



**Manual on assistance to
tourists who are victims of crime**

Organizational guidelines

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Part 1: Organizational guidelines

Amsterdam, May 1997

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1 Background

The Manual on Assistance to Tourists who are Victims of Crime comprises two parts¹. Part 1 is intended, in particular, for coordinators, and contains an organizational guideline for the programme of assistance to tourists who are victims of crime. Part 2 is a workbook and is intended as a reference book for volunteers working in the executory area. It addresses a range of practical aspects².

The organizational guidelines must be read in conjunction with part 2. Where necessary, in order to prevent redundancy, reference is made to the other parts. We will not address the applicable organizational aspects related, in a general sense, to assistance to victims, since we proceed on the premise that enough information is already available in that area.

In this section, in chapter 2 we first deal with the history, objectives, and basic premises of assistance to tourists who are victims of crime. We will see that this type of assistance to victims differs on essential points from the work that is carried out by ordinary victim support programmes.

Chapter 3 gives a survey of the organizational forms which we encounter in assistance to tourists who are victims of crime. In addition it deals with a number of considerations which play a role when a choice has to be made in terms of organization.

In Chapter 4 we explore aspects which concern personnel requirements, standards with regard to accommodation, and the financial aspects which are significant in the interpretation of assistance to tourists who are victims of crime.

In Chapter 5 we proceed with a description of activities and types of assistance. Here it applies that part 2 (workbook) will offer more material insight in the organization of assistance. This chapter focuses on the basic organizational outlines.

The last chapter describes a number of factors which are of significance for the implementation of public relations (PR) and the provision of information. One notes a clear correlation with chapter 4 (in terms of the administrative interpretation and the financial aspects described).

The chapter does not present an extensive layout for a methodical approach to PR and the provision of information. Concerning these points the reader is referred to relevant publications.

Note 1 In the original Dutch version a third part is included. This part covers the training module and offers a programme for the establishment of assistance to tourists who are victims of crime.

Note 2 In the original Dutch version Part 2 comprises also a number of appendices containing relevant addresses.

2 Assistance to tourists who are victims of crime: history, objectives, and basic premises

2.1 History

The 1995 annual report of ATAS, the first facility for assistance to tourists who are victims of crime in the Netherlands, reports that indeed the inner city of Amsterdam alone attracts over 2 million foreign tourists each year. Of these visitors, no less than 9% become victims of crime. This can abruptly place the visitor in an unexpected and sometimes quite threatening situation.

Studies³ have also shown that tourists represent an attractive target for criminals. The risk of becoming the victim of a crime is 8 to 10 times as high for this group as it is for the average Dutch citizen.

The absence of a (social) safety net causes some victim-tourists to feel particularly duped: they are involved in a double shock situation.



In Barcelona, a facility for tourists who have become victims of crime has existed for some time. Information about this project made its way to Amsterdam. In Barcelona, materials are passed out to tourists including general, prevention-oriented information and tips to help tourists avoid becoming victims of a crime in the city of Barcelona, as well as a folder concerning legal, medical, and psychosocial assistance and followup care for victim-tourists from the urban police.

In Amsterdam, at the end of the 1980s the idea had already surfaced of instituting this form of assistance to victims in the Netherlands as well. The

Note 3 A cursory survey of relevant studies can be found in "Five years of Assistance to Victim-Tourists in Amsterdam"; Hauber et al, Leiden, 1996.

initiative for this move originated with the representatives of the Amsterdam Municipal Police force and Victim Support in Amsterdam. Linking up with the local Victim Support Agency proved, for financial and organizational (read: capacity) reasons not to be really feasible at that time. For this reason a course was set for a separate project on assistance to tourists who are victims of crime with its own administrative and financial responsibility. Later on, representatives of the Amsterdam Municipality, the Department of Justice, the local VVV Tourist Office, and The Foundation Together for a Safe Amsterdam (Stichting Samen voor een Veilig Amsterdam) also began participating in the preparatory consultations and the initiative group.

In 1991, the necessary financial means had been acquired, and work could commence on an experimental basis. The Department of Justice and the Municipality of Amsterdam provided starting subsidies. Fundraising within the business world, the catering industry, and tourism organizations yielded additional donations: the Amsterdam Tourist Assistance Service Foundation (ATAS) had become a reality. Subsequent to this, the Department of Economic Affairs provided subsidy funds.

The coordination of ATAS was placed in the hands of two paid coordinators. Volunteers handle the executory assistance; they establish contact with victim-tourists, providing them with first-phase relief and giving them the information they need. In addition they play a mediating role in problems concerning organizations with whom the victim-tourists become involved. This is elaborated further in chapter 5. Within the very first months of ATAS' operation (April 30 - October 5, 1991), nearly 500 victims made use of the ATAS facilities (including the helpdesk). That number had grown to more than 970 by 1995. The Amsterdam initiative was imitated in The Hague and Zeeland.

In The Hague the existence of ATAS led to discussions in the municipal council. A study group was established consisting of representatives from the Haaglanden Regional Police, the National Organization for Victim Support in The Netherlands, and somewhat later the Municipality of The Hague, the Department of Economic Affairs and the Department of Justice, The Foundations Promotion of The Hague (Promotie Den Haag) and The Hague Safety (Veilig Den Haag). Here, too, a project type of approach was chosen. Use was gratefully made of the experience and expertise already accumulated by ATAS. The study group prepared a project proposal which was accepted in 1994; in the summer of that year the Tourist Assistance Agency The Hague was operational.

For the project, which is housed in terms of organization with Victim Support The Hague, the service recruited its own volunteers.

In The Hague, too, in 15 months (from June 1994 through September 1995), a substantial number - 800 - tourists who are victim of a crime asked for assistance.

In Zeeland the fact that Victim Support Zeeland found themselves confronted specifically with requests for assistance from victim-tourists was the impetus for the establishment of programmes for assistance to victim-tourists. In the agencies' daily practice it became clear that what was involved was a very specific target group, and that this group formed too great a burden for the regular organization of the agencies. To respond to this need, Zeeland sought contact with ATAS in order to prepare a project for assistance to victim-tourists. In 1993 the financing and establishment of the project was given the go-ahead. The advisory committee of the project consisted of representatives from the Department of Justice, the Province of Zeeland, the Zeeland Regional Police, the local

VVV Tourist Office, camping organization Recron, and the Victim Support Agency of Zeeland. In the summer of 1994, thanks to a start-up subsidy from the Department of Justice, Assistance to Tourists who are victims of crime Zeeland opened its doors in Renesse. Renesse was chosen because in the summer it is one of the busiest parts of Zeeland, and is situated in a small easily-surveyed area. In 1995 the project was extended to include Walcheren. Assistance to Tourists who are Victims of Crime Zeeland is only open in the summer. In Zeeland, volunteers already active with Victim Support Zeeland who had taken a specific supplementary course of training were utilized for assistance to victim-tourists. The project in Zeeland helped 151 persons in the summer of 1995.

The figures listed for the three facilities for assistance to victim-tourists are expected to increase even more for 1996. The vast majority of the clients of assistance to tourists who are victims of crime are victims of material crimes (including handbag theft and pickpocketing, theft of/from a car or from their accommodation), sometimes coupled with violence (robbery). In addition, the number of tourists who were victims of traffic accidents and were assisted in Zeeland is worth mentioning: this concerns more than 1/3 of all clients.

2.2 Objectives and basic premises

As the objective of assistance to tourists who are victims of crime, first of all the ATAS lists the granting, supplemental to the activities of existing assistance and government organizations, of practical and emotional support to foreign tourists who have become the victims of a crime. A simultaneous goal is the improvement of the image of the city of Amsterdam. This secondary objective is also identified in the other initiatives for assistance to tourists who are victims of crime. Not listed as a basic precept but rather as an invisible objective is the positive effect of assistance to tourists who are victims of crime upon the customer-oriented work of the police.

The target group is further defined as comprising the victim-tourist who has come to experience acute distress due to a crime, and who cannot assess and/or solve his/her problems him/herself without the intervention of a third party.

A condition for being eligible for help has been, from the birth of the concept of assistance to tourists who are victims of crime, that the victim-tourist must have reported the crime to the police. This is necessary in the interest of prevention and to facilitate the filtering of clients. Thus the police function as a "gatekeeper" for the programme of assistance to tourists who are victims of crime. The assistance activities are coupled with a system of registration. This registration clarifies the types of providers of assistance, the request for assistance, and the available assistance, while in addition being a source of justification with regard to those granting subsidies.

The target group has been expanded in The Hague with foreign tourists who have become traffic accident victims, and with foreign conference visitors who have become victims of crime. The project in Zeeland also directs itself specifically toward Dutch tourists who are victims of crime. In practice this group in fact comprises the majority of those asking for assistance in the project (in the summer season of 1995 this was 65%). In Zeeland, too, (Dutch and foreign) tourists who are the victims of traffic accidents are also eligible for assistance.

The programme of assistance to tourists who become the victims of crime bases its legitimization of a separate facility for aid to victim-tourists upon the following arguments:

- making a contribution to the safety of a city or region;
- making a contribution to the liveability of a city or region, for tourists as well;
- offering a good "after-sales" system for tourism in the city or region (necessary final act of being attractive to tourists; if things go wrong a tourist is not alone but, instead, is properly assisted, with a view to keeping the city or region attractive; positive image formation);
- assistance to tourists who are victims of crime saves time, and contributes to the formation of a positive image of the police.

Upon the initiative of the local police, modest programmes have already been commenced at Schiphol and in Beverwijk (Black Market) for assistance to foreign tourists who become victims of crime.

And finally, a number of significant differences can be specified in terms of basic premises between assistance to tourists who are victims of crime and the regular programme of victim support:

- assistance to tourists who are victims of crime involves a high/low season which can be clearly demarcated, as well as very large peaks in requests for assistance (the problem, then, is to keep the motivation of volunteers high even when there are no clients);
- assistance is, to a great extent, of a practical nature, and this practical assistance is more diverse (from mediating in the replacement of a passport to the provision of the most urgently needed clothing);
- the social aspect is comprised differently, in view of the practical approach;
- there exists an intensive administrative involvement by the business community;
- direct financing takes place, not only by public but to a significant extent also private means;
- assistance to tourists who are victims of crime has a significant helpdesk function toward the police;
- assistance to tourists who are victims of crime is more closely related to the programme of relief to victims by the police than is the programme of regular victim support;
- contact with the victim always takes place immediately after the crime, and is short-term in nature (can indeed be intensive);
- there are very few options for referral, in view of the type of client involved (short-term contact, brief stay in the Netherlands);
- the victim is more dependent on assistance due to the absence of an available network;
- the variety of nationalities, languages and cultures of those requesting assistance is much greater;
- the volunteers more often approach organizations on behalf of the victims (representation toward the organizations);
- as stated, assistance to tourists who are victims of crime furthers an explicit secondary objective of image improvement of the city and region.



3 Organizational forms

As of 1996, three facilities are active on a rather large scale for assistance to tourists who are victims of crime. Each of the three is organized differently.

To begin with we will give a brief description of the reasons why a choice has been made for a certain form of organization. Such an explanation best clarifies the various possible choices.

Independent organization

In Amsterdam a choice has been made for an independent organization. The legal entity is the foundation. This form has been chosen for the following reasons:

- a foundation is a clear and good organizational form in which to house this type of work;
- via this choice it becomes explicit that there is no monetary goal (this can be important in the context of raising private funds);
- the financial uncertainty with regard to the future necessitates an organization which can be differentiated from regular victim support;
- as a foundation with its own objective, it is easier to acquire subsidies, both from public and private sources;
- the involvement of the business community in the programme of assistance to tourists who become victims of crime demands an accepted form of organization: in addition to the "habit" of differentiating organization and execution (read: assistance), to the business community a legal entity is a familiar form;
- by taking a place in the administration required in a foundation, the initiators assume responsibility for the organization which they deem desirable;
- an independent form of organization has already proven successful in the realm of regular victim support.

Project organization

In The Hague a choice has been made for a project. The project of assistance to tourists who are victims of crime is linked with Victim Support The Hague (which, incidentally, is once again a part of the Haaglanden police force and therefore not an independent organization). The reasons why, here, a choice has been made for a project form are the following:

- the organizational costs (overhead) can be kept under control;
- one can profit from existing contacts and facilities of regular victim support (and the police) with which one works;
- via an organization in a project context a quick start is possible;
- it is easier to obtain rapid public financing for a project;
- the risk of the project is less than in the establishment of an independent organization ("status aparte"): by cutting the umbilical cord to the parent organization, core activities can simply continue;
- the activities of assistance to tourists who are victims of crime are season-related: an organization in a project context is better suited to this context.

What is special about the organization in The Hague is that assistance to tourists who are victims of crime is included in a covenant of crime prevention⁴. The police organization of which, after all, assistance to victims comprises a part, may not solicit secondary funds on its own; to enable, nonetheless, the use of a secondary source of funds a choice has been made for inclusion in a covenant.

Modular organization

In Zeeland a choice has been made for an approach in which use is made of a modular sub-unit within the existing Victim Support Zeeland. Volunteers from the agency give assistance to victim-tourists. A separate budget has, however, been earmarked for this activity.

Reasons can be listed as follows:

- assistance to tourists who are victims of crime is a specific form of regular victim support, and therefore fits well into the existing organization;
- for assistance to tourists who are victims of crime, supplementally to the existing expertise in assistance to victims only a limited increase in practical knowledge and skills is required in order to adequately assist victim-tourists;
- one can benefit from existing knowledge and know-how in the organization and personnel of regular victim support;
- assistance to tourists who are victims of crime is a new challenge for the volunteers of regular victim support.

The difference between the three organizational forms above cannot be strictly outlined: arguments named in favour of one type of organizational form can, in our opinion, just as easily be proffered for one or both of the other organizational forms. The arguments, however, can indeed serve to help choose the most "suitable" organizational form within an existing regional or local situation.

Supplementary considerations

A number of other considerations may also play a role in the choice of organizational form and implementation of a facility for assistance to victim-tourists. We will mention these briefly, without, incidentally, any pretence of being complete:

- There are high and low seasons in the requirements for assistance: tourists ask for aid at different times of the year, unevenly distributed. This has an effect upon the organization of the facilities, and probably also the organizational form. Concentration of tourism in a region in, for example, the summer months could be reason to utilize a project type or modular approach. It also has an effect upon such items as personnel requirements and the funds required (expenses unevenly distributed over the year).
- Assistance to tourists who are victims of crime depends, according to experience thus far, even more than does regular victim support on a very close cooperation with the police. Often very quick action must be taken in acute emergency situations. A consideration which then plays a role in the organization is whether a choice should be made for connecting in any way with the police organization.

Note 4 Other parts of the covenant established between the Department of Justice, the Public Prosecutor in The Hague and the Municipality of The Hague, include the approach to a hard core of young people, an experimental HALT (juvenile rehabilitation) approach, reducing residential break-ins, and preventive activities at schools.

- When it comes to a large work area, it will have to be considered whether work will be done centrally (from a single point) or de-centrally (clinic facilities). Incidentally this consideration is always relevant when it comes to victim support.
- In the creation of a relief facility for victim-tourists, we will have to consider whether the scope of the existing work area of victim support (and the expected number of victim-tourists therein) is sufficient to independently organize a supplementary facility, or whether cooperation with colleagues from other work areas is called for. This will have an effect upon the choice of organizational form.
- Associated with the above will be the question of whether organization will take place in a function-oriented (where is the existing facility for assistance to victims?) or site-oriented (where does the target group of victim support present itself?) manner. Tourists are concentrated, after all, in a different manner than the traditional target group of victim support.
- And finally: when linking up with the existing (local or regional) organization of victim support, the question is at which location the current assistance is realized, and whether this is sufficient for the relief of victim-tourists, or whether an extra facility is called for.

4 Personnel, accommodation, and financial aspects

4.1 Personnel aspects

The organization of the programme of assistance to tourists who are victims of crime operates on the presumption (as is the case with regular victim support) of a number of levels. In addition to an administrative level, we note a coordinating level (differentiated in coordination on behalf of the overall organization and coordination on behalf of assistance), a facilitative level (administration and reception), and an executory level (executory assistance).

The size of the organization determines whether all levels can c.q. should be housed in separate functions. One can imagine, for example, that in an organization of a smaller size, the coordination can be carried out by a single person, whereas in another organization which is somewhat larger, two officials would be appointed.⁵ Similarly, where the means are limited the administration might (partially) lie with the coordinating and/or executory employees, whereas the reception function would lie partially or entirely with the executory employees.

In current practice with regard to assistance to tourists who are victims of crime, the coordinating and facilitative organizational levels are comprised of paid officials, whereas the administrative and executory level is comprised of volunteers.

We will further address a task description of employees c.q. personnel requirements below.

4.1.1 The administrative level

We begin at the administrative level. In the composition of the management (in case of a legal entity) and/or the advisory committee (in case of a project or, if desired, also in modular implementation), the participation (for insofar as this is present) of the following organizations, institutions, or branches is important in order for there to be an adequate bearing surface:

- police organization (and possibly the public prosecutor);
- participating/subsidizing municipality(ies);
- national government, starting subsidies (for insofar as applicable);
- local/regional catering organization (if organized);
- local/regional VVV/Tourist Office;
- local/regional business community (Chamber of Commerce or representative company or coordinating shopkeepers' association);
- organization which champions inner city/regional safety;
- representative of local/regional victim support.

Special in comparison with regular victim support is a systematic participation in the administration by representatives of the business community and catering/tourism industry.

The tasks which are the realm of the administrative level can be subdivided in general, policy, and final-responsibility branches, and a supportive and advisory branch.

Note 5 The more the organization develops, the further it comes to lie from the information organization from the beginning period, and the more desirable may be a further structuring and delineation of tasks, authorities, and responsibilities. Should this occur at the level between coordination and the administrative level, then one might think of introducing the function of director.

General, policy, and final-responsibility tasks:

- executing (carrying out) the statutory objective;
- (assuming responsibility for) optimal championing of interests of victim-tourists with respect to relevant organizations;
- assuming final responsibility for the overall course of affairs;
- assuming final responsibility for the course of financial affairs, including fundraising;
- assuming responsibility for assistance to tourists who are victims of crime with organizations and organizations in whose name one plays a management role.

Supporting and advisory tasks:

- supporting and advising coordinators;
- where desired, consulting with coordinators concerning executory activities;
- making a contribution to the formation of opinions, possibly supplemented with research and studies or similar relevant data collection;
- in cooperation and consultation with coordinators, advising and reporting to the administration.

Both branches can be implemented by a management; one considers, however, branching these off and placing them with a management resp. advisory committee. The execution hereof, in particular the question of whether or not such a branching off is desirable, depends on such factors as the available time, knowledge and skills of the administrative members, and the size of the organization. An overlap of participation is indeed conceivable, for example by having a secretary and treasurer in each branch. An advantage would be that this would make the administrative strength somewhat greater. With regard to a project, the final responsibility would have to be borne by a parent organization, and the implementation of the project would involve supportive and advisory tasks.

4.1.2 The coordinating level

The daily management of an agency for assistance to tourists who are victims of crime lies with one or more coordinators. They monitor volunteers and are responsible for the implementation of the formulated policy.

In the coordinating level, two types of tasks can be differentiated, specifically tasks which concern the organization or tasks which concern assistance.

Tasks which concern the organization:

- monitoring the objectives in the daily execution of tasks;
- assuming responsibility for the formation of a network of relevant organizations and institutions, and maintaining contact with these;
- in consultation with the treasurer, assuming responsibility for the implementation of financial policy and management, as well as the acquisition of financial means on behalf of the agency;
- assuming responsibility for planning and implementation of educational activities;
- coordinating organizational and assistance matters;
- assuming responsibility for policymaking and reporting, internally and externally;
- reporting to the administration and/or consulting with the advisory committee concerning matters of an organizational nature.

Tasks which concern assistance:

- assuming responsibility for the relief of victim-tourists by means of assistance activities carried out by volunteers;
- organizing the assistance activities;
- recruiting and selecting volunteers;
- managing and supporting volunteers in the implementation of their tasks;
- coordinating assistance and organizational matters;
- reporting to the administration and/or consulting with the advisory committee on matters which concern assistance.

General requirements of coordinators:

- managerial skills;
- didactic qualities and qualities concerning dealing with groups within a volunteer setting;
- an attitude of wishing to provide service;
- stress tolerance and being able to work under pressure of time;
- creativity, problem-solving capacity;
- ability to express oneself well orally and in writing;
- insight into the function of organizations within the network;
- some financial and administrative insight;
- commercial and representative qualities and negotiation skills for the acquisition of subsidy and sponsor funds and the establishment of other external contacts;
- mastery of a few modern languages;
- knowledge of/experience in the tourism industry.



4.1.3 The facilitative level

Within an agency for assistance to tourists who are victims of crime, a facilitative level can be differentiated. This level consists of a reception function and an administrative function.

For the good functioning of the agency (in particular in view of the size of the agency), the question should be considered of whether or not the two functions should be separated.

Within the realm of assistance to tourists who are victims of crime, the emphasis lies on providing service and practical support to tourists who have become victims. A well-organized, well-functioning reception function determines, to a significant extent, the face of the organization.

A separate administrative function furthers the streamlining of activities within the agency, while in addition being important in terms of a more unequivocal processing and registration of assistance data.

Of course the task descriptions of both reception and administration depend upon the available funds. If funds are sufficient, a separate official will be appointed; if funds are limited, in particular the reception function could be held by volunteers. The more centrally the activities are organized (central office), the more important will be the reception function.

Administrative tasks include:

- implementing practical supportive and administrative activities on behalf of assistance by volunteers to the victim-tourist;
- implementing secretarial work including typing/processing correspondence and external and internal documents;
- assuming responsibility for the (automated) processing of client and assistance data;
- keeping the documentation and library systems up to date;
- inventory management: control, inventory, and executory activities with regard to office supplies and equipment.

Reception tasks include:

- receiving and internally distributing incoming telephone traffic (including possibly with regard to simple requests for assistance, applying selection criteria of the organization and direct referral thereof to other organizations);
- directly receiving clients at the agency for assistance to tourists who are victims of crime (not providing assistance);
- implementing practical supportive work on behalf of assistance by volunteers to the victim-tourist;
- possibly making a contribution to the implementation of administrative tasks.

General standards which apply to both employees:

- good communication skills;
- representative and accurate manner of working;
- mastery of one or more modern languages;
- knowledge of automated administration and data processing.

4.1.4 The executory level

Executory work is carried out by volunteers. Without the enthusiastic efforts of people who dedicate themselves selflessly to providing relief to tourists who are victims of crime (or traffic accidents), it would be impossible to realize the objective of providing assistance to such victim-tourists.

The eventual objective of using volunteers is that they support tourists in a manner in which their ability to cope with things is combined with independence of action in such a way that the ability of victim-tourists to act in a similar manner in order to overcome the effects of a crime (or traffic accident) is reinforced (double self-sufficiency).

Active volunteers in the field of assistance to tourists who are victims of crime are characterized by the following traits:

- great motivation for the work;
- empathic capacity and involvement with the target group;
- a positive attitude toward life;
- the capacity to discuss a personal approach;
- a problem-solving orientation and an assertive manner;
- creativity;
- mastery of a few modern languages;
- representative characteristics

General standards which apply to volunteers

Here we will explore in somewhat more depth the standards which apply to volunteers working at an agency for assistance to tourists who are victims of crime. This has to do with the fact that the "Training Module for Volunteers" comprises a part of this manual, and that working out task requirements can be viewed as the basis of the training module. The standards are based upon the characteristics mentioned above. Those standards are:

- being able to reproduce the overall knowledge concerning victim support, and to apply it in assistance situations;
- being able to speak with and provide relief to the victim-tourist in a proper manner;
- being able to organize an assistance contact in terms of concrete necessities, without losing sight of emotional assistance;
- being able to (in particular) inventory one-time contacts rapidly and under time pressure so as to ascertain what has to be done in practical terms for a victim-tourist;
- being able to overcome cultural and language barriers without compromising the quality of assistance;
- being able to champion, in a persistent and assertive manner, the interests of victim-tourists;
- being able, in a creative, service-oriented, and involved manner, to limit negative effects for the victim-tourist (indirect assistance);
- being able to proceed to an internal or external transfer of the case if the organization of the assistance programme or the nature of the problem so requires;
- being able to work with scenarios and checklists/item lists, and to prepare reports/transfers and make registrations, on the basis of these.

In addition to the implementation of providing assistance, volunteers, as stated above, can also make a contribution to the execution of the administrative and reception functions. It is also conceivable that volunteers could play a role in specific tasks in the context of coordination. One thinks here of educational activities, making a contribution to network formation and establishing contacts, and thinking along in the preparatory phase of policy-relevant matters. The demand for a share on the part of volunteers in other tasks than those of providing assistance will, in practice, have to lead to discussions as to how far the volunteers' actual tasks can and may be exceeded.

In supplementation to the above, a few more comments can be made from the practical vantage point of assistance to tourists who are victims of crime which are associated with the execution of tasks of volunteers, specifically:

- in practice it is noted that one must often be able to deal creatively with regulations which organizations (with which there is contact) establish;
- the support of volunteers is more varied and thus time-intensive, because they often work on a continual schedule in connection with the longer opening hours ("from 10 am to 10 pm");
- volunteers utilize a less outreaching work method than is the case with regular victim support;
- in view of the practical aspect there is much agency consultation between volunteers mutually and between volunteers and coordinators;
- in a substantial number of cases, indirect assistance is involved (information and advice to organizations - particularly the police - which deal with victim-tourists);
- it occurs quite commonly that volunteers speak to organizations in the name of the victim;
- because there are peaks in the demand for assistance, attention must be paid to maintaining the motivation of volunteers during quiet periods.

And finally, a number of matters must be organized in the context of volunteer policy, specifically:

- the manner in which involvement is regulated;
- accident, loss, and (professional) liability insurance;
- a plan with regard to compensating expenses;
- a dispute and complaint plan (also applies with regard to clients);
- a well-detailed range of available education and training;
- a well-detailed advisory and support structure for volunteers.

4.1.5 Personnel requirements

The personnel requirements of the agency for assistance to tourists who are victims of crime depend upon a number of factors. The most important of these factors are the following:

- the scope of the request for assistance;
- peaks and drops in the requests for assistance;
- the question of whether assistance is being provided centrally (central office) or decentrally (via office hours or on-call assistance on-site at the police department);
- single or double staffing of an office or office hours in relation to the request for a (separate) staffing of the reception function;
- the range of the facilitative tasks and the possible share of volunteers therein;
- whether longer-lasting assistance contacts are turned over to the employee working a subsequent shift or are employee-related.

On the basis of these factors an indication can be given of the required personnel staffing.

On the basis of a request for assistance of 500 victim-tourists per year, and opening hours of the office for 12 hours per day in the high season (around the holiday periods; limited staffing in other months), on the basis of practical experience (figures derived from available annual reports), at present the personnel needs are indexed as they are shown in outline 1. Here, incidentally, consideration is taken of the fact that the establishment and maintenance of a basic facility for assistance to tourists who are victims of crime requires a certain amount of time, and that volunteers, when used in a high/low season system, must be more intensively trained.

All of these factors do mean that, because of the investment in the basic facility, if the demand is cut in half one cannot simply cut the staffing in half as well. This applies, in particular, to paid hours with regard to coordination and facilitative activities. And conversely, if the demand for assistance doubles, it is not so that by definition a doubling of staffing is required.

Outline 1

Personnel requirements

coordination:	38 hr/wk	general, 1 office (accessible 12 hr/day)
	19 hr/wk	per branch (accessible 4 hr/day) in high season (based on 3 months)
facilitative:	32 hr/wk	reception (based on high/low season) and administration together
executory:	165 hr/wk	high season: based on continuous double staffing; 17 volunteers x 10 hrs. (exclusive of meetings etc.)
	80 hr/wk	low season: based on half staffing

In the implementation of assistance to tourists who are victims of crime, we note three models for the personnel requirements of an agency:

- Model 1: Coordinator(s) at central office, supplemented by reception/administration function; in high season, supplementary coordination during office hours locations; volunteers on-call.
- Model 2: Coordinator(s) at central office, supplemented by reception/administration; volunteers work continuous shifts in the office, and form an on-call back-up for the office (double staffing, in high season employment in the office is doubled).
- Model 3: Coordinator(s) in the central office, supplemented by reception/administration; continuous shifts of volunteers in the office during the day (single staffing) and 1 telephone service in the evening supplemented by 2 on-call volunteers (3 volunteers).

The three models are closely associated with and are specified by consideration of factors mentioned earlier which determine personnel requirements.

4.2 Aspects related to accommodation

In addition to the general facilities which are required for the provision of regular victim support, for the implementation of assistance to tourists who are victims of crime a number of specific facilities are required in the area of accommodation:

- a clearly recognizable reception function as was the choice for the central office. This has to do with the service-providing task of assistance to tourists who are victims of crime;
- a location near or at the police department, in view of the close cooperative relationship between police and assistance to victim-tourists;

Plus in the most ideal situation:

- a kitchen facility for preparing meals;
- storage space for temporary storage of baggage or clothing of stranded tourists.

As far as these points are concerned, the question is whether or not accommodation should be sought at the police department.

The existing agencies for assistance to tourists who are victims of crime, who are all housed at the police department, list the following advantages:

- assistance close to the source;
- accommodation at the police department offers a certain degree of safety;
- accommodation can be organized inexpensively or free (actually a type of subsidy in natura);
- assistance to tourists who are victims of crime is closer to the type of relief to victims offered by the police than to the programme of regular victim support;
- abuse of the facility can be avoided as far as possible (in combination with the requirement of reporting to the police which is set);
- it increases the feeling of confidence in the tourist who, in principle, is unfamiliar with the environment and organization of the society;
- service-providing role toward the police can thus be better given form.



(Possible) disadvantages are listed as the following:

- confusion/lack of clarity in mutual task demarcation between the police (victim relief) and assistance to tourists who are victims of crime;
- in different countries the reputation of the police as an organization may vary, and this can raise a threshold for the victim-tourist to seek for assistance;
- not every local police department lends itself without question to the establishment of assistance activities;
- assistance to tourists who are victims of crime might become too dependent upon the police, with a possible loss of its own identity resulting.

In addition, in practice assistance to tourists who are victims of crime demonstrates that the disadvantages are really not too overwhelming, as long as good and clear arrangements are made in advance.

At the same time, it must be considered that the relatedness to the police organization is much greater in one case (part of the police organization; assistance personnel as unpaid officials working for the police) than in another (only a lessee relationship with the police organization).

4.3 Financial aspects

For the financing of assistance to tourists who are victims of crime, various sources can be approached. Below is a survey. Included in this survey are a few arguments and key words on the basis of which funds can be solicited.

- **National government:** in the recent past, the Department of Justice and the Department of Economic Affairs have granted starting subsidies. This is currently, incidentally, no longer the case. Arguments for subsidy might be assistance to victims and the interest of safety (Justice) and the economic significance of assistance to tourists who are victims of crime. Assistance to tourists who are victims of crime offers a good after-sales for the Netherlands (Economic Affairs). Victim-tourists leave the Netherlands, after receiving assistance, with a better feeling than they would have had without such assistance.
- **Provincial and regional government:** certainly wherever tourism goes beyond the limits of the municipality, and extends over a larger area, an interest may lie with the provincial or intermunicipal body (so-called WGR regions⁶) in granting subsidy. An advantage of requesting subsidy from an intermunicipal body might be that after approval by that body, a municipal obligation exists on the part of participating municipalities. Here, too, it applies once again that the governments hold responsibility for that which takes place in their territory. Added to this is the interest in the image of the province or region toward the public.
- **Municipal government:** municipalities, in particular, who are confronted with considerable flows of tourists may have money left over for assistance to victim-tourists; there may be some hesitancy to proceed to the granting of subsidies, because this is seen as a task for the national government. The arguments to use here are the same as those listed for the national and provincial/regional government bodies.
- **Police:** the experience of the existing agencies teaches us that the police have an interest in good assistance to victim-tourists; not only in order to be able to concentrate on their basic tasks (by referring through to an assistance organization), but also for them to be able to consult when they have difficult questions involving victim-tourists. Generally one is prepared either to pay money or to contribute in the form of material facilities or inexpensive/free accommodation in exchange for this advice.
- **Business community:** one thinks here of monetary and/or material (free goods, overnight stays, meals, admission tickets) sponsoring by those companies which have a relationship with or an interest in tourism (and thus in the assistance of those who become victims). This includes such organizations as medium-sized and small companies, transport companies, hotels, the catering industry, organizations for financial services, insurance companies. Good contacts with the regional or local Chamber of Commerce can be useful.
An argument for the solicitation of funds is the earlier mentioned after-sales argument. The positive contribution, too, of assistance to tourists who are victims of crime to the formation of an image can be utilized. Furthermore: tourism is money, so there is every interest in tourists continuing to come here.
- **Celebrating organizations/companies:** companies or organizations, in the context of an anniversary celebration, sometimes like to donate money to social organizations. Here the social value, a contribution on a general human level, as well as the contribution to the establishment of an image, can be listed.

Note 6 WGR stands for Act on Municipal Regulations. On the basis of this law, the Netherlands is subdivided into a number of regions. The municipalities are classified in these regions.

- The National Organization for Victim Support: in the context of a coordination in terms of the local or regional package which regular victim support has to offer (this is, incidentally, not a real source, because it stems from the national government, in particular money from the department of justice) it may prove that parts of the activities of assistance to tourists who are victims of crime could be financed from this source; in particular one thinks here of connection with educational activities of the National Organization or other facilitative support.
- Fund for Victim Support: this fund can help pay the expenses which agencies for volunteers assisting victims of crime and traffic accidents incur. Funds are solicited from the business community and private parties. Here the most important argument is that assistance to tourists who are victims of crime makes a significant contribution to relief to victims.
- Other funds: There are no general remarks with regard to this area. Books listing resources and lists of funds may offer some ideas.
- Private fundraising/Rotary clubs: Rotary clubs may offer an interesting access for the solicitation of funds from private parties. Sometimes they wish to donate the profits of campaigns which they organize to social organizations. Here, most likely, the human aspect counts the most, the social value and the contribution which is made to the interests of the community.
- Prevention money/funds: assistance to tourists who are victims of crime makes a contribution to prevention, because the material and immaterial effects of a crime or traffic accident can be limited with regard to the victims. Applying to such funds might be considered.
- Incidental contributions from embassies and consulates: to what extent these organizations wish to, and are able to, make financial contributions to assistance to tourists who are victims of crime cannot be stated just like that. They do, however, have an interest in, and profit from, good assistance for victim-tourists who originate in their countries.
- European government/funds: as far as is known at present, no money from European subsidy sources has as yet been assigned to assistance to tourists who are victims of crime. In view of the fact that what is concerned here is international assistance, and that most of the tourists given assistance originate in the EU, it might be interesting to further investigate this possibility. It is, however, known that in order for anything to be granted, a cooperative relationship must exist between organizations in various countries. For agencies in the border areas, one might think of international regional cooperation with agencies across the borders.

When soliciting funds, consideration must always be given to the question of whether what is concerned are structural or incidental funds (one-time contributions). In addition, attention must be paid to the question of whether incidental funds are being solicited on behalf of covering general expenses or on behalf of incidental expenditures or activities. The use of supplementary (incidentally) solicited funds for covering general expenses can sometimes lead to a reduction in structural flows of subsidies; on the other hand, the soliciting of funds for a specific goal sometimes indeed increases the chance of success.

This chapter will close with a few useful tips derived from practice:

- consider the option of "coupling subsidies"; if one organization donates, then the other cannot refuse (do consider carefully which organizations do/do not lend themselves to donating; things can also work out negatively);
- provide good, professional letters of solicitation of funds to sponsors;
- attempt to obtain letters of recommendation from, for example, a mayor or members of a private recommending committee;
- be sure to maintain a good update of addresses and names in sponsor files;
- avoid duplications; do not write to the same organization twice in the same year.

5 Description of activities and types of assistance

In this chapter we will limit ourselves to a description in the form of main points. These main points will be further elucidated in part 2 (manual). Studies, carried out by Hauber et al⁷ in the context of the 5-years' existence of assistance to tourists who are victims of crime in Amsterdam, have demonstrated that 10% of the victims who reported crimes in the study area were referred further. Another 18% of the victim-tourists who had had no contact with the programme of assistance to tourists who are victims of crime would have liked to have had such services if they had known that this was possible.

The question is what assistance to tourists who are victims of crime has to offer those victims who finally do establish contact. The programme of assistance to tourists who are victims of crime itself differentiates a number of points, specifically:

- emotional support;
- offering the option of contacting family or friends;
- help in acquiring replacement documents of identity and tickets;
- help in finding short-term temporary accommodation;
- help in having money transferred;
- where necessary providing clothing for the victim;
- where necessary providing the basic necessities for the victim;
- practical information about help in obtaining possible compensation;
- support in visiting the police, physician, and where relevant an attorney and the Court;
- where necessary making referrals to additional professional assistance or service facilities;
- providing information and advice concerning the above points to the victim or third parties;
- in relevant cases, acting as representative of the victim.

The study mentioned earlier by Hauber et al⁸ shows that victim-tourists are satisfied to very satisfied with regard to the assistance which was offered them. The assistance matches the request for assistance very well. In addition, victim-tourists comment that the volunteers offered more emotional support than they (the victims) expected. They would indeed have wished to have been offered more assistance in a financial realm and in establishing contact with embassies and banks than the volunteers actually gave them.

Hauber et al, therefore, notify the programme of assistance to tourists who are victims of crime the warning not to offer overkill in the area of emotional support while insufficiently helping to solve the practical problems of the victim-tourists. Practical support can indeed make a most significant contribution to the processing of the experience.

Practical and financial problems, in practice, often form the starting point when it comes to assistance to tourists who are victims of crime. The help is often very practical, nearly in the service category in nature. Emotional support is often a secondary issue. Incidentally, on the basis of what we observed in the last paragraph in terms of the opinions of ex-clients,

Note 7 Five years of Assistance to Tourists who are Victims of Crime in Amsterdam; Leiden, 1996.

Note 8 An earlier study by the Free University (1991), carried out in the project phase of the Amsterdam programme for assistance to tourists who are victims of crime by van Wijngaarden et al, gives hints in the same direction.

offering emotional support need not be the focus of too much attention. When offering assistance and support, carefully observing emotional effects must indeed continue to be a point for attention. Paying attention to the state of mind of the victim, practical assistance can, after all, be more effective: serious attention to the experience of the victim-tourist contributes to the degree to which he/she is accessible and receptive to a practical organization of affairs. So determining the relationship between emotional and practical support in establishing contact with the client is of essential significance to the quality of the assistance offered.



The practical side of assistance also translates into a variety of material matters which are necessary in order to offer sufficient assistance to victim-tourists. Of primary importance are information cards, maps, address cards (computer print-outs), perhaps small change (small amounts; be sure there is a clear procedure for receiving this back), and small bus and tram cards. The provision of service can be expanded by supplying hitchhiking signs, and where there has been theft of baggage, toiletries (toothbrush, toothpaste, soap, etc.) as well as the most basic articles of clothing (underwear and socks).

Many cases can be concluded in a single visit. In a limited number of cases more time is required (and available, because the client does not accept returning home immediately) for followup contacts. For the organization of the assistance, the choice is significant of whether clients are being helped by one or more assistance worker. This has an effect upon such matters as the manner in which assistance workers must be available. Some agencies opt for the transfer system, where an assistance worker transfers a client to a colleague at the end of his/her shift (assistance not related to a certain individual). One advantage would be that the person(s) who is/are in the office can then do everything necessary to assist the client; a disadvantage can be that in the course of the transfer, inaccuracies may occur in the case.

Other offices, in those cases where followup contacts are necessary, choose to have these contacts proceed via one and the same assistance worker. One advantage is that the client always works with the same person; a disadvantage can be that this may cost more time in situations where the assistance worker who is working anyway could easily conclude the case during his scheduled working hours (efficiency).

When organizing the provision of assistance, attention will also have to be paid to the fact that an important task for assistance to tourists who are victims of crime is in the provision of service and advice to third parties such as the police and sometimes embassies. Sometimes no direct contact with the victim-tourist is necessary in order to nonetheless put him/her back on the right track!

In addition, an important factor is that work must be done under (sometimes great) time pressure. This fact affects the provision of assistance as well as the organization in which the provision of assistance takes place.

Another factor which has an influence upon the type of assistance and the organization of it is the fact that the contact takes place in an international or intercultural context. Add to this the fact that language difficulties play a role. The specific considerations of significance in the type and organization of assistance are the following⁹:

with regard to working under time pressure:

- transport companies depend upon their operating schedules; they cannot wait to depart until, if a person has lost a ticket, a replacement has been organized; in addition, sometimes tickets lapse;
- where matters concerning organizations in the country of origin have to be organized, time differences must be taken into consideration;
- organizations in this country, too (for example, embassies) have their own opening hours which sometimes do not lend themselves to the rapid organization of practical matters;
- due to time pressures, attention to emotional assistance may sometimes be compromised;
- sometimes what is concerned is victim-tourists travelling together for whom practical matters have to be organized in very different ways;
- the increasing number of clients only leads to a greater work pressure;

in terms of working in an international/intercultural context:

- assistance provider and requester each have their own standards and values: what goes without saying to one of them is not necessarily so for the other;
- interpretation problems may occur: a certain situation may be defined differently by the assistance provider and the requester;
- clients may come in who are from areas where there is much social unrest, or a war situation: this, of course, has an effect upon the reaction of a client, and can make assistance complicated;
- language barriers may exist: the risk is that emotional nuances or facets associated with practical organization of matters may not be easy to put across; by putting the most important procedures on paper in various languages, the provision of assistance can be made easier;
- in certain cases, the basic knowledge of victim-tourists about the manner in which our society functions may be limited; this is usually more applicable the further away the country of origin of the requester.

Note 9 We will go into this extensively in part 2.

Assistance to tourists who are victims of crime can be done personally, on the telephone, and/or in writing. In practice, personal assistance is most often the case. When it comes to telephone assistance, this involves mostly organizations which call for information and advice. If a case cannot be taken care of by simply giving advice, then the victim is invited to visit the office. Matters with regard to which only written help is offered occur very infrequently. Here one thinks of victims who have in the meanwhile already returned to their home countries, who wish to be considered for compensation in the context of the Terwee law, and who have been addressed by the public prosecutor in this regard. In such a case assistance to tourists who are victims of crime may involve the representation of interest.

Combined forms of assistance, of course, also occur very frequently: telephone calls followed by visits, and possible written correspondence, in order to further process a question, or to conclude matters.

Assistance to tourists who are victims of crime depends, in terms of the provision of assistance, on a good, close cooperation between a wide range of organizations. To ensure the satisfaction of a client with regard to the assistance offered, as evidenced in the study by Hauber et al referred to earlier, it is in any case essential that a good, close cooperation be established with the embassy and the police. Other important organizations include transport organizations, organizations in the area of financial services, and border control. Good, clear advance arrangements may be quite useful in quickly and efficiently assisting the victim-tourist.

Cooperation with the police forms the basis of the provision of service. We will list three factors which are significant in this regard.

- Nearly all clients are brought in by the police. In addition to the function of being the most important referrer, the police also holds the function of being a filter for invalid clients (report must be filed). The programme of assistance to tourists who are victims of crime will have to delineate its own referral criteria.
- Assistance to tourists who are victims of crime functions between victim support and relief to victims (the latter is what the police offers them, in a service context: a welcome, information, and advice). Where assistance to tourists who are victims of crime is organized it is noted in practice that victim relief by the Police has a different, more limited definition. Victim-tourists are referred further more rapidly than are "ordinary" victims. This has to do with such factors as the necessary (often complicated) practical knowledge and the language problem.
- Because many cases are brought in directly by the police, the method of active approach utilized within the sphere of regular victim support is of lesser importance in terms of assistance to tourists who are victims of crime. Often there is no time for this, and one can proceed only on the basis of this fast and direct referral. This is why familiarity with assistance to tourists who are victims of crime and what it has to offer, particularly by the police, is of essential significance.

Assistance to tourists who are victims of crime is characterized by an international setting. This means that there are often few possibilities for making referrals on the spot, and the regional social plan and the regional network as a whole are assigned a different role: the content of this role is mainly directed toward organizing practical facilities for relief, accommodation, and the provision of financial and material facilities. Only rarely are referrals made on the basis of psychic or legal reasons. Of at least equal importance is a national and international social plan and a similar network. The type of problems with which victim-tourists are

confronted often calls for cooperation with national facilities and organizations (embassies, financial institutions, and transport organizations with national offices), and facilities and organizations in the country of origin. A detailed survey can be found in part 2 (workbook).

In the execution of the work, the manner in which support to, and advice from, providers of assistance takes place plays a very important role. In part 2 (workbook), we provide the basis for this. Support and advice can be differentiated in 3 levels:

- Level 1: Scenarios, checklists, address lists, social plan and other data sources (facts);
- Level 2: Case-wise survey with complicated questions and exceptional cases (incidents);
- Level 3: Mutual internal consultation and using creativity in order to (sometimes) work outside the rules and to mediate for a client in order to arrive at a suitable solution (victories).

Each level in the plan presupposes the other level: there is a cohesion between the levels. This means that undertaking activities which lead only to the realization of one of the levels may not be sufficient for good assistance.

This also means that using the workbook from part 2 (mostly level 1 and limited level 2) must, in practice, be further supplemented by the actual use of that workbook. Practical experience, after all, fills the second and third level.

And finally, in the organization of assistance a choice will have to be made as to whether or not helping a Dutch victim-tourist calls for the establishment of this special form of assistance, and/or if such assistance could come under the heading of "regular victim support". The only thing which makes the assistance of a Dutch victim-tourist special is, after all, the fact that he/she becomes a victim of a crime which takes place outside his place of residence.

6 Cooperation, network formation, PR and education

6.1 Cooperation and network formation

This paragraph will not concern institutions and organizations with which cooperation takes place in the context of assistance. With regard to that, the reader is referred to part 2 (workbook). With regard to financial aspects, reference is made to chapter 4 above. We will, however, list the most important institutions and organizations with which, in the context of the organization, cooperation can take place.

Here the most important cooperative partner is, once again, the police organization. For a good course of affairs and for streamlining the organization of assistance to tourists who are victims of crime, cooperation with the police will have to be optimal. Here a number of aspects are important. Of course it applies that the closer assistance to tourists who are victims of crime is organized with regard to the police (in particular by the choice of domicile), the more recognizable the representatives of both parties will be to one another.

Establishing good contacts at all levels in the organization is essential. This means that the police organization which is characterized by strong hierarchal lines must be accessible all the way from the top level down to the work floor. Utilizing the higher and middle levels of management often proves to be insufficient in terms of daily practice, while good work contacts with executory police personnel also does not provide a guarantee for a supple cooperation between both organizations.

The executory policy is determined, in such an organization as the police, to a significant extent on the work floor. For this reason, clarity with regard to what assistance to tourists who are victims of crime can actually mean, and the recognizability of the organization and its employees, is desirable. This can be achieved in various ways.

To begin with, tracing the course of a case back to its beginning (outcome report) can make it clear that referrals to the programme of assistance to tourists who are victims of crime really works, and really yields results. The helpdesk function, too, toward the police, can make the assistance organization's reason for existence clear.

Some agencies publish a periodic newsletter which is sent out to all employees. A newsletter can support matters being traced back at an executory level; issuing a newsletter in itself, however, clearly has less effect. One must consider that the work of assistance to tourists who are victims of crime lends itself, through the practical approach, to the preparation of a newsletter.

In addition, preparing monthly or quarterly figures with regard to the number of referrals and the assistance given to them, supports cooperation with the police. These figures, after all, play a role for the police as they delineate the task in the context of victim relief, and put it into words. A condition here is, however, that victim relief within the corps is truly a policy item!

Of importance, too, are the organizations and institutions operating in the tourism industry. The reason for existence of the programme of assistance to tourists who are victims of crime is, after all, based on the fact that there are indeed tourists. Thought will have to be given to the organizational lines in this context. Often this will concern umbrella bodies such as the VVV Tourist Office or other promotional organizations and shopkeepers' and catering associations.

Sometimes they will function as referrers, usually they are either represented in the management or advisory committee or else one of the providers of funds. This creates certain loyalties. At an organizational level, this can be an advantage of which use can be made (you invest or are partially responsible, so consult us) but at the same time a disadvantage (in the sense of dependence: we pay or are partially responsible; you only need to organize). Clarity with regard to tasks and functions of assistance to tourists who are victims of crime in terms of the role which these organizations themselves play (and that the tasks and functions of assistance to tourists who are victims of crime often lies in the further phase, specifically the promotion of a city or region) is of great importance in terms of the organizational bearing surface of assistance to tourists who are victims of crime.

Assistance organizations are important in more ways than simply in terms of the social plan of assistance to tourists who are victims of crime. The market of relief and assistance provision is multifaceted, and there are quite a few players in the market. It will have to be clear to assistance organizations with whom contacts are made what the actual value and added value of assistance to tourists who are victims of crime is in relation to other organizations. An important point might be that the activities of assistance to tourists who are victims of crime is of a more practical and service-providing nature than it is an organization for emotional support. Explicit attention will also have to be given to the relationship with the programme of regular victim support (and if there is one, why assistance to tourists who are victims of crime differs from it in terms of organization). The creation of insight and an overview makes, in this context, acceptance (and thus familiarity) of a relative newcomer on the market of wellbeing and happiness, more likely.

We have already observed that municipalities and other authorities are in any case financially important to the programme of assistance to tourists who are victims of crime; without these financial contributions, implementation would probably be impossible. The question of whether they are prepared to continue contributing to the programme of assistance to tourists who are victims of crime will depend upon the question of whether or not the programme of assistance to tourists who are victims of crime succeeds in demonstrating the importance of the facility. This will, of course, first have to take place by the provision of good assistance to a substantial number of victim-tourists. This can thus demonstrate the factor of joint interest. Points which may play a role here are the fact that an attempt is being made to make a joint contribution to the attractiveness and the image of a city or region, as well as the fact that assistance to tourists who are victims of crime can fulfil a function in the context of local safety policies.

Embassies and consulates are important particularly in the context of the provision of assistance. But they can also be important from the vantage point of organizational cooperation.

Assistance to tourists who are victims of crime is, after all, an international matter. In view of the fact that embassies and consulates represent foreign governments, they can play a role in the distribution of assistance to tourists who are victims of crime: good experiences with the programme of assistance to tourists who are victims of crime can contribute to the establishment of an international bearing surface for a similar type of assistance facility. For the further legitimization of the programme of assistance to tourists who are victims of crime in the Netherlands, one might think of asking embassies and consulates to issue letters of recommendation or references. From an international perspective, they can

make a contribution to furthering an international bearing surface for assistance to tourists who are victims of crime, such that in the footsteps of the Netherlands (and projects), other countries could also establish similar initiatives. One might think also of having the procedures applying to stranded tourists translated.

In addition to embassies and consulates, foreign tourist and traffic associations can also be significant. These are united in the Alliance International de Tourisme (AIT).

In an organizational context, also important are the National Consultancy on Assistance to Tourists who are Victims of Crime (LOT), as well as international contacts.

The existing agencies are organized in their own national consultative body. This is currently comprised of agencies from Amsterdam, The Hague, Zeeland, Schiphol, and Beverwijk. At present this consultative body is organized independently of regular victim support. Consultation and cooperation with The National Organization for Victim Support can express the connection between facilities, resulting in added value to organizations of assistance to victims.

Contacts with initiatives for assistance to tourists who are victims of crime in other countries are also important. In addition to the exchange of experiences in terms of layout, organization, and implementation, via this route international cooperation can be realized. An international network of assistance to tourists who are victims of crime can make an additional contribution to the organization of the assistance programme. Incidentally, here one must also consider the relationship with possible existing regular victim support programmes in the relevant countries. Contacts have already been established with initiatives in Spain (Barcelona), Ireland (Dublin), Belgium (Zaventem), France (Nice, Cannes), the United States (Miami, New York), Portugal, Poland and England.

To close this paragraph we will also give a few tips which may be of importance with regard to the establishment of networks:

- begin with an inventory of existing contacts: inventories often show that more relevant contacts already exist than appeared at first glance;
- maintain a good and current survey of contact persons at institutions;
- create cohesion in the network, and establish mutual lines between the parts of this network;
- be efficient in creating networks, avoid duplications;
- seek common interests: what can you do for the other party, what can he do for you;
- decide which specific terminology will be used by sections of the network, and use it;
- be sure there is a regular provision of information to contacts in the network, and maintain the network in this way;
- create an insight into the networks which the contact persons maintain, in order to be able to determine which of these might be of strategic significance to the expansion of your own networks;
- be generous in the exchange of contact persons wherever this can be profitable; linking networks can yield many new contacts;
- be sure there is good and meticulous administrative support, such that errors are prevented and valuable contacts are maintained.

6.2 PR and education

First of all, it is important to note that public familiarity with the programme of assistance to tourists who are victims of crime is less widespread than is familiarity with the programme of regular victim support. Assistance to tourists who are victims of crime is a work form which began more recently. This means that a lot of work still has to be done to make it better known. We would be foolish to fail to make use of the positive experiences which have been accumulated within the realm of regular victim support in terms of our PR and education policy. Here there must, however, be attention paid to the fact that the two forms of victim support/assistance differ from one another on certain points. These differences must be borne in mind.

For example, the practical nature of assistance also means that the product of assistance to tourists who are victims of crime is not difficult to "sell".

More than is the case with regard to regular victim support, assistance to tourists who are victims of crime also demonstrates a definite economic significance. After all, the product sells itself easily in the context of "after sales" in the tourist industry: good assistance to victim-tourists makes a considerable contribution to the (restoration of) the appeal to tourists of the Netherlands' regions and cities. Without the "final touch" of this assistance, the picture which victim-tourists have of that appeal would have been considerably different. The study of Hauber et al¹⁰ in Amsterdam shows that the experience of Amsterdam as a place to stay for holidays among victim-tourists who did not make use of the programme of assistance to tourists who are victims of crime is considerably more negative than that of those who did make use of the programme. In this context, one must realize that when victim-tourists with a negative impression go home, their negative story will be re-told at least a few times. This reinforces the negative "after sales" effect. The same applies when they have experienced good assistance: their story, once again, will be retold a few times when they are back home. So the negative or positive image effect is always reinforced.

A difficult point in the planning of PR and education is that profiling a programme of assistance to tourists who are victims of crime only becomes really possible after there have been victims. Because of an involvement with tourism, participating organizations take great care to be sure that general advance publicity does not result in an undesirable side effect occurring in the sense of negative image formation: The Netherlands is dangerous, you will become a victim there. The involvement makes it more complicated for the programme of assistance to tourists who are victims of crime to organize publicity around its target group. The independence and the significance of good publicity with regard to referring agencies and organizations is thus increased. Without general publicity, after all, making contact with victim-tourists will take place much more often by referral.

With regard to information going toward agencies and organizations, this means that the information will have to be unequivocal, clear, unambiguous and, above all, transferable. Possible clients, after all, will often obtain this information second-hand. In any case, sufficient informational materials must be placed everywhere. Good contacts with these agencies are, additionally, of essential significance, and offer a stimulant for referrals.

Note 10 See footnote 4.

With regard to the preparation of PR and education, this means that the emphasis will come to lie heavily on the minds of target groups to whom the PR and education is directed. The education of victims is very limited, whereas that of agencies and organizations is very important and, most of all (they are, after all, the referrers to programmes for assistance to tourists who are victims of crime) it must be functionally interpreted.

Another aspect which deserves attention in terms of PR and education is the fact that assistance to tourists who are victims of crime depends to a great extent on private means. The PR and educational policy toward organizations and agencies, therefore, serves several purposes. This may have consequences for the use of means with regard to education.

Agencies for assistance to tourists who are victims of crime have only a limited amount of time and a limited amount of money at their disposal. Add to this that a national support system in the form of a service unit which could organize education is lacking. So publicity will have to be, above all, well-directed and efficient. This means, first of all, that priorities must be assigned within agencies and industries, and secondly, that strong points must be sought in the organization itself along with the interest which others could have in a facility. An example is the helpdesk function which the programme of assistance to tourists who are victims of crime fulfils for other institutions. This can be used effectively in PR and education: our existence is beneficial to you.

And finally, it is to be recommended that an exchange of information also take place in the realm of experience with PR and education between LOT and The National Organization for Victim Support.

Colophon

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