

National Evaluation Program Phase I Assessment of Victim/Witness Assistance Projects

Final Report

Roberta C. Cronin
and
Blair B. Bourque

Prepared for the Law Enforcement Assistance Administration, Washington, DC,
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Roberta C. Cronin
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With the assistance of:

Jeanine E. Byl
D. Rigney Hill
Karol Kerns
Robert E. Krug
Laura Z. Malakoff
Denise G. Peck
Constance Saltz
Jane G. Schubert
William M. Trencher

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AMERICAN INSTITUTES FOR RESEARCH/1055 Thomas Jefferson Street, NW, Washington, DC 20007



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Roberta C. Cronin
Project Director



I. INTRODUCTION

Concerted efforts to assist victims and witnesses of crime first emerged in the early 1970s in response to a growing recognition that victim needs and desires had been largely ignored by the criminal justice system. In the last ten years, the movement appears to be gaining momentum. The existence of such needs and their interdependence with system demands for more efficient, effective performance are now widely perceived as "givens" in the criminal justice world.

Work in the clinical setting, especially with rape victims, has illuminated some dimensions of victim trauma (Burgess & Holmstrom, 1974, 1976; Miller et al., 1978; Sutherland & Scherl, 1970). Supplementary evidence from a number of victim surveys establishes that emotional upset and suffering are common reactions to victimization (Knudten et al., 1976a; Black & Regenstreif, 1977; Syvrud, 1977; Waller & Okihiro, 1978; Bourque et al., 1978). It has also been shown that certain classes of victims tend to change their lifestyles as a result of crime, withdrawing from activities they enjoy (Burkhardt & Norton, 1977; Garofalo, 1977b), quitting their jobs (Midwest Research Institute, n.d.), or simply taking preventive measures against further victimization (Rifai, 1977b).

Victim reactions are frequently interpreted in terms of crisis theory (Bard & Ellison, 1974; Bard & Sangrey, 1979; Brodyaga et al., 1975; Symonds, 1975; Stratton, 1976) which postulates that victimization may disrupt an individual's normal coping or problem-solving abilities and produce considerable emotional upset. Crisis theorists argue that without an appropriate response, long-run psychological damage can result from the crisis experience.

The notion that the criminal justice system mistreats the victim or witness is also well accepted. There is ample anecdotal evidence that police are not always sensitive, that victims and witnesses are not prepared for the criminal justice ordeal, and that waiting times for court appearances are long. Although the painful questioning undergone by rape victims may represent the worst of the criminal justice system for many critics, attitudinal surveys indicate that more typical sources of dissatisfaction among victims and witnesses are inconvenience and lack of information. Victims tend to be relatively dissatisfied with the lack of feedback about their cases (Rifai, 1976; Sacramento Police Department, 1974; Bourque et al., 1978), the handling of victim property (Rifai, 1976; National District Attorneys Association, 1976), and the lack of protection afforded them (Black & Regenstreif, 1977). Witnesses complain of unnecessary trips to court and associated loss of income; inconveniences in parking, locating the court, and waiting; and fear of retaliation by the suspect (National District Attorneys Association, 1976). The payoffs to victims or witnesses from pursuing a case are frequently small or nonexistent, as few offenders are apprehended and fewer still are convicted.

System mistreatment of victims and witnesses is not intentional; there are no villains in the piece. The law enforcement and criminal justice (LE/CJ) process happens to be constructed so that the needs of the victim and witness may not be compatible with the needs of the system. And where the needs do match, the system is frequently too overburdened to show the compassion and interest that victims and witnesses require.

The impact on system performance is a serious concern, however. After all, law enforcement success is partially dependent on citizen reporting of crime and on obtaining a

clear descriptions of offenses and suspects. Police officer communication with and sympathy to the victim/witness are an important factor in eliciting cooperation (Cannavale & Falcon, 1976; Institute for Community Studies, 1978).

Witness testimony is also critical to prosecution. Yet nonappearance rates for post-arraignment court dates in one metropolitan court were 57.5 percent (Vera Institute of Justice, 1976b) and data from several jurisdictions suggest that nonappearance and other witness problems are very serious throughout the system (National District Attorneys Association, 1976; Brosi, 1979). Several explanations have been suggested: negative citizen attitudes toward the criminal justice system, witness discouragement, inadequate communication between prosecutors and witnesses, and simple lack of notification (Cannavale & Falcon, 1976; National District Attorneys Association, 1976).

With the increasing recognition of these problems and the toll they exact on our ability to mete out justice, a variety of responses have emerged. These include victim compensation legislation, use of restitution orders, development of special police or prosecution units trained to handle sexual assault cases, improved police training, and rape crisis programs.

Our study looks at another of these responses--the victim/witness assistance project.* It describes strategies such projects have developed and summarizes what we know about how well the strategies work.

*Throughout this report, the term "victim/witness" is used as a shorthand expression for "victim and/or witness."

A. An NEP Phase I Assessment

This study is a National Evaluation Program (NEP) Phase I assessment of victim/witness assistance projects. The NEP was inaugurated by the Law Enforcement Assistance Administration's National Institute of Law Enforcement and Criminal Justice to help meet the information needs of criminal justice planners and administrators at all levels of government. Specifically, it attempts a phased approach to providing practical, useful information on the activities and on the costs, benefits, and limitations of selected programs throughout the United States. A detailed NEP methodology has been developed to guide the assessments.*

Each NEP assessment focuses on a group of projects with similar objectives and strategies. The work is performed in phases. The Phase I assessment concentrates on (1) assembling and organizing what is currently known about the topic area from existing data, and (2) designing and testing approaches to collecting further information. After reviewing these results, LEAA may choose to fund a Phase II study of projects in the area. The decision to fund this more intensive evaluation is based on considerations of cost, feasibility, and probable value to decision-makers.

Within this NEP Phase I context, the goals of this assessment of victim/witness assistance (V/WA) efforts were:

- to describe current victim/witness assistance efforts across the country;
- to retrieve available evidence about the strengths and limitations of V/WA projects in terms of their process and outcomes;

*The National Evaluation Program methodology is detailed in a series of documents developed by the Urban Institute from 1974 through 1978.

- to identify significant gaps in our knowledge about these projects; and
- to suggest evaluation designs for filling these gaps.

Several methods were used to accomplish these goals: completed evaluations, reports, and related literature were systematically reviewed for relevant evidence; a mail survey of the universe of victim-witness assistance projects was conducted; and intensive site visits were made to 20 projects. Data collected from all three sources are reported in this volume.

B. Definition of Victim/Witness Assistance

The definition of the V/WA project universe under examination has been progressively refined throughout the course of this assessment. The final roster of projects on which our findings rest meets the criteria described below.

Project Purpose: All projects share one or more of these general goals:

To ameliorate the effects of criminal victimization by the offender or by the criminal justice system.

To encourage and facilitate the participation of victims and witnesses in the criminal justice system.

To improve the criminal justice process through more effective and efficient victim/witness utilization.

Target Population: Each project defines service to crime victims or witnesses as one of its primary functions. Projects serving only child abuse victims, sexual assault victims, and/or battered women are excluded, as are victim restitution and/or compensation projects.* Projects including

*These exclusions were set forth by LEAA both in the RFP and in the resulting contract.

these components in combination with others eligible for study have been retained in the universe.

Intervention Strategies: All projects provide one or more direct services to victims/witnesses at the local level through a local organization or agency. Excluded under this criterion are:

Projects performing only technical assistance, planning, coordination, public information, or research functions.

Crime prevention projects lacking any special component designed to assist victim/witnesses.

Projects that provide only referral to other direct service providers.

In addition, three special cases were excluded:

Police crisis intervention projects, which normally target family disturbance cases.

Consumer protection/consumer fraud projects.

Witness hotlines for crime reporting.

In each case, these efforts appear to depart radically from the overall constellation of characteristics encountered in actual practice and associated with V/WA programming literature.

Although reference is made continually to "projects" in the definitions and elsewhere, it should be emphasized that this is really a shorthand way to say "local, organized, direct service victim/witness assistance efforts." An agency's V/WA component is included in our universe whether or not the agency considers it a "project." Often agencies associate "projects" exclusively with outside funding. Admittedly, there

is some unresolved ambiguity about the boundary between what most agencies routinely do for and to victims and witnesses and what constitutes a special V/WA effort. Marginal efforts were resolved on a case-by-case basis.*

*For example, all prosecutors notify witnesses about appearances in some fashion. When does notification become a "project" in our sense? In one or two instances where this question arose, it was ruled that simply mailing subpoenas and checking people in as they arrive at court is not a project. The agency must at least attempt some other contact before the court date or offer special information or supportive services.

II. METHODS

Completion of the Phase I assessment of victim/witness assistance projects involved a series of overlapping data collection tasks, which are described in this chapter. Copies of all survey instruments and form letters referenced in the text are included in Appendix B.

A. Identifying the Universe of Victim/Witness Assistance Projects

At the outset of this study, it was estimated that there were some 200 local projects throughout the country providing victim and witness services. One of our first objectives was to identify the potential universe of projects. To complete our initial list we consulted: PROFILE printouts of LEAA's block and discretionary awards to V/WA projects; directories assembled by the National District Attorneys Association and the National Organization of Victim Assistance; recent publications on V/WA services; and organizations with knowledge of V/WA efforts, such as the National Council of Senior Citizens, the National Association of Counties, and the National Council on Crime and Delinquency.

To ensure that the emerging list was comprehensive and included locally funded projects, we also undertook a post card survey of:

- the membership of the National Organization of Victim Assistance (NOVA),
- all executive directors of state criminal justice planning agencies,
- all directors of regional criminal justice planning units,

- all chairpersons of criminal justice coordinating councils,
- all prosecutors and chiefs of police in jurisdictions with populations greater than 50,000 persons,
- a 30 percent random sample of police chiefs and prosecutors in jurisdictions of 25,000 to 49,000 persons, and
- a 15 percent random sample of police chiefs and prosecutors in jurisdictions of 10,000 to 24,000 persons.

A simple form letter requested that the respondent return a prepaid post card listing the name, contact person, and telephone number of any V/WA projects in his or her jurisdiction. It was assumed that post card returns would be high from those jurisdictions having projects, but that most others would not bother to respond.

The mailing list totaled 1,799. In all, 508 cards were returned, for a response rate of 28 percent. Of over 400 projects named by the respondents, about 100 were unknown to us through other sources. In most cases, these were relatively new projects--some not yet underway. Based on this procedure, we believe that we captured the universe of projects already in operation for several months to a year, the group deemed most critical in arriving at "state-of-the-art" judgments. The result was a preliminary roster of 459 projects.

Next, we attempted to obtain brief project descriptions, sufficient to (a) determine whether projects fit our evolving definition of the universe, and (b) provide a baseline for selection of projects for site visits. Several approaches were employed initially. These included reviewing grant applications at the National Criminal Justice Reference Service, reviewing files at LEAA, and scanning all relevant project-specific literature we could gather

through local libraries. These methods, while quite effective in turning up documentation on current or former LEAA discretionary grant projects, yielded very little information on block grants or projects lacking any history of LEAA support. We therefore decided to turn to the state planning agencies and to the individual projects themselves.

With the endorsement of the National Council of State Criminal Justice Planning Directors, we prepared a mailing to all SPA's, requesting verification of the V/WA block grant list for the state and requesting copies of project abstracts, final/interim reports, and evaluation reports. About 20 states responded to the request: for most projects the information yield was low, although a few states furnished exceptionally comprehensive documentation on their projects.

Finally, project staff actually contacted or attempted to contact by telephone nearly all of 459 V/WA projects placed on our initial roster.

Telephone follow-up permitted us to:

- obtain basic descriptions of most projects;
- verify project address and most appropriate future contact person; and
- identify duplicate, defunct, or non-existent projects and projects not meeting basic criteria for inclusion.

Through this process, we identified numerous duplicate, defunct, or non-existent projects, as well as 101 projects not meeting the working definition of a victim or witness assistance effort. This working definition was virtually identical to our "final" definition, spelled out in

Chapter I.* When there was any doubt about a project's appropriateness for the universe, it was retained. The result of this screening process, completed by mid-November 1978, was a roster of 256, which constituted the pool of candidates for site visits.

The roster expanded and contracted several times thereafter, as more and better information was acquired. A later version of the list was used for the April mail survey of all projects. All site visit selections were made from the original group, however.

A directory of all victim/witness assistance projects known to us as of June 1979 appears in Appendix A.

B. On-Site Observations of Operating Projects

Observation of V/WA projects in operation is the cornerstone of the NEP Phase I assessment. For this reason, considerable attention was devoted to selection of 20 projects to be visited and to development of appropriate field work procedures.

Site Selection

In approaching site selection, we rejected random sampling as inappropriate to our relatively small and rather diverse universe of projects. Instead, we utilized a purposive selection procedure governed by a few basic principles.

*It had been expected that the interplay of gathering project-specific information, reviewing the theoretical literature, developing a conceptual framework for assessing the state of current knowledge, and identifying areas for future research would produce several iterations of the universe definition and its boundaries. In effect, this did occur, but only in the first few weeks of effort. Thus, the working definition in use at the point the roster was screened proved satisfactory throughout the balance of the project.

First, the final selections were intended to roughly represent the V/WA universe in terms of funding source, rural/urban location, and type of operating agency. A second basic principle governing site selection was that selected projects also represent variation on characteristics such as project size, range of services delivered, budget, and geographic location. As much as possible, we wanted to evolve models that represented the full range of V/WA efforts. Our final principle for site selection merely asserted that chosen projects should be "interesting." For our purposes, "interesting" projects were those in operation for at least a year, serving over 25 clients per month, providing services beyond purely clerical functions such as witness notification, and regularly maintaining records on clients served and service units rendered.

These site selection principles were discussed with the project's Advisory Board, which suggested priorities among the various criteria. The Board also reviewed an initial list of 63 candidates and proposed some additions and deletions for staff consideration in making final selections.

Some trade-offs were necessary, of course, because no project set could perfectly meet all our criteria. In the final analysis, the key variables were:

- client volume,
- age of project (at least one year old),
- project size,
- type of sponsoring agency,
- nature of service delivery,
- availability of data, and
- receptivity to a site visit.

The selections intentionally overrepresented larger, higher-volume, well-documented projects, and projects operated by community-based organizations, which tended to be extremely diverse and had some unique service delivery features. When all other factors were equal, we took advantage of geographical clustering. A roster of 26 candidate projects was compiled, with the expectation that scheduling or other difficulties would necessitate dropping some projects. Twenty sites, listed in Table 2.1, were actually visited. Three of the site visits were considered pretests, but the information obtained was of sufficient quality that we make no distinction in our reports between these and the other visits.

Comparison of Sites Selected to Mail Survey Respondents

Table 2.2 compares selected characteristics of the visited projects to the 227 mail survey respondents. Of the 20 projects intensively examined, six are sponsored by a prosecutor's office, five by law enforcement agencies, five by community-based organizations,* one by a probation department, and the remaining three by other host agencies. Two-thirds of the sites provide services to a county or multi-county area, while the rest serve a city or town. More than half of the projects had a target population over 500,000, with 25 percent of the sites offering services in areas with one million residents or more.

*We use "community-based organization" to refer to local nonprofit service organizations, including those receiving their funds from government sources and serving city- or county-wide jurisdictions. The exceptions are hospitals, health centers, and churches, which were assigned a separate code.

TABLE 2.1. SITE VISIT PROJECTS

Project	Host Agency Type	Site Visit Dates
Glendale Citizen Participation and Support Program Glendale, Arizona	City Manager's Office	May 2-3, 1979
Victim/Witness Program San Jose, California	Community-Based Organization	May 7-9, 1979
Aid to Victims and Witnesses San Mateo, California	Probation	May 7-9, 1979
Victim/Witness Assistance Unit Boulder, Colorado	Prosecutor	April 30- May 1, 1979
York Street Center Denver, Colorado	Community-Based Organization	May 2-4, 1979
Comprehensive Crime Victim Services Unit Hamden, Connecticut	Police	April 19-20, 1979
Victim Advocate Program Ft. Lauderdale, Florida	Police	March 27-28, 1979
Witness Liaison Program Ft. Lauderdale, Florida	Board of County Commissioners	March 29-30, 1979
Victim Advocate Program Jacksonville, Florida	City/County Sheriff	April 4-5, 1979
Victim Assistance for Older Adults Tampa, Florida	Community Mental Health Center	April 2-3, 1979
Victim/Witness Project, Inc. Chicago, Illinois	Community-Based Organization	May 10-11, 1979
*Victim Assistance Project Indianapolis, Indiana	Police	March 7-9, 1979
Victim/Witness Assistance Project Auburn, Maine	Prosecutor	April 25-27, 1979
Victim/Witness Assistance Program Detroit, Michigan	Prosecutor	April 11-12, 1979
Newark Victim Service Center Newark, New Jersey	Police	April 19-20, 1979
Victim/Witness Assistance Program Victim Services Agency Brooklyn, New York	Community-Based Organization	March 28-30, 1979
Prosecutor's Witness Bureau Akron, Ohio	Prosecutor	April 2-4, 1979
Victim/Witness Division Canton, Ohio	Prosecutor	April 5-6, 1979
*Center for Victims of Violent Crime Pittsburgh, Pennsylvania	Community-Based Organization	March 1-2, 1979
*Victim/Witness Unit Portsmouth, Virginia	Prosecutor	March 5-6, 1979

*Pretest sites

Eight of the projects selected began in 1975 or earlier. While 15 (75 percent) of the sites began with LEAA funding, only nine (45 percent) were still relying on LEAA funds as the primary source of support at the time of the site visits. Budgets of \$100,000 or more characterized over half of the projects.

About 75 percent of the site-visited projects provided some direct assistance in at least four or five service areas: emergency services, counseling, police-related services, court-related services, and other direct services (defined as claims and restitution assistance). All but one of the 20 projects had one or more paid full-time staff, and nine had some part-time employees. Over half of the sites had one or more volunteers, with five projects having at least 20 volunteers associated with the project.

When the two distributions in Table 2.2 are compared, we see that the set of visited projects tends to reflect the initial selection criteria. For example, over half of the victim-witness assistance projects in the country are sponsored or operated by prosecutors. We purposely underrepresented this group in our final site selection (30 percent of our sample) in order to seek more community-based and "other" projects. Again, established projects, with more than one year in operation, were purposely selected. In fact, 18 of the 20 project sites (90 percent) began prior to 1978, compared with only 60 percent of all of the projects surveyed.

Comparison of the distribution of primary funding source for mail survey respondents and the project sites shows that visited projects are somewhat less likely to be relying primarily on LEAA funds now, but are somewhat more

TABLE 2.2. COMPARISON OF SITE VISIT PROJECTS WITH MAIL SURVEY RESPONDENTS

	Site Visit (N=20)	Mail Survey ¹ (N=227)
<u>Host Agency</u>		
Police/Sheriff	25%	12%
Prosecutor	30%	56%
Community-Based Organization	25%	18%
Probation	5%	3%
Other	15%	11%
<u>Jurisdiction</u>		
Neighborhood	0%	8%
City or town	35%	15%
County	60%	64%
Multicounty/State	5%	8%
Other	0%	6%
<u>Jurisdiction Size</u>		
		(N=220)
Less than 100,000	15%	19%
100,000 - 249,000	15%	26%
250,000 - 499,000	10%	21%
500,000 - 999,000	35%	21%
1,000,000 and over	25%	12%
<u>Start Date</u>		
		(N=225)
Before 1976	40%	20%
1976 - 1977	50%	40%
1978 or later	10%	40%
<u>Current Primary Funding Source</u>		
		(N=226)
LEAA	45%	55%
Other	55%	45%
<u>Initial Funding Source</u>		
		(N=165)
LEAA	75%	59%
Other	25%	41%
<u>Current Budget</u>		
		(N=186) ²
Less than \$50,000	30%	50%
\$50 - 99,000	15%	20%
\$100 - 199,000	35%	15%
\$200,000 and over	20%	16%
<u>Number of Service Areas³</u>		
		(N=192)
One area	0%	4%
Two areas	5%	11%
Three areas	20%	25%
Four areas	30%	29%
Five areas	45%	32%
<u>Project Staffing⁴</u>		
Full-time (1 or more)	95%	91%
Part-time (1 or more)	45%	38%
Volunteers (1 or more)	55%	40%

¹Mail survey frequencies include site visit projects. Where numbers for individual analyses differ from 227, they are reported below.

²The remaining projects either reported no figures or stated that they did not have a budget separate from the sponsoring agency.

³The service areas include 1) emergency services, 2) counseling, 3) police-related services, 4) court services, and 5) other direct services (assistance with witness fees, insurance claims, compensation, and restitution).

⁴Percentages do not add to 100 because projects may have more than one category of staff.

likely to have started with LEAA support.* The selected sites also tend to have larger budgets than the mail survey projects and are located in areas higher in population than the universe of victim/witness projects. This is a reflection of our preferences for projects with good documentation and with client volume over 25 per month.

Site visit projects were more likely than the projects as a whole to provide assistance in four or five of the service areas. While the selected sites were representative of all survey respondents in the utilization of full-time and part-time staff, proportionately more of the visited projects utilized volunteers.

Despite the intentional skewing of some distributions, we tried to retain in our visit sample enough examples of smaller projects and prosecutor projects, for example, to ensure a comprehensive look at V/WA efforts. In that, we believe we have succeeded, based on the evidence of Table 2.2.

Site Visit Instrumentation and Pretesting

Prior to initiating field data collection, a series of instruments was drafted to guide staff in their on-site work. Instruments initially took the form of comprehensive outlines of data needs, covering areas such as: resource inputs, activities, project environment, goals and expectations, record-keeping, and documentation of outcomes. A general roster of suggested interview candidates also was

*In part, this difference may be due to the underrepresentation of prosecutor projects in the site selection; projects sponsored by prosecutors more frequently began with CETA funding or used non-Federal sources. It also is a function of our preference for older projects in the site selection process.

prepared, and appropriate areas of inquiry from the data outline specified for each category of interviewee, e.g., project director, police chief, etc. A checklist of archives and forms to obtain at each site was prepared. It was assumed that all interviewing would be relatively unstructured, with staff free to exercise their own judgment about appropriate lines of questioning with individual respondents. They were expected to cover all main topics in the data outline, however. All staff selected for on-site data collection had prior experience with this type of field interviewing.

Three projects--one prosecutor-based, one police-based, and one community-based--were selected as pretest sites. Each site received a two-day visit by two staff members, who experimented with the suggested interviewee list and draft instruments; they spent some time jointly interviewing respondents, and some time working alone. Debriefing sessions were held following the visits to evaluate the approach.

We concluded from the three pretest visits that two to three days on site by a single staff member would suffice for the remaining visits if staff were properly prepared. Staff agreed that more advance documentation should be obtained. Some revisions also were suggested in the list of preferred interviewees, reflecting a collective judgment that more time should be spent on current project operations and experiences and less on documenting details of past history. The data collection outline was greatly simplified and interview guides in the form of checklists for various classes of respondents were prepared. These guides were designed to function as reminders of topics to cover. Sample guides and checklists are included in Appendix B.

Site Visit Procedures

All prospective site visit candidates were contacted by telephone to explore willingness to accept a site visit and to discuss any scheduling constraints or preferences. The project director was told that participation was voluntary. This contact was followed up by a letter providing information on the NEP Phase I program and requesting specific documentation. Site visits were eventually scheduled with 17 sites in addition to the three pilot test projects.*

Preparation for visits included collecting and reviewing all relevant project-specific information such as quarterly reports, grant applications, statistical summaries, evaluation studies, and other descriptive literature. A second critical pre-visit activity was identifying and scheduling appointments with key persons who had knowledge of project operations and/or interactions with the target populations served. Our preferred list of interviewees included: the project director and any available predecessor, direct service staff representing various job categories, the head of the host agency, the police chief, the prosecuting attorney, directors of other V/WA efforts at the site, and other social service agency or criminal justice personnel knowledgeable about the project or its environment. The latter typically included referral sources or recipients, organizations for which the project had provided training, advisory board members, and local criminal justice planners.

In every location, the project director and some staff were interviewed, as were the host agency head, the police chief, and the prosecuting attorney or designees. Beyond

*Six sites were dropped, partly as a result of scheduling difficulties, lack of time, and lack of documentation. In a couple of cases, projects had already been "overvisited" by other investigators and were understandably reluctant to accept another researcher.

that, there was considerable variability across sites; but in all, close to 200 individual interviews were conducted. Interviews varied from 15 minutes in length for some staff members to up to three hours or more for project directors. The average was about one hour.

Exploration of archives generally was not very time-consuming, because key materials had been mailed in advance and little else was available at many sites despite our attempts to select projects with good documentation. Where feasible, however, sample client files and other records were examined. Informal observation of project activities was also an important part of the on-site process. In some locations, the investigator was able to accompany project staff on crisis intervention calls, observe staff assisting a victim testifying in court, or sit in on a witness orientation session. Some observation was inevitable simply by virtue of interviewing project staff in their office quarters.

C. The Mail Survey

The other major component of Phase I data collection was a mail survey of all identified V/WA projects. The mail survey was designed to elicit descriptive information about each project's service components, target population, funding history, and staffing pattern. The primary aim was to supplement and amplify the findings of on-site observation and to help put them in a broader perspective.

An early draft of the mail survey instrument was pretested on a "walk through" basis at three locations. AIR staff visited directors of three nearby projects and asked each director to complete the survey and provide immediate feedback. Following revisions, the survey form was mailed to nine projects randomly selected from the roster. Each project was contacted in advance to ensure willingness to

assist with the pretest, since the purpose was improvement of the instrument rather than testing of return rates. Projects received the draft instrument and a form on which to record comments and the length of time required to complete the survey. All pretesting and substantive revisions were completed in January 1979.

The instrument and supporting materials were submitted for OMB approval in January. Upon receipt of clearance in April 1979, a mailing to all projects was prepared. Copies of the survey instrument and cover letter appear in Appendix B.

Surveys were mailed to 318 projects, all those on the current roster. All non-respondents to the first letter were mailed a reminder post card; this was followed with a telephone call to those that had still not responded. A total of 237 responses were received, for an overall response rate of 75 percent.

Through review of survey responses and information elicited in the telephone contacts, we determined that 38 projects on the full mailing list and nine of our respondents did not meet criteria for inclusion in the V/WA universe. This reduced the total base to 280, with 228 valid responses (or 81 percent) received. All responses but one were processed in time to be included in the survey data analysis.

All coding of survey responses was supervised by project staff, and every fifth survey was rechecked for coding reliability. No systematic errors were identified. Similarly, every fifth record was examined for key-punching errors. Standard data cleaning procedures were employed; all out-of-range values identified were investigated and errors corrected. Data analyses, including frequencies, cross-tabulations, and correlations, were performed on AIR's in-house computer system, using the Statistical Package for the Social Sciences.

D. Model Development

An ultimate aim of the NEP Phase I process is to arrive at a model or models which can adequately represent the family of projects under scrutiny. These models, presented in the form of synthesized flow diagrams, portray in simplified form the operational logic of interventions actually observed in the field. The models have multiple uses in the NEP approach:

- They describe the interventions in summary form.
- They suggest approaches to measuring and evaluating the interventions.
- They provide a framework for synthesizing readily available information about the interventions.
- They assist in shaping proposals for further research.

The remainder of this report is organized around the notion that there are two main models (plus a third hybrid) which help us understand V/WA projects. A few general observations are in order first, however.

The Model-Building Process

Models are always simplifications of reality; they present conceptualizations of those elements and functions which the model-builder "knows" about. There are no rules which govern how complex or how simple a model should be, nor is there any way to know what fraction of real world complexity is represented by a given model. The model-builder addresses this dilemma by striving for:

- complexity sufficient to persuade knowledgeable people that there is some correspondence between the model and reality, and
- simplicity sufficient to permit operational tests of the elements and relationships represented.

It can be proved that a particular model, or some part of it, is wrong. It cannot be proved that some representation is correct. All that can ever be claimed is that some data support the plausibility of the model. The real test is always one of the utility, for some specified purpose, of viewing reality in the manner suggested by the model.

In the case at hand, we know that we want our models to represent those linkages which are most important to decision-makers at Federal, state, and local levels. Measurement of these linkages should answer key questions about when and under what conditions a jurisdiction might want to implement a victim/witness assistance project. For example, what components contribute most to increasing witness appearance rates? If witness appearance is increased, does this result in significant savings in court time or more successful prosecutions? Does crisis intervention for victims result in improved citizen cooperation with the police department? Linkages which have trivial implications for (a) decision-making or (b) understanding how well or why projects are working, are less important for our model.

The model-building process for NEP Phase I is an iterative one. The early stages of the effort were based on a thorough review of available written information on specific V/WA efforts, as well as on works bearing on the theories of victim and witness assistance and victimology. Based on this accumulated documentation and on numerous telephone contacts with operating projects, a tentative project typology was constructed: "victim-focused," "witness-focused," and "integrated" projects. Simple models, or "program rationales" in AIR terminology, were developed for the first two; the third was assumed to be a hybrid.

These preliminary models were used in developing data checklists and outlines for site visits to ensure that relevant characteristics were covered. Field staff were not instructed to force reality into the model, however; instead, each generated his or her own project narrative and companion diagrams to represent the observed reality. The synthesized models presented in the next chapter were then prepared from a systematic review of the narrative and diagrammatic materials which resulted.

In effect, the notion of three model types was confirmed by the on-site experience. All projects observed were easily classified into one of three types. We later attempted to classify mail survey respondents into the same categories, although the survey instrument had not been specifically designed with this in mind. Again, as described in Chapter III, we found that three types could reliably be distinguished.

In the literature, we have encountered little in the way of alternative V/WA typologies or models.* The only recent example is that proposed by William McDonald (1976). McDonald suggests a three-fold classification of V/WA projects according to their objectives:

- victim control projects, oriented mainly to system efficiency goals (and V/WA co-optation);
- victim assistance projects, oriented to restoration of damaged victims and prevention of revictimization; and
- victim advocacy projects, oriented to legal justice for the victim and institutionalizing a role for victims in the system.

*Newton's (1976) typology is not substantially different from ours. Her review distinguishes three models: comprehensive victim service programs, victim-witness programs, and rape victim programs. The first two are roughly comparable to our victim model and witness model respectively, while the third is outside of our scope of inquiry.

This objective-based typology has some correspondence to the one proposed by AIR: it might be argued that McDonald's "victim control" project resembles our witness project, while his "victim assistance" project resembles the victim project in our typology. There is no equivalent for the "victim advocacy" project in our scheme, however.

McDonald's typology is based on the assumption that fundamental conflicts may exist among the three classes of objectives. We believe such conflicts occur, but their incidence and intensity are difficult to assess. Certainly, many projects articulate all three types of objectives, but in examining the issue in our victim and witness type projects, we found that conflicts between system efficiency and victim restoration goals are not perceived as salient problems by project staff. Generally, helping the victim is perceived as also good for the system, although some balancing of competing concerns is obviously required.* Clearly, there are differences in emphasis, however, and these are reflected in our discussion of the two main models in Chapter III.

We encountered no projects during our site visits in which advocacy (in McDonald's sense) was the dominant emphasis. Although many projects visited provide advocacy on an ad hoc basis for individual victims or engage in more systematic attempts to change procedures and statutes governing victim compensation or witness appearance requirements, none adopt the more adversarial stance to the criminal justice system described by McDonald. Based on limited anecdotal evidence and reports in the literature, plus examination of mail survey responses, we believe that there may indeed be projects

*To be sure, staff can cite specific cases where system needs and victim needs were difficult or impossible to reconcile, but these tend to be viewed as exceptions.

fitting a "victim advocacy" model. Certainly they are a small minority of all V/WA projects as defined for this study.* Our observations and other work do not permit us to describe these interventions and their logic in detail or to determine whether sufficient commonalities exist among them to warrant a fourth model.

*Had our scope of inquiry included rape crisis programs, a victim advocacy model might have been required.

III. VICTIM/WITNESS ASSISTANCE PROJECTS IN ACTION

This chapter describes victim/witness assistance projects in operation--their goals and expectations, inputs or resource levels, processes, and environments. It is based primarily on field observation of twenty projects and on a mail survey of 280 projects* believed to represent the universe of victim witness assistance projects meeting our definitional criteria. Two hundred twenty-seven projects, or about 81 percent, responded to the survey.**

A. Classification of Projects into Type I, II, or III

Victim-witness assistance projects fall into three distinct groups, which we will term:

- Victim, or Type I projects;
- Witness, or Type II projects;
- Victim-witness, or Type III projects.

The existence of three distinct project types (or emphases) was suggested by review of the literature prior to initiation of field work and has been essentially confirmed by the on-site experience.

* In the narrative, "observed" or "site-visited" is used to indicate the 20 projects observed in the field and "mail survey" or "survey" is used to indicate the sample of projects that responded to the mail survey. Complete tables summarizing mail survey results are included in Appendix C.

**A total of 318 survey questionnaires was mailed, but it was determined through telephone follow-up that only 280 projects met our criteria. Of these 280, 228 responded to the survey, but one response was received too late for inclusion in the data analysis.

Classification of projects into three types is based primarily on differences in definition of target clientele and in primary point of intervention with victims or witnesses in the criminal justice process. Differences on these dimensions were found to be closely associated with (a) differences in project goals and expectations about impacts, (b) methods of identifying and contacting clients, (c) services delivered, and (d) other intervention characteristics. Although a number of the differences are of degree rather than kind, it is noteworthy that no disagreements arose among project staff over the proper classification of any of the 20 projects visited. Ten were classified as Type I, seven as Type II, and three as Type III.

Two staff members independently classified the 227 mail survey projects as Type I, Type II, or Type III models using the same criteria employed in the classification of observed projects. Key items for distinguishing among types were point of intervention, target clients, and services provided. (See mail survey instrument in Appendix B.) Backup materials to the survey instrument were used when they were available. This process yielded disagreement on only seven percent of the projects. Most of the disagreements were between Types I and III or Types II and III, rather than between Types I and II. In cases of disagreement, a final classification was reached through informal discussion, or the project was ruled unclassifiable. Of the 227 projects responding to the mail survey, 89 were classified as Type I, 107 as Type II, 24 as Type III, and seven were not classified because of missing or conflicting information.

An overview of how the three types differ on key dimensions is presented in Table 3.1. It indicates that victim projects primarily serve victims who are not also witnesses and that they obtain these victims through some link with the police department or community agencies.

TABLE 3.1. INTERVENTION STRATEGY: THREE MODEL TYPES

	Victim I	Witness II	Victim-Witness III
Target Population	Victims	Witnesses	Victims and Witnesses
Primary methods of locating clients	<p>Screening police reports.</p> <p>Response to police calls from crime scene.</p> <p>Referrals from other agencies or self-referral.</p>	<p>Review of witness lists or subpoena lists.</p> <p>Referral from prosecutors.</p> <p>Referrals from other agencies or self-referral.</p>	Combinations of methods under I and II.
Availability	Round-the-clock through on-call arrangements.	Regular office hours, Monday through Friday.	Varies.
Primary service emphases	<p>Counseling: crisis intervention, follow-up, and/or supportive.</p> <p>Service referral/advocacy with referral agencies.</p>	<p>Schedule and disposition notification, reception, orientation, alert.</p> <p>Arrangement of appearance support, e.g., transportation, child care, protection, escort.</p>	Combination of I and III.
Location	Often in law enforcement agency, but varies.	In courthouse or prosecutor's office.	Varies. Some with multiple locations.

Counseling and service referrals are the predominant services. Witness projects, on the other hand, serve witnesses located through prosecutor referrals or review of subpoena and witness lists. Activities to ensure witness appearance predominate. Type III projects combine components of each of the other two types.

Table 3.2 summarizes some other characteristics of the three model types.* It is immediately evident that host agency is associated with model type among both site visit and mail survey projects. With only minor exceptions, police and/or sheriffs sponsor victim projects; prosecutors' offices sponsor both Type II (witness) and Type III (victim/witness) models. Community-based nonprofit organizations** are involved in all program types, but most of the community-based efforts are victim projects. The few probation projects also are found in all three types. The differences in sponsorship largely explain the systematic differences in jurisdiction served, since most police agencies serve municipalities and most prosecutors' offices serve county or city-county combinations.

Both victim and victim-witness projects tend to be older and more experienced than the witness projects. Almost 60 percent of the Type III projects and 38 percent of the Type I projects have annual budgets over \$100,000, in contrast to

* Two conventions were systematically observed in analyzing mail survey data for this chapter. First, the seven unclassifiable projects were omitted. Second, mail survey responses from the 20 site visit projects were always included. A maximum of 220 responses was available for any single analysis.

**As noted in Chapter II, our definition of community-based organizations includes organizations which receive all or most of their operating funds through government contracts and serve city or county jurisdictions. We recognize that some observers would characterize these as "quasi-governmental" agencies.

TABLE 3.2. PROJECT CHARACTERISTICS BY MODEL TYPE:
PERCENT DISTRIBUTION

PROJECT CHARACTERISTICS	Victim		Witness		Victim-Witness	
	Site Visit (N=10)	Survey (N=89) ¹	Site Visit (N=7)	Survey (N=107) ¹	Site Visit (N=3)	Survey (N=24) ¹
<u>Host Agency</u>						
Police/Sheriff	50%	28%	0%	1%	0%	0%
Prosecutor	0	2	71	93	33	83
Community-Based						
Organization	30	38	14	4	33	8
Probation	0	5	0	1	33	8
Other ²	20	27	14	2	0	0
<u>Jurisdiction Served</u>						
City/Neighborhoods	40%	50%	14%	6%	33%	8%
County/City & County	60	37	71	79	67	88
Multi-County	0	3	14	11	0	4
Other	0	10	0	5	0	0
<u>Starting Year</u>				(N=105)		
1975 or before	60%	10%	29%	5%	33%	8%
1976-77	30	53	43	51	33	58
1978 or later	10	37	29	44	33	33
<u>Primary Funding Source</u>				(N=106)		
LEAA ³	40%	58%	43%	54%	33%	50%
CETA ³	10	7	29	9	0	8
Other Federal	0	6	0	3	33	0
State	0	3	0	5	0	0
County	10	5	14	23	33	29
City	30	11	0	2	0	0
Foundations, Charitable						
Organizations, Con-						
tributions	10	7	14	2	0	4
Other	0	3	0	3	0	8
<u>Current Budget</u>		(N=80)		(N=81)		(N=22)
Less than \$50,000	20%	43%	57%	62%	0	27%
\$50,000-99,999	20	20	14	24	0	14
\$100,000-199,999	40	15	14	9	67	36
\$200,000 and over	20	23	14	6	33	23
<u>Original Funding Source</u>		(N=64) ⁴		(N=78) ⁴		(N=19) ⁴
LEAA ³	90%	59%	43%	56%	33%	74%
CETA ³	0	9	43	17	33	5
Other Federal	0	5	0	1	0	0
State	0	2	0	3	0	0
County	0	2	0	17	0	16
City	0	5	0	0	0	5
Foundations, Charitable						
Organizations, Con-						
tributions	10	14	14	4	0	0
Other	0	5	0	3	33	0
<u>Direction of Budget Change Since Year 1</u>		(N=75)		(N=81)		(N=22)
Increase	40%	39%	71%	36%	67%	59%
Decrease	40	13	0	14	0	14
No change	10	17	29	19	0	9
Not applicable	10	31	0	32	33	18
<u>Expectations for V/WA Services in Jurisdiction Five Years From Now</u>		(N=84)		(N=101)		
Disappeared	20%	5%	14%	6%	0	4%
Reduced	10	8	0	4	0	0
About the same	30	14	43	20	0	38
Expanded	40	55	43	59	100	54
Integrated into existing/ another agency	-	10	-	4	-	0
Other	-	8	-	7	-	4

¹Where numbers for individual analyses differ, they are reported below.

²Includes projects operated by other units of local government and by hospitals, mental health centers, or universities.

³Includes projects reporting multiple "primary sources" of funding, including LEAA or CETA. Any project reporting both LEAA and CETA support was included in the LEAA group.

⁴Reported only for projects over one year old.

only 15 percent of the Type II projects. Victim-witness projects are also much more likely to have started with LEAA support than the other two types, but they are less likely to rely on LEAA for their current funding. Overall, however, LEAA is still the dominant funder of victim/witness assistance efforts: at least half of all three types report LEAA as their primary source of support. While the three types also differ in budget trends and future expectations, this may be partially accounted for by differences in project age and implementation status.

B. Diagrams of the Three Model Types

Each of the project types is represented by two diagrams:*

- a program rationale, which portrays the sequence by which project goals and expectations are to be achieved; that is, the linkages between resource inputs, activities, immediate results, and longer-range impacts; and
- a client flow diagram, which illustrates the passage of victims or witnesses through the project, as well as relevant client interfaces with other criminal justice agencies (e.g., the police department).

Program rationales are the more useful tool for assessing the current state of knowledge and developing measurement models and designs for further research. While models in some NEP topic areas no doubt can be summarized in terms of client flow, this proved unworkable for V/WA projects. This is so because many of the outcomes expected from V/WA efforts are criminal justice system-oriented (e.g., "save prosecutor time"), and cannot easily be referenced to individual victim or witness clients. Client flow diagrams are supplemental and present the activity or process elements of the intervention sequence in more detail.

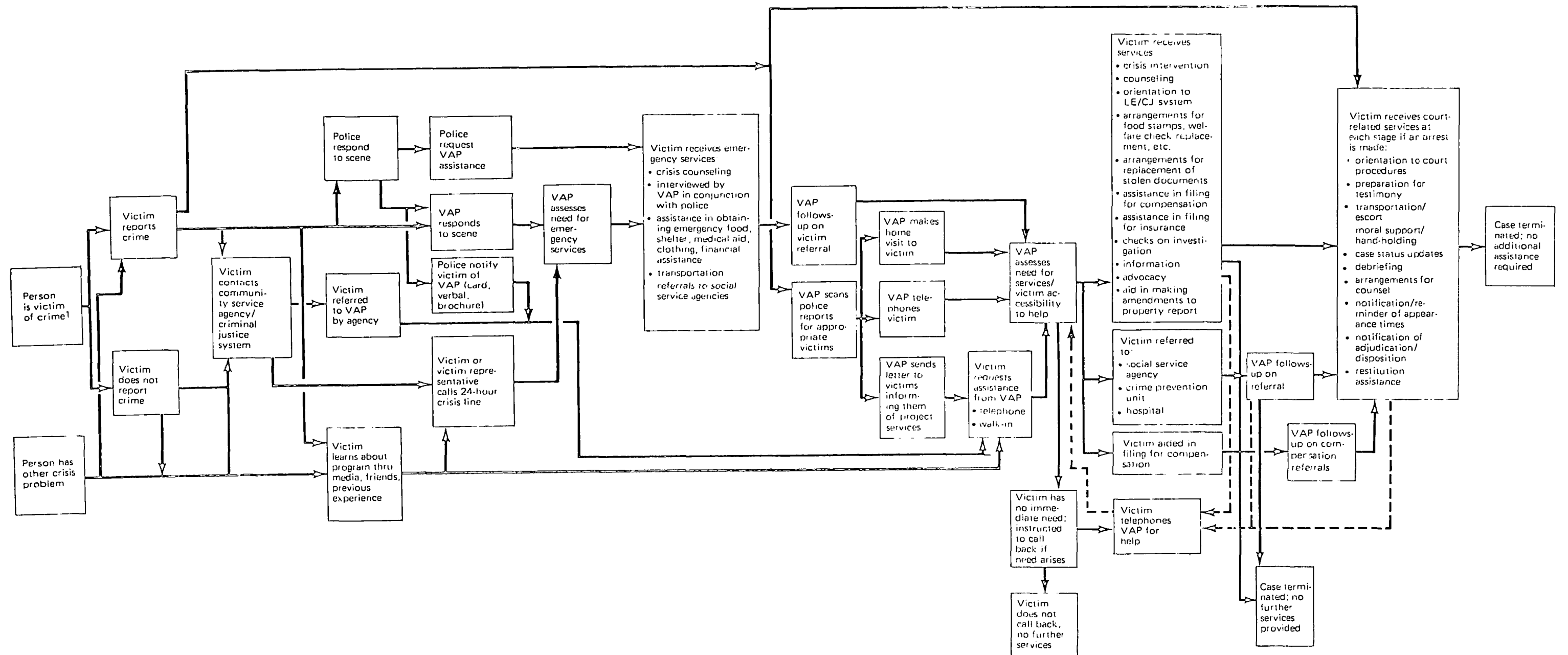
*See Chapter II for a general discussion of the model building process.

The victim model is portrayed in Figures 3.1 and 3.2. Figures 3.3 and 3.4 illustrate the witness model. The Type III model employs the same dynamic in its victim and witness components respectively; therefore, no third set of diagrams is presented. Distinctions among these models are elaborated in the descriptions of the three project types which follow.

1. Victim Model Projects

Projects classified as Type I, or victim model, account for about 39 percent of the 227 respondents to the mail survey and half of the site-visited projects.

The victim projects were influenced by early attempts to improve the lot of rape victims and to bolster police crisis intervention skills for domestic disturbances. Current victim projects have retained the emphasis on early intervention and reductions in victim trauma of these predecessors, but have expanded the target population to serve victims of crimes other than rape and domestic conflicts. Early intervention usually necessitates some linkages with the police department to identify clientele. Our site visit sample conforms to expectations in that regard; half are located within law enforcement agencies and the other half maintain close ties with the police ranging from agreements to summon the project to the scene to routine delivery of daily crime reports. Although only 28 percent of the mail survey Type I projects are actually located in law enforcement agencies, it is likely that the remainder (38 percent in community-based organizations, two percent in prosecutors' offices, five percent in probation departments and 27 percent in "other") work closely with police (see Appendix C, Table 6).



VAP = Victim Assistance Program

¹The term "victim" is used broadly in this diagram. It refers to crime victims, relatives of crime victims, victims of misfortunes other than crimes, and witnesses who were particularly traumatized by the crime.

Figure 3.1 Client Flow Diagram for Victim Model

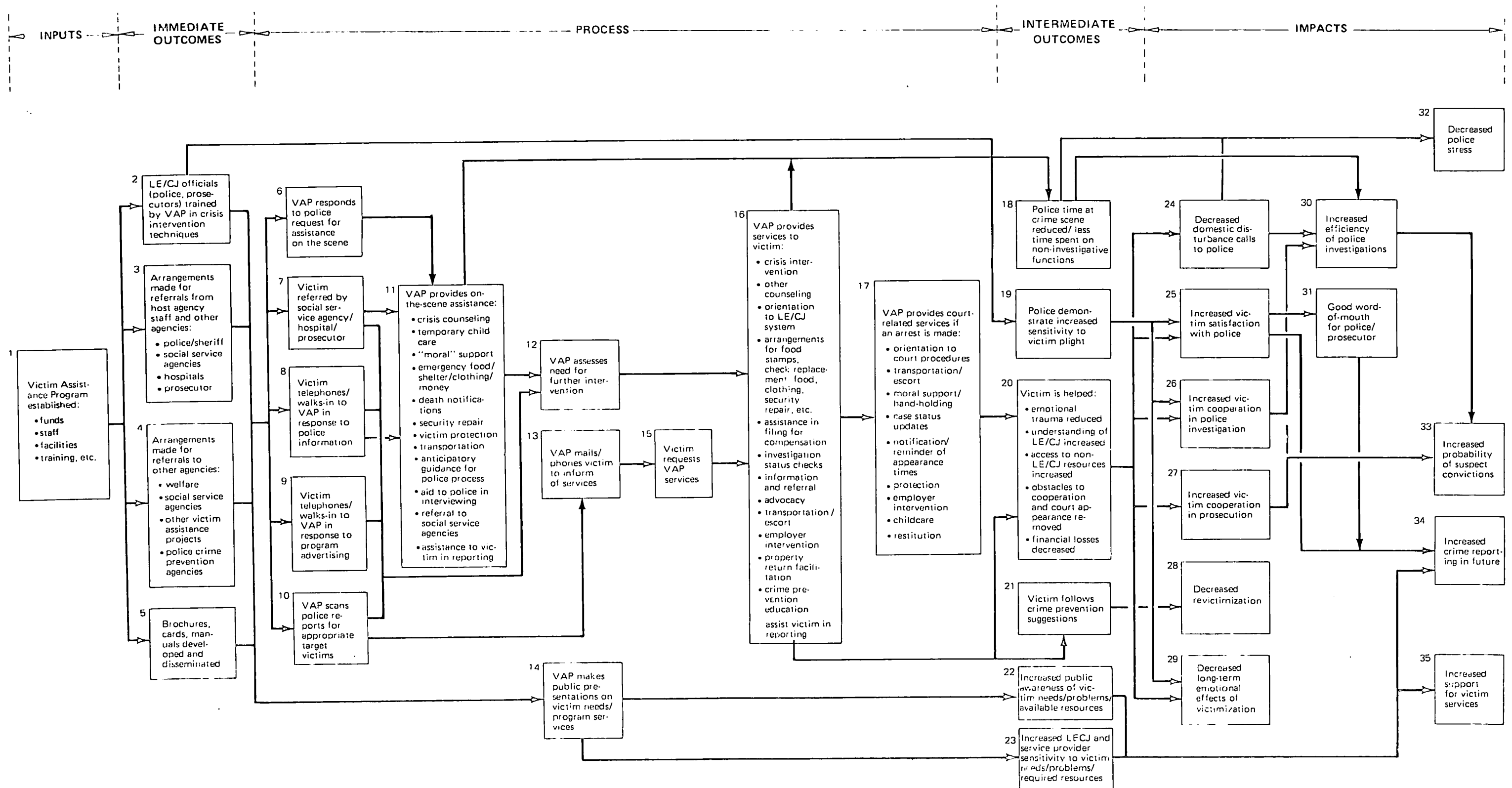
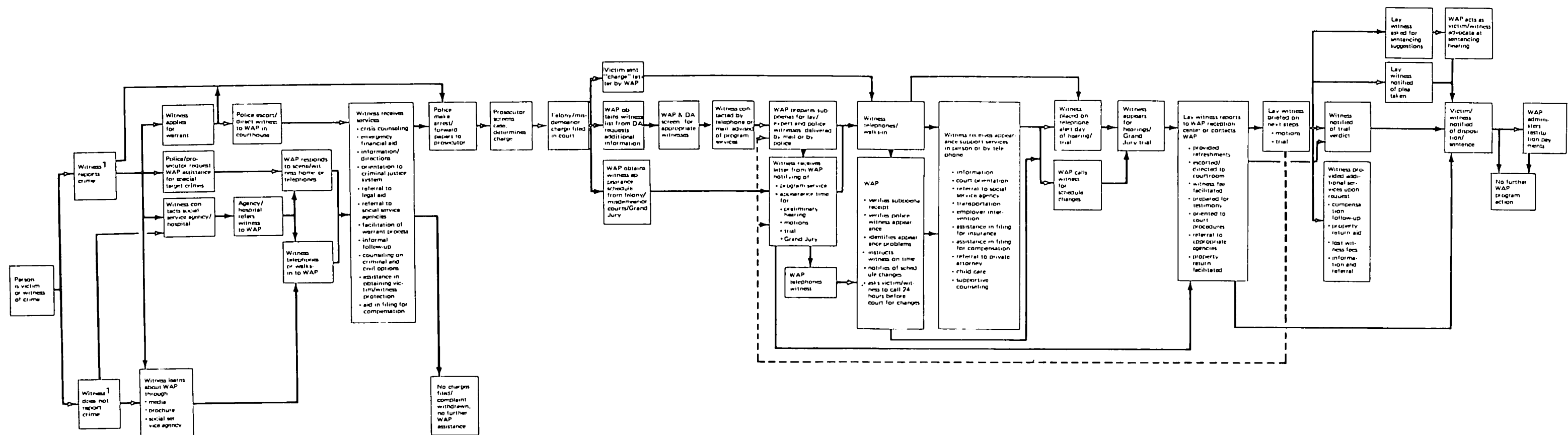


Figure 3.2 Program Rationale for Victim Model



WAP = Witness Assistance Program

¹ Witness may be a victim

Figure 3.3 Client Flow Diagram for Witness Model

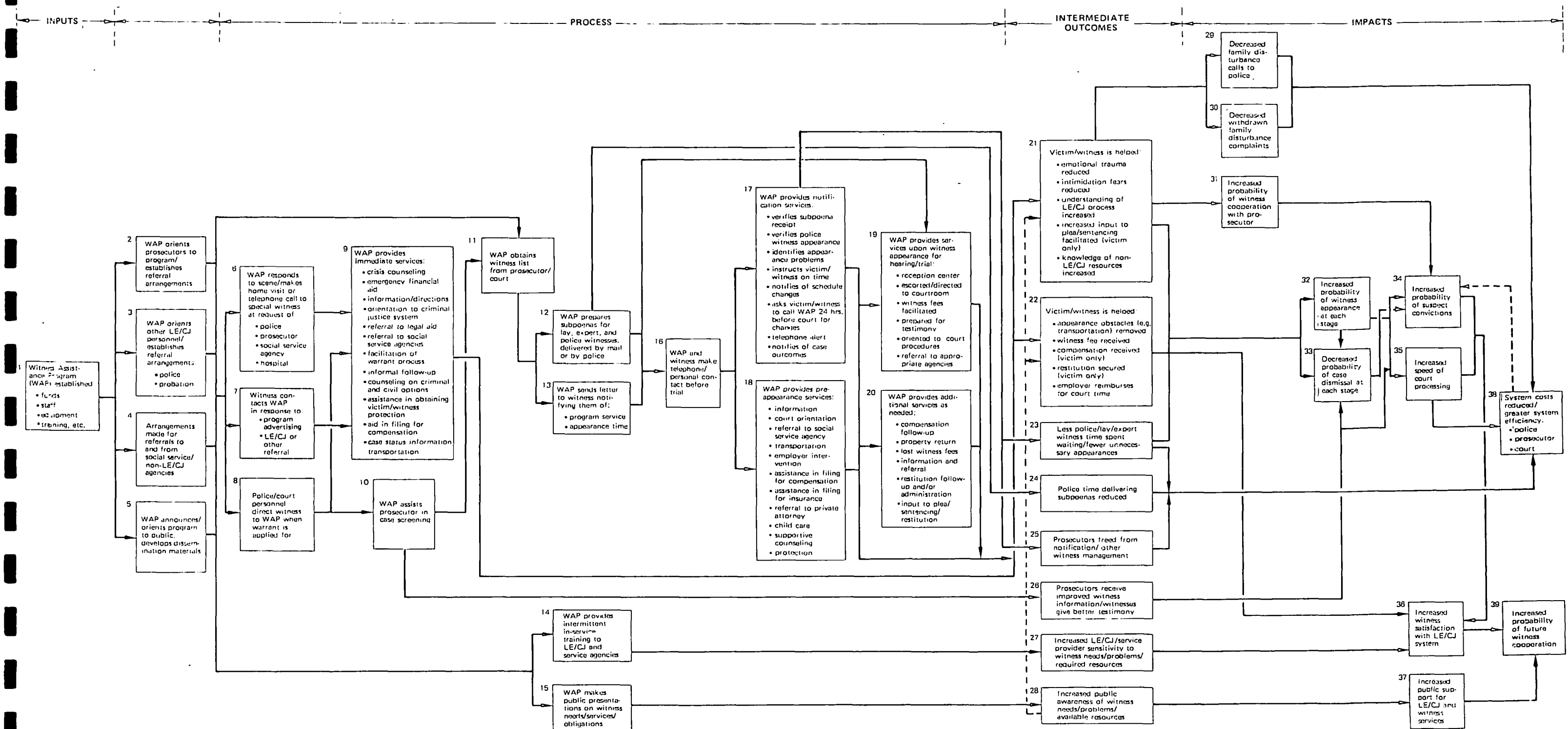


Figure 3.4 Program Rationale for Witness Model

Goals and Expectations

The primary goals of victim model projects are to reduce the financial, emotional, and physical consequences of a victimization and to prevent secondary victimization by the LE/CJ system. Victim projects usually claim a broad array of system-related goals as well, most of which focus on benefits to the police system rather than to the courts. This is not surprising, given that law enforcement agencies are host to 50 percent of the site visit projects and 28 percent of the mail survey respondents classified as Type I. Only one of the site visit victim projects expressed no system-related goals. Other goals emphasized by some Type I projects are crime prevention, diversion of domestic conflict victims from the system, and increased reporting of crimes. Examples of goals articulated by victim model projects are as follows:

Victim-related goals

- "to alleviate the immediate impact of a distressful crime";
- "to mobilize the psychological capabilities and social resources of victims";
- "to act as the victim's advocate within the criminal justice system and to facilitate his/her progress through it";
- "to educate the community about crime prevention strategies";
- "to reduce further victimization";
- "to help [victims] cope with the effects of the crime in an adaptive manner."

System-related goals

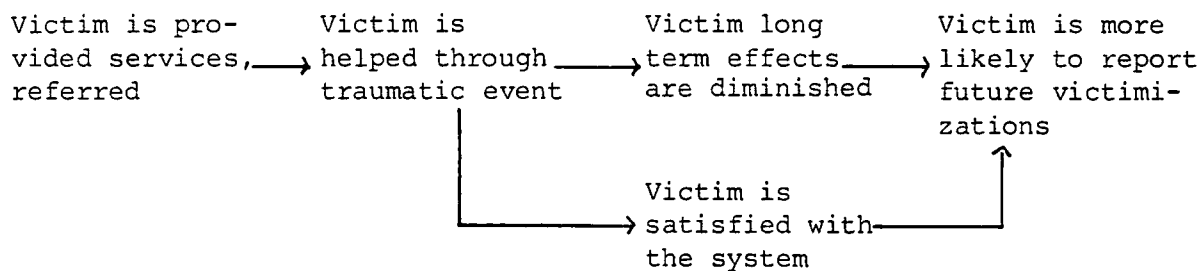
- "to continue education for affected personnel in police departments, criminal justice agencies, courts and hospitals";
- "[to divert] recurring family disturbance victims from police contact";
- "to reduce out-of-service [time] of beat officers";
- "to improve client perceptions of the criminal justice system";
- "to increase reporting of crime."

The logic underlying the goals and expectations expressed by Type I projects is direct: active intervention by project staff will help the victim readjust; because of this aid the victim will in turn cooperate more fully in meeting system needs and will at least have received fair treatment. Within this general rationale, there are several logic chains--victim, police, court system improvement, and crime prevention. The logic of a given project is composed of different combinations of these chains.

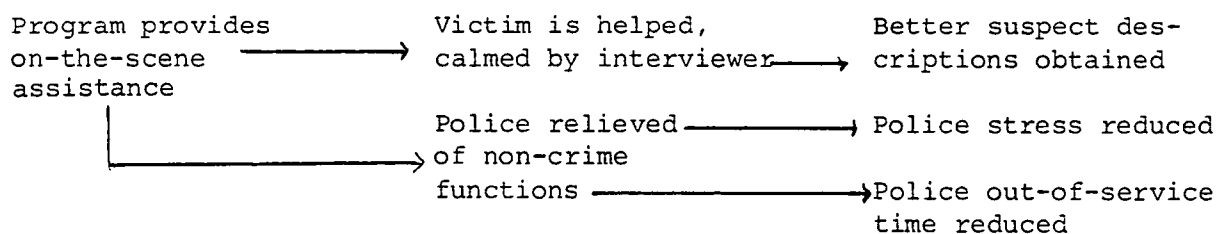
Figure 3.5 presents these logic chains in their simplest state. The victim chain is the cornerstone of the victim assistance movement; it is shared by all Type I projects. The police chain emerges from projects with on-the-scene assistance, usually those operating out of police departments. About half of the site-visited projects described the police logic chain as part of their rationale. The system improvement chain reflects the rhetoric of projects with advocacy and educational functions. To a lesser extent, all projects share this attempt to improve system treatment of victims. The crime prevention and court chains were articulated by a few of the site-visited projects. The court chain refers only to that small proportion of cases for which an arrest is made.

FIGURE 3.5 LOGIC CHAINS FOR TYPE I PROJECTS

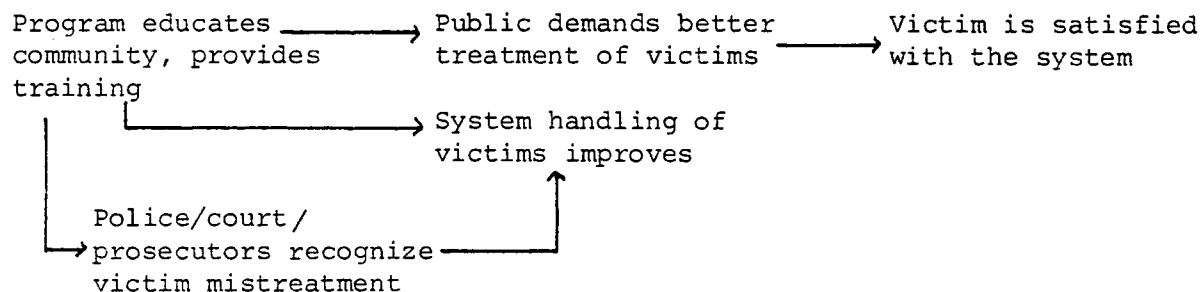
VICTIM



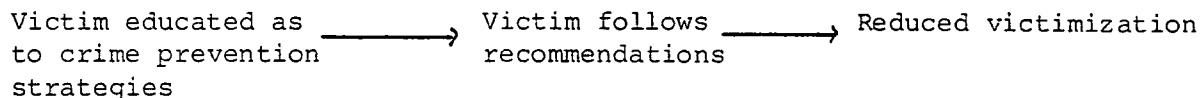
POLICE



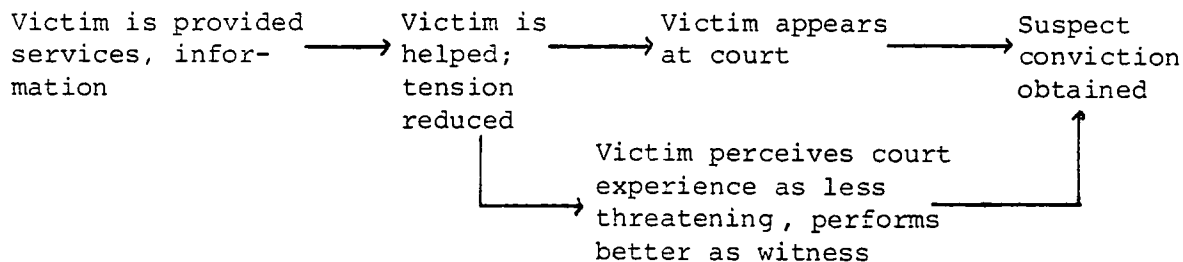
SYSTEM IMPROVEMENT



CRIME PREVENTION



COURT



Target Population

All Type I projects offer their services to crime victims regardless of whether an arrest has been made or is likely in the case. Within this broad category, however, projects generally focus on one or more classes of victims without denying services to other victims. Limits on the target population appear to be guided by the conventional wisdom that rape, other person-to-person crimes, and felonies are the most traumatic for the victims, and by a corollary assumption that the police are the least well equipped to deal with these victims. Practical considerations play a role in target population definition also; it would be very difficult and inefficient to try to contact all victims of burglaries in a large jurisdiction, for example. Among the ten projects in the site visit sample, the special emphases were sex assault, child abuse, crimes against the elderly, domestic violence, and crimes resulting in personal injury or death.

Mail survey Type I respondents serve the same categories of clients as the site visit sample. As Table 3.3 indicates, elderly, sexual assault, and violent crime victims are served by most of the mail survey projects, and burglary, felony, and misdemeanor victims are served by about three-quarters of the projects. Projects focusing on the elderly appear to be quite common; 24 percent of the Type I projects claim that elderly victims are their most common client category. Victims of violent crimes and sexual assaults are also frequently mentioned as the most commonly served victim type. Of course, the "most common" victim category may not be the same as the preferred target group. Factors such as the local crime rates for specified classes of crimes and police referral decisions play a significant role in determining the service population, because projects rarely adhere rigidly to screening criteria.

TABLE 3.3. CLIENTS SERVED BY TYPE I MAIL SURVEY PROJECTS

	Client Categories Served		Most Common Client Category ¹	
	# of Projects (N=89)	%	# of Projects (N=89)	%
Elderly victims	84	94%	21	24%
Sexual assault victims	72	81%	12	14%
Victims of person to person violent crimes	75	84%	18	20%
Victims of a burglary	63	71%	6	7%
Victims of a felony	67	75%	4	5%
Victims of a misdemeanor	68	76%	3	3%
Police witnesses	24	27%	0	0%
Domestic violence victims ²	8	9%	2	2%
Families of suicide/homicide victims ²	3	3%	0	0%
Other	12	14%	1	1%

¹Projects were asked to indicate which of the client categories was the most common, if any. Not all projects specified a most common group; therefore, percentages do not add to 100.

²Neither the "Domestic violence victims" or "Families of suicide/homicide victims" were listed in the mail survey instrument. Frequencies reported here represent projects who wrote these categories in the "Other" space.

Process: Service Emphasis

A key variable in distinguishing among service emphases of Type I projects is the extent of on-the-scene assistance. By definition, victim projects intervene soon after the crime, but not all of these projects are structured to offer immediate emergency aid. Means of locating clients, service availability, and to some extent, type of services delivered vary as a function of amount of on-the-scene assistance.

Methods of Client Location

Most victim projects rely heavily on the police to obtain clients. About 92 percent of the mail survey respondents (see Table 19, Appendix C) listed referrals from police as one means of contacting victims, and 36 percent of the respondents claimed police referral was their most common means of locating clients. (The percentage of Type I projects claiming police referral as the most common contact method is probably higher than 36 percent since many respondents did not designate which contact method was the most common; of the 47 respondents answering the question, 66 percent claimed police referral as the most common method of client location.) Another indication of Type I project reliance on the police is the finding that 54 percent of Type I projects intervene at the crime scene and 83 percent intervene when the police report is available (see Table 18, Appendix C). Among the observed projects, all but one employ screening of police reports to identify clients. On-the-scene interventions are made by 70 percent of these observed projects; clients are identified by police officer calls from the crime scene and by monitoring of the police radio.

Victim projects use a variety of other means of obtaining clients. One site-visited project relies almost entirely on self-referrals; this is possible because police routinely

inform victims (especially of sex assault and domestic violence) of the project's services and because the project also has a strong public information emphasis. Other observed victim projects rely on similar mechanisms to generate services, but none to the same extent. The same pattern emerges from the survey data; 91 percent of the Type I projects report self-referrals, but only five percent claim it is their most common means of obtaining clients. Another frequent location mechanism is community organization referrals. The same organization frequently serves as both a referral resource for the project and as a referrer to it. Community organizations make client referrals to 76 percent of the Type I mail survey projects. The prosecutor and the court refer clients to 57 and 45 percent of the projects respectively, but as expected, prosecutor or court referrals are the most common means of obtaining clients for only one percent.

Service Availability

Twenty-four-hour-a-day, seven-day-a-week availability is maintained by about 70 percent of the Type I mail survey and site-visited projects. (See Table 16, Appendix C.) For the majority this means staff are available after hours when necessary, usually by rotating on-call duty among staff. On-call staff are located by hotline, answering service telephone relays, pagers, or police radios. The projects observed are illustrative; one project maintains round-the-clock coverage six days a week, but would respond if necessary to extreme emergencies on the other day. Another project's regular hours stretch from 7 a.m. to midnight, and staff are available after hours for emergencies.

Services Provided

Type I projects provide a broad array of services, but they routinely concentrate on a few service areas and respond to other service needs on an ad hoc basis. Client service activities were classified into five groups: emergency services (e.g., security repair, shelter, transportation), counseling services (e.g., crisis intervention, short-term counseling, follow-up counseling), police-related services (e.g., property return, checking investigation status), court services (e.g., disposition and case status notification, witness alert, escort to court, protection), and claims assistance (e.g., restitution, compensation, insurance). For the bulk of Type I projects, counseling, and secondarily police-related services are emphasized. Many projects also report emergency services arranged either directly by project staff or through referral. Type I projects infrequently provide every other type of service. (See Table 3.4.)

The most frequent victim model service is counseling. This counseling ranges from brief support and guidance concerning the criminal justice process rendered by sympathetic para-professionals, to therapy with trained clinicians. Among the observed projects, the predominant service mode is short-term counseling by professionals trained in crisis intervention techniques; referral to other agencies is suggested if more intensive therapy appears to be warranted. It appears to be the primary assistance rendered by projects in the mail survey sample as well; about 70 percent of these projects reported that they provided crisis intervention and/or follow-up counseling to victims. Some counseling is conducted over the telephone. Two of the site-visited projects and over a third of the mail survey projects operate a 24 hour hotline for emergency calls.

TABLE 3.4. NUMBER AND PROPORTION OF TYPE I PROJECTS PROVIDING SERVICES PER AVERAGE MONTH

	(N = 69-76) Number of Clients Provided Each Direct Service Per Month						No. of Projects Referring at Least One Client for Service Per Month	
	0		1-15		16+		No. of Projects	%
	No. of Projects	%	No. of Projects	%	No. of Projects	%		
<u>Emergency Services</u>								
Medical care	62	84%	10	14%	2	3%	39	54%
Shelter/food	38	51%	28	38%	8	11%	50	69%
Security repair	56	75%	14	19%	5	7%	25	36%
Financial assistance	43	58%	22	30%	9	12%	40	56%
Other	71	93%	3	4%	2	3%	4	5%
<u>Counseling</u>								
24-hour hotline	47	64%	14	19%	13	18%	14	20%
Crisis intervention	22	30%	25	34%	26	36%	16	23%
Follow-up counseling	24	32%	21	28%	30	40%	33	46%
Other	64	84%	10	13%	2	3%	5	7%
<u>Police-Related Services</u>								
Checking investigation status	25	34%	29	39%	20	27%	14	20%
Property return	49	67%	21	29%	3	4%	5	7%
Escort to station/moral support	28	38%	35	47%	11	15%	9	13%
Other	63	85%	6	8%	5	7%	5	7%

Table 3.4 (continued)

Table 3.4 (continued)

	Number of Clients Provided Each Direct Service Per Month						No. of Projects Referring at Least One Client for Service per Month	
	0		1-15		16+			
	No. of Projects	%	No. of Projects	%	No. of Projects	%	No. of Projects	%
<u>Other Direct Services</u>								
Insurance claims assistance	45	62%	23	32%	5	7%	13	18%
Assistance with offender restitution	57	76%	17	23%	1	1%	11	15%
Assistance with victim compensation	28	38%	35	47%	11	15%	18	25%
Witness fee assistance	70	92%	5	7%	1	1%	5	7%
<u>Court-Related Services</u>								
Witness reception	64	85%	8	11%	3	4%	6	8%
Orientation to court procedures	27	36%	31	42%	16	22%	7	10%
Preparation for testimony	49	65%	22	29%	4	5%	6	8%
Legal or paralegal counsel	58	77%	14	19%	3	4%	26	36%
Notification of court schedule	44	59%	25	33%	6	8%	12	17%
Notification of case disposition	39	52%	28	37%	8	11%	9	13%
Witness alert	64	85%	9	12%	2	3%	4	5%
Transportation to court	26	36%	43	59%	4	5%	17	24%
Child care	69	91%	7	9%	0	0	8	11%
Escort service to court/moral support	27	36%	41	55%	6	8%	6	8%
Employer intervention	50	68%	23	31%	1	1%	0	0
Victim/witness protection	67	89%	8	11%	0	0	11	15%
Other	72	95%	3	4%	1	1%	0	0

Other common services for Type I projects are those related to the police. Projects operated out of police departments provide a wide range of police services, including aid in interviewing victims and witnesses, facilitating property return, escorting victims to hospitals or the police station, and checking on case investigation status. Non-police projects' services in this area are usually limited to crime prevention education, case status reports, and moral support during the investigation stage. Of the projects in the mail survey, 62 percent provided escort or moral support, and 66 percent checked on investigation status, but only a third were involved in facilitating property return.

Typical emergency services provided by observed Type I projects are modest financial aid, security repair, and transportation home or to a hospital. In some cases, projects are equipped to assist directly in meeting emergency needs; in others, services are obtained through referrals. Domestic violence victims, the elderly, and injured victims account for many of the emergency services delivered. Mail survey respondents display a similar pattern of emergency assistance. For both these groups, the percentage of projects providing emergency assistance is substantial, while the average monthly tallies of emergency services are quite small. The extent of emergency aid is partially dependent on the point of intervention, as staff on-the-scene may identify more emergency needs. It is also dependent on victim target groups; the elderly, domestic violence, and injured victims are more likely to need emergency assistance.

Other common services provided by Type I projects are assistance with victim compensation (62 percent of mail survey projects) and transportation, orientation, and moral support related to the court process (slightly less than two-thirds of mail projects). The proportion of clients receiving court services is, of course, quite small since arrests are infrequent.

However, observed projects considered support during the court stage indispensable for those victims reaching that stage. As one project director put it, "We're ready, willing, and able to help our victims through court--we only wish we had more opportunities."

In addition to services to individual victims, most Type I projects provide training for LE/CJ officials and/or crime prevention education for the public. Some of the training and education efforts are relatively informal; project staff may give impromptu talks to mental health center personnel or speak for a few minutes on victim problems at police roll call. Other projects have highly developed training and education components. For instance, one project organized a two-day training session for all of the patrol officers in its jurisdiction. Another project conducts a massive crime prevention effort using brochures, newspaper and television spots, and appearances at local citizens association meetings. Overall, Type I projects appear to focus on police training (58 percent of mail survey respondents) and crime prevention education (91 percent of mail survey respondents) rather than prosecutor, hospital, and mental health personnel training (see Table 25, Appendix C).

A better fix on Type I project level of effort is obtained by looking at actual number of contacts rather than services provided, as one contact could result in many services. It is evident from Table 3.5 that Type I projects contact relatively few victims each month; the median number of total contacts is 86, and the median number of face-to-face contacts is only 25. The table also reflects the reliance of victim projects on personal attention in aiding their clients. The median numbers of face-to-face and telephone contacts are higher than those made by mail, the bulk of the former falling into the 10 to 99 range and most of the latter falling into the 0 to 9 range.

TABLE 3.5. MONTHLY CLIENT CONTACTS OF TYPE I PROJECTS

Number of Contacts Per Month	Type of Contact							
	Face-to-Face		Telephone		Mail		Total Contacts	
	#	%	#	%	#	%	#	%
0	2	3%	4	5%	25	33%	0	0%
1-9	8	11%	10	13%	9	12%	1	1%
10-24	26	35%	20	27%	13	17%	8	11%
25-99	28	38%	30	40%	15	20%	29	39%
100-999	<u>10</u>	<u>14%</u>	<u>11</u>	<u>15%</u>	<u>13</u>	<u>17%</u>	<u>36</u>	<u>49%</u>
TOTAL	74	100%	75	100%	75	100%	74	100%
Median Number of Contacts	25		28		10		86	
Range	0-300		0-375		0-450		2-690	

Table 3.6 presents gross estimates of the allocation of a Type I project's total effort to each of 26 direct service activities. Since mail survey data do not permit calculation of the percent of all project clients receiving each service type, that value was approximated by dividing average monthly service units delivered for each activity by total monthly contacts. The results are a series of ratios; a high ratio signifies that a particular service is delivered fairly often; a lower ratio indicates that a service is provided infrequently. Figures reported in the table are median ratios for all Type I projects. It is evident that Type I projects provide more crisis intervention and follow-up counseling and, to a lesser extent, checks on investigation status than they provide emergency or court services. Of all court services, orientation to court procedures is most often provided.

Resources of Type I Projects

Discussion of project resource levels is complicated by three problems:

- many of the visited projects and the mail survey respondents have already been institutionalized and are not separately budgeted by the host agency;
- overhead costs, even estimates, are largely unknown for projects which are not freestanding; and
- many projects rely to some extent on volunteer labor.

Therefore, the analysis of resource levels presented here relies on some very crude indicators of estimated project budgets, staff resources, and client volume. It is based on projects in operation for at least one year.

TABLE 3.6 TYPE I PROJECT RATIOS OF MONTHLY DIRECT
SERVICE UNITS TO MONTHLY CLIENT CONTACTS¹

(N=53-56)

Service Type	Median Service/ Contact Ratio ²	% of Projects Providing Service Unit
Emergency Medical Care	.03	16%
" Shelter/Food	.07	49%
" Security Repair	.03	27%
" Financial Aid	.05	40%
24-Hour Hotline	.23	38%
Crisis Intervention	.23	76%
Follow-Up Counseling	.25	66%
Checking Investigation Status	.17	70%
Property Return	.02	38%
Escort to Station/Moral Support	.09	62%
Assistance with Insurance Claims	.03	44%
" " Restitution Payments	.03	33%
" " State Victim Compensation	.05	65%
" " Witness Fees	.04	9%
Witness Reception	.09	18%
Orientation to Court Procedures	.11	73%
Preparation for Testimony	.06	42%
Legal or Paralegal Counsel	.09	29%
Notification of Case Schedule	.09	49%
Notification of Disposition	.07	56%
Witness Alert	.06	15%
Transportation to Court	.04	69%
Child Care	.01	11%
Escort to Court	.05	65%
Employer Intervention	.02	38%
V/W Protection	.07	13%

¹For projects at least one year old.

²Figures represent the median ratio of services to total contacts among projects providing each service type. Note that in actuality, some contacts may involve no service delivery and others may result in delivery of multiple service units.

As shown in Table 3.7, there is wide variance in both the cost and the volume of business among Type I projects. They are fairly expensive compared to Type II and III projects, however, as we shall see later on. Figures obtained from site-visited projects are probably more reliable than those retrieved from mail survey questionnaires, but show a similar picture. Median cost per unduplicated client is \$48 for observed projects; the median per client contact is \$46 for mail survey projects. The median cost per face-to-face contact is \$165 for the 68 mail survey projects over one year old.

Staffing levels among observed Type I projects range from one project staffed by volunteers only to one with 13 full-time staff and 25 volunteers. Projects responding to the mail survey report a range of 0 to 30 full-time staff, 0 to 31 part-time staff and 0 to 120 volunteers. The median number of full-time staff for this group is three; 44 percent use volunteers.

Project Environment

Among observed Type I projects, the environmental contexts varied widely, but there were some consistencies. All but one of the observed projects operate in a jurisdiction where there is at least one other (and frequently two other) victim assistance projects. Rape, domestic abuse, or prosecutor-based projects are the most common co-providers. Surprisingly, there appears to be little duplication of services among these projects; each has avoided treading on the others' turf regardless of whether the project relationships are cordial.

TABLE 3.7. RESOURCE LEVELS FOR TYPE I PROJECTS

	Site Visit Projects N=10	Mail Survey Projects ¹ N=57-68
<u>Annual Budget</u>		
Budget Range	Minimal (all volunteer) to \$250,000	\$2,000 to \$438,000
Median Budget	\$114,000	\$70,000
Per Capita Budget Range ²	\$.01 to \$2.61	\$.003 to \$7.13 ⁴
Median Per Capita Budget	\$.22	\$.18
<u>Staff</u>	(N=10)	(N=68)
Range in Staff Size	3 volunteers to 13 full-time staff and 25 volunteers	Full-time 0-30 Part-time 0-31 Volunteer 0-120
Median Number of Full-time Staff	5	3.3
Median Number of Part-time Staff	1	0.4
Median Number of Volunteers	0	0.4
Percent of Projects Using Volunteers	40%	44%
<u>Estimated Monthly Volume of Unduplicated Clients</u>	(N=10)	
Range	45 to 300	NA
Median	135	NA
<u>Cost Per Client Served³</u>		
Range	Negligible to \$278	NA
Median	\$48	NA
<u>Estimated Monthly Volume Face-to-Face Contacts</u>		(N=51-57)
Range	NA	0 to 300
Median	NA	30
<u>Cost Per Face-to-Face Contacts³</u>		
Range	NA	\$7 to \$2,159 ⁴
Median	NA	\$165
<u>Estimated Monthly Volume of Total Contacts--Mail, Telephone, Face-to-Face</u>		(N=51-57)
Range	NA	22 to 690
Median	NA	117
<u>Cost Per Contact⁴</u>		
Range	NA	\$4 to \$720 ⁴
Median	NA	\$46

¹Based on projects that had been in operation at least one year at the time of the survey.

²Based on total population of jurisdiction served.

³Based on budgeted cost only, divided by estimated client volume. No adjustments have been made for varying overhead estimation procedures or any reporting anomalies.

⁴The maximum value reported for per capita budgets is probably erroneously inflated by projects that reported entire budgets of an effort with a relatively small victim component.

The other consistent finding is that good working relationships with the police, prosecutors, and other LE/CJ officials are typical of Type I projects. However, in most cases the respect and support of the criminal justice community was won slowly. Police projects spend months working on cases before the patrol officers and investigators are convinced that they will not impede police investigations. Non-police projects may earn their reputations even more slowly. And support among lower-level personnel was in at least one case negated by a political scandal involving key agency officials.

Location of the observed projects is dependent upon the host agency. Police projects are allocated space in the department and mental health projects in the mental health centers. The observed community-based organization projects have rented space in various non-LE/CJ buildings. Proximity to the police and courts did not appear to be a problem for any of the observed projects regardless of their location. Some police projects did express problems associated with a lack of privacy for interviewing/counseling victims, but they generally compensated by interviewing victims outside of the office.

Projects differed in the availability of support services. Several observed projects are in "service rich" areas; one project has over 300 potential referral resources and another mentioned ten churches or community centers that would provide emergency aid. Other projects are in service poor areas, some lacking even a community mental health center. For example, one project was dealing with such a paucity of available social services that it has expanded its project to fill local service needs other than those triggered by victimizations. However, within reasonable bounds, availability of social services may not be a significant factor in project operations; typically, projects have a few primary referral resources that they use almost exclusively.

Type I projects serve a variety of jurisdictions and population sizes. All of the observed projects and 69 percent of the 89 mail survey respondents serve either city, county, or city-county combinations. Another 18 percent of the mail survey projects serve neighborhoods; these are usually projects affiliated with community-based organizations. Three percent of the mail survey projects serve a multi-county area and one percent the entire state. The population size in these jurisdictions ranged from 50,000 to 1,600,000 for observed projects and from 4,000 to 3,700,000 for mail survey projects. As expected, larger projects are located in jurisdictions with larger populations. Population is correlated with budget (.32, $p=.002$) and with project staff size (.34, $p=.001$).

Documentation

From field observations of Type I projects it appears that the most common record-keeping system consists of manual victim files summarizing victim and crime characteristics, method of program entry, and program efforts on the client's behalf. Monthly tallies of selected data points are consistently made by about half of the projects; those typically summarized are type of crime victim served, method of client referral to the program, direct services provided, and referrals made. None of the observed projects have computerized data management systems, but several of the police projects have access to computerized department files for basic crime information. There were exceptions to this overall pattern: several projects maintain victim files, but do not summarize any information; and one project keeps no records other than monthly contacts per crime type.

Most mail survey respondents claim to keep basic files. Ninety-seven percent of the Type I respondents keep some records on individual clients and 75 percent maintain records whether or not the victim received direct services. About 63 percent of the projects also maintain daily logs. As in the site-visited projects only a small percentage of respondents had computerized files.

Few Type I projects have any evaluation data other than small-scale attitude surveys or several page reports from SPA monitors. Only three of the observed projects have conducted evaluations. Although 36 percent of the mail survey projects claim to have been evaluated, many of the reports were unobtainable or were monitoring reports rather than full-scale evaluations.

Institutionalization

Currently, four of the ten observed projects and 19 percent of the mail survey projects are supported by state, county, or municipal funds. Although the number of institutionalized projects is low, projects are quite optimistic about their future. Sixty-nine percent of the mail survey respondents foresee that their services will be expanded or the same in five years, and another 10 percent volunteer that they expect to be integrated into the host agency or some other agency. Only 13 percent believe their services will be reduced or nonexistent.

2. Witness Model Projects

Projects classified as Type II or witness model account for 47 percent of the 227 mail survey respondents and seven of the 20 site-visited projects.

Witness projects emerged from efforts to streamline witness notification procedures and to make the participation of victims and witnesses in the criminal justice process less onerous. Many of the Type II projects primarily serve victims and witnesses whose cases have been screened for prosecution. They are generally located in prosecutors' offices. All of the Type II observed projects and 93 percent of the 107 mail survey projects are sponsored by prosecutors. The few remaining Type II projects are hosted by community-based organizations, law enforcement agencies, and probation departments. Regardless of their sponsorship, however, Type II projects emphasize court-related services such as preparation for testimony and witness notification; pre-prosecution services are provided, particularly in jurisdictions lacking a Type I project, but they are less systematic and usually limited to the more "traumatic" crimes.

Goals and Expectations

Type II projects attempt to humanize and smooth the criminal justice process in an effort to meet the dual goals of improving victim/witness functioning and of increasing system efficiency. The goals are similar to those of Type I projects, but place greater emphasis on system pay-offs such as increased appearance and conviction rates. There are differences across Type II projects, however, with those primarily providing witness notification services more system efficiency-oriented than those with strong counseling components. None of the observed projects see much conflict between system and victim goals; it is assumed that in most cases the victim and the system want the same ultimate result--offender convictions. Projects generally claim that unwilling victims are not forced to prosecute.

Of the seven observed Type II projects, five mentioned both victim and system-related goals, and two mentioned system-related goals only. The most common goals are to humanize the criminal justice process and to reduce dismissals because of witness no-shows. Many Type II projects appear to stress public education as well. Specific examples of Type II goals are presented below.

Witness-Related Goals

- "to provide better notification and supportive services, protection, etc.";
- "to increase witness access to supportive services, protection, etc.";
- "to treat witnesses humanely";
- "to increase restitution."

System-Related Goals

- "to increase witness cooperation and appearance rates";
- "to save prosecutor time";
- "to reduce continuances";
- "to improve the public image of the criminal justice system";
- "to aid witnesses in functioning better within the criminal justice system."

At the simplest level, the logic underlying these goals is that witnesses, when treated humanely, oriented to court procedures, and notified of their required appearances will more frequently show up for court. Because of increased appearance rates, dismissals and continuances will drop, with a corresponding increase in court efficiency and possibly an increase in conviction rates. At the same time, project staff, by handling notification tasks previously handled by the prosecutors, will free prosecutors from clerical work.

This general rationale can be expressed as several logic chains that reflect the multiple goals of witness projects--prosecutor efficiency, court efficiency, and witness improvements. Combinations of these chains, displayed in Figure 3.6, cover the rationales expressed by Type II projects except for a few idiosyncratic goals. Programs concentrating on witness notification are reflected in the prosecutor and court efficiency chains. But most Type II projects would claim the victim/witness improvement chain as well.

Target Population

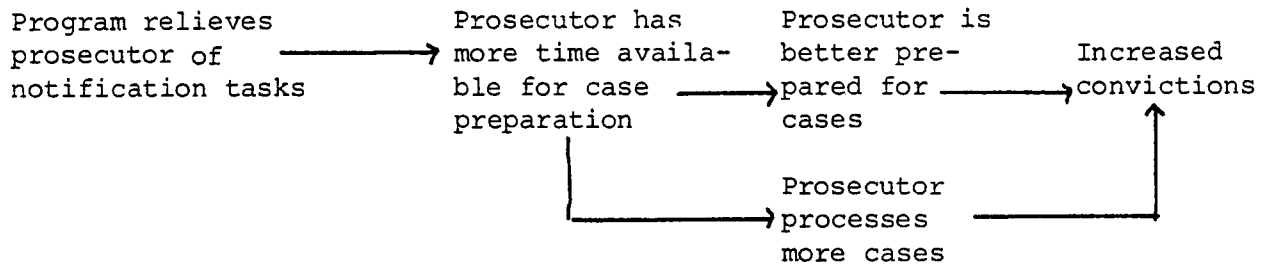
Type II projects serve witnesses required for the prosecution of crime, including witnesses who are victims. They appear to emphasize felony witnesses. All seven observed projects serve felony witnesses. Six of the seven also provide services to misdemeanor witnesses, but in three cases the services are very limited compared to those for felonies. None of the projects served only misdemeanor witnesses. Four of the seven projects included police witnesses in their client population.

Type II projects differ from victim projects in that no screening criteria, formal or informal, are applied in identifying clients to be served. That is, all lay witnesses (or all lay and police witnesses) required for a given proceeding are automatically provided or offered some level of services, if they can be located. Projects often invest considerable effort in witness location itself.

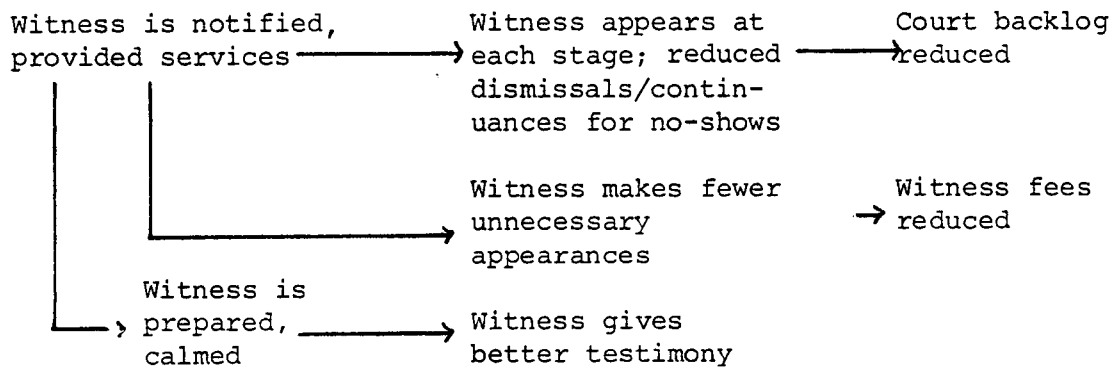
Most witness projects target their services to witnesses at all stages of proceedings within a given court level. Some, however, are more restricted; one may focus primarily on witnesses required for Grand Jury and another on witnesses at the warrant and preliminary hearing stages only.

FIGURE 3.6 TYPE II LOGIC CHAINS

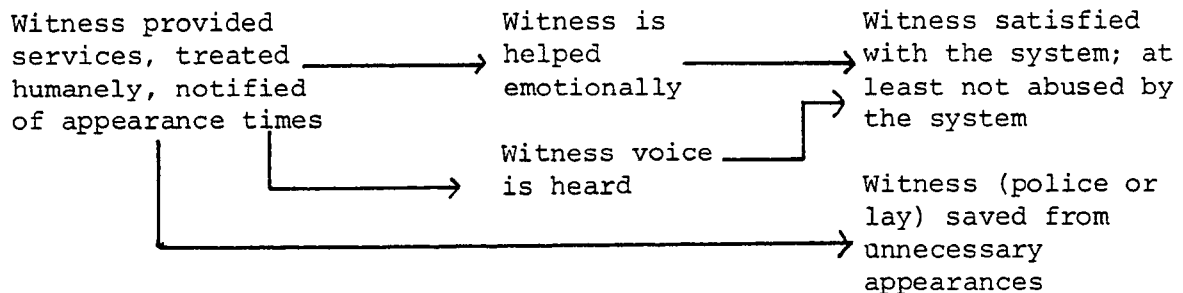
Prosecutor Efficiency



Court Efficiency



Victim/Witness Improvements



In addition to witness services, some Type II projects provide modest services to victims who are not involved in the court or prosecution process. This usually occurs in response to a referral from a criminal justice, social service, or health agency, although projects tend not to establish formal procedures for seeking out victim clients. What seems to happen is that staff expertise in areas such as victim compensation, criminal justice system-oriented counseling, and victim interviewing come to be known and relied upon by local agencies in selected instances. Three of the seven observed projects provided such services to victims who were not also witnesses.

Mail survey Type II projects appear to serve the same type of clients as the observed projects. Victims and witnesses of felonies are served by 98 percent of the projects and were the most common client type for 30 percent of the projects (see Table 3.8). Most projects also provide services to sexual assault, violent crime, misdemeanor, and elderly victims, but they are less frequently mentioned as the most common client group. Police witnesses are served by 72 percent of the projects.

Methods of Client Location

Type II projects generally identify prospective witnesses through review of all cases scheduled for particular proceedings, review of subpoena lists, or screening of prosecutor case files. If the project actually prepares subpoenas, assistant prosecutors may be responsible for notifying the project of all witnesses needed. To a lesser degree, witness projects also rely on referrals from police and other local agencies; usually these involve witnesses presenting unusual problems, e.g., a tourist who witnessed a crime in the jurisdiction and must stay for testimony, or a child victim of sexual assault.

TABLE 3.8

CLIENTS SERVED BY TYPE II PROJECTS

	Client Categories Served		Most Common Client Category ¹	
	No. of Projects (N=105)	%	No. of Projects (N=105)	%
Elderly victims	90	86%	3	3%
Sexual assault victims	97	92%	10	10%
V/W of person to person violent crimes	100	95%	12	11%
V/W of a burglary	95	91%	7	7%
V/W of a felony	103	98%	31	30%
V/W of a misdemeanor	84	80%	7	7%
Police witnesses	75	72%	9	9%
Domestic violence	3	3%	2	2%
Families of suicide/homicide	1	2%	1	1%
Other	7	7%	0	0

¹Projects were asked to indicate which of the client categories was the most common, if any. Not all projects specified a most common group; therefore percentages do not add up to 100.

Type II projects typically contact all of the victims/ witnesses identified from a source, in lieu of screening for clients with particular needs. However, projects frequently give more personal attention to witnesses believed to be particularly traumatized or those considered to be key witnesses. The usual procedure is to mail a letter to all witnesses identified, explaining project services and required appearance dates and times; the witness is then requested to contact the project for additional aid, or project staff may follow up the letter with a phone call or a personal visit.

Type II projects rely heavily on the court and the prosecutor for obtaining clients. As indicated in the mail survey (see Table 18, Appendix C), only 11 percent of the respondents contact witnesses before an information is filed; the majority contact them after prosecution has been initiated (25 percent after an information has been filed, six percent after an indictment is returned, 16 percent after the trial date is set, and 10 percent during some other stage in the prosecution process). Prosecutors are the most common referral source for about 28 percent of projects (see Table 19, Appendix C). Other usual referral sources include: project staff outreach, police, witness self-referral, the court, and community organizations.

Service Availability

Witness projects maintain less after-hours coverage than do victim projects. None of the site visit or mail survey projects staff their offices round-the-clock. And 59 percent of the mail survey projects do not maintain any 24-hour on-call coverage. The remaining projects are available after hours when necessary (30 percent) or by telephone only (nine percent). In the observed projects, after hours contacts are made only in case of emergencies,

and staff are not considered on-call. Some witness projects do maintain a 24-hour telephone recording of cases scheduled or continued for the following day, which witnesses are requested to call for verification of their appearance dates.

Services

Type II projects see their first job as getting the witness to court. Of the five groups of client service activities (emergency services, counseling services, police-related services, court services, and claims assistance), court services are the predominant activity of witness projects. Projects generally provide some police-related services such as checking on investigation status and facilitating property return as well. Counseling and emergency aid are available in some Type II projects, but they are provided to a small proportion of the clientele and usually are arranged through referrals (see Table 3.9).

The most common witness model services are those directed at witness appearance. About 90 percent of the Type II mail survey respondents provide court schedule notifications, and 79 percent notify more than 15 witnesses per average month. Notification methods vary among projects, but mail notifications followed up by telephone calls for selected cases appear to be the most frequent. Some projects maintain a witness alert program; about 68 percent of both the mail survey and the observed projects use such procedures. There is considerable variation in the application of witness alert procedures, however. In some jurisdictions, all witnesses are offered the alert option--that is, the option to be summoned by telephone shortly before appearance in court is required, rather than appear at a pre-set time. In other jurisdictions, only special classes of witnesses, such

TABLE 3.9. NUMBER AND PROPORTION OF TYPE II PROJECTS PROVIDING SERVICES PER AVERAGE MONTH

	Number of Clients Provided Each Direct Service per Month (N = 66-86)						No. of Projects Referring at Least One Client for Service Per Month	
	0		1-15		16+			
	No. of Projects	%	No. of Projects	%	No. of Projects	%	No. of Projects	%
<u>Emergency Services</u>								
Medical care	83	97%	3	3%	--	--	21	31%
Shelter/food	76	89%	9	11%	--	--	30	45%
Security repair	83	98%	2	2%	--	--	11	16%
Financial assistance	76	89%	9	11%	--	--	31	47%
Other	85	99%	1	1%	--	--	3	4%
<u>Counseling</u>								
24-hour hotline	80	94%	4	5%	1	1%	5	8%
Crisis intervention	63	77%	14	17%	5	6%	15	23%
Follow-up counseling	58	72%	18	22%	5	6%	34	52%
Other	78	91%	4	5%	4	5%	4	5%
<u>Police-Related Services</u>								
Checking investigation status	41	52%	17	22%	21	27%	11	16%
Property return	20	25%	48	61%	11	14%	20	30%
Escort to station/moral support	58	69%	21	25%	5	6%	10	14%
Other	82	95%	2	2%	2	2%	1	1%

Table 3.9 (continued)

Table 3.9 (continued)

	Number of Clients Provided Each Direct Service per Month						Number of Projects Referring at Least One Client for Service per Month	
	0		1-15		16+		No. of Projects	%
	No. of Projects	%	No. of Projects	%	No. of Projects	%		
<u>Other Direct Services</u>								
Insurance claims assistance	54	66%	25	30%	3	4%	14	21%
Assistance with offender restitution	32	40%	29	36%	19	24%	20	31%
Assistance with victim compensation	34	42%	39	48%	8	10%	18	27%
Witness fee assistance	28	35%	20	25%	31	39%	9	14%
<u>Court-Related Services</u>								
Witness reception ¹	19	24%	10	13%	49	63%	6	9%
Orientation to court procedures ¹	10	13%	13	17%	52	69%	5	7%
Preparation for testimony	37	46%	18	22%	26	32%	10	15%
Legal or paralegal counsel	56	72%	8	10%	14	18%	15	23%
Notification of court schedule ¹	8	11%	8	11%	60	79%	6	9%
Notification of case disposition ¹	9	11%	12	15%	58	73%	6	9%
Witness alert	25	32%	12	15%	41	53%	6	9%
Transportation to court	26	32%	45	55%	11	13%	10	15%
Child care	51	61%	31	37%	1	1%	8	12%
Escort service to court/moral support	20	25%	32	40%	29	36%	6	9%
Employer intervention	27	34%	47	59%	6	8%	4	6%
Victim/witness protection	47	58%	32	40%	2	2%	11	17%
Other	74	88%	4	5%	6	7%	2	3%

¹For these activities the numbers of clients served are higher than the table categories suggest. The median numbers of clients receiving these services are: witness reception--55; orientation to court procedures--60; notification of court schedule--150; notification of case disposition--100.

as doctors or merchants, are put on alert. Mail survey reports of the average number of clients put on telephone alert per month reflect these variations in application. Fifteen percent of the projects claimed 1-15 telephone alerts per month, and 53 percent claimed more than 15.

Another frequent activity for facilitating appearances is witness reception at court. Five of the seven observed projects had witness lounges or special reception areas. In a few cases, the prosecutors' offices are located in the court building, enabling witnesses to use the prosecutors' waiting area rather than the common rooms. Seventy-six percent of the mail survey Type II respondents claim witness reception activities; 63 percent serve more than 15 witnesses monthly.

Most witness projects (86 percent of the mail survey respondents) orient witnesses to court procedures. Orientation ranges from placing inserts explaining court procedures in notification mailings, to answering questions over the telephone on an ad hoc basis, to face-to-face counseling sessions for some particularly distraught witnesses. Preparation for testimony is provided less frequently; less than half of the mail survey respondents claimed to provide this service at least once in an average month.

Most witness projects also offer a range of back-up services designed to facilitate witness appearance. Intervention with employers, response to fears or threats of intimidation, and escort or transportation to court are most common; child care is sometimes provided directly or arranged by referral. Some of the observed projects initially had child care components, but these were discontinued because of low utilization rates. Witness projects, like victim projects, rely on other local services to help meet client needs; witnesses, even victims who are witnesses,

are less likely to require or request referrals than are victims who are contacted closer to the time of their victimization.

Most witness projects do provide some form of assistance in completing forms for insurance claims, restitution, compensation, and witness fees. Five of the seven observed projects (and 60 percent of the mail survey projects) provide assistance in documenting losses for restitution or following up on missing payments; two of the five actually play a major role in restitution collection and disbursement. Assistance with victim compensation is also provided by almost 60 percent of the mail survey projects, but it is rarely provided for more than 15 clients per month. Sixty-four percent of survey respondents helped process witness fees; this service frequently benefits the prosecutors as well as the victims. A small proportion of Type II projects provide witnesses aid in filing for insurance claims.

Police-related services currently provided by Type II projects are checks on investigation status (49 percent of mail survey respondents) and facilitation of property return (75 percent of mail survey respondents). The need for both of these services is more likely to occur once the court process is initiated than is the need for the typical Type I service of escort to the police station.

Counseling and emergency services are not typically provided by Type II projects. The small proportion of projects with emergency service capabilities utilize these infrequently; most projects refer clients elsewhere for emergency aid or follow-up counseling.

Type II projects commonly offer a few additional services such as public education and, to a lesser extent, police and prosecutor training. About half of the projects are involved in lobbying for victim/witness-related legislation as well.

Witness projects vary widely in the number of contacts made in an average month, from 10 to almost 6,000, but on the average they serve a large clientele--a median of 525 per month (see Table 3.10). Telephone and mail contacts are the most frequent; the median number of telephone contacts is 162, and the median number of mailings is 141. Presumably, witness notifications and alerts account for a large proportion of these contacts. Type II projects also make face-to-face contact with a surprising number of witnesses each month. The median number of face-to-face contacts is 56, more than double that of the Type I projects. Type I and Type II level of effort should not be compared on the basis of number of contacts alone, however; the Type I contact may represent several hours of comforting a traumatized rape victim, while the Type II contact may represent a handshake at the witness reception center.

The bulk of Type II service activity falls into court-related services. In Table 3.11, median ratios of service units delivered to total contacts are reported. As expected, highest ratios occur for case schedule notifications and notification of case disposition. Other primary efforts are witness reception, orientation to court procedures, and witness alert. On the other hand, emergency and counseling services are provided by few of the Type II projects and represent a very small share of their overall effort.

TABLE 3.10. MONTHLY CLIENT CONTACTS OF TYPE II PROJECTS

Number of Contacts Per Month	Type of Contact							
	Face-to-Face		Telephone		Mail		Total Contacts	
	#	%	#	%	#	%	#	%
0	4	5%	2	2%	5	6%	0	0%
1-9	6	7%	2	2%	4	4%	0	0%
10-24	16	19%	6	7%	4	4%	1	1%
25-99	29	34%	19	22%	26	29%	7	8%
100-999	28	33%	50	58%	41	46%	53	64%
1,000 or more	<u>3</u>	<u>3%</u>	<u>8</u>	<u>9%</u>	<u>10</u>	<u>11%</u>	<u>22</u>	<u>27%</u>
TOTAL	86	100%	87	100%	90	100%	83	100%
Median Number of Contacts	56		162		141		525	
Range	0-5,000		0-3,000		0-3,000		10-5,950	

TABLE 3.11 TYPE II PROJECT RATIOS OF MONTHLY DIRECT
SERVICE UNITS TO MONTHLY CLIENT CONTACTS ¹

(N=52-59)

Service Type	Median Service/ Contact Ratio ²	% of Projects Providing Service Unit
Emergency Medical Care	.01	5%
" Shelter/Food	.01	14%
" Security Repair	.01	3%
" Financial Aid	.01	14%
24-Hour Hotline	.02	8%
Crisis Intervention	.01	29%
Follow-Up Counseling	.02	36%
Checking Investigation Status	.03	49%
Property Return	.01	80%
Escort to Station/Moral Support	.01	33%
Assistance with Insurance Claims	.01	37%
" " Restitution Payments	.02	62%
" " State Victim Compensation	.02	59%
" " Witness Fees	.04	70%
Witness Reception	.17	72%
Orientation to Court Procedures	.15	90%
Preparation for Testimony	.05	55%
Legal or Paralegal Counsel	.05	32%
Notification of Case Schedule	.32	96%
Notification of Disposition	.22	98%
Witness Alert	.10	70%
Transportation to Court	.01	74%
Child Care	.01	40%
Escort to Court	.02	78%
Employer Intervention	.01	71%
V/W Protection	.01	38%

¹For projects at least one year old.

²Figures represent the median ratio of services to total contacts among projects providing each service type. Note that in actuality, some contacts may involve no service delivery and others may result in delivery of multiple service units.

Resource Levels of Type II Projects

Although the figures reported in Table 3.12 are gross estimates of costs and client volume, it is clear that Type II projects rely heavily on mail and telephone contacts in serving their clients. Among projects in operation a year or more, the median number of face-to-face contacts was only 71, while total contacts centered at 547. Because of the large volume of contacts, the cost per contact for witness projects is only \$6, substantially less than the \$46 for Type I projects.

Type II staffing levels are lower than those of the other two types. Although mail survey projects report up to 33 full-time employees, the median number of full-time staff is two. About a third of the Type II projects use volunteers.

Project Environment

The most obvious environmental element shared by most Type II projects is location. Projects are almost invariably located in the courthouse complex, whether it be in a reception area, in separate offices, or in the prosecutors' offices. Proximity to the court is important, both for greeting and directing witnesses and for coordinating project activities according to changing court and prosecutorial schedules.

Otherwise, environmental contexts vary. Projects are located in both rural and urban areas, in both high volume and low volume courts, in jurisdictions with compensation and in those without it, in high-crime areas, and in relatively low-crime areas. The jurisdictions served by survey projects ranged in population size from 23,000 to 7,000,000. The social service referral agencies available to observed projects ranged from three agencies to over 300.

TABLE 3.12. RESOURCE LEVELS FOR TYPE II PROJECTS

	<u>Site Visit Projects</u> N=7	<u>Mail Survey Projects</u> ¹ (N=60)
<u>Annual Budget</u>		
Budget Range	\$15,000 to \$262,000	\$8,000 to \$469,000
Median Budget	\$34,000	\$33,500
Per Capita Budget Range ²	\$.01 to \$.31	\$.004 to \$.81
Median Per Capita Budget	\$.15	\$.13
<u>Staff</u>	(N=7)	(N=80)
Range in Staff Size	1 full-time and 2-part time to 15 full-time	Full-time 0-33 Part-time 0-9 Volunteer 0-81
Median Number of Full-Time Staff	2	2.0
Median Number of Part-Time Staff	0	0.2
Median Number of Volunteers	0	0.2
Percent of Projects Using Volunteers	43%	33%
<u>Estimated Monthly Volume of Unduplicated Clients</u>	(N=7)	
Range	290 to 3,000	NA
Median	375	NA
<u>Cost Per Client Served</u> ³		
Range	\$4 to \$20	NA
Median	\$7	NA
<u>Estimated Monthly Volume Face-to-Face Contacts</u>		(N=52-57)
Range	NA	0 to 5000
Median	NA	71
<u>Cost Per Face-to-Face Contact</u> ³		
Range	NA	\$0 to \$400
Median	NA	\$51
<u>Estimated Monthly Volume of Total Contacts--Mail, Telephone, Face-to-Face</u>		(N=52-65)
Range	NA	10-5,950
Median	NA	547
<u>Cost Per Contact</u> ³		
Range	NA	\$1 to \$21
Median	NA	\$6

¹Based on projects that had been in operation for at least one year at the time of the survey.

²Based on total population of jurisdiction served.

³Based on budgeted cost only, divided by estimated client volume. No adjustments have been made for varying overhead estimation procedures or any reporting anomalies.

Documentation

Type II projects stress record-keeping on individual victims and witnesses less than Type I projects do, but they tend to maintain more extensive aggregate statistics. Among the observed projects it is typical to find manual files organized by docket number or defendant name, along with a cross-reference file by witness name. The data points commonly maintained are witness location information, dates of all proceedings, witness contacts, number and type of services delivered, and disposition and sentencing information. Monthly tallies are made of selected service activities (e.g., phone calls, referrals, subpoenas issued), client source of referral, and cases processed. Several of the observed projects use reporting forms designed by the National District Attorneys Association's Commission on Victim/Witness Assistance. The mail survey respondents probably follow a similar pattern; 78 percent of them report keeping individual client records and 87 percent maintain manual files only.

Although few of the Type II projects have been evaluated (other than by routine monitoring), several projects have made rough calculations of police, lay, and expert witness time and dollar savings which they believe to be attributable to the project. In addition, projects have recorded restitution amounts pre- and post-project.

Institutionalization

Type II projects still seem to be closely tied to the Federal system; 54 percent of the mail survey respondents reported LEAA as their primary source of support. But the overwhelming majority appear to think their programs will survive after Federal sponsorship has ceased. In response to the question "Where do you think your victim/witness services will be in the next five years," 63 percent of

Type II projects answered "expanded" or "integrated into [an existing] agency." Only 10 percent believed that services would be reduced or nonexistent.

3. Victim-Witness Model Projects

Type III projects combine components of both Type I and Type II projects, serving victims and witnesses with a broad range of services. The victim-witness model is the least common in practice, perhaps because of the resource demands and the degree of cooperation across both police and prosecutor agencies required for optimal implementation. It should be kept in mind that our description is based on first-hand observation of only three projects. These data are supplemented by mail survey questionnaires completed by 24 Type III projects, or 11 percent of all respondents.

Type III projects are larger than the other two types. According to the mail survey, the median budget for Type III projects which had been in operation at least one year is \$100,000, substantially more than the median of \$70,000 for Type I projects and \$33,500 for Type II projects (see Table 3.13).^{*} Staffing levels are also higher for Type III projects than for the other types. The median number of full-time staff for Type III projects in the mail survey is five, as compared to three for victim projects and two for witness projects. Victim-witness projects generally use some part-time staff and volunteers as well. The largest project employs 83 full-time staff and 30 part-time staff and has a cadre of 41 volunteers; this project is virtually unique in maintaining a large research staff.

^{*}The true median budget for Type III projects is even higher, since the most expensive project (\$1,500,000) was not included in the analysis because it is less than one year old. It emerged from a series of other projects dating back to 1970, however.

TABLE 3.13. RESOURCE LEVELS FOR TYPE III PROJECTS

	<u>Site Visit Projects</u> (N=3)	<u>Mail Survey Projects</u> ¹ (N=18-20)
<u>Annual Budget</u>		
Budget Range	\$103,000 to \$1,500,000	\$11,000 to \$242,000
Median Budget	\$140,000	\$100,000
Per Capita Budget Range ²	\$.19 to \$.26	\$.05 to \$.56
Median Per Capita Budget	\$.23	\$.15
<u>Staff</u>	(N=3)	(N=20)
Range in Staff Size	5 full-time and 30 volunteers to 83 full-time, 30 part-time and 41 volunteers	Full-time 0-17 Part-time 0-4 Volunteer 0-40
Median Number of Full-Time Staff	7	4.5
Median Number of Part-Time Staff	0	0.4
Median Number of Volunteers	30	5.0
Percent of Projects Using Volunteers	100%	80%
<u>Estimated Monthly Volume of Unduplicated Clients</u>	(N=3)	
Range	365 to 11,535	NA
Median	700	NA
<u>Cost Per Client Served</u> ³		
Range	\$11 to \$32	NA
Median	12	NA
<u>Estimated Monthly Volume of Face-to-Face Contacts</u>		(N=14-16)
Range	NA	8 to 1800
Median	NA	81
<u>Cost Per Face-to-Face Contact</u> ³		
Range	NA	\$5 to \$1,104
Median	NA	\$51
<u>Estimated Monthly Volume of Total Contacts--Mail, Telephone, Face-to-Face</u>		(N=14-16)
Range	NA	75 to 3800
Median	NA	477
<u>Cost Per Contact</u> ³		
Range	NA	\$2 to \$141
Median	NA	\$8

¹Based on projects that had been in operation at least one year at the time of the survey. Note that the \$1,500,000 project in the first column does not appear in this column since it was less than one year old at the time of the mail survey.

²Based on total population of jurisdiction served.

³Based on budgeted cost only, divided by estimated client volume. No adjustments have been made for varying overhead estimation procedures or any reporting anomalies.

In many respects, Type III projects are similar to Type II projects. For instance, 83 percent of the mail survey Type III projects are located in prosecutors' offices. None of the Type III projects are located in law enforcement agencies, and none of the observed projects appear to stress police-related outcomes. Moreover, as in some Type II projects, Type III projects do serve victims as well as witnesses. However, witness projects serve victims infrequently, whereas Type III projects have formal client location procedures for victims and a formal policy of including victims in their service population. Type III client location procedures include victim-oriented methods, like police report screening and hotlines, and witness-oriented methods, like case schedule review and prosecutor referrals. Since Type III projects are not located in police departments, they obtain police reports through police liaison officers at the departments within their jurisdictions or through project screening of reports. In some projects, the victim and witness efforts are handled by separate components within the project; in others there is little or no specialization.

Victim-witness projects provide a combination of services characteristic of Type I and Type II projects; some additional unique services--such as the operation of a complaint room for victims--were also observed. The average monthly service statistics in Table 3.14 reflect this dual emphasis. Most victim-witness projects provide counseling, some police-related services, some claims assistance, and a wide variety of court-related services. A few projects provide emergency assistance as well. The bulk of the service activities appear to be composed of crisis intervention, follow-up counseling, checks on investigation status, escort to the police station, assistance with restitution and compensation, and virtually all of the court activities except for legal or paralegal counsel, and victim/witness protection. The same pattern emerges when project monthly

TABLE 3.14. NUMBER AND PROPORTION OF TYPE III PROJECTS PROVIDING SERVICES PER AVERAGE MONTH

	Number of Clients Provided Each Direct Service Per Month (N=21)						No. of Projects Referring at Least One Client for Service Per Month	
	0		1-15		16+		No. of Projects %	
	No. of Projects	%	No. of Projects	%	No. of Projects	%		
<u>Emergency Services</u>								
Medical care	18	86%	1	5%	2	10%	10	59%
Shelter/food	13	62%	6	29%	2	10%	13	76%
Security repair	15	71%	3	14%	3	14%	5	29%
Financial assistance	12	57%	8	38%	1	5%	10	59%
Other	18	82%	1	5%	3	14%	0	0
<u>Counseling</u>								
24-hour hotline	15	68%	3	14%	4	18%	8	44%
Crisis intervention	3	15%	3	15%	14	70%	6	33%
Follow-up counseling	4	20%	4	20%	12	60%	10	56%
Other	16	76%	2	10%	3	14%	4	22%
<u>Police-Related Services</u>								
Checking investigation status	6	29%	2	10%	13	62%	7	37%
Property return	9	43%	7	33%	5	24%	6	32%
Escort to station/moral support	7	32%	6	27%	9	41%	5	26%
Other	21	95%	1	5%	0	0	1	5%

Table 3.14 (continued)

	Number of Clients Provided Each Direct Service Per Month						No. of Projects Referring at Least One Client for Service Per Month	
	0		1-15		16+		No. of Projects	%
	No. of Projects	%	No. of Projects	%	No. of Projects	%		
<u>Other Direct Services</u>								
Insurance claims assistance	13	65%	6	3%	1	5%	3	17%
Assistance with offender restitution	7	33%	4	19%	10	48%	4	22%
Assistance with victim compensation	5	24%	7	33%	9	43%	7	39%
Witness fee assistance	11	52%	4	19%	6	29%	4	22%
<u>Court-Related Services</u>								
Witness reception ¹	4	19%	1	5%	16	76%	3	17%
Orientation to court procedures ¹	1	5%	1	5%	19	90%	5	28%
Preparation for testimony	6	29%	4	19%	11	52%	5	28%
Legal or paralegal counsel	15	68%	1	5%	6	27%	8	44%
Notification of court schedule ¹	3	15%	1	5%	16	80%	5	28%
Notification of case disposition ¹	1	5%	3	15%	16	80%	5	28%
Witness alert ¹	5	24%	3	14%	13	62%	7	39%
Transportation to court	4	19%	12	57%	5	24%	4	22%
Child care	3	14%	16	76%	2	10%	6	33%
Escort service to court/moral support ¹	0	0%	8	38%	13	62%	6	33%
Employer intervention	4	19%	15	71%	2	10%	4	22%
Victim/witness protection	11	52%	6	29%	4	19%	8	44%
Other	19	86%	0	0	3	14%	1	5%

¹ Median clients served for these activities are higher than the table categories suggest. Median clients served are as follows: checking investigation status--41; witness reception--99; orientation to court procedures--69; notification of court schedule--73; notification of case disposition--112; witness alert--51; and escort and moral support--41.

service activity statistics are weighted by average monthly contacts (see Table 3.15). No one type of service accounts for the bulk of Type III activities; service activity levels are fairly evenly distributed across the categories with the exception of emergency services.

Average monthly client contacts made are fairly high; as Table 3.16 indicates, the median number of monthly mail contacts is 250, the median number of telephone contacts is 122, and the median number of face-to-face contacts is 125. Estimates of cost per contact in Table 3.13 are \$8 for total contacts and \$51 for face-to-face contacts. These cost estimates are considerably lower than those of Type I projects and are slightly higher than those of Type II projects.

It is difficult to draw conclusions about environments typical of Type III projects based on observation of only three sites. However, in all three cases, projects are located in the courthouse or prosecutors' offices, all are in service-rich areas, and all have exceptionally good working relationships with the law enforcement and criminal justice agencies. Such environments are probably necessary to the survival of projects as large as those observed.

Record-keeping among the three observed Type III projects is more extensive than that found among the other types. All three projects maintain files organized by name of victims/witnesses served and cross-referenced by essential information such as docket number or appearance dates. The data points commonly maintained are victim characteristics, referral sources, and number and type of contacts made to or on behalf of the victim/witness. In one project, over 75 data elements are computerized, allowing for complex manipulations of project data. Reports from this project are probably the best existing source of information on victim-witness assistance outcomes.

TABLE 3.15. TYPE III PROJECT RATIOS OF MONTHLY DIRECT
SERVICE UNITS TO MONTHLY CLIENT CONTACTS¹

(N=14-15)

Service Type	Median Service/ Contact Ratio ²	% of Projects Providing Service Unit
Emergency Medical Care	.05	14%
" Shelter/Food	.02	50%
" Security Repair	.01	29%
" Financial Aid	.01	50%
24-Hour Hotline	.04	33%
Crisis Intervention	.08	100%
Follow-Up Counseling	.08	87%
Checking Investigation Status	.13	80%
Property Return	.01	53%
Escort to Station/Moral Support	.04	80%
Assistance with Insurance Claims	.08	36%
" " Restitution Payments	.08	73%
" " State Victim Compensation	.03	87%
" " Witness Fees	.13	60%
Witness Reception	.25	79%
Orientation to Court Procedures	.10	93%
Preparation for Testimony	.13	87%
Legal or Paralegal Counsel	.06	33%
Notification of Case Schedule	.17	86%
Notification of Disposition	.25	93%
Witness Alert	.10	80%
Transportation to Court	.01	80%
Child Care	.01	80%
Escort to Court	.06	100%
Employer Intervention	.03	87%
V/W Protection	.01	36%

¹For projects at least one year old.

²Figures represent the median ratio of services to total contacts among projects providing each service type. Note that in actuality, some contacts may involve no service delivery and others may result in delivery of multiple service units.

TABLE 3.16. MONTHLY CLIENT CONTACTS OF TYPE III PROJECTS

Number of Contacts Per Month	Type of Contact							
	Face-to-Face		Telephone		Mail		Total Contacts	
	#	%	#	%	#	%	#	%
0	0	0%	1	5%	0	0%	0	0%
1-9	1	5%	0	0%	1	5%	0	0%
10-24	2	11%	1	5%	1	5%	0	0%
25-99	5	26%	6	27%	3	15%	3	17%
100-999	9	47%	13	59%	12	60%	7	39%
1,000 or more	<u>2</u>	<u>11%</u>	<u>1</u>	<u>5%</u>	<u>3</u>	<u>15%</u>	<u>8</u>	<u>44%</u>
TOTAL	19	100%	22	100%	20	100%	18	100%
Median Number of Contacts	125		122		250		482	
Range	8-2,380		0-1,500		8-5,000		75-5,900	

More Type III projects are institutionalized than the other two types. Fifty-eight percent of Type III projects in the mail survey are currently funded from LEAA or other Federal sources as opposed to 71 percent and 66 percent of Type I and Type II projects respectively. Moreover, these projects are optimistic about their future. Only four percent of the Type III mail survey respondents foresee that their services will be reduced or have disappeared in five years and the majority (54 percent) foresee an expansion of services (see Tables 7 and 35, Appendix C).

C. Summary

From the preceding discussion, it is clear that the process of providing assistance to victims and witnesses is firmly in place in three types of projects. In the following chapter, we turn to the results which the victim/witness assistance process is supposed to produce or, in terms of the rationale, the intermediate outcomes and impacts.

IV. VICTIM/WITNESS ASSISTANCE PROJECT IMPACTS: ARE THE PROJECTS SUCCESSFUL?

The preceding chapter has discussed in detail the victim/witness assistance project in action, focusing on input or resource levels, project environments, and project process. We now turn to the broader question of project success or failure and to the current state of knowledge concerning that question. How well are these projects meeting the goals and expectations set for them? What, in fact, are the intermediate outcomes and long-term impacts?

A. Methods

To explore the question of project success, we relied primarily on a critical review of the written record. We reviewed all retrievable V/WA project evaluations, as well as a considerable amount of other project-specific documentation obtained from project staff and State Planning Agencies.* (A partial list of sources, including all those used in preparation of this chapter, appears in the Bibliography.) Each document was scrutinized for findings relating to intermediate outcomes and impacts; the methodology of each study also was carefully examined and design weaknesses noted.

On-site observation of operating projects and field data collection, while extremely useful in detailing project process, yielded little evidence on outcomes and impacts. This was not unexpected. On-site experience did, however, sensitize us to methodological weaknesses in the existing studies and provided some strong hunches about the likelihood of discovering "success" on various measures.

*In a few cases, evaluation reports could not be located, although mail survey respondents indicated that some evaluation had been conducted.

All evidence uncovered was systematically referenced to the general program rationales elaborated for the victim and witness models. For example:

- Mowen and Ramsey (1976) report that 61 percent of Glendale police officers surveyed indicated that the Citizen Participation and Support Program, a Type I project, saved them time. This was referenced to the Victim Model element #18, "Police time at scene reduced/less time spent on non-investigative functions."
- A reduction of average complainant waiting time from 4½ hours to one-half hour, reported in the Evaluation/Policy Research Associates and Price Waterhouse (1979) evaluation of Milwaukee's Project Turn-around, was referenced to element #23 of the Witness Model, "Less police/lay/expert witness time spent waiting/fewer unnecessary appearances."

Findings concerning victim-witness model projects were usually referenced to one of the other two models. Where the outcomes were not clearly related to either a witness or victim component, victim-witness findings were summarized separately.

For this model-referenced synthesis, "evidence" was interpreted to include subjective (e.g., opinion survey results) as well as objective findings (e.g., disposition record analyses), as long as they were systematically obtained. We excluded opinions volunteered during on-site interviews. For the most part, we also did not catalogue opinion survey findings concerning whether clients or other observers "liked" programs or their staff. Responses to more specific questions were preferred, e.g., whether the client would refer a friend to the program or whether the client received a certain type of aid.

Methodological weaknesses and other caveats were noted as part of the cataloguing procedure. Generally, reported findings were not excluded on methodological grounds alone,

unless the author admitted that the weaknesses were so serious that no conclusions could be drawn from the data. Had a greater volume of evaluative data been available, stricter criteria for inclusion would have been employed.

Our final step was to assess the quantity and quality of the available evidence concerning each model and identify significant gaps. In effect, this involved applying professional judgment to the information aggregated for each element of the model rationales and placing some confidence limits on the findings.

This process has proved to be a singularly unrewarding one. In general, the evidence is very sparse, and the methods employed to get that evidence were not very rigorous. This is true for both model types, but especially so for the victim model.

In the remainder of this chapter, we will summarize and comment upon the data pertaining to individual clusters of elements in the victim and witness rationales. The main themes for which reasonable support exists can be quickly summarized here, however:

- Clients, by and large, express favorable opinions of both model types. Based on the evidence of project activities reported in Chapter III, clients do receive many services that are "goods" in themselves from victim model and witness model projects.
- Witness model projects have produced clearcut time savings for police and lay witnesses, through the implementation of improved notification systems, and have saved police time in some locations by modifying the subpoena service process. Prosecutor time also is saved when projects take on notification and appearance management.
- Witness projects probably can produce modest increments (absolute increases of 10-15 percent) in witness appearance rates.

- For the most part, police and prosecutor time savings from witness projects free system resources for alternate use rather than producing direct dollar savings.

In a number of other areas, there is simply opinion survey and anecdotal material suggestive of impact, or no evidence whatsoever.

There also are certain key assumptions and expectations about victim assistance and witness assistance projects which are called into question by current evidence. No overall impact on either dismissal or conviction rates has been found in witness project jurisdictions. The evidence for increases in victim or witness satisfaction associated with either project type also is relatively weak. Finally, the available data indicate no significant impact on the intention of victims or witnesses to cooperate with the criminal justice system in the future.

In the following sections, we treat the victim and witness models in turn, reporting on the current state of knowledge in more detail.

B. The Victim Model

Evaluative information relevant to the victim model was uncovered for 19 projects. A summary version of the evidence catalogue appears in Table 4.1, keyed to the intermediate outcome and impact elements of the victim model program rationale on page 38.* For each finding, we also have indicated the number of projects and sources on which it is based.

*Readers interested in details on a particular finding are encouraged to consult the original sources or contact the authors of this report.

TABLE 4.1. OUTCOME/IMPACT SUMMARY FOR VICTIM MODEL

OUTCOME/IMPACT	EVIDENCE SUMMARY	NUMBER OF PROJECTS FOR WHICH EVIDENCE IS AVAILABLE	REFERENCES
18. Police time at scene/other non-investigative demands reduced.	*Majority of police officers surveyed believe that projects result in time savings of "more efficient" police functioning.	4	Minnesota Dept. of Corrections, 1979; Reich <u>et al.</u> , 1978.
	*No significant differences in police records of time at scene between cases with and without project intervention (but assisted cases may require fewer officers?).	1	Stanford Research Institute, 1978.
	*Emergency lock repair estimated to save police time spent guarding property.	1	Victim Services Agency, 1979a.
19. Increased police sensitivity.	*Over 90% of officers with project-related training believe it has changed the way they work with victims.	1	Kraft <u>et al.</u> , 1977; Stanford Research Institute, 1978.
	*No significant differences found between client and comparison group ratings of "how humane and helpful" the criminal justice system had been.	1	Reich <u>et al.</u> , 1978.
20. Victim is helped.	*Surveys indicate that majority of clients feel programs are "helpful," although not necessarily for all needs; "made ordeal easier;" or are "pleased with services." A majority would recommend services to a friend. Two small studies suggest clients are less satisfied with referrals or brochures than with direct services.	14	Kraft <u>et al.</u> , 1977; Stanford Research Institute, 1978; Bishop <u>et al.</u> , 1979; Minnesota Dept. of Corrections, 1979; Summit County Criminal Justice Commission, n.d.; San Mateo County Probation Dept., 1978; Goeke and Stretch, 1977b, 1978a, 1978b; JGM Associates, 1978; Indianapolis Police Dept., 1976.

TABLE 4.1. OUTCOME/IMPACT SUMMARY FOR VICTIM MODEL (continued)

OUTCOME/IMPACT	EVIDENCE SUMMARY	NUMBER OF PROJECTS FOR WHICH EVIDENCE IS AVAILABLE	REFERENCES
20. (Continued)	*Police and local service providers rate service as effective, nonduplicative, helpful to victims.	6	Norris and Hansen, 1978; Coates & Fischer, 1978; Stanford Research Institute, 1978; Minnesota Dept. of Corrections, 1979.
	*Limited evidence suggests projects may increase quantity of compensation claims filed, "quality" of claims, and/or amount of subsequent awards.	3	San Mateo County Probation Dept., 1978; Silbert <i>et al.</i> , 1979; JGM Associates, 1978.
	*Percent of domestic violence victims separated from spouses tripled between intake and termination; decline in reported violence was of similar magnitude.	1	Coates, 1979.
	*Mean staff ratings of victim functioning were higher at case termination than at intake.	1	Coates, 1979.
	*No statistically significant differences in fear levels/sense of control over crime emerge between program clients and comparison victims who received no service, but client group tended to be more fearful.	1	Unpublished data from Victim Assistance for Older Adults, Tampa, Fl.
21. Victim follows crime prevention suggestions.	*Negligible differences found between elderly victim clients and comparison group of residents in crime prevention precautions.	4	Bishop <i>et al.</i> , 1979.
22. Increased public awareness of victim needs/problems/available resources.	*12-month panel follow-up shows increased awareness of project at several sites; public awareness tends to be generally low, higher among clients.	4	Bishop <i>et al.</i> , 1979; Reich <i>et al.</i> , 1978.

TABLE 4.1. OUTCOME/IMPACT SUMMARY FOR VICTIM MODEL (continued)

OUTCOME/IMPACT	EVIDENCE SUMMARY	NUMBER OF PROJECTS FOR WHICH EVIDENCE IS AVAILABLE	REFERENCES
23. Increased law enforcement/ criminal justice and service provider sensitivity to victim needs/problems/required resources.	(See #19)		
24. Decreased number of domestic disturbance calls to police.	*Evidence suggests clients will access the project rather than the police in a recurrence of domestic violence.	1	Coates, 1979.
25. Increased victim satisfaction with police/prosecution.	*Evidence is weak and inconclusive; some surveys indicate clients have less positive feelings than comparison groups. Counselor ratings of victim attitudes at intake and termination for one project also show a mixed picture.	4	Reich <u>et al.</u> , 1978; San Mateo County Probation Dept., 1978; Coates, 1979; unpublished data from Victim Assistance for Older Adults, Tampa, Fl.
26, 27. Increased victim cooperation in police investigation/prosecution.	*Evidence, largely from attitude surveys of clients or criminal justice personnel, suggests weak or no effects at best. (Usual measures are reported "willingness to cooperate" in future, because actual cooperation is rarely requested.)	5	Reich <u>et al.</u> , 1978; Coates, 1979; San Mateo County Probation Dept., 1978; unpublished data from Victim Assistance for Older Adults, Tampa, Fl.; Kraft <u>et al.</u> , 1977.
28. Decreased revictimization.	*No self-reported revictimization among 50 elderly victims at 18-month follow-up.	1	Unpublished data from Victim Advocate Program, Ft. Lauderdale, Fl.

TABLE 4.1. OUTCOME/IMPACT SUMMARY FOR VICTIM MODEL (continued)

OUTCOME/IMPACT	EVIDENCE SUMMARY	NUMBER OF PROJECTS FOR WHICH EVIDENCE IS AVAILABLE	REFERENCES
29. Decreased long-term emotional effects of victimization.			
30. Increased efficiency of police investigations.	(See #18)		
31. Good word-of-mouth for police/prosecution.			
32. Decreased police job stress.			
33. Increased probability of suspect convictions.			
34. Increased crime reporting.	<p>*No apparent program impact on clients' expressed willingness to report crime.</p> <p>*In one project based outside the CJS, victims who accessed project services before calling the police were unlikely to ever report the crime.</p>	<p>2</p> <p>1</p>	<p>Unpublished data from Victim Assistance for Older Adults, Tampa, Fl.; Kraft <i>et al.</i>, 1977.</p> <p>Coates, 1979.</p>
35. Increased public support for victim services.			

A few global comments are in order first. As we warned above, overall evidence for the victim model is sparse; only four of the rationale elements have relevant data from four or more projects. The quality of evidence is less than satisfactory. Several problems seem generic:*

1. Heavy reliance on surveys of clients, police, or other actors as a data source. In a number of cases, the exact sampling procedures are unreported. Response rates, where calculable, have been quite variable, from as low as 14 percent to as high as 89 percent. The degree of bias in these survey findings is therefore unknown, but may be considerable.

2. Lack of satisfactory comparison groups or time periods. Most researchers report no comparison data on non-clients; those few who do are often forced to use the general population (including many non-victims) or other groups likely to have suffered less serious victimization. Pre-project baselines as points of comparison are used in only one instance.

3. Frequent reliance on responses to opinion and attitude questions as measures of project success or failure. The limitations of attitude measures are well-known; both the validity of the measurements and the extent to which attitudes predict subsequent behavior have often been called into question. Relatively little of the evidence is based on more objective measures--e.g., archival data on compensation claims, reported crime, or even self-reported client behaviors recorded on intake forms.

*It is fair to say that the researchers are often painfully aware of the shortcomings. They often faced problems of limited resources, unavailability of baseline data, and access. In addition, several of the sources cited did not set out to "do an evaluation," but merely to find out how well clients liked the services, for example.

4. Narrowness of focus. Only a quarter of the 19 projects produced data on more than one or two intermediate outcome and impact elements of the victim model rationale. Thus, assessing the rationale linkages within individual projects is difficult.

Keeping these general limitations in mind, we turn now to the clusters of the individual elements of the rationale. What can we say about project "success" or "failure" at various points of the outcome/impact spectrum?

Victim Benefits

In general, it is the complex of direct benefits to victims (rationale elements #19-#21, #28) which have been most frequently examined and which our on-site interviewees are most likely to believe Type I projects (or components) deliver. Based on our review of the documentary evidence and on our on-site observation and interviewing, we conclude the following:

1. For the intermediate outcome of increased police sensitivity, there is currently insufficient evidence to make any judgment. It is plausible to assume project effects in this area, especially where programs expend considerable effort on police training and orientation, but we hazard no estimate of their magnitude. In any case, attribution of observed changes to the project alone could prove difficult. In several of the jurisdictions visited, a number of "victim-oriented" changes have taken place in recent years--emergence of rape crisis and battered women programs, introduction of crisis intervention training in police academies, creation of sex assault investigation teams, new programs in hospital emergency rooms, etc. Respondents often reported an improved climate of victim concern, but saw V/WA programs as only one of several change agents.

2. It appears that a majority of project clients do like the services offered and will report that they have been helpful. Thus, if we take the client's opinion at face value, the victim is helped by victim model projects. Personnel from criminal justice and social service agencies tend to concur in this assessment. An examination of process data on service units delivered (see Chapter III) and on-site observation confirm that many victims do receive services which are "goods" in themselves, such as transportation, case status updates, and financial aid.

To conclude that victims like victim projects and do get concrete services from them constitutes limited support for the model, however. Other key assumptions about victim benefits remain virtually untested and unconfirmed:

- There is almost no evidence about the success of victim projects in reducing emotional trauma experienced by victims or their families. Beyond the fact that many victims report "mental and emotional suffering" (Knudten et al., 1976b; Black & Regenstreif, 1977), we know little about the prevalence and intensity of trauma experienced by the general population of victims, with or without crisis intervention and other services. A few researchers have begun to tackle such questions (e.g., Goeke & Stretch, 1977; Denton, 1979; Bourque et al., 1978), but most crisis intervention and victim assistance theory is based on clinical observation of victim traumas, often among special subgroups such as rape victims or others referred for counseling because of apparent trauma.
- The proportion of victims who can and do obtain supportive services on their own, without project help, is unknown, as is the amount of time and money it costs them to do so.
- Increased understanding of the criminal justice process by project clients is undocumented.

- Evidence of impact on victim financial losses is sketchy. It appears, for example, that projects can increase the quantity and quality of state victim compensation claims filed, but the claims review, approval, and disbursement process is out of project hands. In several jurisdictions visited, project staff reported that the state system was plagued with red tape and huge backlogs, so that few clients were actually receiving compensation.

Based on site observations and anecdotal information, it is reasonable to assume victim assistance projects are helping victims in a number of ways mentioned above. In some individual cases, there is no question that this is true. What is really at issue is the magnitude of effects.

3. Decreased revictimization, or the intermediate outcome of increased crime prevention actions by the victim, have rarely been investigated. (We note, incidentally, that projects do vary considerably in the amount of emphasis placed on crime prevention education, and not all claim decreased revictimization as an impact.) A number of victimization studies, unrelated to victim assistance projects, suggest that victims generally take increased precautions following the crime. They may change locks, reduce going out alone or at night, change jobs or working hours, or even move from the neighborhood (Knudten et al., 1976b; Garofalo, 1977; Burkhardt & Norton, 1977; Rifai, 1977).^{*} An evaluation of project effects in this area would need to control for reactions to the crime incident itself.

4. No studies have examined decreases in long-term emotional effects of victimization as an impact of victim assistance projects. As in the case of the more immediate emotional trauma and crisis reaction, the severity and prevalence of such effects in the general victim population has not been established.

^{*}At least one study reports contrary evidence, however, finding no significant differences between victims and the general public (Black & Regenstreif, 1977).

Direct Police Benefits

We group here those outcomes and impacts which have a rather direct and immediate benefit for police functioning, including time savings (#18), reduction in disturbance calls (#24), increased investigative efficiency (#30), and reduced job stress (#32). Increased investigative efficiency and reduced job stress impacts have not been examined to date. The case for time savings rests largely on a limited body of police opinion data. One project attributes savings of police time to its emergency lock repair program (Victim Services Agency, 1979a), but few projects have a program of similar scope. Evidence for reduction in disturbance calls comes from only one evaluation; this study found that in 33 known recurrences of domestic violence among clients of a Denver-based victim project, 88 percent called the project rather than police (Coates, 1979). In a city of 484,000 population, this argues for a modest effect at best. The finding, of course, only bears on the diversion effect of the project and does not speak at all to project success in preventing recurrences entirely.

Overall then, little is documented about the nexus of police benefits, although available bits and pieces do not seriously challenge the model. Interviewees at victim project sites were nearly unanimous in believing that such direct benefits accrue to police departments, although probably of modest magnitude. The claims acquire some face validity in police-based projects, particularly in the time savings or efficiency categories. Proving the project will not be a nuisance (i.e., waste police time) and can, in fact, help relieve officers of unwanted tasks is a key prerequisite of success, according to both project staff and police interviewees. Survival within the police department is itself proof that the project is passing the test.

Other System Benefits

A third group of expected effects includes increased victim satisfaction and better cooperation with police/prosecution (#25, #26, and #27), which are in turn assumed to produce better "word-of-mouth" for the system (#31), increased crime reporting (#34), and increased suspect convictions (#33). Several researchers have attempted to tackle these outcomes, and unlike impacts and outcomes discussed earlier, their findings provide almost no support for the victim model. Clients do not appear to be markedly more satisfied with the system, more "willing" to cooperate, or more likely to report crime in the future. Because most victims are never asked to cooperate in prosecution of a case,* investigators have not been able to establish actual increases in cooperation or changes in conviction rates.

Increased Support for Victim Services

A final group of project impacts relate to increases in public, criminal justice system, and service provider awareness of victim needs, problems, and resources (#22 and #23), culminating in increased public support for victim services (#35). Few evaluations have systematically addressed these changes, although we heard numerous supportive anecdotes. Evidence from several sites suggests that developing specific program awareness in the general public is a slow process; even clients often do not recall accurately who assisted them.

Non-Federal dollars are the primary source of support for about 29 percent of victim assistance projects responding to our mail survey. A comparison of the distributions of current and original funding sources for these projects shows little change, however, so it is difficult to determine from our data whether victim projects are indeed garnering greater local support. The projects are optimistic about the future--55 percent expect that their services will be expanded five years from now.

*Victim project staff typically estimate that only five to 10 percent of their clients ever get involved with prosecution, because no suspect is ever apprehended in most cases.

C. The Witness Model

A summary of evidence relating to witness model, or Type II projects appears in Table 4.2. As for the victim model, the findings are keyed to the appropriate program rationale, shown on page 40. All told, we uncovered relevant evidence for 27 Type II projects.

An examination of Table 4.2 reveals that knowledge of impacts and outcomes for witness model projects is more plentiful than for the victim projects. Nearly every element in the rationale has been looked at in at least one location and several elements have been examined in multiple project sites. While client and criminal justice personnel surveys and attitude and opinion measures continue to play a major methodological role, they often have been supplemented by more objective techniques and measures--e.g., calculation of witness appearance rates, analysis of disposition data, and independent observation of court interactions. In addition, several researchers have been able to employ quasi-experimental designs, involving pre- and post-project comparisons, time series, or even experimental and comparison or control groups.

Witness Benefits

Witness projects claim to help witnesses directly in a variety of intangible ways (#21)--e.g., through alleviating trauma and improving understanding of the criminal justice process--and by averting or reimbursing the financial losses associated with victimization and subsequent participation in the criminal justice process (#22). A major objective is to save lay witness time spent in unnecessary appearances or in waiting to testify (#23). Most projects also expect to produce some system improvements in the sensitivity with which witnesses are treated (#27).

TABLE 4.2. OUTCOME/IMPACT SUMMARY FOR WITNESS MODEL

OUTCOME/IMPACT	EVIDENCE SUMMARY	NUMBER OF PROJECTS FOR WHICH EVIDENCE IS AVAILABLE	REFERENCES
21.22 Victim/witness is helped - General.	*In client surveys, majority of respondents (80% and up) report program has been "helpful," would recontact, or were "satisfied" with service rendered.	5	Evaluation/Policy Research Associates-Price Waterhouse (EPRA), 1979; San Mateo County Probation Dept., 1978; Barabas, 1977; unpublished data from State's Attorney's Office, Towson, MD; Vera Institute of Justice, 1976a.
- Emotional trauma reduced.	*Prosecutors surveyed ranked counseling to victims and families of traumatic crime and disposition/status notification as most useful services to V/W's.	8	Arthur D. Little, 1977.
- Intimidation fears reduced.	*35% of prosecutors surveyed observe less witness intimidation.	8	Arthur D. Little, 1977.
	*99% of witness protection unit clients surveyed felt they got services needed.	1	EPRA, 1979.
	*50% of clients surveyed who feared reprisal when asked to testify, are still fearful following disposition. (Project referred all intimidation problems to police.)	1	Prince George's County Criminal Justice Evaluation Unit, 1979.
- Understanding of LE/CJ process increased.	*Witnesses surveyed who received brochures or other information/instructions about court process generally report information is "helpful." In one small study, nonrecipients were much more likely to report major problems in obtaining information than recipients.	5	Center for Criminal Justice Studies, 1977; Swasy, 1976; Johnson County District Attorney's Office, 1978; EPRA, 1979; Barabas, 1977; Prince George's County Criminal Justice Evaluation Unit, 1979.

TABLE 4.2. OUTCOME/IMPACT SUMMARY FOR WITNESS MODEL (continued)

OUTCOME/IMPACT	EVIDENCE SUMMARY	NUMBER OF PROJECTS FOR WHICH EVIDENCE IS AVAILABLE	REFERENCES
21,22. (Continued)			
- Increased victim input to plea/sentencing facilitated.	*In a court where a special "victim involvement program" operates, victims report significantly greater interaction with court personnel than in a control court.	1	Victim Services Agency, 1979b.
- Knowledge of non-LE/CJ resources increased.	*In one unit, 43% of clients referred for service elsewhere actually contacted the agency; 92% of those received services.	1	EPRA, 1979.
- Appearance obstacles (e.g., lack of transportation) removed.	*Little evidence is available: half of a very small sample of child care recipients said they would have been unable to make alternate arrangements; prosecutors surveyed at 8 sites ranked concrete services such as child care, witness fees, and parking as least useful to V/Ws.	9	Vera Institute of Justice, 1976a; Arthur D. Little, 1977.
- Reduction in V/W losses through: witness fees, property return, compensation, restitution, employer reimbursement for court time.	*Evidence suggests that disproportionate compensation claims and/or restitution orders are associated with project jurisdictions. Increased receipt of payments or awards is less well documented, but probable.	4	EPRA, 1979; Wayne County Prosecutor's Office, 1979; unpublished data from District 3 District Attorney's office, Auburn, ME.; Victim Services Agency, 1979a.
- Financial property losses decreased.	*One study shows increased percentage of victims receiving property prior to trial (55%, up from 20%).	1	EPRA, 1979.
	*Court records show no improvement in witness fee payment procedures and receipt of fees.	1	EPRA, 1979.

TABLE 4.2. OUTCOME/IMPACT SUMMARY FOR WITNESS MODEL (continued)

OUTCOME/IMPACT	EVIDENCE SUMMARY	NUMBER OF PROJECTS FOR WHICH EVIDENCE IS AVAILABLE	REFERENCES
23. Less police/lay/ expert witness time spent waiting/ fewer unnecessary appearances.	*Project statistics on "alerts" and notifications made of schedule changes indicate several hundred to several thousand appearances "saved" monthly depending on project size; also some savings in waiting time are estimated. Baseline or comparison data are usually unavailable.	15	Arthur D. Little, 1977; unpublished data from State's Attorney's Offices in Upper Marlboro, MD and Towson, MD; Vera Institute of Justice, 1976b; unpublished data from District 3 District Attorney's Office, Auburn, ME; Stanford Research Institute, 1978; Broward County Board of Commissioners, 1978.
	*Where baseline or comparison data are available, the following changes have been reported: - reduction in complainant waiting time from 4½ hours to ½ hour. - 50% decrease (from 60% to 30%) in unnecessary appearances reported by witnesses. - 28% decrease in trips perceived as unnecessary (from 43% to 31%). - 4.2% decrease in police overtime hours.	1	EPRA, 1979.
	*Police and prosecutors surveyed believe time is saved, unnecessary trips reduced, notification system is "useful."	11	EPRA, 1979; Arthur D. Little, 1977; Barabas, 1977; Stanford Research Institute, 1978; Kraft et al., 1977.

TABLE 4.2. OUTCOME/IMPACT SUMMARY FOR WITNESS MODEL (continued)

OUTCOME/IMPACT	EVIDENCE SUMMARY	NUMBER OF PROJECTS FOR WHICH EVIDENCE IS AVAILABLE	REFERENCES
24. Police time delivering subpoenas reduced.	*Time and dollar savings are reported in several jurisdictions as a result of: 1) substitution of mail service for personal service; 2) substitution of phone alert for personal service; or 3) substitution of project (civilian) personnel for police.	5	Arthur D. Little, 1977; unpublished data from District 3 District Attorney's Office, Auburn, ME; Broward County Board of Commissioners, 1978.
25. Prosecutors freed from notification/other witness management.	*Prosecutors surveyed report time savings result from notification and other support activities. (Estimates ranged from 7.5 - 20.0 hours per week in one study.)	10	Arthur D. Little, 1977; EPRA, 1979; Louisville-Jefferson County Criminal Justice Commission, 1979.
26. Prosecutors receive improved witness information/witnesses give better testimony.	*Majority of prosecutors surveyed report improvements in witness knowledge and effectiveness, also greater willingness to prosecute with "marginal" witnesses.	9	Arthur D. Little, 1977; Barabas, 1977.
	*For a small sample of cases, one project provided reliable feedback to prosecutors in 74% of cases where witness was expected to appear, and in 100% of cases where witness was not expected to appear.	1	Vera Institute of Justice, 1975.
	*When prosecutors were notified than an absent witness was cooperative, the case was more likely to be adjourned and less likely to be dismissed than if the project made no assurances.	1	Vera Institute of Justice, 1979.

TABLE 4.2. OUTCOME/IMPACT SUMMARY FOR WITNESS MODEL (continued)

OUTCOME/IMPACT	EVIDENCE SUMMARY	NUMBER OF PROJECTS FOR WHICH EVIDENCE IS AVAILABLE	REFERENCES
26. (Continued)	*When project notified prosecutors of police availability dates, a modest impact on frequency of adjournment to unavailable dates was observed (19% "bad" dates for experimentals vs. 26% for controls).	1	Vera Institute of Justice, 1979.
	*Project notifications to prosecutors of cases where producing witness was "hopeless" resulted in fewer adjournments to disposition (.6 vs. 1.2 for controls), <u>more</u> guilty pleas (36% vs. 17%), and <u>fewer</u> dismissals (36% vs. 62%).	1	Vera Institute of Justice, 1979.
27. Increased LE/CJ sensitivity to witness needs/problems/required resources.	*About half of prosecutors surveyed report increased prosecutor, judge, and police sensitivity to V/Ws. Police and judge surveys in one site show little or no impact.	9	Arthur D. Little, 1977; EPRA, 1979.
28. Increased public awareness of witness needs/problems/ available resources.	*Almost half of citizens surveyed are aware of project, but most are not familiar with specific functions.	1	EPRA, 1979.
29. Decreased number of family disturbance calls to police.			

TABLE 4.2 (continued)

TABLE 4.2. OUTCOME/IMPACT SUMMARY FOR WITNESS MODEL (continued)

OUTCOME/IMPACT	EVIDENCE SUMMARY	NUMBER OF PROJECTS FOR WHICH EVIDENCE IS AVAILABLE	REFERENCES
30. Decreased number of withdrawn family disturbance complaints.	*One study of a V/W Complaint Unit reports no consistent impact on complaint dismissal rate or reasons for dismissal, although overwhelming majority of prosecutors believe unit had removed difficult cases from caseload. (Caseload included family, non-stranger, and consumer fraud cases.)	1	EPRA, 1979.
31. Increased probability of witness cooperation with prosecution.	*Majority of prosecutors report greater witness cooperation.	9	Arthur D. Little, 1977; Barabas, 1977.
	*At least 85% of witness protection unit clients were judged "cooperative;" nearly all agreed to testify when asked, but no baseline was available.	1	EPRA, 1979.
32. Increased probability of witness appearance at each stage.	*Limited evidence indicates witnesses receiving project services may show modest increments in appearance rates over control or comparison group/periods (e.g. 55% vs. 45%, 57% vs. 40%, 35% vs. 25%); differences do not always attain statistical significance. Evidence conflicts on whether this advantage is sustained over multiple adjournments or through lengthier cases.	3	Vera Institute of Justice, 1976b; Henderson, n.d.; Wayne County Prosecutor's Office, 1979.
	*Prosecutors surveyed believe witness appearance rates have improved.	8	Arthur D. Little, 1977.

TABLE 4.2. OUTCOME/IMPACT SUMMARY FOR WITNESS MODEL (continued)

OUTCOME/IMPACT	EVIDENCE SUMMARY	NUMBER OF PROJECTS FOR WHICH EVIDENCE IS AVAILABLE	REFERENCES
32. (Continued)	*Majority of clients receiving appearance support services believe services did not affect their coming to court.	1	Vera Institute of Justice, 1976a.
	*Project implementation of altered subpoena procedures (see #24) has not negatively affected witness appearance rates; improvements found in some sites.	4	National District Attorneys Association, 1976; EPRA, 1979; Vera Institute of Justice, 1976b.
33. Decreased probability of case dismissals at each stage.	*With minor exceptions, comparisons with baseline periods or comparison groups show very small or no decreases in overall dismissal rates and small changes in reasons for dismissal. (Drops range from 3-6 percentage points.) (See #26 for exception: changes in dismissal patterns in cases where special witness information was provided to prosecutors.)	7	Vera Institute of Justice, 1976b; EPRA, 1979; unpublished data from State's Attorney's Office, Towson, MD; Marion County Criminal Justice Planning Agency n.d.; Henderson, n.d.; Junior League, 1979; Broward County Board of Commissioners, 1978.
	*Over half of prosecutors surveyed believe dismissals due to witness non-appearance have declined.	8	Arthur D. Little, 1977.
34. Increased probability of suspect convictions.	*Evidence in two sites suggests minor improvements in prosecution "success"; one site shows no impact. Alternative explanations, e.g., improved charging practices, are not discussed. (Also see #26: decrease in adjournments to disposition where special witness information was provided to prosecutors.)	3	Marion County Criminal Justice Planning Agency, n.d.; Swasy, 1976; unpublished data from State's Attorney's Office, Upper Marlboro, MD.

TABLE 4.2. OUTCOME/IMPACT SUMMARY FOR WITNESS MODEL (continued)

OUTCOME/IMPACT	EVIDENCE SUMMARY	NUMBER OF PROJECTS FOR WHICH EVIDENCE IS AVAILABLE	REFERENCES
35. Increased speed of court processing.	*Slight or not impact on speed of disposition was found at two sites; a third site reported a marked decrease in postponements, in comparing one project quarter with another.	3	Vera Institute of Justice, 1976b; unpublished data from State's Attorney's Offices in Rockville, MD and Towson, MD.
36. Increased witness satisfaction with LE/CJ system.	*Increased witness satisfaction is associated with receipt of project notification services and positive ratings of staff; more witnesses rate system positively in project period than in baseline period. At one site, use of child care, transportation did not affect attitudes to court.	3	Prince George's County Criminal Justice Evaluation Unit, 1979; National District Attorneys Association, 1976; Vera Institute of Justice, 1976a.
37. Increased public support for LE/CJ system and witness services.			
38. System costs reduced/greater system efficiency.	<p>*Projects reduce system costs through substituting staff effort for police effort (in subpoena service, property return).</p> <p>*System costs are reduced through saving police witness time (eliminating unnecessary appearances of waiting time) and saving prosecutor time (eliminating notification/witness management duties).</p>	<p>5</p> <p>7</p>	<p>Arthur D. Little, 1977; unpublished data from District 3 District Attorney's Office, Auburn, ME.; Victim Services Agency, 1979a; Broward County Board of Commissioners, 1978.</p> <p>EPRA, 1979; Arther D. Little, 1977; unpublished data from State's Attorney's Office, Upper Marlboro, MD; Stanford Research Institute, 1978; Victim Services Agency, 1979a; unpublished data from District Attorney's Office, Auburn, ME.</p>

TABLE 4.2. OUTCOME/IMPACT SUMMARY FOR WITNESS MODEL (continued)

OUTCOME/IMPACT	EVIDENCE SUMMARY	NUMBER OF PROJECTS FOR WHICH EVIDENCE IS AVAILABLE	REFERENCES
38. (Continued)	*Savings in witness fees or "uncashed" subpoenas are estimated in some jurisdictions, but no baselines are available. Savings may be partially or substantially offset by improved appearance rates for necessary proceedings.	4	Arthur D. Little, 1977; EPRA, 1979; Broward County Board of Commissioners, 1978.
39. Increased witness cooperation in future.	*Limited evidence, from witness attitude surveys, suggests no major impact of project services on intention to cooperate in future.	3	EPRA, 1979; unpublished data from State's Attorney's Office in Towson, MD; Prince George's County Criminal Justice Evaluation Unit, 1979.

There is currently considerable evidence that witness model projects are reducing unnecessary lay witness appearances and waiting time through improved notification procedures, telephone alert, and better case scheduling practices. There are some methodological limitations: typically, investigators take project statistics of witness "call-offs" and alerts and translate them directly into "saved" appearances or "saved" waiting time. Without a baseline for comparison, this results in some unknown inflation of effects; without the project, no doubt some proportion of these witnesses would have found out about scheduling changes through other means or simply would have failed to show up anyway. However, given the often haphazard or almost nonexistent notification procedures most project jurisdictions enjoyed previously, we think the fact of improvements in this area cannot be challenged. At least one study comparing witness experience during the project period with a pre-project baseline group indicates that improvements can be sizable: only 30 percent of witnesses sampled during the project period reported making unnecessary appearances, compared to 60 percent of a sample of witnesses surveyed during the pre-project period (Evaluation/Policy Research Associates, 1979).

Projects also report making various "one-time" procedural changes that save witness time and do not show up in their monthly service statistics. For example:

- One project director convinced the jurisdiction to abandon its practice of subpoenaing all grand jury witnesses to appear at 9:00 a.m. Now, the expected schedule for hearing cases is established in advance and witness appearance times are staggered throughout the day.
- Another project helped the prosecutor's office formulate new guidelines about which witnesses are essential at charging conferences. This significantly reduced the number of subpoenas issued and witness appearances required, according to an independent evaluation (Evaluation/Policy Research Associates, 1979).

The impacts of such procedural changes have not been quantified in most jurisdictions, however. In general, on-site observations suggest that the magnitude of time savings will vary from jurisdiction to jurisdiction, depending on the specific notification system introduced, the extent of project control over case scheduling, and prosecutor's case assignment procedures. Variations in the original system (or nonsystem) also mean that some projects have more room for improvement than others.

In addition to saving client time--which may result in direct savings of client salary dollars, transportation, and other expenses--witness assistance projects, like victim assistance projects, deliver many direct services which are "goods" in themselves. These services, discussed in Chapter III, include reception in private waiting areas, transportation, notification of case outcome, and orientation. The proportion who would have secured similar services on their own is unknown, however, as is the proportion who could not or would not have appeared in court without this help. The same is true for referral services. What little evidence there is suggests that lack of concrete services, like transportation or child care, may be significant appearance obstacles for a minority of witnesses only. This conforms to the actual practice of most witness projects, which tend to provide appearance support to a small proportion of clients.*

Evidence of project success in securing financial recompense or property return for victims and witnesses is limited. Apparently, some projects have been able to increase the quantity of restitution orders and compensation claims for clients, but documentation of improvements in actual dollar recovery or speed of processing is scant. One study has documented improvements in pre-trial property return, but found no progress on

*See service statistics in Chapter III.

the witness fee front (Evaluation/Policy Research Associates, 1979). None of the research has examined increases in employer payment for witness court time, although at least one project has invested considerable effort in pledging employers to provide paid witness leave.*

We conclude from the available record and on-site experience that:

- As in the case of victim projects, success in achieving various forms of financial reimbursement or property return is often dependent on administrative systems beyond project control.
- As a result, projects tend to be selective, basing their allocations of effort on a judgment of the various constraints--political, administrative, or statutory. Staff of one project may vigorously pursue reimbursement of witness fees but decide the property return situation is almost hopeless. Another project may do the reverse, because it has excellent relationships with the police department and a supportive prosecutor. The staff may well decide that advocacy of system changes better serves clients than individual assistance on some fronts.
- In general, successes achieved by projects in speeding up compensation awards or other claims for individual victims must be kept in broader perspective. As one project director noted about compensation assistance, "We have come to feel we are only helping 'our' victims get ahead of the line. Their speedy award is gained at the expense of other victims. We now need to work on changing the inadequate state compensation system itself."

In the realm of less tangible victim/witness benefits, we know very little. As we noted for the victim model, it is apparent that clients like the projects and rate them as helpful. Prosecutors surveyed at several sites also view many project efforts as useful to clients and believe that

*Reported for the Witness Information Project, Peoria, Illinois in the LEAA Newsletter, October 1979.

victims and witnesses are now treated with greater sensitivity by criminal justice personnel. There is no objective evidence that victims or witnesses are now suffering less emotional trauma as a result of project services and little evidence of the prevalence and severity of such effects in the unserved population. Our earlier discussion of the limitations of the evidence for the victim model on this point are equally applicable to the witness model.

System Benefits

Police benefits. Many witness assistance projects aim to produce a number of benefits for individual police officers and their departments. These include reduction of police waiting time and unnecessary appearances (rationale element #23), reduction in time required to deliver subpoenas (#24), and a decrease in family disturbance calls (#29). No evidence exists regarding the last of these; project impact on family disturbance calls to police is an expectation for a minority of witness assistance efforts only.

It is clear from evidence to date that police witness time can be substantially reduced by improved police notification procedures. Seventy-two percent of witness assistance projects responding to our mail survey indicated that they do serve police witnesses, so we assume that a majority of witness assistance efforts are sharing in those benefits. Changes in the subpoena service system, usually involving a movement away from personal service to mail service and/or telephone alert, are also time-savers for police, according to the evidence. Our on-site experience leads us to believe a number of prosecutors' offices have implemented subpoena service changes; however, the witness assistance projects are sometimes not in charge of these systems. There is, incidentally, no evidence that the changes reduce witness appearance rates--in fact, some investigators found improvements.

Several investigators have translated observed savings of police time into reductions in system costs (#38). Savings fall into two categories, however. The first is direct dollar savings, stemming from actual reductions in force or lower police overtime payments. While there is some evidence of direct reduction in system costs at a few sites, most of the police time savings simply free resources for alternative use. These savings can more appropriately be viewed as gains in system efficiency.

Other system benefits. Most of the remaining outcomes and impacts attributed to witness assistance projects (#25-#28, #30-#39) relate to the prosecution and court process. The evidence to date provides the following support for the witness model assumptions:

1. Prosecutors overwhelmingly believe witness assistance projects are saving their time. Although time savings have not been quantified by objective methods, our direct observation confirms that project staff are performing tasks, especially notification, formerly handled by prosecutors. There is also some formal evidence, supported anecdotally, that projects can provide reliable advance warning to prosecutors about which witnesses are unlikely to appear and that prosecutors proceed differently when they have such information. Prosecutors also believe witnesses are more "cooperative" when they have project support.

2. Three studies show that projects have produced some modest improvements in witness appearance rates. Although not all observed changes meet standards of statistical significance, all are in the desired direction and of similar magnitude. There are conflicts, however, which the limited evidence cannot resolve. One study reports that most project impact occurs at first appearance, with experimental group appearance rates equalling those of comparison groups for

later appearances (Vera Institute of Justice, 1976b). Another study, with slightly different methodology, reports that the experimental group's advantage is greater with older cases, although experimental group witnesses show higher appearance rates than the comparison group for cases of all ages (Henderson, n.d.).

3. Estimated savings of prosecutor time, resulting primarily from reduction of the prosecutor's notification/appearance management workload, and time savings for other court personnel, due to reductions in adjournments, have been translated by investigators into cost savings for the system. These estimated savings are generally not direct cost savings, but represent resources freed for alternate uses.

4. Evidence from two sites indicates that receipt of project services, primarily notification, is associated with higher rates of witness satisfaction with the criminal justice system.

In a number of other areas, the model has received little or no confirmation from the research to date. In a few sites there is suggestive evidence that reasons for dismissal have shifted slightly; i.e., fewer cases are now dismissed because of witness "no-show." Several attempts to examine the impact of project services on overall dismissal rates have found little or no change, however, despite prosecutors' belief to the contrary. Attempts to establish increases in suspect convictions, increased speed of court processing, or improvements in witness intent to cooperate in the future attributable to project efforts have not met with much success either.

Increases in public awareness and/or support for witness services have not been addressed systematically by any researchers. According to mail survey results for Type II projects, about 35 percent of current projects are now funded primarily from non-Federal sources, mainly county government, up from 27 percent in their first year. However, the percentage of projects using LEAA funds as the primary support has not changed much; most of the slight shift has occurred away from other Federal sources.

D. Victim-Witness Model Findings

In the course of our literature and document review, we encountered a few findings from victim-witness model projects which could not safely be referenced to either the victim or witness models. All involved surveys of victims or criminal justice system personnel where it was impossible to distinguish whether the respondent had received or encountered victim assistance components of the project, witness assistance components, or both. These "residual" findings, summarized in Table 4.3, do not substantially change the picture just described.

As noted in Chapter III, however, victim-witness projects as a group seem to be doing better in converting to non-Federal and non-LEAA sources of support than either Type I or II projects. We are unable to explain this with currently available data or to suggest whether this is an indicator of increased public support for the more comprehensive model.

In Chapter V, we summarize the findings of the NEP Phase I assessment of local victim/witness assistance efforts.

TABLE 4.3. OUTCOME/IMPACT SUMMARY OF VICTIM-WITNESS MODEL¹

OUTCOME/IMPACT	EVIDENCE SUMMARY	NUMBER OF PROJECTS FOR WHICH EVIDENCE IS AVAILABLE	REFERENCES
Victim/witness is helped.	*A majority of victims/witnesses surveyed would use project services in the future; no significant response differences emerged between project clients and victims/witnesses who had not received project services.	1	Black and Regenstreif, 1977.
	*Victims who received direct services were more satisfied than those receiving services by referral.	1	Schneider and Reiter, 1976.
Increased system sensitivity to victims.	*System personnel ratings of priority given to victims in the system increased significantly after project implementation.	1	Schneider and Reiter, 1976.
Increased victim/witness satisfaction with LE/CJ system.	*Among victims whose cases went to court, those receiving assistance were more likely to express satisfaction with the system than those not receiving assistance; however, no association was found between the measures of program satisfaction and system satisfaction.	1	Schneider and Reiter, 1976.
	*Victims/witnesses who contacted the project on their own were less satisfied with the criminal justice system than the general public, other project clients, and unserved victims/witnesses.	1	Black and Regenstreif, 1977.

¹This table summarizes only those findings which could not be individually related to victim components or witness components of victim-witness projects.

TABLE 4.3. OUTCOME/IMPACT SUMMARY OF VICTIM-WITNESS MODEL (continued)

OUTCOME/IMPACT	EVIDENCE SUMMARY	NUMBER OF PROJECTS FOR WHICH EVIDENCE IS AVAILABLE	REFERENCES
Increased victim/witness satisfaction with LE/CJ system.	*A majority of criminal justice personnel surveyed believed victim/witness attitudes were favorably influenced by the program.	1	San Mateo County Probation Dept., 1978.
Increased probability of future victim/witness cooperation.	*Willingness to cooperate in the future in reporting or prosecuting crime cannot be attributed to receipt of program services.	3	Black and Regenstreif, 1977; Schneider and Reiter, 1976; Kraft et al., 1977; Stanford Research Institute, 1978.

V. CONCLUSIONS

The Phase I assessment of victim/witness assistance efforts nationwide has identified a universe of 280 projects which share a common set of assumptions about the criminal justice process:

- That victims and witnesses have been badly treated by the criminal justice system as well as by the criminal.
- That projects based in local agencies or organizations can help to ameliorate this situation.
- That the criminal justice system as well as individual victims and witnesses will benefit from the effort.

Within this universe, we observed and identified at least three different intervention models or styles, termed the victim, witness, and victim-witness models. These models can be distinguished by target population, point of intervention with clients, and service emphasis; these characteristics are in turn associated with somewhat different outcome expectations. The three models were defined and elaborated as a result of field observation of 20 projects, but we later found that most projects responding to the mail survey could be reliably classified into the same three types. In all, 39 percent were identified as victim or Type I projects, 47 percent as witness or Type II projects, and 11 percent as victim-witness or Type III.*

While the three models provide a convenient device for organizing a good deal of descriptive information, there is obviously a great deal of variability among "same type" projects and many commonalities across types. Chapter III describes in detail the intervention styles of these three project types, the resource levels, and the environments in which they operate.

*Three percent were considered unclassifiable.

A. Victim/Witness Assistance Projects in Operation

A few summary observations are warranted about victim/witness assistance projects in operation. First and foremost, in the immediate sense, projects of all three types seem to be doing exactly what they promise to do. They have developed a range of services and referral arrangements tailored to the perceived needs of their target populations. They are delivering many concrete services to victims and witnesses which can be considered "goods" in themselves, regardless of whether they contribute to the long-range well-being of client or system. Clients apparently like the services and so do criminal justice personnel, like police and prosecutors, who are most immediately affected by project activities.

Although ours was not a longitudinal study, retrospective accounts show that these are also quite dynamic efforts. Once implemented, the typical project is continually examining its own operations and those of the criminal justice and social service systems, making adjustments and modifications, and finding new worlds to conquer. Resource constraints and the local political climate set some limits, of course, but we encountered many projects whose staff proved quite adept at manipulating both.

The specific services offered have a great deal to do with the choice of target population, as pointed out in Chapter III. Victim projects concentrate on immediate face-to-face work such as crisis intervention, counseling, and other "restorative" efforts. Added support is offered for those few victims who are later involved in case investigation and prosecution. Witness projects, on the other hand, focus on witness notification and appearance management--services which can often be handled by phone or mail or in relatively brief face-to-face contact. Victim-witness projects have components which do both.

In many projects, there is a tendency to proclaim a very broad range of assistance to victims and witnesses, but typically only a few core services are routinely delivered to the bulk of clients. This is not a matter of false advertising, but rather a result of staff judgments that most people simply do not require or want the full range of services. For example, witness projects typically offer or can arrange appearance support services such as transportation to court or child care, but activity records and reports show that these services are used fairly infrequently. The routine services are witness notification, reception, and orientation. As a corollary, it seems to be the case for all project types that a minority of clients command a disproportionate share of staff attention and assistance. In the victim project, this might be an elderly purse snatch victim who has lost her Social Security check, other valuables, and identification papers, and who has been injured in the bargain. In a witness project, it is often the rape victim.

The data available to us do not permit even moderately sophisticated analyses of project costs. We cannot, for example, disaggregate costs for provision of notification services from costs for counseling or other activities in most projects visited. Crude estimates confirm that there are definite differences in overall costs across project types, however. In general, victim projects show relatively low volume and relatively high costs per client contact--a median of \$46 for our victim project mail respondents versus \$6 and \$8 for witness and victim-witness mail respondents respectively. The latter types also handle larger volumes. Per capita budgets, based on population of jurisdictions served do not differ very much however--the medians run \$.18, \$.13, and \$.15.

The differences in median client volume and costs are not surprising, given the differences in intervention strategy across types. Unfortunately, the within-type variation is less easy to explain with the data available; it is considerable, especially for Types I and III. Based on our site visit experience, we would expect that the following are associated with higher cost projects:

- 24-hour, seven-day-a-week availability;
- crisis intervention at the crime scene as the preferred contact strategy;
- heavy investment in multiple contacts with a client and follow-up, rather than one-time only intervention;
- emphasis on direct service rather than referral; and
- allocation of significant resources to non-client services such as research, training, public relations, and lobbying for statutory changes.

Whether such "extra" investments are warranted in terms of ultimate results takes us beyond the realm of project process into project impacts.

B. Victim/Witness Assistance Project Impacts

Chapter IV summarized the state of knowledge concerning the intermediate outcomes and long-range impacts of both victim assistance and witness assistance models. The results of that process were fairly unrewarding. Aside from a few elements of the witness model, many of the working assumptions about the intermediate and longer-range effects of V/WA projects remain just that--plausible assumptions, buttressed by anecdotes, but with weak or nonexistent support from systematic research and evaluation.

Victim/Witness Benefits

In the realm of victim or witness benefits, there is simply a lack of evidence. Time savings for witnesses, although not precisely quantified, appear to be an established benefit of witness projects or components. But in other respects, the merit of local victim or witness assistance efforts has neither been disproved nor systematically confirmed for any of the project types. We cannot, with much confidence, answer the following questions about victim or witness benefits, for example:

- Are victims and witnesses better off emotionally, or "healthier" in the long run, for having received assistance?
- Are victims and witnesses now receiving better treatment at the hands of local criminal justice and social services agencies (other than the host agency), as a consequence of project efforts?
- Are victims and witnesses suffering significantly less financial loss as a result of V/WA projects?

Given the dearth of information on these basic points, a whole host of other questions about the conditions under which favorable outcomes for victims and witnesses are achieved cannot be addressed either. We cannot examine which project types or sponsors or service components produce the greatest client benefits, for example--despite our conviction that this information would be exceedingly useful to decision-makers.

System Benefits

For victim projects and components, such benefits as time savings for police or reductions in police stress have not been established; again, lack of evidence is the major problem.

For witness projects or components, the information gaps are less absolute. There is substantial confirmation that improved witness notification and management services are: (a) saving time for system personnel, especially prosecutors and police, and (b) producing very modest improvements in witness appearance rates. Time savings have generally not been quantified except through relatively crude estimation procedures. On the other hand, the magnitude of changes in appearance rates has been established, but for such a small number of jurisdictions that generalization is risky. It is interesting, however, that all reported changes in appearance rates were of similar magnitude, despite marked differences in project and jurisdiction size. We expect that time savings achieved for system personnel by witness projects will vary considerably across jurisdictions according to baseline conditions and current project procedures.

Because those system benefits of witness projects--especially time savings--about which we are reasonably confident have not been widely quantified, no conclusions can be drawn about the range of direct cost savings (in the form of reduced budgets) or "indirect" savings (in the form of more efficient resource use) to the criminal justice system. Other things being equal, including police witnesses in the notification system appears to provide a considerable boost to the "system costs saved" column of the ledger. This is true because (a) police time is expensive, and (b) police witnesses are involved in almost every case. Police overtime expenditures may decline, but most savings, if any, are likely to fall in the indirect category.* Thus, operation of a witness project or witness component ordinarily means a net cost increase to the locality.

*Making the police department happy has other potential benefits for program operations--e.g., eliciting more police referrals of clients and opening up channels to improve property return.

The current evidence, although confirming the witness model in these general areas, does not shed much light on several significant questions:

- What service components are producing the most time and cost savings or the greatest improvements in witness appearance rates? Should a project invest considerable resources in appearance support services or are good notification services enough?
- Are prosecutor-based projects best suited to producing the above outcomes or can other agencies perform equally well?
- What environmental or contextual conditions significantly influence the magnitude of outcomes? Obviously, having an "enlightened," supportive prosecutor is important, but what characteristics of the court system are important, for example?

There are not enough data, especially quantitative data, to confidently formulate any replies.

Regarding a number of other system benefits, the available evidence, although limited, raises doubts about the expectations for victim/witness assistance projects. Efforts to document changes in dismissal rates, processing speed, and conviction rates, as well as more subjective measures of victim/witness attitudes and predispositions to report crime or cooperate in prosecution have shown little or no impact attributable to project efforts.

Why might this be the case? There are at least three possibilities:*

- First, the chain of assumptions leading up to these outcomes and impacts may be faulty. The theory itself may be bad.

*We are assuming that the inputs and process elements of the victim and witness model rationales have been supported by the evidence--i.e., the projects are, by and large, expending the resources and performing the activities expected of them.

- Second, the theory may be correct but the measurements and design used to test the theory may be unsatisfactory.
- Third, the expected effects may occur, but be too weak to detect through typical evaluation designs.

At this point, we favor a combination of the second and third explanations. Greater scrutiny of the theoretical argument may prove more profitable when more and better evidence is available. On its face, it exhibits no glaring flaws.

Measurement and design problems. Several measurement and design limitations of V/WA research and evaluation have already been discussed in Chapter IV. The most serious of these include:

- Reliance on client or observer attitude and opinion responses rather than on behaviorally referenced indicators as measures. Practical limitations are in part responsible--e.g., behavioral measures of increased victim cooperation in prosecution are hard to come by when no arrest is ever made in the vast majority of a victim project's cases. Thus, reported "willingness to prosecute" is substituted as an indicator. Similarly, the actual cooperation of a witness project's client in future cases could be monitored, but the practical problems and associated costs would be sizable. How likely is a person to be called as a witness in a new case? How long would the evaluator have to wait to get enough instances?
- Lack of appropriate baseline or comparison groups against which changes or improvements can be evaluated. Often, evaluations have been implemented too late to establish baseline or time series measures. Essential comparative data are simply not included in the historical records, or the procedures to extract them are prohibitively expensive.

Ethical problems concerning denial of service to certain groups, confidentiality of client files, and cost considerations have limited the application of comparison or control group designs. Even where clinical, step-by-step examination of project interventions provides convincing evidence of project impact, it sacrifices the quantitative dimension which permits good cross-site comparisons of differing intervention styles and settings.

Some of the technical design problems become apparent when the theoretical chain of assumptions is examined more closely. For example: increases in crime reporting are an assumed outcome of victim projects, following from the assumption of increasing victim and public satisfaction with the criminal justice system. However, crime itself will presumably decrease if the project produces another desired outcome--less revictimization. And reported crime will decrease also if projects succeed in diverting domestic disturbance calls from the criminal justice system. The resulting challenges to evaluation design and indicator selection are obvious, and the solutions--in the form of victimization or other large scale surveys--are quite expensive.

Weak effects. The "weak effects" problem also has not been squarely faced by most evaluators. Many events or forces intervene between project delivery of assistance to clients and an impact like "increased suspect convictions." For victim projects, police inability to apprehend a suspect is the most obvious. Project-related increments in suspect conviction rates may thus be on the order of one or two percentage points across-the-board; "before and after" comparisons will probably not attain statistical significance. The practical significance of small changes is also in doubt.

Another example of the weak effects problem arises with witness projects. Assuming that a properly implemented witness assistance project elevates witness appearance rates by 10 percent or 15 percent--say from 40 percent to 50 percent--how much is that change likely to affect dismissal rates? Or, even further down the line, suspect convictions? If that 10 percent of witnesses had not appeared, adjournments would have been obtained in at least some cases. For the 10 percent who did appear, some dismissals might have resulted anyway for other reasons. In other words, the further down the chain of assumptions, the harder it becomes to find statistically and/or practically significant changes.

At least one possible design response would be abandonment of the search for changes in dismissal or conviction rates or other long-term impacts. A less drastic alternative would drop the examination of across-the-board changes in favor of concentrating on crime types where impact is assumed to be strongest or where decision-makers are most concerned about improving results. For example, prosecution and conviction in rape cases is particularly dependent on victim cooperation in identifying the suspect (Institute for Community Studies, 1978) and on the victim's personal testimony in court. Rape victims, in contrast to many other victims, are also recognized to be less willing to cooperate. Thus, looking at project impacts on rape convictions or other special categories alone--where the opportunity for improvement is greatest--may prove the more efficient strategy.

C. Summary

The findings of AIR's Phase I assessment of victim/witness assessment projects can be reduced to a few summary statements:

1. There are now a wide variety of local victim/witness assistance efforts in place, some focusing on victim services, some focusing on witness services, and others combining the two emphases.
2. From the standpoint of immediate activities, these projects are by and large delivering what is expected of them and pleasing their clients and other observers in the process.
3. Not very much is known about how well individual victim/witness assistance projects are fulfilling the longer-run expectations set for them, except in the witness notification area. As a corollary, little is known about which kinds of projects produce the best results and why.
4. Thus, policy-makers and practitioners at all levels in the public and private sectors can expect very little guidance in making resource allocation decisions about victim/witness assistance efforts.

We believe this kind of information is sorely needed. Hardly anyone these days would question the proposition that victims and witnesses deserve decent treatment. And no one would demand that victim/witness assistance efforts solve all the assorted ills of the law enforcement and criminal justice system. But we live in a world of scarce public resources, and decision-makers and their constituents need to know the value of public investments in victim/witness assistance. In particular, they need to know more about the various options open and their advantages and liabilities. The current research and evaluation literature cannot rise to this challenge.

Appendix D contains a set of proposals for Phase II, or follow-up, research. The designs address two related issues: the lack of good documentation on the outcomes of single projects and the absence of comparative information about projects with varying intervention styles, costs, and settings.

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APPENDIX A

DIRECTORY OF VICTIM/WITNESS
ASSISTANCE PROJECTS:

JUNE 1979



As part of the National Evaluation Program Phase I Assessment (NEP) conducted for the Law Enforcement Assistance Administration, the American Institutes for Research has had the opportunity to identify and collect information about victim/witness projects throughout the country.

For the purpose of this assessment, AIR excluded projects which have as their primary emphasis service to rape, child abuse and/or spouse abuse victims. They are not listed in the roster which follows. Domestic crisis intervention projects, victim compensation, and restitution programs were also excluded as beyond the scope of this study.

Most of the information contained in this directory has been provided by individual project directors who responded to a mail questionnaire. The format we have adopted is a simple one. Projects are organized by state and county, and alphabetically within counties. Each project entry contains the following information:

- Program name and address
- Telephone number
- Name of project director or contact person
- Sponsoring agency
- Year program began
- Direct services offered

Where only partial information was available for a project, we included that in the entry.

The following symbols are used:

- ES = Emergency Services
(e.g., medical, food/shelter, security repair, financial)
- Coun = Counseling Services
(e.g., hotline, crisis intervention, follow-up)
- LE = Police-Related Services
(e.g., property return, case status check, escort)
- ODir = Other Direct Client Services
(e.g., restitution, compensation, insurance claims, witness fee assistance)
- Ct = Court-Related Services
(e.g., reception, notification, alert, transportation, employer intervention)
- O = Other
- * = Projects serving more than one county
- ** = Projects for which no mail survey data are available

ALASKA

Third Judicial District

VICTIM/WITNESS ASSISTANCE
941 4th Avenue
Anchorage, Alaska 99501
(907) 277-8622

Nancy L. Potter
Project Director

District Attorney's Office
March 1978

ARIZONA

Maricopa County

VICTIM ASSISTANCE SERVICES
7012 North 58th Drive
Glendale, AZ 85301
(602) 931-5593

John McLaughlin
Project Director

City of Glendale
1975
ES; Coun; LE; ODir; CT; O

VICTIM/WITNESS PROGRAM
101 W. Jefferson
Phoenix, AZ 85003
(602) 262-8581

Deborah Jacquin
Project Director

County Attorney's Office
1978
ES; Coun; LE; ODir; Ct

Pima County

VICTIM/WITNESS PROGRAM
111 W. Congress, Suite 900
Tucson, AZ 85701
(602) 782-8479

David Lowenberg
Project Director

County Attorney's Office
1975
ES; Coun; LE; Ct

Yuma County

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VICTIM/WITNESS DIVISION
168 S. 2nd Ave.
Yuma, AZ 85364
(602) 782-4535 ext. 55

Dorothy Thompson
Project Director

County Attorney

ARKANSAS

Pulaski County

VICTIM/WITNESS ASSISTANCE UNIT
Room 212 Wallace Bldg.
Little Rock, AR 72201
(501) 375-9143

Ellen Wingfield
Project Director

Prosecuting Attorney
1978

CALIFORNIA

Alameda County

FREMONT VICTIM SERVICES PROJECT
39710 Civic Center Drive
Fremont, CA 94538
(415) 791-4444

Sgt. Rodger Rager
Project Director

Police Department
1975
ES; Coun; LE; ODir; Ct

VICTIM ASSISTANCE
300 W. Winton Ave.
Hayward, CA 94544
(415) 881-7059

Mariellen Faria
Project Director

Police Department
February 1977
ES; Coun; LE; ODir

VICTIM/WITNESS AID PROGRAM
P.O. Box 1257
Oakland, CA 94604
(415) 533-2321

John Christensen
Project Director

Oakland - So. Alameda Chapter
American Red Cross
1979
ES; Coun; ODir

VICTIM/WITNESS ASSISTANCE CENTER
455 Seventh St.
Oakland, CA 94607
(415) 273-3525

Lieutenant F. Morris
Project Director

Police Department
1978
ES; Coun; ODir

VICTIM/WITNESS ASSISTANCE
1225 Fallon St., Room 900
Oakland, CA 94612
(415) 874-6565

Harold Boscovich
Project Director

District Attorney
1974
ES; Coun; LE; ODir; Ct

Amador County

VICTIM/WITNESS PROGRAM
108 Court Street
Jackson, CA 95642
(209) 223-1043

Martin A. Ryan
Project Director

District Attorney
1975

CALIFORNIA (Cont.)

Butte County

VICTIM/WITNESS PROGRAM
2279 Del Oro Ave.
Oroville, CA 95965
(916) 534-4645

Janet Taylor
Project Director

County Probation
1979
ES; Coun; LE; ODir

Contra Costa County

VICTIM/WITNESS AID
1957 C. Parkside Drive
Concord, CA 94553
(415) 671-4357

Charles Myhre
Supervising Inspector

District Attorney
1977
Coun; LE; ODir; Ct

VICTIM/WITNESS ASSISTANCE PROGRAM
P.O. Box 671
Martinez, CA 94553
(415) 372-4534

Charles Myhre
D.A. Supervising Inspector

District Attorney
1977
LE; ODir; Ct

Fresno County

VICTIM/WITNESS SERVICE CENTER
P.O. Box 453
Fresno, CA 93709
(209) 488-3409

Katherine Hickman
Project Director

Probation Department
1975
ES; Coun; LE; ODir; Ct

Humboldt County

VICTIM/WITNESS PROGRAM
Courthouse, Room 225
825 5th St.
Eureka, CA 95501
(707) 445-7469

Paula Blackshear
Project Director

District Attorney
January 1979

Los Angeles County

VICTIM/WITNESS ASSISTANCE CENTER
210 W. Temple St. #12-311
Los Angeles, CA 90012
(213) 974-3958

Lori Nelson
Project Director

District Attorney
1978

SENIOR SAFE
200 North Spring Street
Los Angeles, CA 90012
(213) 485-4402

John Kasnetsis
Project Director

Los Angeles City Area Agency on Aging
1977
ES; Coun; LE; Ct

BEHAVIORAL GUIDANCE SERVICES
317 No. Soto Street
Los Angeles, CA 90033
(213) 263-7388

Esteban Veloz
Project Director

El Centro Mental Health Center
October 15, 1978
ES; Coun; Ct

CALIFORNIA (Cont.)

Los Angeles County (cont.)

CRIME PREVENTION/VICTIM-WITNESS
ASSISTANCE FOR THE ELDERLY
155 N. Madison Ave.
Pasadena, CA 91101
(213) 795-5144 ext. 263

Dr. Paul Clement/Idamay Bunting
Project Director

Fuller Graduate School of Psychology
1975
ES;Coun;LE;ODir;Ct;O

Marin County

VICTIM/WITNESS ASSISTANCE PROGRAM
Civic Center, Room 180
San Rafael, CA 94903
(415) 479-1100

Holli Ploog
Project Director

District Attorney
1977
Coun;LE;ODir;Ct;O

MONTEREY PENINSULA ANTI-CRIME PROGRAM
444 Pearl St., #26
Monterey, CA 93940
(408) 373-6177

F. E. Couch
Project Director

Volunteers in Action
1979
ES;Coun;LE;ODir;Ct

Monterey County

VICTIM/WITNESS ASSISTANCE
P. O. Box 1369
Salinas, CA 93902
(408) 758-4626

Thomas Kenan
Contact

District Attorney
1976
Ct

Napa County

VICTIM/WITNESS SERVICES PROJECT
1801 Oak St.
Napa, CA 94558
(707) 252-6222

John Cunningham
Project Director

Community Justice Program of the
Volunteer Center of Napa County
December 1976
ES;Coun;LE;ODir;Ct;O

Orange County

SENIOR CITIZENS ASSISTANCE PROGRAM
24 Civic Center Plaza
Santa Ana, CA 92701
(714) 547-7471/834-4282

Officer Gary Adams
Project Director

Police Department
August 1978
ES;LE;ODir;Ct

CITRIC - VICTIM/WITNESS ASSISTANCE
8141 13th St. (Municipal Court)
Westminster, CA 92683
(714) 957-2737

Arnold Binder
Project Director

Youth Services Program, Inc.
1978
ES;Coun;ODir;Ct

Riverside County

VICTIM/WITNESS ASSISTANCE PROGRAM
3556 10th St.
Riverside, CA 92501
(714) 787-2214

Augie De La Rosa
Project Director

District Attorney
September 1977
ES;Coun;LE;ODir;Ct

CALIFORNIA (Cont.)

Sacramento County

SACRAMENTO COUNTY VICTIM/
WITNESS CENTER
720 9th St.
Sacramento, CA 95814
(916) 440-6206

Jerol L. Brown
Project Director

Probation Department
1977
ES;Coun;LE;ODir;Ct

VICTIM/WITNESS PROGRAM
901 "G" Street
Sacramento, CA 95608
(916) 444-0520 ext. 386

Veronica C. Zecchini
Program Coordinator

District Attorney
1978
Coun;LE;ODir;Ct

**

CALIFORNIA WITNESS PROTECTION PROGRAM
P.O. Box 13357
Sacramento, CA 95813
(916) 322-4350

John Smoot
Project Director

Department of Justice
Division of Law Enforcement

**

VICTIMS OF CRIME ASSISTANCE CENTER
McGeorge School of Law
3401 Fifth Ave.
Sacramento, CA 95817
(916) 452-4955

Glenn Fait

**

VICTIM/WITNESS
813 6th St.
Sacramento, CA 95814
(916) 449-5468

Dorothy Coolidge
Police Department

San Bernardino County

VICTIM ADVOCACY PROGRAM
175 W. 5th St., 3rd Floor
San Bernardino, CA 92415
(714) 383-1695

Sterling W. O'Ran III
Project Director

Probation Department
1977
ES;Coun;LE;ODir;Ct

San Diego County

**

VICTIM/WITNESS UNIT
P.O. Box 23096
San Diego, CA 92123
(714) 560-3300

Beverly DiGregorio

Probation Department

San Francisco County

VICTIM WITNESS ASSISTANCE PROGRAM
50 Ivy St., 2nd Floor
San Francisco, CA 94102
(415) 552-6550

Nancy Walker
Executive Director

District Attorney
October 1977
ES;Coun;LE;ODir

San Luis Obispo County

VICTIM/WITNESS ASSISTANCE PROJECT
Courthouse Annex
San Luis Obispo, CA 93408
(805) 549-5800

Peter W. Dunan
Project Director

District Attorney
1977
ES;Coun;LE;ODir;Ct

CALIFORNIA (Cont.)

San Mateo County

AID TO VICTIMS AND WITNESSES
2121 So. El Camino Real, Suite 616
San Mateo, CA 94402
(415) 573-2236

F. R. Donati
Chief Probation Officer

Probation Department
1976
ES; Coun; ODir; Ct

Santa Barbara County

VICTIM/WITNESS ASSISTANCE PROGRAM
118 E. Figueroa St.
Santa Barbara, CA 93101
(805) 963-1441

Gary M. Blair
Project Director

District Attorney
1978
ES; Coun; LE; ODir; Ct

Santa Clara County

AID TO VICTIMS OF CRIME
400 Mitchell Lane
Palo Alto, CA 94302
(415) 322-2143

Linda Williams
Project Director

Palo Alto Area Red Cross
March, 1978
ES; Coun; LE; ODir; Ct

VICTIM WITNESS ASSISTANCE PROGRAM
777 N. First Street Suite 620
San Jose, CA 95112
(408) 295-2656

Joe Yomtov
Project Director

National Conference of Christians & Jews
1977
ES; Coun; LE; ODir; Ct

Santa Cruz County

**
VICTIM/WITNESS
Box 1299
Santa Cruz, CA 95060
(408) 335-5361

James Solomon
Chief Probation Officer

Probation Department

Sonoma County

VICTIM/WITNESS PROJECT
P. O. Box 11719
Santa Rosa, CA 95406
(707) 527-2002

Elias W. Olson
Project Coordinator

Probation Department
March, 1979

WITNESS PROGRAM
2555 Mendocino Ave.
Santa Rosa, CA 95402
(707) 527-2311

Coit L. Campbell
Project Director

District Attorney
1978
Ct

Stanislaus County

VICTIM/WITNESS ASSISTANCE PROGRAM
Courthouse, P.O. Box 442
Modesto, CA 95353
(209) 577-0570

Carol Carlson
Victim-Witness Assistant

District Attorney
1977

CALIFORNIA (Cont.)

Tulare County

**

WITNESS UTILIZATION PROGRAM
Tulare County Courthouse, Room 202
Visalia, CA 93277
(209) 733-6411

Martin Malone

District Attorney

Ventura County

MACA HISPANIC DEVELOPMENT PROJECT
11123 Azahar St.
Saticoy, CA 93003
(805) 659-3631

George Martinez
Project Director

Community-based organization
1979

COLORADO

Adams County

VICTIM WITNESS ASSISTANCE PROGRAM
4505 4th Avenue
Brighton, CO 80601
(303) 659-7735

Allison Hall
Project Director

District Attorney
February 1978
ES;Coun;LE;ODir;Ct

Arapahoe County

*

VICTIM/WITNESS ASSISTANCE UNIT
2009 W. Littleton Blvd.
Littleton, CO 80120
(303) 794-1415

Ann McEntire
Project Director

District Attorney
1977
ES;Coun;LE;ODir;Ct

Boulder County

VICTIM/WITNESS ASSISTANCE UNIT
Box 471
Boulder, CO 80306
(303) 471-6616

Barbara Kendall
Project Director

District Attorney
1976
ES;Coun;LE;ODir;Ct

Denver County

VICTIM SUPPORT SYSTEM
1632 York St.
Denver, CO 80206
(313) 388-0834

Katherine Saltzman
Project Director

York Street Center
1975
ES;Coun;LE;ODir;Ct

COLORADO (Cont.)

Denver County (cont.)

VICTIM/WITNESS PROJECT
924 W. Colfax Ave.
Denver, CO 80206
(303) 575-5176

Priscilla Conrad
Victim Assistance Coordinator

District Attorney
1974
ES;Coun;LE;ODir;Ct

El Paso County

*
VICTIM SERVICE BUREAU
119 N. Nevada
Colorado Springs, CO 80903
(303) 471-6616

Patricia Wyka
Project Director

Police Department
1975
ES;Coun;LE;Ct;O

Jefferson County

*
VICTIM/WITNESS PROGRAM
1701 Arapahoe St.
Golden, CO 80419
(303) 279-6511 ext 242

Jo Murphy
Project Director

District Attorney
January 1, 1977

Larimer County

*
VICTIM/WITNESS ASSISTANCE PROGRAM
P. O. Box 1969
Fort Collins, CO 80522
(303) 221-2100 ext 464

Ms. Mickey Sullivan
Project Director

District Attorney

Pueblo County

VICTIM/WITNESS ASSISTANCE UNIT
10th & Main
Pueblo, CO 81003
(303) 544-0075

Walter Schuerman
Project Director

District Attorney
1975
LE;ODir;Ct

CONNECTICUT

Fairfield County

VICTIM/WITNESS TRIAL MANAGEMENT BUREAU
1061 Main St., 2nd floor
Bridgeport, CT 06604
(203) 579-6283

Dennis Barry
Project Director

State's Attorney
1978
ES;Coun;LE;ODir;Ct
Hartford

Hartford County

COMMUNITY CRIME PREVENTION PROGRAM -
ASYLUM HILL VICTIM ASSISTANCE PROGRAM
195 Farmington Ave.
Hartford, CT 06105
(203) 522-4241

Keith Rudderham
Program Coordinator

Asylum Hill Inc.
1978
ES;Coun;LE;ODir;Ct

VICTIM/WITNESS TRIAL MANAGEMENT BUREAU
c/o 95 Washington St.
Hartford, CT 06106
(203) 566-4787

Dennis Barry
Project Director

Chief State's Attorney
1978
ES;Coun;LE;ODir;Ct

**

CRISIS INTERVENTION SUPPORT UNIT
c/o Family Service Society
36 Turnbull St.
Hartford, CT 06103
(203) 278-9374

Ms. Anne M. Eglinton

New Haven County

COMPREHENSIVE CRISIS VICTIM SERVICES
UNIT
2900 Dixwell Avenue
Hamden, CT 06518
(203) 281-4221

Donald Hasbrook
Project Director

Police Department
November 1977
ES;Coun;LE;ODir;Ct;O

*

VICTIM/WITNESS ADVOCATE
246 Church St., RM. LL14
New Haven, CT 06510
(203) 789-6970
(Statewide Program)

Patricia Weel
Local Project Director
Dennis Barry
Statewide Project Director

Chief State's Attorney
April 1978
Coun;LE;ODir;Ct

VICTIM SERVICES UNIT
1 Union Avenue
New Haven, CT 06516
(203) 787-6306

Barbara A. Birt
Project Director

Police Department
1976
ES;Coun;LE;ODir;Ct

**

VICTIM/WITNESS ASSISTANCE UNIT
300 Grand St., P.O. Box 1245
Waterbury, CT 06702
(203) 757-8660

Malcolm S. Clark
Advocate

CONNECTICUT (Cont.)

New London County

**

VICTIM/WITNESS UNIT
100 South Turnpike Rd, P.O. Box 5000
Wallingford, CT 06492
(203) 443-1658

Thomas Neilan

State's Attorney

Windham County

VICTIM/OFFENDER SERVICES
51 Westcott Road
Danielson, CT 06239
(203) 774-2020

United Social and Mental Health
Services, Inc.
1976
ES;Coun;LE;ODir;Ct

DELAWARE

New Castle County

VICTIM/WITNESS ASSISTANCE PROGRAM
820 N. French St., 8th Floor
Wilmington, DE 19801
(302) 571-2566

Randall E. Williams
Project Director

Department of Justice
1976

*

VICTIM SERVICES PROGRAM
800 Delaware Avenue, Suite 510B
Wilmington, DE 19801
(302) 571-3053

Oakley M. Banning, Jr.
Project Director

Violent Crimes Compensation Board
August 1978
ES;Coun;LE;ODir;Ct

WASHINGTON, D.C.

ELDERLY ANTIVICTIMIZATION PROJECT
1112 M St., N.W., Room 110
Washington, D.C. 20005
(202) 637-8464

Andrew T. Bradley, Sr.
Project Director

National Center on Black Aged
1977

FLORIDA

Alachua County

CRIME VICTIM ADVOCATE PROGRAM
606 S.W. 3rd Avenue
Gainesville, FL 32601
(904) 373-4384

Joe D.Thigpen
Project Director

Alachua County Crisis Center
1977
ES;Coun;LE;ODir

Broward County

VICTIM ADVOCATE OFFICE
1300 West Broward Blvd.
Fort Lauderdale, FL 33312
(305) 761-2143

James F. Fogarty, Jr
Senior Victim Advocate

Police Department
1974
ES;Coun;LE;ODir;Ct

WITNESS LIAISON OFFICE
201 S.E. 6th St., Suite 510
Fort Lauderdale, FL 33301
(305) 765-5452

Kathryn D. Griffin
Project Director

Board of County Commissioners
1975
ES;Coun;LE;ODir;Ct

Dade County

DADE COUNTY VICTIMS ADVOCATES
1515 N.W. 7th St, # 112
Miami, FL 33130
(305) 547-7933

Catherine D. Lynch
Project Director

Department of Human Resources
1974
ES;Coun;LE;ODir;Ct

VICTIM/WITNESS ASSISTANCE PROGRAM
1351 N.W. 12th St.
Miami, FL 33125
(305) 547-7530

Eduardo Whitehouse
Project Director

State's Attorney
1977
ES;Coun;LE;ODir;Ct

COURT AIDE-WITNESS-VICTIM PROJECT
1351 N.W. 12th St.
Miami, FL 33125
(305) 547-7820

Nancy Traad
Project Director

Crime Commission of Greater Miami
March 1, 1975
ODir;Ct

Duval County

DUVAL COUNTY SHERIFF'S VICTIM
ADVOCATE PROGRAM
501 E. Bay St.
Jacksonville, FL 32202
(304) 633-4340

A. Barker
Coordinator

Sheriff's Office
1974
ES;Coun;LE;ODir;Ct

FLORIDA (Cont.)

Hillsborough County

VICTIM ASSISTANCE FOR OLDER ADULTS
13301 N. 30th St.
Tampa, FL 33612
(813) 971-7266/977-8700

Marie O. Apsey
Project Director

Northside Community Mental
Health Center
January 1978
ES;Coun;LE;ODir;Ct

Leon County

VICTIM/WITNESS ASSISTANCE UNIT
P.O. Box 1841
Tallahassee, FL 32301
(904) 488-6701

Beth N. Rorn-Rymer
Project Director

State's Attorney
1977
ES;Coun;LE;ODir;Ct

Orange County

VICTIM ADVOCATE/EDUCATION PROGRAM
One North Court
Orlando, FL 32801
(305) 656-6006

Carol Sheridan
Program Coordinator

Sheriff's Department
March 1976
ES;Coun;LE;ODir;Ct

Palm Beach County

VICTIM/WITNESS AID PROGRAM
307 N. Dixie Highway
West Palm Beach, FL 33405
(305) 837-2418

Robert C. Wells
Project Director

Palm Beach County
1975
ES;Coun;ODir;Ct

Pinellas County

VICTIM ASSISTANCE PROGRAM
644 Pierce Street
Clearwater, FL 33516
(813) 442-3131 ext. 282

Christine D. Warwick
Project Director

Police Department
1977
ES;Coun;LE;ODir;Ct

*

WITNESS STANDBY
P.O. Box 5028
Clearwater, FL 33731
(813) 448-2221

Denis J. Quilligan
Contact

State's Attorney
1970
Ct

PROJECT CONCERN
1510 1st Avenue North
St. Petersburg, FL 33705
(813) 893-7274

Herbert E. Polson
Project Director

Office of Crime Prevention
May 1976
ES;ODir;Ct

GEORGIA

Cobb County

VICTIM WITNESS ASSISTANCE PROGRAM
Office of the Solicitor
P.O. Box 649
Marietta, GA
(404) 427-5326

Anne Rager
Project Director

South Cobb Jaycees
1978
ODir;Ct

HAWAII

Hawaii County

JUSTICE FOR VICTIMS/WITNESSES
25 Aupuni St.
Hilo, Hawaii 96720
(808) 961-8246/961-3468

Jon Ono
Project Director

Prosecuting Attorney
1976

Honolulu County

VICTIM KOKUA CENTER
1164 Bishop St.
Honolulu, Hawaii 96813
(808) 523-4158

Robert W. Luck
Coordinator

Prosecuting Attorney
1979

Kauai County

AID TO VICTIMS
4396 Rice Street
Lihue, Kauai, Hawaii 96766
(808) 245-9090

Jeanne Halvosa
Project Director

County of Kauai
1977
ES;Coun;LE;ODir;Ct;O

IDAHO

Powerlo County

**

VICTIM/WITNESS ASSISTANCE PROGRAM
P.O. Box 168, 202 Idaho St.
American Falls, ID 83211

Mark Beebe
Project Director

ILLINOIS

Cook County

VICTIM/WITNESS ASSISTANCE PROJECT, INC.
2600 So. California, Room 12B22
Chicago, IL 60608
(312) 443-3479

Martha Ann Yandle
Project Director

Junior League of Chicago/
State's Attorney
December 1977
ODir;Ct

SOUTHWEST FEDERATION COMMUNITY
ANTI-CRIME PROGRAM
6236 South Kedzie Ave.
Chicago, IL 60629
(312) 776-9522

Ellen Ziff
Project Director

Southwest Parish & Neighborhood
Federation
1978
Coun;LE;Ct

COMMUNITY ANTI-CRIME PROGRAM OF
SOUTH AUSTIN
5804 West Madison Street
Chicago, IL 60644
(312) 921-1724

Emma Robinson
Project Director

South Austin Steering Committee
January 1977
ES;Coun;LE;Ct

VICTIM/WITNESS ADVOCACY PROJECT
640 N. LaSalle Street
Chicago, IL 60610
(312) 744-4030

Saundra Bishop
Project Director

Department of Human Services
1977
ES;Coun;LE;ODir;Ct

SENIOR CITIZEN COMMUNITY SAFETY PROGRAM
180 N. LaSalle Street
Chicago, IL 60601
(312) 744-6798

Walter O'Grady
Project Director

Mayor's Office for Senior Citizens
and Handicapped
January 1977
ES;Coun;LE;ODir;Ct

SOUTH EAST CHICAGO COMMISSION
1400 East 53rd Street
Chicago, IL 60637
(312) 324-6926

Julian H. Levi
Project Director

Community-based organization
1970
ES;Coun;LE;ODir

ILLINOIS (Cont.)

Cook County (cont.)

UNIVERSE
37th West 47th Street
Chicago, IL 60609
(312) 373-3400

Jacqueline T. Berry
Project Director

Firman Community Services
March 1978
ES;Coun;LE;ODir;Ct

COMMUNITIES ORGANIZED AGAINST CRIME
1440 S. Ashland
Chicago, IL 60610
(312) 277-3979

Pamela Hamb
Project Director

Beacon Neighborhood House
1978
ES;Coun;LE;ODir;Ct

**

YOUTH VICTIMS OF CRIME
Division of Youth & Correctional Services
640 N. La Salle St.
Chicago, IL 60610
(312) 744-3268

Alan S. Berger

**

VICTIM/WITNESS ADVOCACY UNIT
1454 Elmwood Ave.
Evanston, IL 60201
(312) 339-3902

Darlene Eady

VICTIM/WITNESS ASSISTANCE PROGRAM
108 East 154th Street
Harvey, IL 60426
(312) 339-7902

Dennis D. Sparks
Project Director

Human Action Community Organization
1976
Coun;LE;ODir;Ct;O

DeKalb County

VICTIM/WITNESS ASSISTANCE BUREAU
133 W. State, Courthouse
Sycamore, IL 60178
(815) 895-9161 ext. 164

T. Jordan Gallagher
Project Director

State's Attorney
1977

Lake County

VICTIM AND WITNESS ASSISTANCE PROGRAM
18 North County Street
Waukegan, IL 60085
(312) 689-6644/689-6434

Millicent Berliant
Project Director

State's Attorney
1977
ES;Coun;LE;ODir;Ct;O

Peoria County

WITNESS INFORMATION SERVICE
Peoria County Courthouse, Rm 116
Peoria, IL 61602
(309) 672-6094

Susan Weinberg
Project Director

State's Attorney
1975
ODir;Ct

Sangamon County

VICTIM/WITNESS ASSISTANCE
8th & Monroe
Springfield, IL 62701
(217) 753-6690

Lila G. Christensen
Project Director

State's Attorney
1978
Ct

INDIANA (Cont.)

Marion County

VICTIM ASSISTANCE PROGRAM
50 N. Alabama St.
Indianapolis, IN 46204
(317) 633-7775

Chaplain T. C. Boyd
Project Director

Police Department
1975
ES;Coun;LE;ODir;Ct

VICTIM ADVOCATE PROGRAM, INC.
4602 Thornleigh Drive
Indianapolis, IN 46226
(317) 545-1116

Bernice E. Eger
Project Director

Community-based organization
1974
ES;Coun;LE;ODir;Ct;O

VICTIM/WITNESS ASSISTANCE
City County Building, Rm. 560
Indianapolis, IN 46204
(317) 633-3522

Mary A. Hayes
Project Director

Prosecutor
1975
ES;Coun;LE;ODir;Ct

St. Joseph County

OLDER ADULTS CRIME VICTIM COUNSELOR
701 W. Sample Street
South Bend, IN 46601
(219) 284-9265

REAL Services/Police Department
1977
ES;Coun;LE;ODir;Ct

IOWA

Scott County

VICTIM/WITNESS ASSISTANCE DIVISION
416 West Fourth Street
Davenport, IA 52801
(319) 326-8600

Ronald E. Nelson
Project Director

County Attorney
November 20, 1978
Coun;LE;ODir;Ct

KANSAS

Douglas County

OREAD NEIGHBORHOOD ASSOCIATION
ANTI-CRIME PROGRAM
407 West 12th St.
Lawrence, KS 66044
(913) 842-5440

Nancy Harper
Project Director

Community-based organization
1978
ES; Coun; O

Johnson County

**

VICTIM/WITNESS ASSISTANCE PROGRAM
Box 728
Olathe, KS 66205
(913) 782-5000

McPherson County

VICTIM/WITNESS ASSISTANCE PROJECT
Home State Bank & Trust Building
McPherson, KS 67460
(316) 241-1027

Tim R. Karstetter
Project Director

County Attorney
March 1979
Coun; LE; ODir; Ct

Sedgwick County

VICTIM/WITNESS SERVICE
535 N. Main
Wichita, KS 67203
(316) 268-7647

Arthur J. Stone
Project Director

District Attorney
1978
LE; ODir; Ct; O

KENTUCKY

Jefferson County

VICTIM INFORMATION PROGRAM
200 S. 7th Street, Suite 315
Louisville, KY 40202
(502) 581-5823

Patricia Thacker
Project Director

Commonwealth Attorney
1978
ES; Coun; LE; ODir; Ct

VICTIM ADVOCATE PROGRAM-
MAYOR'S OFFICE FOR VICTIMS IN NEED
701 W. Jefferson St.
Louisville, KY 40202
(502) 587-1055

John P. Sohan
Project Director

Department for Health and Safety
1978
ES; LE; ODir; Ct

KENTUCKY (Cont.)

Kenton County

**

VICTIM/WITNESS ASSISTANCE BUREAU
City-County Bldg., Suite 605
Covington, KY 41011
(606) 292-2336

Frank Trusty/
Alma Puissegur

LOUISIANA

East Baton Rouge Parish

VICTIM WITNESS ASSISTANCE BUREAU
222 St. Louis Street
Baton Rouge, LA 70801
(504) 389-3389

Chrissie Curtis
Project Director

District Attorney
1976
LE;ODir;Ct

**

CRIME AGAINST THE ELDERLY
300 North Blvd.
Baton Rouge, LA 70802
(504) 389-3800

Police Department

Jefferson Parish

**

VICTIM/WITNESS PROGRAM
Jefferson Parish Courthouse
Annex, Bldg., 5th Floor
Gretna, LA 70053
(504) 368-1020

Cynthia Mustakas

Lafayette Parish

**

VICTIM/WITNESS PROGRAM
Box 3306
Lafayette, LA 70502
(318) 232-5170/6151

William Burris

District Attorney's Office

Orleans Parish

ELDERLY VICTIMIZATION PREVENTION AND
ASSISTANCE PROGRAM
1410 So. Jefferson Davis Parkway
New Orleans, LA 70125
(504) 827-5940

Carol Sutton
Project Director

Total Community Action, Inc.
March 1977

**

VICTIM/WITNESS PROGRAM
2700 Tulane Ave.
New Orleans, LA 70119
(504) 822-2414

Michael Roesch

District Attorney

MAINE

Androscoggin County

VICTIM/WITNESS ASSISTANCE PROJECT
2 Turner Street
Auburn, ME 04210
(207) 784-1397

Thomas E. Delahanty, II
Project Director

District Attorney
1977
ES;Coun;LE;ODir;Ct

Cumberland County

**
VICTIM/WITNESS ADVOCACY PROGRAM
142 Federal St.
Portland, ME 04101
(207) 772-2838

Henry Berry

Penobscot County

VICTIM/WITNESS ASSISTANCE
97 Hammond Street
Bangor, ME 04424
(207) 945-9467

Barbara Jane DeGolyer
Project Director

District Attorney
November 1977
ES;Coun;LE;ODir;Ct

Somerset County

VICTIM/WITNESS PROGRAM
Somerset County Courthouse
Skowhegan, ME 04976
(207) 474-5517/623-1156

David W. Crook
Project Director

District Attorney
December 1978
ES;Coun;LE;ODir;Ct

MARYLAND

Anne Arundel County

WITNESS INFORMATION SERVICE
90 Cathedral Street
Annapolis, MD 21140
(301) 224-7264

Sandra M. Brill
Project Director

State's Attorney
1979
ODir;Ct

Baltimore County

VICTIM WITNESS ASSISTANCE PROGRAM
203 W. Chesapeake Avenue
Towson, MD 21204
(301) 494-2580

Susan Gell Hugel
Project Director

State's Attorney
1977
ES;Coun;LE;ODir;Ct;O

MARYLAND (Cont.)

Howard County

VICTIM/WITNESS PROGRAM
3725 Park Ave.
Ellicott City, MD 21043

William Hymes

State's Attorney

Montgomery County

VICTIM/WITNESS ASSISTANCE PROGRAM
50 Monroe Street
Rockville, MD 20850
(301) 279-8211

State's Attorney
August 1976
ES;Coun;LE;ODir;Ct

**

CRIME PREVENTION FOR THE ELDERLY
Montgomery County Courthouse
P.O. Box 151
Rockville, MD 20850
(301) 279-1000

Corporal Melton

Prince George's County

VICTIM/WITNESS ASSISTANCE UNIT
Courthouse, Rm. 410
Upper Marlboro, MD 20820
(301) 952-4830

Marie Tagert
Project Director

State's Attorney
1977
Coun;LE;ODir;Ct

Independent City

VICTIM WITNESS ASSISTANCE UNIT
110 N. Calvert St., Rm. 410
Baltimore, MD 21201
(301) 396-1897

Peter Saar
Project Director

State's Attorney
1977
ES;Coun;LE;ODir;Ct

CAMPAIGN AGAINST CRIME FOR OLDER
BALTIMOREANS
861 Park Avenue
Baltimore, MD 21201
(301) 396-3867

Michael Lachance
Project Director

Commission on Aging and Retirement
Education
1977
ES;Coun;LE;ODir;Ct;O

MASSACHUSETTS

Barnstable County

VICTIM/WITNESS ASSISTANCE PROJECT
First District Court
Barnstable County Complex
Barnstable, MA 02630
(617) 362-2511

David C. Riley
Assistant District Attorney

District Attorney
1978
Coun;LE;ODir;Ct

Essex County

**

VICTIM/WITNESS ASSISTANCE PROJECT
One City Hall Sq., Room 209
Lynn, MA 01901

Allyson J. Miller
Victim/Witness Advocate

ADVOCATE AND COMMUNITY
COORDINATION PROGRAM PROGRAM
1st District Court
65 Washington St.
Salem, MA 01970
(617) 744-2056

Robert Wright
Assistant Chief Probation Officer

Probation Department
1976
ES;Coun;LE;ODir;Ct;O

Hampden County

VICTIM/WITNESS SUPPORT PROGRAM
50 State Street
Springfield, MA 01106
(617) 781-8100 ext. 2026

Eleanor Cress
Project Director

District Attorney
1978
ES;Coun;LE;ODir;Ct;O

Hampshire County

**

VICTIM/WITNESS UNIT
District Attorney's Office
Northwestern District
Main St.
North Hampton, MA 01060
(413) 586-5780

Nancy Grey

Middlesex County

VICTIM WITNESS PROGRAM
40 Thorndike Street
Cambridge, MA 02141
(617) 494-4430

Amy Singer
Project Director

District Attorney
1978
ES;Coun;LE;ODir;Ct

Suffolk County

VICTIM/WITNESS ASSISTANCE PROJECT
Old Courthouse, RM 273
Pemberton Square
Boston, MA 02108
(617) 725-8727

Rosemary Kelly
Project Director

District Attorney
November 1975

**

URBAN COURT PROGRAM
Boston Mayor's Office of
Criminal Justice
560A Washington St.
Dorchester, MA 02124
(617) 825-2700

Francis Wall

MASSACHUSETTS (Cont.)

Worcester County

VICTIM/WITNESS ASSISTANCE PROJECT
47 Harvard Street
Worcester, MA 01608
(617) 754-1166

Karen A. McLaughlin
Project Director

Prosecuting Attorney
1978
ES;Coun;LE;ODir;Ct;O

MICHIGAN

Allegan County

POLICE/COMMUNITY SERVICES UNIT (C.S.U.)
65 West 8th Street
Holland, MI 49423
(616) 392-1401 ext. 221

Keith Houting
Project Director

Police Department
1972
ES;Coun;LE;ODir;Ct

Calhoun County

VICTIM/WITNESS ASSISTANCE UNIT
190 E. Michigan, Troeller Bldg.
Battle Creek, MI 49017
(616) 966-1265

Norman Fryer
Project Director

Prosecuting Attorney
October 1, 1976
LE;ODir;Ct;O

Cass County

VICTIM-WITNESS ASSISTANCE/
LEGAL-MEDICAL
110 Broadway Courthouse Bldg.
Cassopolis, MI 49031
(616) 445-8621

Sharon McLeod
Project Director

Prosecuting Attorney
1978
ES;Coun;LE;ODir;Ct

Ingham County

VICTIM/WITNESS ASSISTANCE UNIT
303 W. Kalamazoo
Lansing, MI 48933
(517) 487-3641

Carrie Hurley
Project Director

Prosecutor
1978
ES;Coun;LE;ODir;Ct

MICHIGAN (Cont.)

Kalamazoo County

VICTIM/WITNESS SERVICE
227 West Michigan Avenue
Kalamazoo, MI 49007
(616) 383-8865

Shirley Heenan
Project Director

Prosecutor
1975
LE;ODir;Ct;O

Livingston County

VICTIM/WITNESS PROGRAM/PARALEGAL
INVESTIGATOR
300 Highlander Way
Howell, MI 48843
(517) 546-1850

Carol Sue Youngs
Project Director

Prosecutor
1978
ES;Coun;LE;ODir;Ct

Wayne County

VICTIM WITNESS ASSISTANCE
Frank Murphy Hall of Justice
1441 St. Antoine
Detroit, MI 48226
(313) 224-6647/224-5858

Dominick R. Carnovale
Project Director

Prosecuting Attorney
1975
ES;Coun;LE;ODir;Ct

MINNESOTA

Anoka County

VICTIM WITNESS ASSISTANCE PROGRAM
Courthouse
Anoka, MN 55303
(507) 421-4760 ext. 1192

Marti Guvvatson
Project Director

County Attorney
1977
ES;Coun;ODir;Ct

Clearwater County

VICTIM/WITNESS ASSISTANCE PROGRAM
Box Q
Bagley, MN 56621
(218) 694-6565

James R. Wilson
Assistant County Attorney

County Attorney/County Sheriff
1978
ES;Coun;LE;ODir;Ct

Dakota County

VICTIM/WITNESS ASSISTANCE PROGRAM
Dakota County Government Center
Hastings, MN 55033
(612) 437-0438

Helen M. Andreasen
Project Director

County Attorney
1977
ES;Coun;LE;ODir;Ct

Hennepin County

VICTIM WITNESS ASSISTANCE PROGRAM
C-2000 Government Center
Minneapolis, MN 55487
(612) 348-4003

J. Patrick Wolfe
Project Director

County Attorney
Fall 1976
ES;Coun;LE;ODir;Ct

MINNEAPOLIS CRIME VICTIM CENTER/
ST. PAUL CRIME VICTIM CENTER
1427 Washington Ave. So.
Minneapolis, MN 55454
(612) 339-7227

Carole S. Schneider
Project Director

Correctional Service of Minnesota
1977

Mower County

*

FREEBORN-MOWER CRIME VICTIM'S
CRISIS CENTER
908 N.W. 1 Drive
Austin, MN 55912
(507) 437-6680

Jamie Carlson
Project Director

Freeborn-Mower Mental Health Center
1977

MINNESOTA (Cont.)

Ramsey County

CRIME VICTIM CRISIS CENTER
175 So. Western Ave.
St. Paul, MN 55101
(612) 226-1019

David Bredemus
Project Director

Correctional Service of Minnesota
December 1977
ES;Coun;LE;ODir;Ct

St. Louis County

VICTIM/WITNESS ASSISTANCE PROGRAM
501 Courthouse
Duluth, MN 55802
(218) 723-3501

Paul A. Gustad
Project Director

County Attorney
1976
ES;Coun;LE;ODir;Ct

Rice County

VICTIM SUPPORT PROGRAM
Box 171
Northfield, MN 55057
(507) 645-6661

Kathy Ogden/Connie Weber
Project Director

Police Department
1979

MISSISSIPPI

Harrison County

*

WITNESS NOTIFICATION
P.O. Box 717
1801 23rd Ave.
Gulfport, MS 39801
(601) 864-5161 ext. 280

Albert Necaise
Project Director

District Attorney
1977
ES;Coun;LE;ODir;Ct

MISSOURI

Buchanan County

VICTIM/WITNESS SERVICE
Buchanan County Courthouse
St. Joseph, MO 64501
(816) 279-6378

Mary Jean Miljavac
Victim/Witness Advocate

Prosecuting Attorney
May 1, 1978
ES;Coun;LE;ODir;Ct;O

Franklin County

VICTIM/WITNESS ASSISTANCE DIVISION
414 E. Main St.
Union, MO 63084
(314) 583-2100

Ronald L. Malone
Project Director

Prosecuting Attorney
1978
LE;ODir;Ct

Greene County

SUPPORT OUR LOCAL VICTIMS (SOLV)
1000 Booneville
Springfield, MO 65803
(417) 865-6644

Capt. D. R. Zimmerman
Project Director

Sheriff's Department
1975
LE;Ct

**

AID TO VICTIMS OF CRIME
American Red Cross
1730 E. Portland
Springfield, MO 65804
(417) 881-3553

Carolyn Welton

Jackson County

VICTIM/WITNESS ASSISTANCE
415 East 12th Street
Kansas City, MO 64106
(816) 881-3440

Jodie Smith
Project Director

Prosecuting Attorney
January 1978

St. Louis County

VICTIM SERVICE COUNCIL
7900 Carondelet, Rm. 297
Clayton, MO 63105
(314) 889-3362

Teresa Berger
Project Director

National Council of Jewish Women
St. Louis Section
1977
ES;Coun;LE;ODir;Ct;O

Independent City

UNITED MIDTOWN COMMUNITY CORPORATION
ANTI-CRIME PROJECT
14 South Euclid
St. Louis, MO 63110
(314) 367-8831

Albert Goodrich
Project Director

Community-based organization
January 1979

**

VICTIM ASSISTANCE PROGRAM
1141 Belt
St. Louis, MO 63112
(314) 361-8441

Ann Slaughter

MONTANA

Missoula County

VICTIM/WITNESS PROGRAM
Courthouse
Missoula, MT 59801
(406) 721-5700

R. L. Deschamps, III
Project Director

County Attorney
1977
ES;Coun;LE;ODir;Ct

Yellowstone County

VICTIM/WITNESS ASSISTANCE PROGRAM
Rm. 508 Yellowstone County Courthouse
Billings, MT 59101
(406) 252-5181

Director of Special Services

County Attorney
1978

NEVADA

Clark County

VICTIM/WITNESS ASSISTANCE CENTER
302 East Carson Ave. #400
Las Vegas, NV 89101
(702) 386-4204

Thomas G. Tait
Project Director

District Attorney
1976
ES;Coun;LE;ODir;Ct;O

Washoe County

WITNESS NOTIFICATION UNIT
P.O. Box 11130
Reno, NV 89520
(702) 785-4015

Susan Jacobs
Project Director

District Attorney
1978
Coun;LE;ODir;Ct

NEW JERSEY

Atlantic County

VICTIM/WITNESS ASSISTANCE PROGRAM
1625 Atlantic Ave.
Atlantic City, N.J. 08401
(609) 345-6700 ext. 344

Juanita Mitchell
Project Director

Prosecutor's Office
1978
ES;Coun;LE;ODir;Ct

Bergen County

**

VICTIM/WITNESS PROGRAM
Bergen County Prosecutor's Office
215 Courthouse
Hackensack, NJ 07601
(201) 646-2300

Jim Murphy

NEW JERSEY (Cont.)

Burlington County

VICTIM/WITNESS ASSISTANCE UNIT
49 Rancocas Road
Mount Holly, N.J. 08060
(609) 267-6983/6984

George F. McCarthy
Project Director

County Prosecutor
July 14, 1976
ES;Coun;LE;ODir;Ct

Essex County

NEWARK VICTIM SERVICE CENTER
57 Green Street
Newark, N.J. 07102
(201) 733-8730

Lt. Kenneth Wilson
Project Director

Police Department
July 1, 1976
ES;Coun;LE;ODir;Ct

Hudson County

VICTIMS SERVICE CENTER
3908 Palisade Ave.
Union City, N.J. 07087
(201) 865-8655

Angelo J. Mureo
Project Director

Police Department
1976
ES;Coun;LE;ODir;Ct

Mercer County

VICTIM/WITNESS ASSISTANCE PROJECT
Courthouse P.O. box 8068
Trenton, N.J. 08608
(609) 989-6309

Anne E. Thompson
Prosecutor

County Prosecutor
April 30, 1979

Ocean County

**
VICTIM/WITNESS PROGRAM
Ocean County Prosecutor's Office
Courthouse
Washington St.
Toms River, N.J. 08753
(201) 929-2027

Chief Herbert

Passaic County

PATERSON CRIME VICTIM ADVOCATE OFFICE
1 West Broadway
Paterson, N.J. 07505
(201) 881-3300

Robert Grayson
Project Director

Office of the Mayor
October 1978

Somerset County

VICTIM WITNESS ASSISTANCE UNIT
Administration Building
Somerville, N.J. 08876
(201) 526-4400

Wayne J. Pilato
Project Director

County Prosecutor
November 1, 1977
ES;Coun;LE;ODir;Ct

NEW MEXICO

Bernadillo County

**

VICTIM/WITNESS ASSISTANCE PROGRAM
415 Tijeras N.W.
Albuquerque, N.M. 87102
(505) 766-4370

Marilyn Sapon

Curry County

VICTIM/WITNESS ASSISTANCE PROGRAM
Curry County Courthouse
Clovis, N.M. 88101
(505) 769-2246

Kathleen A. Morris
Project Director

District Attorney
1977
Coun;LE;ODir;Ct

Santa Fe County

**

VICTIM/WITNESS ASSISTANCE PROGRAM
1st Judicial District
P.O. Box 2041
Santa Fe, N.M. 87501
(505) 827-2067

NEW YORK

Albany County

VICTIM/WITNESS SERVICE
40 Howard Street
Albany, N.Y. 12207
(518) 471-5922

Joseph E. Mooney
Project Director

Department of Social Services
April 15, 1978
ES;Coun;LE;ODir;Ct

Bronx County

BRONX CRIME VICTIMS ASSISTANCE UNIT
215 E. 161 Street
Bronx, N.Y. 10451
(212) 590-2163

Leroy Brown
Project Director

Bronx District Attorney
1975
ES;Coun;LE;ODir;Ct;O

Dutchess County

DUTCHESS COUNTY CRIME VICTIMS
ASSISTANCE PROGRAM
North Road
Poughkeepsie, N.Y. 12601
(914) 471-2000 ext. 1308

Jean Craven
Project Director

St. Francis Hospital
1976
ES;Coun;LE;ODir;Ct

Kings County

CBCC LEAA BEDFORD-STUYVESANT
CRIME PROJECT
1360 Fulton Street, Rm. 518
Brooklyn, N.Y. 11116
(212) 636-0010

Lazarus A. R. Mereigh
Project Director

Central Brooklyn Coordinating Council, Inc.
July 21, 1978
ES;Coun;ODir;Ct;O

NEW YORK (Cont.)

Monroe County

VICTIM ASSISTANCE PROGRAM
Public Safety Building
Rochester, N.Y. 14614
(716) 428-6631

Sgt. H. J. Driscoll
Project Director

Police Department
March 1, 1976
ES;Coun;LE;ODir;Ct

New York County

ANTI-CRIME THROUGH ORGANIZED
NEIGHBORHOOD EFFORT (ACT-ONE)
1751 Second Ave.
New York, N.Y. 10028
(212) 289-0601

Paulette Geanacopoulos
Project Director

Lenox Hill Neighborhood Association/
Crime Victims Assistance for the
Elderly & Handicapped implemented
by the Burden Center for the Aging
1978
ES;Coun;LE;ODir;Ct;O

WITNESS AID SERVICES UNIT
155 Leonard St.
New York, N.Y. 10013

Marcia Goldenberg
Project Director

District Attorney
1975
ES;Coun;LE;ODir;Ct

COMMUNITY ELDERLY VICTIM ASSISTANCE
PROGRAM
105 E. 196th Street
New York, N.Y. 10029
(212) 427-0500

Maria Frain, Ed.M.
Project Director

East Harlem Community Corporation
October 15, 1978
ES;Coun;LE;ODir

New York County (cont.)

*
VICTIM SERVICES AGENCY
2 Lafayette St., 3rd Floor
New York, N.Y. 10007
(212) 577-7705

Lucy N. Friedman
Project Director

Community-based organization
July 1978
ES;Coun;LE;ODir;Ct

(SCCAPP) SENIOR CITIZENS CRIME-
VICTIM-ASSISTANCE & PREVENTION
PROGRAM
349 Broadway
New York, N.Y. 10013
(212) 433-4526

Fred Yaeger
Project Director

New York City Community Development
Agency/New York Statewide Senior
Action Council
October 1978
ES;Coun;LE;ODir;Ct

**
SR. CITIZEN ANTI-CRIME NETWORK (SCAN)
150 Nassau St., Room 10005
New York, N.Y. 10038
(212) 267-2177

William Arnone

VICTIM'S ASSISTANCE PROGRAM
1260 Amsterdam Ave.
New York, N.Y. 10025
(212) 222-6647

Vickie Farrar
Coordinator

NEW YORK (Cont.)

Oneida County

ONEIDA COUNTY VICTIM-WITNESS
ASSISTANCE UNIT
Courthouse
Utica, N.Y. 13501
(315) 798-5766

Richard D. Enders, Esq.
Project Director

District Attorney
1977
LE;ODir;Ct

Onondaga County

ONONDAGA COUNTY VICTIM WITNESS
ASSISTANCE PROJECT
Civic Center, 421 Montgomery St.
Syracuse, N.Y. 13202
(315) 425-2470

Mrs. E. Morgan
Services Coordinator

District Attorney
1976
ES;Coun;LE;ODir;Ct;O

Queens County

COMMUNITY ANTI-CRIME PROGRAM-
ROCKAWAY
710 Hartman Lane
Far Rockaway, N.Y. 11691
(212) 471-0200

Rhona Saffer
Project Director

Gustave Hartman YM-YWHA
1978
ES;LE;ODir;Ct

Queens County (cont.)

CRIME VICTIMS ASSISTANCE PROGRAM
163-18 Jamaica Avenue
Jamaica, N.Y. 11432
(212) 657-6500 ext. 40

Ellen Camerieri
Project Director

Jamaica Service Program for Older
Adults, Inc.
April 1, 1978
ES;Coun;LE;ODir;Ct;O

Rensselaer County

**
CRIME VICTIMS ASSISTANCE UNIT
51 State St.
Troy, N.Y. 12180
(518) 270-4447

Susan Koffman

Department of Public Safety

Westchester County

VICTIM ASSISTANCE PROGRAM
90 Beaufort Pl.
New Rochelle, N.Y. 10801
(212) 632-2021 ext. 289

Lt. Joseph Guarasci
Project Director

Police Department
1976
LE;ODir;Ct;O

VICTIM WITNESS ASSISTANCE UNIT
111 Grove Street
White Plains, N.Y. 10601
(914) 682-2731

Anthony A. Moley
Assistant District Attorney

District Attorney
February 10, 1975
ODir;Ct

NORTH CAROLINA

Cumberland County

VICTIM/WITNESS ASSISTANCE PROGRAM
117 Dick Street
Fayetteville, N.C. 28301
(919) 486-1215

Peggy T. Strong
Project Director

District Attorney
1977

**

VICTIM ADVOCATE PROGRAM
P.O. Box 966
Fayetteville, N.C. 28302
(919) 485-4194

Dianne Brady

Police Department

Mecklenberg County

VICTIM ASSISTANCE - PILOT PROJECT
301 S. Brevard Street
Charlotte, N.C. 28202
(704) 334-5656

Jim Johnson
Project Director

Family and Children's Service
January 1978
ES;Coun;LE;ODir;Ct

Orange County

POLICE SOCIAL WORK UNIT
306 N. Columbia Street
Chapel Hill, N.C. 27514
(919) 929-1111

Jim Huegerich
Project Director

Department of Human Services
1972
ES;Coun;LE;Ct

Wake County

VICTIM ADVOCATE PROGRAM
222 W. Hargett
Raleigh, N.C. 27601
(919) 755-6147

Joyce Williams
Project Director

Police Department
January 1978
ES;Coun;LE;ODir;Ct

OHIO

Cuyahoga County

**

VICTIM/WITNESS SERVICE CENTER
1215 W. Third St.
Cleveland, OH 44113
(216) 623-7345

Franklin County

**

VICTIM/WITNESS ASSISTANCE PROGRAM
369 S. High St.
Columbus, OH 43215
(614) 462-3886

Tracey McSweeney

OHIO (Cont.)

Hamilton County

AID TO VICTIMS OF CRIME
50 E. Hollister St.
Cincinnati, OH 45219
(513) 421-9490

Marilyn M. Logan
Project Director

Talbert House
July 1976
ES;Coun;LE;ODir;Ct

Lorain County

LORAIN COUNTY VICTIM/WITNESS
ASSISTANCE DIVISION
226 Middle Avenue
Elyria, Ohio 44035
(216) 323-5776

Joseph R. Grunda
Project Director

County Prosecutor
1978
Coun;ODir;Ct

Lucas County

VICTIM WITNESS PROGRAM
Adams & Erie Courthouse
Toledo, OH 43624
(419) 259-8720

Elaine L. Baker
Project Director

County Prosecutor
1979
ES;LE;ODir;Ct

Montgomery County

VICTIM/WITNESS DIVISION
41 N. Perry St.
Dayton, OH 45402
(513) 223-8085

Mary Brooks
Project Director

County Prosecutor
1974
ES;Coun;LE;ODir;Ct

Morrow County

MORROW COUNTY VICTIM/WITNESS
Morrow County Courthouse
Mt. Gilead, OH 43335
(419) 947-1510

Jerry DiHart
Project Director

County Prosecutor
1977
Coun;LE;ODir;Ct

Stark County

THE VICTIM/WITNESS COORDINATION PROJECT
Courthouse Annex
P.O. Box 167, D.T. Sta.
Canton, OH 44701
(216) 454-5651 ext. 281

Allen G. Carter, Sr.
Project Director

Prosecutor
May 1975
Es;Coun;LE;ODir;Ct

OHIO (Cont.)

Summit County

VICTIM ASSISTANCE PROGRAM
1056 Clifton Ave.
Akron, OH 44309
(216) 923-0174

Rev. A. Robert Denton
Project Director

Furnace Street Mission
February 1974
ES;Coun;ODir;Ct;O

WITNESS ASSISTANCE PROGRAM
209 S. High St.
Akron, OH 44308
(216) 379-5104

Mary Ann Kenny
Project Director

Prosecutor
1976
ES;Coun;LE;ODir;Ct

Tuscarawas County

VICTIM/WITNESS DIVISION
Courthouse
New Philadelphia, OH 44663
(216) 364-8811 ext. 210

Mildred S. Frum
Project Director

County Prosecutor
April 1978
ES;Coun;LE;ODir;Ct

OKLAHOMA

Muskogee County

VICTIM/WITNESS ASSISTANCE PROGRAM
County Courthouse, 2nd Floor
Muskogee, OK 74401
(918) 682-3374

Janie Harris
Project Director

District Attorney
1978
ODir;Ct

Oklahoma County

WITNESS AND VICTIM EDUCATION CENTER
211 County Office Building
Oklahoma City, OK 73102
(405) 236-2727 ext. 552

Kitty Champlain
Project Director

District Attorney
April 1977
ES;Coun;LE;ODir;Ct

OREGON

Jackson County

**

VICTIM/WITNESS ASSISTANCE
650 Royal Ave., Suite 8
Medford, OR 97501
(503) 776-7147

Gunnar Johnson

Josephine County

JOSEPHINE COUNTY VICTIMS ASSISTANCE
PROGRAM

Josephine County Courthouse
Grants Pass, OR 97526
(503) 476-8881 ext. 260

Robert M. Burrows
Project Director

District Attorney
1978
ES;Coun;LE;ODir;Ct

Lane County

**

VICTIM/WITNESS ASSISTANCE
450 Lane County Courthouse
Eugene, OR 97401
(503) 687-4504

Josh Marquis

District Attorney

Multnomah County

VICTIMS ASSISTANCE PROGRAMS
1021 SW 4th, Rm. 804
Portland, OR 97204
(503) 248-3162

Marilyn Wagner Culp
Project Director

District Attorney
1974
ES;Coun;LE;ODir;Ct

Yamhill County

VICTIM/WITNESS ASSISTANCE PROJECT
County Courthouse
McMinnville, OR 97128
(503) 472- 9371

John L. Collins
Project Director

District Attorney
1979

PENNSYLVANIA

Allegheny County

ANTI-VICTIMIZATION PROJECT FOR THE
HANDICAPPED CITIZENS
362 McKee Place
Pittsburgh, PA 15213
(412) 371-4287

Leslie Reicher
Project Director

Communities Combatting Crime (P.N.A.)
1978
Coun;LE;ODir;Ct

CENTER FOR VICTIMS OF VIOLENT CRIMES
Jones Law Building Annex
311 Ross Street
Pittsburgh, PA 15219
(412) 355-5764/664-0788

Pam Kozey
Project Director

Community-based organization
1973

PENNSYLVANIA (Cont.)

Bucks County

VICTIM/WITNESS ASSISTANCE UNIT
Bucks County Courthouse
Doylestown, PA 18901
(215) 348-2911

Ann Marie Heath
Project Director

District Attorney
1977
Coun;LE;ODir;Ct

Chester County

VICTIM/WITNESS ASSISTANCE SERVICE/
RAPE CRISIS COUNCIL OF CHESTER COUNTY
Box 738
West Chester, PA 19380
(215) 692-7273/7420

Constance C. Noblet
Project Director

Community-based organization
1973
ES;Coun;LE;ODir;Ct

Delaware County

VICTIM/WITNESS ASSISTANCE UNIT
Delaware County Courthouse
Media, PA 19063
(215) 891-2875

Wendell M. Clark
Project Director

District Attorney
September 1976
LE;ODir;Ct

SENIOR SAFETY PROJECT
12 West Front Street
Media, PA 19063
(215) 565-4518

Lucile McCoy
Project Director

Community-based organization
December 1977
ES;Coun;LE;ODir;Ct;O

Erie County

VICTIM/WITNESS ASSISTANCE PROGRAM
Erie County Courthouse
Erie, PA 16501
(814) 456-8851 ext. 349

Natalie C. Chisholm
Project Director

District Attorney
1976
ES;Coun;LE;ODir;Ct

Indiana County

INDIANA COUNTY DETECTIVE BUREAU
Courthouse - 2nd Floor
Indiana, PA 15701
(412) 465-2661 ext. 250

William G. Crossman
Project Director

Prosecuting Attorney
1976

Lackawanna County

VICTIM/WITNESS UNIT
District Attorney's Office
Lackawanna County
Scranton, PA 18503
(717) 961-6717

William R. Greitz
Project Director

District Attorney
August 1978
Coun;LE;ODir;Ct

Lancaster County

VICTIM/WITNESS ASSISTANCE PROGRAM
Courthouse
Lancaster, PA 17604
(717) 299-8100

Peter S. Schweich
Project Director

District Attorney
September 1978
ODir;Ct

PENNSYLVANIA (Cont.)

Philadelphia County

POLICE PROJECT
1315 Walnut St.
Philadelphia, PA 19107
(215) 735-7200

Anthony E. Jackson
Project Director

Public Interest Law Center
of Philadelphia
1975
Coun;LE;ODir;Ct

Philadelphia County (cont.)

**
WITNESS SERVICES UNIT
2300 Centre Square West
Philadelphia, PA 19102
(215) 686-8180

Alfred T. Little

District Attorney

SOUTH CAROLINA

Charleston County

VICTIM-WITNESS ADVOCATE
3505 Pinehaven Drive
Charleston, S.C. 29405
(803) 554-0100

John H. Ball
Chief of Police

Police Department
November 1978
ES;Coun;LE;Ct

Richland County

NEIGHBORHOOD CRIME PREVENTION
PROJECT
1611 Devonshire Drive
Columbia, S.C. 29204
(803) 256-4925

Sam Washington
Project Director

Community Care, Inc.
1978

Greenville County

VICTIM/WITNESS ASSISTANCE PROJECT
Greenville County Courthouse
Greenville, S.C. 29601
(803) 298-8647

Jayne Crisp
Project Director

Solicitor's Office
June 1978
ES;Coun;LE;Ct

TENNESSEE

Bradley County

**

VICTIM/WITNESS PROGRAM
P.O. Box 1351
Cleveland, TN 37311
(615) 472-2179

Richard Fisher

24th Judicial Circuit

Cheatam County

VICTIM/WITNESS NOTIFICATION
107 Cumberland St.
Ashland City, TN 37015
(615) 792-4635

W. B. Lockert, Jr.
Project Director

District Attorney General
1976
ES;Coun;LE;ODir;Ct

Coffee County

*

WITNESS NOTIFICATION UNIT
307 Woodland St.
Manchester, TN 37355
(615) 728-5946

Charles S. Ramsey, Jr.
Project Director

District Attorney General
1978

Davidson County

VICTIM-WITNESS ASSISTANCE
303 Metro Courthouse
Nashville, TN 37201
(615) 259-5899

Ms. Jody Schwartz
Project Director

District Attorney General
April 9, 1979

Hamilton County

**

COURT LIAISON OFFICER
Justice Bldg., Room 205
Chattanooga, TN
(615) 757-2170

Bill Cox

Lincoln County

**

WITNESS NOTIFICATION SYSTEM
P.O. Box 45
Fayetteville, TN 37334
(615) 433-2114

James S. Kidd

District Attorney

Sevierville County

*

VICTIM/WITNESS ASSISTANCE PROGRAM
Sevier County Courthouse
Sevierville, TN 37862
(615) 453-6119

Lee Gillock
Project Director

Attorney General
1973
ODir;Ct;O

TEXAS

Bexar County

ADVOCACY PROGRAM FOR VICTIMS OF CRIME
P.O. Box 9066
San Antonio, TX 78285
(512) 226-4301

Gerald D. Nicklen
Project Director

Department of Human Resources
and Services
1975
ES;Coun;LE;ODir;Ct

Harris County

VICTIM/WITNESS OFFICE
201 Fannin, Rm. 200
Houston, TX 77002
(713) 221-6655

Suzanne McDaniel
Project Director

District Attorney
1977
ES;LE;ODir;Ct

Harris County (cont.)

PASADENA POLICE CHAPLAINCY CORPS
P.O. Box 3209
Pasadena, TX 77501
(713) 477-1221 ext. 267

Mack Craft
Project Director

Police Department
1975
ES;Coun;LE;ODir;Ct

Nueces County

VICTIM ADVOCATE
1616 Martin Luther King Drive
Corpus Christi, TX 78408
(512) 884-3811 ext. 13

W. C. Banner
Chief of Police

Police Department
September 9, 1977
ES;Coun

UTAH

Salt Lake County

**
VICTIM/WITNESS ASSISTANCE UNIT
Metropolitan Hall of Justice
Suite C-220
Salt Lake City, UT 84111
(801) 535-5530

Weber County

VICTIM/WITNESS SERVICE
8th Floor, Municipal Bldg.
Ogden, UT 84401
(801) 399-8377

Betty Thomas
Project Director

County Attorney
1978
LE;ODir;Ct

VIRGINIA

Augusta County

**

VICTIM/WITNESS PROGRAM
118 E. Beverly St.
Stanton, VA 24401
(703) 885-9048

Raymond Robertson

Commonwealth Attorney

Loudoun County

**

VICTIM/WITNESS PROGRAM
1 East Market, Suite 308
Leesburg, VA 22075
(703) 777-3399

Irene E. Wodell

Commonwealth Attorney

Independent Cities

**

VICTIM/WITNESS COORDINATION PROGRAM
City Hall, Room 308
Alexandria, VA 22314
(703) 750-6471

**

VICTIM/WITNESS PROGRAM
Commonwealth Attorney's Office
Fredricksburg, VA
(703) 373-5033

H. Harrison Braxton

VICTIM/WITNESS (COURT-OFFICERS)
247 28th St.
Newport News, VA 23607
(804) 244-0941

Willard M. Robinson, Jr.
Project Director

Commonwealth's Attorney
1973

Independent Cities (cont.)

VICTIM/WITNESS PROGRAM
601 Crawford St.
Portsmouth, VA 23705
(804) 393-8581

F. M. Chet Brennaman
Project Director

Commonwealth Attorney
1976
LE;Ct

VICTIM AND WITNESS SERVICES CENTER
Room 211, 800 E. Marshall St.
Richmond, VA 23219
(703) 780-8045

Janne Turner
Project Director

Commonwealth Attorney
May 1977
ES;LE;ODir;Ct;O

VICTIM/WITNESS PROGRAM
Municipal Center
Virginia Beach, VA 23456
(703) 427-4401

Mrs. Minor J. Thomas
Project Director

Commonwealth Attorney
1979

VICTIM/WITNESS ASSISTANCE PROGRAM
2 East Washington St.
Lexington, VA 24450
(703) 463-5557

Project Director

Commonwealth Attorney
1978
ES;LE;ODir;Ct;O

WASHINGTON

Cowlitz County

VICTIM/WITNESS ASSISTANCE PROGRAM
312 S.W. 1st Ave.
Kelso, WA 98626
(206) 577-3080

Donald Gregory
Project Director

County Prosecutor
1976

Clark County

**

VICTIM/WITNESS ASSISTANCE PROGRAM
410 W. 12th St.
Vancouver, WA 98660
(206) 699-2216

Pat Harrell

King County

VICTIM ASSISTANCE UNIT
516 Third Avenue
Seattle, WA 98104
(206) 583-2200

Cynthia Willard
Project Director

County Prosecuting Attorney
1974
ES; Coun; LE; ODir; Ct; O

**

BURGLARY VICTIM/WITNESS CALL BACK
Law & Justice Planning Department
400 Yestler
Seattle, WA 98104
(206) 625-4512

Larry Gunn

Pierce County

VICTIM/WITNESS ASSISTANCE SERVICE
657 County-City Bldg.
Tacoma, WA 98402
(206) 593-4843

Chuck Seeley
Project Director

County Prosecuting Attorney
1978
ES; Coun; LE; ODir; Ct

Skagit County

VICTIM/WITNESS LIAISON SENTENCING
COORDINATOR
Courthouse Annex
Mt. Vernon, WA 98273
(206) 336-9460

Patrick R. McMullen
Project Director

Prosecuting Attorney
1978
Coun; LE; ODir; Ct

Snohomish County

**

VICTIM/WITNESS ASSISTANCE UNIT
Snohomish Co. Courthouse
Everett, WA 98201
(206) 259-9333

Robert Luke

Spokane County

**

VICTIM/WITNESS PROJECT
Public Safety Building
W. 1100 Mallon
Spokane, WA 99260
(509) 456-3662/3627

Michael L. Bahn

Yakima County

VICTIM/WITNESS ASSISTANCE
Room 329, Courthouse
Yakima, WA 98901
(509) 575-4141

Robyn B. Cyr
Project Director

Prosecuting Attorney
1979

WISCONSIN

Dane County

VICTIM AND WITNESS SUPPORT PROGRAM
305 Monma Ave.
Madison, WI 53709
(608) 266-6592

Gillian Lawrence
Project Director

District Attorney
September 1978
ES;Coun;LE;ODir;Ct

Kenosha County

WITNESS ASSISTANCE UNIT
912 56th St.
Kenosha, WI 53140
(414) 656-6480

John Landa
District Attorney

County District Attorney
1978
LE;ODir;Ct

Milwaukee County

VICTIM/WITNESS SERVICE
821 West State Street
Milwaukee, WI 53233
(414) 278-4670

Jo Beaudry
Project Director

District Attorney
1975
Coun;LE;ODir;Ct

Milwaukee County (cont.)

CRIME PREVENTION-VICTIM ASSISTANCE
PROJECT
161 W. Wisconsin Ave, Suite 6146
Milwaukee, WI 53204
(414) 272-5600 ext. 235/236/269

Nona Taylor
Project Director

Community Relations-Social
Development Commission
1977
ES;Coun;LE;Ct;O

Richland County

**
VICTIM/WITNESS PROGRAM
District Attorney's Office
Courthouse
Richland Center, WI
(608) 647-3493

Mark Wagner
Para-Professional



APPENDIX B

INSTRUMENTS



FORM A: Prosecutors, all law enforcement personnel, directors of regional planning units and chairpersons of criminal justice coordinating councils.



AMERICAN INSTITUTES FOR RESEARCH
IN THE BEHAVIORAL SCIENCES

1055 Thomas Jefferson Street, NW, Washington, DC 20007 • 202/342-5000

12 October 1978

As you may know, over the past five years the Department of Justice through the Law Enforcement Assistance Administration has been encouraging the development and provision of programs serving victims of and witnesses to crime. These programs seek to encourage fuller participation by victims and witnesses in the criminal justice process through increased cooperation, lessening of waiting time, and elimination of unnecessary appearances by providing services that facilitate victim and witness participation. These services often include improved methods of notification and management, expedition of property return, transportation, social services such as supportive counselling and even witness protection.

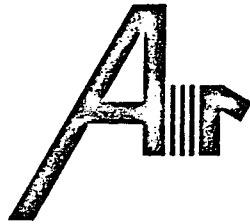
The American Institutes for Research, a non-profit behavioral and social science research organization, is currently attempting to identify and catalog all victim and witness assistance efforts throughout the country as part of a national evaluation project. Our efforts will exclude any projects specifically addressing the crimes of rape, child abuse or spouse abuse. These topics are receiving special attention by other researchers.

Won't you please take a minute to assist us and complete the enclosed post card and return it to us as soon as possible. Thank you for your cooperation.

Sincerely,

Roberta C. Cronin

RCC/jb



AMERICAN INSTITUTES FOR RESEARCH
IN THE BEHAVIORAL SCIENCES

1055 Thomas Jefferson Street, NW, Washington, DC 20007 • 202/342-5000

12 October 1978

As you may know, over the past five years the Department of Justice has been encouraging the development and provision of programs serving victims of and witnesses to crime. The Law Enforcement Assistance Administration has recently awarded a contract to conduct a national evaluation of victim-witness programs. As part of that evaluation, the American Institutes for Research, a non-profit behavioral and social science research organization is currently attempting to catalog all victim and witness assistance projects.

As members of NOVA, we hope you will be able to help us identify programs in your community. Won't you please take a minute and complete the enclosed post card and return it to us as soon as possible. Thank you for your cooperation.

Sincerely,

Roberta C. Cronin

RCC/jb
nv



AMERICAN INSTITUTES FOR RESEARCH
IN THE BEHAVIORAL SCIENCES

1055 Thomas Jefferson Street, NW, Washington, DC 20007 • 202/342-5000

12 October 1978

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The American Institutes for Research, a non-profit behavioral and social science research organization, is currently attempting to identify and catalog all victim and witness assistance efforts throughout the country as part of a national evaluation project. Our efforts will exclude any projects specifically addressing the crimes of rape, child abuse or spouse abuse. These topics are receiving special attention by other researchers.

AIR has already received a computer printout of all LEAA non-block awards to victim-witness programs from 1969 to the present. However, we would appreciate it if you would take a minute to complete the enclosed post card to let us know about either very recent projects or other victim-witness programs that do not receive federal funding. Thank you for your cooperation.

Sincerely,

Roberta C. Cronin

RCC/jb
sp

Dear AIR: Please be aware of the following victim/witness assistance programs
in my jurisdiction:

Program title

Contact for further information

name and title

telephone
(area code and number)

Sincerely, _____

address _____



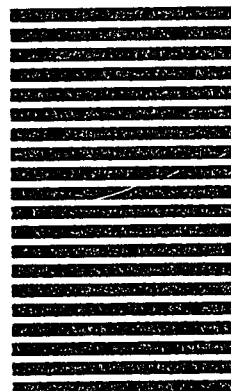
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POSTAGE WILL BE PAID BY ADDRESSEE

AMERICAN INSTITUTES FOR RESEARCH
Victim/Witness Project
1055 Thomas Jefferson Street, NW
Washington, DC 20007



SUMMARY OF V/W PROJECT DATA OUTLINE

- A. PROJECT HISTORY
 - 1. Origin of project
 - 2. Project start-up experiences
 - 3. Leadership changes since project initiation
- B. PROJECT GOALS AND EXPECTATIONS
 - 1. Goals and objectives
 - 2. Expectations
- C. PROJECT ORGANIZATION AND STAFFING PATTERN
 - 1. Host agency
 - 2. Internal organization
 - 3. Staff
 - 4. Staff turnover
 - 5. Staff problems
 - 6. Advisory board
 - 7. Assessment of organization structure and staffing
 - 8. Project location and facilities
- D. PROJECT SERVICE DELIVERY
 - 1. Target population
 - 2. Geographical target area
 - 3. Client entry into project/procedure for locating clients
 - 4. Service availability
 - 5. Seasonal/other variations in needs for service
 - 6. Services provided
 - 7. Client follow-up procedures
 - 8. Assessment of referral services and agencies
 - 9. Assessment of working relationships with outside agencies
 - 10. Changes over time in service delivery
 - 11. Other comments on service delivery system
 - 12. Recommendations for change
 - 13. Description of "success" and "failure" cases
 - 14. Client flow diagram

E. STAFF ACTIVITY

F. OTHER PROJECT ACTIVITIES

1. Community education efforts
2. Training of other personnel
3. Lobbying efforts/other related activities

G. PROJECT RECORD-KEEPING AND DOCUMENTATION

1. Record-keeping
2. Documentation of project process and outcomes
3. Other research conducted at project

H. COST INFORMATION

1. Current program costs
2. Program costs in previous years
3. Cost benefits of program

I. PROJECT FUTURE

J. PROJECT ENVIRONMENT

1. Special characteristics of this jurisdiction
2. Relevant state or local legislation/ordinances
3. Local LE/CJ system
4. Local social services system
5. Prior relationships of host agency to funding sources and other agencies
6. Perceptions of how environment has influenced project

K. PROJECT OUTCOMES

1. Perceived outcomes
2. Evaluation criteria
3. Documented outcomes
4. Outcome summary
5. Conflict between system and V/W needs
6. Project rationale
7. Project measurement chart
8. Other observations

ATTACHMENTS

1. Interview Checklist
2. Archival Checklist
3. Statistical Summary

PROJECT DIRECTOR
INTERVIEW CHECKLIST

A. PROJECT HISTORY

- ☐ 1. Origin of project
- ☐ 2. Project start-up experiences
- ☐ 3. Leadership changes since proj. init.

B. PROJECT GOALS & EXPECTATIONS

- ☐ 1. Goals & objectives
- ☐ 2. Expectations

C. PROJECT ORGANIZATION & STAFFING PATTERN

- ☐ 1. Host agency
- ☐ 2. Internal organization
- ☐ 3. Staff
- ☐ 4. Staff turnover
- ☐ 5. Staff problems
- ☐ 6. Advisory board
- ☐ 7. Assess. of org. structure & staffing
- ☐ 8. Project location & facilities

D. PROJECT SERVICE DELIVERY

- ☐ 1. Target population
- ☐ 2. Geographical target area
- ☐ 3. Client entry into proj./procedure for locating clients
- ☐ 4. Service availability
- ☐ 5. Seasonal/other variations in needs for service
- ☐ 6. Services provided
- ☐ 7. Client follow-up procedures
- ☐ 8. Assess. of ref. services & agencies
- ☐ 9. Assess. of working relationships with outside agencies
- ☐ 10. Changes over time in serv. delivery
- ☐ 11. Other comments on serv. delivery sys.
- ☐ 12. Recommendations for change
- ☐ 13. Des. of "success" & "failure" cases
- ☐ 14. Client flow diagram

F. OTHER PROJECT ACTIVITIES

- ☐ 1. Community education efforts
- ☐ 2. Training of other personnel
- ☐ 3. Lobbying eff./other related activities

G. PROJ. RECORD-KEEPING & DOCUMENTATION

- ☐ 1. Record-keeping
- ☐ 2. Docu. of proj. process & outcomes
- ☐ 3. Other research conducted at proj.

H. COST INFORMATION

- ☐ 1. Current program costs
- ☐ 2. Program costs in previous years
- ☐ 3. Cost benefits of program

I. PROJECT FUTURE

J. PROJECT ENVIRONMENT

- ☐ 1. Special charac. of this jurisdiction
- ☐ 2. Relevant state or local legis./ordinances
- ☐ 3. Local LE/CJ system
- ☐ 4. Local social services system
- ☐ 5. Prior relationships of host agency to funding sources & other agencies
- ☐ 6. Perceptions of how environ. has influenced project

K. PROJECT OUTCOMES

- ☐ 1. Perceived outcomes
- ☐ 2. Evaluation criteria
- ☐ 3. Documented outcomes
- ☐ 4. Outcome summary
- ☐ 5. Conflict between system & V/W needs
- ☐ 6. Project rationale

A. PROJECT HISTORY

- ☐ 1. Origin of project
- ☐ 2. Project start-up experiences
- ☐ 3. Leadership changes since proj. init.

B. PROJECT GOALS & EXPECTATIONS

- ☐ 1. Goals & objectives
- ☐ 2. Expectations

D. PROJECT SERVICE DELIVERY

- ☐ 3. Client entry into project/procedure
for locating clients
- ☐ 6. Services provided
- ☐ 7. Client follow-up procedures
- ☐ 8. Assessment of referral services
& agencies
- ☐ 9. Assessment of working relationships
with outside agencies
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- ☐ 11. Other comments on service delivery system
- ☐ 12. Recommendations for change
- ☐ 13. Descriptions of "success" & "failure" cases
- ☐ 14. Client flow diagram

☐ E. STAFF ACTIVITY

☐ I. PROJECT FUTURE

J. PROJECT ENVIRONMENT

- ☐ 3. Local LE/CJ system
- ☐ 4. Local social services system
- ☐ 6. Perceptions of how environment has
influenced project

K. PROJECT OUTCOMES

- ☐ 1. Perceived outcomes
- ☐ 2. Evaluation criteria
- ☐ 5. Conflict between system & V/W needs
- ☐ 6. Project rationale

INTERVIEW CHECKLIST

A. PROJECT HISTORY

- ___ 1. Origin of project
- ___ 2. Project start-up experiences
- ___ 3. Leadership changes since proj. init.

B. PROJECT GOALS & EXPECTATIONS

- ___ 2. Expectations

C. PROJECT ORGANIZATION & STAFFING PATTERN

- ___ 1. Host agency
- ___ 2. Internal organization
- ___ 6. Advisory board
- ___ 7. Assess. of org. structure & staffing

D. PROJECT SERVICE DELIVERY

- ___ 9. Assess. of working relationships
with outside agencies
- ___ 12. Recommendations for change

___ I. PROJECT FUTURE

J. PROJECT ENVIRONMENT

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- ___ 5. Prior relationships of host agency to
funding sources & other agencies
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- ___ 1. Perceived outcomes
- ___ 2. Evaluation criteria
- ___ 5. Conflict between system & V/W needs
- ___ 6. Project rationale

INTERVIEW CHECKLIST

A. PROJECT HISTORY

- ☐ 1. Origin of project
- ☐ 2. Project start-up experiences

B. PROJECT GOALS & EXPECTATIONS

- ☐ 2. Expectations

D. PROJECT SERVICE DELIVERY

- ☐ 9. Assessment of working relationships
with outside agencies

☐ I. PROJECT FUTURE

J. PROJECT ENVIRONMENT

- ☐ 1. Special charac. of this jurisdiction
- ☐ 2. Relevant state or local legis./ordinances
- ☐ 3. Local LE/CJ system
- ☐ 4. Local social services system
- ☐ 5. Prior relationships of host agency to
funding sources & other agencies
- ☐ 6. Perceptions of how environment has
influenced project

K. PROJECT OUTCOMES

- ☐ 1. Perceived outcomes
- ☐ 2. Evaluation criteria
- ☐ 5. Conflict between system & V/W needs

INTERVIEW CHECKLIST

POSITION	NAME	ADDRESS	PHONE	APPMT.	COMMENTS
Director of V/W Project					
Chief executive of sponsoring agency					
Prosecutor					
Police chief or Sheriff					
Other law enforcement					
Staff					
Staff					
Other local V/W project director					

B-12



POSITION	NAME	ADDRESS	PHONE	APPMT.	COMMENTS
SPA monitor					
Advisory board chairman					
Past project director					
Court admin, or judge					
Referral agency					
Referral agency					
Other					

C=Collect
E=Obtain example

ARCHIVAL CHECKLIST

	Required Activity	Collected	Not Available
<u>Standard Record-Keeping Forms</u>	C		
1. Individual victim record-keeping form	C		
2. Referral follow-up form	C		
3. Daily project log	E		
4. Form letters	C		
<u>Project Proposals & Progress Reports</u>			
5. Original grant proposal	C		
6. Continuation proposals	C		
7. Progress reports to monitor or other supervising agencies, advisory boards - since July 1978	C		
8. Annual Report - most recent	C		
<u>Evaluations, Surveys, etc.</u>			
9. Needs assessment or attitude survey	C		
10. Evaluation by outside consultant	C		
11. Evaluation by SPA	C		
12. Victim satisfaction survey	C		
13. Internal evaluation report or other documentation of long-term outcomes	C		
<u>Other Supporting Material</u>			
14. Brochures	C		
15. Interagency agreements	C		
16. Minutes of Advisory Board	E		
17. Budget/expenditures-current year	C		
18. Budget/expenditures-first year	C		
19. Organization chart	C		

STATISTICAL SUMMARY

PROJECT:

TARGET AREA:

____ Neighborhood(s)

____ City

____ County

____ Multi-County

____ Other _____

I. Demographic Characteristics of City ____ County ____ Other ____

____ 1. Total population

____ 2. Population per square mile

____ 3. % white

____ 4. % black

____ 5. % of persons of Spanish heritage

____ 6. % less than 18 years old

____ 7. % over 64 years old

____ 8. % population change 1970-75

____ 9. % population change 1960-70

II. Economic & Social Characteristics of City ____ County ____ Other ____

____ 10. Unemployment rate

____ 11. Families below poverty level, 1969

____ 12. Median family income (in thousands), 1969

____ 13. % owner-occupied housing units, 1970

III. Finances of City ____ County ____ Other ____

____ 14. Per capita general expenditures

____ 15. % revenue from Federal government

____ 16. Number of police officers, 1975

IV. Crime Characteristics of City ____ County ____ Other ____

(UCR)

____ 17. Serious crime rate, 1975

____ 18. Violent crime rate, 1975

April 20, 1979

Dear

Your project has been identified as providing services to victims and witnesses in your jurisdiction. Therefore, as part of a national study of victim/witness assistance programs for the Law Enforcement Administration, we ask your help in providing additional information about your services and operations.

Victim/witness assistance is one of several topic areas being studied under LEAA's National Evaluation Program (NEP). NEP assessments aim to look at the success of a concept under a variety of conditions, using readily available information. The studies identify what currently exists, what is currently known, and what gaps in knowledge remain. The reports which result are intended for use by decision-makers at all levels.

The purpose of this questionnaire is threefold. It will enable us to:

- Develop a project directory listing all existing victim/witness projects.
- Prepare a report describing the variety of ways in which victim/witness services are provided throughout the United States.
- Assess the availability of project data and recommend approaches for increasing knowledge about victim/witness assistance.

The enclosed questionnaire should take no more than 15 minutes to complete. There is a stamped return envelope for your response. For our part, we will send you a copy of the project directory upon completion of the study if you check question 30.

Your participation in this survey is entirely voluntary. In our report of survey responses, all data will be aggregated and no individual project will be identified. In our project directory we will include only your project name, address, director, primary funding source, starting year, and types of services offered.

We would appreciate your response by May 4. Thank you for your help. If you have any questions, please feel free to call me collect at (202) 342-5048.

Sincerely,

Roberta C. Cronin
Project Director

Enclosures: 2
RCC:jb

B-16

This survey is authorized under 42 USC 3742.
Your participation is strictly voluntary, but your
cooperation and assistance are needed to make our
assessment comprehensive, accurate, and timely.



Form Approved/OMB No. 043 S79001

Victim/Witness Assistance Projects NEP Phase I Assessment

ID No.

Project name _____

Agency _____

Address _____ City _____ State _____

Project director _____ Telephone _____

1. What year did your project begin? _____

2. What geographic area do you serve? _____

3. What is the approximate population of that area? _____

4. What type of agency administers this project? (check one)

- | | |
|---|---|
| <input type="checkbox"/> Police department | <input type="checkbox"/> Community-based organization |
| <input type="checkbox"/> Prosecuting attorney | <input type="checkbox"/> Hospital |
| <input type="checkbox"/> Sheriff's department | <input type="checkbox"/> Religious institution |
| <input type="checkbox"/> Probation agency | <input type="checkbox"/> Other (specify) _____ |

5. What is your primary source of funding now? (check one)

- | | |
|--|---|
| <input type="checkbox"/> LEAA (including state CJ planning agencies) | <input type="checkbox"/> Municipality |
| <input type="checkbox"/> CETA | <input type="checkbox"/> Private foundation (specify) _____ |
| <input type="checkbox"/> Other federal agency (specify) _____ | <input type="checkbox"/> Contributions |
| <input type="checkbox"/> State | <input type="checkbox"/> Other (specify) _____ |
| <input type="checkbox"/> County | |

6. What is your current annual budget? \$ _____

7. If your project is more than one year old, what was your primary source
of funding when the project began? (check one)

- | | |
|--|---|
| <input type="checkbox"/> LEAA (including state CJ planning agencies) | <input type="checkbox"/> Municipality |
| <input type="checkbox"/> CETA | <input type="checkbox"/> Private foundation (specify) _____ |
| <input type="checkbox"/> Other federal agency (specify) _____ | <input type="checkbox"/> Contributions |
| <input type="checkbox"/> State | <input type="checkbox"/> Other (specify) _____ |
| <input type="checkbox"/> County | |

8. If your project is more than one year old, what was your approximate annual budget
for the project in its first year?

\$ _____

9. How many staff are assigned to your project?

Job category (e.g., managerial, counselor, clerical)

Number of staff

full-time part-time volunteer

	full-time	part-time	volunteer

10. What type of victims/witnesses do you serve? (check all that apply)
If one of these is most common, place a star (*) next to it.

☐ elderly victims
☐ sexual assault victims
☐ victims/witnesses of person-to-person or violent crime
☐ victims/witnesses of a burglary

☐ victims/witnesses of a felony
☐ victims/witnesses of a misdemeanor
☐ police witnesses
☐ other (specify) _____

11. Are your services available on a 24-hour basis?

☐ No
☐ Yes, phone calls only
☐ Staff available when necessary
☐ Office staffed round-the-clock
☐ Other (specify) _____

12. When do you contact victims/witnesses for the first time? (check all that apply)
If one of these is the most common, place a star (*) next to it.

☐ At the crime scene if possible
☐ When police report is available, usually within _____ days
☐ After an information has been filed

☐ After an indictment has been returned
☐ After the trial date has been set
☐ Other (specify) _____

13. How do victims/witnesses come in contact with your project? (check all that apply)
If one of these is the most common, place a star (*) next to it.

☐ Walk-ins (self-referrals)
☐ Victim/Witness project staff outreach
☐ Referrals from police
☐ Referrals from court

☐ Referrals from prosecutor
☐ Referrals from community-based organization
☐ Referrals from other agencies (specify) _____
☐ Other (specify) _____

14. In an average month, about how many victims/witnesses are contacted?

• by mail? _____
 • by telephone? _____
 • face-to-face? _____

15. In an average month, how many times would you provide or refer clients to these services? We are interested in the number of services rather than number of clients. For example, a client who received three services, would be counted three times below.

		No. direct services provided	Number of referrals
Emergency Services	emergency medical care		
	emergency shelter/food		
	emergency security repair serv.		
	emergency financial assistance		
	other _____		
Counseling	24 hour hotline		
	crisis intervention		
	follow-up counseling		
	other _____		
Police-Related Services	checking investigation status		
	property return		
	escort service to station/moral support		
	other _____		
Other Direct Client Services	assistance with insurance claims		
	assistance with offender restitution payments		
	assistance with state victim compensation		
	assistance with witness fees		

		No. direct services provided	Number of referrals
Court-Related Services	witness reception		
	orientation to court procedures		
	preparation for testimony		
	legal or paralegal counsel		
	notification of court schedule		
	notification of disposition of a case		
	witness alert		
	transportation to court		
	child care		
	escort service to court/moral sup.		
	employer intervention		
Other	victim/witness protection		
	other _____		

It is, of course, hard to predict the future. All the same, we are interested in your "best guess" on the following questions:

26. What would your project do in response to a 20% decrease in budget in the next fiscal year?

☐ Cut the following paid staff position(s): _____

☐ Decrease office space
☐ Limit the scope of the target group by excluding: _____
☐ Limit hours of operation
☐ Delete the following service(s): _____

☐ Other (specify) _____

27. What would your project do in response to a 20% increase in budget in the next fiscal year?

☐ Add the following paid staff position(s): _____
☐ Increase or improve office space
☐ Expand the scope of the target group to include: _____
☐ Increase hours of operation
☐ Add the following service(s): _____
☐ Other (specify) _____

28. Where do you think your victim/witness services will be in five years?

☐ Likely to have disappeared ☐ About the same
☐ Reduced ☐ Expanded
☐ Other (specify) _____

29. Are there any features of your project not covered in this questionnaire that you think we should know about (e.g., unique services, an Advisory Board, strong volunteer component, etc.)

☐ No ☐ Yes (specify below)

30. Would you like to receive a copy of the victim/witness project directory when available?

☐ No ☐ Yes

APPENDIX C

RESULTS FROM THE MAIL SURVEY



LIST OF TABLES*

Table 1	Representation of Program Types
Table 2	Starting Year of Program by Types
Table 3	Geographic Area Served, by Program Type
Table 4	Population Size of Jurisdiction Served, by Program Type
Table 5	Home States, by Program Type
Table 6	Host Agency, by Program Type
Table 7	Current Primary Funding Source, by Program Type
Table 8	First Year Source, by Program Type
Table 9	Current Budget, by Program Type
Table 10	First Year Budget, by Program Type
Table 11	Direction of Budget Change Since First Year, by Program Type
Table 12	Presence of Staff in Various Categories, by Program Type
Table 13	Number of Full-Time Staff, by Program Type
Table 14	Number of Part-Time Staff, by Program Type
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Table 35	"Where do you think your V/W services will be in five years?"

*In all tables, Types I, II, and III designate Victim, Witness, and Victim-Witness projects respectively.

Actual percent totals may vary slightly from 100% on some tables, because of rounding error.

TABLE 1

<u>Representation of Program Types</u>		
	<u>No. of Projects</u>	<u>Percent</u>
Victim Model (Type I)	89	39%
Witness Model (Type II)	107	47%
Mixed Model (Type III)	24	11%
Could Not Classify	<u>7</u>	<u>3%</u>
Total	227	100%

TABLE 2

Starting Year of Program by Type
(N=218)

	<u>Type I</u>		<u>Type II</u>		<u>Type III</u>	
	<u>No.*</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
1970-74	9	10%	5	5%	2	8%
1975-77	47	53%	54	51%	14	58%
1978 and later	<u>33</u>	<u>37%</u>	<u>46</u>	<u>44%</u>	<u>8</u>	<u>33%</u>
Total	89	100%	105	100%	24	100%

* Number of projects.

TABLE 3

Geographic Area Served, by Program Type
(Total N=220)

	Type I		Type II		Type III	
	No.*	%	No.	%	No.	%
Neighborhood	16	18%	0	0%	1	4%
City	28	32%	6	6%	1	4%
County or City and County	33	37%	84	79%	21	88%
Multi-county area	3	3%	12	11%	1	4%
State	1	1%	0	0%	0	0%
Other	<u>8</u>	<u>9%</u>	<u>5</u>	<u>5%</u>	<u>0</u>	<u>0%</u>
Total	89	100%	107	100%	24	100%

*Number of projects.

TABLE 4

Population Size of Jurisdiction Served,
by Program Type
(N=213)

	Type I		Type II		Type III	
	<u>No.*</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Less than 50,000	9	11%	5	5%	0	0
50,000-99,999	9	11%	13	13%	1	4%
100,000-249,999	25	29%	28	27%	5	21%
250,000-499,999	16	19%	21	20%	8	33%
500,000-999,999	15	18%	22	21%	9	38%
One million and over	<u>11</u>	<u>13%</u>	<u>15</u>	<u>14%</u>	<u>1</u>	<u>4%</u>
Total	85	100%	104	100%	24	100%
Median	235,000		268,500		401,000	
Range	4,000-3,700,000		23,000-7,000,000		75,000-8,000,000	

* Number of projects.

TABLE 5
Home States, by Program Type*
(N=227)

	Type I Number	Type II Number	Type III Number	Unclassified Number	Total No.	%
Alaska	0	1	0	0	1	<1%
Arizona	1	1	1	0	3	1%
Arkansas	0	1	0	0	1	<1%
California	18	11	5	0	34	15%
Colorado	2	7	0	0	9	4%
Connecticut	4	3	0	0	7	3%
Delaware	1	1	0	0	2	1%
District of Columbia	1	0	0	0	1	<1%
Florida	7	4	2	1	14	6%
Georgia	0	1	0	0	1	<1%
Hawaii	2	0	0	1	3	1%
Illinois	10	4	2	0	16	7%
Indiana	4	1	1	0	6	3%
Iowa	0	1	0	0	1	<1%
Kansas	1	2	0	0	3	1%
Kentucky	1	1	0	0	2	1%
Louisiana	1	1	0	0	2	1%
Maine	0	2	1	0	3	1%
Maryland	1	5	0	0	6	3%
Massachusetts	0	3	3	0	6	3%
Michigan	1	6	0	0	7	3%
Minnesota	4	4	0	1	9	4%
Mississippi	0	1	0	0	1	<1%
Missouri	2	3	0	1	6	3%
Montana	0	1	1	0	2	1%
Nevada	0	2	0	0	2	1%
New Jersey	3	3	0	1	7	3%
New Mexico	0	1	0	0	1	<1%
New York	9	4	3	0	16	7%
North Carolina	3	1	0	0	4	2%
Ohio	2	5	2	0	9	4%
Oklahoma	0	2	0	0	2	1%
Oregon	0	1	1	1	3	1%
Pennsylvania	5	5	0	1	11	5%
South Carolina	2	0	1	0	3	1%
Tennessee	0	4	0	0	4	2%
Texas	3	1	0	0	4	2%
Utah	0	1	0	0	1	<1%
Virginia	0	5	0	0	5	2%
Washington	0	4	1	0	5	2%
Wisconsin	1	3	0	0	4	2%
Total	89	107	24	7	227	100%

*Alabama, Idaho, Nebraska, New Hampshire, North Dakota, Rhode Island, South Dakota, Vermont, West Virginia, and Wyoming had no respondents to our mail survey. With a single exception in Idaho, no projects in these states were known at the time of the survey.

TABLE 6

Host Agency, by Program Type
(Total N=220)

	Type I		Type II		Type III	
	No.*	%	No.	%	No.	%
Law Enforcement Agency	25	28%	1	1%	0	0%
Prosecuting Attorney	2	2%	99	93%	20	83%
Probation Department	4	5%	1	1%	2	8%
Community-Based Organization	34	38%	4	4%	2	8%
Other	<u>24</u>	<u>27%</u>	<u>2</u>	<u>2%</u>	<u>0</u>	<u>0%</u>
Total	89	100%	107	100%	24	100%

*Number of projects.

TABLE 7

Current Primary Funding Source, by
Program Type
(Total N=219)

	Type I		Type II		Type III	
	No.*	%	No.	%	No.	%
LEAA or LEAA + Other	52	58%	57	54%	12	50%
CETA or CETA + Other	6	7%	10	9%	2	8%
Other Federal Funding	5	6%	3	3%	0	0
State	3	3%	5	5%	0	0
County	4	5%	24	23%	7	29%
Municipality	10	11%	2	2%	0	0
Private Foundations, Contributions	6	7%	2	2%	1	4%
Other	<u>3</u>	<u>3%</u>	<u>3</u>	<u>3%</u>	<u>2</u>	<u>8%</u>
Total	89	100%	106	100%	24	100%

* Number of projects.

TABLE 8

First Year Funding Source, by
Program Type
(Total N=161)

	Type I		Type II		Type III	
	No.*	%	No.	%	No.	%
LEAA or LEAA + Other	38	59%	44	56%	14	74%
CETA or CETA + Other	6	9%	13	17%	1	5%
Other Federal Funding	3	5%	1	1%	0	0
State	1	2%	2	3%	0	0
County	1	2%	13	17%	3	16%
Municipality	3	5%	0	0	1	5%
Private Foundations, Contributions	9	14%	3	4%	0	0
Other	<u>3</u>	<u>5%</u>	<u>2</u>	<u>3</u>	<u>0</u>	<u>0</u>
Total	64	100%	78	100%	19	100%

* Number of projects.

TABLE 9

Current Budget, by Program Type
(Total N=183)

	Type I		Type II		Type III	
	No.*	%	No.	%	No.	%
Less than \$50 Thousand	34	43%	50	62%	6	27%
\$50-99 Thousand	16	20%	19	24%	3	14%
\$100-199 Thousand	12	15%	7	9%	8	36%
\$200 Thousand and Over	<u>18</u>	<u>23%</u>	<u>5</u>	<u>6%</u>	<u>5</u>	<u>23%</u>
Total	80	100%	81	100%	22	100%

*Number of projects

TABLE 10

First Year Budget, by Program Type
(For Projects at Least One Year Old)
(N=185)

	Type I		Type II		Type III	
	No.*	%	No.	%	No.	%
Less than \$50 thousand	47	61%	68	79%	12	55%
\$50-99 thousand	16	21%	12	14%	5	23%
\$100-199 thousand	8	10%	4	5%	3	14%
\$200 thousand and over	<u>6</u>	<u>8%</u>	<u>2</u>	<u>2%</u>	<u>2</u>	<u>9%</u>
Total	77	100%	86	100%	22	100%

* Number of projects

TABLE 11

Direction of Budget Change
Since First Year, by Program Type
(N=178)

	Type I		Type II		Type III	
	No.*	%	No.	%	No.	%
Increase	29	39%	29	36%	13	59%
No Change	10	13%	11	14%	3	14%
Decrease	13	17%	15	19%	2	9%
Not Applicable (Less than one year old)	<u>23</u>	<u>31%</u>	<u>26</u>	<u>32%</u>	<u>4</u>	<u>18%</u>
Total	75	100%	81	100%	22	100%

* Number of projects

TABLE 12

Presence of Staff in Various Categories,
by Program Type
(Total N=216)

	Type I (N=88)		Type II (N=104)		Type III (N=24)	
	No.*	%	No.	%	No.	%
Director/Administrative Personnel	72	82%	83	80%	20	83%
Counselors/Advocates/ Aides	76	86%	57	55%	22	92%
Clerical, Secretarial Staff	58	66%	62	60%	16	67%
Volunteers, role un- specified	9	10%	7	7%	3	13%
Students/Interns	6	7%	5	5%	3	13%
Other	24	27%	9	9%	3	13%

*Number of projects

TABLE 13

Number of Full-Time Staff, by Program Type
(Total N=220)

	Type I		Type II		Type III	
	No.*	%	No.	%	No.	%
None	6	7%	8	8%	2	8%
1-4	51	57%	76	71%	9	38%
5-14	27	30%	21	20%	11	46%
15-24	3	3%	1	1%	1	4%
25 or More	<u>2</u>	<u>2%</u>	<u>1</u>	<u>1%</u>	<u>1</u>	<u>4%</u>
Total	89	100%	107	100%	24	100%

*Number of projects

TABLE 14

Number of Part-Time Staff, by Program Type
(Total N=220)

	Type I		Type II		Type III	
	No.*	%	No.	%	No.	%
None	47	53%	75	70%	13	54%
1-4	30	34%	29	27%	10	42%
5-14	9	10%	3	3%	0	0%
15-24	2	2%	0	0%	0	0%
25 or More	<u>1</u>	<u>1%</u>	<u>0</u>	<u>0%</u>	<u>1</u>	<u>4%</u>
Total	89	100%	107	100%	24	100%

*Number of projects

TABLE 15

Number of Volunteers, by Program Type
(Total N=220)

	Type I		Type II		Type III	
	No.*	%	No.	%	No.	%
None	50	56%	74	69%	6	25%
1-4	11	12%	17	16%	6	25%
5-14	10	11%	10	9%	5	21%
15-24	8	9%	4	4%	2	8%
25 or More	<u>10</u>	<u>11%</u>	<u>2</u>	<u>2%</u>	<u>5</u>	<u>21%</u>
Total	89	100%	107	100%	24	100%

*Number of projects

TABLE 16

Availability of Services on a 24-Hour Basis,
by Program Type
(Total N=218)

	Type I		Type II		Type III	
	No.*	%	No.	%	No.	%
Not available 24 hours	24	27%	63	59%	12	50%
Available by phone only after hours	8	9%	10	9%	1	4%
Staff available when necessary	54	61%	32	30%	9	38%
Office staffed round- the-clock	2	2%	0	0%	1	4%
Other	<u>0</u>	<u>0%</u>	<u>1</u>	<u>1%</u>	<u>1</u>	<u>4%</u>
Total	88	100%	106	100%	24	100%

*Number of projects

TABLE 17

Types of Clients Served, by Program Type*
(Total N=218)

	Type I (N=89)		Type II (N=105)		Type III (N=24)	
	No.**	%	No.	%	No.	%
Elderly victims	84(21)	94(24)	90(3)	86(3)	22(2)	92(8)
Sexual assault vic- tims	72(12)	81(14)	97(10)	92(10)	24(5)	100(21)
V/W of person-to-per- son violent crimes	75(18)	84(20)	100(12)	95(11)	24(4)	100(17)
V/W of a burglary	63(6)	71(7)	95(7)	91(7)	19(3)	79(13)
V/W of a felony	67(4)	75(5)	103(31)	98(30)	23(4)	96(17)
V/W of a misdemeanor	68(3)	76(3)	84(7)	80(7)	18(3)	75(13)
Police witnesses	24(0)	27(0)	75(9)	72(9)	17(1)	71(4)
Domestic violence***	8(2)	9(2)	3(2)	3(2)	3(2)	13(8)
Families of suicide/ homicide***	3(0)	3(0)	1(1)	2(1)	0(0)	0(0)
Other	12(1)	14(1)	7(0)	7(0)	6(2)	25(8)

* Multiple responses were permitted. Projects noting a group as "most common" are in parentheses.

** Number of projects.

*** Open-ended responses volunteered by respondents who checked "Other."

TABLE 18

Point of Initial Victim/Witness Contact, by
Program Type*
(Total N=217)

	Type I (N=87)		Type II (N=106)		Type III (N=24)	
	No.**	%	No.	%	No.	%
At the crime scene	47(13)	54(15)	4(1)	4(1)	9(3)	38(13)
When police report is available	72(39)	83(45)	33(10)	31(9)	20(14)	83(58)
After an information is filed	17(2)	20(2)	56(25)	53(25)	13(3)	54(13)
After an indictment is returned	13(0)	15(0)	34(6)	32(6)	9(3)	38(13)
After the trial date is set	16(0)	18(0)	42(17)	40(16)	9(2)	38(8)
Referral from agency, self-referral	25(4)	29(5)	4(0)	4(0)	2(0)	8(0)
Referral during other stage in prosecution	2(0)	2(0)	29(11)	27(10)	3(0)	13(0)
Other	8(1)	9(1)	5(2)	5(2)	3(0)	13(0)

* Multiple responses were permitted. Projects listing a contact point as "most common" are in parentheses.

** Number of projects.

TABLE 19

Sources of Client Referral, by Program Type*
(Total N=217)

	Type I (N=87)		Type II (N=106)		Type III (N=24)	
	No.**	%	No.	%	No.	%
Self-referral	79(4)	91(5)	74(5)	70(5)	24(2)	100(8)
Project staff outreach	56(5)	64(6)	51(18)	48(17)	18(3)	75(13)
Referrals from police	80(31)	92(36)	85(10)	80(9)	23(10)	96(42)
Referrals from court	39(1)	45(1)	47(5)	44(5)	17(1)	71(4)
Referrals from prosecutor	50(1)	57(1)	88(30)	83(28)	23(5)	96(21)
Referrals from community organizations	66(0)	76(0)	56(3)	53(3)	20(1)	83(4)
Referrals from other victim/ witness agencies	7(0)	8(0)	5(1)	5(1)	0(0)	0(0)
Other	62(5)	71(6)	37(3)	35(3)	16(1)	67(4)

* Multiple responses were permitted. Projects listing a referral source as "most common" are in parentheses.

** Number of projects.

TABLE 20

Number of Mail Contacts Made Each Month, by Program Type
(Total N=185)

	Type I		Type II		Type III	
	No.*	%	No.	%	No.	%
None	25	33%	5	6%	0	0%
1-9 Contacts	9	12%	4	4%	1	5%
10-24 Contacts	13	17%	4	4%	1	5%
25-99 Contacts	15	20%	26	29%	3	15%
100-999 Contacts	13	17%	41	46%	12	60%
10,000 or more	<u>0</u>	<u>0%</u>	<u>10</u>	<u>11%</u>	<u>3</u>	<u>15%</u>
Total	75	100%	90	100%	20	100%
Median No. of Contacts	10		141		250	
Range	0-450		0-3,000		8-5,000	

*Number of projects.

TABLE 21

Number of Telephone Contacts Made Each Month, by Program Type
(Total N=184)

	Type I		Type II		Type III	
	No.*	%	No.	%	No.	%
None	4	5%	2	2%	1	5%
0-9 Contacts	10	13%	2	2%	0	0%
10-24 Contacts	20	27%	6	7%	1	5%
25-99 Contacts	30	40%	19	22%	6	27%
100-999 Contacts	11	15%	50	58%	13	59%
1,000 or more	<u>0</u>	<u>0%</u>	<u>8</u>	<u>9%</u>	<u>1</u>	<u>5%</u>
Total	75	100%	87	100%	22	100%
Median No. of Contacts	28		162		122	
Range	0-375		0-3,000		0-1,500	

*Number of projects.

TABLE 22

Number of Face-to-Face Contacts Made Each Month,
by Program Type
(Total N=179)

	Type I		Type II		Type III	
	No.*	%	No.	%	No.	%
None	2	3%	4	5%	0	0%
1-9 Contacts	8	11%	6	7%	1	5%
10-24 Contacts	26	35%	16	19%	2	11%
25-99 Contacts	28	38%	29	34%	5	26%
100-999 Contacts	10	14%	28	33%	9	47%
1,000 or more	<u>0</u>	<u>0%</u>	<u>3</u>	<u>3%</u>	<u>2</u>	<u>11%</u>
Total	74	100%	86	100%	19	100%
Median No. of Contacts	25		56		125	
Range	0-300		0-5,000		8-2,380	

*Number of projects.

TABLE 23

Number of Mail, Telephone, and Face-to-Face Contacts
Made Each Month, by Program Type
(Total N=175)

	Type I		Type II		Type III	
	No.*	%	No.	%	No.	%
None	0	0%	0	0%	0	0%
1-9 Contacts	1	1%	0	0%	0	0%
10-24 Contacts	8	11%	1	1%	0	0%
25-99 Contacts	29	39%	7	8%	3	17%
100-999 Contacts	36	49%	53	64%	7	39%
1,000 or more	<u>0</u>	<u>0%</u>	<u>22</u>	<u>27%</u>	<u>8</u>	<u>44%</u>
Total	74	100%	83	100%	18	100%
Median No. of Contacts	86		525		482	
Range	2-690		10-5,950		75-5,900	

*Number of projects.

TABLE 24

Routine Follow-up on Referrals,
by Program Type
(Total N=206)

	Type I		Type II		Type III	
	<u>No.*</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Routine follow-up on referrals	61	72%	49	50%	16	70%
No routine follow-up on referrals	<u>24</u>	<u>28%</u>	<u>49</u>	<u>50%</u>	<u>7</u>	<u>30%</u>
Total	85	100%	98	100%	23	100%

*Number of projects.

TABLE 25

Other Types of Services Offered in the Past Year,
by Program Type*
(N=185)

	Type I		Type II		Type III	
	No.*	%	No.	%	No.	%
	(N=84)		(N=78)		(N=23)	
Police Training	49	58%	34	44%	17	74%
Prosecutor Training	14	17%	33	42%	15	65%
Mental Health Professionals Training	26	31%	12	15%	12	52%
Hospital Personnel Training	24	29%	13	17%	11	48%
Lobbying for V/W Legislation	28	33%	40	51%	12	52%
Crime Prevention/ Public Education	76	91%	58	74%	19	83%
Research	37	44%	30	39%	10	44%
Other	5	6%	2	3%	1	4%

* Multiple responses were permitted.

** Number of projects.

TABLE 26

Record-Keeping on Individual Clients,
by Program Type
(N=214)

	Type I		Type II		Type III	
	<u>No.*</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Not on individual clients	3	3%	23	22%	1	4%
Only when direct services provided	18	21%	22	21%	6	25%
Records kept on all clients	65	75%	48	47%	17	71%
Other	<u>1</u>	<u>1%</u>	<u>10</u>	<u>10%</u>	<u>0</u>	<u>0%</u>
Total	87	100%	103	100%	24	100%

*Number of projects.

TABLE 27

Computerization of Data, by Program Type
(Total N=212)

	Type I		Type II		Type III	
	<u>No.*</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Most data points computerized	8	9%	2	2%	1	4%
Some data points computerized	13	15%	11	11%	5	21%
No data points computerized	<u>65</u>	<u>75%</u>	<u>89</u>	<u>87%</u>	<u>18</u>	<u>75%</u>
Total	86	100%	102	100%	24	100%

*Number of projects.

TABLE 28

Use of Daily Project Log, by Program Type
(Total N=211)

	Type I		Type II		Type III	
	<u>No.*</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Daily log maintained	54	63%	57	56%	14	61%
No daily log	<u>32</u>	<u>37%</u>	<u>45</u>	<u>44%</u>	<u>9</u>	<u>39%</u>
Total	86	100%	102	100%	23	100%

*Number of projects.

TABLE 29

"Was a formal study of victim/witness needs used in the
design or implementation of your project?"
(Total N=202)

	Type I		Type II		Type III	
	<u>No.*</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Yes	35	43%	36	38%	10	42%
No	<u>47</u>	<u>57</u>	<u>60</u>	<u>62%</u>	<u>14</u>	<u>58%</u>
Total	82	100%	96	100%	24	100%

*Number of projects.

TABLE 30

"Has anyone ever surveyed victim attitudes and opinions
regarding your project's services?"
(Total N=213)

	Type I		Type II		Type III	
	<u>No.*</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Yes	39	45%	27	26%	16	67%
No	<u>47</u>	<u>55%</u>	<u>76</u>	<u>74%</u>	<u>8</u>	<u>33%</u>
Total	86	100%	103	100%	24	100%

*Number of projects.

TABLE 31

"For your project, has anyone ever documented
such potential benefits as...?" *

(Total N=193)

	Type I		Type II		Type III	
	No.**	%	No.	%	No.	%
	(N=80)		(N=89)		(N=24)	
Increases in crime reporting	20	25%	7	8%	4	17%
Reductions in police out-of-service time	8	10%	17	19%	5	21%
Reductions in police overtime	2	3%	26	29%	5	21%
Increases in witness appearances	14	18%	23	26%	5	21%
Reductions in unnecessary witness appearances	4	5%	36	40%	9	38%
Reductions in cases dismissed or continued	6	8%	24	27%	3	13%
Increases in prosecution rate	11	14%	15	17%	8	33%
Increases in victim's satisfaction with CJS	26	33%	30	34%	12	50%
Other	8	10%	7	8%	0	0%
None of the above	37	47%	37	41%	7	29%

* Experience suggests that many projects over-reported documentation of project benefits. Multiple responses were permitted.

** Number of projects.

TABLE 32
Evaluation Experience, by Program Type
(N=214)

	Type I		Type II		Type III	
	<u>No.**</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Has been evaluated by outside organi- zation	31	36%	21	20%	6	26%
Has not been evaluated by outside organiza- tion	55	64%	84	80%	17	74%
	86	100%	105	100%	23	100%

* Experience suggests that many projects over-reported external evaluation history.

** Number of projects.

TABLE 33

"What would your project do in response to a 20% decrease in the next fiscal year?"*
(Total N=204)

	Type I		Type II		Type III	
	No.**	%	No.	%	No.	%
	(N=84)		(N=97)		(N=23)	
Eliminate some staff	40	48%	39	40%	12	52%
Decrease office space	8	10%	4	4%	4	17%
Limit scope of target groups	15	18%	16	17%	5	22%
Limit hours of operation	7	8%	16	17%	4	17%
Delete services	19	23%	18	19%	5	22%
Seek other funding or raise money***	10	12%	4	4%	0	0%
Abolish the program***	4	5%	11	11%	1	4%
Other	23	28%	22	23%	4	17%

* Multiple responses were permitted.

** Number of projects.

*** Open-ended responses volunteered by projects checking "Other."

TABLE 34

"What would your project do in response to a 20% increase in budget in the next fiscal year?"*
(N=207)

	Type I		Type II		Type III	
	No.**	%	No.	%	No.	%
	(N=86)		(N=97)		(N=24)	
Add some staff	51	59%	54	56%	13	54%
Increase or improve office	10	12%	15	16%	1	4%
Expand scope of target group	21	24%	25	26%	5	21%
Increase hours of operation	15	17%	13	13%	3	13%
Add services	24	28%	38	39%	10	42%
Other	22	26%	10	10%	3	13%

* Multiple responses were permitted.

** Number of projects.

TABLE 35

"Where do you think your V/W services will
be in five years?"
(N=209)

	Type I		Type II		Type III	
	<u>No.*</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Likely to have disappeared	4	5%	6	6%	1	4%
Reduced	7	8%	4	4%	0	0%
About the same	12	14%	20	20%	9	38%
Expanded	46	55%	60	59%	13	54%
Integrated into exist- ing/other agency**	8	10%	4	4%	0	0%
Other	<u>7</u>	<u>8%</u>	<u>7</u>	<u>7%</u>	<u>1</u>	<u>4%</u>
Total	84	100%	101	100%	24	100%

* Number of projects.

** Open-ended response volunteered by projects checking "Other."

APPENDIX D

PHASE II DESIGN PROPOSALS



This appendix to the NEP Phase I assessment of victim/witness assistance projects suggests research strategies appropriate to filling the information gaps identified in the main body of the report. A few general assumptions underpin the proposals advanced:

- o Good evaluation designs are decision-oriented. Evaluations that emphasize the collection of data without regard to decisions about a specific program or its replication can be expensive and a waste of resources.
- o The program rationales, or flow diagrams, developed to portray the operational logic of local V/WA interventions provide a key to designing good single project evaluations as well as multi-site comparisons. A rationale-based evaluation does not treat a program as an entity that succeeds or fails in toto but draws attention to the individual components which should be modified or which deserve serious consideration when further interventions are planned.
- o Behavioral indicators of outcomes should be given preference over measures of attitudes, beliefs, and opinions whenever possible. While attitude changes may contribute to desirable outcomes, they are extremely difficult to measure and, in themselves, are not sufficient evidence of success.
- o V/WA evaluations should de-emphasize long-range system impacts, especially when (a) weak effects are likely, (b) there will be serious problems in attributing the longer-range results to project interventions, and/or (c) measurements will be expensive. Knowledge about achievement of intermediate outcomes probably is sufficient for most decision-makers to determine whether projects are worthwhile.

Our proposals assume that the National Institute of Justice must ultimately judge the level of further research effort that is justified, given the current state of knowledge about local V/WA programming. A first, basic question is whether further information about project impact is wanted. Are decision-makers willing to live with the patchwork of evaluative information and anecdotal material now available? If the answer is yes, then the question becomes how to build on the accumulated knowledge about establishing, administering, and institutionalizing V/WA efforts. If, however, impact remains at issue, then very different research strategies are relevant.

In the following discussion, we start with approaches to impact research, treating victim projects (or components) and witness projects (or components) in turn. We then move to a discussion of other useful research that might be pursued in addition to or in lieu of addressing impact questions. Our recommendations for victim projects are informed by follow-up research designed to examine the feasibility of implementing the proposals.

IMPACT RESEARCH: THE VICTIM MODEL

As we noted in our report, evidence is virtually nonexistent concerning the successes and failures of victim projects in meeting longer-term expectations. Many projects routinely document client-related service activities (e.g., crisis counseling provided) but have not attempted and are not equipped to record systematically their longer-range benefits for victims nor the extent of system benefits like police time savings or improved victim cooperation with investigators. The comparative value to clients and police of various service components and strategies with differing cost implications also is unknown.

Some observers would no doubt argue that victim projects merit an investment solely on the grounds of their apparent popularity with clients and the evidence of their immediate pay-offs for clients in direct services delivered, like transportation, emergency assistance, and compensation information. We think there are some good reasons to pursue outcome and impact research in this area, however:

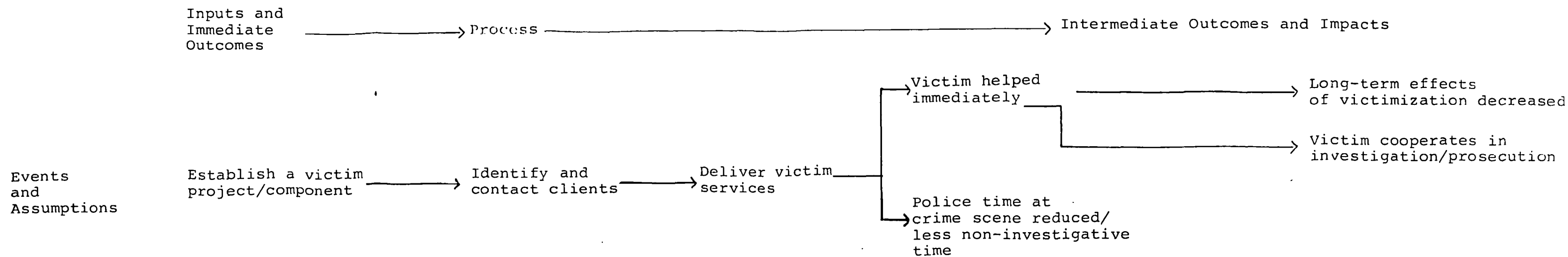
1. Our on-site experience and literature review suggest that relieving victim trauma and averting more serious long-term psychological harm is an important motivation for the development of all victim projects, and the core goal of many. Delivery of these outcomes is not the sole test of a good project, but the case can be made that it is high time we systematically investigated whether these kinds of interventions can reduce victim trauma to any significant degree.

2. Although the presumed system benefits of victim projects are not the primary reason for project implementation, knowing more about the benefits may facilitate the implementation process and encourage institutionalization later on. Victim projects like those we observed need police cooperation and support in locating clients. Although an initial period in which the project "proves" itself to police is inevitable, concrete evidence of benefits produced elsewhere may convince police departments of the value of instituting such programs themselves or lending full support when others do so. Later on, the evidence could conceivably aid a vulnerable "soft-service" project in moving to a more permanent status.

Among the system outcomes, we would single out those which are most directly relevant to police concerns--time savings and increases in victim cooperation. The likelihood of weak effects on conviction rates and crime reporting, as well as the accompanying measurement and design problems, argue against a more ambitious plan.

3. On-site field experience and other evidence suggests there are two variations of the victim model which differ considerably in cost per client served, but have never been systematically compared. The first is the on-scene crisis intervention approach, in which the program equips itself for immediate response to the scene of the crime and views this as the contact method of choice for many victims. Police report screening and next-day contact are viewed as a back-up, even though clients contacted in this fashion will usually outnumber on-scene contacts. The second variation may also provide crisis intervention counseling, but relies heavily on police report screening for client-finding and has limited on-scene response capability. Typically, staff respond to the scene in exceptional cases only or not at all. Because of the greater time and equipment costs of the on-scene approach, it is less commonly implemented. However, the conventional assumption is that it is preferable, yielding greater benefits for both clients and police. A test of this assumption is warranted, because of its important implications for resource allocation decisions.

Figure D.1 schematically presents an approach to filling in these information gaps. The evaluation questions specified in the diagram are a subset of all possible questions, representing the specific concerns for information outlined above. The figure is keyed to the program rationale for the victim model, which is reproduced as Figure D.2. Those elements of the program rationale not addressed by the design are shaded. A chart of suggested measurements (Figure D.3) for each of the rationale points follows; Figure D.1 notes which measurement points are important to the approach proposed.



Evaluation Questions*	1.What are the operating costs and requirements of the project?	2.What clients were offered and accepted services?	3.What services were delivered?	4.Was the victim's emotional, physical, and financial well-being improved? 5.Was police time at the crime scene reduced?	6.Were the long-term effects of victimization decreased? 7.Was the victim more cooperative?
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Comparisons and Measurements Desired to Answer Evaluation Questions*

-On-scene crisis intervention and other services	1: 1, 2, 3, 4, 5	2: 6, 7, 8, 9, 10, 11, 12, 13, 15	3: 11, 16, 17	4: 19, 20 5: 18	6: 20, 29 7: 26, 27
-Crisis intervention and other services (limited on-scene or immediate response capability)	1: 1, 2, 3, 4, 5	2: 6, 7, 8, 9, 10, 11, 12, 13, 15, 16, 17	3: 11, 16, 17	4: 19, 20	6: 20, 29 7: 26, 27
-Comparison condition: police trained in crisis intervention, no back-up	1: 1, 2, 3, 4, 5	2: 6, 11	3: 11	4: 19, 20 5: 18	6: 20, 29 7: 26, 27
-"Control" condition: no services			3: 11	4: 19, 20 5: 18	6: 20, 29 7: 26, 27

* Numbers following colon refer to measures from Figure D.3.

Figure D.1. Approach to Evaluation of Victim Model Projects or Components

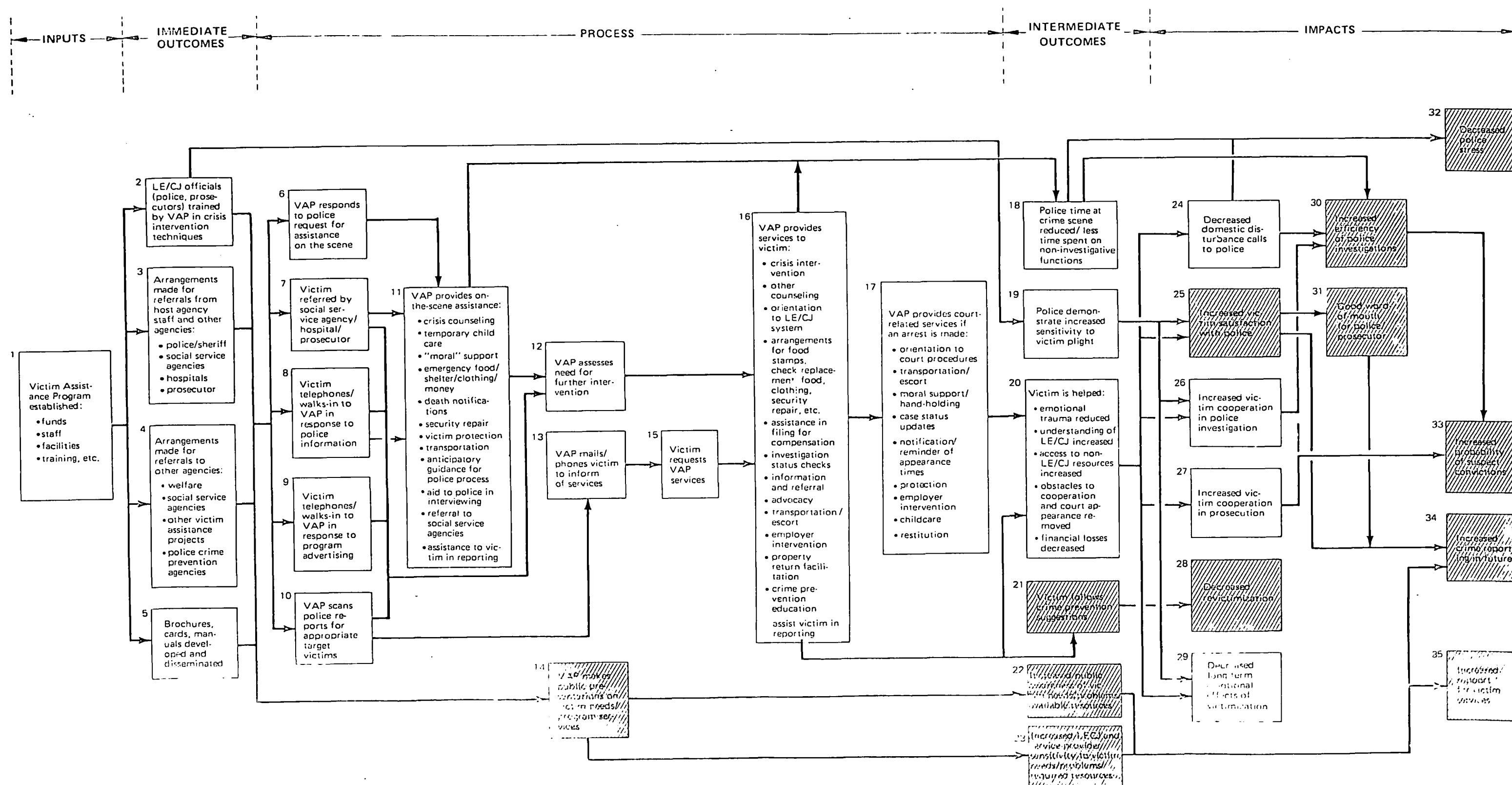


Figure D.2. Program Rationale for Victim Model

FIGURE D. 3
MEASUREMENT CHART FOR
VICTIM MODEL

ELEMENT*	POSSIBLE MEASURES
INPUTS	
1	amount of funds applied for and received by source # and characteristics of staff, hours worked # and characteristics of volunteers, hours worked # and % of staff trained and oriented # of hours of staff training/orientation given by type physical characteristics of facility and location amount of funds expended annually by budget category (salaries, fringe, supplies, etc.)
IMMEDIATE OUTCOMES	
2	# and average length of formal training/orientation sessions conducted for police, prosecutors, others # and % of law enforcement officers trained # and % of assistant prosecutors trained
3, 4	# of formal and informal contacts by agency type audience #'s reached by agency type
5	# and types of brochures, handouts, films, etc. developed # of materials disseminated (shown) by audience type
PROCESS	
6	# of police requests for on-scene assistance # and % of police requests responded to
7	# and % of victims referred by: <ul style="list-style-type: none"> - social service agencies - hospitals - prosecutors
8	# and % of self-referred victims who phone/walk-in in response to card distributed by police or other police information

*Numbers in this column correspond to numbers to the left of each box in the Program Rationale.

FIGURE D.3 (continued)
MEASUREMENT CHART FOR
VICTIM MODEL

ELEMENT*	POSSIBLE MEASURES
9	<p># and % of self-referred victims who phone/walk-in in response to:</p> <ul style="list-style-type: none"> - program advertising - "word of mouth" - past experience with VAP
10	<p># and % of victims identified as potential clients through screening of police reports</p> <p># and % of all reported incidents "eligible" for VAP intervention (i.e., % meeting VAP screening criteria)</p>
11	<p># and % of victims assisted on-scene, at the hospital, or at VAP immediately following the incident</p> <p># and % of victims receiving immediate</p> <ul style="list-style-type: none"> - crisis counseling - moral support - anticipatory guidance about police process - support during police interviewing - emergency food/clothing/shelter/money - transportation - referral to social service agencies, by type - other aid by type <p>average # of services received by victim at scene, hospital, or at VAP</p> <p>average amount of time elapsed between on-scene or immediate hospital assistance request and VAP response</p> <p>average amount of time elapsed between incident and VAP response</p>
12	<p># and % of victims contacted at scene or immediately after, who are followed-up by phone or visit</p> <p># and % of victims followed up who require further assistance</p> <p># and % of victims identified through police report screening who are first offered services by:</p> <ul style="list-style-type: none"> - phone - home visit - mail

*Numbers in this column correspond to numbers to the left of each box in the Program Rationale.

FIGURE D. 3 (continued)
MEASUREMENT CHART FOR
VICTIM MODEL

ELEMENT*	POSSIBLE MEASURES
14	# of public speaking engagements by VAP staff audience #'s reached by audience type
15	# and % of victims contacted who request/accept VAP services, by contact mode
16	# and % of victims provided: <ul style="list-style-type: none"> - crisis intervention - other counseling - orientation to LE/CJ system - assistance in filing for compensation - police investigation status check - property return assistance - information and referral, by agency type - advocacy by agency type - other aid by type <p>average # of services provided</p> <p># and % of victims served who had prior on-scene or "immediate" program contact</p> <p>average time elapsed between incident and follow-up assistance</p>
17	# and % of VAP cases in which prosecution is initiated # and % of victims receiving: <ul style="list-style-type: none"> - orientation to court procedures - preparation for testimony - transportation/court escort - notification/reminder of appearance times - notification of disposition - information and referral, by agency type - other services by type <p>average # of court-related services provided</p> <p>average # of victim contacts between arrest and disposition</p>

*Numbers in this column correspond to numbers to the left of each box
in the Program Rationale.

FIGURE D. 3 (continued)

MEASUREMENT CHART FOR
VICTIM MODEL

ELEMENT*	POSSIBLE MEASURES
INTERMEDIATE OUTCOMES	
18	average time spent on scene, at hospital, etc., by patrol officers
19	# and % of police victim contacts rated "sensitive" by independent observers
	# and % of police victim contacts rated "sensitive" by victims
20	# and % of victims contacting referral agency
	# and % of victims receiving services from referral agency
	# and % of victims self-reporting (or observed to show) symptoms of emotional distress
	# and % of victims reporting return of recovered property
	# and % of victims filing compensation claims, ordered restitution
	# and % of victims receiving restitution and/or compensation; amount of awards received
	average time elapsed to receipt of: <ul style="list-style-type: none"> - recovered property - restitution - compensation
	% of financial loss compensated
21	# and % of victims making life-style or physical security changes to prevent revictimization
22	# and % of citizens reporting specific project awareness, awareness of other resources for victims
23	# and % of LE/CJ and service providers reporting specific project awareness, increased "sensitivity" to victims
IMPACTS	# of domestic violence calls to police
24	# of domestic violence calls to police
	% of police time spent responding to domestic violence calls
	# and % of "repeat" calls from program clients, non-clients

*Numbers in this column correspond to numbers to the left of each box in the Program Rationale.

FIGURE D. 3 (continued)
MEASUREMENT CHART FOR
VICTIM MODEL

ELEMENT*	POSSIBLE MEASURES
25	# and % of victims reporting satisfaction with police handling of interview or case
26	# and % of victims appearing for line-ups, other police-requested interviews
	# and % of victims pressing charges against offender
27	# and % of victims appearing as required at each stage of prosecution (preliminary hearing, trial, etc.)
	# and % of victims appearing at first appearance, second appearance, etc.
28	# and % of clients revictimized during follow-up period
29	# and % of clients reporting (or observed to show) symptoms of emotional distress, disruption
	# and % of clients reporting "life style" changes
30	# and % of VAP cases cleared by arrest
31	# and % of citizens reporting satisfaction with police and with prosecutors
32	# and % of patrol officers reporting (or observed to show) symptoms of stress
33	# and % of cases resulting in: <ul style="list-style-type: none"> - conviction on original charge - conviction on reduced charge - dismissal
34	# and % of VAP clients reporting willingness to: <ul style="list-style-type: none"> - report future crime - press charges in future - provide testimony in future
	# and % of crimes reported to police by type
35	Amount of local funds, in-kind resources allocated to victim services

*Numbers in this column correspond to numbers to the left of each box in the Program Rationale.

Figure D.1 assumes that comparison groups or conditions are required for examining and evaluating the outcomes and impacts of victim assistance efforts. In addition to the two variants of victim services discussed above, the figure includes two other relevant comparison or control situations: one in which police have received some training in handling victims in crisis, usually along with orientation to appropriate local referral agencies; and a second condition in which no special police or civilian crisis intervention capability or training exists. To the extent that some crisis intervention training is now included in many police training academy curricula, the true "control" condition of no services may not exist in some jurisdictions.

There are a number of avenues to obtaining the appropriate comparisons, including:

- Collecting baseline data for the required measures prior to project implementation, or where feasible, retrospectively obtaining such data from pre-project records.
- Comparing outcomes of different service strategies within jurisdictions by systematically varying service delivery or by taking advantage of "natural" comparison groups (victims or police not exposed to the intervention).
- Comparing outcomes of different service strategies across different jurisdictions.

The first and the third approaches have serious limitations for our purposes although they might be useful for an evaluation with a narrower focus. As a practical matter, baseline data for many of the desired measures are nonexistent at existing projects, or retrievable only at great expense. Also, inasmuch as local LE/CJ and social service systems and

practice tend to undergo continual change, differences in pre-project baseline conditions could threaten the internal validity of the comparison. Cross-site designs also are problematic, in the absence of any within-site comparisons, because controlling for variations in LE/CJ system conditions, demographic differences, and crime patterns would require a prohibitively large number of sites.

Thus, both our proposals outlined below assume that within-site comparisons are most suitable to our evaluative interests.

Proposal I. A.: Implement a single-site evaluation of a victim project, in which process and impacts measured in one or more experimental areas are matched against those from a control or comparison area.

This proposal assumes that two or more areas (ideally police precincts, sectors, or districts), matched on gross characteristics like crime patterns and rates, ethnic composition, and social service availability, can be selected within a given police jurisdiction. In one area, full victim services, including on-scene crisis intervention, would be delivered. To ensure sufficient volume for research purposes and to permit comparisons across client subpopulations, the ideal target population would be broad, including violent crime victims, elderly victims, and perhaps burglary victims. In the other area, no police orientation would be given and no special services implemented, although project staff would respond to direct assistance requests should they arise. Ideally, if resources and jurisdiction size permit, a third area would receive victim project services, but without the on-scene crisis intervention component. The victim project might be hosted by a police agency or a community-based organization, but full cooperation of the

police department's command structure would be essential in either case. The intent is to evaluate a "good" program--one recognized to have adequate resources, good management, and a supportive climate.

Primary sources of data would include:

1. Project archives--budgets, reports, etc.--and client records.
2. Police incident reports and computerized police records of incidents, time allocations, and arrests in experimental and comparison sectors.
3. Court records of charges filed, appearances required, and appearances made.
4. Observer reports of police-victim interactions.
5. Longitudinal telephone interview data from client and non-client victims in experimental and comparison sectors.

The victim survey is a key element of the approach; at a minimum, initial interviews with experimental and comparison victims and at least one follow-up would be required. A second follow-up also would be desirable, perhaps for a few target categories of victims, given the typically long interval between incident and disposition for cases going to court, or between filing a financial claim and receiving an award. At least two years would be required to carry out a victim panel study of this nature, even in a fairly high volume project, given that project client intakes do not occur at a single point in time, but are spread over weeks and months. Even so, many of the measurements would not be available on selected cases by the close of the evaluation period. Enough data should be available, however, to make an informed decision about the value of continuing follow-up.

Proposal I. B.: Implement the evaluation design of I. A.
in multiple sites.

Implementation of a single-site evaluation would limit the generalizability of its findings to other jurisdictions. Thus, our second proposal attempts to meet this threat to external validity. Under this plan, project evaluations would be implemented in additional jurisdictions that vary in:

- population size and composition;
- characteristics of police agency (deployment and training);
- availability of social and health services; and
- crime patterns.

Given sufficient sites, variation in project host agency could also be built in, and the two primary variations of the victim model could receive a well-deserved test. Again, it is the "good" project models that are worth evaluating, not the ones suffering management difficulties or unusual resource limitations.

Design Feasibility

In order to better understand the constraints and limitations associated with the victim project proposals and to develop more informed estimates of their required level of effort, we examined several dimensions of these designs in more detail. This work was conducted from February through April 1980, after the analysis of the mail survey results, the 1979 site visit data, and the existing evaluation literature (discussed in the main body of this report).

These key questions were selected as the focus of follow-up work:

- Are there existing sites at which these designs might be implemented?
- At existing sites, how available and accessible are the measurements required for these designs?
- What are the problems associated with carrying out a victim panel survey--both in selecting suitable measures of victim trauma and in obtaining access to respondents?
- What are the problems associated with measuring victim cooperation with police--both in selecting suitable measures and in obtaining access to records or respondents?

Methods

A variety of methods were used to examine these questions, including re-examination of mail survey and site visit data, additional literature review, unstructured telephone interviews with selected project directors, and additional site visits. The site selection procedures and the site visits played a central role, so we outline them in some detail below.

Our goals in site selection were straightforward: to identify three to four sites for visits which would help refine our notions about measurement problems and possibilities in implementing the proposed designs. Other things being equal, our preference was to select projects with characteristics making them potentially suitable evaluation sites, or at least typical of suitable sites. An additional criterion was project receptivity to a site visit, including willingness to discuss recordkeeping issues and problems, to allow researchers to examine sample records, and to facilitate access to police who had worked closely with the project. Site selection involved a number of steps.

We began by reviewing all 113 mail survey responses for victim projects and victim-witness projects (we assumed that the latter might have evaluable victim service components), looking for those which:

- served portions of a city or a county (other than a city within the county);
- reported at least 25 face-to-face client contacts per month; and
- did not expect reductions in service over the next five years.

In particular, we hoped to find projects which promised the possibility of natural control or comparison areas, as well as sufficient volume and stability for a major evaluation effort. We expected such projects to be scarce, because the typical victim assistance effort delivers its services city- or county-wide. Only ten projects, or 17 percent, met all three criteria. In other respects, they were also a "special" group--most were Community Anti-Crime (CAC) projects or community-based, and several focused only on elderly clients.

We followed up by telephone to confirm that all 19 projects met our three criteria and to explore their willingness to accept a site visit. We found that one project was expanding city-wide and two projects had become defunct; seven were experiencing declining client volume, funding problems, or other distress symptoms. Of the remaining group, many appeared to lack suitable comparison areas, as far as we could determine by phone--in fact, several projects had been initiated because their target area had unique crime problems. In others, staff indicated that we could not examine any client records or posed other access problems.

In the end, two good candidates remained, the Victim/Witness Advocacy Project (Chicago, Illinois) and the Crime Victims Assistance Program (Jamaica, New York City). A third candidate, the Elderly Anti-Victimization Project (Washington, D.C.), was also included for limited attention despite its marginal client volume (20-25 per month), because it was located nearby and already known to research staff. All three projects are located in very large cities. The Chicago project is hosted by the Department of Human Services and has recently merged its victim advocacy operations with an on-scene crisis orientation program that serves both victims and non-victims. The others are community-based; both target elderly clients only and neither do much on-scene work.

This pool of projects was atypical of the victim project universe, particularly in its omission of any police-based efforts. We therefore selected two additional sites that served city- or county-wide jurisdictions. Despite a re-screening of the mail survey responses and some telephone interviewing, the number of projects meeting the criteria for stability and client volume was much larger than our earlier pool.* We arbitrarily selected the Victim Assistance Program in Indianapolis, operated by the police, and the Older Adult Crime Victim Program, in South Bend, Indiana, which is operated jointly by the South Bend Police and a community-based organization. The Indianapolis project was selected primarily because it promised ease of access to police officers; we had already visited the project in 1979

*We did eliminate projects outside the victim assistance "mainstream" (e.g., those doing little counseling, or indicating little contact with police) projects which indicated little or no recordkeeping on clients, and projects which were operating side-by-side with another victim project in the jurisdiction. None of these additional criteria eliminated large numbers of projects from consideration, however.

and were familiar with most other aspects of its record-keeping and intervention strategy, which featured a heavy emphasis on on-scene intervention. We believed the South Bend project would allow another view of on-scene crisis intervention in the context of a high volume (60 face-to-face contacts per month) operation.*

On-site work varied according to the type of project, and was less structured than our 1979 field data collection. In general, we attempted: to determine the availability and accessibility at the site of the desired measures; to explore the practical problems of access to client records, finding comparison groups, and the like; and to review with projects any prior experiences with evaluation of their services and any concerns regarding future evaluations. As in the earlier visits, data checklists and interview guides were developed to assist interviewers. Four of the five site visits were conducted by the project director and a project associate. The fifth visit--to Indianapolis--was conducted by a project associate with extensive experience in police interviewing, who had participated in the 1979 site visit to that site.

In all cases, we interviewed the project director, examined sample records, and walked through the project's own recordkeeping system. We also interviewed police officers regarding their contacts with the project, concentrating on their initial decision-making at the point of

*As it turned out, the project has gradually been moving away from the on-scene strategy.

referral, their perceptions of project impact on the police, and any observations of increased victim cooperation. Availability of existing data on police impacts, as well as areas where new measures could be developed, were explored. In three locations, it was necessary to touch bases with the prosecutor's office to examine possibilities for record linkages.

The special characteristics of each site influenced our choice of interviewees. For example, we concentrated more effort on police in those three sites with frequent police contacts. In one agency, we spent time with the Research Division, whose staff had prior experience with the problems of evaluating V/WA efforts.

We spent two days at each site, except for the Washington, D.C. project, where past contacts made only a single afternoon essential. All visits were conducted in April and May 1980.

We now turn to consideration of our original feasibility questions.

1. Are there existing sites at which these designs might be implemented?

The systematic review of survey data and the follow-up phone interviews generated the primary data for this question. The site visits played a confirmatory role. Two caveats about our method are important.

- First, State Planning Agencies or state/national associations of victim assistance projects or staff are likely to have a much richer knowledge of local conditions, new

projects on the drawing board, site receptivity to evaluation, and the like, than we could obtain from screening mail surveys or doing telephone interviews. These actors should ultimately be involved in any search for evaluation sites.

- Second, we considered current project budgets as a given. Additional service funds could convert some existing projects to suitable evaluation sites, however. At a high volume project without an on-scene intervention capability, additional funds could support an on-scene component to serve a portion of the jurisdiction. While this would provide no "control" condition, it would permit a comparison of two variations of victim services.

The design proposals for victim projects require sites with good programs that also offer an opportunity to implement comparative designs. Projects of relatively high volume are also needed for sufficient sample sizes, unless a very long evaluation period is planned.

Our review indicates that availability of "good" programs, i.e., operating as planned within a supportive climate, is not a problem. Enough good programs are available to mount the designs we have proposed.

The most serious obstacle is that most existing projects already serve an area identical to an entire police jurisdiction (or encompassing several jurisdictions). Implementing the design thus would require withdrawal of services from some sectors. This would not be acceptable to most sites on ethical grounds and would also drastically reduce client volume.

Among those projects serving portions of jurisdictions, likely candidates are scarce. Low client volume is one problem. The median number of face-to-face contacts for victim projects at least one year old, based on mail survey data, is only 30. Even in sites with adequate volume, finding a suitable control area may be difficult.

There are some possibilities among community-based projects, however. Both the Chicago, Illinois and the Jamaica, New York projects we visited could meet the basic criteria. Both operate in very large cities, thus maximizing the chance to find suitable control districts, and both have 50 or more face-to-face client contacts per month. Other suitable sites probably exist, especially in large cities. The same cannot be said of projects based in law enforcement agencies. Only one project of 25 mail survey respondents in that category served a "neighborhood" and it did not meet other screening criteria.

2. At existing sites, how available and accessible are the measurements required?

Interviews and review of forms at the five sites visited provide the basic insights. We supplemented this sample with information and forms from the victim projects we visited in 1979. Our sites included projects with an on-scene intervention capability and projects concentrating on next-day service. We assume that the findings are representative of data possibilities and problems of the majority of victim projects, although we avoided sites known to have poor or nonexistent record-keeping systems in both rounds of site visits.

Figure D.4 presents an overview of the data availability for each of the measurement areas in Figure D.2, with comments concerning special limitations or difficulties. If data were not available at the project, we investigated whether they could be obtained elsewhere--e.g., from police or prosecutors. In addition, we looked at the comparability of data across sites.

Predictably, the most readily obtainable data concern the resources required to operate projects and the actual services delivered to clients. Service unit terms vary across sites, however, and definitions of "clients" also differ. In some sites, it is the practice to complete an intake form for any victim referred, even if the level of service given is only a phone call. In others, more intensive service must be given before a victim receives the "client" label. In one site, Indianapolis, the program has both "short form" and "long form" intakes; the former is used when a police officer requests staff to transport a victim to a line-up, for example, and no other service is rendered.

Documentation concerning which victims were actually offered services, how, and whether they accepted is generally poor, although there are exceptions. For example, the Older Adult Crime Victim Program in South Bend logs all reported crimes involving persons 60 years of age and over. The counselor notes on the log whether contact is ever made and the mode of contact (home visit, phone, mail). Generally, a file is opened when there is some face-to-face or phone contact, even a brief one; the file notes whether the victim felt services were not required.

Evaluation Question 1: What are the operating costs and requirements of the project?

ELEMENT*	POSSIBLE MEASURES	AVAILABILITY AT PROJECTS
<u>Inputs</u>		
1. Budget	<p>Amount of funds applied for and received by source</p> <p>Amount of funds expended annually by budget category</p>	Yes, but more difficult to access where project has been institutionalized and expenses are merged in agency budget.
Staff and Facilities	<p># and characteristics of staff, hours worked</p> <p># and characteristics of volunteers, hours worked</p> <p>Physical characteristics of facility and location</p>	Yes. Can easily be estimated where records are inadequate.
Staff Training	<p># and % of staff trained and oriented</p> <p># of hours of staff training/orientation given by type</p>	Sometimes. Usually can be reconstructed from project records.
<u>Immediate Outcomes</u>		
2. Training Offered to Police, Prosecutors, Others	<p># and average length of formal training/sessions conducted for police, prosecutors, others</p> <p># and % of law enforcement officers trained</p> <p># and % of assistant prosecutors trained</p>	<p>In part. Amount and type of training usually reconstructable from records, if not tabulated.</p> <p># and % of target group reached not generally available.</p>

*Numbers in this column correspond to numbers to the left of each box in the Program Rationale.

FIGURE D.4. DATA AVAILABILITY FOR VICTIM PROJECT MEASUREMENT MODEL (continued)

Evaluation Question 1: (cont.)

ELEMENT*	POSSIBLE MEASURES	AVAILABILITY AT PROJECTS
3,4,5. Contacts with Other Agencies, Information Dissemination	<p># of formal and informal contacts by agency type</p> <p>Audience #'s reached by agency type</p> <p># and types of brochures, handouts, films, etc. developed</p> <p># of materials disseminated (shown) by audience type</p>	<p>In part. Not routinely recorded by most projects, but gross differences across projects could be determined from records.</p>

*Numbers in this column correspond to numbers to the left of each box in the Program Rationale.

FIGURE D.4. DATA AVAILABILITY FOR VICTIM PROJECT MEASUREMENT MODEL (continued)

Evaluation Question 2: What clients were offered and accepted service?

ELEMENT*	POSSIBLE MEASURES	AVAILABILITY
<u>Process</u>		
6. On-scene Assistance Requests	# of police requests for on-scene assistance # and % of police requests responded to	In part. Record-keeping usually not designed to capture requests, as distinct from requests responded to.
7,8,9. Referral Source	# and % of victims referred by: -social service agencies -hospitals -prosecutors # and % of self-referred victims who phone/walk-in in response to card distributed by police or other police information # and % of self-referred victims who phone/walk-in in response to: -program advertising -"word of mouth" -past experience with VAP	In part. How self-referrals hear about the project is rarely recorded. Projects do not use uniform definitions of referral sources (e.g., of self-referred vs. agency-referred clients).
10. Police Report Screening	# and % of victims identified as potential clients through screening of police reports # and % of all reported incidents "eligible" for VAP intervention (i.e., % meeting VAP screening criteria)	In part. Clients identified by report screening often not distinguishable from "police referrals" of other types. Pool of "eligibles" not readily available and very time-consuming to obtain retrospectively, unless criteria conform to computerized police data (e.g., crime type, age of victim).

*Numbers in this column correspond to numbers to the left of each box in the Program Rationale.

FIGURE D.4. DATA AVAILABILITY FOR VICTIM PROJECT MEASUREMENT MODEL (continued)

Evaluation Question 2: (cont.)

ELEMENT*	POSSIBLE MEASURES	AVAILABILITY AT PROJECTS
11. On-scene Assistance	# and % of victims assisted on-scene, at the hospital, or at VAP immediately following the incident	Yes.
12. On-scene Follow-up	# and % of victims contacted at scene or immediately after, who are followed-up by phone or visit # and % of victims followed up who require further assistance	Yes.
13. "Next-day" Contacts	# and % of victims identified through police report screening who are first offered services by: - phone - home visit - mail	At some projects.
15. Victim Acceptance of Services	# and % of victims contacted who request/accept VAP services, by contact mode	At some projects.

*Numbers in this column correspond to numbers to the left of each box in the Program Rationale.

FIGURE D.4. DATA AVAILABILITY FOR VICTIM PROJECT MEASUREMENT MODEL (continued)

Evaluation Question 3: What services were delivered?

ELEMENT*	POSSIBLE MEASURES	AVAILABILITY AT PROJECTS
<u>Process</u> 11. On-scene Assistance	# and % of victims receiving immediate <ul style="list-style-type: none"> - crisis counseling - moral support - anticipatory guidance about police process - support during police interviewing - emergency food/clothing/shelter/money - transportation - referral to social service agencies, by type - other aid by type 	Yes although definitions of service types and units vary across sites.
Response Time	Average amount of time elapsed between on-scene or immediate hospital assistance request and VAP response Average minutes/hours elapsed between incident response	In part. Limited availability for request-response time lag. Incident and response times recorded at some projects, obtainable with difficulty at some.
16. "Next-day" Services	# and % of victims provided: <ul style="list-style-type: none"> - crisis intervention - other counseling - orientation to LE/CJ system - assistance in filing for compensation - police investigation status check - property return assistance - information and referral, by type - advocacy by agency type - other aid by type Average # of services provided # and % of victims served who had prior on-scene or "immediate" program contact	Yes, although definitions of service types and units vary across sites.

*Numbers in this column correspond to numbers to the left of each box in the Program Rationale.

FIGURE D.4. DATA AVAILABILITY FOR VICTIM PROJECT MEASUREMENT MODEL (continued)

Evaluation Question 3: (cont.)

ELEMENT*	POSSIBLE MEASURES	AVAILABILITY AT PROJECTS
Response Time	Average time elapsed between incident and follow-up assistance	Time from incident to follow-up calculable to nearest day at most sites.
17. Prosecution Status	# and % of VAP cases in which prosecution is initiated	In part and at some locations. Many projects do not actively track prosecution status of all cases and in most locations retrospective data would be obtainable with difficulty from prosecutors.
Court-related Services	<p># and % of clients receiving:</p> <ul style="list-style-type: none"> - orientation to court procedures - preparation for testimony - transportation/court escort - counseling - notification/reminder of appearance times - notification of disposition - information and referral, by agency type - other services by type <p>Average # of court-related services provided</p> <p>Average # of victim contacts between arrests and disposition</p>	Yes, although definitions of service units and types vary across sites.

*Numbers in this column correspond to numbers to the left of each box in the Program Rationale.

FIGURE D.4. DATA AVAILABILITY FOR VICTIM PROJECT MEASUREMENT MODEL (continued)

Evaluation Question 4: Was the victim's emotional, physical and financial well-being improved?

ELEMENT*	POSSIBLE MEASURES	AVAILABILITY AT PROJECTS
<u>Intermediate Outcomes</u> 19. Police Sensitivity to Victims	# and % of police-victim contacts at crime scene rated "sensitive" by independent observers # and % of police-victim contacts rated "sensitive" by victims	No. (Global victim ratings of police have sometimes been obtained, but only through special surveys.)
20. Victim Access to Non-project Services Victim Financial Recovery Victim Trauma (short-term effects)	# and % of victims contacting referral agencies # and % of victims receiving services from referral agencies # and % of victims filing compensation claims, or ordered restitution # and % of victims self-reporting (or observed to show) symptoms of emotional distress (short-term)	In part. Doubtful whether <u>routinely</u> available on all clients at most sites. At some sites. No systematic self-report data available. At a few sites, staff have attempted ratings of initial degree of stress, but not changes over time. No uniformity of measures or narrative data across sites.

*Numbers in this column correspond to numbers to the left of each box in the Program Rationale.

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FIGURE D.4. DATA AVAILABILITY FOR VICTIM PROJECT MEASUREMENT MODEL (continued)

Evaluation Question 5: Was police time at the crime scene reduced?

ELEMENT*	POSSIBLE MEASURES	AVAILABILITY AT PROJECTS
18. Police Time On-scene	Average time spent on scene, at hospital, etc., by patrol officers	No, but obtainable from police records if police case ID's are known.
24. Domestic Disturbance Calls	<p># of domestic violence calls to police</p> <p>% of police time spent responding to domestic violence calls</p> <p># and % of "repeat" calls from clients</p>	No, but obtainable in part from police records.

*Numbers in this column correspond to numbers to the left of each box in the Program Rationale.

FIGURE D.4. DATA AVAILABILITY FOR VICTIM PROJECT MEASUREMENT MODEL (continued)

Evaluation Question 6: Were the long-term effects of victimization decreased?

ELEMENT*	POSSIBLE MEASURES	AVAILABILITY AT PROJECTS
20. Victim Recovery of Financial Losses	<p># and % of victims reporting return or recovered property</p> <p># and % of victims receiving restitution and/or compensation; amount of awards received</p> <p>Average time elapsed to receipt of:</p> <ul style="list-style-type: none"> - recovered property - restitution - compensation <p>% of financial loss compensated</p>	In part, at a few sites. (Most do not follow clients long enough or collect these data systematically.) Obtainability from other sources generally difficult retrospectively. Note that not all projects document initial losses.
29. Victim Trauma (long-term)	<p># and % of clients reporting (or observed to show) symptoms of emotional distress, disruption</p> <p># and % of clients reporting life style changes</p>	No.

*Numbers in this column correspond to numbers to the left of each box in the Program Rationale.

FIGURE D.4. DATA AVAILABILITY FOR VICTIM PROJECT MEASUREMENT MODEL (continued)

Evaluation Question 7: Was the victim more cooperative?

ELEMENT*	POSSIBLE MEASURES	AVAILABILITY AT PROJECTS
26. Victim Cooperation with Police	<p># and % of victims appearing for line-ups, other police-requested interviews</p> <p># and % of victims pressing charges against offender</p>	No, but complaint data may be obtainable from police/prosecutor records. Victim appearance at police-requested interview, etc. not routinely recorded by police.
27. Victim Cooperation with Prosecutor	<p># and % of victims appearing as required at each stage of prosecution (preliminary hearing, trial etc.)</p> <p># and % of victims appearing at first appearance, second appearance, etc.</p>	No, but sometimes obtainable from witness assistance project or from police at some sites. May require knowledge of prosecutor case identifiers.

*Numbers in this column correspond to numbers to the left of each box in the Program Rationale.

Data on time elapsed between incident and project response or between call and response are generally available everywhere, provided that gross measures (i.e., in days) are acceptable. For projects emphasizing immediate response to the scene, finer measures (i.e., in hours or minutes) are not always obtainable, or would currently be obtainable only with great difficulty. In Chicago, Illinois, where response time is calculable from project records, research staff question the interpretability of such measures. Based on an earlier evaluation attempt to make within-site comparisons, they believe response time is determined largely by geographical location of the crisis team at the time a call is received. Average response time is an indicator of cross-site differences in intervention speed, however, and capturing the data in the future requires little investment, if staff can be persuaded to record on the intake form the times of offense, police call, and client contact.

Intermediate outcome and impact measures are not available at most projects. There are multiple reasons for this:

- Most victim project interventions are relatively brief. Project staff may know the prosecution status and the extent of victim financial recovery for a few cases which remain active for a long period, but they do not collect these data systematically on all clients.
- Some of the outcomes and impacts of interest, like property return or victim court appearances, are captured somewhere in the records of other agencies, but access is currently very difficult. This is particularly true in very large jurisdictions, where there are multiple courts

and multiple police districts. Also, projects often do not have police report numbers or other case identifiers (such as defendant name) which would facilitate cross-references to other systems. Victim assistance components of victim-witness projects offer the best conditions for tracking cases through the prosecution and the restitution processes.

- Well-accepted and easy to record measures of victim trauma or of "police sensitivity" to victims do not exist.
- Objective measures of victim cooperation with police are not currently available. Measures of police time at the scene and number and characteristics of calls received, are generally available from police records, although not uniform across sites.

The data limitations are severe for project victims, and likely to be much worse for whatever comparison groups one might propose. Thus, retrospective evaluations of project outcomes and impacts for clients and police would be costly and limited, as we had assumed in developing our design proposals.

Despite the obstacles, adequate measures can be obtained for prospective studies like those we have proposed. Many limitations of the process data could be corrected with minor modifications of project recordkeeping systems. Mechanisms for tracking essential data from other record systems could also be established with some advance planning. Special data collection efforts would still be needed to assess changes in victim trauma (especially over the long term), victim cooperation with the police, and perhaps, police sensitivity to victims (if independent observations

are desired). In these areas, testing and validation of measures would be essential, given the dearth of experience. Below we discuss some exploratory investigations into measures of victim trauma and victim cooperation with police.

3. What are the problems associated with carrying out a victim panel survey--both in selecting suitable measures of victim trauma and in obtaining access to information?

The primary problems associated with conducting a victim panel survey are obtaining access to respondents and selecting suitable measures of victim trauma. The problems are compounded by the need to obtain comparison victims who have neither been offered nor received project services. These victims are not identifiable through project records, but only from police files.*

Access to respondents. There are three critical steps in obtaining access to victims: gaining access to police or project records to obtain the initial sample, locating and contacting the victims in the sample, and enlisting the cooperation of victims to participate in the study.

During the feasibility testing, we surveyed 30 projects by telephone to determine the accessibility of victim data maintained by projects and the number of projects routinely using consent forms. Twenty-three urban police departments were contacted to assess problems in accessing police records. The issues discussed below emerged from these the victim/witness site visits, and previous victim surveys.

*Victims who have refused service would also be an interesting comparison group, but not of primary importance for the proposed designs.

Access to police and project files is rarely automatic. Projects located outside police departments frequently have problems themselves in obtaining victim data; consequently they guard the confidentiality of their files strictly. In a telephone survey of 30 victim assistance projects, nearly all claimed their files were confidential and could not be reviewed without prior formal approval. This sensitivity about files was exhibited during our site visits. We were not allowed to freely peruse project files; a staff person usually disguised information that identified victims while walking us through the recordkeeping process. An evaluation that accommodates project concerns probably would include: formal approval of the agency providing victim names to the project (in most cases, the police department); plans for stringent control of research files; and a means of obtaining victim consent.

The availability of police records varies among jurisdictions, but the names and addresses of victims are rarely a matter of public record. Over two-thirds of city departments that we surveyed do not release victim names and addresses. All but two of the departments who release victim data have restrictions that would pose research problems, such as withholding juvenile and sexual assault victim data or refusing to release supplementary reports. Typically, the police chief has discretion over the release of victim data, but in some jurisdictions a court order is required. Given the reputation of police departments for guarding their files, file accessibility and the cooperation of their chief should be assured before final site selection decisions.

The second step in victim access is to locate and contact the sample victims. Problems in locating victims

served by the project within a few weeks of their project contact' are probably minor; addresses and telephone numbers are apt to be correct and project staff may know their schedules. However, as more time lapses, sample attrition of experimental victims will increase substantially, in part due to the tendency of crime victims to move and change their telephone numbers in reaction to the crime. Sample attrition rates for nonproject comparison victims are likely to be higher initially because victims frequently give inaccurate information to the police, through fear or unwillingness to get involved. They also will be harder to locate as time passes.

The anticipated problems in locating victims have repercussions for the research design. Retrospective sampling, though superficially attractive, is undesirable because of the attrition problem. Presumably, the sample of victims would be biased toward less traumatized individuals--those who did not move or change their telephone numbers. On the other hand, prospective sampling designs which incorporate several tests of the same sample can select initial samples large enough to absorb some attrition over time and use standard panel survey procedures to retain as many subjects as possible.

A second type of attrition occurs when victims choose not to participate in the study. Unwillingness to participate may stem from many factors--fear that the researcher is really the offender, belief that talking about reactions to the crime may intensify the trauma, or simply an unwillingness to spare any additional time. Cooperation rates will probably vary according to the type of interview (telephone or face-to-face) and the measurement tools. In a previous AIR study (Bourque et al., 1978), refusal rates for open-ended telephone interviews with recent robbery and burglary

victims were surprisingly low. Victims appeared eager to ventilate their feelings about the crime; possibly, the telephone afforded them some reassuring distance from the interviewer. Victims were also informed that interviewer identity could be checked with the police department, and a few took advantage of this option before agreeing to the interview. Victims may be less cooperative in face-to-face interviews and resistant to more structured questioning. The experimental group victim may be more cooperative than the comparison victim because of previous contacts with the victim assistance program.

Selecting Measures

There are three types of variables to be measured through a victim panel survey:

- process variables relating to level of assistance rendered by the program;
- mediating variables such as victim social supports, coping strategies, demographic characteristics, and prior LE/CJ experiences; and
- dependent variables related to victim social stress and criminal justice system attitudes--physical and mental health status, changes in task performance, psychological outlook, "quality of life" and attitudes toward the police and the courts.

We discuss each in turn.

Few of the projects we visited maintained records relating to any of the data points other than numbers of services delivered or demographic characteristics of the

victim. Moreover, few projects had ever used any scales to measure victim emotional distress. Our search of the V/WA literature uncovered a few additional measures, but major gaps still remained. Finally, we searched the literature relating to other victim groups--hostages, natural disaster victims, victims of discrimination. Some of the measures identified from this source would be difficult to administer because they require face-to-face interviews and are lengthy. Nevertheless, they are also discussed below because of their ability to discriminate levels of emotional distress.

Process variables. The basic measures of victim/project interaction are available from project archives, and are of a straightforward, factual nature. Supplementary data from victim interviews will be useful in assessing victim perceptions of service intensity. Open-ended questions such as, "Could you describe how the victim assistance person helped you?" and rating scales measuring counselor performance on specific tasks are probably sufficient. If time permits, verification of service characteristics, (time at which first contact occurred, referrals received, number of project contacts) would be desirable. These can be administered during a telephone or a face-to-face interview.

Mediating variables. Mediating variables consist of historical information about the victim's social network, coping strategies, demographic characteristics, and previous criminal justice or victimization experiences. Measures of a few of these variables such as age, sex, race, number of previous reported victimizations, are retrievable from police or project records and verifiable with structured questions adapted from criminal victimization surveys.

Because of the importance of coping strategies and cognitive appraisal in the mediation of emotional reactions, and because increased understanding of them could improve crisis intervention techniques, these variables warrant special attention. There are no standard measures, but at least one study (Denton, 1979) attempted to measure coping strategies among crime victims and another includes clinical assessments of coping strategies among hostages and political victims (Fields, 1976, 1980). Examination of "support networks" for victims has not been reported in the literature, although there is a large body of social/psychological work on networks that could be mined for adaptable techniques.

Dependent variables. The dependent variables pose the most challenging measurement problems. In particular, measuring extent of emotional stress requires time-consuming interview schedules and face-to-face administration. Some questions may not be acceptable to victims because of the mental health overtones. Measures of "quality of life" and attitudes toward the justice system are more straightforward and can be obtained through standard interview questions or rating scales.

1. Health. The literature on stress and trauma leads us to expect that stress among the victims of crime will manifest itself in mental and physical illness or symptomatology. We further hypothesize crisis intervention programs will have some impact in this area.

Experience in analogous research suggests that a general opening question, such as "Have you noticed any changes in your health recently?," is useful for identifying spontaneously recognized problems. This may be followed by administration

of a health inventory incorporating items from standard health survey indices for which there are national norms (Gurin et al., 1960; National Center for Health Statistics, 1970). Items such as the following are incorporated in these indices:

- Do you have any trouble getting to sleep or staying asleep?
- Have you been bothered by nervousness, feeling fidgety or tense?
- In the past few months, have you had headaches? If so, how often--every few days or less often? Do they bother you quite a bit or just a little?

The unavoidable prompting, "coaching" quality of the questions makes it essential that a comparison group be asked the same items. Morbidity and accident experience before and after a stressful event are also considered indicators of emotional trauma. Selected questions would focus on areas that are likely, according to laboratory studies (Levi, 1971), studies of concentration camp survivors (Eitinger, 1964; Eitinger & Strom, 1973), and studies of torture victims (Vasquez & Ryczynski, 1976) to manifest pathology. These include psychomotor coordination, memory and headaches, gastrointestinal or genitourinary problems, cardiovascular dysfunctions, and infectious diseases.

2. Task performance. Work with rape victims has documented significant disruption of task performance among victims (Burgess & Holmstrom, 1976). These disruptions were seen in the areas of homemaking, parenting, school attendance, and job performance. Parallel problems were evidenced by

hostages and torture victims, who often experienced difficulty in resuming formerly accustomed tasks, psychomotor interference with functioning at skilled or semi-skilled jobs, and memory-orientation impediments to functioning in academic or white-collar tasks (Fields, 1976). Accordingly, interviews might include questions on changes or discontinuities in such functions.

Two standard performance tests would be appropriate for examining motor coordination: the Memory for Designs (MFD) (Graham & Kendall, 1960) and the Bender-Gestalt (Bender, 1946). Both tests are short, nonverbal, nonthreatening, and portable. Both are suitable for use with elderly and non-white populations. The MFD test presents the subject with sample geometric figures and requests their reproduction from immediate memory. The test was originally designed to identify organic damage by examining memory and psychomotor function. Other research has demonstrated, however, that test performance is influenced by psychological stress as well (Craddick & Stern, 1963; Fields, 1976). The Bender-Gestalt--a test in which an individual is asked to copy the classic Gestalt figures--has enjoyed long-term use in clinical diagnosis all over the world and is therefore normed for a wide variety of populations (Gilberstadt, 1968; Weiss, 1970). It can be used as a measure of memory and motor coordination. Although both tests are good measures, the MFD has a relative advantage in ease of scoring and the Bender an advantage in the extensive norms available. Since both tests require face-to-face administration and trained scorers, they might be practical only with a small, intensive sample of victims.

The Raven Progressive Matrices can be used as an indicator of the impact of victimization on conceptualization (Ley, et al., 1966). It is a useful "backup" tool for the

Bender-Gestalt and MFD tests in that performance on the Raven is a measure of problem-solving efficiency rather than psychomotor skills. The test consists of a booklet containing a series of designs that require three different kinds of conceptualization. In each kind, the problem-solving task progresses from simple to complex. One version of the test has been demonstrated experimentally to provide a reliable estimate of the efficiency of a person's capacity for coherent perception and orderly thinking under stress (Foulds, 1955) and was normed for adults. The Raven, like the Bender and MED, must be administered in person and requires a trained scorer.

3. Psychological outlook. Three indicators of what might be termed "psychological outlook"--trust in people, internal-external locus of control, and interpersonal orientation--might be examined.

Trust in people is an outcome measure on which a crisis intervention program can be expected to have ameliorative effects, because loss of trust is a common consequence of victimization (Bard & Sangrey, 1979; Burgess & Holmstrom, 1974). One candidate measure for degree of trust is a three item "Trust in People" scale developed for use in national surveys by the Survey Research Center (Robinson et al., 1968). These items were adapted from a longer "Faith in People" scale developed by Rosenberg (1957). The scale has normative data for national surveys broken down by age, sex, education, and race. Robinson and Shaver (1973) report that inter-item correlations are "impressive and hold when controlled for educational level." While the scale has not been used in previous victimization or stress studies, it is attractive because it is short, amenable to telephone administration, and relevant to prevailing theories of victim trauma.

Locus of control or I-E scales, originating with the work of Rotter (1966), attempt to tap perceptions of contingency relationships between respondent actions and outcomes. "Internals" believe that they exert some control over their destinies, while "externals" believe that extrinsic factors such as chance, luck, or powerful persons govern their outcomes.

Bard and Sangrey (1979) suggest that one of the common results of criminal victimization is a sense of loss of autonomy or control. Empirical research has shown that people may become increasingly external as a result of discrimination (Lefcourt, 1966), or as a reaction to disability (Lipp et al., 1968). Moreover, Smith (1970) reported that crisis intervention patients showed a significant increase in internality following crisis intervention. This leads us then to expect that the impact of victim assistance might be seen in a measure of internal-external locus of control.

Factor analytic work suggests that the I-E scale has multiple dimensions, including both a Control Ideology and Personal Control dimension (Gurin et al., 1969; Mowbray, 1976). Of these factors, it is the Personal Control dimension that bears the most relevance to crime victims. Gurin's Personal Control subscale has only five items and could be presented orally. It was developed and tested on a block sample of both sexes.

Interpersonal orientation could be measured through a series of interview questions, or when the time and cost limitations are less stringent, by the Thematic Apperception Test (TAT). The TAT provides a standardized set of pictures about which subjects are asked to invent stories. Since the TAT stories reflect goal-oriented behavior and are responsive

to changes in the social situation (Lazarus, 1966), they should reflect changes wrought by the crime. There are formalized systems for analyzing TAT stories that have excellent predictive validity. One is Story Sequence Analysis (Arnold, 1962). Story Sequence Analysis is a method through which trained psychologists can evaluate subject responses in several different categories: right and wrong, human relationships, work, and adversity. Validating samples include convicted prisoners, students (elementary and college), teachers, persons entering religious orders, and executives. High levels of interscorer reliability are claimed.

4. Quality of life. One of the most basic impacts of criminal violence is on the quality of life: the extent to which individuals feel satisfied with various aspects of their lives and their communities, and the kinds of life changes they feel compelled to make. These impacts can be measured both in terms of attitudes, e.g., feelings of satisfaction, and in terms of behavioral changes, e.g., moving and curtailing leisure activity.

Perhaps the clearest indicators of the influence of crime on the quality of life are the changes that people make in the way that they live. Burgess & Holmstrom (1974, 1976) reported that 45 percent of rape victims changed residence in the months after the crime incident, and 40 percent changed jobs. Other studies indicate that victims may respond by restricting their activities, e.g., not going out at night, not traveling alone, etc. (Bourque et al., 1978). Anecdotal evidence about elderly victims suggests that some persons may become "captives" in their homes. The primary question here would be the effect of crisis intervention on these behaviors, rather than distinguishing "normal" or rational responses from pathological ones.

Two principal areas of life satisfaction are important: satisfaction with interpersonal relationships and satisfaction with the community, including its police department. Answers to the questions about satisfaction with the community may be particularly important as a selling point to police departments and community agencies. Dissatisfaction with community may build on itself, leading to lower community participation which only further hinders the efforts of police and other organizations.

Quality of life indicators are easily incorporated into interviews. Items could be borrowed from national survey data such as those used in the Quality of Social Indicators study of Andrew & Withey (1976) in which comparable data are available by age, sex, race, and educational level.

5. Criminal justice system attitudes. Although a number of studies have examined changes in victim satisfaction with the police/prosecution as a function of victim assistance (Reich et al., 1978; San Mateo County Probation Department, 1978; Coates, 1979), the evidence for increased satisfaction is weak and inconclusive. The problem may be in the instruments. Global ratings of satisfaction with the system and perceptions of police and prosecutors may mask differences between the groups. Another tack would be to break the satisfaction and perception ratings into smaller components that may uncover differences. For instance, satisfaction with police is a function of feelings about the responding officer and the detective, the speed of police response, the progress of the investigation, etc. In one study of victim reactions to crime (Bourque et al., 1978), victims were most displeased by minor police oversights such

as forgetting to turn off their police radios, bringing snacks with them to the crime scene, or leaving traces of fingerprint dust. Interview items should attempt to uncover some of these factors.

4. What are the problems associated with measuring victim cooperation with police--both in selecting suitable measures and in obtaining access to records?

At the sites we visited, neither review of police and project forms nor interviews with a dozen police officers turned up any simple "objective," available indicators of cooperation with the police.

Interviewees did indicate two behavioral indicators which are relevant for a subset of cases: victim appearance at line-ups when requested, and victim identification of a suspect, either at a line-up or from mug books. Failure to identify is not always evidence of noncooperation, of course, but officers gave examples of behavior that lead them to believe they have obtained a "false negative." For instance, one officer described a typical pattern: The victim carefully works his way through the mug book, hesitates at a particular photograph or page, then flips quickly through the remainder of the book. Systematic records are not usually maintained of no-shows at line-ups, nor of suspected false negatives, but they are feasible. In one city we visited, a Sex Crimes Investigation Unit has recently begun to record line-up attendance data, however, and similar systems could be presumably introduced where they are now absent.

Overall, officers in the cities visited were unable to specify precisely the observations which entered into their judgment that a victim was cooperative or uncooperative.

The amount of detail in a victim's initial description of the crime and the suspect, and the logical consistency of the story were cited as early clues. But degree of victim cooperation appears not to be the major concern at the crime scene; rather, police need immediate concrete descriptions which enable them to investigate the case and determine whether a crime actually has occurred. In a second or third interview with a victim, the issue of victim cooperation per se becomes more salient. According to our interviewees, a change in the quality of the descriptions or conflicting details are red flags that the victim is ambivalent about pursuing the case. Conversely, additions to the original story are seen as evidence of a victim's cooperativeness. Obviously, these determinations involve complex judgments which are not systematically recorded.

We conclude from these results that victim project evaluators will probably have to implement a special data collection system to capture indicators of victim cooperation. The system should certainly include line-up attendance data and possibly, numbers of positive suspect identifications and suspected false negatives. Police officer ratings of victim cooperation might also be attempted at several points in the investigation--at the crime scene, after an interview with a detective, and at some later follow-up point. A standard rating scheme would need to be developed and tested for this purpose.

Conclusions

The basic proposals for evaluating victim projects are sound. But the site visits and other follow-up work have pointed up a number of constraints and limitations associated with their implementation.

First, the tools for examining and measuring both changes in victim trauma, broadly defined, and changes in victim cooperation with the police, are in a primitive state of development. Although we have identified some directions and some measures used elsewhere, their applicability to the general crime victim population has not been tested. Development and testing of these tools is a sizable task in itself; it can be undertaken within the context of one or more project evaluations, if sufficient resources are allocated and a lengthy pretest phase (3-6 months minimum) is built in. NIJ might consider an alternative, however: funding independent "basic" research in the development of indicators of victim trauma and of victim cooperation with the police. The results might later be fed into evaluation designs and the measures further refined.

Second, a variety of practical obstacles must be overcome in implementing the design proposals. Access to confidential records and files must be arranged, sampling procedures must be tested, procedures for obtaining victim consent must be developed, existing project recordkeeping systems need to be revised, and project staff trained to record data properly. Linkages with police and prosecutor record systems must be developed. None of these are insurmountable difficulties, but ample start-up time must be allowed for these activities.

Third, the selection of appropriate sites for such evaluations remains problematic. If no additional project funds are available, then the number of potential test sites is small and does not appear to include any police-based projects. Thus, funding of a new demonstration(s) may be required, or incentives must be found to convince an existing project(s) to adapt operations to a comparative design.

Unfortunately, new projects also have their drawbacks: Things can and do go wrong in the implementation stages, and projects are rarely operating optimally during the first year or so. A systematic search for suitable existing project sites, enlisting the aid of State Planning Agencies, NOVA, other associations of V/WA projects or staff, and the National Association of Counties, should be attempted first. This search might well turn up projects which are required to have an evaluation anyway and would welcome some assistance; are planning program modifications which would lend themselves to a comparison group or longitudinal designs; or are still in the planning stages, so that the comparative options are yet open. If limited service funds are available to encourage existing sites to participate, then the search will probably be even more fruitful.



IMPACTS: THE WITNESS MODEL

Follow-up research on witness model projects can proceed from a better knowledge base than work in the victim assistance area. We are reasonably confident that projects are saving time for civilian witnesses and for criminal justice personnel, and that modest improvements can be achieved in witness appearance rates, although the magnitude of effects to be achieved under different system or project conditions is unknown. In contrast, investigators have found no substantial effects on dismissals and convictions. Most evaluations to date have not systematically investigated the client benefits of witness projects, other than the time savings. Thus, the issue of further research hinges upon whether what we now know is enough for decision-makers to proceed upon. Put another way, what is the marginal value of additional information?

There are at least two areas in which a strong case could be made for additional research. First, little is known about the additional advantages conferred on a project that makes investments in "soft services" like appearance support, counseling, and follow-up assistance for witnesses. Witness notification and some related activities like alert and subpoena service are core services in almost every witness project, but how much does it cost to add the other items? Do they pay off in terms of higher appearance rates or more witness benefits? It is conceivable that returns diminish as services are added--that the greatest impacts are achieved when better notification systems are implemented and that only trivial incremental increases in effects are realized by adding the extras.

Second, information about the magnitude of project effects under varying system conditions or with varying witness populations would be helpful in deciding where to target resources. Most witness assistance efforts focus on witnesses in felony cases for example. This is understandable because of the greater importance accorded felony prosecutions. Felony caseloads also are much smaller and the witness requirements more manageable than for misdemeanors. However, it seems likely that large misdemeanor caseloads involve greater scheduling confusion, less prosecutor incentive for attention to witness needs, and a more pronounced tendency for witnesses to feel that appearances are not very important. It would thus be desirable to systematically compare outcomes from assisting misdemeanor versus felony witnesses.* Similarly, it may be that large jurisdictions can expect greater improvements in witness appearance rates than small ones.

For both set of questions, intermediate outcomes and impacts such as improved appearance rates and witness/criminal justice personnel time saved are of critical importance. In addition to time savings, a variety of other witness benefits could be examined, ranging from relatively concrete impacts on the financial status of witnesses to "improvements in witness understanding of the criminal justice process." Our preference would be to stick with a few easily measured outcomes.

Figure D.5 represents a schematic summary of evaluation questions and appropriate measurements for assessing single witness projects and multiple site efforts. Rationale elements incorporated in this approach are indicated in Figure D.6 and possible measures in Figure D.7. We reluctantly incorporate questions 8-10 in the approach sketched in Figure D.5, because of the likelihood of weak effects and the disappointing findings on these points to date. Data

*The strongest evidence to date of improved witness appearance rates comes from a project serving misdemeanor witnesses (Henderson, n.d.).

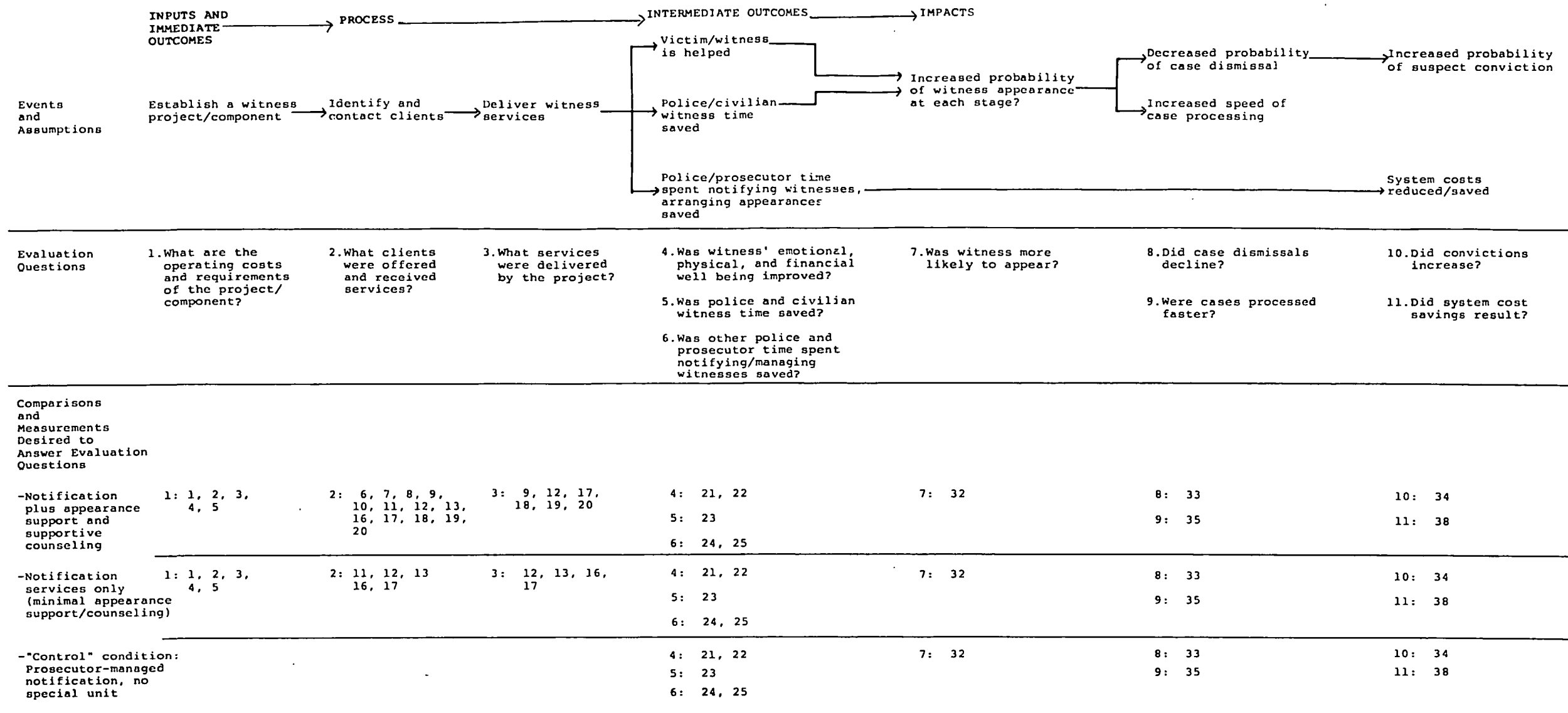


Figure D.5. Approach to Evaluation of Witness Model Projects or Components

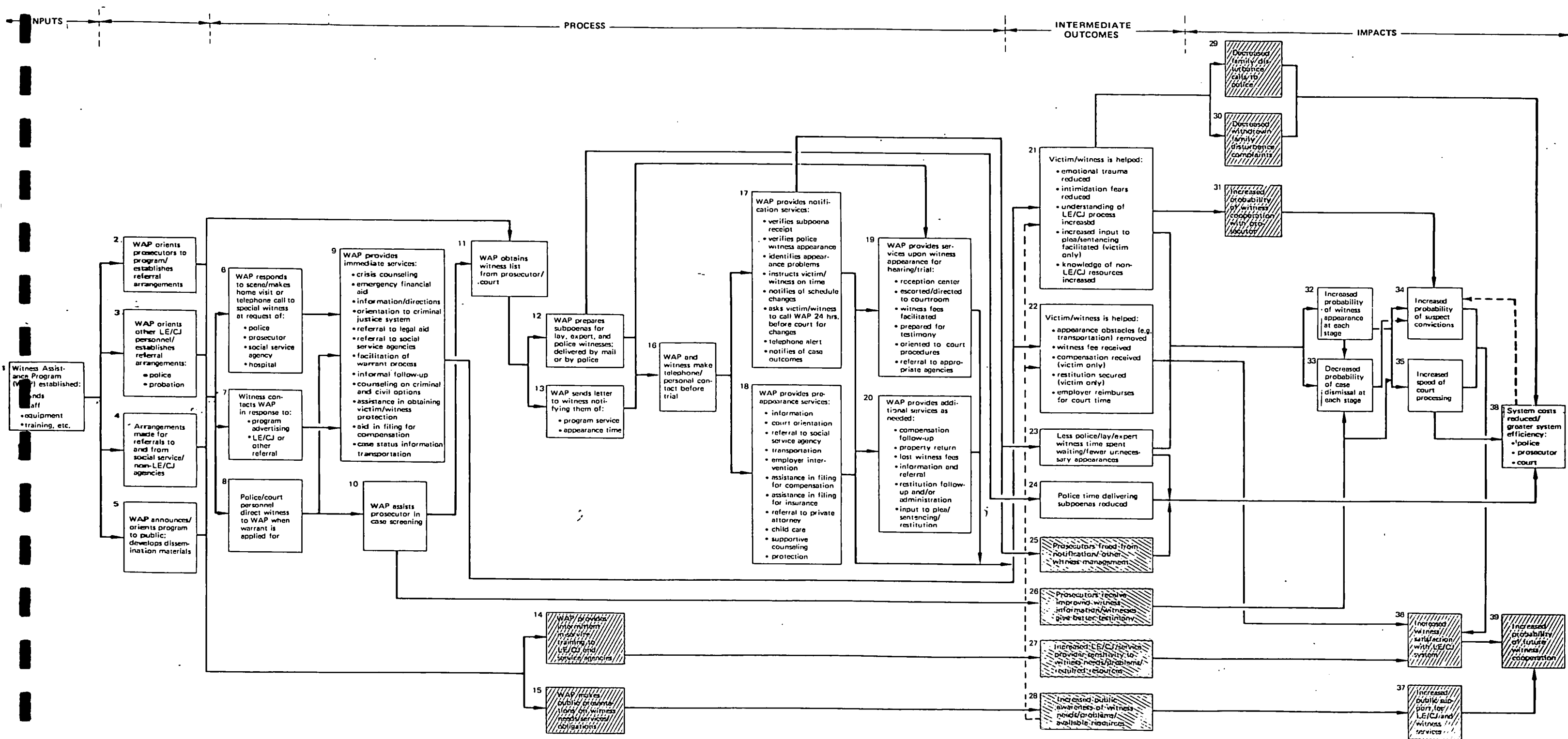


Figure D.6. Program Rationale for Witness Model

FIGURE D.7
MEASUREMENT CHART FOR
WITNESS MODEL

ELEMENT*	POSSIBLE MEASURES
<p>INPUTS</p> <p>1</p>	<p>amount of funds applied for and received by source</p> <p># and characteristics of staff, hours worked</p> <p># and characteristics of volunteers, hours worked</p> <p># of hours spent in staff training/orientation</p> <p>physical characteristics of facility and location</p> <p>amount of funds expended annually by budget category</p>
<p>IMMEDIATE OUTCOMES</p> <p>2,3,4</p> <p>5</p>	<p># of orientation contacts made with</p> <ul style="list-style-type: none"> - prosecutors - police - probation - welfare - other victim assistance programs - social service agencies, by type of agency <p># and % of witnesses referred to program by prosecutors, police, probation, and local social service agencies</p> <p># and types of program brochures disseminated</p> <p># of public presentations, news articles, other dissemination efforts</p>
<p>PROCESS</p> <p>6</p>	<p># and % of witnesses contacted by program (before case is approved for prosecution), by referral source and type of contact</p>

*Numbers in this column correspond to numbers to the left of each box in the Program Rationale.

FIGURE D.7 (continued)

MEASUREMENT CHART FOR

VICTIM MODEL

ELEMENT*	POSSIBLE MEASURES
7	# and % of witnesses contacting program in response to: <ul style="list-style-type: none"> - program advertising - court information - social security agency referral
8	# and % of witnesses escorted/directed to program when warrant is applied for/complaint is signed
9	# and % of witnesses receiving service before case is approved for prosecution <ul style="list-style-type: none"> - crisis counseling - emergency financial aid - orientation to the criminal justice system - facilitation of warrant process - counseling on criminal and civil options - assistance in obtaining protection - aid in filing for compensation - information and referral, by type - other services by type <p>average # of services received</p> <p>average # of contacts before prosecution is initiated</p>
10	# and % of prosecutors' cases screened with VAP assistance
11	# and % of witness clients obtained from witness list
12	# and % of lay, expert, and police witness subpoenas prepared by program
13	# and % of witnesses sent notification letters advising them of program services and appearance times for: <ul style="list-style-type: none"> - preliminary hearing - grand jury - motions - trial
14	# of training sessions offered by audience type and size
15	# of public presentations made by project staff, by type of audience
	# of persons in audiences

*Numbers in this column correspond to numbers to the left of each box in the Program Rationale.

FIGURE D.7 (continued)

MEASUREMENT CHART FOR
WITNESS MODEL

ELEMENT*	POSSIBLE MEASURES
16	# and % of witnesses telephoned or visited by project before required appearance date
17	# and % of witnesses provided notification services (other than appearance letter) by type of witness: <ul style="list-style-type: none"> - verification of subpoena receipt - verification of police witness appearance - identification of appearance problems - telephone alert - notification of schedule changes - notification of case outcome
18	# and % of witnesses receiving pre-appearance services by type of witness: <ul style="list-style-type: none"> - information - court orientation - referral to social service agency - transportation - employer intervention - assistance in filing for insurance - assistance in filing for compensation - referral to private attorney - child care - supportive counseling - protection
19	# and % of witnesses met at court by project # and % of witnesses receiving services upon appearance at court: <ul style="list-style-type: none"> - use of reception center - escort to courtroom - preparation for testimony - orientation to court procedures - referral to agencies - facilitation of property return - processing of witness fees

*Numbers in this column correspond to numbers to the left of each box in the Program Rationale.

FIGURE D.7 (continued)

MEASUREMENT CHART FOR

WITNESS MODEL

ELEMENT*	POSSIBLE MEASURES
20	# and % of witnesses receiving additional services: <ul style="list-style-type: none"> - compensation follow-up - property return follow-up - witness fee follow-up - information/referral - advocacy at sentencing hearing - presentation of restitution report at sentencing hearing
INTERMEDIATE OUTCOMES	
21	prosecutor/police officer ratings of witness level of anxiety, degree of intimidation, understanding of process
22	# and amount of restitution payments ordered <ul style="list-style-type: none"> # and % of witnesses securing compensation # and % of witnesses to whom property is returned # and % of witnesses receiving fees # of awards and amount of restitution payments received # and % of witnesses reimbursed for court time by employers
23	average time spent by police, lay, and expert witnesses waiting for hearings/trials/warrants <ul style="list-style-type: none"> # of unnecessary trips to court made by police, lay, and expert witnesses average number of witnesses required per proceeding
24	average time and total time spent by police delivering subpoenas
25	average prosecutor time per case spent on witness notification tasks

*Numbers in this column correspond to numbers to the left of each box in the Program Rationale.

FIGURE D.7 (continued)

MEASUREMENT CHART FOR

VICTIM MODEL

ELEMENT*	POSSIBLE MEASURES
26	# and % of witnesses for whom appearance/non-appearance was correctly predicted by project staff prosecutor ratings of witness preparation for testimony
27	# of LE/CJ and social service agencies accepting referrals from and referring to the project
28	# of requests by the public for project presentations # and % of citizens expressing specific project awareness, awareness of resources for witnesses
IMPACTS	
29	# of family violence calls to police
30	# and % of family disturbance complaints withdrawn
31	# and % of witnesses claiming willingness to testify # and % of witnesses appearing for scheduled conferences
32	# and % of witnesses appearing as requested for: <ul style="list-style-type: none"> - preliminary hearing - Grand Jury - motions - trial
33	# and % of cases dismissed, by reason for dismissal
34	# and % of cases resulting in guilty plea or verdict on original charge # and % of cases resulting in guilty plea or verdict on reduced charge
35	average time from charges filed to disposition, and from first court appearance to disposition
36	witness reports of satisfaction with the LE/CJ system

*Numbers in this column correspond to numbers to the left of each box in the Program Rationale.

FIGURE D.7 (continued)

MEASUREMENT CHART FOR

VICTIM MODEL

ELEMENT*	POSSIBLE MEASURES
37	amount of local funds allocated to project
38	amount of police wages paid for appearances
	amount of transportation costs paid to witnesses
	amount of lay and expert witness fees paid
	average number of appearances required to disposition, by type of disposition

*Numbers in this column correspond to numbers to the left of each box in the Program Rationale.

collection costs would be low for these items, however, since the required data are generally available anyway or could be obtained through simple modifications of project recordkeeping systems.

This proposal suggests the comparison of two variations of the witness model against control jurisdictions without special witness management or notification support. The two witness model variations of interest are:

- The "notification only" variation, in which primary emphasis is placed on letting the witness know when and where to show up and informing him or her of the case outcome.
- The "notification plus" variation, in which additional resources are invested in activities such as appearance support, assistance with restitution and compensation claims, counseling, or moral support.

Incorporation of selected victim-witness model projects--which have full-fledged victim components attached--would offer a third desirable variation. Measurements required would parallel those for the "notification plus" variation and focus primarily on the witness-related outcomes of victim-witness projects.

Again, we propose two research alternatives, but in this case, both involve study of multiple sites. The primary difference is in the level of effort devoted to the two proposals.

Proposal II. A.: Conduct a short-term cross-sectional impact evaluation of witness projects which vary in scope of intervention and prosecution context.

Because witness projects deal heavily in services with an immediate pay-off--getting witnesses to court at the proper time and saving witness, police, and prosecutor time in the bargain--a meaningful and relatively quick impact

evaluation can be accomplished for witness projects or components. It is true that the witness model also expects to yield long-term benefits to the witness and the system, by altering disposition patterns and reducing victim/witness financial and emotional burdens over the long haul. But we think it likely that most observers would accept the realization of immediate payoffs as ample justification for project existence.

The strategy proposed is cross-sectional. It addresses the full set of questions outlined in Figure D.5, but aims for only those measures which can be obtained without longitudinal tracking of a cohort of cases. Data collection methods would include:

- brief interviews with a cross-section of witnesses;
- archival searches of project and prosecutor files;
- short-term structured observation of witness handling; and
- routine abstracting of relevant case data from project records.

Three types of jurisdictions would be selected for study--those with "notification plus" models in place, those with "notification only" models, and those without any special witness services. Incorporating some variation in population served (felony vs. misdemeanor witnesses) would also be desirable. An attempt would be made to obtain sets of similar jurisdictions. We have no illusion about obtaining true "matched" sites, but it will aid interpretability if the sites are roughly comparable on:

- jurisdiction size;
- overall court case volume;

- prosecutor caseload size (or some other workload measure); and
- vertical vs. horizontal organization of prosecution.*

Two other possibilities for improving the quality of matches in selected instances would be: locating matched jurisdictions within the same state (thus controlling for statutory variations governing the prosecution process), or finding a match within the same jurisdiction (for example, a matched court in larger jurisdictions, or sets of witnesses within a court who receive differing service levels). Matching jurisdictions on baseline witness appearance rates, while desirable, may not be feasible, primarily because pre-project data are not available in most jurisdictions.

In each jurisdiction, a cross-section of witnesses summoned to appear over a fixed time period would be interviewed by telephone regarding: the service offered by and received from the project, the extent to which priority needs were met or not met by the project or others, number of witness appearances made, number of "unnecessary" appearances made, reasons for non-appearance if any, and whether any restitution or other claims had been initiated. Other measures, e.g., of actual witness appearance rates, average waiting times, and outcomes in case of non-appearance, would be obtained through direct observation and/or review of project and prosecution records. The primary method of analysis would be comparisons of the above measures across matched jurisdictions.

*Under the vertical system, the same prosecutor follows a case throughout its course, from first appearance in felony court to trial and sentencing. Under a horizontal system, one prosecutor may handle a case at the preliminary hearing, another at motion hearings, and another at trial. We assume there is greater potential for witnesses to get lost or disgruntled under the latter system.

We are reluctant to suggest cross-site comparisons of longer-range outcomes like processing speed, and dismissal and conviction rates because it is likely that many other system characteristics have more explanatory power than presence or absence of witness services. The proposed matching procedures are insufficient to control for differences in such characteristics.* One alternative might prove feasible: to conduct within-site comparisons of change on long-term impact measures, using archival data. In this case, prosecutors and project staff would be asked to identify categories of cases (e.g., rape cases or other sensitive crimes) where project effectiveness in altering disposition patterns is believed to be highest. An attempt could be made to reconstruct from available records a pre-post comparison or a time series comparison of conviction rates, only for those kinds of cases. Cross-site comparisons could then be made of the magnitude of changes observed, rather than of the magnitude of conviction rates themselves.

A lengthy design phase would be warranted for this study, particularly to: locate similar jurisdictions, design comparable data collection systems, test procedures and criteria for selecting a cross-section of witnesses, and develop instruments.

The level of effort required for the proposed study would vary, depending on the number of sets of matched jurisdictions incorporated. Assuming three sets of three sites each, we estimate that the effort described would require a minimum of five to six person-years of effort over 24 months. Some economies could probably be achieved by hiring on-site data collectors, selecting geographically clustered jurisdictions, and/or limiting the telephone interviews to a few carefully selected items.

*For an excellent discussion of the considerations that enter into interpreting cross-jurisdictional PROMIS data, see Brosi (1979).

Constraints and limitations. The feasibility of this proposal has not been subjected to further testing. However, there are some evident constraints and limitations to be considered:

- The evaluation is relatively expensive, given the witness survey component.
- We believe project jurisdictions appropriate for this study currently exist; we also believe there are sufficient project jurisdictions with records adaptable to evaluation needs, although some modifications might be required. "Control" jurisdictions were not examined in the course of the Phase I assessment, however, so availability of appropriate data at such locations cannot be assumed.
- The jurisdictional matching strategy may be difficult to implement, and may not yield many new insights about witness assistance. We think it is worth a try, however.
- Some witness outcomes cannot be captured by cross-sectional methods; the opportunity to track cases through the system is also sacrificed.

Proposal II. B. Implement a longitudinal study of the witness model variations in matched project jurisdictions and matched "controls."

Essentially, this second proposal calls for a larger and longer investment than II. A, permitting:

- Reinterview of the witness cohort selected in the first study at a much later point in time. The witness reinterview would permit examination of some witness benefits--like receipt of restitution payments, inclusion in the sentencing decision, notification of case outcome, and receipt of compensation payments--which normally cannot be assessed for months or even years after initiation of prosecution.

- Tracking a cohort of cases and examining the probabilities of cases proceeding to succeeding stages of prosecution, the relationship to witness appearance or non-appearance, and the dispositions received. Depending on the jurisdictions' caseload sizes, case tracking might permit some comparisons across crime types; thus, one could examine whether project impacts on prosecution success, as well as earlier outcomes in the intervention chain, vary by crime type.
- Conducting studies of prosecutor time allocations under the various experimental and comparison conditions. Finding a nondisruptive and preferably unobtrusive way of doing this and securing cooperation of prosecutors would be relatively time-consuming.

This proposal is more costly than II. A. We cannot say that it would be worth the added dollars. The evaluation would take three years, to allow time to track sufficient numbers of cases through to a conclusion. Perhaps the right compromise would be to implement Proposal II. A in such a way that it could be easily converted to II. B if the preliminary returns justify further research. Thus the interview cohort could be selected with the possibility of reinterview in mind (planning for substantial attrition) and the essential case tracking data built into project record systems, if not already there.

OTHER RESEARCH ACTIVITIES

It may well be that NIJ will decide no impact research on the scale proposed is worthwhile at this time. There are some other options which deserve consideration, in any case.

1. The first is to encourage the development of better management information systems for projects of all types, which in turn can permit better monitoring and evaluation

of single sites, and provide for some cross-site comparisons. The model rationales and accompanying measurement charts provide a starting point for these initiatives. We recognize, however, that victim projects cannot go much beyond process measures in their management information systems. This constraint is much less true of the witness model projects or components.

Based on our assessment activities, we know that some State Planning Agencies have imposed a few uniform reporting requirements on their V/WA project grantees. This would be an excellent source of data, assuming that sufficient quality controls are introduced in the recordkeeping and reporting process, and sufficient data are reported to make sense of what is going on. New Jersey's State Planning Agency produced a process evaluation of several of its projects using such data. We know of no state which has carried out (directly or indirectly) a multiple-site impact evaluation in this manner. The feasibility of implementing uniform data collection requirements for new or existing V/WA projects in other states with multiple projects, and the prevalence and quality of systems already in existence, would be worth exploring.

2. A multiple-site process evaluation of 10-12 projects representing three V/WA models could be implemented, addressing only the first three evaluation questions shown in Figures D.1 and D.5:

- What are the operating costs and requirements of the project?
- What clients were offered and received services?
- What services were delivered by the project?

Uniformity of measurements would be sought, following the guidelines set forth in the measurement charts for victim and witness rationales. It would be preferable to select projects already thought to record most essential elements and make minor modifications as needed, although it would be possible to develop wholly new recordkeeping systems for participating projects. Most process measurements could be attained by systematically collecting all client intake and service activity data for a fixed period of three-four months, rather than attempting to extract essential elements from old files. (If our experience with victim assistance data availability is any guide, retrospective data collection is to be avoided.)

In essence, this would represent an expansion of the Phase I on-site work to more intensive and more original data collection activities at a number of sites. Similar sampling considerations would obtain, although much greater cooperation would be required from participating projects and their host agencies.

Such an effort would require approximately 18 months and four to five person-years of effort to cover 10-12 sites. No victim interviews by evaluators would be necessary. The primary investment required is in establishing and monitoring the data collection system.

3. A third option is to conduct a longitudinal study of the institutionalization experience of local V/WA efforts. The NEP Phase I approach, focusing as it does on current projects, is poorly suited to explaining why some V/WA efforts are no longer with us, or how long the current crop of projects will last. Which projects survive and why? If projects do not make it, do they leave any traces on the system? Is there a net gain for victims and witnesses?

Some Exploratory Findings

How has the universe of V/WA projects changed between 1976 and 1980? How do projects which survived differ from those which became defunct since early 1976?

We are able to offer some tentative answers to these questions through comparisons of our survey findings with those from an earlier study. A 1977 "prescriptive package" on V/WA (Stein, 1977) contains an inventory of 72 projects in existence in 1975 and early 1976. The appendix of that study includes a brief description of each project which permits comparisons in terms of type of program, host agency, funding source, and geographic region.

We began by screening the 1976 inventory against the criteria for our study. This resulted in the elimination of 20 projects which did not fit the Phase I universe definition.* Next, two staff members independently classified the remaining 52 projects into Types I, II, or III, using the criteria adopted for the NEP classifications. A consensus was reached in the handful of instances where the two raters differed initially. We then proceeded to the comparisons of interest.

1976 versus 1979. Table D.1 summarizes the 1976 and 1979 distributions for project type, host agency, funding source, and region. Projects of all three types have increased in number since 1976, with the largest percentage change in the victim-witness category and the largest absolute gain in the witness group. Overall, it appears that victim-witness projects now make up a slightly larger share of the universe and victim projects a smaller share.

*Many were "special purpose" projects focusing on compensation or restitution, for example, or did not deliver direct services.

Table D.1 Comparison of 1976 Inventory with 1979
Mail Survey Respondents*

	1976		1979	
	#	%	#	%
<u>Project Type</u>				
Victim (I)	24	46	89	39
Witness (II)	24	46	107	47
Victim-Witness (III)	4	8	24	11
Unclassifiable	-	-	7	3
<u>TOTAL</u>	<u>52</u>	<u>100%</u>	<u>227</u>	<u>100%</u>
<u>Host Agency</u>				
Law Enforcement	10	19	27	12
Prosecutor	20	38	126	56
Community-Based Organization	10	19	41	18
Probation	2	4	7	3
Other	8	15	26	11
Unknown	2	4	-	-
<u>TOTAL</u>	<u>52</u>	<u>100%</u>	<u>227</u>	<u>100%</u>
<u>Funding Source</u>				
LEAA (or LEAA + Other)	37	71	124	55
Other Federal	2	4	26	11
State	1	2	8	4
County	-	-	38	17
Municipality	1	2	12	5
Other	7	13	18	8
Unknown	4	8	1	<1
<u>TOTAL</u>	<u>52</u>	<u>100%</u>	<u>227</u>	<u>100%</u>
<u>Geographic Region</u>				
West	15	29	64	28
North Central	14	27	60	26
South	14	27	53	23
East	9	17	50	22
<u>TOTAL</u>	<u>52</u>	<u>100%</u>	<u>227</u>	<u>100%</u>

*These comparisons must be interpreted with caution. We are not dealing with a "universe" of V/WA projects in either instance. Our 227 respondents represent 81% of the known universe in mid-1979. We assumed that the 1976 study also missed some projects, because we had several survey respondents claiming a start date prior to 1976, who did not appear in the Stein inventory. Unreliable recall about starting year may explain some of the discrepancy; we also know that some projects did not fit the criteria for the 1976 study because they were originally rape crisis-oriented and have since broadened their focus.

In terms of funding, a greater proportion of the 1979 projects are relying on non-Federal and non-LEAA sources of support. The proportion relying on state, county, or municipal sources has gone from four percent in 1976 to 26 percent in 1979. (LEAA is funding a much larger number of projects now though.) It is also important to note that other Federal sources are now more important in funding V/WA efforts; CETA and to a lesser extent, the Administration on Aging were the most prominent funding alternatives reported in our survey. When we examine the funding changes over time within types, however, we find that the move to non-Federal sources is entirely concentrated in the Type II and III categories (see Table D.2). A larger proportion of victim projects are relying on LEAA and other Federal funding support in 1979 than in 1976.

For host agency, the most striking change overall is the increase in prosecutor-based projects (from 38% to 56% of the total) and the shrinking proportion of law enforcement-based efforts (from 19% to 12%). Within the victim project group (see Table D.2), the decline in the proportion of law enforcement-based projects is again notable, along with a substantial increase in "other"-based projects (including other government agencies and health organizations primarily) and some increase in the community-based category. All host agency types have had absolute increases, however. In the witness and victim-witness types, there has been a substantial shift in favor of prosecutor-based efforts.

The regional changes are not too remarkable, although proportionally the South has lost ground and the East has gained. The within-group comparisons show a reduced tendency for certain project types to concentrate in certain regions by 1979, although Type III projects still are much more prevalent in the Western states.

Table D.2. Comparison of 1976 Inventory with 1979 Mail
Survey Respondents by Project Type

	<u>Type I</u>				<u>Type II</u>				<u>Type III</u>			
	1976		1979		1976		1979		1976		1979	
	#	%	#	%	#	%	#	%	#	%	#	%
<u>Host Agency</u>												
Law Enforcement	10	42	25	28	-	-	1	1	-	-	-	-
Prosecutor	1	4	2	2	16	67	99	93	3	75	20	83
Community-Based Organization	8	33	34	38	2	8	4	4	-	-	2	8
Probation	1	4	4	5	-	-	1	1	1	25	2	8
Other	4	17	24	27	4	17	2	2	-	-	-	-
Unknown	-	-	-	-	2	8	-	-	-	-	-	-
<u>TOTAL</u>	24	100%	89	100%	24	100%	107	100%	4	100%	24	100%
<u>Funding Source</u>												
LEAA (or LEAA + Other)	13	54	52	58	21	88	57	53	3	75	12	50
Other Federal	2	8	11	13	-	-	13	12	-	-	2	8
State	-	-	3	3	-	-	5	5	1	25	-	-
County	-	-	4	5	-	-	24	22	-	-	7	29
Municipality	1	4	10	11	-	-	2	2	-	-	-	-
Other	6	25	9	10	1	4	5	5	-	-	3	12
Unknown	2	8	-	-	2	8	1	1	-	-	-	-
<u>TOTAL</u>	24	100%	89	100%	24	100%	107	100%	4	100%	24	100%
<u>Region</u>												
West	8	33	23	26	4	17	30	28	3	75	9	38
North Central	6	25	25	28	7	29	29	27	1	25	5	21
South	8	33	20	22	6	25	28	26	-	-	3	13
East	2	8	21	24	7	29	20	19	-	-	7	29
<u>TOTAL</u>	24	100%	89	100%	24	100%	107	100%	4	100%	24	100%

Defunct Projects. Of the 52 projects identified by Stein, 41 had survived to 1979 in some form. Three of the 41 had temporarily disappeared, only to emerge under a new host agency or with renewed funding. Two projects had changed from Type II to Type III. Eleven projects had disappeared completely and had not been replaced by any similar efforts.

Table D.3 compares the defunct projects from the 1976 survey with those which have survived. Fully one-third of all victim projects identified in 1976 are defunct, compared to 13 percent of witness projects, and none of the victim-witness projects. Mortality has been correspondingly greater among those host agencies which are heavily involved with victim projects--community-based organizations, law enforcement, and "other" agencies. It is difficult to make much of the funding source distributions since few projects had non-LEAA sponsorship, although we note that both of the "other Federal" projects failed to survive. There was also differential mortality by region, but no obvious explanation is available.

We also looked at the mortality rates by host agency and funding source within Types I and II. Because the numbers were so small it is difficult to say much about the results. For example, we wondered if "atypical" host agencies for a given project type showed higher mortality, but there was no consistent pattern. Among Type I projects, half of the projects in community-based organizations and 20 percent of the law enforcement projects were defunct. In addition, the only victim project based in a prosecutor's office had disappeared. Among Type II projects, the defunct projects

Table D.3. Comparison of Defunct and
Surviving Projects from 1976 Inventory

	<u>Defunct</u> (N=11)		<u>Surviving</u> (N=41)		<u>Total</u> (N=52)	
	#	%	#	%	#	%
<u>Project Type</u>						
Victim (I)	8	(33)	16	(67)	24	(100)
Witness (II)	3	(13)	21	(88)	24	(100)
Victim-Witness (III)	0	(0)	4	(100)	4	(100)
<u>Host Agency</u>						
Law Enforcement	2	(20)	8	(80)	10	(100)
Prosecutor	2	(10)	18	(90)	20	(100)
Community-Based Organization	4	(40)	6	(60)	10	(100)
Probation	0	(0)	2	(100)	2	(100)
Other/Unknown	3	(30)	7	(70)	10	(100)
<u>Funding Source</u>						
LEAA (or LEAA + Other)	8	(22)	29	(78)	37	(100)
Other Federal	2	(100)	0	(0)	2	(100)
State	0	(0)	1	(100)	1	(100)
County	-	-	-	-	-	-
Municipality	0	(0)	1	(100)	1	(100)
Other	1	(14)	6	(86)	7	(100)
Unknown	0	(0)	4	(100)	4	(100)
<u>Region</u>						
West	3	(20)	12	(80)	15	(100)
North Central	1	(7)	13	(93)	14	(100)
South	4	(29)	10	(71)	14	(100)
East	3	(33)	6	(67)	9	(100)

included half of the projects in "other" agencies and a small percentage (6%) of projects located in prosecuting attorney's offices. Both of the "atypical" community-based efforts had survived, however.

This investigation only serves to demonstrate how little we currently know about what makes a V/WA project viable. We remain curious about several aspects:

- Our impression is that project institutionalization to date has typically depended on achieving the support of one or two key actors--the police chief in the case of victim projects, the prosecutor in the case of witness projects. What happens if and when the key supporter leaves the position?
- The 1976-1979 comparison suggests that victim projects have been less successful in making the transition to institutionalization than other project types. Why is this so? Does the lack of hard evidence on the outcomes and impacts of victim assistance have anything to do with this? In general, how and when have evaluative data on V/WA entered into institutionalization decisions?
- Witness projects which "disappear" may actually leave behind a residue of procedural changes that continue to benefit witnesses and the system. We are not sure that anything similar occurs with victim projects or components, but most projects provide police training that might promote permanent changes in the content of the standard law enforcement training package, for example. For projects that become defunct, what traces do they leave?

- In our mail survey data, there appears to be no strong relation between age of project and current budget. Is there, however, some optimum level of funding that most jurisdictions will support and sustain over time for V/WA services?

We propose that at least two low-cost research efforts would be useful and interesting:

1. A retrospective review of the literature on defunct projects,* coupled with telephone follow-up to a sample of former host jurisdictions for purposes of determining characteristics of projects, funding history, and extent to which any residue of project interventions remain. For projects which have left any trail at all, we assume five to six informal interviews with ex-staff, State Planning Agency, and other knowledgeable informants would be sufficient. The intent would be to generate, by negative example, guidelines for producing "successful" projects in the short run, and to suggest predictors of future project survival.
2. Development and implementation of a simple monitoring system for checking annually on the fate and funding levels of projects now in existence. This would permit testing the survival hypotheses generated by effort #1 above. Systematically adding new projects to the system would entail a more extensive effort, but if restricted to LEAA-funded projects, the demand should not be excessive.

Total level of effort for these activities would vary, depending on the ambitiousness of the data collection plans. Task 1, the retrospective study, would require an estimated three person-months of effort for data collection and preparation of a report. Task 2 would require about one person-month of effort to design the system. Level of effort for annual implementation of the monitoring system (or variations) by a third party could be estimated as part of the design process.

*Including other defunct projects not included as the 1976 inventory.

APPENDIX D REFERENCES

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