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Police Volume I

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National Institute of Law Enforcement and Criminal Justice  
Law Enforcement Assistance Administration  
United States Department of Justice

# FORCIBLE RAPE

## A National Survey of the Response by Police

### Police Volume I

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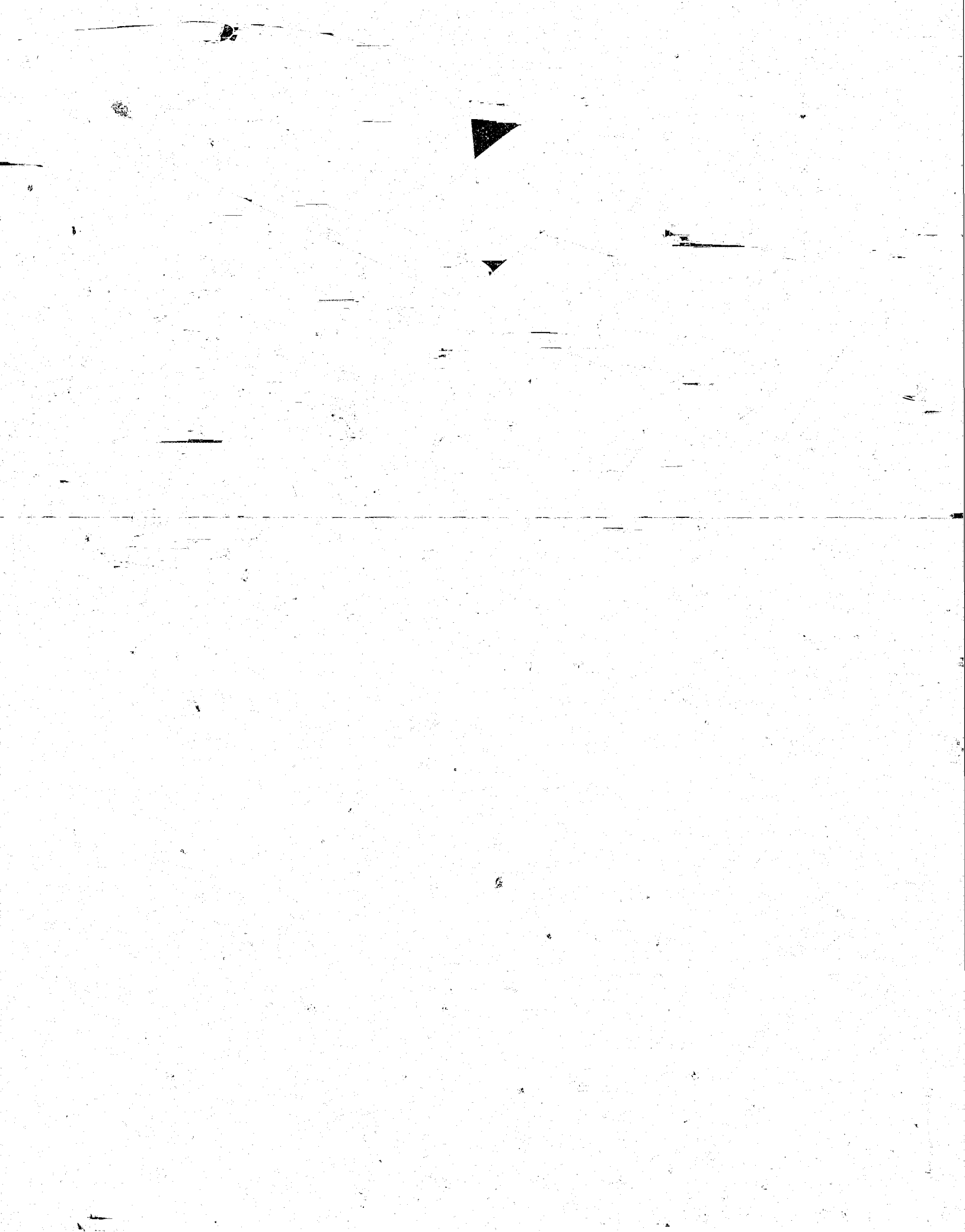
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March 1977



National Institute of Law Enforcement and Criminal Justice  
Law Enforcement Assistance Administration  
United States Department of Justice



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## FOREWORD

Public attitudes toward the crime of rape are changing, due in large part to the influence of the women's rights movement of the past decade. Increasingly, rape is recognized as a violent crime against the person, rather than a sexual act. This shift in attitude has brought about efforts to reform rape laws, and it has prompted many criminal justice agencies to search for more enlightened and sensitive procedures for investigating and prosecuting rape cases.

As a necessary prelude to devising specific improvements, the National Institute has sponsored research to identify current needs and problems in the criminal justice system's response to rape. This report of a national survey of police and a companion volume on a survey of prosecutors are products of the initial phase of the research. Other activities included a comprehensive review of statutory and case law in the area, interviews with victims and offenders, and an on-site study of Seattle's innovative rape prevention program.

Investigation of forcible rape cases is a matter of great concern to law enforcement agencies. The remarkably high (87 percent) response rate to the survey demonstrates keen interest in improving current practices. The findings indicate that some changes in police methods are already evident—notably in providing specialized training and assigning women to investigate rape cases.

A major factor influencing the nature of the police response was the volume of rape cases they handle. In cities where the rape rate increased substantially in recent years, police departments were more likely to institute specialized training programs, to establish rape investigation units, to refer victims to counseling and medical services, and to work closely with prosecutors. However, law enforcement officials surveyed indicated many areas of uncertainty about the best way to deal with rape.

The survey findings and the results of further research will be incorporated into guidelines for police in investigating rape cases.

Gerald M. Caplan  
Director  
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October 1976

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### NOTE:

This volume represents the findings of one part of a comprehensive study of rape and the criminal justice system response. Additional research findings and recommendations are available (or will be available) in the following publications and reports.

### PUBLICATIONS AND REPORTS CURRENTLY AVAILABLE

*Forcible Rape: A National Survey of the Response by Prosecutors (Prosecutor Volume I)*<sup>1</sup>  
*Rape Legislation: A Digest of Its History and Current Status*<sup>2</sup>  
*Final Report of First Year Research Activities*<sup>2</sup>  
*Appendices to Final Report of First Year Research Activities*<sup>2</sup>

### FUTURE PUBLICATIONS AND REPORTS<sup>3</sup>

*Forcible Rape: Medical, Police and Legal Information for Victims*  
*Forcible Rape: A Manual for the Patrol Officer (Police Volume II)*  
*Forcible Rape: A Manual for the Investigator (Police Volume III)*  
*Forcible Rape: Police Administrative and Policy Issues (Police Volume IV)*  
*Forcible Rape: Prosecutor Manual for Filing and Trial (Prosecutor Volume II)*  
*Forcible Rape: Prosecution Administrative and Police Issues (Prosecutor Volume III)*  
*Forcible Rape: An Analysis of Legal Issues*  
*Final Report of Second Year Research Activities*  
*Appendices to Final Report of Second Year Research Activities*

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<sup>1</sup> Copies may be purchased from the Government Printing Office.

<sup>2</sup> Microfiche and loan copies are available from the National Criminal Justice Reference Service.

<sup>3</sup> Reports will be available in late 1977.

## ACKNOWLEDGEMENTS

The successful undertaking of a national survey of police forces in the United States on a subject as topical and contentious as that of their response to the crime of forcible rape presented a substantial challenge to the team of researchers involved in this project. The challenge was one which many knowledgeable persons in the field of policing believed at the outset was impossible of achievement. These persons claimed, among other things, that the response rate to the survey would be extremely low, the data would be unreliable, and the ultimate product of little assistance to those in the criminal justice system.

Whether or not the challenge has been met must be decided, ultimately, by the readers of this report. However, the research team is confident that the data gathered in this document reflect the major contemporary concerns and responses of law enforcement agencies in the United States to forcible rape. The survey return rate from these agencies was strikingly high (89%) despite the use of a detailed and time-consuming questionnaire. Very few agencies selected in the sample refused outright to participate in the project and the overwhelming majority willingly and openly cooperated with the research team. To the 208 agencies, and the individuals within them, who returned completed questionnaires the entire research team expresses its warm gratitude and thanks. We hope that the ultimate product will be of assistance to you and the thousands of other law enforcement agencies around the nation who did not participate directly in the survey.

The conduct of the survey and the preparation of this report was very much a team effort among the research staff at the Battelle Law and Justice Study Center. But one person in the team must take special credit for the response rate and its consequent impact on the quality of data obtained. Our police specialist, Frank Albi, spent many days on the phone personally contacting agencies about the survey and ensuring their cooperation. Cy Ulberg, together with Donna Schram and Frank Albi, shared a major portion of the tasks of designing the survey questionnaire and analyzing the results. The writing of this report was largely undertaken by Cy Ulberg and Frank Albi, assisted by Donna Schram and Linda Forrest. For the numerous and extremely helpful editorial and allied comments on earlier drafts of the report our thanks go to all our colleagues, but particularly Gilbert Geis and Marilyn Walsh. To Claudine Trafford, who typed and compiled these drafts and the final product, we also express our gratitude for her patience and skill. We also thank Faith Fogarty who has coped so ably with the task of arranging for the printing and dissemination of this report.

Throughout the life of this project the research team has been exceptionally fortunate to have the support, encouragement, advice, and assistance of Lois Mock and Fred Heinzmann at the National Institute of Law Enforcement and Criminal Justice, and members of our national advisory panel: Bruce R. Baker, Chief of Police, Portland, Oregon; Edwin C. Brown, Jr., Attorney, Washington, D.C.; Lynn A. Curtis, Research Associate, Bureau of Social Science Research, Incorporated, Washington, D.C.; Dolores Ettress, Director, Seattle Rape Reduction Project, Seattle, Washington; Margaret Gates, Co-Director, Center for Women Policy Studies, Washington, D.C.; Patrick F. Healy, Executive Director,

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Project Director

## EXECUTIVE SUMMARY

The National Institute of Law Enforcement and Criminal Justice of the Law Enforcement Assistance Administration awarded a grant in September, 1974, to the Battelle Law and Justice Study Center to conduct research related to the crime of forcible rape. A major objective of the research effort was to assemble, describe and assess current law enforcement practices in response to the crime of forcible rape. As part of this work, nationwide surveys were conducted of police and of prosecutive agencies. The report which follows details the findings of the police survey.

A total of 208 departments falling into six categories were sampled. The categories were:

Group I—agencies serving urban populations in excess of 500,000;

Group II—agencies serving urban populations of 100,000 to 500,000;

Group III—county agencies with more than 95 personnel;

Group IV—agencies serving urban populations of 50,000 to 100,000;

Group V—agencies serving small cities with populations of 25,000 to 50,000; and

Group IV—university police agencies with manpower strengths exceeding 60 police employees.

Stratified sampling was employed to provide for a broad representation of agency sizes. (See page 11 ff.)<sup>1</sup> The agencies from which responding departments were selected dealt with more than 90 percent of the reported rapes in the United States in 1974. The departments included in the survey handled more than 60 percent of the rapes reported nationally in 1974. (See page 14.)

Departments were asked to assign police officers with considerable experience in dealing with the crime of forcible rape to complete the questionnaire. Average years of police experience reported by the respondents was 15.5; while average number of

<sup>1</sup> Numbers in parentheses refer to those pages in the report to which the reader can turn for more detailed discussion of the points mentioned in this summary.

years experience dealing with rape cases was 8.8. (See page 15.)

Respondents were asked to provide information about their agencies' general policies and specific practices in the following nine areas:

1. *Classification methods*—those elements considered important in classifying a reported crime as rape, and in later clearing or unfounding such complaints;
2. *Factors involved with rape*—those factors observed to be frequently associated with the crime of rape in respondents' jurisdictions;
3. *Processing criteria*—factors important in the agency's decisions to investigate, arrest, and file charges in rape cases;
4. *Procedures in taking crime reports*—agency practice with regard to the taking of initial reports or complaints of rape;
5. *Victim services*—agency awareness, utilization and judgement of the effectiveness of extra-legal services available to rape victims;
6. *Investigative strategies*—respondents' appraisal of the usefulness and effectiveness of various investigative tools in putting together successful rape cases;
7. *Prosecutive outcomes*—those factors of rape cases perceived important in producing successful judicial outcomes;
8. *Training methods*—the extent and nature of special training given police personnel regarding the handling of rape cases;
9. *Innovative activities*—new and innovative policies or practices either instituted or planned in police agencies.

Each of these areas was thought to represent an important dimension of police practice and planning in response to the crime of forcible rape. As a group, these nine areas should provide a comprehensive picture of rape enforcement policies in the United States.

The request of the police agencies for their *classification methods* represents a fairly standard survey item in the study of system practice with

made. During this call, an attempt was made to reach the person assigned the responsibility for completing the survey. If the person was located, an estimated completion date was requested. If the completed questionnaire was not received by the estimated completion date, a follow-up letter was sent.

If the completed questionnaire was still outstanding three weeks after the follow-up letter was sent, a second follow-up telephone call was made. At this time, an attempt was made to reach the person actually having possession of the questionnaire and a second estimated completion date was requested.

Upon the passing of this date, a third and final follow-up telephone call was made.

### Questionnaire Return Rates

During the pre-test, 21 of the 25 selected agencies returned completed questionnaires, for a return rate of 84 percent. An additional 187 primary sample and alternate agencies returned questionnaires. This brought the final total of completed questionnaires to 208, or 89 percent. Table 3 presents a summary of the agencies returning police surveys; a list of these departments appears in Appendix C.

TABLE 3

*Summary of Agencies Returning Completed Police Questionnaires*

Group	Cooperation Refused	Cooperation Withdrawn	Surveys Not Received	Surveys Returned	Total Handling Rape	Do Not Investigate Rape <sup>a</sup>	Total Contacts
Over 500k -----	1	2	1	22	26	0	26
100-500k -----	0	4	3	65	72	0	72
County -----	1	3	0	63	67	7	74
50-100k -----	0	1	3	26	30	3	33
25-50k -----	0	3	4	20	27	1	28
University -----	0	0	0	12	12	0	12
TOTAL -----	2	13	11	208 <sup>b</sup>	234	11	245

Total Return Rate: 208 of 234 = 89%.

<sup>a</sup> The agencies in this group did not undertake any rape investigations. Therefore, they were not considered part of the universe the sample was designed to represent.

<sup>b</sup> This figure included 95% of the agencies that were contacted and agreed to return a completed questionnaire.

regard to any crime. In effect, the survey was asking respondents to define rape according to the operational realities of their agencies. Responses were not homogeneous. Most agencies (52%) reported the adoption of Uniform Crime Reports (UCR) guidelines to determine if an offense will be classified as forcible rape, i.e., the presence of penetration and force. A significant proportion of respondents (28%), however, reported use of a standard higher than that of the UCR guidelines, one requiring evidence of a weapon and/or victim resistance in addition to penetration and force in order to classify an offense as forcible rape. Some 19 percent of the responding agencies indicated a lesser standard than that of the UCR. (See page 15 ff.)

A plurality of agencies (38%) reported that *both* insufficient evidence *and* lack of victim cooperation must exist before a report of rape is unfounded, although 36 percent of respondents indicated that lack of victim cooperation alone was enough for them to unfound a report. Respondents in 18 percent of the agencies sampled reported that too great a lapse of time between the alleged event and its report to them was enough to unfound the complaint. (See page 18 ff.)

Lack of victim cooperation was reported to be sufficient to make a decision to clear a rape case, according to 45 percent of the respondents. Slightly more important, however, was the victim's ability to identify the offender, accounting for 58 percent of the cases cleared. (See page 17 ff.)

The relative stringency of police classification criteria for the crime of rape has been thought to be a significant factor in the considerable underreporting associated with this crime. The data of this survey partly supported and partly disputed this contention. In those agencies that required the presence of the elements of rape beyond penetration and force to define an assault as rape, there was a lower rate of reported rape. However, standards regarding case clearance and unfounding were not consistently related to the number of crimes reported. (See page 18.)

Police respondents were asked to provide statistics concerning the *factors of rape events* reported to their agency. Where actual statistics were not available, the respondents were asked to make estimates. One important general finding was that patterns of forcible rape did not differ a great deal according to size of jurisdiction in which the police

department was located. It would be inappropriate to detail all of the findings concerning factors associated with a rape event in this summary, so the reader is referred to pp. 19 ff. for a detailed discussion of these results.

Criteria used in making decisions at different stages in the police handling of a rape case determine whether the report of an event moves forward in the criminal justice system. *Processing criteria* solicited by the police agency survey were related to three critical decision points: the decision to investigate; the decision to arrest; and the decision to charge formally or to prosecute. While some of the same factors important for initial classification, clearance, and unfounding of a crime report were also reported as significant to processing decisions, an interesting re-prioritizing of these factors seemed to occur at the investigative, arrest and charging states. For example, while proof of penetration, offender use of force, and promptness of reporting (those factors considered important in classifying an offense as rape) were equally important in the decision to investigate, two new factors in decision making emerged at this stage: (1) the extent of injury to victim, and (2) the relationship between victim and suspect. When the decision to arrest was to be made, however, promptness of reporting lost its prominence, and "penetration" and "use of force" took positions of second and third importance to a newly prominent factor: "extent of suspect identification." Similarly, the presence of witnesses became important to the arrest decision, a factor much less important in the decision to investigate, presumably because witnesses are likely to be "products" of the investigative process. (See page 26 ff.)

As a case moves toward prosecution, proof of penetration, suspect identification, and use of force (in that order) were reported by respondents as most important, with relationship between victim and suspect and availability of witnesses assuming important fourth and fifth positions. (See page 27.) Most interesting was the degree of identity between factors indicated as important for arrest decisions and those perceived as important in the decisions to prosecute. The data strongly suggest that police agencies, at least in regard to rape, use similar arrest and prosecutive criteria (see page 28). The evidentiary needs of the prosecutor appeared to dominate police process decisions to the exclusion of other aspects of the crime, such as offender

arrest record, demographics of victim and suspect, or the location of the offense. Absent from all three police process decisions was, of course, the degree of victim cooperation—a factor screened at the classification stage.

The police *procedures used in taking crime reports* have been considered an important source of later victim attrition. Respondents were asked to provide information on three aspects of their agencies' initial report procedures: (1) the characteristics of police personnel who first respond to a rape report; (2) the degree of specialization of the report form on which information is recorded; and (3) the extent and use of third parties as report sources.

Eighty-two percent of all respondents reported that the most readily available patrol officer was most likely to respond first to a rape report. Specifically designated individuals or units were first to respond in the remaining agencies. (See page 29 ff.) The responding patrol officer usually recorded information given by the victim and/or witnesses on a general crime report form. Rape-specific forms were utilized by only two percent of the agencies surveyed. Other agencies reported the use of assault or crimes-against-persons forms (14 percent of those responding); sexual offense forms (3%); or felony forms (7%). (See page 29 ff.)

Only 23 percent of agencies in the sample indicated the presence of third-party reporting systems in their jurisdictions. Of these agencies, only three percent felt that third-party reporting systems provided information helpful in apprehending rapists, while nearly half of these agencies did not find third parties at all helpful. Of those agencies unfamiliar with third-party systems, 74 percent reported no plans for such a system in their jurisdictions, and 70 percent saw no potential assistance from such sources. (See page 30 ff.)

Third-party reporting systems are often part of broader systems of service for victims of rape. Survey respondents were asked about the availability and presence of *victim services* in the areas of medical treatment and crisis counseling. Both medical and counseling services for victims appeared to command much more support from police than reporting services designed to protect the identity of victims.

In 76 percent of the agencies responding, special medical services for rape victims were available on a 24-hour basis. In those jurisdictions where such services were presently unavailable, 65 percent of

the respondents felt they would be useful. (See page 31.) The existence of special counseling services for rape victims was reported by 65 percent of the agencies surveyed. Counseling services were usually staffed by a combination of professional and para-professional personnel. Ninety-four percent of all victim services were available on a 24-hour basis. (See page 32 ff.)

Those police agencies familiar with victim counseling services characterized their relationship with these service groups as "very cooperative." Only three percent felt their relationship with rape counselors was uncooperative. (See page 33.)

In jurisdictions where counseling services were presently unavailable, virtually every agency (99%) indicated a need for such services. In these same jurisdictions, most respondents (63%) felt that special agencies staffed by professionals were preferable; followed by hospital-based services (26%); volunteer groups (19%); services provided by law enforcement agencies (14%); and finally, utilization of volunteer counselors working through law enforcement agencies (5%). (See page 33.)

An important element of a police agency's response to rape is the nature and content of the *investigative resources and strategies* applied to individual cases. With regard to rape cases, most respondents (66%) indicated the existence of a special unit in their agency that handled rape cases. Questions related to caseload content and investigator time spent on rape cases, however, revealed that only 16 percent of the agencies surveyed contained units that specialized *exclusively* in all kinds of sex offenses. In most agencies (24%), "special units" which handled rape offenses also investigated homicides and felonious assaults. Only 12 percent of the agencies reported that special unit investigators spent at least 75 percent of their time exclusively on sex offenses. (See page 34 ff.)

Regardless of the specialization of the investigative unit, a female investigator was often included among its personnel. Females comprised 22 percent of the personnel devoted to rape investigation. (See page 35.)

Respondents also were asked to evaluate 14 investigative tools in terms of their frequency of use, their effectiveness, and the percentage of 1974 arrests which resulted from their use. The five investigative tools used most frequently by agencies were the following: (1) photo files (i.e., mug books);



(2) physical evidence other than fingerprints; (3) known offender files; (4) MO files; and (5) line-ups.

Respondents evaluated the effectiveness of various strategies in the following manner: most effective was the victim's ability to name the suspect; next in effectiveness was the line-up; followed in order by the auto license check, the photo file, and the administration of a polygraph test to the victim.

The investigative tools which accounted for the highest contribution to 1974 arrests were: (1) the victim's ability to name the suspect (22%); (2) the line-up (20%); (3) the photo file (16%); (4) physical evidence (7%); and finally, the auto license check (6%). (See page 36 ff.)

The most frequently used investigative tools were not necessarily those evaluated as most effective or most capable of producing an arrest. One must examine specific strategies to understand this. The victim's ability to name the suspect or the use of a line-up are infrequently available. When the victim knows the suspect or when an auto is involved, the use of strategies related to these elements appear to hold great potential. Such elements, however, are qualitative dimensions of the offense of the kind which do *not* generally appear to affect process decisions in most police agencies. (See pp. 26-28, referred to above.)

A similar phenomenon was revealed when respondents were asked to comment on a list of apprehension methods vis à vis frequency of use, effectiveness, and contribution to arrests. Once again, the most frequently used apprehension methods (the known offender file and the vehicle patrol) were recognized neither as the most effective methods nor as those most capable of yielding an arrest. Rather, the suspect confession and the statements of witnesses were considered the most effective strategies for effecting an arrest, while the confession and the known offender file together accounted for the largest proportions of actual arrests. (See page 37 ff.)

Only when respondents were asked about prevention methods were their responses consistent across the dimensions of use, effectiveness and arrest. The two prevention methods reported by police agencies as most frequently used, most effective and most responsible for arrests were the use of the known offender file and vehicle patrol. (See page 37 ff.)

Since police insensitivity is suggested as a contributing factor to high rates of victim dropout during rape investigations, respondents were specifi-

cally asked about their interactions with the rape victim. Most respondents (80%) did not report the existence of any special guidelines for use in interviewing victims, but nearly one third (32%) reported the need for more private or improved facilities for conducting victim interview. (See page 38 ff.)

If victim dropout occurs, most agencies experience it at the point when an investigation is underway, but before an arrest is made. Twelve percent of victim dropouts take place during this period. (See page 39 ff.) When asked about the reasons for victim dropout, respondents indicated that false allegations by victim and the victim's fear of the court process are the two most frequent reasons for victim attrition. None of the respondents attributed victim dropout to insensitive police procedures, although such an option was present on the survey instrument. (See page 39.)

With regard to *prosecutive outcomes*, respondents were asked to provide information about the policies and practices of their local prosecutor's office vis-à-vis rape cases. Police respondents were not asked to describe local prosecutive practice in detail, since an independent, nationwide prosecutor survey was being conducted. Instead, respondents were requested to comment on specific dimensions of prosecutive practice that might be expected to affect their activities. Specialization, or lack thereof, in a prosecutor's office, for example, might influence the way with which a rape case moves from the police agency into the judicial process.

Most respondents (78%) reported a lack of crime-specific specialization in the local prosecutor's office. Even for those offices where some specialization was reported, further questioning revealed that in most cases (91%) the "special unit" of the prosecuting attorney handled many other kinds of cases in addition to rape. Specialization at the prosecutive level, then, was even less likely than that found within police agencies. (See page 40 ff.)

While most police respondents reported an excellent relationship with the local prosecutor, one third of the police agencies surveyed indicated that the relationship was either merely acceptable or that it needed improvement. The improvement named most frequently was the formation of a special rape unit in the prosecutive office. The second most frequently noted means by which it was believed that the police/prosecutor interface could be im-

proved was an increased understanding of rape on the part of prosecutors. (See page 40 ff.)

In regard to outcomes of the judicial process, the prosecutor often has considerable control or influence. In particular, the plea bargain and the sentence recommendation are two such outcomes. Police respondents were asked to evaluate the policies of their respective prosecutive agencies in regard to the use of pleas and sentence recommendations in rape cases. Reporting agencies indicated a frequent use of the plea bargain for rape cases. Plea negotiations are said to occur in an average of 56 percent of rape cases handled in the jurisdictions surveyed. (See page 41 ff.) Most respondents (76%) saw plea bargaining as a necessary dynamic of the criminal justice system, although 41 percent of them reported a need for a change in its application to rape cases in their jurisdiction. (See page 41.)

In general, police respondents indicated that the sentences meted out to convicted rapists were too lenient (57%). A significant proportion (42%), however, believed that current sentencing levels were appropriate. (See page 42.) Most respondents preferred different sentences for first offenders than for those convicted of subsequent rapes. The most frequently recommended sentence for first offenders carried a minimum of probation/suspended sentence or term of less than five years, with a maximum of 6 to 10 years. For repeat offenders, most respondents recommended life sentences. (See page 42.)

The final two sections of the survey requested information about proactive agency responses in the area of rape. The first of these sections dealt with *special police training on rape*. Seventy-five percent of the agencies surveyed reported a compulsory pre-service training program for all personnel. Of these, 84 percent indicated that specific information on handling rape cases was included in such training programs. The most frequent aspects of rape cases covered in such programs related to the special evidentiary requirements of the crime, the interviewing of the rape victim, and the use of referral services. "Rape as a social problem" was least likely to be included in such training, although this aspect was reported to be touched upon in 38 percent of police training programs. (See page 43 ff.)

In-service training programs on rape included many of the same subject areas as the pre-service programs. The existence of an in-service training course related to rape was reported by 84 percent of

the respondents. Two patterns were apparent in the selection of agency personnel to receive special rape training. In general, either all personnel received such training or fewer than 25 percent of agency personnel received such training. (See page 43 ff.)

The final area covered in the survey dealt with *present or planned police innovations* in the area of rape. In order to better understand motivations for changing procedures, respondents were asked if rape was an increasing problem in their jurisdictions. They reported an average of 6.5 percent increase in reported rape in their jurisdictions. Most respondents attributed this increase to two separate factors: (1) a general societal increase in violence; and (2) changes in public attitudes resulting in more reporting of the offense. (See page 45 ff.)

Increasing rape rates combined with heightened public awareness of the crime appear to have elicited a large number of special studies of rape in local jurisdictions. In the past three years, a special rape study had been conducted in 35 percent of the areas represented by respondents. Jurisdictions in which studies had been done were also those sustaining the largest reported increases in rape rates. The average rate increase for the "studied" jurisdictions was 24 percent; while the average increase for "non-studied" jurisdictions six percent. (See page 46 ff.)

Most respondents (52%) reported that their agencies had instituted some form of innovation in the past three years to deal with rape cases. The most frequent innovations mentioned were the introduction of special training programs and the use of female rape investigators. (See page 46 ff.) In addition, 31 percent of the agencies surveyed indicated that future changes were planned, with the same two innovations again noted most frequently. (See page 46.) The presence or planning of innovations appeared directly related to the seriousness of the problem faced in the jurisdiction. Thus, in those agencies where changes were planned, the rate of increase in reported rapes between 1973 and 1974 was as much as 33 percent. (See page 46.)

The three major improvements seen as necessary by police respondents in dealing with rape were, as follows: (1) more public education; (2) the provision of more victim services; and (3) more appropriate sentencing levels. The first two suggestions involve improvements which are outside the purview of the criminal justice system.

## Overview

Respondents to the nationwide police survey provided a detailed picture of current police policy and practice in dealing with forcible rape. In addition, they provided intriguing insights into the nature of the crime itself, the nature of available extra-system services, and the need for changes both within the criminal justice system and in the larger society as well.

The experience of police agencies in the crime of forcible rape could be summarized as follows: most agencies confront a rape event involving a victim and a suspect who are total strangers. The event is likely to have occurred in the victim's place of residence, without her consent and to have involved the use of physical force. While she is not likely to have resisted, the victim is likely to have received physical injury. The more her resistance, the more serious the injury. Although she will not have known her assailant beforehand, she will be able to identify him if he is seen again. He is likely to be an individual known by police since he will have an arrest record for previous assaultive behavior, and often will have been involved in prior sex offenses. The victim will probably report the event directly to police within one hour of its occurrence.

The first individual to respond to the victim's report is likely to be the patrol officer nearest the scene. The officer may be joined later by an investigator or a special rape-trained patrol unit, if either is available. In general, the officer who responds to the initial complaint will be responsible for transporting the victim to a hospital for treatment and for gathering forensic evidence. Hospital services are likely to be available 24 hours a day, with a physician present.

In most cases, the patrol officer will have received about one day's training on handling a rape situation as part of the basic training program. The officer will be less likely than more specialized investigators, however, to have had any training beyond this. In most cases, the officer will record information at the scene on a report form that is general in nature. Because the rape event is infrequent, the officer may fail to note details that later will be important to the case.

The officer's agency will look for two main factors in the report in order to classify the event as rape: (1) proof of penetration, which the hospital will provide; and (2) use of force by the offender, as

evidenced by injury to the victim or by her statement. If either or both of these elements is missing, the agency is likely to unfound the report. The victim's lack of cooperation will also have this effect. If the victim fails to cooperate, the case may be classified as cleared, but clearance is most likely to follow the victim's identification of the suspect.

From the patrol officer, the case will pass to an investigator. Generally, this investigator will not specialize in rape cases exclusively but will deal as well with homicides and felonious assaults. The investigator will look at such elements as proof of penetration, use of force, promptness of victim reporting, and victim injuries in deciding whether to go forward with an investigation. One of the investigator's first steps will be to interview the victim in a police department office in surroundings that probably will be neither private nor comfortable.

Once the decision to investigate is made, the investigator will pursue fairly routine investigative strategies unless the particular situation provides shortcuts. The victim's ability to identify the suspect by name and/or the use of a car by the suspect will, for example, lead the investigator to concentrate on these elements. At this point, the investigator will be most interested in matters that directly relate to the evidentiary needs of the prosecutor. Thus, in making the decision to arrest a suspect and to file formal charges against him, the investigator will keep five factors uppermost in his mind: (1) the ability of the victim to identify the suspect; (2) whether or not this ability is generated from a prior social/sexual relationship; (3) proof of penetration; (4) use of physical force by suspect; and (5) the availability of witnesses. Even with the most cooperative of victims, the investigator may lose the cooperation of the victim because of the time lag between his launching of an investigation and the making of an arrest.

Once the case is filed, it will go to a prosecutor who handles all kinds of cases in addition to rape cases. The prosecution is likely to accept a plea from the suspect with which the investigator will not be entirely happy. The sentence meted out is also unlikely to satisfy the investigator's expectations.

In general, the police agency will not favor the use of third-party reports of rape. The agency will, however, support the victim in her desire to receive medical and counseling services from third-party sources.

Officers working in jurisdictions where rape has increased significantly in the past few years will have experienced some procedural or policy changes regarding that crime. They are more likely to utilize female officers or investigators on rape cases; to have received some special training; and to be aware of a special study of rape conducted in their jurisdiction. They will still, however, see the need for change. Within the system, officers are likely to want to see more specialized prosecutive attention to rape. Outside the system they see the need for better public education and victim services.

The crime of forcible rape is a relatively infrequent event confronting police agencies and yet it can be one of the most serious forms of criminal victimization that can befall any of their constituents. Conflict arises as to the utilization of scarce resources to achieve general efficiency and effec-

tiveness as opposed to a more specialized response. Rape, by its sheer infrequency, yet severe nature, may present that conflict in the extreme. Police agencies appear to have chosen a middle course, applying generalized procedures and policies for the processing of forcible rape cases, but recognizing the unique nature of the crime and providing training programs to deal with it. Where local situations dictate, agencies are likely to begin providing greater and specialized resources.

Most police agencies recently have changed or plan to change their procedures or policies for dealing with forcible rape. They indicate great confidence in these changes. At this point, they see the responsibility for further change as resting with others—most notably with the prosecutor and the public.

## INTRODUCTION

The law enforcement and criminal justice agencies have the dual responsibility of upholding the laws of the society and providing justice for victims and offenders. These agencies admittedly have difficulties fulfilling these responsibilities in cases of forcible rape, but are unclear as to the proper direction to take in resolving their difficulties.<sup>1</sup>

This statement indicates a source of the current dilemmas confronting criminal justice agencies, and especially police agencies in the area of forcible rape. The importance of these responsibilities and dilemmas is confirmed by the high level of community concern about the crime of forcible rape. Public concern has been based in large part upon the dramatic increase in the reported incidence of forcible rape in the United States during the past decade. As Table 1 indicates, rates of forcible rape have more than doubled in this country since 1965. The increase has become even more rapid after 1967, and in the early 1970's the rise in reported rape outstripped that for all other major categories of violent crime. From 1965 to 1974, the rape rate increased 116 percent.

Confronted by a situation of such urgency, law enforcement and other criminal justice agencies in many parts of the United States are now seeking ways of strengthening their capabilities to deal with rape offenses. Innovative procedures have been designed to facilitate apprehension and conviction of rapists and reduce the incidence of rape. Central to many of these efforts is the desire to ameliorate the plight of the rape victim, and to enhance the victim's cooperation with the criminal justice system. But despite recent advances, a number of major and related dilemmas appear to remain in regard to forcible rape.

Changes have been on an ad hoc basis. Agencies in different parts of the country experiment with fresh approaches to the crime of forcible rape

without being aware of what is being tried elsewhere. Development of model procedures for law enforcement and other criminal justice agencies in this area has been minimal. And, no centralized information source exists to which agencies can refer to determine appropriate responses to the crime of forcible rape. No systematic attempt has yet been made on a national level to identify the nature or dimension of the problems and needs of the criminal justice system in dealing with this crime. Basic research in the area of forcible rape has yet to be shown to have had a significant impact upon the development of strategies to assist in the task of preventing rape, whether from the perspective of the victim, offender, police, prosecution, or courts.

TABLE 1

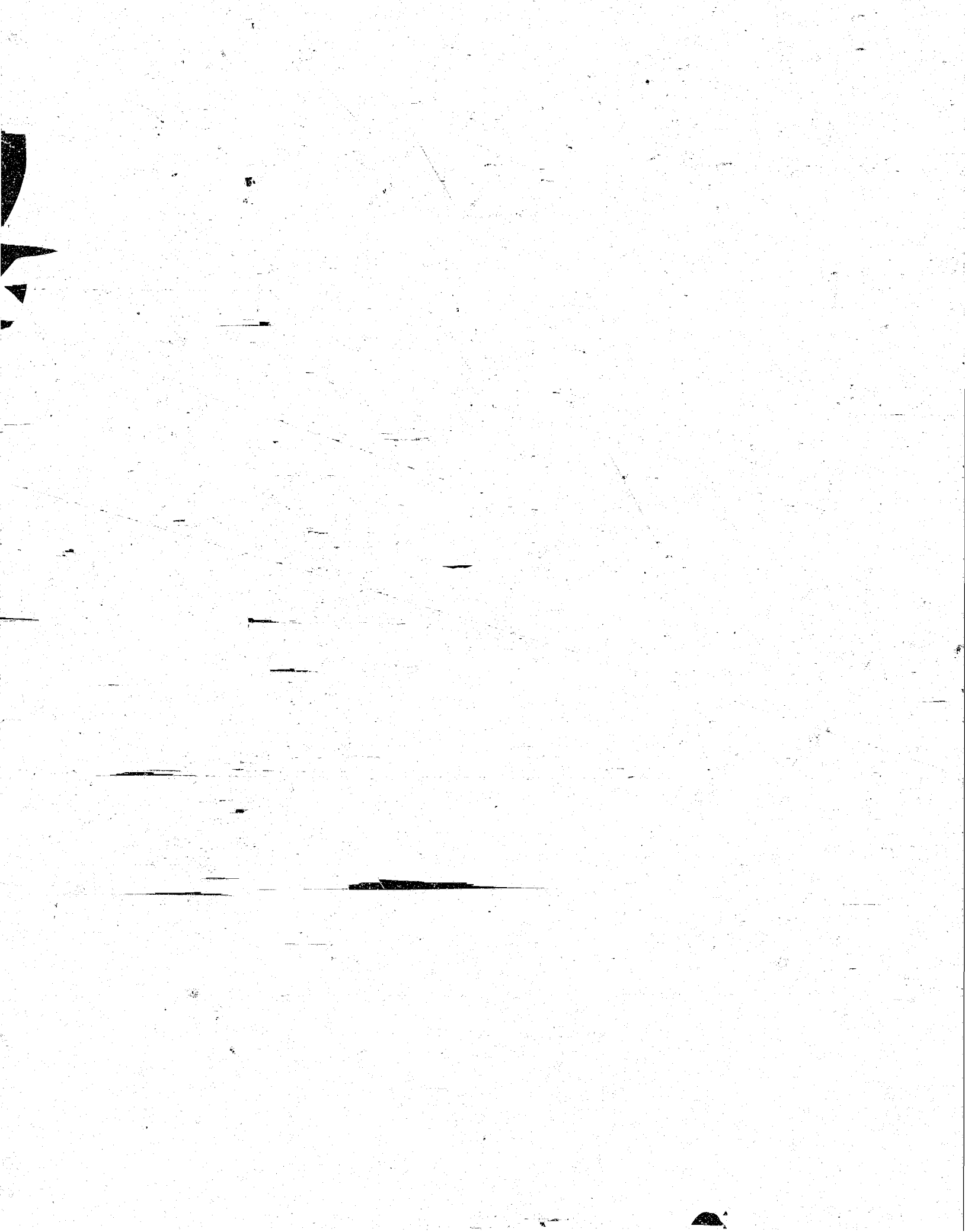
*Index of Forcible Rape in the United States (1965-1974)<sup>a</sup>*

Year	Number	Rate Per 100,000 Inhabitants
1965.....	23,330	12.1
1966.....	25,730	13.2
1967.....	27,530	13.9
1968.....	31,560	15.8
1969.....	37,050	18.4
1970.....	37,860	18.6
1971.....	42,120	20.4
1972.....	46,690	22.4
1973.....	51,230	24.4
1974.....	55,210	26.1
Change in Rate of Reported Rape (1965-1974 = 115.7%)		

<sup>a</sup> Department of Justice, *Uniform Crime Reports for the United States, 1974*. (Washington, D.C.: U.S. Government Printing Office, 1975), excerpted from "Table 2.—Index of Crimes, States, 1960-1974," p. 55.

To help address these conditions, the National Institute of Law Enforcement and Criminal Justice provided funds in 1974 for an extensive investigation of the criminal justice system's handling of forcible rape offenses. The ultimate purpose of the project is

<sup>1</sup> Cynthia S. Jackson, "Forcible Rape: Consideration of the Basic Issues" (Research Operations Division, National Institute of Law Enforcement and Criminal Justice, 1973), p. 24.



to develop practical guidelines for police and prosecutors which will enhance the effectiveness of rape investigations, prosecutions and adjudications throughout the United States.

This work is being undertaken by the Battelle Law and Justice Study Center in Seattle, Washington. At the end of the first year of a contemplated two-year effort, a number of research activities have been completed. The findings presented in this report reflect results obtained from a national survey of police agencies which was designed to determine the needs of law enforcement in the area of forcible rape and to identify procedures in current use. A similar national survey has been completed of prosecutor agencies. Findings of that work are detailed in a separate report.

To facilitate the gathering of systematic data from the police agencies, use was made of a specially designed questionnaire covering a broad range of issues. A copy of the questionnaire will be found in Appendix A of this report.

The first survey section (Section A) involves an examination of the methods by which police agencies classify, clear, and unfound forcible rape complaints. Although the FBI provides guidelines for the preparation of Uniform Crime Reports, it is quite possible that there is considerable variation among jurisdictions in the methods used to categorize sexual assaults. Such variations can clearly influence substantially the manner in which the crime of forcible rape is handled by law enforcement and allied agencies.

The factors or circumstances involved in forcible rape offenses form the next topic examined in the survey instrument (Section A). Specifically, the survey examines the circumstances under which victims come into contact with assailants, locations of offenses, relationships between victims and offenders, methods of force/threat, extent of victim injury, and types of victim resistance. The criminal justice response to forcible rape probably can be improved through a more comprehensive understanding of the crime itself.

A decision-making topic area is also included in the survey (Section A). It seeks to determine what factors are involved in police decisions to initiate a

follow-up investigation, arrest a suspect, or pursue a prosecution.

The methods used by police and sheriff's departments for taking initial rape complaints are examined in Section B. The special procedures followed for obtaining evidence are examined as well. In no other major crime category, with the possible exception of homicide, are the evidence requirements for conviction so complex. Law enforcement officers also become involved with the immediate concerns of the victim. Medical treatment, follow-up care, and counseling are additional subjects covered in Section C of the survey.

The investigative strategies utilized by various departments are reviewed in Section D of the questionnaire, while dealings with prosecutors, the nature of plea bargains struck, and sentences imposed are issues tapped in Section E.

The ability of a law enforcement agency to handle rape cases can depend on the level of the training that police personnel received. Section F of the questionnaire seeks information about training for both patrol and investigatory personnel.

Section G, the concluding section of the Police Questionnaire, seeks information concerning recent innovations introduced or contemplated in the police handling of rape cases.

The discussion of the police survey results which follows represents the first national effort to examine the procedures and problems encountered by law enforcement personnel responsible for the investigation of rape offenses. The results should provide valuable information to all police personnel and criminal justice policymakers concerned with implementing efficient and effective methods to deal with forcible sexual assaults.

The report itself is divided into two major parts. The first discusses the methods used, including the sampling procedures, and the techniques that were employed to solicit data. The results and findings of this research appear in the second part of this report. Summaries and analyses of the data collected are presented. Throughout this section, an emphasis is placed on the identification of trends, descriptions of the responses of law enforcement to the problem of rape, and where possible, analysis of the effectiveness of various techniques.

## METHODOLOGY

The research methodology adopted for the police survey was designed to obtain responses from the broadest possible representation of law enforcement agencies dealing with the problem of forcible rape. Agencies were selected from all parts of the country. They varied in size from those serving the largest jurisdictions in the United States to those serving jurisdictions of 25,000 people. Agencies also were selected to represent different types of law enforcement jurisdictions including city, county, and university departments. Ultimately, a response rate of 89 percent was obtained from the agencies included in the sample. The nature of the sample, and the methods used to obtain this very high rate of response, are described below.

### Sample Selection

The total sample for the police survey consisted of 238 city, county, and university law enforcement agencies randomly selected to represent all parts of the country. This sample included 25 pre-test agencies,<sup>2</sup> 184 primary sample agencies, and 29 alternates which were utilized as replacements for non-responding primary sample departments (see Table 2). These agencies were sub-divided into six groups in terms of the size and type of jurisdiction.

Group II agencies were selected from cities with populations of 100,000 to 500,000, based upon a list of the nation's 153 largest city governments.<sup>3</sup> Group III consisted of county law enforcement agencies with a manpower of more than 95 fulltime employ-

<sup>2</sup> A preliminary draft of the questionnaire was sent to each of 25 agencies to detect structural flaws of the questionnaire as well as defects in the questions. An estimate of the response rate was also obtained.

<sup>3</sup> U.S. Law Enforcement Assistance Administration and U.S. Bureau of the Census, *Expenditure and Employment Data for the Criminal Justice System: 1969-70* (Washington, D.C.: U.S. Government Printing Office, 1972), "Table 26. Employment and Payrolls of 153 Largest City Governments for the Criminal Justice System: October 1970," p. 78-84.

TABLE 2

*Police Survey Sample Distribution*

Group	Jurisdiction Size <sup>a</sup>	Pre-Test Sample	Primary Sample	Alternates Contacted	Total
I	Over 500k ----	4	22	— <sup>e</sup>	26
II	100k-500k ----	9	64	11	84
III	County <sup>b</sup> -----	4	47 <sup>d</sup>	8	59
IV	50k-100k -----	3	22	4	29
V	25k-50k -----	4	20	4	28
VI	University <sup>c</sup> ----	1	9	2	12
		25	184	29	238

<sup>a</sup> For the source of population data see "Sample Selection" below.

<sup>b</sup> Manpower of at least 95.

<sup>c</sup> Manpower of at least 60.

<sup>d</sup> A preliminary edition of the Police Questionnaire was completed by the Los Angeles County Sheriff's Department as part of the development of the pre-test instrument. All relevant data was transferred to a final edition of the questionnaire and included in this group.

<sup>e</sup> None available. See "Sample Selection," below.

ees.<sup>4</sup> These agencies were taken from a list of the nation's 128 largest county governments.<sup>5</sup> The agencies actually included in Groups II and III were selected by combining the two lists referred to above, and randomly drawing 124 jurisdictions. This draw contained 72 Group II agencies and 52 Group III agencies. From the remaining list of 157 agencies, 75 alternates were randomly drawn. These potential replacements consisted of 50 Group II agencies and 25 Group III agencies.

<sup>4</sup> Ninety-five employees was chosen as a dividing point because the smallest Group II agency (Parma, Ohio) had 94 employees. Stark County, Ohio, with 98 full-time employees was the smallest county agency included in the Group II sample.

<sup>5</sup> LEAA and Bureau of the Census, op. cit., "Table 21. Employment and Payrolls of 128 Largest County Governments for the United States October 1970," p. 58-62.



Group IV consisted of 25 municipalities with estimated 1973 populations between 50,000 and 100,000.<sup>6</sup> These departments were randomly drawn from among the 275 agencies of this size listed in Table 75 of the 1973 edition of *Uniform Crime Reports for the United States* (UCR).<sup>7</sup> A list of 25 alternate agencies was also drawn from this source.

Group V was made up of 25 agencies from towns with estimated 1973 populations between 25,000 and 50,000.<sup>8</sup> These agencies, along with their 25 replacements, were randomly selected from the 533 localities of this size listed in Table 75 of the 1973 UCR.<sup>9</sup>

Group VI consisted of 10 university law enforcement agencies and eight alternates selected from Table 72 of the 1973 UCR.<sup>10</sup> These 18 agencies were selected from those 95 departments which had at least 60 full-time police employees. The group of 18 was randomly ordered so that the first agency drawn was included in the pre-test sample, and the next nine in the primary sample. The remaining eight were designated as alternates.

## Agency Contact

Long-distance telephone calls were used to contact agencies selected for the research sample. The police specialist for the project asked to talk with the agency head to obtain the cooperation of his department with this research study. In almost every case, agency administrators agreed to participate. In general, they expressed keen interest in the subject area. Many of them commented on the relative unavailability of practical information about forcible rape, despite the high degree of public concern the offense currently commands.

During the pre-test, only one police chief refused cooperation at the time of the initial contact. The refusal was said to be based upon the chief's experience with time-consuming requests for crime-

specific information and due to the day-to-day demands on his personnel.

At the time of the initial telephone contact, no primary sample agencies refused to participate, i.e., all of those contacted agreed at least to examine a copy of the survey. Most of these agencies agreed to participate without any expressed reservations.

Following the initial contacts, 11 agencies were replaced in the sample because they did not investigate rape cases. Of these, seven were sheriff's departments in the eastern United States which had no law enforcement responsibilities. Typically, these agencies were arms of the court which handled only warrants and prisoners. An additional three agencies were from California communities that contracted with the Los Angeles County Sheriff's Department to provide law enforcement functions. The last agency replaced was located in a small New York town and referred all rape investigations to the county sheriff. In all 11 of these cases, replacements were assigned as soon as it was determined that the original agencies were not suitable for inclusion in the sample.

Twenty-two agencies (including four of the Group I cities) subsequently withdrew their commitment to participate. Fifteen of these agencies withdrew sufficiently early to allow initiation of a special follow-up procedure. The follow-up procedure consisted of sending a two-page letter<sup>11</sup> to the agency head. This letter was sent by air mail, and a second copy of the survey was sent by first class mail. Completed questionnaires were subsequently received from nine of the 15 agencies in which this procedure was used. Among these nine responses were three from the four Group I agencies which had at first withdrawn their commitment to cooperate.

Follow-up contacts were used to encourage responses from those agencies which had agreed to participate but had not returned a completed questionnaire in the allotted time. All follow-up requests were made by telephone (pre-test) or by a combination of telephone and letter contact (primary sample).

If a completed questionnaire was not received within 28 calendar days of the time it was mailed (the median turnaround time for the surveys completed during the pre-test), a follow-up telephone call was

<sup>6</sup> For further information on these population estimates see U.S. Department of Justice, *Uniform Crime Reports for the United States* (Washington, D.C.: U.S. Government Printing Office, 1973), "Population Data," p. 54.

<sup>7</sup> Ibid., "Table 75. Number of Offenses Known to the Police, 1973, Cities and Towns 10,000 and Over in Population," p. 226-231.

<sup>8</sup> See Footnote 6.

<sup>9</sup> UCR, op. cit., p. 231-241.

<sup>10</sup> UCR, op. cit. "Table 72.—Number of Full-Time Employees, October 31, 1973, Universities," p. 217.

<sup>11</sup> Examples of the contact letters used during this survey are included in Appendix B.

## RESULTS

### Respondents

The agency sample was selected in such a way as to obtain a broad range of sizes and types of agencies while still being as comprehensive as possible. Specific respondents were selected to represent an experienced, senior, and knowledgeable group of police practitioners.

The agencies in the population from which the sample was chosen account for over 90 percent of the forcible rapes reported in the 1974 Uniform Crime Reports. Three notable kinds of agencies not represented were: those serving populations under 25,000, county agencies with fewer than 95 personnel, and university police departments with fewer than 60 personnel.

The sample of responding agencies accounts for

more than 60 percent of all the rapes in the United States reported to police agencies in 1974. Because of the large coverage, and varied types of agencies represented in the survey, its results are believed to be valid indicators of the procedures employed by police agencies, and of the kinds of problems experienced in dealing with the crime of forcible rape throughout the United States.

Table 4<sup>12</sup> shows the rank of specific respondents completing the questionnaire, according to type of agency surveyed. Although the range of ranks of respondents is large, the majority of the respondents were either line officers, sergeants or lieutenants, and thus probably had first-hand knowledge of the way rape is handled in their agencies.

Table 5 shows the sex and mean number of years of experience respondents had as police officers

TABLE 4

*Percentages of Respondents According to Rank*

	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
Line Officer .....	21%	34%	40%	24%	30%	35%	33%
Sergeant or lieutenant .....	68%	35%	40%	33%	43%	19%	40%
Above lieutenant .....	11%	24%	15%	30%	4%	19%	19%
Agency head .....	0%	0%	1%	3%	9%	19%	3%
Miscellaneous .....	0%	6%	2%	9%	13%	19%	6%
TOTAL NUMBER OF RESPONDENTS .....	28	79	84	33	23	16	263

TABLE 5

*Respondents' Sex and Experience as Police Officer*

	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
Percent female .....	29%	25%	24%	9%	14%	21%	22%
Mean years experience <sup>a</sup> .....	18.5	16.3	14.3	17.0	13.8	9.9	15.5

<sup>a</sup> Average years of experience of male and female officers is not reported separately because of the small number of female respondents in some jurisdiction types.

<sup>12</sup>In almost all tables in the Results section, there were missing data due to failure of respondents to answer every question. However, almost every question was answered by at least 90% of the respondents. For this reason, and to improve

the clarity of presentation of data, the extent of missing data is usually not indicated. Instead, percentages are reported for those who responded to each question, assuming these are representative of the sample or sub-sample being described.

TABLE 6

*Respondents' Experience (Mean Years) Handling Rape Cases*

	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
Mean years -----	6.3	9.6	8.7	9.2	10.7	7.3	8.8
Percent responding to this question -----	96%	77%	81%	82%	78%	75%	81%

broken down for each of the types of agencies represented. The overall mean tenure was 15.5 years. Male respondents tended to have more experience (17.1 years average) than their female counterparts (9.9 years average).

Table 6 shows the number of years of experience in handling rape cases for the respondents in the various types of agencies. The average figures of nearly nine years experience for more than 80 percent of the respondents indicates a high degree of familiarity with the handling of rape cases.

### Classification Methods

Assessment of rape trends requires an understanding of the means by which agencies define forcible rape offenses, unfound reports, clear crimes, and classify multiple offenses. Although the FBI publishes instructions for these classification methods for use in preparing reports for the Uniform Crime Reports (UCR), it was clear from the survey results that many departments do not adhere to these instructions. This lack of uniformity has important implications for the interpretation of rape statistics.

*Definition of forcible rape.* The first item probing the definitional problems in rape offenses contained the instruction to: "check which of the following factors must be present for a patrol officer to classify an assault as 'forcible rape.'" The five possible responses were:

(1) penetration,

- (2) physical force,
- (3) threat of force,
- (4) presence of weapon, and
- (5) evidence of resistance.

The intent of this question was to determine the *minimum* number of elements required for an assault to be classified as a rape. In the area of "force," however, it was found that many respondents indicated that *both* physical force and threat of force were necessary elements. If threat of force were the only necessary requirement, then actual physical force would not be a minimally required element to define the crime as a rape. The confusion here stems from the wording of most rape statutes and of the UCR definition, which includes "force *or* threat of force" as an element of the crime. To circumvent this confusion, the responses to both these alternatives were combined into one response category referred to as "force."

Another possible source of confusion stemmed from the fact that *attempted rape* is included under the UCR definition of *forcible rape*. Most police agencies distinguish between the two. In any case, those respondents who said that penetration was not a required element were probably referring to the UCR definition.

Table 7 shows the major types of classification criteria that police departments use to define an assault as a rape. Nearly all respondents said that the existence of penetration is required to define the crime as rape. In most cases, force was also required. Approximately 28 percent of the agencies

TABLE 7

*Rape Classification Method Used*

Elements of the Crime	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total	Percent
No penetration required -----	0	2	6	1	1	0	10	5%
Penetration, but no force -----	1	8	10	1	4	4	28	14%
Penetration and force -----	15	33	25	17	8	5	103	52%
Penetration, force, and weapon and/or resistance	5	19	18	6	6	2	56	28%

TABLE 8

*Average Number of Rapes Recorded by Agencies With Different Classification Methods*

Classification Method	Over 500K	100-500K	County	50-100K	25-50K	Univ.
Requires weapon and/or resistance -----	778	90	67	7	6	2
Doesn't require weapon and/or resistance -----	869	101	89	19	10	4
Percent difference -----	+10	+11	+16	+63	+40	+50

also required the use of a weapon and/or evidence of the victim's resistance to define the assault as a rape. These last two items are of particular interest, since they involve classification methods somewhat more rigorous than the UCR guidelines, although resistance is a required element of forcible rape in some jurisdictions. Where it is an element of the crime, the existence of a weapon precludes the necessity of additionally proving resistance.

Since the elements of what will be called forcible rape appear to vary widely from one jurisdiction to another, and since the interactions among the items may be complex, the aggregated responses to this item were initially difficult to interpret. However, the nature of the responses has important implications for the interpretation of rape statistics themselves. Table 8 shows the average number of rapes reported in 1974 in those jurisdictions where a weapon and/or resistance was required compared with those reported to agencies which employed other procedures to classify a crime as forcible rape. For each kind of jurisdiction, the average number of rapes reported to agencies which required the existence of a weapon and/or evidence of the victim's resistance was smaller than the average number reported to the other agencies. Classification methods clearly have an important influence on the kinds and numbers of cases that law enforcement agencies record and investigate as rape offenses.

When all of the elements necessary to charge rape do not exist, what options are available to law enforcement agencies in proceeding further? The first question asked was: "Is there more than one degree of rape that can be charged in your jurisdiction?" In 40 percent of the agencies surveyed, the law defined only one degree of rape. New rape legislation that allows for degrees of rape may increase the charging options of many agencies and improve the uniformity with which the crime of rape is reported.

The next question asked in regard to charging

options was: "In cases where a rape is reported, what charges other than 'rape' might be brought as the result of a sex act about which a complaint is made?" There was space for four offenses to be reported on the questionnaire. Twenty-eight percent of the agencies reported four or more additional crimes, while 24 percent reported none at all. The remaining 48 percent reported either one, two or three additional crimes.

The range of responses to this question was substantial. More than one hundred different offenses were listed as possible alternatives for charging. Charges were classified into three categories: (1) more general sex offenses; (2) more specific sex offenses; and (3) other offenses. Some of the more general sex offenses were "public indecency," "lewd and lascivious acts," and "sexual misconduct." More specific sex offenses either specified a type of victim, or a specific act, such as "rape of a child" or "indecent exposure." The other offenses specified were generally violent crimes, although some property crimes such as burglary, if they were committed during a rape event, were noted. Charges for "other offenses" are *always* available when a multiple offense occurs. Many respondents must not have considered this possibility.

Table 9 shows the percentage of agencies within each of the six sub-samples that indicated that they had each of the three types of alternatives available. More than one half of the additional crimes that could be charged fell into the category of more general sex offenses.

Although the alternatives available to an agency may have some relationship to the number of rapes reported by the agencies, no consistent pattern was found. In addition, the kinds and numbers of alternatives available were not related to the methods by which the agencies classified their rapes.

*Unfounding procedures.* Respondents were asked if their agencies had written guidelines for unfounding a report of forcible rape. Only 20 percent replied that they did, and many of these used UCR

TABLE 9

*Percentage of Agencies With Different Charging Alternatives Available*

Type of Alternative	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
More general sex offense -----	64%	57%	72%	46%	65%	55%	62%
More specific sex offense -----	50%	37%	48%	31%	35%	36%	40%
Other offense -----	36%	49%	33%	27%	15%	45%	36%

TABLE 10

*Percentage of Agencies Employing Various Unfounding Procedures*

Type of Procedure	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
Too much time between offense and report -----	7%	15%	21%	15%	33%	10%	18%
Based on insufficient evidence only -----	13%	4%	8%	10%	7%	10%	8%
Based on lack of victim cooperation only -----	53%	38%	35%	35%	20%	40%	36%
Based on both insufficient evidence and lack of victim cooperation -----	27%	43%	37%	40%	40%	40%	38%

guidelines. The UCR guidelines state that an offense can be unfounded *only* if "... investigation shows that no offense occurred nor was attempted. . ."<sup>13</sup>

Survey results indicated that a wide variety of unfounding procedures were employed among respondents. Table 10 shows the percentage of respondents who said that various circumstances led the agency to unfound a report of forcible rape. For 18 percent of the agencies, an offense was unfounded if there was too much time between its occurrence and the report to the police. While in some jurisdictions rape statutes stipulate that a report of the crime must be made within a certain time for it to be a *prosecutable* offense, this is not an adequate justification under UCR guidelines for unfounding the offense. It does, however, appear to be a basis upon which unfounding is undertaken in many agencies.

Only eight percent of the police agencies based an unfounding of the offense only on insufficient evidence. The vast majority said that lack of victim cooperation or withdrawal of the complaint by the victim could lead to the unfounding of a report despite the fact that UCR guidelines specifically state that lack of victim cooperation is *not* a legitimate reason to unfound a report of a crime.<sup>14</sup>

<sup>13</sup> Federal Bureau of Investigation, *Uniform Crime Reporting Handbook* (Washington, D.C., 1974), p. 43.

<sup>14</sup> *Ibid.*

It seems important to investigate this matter further to determine under what circumstances lack of victim cooperation is generally used to conclude that no offense occurred or was attempted.

Different agency procedures and requirements for unfounding rape reports, it may be expected, would lead to differences in the percentage of rapes unfounded. A careful analysis of the survey data, however, revealed no systematic relationship between unfounding procedures and rates. The most likely explanation for the lack of a relationship is that the procedures for unfounding crimes vary so widely, even within agencies, that the delineation of a department-wide policy has little meaning.

*Clearance procedures.* Section A of the questionnaire requested information about the procedures for the clearance of rape cases. Respondents were first asked to indicate if they had written procedures for clearing a rape. One fourth of the agencies had such written guidelines, many of which strictly followed UCR procedures. Respondents were also asked about the circumstances under which their departments listed rape offenses as cleared. Almost all said that an arrest would be sufficient, but a wide variety of additional criteria were also employed. Table 11 shows the percentages of agencies that employed various criteria for offense clearance in the case of forcible rape.

The victim's ability to identify the offender was the most frequently reported clearance criterion, appearing in 58 percent of the agencies. Rape cases

TABLE 11

*Percentage of Agencies Employing Various Procedures for Clearing Rape Cases*

Method Used	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
Victim ID of offender .....	68%	54%	57%	69%	65%	18%	58%
Similar modus operandi .....	27%	5%	8%	8%	10%	9%	9%
Confession .....	27%	22%	31%	31%	10%	27%	26%
Lack of victim cooperation or availability .....	36%	48%	48%	38%	50%	36%	45%

were also cleared either when the victim would not cooperate or when she was unavailable to testify. UCR guidelines allow an exceptional clearance under these conditions as long as the following are also present: the identity of the offender has been established; there is enough information to support an arrest, charge, and turning over to the court for prosecution; and the exact location of the offender is known so that he can be taken into custody. When a victim does not cooperate, a case can be exceptionally cleared only under the above conditions. However, a large percentage of agencies appeared to employ lack of victim cooperation alone as a sufficient criterion for clearance without the additional information required by the UCR. In an analogous manner, similar modus operandi can be used to clear a case according to UCR guidelines only when the identity of an offender is *clearly* established. Again, the small proportion of agencies employing the similar modus operandi criterion appeared to use it in isolation as a sufficient justification for clearing a rape.

No relationship was found between the procedures used for clearance and the clearance rates reported by agencies. As with the lack of a relationship existing between unfounding procedures and unfounding rates, the variety of procedures within agencies said to be employed for clearing rapes may make official policy somewhat irrelevant to actual procedures. At the same time, however, there may be some "rule of thumb" principles operating that maintain a stability in clearance rates bearing little relationship either to procedures or to the nature of the events occurring.

*Multiple offenses.* UCR guidelines stipulate that only the most serious offense should be counted when more than one offense occurs in the same crime event.<sup>15</sup> Since homicide is considered more

serious than rape, statistics on rape do not count rape-homicides. In order to gain information on the actual handling of multiple offenses, respondents were asked: "If a multiple offense occurs, including rape, how does your agency classify the report?" The three response alternatives given were: (1) the report shows a separate classification for each offense; (2) the report contains all of the offenses under the classification of the most serious crime; and (3) these reports are always classified as rape. Slightly more than half (54%) said that all offenses were classified under the most serious crime, while 34 percent said their reports showed separate classifications for each offense. Only six percent said that these reports are *always* classified as rape. The remainder of the agencies (6%) employed a combination of procedures, depending on the circumstances.

No systematic relationship was found between the procedure for classifying multiple offenses and the total number of rapes reported by different agencies. The number of rape-homicides, however, is not included in most rape statistics, and little is known about the extent of this crime.

In summary, survey respondents reported a wide variety of methods for classifying, charging, unfounding, and clearing rape cases. However, little systematic relationship between the procedures employed by agencies and their reported rape statistics was found to exist. One important exception to this general finding is that the procedural requirement of the existence of a weapon and/or evidence of resistance to define an assault as rape was negatively related to the number of rapes reported. The lack of relationship found between stated procedures and reported statistics raises questions not only about the extent to which actual procedures are at some variance with official policy, but also about the extent to which reported statistics conform to stable rules of practice rather than reflecting actual occurrences.

<sup>15</sup>Ibid., p. 35-36.

## Factors Involved in Rape

Those responsible for investigating rape cases, particularly the sex crimes analysis units of the larger metropolitan police departments, frequently classify individual offenses by modus operandi, location, or other schemes which seem as likely to assist in the identification of a suspect. Researchers have used still other schemes<sup>16</sup> for classifying rape offenses.

To develop a more complete understanding of the "types" of rape, law enforcement agency respondents were asked to provide data on factors involved in the offense. The specific items selected for the questionnaire were ones that should be of wide interest to law enforcement agencies in the development of strategies for the prevention, investigation, and prosecution of rape offenses. In addition, it was anticipated that these data could be compared with data gathered in other research efforts.

Respondents were asked to provide percentages of cases that fell into each category within each factor. For instance, they were asked to provide the percentage of times when rapes occurred in daylight and the percentage of times when they occurred in darkness. For many of the factors, the respondents were able to provide exact figures based on tabulations from their rape records. In other cases, they could only provide estimates. The percentage of respondents who provided exact figures varied from 15 to 25 percent depending upon the factor in question. In order to gain some feeling for the accuracy of the estimates, a comparison was made between responses from those respondents supplying estimates and responses from those supplying actual figures. Comparisons were made within each size of jurisdiction. With few exceptions, the actual figures and the estimates were not significantly different from each other. In the discussion of the results from this section of the survey, differences between actual and estimated percentages will be noted.

The representativeness of these data was increased by collapsing the responses from the three smallest types of jurisdictions into one group which

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<sup>16</sup>See Menchem Amir, *Patterns in Forcible Rape* (Chicago: The University of Chicago Press, 1971) for an extensive study of rape offenses in Philadelphia. Amir classified rape offenses according to a variety of offender and victim characteristics, and temperal/spatial patterns associated with violent sexual assaults.

now contains all agencies serving jurisdictions of less than 100,000 people.

Although respondents were asked to provide statistics concerning forcible rape, it is not clear how that request was interpreted. UCR definitions include attempted rape, and it appears that some respondents used this definition in their responses. Care should therefore be taken in the interpretation of the results.

A note of caution should be observed as the results are discussed. These are national statistics; consequently, they represent an average situation derived by aggregating the data provided by all respondents. They may, or may not, describe the situation which exists in any particular jurisdiction. Despite this limitation, the findings represent the first attempt to gather national statistics on circumstances surrounding rape cases. They should, therefore, provide many valuable insights.

## Time of Occurrence

Respondents were requested to provide estimated or actual figures regarding the time of day and week during which rape offenses occurred within the last year (see Table 12). Regardless of size of jurisdiction, nearly one half of all offenses were estimated to occur during the late evening and early morning hours of 8 P.M. to 2 A.M. Rape offenses were least likely to occur during the afternoon and early evening hours, between 2 P.M. and 8 P.M.

When respondents were asked to specify the percentage of rapes which were committed during daylight or darkness, the results showed that the offense almost always occurred at night or in darkness. This was particularly apparent in jurisdictions with populations of less than 500,000 persons (see Table 12). Finally, in all but the largest jurisdictions, rape offenses were estimated to occur more frequently on weekends than during weekdays.

When compared with the estimated statistics provided by some respondents, actual figures provided by other respondents revealed that: (1) more rapes than estimated occurred between the hours of 2 P.M. and 8 P.M.; and (2) more rapes than estimated occurred on weekdays. Respondents who made estimates erred in the direction of assuming that more rapes occur during the high frequency times than actually do occur then.

TABLE 12

*Hour of Day, Light of Day, Time of Week*

Categories	Over 500K	100- 500K	County	Under 100K
Time of day when offenses occurred:				
• 8 P.M.—2 A.M. ....	47.2%	57.5%	47.8%	52.0%
• 2 A.M.—8 A.M. ....	21.1%	25.8%	23.4%	25.6%
• 8 A.M.—2 P.M. ....	12.7%	6.6%	11.6%	6.1%
• 2 P.M.—8 P.M. ....	19.0%	10.1%	17.1%	15.7%
Time when offenses occurred:				
• during daylight .....	30.7%	19.7%	22.4%	19.9%
• during darkness .....	69.3%	80.2%	77.5%	79.9%
Time of week when offenses occurred:				
• weekends (Friday eve- ning through Sunday) ..	47.0%	63.2%	52.2%	57.8%
• weekdays .....	52.9%	36.7%	47.7%	41.6%

**Location of Offense**

According to respondents, rapes tended to occur most frequently in the victim's residence (see Table 13). Only in the smallest jurisdictions were most of the reported offenses committed in motor vehicles. The location of the offense was often related to the circumstances of the initial contact between the victim and the offender. For example, a high frequency of motor vehicle rape was associated with a high frequency of hitchhike contact in the smallest cities.

TABLE 13

*Offense Location*

Categories	Over 500K	100- 500K	County	Under 100K
Location of offenses:				
• outdoors .....	33.5%	25.8%	23.1%	20.0%
• motor vehicles .....	17.6%	21.9%	28.0%	35.6%
• victim residence .....	40.5%	37.1%	30.1%	25.6%
• offender residence .....	4.4%	7.4%	8.1%	9.6%
• other .....	3.9%	7.6%	10.4%	8.0%

**Circumstances of Initial Contact**

The incidence of reported rapes related to hitchhiking was inversely proportional to the size of the responding jurisdiction (see Table 14). In the smallest jurisdictions, hitchhiking was reportedly involved in 20 percent of the rapes. In general, a substantial number of rapes were reportedly associated with

hitchhiking. However, any interpretation of this finding should be tempered by the fact that actual data concerning frequency of hitchhike-related rapes showed that they were less common than estimated. The aggregated data may therefore be biased.

TABLE 14

*Circumstances of Contact*

Categories	Over 500K	100- 500K	County	Under 100K
Circumstances of contact between victim and offender <i>immediately prior</i> to offense:				
• hitchhiking .....	9.9%	10.9%	16.6%	20.0%
• with victim's agreement other than hitchhiking ..	30.6%	30.8%	36.0%	31.0%
• not with victim's agree- ment .....	59.5%	58.3%	47.4%	47.9%

Regardless of the size of the jurisdiction, approximately one third of the rape victims came in contact with their assailants voluntarily and in circumstances other than hitchhiking. Initial contact classified as with the victim's agreement included situations in which the offender used deception to obtain such contact. However, as shown in Table 14, the most frequent pre-rape circumstances in all jurisdictions involved contact *without* the victim's agreement.

**Victim-Offender Relationship**

The most striking aspect of these data was the large proportion of stranger-to-stranger rapes (see Table 15). These data show that tabulated rapes tend to involve people who are unknown to each other. It is possible that rapes involving non-strangers might be underreported compared to stranger-to-stranger rapes.

TABLE 15

*Victim/Offender Relationship*

Categories	Over 500K	100- 500K	County	Under 100K
Relationship between victims and of- fenders:				
• strangers .....	63.6%	60.3%	57.5%	62.2%
• acquaintances .....	22.7%	21.7%	26.3%	17.6%
• friends .....	8.9%	9.7%	11.7%	14.7%
• relatives .....	4.8%	8.3%	4.5%	5.6%



## Drug Involvement

Alcohol or other drugs were said to be involved in approximately one half of the reported rape events (see Table 16). This alcohol or drug use usually was on the part of the offender, often on the part of both the victim and the offender, and sometimes on the part of the victim alone. Actual statistics provided by some respondents indicated that alcohol or drug involvement occurred less frequently than estimated statistics indicated.

TABLE 16  
*Drug Involvement*

Categories	Over 500K	100-500K	County	Under 100K
Alcohol or other drug involvement:				
• none	56.2%	38.1%	44.2%	47.7%
• consumed by offender and victim	14.7%	19.8%	17.8%	19.3%
• consumed by offender	17.6%	28.2%	28.8%	17.7%
• consumed by victim	11.5%	13.8%	9.1%	13.7%

## Use of Force

According to the police survey respondents, physical force was used in approximately half of all of the cases reported (see Table 17). It was slightly less common in the largest jurisdictions and somewhat more common in the smallest. Weapons were used in more than half of the cases reported to police, guns and knives the most common types of weapons employed. Firearms were less common and sharp instruments more common in the smallest jurisdictions compared with the largest jurisdictions.

TABLE 17  
*Use of Force*

Categories	Over 100K	100-500K	County	Under 100K
Use of physical force:				
• yes	47.4%	53.0%	55.7%	66.4%
Use of a weapon:				
• none	34.6%	28.1%	43.5%	36.6%
• firearms	21.1%	24.1%	23.0%	8.5%
• sharp instrument	24.7%	29.6%	27.5%	39.7%
• blunt instrument	7.3%	5.4%	6.9%	5.5%
• other	11.6%	7.9%	6.3%	3.0%

## Victim Resistance

The most common type of resistance offered by victims was verbal (see Table 18). Resistance by the victim was most likely in jurisdictions under 100,000 population or county jurisdictions. Surprisingly, in all but the largest cities, victims were considerably more likely to offer physical resistance than rely on their ability to escape. However, attempted rapes in which escape was successful are probably less likely to be reported than completed rapes.

TABLE 18  
*Victim Resistance*

Category	Over 500K	100-500K	County	Under 100K
Resistance offered by victim:				
• none	43.1%	27.1%	20.0%	24.8%
• flight	12.7%	11.3%	10.3%	9.6%
• verbal	32.3%	47.0%	45.6%	47.0%
• physical	12.0%	25.9%	30.0%	30.2%

## Victim Injuries

Rape victims generally sustained some type of injury (see Table 19). In the largest jurisdictions, they reportedly received injuries in approximately half the cases; in the smallest jurisdictions victims were injured two thirds of the time. Percentages provided by respondents with actual statistics showed that injuries were somewhat more likely to be sustained than percentages suggested by respondents making estimates.

Approximately one quarter of all victims suffered injuries severe enough to require medical attention or hospitalization. Of course, it is probably true that a very high proportion of unreported rapes involve no injuries.

TABLE 19  
*Victim Injuries*

Categories	Over 500K	100-500K	County	Under 100K
Injuries to the victim:				
• none	50.0%	42.3%	45.8%	32.2%
• minor, no medical treatment	18.4%	36.2%	29.4%	41.7%
• required medical treatment	23.7%	16.2%	17.6%	20.7%
• required hospitalization	7.8%	5.2%	7.0%	4.5%

## Injuries When Victim Resists

Rape victims who resisted were more likely to be injured than ones who did not (see Table 20). This finding was observed across jurisdictions of all sizes. These results indicate one possible danger of the popular notion (and some statutory requirements) that a victim of an attack should resist to her utmost.

TABLE 20

### Victim Injuries When Resistance Offered

Categories	Over 500K	100- 500K	County	Under 100K
Injuries to victims when <i>physical</i> resistance is offered:				
• none	28.2%	24.4%	33.8%	25.8%
• minor, no medical treatment	31.7%	40.0%	27.2%	27.0%
• required medical treatment	32.4%	26.3%	29.0%	38.7%
• required hospitalization	7.6%	9.2%	9.9%	7.9%

## Additional Sexual Acts

Rape offenses frequently involved sexual acts in addition to vaginal intercourse (see Table 21).<sup>17</sup> Across jurisdictions of all sizes, oral sexual acts occurred in approximately one quarter of the reported rape offenses. A combination of oral and anal acts was slightly more common than anal acts alone, especially in the largest jurisdictions.

TABLE 21

### Additional Sexual Acts

Category	Over 500K	100- 500K	County	Under 500K
Sexual acts in addition to vaginal intercourse:				
• none	47.4%	46.5%	54.8%	63.6%
• oral	24.8%	27.6%	28.6%	24.0%
• anal	7.5%	6.5%	6.4%	4.8%
• oral and anal	14.5%	8.5%	9.0%	4.4%
• other	3.6%	4.6%	5.8%	2.5%

## Reported Accomplices

In jurisdictions of all sizes, nearly one fourth of

<sup>17</sup>Actual percentages that were collected indicated that fewer rapes included acts in addition to vaginal intercourse than were estimated to have occurred.

all reported rapes were committed by more than one offender (see Table 22). Actual percentages showed that there were probably more offenses committed with accomplices than shown in the accompanying table. In general, however, rape offenses were usually committed by a lone assailant.

TABLE 22

### Accomplices

Category	Over 500K	100- 500K	County	Under 100K
Accomplices reported:				
• none	73.9%	70.8%	64.9%	76.1%
• one accomplice	14.4%	16.8%	21.8%	13.1%
• more than one	11.8%	12.4%	13.1%	10.6%

## Initial Reports

In jurisdictions of all sizes, the initial report of a rape was generally made to a law enforcement agency. This was true in more than half of the cases described in Table 23. In the smallest jurisdictions, law enforcement agencies received the initial report of a rape in nearly two thirds of the cases.

Friends or relatives of the victim were also frequent recipients of the initial rape report. Police respondents indicated that rather few victims first reported the assault to crisis centers.

The person or agency personnel to whom a victim first reports is important from the standpoint of police procedures. Such sources can be used as "fresh-complaint witnesses" who help corroborate the circumstances of the crime. In most instances, the *res gestae* statements made to these individuals could be of great assistance. Not only could these statements be of direct help in apprehending the offender, but they could also be admissible at trial as corroborating evidence.

TABLE 23

### Initial Reports

Categories	Over 500K	100- 500K	County	Under 100K
Incidents first reported to:				
• police	56.6%	58.9%	52.6%	65.9%
• friends/relatives	30.1%	27.1%	31.0%	24.5%
• medical facility	6.2%	7.7%	10.2%	5.8%
• crisis center or counselor	3.0%	3.8%	2.9%	.7%
• other	4.1%	2.3%	3.0%	1.3%

## Promptness of Report

More than half of all reported rapes were made known to a law enforcement agency within one hour of occurrence (see Table 24). More than three fourths of the complaints were made within one day.

The rapidity of the victim report has important implications for law enforcement agencies. Patrol units can be mobilized and dispatched to the vicinity of the crime scene to look for a suspect. In addition, important physical evidence may be retrievable.

TABLE 24

### Promptness of Report

Categories	Over 500K	100-500K	County	Under 100K
Promptness of report to police:				
• within one hour	55.6%	60.0%	55.7%	57.5%
• within one day	27.3%	27.4%	30.4%	31.2%
• one day to one week	13.2%	8.3%	8.8%	9.1%
• after one week	4.0%	4.4%	5.0%	1.5%

## Reported Witnesses

Respondents reported no witnesses were available in most rape cases (see Table 25). The largest jurisdictions identified a slightly larger proportion of corroborating witnesses than smaller jurisdictions, but eyewitnesses to rape offenses were very rare in all jurisdictions.

TABLE 25

### Reported Witnesses

Categories	Over 500K	100-500K	County	Under 100K
Reported witnesses to the offenses:				
• none	73.5%	76.7%	80.2%	84.4%
• eyewitnesses	5.1%	7.1%	8.1%	4.2%
• corroborating witnesses	19.7%	12.2%	15.0%	9.9%

## Proof of Penetration

Physical proof of penetration was detected in well over half of the rape offenses reported in jurisdictions of all sizes (see Table 26). Such physical proof of penetration was reportedly detected most often in the smallest jurisdictions. In general, these findings imply that forensic services were available and used

in the majority of reported rapes. Some of the cases in which no proof of penetration occurred could include attempted rapes.

TABLE 26

### Proof of Penetration

Category	Over 500K	100-500K	County	Under 100K
Physical proof of penetration:				
• yes	60.9%	70.7%	64.6%	75.3%

## Victim/Offender Race

In jurisdictions of all sizes, rape offenses tended to be intra- rather than inter-racial (see Table 27). That is, the victim and the offender were usually of the same race. The main difference between jurisdiction types was that in the largest cities both the victim and the offender tended to be racial minorities and in the smallest cities they both tended to be white. It is likely, though, that this variation between jurisdictions reflected concentration of minority populations in urban centers.

Another aspect of these data concerns the frequency of minority involvement in rape offenses. Minorities were over-represented both as victims and as offenders. Further, when inter-racial rapes did occur they most frequently involved minority offenders and white victims. Nonetheless, in jurisdictions of all sizes, rape was most typically an intra-racial event.

TABLE 27

### Victim/Offender Races

Categories	Over 500K	100-500K	County	Under 100K
Race of victim and offender:				
• both white	25.2%	37.1%	37.7%	51.9%
• both minority	51.0%	27.4%	29.2%	14.7%
• offender white, victim minority	4.4%	3.8%	4.3%	4.8%
• offender minority, victim white	19.4%	31.6%	28.6%	27.6%

## Victim/Offender Ages

Roughly two thirds of all rape cases involved victims and offenders who were both adults (see Table 28). The distribution of relative ages was

strikingly similar in jurisdictions of all sizes. Offenders who are minors were responsible for 10 to 20 percent of all offenses. Victims who were minors accounted for 10 to 20 percent of all assaults. Minors were more likely to be raped by adult offenders in large cities than in smaller jurisdictions.

TABLE 28  
*Victim/Offender Ages*

Categories	Over 500K	100-500K	County	Under 100K
Ages of victims and offenders:				
• both minors	8.9%	10.7%	9.4%	5.7%
• both adults	69.2%	64.3%	62.0%	63.9%
• victim minor, offender adult	8.9%	18.1%	21.9%	23.3%
• victim adult, offender minor	13.0%	6.9%	6.6%	5.7%

### Suspect Identification

In most cases, rape victims were able to identify their attackers in a photo or live line-up, but were unable to supply their names (see Table 29). In jurisdictions of all sizes, victims were able to supply the offender's name in only about 20 percent of the cases. In the largest and smallest jurisdictions, there was a somewhat greater occurrence of cases in which the victim was completely unable to identify her assailant.

TABLE 29  
*Suspect Identification*

Categories	Over 500K	100-500K	County	Under 100K
Extent of suspect ID initially:				
• suspect name	14.9%	23.7%	23.0%	20.6%
• victim able to identify	44.2%	49.6%	49.6%	39.4%
• victim unable to identify	40.9%	26.6%	27.2%	39.3%

### Offender Occupation

Suspects accused of rape tended to be blue-collar workers except in the smallest jurisdictions where they were apt to be unemployed (see Table 30). Very few suspects were designated as white-collar or professional workers.

TABLE 30  
*Occupation of Offender*

Categories	Over 500K	100-500K	County	Under 100K
Occupation of the offender:				
• unemployed	18.7%	30.2%	30.1%	44.2%
• blue collar	47.6%	44.4%	49.1%	33.2%
• white collar	16.7%	10.7%	7.9%	4.4%
• student	17.0%	14.8%	12.8%	17.6%

### Offender Arrest Record

According to police agency respondents, a significant proportion of rape suspects had previous arrest records (see Table 31). The distribution of previous arrests for rape was approximately equal to that for other sex offenses. The largest number of previous arrests fell into the violent crime category.

Actual statistics provided by respondents showed that offenders had fewer previous arrests than indicated by estimated statistics. Nonetheless, offenders in cases reported to police are quite likely to have an arrest record, especially for other violent crimes. This means that often the identity of specific rape suspects may be generated by investigators through the use of previous offender files.

Since the categories in the accompanying table were not mutually exclusive, they may not be added to obtain a total proportion of previous arrests. However, these results suggest that previous offender files for violent crimes other than rape should not be overlooked when attempting to identify rape suspects.

TABLE 31  
*Offender Arrest Record*

Categories	Over 500K	100-500K	County	Under 100K
Offenders with previous arrest records for:				
• rape	17.5%	27.8%	23.4%	21.5%
• other sex offenses	19.5%	30.2%	26.7%	18.8%
• other violent offenses	40.6%	28.6%	34.3%	36.0%

### Overall Patterns

Rape is not a singular, well-defined crime. Characteristics in rape cases can vary considerably, while the offense is still considered "rape." Nonetheless, the *average* characteristics associated with

rape are remarkably similar across jurisdictions of all sizes. Many of the factors involved with rape have the same pattern distribution whether they occur in large cities or in small towns. An overview of rape factors by jurisdiction is included to characterize these differences and similarities.

*Overview of rape offenses in jurisdictions of 500,000+ population.* Rape offenses in the largest jurisdictions tended to occur during darkness between the hours of 8 P.M. and 2 A.M. Offenses were almost evenly divided between weekdays and weekends. Rapes occurred most frequently in the residence of the victim or outdoors. Hitchhike-related rape was rare. In most instances, the initial contact between victim and offender was made without the agreement of the victim; nearly two thirds of the rapes occurred between strangers. Although a substantial proportion occurred between acquaintances, rapes involving friends or relatives were rare. Alcohol or drug involvement on the part of offenders, or both offenders and victims, was common.

Physical force was employed in nearly half of all rapes. When weapons were involved, knives and then guns were used most frequently. Victim resistance was noted in more than half of all cases. Physical resistance on the part of victims, however, was rare. When physical resistance was offered, the probability of victim injury increased two-fold. Victim injuries, whether resistance was offered or not, were observed in half of all cases. The majority of these injuries required medical attention or hospitalization. The rape offense was usually accompanied by additional sexual acts, the most frequent of which was oral sexual contact.

Nearly three quarters of all rapists acted alone. In general, offenders were blue-collar workers. Offenders employed in white-collar professions were much more likely to reside in the largest urban centers. Nearly half of the offenders had previous arrest records for crimes of violence. Previous arrests for rape or other sexual offenses were noted less frequently.

The overwhelming majority of rapes occurred within racial groups, i.e., they were intra-racial offenses. Nearly three quarters of all offenses involved either minority offenders and/or minority victims. In general, most offenses occurred between adults, although the combination of minor offender and adult victim was observed more frequently in the large cities than in other jurisdictions.

Most victims first reported the rape offense to the police. Although a substantial proportion of victims first related the incident to family or friends, "outside" agencies (medical facilities, crisis centers) were rarely the recipients of initial victim reports that ended up in police files. The initial report was usually made within one hour of the offense. Witnesses to rapes were rare. In the largest jurisdictions, however, corroborating witnesses were more common than in smaller jurisdictions. Victims in large jurisdictions were less likely to be able to identify their assailants than victims from smaller cities or counties. Although medical evidence of proof of penetration occurred in more than half of all cases, such proof was more likely to be available in the smaller jurisdictions.

*Overview of rape offenses in county jurisdictions and cities of 100,000-500,000 population.* The factors associated with rape occurrences in county jurisdictions and in cities with populations between 100,000 and 500,000 were so similar that they are combined into one group for discussion. Rapes usually occurred in the dark between 8 P.M. and 2 A.M. There was a tendency for such sexual assaults to occur more frequently on weekends than on weekdays. Offenses usually took place in the victim's residence or outdoors. Most rapes occurred between strangers; drug and alcohol involvement on the part of both victim and offender was common. Hitchhike rape was rare.

In most cases, the offender employed physical force against the victim. Weapons (particularly firearms) were used more frequently in cities of this size than in any other jurisdictional category. Both verbal and physical resistance on the part of victims was common. Victim injury, minor and serious, almost always resulted from victim resistance. Whether resistance was offered or not, some form of victim injury occurred in the majority of cases. Again, as in the case of the largest jurisdictions, most rapes were accompanied by additional sexual acts, the most common of which was oral sexual contact.

Most rapists acted alone. Offenders were generally identified as blue-collar employees, though nearly one third were unemployed. At least a third of the offenders had previous arrest records for rape, other sexual offenses, or other violent offenses.

Most rapes occurred between persons of the same race. In contrast to the largest cities, nearly

one third of all rapes occurred between minority offenders and white victims. Nearly all rapes involved adult offenders and adult or minor victims. Minor offenders rarely assaulted adult victims.

Most victims first reported the incident to police or to persons known to them, particularly to family or friends. More than half of all reports were received by the police within one hour of the assault. Eyewitnesses to the rape offense were very rare. Corroborating witnesses were available somewhat more frequently than eyewitnesses. Victims were more likely to know or be able to identify their assailants than victims in the largest jurisdictions. Medical proof of penetration was available in approximately two thirds of all cases.

*Overview of rape offenses in jurisdictions with populations under 100,000.* Rapes in the smallest jurisdictions occurred most frequently on weekends and during darkness between 8 P.M. and 2 A.M. Offenses occurred most frequently in motor vehicles or in the residence of the victim. Hitchhike-related rapes accounted for twice the proportion of offenses in these small jurisdictions than in the largest cities. Although most rapes occurred between persons who were not known to one another, a substantial percentage involved persons who were considered acquaintances.

Physical force was used most frequently against victims in small jurisdictions. When weapons were used, they almost always consisted of knives. Firearms were rarely used as weapons. Victims frequently resisted the assaults either physically or verbally. Physical resistance often resulted in victim injuries serious enough to require medical treatment. Whether or not resistance was involved, victims in small jurisdictions were more likely to sustain minor injuries than victims in larger jurisdictions. Victims were subjected to fewer additional sexual acts in smaller cities. When such acts occurred, they generally consisted of oral sexual contact.

Offenders in small jurisdictions almost always acted alone. Nearly half of these offenders were reported to be unemployed. More than one third of the offenders had previous arrest records for violent offenses. A smaller proportion of offenders had previous arrest records of rape or other sex offenses.

Most rapes were intra-racial, although one quarter involved minority offenders and white victims. In general, almost all rapes involved adults as victim or offenders.

Two thirds of all initial victim reports were first made to the police, usually within one hour of the offense. Virtually no victims first reported the incident to medical personnel or counselors. Both eyewitnesses and corroborating witnesses to the assault were rare. The same proportion of victims from the smallest jurisdictions, as victims from the largest cities, were unable to identify their assailants.

## Conclusion

These findings represent the first national statistics gathered to describe circumstances surrounding rape. Care should be taken in their use. Individual agency responses varied widely. The data, which represented jurisdictional averages, are intended to provide descriptions of "typical" characteristics and circumstances associated with rape offenses.

## Factors in Decision-Making

The statistics in the previous section are important in understanding the nature of rape as it is reported to police. They can be used to determine preventive strategies; they can be of assistance in the allocation of investigative resources; and they can be used as a baseline to track how characteristics of rape change over time and differ according to locality.

In order to relate the statistics to investigative strategies and to the allocation of resources, the survey instrument was designed to discover which factors were the most important to police in determining courses of action at three different stages in their response to rape: (1) the decision to proceed with an investigation of the rape; (2) the decision whether or not to arrest a suspect; and (3) the decision to prosecute.

The first question in this section asked the following:

After recording the initial complaint of a rape, a decision must be made to proceed with an INVESTIGATION of rape. Which 5 of the following factors do you consider the most important in making this decision? Indicate your choices by placing an "X" in the boxes which correspond to the factors listed below. The factors could

affect the decision *either* positively or negatively. (Mark 5.)

Nineteen alternatives were given to the respondents. Although they could supply factors other than those listed, very few did so. Table 32 shows the list of factors in order of response, as well as the percentage of respondents who chose each alternative. It is noteworthy that the factors evaluated as important in deciding to proceed with an investigation are strikingly similar to those described earlier on page 15 ff. as important for classification, clearance and unbounding of offenses. The matter of "force" seems to take on even more significance for the investigative decision than in regard to classification. "Force" is represented in three of the top eight factors found in Table 32: "use of physical force" (ranked second); "injury to victim" (ranked fourth); and "use of weapon" (ranked seventh).

One fourth of the respondents checked alternatives exclusively from among the eight most frequently mentioned items. Almost 75 percent of the respondents checked no more than one response that was not in the eight most frequently identified factors. This indicates a high degree of agreement among agencies concerning the factors important in the decision to proceed with a rape investigation.

TABLE 32

*Factors Important in Deciding to Proceed With Investigation*

<i>Factor</i>	<i>Percent Choosing this Factor</i>
Proof of penetration -----	80%
Use of physical force -----	70%
Promptness of reporting -----	49%
Injury to victim -----	44%
Relationship between victim and suspect -----	41%
Circumstances of initial contact -----	40%
Use of weapon -----	32%
Extent of suspect ID. -----	26%
Resistance offered by victim -----	24%
Witnesses -----	22%
Age of victim and suspect -----	12%
Location of offense -----	8%
Sexual acts other than vaginal intercourse -----	8%
Alcohol or drug involvement -----	7%
Suspect's previous arrest record -----	4%
Victim's previous arrest record -----	2%
Accomplices -----	0%
Occupation of suspect -----	0%
Race of victim and suspect -----	0%
All other -----	12%

In the next question in this section, respondents were asked to indicate what factors were important in making the decision to arrest a suspect in a case. The question was:

After an initial report or investigation, a decision must sometimes be made whether to ARREST a suspect. Which 5 of the following factors do you consider the most important in making the decision to arrest? Again, the factors could affect the decision to arrest *either* positively or negatively. (Mark 5.)

The same 19 alternatives were presented as in the previous question. Table 33 shows the rank order of responses to this inquiry. Factors which indicated the seriousness of the crime are equal to or less important than those factors which affect the likelihood of prosecuting the suspect for rape. Three factors stand out as being more important for the decision to arrest than for the decision to investigate: (1) suspect's previous arrest record; (2) witnesses; and (3) extent of suspect identification. The promptness of reporting, so prominent in unbounding, clearance and investigative decisions, is less important in the decision to arrest. The use of a

TABLE 33

*Factors Important in the Decision to Arrest*

<i>Factor</i>	<i>Percent Choosing This Factor</i>
Extent of suspect identification -----	77%
Proof of penetration -----	72%
Use of physical force -----	54%
Relationship between victim and suspect -----	42%
Witnesses -----	40%
Circumstances of initial contact -----	34%
Injury to the victim -----	34%
Promptness of reporting -----	25%
Use of weapon -----	24%
Suspect's previous arrest record -----	20%
Resistance offered by the victim -----	20%
Age of victim and suspect -----	9%
Sexual acts other than vaginal intercourse -----	8%
Alcohol or drug involvement -----	8%
Location of offenses -----	6%
Victim's previous arrest record -----	4%
Accomplices -----	2%
Occupation of suspect -----	.5%
Race of victim and suspect -----	0%
All other -----	16%

weapon also appears to take on less significance as a case moves through the police process to arrest.

Again, there was a great deal of agreement among the respondents about factors that were important in the decision to arrest. About 70 percent of the respondents checked no more than one factor that was not among the most noted eight factors.

In the third question, respondents were asked to indicate which factors were important in making the decision to prosecute. Although a few of the respondents indicated that this was an appropriate decision for the prosecutor, not for them, most respondents answered the question:

After an arrest has been made, a decision must be made whether to PROSECUTE. Which 5 factors do you consider the most important in making the decision to prosecute for forcible rape? The factors could affect the decision *either* positively *or* negatively. (Mark 5.)

The same 19 alternatives were presented as in the previous two questions, and the results are shown in Table 34. The rank order of responses to this question was almost identical to that observed on the question concerning the decision to arrest,

TABLE 34

*Factors Important in Deciding to Prosecute for Forcible Rape*

<i>Factor</i>	<i>Percent Choosing This Factor</i>
Proof of penetration -----	78%
Extent of suspect identification -----	64%
Use of physical force -----	60%
Relationship between victim and suspect -----	40%
Witnesses -----	36%
Circumstances of initial contact -----	32%
Injury to the victim -----	28%
Resistance offered by victim -----	23%
Promptness of reporting -----	22%
Use of weapon -----	21%
Suspect's previous arrest record -----	20%
Age of victim and suspect -----	10%
Sexual acts other than vaginal intercourse -----	6%
Alcohol or drug involvement -----	6%
Location of offense -----	6%
Victim's previous arrest record -----	5%
Race of victim and suspect -----	0%
Occupation of suspect -----	0%
Accomplices -----	0%
All other -----	18%

except that resistance offered by the victim moved from the 11th rank to the 8th rank. One interpretation of these results is that police decisions to arrest are made according to criteria which the police perceive are used in deciding to prosecute.

In summary, it was found that those factors associated with the investigative, arrest and prosecutive decisions are similar to those associated with seriousness of the crime for classification purposes. although the hierarchical arrangements of the factors tend to differ somewhat. As the case proceeds through the criminal justice system, factors such as "injury to the victim" and "use of weapon" tend to become less important, while factors such as "extent of suspect identification" and "availability of witnesses" become more salient and decisive. These latter factors are directly related to what are perceived as "successful" outcomes for the system and yet one questions whether the public would concur with the high priority given to factors decisive for rendering a successful outcome rather than those more closely associated with the seriousness of the offense in terms of consequences to the victim. It would be important to probe further the extent to which "outcome" versus "seriousness" factors represent a source of conflict that police agencies themselves feel as they weigh the pressures to clear cases against pressures to respond to serious criminal events.

**The Official Response to the Initial Report of a Rape**

Substantial criticisms have been made about the way in which initial rape reports are handled by law enforcement authorities. In particular, it is maintained that the police assigned to take these reports lack sufficient training, experience or sensitivity to do an adequate job.

In general, when a rape or any crime is reported to the police, the first available patrol unit is dispatched to take an official complaint and to make a preliminary investigation. In response to criticisms with regard to rape cases, some police agencies have experimented with alternatives to this traditional response. To assess the nature and extent of experimentation by police agencies in this area, the survey instrument included a section on reporting procedures and practices. The first topic covered in this section dealt directly with the initial response to a rape call.



The survey also attempted to deal with the matter of complaint forms. In most jurisdictions the form used to take the rape report is the same one employed to gather information for all other crimes. Some questions have been raised about the appropriateness of this general form and about whether a special complaint form for rapes or for crimes against persons might be more useful.

The final portion of this section of the survey probed the use of third parties to report rapes. This is a system that has arisen in some jurisdictions. Its purpose is to deliver information to the police that they would not normally receive because of the reluctance of some victims to report sexual assaults. In many cities, these auxiliary agencies have been credited with providing much needed assistance in the investigation of sex crimes. Still, controversy exists concerning their use.

*Initial response.* Respondents were asked who in their agency was assigned to take the initial report of a rape. The three response categories were: (1) the most readily available patrol unit; (2) a specially designated person; and (3) a member of a special unit. The traditional response, as mentioned earlier, has been to dispatch the first available patrol unit. Doing so ensures the most immediate response and provides the victim with prompt first aid if it is necessary, and also maximizes the chances of capturing a fleeing suspect.

However, rape cases present special problems. For example, in an average career, a "deputy or police officer may handle 15,000 drunks, 10,000 domestic disturbances, 5,000 traffic accidents, 1,000 robbery and burglary reports, and 2 rape cases. . . ." <sup>18</sup> Even if this estimate is a considerable exaggeration, being assigned to handle a rape is an unusual event for most patrol officers. These experiences are usually so far removed from one another in time that the officers may not be up to date on their department's policies, procedures, and techniques for handling such events.

As a response to this problem, many law enforcement agencies have considered the idea of using specially trained individuals to respond to the initial report of a rape. In some agencies, these specially trained individuals may be detectives who are also

assigned to do the follow-up investigation of the case. In other departments, such individuals are specially trained patrol officers.

As seen in Table 35, the greatest proportion of agencies continue to rely on the most readily available patrol officer or unit to respond to the initial report of a rape. Only 18% of the agencies surveyed indicated that some special unit or person was assigned to answer these initial complaints. However, it should be noted that when a special unit or person responds, a patrol officer might *also* be assigned to the call to render any necessary emergency medical aid and/or to secure the crime scene. There are also some cases in which the most readily available patrol officer is assigned to respond, but a special unit or person is subsequently called in as soon as the situation is stabilized.

Of the agencies which indicated the use of a special response mechanism, 83 percent were able to do so 24 hours a day. Ninety percent of these agencies were able to respond with a special person or unit more than 50 percent of the time. Fifty-eight percent of the agencies were able to employ a special unit or person all of the time. When special responses were used, the same unit or person assigned to take the initial complaint was also responsible for conducting 89 percent of all follow-up investigations, providing a continuity to the police response not possible where the initial and follow-up responses were conducted by different individuals.

*Complaint form.* Another aspect of the initial response that was studied was the complaint form used to record the preliminary information supplied by the victim. Whether a special form for taking rape complaints would increase a department's efficiency in solving this type of crime is a matter of substantial importance. Special complaint forms may assist investigations and enhance clearance rates by helping to ensure that all of the appropriate information is gathered during the initial response. Special forms could also prove helpful for systematizing information that is gathered. In crimes such as rape, where the same suspect may be responsible for many offenses, systematic recording, it is believed, would be of great assistance to those conducting follow-up investigations.

There are, of course, some disadvantages to the use of special complaint forms for different types of crimes. One is the problem of availability. It would

<sup>18</sup> Robert L. Shevin, "Model Rape Investigation, Guidelines," *Help Stop Crime! Memorandum*, (Tallahassee, Florida: Governor's Crime Prevention Committee, September 27, 1974), p. 1.

TABLE 35

*Response to Initial Rape Complaint*

Who Responds	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
Most readily available patrol officer.....	77%	80%	82%	81%	90%	82%	82%
Special person or member of a special unit .....	23%	20%	18%	19%	10%	18%	18%

be necessary for officers to have a supply of each type of special form. Added costs are also involved.

To balance the advantages and disadvantages of the use of special forms for various types of offenses, many departments have developed a limited number of such forms. For example, the use of crimes-against-persons and crimes-against-property forms, or felony and misdemeanor forms, are resolutions that have been implemented in some departments.

Table 36 shows the distribution of agencies using various types of forms for initial rape reports. Of the responding departments, 74 percent used a general complaint form to record the information collected during initial contacts. Fourteen percent of the agencies used a special form for assaults or crimes against persons. Only three percent of the agencies used a special form for sexual assaults, and two percent indicated that a special form for rape was used.

With such limited departmental use, it was not possible to assess reliably the relative effectiveness of special forms for rape cases. The small proportion of agencies making use of such forms does suggest, however, that some of the disadvantages noted above are decisive in maintaining use of the general complaint form. Unless the comparative usefulness of the special or crime-specific form is demonstrated, it is unlikely that most agencies would depart from normal paperwork procedures. Even then such forms must be developed in a way as to make them compatible with an agency's

existing procedures and records system if their potential usefulness is to be realized.

*Third-party reporting systems.* As noted earlier, rape investigations in recent years have involved third-party reporting systems. These consist of intermediary groups or individuals who receive and transmit to law enforcement agencies information about rapes from victims who do not wish to be in personal contact with the criminal justice system. Generally, such reporting systems are set up in cooperation with a local rape crisis line service or with some other organization that provides advocacy and/or counseling for rape victims.

Part of the theory behind such systems is that investigations of reported rapes can be assisted through the utilization of information received about unreported crimes which may have been perpetrated by the same offender. Since many rapes go unreported, third-party reports could be a useful source of information about rapists who remain at large.

Another significant, if often overlooked, contribution of third-party reporting systems is their potential for improving a department's community relations. Encouraging third-party reports demonstrates to the public that the department is interested in the crime of rape and is attempting to use all available sources of information about individuals who commit it.

Of the agencies responding, 23 percent reported that such a system was in use in their jurisdiction. Roughly two thirds of these agencies indicated that the information gleaned from such reports was used

TABLE 36

*Percentages of Agencies Employing Various Types of Forms in Taking Initial Reports*

Types of Forms	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
Rape .....	5%	5%	0%	0%	0%	0%	2%
Sexual offense .....	14%	0%	3%	0%	5%	0%	3%
Assaults <sup>a</sup> .....	10%	16%	18%	12%	0%	18%	14%
Felonies .....	5%	3%	10%	12%	11%	0%	7%
General .....	67%	75%	69%	76%	84%	82%	74%

<sup>a</sup> Includes "crimes-against-persons" forms.

only for identification of suspects. The remaining third of the agencies utilizing such systems indicated that they recorded these reports in the same manner as any other anonymous report made directly to their department.

The agencies which had third-party reporting systems were asked to evaluate how helpful they believed they had been in aiding in the apprehension of rapists. Only three percent reported that such systems were "very helpful," and almost half indicated that third-party reporting systems were not at all helpful.

The respondents who were not utilizing these systems were asked to indicate if they thought such programs would be helpful to their department. Seventy percent responded that in their estimation a third-party system would *not* be helpful. Further, 74 percent of these respondents indicated that no such system was planned.

### Victim Services

Crime victimization is not a pleasurable experience, regardless of the crime committed. The victim of rape, however, experiences a particular ordeal. When she reports a crime, she is required to describe personal, sexual events in vivid detail for law enforcement personnel who are usually men. At some point, she usually is asked to submit to an intimate examination of her body to determine

whether there is medical evidence to sustain her allegations.

To prosecute a rape offense, it also usually is necessary to present medical evidence of penetration. It is always necessary, at the time of trial, to address the issue of consent and present appropriate evidence of force or coercion. These issues frequently prove embarrassing to the victim. Rape cases require a thorough investigation and attention to detail. Central to the preparation and successful prosecution of a rape case is the availability of resources which, (1) can provide the kind of evidence that will eventually be needed at trial, and (2) help to assure and maintain the cooperation of the victim while providing for her physical and emotional well-being. This latter point is particularly critical. The adequacy of victim services—medical and counseling—can be an important part of the investigation and prosecution of rape offenses. Section C of the survey instrument was devoted to these issues.

*Medical services.* Seventy-six percent of the respondents indicated that *special* medical services are available for rape victims in their jurisdiction. A positive response was interpreted to mean that there were specially designated hospitals to which rape victims are taken, not that these places are used exclusively for rape victims or that specially trained personnel are necessarily available at these places. Table 37 shows the distribution of responses by type of jurisdiction.

TABLE 37

*Percentage of Jurisdictions With Special Medical Services for Rape Victims*

	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
Services .....	96%	75%	75%	61%	60%	100%	76%
No services .....	4%	25%	25%	39%	40%	0%	24%

Predictably, the existence of special medical services were more prevalent in the largest jurisdictions. However, even in the smallest municipal jurisdictions, special medical services were available 60 percent of the time. The existence of student health services was the main factor presumed to explain the 100 percent availability of special health services for rape victims in university jurisdictions.

In 97 percent of the jurisdictions in which these services were available, they were located in a

hospital or clinic. Rape crisis centers also offered medical services in 20 percent of the jurisdictions surveyed. Private physicians were the source of the special medical services in 17 percent of the jurisdictions and in a few cases either the police department or a local mental health center provided such assistance. As is obvious from totalling the foregoing figures, in many jurisdictions medical services for rape victims were available through more than one source.

In every jurisdiction where special services for rape victims existed, they were reported to be available 24 hours a day. Respondents indicated that physicians were always available in 71 percent of the special hospitals or clinics. The remaining jurisdictions indicated that a physician was generally available (26%), or sometimes available (3%). In no instance were physicians reported to be rarely available.

Respondents were asked also about the means by which victims were transported to the place where medical services were provided. In 81 percent of the jurisdictions, the officer taking the initial report provided the transportation. Some jurisdictions allowed counselors from rape crisis centers or other persons, most notably family or friends of the victim, to transport her for medical services. In a few jurisdictions, the victim alone was responsible for providing her transportation.

Departments which indicated that no special medical services were available were asked whether such services for rape victims would be useful. Sixty-five percent of these agencies responded that they would, indeed, be useful. However, establishment of such services was planned in only 22 percent of these jurisdictions.

Obviously there is a wide range of medical services provided for rape victims. Some victims are treated in the emergency rooms of big-city receiving hospitals. Others are seen by rural practitioners who probably handle only a very few rape cases during their career. What could not be investigated via the survey was the extent to which the mode of providing services affects later willingness of the victim to cooperate and the degree to which lack of standardization in forensic procedures results in evidence loss. Both of these facets of medical services for rape victims require more systematic appraisal.

*Counseling services.* Rape victims are subject to two types of trauma—one physical and the other emotional. The degree of bodily abuse inflicted

upon them is usually evident. Their true emotional condition, however, is often hidden by an apparently calm, unruffled demeanor. Even in cases in which the victim is able to cope satisfactorily with the immediate aftereffects of the assault, the pressures of pursuing a prosecution through the criminal justice system may generate substantial psychological trauma.

Special counseling services for rape victims can provide assistance to criminal justice agencies. Counseling probably can function in a most valuable way by offering immediate assistance through crisis intervention. Follow-up services can further assist authorities by assuring the victim's continuing cooperation through all phases of the investigation and prosecution of the offense. Counseling services may also often serve as the conduit for third-party reports and can undertake the victim advocacy function. This last function can help a department's community relations and increase reporting by providing victims with a source of personal support throughout their dealings with the criminal justice system.

Special counseling services were reported to be available for rape victims served by 65 percent of the agencies sampled. Table 38 presents the distribution of such services according to jurisdiction type. Such services clearly were more likely to exist in the largest jurisdictions than in the smallest. There was also a large number of counseling services available in university communities. Even in the smallest jurisdictions, however, special counseling services were available to rape victims served by slightly over one third of the agencies in that sub-sample.

In 94 percent of the jurisdictions having such services, counseling was available 24 hours a day. Most services (52%) were staffed by a combination of professionals and specially-trained paraprofessionals. Of the remaining services, 30 percent were staffed only by paraprofessionals, and 18 percent only by professionals.

The agencies providing the services were highly

TABLE 38  
*Percentage of Jurisdictions With Counseling Services for Rape Victim*

	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
Services -----	95%	65%	62%	58%	35%	91%	65%
No services -----	5%	35%	38%	42%	65%	9%	35%

varied. Some services were provided through local, city or county mental health clinics, and others through grant-funded, community self-help projects. In many cities, women's groups sponsored the counseling services. In other locales, the services were made available through welfare agencies, mayors' task forces, volunteer associations, hospitals and clinics, and not infrequently, through the offices of prosecuting attorneys.

Given the fact that the police and rape crisis counselors have often been portrayed as hostile adversaries, the issue of cooperation between these two groups becomes most intriguing. To explore the matter, law enforcement respondents were asked: "Is there a cooperative relationship between the agency that provides these [counseling] services and your department?" Sixty-five percent of the respondents characterized the relationship as "very cooperative," and 32 percent characterized it as "somewhat cooperative." The remaining 3 percent (a total of 4 respondents), indicated the relationship was "not cooperative."

This is an important finding for, despite popular beliefs, rape counselors and law enforcement personnel apparently do cooperate well in most instances and their relationship is not nearly so contentious as some may believe.

Respondents from agencies in jurisdictions where counseling services did not exist were asked whether such services were thought to be needed and how they should be provided. Only one of the 71 agencies in this sub-group indicated that no special counseling services were thought to be needed. Of the other 70 departments, 63 percent indicated that counseling services for rape victims should be provided by a special agency staffed by professionals (such as psychologists or social workers). Twenty-six percent of the respondents thought that the services should be hospital-based. On the other hand, 19 percent indicated that a special agency staffed by volunteers trained to handle rape victims would satisfy them. Fourteen percent of the respondents thought that law enforcement agencies should provide the special counseling. Other suggestions, such as utilizing volunteers working in law enforcement agencies, were made by 5 percent of the respondents.

In summary, it can be noted that in jurisdictions in which such counseling was already available there was a cooperative relationship between most of the services and law enforcement agencies. In

jurisdictions where they did not already exist, it was generally believed that counseling should preferably be provided by professionals working through a hospital-based program. The findings here should, however, be modified by the consistently negative findings related to third-party reporting systems, since such systems may provide advocacy as well as counseling services. The survey indicates a police preference for the latter rather than the former. Once again, the specific dynamics of interaction between police and victim service groups needs more intensive analysis to understand better the mutual perceptions they have about each other.

*Handout materials.* Almost all law enforcement agencies provide printed, crime prevention materials of some type. Pamphlets referring to women's self-protection are commonly distributed. These pamphlets usually conclude with a word about the importance of reporting incidents of sexual assault to the proper authorities.

There is, however, a lack of printed material explaining the procedures followed once a sexual assault is reported. The apprehension and prosecution of an accused rapist often takes months and sometimes years. Maintaining the cooperation of the complaining witness throughout this process is essential to the success of the entire matter. Considering the complexity of the procedures which must be followed to convict a person accused of rape, the demands placed on the victim, and the intense emotional stress that can accompany the prosecution of a rape offense there is little wonder that rape is probably the most under-prosecuted of all crimes.

Agencies were asked if they used handouts and if they would provide a sample. Only nine agencies included such material with their returned questionnaires. Those agencies not having such items available were asked whether such materials would be helpful. The vast majority of respondents answered in the affirmative. These findings indicate a widely felt need to develop and disseminate material that would be useful in the preparation of such handouts.

Beyond recognizing the infrequent existence of victim handout materials, there was no way to evaluate their effectiveness. Nonetheless, the overwhelming indication of the need for such information by survey respondents suggests their conviction that special handout materials for rape victims would be an appropriate means of providing rape victims with important information about the criminal justice procedures involved in the pursuit of

their complaint. Since, as we have seen, arrest and investigation decisions are closely related to the probability of successful outcome, these findings may also suggest a police perception that the use of such items could help to reduce the drop-out rate of rape victims at the prosecutive stage.

### Investigative Strategies

The investigation of rape cases forms the core of the criminal justice system response to the crime. Without careful collection and development of evidence, no offender is likely to be apprehended; or, even if he is, it is unlikely that the case will proceed to prosecution. Without careful attention to the concerns of victims, criminal justice agencies risk losing the cooperation of the victim so necessary to pursue the case.

Of all person-to-person crimes, rape is probably the most difficult to investigate. There are two major reasons for this. First, with the exception of criminal homicide, rape is the one crime that generally has the most traumatic effects on the victim and those associated with the victim. Second, rape investigations are complicated by the nature of required evidence in such cases. The collection of physical evidence is particularly complex, and the elements necessary to corroborate a rape offense are unique.

Respondents were asked a number of questions concerning procedures employed in their agencies during rape investigations and the outcomes of those procedures. The questions can be divided into three general areas: (1) organizational structure, (2) investigative techniques, and (3) interactions with victims.

*Organizational structure.* A wide variety of organizational structures are employed by law enforcement agencies for the investigation of rape. The structure used seems to depend to a large extent on the size of the agency and the seriousness of the rape problem in the jurisdiction. However, even when these characteristics are similar, the organizational structure often varies from agency to agency.

In the first question in Section D of the questionnaire, respondents were asked "Are rape investigations handled by a special unit in your agency?" As Table 39 shows, two thirds of the respondents replied that their agencies did have special units. As expected, the larger agencies were much more likely than the smaller to have special units, although a substantial number of the smaller agencies also had such units.

The term "special unit" was subject to a variety of interpretations. To better identify the nature of such units, respondents were asked "Do the special investigators handle cases other than sex offenses?" In 84 percent of the agencies, members of the "special unit" were involved in the investigation of cases other than sex offenses. The most common group of crimes handled by sex units was homicide, other deaths, and felonious assaults (24%). One fifth (20%) of the "special units" at one time or another handled every type of crime. Further crimes that were handled by these special units were other crimes against persons (8%), juvenile offenses (5%), property crimes (5%), and felonious assaults only (2%). The remaining 20% of the agencies handled combinations of the above crimes. Only 16% of the special units handled only sex offenses.

To further assess the degree of specialization in units, respondents were asked what percentage of a special unit investigator's time was spent on cases other than sex offenses. More than half (53%) replied that at least 75% of investigator's time was spent on crimes other than sex offenses. Only 12% reported that the investigators spend less than 25% of their time on other crimes. Thus, although the majority of respondents reported that their agencies had special units to handle rape investigations, the level of sex offense specialization seems quite low.

An issue of some controversy in rape investigations concerns the value of using female rather than male investigators. The argument has been made that female investigators would be more sensitive than males to the needs of female victims. Previous

TABLE 39

*Percentage of Agencies With Special Rape Investigation Units*

	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
Special units -----	91%	73%	67%	42%	50%	46%	66%
No special units -----	9%	27%	33%	58%	50%	54%	34%

research has shown that victims themselves have a variety of preferences, some preferring a female, some a male, but most expressing no preference. In any case, the *availability* of a female investigator has often been urged. To learn more about this controversy from a police standpoint, the survey addressed the question of sex composition in rape investigation squads. Table 40 shows results concerning the composition of investigative units in the six different types of agencies studied. The largest agencies and the university agencies, it will be seen, were much more likely than other types of agencies to employ female investigators. However, there was a substantial representation of female investigators on investigative units in all types of agencies. In 87 percent of the agencies, there was at least one woman investigator. The extent to which such representation of females is borne of some relative value or effectiveness criterion as opposed to more general affirmative action pressures could not be determined.

The average case load for sex offense investigators is believed to have an important influence on decisions to pursue cases, and on the investigative techniques used. Table 41 shows the allocation of investigative resources to rape. The number of equivalent full-time rape investigators was computed by multiplying the total number of investigators by the estimated percentage of time each spent on the investigation of rape cases. The investigator case load per year was computed by dividing the number of rape cases handled by the agency in 1974 by the number of equivalent full-time investigators. This

method of computation indicated that there were great discrepancies in case load sizes for different types of agencies, with the largest jurisdictions having significantly higher case loads than the smaller ones.

To test the hypothesis that the structure of the investigative unit is related to rape case outcomes, several kinds of analyses were performed. The first concerned the rate of victim dropout as a function of the structure of rape investigative units. It was found that the structure, i.e., the total number of investigators and the degree of specialization, was not related in any consistent way to the rate of victim dropout at any stage in the investigation of rapes. However, the percentage of female investigators handling rape cases was related to victim dropout, at least during the actual investigation stage of the cases. In those agencies where the percentage of female investigators was highest, victims were less likely to drop out during the investigation. This finding was true for all sizes of jurisdictions. Although the survey data does not prove that the use of female investigators causes a lower rate of victim dropout, it does suggest that agencies which utilized a greater percentage of female investigators are less likely to lose victim cooperation during the investigation stage of the crime.

The relationship between organizational structure and outcomes of rape cases (rate of unfounding rapes, clearances by arrest, and percentage of arrests) was also examined. Neither the degree of investigator specialization nor the proportion of

TABLE 40

*Sex Composition of Investigative Units*

	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
Number of male investigators.....	15.9 T	9.1 T	8.4 T	4.3 T	5.9 T	4.5 T	9.1 T
Number of female investigators.....	7.6 T	1.5 T	1.9 T	.9 T	1.0 T	1.8 T	1.6 T
Average percent female investigators.....	35.3%	19.6%	18.7%	17.1%	16.3%	31.7%	22.3%

TABLE 41

*Allocation of Investigative Resources to Rape*

	Blank	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
Total investigators.....	23.5	10.6	10.3	5.2	6.9	6.3	11.7	
Full-time equivalent investigators.....	8.8	5.6	4.2	1.2	.8	.8	4.9	
Investigator case load per year.....	52.6	7.2	8.8	6.7	5.7	1.7	7.8	

female officers showed a relationship to these outcomes. However, the size of the investigator case load was significantly related to the percentage of cases cleared by arrest. The lower the case load, the more likely the agency was to clear rape cases by arrest. This relationship was true regardless of the type of agency.

From the analysis of the relationship between organizational structure and the investigation of rape, it is possible to conclude that: (1) agencies that employed female investigators were more likely to retain victim involvement during the actual investigation of crime, and (2) the lower the case load per investigator, the more likely an arrest would result. The speculation that female investigators might be more effective than males was only partly confirmed. There was no evidence that female investigators improved the chances of successful apprehension of rape suspects, although the use of females increased the probability that victims would continue to cooperate with an investigation. In addition, the expectation that the allocation of more investigative resources to rape would improve the probability that rapists would be apprehended was confirmed by the survey data.

### Investigative Techniques

The survey also looked into specific techniques used by police departments to investigate rape offenses. (See Section D.5.) Each respondent was

asked to respond to a list of investigative methods, and rate each method according to its frequency of use and its effectiveness. In addition, each respondent was asked to estimate the number of 1974 arrests which resulted from the use of each method. The results are presented in Table 42.

The largest percentage of arrests was accounted for when the victims gave the name of the suspect. The two next most effective techniques, in terms of arrests, were the use of photo files and live line-ups. Together, these three methods of identifying suspects accounted for almost 60 percent of the arrests. It must be understood, however, that these methods interact. To use a live line-up, for instance, it may have been necessary to have identified a suspect through photo files.

The frequency with which agencies utilized each investigative technique was compared to another type of outcome measure—clearance rates. The clearance rates in those agencies where frequent use of each technique was compared with that of those agencies which did not make frequent use of the method. There were only two statistically significant differences in clearance rates. Agencies in which respondents said frequent use was made of line-ups and informants had significantly higher clearance rates than those agencies where frequent use was not made of those techniques. Further analysis of the survey data showed that investigators who utilized line-ups and informants on a frequent basis also had slightly lower caseloads. It was not possible to determine whether the investiga-

TABLE 42

#### *Use and Effectiveness of Rape Investigation Methods*

Methods	Use			Effectiveness			Percent Arrests 1974
	Frequent	Occasionally	Never	Very	Somewhat	Not at All	
Photo files -----	86%	12%	2%	53%	45%	2%	16.1%
Phys. evid., not fingerprints -----	68%	29%	3%	47%	50%	4%	7.2%
Files on known offenders -----	66%	31%	3%	31%	64%	5%	6.2%
Name of suspect from victim -----	44%	55%	1%	78%	22%	1%	22.0%
Line-ups -----	48%	46%	6%	67%	30%	2%	20.1%
Modus operandi files -----	48%	37%	15%	25%	61%	14%	5.7%
Auto license -----	34%	62%	4%	60%	36%	4%	6.3%
Fingerprints -----	41%	47%	12%	45%	42%	14%	2.2%
Identi-kits -----	43%	32%	26%	12%	66%	22%	2.8%
Witnesses -----	27%	64%	10%	41%	52%	7%	3.8%
Polygraph (victim) -----	27%	56%	17%	48%	41%	11%	3.0%
Informants -----	22%	60%	18%	16%	66%	18%	2.3%
Artist sketches -----	22%	41%	37%	13%	60%	27%	1.5%
Third party reports -----	5%	44%	51%	3%	44%	53%	.9%



tive techniques per se or other aspects of investigative resource allocation were responsible for increased clearance rates.

Methods used by different agencies to apprehend suspects were also examined. Again, respondents were asked to rate each method of apprehension according to its frequency of use, effectiveness, and resulting 1974 arrests. From Table 43 it can be seen that vehicle patrol was identified as the most frequently used method, although it was rated as only somewhat effective and was responsible for only 13.8% of all 1974 arrests. Files on known offenders and modus operandi files were also used frequently. Although these two methods were rated as only somewhat effective, they accounted for more than one quarter of all 1974 arrests. Witnesses and informants, who were used occasionally, were considered somewhat effective and accounted for nearly one fourth of all arrests. Though occurring only occasionally, suspect confessions were rated as the most effective method of apprehension and resulted in the most frequent arrests (25.5%). Other methods, such as stakeouts, foot patrols, and police decoys, were used much less frequently, were rated as least effective, and resulted in the fewest arrests.

A comparison was also made to determine any relationships between the clearance rates in agencies that made frequent use of each method and those agencies that did not make frequent use of them. There were no consistent relationships that applied for all types of agencies. However, there was an interesting split according to the size of jurisdiction. In the three largest kinds of jurisdictions, the use of decoys and the use of vehicle patrol were associated with *higher* clearance rates than in those jurisdic-

tions where infrequent use was made of these methods. In the smallest three kinds of jurisdictions, however, the frequent use of these methods was associated with *lower* clearance rate. One possible explanation of these findings is that methods of apprehension that do not rely on personal contacts are more effective in large urban settings where there is relatively less feeling of community and less likelihood of gaining information from witnesses and informants. When non-personal techniques, such as decoys and patrol, are applied in smaller jurisdictions, the investigation might be less likely to take advantage of systems of informal communication which could lead to more successful case outcomes.

### Methods of Prevention

Table 44 shows the various rape prevention methods employed in jurisdictions by frequency of use, effectiveness and percentage of resulting 1974 arrests. Respondents identified various police functions as the most frequently used preventive methods. Preventative methods under the control of individual citizens, such as signal devices, defensive devices, use of martial arts by women, and block-watch programs, were seldom used. However, whether the methods were employed by police agencies or by individuals, no method was considered particularly effective as a means to prevent the occurrence of rape offenses.

Respondents were asked to describe other methods not listed in the survey that their agencies used in the investigation, apprehension and prevention phases of handling rape cases. In investigations and

TABLE 43

#### *Use and Effectiveness of Suspect Apprehension Methods*

Method	Use			Effectiveness			Percent Arrests 1974
	Frequent	Occasional	Never	Very	Somewhat	Not at All	
Files on known offenders -----	54%	41%	4%	34%	62%	4%	18.0%
Vehicle patrol -----	56%	34%	10%	24%	65%	11%	13.8%
Confession -----	33%	63%	4%	59%	38%	3%	25.5%
MO files -----	41%	44%	15%	26%	62%	12%	9.2%
Witnesses -----	26%	65%	9%	37%	57%	7%	15.1%
Informants -----	16%	64%	19%	15%	64%	20%	7.5%
Stake outs -----	14%	64%	22%	21%	54%	25%	7.1%
Foot patrol -----	12%	43%	45%	11%	47%	42%	2.7%
Decoys -----	5%	38%	58%	5%	30%	65%	.8%

TABLE 44

*Use and Effectiveness of Rape Prevention Methods*

Method	Use			Effectiveness			Percent Arrests 1974
	Frequent	Occasional	Never	Very	Somewhat	Not at All	
Vehicle patrol -----	69	23	8	32	60	8	21.5
Files on known offenders -----	54	36	9	32	58	10	37.6
Public education -----	40	50	11	28	62	9	6.4
ID high risk areas -----	42	41	17	24	57	19	8.
Foot patrol -----	20	40	41	20	44	36	4.7
Stake outs -----	16	55	29	14	58	27	15.6
Decoys -----	7	35	58	4	38	58	.8
Signal devices -----	6	31	62	4	37	57	.4
Defensive devices -----	1	41	57	4	43	53	1.2
Martial arts -----	2	28	62	1	40	60	2.3
Blockwatch -----	6	25	68	7	28	64	.8

apprehensions, most of the additional suggestions concerned better communication within and between agencies regarding rape cases through the use of flyers, briefings, and broadcasts. Other noted methods included use of data analysis techniques to retain current information on previous offenders and to make more effective use of information on the modus operandi of offenses. A few departments indicated that they had successfully used saturation patrol techniques to apprehend suspected offenders and to prevent or deter further crimes.

*Interactions with victims.* Most police officers infrequently interact with rape victims. In small departments, this is true even for those who investigate rape cases. Whether departments are large or small, however, it is important that police develop effective ways to interview victims. Some departments have prepared written guidelines for interviewing and interacting with rape victims. These generally contain information on the special needs of victims of sexual assault and specify when and by whom certain kinds of information should be gathered.

The first in a series of survey questions asked respondents whether their agencies had written guidelines for interviewing victims of rape offenses. Only 19 percent of the agencies who responded had such guidelines. The presence of such guidelines might be expected to influence police-victim interaction so that fewer victims would withdraw their cooperation during the investigation of their cases. However, tabulations showed no systematic relationship between the existence of such guidelines and the rate of victim dropout.

The survey also addressed the question of the manner in which follow-up interviews were conducted and arranged, especially in cases in which the rape victim had not been hospitalized and no immediate arrest was made. It was found that the usual procedure (62 percent of the respondents) for arranging the follow-up interview was for the investigator to contact the victim sometime after the initial report was made. However, 26 percent of the respondents said their agency usually made an appointment at the time of the initial report. Other agencies employed a combination of methods.

Agencies who set up appointments at the time of the initial report had a lower rate of victim dropout than those who contacted the victims later. However, the difference was not statistically significant and it is not known to what extent later availability of the victim was a factor here. In any event, the potential victim loss that may accrue from poor follow-up procedures was identified as an important area needing more careful review.

To shed some further light on this issue, respondents were also asked the most common locations for investigative follow-up interviews. Predictably, they were, in the vast majority of cases, either the victim's home or the police headquarters, although some (28%) said medical facilities were one of the most common places. There was no systematic relationship between location of the interview and victim dropout, clearance rates, or charging rates.

Next, respondents were asked who was *usually* present at the investigative follow-up interview other than the victim and the investigator. Thirty-two percent responded that usually no one else was

present. Over one fourth (28%) said that another investigator usually was present. Other respondents mentioned family members, friends, victim advocates, or some combination of these as usually present.

A wide variety of opinion existed as to the effectiveness and humaneness of including or excluding others from the investigative interview, and it is clear that agencies vary widely in their policies. As a preliminary check on the results of each method, investigative outcome measures and rates of victim dropout were examined according to who usually was present at the interviews. No systematic relationships were found. To better determine the relative effectiveness of various policies, a case-by-case analysis, rather than a survey technique, would probably be required.

Respondents were also asked to indicate how often their agency's investigative interviews were conducted in private. Approximately two thirds of the agencies always conducted interviews in private, while 26 percent usually conducted them in private. The remaining eight percent said that private interviews occurred only sometimes or rarely. Even though one might expect to find a relationship between the privacy of interviews and the rate of victim dropout, no such relationship was detected from the data. Again, further analysis of the importance of private interviews should be conducted on a case-by-case basis.

Since interviews frequently take place at police headquarters, it is important to know how adequate police facilities are. Survey respondents were asked if they felt they needed better facilities for interviewing victims. Thirty-two percent indicated that they did. Of those, 60 percent indicated that they needed more privacy, while others indicated a need for more space, more equipment, or a place to interview away from headquarters.

To examine the interaction between investigative techniques in general and victim cooperation, respondents were asked to estimate the percentage of

victims who withdrew cooperation (dropped out) at three different stages of police involvement with the crime: (1) before an investigative followup; (2) after the investigation starts, but before an arrest; and (3) after an arrest is made. Table 45 shows the approximate percentage of rape victims who dropped out at each stage. Although the data represented averaged estimates and should be interpreted with some care, it was clear that nearly one third of all victims dropped out of the criminal justice process at the level of police involvement. Some differences were observed in dropout rates according to agency size, but none of these differences was statistically significant.

Respondents were additionally asked why they thought victims withdrew their cooperation. Table 46 shows the kinds of reasons respondents provided and the percentages that fell into each category. The most frequently mentioned reason was that there was no case, i.e., that the alleged rape had not actually occurred. The next most frequent reason given was fear of the court process. Pressure from family and friends was viewed as somewhat important. It is significant that no police respondents felt that victims dropped out because of police procedures—an interesting finding since insensitive handling of victims by some police officers has been a common complaint of rape victims.

TABLE 46

*Reasons Given for Victim Dropout*

<i>Reason</i>	<i>Percent of Responses</i>
No rape actually occurred .....	18%
Fear of court procedures .....	17%
Embarrassment .....	9%
Fear of publicity .....	9%
Fear of offender .....	8%
Pressure from family and friends .....	7%
Takes too much time .....	2%

TABLE 45

*Approximate Rate of Victim Dropout, by Agency Type*

<i>When</i>	<i>Over 500K</i>	<i>100-500K</i>	<i>County</i>	<i>50-100K</i>	<i>25-50K</i>	<i>Univ.</i>	
Before investigation .....	8%	12%	11%	10%	13%	10%	11%
During investigation, before arrest .....	14%	12%	13%	11%	13%	11%	12%
After arrest .....	8%	10%	9%	8%	8%	10%	9%

TABLE 47

*Percentage of Prosecutor Specialization by Jurisdiction  
Police Agency Type in Prosecutor Jurisdiction*

	Blank	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
Specialized unit.....		40	19	35	9	7	12	22
No specialized unit.....		60	81	65	91	93	88	78

TABLE 48

*Relationship Between Prosecutor and Police  
Police Agency Type*

Relationship	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
Excellent.....	67%	64%	56%	65%	75%	73%	64%
Acceptable.....	29%	30%	34%	23%	24%	18%	29%
Needs improvement.....	5%	6%	10%	12%	0%	9%	8%

### Prosecution

A separate nationwide survey of district attorney offices was conducted to identify current policies, procedures, problems, and anticipated innovations in the prosecution of rape offenses. However, a portion of the police survey also concerned procedures and policies adopted by prosecutors in the corresponding jurisdiction represented by the respondents. Of particular interest was the degree of prosecutor specialization, relations between police and prosecutors, and agency attitudes toward plea bargaining and sentencing in rape cases.

*Prosecutor specialization.* Just as in police departments, there have been some trial programs in prosecutor offices in which different degrees of specialization have been attempted. Possible benefits of specialization include the development of skills necessary to deal with the unique sensitivities of rape victims and the accumulation of knowledge and experience necessary to handle the complexities of rape prosecutions.

In Section E of the police survey, respondents were first asked to what degree prosecutors in their jurisdiction specialized in rape cases. Table 47 shows the percentage of police respondents who replied that their corresponding prosecutor office had a specialized unit to handle rape cases.<sup>17</sup> The

<sup>17</sup>Small police departments sometimes existed in the jurisdictions of very large prosecutors' offices. However, all large police jurisdictions were served by large prosecutors' offices.

results showed that specialization tended to occur in the largest police jurisdictions and in county jurisdictions.

Respondents defined specialization in a number of ways. Most "special units" (31%) handled cases other than rape. Only one special unit was identified which prosecuted rape cases exclusively. The other seven percent of the respondents surveyed by special units did not know if the prosecutors handled cases other than rape. Even in those jurisdictions where special units existed, however, 85 percent of the units also prosecuted all other types of criminal cases. Like specialization in police investigative units, then, actual prosecutive specialization was quite illusory.

Since the level of prosecutor specialization was so minimal, it was not surprising to find that the existence of a special unit had little or no relationship to any of the outcome variables that were measured. The percentage of arrests that resulted in rape charges was slightly higher in jurisdictions where there was specialization, but not significantly so. The percentage of victims who withdrew cooperation after an arrest was slightly lower in jurisdictions where there was specialization, although again, this difference was not statistically significant.

*Relations between police and prosecutors.* Respondents indicated that the relationships between police departments and prosecutors' offices were generally very positive. Table 48 shows the percentage of police respondents who said that their relationship with prosecutors was excellent, accepta-

ble or needed improvement. Almost two thirds of the respondents said that their relationship was excellent. The proportion was approximately the same for all types of jurisdictions. The primary reason given for excellent relationships was that they were always good, although a number of respondents attributed the excellent relationship to other causes. The percentage of responses attributed to each reason were as follows:

- (1) cooperation has always been good 72%;
- (2) existence of a special rape unit in police department 6%;
- (3) existence of a special rape unit in prosecutor's office 3%;
- (4) liaison person 3%;
- (5) increased prosecutor understanding of rape 3%;
- (6) increased police understanding of rape 1%;
- (7) other reasons 2%.

It is also important to note that one third of the respondents said that their agency's relationship with the prosecutor was only acceptable or needed improvement. When respondents were asked how the relationship could be improved the following responses were made:

- (1) initiate a special prosecutor rape unit 46%;
- (2) increase prosecutor understanding of rape 45%;
- (3) use of liaison person 28%;
- (4) increase police understanding of rape 19%;
- (5) initiate a special police rape unit 16%;
- (6) other suggestions 24%.

Most police respondents indicated improved relationships depended upon changes in the procedures or attitudes of prosecutors, rather than changes within the police departments.

*Plea bargaining.* The entire area of plea bargaining has come under considerable criticism in the last few years. Some have argued that plea bargaining expedites justice while others have suggested that it brings injustice. To ascertain the opinions of the respondents on this issue, the question was asked

whether the plea bargaining system in their jurisdiction was: (1) fine the way it was; (2) should be retained, but changed; or (3) should be eliminated altogether. There was some disagreement among respondents regarding plea bargaining (see Table 49), although almost two thirds felt the system should either be changed or eliminated.

Most respondents who said they felt that plea bargaining was fine the way it was believed that it relieved congestion in the courts and helped speed the criminal justice process. Others mentioned that the process made use of information from concerned parties and that it resulted in more convictions. One interesting observation was that the use of plea bargaining in rape cases might reduce stress on victims.

Respondents who indicated that plea bargaining should be changed or eliminated said that they felt so because they believed the wrong kinds of information were used in the process. They indicated that insufficient consideration was given to the circumstances of the crime and the concerned parties. Others commented that bargains resulted in lenient consequences for offenders which in turn reduced the deterrent impact which would be created by more severe penalties.

One of the things that may have influenced opinions regarding plea bargaining was the frequency of use within responding jurisdictions. When respondents were asked to indicate the percentage of rape cases in which plea bargaining was used, the responses were fairly evenly distributed from almost 0% to almost 100%. Table 50 shows the average percentage of plea bargains in rape cases by agency type. It is important to remember that, *even within each agency type*, the use of plea bargaining ranged from almost 0% to about 100%.

The question concerning actual use of plea bargaining was followed by another which asked, "In what percentage of rape cases handled by your agency do you think plea bargaining was appropriate?" Again, responses were distributed evenly

TABLE 49  
*Attitudes Toward Plea Bargaining*

	Blank	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
It's fine the way it is -----		38%	45%	30%	17%	43%	36%	35%
Should be retained but changed -----		56%	32%	46%	43%	36%	36%	41%
Should be eliminated -----		6%	23%	24%	39%	21%	27%	24%

TABLE 50

*Use of Plea Bargaining*

Blank	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
Average percentage of cases -----	63%	56%	60%	47%	50%	48%	56%

from 0% to 100%. However, there were only six respondents who felt that plea bargaining was appropriate in more cases than it was used. More than one third (36%) felt that it was appropriate in about as many cases as it was used, and the remainder (59%) felt it was used in more cases than it was appropriate. The majority of respondents apparently opposed plea bargaining in at least some cases when it was used.

The survey findings suggest that primary support for plea bargaining tends to be from agencies serving large jurisdictions, due perhaps to the more crowded dockets found in such places. Agencies who oppose plea bargaining tend to do so because of issues related to fairness and equal treatment before the law. Although the results from this survey neither support plea bargaining nor oppose it per se, they do emphasize the importance of this critical issue for the criminal justice system at large and emphasize the need to investigate the subject further.

*Sentencing.* Police generally have little influence over sentences given to convicted rapists. However, their attitudes toward sentencing are important, since they may influence the way in which police handle rape cases.

The perceived appropriateness of sentences for convicted rapists in the responding jurisdictions was explored in Section E of the survey. Only one respondent felt that sentences were too severe. The others were about evenly divided, with 42 percent feeling they were about right, and 57 percent feeling they were too lenient.

A total of 86 percent of the respondents felt that sentences for rapists convicted in their jurisdictions did not act as a specific deterrent. The reasons identified included lenient judicial and parole policies; inadequate rehabilitation of offenders; lack of rehabilitation; and the reluctance of juries to convict. Very few (11%) of the respondents felt that the sentences given to rapists in their jurisdictions had either a positive or negative effect on police procedures. Most of those who felt sentences had an effect indicated that lenient dispositions demoralized the police.

Respondents were asked to specify what they felt the ideal sentence should be for someone convicted of rape (Question E.12). Table 51 shows the results from this question. By examining the modal responses, it can be seen that police respondents tended to be relatively lenient for first convictions, but very tough for subsequent convictions for rape.

TABLE 51

*Percentage of Respondents Advocating Different Sentences for Rapists*

Sentence	First Offense		Subsequent Offense	
	Min.	Max.	Min.	Max.
Probation, suspended sentence, less than 5 years	45%	11%	11%	0%
6-10 years -----	20%	23%	17%	6%
11-15 years -----	2%	11%	4%	4%
16-20 years -----	8%	13%	11%	20%
20 + years -----	5%	19%	8%	13%
Life -----	7%	11%	31%	41%
Indeterminate -----	2%	6%	4%	0%
Death -----	1%	6%	8%	13%
Castration -----	2%	0%	4%	2%
Psychiatric help -----	8%	0%	1%	0%

The modal responses for penalties for the first conviction were a minimum of probation, suspended sentence or less than five years, with a maximum of 6-10 years. For subsequent convictions, however, the most frequently selected sentence was life imprisonment.

### Training

One response to the increased incidence of reported rape offenses has been the development of new police training programs specific to the crime. Statewide rape investigation schools have been developed and conducted in Texas, Massachusetts, and Arizona. New training curricula, both for pre-service and in-service training, have been added by numerous police departments.

Section F of the police questionnaire was devoted to training. Question F.1. explored the percentage of officers that participated in pre-service training courses. In seventy-five percent of the agencies surveyed, all officers attended a pre-service basic training. The breakdown according to size of jurisdiction showed larger agencies with a higher percentage of all officers participating than smaller agencies (see Table 52). Note that in a significant number of agencies (23%), some officers receive no pre-service training at all.

When asked to state if pre-service training included specific information about handling rapes and other sex offenses, 84 percent of the agencies responded, "yes." Again, a trend was observed which showed the larger jurisdictions reporting a higher percentage of pre-service training with information pertaining to rape. Respondents were then asked to specify what aspects of rape were included in the pre-service basic training. (See Table 53.) The two most common aspects of training for rape and other sexual assault cases were special evidence requirements and techniques for interviewing victims.

Of the agencies with pre-service training, 47 percent responded that at least eight hours of training were devoted to issues of rape and sexual assault. The average length of time spent on rape training during pre-service courses was 8.8 hours. Most pre-service training was conducted by police officers, although other criminal justice personnel were sometimes involved. (See Table 54.) Non-criminal justice personnel, however, such as behavioral scientists, rape counselors, and victims, were only occasionally instructors in pre-service training.

Other survey questions dealt with the extent of in-service training specific to issues of rape and other sexual assaults. Fewer agencies reported pre-service training dealing specifically with rape than had reported in-service training in that crime area. Table 55 shows the breakdown of rape in-service and pre-service training according to size of jurisdiction.

TABLE 53

#### *Aspects of Pre-Service Training Included*

Aspects	Percentage
Special evidence requirements	93%
Interviewing the rape victim	90%
Referral services	73%
Characteristics of offenders	58%
Dealing with family/friends	45%
Rape as a social problem	38%

TABLE 54

#### *Instructors for Pre-Service Training*

Type of Instructor	Percentage
Police officer	93%
Prosecutor	57%
Medical personnel	38%
Behavioral scientist	34%
Rape counselor	20%
Victim	6%

TABLE 52

#### *Percent of Agencies Where Officers Participate in Pre-Service Training*

Percentage of Officers Participating	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
100%	95%	77%	80%	71%	53%	73%	77%
More than 75%	0%	8%	7%	21%	20%	9%	10%
50%-75%	0%	10%	10%	8%	6%	9%	8%
Less than 50%	5%	5%	3%	0%	20%	9%	5%

TABLE 55

*Percent of Agencies With Pre-Service and In-Service Training Regarding Rape*

	Blank	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
Pre-service training -----		86	73	52	67	53	82	59
In-service training -----		90	85	83	92	69	82	84

When asked to describe the topics included in the in-service training course, most agencies reported special evidence requirements (96%) and victim interview techniques (95%) most frequently. Those agencies with in-service training programs also reported broad coverage of other topics pertinent to the handling of forcible rape cases. Characteristics of the offender (71%), victim referral services (68%), victim's family and/or friends (59%), and rape as a social problem (50%), for example, were covered by a majority of agencies. Special evidence requirements and procedures for victim interviewing, however, remained the two most common topics for instruction in both in-service and pre-service training courses.

The choice of instructors for the in-service training was similar to that indicated for pre-service training. Almost all of the agencies included a police officer as an instructor (93%). The next most common person conducting in-service training on rape was the prosecutor (62%). The prominence of the prosecutor here may account for the degree to which process decisions by police (i.e., the investigation and arrest decisions) appeared so clearly linked to probability of successful prosecution—a finding discussed on pp. 80 ff. Fifty percent of the agencies utilized medical personnel during the in-service training period, while behavioral scientists and rape counselors were utilized as instructors by 32 percent of the agencies. Few rape victims participated (9%) in in-service instruction on rape.

The percentage of officers that received rape in-service training according to size of jurisdiction are

reported in Table 56. The range of responses varied considerably from all officers attending to less than 25 percent of the officers attending. However, in the majority of agencies surveyed, at least 50 percent of their officers attended the in-service training on rape issues.

One of the reasons for the broad range of proportions of officers attending in-service training courses was the variance of course design. Some in-service training courses were designed primarily for investigators, while others were designed for all officers. In 15 percent of the agencies, *only* investigators were required to attend the courses. In 55 percent of the agencies, the courses were for *all* officers. In other agencies, in-service courses were designed for *all* officers, but not required.

Although the police survey was not intended to evaluate the effectiveness of training programs, an attempt was made to relate the existence and structure of existing training programs with outcome measures. The training programs were not found to be related in any consistent manner with clearance rates, charging rates, or unfounding rates. There was, however, found to be a relationship between victims' willingness to cooperate and the existence of three aspects of handling rape cases in the agency's training curriculum. Those agencies which included dealing with the victim's family and friends, referral services for victims, and rape as a social problem had *lower* rates of victim withdrawal of cooperation than those agencies that concentrated more on the technical aspects of evidence gathering and legal topics.

TABLE 56

*Percentage of Officers Attending In-Service Training*

Percentage of Officers	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
100%-----	28%	44%	30%	33%	44%	33%	36%
More than 75%-----	17%	12%	15%	27%	22%	44%	18%
50%-75%-----	17%	6%	12%	13%	11%	0%	10%
25-50%-----	6%	9%	9%	13%	11%	11%	10%
Less than 25%-----	33%	28%	33%	13%	11%	11%	26%



TABLE 57

*Increase in Reported Rape Rates (1973 to 1974)*

Blank	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Nationwide
Average increase in rape reports -----	5.2%	15.4%	2.2%	23.8%	40.1%	6.1%	6.5%

It is clear from the research findings that a wide range of rape training opportunities are available for police officers. For some, no training is available. For others, comprehensive training in all aspects of handling rape cases is available. Similarly, the nature of the training available differs significantly. Although training effectiveness as it relates to outcome measures could not be systematically discovered via the survey instrument, the fact that victim cooperativeness was found to be related to training topics suggests a fruitful area in which further study might reveal significant agency benefits from training efforts.

**Innovations in Police Handling of Rape**

When reported crime rates increase, police administrators are put under heavy pressure to respond. This may be true even when the absolute number of crimes committed remains rather small. Rape is a serious but relatively infrequent criminal justice system event. Increases in rape rates, however, can create significant public concern. To determine how the pressures from increases in reported rape was actually felt by police agencies, respondents were asked: "Has the incidence of reported forcible rape increased in your jurisdiction in the last few years?" Sixty percent of the respondents replied that it had. The average rate of increase was 24 percent for those who acknowledged that the incidence of reported rape had increased. In those agencies where respondents reported no increases, there was an actual average increase of seven percent. The perception of crime rate changes, then, appeared to be directly related to the size of the increase actually sustained.

Table 57 presents the average rates of increase of reported rape offenses from 1973 to 1974 reported by survey respondents in each type of jurisdiction. The results from the survey confirm national statistics which show that the rate of increase in rape has been greater in smaller towns and rural areas than in larger urban jurisdictions.

If respondents indicated that rape has increased in

their jurisdictions, they were asked to select what they thought were the three most important reasons for the increase from among nine alternatives. (See Table 58.) Two reasons chosen by the majority of respondents were: (1) a general increase in violence; and (2) an increase in the *rate* of reporting because of changes in public attitudes. Both of these reasons refer to societal changes rather than changes due to criminal justice activities.

A substantial number of respondents attributed an alleged higher rate of reporting of rape to sexual permissiveness and women's liberation. These responses suggested a belief that women are less reluctant to place themselves in precarious positions than before. A sizeable percentage of respondents (29%) felt that victims were more willing to report because of perception of more sensitive treatment by the criminal justice system.

Since increases in rape offenses have attracted a great deal of attention to the crime, it might have been expected that one law enforcement response would be to study the situation more intensively. Respondents were asked if any special studies of rape had been conducted in their jurisdiction in the last three years. Thirty-five percent replied that some sort of special study had been undertaken, a figure considered quite substantial given the limited

TABLE 58

*Reasons for Increased Reporting of Rape<sup>a</sup>*

<i>Reasons</i>	<i>Percentage</i>
General increase in violence -----	70%
More reporting—change in public attitudes-----	66%
Sexual permissiveness -----	34%
More reporting—increased sensitivity in criminal justice system-----	29%
Women's liberation -----	23%
Change in legislation-----	17%
Influence of pornography -----	10%
More reporting—increased convictions -----	2%
Racial tensions -----	1%

<sup>a</sup> Each respondent was asked to indicate the *three* most important reasons for the increase.

TABLE 59  
Special Studies of Rape

Blank	Over 500K	100-500K	County	50-100K	25-50K	Univ.	Total
Percentage of jurisdictions in which a study was conducted	68%	36%	39%	12%	12%	36%	35%
By agency itself <sup>a</sup> -----	31%	15%	7%	4%	0%	9%	11%
By outsiders <sup>a</sup> -----	47%	25%	31%	12%	12%	27%	26%

<sup>a</sup> Percentages don't add to total because studies may be conducted both in the agency and by outsiders.

resources of most police agencies for research activities. Table 59 shows the breakdown by type of agency and also indicates who conducted the studies.

The studies reported by respondents covered a variety of topics. Almost all (92%) covered the concerns of victims. Other topics covered were: police practices (77%), pre-trial prosecution practices (64%), offender characteristics (63%), prevention techniques (60%), and trial procedures (50%).

In a final section of the survey (Section G), respondents were asked to indicate if any changes had been introduced or were in the planning stage in their departments with regard to the crime of rape. The majority (52%) of the respondents said that some sort of change had occurred in dealing with the problem of rape in their departments in the last three years. The most frequent changes were the introduction of special training in rape (58%) and the employment of female rape investigators (56%). Other changes were the development of new investigative techniques (42%); improved forensic resources (38%); the introduction of a special rape unit (36%); and the use of female patrol officers (28%). The new investigative techniques mentioned usually concerned improvement in the collection of forensic evidence, although a few respondents mentioned better methods of interviewing victims.

The extent of changes that has occurred in police departments is dramatic. Over 30 percent of all the agencies surveyed have initiated training programs in the handling of rape. The vast majority of the other departments already had such training. The percentage of departments with female rape investigators has increased from 55 percent to 87 percent. It is perhaps too early to determine the extent to which these changes have influenced the ability of the police to respond to the crime, but it is clear that considerable activity has been generated.

Respondents were also asked to indicate if they had any plans for changing procedures in the near future. Thirty-one percent replied that they had

such plans. Those most frequently mentioned were the introduction of special training (63%); and the employment of female rape investigators (45%). Other responses were the use of new investigative techniques (31%); the introduction of a special rape unit (25%); the use of female patrol officers (23%); and the development of better forensic resources (22%).

If the plans for changing procedures are actually implemented, virtually every agency will have female rape investigators available, and almost every agency (95%) will have special training programs dealing with rape. These changes and anticipated changes indicate a widespread criminal justice system response to the problem of forcible rape.

The extent of innovation can be related directly to the seriousness of the problems experienced in each jurisdiction. In agencies where changes were planned, the average increase in reported rape between 1973 and 1974 was 33 percent, while the average increase was only two percent in those agencies that did not plan any changes.

The last survey question asked respondents to indicate the three most important things that needed to be improved in dealing with the problem of forcible rape. The percentage of respondents who checked each of the alternatives is shown in Table 60. Note that police respondents tended to identify extra-system changes as the most important, i.e.,

TABLE 60  
Improvements Needed in Dealing With Rape

Public education -----	69%
Victim services -----	45%
Sentencing -----	44%
Prosecution policies -----	31%
Revision of law -----	30%
Police investigative techniques -----	26%
Police training -----	24%
Treatment and rehabilitation of offender -----	16%
Plea bargaining system -----	12%

public education and victim services. The next three most frequent responses concerned criminal justice system changes at points outside the purview of police departments. Finally, further down the list, respondents identified changes in the police department among the least needed improvements.

It is important to observe that, even though police departments have initiated and are planning comprehensive changes in their response to rape, most respondents felt that the greatest needs for

change lay outside the police department—indeed, outside the criminal justice system. According to practitioners who completed the police survey, police departments must accept some of the burden for developing improvements in the handling of forcible rape, but the greater burden lies with the public. They believed that citizens must be willing to support greater resources devoted to services for the victims, and public attitudes must change in order to deal with the problems more directly.

## CONCLUSIONS

The primary objective of the police survey was to collect information, on a nationwide basis, regarding police perception of and range of responses to the crime of forcible rape. No such nationwide study had been performed prior to this one. Because of increasing interest in rape during the last few years, a great deal of attention has been directed to the problem within different elements in the criminal justice system. Research studies on rape have been conducted primarily in single jurisdictions. Minimal communication has taken place among jurisdictions concerning the outcomes of these studies.

The nationwide study conducted by the Battelle Law and Justice Study Center highlighted a number of problems and successes experienced by police departments throughout the United States. Details of these findings have been presented in this report. However, one general observation can be made about the results. The variety of types of responses to the problem of rape is large. There are no simple solutions for dealing with the problem or any of its facets. Some departments have devoted a large proportion of their resources to improving their response to the problem of forcible rape. Others have not treated it as a special problem. Some departments have special units assigned exclusively to handling rape cases. Others incorporate rape cases with other crimes such as homicide, juvenile offenses and/or robbery.

Some departments have developed extensive training programs aimed at improving interactions between law enforcement personnel and victims of rape and to improve the efficiency and effectiveness of rape investigations. Other departments provide no special training for any of their members in the handling of rape cases.

In some jurisdictions, many special services, including counseling, advocacy, and medical treat-

ment exist for rape victims. Law enforcement personnel have been sensitized to the special needs of rape victims. In other jurisdictions, no such services exist, and rape victims are treated the same as the victims of any other crime.

In some cities and counties, the cooperation between police and prosecutors in handling forcible rape cases is excellent. A great deal of energy has been devoted to developing a coordinated effort to deal with rape. In other jurisdictions, there is little cooperation at all between police and prosecutors, and the victims become the losers.

Although individual rape offenses vary even more than the criminal justice response to them, there is a remarkable similarity in the pattern of factors associated with rape events across jurisdictions of all sizes.

One major factor that differentiates police departments from each other is the number of rapes that they handle. A department that handles only two or three rapes per year is unlikely to devote extra resources and special study to rape, while such expenditures of effort are common in jurisdictions where hundreds of rapes occur. An important outcome of this survey will be the communication of ideas for innovations to departments that have been unable to allocate resources to special studies of rape in their jurisdictions.

The range of responses to the problem of rape and the variety of organizational structures and procedures that have developed is staggering. However, the survey provided only a cursory investigation of the effectiveness of various structures and procedures. More intensive study of these qualities of response is needed. The development of guidelines for police and prosecutors in the handling of rape based on careful research is an important followup to this nationwide study.

**APPENDIX A**

**POLICE QUESTIONNAIRE—  
FORCIBLE RAPE**

## **POLICE QUESTIONNAIRE—FORCIBLE RAPE**

This questionnaire has been prepared by the Battelle Law and Justice Study Center under contract with the Law Enforcement Assistance Administration. The Police Survey is one segment of a national study of forcible rape being undertaken by Battelle on behalf of LEAA. Other portions of the research will involve prosecutors, victims, and offenders.

The purpose of the Police Survey is to determine which law enforcement techniques best assist with prevention, investigation, apprehension, and prosecution of rape cases. Once this is done, local police administrators can evaluate these methods and determine which might be the most valuable for use in their own departments.

The questions in this survey will focus on Classification Methods, Reporting, Victim Services, Investigative Strategies, Prosecution, Training, and Innovations in the area of rape. In addition, there are some charts pertaining to the number of rape cases handled by your agency and the disposition of these cases.

In order to fulfill the goals of our study we are asking you to provide three types of information. We are requesting some data that is strictly factual, e.g., how many rapes were reported to your agency during 1974. We are also asking you to send us certain kinds of printed matter your department may be using. (A check list of these items is located on the last page of this questionnaire.) The last kind of information we are requesting is in the form of some subjective judgments and estimates. We understand that all judgments and estimates contain some degree of the individual's own "gut feeling." Please be assured that no subjective judgment you provide will ever be portrayed as indicative of your department's official policy.

(Please leave blank)

	Coding	Columns
NAME OF AGENCY _____	<u>0 1</u>	(1-2)
NAME AND TITLE OF AGENCY HEAD _____	---	(3-5)
NAME(S) _____	---	(6-8)
TITLE(S) _____	---	(9-10)
YEARS AS POLICE OFFICER(S) _____	---	(11-12)
SEX OF EACH PERSON _____	---	(13-14)
HOW LONG HAS EACH PERSON BEEN INVOLVED WITH HANDLING OF RAPE CASES? _____ Years                      _____ Years	---	(15-16)
	---	(17-18)
	---	(19-20)
	---	(21-22)

\*\*\*\*\*

A. CLASSIFICATION METHODS

In order to better understand the nature of forcible rape in your jurisdiction, we need to have information related to the definitions and classifications you use for recording rape cases.

A.1. Check which of the following factors must be present for a patrol officer to classify an assault as 'forcible rape.' (Check all relevant).

- Penetration (23)
- Physical force (24)
- Threat of force (25)
- Presence of weapon (26)
- Evidence of resistance (27)
- Other (specify): \_\_\_\_\_ (28)

A.2. Is there more than one degree of rape that can be charged in your jurisdiction?

- Yes (29)
- No

A.3. In cases where a rape is reported, what charges other than "rape" might be brought as the result of a sex act about which the complaint is made?

OFFENSE NAME	OFFENSE NUMBER (Criminal Code Number)

— (30)  
— (31)  
— (32)  
— (33)

A.4. Does your agency have written guidelines for unfounding a report of forcible rape?

- Yes (Please enclose a copy)
- No

— (34)

A.5. What circumstances are required in your agency for unfounding a report of forcible rape? (Check all relevant).

- Complaint withdrawn by victim
- Insufficient evidence
- Too much time between offense and report
- Lack of victim cooperation
- Offense automatically unfounded if not cleared after a specified length of time
- Other (specify): \_\_\_\_\_

— (35)  
— (36)  
— (37)  
— (38)  
— (39)  
— (40)

A.6. Does your agency have written guidelines for clearance of rape offenses?

- Yes (Please enclose a copy)
- No

— (41)



A.7. What circumstances are required for clearance of forcible rape offenses in your agency? (Check all relevant).

- Arrest — (42)
- Victim identification of offender — (43)
- Confession only — (44)
- Confession confirmed by polygraph — (45)
- Similar modus operandi — (46)
- Lack of victim cooperation — (47)
- Offense automatically cleared after specified length of time — (48)
- Victim no longer available to testify — (49)
- Other (specify) \_\_\_\_\_ — (50)
- \_\_\_\_\_
- \_\_\_\_\_

A.8. If a multiple offense occurs, including rape, how does your agency classify the report? (Mark one).

- The report shows a separate classification for each offense — (51)
- The report contains all of the offenses under the classification of the most serious crime
- These reports are always classified as rape
- Other (specify): \_\_\_\_\_
- \_\_\_\_\_





e. Offenders with previous arrest records for: (OR)

	Estimate	Actual
	0%      50%      100%	
. rape	+ + + + + + + +	<input type="checkbox"/>
. other sex offenses	+ + + + + + + +	<input type="checkbox"/>
. other violent offenses	+ + + + + + + +	<input type="checkbox"/>

--/-- (54-/56-)  
 --/-- (58-/60-)  
 --/-- (62-/64-)

f. Victims with previous arrest records for:

	Estimate	Actual
	0%      50%      100%	
. juvenile offenses	+ + + + + + + +	<input type="checkbox"/>
. loitering, vagrancy, prostitution (adult)	+ + + + + + + +	<input type="checkbox"/>
. any felony (adult)	+ + + + + + + +	<input type="checkbox"/>

--/-- (66-/68-)  
 --/-- (70-/72-)  
 --/-- (74-/76-)

g. Use of only verbal threats against victim or others.

	Estimate	Actual
	0%      50%      100%	
. yes	+ + + + + + + +	<input type="checkbox"/>

0 3 (1-2)  
 -- -- (3-5)  
 --/-- (6-/8-)

h. Use of physical force.

	Estimate	Actual
	0%      50%      100%	
. yes	+ + + + + + + +	<input type="checkbox"/>

--/-- (10-/12-)

i. Use of weapon.

	Estimate	Actual
	0%      50%      100%	
. none	+ + + + + + + +	<input type="checkbox"/>
. firearms	+ + + + + + + +	<input type="checkbox"/>
. sharp instrument	+ + + + + + + +	<input type="checkbox"/>
. blunt instrument	+ + + + + + + +	<input type="checkbox"/>
. other	+ + + + + + + +	<input type="checkbox"/>

--/-- (14-/16-)  
 --/-- (18-/20-)  
 --/-- (22-/24-)  
 --/-- (26-/28-)  
 --/-- (30-/32-)

j. Injuries to the victim.

	(OR)				
	Estimate			Actual	
	0%	50%	100%		
. none	+ + + + + + + + +	+ + + + + + + + +	+ + + + + + + + +	[ ]	--/-- (34-/36-)
. minor, no medical treatment	+ + + + + + + + +	+ + + + + + + + +	+ + + + + + + + +	[ ]	--/-- (38-/40-)
. required medical treatment	+ + + + + + + + +	+ + + + + + + + +	+ + + + + + + + +	[ ]	--/-- (42-/44-)
. required hospitalization	+ + + + + + + + +	+ + + + + + + + +	+ + + + + + + + +	[ ]	--/-- (46-/48-)

k. Resistance offered by victim.

	(OR)				
	Estimate			Actual	
	0%	50%	100%		
. none	+ + + + + + + + +	+ + + + + + + + +	+ + + + + + + + +	[ ]	--/-- (50-/52-)
. flight	+ + + + + + + + +	+ + + + + + + + +	+ + + + + + + + +	[ ]	--/-- (54-/56-)
. verbal	+ + + + + + + + +	+ + + + + + + + +	+ + + + + + + + +	[ ]	--/-- (58-/60-)
. physical	+ + + + + + + + +	+ + + + + + + + +	+ + + + + + + + +	[ ]	--/-- (62-/64-)

l. Injuries to victims when physical resistance is offered.

	(OR)				
	Estimate			Actual	
	0%	50%	100%		
. none	+ + + + + + + + +	+ + + + + + + + +	+ + + + + + + + +	[ ]	--/-- (66-/68-)
. minor, no medical treatment	+ + + + + + + + +	+ + + + + + + + +	+ + + + + + + + +	[ ]	--/-- (70-/72-)
. required medical treatment	+ + + + + + + + +	+ + + + + + + + +	+ + + + + + + + +	[ ]	--/-- (74-/76-)
. required hospitalization	+ + + + + + + + +	+ + + + + + + + +	+ + + + + + + + +	[ ]	0 4 (1-2)
					-- -- (3-5)
					--/-- (6-/8-)

m. Physical proof of penetration detected.

		(OR)		
	Estimate		Actual	
	0%      50%      100%			
. yes	----- ----- ----- ----- ----- ----- ----- ----- ----- -----			--/-- (10-/12-)

n. Accomplices reported.

		(OR)		
	Estimate		Actual	
	0%      50%      100%			
. none	----- ----- ----- ----- ----- ----- ----- ----- ----- -----			--/-- (14-/16-)
. one accomplice	----- ----- ----- ----- ----- ----- ----- ----- ----- -----			--/-- (18-/20-)
. more than one	----- ----- ----- ----- ----- ----- ----- ----- ----- -----			--/-- (22-/24-)

o. Sexual acts in addition to vaginal intercourse.

		(OR)		
	Estimate		Actual	
	0%      50%      100%			
. none	----- ----- ----- ----- ----- ----- ----- ----- ----- -----			--/-- (26-/28-)
. oral only	----- ----- ----- ----- ----- ----- ----- ----- ----- -----			--/-- (30-/32-)
. anal only	----- ----- ----- ----- ----- ----- ----- ----- ----- -----			--/-- (34-/36-)
. oral and anal	----- ----- ----- ----- ----- ----- ----- ----- ----- -----			--/-- (38-/40-)
. other	----- ----- ----- ----- ----- ----- ----- ----- ----- -----			--/-- (42-/44-)

p. Circumstances of contact between victim and offender immediately prior to offense.

		(OR)		
	Estimate		Actual	
	0%      50%      100%			
. hitchhiking	----- ----- ----- ----- ----- ----- ----- ----- ----- -----			--/-- (46-/48-)
. with victim's agreement other than hitchhiking	----- ----- ----- ----- ----- ----- ----- ----- ----- -----			--/-- (50-/52-)
. not with victim's agreement	----- ----- ----- ----- ----- ----- ----- ----- ----- -----			--/-- (54-/56-)

q. Alcohol or other drug involvement.

	(OR)			
	Estimate		Actual	
	0%	50%	100%	
. none				--/-- (58-/60-)
. consumed by offender and victim				--/-- (62-/64-)
. consumed by offender				--/-- (66-/68-)
. consumed by victim				--/-- (70-/72-)

r. Time of day when offenses occurred.

	(OR)			
	Estimate		Actual	
	0%	50%	100%	
. 8 p.m. - 2 a.m.				--/-- (74-/76-)
. 2 a.m. - 8 a.m.				0 5 (1-2)
. 8 a.m. - 2 p.m.				--/-- (3-5)
. 2 p.m. - 8 p.m.				--/-- (7-/9-)
				--/-- (11-/13-)
				--/-- (15-/17-)

s. Time when offenses occurred.

	(OR)			
	Estimate		Actual	
	0%	50%	100%	
. during daylight				--/-- (19-/21-)
. during darkness				--/-- (23-/25-)





w. Incidents first reported to:

	(OR)				
	Estimate			Actual	
	0%	50%	100%		
. police					--/-- (63-/65-)
. medical facility					--/-- (67-/69-)
. friends/relatives					--/-- (71-/73-)
. crisis center or counselor					--/-- (75-/77-)
. other					0 6 (1-2)
					-- (3-5)
					--/-- (7-/9-)

x. Location of offenses.

	(OR)				
	Estimate			Actual	
	0%	50%	100%		
. outdoors					--/-- (11-/13-)
. motor vehicles					--/-- (15-/17-)
. victims' residence					--/-- (19-/21-)
. offenders' residence					--/-- (23-/25-)
. other					--/-- (27-/29-)

y. Extent of suspect identification at time of initial report.

	(OR)				
	Estimate			Actual	
	0%	50%	100%		
. suspect name					--/-- (31-/33-)
. victim able to identify					--/-- (35-/37-)
. victim unable to identify					--/-- (39-/41-)

A.10. After recording the initial complaint of a rape, a decision must be made to proceed with an INVESTIGATION of rape. Which 5 of the following factors do you consider the most important in making this decision? Indicate your choices by placing an "X" in the boxes which correspond to the factors listed below. The factors could affect the decision either positively or negatively. (Mark 5.)

- |   |    |         |
|---|----|---------|
| 1. <input type="checkbox"/> suspect's previous record               | -- | (43-44) |
| 2. <input type="checkbox"/> relationship between victim and suspect | -- | (45-46) |
| 3. <input type="checkbox"/> age of victim and suspect               | -- | (47-48) |
| 4. <input type="checkbox"/> race of victim and suspect              | -- | (49-50) |
| 5. <input type="checkbox"/> use of physical force                   | -- | (51-52) |
| 6. <input type="checkbox"/> use of weapon                           |    |         |
| 7. <input type="checkbox"/> occupation of suspect                   |    |         |
| 8. <input type="checkbox"/> victim's previous arrest history        |    |         |
| 9. <input type="checkbox"/> injury to victim                        |    |         |
| 10. <input type="checkbox"/> resistance offered by victim           |    |         |
| 11. <input type="checkbox"/> proof of penetration                   |    |         |
| 12. <input type="checkbox"/> accomplices                            |    |         |
| 13. <input type="checkbox"/> sexual acts other than intercourse     |    |         |
| 14. <input type="checkbox"/> circumstances of initial contact       |    |         |
| 15. <input type="checkbox"/> alcohol or drug involvement            |    |         |
| 16. <input type="checkbox"/> witnesses                              |    |         |
| 17. <input type="checkbox"/> promptness of reporting                |    |         |
| 18. <input type="checkbox"/> location of offense                    |    |         |
| 19. <input type="checkbox"/> extent of suspect identification       |    |         |
| 20. <input type="checkbox"/> other (specify): _____                 |    |         |

A.11. After an initial report or investigation, a decision must sometimes be made whether to ARREST a suspect. Which 5 of the following factors do you consider the most important in making the decision to arrest? Again, the factors could affect the decision to arrest either positively or negatively. (Mark 5.)

- |   |    |         |
|---|----|---------|
| 1. <input type="checkbox"/> suspect's previous record               | -- | (53-54) |
| 2. <input type="checkbox"/> relationship between victim and suspect | -- | (55-56) |
| 3. <input type="checkbox"/> age of victim and suspect               | -- | (57-58) |
| 4. <input type="checkbox"/> race of victim and suspect              | -- | (59-60) |
| 5. <input type="checkbox"/> use of physical force                   | -- | (61-62) |
| 6. <input type="checkbox"/> use of weapon                           |    |         |
| 7. <input type="checkbox"/> occupation of suspect                   |    |         |
| 8. <input type="checkbox"/> victim's previous arrest record         |    |         |
| 9. <input type="checkbox"/> injury to the victim                    |    |         |
| 10. <input type="checkbox"/> resistance offered by the victim       |    |         |
| 11. <input type="checkbox"/> proof of penetration                   |    |         |
| 12. <input type="checkbox"/> accomplices                            |    |         |
| 13. <input type="checkbox"/> sexual acts other than intercourse     |    |         |
| 14. <input type="checkbox"/> circumstances of initial contact       |    |         |
| 15. <input type="checkbox"/> alcohol or drug involvement            |    |         |
| 16. <input type="checkbox"/> witnesses                              |    |         |
| 17. <input type="checkbox"/> promptness of reporting                |    |         |
| 18. <input type="checkbox"/> location of offenses                   |    |         |
| 19. <input type="checkbox"/> extent of suspect identification       |    |         |
| 20. <input type="checkbox"/> other (specify): _____                 |    |         |
|   |    |         |

A.12. After an arrest has been made, a decision must be made whether to PROSECUTE. Which 5 factors do you consider the most important in making the decision to prosecute for forcible rape? The factors could affect the decision either positively or negatively. (Mark 5.)

- |   |    |         |
|---|----|---------|
| 1. <input type="checkbox"/> suspect's previous record               | -- | (63-64) |
| 2. <input type="checkbox"/> relationship between victim and suspect | -- | (65-66) |
| 3. <input type="checkbox"/> age of victim and suspect               | -- | (67-68) |
| 4. <input type="checkbox"/> race of victim and suspect              | -- | (69-70) |
| 5. <input type="checkbox"/> use of physical force                   | -- | (71-72) |
| 6. <input type="checkbox"/> use of weapon                           |    |         |
| 7. <input type="checkbox"/> occupation of suspect                   |    |         |
| 8. <input type="checkbox"/> victim's previous arrest record         |    |         |
| 9. <input type="checkbox"/> injury to the victim                    |    |         |
| 10. <input type="checkbox"/> resistance offered by victim           |    |         |
| 11. <input type="checkbox"/> proof of penetration                   |    |         |
| 12. <input type="checkbox"/> accomplices                            |    |         |
| 13. <input type="checkbox"/> sexual acts other than intercourse     |    |         |
| 14. <input type="checkbox"/> circumstances of initial contact       |    |         |
| 15. <input type="checkbox"/> alcohol or drug involvement            |    |         |
| 16. <input type="checkbox"/> witnesses                              |    |         |
| 17. <input type="checkbox"/> promptness of reporting                |    |         |
| 18. <input type="checkbox"/> location of offense                    |    |         |
| 19. <input type="checkbox"/> extent of suspect identification       |    |         |
| 20. <input type="checkbox"/> other (specify): _____                 |    |         |
|   |    |         |

B. REPORTING

B.1. In your agency, who responds to the initial rape complaint?

the most readily available patrol officer  
(go to question B.2.)

- (73)

- a specially designated person
- a member of a special unit

a) Is this person or unit available to respond 24 hours a day?

yes

no

b) In what percentage of the cases is the person or unit able to respond to the initial complaint?

100%

more than 50%

50% or less

c) Does this person or unit also conduct the investigation?

yes

no

d) What is the title, if any, of this person or unit? \_\_\_\_\_

- (74)

- (75)

- (76)

B.2. What kind of complaint form is used for recording initial information about a rape? (Please include a copy of the form).

- (77)

- special form for rapes
- special form for sexual offenses
- special form for assaults
- special form for felonies
- general complaint form for all crimes

B.3. Does your jurisdiction have a formal third-party reporting system? (That is, can victims report a rape to someone--such as a member of a rape crisis center--who relays information to the police without ever revealing the identity of the victim?)

- yes
- no (go to question B.3.c.)

a) How do you record these reports?

- like a report made directly to your department
- use the information for identification of suspects, but do not record the rape

b) Have third party reports been helpful in apprehending rapists?

- very helpful
- somewhat helpful
- not at all helpful

(go to question C.1.)

c) Do you think a third party reporting system would be helpful to your present system?

- yes
- no

d) Is one planned for your jurisdiction?

- yes
- no

Coding	Columns
-	(78)
-	(79)
0 7	(1-2)
- - -	(3-5)
-	(6)
-	(7)
-	(8)

C. VICTIM SERVICES

C.1. Are special medical services available for rape victims in your jurisdiction?

yes  
 no

→ a) Are the services available 24 hours a day?  
 yes  
 no

b) Where are the services located? (Mark all relevant)  
 hospital or clinic  
 rape crisis center  
 private physician(s)  
 other? (specify) \_\_\_\_\_

c) Is a physician immediately available?  
 always  
 generally  
 sometimes  
 rarely

d) Who usually takes the victim for medical services? (Mark all relevant.)  
 police officer taking initial report  
 specially designated police officer  
 counselor from a rape crisis center  
 other? (specify) \_\_\_\_\_

(go to question C.2.)

→ e) Do you feel that specially designated medical services for rape victims would be useful to you in your jurisdiction?  
 yes  
 no

f) Are such services planned in your jurisdiction?  
 yes  
 no

-	(9)
-	(10)
-	(11)
-	(12)
-	(13)
-	(14)
-	(15)
-	(16)
-	(17)
-	(18)
-	(19)
-	(20)
-	(21)

C.2. Are special counseling services available for rape victims in your jurisdiction?

- yes
- no

a) What is the name of the group primarily providing services? \_\_\_\_\_

b) Are the services available 24 hours a day?

- yes
- no

c) Who staffs these services? (Mark one.)

- specially trained volunteers/paraprofessionals
- professionals (psychologists, social workers, etc.)
- combination of professionals and specially trained persons

d) Is there a cooperative relationship between the agency that provides these services and your department? (Mark one.)

- very cooperative
- somewhat cooperative
- not cooperative

(go to question C.3.)

e) How do you feel counseling services should be provided for rape victims? (Mark all relevant.)

- law enforcement agency should provide them
- there should be a hospital-based program
- a special agency staffed by professionals (psychologists, social workers, etc.)
- a special agency staffed by volunteers trained to handle rape victims
- no special counseling services needed
- other? (specify) \_\_\_\_\_

Coding	Columns
-	(22)
- - -	(23-? )
-	(26)
-	(27)
-	(28)
-	(29)
-	(30)
-	(31)
-	(32)
-	(33)
-	(34)



C.3. Does your agency utilize any printed, hand-out material for rape victims?

Yes (Please enclose a copy)

No

a) Do you feel that such materials would be helpful?

Yes

No

b) Does your agency plan to prepare any such materials?

Yes

No

Coding Columns

(35)

(36)

(37)

D. INVESTIGATIVE STRATEGIES

D.1. Are rape investigations handled by a special unit in your agency?

- yes
- no

— (38)

a) What is the name of the unit? \_\_\_\_\_

— — (39-40)

b) How many officers are in this unit?

\_\_\_\_\_ number of males

— — (41-42)

\_\_\_\_\_ number of females

— — (43-44)

c) Do(es) the special investigator(s) handle cases other than sex offenses?

- yes
- no (go to question D.2.)

— (45)

→ What kinds of cases are these?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

— (46)

— (47)

— (48)

What percentage of their time is spent on cases other than sex offenses? (Mark one.)

— (49)

more than 75%

50% - 75%

25% - 50%

less than 25%

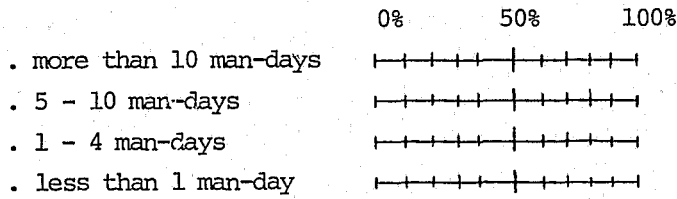
(go to question D.2.)

d) Who investigates rape cases in your agency?

— (50)

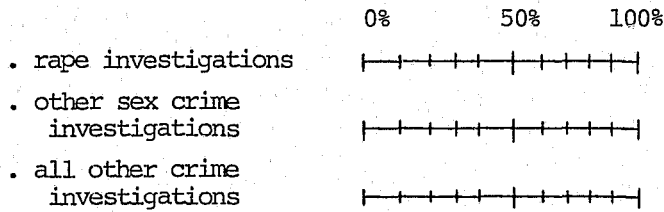
- all investigators handle them equally
- all investigators handle them, but some handle more than others
- particular investigators handle all rape cases, but they are not a special unit
- other (specify) \_\_\_\_\_

D.2. Estimate for all categories the percentage of reported rapes which require the following man-days of investigative time?



-- (51-52)  
 -- (53-54)  
 -- (55-56)  
 -- (57-58)

D.3. At present, what is the approximate distribution of time spent by the officers who investigate rape cases in your agency on the following?



-- (59-60)  
 -- (61-62)  
 -- (63-64)

D.4. Do you consider this to be the ideal distribution?

- Yes
- No

-- (65)

How would you arrange this distribution to be more ideal?

0%                      50%                      100%

- . rape investigations
- . other sex crime investigations
- . all other crime investigations

-- (66-67)  
 -- (68-69)  
 -- (70-71)

D.5. We are interested in knowing how useful the following investigation methods are. Please estimate the number of arrests that resulted from each method during the calendar year 1974. In addition, please indicate how often your agency used each method and how useful you consider it to be. (Please place check in appropriate boxes for each method used.)

Coding Columns

0 8 (1-2)  
 --- (3-5)

INVESTIGATION METHODS

	Used by Your Agency			Effectiveness			Arrests 1974	
	Frequent	Occasional	Never	Very	Somewhat	Not at All	Estimate	
a) line-ups (live)								-- (7-8) -- (9-10)
b) M.O. files								-- (11-12) -- (13-14)
c) files on known offenders								-- (15-16) -- (17-18)
d) artist sketches								-- (19-20) -- (21-22)
e) identi-kits								-- (23-24) -- (25-26)
f) photo files								-- (27-28) -- (29-30)
g) informants								-- (31-32) -- (33-34)
h) polygraph (victim)								-- (35-36) -- (37-38)
i) third party reporting								-- (39-40) -- (41-42)
j) fingerprints								-- (43-44) -- (45-46)
k) other physical evidence								-- (47-48) -- (49-50)
l) suspect's auto license plates								-- (51-52) -- (53-54)
m) name of suspect given by victim								-- (55-56) -- (57-58)
n) witnesses								-- (59-60) -- (61-62)

D.5. We are interested in knowing how useful the following apprehension methods are. Please estimate the number of arrests that resulted from each method during the calendar year 1974. In addition, please indicate how often your agency used each method and how useful you consider it to be. (Please place check in appropriate boxes for each method used.)

Coding Columns

0 9 (1-2)

--- (3-5)

	APPREHENSION METHODS						
	Used by Your Agency			Effectiveness			Arrests 1974
	Frequent	Occasional	Never	Very	Somewhat	Not at All	Estimate
a) M.O. files							
b) files on known offenders							
c) decoys							
d) vehicle patrol							
e) foot patrol							
f) informants							
g) confession							
h) witnesses							
i) stake outs							

-- (7-8)  
 -- (9-10)  
 -- (11-12)  
 -- (13-14)  
 -- (15-16)  
 -- (17-18)  
 -- (19-20)  
 -- (21-22)  
 -- (23-24)  
 -- (25-26)  
 -- (27-28)  
 -- (29-30)  
 -- (31-32)  
 -- (33-34)  
 -- (35-36)  
 -- (37-38)  
 -- (39-40)  
 -- (41-42)

D.5. We are interested in knowing how useful the following prevention methods are. Please estimate the number of arrests that resulted from each method during the calendar year 1974. In addition, please indicate how often your agency used each method and how useful you consider it to be. (Please place check in appropriate boxes for each method used.)

	PREVENTION METHODS						
	Used by Your Agency			Effectiveness			Arrests 1974
	Frequent	Occasional	Never	Very	Somewhat	Not at All	Estimate
a) identifying high risk areas							
b) files on known offenders							
c) decoys							
d) vehicle patrol							
e) foot patrol							
f) blockwatch programs							
g) police-sponsored public education							
h) signal devices used by women							
i) defensive devices used by women							
j) martial arts used by women							
k) stake outs							

Coding Columns

-- (43-44)  
 -- (45-46)  
 -- (47-48)  
 -- (49-50)  
 -- (51-52)  
 -- (53-54)  
 -- (55-56)  
 -- (57-58)  
 -- (59-60)  
 -- (61-62)  
 -- (63-64)  
 -- (65-66)  
 -- (67-68)  
 -- (69-70)  
 -- (71-72)  
 -- (73-74)  
 -- (75-76)  
 -- (77-78)  
 1 0 (1-2)  
 -- (3-5)  
 -- (6-7)  
 -- (8-9)  
 -- (10-11)  
 -- (12-13)

D.6. Please describe any other methods your agency uses and has found effective for the prevention and investigation of forcible rape offenses and the apprehension of suspects.

a) Investigation: \_\_\_\_\_  
 \_\_\_\_\_

-- (14-15)

b) Apprehension: \_\_\_\_\_  
 \_\_\_\_\_

-- (16-17)

c) Prevention: \_\_\_\_\_  
 \_\_\_\_\_

-- (18-19)

D.7. Does your agency have any special written guidelines for interviewing victims, especially victims of rape?

- yes (please include a copy)
- no

-- (20)

D.8. Thinking only about cases in which the rape victim has not been hospitalized and no immediate arrest was made:

a) What is the usual procedure for making appointments with victims for the investigative followup interview? (Mark one.)

-- (21)

- made at the time of initial report
- victim contacts investigator
- investigator contacts victim
- other (specify) \_\_\_\_\_

b) What are the two (2) most common locations for the investigative followup interview? (Mark two.)

-- (22)

- victim's home
- police headquarters
- medical facility
- rape crisis center
- other (specify) \_\_\_\_\_

-- (23)

c) Who is usually present at the investigative follow-up interview other than the victim and the investigator?

- no one
- another investigator
- a family member
- a friend of the victim
- a victim advocate (crisis center/medical personnel, etc.)
- other (specify) \_\_\_\_\_

— (24)

d) When officers from your agency interview rape victims, how often is it in a private place? (Mark one.)

- always
- usually
- sometimes
- rarely
- never

— (25)

e) Do you think that your agency needs better facilities for interviewing rape victims?

- Yes
- No

— (26)

→ Please explain how these facilities should be improved: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

— (27)

— (28)

— (29)



D.9. Approximately what percentage of victims who report a rape withdraw complaints before an investigative followup?

- more than 50%
- 25 % - 50%
- 10% - 25%
- less than 10%

— (30)

D.10. What are the major reasons for withdrawal of complaints prior to the investigative followup?

1. \_\_\_\_\_

— (31)

2. \_\_\_\_\_

— (32)

3. \_\_\_\_\_

— (33)

D.11. Approximately what percentage of victims who report a rape withdraw the complaint during the followup investigation, but before an arrest is made?

- more than 50%
- 25% - 50%
- 10% - 25%
- less than 10%

— (34)

D.12. What are major reasons for withdrawal of complaints during the followup investigation?

1. \_\_\_\_\_

— (35)

2. \_\_\_\_\_

— (36)

3. \_\_\_\_\_

— (37)

D.13. Approximately what percentage of victims who report a rape withdraw the complaint after an arrest?

- more than 50%
- 25% - 50%
- 10% - 25%
- less than 10%

(38)

D.14. What are the major reasons for withdrawal of complaints after an arrest?

1. \_\_\_\_\_

(39)

2. \_\_\_\_\_

(40)

3. \_\_\_\_\_

(41)

E. PROSECUTION

E.1. What is the name of the prosecution agency which handles rape cases in your jurisdiction?

(42-44)

E.2. How many deputies does it employ? \_\_\_\_\_

(45-47)

E.3. Is there a special prosecutor or group of prosecutors responsible for the prosecution of rape?

yes

(48)

no (go to Question E.4.)

a) How many prosecutors deal with rape cases? \_\_\_\_\_

(49-50)

b) Do the prosecutors who handle rape cases deal with other types of cases?

yes

(51)

no

don't know

What do these other cases include? (Mark all relevant.)

other sexual assault cases

(52)

other assault cases

(53)

other non-assault cases

(54)

any other criminal cases

(55)

E.4. How would you rate the degree of cooperation between your agency and the prosecutor's office in dealing with rape cases?

- excellent
- acceptable
- needs improvement

a) What is the most important reason for the excellent cooperation? (Mark one only)

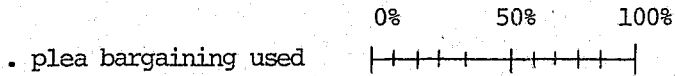
- cooperation has always been good
- special rape unit in prosecutor's office
- special rape unit in your agency
- use of liaison person
- increased understanding of rape issues in your agency
- increased understanding of rape issues in prosecutor's office
- other (specify) \_\_\_\_\_

b) How could cooperation best be improved?

- use of liaison person
- establish a special rape unit in prosecutor's office
- establish a special rape unit in your agency
- increase understanding of rape issues in your agency
- increase understanding of rape issues in prosecutor's office
- other (specify) \_\_\_\_\_

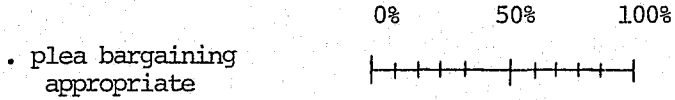
-	(56)
-	(57)
-	(58)
-	(59)
-	(60)
-	(61)
-	(62)
-	(63)

E.5. In what percentage of rape cases handled by your agency is plea bargaining used?



-- (64-65)

E.6. In what percentage of rape cases handled by your agency do you think plea bargaining was appropriate?



-- (66-67)

E.7. Which of these statements best describes your opinion of the plea bargaining system in your jurisdiction? (Mark one.)

It's fine the way it is.

Why? \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

(68)

(69)

(70)

It should be retained but changed.

How? \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

(71)

(72)

(73)

It should be eliminated altogether.

Why? \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

(74)

(75)

(76)

E.8. Does the plea bargaining system in your jurisdiction have an impact on procedures for handling rape cases by your agency?

yes  
 no

→ What kind of impact does it have? \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Coding Columns

—	(77)
—	(78)
—	(79)
—	(80)
<u>1 1</u>	(1-2)
— — —	(3-5)
—	(6)
—	(7)
—	(8)
—	(9)
—	(10)
—	(11)
—	(12)
—	(13)
—	(14)

E.9. How appropriate are the sentences given out to those who are convicted in rape cases? (Mark one.)

too severe  
 about right  
 too light

E.10. Do you think the sentences for rapists convicted in your jurisdiction are acting as a deterrent?

yes  
 no

→ Why? \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

E.11. Do the sentences given to rapists convicted in your jurisdiction have an impact on procedures for handling rape cases by your agency?

yes  
 no

→ What kind of impact does it have? \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Coding Columns

E.12. What do you think would be the ideal sentence given out to someone convicted of rape?

First offense: \_\_\_\_\_

-- (15-16)

\_\_\_\_\_

-- (17- )

\_\_\_\_\_

Subsequent offenses: \_\_\_\_\_

-- (19-20)

\_\_\_\_\_

\_\_\_\_\_

F. TRAINING

F.1. What percentage of your officers have had pre-service basic training?

- 100%
- more than 75%
- 50% - 75%
- less than 50%

— (21)

F.2. In the present pre-service basic training program attended by most of your officers, is there any training included in handling rapes or other sexual assaults?

- yes
- no (go to question F.3.)

— (22)

a) Which of these aspects does this training include? (Mark all relevant).

- special evidence requirements for rape cases
- interviewing the rape victim
- dealing with victim's family/friends
- referral services for victims
- characteristics of offender
- rape as a social problem
- other (specify) \_\_\_\_\_

— (23)  
 — (24)  
 — (25)  
 — (26)  
 — (27)  
 — (28)  
 — (29)

b) Who participates in teaching the course? (Mark all relevant).

- police officer
- behavioral scientist
- rape counselor
- victim
- prosecutor
- medical person
- other (specify) \_\_\_\_\_

— (30)  
 — (31)  
 — (32)  
 — (33)  
 — (34)  
 — (35)  
 — (36)

c) How many hours are devoted to pre-service training in handling rape and sexual assault cases?

\_\_\_\_\_

— — (37-38)

F.3. Do members of your agency receive in-service training covering the problem of forcible rape?

- yes
- no (go to question G.1.)

a) Which of these aspects does the training include? (Mark all relevant).

- special evidence requirements for rape cases
- interviewing the rape victim
- dealing with victim's family/friends
- referral services for victims
- characteristics of offenders
- rape as a social problem
- other(specify) \_\_\_\_\_

b) Who participates in teaching the course? (Mark all relevant).

- police officer
- behavioral scientist
- rape counselor
- victim
- prosecutor
- medical person
- other(specify) \_\_\_\_\_

c) How many hours are devoted to in-service training in handling rape and sexual assault cases?

\_\_\_\_\_

d) What percentage of officers in your agency have had in-service training on rape?

- 100%
- more than 75%
- 50% - 75%
- 25% - 50%
- less than 25%

e) Who in your agency is required to take in-service training in rape cases? (Mark one.)

- no one
- all officers
- investigators only
- special rape unit only
- other(specify) \_\_\_\_\_

Coding Columns

-	(39)
-	(40)
-	(41)
-	(42)
-	(43)
-	(44)
-	(45)
-	(46)
-	(47)
-	(48)
-	(49)
-	(50)
-	(51)
-	(52)
-	(53)
- -	(54-55)
-	(56)
-	(57)



**CONTINUED**

**1 OF 2**

G. INNOVATIONS

G.1. Have any special studies of rape been conducted in your jurisdiction in the last three years?

- yes
- no (go to question G.2.)

a) Were any conducted by your agency?

- yes (please send us a report)
- no

b) Were any conducted by people outside your agency?

- yes
- no (go to question G.2.)

What elements of the problem do the studies cover? (Mark all relevant).

- prevention
- offenders
- victims
- police
- prosecution (pre-trial)
- trial procedures

Whom may we contact to obtain a report? \_\_\_\_\_  
\_\_\_\_\_

Coding Columns

— (58)

— (59)

— (60)

— (61)

— (62)

— (63)

— (64)

— (65)

— (66)

G.2. Has the incidence of reported forcible rape increased in your jurisdiction in the last few years?

- Yes
- No (go to question G.3.)

What are the three most important reasons for this increase? (Mark three).

1.  Sexual permissiveness
2.  More reporting because of increased convictions
3.  Change in legislation
4.  General increase in violence
5.  More reporting because of increased sensitivity of criminal justice system
6.  Influence of pornography
7.  Women's liberation
8.  More reporting because of a change in public attitude toward rape
9.  Racial tensions
10.  Other (specify) \_\_\_\_\_

(67)

(68)

(69)

(70)

G.3. Has your agency changed its procedures in dealing with rape offenses in the last three years?

- yes
- no (go to question G.4.)

Which of these elements does the change include? (Mark all relevant).

- special rape unit
- use of female patrol officers
- use of female investigators
- special training
- better forensic resources
- new investigative techniques

Specify: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

- other (specify) \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

(71)

(72)

(73)

(74)

(75)

(76)

(77)

(78)

(79)

(1-2)

(3-5)

(6)

(7)

G.4. Does your agency have any plans for changing procedures in dealing with rape in the near future?

- yes
- no (go to question G.5.)

Which of these elements will the change include?

- special rape unit
- use of female patrol officers
- use of female investigators
- special training
- better forensic resources
- new investigative techniques

Specify: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

other (specify): \_\_\_\_\_

\_\_\_\_\_

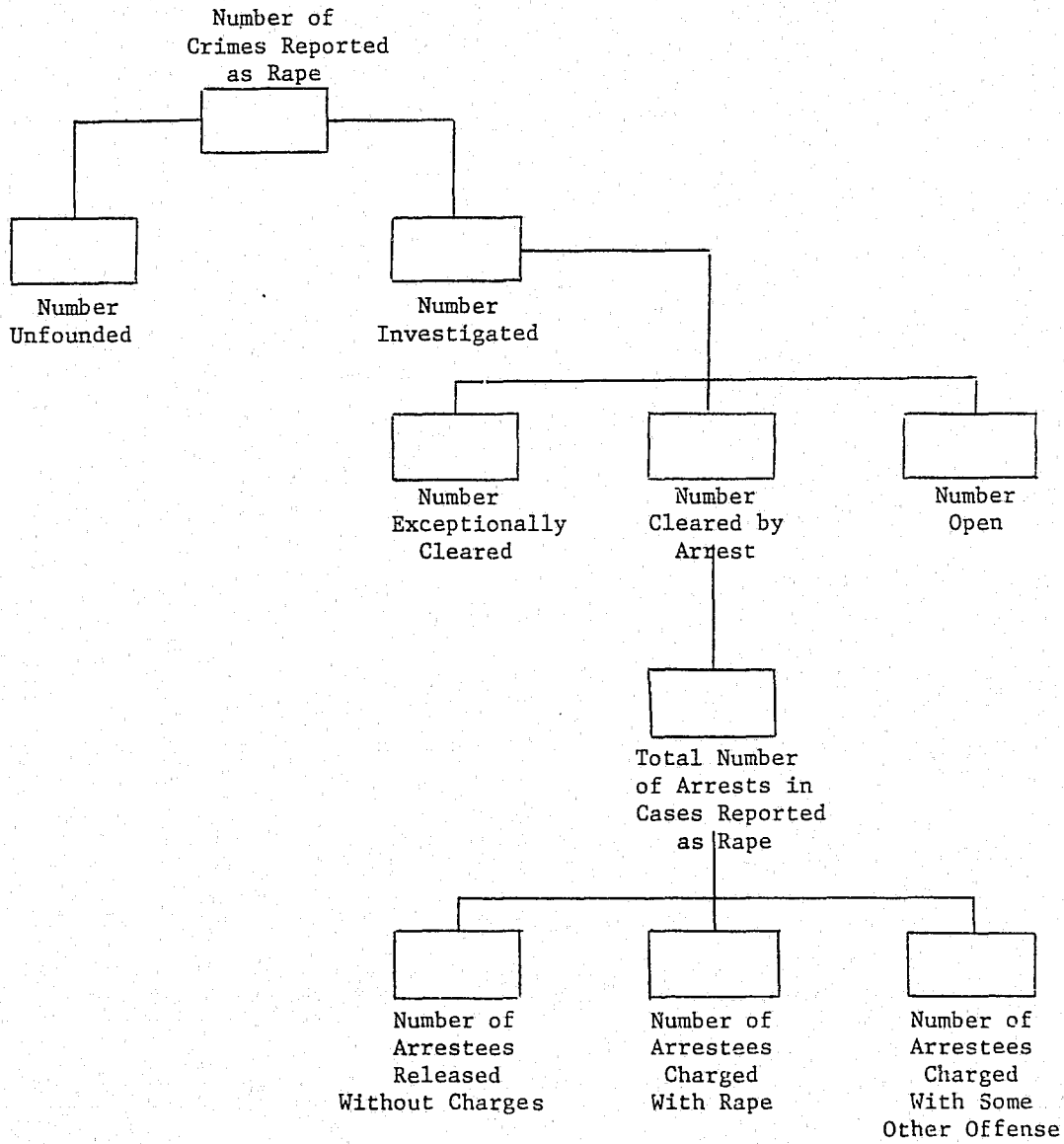
\_\_\_\_\_

G.5. What do you consider to be the three (3) most important things that need to be improved in dealing with the problem of forcible rape? (Mark three.)

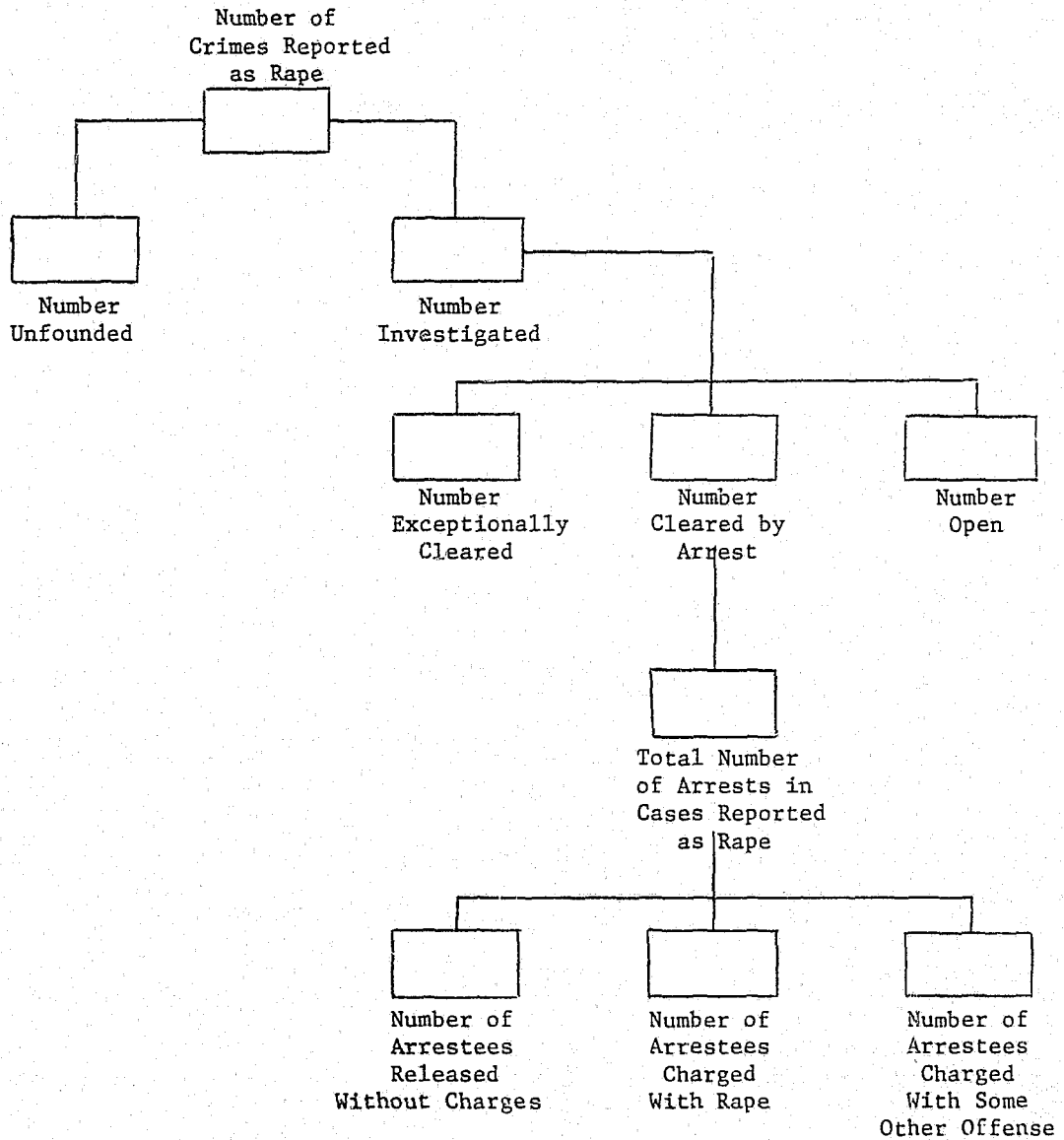
- victim services
- revision of law
- sentencing
- police investigative techniques
- prosecution policies
- treatment and rehabilitation of offenders
- public education
- police training
- plea bargaining system

Coding	Columns
—	(8)
—	(9)
—	(10)
—	(11)
—	(12)
—	(13)
—	(14)
—	(15)
—	(16)
—	(17)
—	(18)
—	(19)
—	(20)
—	(21)
—	(22)

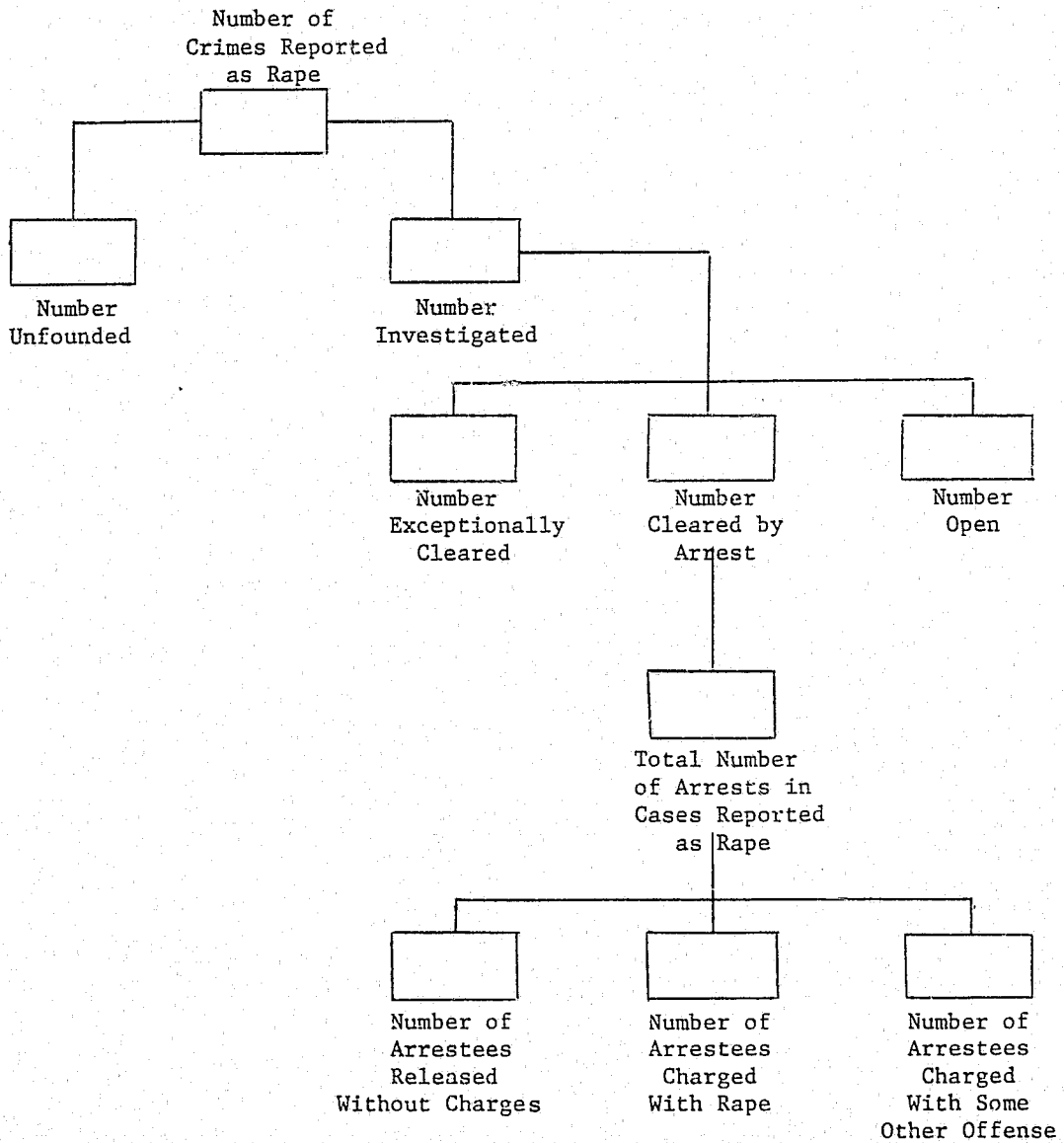
The chart below represents the flow of rape cases through the criminal justice system for the calendar year 1974. Please fill in the data that you have available.



The chart below represents the flow of rape cases through the criminal justice system for the calendar year 1973. Please fill in the data that you have available.



The chart below represents the flow of rape cases through the criminal justice system for the calendar year 1972. Please fill in the data that you have available.



Please use the special envelope which has been provided to return this questionnaire and all of the items you have marked below.

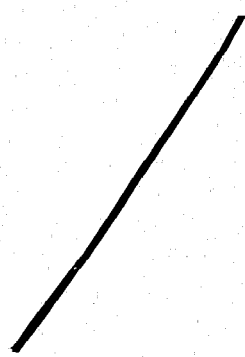
Check One

Item	Page Reference	Question Number	Enclosed	Not Available
Written guidelines for unfounding complaints	2	A.4.		
Written guidelines for clearing complaints	2	A.6.		
Sample form for reporting rapes	15	B.2.		
Handout material for rape victims	19	C.3.		
Guidelines for interviewing victims	25	D.7.		
Reports from any special studies of rape	35	G.1.a.		
Any other material you think might help us				

Thank you very much for your patient cooperation.

Frank J. Albi  
 Battelle Law and Justice  
 Study Center  
 P.O. Box 5395  
 Seattle, Washington 98105  
 (206) 525-3130





**APPENDIX B**

**CONTACT LETTERS**

Initial Contact Letter

(Agency Head)  
(Agency)  
(Address)

Dear (Title) (Name):

The enclosed is the Battelle Law and Justice Study Center police questionnaire on forcible rape which I discussed with (contact name).

Ideally it should be filled out by the personnel who would normally be assigned to handle complaints of forcible rape made to your agency. As you can see from its size it is quite comprehensive. I realize that completing this questionnaire will take a good deal of time, and I sincerely appreciate your cooperation.

Upon completion it is hoped that this study will be the landmark work in the area of rape. Thus, the participation of your agency is most important. If any questions should arise, please phone me collect at (206) 525-3130. Unless I hear to the contrary, I look forward to having you return our questionnaire as soon as possible.

Sincerely yours,

Frank J. Albi  
Law and Justice Study Center

Enclosure

FJA:CRT

Follow-Up Letter

(Contact Person)  
(Agency)  
(Address)

Dear (Title) (Name):

As of this date, the Battelle Law and Justice Study Center has not received the "Police Questionnaire--Forcible Rape" that was sent to you earlier. Our research is continuing and we would still very much like to have your department included in our final sample.

We have received well over 100 of the surveys that were sent out. Among the many police departments that have returned our questionnaire are Columbus, Memphis, New York, Phoenix, Seattle, St. Louis, and Washington, D.C. In addition, the sheriff's departments in Cook County, Illinois, Dallas County, Texas, and Los Angeles County, California, have also filled out questionnaires.

Based on information from these agencies, it requires approximately two hours to complete our questionnaire. I do realize, however, that this is no small demand to be placing on the already crowded schedules of law enforcement personnel.

Let me stress that we are perfectly willing to accept whatever statistical information you have conveniently available without doing any special hand searching of records. The use of estimates (as explained in the instructions on page 4) is completely acceptable. Even if it is necessary for some of our questions to go completely unanswered we are still interested in collecting as much data as possible.

In the event that some particular problem has developed, or if you have any question at all, please feel free to telephone me collect at (206) 525-3130.

Sincerely yours,

Frank J. Albi  
Law and Justice Study Center

FJA:CRT  
cc: (Agency Head)

Special Re-Contact Letter

(Agency Head)  
(Agency)  
(Address)

Dear (Title) (Name):

As a result of our recent telephone conversation regarding the Battelle Law and Justice Study Center "Police Questionnaire--  
Forcible Rape," I am aware that your department is no longer very interested in participating in our research project. While I fully understand the reasons for this, I am hopeful that by providing some additional information you might be persuaded to complete the questionnaire we previously sent.

At the outset I would like to emphasize the importance of this LEAA funded undertaking. As you may have already read in the "COPSule" on page 12 of the March 1975 issue of The Police Chief magazine, one of the major goals of our research is to develop material which can be of practical benefit to law enforcement agencies. For example, we anticipate being able to provide direct help in the areas of training, investigative techniques, victim services, and other related matters. We envision the development of curricula for rape investigation training classes, written guidelines for interviewing victims, and examples of printed, hand-out material for people who have been sexually assaulted. We also intend to publish a series of monographs on various aspects of the rape problem. Among the first of these will be one describing the forensic techniques available for rape investigation.

The construction of our survey was due in large part to the assistance of our National Advisory Panel. Many of the items on the questionnaire were suggested by our 10 panel members among whom are: Chief Bruce R. Baker, Portland Police Department; Patrick F. Healy, Executive Director, National District Attorneys Association; Lieutenant Mary Keefe, Commanding Officer, New York City Police Department Sex Crimes Analysis Unit; and Dr. Catherine Milton, Assistant Director, Police Foundation.

The Battelle police survey has been sent to 240 scientifically selected law enforcement agencies of all sizes and from all parts of the country. Our sample includes all of the police departments from the nation's 26 largest cities, but also contains 25 departments from towns with a population of less than 50,000. In order to ensure the representativeness of

Special Re-Contact Letter (Continued)

our sample, it is most important to secure the cooperation of as many cities as possible.

At this point we have received over 100 completed surveys. Among the agencies which have already returned our questionnaire are police departments in Cleveland, Memphis, New York, Phoenix, Seattle, St. Louis, and Washington, D.C. In addition, the sheriff's departments of Cook County, Illinois, Dallas County, Texas, and Los Angeles County, California, have also filled out surveys.

According to agencies that have already done so, it requires about two hours to complete our questionnaire. I do realize that this is no small demand to be making on the already strained schedules of law enforcement personnel. However, this is considerably less than the amount of time one might think would be necessary based on the size of the survey.

Let me stress that we are perfectly willing to accept whatever statistical data you have conveniently available without doing any special hand searching of records. Our own computers are programmed to accommodate either exact figures or estimated values like the ones explained in the directions in page 4 of our questionnaire. We would be more than happy to accept your department's "best effort" even if that means that some questions will have to go completely unanswered.

The Battelle Law and Justice Study Center would be very pleased if you would assist us with this important project. In the event that you need another copy of our questionnaire, or if you have any questions at all, please feel free to telephone me collect at (206) 525-3130.

I sincerely appreciate your time and patient indulgence.

Very truly yours,

Frank J. Albi  
Law and Justice Study Center

FJA:CRT

Thank-You Letter

(Agency Head)  
(Agency)  
(Address)

Dear (Agency Head) (Name):

The Battelle Law and Justice Study Center has received the Police Questionnaire from your department. It is obvious that a considerable amount of work went into its completion.

I would like to convey my special thanks to all of your personnel who assisted with the preparation of the questionnaire. In particular I want to extend my appreciation to (contact persons).

Again, thank you very much for the time and effort that was expended on our behalf.

Sincerely yours,

Frank J. Albi  
Law and Justice Study Center

FJA:CRT  
cc: Contact persons

**APPENDIX C**

**POLICE SURVEY RESPONDENTS**

## POLICE SURVEY RESPONDENTS

### Cities with Populations of 500,000 +

1. Phoenix, Arizona
2. Los Angeles, California
3. San Diego, California
4. San Francisco, California
5. Denver, Colorado
6. Jacksonville, Florida
7. Chicago, Illinois
8. Indianapolis, Indiana
9. New Orleans, Louisiana
10. Baltimore, Maryland
11. Detroit, Michigan
12. Kansas City, Missouri
13. St. Louis, Missouri
14. New York City, New York
15. Cleveland, Ohio
16. Columbus, Ohio
17. Philadelphia, Pennsylvania
18. Memphis, Tennessee
19. Dallas, Texas
20. San Antonio, Texas
21. Seattle, Washington
22. Washington, D.C.

### Cities with Populations of 100,000–500,000

1. Tucson, Arizona
2. Little Rock, Arkansas
3. Fresno, California
4. Glendale, California
5. Huntington Beach, California
6. Long Beach, California
7. Riverside, California
8. San Bernardino, California
9. San Jose, California
10. Bridgeport, Connecticut
11. Stamford, Connecticut
12. Miami, Florida
13. St. Petersburg, Florida
14. Tampa, Florida
15. Savannah, Georgia
16. Fort Wayne, Indiana
17. Hammond, Indiana
18. South Bend, Indiana
19. Cedar Rapids, Iowa
20. Des Moines, Iowa
21. Kansas City, Kansas
22. Wichita, Kansas
23. Lexington, Kentucky
24. Louisville, Kentucky
25. Baton Rouge, Louisiana
26. Shreveport, Louisiana
27. Cambridge, Massachusetts
28. Springfield, Massachusetts
29. Worcester, Massachusetts
30. Grand Rapids, Michigan
31. Lansing, Michigan
32. Minneapolis, Minnesota
33. St. Paul, Minnesota
34. Independence, Missouri
35. Lincoln, Nebraska
36. Omaha, Nebraska
37. Newark, New Jersey
38. Trenton, New Jersey
39. Albuquerque, New Mexico
40. Albany, New York
41. Buffalo, New York
42. Rochester, New York
43. Syracuse, New York
44. Charlotte, North Carolina
45. Raleigh, North Carolina
46. Winston-Salem, North Carolina
47. Parma, Ohio
48. Toledo, Ohio
49. Oklahoma City, Oklahoma
50. Allentown, Pennsylvania
51. Scranton, Pennsylvania
52. Columbia, South Carolina

53. Chattanooga, Tennessee
54. Nashville, Tennessee
55. Amarillo, Texas
56. Austin, Texas
57. Corpus Christi, Texas
58. El Paso, Texas

59. Alexandria, Virginia
60. Hampton, Virginia
61. Portsmouth, Virginia
62. Spokane, Washington
63. Madison, Wisconsin

### County Law Enforcement Agencies<sup>1</sup>

- |   |   |
|---|---|
| <ol style="list-style-type: none"> <li>1. Jefferson County S.D. (Birmingham, Ala.)</li> <li>2. Maricopa County S.D. (Phoenix, Ariz.)</li> <li>3. Alameda County S.D. (Oakland, Calif.)</li> <li>4. Contra Costa County S.D. (Martinez, Calif.)</li> <li>5. Fresno County S.D. (Fresno, Calif.)</li> <li>6. Kern County S.D. (Bakersfield, Calif.)</li> <li>7. Los Angeles County S.D. (Los Angeles, Calif.)</li> <li>8. Monterey County S.D. (Salina, Calif.)</li> <li>9. Orange County S.D. (Santa Ana, Calif.)</li> <li>10. San Mateo County S.D. (Redwood City, Calif.)</li> <li>11. Santa Barbara County S.D. (Santa Barbara, Calif.)</li> <li>12. Ventura County S.D. (Ventura, Calif.)</li> <li>13. Broward County S.D. (Fort Lauderdale, Florida)</li> <li>14. Hillsborough County S.D. (Tampa, Florida)</li> <li>15. Metropolitan Dade County Department of Public Safety (Miami, Florida)</li> <li>16. DuPage County S.D. (Wheaton, Illinois)</li> <li>17. Allen County S.D. (Fort Wayne, Indiana)</li> <li>18. Lake County S.D. (Crown Point, Indiana)</li> </ol> | <ol style="list-style-type: none"> <li>19. Anne Arundel County P.D. (Millersville, Md.)</li> <li>20. Baltimore County P. Bur. (Towson, Md.)</li> <li>21. Montgomery County P.D. (Rockville, Md.)</li> <li>22. Prince Georges County P.D. (Forrestville, Md.)</li> <li>23. Genessee County S.D. (Flint, Michigan)</li> <li>24. Oakland County S.D. (Pontiac, Michigan)</li> <li>25. Hennepin County S.D. (Minneapolis, Minn.)</li> <li>26. Ramsay County S.D. (St. Paul, Minn.)</li> <li>27. Metropolitan P.D. (Las Vegas, Nevada)</li> <li>28. Monroe County S.D. (Rochester, N.Y.)</li> <li>29. Nassau County P.D. (Mineola, N.Y.)</li> <li>30. Onondaga County S.D. (Syracuse, N.Y.)</li> <li>31. Westchester County S.D. (White Plains, N.Y.)</li> <li>32. Franklin County S.D. (Columbus, Ohio)</li> <li>33. Hamilton County S.D. (Cincinnati, Ohio)</li> <li>34. Allegheny County P.D. (Pittsburgh, Penn.)</li> <li>35. Shelby County S.D. (Memphis, Tenn.)</li> <li>36. Dallas County S.D. (Dallas, Texas)</li> <li>37. Harris County S.D. (Houston, Texas)</li> <li>38. Tarrant County S.D. (Fort Worth, Texas)</li> <li>39. Pierce County S.D. (Tacoma, Wash.)</li> <li>40. Dane County S.D. (Madison, Wis.)</li> </ol> |
|---|---|

<sup>1</sup> Manpower of at least 95 people.

### Middle Sample Replacements

- |  |   |
|--|---|
| <ol style="list-style-type: none"> <li>1. Birmingham P.D. (Birmingham, Alabama)</li> <li>2. Anaheim P.D. (Anaheim, California)</li> <li>3. San Bernardino County S.D. (San Bernardino, Calif.)</li> <li>4. San Diego County S.D. (San Diego, California)</li> <li>5. Oakland P.D. (Oakland, California)</li> <li>6. Palm Beach County S.D. (West Palm Beach, Florida)</li> <li>7. Honolulu P.D. (Honolulu, Hawaii)</li> <li>8. Cook County S.D. (Chicago, Illinois)</li> <li>9. Rockford P.D. (Rockford, Illinois)</li> <li>10. Macomb County S.D. (Mt. Clemmens, Michigan)</li> </ol> | <ol style="list-style-type: none"> <li>11. Warren P.D. (Warren, Michigan)</li> <li>12. Wayne County S.D. (Detroit, Michigan)</li> <li>13. Duluth P.D. (Duluth, Minnesota)</li> <li>14. Mecklenberg County P.D. (Charlotte, N.C.)</li> <li>15. Elizabeth P.D. (Elizabeth, New Jersey)</li> <li>16. Jersey City P.D. (Jersey City, New Jersey)</li> <li>17. Canton P.D. (Canton, Ohio)</li> <li>18. Dayton P.D. (Dayton, Ohio)</li> <li>19. Erie P.D. (Erie, Pennsylvania)</li> <li>20. Lubbock County P.D. (Lubbock, Texas)</li> <li>21. Newport News P.D. (Newport News, Virginia)</li> <li>22. Richmond P.D. (Richmond, Virginia)</li> </ol> |
|--|---|



### Towns with Populations of 50,000–100,000

1. Anchorage, Alaska
2. Chula Vista, California
3. Fullerton, California
4. Richmond, California
5. Santa Clara, California
6. East Hartford, Connecticut
7. Milford, Connecticut
8. Wilmington, Delaware
9. Tallahassee, Florida
10. West Palm Beach, Florida
11. Muncie, Indiana
12. Dubuque, Iowa
13. Portland, Maine
14. Arlington, Maryland
15. Brockton, Massachusetts
16. Columbia, Missouri
17. St. Joseph, Missouri
18. Cheektowaga, New York
19. Greece, New York
20. Irondequoit, New York
21. Asheville, North Carolina
22. Cleveland Heights, Ohio
23. Lower Merion County P. D., Penn.
24. Provo, Utah
25. Appleton, Wisconsin
26. Oshkosh, Wisconsin

### Towns with Populations of 25,000–50,000

1. Phenix City, Alabama
2. Fayetteville, Arkansas
3. Baldwin Park, California
4. Gardena, California
5. Redlands, California
6. Santa Cruz, California
7. Hamden, Connecticut
8. Highland Park, Illinois
9. Burlington, Iowa
10. Newport, Kentucky
11. Fitchburg, Maryland
12. Midland, Michigan
13. Wyandotte, Michigan
14. Rome, New York
15. Middletown, Ohio
16. Zanesville, Ohio
17. Baldwin Borough, Pennsylvania
18. North Huntingdon Township, Pennsylvania
19. Wheeling, West Virginia
20. Cheyenne, Wyoming

### University Police Departments<sup>1</sup>

1. University of Alabama (Birmingham)
2. University of Georgia (Athens)
3. Southern Illinois University (Carbondale)
4. University of Illinois (Chicago)
5. University of Illinois (Urbana)
6. Indiana University (Bloomington)
7. University of Indiana (Indianapolis)
8. University of Maryland (College Park)
9. University of Minnesota (Minneapolis)
10. Pennsylvania State University (University Park)
11. University of Texas (Austin)

<sup>1</sup> Manpower of at least 60 people.

**END**