

MPA

Master of Public Administration Capstone Applied Research Project

Oregon Department of Justice Crime Victim Service Division: The Cost and Distribution of Victim Assistance Programs

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I. EXECUTIVE SUMMARY

The purpose of this report is to clarify the existing distribution of service costs for District Attorney Victim Assistance Programs (VAPs) in Oregon. VAPs are essential components of the criminal justice system by reducing the impact of crime on victims and strengthening victims' ability to be productive members of society. By promoting rights, providing information, and empowering lives, VAPs serve the underserved and support the less visible side of justice.

Scarce state and federal funding for these county-based programs mean it is essential that the Crime Victims' Services Division (CVSD) allocate resources to these programs both equitably and efficiently. This means ensuring a minimum level of service provision for all victims across the state regardless of location and doing so in the most cost-effective manner possible. In clarifying the existing distribution of service costs for VAPs, this report highlights potential improvements to the equity between programs.

There are two major funding issues when attempting to improve the ability of VAPs to provide services. The first is the total amount of funding available for all VAPs. Local, county, state, and federal resources and political priorities influence total funding. Because of the data available, this report touches briefly on the need for more overall financial support, but provides recommendations that would allow a more robust estimate of VAPs total funding needs in the future. The second issue is the distribution of existing funding across current programs. An equitable distribution should consider all the demographic factors that influence VAP service provision, including county crime rates, per capita population, and the number and type of victims.

Our analysis of 2010-2011 VAP budgets and service provision reveals that funding per victim and per service varies widely across counties, as do the number of services provided per victim by each county. This could be the result of several factors including county size, non-CVSD funding, crime type, victims served, and reporting accuracy. Additionally, crime statistics do not uniformly predict the number of victims served across counties. Certain types of victims require more services than others, creating a greater need for counties with high proportions of those victims. These findings suggest that an allocation formula based only on population and crime may not be sufficient to equitably distribute funds across VAPs.

The three main recommendations of this report are:

1. Initiate consistent administrative data collection across all counties;
2. Supplement the allocation formula with victim data;
3. Consider outside funding by using a matching mechanism.

Challenges and limitations to this research include the constraints of using budget information to represent service costs rather than a true measure of the time and resources necessary to provide services within each VAP. For the purposes of this study, budget information is simply the total amount of funding within a VAP that is used for all program expenses: service provision, administration, and operating expenses. True service costs are the

staff or volunteer time, plus additional expenses, necessary to serve one victim of a particular crime or provide one particular type of service. The limitation of this study is that program budgets are used to estimate victim and service costs without knowing what portion of the budget is used for administration versus service provision, or the amount needed for different types of victims. Using program budgets instead of specific costs makes it difficult to estimate the costs of service provision for each VAP. More detailed cost data could address this limitation in the future. The constraints and solutions to these data are further discussed in the limitations and recommendations sections. Additional challenges and limitations to the study include the mandated nature of service provision by VAPs regardless of funding levels, and legislative requirements for the allocation formula.

This report describes the history of victim assistance, the current funding allocation and its effect on service provision, challenges to the research, and finally offers recommendations to improve the equity between Oregon's county programs. By clarifying the existing distribution of funding across VAPs, this report hopes to inform the funding allocation process and provide a basis for more accurately calculating service costs per victim. Pursuing these goals will support the adequate and equitable provision of services to all victims of crime.

II. INTRODUCTION

The Crime Victims' Services Division (CVSD) of the Oregon Department of Justice (DOJ) is the primary state government entity responsible for overseeing victim services in Oregon. The mission of CVSD is, "to reduce the impact of crime on victims' lives by supporting statewide victim services programs, promoting victims' rights, and providing victims access to information and resources in a compassionate, responsive, and dedicated manner." The Oregon State Legislature per Oregon Revised Statutes (ORS) Chapter 147 allocates sixty percent of punitive damage awards in Oregon to CVSD to fund victims' services.

Victims of crime are guaranteed certain rights under the Oregon Constitution, Oregon Revised Statutes, and federal funding requirements. Like most state agencies, CVSD has scarce resources available to serve victims and must administer its programs both equitably and efficiently. Due to this scarcity, there is a need to clarify the distribution of funding and service provision to improve provision in areas with the greatest need. CVSD contacted the University of Oregon's Department of Planning, Public Policy and Management to request that a graduate student research team review the current funding methodology and determine the cost of providing core services related to district attorney VAPs in Oregon counties.

This report entails comparing the total funding and level of service provision for each VAP. It involves researching how different variables such as crime, population, and victim type affect VAPs and their service provision. The impact of these factors can then inform the effectiveness of the allocation formula, highlighting potential alternatives so that state funds can be distributed fairly and efficiently. This report also involves surveying VAP directors to identify any shortfalls in service provision and to better describe what a fully funded program requires. Findings from the budget and survey may inform the distribution of existing funding between VAPs and overall shortfalls in funding that hinder the ability to adequately serve victims of crime.

This report attempts to address the interests of State legislators, CVSD, VAPs across the state, and individual victims of crime. State legislators must balance the needs of crime victims with the availability of funding. More effective leveraging of state dollars is in the interest of CVSD and all Oregon taxpayers. CVSD must manage victim services across the state, doing so in an equitable, compassionate, and fiscally responsible manner. Individual VAPs must meet certain Oregon statutory and constitutional requirements for serving victims within their jurisdictions, but also strive to serve beyond the minimum provision. Finally, crime victims rely on the services and funding of these state and county entities to rebuild their lives. Given scarce state resources, it is essential that victim services be delivered in a manner that is both equitable and cost-effective.

III. LITERATURE REVIEW

History of Victimology

Victimology "is the scientific study of the physical, emotional, and financial harm people suffer because of illegal activities" (Karmen, 2009). Victimology arose from the ashes of World

War II in an attempt to understand the criminal/victim relationship. Hans von Hentig is widely considered the first researcher to study victims. Hentig was focused on the relationship between the victim and the criminal. He discovered that the complexity of crime might lead authorities to oversimplify the distinction between the victim and criminal. Writing in the 1940s, Hentig's main contribution was recognizing that in some instances victims are partly responsible for the crime committed. Hentig was the first to study victims but Benjamin Mendelsohn is considered the pioneer of victimology and was the first to use the term. Mendelsohn, a practicing attorney, was intrigued by the victim/criminal relationship like Hentig. Also like Hentig, Mendelsohn grouped victims into distinct categories ranging from the "completely innocent victim" to the "most guilty victim."

In the United States, the study of victims came from increasing concerns over the high crime rates in the 1960s and the work of the Hungarian victimologist and criminologist Stephen Schafer. Schafer was influenced by a study he conducted with the U.S. Department of Health, Education, and Welfare in 1965 that built on the victim/criminal theories of von Hentig and Mendelson. The rising crime rates of the 1960s prompted Lyndon B. Johnson to commission a task force to investigate criminal activity, the justice system, and victims of crime. The President's Commission on Law Enforcement and Administration of Justice in 1966 was the first study to survey victims. The results showed that there were far more victims of crimes than were actually reported, which contributed to further distrust of the justice system (Young and Stein, 2004).

While maintaining that the 1960s crime wave was critical to the victims' movement, Doerner and Lab (2012) point to five other movements that occurred simultaneously. A detailed discussion of all these movements isn't necessary, but the top three require acknowledgement: 1) the women's movement, 2) the children's rights movement, and 3) advocacy for victim compensation. First, the women's movement shaped some of the fundamental components of victim services today, including but not limited to: rape crisis centers, shelters for battered women, and counseling for abused women and children. Prior to the women's movement, the justice system was largely seen as unfair in the treatment of women who were victims of sexual assault, often treating them as partly responsible for crimes. This is a challenge that continues today. Second, like the widespread abuse of women that went undocumented prior to the women's movement, child abuse wasn't addressed until the 1960s. The children's rights movement sought to limit the level of physical discipline a parent could exercise over their child and to provide shelters and other assistance to child victims (Doerner and Lab, 2012). Third, growing advocacy for crime victim compensation led to state legislation that made such compensation a cornerstone of government victim assistance.

Landmark Federal Action

The study of victims in the 1960s led to the emergence of government legislation for crime victim rights, compensation, and services in the 1970s and 1980s. All three – victim rights, compensation, and services – referred to as "victim assistance," were instituted at different times by the federal government and the states. One of the more significant events to catalyze the need for victim assistance was Ronald Reagan's 1982 President's Task Force on Victims of Crime. The goal of the Task Force was to conduct a nationwide study to assess the poor treatment of

crime victims in the criminal justice system (U.S. DOJ, 1982). To create the report, the Task Force reviewed victimization literature, interviewed victim service professionals and spoke with citizens and victims around the country. The report came up with 68 recommendations for implementing state and federal initiatives aimed at granting victims' constitutional rights and a better experience in the justice system.

The President's Task Force triggered the justice system to focus on the needs of victims and led the way for passage of the Victims of Crime Act of 1984 (VOCA). Within states, the federal government provides substantial funding for victim services through VOCA, which created the Crime Victims Fund. Under this legislation, the federal government allocates all fines, penalties, forfeited bail bonds, and special assessments imposed on convicted federal offenders to the state where the crime occurred. In addition to VOCA, almost all states have a similar general offender assessment, penalty or surcharge that convicted offenders must pay and that is allocated to state victim compensation or other victim services. Since 1982, victim assistance programs have grown in number, size, and scope. There are now over 10,000 such programs across all 50 states (U.S. DOJ, 1998).

The Need for Victim Assistance

The criminal justice system now has many services available to help victims rebuild their lives and move past the effects of crime. Literature related to victimology has identified five major categories for victim assistance services: 1) financial compensation, 2) navigating the legal system, 3) psychological therapy and counseling, 4) criminal justice system effectiveness, and 5) general social welfare. Each area of study has presented compelling reasons for funding victim assistance services. The history and impetus for crime victim rights, services, and compensation in the states is described below, as well as how victim assistance impacts the effectiveness of the criminal justice system and broader social welfare.

1. Crime Victim Compensation

The first form of government victim assistance in the United States was victim compensation. Victim compensation can take several forms, one of the most common being restitution. Restitution is a court ordered payment from a convicted defendant to the victim to compensate the victim for crime related financial losses. Other forms of compensation can come from private insurance, civil litigation, and state compensation programs that do not involve offender based reimbursement (Doerner and Lab, 2012).

California was the first state to pass victim compensation legislation in 1965 and today victim compensation is an integral part of every state's responsibilities. Victim compensation legislation soon followed in New York, Hawaii, Massachusetts, and the Virgin Islands (The National Center for Victims of Crime, 2004). In many ways, the victim compensation movement preceded the 1982 President's Task Force on Victims of Crime with 36 states having instituted compensation programs by 1982. Today, every state provides certain crime victims with compensation.

Although each state varies in their approach to compensation, all provide compensation for victims of violent crimes (rape, robbery, assault, sexual abuse, drunk driving, and domestic violence). Covered expenses include, but are not limited to: medical care, mental health counseling, property destruction, damage, or loss, lost wages, funeral bills, and payment to families of homicide victims (U.S. DOJ, 1998). As a general rule, restitution does not cover non-economic losses, such as pain and suffering. Restitution also does not compensate the many victims whose perpetrators are never arrested or prosecuted. In 2002, 157,700 claims were filed and \$454 million was distributed to victims. Federal funding provides 35 percent of compensation benefits paid, while states provide 65 percent. In total, an estimated 90 percent of both state and federal funding combined comes from fines and court fees paid by offenders (Herman and Wall, 2004).

Despite both federal and state legislation, restitution is one of the most unenforced victim rights in the criminal justice system. In 2002, total U.S. compensation applicants accounted for only 4 percent of violent crime victims (Herman and Wall, 2004). Less than 20 percent of eligible victims received any restitution in the four states studied by Kilpatrick et al. (1998). State compensation programs face problems including underutilization, inadequate outreach to victims, and limited coverage. These state programs also rely heavily on offender fines and penalties when more robust funding could be achieved through taxpayer support.

2. Navigating the Legal System

Wisconsin enacted the first state bill of rights for crime victims in 1980. Three other states passed a victim bill of rights before Reagan's 1982 President's Task Force on Victims of Crime final report. Today, every state has laws protecting victims of crime. Although every state has passed some legislation providing legal rights for crime victims, only 33 states have passed constitutional provisions (Shoham, Knepper, & Kett, 2010; Doerner and Lab, 2012). Each state varies in the type of rights afforded to crime victims, but they generally include the following key areas: the right to notification, the right to be present, the right to be heard, and the right to restitution (Kilpatrick et al. 1998).

A key element of victim assistance is providing the knowledge to navigate the criminal justice system itself. The average citizen often has little understanding of the basic workings of the criminal justice system, which can result in frustration and resentment for victims. Assistance around victim rights involves providing victims with full participation in the criminal justice process and a working understanding of those rights and how to exercise them. Victim assistance professionals can play key roles in helping facilitate access and understanding of victims' rights (Kilpatrick et al. 1998).

According to Shoham, Knepper, & Kett (2010) a victim bill of rights generally includes:

- The right to reasonable safety and protection from the accused.
- The right to accurate and timely notification of the offender's status while incarcerated or on release and court proceedings related to the crime.
- The right to consultation with an attorney before a case is dismissed and/or plea agreement is reached.

- The right to a speedy trial.
- The right to be present at all public criminal justice proceedings.
- The right to be heard by making a statement regarding plea bargains, sentencing, parole, and release hearings.
- The right to confidentiality regarding the victim or witnesses' contact information.
- The right to receive full and timely restitution as ordered.
- The right to be treated with fairness, respect, and dignity.

Several studies have found that too few victims are aware of certain rights or exercise those rights. Kilpatrick et al. (1998) found that strong state legal protection tended to translate in practice as greater implementation of victim rights, but in many cases did not guarantee the provision of such rights. Even in strong-protection states, 25 percent of victims were very dissatisfied with the criminal justice system as a whole. In a survey of victim advocate professionals at the state and local level, Kilpatrick et al. (1998) found three main suggestions for improving the provision of victims' rights: increased funding, increased training for service providers, and increased enforcement of victims' rights.

3. Psychological Therapy and Counseling

Beyond informing crime victims of their rights and the legal process, there is a need to provide certain victims with psychological therapy and counseling to help them rebuild their lives and mental health. Mental health and wellness support primarily involves counseling therapy, often from domestic violence shelters and crisis centers.

The expansion of programs that provide therapy and counseling services grew out of a fuller understanding of the debilitating impact crime can have on individuals. Victims are more likely to report higher levels of vulnerability, fear, and distress such as anxiety, unpleasant thoughts, and upset stomach, and lower levels of self-efficacy than non-victims (Sims et al. 2006). Kilpatrick et al. (1987) looked at the immediate and long-term psychological impact on victims and found that 28 percent of victims met the criteria for Post-Traumatic Stress Disorder (PTSD) at some point after the crime. Only 3.6 percent of the general population is estimated to have the disorder. PTSD is defined as "a debilitating anxiety disorder that may develop following experience with highly traumatic events, such as violent crime, with such symptoms as flashbacks, dreams, sleep problems, or hypervigilance." Victims of rape, aggravated assault, molestation, and burglary had the highest lifetime prevalence of PTSD. Sims et al. (2006) and Herman and Wall (2004) found similar percentages of crime victims with PTSD. In general, crime victims are also more likely to experience symptoms of major depression. In a national study of adult women, 55 percent of aggravated assault victims met the diagnostic criteria for major depression, whereas the estimated rate for a major depressive episode in the general population is 6.5 percent (Herman and Wall, 2004).

Although it would seem that victims of violent crime would suffer more than victims of nonviolent crime, both physically and mentally, there is evidence that victims of nonviolent crime suffer from similar symptoms, even if less severely (Sims et al. 2006). Although the psychological symptoms experienced by victims of sexual assault, robbery, and burglary vary in intensity, the nature of their distress is similar.

The psychological impacts of crime also extend to secondary victims and to criminal justice proceedings. Secondary victims include those witnessing a violent or traumatic event or knowing someone who has been the victim of a crime. Most of the research in this area is related to spouses of veterans with PTSD (Herman and Wall, 2004). Sims et al. (2006) found that criminal justice proceedings can be extremely stressful for victims, especially for rape and sexual assault victims; assistance programs must be careful not to exacerbate those stresses.

However, there is literature that is skeptical of the psychological benefits of victim assistance, especially over the long term. The effects associated with crisis intervention treatment could be short lived and begin to dissipate as the event becomes more distant. Sims et al. (2006) found no statistically significant differences between users and nonusers of victim services when it comes to the psychological functioning of victims.

The immediate psychological needs of victims may not be met by crime victim services. Often these needs are met by family and friends or by victims themselves (Sims et al. 2006). Crime victims do not seem to use counseling services as much as their trauma would predict, either because they do not know it exists, they do not think it will do them much good, or due to the social stigma they may feel from receiving state benefits. The psychological needs of victims might be better met through more outreach and timely services that extend over a longer period of time.

4. Criminal Justice System Effectiveness

In addition to helping victims navigate the legal system, successful victim assistance services can increase the effectiveness of the criminal justice system. The growth of victim assistance can in part be attributed to recognition from prosecutors that the impersonal and complicated criminal justice system was not serving victims well and thus not serving victim-witness efforts well (Doerner and Lab, 2012). Programs that increase the willingness of victims to report crime and increase victim participation and cooperation in the justice system can improve the system overall.

Increased willingness of victims to report crime can improve the accuracy of crime statistics. Official crime data such as the Federal Bureau of Investigation's Uniform Crime Reports (UCR) is widely acknowledged to be a baseline for crime statistics, but one that inherently underreports all types of crime (Doerner and Lab, 2012). Crime data like the UCR only counts crimes that are reported to the police, and this has prompted critics to declare that such reports better reflect police activity than criminal activity. To supplement the inherent underreporting of police statistics, victimization surveys were first developed in the 1960s and those such as the National Crime Victimization Survey (NCVS) now give a more complete picture of crime statistics. According to the NCVS, there were 21 million crimes committed in 2008, but the UCR only accounted for half as many in the same year. Household theft and property crime were the least reported at 34 percent and 40 percent, respectively (Doerner and Lab, 2012).

Clearly, something is keeping victims from reporting anywhere near the true number and nature of crime incidents to police. When surveyed, victims have varying reasons for not reporting victimization to the police. The most common reasons to not report are: the crime is a private or personal matter (20%), the offender was unsuccessful (17%), the crime was reported to another official (15%), police would not want to be bothered (9%), and reporting would be too inconvenient or time consuming (6%) (Doerner and Lab, 2012). In short, many victims see the cost of reporting and following up with a crime to outweigh the benefits. However, if victim assistance services can be more user-friendly and supportive of victim needs and concerns, these services could have the effect of incrementally changing the culture of crime reporting. By successfully addressing victim needs of legal navigation, psychological therapy, and compensation, victim assistance could improve the willingness of victims to report crimes, both to the police and to surveys.

Supportive victim assistance can also increase participation in the justice system through witness testimony and prosecutor cooperation. To increase victim participation and cooperation in the criminal justice system, assistance must address victims' lack of understanding about what is available to them through the justice system. The 1970s saw the beginning of federal funding for victim-witness projects based in prosecutor offices (Doerner and Lab, 2012). The goal of these projects was witness management, or preserving the worth of victims as witnesses for the state. Efforts have been made to make court waiting areas more comfortable, return recovered property more quickly, file applications for victim compensation, and promptly notify witnesses of cancellations. By minimizing the often-negative experience of the justice system through more timely and supportive services, victim-witness programs can increase participation and prosecution success rates.

5. General Social Welfare

While there are well documented psychological and private financial costs to crime, there are also productivity and welfare losses to society and community disruption that increase the total costs of crime. Research in these areas focuses on quantifying the costs of crime on victims and society and makes the case for more robust victim services to alleviate these costs.

On an individual level, Herman and Wall (2004) find that many crime victims suffer lowered decreased work productivity, academic performance, and loss of confidence, in addition to ongoing psychological trauma. These impacts negatively affect individual victims, their communities, and society's overall economic and civic productivity. The economic burden of crime on victims and society can include the following: out of pocket expenses usually covered in restitution programs, reduced productivity at home, work, and school, and harder to quantify psychological losses such as increased fear, pain and suffering, and diminished quality of life.

According to a 1996 study by the National Institute of Justice (NIJ), crime in the U.S. is estimated to cost \$105 billion annually in medical expenses, lost earnings, and victim services. Including intangible costs, such as pain and suffering and a reduced quality of life, brings the total estimated cost of crime to \$450 billion annually (Herman and Wall, 2004). Additionally, violent crime accounts for 14% of injury-related medical spending, 10-20% of mental health care expenditures, and wage losses equivalent to 1% of national earnings in the U.S. (Doerner and

Lab, 2012). Another way to look at the costs of crime to society is to estimate the cost of specific types of crime. The same NIJ study estimated the social costs of a single homicide at \$3 million, rape or sexual assault at \$87,000, and household burglary at \$1,400. These costs are borne by individual victims, offenders, and society.

Communities as a whole suffer from high rates of crime and the related disorder and instability. Examples include higher rates of fear, neighborhood dissatisfaction, and a desire to leave the neighborhood. This can lead to a selective out-migration of individuals and businesses, disrupting the human and social capital of the community, while also driving a selective in-migration of individuals with fewer resources to cope with high rates of crime (Herman and Wall, 2004). This pattern can lead to a downward spiral of falling home prices, migration, and community disintegration. While victim assistance does not directly decrease crime rates, adequate legal, psychological and financial support can signal to victims and the community that society cares about justice and is willing to address the broader economic and civic consequences of crime.

Shortcomings of Victim Assistance in the United States

Despite the growth in victim rights, services, and compensation programs, several consistent problems continue to challenge the overall reach and effectiveness of victim assistance. The U.S. Department of Justice (1998) presents five major challenges that still persist today (Herman and Waul, 2004). First, the lack of consistent, fundamental rights for crime victims at the federal and state level makes enforcement and funding difficult. Second, victim assistance services continue to be underfunded, making it impossible to offer victims' the comprehensive services they need. Third, minimal public outreach has led to low levels of service and compensation utilization by victims. Fourth, promising practices in victim rights and services have not been replicated enough due to the fragmented victim assistance network. Finally, although much progress has been made since the 1960s, victims still need to have a larger voice in the nation's response to violence.

Estimated Cost of Victim Assistance Services

Adequately funding victim assistance programs requires an understanding of the true cost of providing victim services, which is challenging to estimate since there are many different types of costs to consider. Tangible costs include staff, volunteer time, and office space. Opportunity costs include money allocated to victim assistance that could have been spent on other programs, such as crime prevention. Intangible costs include the cost of inadequate service provision. There are several studies that estimate the cost of crime and victimization, but few examine the costs of victim services specifically. Crime and victimization estimates combined with the availability of VOCA budget information have been used to determine a 'ballpark' cost of victim services.

The estimated cost of victim services in the United States is \$200 million, or \$200,000 per assistance program (Reiss & Roth, 1994). Consistent with Reiss and Roth, a survey conducted by the Department of Justice in 1988 determined the average annual budget of a victim assistance program was \$200,000, which included five FTE staff members, three half time

staff members, and 20 volunteers (Webster & National Institute of Justice, 1988). In addition, 44 percent of the programs surveyed reported being underfunded due to increased referrals and number of victims. Another estimate included the cost per victim of victim services, which was reported at \$311 per victim (Reiss & Roth, 1994). These figures are dated and when adjusted for inflation include \$290,370,718 total funding, \$290,371 per victim assistance program, and \$567 per victim served (in 2010 dollars). These are significant underestimates of the true cost of victim assistance programs and they also lack the cost of volunteer time.

State Approaches to Funding Crime Victim Assistance

Nearly every state uses criminal assessment, penalty or surcharges to fund victim compensation and victim services, but each state varies in their approach. The state of Washington applies a surcharge of \$500 for felonies and \$250 for misdemeanors, while the state of Virginia levies a three-dollar fee on all traffic, misdemeanor, and some felony drug offenders. Other states such as Alabama and Oregon give the courts discretion to decide the exact fine amount. Some states also enact different fee rates for specific crimes including: child pornography, offenses against children, domestic violence, sex offenses, and others (U.S. DOJ, 2003).

Outside of criminal assessment, penalty or surcharges, some states fund victim compensation and victim services through fees, taxes, and other revenue streams. These include: marriage licenses, birth certificates, driver licenses, personal income taxes, special license plate fees, donated juror fees, local property taxes, state bonds, food and beverage taxes, and taxing inmate earnings. Most of these fees are directed to fund specific victim services. In Connecticut for example, the money collected for marriage license fees funds rape prevention programs (U.S. DOJ, 2003). Oregon similarly uses marriage license fees in addition to other criminal fines to fund victim assistance.

Despite the differing state approaches to funding victim compensation and victim services, all states encounter challenges in collecting offender-based funding. One issue is the reluctance of courts to order the proper or full penalty amount to offenders. States have reacted by strengthening enforcement and created laws obligating courts to order payment by offenders. New York strengthened enforcement laws by declaring, “under no circumstances shall the mandatory surcharge or the crime victim assistance fee be waived.” In Texas, district attorneys have the ability to order an audit of court records if they believe the courts have not ordered payment or not sought to collect offender fees (U.S. DOJ, 2003). Another significant issue is the competing interest over the revenue generated by criminal assessment, penalty or surcharges (U.S. DOJ, 2003).

Oregon Crime Victim Rights and Services

The history of government assisted victim services in Oregon dates back to 1983 when the state legislature passed ORS 147.227. This statute gave CVSD the authority to distribute up to one-half of the unitary assessment monies that the Criminal Injuries Compensation Account receives from the Criminal Fine and Assessment Account (CFAA), to counties and cities where prosecuting attorneys maintain VAPs. In addition, the VOCA grant program supports direct

assistance services to victims of all types of crime. VOCA funds are allocated annually to Oregon, where CVSD sub-grants the funds through a non-competitive and competitive process based on the availability of funds. In 2010, CVSD funded 38 VAPs across Oregon using both CFA and VOCA funding.

In 1999, Article 1 Section 42 and Section 43 were adopted into the Oregon Bill of Rights. These amendments included the rights of victims in criminal prosecutions and protection from the accused person during criminal proceedings. These rights are realized through VAP services that help victims navigate the criminal justice system. In 2011, House Bill 2663 was passed, which strengthens victims' rights in Oregon by increasing the length of time victims have to claim right violations and adding language to include consultation between victim and prosecutor attorneys before plea offers are made to criminals. A Post-Conviction Program was established to ensure that rights were honored and services were provided by CVSD.

VAPs provide the following core services:

- Ensure that victims are informed, upon request, of the status of the criminal case involving the victim.
- Advocate for victims of serious person crimes as they move through the criminal justice system.
- Assist victims in preparing restitution documentation for purposes of obtaining a restitution order.
- Prepare victims for court hearings by informing them of procedures involved.
- Accompany victims to court hearings when practicable and requested.
- Involve victims when practicable or legally required in the decision-making process in the criminal justice system.
- Inform victims of the processes necessary to request the return of property held as evidence.
- Assisting victims with the logistics related to court appearances when practicable and requested.
- Assist victims of crimes in the preparing and submitting Crime Victims' Compensation Program claims to DOJ.
- Encourage and facilitate victims' testimony.

In 2007, the Oregon State Legislature passed House Bill 2712, which increased the CFA funding for VAPs by \$2 million. During the same year, the allocation formula that CVSD used to distribute funds to programs was changed to a base-plus model. This model was devised to be a single equitable formula for the allocation of all state-administered funds (The Planning Group, 2006). The allocation formula uses the counties as a unit of allocation, it provides an equal amount of funding to each VAP (base), and an additional amount based on county population and crime rate (plus).

In 2009, the Oregon State Legislature passed Senate Bill 212, which revised and updated the statutory requirements related to CFA funding for VAPs and amended ORS chapter 147. These requirements included a three member advisory committee including a representative from the Attorney General's office who would adopt rules for the equitable distribution of funds. The

Oregon Administrative Rules 137-078-0000 were also amended to incorporate these changes and clarify CVSD fiscal responsibilities for administering grants to VAPs. This required that the amount of funding reflect consideration of county or city per capita population, county or city crime rates, and that the VAP provides core services.

During the 2009-2011 biennium CFA/UA funds suffered a six percent reduction from the Oregon State Legislature. Most state agencies experienced cuts during this biennium due to the Great Recession and the loss of federal timber funding for public lands in Oregon. In response, the DOJ held back an additional four percent of CFA/UA funds as cushion in preparation for future cuts. To stabilize service provision for VAPs, CVSD filled the reduction in CFA/UA funding with VOCA funding.

In the 2011-2013 biennium CFA/UA funds were cut again by 3.5 percent, with DOJ withholding an additional two percent as a cushion against further reductions. CVSD used the reserves from the previous biennium, along with VOCA funds, to stabilize the allocations to VAPs. This trend is set to continue with additional cuts forecasted as Oregon faces a \$3.5 billion gap in the state budget for the 2013-2015 biennium. Understanding and quantifying the gap between adequate and current funding is especially crucial when faced with consistent funding cuts.

IV. HYPOTHESIS

There is a perception that the entire VAP network has less than adequate funding, while at the same time certain VAPs are not receiving an equitable share of existing funding. First, state budget cuts and administrative experience may indicate that VAPs as a whole are underfunded and cannot support the adequate provision of services. While VAPs are required by law to do more with less, smaller budgets inevitably mean declining service quality or depth of service. Second, while VAPs receive base-plus funding according to their proportion of state population and crime, evidence suggests that not all VAPs are funded proportionally to their needs. Some counties may exhibit more or less need for services depending on the prevalence of certain types of crime and their share of certain types of victims.

V. RESEARCH QUESTIONS

1. What is the true cost of Oregon District Attorney Victim Assistance Programs?
2. What components of the funding allocation formula would best support the provision of victim services across counties in Oregon?

VI. DATA

We used five data sources to gather information for this study. These include CVSD budget data, state demographic and crime data, VAP survey information, legislative research pertinent to victim's rights in Oregon, academic research on the effects of crime victim services and the history of crime victim rights. All data was collected for the 2010-2011 fiscal year. This was the most recent fiscal year that full data was available for.

Budget data from each VAP in Oregon is essential for understanding the current service level and the relative costs per victim and per service. This data comes from the 2010-2011 annual reports within the CVSD E-Grant System that show the number of victims served, the number of services provided, the number of FTE staff and volunteers, and the funding levels by source (local, county, state and Federal). Various CVSD reports were used to give a contextual understanding of VAPs. These include the CVSD Budget Request 2013-2015, DOJ Budget Request 2013-2015, 2009-2010 and 2010-2011 Victim Assistance DOJ Report, and the Equity Allocation Study developed by The Planning Group.

Population and crime data was necessary to determine the variance in crime across different counties. The Portland State University Population Research Center provided detailed county level demographic data. Comprehensive data on Oregon crime came from the Oregon State Police Law Enforcement Data System (LEDS).

Individual VAPs were surveyed for more in-depth information regarding the level of service provision and relevant data on victims. We conducted an on-site interview with the Lane County VAP to inform the survey questions.

Legislative research included ORS 147.005 to 147.367, OAR 137-078-0000, HB 2663, HB 2712, and HB 3634. This legislation served as the foundation for determining what services VAP's are required to provide and for understanding the funding mechanism currently in place for VAPs. This research was done through the websites of the Oregon State Legislature and the Secretary of State.

Lastly, Google Scholar and University of Oregon Library online searches generated the scholarly research presented in the literature review. Sources included peer-reviewed articles, needs assessments relevant to funding mechanisms for victim services, and U.S. Department of Justice reports.

VII. METHODOLOGY

The research design was implemented in three steps. In the first step, data on the level of funding, services provided, types of victims served, the number FTE staff and volunteers, county crime statistics and county population data was collected and analyzed across all VAPs for the 2010-2011 fiscal year. The result is a comprehensive understanding of the commonalities and differences for each VAP using key statistics including but not limited to: funding per victim (total funds/total victims), funding per service (total funds/total services), average number of services per victim (total services/total victims) and victims as a percentage of relevant crime (total crime/total victims).

In step two, each individual VAP was surveyed on April 2nd, 2013 at the CVSD Director's Day. VAP directors were asked about their current service level and relevant information on victims served. Qualitative data on the effects that funding fluctuations have on the level service provision gives a more complete understanding of the difficulties and

challenges in providing victims services. Information on the relative need of different types of victims supplemented quantitative data on the number and type of victims served.

The current funding allocation formula was analyzed in step three. This final analysis combined the results of step one and two to give a quantitative and qualitative understanding of the relative costs to VAPs providing victim services in Oregon. This analysis compared VAPs with similar levels of funding, per capita population, and county crime rates based on funding per victim, funding per service, average number of services per victim, and victims as a percentage of relevant crime. These findings will inform the existing distribution of funds between VAPs and describe any funding shortfalls that result from the current allocation formula.

VIII. LIMITATIONS

Budget Information and Administrative Data

A significant challenge to this research is using budget information to represent service costs rather than a true measure of the time and resources necessary to provide services within each VAP. For the purposes of this study, budget information is simply the total amount of funding within a VAP that is used for all program expenses: service provision, administration, and operating expenses. True service costs are the staff or volunteer time, plus additional expenses, necessary to serve one victim of a particular crime or provide one particular type of service. The limitation of this study is that we use program budgets to estimate victim and service costs without knowing what portion of the budget is used for administration versus service provision, or the amount needed for child abuse victims versus domestic violence victims. Using program budgets in lieu of specific costs or time per victim makes it difficult to accurately estimate the costs of providing services for each VAP, which in turn limits the specificity of any allocation formula. More detailed cost data could address this limitation in the future.

Different administrative definitions of victims and services can also produce inconsistencies in the data reported to CVSD. It is unclear if all VAPs define a victim as an individual who is connected to a reported crime. For example, there is evidence that many domestic violence victims served by VAPs do not report a crime. The definition of what constitutes a service also likely varies, though potentially more than victim definitions. Some VAPs may consider any interaction with a victim as a service, while others may use more specific criteria. VAPs are also required to set a target for the average number of services per victim in their grant applications to CVSD. This may create an incentive within VAPs to set a low threshold of what a service is in order to reach the target level of service provision. Definitions and data management practices need to be consistent to provide the most accurate comparisons of service provision between VAPs.

Data Aggregation

A significant challenge to this study is the nature of the data that CVSD collects. VAP victim and service data is aggregated, making precise calculations of the cost per type of victim

or type of service impossible. Currently, CVSD collects data based on total victims and total services by type. For example, in 2010-2011 the Klamath VAP served 296 domestic violence victims and provided 310 instances of crisis counseling services. However, we do not know how many instances of crisis counseling were for domestic violence victims. Since we do not know which victims had which services, our comparisons between different types of victims are purely qualitative. Although there is no granular data on victims, aggregate data on the differences in the type of victims and services provided as well as crime rates and population within each VAP are useful in giving context to the different cost statistics.

Mandated Service Provision

VAPs are required to provide a core set of services to all victims of crime, regardless of location, need, or funding availability, with particular emphasis on victims of violent crime. In other words, all victims that request rights must receive some level of service provision from VAPs. Core services entitled to victims are not dependent on funding levels, they must be provided by law. This creates a challenge as VAPs are required to provide basic services even in the face of declining budgets. Since funding levels are not directly tied to the number of victims served, and required service provision is not directly tied to the level of funding, there is a disconnect between what is required by law and the resource realities on the ground. This makes cost per victim estimates difficult to compare across VAPs. In reality, the depth and quality of service provision does depend on available resources.

Crime Data Requirement

All recommendations regarding the CVSD funding allocation formula must include county crime rate data. Oregon Administrative Rules require that CFA funds be distributed with county crime rate, per capita population, and similar criteria (OAR 137-078-0015, 2a). As evidence from this study suggests, the correlation between crime rates and victims served is not uniformly strong, resulting in an uneven distribution of CFA funds. However, the mandatory inclusion of county crime rates and per capita population does not prevent the possibility of a more equitable distribution of CFA funds.

Effectiveness in Service Provision

Distinctly absent from this study is any discussion on the effectiveness of crime victim services or programs. For example, this study does not assess whether criminal justice support advocacy helps victims navigate the legal system. Instead, this study assesses the differences in service provision and funding across VAPs and how funding fluctuations affect the amount or depth of services provided to crime victims. This information can be used when determining an equitable distribution of funding given fiscal constraints. Estimating the effectiveness of the several VAPs is beyond the scope of this study.

Funding Threats

This study does not address any political or economic threats to VAP funding from the local, county, state or federal government. The aim of this study is to analyze the differences in

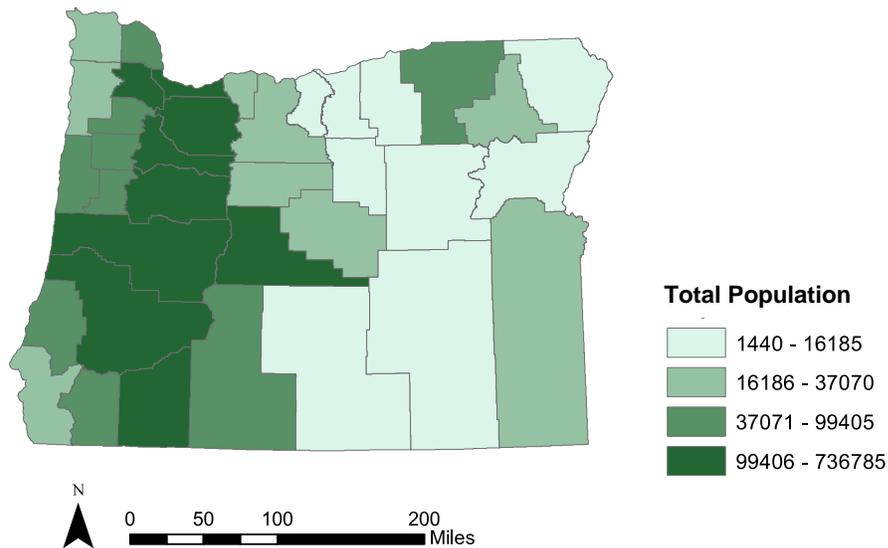
funding levels and sources, not to predict future funding levels. Understanding the current differences in funding levels across VAPS is critical for analyzing trends in service provision.

IX. DATA ANALYSIS

Oregon Demographics

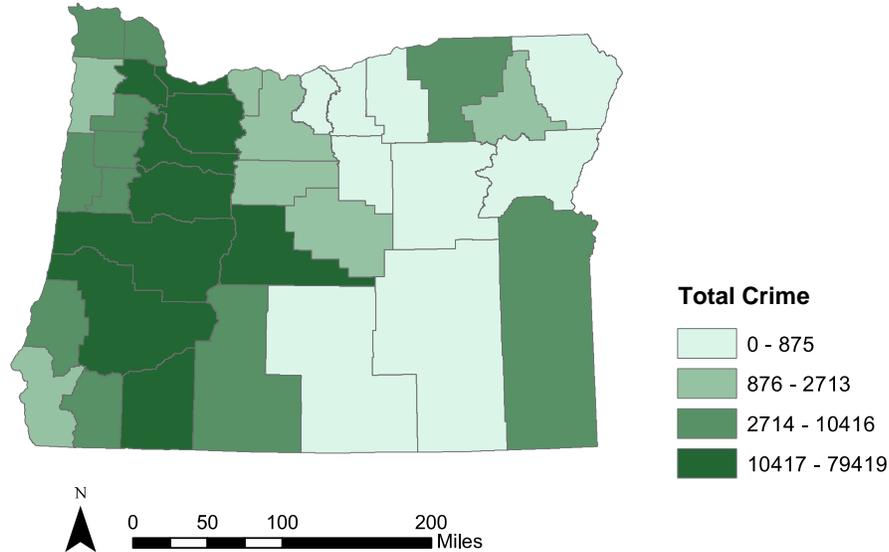
The majority of Oregon’s population and crime is located in the Willamette Valley stretching from Portland to Eugene. The nine largest counties in Oregon, mostly located in the Willamette Valley, accounted for 70 percent of the population in 2010. The majority of Oregon crime can also be found in the these same counties. Of the 366,376 reported crimes in 2010, approximately 68 percent occurred in these counties. As will be shown below, these counties also received 68 percent of overall VAP funds in 2010. Figure 1 and 2 display a geographical representation of Oregon’s population and crime.

Figure 1: Total Population by County



The geographic division between eastern and western Oregon further illustrates the demographic differences across counties. The 18 counties west of the Cascade mountain range accounted for over 86 percent of the state’s population and total crime in 2010. The most populated and high crime eastern counties are Deschutes, Umatilla, and Klamath. Over half (20) of Oregon’s 36 counties have populations of less than 50,000 and subsequently less total crime. The majority of these counties are found in the eastern half of the state.

Figure 2: Total Crime by County



Victim Assistance Program Demographics

The populations served by the 36 District Attorney VAP programs vary widely and create large differences between counties for several key metrics. For this report we divided the counties into four subgroups based on population to better compare VAPs with similar population, crime, and funding characteristics. The characteristics of each group are displayed in Table 1. The City Attorney VAP programs are absent from this report due to incomplete data.

Table 1: VAP Size Categories for Total Crime, Total Population and Total Funding

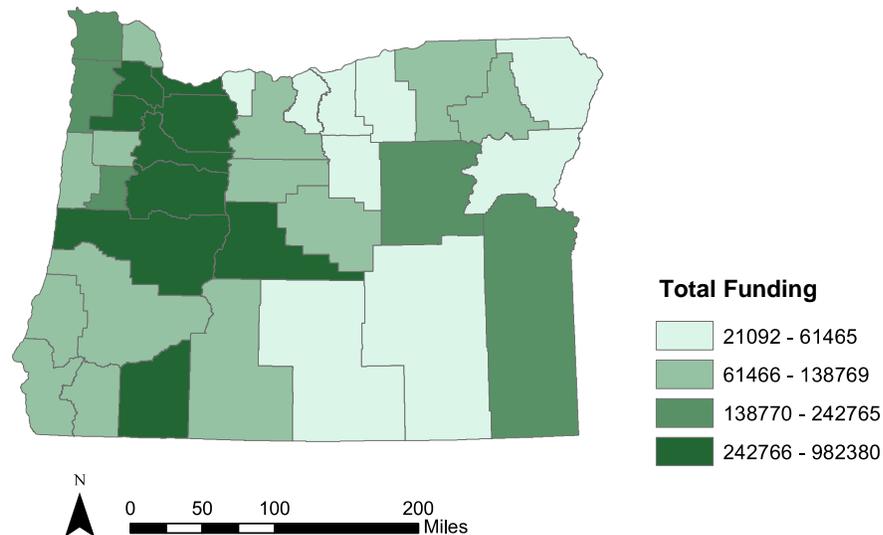
County Size	Total Population	Total Crime	Total Funding
Average	106,592	10,177	\$216,380
Small	1,440 - 16,185	455	\$54,219
Medium	21,020 - 37,070	2,697	\$96,968
Large	46,135 - 99,405	6,976	\$123,622
Very Large	107,690 - 736,785	30,579	\$590,710

Funding Sources

The large variations in population and crime in Oregon result in similar variations in total funding available to each VAP. The total funding for VAPs in 2010 ranged from \$21,092 (Wheeler) to \$982,380 (Marion). Total funding for this study is defined as the sum of all sources except for the Child Abuse Multidisciplinary Intervention (CAMI) funds. The average across all

36 counties was \$216,380 and with a large standard deviation of \$262,769. Figure 3 displays a geographical representation of total funding, which is consistent with both Figures 1 and 2.

Figure 3: VAP Total Funding



VAPs serving small populations have high fixed operating costs such as FTE and office rent that must be spread over relatively few victims. This can contribute to an inflation of cost per victim and per service for small population counties. Large population counties can spread their fixed costs over many more victims. This can contribute to an underestimate of the cost per victim and per service. However, large population counties may have greater variable costs. These variable costs can include materials and staff to accommodate a higher volume of victims.

While variations between counties exist, these differences are not necessarily a result of an inequitable or inefficient distribution of funds across counties. Small counties may appear to be spending more per victim or per service than their counterparts, but they are working with smaller budgets and higher fixed costs than the other VAPs.

The current allocation formula consists of a base amount, which should be sufficient to accommodate the basic needs of VAPs. The plus side allocates funding based on crime and population statistics only. While a different allocation formula could narrow the range of dollars spent per victim and other such metrics, it is inevitable that large population and crime rate differences drive the funding variations across counties. Figure 4 shows the positive relationship between total funding and county population. Figure 5 shows the positive relationship between total funding and reported crime. In general, counties with larger populations and higher rates of crime receive more funding. This is consistent with the funding formula.

Figure 4: VAP Total Funding and County Population

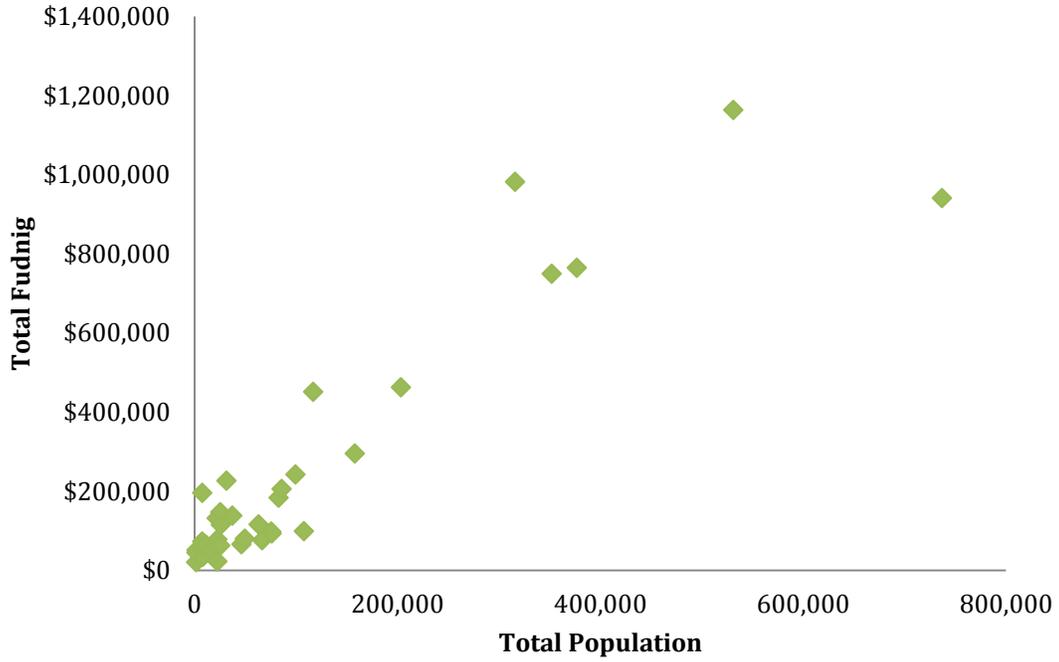


Figure 5: VAP Total Funding and Crime

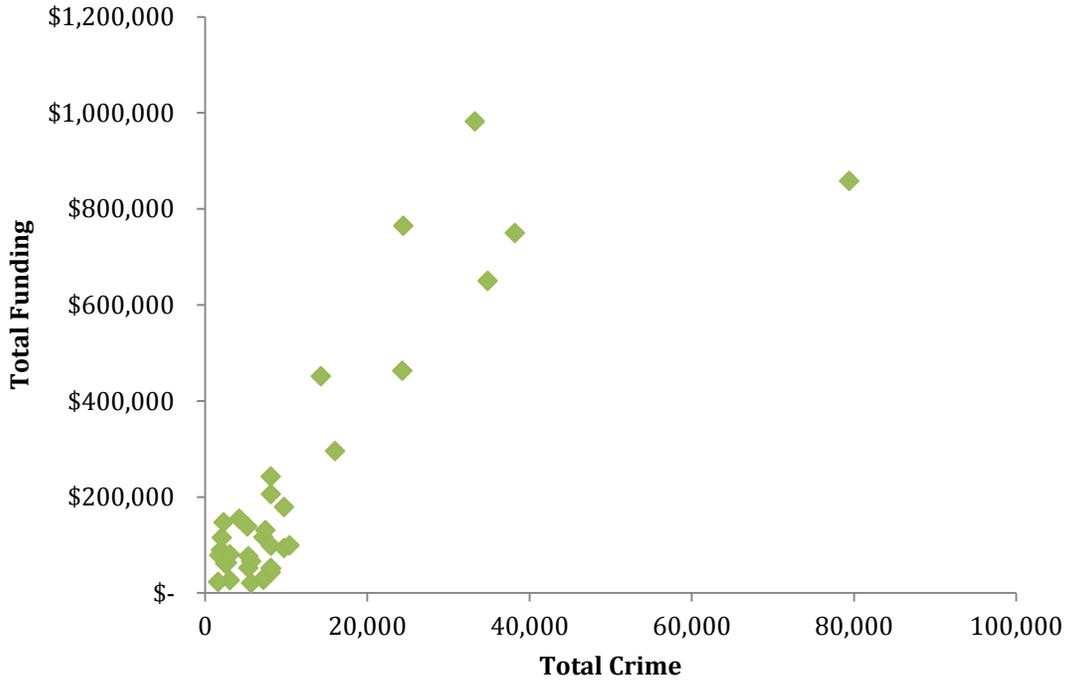


Figure 6 displays the aggregate funding sources for all 36 VAPs in 2010. VAPs were funded through state, federal, county, and other sources. Federal funds were the largest source for VAPs, accounting for 36 percent of total funding. Federal funds included several types of non-competitive grants and competitive grants: VOCA basic, VAWA, and VOCA project. All counties received federal dollars through VOCA basic, which accounted for nearly 20 percent of VAP funding. Only 19 counties received VAWA or VOCA project funds, which are about 16 percent of total funding. County dollars made up 33 percent of total VAP funding, but only 19 VAPs received this funding. State funding made up 26 percent of total VAP funding. These dollars came from the Criminal Fine Assessment fund. Hood River used carryover CFA funds in 2010, which offset their annual allocation.

There are five VAPs that received only state and VOCA basic funding in 2010. For the purposes of this study, it should be noted that CVSD allocates state and federal funds only, or 62 percent of total VAP funding. To determine the impact of non-CVSD controlled funding on service provision, it is possible to divide counties into two groups: the 15 VAPs that received only state and/or federal funding and the 21 that also received county or other funding. This comparison will be shown below.

Figure 6: VAP Funding Sources

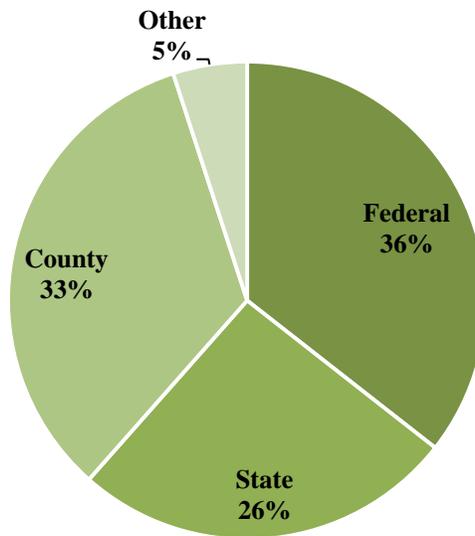


Table 2 displays the major funding sources for all 36 VAPs broken out by population size. Smaller VAPs generally relied more on federal and less on county funding, while larger counties relied less on federal and more on county sources. In other words, very large VAPs relied more on funding outside the control of CSVD than small VAPs, which received very little outside funding. All size groups relied roughly equally on state funding.

Table 2: Total VAP Funding by Source

County Size	Federal	County	State	Other	Total
Average	36%	33%	26%	5%	100%
Small	69%	6%	25%	0%	100%
Medium	48%	26%	24%	2%	100%
Large	38%	24%	38%	0%	100%
Very Large	30%	39%	24%	7%	100%

Consistent with the current allocation formula based on population and crime, larger counties received a greater share of total funding. Figure 7 shows the distribution of total funding across the VAP size categories. The nine very large counties accounted for over 68 percent of all VAP funding, while the small counties only accounted for 6 percent. Similarly, Figure 8 shows CVSD and non-CVSD funding sources by VAP size category. The very large counties relied more on non-CVSD funding than other counties.

Figure 7: Share of Total Funding by VAP Size Category

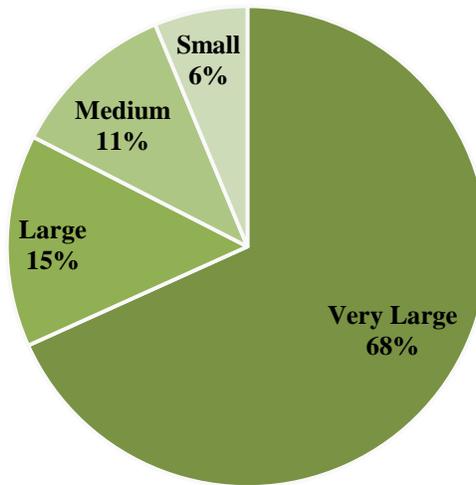
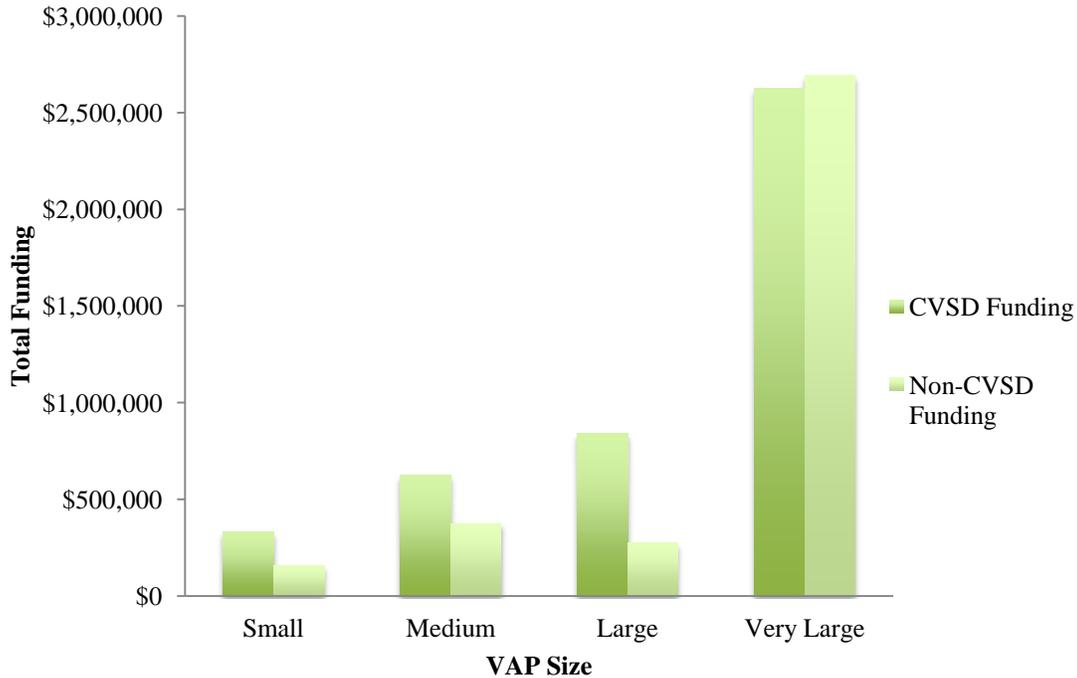


Figure 8: Share of CVSD and Non-CVSD Funding by VAP Size Category



Victims

The number and type of victims served by VAPs varies widely by county population. First, large counties generally had more victims than small counties, but also had fewer victims per crime. This implies that the county crime rate did not consistently predict the number victims a VAP served and that victim data should supplement crime data in the funding allocation formula. Second, large counties on average had a higher percentage of victims that required the greatest need and amount of services from VAPs. This finding shows the need for a better understanding of the cost per type of victim.

An important comparison for analyzing the funding allocation formula is the number of crimes per one victim within each county. For example, in 2010-2011 the Oregon State Police reported that Grant County had 459 total crimes and the Grant VAP reported serving 196 victims. Thus, the ratio of crime per victim in Grant County was approximately 2.3 crimes per 1 victim. The average number of reported crimes per victim across all VAPs was 7, while the minimum was 0.9 and the maximum was 35. Figure 9 shows the relationship between total crimes and number of reported victims. As crime increased across the size of VAPs, the number of victims increased at a lower rate. There are three possible explanations for this variation. For one, there could be differences across counties in the mix of crimes and the resulting types of victims (e.g. more crimes that do not result in a victim). Second, the administrative data procedures for tracking and reporting the number of victims may not be uniform. Third, the gap between crime and victims could be affected by victims’ lack of willingness to report crime and the degree of non-reporting may vary across counties.

The discrepancy between the crime rate and victims served implies that the funding allocation formula could be supplemented with victim data to better represent the true funding needs of VAPs.

Figure 9: County Crime Rate per Victims Served

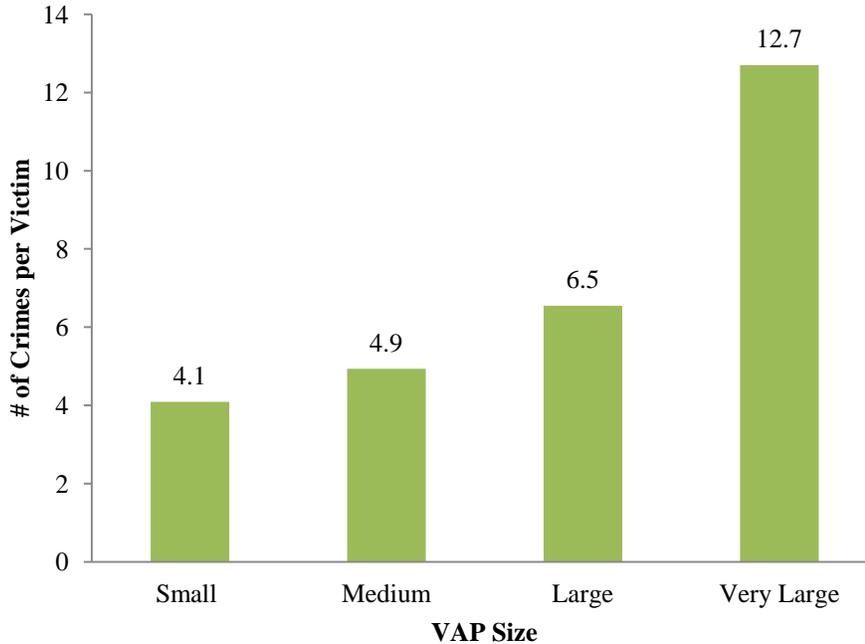


Table 3 shows the difference across counties for the three major types of crime as reported by the Oregon State Police. Person and property crimes account for larger percentages in more populous counties, while behavioral crimes account for a greater proportion in smaller counties. These differences in the types of crime seem to concur with the distribution of victim types across counties discussed in Table 4. Using more detailed crime data may produce more consistent crime per victim statistics across VAPs and a more equitable funding allocation formula.

Table 3: Type of Crime by Percentage of Total Crime

County Size	Person	Property	Behavioral	Total
Average	10%	48%	42%	100%
Small	9%	31%	60%	100%
Medium	7%	40%	53%	100%
Large	10%	41%	49%	100%
Very Large	10%	51%	39%	100%

VAPs were surveyed to determine which type of victims require the most need and most services to better understand the impact of victim type on funding levels and service provision. In one question, program directors were asked to rank eight types of victims based on which

types, on average, required the greatest amount services. In a second question, VAPs were asked to rank the same type of victims based on which required the greatest need. Victims of domestic violence, child abuse, sexual assault/rape, and violent crime were consistently ranked by VAPs as having the greatest need and requiring the greatest number of services from VAPs (see Appendix A, Questions 9 and 10). The survey also revealed that these same victims each required over ten follow-ups from the VAPs (see Appendix A, Question 12).

Table 4 shows the type of victim based on a percentage of the total victims served by VAPs in 2010. As VAP size increased so did the percentage of victims requiring the greatest need and services. For instance, victims of child abuse, domestic abuse, sexual assault/rape, and violent crime accounted for 76 percent of all victims for very large VAPs and only 44 percent for small VAPs. This difference is important to consider when comparing the amount of services and hours per victim across VAPs.

The victim specific information gathered in the survey and Table 4 demonstrate the need for specific cost data for each type of victim. If specific types of victims do not consistently require greater need and number of services, then all victims could be treated equally for cost and service estimates. However, we know that the four types of victims in Table 4 require more resources from VAPs and that the percentage of these types of victims increases as the size of VAPs increase. A different method for reporting victim data may be needed to more accurately estimate the costs for each type of victim. This study relies on the anecdotal assertions made by VAP Directors to make distinctions between victims.

Table 4: Type of Victim by Percentage of Total Victims

County Size	% Child Abuse	% Domestic Abuse	% Sexual Assault	% Violent Crime	4 Types as % of all Victims
Average	8%	23%	2%	27%	60%
Small	7%	18%	2%	17%	44%
Medium	5%	17%	2%	28%	52%
Large	9%	22%	2%	36%	69%
Very Large	11%	34%	3%	28%	76%

Service Provision

The number of services provided to victims by VAPs varied by county size and thus by total funding. Generally, total funding and total victims drives the number of services within each VAP. It makes sense that counties with more funding are able to provide more services. Figure 10 shows the relationship between total funding and total services. There is generally a positive relationship between total funding and total services provided, but there are discrepancies between otherwise similar VAPs.

Figure 10: Total Funding and Total Services

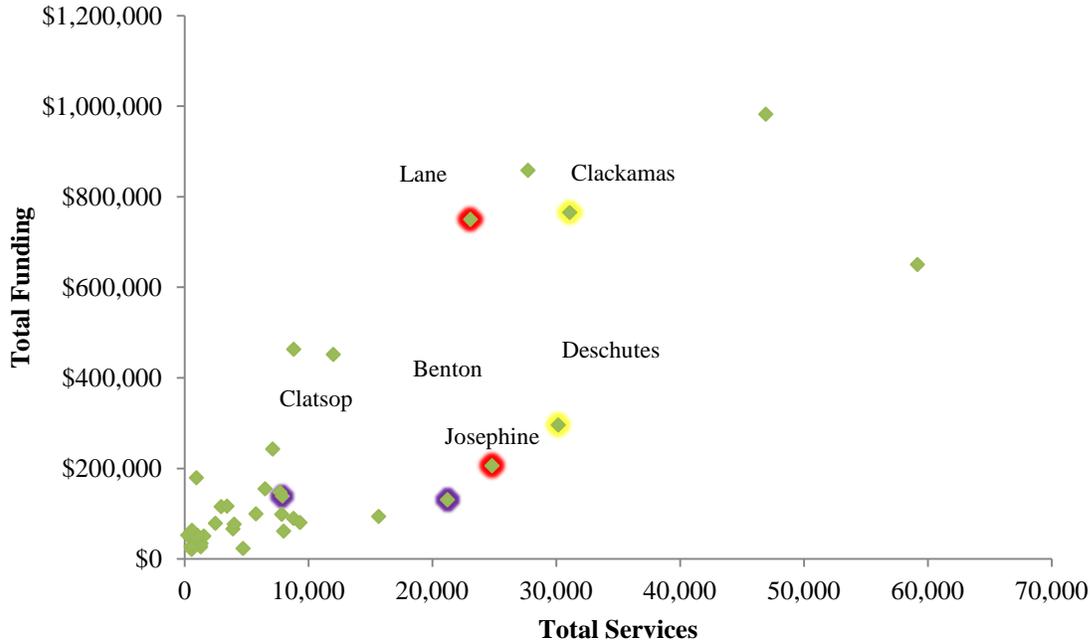


Table 5 provides a numerical comparison between the highlighted VAPs in Figure 10. The yellow highlighted data points represent Deschutes and Clackamas counties. Table 5 shows that Deschutes County had roughly half the population, total funding, and total victims of Clackamas County, but still provided roughly the same number of services.

Table 5: VAP Service Provision Comparisons

	Total Funding	Total Population	Total Victims	Total Services	Services per Victim	% Child Abuse Victims	% Domestic Violence Victims
Deschutes	\$295,818	157,905	1,434	30,155	21.0	30%	51%
Clackamas	\$765,096	376,780	3,235	31,090	9.6	3%	32%
Benton	\$206,137	85,735	1,958	24,812	12.7	8%	20%
Lane	\$750,019	352,010	4,502	23,073	5.1	6%	30%
Josephine	\$131,032	82,775	1,392	21,218	15.2	4%	18%
Clatsop	\$138,770	37,070	4,411	7,883	1.8	3%	6%

One possible explanation for the discrepancy between total funding but not between services provided could be the fact that Deschutes County had a higher percentage of child abuse and domestic violence victims than Clackamas County. These types of victims typically require the greatest number of services and need from VAPs. Table 5 shows that 30 percent and 51 percent of Deschutes’ victims were from child abuse and domestic violence respectively, while only 3 percent and 32 percent of Clackamas’ victims came from the same categories. While this could explain the discrepancy in services provided relative to other variables between Deschutes and Clackamas, it does not seem to explain a similar phenomenon between Benton and Lane

counties. These counties have relatively similar proportions of child abuse and domestic violence victims but Benton does not seem to be providing more services because of these victim proportions. The connection between services per victim and type of victim is therefore not consistent across programs.

There are also counties with similar total funding, but substantially different levels of service provision. Josephine and Clatsop VAPs both have similar budgets, but on average provide 15.2 and 1.8 services per victim, respectively. These levels of services provision could in part be related to Josephine’s higher proportion of high need victims, but that alone does not seem to be enough explanation. These are only a few examples of discrepancies in service provision between VAPs.

An explanation for the variability in the number of services relative to other factors could be the definition of service provision. If VAPs define the provision of a service differently, this could lead to wide variations in the number of services provided, even between otherwise similar counties. This potential record keeping discrepancy will be further discussed in the recommendations section.

Staff and Volunteers

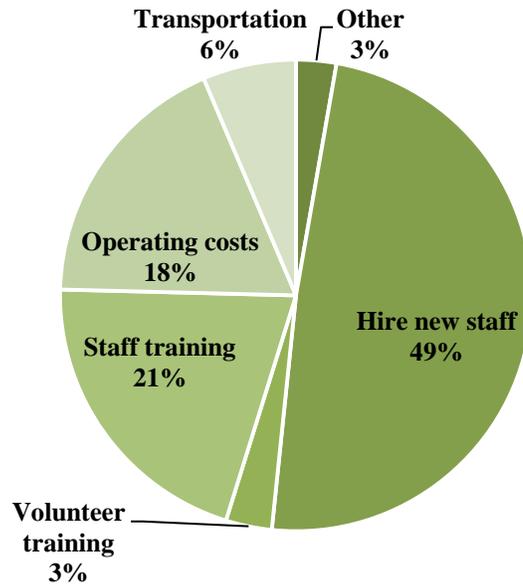
As expected, both Full Time Equivalent staff (FTE) and volunteer hours increase as VAP size increases. Table 6 shows that FTE and volunteer hours (as a share of total hours) increased as the size of VAPs increased. The total hours per victim is a metric that is calculated by adding FTE hours to volunteer hours and dividing by total victims. Although the number of FTE and volunteer hours increased with VAP size, total hours per victim did not grow at the same rate. In other words, the rate at which the number of FTE and volunteers grew with VAP size was greater than the rate that the number of victims grew. Service provision per victim follows a similar but less pronounced pattern as total hours per victim. Specifically, service provision per victim declines as VAP size increases, except for a small increase for the largest programs. The relative high fixed costs and low number of victims in small VAPs could explain this trend.

Table 6: VAP FTE and Volunteer Hours

County Size	Full Time Equivalent	Volunteer Hours as % Total Hours	Total Hours per Victim	Services per Victim
Average	3	16%	15.1	10.3
Small	1.5	9%	37.0	11.9
Medium	2.0	11%	9.4	9.6
Large	2.4	15%	5.5	9.3
Very Large	6.5	29%	8.4	10.4

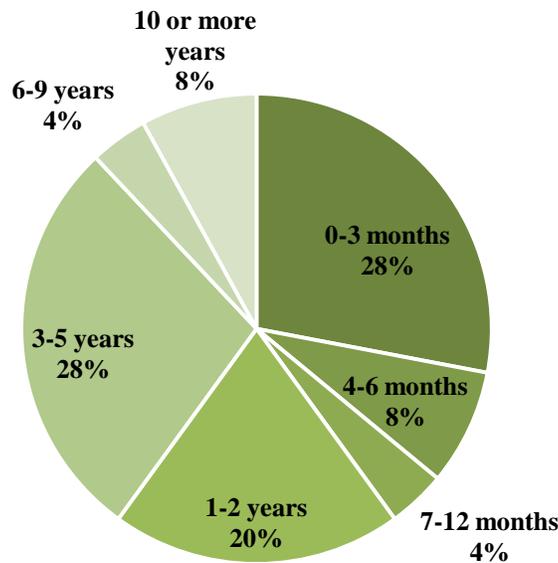
When VAPs were asked how they would allocate a grant of \$40,000, most said they would use the funds to hire new staff. Figure 11 shows VAPs would use about half of the theoretical grant to hire new staff. This was just as true for programs with above average FTE as those with below average FTE, indicating a need for more staff regardless of existing FTE.

Figure 11: Allocation of Theoretical Grant across Expenditures



Volunteers play a key role in providing services, and Table 6 shows their increasing importance as VAP size increases. More than 75 percent of VAPs reported in the survey that their volunteer base is relatively consistent from year to year. Reasons for an inconsistent volunteer base included limited space and limited time for volunteer development. Reasons for a consistent volunteer base included dedicated, long-term volunteers and ongoing training (see Appendix A, Question 15). Figure 12 shows the average volunteer years of experience. Larger populations likely make it easier to attract qualified volunteers.

Figure 12: Average Volunteer Years of Experience



General office support and crime justice support advocacy were reported as the two most common types of support that volunteers provide. Eighteen programs have volunteer coordinators, which helped develop a consistent volunteer base. Sixty four percent of survey respondents stated they would benefit from a volunteer coordinator

Dollars per Victim and Dollars per Service

Two important metrics for studying the costs and service provision for VAPs are the amount of total funding that VAPs spend per victim and per service. These metrics were calculated using total funding, total victims, and total services. Table 7 shows the relative differences in dollars per victim and per service within each VAP size category. Unlike population and crime, these metrics do not have a linear relationship with size. It is clear that small VAPs spend more per victim and per service than larger VAPs, though very large VAPs spend the second most per victim. As discussed above, small VAPs likely have high fixed costs and relatively few victims to spread costs across. Very large VAPs are subject to funding that increases at a faster rate than smaller VAPs. In other words, the percentage difference in total funding between large and very large VAPs is much larger than the percentage difference in victims served.

Table 7: VAP Total Funding per Victim and Service

County Size	Dollar per Victim	Dollar per Service	Services per Victim
Average	\$279	\$37	10.3
Small	\$582	\$75	11.9
Medium	\$173	\$29	9.6
Large	\$117	\$16	9.3
Very Large	\$243	\$26	10.4

To control for uneven funding sources a comparison group of 15 VAPs that only received federal and state funding is shown in Table 8. These VAPs did not receive county or other funding. The comparison group in Table 8 exhibits the same pattern for dollar per victim and dollar per service as occurs for all VAPs.¹

Table 8: Comparison VAP Total Funding per Victim and Service

County Size	Dollar per Victim	Dollar per Service	Services per Victim
Average	\$271	\$42	7.9
Small (n=5)	\$614	\$100	9.6
Medium (n=4)	\$127	\$22	9.3
Large (n=4)	\$75	\$19	4.6
Very Large (n=2)	\$267	\$27	8.1

¹ Douglas and Linn were the two Very Large counties that did not receive county or other funding in 2010.

Figure 13 and 14 show the differences in total funding per victim and per service geographically. Eastern Oregon generally had a greater concentration of high dollar per victim and high dollar per service VAPs. This could be due to the fact that the small VAPs, which are characterized as having high fixed costs and smaller crime rates, are located in eastern Oregon. However, the very large counties also show trends of high dollar per service costs, which contrasts with the population and crime patterns of western Oregon presented in Figures 1 and 2. This could be due to higher variable costs in larger VAPs. As described in the recommendation section, more detailed and comprehensive data collection methods may produce more accurate cost per victim and cost per service estimates.

Figure 13: VAP Total Dollar per Victim

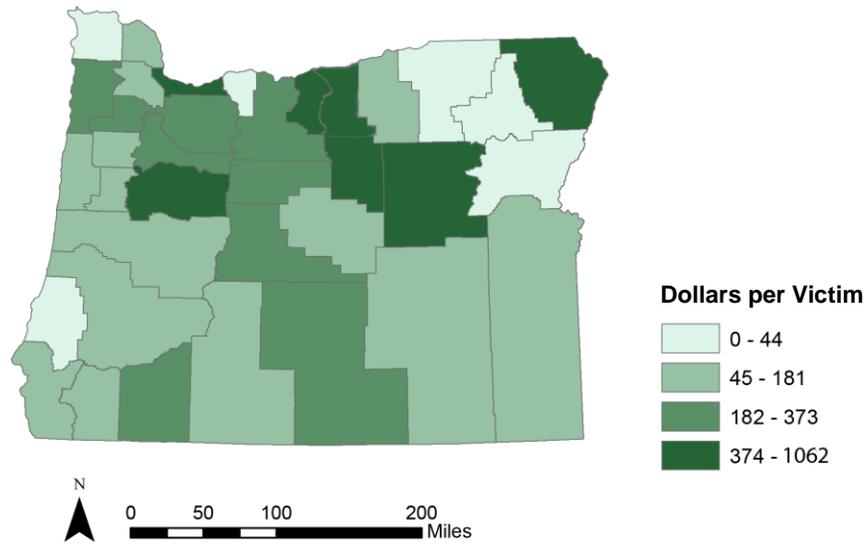
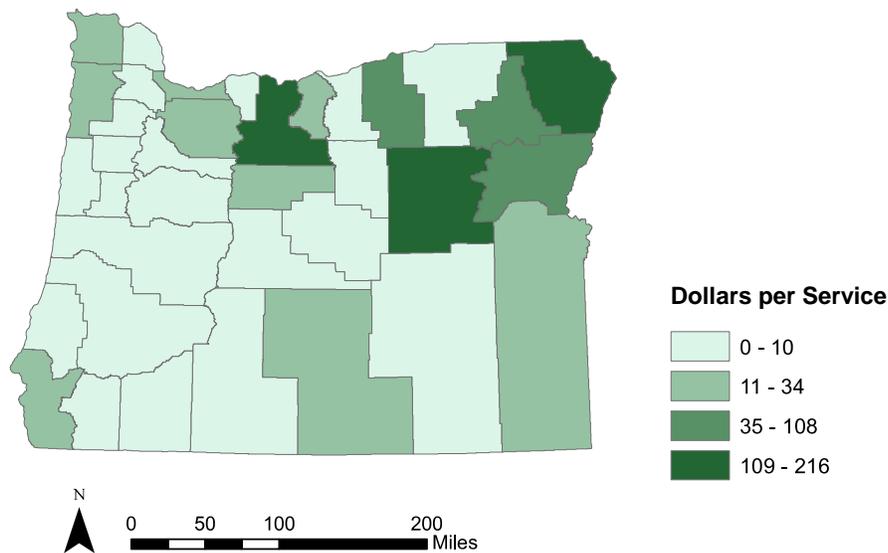


Figure 14: VAP Dollar per Service



X. CONCLUSION

The goal of this report is to clarify the service costs for VAPs, with an emphasis on highlighting opportunities to improve both the overall funding and the most effective distribution of funding and service provision. This can provide a supporting framework for understanding yearly costs of victim assistance in Oregon, and help CVSD best allocate scarce state and federal resources.

The findings from this study show that while VAP funding varies according to county population and crime through the allocation formula, other factors play an important role in the distribution of funding and service provision across VAPs. These factors include differences between rates of crime and victims served, different types of victims, and funding not granted by CVSD such as county sources. The direction of these factors compared to the average trend across all counties will influence whether a county is receiving more or less than its fair share of existing funding.

Almost all counties have a gap between the number of reported crimes and victims served by VAPs. Counties with a larger gap receive a greater proportion of CVSD-granted funding than their victim served rates imply because the allocation formula uses crime but not victim data. Our research shows that the gap between reported crimes and victims served increases with population. This implies that larger counties are receiving more than their fair share of CVSD-granted funding.

The proportion of types of victims also varies by county and will affect the amount of resources needed to serve victims. Based on our survey of VAPs, victims of child abuse, domestic violence, sexual assault/rape, and violent crime require the greatest overall need. These types of victims require more services and support than others, creating a greater need for counties with high proportions of these victims. Our research shows that larger counties serve a greater percentage of these high impact victims. This implies that larger counties are receiving less than their fair share of CVSD-granted funding. Further research is needed to determine the magnitude of the crime-victim gap compared to the magnitude of the proportion of high need victims.

Funding not granted by CVSD also affects VAP service provision. Our research shows that programs with additional county funding are able to better serve their victims through greater FTE, more service provision, or coordinated volunteers. While county funding differences are beyond CVSD's control, the agency could use incentives to attract more funding for programs currently going without, such as the existing 25% match required by VOCA funds.

These findings suggest that an allocation formula based on population and crime may not be sufficient to equitably distribute funds across VAPs. County differences between reported crime and victims served, the proportion of high need victims, and the availability of county funding all affect the ability of VAPs to serve victims of crime. The recommendations of this report attempt to address these issues and offer opportunities to improve the equitable distribution of existing funding.

Challenges and limitations to this research include using budget information to estimate cost per victim and cost per service measures. This study uses program budgets to estimate victim and service costs without knowing what portion of the budget is used for administration versus service provision, or the amount needed for different types of victims. Using program budgets makes it difficult to accurately estimate the costs of providing services for each VAP. Additional challenges and limitations to the study include the mandated nature of service provision by VAPs, and legislative requirements for the allocation formula. The following recommendations are made with these limitations in mind.

By clarifying the existing distribution of funding across VAPs, this report hopes to inform the funding allocation process and provide a framework for more accurately calculating service costs per victim. Pursuing these goals will support the adequate and equitable provision of services to all victims of crime given existing funding and budget constraints. In the future, the findings and recommendations of this study could be used to inform budget requests at the state level.

XI. RECOMMENDATIONS

1. Improved methods for administrative data collection.

Improving the methods of administrative data collection could address a major limitation of this study: using budget information to represent service costs rather than having a true measure. Relying on program budgets instead of cost or time spent per victim type makes it difficult to accurately estimate the costs of providing services for each VAP, which in turn limits the specificity of the allocation formula. Cost estimates based on program budgets are aggregated across all types of victims and services. Currently there is no way to identify the average cost of providing services to a domestic violence victim versus a victim of property crime.

Detailed data could generate comprehensive cost per victim and cost per service estimates for each VAP. Recording more detailed information about each victim would allow CVSD to build granular data that could better estimate the cost of providing services to victims. This information could include the number and type of services provided per victim, and the average time spent per victim type. Tracking a time component would allow CVSD to estimate the FTE cost associated with serving each type of victim. Detailed data of this nature would allow CVSD to calculate true cost per service and cost per victim measures, by using actual time spent per service and per victim rather than budgeted amounts. If such detailed cost data were available, a more nuanced allocation formula could be used to strategically distribute funds to VAPs based on their particular mix of victims.

True cost estimates of service provision could also provide a framework for addressing the total funding needs of the VAP system, not just the distribution of existing funding between programs. Actual cost per victim data could inform the aggregate cost of victim assistance in Oregon as compared to outside studies of victim assistance costs. Differences between real costs in Oregon and real costs nationally could better highlight overall victim assistance funding discrepancies.

To enhance administrative data collection and improve program efficiency, VAPs could be given dedicated funding to support new technology and case management systems. These investments were seen by a majority of VAPs surveyed to be the best opportunity to increase program efficiency. Streamlined computer and software systems for managing caseloads could have the double benefit of improving internal efficiency and keeping more accurate and detailed data. Such software could be linked with CVSD's E-Grant system, connecting existing grant and budget information with up-to-date service and victim reporting. By minimizing the amount of administrative data discrepancies, CVSD could have a more accurate picture of the distribution of costs and services across counties. While VAPs are generally not in favor of more administrative duties, technology improvements and reporting standardization could actually decrease clerical time while improving data accuracy.

2. Supplement the allocation formula with victim data as appropriate.

The "plus" side of the existing funding allocation formula is based on population and total crime data. However, the findings from this study indicate that the number of victims served may be an additional relevant factor when determining total funding levels. As shown in Figure 9, reported crime does not seem to uniformly predict the number of victims served for most counties, and there are wide variations in the number of crimes per victim depending on population size. This implies that high crime rates do not necessarily predict high victim rates. CVSD should consider using victim data in the allocation formula to make the formula more relevant to the work of VAPs. These programs serve victims of crime, not aggregate crime statistics.

Further, total reported crimes may not be as relevant to VAPs as reported person and property crime. Because of the specific crimes included in each category, person and property crime may be more indicative of victims than behavioral crime, especially for the high need victims that VAPs must prioritize.

Before victim data can be included in the allocation formula, however, it must be standardized as much as possible across VAPs. Because victim data is self-reported by VAPs rather than by independent third parties such as the Oregon State Police and Portland State University, it is more likely susceptible to reporting errors and different administrative definitions. If VAPs have varying definitions of what constitutes a victim, the data would not be comparable between programs and would be unfit for use in the allocation formula. CVSD should institute a standard set of criteria for the purposes of identifying and recording victims. Since a VAP's record keeping would also directly affect its funding allocation, an additional challenge of using victim data is the potential incentive of programs to inflate the recorded number of victims served. Existing victim record keeping practices would need to be standardized among programs to reduce administrative discrepancies and avoid unintended incentives.

Adjusting the allocation formula to include the previous year's victims served could also update the average age of data used. The crime statistics from the Oregon State Police are several years out of date before they are used in the allocation for the next biennia. For example, in the 2011-2013 allocations, CVSD used 2010 population data but only 2008 crime data. Victim data

would be more current and could match the population year, updating the average age of the data used in the allocation formula.

3. Discuss the role of outside funding when allocating state and VOCA funds to achieve greater equity across programs.

When trying to allocate funding equitably across counties, CVSD should also consider funding sources that they do not control. By taking a wider view of a program's ability to serve its population, CVSD can allocate state and federal funds where they are most needed. For example, if two counties have similar populations and victims, but one receives significant outside funding, an equal distribution of CFA and VOCA funds from CVSD would not allow each program to provide the same level of service. Instead, CVSD should consider outside funding sources when allocating CFA and VOCA dollars to ensure more equal levels of service provision.

While programs that receive county support should not be penalized, CVSD could offer incentives to counties to support their VAP through a matching grant system. Incorporating a matching mechanism would encourage VAPs to seek outside funding. This approach would incentivize rather than penalize VAPs with additional funding.

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APPENDIX

Survey Results for CVSD Victim Assistance Programs

1. Please identify your VAP

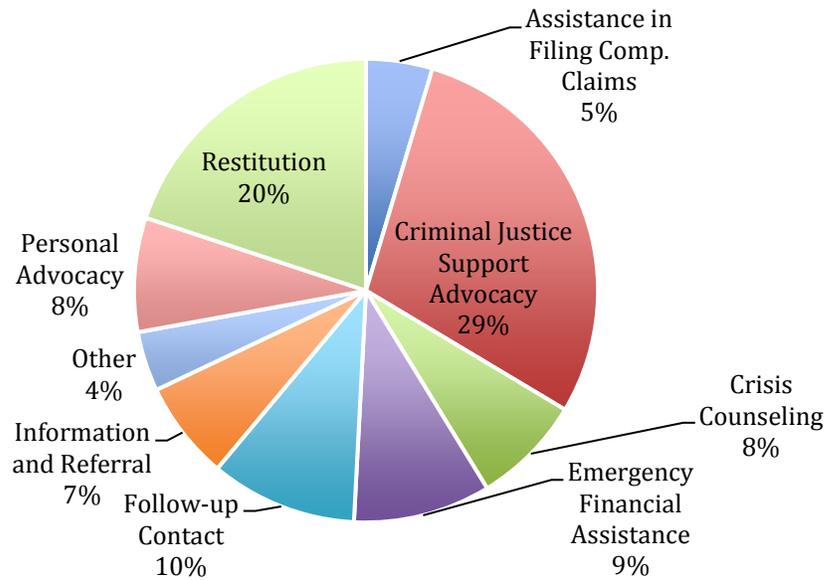
#	County	Response
1	Baker	0
2	Benton	1
3	Clackamas	1
4	Clatsop	1
5	Columbia	1
6	Coos	1
7	Crook	0
8	Curry	1
9	Deschutes	0
10	Douglas	0
11	Gilliam	1
12	Grant	0
13	Harney	1
14	Hood River	1
15	Jackson	1
16	Jefferson	1
17	Josephine	0
18	Klamath	0
19	Lake	1

#	County	Response
20	Lane	1
21	Lincoln	1
22	Linn	1
23	Malheur	0
24	Marion	1
25	Morrow	0
26	Multnomah	1
27	Polk	0
28	Sherman	1
29	Tillamook	1
30	Umatilla	0
31	Union	1
32	Wallowa	1
33	Wasco	0
34	Washington	1
35	Wheeler	1
36	Yamhill	1
TOTAL	24	

2. How would you allocate a grant of \$40,000 across your program’s expenditures? This grant was awarded outside of all county, state, or federal funding and is an addition to your total funds. (n=24)



3. How would you allocate the same \$40,000 grant above across services? Note: allocations must equal 100 percent. (n=24)



4. Do you provide additional services outside of the list above?

Answer	Response	%
Yes	14	58%
No	10	42%
Total	24	100%

5. Please describe what additional services you provide? (n=14)

- Protective Order Clinic
- 24-Hour response team
- Safety planning
- Travel arrangements for victims and witnesses
- Call out, homicide and missing children response
- Crisis line response
- Death notification
- Protective Order application support
- Staffing family assistance center
- Public speaking about prevention
- MDTs (x5)-- i.e. coordination of services, rights assertion and enforcement
- Spanish-speaking court accompaniment
- Baby sitter for days of court appearances
- UVisa assistance
- Emergency legal advocacy

6. In the past five years has your program had any additional services terminated?

Answer	Response	%
Yes	2	8%
No	22	92%
Total	24	100%

7. Describe the service(s) that were cut and the year they were terminated in. (n=2)

Lost a staff position in 2008

Terminated the INOKA (It's Not Okay Anymore) domestic violence support group for women.

8. Why were these additional services terminated? (n=2)

Allocation of resources shifted after a team member returned from maternity leave.

Not enough funding or staff to provide this service. Duplicate services with other agencies.

9. Rank the type of victims below based on which require the greatest need from your program. For example: If you rank child victims number 1 that means you feel child victims require the greatest need from your program, but not necessarily the most services relative to other victims. Note: please rank from 1 to 7 (unless you provide an “other” victim in which case the ranking are from 1 to 8). (n=23)

Overall Rank	Type of Victim
1	Domestic Violence
2	Child Abuse
3	Sexual Assault/Rape
4	Violent Crime
5	Elder Crime
6	Property Crime
7	DUI/DWI
8	Other: Identity Theft, Contempt, Restitution Support, Stalking, Theft.

10. Rank the type of victims below based on which require the greatest amount of services from your program. For example: If you rank child victims number 1 that means you feel your program on average provides child victims with the most services relative to other types of victims. Note: please rank from 1 to 7 (unless you provide an “other” victim in which case the ranking are from 1 to 8). (n=22)

Overall Rank	Type of Victim
1	Domestic Violence
2	Child Abuse
3	Sexual Assault/Rape
4	Violent Crime
5	Property Crime
6	Elder Crime
7	DUI/DWI
8	Other: Restitution, Stalking

11. Do you provide free postage when sending right request forms to victims?

Answer	Response	%
Yes	10	42%
No	14	58%
Total	24	100%

12. On average, how many times do you follow up with each type of victim? (n=23)

Number of Follow-Ups	Type of Victim
Over 10 times	Child Abuse
Over 10 times	Domestic Violence
Over 10 times	Violent Crime
Over 10 times	Sexual assault/rape
4 – 6 times	Elder Crime
4 – 6 times	Other: co-survivors of homicide, restitution support and stalking
1 – 3 times	Property Crime
1 – 3 times	DUI/DWI

13. Please describe any methods your program uses for contacting and following up with victims outside of in-person at court or office, by telephone, or by mail. (n=23)

- E-mail (14)
- Text messaging (3)
- Officer contact and police stations (3)
- Home visit (3)
- Facebook (2)
- Schools and other community partners (2)
- Shelters
- Internet search
- Hospitals
- Crime scenes
- Mail
- Referral to outside agencies
- Fax

14. Is your program’s number of volunteers relatively consistent year to year?

Answer	Response	%
Yes	18	75%
No	6	25%
Total	24	100%

15. Why do you think your number of volunteers is consistent or inconsistent? (n=23)

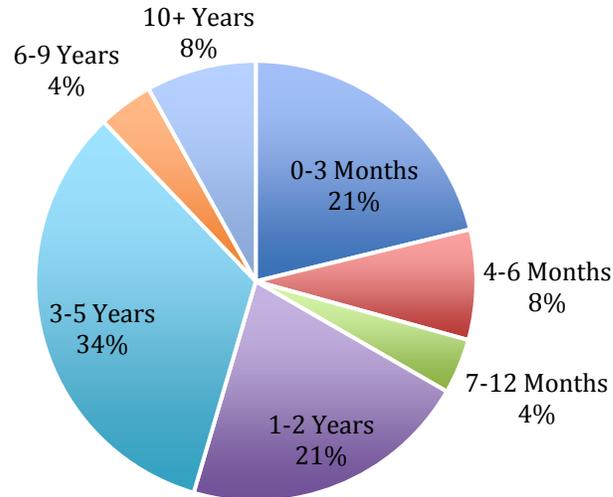
Inconsistent:

- Limited space (2)
- Limited time for volunteer development – lack of FTE (3)
- Training requirements
- Travel costs
- Lack of pay
- Unmet expectations
- Volunteer requirements hard to meet
- Size of area/population

Consistent:

- Dedicated volunteers – long-term or retired (8)
- Training (4)
- University volunteers/interns (2)
- Volunteer Coordinator as staff position
- Recruiting
- Enjoy their work
- Work volume consistent
- Appreciation events

16. On average, how many years of experience do your volunteers have at your victim assistance program or another VAP? (n=24)



17. What type of service provision or activities do volunteers provide most of? Please rank based on which services volunteer’s help with most and least. (n=24)

Volunteer Rank	Type of Support/Activity
1	Information and Referral
2	Crime Justice Support Advocacy
3	General Office Support
4	Follow Up Contact
5	Assistance in Filing Claims
6	Restitution
7	Crisis Counseling
8	Personal advocacy
9	Emergency Financial Assistance
10	Other: Call out & crisis line support, Response to hospitals supporting sexual assault survivors

18. Does your program have a volunteer coordinator or similar position?

Answer	Response	%
Yes	6	25%
No	18	75%
Total	24	100%

19. Do you pay your volunteer coordinator?

No responses

20. If you pay your volunteer coordinator, what FTE is the position?

Answer	Response	%
.10 - .25	2	33%
.26 - .50	1	17%
.51 - .75	0	0%
.76 - 1.0	3	50%
Total	6	100%

21. Would your program benefit from a volunteer coordinator?

Answer	Response	%
Yes	17	71%
No	7	29%
Total	24	100%

22. If yes, what FTE would be most beneficial?

Answer	Response	%
.10 - .25	7	41%
.26 - .50	6	35%
.51 - .75	2	12%
.76 - 1.0	2	12%
Total	17	100%

23. Do you currently receive county funding?

Answer	Response	%
Yes	17	71%
No	7	29%
Total	24	100%

24. How consistent is your county funding from year to year?

Answer	Response	%
Very Inconsistent	1	6%
Somewhat Inconsistent	0	0%
Somewhat Consistent	5	31%
Very Consistent	10	63%
Total	16	100%

25. Are there any requirements or restrictions for your funding? (n=14)

- No (10)
- Attached to District Attorney's allocation (2)
- Primarily operating funds
- Based on available county funding
- Follow the budget outlines
- It only covers office rent and utilities (not telephone)
- Information needs to be given to county court about expenditures

26. What do you see as your program's greatest strength with your current funding? (n=21)

- Provision of services (14)
- Administrative efficiency with given FTE (4)
- Grant funding (2)
- Consistent county/city funding
- DA assistance
- Municipal Court
- Majority of VAP positions are not funded through county

27. What do you see as your program's greatest weakness with your current funding? (n=22)

Unable to provide additional services – 24-hour response, restitution, property or lesser crime victims (8)
Loss or lack of staff (7)
Increase of caseloads/workloads (6)
Burn out/fatigue of volunteers and staff (4)
State/federal funding is staying neutral (3)
Lack of ability to provide emotional support to victims (2)
Comp time rather than overtime
Difficulty of keeping up with documentation and paperwork
Training

28. What do you see as your program's greatest opportunity if you had more funding? (n=23)

Keep/hire staff (14)
Improve/provide more in-depth service (8)
Training (3)
Transportation costs (2)
Stabilize program
Reduce burnout
Crime scene cleanup
Child-care costs
On-scene response
Greater emotional support
Increase office hours

29. What do you see as the biggest opportunity for program efficiency and/or innovative practices? (n=19)

Technology/case management system (11)
Reduce reporting obligations (4)
Hiring staff (4)
Increase Funding (3)
Restitution program (2)
E-mailing victims (2)
Improve outreach (2)
Monitor case status
Compliance with victim rights
Crisis response team
Training
Law Enforcement relationship development

30. What do you see as your program's greatest challenge if you lose funding? (n=23)

Meeting statutory requirements (17)

- Loss of staff (9)
- The VAP will no longer exist in our county. (4)
- No impact (2)
- The protective order clinic would be terminated.
- Meeting reporting requirements

31. How would you rate your relationship with the District or City Attorney's Office? (n=22)

Very good (22)

32. Would you feel comfortable providing your programmatic expenditures to our research team for confidential analysis? (n=23)

#	County	Y/N
1	Baker	N/A
2	Benton	N
3	Clackamas	N/A
4	Clatsop	N
5	Columbia	Y
6	Coos	N
7	Crook	N/A
8	Curry	N
9	Deschutes	N/A
10	Douglas	N/A
11	Gilliam	N
12	Grant	N/A
13	Harney	Y
14	Hood River	N
15	Jackson	Y
16	Jefferson	Y
17	Josephine	N/A
18	Klamath	N/A
19	Lake	N

#	County	Y/N
20	Lane	Y
21	Lincoln	Y
22	Linn	N
23	Malheur	N/A
24	Marion	N
25	Morrow	N/A
26	Multnomah	N
27	Polk	N/A
28	Sherman	N
29	Tillamook	N
30	Umatilla	N/A
31	Union	Y
32	Wallowa	Y
33	Wasco	N/A
34	Washington	Y
35	Wheeler	Y
36	Yamhill	Y
TOTAL	23	

Strengths, Weaknesses, Opportunities, and Threats (SWOT) Analysis

A SWOT analysis was included in the survey and 22 VAPs responded. A SWOT analysis reveals the areas that VAPS feel are their strengths, weaknesses, opportunities and challenges or threats.

Major strengths included the provision of services and administrative efficiency with current FTE. Other strengths include consistent county funding and District Attorney assistance.

Major weaknesses included the inability to provide additional services such as a 24-hour response team, restitution, and the ability to serve property or lesser crime victims. Another major weakness included the loss or lack of staff. There was a noted increase in caseloads, burn out, and fatigue of volunteers and staff.

Major opportunities included keeping and hiring more staff as well as providing more in-depth services. Other opportunities included more training programs, providing transportation costs and/or child care for victims, and increasing office hours.

The greatest challenges or threats to the programs included meeting statutory requirements, loss of staff, and potential closure if funding diminished. All VAPs surveyed cited a very good relationship with their DA.