and actionable” goals and partner roles very early in the planning process. These goals and roles should “serve the agendas of all of the agencies,” as well as be attainable and within scope. The project leaders should check in with each partner to make sure that they understand the goals of the project and how their organization fits into the network. They suggested discussing “what is the reason for this network? What is the reason for this partnership?” One partner also recommended that networks remember to be flexible and leave room for changing the model as goals and timelines change, or as they gather more information.

Services

The partners shared several lessons associated with victim services (14 percent). First, several partners recommended utilizing the planning phase more effectively to work through service delivery processes. For example, they recommended including and listening carefully to frontline service providers when designing intake and referral processes “because those are the literal implementers of the program, who take the cases on.” Several partners believed that the frontline service providers have the most insight into how to better streamline and manage victim service provision, and thus should be consulted continuously throughout the planning and implementation process to understand “what’s working and what’s not working.” Effectively documenting processes for service provision is a second important lesson learned. Partners stated that the network would have greatly benefited from having more detailed trainings and tools for identifying network clients and documenting which victims were network clients. Third, the partners frequently stated that the network should provide a diverse range of services and multiple entry points to the network. Service providers should be prepared to identify multiple types of victimization and provide appropriate referrals.



Leadership

When discussing lessons associated with leadership (13 percent), several partners observed a distinct difference in project momentum and coordination after a full-time project coordinator was hired. Having a strong project leader, who is dedicated to the project full-time, helped keep the project coordinated, on message, and moving forward. They believed hiring a full-time project leader is especially important when there are a large number of partnering organizations.

"I think having strong leadership is really important. Having whoever is organizing the group be really committed and stable and with really strong leadership skills I think is helpful because when you're working with a lot of organizations, there's a lot of cooks in the kitchen. I think it helps to have a central point person who is really holding it all together and is giving direction."

Research

The partners discussed several lessons associated with research (9 percent). For example, the partners believed that conducting a needs assessment is critical for understanding existing relationships between victim service providers, existing infrastructure, gaps in service, and how those gaps can be filled to better guide implementation and plan the budget. The partners believed that the research component takes a lot of planning and that the local research partner should collaborate closely with the network partners to determine which research methods will work best for the group. For example, the partners learned that it is more difficult to conduct research with crime victims than they expected. One partner recommends clearly explaining the research plan so that partners understand the importance of assisting with data collection.

Time

The partners recommended always keeping in mind that the project will most likely take more time (9 percent) than expected. Several partners were "surprised at the amount of work that is involved with carrying this [project] out," but were happy that they invested the time in the project because "the end product is amazing for survivors in Los Angeles." For example, the partners learned that the meetings, conversations outside of meetings, data collection, and staff time dedicated to planning and implementing the network are important to consider when developing an accurate budget for a project like the WVLAN.

Meetings

The partners shared several lessons associated with meetings (7 percent). Partners believed that having in-person meetings once a month facilitated information sharing and learning about how the partnering organizations functioned. As one partner reflected back on the first few meetings of the project, they stated that they appreciated that the project leader asked each partner to provide a 15-minute presentation on their organization. They thought this was an effective use of the early meetings so that the partners could learn about each other and the services that their organization provides.

Sustainability

Although LAFLA stated that they began thinking about ways to sustain the Wraparound Project in Year 4 (2016) of the project, they did not appear to have a formal sustainability plan in place. During ICF's annual site visit stakeholder interviews, most network partners did not seem to be aware of or involved with developing or implementing a sustainability plan for the project. The partners were confident that the relationships they established and enhanced through the network would be sustained after the project funding ends. They believed that the referral process had



become part of each organization's service delivery model and planned to continue providing and receiving referrals through the network in the future. During Year 6 of the project, a few partners shared that steering committee meetings may not continue without funding, but virtual meetings and referral reminders could help sustain the network.

In Year 6 (2018) of the project, LAFLA received a VOCA grant to support the Wraparound Project's referral process and service provision to clients. By the end of June 2018, all remaining network clients were moved under the VOCA funding. Other network partners also applied for additional funding sources. For example, LACAN received funding from the Los Angeles Homeless Initiative Measure H.

Conclusion

The Los Angeles Wraparound Project had numerous strengths, accomplishments, challenges, and lessons learned throughout the project. The needs assessment revealed victims' needs and challenges with accessing services, including inadequate information and knowledge about available services, discriminatory treatment of minority groups, and fear and stigma experienced by survivors. Based on these results, the partners created a plan to connect and inform victims, victim service providers, and the community through case navigators and expanding the network. The program model that was implemented included a case navigator model, a hotline to use for external network referrals, a resource sheet to allow providers easy access to additional referrals and network partner information, and a local evaluation plan that included client data tracking.

The network had four main goals and met all of them. The first goal of the network was to provide holistic services to victims of crime through internal and external referrals, using a case navigator model and a referral hotline. This goal was met by each partner designating a specific contact person for referrals, by having the project coordinator manage a hotline for victims who were not eligible for network services, and by providing 2,634 services to victims of crime from July 2015 through June 2018. The second goal was to strengthen service provider collaboration. This goal was met by providing multiple professional development trainings, developing a resource list of available services, and adding a new network partner to address an identified gap of elder abuse services. The third goal was to increase the network's impact through outreach to underserved communities. 3.3 percent of victims seen were transgender which was a higher percentage than any other site. 12 percent of their clients identified as LGBTQ during a 6-month period, a majority of the clients were Asian, and approximately 13 percent of survivors from the Los Angeles site had a disability. And finally, the network wanted to evaluate its progress on a continuous basis. This was done by developing a standard data collection Excel sheet where partners tracked their client information on a quarterly basis, and partners shared their clients' and their own experiences with the network bi-annually.

Primary challenges of the project included time constraints, providing services and prioritizing network cases, and the research process. The partners also discussed their lessons learned, having network partners that cover a diverse range of victim service needs, setting clear goals, and having a full-time project coordinator. The biggest strength of the project was the willingness of each partner to build a collaborative network together. The Wraparound Project demonstrated the collaborative's ability to work together effectively by coordinating services amongst almost all of the partners each year. Even as the wraparound project was winding down in 2018, the partners remained interconnected.



CHAPTER 7.

East Texas

Introduction

The Texas Crime Victim Legal Assistance Network (TXCVLAN) program covers 60,000 square miles across East Texas. The grantee, Lone Star Legal Aid (LSLA), began with the goal of ensuring that crime victims have access to free, holistic legal services. LSLA created a collaborative network composed of a local research partner and 22 network partners to address the full range of legal needs experienced by victims of crime.

The East Texas network included a website, as well as network policies and protocols. The network was implemented using a phased rollout approach by geographic zone. LSLA received an initial award of \$399,993 in 2012 and three continuation grants ultimately totaling \$1,199,991,¹ until the project's end date of September 30, 2018.

Historical and Geographic Context

The TXCVLAN project encompasses 72 counties in LSLA's jurisdiction. With a total of 254 counties in Texas, LSLA provides services to one-third of the state. Headquartered in Houston, LSLA's network stretches south from the Gulf of Mexico, north to the Arkansas border, east to the Louisiana border, and west to Waco: approximately 60,000 square miles.² They have branch offices in the following cities: Angleton, Beaumont, Belton, Bryan, Conroe, Galveston, Longview, Nacogdoches, Paris, Texarkana, Tyler, and Waco. While the network includes urban areas like Houston, Waco, and some suburban parts of Austin, 61 of the 72 counties are rural.³

Taken together, these counties are home to roughly 9.97 million people and are marked by substantial racial, ethnic, and cultural heterogeneity. Just under half (45.2 percent) of the population identifies as non-Hispanic white (69.1 percent identify as white of any ethnicity); 30.6 percent as Hispanic (of any race); 16.9 percent as Black; 5.5 percent as Asian; and 8.9 percent as two or more races or something else (including American Indians and Alaska Natives, Pacific Islanders, and those who answered "Something Else").⁴ Moreover, about one-third (31 percent) of the population speak a language other than English in the home, and one-sixth (13.8 percent) are foreign-born. While the area's demographic profile differs significantly from the rest of the country, it is economically on par, with the mean household income (\$82,143) edging out the

¹ Office for Victims of Crime. Retrieved from: https://www.ovc.gov/grants/grant_award_search.html.

² Lone Star Legal Aid. (n/d). About Lone Star Legal Aid. Retrieved from: <https://lonestarlegal.blog/about/fast-facts/>.

³ <https://www.census.gov/quickfacts/fact/table/US/PST045218>. Census Bureau.

⁴ Calculation based off of American Community Survey data. These numbers were obtained by calculating the population-weighted averages of observations across the 72 counties in the network (or household-weighted, where applicable). U.S. Census Bureau. (2018). American Factfinder. Retrieved from: https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_17_5YR_S1902&prodType=table.



mean income of the United States as a whole (\$81,283); 15.81 percent of the population is below the poverty line.

However, there is geographic heterogeneity on these measures. Harris County (where Houston is located) is generally more populous, diverse, and prosperous than the rest of the counties covered by the TXCVLAN project. It is home to roughly 44 percent of the population living in TXCVLAN's project area, and its mean income (\$86,158) is nearly 10 percent greater than the mean income of the project's other counties (\$78,837). Meanwhile, just 30.6 percent of the population in the Harris County area is non-Hispanic white; for the rest of the project area, this figure stands at more than 57 percent. Clearly, the TXCVLAN area not only covers an extremely broad geographical area, but also a broad variety of different social and economic contexts.

In terms of the area's experience with crime, it is unfortunately difficult to obtain data reflecting the crime rate for the entire 72-county area. However, to the degree that it is congruent with the rest of Texas, it is likely to have rates that exceed the national average. Based on the 2017 Uniformed Crime Report, Texas' violent crime rate is 438.9 per 100,000 inhabitants, and its property crime rate is 2,562.6 per 100,000 inhabitants⁵ (both exceed the national average rates of 394 and 2,362.2, respectively).

Although there is an established infrastructure to address the legal and social service needs of victims, a coordinated and collaborative network that spans East Texas is currently missing. The legal aid needs of many counties in East Texas remain underserved.⁶ For instance, LSLA has regional offices that are the *only* legal service organization of their kind in their surrounding area. Additionally, some counties only have part-time victim service coordinators.⁷ According to LSLA, the need in these areas greatly surpasses the number of available resources.

Needs Assessment

The needs assessment, conducted by the site with their research partners, consisted of several key components. Listening sessions⁸ were held in 16 locations, with more than 100 participants across all sessions, to discuss available services, gaps in services (e.g., geographic, cultural, crime type), and high-priority needs for different geographic areas. LSLA interviewed 47 key informants (someone who has specialized knowledge about the victim services in Southeast Texas) to better understand specific agency characteristics, the populations these regions served, and the types of services that are provided. Finally, a web survey was conducted with legal and non-legal victim service providers, as well as victims of crime. The survey was completed by 81 individuals, 13 of whom were crime victims.

⁵ FBI Uniform Crime Reports. (2018). "Crime in the United States 2017." Retrieved from: ucr.fbi.gov/crime-in-the-u.s/2017/crime-in-the-u.s.-2017.

⁶ Explanatory Introductory Memorandum- Requests for Proposals for Legal Aid for the Disabled Relating to Access and Services (Cy Pres) Funds, Texas Access to Justice Foundation, November 1, 2010.

⁷ Lone Star Legal Aid. Retrieved from: lonestarlegal.org.

⁸ Listening sessions are defined as "free-flowing interactive discussion forums facilitated in a comfortable, non-threatening atmosphere" (Marchbanks et al., 2014). Listening sessions have a freestyle flow, rather than the scheduled question format of focus groups. Listening sessions also generally involve larger groups of people (10-20 people per listening session).

Overall, the needs assessment indicated that legal service providers do not have a consistent method of providing legal services to crime victims. Findings showed this impacts the overall experience and availability of services to victims, as well as leads to gaps in addressing victims' needs. The sidebar highlights other key findings, as well as thematic insights gained from the needs assessment. The grantee identified five primary needs to be addressed: (1) allocate additional resources to serve victims of crime; (2) expand the network of legal resources available for referring victims; (3) educate victim service providers about legal needs; (4) create a directory of services; and (5) use a steering committee to enhance communication and collaboration between various types of legal and non-legal service providers.

There were several challenges to completing the needs assessment. Perhaps the biggest challenge was the lack of data collected from victims through the web survey and phone interviews. None of the victims included in data collection had actually received any legal services, and the sample of victims surveyed was extremely small. It was especially challenging to recruit participants in rural areas. Although incentives were offered, they failed to increase participation effectively. There were also the following challenges with the community listening sessions: (1) invitations went out too far in advance, affecting turnout; (2) sessions were held during the summer months when people typically go on vacations; (3) group sizes were either too small (n=4) or too large (n=20+) for fruitful discussion; and (4) certain subgroups did not participate in the sessions (e.g., undocumented immigrants). Despite these challenges, the partners considered the needs assessment to be a success in helping them better understand the needs of crime victims in East Texas.

Needs Assessment Findings

Findings from Victims

- Victims are experiencing more than legal needs. Many are seeking combined services that address legal and non-legal needs, such as employment, housing, and child care.
- Crime victims need help with civil law issues, especially when there is a child involved. A lack of pro bono attorneys in many areas exacerbates this issue.
- There are gaps in services in rural areas, as well as for victims of property crime or identity theft.

Findings from Service Providers

- Victim and legal service providers are underfunded and understaffed.
- The most common legal services requested by crime victims are immigration assistance and family law, including divorce and custody; however, demand is greater than supply.

Insights

- Legal and non-legal service providers are overwhelmed and overburdened. Training is a crucial component sought by many service providers to improve their ability to serve victims of crime.
- Inter-agency communication is lacking. Agencies are not always accountable for the services they are supposed to provide or properly referring victims, and so victims of crime are not being referred or not receiving services.
- Response to different types of crime victims is inconsistent. A lot of services are available and accessible for victims of domestic violence but not for victims of other types of crimes.
- There is a great need for family law services, including divorce and custody issues, as well as a need for assistance with protective orders.

Goals

The grantee and partners used the needs assessment findings to inform the implementation plan and finalize the TXCVLAN's goals. The TXCVLAN specified the following goals in their implementation plan:

1. Legal Services Goal – Maximize existing resources and identify new resources to serve the legal needs of crime victims.



2. Membership Goal – Expand the referral network.
3. Leadership Goal – Create a standing committee for the whole network to enhance communication and collaboration among all stakeholders.
4. Education Goal – Educate victim service providers about the legal needs of crime victims.

Service Delivery Strategy and Implementation

Utilizing the findings from the needs assessment, the grantee developed a new service delivery strategy to address crime victimization and allow them to fulfill their goals. This new strategy consisted of several inter-related components: building infrastructure, building membership and capacity of the network, conducting a phased rollout of services by geographic zones, creating and performing continual maintenance of a web interface for the network, and using evaluation to inform the growth and development of the network. In March 2015, the grantee received formal approval from OVC for implementation. In this section, we outline each of the steps taken during implementation and compare them to the original implementation plan.

1. Building Network Infrastructure

THE PLAN: The overarching goal of this component was to create a cohesive, collaborative, and coordinated referral system through a culture of information sharing. To do this, three objectives were set: (1) build a network and establish an intra-network referral process, (2) create a network application, and (3) begin tracking data. To meet the first objective, the grantee hoped to develop an intake process. To gain entry to the network, the grantee intended for victims to apply for services from any network partner agency. Once that partner evaluated the needs of the victim, the victim would either be assisted by that partner or referred to another appropriate partner within the network. Though intra-network referrals would not guarantee services, they would help to avoid inappropriate and excessive referrals through collaboration and coordination. With this model, the burden of seeking services would shift from the victim to the service provider, reducing the number of times a victim is further victimized by having to tell their story numerous times to various providers.

The network application, in addition to supplying primary partners with the basic eligibility-based information required for most grant-funded programs, would include both the consent to refer authorization form and the network pre-screening form. The consent to refer authorization form would permit partners to share the victim's application with other partner organizations in the network. The network pre-screening form would collect basic information necessary to determine conflicts of interest and consequently allow attorneys to comply with professional ethics rules.

The referring partner would forward the network application to the receiving legal service partner if the referral was accepted. If a referral was rejected, the referring partner would match the victim with another partner agency. For network partners that provide non-legal services, the referring agency would simply need to send the completed network application, as there would not be any ethical or conflict of interest considerations.

Moreover, the project planned for partners to be responsible for tracking data on the unique number of applicants referred to and by other organizations, as well as the number of unique legal services provided to applicants referred via the new referral process. This data would then be used by the research partner (Texas A&M Public Policy Research



Institute) and grantee to evaluate how the new referral process was used, as well as how it affected victims and their access to services.

IMPLEMENTATION: In 2015, the steering committee and project staff developed the network application, consent to refer form, and pre-screening form. Throughout the project, network staff continued to review ways to improve the established protocols and forms and developed a training to teach partners about the intra-network referral process. Despite the development of these resources, many partners continued to use their own forms.

Throughout the data collection period, Texas made 991 referrals. The majority (62.4 percent) were for direct services. The number of referrals peaked in January-June 2017, when 334 referrals were made, about two-thirds of which were for direct services. Toward the end of the data collection period (July 2017-June 2018), a greater number of intra-network referrals were made, reducing the gap between direct services and intra-network referrals.

2. Building Network Membership and Capacity

THE PLAN: The grantee sought to expand the network through connections and outreach with current partners on the project. Though the network's primary focus is on the provision of legal services, the grantee hoped to ensure the network included a diverse array of victim service providers and maintained the capacity to address the full range of victim needs. To this end, the network was to be open to both legal and non-legal service providers, with the former considered "primary partners" and the latter considered "associate partners."⁹ The only membership restriction was that potential members needed to serve crime victim clients in any place within the network's geographic area.

Eligible organizations would be able to acquire network membership by filling out a network partner information form where they share information about their service area, eligibility, and contact information and sign a memorandum of understanding (MOU) that clearly list the expectations of both the network partner and the grantee agency surrounding the referral process and protecting victim privacy as well as expectations for data tracking¹⁰.

Network membership was designed not only to assist victims of crime, but also to benefit organizations that are part of this field. The primary benefit is allowing organizations to more effectively assist clients by having access to the referral network. Network membership, which is itself free, also comes with free trainings and educational materials.

IMPLEMENTATION: Between November 2016 and June 2018, there were roughly 15-30 referrals per month among the 22 partners (both legal and non-legal victim service providers) and 613 services were provided to victims. These services included housing, employment, immigration, divorce, property, protection, financial, enforcing crime victims' rights, civil legal aid, and family law. The three most common services provided centered

⁹ For example, legal partners may include legal aid organizations, nonprofit organizations with licensed attorneys on staff, pro bono programs operating within local or specialty bar associations, county and district attorneys' offices that provide assistance with protective orders, and university law school legal clinics. Non-legal partners may include rape crisis centers, domestic violence shelters, victim assistance offices affiliated with law enforcement and prosecutor's offices, organizations assisting special populations (e.g., the elderly, homeless people, children, veterans, the LGBTQ community), and government offices.

¹⁰ The MOU for legal partners included a requirement to track data and referrals during implementation; this was not a requirement for non-legal providers.

on domestic/family services. The most common service offered was family law, which was provided to 150 victims (comprising 24.4 percent of all services provided to Texas victims). The second most common service offered was custody services, which was provided to 145 victims (comprising 23.7 percent of all services provided). Finally, the third most common service provided was divorce assistance, which was provided to 116 victims (comprising 18.9 percent of all services provided). Only one individual received employment services.

There were challenges in implementing the process in the way originally envisioned. Instead of network partners regularly exchanging referrals amongst themselves using the website, they typically sent referrals to the grantee who would then complete the assessment and provide a referral to the matching partner. By May 2018, many network partners still reported sending referrals straight to the grantee agency so that LSLA staff could refer the case out appropriately.

Over the course of implementation, the process for tracking referrals shifted. From the beginning of the project, the grantee was the only agency tracking referrals. The following elements were tracked: victimization type and corresponding services needed, names of agencies to and from which referrals were sent,¹¹ and whether cases were accepted at the agency receiving the referral. In March 2017, OVC instructed the grantee and legal partners to track and report their referrals backdated to January 2017.

3. Multi-Phased Rollout of Network Services by Geographic Zone

THE PLAN: LSLA divided the geographic region included in the project into network zones based on the characteristics of the zone (e.g., rural versus urban population, underserved population). These zones were selected for the new referral network because of their lack of existing network capacity. Because of the large area these zones comprise, the geographic service areas were divided into 7 smaller geographic areas consisting of 8-12 counties each. The zones¹² and their corresponding counties are listed below:

- Zone 1: Brazoria, Chambers, Colorado, Fort Bend, Galveston, Harris, Matagorda, Wharton
- Zone 2: Austin, Brazos, Burleson, Fayette, Grimes, Lee, Leon, Madison, Robertson, Washington
- Zone 3: Hardin, Jefferson, Liberty, Montgomery, Orange, Polk, San Jacinto, Trinity, Walker, Waller
- Zone 4: Bell, Bosque, Coryell, Falls, Freestone, Hamilton, Hill, Lampasas, Limestone, McLennan, Milam, Navarro
- Zone 5: Anderson, Angelina, Cherokee, Houston, Jasper, Nacogdoches, Newton, Sabine, San Augustine, Shelby, Tyler
- Zone 6: Camp, Gregg, Harrison, Henderson, Marion, Panola, Rains, Rusk, Smith, Upshur, Van Zandt, Wood
- Zone 7: Bowie, Cass, Delta, Franklin, Hopkins, Lamar, Morris, Red River, Titus

¹² The zones and their corresponding counties were taken from Appendix D of the LSLA implementation plan.

Pilots: The grantee planned for implementation of the new referral network to start with the strategic regional rollout of three “pilot” launches spanning Zones 1, 2, and 3. These pilots were based on both geographic region and type of crime victim, and were organized as follows:

- A pilot project for victims of human trafficking in four urban counties: Fort Bend, Galveston, Harris, and Montgomery¹³
- A pilot project for battered immigrant women in Harris County,¹⁴ the most populous county in Texas and the third most populous county in the United States¹⁵
- A pilot project for victims seeking services in a rural setting in the Brazos Valley region¹⁶

These pilots were to include an assessment of network policies, procedures, and protocols created according to the service strengths and weaknesses of existing primary partners (e.g., certain regions may have no trouble referring victims of domestic violence but struggle with referring victims of human trafficking). The pilots were to be launched in Houston or the greater Houston metro area (Zones 1, 2, and 3), which is where the network service areas would begin with full implementation. This service area also holds the largest number and most diverse range of victim service providers among all network zones, which would facilitate piloting in service areas that have a high volume of clients in need and thus a great need for collaboration among providers.

The pilot launches were to begin when referrals were actively being made among partners in the piloting areas. All three pilots were to launch simultaneously and go through a three-month period of observation by the grantee and steering committee. From the piloting experience, the network could proceed by expanding to all seven zones. Network implementation launches were planned to occur gradually, as more partners joined the network from the seven zones.

IMPLEMENTATION: The pilot phase of the project officially began in November 2015 with the gradual rollout of pilot projects in two of the three planned zones. These zones were officially considered to be in the pilot phase once they began referring clients for services through the network. Although the implementation plan called for three pilot sites and launches, the human trafficking and battered immigrant women pilots blended together into a general piloting in the greater Houston area, and the third pilot in Brazos Valley never launched due to the grantee having troubles connecting with the few providers in the area.

As part of the pilot phase, the grantee prepared for full implementation of the new referral process by networking with organizations in the identified pilot areas to build connections for potential partners and raise awareness of the project. Leading up to the pilot the grantee hired a full-time staff attorney and paralegal, and in the two months following the pilot's start, the grantee added on two new legal partners to the network. Initially, the staff attorney worked to build network infrastructure and conduct outreach to inform organizations of this project. During the rollout of the plan, the staff attorney maintained her own caseload of crime victims who could not be served by current LSLA staff.

¹³ These counties are part of Zone 1 (Fort Bend, Galveston, Harris) and Zone 3 (Montgomery).

¹⁴ Harris County is part of Zone 1.

¹⁵ Based on the 2010 Census.

¹⁶ The Brazos Valley region includes Brazos, Burleson, and Robertson counties, which are part of Zone 2.

Mirroring the difficulties with setting up the third pilot, the grantee experienced challenges in expanding the project to all seven zones. By the end of 2016, the project had begun implementation in Zones 1, 2, and 3 and was successful in expanding the network. The grantee continued adding new legal and non-legal partners and attended meetings of other service provider networks in the area in order to meet potential new partners and promote TXCVLAN. The network expanded to Zones 4 through 7 in February 2018, after receiving separate grant funding that allowed for the placement of victim-centered attorneys in these areas. Difficulties in expanding the project mainly stemmed from the rural nature of the other zones and the consequent lack of many providers in these zones.

4. Creating a Network-Community Interface (Website)

THE PLAN: The grantee planned to establish a network website with both a crime victim portal and a network partner portal. The goal of the website was to craft a public venue by which victim service information was available to (1) victims seeking services, and (2) service providers looking to make targeted and appropriate referrals to better serve victims. The website was thought to be a cost-efficient way of distributing resources, membership information, and a comprehensive directory of victim service providers.

The website's content was to differ for the public-facing victim portal and the securely accessed (via username and password) service provider portal. The victim portal would provide victims' rights and self-help information, a directory of providers, and information on services provided at each organization. The network partner portal would contain a profile for each network partner that included a representative's contact information for referrals, as well as information regarding eligibility and current referral status information (e.g., "caseload is currently full" or "not accepting new cases until after the new year"). Each organization would be responsible for maintaining their own profile. This portal was also to contain training resources, protocols (e.g., network referral forms, client confidentiality forms, pre-screening forms) and other information for service providers.

IMPLEMENTATION: The project director oversaw the development of the website and created user accounts for each partner. The Texas Network-Community Interface—*Texasvictimnetwork.org*—soft launched in October 2016 internally amongst network partners. By December 2016, staff had completed a demonstration on the website for all network partners on how to use the website, and several individual trainings for partners who requested more guidance or who joined the network after the training. During this presentation, staff received feedback and encouraged the attendees to update and maintain their profiles.

Throughout 2017, the grantee continued to promote the website to the service provider community at several conferences (e.g., 2017 Equal Justice Conference) and meetings (e.g., local task force meetings) in order to spread awareness and recruit more potential partners. Feedback from network partners indicated that these website trainings were generally very helpful, well-attended, and well-received. The grantee also worked throughout implementation to expand the resources and capabilities of the website to improve the network's capability to facilitate more targeted referrals effectively.

The grantee experienced several challenges associated with the website. For example, it was challenging for some partners to maintain current and accurate user profiles and some partners worried that funders could see the contents of the user profiles despite assurances from the grantee that only other network partners had access. The referral application on the website was also lengthy, so partners preferred calling to make the

referral. The grantee hoped that as new members signed on, they would begin to use the website directory. In May 2017, the grantee noted they were unable to track referrals but could track usage rates (e.g., logins and updates to profiles) with Google analytics. Their usage rate increased from the 60s in previous months to 100 in May 2017, which indicated more traffic to the site. In the final year, the grantee concluded that while the website was not an effective strategy for increasing network referrals, it could serve as a valuable resource for smaller or rural agencies that may not have a well-established relationship with network providers or a protocol for referrals.

Substantial delays also occurred before the website was shared with the public. Prior to the public launch, the grantee worked with a graphic designer to develop a network logo. This proved to be immensely challenging and time intensive. The grantee wanted the logo to be unique while conveying the full scope and themes of the network (in contrast to being associated with LSLA), but including all of these attributes was found to be difficult and, at the end of the project period, a logo had not been finalized.

Local Research Activities

The local research partner, Texas A&M University, conducted their first of two focus groups in May 2017. The discussion centered on gaining partners' feedback on the effectiveness of the referral process and the network website. The research partner collected and coded the focus group data and shared the findings with the partners during the network partner meeting on June 26, 2017. Texas A&M University conducted the second focus group in November 2017. Eleven partners attended and discussed issues raised at the May focus group, with a focus on finding solutions to problems and making recommendations. The partners reported that they felt the focus group provided a good opportunity to provide feedback on the project and network with other partners, but many expressed disappointment that the discussions were not followed up by concrete changes. This sentiment was not shared by the grantee, who discussed changes that were being planned or in the works based on the findings (e.g., changes to the directory and holding quarterly meetings with the partners to share information about the network development and trajectory).

GOAL THEME	PROCESS/OUTCOME	Goal Accomplished?
Legal Services: Maximize existing resources and identify new resources to serve the legal needs of crime victims.	<ul style="list-style-type: none"> In 2015, the TXCVLAN received one three-year legal assistance grant from the Office on Violence Against Women to extend the network to Zone 3 and a one-year statewide sexual assault grant to add several new state attorney positions throughout the service area to boost capacity. In 2016, LSLA received state-based VOCA funding to support the TXCVLAN, enhance the referral directory and make it more user friendly, and hire approximately 35 new legal staff. This includes placement of six attorneys at LSLA's remote branch offices. In 2017, LSLA applied for funding from OVC to improve and expand the website. They also applied and received a two-year cycle of state-based VOCA funding, which was used to expand the network to Zones 4 through 7. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

Membership Goal: Expand the referral network.	<ul style="list-style-type: none"> ▪ The grantee created a website, www.TexasVictimNetwork.org, which launched in October 2016. The website was designed to be accessible to both victims and victim service providers. The grantee conducted multiple trainings with network partners on how to use the website. ▪ In 2015, the steering committee developed referral protocols and forms to facilitate intranetwork referral processes (e.g., Network Application, Consent to Refer form, Pre-Screening form). ▪ By the end of 2016, the network expanded to Zones 1, 2, and 3. ▪ By February 2018, the network expanded to Zones 4 through 7. ▪ By February 2018, there were 22 partners, including legal and non-legal victim service providers. ▪ From Nov 2016 through June 2018, roughly 15-30 referrals per month among the 22 partners with more than 613 services provided to victims. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Leadership Goal: Create a standing committee for the whole network to enhance communication and collaboration among all stakeholders.	<ul style="list-style-type: none"> ▪ A steering committee consisting of 11 network partners convened monthly between 2012 and 2018. ▪ In 2018, started quarterly network meetings for the partners 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Education Goal: Educate victim service providers about legal needs of crime victims.	<ul style="list-style-type: none"> ▪ Network membership comes with free trainings and educational materials for partners. ▪ Provided educational and training resources on the website for providers. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

Network Membership & Roles

When this project began, the steering committee had 11 members: LSLA, the Texas Legal Services Center, the University of Houston Law Center, the Catholic Charities Cabrini Center, YMCA International Services, the Texas Access to Justice Foundation, the Texas Department of Public Safety Victim Services Program, the Houston Mayor's Crime Victims Office, the Alabama-Coushatta Tribe of Texas Social Services Department, the Poverty Law Section of the State Bar of Texas, and the Texas Access to Justice Commission. LSLA also included two research partners, Sam Houston University and the Texas A&M Public Policy Research Institute, for their local research partnership. Table 1 provides an overview of each partnering organization and their project roles.

Organizational-Level Changes in Network Membership

The project experienced numerous changes in membership among partnering organizations. In November 2013, the Texas Access to Justice Commission left the network due to limited staff. In January 2014, the Harris County Domestic Violence Coordinating Council joined the steering committee. In September 2014, Sam Houston University left the project, following completion of



the Phase 1 needs assessment. Seven new partners joined the network in 2015, five in 2017, and one in early 2018. Two organizations disengaged from the project in 2015 and two disengaged in 2018 due to staff turnover within the organizations. In some cases, the organization did not hire a new staff member. In other cases, their replacement was never integrated into the project. Both situations caused the organizations to disengage from the network. This resulted in 23 total network partners (including the research partner) as of January 2019, the conclusion of the evaluation.

Staff-Level Changes in Network Membership

There were also several shifts in staff members participating in network activities throughout the project. LSLA transitioned project directors in 2014 and added three new project staff in 2016. Over the course of the project, 13 partners changed their network representatives: the Texas Access to Justice Commission in 2013; the Texas Legal Services Center in 2014; the Catholic Charities Cabrini Center, the Alabama-Coushatta Tribe of Texas Social Services Department, and the Poverty Law Section of the State Bar of Texas in 2015; the Texas Legal Services Center, the Texas Access to Justice Foundation, YMCA International Services, Aid to Victims of Domestic Abuse, and the South Texas College of Law Legal Clinic in 2016; the Tahirih Justice Center in 2017; and Boat People SOS, the Houston Mayor's Crime Victims Office, and Family Services of Southeast Texas in 2018.

Partner Roles

Throughout the project, the grantee categorized network partners in various ways. Originally, network partners were referred to as either primary or associate partners, with primary partners being legal organizations and associate partners being other organizations, including non-legal service providers. LSLA since adapted their terminology and simply refer to the partners as legal partners or non-legal partners. Similarly, LSLA makes a distinction between members of the steering committee (which has representatives from both legal and non-legal partners) and the non-steering committee.

The project director and project supervisor at LSLA led the TXCVLAN project. The project director dedicated 70 percent of their time in 2012, 100 percent of their time in 2013-2016, 90 percent of their time in 2017, and 10 percent of their time in 2018 to managing the grant, creating budgets and timelines, leading steering committee meetings, and coordinating activities. The project supervisor spent 20-30 percent of their time overseeing the project. A staff attorney and paralegal dedicated 100 percent of their time to the project in 2016-2018 by providing legal services. In 2016 and 2017, a legal fellow dedicated 40-50 percent of their time to providing legal services.

Eight network partners had one or two staff members supporting the project, five network partners had three to five staff members supporting the project, and four network partners had six or more staff members supporting the project.¹⁷ The steering committee members contributed to planning implementation, assisting with needs assessment data collection and review of findings, providing and receiving referrals, and providing victim services. The primary role of the network partners who did not serve on the steering committee was to provide and receive referrals, as well as provide legal and non-legal victim services. Most of the partners reported that they dedicated approximately 5 percent of their time to supporting the TXCVLAN project.

¹⁷ ICF was unable to interview each partner in the network and did not have access to other documentation that provided the total number of staff members at each partnering organization who supported the project or their time dedicated to the project.

Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

ORGANIZATION	LOCATION	DESCRIPTION	MEMBER ROLE
1. Lone Star Legal Aid	Houston, Texas (Headquarters); 12 Branch Offices in Texas; 4 Counties in Arkansas	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Legal <i>Service Area:</i> 72 eastern and Gulf Coast regions of Texas and 4 counties in Arkansas <i>Client Types:</i> Low-income and underserved populations, including children, veterans, seniors, people with disabilities, and homeless people <i>Service Types:</i> Free advocacy, civil and criminal legal representation, and community education in the following areas: <ul style="list-style-type: none"> Family law, welfare and income assistance, public education law, housing, health care, consumer law, employment, neighborhood disputes, juvenile issues, taxes, and other miscellaneous types of cases, including human trafficking and certain immigration issues <i>Joined Wraparound Project:</i> 2012 	<input checked="" type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
2. Texas A&M Public Policy Research Institute	College Station, Texas	<ul style="list-style-type: none"> University <i>Organization Type:</i> Other <i>Service Area:</i> N/A <i>Client Types:</i> N/A <i>Service Types:</i> <ul style="list-style-type: none"> Conducts local, state, regional, and national research and evaluation Focuses: Government, education, public health, substance abuse, workforce, aging, and child and family well-being <i>Joined Wraparound Project:</i> 2012 	<input type="checkbox"/> Grantee <input type="checkbox"/> Steering <input type="checkbox"/> Network <input checked="" type="checkbox"/> Research Partner
3. Texas Legal Services Center	Austin, Texas (Headquarters)	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Legal <i>Service Area:</i> State of Texas <i>Client Types:</i> Low-income individuals, families, rural populations, crime victims, veterans, and elderly populations in Texas <i>Service Types:</i> <ul style="list-style-type: none"> Assistance (including trainings and material dissemination) to law advocates and clients Free legal advice, assistance, and representation for violent crime victims, as well as safety planning Legal assistance, legal referrals, hotlines, family law clinics in rural areas, education about victims' rights, and pension rights <i>Joined Wraparound Project:</i> 2012 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
4. University of Houston Law Center	Houston, Texas	<ul style="list-style-type: none"> University <i>Organization Type:</i> Legal <i>Service Area:</i> Houston, Texas <i>Client Types:</i> All <i>Service Types:</i> <ul style="list-style-type: none"> Law clinics: civil, criminal, domestic violence, immigration, mediation, and transactional <i>Joined Wraparound Project:</i> 2012 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner



Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

5. Catholic Charities Cabrini Center	Houston (Headquarters) and Richmond, Texas	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Victim services and legal ▪ <i>Service Area:</i> 10 southeastern Texas counties ▪ <i>Client Types:</i> Immigrants and refugees, victims of human trafficking, those separated from their families, and those who fear persecution in their country of origin ▪ <i>Service Types:</i> <ul style="list-style-type: none"> ○ Low-cost and pro bono civil legal services ○ Outreach, legal assessment and counseling, citizen application assistance, legal representation, and advocacy ▪ <i>Joined Wraparound Project:</i> 2012 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
6. YMCA International Services	Houston, Texas	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Victim services and legal ▪ <i>Service Area:</i> Houston, Texas ▪ <i>Client Types:</i> Refugees, asylees, victims of human trafficking, domestic violence victims, special immigrant visa holders, parolees, and detainees ▪ <i>Service Types:</i> Civil legal services, immigration legal services, free legal representation and civic education classes for citizenship, and refugee employment and scholarship assistance ▪ <i>Joined Wraparound Project:</i> 2012 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
7. Texas Access to Justice Foundation	Austin, Texas (Headquarters)	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Legal ▪ <i>Service Area:</i> State of Texas ▪ <i>Client Types:</i> Nonprofit organization grantees that serve low-income Texans ▪ <i>Service Types:</i> Funding for free legal aid to low-income populations in Texas <ul style="list-style-type: none"> ○ Administers the following funds: Interest on Lawyers Trust Account, Basic Civil Legal Services, Deferred Action on Childhood Arrivals, Crime Victims Civil Legal Services, Legal Aid to Survivors of Sexual Assault, and Legal Aid to Communities and Households ▪ <i>Joined Wraparound Project:</i> 2012 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
8. Texas Department of Public Safety Victim Services Program	Austin, Texas (Headquarters) and Counselors in All 6 Texas Regions	<ul style="list-style-type: none"> ▪ State agency ▪ <i>Organization Type:</i> Government ▪ <i>Service Area:</i> State of Texas ▪ <i>Client Types:</i> Victims of crime and their families ▪ <i>Service Types:</i> <ul style="list-style-type: none"> ○ Status of case information ○ Arrest notification ○ Court accompaniment ○ Information and referrals to social service providers ○ Notification and assistance in filing for crime victim compensation ○ Assistance with evidence return ○ Counseling (through licensed mental health professions) ○ Crisis intervention ▪ <i>Joined Wraparound Project:</i> 2012 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner

Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

9. Harris County Domestic Violence Coordinating Council	Houston, Texas	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Other ▪ <i>Service Area:</i> Harris County ▪ <i>Client Types:</i> Non-profit, law enforcement, medical, educational organizations ▪ <i>Service Types:</i> Increase collaboration to reduce and prevent domestic violence <ul style="list-style-type: none"> ○ Organized committees with focuses on policy, legal services, Title IX, adult violent death review, and multi-faith advocacy ○ Provide Training and Technical Assistance ▪ <i>Joined Wraparound Project:</i> 2014 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
10. Aid to Victims of Domestic Abuse	Harris and Fort Bend Counties	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Victim services and legal ▪ <i>Service Area:</i> Harris and Fort Bend Counties ▪ <i>Client Types:</i> Victims of domestic abuse ▪ <i>Service Types:</i> Advocacy, safety planning, counseling and outreach, battering intervention and prevention, and legal representation ▪ <i>Joined Wraparound Project:</i> 2015 	<input type="checkbox"/> Grantee <input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
11. Montgomery County Women's Center	Conroe and the Woodlands, Texas	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Victim services and legal ▪ <i>Service Area:</i> Montgomery and surrounding counties ▪ <i>Client Types:</i> Survivors of family violence, sexual assault, and stalking ▪ <i>Service Types:</i> <ul style="list-style-type: none"> ○ Residential programs, including emergency shelter and transitional housing ○ Community and school-based educational outreach programs ○ Legal services ○ Domestic violence and sexual assault advocacy ○ Individual counseling and support groups ○ Crisis intervention ▪ <i>Joined Wraparound Project:</i> 2015 	<input type="checkbox"/> Grantee <input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
12. South Texas College of Law Legal Clinic	Houston, Texas	<ul style="list-style-type: none"> ▪ University ▪ <i>Organization Type:</i> Legal ▪ <i>Service Area:</i> Houston, Texas ▪ <i>Client Types:</i> Under-represented populations ▪ <i>Service Types:</i> 19 direct service clinics <ul style="list-style-type: none"> ○ Civil Practice Clinics – Family law, probate, guardianship, veterans, estate planning, and access to justice ○ Externship Clinics – Criminal process, hospital law, government process, judicial process, public interest, government process, and international process ○ Specialized Services – Asylum and human trafficking, domestic violence, immigration, actual innocence, and child welfare ▪ <i>Joined Wraparound Project:</i> 2015 	<input type="checkbox"/> Grantee <input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner

Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

13. Tahirih Justice Center	Houston, Texas	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Legal <i>Service Area:</i> Houston and Galveston Areas <i>Client Types:</i> Immigrant women and girls, and victims of gender and sexual violence <i>Service Types:</i> <ul style="list-style-type: none"> Free legal and direct legal services and social services, including family immigration and civil legal services, referrals to social services, and protection against forced marriage <i>Joined Wraparound Project:</i> 2015 	<input type="checkbox"/> Grantee <input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
14. Houston Area Women's Center	Houston, Texas	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Victim services <i>Service Area:</i> Houston Area; hotline available to all <i>Client Types:</i> Victims of sexual and domestic violence, including sexual assault, incest, sexual abuse, sexual harassment, and sex trafficking; victims of dating violence; and children who witnessed domestic violence <i>Service Types:</i> <ul style="list-style-type: none"> Shelter, counseling, advocacy, support, 24-hour hotline, and children's court services <i>Joined Wraparound Project:</i> 2015 	<input type="checkbox"/> Grantee <input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
15. Montgomery County Sheriff's Office Victim Services Unit	Conroe, Texas	<ul style="list-style-type: none"> Law enforcement agency <i>Organization Type:</i> Criminal justice and victim services <i>Service Area:</i> Montgomery County <i>Client Types:</i> Victims of crime <i>Service Types:</i> <ul style="list-style-type: none"> Free services, including victim compensation, protective orders, filing charges, and providing safety plans <i>Joined Wraparound Project:</i> 2015 	<input type="checkbox"/> Grantee <input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
16. The Landing	Houston, Texas	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Victim services <i>Service Area:</i> Houston, Texas <i>Client Types:</i> Victims of human and sex trafficking <i>Service Types:</i> Counseling; case management; referrals; outreach; job search support; food, clothes, and hygiene; transportation assistance; mentoring; resting rooms; lockers; and computer access and phone usage <i>Joined Wraparound Project:</i> 2017 	<input type="checkbox"/> Grantee <input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
17. Daya	Houston, Texas	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Victim services <i>Service Area:</i> Greater Houston Area <i>Client Types:</i> South Asian survivors of domestic and sexual violence <i>Service Types:</i> Culturally and linguistically sensitive case management, crisis intervention, long-term mental health treatment, safety and protection assistance, legal consultation and representation, and financial assistance <i>Joined Wraparound Project:</i> 2017 	<input type="checkbox"/> Grantee <input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
18. Sexual Assault & Abuse Free Environment House	Huntsville, Trinity, and Livingston, Texas	<ul style="list-style-type: none"> Nonprofit organization <i>Organization Type:</i> Victim services 	<input type="checkbox"/> Grantee <input type="checkbox"/> Steering



Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

		<ul style="list-style-type: none"> ▪ <i>Service Area:</i> Walker, Polk, Trinity, and San Jacinto Counties ▪ <i>Client Types:</i> Victims of family violence and sexual assault ▪ <i>Service Types:</i> Crisis intervention, advocacy, and support <ul style="list-style-type: none"> ○ Family Violence – Shelter, basic living essentials, accompaniment, legal advocacy, referrals, empowerment resources, individual and group advocacy, and support services for secondary victims ○ Sexual Assault – Personal accompaniment, support services for significant others, safety planning, individual and group advocacy, emergency lodging and transportation, and crisis intervention ▪ <i>Joined Wraparound Project:</i> 2017 	<input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
19. Family Time Crisis and Counseling Center	Humble, Texas	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Victim services ▪ <i>Service Area:</i> Humble, Texas ▪ <i>Client Types:</i> Families and individuals in crisis ▪ <i>Service Types:</i> <ul style="list-style-type: none"> ○ Shelter Program – Emergency shelter for abuse victims, case management, individual and group counseling, legal advocacy, childcare, and transportation ○ Thrift Shop – Vouchers for shelter residents ○ Advocacy – Crisis hotline, referrals, community education, victim accompaniment, and protection order assistance ○ Non-Residential Counseling Center – Free counseling for victims, legal advocacy, and case management ▪ <i>Joined Wraparound Project:</i> 2017 	<input type="checkbox"/> Grantee <input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
20. Family Services of Southeast Texas	Beaumont, Texas (Headquarters)	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Victim services ▪ <i>Service Area:</i> Jefferson, Orange, Hardin, Tyler, Jasper, and Newton Counties ▪ <i>Client Types:</i> Families and individuals in crisis ▪ <i>Service Types:</i> Counseling services, shelter services, education, and advocacy ▪ <i>Joined Wraparound Project:</i> 2017 	<input type="checkbox"/> Grantee <input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
21. Resource and Crisis Center of Galveston	Galveston, Texas	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Victim services ▪ <i>Service Area:</i> Galveston, Texas ▪ <i>Client Types:</i> Victims of family and sexual violence, and children in foster care ▪ <i>Service Types:</i> <ul style="list-style-type: none"> ○ 24-hour hotline ○ Shelter ○ Group and individual counseling services, peer support groups, and crisis intervention ○ Case management and safety planning ○ Career and advocacy services ○ Children and youth services ○ Legal services, such as protective orders and divorce ○ Medical and court accompaniment ○ Court appointed special advocates ▪ <i>Joined Wraparound Project:</i> 2018 	<input type="checkbox"/> Grantee <input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner



Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

22. Montgomery County District Attorney's Office ¹⁸	Conroe, Texas	<ul style="list-style-type: none"> State agency <i>Organization Type:</i> Criminal Justice <i>Service Area:</i> Conroe, Texas <i>Client Types:</i> N/A <i>Service Types:</i> Prosecution of felony and misdemeanor offenses, as well as education, training, and 24-hour support for local law enforcement <ul style="list-style-type: none"> The Victim Witness Division offers specialized assistance to crime victims throughout the court process (e.g., information, resources, referrals) <i>Joined Wraparound Project:</i> 2018 	<input type="checkbox"/> Grantee <input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
Inactive Partners			
23. Sam Houston State University	Huntsville, Texas	<ul style="list-style-type: none"> University <i>Organization Type:</i> Other <i>Service Area:</i> N/A <i>Client Types:</i> N/A <i>Service Types:</i> <ul style="list-style-type: none"> Conducts local, state, regional, and national research and evaluation Focuses: Government, education, public health, substance abuse, workforce, aging, and child and family well-being <i>Joined Wraparound Project:</i> 2012-2014 	<input type="checkbox"/> Grantee <input type="checkbox"/> Steering <input type="checkbox"/> Network <input checked="" type="checkbox"/> Research Partner
24. Alabama-Coushatta Tribe of Texas Social Services Department	Livingston, Texas	<ul style="list-style-type: none"> Tribal social services department <i>Organization Type:</i> Victim services <i>Service Area:</i> Tribal land (10,200 acres in East Texas) <i>Client Types:</i> Tribal children <i>Service Types:</i> Low-income family assistance and working with tribal court <i>Joined Wraparound Project:</i> 2012 <i>Became Inactive:</i> March 2015 (due to staff turnover) 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
25. Houston Mayor's Crime Victims Office	Houston, Texas	<ul style="list-style-type: none"> City agency <i>Organization Type:</i> Government <i>Service Area:</i> Houston, Texas <i>Client Types:</i> Victims of crime <i>Service Types:</i> <ul style="list-style-type: none"> Community education and awareness Referrals to victim support organizations Court accompaniment Legislative advocacy Crime victim compensation applications Information on appeals, probation, and parole Update on the status of the criminal case Information on law enforcement and legal procedures <i>Joined Wraparound Project:</i> 2012 <i>Became Inactive:</i> 2018 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner

¹⁸ One new active partner was added to the network in December 2018, but information about which organization was added is unavailable.

Evaluation of OVC's Wraparound Victim Legal Assistance Network Demonstration

26. Poverty Law Section of the State Bar of Texas	Austin, Texas (State Bar Headquarters) Poverty Law Officers in El Paso, Lubbock, Dallas, and Edinburgh, Texas	<ul style="list-style-type: none"> ▪ State agency ▪ <i>Organization Type:</i> Legal and government ▪ <i>Service Area:</i> State of Texas ▪ <i>Client Types:</i> Low-income Texans ▪ <i>Service Types:</i> Poverty law-related matters such as housing issues, family law, and access to health care ▪ <i>Joined Wraparound Project:</i> 2012 ▪ <i>Became Inactive:</i> May 2015 (due to staff turnover) 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
27. Texas Access to Justice Commission	Austin, Texas (Headquarters)	<ul style="list-style-type: none"> ▪ State agency ▪ <i>Organization Type:</i> Legal and government ▪ <i>Service Area:</i> State of Texas ▪ <i>Client Types:</i> Low-income Texans ▪ <i>Service Types:</i> <ul style="list-style-type: none"> ○ Policy initiatives ○ Resource development ○ Awareness and education for the legal community ○ Funds and supports projects and organizations to aid in civil legal cases for low-income individuals and families ▪ <i>Joined Wraparound Project:</i> 2012 ▪ <i>Became Inactive:</i> November 2013 (due to staffing issues) 	<input type="checkbox"/> Grantee <input checked="" type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner
28. Boat People SOS	Houston, Texas	<ul style="list-style-type: none"> ▪ Nonprofit organization ▪ <i>Organization Type:</i> Victim services and legal ▪ <i>Service Area:</i> Harris and surrounding counties ▪ <i>Client Types:</i> Immigrant and refugee families, and low-income families in Vietnamese and other Asian communities ▪ <i>Service Types:</i> <ul style="list-style-type: none"> ○ Communities Against Domestic Violence Program, Sexual Assault Program, and Victims of Exploitation and Trafficking Assistance Program ○ Free or reduced price culturally sensitive legal services in family law, immigration benefits, family sponsorships, permanent residency or U.S. citizenship applications, and other civil legal services ▪ <i>Joined Wraparound Project:</i> 2015 ▪ <i>Became Inactive:</i> 2018 (due to staffing issues) 	<input type="checkbox"/> Grantee <input type="checkbox"/> Steering <input checked="" type="checkbox"/> Network <input type="checkbox"/> Research Partner

Recommended Future Partners

Although the partners saw the potential for adding new partners to the network throughout the project, they purposefully restricted the size of the steering committee to facilitate effective collaboration and ensure the group did not become so large that it was unmanageable. The grantee and steering committee members began recommending new partners to add to the network in 2013. Many of these partners were added to the network over the course of the project (e.g., Aid to Victims of Domestic Abuse, Boat People SOS, South Texas College of Law Legal Clinic, Tahirih Justice Center, Houston Area Women's Center, Daya). The steering committee members recommended adding more partners to the network in the future to provide more holistic and wraparound services (see Figure 1 for a complete list of recommended future partners). It is unclear whether the grantee has continued to invite more organizations to join the network.

Network Steering Committee

The structure and function of the steering committee evolved throughout the course of the project. The steering committee met monthly via conference call. During the planning phase, the steering committee members discussed the development of the implementation plan, the interim findings of the needs assessment report, the web survey for the needs assessment, members' roles and responsibilities during implementation, and the Year 3 application.

In July 2014, at the end of the planning phase, the grantee and research partners convened one in-person, half-day meeting in Houston to discuss the results of the needs assessment and develop the logic model with the steering committee to inform the implementation plan. The grantee and steering committee members reported that the meeting was a success and they greatly appreciated the opportunity to meet in person. While LSLA awaited approval for the implementation plan, between September 2014 and March 2015, steering committee meetings were held less frequently and had lower attendance. During this time, active members were compensated \$200 per quarter. Once LSLA received approval for the implementation plan, steering committee meetings continued to occur on a monthly basis by phone, with the exception of a few cancellations.

Payments also largely stopped following implementation. Only three partners, for example, returned their subaward agreements in 2017 to receive the bulk of the compensation associated with their participation: Aid to Victims of Domestic Abuse, which was paid \$5,000; Boat People SOS, which was paid \$5,000; and YMCA International Services, which was paid \$20,000. The other partners continued to be a part of the project, despite not receiving payments.

The structure of the steering committee was relatively informal, with a general lack of formal rules, bylaws, or structure. The grantee presented the steering committee with project information and

Recommended Future Partners

- American Gateways
- Beacon Law
- Children's Safe Harbor
- Disability Rights Texas
- District Attorney's Office
- Houston County Sheriff's Office
- Houston Immigration Legal Services Collaborative
- Houston Trafficking Rescue Alliance
- Houston Volunteer Lawyers
- Law enforcement agencies
- LGBTQ+-serving organizations
- Medical providers
- Mental health service providers
- Montgomery County Youth Services
- Parents of Murdered Children
- Resource and Crisis Center of Galveston County
- Star of Hope
- Texas Victim Services Association
- Texas Advocacy Project
- Texas Southern Law School
- Thurgood Marshall School of Law
- Youth services

asked for feedback (e.g., to develop the network's referral documents). The steering committee did not use subcommittees or work groups. Although the grantee requested MOUs from all partners, only a few partners signed them. Others never signed the MOU but continued to participate on the steering committee and in the network more broadly. In addition, little appears to have separated steering committee members from other partners, besides the former's greater involvement in shaping the direction of the network; both steering committee and non-steering committee members represented a broad range of different victim service providers and came from across the geographic area where the network was implemented.

Steering Committee Dynamics

During annual interviews with ICF, the steering committee members discussed a variety of strengths and challenges associated with the steering committee's ability to work together. These strengths and challenges were primarily associated with cohesion, communication, staff turnover, leadership, steering committee member engagement, and meetings.

Cohesion & Communication

The steering committee members frequently stated that working together on the steering committee was a positive experience (21 percent). A few partners described the steering committee as cohesive (3 percent). They believed that the group was "respectful" and "helpful." One partner believed that the group was cohesive because they had a common purpose and goal, which facilitated a good working relationship. Another partner appreciated that the group took the time to build relationships and trust at the beginning of the project.

The steering committee members described communication positively (13 percent), stating that they felt well-informed, were comfortable giving feedback, and appreciated that the project leader was open to new ideas. The project leader sent frequent emails with updates in between meetings, which many steering committee members said better prepared them for discussions (e.g., meeting notes, needs assessment data). Consistently sharing information allowed the steering committee members who were unable to attend the meetings to stay updated.

Frequent staff turnover (5 percent) at partnering organizations may have negatively affected steering committee cohesion. It was difficult to continuously integrate new organizational representatives into the steering committee because there was no formal onboarding process. Several partners that replaced former steering committee members from their organization reported feeling that they never had a full understanding of the project's history, goals, activities, tools, or capabilities. As a result, some of the newer members participated less in meetings and project tasks and struggled to understand the project and their role as a partner.

Leadership

The partners discussed the strengths associated with steering committee and project leadership (32 percent) more often than the challenges associated with leadership (1 percent). For example, the project leaders were described as "outstanding," "knowledgeable," and "committed." Several partners stated that the project leaders were very organized, kept the partners informed about project progress, were responsive, and kept the partners engaged and the project moving forward. LSLA was described as the appropriate choice for grantee because it is a large organization that has been

"[The project leader] is awesome. I think that never gets really in reports so much. But the spirit, the ethos, the passion that a particular project leader brings swoops other people into that as well. So it's just not the same old..."

providing a wide range of legal advocacy services in multiple locations throughout Texas for several decades.

Several steering committee members stated that the project had a clear sense of direction. They believed that the project leader hosted meetings that were coordinated, structured, productive, and useful: The project leader began each meeting with updates on what happened since the last meeting, and then the steering committee members discussed three or four topics (e.g., referral processes), brainstormed ideas, and developed next steps. Several steering committee members praised the project leader for using agendas to keep the conversation on track during meetings, especially given the size of the steering committee. They appreciated that the project leader consistently set meetings for the same time every month. Some steering committee members discussed a few challenges associated with leadership, including the belief that the project was poorly managed, uncoordinated, and disorganized. During observations of steering committee meetings at the annual site visits in Years 2 and 3 of the project, ICF observed that the project leader kept the meeting organized and on track, and gave everyone a chance to ask questions and voice concerns.

Steering Committee Member Engagement

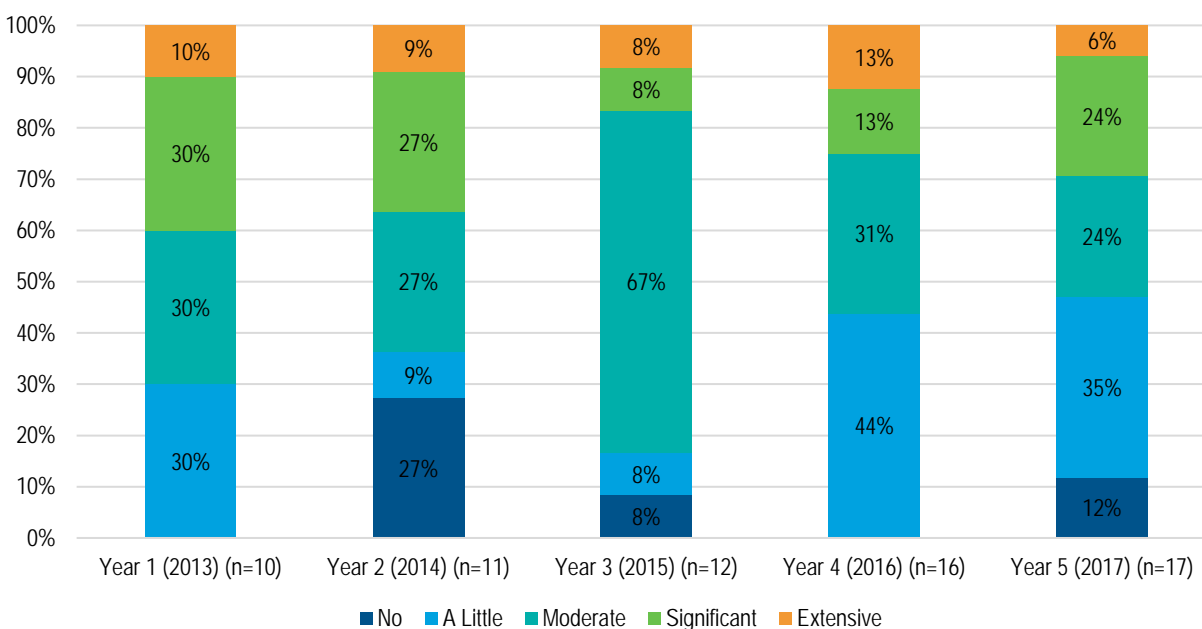
The partners discussed both the strengths and challenges associated with steering committee engagement (22 percent). Ten percent of the steering committee members believed that the partners were engaged in the project, and 12 percent believed that the steering committee members were not engaged in the project. For example, some of the partners felt that the steering committee members were dedicated and maintained their interest and commitment even though they did not receive much compensation. Four or five core partners championed and promoted the network, which one partner thought was very valuable. Some steering committee members were more vocal than others, but everyone provided good input. According to one partner, the group stayed engaged in the project because they recognized the importance of developing the network.

Other steering committee members believed that the partners were not engaged in the project. For example, only five or six core members attended each meeting. Other steering committee members attended less consistently. Several partners stated that the steering committee members did not take ownership of the project, but rather viewed the network as being owned by LSLA. One partner stated that the steering committee members did not share the work equally, leaving most of the burden on LSLA. They believed that if the partners had been more invested and distributed the workload equally, then the network would have experienced more growth. Part of the problem was an approximately six-month delay in receiving approval of the networks' implementation plan. The steering committee continued to meet during that time to share updates, but the partners became less engaged because they were not actively working on the project. The project lost momentum and it was challenging to re-engage the steering committee members after the implementation plan was approved. During observations of steering committee meetings at the annual site visits in 2015 and 2016, ICF observed that only two partners joined the meeting and engaged in discussion with the project leader.

Challenges associated with meetings (4 percent) may also have contributed to a lack of steering committee engagement. The steering committee was large, so it was difficult to find a standard meeting time that accommodated everyone's schedules. Project partners were located across 72 counties in East Texas. For example, the Texas Access to Justice Foundation and the Resource and Crisis Center of Galveston County are located roughly 220 miles apart. Large distances between steering committee members made it very difficult to host in-person meetings, so steering committee meetings were conducted by teleconference. Several steering committee members stated that meeting by teleconference made the meetings feel less personal, made it

difficult to keep track of who was speaking, and made it difficult to create the sense of unity needed to foster a truly collaborative environment.

Partners' Perceptions of Level of Involvement Over Time



According to findings from the survey, involvement varied from year to year, with the lowest reported levels of involvement during 2014 (27 percent reported no involvement and 9 percent reported a little involvement) and the highest levels during 2017 (26 percent reported significant or extensive involvement, 31 percent reported moderate involvement, and 44 percent reported a little involvement). Looking at the distribution of partners who reported significant or extensive involvement over time, involvement steadily decreased up until 2015, and then began to increase in 2017 and 2018.

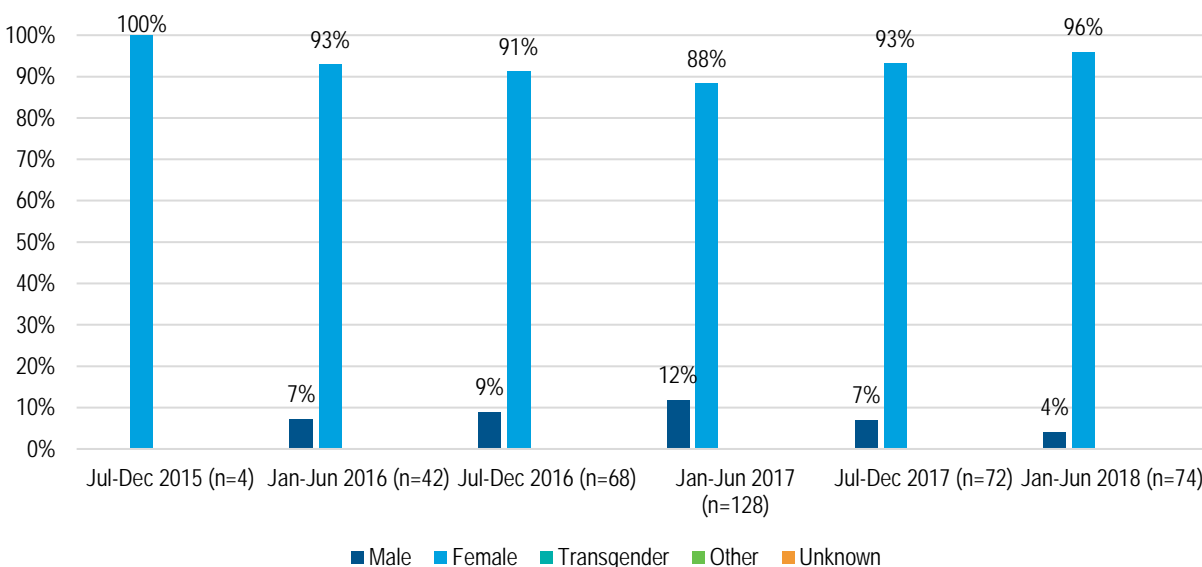
Network Clients and Services

The grantee provided demographic information about victims who entered the network, including type of victimization and service, for July 2015 through June 2018. During this time period, Texas provided 613 services to more than 380 clients, with an average¹⁹ of 2.2 services per client. The network's clientele consisted primarily of female victims between the ages of 25 and 49. The clientele was mostly white (73.5 percent). The most common victimization type for which victims sought services was domestic violence, followed by physical assault. The most common legal needs were family law services, protection orders, and privacy help.²⁰ The most commonly provided services were family law, custody, and divorce services. In terms of referral and service outcomes, the network provided direct services in 62.4 percent of cases and intra-network referrals in 35.5 percent of cases. These findings are discussed in more detail below. Most of the data are divided into six time periods of six months each.

¹⁹ The average was computed using the median.

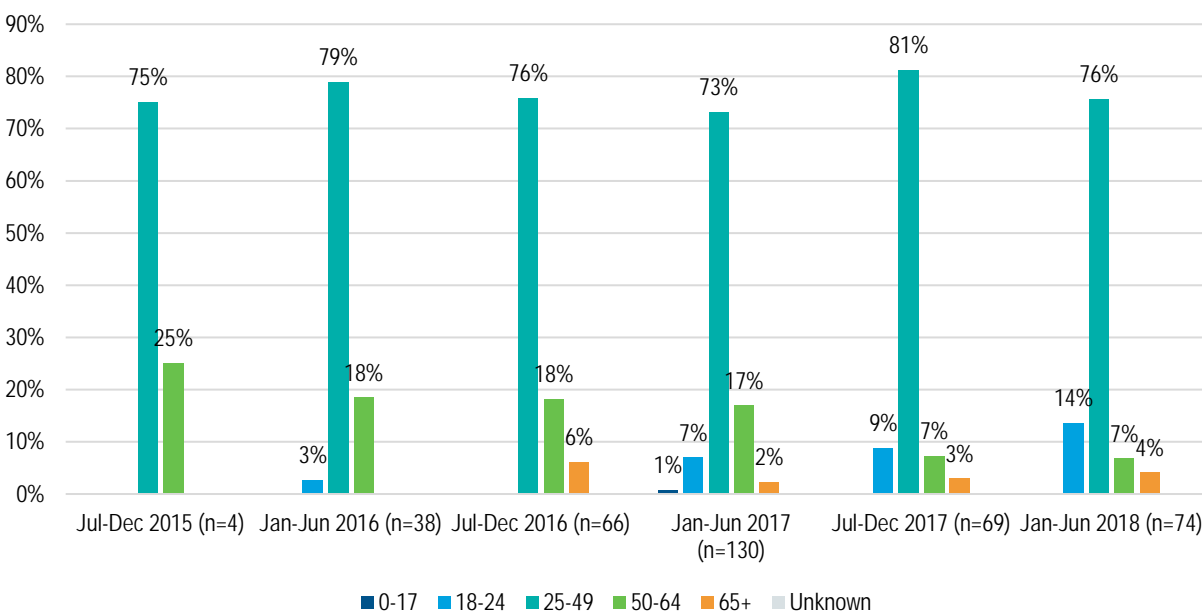
²⁰ Privacy help refers to services that relate to assistance with addressing safety and privacy concerns. This variable includes intimidation protection, escort to court, safety plan, replacing identification, and help with changing identity.

Gender



In each six-month period, most of the victims that contacted or were served by the network were female. Overall, approximately 92 percent of the victims were female, and 8 percent were male. In the first six-month period (July-December 2015), there were no male victims. The highest percentage of male victims was in January-June 2017 (approximately 12 percent). The difference between the number of male and female victims was greatest in January-June 2018 (4 percent male and 96 percent female). No gender other than male and female was reported.

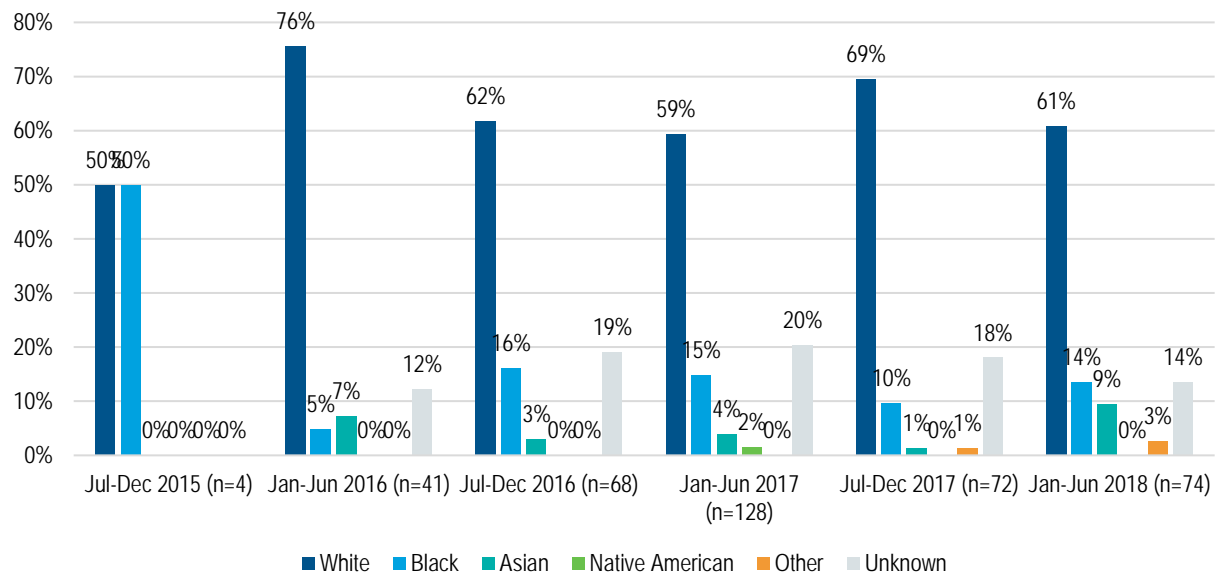
Age



The most common age range of victims was 25-49. Of the total ages reported (381), 76 percent fell within this group. Across time periods, the fewest number of victims in the 25-49 group was in July-December 2015 (3 victims), and the greatest number of victims in this group was in January-

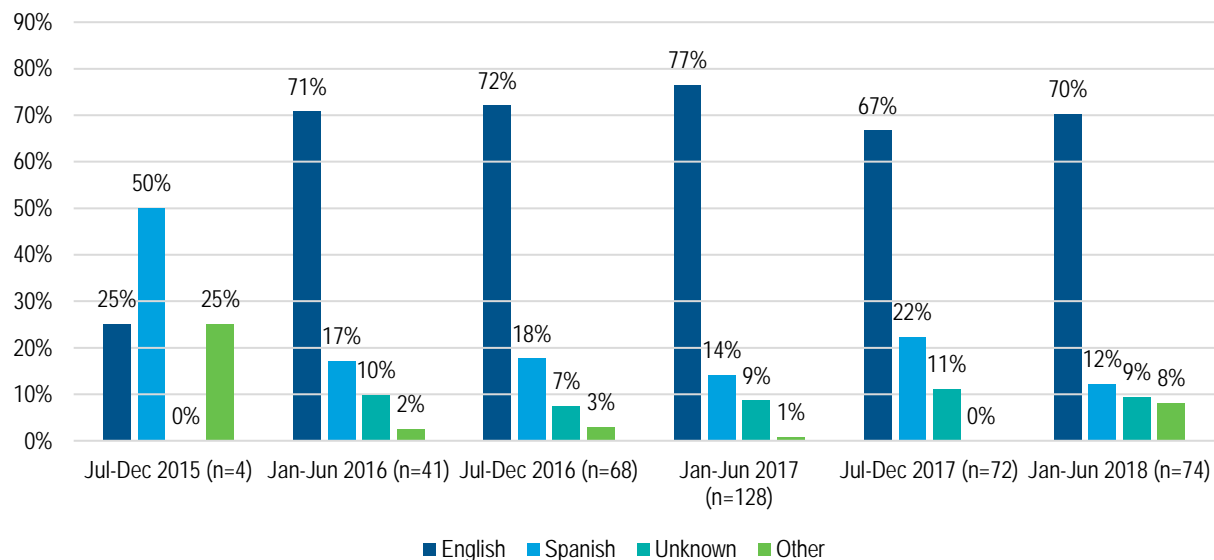
June 2017 (95 victims). The greatest difference between age groups was in July-December 2017, with 81 percent of victims in the 25-49 group. The least common age group was 17 and under; only one victim in this group received services throughout all of the time periods.

Race



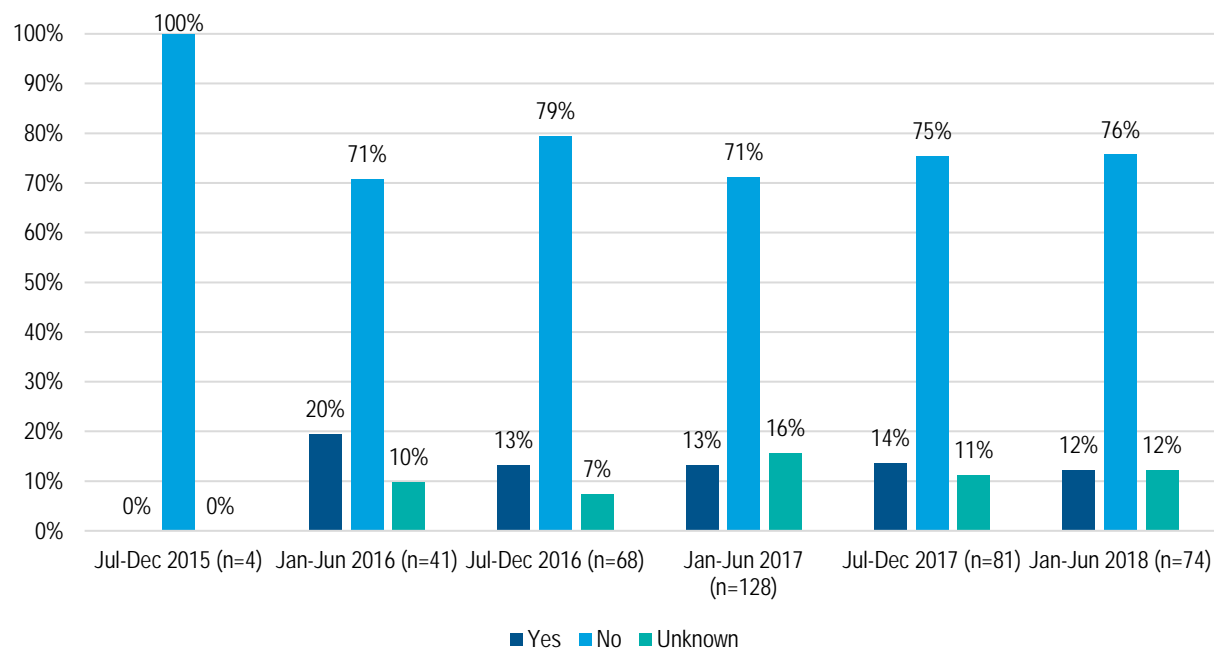
In each time period, the majority of victims were White, with an average of 41 White victims per period. Overall, 71 percent of victims were White. The greatest percentage of White victims was in July-December 2017 (85 percent). The next most common race among victims was Black. Overall, 15 percent of victims were Black, and the greatest percentage of Black victims was in January-June 2017 (26 percent). The least common race was Native American, with only two Native American victims in the entire sample. Overall, 104 victims identified as Hispanic, ranging from 2 to 27 individuals in each period.

Language



In each time period, English was the most commonly preferred language (71.5 percent across all periods). Spanish was the second most preferred language (16.5 percent across all periods). Only 2 percent of the preferred languages reported fell into the “other” category.²¹

Disability



Across all time periods, a majority of clients reported not having a disability (approximately 75 percent overall). Of the remaining victims, 13 percent reported having a disability, and 12 percent

²¹ Sexual orientation data were not provided.

had an “unknown” status in terms of disability. The greatest percentage of victims with a disability was in January-June 2016 (20 percent).

Victimization Type

Time Period	Domestic Violence	Sexual Assault	Physical Assault	Stalking	Theft
Jul-Dec 15	2	2	4	0	0
Jan-Jun 16	27	10	44	0	2
Jul-Dec 16	45	7	49	0	0
Jan-Jun 17	104	16	50	0	0
Jul-Dec 17	66	12	33	0	0
Jan-Jun 18	58	19	35	2	0
Total	302	66	215	2	2

Time Period	Homicide Survivor	Child Abuse/Neglect	Elder Abuse	Fraud	Trafficking	Other
Jul-Dec 15	0	0	0	0	0	0
Jan-Jun 16	2	2	0	0	0	1
Jul-Dec 16	2	2	4	0	4	5
Jan-Jun 17	2	6	3	0	2	5
Jul-Dec 17	1	0	2	0	0	0
Jan-Jun 18	0	1	3	1	6	0
Total	7	11	12	1	12	11

Overall, the most common victimization experienced by the victims was domestic violence (47.1 percent), followed by physical assault (33.5 percent). All other victimization types comprised 19.3 percent of victimizations in the sample. There were no victims of property offenses or identity theft. Overall, violent victimizations comprised most of the victimization types in this sample. Eleven victimizations fell into the “other” category.

Legal Need

Time Period	Housing	Employment	Immigration	Funding/ Compensation	Protection Orders
Jul-Dec 15	4	0	1	1	0
Jan-Jun 16	12	0	3	15	4
Jul-Dec 16	4	1	6	4	7
Jan-Jun 17	10	1	3	8	18
Jul-Dec 17	2	0	3	1	11
Jan-Jun 18	2	1	7	2	14
Total	34	3	23	31	54

Time Period	Enforcing Crime Victims' Rights	Safety/ Privacy Help	Public Benefits	Family Law	Civil Legal	Other
Jul-Dec 15	0	0	1	1	0	0
Jan-Jun 16	1	4	14	23	8	0
Jul-Dec 16	0	4	6	74	13	0
Jan-Jun 17	3	18	10	171	8	0
Jul-Dec 17	0	11	5	119	1	1
Jan-Jun 18	1	12	3	96	4	0
Total	5	49	39	484	34	1

Overall, the three most common legal needs were for family law services (63.9 percent), protection orders (7.1 percent), and safety/privacy help (6.5 percent). No victims needed criminal legal services, and only one need fell into the “other” category. There was a small need for employment and enforcing crime victims’ rights²² services (less than 1 percent each). The need for all other services was between 3 and 5 percent.

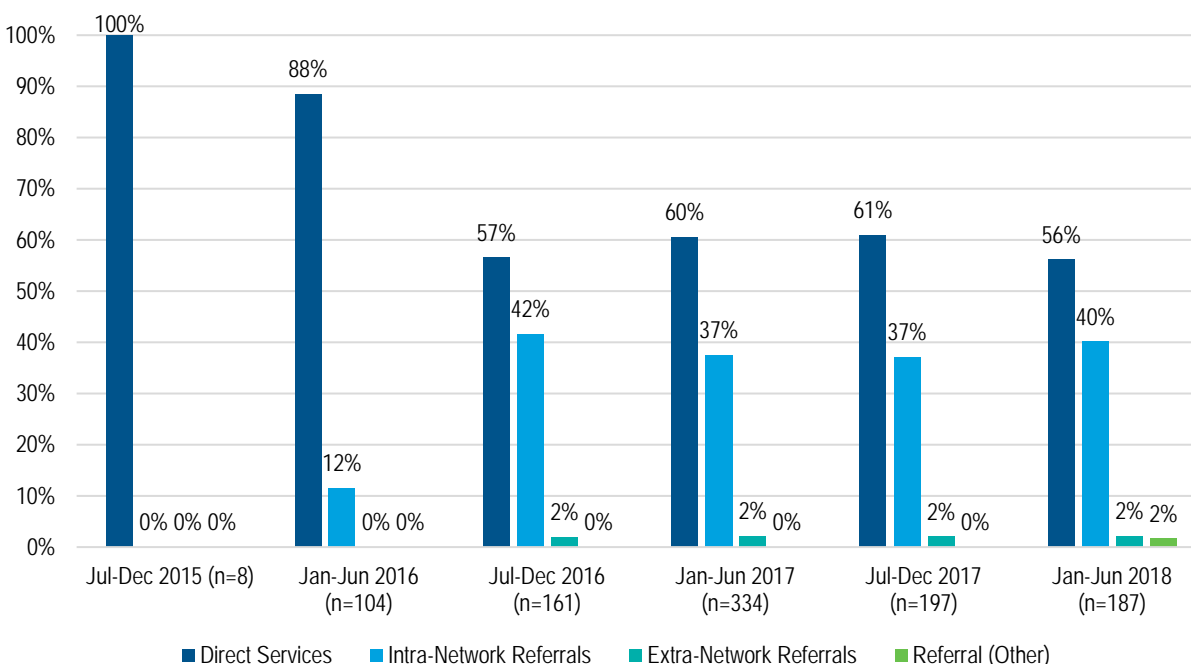
Services Provided

Time Period	Housing	Employment	Immigration	Funding/ Compensation	Divorce	Custody		
Jul-Dec 15	4	0	1	1	0	1		
Jan-Jun 16	12	0	3	15	6	13		
Jul-Dec 16	3	0	6	4	11	27		
Jan-Jun 17	10	1	3	11	42	43		
Jul-Dec 17	2	0	3	0	27	37		
Jan-Jun 18	1	0	7	2	30	24		
Total	32	1	23	33	116	145		
Time Period	Property	Protection Orders	Finance	Enforcing Crime Victims’ Rights	Civil Legal	Family Law	Other	
Jul-Dec 15	0	0	0	0	1	0	0	
Jan-Jun 16	0	4	3	1	19	16	0	
Jul-Dec 16	1	5	1	0	15	22	0	
Jan-Jun 17	2	13	4	3	6	56	0	
Jul-Dec 17	1	11	0	0	4	35	0	
Jan-Jun 18	0	12	1	1	2	21	3	
Total	4	45	9	5	47	150	3	

The three most commonly provided services related to domestic and family issues: Family law (24.5 percent), custody services (23.7 percent), and divorce services (18.9 percent). There were no instances where criminal legal assistance was provided, and only one instance in which employment services were provided.

²² These services relate to pursuing the legal rights afforded to victims of crime. This includes participating in the criminal prosecution, court accompaniments, restitution, access to a victim advocate, and victim impact statements.

Referrals



Through the legal network, services were provided directly by the original organization (“direct services”), referred out to a network partner (“intra-network referrals”), or referred to an organization outside the network (“extra-network referrals”).

Most victims received direct services from the original organization (62.4 percent overall). The next most common method was through intra-network referrals (35.5 percent overall). Extra-network referrals were less common during each time period (1.8 percent overall).

Service Coordination Among Project Partners

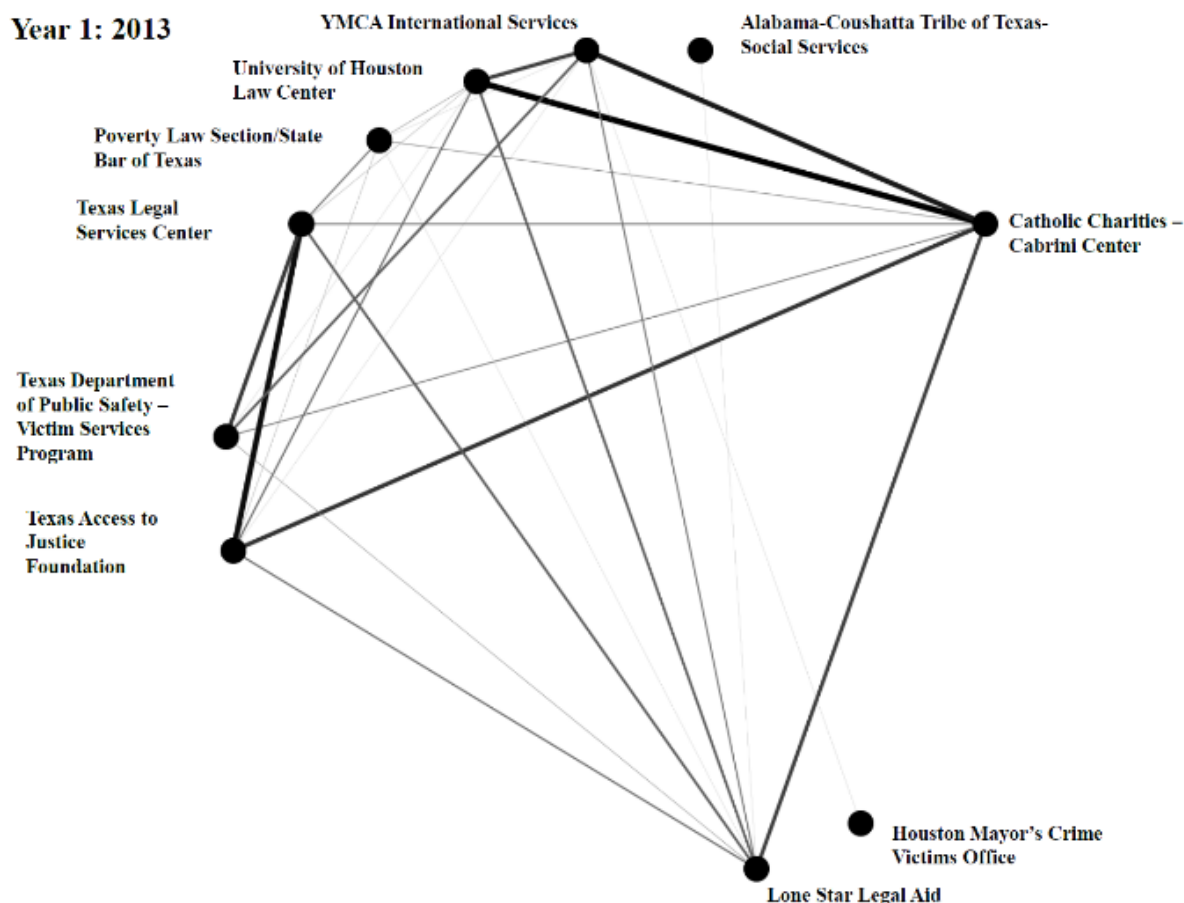
To better understand the extent of service coordination among project partners, the social network graphs below illustrate which partner organizations were connected during each year and the average levels of service coordination for each partner pair. Project partners rated the extent of coordination between their organization and each of the other organizations in the network for activities that encompass various aspects of coordinating services (e.g., referrals, training, intake forms) on a scale ranging from 0-4. If a line between two organizations is present, the two organizations reported some level of service coordination. To develop an undirected matrix of service coordination within the network, the ratings for the seven activities for each partner pair were averaged to illustrate the extent of service coordination for each partner pair. The thickness of the line illustrates the level of service coordination, with thicker lines representing higher average ratings on the service

Network Partner Survey (NPS) Client Service Coordination Scale

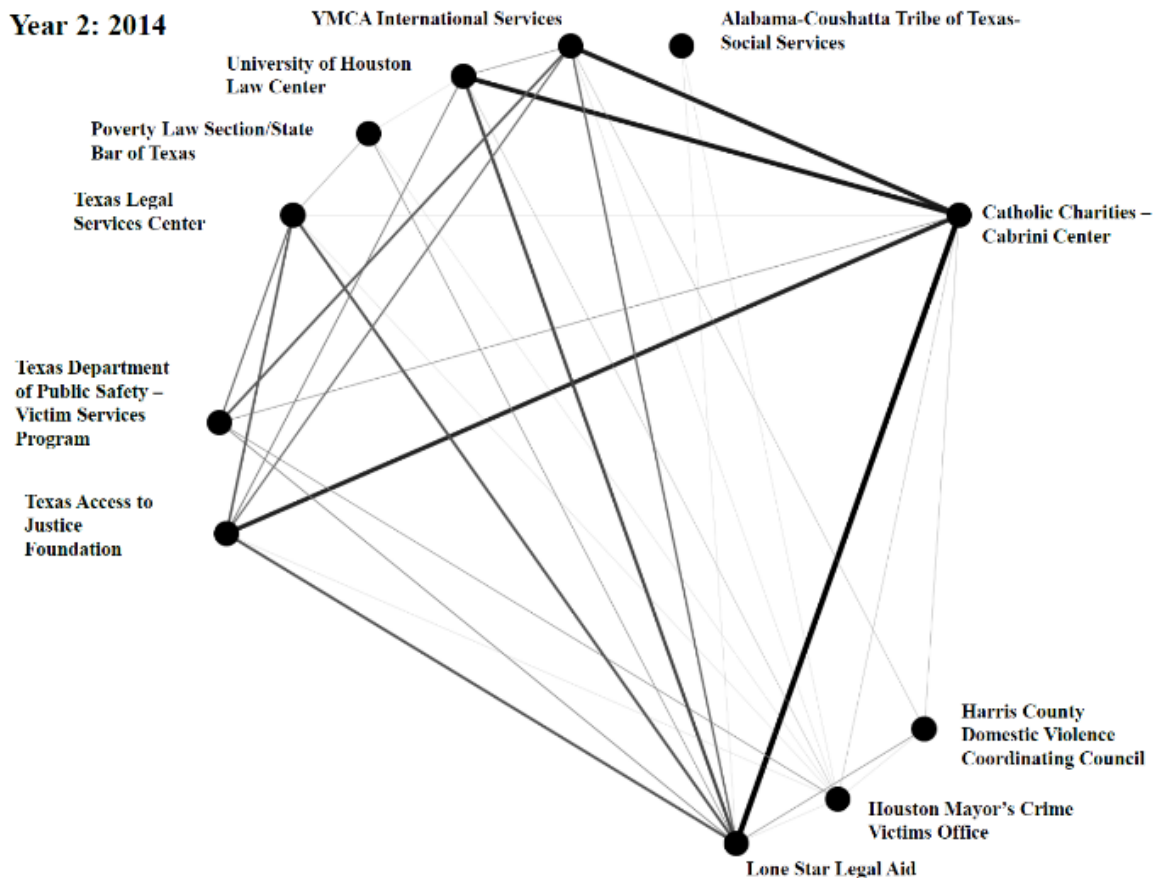
- Provide/receive training with this organization
- Use common intake forms
- Develop client service plans together
- Participate in joint case conferences or case reviews
- Share client information as appropriate
- Share materials, tools, or other resources (e.g., pamphlets, procedure manuals, centralized databases)
- Provide/receive referrals with this organization

coordination scale. Each graph provides a snapshot of the extent of service coordination within the network for each year.

YEAR 1. According to the findings from the social network analysis from Year 1 (November 2012 to November 2013) of the project, about half of the partners had moderate to strong connections to other organizations in the network, but overall, there was significant variation in the levels of service coordination within the network. The partner pairs with the highest levels of service coordination were (1) the University of Houston Law Center and Catholic Charities Cabrini Center, and (2) the Texas Access to Justice Foundation and Texas Legal Services Center. The grantee, LSLA, had the most connections with other organizations in the network; of those connections, LSLA had the highest level of service coordination with Catholic Charities Cabrini Center. The Alabama-Coushatta Tribe of Texas Social Services Department and the Houston Mayor's Crime Victims Office had the least number of connections to other organizations in the network.

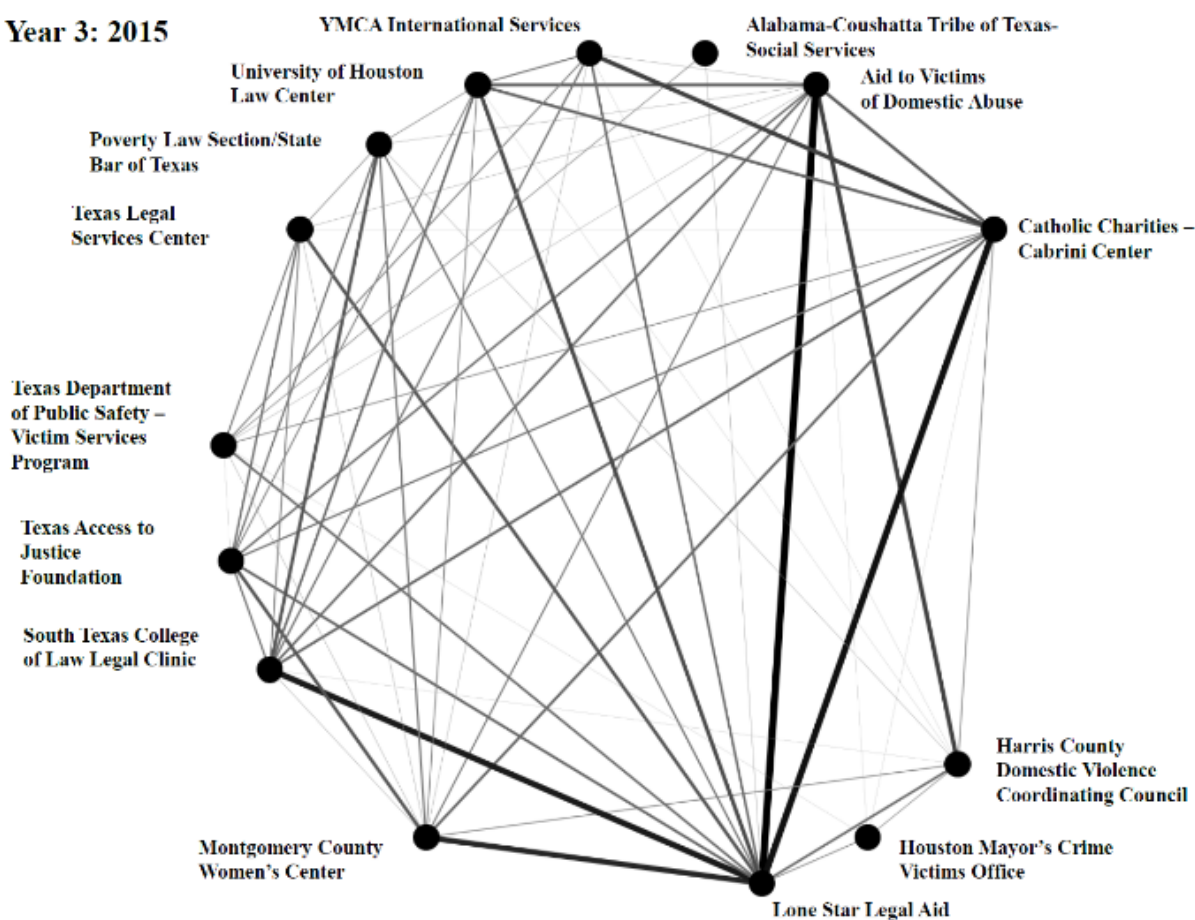


YEAR 2. During Year 2 (December 2013 to December 2014), the Harris County Domestic Violence Coordinating Council joined the project. Similarly to Year 1, there was significant variation in the levels of service coordination throughout the network. Catholic Charities Cabrini Center and LSLA had some of the strongest connections with other organizations in the network, and the level of service coordination between them was the highest among the partner pairs. The Alabama-Coushatta Tribe of Texas Social Services Department, Poverty Law Section of the State Bar of Texas, Houston Mayor's Crime Victims Office, and Harris County Domestic Violence Coordinating Council had low to moderate levels of service coordination compared to other organizations in the network.



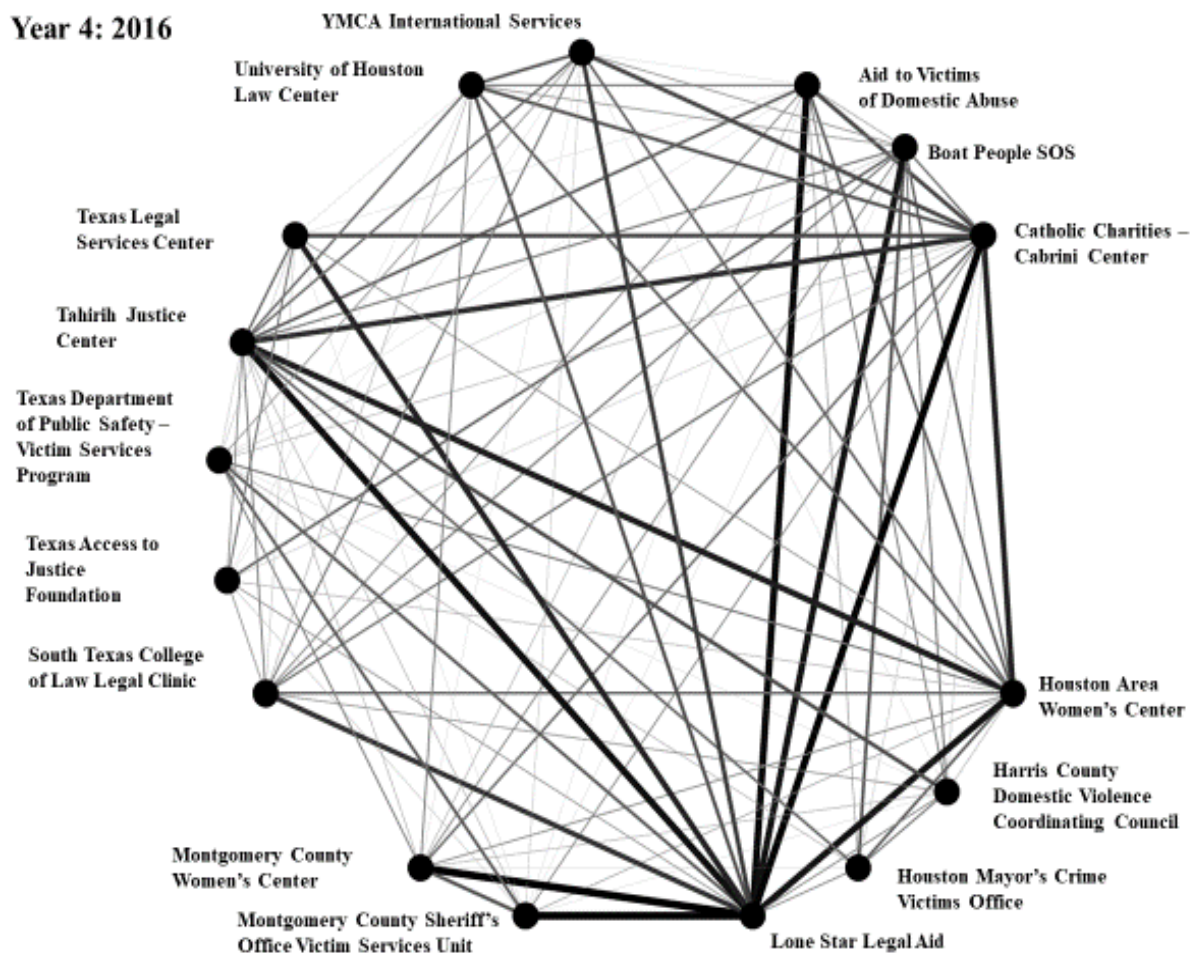
YEAR 3. During Year 3 (December 2014 to November 2015), three organizations joined the network: Aid to Victims of Domestic Abuse, Montgomery County Women's Center, and South Texas College of Law Legal Clinic. Overall, the levels of service coordination were low to moderate throughout the network, as illustrated by the thinner lines. Among the partner pairs with some of the highest levels of service coordination, it was a mix between existing and new organizations, including Catholic Charities Cabrini Center, LSLA, Aid to Victims of Domestic Abuse, and South Texas College of Law Legal Clinic. The partner pairs with the highest levels of service coordination were (1) LSLA and Aid to Victims of Domestic Abuse, and (2) LSLA and Catholic Charities Cabrini Center. LSLA's levels of service coordination with project partners steadily increased over time.²³

Year 3: 2015



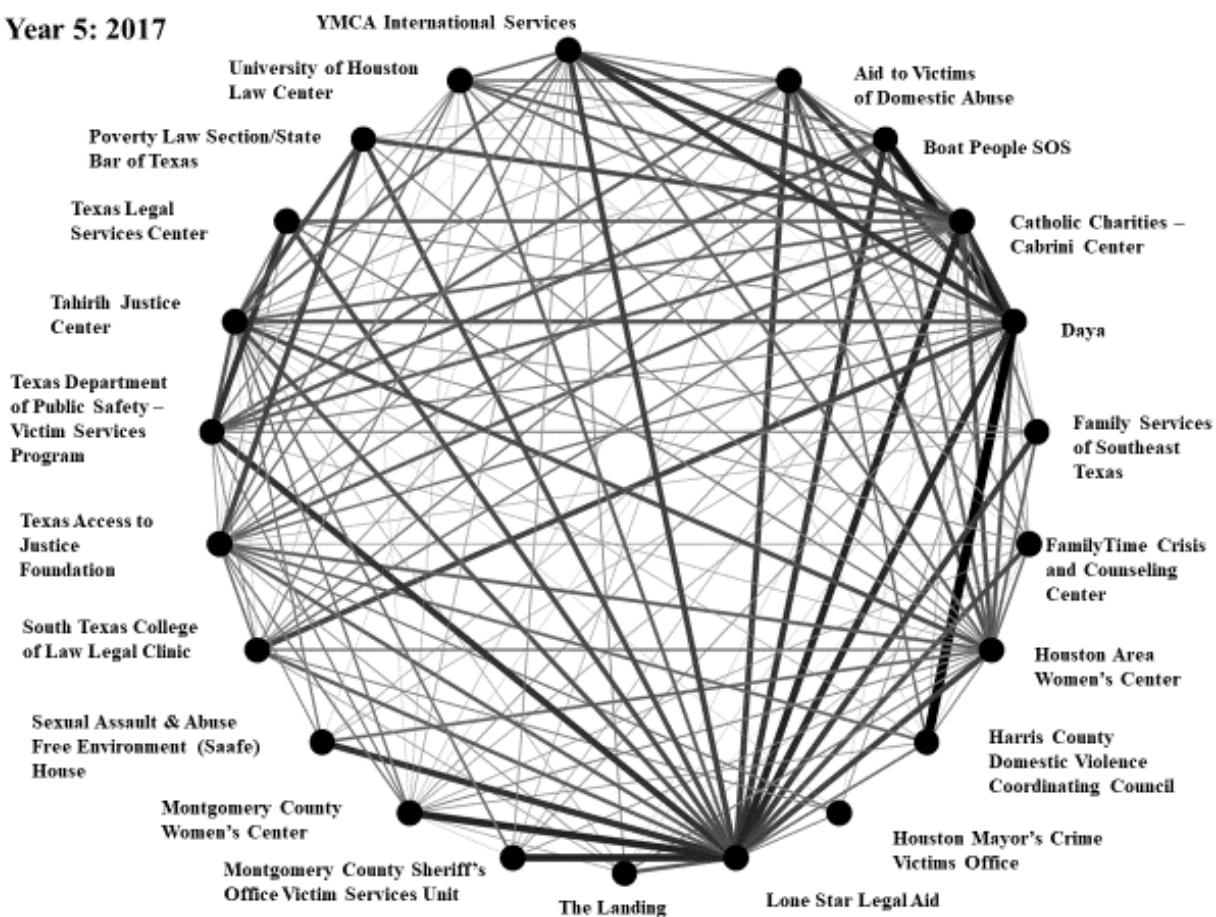
²³ Four additional partners joined the network in Fall of 2015 and were not included in this time frame as they were not present during the time period covered by the Year 3 survey.

YEAR 4. By Year 4 (January 2016 to December 2016), two partners were no longer a part of the network, the Alabama-Coushatta Tribe of Texas Social Services Department and Poverty Law Section of the State Bar of Texas left the project in 2015. Four new organizations joined in Fall of 2015: Boat People SOS, Houston Area Women's Center, Montgomery County Sheriff's Office Victim Services Unit, and Tahirih Justice Center. LSLA continued to have moderate to high levels of service coordination with most of the organizations in the network. The partner pairs with the highest levels of service coordination were (1) LSLA and Montgomery County Sheriff's Office Victim Services Unit, (2) LSLA and Montgomery County Women's Center, and (3) LSLA and Catholic Charities Cabrini Center. Even as the number of project partners increased, the network was densely connected, with most organizations connected to all by 1-3 organizations in the network.



YEAR 5. During the final iteration of the NPS (January 2017 to December 2017), five organizations joined the network. Compared to Year 4, LSLA's average levels of service coordination with other organizations increased. There was significant variation in the levels of service coordination throughout the network. In addition to LSLA, some of the other partners with moderate to high levels of service coordination with other organizations in the network were Catholic Charities Cabrini Center, Daya, and Houston Area Women's Center.

Year 5: 2017



Overall, the size of the network grew over time and was densely connected, with average levels of service coordination that ranged from low to moderate. Among all of the sites, Texas' network grew steadily over time and there were moderate to higher levels of service coordination even when there were more 20 organizations in the network. The network was densely connected during the final three evaluation years, when the grantee was preparing for and implementing their service delivery strategy. Especially beginning in Year 3, LSLA played an integral role in the network and had some of the highest levels of service coordination. The findings illustrate how the network can be densely connected and coordinating services at various levels to meet clients' needs, even with a larger number of network partners.

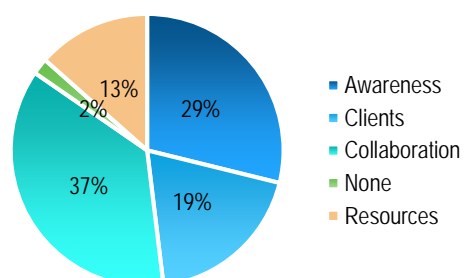
Partner Perceptions of the Wraparound Project

The ICF team conducted semi-structured interviews with the grantee, network partners, and research partner(s) during the annual site visits between 2013 and 2018. Each interviewee was asked to share their perspectives of the network, including the benefits of participating in the TXCVLAN project, the strengths and challenges of planning and implementing the project, and lessons learned. Qualitative content analysis was used to explore themes associated with benefits, strengths, challenges, and lessons learned, including how perceptions changed over time.²⁴

Benefits of Participating in the Wraparound Project

On average across all evaluation years, partners agreed to strongly agreed that the benefits of participating in the project outweighed the drawbacks. Per the findings from the NPS survey, partners' positive perceptions remained stable over time. The partners described a variety of ways that they benefitted from participating in the project. The top four most frequently discussed benefits by partners over the five-year interview period were associated with collaboration, awareness, clients, and resources. Two percent of partners reported experiencing no benefits to participating in the project.

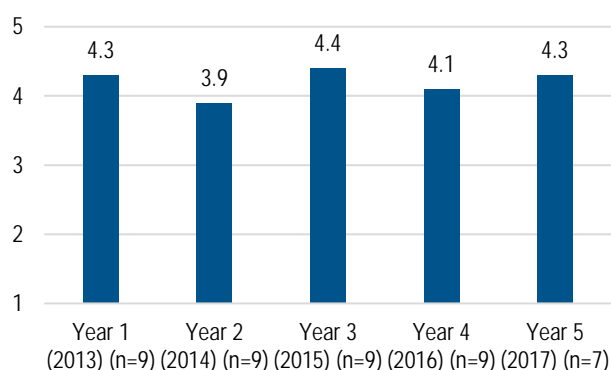
Benefits Years 1-5



Collaboration

The partners stated that having the opportunity to collaborate (37 percent) and build relationships with other network partners was extremely beneficial. Participating in network meetings and other events “created the space to come together,” increased communication among service providers, facilitated knowledge- and information-sharing, and created a “coordinated community response.” One partner said that it was “very comforting” to know that there is a network of partners available to provide services to victims that their organization does not have the capacity to assist.

Overall, I feel that the benefits of participating in the project outweigh the drawbacks.



²⁴ Percentages indicate how often a specific theme was discussed by interviewees, rather than the number of interviewees who discussed a specific theme. For example, one theme could have been discussed multiple times in the same interview. Thus, the frequencies provide a description of saturation or importance of a specific theme.

Awareness

Participating in the network provided the partners with a greater awareness (29 percent) of the different types of organizations that are providing victim services throughout East Texas, the different types of services that these organizations provide, and resources that are available to victims of crime. Improving awareness of services allowed the partners to “better help each other.” For some partners, this was linked to the idea that participating in the network raised their visibility both within the network and in the community. More victims can be served once more service providers and community members become aware that an organization exists and provides specific types of services. One partner believed that participating in the TXCVLAN improved their organization's image in the community and made both service providers and clients more confident in the organization's services.

“Opening communication lines with other organizations is the best benefit—and knowing what's out there. I know there are directories but just putting a name/conversation to the organization. The directory doesn't do you justice.”

Clients

The benefits that organizations received from participating in the network also benefitted clients (19 percent) by increasing options for referring clients to different types of service providers and the total number of referrals made. This then facilitated more holistic service delivery, reduced the duplication of services, increased client safety, reduced the burden on the client, and improved client outcomes.

“When I work with specific victims I know exactly where to send them.”

Resources

Partnering organizations benefitted from having access to resources (13 percent) like assessment tools, referral forms, trainings, information on current “issues in the legal field,” and the website. Utilizing these resources effectively increased organizational capacity to better serve clients and “minimize[d] duplication of services.” Several partners stated that the TXCVLAN project can leverage resources across organizations more efficiently, which greatly improved service provision to crime victims.

None

Two partners reported that they did not receive any benefits (2 percent) from participating in the TXCVLAN project. For example, one partner stated that they referred several clients to network partners but their clients did not receive services other than advice over the phone. Another partner felt that the network did not adequately facilitate relationship-building between service providers or provide the opportunity for new types of referrals.

Strengths

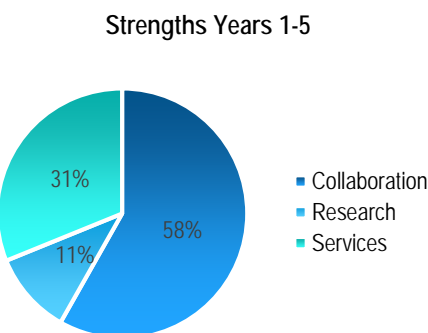
Over the five-year interview period, the network partners discussed three primary strengths of the TXCVLAN project associated with collaboration, services, and research.

Collaboration

The partners most frequently discussed strengths associated with collaboration (58 percent). Most partners stated that the biggest strength of the TXCVLAN project was bringing a strong set of partners together to develop

"I think the biggest strength is forcing the conversation into the open and providing a network of service providers that already exist but having them united for a particular goal. So harnessing what's already out there but re-focusing the effort toward a particular goal or to serve a particular group."

a sustainable statewide legal services network. Participating in the project increased communication between the partners, facilitated relationship-building, and improved the coordination of services. The partners believed that partner diversity (8 percent) strengthened the collaborative network. Participating organizations represented a variety of key victim service providers throughout East Texas who provided a diverse range of civil and criminal legal services. Some partners noted that existing partnerships may also have facilitated effective collaboration (6 percent). Most of the partners had worked together previously, which facilitated quicker buy-in to the



"I feel like we've been communicating a lot through this project...It's expanded beyond just even client to client, like referring clients back and forth, but organizations being able to talk back and forth as well about things in general."

project and extended the reach of the network. The collaborative process also increased communication, relationship-building, and trust for the partners who had not previously worked together.

Services

A variety of strengths associated with streamlining services and resources (31 percent) were also discussed. Formalizing the network made it much easier to understand how the partnering organizations provided complementary services, which helped partners coordinate services and make effective streamlined referrals throughout a very large geographic service area. Some of the partners noted that the network increased access to services in rural areas and helped the partners think more holistically about the needs of their clients. The network also enabled partners to avoid duplicating services and making multiple unsuccessful referrals for the same types of services. This saved time, helped conserve organizational resources, and helped partners serve more clients. Several partners stated that the website was a strength of the project because it provided a referral directory, and was a centralized place for the partners to share information, make referrals, and check for partners' current capacity to assist clients. The partners appreciated that the website gave the name of a specific person to contact for a referral, rather than a phone number or website link.

"The whole idea was that any people that we have that need more assistance than we can provide, there's going to be this network of organizations that we can refer to, so people can get complete assistance in one place as opposed to now where one agency does one part and another agency does another part. So just more of a collaborative effort to make the person whole."

Research

The partners discussed a few strengths associated with the research component of the grant (11 percent), including the research partner (2 percent). For example, several partners stated that the needs assessment was “thoughtful,” “inclusive,” and “meaningful.” A few partners noted that Texas A&M Public Policy Research Institute was a strong research partner that was organized, professional, and easy to work with. They felt that having a research partner involved strengthened the project and allowed them to better assess the impact of their activities and determine what was most valuable to the community to inform the changes that were made.

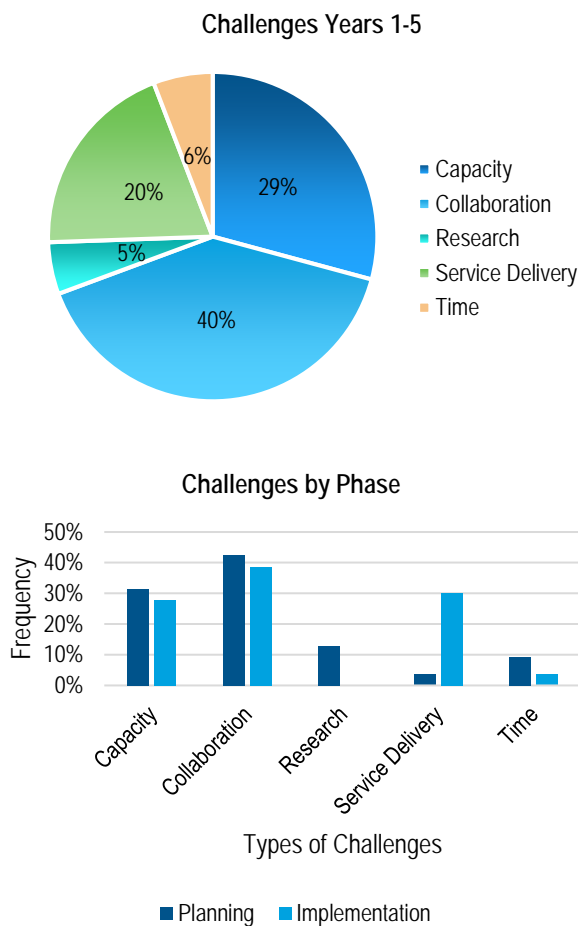
Challenges

Over the five-year interview period, the network partners discussed five primary challenges they experienced while participating in the TXCVLAN project associated with collaboration, capacity, service delivery, time, and research.

Collaboration

Effective collaboration (40 percent) could sometimes be challenging due to barriers associated with geographic location (10 percent), ineffective communication (9 percent), information-sharing (8 percent), and partnering organizations with different (7 percent) missions, goals, standard operating procedures, resources, and funding. During the planning phase, the partners stated that it was very challenging to develop a wraparound network for such a large geographic region. Some of the partners stated that it was difficult to collaborate with partners who were spread out across the state, especially because so many of the partners did not personally know each other. East Texas covers a large area that includes both rural and urban areas with very different needs, and “focusing on both at the same time is difficult.” There are areas in East Texas with very few service providers, which can make it very difficult to provide a referral to a network partner whose caseload is already full.

Many partners experienced challenges sharing information requested by other partners, providing referrals, and checking in on cases because of policies associated with confidentiality, privilege, and conflict of interest. The network had one case that was a conflict of interest for all of the partners who provided that specific type of service. The challenge then became finding someone outside of the network who could take the case. The partners also stated that they struggled to develop a TXCVLAN logo that conveyed the scope and purpose of the network without making it seem like one partner was more important than the others. The partners discussed challenges associated with collaboration more often during the planning phase than the implementation



phase, perhaps because they were working through the challenges associated with developing a network across such a large geographic region.

Capacity

The partners discussed a variety of challenges associated with having the capacity (29 percent) to participate in the network. Several partners argued that their organizations did not have enough capacity to serve the high volume of clients who were requesting services, highlighting both the need for the TXCVLAN project and the reason why collaborating was so difficult. Everyone was “so overwhelmed,” which negatively impacted the time they could invest in planning and implementing the project, as well as providing services through the project. This was especially challenging for smaller organizations that were passionate about the project and wanted to collaborate, but simply did not have enough staff members to cover their work while they contributed to the project. As one partner said, “Do I serve the people or do I go to another meeting? I have to pick and choose where to spend my time.” Challenges associated with capacity were discussed during the planning phase more frequently than the implementation phase, perhaps because the partners were dedicating more time to steering committee meetings, the needs assessment, and other planning activities.

“It’s not the volume of caseloads that everyone has but volume of need that everyone comes across. It’s like never ending people coming for help. You’re spending a lot of time trying to triage. Time for referrals gets put on the backburner.”

Service Delivery

Challenges associated with service delivery (20 percent) were most frequently discussed during the implementation phase. As the network grew, some of the partners said they were losing track of the types of services that each organization provided. They said they would have preferred to take some time to “regroup” and learn more about each other so that they could provide more effective referrals.

Most of the challenges, however, were associated with the website and referral process. Most partners stated that the website and referral process were difficult and confusing to use. Several partners discussed the reasons why they were not providing or receiving many referrals through the website. For example, the network referral forms were “cumbersome” and duplicated work for partners who have organizational-level processes and forms to follow. For many partners, it was easier to make referrals outside of the website to network partners with which they had existing relationships. Many partners were not keeping their profiles updated on the website, which negatively impacted the efficiency of the referral process. The profiles were public-facing, and some of the partners expressed concern that a funder may see information that could reflect badly on the partner (e.g., lack of capacity to provide services, types of services that an organization does not provide).

A few partners said they were not aware the website was operating. Two partners said they were unsure whether and how referrals were being tracked (e.g., number of referrals provided and received). They were also unclear on how the website functioned, and said that the problem could be that referrals might not be sent to their personal emails automatically. They were also unsure whether they were supposed to check the website every day to see if they had referrals waiting. Some partners questioned whether the TXCVLAN project was being utilized and was effective in increasing referrals for clients. One partner questioned whether it was worth it to continue serving as a network partner. Another partner recommended making the website more interactive, creating a mechanism for providing feedback on referrals, developing automatic notifications for received information, and tracking organizational capacity to provide services in real time. One

partner recommended that the project create a centralized system that tracks partner capacity in the same way that the City of Houston did for emergency housing after Hurricane Harvey.

Time

Some of the partners stated that planning and implementation took more time than was originally anticipated (6 percent). For example, it took time to build relationships among the partners, complete the needs assessment, develop each component of service delivery, and obtain approvals from OVC to move forward. The partners were more likely to discuss challenges associated with time during the planning phase, perhaps because of the delays in completing the needs assessment.

Research

The partners also shared challenges associated with needs assessment research (5 percent), such as recruiting enough people for the listening sessions and getting feedback from victims (e.g., through surveys).

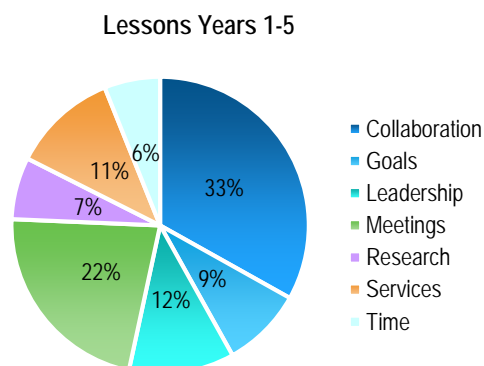
Lessons Learned

Over the five-year interview period, the network partners discussed seven primary lessons they learned from participating in the TXCVLAN project associated with collaboration, meetings, leadership, services, goals, research, and time.

Collaboration

Most partners discussed lessons associated with collaboration (33 percent). For example, one partner argued that an extensive planning period was critical for the success of developing a network like TXCVLAN. Partners should spend time understanding each other's organizations, as well as the different terms of art that different types of service providers use so that "everyone is speaking the same language." A diverse group of service providers should be included in the steering committee to provide expertise on a variety of victimization and victim service types. Learning about each of the partnering organizations' screening and referral processes, speaking the same language, and partner diversity were all critical for effectively implementing services through the network.

Another partner argued that there was frequent turnover in the staff members who represent partnering organizations and recommended having more frequent reviews of the current project status, previously completed work, roles and responsibilities, and next steps. One recommendation for improving collaboration and communication between meetings was to create an online forum for the partners to have discussions, ask questions, and leave suggestions. One partner recommended using smaller workgroups to accomplish key tasks because the steering committee was so large in East Texas. Additionally, more cross-site collaboration (2 percent) through all-sites meetings would have helped each of the



"What I think really moved the collaborative forward was when they started to form these smaller working groups working on different pieces and so partnerships were being formed, and they were really like projects that people were working on."

five sites learn from each other's successes and challenges and improve their own networks more quickly.

Meetings

The partners discussed a variety of lessons learned that were associated with meetings (22 percent). Most partners recommended having periodic in-person meetings rather than only meeting by teleconference. Although the partners recognized that in-person meetings might be expensive given the large distances between many of the partners, they believed that in-person meetings would improve relationship-building among partners who had never met or worked together prior to joining the network. Partners noted that people often feel "inhibited" on phone calls and may be more willing to participate in conversations if they felt more comfortable with each other. Personal connections are very important for establishing comfort in collaborating as well as referring clients to partnering organizations. More frequent meetings would help the partners stay informed about project progress.

Leadership

The partners said they thought the project had strong leadership (12 percent) and recommended that other sites assign a leader who is "experienced in facilitating meetings," "able to engage others in the process," and can keep the partners "organized and coordinated." They also recommended choosing a project leader who is dedicated to the project full time. One partner argued that project management experience was more important than experience with service delivery. Another partner advised that the project leader should be an organization with offices throughout the state (like LSLA).

"The way [the leader] organizes things, and comes to the meeting very sensitive of people's time. [The leader] does all the ground work, what needs to be done, and prepares. And then I think that's when people feel they would like to contribute more because their time is not wasted and they know exactly what's being discussed."

Services

The partners shared several lessons associated with victim services (11 percent). For example, the partners recommended carefully considering how the network will track the types of victims they serve and how that affects the ways that each partnering organization tracks victimization. This includes developing consistent definitions of crime victims and examining organizational systems for collecting and tracking data during the planning phase of the project. The partners also recommended taking the time to understand each organization's eligibility criteria so that service providers do not "waste their clients time" by making a referral to an organization that cannot accept a certain type of client. The partners frequently stated that network partners should provide a diverse range of services, as well as be prepared to identify multiple types of victimization and provide appropriate referrals. They said they wished they had developed a more effective way of following up with clients after a referral to ensure that the client received the services they needed, and recommended that other jurisdictions consider referral follow up as part of a holistic service model.

Goals

Many partners felt that the goals (9 percent) of the project and partner expectations were very clear. They recommended that other networks clarify realistic goals, expectations, and timelines early in the planning process. The partners recommended developing project goals that avoid duplicating work that was already done in their community because there was no need to "reinvent

the wheel.” Sites should also be required to develop goals associated with sustainability and a first draft of the sustainability plan in Year 1. Otherwise, sustainability falls to the “back burner.”

Research

Lessons associated with research (7 percent) were discussed in a variety of ways. For example, the partners said they would have preferred a longer period for needs assessment data collection to better inform the implementation plan. One partner recommended using listening sessions to gather preliminary information during the planning phase of the project. Using a few core questions and an open-ended format allowed participants to drive the conversation, especially when there was a diverse mix of crime victims, service providers, and task force members. The listening sessions also provided a space for service providers to network and learn about each other. One partner recommended having a mental health professional present during the listening sessions to assist individuals who may have experienced distress during the discussion.

Time

The partners discussed needing more time (6 percent) to plan and implement the TXCVLAN project. They recommended budgeting more time than anticipated, especially during the planning phase. Creating a reasonable timeline would help tasks run more smoothly, as well as allow more time for partners to strategically plan how to improve services for victims of crime. One partner recommended being realistic with the scope of work that can be completed in the required timeline and budget, especially for networks spanning a large geographic area.

Sustainability

LSLA began forming a sustainability plan during the planning phase of the project. During ICF's annual site visit stakeholder interviews, the network partners did not seem to be involved in developing or implementing a sustainability plan for the project. Most partners were unaware of LSLA's plans for sustainability or applications for new funding.

The grantee began applying for additional funding to support the network during the planning phase of the project. In 2015, the TXCVLAN received two new awards to support the network; one three-year legal assistance grant from the Office on Violence Against Women was used to extend the network to Zone 3, and a one-year statewide sexual assault grant administered through the Texas Access to Justice Foundation was used to add at least 10 new state attorney positions throughout the service area to boost capacity. In 2017, LSLA received state-based VOCA funding to support the project, enhance the referral directory and make it more user friendly, and hire approximately 35 new legal staff. Increased staff capacity allowed LSLA to accept more referrals and serve more crime victims, including in six of LSLA's “more remote” branch offices. LSLA stated that maintaining new staff would depend on future cycles of VOCA funding. In 2018, LSLA applied for funding from OVC to improve and expand the website. They also applied for a two-year cycle of state-based VOCA funding, which would be used to expand the network to Zones 4 through 7.²⁵ LSLA expressed concern that a loss of state-based VOCA funding would negatively impact the network in Zones 4 through 7, but would not negatively impact the partnerships formed in the Houston area.

²⁵ At the end of data collection, the OVC grants had not yet been awarded. LSLA received two years of VOCA funding to add a social worker, network specific positions, and a communications office to improve social media presence.

Several partners were unsure whether the website could be sustained after OVC funding ends because of the costs associated with maintenance. However, LSLA stated that the website would be sustained after OVC funding ends. Several partners also believed that the relationships formed with other service providers through the network would be sustainable long term. They planned to continue providing and receiving referrals through the network in the future. Others expressed concern that a lack of additional funding may cause partners to lose interest and negatively impact collaboration.

Conclusion

Throughout the TXCVLAN, partners experienced many strengths, accomplishments, challenges, and lessons learned. The partners successfully completed a needs assessment that indicated a need for consistent methods of providing legal services to crime victims, additional resources to serve crime victims, information for legal services about victim needs, a directory of services, and increased collaboration and communication among legal and non-legal service providers. These findings were used to develop the goals for a new service delivery model that would maximize resources for serving the legal needs of crime victims, expand the referral network, create a standing committee to enhance collaboration and communication among key stakeholders, and educate victim service providers about the legal needs of crime victims.

To achieve these goals, the TXCVLAN developed a strategy consisting of five inter-related components. The first component focused on building a network infrastructure that would include an intra-network referral process, network application, and data-tracking procedures. This component was accomplished by developing a network application that included a consent to refer to and share information with other network partners, as well as pre-screening for potential conflicts of interest, and an intake and referral process that resulted in 991 referrals. The second component focused on building network membership and capacity that included both legal and non-legal victim service providers. The grantee successfully expanded the TXCVLAN to include 23 partners to address area-specific issues related to crime victimization. These partners provided 613 services to victims (including services related to housing, employment, immigration, divorce, property, protection, financial, victims' rights, civil legal aid, and family law). The third component included a multi-phased rollout of network services in seven geographic zones. The grantee successfully piloted the rollout of network services in two zones and then expanded to the remaining five additional zones. The fourth component focused on creating a website that includes a public-facing portal to provide legal service information and a directory of service providers, as well as a service provider portal that would provide referral directory contact information, access to network forms and screening tools, and trainings to network members. The grantee launched the website and collaborated with partners to update organizational information, profiles, and legal service information. The final component focused on using evaluation to inform the growth and development of the network. The local research partner, grantee, and network partners collaborated to complete the needs assessment and two focus groups to gather partner feedback about the effectiveness of the referral process and website, discuss challenges, and provide recommendations.

The TXCVLAN faced a number of challenges, including difficulties with consistent partner engagement, expanding the network to the full geographic scope envisioned in the implementation plan, publicly launching the website, getting network partners to use the website for referrals, developing a network logo, and tracking referrals. The partners also discussed a variety of lessons learned, such as using an extensive planning period, including a diverse range of service providers, convening periodic in-person meetings to facilitate relationship-building and collaboration, beginning discussions for sustaining the project early in the process, budgeting

more time for planning and implementation than the group may think they need, and developing a realistic scope of work that can be achieved with the allotted time and budget. The biggest strength of the project was connecting a large group of statewide victim service providers to create a sustainable statewide legal services network. The TXCVLAN demonstrated a strong ability to collaborate effectively; there were moderate to higher levels of service coordination even when there were more than 20 organizations in the network.

VOLUME III.

National Evaluation Findings



CHAPTER 8.

Goals of the Demonstration

The Office for Victims of Crime¹ defined the goal of the demonstration project thusly, “to develop a comprehensive, collaborative model for delivering wraparound legal assistance services to crime victims to meet all legal needs that arise in connection with their victimization.” As discussed in the detailed descriptions of the sites, each one had a planning and an implementation phase. The objective of the planning phase was to develop and conduct a needs assessment in the defined geographical area and use the needs assessment findings to design a detailed implementation plan that includes “policies, procedures, and protocols for providing victims with necessary legal services and referrals within the network.” Each site used its needs assessment findings to inform the development of an implementation plan and finalize the project’s goals and objectives. In the table below, we discuss each site’s goals and how these goals are linked to specific service delivery components and outcomes during the implementation phase.

SITE	GOAL THEME	PROCESS/OUTCOME	ACHIEVED
Alaska	Train legal and social service provider agencies about existing services.	<ul style="list-style-type: none"> Trained steering committee members on the types of services provided by each member (e.g., eligibility criteria, intake and referral processes). Trained the organizations about each partner's organization to allow for more informed referrals. Engagement of AIJ and ALSC in 50 outreach, networking, and training activities. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
	Streamline referral mechanism between agencies to provide holistic and comprehensive civil legal services.	<ul style="list-style-type: none"> Developed a case navigator system and an updated referral process Designated a contact person at each network partner organization to receive and respond to referrals Developed a screening tool, referral form, and release of information form to improve referral processes Implemented a new referral system between ALSC and the Anchorage Municipal Prosecutor's Office, as well as between VCCB and the AIJ attorney in Juneau. Served 865 clients, with an average of 2.2 services per client. Made 1,987 referrals in Alaska between January 2015-June 2018. The majority of 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

¹ Office for Victims of Crime. (2012). *FY2012 Wraparound Victim Legal Assistance Network Demonstration Project*. Washington, DC: Request for Proposals. Retrieved from: ovc.gov/grants/pdf/FY2012_WraparoundVictimLegalAssistance.pdf.

		<p>these referrals (43.5 percent) were direct services. This was followed by intranetwork referrals, which made up 30.6 percent of referrals throughout all time periods. Finally, extranetwork referrals made up 25.8 percent of referrals in Alaska.</p> <ul style="list-style-type: none"> Connected network partners throughout the project, with the strongest levels of service coordination occurring in 2016 and 2017. 	
	Develop comprehensive language access plans to increase outreach to underserved crime victims.	<ul style="list-style-type: none"> Developed and administered a language access self-assessment tool to identify crime victim language needs, and then translated vital documents (e.g., application, and referral forms brochures) in May-August 2014. Began using language access plans and translated documents in January 2017. Provided AIJ trained interpreters and translators to clients as needed. Identified more than 20 preferred languages reported by network clients. Served more limited English proficient clients in the network than English-speaking clients between July 2017-June 2018. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
	Collect baseline data in pilot communities of Anchorage, Juneau, and Bethel to evaluate effectiveness of implementation plan activities.	<ul style="list-style-type: none"> Completed a victim satisfaction survey, impact analysis, referral and service tracking, and historical analysis of systems change. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
SITE	GOAL THEME	PROCESS/OUTCOME	ACHIEVED
Chicago	Provide direct services to support holistic legal services through case managers and leverage/expand pro bono legal networks.	<ul style="list-style-type: none"> Hired two case managers to conduct initial in-person assessments, develop safety plans as needed, provide brief or ongoing case management and/or counseling, and make direct referrals to intra and extranetwork partners or pro bono attorneys. Hired one staff attorney to provide legal services; cross-trained in diverse crime victimization areas (e.g., homicide, immigration concerns, domestic violence, human trafficking). Established a partnership with the Chicago Bar Foundation's network of pro bono legal services to leverage when crime victims had needs that were outside the scope of the VLAN partners. Provided 1,008 services to approximately 900 clients, the median number of services per client was 1.13. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

	Implement strategies to overcome service barriers, deliver legal services focused on specific victimization(s), and provide resources that aid access.	<ul style="list-style-type: none"> Launched full implementation of the new service delivery model in November 2015. Conducted outreach and trainings across Chicago with MFS LAS case managers, trainers, and Elder Justice Fellows to highlight the VLAN and the services it provides. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
	Develop and implement a resource, referral, and information sharing protocol across the diverse systems impacting victims of crime.	<ul style="list-style-type: none"> Established a standardized referral process that addressed documentation, privilege, confidentiality, and release of information to streamline the coordination of services. Used the web portal to connect and direct clients to services. Integrated steering committee members and case managers into LegalServer, a client tracking database. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
	Develop a web portal to assist victims with identification and accessing appropriate legal services and host trainings, common intake tools, and other forms for providers.	<ul style="list-style-type: none"> Launched web portal on July 12, 2017. Included legal help pages organized in stories intended to provide legal information on topics such as divorce, debt, immigration, and trafficking; provide access to forms; and route potential clients to legal assistance providers and social service providers based on their needs. Included resources, trainings, tools, and guides for legal professionals. Received 951 users, 1,381 session visits, and 8,606 page views immediately following the launch: July 13 to October 10, 2017. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
	Continue to facilitate regular VLAN meetings to review implementation and coordination of service delivery, education/training, and outcomes/evaluation activities.	<ul style="list-style-type: none"> Maintain a steering committee consisting of approximately 16 network partners and convened quarterly between 2012 and 2018. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
	Develop and implement a training curriculum that will cross victimization categories and share an understanding of existing providers to increase awareness of available victim/legal services and strengthen the coordination across these diverse groups.	<ul style="list-style-type: none"> Developed trainings that addressed potential training needs for service providers and other service professionals (e.g., victimization types, legal needs, screening processes) and posted shared them through the web portal. Hosted two trainings for steering committee members on topics that included enhancing victim services, serving clients with mental health needs, vicarious trauma, financial and economic stability and safety of victims, physical safety and protection, legal needs of victims throughout a case, as well as culturally and trauma-informed legal services. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
SITE	GOAL THEME	PROCESS/OUTCOME	ACHIEVED

Denver	Create a united network that has a centralized hub to connect all partner organizations and navigators and execute all activities of the project.	<ul style="list-style-type: none"> Convened a steering committee consisting of nine network partners monthly between 2012 and 2018. Expanded the network to 17 partners by 2018, and continued to expand after the national evaluation ended. Served as the centralized hub at Rmvlc. Chose pilot sites in 2015 at three partner organizations and hosted five navigators. Hosted and led the development of a helpline at Rmvlc with formal launch in September 2016. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
	Create a united network that will replicate the successes of the pilot project and sustain collaboration.	<ul style="list-style-type: none"> Developed a navigator manual in 2014 to include a wide range of policies, procedures, and protocols. Participated in biweekly phone calls and monthly meetings with navigators between March 2015 and March 2016. Additional navigator meetings were held in October-December 2017. Hosted a total of 48 navigators among 17 partners. Awarded a grant at Rmvlc in partnership with the Colorado Division of Criminal Justice to house a statewide civil legal services coordinator, explore the gaps in civil legal services across the state, and extend LINC statewide. Began in October 2018. Submitted a VOCA application to establish a contract attorney referral service through LINC for housing and post-decree cases to serve victims living in remote areas who have conflicts of interest with local attorneys, and train attorneys in trauma-informed legal service. Planned to begin this work on January 2019. Densely connected network according to the network partner survey, and moderate to high levels of service coordination throughout the project, especially in 2013, 2015, and 2018. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
	Continually identify gaps in crime victims' legal services to ensure sustainability.	<ul style="list-style-type: none"> Completed a survey with network clients before and after receiving services that measured changes in legal service needs. Discussed gaps and barriers to services at monthly steering committee meetings. Discussed gaps in crime victim legal services during monthly navigator meetings. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

	Utilize evidence-based, identified gaps data to support advocacy for legal change and refine the project.	<ul style="list-style-type: none"> Completed a needs assessment. Participation of a local research partner at each steering committee meeting, which helped to consistently inform the planning and implementation of the project. Surveyed navigators to assess navigator knowledge pre- and post-navigator trainings. Surveyed crime victims and service providers to assess barriers to accessing legal services. Completed the Team Effectiveness Inventory to assess partner collaboration. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
	Community service providers, members of the judiciary, and the legal community will receive relevant education about crime victims' legal needs and resources.	<ul style="list-style-type: none"> Launched an interactive website in September 2016 to provide the navigator training curriculum and navigator-specific content, a forum for service providers to discuss gaps in legal services, webinars, and video trainings for victim service professionals. Hosted a launch event in September 2016, which included a presentation from the National Crime Victim Law Institute on victims' legal rights, a live demonstration of the website, and a panel discussion with partners and navigators. Presented at the Colorado Advocacy Action Conference in May 2018 on legal issues of crime victims and using technology to expand services. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
	Victims will receive relevant education about common legal needs and resources to promote self-advocacy and awareness.	<ul style="list-style-type: none"> Navigators guided clients into the network and helped facilitate the provision of services, resources (e.g., the website), and referrals. Provided in-depth information about criminal and civil law, a resource list, and links to other helpful websites on the interactive website discussed in the previous goal. Launched a helpline in October 2016 at RMLvc to assist victims with requests for information and referrals. Launched an app in September 2017 for users to obtain information on victims' rights and legal options based on their response to a series of questions. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
	Services to victims will be provided in a trauma-informed and victim-centered manner.	<ul style="list-style-type: none"> Provided details on common legal needs and resources in plain, easily understood terms through the website. Conducted navigator trainings which included topics such as the importance of 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

		<p>victim-centered services, effective partner referrals, and knowledge of the legal system.</p> <ul style="list-style-type: none"> Participation in navigator orientation sessions by five navigators in November and December 2014. Trained 28 new navigators in August 2017. Attendance at training in August 2018 by 14 new navigators. Attendance at 56 trainings by partners over the course of the grant. At least nine trainings focused on providing trauma-informed or victim-centered care. 	
	All victims will receive adequate time with professionals who have relevant training to assist with victims' legal issues effectively.	<ul style="list-style-type: none"> Trained providers on providing trauma-informed and victim-centered care. Agreement that service providers treated crime victims with respect, spoke to them in a way they understood, and asked them about their legal needs according to the Denver participants of the crime victim survey. This agreement increased post-implementation (3.87 to 4.31). 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
	Increase victims' access to legal services and information.	<ul style="list-style-type: none"> Provided 378 services to more than 370 victims of crime, with an average of 1.90 services provided per person. Received 9,073 page views on the website throughout the duration of the project. Received a total of 665 callers on the helpline throughout the duration of the project. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
SITE	GOAL THEME	PROCESS/OUTCOME	ACHIEVED
Los Angeles	Leverage resources to improve wraparound legal assistance to survivors of crime	<ul style="list-style-type: none"> Provided approximately 70 percent of referrals within their network and 30 percent of referrals outside of the network. Focused on "warm handoffs" of clients by having one case navigator per network partner organization. Implemented hotline to provide victims with external referrals that were not eligible for network services. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
	Strengthen collaboration to better meet survivor's holistic needs	<ul style="list-style-type: none"> Facilitated professional development through training and collaboration. Conducted various trainings throughout the project on diverse topics in victim services (e.g., how to file a police report, wage theft & workers' rights, LGBT domestic violence, forced marriage, victim's compensation, homeless and tenant rights, elder abuse and fraud, government benefits, confidentiality, language access, affordable housing, 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No



		<p>recognizing the signs of victimization, trauma-informed care).</p> <ul style="list-style-type: none"> Coordinated services with each other throughout the years almost all network partners, this strengthened overtime. Identified and catalogued a list of resources for survivors of crime. Developed and implemented a resource list that included partner organizations and outside network organizations to improve referrals. Introduced new partners into the network Convened monthly steering committee meetings with 7 network partners between 2012 and 2018. Added Bet Tzedek to the network in 2016 to serve elderly and disabled clients. Created a list of potential new partners to invite to join the network in the future. 	
	Increase Network's impact	<ul style="list-style-type: none"> Conduct outreach to better reach underserved communities Conducted a launch event in June 2016 that included a training on affordable housing and conversations about the network and its goals. The project coordinator also sent out a flyer to various organizations that could not attend the event. An email listserv was utilized to invite organizations to monthly trainings and increase awareness about the network. Provided 2,634 services to victims of crime. 66 percent of clients were non-white, and 45 percent of survivors preferred a language other than English. LA reported the highest percentages of LGBTQ clients served, with approximately 12 percent of their clients identifying as LGBTQ during a 6-month period. In addition, approximately 13 percent of survivors from the Los Angeles site had a disability. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
	Evaluate progress in creating a Wraparound Legal Assistance Network for survivors of crime	<ul style="list-style-type: none"> Tested and evaluated forms, policies, and procedures during the pilot phase. Developed standard data fields that partners used to record demographic and case information. Generated reports on types of clients served and gaps in the network. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

SITE	GOAL THEME	PROCESS/OUTCOME	ACHIEVED
Texas	Legal Services: Maximize existing resources and identify new resources to serve the legal needs of crime victims.	<ul style="list-style-type: none"> Received one three-year legal assistance grant from the Office on Violence Against Women in 2015 to extend the network to Zone 3 and a one-year statewide sexual assault grant to add several new state attorney positions throughout the service area to boost capacity. Received state-based VOCA funding in 2016 at LSLA to support the TXCVLAN, enhance the referral directory and make it more user friendly, and hire approximately 35 new legal staff. Includes placement of six attorneys at LSLA's remote branch offices. Applied for funding from OVC to improve and expand the website at LSLA. Applied and received a two-year cycle of state-based VOCA funding to expand the network to Zones 4 through 7. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
	Membership Goal: Expand the referral network.	<ul style="list-style-type: none"> Created a website, TexasVictimNetwork.org, which launched in October 2016; designed to be accessible to victims and victim service providers; and conducted multiple trainings with network partners on use of the website. Developed referral protocols and forms in 2015 to facilitate intranetwork referral processes (e.g., Network Application, Consent to Refer form, Pre-Screening form). Expanded network to Zones 1, 2, and 3 by the end of 2016 and Zones 4 through 7 by February 2018. Engaged 22 partners, including legal and non-legal victim service providers, by the end of February 2018. Made roughly 15-30 referrals per month among 22 partners with more than 613 services provided to victims from Nov 2016 through June 2018. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
	Leadership Goal: Create a standing committee for the whole network to enhance communication and collaboration among all stakeholders.	<ul style="list-style-type: none"> Convened a steering committee consisting of 11 network partners monthly between 2012 and 2018. Started quarterly network meetings for the partners in 2018. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
	Education Goal: Educate victim service providers about legal needs of crime victims.	<ul style="list-style-type: none"> Offered network membership with free trainings and educational materials for partners. Provided educational and training resources on the website for providers. 	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

CHAPTER 9.

Network Partnership

Each site had a group of network partners that played a variety of roles, such as: serving as steering committee members, planning implementation, assisting with needs assessment development and instrument review, assisting with data collection, providing and receiving referrals, and providing victim services. The number of network partners within each site ranged from 9 to 31. These numbers fluctuated throughout the course of the funding period as partners transitioned off the project for a variety of reasons or the networks expanded. Network partners included government agencies, legal providers, victim service providers, community organizations, and criminal justice organizations. The amount of time that network partners dedicated to participating in the network varied greatly from less than 5 percent to 100 percent. While most network partners felt that they had the right number and composition of partners at the table, each site did have a number of recommendations for future partners or organization types that should be added to the network. This included organizations that focused on specific populations of victims, such as elder adults, those with disabilities, children, and other underserved populations (Native Americans, refugees, LGBT). Recommendations for organizations also included places that addressed specific victim needs such as immigration, housing, financial assistance, medical care, and mental health care.

Partner Description

At five time points (2013, 2014, 2015, 2016, 2017) network partners completed a survey that focused on their experiences participating in the networks. This survey asked for partners' perceptions about their involvement in the network, attitudes toward the network, and extent of service coordination with other organizations in the network (for more information see Appendix B: Detailed Methodology).

NPS Administration		
Time	Time Frame Covered	Administration Period
1	November 2012 to November 2013	November 2013
2	December 2013 to November 2014	December to January 2015
3	December 2014 to November 2015	November to December 2015
4	January 2016 to December 2016	May to June 2017
5	January 2017 to December 2017	March to September 2018

Partner Organizations' Perceptions of Level of Involvement in the Wraparound Project.

Each partner was asked to rate how involved their organization was in the network. The rating scale went from 1 = no involvement to 5 = extensive involvement. Partners in Denver and Los Angeles reported the highest averages in involvement with averages between 3-4 (moderate and significant involvement). The average levels of involvement for partners in Alaska, Chicago, and Texas varied over time, but on average they reported moderate involvement (3). Looking over time, average levels of involvement decreased in Los Angeles and Texas and increased in Alaska. Among partners in Chicago and Denver, their average levels of involvement at the beginning and end of the evaluation years remained similar. Overall, all sites reported moderate to significant levels of involvement across the years.

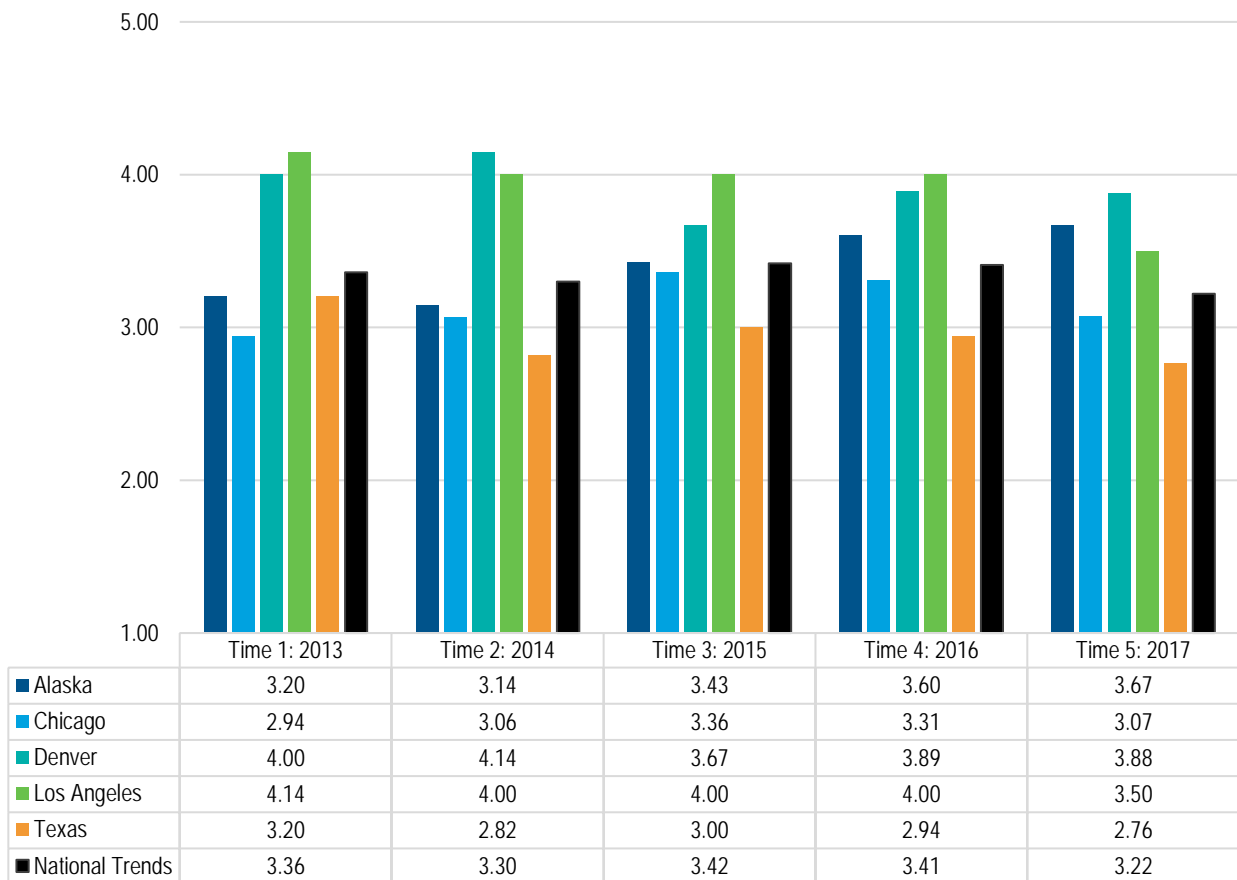
NPS Involvement Question

Please indicate your organization's level of involvement in the WVLAN initiative.

Involvement Ratings:

- 1: No involvement
- 2: A little involvement
- 3: Moderate involvement
- 4: Significant involvement
- 5: Extensive involvement

NPS Average of Involvement



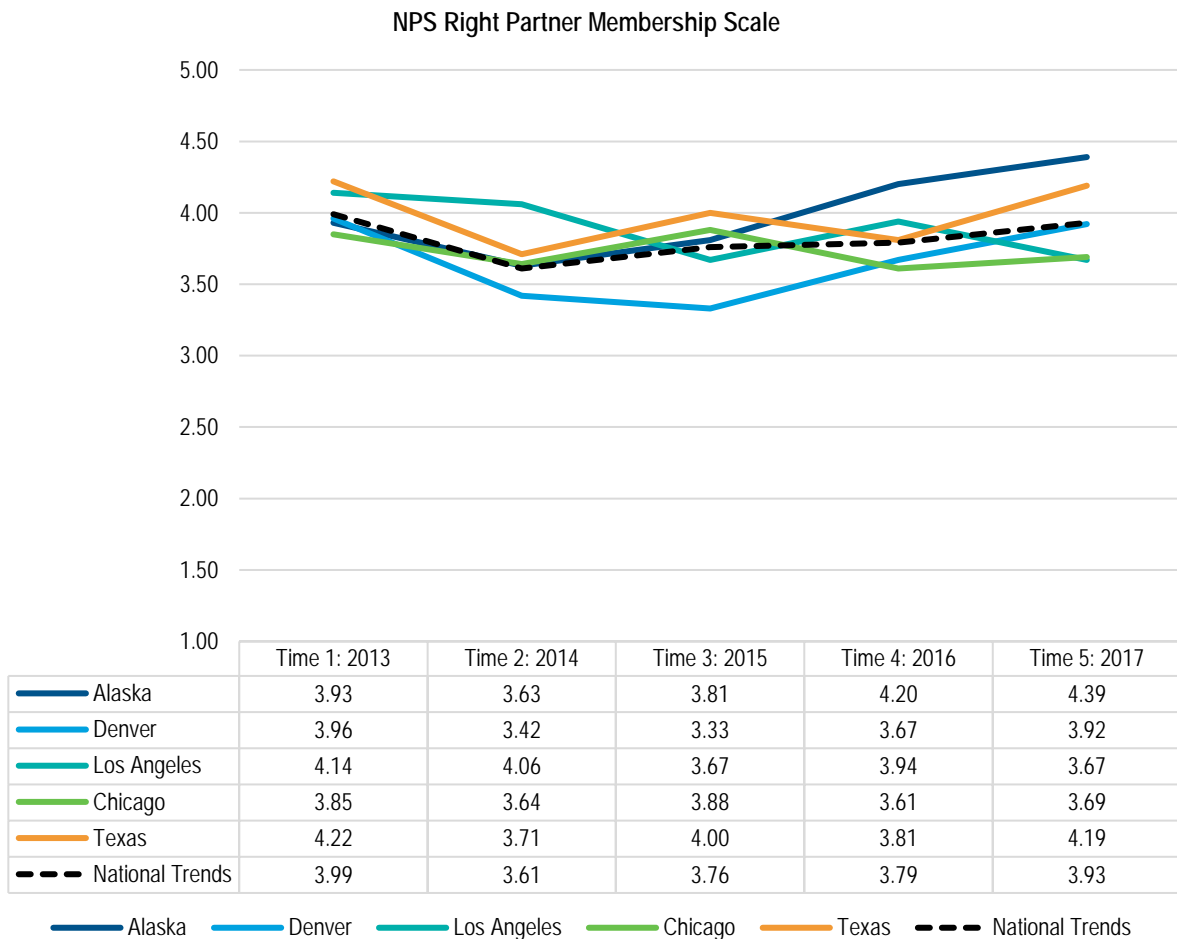
Right Partner Membership. Partners agreed that the quantity and type of stakeholders at the table were appropriate (national averages slightly below a 4 rating). The averages decreased during Time 2 (2014) and slightly increased each year from Time 3 (2015) through Time 5 (2017). Overall, the partners agreed that the right composition of stakeholders were at the table with the lowest averages in Time 2, which was the period when the planning phase was ending and demonstration sites were transitioning into the implementation phase. Looking across the sites, the average ratings from Time 1 to Time 2 decreased across all sites, with Denver and Texas having the largest average decreases. The sites with the highest and lowest averages (Los Angeles and Denver respectively) in Time 2 both decreased during Time 3, and all other sites increased. By the end of the project, all the sites except Los Angeles experienced an increased from Time 4 to Time 5. Overall, Alaska averages increased over time and Los Angeles averages decreased. For the three other sites, the ratings rose and fell over time, but the average ratings at the beginning and end of the evaluation were similar. By Time 5, Alaska and Texas had the highest average ratings, between 4.2-4.4, and the average ratings for Chicago, Denver, and Los Angeles ranged from 3.7-3.9, demonstrating that all sites agreed with partner membership.

NPS Right Partner Membership Scale

- The number of stakeholders involved in the steering committee is appropriate.
- The project has the right composition of partners from different key stakeholder groups.
- The project's composition of partners promotes diverse viewpoints.

Membership Ratings

- 1: Strongly disagree
- 2: Disagree
- 3: Neutral
- 4: Agree
- 5: Strongly agree



Partner Interactions

Communication. The national averages for partners' perceptions of communication over time remained stable and were mostly positive. Looking across sites, the average ratings ranged from 3.5 to 4.5, with the lowest ratings in Texas during Time 2 (3.5) and the highest ratings during Time 5 in Denver (4.5). Chicago and Texas had some of the lowest average ratings, most noticeably during Time 4 and Time 5. Even though Los Angeles had the highest average rating during Time 1 (4.3), the partners' average ratings declined steadily over time and ended at 3.7, which is a moderately positive rating. The average ratings in Alaska remained the most stable over time, ranging between 3.8-4.1, and in Denver, the average ratings were close to or above the national average, with some of the highest averages in Time 3-Time 5 compared to other sites. Overall, each site agreed that project leaders communicated effectively, there were sufficient meetings to exchange information,

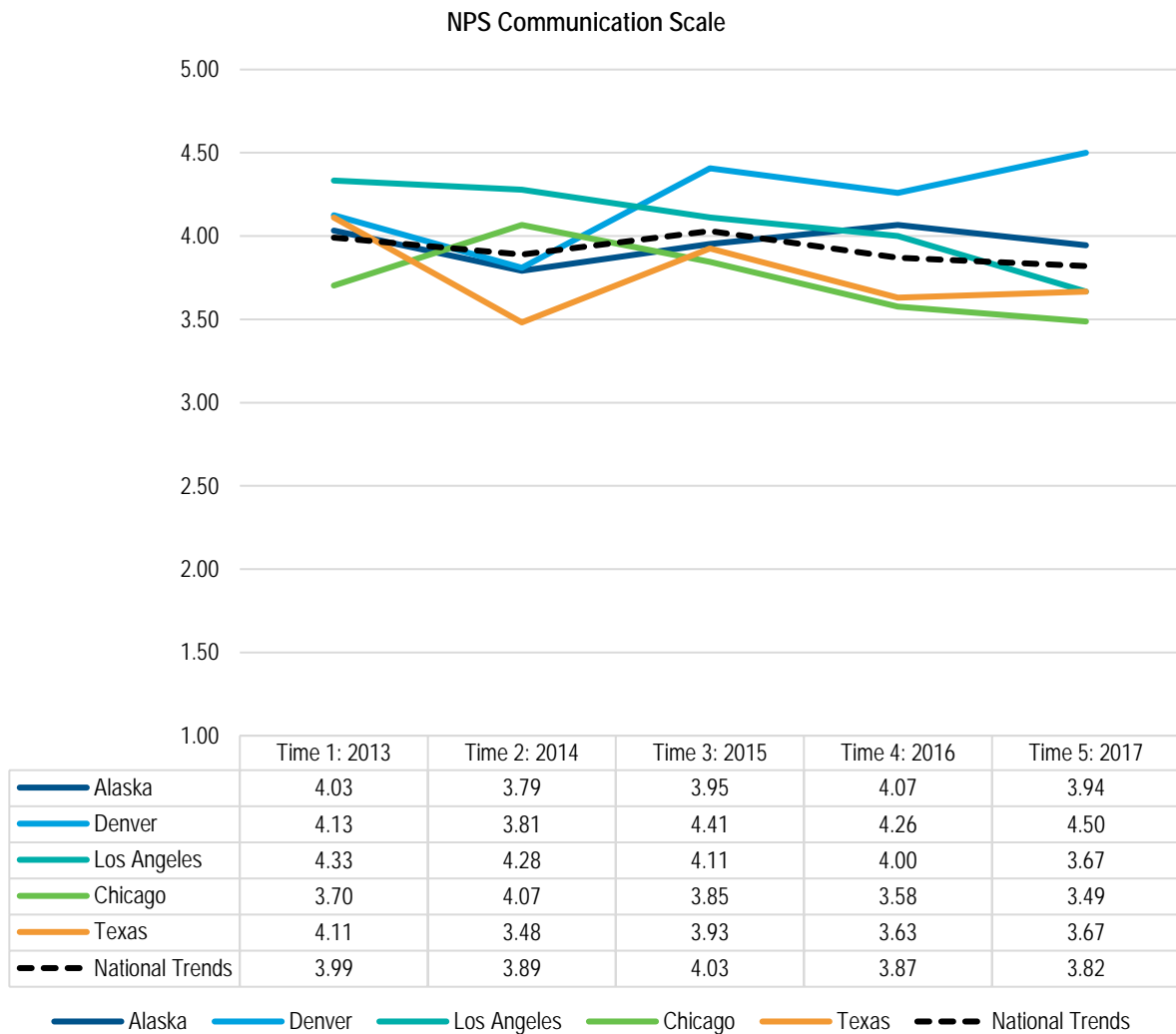
NPS Communication Scale

- Project leaders communicate effectively with participating partners.
- The project has sufficient meetings/conference calls to exchange information among partners.
- Project partners communicate effectively with each other.

Communication Ratings

- 1: Strongly disagree
- 2: Disagree
- 3: Neutral
- 4: Agree
- 5: Strongly agree

and partners communicated effectively with each other throughout the lifetime of the project.



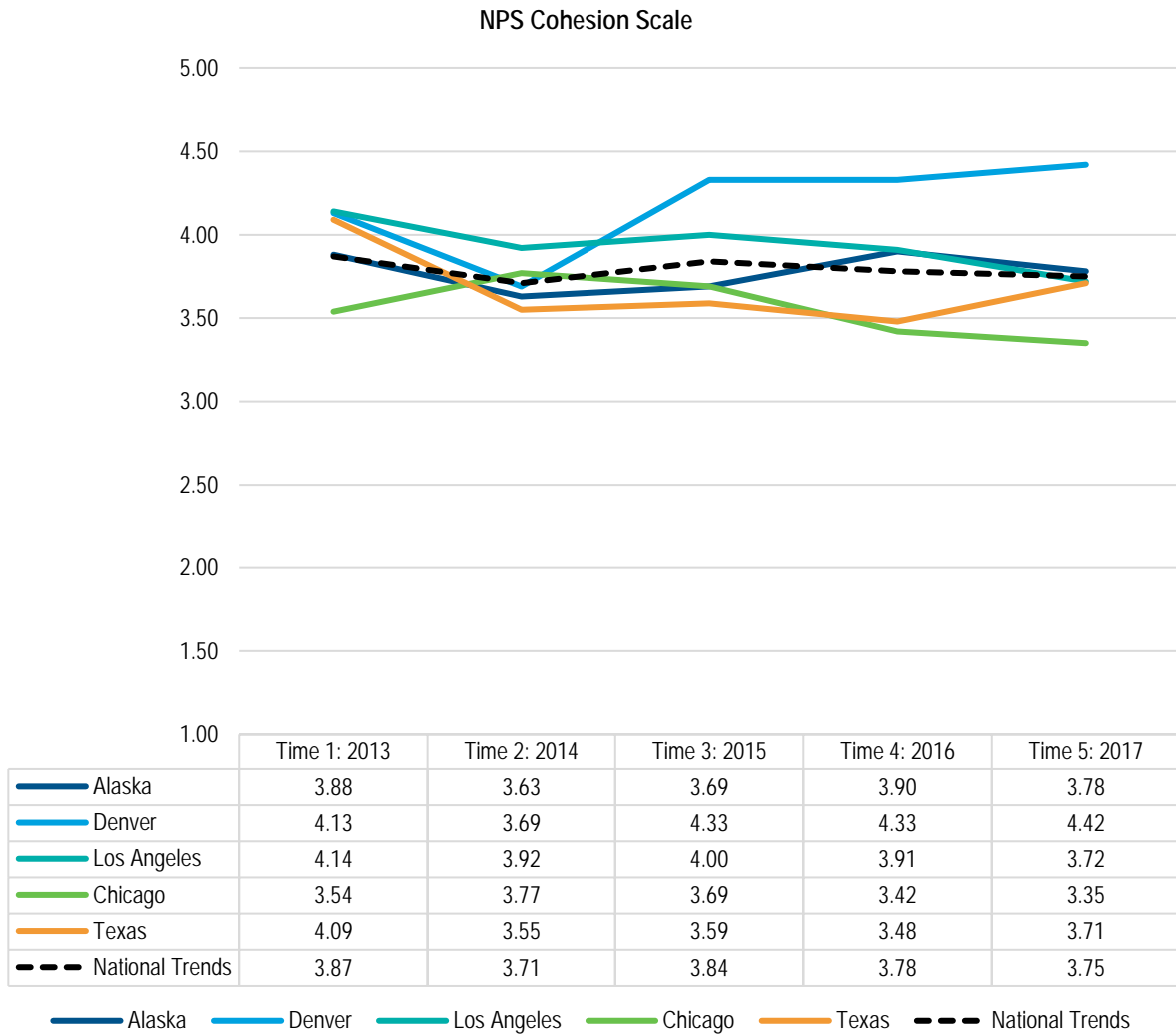
Cohesion. As illustrated by national averages that ranged from 3.7-3.9, partners' perceptions of the cohesion were generally positive. Looking across sites, Denver had some of the highest average ratings, especially during Time 3-Time 5. Except for Chicago, all of the sites experienced a decline in average ratings from Time 1 to Time 2. After the increase from Time 1 to Time 2 in Chicago, the averages steadily declined over time. By Time 5, Denver's averages were the highest at 4.4, Alaska, Los Angeles, and Texas ended around the national average of 3.8, and Chicago's rating of 3.4 was the lowest.

NPS Cohesion Scale

- Project partners can be counted on to meet their obligations to the project.
- Roles and responsibilities of steering committee members are clear.
- The project has a feeling of cohesiveness and team spirit.
- Project partners feel valued and important.
- There is a shared vision of what the project should accomplish.
- Differences among project partners are recognized and worked through.

Cohesion Ratings

- 1: Strongly disagree
- 2: Disagree
- 3: Neutral
- 4: Agree
- 5: Strongly agree



Leadership. National averages illustrate that partners' perceptions of the project's leadership were positive, with average ratings at or above a 4 rating (agreement). Looking across the sites, some of the lowest average ratings were during Time 2, with Texas having the lowest rating at 3.6. This was a time when most sites were between planning and implementation and waiting for approvals to move forward. Ratings in Denver, Los Angeles, and Alaska were fairly high during most time periods, with Denver having the highest average during Time 5 (4.7) indicating that they felt very positive with project leadership. Even though Chicago and Texas ratings fluctuated, average ratings between 3.5-4.3 illustrate moderately positive perceptions of the sites' leadership.

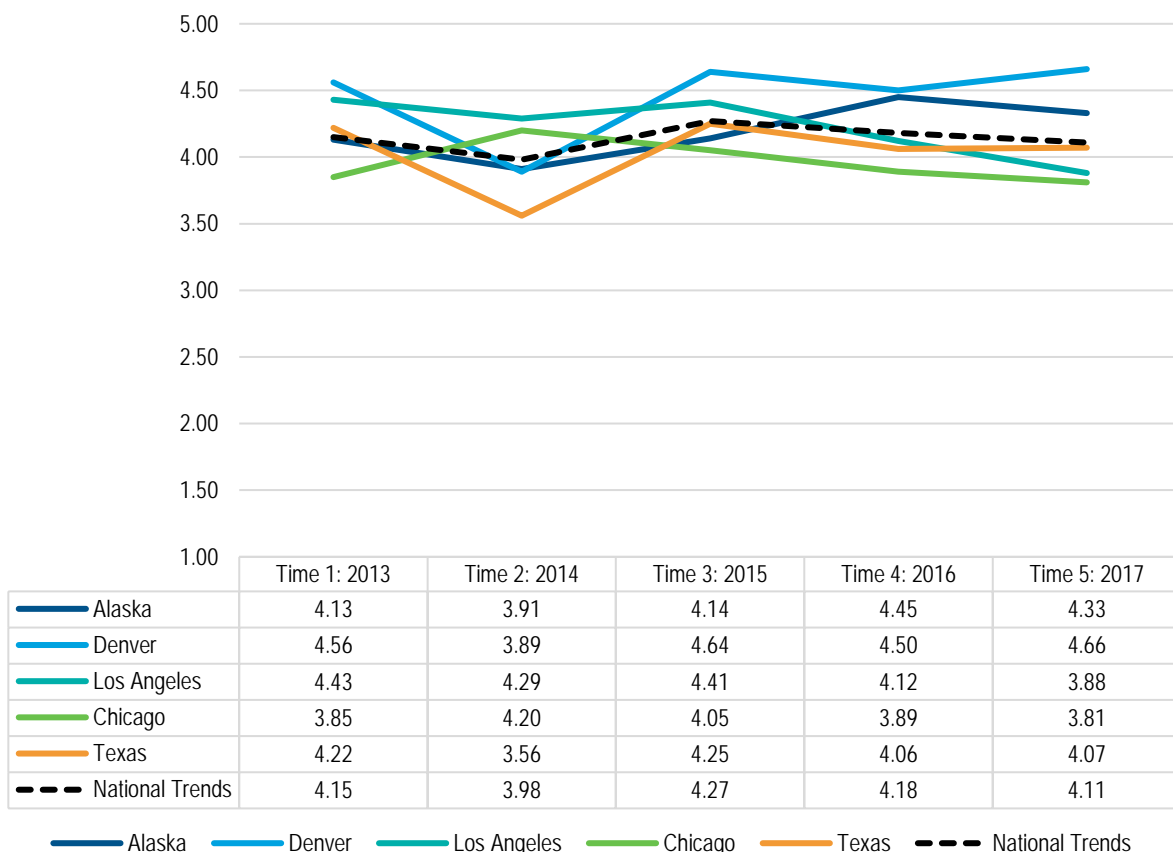
NPS Leadership Scale

- Project leaders seriously consider partners' recommendations when making decisions.
- Project leaders are responsive to partners' concerns.
- Project leaders provide direction and vision for the project.
- Project leaders are integral to achieving project goals.

Leadership Ratings

- 1: Strongly disagree
- 2: Disagree
- 3: Neutral
- 4: Agree
- 5: Strongly agree

NPS Leadership Scale



PROJECT EFFICIENCY AND EFFECTIVENESS.

National trends remained fairly stable over time, with average ratings falling between neutral to positive feelings about the project's efficiency and effectiveness. The average ratings ranged from 3.7 to 3.9, which illustrates that partners primarily agreed with the statements. Looking at the cross-site averages, the partners' perceptions varied widely across the sites, with the lowest average ratings in Chicago Time 4 (3.2) and highest average ratings in Denver Time 3 and Alaska Time 4 (4.4). The site with the most stability over time was Los Angeles, which had average ratings between 3.8-3.9 over all time periods.

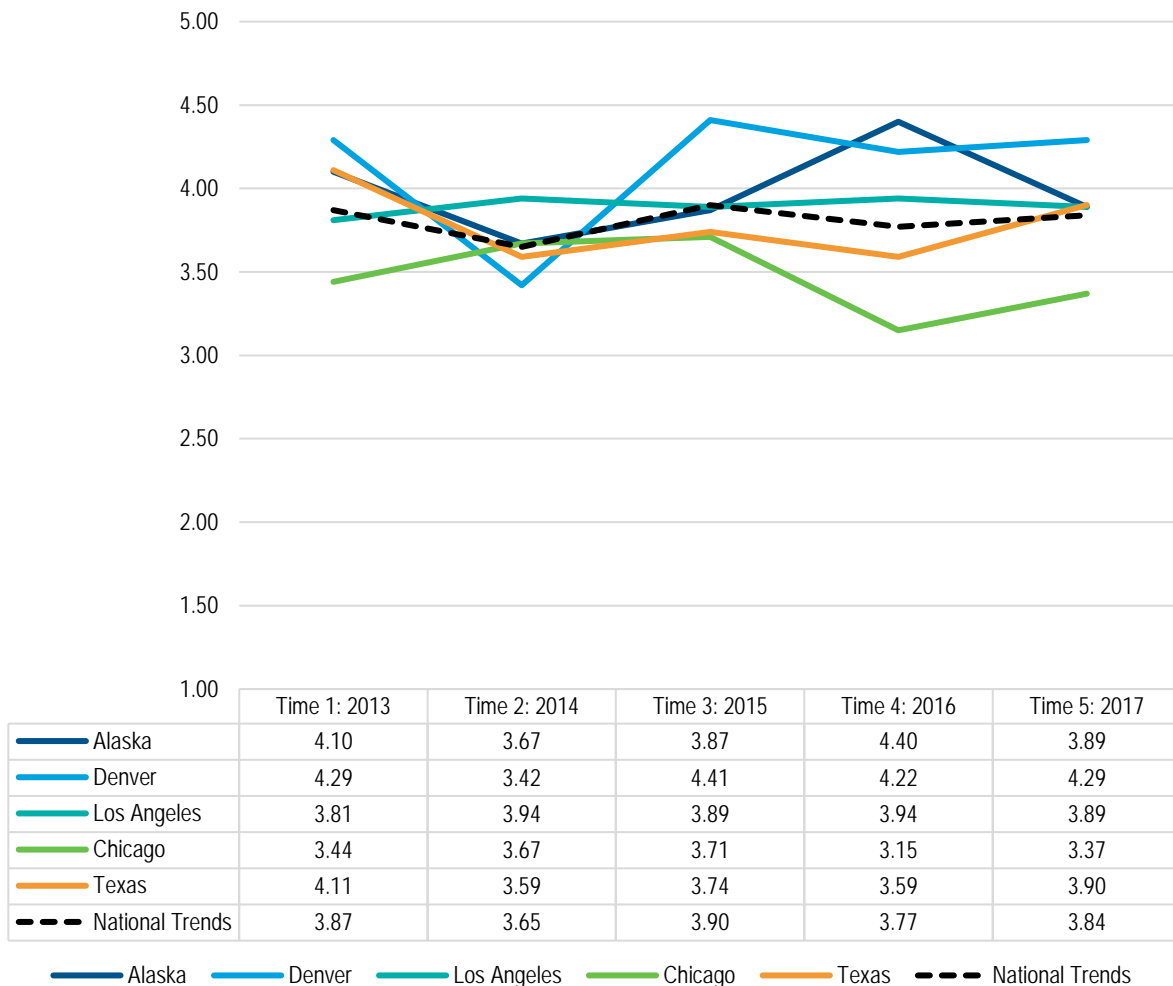
NPS Project Efficiency and Effectiveness Scale

- Meetings accomplish what is necessary for the project to function well.
- The project operates efficiently.
- The skills and expertise of project partners are utilized effectively.

Efficiency and Effectiveness Ratings

- 1: Strongly disagree
- 2: Disagree
- 3: Neutral
- 4: Agree
- 5: Strongly agree

NPS Project Efficiency and Effectiveness Scale



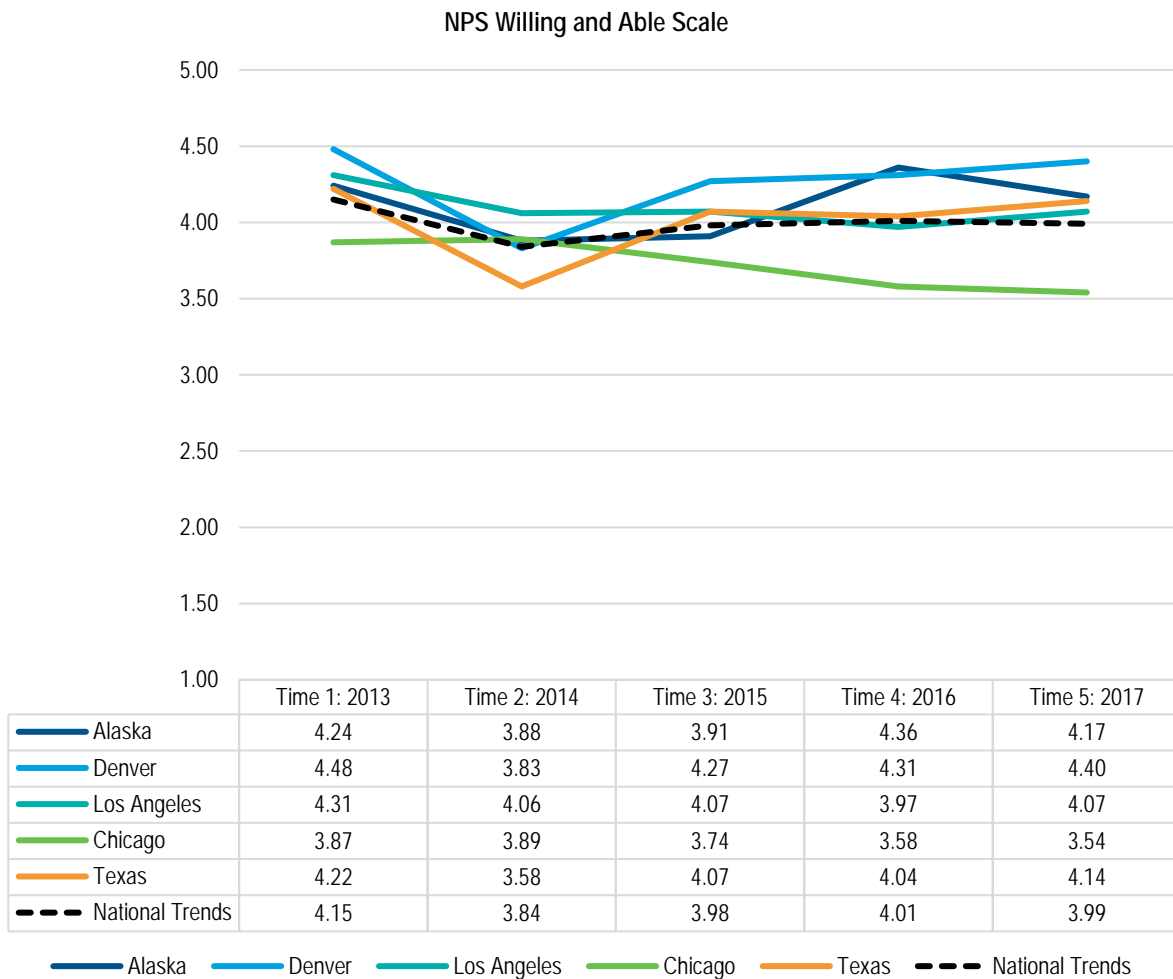
Willing and Able. National trends illustrate that partners on average agreed that the partners were willing and able to participate in the project (averages ranging from 3.8-4.2). After a slight decrease from Time 1 to Time 2, the average ratings remained stable at 4.0. For most of the sites, the national trends aligned with the average ratings of the project partners over time. Looking at Time 1 and Time 5, the average ratings in all sites except Chicago were at or above the national trends, which illustrates generally positive perceptions of collaborative relationships among the project partners. Except for Time 2, Denver had some of the highest average ratings compared to the other sites. In Chicago, the average ratings remained stable from Time 1 to Time 2 and then decreased through Time 5 (3.5). Although this was the lowest rating and about a one point difference from the highest averages, it still illustrates that partners had between neutral to positive ratings on partners' willingness and ability to participate in the project by the end of the project.

NPS Willing and Able Scale

- Project partners are committed to working together to enhance legal assistance for crime victims.
- Project partners have adequate time to commit to the project.
- Leaders of participating partner organizations are willing to commit resources, such as financial resources and staff time, for the project.
- My jurisdiction's policies are conducive to developing collaborative relationships with other organizations.
- Existing programs within the community are conducive to developing collaborative relationships with other organizations.

Willing and Able Ratings

- 1: Strongly disagree
- 2: Disagree
- 3: Neutral
- 4: Agree
- 5: Strongly agree



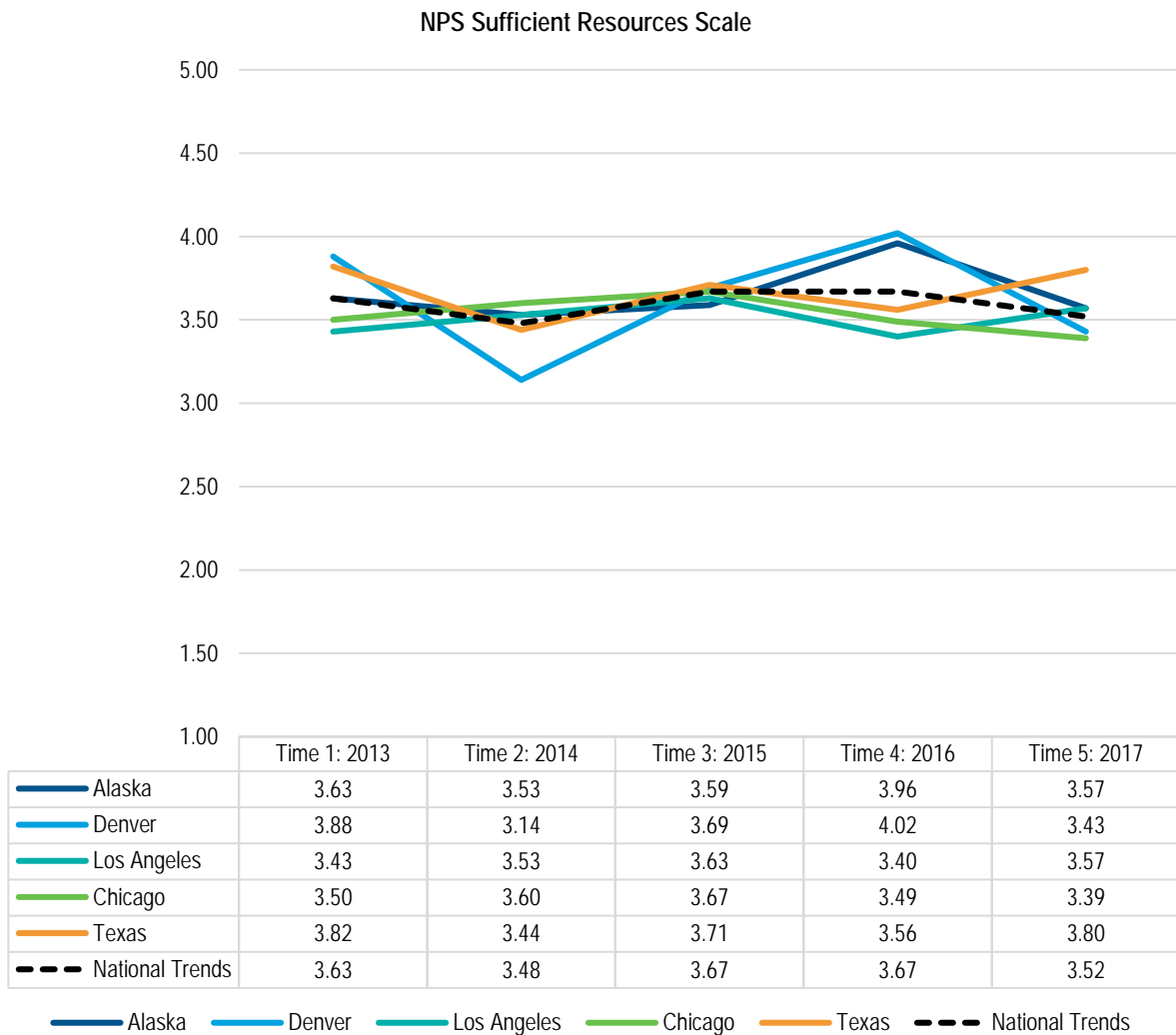
Sufficient Resources. On average, partners felt neutral to positive about the project having sufficient resources each year with ratings ranging from 3.5-3.7. Looking across the sites, the average ratings for all the sites except Denver began and ended at similar ratings. Denver's change was the largest (3.9 at Time 1 and 3.4 at Time 5) but still represented average agreement with the items. Denver also had the most variation over time, and the highest and lowest average ratings across all the sites (lowest during Time 2 and highest in Time 4).

NPS Sufficient Resources Scale

- The project has sufficient OVC support to carry out its activities.
- The project has sufficient financial resources to carry out its activities.
- My organization has sufficient financial resources to carry out its activities for the project.
- The project has sufficient knowledge resources (e.g., in-house expertise, available training resources) to carry out its activities.
- The project has sufficient staff to carry out its activities.

Sufficient Resources Ratings

- 1: Strongly disagree
- 2: Disagree
- 3: Neutral
- 4: Agree
- 5: Strongly agree



Service Coordination. Network partners completed questions that measured how coordinated their services were with other partners. The chart below displays the averages for the service coordination scale for all partners for each site over time to better understand changes in service coordination within each site. The averages for each time point are an average of all partners within each site who were participating in the network and responded to the survey. Overall, the average levels of service coordination are fairly low across all sites over all five evaluation time points based on the scale ranging from 0-4.

Looking at changes over time across sites, the average levels increased in Alaska and Texas,

NPS Client Service Coordination Scale

- Provide/receive training with this organization.
- Use common intake forms.
- Develop client service plans together.
- Participate in joint case conferences or case reviews.
- Share client information as appropriate.
- Share materials, tools, or other resources (e.g., pamphlets, procedure manuals, centralized databases).
- Provide/receive referrals with this organization.

Client Service Coordination Ratings

0: Not at all/not applicable

1: A little

2: Somewhat

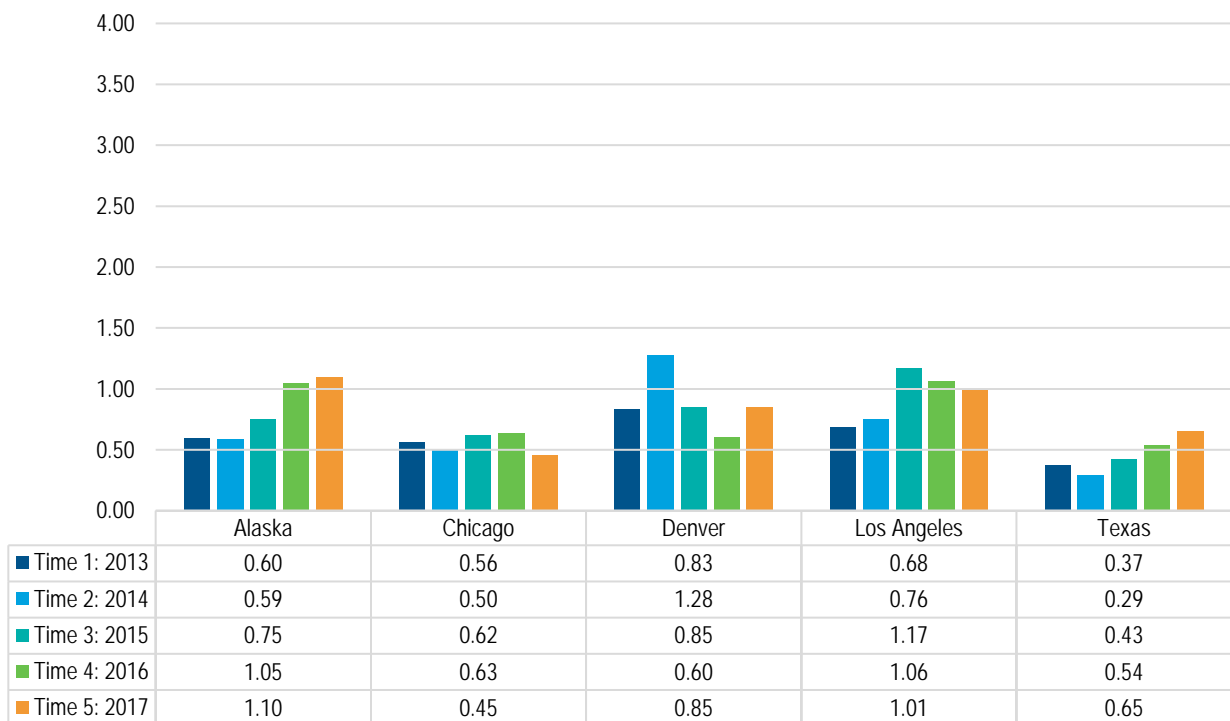
3: Considerable

4: Very much



except for a slight decrease from Time 1 to Time 2. In Los Angeles, there was an increase that peaked in Time 3 and then slightly decreased through Time 5. Overall, the average levels of service coordination were higher at the beginning of the project. For Chicago and Denver, the average levels of service coordination are more varied. In Denver, during Time 1, Time 3, and Time 5, the levels of service coordination are fairly stable. Looking at trends over time, there was a sharp increase in Time 2 and decrease in Time 4. Overall, the average levels are similar at the beginning and end of the project. When comparing Time 1 and Time 5, Chicago is the only site where the average levels decreased, with ratings that are fairly low overall. In Chicago, the average levels of service coordination decreased in Time 2, increased in Times 3 and 4, and then decreased in Time 5. By the end of the project, the average levels of service coordination were highest in Alaska, followed by Los Angeles, Denver, Texas, and then Chicago. Overall, the network partners within each site felt that there was no to little service coordination between their organization and the other network partners throughout the lifetime of the project.

Total Service Coordination (7 items) by Site Over Time



Steering Committee Structure

The demonstration sites structured their steering committees and utilized their steering committee members in a variety of different ways. Steering committee members in the Chicago, Denver, and Los Angeles sites met in-person primarily, although a teleconference option was available. Both the Alaska and Texas networks spanned large geographic regions. As a result, some of the Alaska steering committee members met in person, but most joined by teleconference. Steering committee members in Texas joined all meetings by teleconference. During the planning phase, the Alaska steering committee met monthly, and on an as-needed basis during implementation. The Chicago steering committee had monthly meetings briefly, then shifted to quarterly meetings. The Denver, Los Angeles, and Texas steering committees met monthly. Each site added additional meetings as needed.



In Alaska, Los Angeles, and Texas, the steering committees did not have formal bylaws or rules. The Chicago and Denver steering committees both had formal bylaws and rules. For example, the Denver steering committee's bylaws outlined roles, duties, membership, terms, elections, special meetings, amendments, and compliance. The steering committees at all five sites tended to make decisions by consensus.

During the planning phase, steering committee members typically participated in developing the implementation plan, needs assessment data collection, referral processes, and other components of service delivery. During the implementation phase, steering committee members typically participated in service delivery, served as advisors on network challenges, and reviewed network tools and materials (e.g., training curriculums). In Alaska, the steering committee also helped develop the needs assessment methodology and instruments.

The Alaska, Chicago, and Denver steering committees used subcommittees during the planning phase to address specific tasks (e.g., develop policies, procedures, logic models). Chicago, Denver, and Los Angeles also used work groups, which were less formal than subcommittees. For example, Chicago and Denver used work groups to inform the development of their websites. The Los Angeles steering committee used work groups to develop the implementation plan, as well as develop trauma-informed procedures for conducting intakes.

In Alaska, Chicago, Denver, and Los Angeles, each steering committee member signed an MOU that outlined the roles and responsibilities of the organization (e.g., participation in steering committee meetings, providing and accepting referrals). The grantee in Texas attempted to develop MOUs with each steering committee member, but only received signed MOUs from a few partners. Each site compensated its steering committees in different ways. In Alaska, only two core steering committee members received funding for participating in the network. In Chicago, steering committee members were eligible to receive a \$100 stipend for traveling to and attending meetings. The Denver steering committee members received \$3,000 if they attended 80 percent of steering committee meetings. Steering committee members in Los Angeles received \$22,000 to \$84,000 during the needs assessment phase and \$38,000 to \$76,000 during the implementation phase. Active members of the Texas steering committee received \$200 per quarter for participating in meetings during the planning phase. Texas partners that signed subaward agreements during implementation were paid \$5,000 for their participation in the project.

Site	Mode	Frequency	Bylaws/ Rules	Sub- committees	Work groups	Funds
Alaska	In-Person & Phone	Phase I: Monthly Phase II: As needed	No	Yes	No	Some
Chicago	In-Person & Phone	Year 1: Monthly Years 2-6: Quarterly	Yes	Yes	Yes	All
Denver	In-Person & Phone	Phase I & II: Monthly	Yes	Yes	Yes	All
Los Angeles	In-Person & Phone	Phase I & II: Monthly	No	No	Yes	All
Texas	Phone	Phase I & II: Monthly	No	No	No	Some

CHAPTER 10.

Program Models and Implementation

Needs Assessment

During Phase I, each WVLAN demonstration site conducted a needs assessment to help develop their plans for building their network and providing victims with legal services and referrals within the network. The five sites engaged in a variety of activities as part of the needs assessments, including collecting data from stakeholders and service providers, victims of crime, and secondary data (see table below). The discussion below is meant to be a quick summary and comparison of the main components of each site's needs assessment. For a more detailed description, please refer to the site-specific case study chapters.

Stakeholder/Service Provider Data:

All five sites conducted survey data collection with stakeholders and/or service providers to inform their understanding about legal and non-legal services in each area, as well as policies, procedures, and protocols currently in place. In Denver, the service provider survey also inquired about professional training needs. In Los Angeles, stakeholder survey respondents included community leaders, victim advocates, police departments, and legal services organizations. In Texas, stakeholder survey respondents included any individuals with knowledge about victim services in southeast Texas. All sites except Chicago conducted stakeholder and/or service provider interviews to further explore areas of relevance to the WVLAN program.

Crime Victim Data:

All five sites conducted survey data collection with crime victims to obtain the client perspective. Alaska, Texas, and Denver reported challenges: Alaska translated the survey in a number of languages but had limited capacity to support survey mailing/distribution; Denver described difficulty in knowing when to approach a client about the survey; and Texas experienced low crime victim survey response rates. Alaska, Chicago, and Denver also conducted focus groups and/or interviews with crime victims to further deepen their understanding of the experiences and perspectives of clients seeking services. Los Angeles and Texas were relatively unsuccessful in their qualitative data collection efforts, so instead they gained client insight through conversations/interviews/listening sessions with community members who may or may not have been crime victims.

Secondary Data:

Alaska, Los Angeles, and Chicago conducted secondary data collection via document reviews or environmental scans. In Alaska, the literature review comprised reading electronic documents to inform their understanding of different agencies' purpose and service provision. In Los Angeles, the document review included evaluating existing surveys, prior legal community needs assessments, and reviewing reports about crime victim needs and statistics in the five main communities of interest. In Chicago, the environmental scan involved a compilation of key



indicators such as: poverty rates, income, racial makeup, and crime statistics using information from multiple public databases.

Alaska State of Alaska	Los Angeles Los Angeles County, California	Texas 72 counties in East Texas	Chicago Cook County, Illinois	Denver City of Denver, Colorado
<ul style="list-style-type: none"> ▪ Literature review ▪ Crime victim survey ▪ Crime victim focus group ▪ Stakeholder interviews ▪ Steering committee partner agency survey 	<ul style="list-style-type: none"> ▪ Literature review ▪ Secondary data collection on crime victims needs and crime statistics ▪ Crime victim survey ▪ Service provider survey ▪ Stakeholder interviews ▪ Community member interviews 	<ul style="list-style-type: none"> ▪ Community listening sessions ▪ Service provider survey ▪ Key informant interviews about victim services ▪ Crime victim survey 	<ul style="list-style-type: none"> ▪ Environmental scan reviewing existing databases/literature/documentation ▪ Service provider survey ▪ Crime victim survey ▪ Crime victim focus groups/interviews 	<ul style="list-style-type: none"> ▪ Service provider interviews ▪ Service provider survey ▪ Crime victim survey ▪ Crime victim focus groups

Implementation

Based on findings from the needs assessments discussed above, and the sites' individual needs, the sites developed a variety of strategies for building their networks. All five demonstration sites implemented activities to strengthen their referral systems and incorporated outreach in some form to market their program and/or services. In addition, three demonstration sites implemented professional trainings (Alaska, Los Angeles, and Chicago), three sites created web portals (Texas, Chicago, and Denver), three sites implemented a case navigator model (Alaska, Los Angeles, and Denver), two sites implemented a hotline (Los Angeles and Denver), and two sites expanded direct service by hiring staff (Texas and Chicago). There were similarities and differences in how sites implemented the different strategies. The discussion below is meant to be a quick summary and comparison of the main components of each site's implementation plan. For a more detailed description of the implementation plans, please refer to the site-specific case study chapters.

Referral System:

All five sites made efforts to improve their referral systems. Alaska attempted to streamline the referral process between agencies, giving the District Attorney a very specific email address to make referrals, and tracking and following up on the referrals. In Los Angeles and Denver, streamlining the referral process involved using navigators. In Los Angeles, case navigators made referrals via phone or email depending on the intended navigator's preferred method of contact. In Denver, the navigator helped victims move through the legal process using a series of warm handoffs. The Texas site sought to create a cohesive, collaborative, and coordinated referral system by attempting to nurture a culture of information sharing. The referral system involved common forms and referral protocols intended to facilitate the intranetwork referral process. Chicago customized its Legal Server database in order to connect referrals and developed a Legal Service Prioritization protocol.



Outreach:

All sites incorporated some form of outreach, but efforts in Los Angeles and Chicago were distinct. In Los Angeles, grantee staff built relationships with cultural ambassadors in the underserved communities and attended community events to raise awareness about available services. In Chicago, staff created a comprehensive outreach and dissemination plan using marketing tools such as brochures and email or social media campaigns to disseminate information about its tools, portal, and VLAN's capabilities and services to MFS LAS, agency-wide sites, the steering committee members, and the greater Chicago community.

Training:

Alaska, Los Angeles, and Chicago all implemented professional trainings to strengthen provider knowledge about existing wraparound services or other topics to improve the quality of their services. These trainings were implemented to increase service provider knowledge and awareness of existing services. In Los Angeles and Chicago, trainings also covered topics to support professional development to improve the quality of legal and social service provision. For example, in Los Angeles, training topics included how to file a police report, wage theft and workers' rights, LGBT domestic violence, forced marriage, victims' compensation, homeless and tenant rights, elder abuse and fraud, government benefits, confidentiality, language access, and affordable housing. Los Angeles trainees became part of a provider email listserv. Chicago trainees received a training guide.

Web Portal:

Texas, Chicago, and Denver each created a web portal to engage victims virtually. In Texas, the "Network Website," which was meant for both victims and service providers, housed victims' rights and self-help information, a common application and pre-screening form, and a directory of providers. Chicago staff designed a web portal for providers and victims. The portal enabled victims to apply online for legal services or request referrals and ask questions and receive quick answers. In Denver, the web portal served as a key source of information for victims to understand components of criminal justice reporting (e.g., what process occurs after making a sexual assault report).

Case Navigators:

Alaska, Los Angeles, and Denver implemented a case navigator model. For all three sites, the purpose of the case navigator model was to strengthen client support. In Alaska and Los Angeles, each network partner had a case navigator who was the main point of contact for victims to enable warm handoffs between services. Specifically, each network partner organization would designate a contact person to receive and respond to referrals. This point of contact would be the case navigator. All network providers received a list of all of the case navigators. In Denver, the case navigator helped victims make their way through the legal system, which involved intensive case navigator training to equip individuals with the knowledge about legal processes, such as going through protection order court.

Hotline:

Los Angeles and Denver implemented a hotline for victims but conceptualized them differently. In Denver, the "helpline" was for providers as well as all victims seeking legal services. The Los Angeles site leveraged an existing call center with six toll free helplines and was able to use that to provide legal guidance and support to victims who were not eligible to be seen within the network.

Staffing:

Texas and Chicago expanded direct service by hiring staff. Texas hired a full-time staff attorney



and paralegal, and two new legal partners. Chicago service expansion included hiring two case managers and one staff attorney.

Language:

Alaska was the only state that implemented a formal language component; however, Los Angeles did focus on language access as well. Steering committee members in Alaska participated in language access training and then identified agency-level documents that they recommended for translation. When offering services to a non-English-speaking client, agencies relied on support from the federally accessible language interpreter center.

Alaska State of Alaska	Los Angeles Los Angeles County, California	Texas 72 counties in East Texas	Chicago Cook County, Illinois	Denver City of Denver, Colorado
(1) Training for professional development (2) Refined referral process (3) Implemented case navigator model (4) Implemented language access plan	(1) Implemented case navigator model (2) Created hotline (3) Training for professional development (4) Conducted outreach to underserved communities (5) Created email listserv for providers	(1) Built network infrastructure, membership and capacity (2) Expanded direct services (3) Developed website with a crime victim portal and service provider portal.	(1) Created a web portal for victims (2) Expanded direct service (3) Customized Legal Server database (4) Refined referral process (5) Outreach (6) Training for professional development	(1) Implemented navigator model (2) Developed navigator training manual (3) Created hotline (4) Developed website

Local Evaluation Plan:

Local evaluation plans varied across sites, particularly after completing the needs assessment, but there were a few common threads. Evaluating one or more aspects of the referral system was a common theme across all five sites. In Alaska, the research partner sought to understand changes in the network referral system beginning with a retrospective design examining the historical provision of legal services, undertaking qualitative data collection to understand provider experience with the current system, and tracking referral and service outcomes. In Chicago, the local research partner tracked key metrics, including services provided, clients seen, and the referral process. In Los Angeles, the research partners developed and analyzed a client data tracking sheet. Chicago developed and administered a referral process survey for in-network direct service providers. In Denver, researchers sought to understand network effectiveness and specifically created an inventory to examine individual perspectives of how their group works together. They also collected data and reported back to the partners on a monthly basis to help identify trends, concerns, and support program improvement.

Research partners in Texas conducted focus groups with network partners to evaluate the organizational capacity and participation in the network. Local evaluations in Alaska, Chicago, and Denver incorporated strategies to measure client satisfaction with services. In Chicago, the grantee took over the evaluation from the research partner and disseminated client satisfaction surveys to their clients. In Denver, the research partners facilitated or monitored implementation of pre-/post-client surveys, while in Alaska, the core network partners disseminated the survey to their clients.

CHAPTER 11.

Victims of Crime

The national evaluation included data collection that focused on victims of crime. This included surveys and interviews of victims who received services through each network, as well as analysis of the data that each network tracked on their clients and cases. The following sections delve into: (1) the information found from the administrative data collection, including demographics on the victims seen through the network, the services they needed and received, and case outcomes; and (2) the information collected from surveys and interviews of network clients, including their experiences and satisfaction with the services they received via the networks.

Administrative Data: Client Demographics

Each site provided ICF with aggregate data on the types of clients their network received, the services these clients needed, the services they received, and what types of referrals were provided. The administrative data include information on the clients served by the network between 2015-2018. The details about network clients and cases discussed below allow us to have a better picture of the types of crime victims and the services needed in each geographical area.

GENDER. The overwhelming majority of the sample consisted of female victims (78.7 percent). At its lowest in the Denver site, females made up 77.7 percent of the victim sample. The highest incidence of females occurred in Texas, where 91.7 percent of victims were female. The second most commonly reported gender was male (18.5 percent), which, at most, made up 21.7 percent of the sample in Alaska. At its least, males made up just 8.2 percent of the Texas victim sample. The remaining 2.8 percent of the sample identified as transgender, other, or their gender was unknown.

AGE. The most common age range across all sites at all times was 25-49, encompassing 59.5 percent of all victims. At its least common in the Los Angeles site, this age group still made up more than half of the sample of victims, accounting for 52.3 percent of all reported ages. This age group was most common in Texas, where they accounted for 76.1 percent of all ages. The second most common age range was victims aged 50-64, who made up 12.8 percent of the victim sample across all sites. This was the case in Denver, Chicago, and Texas; however, in Alaska, the second most common age group was 18-24. Finally, in Los Angeles, the second most common age group was 65+, and this age group made up approximately 19 percent of the sample.

RACE. The most common race looking across all sites was White (36.3 percent); however, this did vary by individual site. In Chicago, Texas, and Alaska, the most common race was White. This ranged from making up 37.5 percent of the Alaska sample to making up 73.5 percent of the Texan sample. Denver reported that the majority (70.2 percent) of the race of their victims was unknown; however, the most commonly identified race was White. The only site where the most commonly identified race was not White was in Los Angeles. In Los Angeles, 40.7 percent of victims were Asian. This was the next most frequent race across all the other sites. Almost 25 percent of victims were Asian, with 66.5 percent of all Asians in the sample from the Los Angeles site. Most Black victims (78.9 percent of the total 625) were from Los Angeles and Chicago. In Chicago, Black victims made up 22.4 percent of the sample. In Texas, Black victims accounted for 14.7 percent



of the sample. Finally, another prominent race in the sample was Native Americans. Although they only made up 3.7 percent of the national sample, it is important to note that they made up 24.7 percent of the Alaska sample of victims. Alaska Native Americans made up approximately 88 percent of all Native Americans across sites.

LANGUAGE. Most victims across all sites noted English as their preferred language. The English-preferring population made up 53.6 percent of all the preferred languages specified. The incidence of English-preferring victims was lowest in Los Angeles, where just 41.6 percent of the preferred languages were specified as English, and highest in Denver where this percentage was 86.6 percent. The second most commonly preferred language was Spanish, with 21 percent of the sample preferring to speak the language. In Texas, about 40 percent of the sample of preferred languages were Spanish. Only 12.6 percent of the sample preferred a language other than Spanish. Alaska was the only site that specified which other languages were preferred but did not specify the volumes of these preferences. In Alaska, the second most common language category was “Other.” The other languages specified consisted of Somali, Arabic, Russian, Spanish, Lao, Vietnamese, Hebrew, Korean, Chinese, Nuer, Samoan, Tigrinya, Burmese, French, Urdu, Tagalog, Thai, Sudanese, Cantonese, Mongolian, and Yup'ik.

National Demographics: Admin Client Data ²							
Gender		Age		Race		Language	
Female	78.7%	25-49	59.5%	White	36.3%	English	53.6%
Male	18.5%	50-64	12.8%	Asian	24.6%	Spanish	21.0%
Transgender	1.6%	65+	12.6%	Black	15.9%	Other	12.6%
Other	0%	18-24	9.4%	Native American	4.2%		
		0-17	3.1%	Other	3.2%		
Victim Demographics [Top 2 Per Site]							
Site	Gender		Age		Race		Language
AK	Female	78.1%	25-49	75.2%	White	37.5%	English
	Male	21.7%	18-24	10.9%	Asian/Native American	24.7%	Other
IL	Female	82.8%	25-49	55.4%	White	51.1%	English
	Male	17.2%	50-64	18.0%	Black	22.4%	Spanish
CO	Female	77.7%	25-49	69.8%	Unknown	70.2%	English
	Male	18.0%	50-64	19.8%	White	19.6%	Spanish
CA	Female	75.4%	25-49	52.3%	Asian	40.7%	English
	Male	19.6%	65+	19.1%	White	25.2%	Unknown

² The percentage of “unknown” for each variable was not included in the table

TX	Female	91.7%	25-49	76.1%	White	73.5%	English	51.6%
	Male	8.2%	50-64	13.6%	Black	14.7%	Spanish	39.9%

VICTIMIZATION. With the total of all semi-annual reporting periods across these sites, the most common form of victimization was domestic violence. Domestic violence victimizations accounted for 46.4 percent of all victimizations. It was the most common form of victimization at each individual site. The highest percentage of domestic violence victimizations occurred in Alaska, where domestic violence made up 51.7 percent of all their victimizations, and Alaska's victims accounted for 41.2 percent of all domestic violence victimizations in the national sample. The lowest incidence of domestic violence occurred in Denver, and it still accounted for 36.2 percent of all victimization types at this site. The second most common victimization type, aside from "other," across these sites was human trafficking. Human trafficking made up 10.4 percent of all victimization types. It is important to note that there was a total of 341 human trafficking victimizations across these sites, and 320 (93.8 percent) occurred in Chicago, accounting for 35.4 percent of their victimizations. Physical assault followed domestic violence in Texas, where it made up 33.5 percent of victimizations. In Denver, physical assault followed domestic violence and "other" victimization types and accounted for 7.6 percent of the site's victimizations. Los Angeles did not report data on victimization type.

SERVICES NEEDED. With the exclusion of Los Angeles, which did not report services needed, civil legal services was the most common category of services needed. This was greatly affected by Alaska's reporting method because they reported civil legal services as a total of all other categories of services needed. Alaska's civil legal services category made up 91 percent of the total 1,671 civil legal services provided. With this category excluded, the most common legal services needed were family law services, which made up 24.3 percent of all services needed. This was followed by immigration services, which accounted for 14 percent of all services needed across these sites. Denver's most common legal needs were criminal legal needs, civil legal needs, and "other" legal needs. While criminal legal needs were the most prevalent in Denver, they were not among the most common in any other site. Chicago reported "other" as its most common legal needs but did not specify which services were most commonly needed. Chicago's second most commonly needed services were immigration services, which accounted for 21.3 percent of the legal services needed. Immigration needs were also common in Alaska, with 16.6 percent of needs falling into this category. Family law services were another prevalent need across sites. This need was within the top three most common needs in Texas and Alaska. They were particularly needed in Texas, with 63.9 percent of all needs being family law services. Texas also reported protection orders and privacy services to be among its top three needs, these were not common in any other site.

SERVICES PROVIDED. The most common services provided were civil legal services; however, Alaska reported civil legal services provided as a total of all services provided as well, accounting for 90.5 percent of all the reported civil legal services provided. Without Alaska's civil legal services included, the most common services provided were immigration services. Immigration services accounted for 18.7 percent of all services provided. Approximately 52 percent of these immigration services were provided in Los Angeles. Finally, family law services were another common service provided across all sites. These family law services accounted for 17.6 percent of all services provided across all sites in the data collection effort. Family law services were reported among the top three most common services provided in Los Angeles, Alaska, and Texas. It was only the most common service provided in Texas, where 24.4 percent of all legal services provided were family law services. Immigration services were among the top three most provided



in Los Angeles (30.4 percent of all services provided), Chicago (20.9 percent of all services provided), and Alaska (14.7 percent of all services provided). Texas had two unique common legal services provided, custody and divorce services. The three most common services provided in Texas were all central to domestic/family services. Like services needed, criminal legal services were only commonly provided in Denver. The last unique finding among the top three services provided by site was endorsing crime victims' rights, which made up 13.5 percent of all services provided in Chicago.

REFERRALS. When examining referrals across all sites, it is important to note that Chicago only reported "Other" referrals and Los Angeles only reported intranetwork and extranetwork referrals. With this in mind, 33.9 percent of all referrals made were intranetwork referrals. Intranetwork referrals were the most common referral method in Los Angeles (70.3 percent) and Denver (37.1 percent), which accounted for approximately 75 percent of all intranetwork referrals. Direct services were provided 31.2 percent of the time. 95.6 percent of all direct services provided were in Alaska (43.5 percent) and Texas (62.4 percent). The third most common referral method was "Other," which accounted for 18 percent of all referrals, this may have been skewed by Chicago only reporting "Other." Extranetwork referrals were not as common as direct services and intranetwork services across most sites. At most, they accounted for 29.6 percent of referrals in Los Angeles, and at their lowest, they made up just 1.8 percent of referrals in Texas.

National: Victimization/Legal Services/Referrals [Top 3]							
Victimization Type		Services Needed		Services Provided		Referral	
DV	46.4%	Civil Legal	31.5%	Civil Legal	20.4%	Intranetwork	33.9%
Other	10.5%	Family Law	24.3%	Immigration	18.7%	Direct Services	31.2%
Trafficking	10.4%	Immigration	14.0%	Family Law	17.6%	Other	18.0%
* Top three across all sites							
* The Los Angeles site did not report victimization types or services needed, so the following findings apply to the total of all other sites.							
Cross Site Victimization/Legal Services/Referrals from Admin Client Data [Top 2 3 Per Site]							
Site	Victimization Type		Services Needed		Services Provided		Referral
AK	DV	51.7%	Civil Legal	50.2%	Civil Legal	44.3%	Direct Services
	Sexual Assault	13.1%	Family Law	20.9%	Family Law	18.5%	Intranetwork
			Immigration	16.6%	Immigration	14.7%	Extranetwork
IL*	DV	44.5%	Other	45.4%	Other	21.4%	Other
	Trafficking	35.4%	Immigrant	21.3%	Immigration	20.9%	
			ECVR	13.7%	ECVR	13.5%	
CO	DV	36.2%	Crim Legal	22.9%	Other	21.1%	Intranetwork
	Other	33.7%	Civil Legal	18.8%	Crim Legal	18.1%	Other
	Phys Assault	7.6%	Other	17.2%	Civil Legal	17.2%	Extranetwork
CA**	Not Reported		Not Reported		Immigration	30.4%	Intranetwork
					Other	30.0%	Extranetwork
					Family Law	19.6%	
TX	DV	47.1%	Family Law	63.9%	Family Law	24.4%	Direct Services
	Phys Assault	33.5%	Protection	7.1%	Custody	23.7%	Intranetwork
			Privacy	6.4%	Divorce	18.9%	Extranetwork
*Chicago only reported "Other" referrals.							
**Los Angeles did not report victimization type or services needed.							

Crime Victim Survey: Client Outcomes

The Crime Victim Survey was disseminated at two time points (prior to implementation and after implementation) by organizations that were a part of the Wraparound Network. To better understand the legal needs and experiences of crime victims, organizations were asked to disseminate the survey to victims (or the parents/guardians of minor victims of crime) who were seeking and/or receiving services as a result of their victimization. As outlined in the table, the site-specific sample size of respondents ranged from 44-157 during pre-implementation and 14-36 during post-implementation.

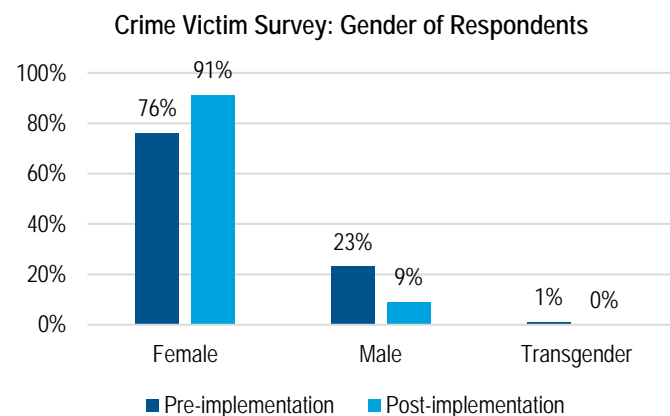
Crime Victim Survey Sample Size			
Demonstration Site	Pre-implementation	Post-implementation	Total
Alaska	157	15	172
Chicago	60	41	101
Denver	44	28	72
Los Angeles	93	14	107
Texas	58	36	94
Total	412	134	546

Crime Victim Survey Demographics

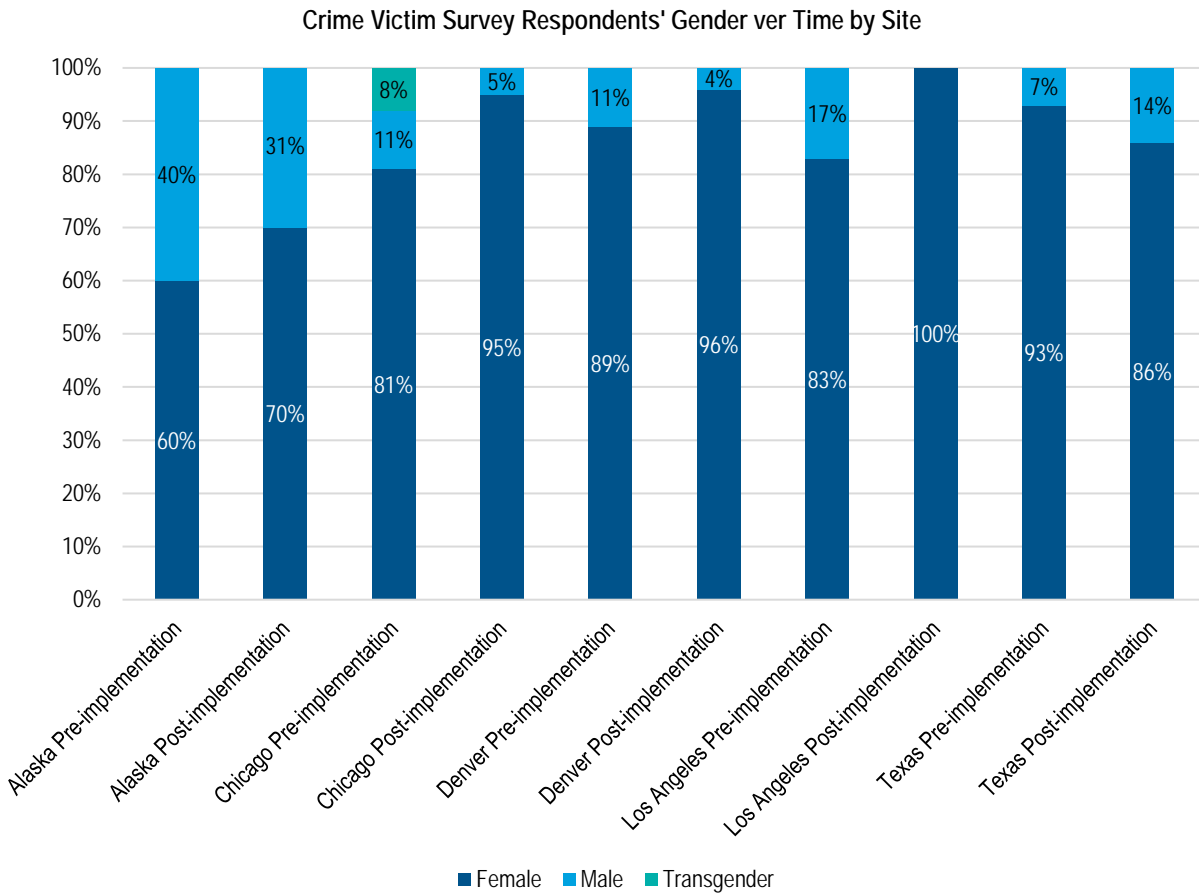
The Crime Victim Survey Demographics section includes the national and site-specific findings from each wave of data collection (pre- and post-implementation). Overall, the post-implementation sample characteristics parallel the findings from the Administrative Client Data, particularly regarding gender, age, and preferred language spoken at home. For race and ethnicity, Crime Victim Survey respondents could self-identify with multiple race and ethnicity categories, which resulted in a higher percent of Hispanic respondents.

GENDER. Across both time periods, there was an overrepresentation of female respondents. Pre-implementation, more than three-quarters (76 percent) of the respondents were female, 23 percent were male, and one percent were transgender. Post-implementation, there was a significant difference³ in the gender distribution of respondents, with 91 percent of the victims female, nine percent male, and none of the survey respondents identified as transgender. In Alaska, the respondents included the most gender diversity with 40 percent male pre-implementation and 31 percent male post-implementation. Chicago was the only site with transgender respondents.

From pre- to post-implementation, the percent of female respondents increased in all sites except Texas, where the percent of males doubled (from 7 percent to 14). See figure for site-specific gender percentages over time.



³ (χ^2 (2, N =516) = 13.34, $p < .001$).



AGE. The average age of respondents remained steady over time. The average age of respondents was 39 years old pre-implementation and 38 years old post-implementation (see table), which was not a statistically significant difference.⁴

Crime Victim Survey: Age of Respondents						
Wave of data collection	Sample size	Minimum	Maximum	Mean	Std. Deviation	Mode
Pre-implementation	N=370	18	84	39.35	12.96	32
Post-implementation	N=122	18	79	37.72	12.43	49

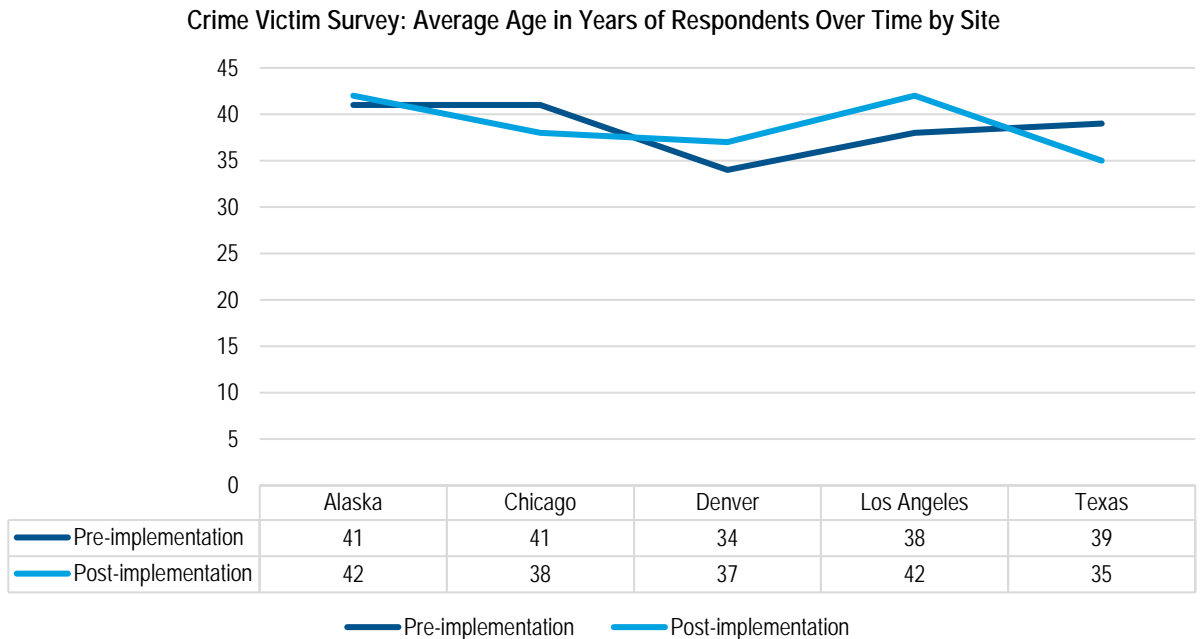
Comparing pre- and post-implementation, the average age of respondents increased in Alaska, Denver, and Los Angeles, and the average age decreased in Chicago and Texas. Pre-implementation, the average age across the sites ranged from 34-41 years old, with Denver having the lowest average age and Alaska and Chicago having the highest average age. Post-implementation, the average age was 35-42 years old, with Texas having the lowest average age and Alaska and Los Angeles having the highest average age.

Pre-implementation, the average ages of victims and parents/guardians were similar in all sites except Chicago and Denver. In Chicago, parents/guardians were older on average than victims, and in Denver, parents/guardians were younger on average than victims. Post-implementation,

⁴ Pre-implementation: (M=39.35, SD=12.96) and post-implementation (M=37.72, SD=12.43); $t(490)=1.217$, $p=0.224$.

these trends remained stable, except for Texas, where parents/guardians were younger than victims on average.

See figure for site-specific information on age over time. As noted in the table, the increase in average age of respondents over time was statistically significant in Los Angeles.

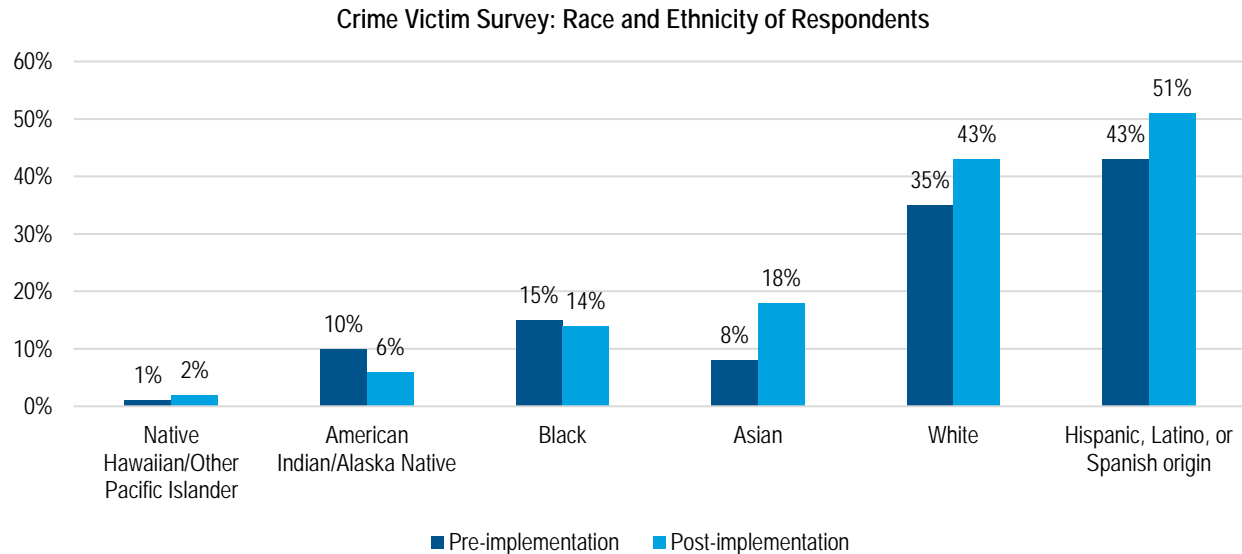


Crime Victim Survey Age Distribution by Site Over Time						
Site	Time period	Mean	N	Std. Deviation	Minimum	Maximum
Alaska	Pre-implementation	40.75	148	13.671	18	79
	Post-implementation	41.92	12	14.222	24	77
Chicago	Pre-implementation	40.61	51	13.244	20	83
	Post-implementation	37.74	35	11.487	19	62
Denver	Pre-implementation	34.29	34	12.264	18	84
	Post-implementation	37.07	27	15.660	18	79
Los Angeles*	Pre-implementation	38.42	85	13.176	19	80
	Post-implementation	42.23	13	10.240	28	71
Texas	Pre-implementation	38.96	52	9.794	21	67
	Post-implementation	35.09	35	10.317	22	59

*Statistically significant difference over time, $p < .05$.

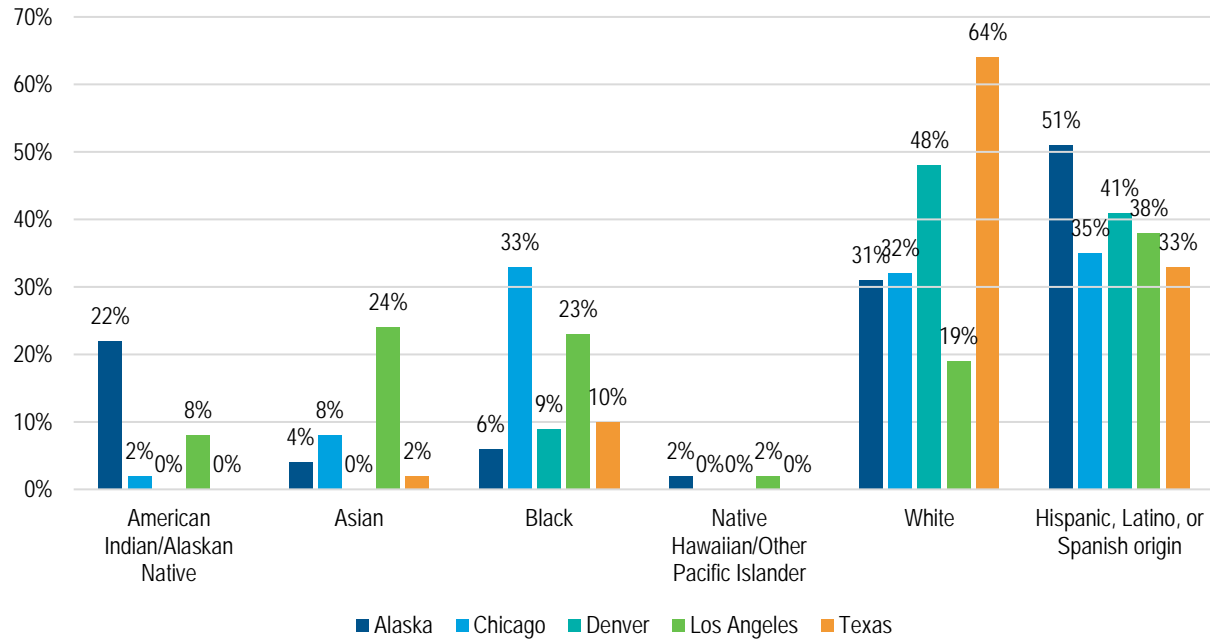
RACE AND ETHNICITY. The race and ethnicity distribution varied widely across sites over time. Pre-implementation, nearly 43 percent of respondents were of Hispanic, Latino, or Spanish origin. Post-implementation, the percent of respondents identifying as Hispanic increased to 51 percent, this increase was seen in all sites except Los Angeles. The highest percentage of Hispanic respondents were served in Alaska and Chicago. Pre-implementation, the percentages of White respondents (34 percent nationally) varied across sites, with the highest representation

(64 percent) in Texas and lowest (19 percent) in Los Angeles. Post-implementation, none of the Los Angeles respondents identified as White, and across the four remaining sites, the percentages were similar (between 40 and 55 percent). Black participants accounted for 15 percent of the national sample pre-implementation. The sites with the largest representation of Black respondents were Chicago and Los Angeles, this decreased to 14 percent post-implementation, with Denver and Texas having the highest representation. The percentage of respondents who selected Asian significantly increased in post-implementation⁵ (from 8 percent to 18), and there was not a significant difference over time for the other race and ethnicity categories. During both time periods, the highest percentages of Asian respondents were served in Los Angeles, with all other sites serving 12 percent or fewer Asian respondents. **The percent of Asian respondents in Los Angeles increased from 24 percent pre-implementation to 92 percent post-implementation.** American Indian/Alaska Native (AI/AN) accounted for 10 percent of respondents nationally, which decreased to 6 percent post-implementation. **Alaska served the highest percentage of AI/AN respondents across both time periods (22 percent pre-implementation and 30 percent post-implementation).** Overall, very few respondents identified as Native Hawaiian/Other Pacific Islander (5 percent or less).

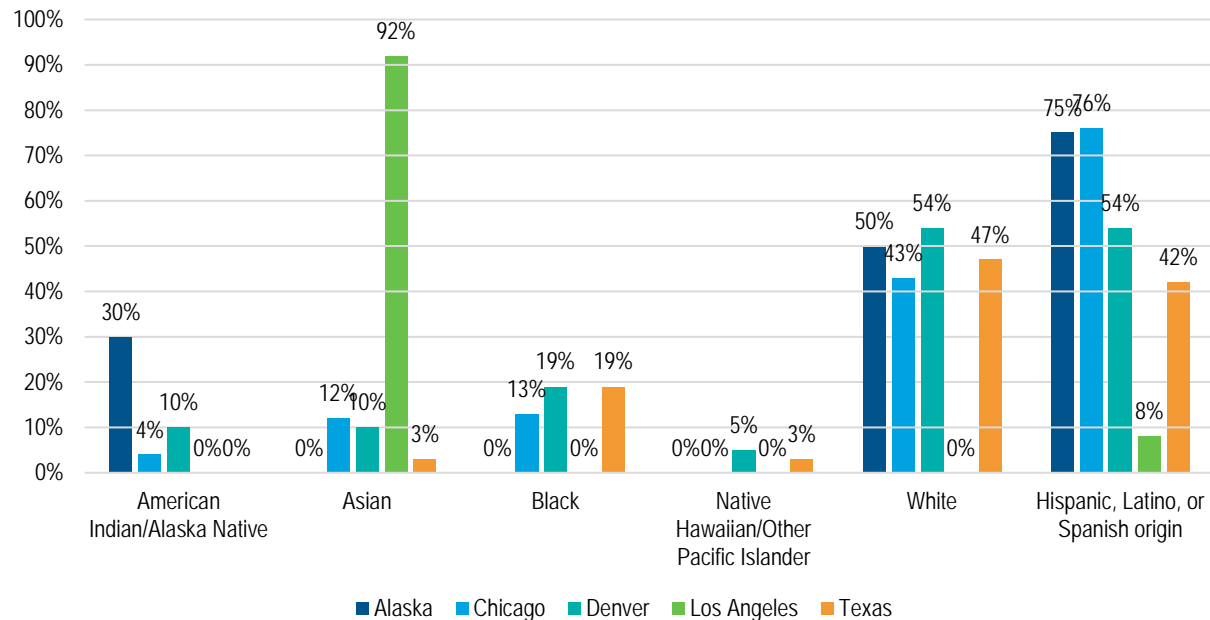


⁵ $\chi^2 (1, N=515) = 7.72, p = 0.005$.

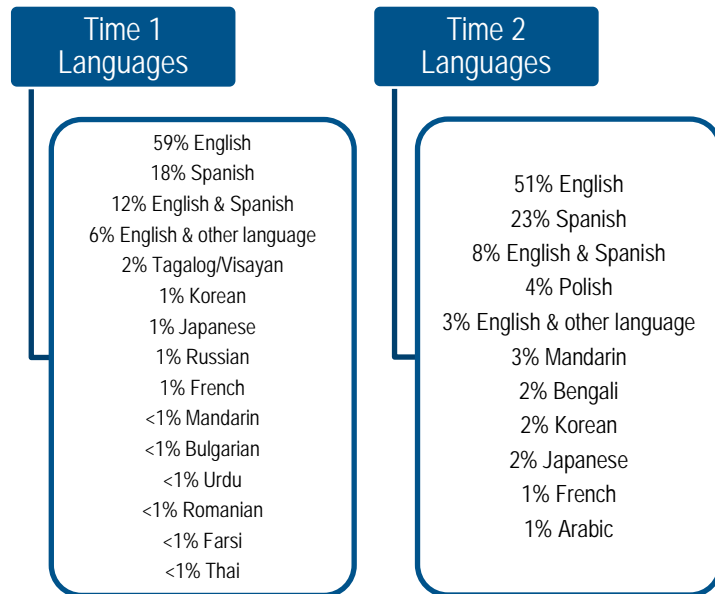
Crime Victim Survey: Race and Ethnicity of Respondents by Site Pre-implementation



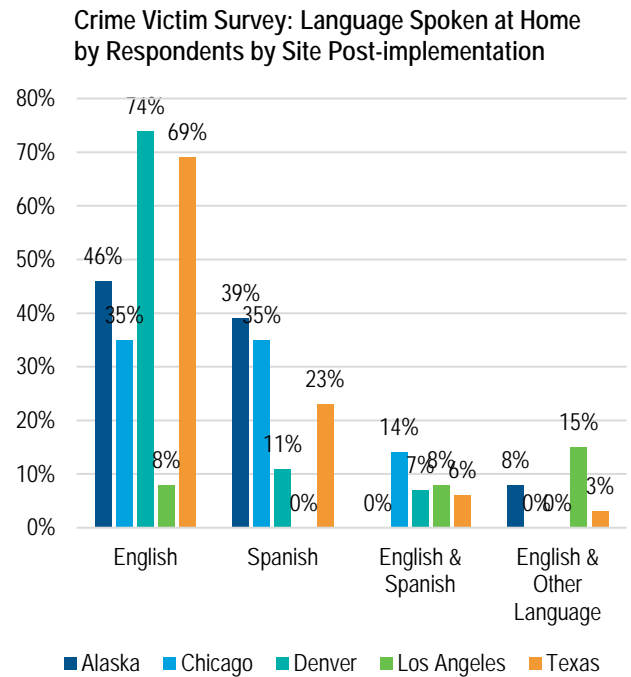
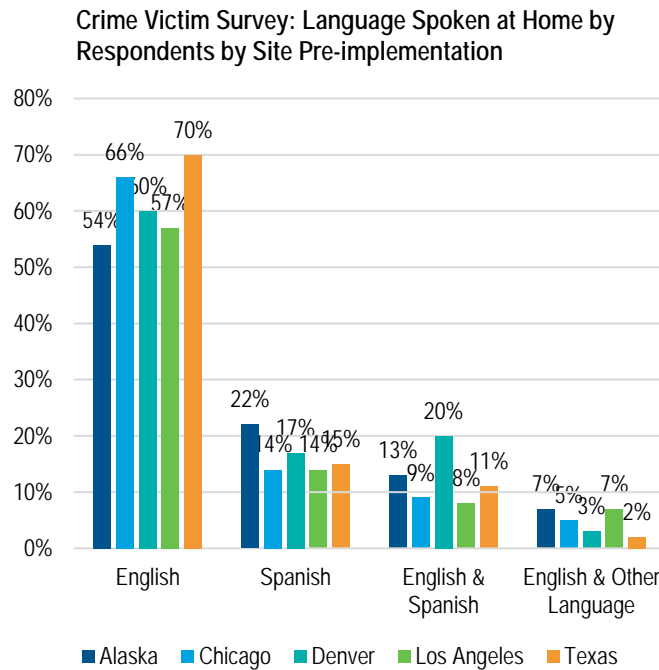
Crime Victim Survey: Race and Ethnicity of Respondents by Site Post-implementation



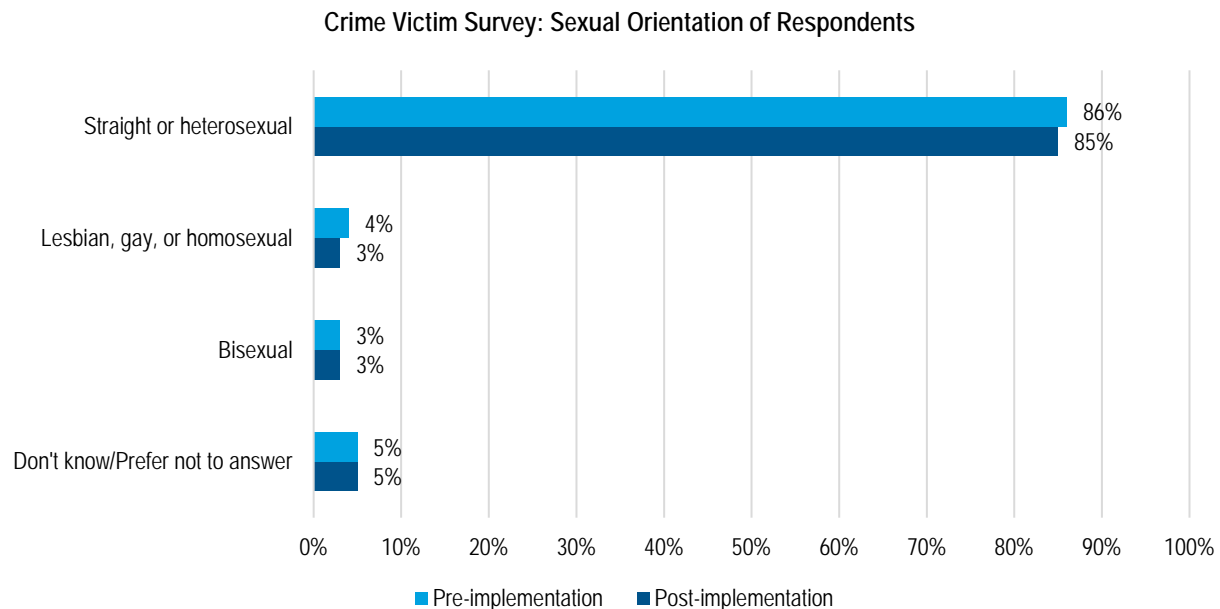
PREFERRED LANGUAGE. Nationally, respondents most often spoke English, Spanish, and both English and Spanish at home across both time periods. From pre- to post-implementation, the percent of respondents who spoke English decreased in Alaska, Chicago, and Los Angeles, with Los Angeles having the largest decrease (from 57 percent to 8 percent). Nationally, respondents who spoke Spanish increased from 18 percent to 23 percent, this increase was seen in Alaska, Chicago, and Texas. Looking specifically at other languages (i.e., not English, Spanish, English and Spanish, or English and other language), 22 respondents (6 percent) listed 11 other languages pre-implementation, which increased during post-implementation to 18 respondents (14 percent) who listed a total of 7 other languages. **While the number of different languages preferred decreased, the number of respondents speaking a language other than English increased overall.** The percent of respondents who spoke a language other than English or Spanish increased pre- to post-implementation in Alaska and Los Angeles. In Chicago, the percentages remained stable over time (32 percent pre-implementation and 24 percent post-implementation). From pre- to post-implementation, the percentages in Denver and Texas decreased, but there was still a representation of respondents whose preferred language spoken at home was not English or Spanish across all sites and time periods.



Percent of respondents who prefer a language other than English or Spanish		
Site	Pre implementation	Post implementation
Alaska	7 percent	20 percent
Chicago	32 percent	24 percent
Denver	21 percent	11 percent
Los Angeles	22 percent	71 percent
Texas	10 percent	3 percent



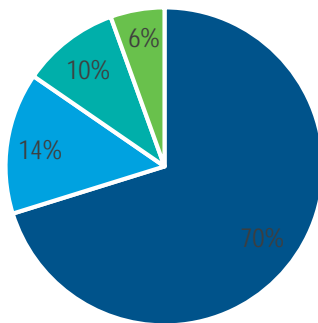
SEXUAL ORIENTATION. The distribution of sexual orientation classifications were similar across pre- and post-implementation, with more than three-quarters of respondents identifying as straight or heterosexual. There was not a statistically significant⁶ change in the distribution of sexual orientation classifications over time. Roughly 85 percent of respondents were straight or heterosexual, 3-4 percent were lesbian, gay, or homosexual, and 3 percent were bisexual.



⁶ $\chi^2 (4, N=494) = 1.73, p = 0.79.$

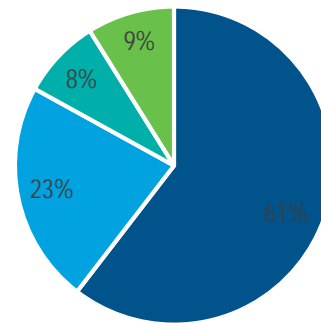
CITIZENSHIP STATUS. Across both time periods, more than 50 percent of respondents were U.S. citizens/U.S. nationals, but the percent of legal permanent residents/temporary workers/visa holders increased post-implementation. A majority of the victims (70 percent) were U.S. citizen/U.S. nationals, 15 percent were legal permanent residents/temporary workers/visa holders, and 10 percent were refugees/asylum-seekers/undocumented residents pre-implementation. Post-implementation, the number of respondents identifying as a legal permanent residents/temporary workers/visa holders increased to 23 percent, U.S. citizen/U.S. national decreased to 61 percent, and refugees/asylum-seekers/undocumented residents decreased slightly to 8 percent. The changes were not statistically significant⁷ over time.

Crime Victim Survey: Citizenship Status of Respondents Pre-implementation



- U.S. citizen/U.S. national
- Legal permanent residents/Temporary workers/Visa holders
- Refugees/Asylum-seekers/Undocumented residents
- Other (please describe)

Crime Victim Survey: Citizenship Status of Respondents Post-implementation



- U.S. citizen/U.S. national
- Legal permanent residents/Temporary workers/Visa holders
- Refugees/Asylum-seekers/Undocumented residents
- Other (please describe)

EDUCATION, EMPLOYMENT, AND INCOME. Across both time periods, nearly three-quarters of respondents had a high school degree/GED or higher, more than 50 percent were employed full-time, and more than three-quarters of the victims had an annual income of less than \$35,000 during both time periods. Compared to pre-implementation, more respondents in post-implementation had completed at least some college, though the changes in education classifications were not statistically significant⁸ over time. Looking at employment, more than half (55 percent) of respondents were employed, 39 percent were unemployed/retired/unable to work, and 6 percent selected other pre-implementation. Post-implementation, the percent of victims who were employed increased to almost two-thirds (64 percent), 23 percent were unemployed, and 13 percent selected other. There was a statistically significant⁹ change in employment classifications over time. For income across both time periods, more than a third of respondents had an annual income of less than \$10,000. The distribution across income categories remained stable over time and was not statistically significant.¹⁰

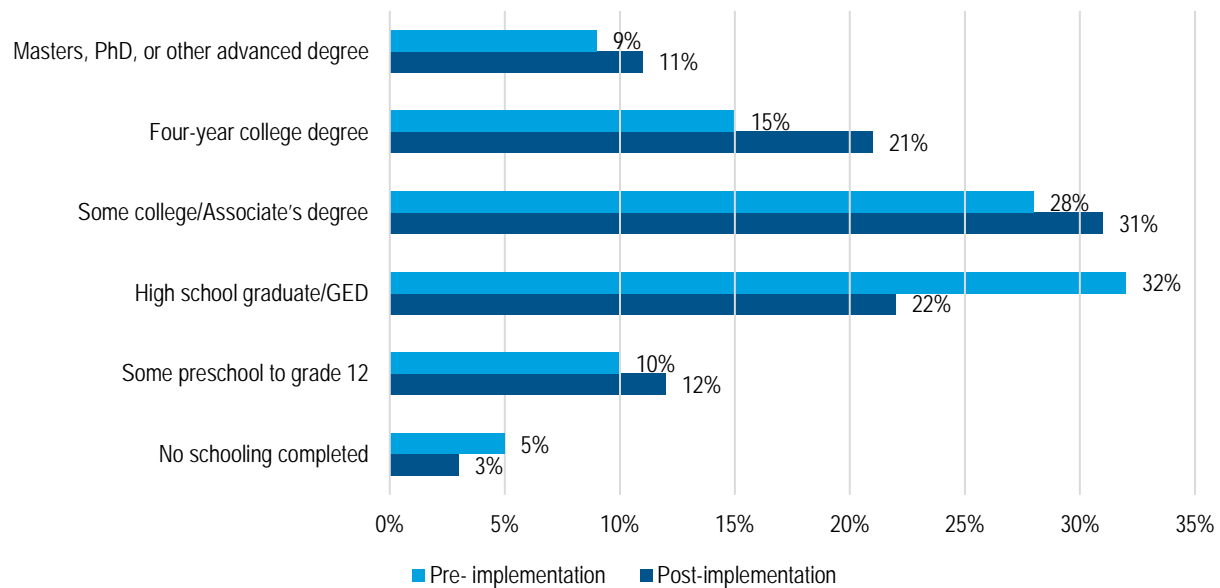
⁷ $\chi^2 (3, N = 506) = 7.15, p = 0.07$.

⁸ $\chi^2 (5, N = 495) = 6.44, p = 0.27$.

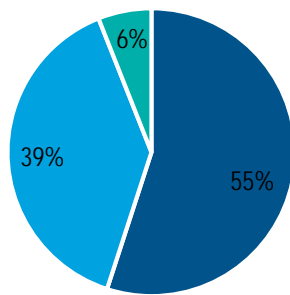
⁹ $\chi^2 (2, N = 501) = 14.13, p = 0.001$.

¹⁰ $\chi^2 (5, N = 484) = 5.43, p = 0.37$.

Crime Victim Survey: Respondents' Highest Level of Education

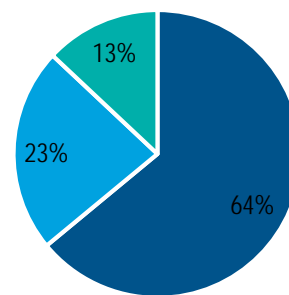


Crime Victim Survey: Employment of Respondents Pre-implementation

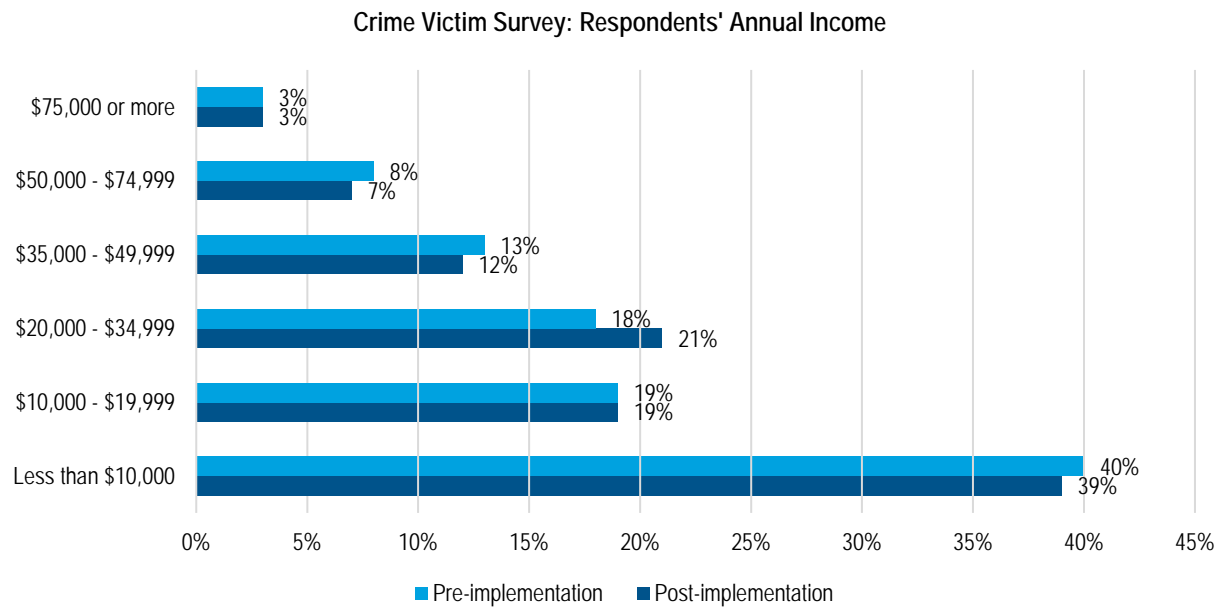


- Employed (full- or part-time)
- Unemployed/Retired/Unable to work
- Other

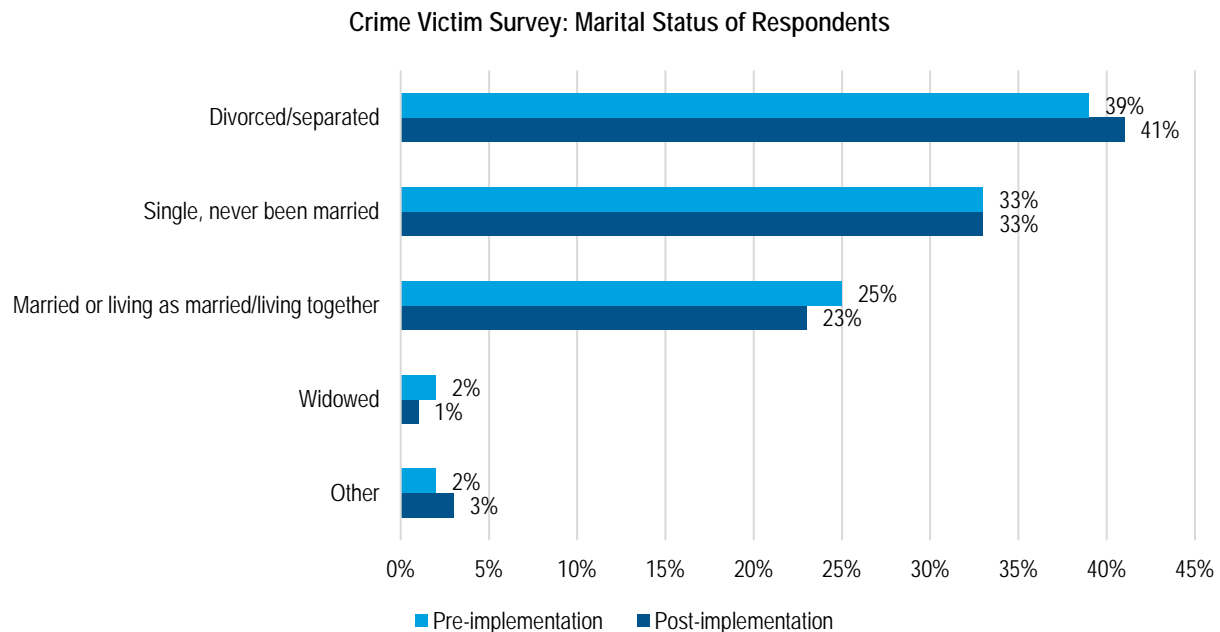
Crime Victim Survey: Employment of Respondents Post-implementation



- Employed (full or part-time)
- Unemployed/Retired/Unable to work
- Other

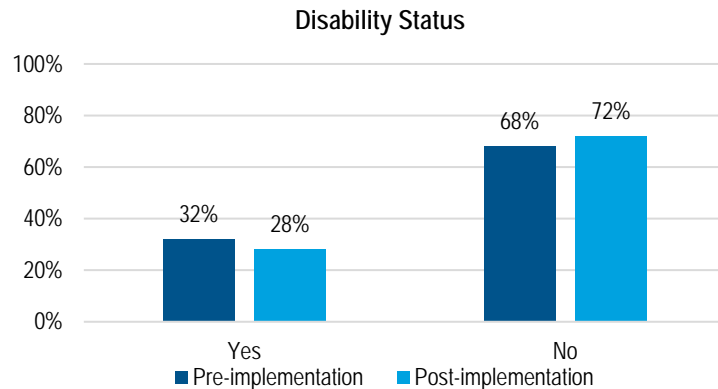


MARITAL Status. The distribution of respondents' marital status remained stable over time, with the three most frequently selected categories being divorced/separated, followed by single, and lastly married. During pre-implementation, 39 percent of respondents were divorced or separated, 33 percent were single, and 25 percent were married/living as married/living together. Post-implementation, the distribution across categories remained stable, with no statistically significant¹¹ change over time.



¹¹ $\chi^2 (5, N = 499) = 2.55, p = 0.77$.

DISABILITY STATUS. A majority of respondents (68-72 percent) across both waves of data collection selected that they do not have a disability. Almost one-third (32 percent) of respondents selected that they do have a long-standing physical or mental health condition, impairment, or disability pre-implementation. This decreased, but not significantly,¹² to 28 percent post-implementation.



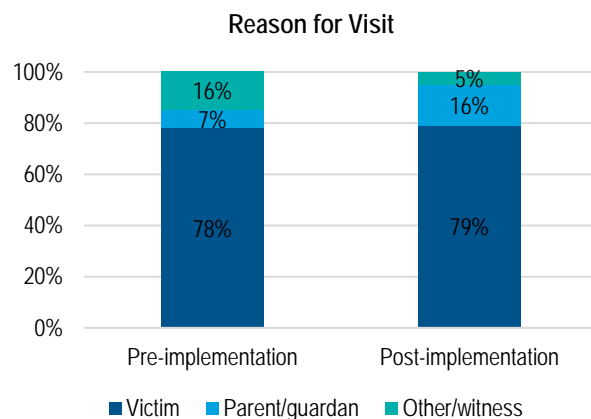
Crime Victim Survey Findings on Service Provision

Participants were also asked questions about the victimization they experienced, how they became aware of services, what their journey to receiving services was like, and the services they needed and received.

REASON FOR VISIT.

Due to the eligibility requirements established by the ICF evaluation team, the survey respondent had to be over the age of 18; however, a parent or guardian of a minor child who was a victim was able to complete the survey on the child's behalf. More than three-quarters (78-79 percent) of respondents across both time periods identified as victims. Pre-implementation, about 7 percent were parents/guardians of a minor victim and 16 percent selected other/witness. Post-implementation, the population of parents significantly increased to 16 percent and decreased to 6 percent for other/witness.¹³

Looking at the sites individually, pre-implementation, between 71 – 88 percent of respondents were victims with Chicago and Denver having the highest percentages (88 percent). Post-implementation, the percent of victims decreased in Alaska and Texas to roughly two-thirds of respondents (from slightly over 70 percent). The percent of victims remained over 80 percent in Chicago, Denver, and Los Angeles post-implementation.



¹² $\chi^2 (1, N = 497) = 0.75, p = 0.39$.

¹³ $\chi^2 (2, N = 542) = 15.90, p < 0.001$.

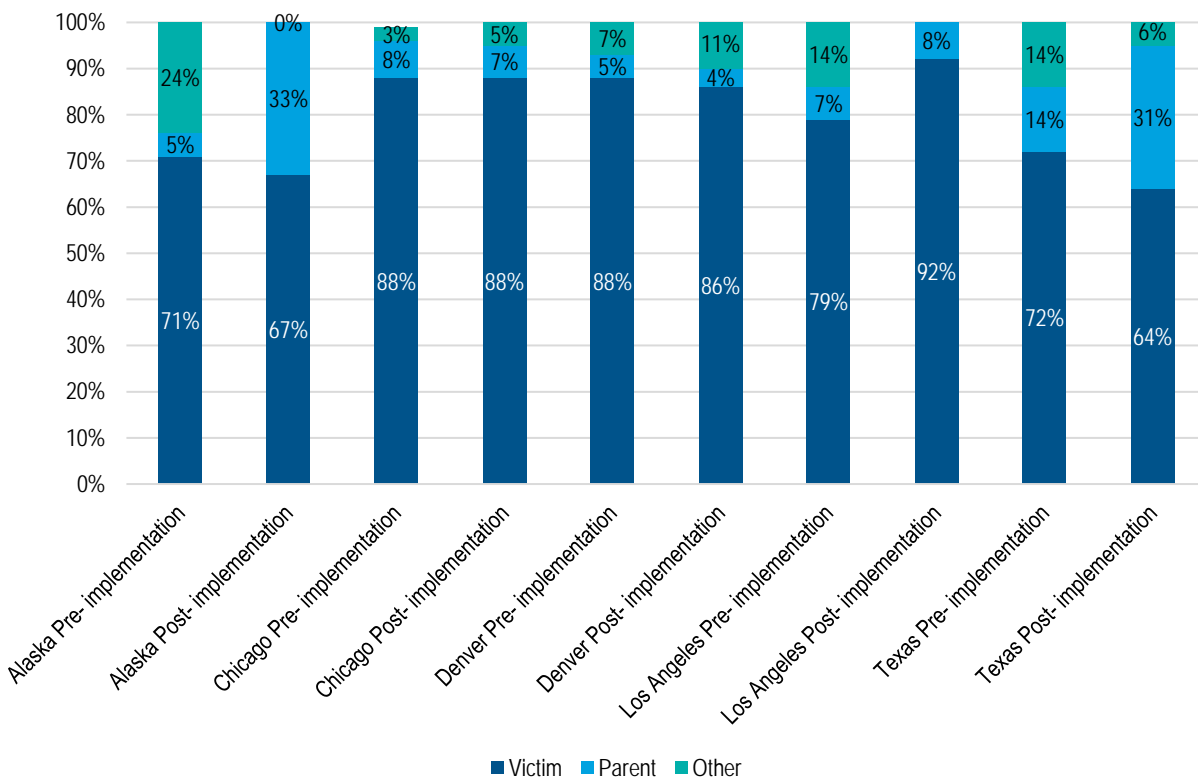
Pre-implementation, between 5 – 14 percent of respondents were parents/guardians of a child victim with Texas having the highest percentage (14 percent). The percent of parents/guardians increased post-implementation in Alaska and Texas to between 31 – 33 percent but remained steady in Chicago, Denver, and Los Angeles at between 4 – 8 percent.

Pre-implementation, between 3 – 24 percent of respondents selected witness/other with Alaska having the highest percentage (24 percent). Post-implementation, the percent of respondents who selected witness/other remained fairly stable across most sites (ranging from 0 – 11 percent).

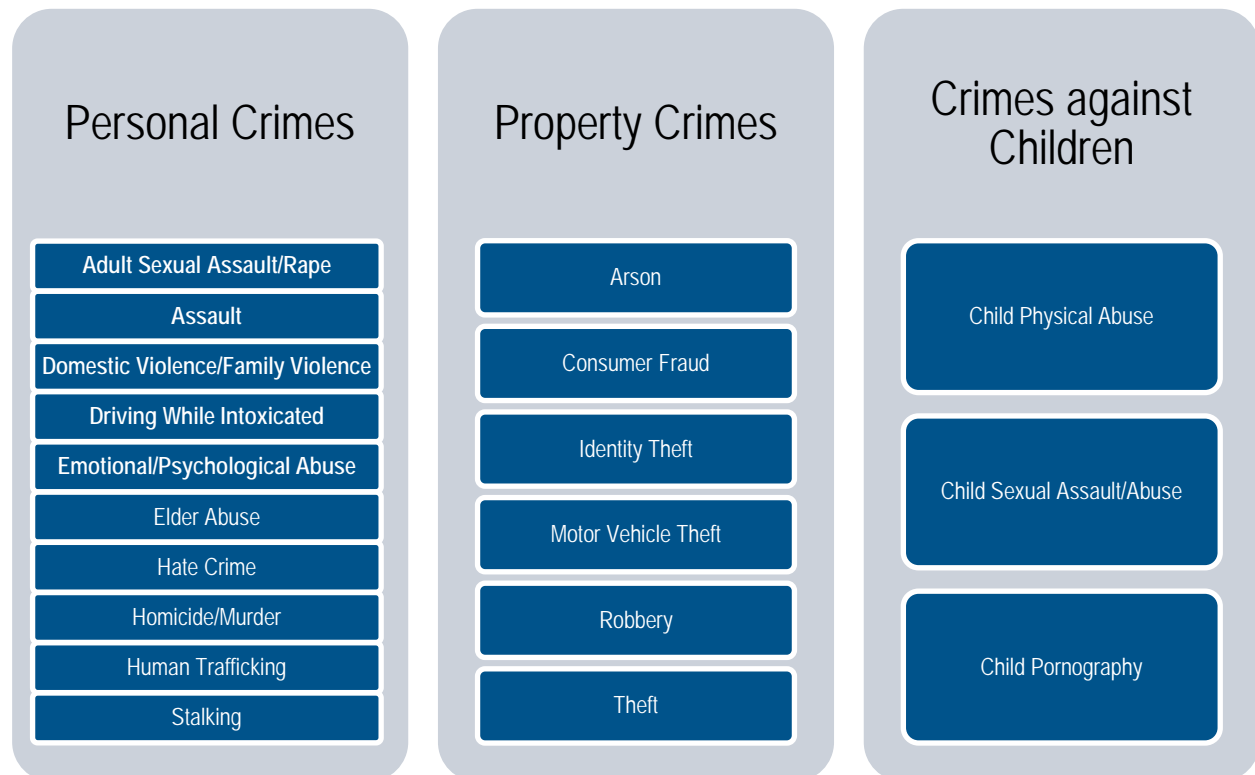
Crime Victim Survey: Reason for Visit Question

The CVS was completed by victims of crime who were over the age of 18. Parents and guardians of minor children who were victims could complete the survey on behalf of the child's experience. Adults who were a witness of a crime or needed legal assistance as a result of a crime were eligible to complete the survey.

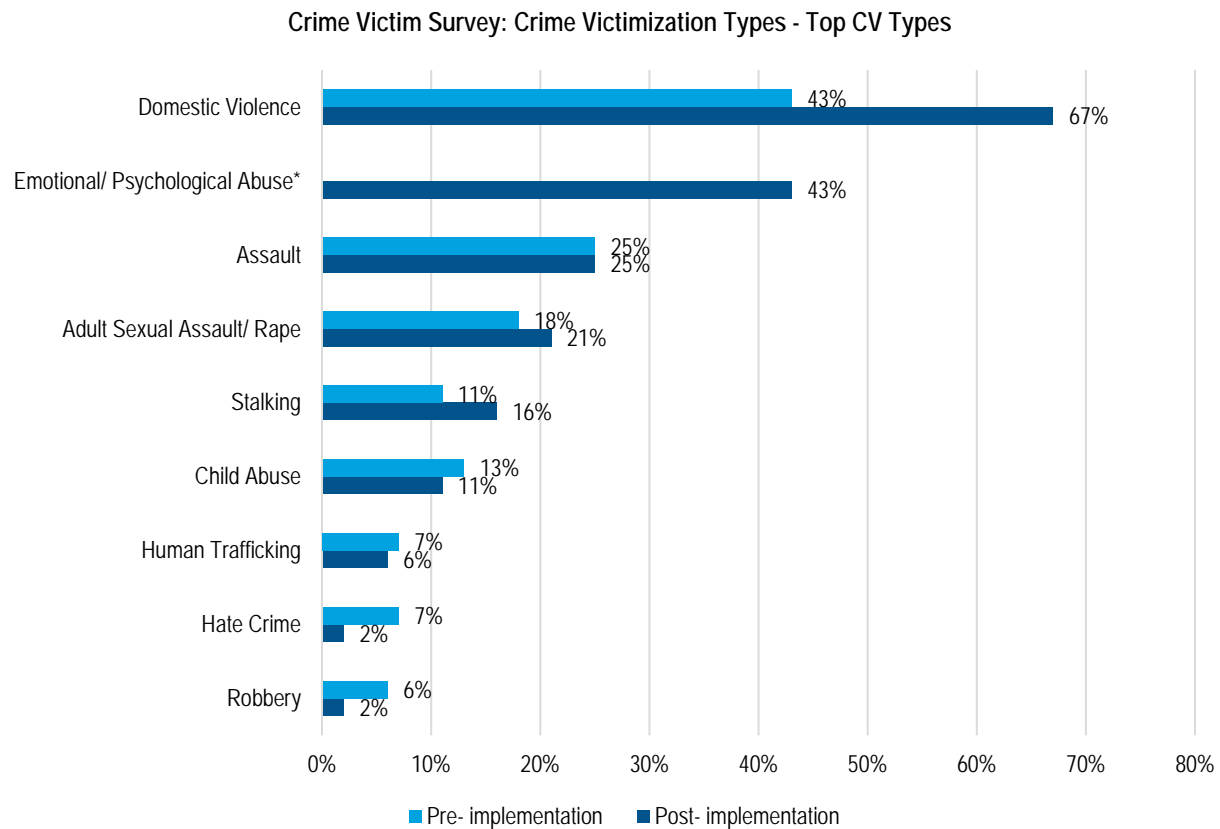
Crime Victim Survey Respondents' Reason for Visit over Time by Site



Crime Victimization Types



CRIME VICTIMIZATION TYPES. Across all sites over both time periods, the most prevalent crime victimization type was domestic violence, which increased from 43 to 67 percent from pre- to post-implementation. The percentages for each crime victimization type remained consistent over time periods. Pre-implementation, the most frequently reported crime types were domestic violence (43 percent), assault (24 percent), and adult sexual assault/rape (18 percent). Post-implementation, the most frequently reported crime types were domestic violence (67 percent), emotional/psychological abuse (43 percent), and assault (25 percent). The least frequently mentioned crime types remained fairly stable over time with arson, driving while intoxicated, and motor vehicle theft being reported by 2 percent or fewer of respondents. During pre- and post-implementation, less than 10 percent of respondents reported any of the property crimes, and there was representation among all crime victimization types during pre- and post-implementation except for driving while intoxicated during post-implementation.

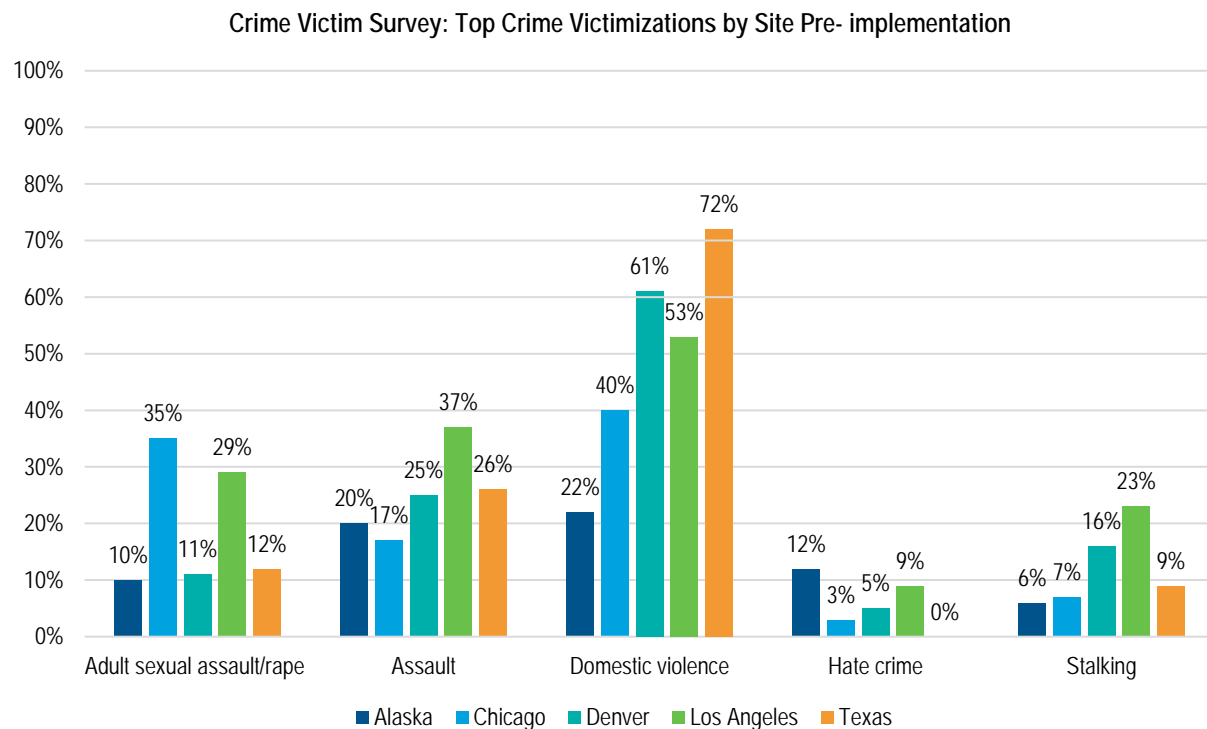


Victimization	Pre- implementation	Post- implementation
Adult Sexual Assault/ Rape	18%	21%
Assault	25%	25%
Arson	1%	1%
Child Abuse	13%	11%
Consumer Fraud	5%	1%
Domestic Violence	43%	67%
Driving While Intoxicated	1%	0%
Emotional/ Psychological Abuse*	N/A	43%
Elder Abuse	3%	2%
Hate Crime	7%	2%
Homicide/ Murder	3%	1%
Human Trafficking	7%	6%
Identity Theft	5%	2%
Motor Vehicle Theft	1%	2%
Robbery	6%	2%
Stalking	11%	16%
Theft	5%	1%

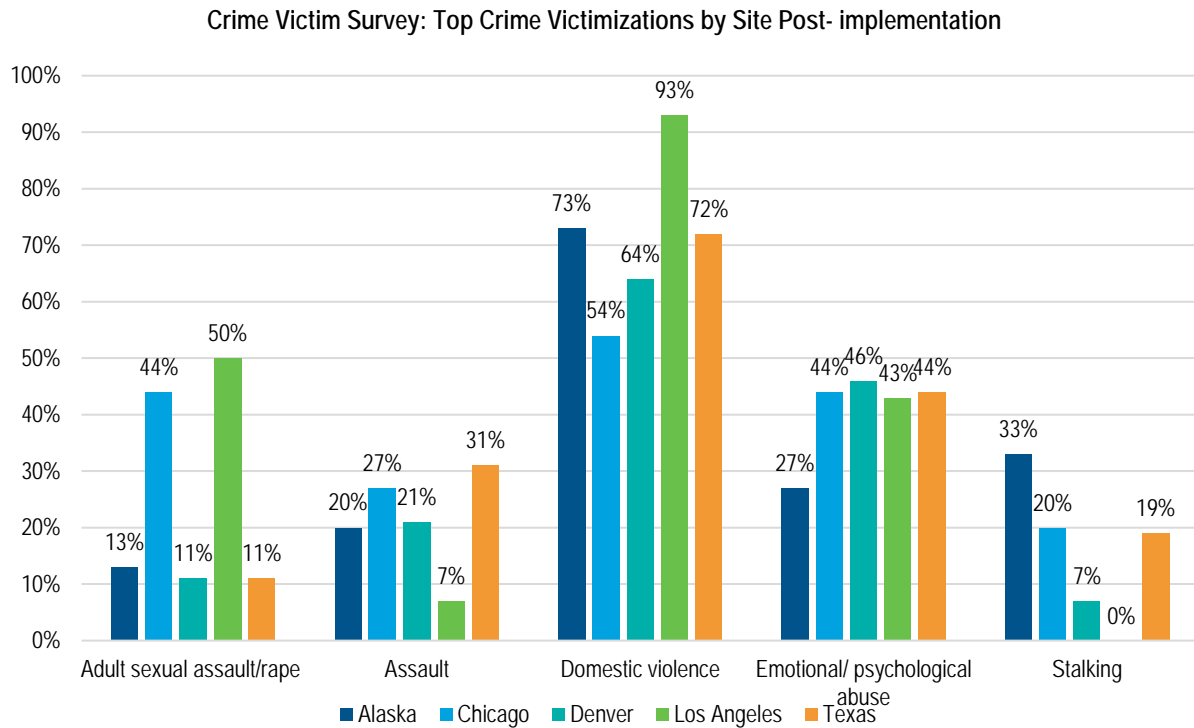
*Crime type not asked on pre-implementation survey.



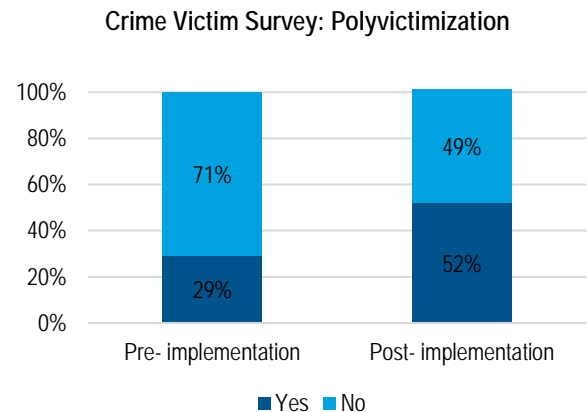
Pre-implementation, assault was the second most prevalent crime type in all sites and adult sexual assault was the third most prevalent crime type for all sites except Alaska and Denver. In Alaska, the third most prevalent victimization was hate crime, and in Denver, it was stalking. Post-implementation, domestic violence remained the most prevalent crime victimization type and the percentages either remained stable or increased across all sites (between 54 – 93 percent). The second and third most frequently reported crime victimization types varied across the sites post-implementation. Overall, some of the most prevalent crime victimization types were stalking, emotional/psychological abuse¹⁴, adult sexual assault/rape, and assault.



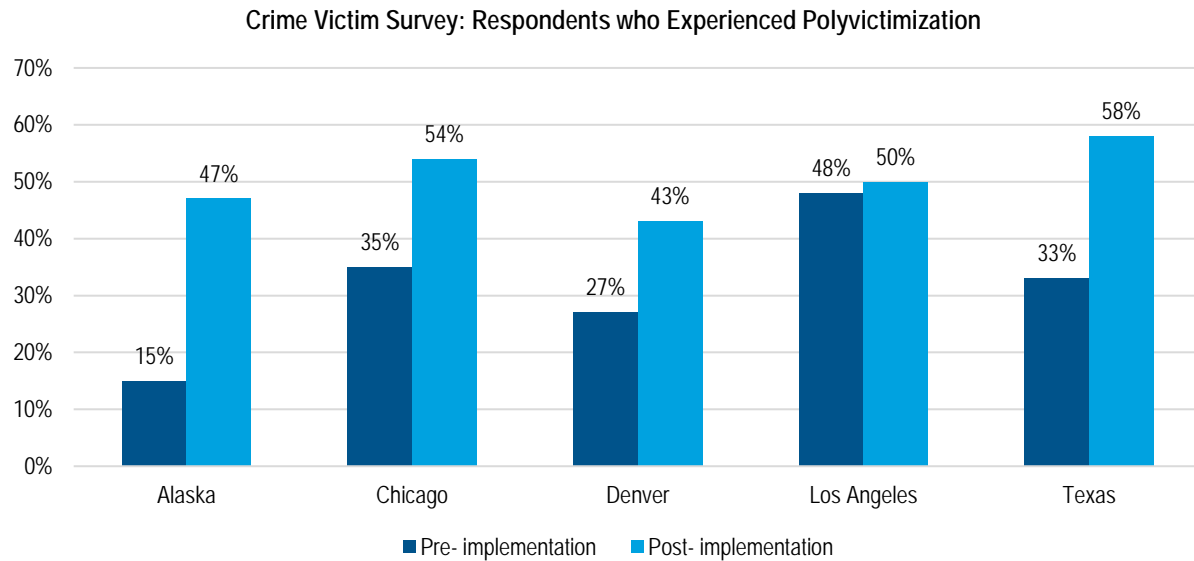
¹⁴ The emotional/psychological abuse option was only added to the post-implementation Crime Victim Survey.



POLYVICTIMIZATION. The percent of respondents who experienced polyvictimization significantly increased from pre- to post-implementation¹⁵. While 29 percent of respondents experienced polyvictimization during pre-implementation, over half (52 percent) experienced polyvictimization during post-implementation. The largest increase was among respondents in Alaska with an increase from 15 to 47 percent.



¹⁵ $\chi^2 (1, N = 546) = 21.81, p < 0.001$



AWARENESS OF SERVICES. To better understand how respondents learned about service providers, the Crime Victim Survey included a question asking how the respondents learned about the organizations from which they received help. **During pre-implementation, the most common way respondents learned about organizations was a family or friend recommendation (29 percent). This changed post-implementation to a referral from a victim service organization (33 percent).** Post-implementation, family or friend recommendation remained a popular way that respondents learned about organizations, with 30 percent of respondents selecting this option. The change from pre- to post-implementation in the percent of respondents becoming aware through a referral from a victim service provider was statistically significant¹⁶ (18 percent to 30 percent). Comparing pre- to post-implementation, the increases in the following awareness classifications were statistically significant ($p < 0.05$): (1) brochures or other written materials; (2) referral from court system/ prosecutor's office; and (3) referral from a legal assistance/aid organization. Looking specifically at respondents who learned about organizations through any type of referral, **respondents who learned about an organization through a referral increased from 41 percent pre-implementation to 61 percent post-implementation, which was a statistically significant¹⁷ difference over time.** This finding is notable because increasing referrals (intranetwork and/or extranetwork) was a component of the service delivery strategy of the wraparound sites.

Top Three Ways CVI Respondents Learned about Organizations

- A majority of victims (69 percent) became aware of organizations or services through **referrals from other agencies** already in contact with the victim.
- Over a third (38 percent) learned about programs and available services through **friends or family members**.
- Twenty-three percent of victims learned about programs through **advertisements**.

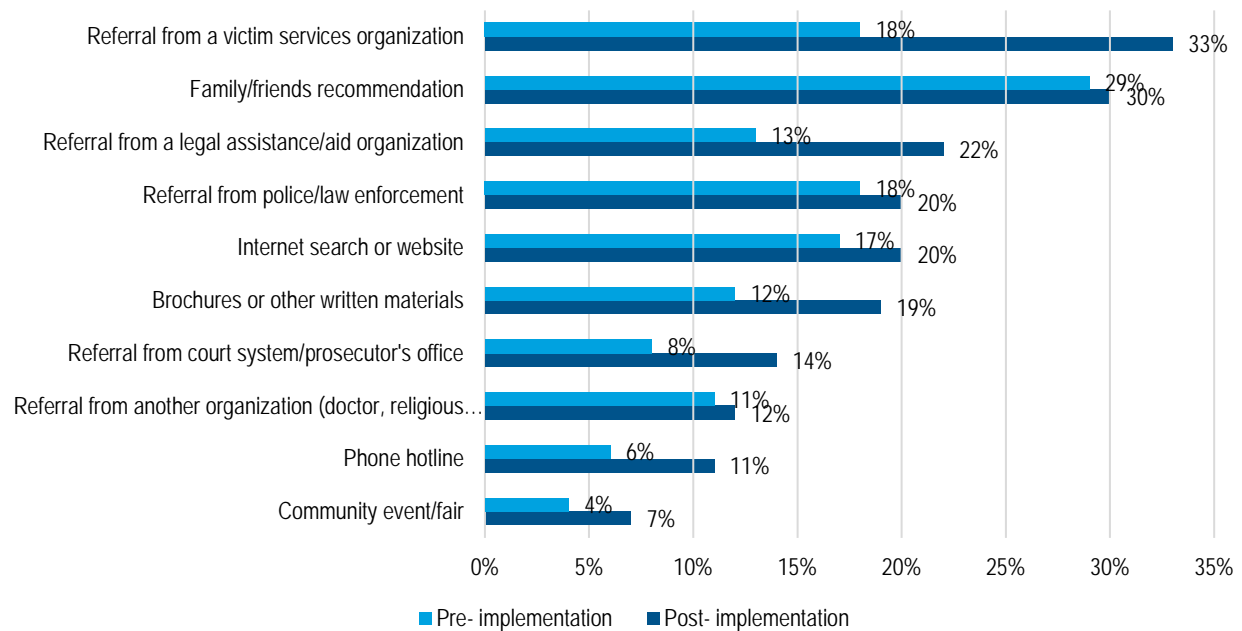
Pre-implementation, respondents in Los Angeles learned about organizations most frequently through a referral from a legal organization (25 percent). For Texas, in addition to a victim service organization referral, respondents learned about organizations through police referral, and Internet search at 28 percent each. Post-implementation, a friend or family recommendation remained the most frequently selected way participants learned about organizations in Alaska and Chicago (79 percent and 37 percent respectively). The next most prevalent for the sites were

¹⁶ $\chi^2 (1, N = 543) = 12.01, p = 0.001$.

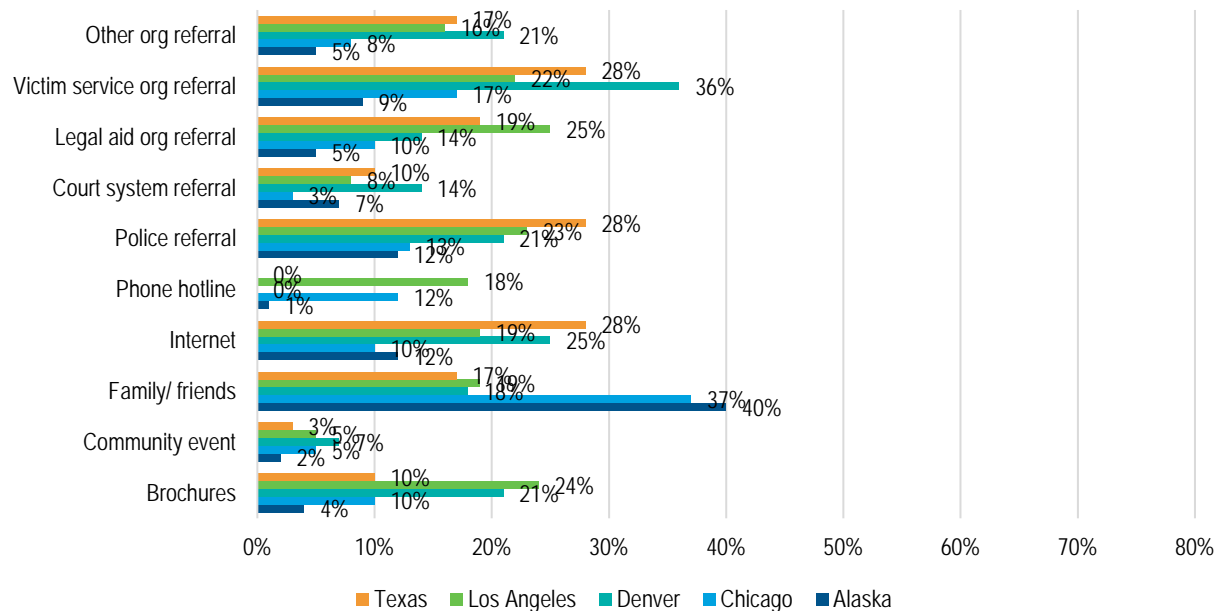
¹⁷ $\chi^2 (1, N = 546) = 16.98, p < 0.001$.

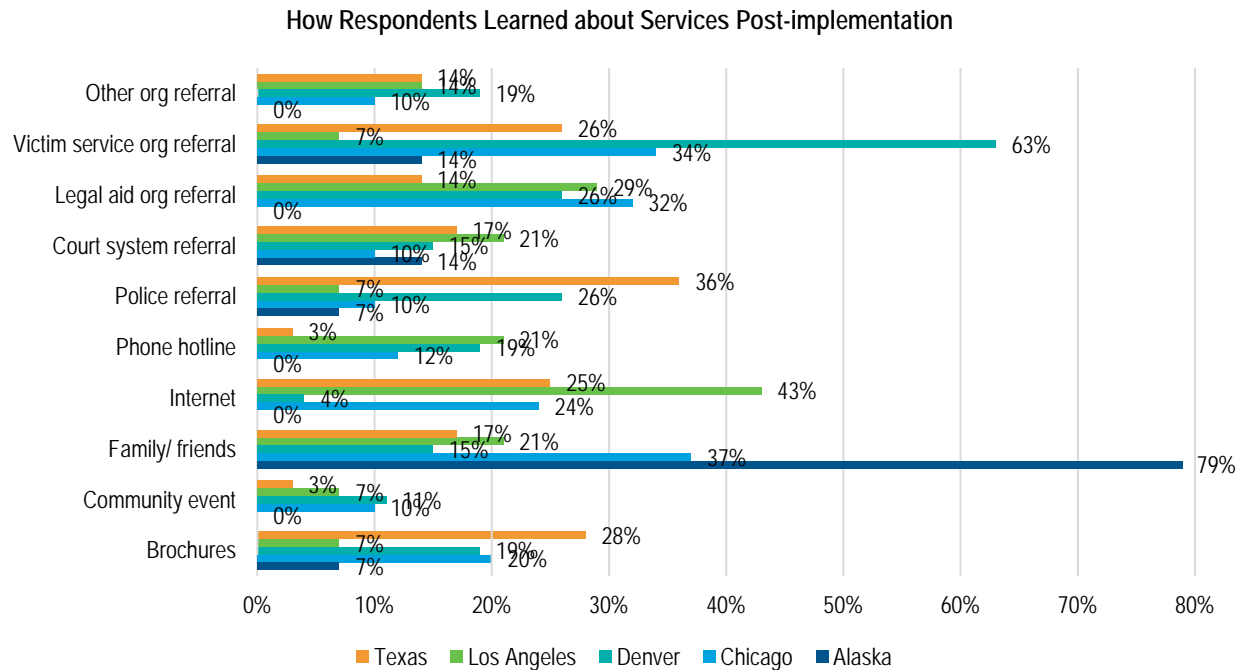
a victim service organization referral at 63 percent for Denver respondents, an Internet search at 43 percent in Los Angeles, and a police referral at 36 percent in Texas.

Crime Victim Survey: Awareness Types



How Respondents Learned about Services Pre-implementation





AWARENESS BY VICTIMIZATION TYPE. The table below outlines how certain types of victims became aware of the organization that provided them with services. Among domestic violence victims, there was an increase from pre- to post-implementation for all of the ways that respondents learned about organizations. More than three-quarters of domestic violence victims learned through a referral from a victim service provider or from police during post-implementation. Post-implementation, the most frequently selected way that victims of emotional/psychological abuse learned about the organization was an Internet search or website (58 percent). From pre- to post-implementation, the percent of assault victims who were referred by a legal assistance organization more than doubled (37 to 87 percent).

Recommendations from Interview Respondents on Improving Awareness

- Improve passive and active advertisement practices
- Improve communication

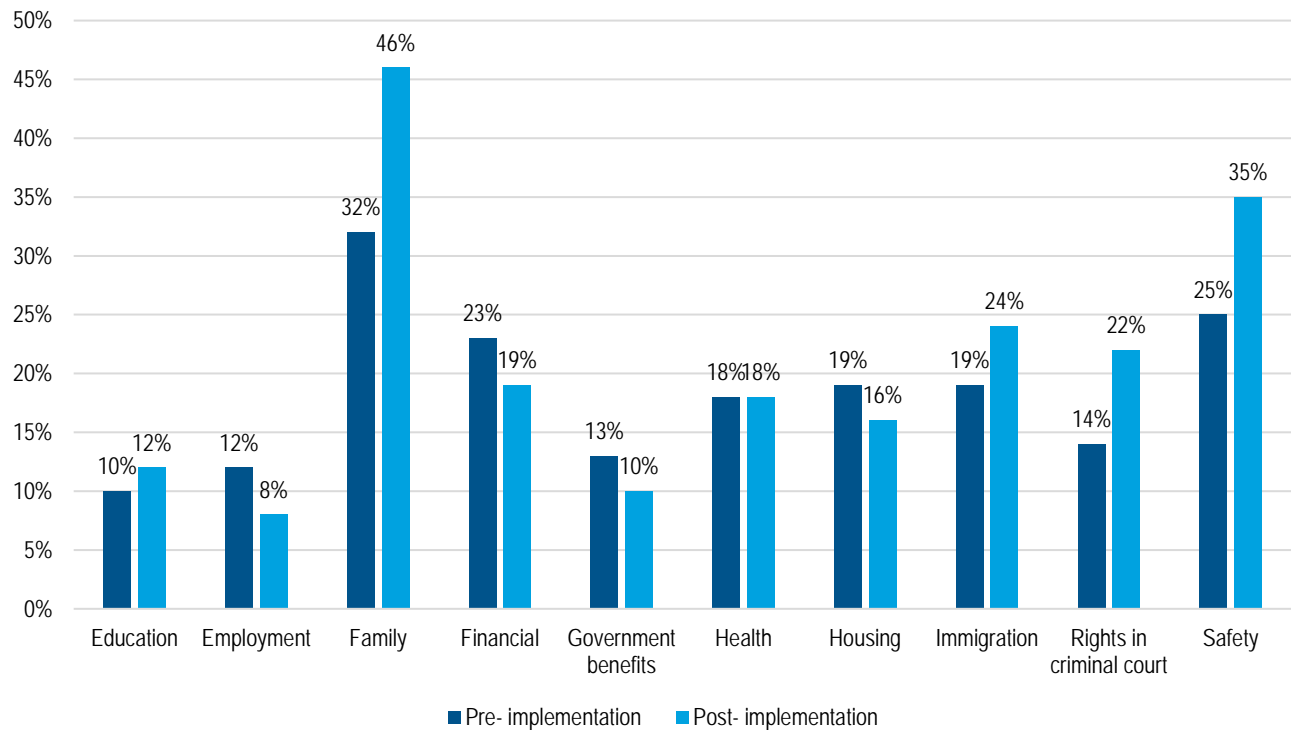
Awareness types	Domestic violence	Adult Sexual Assault/Rape	Emotional/ psychological abuse	Assault
Internet – pre-implementation	59%	22%		30%
Internet – post-implementation	69%	31%	58%	15%
Legal Org referral – pre-implementation	65%	24%		37%
Legal Org referral – post-implementation	72%	31%	48%	83%
VSR – pre-implementation	66%	22%		40%
VSR – post-implementation	79%	23%	49%	33%
Police referral – pre- implementation	58%	33%		36%
Police referral – post- implementation	77%	27%	42%	27%
Family/friend – pre-implementation	43%	16%		21%
Family/friend – post-implementation	67%	26%	46%	31%





LEGAL HELP NEEDED. The Crime Victim Survey asked the respondents to select the types of legal services that they needed as a result of the crime. **Across both time periods, the top two legal needs were family and safety. Although the top two legal service needs remained the same,**

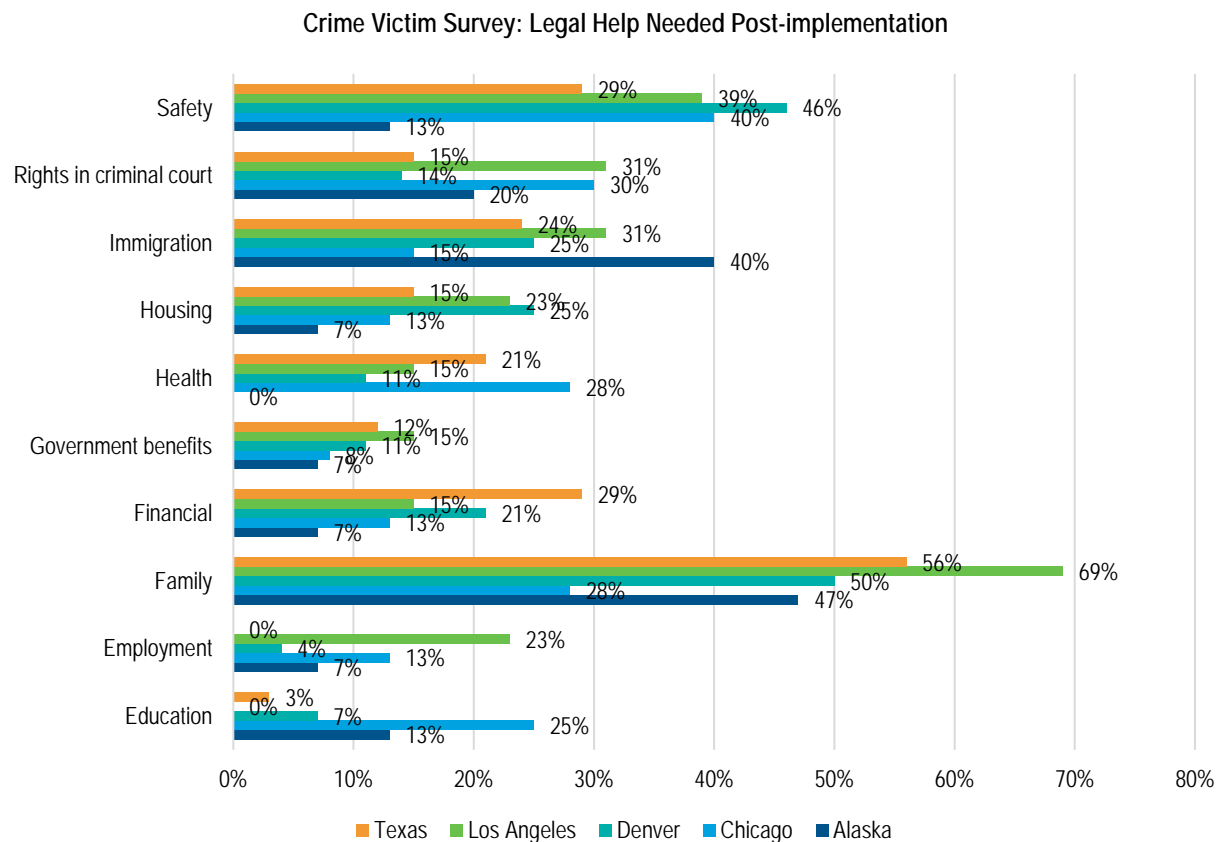
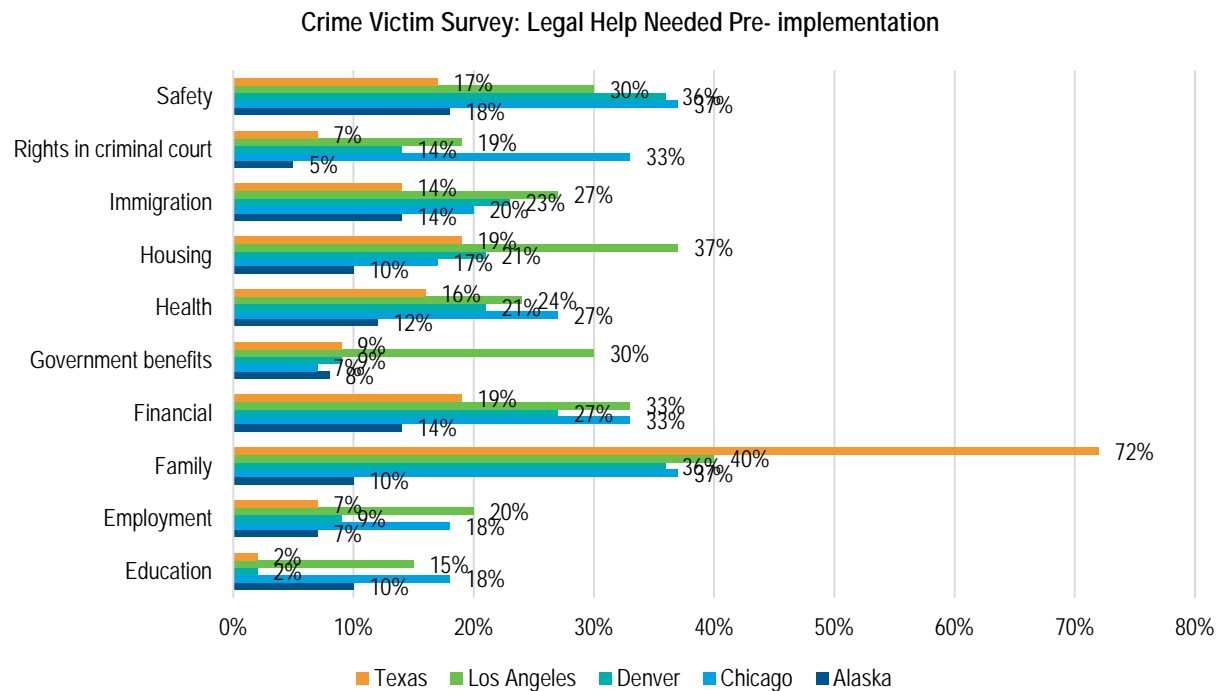


the number of respondents who selected family and safety needs increased post-implementation. Pre-implementation, the top three legal needs were family (32 percent), safety (25 percent), and financial (23 percent). During the post-implementation time period, the top three types were family (46 percent), safety (35 percent), and immigration (24 percent). Across both time periods, participants had on average two legal service needs.

Crime Victim Survey: Types of Legal Help Needed



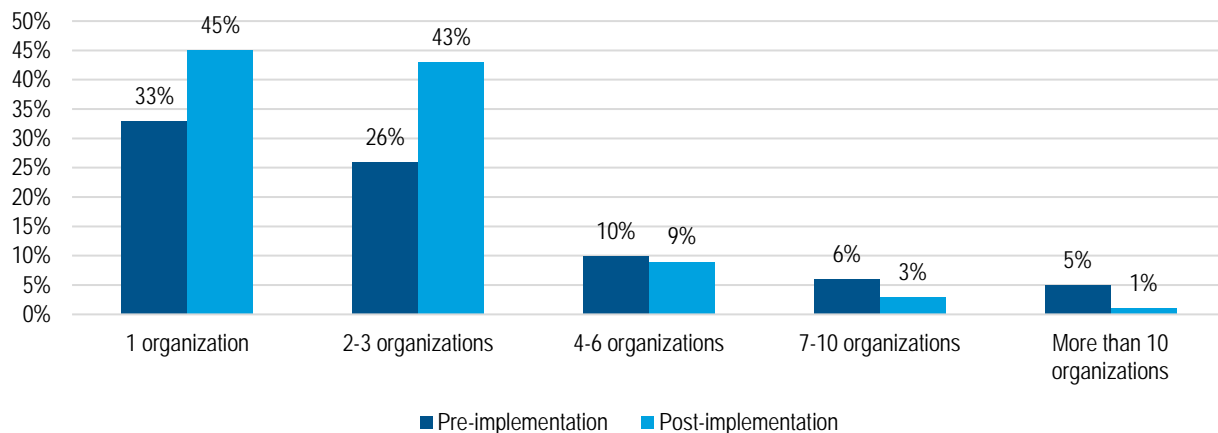
	Family was one of the most frequently reported legal need across all sites in both time periods (10 – 72 percent pre-implementation and 28-69 percent post-implementation). Pre-implementation, the highest percentages were among Texas respondents, this changed to Los Angeles respondents post-implementation.
	Safety was also one of the most frequently reported legal needs across many of the sites in both time periods (17-37 percent pre-implementation and 13-46 post-implementation).
	Financial was needed by between 14-33 percent of respondents pre-implementation with the highest percentages in Los Angeles and Chicago. Post-implementation, respondents in Texas and Denver had the highest percentages of financial needs at 29 and 21 percent respectively, with 15 percent or fewer of respondents in the other three sites needing financial help.
	Immigration was needed by between 14-27 percent of respondents pre-implementation, with the highest percentages in Los Angeles. The percentage of respondents who needed immigration legal help increased pre- to post-implementation in all sites except Chicago.



NUMBER OF ORGANIZATIONS VISITED OR CONTACTED. Compared to 59 percent pre-implementation, a vast majority of respondents visited or contacted three or fewer organizations (88 percent) during post-implementation (see Figure X¹⁸). The percentages of individuals who visited or contacted four or more organizations decreased across all sites in post-implementation (21 percent to 13 percent) with a vast majority of respondents selecting that they visited or contacted one, two, or three organizations post-implementation¹⁹. Pre-implementation, Chicago respondents visited or contacted the most organizations with 48 percent of respondents visiting or contacting four or more organizations (compared to between 8 and 33 percent across the other four sites). In the four remaining sites, more than 50 percent of respondents visited or contacted three or fewer organizations. Post-implementation, all of Alaska respondents visited or contacted three or fewer organizations, followed by 90 percent of Chicago respondents, which is a large decrease in the number of organizations visited or contacted pre-implementation. Among the other four sites, all of the percentages of respondents who visited or contacted four or more organizations were very small ranging from the lowest in Chicago at 10 percent to the highest in Denver at 20 percent.

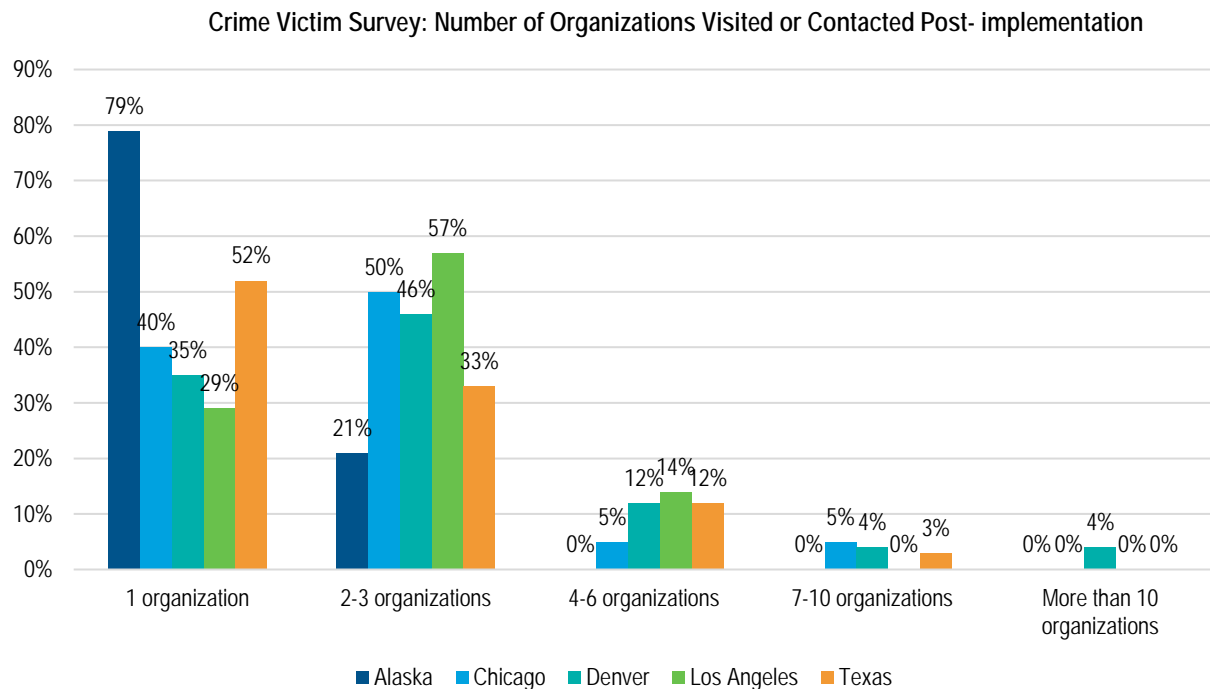
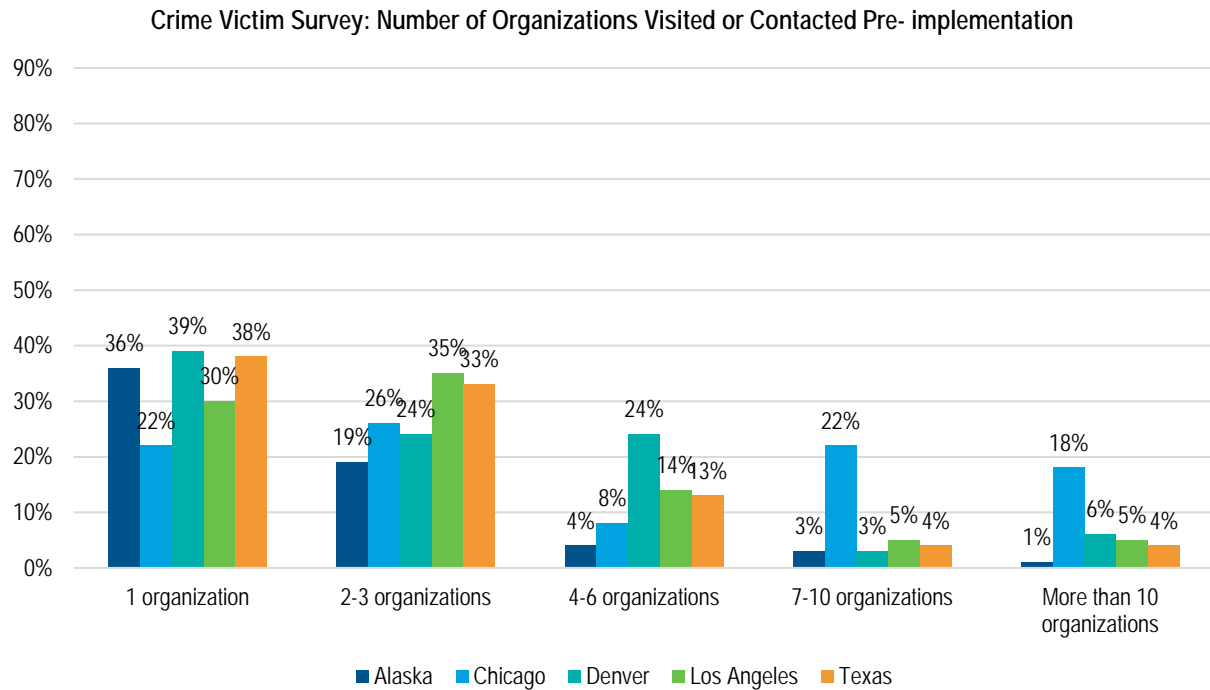
When comparing this finding with the Crime Victim Interview respondents, **more than half (58 percent) visited or contacted between two and five organizations**, 25 percent visited or contacted six or more organizations, and 17 percent visited or contacted one organization. Depending upon their needs and the available services at the organization, respondents either received services or the organization offered resources and referrals to potentially meet their needs.

Crime Victim Survey: Number of Organizations Visited or Contacted

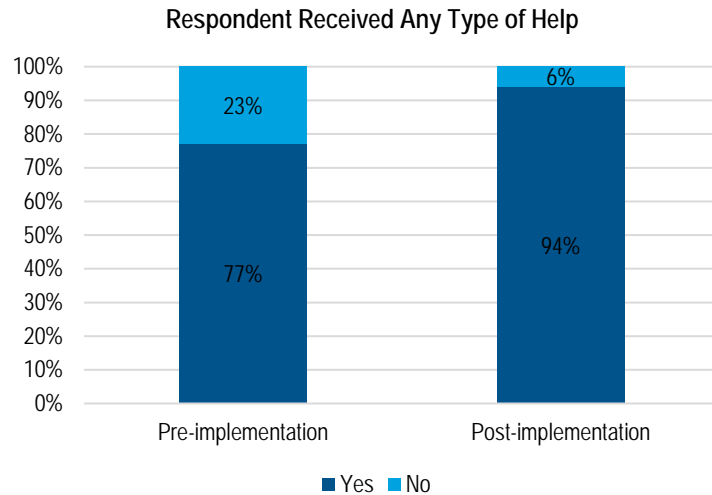


¹⁸ During pre-implementation, 20 percent of respondents reported contacting zero organizations. The survey question was the following: “How many total organizations (including the one you visited today) have you visited or spoken to on the telephone in order to get legal help related to the crime for which you are here? (Please include agencies you used even if they were not able to help you.)”. One component of the eligibility criteria was that the person is receiving services from the service provider. Due to the eligibility criteria and the wording of the question, the minimum response would be “one” (i.e. the organization that disseminated the survey to the person). Therefore, the responses from respondents who reported contacting zero organizations were removed from analysis.

¹⁹ The following percentages of respondents within each site responded zero on the pre-implementation survey: 36 percent in Alaska, 6 percent in Chicago, 3 percent in Denver, 10 percent in Los Angeles, and 8 percent in Texas.

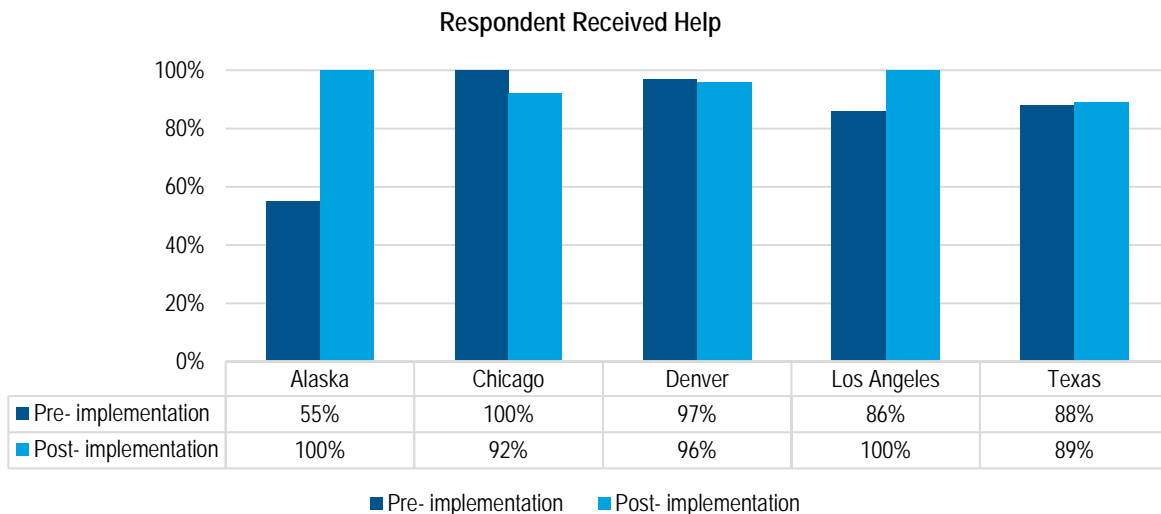


RESPONDENT RECEIVED HELP. The Crime Victim Survey also asked the respondents to select the types of help they have received from all of the office visits and phone conversations they had in regard to their victimization, which included an option that states “I have not gotten any type of help.” **Comparing pre- and post-implementation, the percent of respondents who received any type of help significantly²⁰ increased from 77 percent to 94 percent. The percentage of respondents who received any type of help from any office visits or phone**



conversations increased to 100 percent in Alaska and Los Angeles (increase from 55 and 86 percent respectively). In Denver and Texas, the findings were similar across both time periods, with 88-89 percent of respondents in Denver and 96-97 percent of respondents in Texas receiving help. In Chicago, there was a decrease from 100 to 92 percent of respondents who received any type of help.

These findings highlight that post-implementation respondents were visiting or contacting fewer organizations, and there was a higher percentage of respondents who received help in most sites compared to pre-implementation.



TYPES OF HELP RECEIVED. During both time periods, receiving legal advice or consultation and receiving information on the legal system and/or legal rights were two of the most frequently reported types of help received and the percent of respondents who received these two types of help increased from pre- to post-implementation. Although there was a lot of variation across sites, between 13-43 percent of respondents received legal representation pre-implementation. Some of the other frequently reported types of help received were non-legal help (24 percent in

²⁰ (χ^2 (1, N =519) = 17.62, p = 0.00)

Texas), referred for legal help (42 percent in Los Angeles), given information (36 percent in Los Angeles and 17 percent in Alaska), and filing legal papers (47 percent in Chicago).

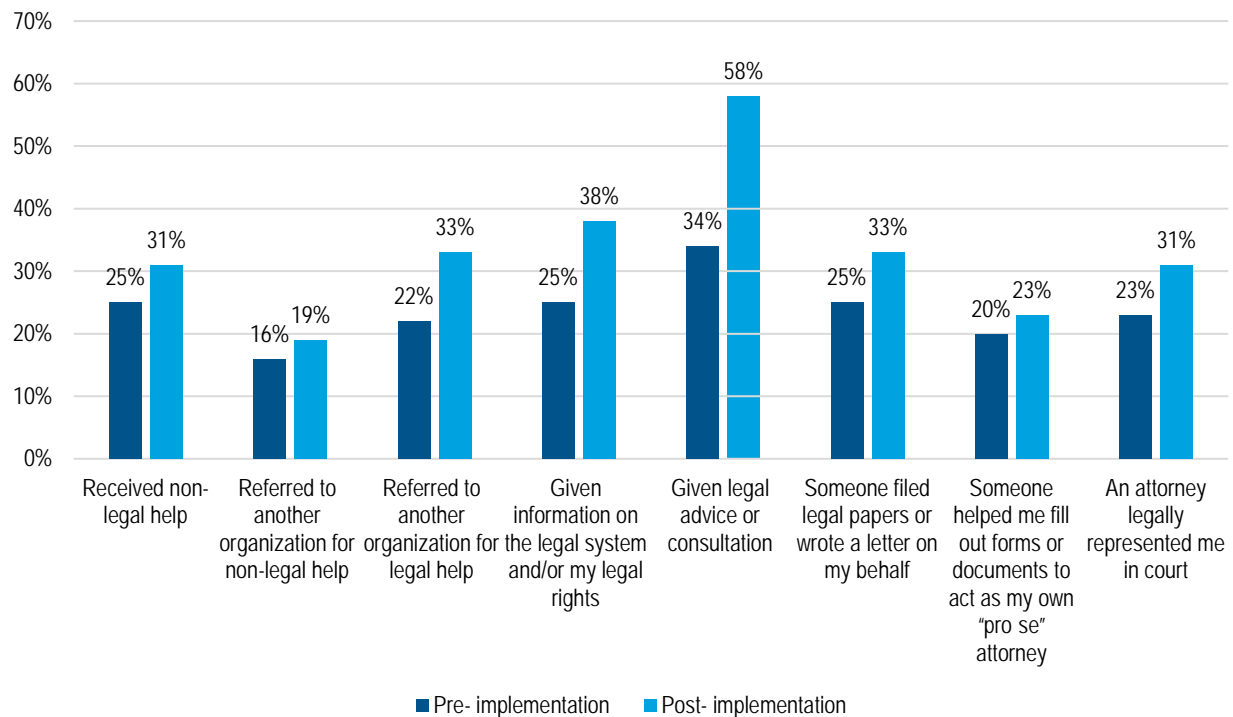
Post-implementation, there was an increase in the percent of respondents who received legal advice or consultation (between 60-86 percent) in all sites except Denver (32 percent). In Denver, the two most frequently received types of help were non-legal help and a referral for legal help, which was reported by nearly half (46 percent) of respondents. The percent of respondents who received legal representation varied with between 20 to 30 percent in Texas, Denver, and Chicago, and half (50 percent) in Los Angeles and Alaska.

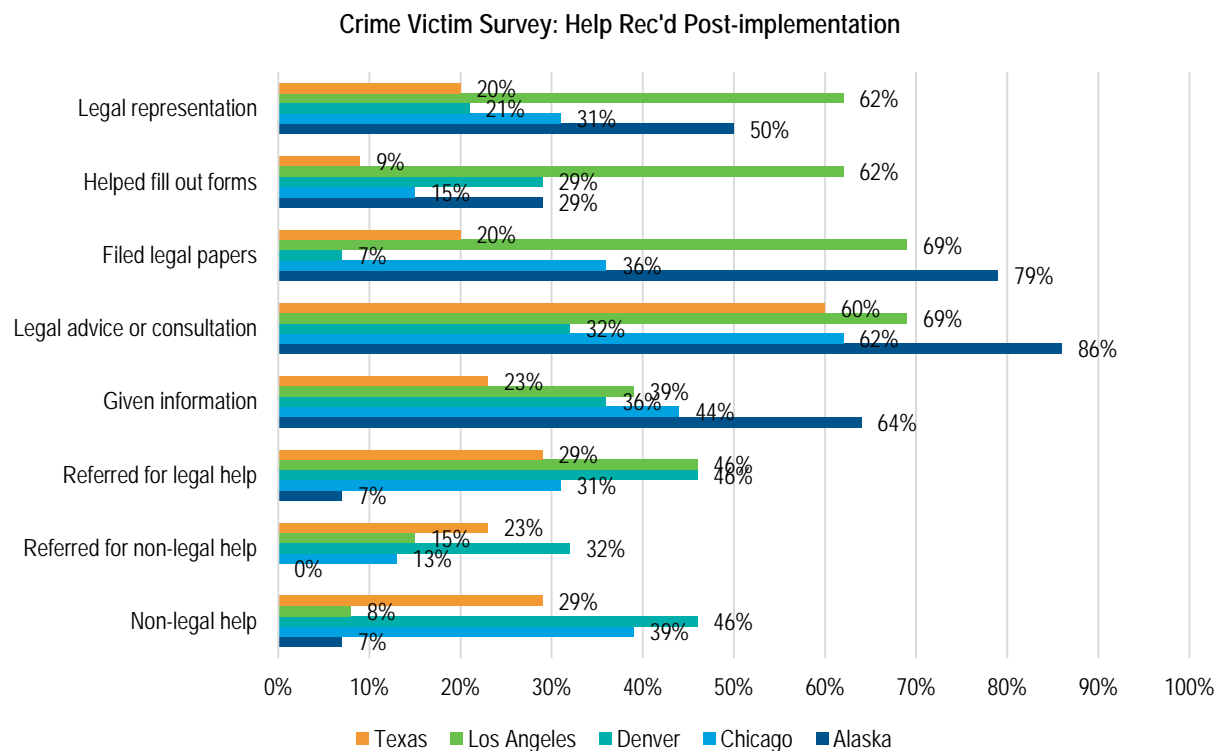
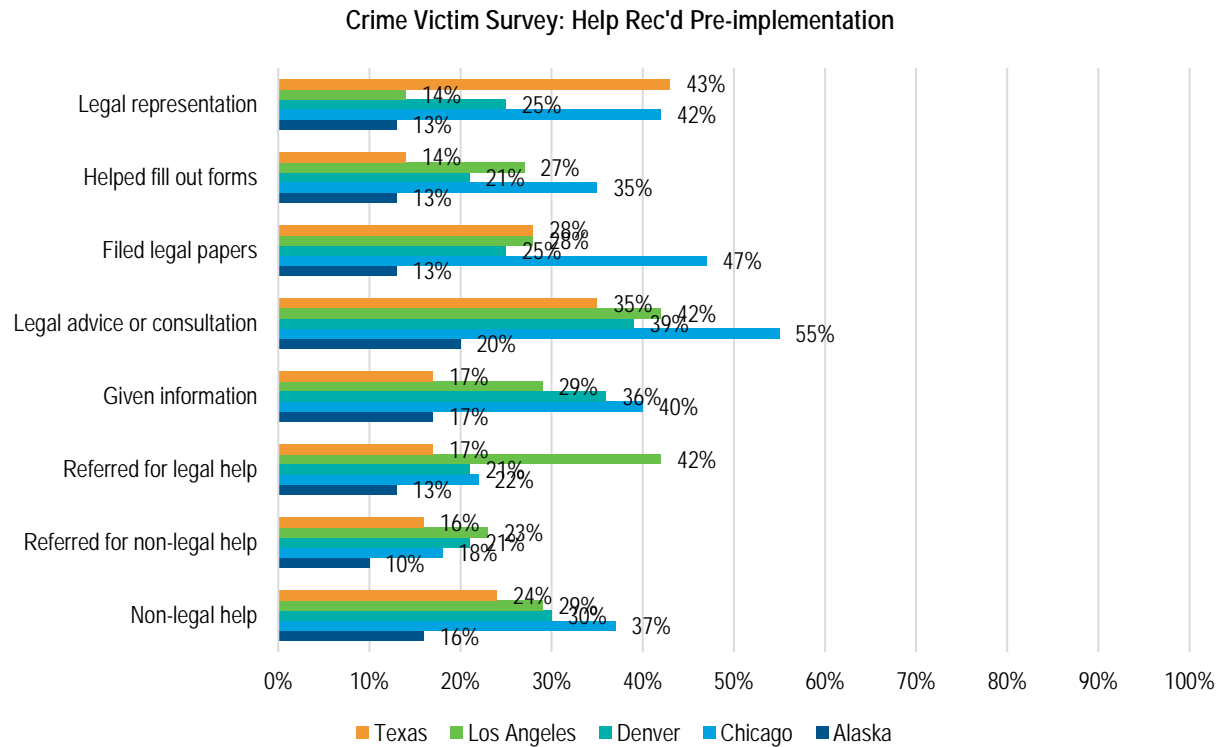
Respondents received on average two types (1.9) of help during pre-implementation. Respondents who received help after the implementation of the service delivery model received on average nearly three types (2.7) of services, which is almost a 50 percent increase from pre-implementation.

Top Three Types of Help Received

- **Pre-implementation:**
 - Legal advice or consultation (34 percent)
 - Given information on the legal system or legal rights (25 percent)
 - Non-legal help (25 percent)
- **Post-implementation:**
 - Legal advice or consultation (58 percent)
 - Given information on the legal system or legal rights (38 percent)
 - Someone filed legal papers or wrote a letter on my behalf (33 percent)

Crime Victim Survey: Types of Help Received





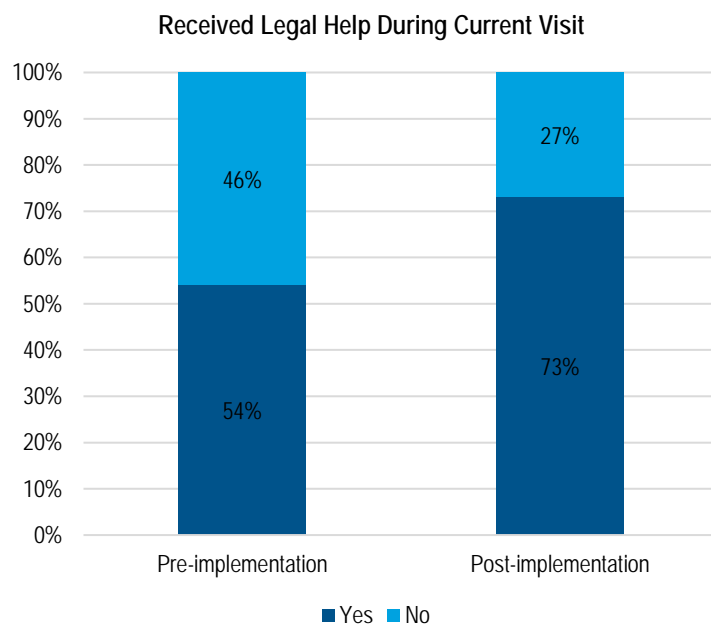
The overall findings on the types of services Interview respondents receive provide additional context to the experiences of respondents who were served by the wraparound networks post-implementation. Among the Interview respondents, **almost all of them (85 percent) received**



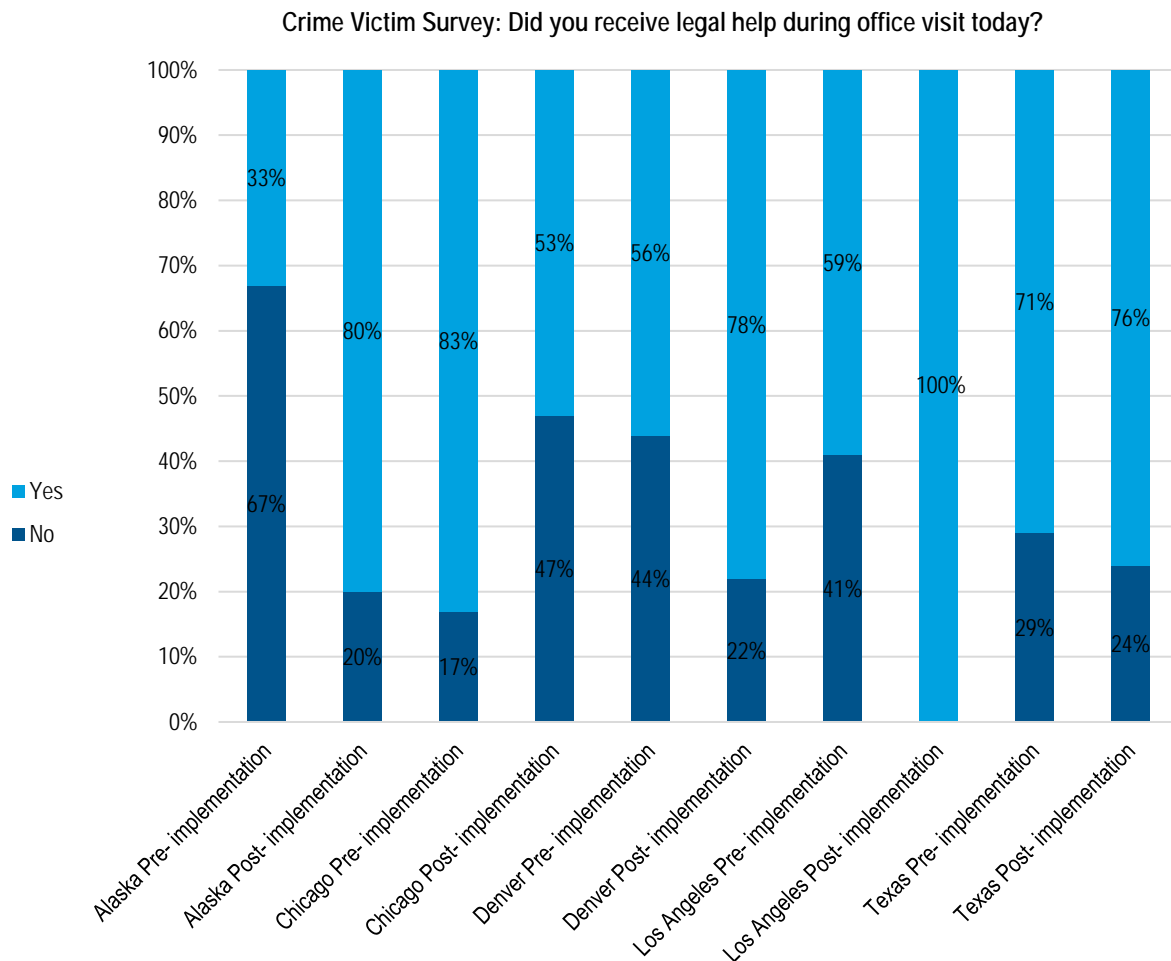
legal services, including assistance with restraining orders, custody, divorce, immigration, and victim compensation. Respondents also received non-legal help, including mental health services (46 percent) and services to meet their basic needs (e.g., housing, food, and insurance) (62 percent).

RECEIVED LEGAL HELP DURING CURRENT VISIT. Comparing pre- to post-implementation, the percent of respondents who received legal help during their current office visit increased from about half (54 percent) to nearly three-quarters (73 percent). During the baseline survey that captures the demonstration networks before they implemented their wraparound service delivery model, the respondents were split down the middle, with 54 percent of respondents receiving legal help during their current office visit and 46 percent who did not. During post-implementation, 73 percent of respondents received help and 27 percent did not receive legal help during their current office visit. The percentage of individuals who received legal help during the current office visit increased post-implementation in all sites except Chicago, where it decreased from 83 percent to 53 percent. All of the respondents in Los Angeles received legal help post-implementation.

The difference in distribution of respondents who received legal help was statistically significant comparing pre- and post-implementation time periods.²¹ Because post-implementation data collection occurred after the wraparound sites had been implementing their new service delivery plans for at least two years, the increase in respondents who received legal help illustrates the impact of the wraparound networks.



²¹ $\chi^2 (1, N = 514) = 14.16, p < 0.001$



TYPES OF HELP RECEIVED BY RESPONDENTS WITH TOP THREE CRIME VICTIMIZATION TYPES

Across the top three crime types, the most frequently received type of help was legal advice or consultation during pre- and post-implementation, which increased from pre- to post-implementation for all crime types.

Experience with Receiving Services

"Anything I needed help with, they helped. They helped with victim compensation funds, transportation when I needed it, and benefits. I felt like there was nothing they would not do for me. She came to get me right away and stayed with me for moral support when my offender was arrested and released on bail. She told me the good and the bad and helped me with appointments, vaccines, anything. All I had to do was ask."

—CVI Respondent

Among domestic violence victims, the other types of help received remained stable over time, with the biggest increase from pre- to post-implementation in being given information on the legal system (31 to 42 percent). Among assault victims, the percent of respondents who received a referral for legal help doubled from pre- to post-implementation (23 to 46 percent). Among sexual assault victims, both being provided information and being represented by an attorney nearly doubled from pre- to post-implementation. The percent of assault and sexual

assault victims who did not receive any legal help decreased over time and remained steady for domestic violence victims.

The chart below illustrates the types of help that respondents received depending on the type of legal help they needed as a result of their victimization. The types of help needed included broad categories related to aspects of their lives that may have been impacted by their victimization. They include not only legal needs, but also non-legal needs (e.g., education, health). For the types of help they received, the options included prevalent types of legal help, an option to capture non-legal help, and referrals to other organizations that could meet their needs.

Victimization	No legal help	Non-legal	Refer for non-legal	Refer for legal	Given information	Legal advice	Legal papers	Pro se	Attorney
Domestic violence – pre-implementation	8%	35%	21%	28%	31%	48%	32%	29%	36%
Domestic violence – post-implementation	7%	33%	23%	33%	42%	61%	36%	26%	40%
Assault – pre-implementation	21%	31%	18%	23%	24%	35%	25%	27%	25%
Assault – post-implementation	3%	46%	28%	46%	42%	52%	24%	21%	39%
Sexual Assault – pre-implementation	11%	41%	21%	39%	28%	49%	36%	24%	17%
Sexual Assault – post-implementation	7%	43%	21%	43%	54%	68%	36%	29%	32%

Across most types of legal help needed, the most frequently selected type of help received was legal advice. When legal advice was the most frequently reported type of help received across both time periods, the percent of respondents who received legal advice increased from pre- to post-implementation. For respondents needing assistance relating to education, the type of help received with the largest increase from pre- to post-implementation was being given information on the legal system (38 percent to 77 percent). Pre-implementation, 46 percent of respondents who received assistance related to financial needs received non-legal help. For respondents who were seeking assistance with government benefits, 50 percent or more of respondents received a referral for legal help or were given legal advice pre-implementation. Post-implementation, these types of help received remained prevalent with more than 50 percent of respondents receiving legal advice, being given information about the legal system, and a referral for non-legal help.

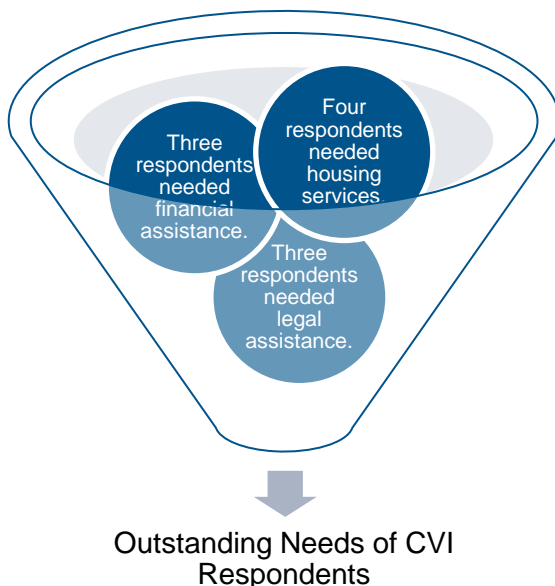
Type of help needed	Types of help received pre-implementation	Types of help received post-implementation
Education	21% No help 41% Non-legal 19% Refer for non-legal 24% Refer for legal 38% Given information 45% Legal advice 38% Legal papers 41% Pro se 33% Attorney	0% No help 39% Non-legal 39% Refer for non-legal 46% Refer for legal 77% Given information 77% Legal advice 54% Legal papers 31% Pro se 23% Attorney
Employment	8% No help 43% Non-legal 29% Refer for non-legal 29% Refer for legal	0% No help 40% Non-legal 40% Refer for non-legal 60% Refer for legal



	43% Given information 61% Legal advice 35% Legal papers 35% Pro se 35% Attorney	60% Given information 70% Legal advice 50% Legal papers 60% Pro se 30% Attorney
Family	8% No help 37% Non-legal 25% Refer for non-legal 32% Refer for legal 32% Given information 51% Legal advice 38% Legal papers 30% Pro se 47% Attorney	7% No help 25% Non-legal 24% Refer for non-legal 34% Refer for legal 37% Given information 58% Legal advice 27% Legal papers 29% Pro se 24% Attorney
Financial	13% No help 46% Non-legal 29% Refer for non-legal 37% Refer for legal 32% Given information 44% Legal advice 38% Legal papers 29% Pro se 25% Attorney	4% No help 48% Non-legal 48% Refer for non-legal 61% Refer for legal 44% Given information 74% Legal advice 39% Legal papers 35% Pro se 26% Attorney
Government Benefits	13% No help 35% Non-legal 20% Refer for non-legal 52% Refer for legal 30% Given information 50% Legal advice 43% Legal papers 35% Pro se 26% Attorney	8% No help 46% Non-legal 62% Refer for non-legal 46% Refer for legal 54% Given information 54% Legal advice 39% Legal papers 39% Pro se 31% Attorney
Health	8% No help 42% Non-legal 27% Refer for non-legal 37% Refer for legal 37% Given information 55% Legal advice 41% Legal papers 31% Pro se 26% Attorney	0% No help 52% Non-legal 44% Refer for non-legal 52% Refer for legal 48% Given information 70% Legal advice 30% Legal papers 26% Pro se 26% Attorney
Housing	9% No help 43% Non-legal 32% Refer for non-legal 51% Refer for legal 39% Given information 61% Legal advice 39% Legal papers 37% Pro se 25% Attorney	10% No help 45% Non-legal 45% Refer for non-legal 65% Refer for legal 30% Given information 40% Legal advice 20% Legal papers 20% Pro se 15% Attorney
Immigration	1% No help 35% Non-legal 14% Refer for non-legal 26% Refer for legal 36% Given information	3% No help 29% Non-legal 19% Refer for non-legal 29% Refer for legal 48% Given information

	56% Legal advice 40% Legal papers 43% Pro se 33% Attorney	74% Legal advice 48% Legal papers 23% Pro se 29% Attorney
Rights in Criminal Court	5% No help 48% Non-legal 30% Refer for non-legal 34% Refer for legal 48% Given information 63% Legal advice 43% Legal papers 32% Pro se 34% Attorney	12% No help 39% Non-legal 23% Refer for non-legal 39% Refer for legal 50% Given information 58% Legal advice 39% Legal papers 39% Pro se 39% Attorney
Safety	11% No help 39% Non-legal 26% Refer for non-legal 38% Refer for legal 32% Given information 48% Legal advice 37% Legal papers 34% Pro se 29% Attorney	0% No help 46% Non-legal 30% Refer for non-legal 46% Refer for legal 36% Given information 55% Legal advice 41% Legal papers 30% Pro se 34% Attorney

OUTSTANDING SERVICE NEEDS. In response to the interview question asking about any services that respondents needed but did not receive, **nine respondents (69 percent) were still waiting to receive one or more services** even though they had already received services to meet some of their needs. Some respondents noted that their unmet needs were likely due to staffing issues or capacities at the organizations.



Unmet Needs of CVI Respondent

"I couldn't get any counseling. It was amazing. Here I am in [city], a big city with tons of resources, and nobody could take me. [Organization X] tried to get me counseling. Couldn't help. [Organization Y] did an assessment with me, but had such high staff turnover that I never got to see a therapist. The hospital gave me a packet of information – but it doesn't do any good if nobody can help when I call."

—CVI Respondent

DISCUSSION OF LEGAL RIGHTS. One component that OVC felt should be included in a wraparound network is providing representation for the enforcement of victims' rights, and an important step in that process is ensuring that crime victims are aware of their rights. To better understand the frequency in which organizations inform crime victims of specific legal rights and the impact of the wraparound networks over time, the Crime Victim Survey asked respondents to select the legal rights they were informed of from a list of 10 rights.

During both time periods, more than 50 percent of respondents were informed by service providers about the right to be treated with fairness and respect and the right to information about services. Pre-implementation, more than half of respondents were informed of the following legal rights: right to be treated with fairness and respect (63 percent) and right to information about services (51 percent). This was fairly consistent post-implementation (71 percent and 64 percent respectively), with the addition of the right to reasonable protection from the defendant (54 percent). The right to fairness and respect was the most prevalent in Chicago, Los Angeles, and Texas, and information about services was the most prevalent in Alaska and Denver.

Across both time periods, the three legal rights that were mentioned the least were right to restitution, right to speak to a prosecutor, and right to court process without a lot of delays. These rights were mentioned by less than one third of respondents (ranging from 23-31 percent) during both time periods.

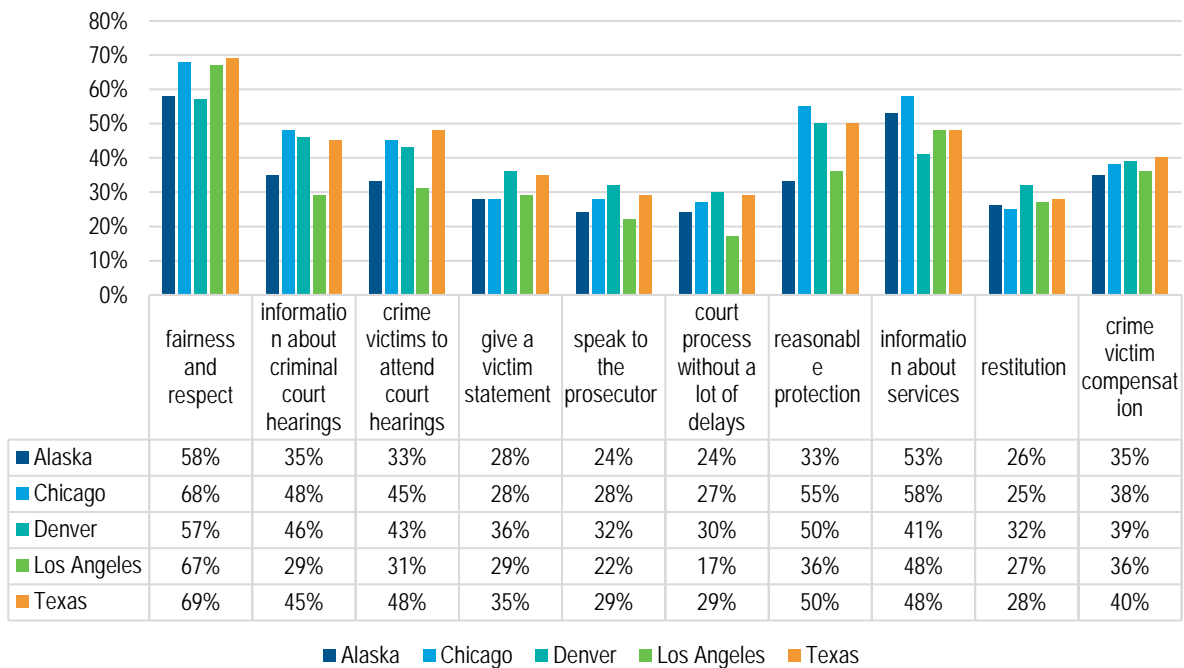
Legal Rights Mentioned the Most

- Right to be treated with fairness and respect
- Right to information about services
- Right to reasonable protection from the defendant

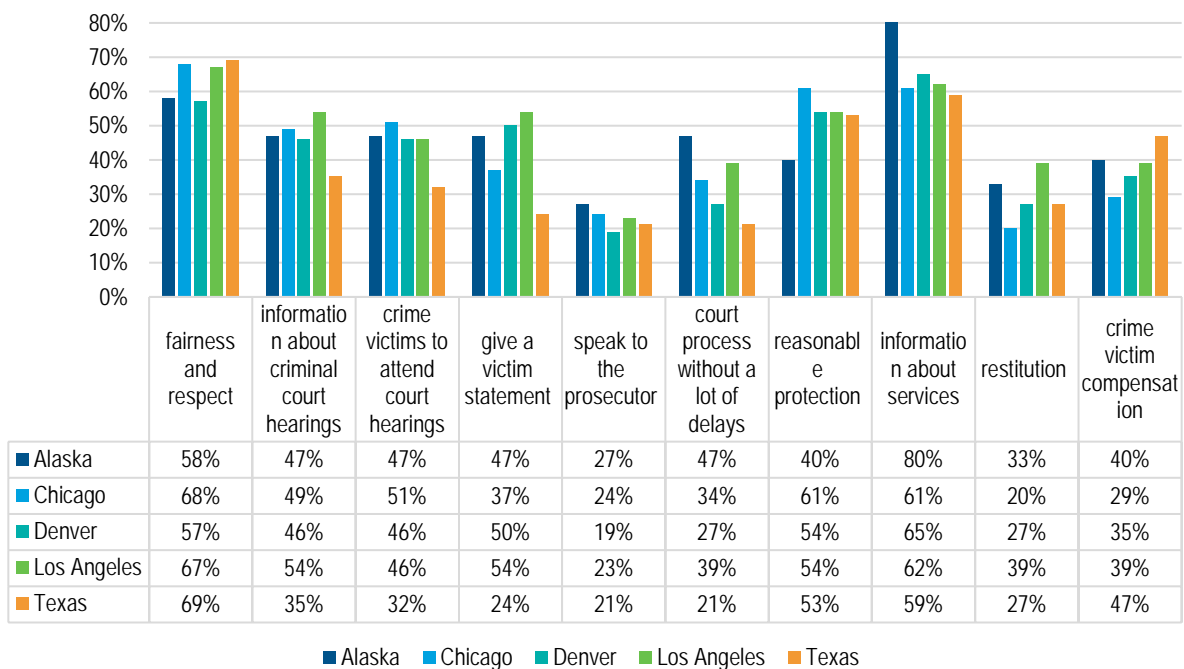
Legal Rights Mentioned the Least

- Right to restitution (compensation for loss/injury from the person who committed a crime)
- Right to speak to the prosecutor before a plea agreement is made with the defendant
- Right to a court process without a lot of delays

Legal Rights Mentioned by Service Providers Pre-implementation



Legal Rights Mentioned by Service Providers Post-implementation



REFERRALS AND RETELLING VICTIMIZATION EXPERIENCES.

In response to the CVI questions asking if the organization helped the respondents get in touch with other organizations, two respondents had organizations refer with a warm handoff. Also, **a vast majority of the respondents (92 percent) received contact information for other organizations** to call themselves.

One of the theoretical benefits of a wraparound model is that the referral process should minimize the amount of times a victim has to re-tell their story. In response to the question asking if they had to re-tell their story or answer several questions, four participants did not have to retell their story across multiple organizations, or in one case, with multiple staff within an organization. Seven participants had to tell their story more than one time. Although several participants said the organizations made them feel comfortable and did not force them to answer questions, one participant did observe that she wished she didn't have to tell her story over and over again just to be told they couldn't help her.

BARRIERS TO ACCESSING AND RECEIVING SERVICES. From pre- to post-implementation, there was a statistically significant²² decrease in the average ratings for the general barriers scale.

The survey questions in this scale ask about various situations that may make it more difficult to access services (e.g., language barriers, transportation challenges, financial cost), meaning the decrease in the average ratings is an overall positive finding related to a decrease in barriers when seeking services experienced by victims of crime or parents/guardians of minor victims of crime.

Additional barriers for receiving services that were not included in the scale are a lack of trust in the legal system and eligibility restrictions for qualifying for legal assistance. From pre- to post-implementation, the average ratings of experiencing these two barriers decreased but the changes were not statistically significant.

The decrease in the average rating on the general barriers scale illustrates an overall positive impact of the wraparound networks, but barriers are still present for crime victims for accessing and receiving services. **Among CVI respondents, it is notable that several respondents (n=4) did not experience any barriers in accessing services.** The remaining respondents reported **barriers around services**, such as delayed service provision and difficulty finding someone to help with immigration-related services, and **stigma or shame**.

"Those additional services always had additional services, and additional services. If they can't help you, well hey, we're going to guide you here. If they can't, it was always like they all link together and were able to get you where you needed to get help and what organization...So it was kind of like a tree growing out. You got a branch here, and if this one didn't work well, look, we got two more branches here that might be able to. And it then it branches off from there to more organizations."

—CVI Respondent

Survey Questions Included in General Barriers Scale

- Not enough information about legal assistance is provided to crime victims in our community.
- The financial cost has made it hard to get legal assistance.
- Transportation challenges have made it hard to get legal assistance.
- Language barriers have made it hard to get legal assistance.
- The process for obtaining legal assistance is too burdensome.

Experience with Accessing Services

"They had me assigned to a case manager so every time I called they knew who I was and who to direct my call to. I didn't have to tell my story each time or talk to different people. It was the same person each time."

-CVI Respondent

²² Pre-implementation: (M=2.78, SD=1.02) and post-implementation (M=2.57, SD=0.93); t(448)=1.08, p=0.04.

Averages for Barriers Scale and Items by Time			
Time	General Barriers Scale	Lack of Trust Item	Eligibility Restrictions Item
Pre-implementation	2.8	2.7	2.7
Post-implementation	2.6	2.5	2.6

Recommendation for Improving Access to Services

"When I went to [Organization x] because I was asking about immigration help, they don't have someone to take cases. For me, I have not had my case taken yet. So if organizations could hire more staff, especially since when victims decide to make that move to get help that might be the only chance we have to do it. We might not have the courage, transportation, somewhere to leave our children, or whatever another time, and it can take a long time for victims to decide to make that move. So when we do, organizations need to be staffed to take cases. Otherwise, we might not come back."

-CVI Respondent

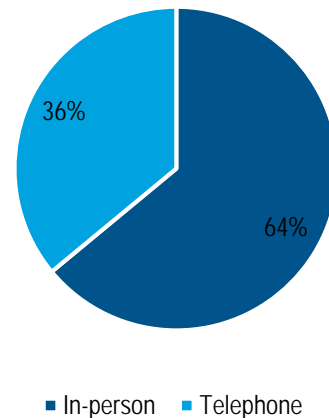
Crime Victims' Experiences with Services

TIME TO SERVICES. When asked how soon after the victimization the interview respondent sought out help, 11 of the 13 respondents (85 percent) said they called for help immediately or shortly after their victimization. Among respondents who mentioned the length of time they had to wait before receiving services, they were fairly evenly split with three respondents receiving help the same day, two respondents receiving help within a week, and two respondents receiving help between two to four weeks after seeking help.

INTAKE EXPERIENCES. When asked what types of questions they had to answer before being provided services and where the questions were asked, respondents were asked about their victimization, needed services, and income. **About two-thirds (64 percent) of respondents completed the intake process in-person and 36 percent completed it over the phone.** Almost all of the respondents were asked about this victimization and/or the types of services needed. When asked what respondents found helpful when they were being asked questions during the intake process, responses included **being treated with compassion, having the intake person write down all the information, and feeling safe.** Of the 11 respondents who discussed if they were denied services with any of the organizations they contacted for help, **9 respondents were not denied services**, and 2 respondents were denied services due to eligibility restrictions and availability of services. In both cases, the respondents were referred to other organizations that could meet their needs. Notably, **one respondent talked about services they received that they did not even know they needed.**

SERVICE DESCRIPTION. When asked about their experiences with communicating with service providers, **almost all of the respondents thought that the communication was good with only**

CVI: Intake Process

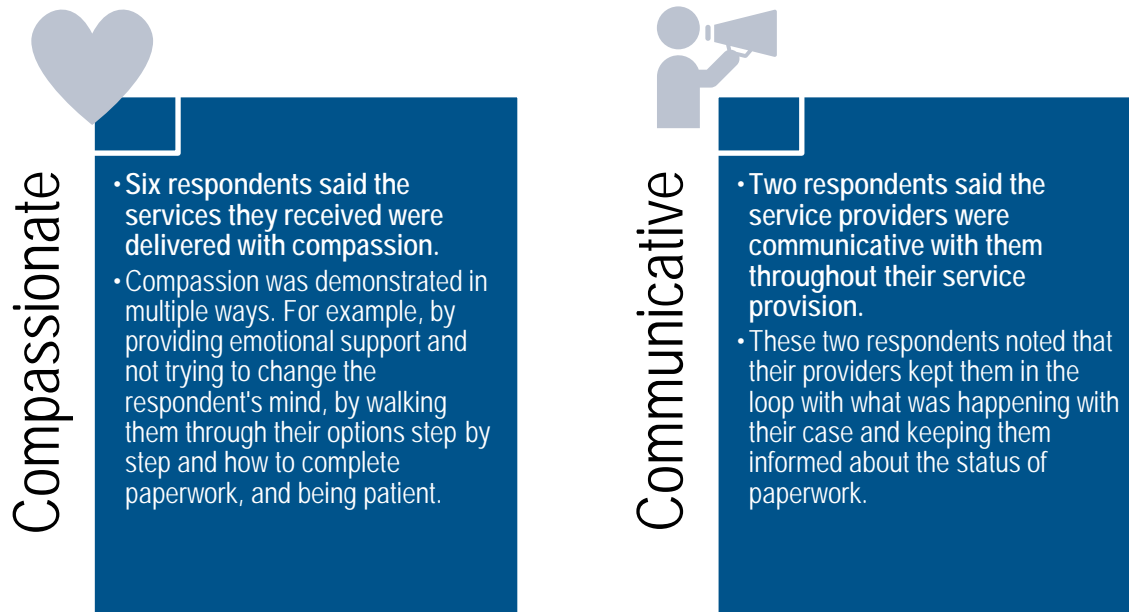


Intake Experiences

"[Organization X] asked me a lot of questions like 'what type of abuse I experienced', 'if I needed shelter', 'if I needed medical help', 'if my son and I needed services like public benefits or restraining order', and 'if I needed legal services.'" We got all the help that we needed, even help we didn't know we needed (immigration). They were so helpful."

—CVI Respondent

one respondent noting that they had to wait longer than expected to hear back from the organization. When asked about the service provider speaking their native language, **English was the native language for 10 of the respondents. The remaining two victims reported that Spanish was their native language.** In both of these cases, the respondents chose to get services in English even though they were offered services in their native language. When asked if the organization was culturally sensitive, **all respondents believed the organization(s) they worked with respected their beliefs and culture.**



Some of the overarching suggestions from respondents from the post-implementation Crime Victim Survey were on building the capacity of organizations to serve crime victims by having more staff, increasing the awareness of services through a variety of modes, and improving language access and services in other languages.

CVS Items in Increased Knowledge and Helpfulness of Services Measures

Increased Knowledge

- I understand my legal rights as a victim.
- I understand the types of services that are available to help me with my legal needs/problems.

Helpfulness of Services

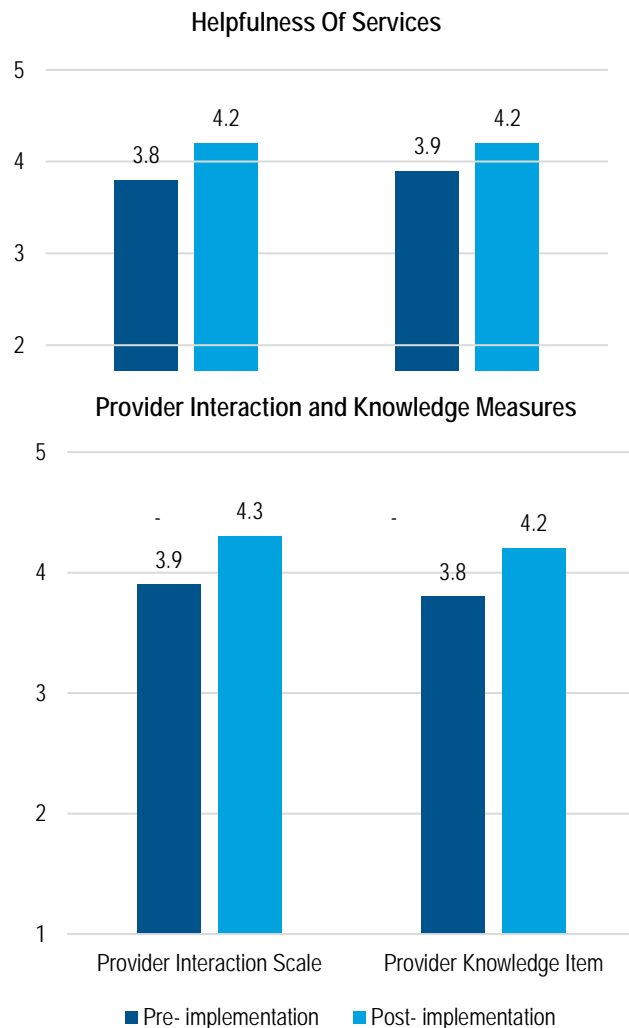
- The legal assistance I received was helpful.
- The referrals I received were helpful.

Network Clients Well-being and Satisfaction

HELPLEFULNESS OF SERVICES. Two important components of understanding the experiences victims of crime have with accessing and receiving services are looking at their knowledge of available services and the overall helpfulness of services in meeting their needs. **From pre- to post-implementation, there was a statistically significant increase on average knowledge of services²³ available and the helpfulness of services.²⁴** During post-implementation, respondents provided higher/more positive ratings on their experiences with receiving legal services, specifically their awareness of the types of services that are available to them and their legal rights as a victim (i.e., the Increased Knowledge scale) and the helpfulness of the legal assistance and referrals they received (i.e., the Helpfulness of Services scale).

What CVI Respondents Found Most Helpful

- safety & feeling protected
- receiving information
- compassion demonstrated by service provider
- collaboration by organization to meet all needs



PROVIDER INTERACTION AND KNOWLEDGE. Respondents' perceptions of service delivery through the lens of their interactions with staff at service organizations offer a glimpse into how organizations are meeting victims' needs. It is important that service organizations are equipped with the knowledge necessary to meet the needs of crime victims adequately and treat crime victims in a respectful, compassionate way. **From pre- to post-implementation, there was a statistically significant increase²⁵ in respondents' average ratings within the Provider Interaction Scale.** The Provider Interaction Scale captures respondents' experiences with the organization treating them with respect, speaking with them in a way they could understand, and asking them about their legal needs/problems. **The overall ratings on the organization's knowledge of how to help the respondents also significantly increased²⁶ over time.** The changes that service organizations made as a result of the wraparound networks led to more favorable ratings from crime victims on their experiences with seeking services.

²³ Pre-implementation: (M=3.81, SD=1.16) and post-implementation (M=4.16, SD=0.94); t(450)=3.10, p=0.002).

²⁴ Pre-implementation: (M=3.90, SD=1.20) and post-implementation (M=4.18, SD=0.99); t(445)=2.38, p=0.018).

²⁵ Pre-implementation: (M=3.94, SD=1.06) and post-implementation (M=4.31, SD=0.79); t(450)=3.55, p=0.000).

²⁶ Pre-implementation: (M=3.84, SD=1.28) and post-implementation (M=4.19, SD=1.04); t(440)=2.74, p=0.006).

Improving Access to Legal Services for Crime Victims

Components of Ease of Access Scale

- Easy to find the legal help needed
- Ease of getting help for legal needs/problems
- Understanding how legal assistance can help

Experiences with Accessing Services

"I did not have any challenges. Everything was so easy. She [service provider] went with me to file the paperwork. She was with me when the restraining order was granted. She offered to help me whenever I need it. She really cares about me."

—CVI Respondent

EASE OF ACCESS. One of the first steps for crime victims is figuring out how to access services and making this process easier and more streamlined was a goal of the wraparound networks. To gather crime victim's experiences with accessing services, researchers developed the Ease of Access Scale, which captures respondents' perceptions about if it was easy to find the legal help they needed, if they had a hard time getting help for their legal needs/problems, and if they understand how legal assistance can help them. Survey respondents were asked to select how much they agree or disagree with each of these components of accessing services using a 5-point scale (i.e., strongly disagree to strongly agree and a does not apply option). **From pre- to post-implementation, there was a small increase in the average ratings for the Ease of Access Scale, which was not a statistically significant change.**²⁷ Higher average ratings would mean that respondents agreed that it was easier to find, access, and understand how getting legal help would benefit them. The average responses between 3.5-3.7 fall within the middle of the rating scale and illustrates mildly positive feedback from respondents during both time periods.

CVI respondents have primarily positive feedback about the ease of accessing services. When asked if organizations were easy to contact, **all interview respondents indicated that the organizations were easy to get in contact with** and offered a variety of examples to illustrate their points, including organizations offering multiple ways to contact someone and organizations answering phone calls right away.

Time	Ease of Access to Services Measure
Pre-implementation	3.5
Post-implementation	3.7

Well-Being and Satisfaction with Services

WELL-BEING. The post-implementation Crime Victim Survey included 13 statements where respondents rated how they felt after receiving services using a 5-point Likert Scale with higher ratings representing more agreement with the survey statements. The statements encompassed a wide range of aspects that speak to a victim's emotional well-being, physical well-being, and ability to recover (see table below with survey items).

The **Overall Well-being Scale** includes an average of all of the statements. From those 13 items, ICF compiled two subscales to capture more nuanced aspects of well-being: **Emotional Support** and **Tangible Support**. Emotional Support includes seven statements that ask about the respondents' feelings about help with identifying a support system, feeling empowered, and to deal more effectively with the impact of the victimization. The items in the Tangible Support subscale ask about the respondents'

5-point Likert Scale Ratings

- 1=Strongly disagree
- 2=Disagree
- 3=Neither agree nor disagree
- 4=Agree
- 5=Strongly agree

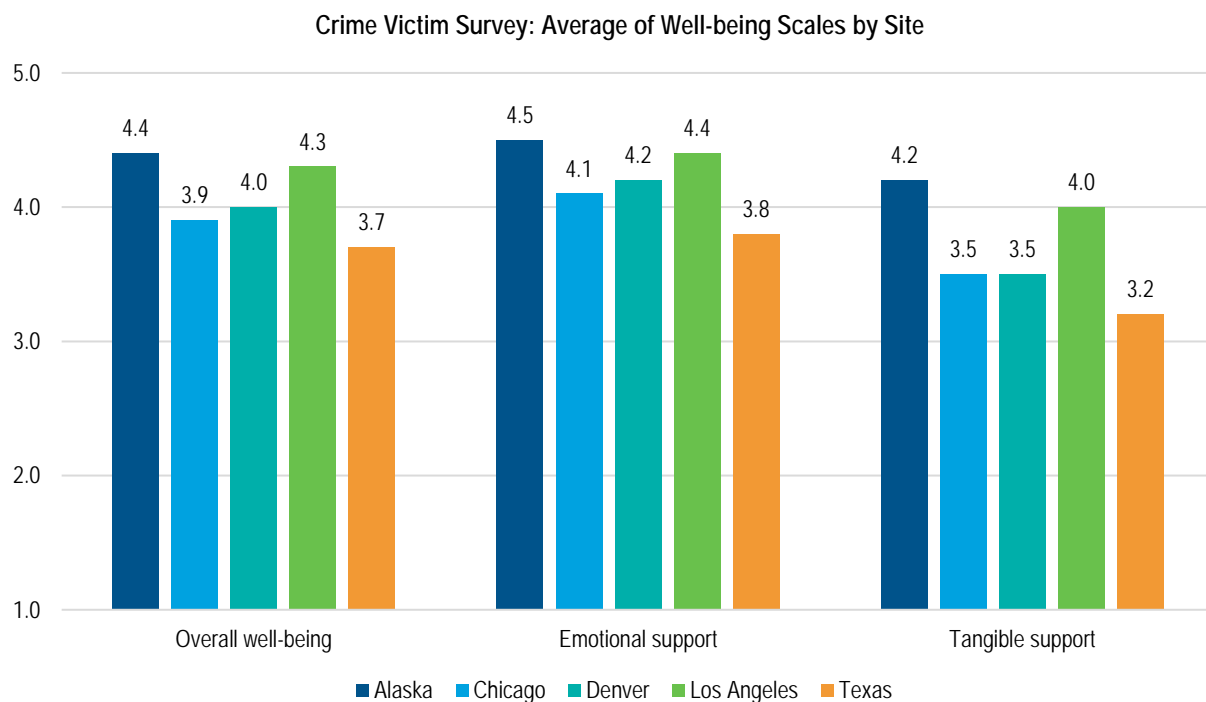
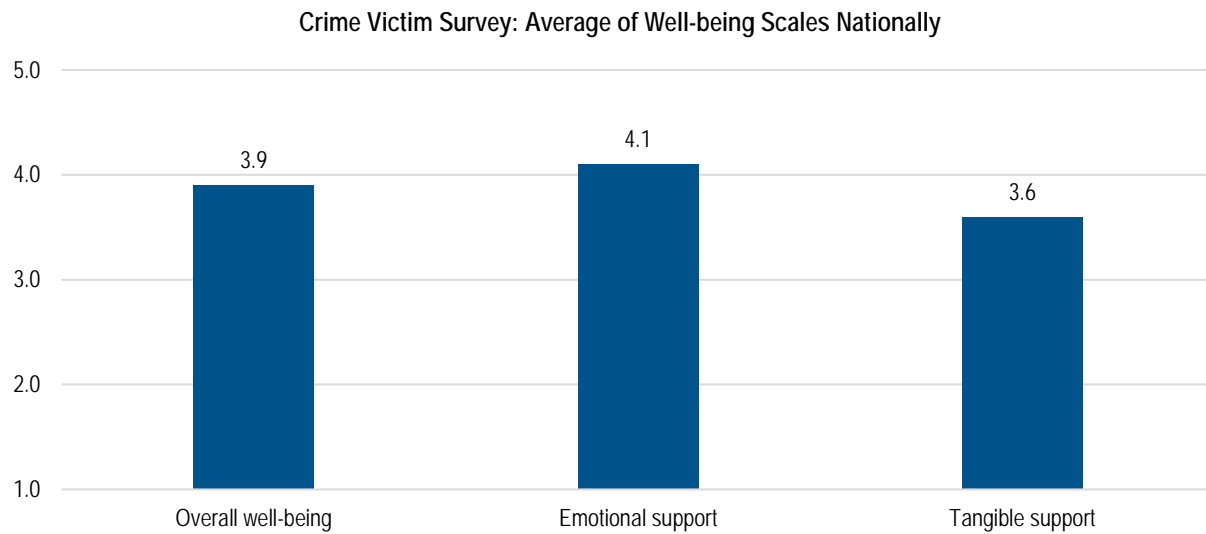
²⁷ Pre-implementation: (M=3.49, SD=1.15) and post-implementation (M=3.71, SD=1.02); t(456)=1.89, p=0.059).

satisfaction with more concrete items that support their day-to-day lives such as transportation services, financial services, and findings employment opportunities.

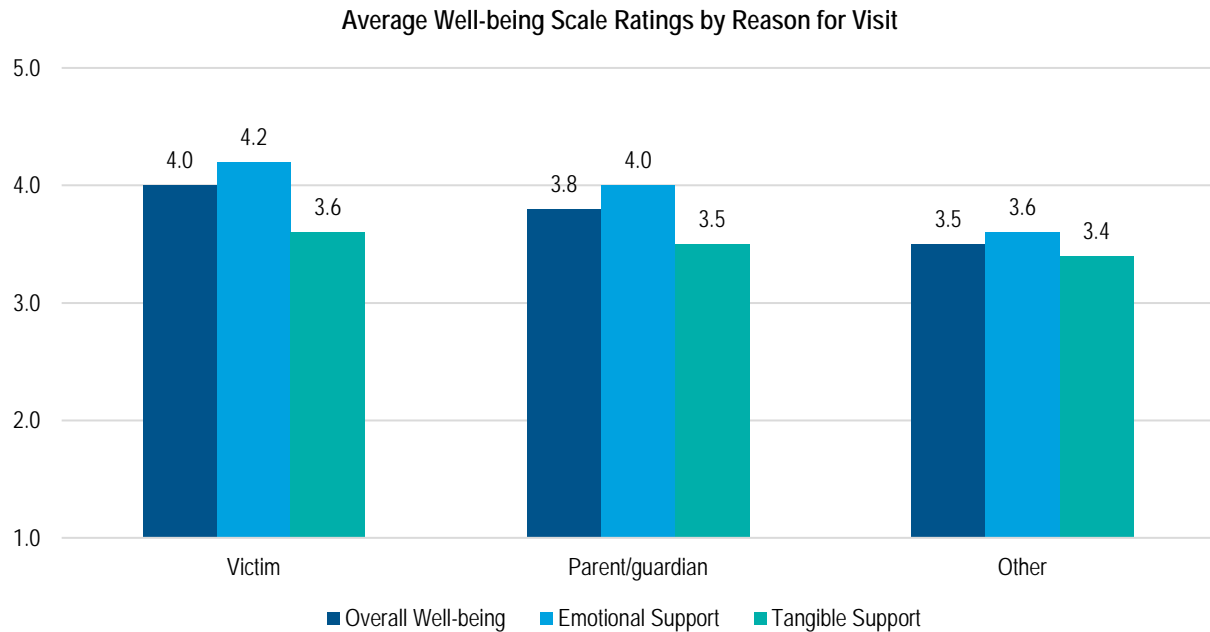
Survey Items	
Overall Well being Scale	
Emotional Support Scale	Tangible Support Scale
The services I received helped me to deal more effectively with the impact of my victimization.	I am satisfied with the transportation services available to me as a victim.
Because of the services I received, I learned skills to help me better manage my life.	I am satisfied with the financial support available to me as a victim.
Contacting the service organization made me feel empowered.	The service organization helped me improve my housing/living situation.
As a result of my interactions with victim service organizations, I have a better understanding of my rights as a victim.	Because of the services I received, I feel I have better employment opportunities.
The services I received helped improve my sense of safety and security.	Because of the services I received, my health, medical, and dental needs are being met.
The services I received helped me identify a support system.	The services I received helped me with my immigration concerns.
The services I received contributed to my ability to recover from the impact of my victimization.	

The national findings below illustrate mostly positive ratings on the Overall Well-being Scale with an average rating of 3.9 on a 1-5 point rating scale. Because a 4 rating represents agreement, the average of 3.9 highlights that respondents, on average, agreed that the services they received helped improve their overall well-being. **The average ratings for Emotional Support were slightly higher at 4.1, which illustrates more positive ratings of the Emotional Support items.** The average rating for Tangible Support was on average half a point lower (3.6) than the Emotional Support scale. Overall, the averages paint a picture of respondents' feelings on various aspects of their well-being (both emotional and tangible), which were generally positive. The lower ratings on the Tangible Support scale demonstrates that respondents feel less satisfied with the services' impact on their physical well-being. **Respondents in Alaska and Los Angeles had the highest ratings for well-being** with 4.4- 4.5 average ratings on the Emotional Support scale.

The positive ratings on overall well-being from the surveys were echoed in the interviews. When asked what changes they have seen as a result of the help they received, **a majority of the respondents (n=11, 85 percent) said that their well-being improved since receiving services.** Respondents reflected on how services met their needs and improved their ability to take care of themselves and their families.



FINDINGS ON WELL-BEING AND REASON FOR VISIT. Examining the average ratings for the well-being scales by the respondents' reason for visit, **victims had the highest ratings on all scales**, with parents/guardians reporting the next highest average ratings.



WELL-BEING BY TYPE OF HELP RECEIVED. The table below outlines the percent of respondents whose overall well-being scale ratings were either low (i.e. 1 – 3.4) or high (3.5 – 5) depending on the type of help they received. More than 75 percent of respondents who received the following types of help had high average ratings of well-being: (1) non-legal help, (2) given information, (3) legal advice, (4) legal papers, (5) fill out documents or act as pro se attorney, and (5) attorney representation. These findings illustrate that respondents who received services felt that the help they received had a positive impact on their well-being.

Type of Help	Low Well-being Rating	High Well-being Rating
No help	43%	57%
Non-legal	23%	77%
Refer for non-legal	32%	68%
Refer for legal	28%	72%
Given information	17%	83%
Legal advice	20%	80%
Legal papers	10%	90%
Pro se	22%	78%
Attorney	10%	90%

SATISFACTION FINDINGS. The post-implementation Crime Victim Survey included three statements to capture respondents' satisfaction with the services they received. The respondents were asked to rate the statements using a 5-point Likert Scale (see Figure X for survey statements), with higher ratings representing higher satisfaction. Examining the national findings, **the average ratings for all satisfaction items were positive, with average ratings ranging from 4.2-4.4, which means that respondents on average agreed or strongly agreed with the statements about their satisfaction with services and organization staff.** On average, respondents reported positive feelings about their satisfaction with their interactions with staff and the services they received.

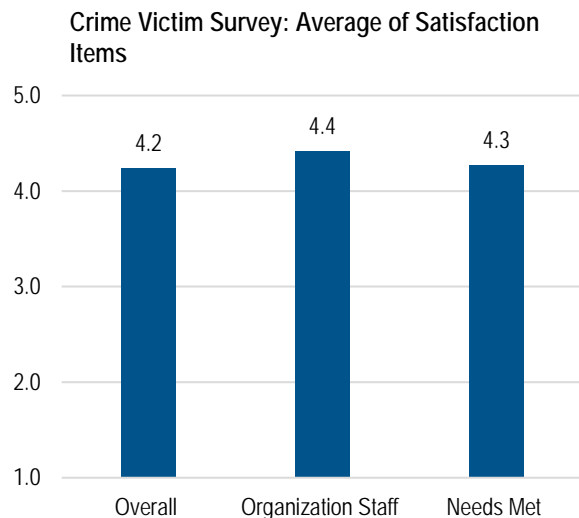
Alaska respondents rated their satisfaction with services the highest with an average rating between 4.6-4.8 on the 5-point Likert scale. Alaska respondents were very satisfied with the services and organization staff. For respondents in Chicago, Denver, and Los Angeles, the average ratings were similar and ranged from 4.2-4.5 across all three satisfaction statements. On average, respondents in these three demonstration sites were satisfied with services and the organization. **Texas respondents had the greatest variation in their average ratings and the lowest average ratings across all of the sites,** with an average rating of 3.9 for overall satisfaction and satisfaction with getting their needs met. Their average rating for satisfaction with interactions with staff was 4.3, which was comparable to the ratings in Chicago, Denver, and Los Angeles. Albeit the lowest ratings across all sites, the average ratings from Texas respondents illustrates that they were satisfied with the services and organization staff. **Overall, the findings highlights that respondents were satisfied or very satisfied with the services they received from all of the wraparound networks.**

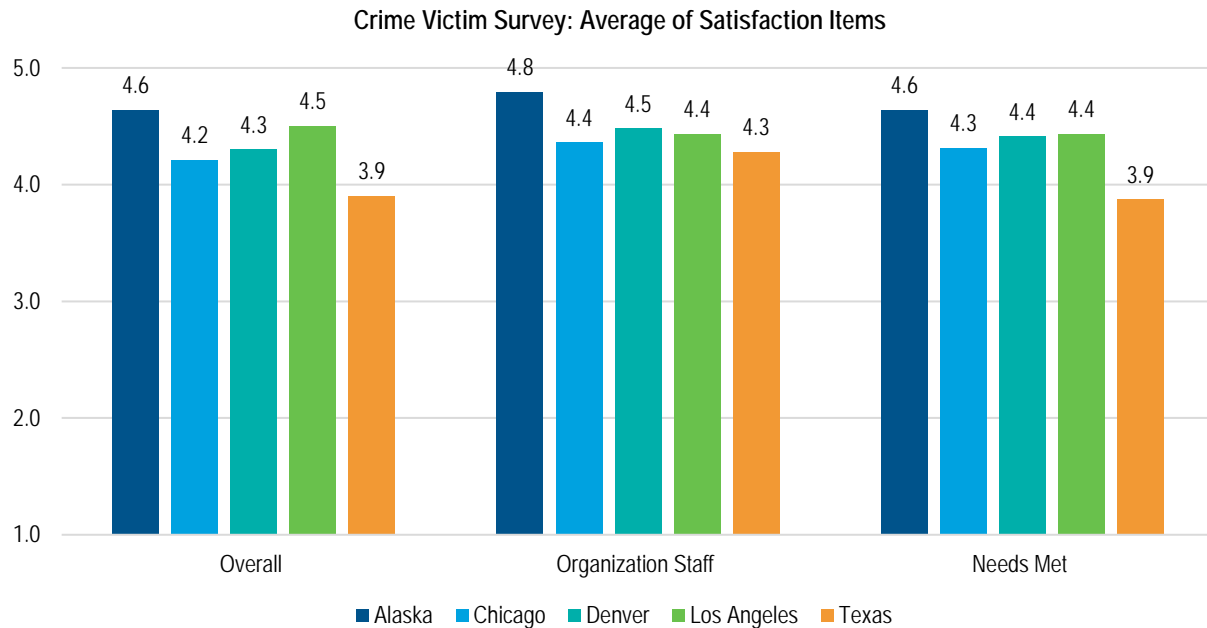
Satisfaction Survey Items

- Overall, I am satisfied with the services I received.
- I am satisfied with my interactions with staff at service organizations.
- I am satisfied with the way my needs were handled by service organizations.

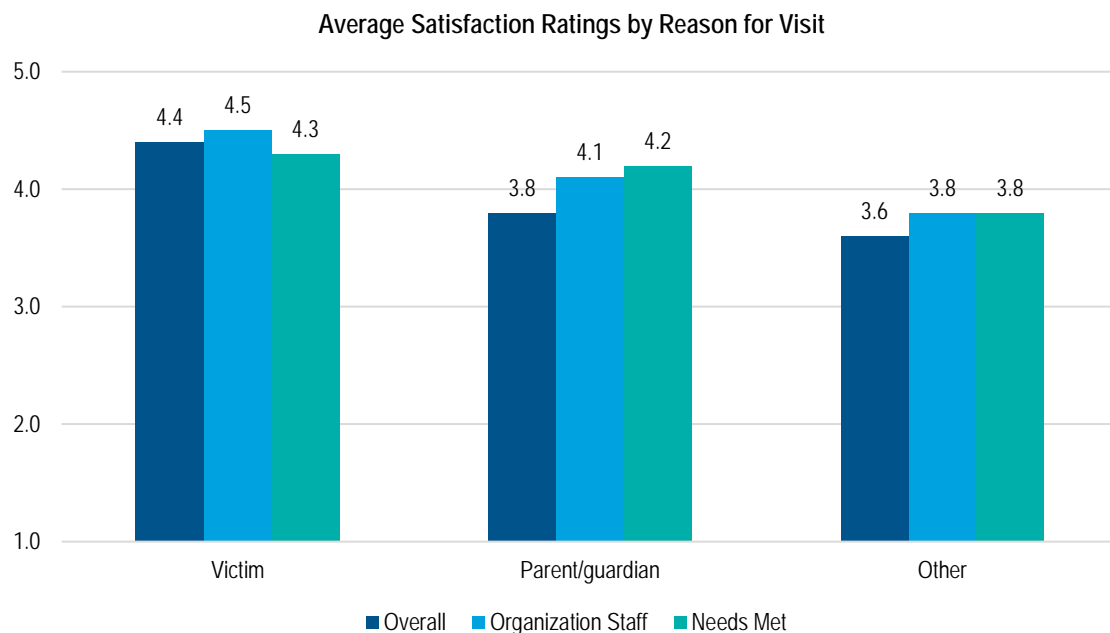
5-point Likert Scale Ratings

- 1=Strongly disagree
- 2=Disagree
- 3=Neither agree nor disagree
- 4=Agree
- 5=Strongly agree

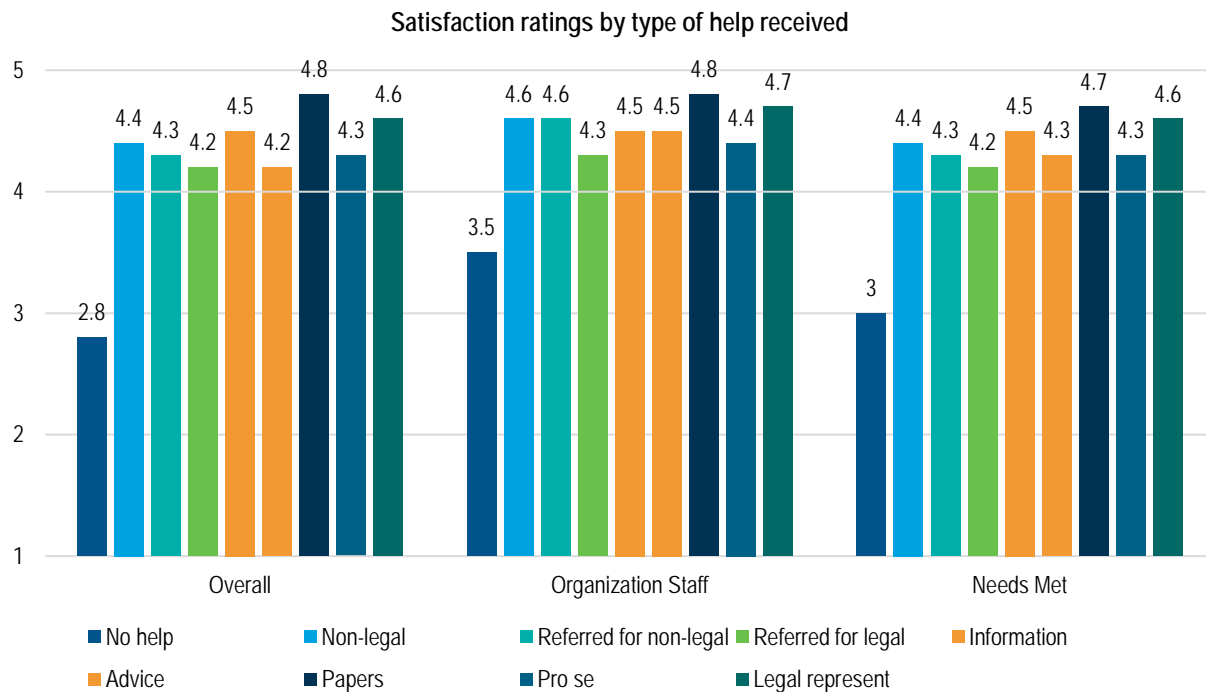




SATISFACTION BY REASON FOR VISIT. The chart below presents the average satisfaction ratings grouping the respondents by the reason they were visiting an organization. Similarly, to findings on the well-being scales, **victims reported the highest average satisfaction ratings ranging from 4.3-4.5**, which means that they were satisfied with their services. The average ratings for parents/guardians were comparable for the needs met survey item, but the average ratings for overall satisfaction (3.8) and interactions with staff (4.1) were slightly lower. Respondents who selected the other category, which includes witnesses of crime, had the lowest average satisfaction ratings, with average ratings falling between neutral and agree.



SATISFACTION BY TYPE OF HELP RECEIVED. The chart below outlines the average satisfaction ratings based on the types of help that a respondent received. For respondents who did not receive any help, their average ratings for overall satisfaction and having their needs met ranged from 2.3-3, which is substantially lower than the ratings for all of the types of help. Their ratings for satisfaction of interactions with staff were slightly higher at 3.5, but still nearly an entire point lower than average ratings for most of the types of help received. The overall higher average satisfaction ratings by respondents who received help are not surprising, but highlight the positive impact that legal help is having on the lives of victims. Among respondents who received help, respondents who received help filing papers, legal representation, and information about the legal system had average ratings of 4.5 or higher for all items.



OVERALL SATISFACTION AND CRIME TYPE. The table below outlines the percent of respondents whose overall satisfaction ratings were either low (i.e. 1-3.4) or high (3.5-5) depending on type of crime victimization (top four types included). **Across all crime types, 85 percent or more of respondents had high ratings on satisfaction with the services they received.**

Crime Type	Low Satisfaction Rating	High Satisfaction Rating
Adult sexual assault	13%	87%
Assault	10%	90%
Domestic violence	12%	88%
Emotional/ psychological abuse	15%	85%

The findings from the Crime Victim Survey and interviews offer a snapshot of crime victims' experiences with service provision before and after the networks implemented their wraparound service delivery models. Many of the demographic characteristics of the clients were similar pre- and post-implementation. One notable change post-implementation was that there was a higher percentage of clients whose preferred language was not English. A vast majority of the clients were victims of crime, and the most prevalent crime victimization type was domestic violence.

One pertinent finding was that there was a significant increase in the percent of respondents who received any type of help from pre- to post-implementation. The average ratings for the scales capturing respondents' experiences with accessing services and interactions with providers significantly increased over time. On average, respondents agreed that the services improved their well-being and were satisfied with the services they received post-implementation. Respondents provided recommendations related to bolstering awareness of services and increasing capacity of service providers to meet the needs of crime victims and overall, the wraparound networks made a positive impact on offering and connecting crime victims with the services they needed.

CHAPTER 12.

Collaboration and Referrals

Service Provider Perspective

Service providers within each geographic area were asked to participate in the Service Provider Survey (SPS) twice, first during pre-implementation of the networks (fall/winter 2014) and after the networks had implemented for a period of time (winter/spring 2019). The goal of this survey was to provide an understanding and measure change over time in

perceptions of service delivery to victims, how services are delivered, and resources/tools available for service providers. The survey was sent to a main point of contact within service providing organizations and each organization's contact person was asked to forward the survey throughout their organization. Many respondents also forwarded the survey outside their organizations. In the first time period, ICF disseminated the survey to more than 450 organizations

Service Provider Survey Sample Size			
Demonstration Site	Pre-implementation (PRE)	Post-Implementation (POST)	Total
Alaska	78	15	93
Chicago	47	34	81
Denver	48	21	69
Los Angeles	49	51	100
Texas	139	39	178
Total	361	160	521

Service Provider Survey Sample Size: Network Partnership				
Demonstration Site	Pre-implementation (PRE)		Post-Implementation (POST)	
	Network Partner	Non-Partner	Network Partner	Non-Partner
Alaska	31	36	6	6
Chicago	9	28	21	23
Denver	27	20	10	7
Los Angeles	24	51	10	12
Texas	47	62	13	16
Total	138	197	60	64

across the 5 sites (between 47 and 139 per site), resulting in 361 participants completing the survey. Of these, 138 participants belonged to an organization that was part of one of the networks and 197 were from organizations outside of the networks. In the second wave, ICF disseminated the survey to more than 500 organizations across the 5 sites (between 48 and 214 per site) with 160 participants responding to

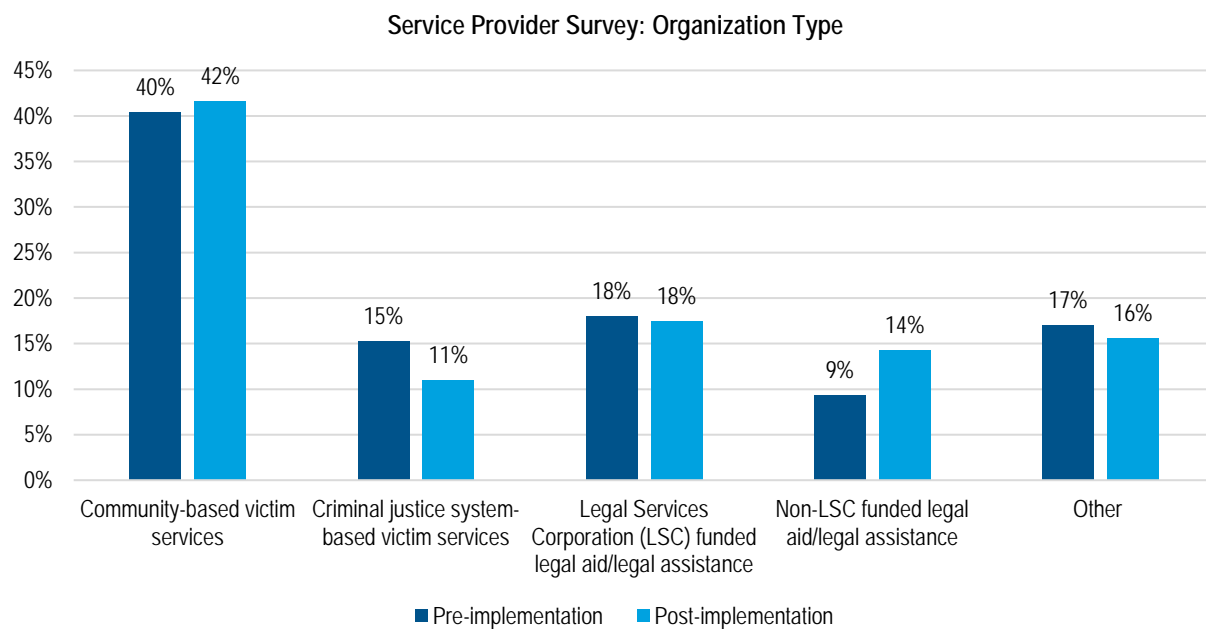
the survey. In this survey dissemination, 60 participants belonged to network partner organizations and 64 belonged to organizations outside the network. Given that respondents were encouraged to forward the survey to other colleagues and organizations and names were not required, it was not possible to determine if the same participants responded to the survey for each time point.



ORGANIZATION TYPE The types of organizations that participated in the survey pre and post-implementation were similar. Community-based victim service providers represented nearly half of the sample in each time period (40 percent and 42 percent, respectively). The other half of the sample was made up of Legal Services Corporation (LSC) funded legal aid/legal assistance (18 percent in pre-implementation and post-implementation), criminal justice system-based victim service providers (15 percent in pre-implementation and 11 percent in post-implementation), Non-LSC funded legal aid/legal assistance (9 percent in pre-implementation and 14 percent in post-implementation), and “Other” providers, which made up 17 percent in pre-implementation and 16 percent in post-implementation.

“Other” Organization Types:

- Domestic Violence Shelter
- Family Advocate
- Emergency Shelter
- Soup Kitchen
- Law Enforcement
- Non-profits
- Non-Family Advocates
- Day Shelter

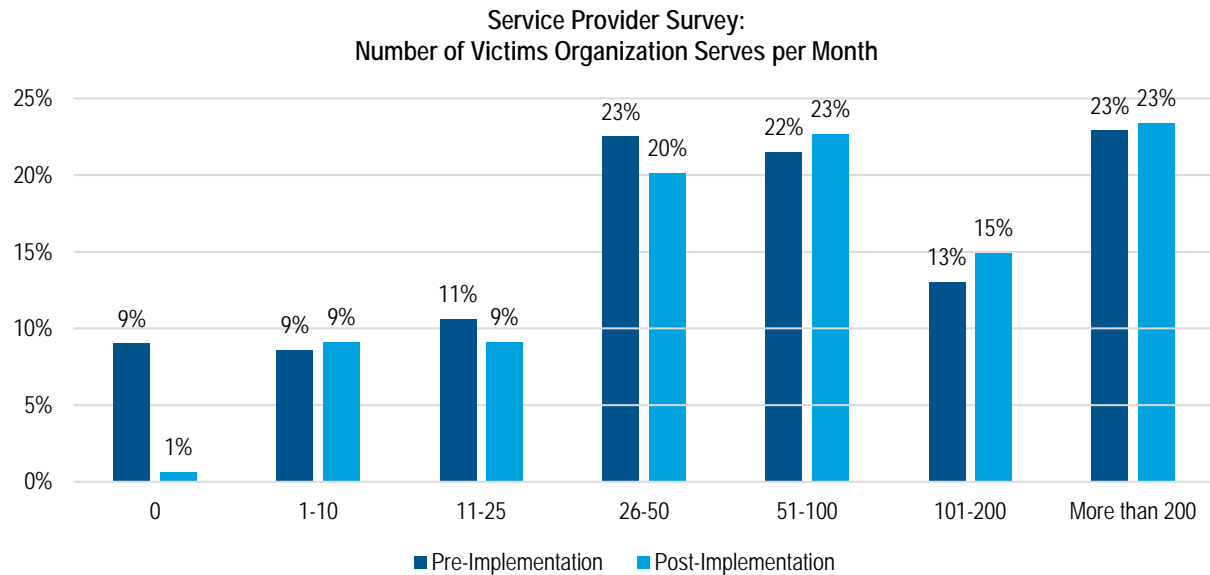


Organization Type	Alaska		Chicago		Denver	
	PRE	POST	PRE	POST	PRE	POST
Community-based victim services	36%	53%	33%	55%	53%	48%
Criminal justice system-based victim services	4%	7%	0%	4%	24%	5%
Legal Services Corporation (LSC) funded legal aid/legal assistance	22%	7%	26%	24%	0%	0%
Non-LSC funded legal aid/legal assistance	11%	0%	24%	16%	9%	14%
Other	28%	33%	18%	2%	14%	33%
Organization Type	Los Angeles		Texas		National	
	PRE	POST	PRE	POST	PRE	POST
Community-based victim services	27%	29%	35%	25%	40%	42%
Criminal justice system-based victim services	36%	0%	21%	36%	15%	11%
Legal Services Corporation (LSC) funded legal aid/legal assistance	13%	29%	23%	14%	18%	18%
Non-LSC funded legal aid/legal assistance	14%	29%	8%	6%	9%	14%
Other	10%	13%	14%	19%	17%	16%

In Alaska, Chicago, and Denver the highest organization type represented pre and post implementation was community-based victim services (representing between 33 percent and 55 percent). The next organization most frequently represented in pre-implementation aside from “other” in Alaska and Chicago was LSC-funded legal aid/legal assistance. In Denver, the second most frequently represented organization type pre-implementation was criminal justice system-based victim services (24 percent), which changed to non-LSC-funded legal aid/legal assistance post-implementation (14 percent).

In Texas, the highest organization type represented pre-implementation was also community-based victim services (35 percent) however, this changed to criminal justice system-based victim services in the second time period (36 percent). In Los Angeles, the top organization type pre-implementation was criminal justice system-based victim services (36 percent). Post-implementation Los Angeles had equal representation of community-based victim services, LSC-funded legal aid/legal assistance, and non-LSC-funded legal aid/legal assistance (29 percent each).

NUMBER OF VICTIMS SERVED PER MONTH The number of victims served each month varied greatly across the respondents, with about half serving more than 51 victims per month (57 percent) and the other half serving 0 to 50 victims each month (51 percent). The number of victims served did not differ greatly between time periods.



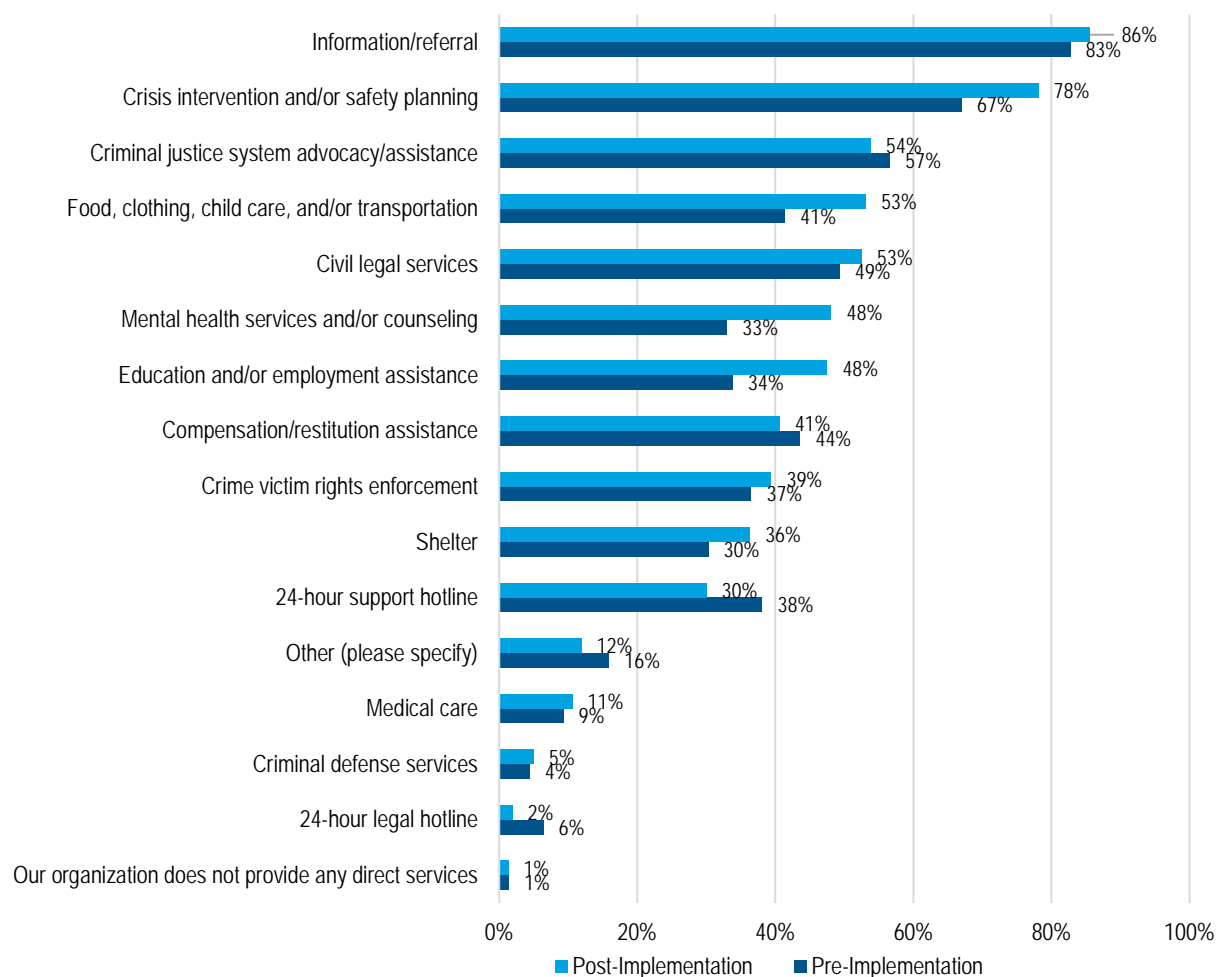
Number of Victims Served Each Month						
	Alaska		Chicago		Denver	
	PRE	POST	PRE	POST	PRE	POST
0	0%	7%	2%	0%	2%	5%
1-10	15%	20%	9%	8%	6%	14%
11-25	10%	20%	7%	8%	15%	14%
26-50	23%	33%	30%	9%	19%	10%
51-100	23%	13%	23%	29%	17%	14%
101-200	16%	7%	16%	12%	15%	29%
> 200	13%	0%	14%	33%	26%	14%
	Los Angeles		Texas		National	
	PRE	POST	PRE	POST	PRE	POST
0	0%	0%	2%	0%	9%	1%
1-10	6%	6%	9%	11%	9%	9%
11-25	2%	3%	11%	9%	11%	9%
26-50	15%	47%	15%	17%	23%	20%
51-100	16%	16%	19%	20%	22%	23%
101-200	11%	9%	13%	17%	13%	15%
>200	51%	19%	32%	26%	23%	23%

DIRECT SERVICES PROVIDED The types of direct services offered by these organizations were fairly comparable across pre-implementation and post-implementation with information/referral being the most common (83 percent and 86 percent, respectively), followed by crisis intervention and/or safety planning (67 percent and 78 percent, respectively), and criminal justice system advocacy/assistance (57 percent and 54 percent, respectively). The least common services provided by respondents in each time period were criminal defense services, 24-hour legal hotline, and medical care. Less than 2 percent of the respondents' organizations did not provide any direct services.

Direct Services Provided						
	Alaska		Chicago		Denver	
	PRE	POST	PRE	POST	PRE	POST
Information/referral	85%	80%	83%	92%	75%	81%
Crisis intervention and/or safety planning	58%	80%	64%	84%	73%	67%
Criminal justice system advocacy/assistance	43%	53%	51%	55%	58%	43%
Food, clothing, childcare, and/or transportation	41%	73%	53%	63%	26%	33%
Civil legal services	53%	13%	75%	77%	20%	29%
Mental health services and/or counseling	24%	40%	38%	57%	35%	38%
Education and/or employment assistance	30%	33%	47%	63%	18%	38%
Compensation/restitution assistance	24%	40%	30%	37%	35%	43%
Crime victim rights enforcement	27%	13%	30%	45%	35%	24%
Shelter	34%	60%	28%	45%	11%	24%
24-hour support hotline	37%	27%	38%	53%	31%	29%
Other	20%	7%	9%	6%	22%	19%
Medical care	15%	27%	15%	4%	7%	0%
Criminal defense services	4%	0%	6%	4%	0%	0%
24-hour legal hotline	5%	0%	15%	2%	0%	0%
Our organization does not provide any direct services	1%	0%	0%	0%	6%	5%
	Los Angeles		Texas		National	
Direct Services	PRE	POST	PRE	POST	PRE	POST
Information/referral	81%	91%	80%	77%	83%	86%
Crisis intervention and/or safety planning	76%	79%	66%	74%	67%	78%
Criminal justice system advocacy/assistance	69%	59%	51%	54%	57%	54%
Food, clothing, childcare, and/or transportation	49%	50%	42%	46%	41%	53%
Civil legal services	41%	82%	44%	23%	49%	53%

Mental health services and/or counseling	56%	35%	44%	56%	33.0%	48%
Education and/or employment assistance	42%	44%	34%	41%	34%	48%
Compensation/restitution assistance	49%	47%	51%	39%	44%	41%
Crime victim rights enforcement	52%	50%	38%	41%	37%	39%
Shelter	40%	27%	28%	31%	30%	36%
24-hour support hotline	24%	18%	31%	13%	38%	30%
Other	14%	15%	12%	15%	16%	12%
Medical care	14%	21%	8%	10%	9%	11%
Criminal defense services	6%	9%	4%	8%	4%	5%
24-hour legal hotline	7%	3%	8%	3%	6%	2%
Our organization does not provide any direct services	2%	0%	2%	3%	1%	1%

Service Provider Survey: Direct Services Provided



Across all sites, information/ referral was the top direct service provided.

In **Alaska**, this was followed by Crisis intervention and/or safety planning (58 percent) and civil legal services (53 percent). Crisis intervention was the same post implementation (80 percent) but followed by food, clothing, childcare, and/or transportation (73 percent). Across both time periods the direct services that were provided least often were: criminal defense services and 24-hour legal hotline.

In **Chicago**, both time periods had the same top three direct services, information/referral was followed by civil legal services (75 percent and 77 percent) and crisis intervention and/or safety planning (64 percent and 84 percent).

Like Chicago, **Denver** had the same top three direct service provided across both time periods, information/referral was followed by crisis intervention and/or safety planning (73 percent and 67 percent) and then criminal justice system advocacy/assistance (58 percent and 43 percent).

Los Angeles followed the same pattern as Denver, with crisis intervention and/or safety planning (76 percent) and then criminal justice system advocacy/assistance (69 percent) coming in second and third place for most frequent direct service provided pre-implementation. Post-implementation this changed slightly with civil legal services (82 percent) replacing criminal justice system advocacy/assistance (59 percent).

In **Texas**, like Denver and Los Angeles, crisis intervention and/or safety planning (66 percent) and then criminal justice system advocacy/assistance (51 percent) coming in second and third place for most frequent direct service provided pre-implementation. Post-implementation this changed slightly with mental health services and/or counseling (56 percent) replacing criminal justice system advocacy/assistance (54 percent).

REFERRAL METHOD Participants were asked how their organization refers or coordinates services when a crime victim requires assistance from multiple organizations. These methods were comparable pre and post-implementation. The top three referral methods:

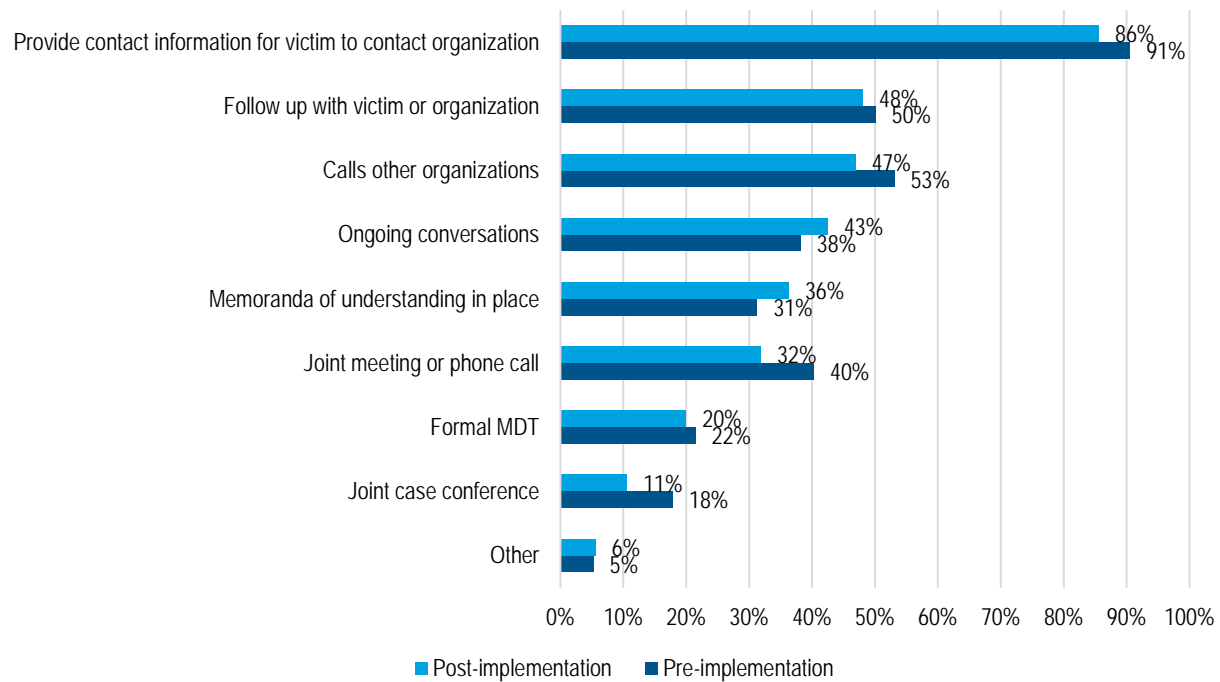
- Provide the victim with information about other organizations so he/she can contact the organization directly (86 percent).
- Follow up with the crime victim or other organizations to confirm that the linkage was made (48 percent).
- Call other organizations and provide them with information about the crime victim and his/her problem (47 percent).

The least common referral method made in both time periods was to have a joint case conference with the other organizations that are providing services.

Across all sites, the top referral method was to provide the victim with information about other organizations. This was followed by having a joint meeting or phone call in Alaska, or calling other organizations in Chicago, Denver, Los Angeles, and Texas.



Service Provider Survey: Organization Referral Methods



Referral Methods										
	Alaska		Chicago		Denver		Los Angeles		Texas	
	PRE	POST	PRE	POST	PRE	POST	PRE	POST	PRE	POST
Other	7%	0%	14%	4%	3%	14%	0%	6%	5%	5%
Joint case conference	17%	20%	14%	8%	16%	5%	8%	12%	29%	13%
Formal MDT	13%	33%	8%	20%	35%	14%	10%	3%	32%	33%
Joint meeting or phone call	45%	67%	32%	26%	40%	38%	26%	29%	41%	26%
Memoranda of understanding in place	27%	40%	16%	41%	40%	19%	31%	44%	45%	31%
Ongoing conversations	35%	60%	35%	47%	45%	19%	39%	44%	44%	41%
Calls other organizations	34%	47%	46%	55%	61%	38%	62%	47%	60%	41%
Follow up with victim or organization	42%	67%	46%	45%	45%	52%	44%	50%	55%	41%

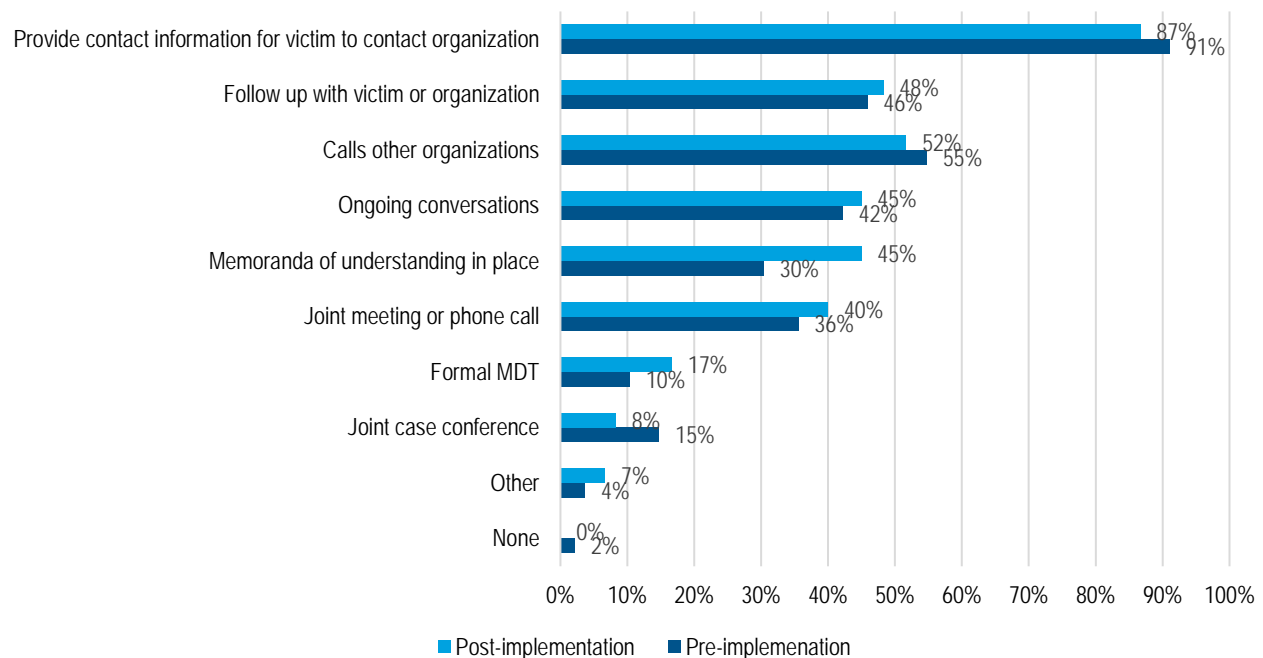
Provide contact information for victim to contact organization	89%	93%	87%	90%	90%	86%	92%	88%	89%	74%
None	4%	0%	0%	0.0%	5%	0%	5%	0%	1%	0%

Network Partner Organization Referral Methods The findings for the network partner organizations that responded to this survey were similar to those of the entire sample. The top three referral methods were comparable across time periods.

- Provide the victim with information about other organizations so he/she can contact the organization directly (87 percent).
- Call other organizations and provide them with information about the crime victim and his/her problem (52 percent).
- Follow up with the crime victim or other organizations to confirm that the linkage was made (48 percent).

The least common form of service coordination pre-implementation was to have a formal multi-disciplinary team (MDT) (10 percent). The least common method post-implementation was to have a joint case conference with the other organizations that are providing services (8 percent). Zero percent of network partners reported having no referral methods post-implementation.







Service Provider Survey: Network Partner Organization Referral Methods



COLLABORATION WITH ORGANIZATION TYPES

Participants were provided with a list of organization types and asked on a scale of 1=Strongly Disagree to 5=Strongly Agree whether or not they collaborated with that organization type to meet

victims' legal needs. Across each site in each time period respondents neither agreed nor disagreed or agreed that they collaborated with each organization type.

	Participants most often collaborated with Victim Service Providers . This significantly increased from 79 percent pre-implementation to 84 percent post-implementation ²⁸ .
	Legal Service Providers were the second most common collaborator. This also significantly increased from 71 percent pre-implementation, to 84 percent in post-implementation ²⁹ .
	Law Enforcement was another organization type that participant organizations collaborated with commonly. 62 percent of participants pre-implementation agreed that they collaborated with law enforcement, this increased significantly to 73 percent post-implementation ³⁰ .
	Courts (e.g., prosecution, court systems) also experienced a statistically significant increase ³¹ in agreement from participants regarding their collaboration from 64 percent pre-implementation to 72 percent post-implementation.
	Other Government Agencies or Programs (e.g., VOCA, state OJP office, mayor/governor's office) had the most the significant increase ³² in organizations that collaborated with them pre-implementation, from 49 percent to 70 percent.
	Less than half of participants collaborated with Other Criminal Justice System Agencies e.g., corrections (38 percent). While this did significantly increase post-implementation (49 percent) ³³ it still accounted for only half of the participants.

In **Alaska**, respondents agreed that they collaborated most often with victim service providers (3.74) and legal service providers (3.63) pre-implementation. Post-implementation respondents agreed that they collaborated with all listed types of organizations including law enforcement (4.42), courts (4.33), other government agencies (4.00), victim service providers (4.00), legal service providers (3.92), and other criminal justice agencies (3.83). Respondents' collaboration with each organization type increased pre-implementation to post-implementation.

In **Chicago** pre-implementation respondents agreed that they collaborated with victim service providers (3.90), legal service providers (3.72), and courts (3.68). Post-implementation this expanded to cover legal service providers (4.27), victim service providers (4.22), courts (4.22), other government agencies (4.02), law enforcement (3.98), and other criminal justice system agencies (3.49). Respondents' collaboration with each organization type increased pre-implementation to post-implementation.

²⁸ Pre-implementation: (M=3.98, SD=0.881) and Post-implementation (M=4.22, SD=0.719); $t(288.225)=$, $p=0.002$).

²⁹ Pre-implementation: (M=3.78, SD=0.953) and Post-implementation (M=4.11, SD=0.798); $t(279.218)=$, $p<0.0001$).

³⁰ Pre-implementation: (M=3.58, SD=1.139) and Post-implementation (M=3.96, SD=0.921); $t(287.676)=$, $p<0.0001$).

³¹ Pre-implementation: (M=3.56, SD=1.046) and Post-implementation (M=3.90, SD=0.941); $t(258.5)=$, $p=0.010$).

³² Pre-implementation: (M=3.37, SD=1.027) and Post-implementation (M=3.88, SD=0.881); $t(510)=$, $p<0.0001$).

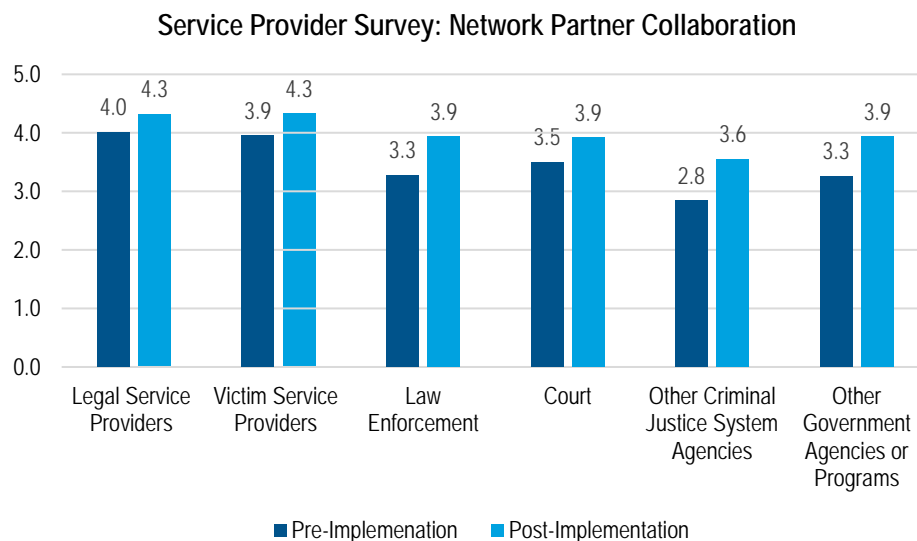
³³ Pre-implementation: (M=3.11, SD=1.080) and Post-implementation (M=3.38, SD=1.010); $t(248.872)=$, $p=.010$).

In **Denver**, pre-implementation respondents agreed that they collaborated with all organizations (3.52 to 4.63) except other criminal justice system agencies (3.06). This remained constant post-implementation, with respondents agreeing they collaborated with all organizations (3.60 to 4.63) except other criminal justice system agencies (3.33). Respondents' collaboration with each organization type increased pre- to post-implementation except for courts which decreased slightly (3.85 to 3.60).

In **Los Angeles**, pre-implementation respondents indicated that they only collaborated with legal service providers (4.13) and victim service providers (3.74). Post-implementation respondents in Los Angeles agreed that they were collaborating with legal service providers (4.22) and victim service providers (4.04) and expanded to include law enforcement (3.56). Respondents' collaboration with each organization type increased pre-implementation to post-implementation.

Respondents from **Texas** indicated pre-implementation that they collaborated with all listed organizations (3.51 to 4.16) except other criminal justice system agencies (3.15). Post-implementation collaboration expanded to include all listed organizations (3.45 to 4.26). Respondents' collaboration increased for all organization types except for legal service providers which decreased slightly post-implementation (3.93 to 3.77).

Network Partner Collaboration Among network partners, there was a statistically significant increase in collaboration across all organization types from pre-implementation to post-implementation. This included legal service providers (4.02 to 4.32)³⁴, victim service providers (3.95 to 4.32)³⁵, law enforcement (3.27 to 3.93)³⁶, courts (3.50 to 3.91)³⁷, other criminal justice system agencies (2.83 to 3.55)³⁸, and other government agencies or programs (3.26 to 3.93)³⁹.



³⁴ Pre-implementation: (M=4.02, SD=0.870) and Post-implementation (M=4.32, SD=0.730); $t(-2.530)=$, $p=0.013$.

³⁵ Pre-implementation: (M=3.95, SD=0.944) and Post-implementation (M=4.32, SD=0.681); $t(-3.104)=$, $p=0.002$.

³⁶ Pre-implementation: (M=3.27, SD=1.160) and Post-implementation (M=3.93, SD=0.814); $t(-3.918)=$, $p<0.0001$.

³⁷ Pre-implementation: (M=3.50, SD=1.063) and Post-implementation (M=3.91, SD=0.884); $t(-2.620)=$, $p=0.009$.

³⁸ Pre-implementation: (M=2.83, SD=0.971) and Post-implementation (M=3.55, SD=0.94); $t(-4.801)=$, $p<0.0001$.

³⁹ Pre-implementation: (M=3.26, SD=0.974) and Post-implementation (M=3.93, SD=0.828); $t(-4.641)=$, $p<0.0001$.

CRIME VICTIM KNOWLEDGE ABOUT EXISTING LEGAL SUPPORT SERVICES.

Participants responded to questions about whether they agreed that crime victims were knowledgeable about existing legal services and their legal rights. The majority of participants felt that crime victims were not aware of their legal rights, existing legal services in their community to help them with their legal needs, or how legal assistance can help them with their legal needs. There was no significant change in these categories over time. Most participants within each site in each time period agreed that not enough information about legal assistance is provided to crime victims in their community. Agreement with this statement increased statistically significantly from 67 percent pre-implementation to 73 percent post-implementation.⁴⁰

Victim Awareness Survey Items

- Crime victims in our community understand how legal assistance can help them
- Not enough information about legal assistance is provided to crime victims in our community.
- Crime victims are aware of their legal rights.
- Crime victims are aware of existing legal services in our community to help them with their legal needs

Among participants from partner organizations, there was no significant change in how they rated the level of victim awareness from pre-implementation to post-implementation. The majority of participants indicated that crime victims did not understand how legal assistance can help them⁴¹, are not aware of their legal rights⁴², and that crime victims are not aware of existing legal services in their community to help them with their legal needs⁴³. These trends continued post-implementation, which showed that the need for raising awareness of crime victims' rights continues to be strong. The majority also agreed that victims are not provided enough information about legal assistance⁴⁴.

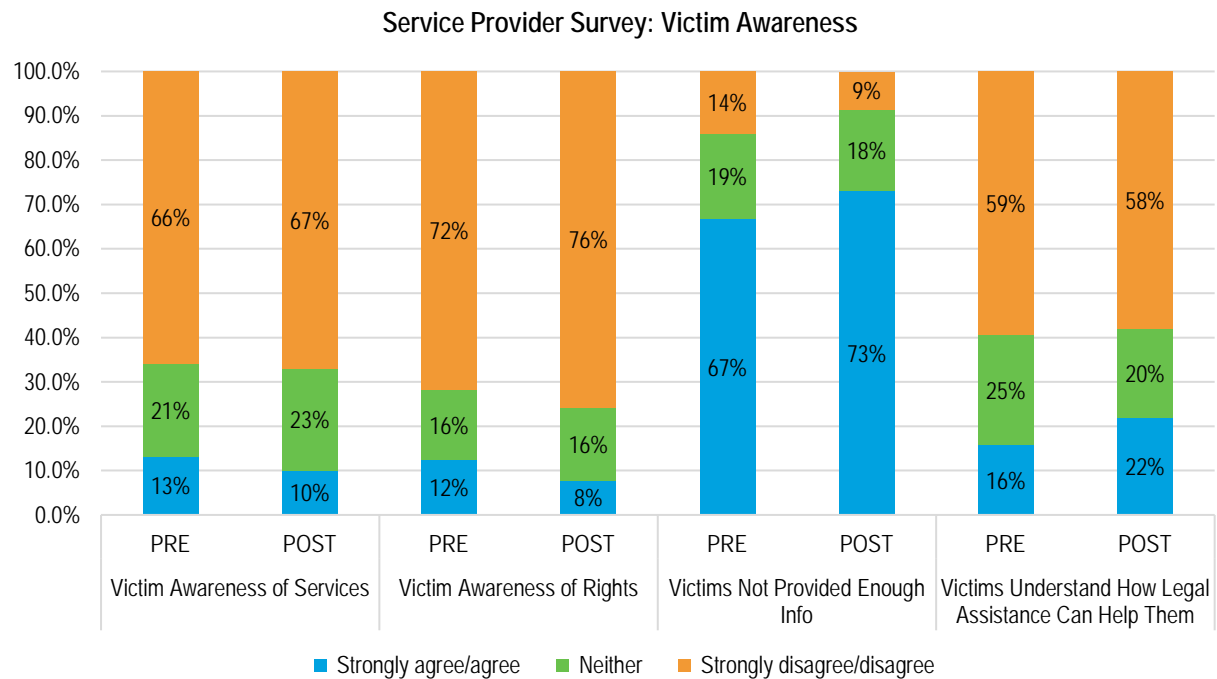
⁴⁰ Pre-implementation: (M=3.66, SD=0.970) and Post-implementation (M=3.84, SD=0.852); $t(261.037)=$, $p=0.047$).

⁴¹ Pre-implementation: (M=2.23, SD=0.922.) and Post-implementation (M=2.36, SD=0.846); $t(-0.917)=$, $p=.0.361$).

⁴² Pre-implementation: (M= 2.04, SD=0.821) and Post-implementation (M=2.02, SD=0.748); $t(0.219)=$, $p=0.827$).

⁴³ Pre-implementation: (M=2.39, SD=0.896) and Post-implementation (M=2.65, SD=0.971); $t(-1.827)=$, $p=0.069$).

⁴⁴ Pre-implementation: (M=3.83, SD=0.854) and Post-implementation (M=3.78, SD=0.993); $t(0.351)=$, $p=0.726$).



BARRIERS TO SERVICE Participants reported their level of agreement on a 5-point Likert scale to rate their perception of barriers crime victims faced when accessing services. The participants identified the following top three barriers pre-implementation: transportation, financial cost, and the overly burdensome process associated with obtaining services. Post-implementation, participants reported the top three barriers as transportation, housing⁴⁵, and burdensome process. The level of agreement in the table below is reported as the average on the scale for each barrier. The average level of agreement that transportation⁴⁶, language⁴⁷, and burdensome process⁴⁸ were barriers crime victims faced all increased significantly over time.

5-point Likert Scale Ratings

- 1=Strongly disagree
- 2=Disagree
- 3=Neither agree nor disagree
- 4=Agree
- 5=Strongly agree

Barriers to Service: Pre-implementation and Post-implementation

Barrier	Pre-implementation	Post-implementation
Transportation	3.92	4.23
Burdensome Process	3.72	3.98
Housing	N/A	4.00
Language	3.6	3.84
Financial Cost	3.79	3.77
Eligibility Criteria	3.57	3.51

⁴⁵ Housing was not measured in the first wave of data collection.

⁴⁶ Pre-implementation: (M=3.93, SD=0.859) and Post-implementation (M=4.23, SD=.752); $t(530)=$, $p<0.0001$).

⁴⁷ Pre-implementation: (M=3.60, SD=1.031) and Post-implementation (M=3.84, SD=0.928); $t(272.76)=$, $p=0.011$).

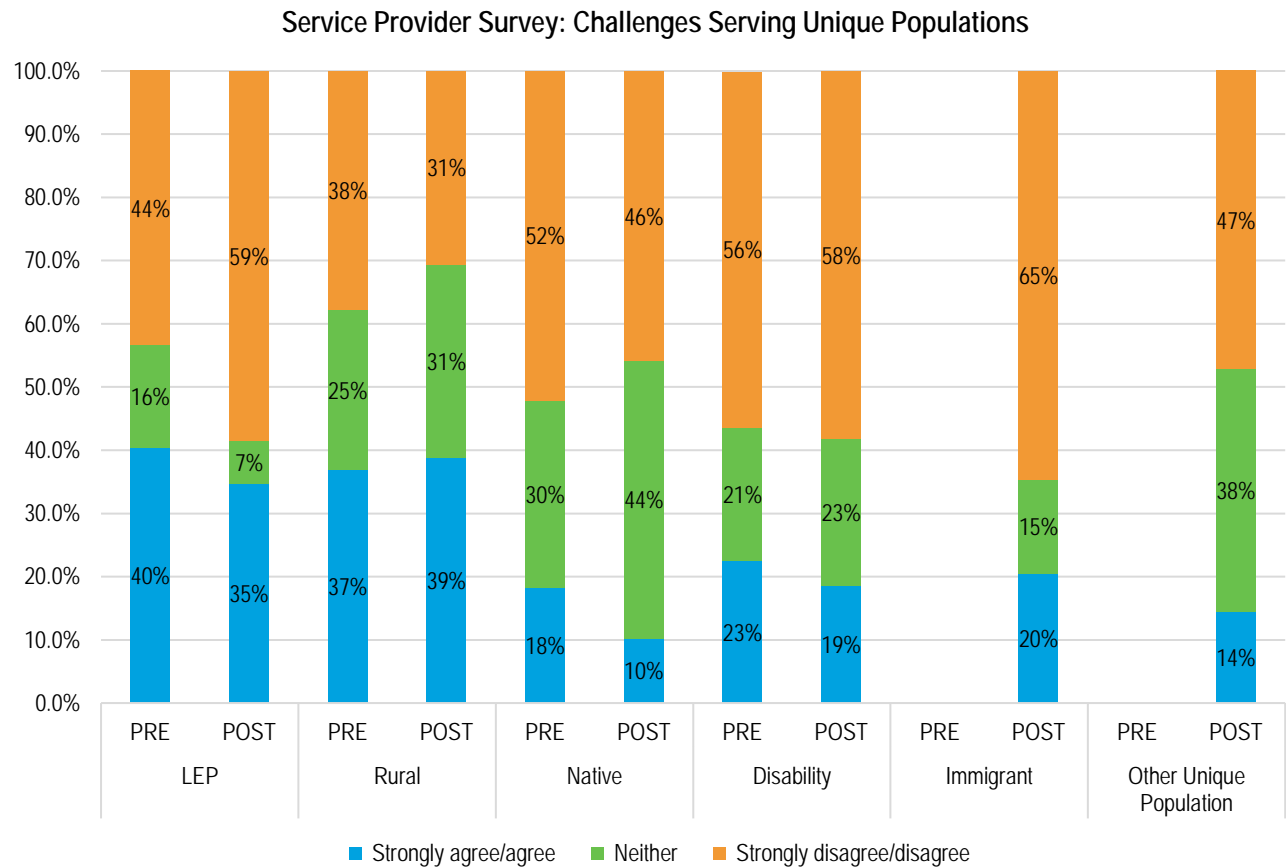
⁴⁸ Pre-implementation: (M=3.72, SD=0.900) and Post-implementation (M=3.98, SD=0.855); $t(253.139)=$, $p=0.003$).

Chicago, Los Angeles, and Texas rated transportation as the most common barrier to services pre- and post-implementation. The most common barrier in Alaska pre-implementation was financial cost (3.62), this changed to transportation post-implementation (4.25). Financial cost ranked among the top three barriers pre-implementation for Alaska, Denver, Los Angeles, and Texas. The overly burdensome process of obtaining services for victims was also among the top three pre-implementation barriers for Denver, Los Angeles, and Texas. Housing, which was only measured post-implementation, ranked in the top three barriers to services for Alaska, Chicago, Los Angeles, and Texas.

Top 3 Barriers Victims Face Accessing Services by Site				
Alaska	Chicago	Denver	Los Angeles	Texas
Pre Implementation				
Financial Cost (3.62)	Transportation (4.11)	Burdensome Process (4.05)	Transportation (4.21)	Transportation (3.97)
Transportation (3.61)	Burdensome Process (4.00)	Transportation (4.03)	Language (4.05)	Financial Cost (3.82)
Eligibility Criteria (3.43)	Language (3.83)	Financial Cost (4.03)	Financial Cost/Burdensome Process (3.82)	Burdensome Process (3.62)
Post Implementation				
Transportation (4.25)	Transportation (4.27)	Financial Cost (4.41)	Transportation (4.40)	Transportation (4.16)
Housing (3.92)	Burdensome Process (4.02)	Burdensome Process (4.29)	Burdensome Process (4.20)	Housing (3.84)
Financial Cost (3.73)	Housing (3.96)	Language (3.18)	Housing (4.16)	Eligibility Criteria (3.75)

CHALLENGES SERVING UNIQUE POPULATIONS Most participants did not struggle or felt neutral about whether they struggled to serve special victim populations. Pre-implementation limited English proficiency (LEP) (40.4 percent), and victims in rural areas (36.9 percent) were the top populations that organizations faced challenges in serving. Post-implementation this changed to 34.7 percent and 38.8 percent respectively. Challenges serving Limited English Proficiency⁴⁹ victims was the only population category with a statistically significant decrease between pre-implementation and post-implementation, indicating that the percentage of respondents that felt that their organization faced challenges serving this population decreased. Most participants did not face challenges serving American Indian or Alaska Native victims, victims with disabilities, immigrants, or other unique populations.

⁴⁹ Pre-implementation: (M=2.92, SD=1.219) and Post-implementation (M=2.58, SD=1.344); $t(235.554)=, p=0.007$.



*Immigrant and Other Unique Populations were not reported in Pre-implementation

In Alaska, on average respondents felt neutral about whether they struggled to serve each unique population listed. Post-implementation respondents felt that they did not face challenges serving American Indian or Alaska Native or victims with disabilities. In Chicago, Denver, and Texas respondents felt that they did not face challenges serving American Indian or Alaska Native or victims with disabilities pre or post-implementation. In Chicago, respondents were neutral on limited English proficient victims, but this decreased to no challenge post-implementation. Pre-implementation, respondents from Los Angeles were neutral when it came to challenges serving all listed unique populations. This changed post-implementation, with respondents not struggling to serve LEP or victims with disabilities.

ORGANIZATIONAL ABILITY TO SERVE CRIME VICTIMS Participants were asked whether they agreed that their organization had the ability to collaborate and to serve crime victims' legal needs. The specific items included focused on staff capacity, training, knowledge, perception of their organization's ability to coordinate with other organizations, and their perception of their organization's ability to serve crime victims' legal needs.

Of the respondents that had an opinion, 40 percent agreed or strongly agreed that it was challenging to coordinate with other organizations to serve crime victims' legal needs and 19.3 percent disagreed. Post-implementation this decreased to 36.1 percent of respondents agreeing that it was challenging to coordinate and 28 percent disagreeing.

Pre-Implementation 40.5 percent of respondents agreed that their organization experiences challenges serving crime victims' legal needs. This significantly decreased post-implementation to only 31.3 percent agreeing, and over half of respondents disagreed (51.7 percent) ⁵⁰.

- Over half of respondents felt that their organization did not have enough staff to adequately serve the number of crime victims who need legal assistance (53.2 percent).

Half or more of respondents agreed or strongly agreed that their organization/staff:

- collaborates/ coordinates well with other organizations to meet victims' legal needs (62.3 percent pre-implementation to 70.0 percent post-implementation)
- receives adequate training/technical assistance to serve victims' legal needs (50.0 percent pre-implementation to 63.0 percent post-implementation)
- are knowledgeable about how to serve crime victims' legal needs (65.8 percent pre-implementation to 76.6 percent post-implementation)
- has formal procedures/protocols in place for how to refer or serve victims with legal needs (58.6 percent pre-implementation to 76.0 percent post-implementation)
- has specific screening procedures to identify crime victims' legal needs (52.8 percent pre-implementation to 66.7 percent post-implementation)
- is well-equipped to help victims with their legal needs (48.7 percent pre-implementation to 62.3 percent post-implementation).

Organizational Ability Survey Items

- Our organization collaborates/ coordinates well with other organizations to meet victims' legal needs.
- It is challenging to coordinate with other organizations to serve crime victims' legal needs.
- Our organization experiences challenges serving crime victims' legal needs.
- Our organization is well-equipped to help victims with their legal needs.
- Our organization has formal procedures/protocols in place for how to refer or serve victims with legal needs.
- Our organization has specific screening procedures to identify crime victims' legal needs.
- Staff at our organization are knowledgeable about how to serve crime victims' legal needs
- Staff at our organization receive adequate training/technical assistance to serve victims' legal needs
- Our organization has enough staff to adequately serve the number of crime victims who need legal assistance

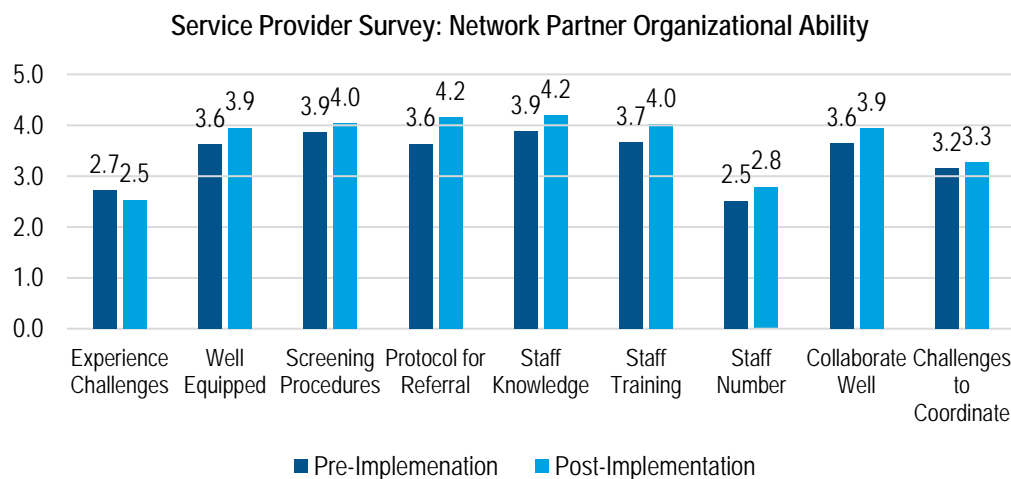
The table below highlights which statements participants agreed with pre and post-implementation for each individual site.

	Alaska		Chicago		Denver		Los Angeles		Texas	
	PRE	POST	PRE	POST	PRE	POST	PRE	POST	PRE	POST
Experience Challenges	2.89	3.15	2.43	2.22	3.19	3.63	2.88	2.42	2.90	2.74
Well Equipped	3.42	2.69	3.86	3.92	3.03	3.17	3.59	4.32	3.29	3.35
Screening Procedures	3.52	2.92	3.86	4.04	3.00	2.94	3.97	4.48	3.68	3.45
Protocol for Referral	3.47	3.62	3.94	4.02	3.29	3.28	4.10	4.19	3.78	3.74

⁵⁰ Pre-implementation: (M=2.99, SD=1.172) and Post-implementation (M=2.65, SD=1.238); t(247.479)=, p=0.004).

Staff Knowledge	3.72	3.62	4.14	4.16	3.31	3.47	3.95	4.35	3.84	3.79
Staff Training	3.33	2.85	3.85	3.86	3.03	3.39	3.67	4.16	3.57	3.56
Collaborate Well	3.61	3.92	3.86	3.86	3.49	4.00	3.93	3.73	3.83	3.50
Challenges to Coordinate	3.12	2.83	3.26	3.12	3.22	3.35	3.10	3.43	2.96	3.19
Staff Number	2.44	2.38	2.89	3.04	2.50	2.44	2.54	3.03	2.66	3.00

Network Partner Organizational Ability to Serve Crime Victims Among participants from partner organizations, there were four areas within organizational ability to serve crime victims in which a statistically significant change occurred between pre-implementation and post-implementation. There was a statistically significant increase in participants responding that their organization has formal procedures/protocols in place for how to refer or serve crime victims with legal needs (3.63 to 4.16)⁵¹, staff at their organization are knowledgeable about how to serve crime victims' legal needs (3.88 to 4.19)⁵², staff at their organization receive adequate training/technical assistance to serve victims' legal needs (3.66 to 4.02)⁵³, and their organization collaborates/coordinates well with other organization to meet victims' legal needs (3.64 to 3.93)⁵⁴.



COMMUNITY CAPACITY TO SERVE VICTIMS AND AVAILABILITY OF RESOURCES Participants were provided with a series of items and asked to indicate their level of agreement (strongly disagree

⁵¹ Pre-implementation: (M=3.63, SD=1.076) and Post-implementation (M=4.16, SD=0.727); $t(-3.374)=$, $p=0.001$).

⁵² Pre-implementation: (M=3.88, SD=0.923) and Post-implementation (M=4.19, SD=0.833); $t(-2.198)=$, $p=0.029$).

⁵³ Pre-implementation: (M=3.66, SD=1.023) and Post-implementation (M=4.02, SD=0.935); $t(-2.272)=$, $p=0.024$).

⁵⁴ Pre-implementation: (M=3.64, SD=0.875) and Post-implementation (M=3.93, SD=0.733); $t(-2.270)=$, $p=0.024$).

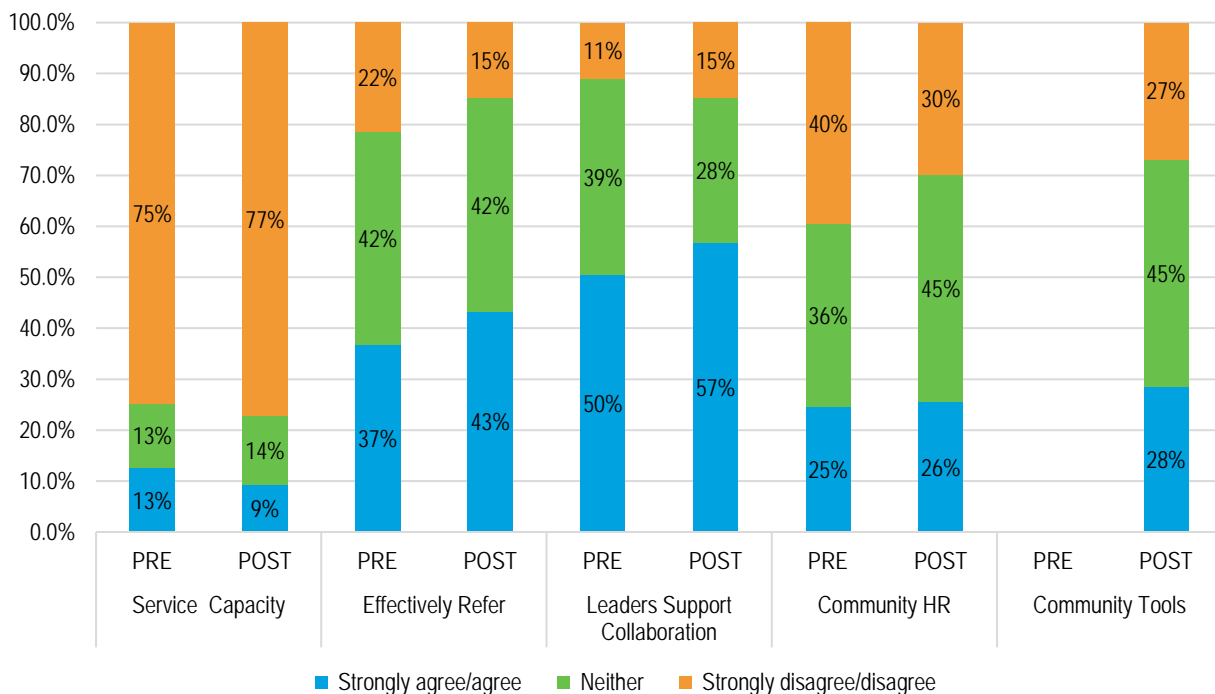
to strongly agree) with statements about the capacity of their community to service victims and the availability of resources in their communities to provide victim services.

Findings indicate that a majority of participants felt that the organizations in their community have community leaders that support collaboration. 36.8 percent to 43.3 percent of respondents felt that organizations in their community refer crime victims effectively in order to meet their legal needs. Respondents were split on whether they felt that their community had effective tools and resources or whether the community has effective human resources to help serve victims' legal needs. Most participants across all sites felt that organizations in their community did not have enough service capacity to serve crime victims' legal needs sufficiently, this did not change significantly pre- to -post-implementation. However, there was a positive significant change in rating whether organizations in their community effectively refer crime victims in order to meet their legal needs (3.12 to 3.40).

Community Survey Items

- Our community has effective tools and resources to help serve crime victims' legal needs.
- Our community has effective human resources (e.g., coordinators, "navigators," mentors) to help providers serve victims' legal needs.
- Leaders of organizations in our community are supportive of developing interagency collaborative relationships in order to serve crime victims' legal needs.
- Organizations in our community refer crime victims in order to meet their legal needs effectively.
- The community has enough service capacity to serve crime victims' legal needs sufficiently.

Service Provider Survey: Community Capacity and Resources



*Community Tools was not measured in Pre-implementation



	Alaska		Chicago		Denver		Los Angeles		Texas	
Time	PRE	POST	PRE	POST	PRE	POST	PRE	POST	PRE	POST
Effectively Refer	3.07	3.33	3.09	3.33	3.19	3.35	3.18	3.26	3.30	3.25
Leader Support	3.27	3.58	3.23	3.43	3.59	3.88	3.61	3.55	3.64	3.16
Community HR	2.76	2.83	2.97	2.96	2.70	3.06	2.69	3.03	2.90	2.88
Community Service Capacity	2.13	1.83	1.97	2.06	2.08	1.94	2.03	1.9	2.12	2.16
Community Tools	NA	2.67	NA	3.06	NA	3.18	NA	3.19	NA	2.78

NETWORK FAMILIARITY AND INVOLVEMENT In post-implementation, participants were asked questions regarding their familiarity with the Victim Legal Assistance Network in their area, if their organization is involved in the network, if they believed their organization would join the network, and if they believed their organization would benefit from joining the network. In general, about half of the participants were familiar with the network in their area (56 percent). Similarly, approximately half of participants' organizations were involved in the network (48 percent). Most participants (95 percent) believed that their organization would benefit from joining a legal services collaboration network and almost all participants (99 percent) would join if given the opportunity.

In Alaska, half of the participants' organizations were involved in the network, 75 percent were familiar with the network, and all participants believed their organization would join and would benefit from joining the network. In Chicago, 47 percent were involved in the network, 57 percent were familiar with the network and almost all respondents felt that their organization would benefit from the network and would join if given the opportunity (98 percent). In Denver, there was a higher familiarity with the network (71 percent) and 59 percent of respondents were involved in the network. Denver did have the smallest percent of respondents that believed their organization would benefit from joining a legal services collaborative network though it was still a majority at 82 percent. Participants in the Los Angeles area had the lowest level of familiarity with the network, with 39 percent of participants noting that they were familiar, compared to the 56 percent national average. Even with their lower level of familiarity, 100 percent of participants from Los Angeles believed their organization would benefit from joining a legal services collaboration network and 96 percent believed their organization would join if given the opportunity. In Texas, 45 percent of respondents were involved in the network, 53 percent were familiar with the network and most respondents felt their organization would benefit from joining (89 percent) and would join given the opportunity (83 percent).

	Are you familiar with the Victim Legal Assistance Network, a legal services collaborative network in your area?		Is your organization involved in the Victim Legal Assistance Network, a legal services collaborative network in your area?		Do you think your organization would benefit from joining a legal services collaboration network?		If given the opportunity, would your organization join a legal services collaborative network?	
Site	Yes	No	Yes	No	Yes	No	Yes	No
Alaska	75%	25%	50%	50%	100%	0%	100%	0%
Chicago	57%	43%	47%	53%	98%	2%	98%	2%
Denver	71%	29%	59%	41%	82%	18%	81%	19%
Los Angeles	39%	61%	45%	55%	100%	0%	96%	4%
Texas	53%	47%	45%	55%	89%	11%	83%	17%
Total	56%	44%	48%	52%	95%	5%	99%	1%

Non-Partner Network Familiarity Of the participants that were not from partner organizations, the majority (73 percent) were unfamiliar with the network. Alaska participants had the highest level of network familiarity (50 percent). Los Angeles participants were the least familiar, with only 8 percent of participants reporting familiarity with the network. Overall, the majority of participants reported that their organization would join a legal services collaborative network if given the opportunity (86 percent) and that their organization would benefit from joining a legal services collaboration network (92 percent). Alaska participants were the most supportive of the network, with 100 percent of non-partner respondents reporting that their organization would join and would benefit from joining a legal services collaborative network. This was similar in Chicago, with 96 percent agreeing in each of these categories, and Los Angeles, with 100 percent agreement that their organization would benefit and 91 percent agreement that their organization would join.

Familiarity and Involvement among Non-Network Partners						
	Are you familiar with the Victim Legal Assistance Network, a legal services collaborative network in your area?		Do you think your organization would benefit from joining a legal services collaboration network?		If given the opportunity, would your organization join a legal services collaborative network?	
Site	Yes	No	Yes	No	Yes	No
Alaska	50%	50%	100%	0%	100%	0%
Chicago	26%	74%	96%	4%	96%	4%
Denver	43%	57%	71%	29%	71%	29%
Los Angeles	8%	92%	100%	0%	91%	9%
Texas	25%	75%	88%	12%	69%	31%
Total	27%	73%	92%	8%	86%	14%

CONCLUSIONS AND INSIGHTS FROM SERVICE PROVIDER SURVEY

The purpose of this survey was to gain a more in-depth picture of what service provision looks like within the geographic area covered by each network. Participants across the sites experienced some challenges in coordinating with other service organizations and in serving victims of crime, however, these challenges decreased post-implementation. Specifically looking at types of victim populations, there was a significant decrease in challenges organizations faced in serving limited English proficient victims' post-implementation. These findings indicate that the presence and activities of the networks may have a positive impact on service provision in each area. In addition, these findings show that service providers that interact with victims of crime see a benefit to participating in wraparound legal networks and are interested in joining.

Most non-partner respondents were unfamiliar with the network. However, they believed their organization would benefit from joining a legal services collaboration network and felt their organization would join if given the opportunity. When comparing the views of participants at network partner organizations across timepoints, there were areas that the network significantly shifted, such as in the ability of organizations to collaborate and serve victims. In particular, network partners reported a significant increase in collaboration with organizations providing all service types, which speaks to the *wraparound* focus of the demonstration. Partners also reported increased staff knowledge, training, and technical assistance to serve victims at their organization, increased reporting of collaborating well with other organizations to serve crime victims, and an increase in participants reporting that their organization had formal protocols/procedures for how to refer and serve crime victims' legal needs. Each of these areas were priorities for the network partners and the program overall.

CHAPTER 13.

Strengths and Challenges of the Networks

Relationships Between the Sites and External Partners

The five sites discussed a variety of strengths and challenges in working with OVC and NCVLI.

STRENGTHS

Sites described their relationship with OVC in positive terms, particularly during the beginning and end of their grant period. The sites described OVC as "supportive," "helpful," "collaborative", and "approachable." In Year 1, the sites had a very positive experience working with their OVC grant monitor. They appreciated that the grant monitor was engaged in the project, encouraging, prompt in responding to requests, and "a joy to work with." The grant monitor also provided valuable feedback on the challenges that the sites were experiencing in developing their networks and services. When the first OVC grant monitor left the project, interim grant monitors managed the project in Years 2 and 3 while OVC looked for a permanent replacement. One site described the interim grant officers as "awesome" and "passionate about the project." A permanent grant monitor was assigned in Year 4 of the project. The sites greatly appreciated the increase in collaboration and support, as well as quicker turnaround for grantee requests and approvals.

All five sites spoke very highly of their relationship with NCVLI. They valued the NCVLI trainings, noting the utility, relevance, and ease of access. For example, several partners were grateful that NCVLI recorded their trainings and made them accessible to individuals who were unable to attend the live event. The partners highlighted their appreciation of the trainings on vicarious trauma, working with and advocating for crime victims, and housing, and praised NCVLI for including attorneys throughout the United States in their webinars. Four sites described how NCVLI fostered strong relationships within and across network cohorts, which enabled resourceful conversations around strengths, challenges, and unique solutions. Three sites valued the monthly calls with NCVLI.

Two sites positively described the TA support they received around confidentiality, document storage, and boundaries around attorney-client privilege. According to the sites, NCVLI was responsive, thoughtful, organized, enabled structure and dimension to the program, supported capacity building, and facilitated direction and connection across networks stemming from its big picture view of the project. They also appreciated being able to reach out to NCVLI with questions that they were uncomfortable asking of OVC because they thought it made it seem like the site "didn't know what they were doing."

"And they're just so helpful with helping us understand certain things that I wouldn't even think about...I think NCVLI has been of the utmost importance in our partnership, because without them, I don't think we would have the proper training."



CHALLENGES

The sites also experienced a variety of challenges in working with OVC, NCVLI, their local research partner, and ICF. Staff turnover at OVC was one of the biggest challenges for the sites. The sites experienced a lot of confusion and anxiety after the first grant monitor left the project in Year 2. They were unclear on who was managing the project and described the transition as very challenging due to a lack of communication. Some partners felt that the OVC grant monitor did not have enough time to dedicate to the demonstration project during the planning phase. In Years 2 and 3 of the project (2014 and 2015), each site experienced significant delays in receiving feedback and approvals from OVC. There was a long period of time where the sites had no communication at all with OVC. The sites felt like they were in a “holding pattern” where they could not continue to work on the project. These delays disrupted the sites planning and momentum, wasted resources from continuously revising implementation plans and project timelines, delayed the start of implementation, and prevented the sites from paying key staff members, hiring new staff members, keeping the steering committee engaged, and developing resources and materials. It was challenging to keep up morale during the long period of time with no contact from OVC, but the sites continued to communicate even if it was simply to say that the project was still on hold. During this time, some sites became confused about which items needed approval and found it difficult to keep track of the most recently reviewed documents since many items were reviewed multiple times. They recommended making the approval process more transparent. More generally, it was frustrating for service providers who were trying to help their clients “today” but must wait for approval to move forward.

“But you get to a point where if you can't really start implementing, people sort of say, 'Mmm... maybe let's just step away.' So then you really have to work to keep people at the table.”

The sites described the approval process more generally as “nitpicky,” “micromanaged,” and “very slow”. For example, in Year 3 of the project (2015), the sites stated that they were required to submit materials for review, wait for feedback, make revisions, and then submit materials through the Grants Management System for formal review. Approval of materials that should have taken “a day or two” often took one to six months because there was so much “back and forth” due to revisions requested by OVC.

Finally, some sites expressed frustration over the high number of meetings with OVC, NCVLI, ICF, and local research partners. They described the meetings as time consuming and not a good use of grant funds. They believed the resources spent on attending meetings would have been better spent on victim service provision.

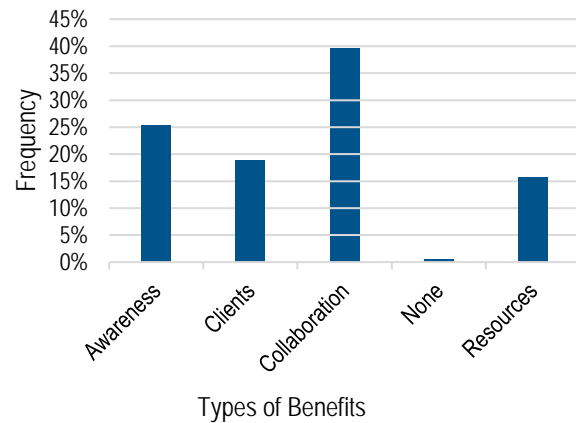
Benefits of Serving as a Network Partner

The top five benefits discussed by partners most frequently over the five-year interview period were associated with collaboration, awareness, clients, resources, and “none.”

COLLABORATION

Across all five sites, the partners were most likely to state that collaboration (40 percent) was the biggest benefit. Developing the network gave partners the space and opportunity to meet, as well as build new or improve existing relationships, and improve communication. Participating in the network fostered a sense of community among victim service providers in each site and helped to break down the silos between partners who often worked with the same victims on different issues but had never collaborated before. The partners were able to build more personal connections, formalize referral networks, and coordinate services, all of which made them more confident in making referrals and warm handoffs.

Benefits of Serving as Network Partner Across Sites



AWARENESS

Awareness (25 percent) was the second most discussed benefit to serving as a network partner. Participating in the network allowed the partners to become more aware of the different types of organizations that are providing victim services throughout their site, the different types of services that the organizations provide, and the resources that are available to crime victims. Having this knowledge allowed partners to make more thoughtful and targeted referrals, as well as provide their clients with more detailed information about potential services. Some partners also felt that participating in the network raised awareness of their organization within the network and the community. Knowing that an organization exists and provides specific types of services can increase referrals to those organizations and offer options for victims. Becoming more visible through the network can also improve an organization's reputation, credibility, and respect within the community. Clients may be more likely to trust an organization that is a member of the network.

CLIENTS

The partners frequently discussed the ways that organizational-level benefits also benefitted their clients (19 percent). For example, improving collaboration, becoming more aware of the landscape of victim services in their community, utilizing network resources, and raising the visibility of the network partners all lead to better service provision. The network partners had more options for referring clients to a wider range of service providers, which increases the different types of services that clients can receive. The coordination of services reduces the burden on the client by connecting the client to services more thoughtfully, quickly, and efficiently. Many partners believed that this would serve clients more holistically and prevent clients from “falling through the cracks.”

RESOURCES

The partners often stated that having access to network resources (16 percent) was a benefit to serving as a network partner. For example, the partners greatly appreciated the resources developed with project funds, such as websites; helplines; and intake, assessment, or referral



tools. They also valued the trainings facilitated by the network partners or NCVLI. One site stated that it was able to hire a new staff attorney as well as access more interpreters for victims who were not proficient in English. The partners in another site frequently stated that the small monetary compensation they received for serving as a network partner made them feel valued, showed that the grantee respected their time, and made them feel more accountable to the network.

NONE

Only two partners said that they do not believe their organization benefitted from the project. One partner felt that they were unable to build relationships with other network partners or refer clients for services that their organization was unable to provide. Another partner stated that clients they referred to network partners did not receive services other than a phone consultation.

Strengths of the Networks

The top three strengths most frequently discussed by partners over the five-year interview period were associated with collaboration, services, and research.

COLLABORATION

Across all five sites, the partners were most likely to state that collaboration (46 percent) was the biggest strength of the networks. Most partners stated that the WVLAN demonstration project brought the network partners together to create a better model for serving the diverse needs of crime victims in their regions.

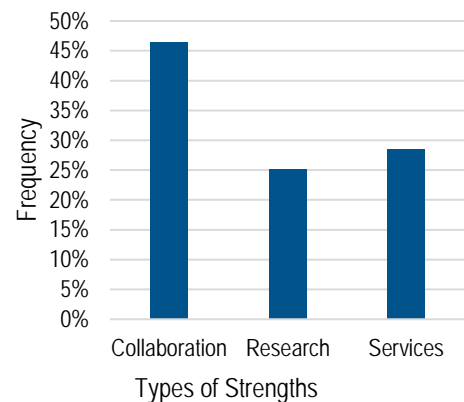
Many partners believed that collaboration was so strong because of partner diversity (9 percent) and existing partnerships (8 percent). For example, each site invited organizations that provided a diverse range of victim services throughout their region to join the network. They believed that it was critical for the network to include multidisciplinary partners that:

- Provided civil and criminal legal services;
- Provided victim, social, and language services;
- Employed a variety of staff members with different perspectives (e.g., lawyers, social workers, case managers, front line staff, community organizers);
- Served different types of clients (e.g., domestic violence, sexual assault, financial crimes, families of homicide victims, human trafficking, homeless, immigrants, LGBT, tenants, elderly); and
- Were culturally competent.

The partners stated that including a diverse range of partners allowed the network to break down the silos between service providers, serve more clients, learn from each other, gain insight on the different challenges associated with civil and criminal cases, and leverage resources. Partner diversity also improved the WVLAN planning and implementation processes because the partners were more likely to understand the feasibility of each piece of service delivery, anticipate potential challenges, and brainstorm solutions.

Each site noted that many of its partners had existing relationships prior to participating in the WVLAN. In some sites, the partners collaborated previously in other networks, coalitions, or

Strengths of the Network Across Sites



working groups. Some partners already referred clients to each other. Across all five sites, the partners stated that these existing partnerships helped the partners feel well-connected to each other, comfortable with sharing their opinions, and build trust quickly. Many partners also noted that having existing partnerships facilitated quicker buy-in to the WVLAN and extended the reach of the network. As one partner explained, each organization in the network already had its networks that the WVLAN can reach out to. Although there were many existing partnerships prior to developing the WVLAN, these partnerships often were not formalized or coordinated. The grant funding provided the resources for the partners formalize, strengthen, and enhance long-standing partnerships into a cohesive network; increase service coordination and referrals; and bring organizations that were not part of existing partnerships into the network.

SERVICES

The partners also stated that the services and resources (28 percent) provided through the WVLAN was a major strength of the project. Many partners believed that the demonstration project helped the sites elevate and enhance the services that many partners were already providing. The partners created the infrastructure for more efficient and formalized information-sharing, referral processes, and case management, which helped the partners serve more clients and provide more access to services in traditionally underserved communities (e.g., rural, non-English proficient). They were able to supplement these services by developing new or providing more resources through the network, such as websites, apps, referral directories and portals, helplines, and documents translated into multiple languages. The sites were also able to hire new staff members to provide more services through the network, such as staff attorneys, case managers, navigators, and interpreters. These services and resources helped the networks provide more comprehensive, coordinated, and holistic services to crime victims that were efficient, cost-effective, and sustainable. Overall, the WVLAN's were able to "work smarter not harder." Developing the network allowed the partners to access information more quickly (e.g., which partners provided specific services, which partners were not currently accepting new clients or referrals), streamline services and referrals, and leverage the resources of the entire network to better serve crime victims.

RESEARCH

The partners at each site believed that the research (25 percent) component of the grant strengthened the WVLANs. They strongly believed that the needs assessments allowed the sites to use data-driven approaches to plan and implement the WVLANs. In some sites, the needs assessment gave voice to crime victims who were often underserved and not included in previous data collection (e.g., immigrants, non-English proficient, rural). Through crime victim surveys and interviews, several sites were able to learn about the experiences of crime victims who are seeking services in their region, understand why crime victims decided to seek help (or not seek help), identify gaps in services, and identify barriers to accessing services. The needs assessment also helped the sites map the geographic distribution of victim services throughout the network area. Two sites believed that using a participatory research method was a major strength of the project. The participatory research method allowed the network partners and the local research partner to work very closely on developing the needs assessment design and instruments, implement data collection, and interpret findings.

When discussing the research component of the grant, many partners noted that it is important to have a strong local research partner (6 percent) that can work collaboratively with the sites to guide the research and use findings to inform the planning and implementation process. Overall, they appreciated that the local research partners were flexible and used their time efficiently. The research partners were described as "great," "awesome," and "fabulous". The sites felt supported in developing the needs assessment, designing instruments, administering surveys, and translating the findings in a way that informed the development of the implementation plan. They

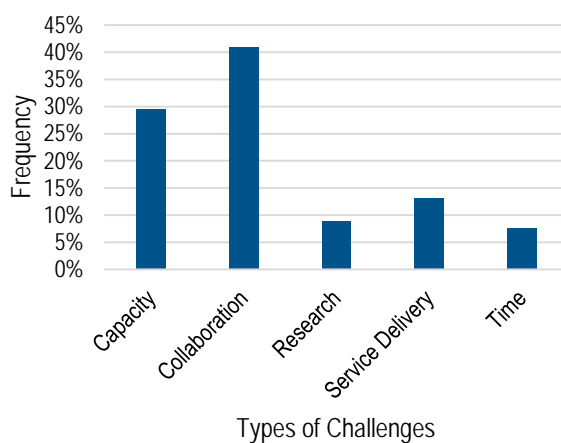


appreciated their research partner's participation in monthly calls, offering a vision for the program, and sharing their research knowledge. The Denver site had a particularly rewarding experience working with a local research partner who was an expert in researching victimization and victim services; conducting victim service needs assessments; working with OVC; and translating the research findings in a way that each partner could understand.

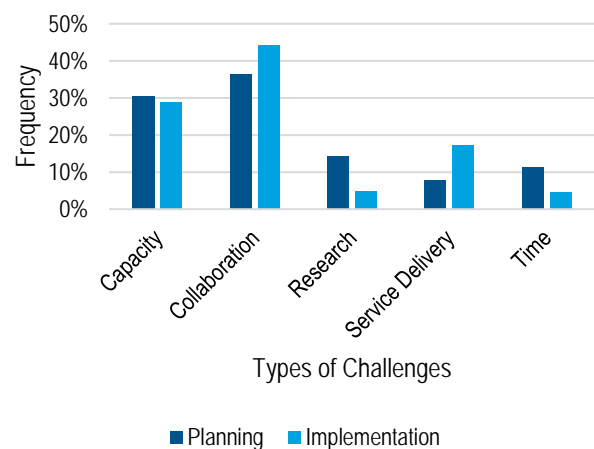
Challenges Implementing the Networks

The network partners discussed five primary challenges they experienced while participating in the WVLAN over the five-year interview period. They were associated with collaboration, capacity, service delivery, research and time.

Challenges Year 1-5



Challenges by Phase



COLLABORATION

The partners discussed a variety of challenges associated with collaboration (41 percent), many of which were linked to information sharing (12 percent); organizational differences (7 percent) in missions, goals, standard operating procedures, resources, and funding; and geographic location (6 percent). For example, each of the partners had different policies and procedures for screening and conducting intakes; processing cases; using technology; attorney-client privilege, confidentiality, and conflicts of interest; and different definitions of who is considered a victim. This made it difficult to determine how much and which types of victim information the partners could share with each other, as well as limited the development of universal screening, intake, and referral forms. Integrating new network processes into the daily activities of partnering organizations was challenging because organizational-level changes evolve slowly over time. Although some partners were optimistic that the network could overcome challenges associated confidentiality and information sharing, others thought these challenges could not be overcome in a victim-centered way. Some of the partners also expressed challenges with communication. It was sometimes difficult for larger networks to make decisions effectively because there were too many partners involved in the decision-making process.

Network partners in Alaska, Texas, and Los Angeles reported challenges associated with developing a WVLAN for a large geographic location. Partners in all three sites stated that it is difficult to develop a WVLAN in areas that are geographically large and have numerous sections where there are no or very few legal service providers. The partners found it challenging to provide

referrals to network partners who are located across the state or city because clients did not have transportation to reach the service provider. Additionally, clients living in urban areas have very different needs than clients living in rural areas and it is difficult for the network to focus on both at the same time. In Alaska and Texas, the partners were spread out across the state. Partners in both the Alaska and Texas networks who had to join meetings by teleconference felt somewhat disconnected from the network because they could not meet in person, which often hindered relationship-building. In four of the five sites, the partners discussed challenges associated with collaboration more frequently during the implementation phase. This could be because the partners were working together more closely as they began implementing components of the WVLAN. The network in Texas discussed challenges associated with collaboration during the planning phase more frequently. This could be because the partners struggled to integrate so many organizations from across a large geographic region into the network.

Some of the partners discussed challenges associated with competition (5 percent) between network partners. Although this discussion came up infrequently, some partners stated that it can be difficult to collaborate in the WVLAN because partnering organizations compete for the same funding. They are expected to meet requirements for the number of intakes, referrals, and clients served to justify their funding. For example, one partner asked if organization A referred a client to organization B, which organization gets to count that client? They worried that collaborating in the network would hinder their ability to meet organizational goals. There is also the potential that some organizations will feel like their clients are being stolen.

"I feel in some ways there is this tension, but if I refer my client, even if it's for case management services to you, if they spend more time talking to you than me, can I not count them as my client anymore?... They are worried if they refer to us, they will lose their clients and they will lose their numbers and, I'm trying to encourage them, letting them know we still need them for services. Sometimes it's really hard to bridge that gap to get people to think, it's actually better for everyone if they are surrounded by services than just us trying to serve everything for them. So I think the struggles continue to be trying to get every organization to be willing to open up their doors a little bit."

CAPACITY

Across all five sites, the partners consistently discussed challenges associated with the capacity (30 percent) to participate in the WVLAN equally during both the planning and implementation phases. The partners in each of the five networks work for victim-serving organizations that are often under-funded and under-staffed. Each of the partners are passionate about and dedicated to the WVLAN but carry heavy caseloads, which made it difficult for them to attend project meetings, trainings, and other events; participate in needs assessment data collection; and develop components of service delivery. Most partners stated that they did not have adequate resources or time to participate in their sites' WVLAN throughout both the planning and implementation phases but chose to participate anyway because they believed that the networks would improve services for crime victims. For many partners, it was difficult to attend all of the project meetings, trainings, and other events because they were often in court or meeting with clients. While larger organizations could often send another staff member to represent their organization at a project meeting, smaller organizations did not have enough staff members to serve as a representative.

"There's always something else vying for your attention. How do you keep focused and prioritize appropriately? That's a challenge. Lack of funding and lack of staff doesn't help."

SERVICE DELIVERY

The partners tended to discuss challenges associated with service delivery during the implementation phase. This is most likely



because the networks were implementing components of their service delivery models. During the planning phase, the partners typically discussed challenges that they were anticipating during implementation or challenges that they were beginning to experience as they transitioned to full implementation. For example, the partners in each site expressed confusion over the logistics of developing and implementing different WVLAN components (e.g., websites, referral processes, screening tools). Several sites struggled to track and follow up on referrals. Establishing a tracking system was logistically challenging because of limitations on information sharing due to confidentiality and, in some sites, a lack of organizational buy-in for using new data tracking tools. It was difficult to develop standardized screening and intake tools and processes that the sites could use without violating client confidentiality. One site acknowledged that it moved from planning to implementation before the network was ready to begin service delivery but praised the network partners for recognizing the mistake and pull back from implementation until service delivery challenges were addressed.

The partners in each site also stated that they were creating networks to improve referral and service delivery mechanisms but were not able to improve the capacity of the partners to serve a higher number of crime victims. Some of the sites continued to have long waiting lists for clients who wanted to receive services through the network. This was largely linked to a lack of state-level funding for victim services that would allow the partnering organizations to hire new staff attorneys, victim advocates, case managers, and other staff members across all six years of the project.

RESEARCH

The partners discussed a variety of challenges associated with research (14 percent) across all five sites. These challenges were typically discussed during the planning phase because the sites conducted their needs assessments during the first two years of the project. The network partners and the local research partners sometimes disagreed on study design; types of questions asked through the surveys, interviews, and focus groups; types and methods of collecting and tracking victim data; and the value of collecting certain types of data. Some of the research partners felt that they did not have enough decision-making power, felt under-utilized, and experienced challenges working with multiple research partners. Some of the research partners did not feel like they were integrated into the project as much as others. For example, a few researchers were not given all of the grant-related information that was available or kept up to date on the project, upcoming project-related events, and other ongoing pieces of data collection that they were not personally overseeing. This resulted in a disconnect between the needs assessment findings and service delivery model for some of the sites. Some of the sites recommended that OVC provide clear instructions on what is expected from each of the research partners and more clarity on when the research partners were allowed to release and share findings from the needs assessments.

"It's exciting to hear these numbers, it's just strange to be the evaluator and learning about them like we're other service providers or the stakeholders."

Trust between the local research partner and the grantee was slow to develop in some of the sites, which made the research process more difficult. For example, some sites struggled with getting partner buy-in for data collection. Some of the partners did not seem interested in or understand the importance of the research and evaluation piece. Others felt that there was a lack of clarity about how much time the partners were expected to dedicate to data collection and a lack of experience in conducting research on victim legal services, which sometimes made the local research partners seem insensitive. It was easier to get the partners to participate in the research process once they understood how research findings could provide insight into service outcomes and gaps in services, as well as improve reporting to their funders.



Some sites argued that it would have been better to conduct the research “in-house” rather than contract with an external evaluator, particularly when the network has research and evaluation capacity. They felt that the research and evaluation process would have gone more smoothly if an external organization did not have to be involved because there would have been faster turnaround on data collection and analysis. Additionally, the funds that were used for an external evaluator could also have been used to pay the salaries of researchers and evaluators who were already on staff at the partnering organizations.

Each site described challenges associated with the IRB process for the local research plan. For one partner, it was difficult to navigate the differences between what the local IRB found acceptable and the Department of Justice human subjects requirements. Some partners described the consent form required by OVC as being too high of a reading level. Other partners underestimated how long the IRB process would take, and it was challenging and resource-intensive to have to go back and forth between the local IRB and OVC. It was especially challenging when OVC did not approve pieces of the proposed needs assessment data collection and the plan had to be revised. For some sites, these IRB-related challenges negatively affected their budgets due to unplanned staff time on making revisions. Other sites had to revise their research methods because their timeline for implementing the needs assessment was disrupted and there was no room to adjust within the planning phase. This negatively affected future data collection and potential findings. One partner argued that the IRB process was so time consuming that an additional six months should be added to the needs assessment timeline. As a result of these challenges, some of the sites felt that the needs assessment process was rushed and were frustrated that they had to begin writing implementation plans without having their needs assessment findings.

Several partners also shared challenges associated with categorizing focus groups as “conferences.” For example, the sites had to meet strict requirements such as the identifying dates, times, and locations of focus groups far in advance, which limited turnout. Researchers frequently provide food and beverages during focus groups to make participants more comfortable and engaged in the discussion. The sites were not allowed to pay for food and beverages with project funds, so several partners had to pay for these items with their own money.

There was also a great deal of confusion over the difference between the role and purpose of the local research partner and the national evaluator. The partners sometimes felt that they were participating in duplicative data collection, for example participating in a local partner survey and the annual national evaluation network partner survey. When overlap occurred, the partners felt overwhelmed and frustrated. The local research partners would have preferred to work more closely with the national evaluator to inform, supplement, and complement data collection at both the local and national level; avoid duplication; reduce burden on the sites; prevent survey fatigue among the partners and clients; and conserve resources. Two sites expressed frustration with not being able to obtain ICF data collected from their partners. Over time, research plans at the local level were reviewed to ensure duplication of efforts did not occur, but given that the local sites were unable to obtain the national level data at the individual level, local evaluators continued to collect data from the same sources.

TIME

The partners tended to discuss challenges associated with time (11 percent) in the planning phase. This could be associated with the delays in OVC approvals and problems associated with the IRB. Partners across all five sites consistently said that planning and implementing the WVLAN took more time than expected. Partners often reported needing more time for meetings; making decisions (e.g., how to allocate resources); adjusting for shifting implementation and local research timelines; and accounting for tasks that took much longer than expected. Legal service



providers spend a great deal of time in court, which can make it difficult to attend network meetings, trainings, and other events. Many partners wished that meetings could be longer because there was so much to accomplish in a short one- to two-hour time slot, but acknowledged that most partners do not have the extra time in their day for longer meetings. The partners consistently recommended adding more time to the planning phase.

CHAPTER 14.

Lessons Learned

The network partners discussed a wide variety of lessons learned and recommendations for participating in the WVLAN. Lessons learned and recommendations were primarily associated with procedures, collaboration, and research. Each category is discussed below.

GOALS

The partners learned several lessons associated with planning and implementing the project. Partners appreciated the phased approach of the demonstration project. Having a planning phase allowed the sites to dedicate time to developing goals, planning, content development, and internal reviews. The network should develop WVLAN goals that are attainable and within the scope of the project and budget. Several partners also recommended that future WVLAN's use the planning phase to research previous efforts to establish similar networks (including in other service fields like housing) to avoid duplicating work that has already been completed in their community. Project leaders should clearly articulate the goals of the project throughout the planning and implementation phase. They recommended revisiting the goals continuously to ensure that the WVLAN are still on track, that the partners still understand the goals, and that action steps are articulated to meet those goals. Consistently reassessing progress toward achieving WVLAN goals allows the sites to identify challenges, develop solutions, and change direction if necessary. Project leaders should also be very clear about the roles and responsibilities of, as well as expectations for, steering committee members and network partners. This should include a discussion of the amount of time that partners are expected to invest in the WVLAN and clear timelines for completing tasks.

LEADERSHIP

The partners shared several lessons learned and recommendations that were associated with project leadership. Several partners recommended choosing a grantee that is well respected in the community, provides a wide range of both legal and social services, understands the holistic needs of crime victims, and has the infrastructure to manage a large grant and lead the project. The partners also consistently recommended choosing a project leader who is organized, focused, open-minded, detail-oriented, flexible, and dedicated to coordinating the project full-time. Many partners believed that having a leader with strong project management skills was more important than having a leader who was a lawyer. Legal expertise can be provided by steering committee members.

MEETINGS

Although most partners struggled with having the capacity to participate in the WVLAN, they also recommended having frequent steering committee meetings to assess progress and review actions steps for moving planning and implementation forward. Project directors should develop realistic meeting agendas that address important topics in the most efficient manner so that the meetings do not go over their allotted time. Most of the partners recommended having in-person meetings. Many of the partners in Alaska and Texas who had to join meetings by teleconference stated that the meetings would have been more interactive in person. For example, being unable to see the other partners made some partners feel like it was difficult to add to the conversation.



Partners who did not have existing relationships with each other felt uncomfortable having difficult conversations without being able to read each other's body language. They believed that in-person meetings would have facilitated relationship and trust-building, as well as more comfortable conversations. Since regular in-person meetings were not possible for the Alaska and Texas networks, some of the partners recommended having an in-person kickoff meeting at the beginning of Year 1 to introduce the partners, facilitate relationship-building, share project goals, and discuss partner roles and expectations. They also recommended convening a few in-person meetings each year to maintain these relationships.

Project leaders should consider how frequently meetings are necessary. In some cases, quarterly meetings may be more appropriate than monthly meetings. They recommended that project leaders avoid having a meeting if there is nothing that the partners need to discuss. Frequent email communication can help keep partners on track between meetings. One partner recommended creating an online forum for the partners to discuss the project, ask questions, and leave suggestions between meetings. Longer meetings should be considered when the steering committee had a big task to accomplish.

COLLABORATION

Most partners recommended choosing a multidisciplinary and diverse range of victim-serving organizations and individuals to serve as steering committee members and network partners. These members should represent organizations that serve victims who have experienced different types of crimes, as well as under-served victim populations (e.g., rural, non-English proficient, immigrants). The network should also include organizations that provide a wide range of service providers, such as lawyers, social workers, case managers, advocates, and law enforcement. One partner also recommended including a crime victim on the steering committee. Two partners recommended that the steering committee members be ethnically and culturally diverse, so that the network could benefit from different perspectives. Inviting executive directors or other staff members in leadership positions to serve as steering committee members facilitated quick decision-making, but it is also important to include front line service providers who have an in-depth understanding of the logistics of providing victim services so that they can identify potential challenges and solutions for the WVLAN. The partners consistently stated that relationship-building is critical for network collaboration. They recommended taking the time to learn about each of the organizations in the network and the individuals serving as organizational points of contact so that everyone would be comfortable working together.

When discussing the logistics of steering committee collaboration, several partners recommended starting with a small group of partners in the planning phase and then expanding the network during the implementation phase. "Having too many cooks in the kitchen" often slows project progress. Using smaller subcommittees and workgroups was an effective way of accomplishing multiple WVLAN tasks. Several partners recommended choosing one consistent point of contact for each organization, even if multiple people from the same organization participate in the network. That point of contact should consistently review all project-related emails and attend all steering committee meetings.

Most of the partners stated that steering committee and network engagement is negatively impacted by organizational capacity, resources, and staff turnover. The partners often carried heavy caseloads and found it difficult to participate in the network. They made several recommendations for increasing engagement in the steering committee meetings and network. For example, project leaders should clearly describe the benefits of participating in the steering committee and network. If possible, provide a stipend to steering committee partners to compensate them for their time participating in the WVLAN. Compensation is especially important for smaller organizations with limited budgets. The partners also suggested equally distributing



the workload among each of the partners, rather than relying on the grantee to complete most of the work. If the partners have a task to complete, they tend to be more invested in the project. Continuing to communicate in between steering committee meetings will keep the partners engaged and ensure that the project continues to progress.

Each site experienced turnover in steering committee and network members. Some of the sites also experienced turnover in project leadership. It was difficult to keep the partners engaged in the project, collaborating effectively, and completing project tasks on time when the project experienced staff turnover. Although staff turnover is inevitable, the partners made several recommendations for onboarding new partners to the project more quickly. For example, several partners recommended documenting the project goals, decision-making process, progress on reaching milestones, and next steps continuously for the project. This could include creating an onboarding file with these materials, as well as meeting notes, grant reports, and other key documents for steering committee members to read before joining their first meeting. The new steering committee member or network partner can then participate in an internal onboarding process at their organization followed by a separate onboarding process through the steering committee. One partner also recommended hiring a project leader on a contractual basis to reduce turnover in project leadership.

Many partners also recommended having more frequent cross-site collaboration and meetings. They stated that talking with the other sites provided a valuable opportunity to discuss challenges and solutions associated with the planning and implementation process. Having the opportunity to talk with the other sites also boosted morale because many of the partners felt that their site was not making as much progress as other sites. Several partners wished that there had been more guidance available for developing and implementing their networks and frequently stated that there is “no need to reinvent the wheel.” They recommended documenting lessons learned, challenges, tools, instructions and templates for obtaining IRB approval, and data collection instruments that could be shared with other jurisdictions that are attempting to develop WVLANS. One partner recommended that partners from the WVLAN demonstration program serve as mentors for developing future WVLANS.

SERVICES

Partners frequently recommended taking a great deal of time in the beginning of the project to engage in a thorough, thoughtful, and comprehensive planning process for service delivery. Several partners felt that they moved from the planning phase to implementing certain WVLAN components too quickly. Front line service providers should be consulted when designing intake and referral processes because they handle the cases and have the most insight on how to best streamline and manage services. They also recommended leaving room in the timeline for adjustments and being willing to take a step back from implementation if there are challenges that need to be addressed.

To truly provide wraparound services, the networks should focus on offering a diverse range of services and multiple entry points to the network, identifying multiple types of victimization, and providing appropriate legal and non-legal service referrals. Sites that implemented a navigator model believed that the navigators help facilitate the provision of wraparound services by streamlining information sharing and referrals, which saves time for service providers. Services should be victim-centered, trauma-informed, and accessible to underserved populations and rural communities. Several partners recommended using technology more efficiently to better serve crime victims, particularly for referrals.

TIME

The partners consistently stated that planning and implementing the WVLAN took more time than they expected. They recommended considering the time spent in meetings, conversations outside



of meetings, and collecting data when developing a budget for the project. Using a two-phase approach for planning and implementation allowed the partners to use their time more effectively for planning, content development, and internal reviews. They appreciated the ability to roll over grant funds from year to year because projects do not always follow the timeline as planned.

RESEARCH

Choosing a strong local research partner to work collaboratively with the network throughout the planning and implementation phase of the project can greatly benefit the development of a WVLAN. Several partners in Denver recommended working with a local research partner who has extensive knowledge of victimization, victim services, needs assessments, and the OVC approval process. They believed that choosing a local research partner with these areas of expertise strengthened their project because they understood the steering committees' vision and how to translate the research findings into actionable steps for improving the network. Two partners suggested implementing a participatory research and evaluation model to better facilitate close collaboration between the grantee, partners, and local research partner. This model would aid the partners in co-developing needs assessment methods, instruments, and dissemination to ensure that the needs assessment asked meaningful questions and findings were translated correctly, as well as allow the local research partner to teach the grantees how to sustain program evaluation after grant funding ends (e.g., data tracking and analysis).

One partner recommended that the local research partner facilitate a webinar with the network partners in Year 1 to provide an overview of the local research plan and research-related grant requirements. Partners who understand the importance and goals of the research component will be more likely to help facilitate the research process. Conducting the needs assessment is critical for understanding the existing relationships between victim service providers, existing infrastructure, gaps in service, and how those gaps can be filled to better guide implementation and plan the budget.

Several partners felt that the needs assessment findings were not used as effectively as they could have been to drive implementation and recommended that future WVLAN's use needs assessment findings more intentionally throughout the life of the project. They made several recommendations for using the needs assessment findings more intentionally. For example, include the local research partner in all steering committee meetings, and integrate the local research partner into both the planning and implementation phase of the project. The research partners can remind the steering committee of research findings that may help address a challenge that the group is discussing or differences of opinion. Partners recommended that the local research partner present needs assessment findings to the steering committee and engage in discussions. The needs assessment findings can be used to clarify the WVLAN mission, goals, process, and next steps. The partners at one site recommended using the local research partner to help reduce the burden on steering committee members. For example, the local research partner in Denver began recording conversations with steering committee members about their specific areas of expertise (e.g., protection orders) and tasks (e.g., training curriculum development) and summarizing the conversation for the group. These summaries saved the partners time, preserved and shared institutional knowledge, and generated action steps.

Several partners also shared some lessons learned that were associated with survey data collection. Most partners believed that the victim surveys were too long, which lowered response rates. They recommended developing survey instruments that were shorter and focused on the most important questions. One partner recommended that researchers who are conducting focus groups or listening sessions with crime victims should have a counselor present to assist individuals who are triggered by the discussion. Several local research partners recommended clarifying the role of the national evaluator, the difference between the national evaluator and local



research partner, the network partner's anticipated role in data collection and report writing, projected timelines for data collection, and ways to coordinate data collection for both the national evaluator and local research partner.



CHAPTER 15.

Costs of the Program

Within the administrative data collection, detailed cost information was obtained from each demonstration site to better understand the true costs associated with building a legal network. The cost study examines the actual WVLAN budgets of each site to quantify each of the program components and assess how funds were obligated over time. The cost study provides important information for the demonstration sites as it breaks down the cost of planning and implementation, revealing the level of funding that was appropriated to each component, where funds may need to be expanded for future efforts, and if unexpected costs were incurred. This is critical information when sustaining this program beyond the grant period and for subsequent jurisdictions looking to create a legal network. To complete the cost study ICF used a combination of the “ingredients approach” (to identify the components, or “ingredients” of the WVLAN program that required a cost) and the actual grant expenditures.

Demonstration programs, such as WVLAN, can be complex, containing various components involving multiple organizations and with differing approaches across the sites. Each site started with the same overarching goal of developing or enhancing a legal network within their jurisdiction to provide wraparound legal services to crime victims. However, as detailed throughout this report, each site adapted to the needs of their service region and had a slightly different set of objectives to achieve this outcome. The costs of an intervention, defined as the value of the resources that are given up by society to implement the intervention, can be referred to as the ingredients of the intervention, and it is the social value of those ingredients that constitute its overall cost (Levin, 1995). Typically, the true costs are higher than the grant amount because in-kind costs are often not accounted for, and fixed costs, such as office space or equipment and in this case, pro bono legal services, may not be charged to a grant. In this study, we use the ingredients approach to identify all the program’s cost components that go into the implementation of WVLAN that can be used to estimate the true cost of the WVLAN program and examine the actual grant funding provided to each site.

Goal of the Cost Assessment

The goal of the cost assessment was to determine how each component of the program contributed to the overall cost, calculate the total cost of the program, and compare the costs for the program on a whole and by component for each of the sites. The ingredients approach was used to identify the program components that contributed to the overall program cost and then examined those costs by labor, equipment, and supplies. Finally, costs by site and per participant were examined.



Collection of Cost Data

To collect cost ingredient information, ICF distributed a cost template within the administrative data collection workbook to each of the WVLAN demonstration sites.⁵⁵ All sites were invited to contribute and all but one site, Texas, was able to participate. Therefore, the analysis includes four of the five demonstration sites. ICF worked with these sites to ensure the template was completed correctly and held follow-up calls to work through any discrepancies, overlapping, and/or duplicated costs.

ICF designed the template based off of the OJP Financial Guide to guide the categories that were included and provide a holistic picture of the personnel and non-personnel resources required to plan, develop, and implement a legal network, incorporating expenses from all years of the grant. The information collected from the template provided a breakdown of all the ingredients and resources required during the planning and full implementation phases – incorporating both the grantee and partner costs.

The template included two worksheets: (1) a planning costs worksheet, designed to provide information for each core component of the network's implementation plan to detail the startup and initial development of the network, and (2) an implementation costs worksheet, designed to capture the same set of core components once the network had officially launched their program. Within each of the worksheets, information was obtained about the role and time commitment of each staff member and organization paid with grant funds and non-personnel costs, such as materials developed and distributed, supplies, travel, and equipment provided through the WVLAN program. In addition to grant-funded expenditures, each category was broken into whether the program component was fully covered by the grant and if in-kind or other financial resources were necessary to pay for the costs incurred.

OVERVIEW OF COST METHODOLOGY

The ingredients approach to cost analysis was developed to provide a systematic way for evaluators to estimate the cost of social interventions (Levin, 1983). The ingredients approach was chosen for this study for a number of reasons. This approach dissected the components of each network, all the detailed elements of the networks within each site, and attempted to apply the elements of cost, time, context, and resources, to ultimately estimate each components' costs. It is, therefore, ideal for assessing, a complex, multi-site program, such as WVLAN, where the various components' costs are site specific and often cannot be easily monetized.

Prior studies on victim service delivery and the volume of resources needed to fully support crime victims show that pro bono legal services and other in-kind resources are regularly used by providers in order to wrap services around survivors. Similar to other cost analysis methods, the ingredients approach estimates resources used and not just money spent to capture all resources used, whether in-kind or actual.

The ingredients approach is made up of five main steps:

- Describing your program comprehensively.
- Listing all program resources or ingredients (developing an ingredients model).
- Matching ingredients to their market prices.
- Calculating total and average costs.

⁵⁵ See Appendices C for a sample of the worksheets.

- Matching costs and effects to calculate cost-effectiveness ratio.

According to Levin and McEwan (2001), most program costs can be grouped into five broad categories, shown in the table below.

COST CATEGORIES FOR THE INGREDIENTS APPROACH

Cost Category	Sample Ingredients
Personnel costs	Staff attorneys, support staff, navigators, case managers, administrators, program managers, curriculum developers, website developers
Facility costs	Office space, meeting space, shared spaces, maintenance
Equipment/Supplies costs	Desks, chairs, books, training materials, computers, brochures, reproduction/printing, data systems, website hosting fees
Other program inputs	Local evaluators, financial analysts, data analysts, travel
In-kind inputs	In-kind time from legal staff, students, trainers; donated resources

PERSONNEL AND NON-PERSONNEL COST INGREDIENTS

The costs capture the following key components:

- **Agency/Staff titles and roles:** ICF requested information about the specific titles and roles played by each named agency and staff member.
- **Estimated time on the project overall:** ICF gathered the estimated percentage of the staff's time that was spent on the project regardless of whether it was paid for by the grant. This percentage was meant to capture all hours needed for the program. If hours varied throughout the course of the specified phase, grantees provided an average for each phase and noted any changes. One full-time equivalent (FTE) is assumed to be 1,920 hours of work in a year.
- **Subcontractors, consultants, and partners:** Grantees were asked to provide costs associated with each partner organization broken out for the planning and implementation phases. Costs were entered in the most appropriate phase and across each of the core project component tailored to the site. For example, if an organization mainly contributed to the development of a website or portal, all costs associated paid to that organization under the grant would be entered in the Website/Portal component and split between what was incurred during planning and how much was spent post-launch.
- **Travel:** The total cost for travel was included for each of the two phases and each element of travel was broken out to show the calculation. This included the number of trips, people, days, and nights as well as which core component it was associated with. The purpose for the travel was captured and detailed whether it was travel to steering committee meetings, conference attendance, or training events.
- **Other costs:** Other costs included supplied and equipment related to the project. This section included OJP's Equipment, Supplies, and Other Costs categories following the Financial Guidelines, including both expendable (e.g., office supplies, program supplies) and non-expendable (e.g., laptops, printer) items. Similar to other categories, each item was associated with a core component and any additional details to explain the costs were provided.

- **In-kind costs not charged to the grant:** On the personnel costs section, ICF requested that grantees indicate whether the time commitment of each staff member included in-kind costs by separating out how much time was spent on the project and the estimated coverage by the grant. In the context of Personnel Costs, we define in-kind costs as time that each staff member devoted to the project that was not charged to the grant.

Each site developed and implemented their network differently, which meant the funding from OVC was also allocated differently. To maintain commonality and comparability between the results from each site, ICF developed a set of key components within the cost template to categorize like components together. An overview of the types of components where cost ingredient information was requested from each site is provided below.

PROJECT COMPONENTS INCLUDED IN COST INFORMATION BY SITE

Information Requested	Alaska	Chicago	Denver	Los Angeles	Texas
Project Management	✓	✓	✓	✓	N/A
Steering Committee	✓	✓	✓	✓	N/A
Needs Assessment	✓	✓	✓	✓	N/A
Case Management, Attorneys & Navigators – Provision of Services	✓	✓	✓	✓	N/A
Training & Outreach	✓	✓	✓	✓	N/A
Referrals & Tracking	✓	✓	✓	✓	N/A
Language Access	✓				N/A
Web Portal/Website		✓	✓		N/A
Marketing & Branding		✓	✓		N/A
Local Evaluation	✓	✓	✓	✓	N/A
Other (e.g., client database)			✓	✓	N/A

Cost Findings

Cost study findings were developed in two ways, (1) through identifying the cost components, or “ingredients” of the overall cost, categorized into personnel costs and non-personnel cost, and (2) by examining actual grant expenditures by site.

NON-PERSONNEL COSTS



The non-personnel ingredients vary across grantee sites and are not fixed over time. Although these variable ingredients can be just as important to the success of individual projects as the fixed ingredients, they generally vary across sites and not all sites will utilize the same types. The variable ingredients for include the equipment and materials that is specific to one time use or offering, such as specific tools or software that are required and a number of other inputs such as marketing and outreach brochures, among others. The table shows the non-personnel ingredients that each site utilized for the WVLAN project. Texas did not provide non-personnel ingredients.

NON-PERSONNEL INGREDIENTS BY SITE

	Alaska	Chicago	Denver	Los Angeles	Texas
Facilities					
Office space/room rental	✓	*	✓		-
Equipment and Materials					
Office supplies	✓	✓	✓	✓	-
Computers /Other office equipment			✓		-
Marketing materials		✓	✓		-
Legal fees (court filing fees, insurance)	✓		✓		-
Translation/Interpretors	✓	✓		✓	-
Reproduction/fax/postage	✓				-
Phone	✓			✓	-
Incentives				✓	-
Travel					
Travel (airfare, lodging per diem)	✓	✓		✓	-
Conference fees (registration, membership)		✓	✓	✓	-
Technology					
Software (Client Database, LegalServer)		✓	✓		-
Development fees (Help-Tool, App)			✓		-
Website (hosting)		✓	✓		-

*Overhead was inclusive of office space and facilities costs for some grantees but was not specified to clarify how it was calculated.

COSTS PER VICTIM SERVED

In addition to capturing the actual grant expenditures required to implement the WVLAN project, ICF also collected information on the volume of crime victims served through the grant for each site and used that to calculate cost per victim. The table shows the overall grant expenditures for each site, documented costs for services paid for by the grant, and the cost per victim. Given that the WVLAN sites did not consistently count the number of victims served, sites cannot be easily compared in terms of cost per victim and should be interpreted in context for the jurisdiction being referenced.

GRANT EXPENDITURES BY SITE

	Number of Victims Served*	Number of Services Provided	Avg Number of Services Per Client	Number of Network Partners	Total Grant Expenditures**	Grant Expenditures per Victim
Alaska	865	1,900	2.2	7+	\$1.5M	\$1,734
Chicago	900	1,008	1.1	16+	\$1.6M	\$1,778
Denver	370	378	1.9	8+	\$1.2M	\$3,243
Los Angeles	2,400	2,634	-	7+	\$1.6M	\$667
Texas	380	613	2.2	20+	\$1.2M	\$3,158

Source: Data presented in this table was reported by each grantee using the cost template.

Notes: *Number of victims served was captured through grantee reporting and was not consistently counted across sites with some grantees reporting unduplicated counts and others tracking overall totals only. Refer to the administrative data methodology for additional information. **Expenditures are the estimated based on the overall reported costs for the full project period and are rounded to the nearest whole number.

CHAPTER 16.

Sustainability of the Networks

Planning and Stakeholder Perspective

Although the grantees at all five sites stated that they were considering ways to sustain the WVLANS after the project ends, none of the sites appeared to have a formal sustainability plan. Based on the responses to the annual stakeholder interviews conducted during ICF's site visits, it appears Alaska, Denver, and Texas began discussing sustainability during the planning phase of the project. The Chicago and Los Angeles sites appear to have begun discussing sustainability during the implementation phase of the project. The grantees in each of the sites were primarily responsible for sustainability planning. Most of the partners in the Alaska, Chicago, Los Angeles, and Texas sites did not seem to be aware of or involved in sustainability planning. The steering committee in Denver began discussing sustainability as a group in Year 1 of the project.

The Alaska and Chicago sites hired legal service providers with the demonstration grant funding, which would require continuous future funding to sustain. The Chicago, Denver, and Texas sites developed websites to share legal service information and facilitate referrals. The major costs associated with developing these websites were paid for through the demonstration grant and will require funding to continue maintaining the sites.

The partners in all five sites developed an infrastructure for the network and referral processes with funding through the demonstration project. They were confident that these relationships and referral processes would be sustained after funding ended because there are no additional cost for maintaining these relationships and processes. For example, partners in the Alaska, Denver, and Los Angeles sites stated that the referral processes developed through the demonstration project became a standard operating procedure for partnering organizations and would thus be easily sustained. The Chicago site planned to continue having quarterly steering committee meetings after the demonstration project ended, but Los Angeles planned to discontinue the steering committee meetings due to a lack of funding. The Denver partners planned to shift the steering committee to an advisory board.

All five sites applied for multiple grants to continue funding the WVLANS. For example, each of the sites received state based VOCA funding to sustain the WVLANS (e.g., continue supporting staff hired through the grant, hire new staff members, support websites developed through the grant). The Alaska, Chicago, Los Angeles, and Texas sites also applied for federal, state, and private grants, such as through the Office for Victims of Crime, the Office on Violence Against Women, the Municipality of Anchorage, and the Los Angeles Homeless Initiative Measure H. Some of the partners wished they had received better guidance from OVC on how to develop a sustainability plan for the WVLANS. They suggested that OVC provide a training on developing sustainable projects and require that demonstration sites provide a sustainability plan in Year 1. Most partners also stated that continuous, additional funding is needed to support the salaries of legal and other victim

"I think that if OVC really wants to see the investment that they've made into this project- to really see it make a difference- it would be continuing to fund the direct services with the successful models that were developed."



service providers. The sites created WVLANs that they believe are sustainable models for improving crime victim legal services, but there continues to be a lack of capacity among service providers to assist all of the crime victims who request services. There simply are not enough attorneys, paralegals, social workers, case managers, and other staff members at victim service organizations. To truly see a return on investment from the WVLANs, the sites believed that more funding must be allocated to providing direct victim services throughout the United States.

Sustainability Forecast and Early Outcomes

The Time 5 (2017) Network Partner Survey included 11 questions to gauge the grantees' and partners' perceptions of sustainability of each wraparound site. The survey items encompass a wide range of components to assess each site's capacity to develop and implement a sustainability plan. Using a 5-point Likert scale (1=No Extent, 5=Great Extent), respondents rated each sustainability survey item.

Looking across all five demonstration sites, the average ratings for the sustainability items ranged from 3.3-3.9, illustrating moderately positive ratings for sustainability. The highest average ratings were for the survey items asking about having champions

advocating for the project and the partners being invested in the development and sustainability of the project. **These findings emphasize the importance of having the right people at the table for developing and implementing sustainability within the demonstration projects.** Overall, the average ratings for all items are considerably higher among grantees compared to partners. With the understanding that the grantee organizations were spear-heading each demonstration project, this differentiation suggests that grantees were more aware of the sites' plans and preparation for sustainability and the partners had varying levels of knowledge of the sustainability plans. For example, the average rating among grantees for the item asking if the project has a sustainability plan was 4.4 while it was more than one point lower among partners at 3.3.

NPS Sustainability Items

- Champions – internal and/or external leaders– actively advocated for the project.
- The project was supported by policies designed to help ensure sustained funding.
- Project partners were invested in the development and sustainability of the project.
- The project was well integrated into the operations of the project partners.
- There was a plan to integrate evaluation results into ongoing project planning and implementation.
- A plan to review project results periodically was in place.
- The project review helped to adapt and adopt new strategies as appropriate.
- The project review provided for decision-making about which components are ineffective and how to discontinue.
- The project integrated communication strategies to secure and maintain external awareness and support.
- The project included plans for future resource needs.
- The project has a sustainability plan in place.



Averages of sustainability items for grantees, partners, and totals



Comparing the average ratings across the sites, Denver had some of the highest average ratings overall, which aligns with what was discussed in the stakeholder interviews. Denver was consciously thinking about sustainability from the beginning of the project. In Los Angeles, the average ratings from the grantee and partners were within 1 point, which demonstrates consistency across project partners. Within Alaska, Chicago, and Texas, the average ratings varied but aligned with the trends that grantees had higher average ratings compared to partners.

Site-Specific Averages Split By Grantee Or Partner For All Sustainability Questions And Total Scale										
	AK		CA		CO		IL		TX	
	Grantee	Partner	Grantee	Partner	Grantee	Partner	Grantee	Partner	Grantee	Partner
Champions – internal and/or external leaders–actively advocated for the project.	5.00	3.50	4.00	4.00	5.00	4.43	5.00	3.43	5.00	3.53
The project was supported by policies designed to help ensure sustained funding.	3.00	3.00	4.00	3.40	5.00	3.57	4.00	3.43	4.00	3.40
Project partners were invested in the development and sustainability of the project.	5.00	3.25	4.00	3.60	5.00	4.43	4.00	3.00	5.00	4.07
The project was well integrated into the operations of the project partners.	4.00	3.00	4.00	3.80	5.00	3.14	3.00	2.86	4.00	3.40
There was a plan to integrate evaluation results into ongoing project planning and implementation.	4.00	3.00	4.00	3.00	5.00	4.57	4.00	3.00	4.00	3.73
A plan to periodically review project results was in place.	5.00	3.00	4.00	3.00	5.00	4.71	4.00	3.00	5.00	3.73
The project review helped to adapt and adopt new strategies as appropriate.	5.00	2.25	4.00	3.20	5.00	4.43	3.00	3.29	4.00	3.60
The project review provided for decision-making about which components are ineffective and how to discontinue.	5.00	2.25	4.00	3.00	5.00	4.17	4.00	2.86	5.00	3.33
The project integrated communication	4.00	2.75	4.00	3.20	5.00	4.14	3.00	2.86	5.00	3.40



strategies to secure and maintain external awareness and support.										
The project included plans for future resource needs.	4.00	2.25	4.00	3.40	5.00	4.00	5.00	2.57	5.00	3.13
The project has a sustainability plan in place.	4.00	2.25	4.00	3.20	5.00	3.86	4.00	3.14	5.00	3.47
Average of all sustainability items	4.36	2.77	4.00	3.35	5.00	4.14	4.09	3.04	4.64	3.53

Post-Funding Outcomes

At the conclusion of the funding period, a variety of pieces of each network were sustained. In **ALASKA**, as of January 2019, the three core legal service providers – AIJ, ALSC, and ANDSVA – still had a strong partnership with VCCB and AOVR, and all the organizations were making referrals. The Language Interpreter Center was sustained through foundation funding and is partnering with ANDSVA to have interpreters available when needed. As of January 2019, AIJ was still hoping to secure VOCA funding to sustain its model.

CHICAGO planned to continue providing and receiving referrals through the network and having quarterly steering committee meetings. In order to ensure partners attended the meetings post funding, MFS intended to use trainings or CLEs as incentives. The online portal that was developed was sustained by ILAO receiving funding to improve and expand the portal statewide. Network partners also had access and continued to use the network developed tools, instruments, and assessments. The grantee received state-based VOCA funds in the final year of the project, which allowed them to pay legal service staff members that were hired under this project, and hire three new attorneys focusing on human trafficking, criminal rights, and immigration. They also submitted six proposals and were looking for additional private funding to cover salaries and project management.

In **DENVER**, the navigator process was sustained though providing the curriculum online and having the training audio recorded. In 2018, the steering committee began collaborating with the Colorado Division of Criminal Justice Office of Victim Programs (DCJ, the state VOCA administrator) and extended LINC statewide. The grantee was awarded a grant in partnership with DCJ to house a statewide civil legal services coordinator, explore the gaps in civil legal services across the state, and extend the LINC statewide. Most partners were also confident that the relationships they established and enhanced through the network will be sustained after LINC funding ends. They planned to continue providing and receiving referrals through the network in the future. Network partners also applied for additional funding from state-based VOCA, VAWA, and VALE funding to sustain the LINC.

In **LOS ANGELES**, service provision continued with other funding sources, such as VOCA, EJW, and additional state and county funding. The relationships and referrals between network partners continued as did the hotline for victims who were not able to be seen through the network, though the number of callers had declined. Network partner meetings did not continue; however, a list



serv was developed to keep partners connected and informed of any upcoming community events or trainings. Network partners continued providing referrals via email and phone calls.

The **TEXAS** site used additional funding sources throughout the project to improve and expand its network. Once the project officially ended, they received VOCA funding that allowed them to continue the network for two additional years and expand into non-urban areas. While several partners felt that the relationships built would be sustained, the grantee did report a decline in steering committee engagement in 2019.



CHAPTER 17.

Highlights and Program Blueprint

What To Consider When Building Your Wraparound Network

This report shows that there are a variety of ways to successfully build a wraparound network that focuses on providing holistic legal services to victims of crime. Based on the findings of the national evaluation of the five original OVC WVLAN's there are a number of steps required to build such a network – regardless of whether the focus is on legal services or victims of crime specifically. For those who plan to develop networks within their own geographical areas an overview of the steps required and questions and information to consider are laid out below. This is by no means an exhaustive list and should be used as a template or starting place.

Step 1: Determining Funding Needs			
What are you going to pay for?		Is this a one-time cost or continuous?	Notes
Staff	Project Coordinator	Continuous	Estimate that this person will spend 50-100 percent of their time on this task
	Project Director	Continuous	
	Network Partner Organizations	Continuous	You may want to give them a flat rate for participating to help cover staff and service costs and/or provide compensation for attending meetings
	Service Providers (new or already in place)	Continuous	If your network has low capacity, you may need to hire new service providers. Consider how this will be sustained once the funding period ends.
	Local Research Partner/Evaluator	Continuous	Action research partnership provides more real-time feedback and full engagement of evaluators
Consultants	Tech Company/Web Design	One Time / Continuous	This is only necessary if you plan on setting up a website or online portal and do not have internal staff with the knowledge. If you do you will need funding to purchase the domain name and maintain the site.
	Translators	One Time / Continuous	This would be for any service documents that need to be translated or providing translators to victims that prefer a language other than English.
	Trainers	One Time	Continuous need to raise awareness and train partners on evolving topics
Time	Attending Meetings	Continuous	Increases engagement and awareness of services available at partner organizations
	Reviewing Documents	One Time / Continuous	



	Developing Funder-Required Products	One Time / Continuous	If you have a grant/contract to build your network your funder may require progress reports or a final report – these take time and planning to complete
Equipment	Software	One Time / Continuous	Website hosting and client tracking databases to expand resources and provide opportunities for referrals at lower costs
Meetings/ Events	Space for Trainings	One Time / Continuous	This may not be necessary if you or a partner organization has free space available
	Space for Meetings	One Time / Continuous	

Step 2: Picking Your Partners

Who Will You Need?	Things to Consider		
Leader(s)	Choose an organization with the capacity and resources to lead the project.	Hire a full-time project coordinator and/or leader with project management experience.	Make sure the leader is well organized and able to keep the project moving forward/coordinate everyone.
Partner Organizations	Choose organizations that have the capacity to join (staff, time, service provision).	Include a diverse range of victim service providers that cover multiple service types, occupations, and victim populations.	For meeting attendance, have a mix of executive directors and front-line staff, this way you get the experience of the frontline staff and decision makers at the same table to speed up the process.
Research Partner/Evaluator	Choose a strong local research partner with extensive knowledge of victimization, victim services, trauma-informed and victim-centered research, and needs assessment.	Choose a partner that is familiar with human subjects research requirements.	Have the research partner participate in network meetings/events to build relationships with the partners and share findings when relevant.
Additional Notes: <ul style="list-style-type: none"> - Take time early in the planning process to learn about the types of services that each partnering organization provides, as well as eligibility criteria and capacity. Make sure this information is shared with all participating organizations and that it is continuously updated when there are changes. - Clearly communicate the goals of the project, as well as expectations for partnering organizations, continuously throughout the project. - Begin discussing challenges associated with different organizational policies on confidentiality and information sharing early in the planning process because these issues have an impact on developing referrals processes and tracking client outcomes. 			

Step 3: Determining Rules, Bylaws, Schedules

Are You Going To Have MOU's or Signed Contracts?	How Will Decisions Be Made?	How Often Will You Have Meetings?	In Person	Remote
<u>PROS</u> This gives the network more legitimacy, holds partners accountable May be required by funding	<ul style="list-style-type: none"> - Consensus when possible - If it is a larger group – have a core group of 	You may need to have more frequent meetings during the planning phase (monthly). This can	<u>PROS</u> Build relationships more quickly	<u>PROS</u> Allows more partners to join



<u>CONS</u> Participants may be uncomfortable or unable to join if a formal contract is used	heavily engaged partners that make the decisions	be reduced during implementation (quarterly) but make sure to continue meetings to continue partner engagement	<u>CONS</u> May be expensive/time consuming for some partners to travel	<u>CONS</u> - Harder to build relationships - Remote participants may feel left out
<u>Additional Notes:</u> <ul style="list-style-type: none"> - Consider using smaller working groups on the steering committee to accomplish large tasks. - Consider using agendas to keep steering committee meetings on task and on schedule. - Create action items at the end of each meeting and email meeting notes to each partner after the meeting. - For meetings that include remote staff set up video - If it's not possible to have consistent in person meetings try to host an in person meeting once a quarter or biannually 				

Step 4: Getting a Lay of the Land (Needs Assessment/Background Research)			
What Is the Purpose	How Should You Collect Data?	What Is Your Sample*	What is the Goal/Outcome
<p>Conducting a needs assessment or background research on the victimization and service needs in your area before developing a firm network plan will allow you to tailor your plan to the unique needs of your geographic area. It will help you identify the gaps and needs in crime victim service provision. It will also help you identify which organizations should be invited to join the network.</p> <p>Background research will also reduce the risk that you are duplicating work that has already been completed in your or similar communities by identifying best practices and building off other similar network plans.</p>	Surveys	<ul style="list-style-type: none"> - Crime Victim Service Providers in your area - Victims of crime in your area - Network Partners 	Gather information on experiences with receiving or providing services, what gaps are present, and recommendations for improvement
	Literature Review	Look for research and census data on victimization and services available in your area	This will give you an idea of what victims of crime and available services looks like in your area and present ideas on best practices for providing services, and implementing and evaluating programs
	Interviews/Focus Groups	<ul style="list-style-type: none"> - Crime Victim Service Providers in your area - Victims of crime in your area - Network Partners 	Gather information on experiences with receiving or providing services, what gaps are present, and recommendations for improvement

Step 5: Developing Your Plan
Possible Network Components
<p>Case Navigators: A specific staff member(s) within each network partner is identified as a point person to receive or make referrals. This position helps victims navigate the network and connects them directly to the organization that can provide them with services.</p>



Hotline/Helpline: A phone line where victims can call to be connected to the network, or for providers to refer victims that are not able to be seen through the network to receive external resources. This works best when there is an available staff person to cover the line.

Language Access: Translated documents, a plan for using a language line, or the availability of translators to assist victims with a preferred language other than English.

Online Component: A website or portal where victims and/or service providers can access information about services, ask questions, and be connected to providers. Can also be a platform just for partners to enter in or accept network referrals/track data.

Step 6: Expanding Your Network

When Should You Expand?	Who Should You Include?	Incentives/Benefits
Start with a small group of partners in the planning phase and then expand the network during the implementation phase.	<ul style="list-style-type: none"> - Providers that cover a noted gap in service delivery or an area that is under capacity - Providers that cover a gap geographically 	<ul style="list-style-type: none"> - Greater awareness of the different types of victim service providers in a specific region, the types of services they provide, and resources that are available to crime victims - Building relationships and personal connections with other service providers, breaking down the silos between different types of service providers (e.g., civil and criminal legal services, social services, law enforcement-based services) - More options for providing and receiving client referrals and warm handoffs - Monetary compensation (if available) for participating in steering committee meetings - Access to resources like trainings, intake forms and processes, and other tools

Step 7: Maintaining Engagement and Collaboration

Transitions and New Staff	Increasing Engagement
It is likely that partnering organizations will experience staff turnover and new staff members will step into the role of steering committee member or primary point of contact. Develop onboarding processes to ease the transition and get new partners updated on the history and goals of the WVLAN, partner roles and responsibilities, WVLAN components, important milestones, and tools.	<p>Increase partner engagement by:</p> <ul style="list-style-type: none"> - Clearly describing the benefits of participating in the steering committee and network - Providing a stipend to steering committee partners to compensate them for their time - Distributing the workload equally among each of the partners - Communicating between steering committee meetings - Sharing network or partner successes

Step 8: Evaluating Your Network

What Is the Purpose?	What Are Some Evaluation Options?	How Often Should You Evaluate the Network?
<p>To identify:</p> <ul style="list-style-type: none"> - Successes that can be used to increase engagement or for funding applications - Challenges so that they can be addressed 	<ul style="list-style-type: none"> - Track client and case data to identify trends and gaps - Gather feedback via one on one meetings with partners on their experiences with the network - Evaluate any trainings held for relevance and success 	<ul style="list-style-type: none"> - Follow funder requirements - If they are flexible: evaluate on a bi-annual basis, this reduces the burden on partners to a more manageable level and allows challenges to be identified and corrected quickly



- To continue to improve the network		
Additional Notes: Use a participatory research model so that all partners feel involved and invested in the evaluation process and that research partner is integrated into the network and builds relationships with the partners		

Step 9: Sustainability		
When Should Sustainability Planning Begin?	What Are Some Things to Consider?	What Are Your Options?
RIGHT AWAY! Sustainability should be built into the network plans or funding applications. The plan can grow and evolve with the project but should be thought about throughout the entire time period. All partners should be involved or at least informed of the sustainability plan regularly so that they are on board and understand the process and outcome of the project.	How will any staff hired under this network continue to be funded?	<ul style="list-style-type: none"> - Apply for additional funding - Only include staff that are already funded within their organization
	If you developed any kind of online platform how will it be maintained?	<ul style="list-style-type: none"> - Make sure the technical aspect of the platform is completed before funding ends - Build an easy way for materials to be updated - Train existing staff on how to make updates
	How will group communication continue?	<ul style="list-style-type: none"> - Reduce the frequency of meetings - Move meetings to be remote - Switch from meetings to email list serves



CHAPTER 18.

Conclusion

Through this demonstration project OVC sought to develop a comprehensive, collaborative model for delivering wraparound legal assistance services to crime victims. It was anticipated that such an approach would provide a more efficient and coordinated way to meet the legal needs of crime victims, and also increase inter-agency collaborations within and outside the network to address other acute needs of crime victims holistically. As part of this process, OVC designed a two-step planning and implementation grant process to fund five demonstration sites to test the feasibility, appropriateness, and effectiveness of a network approach. To evaluate and learn about the efficacy of a legal networks model, OVC partnered with ICF to conduct a national evaluation with the intent to systematically document the unique and innovative processes of each site and the associated outcomes for crime victims. The results of this evaluation offer a series of implications for the planning and implementation of future efforts to meet the legal needs of individuals responding to, as well as recovering from victimization. These implications pertain to both national and local efforts to plan and develop future legal networks for crime victims.

Implications for Future Demonstration Sites

This report illustrates that the establishment of constructive relationships and support networks for crime victims can yield benefits for victims of crime. We learned that the work of legal networks and close partnerships can offer both emotional and tangible supports for people who have experienced victimization. Crime victims reported mostly positive results for overall well-being as result of receiving services through the respective networks. A majority of respondents to the crime victim survey shared that their overall well-being had improved since receiving services including having received above average levels of emotional support. Most also indicated that they were satisfied with the services they received from the organizations they encountered as part of the network. Through the course of the evaluation, however, we also became aware of a number of challenges and lessons learned in relation to the planning and implementation of these legal networks.

The establishment of a legal network requires a great deal of collaboration and coordination of services which can be difficult to both plan and implement. Each site developed approaches that aligned with OVC's expectations, including the conducting of a needs assessment, identifying key partnerships, developing a system of referrals, and providing key wrap-around services. However, as the individual projects of the demonstration sites progressed, it became increasingly apparent that there are a number of unique challenges associated with creating a high functioning legal network. Many of the challenges are rooted in the difficult tasks associated with convening and coordinating diverse partners around a common goal, maintaining momentum and cooperating over time, and identifying ways to sustain the operation of the networks once the initial planning and implementation phases were complete. Below is a sampling of some of the difficulties that had to be addressed and overcome by the demonstration sites during the course of the project and recommendations on how to overcome or avoid similar challenges for new jurisdictions.



ENSURE CONTINUOUS ENGAGEMENT OF KEY STAKEHOLDERS AND PARTNERS

Proper engagement of the right partners is vital for the successful planning and implementation of a legal network. Engagement is important for many reasons such as maintaining momentum and enthusiasm about the project and creating the capacity to sustain the improvements in collaboration over time. One important step is to develop clear roles and expectations for stakeholders to ensure they feel that they are a part of the team and working toward a common goal. Future sites may benefit from considering how roles and expectations may change over the course of the project and ensuring that stakeholders understand why these changes must occur. Other important factors to consider over the longer term include adjusting demands on stakeholder time based on available time and resources, tailoring assignments to suit participants' interests, realistically considering geographic location and available technology when establishing meeting logistics, and reviewing the role and functioning of the group over time.

It was noted the lack of in-person meetings or the improper frequency of meetings can lead to less engagement among the key team members as the project unfolds. In some instances, partners who did not have existing relationships with each other felt uncomfortable having difficult conversations without being able to read each other's body language. They believed that in-person meetings would have facilitated relationship and trust-building, as well as more comfortable conversations.

In addition, having the right organizations and representatives at the table is very important. Future sites are likely to benefit from ensuring that stakeholders are diverse and represent different points of view relevant to the demonstration project. The partners associated with these particular demonstration sites highly recommended choosing a multidisciplinary and diverse range of victim-serving organizations and individuals to serve as steering committee members and network partners. Recommendations included the inclusion of organizations that serve victims who have experienced different types of crimes, as well as under-served victim populations (e.g., rural, non-English proficient, immigrants). They also noted it was important to include organizations that provide a wide range of service providers, such as lawyers, social workers, case manager, advocates, and law enforcement. While there is no single, uniform list of representatives that must be included in the development of a legal network, it is important that sites consciously select partners and team members who adequately represent their respective jurisdictions. Decisions should be based on needs of the target population, service capacity gaps, access barriers, and relevant stakeholders who need to be at the table to facilitate necessary change.

Engagement and Partner Recommendations

- ❖ Develop clear roles and expectations for stakeholders
- ❖ Adjust roles and expectations as situations change
- ❖ Meet in-person whenever possible to facilitate relationship building and more interactive discussions
- ❖ Choose a multidisciplinary and diverse range of steering committee members and network partners. This should include:
 - Organizations that serve victims of different types of crimes
 - Organizations that serve under-served victim populations
 - Steering committee members who are different types of service providers
 - Steering committee members who are ethnically and culturally diverse
 - Steering committee members who are victims of crime
 - Steering committee members with decision-making power (e.g., executive directors)
 - Steering committee members who are front-line service providers



WEIGH MANAGEMENT SKILLS AND SUBJECT MATTER EXPERTISE FOR PROJECT LEADERSHIP

It goes without saying that leadership is critical for planning and implementing a successful project as complex as a legal network. This relates not only to the specific project leadership, but the leadership of the representative agency or organizations that comprise the network. The leadership of each system must ensure that their organization is ready to institutionalize the changes that accompany the linking of systems and advance the shared vision. Leaders must formulate policies that will further solidify the agreed-upon changes in operations in their respective systems. Policies should set clear expectations for collaboration and provide concrete guidance to staff on new operational procedures.

Network partners shared several lessons learned and recommendations regarding project leadership in the demonstration sites. They indicated it is important for project leaders to be willing and able to adapt and make adjustments when progress is not occurring as expected. They felt choosing a project leader who is organized, focused, open-minded, detail-oriented, flexible, and dedicated to coordinating the project full time is very important. They also spoke about how having a leader with strong project management skills was more important than having a leader who was a lawyer.

Leadership Recommendations

- ❖ Choose a project leader with strong project management skills
- ❖ Choose a project leader that can be flexible and make project adjustments when necessary
- ❖ Ensure that the project leader can be dedicated to the project full time

ESTABLISH ACHIEVABLE GOALS, SCOPE OF WORK, AND TIMELINES

Future legal network sites must be realistic in their goals and objectives and the timeline for completion of tasks. Project planning should not be rushed, and it must gather all of the information necessary to plan, implement and sustain the network over an extended period of time. This includes conducting a needs assessment that actually informs the major components and strategies for the development and functioning of the network. In this particular evaluation, it was discovered that some research partners did not feel the needs assessment findings were used effectively to drive planning and implementation.

Oftentimes, this challenge can be overcome by using the logic model, retaining the expertise of a researcher, and making the project manageable by not aiming to do too much in a limited period. It is equally important that the logic model, as well as the goals, objectives, and activities of the project, be revisited from time- to- time to ensure that all of the partners are coordinated and remain “on the same page.” This study discovered that one site had moved from planning to implementation too quickly and before the network was ready to provide services. Once this was recognized, implementation was delayed to allow time to address the challenges associated with service delivery.



Setting realistic and feasible expectations about both timelines and capacity is important for building and maintaining a functional legal network. Our study found that network partners experienced capacity issues both during planning and implementation of their projects. For victim-serving agencies in particular, it was often expressed that they lacked the capacity with available resources (i.e., funding and staffing) to participate at an equal level with other organizations. A majority of partners indicated that they did not have adequate resources or time to participate in the planned activities of the network. It is important for project directors, and the network partners as a whole, work to develop realistic and feasible plans that are agreed-upon and inclusive in nature. Partner engagement can be negatively impacted by over-extending the resources of key players and organizations, which can erode participation over time.

Goals and Time Recommendations

- ❖ Develop attainable goals
- ❖ Share goals, roles and responsibilities, and expectations with the partners
- ❖ Set clear timelines for completing tasks
- ❖ Revisit goals frequently and set action steps
- ❖ Use the planning phase to thoroughly, thoughtfully, and comprehensively plan service delivery
- ❖ Do not move to implementation too quickly
- ❖ Consult front line service providers when designing intake and referral processes
- ❖ Provide extra time for addressing challenges during implementation
- ❖ Plan for the process to take more time than expected
- ❖ Include time spent in meetings, conversations outside of meetings, and data collection in timelines and budgets

REGULARLY COMMUNICATE GOALS, ROLES, AND EXPECTATIONS TO NETWORK PARTNERS

Our evaluation further uncovered a variety of challenges associated with collaboration. Many of the challenges faced by the legal network demonstration sites are common and consistent with other initiatives designed to enhance inter-agency collaboration. These entail issues related to the sharing of information, confidentiality issues, organizational differences in missions, goals, standard operating procedures as well as inequities in resources and funding among network partners. Such issues heighten the importance of carefully planning the roles and responsibilities of each partnering agency or organization and establishing formal agreements that clearly delineate expectations and address sensitive issues.



Interagency collaboration is critical to the success of a legal network because it helps to create a sense of responsibility, ownership, and accountability. It can also help in reducing duplication of effort, promoting greater efficiency in the use of resources across network partners, and create an infrastructure for driving network operations, including the sharing of information for the purposes of providing quality service delivery and monitoring performance. The purpose of the collaboration needs to be clear and documented formally in memorandums of agreement that clarify partner roles and responsibilities. Each network partner should have a clear understanding of their roles and responsibilities as members of the system of care. If not, partners can disconnect from a project when it is unclear that there is a need for them or their expertise or services. To avoid this, future demonstration sites should ensure that network partners have clear direction on what is expected of them as well as any related timelines and other specific conditions related to task completion. The goal should be to achieve a sense of collective accountability for following through on decisions that are agreed upon in regard to things such as data and information sharing, processes for doing business across systems, and policy changes.

Partner Organization and Collaboration Recommendations

- ❖ Discuss roles and responsibilities with each network partner
- ❖ Start with a small group of partners in the planning phase and then expand the network during the implementation phase.
- ❖ Use smaller subcommittees and workgroups to accomplish specific tasks
- ❖ Choose one consistent point of contact for each organization
- ❖ Increase partner engagement by:
 - Clearly describing the benefits of participating in the steering committee and network
 - Providing a stipend to steering committee partners to compensate them for their time
 - Distribute the workload equally among each of the partners
 - Communicating between steering committee meetings
- ❖ Develop an onboarding processes for new steering committee members and network partners
- ❖ Collaborate with WVLAN's in other regions to discuss tools, challenges, solutions, and lessons learned

ENGAGE THE LOCAL RESEARCH PARTNER

Research partners bring to the project specific skills in the field of program design, monitoring, and evaluation that are important to the project getting off to a good start and remaining on track. Research partners can be most helpful to a project if their roles are defined clearly based on the needs of the project. They should be used to further the goals and objectives of the project by assisting with the development of logic models, identifying relevant performance measures, and periodically reporting on project results. They can also determine whether adequate data systems and sources are in place for measuring performance and outcomes, or develop new data collection protocols to fill gaps in data availability and access.

This evaluation revealed that research partners often did not feel they were utilized properly or fully integrated into the project. Research partners indicated that they did not have enough decision-making power and felt under-utilized. In some instances, trust between the local research partner and the grantee was slow to develop, thereby making the research process more difficult and time- consuming. Others felt that there was a lack of clarity about how much time the partners were expected to dedicate to data collection and a lack of experience in conducting research on victim legal services, which sometimes made the local research partners seem insensitive.



Future legal networks should take the time to fully outline the specific roles and responsibilities of the research partner and seek ways to integrate their work into every facet of the planning and implementation phases. Researchers are often very adept at developing ways to measure and track progress. They can also help in mapping available data sources, specifying measurable outputs and outcomes, monitoring the completion of project activities, and helping to determine whether a project is on track to meeting its goals. Future sites should consider establishing strategic partnerships with researchers and developing clear guidance for the roles and responsibilities of research. Research partners can also be a very important player in bringing both awareness of the project to external stakeholders and potentially new resources to help with sustainability.

Local Research Partner Recommendations

- ❖ Research previous efforts to establish similar networks in your community
- ❖ Clearly define the role of the research partner
- ❖ Integrate the research partner into the planning and implementation phases of the project
- ❖ Dedicate time to build relationships between the research partner, grantee, and network partners
- ❖ Use research partners to track and measure progress, outcomes, and goal attainment

PLAN FOR SUSTAINABILITY

Projects similar to the legal network demonstration sites require early planning for sustainability. Sites should consider different options for sustainability as early as the planning phase. Some of the most successful demonstration programs develop a plan for sustaining the program in the initial planning phase; however, this approach is rare. As a result, many programs fail after the grant ends because there is no plan to sustain the program and related activities over the long term. Future sites should consider developing a draft sustainability plan as part of the planning phase.

Our findings determined that while there were some efforts on the part of the legal network demonstration sites to plan sustainability, none of the sites developed a formal sustainability plan. Based on the responses to the annual stakeholder interviews conducted during ICF's site visits, we found that Alaska, Denver, and Texas began discussing sustainability during the planning phase but never completed a formal sustainability plan.

It is important to note that sustainability planning should be a collaborative process involving all of the legal network partners, providers, and planning team. Such a collaborative process has the benefit of more options on the table for sustainability. It is important to recognize that there are many ways to sustain a program beyond simply securing additional funding. While continued funding is extremely important, we know from the literature that there are many factors that can increase the likelihood of a program being sustained beyond the grant period. Many of the factors relate to the implications and recommendations described above (e.g., proper engagement of key stakeholders and partners, clearly defined roles and responsibilities, role of the research partner). Some of those factors include (a) having an ongoing accountability focus and process, (b) creating an effective advocacy base, (c) using evaluation data to "make the case" for sustaining the program, and (d) continuous cultivation of interagency relationships, training key staff and partners, and developing political and policy-level supports (Stroul and Manteuffel, 2007).



Future sites should take the opportunity to use data and analysis to garner support and raise project awareness. Data can be very effective tools for demonstrating the importance of a project and its potential for creating meaningful change, such as improving the well-being of victims of crime. Likewise, the establishment of formal agreements among network partners can be an effective means of ensuring sustainability. Such an agreement in writing can help to increase the likelihood that the key partnerships will remain intact, even if the original team members and partnering agencies leave the project. This can thereby contribute to the possible sustainability of the project. In addition, continuous efforts should be made to cultivate relationships over time and develop new partnerships as the need arises. The involvement of key state and local stakeholders in sustainability planning can also go a long way in increasing the likelihood an established legal network can be sustained. In the absence of continued funding, these types of strategies can make the difference between whether a particular program is continued or terminated.

Sustainability Recommendations

- ❖ Begin sustainability planning at the start of the project
- ❖ Include sustainability planning in the development of network procedures and products. For example, how will websites be maintained and updated?
- ❖ Involve all stakeholders in sustainability planning (e.g., legal network partners, project coordinators, research partner, service providers)
- ❖ Pursue additional funding opportunities by demonstrating the value of the network through the data/evaluation that was done
- ❖ Have formal agreements (such as MOU's) with partners

Recommendations for National Partners

UTILIZE A TWO-PHASED APPROACH

Most partners spoke positively about utilizing a two-phased demonstration project approach but needed a longer planning phase than was provided. We recommend providing at least two years for the planning phase, which would allow enough time to identify network and local research partners, complete the necessary steps to formalize partnerships (e.g., organizational approvals and contracts), develop needs assessment methods and instruments, obtain IRB and OVC human subjects protection approvals, conduct needs assessment data collection and analysis, use needs assessment findings collaboratively to develop a service delivery model and WVLAN that meets the needs of the specific community, and participate in training and technical assistance (TTA), and local evaluation activities. We recommend providing at least three years for the implementation phase, which would allow enough time to pilot the new model, make necessary adjustments, fully implement the new model, and continue participating in TTA, and evaluation.

INTEGRATE AN EXPERIENCED TRAINING AND TECHNICAL ASSISTANCE PROVIDER

Developing a WVLAN is extremely challenging. The grantee and partners frequently stated that the training and technical assistance provided by NCVLI was very beneficial to the project but wished they had been integrated into the project sooner. Future demonstration programs should



integrate a TTA provider at the beginning of the project so that the sites can begin developing relationships and working collaboratively with the TTA provider throughout the planning and implementation process. This should include facilitating collaboration and information-sharing across sites so that the different grantees and partners can learn from each other. The TTA provider should also share materials with the sites that could help facilitate the planning and implementation process, such as templates for progress reports, implementation plans, timelines, budgets, and MOUs.

We recommend choosing an experienced TTA provider that has substantive and logistical expertise. For example, the WVLAN demonstration sites benefitted greatly from NCVLI's expertise in providing a wide range of legal services, training legal service providers, and troubleshooting common challenges (e.g., information-sharing without violating client confidentiality, conflicts of interest, developing effective MOUs). If necessary, select multiple TTA providers that can meet the wide range of project needs.

PROVIDE DETAILED INSTRUCTIONS AND RESOURCES TO GRANTEEES

As previously discussed, the grantees and partners often reported feeling overwhelmed and confused by grant policies and procedures. Developing detailed resource guides, fact sheets, and templates about approval processes and timelines, rules and regulations for events (e.g., conferences), human subjects protection regulations and local institutional review boards, and using government systems (e.g., the Grants Management System) could help grantees meet grant requirements more efficiently and quickly. Streamlining grant procedures and policies could also benefit demonstration site grantees greatly. For example, some felt micromanaged and inhibited by the approval process. Having to submit materials for multiple reviews that often spanned several months delayed progress, wasted resources, and negatively impacted partner engagement. Making the process more transparent and easier to navigate could alleviate confusion and anxiety, as well as lead to better implementation. The TTA provider could be leveraged to provide more guidance to the grantees and review products before submission for final approval, thereby reducing the burden on OVC.

REQUIRE SUSTAINABILITY AND MARKETING PLANS

Sustaining the WVLAN after funding ends is critical. We recommend requiring the sites to submit a plan for sustainability in Year 1 of the project. OVC and the TTA provider could provide guidance on options for sustainability that go beyond obtaining additional funding (e.g., state-based VOCA funds), such as institutionalizing policies and practices or using project funds to develop infrastructure and expensive tools (e.g., websites, helplines). Sustainability plans should include action steps and be continuously updated over the life of the project. We also recommend that the sites be required to submit marketing plans in Year 1 of the project. Marketing the WVLAN effectively is critical for engaging new partners, as well as raising awareness of new services and resources. The five demonstration sites used a variety of successful marketing approaches, such as developing WVLAN logos, hosting launch events, distributing fliers and business cards, and giving interviews with local press. Marketing could have been done more consistently and effectively if a plan had been developed.



Conclusion

The national evaluation of the WVLAN demonstration project showed that the five demonstration sites were able to successfully develop WVLAN's that were tailored to the needs of their community. Each site developed a network of service providers who were able to deliver legal services to crime victims more efficiently. The cost of these networks varied across sites, and the total cost reflected not only the geographic service area covered by the network but also the key components of the network. Our findings suggest two challenges associated with costs and staffing. First, sites that used award dollars to fund fulltime positions were not able to sustain this component after the conclusion of the grant. Second, grantees underestimated how much time would be involved in project coordination and grant management duties. Sites had to move money around to adjust and account for this time. Sites that used funds to develop a website appear to have used their funds efficiently. The creation of a website—particularly websites that are multifaceted with resources for the public as well as a portal for network providers—were spoken about positively from all network providers and, relative to costs of other components, were affordable and easier to sustain longer term.

Analysis of the sites' administrative data showed that WVLAN clients most frequently reported a need for civil legal services (especially family law and immigration services) and that the WVLAN partners were able to provide a wide range of civil legal services and referrals to their clients. Clients who participated in the Crime Victim Survey reported that they visited fewer service providers before receiving assistance, received referrals that increased access to services in the networks, and received information about victim rights. Clients who received legal assistance through the network increased from 77 percent during pre-implementation to 94 percent post-implementation. There was also an increase in clients who received help from the network during their current office visit pre- and post-implementation (54 percent vs. 73 percent, respectively). Findings from the Crime Victim Interviews showed that victims who were not able to obtain assistance for all their legal needs still spoke positively about the WVLAN's. They appreciated receiving services more quickly without having to visit multiple service providers or repeatedly explain tell their stories.

Findings from the Network Partner Survey indicated that the network partners felt moderately to significantly involved in the project; believed that the network was comprised of the right partners; and rated network communication, cohesion, and leadership mostly positive. The partners were mostly neutral on whether the project had sufficient resources to develop and implement the WVLAN's. They also believed that there was little to no service coordination between their organization and the network throughout the planning and implementation phases. The Stakeholder Interviews provide greater context for these findings. For example, effective collaboration was difficult due to challenges associated with information-sharing and confidentiality; geographic distance between service providers; lack of clear communication; and frequent turnover among both network partner representatives and service provider staff. The network partners also felt that they lacked the capacity and resources to adequately participate in the demonstration project and provide services to crime victims.

In addition to understanding network partners' perceptions of the effectiveness of the WVLANs, this evaluation also sought to capture changes in service delivery perceptions from community service providers that were not part of the network. The findings suggest the presence and activities of the networks across sites had positive impacts for the community at large. For example, collaboration with diverse providers (e.g., law enforcement, social service providers, government agencies, legal providers) increased across most sites. Moreover, challenges associated with coordinating with other service organizations decreased post-implementation.

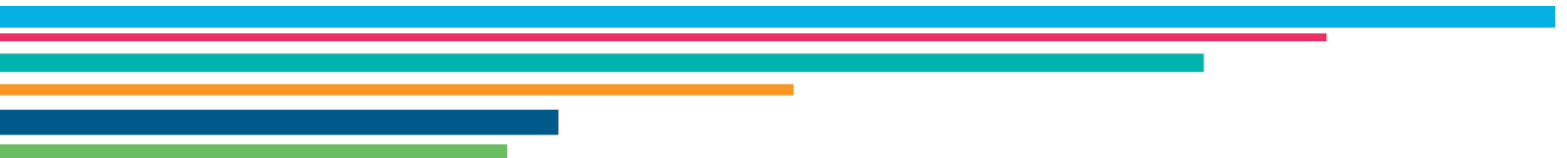


Between pre- and post-implementation, there was a marked decrease in respondents who reported their organization experiences challenges serving crime victim legal needs. As noted by the network providers themselves and respondents to the social service provider survey, there is still room for improvement to ensure victims of crime are aware of legal resources available to them.

Future research should build upon the findings from the national evaluation in a variety of ways. For example, additional research and evaluation should explore the long-term impacts of the WVLAN's on service delivery to crime victims, such as improved referrals, client outcomes, and cost-effectiveness of service delivery. Future research could also explore the benefits to service providers who participate in WVLAN's, such as more efficient use of resources due to streamlined processes and increased collaboration with other service providers. It is also important to explore how the WVLAN's affect partners who are outside the network and the impacts on the larger community of service providers. Finally, we suggest examining the ways that WVLAN's evolve as they broaden their reach. For example, do WVLAN's change as they implement statewide? Is there a point at which the WVLAN's become too big and lose a nuanced community focus? Overall it was found that the OVC Wraparound Victim Legal Assistance Network Demonstration Project met its goals. These types of collaborative models show a great potential to positively impact communities in need and more time and resources should be dedicated to continue to evaluate and expand upon these networks.



Appendix A: References



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Appendix B: Detailed Methodology

Crime Victim Interview

Introduction

The Crime Victim Interview (CVI) was designed to gather in-depth information on the needs and experiences of crime victims served by the wraparound networks to better understand how the wraparound networks impacted victims' experiences with accessing legal services, whether these services met their needs, and capture recommendations to improve service provision for crime victims. ICF worked closely with OVC and the pilot sites to determine the most feasible data collection option to collect information from victims of crime. Unlike the Crime Victim Survey, which included all victims of crime regardless of whether they received services under the Network, it was important to capture the experiences of victims of crime specifically served by Network services. Interviews were ultimately chosen because the data collection could be a double-blind process. While the service providers aided in the recruitment by disseminating business cards to their clients, they would not know if their clients called the hotline. Because it was a toll-free line and compensation could be provided via the phone, the interviewees did not solicit personally identifiable information. Instead, research staff could track type of agency and site as well as victim demographic information.

Along with the CVS, the CVI allowed crime victims to discuss their experience being served through the wraparound network and to help shape future directions of victim services. The CVI was administered once during the course of the project during the post implementation wave of data collection. Two phone lines – one for English speaking callers and one for Spanish speaking callers – were available during the data collection.

Instrument Development

The CVI included four components – a screener, the consent, the interview protocol, and demographic questionnaire. The screener contained a series of questions to capture how the participant learned about the interview opportunity, gather a code to identify the organization that recruited the participant, and confirm that the caller was eligible to participate. The screener resembled a flow chart with corresponding follow-up questions depending on how a participant responded. Screener questions started with general eligibility requirements (e.g., age, received services) and progressed to the more specific questions about victimization. The first question asked how the participant learned about the interview. Subsequent questions asked for a code on the business card and the participant's age. If the participant was under the age of 18, unable to provide the code on the business card, or provided an explanation about how they heard about the interview that did not support receiving services¹, the interviewer terminated the call with a script that explained that the participant did not meet the eligibility requirements and thanked them for their time. The final set of five questions included three dummy questions unrelated to victimization and two questions asking specifically about crime victimization. The five questions were asked together so that if the participant was ineligible, they would not know the subject content of the interview. If the participant responded “yes” to the victimization questions, the interviewer proceeded to conducting the interview. If they answered “no” to both victimization

¹ For example, one respondent, when asked how they learned about this interview, said they found the business card in a parking lot and called the number. This participant was screened out as ineligible to participate.

questions, the interviewer read the script about not being eligible for participation and ended the call. This screener helped ensure that respondents were victims of crime who received services from organizations that were part of the legal network established in their community.

The consent protocol followed the completion of the screener for those respondents that met the eligibility requirements to participate in the phone interview. The purpose of the consent was threefold. First, it was used to ensure the participant was in a safe place to continue with the call and discuss ways the participant could let the interviewer know mid-interview if their situation had changed. Second, it was to inform the participant about the nature and purpose of the data collection, what would be done with the information, and processes ICF took to ensure their confidentiality. Third, it offered an opportunity for project staff to secure permission to record and for the participant to ask any questions prior to beginning the interview. The consent had 6 components: (1) **description of participant involvement**, which included a brief description of the kinds of questions that would be asked during the interview; (2) **voluntary nature of the interview**, to explain participation was voluntary and participants could end the call at any time or skip any question they did not want to answer with consequences; (3) **compensation for participation**, which described the compensation amount and the invaluable contribution their participation would have to the overall study; (4) **risks and discomforts**, to reiterate the types of questions we would ask and stress that we were not including questions about the victimization itself and therefore no risks or discomforts were anticipated. However, we let participants know that we had a list of service providers (local and national) that would provide to them; (5) **confidentiality**, which described what types of information would be kept confidential and what, by law, we would be required to disclose to officials if discussed during the interview; and (6) **audio recording**, to request verbal permission to audio record the interview and explain what will happen to the audio recordings after interview completion.

To develop the interview protocol, ICF researchers conducted an in-depth review of scholarly literature and existing interview protocols examining survey questions that solicited information about help-seeking post victimization, were trauma-informed and survivor-centered, and written in plain language. ICF developed an inventory of applicable questions and selected questions that best aligned with our research needs, that could be facilitated in the time allotted for the interview (1 hour), and had minimize chance of soliciting information about active, ongoing legal cases. The specific language used in the questions were adapted based on recommendations from project staff and other experts in the victim services field as well as recommendations from IRB.

Crime Victim Interview Protocol Themes

- Victim Service Awareness
- Barriers to Access
- Ease of Accessing Services
- Collaboration & Referrals
- Communication
- Eligibility Requirements
- Victim Service Provision
- Victim Service Impact
- Lessons Learned
- Demographics

The interview protocol included a set of questions that were asked to every interviewee. If time permitted, additional questions were included in the interview protocol that the interviewer could ask as appropriate. The interview protocol was separated into overarching themes that asked the participant to share about his or her

experiences. The first section was designed to capture victims' experiences with learning about and accessing services including referrals. The second section was designed to gather information on their interactions with the organization including navigating eligibility requirements, types of services received, and unmet needs. The final set of questions was designed to inform broader victim services by asking for recommendations for improving victim services. As a safety measure, a fake survey with three questions was developed to solicit information about a recent shopping experience. These three questions were included on each page of the protocol so that the interviewer could quickly pivot if someone other than the respondent joined the call or if the victim indicated they were not longer in a safe place to continue with the survey².

The demographic questionnaire included a set of questions asked after the completion of the interview protocol questions. The questions were optional and asked the respondent's gender, age, and race. The questionnaire also asked about their victimization, when the victimization occurred, if the respondent received services, and type of services received.

ADMINISTRATION

ICF partnered with the wraparound project grantees and partner organizations to help recruit interview participants. The target audience for the CVI included crime victims who received legal assistance from a partner organization in the wraparound network. The CVI was administered simultaneously with the Time 2 CVS data collection and was in the field for nine months. All of the partner organizations within each site who were disseminating the CVS were asked to participate in CVI recruitment efforts. In consultation with the sites, OVC, and NIJ, it was decided that the partners should be responsible for recruitment with support from ICF because they were in the best position to determine if a victim was in a place in their recovery trajectory to participate in the interview and were better able to ensure that victims who were recruited would not jeopardize their legal case by participating. Providers also felt that the victims would trust ICF more if they were recruited by their providers with whom they already had a trusted relationship.

An incentive—a \$20 Visa or Amazon gift card, depending on participant preference—was offered to each interview respondent upon completion of the interview. The CVI was advertised in two ways: (1) flyers were included in each CVS packet and (2) organizations were provided with business cards and a recruitment email draft that could be sent to potential participants. The CVI flyers and business cards included a brief description of the purpose of the interview, description of ICF, the toll-free phone line number, and mention of the incentive. The business card was two-sided and included the information in both English and Spanish for convenience. ICF developed a coding system and corresponding key to identify the wraparound network and type of service provider that recruited a respondent. The organization-specific codes were included on the business cards,

Crime Victim Interview Eligibility

Criteria included:

- victim of any type of crime
- over the age of 18
- parents or guardians could complete the interview in relation to a child's victimization
- adult children or caretakers could participate on behalf of elderly victims
- respondents should only participate if it would not impact their legal case

² During the consent, the interviewer discussed with the participant how they could indicate they were no longer safe to continue the interview by saying a color.

collected by the interviewer for tracking, and used for analysis to group findings by wraparound site.

The business cards and related administration documents were sent to partner organizations in September 2018. Prior to mailing, ICF emailed the point-of-contact at each organization to notify them of the shipment of recruitment materials. The email encouraged the partners to discuss the opportunity to participate in an interview with eligible clients and share a business card with interested clients. Each organization received a package that included business cards, a recruitment guide, an eligibility flyer, and a frequently asked questions document. Each organization received between 5 – 20 business cards depending on the size of their organization and the clientele served³. The introduction email included a brief description of the data collection, a copy of the eligibility flyer for convenience, and sample recruitment emails – one in English and one in Spanish – that the organizations could send to potential participants. The organizations could request additional business cards if needed. Halfway through administration, ICF emailed each organization an update on the number of completed interviews from their site and encouraged them to continue their recruitment efforts.

The interview data collection period began July 2018 and remained open until June 2019. The length of data collection was intentional to allow for the highest response rate as possible for each site as well as increase the diversity in legal needs of participants. There were toll-free phone lines for English and Spanish that were answered during business hours. To help account for differences in time zones, toll-lines were covered, when possible, from 8am until 8pm EST. Interviewers had experience interviewing victims of crime and/or with trauma- informed interviewing. For each call, the interviewer administered the screener to ensure that the caller met the eligibility requirements before reading through the consent and beginning the interview. ICF created a tracking sheet to record pertinent information about each interview (e.g., business card code; date, time, and the length of the interview; incentive information). At the conclusion of each interview, the interviewee uploaded the recording (if applicable) and interview notes to a folder saved on a password protected system with limited access. Incentives, if the participant requested a gift card to be mailed to a physical address, were mailed within 48 hours of completion of the interview.

Safety and Confidentiality Protocols

Safety

- Double blind telephone interview
- Screener
- Code word to end the interview or switch to market survey
- Nondescript business card that rang to a tollfree number
- No questions about victimization

Confidentiality

- Consent form
- No identifying information solicited, and when provided, stored in separate files firewalled on password-protected servers
- Demographic questionnaire and data kept separate from interview transcripts

³ For example, in site, one network organization works with the same victims as another organization in the network so it would be duplicative for both to recruit clients. In another example, the organization expressed concern with participating in the recruitment of clients given the demographics of the clientele served and because their program is primarily volunteer driven

SAMPLE

In total, ICF was able to connect with 15 potential interview participants. Two callers were determined to be ineligible due to not responding affirmatively to the eligibility screening questions that included whether they were a victim of a crime and whether they had received help as a result of the victimization. This resulted in a total of 13 interviews. Texas had the highest number of interviews (n=6) followed by Denver (n=5) and Chicago (n=2). Victims from LA and Alaska did not complete⁴ an interview.

Demonstration Site	Sample Size
Alaska	0
Cook County, IL	2
Denver County, CO	5
Los Angeles County, CA	0
Texas	6
Total	13

Analysis

ICF requested permission from all interview participants to audio record the interviews. These audio recordings were transcribed. If the interview was not recorded, the facilitator took detailed notes which were cleaned and uploaded. In order to ensure the confidentiality of interview participants, identifiable information was removed, and the recordings were deleted following their transcription. The transcriptions from these recordings and interview notes were then reviewed, coded, and analyzed to extract key themes. All transcriptions were qualitatively coded to provide basic information regarding the experiences of victims of crime in the wraparound networks; awareness and access to services; services received; and recommendations on how to improve the field's response to victims of crime. The results of this analysis are discussed in Chapter 11. Victims of Crime.

Limitations

There were a few limitations that are important to note. The interviews are limited to self-reports, which relies on respondents' perceptions and memories. In addition, crime victims volunteered to participate, which can result in self-selection bias and a group of like-minded people. Furthermore, the use of non-probability sampling methods (i.e., service provider outreach for the victim phone interviews) in recruiting participants limits the ability to assess representativeness and generalize findings.

⁴ The toll-line was covered from 7am EDT to 5 EDT Monday through Friday. Staff also answered calls after hours during the week when available. It is possible victims from the Alaska network called to participate but their calls were not answered. One victim from LA called, but was determined to be ineligible. We did include a voicemail option for victims to leave a number and time to call back, if they chose. No messages were left.

Crime Victim Survey

Introduction

The Crime Victim Survey (CVS) was designed to capture the perspectives of crime victims who seek and/or receive services related to their victimization within each wraparound network. The primary purpose of the CVS was to understand and measure changes in the wraparound network and services offered in the networks. The CVS was administered twice over the course of the project to track changes in the perspectives of crime victims who seek and receive legal services. The first wave of data collection (hereafter called pre-implementation) occurred prior to network implementation, and the survey was in the field for 16 months. The second wave (hereafter called post-implementation) occurred near the end of the project when each site had been implementing for at least two years, and the survey was in the field for 14 months. To thank the survey participants for their time, an opportunity to win or receive an incentive was offered upon completion of the survey.

Instrument Development

To develop the survey instrument, researchers first conducted an in-depth review of scholarly literature and existing instruments measuring constructs such as victim status/case details, demographics, victims' legal needs, types of assistance/services received, awareness and knowledge of services, referral process, barriers to service receipt, perceptions of service delivery, and overall satisfaction. ICF researchers developed an inventory of existing measures in order to cross-compare individual items and scales.

Crime Victim Survey Protocol Topics

- Crime Victimization
- Service Provision Needs
- Exposure to Service Organizations
- Awareness of Services
- Awareness of Rights
- Perceptions of Service Delivery
- Satisfaction & Well-being
- Service Improvement Recommendations
- Demographics

To the extent possible, researchers attempted to maintain the integrity of the original scales; however, there were no existing measures that fully met the needs of the evaluation. For example, measures often were not organized into cohesive scales, not all items of scales or sections were relevant to the WVLAN project, and some scales had too many items for inclusion. Therefore, to maintain an appropriate level of burden for respondents, full scales were not used. Throughout development, special consideration was given to make sure the survey was written at a 7th to 8th grade reading level.

The survey was organized into three sections. The first section was designed to capture information about the respondents' victimization and the legal services received as a result of the victimization. This section included multiple option variables that asked about the type of crime the respondents' current visit was related to, the type of legal help needed as a result of the crime, the type of help received, how respondents learned about legal help, and the legal rights that respondents had been told about. The second section included seven scales designed to understand respondents' perceptions of legal services: 1) Increased Knowledge, 2) Barriers to Receiving Services, 3) Barriers to Receiving Legal Services, 4) Ease of Access to Services, 5) Helpfulness of Services, 6) Provider Interaction, and 7) Provider Knowledge. A five-point Likert scale from 1=Strongly Disagree to 5=Strongly Agree was used for all survey items in this section. In post-implementation, additional survey items were added to capture the respondents' well-

being after receiving legal services. The third section included questions designed to collect respondents' demographic information. The survey also included open-ended response items including suggestions for improving legal help for crime victims. Finally, the survey included three items (i.e. birth month, first initial of first name, and first initial of middle name) that could be used to create a unique identifying code to track respondents who completed the survey multiple times (either from multiple visits at the same organization or because they are receiving services at multiple organizations).

The CVS was available in two forms: paper and online. During both waves of data collection, the online survey was available in English and Spanish. In pre-implementation, the paper survey was available in the top two languages at each site. In all sites, Spanish was the most common language after English, so the survey was available in these two languages. Post-implementation, the paper survey was available in English and Spanish for all sites. Upon request of each site, the survey was available in select additional languages including Chinese, Japanese, Korean, Polish, Russian, and Tagalog. For both waves of data collection, ICF sent the CVS to a professional translation company for translation.

RECRUITMENT

The survey was administered twice over the course of the project. The first wave of data collection was completed during Phase 1 (i.e. Needs Assessment, Planning, and Piloting) of the project from December 2014 through March 2016, and the second wave of data collection was completed around the end of the demonstration grant cycle from May 2018 through April 2019.

ICF researchers partnered with the grantees' service delivery partner organizations in both administrations to help disseminate the survey. Prior to pre-implementation dissemination, ICF obtained buy-in from the organizations to participate in the survey distribution by discussing recruitment strategies with the grantees and getting their feedback on which partners to include and how best to approach them. This process included emailing an invitation letter and DOJ endorsement letter with information about the survey, discussing the survey effort by phone, and having the grantees and/or ICF research team talk to the steering committee about the survey effort during steering committee meetings. During these phone calls and in-person meetings, ICF described the process for administering the survey, answered questions, and addressed concerns. Some partner organizations declined participation in the survey and were thus excluded. In pre-implementation, partner organizations were eligible if they were network partners or expected to eventually be part of the wraparound victim service delivery networks. Post-implementation, grantee organizations identified which partner organizations would participate.

ADMINISTRATION

ICF researchers sent emails to the point-of-contact (POC) at each organization prior to shipping the survey materials. The email included an overview of the dissemination process and information for disseminating an electronic link to the online survey. ICF researchers mailed out a box of survey packets to each participating service organizations. Each box included an invitation letter, DOJ endorsement letter, detailed administration instructions with a script for handing out the survey, and the survey packets that included a pre-paid return envelope. Each pre-paid envelope was labeled with a specific ID number. This identification system allowed for the number of surveys that were sent to organizations and the number of surveys that were returned to ICF to be tracked.

Pre-implementation

Survey packets were first mailed out to all participating partner organizations between 11/26/2014 and 12/1/2014. Paper copies of the survey continued to be mailed to organizations upon request while the survey remained in the field. The number of survey packets given to each organization

ranged from 20-150 and was based on the grantee report of how many victims each organization served. Each survey packet included: English and Spanish versions of the survey, an information page about the raffled incentive (i.e. \$75 gift card), a victim resources information sheet, and a pre-paid/self-addressed/re-sealable envelope. Pre-implementation, online versions of the English and Spanish language surveys were launched in April 2015.

Follow-up began in summer 2015 and continued until the survey closed in each site. ICF called partner organizations multiple times to ask if they had questions, see if they needed additional surveys, and problem-solve survey challenges. Some rounds of calls included all partner organizations, and other calls focused on organizations where only zero or one survey had been returned. The survey manager also sent weekly email updates to each site grantee with each site's respective survey response rates starting in July 2015 and presented at Steering Committee meetings when requested to boost response rates. Additional materials were provided partway through the administration to further assist in survey administration, including a flyer in both English and Spanish that could be posted in organizations' waiting rooms, a survey administration FAQ sheet that re-emphasized the instructions on distributing the survey, and a template for mass mail-out letters. The purpose of these efforts was to re-engage partners in distributing the CVS, provide a refresher on the instructions for distributing surveys, and determine whether additional survey packets were needed. The sites were reminded that in order for the evaluation to provide accurate information on victim perspectives of legal services in the network, surveys from each partner within the network were necessary. The pre-implementation surveys were closed in each site once implementation began.

Post-implementation

Post-implementation, survey packets were mailed out to all participating partner organizations between 5/17/2018 and 7/26/2018. Survey administration was identical to pre-implementation except that all administration materials, including the paper copy and online survey links, were provided to the organizations at the same time. The number of survey packets given to each organization ranged from 10-200. The total number of surveys given to each organization was based on partner organization request, grantee recommendation, or estimated from the number of returned surveys in pre-implementation. The documents in the survey packets were the same as pre-implementation except the survey incentive was changed from an entry into a raffle to an option to receive a \$20 gift card to encourage participation by making the incentive more equal to the amount of effort required. An incentive form with information on how the respondent could receive a \$20 gift card replaced the page about the raffled incentive. Also, the survey packets in one of the additional languages (i.e. Chinese, Japanese, Korean, Polish, Russian, and Tagalog) included all the same documents except the Spanish survey and incentive form were replaced with documents translated in the appropriate language.

Service providers at the partner organizations handed out paper versions of the survey or emailed electronic survey links to eligible clients they were serving with victimization-related needs. Clients were eligible if they were victims that received assistance regarding their victimization. Parents/guardians of children who were victims of crime could also complete the survey on behalf of the child. In the survey instructions provided to partner organizations, partners were asked to offer clients a private room for completing the survey if one was available. If not, the client could complete the survey at home. If the client was completing the survey at the office, they were instructed to return the completed survey sealed in the provided envelope to the reception area. If the client was completing the survey at home, they could mail the survey separately in the included pre-paid envelope. Service providers were also instructed to write "declined" on a packet if a victim declined to take the survey, and then return the survey to ICF by mail. This was done to document the response rate. The survey manager sent a follow-up email to partner

organizations in September 2018 and fulfilled requests for additional surveys as needed. Post-implementation surveys were closed April 2019.

SAMPLE

Across both waves of data collection, 714 surveys were completed. Pre-implementation, paper copy data was entered by a third-party company and sent to ICF in Excel. Post-implementation, the survey manager entered the paper copy data into SPSS. Online survey data for each site was downloaded from Survey Monkey after the final cutoff date of each wave of data collection. The survey data was cleaned and analyzed in SPSS.

Demonstration Site	Beginning of Implementation
Alaska	October 2015
Los Angeles, CA	October 2015
Denver, CO	January 2016
Chicago, IL	February 2016
Texas	March 2016

Analysis

Individual cases were excluded from analysis if the survey responses met one of the following criteria: (1) all survey responses were missing, (2) all survey responses were missing after the consent question, (3) all responses to the questions asking about the reason for the visit, crime victimization type, and types of help received were missing, (4) the respondent was not a crime victim, and (5) it was unclear if the respondent met the eligibility criteria. This resulted in the exclusion of 168 surveys.

The remaining 546 surveys (see Table 1) were analyzed using descriptive statistics to provide basic information regarding their crime victimization, experiences accessing and receiving services, and demographic information. Analysis was conducted to look at information within each site and combined for a national perspective. Following the final administration of the survey, researchers confirmed the validity of each scale by running factor analysis and tests for internal consistency. Conducting factor analysis with principal axis factoring and Oblimin and Kaiser Normalization, researchers tested whether each items mapped onto a single factor; any items which did not and did not have strong face validity reasons for inclusion were excluded from the scale. In addition, researchers employed validity testing to ensure that each scale had a Cronbach's Alpha of 0.7 or greater.

Table 1: Sample Size			
Demonstration Site	Pre-implementation	Post-implementation	Total
Alaska	157	15	172
Chicago	60	41	101
Denver	44	28	72
Los Angeles	93	14	107
Texas	58	36	94
Total	412	134	546

Limitations

During pre-implementation, there were several data quality issues including the submission of unlikely or invalid responses for the number of organizations the respondent had met with,

duplicate surveys, and respondents who may not have been crime victims, needed legal help, or received legal help. In some wraparound sites, similar surveys administered by the local research partners at the same time as the ICF Crime Victim Survey negatively affected ICF response rates. During the annual interviews with wraparound site grantees and partners, many partners discussed their feedback and challenges that their site experience with disseminating the CVS such as: (1) survey was too long and complicated; (2) burden on individuals because some organizations disseminate their own survey; (3) recommendations for an immediate incentive for participation; and (4) seeking additional guidance on the process for disseminating the survey.

During post-implementation, many of the demonstration sites were nearing the end of their wraparound projects, were serving fewer clients, and had less funding available for administrative tasks such as disseminating the survey. As a result, the sample size for each demonstration site was smaller than pre-implementation.

Network Partner Survey

Introduction

The purpose of the Network Partner Survey (NPS) was to examine the coordination and collaboration among partners in each wraparound network throughout the duration of the project. The three goals of the NPS were to: 1) provide a quantitative measure of partners' attitudes toward the network; 2) measure the strength of partners' collaborations with one another; and 3) track how these metrics shifted throughout the course of the project. The NPS was administered on an annual basis, and there were five waves of data collection for each wraparound site. The NPS explored partners' perceptions of their interactions with other partners and levels of various components of service coordination over time.

Instrument Development

To develop the survey instrument, researchers first conducted an in-depth review of scholarly literature and existing measures of similar concepts, such as inter-organizational collaboration, coalitions, systems of care, wraparound services, and services integration efforts. The literature review provided important information on theoretical models for measuring collaboration and partnerships; predictors, facilitators, and barriers to partnership development; the role of structure and formalization; characteristics of successful partnerships; and outcomes of collaborative efforts. Through the literature review, researchers developed an inventory of measures in order to cross compare individual items and scales, using this as the basis to develop the survey instrument.

Though the literature review identified items and scales commonly used to measure other inter-organizational collaborative efforts, it is important to note that full scales from the literature were not used. While identified scales included several relevant items, other items were not applicable to the evaluation and were thus excluded. In an effort to reduce survey burden, the researchers struck out items that captured information that could be more effectively obtained through other methods (e.g., site visit interviews). Thus, researchers tailored the scales – editing, adding, or removing items as necessary – to meet the specific needs of the evaluation.

Because the goal of the survey was to capture not only the structure and nature of project partnerships, but also the level of services integration among partners, the survey was organized into two sections. Section I includes items assessing partnership structure and activities and Section II includes items assessing service coordination. For Section I, researchers selected seven scales for inclusion throughout each of the survey administrations: 1) Communication, 2) Right Partner Membership, 3) Cohesion, 4) Leadership, 5) Project Efficiency and Effectiveness, 6) Willing and Able to Participate, and 7) Sufficient Resources. A 5-point Likert scale from 1=Strongly Disagree to 5=Strongly Agree was used for all scales. In addition, an item was included to capture organizational involvement, which asked respondents to rate their involvement on a 5-point Likert scale from 1=No Involvement to 5=Extensive Involvement. Questions to capture the degree of structure in each project (e.g., by-laws, decision-making, meetings) were included in Times 1-4, which used a dichotomous (Yes/No) answer structure. During Time 5, eleven questions related to sustainability were included on the survey to better understand partners' perceptions of their project's sustainability. Section I was structured to ask

respondents to report at an aggregated level on their experience participating in the WVLAN initiative.

Section II of the survey was intended to measure levels of service coordination among project partners. Largely based on the Greenbaum and Dedrick's Interagency Collaboration Activities Scale (IACAS)¹, which had been designed to measure service coordination among child-serving organizations, researchers tailored the original IACAS to meet the needs of the WVLAN project and incorporated items from other services integration measures. Each respondent was asked to rate their extent of coordination for each project partner for each of the 14 activities using a 5-point Likert scale from 1=Not at all/Not Applicable to 5=Very Much (see Figure 1). Researchers developed a Client Service Coordination scale to measure the aspects of client-level coordination that would be most prominent within the WVLAN demonstration sites (items bolded in Figure X).

Figure 1: Service Coordination Activities

1. Work together on other collaborations or committees (does not have to be related to victim legal needs)
2. Have formal written agreements, contracts, or MOUs
3. Share funding or make joint purchases
4. Share facility space (e.g., located in same building, co-locate services, offer space to another organization for specific activities like a weekly legal clinic)
5. Share materials, tools, or other resources (e.g., pamphlets, procedure manuals, centralized databases)
6. Share staff (e.g., an employee shared by two or more agencies)
7. Provide/receive training with this organization
8. Provide/receive referrals with this organization
9. Use common intake forms
10. Share client information as appropriate
11. Share record keeping and management information systems data
12. Develop client service plans together
13. Participate in joint case conferences or case reviews
14. Jointly provide programs or services

ADMINISTRATION

For each wave of the survey, the sampling frame was comprised of an identified point of contact (POC) within each partner organization of each site. Each POC was identified in coordination with grantee agencies, who pointed researchers toward the individuals from each organization who had been most involved in their respective sites' WVLAN initiative. With few exceptions in which the grantee identified two individuals who were equally involved in the WVLAN initiative within a single organization, the NPS was intended to be distributed to only one individual within each organization.

The NPS was conducted across five waves: Time 1 covered 2013; Time 2 covered 2014; Time 3 covered 2015; Time 4 covered 2016; and Time 5 covered 2017 (see Figure 2 for additional details about the time frame the survey inquired about and the administration period). Though the precise outreach strategy and timeline of administration varied across different waves and sites, partners were told they had between two and five weeks to complete the survey and were sent between two to five reminders within this time. Following the survey's publicized closure, the survey manager continued to follow up with partners who had partially responded or not responded until

¹ Greenbaum, P.E., & Dedrick, R.F. (n.d.). Interagency collaboration activities scale (IACAS). Retrieved from <http://rtckids.fmhi.usf.edu/rtcpubs/study01/CollaborationScaleVersion6.pdf>.

they either indicated their refusal to participate in the survey or researchers determined on a case by case basis that they were unlikely to ultimately respond.

Figure 2: NPS Administration		
Time	Time Frame Covered	Administration Period
1	November 2012 to November 2013	November 2013
2	December 2013 to November 2014	December to January 2015
3	December 2014 to November 2015	November to December 2015
4	January 2016 to December 2016	May to June 2017
5	January 2017 to December 2017	March to September 2018

In each site, the partner organization shifted throughout the course of the project due to partners leaving and joining the wraparound networks. Therefore, the number of organizations that participated in the NPS varied in some sites (see Figure 3). Figure X below displays the number of organizations the survey was sent to in each wave as well as the response rates.

Figure 3: Sample Size and Response Rates			
Time	Surveys Disseminated	Surveys Completed	Response Rate
1	55	55	100%
2	54	52	96%
3	54	51	94%
4	52	51	98%
5	75	62	83%

Analysis

As detailed in the results section, the analysis of the NPS took on multiple facets. First, researchers examined how scales within each site varied throughout time, and whether any sites experienced large shifts in project partners' perceptions or collaborations with one another throughout time. Also, researchers created social network graphs of each site and wave to measure and illustrate how partners' connections to one another shifted over the course of the project.

SCALE CREATION

Following the final administration of the survey, researchers confirmed the validity of each scale by running factor analysis and tests for internal consistency. Conducting factor analysis with principal axis factoring and Oblimin and Kaiser Normalization, researchers tested whether each items mapped onto a single factor; any items which did not and did not have strong face validity reasons for inclusion were excluded from the scale. In addition, researchers employed validity testing to ensure that each scale had a Cronbach's Alpha of 0.7 or greater.

Though the various scales represent a large number of facets of the network, it is important to note that they all measure constructs that are *qualitatively positive*. The researchers anticipate, for example, that strong network leadership would generally be associated with better network outcomes; the same goes for having sufficient resources (or any other scale construct). In other

words, higher values in any given scale are desired. At the same time, caution is warranted against over-interpreting the results; especially in Section I, the survey measures only *partners' perceptions* of the network and does not definitely speak to whether the types and quantities of services *actually received* by victims of crime shifted as a result of the project.

For Section I, it is important to note that, even though researchers analyzed trends in the scales over time to see if they displayed significant shifts, researchers had no *a priori* assumptions about whether any shifts occurred. For example, researchers would not necessarily anticipate for partners' views of communication in the project to warm (or cool) as the project wore on. For Section II, however, researchers would hypothesize that, if the networks were serving their intended functions, partners' connections and collaborations with each other would increase.

MISSING DATA

To deal with missing data, the researchers took a multifaceted approach. In creating social network graphs in cases in which partner(s) did not respond, the relationships between two partners were calculated using data from the partner that did respond. Though researchers generally did not impute data for non-responding partners, high non-response rates in Time 5 caused researchers to impute partners' responses from Time 4, if available, in order to lessen the impact potential non-response bias might have on measured trends.

For partners who had partially responded to scales, scales were generally calculated based off of the average of items in each scale they did respond to, though exceptions were made if evidence suggested they intended certain answers for the items they left blank. In particular, a few partners provided sporadic responses to Section II of the NPS in Time 5 – indicating they had collaborated with a few partners on several metrics while leaving every other partner blank. Researchers read this as suggesting that the respondent intended to infer that they had not collaborated with those partners on the inquired metrics. Though researchers attempted to follow-up with the respondent to clarify their answers, in situations in which the follow-ups were not successful, these answers were coded as “Not at All/Not Applicable”.

SOCIAL NETWORK ANALYSIS

Sociocentric social network analysis is utilized to understand the levels of service coordination within the whole, bounded network of each wraparound site. Each partners' ratings for the seven service coordination items were averaged to capture their level of coordination with each of the other organizations in the network. Next, an undirected matrix was calculated by averaging each partner pair's responses. The undirected matrix illustrates the average ratings of the seven activities from each partner pair and provides a snapshot of the extent of coordination throughout the network each year. Social network analysis graphs were created in Gephi to illustrate the levels of service coordination within each site over time.

Limitations

The main limitation is missing or incomplete data. Response and completion rates varied across survey administrations. Response rates dropped off significantly in Time 5, while completion rates were at their lowest in Time 2 (and to a lesser extent Time 5). There are a number of potential explanations for the drop-off in Time 5. First of all, researchers had deliberately pursued a less aggressive follow-up strategy. This was due to the fact that several other data collection components (e.g., site visit interviews, Crime Victim Surveys) that required partners' buy-in were

occurring simultaneously and researchers did not want to jeopardize their relationship with partners. Second, due to these other data collection components might have caused burnout, leading to reduced response rates. Finally, part of the drop off may be attributable to the increased burden of the survey, especially in Texas and Chicago. As previously mentioned, Section II of the survey asked partners to rate their level of collaborations on several metrics *with each other project partner*. Thus, as the number of partners expanded, so too did the survey length. Consistent with this theory is the fact that response and completion rates were typically lowest (and suffered the most) in Texas and Chicago, which had the highest numbers of partners.

Service Provider Survey

Introduction

The purpose of the Service Provider Survey (SPS) was to provide an understanding and measure change over time in perceptions of service delivery to victims, how services are delivered, and resources/tools available for service providers. The findings from the survey represent data gathered from partners of the network and legal service and victim service organizations in the surrounding areas of the WVLAN demonstration sites to reveal a broader representation of the needs and services in the areas. This survey provides an opportunity to obtain wider perceptions from front-line service providers beyond those intimately involved in the WVLAN initiative.

Instrument Development

To develop the survey instrument, researchers first conducted an in-depth review of scholarly literature and existing service provider surveys. Based on existing measures identified through the literature review, researchers developed an inventory of measures in order to compare individual items and scales. Researchers narrowed down the list of potential items for inclusion by excluding items with information that could more effectively be obtained through other methods (e.g., victim surveys) and determining which items were most important to capture quantitatively across the sites.

The survey was organized into four sections: Section I asked respondents about their organization and their role in the organization; Section II included items assessing perceptions of service delivery; Section III collected information on collaboration among organizations; and Section IV provided an opportunity for respondents to write suggestions for improving victim services in their community. The second iteration of the survey has included questions about the respondents' awareness and interest in the wraparound legal network in their area. A 5-point Likert scale from 1=Strongly Disagree to 5=Strongly Agree was used across the survey in addition to open-ended and multiple-choice questions.

Service Survey Protocol Topics

- Organization descriptives (type, geographic area, employees, position, eligibility criteria)
- Victims served and services provided
- Referrals
- Challenges with service provision and access to services
- Collaboration
- Future perspectives and improvements
- Knowledge and interest in the wraparound legal networks

RECRUITMENT AND ADMINISTRATION

A power analysis was conducted to determine appropriate sampling size of 150 surveys per site. In order to meet this goal each site had a target of 200-250 surveys, this would allow for a 50% response rate and attrition rate from Time 2. Participants included in the sampling frame were direct service providers or strongly involved volunteers from organizations that provide direct victim services or legal aid in the WVLAN jurisdictions. Each grantee from the individual sites was asked to provide ICF with a list of potential service providing organizations and a contact person within each organization. This list was supplemented by ICF research staff with searches of the OVC Directory of Crime Victim Services, the NSVRC Directory of Sexual Assault Programs, OVV list of local resources by state, search of DA's and law enforcement agencies, and a Google

search included geographic specific searches of “victim services,” “victim compensation,” “legal aid,” and “legal assistance.”

Once a comprehensive list of crime victim service providers was compiled for each geographic area introduction emails were sent to each point of contact within each organization. These emails invited the recipient to participate in the survey and requested that they forward the survey link to anyone within their organization, including volunteers, that provide services to victims of crime.

Number of Participants the Survey was Sent to:		
Site	Time 1: 2014	Time 2: 2019
Alaska	47	50
Cook County, IL	101	100
Denver Country, CO	64	69
Los Angeles County, CA	66	76
East Texas	216	214
Total	494	509

The SPS was administered electronically at two time points in time: before WVLAN program implementation (fall/winter 2014) and at the end of the program (winter/spring 2019). Each contact person was asked to forward the survey throughout their organization, many people forwarded the survey outside their organizations as well. Participants were entered in a raffle for a \$50 Amazon.com gift card. Prior to implementation, ICF disseminated the survey to over 712 organizations across the six sites (between 47 and 245 per site), resulting in 492 participants completing the survey. Post-implementation, ICF disseminated the survey to more than 500 organizations across the five sites (between 50 and 214 per site) resulting in 160 participants completing the survey. The size of the final sampling frame size was unclear given that snowball sampling was used where invitations were forwarded to other organizations and throughout organizations, and there was an unknown number of organizations that should have been included. A service organization includes a variety of agencies and not all agencies have a presence on the internet.

The survey was administered online using SurveyMonkey. For each administration, the survey was in the field for approximately six weeks and at least five reminder emails were sent to complete the survey. A total of 521 respondents participated across both time points.

Service Provider Survey Sample Size			
Demonstration Site	Pre implementation (PRE)	Post Implementation (POST)	Total
Alaska	78	15	93
Chicago	47	34	81
Denver	48	21	69
Los Angeles	49	51	100
Texas	139	39	178
Total	361	160	521

Service Provider Survey Sample Size: Network Partnership				
	Pre implementation (PRE)		Post Implementation (POST)	
Demonstration Site	Network Partner	Non Partner	Network Partner	Non Partner
Alaska	31	36	6	6
Chicago	9	28	21	23
Denver	27	20	10	7
Los Angeles	24	51	10	12
Texas	47	62	13	16
Total	138	197	60	64

Analysis

The survey data for each site was downloaded from SurveyMonkey, cleaned and analyzed in SPSS. The analysis of the Service Provider Survey examined the change from pre- to post-implementation of the network. These analyses occurred at the national level and at the site-specific level. Frequencies were run on self-selected identifiers about the participant's organization. These topical areas included organization type, number of victims served by their organization per month, the direct services provided by the organization, and manners in which their organization refers victims and collaborates with other stakeholders. Due to the inability to match respondents over time, significance testing could not be completed on these items.

Basic analysis was conducted with the post-implementation survey data, including questions regarding a participant's knowledge of the Victim Legal Assistance Network in their area and their belief that their organization would participate in and benefit from the network. This information was collected following the implementation of the network to gauge the level of awareness among service providers regarding the demonstration program. The percentage of individuals that responded yes or no was reported across all sites and at the site-specific level.

Participants were asked their level of agreement with statements regarding their organization's collaboration with other stakeholders, and beliefs about victims' awareness of and experience with legal assistance, and their organization and community's ability to serve these victims. The level of agreement was based on 5-point Likert scales that ranged from strongly disagree to strongly agree. The proportion of respondents that agreed and disagreed with these statements was analyzed and reported at the national level. To report these percentages in graphical form, the frequency of those that strongly agreed or agreed were presented together and those that strongly disagreed or disagreed were also combined to "strongly disagree/disagree."

Additionally, descriptive statistics were presented to determine the mean level of agreement for each survey item at the national and site-specific level. Independent samples t-tests were conducted to explore the change in mean level of agreement over time from pre-implementation to post-implementation. An alpha of 0.05 was used as the threshold for significance.

Given that the survey included non-partner organizations, the post-implementation survey included an additional question to specify if the participant was a WVLAN network member. A

partner variable was then created that matched the response to the post-implementation partner variable. The frequencies and descriptive statistics were calculated for partner organizations pre-implementation and post-implementation. Independent samples t-tests were conducted at the national level to detect significant changes in level of agreement over time for partner organizations, using an alpha of 0.05.

Exclusions and Missing Data

Individual cases were excluded from analysis if the survey responses met one of the following criteria: (1) all survey responses were missing after consent, (2) the respondent only filled out their organization information, and (3) the respondent filled out information regarding their organization and direct services offered but nothing more.

Limitations

One of the main limitations of this data collection was the low sample size. Based on the power analysis that was conducted, the sample size needed was estimated at 150 responses per site, however, most of the sites did not have enough service providing organizations within the geographic area to reach this volume of potential respondents. Another limitation was the fact that the data was collected via self-reports, which relies on respondents' perceptions and memories. Information was being asked about a large span of time and relied on individuals to recall interactions with a network that may not have been branded as a demonstration program or relied on a new network name that had not been widely shared. Therefore, interactions with the network may not have been accurately detected. Given that snowball sampling was used, participants were encouraged to forward the survey to others within their organizations, which meant that the total population size is unknown and we were unable to determine if a representative sample was reached.

Administrative Data Collection

Introduction

The administrative data collection was designed to provide OVC with a comprehensive picture of the volume and type of services provided, description of the clients served by the networks, and the true costs associated with developing, implementing, and sustaining a wraparound legal network. This will be used to inform future jurisdictions and provide recommended areas for continued support. The administrative data collection instrument was disseminated at one time period—June 2018—and was designed to capture data at semi-annual time points from July 2012 through June 2018. Grantees were asked to retroactively complete the request for information.

Instrument Development

The instrument was divided into two components: client information and cost data. In order to develop the instrument, the data collection protocols of each site were closely reviewed and variables that were collected by a majority of the sites (three or more) in combination with variables that would be necessary for analysis were included in the instrument. For each piece of information collected across both components, we included instructions about the variable names, variable categories, and definitions to help ensure consistency and accuracy of information collected. We also provided examples of data entries.

CLIENT INFORMATION

The client data solicited information about victims served by the network and the services provided. The goal of collecting client demographic information and the services and referrals of the network was to document the number and types of clients served and how that may have changed over the course of the demonstration. To that end, we asked for client information from July 2012 to June 2018 to cover the pre-implementation and post-implementation time periods. The information requested included (1) **client demographics** such as client age, gender, race, ethnicity, preferred language, sexual orientation, disability, victimization, client location; and (2) **network services** such as type of services provided, referral outcomes, and average number of services provided per client.

COST DATA

The cost data was differentiated by pre- and post-implementation. Because sites implemented their network at different timepoints each site was asked to provide the date ranges for those time periods. The pre-implementation period encompasses all costs associated with planning to launch the network, including (1) **labor costs** for grantees, subcontract, consultant, and partner costs; (2) travel costs for events or activities associated with the pre-implementation phase; and (3) **other costs** such as supplies, equipment. These same categories were also included in the implementation stage, which covered all costs associated with launching, expanding, and sustaining the network. The cost data categories

Examples Client and Financial Data Components

Client Information

- Gender
- Age
- Race
- Preferred language
- Victimization type
- Network services

Cost Data

- Needs assessment
- Project management
- Steering committee
- Trainings
- Outreach
- Referrals

aligned with the OJP financial guidelines to parallel the grantees' invoicing for the grant, and the time periods correspond with the semi-annual reporting periods.

ADMINISTRATION

Prior to the launch of this data collection, ICF management team in collaboration with OVC and NIJ hosted two phone calls that reviewed the data collection plan and addressed any questions or concerns. Once the instrument was ready for launch, the site liaisons held at least two meetings with the grantees to discuss this effort, answer questions, and offer assistance in completing these forms, if requested. Only grantees were asked to complete this form.

The instrument was launched via email to the sites in June 2018 and remained in the field until July 2019. The instrument included an excel file with instructions and definitions and had three sheets for the grantees to complete. One sheet was for the client data, the other two sheets were for the cost data split by planning phase and implementation phase.

Approximately one week after launch, ICF staff followed up with grantees to inquire about, and answer, questions about the data collection protocol. Additional site-specific follow-up occurred throughout the duration of the data collection period, approximately one year. Follow-ups were both via email and conference calls with the sites. All grantees completed or partially completed and returned the requested information. Some grantees did reach out to other network partners or the local evaluator to assist in the data assembly and aggregation.

Analysis

CLIENT DATA

The client data was explored using the frequency of clients by demographic category (e.g., gender, age, race, preferred language, disability status, and sexual orientation), victimization type, legal services needed, legal services provided, and referral outcome. These frequencies were reported for each site at each six-month interval over the data collection period. ICF staff asked for client information from July 2012 through June 2018, however, the completeness of the data provided varied by site. Alaska and Denver provided client data for January 2015 through June 2018. Chicago, Los Angeles, and Texas provided client data from July 2015 through June 2018.

For the site-specific client information, the percentages of client demographics were calculated by totaling the frequency of clients in each category per each six-month interval. These frequencies were converted to percentages for each data collection period and graphically displayed to show the change in demographics over time. In the site chapters, all data provided by the grantee was analyzed. This made it possible to explore certain categories that may have only been present in some of the sites, like sexual orientation and disability status. These variables could not be analyzed at the national level since they were not reported by all sites. The site-specific information about victimization type, legal needs, and services provided were displayed as frequencies by time period in the site chapters. If a site had zero clients in a category across all time periods, the category was removed from the table for clarity. Sites reported an average number of services provided per client per six-month period. Because the total number of clients served per site per time period were not provided¹ by the sites, these reported averages could not be weighted to accurately calculate the average number of services provided per client over time. To discuss the average services provided per client over all time periods, the median of these averages was calculated for each site to account for skewness in the data.

¹ Sites were not asked to report the total number of clients per six-month period. Researchers planned to utilize the client information provided by the sites to sum and create this data point. Due to the missing data and inconsistencies in reporting between variables, this number could not be calculated.

The national data was based on the sum of the frequencies across all sites at all time periods. All demographic information was discussed at the national level. For victimization type, services needed, services provided, and referral method, the three most common types were discussed.

MISSING DATA

In cases where there was systematic missing data or cases where the data appeared to be reported incorrectly, ICF staff followed up with the grantee to verify the data or work with the site to obtain the missing data. If the pieces of systematic missing data could not be obtained from the site, they were not included into the total for the national-level data, this was noted where necessary in the full report.

Limitations

For each piece of information collected across both components, sites were provided instructions about the variable names, variable categories, and definitions to help ensure consistency and accuracy of data collection. Moreover, the time intervals for which the aggregate data was collected corresponded with the semi-annual reporting requirements, thereby making it easier for the grantees to review numbers bases on what they submitted as part of their grant reporting responsibilities. ICF staff were also available to walk through the data collection instrument with the grantees to answer any questions they had or to work through the numbers alongside them. ICF also left the data collection protocols in the field for a little over one year to ensure plenty of time for grantees to gather the information requested.

Even with these mechanisms in place, there are some limitations to the data and analyses: (1) missing data; (2) level of analysis

MISSING DATA

Not all sites were able to provide the information requested. The below table provides a snapshot of the data collected by site:

Site	Client Data	Financial Information
LA	Partial	Complete
Alaska	Complete	Complete
Denver	Complete	Complete
Texas	Complete	None
Chicago	Partial	Complete

In some cases, data could not be collected in the manner requested because the site did not collect it. For example, LA was not able to provide victimization type because it was not collected by the grantee. In other cases, data were collected but lost. This was the case in Texas, where the grantee was unable to provide the financial information due to a flood and a loss of data. Moreover, no site provided data before 2015, which precluded any ability to conduct analyses that compared client and network activities pre and post implementation.

LEVEL OF ANALYSIS

Due to privacy concerns, data was unable to be collected at the individual level. Instead, sites provided aggregate numbers for each time period. Thus, it was not possible to explore how certain individual or case level characteristics correlated with network services.



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