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THE WINDSOR POLICE VICTIM INFORMATION AND  
REFERRAL PROJECT

by

William Thomas Marcotte

A Thesis  
submitted to the  
Faculty of Graduate Studies and Research  
through the School of  
Social Work in Partial Fulfillment  
of the requirements for the Degree  
of Master of Social Work at  
the University of Windsor

Windsor, Ontario, Canada

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RESEARCH PROJECT  
ON WINDSOR POLICE VICTIM INFORMATION AND

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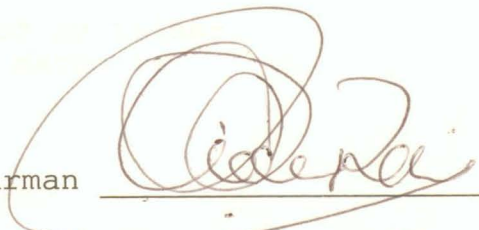
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To the memory of my father,  
Raymond F. Marcotte

THE WINDSOR POLICE VICTIM INFORMATION AND  
REFERRAL PROJECT

ABSTRACT

by

William Thomas Marcotte

At the request of the Windsor Police Force, a study was undertaken to assist the Windsor Police Commission in making a determination of whether or not to offer a program for victims of crime. The research supported the decision to develop a service for victims based on the findings of a Victim Information and Referral Project which was implemented specifically for this research purpose.

Research was also conducted to discover how a victim of crime program might be administered within the police department. Findings demonstrated the necessity to locate the service within the department, as a separate unit, and in an area with high visibility to the detective units of the department. The research also showed that the victim unit should be staffed by a full-time social worker. The orientation of, and the ongoing interaction with, police personnel was found to be an important process in receiving referrals from the officers.



The final major area of study undertaken in the research was to examine the services which a victim of crime program, located in the police department, should offer. The research demonstrated that a program for victims, if developed, should offer a supplementary follow-up service to which officers could refer victims in order to ensure that the personal needs of the victim are addressed. Findings also indicated that a program for victims could provide them with referrals to existing community services and offer a short-term counselling service to victims who are not ready for a referral. Findings demonstrated, that in most cases, unless the police department played an active role in making the referrals to community agencies, victims are not aware of the services which are available to them. Other services, which a program could provide, include the processing of Victim Impact Statements, service networking between the police department and other social agencies, and the completion and maintenance of a service directory specific to the needs of the police department.

A Developmental Research approach was used in this study. This method employs three phases: analysis, development and evaluation. Each of the phases were addressed in the study in that, firstly, analysis was completed through a review of the literature, meetings with police personnel and non-documented influences on the police department.

Secondly, development was undertaken by examining available sources of data and procedures in the department and this information was then utilized in the implementation of a pilot project. Finally, evaluation of the project was undertaken using direct observations, interviews with police, victims and project staff, and the use of a questionnaire during follow-up with victims.

## ACKNOWLEDGEMENTS

The writer is indebted to many individuals, on a professional and personal level, who have assisted me in the completion of this research and I would like to acknowledge their contribution.

This particular research topic exists because of the initiative demonstrated by Chief John Hughes, of the Windsor Police Force. The police personnel who have supported Chief Hughes and the writer, during the development of the research task, include Deputy Chief Alex Sommerville, Staff Inspector Cal Allison, Staff Sergeants Ian Chippett, Gary Menzel and John Burroughs, and Constable Pam Smith, all of whom are deserving of my gratitude.

Personnel from the University of Windsor's School of Social Work provided the facilitative vehicle by which the writer was able undertake the study. I am greatly indebted to Professor "Bernie" Kroeker, my research supervisor, who firstly, was responsible for establishing the linkage between the Police department and myself, who secondly, has devoted many of his hours in assisting me with this research in a timely and responsive manner, and who thirdly, continues to augment my vision of the

role of Social Work in the Justice system, even after all these years. Also, from the School of Social Work, I would like to thank Dr. G. Erickson, for his contribution and support in his role as Placement Liason and Internal Reader; Ms. Cathy Lalancette as Field Supervisor and Ms. Cathy Matthe and Karyn Knight undergraduate students who provided invaluable assistance during the operation of the pilot project.

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Most importantly, my wife Ann and my daughters Abra and Crystal have been incredibly understanding of having an absent husband and father during the past several months. Without doubt, my "family time", more than any other time, has been sacrificed and we all look forward to renewing our family activities.

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## CHAPTER I

### Introduction

#### Purpose

This study is being undertaken to assist the Windsor Police Force in making a determination of whether or not to offer a program for victims of crime. This determination will be made by the Windsor Police Commission.

Arising from the request of the police department, the research questions will focus on three primary areas. First, the study will examine the need for a victim of crime service in the Windsor Police Department. Second, it will examine the linkage and supports required to operate a victim of crime program and make recommendations as to the administrative structure of such a program. Finally, it will examine and make recommendations concerning the services which such a program should offer.

The findings of the research will be based on the outcomes of a "pilot project" established in the Windsor Police Force.

### Background

The problem of crime in society can be examined from several perspectives including, for example; policing, the judicial system, the offender, the victim, etc. This study deals primarily with the victims of crime. As a result of victimization, some persons may require assistance. This assistance may be in the form of information, advice, counselling or compensation. The ability of the community to respond to the needs of victims will be examined and it will determine the need for the police department to offer some services to victims.

Generally, the services to victims of crime provided by police departments in Canada have been under review for some time, but only recently has it been well documented. Some departments such as Ottawa, London, Peel, etc., decided to offer specialized services to victims such as domestic crisis intervention, court preparation, and victim impact statement. Several of these victim services were operated as pilot projects, funded by the Solicitor General of Canada.

Service to victims of crime has received local media and public attention on several occasions since 1985. During the fall, 1986, public forums were also organized to discuss the needs of victims of crime in Windsor and Essex County. The media attention paid to the needs of victims preceded the request by the Chief of Police to

undertake the pilot project. The public attention, which was provided locally and nationally, and the information from other sources to which the Chief was privy, probably entered into his decision to make the request.

### Context

The pilot project in Windsor was initiated by an informal request from the Chief of Police to the Field Placement Co-ordinator at the University of Windsor, School of Social Work. The request was later formalized in a meeting with selected and interested personnel present. This meeting clarified the department's expectation of the School of Social Work. Part of the decision of the School of Social Work to proceed with undertaking the project was the availability of a graduate student who had experience working with police and in administration of social programs. The school agreed to undertake the implementation of the Victim Information and Referral Project and the completion of a report to the police department upon the project's completion.

The time-frame of the project was directly related to two major factors. Firstly, the Chief of Police was requesting that the project be undertaken immediately and secondly, the field placement period of the graduate student was for a specified length of time. The project was planned and designed between November 4, 1986 and January 5, 1987 and operated from January 5, 1987 to April 24, 1987.

This study of the victim referral project is also time limited, in that, the information will be beneficial only to the current and future operation of a program. However, the previously mentioned interim report, prepared by the researcher, was presented to the Police Commission at an earlier date in order to ensure the information's timeliness.

The actual location of the project was determined by the police department. The project staff were physically located in the Criminal Investigation Division at the Windsor Police Headquarters. Generally, this division is responsible for investigating reports of crime and following up the information submitted by the Patrol Division.

#### Process

The specific request, of the Chief of Police to the University of Windsor, School of Social Work, was to operate a referral service for victims of crime, as a pilot project. The project was named the Victim Information and Referral Project. This study will review the process and outcome of the pilot project and respond to the questions which were posed. It should be noted, however, that the interim report, previously mentioned, was specifically prepared for the Police Commission at the conclusion of the student placement. It was the report that they would use when making a decision about the future of the project. The interim report was prepared specifically for its users and includes

recommendations which are procedurally specific and will therefore not necessarily be included in this report in its entirety.

#### Future Implications

The pilot project was the initial step into the determination of the need for a program for victims of crime in the Police Force. The interim report to the Police Commission and this official report on the findings of the project are the second step. Upon the completion of this evaluation of the project, the department is faced with several subsequent actions. Firstly, the acceptance of the recommendations contained in the project report, by the Police Commission, would be required prior to proceeding with further program development. Secondly, funding for an on-going program would need to be secured. This might be done in two phases, short and long term. Implementation of the recommendations would be the third step. This would require a steering committee, probably comprised of project staff and management from the police department, to develop operating procedures. Finally, the drafted procedures would have to be adopted by the Police Commission, as operating policy of the police department.

#### Presentation

The Review of the Literature, found in Chapter II, will focus on the victims of crime, their reaction to crime, services which they need from the criminal justice system, and services which are available to them. The

review of the literature will discuss the shift in thinking about victims as reflected in the literature. The concept of victimology, which describes a typology of victims, is the initial area examined. The process by which a person becomes a victim, or "victimization" and the personal reaction of people to becoming a victim of crime is also included in the literature review. Further, the interaction of the victim with the criminal justice system, including the effects of the system on the victim and the services available to victims are reviewed.

Chapter III presents the Methodology of the research. The classification of the research is described, pointing out that a "Developmental Research" design is the approach utilized for this study. It further stresses that the research was encouraged by the need of the Windsor Police Force to answer specific questions pertaining to the need for a service to victims. Details as to the development of the project are presented as is the background and setting of the project. The research population is explained and the terms utilized in the study, which may be unfamiliar, are defined for the reader. Finally, the method of collecting the data for the study is also explained in this chapter.

The observations and findings, with respect to research questions formulated, are presented in chapter IV. Findings, concerning the development, administration and service provision are reviewed and described, using case

examples and frequency tables.

Conclusions and recommendations are presented in chapter V. The researcher presents conclusions based on the project's development, administration and service delivery. Each conclusion is directly related to corresponding recommendations. The recommendations are operational in nature, as required by the police department, to assist with future program direction.



## CHAPTER II

### Review of the Literature

#### Introduction

This chapter will draw together those references related to the need for, and the development of, a program for victims of crime. This review will exclude reference to those who have been victimized by social injustices, such as chronic poverty, racial segregation, or human rights violations. The focus will instead be on the need for a service to victims of a criminal action. This review will include the area of victimology, a study which has become an "adopted child" (unlike the offender) of criminologists. The research being undertaken will use this review, of victimization and victim program development, as the foundation on which to build a program specific to the needs of the local community.

The specific reaction to crime, by victims, will be studied, as will some of the general characteristics of the victims themselves. This study of the victims, will provide a comparison between the findings of this research and of victim populations found in other studies.

A review of the current system of justice, as it relates to

the victim of an offence, will be undertaken. The Canadian system will be the focus but limited references to other jurisdictions will also be made. This Canadian focus in the literature review will provide the decision-making body a useful base of information directly related to the justice environment in which the pilot project takes place.

A review of local and Provincial victim services will be undertaken in an attempt to identify the scope of those services which are available and operating. A review of these services will assist in choosing a service model consistent with the needs of the local community.

#### Victimology/Victimization

Understanding the processes a person experiences in becoming a victim will provide direction as to which services they are most likely to require. Therefore, a project which undertakes the study of services to victims of crime will necessarily include a brief review of literature on victimology.

Micheline Baril (1984) notes that although victimology is associated with the field of criminology, its roots appear to be strongly linked to the legal profession and to psychiatry. This field of study has existed since the nineteen forties and was popularized by Benjamin Mendelsohn, Emile Viano and Israel Drapkin, among others. Many of the studies, such as

those of Mendelsohn (1956), Ezzat Fattah (1967), Lamborn (1968), Schafer (1977) and Sheley (1979) promoted the study of a victim character.

Consequently, the classification of victim characteristics led to the development of a typology of victims. Victim research promoted the hypothesis that a certain level of guilt was deserving to the person who became a victim of crime. The victim's contribution to the criminal act and the victim's influence on the offender was the pre-occupation of these studies. Distinctions are made on a continuum ranging from the unrelated or innocent victim to the instigating or active victim. They are further classified as being chronic or acute victims. The distinction is based on the characteristics of the oppressed persons who repeatedly fall victim to crimes, such as those embroiled in a domestic or sexual abuse situation (Baril, 1984).

The various typologies of victims are compared by Karmen (1984) who then furthers the research by examining the reaction of victims to the experience of being victimized and the motives for their subsequent desire to be active in the criminal justice system.

In the examination of the motives, the first which is identified is that victims wish to ensure that something be done to the offender. This is the traditional approach to criminal prosecution, namely, to punish the offender (Drapkin and Viano, 1974). Another motive, that of doing something

for the offender, is often found when dealing with younger offenders and family-related criminal activity, such as domestic assault or incest. The motivation for this approach is the rehabilitation of the offender. Finally, the motive gaining the most momentum, over the past several years, is that of compensation. The increased use of criminal compensation and the submission of statements to the court indicating the victim's personal loss or suffering are demonstrations of this motive (Karmen, 1984 p.133).

A contrary opinion is held by Becker (1976), in his background paper for the Law Reform Commission of Canada where he maintains the view that a certain amount of culpability should be shared by the victim. Becker builds a case for the court system to be reconstructed to facilitate shared, rather than individual, responsibility for crime. Since current criminal law is predicated on the assumption that criminal responsibility is individual and indivisible, a realignment of the system is necessary. The system should consider the victim as both, the one injured by the crime and as one who contributes to its etiology. The task of the justice process should be to differentiate between the relative responsibility of victim and offender and to fix each with liability in proportion to their contribution to the crime.

Hindelang, Gottfredson & Garafalo (1978) and Baril (1984) have identified a significant transition which has become evident in the study of victims. The approach taken in the

past, of "blaming the victim", is now considered insensitive and as a result, the term victimology, appears to have fallen into disrepute. The extent of blame attributed to victims is no longer the focus of victim research. Literature has turned to examining other aspects of the victimization, including the effects of crime on an individual, the services available to victims and the risk factors associated with becoming a victim.

Hindelang et al (1978) established a list of "situations" which can be considered in order to avoid becoming a victim. The authors then classify situations, in order to determine the probability of personal victimization. For example, a male between 16 to 18 years of age who is not in school has a 14.3% chance of becoming a victim, whereas a female over 65 years of age who is single has a 3% chance of becoming a victim (p.112). The identification of situations, such as those noted above, is a point of departure in the literature from the traditional labelling of victims, such as being, more guilty than the offender, fully responsible, socially weak, provocative or self-victimizing. These labels are used by Mendelsohn and Schafer (Karmen, p.85).

In relation to the identification of potential victims, the police have taken active steps towards target hardening, which refers to removing the opportunity for persons to commit crimes (Sommerville, 1987, Feb. 27). The premise of target hardening is based on identifying and changing personal behaviours and existing circumstances of potential

victims. The focus of target hardening is on changing those behaviours and circumstances that can be changed but not blame the victim for allowing the situation to exist, or for not changing the specified behaviours.

A further development in the study of victims is the identification of reactions of persons when they become victims of crime. Considerations such as environment and lifestyle, beliefs and values, and image of crime, are related to the person's reaction to crime (Brillon et al, 1984, p.53). More findings from the literature concerning the reaction of individuals to victimization is found in the next section of the literature review. The reaction by groups of victims, however, has also been noted in recent literature.

The feminist movement has had an impact in recent victim research and its presentation to the public. The establishment of domestic violence shelters and sexual assault centres across the United States and Canada during the nineteen-seventies can be directly attributed to the heightened awareness of female victimization (Baril, 1984; Canada, 1983). In the City of Windsor, the organization known as Windsor Justice for Victims of Crime was co-founded by a feminist advocate (Conway, 1986, June 6).

Other victim groups have developed around other common problems such as drunk drivers, missing children and violent crimes. In each group, the concern centers on the effects of

the event and the services needed by those affected. As evidenced by these self-help groups, the development of services for many victims were initiated by the victims themselves or by advocates on their behalf (Bard and Sangrey, 1986).

### The Victim

Each victim of a crime copes with the process of victimization differently, but a number of emerging trends have been identified in the literature over the past decade. This section of the review will identify some of those trends and examine the extent of victimization in Canada and locally.

Criminal offences may involve property loss, personal threats, personal injury, personal degradation and loss of family by abduction or death. It is therefore not surprising that crime is considered one of the three most serious social problems. A quick glance at the current data concerning victimization in this country will explain why in Canada, one person in five (19.3%) mentions crime as being the most important problem of the nation (Brillon, Louis-Guerin & Lamarche, 1984). One in forty households in England, Wales, Canada and the United States can expect to be burglarized and this rate dramatically increases if the household is located in a large urban centre. The police clearance rate for this type of offence is often less than fifteen per cent (Waller,

1984, p.233).

In Windsor, there were 1,408 reports of residences illegally entered during 1986 (this represents a slight decrease from the previous year). Of these reports, over 19% were cleared by either a charge, withdrawing of charge, or having a suspect but without proof. Other crimes reported to the police, of special relevance to this research, includes murder, attempt murder, manslaughter, sexual assaults, sexual offences, assaults, robbery and fatal traffic accidents. The total of the burglary offences, added to these other offences, amounts to 3,817 offences of which 2,679 or 70.2% were cleared in some manner (Windsor Police Force, 1987). Given the above data, public concern about crime would appear justified at both a national and local level. The individual experience of victims of these crimes will be considered here.

Victims who report a crime usually have one or more clear expectations as to what should happen following their report. Expectations might include the return of property, catching and punishing the offender and ensuring their own personal protection in the future. These expectations are usually their rationale for reporting the crime (Bard and Sangrey, 1986). Their expectations, in many cases, will not be met, especially if the offence is a property violation, since they most often will not regain their own property. Further, the offender is often not apprehended and hence not punished, and the victims are equally as defenceless against crimes of



this nature in the future.

The effects of crime on individuals may have several different facets:

Crime victims suffer loss, injury and emotional distress, which can leave victims, their families and survivors disabled financially, physically and emotionally (Canada, 1983 p. 57).

The examination, of a selection of these effects on victims, has been conducted under the auspices of the Ministry of the Solicitor General of Canada (1983, 1984), Waller (1984), Karmen (1984), Bard and Sangrey (1986) and Smith (1976) and others.

With respect to emotional distress as a result of crime, Smith (1976), from one victim survey, concludes that the more severe the victimization the greater the emotional impact and further, that fear and distrust are greater for persons who have been previously victimized. Generally, the reaction of a victim is anger and outrage, followed by surprise and confusion. Victims of personal crimes are more likely to experience fear or pain (Canada, 1984). With victims of burglary, Waller (1984), found that post-traumatic stress disorder, a classification within the Diagnostic Standards Manual III of the American Psychiatric Association, was evident in various levels. About 70% experienced mild level of stress disorder, 20% experienced moderate level and five

percent experienced a severe level, as evidenced by long-term residual effects (p. 234). Another report, commenting on the emotional impact of victimization of any crime, indicates that approximately 20% of victims suffer from some form of emotional disturbance requiring assistance (Canada, 1983).

Karmen (1984) and Bard and Sangrey (1986) accept the premise that victims experience emotional distress and attempt to reduce the reaction of victims of crime to a formulae of adjustment stages. They suggest that the initial disorganization or impact stage may find the victim numbed, disabled and generally helpless. The second stage is the period of struggle to restore balance or recoil stage and will find the victim having trouble sleeping, have a loss of appetite and experience difficulty concentrating. The final stage is readjustment of self or the reorganization stage and this finds the victim's fear subsiding but maintains a lingering sadness, self-pity, guilt or anger. The implications of the stages have a direct impact on the type of service which would be needed by the victim. Bard and Sangrey (1986) suggest that police and others assisting victims should assess and understand the stage of adjustment of the victim in order to avoid stigmatizing victims and treating them with indifference. Once accomplished, the authors suggest that a secondary trauma might be prevented (p.155).

The non-emotional impact of crime is much easier to measure and an analysis of property loss in Canada, resulting from

burglary, was undertaken by Waller (1984). This author reports that 90% of reported cases incurred a loss of less than \$700.00. The net loss per incident, across Canadian cities, ranges from \$167.00 to \$250.00 with a total real cost of \$431 million. With respect to injury, more than 50,000 persons in Canada are injured each year as a result of a crime (Canada, 1983).

In summary, the emotional effects of crime have been identified in a significant amount of the literature, which in turn implies the need to assist victims to cope with these effects of crime. The non-emotional impact of crime which consists of monetary loss and physical injury is a significant indicator of the extent of victimization experienced by people. Having identified both the emotional and tangible impact on victims, it is now appropriate to examine the types of services which victims may require.

If the impact of crime on the victim is related to the extent of the victimization, so too are the services which are required by the individual. The relationship between victim impact and services needed has been well documented as has the finding that services required by victims also vary by the gender of the person victimized (Bard and Sangrey, 1986; Brillon et al., 1984; Clarke and Hope, 1984; Kennedy and Silverman, 1984; Reiff, 1979; Waller and Okihiro, 1978; Viano, 1976). The Canadian Federal-Provincial Task Force Report of 1983 reports the following four types of services which are currently unavailable for victims of crime:

- 1) complete and consistently applied medical coverage for rape victims related to their physical injury;
- 2) reparation for loss and damages;
- 3) resources to respond to emotional injury; and
- 4) police and court operated services to victims and witnesses, in order for victims to obtain fair and humane treatment from the system.

Muir (1984) reports on a Calgary, Alberta victim survey which shows that the majority of victims wanted emergency and court related services and almost half of the victims surveyed wanted follow-up services. None of these services were normally offered in that locality. The findings in Calgary, Alberta, were consistent with the summation address at the 1973 International Symposium on Victimology which recommended that governmental and non-governmental bodies should provide emergency and prolonged medical, psychiatric, psychological and social services to victims (Drapkin and Viano, 1974a).

Similar needs to those noted above were identified for burglary victims in England, from the findings of Maguire (1984). He indicates that the need for emotional or psychological support is of major importance followed by encouragement for involvement in the justice system, financial compensation and practical information. Recent studies by Clarke and Hope (1984) and Waller and Okihiro (1978) concerning victims of burglary showed that the recovery of property by means such as restitution and compensation is often desired and, in fact, expected by the victims.

However, the emotional needs of burglary victims are left unaddressed by the current justice system and these needs should be considered for future service development.

In addition to the needs of burglary victims, special attention has also been paid to the needs of elderly victims of crime (Canada, 1983; Clemente and Kleiman, 1976; Cook and Cook, 1976; Hindelang et al., 1978). In each study which considered the elderly victim sub-group, the fear of crime was identified as a primary concern. However, each study also noted that the elderly were the least likely segment of the population to be victimized by crime, usually about one-fifth to one-tenth as often as the non-elderly population. A very significant factor to this research is that the loss and suffering experienced by elderly victims was always found to be more extensive than that of the more numerous younger victims. The increased frailty and fixed incomes of the elderly are significant factors on the impact of crime on this population. The implication of this research is that the needs of elderly victims are most often for compensation related to medical costs and financial loss.

Other sub-groups, subject to victimization which are frequently identified in the literature include children (Burgess and Groth, 1980; Canada, 1983; Dickens, 1978); victims of sexual offenses (Halpern, 1978); and victims of domestic violence (Connick cited in Merideth, 1984). In each of these groups, special service agencies have been developed

or mandated to offer appropriate assistance implying that these victims are receiving appropriate services. However, some of the less serious sexual offences, such as indecent exposure, are not usually assisted by existing programs. Literature is limited, concerning the victims of minor sexual offences, to books and pamphlets designed to assist with street-proofing children (Lenett & Crane, 1985). Such literature provides guidance to parents and service providers to ensure that children are taught to avoid or escape becoming victims of crime. However, the needs of victims are not significantly addressed in street-proofing literature.

In summary, the reaction of victims to crime and service needs required by victims have been well documented. Special needs of victims of specific crimes and the needs of the elderly victim population have also been identified. The documented needs provide direction for the development of programs to victims by the justice system and service providers.

#### The Criminal Justice System and the Victim

The relationship between the criminal justice system and victims of crime has been identified as an area of concern by the literature and in the public opinion. This review will now examine the development of this relationship and also discuss the current status of the victim in the criminal justice process. The different priorities between: the

victims and the police, victims and the courts, and victims and corrections, are also reviewed in this section. This examination will identify the extent of uncommon ground between the existing system and the people it is presumed to serve (Bard and Sangrey, 1986; Canada, 1984; Canada, 1983; Drapkin and Viano, 1974; Harding, 1982; Hudson, 1984; Karmen, 1984; McDonald, 1976).

Since the establishment of the first police force in England (1829) by Sir Robert Peel, the victim has not depended on the "human cry" as the only means of apprehending the offender and receiving retribution for a crime committed against him (Sommerville, 1987). This establishment of police forces was also the first step toward individuals sharing victimization with the state. Sharing of the victimization experience with the institutions of police, courts and corrections, became well established and developed throughout Canada. The partnership and interaction between police, courts and correctional programs has become uniquely identified as the Criminal Justice System. The current presence of a police department, courts, a Crown Attorney and public correctional services in all municipalities in Canada is evidence of the support for the concept of institutional authority to apprehend, prosecute and monitor the disposition of the offender.

It is hypothesized, however, that maintaining the Queen's peace has become the pre-occupation of the Criminal Justice System. This leaves the individual victim without a

function. The present criminal justice system fails to provide any meaningful participation for victims (Hudson, 1984). This lack of opportunity for participation by victims is therefore viewed as another source of injustice to them.

Recent literature identifies the minimal opportunity for input into the system by the victim as an injustice inflicted upon victims of crime, by not only the offender, but perhaps more so by the system of justice --a secondary victimization (Canada, 1983; Drapkin and Viano, 1974; Harding, 1982; Karmen, 1984; Viano, 1976). The media, also, has reported the experience of victims and has criticized the justice system for its lack of support and compensation provided to victims (Steinhoff, 1987, Feb.27; Toronto Star, 1987, Feb.27).

The secondary victimization process is further exemplified by looking at the victim in the criminal justice system, as described in the literature. Studies show victims to be relegated to the ranks of any other witness in the process (Canada, 1983; Drapkin and Viano, 1974; Harding, 1982). Some writers go further to state that victims are often ignored, neglected or abandoned (Bard and Sangrey, 1986; Karmen, 1984).

One explanation provided for the system's treatment of the victim is provided by Bard and Sangrey (1986). The authors indicate that the criminal justice system is an institution,



and like most institutions, it is operated through a bureaucracy which attempts to maintain a consistent, organized and result-oriented system of operation. Unfortunately, few bureaucracies are able to make exceptions to existing procedures in order to meet the special needs of individuals (Bard and Sangrey, 1986, p.104). One goal of law in the Canadian system of justice is to ensure that certain basic needs of citizens are secured in order to obtain social justice. It is recognized, however, that victims may not be receiving an acceptable level of fairness in the current system (Canada, 1985). Therefore, the system which is responsible for the secondary victimization is recognizing its own shortcomings and, at least in the literature, is attempting to address them.

The Americans have enacted legislation, in response to the apparent injustice to victims, as evidenced by the Crime Victims Rights Act 1985 in the State of Michigan. The noted legislation in Michigan mandates the state to provide specific information and services to victims of most crimes. This may also be the future direction in Canada, unless services are developed voluntarily. In fact, Vincent (1986) drafted of a Bill of Rights for Victims of Crime, for the purpose of starting public discussion in the Windsor area on the need to develop a victim of crime program.

Having stated the general lack of consideration of victims by the Criminal Justice System, it is now necessary to look at smaller parts of the system in relation to the victim.

Although the research being undertaken is concentrating on the police-victim interaction related to service needs, it is necessary to also review the victim's interaction with other parts of the system. The implications of providing service at the early stage may have an impact on the services required later. In the Canadian Federal-Provincial Task Force Report, Justice for Victims of Crime (1983), each stage of the Canadian justice system is reviewed in relation to the expectation of the crime victims. The report states that at each stage of the criminal justice process, the need for information is the victims' highest priority. The sensitization of each professional involved in the system is also encouraged in the literature (Bard and Sangrey, 1986; Halpern, 1978; McDonald, 1976; Reiff, 1979). Sensitization would allow the professional to understand the needs, which the victim has a difficult time expressing, and thereby be in a position to offer better service. An assessment should be undertaken, in a conducive environment, which would allow victims to identify their personal needs as well as their desire for material retribution (Reiff, 1979, p.41).

Harding (1982) examined police and victim expectations of each other and his findings indicate several conflicting agendas. The police expect that victims will provide a good report on the incident and be willing to provide a high quality of evidence in the court. Beyond this, police are concerned about the clearance rate, obtaining a conviction and speedy trials. This is quite different from the priorities of the victim who wishes the return of their

property, is concerned about possible loss of income due to injury or court time and is often in need of emotional support. These differences in expectations create a situation which is often interpreted to be a lack of cooperation between the victim and the police (Harding, 1982).

The ability of the police officer to react to the victim in a sensitive and emotionally supportive manner is made difficult in many situations (Powless, 1985). The difficulty is caused, in part, by a high number of unfounded reports of crime by persons claiming to have lost property or suffered injury. The rate of occurrence of such unfounded reports are suspected to be as high as 40% in some centers (Karmen, 1984). The police are therefore required to make an initial investigation into the validity of the report, which is frustrating to the legitimate crime victim who is expecting that their information should be accepted without question (Harding, 1982). On many other occasions, the victim will decide to withdraw a charge, frustrating the officer who has completed an investigation or who may have been involved in a high risk situation in response to the perceived needs of the victim (Sommerville, 1987).

Many police departments have supplemented their manpower with personnel, specially trained to deal with victims of domestic and sexual assaults, which enhances the force's normal ability to respond to these types situations (Canada, 1986). In Ontario, since 1984, training to sensitize police officers

to the needs of victims, has increased at the recruit and senior officer levels. Victim concerns are dealt with in the context of regular subject material. Victim training is therefore described as being an integral part of the course content (DeBruyne, 1987). An exceptional concern by police, for the victims in a particular case, was noted in the personal tragedy of a family who lost a child. The police stayed with the family for an extended time which was found to be helpful for both the officers and family ("Police gave", 1987).

In summary, the victim-police relationship begins with the reporting of a crime and often ends shortly thereafter. However, this also is the time of greatest need by victims for information, support, or counselling. The treatment and service received may impact the co-operation of the victim during subsequent interaction with the justice system.

When police have laid a charge against a person, the case is forwarded to the office of the Crown Attorney. The Crown counsel is obliged to present all relevant evidence to the court, even if it points to the innocence of the accused. Crown Attorneys are held responsible not only for effecting justice, but justice must also be seen to be done, and therefore they must balance the interests of the victim, the offender and the society (Canada, 1983, p.46). The Crown does not simply represent the best interests of the victim as the victim might often assume.

Karmen (1984) shows that the victim's expectation of having discussions with the prosecutor about the progress of their case is often not realized. Victims may discover that plea bargaining occurred without their input, and in some cases, the accused completed his trial and sentencing had taken place without the victim's knowledge or input.

The experience of victims in the Canadian court environment is reflected in the Federal-Provincial Task Force Report (1983). The report notes cases where victims are requested to attend the trial as a witness which may require that the victim take time off their job to sit in the court, often waiting in the presence of other witnesses who may be there on behalf of the accused. Consequently the victim may again become the subject to intimidation by the accused person's witnesses or by the accused, directly. Further, after waiting for a considerable time, they may find that their testimony is not deemed necessary. If evidence is given, it is not unusual that their version of the occurrence will be strongly argued by the defense attorney and attempts will be made to discredit victims and their evidence (Karmen, 1984).

In many cases a victim, who feels threatened and vulnerable, may be upset when it is discovered that the accused was not held in custody. They may want protection or even to relocate, but they would have to prove their case for the need of such action, as the provision of such assistance would not be made available strictly on the basis of the

victim's expressed fear, alone (Karmen, 1984).

The victim's contribution to sentencing is very limited in current practice. The role of the victim during the sentencing and corrections phase has been criticized in the media and in the literature (Canada, 1983; Powless, 1985; "Short terms", 1986). Currently, restitution or compensation are the only sentences which provide a financial benefit to the victim and this compensation usually takes into account readily ascertainable loss only (Canada, 1983, p.51). The use of victim impact statements which indicate, in the victims' words, the effects of the crime, is being touted as a needed addition to the justice process. Through the utilization of the impact statement, the victims will be able to provide information not only on actual losses incurred, but also on their personal reaction to the crime and their emotional suffering (Fox, 1987, Jan.17).

The victim, generally, will not be able to keep track of the progress of the offender through the correctional programs, including the manner in which probation, parole, remission, temporary absence, and mandatory supervision, affect sentences. The ability of the victim to receive information concerning the release of the offender, and in some cases, to provide input to the determination of parole is a recent change to the correctional process which has been noted in the media (Steinhoff, 1987; Tenzsen, 1987).

In summary, the interaction between the victim and each part of the Criminal Justice System presents unexpected difficulties for the victim and there is no expectation by any of the parts that special assistance should be provided to the victim by way of victim services.

#### Victim Services

Programs and services to victims of crime need to be identified as a necessary part of this research. The Ministry of the Solicitor General of Canada has, for the past few years, published user reports and working papers on this subject. Researchers in this field are indebted to the initiative of that department for distributing these otherwise unpublished documents, thus allowing a departure from dependency on documentation from the United States. Some reports are in the forms of needs assessments (Brickley, 1984; Canada, 1984; Merideth and Conway, 1984; Muir, 1984) and others are in the form of evaluations (Brown and Peachy, 1984; London Police Department, 1985; Pullybank, 1986; Reiff, 1979).

Programs operating in the United States are supported, in many instances, by State legislation, and as such, are operated within the public sector. The Detroit Police Department operates a program which actively seeks volunteers to personally assist victims. They provide short-term emotional support, assistance in making application for compensation, assistance in making

transportation arrangements, provision of security assessments, and public education (Detroit Police Department, date not given).

A demonstration project in New York described by Reiff (1979) identified some findings very relevant to this research. For instance, he notes that only 5 to 15 percent of the total number of victims ever get to court (p.40). Further, he states, that the number of victims requiring assistance is greater than those utilizing the service. This finding is based on the relationship between the victim's suspicion and distrust and what they are willing or able to do to get their needs cared for. It was also discovered by Reiff (1979) that it was rare for victims of a violent crime to seek help immediately after the crime. Outreach efforts, by telephoning or visiting by project staff, were required to make contact with these particular victims (p. 42). The findings concerning the ability of victims to trust others and seek assistance appears as a general characteristic and would therefore be relevant to a project operating in Windsor.

O'Reilly (1980) notes the importance of commitment from police administration and the importance of appropriate training for both victim program staff and the police, in order for programs to work effectively within police departments. O'Reilly further states that the need for a single police liaison person with the program was also



identified as being significant to its success. An officer who is respected by the ranks and who can communicate effectively with program staff was found to assist in the successful functioning of a police-based victim assistance program (p.26).

Mandatory provision of services for victims of crime in Canada does not exist. The approach to providing services was found to vary in each of the programs studied. An inventory of victim programs across Canada found 23 existing programs and seven others under development. Ontario had established the majority of these programs having thirteen programs existing and three under development (Canada, 1986).

The "Annual Report" of the London Police Department (1985) reported on a family consultant service (established 1974) which provides a response team to support regular duty officers responding to families and individuals in crisis. Referrals include family trouble, problems related to juveniles, problems related to food and shelter, emotional problems, suicidal behaviour, and other socially related problems. Over 80% of their activity with clients involved attempts at mediation or making referrals to agencies in the community for longer term service. This program worked very closely with the uniform patrol officers, as indicated by the finding that 77% of project referrals came from that division. The London program is therefore not limited to victims of

crime as defined by the Criminal Code, but is also available to other persons in crisis.

A program such as that in London, Ontario, can be sharply contrasted with programs such as the one in Ingersoll, Ontario, which merely provides information to the public in the form of a booklet (Ingersoll Police, 1987).

Some programs supplement the victim program staff with volunteers. The Salvation Army's victim/witness assistance program in Metro Toronto (established 1980) has over 300 volunteers who provide emergency shelter, food, legal aid referrals, assistance to contact relatives, transportation, and emotional support. Volunteers require training in crisis intervention and are available on a 24 hour basis (Thomas, 1987; Turner, 1987; Poland, 1987). The Peel Regional Police Force (established 1984) also uses volunteers to provide similar services (Victim Services, 1987). Both of these programs operate in the police departments, but are funded by sources other than the department, specifically, the Ontario Ministries of the Solicitor General and Community and Social Services.

Brown and Peachy (1984) found that the Waterloo Regional Victim Service program will assist in situations of chronic domestic disputes and that a high percentage of referrals come from the screening of occurrences. Muir (1984a) found that persons who suffered a personal

assault often requested the Calgary Police Victim Program for "someone to talk to", and for "counselling". In many of these cases, ongoing service was provided for up to two months after the incident.

Merideth and Conway (1984) reported that the Victim Assistance Services Program for Prince Edward Island was most often called upon to provide a referral for legal advise and assistance with applications for Criminal Compensation.

In summary, the findings from existing programs provide recommendations which may be applied to the development of a victim program in Windsor. The following list of program suggestions are derived from the existing programs:

1. Programs operated directly by police forces or by a private agency need the support of the police administration (Muir, 1986; Thomas, 1987; Turner, 1987).
2. Services in victim programs are sometimes augmented by the use of volunteers (Victim Services, 1987).
3. Programs should accept referrals from any division of the police department and they should not be limited to victims of specific

crimes (Muir, 1986).

4. Victim's needs have been demonstrated to include: the need for information emotional support, counselling, and compensation (Brown & Peachy, 1984; Merideth & Conway, 1984; Muir, 1984).
5. Program staff should have access to investigating officers and to Occurrence Reports (Victim Services, 1987).
6. Program staff should be trained in making referrals to community agencies and for obtaining follow-up assistance (London Police Department, 1986; Merideth & Conway, 1984; Turner, 1987).

In addition to the above recommendations, other information, required prior to developing a program within a police department, is set out in a manual developed by Muir (1986). Various service models are reviewed and evaluated. The service models reviewed by Muir include crisis intervention, information and referral, and a referral and intervention service models.

In the City of Windsor, there apparently are a number of agencies which provide services often required by victims. Strutt-MacLeod (1986) compiled a list of

agencies that reported to provide legal advice, compensation, emergency and other services for victims. A community directory (United Way, 1986) provides a list of agencies and services available to all persons in the community. These documents would provide a good point of departure for developing a referral directory, specific to the needs of victims of crime.

#### Summary

This review of the literature began with an examination of the topic of victimology. It was found to have originally evolved from a study of the characteristics of victims and the role the victim played in the offense, to an examination of the response of the Justice System to the victim's personal situation and needs.

An examination of the literature concerning the relationship between the justice system and victims of crime revealed that the system has traditionally concentrated upon the prosecution of the offender, without any specific attention to the victim, and even currently, it has no built-in process to address the needs of victims.

An examination of the literature relevant to actual needs of victims found that the needs varied depending upon a number of factors which included the age of the victim, the supports available to the victim, and the extent of injury or property loss which the victim suffered.

The literature describing the existing programs across Canada provide ideas which are useful when developing a new victim program anywhere, including Windsor.

Literature related to existing local services showed that the existence of professional services capable of assisting the victim appears to be available. However, the establishment of a linkage between the service and the victim is not present.

## CHAPTER III

### Research Methodology

#### Introduction

This research was encouraged and influenced by the need of the police department to make a decision concerning the establishment of a service program for victims of crime. The nature of the request made by the police department impacted on the methodology of this research. This chapter will describe the approach taken in this study which is based on established research methodology. The classification of the study and the identification of the research problem, its' formulation, and the research questions will be presented. This will be followed by a description of the research design and of the research development. The setting of the study, generally and specifically, will be described as will the operational and conceptual terms used throughout the study. The method of data collection, sampling procedure and data analysis will be explained and finally, general limitations of the research will be discussed.

#### Classification of the Study

##### Developmental Research

The research model which is most applicable to the police department project is the model described by Thomas (1981) as developmental research. Developmental research

"involves those methods by which social technology is analyzed, designed, created and evaluated" (Thomas, 1981, p.604). Social technology, of which there are at least nine types, "consists of the technical means by which social work objectives are achieved" (Thomas, 1981, p.591).

There are three primary phases to developmental research; analysis, development and evaluation. Each phase is outlined below in the context of the research questions developed for this study. Prior to the examination of the phases of the research, a determination will be made of the social technology which is being examined.

#### Social Technology

The type of social technology which is utilized in this research is that of service programs as it is described by Thomas (1981). This type of social technology is characterized by "service components with distinctive objectives and clientele, usually part of larger systems of service" (Thomas, 1981, p. 592).

The "service component", in this research, is the establishment of a distinct unit within the Windsor Police Force which provides service to victims of crime. Further, in fulfillment of the social technology criteria, as defined by Thomas (1981 p. 591), a statement indicating the purpose and objectives of the research was agreed upon. The goals of the service were then developed and approved by the administration of the



police department and by the School of Social Work.

#### Analysis Phase of Developmental Research

The analysis phase of this research began with undocumented events, which encouraged the police department to undertake this project. A review of the literature was the primary source of analysis, available to the researcher, for the completion of this phase. Thomas (1981) notes that there are "three material conditions" which should be examined in order to complete this phase of the research. These conditions are the existence of a "problematic human condition", the "state of existing social technology" to meet the needs of crime victims, and the availability of "technological information and resources" to appropriately examine the problematic condition (p. 595).

The fundamental problematic condition under study is crime victimization. Brillon et al.(1984), has noted that crime is considered one of the three most serious social problems identified by Canadians. The particular aspect of this problem being studied in this research, is the usefulness of one particular service designed to minimize crime's effects on victims, namely a Victim of Crime Referral and Information Service.

The need to provide appropriate services to victims has been pointed out in the literature review. Clearly, the treatment of victims by the Criminal Justice System and the effects of victimization have been identified as a

problematic condition. The needs which have been identified in the literature also exist in Windsor given that there is no existing program in Windsor which is able to reach and assist most victims of crime coming to the attention of the Windsor Police Force.

The state of existing social technology has been documented in the literature to be generally inadequate to meet the needs of victims of crime. A variety of programs have however been established across Canada, which verified the need for services to victims who are encountered by the police in the course of their duties. Public forums and media attention, in the Windsor area, have pointed to the inadequacy of Windsor and Essex County's services to such victims.

Meetings held with police, prior to the implementation of the pilot project, provided further indication for the need for a service to victims. The police staff themselves indicated a desire for a victim service. They described situations in which officers often are obliged to give less-than-adequate service to crime victims.

The information from the literature, local forums and the meetings with police personnel provided "the picture" of an inadequate social technology in Windsor for services to victims.

The technological information and resources necessary to provide an appropriate analysis of victim of crime

services, which Thomas (1981) refers to, was available from the documented experiences of other programs, which are operative in Canada. Minimal documented research was undertaken locally, specifically related to a victim program in the police department, prior to the implementation of the pilot project. However, the influences and experiences of members of the School of Social Work and the department, including the Chief, were very evident in the fact that the project was able to proceed as quickly and efficiently as it did. The turn-around-time, from the current request by the police department to the implementation of the project, was brief and did not allow the researcher to personally undertake an extensive examination of available material at this phase of the project. This research was not needed since there was already input directly to the department on similar projects developed, supportive legal opinion and other base information sources, which generated the background to the request and the response for this research.

Thomas (1981) outlines three operational steps for examining information and resources; a feasibility study, the selection of objectives and the selection of information sources (p. 595).

The feasibility of a victim of crime service being provided by the police department, generally, has been demonstrated in several programs across Canada, as was described in the Literature Review. The programs

consistently indicated that they could operate within a police department to provide services needed by victims of crime. Locally, feasibility was demonstrated by such factors as the interest demonstrated by the police department, the preparedness of the social work department of the University of Windsor to assist, the availability of consultants, and the availability of an appropriate physical environment in the police department from which to operate the service.

The selection of technological objectives, referred to by Thomas (1981), were outlined during the presentation by the police department to the School of Social Work, by way of various questions respecting services to victims which are presented in the section headed "Problem Formulation and Research Questions", later in this chapter.

The selection of information sources was based on the sources which were available to the researchers, since time was of the essence. These sources which predominately consist of relevant Canadian literature and interviews with police, are described fully in the section "Data Collection Method", found later in this chapter.

#### Development Phase of Developmental Research

The final step to be undertaken in the examination of the "technological information and resources" is that of

gathering and evaluating of technological resources

(Thomas, 1981, p. 601). This step begins the development phase of the research. The "Victim Services" section of the Literature Review outlines the services which are evaluated, as to their applicability to the current research. While it had been intended that there would be visits or consultation with staff of other victim programs, time did not permit this to take place. Aspects of the programs reviewed were adopted, where appropriate, available reports containing relevant data were noted, and current procedures were noted and evaluated for potential data input to the current research application.

The development phase of the research requires the undertaking of two other conditions, namely, availability of relevant data and materialized design of social technology (Thomas, 1981).

The relevant data condition is met by undertaking to design the social technology through translating, converting and placing into operation the findings from the resources which had been previously collected. The translation and conversion of findings from these reports and procedures for the purpose of designing the Windsor Police project, is described in the "Project Development and Implementation" section of this chapter.

The final condition to be met in the development phase is the materialized design of social technology, which is

defined by Thomas (1981) as the "result of the operations related to the innovation of a product" (p. 602). In relation to this research, it refers to the mounting of a pilot program for victims of crime at the Windsor Police Force. This step is the culmination of the development phase and includes the "utilization of knowledge" obtained from the reviews and interviews -- through a "technological transfer" by way of the development of a process -- to be provided by a "novel application" of resources -- resulting in an "experimentation synthesis" which is a new service in the police department. A description of the process undertaken to implement the project is described more fully in the sections "Project Design" and "Project Development and Implementation", later in this chapter.

#### The Evaluation Phase of Developmental Research

Thomas (1981) describes the evaluation phase of research as having three conditions; a new product, a trial and field implementation and the outcomes of use.

The new product condition is met by the "trial use" of the new service to victims (Thomas, 1981, p. 595) which had an evaluative aspect built into its structure which allowed revisions and regular reviews.

The trial and field implementation condition is met by the project's implementation and the subsequent collection of evaluative data (Thomas, 1981, p.595) based on actual data from victims encountered by police in the

course of their duty during the period of the project. The "trial" period of the project ran from January 5, 1987 to April 24, 1987, a period of time imposed by resource availability. The description of the implementation process is incorporated into the section "Project Development and Implementation", of this chapter.

The "Data Collection Method" section of this chapter describes the specific utilities for collecting information for this research. The method for the collection of the information is found in a combination of research approaches including policy research, qualitative and quantitative research and descriptive analysis.

The method in which data was gathered is consistent with "policy research" theory in that it is an "analysis of, a fundamental social problem in order to provide policy-makers with pragmatic, action-oriented recommendations for alleviating the problem" (Majchrzak, 1984, p.12).

Data gathering techniques are also consistent with "qualitative research" theory in that observations are reported in the "natural language" used by the police department. Further, the role of the researcher in qualitative research is to firstly observe, then describe, and finally to categorize social events and to construct theories that are consistent with the data (Schwartz and Jacobs, 1979, p. 4-10). Given this

process, the research qualifies as being "qualitative" in that the researcher collected observations, described the operation and organized the data to construct theories (recommendations) to the police department by way of the interim report.

Also, the process of this study is consistent with the criteria established for "qualitative research" as described by Van Maanen (1984) which includes for example: analytic induction, which is the firsthand inspection of experience; proximity, which is the witnessing of occurrences and episodes rather than reporting such occurrences; and temporal sensitivity which is an understanding of the observed behaviour from a relational perspective.

The data for this project was, on the other hand, gathered in a manner consistent with "quantitative research" requirements in that the documentation of observations, was in a coded format, which assisted the analysis by demonstrating frequency of observations in each of the areas under study. The analysis was assisted by the use of the Lotus 1-2-3 computer program, on a personal computer, made available to the project.

The data was also gathered in a manner consistent with the process outlined in "descriptive analysis" criteria, established by Finestone and Kahn (1975), in that the opinion of victims and officers, as collected by a questionnaire, interview and reports, will assist in



determining the answers to the research questions posed by the police department.

The Findings and Observations (Chapter IV) present the evaluation of data, collected as noted above, which fulfills the requirement for the "trial and field implementation" of developmental research.

The last condition to be met in the evaluation phase of developmental research is that of outcomes of use. The "evaluation of the social technology" and the "redesigning" are the steps to be taken in order to meet the outcomes condition (Thomas, 1981, p.595). The results of the evaluation of the technology is found in the conclusions concerning the development, administration and services of the project, which are presented in the final chapter as are the recommendations for the "redesign" of the project, for the purpose of developing an on-going program.

#### Summary

The ascribed "social technology", of a new service program for crime victims was examined in a manner consistent with the three phases of developmental research; analysis, development and evaluation. These research steps are inherent in the description of the study as found in the sections of this chapter which follow and in the remaining chapters of this study.

### Problem Formulation and Research Questions

The problem formulation and the research questions related directly to the questions inherent in the invitation of the police department. They wished to establish a pilot project, to assist victims of crime, in order to determine the need for an on-going program of this nature.

The formal request to the University of Windsor, School of Social Work, to undertake this project occurred at a meeting held on November 4, 1986. The initial meeting was attended by six members of the police department including: the Deputy Chief; Staff Inspector, Criminal Investigations; two Staff Sergeants, Criminal Investigations; Staff Sergeant, Administration; and Constable, Domestic Violence. Present from the University's School of Social Work, were the School Director, who was also the "Placement Liaison", the Practicum Coordinator, who arranged the placement of the student and who subsequently became the chairman of the research committee and the graduate student who was to act as the Project Coordinator and the researcher for this project. At this meeting a formal commitment was made by the School of Social Work to undertake the project .

The police were interested in examining the following key areas: 1) the services which are currently available to victims in Windsor, Ontario; 2) the gaps in the services available for victims of crime; 3) the extent of a need for a service to victims of crime; and 4) how a victim of

crime service might be offered in the Windsor community, if such a service were found to be needed.

On the basis of the request from the Police Force to the School of Social Work and the subsequent parameters, which are outlined in the "Project Design" and "Project Development and Implementation" sections, it was deemed feasible that this research might provide information relevant to the following three research questions:

1. Does a need exist for a victim of crime service in the Windsor police department?
2. How should a victim of crime service be administered?
3. What services, if any, should be offered by a victim of crime service in the police department?

#### Project Design

The formulation of the research questions led directly to the project design since the project was intended to provide data relating to these questions, as will be described below.

An extensive range of possible services was discussed in the planning phase of this project, including: short term intervention, transportation services, justice system information, agency referral service, liaison with the investigating officer, property access information,

witness support and information service, victim impact statement coordination and general follow-up counselling services.

The extent of the services to be offered required focusing for a number of reasons. Firstly, the duration of the project would have to coincide with the academic schedule of the students, who were to staff the project. The graduate student, responsible for the coordination of the project's implementation, would be available on a full-time basis from January 5 through to March 17, 1987, and the undergraduate students would be in placement from January 13, 1987 to April 24, 1987, inclusive, on a two day per week basis. This is a relatively short period of time for a pilot project, hence a rather precise focus was needed to ensure the project's completion. Also, the project design needed to be conducive to a professional social work learning experience for the students. Some tasks, such as transportation services, might not be consistent with an academic or professional purpose or at least not rate highly in priority of experiences.

Meetings between the project coordinator and the police consultants, to discuss the design of the project, were scheduled prior to the agreed upon starting date of January 5, 1987. The starting date was chosen to coincide with the practicum date of the graduate student.

At the request of the project coordinator, police representatives agreed that a personal computer would be

made available, during the project, for research purposes.

A second meeting was held on November 11, 1986 at which the Chief of Police attended, as did the Coordinator of the Victim Assistance Programs of the Ontario Police Commission. Key police personnel who attended the previous meeting were also in attendance. It was at this meeting that the Chief reminded those present that the Windsor Police Commission was not able to commit the department to establishing a complete crisis intervention or counselling service, at this time. The research would have to determine whether a need existed for such a service, in the police department. The Chief further suggested, and it was agreed by those present, that for purposes of this project, the definition of victim be limited to persons who were a victim of a criminal offense. It was agreed at the November 11, 1987 meeting that an Information and Referral Service would be the service design, since this structure was acceptable to the Police Commission, the police department and the School of Social Work.

#### Project Development and Implementation

Having established the design of the project, the Project Coordinator was given the primary responsibility for recommending procedures for the project's operation which would produce the data required to answer the research questions. The Handbook for Planning Police-Based Victim Assistance Programs (Muir, 1986), which was prepared

under the auspices of the Solicitor General of Canada, was used as a framework in developing the role and function of a Victim of Crime Information and Referral Project. Muir's handbook provided a concrete, direction-focused guideline, which could be adapted to the time frame of some seven weeks. Its content was based on the history and experiences of victim programs developed in police departments across Canada. A draft document of the project's goal and objectives as agreed to by the Chief, and the project's procedures was prepared by the Project Coordinator and reviewed by the police department and project personnel. Once adopted, this document became the program guideline for the project (Appendix A).

The process of orienting police personnel to the project took place in two phases. First, Orders from the Chief of Police were produced and posted. Orders are the department's in-house communication system for mandatory information. The Orders consisted of the project's goal and objectives. Although the reading of the Orders are required, it was agreed that the official communication needed to be supplemented by a brief personal introduction of the Project Coordinator and that an opportunity be given for answering questions from police personnel. This orientation process was also consistent with recommendations, made by Muir (1986).

The project was planned to receive referrals primarily from patrol and line officers, although, referrals would

also be accepted from other police personnel. A procedure was designed, whereby the line officers would enter "VCR" (Victim of Crime Referral) or "VIR" (Victim Information Referral) on the General Occurrence Report form. These designated forms would then be forwarded to the Victim of Crime Unit by the staff sergeant responsible for reviewing the report. The process for receiving referrals will be specifically addressed, in some depth, due to the complex nature of the task.

#### Receiving Referrals

The process for receiving referrals was modified during the course of the project. As noted previously, the project was initially intended to receive referrals primarily from patrol and line officers. After some three weeks of operation, during which time referrals were received from the secondary investigators (detectives) only, the referral process was augmented to include referrals which were screened from Occurrence Reports by project staff. The inclusion of a screening process necessitated project personnel to develop a selection criteria to ensure that quality judgements be made in screening.

It might have appeared logical to determine referrals based on a criteria using the variables contained in the Occurrence Reports such as severity of the crime committed, the age, gender, or marital status of the victim. This method of determining referrals was, however, deemed to be too constraining and a more

analytic method was required to ensure that some needy victims were not excluded. It was decided to individualize the selection process of accepting victims, so as not to automatically include or exclude any group of victims. Every victim was to be assessed on their own criteria which included a variety of personal variables. Special care was taken to assess the victim's exhibited or likely reaction to the offense given the above information. In other words, project staff were required to "think victim", when reviewing the General Occurrence Reports.

Once a case was referred to the victim unit, a copy of the Occurrence Report was provided to the project staff. An attempt would first be made to contact the victim by telephone. This proved to be difficult, in some cases, and sometimes the person might not be contacted for several days. A mailing might have been appropriate, in cases such as these, but this procedure would have required a review and possible change to police policy, concerning correspondence, which now all goes out over the signature of the Chief. The short time duration of the project did not seem to warrant such an undertaking at this time.

A cursory assessment, by project staff, was undertaken and a decision was made as to whether to open the case for referral, for information or for a victim impact statement. Where the case originated from an officer, their reason to refer was ascertained. Project staff



took the opportunity to assess a victim's need and desire for various services, even if they were referred for one specific service, such as a victim impact statement. The presenting need provided the opportunity for the person to discuss other difficulties related to the offense. If the person did not desire any service from the project, the General Occurrence Report was maintained in a Brief Service file, after it was noted with the date of contact.

An "opened case" was assigned a program number and a Record of Inquiry was completed. Project staff documented the information presented by the victim concerning the effect that the crime had on them and the type of service which was requested. The service which was to be provided and the name of the service provider was noted.

All follow-up service, after the completion of the referral, was also documented on the Record of Inquiry. This might include a repeat referral or a subsequent contact for further service.

The Record of Inquiry was placed in a Bring Forward file with a designated date on which to contact the victim for the purpose of completing the follow-up survey (see Appendix B). The follow-up was conducted by telephone, by a project staff other than the social worker who provided the service for the victim. The intention of this process was to avoid influencing the responses of

the victim by the fact that they were responding to the same person who had engineered the service which they were evaluating.

### Setting of the Study

The setting of this research will be described in relation to the Windsor community and the Windsor Police organization.

### Community

The City of Windsor, Ontario, is a municipality of a population of almost 200,000, located in the north-western corner of Essex County (Statistics Canada, 1986). It is situated directly across the Detroit River from the City of Detroit, Michigan, which has a population of approximately 1.2 million (MCSS, 1984). It is Canada's largest port of entry for visitors from the United States. Windsor enjoys a diverse ethnic mix and it is divided almost equally between the Roman Catholic and Protestant religions (Statistics Canada, 1981). The city is often proclaimed as being the "Automotive Capital of Canada", due to its industrial base being very heavily related to the major North American automotive companies. Among its' academic establishments, Windsor is home to the University of Windsor with an enrollment of 12,744 (University of Windsor, 1987). It also supports St. Clair Community College with 8,780 students (St. Clair College, 1987). Most of the social services, provided to the population of the County of Essex (107,000 excluding Windsor), are based in agencies located in Windsor (MCSS,

1984).

### Organization

The Windsor Police Force, consists of 348 police officers and 16 cadets (Windsor Police, 1987). It serves the Windsor population and has on many occasions assisted smaller municipal police departments, such as St. Clair Beach, Sandwich West Township, Colchester, Amherstburg, Tilbury and the Essex detachment of the Ontario Provincial Police as well as the Windsor detachment of the Royal Canadian Mounted Police (Sommerville, 1987).

The pilot project was designed to report to the constable responsible for the Domestic Violence Unit (DVU), based on the rationale that the DVU was established in the department to serve victims. The Staff Sergeant responsible for that unit was a primary consultant to the victim project. Since the Staff Sergeant was transferred to the Criminal Investigations Division, Detective Unit, just as the project began, the project coordinator, reported to four consultants within the Criminal Investigations and Domestic Violence Unit. The location of the project, organizationally, is identified in the chart noted as Appendix C.

### Population

The pilot project was established to serve individual victims of a criminal offense. The offenses included for referrals are those relating to assaults, thefts and damages which involve individually named victims.

An estimate of the number of victims, potentially to be served by the project, could be gleaned from the crime statistics of the Windsor Police department for the previous year. During 1986, the number of crimes eligible for referral, reported during the three months of January through March, was 2,680 (Windsor Police, 1987). The population, therefore, was potentially all those eligible by nature of being a victim of crime during the first three months of 1987.

In addition to direct victims of a crime, as identified above, other persons in the community might need to be considered for service eligibility. These persons might include those with a developmental handicap or a psychological disorder, who came into contact with the police. Likewise, families experiencing conflict among its members, may also be in need of a referral to an existing community service. Survivors in cases of murder, manslaughter and fatal auto accidents may have also benefited from the assistance of a victim service. During the period of the project, it was decided that service to persons in these categories would be provided only if requested by an officer and where project staff consider it necessary and practical.

The selection and categorization of eligible clients seem to reflect Prottas (1979) theory, that persons are transformed into clients by "street level bureaucrats". Prottas states that "the task of street-level

bureaucracies is processing people, they must simplify and standardize those people before processing them - that is, they must make a client" (p. 4). The discretion allowed in spanning the boundary between the direct victims and the other groups of persons who may be in need of service by the project will be an important consideration when the department evaluates the project's usefulness and client eligibility.

#### Definition of Terms

In this section, the operational and conceptual definitions of terms used throughout the research will be provided. The operational definitions identify those terms or phrases which are observable in the research, while the conceptual terms or phrases are those which are unique to this research, but are stated in terms which are not linked to observable events (Labovitz and Hagedorn, 1971).

#### Operational Definitions

**Cleared cases:** The police department considers a case "cleared" when; a) there has been a charge laid against an accused; b) when the person responsible for the crime is "known" but police are unable to provide grounds for prosecution, or c) where the victim or person reporting a crime cannot provide sufficient evidence that a crime has in fact occurred.

**General Occurrence Report:** The General Occurrence Report is a document completed by the police officer responding

to a call from a person reporting an incident of an illegal nature, which may be a criminal offense, therefore making the person eligible to be considered for a project referral.

**Charge:** An indictment laid against a person deemed to have committed a criminal offense.

**Referral Source:** Identifies how a victim of crime comes to the attention of project staff. Referral sources may be a self referral, police referral or screened by project staff.

**Referral In:** Identifies a victim of crime, who has been contacted by project staff and who is availing themselves of the opportunity to have a service provided by project staff.

**Referral Out:** Identifies a victim of crime who has been provided access to a service provider in the community by project staff.

**Contact:** Identifies a victim of crime who has been telephoned or seen by a project staff on one occasion only.

**Case Opened:** Refers to the victims who: 1) were identified in the Occurrence Report and 2) were contacted by project staff and 3) who then indicated a desire for a service provided by the project. The completion of all

three criteria are necessary to establish the person as a "Case Opened".

Non-single Status: Identifies victim living with another adult who may be a spouse, parent, friend or sibling.

#### Conceptual Definitions

**Victim of crime**: The person who has been the object of a crime or a person to whom a criminal act has been directed.

**Victimization**: The process by which an individual experiences the effect of a criminal act.

**Offense**: The terms "offense" and "crime" are used interchangeably and are intended to refer to acts of a criminal nature.

#### Data Collection Method

All data was collected by project staff during the course of the pilot project. Direct observations of interactions with victims and police, interviews with victims and police, and the personal review of operational procedures make up the process of analytic induction (Van Maanen, 1984). The collection of this data was assisted by instruments developed specifically for the pilot project by the Project Coordinator. Such information includes the use of time by project staff, the referral source, the services provided to the victims

by the project staff, the type of contacts between project staff and program contacts and finally, in addition to direct observations, a survey of victims participating in the project was used in evaluating the service.

Data identifying how staff used their time was collected in order to determine the number of staff hours required to provide the various services offered by the the project and in order to give a guideline by which to estimate the time required to supplement the services offered. This information is consistent with the principle of ordinary behaviour (Van Maanen, 1984). This principle states that the observation of actual activity, is monitored on an informal basis through observation by the researcher, and then reviewed in supervision. A record was also maintained which reported the type of contact that was made with each victim. This data was used to determine the amount of time spent in direct client contact.

A record was maintained on each victim who indicated a desire for service from the project. This information was noted in natural language used by the police department which reflects the application of descriptive emphasis (Van Maanen, 1984). This record contains identifying information, and the occurrence number, date of contact, by program and occurrence, the source of referral, reason for referral, nature of crime, and the service offered. It also provides information, from the



victim, concerning the service received. This record enables the examination of a number of activities relevant to this study: the period of time between occurrence and contact by program; the incidence of referrals, listing the victim, the police officer, the division and the third party referral if present; the reason for referral; the specific nature of the victimization; the identified need for service; the specific services requested; the services offered; an identification of the agencies accepting referrals, and an examination of services received.

A format was developed for documenting the victim's name and their assigned program reference number, the offense by which they were victimized and the name of the social worker assigned from the project. It provides a quick reference and a tally of the number of victims in the program and identifies those which require a follow-up contact to assess the service received. It also provides an indication of the type of crime experienced by the victim.

At the time of follow-up, the victims who received service from the project were requested to complete a questionnaire. This information enables an assessment to be made about the helpfulness of the project, as perceived by the victim. These client assessments also form the basis for the recommendations for future program directions.

### Limitations of the Research

The research is limited, to some extent, by its very nature. All persons involved in the planning and design of the project, did so, in addition to the regular duties of their job. The length of time between the request to undertake the project and the starting date did not allow for extensive preparation and discovery by the researchers, concerning the task at hand.

The parameters placed on the extent of the intervention was limiting in that the opportunity for assessing the value and benefits of offering more extensive direct intervention can only be conjectured, rather than having been determined by the experience of the project. However, the procedures which were developed provided an opportunity to employ social work assessment skills while not interfering with on-going police procedures.

The utilization of students to staff the project limited the demonstration in three areas: 1) the time period of the project which was limited to a total of fifteen weeks, the Project Coordinator was available each weekday for the first ten weeks, while the undergraduate students were available two days per week only. 2) Continuity of staff was affected, not only by the shorter period of placement of the Project Coordinator, but also when one of the two other students subsequently withdrew from his studies and was replaced by a volunteer student who was available for one day per week only. 3) The educational requirements of the undergraduate students required that

the Project Coordinator make time available for professional supervision and instruction in addition to the other numerous responsibilities.

While these limitations presented some difficulty in the project's operation, they did not impede the collection of data which was specifically needed for analysis related to the research questions. The demonstration project guidelines were specific, operationally effected and representative of a satisfactory service delivery program.

## CHAPTER IV

### Observations And Findings

#### Introduction

In this chapter, pertinent observations will be reviewed for the purpose of illustrating categorized findings with respect to the research questions which were detailed earlier. The frequency of occurrence relative to some specific observations will be presented to assist in determining trends. The findings will be categorized according to project development, police referrals to the victim service, victim utilization of services offered, initial contact with victim, client characteristics, service provided, client recommendations and funding.

#### Project Development

Observations and findings related to the development of the project will focus on the public attention to the project before and during its operation, the administrative support offered to the project during its inception and throughout its operation, department orientation to personnel on the project, and finally, the resources required to operate the project. These findings will assist with eventual recommendations to be made concerning the administration of a program within the police department.

Prior to the invitation by the police department to undertake this pilot project, the lack of service to victims had received significant attention in the Windsor community. Two public forums were held in the fall of 1986, one of which was sponsored by the Community Law Program and Windsor Cable Television, and the other, as part of an on-going series by the Windsor Steering Committee for Victims of Crime. The Windsor Star ran 19 articles, specifically related to victims of crime, between May, 1985 and March, 1987, the majority of which dealt with the needs of victims and improvements needed in the judicial system to better serve them.

The Police Commission addressed the issue of developing a victim of crime service within the department at its meeting on October 21, 1986. It was evident from the media report of this meeting that not all members of the Commission were in favor of the department operating a victim of crime program (see Appendix D). This perceived conflict of opinion heightened the media interest in the project's development which resulted in several media (radio, television, newspaper) interviews with the Project Coordinator. It was the decision of the Chief of Police that the Project Coordinator would provide media relations directly rather than going through the usual route of the Public Relations Officer.

Another observation, relating to the media and its

screening of Occurrence Reports.

Informal orientation of officers included personal discussions with one or two members of the department at a time, allowing for specific questions and discussion about the project. This personalized informal orientation of members of the Criminal Investigation Division was generally more productive, but also more time consuming than the formal presentations in Patrol Division. More importantly, the on-going visibility of the project staff by members of the Criminal Investigations Division provided the opportunity for further clarification concerning the type of service available from the project and the process for making a referral to it.

Conclusively, the officers who had the opportunity for regular interaction with project staff, and therefore, received a personalized orientation, were more supportive of the project and, in fact, made the majority of the referrals.

The manpower provided to the project was found to be adequate, for the program as it was conducted, based on observations during supervision meetings with project staff. The process of screening Occurrence Reports was usually the most time consuming activity. This process was however, also the most beneficial in maintaining contact with supervisory staff in all divisions and units

in the department. In order to maintain the program at the current level of service, namely to provide general information and make referrals to community agencies, students found that they were not used extensively and would have been able to expand the level of service had they had the mandate to do so.

In summary, an informal consultation process was needed to ensure an on-going communication process between project staff and police personnel. The orientation and on-site availability of project staff was important for the project's acceptance by police personnel.

#### Police Referrals to the Project

Findings and observations related to the referrals by police officers to the project, demonstrated the range of services provided by the project which were perceived useful by police officers.

Over 56 % of contacts with victims were initiated by project staff by screening Occurrence Reports (see Table 1). Those victims who were referred to the project by officers, however, made up more than half of the victims who desired some assistance. The number of officer referrals who did not wish any assistance were very few in number. This would suggest that appropriate services were requested of the program by the majority of officers. During the first month of the project,

referrals from officers were most often for the purpose of obtaining a Victim Impact Statement. This may have reflected an initial difficulty for officers in understanding the purpose of the service unless the service was tangible. However, completing an impact statement was a distinct service provided to the officer and the victim, and was at least one objective of the project.

TABLE 1: SOURCE OF REFERRALS TO PROJECT

Referral Source	Victims Contacted	% of Total	Cases Opened	% of Contacts
Victim (Self referral)	8	5.6%	3	37.5%
Screened (Project Staff)	80	56.7%	20	25.0%
Domestic Violence Unit	9	6.3%	8	88.8%
General CID Squad	24	17.0%	13	54.1%
Youth Branch	8	5.6%	6	75.0%
Break and Enter	4	2.8%	1	25.0%
Special Investigation	4	2.8%	2	50.0%
Other	4	2.8%	2	50.0%
<b>Total</b>	<b>141</b>	<b>100.00%</b>	<b>55</b>	<b>39.01%</b>



On several occasions, the victim was referred to the project to obtain a Victim Impact Statement from them following their business with the detective. This was an example of how the presence of the victim project, at the department, was helpful and could be used to the victim and officer's advantage. The availability of the project staff to deal with the victim's personal needs provided at least one positive purpose in their coming to the police headquarters. It also reflects the potential which a victim service located within the department might have in changing the perceived image of the police department, namely, that police headquarters is a building only entered by civilians who are criminals.

It is noted that the vast majority of the referrals from the officers were from the division in which the project was located. More referrals had been anticipated from the uniform divisions. However, after screening some Occurrence Reports, held for project staff by Staff Sergeants in the Patrol Division, it is apparent that appropriate cases for the project were already being forwarded to the Criminal Investigations Division where they would be subject to screening. It is also noteworthy that, as the project matured, referrals originating from the officers were also for counselling and information, in addition to obtaining Victim Impact Statements. This suggested that the officers eventually recognized the value of the less tangible services

provided by the project. The need for a counselling service was articulated by a Staff Sergeant who responded to a murder case. He was confronted with three children of a murder victim, who were "extremely distraught and seeking direction, support and guidance". Time constraints, due to the demands of making the arrests and processing the information, limited his ability to provide service to the survivors. It was indicated that "there was a need to assess and then find out who could be contacted for them (family). I needed the project staff for advice and help".

Another finding concerning referrals from officers involves the orientation to victim needs which took place outside the influence of the project. The amount of training or professional development concerning victims experienced by officers may have influenced their decision to make referrals to the project. The Ontario Police College offers a victim component in several of their training units at the recruit and senior officer ranks. Locally, the University of Windsor offers a course on victimology which has been attended by several officers. It was discovered that about half of the officers making referrals reported that they had received victim awareness training by attending the local University course or police workshops. However, in most cases, the same officers indicated that the referral was made based upon: 1) the visual presence of the project, 2) their own role as a consultant to the project or, 3)

at the request of the supervising officer who was very often one of the consultants to the project.

A final important finding, concerning referrals from officers, was that the newness of the project directly influenced the number of referrals made by officers. Referring victims to the project was a new routine which required special attention by officers. As it was stated several times by two Staff Sergeant's, "the change in routine is more difficult to accommodate too than the acceptance (of the new project)".

In summary, the referrals by police, to the project, which made up just less than half of the total referrals, depended on their perception of the usefulness of the service, accessibility of project staff, the awareness the officers have of the needs of crime victims, and the ability of the officers to change their routine when speaking with victims. Therefore, in relation to the administration of the project, it benefitted by the establishment of clear program objectives, a flexible process of orientation and accessibility of on-site project staff to the officers.

#### Victim Utilization

Findings and observations related to victim utilization of the project will include; sample size, victims from the Windsor project accepting referrals in comparison to other programs in Canada, benefit of contact for the

victim, reasons for victims not wishing service, and the potential usefulness of an intervention service within the Police Force.

As noted in the previous chapter, the potential sample size of the project was dependent upon the number of persons becoming victims of crime during the project period January 5, 1987 to April 24, 1987. The project received referrals from its first day of operation and in order to provide time to phase out the project, no new victims were screened for service after the first week in April. Staff of the project concentrated on completing the follow-up stage of intervention during the last two weeks of the pilot project, unless specifically requested to provide a service, such as making a referral.

The number of victims available to the project can be identified from Windsor Police crime statistics. It is also noteworthy to examine the number of reported crimes during this project period compared to other times of the year and prior years. Table 2 compares the period January to March, 1987 inclusive with the same period in 1985 and 1986 and shows an increased number of crimes reported in 1987. Table 3 compares the monthly average of January to March with that of January to December. The average number of crimes reported during January through March is lower than during the rest of the year, based on 1985 and 1986 data.

TABLE 2: CRIME STATISTICS DURING PROJECT PERIOD  
IN RELATION TO PREVIOUS YEARS

OFFENSE	JAN.-MAR. 1987	JAN.-MAR. 1986	JAN.-MAR. 1985
Attempt Murder	0	5	0
Assault (Non-domestic)*	319	320	286
Assault (Domestic)	158	98	123
Assault (Sexual)	57	45	48
Robbery	43	21	49
Break and Enter**	326	332	392
Theft	1746	1670	1776
Fraud	179	144	103
Other***	3	45	2
<b>TOTAL</b>	<b>2831</b>	<b>2680</b>	<b>2779</b>

\* includes Assault Police Officer

\*\* includes only dwelling house

\*\*\* includes Sexual Offenses

Generally, therefore, the period during which the project took place is the period of fewest crimes and potentially the period of fewest victims available to be referred to a victim program.

TABLE 3: AVERAGE No. OF CRIMES DURING PROJECT PERIOD  
AND PREVIOUS YEARS (MONTHLY)

OFFENSE	AVG.   JAN.-MAR. 1987	AVG.   JAN.-DEC. 1986	AVG.   JAN.-DEC. 1985
Attempt Murder	0.00	1.17	1.25
Assault (Non-domestic)*	106.33	121.58	115.59
Assault (Domestic)	52.66	45.67	41.25
Assault (Sexual)	19.00	18.92	19.67
Robbery	14.33	10.58	15.75
Break and Enter**	108.66	117.33	129.67
Theft	582.00	697.33	694.42
Fraud	59.66	48.00	39.42
Other***	1.00	1.42	1.33
TOTAL	943.64	1062	1058.35

\* includes assault police officer

\*\* includes only dwelling house break and enter

\*\*\* includes sexual offenses

The total number of victims of crime contacted by the project was 141, and of these, the number of victims requesting some form of service offered by the project was 55 or 39% . Table 4 shows the types of crimes the victims reportedly experienced. Twelve of the victims

contacted by project staff did not wish a referral made on their behalf, but did request the telephone number(s) of one or more service agencies. These contacts were not considered as open cases, but there was a record of the contact indicating that information was provided.

TABLE 4: OFFENSE EXPERIENCED BY VICTIM, VICTIMS CONTACTED AND VICTIMS PROVIDED SERVICE

OFFENSE EXPERIENCED	No. Contacted	% Total	Opened	% of No. Contacted
Attempt Murder	3	2.13%	3	100.00%
Assault-Non-domestic	38	26.95%	19	50.00%
Assault-Domestic	8	5.67%	6	75.00%
Assault-Sexual	8	5.67%	3	37.50%
Robbery	22	15.60%	5	22.73%
Break and Enter	34	24.11%	11	32.35%
Theft	3	2.13%	1	33.33%
Fraud	1	0.71%	1	100.00%
Other	24	17.02%	6	25.00%
<b>TOTAL</b>	<b>141</b>	<b>100.00%</b>	<b>55</b>	<b>39.01%</b>

The percentage of victims wishing service was relatively consistent with the findings from several other programs in Canada. The 1984 Working Paper No. 9 of the Department of Justice indicated that 25% of the victims of crime sought assistance for their emotional needs from any source, family, peer or professional and that a further 20% felt a need for such service but were unable to find it.

Brown and Peachy (1984), from the Waterloo Regional Victim Service Program found that 27% - 28% of the victims contacted requested one or more type(s) of service. Pullybank (1986) found that the Victim Service Unit of the Edmonton Police Department provided service to 36% of the victims contacted. Victim assistance services on Prince Edward Island reported that 16% of the victims requested someone to talk to about what had happened to them. The scope of services offered by each of these programs went beyond the mandate of the Windsor pilot project eg., transportation, crisis support, etc. The implication here is that, if more services were available to victims in Windsor, a higher percentage of victims might utilize the program than was the case in other municipalities.

When cases were not opened for further service, project staff were often informed that their call was appreciated and that the concern demonstrated "by the police department" was unexpected. Contact alone, by the



project, provided all the assistance that was necessary for some victims. The assurance provided by knowing that workers would be available if needed, along with telephone numbers of some potentially helping agencies was all that was desired at the time and the service was acknowledged with gratitude.

Project staff were limited in their ability to meet the needs of victims who were not prepared to speak to another agency about the effects that the crime had on them. This was exemplified by the situation of a 21 year old clerk of a convenience store, which was robbed. Upon contacting this victim by telephone, it was noted that she would be quitting her job and that she had been waking in the middle of the night, crying. This behaviour suggested to the project staff that there was a need for counselling in this instance, but she was not prepared to contact yet another agency or professional. As a result, this individual will become another unemployed person, trying to explain her reason for quitting her job to unemployment officials and being limited in employment opportunities for the future due to her being perceived as being unable to handle the job.

It would have been advantageous if project staff would have been able to maximize the benefits of their initial contact with persons such as this clerk by offering casework intervention to enable her to continue with her job and if needed, to be referred to another agency for

on-going service. The victim had already shared enough information with project staff to indicate that once invited to do so, she would have gladly continued working with project staff.

In the situation of a break and enter victim, referred to the project by a detective for the purpose of providing information, there was another opportunity to provide a brief, short-term intervention. This victim, who was in her early fifties, was requested by her home insurance company for one item of information related to the police report. The detective who attempted to call her was unable to reach her on the telephone prior to his days off, and requested the project staff to follow-up the request. Upon reaching the victim, and after providing her with the information on behalf of the detective, she indicated that she had prepared an itemized list of the stolen property and wanted to know what to do with it. Project staff received necessary direction from the police personnel, which was to bring the list to the department, and passed this information on to the victim. Once the victim had the opportunity to meet with the staff and complete the purpose of her task, it was evident that the victim was wanting to discuss matters beyond the original purpose of bringing the list. In the company of her daughter, the victim acknowledged the desire to talk further. Once having relocated into the privacy of an interview room, she was apologetic for bringing in the list of stolen property long after the

crime had occurred and indicated a high level of dependency on her children. It was eventually disclosed that her spouse had died suddenly, in the home by accidental electrocution, a few weeks prior to the Break and Entry. The disorientation which followed prevented her from following through with the simple task of preparing a list of stolen property. Further, she felt at risk in her home since the crime had taken place. Once these facts were shared, project staff were able to assist her by providing referrals for a security assessment and for bereavement counselling, which would presumably serve to alleviate the existing emotional stress. Without this intervention, the matter might have ended simply with the receipt of the property list and the victim would have continued without assistance, to a future which can only be presumed.

In summary, it was found that the percentage of victims availing themselves of the services offered by project staff, compared favorably with other victim programs in Canada. In all cases, the victims appreciated the interest shown by the department, for their welfare. Victims who demonstrated an emotional difficulty due to the crime, but who did not wish a referral, were often reluctant to have too many agencies involved. The need for a victim program in Windsor, therefore, has been demonstrated using the criteria of 1) comparison with other programs, 2) victim appreciation and 3) public relation efforts. As the decision by the victims, to use

the service offered to them, was often decided on the basis of the initial contact with project staff, this contact will be examined in further detail in the next section.

#### Initial Contact with Victims

In 82% of the cases, the initial contact made with victims, by project staff, was by telephone (see Table 5). This method of communication was used on the basis of convenience and expediency. Experience from other programs demonstrate that a more positive impression of the police is maintained and enhanced when contact with project staff is on a personal basis, such as by telephone or personal visits (Muir, 1984; Pullybank, 1986). Table 5 shows the method of contact with victims during this project. The discretion to have a face-to-face meeting on the initial or follow-up contact, as occurred in 13% of the cases, or to have a telephone contact only, was left to project staff. This decision usually depended upon factors such as seriousness of offense, the victims physical ability, emotional capability, presence at headquarters for other reasons, availability of telephone, the request of the victim, or the service being sought.

Project staff personally visited victims referred to the project who were hospitalized or otherwise incapacitated. This personal approach was found to be effective in increasing the trust of project staff, minimizing

confusion or misunderstanding, and securing the referral as an open case.

TABLE 5: CASES OPENED AND TYPE OF INITIAL CONTACT WITH PROJECT STAFF

TYPE OF CONTACT	Total Contact	% Total	Opened Cases	% Contacted
Face to Face	19	13.48%	15	78.95%
Telephone	116	82.27%	39	33.62%
Other *	6	4.26%	1	16.67%
<b>TOTAL</b>	<b>141</b>	<b>100.00%</b>	<b>55</b>	<b>39.01%</b>

\* Message left with parent or spouse

Personal contacts outside of the Police Headquarters, were limited by the lack of ready transportation available to the students and the time-constraints placed upon them given their two day per week schedule. The limited opportunity for personal visits especially impeded communication with persons who could not speak English well. This limitation was demonstrated in the case of a break and entry victim who was screened for a

referral by project staff. It was clearly stated on the Occurrence Report by the Officer that communicating with the victim was difficult as the person was deaf.

Operating under the assumption that the person may have partial hearing ability, a telephone call was attempted, but an auditory assistive device was necessary to make contact and the project did not have this equipment at its ready disposal. Going to the home would have assisted in this instance.

A contact by letter would have been an alternative in the above mentioned case, but the correspondence policy of the Police Force makes this cumbersome. Under current department procedures, all letters from the department are signed by the Chief of Police which is a practice that does not lend itself to a personalized communication between project staff and the victim.

In summary the administration of the victim project would be enhanced by providing resources which would encourage and support personalized communication with the victims.

#### Victim Characteristics

The characteristics of victims most often utilizing the service was examined. Findings are presented in this section related to some of the characteristic variables.

The personal characteristics of the victims who were contacted, was only as extensive as the information which

was compiled by the police officers for their Occurrence Reports. The victim's age, gender, and marital status was normally obtained by the officer at the time of the occurrence. The examination of these variables was somewhat limited in that personal information was not always identified precisely. In cases where reports were screened by project staff, such factors as age, gender, whether living alone, damages or loss incurred, extent of injury and any other notations by the officer, were the factors which were considered when the screening took place.

Literature, describing specific client groups, separates the senior population from the child population (Canada, 1983; Cook and Cook, 1976; Burgess and Groth, 1980). For this reason, a similar breakdown of the population groups were made for this Windsor project. Tables 6 and 7 show that the clear majority of victims contacted and those receiving service were in the adult age group (18 - 60 yrs.). Only 6% of the population of the research were comprised of senior victims (over 60 years of age).

Project staff found the effect of crime on senior victims to be expressed in a wide range of reactions. One female victim of an attempted break and entry to her home, was very casual in describing how she warded off the burglar by turning on lights and by calling the police. She was also accepting of the fact that "these things happen and I'll be darned if I'm going to get worked up about it at my age". Another victim, a male, was very distrusting of

the telephone contact by the project staff, partially because he found it difficult to believe that someone from the police department was actually calling and he wondered what the service would cost him. Neither of these two victims wished any assistance but these were two more examples of good public relations for the police.

The percentage of seniors who were victimized in Windsor during the project would appear to be generally consistent with programs elsewhere. Seniors accounted for 8% to 10% of the victims identified from the literature (Pullybank, 1986; Brown and Peachy, 1984).

Persons under 18 yrs. accounted for 5.6% of opened cases in the Windsor project. It might also be noted here that many of the occurrences involving children were non-crime related and might have been potential clients of the project if Missing Persons, attempt suicides and parent-child conflicts were included in the criteria for service. Affecting the number of referrals to the project, however, is the fact that child victims, especially those who were victims of an assault, are referred to child welfare agencies by the investigating officer and would therefore not be screened by project staff.



TABLE 6: CHARACTERISTICS OF CONTACTED VICTIMS BY AGE AND GENDER

GENDER	Under		AGE		Over		TOTAL %	
	18 yrs.	%	18-60	%	60 yrs.	%		
Male	7	5.1%	39	28.3%	2	1.4%	48	34.8%
Female	10	7.2%	73	52.9%	7	5.1%	90	65.2%
Total	17	12.3%	112	81.2%	9	6.5%	138	100.0%

TABLE 7: CHARACTERISTICS OF CASES OPENED BY AGE AND GENDER

GENDER	Under		AGE		Over		TOTAL %	
	18 yrs.	%	18-60	%	60 yrs.	%		
Male	2	3.7%	17	31.5%	1	1.9%	20	37.0%
Female	1	1.9%	32	59.3%	1	1.9%	34	63.0%
Total	3	5.6%	49	90.7%	2	3.7%	54	100.0%

In order to discover whether or not the project could be of service to non-crime victims, a missing person case was selected for follow-up. A fourteen year old boy had been away from his home for two days. It was noted on the Missing Person Report that the case was a chronic problem known to the police department. In an attempt to make a referral to a community agency, it was indicated by the single parent that she had enlisted the help of almost every agency available for adolescents. It was also discovered, subsequently, that the mother has repeatedly called the Windsor Police Youth Branch in an effort to have police "set the rules" and the mother was becoming a "nuisance" to that branch. It was also evident that the mother has consistently failed to follow the advice of agencies who have attempted to assist her. In this type of case, the project staff might attempt to meet the following goals: 1) present a definitive alternative to the parent and child as to which agency(s) would be most appropriate to contact; 2) present the decisions which they must make prior to any service being undertaken, and; 3) clarify the jurisdiction of the Youth Branch. The context of a social worker, from the police department, visiting the home with the above noted goals, provides a stronger impression on the family than would have been provided by a social worker from a non-police agency. The only result of this intervention, known to the project, was that no further calls came to the Youth Branch for the remaining five weeks of the project. Two weeks after the visit, the mother called to indicate she

was appreciative of the visit and found it helpful for both she and her son and indicated her own plan for further action which was consistent with the plans outlined in the interview. At the very least, the intervention broke the unsatisfactory calling cycle which the mother had developed.

Waller and Okihiro (1978) concluded that twenty times more females suffered emotional distress from burglaries than did males. Studies also show that females are the victims in the majority of reported crimes (Brown and Peachy, 1986, p.47). The Windsor project found that 63% of victims, wishing assistance, were female (see Table 7).

Significantly, the factor of "living alone" in combination with "being female" was found to comprise 42% of victims wishing assistance. Females living alone comprised 10% more of the victims wanting help than the next group, that of non-single males (33%), as shown in Tables 8 and 9. Of even greater significance is the comparison of non-single males with non-single females.

TABLE 8: CHARACTERISTICS OF VICTIMS BY AGE  
AND MARITAL STATUS

STATUS	Under 18		AGE 18-60		Over 60		TOTAL %	
	Count	%	Count	%	Count	%	Count	%
Single M	1	0.7%	11	7.9%	1	.7%	13	9.4%
Single F	2	1.4%	41	29.5%	6	4.3%	49	35.3%
Non-Single M	7	5.0%	28	20.1%	1	0.7%	36	25.9%
Non-Single F	8	5.8%	32	23.0%	1	0.7%	41	29.5%
Total *	18	12.9%	112	80.6%	9	6.5%	139	100.0%

\* Status unknown for one male

Non-single males comprised 33% of victims wishing assistance whereas only 14% of non-single females requested help. Regardless of the gender, the majority of victims (51 %) wishing assistance were found to be single.

In summary, the project benefitted from a flexible criteria of service eligibility. The administration of the project could enhance the scope of service eligibility by including persons who are not strictly victims of a crime.

TABLE 9: CHARACTERISTICS OF VICTIMS BY AGE  
AND MARITAL STATUS

STATUS	Under 18		AGE 18-60		Over 60		TOTAL	%
	Count	%	Count	%	Count	%		
Single M	0	0.0%	22	30.6%	1	1.4%	23	31.9%
Single F	0	0.0%	22	30.6%	1	1.4%	23	31.9%
Non-Single M	2	2.8%	15	20.8%	1	1.4%	18	25.0%
Non-Single F	1	1.4%	7	9.7%	0	0.0%	8	11.1%
Total	3	4.2%	66	91.7%	3	4.2%	72	100.0%

Service Provided

An examination of services provided to victims of crime, during the project, will enable the Police Commission to determine the type of service which might be beneficial to victims, if an on-going program were developed.

The type of service provided to victims is noted in Table 10. The type of service most often sought was for information, followed by the request for assistance with the completion of Victim Impact Statement and for counselling. The information which was most often requested included information about community services,

information about applying for compensation for loss or injury, the name of the investigating officer and information about property which was stolen. The project staff provided the requested information in most cases.

TABLE 10: FREQUENCY BY TYPE OF VICTIM REFERRAL

TYPE OF SERVICE	FREQUENCY*	PER CENT
Advocacy	3	3.7%
Compensation	5	6.1%
Counselling	17	20.7%
Impact Statement	17	20.7%
Information	17	20.7%
Legal Advise	8	9.8%
Security Assessment	11	13.4%
Shelter	4	4.9%
TOTAL*	82	100.0%

\* One victim may require more than one type of service

Across Canada, the need for information concerning progress with the investigation of their occurrence was found to be the most frequently sought service in victim programs (Canada, 1983). The Windsor project experience

is not consistent with this finding, although the design of the project would not have lent itself to this outcome. The design of the project did not intend that information concerning an investigation should be provided by the project staff.

The project staff were careful not to release information to victims thought to be more appropriately released by the officers. In some cases, the project staff would ensure that the victim had the name of the officer handling their matter. This need for this information was exemplified by the case of a 21 year old victim of an assault who awoke in a hospital bed having no memory of how she was assaulted. With several unanswered questions she had also forgotten the names of the detectives who interviewed her earlier.

The project was also responsible for assisting victims prepare Victim Impact Statements. Short-term assistance, to provide emotional support, was provided, most often, by the Salvation Army, while victims wishing to make an application for compensation were referred to Legal Assistance of Windsor.

Although a number of agencies will provide assistance to victims of crime, a gap was noted in short-term professional counselling services. Victims requiring professional social worker intervention were able to receive such service from the Family Service Bureaus, at

a cost which is said to be based on their "ability to pay". However, this service was regarded as being rather intrusive, by one victim, who had been referred to them. This victim reports that she was initially very grateful to have someone to speak with after becoming reclusive, following the offense. She was anxious to return to her normal behaviour and routines. However, when the counselling interview turned to family history and family relationships, she was no longer comfortable with the intervention and she said she did not wish to return to that agency. It is important that victims who desire help in dealing with the trauma of an event should not feel additionally threatened by the service itself. This victim's experience was indicative of the need to have a specialized social work service for assisting victims to re-organize their personal life, following their victimization. It was also noted that project staff had some discomfort with the issue in principle that victims who are not responsible for an incident should be asked to pay financially as well as emotionally.

No social work program, specifically funded to provide short-term trauma counselling to victims of most crimes is offered in the Windsor community. This need for a service was articulated by one 37 yr. old victim of an attempted murder who, while recovering from injuries in the hospital had no idea where to start in her search for help to re-organize her life. Although she had been in the hospital for a week prior to the project staff seeing



her, there had been no contact with the Social Work department or anyone else, to discuss discharge plans or a referral to other services. She indicated that her discussion with project staff was her first opportunity to think about her future plans and she was appreciative of the referral which was being made for her to a peer support organization. She further indicated that she also needed personal counselling assistance, which she eventually obtained from a private practitioner. This case exemplified how a victim referral service was able to give a victim assistance which contributed to the victim's recovery from the victimization.

Another advantage of the existence of a victim referral service was demonstrated by the examination of the victim's awareness of the social services in the community. It could be assumed that if victims were not aware of the agency to which they were referred by the project, then they would not have availed themselves of the agencies' services.

Victims who received a referral from the project were asked if they were aware of the program, to which they had been referred by the project, and whether the agency provided helpful assistance (see Tables 11 and 12). They were also asked if they would have contacted the agency without a referral (see Table 13). Most victims ( 77% ) were not aware of the agency to which they had been referred. Most ( 65% ) reported that they found the

assistance to be helpful, and indicated that they were very grateful to the project staff for putting them into contact with the service provider.

Further, of those victims receiving assistance from a referral agency, 91% indicated that they likely would not have made contact without a referral. As one assault victim, who was interviewed on the radio (Marigos, 1987, Feb.12), indicated, "you don't realize who to trust, who not to trust...but I needed to talk to someone not from the immediate family ... another member of the public...they (project staff) arranged everything for me ...helped me to get back to normal".

Where a victim "contact" occurred, information about programs such as Criminal Injuries Compensation or Legal Assistance was often provided even though they indicated that they did not need any further assistance from the project.

TABLE 11: VICTIM RESPONSE: KNOWLEDGE OF SERVICE  
 PROVIDER PRIOR TO REFERRAL

=====				
AWARENESS PRIOR TO REFERRAL				
AGENCY	Number	Aware	%	Not %
REFERRAL	Referred			Aware
-----				
Children's Aid	1	1		
Citizen Advocacy	1			1
City Social Services	1	1		
Corrections Canada	1			1
Crime Prev. Unit	5			5
Dom. Violence Unit	2	2		
Family Service Bur.	2	1		1
Hiatus House	1	1		
Hospital SW Dept.	2	1		1
Justice of Victims	2			2
Legal Aid	1	1		
Legal Assistance	6	2		4
Project	36	5		31
Salvation Army	7	1		6
Sexual Assault Ctr.	1			1
-----				
TOTAL *	69	16	23.2%	53 76.8%
-----				

\* Victims may have been referred to more than one agency

TABLE 12: VICTIM RESPONSE: PROVISION AND  
 HELPFULNESS OF AGENCY REFERRAL

AGENCY REFERRAL	Number Referred	Assistance Helpful	%
Children's Aid	2	1	
Citizen Advocacy	1	0	
City Social Services	1	1	
Corrections Canada	1	1	
Crime Prev. Unit	5	5	
Dom. Violence Unit	2	0	
Family Service Bureau	2	1	
Hiatus House	1	0	
Hospital SW Dept.	2	2	
Justice of Victims	2	2	
Legal Aid	1	0	
Legal Assistance	5	3	
Salvation Army	5	4	
Sexual Assault Center	1	0	
<b>TOTAL</b>	<b>31</b>	<b>20</b>	<b>64.5%</b>

TABLE 13: VICTIM RESPONSE: LIKELIHOOD TO HAVE CALLED  
AGENCY WITHOUT REFERRAL ASSISTANCE

AGENCY REFERRAL	LIKELIHOOD			
	Number Referred	Would have called	%	Would not have called
Children's Aid	2			2
Citizen Advocacy	1			1
City Social Services	1			1
Corrections Canada	1			1
Crime Prev. Unit	5			5
Dom. Violence Unit	2			2
Family Service Bur.	2			2
Hiatus House	1			1
Hospital SW Dept.	2	1		1
Justice of Victims	2			2
Legal Aid	1	1		
Legal Assistance	6	1		5
Salvation Army	6			6
Sexual Assault Ctr.	1			1
<b>TOTAL</b>	<b>33</b>	<b>3</b>	<b>9.1%</b>	<b>30 90.9%</b>

In summary, the information and referral service offered by the project staff was found to be needed and appreciated by the victims who participated. A short-

term professional intervention service was needed for some victims, but was not always available.

#### Client Recommendation

Findings from the survey of victims provides their assessment of a victim of crime service in Windsor.

Victim assistance projects often serve to enhance the public's opinion of the police department, although satisfaction in general, has often been found to be high, irrespective of the presence of a program for victims (Brickley and Guest, 1984; Brown and Peachy, 1984).

Victim surveys from departments which have a victim program found that the rates of satisfied persons run 75% to 85%. The Windsor victim project compared favorably with these findings. Tables 14 and 15 show high levels of satisfaction ( 82% ) by victims surveyed regardless of such other factors as the type of crime or whether an offender responsible for the crime has been charged.

Victims were asked to comment directly upon the need for a service to victims of crime and upon its location (see Tables 16, 17 and 18). All of the victims recommended that a project for victims be continued. A high percentage ( 76% ) recommended that the project should be maintained in the Windsor Police Headquarters. Victims were asked to indicate whether the location of the project had a positive or negative influence on their

participation with the project.

Findings indicated that 73% of those surveyed found that the presence of the project in the police department was a positive factor which contributed to their participation.

From the perspective of the police who utilized the victim unit, the service was considered helpful for the victim, and in some cases, assisted their investigation. On a specific note, one of the officers, who referred a sexual abuse victim who was soon coming to court to testify, stated that, "the referral was really helpful (to me) because now she is going to be a better, more confident witness".

In summary, victims participating in the follow-up survey of the project, recommended that a program for victims is needed and that it should be located in the police department. It was also found that police who utilized the project were assisted by its presence. Therefore, the need for a victim program is endorsed by the victims and by the police knowledgeable of the project.

TABLE 14: VICTIM RESPONSE: SATISFACTION WITH POLICE AND  
TYPE OF OFFENSE

TYPE OF OFFENSE	SATISFACTION				TOTAL	%
	Satis- fied	%	Not Satisfied	%		
Attempt Murder	2				2	5.88%
Assault	11		2		13	38.24%
Assault-domestic	2		1		3	8.82%
Assault-sexual	1		1		2	5.88%
Robbery	5				5	14.71%
Break and Enter	3		1		4	11.76%
Theft	1				1	2.94%
Property Damage	1		1		2	5.88%
Other	2				2	5.88%
<b>TOTAL</b>	<b>28</b>	<b>82.35%</b>	<b>6</b>	<b>17.65%</b>	<b>34</b>	<b>100.00%</b>



TABLE 15: VICTIM RESPONSE: SATISFACTION WITH POLICE AND  
KNOWLEDGE OF CHARGE LAID

KNOWLEDGE OF CHARGE LAID	SATISFACTION				TOTAL	%
	Satis- fied	%	Not Satisfied	%		
Charge	16		2		18	52.94%
No Charge	12		4		16	47.06%
TOTAL	28	82.35%	6	17.65%	34	100.00%

TABLE 16: VICTIM RESPONSE: RECOMMENDATION FOR  
PROJECT MAINTENANCE

RECOMMENDATION	FREQUENCY	PER CENT
Maintain	34	100.00%
Disband	0	0.00%
TOTAL	34	100.00%

TABLE 17: VICTIM RESPONSE: PROJECT LOCATION

RECOMMENDATION	FREQUENCY	PER CENT
Police Dept.	25	75.76%
Not with Police	8	24.24%
TOTAL	33	100.00%

TABLE 18: VICTIM RESPONSE: IMPACT OF LOCATION  
ON PARTICIPATION

IMPACT	FREQUENCY	PER CENT
Negative	1	3.03%
Positive	24	72.73%
Indifferent	8	24.24%
TOTAL	33	100.00%

## Funding

In this section, findings are presented which concern the potential sources of funding for an on-going program. These findings will assist in determining some of the alternatives available in designing the administration of an on-going program.

On January 16, 1987, the Victim/Witness Assistance Program Co-ordinator from the Ministry of the Attorney General attended a meeting of Chief Hughes, police consultants and the project co-ordinator. Windsor-Essex was chosen to be a site for a pilot project of that Ministry in providing service to victims and witnesses. The program, which will be located in the Office of the Crown Attorney, will have one full-time Social Work Co-ordinator and clerical support. Coordination between the Crown Attorney's project and a victim program in the police department is necessary, especially concerning the completion of the Victim Impact Statements. In a meeting between the Project Co-ordinator and the local Crown Attorney, the need for project coordination between the victim programs was re-stated. The major consideration, when determining whether a need exists for two programs, i.e. 1) police and 2) Crown, is access to clients. Unless a person is charged for the commission of an offense, the name and specifics concerning the victims are not made known to the Crown's Office. Although a majority of serious crimes result in a charge, many

victims, including the majority of Break and Enter victims, would not receive service nor referral information. Given the development of specific procedures, it would be possible to integrate the two projects.

A meeting between the Commissioner of Social Services for the City of Windsor and two managers from that department with one of the police project consultants and the Project Co-ordinator was held on January 23, 1987. The assessment and referral service currently provided, by the City of Windsor Social Work Unit of the Windsor Social Services Department, is consistent with the victim project's current service objectives. The inclusion of victims of crime into their service network was considered by the Commissioner to be worthy of further consideration. Commissioner Howe agreed to operate the program for a period of four months, following the termination of the project at the end of April, 1987, with an emphasis on assessment and referral (see Appendix F). During the four month period, the Social Services Department would be able to assess the appropriateness of that department to provide funds to assist in the operation of an on-going program for victims of crime.

Other possible sources for funding which were contacted included the Ontario Ministries of the Solicitor General, Community and Social Services and Citizenship and Culture and the United Way of Windsor-Essex County. Although

each of the contacts were very supportive of the goals and objectives of the project, they were unable to commit financial support. It was of some interest to learn that the Ministry of the Solicitor General and the United Way would be more interested if the project provided crisis intervention and a twenty-four response capability.

Finally, some funding sources exist which were not explored. These include, private foundations and the Canadian Department of the Solicitor General.

In summary, it was found that in order to secure funding from an outside source, the police department will have to negotiate further with the funding bodies. Initial findings indicate that the source most likely to provide assistance is the City of Windsor Social Services. If the police department is prepared to consider an amalgamation with the program which is established at the Crown Attorney's office, a cost sharing arrangement will be required.

#### Summary

The observations and findings which have been presented clearly indicate that a need exists for a victim service. Secondly, the administration of the project was implicated in a number of the findings and can therefore be referenced in recommendations for administering a future on-going program. Finally, the information and referral services which were offered by the project were

found to be useful and beneficial by victims and by the police officers who participated in the project. Recommendations for supplementing those services can also be incorporated into recommendations for an on-going program.

## CHAPTER V

### Conclusion and Recommendations

#### Introduction

This research was intended to examine three major questions, requested by the Chief of Police in Windsor, Ontario, which were:

- 1) Does a need exist for a victim of crime service in the Windsor police department?
- 2) How should a victim of crime service be administered?
- 3) What services, if any, should be offered by a victim of crime service in the police department?

These questions will be respectively addressed in the three major sections of this chapter, namely, Program Need, Administration, and Service Provision.

The basis of the response to these questions is taken from an analysis of the literature, various observations during the course of the project, interviews and personal communications, and a review of current community services for victims.

Each of the conclusions, which resulted from the analysis, are the basis for the recommendations which are

made to the Windsor Police Commission. In response to the need of the department, the recommendations are purposely intended to be specific and readily applicable in practice. The final section of this chapter will identify further topics requiring research.

#### Program Need

This section will draw on findings from the literature, observations and the review of community resources to respond to the first research question which is: Does a need exist for a victim of crime service in the Windsor Police Force?

#### Conclusion

A program for victims of crime in the City of Windsor Police Force would be a benefit to the victims and the police and it would also enhance the services of the Windsor Police to the general public.

#### Basis for Conclusion

Services provided to victims were described by them as being helpful and all victims interviewed during follow-up contact recommended that a victim of crime project should be maintained (see p. 103 for finding). Most of the victims receiving assistance were unaware of the community services which were available to them and the victims expressed appreciation to the project staff for providing them with this information (see pp. 99-101 for finding).



Of those victims contacted, in the City of Windsor, the percentage wanting service ( 39 % ) compares favorably with data from other programs which have been studied (see p. 80 for finding). The time period of the pilot project was, by monthly average, the time of year for the fewest crimes, indicating a potential for increased numbers of victims who could be assisted during other times of the year (see p. 79 for finding).

If the police department does not make a referral to agencies to assist victims, the service provider is not likely to know of the victimization. Victims expect that police will treat their victimization confidentially, and the victim will generally not seek help on their own, thereby limiting any access to victims by agencies (see p. 99 for finding).

The police officers utilizing the project found that the services provided to the victims were helpful in that the victims felt more secure concerning their court testimony and in communicating with the investigating officer (see p. 104 for finding).

The literature shows that programs for victims of crime exist in most major cities in Ontario and many other urban centers in Canada (Canada, 1986). Although these programs vary in their method of service delivery, each program provided a needed service not traditionally

offered by police personnel.

#### Recommendation

That the Windsor Police Force develop an on-going service program for victims of crime.

#### Program Administration

This section will address the second research question which was: **How should a victim of crime program be administered?**

##### 1. Conclusion

A program for victims of crime should be given a clear mandate for operation by the police administration and the Windsor Police Commission and it should be located in the police department.

#### Basis for Conclusion

The Orders which were distributed by the Chief legitimized the existence of the project in the department, thereby providing access to necessary information (see p. 53 for finding).

Throughout the period of the project, officers were requesting an informal orientation to the project in relation to its purpose and procedures (see p. 71 for finding).

Each unit of the department experienced changes as to its

composition of officers, requiring an ongoing orientation process to the project in those units which worked closely with project staff (see p. 58 for example).

As discovered in the literature review, and as described by victims who were interviewed, most victims of crime do not normally reach out to community agencies for help after their victimization (see p. 102 for finding). Most victims were not aware of an appropriate service provider, in the community, capable of helping them (see p. 100 for finding).

In the majority of the cases, the location of the victim program, in the police department, was a positive factor in the victim's agreement to accept help. Three of every four victims recommended that the project be located in the Windsor Police Force (see p. 107 for finding).

#### Recommendations

- a) The Staff Sergeant responsible for training and the victim program co-ordinator should work together to develop a brief orientation pamphlet for officers.
- b) A document providing the mandate, policy, and procedures for a victim of crime program within the police department should be developed and made available to all units in the department.
- c) That the police commission approve a victim of crime

program to be located in the police department.

## 2. Conclusion

The program's location within any specific Division of the department encourages a high level of exposure to the officers of that division.

### Basis for Conclusion

Most referrals from officers came from the division in which the project was located. The informal communication and the on-site availability of project staff was cited as an important factor in the decision of the officers to make the referral. Accessibility of project staff to the investigating officer was essential to ensure follow-up (see pp. 75-76 for respective findings).

All serious crimes which were committed against victims were referred to the Criminal Investigations Division. The Patrol Division forwarded the Occurrence Reports of serious crimes to the Criminal Investigations Division for follow-up (see p. 74 for finding).

The benefit of personal contact between project staff and victims was often a result of having the project located in close proximity to the detectives as the victims would sometimes attend the detective office for investigation business such as viewing photos, "line-ups", or giving statements.

There were very few referrals from officers in divisions other than the Criminal Investigation Division (see p. 73 for finding).

The location of the project in the Criminal Investigations Division minimized the the amount of informal interaction available with officers from other Divisions (see p. 70 for finding).

#### Recommendations

- a) That the program be located in an area with a high level of visibility to the detectives.
  
- b) That a formal system of communication be established between the victim program staff and Staff Sergeants of other divisions.

#### 3. Conclusion

The program's identity would be enhanced if it were a distinct unit in the police department.

#### Basis for Conclusion

The establishment of a victim unit within a specific division has been the model of choice in other police departments across Canada which offer a victim service (Muir, 1986).

The project was quickly identified as the "Victim of

Crime Unit" by officers and the media.

The consultation provided by officers to the Project Co-ordinator was invaluable to the development of a workable process of integrating the procedures of the victim unit with the existing operational policies and procedures of the police department (see p. 53 for finding).

#### Recommendations

- a) That the program for victims of crime be designated as a unit in a division and, given the Police Force's current organization, a unit within the Criminal Investigation Division would be quite effective.
- b) The Co-ordinator of the Victim of Crime program should have a formal relationship with assigned consultants, comprised of the Staff Inspector of the Criminal Investigations Division and supervisors from this and the other divisions.

#### 4. Conclusion

The victim of crime project in the police department operated effectively with the composition of a "qualified" social worker on a full-time basis, supported by two part-time social workers and clerical support.

### Basis of Conclusion

The project staff must have the ability to provide an individual needs-assessment and they must have an understanding of the services offered by agencies in the community to carry out the project expectations (see p. 54 for finding).

The police department demonstrated confidence in the qualifications of the coordinator throughout the duration of the project by: 1) allowing him to develop the procedures for the project (see pp. 52-53 for finding); 2) providing him the opportunity to be the department's contact with the media for matters concerning the project (see p. 68 for finding); 3) providing him with all resources which were requested, including a personal computer (see p. 69 for finding); 4) allowing him to prepare the Orders and correspondence which concerned the project (see p. 53 for finding); and 6) the provision of access to all required information, records and personnel.

Project staff required the ability to make a cursory assessment over the telephone at the time of the initial contact (see p. 85 for finding).

Staff of the project had time available during which they could have increased the number of persons contacted, including non-victims, if they had the mandate to do so (see p. 91 for finding).

The preparation of correspondence within the police department and to the community was undertaken by the Project Co-ordinator which required the efforts of clerical staff of the Criminal Investigations Division. The referral directory and all data which was collected during the project was prepared by project staff on a personal computer loaned to the project.

#### Recommendations

- a) That a graduate social worker capable of developing a needs assessment of the victim, and having knowledge of the community services, be employed on a full-time basis as the program coordinator.
- b) Manpower for the program can be enhanced with the use of students on placement from the School of Social Work and students on summer employment contracts.
- c) The victim unit be provided with clerical support and the use of a personal computer.

#### 5. Conclusion

The ability to operate the program, during an interim period of time, will depend upon successful negotiation with private and public resources.



### Basis for Conclusion

There is currently no allocation in the police department's budget for a program for victims of crime. Discussions with the Ontario Ministries of the Solicitor General, Attorney General, Community and Social Services and Citizenship and Culture did not result in any commitment on their respective parts to fund a victim program in the Windsor Police Force. Similarly, the United Way of Windsor-Essex was non-committal about funding such a program (see pp. 108-110 for finding).

A firm commitment to provide staff to continue the project until the end of September, 1987 was received from the City of Windsor, Social Service Commissioner (see Appendix F).

### Recommendations

- a) That a budget-line for a victim of crime program be established in the budget of the Windsor Police Force beginning with the 1988 budget.
- b) A budget for a victim of crime program should be developed which can be submitted to potential funding sources.
- c) A formal request by the police department should be made to the Social Service Department of the City of Windsor and to the School of Social Work to continue the project during the remainder of the current

fiscal year.

#### 6. Conclusion

A victim of crime program would improve the public image of the police department, and hence lead to better and more effective policing.

#### Basis for Conclusion

Literature has been critical of the Criminal Justice System (including the police) for not providing adequate services to victims of crime (see Chapter II for finding). The service to victims, provided by the project, demonstrated a concern on part of the police department that improved the image of the police in the opinion of the victims (see p. 89 for finding).

#### Recommendation

The police department should inform service providers and the general public of the existence of the program for victims offered by the department.

#### Service Provision

This section of the chapter will address the final research question which is: **What services, if any, should be offered by a victim of crime service in the police department?**

1. Conclusion

A victim referral service in the police department effectively assisted victims to obtain needed services.

Basis for Conclusion

If the police department does not make a referral to agencies to assist victims, the service provider is not likely to know of the victimization.

The victim will generally not seek help on their own, thereby limiting any access to victims by agencies (see p. 99 for finding).

Most of the victims receiving assistance were unaware of the community services which were available to them and the victims expressed appreciation to the project staff for providing them with this information (see pp. 99-101 for finding).

Recommendation

That the primary objective of a police-based victim of crime program in Windsor be to refer victims to existing agencies and services for assistance.

2. Conclusion

A Victim of Crime Unit in the Windsor Police Force would provide a mechanism to ensure that victims are not ignored following their victimization.

### Basis for Conclusion

The project provided front-line officers and detectives with a police-based follow-up program to whom victims might be referred.

Contact with victims revealed the surprise and appreciation that many of them felt at having been "thought of" after reporting the crime (see p. 84 for finding). The literature review supports this finding of a positive response from victims to police in locations where a victim service exists.

The acceptance of various services by 39 % of those victims contacted by the Windsor project compares favorably with other projects across Canada (see p. 86 for finding). It can be presumed that these victims would have gone without service had the project not existed.

Many occurrences of a critical but non-criminal nature are reported to the police which might appropriately be referred to services in the community by a police-based victim service.

### Recommendations

- a) Supervisory officers should ensure that front-line officers are informed of the the resource provided to them by the victim unit and they should be encouraged to use the service when the victim

requires, or might benefit from, the service.

- b) The victim unit be provided the mandate to contact victims or their families in cases of non-criminal incidents such as suicides, attempted suicides, missing persons, and child management problems.

### 3. Conclusion

The coordinator of the unit plays an active role in maintaining the flow of communication, relative to available services, between the police department and service providers.

#### Basis for Conclusion

Project staff were required to be familiar with community agencies to ensure that appropriate referrals were made.

The project demonstrated that information concerning the role and function of service providers must be kept current by the victim unit if a referral service is to be effective for the police department. This information could be shared with all divisions through the development and maintenance of a referral directory as initiated by the project (see Appendix G for excerpt from directory).

#### Recommendations

That a directory of services should be produced and

updated by the unit which would be available to all divisions in the police department.

#### 4. Conclusion

A victim of crime unit requires the flexibility to offer direct intervention when it is expedient to do so.

##### Basis for Conclusion

Victims requiring a referral for counselling services offered by other agencies often required two or three contacts with project staff in order to establish their linkage with the service provider. This referral process was at times cumbersome for the victim. A short-term intervention by the project staff would have more quickly reduced victim's period of trauma by providing some basic assistance in the area of self-assurance and trauma resolution (see p. 82 for finding).

Victim responsiveness was demonstrated in instances where a victim's problem which existed prior to the incident of victimization was addressed. This required the staff to have knowledge of services beyond those directly related to the effects of crime (see p. 84 for finding).

Counselling services provided by community agencies are often for a short duration consisting of one to three personal contacts and it would have taken at least two contacts between the victim and project staff to complete the referral.

### Recommendations

- a) Project mandate should be sufficiently flexible to allow project staff to implement services when it appears that the victim is apprehensive to participate in referral.
- b) Project staff should utilize social work skills to ensure a maximum benefit of a single contact with victims.
- c) Project staff must be capable of making knowledgeable assessments and referrals to a wide range of community service providers.

### 5. Conclusion

"Victim Impact Statements" need to be completed in concert with the needs of the investigating officer and the Office of the Crown Attorney.

### Basis for Conclusion

The completion of "Victim Impact Statements" was the second most utilized service of the project (see p. 95 for finding). These statements are usually used at the time of sentencing, but their use may be expanded to provide information to the Crown Attorney at the "Show Cause" hearings.

"Crown Briefs", in which Victim Impact Statements are

placed, are compiled in the police department. Victims often attend headquarters to give their formal "Statement" concerning the offense and on occasion were then referred to the project for completion of an impact statement (see pp. 74-75 for finding).

#### Recommendations

- a) The office of the Crown Attorney and the Police Department should review the current "Victim Impact Statement" format and develop a common form.
- b) That the use of "Victim Impact Statements" could be expanded to include "Show Cause" submissions and at Criminal Injuries Compensation hearings.
- c) Impact statements should be taken, initially by the victim unit in the police department, and these might then be updated, as required, by the Crown's Office.

#### 6. Conclusion

Services delivered to victims, must be better coordinated in the community.

#### Basis of Conclusion

A program offered by the Crown's Office for victims and witnesses is being piloted and some services offered by it may overlap with services offered by a program in the police department unless good coordination takes place



(see p. 108 for finding).

Some service providers to victims are unable to access victims without a referral from the police department (see p. 99 for finding).

#### Recommendation

- a) A close working relationship with the victim/witness program at the Office of the Crown Attorney should be maintained to ensure a coordination of efforts.
- b) An efficient referral process should be negotiated between the police department and existing service providers.

#### Summary

The research has addressed the questions related to program need, administration and service delivery. Each conclusion in each of the three preceding sections must be considered in relation to its basis and subsequent recommendations. The recommendations, which are repeated below, are intended to provide direction to the police administration if they decide to provide a program for victims of crime.

The recommendations derived from the research in relation to each of the three questions posed by the police department are as follows:

### Program Need

1. That the Windsor Police Force develop an on-going service program for victims of crime.

### Program Administration

2. The Staff Sergeant responsible for training and the victim program co-ordinator should work together to develop a brief orientation pamphlet for officers.
3. A document providing the mandate, policy, and procedures for a victim of crime program within the police department should be developed and made available to all units in the department.
4. That the police commission approve a victim of crime program to be located in the police department.
5. That the program be located in an area with a high level of visibility to the detectives.
6. That a formal system of communication be established between the victim program staff and Staff Sergeants of other divisions.
7. That the program for victims of crime be designated as a unit in a division and, given the Police Force's current organization, a unit within the Criminal Investigation Division would be quite

effective.

8. The Co-ordinator of the Victim of Crime program should have a formal relationship with assigned consultants, comprised of the Staff Inspector of the Criminal Investigations Division and supervisors from this and the other divisions.
9. That a graduate social worker capable of developing a needs assessment of the victim, and having knowledge of the community services, be employed on a full-time basis as the program coordinator.
10. Manpower for the program can be enhanced with the use of students on placement from the School of Social Work and students on summer employment contracts.
11. The victim unit be provided with clerical support and the use of a personal computer.
12. That a budget-line for a victim of crime program be established in the budget of the Windsor Police Force beginning with the 1988 budget.
13. A budget for a victim of crime program should be developed which can be submitted to potential funding sources.

14. A formal request by the police department should be made to the Social Service Department of the City of Windsor and to the School of Social Work to continue the project during the remainder of the current fiscal year.
15. The police department should inform service providers and the general public of the existence of the program for victims offered by the department.

#### Program Services

16. That the primary objective of a police-based victim of crime program in Windsor be to refer victims to existing agencies and services for assistance.
17. Supervisory officers should ensure that front-line officers are informed of the the resource provided to them by the victim unit and they should be encouraged to use the service when the victim requires, or might benefit from, the service.
18. The victim unit be provided the mandate to contact victims or their families in cases of non-criminal incidents such as suicides, attempt suicides, missing persons, and child management problems.
19. That a directory of services should be produced and

updated by the unit which would be available to all divisions in the police department.

20. Project mandate should be sufficiently flexible to allow project staff to implement services when it appears that the victim is apprehensive to participate in referral.
21. Project staff should utilize social work skills to ensure a maximum benefit of a single contact with victims.
22. Project staff must be capable of making knowledgeable assessments and referrals to a wide range of community service providers.
23. The office of the Crown Attorney and the Police Department should review the current "Victim Impact Statement" format and develop a common form.
24. That the use of "Victim Impact Statements" could be expanded to include "Show Cause" submissions and at Criminal Injuries Compensation hearings.
25. Impact statements should be taken, initially by the victim unit in the police department, and these might then be updated, as required, by the Crown's Office.

26. A close working relationship with the victim/witness program at the Office of the Crown Attorney should be maintained to ensure a coordination of efforts.
27. An efficient referral process should be negotiated between the police department and existing service providers.

Further Topics For Study Arising From The Research

There is some evidence, arising from interviews with some funding sources, that a crisis intervention service in Windsor would be more likely supported than a non-crisis service. An evaluation into the need for a Windsor Police crisis intervention service may therefore be warranted.

The selection of victims, from Occurrence Reports, was based upon a variety of variables such as age, marital status, etc.. An examination of these variables, individually and jointly, in relation to the likelihood of being selected and needing service would be worthy of further study.

The City of Windsor Social Services Department, which demonstrated interest in the maintenance of the victim service may wish to identify those victims of crime who are also active clients of the department. This would

serve to justify their involvement with the victim  
service as they would be able to further respond to the  
needs of their clients.

APPENDIX A



PILOT PROJECT FOR A  
WINDSOR POLICE VICTIM INFORMATION AND REFERRAL PROGRAM

Statement of Goal and Objectives

**GOAL**

To study the need and suitability of a Windsor Police Victim Information and Referral Program, the goal of which would be to enhance the services of the Windsor Police Department to the population of the City of Windsor who have been victimized by a crime.

**OBJECTIVES**

The objectives of the project and study would be to identify the need to:

1. Provide information to victims of crime concerning the progress of the investigation of their matter;
2. Provide linkage between the victim of a crime and appropriate community services to meet the specific needs of the individual;
3. Increase a co-operative rapport between victims and the Windsor Police personnel by providing individualized referral and information service on behalf of the investigating officer(s).

WINDSOR POLICE VICTIM INFORMATION AND REFERRAL PROGRAM  
PILOT PROJECT

A. SERVICES OFFERED

1. PROVISION OF POLICE CASE INFORMATION

The following information concerning police cases will be provided to victims of crime:

- i) if the case is under investigation;
- ii) if anyone has been charged;
- iii) liason between victim and officer.

2. PROPERTY INQUIRIES

The following information will be provided and/or received from victims concerning property offences:

- i) reporting additional property stolen;
- ii) supplying details about items already reported;
- iii) enquires whether property may be claimed or recovered.

3. CONTACTING VICTIMS

Program personnel will initiate contact with selected victims of crime by phone, visit or letter enquiring about impact of offence.

4. REFERRAL TO EXISTING COMMUNITY SERVICES

Program personnel will refer victims to appropriate community services on a voluntary basis. Contact with the agency may be made on behalf of the victim. Where contact has been made a follow-up process will take place. Information about existing services will be provided to the victim.

5. CRIME PREVENTION INFORMATION

Program personnel will, on behalf of victims, make referral to the Community Services Division, Crime Prevention Unit where the victims could benefit from information on crime prevention.

6. OTHER SERVICES

The following specific services will also be provided by program personnel:

- i) assistance with criminal injuries compensation by means of referral, information, application.
- ii) verification of incidents/occurrences for social service agencies.
- iii) co-ordination of the completion of victim impact statements

## B. POPULATION SERVED

Generally, any victim of an offense of the Criminal Code of Canada is an eligible client for the programme. An important element of the project is to provide a support service to the victims on behalf of the investigating officer(s). It is therefore important to allow referrals at their discretion.

With the above noted, some eligibility guidelines are provided. The following are eligible:

- i) victims of an offense against the person and property offenses.
- ii) motor vehicle accident victims where there is serious injury or fatality.

## C. PROGRAM INTAKE

- i) review of police occurrences to identify those "red flagged" for the program by the investigating officer or Staff Sergeant.
- ii) victim initiated telephone enquires.
- iii) direct referrals from officers.
- iv) all referrals requiring personal (visit or phone) contact shall take place within two days. Referrals to be contacted by letter shall be contacted within seven days.

## D. FINANCIAL REPARATION

The program will not have a cash-on-hand component. Any victims requiring emergency financial assistance shall be referred to existing community agencies. Requests for financial restitution shall be indicated as part of the victim impact statement or referred to the office of the Crown Attorney.

## E. SPECIAL PROJECTS

The following special projects will be completed by the project personnel:

- \* Develop and maintain list of emergency services to be accessible by all officers to be located at:  
Communications Centre; Staff Sgt., Prct. 1; Staff Sgt., Prct. 2; Main Office, Prct. 1; Main Office Prct. 2; Staff Sgt., C.I.D.; Staff Sgt., S.I.B.; Staff Sgt., Traffic; Staff Sgt., Break and Enter; and Staff Sgt., Youth Branch.

- \* Develop a roster of agencies offering services to victims giving detailed information building on the recently published booklet "Victims Survival Guide".
- \* Develop linkeages with agencies which provide services to program referrals.
- \* Perform a program evaluation to determine if the goals and obectives have been met to the satisfaction of the police administration and determine the extent of influence the program had in meeting victim needs.

#### F. HOURS OF OPERATION

During the initial stages of the project's operation, personnel shall be available Monday - Friday, 0830hrs to 1630hrs. Hours may vary if this is deemed appropriate.

APPENDIX A AND HOW TO USE IT  
BY THE STUDENT

APPENDIX B

WINDSOR POLICE VICTIM INFORMATION AND REFERRAL PROGRAM

PROGRAM EVALUATION

(QUESTIONNAIRE FOR VICTIMS OF CRIME)

The Windsor Police Victim Information and Referral Project has been established to study the need for a program to assist victims of crime. Your response to the following questions will greatly assist the department in determining how such a program could be most beneficial to the population of Windsor.

Please complete and return to: Wm. Marcotte  
Victim Information and  
Referral Unit  
Windsor Police Department  
P.O. Box 60  
Windsor, Ont. N9A 6J5

If you have any questions, please call 255-6744.

1. What type of crime brought you into contact with the Police department?  
 Property offense (Theft, Break & Enter, etc.)  
 Personal injury offense (Assault, Sexual Assault, etc.)  
 Motor Vehicle offense (Auto with injury, etc.)  
 Other \_\_\_\_\_
2. How were you contacted by the Victim Information and Referral Project?  
 Phone  
 Visit  
 Letter
3. Prior to the contact, were you aware of the existence of the project?  
 Yes  
 No
4. If a referral was made on your behalf, did the agency to which you were referred provide you with the assistance requested?  
 Yes  
 No
5. If a referral was made on your behalf, did the agency to which you were referred provide you with helpful assistance?  
 Yes  
 No

6. Were you aware of the service offered by the agency to which you were referred prior to the project making the referral?  
 Yes  
 No
7. Would you have called this agency without the involvement of the project or police?  
 Yes  
 No
8. Were you satisfied with the manner in which the police department (including the project) handled your matter to date?  
 Yes  
 No
9. Are you aware if anyone to date has been charged with the offense committed against you?  
 Yes there has been a person charged.  
 No, as far as I know, nobody has been charged.
10. Would you recommend that the Police Department maintain the victim information and referral unit?  
 Yes  
 No
11. Would you recommend that the victim information and referral unit be located in an agency other than the Police Department?  
 Yes Suggested Agency: \_\_\_\_\_  
 No
12. Do you believe the location of the project (in the Police Station) negatively impacted your co-operation or involvement?  
 Yes  
 No
13. Do you believe the location of the project was a positive influence in your co-operation or involvement?  
 Yes  
 No
14. What did you find most helpful about the project?
15. What did you find least helpful?

16. If you are answering this questionnaire on behalf of the victim please indicate the reason for doing so.

Victim is:  a child  
 physically handicapped  
 suffers from psychological disorder  
 developmentally handicapped

17. Please make any recommendations which you feel would improve the service of the victim information and referral project based on your experience.

Thank you for taking the time to respond to this questionnaire.  
Bill Marcotte, Project Supervisor

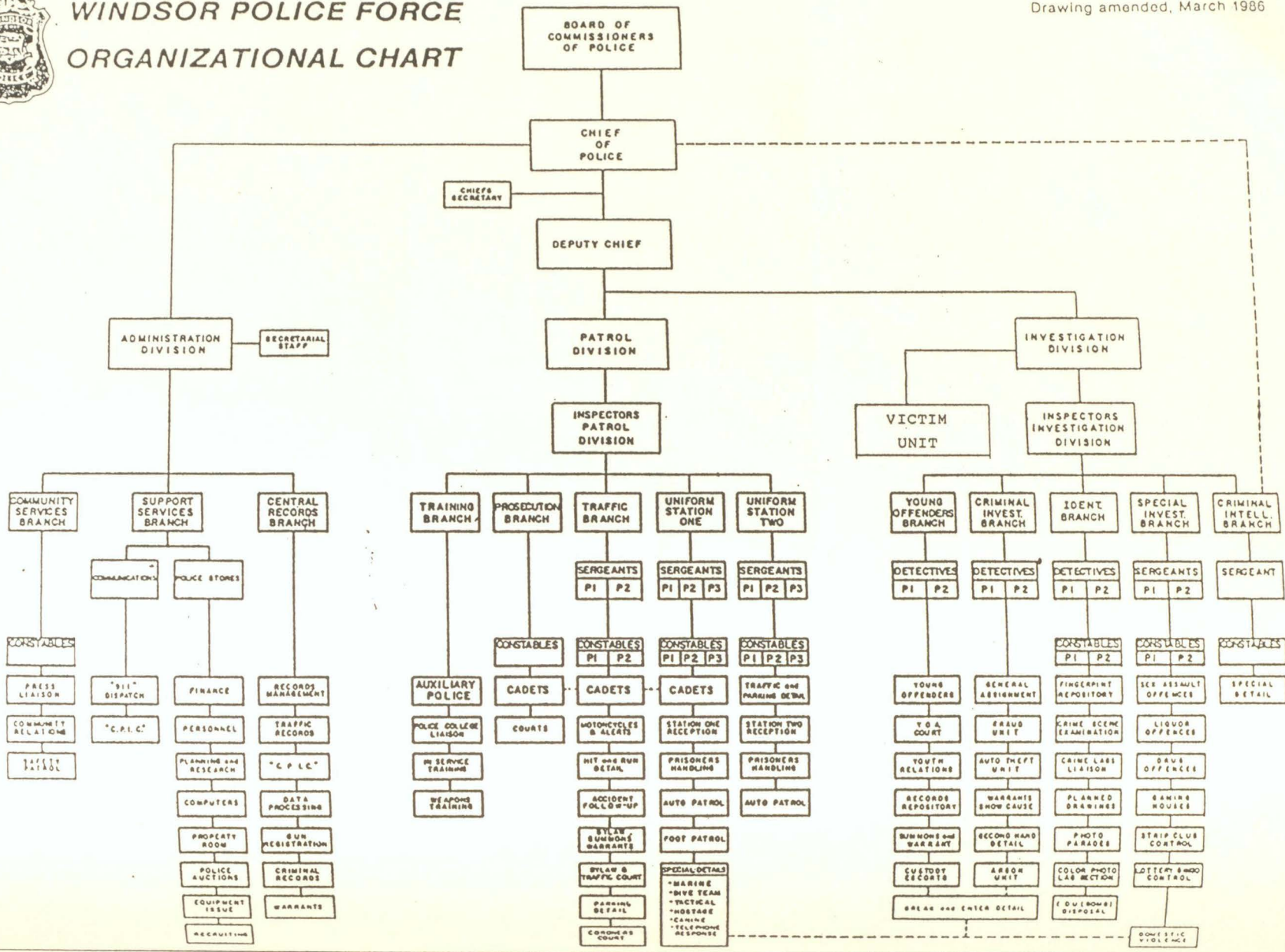


APPENDIX C



# WINDSOR POLICE FORCE ORGANIZATIONAL CHART

Chief of Police, John Hughes  
Drawing amended, March 1986



CHAPTER 2  
PAPER AND  
PUBLICATION  
AND PUBLISHING  
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APPENDIX D

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ITEM 22

PAPER NAME Windsor Star  
PUBLICATION DATE Wed 22 Oct 86  
PAGE NUMBER A3  
SECTION METRO  
LENGTH OF STORY 476 words  
STORY TYPE NEWS  
BYLINE By Jim Potter Star Staff Reporter

--- Despite concerns, victims of crime referral unit set ---

Windsor police will launch a crime victims' referral service early next year, despite fears the pilot project is part of a trend to turn the department into a social service agency.

Chief John Hushes told the Windsor Police Commission on Tuesday the referral service will help victims of crime obtain legal, psychological or material assistance from community service agencies.

The announcement was hailed as a victory by Franca Policella-Palomba, whose group, Windsor Justice for Victims of Crime, has lobbied since 1983 for the rights of crime victims.

But Judge Joseph McMahon, chairman of the police commission, said he is "very, very fearful" about the direction the department appears to be taking.

McMahon, noting the department's domestic violence unit employs a police officer full time as a "social worker" for victims of family violence, said the planned referral service seems to be part of "an ongoing attempt to turn the police department as a law enforcement agency into some type of social agency."

Hushes said the referral service, to be manned by University of Windsor social work students and headed by Const. Pam Smith of the domestic violence unit, will operate as a pilot project for the first four months of next year.

He said a graduate student of social work will conduct a research project on community referrals for crime victims and their families with recommendations about the future of the project to be submitted to the police commission.

POLICELLA-PALOMBA said the referral service will offer much-needed assistance. "Often a victim of crime does not know who to turn to," she said. "They fall into the cracks of the system. They feel that nobody cares."

She said the "No. 1 area" of concern is providing crime victims with proper emotional support and psychological counselling to help them "just forget (about the crime) and live again."

Hughes said police officers now carry laminated cards with information about agencies that crime victims can contact for assistance. That, he said, has not been good enough, and, "We feel we can do more referral for victims of crime than we do now."

McMahon said victims "have gotten lost in our (criminal justice) system and we've got to do something about it" and the department can help by notifying victims about the progress of investigations and the status of a case in the courts.

But he questioned whether operating a referral service is the job of police, especially when resources are limited.

He said the department found itself filling a gap in services left by the provincial government when funding was cut for Hiatus House, a shelter for battered women, and "we have to draw the line someplace."

Hughes assured McMahon that while "I don't want to start a social service agency . . . there are things we have to do that are expected of us by the community."



## Chief rejects plan to do social work

Police are in the business of laying charges against people involved in domestic disputes and not providing social work and counselling services, Windsor Police Chief John Hughes said Tuesday.

Hughes told a meeting of the Windsor Police Commission that police are vigorously laying charges against wife beaters, and have no plans to hire a professional social worker to answer domestic violence calls.

Ald. Donna Champagne had asked the commission to study a London police force program which has social workers and not police officers an-

swer domestic violence calls.

Hughes said the department's domestic violence unit, headed by Const. Pam Smith, investigates domestic assaults and lays appropriate charges. Smith and other officers also refer victims of domestic violence to social service agencies for help, Hughes said.

He said when police are summoned to a domestic assault, it is to end the dispute and lay charges where necessary, not to provide counselling.

"The police should not have social workers answering calls," Hughes told reporters following the meeting.

APPENDIX F

APPENDIX F

...in the past, on which you can  
...of what you  
...with the past, however.

...with the past, however.



D. HOWE  
COMMISSIONER

PLEASE REPLY TO THE  
ATTENTION OF:

THE CORPORATION OF THE  
**CITY OF WINDSOR**



755 LOUIS AVE.  
WINDSOR, ONTARIO  
N9A 1X3

TELEPHONE (519) 255-5200

SOCIAL SERVICES DEPARTMENT

RECEIVED  
OFFICE OF THE CHIEF OF POLICE  
WINDSOR, ONTARIO

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FEB 13 1987  
CHIEF \_\_\_\_\_ D/CHIEF \_\_\_\_\_

January 28, 1987

Staff Sergeant Ian Chippett  
Windsor Police Department  
445 City Hall Square West  
Windsor, Ontario  
N9A 6J5

Dear Sergeant Chippett:

The purpose of this correspondence is to confirm with you the Social Services Department's understanding of what your expectations are for the Victim Support Program.

Your program, designed to provide a referral service and potential immediate crisis-intervention, is a very worthwhile endeavour and one which the Social Services Department feels is long overdue. Your request to provide assistance to your program is an acceptable one and I would suggest that you and Mr. Marcotte meet with the Supervisor of the Counselling Unit to develop specifically some terms of reference and expectations for the contributing parties for this project. These initial discussions should cover what your expectations are of the Department of Social Services Social Worker, who will be assigned to perform these responsibilities and the time necessary to be actually available to the Windsor Police Department. I believe that it is realistic to look at a starting date of early May 1987 and to continue through until late September of the same year. This period of time will cover the lack of availability of a Social Work Student by the University of Windsor.

I trust you will find concurrence with the above and I would request that you contact Mr. William Barger at 255-5247 to initiate a preliminary meeting with him and the Social Worker who will be assigned to your Victim Support Program.

Yours truly,

Dana Howe  
Commissioner of Social Services

WB|da

154.

*Direct. Victims Sup. See me please. Chief.*

APPENDIX G

REFERRAL DIRECTORY HOLDERS

DIRECTORY HOLDER:

DATE:

DIRECTORY NUMBER:

FOR YOUR INFORMATION AND REFERENCE, PLEASE FIND ATTACHED THE  
DIRECTORY OF AGENCIES AND SERVICES PREPARED BY THE VICTIM OF  
CRIME INFORMATION AND REFERRAL PROJECT. THIS DIRECTORY SHOULD  
REMAIN AT THE STATION OF THE DIRECTORY HOLDER IN ORDER THAT  
AMMENDMENTS MAY BE FORWARDED APPROPRIATELY.

Wm. T. Marcotte  
Project Coordinator

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OUTLINE FOR SOCIAL SERVICE AGENCY DATA INTERVIEW

AGENCY: ADOLESCENT CRISIS SERVICES

ADDRESS: 690 CATARAQUI (IN ESSEX CAS)

PHONE: 252-2720

AFTER HOURS PHONE: SAME

CONTACT: SANDY ANDERSON

HOURS OF OPERATION: 24 HOURS

CLIENT GROUP: PERSONS 12 - 19 YRS

CRITERIA: VOLUNTARY SERVICE, PERSON IN CRISIS

FINANCIAL ASSISTANCE: YES \_\_\_\_\_ NO X \_\_\_\_\_  
Description:

EMERGENCY ASSISTANCE: YES X \_\_\_\_\_ NO \_\_\_\_\_  
Description: PROFESSIONAL COUNSELLING SUPPORT WITHIN 4 HOURS

COUNSELLING ASSISTANCE: YES X \_\_\_\_\_ NO \_\_\_\_\_  
Description: Adolescent and Family Counselling by professional  
Social Work staff.  
Bereavment Counselling - individual and group

LEGAL ASSISTANCE: YES \_\_\_\_\_ NO X \_\_\_\_\_  
Description:



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## VITA AUCTORIS

Born in 1953, in the City of Windsor, Ontario, William Thomas Marcotte completed his elementary and secondary school education with the Windsor Roman Catholic Board of Education. He attended the University of Windsor in 1972 and was accepted into the School of Social Work from which he received his Bachelor of Social Work degree in 1976. He also obtained his Bachelor of Arts degree, with a concentration in Psychology in 1975. Mr. Marcotte was accepted into the part time graduate studies program at the School of Social Work in 1984 from which he intends to graduate with a Master of Social Work degree in 1987. Student field assignments included work with the Roman Catholic Children's Aid Society of Essex County, Probation and Parole Service in Windsor, Ontario and most recently with the Windsor Police Force as coordinator of a pilot project for victims of crime.

The author's professional employment experience began in 1975 as an After Hours Duty Worker for the Roman Catholic Children's Aid Society. In 1975 and 1976 he worked in the Summer Employment Program with the Ministry of Correctional Services as a Probation Officer in the Probation and Parole Service before commencing employment on a permanent basis with the same Ministry as a Correctional Officer in the Windsor Provincial Jail. Before the end of 1976, the writer transferred to the Probation and After-care Office of the Ministry of Correctional Services in Chatham, Ontario. The

responsibility of the Probation and Aftercare Division was transferred to the Ministry of Community and Social Services in 1977 and the author continues to be employed by that Ministry. In 1984, the writer transferred to the Windsor Area Office of the Ministry as a Community Program Coordinator in the Community Programs Unit. Since 1981, the writer has also held a position as an adult education instructor in the Social Welfare Certificate program at St. Clair College in Chatham and Windsor. In 1987, he served as a sessional instructor for the University of Windsor, School of Social Work.

In the community, the candidate has been active in several capacities including a volunteer with the Probation and Parole Service in Windsor; a board Director and President of Chatham-Kent Big Brother Association; an advisory committee member of the Ministry of Community and Social Services on services to the developmentally handicapped; a committee member of the Kent County Inter-agency Service Coordination Council. Current community activities include an advisory committee member of the St. Clair College Developmental Service Worker Diploma program; a Field Instructor for the University of Windsor School of Social Work; a member of the Justice Committee of the Windsor-Essex Branch of the Ontario Association of Professional Social Workers; a member of the Citizen Advisory Committee for the National Parole Office in Windsor, Ontario; and Chairman of the Steering Committee of the Windsor Police Victim of Crime Program.

