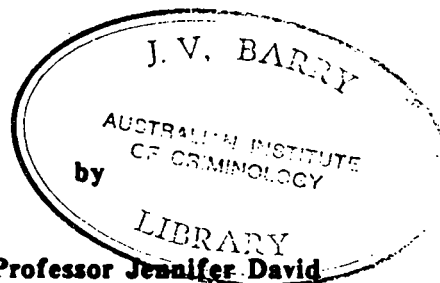


**SERVICES
FOR VICTIMS OF CRIME
IN AUSTRALIA**

REPORT TO THE CRIMINOLOGICAL RESEARCH COUNCIL



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This project was supported by a grant from the Criminological Research Council. The views expressed are the responsibility of the authors and are not necessarily those of the Council.

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INTRODUCTION

This research was generously funded by a Criminology Research Council grant of \$12,950. Their assistance and co-operation is gratefully acknowledged. The grant enabled Francis Pegrum, Research Assistant to the project to work full time for four months and enabled the survey form to be printed and thus made easier to complete. The grant also enabled Francis to assist part-time in the final compilation of the results obtained.

The project set out to compile a directory of services for victims of crime throughout Australia. It was intended that one of the functions that such a directory would fulfil would be to assist in the referral of victims of crime to services appropriate to their needs. Of equal importance however, was the concern to inform service providers and policy makers of the types of services that were actually being provided at present for victims of crime.

As Grabosky (1989:31) has argued:

"there is a need for rational planning and integration of victim services. Programs in the various social welfare and criminal justice agencies tend to have been established on an ad hoc basis. The resulting lack of co-ordination may well have impeded access to appropriate services on the part of some potential users. It quite likely has contributed to some degree of operational and economic inefficiency. Administrators would do well to approach victim services from a broad, integrated social policy perspective."

It was hoped that this project would go some way towards providing systematic information about the range of services which currently exist throughout Australia, and conversely assist in identifying the gaps and limitations in such services. Such information is basic to the task of the rational planning of further services.

At the time that the grant was sought, there were indications that the governments in at least two states were considering providing additional or more comprehensive services for victims. It was felt that there was insufficient knowledge of what services were currently being provided, how adequate they were perceived to be by the providers and what additional services those providers considered necessary or desirable.

The Victorian government has since appointed a committee to ascertain what services exist in that state and to ascertain what services are needed¹. The Tasmanian Government has also appointed a consultant to review the existing services for women and children in that state and, whilst not limited to the needs of victims of crime, such needs will form an important focus of the review.

Unfortunately it was not within the scope of this project to even attempt an evaluation of the efficiency and effectiveness of existing services for victims of crime. That would represent a mammoth task on a national basis. Rather the survey sought information from all respondents concerning the perceived limitations of services for victims of crime. Respondents were also asked to make suggestions concerning other services necessary to meet

1. The Project Officer for that committee contacted the research team and was given a copy of the draft Directory for Victoria and NSW for purposes of comparison. She indicated that she had found them extremely helpful as a starting point for her enquiries.

the needs of victims of crime. Such an approach is complementary to, although of course does not substitute for, research which seeks the victims' own comments and suggestions concerning services necessary to meet the needs of victims of crime (see for example research conducted by the South Australian Office of Crime Statistics as reported by Gardener, 1988).

Rationale for Project

As stated in our original grant application, this project set out to compile a database of services for victims of crime throughout Australia. It was proposed to gather, collate and present detailed information on all services - governmental and non-governmental - for victims of crime throughout Australia and to disseminate that information as widely as possible.

Our experience had been that policy was often constructed without research into the existing services or into the needs of victims as expressed by them, and without clear planning concerning resources and service delivery.

In NSW the Police Victims of Crime Co-ordinators were allegedly announced as a new initiative by the then Premier without prior consultation with the Police Department and without planning based upon any such research. The Co-ordinators were even unaware of a number of the possibilities of their roles 12 months after their appointment. A similar lack of planning and research was evident with respect to the Divisional Domestic Violence Liaison Officers, who for some months after their appointment had no clear statement of what their duties entailed.

It was anticipated also that the survey itself would be an educative vehicle for agencies surveyed which were not aware of victims of crime and/or their needs. This proved to be the reality as a number of responses were received indicating that whilst a given agency did not provide services to victims of crime, the agency would like further information about the needs of victims and the services that could or should be provided for them. Many of the agencies also stated that education on the needs of victims should be provided for police, professionals and the community generally. One agency advocated preventive education for school students.

A further objective was to research and produce a bibliography of material published in Australia over the last 10 years concerning services for victims of crime. There was perceived to be a lack of a readily available resource information in the area and poor communication between agencies and between states concerning service provision.

Since the project began the Young Lawyers Section of the Law Society of NSW published the Crime Victims Handbook, a resource booklet of information and services for victims of crime in NSW. The original researcher for that project consulted extensively with members of the project team. This has no doubt been an invaluable asset for victims, for police and for others who assist victims.

DESCRIPTION OF THE PROJECT

A national survey was conducted of a wide range of agencies which offer either specific or general services to victims of crime. A copy of the survey form is in Appendix 1.

The survey sought details such as the nature of the services provided by each organisation or agency, the availability of the service and the geographical area in which it operated, target groups for the service, the number of staff and the training of staff to meet the needs of victims of crime, sources of funding, factors limiting the services provided, and suggestions for further services for victims of crime.

The term *victim of crime service* was not familiar to many of the agencies surveyed and the possible ramifications of this for the research findings will be discussed further below.

Development of the survey form and pilot testing

In developing the survey form, the research team consulted a number of other directories prepared in Australia (though not concerning victim services) or in other countries which were prepared using a similar survey methodology.

Every effort was made to ensure that the survey forms were clear, unambiguous and easy to complete. A draft survey form was prepared and pilot tested in N.S.W. by having six agencies complete the form and comment on its content and layout. Some modifications were made to the form on the basis of this pilot testing.

The forms were sent out with an accompanying letter explaining the nature of the survey including the proposal that agencies responding to the survey would be included in a directory of services for victims of crime. A copy of this letter is included in Appendix 2.

Locating Agencies for Inclusion in the Survey

A number of different approaches were used in an attempt to locate as great a number of agencies as possible for inclusion in the survey. In the first instance, information concerning potential agencies for the survey were drawn from the following sources, to the extent that they were available for each of the states:

- Community Welfare or Social Welfare Resource Directories
- Service Directories published by government or non-government agencies (Eg. 'Where to get help' : Directory of Services for child victims of sexual assault and their families, produced by the N.S.W. Child Protection Council)
- Pamphlets, handbooks produced by community groups (Eg. 'Women in Crisis' - a joint publication of the Women's Legal Service and the Combined Women's Refuge Group of Queensland)
- the Victims Of Crime Service mailing list
- telephone directories for each capital city

Agencies were also identified through the available relevant literature concerning victim of crime services, and through the research team's knowledge of, and experience or involvement with, relevant agencies (largely in N.S.W.).

Survey forms were also sent to Commonwealth or State Government departments or instrumentalities judged to be likely to provide services to victims of crime - these included:

- Police;
- Attorney General's, Justice, Law or the equivalent;
- Community Services, Family and Community Services or the equivalent;
- Health, and
- Legal Aid bodies.

In addition, survey forms were distributed to delegates at the Australian and New Zealand Society of Criminology Conference, and through the newsletter of the N.S.W. Local Community Services Association. This, together with the researcher's own knowledge and contacts in N.S.W., meant that inevitably N.S.W. was more comprehensively covered than the other states.

Further, key personnel were contacted in each of the states (where known) and asked to pass on survey forms to any agencies which might provide relevant services but which might have been overlooked in the distribution of the surveys. The Northern Territory Department of Law for example, sent copies of the survey form on to 12 other agencies throughout the Territory. Not all agencies provided details to the researchers of any other agencies to which they may have sent copies of the survey form. Since one of the goals of the research was to produce as comprehensive a directory as possible, every effort was made to ensure as wide a distribution as possible of the survey forms.

In all approximately 1200 survey forms were distributed by the research team, approximately half of these in N.S.W. There is no way of estimating the number of additional copies of survey forms which may have been distributed by others.

Responses

There is no simple correspondence between the number of survey forms distributed, the number of responses received and the number of services listed in the directory which was compiled on the basis of those responses. A number of complications make it impossible to even attempt to calculate the response rate. As already mentioned, the number of survey forms actually distributed throughout Australia cannot be precisely tabulated, and neither can the responses. There are a number of reasons for this.

In some cases one survey form generated data concerning several different services, whilst in other cases multiple survey forms resulted in a single response. In the case of the N.S.W. Health Department for example, survey forms were sent to separate administrative units known to operate relevant services, and also to the head office of the department. The resulting responses, in some cases provided detail concerning the full range of generalist and/or victim specific services offered throughout the state, whilst in other cases the responses documented the details concerning the specific service or services offered by that administrative unit alone. In other instances, for example in some of the Police Departments, separate administrative units would refer the survey form to head office for completion in general terms.

Table 1 shows the number of responses to the survey received from each state, and includes an indication also of the number of responses which were received from agencies which indicated that they did not provide a victims of crime service, or were otherwise deemed by the researchers not to be providing a service consistent with the criteria for inclusion in the directory (see below for discussion of those criteria).

Table 1
Responses received by state: the number of respondents
providing a victims of crime service

<u>State</u>	<u>Yes</u>	<u>No</u>	<u>Total</u>
A.C.T.	11	2	13
New South Wales	175	64	239
Northern Territory	16	8	24
Queensland	26	2	28
South Australia	23	15	38
Tasmania	25	9	34
Victoria	32	9	41
Western Australia	13	9	22
Total	321	118	439

As evident from Table 1, the majority of replies (54%) came from NSW, with only 9.4% of replies being received from Victoria - the state with the next highest tally. Based upon the responses to the survey, Victoria had only one fifth as many services for victims of crime as did NSW. South Australia, Tasmania and Queensland all indicated similar numbers of services, whilst the Northern Territory, Western Australia and the A.C.T. each indicated relatively few relevant services.

It is difficult to assess the extent to which the distribution evident in Table 1 reflects the actual level of service provision in the various states. Whilst it is not surprising that the most populous state in Australia has the most services, it is very likely that the local knowledge of the research team allowed a more comprehensive coverage of that state, and that the number of services in other states may be under-enumerated.

One important factor which must be acknowledged concerning the above table, is that of the manner in which some services chose to be listed in the directory, and the impact that that had on the data presented in the table. The Victorian Women's Refuge Movement have a policy of not giving information about individual refuges, and have instead a centralised service which can put women in touch with the nearest women's refuge. It is this single central contact point for refuges which is listed in the Victorian directory of services for victims of crime. In NSW however, the refuge policy allows for individual refuges to be identified (by postal address and not physical location) and hence each of the 48 women's refuges which responded to the survey were included in the data presented in Table 1 and in the directory for NSW.

(In the section below which provides a comparison of the number and nature of services between states, the counting rules employed attempt to take this into account, and a given service is counted only once irrespective of the number of locations at which it occurs.)

Non-response

Every effort was made, within the constraints of time and resources, to follow up non-respondents who were judged to be particularly likely to offer a relevant service. This was much easier to do for agencies in N.S.W. given the local knowledge of the research team.

As in all mail surveys, it is difficult if not impossible to determine the reason for the failure to respond to the survey. In the case of this particular survey a failure to respond could relate to any of a range of different factors - for example the agency might not operate a relevant service and therefore choose not to respond, the agency may have ceased to operate, or have changed address, the agency may have chosen not to be included in a directory of services, or found the survey tedious or difficult to complete, or an agency may have insufficient resources to allow scarce staff time to be spent on the completion of a survey form - all of these are possibilities.

In addition, survey responses indicated that even some agencies judged by the research team as clearly offering a relevant service to victims of crime, did not themselves identify with the label *victims of crime*, and did not describe their service in those terms. Some non-responding agencies may in fact provide services consistent with the criteria for inclusion in the directory, but failed to respond through not identifying with the label *victims of crime*.

Criteria for inclusion in the Directory

In a small number of cases, agencies indicated that they did not want to be included in such a directory of services, for example because they were already having difficulty meeting the demand on their services. Some other services felt that since they were not provided with specific funding for victims of crime services, they were reluctant to be described as providing such a service as that may jeopardise future funding applications. The wishes of such agencies were respected in this regard.

In some cases too, agencies which responded that they did *not* provide a victims of crime service were nonetheless judged by the research team to be offering a relevant service, which met the criteria for inclusion in the directory. In a few cases also, agencies which had defined themselves as providing services to victims of crime were excluded from the directory on the basis that the research team judged that not to be the case (usually because the survey form indicated that few if any victims had actually been assisted by that service).

In all 118 responses were received to the survey which were not included in the directory on the basis either of the agencies own assessment that they did not provide a relevant service, or on the basis of the judgement of the research team.

As implied in the previous paragraph, the manner in which the agencies classified their own services or operations was not always accepted by the research team, in part because agencies typically did not identify with the label *victims of crime*. However, any decision made about whether to include or exclude an agency from the directory had to be made on the basis of the information on the survey form provided by the respondents - the available resources did not permit any independent assessment of that information.

General welfare and charitable services were not included in the Directory unless they operated a programme specifically for victims of crime. For instance, the Australian Red Cross Society NSW Division stated in its answer to the questionnaire that victims

"may well apply for small amounts of financial help, counselling, support, etc. and welfare/social workers assist to their best ability"

even though no specific service is provided for victims of crime. On the basis of that response they were not included in the Directory.

The criteria for inclusion in the Directory were essentially:

- A. - any agency, government or non-government, providing a service specifically for victims of crime or for a particular category of victims of crime
- B. - any agency providing a general service which has amongst its regular clientele a significant number of victims of crime (whether general or of a particular type of crime)
- C. - any agency providing a service, which although not being specifically for victims of crime is nonetheless particularly relevant to the needs of victims of crime in a geographical area where no specific services for victims of crime exist.

Applying these criteria was not entirely unproblematic, however. As previously mentioned not all agencies described their service as being for victims of crime, even where crime victims did in fact constitute a significant proportion of their clientele.

Also, as one respondent indicated, the whole survey was predicated on the assumption that victims of crime identify themselves as such - this respondent estimated that most of the clientele of their particular agency would be victims of crime, although many would not identify as such. This respondent also indicated that amongst their clients who were victims of crime, their victimisation may provide only part of the reason for their seeking assistance - clearly the impact of victimisation will not be felt equally by all and some victims of crime will be less in need of assistance than will others.

THE DIRECTORY

In each state the services are grouped into broad descriptive classifications based upon the nature of the service provided or the nature of the target group serviced. The classifications used are:

- police
- legal
- community resources and general information
- sexual assault
- child abuse
- domestic violence

Where an agency or organization (usually a government department) provides a service at a range of different locations, there is normally one entry in the Directory describing the service provided, with a list of the locations following it (see for example the entry concerning N.S.W. Police Department Domestic Violence Liaison Officers). However, where the services provided by such an organization differ somewhat in function or other significant detail, separate entries will occur in the Directory (for example the N.S.W. Department of Health provide a number of specialist services for victims of sexual assault, child sexual assault, and child abuse - these appear in separate listings in the Directory).

Limitations of the Directory

The information used in this report and in the Directory reflects the responses to the questionnaire and the results are not represented as an exhaustive list of all such services in Australia.

It is likely that there were other services of a local character that were not listed in resource books and directories available to the researchers. Extensive research in each state, beyond the capacity and resources available to this project, would be necessary to locate all such services. The local knowledge and contacts of the three researchers allowed this to be accomplished for NSW.

In addition, the research team were reliant on each services' self description and, therefore, some variations in the manner that services were categorised and described has occurred.

No attempt was made to evaluate the services offered nor to establish the extent to which the descriptions provided by the respondents were valid and consistent between the various agencies.

In addition, the Directory reflects the available information as at December 1988, and inevitably some of the detail included in it will already be out of date as new services become established, and others change in nature, or cease to exist.

The removal of funding for some victims of crime services included in the Directory has already occurred in N.S.W.. Despite including a commitment to meet the needs of victims of crime in its election platform during 1988, in April 1989 the N.S.W. government dismantled all specialist child protection positions throughout the state, down graded the Child Protection Unit (from 9 positions to 2 positions) and closed many offices of the N.S.W. Department of Family and Community Services. These changes are regrettable particularly when so many respondents to the survey indicated that their services and resources were stretched to the limit and unable to meet the demand given the levels of funding current at that time. The removal of such specialist positions will be likely to place greater demand upon the existing generalist services, some of which lack the available skills and/or resources to meet the needs of victims of crime.

Uses for the directory

As indicated in the introduction to this report, the Victorian section of the Directory has already been put into use by the Victims of Crime Project in that state. The research team hope the Directory will be used in any of the following ways:

(a) whilst acknowledging that the Directory is not entirely comprehensive for states other than N.S.W., it does nonetheless form a basis for victim referrals to appropriate agencies,

(b) it provides useful detail about the range of services on offer, and the nature of those services, and by implication allows some analysis of gaps in existing service provision, for example, limited geographical spread, limited services other than for certain target groups, and limited hours of operation (see detailed analysis below);

(c) in conjunction with the information highlighted above, it should facilitate the planning of future services;

(d) as the basis of comprehensive databases re services in particular states or regions.

It is hoped that each state will pick up on our research and initiate action to produce a more comprehensive list or registry of services for victims of crime in their State. Already South Australia and Victoria have established projects (referred to in the Introductions to those states further in this Report and Directory) to do so. A consultant has also recently been appointed by the Tasmanian government to assess the need for services for women and children in that state.

ANALYSIS OF SURVEY RESPONSES

In order to analyse the range and characteristics of the available services offered in each state, it was necessary to categorise the information in terms of the key characteristics of the services. These are discussed below. It was also necessary to count services in a systematic way. For the purposes of this analysis the following counting rules were applied :

(a) where a particular service was offered at a range of locations, that service was counted only once (eg. the NSW Department of Health operates 33 sexual assault centres throughout the state - these were counted as one service although the specialist child (sexual)abuse services operated by that Department were counted as an additional service because of the specialist focus).

(b) where a Department or organization offered a number of specific services, each at a range of locations, each specific service, but not each location, was counted (eg. the N.S.W. Police Department offer three specific services - the Child Mistreatment Unit, Victim of Crime Co-ordinators, and Divisional Domestic Violence Liaison Officers.)

(c) where community based organizations offer the same or similar services at a range of locations, they are counted once only, even if the groups operating the services at the various locations have no formal link (eg. Women's Health Centres, Women's Refuges, Women's Information Centres, which may be separately administered at each locality, would each be counted once irrespective of the number of localities at which the service operated).

There are only two specialist services available at this time in Australia which operate specifically to meet the needs of all categories of victim of crime - the Victims of Crime Service (VOCS) in South Australia and the Victims of Crime Assistance League (VOCAL Incorporated) in Victoria. Both operate to provide information, resources and support to victims, as well as to lobby on the behalf of victims. No similar services exist in other Australian states, although there are similar services operating widely throughout other countries such as Canada, the United States and Britain (see Pointing and Maguire, 1988; Waller, 1988).

All other services listed in the Directory cater either for specific classes of victims, for example victims of sexual assault or domestic violence, or else provide only certain services (such as legal assistance or compensation) for victims of crime generally or for particular target groups.

N.S.W.

There were 175 agencies or organizations listed for N.S.W., some offering more than one service, or catering for the needs of more than one target group.

a) Offence orientation

The services identified in N.S.W. as being relevant to the needs of victims of crime may be categorised broadly into four groups depending upon whether the service focuses upon particular categories of crime or are more generally available. These groups are :

- sexual assault (children and/or adults)
- child abuse (other than specifically child sexual assault)
- domestic violence
- not offence specific

There were no services identified in N.S.W. which focus upon the needs of victims of any specific category of offence other than those listed above.

These categories are not discrete however, since some services focus upon two or more types of offence (especially child abuse and sexual assault, or domestic violence and sexual assault). In some cases services classified in the general category because they are not offence specific, nonetheless either due to client demand or their own orientation, deal mainly with victims of a particular category of offence. This is especially true of a range of women's services which deal largely with sexual assault (including incest and child sexual assault) and/or domestic violence. The Women's Legal Resources Centre is one such service.

The largest group, that accounting for 45.7% of listings was the general category, that is, not offence specific. Examples of services classified in this way include the N.S.W. Police Service's Victim of Crime Co-ordinators, the Community Legal Centres, or the services of the Department of Family and Community Services. The specialist services for victims of child abuse (22.8%) and for sexual assault, including child sexual assault each accounted for approximately 23% of the listings. Services specifically oriented towards domestic violence accounted for 8.6% of the total.

However, if one were to count services on the basis of the number of locations at which given services operated, the domestic violence category would be the largest, based upon 48 women's refuges, and 73 Domestic Violence Liaison Officers operating throughout NSW.

b) Target group

The services were also analysed and classified according to the particular target group at which the service was directed. The classification used included five groups, that is :

- Children/youth
- Women
- Aboriginal people
- People of non-English speaking background
- Not specific to any target group

Once again these categories are not discrete since some services target two or more of those groups, for example some women's refuges cater particularly for aboriginal women, or women from a non-English speaking background.

The largest category was that providing services to children or youth (31.9%), and included various specialist child protection services, and agencies dealing with incest or other forms of sexual abuse. The Police Departments' Child Mistreatment Unit and the Aboriginal Medical Service were also included in this category.

Services targeting women constituted the next largest category (29.8%), which included women's refuges, women's health centres, information and resources centres such as the Women's Legal Resources Centre, and incest or other sexual assault services.

Non-specific services accounted for 19.1% of all listings. As in section (a) above, this was constituted primarily by legal services such as Legal Aid, Community Legal Centres, the Court Support Scheme, and also included the services offered by the Department of Family and Community Services, and the Department of Health.

In 8.5% of cases services indicated that they focused upon the needs of aboriginal clients - these services included the Aboriginal Medical Service, the Aboriginal Legal Service and the Western Aboriginal Legal Service, and some women's refuges. In 10.6% of cases services listed non-English speaking clients as the focus, or a focus of their service - these were the various interpreter services, some women's refuges and the Moslem Women's Support Centre.

c) Location

Agencies and organizations were classified into one of five groups on the basis of the area which they reportedly serviced:

- Statewide
- Metropolitan and some country
- Metropolitan
- A specified metropolitan area
- A specified non-metropolitan area

The largest category was that providing a statewide service (38.2%). Included in this category inter alia were Legal Aid, the Victim's Compensation Tribunal, the Aboriginal Medical Service, the Women's Legal Resources Centre, and the Domestic Violence Advocacy Service.

The same proportion of services were offered on a metropolitan basis with some country locations (20%), or at specified metropolitan locations. Examples of the former included women's refuges, women's health centres, and Police Victim of Crime Co-ordinators, whilst examples of the latter included community legal centres, and the Court Support Scheme.

In 11.8% of cases, a service was classified as being available in specified non-metropolitan locations only, whilst 8.8% of services were available only in the metropolitan area.

d) Availability

Services were categorized according to whether they were available:

- seven days a week
- five days per week
- two to five days per week
- one day per week (or less)

In the majority of cases (60%), services were available 5 days per week, almost always from Monday to Friday, and usually for a period of seven to eight hours per day during normal office hours.

In some instances services in this category also provided some out of hours service, for example one police victim of crime co-ordinator, and four community legal centres indicated that services were available outside normal office hours (on a regular basis one or two evenings per week for instance).

One service, the Court Support Scheme, which was available five days per week, operated at different locations on different days, and for less than seven hours per day on some days.

Thirty percent of services were available seven days per week, and in most cases this was 24 hours per day. The services operating on this basis were typically crisis care services such as sexual assault or rape crisis centres, women's refuges, and services for children at risk. In some cases services which operated principally on a five day per week basis said that they had staff available on call on a seven day per week 24 hour basis - both the Western Aboriginal Legal Service and the Aboriginal Legal Service responded in this way.

Only two services indicated that they were available for between two to five days per week - the Women's Legal Resources Centre and the Pearl Watson Foundation.

e) Cost

The vast majority of services involved no cost to clients. A number of services indicated that there may be a fee charged, in some such cases the fee was specified as being minimal (Cottage Family Care Centre), in other cases it was negotiable (Coffs Harbour Women's Health Centre), or was dependent upon the means of the client (the Legal Aid Commission). The major exception to this was a private trauma counselling agency (Fischer, McHale and Associates) where the fee was not stated to be negotiable, nor means tested.

f) Other factors

No appointment was required by almost half of the services which are included in the directory (46.4%), about one-third indicated that an appointment was required, whilst the remainder required appointments sometimes, or in particular circumstances.

As would be expected, no crisis services required an appointment. Beyond this however, there was no simple pattern evident in terms of the sorts of services which did or did not require clients to make a prior appointment. For example, whilst some community legal

centres preferred appointments, others did not. Some Police Victim of Crime Co-ordinators required appointments, as did some women's information centres and some child abuse services.

Slightly more than half (56.5%) of the services indicated that they were accessible to disabled persons, 30.4% indicated that they had no disabled access and the remainder included services which were primarily or in part telephone services in which case the question of access did not apply. In a small number of cases services indicated that they would go to visit any client who might have difficulty getting access to the premises (for example the Lismore Women's Resources Centre).

Most services (62.5%) had established procedures for the provision of interpreters, usually through use of the government salaried interpreters such as those employed by the Ethnic Affairs Commission or the Telephone Interpreter Service. One community legal service had its own rostered interpreter, and a number of women's refuges had bi-lingual workers catering for particular language groups.

Amongst services indicating that they did not provide an interpreter service was the Aboriginal Legal Service, Dymrna House, the Rape Crisis Centre, the Solicitor for Public Prosecutions and a private trauma counselling agency. It seems unlikely in the case of at least some of these services that there would be no established procedures for the provision of interpreters for clients. It may be that at least in some of these cases services answered "no" to this question if they themselves had no person on staff specifically for the purpose of interpreting for clients, whilst they in fact did have established procedures to use interpreters from other agencies.

Further information would be required to assess the extent to which this latter explanation may be true. However, the apparently high incidence of services not having interpreters available (approximately 40%) is cause for concern.

Many services did not respond to the question concerning whether they provided child care. Of those that did respond less than one third indicated that child care was available. Most of these were services which particularly catered for the needs of women such as the Rape Crisis Centre, women's health services, women's refuges and some children's and family support services (for example Montrose House, the Infant's Home, and Cottage Family Care Centre). Of the legal services, only the Liverpool Neighbourhood Law Centre provided child care.

OTHER STATES

As evident from Table 1 the greatest number of responses to the survey were received from NSW services.

Given the comparatively small number of services in most other states, the detailed analysis of the nature of those services such as was provided above for NSW does not seem warranted. Rather the similarities and differences between the nature of services offered in other states as compared with NSW will be discussed.

As in NSW the majority of services offered in most states were not offence specific. These services tended to be legal services, information centres, government operated compensation schemes, some accommodation services and some services offered by the Department of Family Services or its equivalent.

In Queensland, however, there were almost equal numbers of services that catered for victims of sexual assault and/or child abuse as there were non-specific services. The numbers in each category however, were small relative to NSW. In Tasmania, the numbers of

services for domestic violence, sexual assault and those that were not offence specific were approximately equal in number. Western Australia and the A.C.T. each appear to have very few offence specific services.

In line with the above findings, in most states the majority of services were available to all victims of crime and did not target particular groups. The exceptions were Queensland and Tasmania, where similar numbers of services were available specifically targeting women, and/or children to the number of services that were generally available. Western Australia is the only state in which a service specifically for males is listed - that of a Salvation Army Hostel at Kalgoorlie which provides 24 hour emergency accommodation for males and has a significant number of victims of crime amongst its clientele. (Whilst similar hostels exist in other states which were not included in the Directory, this service was included for two reasons, firstly because it had a significant number of victims of crime amongst its clientele and secondly because there were very few other services available in that geographic area.)

NSW, Victoria, South Australia and Tasmania each have some specialised squad within the Police Department which has responsibility for victims of crime or certain categories of victim of crime. In NSW there are the Child Mistreatment Unit, the Victim of Crime Coordinators and the Domestic Violence Liaison Officers; in Victoria Community Policing Squads, the Victim Liaison Officer and Family Violence Protection Officer have responsibility for victims of crime; in South Australia the police have a Victims of Crime Unit; and in Tasmania the police have a Domestic Violence Intervention Unit (which also deals with sexual assault). No other states have comparable units, according to the survey responses received.

Details of legal aid are available in the Directory for all states and territories except for Queensland and the ACT, and details of community legal centres are provided in each case with the exception of the Northern Territory. Only NSW, Northern Territory, Western Australia and Queensland are listed as having specialist Aboriginal legal centres. NSW is the only state listed as having a specialist legal service to assist the victims of domestic violence - the Domestic Violence Advocacy Service. Western Australia has a specialist Youth Legal Service, a service which is not listed in the Directory for any other state.

Crisis units offering 24 hour emergency assistance and/or telephone counselling are listed in five states or territories - South Australia, Northern Territory, Western Australia, A.C.T. and Tasmania. In A.C.T. and Tasmania the services are primarily focused upon domestic violence (and in Tasmania also on sexual assault). South Australia also has a Domestic Violence Service. No such services are listed for NSW, Queensland or Victoria.

All states and territories have services listed in the directory for sexual assault, child abuse (and/or child sexual abuse) and all have women's refuges.

Very few services in any state indicated that they were available specifically to meet the needs of those from a non-English speaking background or for Aboriginal people, nor did many services list such groups among the target group for the service. In fact there were no such services in South Australia or Tasmania that responded to the survey. The A.C.T. had one service for people of a non-English speaking background but none for Aboriginal people. Queensland had a number of services for Aboriginal people but none for those of a non-English speaking background.

In South Australia and Western Australia most services indicated that they were available statewide, whilst in Queensland services were equally distributed between those said to be statewide and those which were area specific (for example, the North Queensland Rape Crisis Centre). In Northern Territory and Tasmania, the services were typically described as either metropolitan or serving a particular region. Services in the A.C.T. were primarily available throughout the A.C.T. and often beyond the territory boundaries.

It is impossible to judge the extent to which services were in fact adequately able to meet the needs of the geographical area which they served - the difficulties in meeting the needs of clients in remote or distant centres was raised by several services and are discussed further below.

As was the case in NSW, the majority of services in other states were free of charge, with some services charging fees based upon a means test, or seeking a contribution from the client subject to the client's ability to pay. Most services operated five days per week during regular office hours, with a small number of crisis services representing the major exception in that they typically operated on a 7 day per week, 24 hour per day basis.

LIMITATIONS AND SUGGESTIONS FROM THE SURVEY

Part 11 of the Survey covered "Issues/Evaluation". Respondents to the survey were asked to comment upon any issues or factors which they considered limited the services provided to victims of crime, and to suggest services which the respondent's agency or organisation would like to see made available to victims. All respondents were asked to complete this part of the survey irrespective of whether their agency or organisation currently provided a victims of crime service or not.

The answers were analysed separately for those services that answered "NO" they did not provide a separate service for victims of crime and those that answered "YES". There were many similarities in the answers from the two groups.

The answers for NSW were analysed in full and then answers from the other states were compared with the NSW analysis. There were some regional differences and these have been addressed at the end of the analysis of the NSW replies.

The "Yes" responses in all states came from the following categories of services:

- generalist service agencies,
- women's refuges,
- legal services,
- accommodation services,
- child sexual assault services,
- women's sexual assault services,
- police services, and
- community services,

The "No" responses came from the following categories of services:

- housing and general refuges,
- health services,
- grief counselling services
- community and neighbourhood centres,
- family services,
- children's services,
- physically disabled services,
- migrant services, and
- generalist services.

NSW Replies to Part 11 - "Yes" Answers

Respondents who were already supplying some form of service to victims of crime varied in the manner in which they interpreted the question concerning limitations to services for victims of crime. Some answered with respect to the limitations of their own service, others answered generally and some did both.

From the answers received from NSW agencies (44 of "Yes" answers), and from agencies throughout Australia, it was apparent that the most significant single factor limiting the services provided to victims of crime was insufficient funding. This was to be expected. Usually there is not enough funding of welfare services by governments. The lack of adequate funding may result in the curtailment of the variety of services made available and/or may limit the adequacy of the services actually provided. This theme was common among all types of agencies and for all states.

The second most commonly expressed need was for on-going counselling and support for victims of crime. Some agencies specified that the counselling be for the victims of specified crimes, usually where the agency provided services for victims of specific crimes. Some agencies specified that the support groups should be self support groups, but most just advocated general support for victims. Three child sexual assault centres specified that the counselling should be for all the family.

Crisis services for victims were a particular concern of women's' refuges who answered "Yes" to the survey. Twelve stated that there was a need for more crisis housing. Some refuges also advocated crisis counselling especially for children. They also saw a need for more refuges in rural areas. Generalist agencies also mentioned the need for emergency accommodation (2), particularly for sexual assault victims, and for a 24-hour crisis service to work in conjunction with police (1). Legal service agencies also listed the need for more emergency accommodation (3) as did women's' sexual assault centres (3) and accommodation agencies (5)².

Respondents listed a range of "material help" necessary to victims of crime which were either currently unavailable or inadequate to meet the victims' needs. The following were included in that list: medical assistance, childcare facilities, help in filling out forms for compensation and insurance, court support and financial support. Of those, court support was the most mentioned with 16 responses advocating it. Seven agencies advocated that victims should be made aware of their right to compensation and 2 advocated that police should have the duty to inform victims of this right.

A wide range of agencies listed "information on the victim's case" as one of the services that should be provided. It was also stressed that victims need to receive information concerning the "whole criminal justice system". Some agencies stated that education concerning the needs of victims of crime should be provided to police, magistrates and prosecutors.

In the "mentioned once" category of responses were the following suggestions for services;

- police protection for victims
- Family Court to give less access to parent perpetrators
- a rural women's' resource centre
- support for immigrant and Aboriginal victims
- supervised access centres
- children to have legal representation in access disputes
- a VOCS or VOCAL for NSW

2. Numbers in brackets refer to the number of respondents stating this

NSW Replies to Part 11 - "No" Answers

The responses given by "No" responses were very similar to those of the "Yes" respondents. Crisis accommodation was mentioned by 5 respondents and the need for medium and long term accommodation was mentioned by 6 respondents. A 24-hour counselling service was advocated by 3 respondents.

The need for information about the victim's case and the criminal justice system was again stressed.

Two respondents also said they would like to see police provide information to service providers about the victims of crime. It was said that this would enable service providers to contact victims who might be in need rather than to rely on self-referral by victims who may or not know of the service. It would thus allow services to be extended to the full range of victims.³

Fourteen services requested information concerning victims of crime generally, and suggested that their own lack of awareness of the issues was limiting them in either providing services or referring victims to existing services. Two services sought multi-lingual information to assist in informing and educating non-English speaking victims.

Twenty services stated that self-support groups should be established for victims and two agencies suggested the need for a 24-hour counselling and support service.

Again inadequate funding was the factor mentioned most frequently as limiting the provision of services for victims of crime. Twenty-two agencies stated the need for funding was a major limit to their capacity to provide needed services.

Ten agencies suggested the need for a central referral agency. Some stated that such an agency was necessary to provide trained professionals to assess the needs of victims and then refer out to the specific agencies. Some saw the central agencies' role as communication between existing agencies and some saw it fulfilling the need for on-going assessment of victims and their needs.

Eight agencies sought increased compensation for victims, some suggesting that offenders should contribute. Some agencies expressed the need for victims to be made more aware of their right to compensation and that the application for it should be built into the court structure rather than be left to the discretion of individual police and prosecutors to inform victims.

In contrast to the "Yes" responses, there were no suggestions from "No" respondents for preventive educational programs nor for preventative measures to enable victims to protect themselves from victimisation, such as self-defence instruction or community education about simple precautions to prevent victimisation. The "No" respondents did not advocate "material" assistance for victims.

"Yes" Answers to Part 11 for the Other States

Again the most frequently stated limit to the provision of services to victims of crime was insufficient funding, and this was particularly stressed by South Australian, Victorian, Queensland, A.C.T. and Tasmanian agencies. West Australian, Queensland and Northern Territorian agencies stressed the need for funding for services in rural and remote areas.

3. This is the model of "outreach" used by the NAVSS agencies in England

The impact of inadequate funding on staff training was mentioned by a number of respondents. It was said that the lack of sufficient funding both limited the further training of workers currently employed in service provision and also limited the number of new workers who could be trained for employment in such services.

The lack of confidential telephone links in remote areas was emphasised by a Queensland agency as inhibiting service provision in that state.

A number of South Australian and Victorian agencies stressed the need for a 24 hour crisis service. Most did not limit such a service to telephone counselling, but including medical and accommodation services. One Victorian reply stated there should be co-ordination of services for victims on a 24 hour basis because

"too many resources are being placed into non-integrated, part-time, separate, non-co-ordinated agencies where there is no capacity to provide a wide range of support".

Again the responses from most states indicated a need for more information in the whole area of victims' needs, including better education of the public, police and workers in the area. The need for multi-lingual materials containing information about available services was stressed. A number of replies stated that information on available services should be made more widely available so that victims can be referred to appropriate agencies or programs.

The need to educate the general public and potential victims of crime concerning preventative measures was mentioned only occasionally. One reply from Victoria advocated that programs for protective behaviour in the sexual assault area be taught in schools.

A need for services specific to victims from a particular culture was stressed by a number of replies. The special needs of Aboriginal victims were mentioned by agencies from Western Australia and Queensland. One agency specifically mentioned the compounding of the problems of Aboriginal victims by the remoteness of their physical existence. It is so difficult to assist remote victims, especially to provide a crisis service or any service on a confidential basis.

Summary of findings and discussion

In most states with the exception of Victoria and South Australia no group exists to represent the interests of victims of crime in general, nor to lobby on their behalf.

It is not the researchers' intention to advocate the establishment of such organisations in other states nor to enter the debate about the best model for such organisations to adopt.⁴ However, in the absence of such bodies, policy makers and those in the position to provide services are faced with a difficult task in consulting with victims of crime to assess what their needs might be and to ensure that services do in fact meet victims needs.

The differences evident above in both the type of services and the availability of services provided by the various states and territories of Australia support Grabosky's (1987) contention that policy development in the area has been unco-ordinated and ad hoc.

4. The politicisation of the victims movement and the various ideological models evident throughout victims movements internationally are addressed by a number of the contributors to Maguire and Pointing (1988)

Most services in all states are either generally available or, if specific, focus upon the needs of women and children. This can be seen in part to reflect the success of the Women's Movement in lobbying for services on behalf women and children. It also reflects the reality that the effects of victimization are not felt uniformly, and that the most vulnerable are often women and children. This vulnerability is not just in terms of physical attributes. It should be recognised that the impact of victimisation upon the individual is often at least in part determined by that individual's social and economic resources, and that the relative social and economic disadvantage of women and children compounds the victimisation.

Whilst it appears that in some states there are a significant number of services particularly for victims of sexual assault, domestic violence and/or for child abuse, the survey responses indicate that even in those states the available services are stretched beyond their limits and are unable to meet the demand.

The reports by the survey respondents of services being over used and having to turn clients away is supported by other research. Noesjirwan (1985) for example in her evaluation of women's refuges in NSW found that whilst approximately 11,000 women and children had been accommodated by the refuges in the previous year, that a further 23,000 women and children had been turned away by refuges due to a lack of resources.

Many respondents from throughout Australia stressed the need for more crisis services for victims of domestic violence, sexual assault and/or child abuse. Emergency accommodation, counselling and support were particularly emphasized. This finding is also supported by the recently released report of the National Committee on Violence (1990) which recommends *inter alia* that:

funding by Federal, State and Territorial Governments
for direct service providers and community education
programs relating to domestic violence, sexual assault
and child abuse should be increased.

To the extent that the survey responses are in any way indicative of the actual level of service provision in the various states, the small number of such services in several states or territories is suggestive of substantial unmet needs in those areas.

The "Yes" replies in NSW indicated that 60% of services that are available are only available during office hours (9am - 5pm) during the week. However, research and statistics repeatedly demonstrate that physical violence frequently occurs during the night hours, most often at the weekend (see for example NSW Police Service Statistics 1988/89; Robb, 1988). Thus many of the services that do exist are not available at the times when victimisation is most likely to occur, the time when victims may have the greatest need for support.

It is also clear from the survey responses that relatively few services focus upon meeting the needs of victims who are Aboriginal or are from a non-English speaking background. Few services other than the Aboriginal legal services and some women's refuges specifically stated that they had Aboriginal workers. Whilst approximately 60% of agencies surveyed in NSW had interpreter services available, this was not the pattern in all states, and few agencies employed bi-lingual workers (again women's refuges were one exception).

Many of the services incorporated in the Directory have no disabled access, and few provide child care facilities. Both these factors together with the previously mentioned failure of many services to be focused upon the needs of people from different cultural and ethnic groups, clearly restrict the access of many victims of crime to the already limited services.

A further limiting factor is that most services are confined to metropolitan and/or regional centres. The difficulties inherent in rendering a confidential service to remote rural areas were mentioned as a limitation in some of the survey responses.

A growing literature is now in evidence concerning the particular needs of those in rural and/or geographically isolated areas. The report of the Office of the Status of Women concerning the needs of rural women graphically highlighted the difficulties in getting access to metropolitan or regionally based services faced by those in distant areas (1988). Coorey's research (1988) concerning domestic violence in one rural NSW town clearly demonstrated the limitations facing victims of crime in their attempts to get access to the available services. In the case of victims of domestic violence the lack of accessible services and/or means of escape for some women mean remaining in what can be a life threatening situation.

With the exception of the crisis services available in some states, either generally or for specific categories of victims, few services are available out of standard office hours or on weekends.

The lack of crisis services at all in some states and territories is of particular concern, and one which was addressed by the National Committee on Violence(1990). The committee recommended that:

Governments should provide effective, adequately resourced 24-hour mobile crisis intervention services and should introduce them as soon as possible where they do not already exist.

RECOMMENDATIONS FOR THE FUTURE

Helen Reeves, Director of National Association of Victim Support Schemes (NAVSS) in the U.K., summarised the needs of victims (apart from compensation) as: emotional, recognition (of the harm done to them and that their reactions can be regarded as normal), practical assistance (such as repairing locks, filling in forms) and for information (both about their case and about the criminal justice system). She stated that the latter was the most frequently expressed need (Reeves 1985:680-1).

The present research has demonstrated that service organisations and agencies have perceived a similar range of needs amongst victims of crime and are to some extent providing services to meet those needs. However, the existing services are often under-funded and over utilised. The overall provision of services within a given state is often unco-ordinated, poorly planned and ad hoc.

The diversity of services provided within and between the various states is hardly surprising given the range of sources of funding supporting the various services, and the different ideological and philosophical bases for the services. Such diversity is not of itself a bad thing particularly since victims of crime will vary in their own needs and preferences concerning service delivery. However, the lack of co-ordination of services and the lack of the sharing of information concerning both existing services and the needs of victims of crime impede the efficient and effective utilisation of the available scarce resources.

One means of overcoming such impediments would be through the establishment of a National Victims of Crime Resource Centre to facilitate the sharing of information, the rational planning of future services and the referral of victims of crime to appropriate existing services.

Such a National Resource Centre could also serve a useful function in public education. There was a distinct lack of knowledge about victim's needs demonstrated by those agencies surveyed who indicated that they were not currently providing a service to victims of crime. The survey itself clearly served an educative function in bringing to the attention of a number of such agencies the issue of the needs of victims of crime. Evidently, there is the need for more information to be provided to the community generally about both the needs of victims of crime and the services currently available to meet those needs.

Many respondents also stressed the need for further education and training of police, prosecutors and other criminal justice personnel with respect to the needs of victims of crime and the availability of services to meet those needs. It is crucial that criminal justice personnel be aware of the needs of victims of crime and be able to respond sensitively to those needs. There may be a role for a national body such as that recommended above in co-ordinating and/or supporting such training.

The adequate funding of services for victims of crime, and the provision of information about those services are both crucial issues which need to be addressed. Also important is a consideration of the mode of service delivery for victims of crime services. Throughout Australia victim of crime services rely essentially on self-referral, although police in several states are now being encouraged to see the referral of victims of crime to appropriate services as a significant part of their duties. The Australian approach to servicing the needs of victims of crime varies significantly from that operating in the United Kingdom.

By 1986, Victim Support Schemes (VSS) in the United Kingdom were based in 293 districts throughout England, Northern Ireland and Wales. Each scheme has a paid Co-ordinator who is assisted by volunteers from the community. Staff visit all victims referred to each scheme by the police within 48 hours of the referral. The model of service for victims' needs is

based on an "outreach" concept. The details of victims whom the police consider to be in need of assistance and support are given to the scheme by the police, and the staff of the scheme then contact the victim. In 1986, a total of 184,994 victims were referred to VSS throughout the United Kingdom: 6,750 volunteers were used to contact these victims. An average of 53 victims were referred per month to each individual scheme (NAVSS Annual Report 1986:19).

The lack of such outreach services within Australia is a matter for some concern. Victims are often in an emotional state caused by the victimisation, and may not be able to seek out information about the services they require. This together with the apparently limited general knowledge amongst the community, and at least some criminal justice personnel, concerning the existence of available services, suggests that it is likely that many victims of crime may be missing out on those services which do currently exist. It is likely also that some of the more needy victims of crime may be those with limited personal resources, and thus may be the least likely to self-refer. The researchers themselves also experienced some considerable difficulty in contacting some of the organisations providing services to victims of crime. It is recommended therefore that "outreach" models of service be established within Australia, though it is not advocated that such services should be reliant upon volunteers.

Such outreach models of service delivery have implications for police services for victims of crime. Clearly issues of privacy and confidentiality would need to be given careful consideration in the development of policies governing the disclosure of information about victims of crime by police to service providers. Victims of domestic violence and other offences involving physical threat may be in real danger of further victimisation and may need to conceal their whereabouts.

The nature of the services for victims of crime provided by the police is a further important consideration. All police require training which sensitizes them to the needs of victims of crime and this is increasingly being recognised by the various police forces throughout Australia. It is also the case in several states and/or territories that specialist positions are being established within police departments which have particular responsibilities concerning victims of crime or particular categories of victims.

In some cases these positions are operational ones in which officers have a responsibility for dealing with victims of crime, for example the Domestic Violence Liaison Officers (DVLOs) in NSW and the Community Policing Squads in Victoria. Both states also have a Family Violence Programme Officer who has a responsibility for developing and co-ordinating policy, for disseminating information and for training.

Whilst the establishment of specialist positions with responsibility for victims of crime within the various police departments is a welcome initiative, it is also one which deserves close scrutiny. In order for such positions to be effective it is crucial that the officers filling the positions have some commitment to the work, that they have a clear idea of what their duties entail, and that they are adequately trained and resourced. Where the duties pertaining to victims of crime are additional to the officers' pre-existing duties there is the danger that the promised enhancement in service provision to victims of crime will not be forthcoming because officers have too little time to give the issue the attention it deserves.

This was the experience in NSW when Domestic Violence Liaison Officers were first appointed. The appointment of these officers initially made little difference to the services received by domestic violence victims in NSW. There were a number of factors which probably contributed to the initially poor outcome. Firstly, officers were appointed rather than recruited to the positions, and thus were not necessarily committed to the work. Secondly, their duties remained somewhat unclear until formal duty statements were prepared some months after their appointment. Their duties concerning domestic violence were also to be in addition to their normal duties. These issues have since been addressed and there are some more recent indications that the appointment of the DVLOs has had some positive effect upon the policing of domestic violence (see Stubbs and Powell, 1989).

The role of specialist units or positions must also be seen to be complimentary to the role of generalist police. It is crucial that the roles of specialist police and generalist police are clear and unambiguous. Any doubt about the respective roles is likely to result in poor service to victims of crime. There is also the danger that the specialist positions may be used by other police as an excuse not to get involved with particular categories of crime. This may occur especially when the offence is one which police may feel some ambivalence about, such as sexual assault, or domestic violence.

The interaction of police with other agencies or organisations providing a service to victims of crime must also be considered. It is crucial that police are aware of the services available to assist victims of crime both within the local area and more generally. It is also important that the police have a working relationship with such agencies so that referrals can proceed smoothly. It will often be the case that the police encounter the victim at a time of crisis, and police need not only to be sensitive to the victim, but also to assess the victim's needs so that an appropriate referral can be made.

Crisis intervention is often critical for victims, and greater attention needs to be given to the provision of 24 hour crisis services.

In Australia there is a dearth of such services. In NSW, there is no 24 hour crisis intervention service available other than for victims of sexual assault, and those operating for sexual assault victims are having difficulty meeting the demand upon their services. It is essential that victims of crime have access to crisis care, and that such care be available to victims of property crime as well as to victims of personal crime. Property crime, especially where it involves an intrusion into the victim's home can be particularly traumatic, and the needs of such victims must be recognised.

The access of victims to adequate and appropriate services to meet their needs will also be determined in part by the extent to which accurate and up to date information is available concerning those services. The National Victim's Resource Centre proposed above is one means of establishing and maintaining a centralised database of information concerning services for victims of crime. It is recommended that such a centre be established primarily as a resource and information centre, and not to perform an advocacy role for victims' rights. There is a growing awareness of victims' needs and of experience with helping victims that could be usefully brought together as a resource for others working in the area. Such a Centre could act as a central clearing house for information on services, programs and research data. It should keep a database of available services that can be accessed quickly when requests for information are received. It should also hold an extensive library of books, articles and audio-visual materials that can be made available to victims, service providers and policy makers to encourage growth of knowledge in the area and also to enable victims to access any available services.

Such a Centre should not provide services to victims of crime other than a referral and information service, but should co-ordinate information concerning the existing services. It may also be appropriate for the Centre to lobby for additional services where the need arises.

Whilst such a national centre would be the ideal, should such a centre not be forthcoming, the states would do well to consider establishing a similar resource within each state. The projects currently underway in Victoria, South Australia and Tasmania may provide the basis for the development of resource centres in those states. It is hoped that the Directory prepared as part of this project would also assist.

It is hoped that further development of 'the victims movement' in Australia will follow the UK experience and emphasise the provision of services for victims to meet their expressed and perceived needs, not the US model of lobbying for rights for victims which too often translates into lobbying for a more punitive (ie vengeful) criminal justice system (Mawby,

1988; David, 1988). Such an emphasis on the rights of victims can result in an interference with the rights of accused. The common law system of criminal justice has a long, proud history of protection of the rights of the accused. The adoption of a rights based model of services for victims of crime requires very careful attention to ensure the establishment and maintainance of a fair balance of the rights of both parties.

In Australia, as in other countries (van Dijk 1988), part of the main impetus for the victims movement was the fight by feminists for more protection for women victims, particularly of sexual assaults and domestic violence. Feminists have tended to emphasise the rights of women to protection and their rights to have attacks on them taken more seriously and treated as criminal offences. That arguing from a rights perspective often sees feminists in an uncomfortable alignment with conservative and retributive positions on questions of punishment is acknowledged by feminist writers (see for example the work of Dutch feminists Brants and Koks, 1986). The development of policies concerning victims of crime in Australia must also confront this issue, and ensure that gains for victims are not won at the expense of the accused's rights to fair treatment.

Recent Australian literature, together with the survey responses demonstrates an increasing commitment in this country to acknowledging the needs of victims of crime. In particular there has been a re-consideration of the role of victims within the criminal justice system, and a recognition of the level of victim dissatisfaction with, and confusion about, the process of criminal justice.

A number of Australian states recently have introduced amendments to legislation and/or procedures explicitly aimed at addressing the needs of victims of crime within the criminal justice system. South Australia has been particularly progressive in this regard being the first Australian state to adopt a set of principles which establish the rights of victims at various stages of the criminal process. These principles inter alia establish the victim's right to be informed about the progress of the case, to have their physical safety considered in any bail determination and to have the full effects of the crime upon the victim put to the sentencing court (Sumner, 1989).

Changes to procedures to ensure that victims are informed about decisions to prosecute, to grant bail, and sentencing and post-sentencing dispositions of offenders have been advocated and implemented to a greater or lesser degree in different areas in Australia. There have been wide spread administrative changes, within police departments and prosecutors' offices in particular, aimed at informing victims of the progress of "their" case. Mechanisms have also been introduced in some states and territories to limit the number of times that a victim needs to give evidence in court (for example "paper committals"), or to minimise the trauma associated with appearing in court, particularly for child witnesses (for example through structural changes to the court room, and through the use of video links to allow the child to give evidence from a separate room).

Nearly all of these changes have been made to fit the victim into a criminal justice system which was not established with the underlying philosophical basis of regarding crimes as acts against the individual victim but as acts against the state. The reforms have been carried out with little or no analysis of whether they are consistent with the theoretical concepts underpinning the traditional system. Once victims are given a more active role in the criminal process, for example in having victim impact statements put before the court, do crimes cease to be acts against the state, or are they now to be considered as some amalgam of acts against the state and acts against the victim?

If the effect of the crime on the victim is taken into account in sentencing, either through victim impact statements or through victim impact reports, what does this imply about the rationale for sentencing? Is sentencing to be primarily retributive?

These theoretical questions need to be addressed if we continue to accept that inclusion of the victim within the criminal justice system is desirable.

If Australia is going to treat disputes that involve criminal acts as disputes between people rather than as acts against the state, perhaps we should take that concept to its logical conclusion and remove the dispute from the criminal justice system entirely?

There is a growing movement in the UK, Canada and the USA to establish mediation programs for disputes involving minor criminal offences. The experience overseas is that such programs are established initially for minor offences and then expand to more serious offences (cf David 1985:95). In the future such programs will no doubt be established in Australia, and many of the dispute resolution centres which already exist in this country do deal with complaints concerning actual criminal behaviour. The report of the National Violence Committee (1990) has recommended that Governments should provide alternative dispute settlement services as widely as possible.

Any further development of alternative dispute resolution for criminal offences must, however, address important issues such as the victim's own wishes about further contact with the accused, the power imbalance which will often exist between victim and accused, and whether there are some offences for which mediation or negotiation is clearly inappropriate.

Care should also be taken in the establishment of such alternative programs to ensure that any mediated settlement is not imposed in addition to another penalty, as has been the practice of some of the North American programs.

The future development of policy and legislation needs to proceed with due regard to the underlying theoretical issues, and with a concern for the implications of such reforms. Planning of services also needs to be based upon sound research to ensure both the efficient use of scarce resources and that the needs of victims of crime are met. It is also important, as Grabosky (1987) argues, that any reforms which are introduced to assist victims of crime are rigorously evaluated before they are more widely adopted.

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APPENDICES

SERVICES FOR VICTIMS OF CRIME QUESTIONNAIRE

PLEASE RETURN BY: _____/1988

The aim of this questionnaire is to identify services for victims of crime throughout Australia. At present there is no one resource/information directory of services available for either victims or people assisting them. To make sure any future initiatives for victims of crime are effectively planned it is important to know what already exists and to hear what is needed. Details of relevant services will be incorporated in a *Services For Victims of Crime Directory*.

We hope you will assist us by filling in this questionnaire and returning it by the above date to:

JENNY DAVID, SENIOR LECTURER, LAW SCHOOL, UNIVERSITY OF SYDNEY, 173-175 PHILLIP STREET, SYDNEY 2000.

If you would like help filling out the questionnaire or to discuss services etc. please contact **FRANCES PEGRUM** at the Law School on (02) 225 9239.

1. CONTACT INFORMATION

Name of organisation: _____

Name of service (if appropriate): _____

Street address (omit if not for publication): _____

_____ Post code _____

Postal address: _____ Post code _____

Telephone(s): _____

Crisis line number: _____ Hours available: _____

Contact person: _____ Position in organisation: _____

2. TYPE OF SERVICE PROVIDED

(i) Do you have services specifically developed for victims of crime?

☐ YES ☐ NO

If no, could you please answer Question 11 and return this form to the above address.

(ii) Please tick major services provided by your organisation for victims of crime:

- ☐ Crisis intervention
- ☐ On-going counselling & support
- ☐ Emergency accommodation
- ☐ Referral
- ☐ Telephone Info/Counselling
- ☐ Self-support group
- ☐ Information about criminal justice system

- ☐ Emergency food, repairs etc.
- ☐ Financial assistance (cash payments to victims)
- ☐ Lobbying
- ☐ Legal advocacy
- ☐ Housing
- ☐ Court support
- ☐ Compensation

- ☐ Information about victim's case in criminal justice system
- ☐ Victim witness support at police station

☐ Victim witness support in court

(iii) How long has your organisation been involved in offering services for victims of crime?

(iv) How does your organisation come into contact with victims of crime?

Please tick those that apply.

- ☐ Seeks them out
- ☐ Referrals from other agencies
- ☐ Victims self refer
- ☐ Other: _____

Please describe your service: _____

3. DETAILS OF OPERATION

(i) At what times and on what days is your service available? _____

- | | | |
|---|------------------------------|-----------------------------|
| (ii) Is there a cost/fee? | <input type="checkbox"/> YES | <input type="checkbox"/> NO |
| (iii) Do people need an appointment? | <input type="checkbox"/> YES | <input type="checkbox"/> NO |
| (iv) Is there disabled access? | <input type="checkbox"/> YES | <input type="checkbox"/> NO |
| (v) Do you provide childcare? | <input type="checkbox"/> YES | <input type="checkbox"/> NO |
| (vi) Do you have an interpreting service? | <input type="checkbox"/> YES | <input type="checkbox"/> NO |

If not, what interpreting services do you use? _____

(vii) Is there a follow up service? ☐ YES ☐ NO

If yes, over what period of time? _____

4. USER GROUPS

(i) Is your service for:

- ☐ Women ☐ Men ☐ Young people ☐ Children

(ii) Is your service aimed at specific user groups or is it a general service? Please tick appropriate boxes.

- | | |
|--|---------------------------------------|
| <input type="checkbox"/> General services | <input type="checkbox"/> Disabled |
| <input type="checkbox"/> Elderly | <input type="checkbox"/> Aboriginal |
| <input type="checkbox"/> Non English speaking background | <input type="checkbox"/> Youth |
| <input type="checkbox"/> Children | <input type="checkbox"/> Other: _____ |

(iii) At what category of offence is your service aimed? Please tick appropriate boxes.

- ☐ Not offence specific
☐ Homicide
☐ Sexual assault
☐ Domestic violence
☐ Child sexual assault

- ☐ Incest
☐ Child abuse
☐ Burglery/theft
☐ Robbery
☐ Other:

5. WORKERS

(i) How many paid workers currently work for your service? _____

(ii) How many volunteers work for your service?

☐ NONE ☐ 1-5 ☐ 6-10 ☐ 11+

(iii) Do you employ multilingual workers? ☐ YES ☐ NO

(iv) Do you employ anyone whose job description includes providing victim of crime services? ☐ YES ☐ NO

6. TRAINING

Does your organisation provide training special to the needs of victims of crime?

☐ YES ☐ NO

If yes, please specify: _____

7. FUNDING

Do you receive funding?

☐ YES ☐ NO

If yes, please tick source:

☐ (i) Commonwealth Government

Which department(s): _____

☐ (ii) State Government

Which department(s): _____

☐ (iii) Private/non government

☐ Your own fundraising

☐ Other: _____

8. STATISTICS

(i) Does your organisation keep statistics on service users?

☐ YES ☐ NO

If yes, would you be prepared to make them available to the survey?

☐ YES ☐ NO

(ii) How many victims of crime would you see in an average month? _____

- (iii) What percentage of your clients are victims of crime? _____
- (iv) How many victims of crime could you serve annually with current resources? _____

9. RESOURCE MATERIAL

- (i) Do you provide resource material for victims of crime?

☐ YES ☐ NO

- (ii) Do you provide multilingual resource material?

☐ YES ☐ NO

In which languages? _____

- (iii) Are you involved in the production of any resource material for/about victims of crime?

☐ YES ☐ NO

If yes, please give details: _____

10. GEOGRAPHIC AREA

What geographic area do you serve? _____

11. ISSUES/EVALUATION

- (i) What major issues/factors do you see as limiting services provided? _____

- (ii) What services for victims of crime would your organisation like to see available?

That's it! Please return questionnaire to the address on page one and thanks.



The University of Sydney

INSTITUTE OF CRIMINOLOGY

173 - 175 PHILLIP STREET,
SYDNEY, 2000 AUSTRALIA

OX 983 Sydney.
TELEPHONE: (02) 232 5944

IN REPLY PLEASE QUOTE:

Dear Madam/Sir,

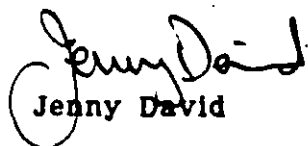
We seek your co-operation in filling out the enclosed survey form which relates to services specifically for victims of crime. As you are aware the available information on such services is very limited. A Directory of such services throughout Australia will be prepared from the results. It is hoped this Directory will provide an invaluable resource for victims, people and agencies providing services for them and for policy makers when planning new services.

The Criminology Research Council has generously funded this research which is being undertaken by Jenny David of the Institute of Criminology, University of Sydney and Julie Stubbs of the NSW Bureau of Crime Statistics and Research. Frances Pegrum, the full time researcher working on the project, is the person to telephone with any difficulties concerning the questionnaire. Her direct line is (02)2259-239.


Your response to the questionnaire is vital to ensure the Directory is up-to-date and comprehensive. We would appreciate its return as soon as possible or by the return date on the first page.

Many thanks in anticipation.

Yours sincerely,


Jenny David


Julie Stubbs


Frances Pegrum