

# Victims of Crime Act Victim Compensation Formula Grant Program

## Fiscal Year 2016 Data Analysis Report

*April, 2017*

**Prepared for**  
**Office for Victims of Crime**



**Prepared by**  
**CSR, Incorporated**



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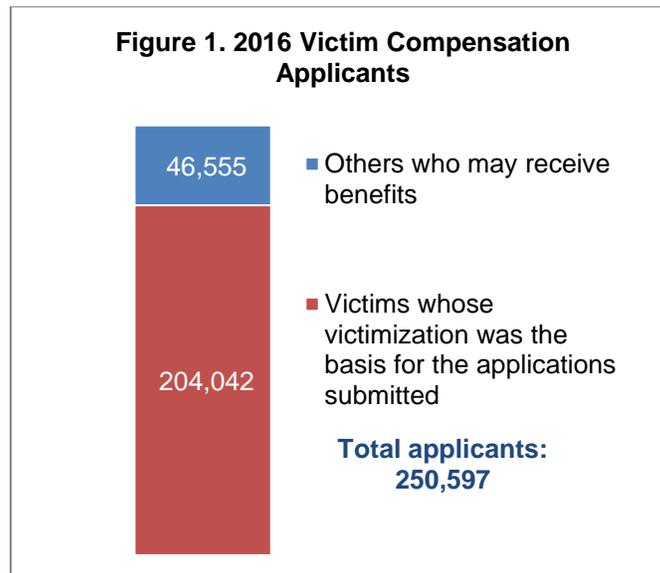
## Report Highlights

- All 53 recipients of Victim Compensation Formula Grant funds submitted performance data for Federal Fiscal Year 2016.
- The majority of victims applying for compensation were female (59-percent), and ages 25–59 (33-percent).
- Grantees received a total of 288,536 applications for FY 2016 (including applications for sexual assault forensic examinations [SAFEs]), and paid a total of \$348,745,017 toward victim compensation benefits.
- OVC has gained new insight regarding how its grantees allocate funds for victims with varying needs, particularly the ability to examine data by crime type with subcategories and to investigate emerging victimization trends.

## Population Characteristics of Those Who Sought Victim Compensation

### Victim Compensation Applicants

As shown in Figure 1,<sup>1</sup> over 250,000 people applied for Victim Compensation benefits in FY 2016. Among all applicants, 81-percent were victims whose victimization was the basis for the eligibility of the applications submitted. The other 19-percent included surviving family members and witnesses who sought support.



### Victim Demographics<sup>2</sup>

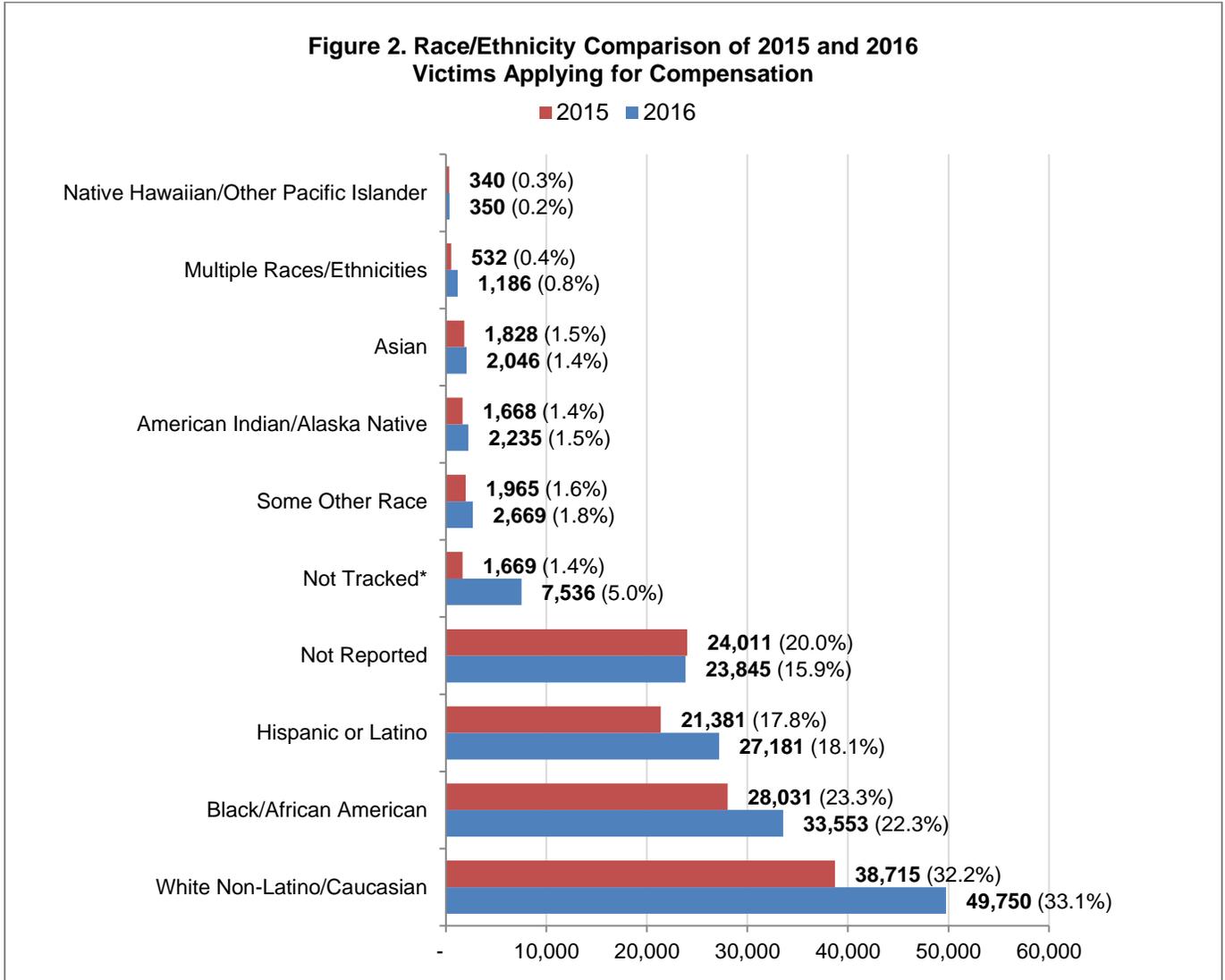
Victim demographics are characteristics of the population that are voluntarily self-reported by crime victim applicants. Many OVC grantees have made efforts to revise application forms to collect the requested data. It provides OVC with a description of the individuals that apply for compensation benefits by race, gender, and age at the time of the crime. Each analysis in this section includes only grantees that were able to track some or all of the demographic categories OVC requested.

<sup>1</sup> Both the total count of applicants and the count of “others who may receive benefits” are most likely undercounts.

<sup>2</sup> These demographic data represent the population that sought benefits, not the population that ultimately received them.

## Race and Ethnicity<sup>3</sup>

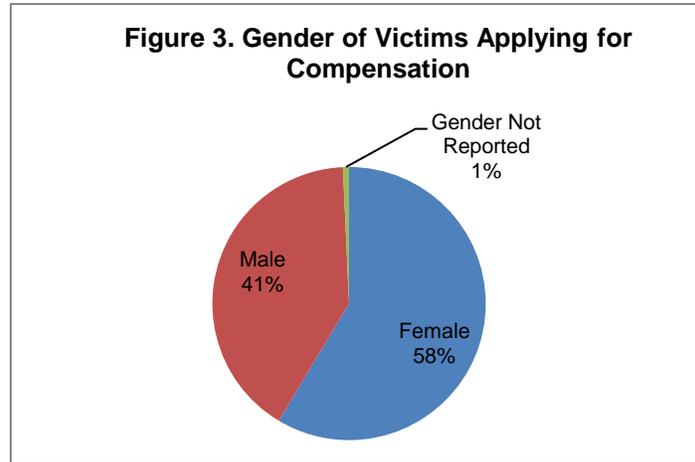
The majority of victims applying for victim compensation benefits in 2016 identify themselves as White Non-Latino/Caucasian (33-percent), Black/African American (22-percent) or Hispanic or Latino (18-percent). Figure 2 presents the voluntarily self-reported racial and ethnic makeup of the victim population applying for victim compensation benefits in 2015 and 2016.



<sup>3</sup> Six grantees reported that they could not track any race or ethnicity data. Those grantees were excluded from this analysis.

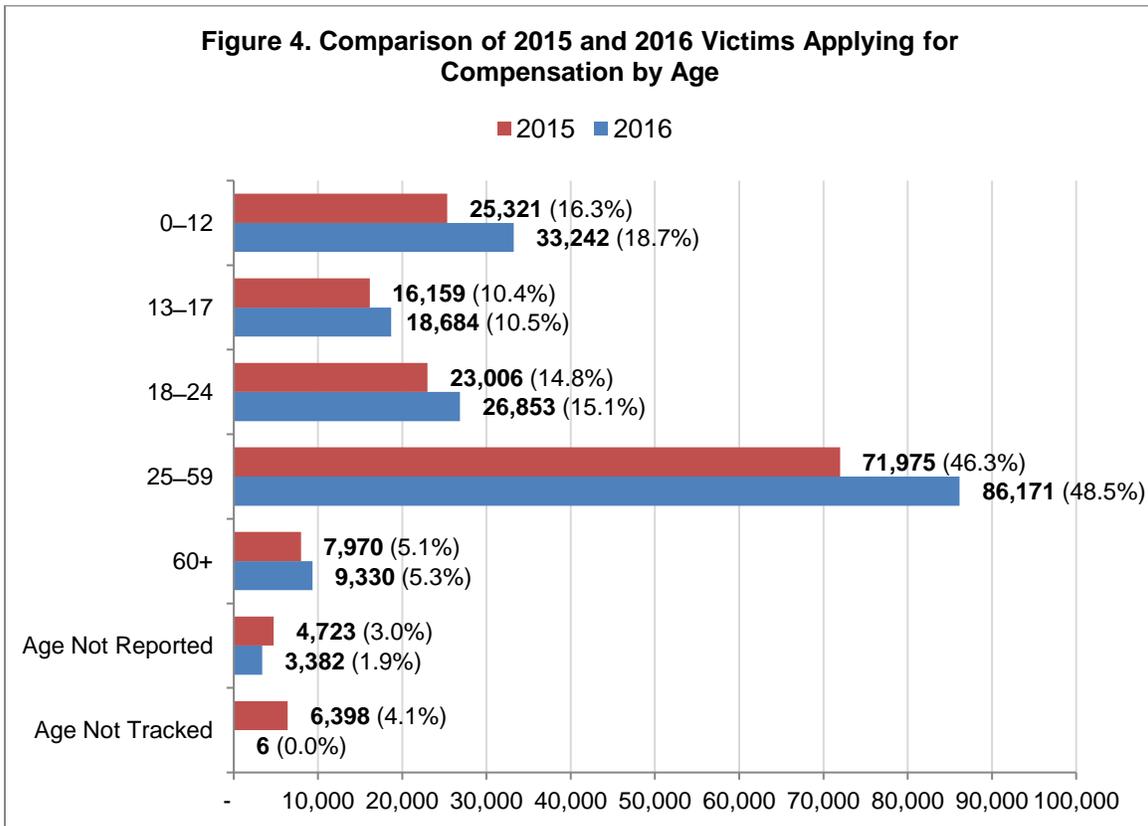
## Gender<sup>4</sup>

Females represent the largest portion of victims applying for compensation (58-percent). While 41-percent of victims applying for compensation identify as males. One-percent of victims either did not report or identify their gender. Figure 3 shows the voluntarily self-reported gender of the victim population applying for victim compensation benefits.<sup>5</sup>



## Age<sup>6</sup>

Figure 4 shows the age of victims (at the time of victimization) applying for compensation. In 2016, the majority of victims were aged 25–29 (48.5-percent), 0–12 (18.7-percent), 18–24 (15.1-percent), and 13–17 (10.5-percent).



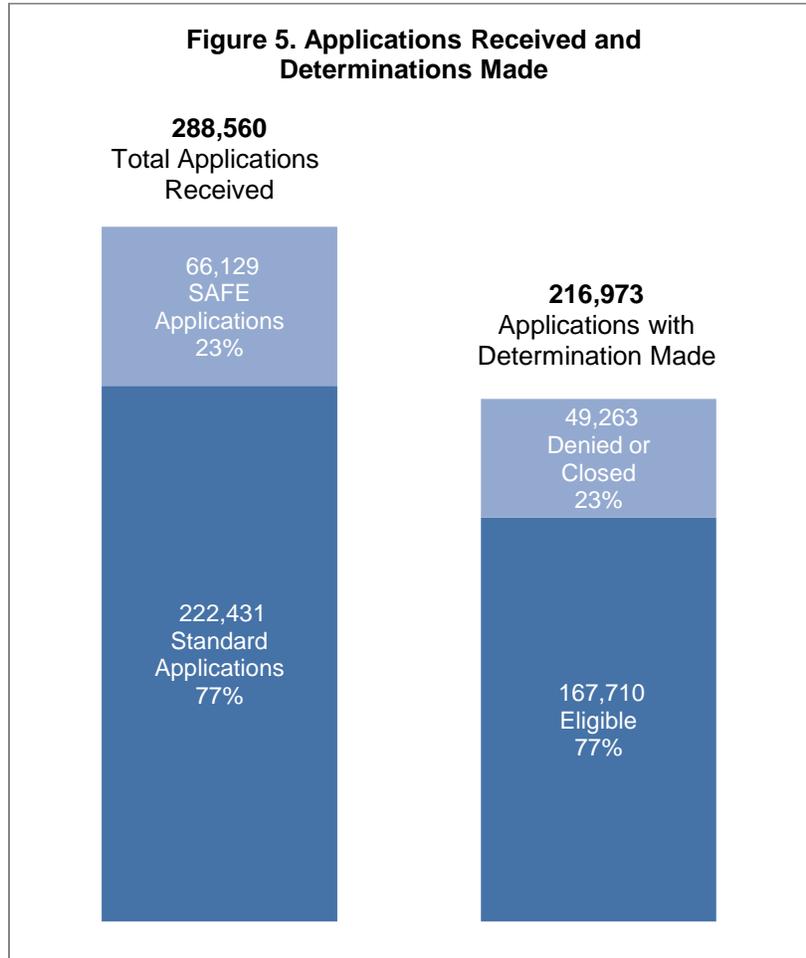
<sup>4</sup> Three grantees were unable to track gender data and therefore were excluded from this analysis.

<sup>5</sup> Although OVC chose to limit its gender categories to “male” and “female,” some victims may not identify with either gender category.

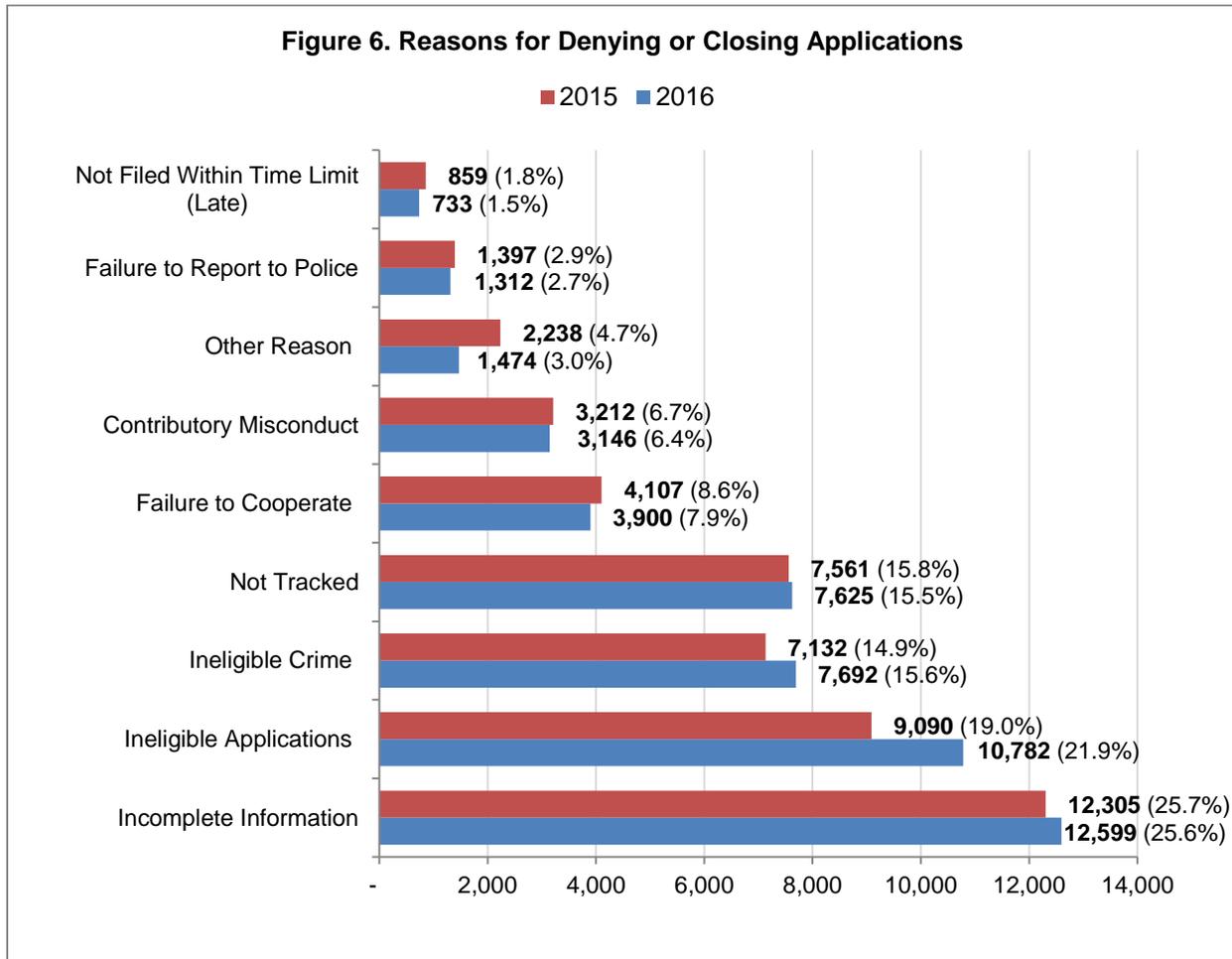
<sup>6</sup> Five grantees were unable to track any age data and therefore were excluded from this analysis.

## Applications

Data requested is an attempt to understand the nature of the process in terms of volume and outcome of claims received. It is important to understand that there is not a 1-to-1 relationship in a fiscal year as to the number of applications received, reviewed for approval and those that are paid. In the following sections, the degree of activity within fiscal year 2016 is provided. In future reports the intent is to provide a trend analysis that will take into account incidences of crime, government and legislative changes, for example that occur during the course of a federal fiscal year period. Of the total 288,536 applications received, 222,431 applications were standard applications from grantees in FY 2016, and 66,129 applications were received for SAFEs through a separate collection process. Of the 216,973 applications where a determination was made, 77-percent were eligible to receive compensation benefits and 23-percent were denied or closed. Figure 5 provides additional information regarding both applications received and application outcomes.



As Figure 6 shows, applications were most often closed or denied as a result of incomplete information (26-percent). Twenty-two percent of applications were determined ineligible.<sup>7</sup>



## Improving the Process

At the end of the year, grantees reported on the operation of the Victim Compensation program. They were asked to reflect on their own efforts and any external factors that may have influenced their ability to improve the process of victim compensation services during the year. Findings are outlined below.

## Grantee Efforts to Improve Victim Compensation

Many grantees aimed to improve their programs by prioritizing outreach efforts. This was accomplished through promoting campaigns and partnerships, offering training on specific crime types, optimizing service quality, and reducing processing time for claims. Some states have recently expanded services and expenses related to specific crimes and victim types, such as the recent efforts in several states to support and increase provision of rental and relocation assistance to victims of domestic violence, some sexually related crimes, and/or human trafficking. States have further expanded benefit eligibility and reduced compensation processing time for survivors of homicide victims dealing with funeral expenses. SAFE's have again received expanded compensation coverage in multiple states. Six states digitized the filing process for clients during FY 2016, while 17 updated or replaced their database technology to boost efficiency.

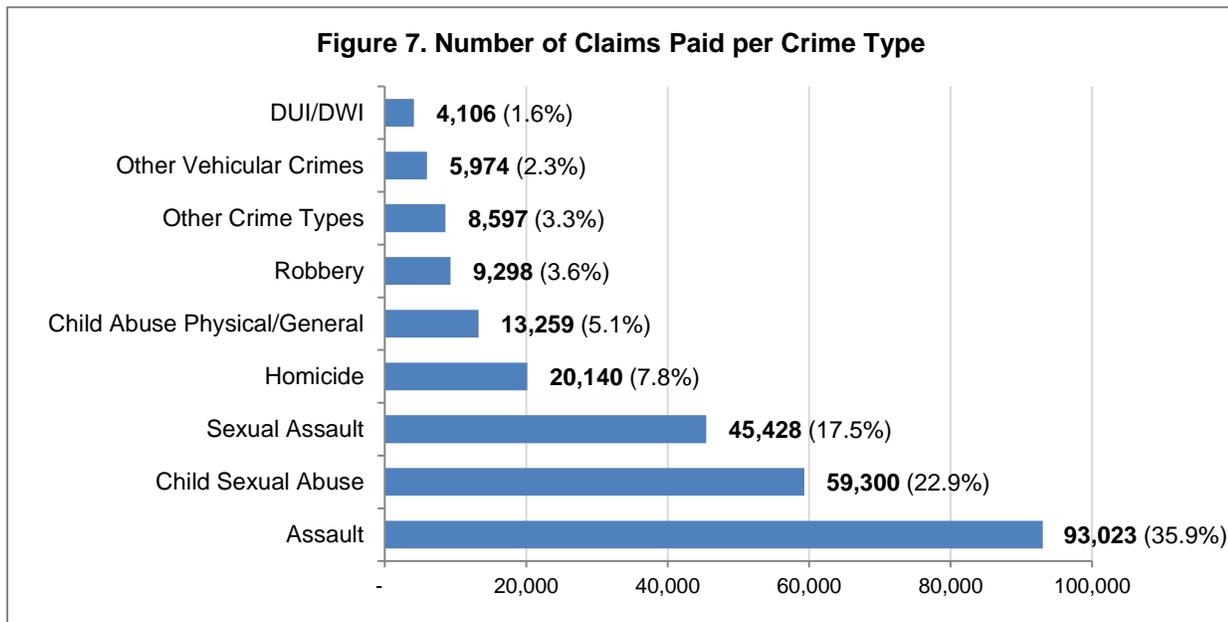
<sup>7</sup> Includes: applicant not an eligible party, unjust enrichment of offender, application filed out of state, duplicate application, no economic loss, or applicant is incarcerated, on probation, on parole, or convicted.

## Payment Statistics<sup>8</sup>

Victim compensation programs award compensation for medical expenses, mental health care, loss of wages or other economic support, and funeral or burial expenses. Many also award compensation for a wide variety of other costs (i.e., crime scene cleanup; nonmedical care for dependent children or elders). Some programs also offer emergency awards to assist victims with immediate needs, such as food, medications, and temporary shelter. In all of these forms, the financial support afforded by victim compensation programs is essential to ensuring the well-being of victims during difficult times.

### Number of Claims Paid by Crime Type

Fifty-three state and territory victim compensation programs paid a total of 259,125 claims. Most claims were related to assault (36-percent), followed by child sexual abuse (23-percent), sexual assault (18-percent), homicide (8-percent), and child physical/other abuse (5-percent) (Figure 7).



### Amount Paid by Crime Type

Across all crime types, victim compensation programs reported payments totaling \$348,745,017, up 1.2-percent over the \$344,697,242 reported paid by crime type in FY 2015. Assault claims constituted almost half of the dollars paid to claimants (Table 1). Homicide came in at a distant second (19-percent), followed by child sexual abuse (10-percent), sexual assault (9-percent), and other vehicular crimes (4-percent).

Table 1 presents a full summary of the number of claims paid and amounts paid by crime type across all 53 grantees who submitted data for FY 2016, with the figures for FY 2015 included for comparison.

<sup>8</sup> The number of claims paid (both in total and for each crime type) represents the number of payments made during the reporting period.

**Table 1. Summary of Claims Paid by Crime Type**

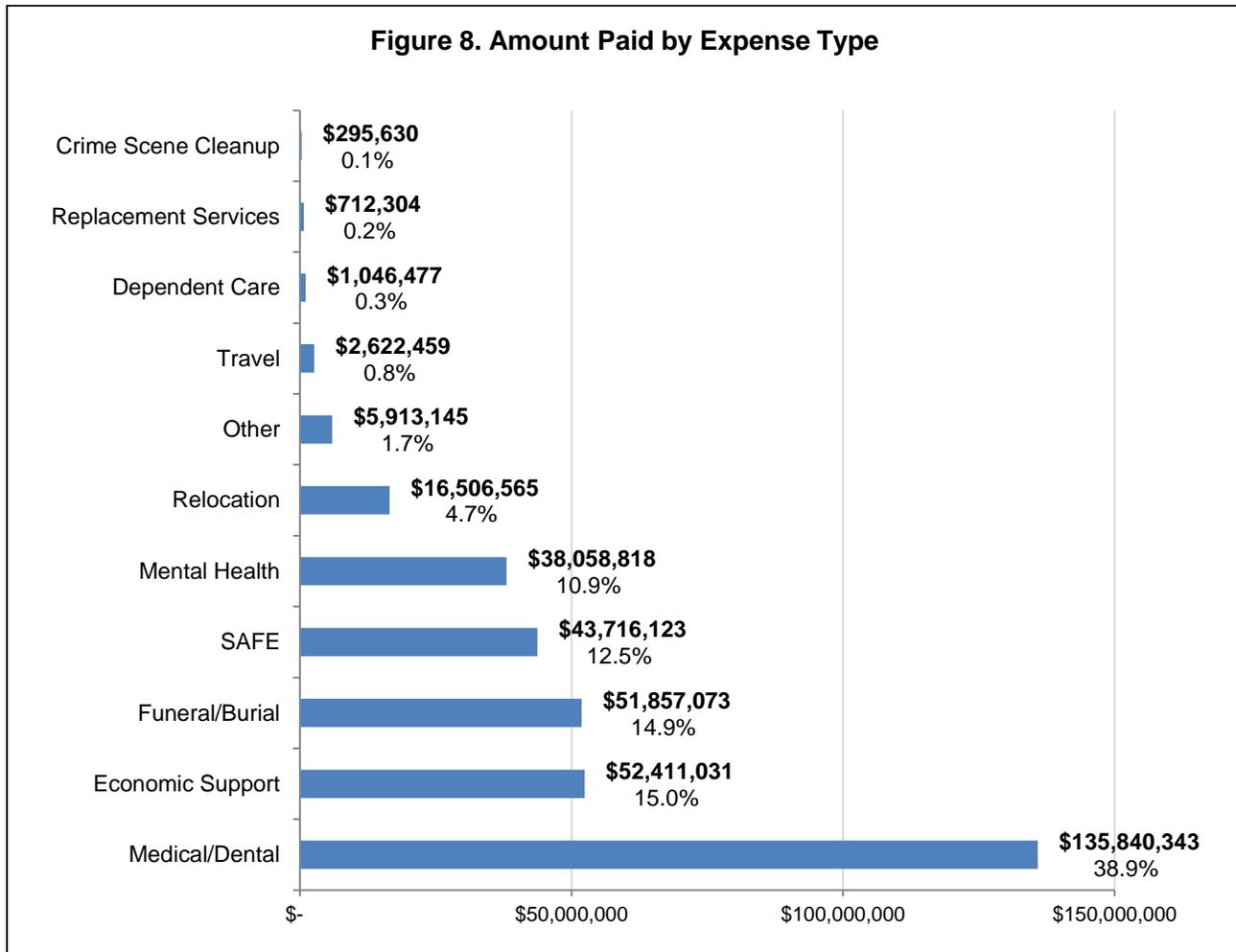
Crime Type	FY 2016			FY 2015		
	Claims Paid	Amount Paid	Average Amount Paid Per Claim	Claims Paid	Amount Paid	Average Amount Paid Per Claim
Assault	93,023	\$162,705,105	\$1,749	82,276	\$177,823,805	\$2,161
Homicide	20,140	66,509,927	3,302	18,191	56,807,128	3,123
Child Abuse Sexual	59,300	34,531,013	582	44,891	32,844,309	732
Sexual Assault	45,428	32,738,496	721	30,268	25,648,289	847
Other Vehicular Crimes	5,974	13,410,610	2,245	3,960	13,445,831	3,395
Robbery	9,298	13,111,657	1,410	12,211	13,910,239	1,139
DUI/DWI	4,106	9,492,826	2,312	2,851	11,631,972	4,080
Child Abuse Physical	8,653	5,000,983	578	9,022	6,882,894	763
Child Abuse General*	4,606	2,926,949	635			
Other Crime Types**	2,413	2,187,019	906			
Stalking	1,747	1,601,679	917	1,253	1,327,557	1,060
Kidnapping	931	919,092	987	830	817,594	985
Burglary	1,838	902,280	491	2,342	1,724,472	736
Terrorism	304	878,929	2,891	803	971,582	1,210
Fraud/Financial Crimes	626	855,697	1,367	197	247,881	1,258
Human Trafficking	345	473,538	1,373	203	230,624	1,136
Arson	255	386,176	1,514	214	281,311	1,315
Child Pornography	138	113,040	819	92	101,753	1,106
<b>Total</b>	<b>259,125</b>	<b>\$348,745,017</b>	<b>\$1,466 (avg)</b>	<b>209,604</b>	<b>\$344,697,241</b>	<b>\$1,645 (avg)</b>

\*States unable to break down Child Abuse into physical abuse, sexual abuse, and child pornography categories reported a combined figure for Child Abuse General.

\*\*States may report payments for crimes that do not fall within the provided categories under "Other Crime Type."

## Amount Paid by Expense Type

Across all expense types, victim compensation programs reported payments totaling \$348,979,968. As Figure 8 shows, medical and dental expenses made up the bulk of compensation dollars paid, at nearly 39-percent. Economic support was a distant second (15-percent), followed by funeral/burial expenses (about 15-percent), SAFEs (nearly 13-percent), and mental health services (roughly 11-percent).



## SAFE Expenditures

Victim compensation programs are a crucial source of funding for SAFEs.<sup>9</sup> Two-thirds of states use compensation funds to pay for some of these exams, and more than one-third use these funds to pay for all exams. Nearly all victims receive SAFEs free of charge and without being required to report to law enforcement.<sup>10</sup>

Twenty-nine grantees reported VOCA compensation funds were used to reimburse claims for exams for adult victims, and 23 reported SAFE exam claims reimbursed for children. Twenty-two grantees did not use VOCA funds to reimburse compensation claims for SAFEs in FY 2016.

Grantees reported that they spent a total of \$43,716,123 in VOCA plus match funds for SAFEs for victims of all ages in FY 2016. Those who were able to track expenditures by age or suspected offense reported spending \$21,285,571 on exams for adult victims of suspected sexual assault and \$21,581,586 on exams for child victims of suspected sexual abuse.

## Payment Statistics by Crime Type

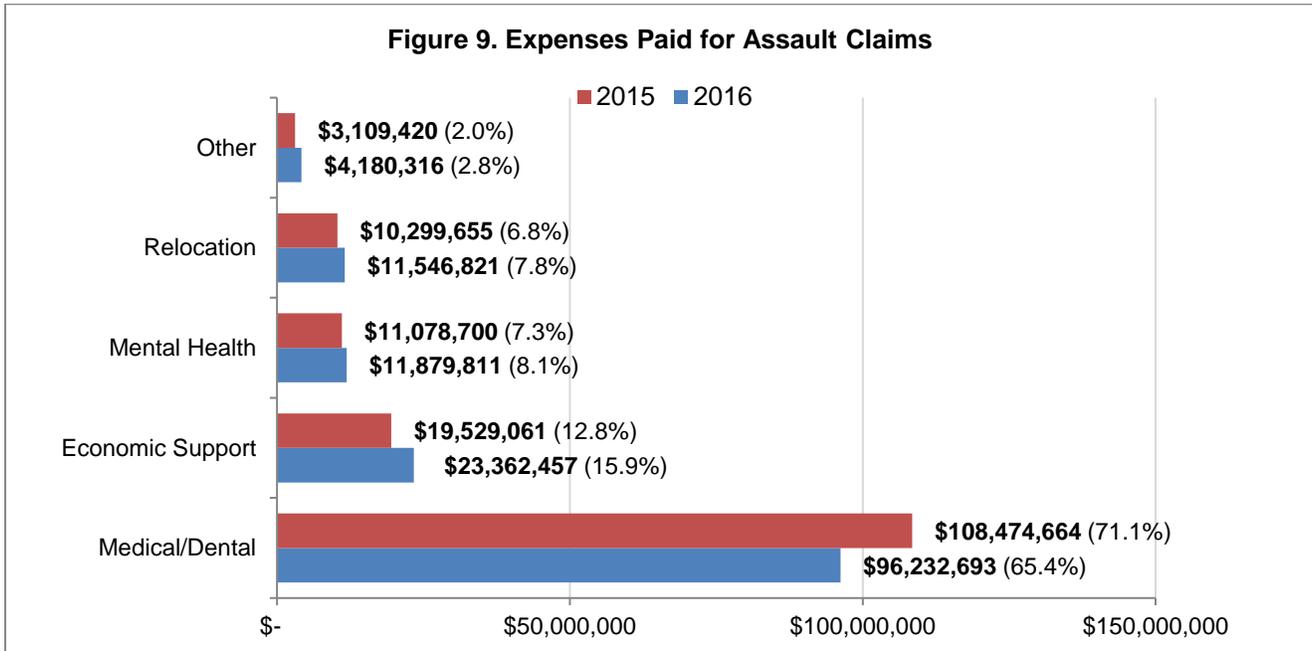
This section outlines the breakdown of expenses paid for the four most common types of crime: assault, child abuse, homicide, and sexual assault.

<sup>9</sup> [www.urban.org/sites/default/files/alfresco/publication-pdfs/413118%20-%20Sexual-Assault-Medical-Forensic-Exams-and-VAWA--Payment-Practices-Successes-and-Directions-for-the-Future.pdf](http://www.urban.org/sites/default/files/alfresco/publication-pdfs/413118%20-%20Sexual-Assault-Medical-Forensic-Exams-and-VAWA--Payment-Practices-Successes-and-Directions-for-the-Future.pdf)

<sup>10</sup> [www.urban.org/sites/default/files/alfresco/publication-pdfs/413118%20-%20Sexual-Assault-Medical-Forensic-Exams-and-VAWA--Payment-Practices-Successes-and-Directions-for-the-Future.pdf](http://www.urban.org/sites/default/files/alfresco/publication-pdfs/413118%20-%20Sexual-Assault-Medical-Forensic-Exams-and-VAWA--Payment-Practices-Successes-and-Directions-for-the-Future.pdf)

## Assault

Assault has consistently ranked as the primary category for which victims are compensated, in terms of both the number of claims and the amount of compensation paid. In FY 2015 assault-related claims constituted about half of all claims paid. In FY 2016 grantees paid claims related to adult physical assault, distributing a total of \$162,705,105 to reimburse 93,023 claims. Figure 9 presents a breakdown of the amount paid by each expense category for 2015 and 2016.



## Child Abuse

Figure 10 shows that 81-percent of child abuse expenses paid are related to child sexual abuse and 12-percent to child physical abuse and neglect, while less than 1-percent are related to child pornography. Seven-percent of child abuse expenses paid are from the grantees that cannot break the claims out by type.

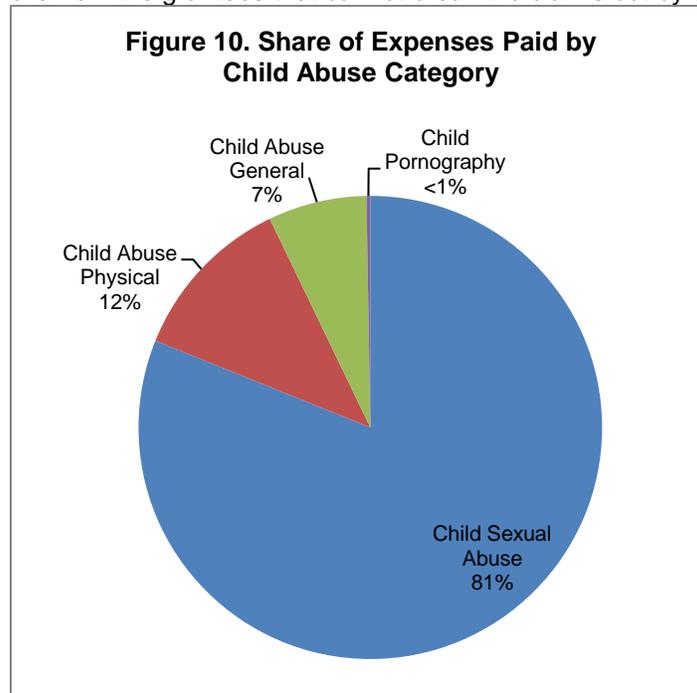
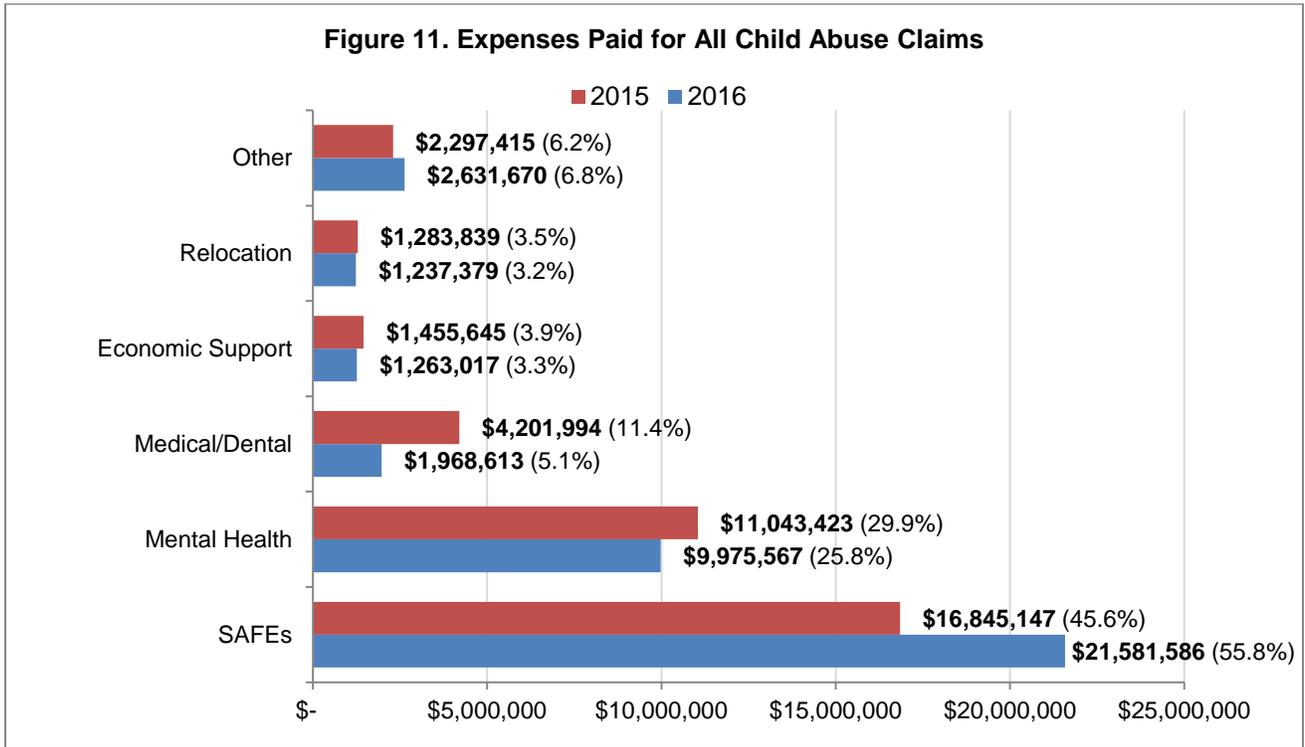
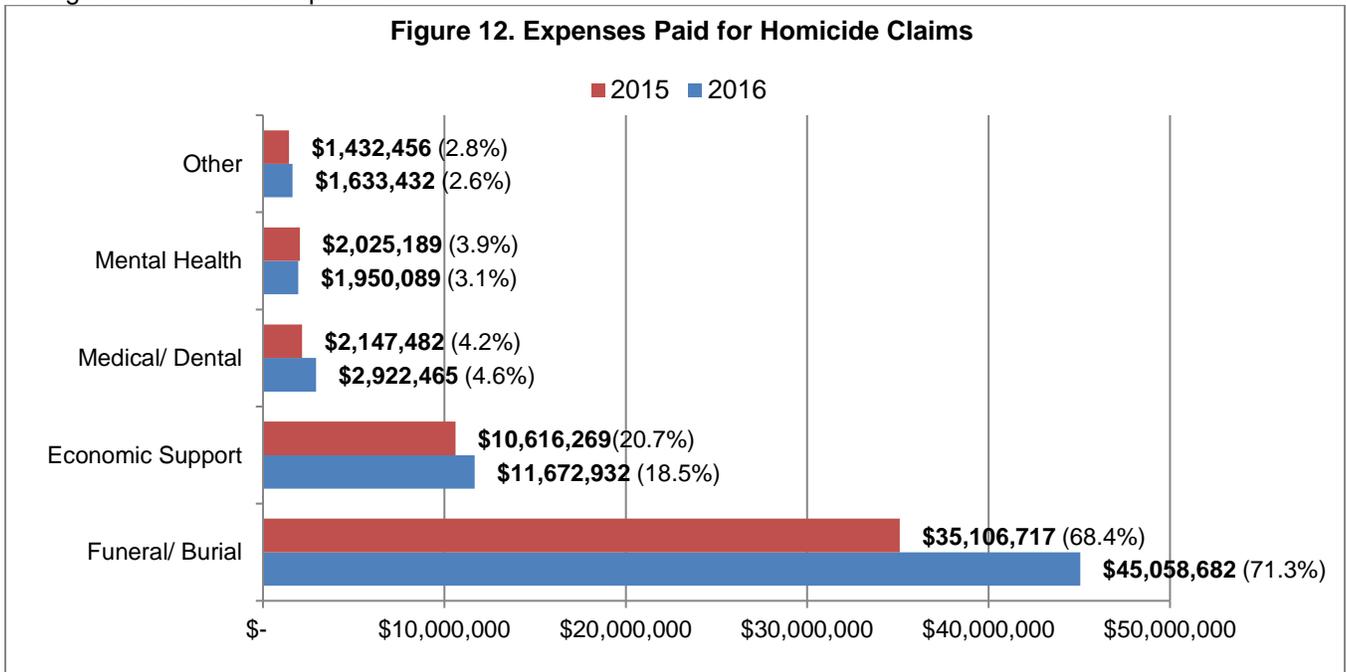


Figure 11 examines the expense breakdown for child abuse as a single category. Appendix A presents a complete breakdown of payment statistics.



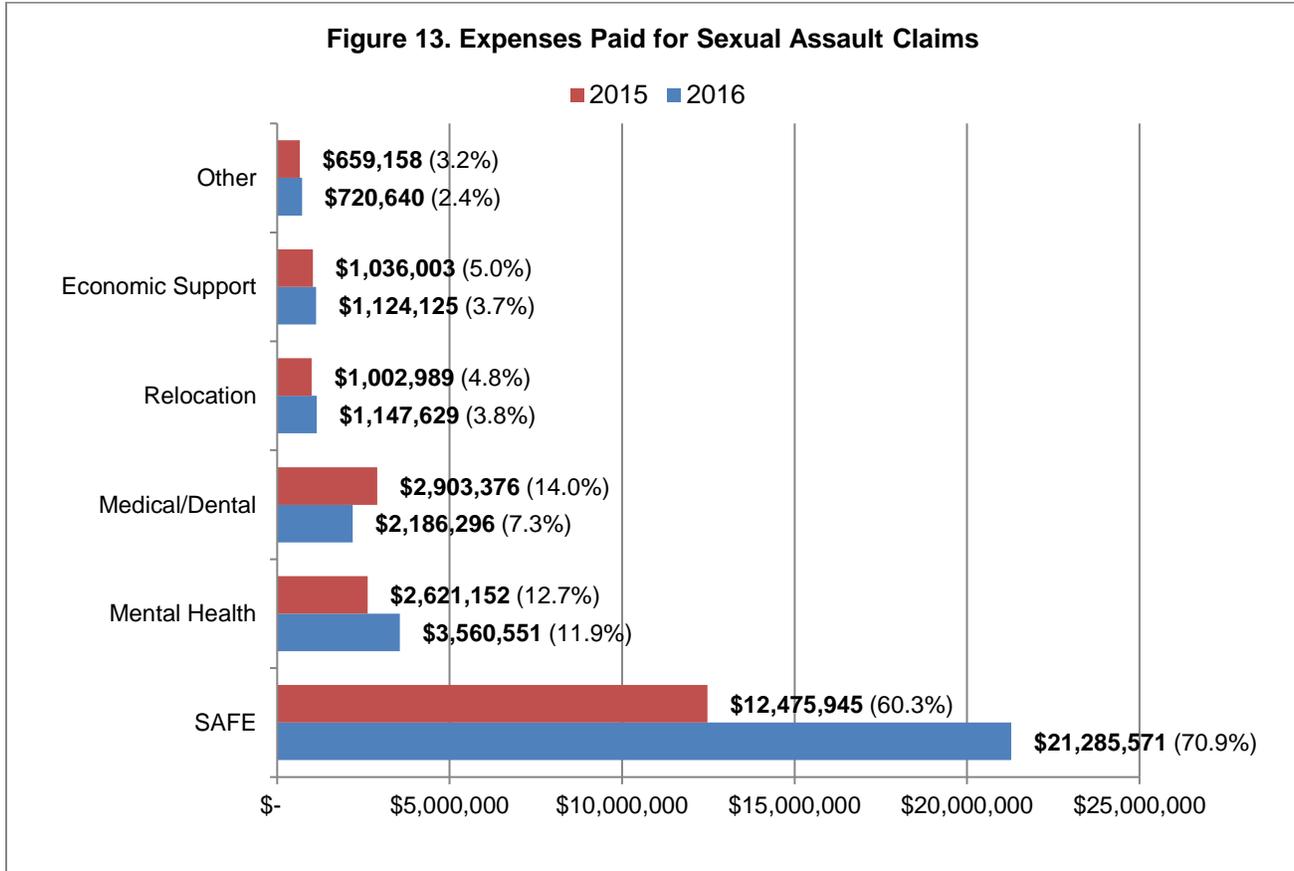
## Homicide

In FY 2016, grantees distributed a total of \$66,509,927 to reimburse 20,140 claims related to homicide (Figure 12). Although homicide ranked as the fourth most frequently paid claim type, it was second in terms of the amount paid. This speaks to the considerable financial needs of homicide survivors, which several states recognized through their narrative responses.



## Sexual Assault

Sexual assault was the third most frequently compensated crime type for claims paid nationwide in FY 2016. Fifty-three grantees paid claims related to sexual assault, distributing a total of \$32,738,496 to reimburse 45,428 claims. Figure 13 presents a breakdown of the amount paid by each expense category.



## Victimization Types<sup>11</sup>

In addition to these crime types, OVC seeks to learn more about types of victimization that may be experienced concurrently by victims who receive compensation for other crimes, especially focusing on polyvictimization. These victimization types can manifest through a variety of offenses. To capture the overlap between crimes and victimization types, grantees report the number of claims paid in each crime category that related to each of five victimization types: bullying, domestic and family violence, elder abuse/neglect, hate crimes, and mass violence.

### Domestic and Family Violence

Domestic and family violence was reported as a factor in 43-percent of all assault claims, and 37-percent of all assault and homicide claims combined. Stalking was most often associated with domestic and family violence (Table 2). Domestic violence was also a factor in 34-percent of kidnapping claims, 23-percent of child physical abuse and neglect claims, and 10-percent of homicide claims.

<sup>11</sup> Although some grantees reported difficulties with data collection regarding emerging victimization types for FY 2016, there was significant improvement over their FY 2015 ability to report.

**Table 2. Claims Related to Domestic/Family Violence**

Crime Type	Total Claims Paid*	Domestic and Family Violence Related Claims	Percent Domestic and Family Violence Related
Assault	93,023	39,565	42.5
Child Sexual Abuse	58,300	4,211	7.2
Sexual Assault	45,428	2,267	5.0
Homicide	20,140	1,985	9.9
Robbery	9,298	204	2.2
Child Physical Abuse/Neglect	8,653	1,969	22.8
Other Vehicular Crimes	5,974	65	1.1
DUI/DWI	4,106	18	0.4
Burglary	1,838	90	4.9
Stalking	1,747	958	54.8
Kidnapping	931	317	34.0
Human Trafficking	345	19	5.5
Arson	255	64	25.1
Child Pornography	138	4	2.9

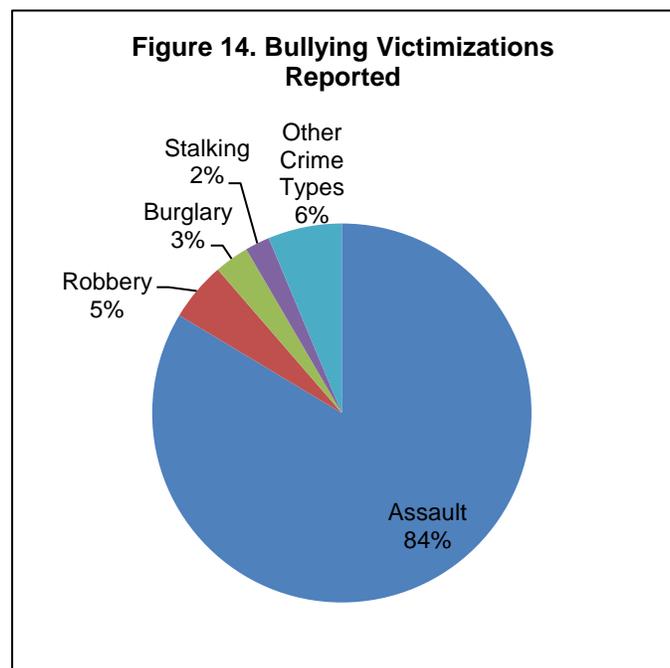
Since perpetrators of child physical abuse and neglect are most often the child's parents or relatives,<sup>12</sup> it is notable that less than 25-percent of claims paid for this crime type were reported as related to domestic and family violence. This likely reflects differences in how states define domestic violence and whether children are typically included in reporting.<sup>13</sup>

### Emerging Victimization Trends

OVC asked grantees to begin collecting data on four additional victimization types to learn more about how victim compensation programs are responding to emerging victimization trends. Though these forms of victimization are not new, there is growing awareness of what forms they take, what impact they have on victims, and how programs such as victim compensation can help those affected by them.

### Bullying

A total of 238 cases involving bullying in 16 states were reported in FY 2016. Figure 14 shows that 84-percent of these bullying cases were associated with assault. Six percent were associated with other crime types<sup>14</sup>, 5-percent with robbery, 3-percent with burglary, and 2-percent with stalking. The incidents that are captured here suggest that these cases gain attention when the victim suffers from another identified crime that is tangentially linked to ongoing bullying.



<sup>12</sup> [www.americanhumane.org/children/stop-child-abuse/fact-sheets/child-abuse-and-neglect-statistics.html](http://www.americanhumane.org/children/stop-child-abuse/fact-sheets/child-abuse-and-neglect-statistics.html)

<sup>13</sup> <https://childwelfare.gov/pubPDFs/defdomvio.pdf>

<sup>14</sup> "Other crime types" includes child physical abuse/neglect, child sexual abuse, homicide, human trafficking, and sexual assault.

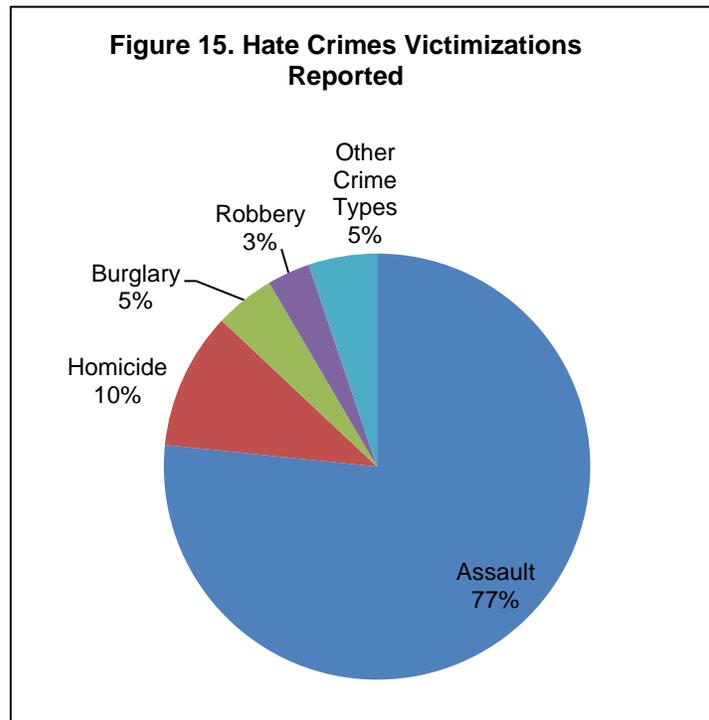
## Elder Abuse and Neglect

Grantee reporting of crimes associated with elder abuse improved in FY 2016. Seventeen grantees reported a total of 917 cases of elder abuse (Table 3).

Crime Type	Total Claims Paid	Claims Related to Elder Abuse	Percent of All Elder Abuse Related Claims
Fraud/Financial Crimes	626	500	79.9
Assault	93,023	218	0.2
Robbery	9,298	89	1.0
Burglary	1,838	59	3.2
Sexual Assault	45,428	36	0.1
Homicide	20,140	13	0.1
Arson	255	1	0.4
Other Vehicular Crimes	5,974	1	0.0

## Hate Crimes

In FY 2016, 153 hate crime victimizations were reported. Figure 15 shows that 77-percent of these claims were related to assault crimes, 10-percent with homicide, 5-percent with burglary, 3-percent with robbery, and 5-percent with other crime types.<sup>15</sup> Much like bullying, hate crime victimization can be a challenge for grantees to capture in the data. OVC may need to address some of the challenges by working with grantees to further refine data collection measures.



<sup>15</sup> "Other crimes types" includes child physical abuse and neglect, other vehicular crimes, sexual assault, stalking, and terrorism.

## Mass Violence

Fifteen grantees reported a total of 493 applications paid were related to mass violence in FY 2016 (Table 4). Of those, 55-percent were related to terrorism, 34-percent were associated with assault claims, 8-percent with homicide, and 3-percent with other vehicular crimes. These mass violence claims represent 0.2-percent of total claims paid.

<b>Crime Type</b>	<b>Total Claims Paid</b>	<b>Claims Related to Mass Violence</b>	<b>Percent of Total Mass Violence Related Claims</b>
Terrorism	304	269	88.5
Assault	93,023	170	0.2
Homicide	20,140	39	0.2
Vehicular Crimes	5,815	15	0.3
<b>Total</b>	<b>256,777</b>	<b>493</b>	<b>0.2</b>

## Conclusion

OVC has gained new insight into how its grantees allocate funds for victims with varying needs. This year's data reporting, and its findings, represent an improvement over FY 2015 as far as what we are able to glean about crime victims served by OVC-funded Victim Compensation programs throughout the United States. There is reason to expect further improvement as the years progress. As grantees refine their data-tracking capabilities, OVC will become increasingly able to ask—and answer—ever more detailed questions about the people it serves and how best to serve them.

# Appendix A. FY 2016 VOCA Compensation Program National Payment Statistics

Crime Type	Total Number of Applications Paid	Expense Types Paid (in Dollars)												Total Amount Paid (by Crime Type)	Victimizations Related to a Crime Type				
		Crime Scene Clean Up	Dependent Care	Economic Support	Funeral/Burial	Medical/Dental	Mental Health	Relocation	Replacement Services	Sexual Assault Forensic Examinations	Travel	Other <sup>2</sup>	All Expense Types (not entered as requested)		Bullying	Domestic and Family Violence	Elder Abuse/Neglect	Hate Crimes	Mass Violence
Arson	255	\$3,781	\$0	\$85,292	\$41,621	\$103,027	\$21,173	\$65,667	\$10,000		\$4,483	\$13,915	\$37,218	\$386,176	0	64	1	0	0
Assault	93,023	\$95,732	\$294,225	\$23,362,457	\$445,986	\$96,232,693	\$11,879,811	\$11,546,821	\$173,296		\$903,782	\$2,267,294	\$15,503,007	\$162,705,105	199	39,565	218	118	170
Burglary	1,838	\$566	\$0	\$139,830	\$7,590	\$253,657	\$39,540	\$121,860	\$6,187		\$11,507	\$306,842	\$14,700	\$902,280	7	90	59	7	0
Child Abuse Phys/General <sup>1</sup>	13,259	\$1,000	\$17,783	\$199,176	\$78,670	\$805,358	\$3,195,127	\$149,723	\$14,334		\$77,045	\$226,281	\$3,163,435	\$7,927,932	4	1,969	0	1	0
Child Pornography	138	\$0	\$0	\$9,531	\$0	\$10,867	\$76,083	\$8,660	\$750		\$3,548	\$3,600	\$0	\$113,040	0	4	0	0	0
Child Abuse Sexual	59,300	\$604	\$57,892	\$1,054,310	\$9,089	\$1,152,388	\$6,704,357	\$1,078,996	\$36,788	\$21,581,586	\$387,803	\$1,716,481	\$750,719	\$34,531,013	3	4,211	0	0	0
DUI/DWI	4,106	\$500	\$23,549	\$2,533,077	\$1,191,539	\$4,372,156	\$151,568	\$15,744	\$5,247		\$121,191	\$26,227	\$1,052,028	\$9,492,826	0	18	0	0	0
Fraud/ Financial Crimes	626	\$0	\$0	\$828,249	\$0	\$1,386	\$7,084	\$2,800	\$6,345		\$926	\$8,898	\$10	\$855,697	0	0	500	0	0
Homicide	20,140	\$107,577	\$612,459	\$11,672,932	\$45,058,682	\$2,922,465	\$1,950,089	\$231,526	\$21,138		\$623,255	\$37,476	\$3,272,327	\$66,509,927	4	1,985	13	16	39
Human Trafficking	345	\$0	\$0	\$18,895	\$0	\$48,129	\$281,280	\$81,545	\$894		\$14,068	\$7,289	\$21,439	\$473,538	2	19	0	0	0
Kidnapping	931	\$1,144	\$12,740	\$98,475	\$0	\$294,777	\$280,127	\$115,122	\$3,926		\$6,001	\$11,817	\$94,963	\$919,092	0	317	0	0	0
Other Vehicular Crimes	5,974	\$440	\$8,615	\$2,984,239	\$1,841,253	\$5,938,172	\$155,646	\$41,934	\$9,247		\$68,012	\$193,189	\$2,169,863	\$13,410,610	0	65	1	1	15
Robbery	9,298	\$20,092	\$0	\$2,176,510	\$67,868	\$7,603,506	\$1,219,102	\$444,900	\$286,300		\$67,190	\$151,995	\$1,074,194	\$13,111,657	12	204	89	5	0
Sexual Assault	45,428	\$5,930	\$3,330	\$1,124,125	\$1,864	\$2,186,296	\$3,560,551	\$1,147,629	\$97,694	\$21,285,571	\$139,381	\$472,441	\$2,713,685	\$32,738,496	2	2,267	36	2	0
Stalking	1,747	\$3,840	\$15,884	\$277,999	\$0	\$75,537	\$222,894	\$501,336	\$1,938		\$24,936	\$147,378	\$329,937	\$1,601,679	5	958	0	2	1
Terrorism	304	\$0	\$0	\$181,363	\$2,389	\$148,182	\$162,130	\$4,106	\$90		\$1,170	\$754	\$378,745	\$878,929	0	0	0	1	269
"Other" Crime Types <sup>3</sup>	2,413	\$2,100	\$0	\$365,987	\$18,230	\$258,018	\$800,915	\$325,790	\$125	\$2,070	\$19,266	\$40,762	\$353,756	\$2,187,019	0	634	0	1	0
Crime Types (not reported as requested) <sup>4</sup>		\$52,323	\$0	\$5,298,583	\$3,092,291	\$13,433,729	\$7,351,340	\$622,407	\$38,003	\$846,896	\$148,896	\$280,508		\$31,164,976					
<b>TOTALS:</b>	<b>259,125</b>	<b>\$295,630</b>	<b>\$1,046,477</b>	<b>\$52,411,031</b>	<b>\$51,857,073</b>	<b>\$135,840,343</b>	<b>\$38,058,818</b>	<b>\$16,506,565</b>	<b>\$712,304</b>	<b>\$43,716,123</b>	<b>\$2,622,459</b>	<b>\$5,913,145</b>	<b>\$30,930,025</b>		<b>238</b>	<b>51,736</b>	<b>917</b>	<b>154</b>	<b>494</b>

<sup>1</sup> Two states could not break child abuse into the three categories provided. The figures from those states are included here in "Child Abuse Physical," whereas they were handled separately in FY 2015.

<sup>2</sup> Other Expense Types Paid include security measures, nonmedical forensic exams, etc.

<sup>3</sup> "Other" Crime Types include crimes such as attempted homicide, criminal threats, etc. These numbers are from the "Other crime types" field.

<sup>4</sup> Crime Types (not reported as requested) includes states that were unable to provide a breakdown of expenses by crime type and submitted a supplementary spreadsheet showing all expenses by expense type.

* There is a \$234,951 discrepancy between expenses reported paid via Excel spreadsheet, versus the amounts reported paid by crime type in the PMT, by states unable to report as requested. This results in the difference between total paid by expense type and total paid by crime type. This reflects a vast improvement over last year's reporting by grantees. We expect these differences to go away as all states begin reporting 100-percent of their data via the PMT.	<b>\$348,745,017</b>	<b>Total Paid Across Crime Types</b>
	<b>\$348,979,968</b>	<b>Total Paid Across Expense Types</b>