



Analysis of Victim Services Programs Administered by the Indiana Criminal Justice Institute: Victims of Crime Act (VOCA) Grant Awards, 2005 and 2006

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On January 26, 2006, the Indiana Criminal Justice Institute (ICJI) contracted with the IUPUI Center for Urban Policy and the Environment (Center) to perform descriptive assessments and evaluations of 12 federal grant programs administered by ICJI. ICJI asked the Center to examine subgrantee files maintained at its offices and assess the process of subgrantee grant applications and the extent to which reported performance of services is consistent with subgrantee proposals. The primary sources of data for these assessments are the subgrantee applications and their fiscal and performance reports, all of which are maintained as internal administrative records by ICJI. The major purpose of each assessment is to determine whether subgrantees are producing the services proposed in grant applications, as well as to compile any performance information contained within ICJI's internal subgrantee files.

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EXECUTIVE SUMMARY

From 1997 through 2006, the Indiana Criminal Justice Institute (ICJI) received more than \$74.5 million in grant awards from the National Crime Victims Fund, administered by the United States Office for Victims of Crime (OVC) within the Office of Justice Programs, U.S. Department of Justice. At the national level, these funds were authorized originally through the Victims of Crime Act of 1984 (VOCA), and are therefore referred to as VOCA grants. As administered by its Victim Services Division during the 1997-2006 period, ICJI awarded \$71.7 million in VOCA grants to subgrantees, consisting of victim services agencies situated within law enforcement, prosecutor's offices, courts, corrections, and various not-for-profit organizations. The largest award from OVC to ICJI was approximately \$8.9 million in federal fiscal year (FFY) 2006 and the smallest was just over \$5 million in FFY 1999. On average, ICJI received \$7.5 million each year during this period. In 2006, ICJI provided VOCA grants to 162 subgrantees throughout the state. This report provides an assessment of ICJI's VOCA grant program.

This VOCA grant program assessment was based on four primary information sources: (a) reviews of federal data; (b) information on VOCA grants provided by ICJI in the form of control spreadsheets that contain various data (including agency, agency type, location of subgrantee, grant amounts, starting and ending dates, previous grant numbers, counties served, program title, implementing agency, etc.); (c) the analysis of data drawn from two 2005 semi-annual and one semi-annual 2006 VOCA Performance Reports (VPR) submitted by subgrantees to ICJI, then forwarded to the OVC; and (d) the detailed examination of grant application and reporting data

submitted by 12 VOCA subgrantees in 2005 and 2006 to ICJI.

Based on the control spreadsheets provided by ICJI for the 2005 and 2006 operating periods (July 1 through June 30), about \$6.9 million was used to fund approximately 160 subgrantees each year. By 2006, the 162 subgrantees were categorized into three groups: governmental criminal justice agencies (44 percent) such as prosecutor offices or police agencies; not-for profit organizations (47 percent) such as shelters or rape crisis centers, with the remaining either non-governmental criminal justice agencies (5 percent) such as social services organizations or undefined others (4 percent).

Technically, 67 counties in 2005 and 68 counties in 2006 were the direct recipients of VOCA awards. However, several subgrantees had multi-county service areas, and a few VOCA awards were for statewide use. Therefore, some amount of VOCA grant funds for 2005 and 2006 could be indirectly assigned to all 92 counties, even though some were not the direct recipients of VOCA grants. County arrest rates in 2004 were then compared to the total of 2005 and 2006 VOCA grants in order to determine whether the volume of crime in Indiana counties was related to VOCA funding allocations. Allocated to Indiana counties in this way, VOCA investments were appropriately counterbalanced by county arrest rates. There was a strong correlation between the share of total arrests in any given county in 2004 and its combined 2005 and 2006 allocated share of VOCA grants (Pearson correlation = .91).

Regarding the production level of VOCA subgrantees, analysts built a data base from semi-annual VPRs submitted by subgrantees to ICJI. The VPRs contained

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various measures of performance, primarily output statistics that count the number and type of victims served and the kinds of services consumed by those victim types, in addition to a limited number of narrative questions detailing significant accomplishments of the subgrantee. For 2005, 92 percent of the 158 subgrantees submitted both semi-annual performance reports; all 162 subgrantees for 2006 provided the first set of required semi-annual performance reports.

Indiana VOCA sub-grants operate from July 1 through June 30 each year. Based on VPR data, about 183,000 victims in Indiana were served by VOCA subgrantees in 2005, and after one reporting period in 2006, services were provided to slightly more than 100,000 victims, placing current subgrantees on track to equal or exceed the previous year's victims served. VOCA subgrantees categorize victims served as primary (i.e., "those against whom the crime was directed") and secondary (i.e., "those close to the primary victim who were indirectly affected by the victimization"). The VPR data indicate about five to six times as many victims served are classified as primary compared to secondary. Victims seeking services from VOCA subgrantees are typically female, and consume more than one type of service. As a result, VPR data indicate VOCA subgrantees produced more than 800,000 units of service (e.g., phone contacts, crisis counseling, follow-up contact, therapy, shelter services, legal advocacy, personal advocacy, etc.) in 2005 and after one-half of the 2006 operating period, about 455,000 units of service.

Interpreting the units of service delivered by VOCA subgrantees was challenging. It was not clear, for example, how different subgrantees defined the

services they provided, how they counted the provision of individual services to unique victims served, or how various services were connected to one another (e.g., how follow-up phone calls are counted). To overcome these problems, subgrantees should be much clearer about how they define, count, and report the different metrics. Additional questions should be answered about the different combinations of victim services needed or required by different types of victims (e.g., domestic abuse versus child physical abuse), and the extent to which primary and secondary victims consume more or fewer—or different types—of services from VOCA subgrantees. Moreover, none of the VPR data were particularly useful in judging the actual outcomes and impacts of victim services provided by the various VOCA subgrantees.

Detailed case studies of 12 subgrantees' performance and grant applications for 2005 and 2006 provided a number of insights for improved VOCA program grant management. The case studies represented about 8 percent of all VOCA subgrantees, and approximately 25 percent of total annual VOCA investments. The case study sample was consistent with the overall classification of VOCA subgrantees into agency types. Five case studies were governmental criminal justice (three prosecution, one law enforcement, and one corrections). Two case studies were governmental non-criminal justice (one hospital, one social services agency). Five case studies were not-for profit agencies.

In analyzing the dozen case studies, a simple qualitative rating scale (below average, average, above average) was used to summarize the overall assessment of a given case. An average program was considered one that completed the grant



application correctly, attempted to establish that a problem existed in the problem statement, offered a detailed program description, identified a reasonable program goal, objectives, and activities, submitted timely and accurate financial and progress reports, provided discussions of program activities in the progress reports, and appeared to have a somewhat positive impact on the problem the program attempted to address. Cases that did not meet this standard were classified below average; those that exceeded it were considered above average. Using these standards for the twelve case studies examined, six were classified as above average, three as average, and three as below average.

The detailed analyses of 12 case studies resulted in several recommendations that could improve the management and operation of ICJI's VOCA funding. The 11 recommendations are organized into three groups, as noted below:

Grant applications and reporting issues

1. Problem statements and establishing program needs. The case studies revealed periodic problems with subgrantees' problem statements. For instance, claims were made that jurisdictions had violent crime problems, but little substantiation was offered by the subgrantees. ICJI might consider providing brief primers on how to build strong problem statements using local statistics.
2. Clarify goals, objectives, and activities. ICJI should continue to educate VOCA subgrantees about the proper definition and configuration of goals, objectives, and activities. For

example, ICJI Victim Services program managers could select a recent subgrantee application considered to be 'top notch' and provide those to grant applicants so that they understand what level of detail is needed for a good application.

3. Definition of VOCA performance report terms. One problem with the VOCA grant application and the VOCA performance report (VPR) structure is the victim lists. Subgrantees appear to find the options provided insufficient—many subgrantees wrote in the "other" section things that could not easily be collapsed into discreet categories, and for several metrics there are large proportions of "other" or unknown categories. Further analysis of victim categories is warranted in order to reduce the number of unknown or other cases.
4. Defining and counting victim services provided. There are fixable problems with the way subgrantees report the victim services provided. Subgrantees report a "type of service"—but there is no discussion of what that entails. For example, when there is phone contact or follow-up contact what does that mean? Does the follow-up contact occur in person, or over the phone? If so, how is it recorded—as a phone contact, a follow-up contact, or is it double counted? This points to a larger problem—current performance reporting provides little information about the context or quality of services. One way to deal with this is to require subgrantees to conduct quality assurance measurements—survey their clients for satisfaction. Model pre/post assessment forms,

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and instructions on how to complete them fully, could be developed by ICJI and provided to VOCA subgrantees.

5. Sanctions and compliance. ICJI should consider developing sanctions for subgrantees who fail to submit accurate reports. The validity of the data is important and, ultimately, CJI is responsible for the quality of the data reported to the federal government. A more regular system of mandatory VOCA grant training sessions sponsored by ICJI could help reduce inaccurate reporting.

Creation and use of data by VOCA subgrantees

6. Pre/post testing of client satisfaction. The case study subgrantees frequently noted they would use surveys to assess satisfaction and performance, but none reported any results. When subgrantees conduct community presentations and educational sessions, they should be required to get feedback about how useful these sessions are, and to solicit recommendations about how such sessions could be improved. Evaluations are also a way to count the number of people attending and could serve as a means to get contact information from people that might want to volunteer. Simple pre-post survey forms could be provided by ICJI to VOCA subgrantees.
7. Analyzing time series information for continuation grants. Subgrantees that continue to receive VOCA funding from ICJI should be required to report data over time regarding the services that have been provided. Given the number of subgrantees administered by ICJI (and current staffing levels

with the Victim Services Division), it is not realistic to expect ICJI program managers to be able to produce trends charts for individual subgrantees. This information would be useful for the Board of Trustees to understand subgrantees' productivity over time when making funding decisions.

8. Better forecasting and targeting by VOCA subgrantees. Related to the availability of time series information, VOCA subgrantees could be strongly encouraged to use currently generated statistics to forecast service needs for the next grant cycle. For example, Marion County subgrantees could have used crime stats to argue for greater funding in the 2006-2007 grant cycle, given that the violent crime index for 2004 to 2005 in Marion County grew by more than 12 percent. If trends show increasing crime, then forecasts should show increases in service needs. Targeted VOCA grant administration could thereby be improved.
9. Self-evaluation efforts by subgrantees. Subgrantees should be required to submit a program assessment plan with grant applications. Subgrantees often checked boxes indicating they would collect data on client satisfaction, but no subgrantee reported the results, if any, of these efforts. Subgrantees should be required to think about how they will actually measure whether their program is doing what they claim it is doing. In addition, in the final semi-annual VPRs, subgrantees should make a definitive statement about whether the program completed its activities, accomplished its objectives, and achieved the goal identified in the application. Subgrantees should



provide an explanation in the narrative section about how they did this, or provide an explanation for why they were unsuccessful. If necessary, they should discuss the means to improve.

External resources for VOCA subgrantees

10. Establishing a university volunteer program for VOCA subgrantees. Subgrantees mentioned the need to increase their supply of volunteers. To do this, they could consider expanding their use of internships to help identify and recruit volunteers. Subgrantees could contact local universities to see if they can recruit psychology, social work, criminal justice, public affairs, and public health students in volunteer positions.
11. Regular mandatory VOCA subgrantee training sessions. With nearly all the recommendations noted here, the implementation by ICJI of regular, mandatory training sessions for VOCA subgrantees is one explicit tactic ICJI could use to improve subgrantee performance. At least one mandatory training session per funding cycle should be provided to all VOCA subgrantees. Based only on the recommendations developed in this report, a figurative agenda for a VOCA grant “training session” that must be attended by all subgrantees would include some or all of the following:
 - a. Model pre/post assessments provided at VOCA grant training sessions.
 - b. Brief primers on how to build strong problem statements using local stats and those collected by UCR and BJS
 - c. Simple pre-post survey forms for various aspects of VOCA subgrantee production
 - d. Using currently generated statistics to forecast service needs for the next grant cycle
 - e. Developing university internship/volunteers to help VOCA subgrantees.



VOCA PROGRAM DESCRIPTION

The Victims of Crime Act of 1984 (VOCA) established the Crime Victims Fund (the Fund) to support state efforts to assist and compensate crime victims.¹ Various fines and fees paid by individuals convicted of federal crimes were the primary source of support for the Fund through federal fiscal year (FFY) 2001. In FFY 2002, however, the Uniting and Strengthening America by Providing Appropriate Tools Required to Intercept and Obstruct Terrorism Act (USA PATRIOT ACT) authorized deposits of gifts and donations made from private entities into the Fund. From FFY 1986 through 2004, more than \$3.4 billion in VOCA victim assistance grants (VOCA grants) have been awarded to states from the Fund.² The Fund is administered by the United States Office for Victims of Crime (OVC).

Entities eligible to apply and receive VOCA awards include the 50 U.S. States, District of Columbia, Commonwealth of Puerto Rico, U.S. Virgin Islands, Guam, American Samoa, Northern Mariana Islands, and Palau (generally referred to as "States").³ Once received, States have a total of four years (the FFY of the award and the next three FFYs) to expend the award with any balances existing at the end of the period returned to the OVC. Consistent with VOCA program guidelines, States may award VOCA subgrants to various public and non-profit organizations, including criminal justice agencies (law enforcement agencies, prosecutor's offices, courts, etc.), religious organizations, state crime victim compensation agencies, hospitals and emergency medical facilities, and other types of agencies (e.g., mental health organizations, state/local public child and adult protective services, state grantees, etc.). These agencies and organizations

must use grants to sustain and/or provide direct services to victims including:

1. Immediate health and safety
2. Mental health assistance
3. Assistance with participation in criminal justice proceedings
4. Forensic examinations
5. Costs necessary and essential to providing direct services
6. Special services
7. Personnel costs of victim service providers
8. Restorative justice

Additional activities and costs, ranging from skills training for staff providing victim services and equipment and furniture purchases to technology investments and public presentations, may be covered by VOCA funds if necessary for ensuring the provision of direct services to victims. Unallowable costs and activities range from lobbying and fundraising activities to property loss reimbursements and victim relocation costs.

The effectiveness of agencies that provide these victim services is primarily captured through the reporting of federally mandated project performance data. Among the performance measures collected from States and their subgrantees are,^{4,5}

1. Number of victims served by type of victimization
2. Number of victims served by services received
3. Number of victims served by victim demographics
4. Number of victims served by victim/offender relationship
5. Types of agencies/organizations collaborated with

¹Office for Victims of Crime (OVC). Retrieved May 3, 2007 from http://www.ojp.usdoj.gov/ovc/publications/factsheets/vocacvf/fs_000310.html

²Steve Derene, National Association of VOCA Assistance Administrators. *Crime Victims Fund Report: Past, Present, and Future*. Retrieved May 3, 2007 from <http://www.navaa.org/CVFRReport/CrimeVictimsReport.pdf>

³OVC. Retrieved May 3, 2007 from <http://www.ojp.usdoj.gov/ovc/welcov/scad/guides/vaguide.htm>

⁴OVC. Retrieved May 4, 2007 from http://www.ojp.usdoj.gov/ovc/fund/va_state_pr10_10_06.xls (measures 1 & 2)

⁵Indiana Criminal Justice Institute (ICJI). VOCA [subgrantee] Performance Report. Retrieved May 4, 2007 from http://www.in.gov/cji/victim/pdf/VOCA_Performance_Report.doc (Measures 3 - 5)



Since FFY 2003, VOCA awards have increased each year from approximately \$7.4 million in FFY 2003 to \$7.8 million in FFY 2005, and ending with the highest level of funding in FFY 2006 at approximately \$8.9 million. VOCA funds are being expended nearly in full with an average annual burn rate of 96.7 percent.

These create a set of global statistics about the VOCA subgrantees overall, and are examined below for the state of Indiana in 2005 and 2006.

The federal VOCA program received an “adequate” assessment rating in 2006 from the Department of Justice (DOJ) indicating that the program is “performing” but needs to “set more ambitious goals, achieve better results, improve accountability or strengthen its management practices”.⁶ Submitting performance information with budgets, outlining impact evaluation plans, and promoting the impartial treatment of victims across state victims’ programs regardless of their geographic location were cited as improvement plan actions to be taken.

ICJI VOCA Grant History

Since FFY 1997, the Indiana Criminal Justice Institute (ICJI) has received ten VOCA awards (one each year) totaling \$74.5 million (Table 1). The largest award was approximately \$8.9 million in FFY 2006 and the smallest was just over \$5

million in FFY 1999. On average, ICJI received \$7.5 million each year during this period.

VOCA funding levels have been relatively stable with a couple of exceptions. Following the second largest award in FFY 1997, the VOCA award dropped sharply in FFY 1998 to approximately \$5.9 million, a more than \$2.6 million decrease. The award amount again fell substantially in FFY 1999 but then increased sharply in FFY 2000 by more than \$2.8 million returning to around average funding levels. A relatively small decrease in FFY 2001 was followed by a small increase in FFY 2002. Since FFY 2003, VOCA awards have increased each year from approximately \$7.4 million in FFY 2003 to \$7.8 million in FFY 2005, and ending with the highest level of funding in FFY 2006 at approximately \$8.9 million.

In terms of absolute award amounts expended and burn rates (award expenditure rate), it appears that VOCA funds are being expended nearly in full

Table 1: Indiana federal VOCA grants by year and burn rates, 1997-2006

Year (FFY)	Grant amount (\$)	Amount spent (\$)	Burn rate (%)
1997	\$8,546,000	\$8,315,352	97.3%
1998	\$5,889,000	\$5,836,366	99.1%
1999	\$5,053,000	\$5,032,246	99.6%
2000	\$7,873,000	\$7,872,201	99.9%
2001	\$7,661,000	\$7,660,585	99.9%
2002	\$8,077,000	\$8,076,756	99.9%
2003	\$7,360,000	\$7,328,872	99.6%
2004	\$7,423,000	\$7,423,000	100.0%
2005	\$7,759,000	\$7,054,044	90.9%
2006	\$8,881,385	\$7,129,946	80.3%
TOTAL	\$74,522,385	\$71,729,368	Mean = 96.7% [1]

⁶ExpectMore. Retrieved May 4, 2007 from <http://www.whitehouse.gov/omb/expectmore/detail/10003815.2006.html>

[1] Mean excluding FFY 2005 and 2006 is 99.4%



with an average annual burn rate of 96.7 percent. As Table 1 indicates, only two years—FFY 2005 and 2006—have burn rates below 97 percent which is attributable to their ongoing/active status.⁷ Of the remaining eight awards (FFYs 1997 – 2004) which have closed (the 2004 award will close September 30, 2007 with an expected zero balance), only \$336,622 of \$57.5 million (less than one percent) was returned to OVC unspent.

VOCA dollars serving counties compared to potential county demand

In addition to efficiently expending VOCA awards, it appears that ICJI is granting VOCA funds to counties in proportions consistent with their need. Table 2 summarizes total VOCA dollars serving counties in 2005 and 2006 (\$13.8 million) compared to their demand for these dollars as measured by arrests reported in the FBI's Uniform Crime Reports (UCR). Focusing on the percent of total VOCA dollars and percent of total arrests by county, 77 of the 92 counties (84 percent)

had absolute differences between these percentages of less than one percentage point, indicating that their proportion of total VOCA dollars was comparable to their proportion of arrests.⁸ Of the remaining counties, ten had between one and two percentage point differences (with seven showing a greater percentage of VOCA dollars and three a greater percentage of arrests), three were between two and three percentage point differences (with two showing a greater percentage of VOCA dollars and one a greater percentage of arrests), and two greater than four percentage point differences (both of which had greater percentages of arrests than VOCA dollars). Notably, of the five counties with greater than two percentage point differences, four—Allen, Lake, Marion, St. Joseph—are also the top four counties in terms of population size, and three of these (all but Marion) had greater proportions of arrests than VOCA dollars. With the exception of these few counties, the VOCA supply appears to be appropriately aligned with county demand for these resources.

Table 2: Allocation of 2005 and 2006 VOCA grants by county, and 2004 UCR Indicators

County	VOCA indicators			UCR indicators			Difference pct total VOCA-pct total UCR
	Grants serving county	2005 & 2006 VOCA (\$)	Percent of total VOCA	2004 arrests	Percent of total arrests	UCR coverage	
Adams	9	52,316	0.4%	175	0.3%	40.43	0.1%
Allen	17	515,895	3.7%	5,635	8.1%	98.67	-4.3%
Bartholomew	15	309,592	2.2%	1,124	1.6%	100.00	0.6%
Benton	5	1,996	0.0%	81	0.1%	0.00	-0.1%
Blackford	7	48,778	0.4%	151	0.2%	100.00	0.1%
Boone	7	56,996	0.4%	457	0.7%	0.00	-0.2%
Brown	9	190,058	1.4%	46	0.1%	100.00	1.3%
Carroll	6	32,347	0.2%	168	0.2%	14.63	0.0%
Cass	7	49,476	0.4%	614	0.9%	43.81	-0.5%
Clark	8	153,196	1.1%	1,236	1.8%	65.66	-0.7%
Clay	7	64,627	0.5%	109	0.2%	100.00	0.3%
Clinton	5	1,996	0.0%	143	0.2%	48.54	-0.2%
Crawford	8	99,388	0.7%	65	0.1%	0.00	0.6%
Daviess	5	1,996	0.0%	297	0.4%	62.42	-0.4%
De Kalb	5	1,996	0.0%	313	0.4%	30.39	-0.4%

(continued on next page)

⁷Amounts spent and burn rates for FFYs 2004, 2005, and 2006 are as of May 21, 2007 and assume active sub-grants made from these awards will be spent in full. In addition, ICJI has until September 30, 2008 to expend the FFY 2005 award and until September 30, 2009 to expend the FFY 2006 award. As such, true expenditure amounts and burn rates for these two grants will not be known until their respective end/closing dates.

⁸The Pearson product moment correlation coefficient for the share of 2004 and 2005 VOCA funds and the share of 2004 UCR arrests was .91 (significant at the .001 level).



Table 2: (continued from previous page)

County	VOCA indicators			UCR indicators			Difference
	Grants serving county	2005 & 2006 VOCA (\$)	Percent of total VOCA	2004 arrests	Percent of total arrests	UCR coverage	pct total VOCA-pct total UCR
Dearborn	10	181,416	1.3%	438	0.6%	63.65	0.7%
Decatur	5	1,996	0.0%	204	0.3%	41.87	-0.3%
Delaware	9	295,639	2.1%	1,028	1.5%	100.00	0.7%
Dubois	9	227,428	1.6%	408	0.6%	47.31	1.1%
Elkhart	15	495,746	3.6%	1,924	2.8%	100.00	0.8%
Fayette	7	162,146	1.2%	410	0.6%	59.38	0.6%
Floyd	10	215,822	1.6%	1,400	2.0%	100.00	-0.4%
Fountain	5	1,996	0.0%	194	0.3%	33.11	-0.3%
Franklin	7	14,420	0.1%	30	0.0%	50.00	0.1%
Fulton	5	1,996	0.0%	173	0.2%	0.00	-0.2%
Gibson	7	64,776	0.5%	242	0.3%	66.35	0.1%
Grant	15	356,250	2.6%	1,117	1.6%	100.00	1.0%
Greene	8	58,286	0.4%	219	0.3%	75.15	0.1%
Hamilton	8	203,960	1.5%	1,178	1.7%	94.84	-0.2%
Hancock	5	1,996	0.0%	515	0.7%	26.45	-0.7%
Harrison	6	38,094	0.3%	128	0.2%	100.00	0.1%
Hendricks	11	297,604	2.2%	604	0.9%	60.49	1.3%
Henry	7	99,005	0.7%	364	0.5%	100.00	0.2%
Howard	7	45,606	0.3%	1,095	1.6%	100.00	-1.2%
Huntington	5	1,996	0.0%	328	0.5%	85.00	-0.5%
Jackson	8	106,979	0.8%	316	0.5%	44.43	0.3%
Jasper	9	85,083	0.6%	230	0.3%	19.84	0.3%
Jay	7	49,362	0.4%	201	0.3%	28.79	0.1%
Jefferson	6	29,561	0.2%	307	0.4%	37.98	-0.2%
Jennings	9	49,575	0.4%	105	0.2%	61.36	0.2%
Johnson	10	178,554	1.3%	1,401	2.0%	93.30	-0.7%
Knox	10	117,250	0.9%	191	0.3%	58.34	0.6%
Kosciusko	15	253,191	1.8%	731	1.0%	16.92	0.8%
LaGrange	9	122,453	0.9%	17	0.0%	100.00	0.9%
Lake	11	410,959	3.0%	5,177	7.4%	69.69	-4.4%
LaPorte	14	389,887	2.8%	1,798	2.6%	96.27	0.3%
Lawrence	8	96,344	0.7%	316	0.5%	84.85	0.2%
Madison	17	613,830	4.5%	1,395	2.0%	55.47	2.5%
Marion	43	2,779,256	20.2%	12,577	18.0%	100.00	2.2%
Marshall	6	16,204	0.1%	440	0.6%	25.63	-0.5%
Martin	8	51,066	0.4%	22	0.0%	84.81	0.3%
Miami	7	74,760	0.5%	319	0.5%	0.00	0.1%
Monroe	16	342,682	2.5%	931	1.3%	100.00	1.2%
Montgomery	5	1,996	0.0%	223	0.3%	40.10	-0.3%
Morgan	7	63,185	0.5%	624	0.9%	32.33	-0.4%
Newton	5	1,996	0.0%	69	0.1%	100.00	-0.1%
Noble	5	1,996	0.0%	424	0.6%	26.30	-0.6%
Ohio	8	75,380	0.5%	41	0.1%	0.00	0.5%
Orange	6	38,094	0.3%	110	0.2%	0.00	0.1%
Owen	6	13,836	0.1%	160	0.2%	0.00	-0.1%
Parke	7	72,146	0.5%	98	0.1%	0.00	0.4%
Perry	7	65,996	0.5%	165	0.2%	100.00	0.2%
Pike	7	32,244	0.2%	96	0.1%	0.00	0.1%
Porter	12	302,979	2.2%	1,557	2.2%	92.70	0.0%
Posey	7	41,396	0.3%	225	0.3%	27.23	0.0%
Pulaski	7	62,458	0.5%	78	0.1%	0.00	0.3%
Putnam	8	88,600	0.6%	366	0.5%	72.78	0.1%

(continued on next page)



Table 2: (continued from previous page)

County	VOCA indicators			UCR indicators			Difference pct total VOCA-pct total UCR
	Grants serving county	2005 & 2006 VOCA (\$)	Percent of total VOCA	2004 arrests	Percent of total arrests	UCR coverage	
Randolph	8	107,160	0.8%	152	0.2%	95.87	0.6%
Ripley	9	190,918	1.4%	149	0.2%	21.97	1.2%
Rush	7	48,636	0.4%	142	0.2%	32.15	0.1%
Scott	6	38,094	0.3%	384	0.5%	25.10	-0.3%
Shelby	7	32,950	0.2%	407	0.6%	59.13	-0.3%
Spencer	7	41,996	0.3%	115	0.2%	0.00	0.1%
St. Joseph	15	418,112	3.0%	3,955	5.7%	100.00	-2.6%
Starke	7	47,464	0.3%	168	0.2%	92.11	0.1%
Steuben	7	26,148	0.2%	547	0.8%	100.00	-0.6%
Sullivan	7	42,314	0.3%	189	0.3%	0.00	0.0%
Switzerland	5	1,996	0.0%	53	0.1%	0.00	-0.1%
Tippecanoe	11	221,502	1.6%	2,356	3.4%	99.57	-1.8%
Tipton	5	1,996	0.0%	149	0.2%	23.89	-0.2%
Union	5	1,996	0.0%	42	0.1%	0.00	0.0%
Vanderburgh	13	581,086	4.2%	3,029	4.3%	100.00	-0.1%
Vermillion	7	41,236	0.3%	140	0.2%	29.88	0.1%
Vigo	12	352,032	2.6%	1,571	2.2%	57.79	0.3%
Wabash	9	95,192	0.7%	165	0.2%	50.80	0.5%
Warren	5	1,996	0.0%	48	0.1%	0.00	-0.1%
Warrick	7	50,328	0.4%	316	0.5%	100.00	-0.1%
Washington	7	254,682	1.8%	168	0.2%	11.45	1.6%
Wayne	9	178,242	1.3%	1,796	2.6%	90.35	-1.3%
Wells	5	1,996	0.0%	186	0.3%	100.00	-0.3%
White	5	1,996	0.0%	130	0.2%	100.00	-0.2%
Whitley	7	36,092	0.3%	216	0.3%	29.89	0.0%
Total		13,792,269	100%	69,896	100%		

Notes

1. VOCA grants can serve multiple counties; these counts are based on counties reportedly served by individual grants. Therefore, the total of the "grants serving county" column will be larger than actual number of VOCA grants awarded. The sum of five statewide grants was divided between the 92 counties and added to their grant totals. The sum of three grants serving Dearborn and Ohio Counties was divided between the two counties and added to their grant totals. One grant served six counties. This grant was divided between the counties and added to their grant totals.
2. County dollar amounts are based on counties served.
3. Total arrests include all Part I and Part II UCR offenses, except the following:
 1. Embezzlement
 2. Have Stolen Property
 3. Weapons Violations
 4. Prostitution/Commercial Vice
 5. Drug Abuse Violations (Total and 10 disaggregated offenses)
 6. Gambling (Total and 3 disaggregated offenses)
 7. Driving Under Influence
 8. Liquor Law Violations
 9. Drunkenness
 10. Disorderly Conduct
 11. Vagrancy
 12. All Other Offenses Except Traffic
 13. Suspicion
 14. Curfew, Loitering Laws
 15. Runaways
4. The coverage indicator variable represents the proportion of county data that is not imputed for a given year (i.e. 100 indicates that all agencies in the county reported 12 months of data).

It appears that ICJI is granting VOCA funds to counties in proportions consistent with their need. In other words, the VOCA supply appears to be appropriately aligned with county demand for these resources.



VOCA GLOBAL PERFORMANCE STATISTICS, 2005-2006

Overview of ICJI VOCA Subgrantees by Agency Type

VOCA grants made to Indiana agencies and organizations are examined in this report and cover two operating periods: 2005 (July 1, 2005 through June 30, 2006) and 2006 (July 1, 2006 through June 30, 2007). In 2005, as shown in Table 3, 158 VOCA grants that totaled nearly \$6.9 million were awarded to Indiana subgrantees, and similarly, in 2006 162 grants that amount to an approximate total of \$6.9 million were awarded. The total number of awards made for the 2005 and 2006 operating periods is 320—about \$13.8 million in grants. The average size of grants awarded in 2005 was \$43,484 and fell slightly to \$42,727 in 2006.

VOCA grants are awarded to a variety of agencies and organizations within the state, and fall within the following four broad categories defined by the OVC:⁹ criminal justice government, non-criminal justice government, private nonprofit, and “other” agencies. As a group, private nonprofit agencies received nearly one-half of VOCA funds in both 2005 (45 percent) and 2006 (48 percent). Roughly 41 percent of funds were awarded to criminal justice government agencies in 2005 and 2006. When considering sub-categories, 54 prosecutorial agencies in 2005 and 49 in 2006 received VOCA subgrants, accounting for 32 percent and 25 percent of all funds awarded in 2005 and 2006, respectively. Shelters received a substantial share of funds—26 awards in

⁹Source: E-mail communication with Sarah Davis, ICJI, June 18, 2007.

Table 3: VOCA Grants Awarded by ICJI, by Agency Type, 2005 and 2006 Operating Periods

Agency type	2005				2006			
	N	Total	%	Mean	N	Total	%	Mean
Criminal Justice Government Agencies								
Prosecution	54	\$2,185,333	31.8%	\$40,469	49	\$1,748,248	25.3%	\$35,679
Law Enforcement	13	\$460,108	6.7%	\$35,393	14	\$598,144	8.6%	\$42,725
Corrections	2	\$87,255	1.3%	\$43,628	2	\$74,267	1.1%	\$37,134
Courts	2	\$54,431	0.8%	\$27,216	2	\$56,231	0.8%	\$28,116
Probation	0		0.0%		2	\$86,408	1.2%	\$43,204
Other	1	\$8,737	0.1%	\$8,737	3	\$294,913	4.3%	\$98,304
<i>Total</i>	72	\$2,795,864	40.7%	\$38,831	72	\$2,858,211	41.3%	\$39,697
Non-Criminal Justice Government Agencies								
Social Services	9	\$399,984	5.8%	\$44,443	4	\$258,463	3.7%	\$64,616
Hospital	3	\$341,903	5.0%	\$113,968	3	\$233,869	3.4%	\$77,956
Other	2	\$91,090	1.3%	\$45,545	1	\$10,590	0.2%	\$10,590
<i>Total</i>	14	\$832,977	12.1%	\$59,498	8	\$502,922	7.3%	\$62,865
Private Nonprofit Agencies								
Shelter	26	\$987,730	14.4%	\$37,990	26	\$1,214,489	17.5%	\$46,711
Rape Crisis	8	\$677,657	9.9%	\$84,707	7	\$432,653	6.3%	\$61,808
Mental Health	5	\$266,995	3.9%	\$53,399	4	\$294,501	4.3%	\$73,625
Hospital	1	\$19,735	0.3%	\$19,735	6	\$143,846	2.1%	\$23,974
Other	29	\$1,170,113	17.0%	\$40,349	33	\$1,226,848	17.7%	\$37,177
<i>Total</i>	69	\$3,122,230	45.4%	\$45,250	76	\$3,312,337	47.9%	\$43,583
Other	3	\$119,437	1.7%	\$39,812	6	\$248,291	3.6%	\$41,382
Grand Total	158	\$6,870,508	100.0%	\$43,484	162	\$6,921,761	100.0%	\$42,727

Source: 2005 and 2006 ICJI VOCA Award Control documents and ICJI State-Wide Report for Indiana - Part II



both 2005 and 2006, translating to roughly 14 percent and approximately 17 percent of funds awarded. Private nonprofit agencies grouped as “other” were also awarded a sizeable share of grants—just over \$1.1 million to 29 agencies in 2005 and approximately \$1.2 million to 33 organizations in 2006. While the number and size of grants awarded to most types of agencies has remained constant between 2005 and 2006, awards to social services fell from nine in 2005 to four in 2006, with the amount of funding declining from nearly \$400,000 (5.8 percent of overall VOCA funding) to approximately \$260,000 (3.7 percent) total funds awarded. Agencies that receive a relatively smaller share of VOCA funds in both operating periods included corrections, courts, probation, “other” non-criminal justice agencies, and private nonprofit hospitals.¹⁰

ICJI VOCA Subgrantee Production, 2005 and 2006

This section examines production of services by Indiana VOCA subgrantee agencies and organizations, based on data drawn from semi-annual ICJI VPR. To fulfill federal reporting requirements, ICJI submits these performance data to the OVC. Indiana VOCA sub-grants operate from July 1 through June 30. The project periods associated with required semi-annual reporting are July 1 through December 31 and January 1 through June 30. ICJI provided the Center with complete year (two sets of semi-annual reports per subgrantee) performance data for 2005 and the first set of reports submitted by 2006 subgrantees. For 2005, 92 percent of the 158 subgrantees submitted both semi-annual performance reports; all 162 subgrantees for 2006 provided the first set of required semi-

annual performance reports. The Center developed a database using MS Access 2003 for 2005 and 2006 semi-annual reports provided by ICJI.

The Center produced aggregate statistics from the database that summarize activities of the 2005 and 2006 VOCA subgrantees. ICJI’s *VOCA Performance Report* form includes several questions pertaining to quantitative measures of production, specifically the number of victims served according to 1) demographic indicators, 2) the nature of victim-offender relationships, 3) forms of victimization, and 4) types of services provided. Subgrantees also provide information related to inter-agency collaboration.¹¹ What follows is a review of the production of victim services reported by 2005 and 2006 subgrantees. The metrics analyzed here should be considered ‘outputs’ and are presented as aggregate measures as reported by Indiana VOCA subgrantees for each operating period included in this assessment—2005 represents a full year of performance data and 2006 accounts for one-half year’s worth of program activity. This section addresses an overall picture of VOCA-supported services, while individual case studies included after this section will explore issues of impact and efficacy.

Victims Served, Age and Gender

VOCA grant recipients are asked to report by gender and age group the total number of primary and secondary victims served. According to ICJI’s *VOCA Performance Report*, primary victims are defined as “those against whom the crime was directed” and secondary victims are “those close to the primary victim who were indirectly affected by the victimization.” In 2005, as shown in Table

¹⁰The number of grants awarded to private nonprofit hospitals appeared to grow from one in 2005 to six in 2006. However, as reported by ICJI, the single grant that was administered through one agency representing five programs in 2005 was subsequently awarded to the same five individual programs in 2006. This is discussed in the case study section.

¹¹A few qualitative questions regarding individual grant conditions were not included in the Center database or analyses.



The total number of awards made for the 2005 and 2006 operating periods is 320—about \$13.8 million in grants. The average size of grants awarded in 2005 was \$43,484 and fell slightly to \$42,727 in 2006.

4, 152,372 primary victims and 31,234 secondary victims were served by programs supported by VOCA funds; total victims served was 183,606. Overall, when comparing 2005 and 2006 performance data, there is relative consistency in terms of aggregate patterns of service according to age and gender among subgrantees between these two operating periods (See Tables 4 and 5). Primary victims account for 83 percent and 82 percent of all victims served in 2005 and 2006 respectively. It appears that 2006 subgrantees are on pace to serve an overall number of victims comparable to 2005 agencies; total victims served in 2006 as of December 31, 2006 (100,391) represent 55 percent of all victims served in 2005. While doubling 2006 figures should yield overall production totals that approximate 2005 levels, given a lower reporting rate (92 percent) among 2005 subgrantees, caution should be exercised when comparing 2005 and 2006 data.

In 2005, 23 percent of total victims served (40,986) fell within the 26- to 40-year old grouping. Over one-quarter of primary victims served (39,973) were of an unknown age group. Victims aged 18 to 25 represented 17 percent of all primary victims served followed by those in the 41- to 60- year old bracket (13 percent), children aged 12 and under (10 percent), 13- to 17- year olds (7 percent), and the smallest share of primary victims were those aged 61 or older (3 percent). Among secondary victims served, children aged 12 or under accounted for 34 percent of all victims served under these circumstances, followed by those in the 41- to 60-year old bracket (18 percent), 13- to 17-year olds (14 percent), 18- to 25-year olds (7 percent), 41- to 60-year olds (9 percent), and lastly, victims aged 61 or older (3 percent).

In 2006, the percentage of primary victims served according to age groupings follows a similar pattern as 2005 with the largest share being those aged 26 to 40 (23 percent), followed by the same age categories as listed above. As with 2005 reported data, the percentage of primary victims served of an unknown age grouping was relatively high, 23 percent. Among secondary victims served, 2006 data follow a similar trend and ranking as 2005 data. However, thus far in the 2006 operating period, nearly 44 percent of all secondary victims served were 12 and under, compared to 33 percent in 2005.

In both 2005 and 2006, female victims represent the majority of both primary and secondary victims served. In 2005, 86,822 (57 percent) of primary victims served were female and for the first half of the 2006 operating period, 47,830 (58 percent) of primary victims served were female. Among secondary victims, female victims account for over half (58 percent in 2005 and 55 percent in 2006) of those served. Among primary victims, in both 2005 and 2006, nearly one-third of those served were males. Male victims represent a slightly higher percentage among secondary than primary victims served, 37 percent (2005) and 39 percent (2006).

When considering both age and gender, in 2005 and 2006, primary victims who were female and between 26 and 40 years of age account for 17 percent of all primary victims served, followed by female victims aged 18 to 25 (12 percent), and those between 41- and 60-years old (9 percent). In 2005 and 2006, among all primary victims, males aged 26 to 40 account for six percent of those served. Patterns of service differ slightly between 2005 and 2006 with regard to the age of primary male victims served. In 2005,



nearly 20 percent of primary male victims served fell in the 26 to 40 age bracket, followed by roughly 14 percent in the 41 to 60, 18 to 25, and 12 or under age categories. In 2006, males aged 26 to 40 still dominate within the gender category (19 percent). However, those 12 or under represent 18 percent of primary male victims served.

Based on data submitted by 2005 and 2006 subgrantees, both age estimates and the gender of a relatively large portion of victims served are not being captured or reported by agencies. In particular, among primary male victims, 20 percent

(2006) or more (27 percent in 2005) were unassigned to an unknown age grouping. In 2005, among male and female victims served, those of an unknown age grouping accounted for seven and eight percent of all primary victims, respectively, while those of both unknown gender and age represented 11 percent of all victims served. Aggregate data from 2006 reveal a similar pattern.

Victims Served, Victim/Offender Relationship

VOCA subgrantees also are required to report the total number of primary and

Table 4: Number of Victims Served by Age and Gender, 2005 Operating Period

Age Group	Primary Victims				Secondary Victims				Total Victims
	Female Victims	Male Victims	Victims of Unknown Gender	Total Primary Victims	Female Victims	Male Victims	Victims of Unknown Gender	Total Secondary Victims	
12 or under	8,116	6,575	25	14,716	5,424	4,878	163	10,465	25,181
13-17	6,538	3,096	1,443	11,077	2,466	1,518	244	4,228	15,305
18-25	18,800	6,737	321	25,858	1,393	776	76	2,245	28,103
26-40	25,927	9,103	416	35,446	3,823	1,649	68	5,540	40,986
41-60	13,272	6,760	34	20,066	1,936	960	41	2,937	23,003
61 or older	2,826	2,396	14	5,236	504	375	15	894	6,130
Victims of unknown age grouping	11,343	12,542	16,088	39,973	2,531	1,365	1,029	4,925	44,898
Total	86,822	47,209	18,341	152,372	18,077	11,521	1,636	31,234	183,606

Source: 2005 ICJI VOCA Performance Reports

Table 5: Number of Victims Served by Age and Gender, 2006 Operating Period

Age Group	Primary Victims				Secondary Victims				Total Victims
	Female Victims	Male Victims	Victims of Unknown Gender	Total Primary Victims	Female Victims	Male Victims	Victims of Unknown Gender	Total Secondary Victims	
12 or under	5,383	4,587	28	9,998	3,961	3,754	178	7,893	17,891
13-17	3,835	1,940	590	6,365	1,096	930	65	2,091	8,456
18-25	9,686	3,748	104	13,538	730	413	102	1,245	14,783
26-40	14,086	4,810	353	19,249	1,612	623	101	2,336	21,585
41-60	7,124	3,674	24	10,822	979	500	18	1,497	12,319
61 or older	1,945	1,158	15	3,118	241	176	9	426	3,544
Victims of unknown age grouping	5,771	5,018	8,416	19,205	1,288	614	706	2,608	21,813
Total	47,830	24,935	9,530	82,295	9,907	7,010	1,179	18,096	100,391

Source: 2006 ICJI VOCA Performance Reports



As a group, private nonprofit agencies received nearly one-half of VOCA funds in both 2005 (45 percent) and 2006 (48 percent). Roughly 41 percent of funds were awarded to criminal justice government agencies in 2005 and 2006.

secondary victims served according to victim/offender relationship and specifically the following degrees of social intimacy: 1) victims related to offenders by blood, marriage, or former marriage; 2) victims currently or formerly in other intimate relationships with offenders—boyfriend/girlfriend, living or lived together, having a child in common; 3) victims acquainted with offenders—friends, neighbors, coworkers, schoolmates, roommates; 4) victims unknown to offenders—strangers; and 4) type of relationship unknown. The VOCA Performance Report form includes a note that the total number of reported victims served in this area may be greater than victims reported by age and gender, given that subgrantees are asked to account for victims in multiple categories when individuals were victimized by more than one perpetrator. In fact, the counts of victims served by types of victim/offender relationship do not total to the counts of victims served by age/gender, even taking into account ‘unknown relationships’. This suggests that overall, subgrantees are not fully documenting the victim/offender relationships for all victims served.

In 2005, as shown in Tables 6 and 7, the total number of primary victims served was 141,901 and thus far in the 2006 operating period, 78,854 total primary victims have been served—less than total primary victims served according to age and gender in each year. As with victims served by age and gender, primary victims accounted for the majority—84 percent and 86 percent—of those served in 2005 and 2006.

Reported data regarding the degree of social intimacy between victims and offenders show that a higher proportion of victims are victimized either by those

closest to them or complete strangers, compared with those whose perpetrators are considered acquaintances. Victims who were related to (28 percent) or in some other form of intimate relationship (20 percent) with offenders represented nearly half of all primary victims served in both 2005 and 2006. Victims who are unknown to offenders make up 25 percent in 2005 and 19 percent in 2006 of all primary victims served. Victims acquainted with offenders represent 11 percent in 2005 and thus far in the 2006 operating period, 18 percent of all primary victims served. In instances where the victim/offender relationship is unknown, these account for 16 and 19 percent of all primary victims served in 2005 and 2006 respectively. Unfortunately, the inability of agencies to either capture or report this information impacts overall data quality and the extent to which conclusions can be drawn from the analysis.

Both 2005 and 2006 data demonstrate that females are twice as likely as males to be victimized in more intimate relationships. Among primary victims served, during 2005 and 2006, female victims who were related to or in an intimate relationship with offenders accounted for approximately 63 percent of all female victims served. Conversely, among male primary victims, 31 percent were related to or intimate with offenders, while 14 percent were acquainted with their perpetrators and 39 percent were unknown to offenders. Data from 2006 reveal a similar pattern of victimization among males by degree of intimacy. Fifty-five percent of male victims in 2006 were either acquainted with (25 percent) or unknown (30 percent) to offenders.

As with primary victims, the total number of secondary victims served



according to the victim/offender relationship is also less than reportedly served by age and gender. Among both female and male secondary victims, the majority are either related to or in an intimate relationship with offenders. In 2005, 56 percent of secondary female victims were related to (41 percent) or in a close relationship (15 percent) with

offenders, mirrored by 58 percent of those served in 2006. Overall, 53 percent of male victims in 2005 were related to (36 percent) or in an intimate relationship (17 percent) with their perpetrators. In 2006, 62 percent of secondary male victims were related to (45 percent) or close to (17 percent) offenders.

Table 6: Number of Victims Served by Victim/Offender Relationship, 2005 Operating Period

Victim/Offender Relationship	Primary Victims				Secondary Victims				Total Victims
	Female Victims	Male Victims	Victims of Unknown Gender	Total Primary Victims	Female Victims	Male Victims	Victims of Unknown Gender	Total Secondary Victims	
Victims related to offenders	28,812	10,854	543	40,209	6,178	4,055	106	10,339	50,548
Victims currently or formerly in other intimate relationships with offenders	24,851	3,396	281	28,528	2,289	1,935	86	4,310	32,838
Victims acquainted with offenders	8,527	6,161	842	15,530	2,336	1,816	105	4,257	19,787
Victims unknown to offenders	13,665	17,570	3,632	34,867	2,031	2,296	38	4,365	39,232
Type of relationship unknown	9,985	7,587	5,195	22,767	2,353	1,256	985	4,594	27,361
Total	85,840	45,568	10,493	141,901	15,187	11,358	1,320	27,865	169,766

Source: 2005 ICJI VOCA Performance Reports

Table 7: Number of Victims Served by Victim/Offender Relationship, 2006 Operating Period

Victim/Offender Relationship	Primary Victims				Secondary Victims				Total Victims
	Female Victims	Male Victims	Victims of Unknown Gender	Total Primary Victims	Female Victims	Male Victims	Victims of Unknown Gender	Total Secondary Victims	
Victims related to offenders	14,960	4,548	221	19,729	2,998	2,109	189	5,296	25,025
Victims currently or formerly in other intimate relationships with offenders	13,927	1,718	156	15,801	1,112	794	133	2,039	17,840
Victims acquainted with offenders	7,325	6,087	422	13,834	1,106	698	150	1,954	15,788
Victims unknown to offenders	5,731	7,465	1,641	14,837	897	682	20	1,599	16,436
Type of relationship unknown	5,266	4,810	4,577	14,653	968	365	668	2,001	16,654
Total	47,209	24,628	7,017	78,854	7,081	4,648	1,160	12,889	91,743

Source: 2006 ICJI VOCA Performance Reports



Victims Served, Type of Victimization

In addition to reporting the number of victims served by demographic variables and victim/offender relationships, VOCA grant recipients are required to account for the total number of victims served by type of victimization. The *VOCA Performance Report* includes the following list of victim types: child physical abuse, child sexual abuse, adults molested as children, adult sexual assault, other assault, domestic violence, DUI/DWI crashes, robbery, elder abuse, survivors of homicide, other violent crimes, and other victims. If an individual is the victim of more than one crime, subgrantees are asked to account for him/her under each category of victimization, which may reflect a higher number of total victims served than reported by demographic variables. Table 8 presents the number of victims served according to type of victimization by VOCA award recipients in the 2005 and 2006 operating periods. In addition, 2005 *VOCA Nationwide*

Performance Report Summary Data are included for comparison purposes.

Across both operating periods in Indiana, domestic violence victims are the predominant type of victimization. Approximately 33 percent of all victims served by Indiana agencies were victims of domestic violence. Nationwide, nearly 2 million victims of domestic violence were served by VOCA grants, and represent a larger percentage (48 percent) of all victims served than in Indiana. Victims of child sexual abuse made up the second most common type of victims served in Indiana (2005: 8.8 percent; 2006: 10.2 percent) and nationally (9.5 percent). Victims of “other assault” were the third most common type of victims served both at the state and national level.

A considerable number and percentage of victims served were grouped as “other” among Indiana VOCA grant recipients—26 percent in both 2005 and 2006—compared with 14

For 2005, 92 percent of the 158 subgrantees submitted both semi-annual performance reports; all 162 subgrantees for 2006 provided the first set of required semi-annual performance reports.

Table 8: Victims Served by Type of Victimization, 2005 and 2006 Operating Periods and 2005 Nationwide VOCA Performance Data

Type of Victimization	Victims Served					
	2005		2006		2005 National Data	
	Total	Percentage	Total	Percentage	Total	Percentage
Domestic Violence	61,363	33.2%	32,288	32.9%	1,828,584	47.7%
Child Sexual Abuse	16,207	8.8%	10,045	10.2%	362,752	9.5%
Other assault	16,127	8.7%	7,546	7.7%	326,202	8.5%
Child Physical Abuse	9,754	5.3%	7,234	7.4%	137,710	3.6%
Other Violent Crimes	8,243	4.5%	3,536	3.6%		
Robbery	7,790	4.2%	3,732	3.8%	105,568	2.8%
Survivors of Homicide	5,828	3.2%	1,469	1.5%	113,171	2.9%
Adult Sexual Assault	4,501	2.4%	3,284	3.3%	218,702	5.7%
DUI/DWI Crashes	3,888	2.1%	1,785	1.8%	51,122	1.3%
Adults Molested as Children	2,119	1.1%	967	1.0%	85,353	2.2%
Elder Abuse	291	0.2%	178	0.2%	55,616	1.4%
Other	48,785	26.4%	25,967	26.5%	552,487	14.4%
<i>Total</i>	184,896	100.0%	98,031	100.0%	3,837,267	100.0%

Source: 2005 and 2006 ICJI VOCA Performance Reports and VOCA Nationwide Performance Report Summaries, Victims Assistance, Office for Victims of Crime, U.S. Department of Justice. Retrieved May 9, 2007 from <http://www.ojp.usdoj.gov/ovc/fund/vocareps.htm>



percent nationally. The categories of victimization included in the current VOCA Performance Report form appear insufficient to account for the variation in victim types reported by Indiana subgrantees. Although the Center attempted to assign victim types listed by subgrantees under “other victims” to a more specific category, this often was not possible given the available list of victim types. In addition, the manner in which agencies reported some of the data made categorization and tabulation difficult or unfeasible. For instance, under the “other” category, subgrantees provided an aggregate number of victims served along with a list of victim types. However, a precise delineation of the specific number of victims served by type of victimization was often not included.

Victims Served, Victim Services

VOCA subgrantees are asked to report the total number of services provided by VOCA funds to each victim according to victim type. The list of services provided includes 14 types: crisis counseling, follow-up contact, therapy, group treatment/support, crisis hotline counseling, shelter/safe house, information and referral (in-person), criminal justice support/advocacy, emergency financial assistance, assistance in filing compensation claims, personal advocacy, telephone contacts, and other. What follows is a “service profile” of victims served, based on an examination of services provided according to victim type.

While telephone contact ranked as the top service provided by subgrantees to a variety of victims, given the prevalence of this service and its relatively low cost of provision, it is

excluded from this analysis to allow for a more informative assessment of other services provided by type of victimization (See Tables 9 through 11). In 2005 (Table 9), criminal justice support/advocacy¹² accounted for the most common service received among several victim categories, including victims of robbery (38 percent), elder abuse (34 percent), other assault (32 percent), adult sexual assault (18 percent), other violent crimes (40 percent), and other victims (26 percent). This same service was the second most frequently provided to victims of DUI/DWI crashes (27 percent), survivors of homicide (20 percent), and child sexual abuse victims (17 percent).

During the same operating period (2005), follow-up contact¹³ was the most commonly provided service to the following victim types: DUI/DWI crashes (35 percent), child sexual abuse (23 percent), survivors of homicide (23 percent), and domestic violence (17 percent). Follow-up contact accounted for the second most frequently provided service among victims of robbery (30 percent), other assault (23 percent), child physical abuse (22 percent), elder abuse (21 percent), adult sexual assault (16 percent), adults molested as children (13 percent), victims of other violent crimes (22 percent), and other victims (20 percent).

Except for a few victim categories, criminal justice support/advocacy or follow-up contact were the two most frequently provided services to the majority of victim types. (The following figures are calculated from Table 10 below). Among victims of child physical abuse, 25 percent of services were associated with personal advocacy, while the most frequently provided service to

¹²According to ICJI's VOCA Performance Report form, criminal justice support/advocacy is defined as “support, assistance, and advocacy provided to victims at any stage of the criminal justice process, including post-sentencing services and support.”

¹³Follow-up contact is defined as “In-person contacts, telephone contacts, and written communications with victims to offer emotional support, provide empathetic listening, check on victim's progress, etc.” (ICJI VOCA Performance Report form)



The metrics analyzed in this study should be considered ‘outputs’ and are presented as aggregate measures as reported by Indiana VOCA subgrantees for each operating period included in this assessment—2005 represents a full year of performance data and 2006 accounts for one-half year’s worth of program activity.

adults molested as children was shelter/safe house (25 percent). The second most common service for domestic violence victims is classified as “other.” Compared with other victims, domestic violence victims tend to receive a broader range of services, with only 30 percent of services concentrated between two categories—follow up contact and “other.” Several other victim categories receive more focused services—most often criminal justice support/advocacy and follow-up contact. These two categories comprised 68 percent of services provided to victims of robbery, 62 percent for victims of other violent crimes and DUI/DWI crash victims, and 55 percent of services provided to victims of elder abuse and other assault.

In 2006, service profiles follow a similar trend as in 2005 with follow-up contact and criminal justice support/advocacy again representing the

most common forms of service provision. With 2006 data, however, follow-up contact accounted for the most frequently provided service among more victim classes than in the previous operating period, including victims of elder abuse (38 percent), robbery (34 percent), child sexual abuse (30 percent), DUI/DWI crashes (36 percent), survivors of homicide (27 percent), adult sexual assault (23 percent), and domestic violence (20 percent). Criminal justice advocacy was the most commonly offered service to victims of other assault (35 percent), other violent crimes (34 percent), and among other victims (24 percent).

As shown in Tables 10 and 11, a total of 807,141 units of service were provided under VOCA funding in 2005 and 455,355 have been provided thus far in the 2006 operating period. Given the dominance of domestic violence among overall victims served, they account for

Table 9: Percentage of Two Frequently Provided Services (Follow-up Contact and Criminal Justice Support/Advocacy) by Victim Type, 2005 and 2006*

	2005 Data		2006 Data	
	Criminal justice support/advocacy	Follow-up contact	Follow-up contact	Criminal justice support/advocacy
Domestic Violence	9%	17%	19%	13%
Child sexual abuse	17%	23%	30%	18%
Other assault	32%	23%	26%	35%
Child physical abuse	14%	22%	20%	15%
Robbery	38%	30%	34%	29%
Other violent crimes	40%	22%	33%	34%
Survivors of homicide	20%	23%	23%	17%
DUI/DWI crashes	27%	35%	36%	22%
Adult sexual assault	18%	16%	27%	23%
Adults molested as children	5%	13%	19%	7%
Elder abuse	34%	21%	38%	28%
Other victims	26%	20%	21%	24%
Total	18%	20%	22%	19%

*Footnote: Table 9 includes the percentage of services provided by victim category for two highlighted service types. While follow-up contact and criminal justice support/advocacy were often the most common or second most frequently provided services, this was not the case among all victim types, as noted in the discussion.



Table 10: Number of Victims Served by Type of Service, Indiana subgrantees, 2005 Operating Period

Type of Victim	Crisis Counseling	Follow-up contact	Therapy	Group treatment/support	Crisis hotline counseling	Shelter/safe house	Information and referral (in person)	Criminal justice support advocacy	Emergency financial assistance	Emergency legal advocacy	Assistance filing compensation claims	Personal advocacy	Other	Total
Domestic Violence	24,311	62,110	6,221	27,702	33,724	30,521	34,088	33,623	2,456	6,956	7,404	42,780	47,653	359,549
Child sexual abuse	5,071	11,647	1,502	704	207	264	7,535	8,782	131	606	1,582	7,363	5,571	50,965
Other assault	3,515	11,390	366	350	564	1,254	8,233	15,586	54	1,018	1,379	2,671	3,093	49,473
Child physical abuse	1,827	8,754	328	238	83	1,185	7,148	5,675	65	919	314	9,961	2,902	39,399
Robbery	1,297	5,743	70	4	2	6	1,838	7,310	111	67	410	911	1,681	19,450
Other violent crimes	673	4,255	61	66	19	24	2,611	7,796	51	1,045	245	1,521	1,013	19,380
Survivors of homicide	1,466	3,935	851	879	426	26	2,097	3,439	43	373	932	2,051	397	16,915
DUI/DWI crashes	290	3,756	18	78	1	13	1,085	2,934	54	74	407	1,157	956	10,823
Adult sexual assault	2,755	2,955	848	542	619	1,098	2,726	3,347	111	309	964	1,999	764	19,037
Adults molested as children	1,059	1,179	1,132	1,043	148	2,279	1,272	429	23	27	30	495	165	9,281
Elder abuse	64	253	4	78	6	4	213	405	2	11	41	69	57	1,207
Other victims	3,503	42,803	257	266	169	982	50,093	55,428	240	1,977	2,074	21,736	32,134	211,662
Total	45,831	158,780	11,658	31,950	35,968	37,656	118,939	144,754	3,341	13,382	15,782	92,714	96,386	807,141
Percent total	5.7%	19.7%	1.4%	4.0%	4.5%	4.7%	14.7%	17.9%	0.4%	1.7%	2.0%	11.5%	11.9%	100.0%
2005 National Data	2,605,153	2,072,213	357,989		479,417	790,528	2,111,652	2,462,295	243,600	408,090	818,817	1,582,485	1,772,258	15,704,497
Percent total	16.6%	13.2%	2.3%	3.1%	0.0%	5.0%	13.4%	15.7%	1.6%	2.6%	5.2%	10.1%	11.3%	100.0%

Source: 2005 ICJI VOCA Performance Reports

Source: 2005 and 2006 ICJI VOCA Performance Reports and VOCA Nationwide Performance Report Summaries, Victims Assistance, Office for Victims of Crime, U.S. Department of Justice. Retrieved May 9, 2007 from <http://www.ojp.usdoj.gov/ovc/fund/vocareps.htm>

While telephone contact ranked as the top service provided by subgrantees to a variety of victims, given the prevalence of this service and its relatively low cost of provision, it is excluded from this analysis to allow for a more informative assessment of other services provided by type of victimization

Table 11: Number of Victims Served by Type of Service, 2006 Operating Period

Type of Victim	Crisis Counseling	Follow-up contact	Therapy	Group treatment/support	Crisis hotline counseling	Shelter/safe house	Information and referral (in person)	Criminal justice support advocacy	Emergency financial assistance	Emergency legal advocacy	Assistance filing compensation claims	Personal advocacy	Other	Total
Domestic Violence	16,894	38,208	2,875	16,286	19,993	13,932	17,988	24,787	1,797	5,511	1,759	31,392	4,889	196,311
Child sexual abuse	2,233	9,208	736	450	76	104	3,638	5,469	60	262	656	4,804	3,305	31,001
Other assault	610	6,762	126	193	25	238	3,909	8,914	9	710	727	1,563	1,975	25,761
Child physical abuse	615	3,657	519	419	89	180	2,899	2,683	44	289	141	6,133	734	18,402
Robbery	453	3,221	29	17	1	1	883	2,757	75	49	334	561	978	9,359
Other violent crimes	309	2,809	17	33	4	53	648	2,916	6	611	86	377	613	8,482
Adult sexual assault	1,372	2,513	361	168	353	94	1,620	1,924	52	205	460	1,201	675	10,998
DUI/DWI crashes	146	1,951	13	45	37	1	523	1,178	3	20	116	546	775	5,354
Survivors of homicide	515	1,611	159	139	4	28	863	1,382	50	10	201	631	445	6,038
Adults molested as children	197	502	345	239	75	352	532	188	17	12	13	147	52	2,671
Elder abuse	22	490		35	6	9	228	358	6	13	19	71	28	1,285
Other victims	2,343	29,601	237	650	73	4,153	33,732	33,530	171	1,404	1,045	15,221	17,533	139,693
Total	25,709	100,533	5,417	18,674	20,736	19,145	67,463	86,086	2,290	9,096	5,557	62,647	32,002	455,355
Percent total	5.6%	22.1%	1.2%	4.1%	4.6%	4.2%	14.8%	18.9%	0.5%	2.0%	1.2%	13.8%	7.0%	100.0%

Source: 2006 ICJI VOCA Performance Reports

While telephone contact ranked as the top service provided by subgrantees to a variety of victims, given the prevalence of this service and its relatively low cost of provision, it is excluded from this analysis to allow for a more informative assessment of other services provided by type of victimization



the most commonly served victim across nearly all types of services supported by VOCA funds—45 percent in 2005 and 43 percent in 2006. Victims classified as “other” also comprise a large share of victims served—26 percent in 2005 and 31 percent in 2006. In 2005, follow-up contact represented 20 percent of services provided, followed by criminal justice support/advocacy (18 percent). Approximately 19 percent of services in 2006 fell under criminal justice support/advocacy, with follow-up contact covering 21 percent of overall services offered.

Nationally, crisis counseling represented the service most often provided and accounted for a much larger percentage (17) of overall service provision than in Indiana—crisis counseling was only 6 percent of services supplied in 2005 and 2006. The next four highest-ranked services nationally are also the four most commonly provided services in Indiana. Nationally in 2005, criminal justice support/advocacy accounted for approximately 16 percent of services provided, followed by in-person information and referral and follow-up contact (13 percent each), and personal advocacy (10 percent). As with the classification of victims according to form of victimization discussed above, a large number of services provided by Indiana subgrantees in the 2005 period were categorized as “other.” These represent nearly 12 percent of services provided in 2005, and parallel the national percentage (11 percent).

Inter-Agency Collaboration

VOCA Performance Reports include a question regarding agency interaction. Subgrantees are asked to indicate the type and name of agencies with which

they collaborate or coordinate. The reporting form does not, however, include descriptions or examples of collaboration or coordination and subgrantees are not asked to provide further detail regarding the form of interaction, beyond agency type and name. The overall categories and specific types of organizations listed are nearly identical to those by which subgrantees are classified (see Table 3). With regard to tabulating the number of inter-agency collaborations, if, for example, a subgrantee reported working with three other agencies types, regardless of the number of agencies listed under each category, the Center assigned the subgrantee a three indicating the organization had collaborated or coordinated with three different agency types during that period. A substantial number of subgrantees did not specify the names of other agencies with which they interact and in some cases simply indicated “all agencies within the county.” The Center was unable to categorize this type of response and as such the data included in Table 12 and discussed here may not include all collaborations. Therefore, analysis regarding the nature and scope of collaboration or coordination among agencies is limited, given the minimal amount of information subgrantees are asked to provide, in addition to the reporting issues just described.

Overall, the most common type of agencies that subgrantees reported collaboration or coordination with were criminal justice government agencies in both 2005 and 2006, specifically law enforcement agencies (14.5 percent; 15 percent), followed by courts (10.2 percent; 9.8 percent). Inter-agency collaboration and coordination also frequently involved



private nonprofit agencies, including shelters (7 percent; 6.8 percent) and hospitals (5.3 percent; 5.8 percent).

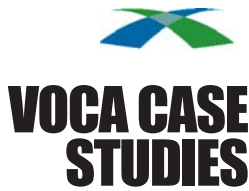
Among non-criminal justice government agencies, grant recipients indicated

frequent collaboration with social services providers.

Table 12: Collaboration by Agency Type, 2005 and 2006 Operating Periods

	2005		2006	
	Total	Percentage	Total	Percentage
Criminal Justice Government Agencies				
Law Enforcement	976	14.5%	529	15.0%
Court	682	10.2%	345	9.8%
Prosecution	452	6.7%	224	6.4%
Probation	352	5.2%	174	4.9%
Corrections	269	4.0%	144	4.1%
Other	157	2.3%	81	2.3%
Total	2,888	43.0%	1,497	42.5%
Non-Criminal Justice Government Agencies				
Social Services	481	7.2%	241	6.8%
Hospital	231	3.4%	120	3.4%
Mental Health	230	3.4%	117	3.3%
Public Housing	197	2.9%	110	3.1%
Other	196	2.9%	111	3.2%
Total	1,335	19.9%	699	19.8%
Private Non-Profit Agencies				
Shelter	468	7.0%	243	6.9%
Hospital	358	5.3%	206	5.8%
Mental Health	347	5.2%	182	5.2%
Religious Organization	312	4.6%	146	4.1%
Rape Crisis	229	3.4%	133	3.8%
Other	382	5.7%	165	4.7%
Total	2,096	31.2%	1,075	30.5%
Other	392	5.8%	252	7.2%
Grand Total	6,711		3,523	

Source: 2005 and 2006 ICJI VOCA Performance Reports



Twelve VOCA subgrantees were selected for detailed case study analysis. The case studies represented about 8 percent of all VOCA subgrantees, and approximately 25 percent of total annual VOCA investments in 2005 and 2006. Each of the case studies involved subgrantees with current, active programs in place in 2007, and in most cases the

subgrantee had a longer multi-year history of VOCA grant awards. Case study selections were arbitrary (i.e., not random), and were typically among the largest VOCA grant awards in the different agency categories. As shown in Table 13, the case study subgrantees provided various kinds of victim services to 19 different counties.

Table 13: VOCA case studies, 2005 and 2006 operating periods

Award 2005 & 2006	Agency Type	Subgrantee 2005 & 2006	Project Title 2005 & 2006	City	County Served
Government--Criminal Justice					
\$270,205 \$270,205	Prosecution	Marion County Prosecutor's Office	Victim Advocate Child Interviewer	Indianapolis	Marion
\$119,712 \$119,712	Prosecution	Elkhart County Prosecutor	Victim Assistance Victim Assistance Program	Elkhart	Elkhart
\$91,625 \$91,625	Prosecution	Madison County Prosecutor's Office	Madison County Victim Advocacy Program	Anderson	Madison
\$64,307 \$70,617	Law Enforcement	Fort Wayne Police Department	Fort Wayne Police Department Victim Assistance Program	Fort Wayne	Allen
\$59,618 \$59,618	Corrections	Community Justice Center	Mediation Department	Anderson	Madison, Huntington, Wells, DeKalb
Government--Non-criminal Justice					
\$195,577 \$34,612	Hospital (Rape Crisis)	Marion County Prosecutor's Office St. Vincent Hospital	Centers of Hope	Indianapolis	Marion
\$114,171 \$114,171	Social Services	Hendricks County Division of Family & Children Indianapolis Institute for Families	Hendricks County Child Abuse Treatment Program Child Abuse Treatment Project	Indianapolis	Hendricks
Not-for-profit					
\$216,588 \$216,588	Rape Crisis	Washington County Commissioners Hoosier Hills PACT	Victim Assistance Victim Services	Salem	Washington, Lawrence, Orange Crawford, Harrison, Scott
\$175,534 \$175,534	Other	Marion County Health & Hospital Corporation Legacy House	Legacy House/ Safe Families Legacy House Victim Services	Indianapolis	Marion
\$107,193 \$107,193	Shelter	Gary Commission on the Status of Women Gary Commission for Women	Gary Commission on the Status of Women Gary Commission for Women	Gary	Lake
\$105,701 \$105,701	Shelter	Muncie Police Department Family Services of Delaware County	Family Services of Delaware Co. - A Better Way Victim Assistance	Muncie	Delaware
\$84,508 \$84,508	Mental Health	Dept. of Metropolitan Development Lampion Center	Victim Assistance Program	Evansville	Vanderburgh, Warrick, Posey



The case study sample was consistent with the overall classification of VOCA subgrantees into agency types. Regarding the entire population of VOCA subgrantees in the 2006 operating period, 46 percent were governmental criminal justice agencies, 9 percent were governmental non-criminal justice agencies, and 44 percent were not-for-profit agencies. The dozen case studies mirrored these proportions. Five case studies were governmental criminal justice (three prosecution, one law enforcement, and one corrections). Two case studies were governmental non-criminal justice (one hospital, one social services agency). The remaining five case studies were not-for-profit organizations (two shelters, a rape crisis center, and two general victim services agencies).

Information about each case study was collected as of May 30, 2007. Any performance data, grant amendments, fiscal reports, or other application materials submitted to ICJI from VOCA subgrantees after this date are not included in this assessment.

Each case study was examined across the two operating periods detailed earlier in the VOCA global performance statistics section: 2005 (July 1, 2005 through June 30, 2006) and 2006 (July 1, 2006 through June 30, 2007). A standard template was used to guide the analysis of each

subgrantee's application materials, semi-annual VOCA Performance Reports (VPR), and quarterly financial reports. Following the template, each case study is presented in terms of its (1) program description and problem statement, (2) program objectives and activities; (3) reported performance measures, (4) a fiscal assessment; and (5) an overall assessment and set of brief recommendations for improvement.

The overall assessment used a simple qualitative rating scale of below average, average, and above average. An average program was considered to be one that completed the grant application correctly, attempted to establish that a problem existed in the problem statement, offered a detailed program description, identified a reasonable program goal, objectives, and activities, submitted timely and accurate financial and progress reports, provided discussions of program activities in the progress reports, and appeared to have a somewhat positive impact on the problem the program attempted to address. Cases that did not meet this standard were called below average; those that exceeded it were considered above average. Using these standards for the twelve case studies as explained below, six were classified as above average, three as average, and three as below average.



GOVERNMENTAL CRIMINAL JUSTICE AGENCIES

CASE STUDY 1: Marion County Prosecutor's Office Victim Advocate/Child Interviewer

Subgrantee: Marion County
Prosecutor's Office

Agency Type: Prosecution

Grant Numbers: 05VA089 & 06VA091

Project Title: Victim Advocate Unit
& Child Interviewer
Program

and juvenile divisions in 2004. The VAU provided assistance to 10,160 of those victims of violent crimes.

The MCPO's 2006 grant application and award expanded on a pilot program involving four trained and certified forensic child interviewers. According to the subgrantee, in 2005 Marion County Child Protective Services assigned 9,410 cases of child physical and sexual abuse

Year	Subgrantee Request	VOCA Award	Difference	Local Match	Project Total
2005	\$ 286,642	\$ 270,205	\$ (16,437)	\$ 67,551	\$ 337,756
2006	\$ 106,628	\$ 270,205	\$ 163,577	\$ 67,551	\$ 337,756

Program Description and Problem Statement

For 2005 the Marion County Prosecutor's Office (MCPO) received funding to continue supporting its Victim Advocate Unit (VAU), and in 2006 the MCPO changed the focus of their VOCA grant award request to the Child Interviewer Program (CIP).¹⁴ The VAU utilizes specially trained personnel to meet the needs of crime victims throughout the completion of the prosecution process. Advocates provide education, referrals and protection to victims and their families as well as the general public. Through the 2005 VOCA grant award the MCPO also supported two distinct activities to support victims. The first is a Domestic Violence Advocacy Unit, and the second is a specialized program developed to acquaint children with the often unsettling environment of the courtroom—the Kids Court Program. Kids Court familiarizes children with the courtroom experience to minimize trauma to child victims participating in prosecutions, and to facilitate more successful prosecutions. According to the subgrantee, more than 19,000 cases were filed within the MCPO in the major felony

and neglect for investigation. Through the CIP the risk of further traumatizing children by including them in the prosecution process is potentially reduced and the CIP facilitates better prosecution of offenders. Videotaped forensic interviews prevent children from being subjected to repeated interviews by each agency involved with the child during the investigation and prosecution of their cases. According to the MCPO, the 2006 VOCA award provides greater coverage of interviews, expanded operating hours, and use of an interviewer fluent in Spanish. The Marion County Sheriff's Department's Sexual and Physical Assault Unit, the Indianapolis Police Department Child Abuse Unit, Child Protective Services caseworkers, and MCPO Child Interviewers are co-located at the Child Advocacy Center and use a team approach to investigate child abuse cases. The MCPO estimates the CIP serves about 1,500 children each year.

Program Objectives and Activities

The goal of the VAU is to provide support and advocacy services to victims of violent crime and their families in

¹⁴The MCPO has been receiving funding since 1997: 97VX134; 99VX103; 00VX095; 01VA093; 02VA108; 03VA107; 04VA108; 05VA089; and, 06VA091.



Marion County. The subgrantee identified three objectives for their 2005 project award that were consistent with the project's overall goal:

1. Contact victims and their families earlier in the criminal justice process
2. Increase community awareness of victim's rights and services available from the MCPO
3. Increase specialized skills training and continuing educational opportunities for the victim advocate staff and volunteers

The 2005 subgrantee application proposed seven VAU activities:

1. Reduce anxiety for victims entering the criminal justice system through earlier intervention by the advocate
2. Improve support and advocacy services to crime victims and their family while keeping them informed and involved in the prosecution of their cases
3. Distribute brochures to all victims at the time their case is filed and assigned to a victim advocate
4. Maintain positive relationships with other law enforcement agencies by discussing victim services offered by the MCPO
5. Continue to train and educate forensic nurse examiners in the court process
6. Continue community outreach by attending appropriate meetings
7. Attend the National Organization for Victim Assistance 31st Annual North American Victim Assistance Conference in Atlanta, Georgia

The goal of the CIP is to interview children in a child-friendly environment

which encourages disclosure of details about alleged criminal acts. The subgrantee identified three objectives for their 2006 project award that were consistent with the project's overall goal:

1. Provide certified forensic interviewers who are trained to elicit detailed information from children in a non-threatening manner
2. Continue to create a physical environment which is child friendly
3. Provide quality audio and video tape of child interviews for accuracy in determining the safety of the child, investigation, and case screenings

The 2006 subgrantee application proposed five activities through the CIP:

1. Maintain current number of child interviewers
2. Continue to provide evening hours to conduct child interviews
3. Continue education for child interviewers on issues of child development, victimization and best practices of interviewing techniques
4. Continue partnership with the Department of Child Services to make child-friendly improvements to the waiting area
5. Maintain audio/video equipment in interview rooms to ensure quality

Reported Performance Measures

According to the subgrantee, the program's effectiveness would be evaluated through collection and analysis of systems data and feedback from agencies using CIP services. Metrics provided in the subgrantee's Semi-annual VPR were consistent with the



Table 14: Marion County Prosecutor's Office (Victim Advocate) selected performance metrics, 2005 and 2006

Metric	2005		2006	
	Count	Percent (%)	Count	Percent (%)
Total primary victims served	5,396	64.9	2,721	77.5
Total secondary victims served	2,918	35.1	788	22.5
Total victims served	8,314	100.0	3,509	100.0
Gender				
Female	6,490	78.1	2,878	82.0
Male	1,824	21.9	631	18.0
Age				
12 or under	435	5.2	264	7.5
13 - 17	410	4.9	168	4.8
18 - 25	1,800	21.7	687	19.6
26 - 40	4,134	49.7	1,487	42.4
41 or older	1,388	16.7	765	21.8
Victim age grouping unknown	147	1.8	138	3.9
Total victims served based on victimization type	8,495	100.0	3,523	100.0
Top three types of victimizations	6,890	81.1	2,931	83.2
Domestic Violence	3,730	43.9	1,994	56.6
Survivors of Homicide	1,805	21.2	344	9.8
Child Sexual Abuse	1,355	16.0	593	16.8
Victim services provided (excluding phone contact)	19,708	100.0	7,976	100.0
Top three services provided	13,912	70.6	6,376	79.9
Information and referral (in-person)	4,813	24.4	2,363	29.6
Criminal justice support/advocacy	4,731	24.0	2,148	26.9
Follow-up contact	4,368	22.2	1,865	23.4
Total telephone contacts	6,151	23.8	3,268	29.1

project's respective 2005 and 2006 goals and objectives.

Based on information in the 2005 VPR, the Victim Advocacy Unit:

1. Provided a Continued Legal Education (CLE) for deputy prosecutors to address benefits advocacy provides and the need to involve the advocates early in the process
2. Provided training to every new prosecutor assigned to an Advocate's division on assisting victims
3. Staffed every Domestic Court Session with an Advocate to assist victims with immediate advocacy and/or additional services (e.g., safety

planning, shelter referrals and protective orders)

4. Provided training to Sexual Assault Nurse Examiners addressing court observation and advocated training. Training was provided by the Administrator of the VAU, who has also served as a board member at the Legacy House Victim Services Center
5. Participated in local trainings for recovery and effective treatment related to traumatic events, talking to judges/effective child testimony, understanding the Islamic Community, technology and internet safety, and how to handle stress when working with crime victims



6. The MCPO was the top organizational fundraiser for the Legacy House Rock-a-thon which raises funds for crime victims
7. Made presentations to various community groups, was a guest twice on the "Legally Speaking" radio program (1310 AM Radio, Indianapolis), and presented at the 2006 Indiana Annual Conference on Sexual Violence

As indicated in Table 14, the majority of victims served by the subgrantee were female, between the ages of 18 and 40, and were victims of domestic violence. In-person information and referrals and criminal justice support/advocacy were among the most commonly provided services.

Fiscal Assessment

In 2005, the subgrantee expended all VOCA award funds, and the budgetary expenditures were very consistent with approved program activities. In their 2006 grant application, the subgrantee requested only 39.4 percent (\$106,628) of the dollar amount awarded to the MCPO (\$270,205), and based on information in the application the monies requested were for the operation of the CIP. No other project activities and no activities related to the Victim Advocacy Unit were included in the application. However, the MCPO was awarded \$270,205 for a consecutive year. There were no apparent changes to the 2006 budget, and fiscal reports appear to have been submitted accurately and in a timely manner in 2005 and in 2006.

Overall Assessment and Recommendations

The MCPO's 2005 activities through the Victim Advocacy Unit were likely to have a positive impact on some of the problems associated with victim needs throughout the prosecution process. The program

established by the MCPO allows the VAU to have access to other criminal justice agencies and service providers needed by victims, and the totality of the VAU's activities facilitate better prosecution of cases. The VAU's documented activities were consistent with the program's stated objectives in 2005, and only one objective appeared to be met with limited success. According to the 2005 VPRs, no funding was provided for professional training and development specific to victim advocates (Objective #3), so VAU personnel had to fulfill these needs without grant support. With matching funds the MCPO was operating with a total budget of \$337,756 in each year. *Among the dozen case studies examined here, and based on the information available in the ICJI subgrantee files, the 2005 Marion County Victim Advocacy Program should be considered an average program.*

Performance assessment of the CIP was more difficult. The subgrantee's 2006 application was clear and provided detailed information on the proposed CIP. The MCPO changed objectives and activities from 2005 to 2006 applications. While the 2006 award was supposed to be for a continuation program (presumably the Victim Advocacy Unit), the grant application was for a CIP; but there were inconsistencies between the 2006 grant proposal and the documented MCPO activities in 2006. The July 1, 2006 through December 31, 2006, VPR for the CIP did not appropriately address the reporting requirement for Question #10 of the VPR. The subgrantee provided information on objectives and activities relevant to the 2005 grant award, the VAU, but no information was provided on project funding under the 2006 grant. Lack of such information precludes assessment of the CIP's performance in the context of the 2006 VOCA grant award to the MCPO.



CASE STUDY 2: Elkhart County Prosecutor Victim Assistance Program

Subgrantee: Elkhart County Prosecutor
Agency Type: Prosecution
Grant Numbers: 05VA151 & 06VA030
Project Title: Victim Assistance Services Program

prosecutor’s offices (IC 35-40-4-8). Using local crime rates and program statistics from 2004, the ECVAS notes that the Elkhart County Sheriff’s Department reported 6,499 crimes, and the Elkhart City Police Department reported approximately 8,000 crimes. In 2004, the ECVAS served 20,732 persons and provided 47,851 services.

Program Objectives and

Year	Subgrantee Request	VOCA Award	Difference	Local Match	Project Total
2005	\$ 106,028	\$ 119,712	\$ 13,684	\$ 29,928	\$ 149,640
2006	\$ 127,385	\$ 119,712	\$ (7,673)	\$ 29,928	\$ 149,640

Program Description and Problem Statement

Elkhart County Victim Assistance Services (ECVAS) is the primary program in the county for comprehensive justice-related services to crime victims.¹⁵ The ECVAS keeps victims informed about their cases, educates victims regarding their legal rights, makes appropriate referrals to agencies to meet victim needs, aids victims in obtaining protection orders, assists victims in applying for State Compensation Funds and sex offender claims, and attends court with victims. Formal partnerships exist between the ECVAS and local and state law enforcement to determine the status of cases and assist with the return of property or evidence to victims. The subgrantee also supports relationships with social service agencies by holding the Family Violence Council meetings quarterly to better serve victims.

According to the subgrantee, the ECVAS is needed because the problem of crime is very evident in Elkhart County. Since 1990, the program has evolved to address legislation mandating that services to victims be coordinated by

Activities

The goal of the ECVAS appears to be to improve services to crime victims from the point of victimization until the resolution of referral by ensuring their legal rights, providing information, making appropriate referrals, and giving support. This information was gleaned from the subgrantee’s 2006 VOCA Grant Application, as there was insufficient information in the 2005 application. In the 2005 grant application the subgrantee addressed the requirement of stating program goals, objectives and activities by appending a detailed strategic plan for January 2004 through December 2004. The Semi-annual VPRs for 2005 focus on the same objectives and activities identified in what appears to be the 2004 strategic plan. However, the subgrantee changed the stated objectives and activities in their 2006 grant application, but included information in-line with the strategic plan. All performance reports addressed progress in context of the five-year strategic plan; therefore, this review will focus briefly on the extensive information outlined in the strategic plan.

The ECVAS identified four goals:

¹⁵This project (subgrantee) has received funding since 1990: 90VA069; 91VS071; 92VS076; 94VS070; 94VS076; 95VS094; 96VS074; 97VX096; 98VA044; 99VX019; 00VX029; 01VA028; 02VA036; 03VA036; 04VA167; 05VA151; and, 06VA030.



1. Enhance service delivery methods for Victim Assistance
2. Improve collaboration, communication and coordination of services with external agencies (e.g., prosecutor's office, law enforcement, probation and outside service agencies, etc.)
3. Establish a Family Justice Center for all types of crime victims
4. Provide effective leadership for the Victim Assistance Division

The subgrantee established numerous objectives and activities. To enhance service delivery methods (Goal #1), the ECVAS planned to:

1. Improve standard operating procedures for responding to the needs of crime victims at points of entry, law enforcement, charging and disposition
2. Increase customer service and improve approachability within one year by creating a more friendly physical environment and enhancing staff customer service skills
3. Develop training curriculum for volunteers in the office based on staff roles and changes in the prosecutor's office and local law enforcement agencies
4. Reduce operating costs by 3 percent annually and increase grant funding by 5 percent annually through review of cost-saving measures, funding trends, and use of interns and volunteers
5. Increase professional development by cross-training staff in critical victimization areas and job responsibilities (e.g., murder cases, serving sexual assault victims, dynamics of domestic violence, children as victims,

assisting seniors who are victims) and by advocates receiving a minimum of 15 hours of training annually

To improve the working relationship with external agencies (Goal #2), the ECVAS planned to:

1. Establish cross-training protocols with other criminal justice agencies by completing at least three events annually
2. Establish guidelines with the Office of the Prosecuting Attorney and local law enforcement agencies outlining roles of advocates
3. Educate the community by participating in at least one outreach function per month and by disseminating educational materials
4. Participate in the Family Violence Council by taking a more active leadership role
5. Further develop the Sexual Assault Response Team by training Sexual Assault Nurse Examiners, educating law enforcement and emergency communications workers on sexual assault, and tracking outcomes to measure effectiveness
6. Monitor client/victim satisfaction with individual advocates and leadership as required (minimum 250 surveys per year)
7. Develop a presence in the Goshen area by end of 2004 by sharing space with other agencies

To establish a Family Justice Center (FJC) (Goal #3), the ECVAS planned to:

1. Assess roles of agencies serving victims. Determine commitment levels to participating in a FJC. This includes establishing a leadership



board and/or advisory committee for future operations of the FJC. Target date to be fully operational by 2007

2. Gain support of the Indiana Criminal Justice Institute and City/County elected officials by communicating with key officials to coordinate implementation
3. Determine a feasible location, and secure funding, for a FJC

To provide effective leadership (Goal #4), the ECVAS planned to:

1. Foster a team environment for Victim Assistance Staff through regular staff meetings and review of staff needs

and concerns

2. Clarify roles and responsibilities for Director and Assistant Director
3. Quarterly review of automated data collection process

Reported Performance Measures

According to the subgrantee, the program's effectiveness would be evaluated through the collection and analysis of systems data and feedback on the immediate impact of the program before participants, attendees, users, or recipients leave the site of the service, training, etc. Metrics were provided in the

Table 15: Elkhart County Prosecutor (Victim Advocate) selected performance metrics, 2005 and 2006

Metric	2005		2006	
	Count	Percent (%)	Count	Percent (%)
Total primary victims served	7,985	95.1	7,552	95.9
Total secondary victims served	414	4.9	320	4.1
Total victims served	8,399	100.0	7,872	100.0
Gender				
Female	5,055	60.2	4,623	58.7
Male	2,637	31.4	2,745	34.9
Victim gender unknown	707	8.4	504	6.4
Age				
12 or under	284	3.4	293	3.7
13 - 17	655	7.8	579	7.4
18 - 25	1,706	20.3	1,787	22.7
26 - 40	2,769	33.0	2,552	32.4
41 or older	2,120	25.2	2,075	26.4
Victim age grouping unknown	865	10.3	586	7.4
Total victims served based on victimization type	8,495	100.0	3,523	100.0
Top three types of victimizations	6,890	81.1	2,931	83.2
Other Victims	7,720	44.9	3,012	38.0
Domestic Violence	3,403	19.8	1,774	22.4
Other Assault	2,730	15.9	1,511	19.1
Victim services provided (excluding phone contact)	44,414	100.0	26,953	100.0
Top three services provided	42,591	95.9	26,335	97.7
Criminal justice support/advocacy	26,398	59.4	14,672	54.4
Other	12,670	28.5	9,388	34.8
Emergency legal advocacy	3,523	7.9	2,275	8.4
Total telephone contacts	3,582	7.5	1,812	6.3



subgrantee's 2005 and 2006 Semi-annual VPR consistent with the project's goals and objectives.

Based on the information in 2005 VPRs for the grant period, the subgrantee accomplished the following to enhance service delivery methods (Goal #1):

1. Established a new tracking system for misdemeanor court cases allowing cases to be located after reports are completed by police
2. Prosecutor assigned to Elkhart City Court (ECC) reviews all Elkhart Police Department (EPD) reports for filing charges and forwards reports to Victim Assistance for input into a victim database.
3. Victim Assistance offices were consolidated into one location
4. Applied for the OVC's National Crime Victims' Rights Week Community Awareness Project (\$3,000) to fund the domestic violence support group and camera film. One student internship, which reduced workload and operating costs, was completed
5. ECVAS Assistant Director was trained in murder and felony case prosecution, two advocates were trained on medical evaluation of child sexual abuse, and two advocates received 12 hours of training at the Annual INCASA Conference

The subgrantee accomplished the following to improve the working relationship with external agencies (Goal #2):

1. Trained 100 Elkhart Police Department officers in domestic violence and protection orders. A video was made of the Victim Assistance presentation which was

loaned to the Bristol Police Department

2. During Domestic Violence Awareness Month, 75 posters were distributed to 15 schools, two teen violence presentations were made, and a presentation offered to approximately 300-400 high school students during prom season
3. Identity Theft and Stalking information packets were made available for victims upon request
4. Attended a two-day conference dealing with prosecution of domestic violence and the role of advocacy
5. Facilitated the March 2006 Family Violence Council quarterly meeting, as well as an agreement on hosting a county-wide training seminar funded by ICADV/ICJI in June 2006
6. Held Technology Safety Domestic Violence Training, with 55 people in attendance, sponsored by the FVC, ICADV, ICJI, and the Prosecuting Attorney's Office.

The subgrantee accomplished the following to establish a Family Justice Center (Goal #3):

1. Attended a two-day conference offered by the PFJCI

The subgrantee accomplished the following to provide effective leadership for the Victim Assistance Division (Goal #4):

1. Staff meetings held to continue clear communication and distribute new information on victim issues. A once-a-month educational staff meeting was established to share information and the circumstances advocates encounter
2. Individually reviewed advocate



contacts with each advocate to maintain the input of in-person and telephone contacts with victims

3. Quarterly statistical reports sent to county officials on information relating to victim contacts and services

Based on the VPR covering July 1, 2006 through December 31, 2006, the subgrantee accomplished the following to enhance service delivery methods (Goal #1):

1. The Assistant Director received 13 hours of continual educational training at the ICJI Rural Domestic Violence Conference

The subgrantee accomplished the following to improve the working relationship with external agencies (Goal #2):

1. Provided 11 education presentations to various community groups
2. Held the FVC quarterly meeting (October 2006) addressing National Domestic Violence Awareness Month
3. Survey cards were sent to victims and returned, with 85 percent reporting positive feedback

No new activities or accomplishments were documented in the 2006 VPR regarding the establishment of a Family Justice Center (Goal #3) or to provide effective leadership for the Victim Assistance Division (Goal #4)

As indicated in Table 15, the majority of victims served by the subgrantee were female and over 25 years of age. While not identified in Table 15, over the entire evaluation period male secondary victims under the age of 18 ranged from 35 percent to 40 percent, and females ranged from 38 percent to 43 percent. Over the entire evaluation period

approximately 80 percent of the victims served fell into one of three categories: "Other" Victims, Domestic Violence, and Other Assault.

Fiscal Assessment

In 2005, the ECVAS received a grant award in excess of \$13,864 above their requested amount. The subgrantee used \$141,216 of the awarded 2005 VOCA funds, a burn rate of approximately 94.3 percent. Otherwise, the budgetary expenditures were consistent with approved program activities. For the 2006 VOCA award, the subgrantee appeared to be on-track with 2005 budget expenditures through the third quarter reporting period. There were no changes to the budgets, and fiscal reports appear to have been submitted accurately and in a timely manner.

Overall Assessment and Recommendations

The ECVAS's 2005 and 2006 activities provide a good example of an organization providing comprehensive justice-related services to victims. The subgrantee appears to be following a five-year detailed strategic plan addressing the needs of victims while improving the quality of ECVAS operations. However, the subgrantee changed the stated objectives and activities in their 2006 grant application, but included very detailed performance information in-line with the strategic plan. Future documentation of program performance needs to be consistent with objectives and activities described in the grant award to avoid questions about receiving funding for certain programming yet doing something different.

Nevertheless, the subgrantee's



activities were likely to have a positive impact on some of the problems associated with victim needs and prosecution. By and large the program reasonably met its stated objectives, but some performance concerns exist. The subgrantee's inability to have their funding request granted by ICJI (June, 2005), or to secure funding from another source, for a Family Justice Center significantly limited achievement of Goal #3 during the evaluation period. No new activities were documented in the 2006 award year to provide effective leadership

(Goal #4). However, this should be viewed in context of being the two middle years of a five-year strategic plan. In 2005, the ECVAS made accomplishments in each area of the strategic plan, particularly in the areas of enhancing service delivery methods and improving working relationships with external agencies.

Among the dozen case studies examined here, and based on information available in the ICJI subgrantee files, the ECVAS 2005 program should be considered above average.



CASE STUDY 3: Madison County Prosecutor’s Office Victim Advocacy Program

Subgrantee: Madison County Prosecutor’s Office
Agency Type: Prosecution
Grant Numbers: 05VA081 & 06VA081
Project Title: Madison County Victim Advocacy Program

Crime Victim’s Bill of Rights. In 2004, the Prosecutor’s Office filed 2,400 cases, of which 391 were violent crime cases referred to the MCVAP. In 2005, the number of cases filed increased to 2,678, of which 445 received services from the MCVAP. The subgrantee states that without interventions by the MCVAP, the needs and rights of victims of crime would not be addressed, and they often would be unintentionally violated. Children who are secondary victims of crime

Year	Subgrantee Request	VOCA Award	Difference	Local Match	Project Total
2005	\$101,802	\$91,625	\$(10,177)	\$22,906	\$114,531
2006	\$99,457	\$91,625	\$(7,832)	\$22,906	\$114,531

Program Description and Problem Statement

The Madison County Victim Advocacy Program (MCVAP) provides support and advocacy to innocent crime victims, spanning the period from when charges are filed through the disposition of the case.¹⁶ The MCVAP provides referrals as needed and assists in the filing of protective orders, Violent Crime Compensation forms, and provides Indiana Department of Correction notification forms to victims. The subgrantee works closely with advocates from the Anderson Police Department and the Madison County Sheriff’s Department to provide smooth transition from crisis intervention to prosecution. The MCVAP employs four advocates who provide direct contact and personal services to victims, and it is the only prosecution-based advocacy program in the county. The subgrantee also attempts to work with school resource officers to obtain referrals for services for children who are impacted by crime.

According to the subgrantee, the MCVAP is needed because victims have little knowledge of the criminal justice system or understanding their rights under the Indiana

are reportedly a growing concern as they go unnoticed and unserved because they are not primary victims.

Program Objectives and Activities

The goal of the MCVAP is to provide direct services to Madison County residents who are victims of crime. The subgrantee identified different sets of objectives for their 2005 and 2006 project awards, both of which were consistent with the project’s overall goals.

In 2005, the MCVAP objectives were to:

1. Develop a system with School Resource Officers (SROs) to track children through the school system that have been identified as secondary victims of crime by the MCVAP
2. Establish a referral guide listing counseling services available in the community
3. Increase promotion of victim awareness and education in Madison County

In 2006, the MCVAP objectives were to:

¹⁶This project (subgrantee) has been receiving funding for several years. The numbering of previous awards suggests grant funding as far back as 1997: 97CA199; 99VX038; 99VA040; 00VX091; 01VA089; 02VA089; 03VA091; 04VA095; 05VA081; and, 06VA081.



1. Develop a tool for victims to report the effectiveness and satisfaction with services received from the MCVAP
2. Become more knowledgeable about topics affecting victims of crime and the criminal justice system
3. Develop a training curriculum for volunteers

The 2005 and 2006 subgrantee applications collectively proposed numerous activities to meet program objectives. To better track child victims the MCVAP proposed to:

1. Work with school resource officers to develop a system for targeting at-risk children
2. Meet quarterly with SROs to improve offering of services to child victims

To establish a list of referral services the subgrantee proposed to:

1. Contact local mental health facilities to gather information on available counseling services
2. Develop a booklet detailing available services and work with county agencies to distribute the materials to victims

To promote victim awareness and education the subgrantee proposed to:

1. Retain membership in the Mayor's Commission Against Domestic Violence
2. Continue planning and participation in Victim's Rights Week
3. Contact the Victim Services Division for training on the Victim Compensation Fund and application process

To assess program effectiveness and client satisfaction the subgrantee proposed to:

1. Develop a questionnaire for reporting satisfaction with services with distribution beginning January 1, 2007

2. Collect and analyze data on a quarterly basis

To become more knowledgeable about topics affecting victims the subgrantee proposed to:

1. Assess needs of advocates for training in specific areas
2. Research availability of training opportunities for advocates and organized existing materials for in-service training

To develop a training curriculum for volunteers the subgrantee proposed to:

1. Contact two universities (by September 1, 2006) for student volunteers and begin working with new volunteers September 1, 2007
2. Write a curriculum, recruit, and train student volunteers

Reported Performance Measures

While there was no indication who would evaluate the MCVAP, the subgrantee noted that the program's effectiveness would be evaluated by obtaining feedback on the immediate impact of the program before participants, attendees, users, or recipients leave the site of the service, training, etc. Metrics were provided in the subgrantee's 2005 and 2006 Semi-annual VPRs consistent with the project's goals and objectives. Based on narrative information in 2005 VPRs, the subgrantee:

1. Devised a plan with the SROs to identify and contact at-risk children through the advocacy program. A form was developed to facilitate information sharing between the SROs and the MCVAP
2. Established a referral guide by creating a card, in English and Spanish, for victims listing available



counseling services

- Promoted victim awareness and education through the planning and participation in Victim's Rights Week events, and participated in the Walk for Victim Rights, which was attended by approximately 200 people

Based on the VPR covering July 1, 2006 through December 31, 2006, the subgrantee:

- Identified 12 children needing MCVAP services
- Developed a questionnaire for reporting satisfaction with program services. Lack of available funds to print and distribute the forms caused some delays, but the MCVAP anticipates meeting this objective by the end of the third quarter (March

31, 2007)

- Assessed advocate training needs, researched training opportunities, and organized materials for in-service training for advocates. The MCVAP also collaborated with other victim services providers in the county to re-establish formalized training for advocates and volunteers

- Utilized two college interns and one volunteer to support program services

As indicated in Table 16, the majority of victims served by the subgrantee were female. Half of the victims served during the evaluation period were between the ages of 18 and 40. Victims of domestic violence and other violent crimes were the most common service recipients. Follow-

Table 16: Madison County Prosecutor's Office (Madison County Victim Advocate) selected performance metrics, 2005 and 2006

Metric	2005		2006	
	Count	Percent (%)	Count	Percent (%)
Total primary victims served	847	68.1	90	83.3
Total secondary victims served	397	31.9	18	16.7
Total victims served	1,244	100.0	108	100.0
Gender				
Female	705	56.7	74	68.5
Male	539	43.3	34	31.5
Age				
12 or under	217	17.4	10	9.3
13 - 17	180	14.5	32	29.6
18 - 25	323	26.0	19	17.6
26 - 40	310	24.9	32	29.6
41 or older	214	17.2	15	13.9
Total victims served based on victimization type	1,287	100.0	169	100.0
Top three types of victimizations	708	55.0	108	63.9
Other Victims	279	21.7	N/A	N/A
Domestic Violence	232	18.0	25	14.8
Other Violent Crimes	197	15.3	59	34.9
Child Sexual Abuse	N/A	N/A	24	14.2
Victim services provided (excluding phone contact)	5,970	100.0	512	100.0
Top three services provided	4,878	81.7	429	83.8
Follow-up contact	2,295	38.4	224	43.8
Criminal justice support/advocacy	1,323	22.2	140	27.3
Information and referral (in-person)	1,260	21.1	N/A	N/A
Personal advocacy	N/A	N/A	65	12.7
Total telephone contacts	3,228	35.1	456	47.1



up contacts, criminal justice support/- advocacy, and the provision of in-person information and referrals were the most commonly provided services.

Fiscal Assessment

For the 2005 grant year the subgrantee expended all but \$157 of the VOCA award funds, a burn rate of 98.4 percent, and the remaining amount was returned to ICJI on October 5, 2006. On June 6, 2006 the subgrantee requested, and was granted, an amendment to the budget allowing \$3,000 available under Personnel to be moved to Travel (\$600) and Operating Expenses (\$2,400). Operating Expenses were not awarded in the original grant. Otherwise, the budgetary expenditures were consistent with approved program activities. For the 2006 VOCA award, the subgrantee appeared to be on-track with 2005 budget expenditures through the third quarter reporting period. There were no other changes to the budgets, and fiscal reports appear to have been submitted accurately and in a timely manner.

Overall Assessment and Recommendations

The MCVAP's 2005 and 2006 activities were likely to have a positive impact on some of the problems associated with victim needs to understand the post-arrest processes of the criminal justice system. Advocacy and case management for victims is important at all stages of the system, and as a prosecution-based program the MCVAP addresses an important gap in provision of support services to victims. The MCVAP changed objectives and activities from 2005 to 2006, but the changes were consistent with common goal for both years. *Among the dozen case studies examined here, and based on the information available in the ICJI subgrantee files, the MCVAP should*

be considered an average program.

Some performance concerns exist. As noted in the 2006 grant application and performance report, limited or lack of funding impacted the MCVAP's ability to meet some program activities, such as timely dissemination of surveys to clients and service partners to gain information to improve performance, the development and delivery of a referral guide for victims, or funds to support training for advocates and volunteers (e.g., training materials, registration fees, travel). The subgrantee did not receive the amounts requested in 2005 or 2006, but the program received the same amount of funding for the two years being evaluated. While subgrantees understandably desire increases in program funding from year to year, proposed objectives and activities should be based on realistic estimates of future funding. The MCVAP's performance was impacted by inadequate funding issues, but the lack of operating expenses appears to be, in part, a function of the subgrantee not requesting funds operating expenses (or not being granted funds for this area) while it was clear that such funds would be necessary to meet program objectives and activities in both grant years.

The subgrantee could improve the quality of future applications by incorporating detailed program statistics from the previous years of consecutive funding to highlight the need for the program. It has been funded by ICJI through at least nine past grants going back to 1997. More detailed information on how the subgrantee met objectives from previous years, how they previously tackled problems associated with victimization (particularly when the objectives change from previous years), would significantly improve the quality of future applications.



CASE STUDY 4: Fort Wayne Police Department Victim Assistance Program

Subgrantee: Fort Wayne Police Department

Implementing Agency: Ft. Wayne Police Department

VOCA Grants: 05VA006 & 06VA006

Project Title: Victim Assistance Program

current client caseload and to strengthen services to underserved victim populations. While the core meaning of the overall program goal remained the same, the program objectives greatly varied between 2005 and 2006. In 2005, VAP had three objectives:

1. Provide equitable compensation to retain current staff and to attract competent potential staff
2. Continue to provide professional,

Year	Subgrantee Request	VOCA Award	Difference	Local Match	Project Total
2005	\$123,756	\$64,307	-\$59,499	\$16,077	\$80,384
2006	\$72,602	\$70,617	-\$1,985	\$17,654	\$88,271

Program Description and Problem Statement

The city of Fort Wayne experienced a 10.7 percent increase in population (between 2004 and 2006) due to annexation activities and an 11.4 percent increase in violent crime (between 2004 and 2005).¹⁷ Victims of crime often need services. Currently, the Fort Wayne Police Department Victim Assistance Program (VAP) is the only program in the Northeast region of the state that provides comprehensive services (e.g., crisis intervention, advocacy, needs assessment and referral) to victims of violent crime.¹⁸ VAP staff respond to crisis situations 24 hours a day, seven days a week. They collaborate with a large number of local justice agencies, hospitals, and other agencies in the catchment area. The geographic area served by the VAP includes not only Allen County, but also Huntington, Wells and Dekalb counties.

high quality services while exceeding current number of victims served

3. Increase community awareness to address the cultural needs and differences of refugees, immigrants, the underserved juvenile, and adult victims of juveniles

The application does little to explain how these objectives were supposed to achieve the goal delineated above.

To meet the 2005 objectives, VAP proposed the following program activities:

1. Make the case for [salary] increases and present compensation proposal to appropriate entities for grant and city paid positions
2. Collaborate with local criminal justice agencies to provide training that addresses barriers and cultural differences affecting crime victims
3. Attend one culturally specific event to recruit volunteers to increase awareness of victim services
4. Provide two activities for teens in

Program Objectives and Activities

According to the subgrantee, the goal of the program is to maintain quality services, while meeting the needs of the

¹⁷Fort Wayne Police Department VAP, 2005 and 2006 Victims of Crime Act (VOCA) Grant Application; US Department of Justice, Federal Bureau of Investigation, *Crime in the United States, 2004*. Retrieved May 20, 2007 http://www.fbi.gov/ucr/cius_04/documents/CIUS_2004_Section2.pdf; and US Department of Justice, Federal Bureau of Investigation, *Crime in the United States, 2005*. Retrieved May 20, 2007 http://www.fbi.gov/ucr/05cius/data/table_06.html.

¹⁸This subgrantee received six other previous VOCA grants to support this project: 99-VS-004, 00-VX-037, 01-VX-036, 02-VA-010, 03-VA-008, and 04-VA-019.



their schools to increase awareness of victim services and crime prevention

5. Recruit bilingual volunteer advocates
6. Develop and distribute educational materials for non-English speaking communities addressing domestic violence.

In the 2006 grant application, VAP used more precise language to describe the goal of the program and identified concrete objectives and activities that could more easily be quantified and evaluated. The objectives enumerated in the 2006 grant application were threefold:

1. Increase the number of intern/volunteers to meet the anticipated 7 percent increase in workload as a result of annexation
2. Collaborate with community agencies to increase awareness and develop plan to address issues of underserved communities
3. Improve office operations, functions, capabilities, and victim database to increase input and better utilize the computerized data information to produce more efficient reports and services.

The activities proposed in the 2006 application were appropriate for the objectives. Program activities for the 2006 operating period included:

1. Attend at least two college career fairs
2. Give two presentations to college students about victim services and internship opportunities
3. Recruit four interns per college year
4. Meet with community collaborators to identify needs and provide one community event to address the

needs of underserved communities and service providers

5. Computerize all office functions including victim data files
6. Meet with database project team to discuss data output to improve grant reporting
7. Meet monthly with team until computerization project is complete.

Reported Performance Measures

VAP served approximately 5,812 victims in 2005 and 2,489 victims in the first 6 months of the 2006 operating period (see Table 17). The subgrantee noted that the numbers of clients served in 2006 was down as a result of a staff member being on leave of absence. Approximately 79 percent of victims served were women; 59 percent were between the ages of 18 and 40, and 83 percent were primary victims of crime.

In both years, most clients were victims of domestic violence, followed by child sexual abuse and robbery victims. The most commonly provided services included criminal justice support/advocacy, follow-up contact, and crisis counseling.

Other notable achievements in 2005 included frequent meetings with the Mayor's Commission on Domestic Violence, sponsorship of victim awareness events, numerous presentations for the public and college students, several outreach activities with the Burmese community, and six homicide support groups.

The 2006 VOCA award was targeted entirely for personnel. It included a 9.8 percent increase in funds over the previous grant, which was spent on providing pay raises effective January 1,



Table 17: Fort Wayne Police Department selected performance metrics, 2005 and 2006

Metric	2005		2006	
	Count	Percent (%)	Count	Percent (%)
Total primary victims served	4,822	83.0	2,000	80.4
Total secondary victims served	990	17.0	489	19.6
Total victims served	5,812	100.0	2,489	100.0
Gender				
Female	4,649	80.0	1,898	76.3
Male	1,163	20.0	583	23.4
Victim gender unknown	0	0.0	8	0.3
Age				
12 or under	462	7.9	281	11.3
13 - 17	354	6.1	166	6.7
18 - 25	1,486	25.6	616	24.7
26 - 40	1,959	33.7	871	35.0
41 or older	1,002	17.2	416	16.7
Victim age grouping unknown	549	9.4	139	5.6
Total victims served based on victimization type	5,025	100.0	2,516	100.0
Top three types of victimizations	4,293	85.4	2,226	88.5
Domestic Violence	3,349	66.6	1,637	65.1
Child Sexual Abuse	717	14.3	303	12.0
Other Victims	227	4.5	286	11.4
Victim services provided (excluding phone contact)	27,535	100.0	27,806	100.0
Top three services provided	24,219	88.0	24,571	88.4
Criminal justice support/advocacy	9,585	34.8	10,660	38.3
Follow-up contact	9,083	33.0	10,260	36.9
Crisis counseling	5,551	20.2	3,651	13.1
Total telephone contacts	5,164	15.8	5,096	15.5

2007. These raises finally allowed VAP to compensate the staff paid by the grants at the same rate as those paid for by the city. Additionally, 12 presentations addressing victim services were given to audiences such as service collaborators, the faith community, schools, and other general community organizations.

Fiscal Assessment

Based on subgrantee fiscal reports in 2005, actual expenditures were consistent with proposed expenditures. The subgrantee spent 99.9 percent of the grant. By the 2006 third quarter fiscal reports, actual expenditures were consistent with the proposed expenditures. The amount projected to be spent from the federal

funds for personnel in the final quarter is on par with previous quarters. Requisite reports were filed in a timely manner.

Overall Assessment and Recommendations

The 2005 grant application had problems, from sweeping statements about increased service needs with little data to support the claim, to a poorly constructed goal statement and the identification of objectives that might not help achieve the overall goal. There was a lack of operationalization of key terms and no baseline numbers offered.

The biggest problem with the grant is its objectives. For example, objective one dealt with increasing staff salaries.



Increased compensation might aid in the retention and recruitment of staff and slightly improve productivity. But the subgrantee does not explain how paying a higher wage would increase the number of victims served, improve the quality of services already offered, or make sure services are provided in a timely manner. The second objective is consistent with the goal statement. While the subgrantee notes that they will continue to provide “professional, high-quality services” they never mention what is meant by professional “high-quality” services. Because of this, it will be difficult to assess whether the objective was met. The subgrantee did indicate it planned on increasing the number of victims served, but no metric regarding the size of the increase was provided. The third objective (“to increase community awareness to the cultural needs and differences of refugees, immigrants, juveniles”) is unclear, making it difficult to ascertain if the objective is consistent with the VAP’s goal. The subgrantee needs to use precise language to explain what they intend to accomplish.

In terms of program objectives and activities, the 2006 application was stronger. Improvements included the use of precise language to explain the goal of the program, clear and more easily evaluated objectives, and program activities consistent with objectives and the program goal. The program activities discussed in the 2006 grant application and those provided in the 2005 and 2006 performance reports seem likely to have a positive impact on crime victims in the Fort Wayne area.

Among these case studies, the VAP appears to be an average program, yet there are a number of areas that could be improved. First, the subgrantee notes that

they hope to help prevent re-victimizations, but no direct mention is made regarding how VAP intends to do this. In future grant applications this subgrantee should be required to address this issue. Second, in the 2005 and 2006 grant applications and VPRs, the subgrantee provided slightly different goal statements. Goals should be consistent in all documents.

Third, the subgrantee should be commended for their attempts at reaching underserved populations. Much progress was made on outreach efforts to the Burmese community. Attempts should be made to strengthen outreach activities to other underserved populations. VAP should collaborate with the Domestic Violence Investigative Unit (DVIU) operating within the Ft Wayne Police Department to have the two brochures developed in 2005 (one about sexual assault as it pertains to domestic violence, and one about developing safety plans), translated into Spanish. Additionally, the VAP acknowledged that juvenile victims of juvenile crime were underserved. VAP should consider expanding use of internships sponsored by local universities to reduce this void.

Fourth, VAP should create evaluation forms for the presentations that are given to community groups, partners, and schools to get feedback about how useful these sessions are and to receive recommendations about how they may be improved.

Finally, VAP (in their 2006 VOCA grant application) and the DVIU (in their 2005 STOP grant application) noted they needed funds to assist in the development of databases that would improve their ability to complete required performance reports and to assist in program planning.



Perhaps these two entities should collaborate on a request for funds that would allow them to develop a database that could be accessed by both groups to track open cases and streamline service referrals. Closer collaboration between the VAP and DVIU seems essential. Both programs requested funding to pay for an additional victim advocate in their 2005 STOP and VOCA grant applications. Both requests were denied. Perhaps in

subsequent grant applications, VAP can request funding for half of the salary of a new advocate while explaining that the DVIU was also requesting funding for half a new victim advocate. It could then be noted that this new advocate would only be used to assist victims of domestic violence so that STOP program requirements would not be violated.



CASE STUDY 5: Madison County Community Justice Center

Subgrantee: Community Justice Center
Implementing Agency: Community Justice Center
VOCA Grants: 05VA080 & 04VA172*
Project Title: Community Justice Center - Mediation Department

misdemeanant offenders to participate in the justice system and to work to repair the damage done as a result of their victimization.”

CJC collaborates with a number of local criminal justice and non-criminal justice agencies. Specifically, CJC works with the Madison County Sheriff’s Department, the Madison County Prosecutor’s Office, the Unified Court Adult Probation and the Juvenile Probation Departments, all courts in the

Year	Subgrantee Request	VOCA Award	Difference	Local Match	Project Total
2005	\$70,175	\$59,618	\$-10,557	\$14,905	\$74,523
2006	\$66,507	\$59,618	\$-6,889	\$14,905	\$74,523

*Grant number is a 2004 number, but the operating period is 2006.

Program Description and Problem Statement

According to the subgrantee, the needs of victims of property crimes and other misdemeanors are ignored by the criminal justice system in Madison County. The Community Justice Center (CJC) administers four major programs: the Victim Offender Reconciliation Program (VORP)/Restorative Justice Program, the Pretrial Diversion (EXTENT) and PREVENT, Victim Notification Program, and Victim/Offender DWI Impact Panel. Beyond a discussion of the four programs mentioned previously, no history or background is provided about the CJC or its relationship to the local criminal justice system. In the 2006 grant application, the subgrantee hinted at two overall agency goals, “to provide services for the victims of crime that are often left under served by the criminal justice system in Madison County,” and “...to permit victims of juvenile and adult felony and

jurisdiction, Anderson Center for Mental Health, Alternatives Shelter, St. John’s and Community Hospitals, and 34 churches in Madison County.

The 05VA080 and 04VA172 CJC VOCA grants are continuation grants. It should be noted that while the 2006 VOCA grant has a 2004 number, all funds were to be spent during the 2006 operating period. ICJI awarded the 2006 CJC VOCA grant from Indiana’s remaining 2004 VOCA dollars.¹⁹ Though CJC requested larger amounts, the 2005 and 2006 awards remained constant at \$59,618 each year. The total amount for both years (\$119,236) was earmarked by ICJI to be spent only on personnel.

Program Objectives and Activities

The goals of the programs administered by the CJC, and the objectives and activities aligned with the goals were nearly identical in the 2005 and 2006 grant applications. The VORP

¹⁹The CJC VOCA grant history includes two other grants: 04VA094 and 03VA090.



project goal is, "To provide an opportunity for victims to explore their feelings and possible solutions toward resolving the conflict situation." There were three objectives for this goal:

1. to facilitate meetings between victims and offenders to establish restitution and possible emotional satisfaction in relation to the victimization;
2. to improve our communication with, availability of, and involvement in repairing the harm to victims through outreach measures;
3. to provide educational programs for our staff and volunteers regarding victim issues.

To meet the VORP objectives, CJC proposed 15 program activities.²⁰

The project goal of the pre-trial diversion (EXTENT) and PREVENT program is, "to provide services to both adult and juvenile victims and offenders of crime. Specific emphasis on reducing conflict within the family structure and the community." There were five objectives for this goal:

1. to strengthen relationships with referring agencies;
2. to offer support to parents and/or significant family members;
3. to include victim participation in the educational component of the program;
4. to improve the understanding of skills needed to make positive behavior changes through the use of cognitive-behavioral programs; and
5. to increase the number of victims participating in the educational component.

²⁰Refer to the original 2005 or 2006 CJC VOCA grant applications for a listing of program activities that go with the objectives identified for each of the programs administered by CJC. The list includes 34 activities, many of which include some detail.

To meet the Pre-trial diversion objectives, CJC proposed 11 program activities.

The goal of the Victim Notification Program is, "to provide the victims with an opportunity to take any necessary means needed to feel safe when an offender, serving an executed sentence or being held for a pending violent offense, is being released from the Madison County Work Release Program or Madison County Correctional Complex." There were three objectives for this goal:

1. to notify the victims of release of offenders from the Madison County Work Release Program or Madison County Correctional Complex;
2. improve our communication with, availability of, and involvement in providing information and advocacy to victims through outreach measures;
3. continually educate and evaluate our staff and volunteers regarding victim issues.

To meet the Victim Notification Program objectives, CJC proposed eight program activities.

The goal of the Victim/Offender DWI Impact Panel is, "to provide the victim, juvenile as well as adult, an opportunity to impact the DWI offender." There were three objectives and 10 program activities tied to this program goal. The objectives were:

1. to increase the participation of victims in the DWI Impact Panel;
2. to utilize the Mothers Against Drunk Driving and/or Advocates Against Impaired Driving organization in providing victim stories; and
3. to provide at least three opportunities for victims to impact adult and juvenile offenders.



Reported Performance Measures

CJC made several errors when reporting victim statistics in their 2005 and 2006 semi-annual VPR. For example, for “number of victims served” in 2005, the subgrantee reported serving 1,035 victims, but only 43 in the first six months of 2006. While this is entirely possible, it is highly improbable that the number of victims served in the first six months of 2006 decreased that dramatically. If the change in demand actually occurred, it should be noted. Moreover, other problems with the data were uncovered (i.e., major undercounts) when comparing the number of individual victims with the information reported in other required data tables.

The Madison County CJC provided services to more than 1000 victims, predominantly male (67 percent) in 2005, but its 2006 output is substantially less than the rate needed to maintain the 2005 level of production—the single semi-annual VPR for 2006 reported only 43 victims served. The primary type of victimization served by CJC was DUI/DWI crashes. Most of the remaining information provided in the 2005 VPR described how the individual programs worked and little else. However, CJC did report that five DWI Victim Impact Panels were held. During the first six months of 2006, CJC staff facilitated 12 mediation meetings; three victim panels, attended three conferences, conducted six classes of various types, and notified 20 victims of their offender’s release from incarceration.

Table 18: Madison County Community Justice Center selected performance metrics, 2005 and 2006

Metric	2005		2006	
	Count	Percent (%)	Count	Percent (%)
Total primary victims served	984	95.1	38	88.4
Total secondary victims served	51	4.9	5	11.6
Total victims served	1,035	100.0	43	100.0
Gender				
Female	343	33.1	35	81.4
Male	692	66.9	8	18.6
Age				
12 or under	17	1.6	0	0.0
13 - 17	170	16.4	0	0.0
18 - 25	200	19.3	0	0.0
26 - 40	548	52.9	5	11.6
41 or older	100	9.7	34	79.1
Victim age grouping unknown	0	0.0	4	9.3
Total victims served based on victimization type	1,858	100.0	226	100.0
Top three types of victimizations	1,751	94.2	226	100.0
DUI/DWI Crashes	997	53.7	146	64.6
Other Assault	419	22.6	69	30.5
Other Victims	335	18.0	N/A	N/A
Robbery	N/A	N/A	11	4.9
Victim services provided (excluding phone contact)	2,207	100.0	298	100.0
Top three services provided	2,058	93.2	298	100.0
Personal advocacy	964	43.7	N/A	N/A
Follow-up contact information and referral (in-person)	878	39.8	150	50.3
referral (in-person)	216	9.8	148	49.7
Total telephone contacts	2,546	53.6	367	55.2



Fiscal Assessment

Based on fiscal reports submitted by the subgrantee in 2005, actual expenditures were entirely consistent with the proposed expenditures—all federal funds were used for personnel. At the close of the grant, no funds remained. As of the 2006 third quarter fiscal report, actual expenditures were consistent with proposed expenditures—all federal dollars were spent on personnel costs. The amount remaining from federal funds in the final quarter is approximately \$6,000 more than what is normally spent quarterly on this budget item. There were no amendments to the 2006 budget and all requisite reports were filed in a timely manner.

Overall Assessment and Recommendations

The problem statements in the 2005 and 2006 grant applications were lacking detail and provided no empirical information or other evidence that a problem really exists in that community. No data were provided to explain the nature and extent of the specific crimes suffered by these victims or the magnitude of the service needs in that community in the 2005 grant application. In the 2006 application, the subgrantee noted that in 2004, 472 adults and 21 juveniles were committed to the Department of Correction from Madison County. The problem with using that statistic to define a “problem” in the community is that it does not differentiate property offenders from violent offenders and it only represents offenders who committed felonies. Since a number of clients to be served by CJC are likely victims of misdemeanor offenders, the only statistic offered by the subgrantee is not adequate to identify a “problem” or to

demonstrate a need for the programs that the CJC offers. Without data about the crime rates and service needs, the reader must rely on claims of the subgrantee. One way to improve future grant applications would be to provide information (e.g., crime rates, police calls for service, number of crimes reported) to help establish the nature and extent of the crime and victims served by the CJC. The subgrantee should identify an overall goal/ mission for CJC and have the various programs (e.g., VORP, Victim Impact Panels) administered under the CJC umbrella represented in the objectives and program activities.

In the 2005 grant application, the subgrantee confuses objectives with activities and activities with objectives. For example activity #2 under objective #2 for the DWI Panels was to “impact the DWI offender.” However, “Impacting the DWI offender” is an objective and not an activity. Similar examples can be found throughout the four programs administered through CJC. This should be resolved before the subgrantee submits a future grant. It might be helpful to have the CJC program coordinator receive further training on goals, objectives, activities, and outcomes from ICJI or ICJI could name a mentor (an individual from a VOCA funded program that submitted strong applications in the past) to assist CJC with drafting future applications.

In the project description of VORP in the 2005 application, the subgrantee stated, “Participants leave with a feeling of emotional satisfaction and closure. Upon completion of the session it is apparent by the verbal and physical responses that mediation has benefited the victim or victims greatly.” This statement is the only thing that the subgrantee offers in the way of measuring program impact.



Anecdotal and subjective assessments of the program by staff are inadequate to measure the true impact of a program. CJC should be required to submit a program assessment plan should they wish to receive future VOCA funding. In the section of the grant application that requires the applicant to identify how the effectiveness of the program will be evaluated, no means for evaluation were indicated. The subgrantee should also be asked to report higher level data. For example, they should not only report input data (e.g., the number of restitution agreements made) which they do not currently do, but should also report

outcome data (e.g., the number of restitution agreements fulfilled by offenders and the number of victims reporting satisfaction with the process).

Given the lack of detail provided by the subgrantee about the implementing agency (CJC), a poorly constructed problem statement that did not show a problem existed, a weak program description, the confusion between some objectives and activities, and the data mistakes in the 2005 VPR, CJC should be considered below average compared to other VOCA case studies profiled here.



GOVERNMENTAL NON-CRIMINAL JUSTICE AGENCIES

CASE STUDY 6: Marion County Centers of Hope program

Subgrantee: Marion County
Prosecutor's
Office - Centers of
Hope 2005 St.
Vincent Hospital -
Center for Hope
2006*

Implementing Agency: Marion County
Prosecutor's
Office in 2005

VOCA Grants: 05VA160 &
06VA095

Project Title: Centers of Hope &
St. Vincent
Hospital Center of
HopeCase Study

cases it served in the past, but those numbers conflicted with others reported in the document.

The Centers for Hope (CH), located in five area hospitals (St. Vincent's, St. Francis, Methodist, IU Pediatric, and Community East), treat rape and other sexual assault victims.²² CH utilize Sexual Assault Nurse Examiners (SANE) who are specifically trained to physically examine, assess, and document injuries, collect forensic evidence, provide prophylactic medications to prevent STDs and pregnancy (in consultation with physicians), and offer crisis intervention services. SANE receive specialized training in evidence collection, legal documentation, and sensitivity and

Year	Subgrantee Request	VOCA Award	Difference	Local Match	Project Total
2005	\$334,504	\$195,577	\$-138,927	\$48,894	\$244,471
2006	\$50,412	\$34,612	\$-15,800	\$8,653	\$43,265

*In 2006, the five Centers for Hope submitted individual VOCA grants. This case study represents the St. Vincent Application only.

Program Description and Problem Statement

Although the population of the city of Indianapolis decreased (slightly) from 800,589 to 800,304 between 2004 and 2005, the number of reported rapes did not. In fact, rapes increased by 10 percent from 479 to 527.²¹ Obviously, rapes against women are not the only sexual crime of interest to victim service providers, thus the statistic provided is an undercount in the number of sexual offenses in Indianapolis. Unfortunately, no statistics were provided in either of the VOCA grant applications to demonstrate the extent of the problem in Indianapolis. It should be noted that the 2006 grant application mentioned the number of

awareness regarding how to handle victims of sexual assault with care. After their initial assessments, SANE also provide referrals for follow-up support, evaluation, and treatment. SANE encourage victims to report their assaults to law enforcement, but the decision remains with the victim.

A major change took place in the 2006-2007 grant operating period. Previously, the five Centers for Hope applied for one VOCA grant through the Marion County Prosecutor's Office. In 2006, the Centers for Hope at St. Vincent's (06VA095), St. Francis (06VA094), Methodist (06VA093), IU Pediatric (06VA085), and Community East (06VA083) hospitals, submitted separate grants and all were funded. While the 2005 VOCA award to CH was

²¹US Department of Justice, Federal Bureau of Investigation, (2004) Crime in the United States. Retrieved June 6, 2007, at http://www.fbi.gov/ucr/cius_04/offense_s_reported/offense_tabulations/table_06.html; US Department of Justice, Federal Bureau of Investigation, (2005) Crime in the United States. Retrieved June 6, 2007, http://www.fbi.gov/ucr/05cius/data/table_06.html#.

²²CH collaborates closely with local criminal justice and social service agencies (e.g., the Julian Center, Legacy House, the Women's Assistance league, and the St. Vincent Stress Center) to make sure victims receive the services they need.



large at \$195, 577, it was divided between the five participating hospitals. Once the individual 2006 grants are summed, they equal \$183, 706 (a reduction of just over 6 percent).²³

Program Objectives and Activities

In 2005, the goal of CH was, “to provide a safe and nurturing environment for victims of sexual assault and domestic violence. Sexual assault/Forensic Nurse Examiners address the emotional, medical and legal needs of the victims with sensitivity.”²⁴ CH intended to meet this goal by achieving three objectives:

1. Provide a program that meets the physical, emotional and forensic needs of sexual assault patients;
2. Continue providing sexual assault forensic services to victims according to the American College of Emergency Physicians, International Association, and the Emergency Nurses Association guidelines; and
3. Facilitate prosecution by expert forensic evidence collection and expert testimony and coordination of services with law enforcement and the prosecutor’s office.

To meet the 2005 objectives, CH proposed the following eight program activities:

1. Recruit, hire and train more SANE
2. Maintain volunteer advocate/tech and social service programs to accompany victims during exams
3. Hold bi-monthly meetings with a Centers of Hope
4. Distribute donated clothing victims from the Women’s Assistance League

5. Offer professional education to nursing students, nurses, nurse practitioners, residents, physicians, future forensic nurse examiners
6. Work with pediatricians
7. Continue collaboration with Center for Hope for Youth
8. Distribute Centers for Hope brochures to public via the prosecutor’s office and Center for Hope hospitals.

The St. Vincent CH did not fully complete section W3 of the 2006 grant application, which requires a program goal statement, objectives, and activities in a table, and submission of a narrative explanation as well. The subgrantee did not complete the table and submitted an incomplete narrative. The narrative includes a description of the program (without a clearly identified goal statement), and a discussion of various activities that will take place during the operating period. The activities described were not linked to specific program objectives.²⁵

Reported Performance Measures

The five Centers for Hope served a total of 436 (92 percent primary) victims in 2005 and the St. Vincent Center for Hope served 55 (100 percent primary) victims in the first six months of the 2006 operating period (see Table 19). Most victims served in 2005 and 2006 were women (91 percent and 76 percent, respectively). In 2005, most (57 percent) were between the ages of 18 and 40; whereas the victims served in 2006 were slightly older—with 27 percent over the age of 40.

The most commonly provided services in 2005 included information and referral, crisis counseling, and assistance

²³CH grant numbers 05VA160 and 06VA095 are continuation grants. Previous grants include: 04VA110, 03VA109, 02VA114, 01VA098, 00VA100, 99VA041, 98VA004, and 97VA069.

²⁴2005 Centers for Hope VOCA grant application.

²⁵Please refer to the 2006 St. Vincent Centers of Hope VOCA grant application to see a discussion of program activities.



Table 19: Marion County Prosecutor's Office (Centers of Hope) selected performance metrics, 2005 and 2006

Metric	2005		2006	
	Count	Percent (%)	Count	Percent (%)
Total primary victims served	400	91.7	55	100.0
Total secondary victims served	36	8.3	0	0.0
Total victims served	436	100.0	55	100.0
Gender				
Female	397	91.1	42	76.4
Male	39	8.9	13	23.6
Age				
12 or under	55	12.6	10	18.2
13 - 17	65	14.9	9	16.4
18 - 25	120	27.5	10	18.2
26 - 40	130	29.8	11	20.0
41 or older	59	13.5	15	27.3
Victim age grouping unknown	7	1.6	0	0.0
Total victims served based on victimization type	581	100.0	71	100.0
Top three types of victimizations	552	95.0	68	95.8
Adult Sexual Assault	334	57.5	42	59.2
Domestic Violence	132	22.7	10	14.1
Child Sexual Abuse	86	14.8	16	22.5
Victim services provided (excluding phone contact)	1,651	100.0	136	100.0
Top three services provided	1,382	83.7	136	100.0
Information and referral (in-person)	525	31.8	N/A	N/A
Crisis counseling	493	29.9	58	42.6
Assistance in filing compensation claims	364	22.0	N/A	N/A
Follow-up contact	N/A	N/A	65	47.8
Emergency financial assistance	N/A	N/A	13	9.6
Total telephone contacts	116	6.6	0	0.0

with filing compensation claims. Crisis counseling, follow-up service, and emergency financial assistance made up the bulk of services offered in 2006. Due to the sheer volume of the other activities that the five CH locations participated in during 2006, they will not be individually enumerated here. In the 2006 VPR, St. Vincent reported no additional benchmarks beyond the fact that two additional SANE were being trained.

Fiscal Assessment

Centers for Hope joint grant

Based on 2005 and 2006 fiscal reports submitted by the subgrantee, actual

expenditures were consistent with the proposed expenditures—all federal funds were used for contract services (with Wishard, Methodist, Community East, St. Vincent and St. Francis hospitals) and approved operating expenses (i.e., training material and training-related travel). At the close of the 2005 grant, \$82,144 remained unspent (a 58 percent burn rate). Documents in the file indicate that the subgrantee requested at least three grant amendments. The first was a notification regarding a change in the financial officer, and was approved. The second amendment request was submitted in December 2005, and asked to use funds for a part-time forensic nurse position



rather than a social worker. A note in the file claims that this request was denied due to VOCA guidelines; however, what guidelines this alludes to is unclear. It appears that at that time a social worker left one of the sites for a new job and that Center for Hope was unable to fill the position, resulting in unspent salary dollars. The third amendment request was to extend that grant operating period to September 30, 2006. The request explained that the CH would be unable to spend all grant dollars by June 30, 2006, due to the salary savings mentioned previously and a second position that became vacant later. The ICJI program director denied the amendment request. Therefore, there was a substantial federal dollar balance as of June 30, 2006. There is no information in the file regarding when, or if, those dollars were remanded to ICJI.

St. Vincent Centers for Hope grant

The St. Vincent Centers for Hope fared much better by submitting an individual grant in 2006. In 2005, its share of the CH joint grant equaled \$22,102 federal dollars. In 2006, St. Vincent received \$34,612 federal dollars—a 56.5 percent increase in funding. Based on the 2006 third quarter fiscal reports, nearly half of the federal dollars in the award remained. If the remaining dollars are spent to purchase the equipment first requested (a colposcope) and the other operating expenses are drawn down, it is likely that the remaining funds will be expended.

Overall Assessment and Recommendations

The problem statements in both the 2005 and 2006 grants were weak because they did not provide any data to bolster the claim that there was a need for sexual

assault and evidence collection centers in Indianapolis. Should the Centers for Hope choose to submit grants in the future (either individually or through a joint application), they should demonstrate their services are needed. They should provide information about the true extent of the problem they are trying to address, the quality of their services, and the impact that their services make on the lives of sexual assault survivors and the prosecution of such cases.

All objectives identified in the 2005 joint grant application appear to have been either fully or partially achieved and all activities that were identified in the grants appear to have taken place. This is a favorable achievement. The only issue that exists is that it is somewhat difficult to ascertain the level of objective achievement in that few benchmarks or statistics are provided across locations regarding the number, quality or impact of CH services. For example, CH stated in objective #3 that it wanted to “facilitate prosecution by providing expert forensic evidence collection and testimony,” but did not report the number of times the nurse examiners were called to testify, nor did they provide any feedback from the prosecutor’s office regarding the quality of the evidence that they collected. It is unclear if 2006 objectives were met because the St. Vincent CH application did not identify any.

In 2005, all five sites submitted separate semi-annual VPR. Methodist was the only site that submitted two reports; Community East submitted one report that covered the full operating period; St. Francis submitted one report that covered two months in 2006; St. Vincent submitted a report for the second half of the operating period; and Wishard



submitted a report that covered everything that had been done since January 1, 2005. A few of the reports lacked sufficient detail and did not tie their work to the objectives in a concrete way. A few of the others provided considerable detail, most of which was not necessarily relevant to the objectives. Should the Centers for Hope ever revert to submitting a joint grant application, it is recommended they collate information ahead of time and submit only one version of the VPR every six months.

The first 2006 VPR submitted by the St. Vincent Center for Hope reported required statistics (i.e., number and types of victims served and services received). However, the narrative had no specific detail about innovations or obstacles that their location faced that year. The St. Vincent Center for Hope should identify specific benchmarks and report those in

the semi-annual VPRs. In addition, CH grant administrators should be re-trained regarding VOCA guidelines and the timing of expenditures so they will not have to refund grant dollars to ICJI. A carry over of \$82,000 (nearly half of the original) is unfortunate.

Because of a poor problem statement, missing baselines or benchmarks, and problems with performance reports, the 2005 CH program can only be given an average rating when compared to other cases profiled here. The 2006 St. Vincent CH is assessed at below average because it did not fully comply with the grant application requirements, had a weak problem statement, did not offer baselines or benchmarks, and submitted a performance report in 2006 lacking detail and did not submit the one of the performance reports in 2005.



CASE STUDY 7: Hendricks County Child Abuse Treatment Program

Subgrantee: Hendricks County
Division of Family
and Children

Implementing Agency: Indianapolis
Institute for
Families, Inc.

VOCA Grants: 05VA153 &
06VA047

Project Title: Hendricks County
Child Abuse
Treatment
Program

physical abuse, neglect, family violence, and survivors of intra-familial homicide.²⁶ Residents or individuals that were victimized in Hendricks County are eligible for services. Though the CATP is a Hendricks County program, it is administered through a contract with the Indianapolis Institute for Families, Inc. CATP receives referrals from law enforcement, probation, the courts, and the Department of Child Services (DCS). CATP also closely collaborates with several social service agencies.²⁷

Year	Subgrantee Request	VOCA Award	Difference	Local Match	Project Total
2005	\$159,240	\$114,171	\$-45,069	\$28,543	\$142,714
2006	\$176,800	\$114,171	\$-65,629	\$28,543	\$142,714

Program Description and Problem Statement

The subgrantee noted that Hendricks County is the “most rapidly growing county in the state,” and that a full 28 percent of the county population is under the age of 18—the target demographic for the Hendricks County Child Abuse Treatment Program (CATP). They claimed that the numbers of reported and substantiated incidents of child abuse and neglect, child sexual assault, and family violence are increasing. In the 2005 VOCA grant application the subgrantee noted a 70 percent increase in the number of referrals to the program in the first six months of the previous (2004) grant cycle.

CATP provides extensive trauma recovery treatment and services to children ages two to 18 and their family members who are primary and secondary victims of sexual abuse,

Program Objectives and Activities

The overall program goal and two of the objectives were similar in the two grants. In the 2005 application, the goal was, “to provide the child, adolescent, and adult victims of CATP with the insight, understanding, and skills to fully recover from the trauma of abuse, neglect, sexual assault, rape and family violence and to continue their development as healthy and functional non-victims.” To this end, the objectives identified in the 2005 application included:

1. Provide trauma assessment, intervention, and recovery through the provision of clinical treatment services and specialized, collaborative programming that addresses sexual abuse, physical abuse, child sexual assault, rape, child neglect, family violence, and multiple victimizations for child and adolescent victims and parents of victims who suffered childhood victimization

²⁶Grants 05VA153 and 06VA047 are continuation grants. Six other known VOCA grants have been awarded to support this project: 04VA161, 03VA054, 02VA056, 01VA053, 00VA054, and 99VA027. A note on the 2005 application states that grants went all the way back to 1986.

²⁷Examples include the Hamilton Center, Wishard Hospital’s Center of Hope, Sheltering Wings, Hendricks County School Corporation, the Children’s Resource Group, Action Pack Karate, and Strides to Success.



2. Provide specialized therapeutic programs through collaboration with local private and public programs that will additionally enhance the recovery, development, adjustment, and stability of victims
3. Evaluate these programs with client and staff evaluations, program summaries and reports, quarterly financial reports, and semi-annual narratives

To meet the 2005 objectives, CATP proposed the following program activities:

1. Provide assessment, individual, parental, familial, and group treatment and case management to primary victims (child victims and non-offending adults who experienced childhood abuse) and secondary victims participating in the CATP
2. Provide Karate Kids and Healing with Horses for children and families identified as needing enhanced mental, emotional, behavioral, and social developmental and adjustment services with more immediate outcomes than can be provided in outpatient treatment
3. Provide pre and post assessment tools to adolescents and parents to evaluate the specific goals of Karate Kids and Healing with Horses and family evaluations to assess treatment. Program summaries will be provided with monthly county vouchers and the full ICJI evaluation will be completed annually. [Note: it is assumed that the ICJI evaluation the subgrantee is referring to is the semi-annual performance report. It is not a program evaluation.]

In the 2006 application, CATP used more precise language to describe the program goal and identified objectives

and activities that could be evaluated more easily. The goal as identified in the 2006 grant application was, "to address the emotional, social, and behavioral recovery of primary and secondary victims and their families who have experienced sexual abuse, physical abuse, sexual misconduct with a minor, sexual assault, neglect, intra-familial homicide, and family violence." The first two objectives are similar to the first two identified in the 2005 grant application, but the third is different:

1. Provide systemic base treatment including clinical assessment, individual, sibling, parental, family, experiential, and group therapy modes for referrals of indicated and substantiated cases involving children, non-offending parents, foster and adoptive parents, and/or other primary caregivers.
2. Provide for the additional special needs (disorders, isolation, delays) of referred children, parents, and families utilizing collaborative and supportive treatment services.
3. Maintain our current collaborative programs and continue to develop additional community-based resources that assist and support victims and their families for long-term recovery.

The activities proposed in the 2006 application were more clearly defined and measurable than those in the 2005 application:

1. Maintain the current referral process between the DCS and Indianapolis Institute for Families, Inc.
2. Provide assessment for all referrals entering CATP, cases reviewed monthly



3. Provide individual, sibling, parental, family, and group treatment as determined to be necessary by the CATP team, cases reviewed monthly
4. Continue collaborative experiential treatment with Healing with Horses, Strides to Success, and Action Pack Karate's Karate Kids
5. Develop additional resources with the Pace Foundation, the Indiana Sports Network, Hendricks Regional Health, IYI, etc.

142 victims in the first six months of 2006 (see Table 20).²⁸ The majority of clients served were secondary victims (65 percent in both 2005 and 2006). In 2005 and 2006 most victims (72 percent and 70 percent respectively) were female. As expected, close to one-half of the victims served in both 2005 and 2006 were 17 years old or younger. Child sexual abuse accounted for nearly two-thirds of persons served by CATP. The most commonly provided services include therapy, group treatment/support, and other services.

Reported Performance Measures

CATP served approximately 191 victims in the first six months of 2005 and

Other notable achievements in 2005 were that three new experiential programs were offered to victims through collaborative partnerships and CATP began administering pre and post-test

Table 20: Hendricks County Division of Family & Children (Hendricks County Child Abuse Treatment Program) selected performance metrics, 2005 and 2006

Metric	2005		2006	
	Count	Percent (%)	Count	Percent (%)
Total primary victims served	66	34.6	49	34.5
Total secondary victims served	125	65.4	93	65.5
Total victims served	191	100.0	142	100.0
Gender				
Female	138	72.3	99	69.7
Male	53	27.7	43	30.3
Age				
12 or under	42	22.0	21	14.8
13 - 17	47	24.6	43	30.3
18 - 25	10	5.2	8	5.6
26 - 40	33	17.3	18	12.7
41 or older	56	29.3	45	31.7
Victim age grouping unknown	3	1.6	7	4.9
Total victims served based on victimization type	245	100.0	186	100.0
Top three types of victimizations	211	86.1	162	87.1
Child Sexual Abuse	157	64.1	121	65.1
Other Victims	34	13.9	27	14.5
Domestic Violence	20	8.2	N/A	N/A
Adults Molested as Children	N/A	N/A	14	7.5
Victim services provided (excluding phone contact)	1,312	100.0	1,213	100.0
Top three services provided	1,309	99.8	1,199	98.8
Therapy	717	54.6	447	36.9
Group treatment/support	523	39.9	465	38.3
Other	69	5.3	287	23.7
Total telephone contacts	116	6.6	0	0.0

²⁸Hendricks County CATP did not submit the second semi-annual VOCA Performance Report for 2005.



evaluation forms to children and parents participating in the Healing with Horses and Karate Kids programs. At the time the VPR was submitted, the data were not ready to be disseminated.

Fiscal Assessment

Based on fiscal reports submitted by the subgrantee in 2005, actual expenditures were consistent with the proposed expenditures—all funds were used for contractual services with the Indianapolis Institute for Families, Inc., as approved by ICJI. In both operating periods, CATP was faced with a greater demand for services than the budget allowed. While grant administrators worked with the DFC to receive alternate funds, and they received permission from ICJI to bill private insurance and Medicaid when possible, all grant dollars were still spent by the third quarter in both the 2005 and 2006 operating periods. There were no amendments to the grants and all requisite reports were filed in a timely manner. CATP should be commended for their thorough grant tracking system. The documentation provided allowed for an observer to see individual funding streams that supported overlapping CATP services and how the dollars were drawn down.

Overall Assessment and Recommendations

CATP submitted extremely strong problem statements, backed by empirical data in both the 2005 and 2006 grant applications. The program administrator and clinicians utilize best-practice models and their program was self described as “award winning.” *The CATP is an above average program when compared to other programs profiled for this report.* By the 2006 application, the objectives were

clearer and activities were consistent with the program goal. It appears highly likely that the CATP will have a positive impact on the victims it serves in the Hendricks County area.

There are ways future applications and performance reports can be improved. First, the program goal should be consistent in all documents within operating cycles. Second, the first two objectives in the 2005 grant application overlap. It is recommended the subgrantee use more precise language to describe its objectives. They should simplify their objectives, stating them in a way that is clearly measurable. Third, the 2005 activities offered read more like objectives and not a list of concrete activities that CATP would engage in to meet their objectives and goals. This problem was rectified in the 2006 application.

Fourth, the subgrantee identified few actual measurement metrics beyond simple number of victims served and types of service units received (inputs), which in reality, makes it very difficult to measure the true impact of the program (outcome). In future grant applications, this subgrantee should be asked to identify program benchmarks so that an evaluator could easily determine if objectives have been achieved.

Fifth, in terms of evaluation, the subgrantee has a rich set of data that should be shared with ICJI to help determine program impact. For example, clients who participated in Healing with Horses and Karate Kids were given pre-post test instruments. In the 2005 application, the subgrantee appeared wary of sharing the information because of privacy issues. However, if the data were reported in the aggregate and used



only for program evaluation and planning, confidentiality would not be an issue. Moreover, CATP follows up with clients at the termination phase of the program and six months after the end of the program. The subgrantee should be urged to gather perception and behavior outcome data during this contact and report the information to ICJI.

Finally, the subgrantee should identify and report on any treatment services that are gender-specific. This subgrantee appears conversant with the relevant literature and since gender-specific programming for adolescent at-risk and delinquent girls is a 'hot button' issue, it would be helpful to know if they are utilizing gender-specific modalities in the treatment of sexual abuse.

CASE STUDY 8: Washington County/Hoosier Hills PACT Rape Crisis Program

Subgrantee: Hoosier Hills PACT
Agency Type: Rape Services/Shelter
Grant Numbers: 05VA138 & 06VA152
Project Title: Hoosier Hills PACT

statistics and other information to substantiate the need for the VOCA award. According to the subgrantee, support and shelter are critical for victims of crime to make informed decisions about how to navigate the criminal justice system and deal with their victimization. In 2004, program victim advocates and

Year	Subgrantee Request	VOCA Award	Difference	Local Match	Project Total
2005	\$241,038	\$216,588	\$(24,450)	\$54,147	\$270,735
2006	\$250,142	\$216,588	\$(33,554)	\$54,147	\$270,735

Program Description and Problem Statement

Hoosier Hills PACT provides services to all victims of crime in six southeastern counties: Crawford, Harrison, Lawrence, Orange, Scott, and Washington.²⁹ In all but Lawrence County, the program provides statutorily required crime victim services in collaboration with the prosecuting attorney's office. Victims are given assistance with victim impact statements, information on available compensation benefits, and referral to services to address their mental, emotional, and physical trauma. The program provides specialized services: a 24-hour crisis hotline, lethality and danger assessment, safety planning, support planning, case management, bi-weekly support groups for women, and safe shelter. The subgrantee operates a domestic violence shelter for female victims and their children; special housing arrangements are made for male victims. The program performs educational outreach and training on crime victim services, particularly as they relate to domestic violence and sexual assault.

shelter staff provided services for 1,866 crime victims. Eighty percent of these clients were victims of violent crime. At the time of their 2006 application, trained program advocates had served about 900 victims. The population served included victims of crime from a six-county population (160,955 people; 62,350 households).

Program Objectives and Activities

The goal of the Hoosier Hills PACT is to improve the response to, and services for, victims of crime. The subgrantee identified three objectives for their 2005 and 2006 project awards that were consistent with the project's overall goals:

1. Increase non-shelter clients by 5 percent over the last grant period
2. Fifty percent of the adult victims/survivors served in the shelter will achieve their short-term goals based on their treatment plans
3. Provide services most needed by crime victims

The 2005 and 2006 subgrantee applications collectively proposed numerous activities to meet program

The subgrantee's explanation of the problems faced by crime victims is well researched and presented using program

²⁹This project (subgrantee) has been receiving funding since 1999: 99VA055, 00VA154, 01VA151, 02VA165, 03VA164, 04VA159, 05VA138, and 06VA152.



objectives. To increase clients, the Hoosier Hills PACT proposed to:

1. Average one speaking engagement each month regarding program services
2. Distribute program brochures and posters
3. Have information regarding domestic violence and/or victimization in general in the local media at least six times annually
4. Collaborate with high schools by utilizing students for volunteer community service projects
5. Develop training designed to address the unique needs of domestic violence victims who are public assistance recipients
6. Provide training to DCS/DFR offices and IMPACT providers
7. Establish ongoing referral and service collaboration to more effectively meet the needs of crime victims living in poverty

To assist clients in meeting their treatment plan short-term goals, the subgrantee proposed:

1. Eighty percent of adult shelter victims/survivors shall complete a lethality assessment within 72 hours
2. Eighty percent of residents staying in the shelter three or more days shall have treatment plans developed
3. Treatment plans will include up to three short-term goals, and the goals shall be simple, clearly defined, and attainable within a few days

To provide services most needed by victims, the subgrantee proposed to:

1. Plan programs based on client and professional input
2. Maintain regular contact with referral sources such as law enforcement, prosecutor's offices, and social service agencies
3. Maintain active membership on Step Ahead Councils, DV Committees, etc.
4. Survey clients on their needs or if alternative services are required
5. Survey prosecutors and other professionals regarding current and alternative services

Reported Performance Measures

According to the subgrantee, the program's effectiveness would be evaluated by obtaining feedback on the immediate impact of the program before participants, attendees, users, or recipients leave the site of the service, training, etc. Feedback would also be obtained on the longer-term impact on victims, professionals, agencies, coordination among agencies, etc. Several detailed metrics were provided in the subgrantee's 2005 and 2006 semi-annual VPRs consistent with the project's goals and objectives.

Based on the information in 2005 VPRs, the subgrantee documented the following in regards to increasing the percent of non-shelter clients:

1. Utilized approximately 199 hours of service from students, interns, and volunteers
2. Participated in approximately 46 separate speaking engagements
3. Provided Victims Rights Act information to eight local law enforcement agencies and "Safety



Cards” to 13 area hospitals and law enforcement agencies

4. Distributed a quarterly newsletter (350 copies per quarter)
5. Had 36 informational items disseminated through the local media

In 2005, the following was accomplished regarding treatment plan short-term goals:

1. All clients completed a lethality assessment
2. Treatment plans were developed for all residents in the shelter for three or more days
3. Short-term goals were developed and met for all adult victims/survivors

In 2005, the subgrantee provided services most needed by victims through:

1. Maintaining contact with area prosecutor’s offices and law enforcement agencies
2. Active membership on area Domestic Violence Task Forces
3. Surveying clients and professionals, the results of which indicated high levels of satisfaction. Out of a possible 1,678 responses from 296 clients only 17 responses (.01 percent) were negative. Between other service providers (N = 14) and prosecutor’s offices (N = 11), only three out of 84 possible responses (3 percent) from other service providers were negative, and no negative responses were received from prosecutors
4. Summary information in the 2005 VPRs indicates on-going program planning based on input from clients and other professionals

Based on the VPR covering July 1,

2006, through December 31, 2006, the subgrantee documented the following in regards to increasing the percent of non-shelter clients:

1. Provided specific training to the DCS/DFR offices and IMPACT providers, approximately 69 attendees, from four counties (Orange, Washington, Harrison, and Lawrence)
2. Participated in approximately 24 separate speaking engagements
3. Provided Victims Rights Act information to eight local law enforcement agencies and “Safety Cards” to 13 area hospitals and law enforcement agencies
4. Distributed a quarterly newsletter (350 copies per quarter)
5. Had 20 informational items disseminated through the local media
6. Designed a training curriculum to address the needs of domestic violence victims receiving public assistance

In 2006, the subgrantee assisted clients in meeting their treatment plan short-term goals by:

1. Having 95 percent of adult victims/survivors complete a lethality assessment
2. Treatment plans were developed for 80 percent of the residents in the shelter for three or more days, which met the stated objective
3. Short-term goals were developed for all adult victims/survivors. Approximately 9 percent did not achieve their goals, and 23 percent did not remain in contact with an advocate, so it is not known whether they achieved their treatment plan goals



Table 21: Washington County Commissioners (Hoosier Hills PACT Victim Assistance) selected performance metrics, 2005 and 2006

Metric	2005		2006	
	Count	Percent (%)	Count	Percent (%)
Total primary victims served	2,712	86.1	1,072	80.8
Total secondary victims served	439	13.9	254	19.2
Total victims served	3,151	100.0	1,326	100.0
Gender				
Female	1,588	50.4	797	60.1
Male	1,084	34.4	391	29.5
Victim gender unknown	479	15.2	138	10.4
Age				
12 or under	281	8.9	162	12.2
13 - 17	154	4.9	79	6.0
18 - 25	286	9.1	138	10.4
26 - 40	570	18.1	275	20.7
41 or older	433	13.7	219	16.5
Victim age grouping unknown	1,427	45.3	453	34.2
Total victims served based on victimization type	3,138	100.0	1,325	100.0
Top three types of victimizations	2,857	91.0	1,213	91.5
Other Victims	1,533	48.9	545	41.1
Domestic Violence	831	26.5	551	41.6
Other Assault	493	15.7	117	8.8
Victim services provided (excluding phone contact)	13,115	100.0	7,904	100.0
Top three services provided	10,731	81.8	6,439	81.5
Criminal justice support/advocacy	5,110	39.0	3,277	41.5
Follow-up contact	3,996	30.5	2,587	32.7
Crisis counseling	1,625	12.4	N/A	N/A
Information and referral (in-person)	N/A	N/A	575	7.3
Total telephone contacts	116	6.6	0	0.0

As indicated in Table 21, the majority of victims served by the subgrantee were female and were victims of domestic violence or other crimes. The program serves a wide range of age groups, but a large percentage of the primary service recipients are of an “unknown age group,” and a similar lack of clarity exists when it comes to gender. Considering 2005 and 2006, there were 1,880 victims not classified into an age category, and there were 617 victims of unknown gender. Lack of details on this information is peculiar given the comprehensive coverage of information in other reporting area by the subgrantee. It may be poor record keeping for these data

points, data might be missing because the numbers reflect telephone (not face-to-face) contacts with victims (4,556 in 2005 and 2,241 in 2006), or some other reason. In-person information and referrals, follow-up contacts, crisis counseling and criminal justice support/advocacy were the most common services.

Fiscal Assessment

In 2005, Hoosier Hills PACT expended all VOCA award funds, and the budgetary expenditures were very consistent with approved program activities. Based on the 2005 spending trend through the Third Quarter, 2006



spending was over \$33,735 the previous year. Total expenditures increased approximately \$21,659 for Personnel, \$1,683 for Travel, and \$10,393 for Operating Expenses. Otherwise, there were no apparent changes to the budgets, and fiscal reports appear to have been submitted accurately and in a timely manner.

Overall Assessment and Recommendations

The Hoosier Hills PACT's 2005 and 2006 activities were likely to have a positive impact on the problems associated with domestic violence and crime victims in general, particularly

when it comes to accessing resources to leave abusive settings and receive counseling. Regional services supporting six-counties facilitates the provision of services to a large number and wide range of crime victims.

Among the dozen case studies examined here, and based on the information available in the ICJI subgrantee files, the Hoosier Hills PACT should be consider an above average program. The program's goals and objectives were clear, the activities were consistent with program objectives, and the program met or exceeded targets. Indeed, the program performed, if not exceeded, its goals.



CASE STUDY 9: Marion County Legacy House

Subgrantee: Health & Hospital Corporation of Marion County

Implementing Agency: Legacy House

VOCA Grants: 05VA092 & 06VA088

Project Title: Legacy House

and coordinates their services with local law enforcement, courts, hospitals and numerous social services agencies.

Program Objectives and Activities

In 2005, the goal of LH was to “...enhance and increase the scope of services provided to the broad continuum

Year	Subgrantee Request	VOCA Award	Difference	Local Match	Project Total
2005	\$225,000	\$175,534	-\$49,436	\$43,884	\$219,418
2006	\$225,000	\$175,534	-\$49,436	\$43,884	\$219,418

Program Description and Problem Statement

Indianapolis has the largest population of all cities in the state of Indiana. Since a major determinate of crime rates is population size, it stands to reason that Indianapolis would have a fairly significant violent crime rate. In fact, there were 882 violent crimes per 100,000 residents in 2004 and 993 violent crimes per 100,000 residents in Indianapolis in 2005. This represents an increase in violent crime of 12.4 percent between 2004 and 2005.³⁰

The Legacy House (LH), a private non-profit agency, provides comprehensive services to victims of violent crime in the Marion County area.³¹ Services to primary victims are provided at no cost, and include crisis intervention, individual and family counseling, support groups, telephone and follow-up contact, referrals, victim advocacy, safety planning, assistance with shelter placement, emergency cell phones, and assistance completing legal paperwork (i.e., requests for protective orders and victim compensation requests). According to the subgrantee, LH provides the only “one-stop assistance” environment in Marion County. LH receives referrals

of individuals, families, and communities whose lives are affected by violence in the Marion County service area.” LH intended to meet this goal by achieving the following three objectives:

1. increase the number of clients served by at least 25 percent by implementing a strategic client recruitment and service plan
2. increase education and community awareness strategies by 25 percent by enhancing outreach services
3. increase partnerships and collaborations with other providers by 25 percent to meet the secondary needs of clients

To meet the 2005 objectives, LH proposed the following program activities:

1. Implement a strategic recruitment/ service plan
2. Bimonthly presentations
3. Streamline intake process
4. Update marketing materials
5. Host two roundtables with local service providers

³⁰US Department of Justice, Federal Bureau of Investigation, (2004) *Crime in the United States*. Retrieved June 16, 2007, at http://www.fbi.gov/ucr/cius_04/offenses_reported/offense_tabulations/table_06.html; US Department of Justice, Federal Bureau of Investigation, (2005) *Crime in the United States*. Retrieved June 16, 2007, http://www.fbi.gov/ucr/05cius/data/table_06.html#i.

³¹Grants 05VA092 and 06VA088 are continuation grants. The LH VOCA grant history includes seven other grants: 99VA160, 00VA173, 01VA155, 02VA097, 03VA096, 04VA097, and 04VA098. Though LH requested larger amounts, the 2005 and 2006 awards remained constant at \$175,534 each year and were spent only on personnel.



6. Establish partnerships with three schools to offer education to students about body safety and conflict resolution
7. Offer outreach services to parent advisory organizations
8. Provide outreach to professional groups
9. Promote awareness through multi-media sources
10. Compile list of basic services needed by clients
11. Identify community partners to serve associated client needs and establish MOUs with these groups.

In the 2006 VOCA application, the goal of LH was altered somewhat to “provide client-focused and comprehensive victims’ assistance services, which respond to the growing violent crime related incidents for Marion County, resulting in a safer and healthier community of individuals affected by violence.” The 2006 objectives follow:

1. Increase the number of clients served to at least 1,600 (a 1.2 percent increase over 2005)
2. Increase the awareness of targeted youth and families regarding prevention, risk factors and impact of violent crimes by partnering with service providers
3. Increase service capacity by increasing the number of screened and trained volunteers by 30 percent without increasing direct program costs.

The activities proposed in the 2006 application were appropriate for the objectives:

1. Open a satellite office
2. Conduct educational presentations

about prevention, risk factors and the impact of violent crimes at various schools.

3. Increase the number of screened and trained volunteers by 30 percent
4. Implement a new volunteer training program
5. Create a volunteer database
6. Identify program needs and engage volunteers in serving clients matched with the volunteers’ abilities.

Reported Performance Measures

LH served approximately 1,580 victims (95 percent were primary victims) in 2005 and 1,085 victims (96 percent were primary victims) in the first 6 months of the 2006. These figures indicate that the number of victims LH will serve in 2006 will likely exceed those served in 2005. The majority of victims served were women and most were aged 26 or older. Domestic violence, child sexual abuse, and adult sexual assault victims were the most common clients at Legacy House.

Therapy was by far the most common service provided by LH during the grant periods—equaling more than 70 percent of all service units provided. Crisis counseling and group treatment/support were also crucial services. Crisis counseling was provided fairly often to victims in 2005, but the numbers sharply declined in the first half of 2006. The reason for the decrease is unknown.

Other notable achievements included the development of a new program literature, a strategic plan, and a streamlined intake process. LH conducted community presentations, participated in PSA campaigns, hosted roundtables with



Table 22: Health & Hospital Corp. of Marion County (Legacy House/Safe Families) selected performance metrics, 2005 and 2006

Metric	2005		2006	
	Count	Percent (%)	Count	Percent (%)
Total primary victims served	1,506	95.3	1,045	96.3
Total secondary victims served	74	4.7	40	3.7
Total victims served	1,580	100.0	1,085	100.0
Gender				
Female	1,289	81.6	911	84.0
Male	284	18.0	174	16.0
Victim gender unknown	7	0.4	0	0.0
Age				
12 or under	296	18.7	158	14.6
13 - 17	173	10.9	138	12.7
18 - 25	239	15.1	144	13.3
26 - 40	484	30.6	365	33.6
41 or older	352	22.3	280	25.8
Victim age grouping unknown	36	2.3	0	0.0
Total victims served based on victimization type	1,684	100.0	1,147	100.0
Top three types of victimizations	1,173	69.7	858	74.8
Domestic Violence	616	36.6	432	37.7
Child Sexual Abuse	358	21.3	208	18.1
Adults Molested as Children	199	11.8	N/A	N/A
Adult Sexual Assault	N/A	N/A	218	19.0
Victim services provided (excluding phone contact)	4,916	100.0	1,717	100.0
Top three services provided	4,459	90.7	1,641	95.6
Therapy	3,639	74.0	1,438	83.8
Crisis counseling	537	10.9	N/A	N/A
Group treatment/support	283	5.8	125	7.3
Follow-up contact	N/A	N/A	78	4.5
Total telephone contacts	208	4.1	276	13.8

other service providers, and participated in several media interviews. One of the interviews was believed to be partially responsible for an increase in individuals seeking services days after it was televised. It should also be noted that LH entered two memoranda of understanding (MOU). One MOU was with Key Learning Centers and the other was with the Pro Bono Protective Order Project of Marion County in order to provide legal services to clients at the same location they receive their other services. This was in response to feedback offered by prior clients about the difficulty of obtaining assistance in filing protective orders.

Fiscal Assessment

Based on fiscal reports submitted by the subgrantee in 2005, actual expenditures were consistent with the proposed expenditures. At the close of the grant, no funds remained. By the 2006 third quarter fiscal report, actual expenditures were consistent with the proposed expenditures. The amount remaining from federal funds for personnel in the final quarter is less than what is normally spent quarterly on this budget item; however, the balance of local in-kind funds is slightly higher than expended per quarter, thus it is likely the



remaining local match will make up most of the shortfall. There were no amendments to the 2006 budget and all requisite reports were filed in a timely manner.

Overall Assessment and Recommendations

With the exception of the problem statement, the quality of the 2006 VOCA grant was stronger than the 2005 grant. In the 2005 application the problem statement was empirically-based. Statistics were provided to support statements regarding problems to be addressed. Literature was cited to support the service activities provided at LH. Though the 2006 grant application was lacking a strong problem statement, the goal, objectives, activities, and supporting material provided were better conceived than in 2005. *Given the program description, the objectives identified in the 2006 Amended Grant Application, the activities delineated in the 2005 and 2006 original applications, and all of the information provided in the Performance Reports, the LH program appears to be an above average program compared to other programs profiled.*

Unfortunately, it is difficult to assess whether the majority of the subgrantee's objectives were met. For example, the 2005 objectives were to increase the number of clients served, increase education and awareness strategies, and increase partnerships. No baseline numbers were provided, so there is no way to measure if the benchmarks were achieved. The subgrantee should provide baseline numbers anytime they identify a percent change in an objective, and should be more specific about how it will measure whether a particular objective was met.

LH is likely to achieve its first objective of serving 1,600 clients during the operating period. The second 2006 objective was to increase the awareness of targeted youth and families regarding prevention, risk factors, and impact of violent crimes by partnering with service providers. Toward that end, LH developed a new partnership with the Community Alliance of the Far Eastside, co-sponsored a block party on the eastside, and participated in multiple back to school community fairs and one anti-violence rally. Progress was therefore made toward achieving this objective. The plan to open a satellite office at Christamore House did not materialize. The third objective was to increase service capacity by increasing the number of screened and trained volunteers by 30 percent without increasing direct program costs. There is no way to determine if the benchmark was achieved.

There were a few key activities that the subgrantee undertook that should receive special attention. The subgrantee streamlined the intake process with great success. It took steps to revitalize the volunteer program by expanding recruiting efforts, creating a volunteer database based on strengths/abilities, and developing an entirely new training component.

There are a few ways LH can improve their future grants and performance reports. The subgrantee should simplify its goal statement. It is best to state succinctly what they are trying to do. Second, LH needs to be realistic when setting objectives. Projected increases in clients to be served in the original 2005 and 2006 grant applications appeared arbitrary—forecasting was not empirically driven. No mention was made regarding actual changes in violent crime or service



needs. For example, in the 2006 grant, LH claimed they would “increase awareness of targeted youth and families regarding prevention, risk factors, and impact of violent crimes.” While they provided a list of activities for how they planned to increase awareness, they never identified

means to measure whether awareness increased. The best way to determine if awareness increased would be to complete evaluations of the educational activities produced by LH (e.g., presentations, seminars, roundtables, and public service announcement campaigns).



CASE STUDY 10: Gary Commission for Women Shelter Program

Subgrantee: Gary Commission on the Status of Women
Agency Type: Shelter
Grant Numbers: 05VA067 & 06VA070
Project Title: Gary Commission on the Status of Women

According to the subgrantee, the GCW is needed because it provides all of the emergency shelter services to victims of domestic violence and other crimes in Gary, as well as underserved areas in Lake County. The target population is female-headed households (18 years or older) experiencing, or in danger of experiencing, physical, mental, or emotional abuse. The subgrantee

Year	Subgrantee Request	VOCA Award	Difference	Local Match	Project Total
2005	\$148,489	\$107,193	\$(41,296)	\$26,798	\$133,991
2006	\$163,028	\$107,193	\$(55,835)	\$26,798	\$133,991

Program Description and Problem Statement

The Gary Commission on the Status of Women [also referred to as the Gary Commission for Women] (GCW) operates two shelter programs in the city of Gary. One is the Rainbow Shelter, an emergency facility that provides safe shelter and counseling services to victims of domestic violence, sexual assault, homeless women, and their children. The GCW has provided services through the Rainbow Shelter since 1974. The other program, the Ark, opened in 1989, and is a long-term transitional facility for women who are homeless due to domestic violence.³² According to the subgrantee, both facilities provide the same victim services, including a 24-hour hotline; information and referrals; needs assessment; individual and group support sessions (e.g., parenting, budgeting, life skills management, personal safety); court and legal advocacy and related transportation; and a furnishing and clothing bank.³³ The purpose of GWC programs is to “insure women who are residents of the city of Gary the full utilization of their talents and the full realization of their rights as citizens.”

highlights U.S. Department of Justice victimization estimates that nearly one-half million sexual assaults occurred in 1993, of which 160,000 were completed forcible rapes. The GCW reports that in 2004, the city of Gary had 69 reported forcible rapes. In 2005, the total number of assaults was 3,059 and 70 forcible and attempted rapes were recorded.

Program Objectives and Activities

The goal of the GWC is to provide victims of domestic violence, sexual assault, and other crimes comprehensive shelter services, and to increase outreach to potential victims of crime in areas that are not served. The subgrantee identified three objectives for their 2005 and 2006 project awards that were consistent with the project’s goals:

1. Provide a safe place with resources available to victims of domestic violence, sexual assault, and other crimes and their children
2. Provide emotional support to victims of domestic violence, sexual assault, and other crimes and their children

³²This project (subgrantee) has been receiving funding since 1999: 99VA036, 00VA041, 01VA040, 02VA080, 03VA080, 04VA086, 05VA067, and 06VA070.

³³The GWC provides referral sources for male victims; men are referred to “Brother’s Keeper,” a shelter for homeless men.



- Increase community awareness of domestic violence, sexual assault, and other crimes

The 2005 and 2006 subgrantee applications proposed four activities through the GCW:

- House and feed adult female victims and their children who elect to leave their homes to escape a violent situation
- Offer each adult resident five sessions of individual support services per week of residence
- Offer each adult resident three sessions of group support services per week of residence

- Reach as many organizations and citizens as possible through our outreach efforts

Reported Performance Measures

According to the subgrantee, the program's effectiveness would be evaluated by agency personnel through the collection and analysis of statistical systems data (e.g., arrest reports), and by obtaining feedback on the immediate impact of the program before participants, attendees, users, or recipients leave the site of the service, training, etc. Several metrics were provided in the subgrantee's 2005 and 2006 VPRs, consistent with the project's goals and objectives.

Table 23: Gary Commission on the Status of Women selected performance metrics, 2005 and 2006

Metric	2005		2006	
	Count	Percent (%)	Count	Percent (%)
Total primary victims served	89	35.0	39	49.4
Total secondary victims served	165	65.0	40	50.6
Total victims served	254	100.0	79	100.0
Gender				
Female	185	72.8	58	73.4
Male	69	27.2	21	26.6
Age				
12 or under	76	29.9	27	34.2
13 - 17	89	35.0	13	16.5
18 - 25	26	10.2	6	7.6
26 - 40	53	20.9	21	26.6
41 or older	10	3.9	12	15.2
Total victims served based on victimization type	129	100.0	53	100.0
Top three types of victimizations	129	100.0	46	86.8
Domestic Violence	70	54.3	24	45.3
Adult Sexual Assault	33	25.6	N/A	N/A
Children	13	10.1	14	26.4
Child Sexual Abuse	13	10.1	8	15.1
Victim services provided (excluding phone contact)	728	100.0	321	100.0
Top three services provided	365	50.1	222	69.2
Crisis counseling	125	17.2	41	12.8
Shelter/safe house	121	16.6	53	16.5
Information and referral (in-person)	119	16.3	41	12.8
Group treatment/support	N/A	N/A	46	14.3
Personal advocacy	N/A	N/A	41	12.8
Total telephone contacts	105	12.6	36	10.1



Based on the information in 2005 VPRs, the subgrantee:

1. Provided housing and food to 254 adult victims and their children who voluntarily elected to leave their homes to escape a violent situation
2. Provided 1,163 hours of individual support services to each adult resident who is a victim of violence (5 sessions per week)
3. Provided 379.5 hours of group support sessions to each adult resident who is a victim of violence (3 sessions per week)
4. On an as needed basis, the GCW also provided 274 hours of group support to former clients who were victims of domestic violence, rape, and other crimes
5. Participated in 52 community education meetings and/or activities

Based on the VPR covering the period from July 1, 2006, through December 31, 2006, the subgrantee:

1. Provided “comprehensive shelter services” to 79 women and their children. Furthermore, 95 percent of shelter residents received casework management services, information and referral services, individual and group sessions, needs assessments, and advocacy services. This metric is consistent with the program goals, objectives, and activities.
2. Provided 494 hours of individual support services
3. Provided 210 hours of group support services
4. Provided 283 hours of children’s group services

5. Participated in 20 workshops/trainings, and community presentations on domestic violence, sexual assault, dating violence, elder abuse, and other related topics

As indicated in Table 23, the majority of victims served by the subgrantee were female and were victims of Domestic Violence. Of note, all of the males served were children of female service recipients (secondary victims). In addition to victims of domestic violence, the most common form of victimization among service recipients were for adult sexual assault, child sexual assault, and adults molested as children. The most commonly provided services were for shelter and safe housing, group treatment/support, and crisis counseling.

Fiscal Assessment:

In 2005, the subgrantee expended all VOCA award funds, and the budgetary expenditures were consistent with approved program activities. For the 2006 VOCA Award, the subgrantee appeared to be on-track with 2005 budget expenditures through the third quarter reporting period. There were no changes to the budgets, and fiscal reports were submitted accurately and in a timely manner. In the subgrantee’s 2006 application, the GCW noted additional funds from four grants through the Division of Family and Children: Domestic Violence Prevention and Treatment (\$92,680); Sexual Offense Prevention Services (\$4,462); Federal Family Violence and Prevention (\$47,258); and Title XX (\$51,790).

Overall Assessment and Recommendations

The Gary Commission on the Status of Women’s 2005 and 2006 activities were



likely to have a positive impact on the problems associated with domestic violence and sexual assault, particularly when it comes to accessing resources to leave abusive settings and receive counseling. The program provides group and individual therapy to present and past shelter clients, and to the children of those receiving shelter services.

Among the dozen case studies examined here, and based on the information available in the ICJI subgrantee files, the Gary Commission on the Status of Women should be consider an above average program. The program's goals and objectives were clear, the activities were consistent with program objectives, and the program met or exceeded targets. The program performed, if not exceeded, its goals, in

spite of receiving 72 percent of the requested amount of funds in 2005, and 65 percent of the amount requested in 2006.

Improvements can be made in future grant applications. The subgrantee states that the information received from clients at intake suggests many cases of forcible rape go unreported to the police in Gary, but no estimates of the number of forcible rapes are provided in its applications. The GCW could improve future applications by incorporating program statistics from the previous eight years of consecutive funding to highlight the need for the program. The rationale for funding should entail more information about the most serious problems in the Gary region. The 2006 grant application was more detailed, but would have been improved with better problem identification.



CASE STUDY 11: Family Services of Delaware County Shelter Program

Subgrantee: City of Muncie Police Department
Agency Type: Shelter
Grant Numbers: 05VA025 & 06VA024
Project Title: "A Better Way"

shelter, food, and clothing. The second is the need for emotional support and guidance due to victimization. The third is the need victims often have for someone to listen when crisis comes, and later when there are still long-term effects from victimization. ABW fills this gap in services through its hotline and residential services. The subgrantee notes there is no

Year	Subgrantee Request	VOCA Award	Difference	Local Match	Project Total
2005	\$121,000	\$105,701	\$(15,299)	\$26,425	\$132,126
2006	\$122,000	\$105,701	\$(16,299)	\$26,425	\$132,126

Program Description and Problem Statement

A Better Way (ABW), a division of Family Services of Delaware County, provides 24-hour crisis hotline services and shelter services to victims of domestic abuse.³⁴ ABW maintains local information and the referral database for Delaware County. The program works with other organizations to meet basic housing, food, medical, and legal needs of victims. ABW's emergency shelter provides safe-haven for up to 45 days, during which victims receive assistance with protective orders, safety planning, life skills training, education on domestic abuse, referrals to auxiliary services, transportation, and advocacy. Nonresidential clients, and those who complete a stay at the shelter, may receive services for an indefinite period of time. ABW also operates a longer-term, transitional housing shelter (Passage Way) that provides victims with difficult issues the needed time and resources to increase emotional stability and self-sufficiency.

According to the subgrantee, there are three primary problems facing victims of domestic abuse. The first is domestic abuse which leaves victims in need of safe

other provider of domestic violence support group or educational sessions in the area. In 2004, ABW received 4,134 calls seeking assistance; the program received 2,023 crisis calls of which 623 were primarily associated with domestic abuse. During the same period, the police had 2,661 calls through dispatch labeled as a domestic disturbance. ABW received 4,663 crisis calls in 2005. Domestic abuse was associated with 18 percent of those calls, and the local police department answered 2,683 domestic disturbance calls. According to the subgrantee, the Delaware County Prosecutor's Office filed charges in 395 cases involving victimization (presumably in 2005). Of those cases, 38 were for domestic violence, 83 were for battery resulting in bodily injury, 71 were domestic battery, and 28 were types of sexual abuse.

Program Objectives and Activities

The goal of ABW is to provide crime victims, primarily victims of domestic abuse, through a 24-hour crisis hotline and shelter services during times of immediate crisis and for long-term recovery. The subgrantee identified three

³⁴This project (subgrantee) has been receiving funding since 1999: 99VA018; 00VA112; 01VA110; 02VA030; 03VA028; 04VA038; 05VA025; and, 06VA024.



objectives for their 2005 and 2006 awards that were consistent with the project's goals:

1. Sixty percent of victims surveyed after 15 days in shelter will know options available for a safe living environment
2. Approximately 45 to 50 victims referred by the prosecutor's office will complete 10 hours of domestic violence education and support group
3. At least 50 percent of residential domestic violence victims will not return directly to the abusive environment from which they came

The 2005 and 2006 subgrantee applications proposed four activities through the GCW:

1. Provision of bi-weekly support group and education on domestic violence sessions, assistance with self-assessment and goal setting, and referrals to appropriate service providers
2. Coordinate services with the prosecutor's office and provide services to children during support groups
3. Education on effects of domestic abuse on children, referral to affordable counseling, advocacy to service providers, and accompaniment to court

Reported Performance Measures

According to the subgrantee, the program's effectiveness would be evaluated by agency personnel through the collection and analysis of statistical systems data and by obtaining feedback on the immediate impact of the program before participants, attendees, users, or

recipients leave the site of the service, training, etc. Feedback would also be obtained on the longer-term impact on victims. Several metrics were provided in the subgrantee's 2005 and 2006 semi-annual VPR consistent with the project's goals and objectives.

Based on the VPR covering July 1, 2006, through December 31, 2006, the subgrantee:

1. Exceeded the objective of having 60 percent of victims surveyed after 15 days in shelter knowing of options available for a safe living environment. Of victims surveyed, 78 percent knew of safe living environment options, and they felt staff was very supportive and informative regarding housing options
2. Served, and in the process of serving, 43 clients referred by the prosecutor's office for completion of 10 hours of domestic violence education and support group. This is only seven short of the target number of victims (50) for the year-long grant period
3. Ninety-one percent of the residential domestic violence victims did not return directly to the abusive environment from which they came, exceeding the goal of a 50 percent "no return" rate. Forty-one percent either obtained legal rights to the home where the abuse occurred, or acquired their own housing, and the remaining victims reportedly found safe housing with relatives, friends, or relocated to another shelter

As indicated in Table 24, the majority of victims served by the subgrantee were female and victims of domestic violence or other violent crimes. While ABW did



Table 24: Muncie Police Department (Family Services of Delaware Co. - A Better Way) selected performance metrics, 2005 and 2006

Metric	2005		2006	
	Count	Percent (%)	Count	Percent (%)
Total primary victims served	429	57.8	60	61.2
Total secondary victims served	313	42.2	38	38.8
Total victims served	742	100.0	98	100.0
Gender				
Female	581	78.3	81	82.7
Male	161	21.7	17	17.3
Age				
12 or under	314	42.3	34	34.7
13 - 17	33	4.4	4	4.1
18 - 25	115	15.5	19	19.4
26 - 40	189	25.5	23	23.5
41 or older	91	12.3	18	18.4
Total victims served based on victimization type	1,597	100.0	467	100.0
Top three types of victimizations	1,318	82.5	387	82.9
Domestic Violence	742	46.5	118	25.3
Other Assault	316	19.8	151	32.3
Other Victims	260	16.3	118	25.3
Victim services provided (excluding phone contact)	64,925	100.0	9,534	100.0
Top three services provided	54,966	84.7	7,068	74.1
Other	36,416	56.1	N/A	N/A
Group treatment/support	11,927	18.4	2,388	25.0
Personal advocacy	6,623	10.2	2,459	25.8
Crisis hotline counseling	N/A	N/A	2,221	23.3
Total telephone contacts	950	1.4	254	2.6

not state a target population based on age, the program serves a sizeable female older adult population. During the two funding periods, approximately 65 percent and 68 percent, respectively, of the primary victims served were over the age of 25. All the primary male victims were under the age of 18. More than 81 percent were 12 or under, and 19 percent were 13 to 17 years of age. Group treatment/support, personal advocacy and crisis hotline counseling were the most commonly provided services.

In addition in 2006, there was a major reduction in victims served and units of victim services produced in 2005. This substantial shortfall in production is not explained by the subgrantee.

Fiscal Assessment

In 2005, the subgrantee expended all VOCA award funds, and the budgetary expenditures were consistent with approved program activities. For the 2006 VOCA award, the subgrantee appeared to be on-track with 2005 budget expenditures through the Third Quarter reporting period. There were no changes to the budgets, and fiscal reports were timely and accurate.

Overall Assessment and Recommendations

ABW's 2006 activities were likely to have a positive impact on the problems associated with domestic violence, particularly when it comes to accessing



resources to leave abusive settings and receiving counseling. In addition to 24-hour emergency shelter services, the program supports a 24-hour crisis hotline, and group educational and support session related to domestic violence (which works in partnership with the prosecutor's office). According to 2006 performance indicators, the subgrantee exceeded or was on track to exceed program objectives and goals. Indeed, the program appears to have done a good job of increasing domestic violence victim awareness about options to improve personal safety, and in assisting victims to not return directly to the domestic abuse situations that brought them to ABW during the 2006 grant award period. It is likely that the same assessment could be made of the 2005 subgrantee (05VA025), as the program goals, objectives, and planned activities were consistent in 2005 and 2006.

However, the lack of detailed information in the subgrantee's semi-annual VPRs for 2005 made it difficult to discern whether measurable goals were met. Information provided by the subgrantee for Question #10 in both 2005 VPRs did not address the reporting requirement, thereby making it difficult to

assess program performance.³⁵ Instead of answering Question #10, the subgrantee provided a description of the program mission, how the program works, the needs of female victims, and speculative statements on how victims may feel about ABW services.

ABW could improve future applications by incorporating more detailed program statistics from the previous eight years of consecutive funding to highlight the need for the program. No file information was available on the capacity or actual housing levels in the short- or long-term shelters, which is a major aspect of the program and the problem ABW attempts to address. Lack of appropriate information is also a problem for assessing program performance in 2005.

Among the dozen case studies examined here, and based on the information available in the ICJI subgrantee files, ABW should be considered a below average program. It has the potential to be above average with more detailed and appropriate reporting of program information in the grant applications and performance reports.

³⁵Question 10 reads in part: "list each objective identified in your application, along with the goal it is related to, and describe the specific activities or steps taken in the current reporting period to achieve that objective."



CASE STUDY 12: Vanderburgh County Lampion Center

Subgrantee: Department of Metropolitan Development in 2005 Lampion Center in 2006

Implementing Agency: Lampion Center

VOCA Grants: 05VA127 & 06VA142

Project Title: Lampion Center - Victim Assistance Program

Workers or Mental Health Professionals. They utilize “best practices” in the field of trauma treatment and receive ongoing training. The specific services that LC provides free of charge through the VOCA grant include immediate crisis intervention and debriefing services for crime victims; individual, group and/or family therapy; case management and support services; a support group for survivors of childhood sexual abuse; and coordination with other victim service providers in the community. LC receives referrals from and coordinates its services with are law enforcement

Year	Subgrantee Request	VOCA Award	Difference	Local Match	Project Total
2005	\$84,508	\$84,508	\$0	\$21,127	\$105,635
2006	\$84,508	\$84,508	\$0	\$21,127	\$105,635

Program Description and Problem Statement

The Lampion Center (LC) provides services to three counties in southwestern Indiana (Vanderburgh, Warrick, and Posey) with a combined population of 251,366. According to the subgrantee’s 2006 VOCA grant application, a fair share of these residents have fallen victim to serious crime. Specifically, the subgrantee noted that there were 12 murders, 40 rapes, and nearly 1,200 aggravated assaults in the city of Evansville alone in 2003. Moreover, Vanderburgh County reported a child abuse rate of 22.2 per 1,000 children in Indiana—a rate nearly double of the state average (12.8 per 1,000).

The Lampion Center, Inc. (a non-profit counseling agency) operates a clinically-based mental health program, which provides free clinical intervention, emotional support, outpatient therapy, and advocacy for victims of domestic violence, rape, child abuse, sexual abuse, and homicide.³⁶ Therapists are licensed as Clinical Social

agencies, courts, hospitals, and numerous mental health and social services agencies operating in the counties it serves.

Program Objectives and Activities

In 2005, the goal of LC was, “to alleviate the trauma of crime by helping victims stabilize their lives and heal emotionally.” LC intended to meet this goal by achieving the following two objectives:

1. Improve the emotional stability and functioning of 75 percent of crime victims who engage in services
2. Collaborate with other local entities to ensure provision of a comprehensive network of services to assist victims.

To meet the 2005 objectives, LC proposed the following program activities:

1. Provide crisis intervention and counseling services for victims of crime
2. Provide case management and

³⁶Grants 05VA127 and 06VA142 Lampion Center VOCA grants are continuation grants. The LC VOCA grant history includes seven other grants: 04VA149, 03VA152, 02VA155, 01VA142, 00VA145, 99VA146, and 98VA102. The LC 2005 and 2006 awards remained constant at \$84,508 each year, a total of \$169,016, which was earmarked for personnel and mortgage payments.



- support services to assist victims
- 3. Publicize services available to victims
- 4. Attend Task Force meetings on a regular basis
- 5. Proactively promote inter-agency communication and collaboration regarding determination of community needs and provision of services
- 6. Actively attend the Evansville-Vanderburgh County Commission on Domestic Violence and Sexual Assault as a mayoral appointed representative

In the 2006 VOCA application, the goal of LC was “to reduce the impact of crime related trauma, particularly from child abuse, domestic violence, sexual assault, and other crimes of violence.” The program objectives for 2006 were clear and concise:

- 1. Provide early intervention and therapeutic services for individuals traumatized by crime
- 2. Provide support and assistance from crime victims in later stages of crime trauma reaction
- 3. Promote community effectiveness in reducing the affects of crime and responding to the needs of victims.

The activities proposed in the 2006 application were appropriate for the objectives; however, no benchmarks or targets were identified. The activities were categorized as immediate, long term and community:

- 1. Immediate activities
 - a. crisis debriefing
 - b. crisis intervention
 - c. individual therapy
- 2. Long-term activities

- a. case management
- b. support groups
- c. client advocacy
- 3. Community
 - a. collaborative meetings
 - b. community advocacy
 - c. public education

Reported Performance Measures

LC served approximately 296 victims (81 percent of which were primary victims) in 2005 and 175 victims (82 percent of which were primary victims) in the first six months of the 2006 operating period. These figures indicate that the number of victims LC will serve in 2006 will likely exceed those served in 2005 (see Table 25). The vast majority of clients in 2005 and 2006 (88 percent) were women and nearly 59 percent of victims were age 26 or older.

As indicated in Table 25, domestic violence victims consumed the majority of service units (45 percent), followed by adult molested as children (21 percent), and child sexual abuse victims (10 percent). At the LC, the most common victim types appear to receive similar services. Specifically, victims of domestic violence, adults molested as children, and child sexual abuse victims received therapy, which accounted for more than 40 percent of non-telephone contact services provided. Crisis counseling and information and referral were also commonly provided services. Less than 1 percent of all clients received assistance in filing victim compensation claims. This is interesting because although it was not identified as a service provided by LC, the 2006 ICJI VOCA Grant Award Letter indicates that it is a mandatory activity.

Other notable program achievements



Table 25: Vanderburgh County Department of Metropolitan Development (Victim Assistance Program) selected performance metrics, 2005 and 2006

Metric	2005		2006	
	Count	Percent (%)	Count	Percent (%)
Total primary victims served	241	81.4	144	82.3
Total secondary victims served	55	18.6	31	17.7
Total victims served	296	100.0	175	100.0
Gender				
Female	262	88.5	153	87.4
Male	34	11.5	22	12.6
Age				
12 or under	30	10.1	22	12.6
13 - 17	41	13.9	19	10.9
18 - 25	54	18.2	25	14.3
26 - 40	82	27.7	71	40.6
41 or older	89	30.1	38	21.7
Total victims served based on victimization type	361	100.0	234	100.0
Top three types of victimizations	272	75.3	179	76.5
Domestic Violence	152	42.1	97	41.5
Adults Molested as Children	75	20.8	56	23.9
Child Sexual Abuse	45	12.5	26	11.1
Victim services provided (excluding phone contact)	857	100.0	527	100.0
Top three services provided	624	72.8	390	74.0
Therapy	370	43.2	244	46.3
Crisis counseling	146	17.0	82	15.6
Information and referral (in-person)	108	12.6	64	12.1
Total telephone contacts	219	20.4	101	16.1

include the fact that in 2005, between 95 percent and 98 percent of clients receiving crisis intervention reported reductions in trauma responses and improvement in functioning. Additionally, in 2005, all clients that were provided case management and support services remained functioning and in the community. No similar statistics were provided in the initial 2006 performance report. Additionally, LC remained active in community prevention and responses to violence by participating in all local victim task forces and providing expanded case management services to four new schools.

Fiscal Assessment

Based on fiscal reports submitted by the subgrantee in 2005 and in 2006, actual expenditures were consistent with the

proposed expenditures—all federal funds were used for personnel and mortgage payments. At the close of the 2005 grant, no funds remained. Based on the 2006 third quarter fiscal reports, it appears that all funds will be exhausted. The balance remaining in the grant account is less than one-third of the average dollar amount drawn down in the previous three quarters.

Overall Assessment and Recommendations

Lampion Center appears to be an above average program when compared to other programs profiled. The LC VOCA program has both strong and weak elements. The problem statement in the 2005 grant was weak because it only provided data for victims of child abuse,



family violence, and sexual assault for the entire state of Indiana. Such statistics are not adequate to make the case that there is a direct need for victim services in the Vanderburgh, Warrick, and Posey county areas. The 2006 problem statement (as well as the grant) was much stronger than the one submitted in 2005. The problem statement was well articulated and based on empirical data, and demonstrated a service need in the area. Additionally, the goal statement and objectives were well-written, clear, concise, and measurable. The activities enumerated in the 2006 grant were consistent with the objectives and overall program goal and are likely to impact the lives of the victims served by the Lampion Center. All of the objectives identified in both grants appear to have been either fully or partially achieved and all activities that were identified appear to have taken place. The only issue that exists is that it is somewhat difficult to ascertain the level of objective achievement because no benchmarks were provided regarding the number, quality, or impact of some of the LC activities.

Another impressive aspect of this program is that the subgrantee reported client feedback. The feedback LC reported demonstrated that the objective to “improve the emotional stability and functioning of 75 percent of crime victims who engage in services,” was achieved. The subgrantee reported in the 2005 VPRs that between 95 percent and 98 percent of clients receiving crisis intervention reported reductions in trauma responses and improvement in functioning. Additionally, all clients that were provided case management and support services were able to function and remain in the community. According to client feedback, the LC provides quality services. Given the relatively small dollar

amount of the annual VOCA award, it may be defensible to suggest that these dollars have been well spent. For example, in 2005, the LC served 296 victims and received \$84,508. This equates to an average per victim expenditure of \$285. Since large numbers of these victims received therapy from licensed, clinical staff, this per client rate is more than reasonable.

Moreover, the Lampion Center should be commended for completing a thoughtful sustainability plan. They have a number of private and corporate donors and they receive assistance from the United Way and other government agencies on an annual basis. Should Lampion not receive further VOCA dollars, current services to victims would not cease; however, clients would have to pay for services based on a sliding scale. Currently, all victims that are served under VOCA awards receive services at no charge.

There are a few ways in which LC can improve their future grants and performance reports. First, the subgrantee could be even more specific about how they will measure whether a particular objective has been met. For example, if LC wants to expand community awareness about violence prevention and the services their program offers, they could provide the actual numbers of educational presentations that were conducted in the community and evaluate what the attendees learned from them. Second, the first 2006 VPR had all the requisite statistics for number and types of victims served and services received; however, it was lacking in specific detail in the narrative section. This may have been because part of the report was missing and a sentence in the narrative claimed that the information would be



sent under separate cover; however, the addendum was not in the grant files. Therefore, the subgrantee should be sure to provide a detailed accounting of all of the important activities that it participated in during each operating period of the

grant. Third, LC needs to begin offering assistance with the filing of victim compensation claims in a systematic way so as to be in compliance with ICJI VOCA Award requirements.



RECOMMENDATIONS FOR IMPROVING ICJI'S VOCA PROGRAM

Based on the analysis of the global statistics that depict VOCA subgrantee service production and the more detailed analyses of 12 case studies, several recommendations emerged that, if implemented, could improve the management and operation of ICJI's VOCA funding. These recommendations are detailed below.

Grant applications and reporting issues

1. Problem statements and establishing program needs. The case studies revealed periodic problems with subgrantees' problem statements. For instance, claims were made that jurisdictions had violent crime problems, but little substantiation was offered by the subgrantees. As noted in the first section of this report, it appears that there is a reasonably close correlation between county arrests and estimated shares of county VOCA allocations. Nonetheless, some case studies provided only weak justification for program funding. ICJI might consider providing brief primers on how to build strong problem statements using local statistics.
2. Clarify goals, objectives, and activities. CJI should continue to educate VOCA subgrantees about the proper definition and configuration of goals, objectives, and activities. One possibility is to provide examples of each that are simple, but illustrative of the kinds of information that can help guide subgrantee performance. For example, ICJI Victim Services division program managers could select a recent subgrantee application considered to be 'top notch' and provide those to grant applicants so that they understand what level of detail is needed for a good application.
3. Definition of VOCA performance report terms. One problem with the VOCA grant application and the VOCA performance report (VPR) structure is with the victim lists, which apparently are not comprehensive enough for subgrantees. Many subgrantees wrote in the "other" section things that could not easily be collapsed into discreet categories, and for several metrics there are large proportions of "other" or unknown categories. Further analysis of victim categories is warranted to reduce the number of unknown or other cases.
4. Defining and counting victim services provided. There are fixable problems with the way subgrantees report the victim services provided. Subgrantees report a "type of service"—but there is no discussion of what that entails. For example, when there is phone contact or follow-up contact what does that mean? Does the follow-up contact occur in person, or over the phone? If so, how is it recorded—as a phone contact, a follow-up contact, or is it double counted? Are referrals given over the phone? If so, it might be a good idea to track the types of referrals given over the phone to see where the real "needs" are. This points to a larger problem that current performance reporting provides little information about the context or quality of services. Reporting the quantity of services provided is more or less useful, but it says nothing about the quality or impact of victim services. One way to deal with this is to require subgrantees to conduct



quality assurance measurements—survey their clients for satisfaction. Model pre/post assessment forms, and instructions on how to complete them fully, could be provided by ICJI to VOCA subgrantees.

5. Sanctions and compliance. ICJI should consider developing sanctions and responses for subgrantees who fail to submit accurate reports. Simple, but important errors occurred in the data subgrantees submitted. The validity of the data is important and, ultimately, ICJI is responsible for the quality of the data reported to the federal government. As discussed below, a more regular system of mandatory grant training sessions could help reduce inaccurate reporting.

Creation and use of data by VOCA subgrantees

6. Pre/post testing of client satisfaction. The case study subgrantees frequently noted they would use surveys to assess satisfaction and performance, but none of them reported any such results. A partial exception to this was case number 12, The Lampion Center, which reported the results of feedback from victims served. Otherwise, subgrantees did not report surveys. For example, when subgrantees conduct community presentations and educational sessions, they should be required to get feedback about how useful these sessions are and to receive recommendations about how they may be improved. Evaluations are also a way to keep a tally of the number of people attending and could serve as a means to get contact information from people that might want to volunteer. Simple pre-post

survey forms could be provided by ICJI to VOCA subgrantees.

7. Analyzing time series information for continuation grants. Subgrantees that continue to receive three or more years of funding should be required to report data overtime regarding the services that have been provided. Given the number of subgrantees that CJI deals with (and current staffing level), it is not realistic to expect CJI program managers to be able to produce trends charts for individual subgrantees. This information would be useful for the Board of Trustees to understand subgrantees' productivity overtime when making funding decisions.
8. Better forecasting and targeting by VOCA subgrantees. Related to the availability of time series information, subgrantees could be strongly encouraged to use currently generated statistics to forecast service needs for the next grant cycle. For example, Marion County subgrantees could have used crime statistics to argue for greater funding in the 2006-2007 grant cycle, given that the violent crime index for 2004 to 2005 in Marion County grew by more than 12 percent. If trends show increasing crime, then forecasts should show increases in service needs.
9. Self-evaluation efforts by subgrantees. Subgrantees should be required to submit a program assessment plan with grant applications, as they have recently been required to submit a sustainability plan. As noted above in the case studies, subgrantees often checked boxes indicating they would collect data on client satisfaction, but few subgrantee reported the results, if any, of these efforts. Subgrantees



should be required to think about how they will actually measure whether their program is doing what they claim it is doing. In addition, in the final semi-annual VPRs, subgrantees should make a definitive statement about whether the program completed its activities, accomplished its objectives, and achieved the goal identified in the application. Subgrantees should provide an explanation in the narrative section about how they did this, or provide an explanation for why they were unsuccessful.

External resources for VOCA subgrantees

10. Establishing a university volunteer program for VOCA subgrantees.

Many subgrantees mentioned the need to increase their volunteer roles. To do this, subgrantees could consider expanding their use of internships to help identify and recruit volunteers. Subgrantees could contact local universities to see if they can place psychology, social work, criminal justice, public affairs and public health undergraduate students in positions that require less expertise and/or social work and public health masters students who are required to complete a practicum in victim advocate positions.

11. Regular mandatory VOCA subgrantee training sessions. With nearly all the recommendations noted here, the implementation by ICJI of regular, mandatory training sessions for VOCA subgrantees is one explicit tactic ICJI could use to improve subgrantee performance. At least one mandatory training session per funding cycle should be provided to all VOCA subgrantees. Based only on the recommendations developed in this report, a figurative agenda for a VOCA grant “training session” that must be attended by all subgrantees would include some or all of the following:

- a. Model pre/post assessments provided at VOCA grant training sessions.
- b. Brief primers on how to build strong problem statements using local statistics and those collected by UCR and BJS
- c. Simple pre-/post survey forms for various aspects of VOCA subgrantee production
- d. Using currently generated statistics to forecast service needs for the next grant cycle
- e. Developing university internship/volunteers to help VOCA subgrantees.