

National framework for comprehensive victim support Policy paper

Aim of the paper: present in details the schematic of the national framework for comprehensive support. The paper is directed towards policy makers: we want to help them transform their system of support from one that is not adequate to one that is successful.

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The schematic will also be updated to integrate additional feature such as victim strategy, coordination, referral and funding.

This paper for the General meeting gives a summary of the different parts of the paper.

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Introduction

Background

Victims of crime are among the most vulnerable groups in need of support. Yet, victim support services, if available, often vary in their quality and accessibility, both within countries and between countries. While the Directive has recognised the central importance of victim support services, the reality we see is that in many EU Member States these services don't exist or are inaccessible to many victims. Acknowledging these challenges and based on the evidence of the VOCIARE project, which assessed the assess the implementation of the Victims Directive in all participating Member States plus Denmark¹, Victim Support Europe has developed a **national framework for comprehensive victim support**. The aim of this schematic is to help Member States ensure a better implementation of victims' rights and give them a better understanding of all the actors involved in meeting victims' needs to make sure that all victims in need of support will be recognised as a victim, treated with dignity and respect, access the service they need and receive appropriate assistance in accordance with their needs.

The schematic presents this different conceptualisation of support: the provision of support is not only a matter for civil society or only for the State and specific institutions, but **everyone in a society has a role to play in delivering support**, starting with the victim's own social network, the victim support services, the justice and law enforcement, societal services, and the private sector.

In addition, a wide range of mechanisms and actors also ensure that support is successfully delivered and operational: referral mechanism, quality standards, system of monitoring and review with independent bodies.

The idea of this schematic is that the delivery of support is not a static notion but rather an **always evolving concept** that encompass all areas of life and should be looked at from a coordinated and comprehensive approach. Countries where all actors involved in delivering support work together in unison, in a coordinated manner, are in a better position to adequately support victims than one stop action and decision.

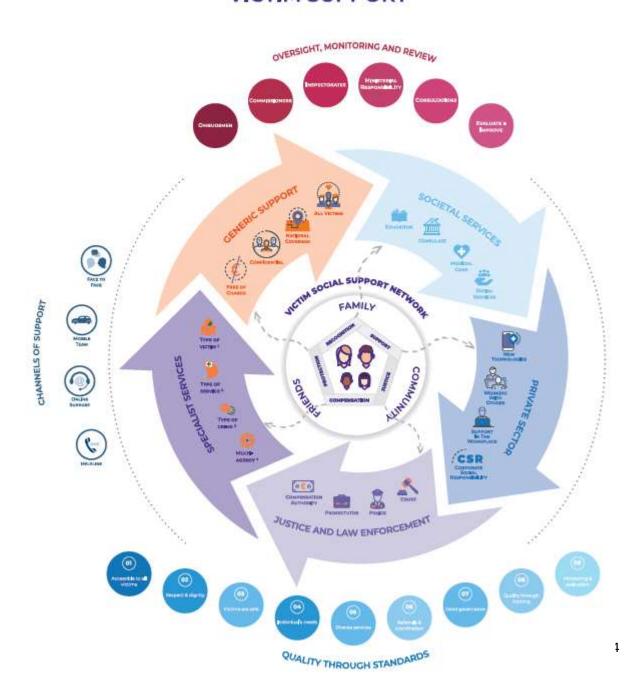
This paper provides an overview of the different sectors able to positively impact on victims lives and organisational approaches to bring these sectors together in a coherent system of support which continually improves and delivers at a high quality. It aims to change the way we perceive engagement and actions for victims from a siloed approach with each organisation operating in single sphere and single perspective, to one where every entity that comes into contact with victims does so from victim centred perspective. It is a change from asking how a victim fits within an organisation's system, to asking how

¹ https://victim-support.eu/what-we-do/our-projects/previous/prjct-vociare/

organisations should adapt themselves to ensure that all the negative impacts of crime on all aspects of victim's life are addressed.

The National framework for comprehensive support

NATIONAL FRAMEWORK FOR COMPREHENSIVE VICTIM SUPPORT



Overarching principles
Victims strategy
Coordination and cooperation
Funding and role of civil society
Training

1. The victim and the victim social support network

1.1 Understanding the victims needs

As outlined in the diagram, victims should be at the centre of any national framework for comprehensive victim support. The five victims' needs, detailed below, must be the starting point for the elaboration of any policies, action plan or measure targeting victims of crime.

As we know, crime can affect victims in a very different way, depending on the victims' personal characteristics (such as history, culture and past traumas)². However, some needs common to all victims of crime can be identified. In 2012, the EU Victims' Rights Directive was drafted based on the following five needs of victims:

- Respectful treatment and **recognition** as victims
- Access to and ability to receive appropriate **support**
- Protection from secondary and repeat victimisation, intimidation and retaliation
- **Compensation** and restoration
- Access to justice

1.2 The victim's social support network

Social support can be understood as 'social interactions or relationships that provide actual assistance or a feeling of attachment to a person or group that is perceived as caring or loving'³. In most cases, the social support network is composed of the victim's friends, family, sometimes co-workers or other contacts from support groups such as religious groups. Building on the victim's resilience, that already has an important role in recovery, the social support network can help victims to process the trauma and provide emotional support.

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² The impact of crime on victims https://ce4less.com/Tests/Materials/E075Materials.pdf

³ Hobfoll & Stephens, 1990, p.455

2. Support services

The Victims' Rights Directive obliges EU Member States to ensure that "victims, in accordance with their needs, have access to confidential victim support services, free of charge, acting in the interests of the victims before, during and for an appropriate time after criminal proceedings". It's clear from the text of the Directive that Member States can achieve this goal in different ways: specialist support services can be provided in addition to or as an integrated part of general victim support services; victim support services may be set up as public or non-governmental organisations and may be organised on a professional or voluntary basis⁴. While these various options reflect the diverse situations on the ground in each Member State, VSE believes that in order to ensure that all victims can access support services a national strategy for the delivery of support should be in place. The best solution is to have a combination of different coordinated support services working in cooperation with each other:

- Generic victim support services that are organisations that support **all victims of crime**: their sole responsibility is to provide support to victims and they are specialised in delivering support in a tailored manner;
- Specialist victim support services that are organisations that support **only certain groups of victims** (e.g. women victims of violence, LGBTI+, children victims, etc.) and
- Organisations or institutions whose sole responsibility isn't to support victims but which need a
 sufficient level of expertise in victimisation because they may encounter and work with victims
 (special victim support units in police, hospitals with a sexual assault centre, social workers with
 specific training, etc.) (see other sections).

The provision of support services for victims is critical to the reduction of the effects of crime. The support victims receive can change their lives; it can help the most vulnerable and badly harmed recover and to move forward. Victim support services are fundamental to achieving justice for victims and ensuring victims can claim their rights.

2.1 Generic support

2.1.1 All victims

Accessible and available for all victims: Accessibility needs to be understood in the broadest sense of the word and to mean that victim support services need to be easily reached or entered, be easy to obtain or use; and be easily understood or appreciated

Services should be available for all victims irrespective of whether they report the crime or not, irrespective of the type of crime and irrespective of any personal characteristics or situation of the victim. Factors which may inhibit victims or groups of victims from seeking support delivered in particular contexts should be identified to ensure that services are as accommodating as possible for all victims

⁴ https://fra.europa.eu/sites/default/files/fra-2015-victims-crime-eu-support en 0.pdf

2.1.2 Specialised in delivering support

Services should be **easily found and understood to be offering support to victims**. Where a support service is incorporated into a large organisation offering services to other client groups, visibility can be reduced, and the organisation must put in place measures to ensure victim support is easily identifiable. It also means that support should be available across the country, in both rural areas and cities and easy to reach by public transport.

any communication with victims needs to be ensured in a respectful, understanding and simple language and manner. Administration and bureaucratic requirements on the victim should be reduced to the absolute minimum whilst allowing the organisation to function effectively and to provide the necessary quality of service, to reduce the risk of discouraging the victims and of secondary victimisation. Finally, accessibility for persons with disabilities also needs to be ensured, either directly by the supporting organisation, or through referral and cooperation with organisations and institutions which can ensure this important aspect of service provision.

Services need to be comprehensive and adaptable to the changing victims' needs. This means that a wide range of different services are ideally provided within any single support organisation. 30 The more organisations a victim has to be in contact with, the greater the level of secondary victimisation. This must be balanced with ensure sufficient expertise to deliver the service. For example, referral might be necessary where lawyers or psychologists are not employed in-house.

- 2.1.3 National coverage
- 2.1.4 Free of charge and confidential service
- 2.2 Specialist support
- 2.2.1 Type of victim

Some organisations will have a **specialist capability to support specific groups** such as women, children, persons with disabilities, older people etc. Whilst they may offer similar services to generic victim support, they have **specialist knowledge of their client group** and will adapt and specialise according to those needs. For example, organisations that work only with, or predominantly with children should have more specialist child friendly buildings and rooms, specialist protection measures in place suited to the particular vulnerabilities of children, specialist training in how to work and communicate with children and how to emotionally support them and help them recover.

2.2.2 Type of crime

this is a common method of specialisation with many organisations focused on e.g. domestic violence, child sexual exploitation and human trafficking, though of course many other crimes have specific support organisations. For some of these crimes, very specific services such as shelters or rape crisis centres attached to hospitals may be established. Organisations have a **detailed knowledge of the specific impacts and needs of victims** from their field and again what infrastructure, training and different support methods are needed.

2.2.3 Type of service

Some organisations specialise in a particular service. This is commonly seen with respect to counselling or legal assistance where an **organisation may employ lawyers and psychologists** to offer only the one type of service. The advantage here is that they are able to have a **highly specialised capability in a single field**. Importantly, without such organisations victims may only have access to generalists from that profession who don't necessarily have a focused expertise e.g. where they are not trained in trauma counselling or they rarely represent victims in legal proceedings.

2.1.4 Multi agency support

increasingly in some fields, it is understood that the best way to support victims is by bringing the many different actors involved together in a single place. This is increasingly seen with respect to highly vulnerable groups or to traumatising crimes such as child victims of abuse or domestic violence victims. Such examples include the Barnahus model of support for children victims⁵, shelters for women and children victims of domestic violence and Multi-Agency Risk Assessment Centres (MARACs) for high risk domestic violence victims. These centres enable a victim to receive a range of support as well as engage with law and justice authorities, schools and social welfare authorities as appropriate in order to better deal with the broad range of difficulties that the victim may be experiencing. It is based on the understanding that dealing solely with victims from a justice lens or a psychosocial lens will fail to address a number of issues in a victim's life which are either impacted by the crime or may well be contributing to the crime. A holistic approach will therefore produce the best results for support, protection and prevention.

2.2 Channels of support

Both generic and specialist support services should be able to provide support through various channels, such as face-to-face direct support, mobile services, online support, and telephone helplines such as the European 116 006 helpline for victims of crime. A multitude of communication channels working in conjunction with each other maximises the accessibility of services, while taking into consideration the individual communication needs of each victim.

2.3.1 Face to face

Usually in the offices of an organisation or in another building such as police station, hospital or city hall. Face to face support can bring the greatest benefits as it allows a direct interaction with a professional support worker or volunteer

⁵ https://www.barnahus.eu/en/

2.3.2 Mobile service

Mobile services for some victims who live in isolated areas or who cannot come to the victim support office, the service must be mobile so it can be provided in a more convenient location. This may be done through regular visits to certain locations, or may be ad hoc based on a victim's request;

2.3.3 Online support

Online support can be offered through information provided on websites, direct support in chat rooms, through apps (Skype, Viber etc.) or on social media. Online support might be preferred to face to face support as it allows victims to contact support services from wherever they are the most comfortable

2.3.4 Helpline

Helplines, with at least one national 116006 victims' helpline and possibly specialist helplines for victims of domestic violence, trafficking etc. Telephone counselling facilities provide convenient, accessible, and valuable sources of support for victims, and provide a flexible, credible, and cost-effective service⁶.

2.3 Referral

The referral of victims between the police and victim support services isn't working properly in many countries. This problem is driven by several issues; police don't know about victim support services, police staff aren't well trained in victim support and victim referrals, there is no referral protocol between police and victim support services, or there simply is no victim support service to refer a victim to.

Referral mechanisms are essential to ensure that victims who report a crime to the police are able to access support services that will assess their needs and either provide direct support or redirect them to appropriate services.

Without a national framework, referral mechanisms may be localised or ad hoc, but are reliant on individual effort. A national framework for comprehensive victim support is required and should include plans for referral mechanisms and multi-agency cooperation. Referral mechanisms must also be established between support providers, to guarantee victims access to generic and specialist services according to their needs.

3 Justice and law enforcement (section in construction)

Link to Safe justice paper

Court, prosecution, police, compensation authority

⁶ Gribble et al., What is known about the effectiveness of social sector freephone helplines? Rapid evidence-based literature review (2018), Allen Clarke, available at: https://thehub.swa.govt.nz/assets/Uploads/Effectiveness-ofsocial-sector-freephone-helplines-FINAL.pdf

4 Societal services

In a broad way, societal services can be understood as services that provide a service which role is to provide general services to the population. These can refer to, non-exhaustingly, medical care, education, employment services and other administrative services provided to the population such as housing services, insurance companies, consulates and embassies. They can be provided by either governmental or non-governmental organisations. While the main role of societal services is not to directly provide support and assistance to victims of crime, they often come in contact with victims, because of the type of services they offer and their daily interactions with the population.

Within this context, societal services can play an important role in the victims' recovery or, for educational services for example, can play an important role in strengthening individual resilience and awareness on victimisation-related issues. We therefore believe that all service providers should gain a better understanding of issues linked to victimisation in order to incorporate this knowledge into their daily interactions.

4.1 Defining societal services

Education (Schools, Universities), Consulate, Medical care, Social services

4.2 Integration of victim-centred policies in societal services

Victim-centred policies and guidelines must be developed within each societal service, in order to implement new practices aimed at identifying and helping victims, as well as training personnel on how to do so. In addition, a framework for cooperation between societal service with other stakeholders must be developed at the national or regional level, for instance on the organising the victims' referral and implementing referral systems, on coordinating the provision of information to victims but also on regularly exchanging information and good practices.

4.3 How to adopt a victim-centric approach in your organisation

In this part, guidelines will be developed to advice societal organisations and services on how to implement a victim-centric approach within their services and their daily work. The Guidelines will be based mainly on the recommendations from the UNODC Handbook on Justice for victims of crime — as well as other UN handbooks and resources -, providing recommendations on how to set up victim assistance services. While it focuses on setting up services providing direct assistance and support to victims, some general elements might be useful and similarly used for developing a victim-centred approach to a service, such as:

- Planning and organising the service: defining the services' objectives, defining resource needs
 (financial, human), establishing a system for management of cases, establishing service delivery
 guidelines for staff, training staff, identifying and coordinating with referral agencies
- Advice for engaging with victims e.g. ethical concerns, how to collect information and the use of the information collected
- Developing multidisciplinary approach: how to better cooperate with stakeholders from other sectors and develop a coordinated response system.

5 Private sector

As shown in the schematic overview of the national framework for victim support, the private sector can and should play an important role in helping to provide support to victims of crime. This chapter will discuss the different ways in which companies and employers can contribute to the national framework of comprehensive victim support.

5.1 New technologies

The private sector can play a key role in supporting organisations in their work. In some instances, this entails **partnerships** to develop **new technologies** such as mobile apps, artificial intelligence, remote support capabilities, mobile alarms etc., all of which can be used to help victims. Equally new technologies can be used **to improve internal mechanisms** such as case management systems and communications channels between organisations⁷. Additionally, new technologies such as artificial intelligence and machine learning can play an important role in detecting and taking down harmful materials online.

5.2 Working with others

In addition to partnerships to develop new technologies for victims, partnerships between the private sector on the one hand, and support organisations and law enforcement on the other hand are also critical. These partnerships can be used to help identify victims — e.g. where hotels are used for trafficking, staff can be trained on indicators of a trafficking situation, or where social media organisations incorporate measures to identify online crime victims and connect them with support services. They also work to identify perpetrators and help victims reach specialist services or obtain specialist equipment to help deal with the crime⁸. It is important to mainstream a victim-centred approach with the creation of these partnerships.

5.3 Support in the workplace

Profit making companies should and do play a wide ranging role in helping to deliver support. Starting with their own work place, companies can **operate in a significantly more victim friendly way** with respect to their **own staff who are victims of crime**. This relates to situations **where staff are victimised outside of the work place as well as victimisation in the workplace**.

This involves creating a **safe environment for people to come forward** and explain the difficulties they are facing. It means creating appropriate responses which **help victims to cope in the workplace**, creating a **flexible** and **understanding environment** which is not only supportive in helping victims recover but is gives victims the **time they need to recover**.

⁷ Ivankovic et al., VOCIARE: Victims of Crime Implementation Analysis of Rights in Europe – Synthesis Report (2019), Victim Support Europe, available at: https://victim-support.eu/wp-content/uploads/2021/02/VOCIARE Synthesis Report.pdf

⁸ Ivankovic et al., VOCIARE: Victims of Crime Implementation Analysis of Rights in Europe – Synthesis Report (2019), Victim Support Europe, available at: https://victim-support.eu/wp-content/uploads/2021/02/VOCIARE Synthesis Report.pdf

5.4 Corporate Social Responsibility

Directly linked with these partnerships are organisations own **corporate social responsibility programmes**. Many organisations today donate funds, provide pro bono services or allow their staff to volunteer during company hours. There are a range of ways in which companies can **incorporate victim solutions in their corporate social responsibility strategies**, however, often this field is **ignored or forgotten**.⁹

6 Oversight, monitoring and review

For the success of national framework to be assured, it is not sufficient that services are established. There must be mechanisms in place to regularly review and monitor those services to help them achieve existing goals and standards as well as to improve in the future. A wide range of bodies and mechanisms have been established in different countries to help achieve this oversight system. Some of these are independent bodies such as ombudsmen, commissioners and inspectorates. They can have a variety of roles including appeals and review of individual cases, assessment of existing services and policy and strategic development providing recommendations on how to improve systems.

Principle:

- Established in legislation
- Independent
- Funding
- Cooperation with different stakeholders (victims, support services, gvt, ...)

Function and role of a commissioner for victims

- Voice of victims / Bring together a forum of victims for consultation: different types of experience,
 different view and experiences, have the center of victims voice in the center of policy
- Monitor and challenge Gvt, recommendation and advice
- Review adequacy and effectiveness of services and legislation
- Raise awareness on victims rights and needs

What exist in other countries?

- Canada
- Northern Ireland
- England and Wales

⁹ Ivankovic et al., VOCIARE: Victims of Crime Implementation Analysis of Rights in Europe – Synthesis Report (2019), Victim Support Europe, available at: https://victim-support.eu/wp-content/uploads/2021/02/VOCIARE Synthesis Report.pdf

7 Standards

As outlined above, the provision of **generic as well as specialist support services** is a key feature of a comprehensive national victim support system. In addition, to ensure proper delivery of support and avoid secondary victimisation, these services should meet **adequate quality standards**. While these standards can be used as criteria to assess the quality of existing services, they may also serve as guidelines for the development of new services where they are not already in place.

Member States have adopted different approaches to establish victim support services' quality standards, from self-regulation to government-imposed standards applied either through funding mechanisms, legislation, or licensing/ registration requirements. In lack of a European standardisation, Victim Support Europe has created its own quality standards to guide its members in the accreditation procedure as well as, more broadly, organisations and governments in developing, improving, and evaluating victim support services.

7.1 Accessibility to victims of all crimes

Support services should be accessible to **all victims** of crime, i.e. regardless of the type of crime or whether the crime has been reported or not and regardless of the victim's age, cultural background, language, etc. Victim Support organisations should have in place a policy to ensure **equality and non-discrimination** principles. The type of services available should be **visible and well-publicised**. Making the service available to all types of victims also means that measures should be put in place to ensure that certain **groups of vulnerable victims** (e.g. children, elderly people, people with disabilities, etc.) may be reached even when they do not actively seek help.

7.2 Treating victims with dignity and respect

Infrastructure and organisation of services, including victim support services' staff and volunteers, must treat victims with **respect, dignity and courtesy** and communicate with victims using a **victim-sensitive approach**. Adhering to this standard also means that responses to victims should be provided within a reasonable time and **premises** where victims are received should be clean, pleasant and ensure the protection of the victim's **privacy**. In addition, complaints mechanisms should be in place for cases where the victim feels they have not been treated respectfully. This is also linked to standard n. 9 further below.

7.3 Ensuring victims safety

Support services should ensure that victims are safe. This includes **assessing risks for victims**, having in place clear **procedures** for when risks are identified and provide victims with **advice** accordingly. Safety measures should be adopted and put into place to ensure **premises are safe** and secure as well as to **protect victims' data and guarantee confidentiality** while respecting the requirements of national legislation.

7.4 Victims' individual needs

Support services must be tailored to respond to victims' individual needs, different abilities, and vulnerabilities. In fact, apart from the general needs of all victims and specific needs of certain groups, every individual victim will have their own individual needs, which will have to be assessed as of the first contact with every victim. The assessment should consider the context and circumstances of the crime as well as the victims' physical, emotional, social, judicial, practical, and financial needs. Through the stepped care model, often used in mental health services, professionals can identify the step of care a

specific victim needs at a precise moment in time. The decision on the type of support to be provided must be taken based on a **needs' assessment**.

7.5 Diversity of services

Victims should be provided with the opportunity to access services through a range of different means (office-based support, helplines, mobile services, online services, etc.). Moreover, the services offered should be of various nature, including, as a minimum, information, advice and support in accessing compensation, referral to other relevant services, emotional support, psychological support or referral to psychological support, advice relating to financial and practical issues, advice relating to risk and prevention.

7.6 Referrals and cooperation

As the needs of victims range from emotional, judicial, educational, social, practical, financial to psychological and often one victim support organisation cannot offer all these different services to fully respond to all the needs of a victim, victim support services must be **informed about other services and services providers** and should be able to **offer information to victims on other existing services** in a simple, accessible, and victim-friendly way. In addition, **direct referral** of victims to other services ensures that the victim timely received the most appropriate service according to their specific needs. Information and referrals may be facilitated through the development of **networks**, either formally or informally, and the **continuous collaboration** between existing support services.

7.7 Good governance structures

Victim support services must comply with **national laws and regulations**. Even in cases where governments do not strictly require a victim support organisation to provide proof of this, strong **engagement to develop and maintain governance and financial control mechanisms** are expected from the victim support organisation to ensure the quality of services.

7.8 Training

Support services must ensure that **all staff and volunteers** receive an appropriate level of **basic and ongoing training**, in accordance with the nature of their contact with victims and the type of crime involved. Also those staff members not working with victims directly (e.g. financial staff, coordinators, managers, and board members) should attend awareness courses to understand victimisation. Generally, trainings should cover **as a minimum** the following topics: victims' rights, how to treat victims with dignity and respect, how to prevent secondary victimisation, identification of vulnerable groups, victim's needs (general, individual, specific groups), how to carry out needs' assessment, legal procedures, how to communicate with victims, how to work out a support plan, what to offer to victims and to whom they shall be referred, Victim Support worker's skills and tools.

7.9 Monitoring and evaluation mechanisms

Ensuring quality of victim support services requires regular **evaluation**. Evaluation can be internal or external; in all cases, it should take place at least once every two years. **Integrating victims' voices** in the evaluation and development of services is important; it can be done through quantitative measures (e.g. in the form of questionnaires) and qualitative measures (such focus groups, interviews, and participatory action research), and by taking victims' views into account when developing services and projects. Moreover, high-quality services for victims of crime should include as an integral part of their structure a **complaint system** built around the following principles: victim-oriented, visibility, accessibility, responsiveness, objectivity and fairness, confidentiality, remedy, review, accountability, and continuous improvement.

Conclusion

TBD.