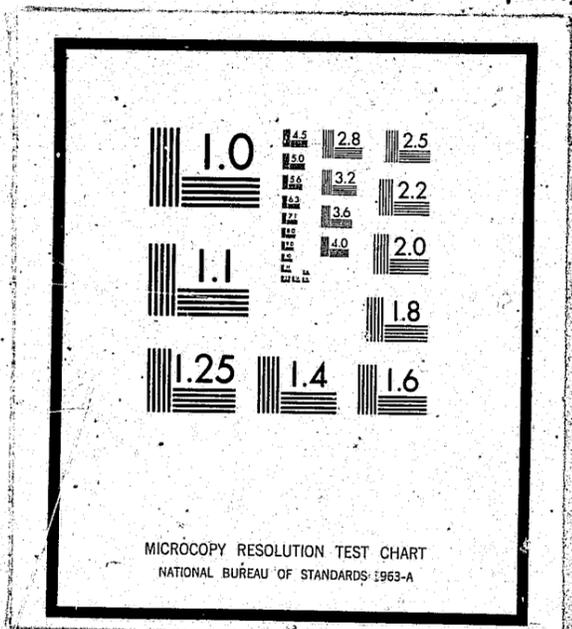


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BAY AREA WOMEN AGAINST RAPE (BAWAR)

Five-Month Interim Evaluation of
~~BAY AREA WOMEN AGAINST RAPE~~
(BAWAR)

for

Alameda County

by

Office of Criminal Justice Planning
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April 1, 1974

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I INTRODUCTION

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The Bay Area Women Against Rape program (BAWAR) has been operational since November 1971. During this period, the program operated a 24-hour advocacy service and provided an informational resource to the community without financial support.

In September 1973 BAWAR negotiated a contract with the Alameda County Board of Supervisors to receive \$28,000 to expand its operation and implement a comprehensive program to respond to the needs of rape victims.

In December 1973 the County of Alameda contracted with the Regional Criminal Justice Planning Board to conduct an evaluation of programs receiving revenue sharing funds, including BAWAR. It was agreed that said evaluation would:

1. Determine if contracted services are being performed
2. Investigate the findings of limited sampling and analysis of pertinent records with the goals of evaluating to what extent project goals are achieved
3. Recommend any improvements in effectiveness of program operation and modify evaluation methods as needed
4. Advise the County Administrator of any unusual conditions which might pose operational problems to the projects

This report represents the five-month interim report for the evaluation of BAWAR and fulfills the obligation to perform task 1, as agreed to in the proposal.

II PROJECT DESCRIPTION

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A. Description of Contracted Services

Bay Area Women Against Rape contracted with the County to provide services to educate the community and social institutions in the prevention of rape and subsequent attention to responsible treatment of rape victims. These services were broken down into: (1) information, (2) community relations, (3) prevention/self-defense, and (4) organizational development of new groups. Initially, BAWAR had included in their proposal for revenue sharing the advocacy portion of their program. Irreconcilable differences in the interpretation of guarantees of confidentiality to the clients resulted in the withdrawal of the advocacy program from the contract. It is therefore beyond the scope of this report.

The delivery of the services can best be described through the program's efforts to provide a resource to the community as well as its active role in initiating institutional change in law enforcement, health and legal agencies throughout the area. As an educational resource, the program provides various types of information, two examples of which follow: (1) outlines precautions to be taken at home, in the car, and in the street to minimize risk of assault, and (2) provides legal and medical information documenting procedures to be taken if a victim of a rape assault. A 24-hour switchboard is available to persons seeking information. Members of the program make presentations before community and professional groups in an effort to orient them to the problems and offer tangible suggestions relating to rape crises situations. The program also uses the news media (through talk shows and interviews) in order to communicate to as much of the community as possible.

The active role taken by the program to sensitize social institutions and demonstrate better ways to deal with the victim of a rape assault is primarily accomplished through confrontation, problem-solving and training sessions with law enforcement personnel, health specialists, and legal counselors.

1. The Setting

The central setting through which these services are delivered is from the program's office near the Wright

Institute in Berkeley, California. This office serves as the communication center for the program. Here in an office approximately 8' x 8' with one desk and bookshelves, all files are maintained which store records of informational services, self-defense materials and public relations releases. Within this setting, much of the work is done on an independent basis, with each of the 35 women comprising the current membership in the program deciding themselves which functions they will perform.

Here a member may choose from categories of work which have to be done: incoming mail, typing, duplicating, designing and/or revising forms. On the other hand, the member may do research necessary to update or to develop a new informational flyer. She may also develop material necessary for a speaking engagement at a high school, college or before a professional association.

To insure that the activities chosen by each member coincides with the priorities set by the group, a weekly meeting is held during which tasks to be accomplished are identified and discussed and distributed. If the task to be accomplished is a major one, the group votes on whether the person volunteering should be the one to do the work.

In addition to the work tasks mentioned above, the person coordinating the telephone log for the month presents to the group at the weekly meeting times of the day that need filling so that information and crisis calls into the Center are covered.

Requests for information, publicity releases, or other community relations aspects of the project are received in the Center by the person assigned phone duty in the office, or recorded by the answering service for later response by a BAWAR member. If the individual on phone duty receives a request which she cannot handle at that time, she may either contact another BAWAR member immediately or leave a notice in the appropriate basket in the office. If there is any problem about the delay between the receipt of a request and its fulfillment, it is brought up at a weekly general meeting of all BAWAR members. Presentations before community groups and professional associations are

most often done upon request and tailored to the needs of each group. For example, a group of nurses may be primarily interested in the stresses the victim goes through. Knowing this, BAWAR members in their presentation would not only discuss the rape incident but also the subsequent experience of police involvement that might heighten the stress of the victim before arrival at the hospital. As for presentations before general groups, BAWAR members normally try to discuss the victim, the institutional handling, public's reaction and the myths of rape.

Sessions held between BAWAR members and criminal justice and health personnel have in the past been initiated both by the program and by the institutions. Sessions initiated by the program members usually center around an issue or a complaint lodged by a client of BAWAR. Frequently, from some of these initial encounters, BAWAR members have been asked to return for the purpose of discussing better ways to address the problems of victims of rape.

B. Administrative Structure

The Bay Area Women Against Rape Program is composed of 33 active members who share in the decision-making process with respect to the operation and direction of the program. The vehicle through which each member exercises this right is through weekly general meetings held on Thursdays. At these sessions, members announce any important informational or other such requests they have received during the week, and the disposition of such requests is either planned or attended to during the meeting. In order to facilitate these weekly sessions and the operation of the program, members have established the following three functional groups:

1. Program Coordinators

Two BAWAR members function in this capacity and are elected by the general membership and serve as Liaisons between the program and the County and program sponsor (Wright Institute). In functioning in this capacity, they insure that time records are properly compiled and turned in, negotiate contract modification with the County and serve as facilitators

to see that assignments are completed in an expeditious manner. They must, however, keep the membership abreast of their activities as well as report to them decisions which require general membership approval.

2. Steering Committee

This committee is comprised of ten members, along with the two program coordinators. Their responsibility is to design agenda for the general staff meetings and solve problems or issues raised at the prior weekly meeting. The results of their activities are then reported to the general membership at the next session. Members participating in the committee volunteer and have alternates who can serve in their absence.

3. Office Coordinator

This person is elected by the Board membership and is responsible for maintaining and coordinating all office work. She informs the general members at the weekly meeting of any office activity with which she needs assistance.

C. Personnel

Anyone may join BAWAR provided she demonstrates some commitment to the work of the project. Interested women are expected to attend at least one meeting a month and to participate in some of the functions of the group. Presently, some of the members work full time on the project while others provide as much time as their schedules permit. Membership reportedly consists of primarily young student women. New project members interested in joining must go through a two-month orientation during which they are trained in every aspect of the program. During this period, their activities are restricted. For example, they usually perform office duties and assist other more experienced members in preparation and presentations before community groups. After this two-month period, the member is then eligible to receive pay for any of the services performed in the four service areas of information, community relations, self-defense/prevention, and development of new groups mentioned above in addition to assumption of administrative duties.

The method of payment is established as follows: for each hour of service (in one of the above categories), the County pays \$7.50. Of this amount, the individual member receives \$4.50 and the program absorbs \$3.00 to cover the cost of the program including telephone service, supplies, office space, etc.

D. Staff Training

As mentioned above, each BAWAR member goes through an initial two-month training period in which orientation and training sessions are given by the more experienced members of the group. During these sessions, the prospective member receives training in the following areas:

1. Victims' rights
2. How to handle crisis situations over the phone
3. Maximum utilization of services available through agencies
4. Self-Defense/Prevention, and
5. Other areas of interest

While each training session is usually conducted by two members, they normally try to have specific topic areas offered by professionals or persons who have gained an expertise in an area.

In addition to these training sessions, at each general meeting BAWAR members discuss case problems, thereby providing new ideas and suggesting ways for members to handle common problems.

E. Technical and Fiscal

The fiscal administration of the program is provided by the Wright Institute which has agreed to sponsor the project. They maintain all books and vouchers received from the project through the coordinators and submit same to the County Liaison for his approval and signature. The County Liaison, who is from the District Attorney's Office, is responsible for the fiscal integrity of the project and for the performance of some of the monitoring functions with respect to the operation of the program.

III PROJECT PERFORMANCE

III PROJECT PERFORMANCE

Project performance is an area wherein comments will be limited to reporting activities accomplished and some indicators of community response to the program. Since this is a five-month interim report, the evaluator was aware that much energy and time must be directed to the project's administrative duties and to the gathering of information to enable members to function with maximal effectiveness. The evaluator will pose questions in regard to areas suggestive of trends where data permits but the real evaluative analysis will require a considerably longer operational time period.

A. Community Request for Service

Clear indices of community need for a service can be seen in recorded receptions of calls, mail requests for aid and other informal communications requesting that service be provided. To date, the evaluator has information reporting calls received. It is presented below.

Figure 1. CALLS RECEIVED BY BAWAR

Type of call (by response)	Sept.	Oct.	Month Nov.	Dec.	Jan.	Total
Requests for general information	26	26	18	13	22	105
Requests for specific information (preven- tion/self-defense)	3	7	3	1	3	17
To facilitate com- munity relations (agency related)	13	17	4	5	12	51
To assist in develop- ment of new groups	1	2	0	1	6	10
Total calls by month	43	52	25	20	43	183

A look at this information does point to the continuing need for the provision of this kind of service in Alameda County. There is some constancy of rate of calls received when September and January are compared directly. There is a drop in November and December in three areas but this may reflect seasonal variations, the meaning of which is unclear at this point. A further reflection of community response to the service is the schedule of types of organizations calling for service. Organizations by type include police agencies (6), legal service organizations (13), medical organizations (14), schools (11), the media (6), women's groups (12), and others representing specific interests (14).

It is difficult to comment further in regard to the community need for the service lacking requests in other forms. This information will be compiled in future months and the time factor will also permit more accurate assessment of spontaneously expressed need for service. Additionally, data will be made available to reflect solicited requests for service as workers become mobilized in the field.

B. Summary of Field Activities

Reported data indicates that 10 presentations have been given to groups to provide information about the program, the project's study of rape incidence and their understanding of the problem. Eight of these presentations were delivered at schools (secondary and college levels). A month-by-month breakdown of these activities follows. (See Figure 2.)

BAWAR members report 11 contacts with representatives of the news media. These contacts include writing and submitting articles, recording of interviews for broadcasting and interviews granted to writers. A month-by-month breakdown follows. (See Figure 2.)

In the area of community relations, BAWAR members have been instrumental in development of specialized training for the District Attorney's Office in Oakland and the University of California Campus Police. Other contacts with professional groups include meetings with medical groups (Children's Hospital, Mt. Diablo Therapy Center and Herrick Hospital),

legal groups (Queen's Bench) and women's centers. (See Figure 2.)

Activities directly related to minimizing risk of rape (prevention and self-defense) include gathering information and training of groups of women. They report three such activities.

In order to clarify priorities needing attention as reflected in field activities assigned during the five-month period under study, a chart of frequencies of activities by month is presented.

Figure 2. FREQUENCIES OF ACTIVITIES BY MONTH

	9/73	10/73	11/73	12/73	1/74	Total
Information						
presentations	1	2	5	1	2	11
media	<u>2</u>	<u>3</u>	<u>4</u>	<u>1</u>	<u>1</u>	<u>11</u>
Subtotal	3	5	9	2	3	22
Community Relations						
police	4	2	3	0	0	9
District Attorney	1	1	0	0	0	2
health	3	0	0	0	0	3
other	<u>1</u>	<u>1</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>2</u>
Subtotal	9	4	3	0	0	16
Prevention and Self-Defense	2	0	1	0	0	3
Total by month	14	9	13	2	3	41

Generally, field activities have dropped during the months of December and January. In that this membership consists of a largely student population this drop is characteristic in view of other involvement. Additionally, as a women's group, the evaluator feels that holiday activities and vacations during this time period may preclude fuller participation in the program.

C. Time Priorities

A study of all activities (including office, research and the field) by hours devoted per month reflects a larger scheme of assignment related to other priorities. There was a shift in emphasis by hourly assignment to development of information materials, record keeping and other administrative duties. This also relates to the drop-off in specifically field-related activities.

Figure 3. FIELD-RELATED ACTIVITIES

	<u>Sept.</u>	<u>Oct.</u>	<u>Nov.</u>	<u>Dec.</u>	<u>Jan.</u>	<u>Total</u>
Information	61	56 3/4	43	31 1/2	102 3/4	295
Community Relations	52	38 1/4	40	32 1/2	33 3/4	196 1/2
Prevention and Self-Defense	2 1/2	11	0	8	7	28 1/2
Development of New Groups	0	0	0	1	26	27
Administrative Duties	<u>132 1/2</u>	<u>72</u>	<u>104</u>	<u>48 1/4</u>	<u>226 1/2</u>	<u>583 1/4</u>
Total hours by month	248	178	187	121 1/4	396	1130 1/4

As presented above, most of the time of BAWAR members was either spent on informational services or administration of the program. Community relations work and presentation and self-defense activity received less attention. Hours devoted to the development of new groups increased in January in response to a request for assistance from an out-of-County group.

D. Quality of Service

In this area it must be recognized that time considerations have limited the evaluator's activities to primarily reporting. Given this then, the assessment was limited to looking at the accuracy and breadth of the information provided and, to the extent possible, the reaction of the community and the criminal justice agencies to the information and/or services provided.

To begin with, the material the program provides, as part of their information packet, is useful and accurate. There were some situations where the community services or agency contact person had changed but this is to be expected and it only points to the need to have time devoted to periodic updating and verification of printed materials. The only area noted in their information packet that needed immediate attention was in identifying areas in the community that presented the most danger to women. If particular neighborhoods or localities in which several rape incidents had been reported were identified, community aid may be solicited to make these areas safer for women who might be the objects of a rape attempt. In an effort to determine the response of the community and criminal justice agencies to the program services or information, the evaluator selected at random a sample of recipients of the service, including people attending speeches and participating in training sessions.

In the first area, under speaking engagements, the respondents indicated that the presentations were both informative and interesting. In all the situations where the evaluator called, the respondent had indicated that there was little delay between the request for such a presentation and its scheduling.

Contacts with law enforcement agencies indicate that the sessions they had with BAWAR were also quite informative and have served a useful purpose in working toward a better way to handle rape victims. They report plans to establish periodic training sessions and invite BAWAR members to participate.

Representatives of the District Attorney's Office indicated that the group was quite informative. One respondent indicated differences of opinion in relation to interpretation but acknowledged validity to points made. All gladly received suggestions on how to better handle victims of rape assaults.

In discussions with health agencies in the area which had contact with BAWAR, they responded quite favorably to the program. One respondent representing a large facility in the area, indicated that BAWAR had been instrumental in their efforts to standardize procedures and insure that each rape victim was provided specific care and information. As a result of this and continued contact with program members, he feels his staff has become quite sensitive to the problems.

IV EVALUATION OF ADMINISTRATIVE STRUCTURE

IV EVALUATION OF ADMINISTRATIVE STRUCTURE

The organizational structure of BAWAR is unique with each program member sharing equally in the decision-making process of the program. Furthermore, each member decides, given their own time schedule, the activity in which they wish to become involved.

While this structure appears to be viable, it is evident that a burdensome weight was placed on the Program Coordinators, Office Coordinator and a few members of the Steering Committee to carry the program's operation. Recognizing this, the program is currently exploring ways to more effectively distribute the work while adhering to the democratic setting wherein each member shares equally in the decision-making process of the program.

The organizational structure as originally stipulated in Exhibit A of their contract is in the process of development. The membership will be broken down into functional groups and two members from each group make up the Steering Committee.

The functional groups planned are as follows:

A. Information

Members will be responsible for the development of materials both for BAWAR members and the community. Internal responsibilities will include organizing workshops to share knowledge, skills and information, and developing and updating the library. Possible community activities could include mobilizing sticker campaigns and working with elementary and secondary schools around sexism and rape.

B. Self-Defense/Prevention

Members will be responsible for teaching self-defense and providing referrals to other classes. They will also work on organizing women by developing contacts with women workers for information around rape and organizing company-paid safe rides home. They will work with volunteers and other groups on a block-by-block rape prevention and information program, including written materials, whistles, discussions among neighbors, women supporting women, etc.

C. Media

Members will develop a speaker's manual for the group. They will also be responsible for seeing that speaking engagements get done and reported. They will keep the group informed as to relevant television shows, radio programs, films, and newspaper articles.

D. Medical

Members will deal with hospitals and alternative health care facilities. They will be responsible for updating and distributing medical information as needed.

E. Legal

Members will deal with police, courts and study of legislative change particularly in the area of guarantees of victims' rights. They will update legal information as needed and keep a list of legal referrals.

Ad hoc task groups will be formed in addition to these groups when necessary and will be disbanded when their task is completed.

Each of the above-mentioned groups will set their own policy and submit progress reports and proposals to the general membership via the Steering Committee.

The Steering Committee will meet and handle general business and provide a means of communication and coordination. The general membership will meet less frequently but again retain final say in the operation and direction of the program.

Hopefully, these groups will enable the program to better distribute the workload and develop expertise in specific functional areas. This shift of specific experience should enable particularly competent individuals to address problems in the field beyond compilation of information. Additionally, such a clear delineation of duties to be performed may address the problems of volunteer turnover and discontinuity of student participation.

V CONSTRAINTS OF AGENCY AND PROGRAM

V CONSTRAINTS OF AGENCY AND PROGRAM

Three areas of operation have proven to be problematic in the development of BAWAR and its delivery of services to the community. These involve the reporting of fiscal activities, cash flow and confidentiality.

A. Fiscal Reporting

The responsibilities for reporting of fiscal affairs are presently shared by the Wright Institute and a County liaison representative from the office of the District Attorney (Berkeley). The liaison officer involved expresses confidence in the Wright Institute, however he has advised that the system of reporting by BAWAR to the Institute is too loose and needs attention. He further expressed his concern that his role in the reporting process has not been as clearly defined as necessary. At the date of the meeting with the Liaison he had not been provided with a copy of the contract or other relevant materials. He considered expectations in regard to his performance ambiguous in view of this. In an effort to clarify the problem he likened his role to that of monitoring, insuring progress of development of the program and freedom for participants to pursue other than administrative duties of fiscal management. The relationship of all persons in regard to this issue needs further clarification.

B. Cash Flow

The next area that has definitely had an effect on the smooth development and operation of the program has been the absence of funds received from the County until February of 1974. The source of this problem appeared to result from irreconcilable differences in the interpretation of guarantees of confidentiality and an undefined role of the County Liaison. In addition, when these issues were settled, the Liaison held up the check until he had an opportunity to speak with the evaluator, at which time the money was released. While the problem appears to be ameliorated, its effects have definitely slowed down the project's development.

C. Confidentiality

This problem has had an effect on the program, the Liaison and the evaluator. The problem appeared to be initially dealt with when the program dropped the advocacy portion of their program. However, there is no clear definition as to which functions fall under the advocacy aspect of the project and what these functions are. Also, it is not known which functions are excluded from funding and this has caused suspicions on the part of the Liaison and the evaluator. The project has, in turn, interpreted these attempts to understand that aspect of the program as an intrusion beyond the scope of the study. While this was at first problematic for the evaluation, the evaluator feels it has been rectified wherein the evaluator has received sufficient detail and records regarding the operation of the program. As for the Liaison, his understanding of the operation of the program needs to be improved, thereby minimizing any further confusion.

VI SUMMARY OF FINDINGS AND RECOMMENDATIONS

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In summary, BAWAR's program components and processes have complied with contracted objectives. Notwithstanding the suggestions regarding the need to clearly identify program priorities consonant with the project's original objectives, BAWAR does indeed demonstrate a working example of a community-based project which developed in response to the needs of the community. The increased exposure to the problem of rape which has been evidenced in the media recently speaks to the need of such projects. It does, therefore, warrant continued sponsorship by the County. Furthermore, in order to improve the general operation of the project as well as those directly associated with the project, the evaluator is making the following recommendations:

- A. Set program priorities which have the greatest impact and that have long-range implications for minimizing rape assaults and the subsequent attention to responsible treatment of rape victims by criminal justice agency personnel.
- B. Clarification of County Liaison role and responsibilities.
- C. Support the program's efforts to organize themselves into functional groups and function with the reorganization of the Steering Committee and its responsibilities.
- D. Identify high rape incidence areas.
- E. Involve more Third World women in the program.
- F. Increase educational activities in criminal justice and health agencies in the area.

VII METHODOLOGY

VII METHODOLOGY

This interim report concludes task 1 of the work plan in our proposal wherein all program components were surveyed and problem areas identified.

Within the remaining portion of this contract, tasks 2, 3 and 4 will be completed. Our evaluation plan will involve expansion of documentation by program activity. For example, BAWAR members will be asked to document, in addition to phone calls received, incoming mail and other activities in order to present a better measure of community need.

The evaluator also plans to develop questionnaires to be administered at BAWAR presentations before community groups. These instruments will focus on the audiences' response to the presentation and informational content. In addition, interviews will be held with key criminal justice and health agency personnel.

Data as to the number of hours and activities will hopefully continue to be provided to the evaluator. Data analysis will begin towards the middle of the data collection phase. Efforts will be made to translate findings into the most useful and meaningful form for the County and the project.

END