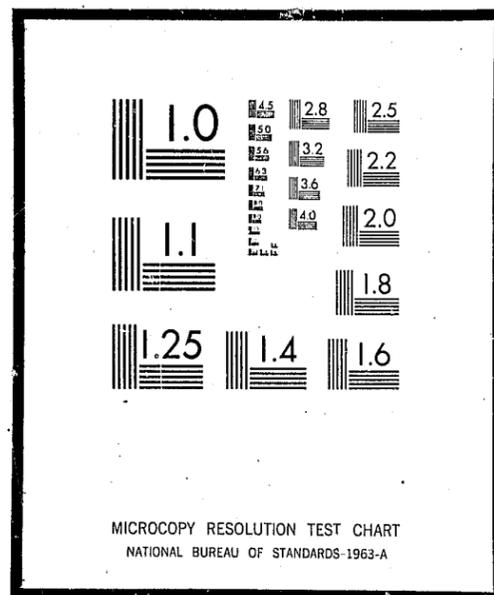


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NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
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Date filmed

1/5/76

Evaluation of First-Year Results
of
Rape Reduction Project
Grant Award No. 1159

Prepared by:
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The conduct of this project and preparation of this report was aided in part by a grant from the US Department of Justice, LEAA, and the Washington State Law and Justice Planning Office pursuant to TITLE I of Public Law 90:351. Views or opinions stated in this document are those of the author, and do not necessarily represent the official position or policies of the Department of Justice.

SUMMARY EVALUATION REPORT

Rape Reduction Project
Grant Award #1159
September 1, 1973 to August 31, 1974

Hypothesis: That by: (1) developing model procedures for rape case processing from initial report through prosecution, (2) establishing and expanding victim advocacy services, (3) expanding medical capability for receiving, assisting, and obtaining evidence from rape victims, (4) establishing a third party reporting service for rape victims, and (5) conducting an educational program to familiarize rape victims with available services, that the Rape Reduction Project (RRP), when compared to the pre-period would significantly increase: (1) the number of rape cases reported to the police; (2) victim willingness to prosecute identified offenders; (3) the number of rape arrests; (4) the number of rape cases accepted for prosecution; and (5) the number of persons convicted on rape charges.

Operational description: During the period September 1, 1973, to August 31, 1974, seven major activities were initiated, expanded, and/or assisted through RRP efforts. These were: (1) establishing a 24-hour Rape Crisis Line through which rape victims could access all project services; (2) training 80 volunteer advocates in counseling and advocacy (These individuals assisted 271 rape victims in providing 221 hours of medical, police, and pre-trial assistance, and 81 hours of trial assistance.); (3) establishing a 24-hour medical-social team in Harborview Hospital's emergency room which saw 391 rape victims, of which 190 received counseling, referrals or advocacy and 201 received project services through the emergency room; (4) developing model medical procedures for sensitively examining victims and systematically gathering physical evidence; (5) establishing a third party reporting system that has received 50 reports of incidents, circumstances and assailant descriptions; (6) developing 20 recommendations concerning model police and prosecutor procedures of which 6 have been agreed to or implemented; and (7) organizing and presenting to over 100 groups and through various media an information-education campaign to publicize post-rape services and rape prevention tactics.

Impact evaluation: Comparisons of pre (September 1, 1972, to August 31, 1973) with project period (September 1, 1973, to August 31, 1974) data found that there were statistically significant ($p < .05$) increases in: (1) the number of reported rape cases (273 pre, 327 post); (2) victim willingness to prosecute known suspects (of 91 known suspect cases during the pre-period, 33 victims refused prosecution whereas of 104 known suspect cases during the post-period, only 24 victims refused prosecution); and (3) the number of cases accepted as charged for prosecution (36 of 225 valid and prosecutable cases during the pre-period, 68 of 270 during the post-period). Because

of incomplete data (see evaluation report for full details), it was not possible to determine if arrests increased significantly during the operational period. In addition, since many of the cases referred for prosecution during the project period were still pending, it was impossible to determine if there was a significant increase in the number of rape convictions. When these data are complete, an analysis will be performed and reported in the next report.

Comments: The available data indicate that RRP objectives have been met (with the exceptions due to lack of data noted above) during the first year of operation. However, due to evaluation design problems (see full evaluation report for details) it is not possible at this time to definitively state in an unqualified manner that observed changes were caused by specific components of RRP, the Police Department investigative unit, and/or the prosecutor's office. The evaluation design for the second year of project operation is currently under review and it is anticipated that the second year's evaluation of RRP will be able to answer this question.

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1-28-75

EVALUATION OF FIRST-YEAR RESULTS
of
RAPE REDUCTION PROJECT
Grant Award No. 1159

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December 1974

The overall intent of the Rape Reduction Project (RRP) during its first year of operation was to increase the successful prosecution of rape offenders. To facilitate this goal, five elements designed to aid victims, improve the quality of evidence, and increase successful rape case prosecution were identified within the original grant proposal. These program elements were to include the following. First, the development of model procedures from the time of initial police report through trial. Second, the establishment of expanded advocacy services for rape victims. Third, the establishment of expanded medical capability for receiving, assisting and obtaining evidence from rape victims. Fourth, the establishment of a third party reporting service for rape victims. And fifth, to conduct an educational program which would familiarize rape victims with available services (See Rape Reduction Project final operational report for further details concerning program operation).

The goals of the first year of operation of RRP were "To effect a short range increase in the instances in which victims indicate a willingness to officially report and prosecute instances of rape and/or carnal knowledge." It was stated that the accomplishment of this goal would lead to the achievement of the primary goal, "To effect a long-range reduction in the incidents of reported rape and/or carnal knowledge offenses." As a result of discussions between the project coordinator and personnel of the Research & Evaluation

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staff of the Seattle Law and Justice Planning Office, the objectives identified within the original grant proposal were restated to more precisely reflect the intent of the program and to allow statistical verification. To the extent that the original objectives dealt with the accomplishment of specific tasks (e.g., to establish third party reporting procedures, to conduct educational campaigns, etc.), they are included in the project's final operational report.

The objectives upon which this evaluation is to be based are pre-post comparisons of the following:

1. To significantly increase the instances of reported rape /carnal knowledge cases to the Seattle Police Department.
2. To significantly increase the number of instances in which rape/carnal knowledge victims indicate a willingness to prosecute an identified offender.
3. To significantly increase the number of apprehensions of those suspected of rape/carnal knowledge.
4. To significantly increase the number of rape/carnal knowledge cases accepted for prosecution.
5. To significantly increase the number of persons convicted on rape/carnal knowledge charges.

Data to evaluate these objectives were obtained from three sources. These were the Seattle Police Department data processing unit (number of reported rape cases by month), the Seattle Police Department Sex and Morals Offenses unit case logbook (number of cases received, investigated and unfounded, cases referred to juvenile court or other jurisdictions, cases reclassified, exceptional clearances, and cases presented for prosecution), and the King County Prosecuting Attorney's Office (number of cases presented for prosecution, number actually filed as presented or on reduced charges, and dispositions of filed cases).

It should be noted at this time that the evaluation design for this project is not as strong as one would desire. In performing pre-post Rape Reduction Project comparisons without the benefit of equivalent data in which RRP efforts are not present, the research design is what Campbell & Stanley (1963) have called a "One-Group Pretest-Posttest Design". In such comparisons of pre-periods (September 1972 through August 1973) with the post-periods (September 1973 through August 1974) Campbell and Stanley identify three factors unrelated to treatment factors (project operation) which may be responsible for any observed change in the present report. The first factor, "history", refers to the effect of events occurring outside the control of the project which might produce change. For example, women's changed attitudes (if in fact they did change) about rape may have been caused by women's liberation groups, rather than RRP efforts, and led to increased reporting of rape incidents. Alternatively, an increase in reported rape cases may reflect an actual increase rather than an increased willingness to report such incidents. The second factor, maturation refers to changes that occur within individuals (in this case organizations, the Seattle Police Department and the Prosecuting Attorney's Office) as a function of time. It might be argued that even without RRP involvement, changes in procedures or allocation of time and effort would have occurred in response to the increased reporting of rape incidents. The third factor, "instrumentation", refers to changes occurring within the dependent variable measures themselves. If the defining characteristics of what constitutes an offense are changed, this will obviously influence comparison of these offenses prior and subsequent to such change. Similarly, if criteria for the filing of sexual offense charges are changed, this will effect the number or proportion of investigated cases that result in filing of charges. However,

there is little reason to believe that instrumentation may have been a factor in this particular study.

An additional problem in the present evaluation is the difficulty inherent in trying to assess which component of the program caused observed changes. For example, if one is considering an increase in the number of rape cases filed in Superior Court, who or what group of people are to be credited for this increase? It may be due to an increased willingness of the Prosecutor to file cases that are not as likely to result in a conviction. It may be the result of increased police investigation. It may be the result of increased victim willingness to report incidents and prosecute suspects. Or it may be due to the educational efforts, victim advocacy assistance, counseling, third party reporting, or other services provided through the Rape Reduction Project. At this time there is not an adequate data base to answer this question. Therefore the analyses reported will be directed toward determining whether or not the objectives were actually met without attempting to establish which element or agency within the process can be credited with the achievement.

The actual population corresponded to the target population in that the project efforts were directed toward potential and actual rape victims residing within the City of Seattle and the provision of aid and assistance in the processing of cases of victims reporting rape incidents.

RESULTS

Objective one was to significantly increase the instances of reported rape/carnal knowledge cases to the Seattle Police Department. Data to evaluate this objective were obtained from Seattle Police Department official reports of rape for the 12 months prior to and subsequent to RRP implementation (Beginning September 1, 1973). During the pre-period 273 rape cases

were reported while 327 were reporting in the post period. This 19.8% increase was statistically significant at the $p < .05$ level; or stated differently, this amount of increase would be expected on the basis of chance alone less than 5 out of 100 times.

The analysis upon which this conclusion was based (See table 1 for data) was a correlated t-test of the average number of monthly reported rape cases. When the number of rape cases for corresponding months (e.g., Sept. 1972 and Sept. 1973) are correlated, there is a significant relation between months ($r = .5821$, $p < .05$). When the monthly data is corrected for the number of days within each month (average number of rape reports per day within each month), this correlation is not appreciably changed ($r = .5398$, $p < .05$). The dependent t-test based on these correlated data was statistically significant ($t = 2.35$, 11 df, $p < .05$).

This result must be qualified on the basis of history. Since there is a comparison group lacking, there is no way of knowing if this increase of reported incidents is due to RRP efforts, the effect of other agencies, or an increase in the actual number of rape cases.

Objective two was to significantly increase the number of instances in which rape/carnal knowledge victims indicate a willingness to prosecute an identified offender. To determine if this objective was met, data were obtained from the Seattle Police Department Sex and Moral Offenses Unit log book. Since cases are logged at the date of receipt by the Unit rather than date of occurrence, there are some discrepancies between this and the SPD data processing figures for the pre and post period. Furthermore, investigation may show that reports of rape received by the morals unit may be either unfounded or not consistent with the legal definition of rape and/or referred to juvenile authorities or other jurisdictions.

This further increases the discrepancy between the number of cases initially reported to the Police Department and the number of valid and potentially prosecutable rape cases (See Table 2).

To evaluate this particular objective, it is necessary to first determine the number of cases in which the offender is actually known by the victim and second, to know the number of instances in which rape cases were referred to prosecution. The first requirement is the more difficult of the two. There may be some unknown number of victims who for various reasons decide to report the incident while not admitting they know the offender's identity. Unfortunately there is no practical means of deciding the extent to which this occurs and we must therefore restrict the analysis to those cases which the police have identified a suspect either on the basis of victim reporting and/or investigation. This number is identified in table 2 in the row entitled "known suspects" and consists of those cases exceptionally cleared or referred to prosecution. The number of instances in which victims refuse to prosecute known suspects is also listed in table 2 in the row entitled "Victim refuses prosecution".

During the pre period, 36% of the cases involving known suspects were exceptionally cleared because victims refused prosecution (33 out of 91 cases). In the post period, the corresponding percentage was 23% (24 out of 104). This decrease in refusal to prosecute or conversely, increased willingness to prosecute, was statistically significant ($\chi^2=4.079$, $p < .05$).

Although it is impossible to attribute this increased willingness to prosecute cases to any single cause because of the reasons cited in the introductory section, there is anecdotal information available (See Appendix A) which may be taken as suggestive of RRP impact. However these

data should not be taken as evidence for the program since there are neither comparative or baseline data available nor is there any way to determine the reliability, accuracy or validity of this information.

Objective three was to significantly increase the number of apprehensions of those suspected of rape/carnal knowledge. Of the 225 pre-period valid and prosecutable cases within the jurisdiction of the Seattle Police Department, 64 cases (28.4%) resulted in at least one suspect arrest. Of the corresponding 270 post-period cases, 73 (27.0%) resulted in at least one suspect apprehension. This difference was not statistically significant ($\chi^2=0.115, N.S.$).

However, this comparison is somewhat misleading in that it does not accurately represent the actual police activity during the two periods. During the preparation of this report it was discovered that the manner in which arrest data are recorded in the Sex and Moral Offenses Unit log book tends to overstate arrests occurring during the pre-period relative to those occurring in the post period. As arrests are made, they are logged on the same line as the original case entry without indicating the date of the arrest. When data were obtained from this log it was incorrectly interpreted to mean that for the cases logged during the pre-period the recorded arrests also occurred during the pre-period. In fact, some presently unknown number of arrests for pre-period cases actually occurred during the post period. This means that the pre-period number of arrests are based on Police Department efforts during the period September 1, 1972 through August 30, 1974 while post-period arrests are based on efforts during the period September 1, 1973 through August 30, 1974.

Data are presently being collected to remedy this problem and will be reported in the next progress report. The arrest data will be reported

in two ways; first, the number of arrests occurring within the same (pre or post) time period that the case was actually received; and two, the total number of rape suspect arrests that occurred during the two periods regardless of when the case was initially received.

Objective four was to significantly increase the number of rape/carnal knowledge cases accepted for prosecution. During the pre-period the King County Prosecutor's Office accepted, and filed as charged, 22 cases presented by the SPD Sex and Moral Offenses Unit. During the post-period the corresponding number was 44, twice that of the pre-period.

However, to determine if this is significant, we need to have a base figure for both the pre and post period. If the base figures were both 100, this would represent a large increase in the amount and quality of victim-provided information and/or police investigation. On the other hand, if the base figure was 100 for the pre-period and 200 for the post period, the corresponding doubling of filed cases would suggest that no additional efforts of victims or police had occurred. The reason for this short digression is that there are two possible sets of base figures against which case filings may be evaluated. The first set of figures are the number of cases which are valid and potentially prosecutable (225 pre and 270 post). The second set of figures are the number of cases presented by the Seattle Police Department Sex and Moral Offenses Unit to the Prosecutor's Office for prosecution (36 pre and 68 post).

If the increased filings are evaluated against the number of valid and prosecutable cases, there is a significant increase ($\chi^2=4.511, p < .05$) in cases filed as charged (9.8% pre, 16.3% post). However if these same filings are evaluated against the number of cases presented to prosecution by the SPD, there is a non-significant increase ($\chi^2=0.115, N.S.$) in cases

filed as charged (61.1% pre, 64.7% post). In terms of representing increased victim cooperation and police investigation, it would appear that the number of filings resulting from valid and potentially prosecutable cases is the more appropriate indicator of actual effort. Since this comparison resulted in a significant increase, objective four may be said to have been met.

Objective five was to significantly increase the number of persons convicted on rape/carnal knowledge charges. Complete data on case dispositions for cases filed during the post period were not available at the time this report was prepared. The reason for this is that there are a number of cases pending trial. Therefore no evaluation of objective five was possible. When these data are complete, they will be reported in the second-year progress/final reports.

CONCLUSIONS AND DISCUSSION

On the basis of the data analysis the three following conclusions may be stated. First there was a significant increase ($p < .05$) in the number of reported rape incidents during the post period. Second, over and above the significant increase in reported incidents, there was also a significant increase ($p < .05$) in victim willingness to prosecute cases in which there was a known suspect. And third, there was a significant increase ($p < .05$) in the number of cases accepted for prosecution. Because of certain data insufficiencies, it is not possible to determine if the number of suspects arrested or convicted increased significantly during the post period. This information will be reported at a later date.

Because of experimental design problems mentioned within the introductory section, definitive and conclusive remarks concerning the effects of the Rape Reduction Project upon reporting rates, victim willingness to

prosecute, and prosecutor acceptance of cases cannot be made at this time. However, with the appropriate qualifications that the observed change may have been due to history or maturational effects, it would appear that the Rape Reduction Project was successful in achieving its measurable objectives during its first year of operation.

An additional weakness of this present design and analysis is the inability to identify which of the various RRP activities, if any, are related to the observed changes. If it were possible to find a consistent relation between some RRP activity and the objective measures (e.g., number of hours of counseling and advocacy with the extent to which a case is processed through the system) it would provide two important bits of information. First and most directly, it would indicate the extent to which the various services provided by RRP are instrumental and beneficial to rape victims. Second and more importantly from an evaluative standpoint, it would tend to tie observed changes to actual RRP operation and at least partially invalidate the argument that such changes occurred despite, rather than because of, RRP efforts.

During the initial portion of the second year of RRP operation, the evaluation design and data collection will be reviewed and revised in such a manner that control and internal operation data may be obtained. If this data can be gathered during the second year, it is anticipated that the resultant final evaluation will be more conclusive and definitive in regard to the success (or its lack) of the Rape Reduction Project.

TABLE 1
OFFICIAL SEATTLE POLICE DEPARTMENT REPORTING OF RAPE INCIDENTS

	PRE-PERIOD 1972/1973	POST-PERIOD 1973/1974
SEPTEMBER	25	24
OCTOBER	33	29
NOVEMBER	29	33
DECEMBER	25	38
JANUARY	19	24
FEBRUARY	16	16
MARCH	19	26
APRIL	20	12
MAY	20	28
JUNE	15	25
JULY	29	37
AUGUST	23	35
TOTAL	<u>273</u>	<u>327</u>

TABLE 2
Total and revised number of rape cases processed by the Seattle Police Department Sex and Moral Unit and the King County Prosecutor's Office during the pre-and post-period.

Number of case dispositions	Time Period	
	Pre (Sept.'72-Aug.'73)	Post (Sept.'73-Aug.'74)
Seattle Police Department		
Total received	291	327
-Investigated & Unfounded	45	26
-Referred to juvenile court	3	9
-Reclassified as other offense	13	17
-Referred other jurisdiction	5	5
Valid & Prosecutable Rape cases	225	270
-Under investigation or inactive cases	134	177*
Known Suspects	91	104
-Exceptionally cleared	55	36
-Victim refuse prosecution	33	24
-Other	22	12
Referred to prosecution by SPD	36	68
King County Prosecutor's Office		
Cases received from SPD	36	68
-Filed, total	30	49
-Filed as charged	22	44
-Reduced charge	8	5
-Not filed	6	19

* Entry includes 11 cases that appear within other categories during this period

APPENDIX A

Anecdotal information relevant to Rape Relief Project's effort to increase victim prosecution.

The following series of incidents were reported by RRP staff and personnel as pertaining to efforts to increase victim prosecution of rape cases. These incidents are included in this report for descriptive purposes and should not be taken as conclusive or supportive evidence. They should be viewed as merely suggestive in that there are neither baseline or comparative data available nor is there any way to determine the reliability, accuracy, or validity of the information.

Harborview Hospital Unit:

1. Harborview saw 20 victims who subsequently reported to SPD and followed through on prosecution because of "the offer of advocacy". This information obtained from Harborview patient cards.
2. Harborview called SPD for victim who hadn't considered reporting or prosecuting in 2 cases.
3. Harborview received 2 calls from the prosecutor to assist with two victims who had decided to withdraw from prosecution. At that time, one case was set for trial, and one was set for preliminary hearing. Those cases went forward because of Harborview's assistance.
4. Harborview "victims" re-contacted Harborview for assistance in 2

APPENDIX A -- p. 2

instances in which case processing was deficient. In one case, an official police report was lost. In another case, the arrest warrant had been lost and the rapist continued to bother the victim.

5. In 15 cases, victims expressed a willingness to prosecute but the cases were terminated short of trial:

- a. Case declared unfound (2)
- b. Assailant apprehended and court revoked parole without trial (1)
- c. Prosecuted to preliminary hearing only (5)
- d. Prosecuted to plea of guilty (2)
- e. Case declared inactive (2)
- f. Prosecutor declined prosecution (3)

6. Harborview assisted victims in 11 trials who requested advocacy and support.

Willingness to prosecute: Rape Relief (RR)

1. RR received 2 calls from SPD patrol for assistance with victims who changed their minds about reporting and prosecuting after calling 911. Both cases stayed in the system.
2. RR received a call from a teenager whose step-parent was trying to persuade her to withdraw from prosecution. That case was prosecuted after RR contacted the parent.
3. RR received two calls from victims who were wary of dealing with the system alone. RR provided advocacy for these victims.
4. Morals detectives requested RR assistance when victim wanted

to withdraw from further investigation. RR efforts resulted in continued prosecution.

5. One victim called RR after becoming bewildered by delays resulting from a jurisdictional problem between two law enforcement agencies. RR aid enabled the victim to endure the problem and prosecution continued.

6. In three instances the Prosecutor's office requested RR assistance. RR efforts enabled three cases to go forward after these victims had initially decided to withdraw.

7. RR provided information about police and prosecution procedures to 126 victims who then indicated that they would prosecute.

REFERENCES

Campbell, D.T., and Stanley, J.C. Experimental and quasi-experimental designs for research. Chicago: Rand McNally, 1963.

END