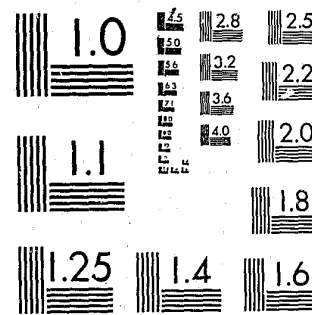


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U. S. Department of Justice
National Institute of Justice

NATIONAL EVALUATION PROGRAM

Phase I Report

Series A
Number 24

Assessment of Victim/Witness Assistance Projects

77490^{ca}

a publication of the National Institute of Justice

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Acting Director

NATIONAL EVALUATION PROGRAM Phase I Report

Assessment of Victim/Witness Assistance Projects

by
Roberta C. Cronin
Blair B. Bourque

May 1981

U.S. Department of Justice
National Institute of Justice

National Institute of Justice

Harry M. Bratt
Acting Director

This project was supported by Contract Number J-LEAA-020-78, awarded to the American Institutes for Research by the National Institute of Justice, U.S. Department of Justice, under the Omnibus Crime Control and Safe Streets Act of 1968, as amended. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice.

Acknowledgements

Our study depended on the contributions of many individuals across the country--from those hundreds who told us of projects in their jurisdictions, to project directors who completed our mail surveys and put up with our phone calls, to project staff and others inside and outside the criminal justice process who made our 20 site visits a success. This cooperation is clear evidence of the sincere concern for the fate of victims and witnesses we found everywhere.

We were assisted in our work by an Advisory Board of:

Leo F. Callahan, Chief
Fort Lauderdale (Florida) Police Department

A. Robert Denton, Executive Director
Furnace Street Mission Victim Assistance Program

John Dussich, Executive Director
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Lucy N. Friedman, Director
New York City Victim Services Agency

Victoria Jaycox, Director
Criminal Justice and the Elderly Program
National Council of Senior Citizens

Carl A. Vergari, District Attorney
Westchester County, New York

They have my sincere appreciation. I am also grateful to Jan Hulla, from the Office of Program Evaluation, National Institute of Justice, who contributed her valuable knowledge and experience of the National Evaluation Program at many opportune moments.

The list of AIR contributors is long. Core staff throughout most phases of effort were: Blair B. Bourque, Jeanine E. Byl, Connie Corley Saltz, Robert E. Krug, and Jane Schubert. In addition, D. Rigney Hill assisted with the design, Karol Kerns with mail survey analysis, Denise G. Peck with graphics, and Laura Z. Malakoff with the summary report and design proposal testing. I gratefully acknowledge their help.

Roberta C. Cronin
Project Director

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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. Over the last ten years, the movement appears to have gained momentum.

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., 1976; Black & Regenstreif Associates, 1977; Syvrud, 1967; 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, 1977), quitting their jobs (Midwest Research Institute, n.d.), or simply taking preventive measures against further victimization (Rifai, 1977).

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, surveys indicate that typical sources of dissatisfaction among a broader population of 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 Associates, 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 is constructed so that the needs of the victim and witness are not always 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 description of offenses and suspects. Yet victimization surveys of the last decade have illuminated the sizable dimensions of underreporting, even for serious crimes (U.S. Department of Justice, 1979). Police communication with and sympathy

to the victim/witness may be 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 exceeded 50 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). In addition to witness distaste for the system and discouragement with the inconvenience, poor communication between prosecutors and witnesses and inadequate notification may be responsible (Cannavale & Falcon, 1976). Many observers conclude that witness problems at the prosecution stage impair system effectiveness--the ability to win convictions--as well as efficiency.

The recognition that inhumane treatment of victims and witnesses occurs and may undermine criminal justice performance has prompted a variety of responses nationwide. In an effort to lessen victim losses, over half the states have passed victim compensation legislation and restitution is gaining popularity as a sentencing option. Special police or prosecution units trained to handle sexual assault cases have been instituted in many jurisdictions. Techniques for interviewing victims and for intervening in domestic conflicts have crept into many police training packages. With the impetus of the women's movement, rape crisis programs and shelters for battered women are becoming widespread.

One of the most direct responses has been a set of projects that go under the generic label of "victim/witness assistance." This label encompasses a wide range of local efforts which share a common set of assumptions: that victims and witnesses have been badly treated by the criminal justice

system, as well as by the criminal; that direct services are one solution to the problem; and that the criminal justice system as well as individual victims and witnesses will benefit from such services.

This report looks at the victim/witness assistance project: defined for our purposes as any local effort to deliver direct services to victims and/or witnesses of crime.* Several additional criteria help distinguish the universe under examination:

- Target population--Each project defines service to crime victims or witnesses as a primary function. To avoid duplicating other research, however, projects serving only child abuse victims, sexual assault victims, and/or battered women are excluded, as are projects providing only victim restitution and/or compensation services. Projects including these components or clients in combination with others have been retained. V/WA efforts focusing on the elderly have also been retained.
- Intervention strategies--All projects provide one or more *direct* services to victims/witnesses at the local level. Excluded under this criterion are: projects performing only technical assistance, planning, coordination, public information, or research functions; crime prevention projects lacking any special V/WA emphasis; and projects that provide only referral to other direct service providers.

In addition, three special cases were excluded: police family crisis intervention units, consumer fraud projects, and crime reporting hotlines.

*The use of the term "project" should be viewed as a shorthand reference, because many agencies do not define their victim/witness activities as projects. The term "victim/witness" is an abbreviation of the more cumbersome "victim and/or witness."

THE NEP PHASE I ASSESSMENT

This study is part of the National Institute of Justice's National Evaluation Program (NEP) and is known as a "Phase I assessment." The NEP was initiated to help provide practical information on the activities, costs, benefits, and limitations of selected programs to criminal justice planners and administrators at all levels of government.

The program employs a two-phased approach. The Phase I assessment concentrates on assembling and synthesizing what is currently known about the topic area and on suggesting approaches to further research. It relies heavily on existing data and on observation of operating projects. The decision to fund a more intensive Phase II effort is based on the results of the Phase I study, as well as considerations of cost, feasibility, and probable value to decision-makers.

All Phase I assessments employ a structured common methodology. Overall, there is an attempt to identify general models of intervention practice in the field and to use these models as a framework for assessing the current state of knowledge and for identifying ways of improving upon it. We used several methods to accomplish our study goals:

- A systematic search for all current victim/witness assistance efforts nationwide.
- A descriptive mail survey of the project universe, which attained an 81 percent response.
- Two- to three-day site visits to 20 projects.
- A systematic review of all project evaluations, published and unpublished, and other available documentation of intermediate and longer-term effects.

The overall study effort extended from October 1978 through May 1980. The bulk of the mail survey and site visit data were collected in the spring and early summer of 1979.*

This summary report presents an overview of the findings of the Phase I assessment of victim/witness assistance projects. Chapter II describes the resource levels, intervention strategies, and activity levels characteristic of V/WA efforts. Chapter III reviews the evidence on project impacts and outcomes. Conclusions and recommendations for further research are contained in the final chapter.

Other products of the study include:

National Evaluation Program Phase I Assessment of Victim/Witness Assistance Projects: Final Report, May 1980.

National Evaluation Program Phase I Assessment of Victim/Witness Assistance Projects: Site Reports, November 1979.

Both documents are available on loan from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850.

*A summary of study methodology is contained in Appendix A.

II. Victim/Witness Assistance Projects in Action

The Phase I assessment of victim/witness assistance projects identified a universe of 280 projects nationwide 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.

This chapter describes victim/witness assistance projects in operation. Findings are based primarily on field observation at 20 sites, supplemented by a mail survey of the known universe meeting our definitional criteria. Two hundred twenty-seven projects, or about 81 percent, responded to this survey.*

THREE MODELS OF VICTIM/WITNESS ASSISTANCE

Within the universe of victim-witness assistance projects, we observed and identified at least three different intervention models or styles, which we term:

Victim, or Type I projects;

Witness, or Type II projects;

Victim-Witness, or Type III projects.

*Analysis of limited data available for nonrespondents suggests that our mail survey data somewhat underrepresent small budget projects.

These types can be distinguished by differences in definition of target clientele, in primary point of intervention with victims or witnesses in the criminal justice process, and in service emphasis.

This typology is grounded primarily on *observation of project operations in the field*--their day-to-day activities in locating and serving clients. It is also consistent with the V/WA literature and with the data provided by mail survey respondents. Of the 20 projects visited, ten were classified as Type I, seven as Type II, and three as Type III. Of the 227 projects responding to the mail survey, 89 (39%) were classified as Type I, 107 (47%) as Type II, and 24 (11%) as Type III. Seven (3%) were not classified, because staff could not agree on a category.*

Table 1 summarizes several key characteristics of the three model types. Law enforcement agencies, community-based organizations,** and "other" sponsors (like city managers' offices, local human resource departments, or mental health centers) are almost exclusively involved in hosting victim projects. In contrast, prosecutors' offices dominate the witness and victim-witness assistance arena. The differences in sponsorship largely explain the systematic differences in jurisdiction served; most prosecutors' offices serve county or city-county combinations, while police agencies typically serve cities, and community-based organizations often serve portions of cities.

* See Appendix A for further discussion. Unclassifiable projects have been omitted from tables, leaving a maximum of 220 mail survey respondents for most analyses.

**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. Some observers would characterize these as "quasi-governmental" agencies.

TABLE 1
Distribution of Project Characteristics by Type

PROJECT CHARACTERISTICS	Victim %	Witness %	Victim-Witness %	All Types %
Host Agency	(N=89)	(N=107)	(N=24)	(N=220)
Police/Sheriff	28	1	0	12
Prosecutor	2	93	83	55
Community-Based Organization	38	4	8	18
Probation	5	1	8	3
Other ¹	27	2	0	12
Jurisdiction Served	(N=89)	(N=107)	(N=24)	(N=220)
City/Neighborhoods	50	6	8	24
County/City & County	37	79	88	63
Multi-County	3	11	4	7
Other	10	5	0	6
Starting Year	(N=89)	(N=105)	(N=24)	(N=217)
1974 or before	10	5	8	7
1975 -- 77	53	51	58	53
1978 or later	37	44	33	40
Primary Funding Source	(N=89)	(N=106)	(N=24)	(N=219)
LEAA ²	58	54	50	55
CETA ²	7	9	8	8
Other Federal	6	3	0	4
State	3	5	0	4
County	5	23	29	16
City	11	2	0	5
Foundations, Charitable Organizations, Contributions	7	2	4	4
Other	3	3	8	4
Original Funding Source ³	(N=64)	(N=78)	(N=19)	(N=161)
LEAA ²	59	56	74	60
CETA ²	9	17	5	12
Other Federal	5	1	0	2
State	2	3	0	2
County	2	17	16	11
City	5	0	5	2
Foundations, Charitable Organizations, Contributions	14	4	0	7
Other	5	3	0	3
Current Budget	(N=80)	(N=81)	(N=22)	(N=183)
Less than \$50,000	43	62	27	49
\$50,000--99,999	20	24	14	21
\$100,000--199,999	15	9	36	15
\$200,000 and over	23	6	23	15

¹ Includes projects operated by other units of local government and by hospitals, mental health centers, or universities.

² Includes 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.

³ Reported only for projects over one year old.

Witness projects as a group tend to be newer and have lower operating budgets than the other two types. Only 15 percent have budgets of \$100,000 or more, compared to 38 percent of victim projects and 59 percent of victim-witness projects. Victim-witness projects are much more likely to have started with LEAA support than the other two types, but they are less likely to be relying on LEAA for their current funding. Overall, LEAA is still the dominant funder of victim/witness assistance efforts: at least half of all three groups report LEAA as their primary source of support.

Table 2 provides an overview of the intervention strategies characteristic of the three types. These key dimensions are discussed below.

TABLE 2
Intervention Strategy: Three Project Types

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

The Victim Model

Victim projects have been influenced in both goals and strategies by early efforts to improve the lot of rape victims. At the broadest level, the goals of all V/WA projects are remarkably similar--nearly all express dual concerns with meeting the needs of victims or witnesses and improving system performance. In victim projects, however, a humanitarian emphasis on reducing the trauma of victimization and restoring the victim to his or her former state is paramount. Nearly all adopt the rhetoric of the victim or witness as "twice-victimized" (once by the criminal and the second time by the criminal justice system).

This primary concern for the victim translates into more specific objectives like increasing victim access to counseling and other financial and service resources; facilitating victim understanding of the LE/CJ process; producing greater LE/CJ responsiveness to victim needs; and educating the victim about future crime prevention. Victim projects usually claim secondary benefits for the criminal justice system, particularly the police department. They expect to save police the time and trouble involved in meeting victim needs, and to increase victim cooperation with police. More broadly, they hope to contribute to other desirable system outcomes like more successful prosecutions, more favorable citizen attitudes to the LE/CJ system, increased crime reporting, and crime prevention.

Target population. All Type I projects offer their services to crime victims (and often their families) whether or not an arrest has been made or is likely in the case. Projects typically focus on victims of sexual assault and

other person-to-person crime, or elderly victims. Twenty-four percent of Type I survey respondents reported that elderly victims were their most common client group, and it is likely that most of these are "elderly-only" projects.

Targeting is guided by conventional wisdom and by experience that elderly and violent crime victims are the ones most severely harmed by crime. We observed that screening criteria are flexible, however, and services are rarely denied to other victims referred by police or community agencies. Some projects also assist "non-victims"--accident victims, persons experiencing a mental health crisis, or destitute travelers. Policies vary concerning victims believed to have "precipitated" an offense (e.g., the bar-room brawl victim), but often such cases are given low priority.

Methods of client location. Most victim projects rely heavily on their contacts with police agencies to identify potential clients. Eighty-three percent of survey respondents routinely screen police crime reports to find clients; in the majority of cases, this is what triggers a victim contact. Over half (54%) also intervene at the crime scene, although only 15 percent designate this as their most common contact strategy. Typically, on-scene contacts are requested by the police officer at the crime scene or, in one case we observed, are initiated by staff who monitor the police radio. In projects with substantial emphasis on crime-scene intervention, next-day record screening is a back-up tool. Victim projects rely on a variety of other referral sources, including victims themselves, community organizations, the courts, and prosecutors. Rarely are these as important as the police department in finding target clients.

Service availability. Twenty-four-hour-a-day availability is maintained by about two-thirds of all victim projects. For the majority, this means staff are "on call," to be located by hotline, answering service, pager, or police radio. For some projects, calling out staff is a frequent, even daily, event; for others, it is a step taken only in exceptional cases.

Services provided. Client services for all project types were classified into five groups: emergency services, counseling services, police-related services, court services, and claims assistance (see Table 3).

In most Type I projects, the most frequently rendered service is counseling. It ranges from brief support and guidance concerning the criminal justice process, rendered by sympathetic non-professionals, to therapy with clinicians. The service mode that predominates is crisis intervention counseling (70% of projects) by trained professionals; referral to other agencies is suggested if more intensive therapy appears warranted. Thirty-seven percent of projects have a 24-hour telephone hotline, which serves primarily as a crisis intervention tool.

Victim projects make frequent referrals to other service agencies, and in some cases are equipped to assist directly with emergency needs. Modest financial aid, security repair, and shelter are typical emergency services offered or arranged. Other service activities performed frequently include assisting with victim compensation claims (62% of projects), escorting victims home or to the police department (62%), and checking police investigation status (66%). Type I projects will continue to assist victims throughout the court process if an arrest is made and prosecution is initiated. However, most projects find that only a small minority of victims require such assistance, because arrests are infrequent.

TABLE 3
Number and Proportion of Victim Projects Providing Services per Average Month

	Number of Clients Provided Each Direct Service per Month (N = 69–76)						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	%		
Emergency Services								
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%
Counseling								
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%
Police-Related Services								
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 Direct Services								
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%
Court-Related Services								
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%	—	—	8	11%
Escort service to court/ moral support	27	36%	41	55%	6	8%	6	8%
Employer intervention	50	68%	23	31%	1	1%	—	—
Victim/witness protection	67	89%	8	11%	—	—	11	15%

Another view of victim project effort is obtained by looking at the number of client contacts rather than at the services provided, as one contact can result in multiple services. Type I projects have relatively low client volume. For the 10 victim projects we observed, the average monthly volume of unduplicated clients is estimated at 135. For mail survey projects, the median number of total client contacts per month is 117, and the median number of face-to-face contacts is only 30.* Face-to-face and telephone contacts exceed those made by mail, reflecting the reliance of victim projects on personal attention in aiding their clients. Most victims see or talk with victim project staff only once or twice; however, some can require continuing assistance for weeks, months, or even years, especially if a case is being prosecuted.

Other activities. In addition to services to individual victims, over 90 percent of victim projects provide crime prevention information or other public education, and 58 percent offer training to police. Research, training for health professionals, and advocacy of victim/witness-oriented legislation are other common pursuits.

Project environment. Type I projects serve a variety of jurisdictions, most frequently city or county areas. About one in five projects serves a neighborhood. The population size in these jurisdictions ranges from 4,000 to 3,700,000 for mail survey projects. All but one of the observed projects operate in jurisdictions where there are rape crisis, domestic abuse, or prosecutor-based witness assistance programs. Perhaps surprisingly, there appears to be little duplication of services among these projects. The other consistent

*Projects less than one year old at the time of the survey were excluded from this analysis, based on our observation that client volume is generally low for new projects.

finding is that good working relationships with the police, prosecutors, and other LE/CJ officials are typical of victim projects--although, in most cases, the respect and support of the criminal justice community was won slowly.

The choice of host agency no doubt confers some differential advantages (and disadvantages) on victim projects. For example, police-based projects have easier initial access to records and to officers, while community-based organizations may enjoy greater trust from some citizens. Police projects are usually closer to police and court facilities, since they are allocated space within the department, but proximity did not appear problematic for any non-police projects we visited. Based on our observation, no agency type is intrinsically best suited to implementing victim projects.

The Witness Model

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. The broad goals are similar to those of victim projects, but witness assistance efforts place greater emphasis on system pay-offs such as increasing witness cooperation and saving time for system personnel. The services are generally oriented to reducing the time and money lost by witnesses in a criminal case and to improving the amount of information witnesses receive about both the process and the outcome of their cases. For victims who are witnesses, concerns often extend to acquiring restitution and/or compensation and easing the trauma of testifying; some projects try to build in a voice for the victim in disposition and sentencing. Projects also hope to minimize witness intimidation.

At the simplest level, the logic underlying witness project expectations 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 corresponding savings of police, prosecution, and court personnel time and an increase in conviction rates. At the same time, project staff, by managing notification and subpoena service tasks previously handled by prosecutors and/or police, will free costly personnel for other activities.

Witness project staff believe that in most cases the witness and the system want the same ultimate result--offender convictions. They generally claim that unwilling victims are rarely forced to prosecute, and are more apt to cite cases of system failure to prosecute in discussing victim-system conflicts.

Target population. Witness projects ordinarily focus their services around specific levels or types of court proceedings, such as felony proceedings, post-arraignment appearances, or Grand Jury hearings. In so doing, all witnesses required for prosecution of crimes at that stage are automatically provided or offered some level of service, if they can be located. Witnesses served include victims and non-victims, with witnesses in felony cases the most common recipients of aid. Seventy-two percent of survey respondents also include police officers in the service population.

Some projects do screen the general witness population for victims of sexual assault or other violent crime in order to offer them a more intensive level of service. In addition, many projects also provide modest services to referred victims who are not involved in the court or prosecution process, although they lack formal outreach procedures for such clients.

Methods of client location. Witness projects rely heavily on the courts and the prosecutor for obtaining clients. Project staff generally identify prospective witnesses by screening court dockets, subpoena lists, or prosecutor case files. If the project prepares subpoenas, assistant prosecutors may notify the project of all witnesses needed. To a lesser degree, witness projects also rely on referrals from police and other local agencies. Once a witness list is compiled, projects typically contact all identified witnesses by mail or phone with an offer of service. Notification of the witness' first scheduled appearance may be part of this initial contact. Key witnesses or those believed particularly traumatized frequently get more personal attention.

Service availability. After-hours coverage is less common for witness projects than for victim projects. Sixty percent of mail survey respondents have no on-call capability, with the remaining projects available after hours "when necessary" (30%), or by telephone only (9%). For projects we observed, after-hours response was requested only in rare emergencies. Twenty-four-hour telephone recordings of case schedules and continuances are maintained by some projects.

Services. Type II projects see their first job as getting the witness to court. Of the five groups of client service activities shown in Table 4, court services predominate. Almost 90 percent of the mail survey respondents provide notification of court schedules and of case dispositions. Mail notification followed up by reminder telephone calls for selected cases appears to be the most frequent notification method. The notification process also involves "calling off" witnesses when schedules change, to avert unnecessary trips to court. Many projects (68%) maintain a witness alert program--that is, the option to be summoned by telephone shortly before appearance in court is required. Other popular strategies for facilitating witness appearance include witness reception (76%) (sometimes in special lounges) and orientation to court procedures (86%).

TABLE 4
Number and Proportion of Witness 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	%		
Emergency Services								
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%
Counseling								
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%
Police-Related Services								
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 Direct Services								
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%
Court-Related Services								
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%

¹ For 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.

Most witness projects also offer a range of supplemental services to support witness appearances. Escort or transportation to court and some form of assistance in completing claims for witness fees are most common. For smaller numbers of witnesses, staff deal with fears or threats of intimidation (e.g., providing reassurance and requesting special police attention if necessary); intervene with employers to ensure that time off is given, possibly with pay; and assist with restitution compensation and insurance claims.

Projects may provide some police-related services as well, like checking on investigation status and facilitating property return. Witness projects do make referrals to other local services, although emergency and social service needs are less prevalent for their clientele than for victim project clients.

Witness projects have relatively high client volume--a median of 547 contacts per month for survey respondents and 375 unduplicated clients for the seven sites visited. Telephone and mail contacts are the most frequent; the median number of face-to-face contacts is 71.* Although these outnumber the face-to-face contacts of victim projects, personal contacts of Type II projects tend to be qualitatively different. The Type I contact can represent several hours of comforting a traumatized rape victim, while the Type II contact may be a handshake and a few words at the witness reception center. For court cases involving multiple appearances or schedule changes, witness projects will often have multiple contacts with each witness.

Other activities. About 75 percent of Type II projects engage in public education activities and about half are involved in lobbying for victim/witness-related legislation. Police training and prosecutor training are also offered by over 40 percent of survey respondents.

*Based on projects at least one year old at the time of the mail survey.

Project environment. Witness projects are almost invariably located in the courthouse complex--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 with changing court and prosecutorial schedules.

The jurisdictions served by witness projects range in population from 23,000 to 7,000,000. The social service referral agencies available to the projects we visited vary from three agencies to over 300. As was true of victim projects, many Type II projects co-exist with other victim/witness-oriented programs in their communities.

The Victim-Witness Model

Victim-witness projects combine components of both Type I and Type II projects. They are the least common variation, accounting for about 11 percent of survey respondents, perhaps because of the greater resource demands and the degree of cooperation required across both police and prosecutor agencies.

In many respects, Type III projects are similar to witness projects. Eighty-three percent of the mail survey Type III projects are hosted by prosecutors' offices. Unlike witness projects, however, Type III projects have formal client location procedures for victims who are not also witnesses and a formal policy including victims in their service population. Client location procedures include victim-oriented methods like police report screening and hotlines and witness-oriented methods like case schedule review and prosecutor referrals. In some projects, the victim and witness efforts are handled by separate staff units.

Victim-witness projects provide a combination of services characteristic of Type I and Type II projects. The average monthly service statistics in Table 5 reflect this dual emphasis. Most victim-witness projects provide counseling, claims assistance, and both police- and court-related services. A few provide emergency assistance as well. Some additional unique services such as the operation of a complaint room for victims were also observed during site visits. Average monthly client contacts made in delivering these services are fairly high, with total median monthly contacts at 477 and median face-to-face contacts at 81.*

All three projects we visited are located in courthouses 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 may be necessary to the survival of projects as large as those observed. Jurisdictions served by victim-witness projects surveyed range from 75,000 to 8,000,000 in population. The median population is 401,000, compared to 235,000 for victim projects and 268,500 for witness projects.

PROJECT COSTS

Precise analysis of project costs and resource levels could not be attempted with the limited data available. Using some crude indicators, however, we find there are definite differences across project types. These are summarized in Table 6. Median costs per client served are \$46 in victim projects, \$6 in witness projects, and \$8 in victim-witness projects. The figures are sufficient to substantiate a point obvious to on-site observers: victim projects are low-volume, higher-cost projects; witness projects are much higher volume, producing substantially lower costs per client. Victim-witness projects fall somewhere in the middle.

*Based on projects at least one year old at the time of the mail survey.

TABLE 5
Number and Proportion of Victim-Witness 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	%		
Emergency Services								
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%
Counseling								
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%
Police-Related Services								
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 Direct Services								
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%
Court-Related Services								
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	—	—	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%

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.

TABLE 6
Resource Levels for Mail Survey Projects by Type ¹

	Victim Projects	Witness Projects	Victim-Witness Projects
	N=57-68	N=60	N=18-20
Annual Budget			
Budget Range	\$2,000 to \$438,000	\$8,000 to \$469,000	\$11,000 to \$242,000
Median Budget	\$70,000	\$33,500	\$100,000
Per Capita Budget Range ²	\$.003 to \$7.13 ³	\$.004 to \$.81	\$.05 to \$.56
Median Per Capita Budget	\$.18	\$.13	\$.15
Staff	N=68	N=80	N=20
Range in Staff Size	Full-time 0-30 Part-time 0-31 Volunteer 0-120	Full-time 0-33 Part-time 0-9 Volunteer 0-81	Full-time 0-17 Part-time 0-4 Volunteer 0-40
Median Number of Full-Time Staff	3.3	2.0	4.5
Median Number of Part-Time Staff	0.4	0.2	0.4
Median Number of Volunteers	0.4	0.2	5.0
Percent of Projects Using Volunteers	44%	33%	80%
Estimated Monthly Volume of Face-to-Face Contacts	N=51-57	N=52-67	N=14-16
Range	0 to 300	0 to 5,000	8 to 1,800
Median	30	71	81
Cost per Face-to-Face Contact ⁴			
Range	\$7 to \$2,159	\$0 to \$400	\$5 to 1,104
Median	\$165	\$51	\$51
Estimated Monthly Volume of Total Contacts — Mail, Telephone, Face-to-Face	N=51-57	N=52-65	N=14-16
Range	22 to 690	10 to 5,950	75 to 3,800
Median	117	547	477
Cost per Contact ⁴			
Range	\$4 to \$720	\$1 to \$21	\$2 to \$141
Median	\$46	\$6	\$8

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

² Based on total population of jurisdiction served.

³ The 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.

⁴ Based on budgeted cost only, divided by estimated client volume. No adjustments have been made for varying overhead estimation procedures or any reporting anomalies.

The within-type variation is considerable, especially for Types I and III. For the sites we visited, characteristics of higher cost projects included:

- 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 providing many services directly rather than by referral;
- allocation of significant resources to non-client services such as re-search, training, public relations, and lobbying for statutory changes.

Victim-witness projects, which by definition are most comprehensive, have the highest median budgets and full-time staffing levels. They are followed by the victim group. Per capita budgets (based on population size of jurisdiction) do not differ very much across types--the medians are \$.15, \$.13, and \$.18 for Types I, II, and III respectively.

III. Victim/Witness Assistance Project Impacts: Are the Projects Successful?

To explore the question of project success, we relied primarily on a critical review of the written record concerning project outcomes and impacts. We reviewed all retrievable V/WA project evaluations and a considerable amount of other project-specific documentation obtained from project staff and State Planning Agencies. The growing literature on victim/witness assistance, as well as the hopes and expectations articulated for projects by V/WA staff, local decision-makers and others we interviewed, guided both our search for evidence and our organization of that evidence.*

THE VICTIM MODEL

We uncovered evaluative information relevant to the victim model for 19 projects, most of it produced by independent third-party evaluators. All of the formal studies we located appeared from 1977 through 1979. Only two efforts looked at multiple sites (Minnesota Department of Corrections, 1979; Bishop et al., 1979).

Consistent with the humanitarian concerns of victim projects, most research has focused on client benefits (e.g., Norris & Hansen, 1978; Goeke & Stretch, 1978a, 1978b; JGM Associates, 1978; Silbert et al., 1979). Only two evaluation efforts--one of the community-based York Street Center in Denver (Coates, 1979) and another of the Pima County Victim-Witness Advocate Program (Kraft et al., 1977; Stanford Research Institute, 1978)--have also attempted to capture project impacts on the criminal justice system.

*All evidence uncovered was referenced to flow diagrams representing the operational logic of victim and witness projects and their outcome and impact expectations. Methodological limitations were noted as part of the cataloguing procedure. Appendix B contains the flow diagrams for the victim and witness models, as well as summary evidence tables for each.

The main drawback of these studies is the lack of information on hard outcomes. Researchers have documented the number and kind of services clients receive, but few have quantified success in reducing victim trauma, restoring victims to their former state, or preventing revictimization. There are good reasons for this. Well-accepted techniques for measuring "trauma" are not yet available. Furthermore, assessing long-run project impacts, whether emotional or financial, would usually require more complex, better funded, and lengthier studies than we encountered. As a substitute, studies have used client satisfaction surveys and/or opinion surveys of personnel in local agencies to assess whether victim projects are helping clients. Poor response rates have been a problem, however, particularly when researchers have relied on mail surveys (Silbert et al., 1979; Summit County Criminal Justice Commission, n.d.)*

Another generic problem of victim project evaluations is the lack of good comparison groups of victims who have not been exposed to program services. Projects typically target either entire jurisdictions or neighborhoods with unique crime problems or populations. In one study, researchers were forced to use a comparison population that included many non-victims (Reich, Mowen, & Mowen, 1978). In other studies, the members of the comparison group were likely to have suffered less serious victimization than project clients (work in progress in Tampa, Florida) or to represent less "difficult" cases for police (Stanford Research Institute, 1978). Most evaluations have done without comparison groups.

Given these caveats and qualifications, what can be said about the state of knowledge concerning victim projects? We begin with the benefits to victims--the predominant concern of most of our interviewees--and then turn to the evidence for impacts on the system.

*There appear to be multiple reasons for this, including minimal follow-ups to nonrespondents in some surveys, inability to locate victims served weeks or months earlier, outright refusals, and client failure to recall receipt of service.

Victim Benefits

The most obvious conclusion to be drawn from the evidence to date is that *most clients like victim projects and will report that the services have been helpful*. Observers from criminal justice and social service agencies tend to concur in this assessment. Thus, if self-reports are taken at face value, the victim is helped. And *certainly many victims do receive services which are "goods" in themselves*--our mail survey data and our on-site observation clearly confirm this. The proportion who would have obtained services on their own is unknown, however, although an earlier survey indicates that victims are often unaware of public services that might help (Doerner et al., 1976). The limited data also hint that projects can increase the quantity and quality of state compensation claims filed.

For other client benefits attributed to victim projects, we have little systematic evidence. These benefits include increased police sensitivity to victim needs, increased victim understanding of the criminal justice process, and decreased revictimization. Most strikingly, *no studies have yet examined whether project clients suffer less trauma, either in the short or long run, than victims who go without help*. Yet this is a core motivation for nearly all victim projects.

System Benefits

Benefits to the police department are the system impacts most frequently attributed to victim projects--especially those which emphasize on-scene crisis intervention. Only one study analyzed and compared police records of time at the scene for project-assisted and unassisted calls. It

indicated no significant differences (Stanford Research Institute, 1978), but had limitations which may well have obscured real impacts. Otherwise, the case for time savings rests mostly on favorable police survey data at four sites (Minnesota Department of Corrections, 1979; Reich et al., 1978) and evidence of some project success in diverting domestic disturbance calls at another (Coates, 1979). We observed during site visits that project staff sometimes transport victims to line-ups and perform other follow-up tasks that officers might have done in their absence, but systematic evidence concerning these system benefits is not reported in the literature.

Overall, *the available bits and pieces of evidence suggest that victim projects can save time for the police.* Project staff and police interviewees at visited sites were nearly unanimous in believing that such direct benefits--although probably of modest magnitude--accrue to police departments.

Other expected system effects of victim projects include increased victim satisfaction and better cooperation with police/prosecution, which are in turn assumed to produce better "word-of-mouth" for the system, increased crime reporting, and increased convictions. Unlike the impacts and outcomes discussed earlier, *the limited research findings on these outcomes do not confirm the victim model's expectations.* Clients apparently are not markedly more satisfied with the system, more "willing" to cooperate, or more likely to report crime (Reich et al., 1978; San Mateo County Probation Department, 1978; Coates, 1979). Because most victims are never asked to cooperate in the prosecution of a case, investigators have not been able to establish actual increases in cooperation or changes in conviction rates.

Kraft, Drake, and Ivy (1977), have argued persuasively that expectations of significant increases in future crime reporting and increased cooperation with prosecutors were unrealistic for the program they evaluated in Pima County, Arizona. This seems to be true for most victim projects. The volume of arrests in victim cases is small everywhere, at best allowing for weak effects on prosecution success. The literature on the determinants of crime reporting (e.g., Schneider et al., 1976; U.S. Department of Justice, 1979) also gives reason for pessimism about the ability of victim projects to promote increases in reporting rates.

THE WITNESS MODEL

Overall, we uncovered evidence from 27 sites concerning the outcomes and impacts of witness projects or components. The most comprehensive and reliable findings come from formal project evaluations. The Vera Institute of Justice efforts (1975, 1976a, 1976b, 1979) to examine its Brooklyn-based Victim/Witness Assistance Program, now continuing under the successor Victim Services Agency (1979a, 1979b), must be considered the pioneering work in the field. The Evaluation/Policy Research Associates-Price Waterhouse (1979) evaluation of Milwaukee's Project Turnaround is also distinguished for its comprehensiveness; and it, too, has spanned several years of project effort.

Several smaller formal evaluations have also contributed to the witness assistance knowledge base (e.g., Henderson, n.d.; Prince George's County Criminal Justice Evaluation Unit, 1979; Stanford Research Institute, 1978), and a number of less systematic attempts at impact assessment by planning agencies or by projects themselves appear in project files and reports. Only one study examined more than one site--the Arthur D. Little evaluation (1977) of the National District Attorneys Association Commission on Victim/Witness Assistance demonstration.

Knowledge about the outcomes and impacts of witness projects is considerably greater than for their victim assistance counterparts. As in the case of victim projects, surveys of criminal justice personnel and client satisfaction with program performance have been used to assess whether projects do a good job of helping clients (e.g., Barabas, 1977; Arthur D. Little, 1977; Swasy, 1976; Vera Institute of Justice, 1976a). But these surveys have often been supplemented with more objective measurements of presumed witness benefits. These include, for example, study of actual reductions in complainant waiting time (EPRA, 1979), observation of court personnel interactions with witnesses (Victim Services Agency, 1979b), and analysis of records of compensation or restitution claims and awards (Wayne County Prosecutor's Office, 1979; EPRA, 1979).

In addition, several researchers have managed to use comparison groups or longitudinal designs, particularly to examine the system impacts of witness assistance efforts. Thus, baseline data on witness appearances have been collected before introduction of new notification services (e.g., Vera Institute of Justice, 1975, 1976b), or services have been delivered in some courts or to some groups of witnesses and not others (e.g., Junior League, 1979; Henderson, n.d.). Similar techniques have been applied for examining the impacts of changes in procedures for serving subpoenas (Arthur D. Little, 1977), in notifying prosecutors of witness problems (Vera Institute of Justice, 1979), and in notifying police of schedule changes (EPRA, 1979). These designs have limitations--witnesses may not be randomly assigned to alternative treatments or baseline observations may be made for only a single point in time--but they generally allow greater confidence in the results than could be justified for the victim evaluation research.

In part, the greater advances in witness assistance evaluation are attributable to the greater ease of measuring many of the relevant outcomes. Witness appearances and case dispositions are easy to observe and count, unlike degree of "victim trauma." Witness project evaluators also have other advantages--larger numbers of cases to work with and outcomes (e.g., appearance rates) which are measurable soon after the intervention.

We now turn to the evidence of witness model success, again considering benefits to clients first.

Witness Benefits

Witness projects emphasize many tangible benefits for their clients--averting or reimbursing the financial losses from victimization and minimizing the time and money losses caused by participation in the prosecution process. There is currently considerable evidence that *witness projects are reducing unnecessary lay witness appearances and waiting time*, through improved notification procedures, telephone alert, and better case scheduling practices (e.g., Arthur D. Little, 1977; Vera Institute of Justice, 1976b; EPRA, 1979; Stanford Research Institute, 1978). The evidence has some limitations, but given the haphazard notification procedures most project jurisdictions endured previously, it seems extremely likely that some improvement has occurred. Some projects also have made various "one-time" procedural changes that save witness time, such as requiring fewer witnesses at some of the early court proceedings (EPRA, 1979).

In addition to saving witness time--which may avert lost wages, transportation, and other expenses--*witness projects, like victim projects, deliver many services which are "goods" in themselves*. These include transportation, child care, and orientation to the prosecution process. The proportion

of witnesses who would have secured similar assistance on their own or would not have appeared in court without this help, has not been systematically examined. In a multiple-site survey of prosecutors, however, services like child care and transportation were ranked as less useful to witnesses than the witness counseling and notification activities (Arthur D. Little, 1977).

To date, *evidence of success in securing financial recompense or property return for victims and witnesses is limited*. Some projects are increasing the quantity and quality of restitution orders and compensation claims, but documentation of improvements in dollar recovery or processing speed is scant (EPRA, 1979; Wayne County Prosecutor's Office, 1979; Victim Services Agency, 1979a). One study has documented improvements in pre-trial property return, but found no progress on the witness fee front (EPRA, 1979). No one has examined increases in employer payment for witness court time. Success in achieving various forms of financial reimbursement or property return is often dependent on administrative systems beyond project control, and these vary from one jurisdiction to another.

For less tangible client benefits such as alleviating trauma, reducing intimidation, or increasing involvement in or understanding of disposition and sentencing, there is only scattered evidence, usually from single sites. The evidence is generally supportive, but nearly as limited as for victim assistance efforts.

As we noted for the victim model, it is apparent that *clients like the projects and rate them as helpful* (e.g., EPRA, 1979; San Mateo County Probation Department, 1978; Barabas, 1977; Vera Institute of Justice, 1976a; Swasy, 1976;

Prince George's County Criminal Justice Evaluation Unit, 1979). Prosecutors also view many project efforts as useful to victims and believe that victims and witnesses are now treated with greater sensitivity by criminal justice personnel (Arthur D. Little, 1977).

System Benefits

Improving witness appearance rates, saving LE/CJ personnel time, and otherwise making the prosecution process more efficient and effective are prime motivations for starting and sustaining witness projects. From the evidence available, it appears that *projects are paying off for the system, although not always as dramatically as some proponents had hoped*.

The evidence so far provides the following support for the witness model assumptions:

1. *Prosecutors clearly believe witness assistance efforts save their own time and produce more cooperative witnesses* (e.g., Arthur D. Little, 1977; Barabas, 1977; EPRA, 1979). Although actual time studies have not been done, our direct observation confirms that project staff are performing tasks, especially notification, formerly handled by prosecutors. Savings of prosecutor time represent resources freed for alternative uses rather than direct cost savings for the system (EPRA, 1979; Victim Services Agency, 1979a; Arthur D. Little, 1977).

2. Three studies show that *projects have produced some absolute improvements in witness appearance rates* (Vera Institute of Justice, 1976b; Henderson, n.d.; Wayne County Prosecutor's Office, 1979). Although not always statistically significant, all changes are in the desired direction and of

similar magnitude (about 10-15 percent higher than comparison groups). There are conflicts, however, which the limited evidence cannot yet resolve. One study reports that most project impact occurs at first appearance, with the experimental group appearance rate equalling that of comparison groups for later appearances (Vera Institute of Justice, 1976b). Another study, with a slightly different methodology, reports that experimental group witnesses appear more frequently than the comparison group in cases of all ages (Henderson, n.d.); the improvement in appearance rates is actually greater with the older cases.

3. *Police witness time can be substantially reduced by improved police notification procedures* (EPRA, 1979; Arthur D. Little, 1977; Stanford Research Institute, 1978; Victim Services Agency, 1979a). This can represent considerable cost savings to the system because police witnesses are involved in almost every case and police time is expensive. Most savings are indirect, meaning time is freed for other activities. Some reduction in police overtime costs may also occur. Changes in the subpoena service system, usually involving a change from personal service to mail service and/or telephone alert, are also time-savers for police, and do not appear to be less effective in producing witness appearances (EPRA, 1979; Arthur D. Little, 1977; Broward County Board of Commissioners, 1978; Victim Services Agency, 1979a; Vera Institute of Justice, 1976b).

4. Some evidence indicates that receipt of project services, primarily notification, may be associated with higher rates of witness satisfaction with the criminal justice system (Prince George's County Criminal Justice Evaluation Unit, 1979; National District Attorneys Association, 1976).

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 case dismissal have shifted slightly; i.e., fewer cases are now dismissed because of witness "no-show." *But most attempts to examine the impact of project services on overall dismissal rates have found little or no change* (Vera Institute of Justice, 1976b; EPRA, 1979; Henderson, n.d.; Junior League, 1979; Broward County Board of Commissioners, 1978), despite prosecutors' belief to the contrary. Increases in suspect convictions or increased speed of court processing attributable to project efforts also look marginal at best from the available data.* Limited evidence shows no major impact on witness intent to cooperate in the future (EPRA, 1979; Prince George's County Criminal Justice Evaluation Unit, 1979).

THE VICTIM-WITNESS MODEL

We encountered a few findings from victim-witness projects which could not be fit into either the victim or witness models (Black & Regenstreif Associates, 1977; Schneider & Reiter, 1976; San Mateo County Probation Department, 1978; Kraft et al., 1977; Stanford Research Institute, 1978). All involved surveys where it was difficult to distinguish whether the respondent had encountered victim assistance components of the project, witness assistance components, or both. These surveys, too, find victims and witnesses are generally satisfied with the services received, but report little evidence that receipt of services significantly affected attitudes to the criminal justice system or willingness to cooperate in the future.

*The exception is one recent study that looked at the effect of systematically providing prosecutors with information about witness cooperativeness or availability in selected cases (Vera Institute of Justice, 1979). Distinct differences in case disposition were observed; e.g., in cases where prosecutors were notified that a witness was noncooperative, significantly fewer dismissals resulted and more guilty pleas were taken.

No evidence was available in the literature to assess the liabilities or assets of linking victim assistance with witness assistance efforts. However, combined victim/witness assistance efforts appear to be flourishing. Of the three types, they tend to be the largest projects with the highest client volume. They also are more likely to be institutionalized. All four victim/witness projects identified in a 1976 inventory (Stein, 1977) are still in existence, compared with only two-thirds of the victim projects and 88 percent of the witness projects.*

A FINAL NOTE ABOUT IMPACTS

Nearly all projects, of whatever type, hope to sensitize criminal justice personnel, local social service and health professionals, and the public to the needs and problems of victims and witnesses. Although researchers have not systematically tackled this sort of impact, our field visits and anecdotal information suggest that changes are occurring in many locations. V/WA projects are not the only change agents, but it is likely they have made a contribution--through serving individual clients and through their training, public education, and broader advocacy activities.

*The Stein report identified 72 V/WA projects, of which 52 fit criteria for our study population. We classified each of the 52 by type, according to our definitions. Of the 52, 11 were defunct and two others had shifted from Type II to Type III by 1979.

IV. Conclusions

This research has assembled a cross-sectional view of the current state of local victim/witness assistance practice nationwide and of the evidence concerning the longer-run expectations for such activities. Several conclusions have emerged from this effort.

- *Local victim/witness assistance efforts are now widespread, some focusing on victim services, some on witness services, and a smaller proportion combining the two emphases.*

At least 280 local victim/witness assistance efforts which met criteria for the study were identified throughout the United States. Within this universe, we observed and identified at least three different intervention models or styles, termed the victim, witness, and victim-witness models. In all, 89 (39%) survey respondents were identified as victim projects, 107 (47%) as witness projects, and 24 (11%) as victim-witness projects.*

Judged from their day-to-day activities, these projects generally serve a positive function:

- *Most victim/witness assistance projects are delivering the services expected of them--and are pleasing their clients and other observers in the process.*

Most 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

*Three percent were unclassifiable because of missing or conflicting information.

victims and witnesses which can be considered "goods" in themselves, whether or not 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. Resource constraints and the local political climate set some limits on project operations, of course, but many projects have staff quite adept at manipulating both.

In all project types, typically only a few core services are routinely delivered to the bulk of clients, with a number of other kinds of help available on an *ad hoc* basis. Apparently, most people do not need or want the full range of services. A small minority of clients may require considerable staff attention and assistance, however. In general, costs per client served are considerably higher in victim projects than in witness or victim-witness projects, as one would expect from the greater emphasis on face-to-face assistance and the lower client volume of victim projects.

Turning from immediate performance to the longer-run expectations for V/WA project efforts, we confront a mixed picture:

- *Concerning project benefits to victim or witness clients, we simply lack information beyond the evidence of client and observer satisfaction. There is one important exception: Time savings for witnesses, although not precisely quantifiable, appear to be an established benefit of witness projects or components.*

But in other respects, the merit of local victim or witness assistance efforts for the individuals served 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 project assistance?

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 say which project types, sponsors, or service components produce the greatest client benefits--despite our conviction that this information would be exceedingly useful to decision-makers. For example, maintaining an active capability for on-the-scene, round-the-clock crisis intervention involves a considerable resource investment. Does it produce better results for victims than a project that concentrates on next-day follow-up?

In the realm of project impacts on the criminal justice system, the information gaps are less absolute:

- *For victim projects and components, modest system benefits--like time savings for police--appear plausible, but are not very well substantiated so far; lack of evidence is the major problem.*

- For witness projects or components, however, there is substantial confirmation that improved witness notification and management services do save time for system personnel, especially prosecutors and police, and very modestly improve witness appearance rates.

The range of system cost savings associated with these effects cannot be determined from available data. However, most savings are likely to be "indirect": freeing system resources for other use, rather than producing reduced agency budgets. Unfortunately, the current evidence does not shed much light on several other significant questions about witness project impacts on the system:

What is producing the improvements in witness appearance rates? Should a project invest considerable resources in support services like transportation and employer intervention or are good notification services enough?

Should projects be lodged in the prosecutor's office (as most are), or elsewhere?

What are the preconditions and facilitators of success? Obviously, having an "enlightened" supportive prosecutor is important, but what characteristics of the court system are important, for example?

What is the range of dollar savings, direct or indirect, that can be expected?

There are not enough quantitative and comparative data to confidently formulate any replies.

Expectations for a number of other system benefits from victim/witness assistance projects are challenged by the limited evidence.

- Efforts to document changes in dismissal rates, processing speed, and conviction rates, as well as victim/witness attitudes and predispositions to report crime or cooperate in prosecution, have been largely unsuccessful.

Based on this limited evidence, we think it probable that effects of V/WA in this area are fairly weak--they may be present in some cases, but not often enough to detect through typical evaluation designs. Many events or conditions 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 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.

Weak effects also are probable in the witness assistance area. If a 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 effects, the harder it becomes to find statistically and/or practically significant changes.

FURTHER RESEARCH

Several directions for further research make sense in light of the current evidence and its limitations.

Victim Assistance

In the victim assistance arena, three areas deserve particular attention:

1. *The extent to which victim assistance efforts can alleviate victim trauma and avert more serious long-term damage.* This is a challenging research problem, because sensitive measures of trauma and trauma reduction must be developed or adapted for use with victim populations outside clinical settings. To the extent that preventing or alleviating harm to victims is a core motivation for much of the victim assistance movement, such research is not only academically interesting, but potentially useful for targeting intensive services to high risk clients. The results would serve a broad audience of human service, health, and mental health professionals, as well as victim assistance and criminal justice personnel.

2. *The benefits accruing to police agencies which cooperate with victim projects.* Again, this largely involves developing and testing new and better measures of savings in police time and, perhaps, improvements in victim cooperation, because the favorable evidence so far comes only from police opinion surveys. While the presumed system impacts are rarely the primary reason for establishing victim projects, better documentation in this area might assist projects in gaining essential police cooperation at the outset and in garnering support for institutionalization later on.

3. *A comparison of the client and police benefits of two victim service variations: services with an on-scene crisis intervention component and services without on-scene intervention.* In the on-scene intervention approach, the program views immediate response to the crime scene as the preferred contact method for most clients. Police report screening with next-day contact is a back-up, even though clients contacted in this manner usually outnumber on-scene contacts. The on-scene variation costs more in staff and equipment than the report-screening variation, and as a result, it is less commonly implemented. However, it is generally considered "better" for clients and police. Evaluative information on how much better (and under what circumstances) would be useful to planners and to project staff in their resource allocation decisions.

The work of developing new measures of client and police impacts can begin without new evaluation efforts. Ideally, however, some or all of these areas could be examined within the context of a single site evaluation. Two or more matched districts could be selected within a given police jurisdiction, with at least one area to receive full victim services including crisis intervention, and another to serve as a "control." If possible, a third area would receive services without the on-scene intervention component. To fully address project effects on victim trauma, a panel study of victims in each area would be advisable. Given sufficient resources, the single site design could be implemented in additional jurisdictions which vary in population size and composition, characteristics of police and host agencies, availability of health and social services, and/or crime patterns. Other than cost, the most serious obstacle to such a plan is finding suitable jurisdictions. If existing projects are unable or unwilling to adapt to the design requirements, funding new demonstrations would be required.

Witness Assistance

Follow-up research on witness projects or components can proceed from a better knowledge base than work in the victim assistance area. We are reasonably confident that projects are saving time for private citizens and for criminal justice personnel and that modest improvements in witness appearance rates can be achieved. What is not known is the magnitude of effects to be expected under different system or project conditions.

Useful research would include:

1. *Comparison of impacts of projects providing primarily witness notification services with those making additional investments in "soft services" such as appearance support, counseling, and follow-up.* Witness notification is a core service for almost every 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? Such comparisons might be achieved through systematically varying client services within a given jurisdiction, or locating jurisdictions that provide different services levels, but have similar demographic, prosecutorial, and caseload characteristics.

2. *Comparison of impacts of similar witness assistance strategies under different criminal justice system conditions or with different target populations.* Are jurisdiction size or prosecutor caseload related to magnitude of time savings or improvements in witness appearance rates? How does the prosecutor's system for assignment of cases to staff affect the range of effects? Under a vertical system, the same prosecutor follows a case throughout its course, while in a horizontal system, a sequence of different prosecutors may handle the case at different stages of proceedings. Witness projects may have greater room for impact under the horizontal

system. Finally, is witness assistance more effective in improving appearance rates with some types of witnesses than others? For example, most projects are focusing primarily on felony witnesses. It would be useful to know whether extending services to misdemeanor witnesses promises equivalent benefits both to clients and system.

Key witness project impacts like improved appearance rates and time savings have the advantage of being measurable without longitudinal case tracking. The comparisons suggested above could be achieved through a short-term, cross-sectional study of projects in multiple locations. The study could also build in comparisons with "control" jurisdictions. Tracking project examine effects on dispositions, on processing speed, and on restitution and compensation awards to victims would be more costly, and in the case of longer term system effects, perhaps ultimately disappointing. Designing the cross-sectional study to permit a follow-up of case cohorts, only if the short-term results warrant it, would be preferable.

Low-Cost Research Options

The above proposals are all relatively costly. There are some other, lower-cost research options which deserve consideration.

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. Victim projects cannot go much beyond process measures in their management information systems, but this is much less true of the witness model projects or components. The

impetus for uniform data collection and reporting could come from a variety of sources, including state or national associations of victim/witness assistance projects and/or funding agencies.

2. A multiple site process evaluation of 10-12 projects representing three victim/witness assistance models could be implemented, addressing a few key questions: 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 constitute the key benefit of this study. 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 totally new record-keeping systems for participating projects.

3. A third option is to conduct a longitudinal study of the institutionalization experience of local victim/witness efforts. If projects do not survive, do they leave a residue in the form of procedural changes, new training programs, or the like? If they do survive, what happens to their budgets and organizations and why? Two low-cost efforts would be useful and interesting in this context: a retrospective study of defunct projects, for purposes of determining characteristics of projects, funding history, and extent to which any residue of project interventions remain; and development and implementation of a simple monitoring system for checking annually on the fate and funding levels of projects now in existence.

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Appendix A:

Methods

Appendix A

METHODS

Data collection for the Phase I assessment of victim/witness assistance projects began in October 1978. One of the first study objectives was to identify the potential universe of projects. To prepare our initial list, we consulted representatives of a variety of national organizations, recent publications and directories, and computer listings of LEAA block and discretionary grant awards. To ensure comprehensive coverage of new projects and V/WA efforts without Federal funding, we also undertook a post card survey of 1,799 people including: heads of criminal justice state planning agencies, regional planning units, and coordinating councils; members of the National Organization of Victim Assistance (NOVA); all prosecutors and police chiefs in jurisdictions over 50,000; and a sample of prosecutors and police chiefs in smaller jurisdictions. All sources, including the 508 post cards returned, yielded an initial list of over 480 projects.

Next, we sought brief descriptions of these projects from library materials, from state planning agencies, and from the projects themselves. Documentation review and telephone calls screened out projects which were duplicates, defunct, nonexistent, or outside our working definition of a V/WA effort. When there was any doubt about a project's appropriateness for the universe, it was retained. The result of this screening, completed in November 1978, was a much smaller roster of 256 projects.

The roster expanded and contracted several times thereafter, as more and better information was acquired. It ultimately reached 280 projects as of June 1979. All site visit selection, however, was made from the original group of 256.

On-Site Visits

To select projects for site visits, we utilized a purposive procedure. We deemed random sampling inappropriate to our relatively small and rather diverse universe of projects. Criteria for site selection included: 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. The latter tended to be extremely diverse and had some unique service delivery features. Twenty sites, shown in Table A.1, were visited.

Two- to three-day visits were conducted at each site. In every location, the project director and other key staff were interviewed, as were the host agency head, the police chief, and the prosecuting attorney or the designees of those officials. Representatives of primary referral sources or recipients were always interviewed as well. Beyond that, there was considerable variability across sites; but in all, close to 200 individual interviews were conducted. All interviewing was relatively unstructured; staff used interview guides and outlines to ensure adequate uniformity of data across sites.

Staff also examined sample records and obtained available reports on project activities. Staff were required to develop flow charts of project operations and objectives and to prepare a summary report following the visit. This data collection strategy was pretested in three sites and refined prior to completing the remaining 17 visits. Staff worked in pairs on the pretest visits, alone on the remaining site visits. Visits were conducted from March through May 1979.

The Mail Survey

The mail survey was designed to elicit descriptive information about each project's service components, population, funding history, and staffing pattern. The primary aim was to supplement and amplify the findings of on-site observation. The survey instrument was first pretested on a "walk-through" basis at three projects, and then pretested by mail at nine others.

In April 1979, after the final instrument received OMB approval, the mail survey was sent to 318 projects. A reminder post card was sent to non-respondents; and later, projects which still had not responded were telephoned. A total of 237 responses was received, for an overall response rate of 75 percent. Review of survey responses and information elicited in telephone contacts determined that several respondents did not meet our criteria for the V/W assistance universe. The total base was, therefore, reduced to 280, with 228 (or 81%) valid responses. Staff processed all but one response in time to be included in the survey data analysis.

Limited data were available in our files for 36 of the non-respondents to our survey. Comparisons with mail survey respondents showed that respondents and non-respondents

TABLE A.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

serve similar types of jurisdictions and have similar host agencies. Non-respondents differ, however, in that they are slightly younger and have somewhat smaller budgets. Because of the high response rate overall, we do not believe these differences substantially bias our findings.

Model Development

A primary goal of the NEP Phase I approach is to arrive at a model or models which can adequately represent the family of projects under scrutiny. In addition to helping us better understand V/W assistance projects, these models act as a guide to evaluation design.

This report is organized around the notion that there are two main models (plus a third hybrid). The notion of three model types was developed from our on-site experience; staff agreed completely on the classification of the 20 sites visited. 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.

Several caveats and qualifications are in order concerning the typology. First, the site visits did overrepresent larger projects, although in other respects we strove to include diverse approaches and project settings. It is possible, however, that biases in site selection affected the resultant typology. Second, a typology based on operating strategies seemed most appropriate for describing projects and evaluating their successes in terms useful to criminal justice decision-makers. For other purposes, alternative classification schemes might be preferred.

Finally, a different or more complex typology might have emerged if programs for sexual assault victims, victims of child abuse, or other programs excluded under our criteria also had been examined. McDonald (1976) discusses a "victim advocacy" type, for example. We encountered no projects during our site visits in which advocacy was the dominant emphasis, although advocacy was often one dimension of activity. Had our scope of inquiry included sexual assault and/or family violence programs, a fourth model might have been required. A few mail survey projects we classified as Type I also suggested a stronger advocacy thrust than we saw in the field.

Although the mail survey was not designed for the purpose of confirming these models, we found that the mail survey responses could be used to classify projects and that the three types could be reliably distinguished. Two staff

members independently classified the 227 mail survey projects as Type I, Type II, or Type III. Raters agreed on 93 percent of all projects. 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, seven (3%) were not classified because of missing or conflicting information.

Appendix B:
Summary of Evaluation Findings

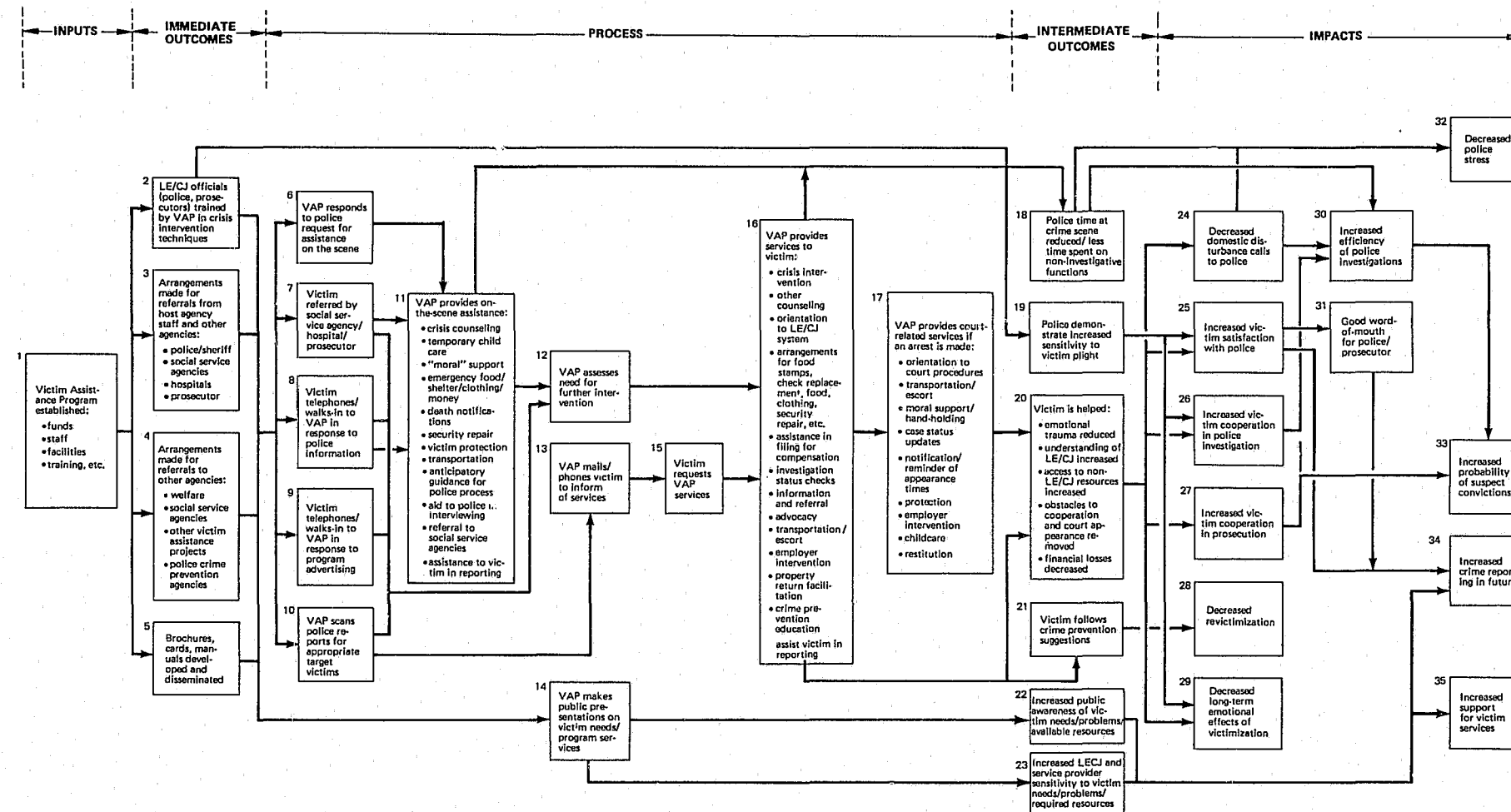


Figure B.1 Program Rationale for Victim Model

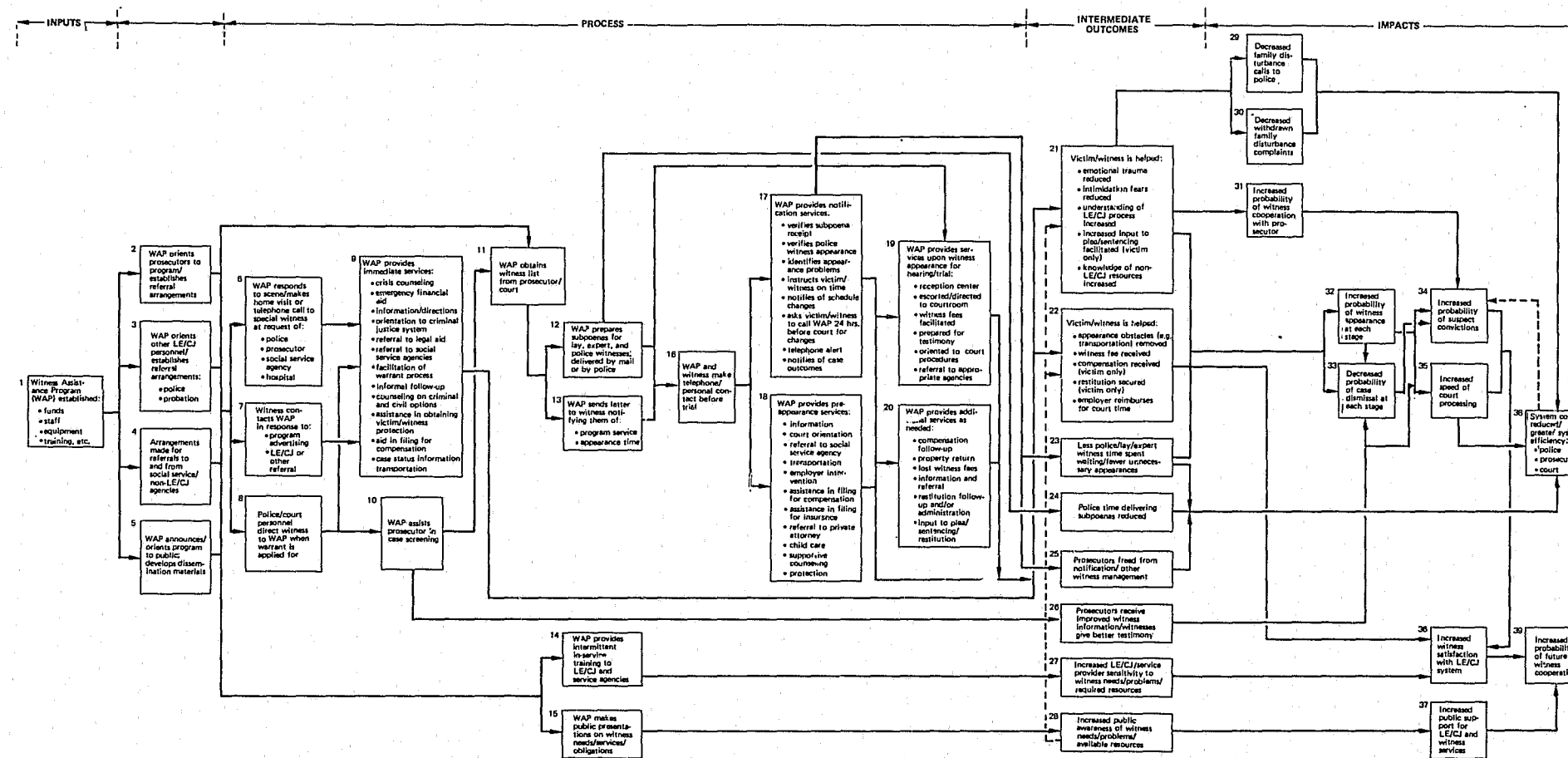


Figure B.2 Program Rationale for Witness Model

TABLE B.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 B.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 B.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 <i>et al.</i> , 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 <i>et al.</i> , 1978; Coates, 1979; San Mateo County Probation Dept., 1978; unpublished data from Victim Assistance for Older Adults, Tampa, Fl.; Kraft <i>et al.</i> , 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 B.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.	*No apparent program impact on clients' expressed willingness to report crime.	2	Unpublished data from Victim Assistance for Older Adults, Tampa, Fl.; Kraft et al., 1977. Coates, 1979.
	*In one project based outside the CJS, victims who accessed project services before calling the police were unlikely to ever report the crime.	1	
35. Increased public support for victim services.			

TABLE B.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.
B-7 - Emotional trauma reduced. - Intimidation fears 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.
	*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 B.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 B.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 Insti- tute of Justice, 1976b; unpublished data from District 3 District Attorney's Office, Auburn, ME; Stanford Research Institute, 1978; Broward County Board of Commis- sioners, 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 B.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 B.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 B.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.

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TABLE B.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 B.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 B.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.

TABLE B.3. OUTCOME/IMPACT SUMMARY FOR 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 B.3. OUTCOME/IMPACT SUMMARY FOR VICTIM-WITNESS MODEL¹

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.

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