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# In Memoriam: Frank G. Carrington

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## ***In Memoriam***

**Frank G. Carrington**

***Founding Father of the Victims' Movement***

*“Far too often, for far too many years, victims of crime became the ‘forgotten people,’ subjected to continued victimization by the system itself. Then, people like Virginia’s Frank Carrington -- rightly regarded as one of the ‘founding fathers’ of the movement -- stepped into the breach. They fought back. They got involved. And they proved to America that one man or one woman can make a difference.”*

President George Bush

Excerpt from the Text of Remarks by President Bush at the Awards Ceremony for National Crime Victims' Rights Week, April 22, 1991





RONALD REAGAN

Frank Carrington was an outstanding advocate for strong law enforcement and the rights of crime victims. He was a pioneer in seeking justice for those who had fallen prey to criminals and in working to protect law-abiding citizens from the scourge of crime.

Proposition 8, the Victims' Bill of Rights, is a splendid example of recent progress made in restoring balance to the administration of criminal justice. Frank contributed to achieving that important reform. Its passage by the people of California gave express statutory and constitutional recognition to the rights of crime victims.

Although we all grieve at the loss of such a fine person, we will remember with gratitude his outstanding career and his devotion to serving his country and his fellow citizens.

I am particularly grateful for Frank's distinguished service as Chairman of my Advisory Task Force on Victims of Crime, for his work on the National Institute of Justice Advisory Board, and for his many other contributions to our Administration in the field of law enforcement and criminal justice.

Frank's entire life was dedicated to improving public safety -- as a law enforcement officer, as a lawyer, as a legal scholar, and as a professional leader of victim's organizations. I know he was also justifiably proud of his military service in the United States Marine Corps, both on active duty and in the Reserve.

His selfless concern for others and his exemplary work on their behalf are the characteristics of a truly great man, just as I know he was a loving husband and father to his family. He will be greatly missed by all of us but we will cherish the memory of all that he accomplished in his lifetime.

Sincerely,

*Ronald Reagan*



OFFICE OF THE GOVERNOR  
State of California

February 7, 1992

Mrs. Wilson and I would like to extend our condolences on the recent passing of Frank Carrington.

As a man of great compassion and dedicated civic involvement, Frank was well known for his commitment to the sacred concept of justice. In addition, his tireless devotion to the rights of victims of crime and his advocacy that achieved many of the reforms of today testify to his excellent qualities of citizenship. The cause of crime victims would not be the same were it not for Frank Carrington.

I am sure that Frank will be fondly remembered by all those who had the opportunity to know and work with him over the years and that his memory will remain with those whose lives he touched.

Sincerely,

A handwritten signature in black ink, reading "Pete Wilson", is positioned above the printed name.

PETE WILSON



Office of the Attorney General  
Washington, D. C. 20530

A Memorial Tribute to  
Frank G. Carrington, Jr.  
on the Tenth Anniversary of the  
California Victims' Bill of Rights

Frank Carrington was truly an extraordinary man. He reminded us all that the criminal justice system means more than the rights of defendants, or the state's interests. It also means defending the rights of victims of crime.

Frank served so many people in so many ways -- as an astute legal counselor to Security on Campus, on the President's Task Force on Victims of Crime, and to countless victims and attorneys.

A visionary, a crusader, a leader. Frank Carrington was all of these things. To those who knew him and worked with him, he was more: he was a superb colleague -- intellectually curious, eternally optimistic, generous of spirit, utterly sincere, and, most of all, witty and humorous. His loss is a great one, not only to his friends and family, but to the cause of justice itself.

Fortunately, his work and influence endure. In addition to his numerous books and articles, he was a member of Attorney General William French Smith's Task Force on Violent Crime. The report issued by the Task Force has served as a blueprint for the constructive reform we have seen in the past decade in the criminal justice system.

America owes Frank Carrington a huge debt of gratitude. His tireless and unstinting advocacy for the victims of crime is his legacy and his monument. He will be deeply missed.



A handwritten signature in cursive script that reads "WP Barr".

William P. Barr  
Attorney General



State of California  
Office of the Attorney General  
Daniel E. Lungren  
Attorney General

**SYMPOSIUM ISSUE DEDICATED TO FRANK G. CARRINGTON**

**PACIFIC LAW JOURNAL**

**APRIL 1992**

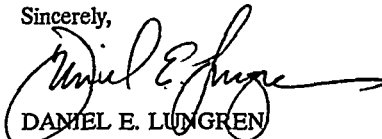
Frank Carrington's creative genius and compassion will be missed by the entire Nation. As the Nation's leading advocate of Victims Rights, Frank Carrington's contributions to the criminal justice system are unparalleled.

As the founder of National Victims Rights Week and the National Organization of Victims Assistance, Frank Carrington's intellect was the driving force behind California's Victims Bill of Rights.

Frank Carrington was a man of utmost integrity and his dedication to improving the administration of justice and knowledge of the laws of the land is unprecedented.

Frank Carrington was a man whom I respected and whom I will miss very much. Those of us in law enforcement are saddened by his passing, yet we will continue the struggle he began over 20 years ago to ensure the rights of our country's people.

Sincerely,

  
DANIEL E. LUNGREN  
Attorney General

TRIBUTE TO FRANK G. CARRINGTON

JUSTICE RONALD M. GEORGE  
CALIFORNIA SUPREME COURT

I join with many others throughout the nation in expressing a profound sense of loss at the passing of Frank Carrington but in recognizing that we, and those who came after us, are the beneficiaries of the rich legacy Frank has left the crime victims' movement.

Frank and I first met 23 years ago. In the late 1960's and early 1970's, as a Deputy Attorney General, I represented the State of California in several cases in which the United States Supreme Court granted certiorari to review significant constitutional issues of criminal law and procedure, and Frank filed amicus curiae briefs with the court on behalf of various law enforcement organizations. The practical insights gained from his own background as a federal law enforcement officer always provided a valuable additional perspective and, combined with his superb legal abilities and excellent writing skills, were of great assistance to the cause I represented and, I am certain, to the Justices of the Supreme Court.

As Frank in later years turned his interest and talents to the area of victims' rights, his friends and colleagues read with admiration the eloquent outpouring of articles, books, and briefs that he contributed to his new calling.

On a personal note, Frank's selflessness extended not only to the causes he supported, but to all of those who were privileged to be counted among his many friends. Like so many others in diverse walks of life throughout the nation, I was a beneficiary of his generous friendship and support.

The dedication of this issue of the Pacific Law Journal commemorating the 10th anniversary of the enactment of California's Victims' Bill of Rights is a most appropriate and meaningful tribute to this extraordinary man and a fitting epilogue to the lasting contribution he has made to the victims' rights movement.



FRANK CARRINGTON: A BRILLIANT LAWYER,  
A CARING MAN

JUSTICE GEORGE NICHOLSON  
COURT OF APPEAL, STATE OF CALIFORNIA

Frank Carrington was a brilliant lawyer, possessed of vision, wisdom, and wit. A deep thinking philosopher, he was driven by an uncommon sense of proportion and social responsibility. He was a distinguished scholar and author. While his works will not threaten Asimov's in number, Asimov's will not threaten his in social utility or legal impact.

He was a dear friend and trusted professional colleague for almost 20 years.

As important as Frank was to us all, as family and friends, it helps soften matters by recalling his heroic status as a public man of major, national significance. Simply put, he was the incomparable as he is irreplaceable. Always the soft-spoken gentleman and Twain-like humorist, he was a tireless, determined, and effective advocate for the victims of crime, especially children and seniors. He also counted parents of murdered children among those most harmed by crime and devoted special attention to their needs.

Late on New Year's Eve, 1991, roughly 24 hours before he perished in the fire which consumed his beautiful home on the Atlantic coast, Frank wrote to Howard and Connie Clery of Pennsylvania advising of a Mass he had arranged for February 4, 1992, in memory of their daughter, Jeanne Ann, who had been murdered on the campus of Lehigh University in 1986. The Clery's received Frank's note, one of his last, the day after he died.

For one who never held legislative or judicial office, Frank helped establish constitutional and legal benchmarks that will endure as long as the nation. Quite simply, he was a legal and constitutional genius.

He was also prescient. In 1975, he wrote a book "for the average citizen - rich or poor, white or black - in order to emphasize" the sorry status of victims of crime in the administration of criminal justice. Underlying Frank's thesis, he said, was the proposition "that the victim's current sorry status

need not be so and that something can and must be done to enhance'' the rights of all victims of crime. (Carrington, The Victims, preface, xxiii, Arlington House, New Rochelle, N.Y., 1975).

Having said all that, Frank didn't leave it to others to do something. He did something, constantly, to enhance the rights and improve the plight of crime victims, virtually every minute of every day, until his last tortured breath.

Frank was an active and effective member of Attorney General William French Smith's Task Force on Violent Crime (1981) and President Ronald Reagan's Task Force on Victims of Crime (1982). He was a driving force behind, and a major contributor to the final reports of both.

He helped instigate and was a leading contributor to the first National Conference of the Judiciary on the Rights of Victims of Crime, held at the National Judicial College (1983). That gathering of judges from every state in the Union produced and published its Statement of Recommended Judicial Practices to provide guideposts for judges everywhere to follow.

He served with great distinction as chair of the American Bar Association's Victims of Crime Committee. During his term, the committee compiled and published its Guidelines for Fair Treatment of Crime Victims and Witnesses (1984).

He had strong ties to many states, including California where he served as a member of Attorney General George Deukmejian's Citizens' Advisory Commission on Victims of Crime (1980-1981) and helped with Proposition 8, the Victims' Bill of Rights (1981-1982).

President George Bush and Attorney General Richard Thornburgh presented him with a well-deserved award for outstanding service to crime victims (1991). The President recognized Frank as "one of the founding fathers of the victims rights' movement."

Frank was a prolific author with a number of legal books and countless articles to his credit. His most recent book, Victims' Rights: Law and Litigation, was published by Matthew Bender (1990). He would be very pleased to know Regent University's School of Law has dedicated its law library to him, and that the library will now bear his name. Law students were special people

to Frank and he worked closely with many of them during his distinguished career. Henceforth, students of the University's School of Law may well sense Frank's warm presence while they use that library.

Compiling an unmatched record, he personally prepared four dozen friend of the court briefs for the United States Supreme Court. Former Attorney General Griffen Bell joins me in this dedication to Frank. He and I had the pleasure of working with Frank on one of those briefs and, as usual, we found the experience successful and enriching.

He represented the Victims' Assistance Legal Organization, the Coalition of Victims Attorneys and Consultants, the National Victim Center, and Security on Campus, Inc., among others. He helped the United States Department of Justice plan a series of national seminars on civil litigation and victims' rights. I last worked with Frank on December 5, 1991, in San Diego during the first of those seminars. Others remain scheduled in 1992 for Atlanta, Chicago, and Philadelphia. His seminar manual on legal remedies for crime victims as a new dimension is a remarkable achievement that might alone, to a lesser person, represent a substantial life's work. To Frank, it was simply the latest of his masterworks. I am grateful for the opportunity to have worked with, and learned from such a fine gentleman, on this and other occasions through the years. (See Carrington and Nicholson, "The Victims' Rights Movement: An Idea Whose Time Has Come," 11 *Pepperdine Law Review* 1, 1984, this was the lead article in a symposium edition devoted to victims' rights; Carrington and Nicholson, "The Victims' Rights Movement: An Idea Whose Time Has Come - Five Years Later: The Maturing of An Idea," 17 *Pepperdine Law Review* 1, 1989; Rapp, Carrington, and Nicholson, "School Crime and Violence: Victims' Rights," *Pepperdine University Press*, 1986; and Nicholson, Rapp and Carrington, "Campus Safety: A Legal Imperative," 33 *Education Law Reporter* 981, 1986).

On December 10, 1991, Frank delivered his last lecture. It was the keynote address before the 21st Century University Conference in Palm Beach, Florida. His topic was "Security on Campus: A Reallocation Priority." (And see Carrington, "Campus Crime and Violence: A New Trend in Crime Victims' Litigation," 17 *Virginia*

Bar Association Journal 4, Winter 1991). While all crime victims were important to Frank, those hurt or slain on the ground of education institutions were very special. He was incensed at educational leaders who fail to pursue with enthusiasm every possible precaution to warn of, and protect students from the dangers and ravages of crime. However, he never acted in anger. His responses were measured and meaningful. He helped conceive the nation's first constitutional right to safe schools (1981). (California Constitution, article I, section 28(c)).

Later, Frank collaborated with Senator Arlen Specter, Congressman William F. Goodling, and Howard and Connie Clery to pass the Clery Bill, more formally known as the Student Right-To-Know and Campus Security Act. President George Bush signed the bill into law on November 8, 1990. It requires colleges and universities to learn of, and report the nature and extent of their campus crime problems to students and potential students, and their respective families. More than a dozen states now have similar laws. At his death, Frank was working with Congressman Jim Ramstad on the "Campus Sexual Assault Victims' Bill of Rights."

Although he felt there was never enough being done to protect innocent people from becoming victims of crime, or to help those who did, the nation has seen a handful of victim service organizations (1975) become more than 10,000 (1992), thanks in large measure to Frank. For his part, no opportunity to do more was overlooked. For example, on December 16, 1991, he made yet another effort to enhance victims' rights. He volunteered to assist the Commission on the Future of the California Courts to determine where victims' rights ought to be in the year 2020 and what needs to be done to get them there. Frank's creative genius will be missed. Even so, his contributions will continue to pay dividends for years to come.

While there were no constitutional or statutory rights for crime victims in 1975, more recently the Chief Justice of the United States asserted, again thanks in large measure to Frank, "In the administration of justice, courts may not ignore the concerns of victims." (*Morris v. Slappy* (1983) 461 U.S. 1, 14). There are also federal and state statutes, including victims' bills of rights in several states.

Early last year, Justice Antonin Scalia of the United States

Supreme Court declared, in Payne v. Tennessee, there is a “public sense of justice keen enough that it has found voice in a nationwide ‘victim’s rights’ movement.” (115 L.Ed.2d 720, 741, con. op.; and see Booth v. Maryland (1987) 482 U.S. 496, 520, dis. op., Scalia J.; and People v. Edwards (1991) 54 Cal.3d 787, 832-836). Not surprisingly, Frank co-authored a friend of the court brief, his last, in the Payne case.

Frank, by force of will, and virtually single-handedly, energized and gave voice to the nation-wide victim’s rights’ movement memorialized by Justice Scalia. Frank made American, and all its courts, recall and respond to Justice Benjamin Cardozo’s sage advice of more than a half century ago, “Justice though due the accused, is due the accuser also. The concept of fairness must not be strained until it is narrowed to a filament. We are here to keep the balance true.” (Snyder v. Massachusetts (1934) 291 U.S. 97, 122; and, again, see Payne v. Tennessee, 115 L.Ed.2d, at page 736).

“To everything there is a season, and a time to every purpose under the heaven.” (Eccl. 3:2). The past score years have been Frank’s time to forge a beacon of hope to help light the way for our nation’s state and federal courts to steer a true course toward justice for all, accused and victimized alike. It has been his time to motivate and enlist the support of presidents, and other prominent political, legal, professional, civic, and news media leaders and organizations, to help reduce crime, and to improve the plight and restore the rights of victims of crime. He has used his time well. I am sure Justice Stanley Mosk, who also knew Frank, will not mind if I suggest the Goddess of Justice is wearing a black arm-band as she joins us in weeping at Frank’s untimely and tragic passing.

A TRIBUTE TO FRANK G. CARRINGTON

EDWIN MEESE, III

To say that Frank Carrington was a unique individual is not exaggeration or hyperbole, but a simple statement of fact. Indeed, when the tragic news of Frank's death began to circulate among his friends, the adjectives used to describe him were "irreplaceable," "unparalleled," and "unequalled" -- a fitting tribute to a very special person.

Part of Frank's uniqueness was his dedication to serving the cause of justice and to helping his fellow human beings. His whole life was devoted to this effort. As a police officer, as a teacher of the law, as a legal scholar and as a lawyer he demonstrated the best in professionalism. His contributions to legal writing, whether they were appellate briefs, magazine and newspaper columns, or law review articles, were clear, concise and convincing. His advice and counsel, particularly on matters pertaining to victims litigation, were sought after by attorneys throughout the United States. His concern for the victims of crime -- current and potential -- was second to none. And his work in the presentation of crime victims, in the advocacy of stronger law enforcement and better public safety, and in obtaining effective legislation to further these ends, was legendary. No one has done more to advance the crime victim movement than Frank Carrington.

But another way in which Frank is unique involves the many facets of his life. He was justly proud of his service in the United States Marine Corps. Recently he involved himself in an intensive program of physical fitness so that he could participate in a parachute jump, which he accomplished with great skill despite his age. At the same time that he excelled in such physical activity he also had the patience, gentleness and dexterity to make exquisite model airplanes for his friends -- as I know from personal experience. He was a strong man, but a gentle one, and his compassion for victims was as great as his outrage at lawbreakers.

It was very appropriate that President Bush should honor Frank Carrington on April 22, 1991, for his many contributions to the crime victim assistance and to the criminal justice system. It was also providential that this honor occurred while Frank was still

*1992 / Dedication to Frank G. Carrington*

alive. Indeed, it might have been otherwise because Frank was constantly urging that others be honored, never giving attention to what he himself deserved. But finally, last year, so many people had recognized the importance of his work and the value of his distinguished service over the years, that justice was done in his case and the presidential recognition was awarded.

Theodore Roosevelt, in his famous quotation about the “man in the arena,” commemorates one “who spends himself in a worthy cause.” Those words certainly describe Frank Carrington, who will be remembered as an outstanding scholar, an excellent lawyer, a good friend, and a true patriot.

TESTIMONIAL IN MEMORY OF  
FRANK CARRINGTON, ESQ.

DR. DEAN KILPATRICK, DIRECTOR  
CRIME VICTIMS RESEARCH AND TREATMENT CENTER  
MEDICAL UNIVERSITY OF SOUTH CAROLINA

With Frank Carrington's recent, untimely death, the field of crime victim rights lost one of its true giants. Frank was a kind, generous, courtly person who became a mighty warrior and legal advocate for crime victims' rights.

To many crime victims, lawyers are feared and hated because they only make the aftermath of crime worse. Frank was a different kind of lawyer. He helped crime victims by finding legal ways to right the wrongs of a criminal justice system too frequently indifferent to the rights and needs of crime victims. His contributions in the area of civil litigation for crime victims were massive, and are of enormous importance. Numerous crime victims have been helped directly by litigation on their behalf that would have been impossible without Frank and the Center's litigation project. An even more profound outcome of Frank's work is that thousands of individuals never became crime victims because of schools, businesses, and agencies that improved public safety out of fear of civil litigation.

On a more personal note, I will miss Frank deeply. The field of crime victim rights will miss him too. We can never repay our debt to Frank. But let us remember and honor him by rededicating ourselves to continue his fight to see that crime victims get the rights and services they deserve.



IN FRANK'S MEMORY

NATIONAL ASSOCIATION OF CRIME VICTIM  
COMPENSATION BOARDS  
DAN EDDY, EXECUTIVE DIRECTOR

Frank Carrington leaves a legacy for the victims' movement that will endure forever. He will be remembered as one of the first to recognize and illuminate the moral and legal principles underlying the rights of victims. And he remained a pioneer throughout his distinguished career, always at the forefront, constantly urging improvement and change, pushing and educating others to understand and do what was right.

His friends in the victims' movement were immensely pleased and proud when Frank's achievements were honored by President George Bush last spring. No one deserved this award more than Frank. He was a visionary; he was a hard worker as well. Frank was not one to rest on this laurel; he only increased his efforts to ensure that victims continue to make gains in the civil and criminal justice systems.

It was a privilege to know Frank as a friend as well as a professional colleague. He was kind, considerate, unfailingly cheerful, a thoroughly delightful person. He always found time to help those who needed his wisdom and expertise. We will miss him not only for what he gave to us collectively in our work for victims, but also for what he gave to us as individuals.

We are immensely saddened by the loss of someone who gave so much, and who had so much more to give. We join in saluting a dear friend and colleague, Frank Carrington, and offer our deepest sympathy to his family.

TESTIMONIAL IN MEMORY OF  
FRANK CARRINGTON, ESQ.

THE HONORABLE KEN EIKENBERRY  
ATTORNEY GENERAL  
STATE OF WASHINGTON

I first met Frank Carrington in 1981 as one of nine members of the President's Task Force on Victims of Crime. While most of us came to the Task Force with strong feelings of empathy for the plight of crime victims, and outrage at a justice system that was grossly imbalanced against the victim, Frank came as a member with a clear vision of the problem and specific ideas about how to change the system. His authorship of many writings has contributed greatly to a better America. We will all grieve, along with his wife Mary and family, over the startling and tragic loss of Frank Carrington.

TESTIMONIAL IN MEMORY OF  
FRANK CARRINGTON, ESQ.

STEVEN J. TWIST  
ATTORNEY AT LAW

Frank and I first started working together on victims issues in 1973 when he was with Americans for Effective Law Enforcement and I was working for the Governor of Arizona. In 1975, after I joined the Navajo Legal Department, Frank and Mary traveled to Window Rock, Arizona, and we drafted a resolution, adopted by the Navajo Tribal Council, that established the Navajo Victims Rights Commission, the first of its kind in America. In the years since, he has come to Arizona many times, whenever asked, in the fight to restore justice for victims of crime. The Arizona adoption in 1990 of a constitutional amendment for victims' rights was, in all important ways, the culmination of what Frank started here in the early 1970's.

His presence will always be felt here, on the state's university campuses, in our courts, and in the constant, if quiet, assurance that this is a safer and more just society because of Frank. His ideas took root here and grew, even as he planted and nurtured them elsewhere. This legacy is timeless. He changed our state forever and he leaves Arizona, indeed he leaves America, a better place for his having been here. May God bless this strong and decent man, and grant strength to his precious family.

TESTIMONIAL IN MEMORY OF  
FRANK CARRINGTON, ESQ.

ROSEALYCE THAYER  
MOTHER OF HOMICIDE VICTIM  
VERMONT

Some time ago, Frank Carrington half apologized for directing a victim to me. At the time I said, "no decent human being can turn away from another who is in deep pain." Now the Victims' Movement is in deep pain in having lost him. Earlier today I called a Long Island homicide survivor, Sally Peretz, who said, "not only have we lost a good friend, but so have all of the future victims and survivors."

To me, Frank Carrington epitomized all that is good and decent in both the legal profession and law enforcement. He was a decent and compassionate man who took the time to understand the myriad problems surrounding victims. It was a joy to hear him speak about his wife Mary and his pride in their family and home; theirs was such a rich, traditional love that it warmed all of us.

Those of use who have had our children and others we loved torn from our lives by homicide, needed to know that the old fashioned values embodied in Frank Carrington's life still existed; that there remained a stability in our suddenly disordered lives. He was a needed reminder that there is goodness and decency. His influence will continue to guide the Victims' Movement.

Even so, there is a cold, empty spot in my soul, knowing he is gone. Over the years his quick, good humored response to questions and problems was always a joy in his clarity and simplicity that a non-legal mind could easily follow. All of us have met and become friendly with many wonderful people we would never have known if it hadn't been for personal tragedy, but Frank Carrington was unique with his gifts which have enriched all of our lives. He is missed by all of the large numbers of people who knew him and loved him for the honesty, goodness and intelligence that were so much a part of him.





# Congressional Record

PROCEEDINGS AND DEBATES OF THE 102<sup>d</sup> CONGRESS, SECOND SESSION

## *House of Representatives*

### TRIBUTE TO FRANK CARRINGTON: FATHER OF THE VICTIMS' RIGHTS MOVEMENT

The SPEAKER pro tempore (Mr. LAUGHLIN). Under a previous order of the House, the gentleman from Minnesota (Mr. RAMSTAD) is recognized for 5 minutes.

Mr. RAMSTAD. Mr. Speaker, with great sadness and deep respect I rise to pay tribute to Mr. Frank Carrington -- a man President Bush honored last spring as the "father of the victims' rights movement."

Frank passed away in a tragic house fire in Virginia Beach on the second day of his new year. For those of us who had the privilege of knowing Frank personally, we have lost a great friend. For victims of crime, their most dedicated and successful advocate has been lost. For his beloved wife, Mary, and family, a loving husband, father, and grandfather has passed on.

It was with sad irony that after hearing of Frank's death I received a letter he had just written to me. In it he began:

Reviewing 1991, one of the really high points was meeting you and having the opportunity to work with you. You personify all that is admirable in high governments service, and I look forward to working with you and your superb staff in the future.

How I wish I could return the compliment, and how I looked forward to working with him this year. When I review 1991, working with Frank Carrington and getting to know this wonderful, caring man was certainly one of my high points.

Our colleague, Mr. GOODLING, has already told this body of Frank's tremendous contribution to the Student Right to Know and

Campus Security Act, which was signed into law in 1990. That law will undoubtedly save many lives and prevent many violent crimes. Frank recognized, however, that more was needed to be done to protect the rights of campus rape victims.

Last spring, when I was made aware of the magnitude of the campus rape problem and set out to introduce legislation, I was fortunately introduced to Frank Carrington. Not only did Frank share my goal of protecting campus rape victims, he had already drafted a bill. After working closely with Frank to make minor refinements to his initial draft, on May 15 I introduced H.R. 2363, the Campus Sexual Assault Victims' Bill of Rights Act of 1991. Attesting to Frank's ability to write solid legislation to respond to a very real problem, the measure attracted over 50 original cosponsors and currently has the strong bipartisan support of over 160 Members.

Frank often told me that, for each provision of the bill, there was a victim's story on which it was based. Only Frank Carrington had the experience and the wisdom to recognize the full extent of the campus rape problem, and also have the dedication to work tirelessly for change.

Frank was a man blessed with both an extraordinary intellect and an exceedingly compassionate spirit. He used those gifts well to help others in need, particularly those who found themselves victims of violence and abuse, and who often felt powerless to defend themselves.

In the eulogy for his dear friend -- which I will include in the RECORD at the end of my remarks -- Don Baldwin of the National Law Enforcement Council captured the essence of Frank's spirit by recalling the Gospel story of the Good Samaritan.

A story about a man who cared enough to help a complete stranger that was the victim of a horrible crime. The unidentified man who lay dying in the ditch was the victim of a robbery and a brutal beating. The rest of society saw the victim, but merely passed by on the other side of the road. Only the Good Samaritan gave of his time, his finances, and himself to help the stranger.

As Don Baldwin rightly concluded:

Today, the Good Samaritan would be known as Frank Carrington.

Frank Carrington showed us all that one person can make a difference in this world. Although Frank may no longer walk among us, his legacy remains in those who can walk and live in safety because of his great concern and effort.

When I think of Frank Carrington, I will always remember a good friend. And I will forever cherish the inspiration he was to all of us who care about crime victims.

Frank, although you will no longer be walking the Halls of Congress in search of votes for victims' rights legislation, your spirit will live forever.

A TRIBUTE TO FRANK CARRINGTON  
(By Don Baldwin)

This is one of the most difficult things I have ever tried to do -  
- to express the deep feelings I have about Frank Carrington.

He touch so many people. He made a difference in so many people's lives.

Frank touched the lives of thousands of people; those with the highest levels of accomplishments as well as those who had no resources of any kind, but whose causes were desperate and whose needs were great.

He was never too busy. He was never too over-worked; at least, that was the impression he gave to those who called him for advice and counsel. Both professional and personal.

He never turned down a call for help, from anyone.

He was a good man, kind, and considerate of everyone. Frank epitomized what our Lord tells us about real compassion -- that true caring for people involves more than just words or feelings. It involves action.

The gospels contain the story of the good samaritan -- a story about a man who cared enough to help a complete stranger that was the victim of a horrible crime. The unidentified man who lay dying in the ditch was the victim of a robbery and a brutal beating. The rest of society saw the victim, but merely passed by on the other side of the road. Only the good samaritan gave of his time, his finances, and himself to help the stranger.

Today, the good samaritan would be known as Frank Carrington.



Our good samaritan founded the victims' movement in this country, about this, there is no doubt. No one will challenge his right to be called the father of the victims' rights movement.

I spent the past several days, and many hours, making telephone calls to inform people of the tragic accident which took our friend's life. I also received calls from people wanting to express their feeling of loss. Everyone with whom I talked seemed to have a personal story about what Frank had done for them, how he had helped someone get legal assistance they would have otherwise not gotten.

His data bank of expert litigators on behalf of victims and victims' causes was the best in the country. He created the initial data bank of cases used by lawyers in defense of victims. This data bank is today being used by lawyers and victims who would otherwise not have any recourse.

We are all aware of what Frank did. He responded to each and every call for help from anywhere, at any time, at any hour of the day, or night.

He authored a half dozen books about litigation/victim law. Some used as basic textbooks; wrote article for law journals; lectured widely at colleges and universities and professional associations; testified numerous times before Congress; and appeared as special guest on many national television programs.

Frank loved people, but most of all, he loved his family. His wife, Mary, meant everything to him. They had a very special relationship. I remember the many times when Frank came to Washington, and for trips we made together around the country on behalf of the Justice Department or some other aspect of victims' work. Mary more often than not would be at his side. Always, his first question after I would tell him about a meeting arranged with the President of the United States, prominent political and business leaders, or anyone, whatever their station in life, he would ask: "Can I bring Mary?" and, Mary came gladly to be at his side.

This great man, this humble man, would tell his friend about the accomplishments of his children and grandchildren; he stressed how smart they are, and about all the unusual things they do. He was so proud of his children: his daughter, Christine Carrington Winters, and son-in-law, Edward G. Winters, and their daughter, Gabrielle; his daughter, Clara Carrington McDowell, and son-in-law, Paul McDowell; his step-son Daniel Robert Willey, and his wife, Amy and their children, Robert, Allen, Eric, and Edith; and

his step-daughter, Christine Willey Miller. He spoke of them with high praise and unbounded love.

Our great friend would tell you with love and affection that his children and grandchildren are the greatest in the world.

Frank's accomplishments and the many honors bestowed upon him are too numerous to list here. You know them anyway. But, I do think one of the highlights of his career, if not his most cherished moment in the spotlight, and there were many, was when President Bush honored him last April in a special Rose Garden ceremony at the White House. He received a special plaque and citation from the President. The presentation was witnessed by several hundred top government officials, and leaders from the law enforcement/criminal justice/victims' rights community. They gathered at the White House for this special occasion.

When the President signaled [sic] out Frank for his special award, he expressed the gratitude of the Nation for his unparalleled accomplishments and contributions in the field of law enforcement in general and victims' rights specifically.

The President recognized Frank as the "Father of the Victims' Rights Movement." It was a long overdue honor for Frank.

Frank's humbleness stood out above all else. With his great intellect, his vast knowledge of many subjects, he was all the while a quiet, easy-going humble man. No one will ever say that Frank thought himself above anyone else. He shared what he had -- a great mind and a repository of knowledge about his beloved victims' rights law.

Frank was unique. He cannot and will not be replaced. No one will devote the time, the energy, or the effort, twenty-four hours a day, that Frank was willing to devote. Many of us will try, but none of us will succeed as did Frank.

I will miss his daily calls, starting often as early as 6:00 a.m.. We were both early risers.

I would call him before the crack of dawn, and he would answer, "Hello Don." I asked him once how he knew it was me, "Because you and I are the only nuts up at this hour. Ready to take 'em on," he said. When he would call me, always with a cheery [sic] voice, it would be, "Donald, me boy!" And then he would burst forth with a new idea or new information about something we were involved with.

All of Frank's friends have similar experiences they could share. He had many "close personal friends," as he called us. In

fact, we are and will remain his “close personal friends,” as will hundreds, and many more across the country.

During the last two days, I received a call that I think epitomizes Frank’s style. His dedication to the causes in which he believed so passionately. Pat McGuigan, chief editorial writer for the Daily Oklahoman, columnist, TV talk show host, and long-time friend of Frank’s, told me about receiving a call from an Oklahoma state legislator. The legislator did not know Pat, but Frank had asked him to call Pat anyway. The legislator had told Frank it was too late in their session to pass his legislation dealing with victim’s rights -- the security on campus bill. Commonly known to many of us as “the Clery bill.”

Pat said the legislator quoted Frank as saying, “Tell Pat to get off his rear and do something for his country.” Laughing about the conversation, Pat said he responded by saying he didn’t know a thing about the issue Frank was asking him to champion, but if Frank thought it was important, then he would go to work.

Pat did go to work, along with the state legislator, and the bill was passed before the session ended and was signed into law. This illustrates the effective skills of our great friend. He never thought it was too late, and never said, “no,” to anyone when the cause was right.

I’ve asked former attorney general Ed Meese to share with you a few brief thoughts about Frank. His long-time personal friend.

(Ed Meese speaks).

Ed has expressed it well, and his is a deep feeling shared by all of you who were ever touched by the man whose memory we honor today.

Alfred, Lord Tennyson, might have had someone like Frank in mind when he wrote,

“Crossing the Bar.”

Sunset and evening star,  
And one clear call for me!  
And may there be no moaning of the bar,  
When I put out to sea.

But such a tide as moving seems asleep,  
Too full for sound and foam,  
When that which drew from out the boundless deep  
Turns again home.

Twilight and evening bell,  
and after that the dark!  
And may there be no sadness of farewell,  
When I embark;

For though from out our bourne of time and place  
the flood may bear me far,  
I hope to see my pilot face to face  
When I have crost the bar.

As we depart today, I would like to share with you a prayer I found in a small library in a cottage I rented several years ago in England. The author of this special prayer is unknown, but I suspect you'll agree with me it is a prayer that Frank might have written.

Let us bow our heads.

Keep me O God from pettiness; let me be large in thought, in words, in deeds. Let me done with fault-finding and leave off self-seeking.

May I put away all pretence, and meet everyone face to face, without self pity. May I never be hasty in judgment and always generous. Let me take time for all things; make me to grow calm, serene and gentle.

Teach me to put into action my better impulses, straight forward and unafraid.

Grant that I may realize it is the little things of life that create differences; that in the big thing of life we are all one.

And, O Lord, let me not forget to be kind -- Amen.





# Congressional Record

PROCEEDINGS AND DEBATES OF THE 102<sup>d</sup> CONGRESS, SECOND SESSION

## TRIBUTE TO FRANK CARRINGTON

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HON. WILLIAM F. GOODLING

OF PENNSYLVANIA  
IN THE HOUSE OF REPRESENTATIVES

*Friday, January 3, 1992*

Mr. GOODLING. Mr. Speaker, I rise today to pay tribute to a great American who spent a large part of his life providing assistance to crime victims, Frank Carrington.

Our Nation, and particularly victims of crime, have suffered a great loss in the person of Frank Carrington, who was killed in a tragic home fire on January 2, 1992.

In April 1991, Frank was honored by President Bush for his outstanding service on behalf of crime victims. The President noted, "for far too many years, victims of crime became 'the forgotten people,' subjected to continued victimization by the system itself. Then, people like Frank Carrington -- rightly regarded as one of the 'founding fathers' of the [victims' rights] movement -- stepped into the breach. They fought back. They got involved. And they proved to American that one man or woman can make a difference." I don't know what more I can add to describe the dedication of Frank Carrington to protecting the rights of victims.

I first met Frank when he made an appointment with my office several years ago to discuss a national campus crime reporting law. What stuck me about Frank then -- and was reinforced every time

I met with him thereafter -- was that here was a man who truly cared about the welfare of others and was willing to devote his life to helping those in need.

The enactment of the Student Right-to-Know and Campus Security Act would not have taken place without the hard work and devotion of Frank Carrington. He provided us with a great deal of relevant background information and worked closely with my staff to secure the support of other Members of Congress for a campus crime law.

Often people talk about the need to address the problems of society but are unwilling to put action behind their words and do something to bring about change. Frank was not one of those people. He believed very strongly that our country had to do something to stop the growing number of violent crimes on college campuses and he was willing to put the time and effort into finding a solution.

As the author of the campus crime legislation, it is certainly my hope that many, many student lives will be saved and violent crimes prevented by its enactment into law. And, if it works, all of those students have Frank Carrington to thank, for he took that first step toward making the law a reality.

My heart goes out to his family. Their loss is a tragic one. I hope, however, they can find some peace in the knowledge that Frank was one of the truly wonderful people who use their life to help and protect others.

We will all miss Frank Carrington. He made the world a safer place in which to live.



# Congressional Record

PROCEEDINGS AND DEBATES OF THE 102<sup>d</sup> CONGRESS, SECOND SESSION

## TRIBUTE TO FRANK CARRINGTON

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HON. STROM THURMOND

OF SOUTH CAROLINA  
IN THE SENATE

*Monday, February 17, 1992*

Mr. President:

I rise today to pay tribute to a great patriot and champion of justice, Mr. Frank Carrington, who was killed in a tragic fire last month. Mr. Carrington was a man of character, compassion and courage, and he will be deeply mourned.

The life of Frank Carrington is a classic illustration of the fact that one man can make a difference. During his years as a law enforcement officer and attorney, Mr. Carrington observed the trauma of crime victims on a daily basis. It became increasingly clear to him that the rights of criminals were all too often given more consideration than the rights of their innocent victims, and he determined to do something about this appalling inequity.

Mr. Carrington went on to become a one-man army fighting on behalf of crime victims. His keen legal mind, compelling personality and determination to succeed made him a powerful advocate for victims, and his efforts are considered to be a pivotal factor in making our legal system more responsive to their needs.

Mr. Carrington was born in Paris, the son of Frank Gamble Carrington, Sr. and Edith Rule Carrington. After graduating from Hampden-Sydney College in Virginia, he entered the Marine Corps,



serving with great pride as a criminal investigator in the Corps Criminal Investigation Division until 1963. During his years in the Marine Corps, he earned a degree from the University of Michigan Law School; and he later earned a degree in criminal law from Northwestern University and served with distinction as a U.S. Treasury Agent.

Mr. Carrington was a distinguished attorney, admitted to the Bars of several states and a number of U.S. Circuit Courts of Appeal, District Courts and the Supreme Court of the United States. He was also a noted author and lecturer on topics related to criminal law and victims rights, and he created a comprehensive data bank for the use of attorneys representing victims of crime.

He filed numerous amicus curiae briefs with the Supreme Court and worked tirelessly for various victims' organizations, including Security on Campus, a non-profit organization promoting crime prevention and victims assistance on the campuses of our nation's colleges and universities. He was the Director of the Crime Victims' Litigation Project of the National Victim Center, a non-profit organization dedicated to promoting victims' rights; and the Executive Director of the Victims' Assistance Legal Organization (VALOR). In addition, he served as executive director and later President of Americans for Effective Law Enforcement.

Mr. Carrington was appointed to President Reagan's Advisory Task Force on Victims of Crime as well as the Advisory Task Forces on Law Enforcement and Administration of Justice. He also served on Attorney General William French Smith's Task Force on Victims of Crime and as Vice-Chairman of the U.S. Department of Justice National Institute of Justice Advisory Board.

Mr. President, Frank Carrington was an outstanding man in every way. His charming personality and sense of humor endeared him to his many friends and acquaintances, and he was a loving and devoted husband and father. He was also a formidable champion on behalf of victims of crime, and all those who worked with him in pursuit of his goals respected and admired him.

Although he was a young man, Mr. Carrington accomplished more than some men could achieve in several lifetimes. In remembering him, I am particularly reminded of some lines by Theodore Roosevelt, that great American individualist:

The credit belongs to the man who is actually in the arena;  
whose face is marred by dust, sweat and blood. A man who

knows great enthusiasm and great devotion. Who spends himself in a worthy cause. Who, in the end knows the triumphs of high achievement, and, if he fails, at least fails while daring greatly. So that his place shall never be with those cold and timid souls who know neither victory nor defeat.

Like Roosevelt, Frank Carrington was a fighter, and we honor the memory of his many achievements. The loss of men like Frank diminishes all of us, and we shall miss him.

I would like to take this opportunity to extend my deepest condolences to his lovely wife, Mary Olson Carrington; his daughters, Christine Carrington Winters and Clare Carrington McDowell of California; his stepson, Daniel Robert Willey, and his stepdaughter, Christine Willey Miller; his sister, Maggie Carrington; and the rest of his fine family.



TRIBUTE TO FRANK G. CARRINGTON

ERIC SMITH, PRESIDENT  
VICTIMS ASSISTANCE LEGAL ORGANIZATION (VALOR)

Twenty years ago when I was in the Florida legislature there were two people who inspired me with a burning urgency to seek legislation for the compensation of victims of violent crime. One was Senator Mike Mansfield, who said: "The greatest failure of the criminal justice system in America today is its utter disregard of the rights of innocent victims of violent crime." The other was Frank Carrington, one of the greatest champions in the struggle for the rights of crime victims. It was Frank's book, *The Victims*, which helped me to persuade disinterested legislative leadership to support crime victims' compensation legislation.

Last year Frank Carrington inspired me yet again. This time I was able to convince the City Council of the City of Jacksonville, Florida, to commit \$250,000 to build a Victim Services Center. It recently opened as the first of its kind in the nation.

VALOR, the Victim's Assistance Legal Organization, was founded by Frank Carrington to conduct nonprofit advocacy for victims of crime. It would be unconscionable not to rededicate our efforts and continue the work Frank so ably began.

Charitable contributions may be addressed to:

THE FRANK CARRINGTON MEMORIAL FUND/VALOR  
P.O. BOX 3368  
VIRGINIA BEACH, VIRGINIA 23451