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What Constitutes Success? Evaluating Legal Services for Victims of Crime Final Report

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Abstract

Victim legal services generally, and victims' rights enforcement legal services specifically, are still relatively new victim assistance fields compared with other forms of crime victim services. Therefore, the field of victim legal services has so far lacked a conceptual framework that articulates the ultimate goals of these services and how the provision of these services promotes those goals. This formative evaluation, a collaboration between the Justice Research and Statistics Association (JRSA) and the National Crime Victim Law Institute (NCVLI) funded by the National Institute of Justice, seeks to address this gap by first creating a conceptual model and theory of change and then testing it in practice.

Formative evaluation helps to clarify a program's purpose, processes, potential outcome measures, and readiness for formal evaluation. The research team began by collaborating with a group of legal professionals and crime survivors to broadly define the services provided by victim legal services agencies, identify both the desired short-term outcomes and long-term objectives, and articulate the underlying a theory of change. This represents Stage 1 of the project, which culminated in the development of a conceptual model. In Stage 2, we used the model to guide continued work with three victims' rights enforcement legal clinics: the Arizona Voice for Crime Victims (AVCV); the Oregon Crime Victims Law Center (OCVLC), and the Maryland Crime Victims' Resource Center, Inc. (MCVRC). Activities consisted of site visits, staff interviews, document review, and research design collaboration; operationalizing implementation and outcome measures; pilot testing data collections for feasibility, appropriateness, and reliability; and evaluability assessments. All these activities, the clinics themselves, and the larger criminal justice system were affected by the COVID-19 pandemic, which was reflected in the research design.

The conceptual model identifies the pathways through which victim legal services can lead to desired outcomes and objectives for victims/survivors, communities, and systems. It is the first fully conceptualized model of victim legal services and can be adapted to a broad range of agencies. This framework is useful for practitioners seeking to design and deliver more effective services and to establish measurable guidelines to assess progress. The pilot tests demonstrate the model's applicability in the field, which should continue to be further tested by others in other settings. This formative work has set up the process and outcome evaluation phases of AVCV, MCVRC, and OCVLC operations for success. This research has implications for the advancement of standards for services, best practices, and rigorous evaluation of these programs, which was previously lacking in the field.

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Executive Summary

Executive Summary

Victim participation in the legal system is essential to the justice process and in holding offenders accountable (Wemmers, 2009). However, requiring victims to report crimes committed against them and participate in the prosecutorial process may infringe on their rights to privacy and autonomy (Steel, 2017). Thus, more information is needed about what victims need over the course of their involvement with the system. Victim legal services—both civil legal assistance and legal assistance navigating criminal justice—can ameliorate some of the harms following victimization.

However, given the relative newness of victim legal services and victims’ rights enforcement legal services specifically, the field of victim legal services has lacked a conceptual framework articulating the ultimate goals of these services and how they are intended to promote those goals (see Jabareen, 2009 and Maxwell, 2012). Such a framework would benefit the field by specifying short- and long-term outcomes and a theory of change to help guide program development and evaluation. This formative evaluation, a collaboration between the Justice Research and Statistics Association (JRSA) and the National Crime Victim Law Institute (NCVLI) funded by the National Institute of Justice, seeks to address this gap by creating that much-needed conceptual model and theory of change and then testing it in practice.

This Project

The research team began by collaborating with a group of victim legal service professionals and crime survivors to define the broad range of services provided by victim legal service agencies, the desired short-term program outcomes and long-term objectives, as well as why the services provided are expected to lead to the desired outcomes. This represents Stage 1 of the project.

In Stage 2, we used the model to guide continued formative work with three victims’ rights enforcement legal clinics: the Arizona Voice for Crime Victims (AVCV); the Oregon Crime Victims Law Center (OCVLC), and the Maryland Crime Victims’ Resource Center, Inc. (MCVRC). Formative evaluation helps to clarify a program’s purpose, processes, potential outcome measures, and readiness for process (Phase 2) and outcome (Phase 3) evaluations under NIJ’s phased approach. Activities consisted of site visits, staff interviews, document review, and research design collaboration; operationalizing activity and outcome measures based on the model; pilot testing data collections for feasibility, appropriateness, and reliability; evaluability assessments; and proposal of outcome evaluation designs.

Key Takeaways for Research

This project synthesized previous research and input from a variety of legal service

provider and crime survivor stakeholders to create a much-needed conceptual model for victim legal services. Underlying this conceptual model is the theory of change, whereby victims may be assisted to conserve what resources they have after victimization via trauma-informed legal services (Figure ES1).

Figure ES1: Change Mechanism



Like Sullivan’s conceptual model for domestic violence services (2016; 2018), this model (shown later in Figure ES3 on p. xii) provides a framework that researchers and practitioners can use to test hypotheses (in general research) and program effectiveness (in evaluation), where only more general studies about the impact of victim legal services previously existed. The model can also be a valuable resource for designing and implementing new victim legal services programs. While the “road test” of this model is still set to continue during the process evaluation, this research demonstrated how the conceptual model can be operationalized for specific programs, built out into a logic model, and implemented in practice.

Key Takeaways for Practice

Through the pilot test, several issues were identified that may be common in other victim legal clinics when considering, planning, or implementing an evaluation. These include legal privacy concerns, the need to assess the cultural readiness of an organization to make use of, and participate in, an evaluation; staffing and available resources to do so; and IT issues. Lastly, almost every facet of life has been touched by the recent COVID-19 pandemic and the clinics, this evaluation, and the criminal justice system are no exceptions. Additional exogenous shocks are related to ongoing criminal justice reforms, such as efforts to reduce prison populations via compassionate release of offenders, which affects victims' rights in new/emerging ways.

However, despite shocks unimagined at its creation, the conceptual model provides a basis for program design even during changing circumstances. In this project, it also provided the bellwether for charting how to measure program impacts in the new environment: do the same outcomes and objectives still apply, and how do organizations go about achieving the same objectives for clients in radically changed or changing systems? All three clinics emphatically declared that their desired victim, community, and system outcomes did not change. The

conceptual model and theory of change for victim legal services held and remained relevant. Simply put, the primary challenges imposed by the pandemic were related to how the clinics needed to adapt their operations and service delivery to achieve their steadfast objectives.

The rest of this Executive Summary proceeds as follows: after key background information is provided, the conceptual model for victim legal services and the theory of change are presented. This is followed by the results of the pilot tests with the three clinics, which include the data quality assessment, fidelity testing, and evaluability assessment findings. These are followed by the outcome evaluation designs under consideration as a result. It finishes with potential limitations and conclusions.

Key Background

Interest in crime victims' treatment was ignited in the 1970s, largely because of increased activism of crime victims and survivors.¹ This occurred in parallel with the women's movement, which grew from dissatisfaction with high crime rates and the criminal justice system's treatment of victims, especially female victims of domestic and sexual abuse (Young & Stein, 2004). Since then, more than 30 states have amended their constitutions to include victims' rights, and all 50 states, along with the District of Columbia and the federal government, have enacted statutory and rule-based protections. Cassell (2017) identifies landmark legislation codifying victims' rights and their enforcement mechanisms: the Victim and Witness Protection Act of 1982 (Public Law No: 97-291, 96 Stat. 1249), the Victims' Rights and Restitution Act of 1990 (Pub. L. No. 101-647, Title V, §§502-503, 104 Stat. 4820), and the Crime Victims' Rights Act (CVRA) passed as part of the Justice for All Act of 2004 (Public Law 108-405, 118 Stat. 2260).

Despite the advancements embodied in legislation, victims' rights were still not consistently honored or observed (Davis et al., 2012). Recognizing that crime victims without legal counsel were often unable to exercise their rights, victims' rights enforcement legal clinics emerged to promote awareness, education, and protection for these rights and to seek their enforcement in criminal court. At the same time, there was increasing recognition that the ability to meet many victims' needs can be enhanced by the availability of legal services to assist with crisis intervention, safety planning, civil legal assistance (e.g., protective orders, restitution, tort claims), securing housing, legal and/or immigration status; and training others in the system on victims' rights (Office for Victims of Crime, 2013).

While there is variation in state laws as to which rights for victims are statutorily guaranteed, some are guaranteed across most states. The following list are rights that the legal clinics participating in this study typically advocate for on behalf of clients:

- Information about the criminal justice process and available services

¹ While there is variance in the field on how these terms are used, for the purposes of this report, "victim" refers to anyone who has suffered a crime and might receive services, whereas "survivor" denotes an individual who has suffered a crime *and* moved into advocacy work, such as our advisory board members.

- Notification of proceedings as the case progresses through the criminal justice system
- Proceedings free from unreasonable delay
- Attend proceedings
- Confer with prosecution
- Be heard
- Restitution
- Treatment with fairness, dignity, and respect
- Privacy (e.g., to suppress discovery of immaterial or privileged personal information)

Stage 1: The Conceptual Model

A primary goal of the Stage 1 work was to develop a conceptual model of victim legal services that would then be used to guide the activities in Stage 2 *and* be an independent contribution to the field. Creation of this model has implications for the advancement of standards for services, best practices, and rigorous evaluation of these programs. This conceptual model differs from a logic model that also specifies inputs (e.g., human and financial resources) and outputs (e.g., counts of services delivered, or activities conducted) in that it takes the more theoretical approach used by Sullivan (2016; 2018).

This conceptual model was developed by drawing on four key data sources: 1) a review of the literature on victim legal services; 2) intensive interviews with the 17 service providers and survivors on the Advisory Committee; 3) a survey of a national sample of legal services

Figure ES2: Model Development

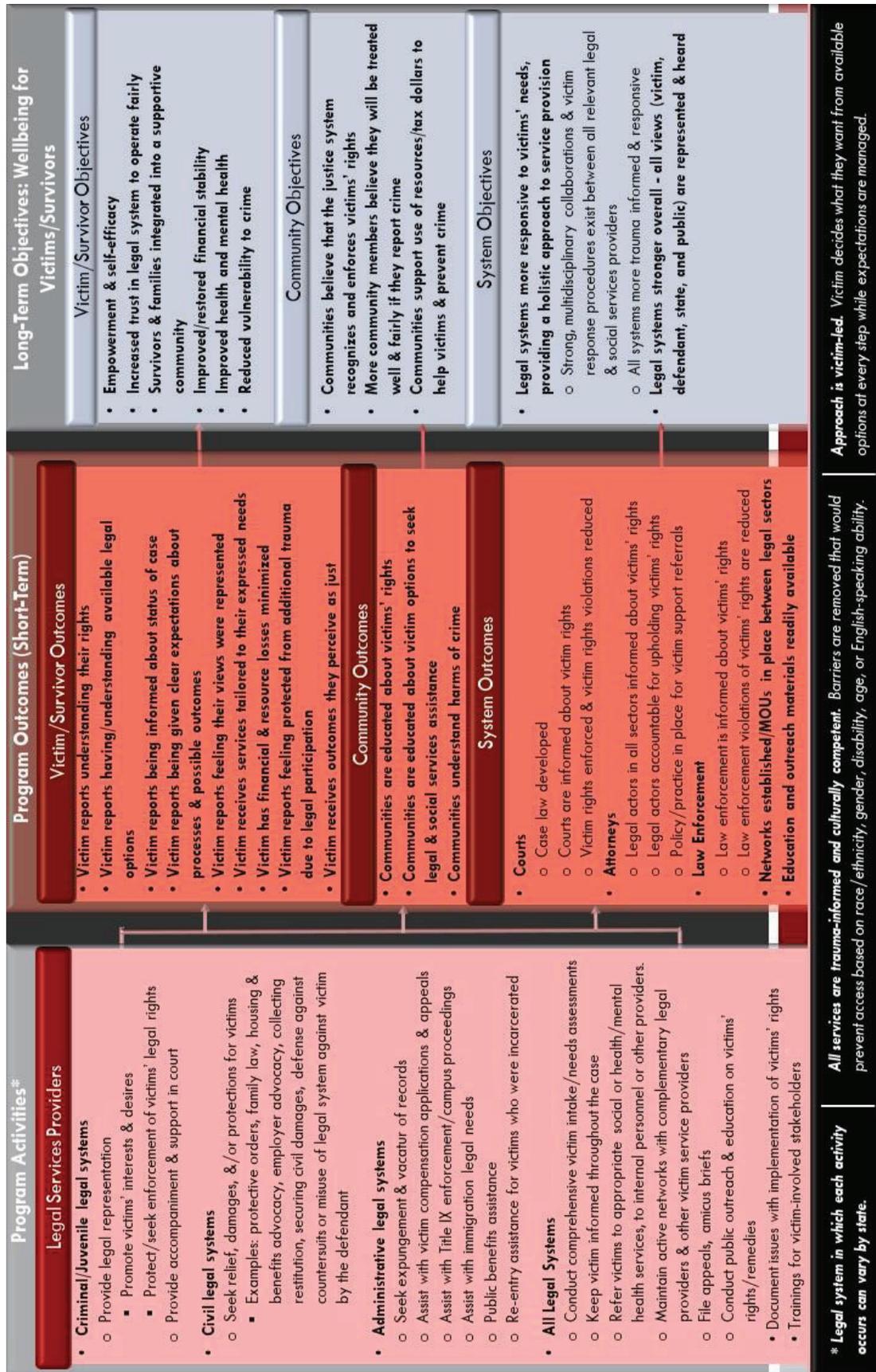


providers ($N = 77$); and 4) a roundtable discussion with the Advisory Committee. The resulting model is flexible for application in a variety of victim legal service program settings and approaches for evaluating programs. Here, we focus on its use in evaluation.

The theory of change depicted in the model, described below, suggests that the program activities carried out by legal service providers should lead to several possible short-term program outcomes for three groups: victims, communities, and legal systems. If these short-term

outcomes are achieved, then theoretically, several long-term objectives for each group will also follow. Ultimately, the conceptual model provides a framework for analyzing how effective provision of victim legal services should lead to improvements in victim wellbeing. The full model is shown in Figure ES3.

Figure ES3: Full Conceptual Model for Victim Legal Services



The Program Activities section of the conceptual model is divided into four categories, representing the services available to victims with needs in different areas of law: criminal and juvenile legal systems, civil legal systems, administrative legal systems, and a section pertaining to services that cut across multiple legal systems. The program activities depicted in the model are not intended to be comprehensive, nor are they unique to one type of program. Rather, they are purposely broad and intended to be representative of the variety of victim legal services available. The activities within each legal system's purview can also vary by state. Therefore, individual activity categorizations should be adapted based on the legal structure in each jurisdiction.

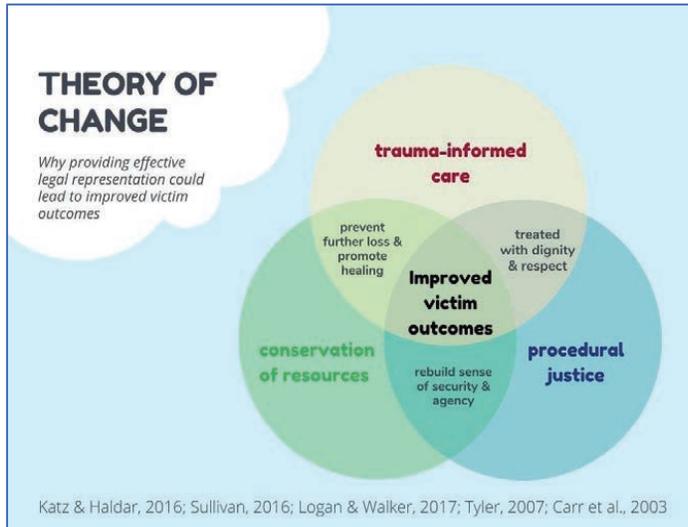
The second substantive section of the model, Program Outcomes, represents the expected short-term changes theorized to result from effectively implemented program activities. These were derived from the literature review and input from the Advisory Committee about common victim goals (including restoration) and how legal representation and support services can aid recovery. Outcomes are in three categories: 1) victim and survivor outcomes, 2) community outcomes, and 3) legal system outcomes. Like the program activities, service providers applying this model to design programs or evaluations can identify and use the outcomes that are most applicable to the services that their agency provides and leave out those that do not apply to them.

Lastly, the long-term objectives are also categorized by those impacting victims, communities, and legal systems. The conceptual model illustrates that consistent achievement of the short-term outcomes should lead to achievement of the long-term objectives over time. Furthermore, this aspirational model theorizes that achievement of outcomes for victims not only leads to the eventual achievement of *victim objectives* but has ripple effects that impact achievement of *community objectives* when victims share their experiences with other members of the community. However, as the Advisory Committee pointed out, victims may also disclose their negative experiences with others, which also has ripple effects on trust in the system.

Theory of Change

Three theoretical perspectives informed the theory of change: Trauma Informed Care (TIC), conservation of resources, and procedural justice. The TIC perspective places attention on victims' needs that result from experiencing trauma at the center of approaches to serving victims. This includes adhering to four key elements: recognizing the signs and prevalence of trauma; understanding trauma and its effects on individuals, families, and communities; responding to client's trauma impacts; and resisting re-traumatizing victims (SAMHSA, 2014). The process of interacting with a legal system comes with high potential for revictimization. The principles of TIC underlie the other two theoretical perspectives, insofar as the latter convey ways to minimize trauma: *conservation of resources theory* (COR), which posits that victimization and its resultant trauma can lead to losses of valuable resources for the victim that need to be mitigated to prevent further loss and promote healing (Bath, 2008; Hobfoll et al., 2016; Littleton et al., 2009; Sullivan, 2016), and *procedural justice*, which posits that equitable application of justice and transparency of process promotes fairness and respect and avoids system re-victimization (Tyler, 2007).

Figure ES4: Theory of Change



In a TIC approach, service providers discuss the probability of different case outcomes with victims and the realistic level of impact that services may have on those outcomes. This way, victims can set realistic goals and expectations. This is trauma-informed *and* consistent with procedural justice in that it promotes dignity and respect for victims and encourages participation in the legal process (Wemmers et al., 1995; Wood et al., 2015).

Therefore, regardless of the theoretical frame adopted, legal service providers should be knowledgeable about trauma and design services to empower victims to make informed, individual choices about which supports to pursue. In fact, victim empowerment emerged from interviews with the Advisory Committee as a primary benefit of receiving legal services, given that a common feeling after victimization is the sense that one has lost control over what happens to them. Having an advocate in one’s corner can be helpful for getting that sense of control back.

Use of the Model

Several of the objectives in the conceptual model standing alone, and certainly when taken as a whole, represent an ideal for victim legal services. Several Advisory Committee members and survey respondents expressed strongly that the ideal shown here will be challenging to achieve in a system in which they are often unable to “win” or achieve the victim’s desired outcome. Simply providing a victim with advocacy support is often the most valuable service legal representatives can provide. Service providers were worried that adoption of this model would mean they will be held accountable for achieving the impossible.

However, this model is *aspirational*. It describes the vision behind the services provided by victim legal representatives, why they deliver them, and why they deliver them in the manner that they do. It is meant to serve as a guide for designing programs and as a framework for evaluations that can measure progress toward defined outcomes and objectives. It can also be used to course-correct a program that may be producing effects out of alignment with those defined in the model and to help an organization clarify its mission and goals.

Stage 2: Formative Work with Three Victims’ Rights Enforcement Legal Clinics

The purposes of the work in Stage 2 were to: test the model, including each program's alignment with the model; help the programs build a better foundation for monitoring/determining

program fidelity and effectiveness by pilot testing data collection to measure same; and assess overall readiness for formal process and outcome evaluations later in time (NIJ phases 2 and 3).

All three sites vary in their mission statements, service offerings, and process flows, but they share a common purpose: to advocate for crime victims to ensure their voices are heard and their legal rights protected within a criminal case. OCVLC also assists with contested protective

Impact of COVID-19 Pandemic

The COVID-19 pandemic interfered with progress on activities beginning March 2020 and “paused” the work for six months. Pilot tests originally scheduled to launch in April 2020 were postponed as court systems closed or went virtual, proceedings were postponed for indeterminate lengths of time, and the clinics had to find new/alternative ways to meet client needs in a rapidly changing environment. Project work resumed in August 2020, and we conducted interviews with staff from each site to learn how COVID-19 had affected their programs, staff, and clients.

Beginning October 2020, the three clinics reengaged with the project. The test measures and implementation guides were finalized, and the six-month pilot test was scheduled for December 1, 2020 through May 31, 2021.

orders, and MCVRC offers a range of legal representation and social services. MCVRC employs a staff of victim advocates providing non-legal assistance, and OCVLC also has an administrative assistant/advocate (dual role). AVCV employs social workers to assist clients with nonlegal needs while working under the attorney-client umbrella. Each site’s process flow varies, but Figure ES5 illustrates the basic process.

Sample description. Cases were selected for inclusion if they were at all active during the six-month pilot period, knowing that rights enforcement cases often extend for years (the length of the criminal case from pretrial to parole, with a full representation agreement), so that many were unlikely to both open and close within the pilot period. Table ES1 shows the sample of cases for which implementation/ CMS data were submitted.

Table #ES1: Descriptive Statistics on Cases Reported during Pilot Test

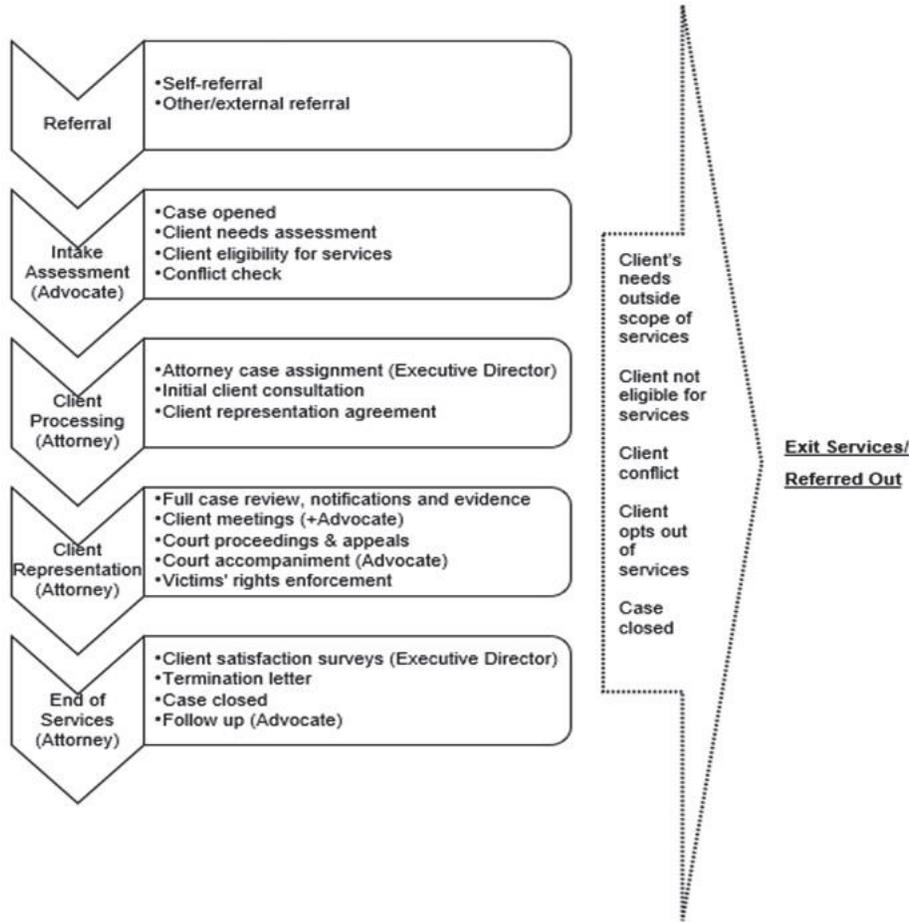
	AVCV (N=172)	MCVRC (N=337)	OCVLC (N=52)
Active cases opened prior to pilot	152	0 ²	6
Total cases opened during pilot	18	337 ³	24 ⁴
Total cases closed during pilot	2	56	16

² Zero cases were reported by MCVRC that opened prior to the pilot due to information technology issues that are discussed later and were identified for resolution during the next phase of work.

³ Case status was missing for one of MCVRC’s cases.

⁴ Dates were missing or invalid for six of OCVLC’s cases, so it could not be determined whether the cases were opened/active prior to or during the pilot period.

Figure ES5: General Case Processing Flow Chart



Data Quality

Case-Matching Process. The ability to match surveys to individual cases in the CMS can be important for tying activities to outcomes. MCVRC and OCVLC were able to match at least some client surveys to case records, whereas AVCV opted out of case-matching because of their requirements to keep client surveys anonymous even for research. However, while MCVRC and OCVLC were able to complete some level of case matching, there were no matching pseudo-identification numbers added to the files that the evaluation team could use for outcome analysis. More detailed technical assistance will be required in the next phase of evaluation. For AVCV, who did not participate in case matching, data were collected on victimization type in both the CMS and survey instruments that can allow for comparisons across crime types.

Implementation/CMS Data. All three sites reported challenges with data extraction. Specifically, because AVCV's and MCVRC's CMSs are designed to generate aggregate-level reports, generating individual case-level data for the pilot test required manual manipulation of data and utilizing additional software to generate the files. MCVRC had to integrate Crystal Reports into their CMS to generate case-level reporting, but Crystal Reports did not immediately

‘sync up’ with the structure of MCVRC’s data in LegalFiles. Given more time during the process evaluation period, MCVRC’s IT staff said that they could resolve the remaining data issues. Similarly, AVCV’s IT resource indicated that when the project moves into the process evaluation, they can invest resources into modifying their CMS to automate more of the extraction process. OCVLC reported few difficulties with their manual process, but their case numbers are smaller.

AVCV had high overall *data completion* rates of between 87% to 100%. There were seven variables for which no data were reported (reason for contacting, nonlegal advocacy, client remained engaged, client ceased participation, reason for ceasing participation, other loss prevented, other loss mitigated amount). Of the data available, AVCV’s *data validity* ratings were between 39% and 100%. Issues were identified for four items (Reason for Contacting, Representation Issue, Time to Record Data, and the COVID-19 impact measures of whether an activity occurred in person, virtually, or over the phone), and solutions were either implemented or proposed for the process evaluation.

Initially, OCVLC’s data completion rates varied from 0% to 100%. However, OCVLC clarified that the blank cells denoted that the activity was not performed. This was corrected for the assessment, and technical assistance was provided to enter “0” if the activity was not performed. OCVLC’s validity ratings ranged between 50% and 100%. One issue that accounted for the lower percentages was that, occasionally, the number of times an activity was performed in person, virtually, and by telephone did not sum correctly. This may be corrected by automation.

MCVRC did not report data during the first quarter of the pilot test due to their IT difficulties. However, MCVRC provided data after the second quarter of the pilot test that covered a complete six-month period. MCVRC’s data were extracted and returned for calendar quarters (January-March 2021 and April-June 2021) rather than the exact dates of the pilot test as outlined in the implementation guides and training (12/1/2020 and 5/31/2021). Future reporting may be scheduled around calendar quarters to ease burden on participating sites. MCVRC’s *data completion rates* varied widely. Some activities on which data were requested were also omitted: civil court representation; civil court accompaniment; criminal court representation; and criminal court accompaniment. As these are essential activities on which to collect data to evaluate rights enforcement services, solutions will be explored to ensure Crystal Reports can extract this information from LegalFiles in future. MCVRC’s *validity ratings* on items reported were between 0% and 100%. Many of the issues identified will be remedied when IT difficulties are resolved.

Survey Data. Table ES2 shows the total surveys received from each site. The sites experienced difficulties with tracking the number of surveys sent, since all sites sent an anonymous link pasted into an email due to privacy concerns. Further solutions to tracking this number will be explored in Phase 2 so that response rates can be calculated.

Conceptual validity across survey items was also assessed in terms of interpretations of measures and in how much variation in responses was received to make them useful for outcome evaluation. In some cases, two measures to capture the same outcome were tested to assess which

Table ES2: Pilot Test Surveys Received by Site and Case Status

Site	Open Cases	Closed Cases	Total
AVCV	18 64%	10 36%	28 100%
MCVRC	8 33%	16 67%	24 100%
OCVLC	1 13%	7 88%	8 100%

performed better (more variety/more responses). Tables ES3 and ES4 summarize the implementation (CMS) and outcome measures proposed for ongoing use during the process and outcome evaluations, with recommendations for changes based on the pilot test experience. Whether analyses can be conducted at the case level, particularly related to matching cases individually or solely by crime type, will continue to be explored during the process evaluation along with the effectiveness of each approach.

Table ES3: Recommended Implementation Measures for Next Evaluation Phase

Implementation/CMS Measure	Proposed Change/Improvement
Reason for Contacting	Add'l training/Modify CMS to capture, reduce error, and eliminate need to manually extract from case notes.
Type of Victimization	Add'l training/Modify CMS as above.
Referral Source	Add'l training/Modify CMS as above.
Representation Issue	Add'l training/Modify CMS as above.
If rights enforcement, which right(s)?	Add'l training/Modify CMS (radio buttons for multi-select)
Conduct thorough intake & needs assessment	Separate Intakes from Needs Assessments
Client remained engaged throughout case	Change language: "Did clients cease participation before the case was concluded?"
Inform about rights	No change
Inform about legal options	No change
Provide external referrals	Investigate ability to track where clients are referred
Notification about case events (pretrial, trial/ plea, sentencing, appeals, release)	Examine usefulness/feasibility of disaggregating by type across sites.
Criminal court appearance	No change
Civil court appearance	No change
Protective order filed (OCVLC only)	No change
Protective order appealed/ extended (OCVLC only)	No change
Protective order enforced (OCVLC only)	No change, but add "Protective Order Modified" as new item
Criminal court accompaniment	No change
Civil court accompaniment	No change
Follow-up/check in	No change
Compensation claim filed	No change
Compensation claim appealed	Omit for OCVLC
Help with claiming restitution	No change
Assist with impact statement	No change

Implementation/CMS Measure	Proposed Change/Improvement
Survey sent	Improve ability to capture from SurveyMonkey or CMS, depending on method of survey recruitment (customized or generic link, depending on site)
Survey response collected	Drop unless full case matching possible
<i>Activities to Add:</i>	Discuss feasibility of adding some or all of the following, suggested by OCVLC: drafting and filing legal documents, legal reviews, protecting clients' records, proactive litigation, providing emotional support to clients, communicating with other legal parties (e.g., defense, prosecution), and conducting case-specific research.
<i>For all Implementation Measures:</i>	
<i>Format (Virtual, Phone, In-Person)</i>	Add auto-sum function to reporting spreadsheet (for those transcribing numbers) to reduce error or have IT add these fields to CMS to facilitate automation.
<i>Time Spent recording data/on activity</i>	Add hours spent providing each service to future data collections for sites where practical (AVCV collects, OCVLC does not). Convert from minutes to hours for easier integration with current practice.

Table ES4: Recommended Outcome Measures for Next Evaluation Phase

Conceptual Model Concept	Proposed Changes/Improvements
New Outcome Measures	
Victim reports feeling their views were represented	No change
Victim has financial & resource losses minimized	Add measures to collect data on activities related to assisting with applications and addressing issues (e.g., filing memos, attending restitution hearings). Knowing the amounts collected is rare; perhaps ask in survey instead of extracting from CMS.
Increased trust in legal system to operate fairly	The Court Empowerment Scale (Newmark, Harrell, and Salem, 1995) generated more variation in responses than asking simply, "Are you more likely to report crime?" Implement the scale going forward.
Victim reports having/understanding available legal options	No change
Survivors and families reintegrated into the community and feel supported	Asking "Do you have an improved support system?" generated more variation in responses than the Social Support Scale (Zimet, Dahlem, Zimet, & Farley, 1988) in the survey. Keep single question, drop the scale.
Modified Outcome Measures	
Empowerment & self-efficacy	Cut the Self-Efficacy scale (Chen & Gully 1997) and go with the single question, "Do you feel more self-sufficient?" Safety questions also performed well, with MCRVC's single safety question generating more variation in responses than AVCV's series of three questions.
Victim reports understanding their rights	No change

Victim receives services tailored to their expressed needs	Add measures to better inform improvements in service delivery (e.g., reason for dissatisfaction, how staff could have better assisted, what a better experience would have looked like for that client) for MCVRC
Victim receives outcomes they perceive as just	No change
Policy/practice in place among partners for victim support referrals	Evidence of networks in place via reporting of referrals in/referrals out and formal MOUs/Informal agreements. More detailed information needed on MOUs. Organizations to whom a client was referred are not easy to extract from CMSs as they are in non-searchable free-text files, if recorded.
Communities are educated about victims' rights and options to seek assistance	Information collected on trainings and outreach; modify "referrals in" variable, if possible, to be able to attribute referrals to a specific training or outreach event.

Organizational Data. Finally, some organization-level data were also collected to gauge whether basic system and community outcomes could be measured. Data were collected in three categories: “Networks Established/MOUs in Place with Legal Actors and Other Partners”; “Legal Actors Informed about Victims’ Rights”; and “Communities Educated about Victims’ Rights.” All three sites reported having MOUs or relationships in place with various partners, such as child services, legal professional associations, Parents of Murdered Children (POMC), Legal Aid, criminal justice system actors, victim service providers, and community groups. All three sites reported conducting trainings with other legal actors to inform them about victims’ rights. Due to the pandemic, all training and outreach were conducted remotely during the pilot test.

Fidelity Testing

Fidelity to program design may be assessed using implementation measures of three kinds: Context, Compliance, and Competence. Results from this section will be used to frame the work to come in the process evaluation.

Context measures pertain to the prerequisites for high-fidelity implementation, including issues such as job qualifications, training, and having the resources needed to properly deliver the model. Presence of these resources is shown in Table ES5.

Compliance fidelity focuses on adherence to design elements and protocols, including proper exposure of clients to program or service content (Mihalic et al., 2004). Using data collected during the pilot tests, we examined each site’s reporting on key steps in their process flows. While the results are true to the data provided, they should be interpreted with caution for two reasons: (1) the COVID-19 pandemic severely impacted the clinics’ operations before and during the pilot test, and (2) the pilot test was also being used to test new data procedures, during which difficulties in reporting were identified (one purpose of conducting a pilot test). Assuming the reporting difficulties are addressed prior to/during the process evaluation, the three sites can report sufficient data to conduct compliance fidelity measurement. The process flows work well as a basis for the compliance fidelity measures.

Competence measures focus on quality-of-service delivery, including whether staff deliver services with buy-in and skill and whether clients were engaged and responsive to service efforts. Using engagement with the pilot test as a crude proxy for staff commitment to service quality, all executive directors and staff across all three sites exhibited a strong commitment to quality victim representation and service provision and to the development of each site’s process flow, the selection of outcome measures, and the post-pilot focus groups. There was an attempt to collect data on whether clients remained engaged throughout their case (the matter covered by their representation agreement) and, if they ceased participation before conclusion, why. Use of this measure was challenging for all three sites, but additional measures of service quality may be gleaned from the client surveys. During the process evaluation, additional iterations of one-on-one interviews with staff, direct observation where possible, and staff activities journals will be used to further assess quality.

Evaluability Assessment

Table ES5 shows the completed Evaluability Assessment Checklist used to determine readiness of AVCV, MCVRC, and OCVLC for formal evaluation. All items were marked as adequate (with a large “X”) if they are present now or will be present after resolution of identified issues during the process evaluation. Others for which there is some evidence, but that require further exploration before an affirmative classification can be made, are marked with a small “x.” Items for which no evidence is yet present are left blank. The average standard across sources used to create this matrix was that over 80% of criteria should be present for a site to move into formal process or outcome evaluations.

Table ES5. Evaluability Assessment Checklist⁵

Program Design	AVCV	OCVLC	MCVRC
1. Does the program have a theory of change?	X	X	X
2. Do the organization’s program documents consistently describe the theory of change?	x	x	x
3. Does the program have identified targets and steps to achieve desired outcomes?	x	x	x
4. Are the program targets informed by baseline data or other evidence?			
5. Do the program targets include indicators of success?	X	X	X
6. Do views of program targets vary among different stakeholders?	X	X	X
7. Does the program design include a method for collecting views of stakeholders?	X	X	X
8. Is the program serving its intended population(s)?	X	X	X

⁵ Adapted from May (2021), the United Nations Programme Development (UNDP) Independent Evaluation Office (2019), the UK Department for International Development (Davies, 2013), and Jones (2013).

Program Design	AVCV	OCVLC	MCVRC
Information Availability	AVCV	OCVLC	MCVRC
9. Is a complete set of program documents available?	x	x	x
10. Do baseline measures exist?			
11. Are there data on a control group?			
12. Is there a data collection process for program targets and indicators?	X	X	X
13. Are disaggregated data available?	X	X	X
14. Are interim reports collected?	X	X	X
Agency Context	AVCV	OCVLC	MCVRC
15. Are there sufficient resources (time, fiscal, personnel, IT, partnerships) for the program duration?	x	x	x
16. Is there opportunity for the evaluation to influence program implementation?	X	X	x
17. Are key stakeholders available to provide input?	X	X	X
18. Is there a process for using stakeholder input to inform program implementation?	X	X	X
19. Can external factors (political, climate, security, etc.) impact the evaluation?	X	X	X

Notes. X (Capital X) = Present and sufficient. x (Lower case X) = Present but requires further exploration during the process evaluation to determine sufficiency for outcome evaluation. Blank entry = Not yet identified but will be explored further during the process evaluation.

Eight items are listed in the *program design* category. All items, except whether program targets are informed by baseline data, are present. The second category in the checklist is *information availability*. All three sites have data collection in place for program targets and indicators, though it is being refined. The final category is *agency context*. The opportunity for the evaluation to influence program implementation is present in all three sites, although buy-in at MCVRC was less possible to ascertain post-pilot since not all staff participated in the post-pilot focus group. As all sites met at least 85% of the criteria identified with either full or partial affirmative classifications, all three sites are recommended to move forward into the process evaluation and into preparation for outcome evaluation.

Conclusions and Recommendations

Readiness to Move Forward to Outcome Evaluation

The Evaluability Assessment Checklist completed above enables us to fulfill Wholey’s (1986; 2004) key requirements for the effective conduct and use of evaluation:

1. Agreement on realistic program goals given the program’s design, resources, and activities;
2. Agreement on criteria for measuring program performance;
3. Availability of data and necessary information to measure program performance; and
4. Ability and willingness to use evaluation results and agreement on *how* they should be used.

Requirements two and three are largely met. Requirement one is met based on the post-pilot revisions to the conceptual model and with completion of the list of recommendations to refine the data collections and fix IT-related issues uncovered during the pilot by the time data collection starts in Phase 2. At least partial agreement on requirement four is met by all three sites, and we anticipate that the willingness to use evaluation results and further agreement on how they should be used will continue to be cultivated between program management and staff at each site over the coming months.

As Wholey described, cultural readiness for evaluation (specifically, organizational receptivity to an evaluation's empirical findings, regardless of what they are, and organizational willingness and capacity to make use of the findings for the benefit of clients and stakeholders) should be a prerequisite for investing in formal process and outcome evaluation. Cultural readiness helps to ensure that the investment of time and resources inherent in formal evaluation has utility and produces a return on investment and that time and money are not wasted.

Based on our evaluability assessment, AVCV is culturally ready for evaluation and willing to work with the evaluation team to develop and implement rigorous process and outcome evaluation designs and the robust data collection necessary to support them, provided evaluation efforts do not violate their client privacy requirements and preferences. We do not believe client privacy protections will be a barrier to future evaluation endeavors but are likely to help ensure standard human subject protections. At OCVLC and MCVRC, it appears that while some staff are culturally ready, others may require more opportunities to understand evaluation processes and how evaluation findings can be used to enhance program efficiencies and maximize client and other stakeholder benefits. We plan to provide this by facilitating more frequent, open collaboration on critical issues in evaluation design to ensure that investments in data collection and reporting are useful for their purposes. Additional buy-in is anticipated once IT issues are resolved and data reporting more automated.

Proposed Outcome Evaluation Research Designs

Random assignment of crime victims into different service tracks is not ethically possible in many victim services environments, including rights enforcement legal clinics. None of the sites were comfortable in denying a service to a client for the sake of research. All sites also communicated the difficulties that might be involved with collecting outcome data for clients referred to their clinics who opted not to contact them, such as the availability of data from prosecutors' offices, the ability to survey non-users, and the reality that such clients may not be comparable due to self-selection bias. Furthermore, there can be difficulties maintaining the integrity of a randomized control trial (RCT) design when there are possibilities for differential attrition (one type of client may be more likely to cease participating in their case than another) or cross-group contamination (individuals in one treatment group may influence the behavior of individuals in another).

Therefore, careful assessment to determine the most rigorous quasi-experimental

evaluation design possible is the next step. Options include, but are not limited to:

1. *Quasi-experimental designs using procedures that can achieve a high degree of treatment and comparison group equivalency without random assignment.* Propensity score matching may be one option, if the unit of analysis is the individual, or matched comparison groups if privacy concerns necessitate grouping by crime type or right asserted. All clinics report client demographic information for their VOCA grants that could be used for matching purposes.

Research design options in this category may be explored using each rights enforcement legal clinic as a comparison site for the others; AVCV and OCVLC might be compared in a most similar design on their rights enforcement services, even if their non-legal advocacy functions are structured differently, whereas MCVRC might be used as a contrasting, ‘most different’ case, given their larger size and emphasis on holistic victim services. Because each site’s environment, approach, and scope of services is different, outcomes could be evaluated to generate information on service elements that generate the greatest increases in key metrics after accounting for differences in environment and populations served. The specification of critical program elements could have substantial value for the field, as well as for future research.

2. *Interrupted time series designs*, where aggregate outcomes are examined before and after implementation of any change to services, such as COVID-related adaptations. Given some of the data limitations with our sites, such as limits to the ability to match all surveys received to their corresponding cases in the CMS data, this may be a good option. Within an interrupted time series design, procedures such as propensity score matching or matched comparison groups and use of the three sites as comparisons for each other would be employed as described above. A difference-in-difference approach within the interrupted time series framework might be used to facilitate those comparisons.
3. *Pre-test, post-test designs.* If neither of the above designs are feasible, a pre-test/post-test design may be explored in which individuals whose cases began before implementation of a change (such as COVID adaptations) are compared to those that began afterward.

At this time, outcome evaluation designs being explored for these three clinics involve using them as comparison sites for each other. Design Options 1 and 2, whether pursued using propensity score matching or matched comparison groups, look quite feasible with AVCV, MCVRC, and OCVLC and will be explored thoroughly during the process evaluation.

Potential Limitations

All research has limitations. In Stage 1, the conceptual model development process had some limitations. First, there is always the possibility that the Advisory Committee was not entirely representative of the diversity that exists in victim legal services and across types of survivors. Additionally, while the survey response rate was good, our snowball sample could have

been larger. Yet, despite these limitations, these data collections were intended for gathering input from experts, not generating causal analysis, and the model was also based on the state of the field as a whole as presented in the literature review.

In Stage 2, three limitations were associated with the pilot data collection conducted at each site. First, there was a limit to the number of data collection items we were able to add or change with the sites. All three sites also had technology constraints and were hesitant to implement too many changes simultaneously. Time, staff capacity, and resource constraints were also a concern. Second, the focus on key measures identified collaboratively means that there may be key constructs that we missed but should have included. Third, it was not possible at the pilot stage to test assignment to treatment or control groups. Options for comparison groups were explored preliminarily with each site and will continue through the process evaluation phase.

Conclusion

In sum, the conceptual model identifies the pathways through which victim legal services' activities lead to desired short-term outcomes and long-term objectives for victims/survivors, communities, and systems. It is the first fully conceptualized model for victim legal services and can be adapted to a broad range of service providers, programs, and settings. This framework is useful for practitioners seeking to design and deliver more effective programs and to establish measurable guidelines to assess implementation progress and service delivery effectiveness. The pilot tests demonstrate the model's applicability in the field, which should continue to be tested by others. While the formative work carried out in this research has stand-alone value for the field, it also served to build the capacity of three legal service program sites – AVCV, MCVRC, and OCVLC – for enhanced data collection that will help each program maximize its effectiveness while preparing it for meaningful participation in rigorous process and outcome evaluation under NIJ's phased evaluation initiative. Therefore, this research has implications for the advancement of standards for services, best practices, and the rigorous evaluation of crime victim legal services programs, all of which were previously lacking in the field.

Executive Summary

Introduction

Crime impacts millions of people each year. According to the 2019 National Crime Victimization Survey (NCVS), U.S. residents aged 12 or older experienced 5.8 million violent crimes such as sexual assault, rape, and simple and aggravated assault, and approximately 12.8 million property victimizations such as burglaries, residential trespassing, and motor-vehicle thefts in the previous year (Morgan & Truman, 2020). Beyond the more readily identifiable harms such as physical injury, mental health issues, emotional impact, and financial loss, victimization often results in social harms that affect a victim's quality of life by impacting their relationships, occupational and social functioning, and reducing general well-being (Hanson et al., 2010).

Research indicates that less than half (41%, or around two out of five), of all violent victimizations are reported to police (Morgan & Truman, 2020). Victims' reasons for not reporting may include fear of reprisal by the offender; believing that the crime is too trivial to warrant reporting; and believing that law enforcement will not, or will be unable to, help (Morgan & Truman, 2020). Case attrition rates also tend to be high for reasons such as police decisions to drop cases at the reporting or investigative stage due to subjective judgments about victims' or reporting witnesses' credibility, prosecutors lacking evidence to secure a conviction, and victims not being as helpful as criminal justice professionals might desire (Finn, 2003; Jordan, 2011). In some cases, victims may decline or cease engagement with the criminal justice system because of past negative experiences with the courts, legal process, and/or legal actors (Bibas, 2006; Cattaneo & Goodman, 2010). Victims may also view the potential outcomes of the criminal justice process as undesirable (e.g., incarceration of spousal domestic violence perpetrator resulting in loss of family income) (Finn, 2003).

Victim participation is essential to the justice process and in holding offenders accountable for their actions (Wemmers, 2009). However, requiring victims to report crimes committed against them and participate in the prosecutorial process also implicates their rights to privacy and autonomy (Steel, 2017). Thus, more information is needed about what victims need over the course of their involvement with the criminal justice system and beyond, as well as how meeting those needs might impact their willingness to report crime (McCart et al., 2010; Ruback et al., 2008). Ultimately, underreporting and high rates of attrition hinder the justice system's ability to achieve accountability of offenders and justice outcomes that some victims desire. Moreover, many hurdles to victim engagement with justice systems and recovery can be mitigated with legal assistance. Providing legal representation for victims can, therefore, help to address barriers to victim participation, and support victims in making informed decisions about their participation throughout legal processes.

Introduction

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The Conceptual Model

Theory of Change

Formative Evaluation with Three Clinics

Research Design

Program Histories and Designs

Program Capacity for Data Collection

Program Fidelity Testing

Program Evaluability Assessments

Site Readiness to Move Forward

Research Questions Answered

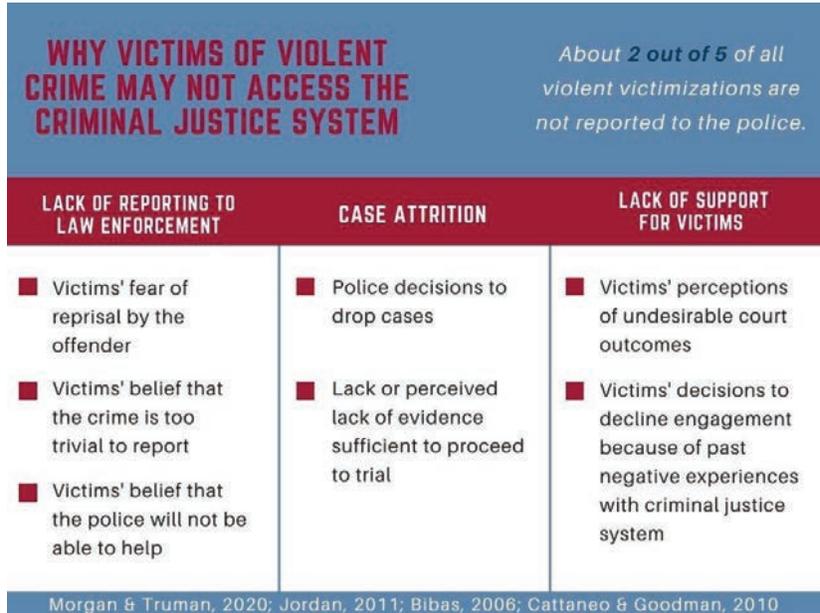
Implications for Theory and Practice

Victim legal services—both civil legal assistance and legal assistance navigating the criminal justice system process—can ameliorate some of the harms following crime victimization. For instance, civil legal services have been vital in promoting victim safety, helping victims access social services, assisting victims with financial recovery, securing stability in housing or legal status, protecting employment, and receiving justice (Johnson, 1997; Wright & Johnson, 2012). Further, civil legal assistance

can help victims with immigration matters, protective order proceedings, family law matters, and more. Legal assistance in the form of victims’ rights assertion and enforcement in the criminal case can help victims with their rights in criminal procedure (Jweied & Yang-Green, 2016; Office for Victims of Crime, 2013). In addition to redressing specific legal needs, benefits that may arise from these legal services include enhancing victim agency, such that victims are supported in making fundamental decisions about their lives, recovery and engagement with the legal system (Behre, 2017; Garvin & Beloof, 2015; Greeson & Campbell, 2011).

In light of the value and importance of legal assistance to victims, the Office for Victims of Crime (OVC)’s *Vision 21* initiative called for more research to examine how victims’ rights provisions are implemented, whether victims actually receive the rights and services to which they are entitled under law, whether being provided with these rights and services actually increases victims’ well-being, participation, and satisfaction with the criminal justice system, and whether these services improve criminal justice system outcomes (Office for Victims of Crime, 2013). The final Vision 21 report, in fact, called for rigorous research that can serve as a “foundation for future action to ensure crime victims’ rights and provide comprehensive legal services for victims of crime” (OVC, 2013, pp. 14-15). OVC’s report notes that the procedural justice concepts of *transparency* and *respect* may increase victims’ willingness to participate in the criminal justice system (Office for Victims of Crime 2013; see also Clark 2010, Hotaling & Buzawa, 2003, and Laxminarayan, 2012, Laxminarayan & Pemberton 2012; Schafer, 2013). There is some indication that empowering victims may also promote their well-being (Bennett Cattaneo & Goodman 2009; Elliott et al., 2014; Erez, 1999). Moreover, a beneficial result from empowered victim interaction with the criminal justice system is that it may help to build community trust of criminal justice actors (Holder, 2018). Victims’ rights attorneys are a key to

Figure 1: Why Victims May Not Access the Justice System



promoting victim agency as it relates to criminal justice. However, given the relative newness of victim legal services generally, and victims' rights enforcement legal services specifically, the field of victim legal services has so far lacked a conceptual framework that articulates the ultimate goals of these services, and how the provision of these services is intended to promote those goals (see Jabareen, 2009 and Maxwell, 2012). The present research seeks to address this gap.

The National Institute of Justice (NIJ) previously funded a study of victims' rights enforcement clinics (Davis et al., 2009; Davis et al., 2012). The study investigated whether the work of the clinics advanced general understanding of and support for crime victims' rights. The key victim outcomes measured were whether victims served by a clinic were more likely to receive their legal rights, more likely to be referred to supportive services, and more likely to be satisfied with their treatment by the criminal justice system. The results showed that having a victims' rights attorney led to greater upholding of certain victims' rights, and a greater likelihood of referral to counseling, but not to other services.

Interestingly, Davis and colleagues also found that in comparison to victims who were not represented by an attorney, victims who were served by the clinics reported lower levels of satisfaction with the way they were treated by court officials, with the court process, and with the outcomes of their cases. It is unclear whether this finding was due to variations in the types of victims who were served by the clinics versus victims who did not receive that assistance, to some other factor such as clinic victim-clients' increased understanding of the rights and treatment they should have received under the law, or the fact that the concept of victim standing to enforce rights was still new (Davis et al., 2009; Davis et al., 2012). Regardless, a major limitation of this study is that it did not incorporate a clearly articulated theory of change regarding the impact of legal services on the victim (Davis et al., 2009; Davis et al., 2012). Until now, a fully articulated conceptual model and theory of change has not existed for victim legal service provision.

[This Project](#)

This research broadens the scope of outcomes that may be relevant to the development, implementation, and evaluation of victims' rights enforcement legal clinics, and victim legal services generally, by providing the field with a previously lacking conceptual model and theory of change for service provision. It also vetted the model and theory of change by examining its application and relevancy with three well-established victim legal services programs.

Stage 1 of the project focused on the development of the conceptual model and theory of change. In Stage 1, the research team collaborated with a group of victim legal service professionals and crime survivors to broadly define the types of services provided by victim legal service agencies, the desired short-term program outcomes, and the long-term objectives,⁶ as well

⁶ Long-term objectives are the desired impacts that are hypothesized to flow from the achievement of the short-term

as a theory of change for why the services provided are expected to lead to the desired outcomes.

In Stage 2, the research team vetted the model and theory of change by examining its relevancy and alignment with the operations and goals of three diverse victims' rights enforcement clinics in the field: the Arizona Voice for Crime Victims (AVCV); the Oregon Crime Victims Law Center (OCVLC), and the Maryland Crime Victims' Resource Center, Inc. (MCVRC). Stage 2 also provided the opportunity for the research team to work with each site to build their capacity for enhanced data collection to provide information that may be useful for maximizing program effectiveness, while also preparing them for meaningful participation in more rigorous evaluation processes. Stage 2 culminated in an evaluability assessment of each site that gauged their readiness to participate in formal process (Phase 2) and outcome (Phase 3) evaluations under NIJ's phased evaluation initiative.

Research activities carried out during Stage 2 included site visits to the three clinics and the development and pilot testing of enhanced data collection practices to support fidelity assessment and rigorous process and outcome evaluations. These activities were aimed at achieving a thorough understanding of each program, including whether: 1) the conceptual model and theory of change had resonance for each site; 2) the enhanced measures prescribed by the model were appropriate and feasible to reliably collect; and 3) whether the three sites were indeed ready to participate in more advanced evaluation efforts. Iterative discussions between the research team and program staff also addressed the feasibility of using various research designs in subsequent evaluation efforts.

Research Questions

This project, undertaken by the Justice Research and Statistics Association and the National Crime Victim Law Institute, was guided by three overarching research questions:

1. How is effectiveness for a legal services program for victims of crime defined (i.e., what are the desired outcomes?)?
2. How should these outcomes be operationalized to measure the effectiveness of a legal services program focused on victims' rights enforcement? What are the pre-requisites for achieving these outcomes and

Figure 2: Research Questions



outcomes. This structure mirrors Cris Sullivan's (2016, 2018) conceptual model for domestic violence services and is explained in greater detail as this report progresses.

their key measurable components?

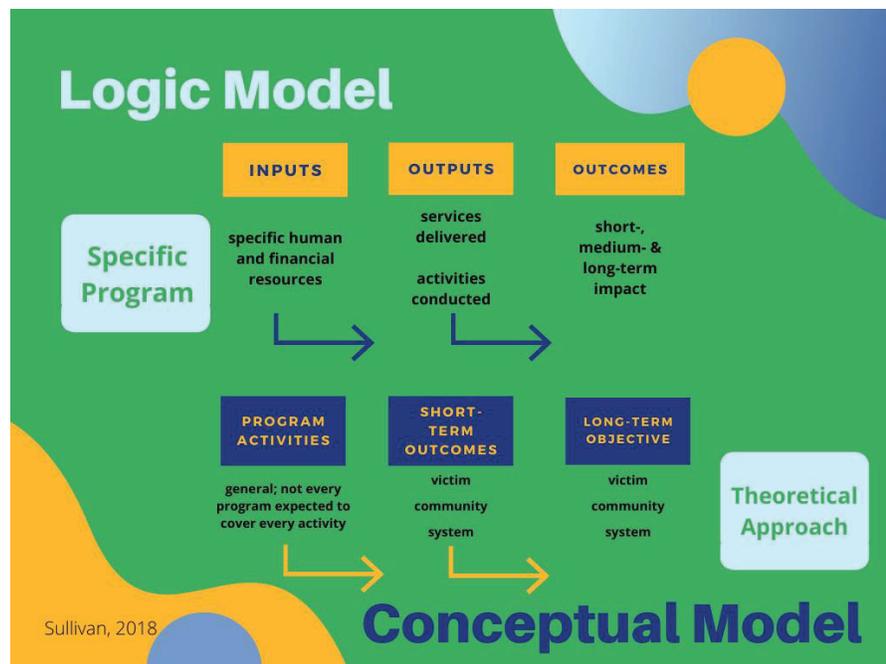
3. What systems and data collection mechanisms must be in place to conduct an evaluation of the effectiveness of a legal services program focused on victims' rights enforcement?

Why a Conceptual Model of Victim Legal Services?

The first stage of this formative work is the development of the conceptual model and theory of change. A conceptual framework outlines the activities by which an outcome is achieved (Sullivan, 2016), and a theory of change establishes “the underlying beliefs and assumptions that guide the development and implementation of a strategy” (Hernandez & Hodges, 2006, p. 166). Importantly, the development of a conceptual framework of best practices for victim legal services can help practitioners to design and deliver more effective programs and establish measurable guidelines, to assess how well they help victims to access justice, exercise rights, regain lost resources, minimize additional trauma and revictimization, and improve victims' wellbeing.

Rather than using a traditional logic model format, which would be developed specific to a given program, the conceptual framework presented in this report is based on the format of Sullivan's (2018) conceptual model for domestic violence services. Program-specific logic models typically specify inputs (e.g., human and financial resources), outputs (such as counts of services delivered or activities conducted), and outcomes (define) for a particular program. By comparison, Sullivan's model takes a more theoretical approach to specify general program activities, program outcomes, and long-term objectives (impacts) that apply to a broader range of program types and accommodate the considerable diversity that can be found among legal service providers. This approach is useful for guiding practice and for generating new lines of inquiry for research and evaluation. Importantly, creating this framework for victim legal services will lay the groundwork for establishing standards for services, best practices, and rigorous evaluation of a broad array of

Figure 3: Conceptual Model vs. Logic Model



victim legal service program types.

The framework presented in this report was developed through an iterative process. It is intended to apply to a broad range of victim legal services, mostly for adult victims, although its applicability to victims' rights enforcement legal programs is of particular interest for this project. In recognizing that victims have diverse legal needs related to their victimization, and that service providers with a variety of specializations may play a role in providing legal assistance, the model is flexible enough to allow agencies that provide different suites of services the advantage of being able to utilize the specific parts of the model that apply to their individual programs while retaining its overall logic. This framework is useful for practitioners seeking to design and deliver more effective victim legal services programs, and to establish measurable guidelines to assess how well they are assisting victims with exercising their rights, gaining access to justice, and improving their broader wellbeing. Therefore, this research has implications for the advancement of standards for services, best practices, and rigorous evaluation of these programs, which has been lacking in the field.

JRSA and NCVLI brought together a broad group of legal service providers and survivors on an Advisory Committee to create the model and a rigorous theory of change for victim legal services, including rights enforcement. Participants provided input via interview, survey, and roundtable discussion. This information was supplemented by a literature review, presented below. The Advisory Committee reviewed and provided comment throughout the model development process. JRSA and NCVLI focused on the following questions during Advisory Committee engagement:

Figure 4: Model Development Process



- What does “success” in victim legal service programming mean, and what essential elements or characteristics define it?
- What *client outcomes* capture this success?
- What *case outcomes* capture this success?
- How is service delivery and organization designed to achieve these outcomes?

The conceptual model developed in Stage 1 of the project, discussed in detail below, was then “field-tested” during the second stage of this project with the three victims’ rights enforcement legal clinics. While formative evaluation typically refers to “the use of evaluation to improve a program during the development phase” (Wholey et al., 2004, p. 67), and the three clinics we worked with as part of this project

have been operational for many years, we consider both stages of this project to be formative in nature. Though each program we worked with was well-established, each lacked a defined conceptual model that could be used to appropriately structure an evaluation, as did the field as a whole. Therefore, the development of a conceptual model during Stage 1 of this project was a critical prerequisite for rigorously evaluating not only these three programs, but virtually any victim legal service program in the field. A vetted conceptual model would also have value for program development and expansion purposes outside of the three sites herein.

Thus, the development of a conceptual model and theory of change during Stage 1 of this project arguably has value on its own. But development of the model and theory of change was also intimately connected to Stage 2 of the project, where the model was vetted, and its theoretical tenets and prescribed measurement focal points tested in real-life service settings. Carrying out Stage 2 activities in collaboration with each site was indeed highly formative in nature, as a concomitant goal was to improve each site's (and the overall field's) capacity to measure activities and outcomes and, thereby, ultimately improve their effectiveness.

This report proceeds next with a detailed review of the literature and background of victims' rights and legal services in the United States. Following the presentation of that background material, we describe the overall conceptual model developed during Stage 1 of the project, and provide detailed expositions of each of the model's parts. We also describe the research methods used to develop the model, and how each research activity (interviews, survey, roundtable discussion, literature review, and Advisory Committee input) contributed to its final form.

The second half of this report describes Stage 2 of the project, including how the JRSA-NCVLI team worked with the three victims' rights enforcement legal clinics to vet the conceptual model, pilot test data collection to support measurement focal points prescribed in the model, and build capacity within each site to undertake rigorous process and outcome evaluations. We describe the research methods employed in Stage 2, the programs and their service processes, and the pilot test results that include data capacity assessments and preliminary fidelity testing using the data collected during the enhanced collections piloted in Stage 2. We conclude our discussion of Stage 2 efforts with evaluability assessment findings for each of the three sites. Overall project conclusions, contributions to theory and practice, and recommendations for potential outcome evaluation designs close out the report.

Executive Summary

Introduction

Literature Review and Background

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This literature review begins with the evolution of victims' rights and victim legal services in the United States. This is followed by descriptions of the variety of victims' legal needs and how legal service providers help to address them. The theoretical bases underlying legal service provision are then discussed, before delving into specific legal concerns and how the system presently addresses them. Following the literature review, the proposed conceptual model and theory of change are presented, supported by the literature, as well as the expert input collected via the interview, survey, and roundtable discussion described later.

The Evolution of Modern Victim Services in Criminal Justice

Up until the 19th century, the American criminal justice system operated under a *private prosecution model* derived from English common law (National Crime Victim Law Institute, 2011a). Under this system, violations of law were perceived as “wrongs committed by an individual against an individual” (Jacoby, n.d., p. 3). It was, therefore, incumbent upon those who were harmed to initiate investigations and steer the prosecutorial process. However, a shift occurred during the 19th and early 20th centuries that favored a *public prosecution system* which transferred the authority and responsibilities of the administration of justice to the state. In turn, victims and survivors were dissociated from any formal legal status, other than as a witness in criminal court.

Interest in crime victims' treatment was reignited in the 1970s, largely because of increased activism of crime victims and survivors.⁷ This coincided with the women's movement, which grew from widespread dissatisfaction with high crime rates and the criminal justice system's treatment of victims in general, and female victims of domestic and sexual abuse in particular (Young & Stein, 2004). Several advancements occurred during the decade that followed, including the expansion of state victim compensation programs and various victim assistance initiatives (e.g., crisis centers, counseling services) to address the diverse needs of crime victims (Young & Stein, 2004). By 1980, demand for recognition of victims' rights had grown, which subsequently led to the President's Task Force on Victims of Crime's 64 recommendations regarding improvements to criminal justice, including that victims' rights be added to the United States Constitution (Office for Victims of Crime, 2019).

⁷ While there is wide variance in the field on how these terms are used, for the purposes of this report, the term “victim” will be used for anyone who has suffered a crime and might receive services, whereas “survivor” will specifically denote an individual who has suffered a crime *and* moved into activism or advocacy work as a result, such as our advisory board members.

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Evolution of Victims' Rights and of Legal Services to Protect Victims

Over the four decades since the Task Force, victim service providers, including attorneys, social workers, advocates, and members of special interest groups, have led the development of victims' rights legislation at the federal and state levels, to promote victim recovery and the availability of participation in criminal justice proceedings (Cassell, 2007; Globokar et al., 2016). More than 30 states have amended their constitutions to include victims' rights, and all 50 states, along with the District of Columbia and the federal government, have enacted statutory and rule-based protections for crime victims. Cassell (2017) notes that landmark legislation in this area includes: the Victim and Witness Protection Act of 1982 (Public Law No: 97-291, 96 Stat. 1249) which formalized fair treatment standards of victims and witnesses (Goldstein, 1984; Kolibash, 1984; Montagriff et al., 2005); the Victims' Rights and Restitution Act of 1990 (Pub. L. No. 101-647, Title V, §§502-503, 104 Stat. 4820) which codified services that should be available to victims of crime (Bjorklund, 2016); and the Crime Victims' Rights Act (CVRA) passed as part of the Justice for All Act of 2004 (Public Law 108-405, 118 Stat. 2260) which strengthened the rights of federal crime victims and permitted them to seek a *writ of mandamus* (order from a court to a government official) to remedy rights violations (Cassell, 2005, 2007, 2009). Presently, the specific contents of victims' rights vary across jurisdictions in terms of which victims are entitled to rights (e.g., victims of felony or misdemeanor offenses), the strength of those rights (e.g., mandatory or discretionary), the proceedings encompassed (e.g., adult or juvenile), and the officials who bear responsibility for implementation, and avenues for recourse if rights are violated (Aaronson, 2007; Tobolowsky, 1999).

Despite these changes in victims' rights legislation, victims' rights were still not consistently honored or observed in the years following (Davis et al., 2012). Recognizing that unrepresented persons were often unable to exercise even the best-drafted rights, victims' rights enforcement legal clinics grew to promote awareness, education, and protection for these rights and to seek their enforcement in criminal court. At the same time, there was increasing recognition among victim services providers that the ability to meet many victims' needs can be enhanced by the availability of legal services (Bouffard et al., 2017). Thus, there was a turn to advocates and attorneys working together to perform a range of activities including crisis intervention; comprehensive needs assessments; safety planning; various forms of civil legal assistance (e.g., protective orders, restitution, civil tort claims); securing housing, legal and/or immigration status; protecting and enforcing victims' rights; and providing training to others in the field (Globokar et al., 2016; Johnson, 1997; Jweied & Yang-Green, 2016; Office for Victims of Crime, 2013; Wright & Johnson, 2012).

While there is variation in state laws as to which rights for victims are guaranteed, there are some rights that are commonly guaranteed across most states. These are the rights that the legal clinics that participated in this study typically advocate for with victim-clients, which include the rights to:

- Information about the criminal justice process and available services⁸
- Notification of proceedings as the case progresses through the criminal legal system⁹
- Proceedings free from unreasonable delay¹⁰
- Attend proceedings¹¹
- Confer with prosecution¹²
- Be heard¹³
- Restitution¹⁴
- Treatment with fairness, dignity, and respect¹⁵
- Privacy (e.g., to suppress motions for discovery of immaterial or privileged personal information)¹⁶

Attorney Roles in Promoting Victims' Rights in Criminal Proceedings

Victims' rights legal counsel for victims serves several functions. First, victims are often unfamiliar with criminal or juvenile justice processes. They may not fully understand their rights, including whether, how, and when to exercise them. They may have difficulty completing forms to request rights. Attorneys can help explain legal rights to victims and facilitate the victim's choice regarding whether to exercise those rights (Behre, 2017).

Second, a violation of victims' rights early in the legal process can lead to further violations. For example, if prosecutors do not consult the victim before agreeing not to prosecute the case, the victim may never get the chance to exercise their right to be present and heard (Cassell, 2014). Attorneys can file motions prior to a rights violation to assert a right, and after a violation to seek redress.

Notably, without representation, victims' rights may be violated without redress. Judges may fail to abide victims' rights to be notified, present, heard, and to have their other rights, including restitution, honored. Even where a victim has a clear right to restitution, for example, a judge may be reluctant to order it, assuming that the defendant will not have the ability to pay or

⁸ See Englebrecht, 2011; Epstein, 1999; and Tobolowsky, 1999

⁹ See Aaronson, 2007; Carr et al., 2003; Cassel, 2017; Davis & Mulford, 2008; Kyl et al., 2005; Shephard, 2014; and Young, 1987

¹⁰ See Aaronson, 2007; Ricke, 2013; and 18 U.S.C. §3771 (a)(7)

¹¹ See Beloof & Cassell, 2005; Englebrecht, 2011; President's Task Force on Victims of Crime, 1982; and 18 U.S.C. §3771(b)

¹² See 18 U.S.C. §3771(a)(5); Boateng & Abess, 2017; Carr et al., 2003; Pokorak, 2007; and Pugach & Tamir, 2017

¹³ See Butler, 2008; Englebrecht, 2011; Epstein, 1999; Giannini, 2007; Lens et al., 2015; National Center for Victims of Crime, 2008; and Walberg-Hegan, 1997

¹⁴ See Deaver, 2010; Haynes, 2015; National Center for Victims of Crime, 2004; National Crime Victim Law Institute, 2011c; Office of Justice Programs, n.d.; Ruback et al., 2005; Sawa & Allen, 2018; Shephard, 2014; U.S. Sentencing Commission, 2019.

¹⁵ See Giannini, 2016; Grant, 2007; Henry, 2011; and National Crime Victim Law Institute, 2011b

¹⁶ See Burnell, 1975; Floridi, 2016; Giannini, 2016; National Crime Victim Law Institute, 2014a, 2014b; and Office of Justice Programs, n.d.

believing payment for harms is best left to civil court (Peters, 2018). Similarly, prosecutors may be reluctant to argue strenuously for the rights of a victim in one case when they know that they will have to regularly appear before the same judge, or where the state has an interest not directly aligned with the victim's rights preference. They may not oppose a motion for continuance that is convenient for the lawyers and court, despite the victim's right to proceedings free from unreasonable delay. When a victim has separate legal representation, the victim's attorney can argue for interpretation of the victims' rights as needed by their client and seek appellate review if those rights are violated.

A recent example is the case of *State v. Patel* in Arizona. In this case, the court, in alignment with the prosecution and defense positions, and citing a statute, imposed a cap on the restitution recovery of a criminal car crash victim, despite the broad constitutional right to restitution afforded to Arizona victims. The victim, through counsel, challenged the statutory cap as unconstitutional. The argument was echoed in an amicus brief filed by the Arizona Crime Victim Rights Law Group and National Crime Victim Law Institute. The Arizona Court of Appeals agreed and voided the law creating the cap.¹⁷

Attorney Roles in Civil and Administrative Legal Proceedings

While the three victims' rights enforcement legal clinics involved in the formative evaluation work for this project focus mostly on victim concerns in the criminal justice system, it is important to note that some victim legal services programs may separately also represent victims in the civil and administrative legal systems for specific matters. This is represented in the conceptual model. While a full examination of victim legal services in the civil and administrative legal systems is beyond the scope of this report, it is important to note that victims may require representation in civil matters such as tort actions, protective order proceedings (OCVLC works in this area), family court, collection of restitution, credit repair, housing, and employment, to name a few. Crime victims may also receive legal representation from qualified providers in areas of victim compensation, campus proceedings, immigration, and other areas.

The aforementioned legal interventions in the criminal, civil, and administrative systems demonstrate some of the ways that legal service providers can assist crime victims. The next section presents some theoretical perspectives behind the practice of victim law, and how services should lead to positive benefits for victim recovery. After the literature review concludes, the conceptual model is presented in detail.

¹⁷ *State v. Patel*, No. 1 CA-CR18-0774 (Ariz. Ct. App. Oct. 22, 2019) available at <https://www.azcourts.gov/Portals/0/OpinionFiles/Div1/2019/1%20CA-CR%2018-0774%20-%20Patel%20final.pdf>. The case, however, is still in appeals as of this writing.

Theoretical Perspectives

After tracing the history of victims' rights and related issues, the next step in the literature review was the identification of theories of change that could explain how and why the provision of effective legal representation should produce improved victim outcomes. This section discusses three perspectives (or theories) that underpin the development of the conceptual model: *trauma-informed care*, *conservation of resources*, and *procedural justice*. These theories provide context for understanding victims' needs and experiences in justice systems.

Trauma-Informed Care

The trauma-informed care (TIC) perspective is a framework of service delivery in which victims' experiences of trauma are placed at the forefront of service provision. This is relevant because a victim's trauma experiences may greatly influence the victim-attorney relationship and litigation process (Katz & Haldar, 2016). Herman (1992) defines traumatic events as those that overwhelm one's ability to cope with "threats to life or bodily integrity, or a close personal encounter with violence and death" (p. 33), and traumatic experiences can cause individuals to seek to avoid or escape unpleasant thoughts, memories, feelings, or bodily experiences (Hopper, 2020). Others use a broader definition to also include *perceived* threats, such as those that may result from witnessing severe violence (Kessler et al., 1995; Lee et al., 2016). Because service providers have "no easy way to distinguish those who have experienced trauma from those who have not" (Elliott et al., 2005), TIC has a foundational premise that all providers be trained on the needs and challenges of trauma survivors (Strand et al., 2013). This includes adhering to four key elements of TIC: recognizing the signs and prevalence of trauma; understanding trauma and its effects on individuals, families, and communities; responding to clients with sensitivity; and resisting re-traumatizing victims (SAMHSA, 2014).

While more empirical research is needed regarding the effectiveness of TIC practices (Hanson & Lang, 2016; Lang et al., 2016; Purtle, 2020), there is serious concern about the risk of additional trauma to victims caused by participating in the legal process without adequate TIC-trained assistance (Katz & Haldar, 2016). Using a TIC approach, victim legal service providers can work to ensure that victims are treated with respect and dignity and empowered to make their own informed decisions about participation. Moreover, legal service providers can work to ensure that victims receive procedural justice (described below) and are granted their due rights. They can also advocate to clarify, improve, and advance services, policies, and laws related to victims.

Conservation of Resources

Closely related to TIC, *conservation of resources theory* (COR) posits that trauma and victimization can lead to losses of valuable resources for the victim that need to be mitigated to prevent further loss and promote healing and recovery (Bath, 2008; Hobfoll et al., 2016; Littleton et al., 2009; Sullivan, 2016). Resources lost may include tangible items (e.g., money or possessions), intangible sources of strength (e.g., self-esteem, confidence in one's ability care for oneself or one's family), or specific conditions (e.g., a safe home; see Halbesleben et al., 2014

and Littleton et al., 2014). Legal services providers can help victims navigate legal systems to maintain and protect personal resources and recover losses. This, in turn, helps to rebuild a victim's sense of security and restore personal agency (Logan & Walker, 2017).

Procedural Justice

The theory of *procedural justice* posits that equitable application of justice and transparency of process by which decisions are made promotes fairness and respect (Tyler, 2007). Tyler identified four elements of procedural justice. The first is *participation*, which entails enabling victims a chance to tell their side of the story and actively participate in agenda setting (e.g., court dates, plea offered). The second is *neutrality*, whereby legal authorities (e.g., judges) make unbiased decisions that are guided by transparent reasoning (Schafer, 2013). The third is *respect*, which is achieved by providing victims with information and status updates about their case and factoring in their input along the way (Carr et al., 2003). The final principle is *trust*, which posits that if people are going to use the justice system, they must believe that the process works fairly for all. Thus, by working to ensure that victims' participatory rights are met, legal services can help to enhance procedural justice for victims of crime, which is important to making the justice processes equitable and fair. The wider implication is that this demonstrates the legitimacy of the justice systems to victims, the public, and the accused.

Theoretical Summary

These three theoretical perspectives can be woven together to create a single theory of change, which is described in greater detail after the conceptual model is presented. TIC principles underlie both COR and procedural justice theories (insofar as each theory conveys

Figure 5: Theoretical Integration



ways to minimize trauma). The process of interacting with a legal system comes with high potential for revictimization, which can be as (or more) traumatizing to the victim as the initial event itself. In a trauma-informed, victim-led approach, service providers strive to have open and honest discussions with victims about the probability of different case outcomes occurring, and the realistic impact that services may or may not have on those outcomes. This way, victims can

formulate realistic goals and expectations. Not only is this trauma-informed, but it is consistent with procedural justice in that it promotes dignity and respect for victims and encourages their

participation in the legal process (Wemmers et al., 1995; Wood et al., 2015).

Therefore, regardless of the theoretical frame adopted, legal services providers should be knowledgeable about trauma and design services to empower victims to make informed, individual choices about which supports to pursue. In fact, victim empowerment emerged from interviews with the Advisory Committee as a primary benefit of receiving legal services, given that a common feeling after victimization is the sense that one has lost control over what happens to them. Having an advocate in one's corner can be helpful for getting that sense of control back.

Literature Review Summary

This literature review covered a brief history of the development of victims' rights and the recognition of victim interests, the reasons behind victim legal service providers' work, and underlying theoretical principles that inform the work. While victims are granted rights and procedural options at the federal and state levels, their rights are not always honored, and the procedures are not always easy to navigate. Additionally, these provisions may not be enough to protect victims from further harm, and interactions with the legal system can still lead to additional trauma and revictimization (Bath, 2008). Victim legal service providers use trauma informed practices to perform the legal work needed to ensure that victims receive procedural justice, maintain or restore resources, and that they are afforded the rights to which they are entitled. They can also advocate for clarifying, advancing, and improving policies, laws and services related to victims.

Despite the potential for revictimization from the legal system, experiences can be positive and lead to feelings of empowerment through making informed decisions and regaining agency (Fraser, 2016; Garvin & Belooof, 2015). Victims have diverse legal needs related to their victimizations, so service providers with a variety of specializations may play a role in victim legal service provision within the criminal, civil, and administrative legal systems. Legal matters for which victims might receive assistance include: victims' rights enforcement, immigration assistance, tort claims, protective order proceedings, family law matters, and more (Jweied & Yang-Green, 2016; Office for Victims of Crime, 2014). Legal services can help mitigate many of the harms suffered as a result of victimization. Through working with legal service providers, victims can increase feelings of safety, recover financial losses, and avoid losing housing, custody of children, and much more (Johnson, 1997; Perez et al., 2012; Wright & Johnson 2012).

While limited evidence does exist that the use of victim legal services leads to positive outcomes, including empowerment and improved wellbeing (Bennett et al., 2004; Elliott et al., 2014; Erez, 1999), there is a lack of formal program evaluation in this area. A conceptual model of legal services can be used to create standards for services, best practices, and a framework for evaluation (Office for Victims of Crime, 2013), much like the proposed model for best practices in domestic violence services (Sullivan, 2016, 2018). The next section of this report details the development of our conceptual model, which fills this gap, guided by the information contained in the literature review, as well as consultations with practitioners and survivors.

Executive Summary

Stage 1: The Conceptual Model

Introduction

Methods to Develop the Model

Literature Review and Background

This conceptual model was developed based on four key sources of information: 1) a review of the literature on victim legal services (discussed above) and victimization (discussed in the next section); 2) intensive interviews with service providers and survivors who also comprised the Advisory Committee for the project; 3) a survey of an extended sample of victim legal services providers; and 4) a roundtable discussion of an early stage of the model with the Advisory Committee. While the literature review was an ongoing endeavor, steps 2, 3, and 4 occurred sequentially, with each step building on the previous one.

The Conceptual Model

Theory of Change

Each data source or collaboration opportunity informed the project team's decisions about what to include in the model and how to organize its components. The literature review provided a general overview of the current state of victim legal services research and uncovered core areas of practice for inclusion. The first data collection activity, which was interviews with service providers and survivors, allowed the research team to drill down on key topics, refine the general categories, and identify specific activities, outcomes, and objectives for the first iteration of the model. After the first draft of the model was completed, a larger sample of victim service providers was asked to respond to a web-based survey that asked them to review the early draft and provide feedback. Based on the survey responses, the research team revised the model again in advance of the roundtable discussion with Advisory Committee practitioners and survivors. Institutional Review Board (IRB) approval for all data collection instruments, informed consent procedures, and recruitment language for this stage of work was obtained on January 31, 2019, prior to commencement of any of the below activities.

Formative Evaluation with Three Clinics

Research Design

Interviews

Between March 18 and March 29, 2019, JRSA staff conducted telephone interviews with legal service providers and survivors about their experiences providing or receiving legal services, respectively. These members of our Advisory Committee were recruited by JRSA and NCVLI as a convenience sample intended to ensure broad representation of different types of legal services providers. Three crime survivors who had received legal services and who were interested in research were also members of the committee. JRSA emailed written consent forms to subjects in advance of the interview for review and signature prior to the interviews themselves. The consent form provided a synopsis of the research project and detailed the interviewee's rights. In the event that interviewees were unable to review, sign, and return the consent form, the interviewer read the consent form to them orally and obtained their verbal consent prior to the interview.

Program Histories and Designs

Program Capacity for Data Collection

Program Fidelity Testing

Program Evaluability Assessments

Site Readiness to Move Forward

Research Questions Answered

Implications for Theory and Practice

Regardless of how consent was obtained, interviewees were given the opportunity to ask questions about their participation, the survey, and the project before and at the completion of the interview. Interviews lasted between 45 and 90 minutes and included the interviewer, a note taker, and the interviewee. In addition to taking detailed written notes, JRSA recorded the interviews with the permission of each subject.

Seventeen Advisory Committee members were interviewed. The sample included the three survivors who received legal services and 14 legal services subject matter experts (two service provider representatives identified themselves also as survivors). Each interviewee's role determined which topics and questions were asked from the semi-structured interview instrument. For example, legal service providers were asked about the types of services offered, how they provided services, and goals for the service provided. Survivors were asked similar questions, but the focus was on their experiences with legal services, services received, and whether their goals were addressed. Information gleaned from subject matter experts and survivors was analyzed using Nvivo (QSR International Pty Ltd., 2020) to develop the first draft of the conceptual model and theory of change.

Survey of experts

At the completion of each interview, JRSA requested contact information for four to six additional colleagues who would be qualified and interested in responding to a survey on the first draft of the conceptual model. In addition to the identified survey respondents, interviewees were invited to participate in the survey themselves. Both the subject matter expert interviews and the survey were manually analyzed and coded for themes. A snowball sampling frame of 104 individuals from various legal and victim services providers across the United States were invited to participate in the survey. JRSA sent each eligible survey participant an email invitation on May 10, 2019, that gave a brief overview of the project, introduced the conceptual model, and provided a link to the survey. Follow up emails were sent to participants on May 17 and May 21. The survey closed on May 22, 2019.

Of the 104 subjects invited to participate in the survey, 77 answered at least one question, resulting in a 74% survey response rate. Response rates for individual survey questions ranged from 97% (75 of 77 respondents) to 45% (35 of 77 respondents). Respondents also provided basic demographic information about their agency, as shown in Table 1.

Respondents came from a variety of legal and social service provider agency types. Thirty-two percent (24 of 75) of respondents represented civil law practices and an additional 32% of respondents were from agencies that specialized in victims' rights enforcement specifically. A majority (57.0%) of respondents indicated that their agencies employed 16 or more people. Respondents were spread across all geographic regions of the country. Nearly one-third of respondents reported that their agency was located in the Southwest (30.7%), 29.3% in the Northeast, 24.0% were located in the Midwest, and 12.0% were in the Northwest.

Table 1. Survey Respondent Agency Demographics (N = 75)

	<i>N</i>	%
Agency Type		
Civil Law	24	32.0
Victims' Rights Enforcement	24	32.0
Victim Service Provider (Nonprofit or Government)	15	20.0
Criminal Law	1	1.3
Other	11	14.7
Agency Size		
1 to 5	6	8.0
6 to 10	20	26.7
11 to 15	6	8.0
16 or more	43	57.3
Agency Region		
Southwest	23	30.7
Northeast	22	29.3
Midwest	18	24.0
Northwest	9	12.0
Southeast	3	4.0

The substantive survey questions about the model were open-ended and asked about respondents' general perceptions of the total conceptual model and then about items in each section of the model. Respondents were asked about strengths and weaknesses and whether the overall model and items in each section were applicable to the work in their agency. Survey data were analyzed using qualitative analytical techniques: general themes across responses to each question were identified and combined, and narrative responses to each item were used to provide specific examples to illustrate themes identified. The 77 survey responses from across the U.S. were used to inform, revise, and refine the conceptual model so that it represents amalgamation of input from a broad range of victim legal service providers.

Roundtable collaboration

The roundtable discussion of the next iteration of the conceptual model among the Advisory Committee and research team members took place at the National Crime Victim Law Institute's annual Crime Victim Law Conference in Portland, Oregon on June 5th, 2019. The purpose of the roundtable was to assess the most recent draft of the conceptual model, which had been circulated just prior to the meeting. Four researchers from JRSA were present, along with 12 of the victim legal service providers and two of the survivors who had participated in the interview phase of the project. One provider present was also a survivor. Absent from the

Advisory Committee was one victim legal services provider and one provider who was also a survivor, both of whom were contacted via telephone for their feedback after the conference. Also, one survivor who had participated in the initial interviews had to withdraw from the project due to new employment (their new schedule conflicted with our meeting).

The results of the survey were reviewed with the Advisory Committee along with the status of the project and a review of the project's objectives. Key points of the discussion focused on parts of the model that worked well, parts that were problematic, and scope questions (whether certain items should be included and why/why not). Participants were asked about persistent gaps and inaccuracies. Finally, participants were asked for suggestions on how outcomes and objectives could be measured for the next phase of the project.

The Conceptual Model

A primary goal of Stage 1 of the current formative evaluation work was to develop a conceptual model of victim legal services that would then be used to guide our activities in Stage 2 *and* that would also be an independent contribution to the field on its own. As discussed above, this broader conceptual model differs from a program-specific logic model that also specifies inputs (such as human and financial resources) and outputs (counts of services delivered, or activities conducted). Instead, it takes the more theoretical approach used by Sullivan (2016; 2018) of specifying program activities, program outcomes, and long-term objectives for victim legal services more broadly.

Drawing on the interviews, survey, and roundtable discussions described above, the project team developed a comprehensive model encompassing the breadth of legal services for victims that agencies can customize for use with the supports they offer to victims. It is important to note that the scope and breadth of legal services offered vary between agencies and jurisdictions. The model, therefore, includes a menu of program activities, program outcomes, and long-term objectives; service providers can choose those that apply to the needs of victims in their service area and the services their agencies deliver when designing their own logic models for program evaluation.

Application and Intent

The conceptual model developed in Stage 1 of the project is intentionally designed to be applicable in a variety of diverse settings. It can be used to guide program design and refinement, evaluation design, and the framing of basic research. Moreover, agencies providing different suites of services can utilize the parts of this model that apply to their individual programs, as did the three agencies we worked with. It is important to note that no single agency is expected to provide all services described in the model, as legal expertise for each service varies greatly, nor should they be held accountable for achieving outcomes that fall outside of their purview. In addition, the model is generalized in its assignment of specific activities to different areas of law. For example, most jurisdictions address expungement of records through civil court, which is

where it is placed in this model, but in some jurisdictions, this takes place in criminal court. Agencies can simply adapt the model to fit their particular situations.

The theory of change depicted in the model described in detail below suggests that the program activities carried out by legal service providers should lead to several possible short-term program outcomes for three groups: victims and survivors, communities, and improvements in how legal systems treat victims of crime. If these short-term outcomes are achieved, then theoretically, a number of long-term objectives for each group will also follow. Ultimately, the conceptual model provides a framework for analyzing how effective provision of victim legal services should lead to improvements in victim and survivor wellbeing.

Our presentation of the model now proceeds with an in-depth discussion of its final scope, its elements including the specific services or outcomes in each category and why they are included, and how the hypothesized program outcomes and long-term objectives for change might be measured. Further, the theory of change behind how and why these program activities are expected to produce these results is explained. Textual information gathered from the interviews, survey, and roundtable discussion is woven throughout the discussion of the model to illuminate how many of the final decisions for the scope and content of the model were made.

Scope of Model

The program activities section of the model pertains primarily to legal representation services offered to crime victims, according to a synthesis of the information from the interviews, survey, and roundtable discussion. There was some concern among providers across the three data collections about whether the broader spectrum of victim services (i.e., services beyond legal) should also be included in the model, and if so, how wide the model should cast its net. Before presenting the conceptual model, we first address the decision of the project team to exclude the broader world of victim social services from its scope.

A majority of service provider interviewees indicated that they provided some degree of social service support to victims in addition to legal services, either directly, or by referrals to other providers. Survey respondents and roundtable participants frequently discussed the need to include and expand coverage of social services in the conceptual model. Fifty-two percent ($N = 40$) of survey respondents reacting to an early version believed that social services should be included:

“Social services seem to get short shrift. They are mentioned as an activity [in the model], but then barely revisited in outcomes or objectives. I would think there are both outcomes and objectives relevant to the various social services that work with crime victims.”

- *Civil Legal Service Provider, Northeast*

In addition, many survey respondents indicated that provision of social services becomes intertwined with provision of legal representation because victims’ recovery needs are intertwined and cannot truly be separated. For example, assisting a domestic violence victim who has left

their abuser to achieve safety via a protective order will not be fully effective if the victim cannot also secure new housing, which frequently involves a nonlegal advocate or a housing service provider. Nine survey respondents stated that if social services were to be included in the model, the section needed to be equivalent to the legal services section. However, five participants felt there was too much overlap between legal and social services and that the conceptual difference between them became confusing when both were included.

The roundtable discussion with the Advisory Committee ultimately helped the project team decide at what level to include social services in the final model. All discussants recognized the need to at least facilitate access to a variety of social services to help victims recover, but many agencies do not have the staff or financial resources to provide wraparound social services in addition to their primary legal scope. Including social services as a full subsection of program activities in the model, with their own associated sets of outcomes, may imply to legal services agencies that they must provide these additional services “in house” in order to achieve success as defined by the model. Of the agencies that did not offer in house social services, all indicated that they do maintain referral networks of other providers that can deliver them.

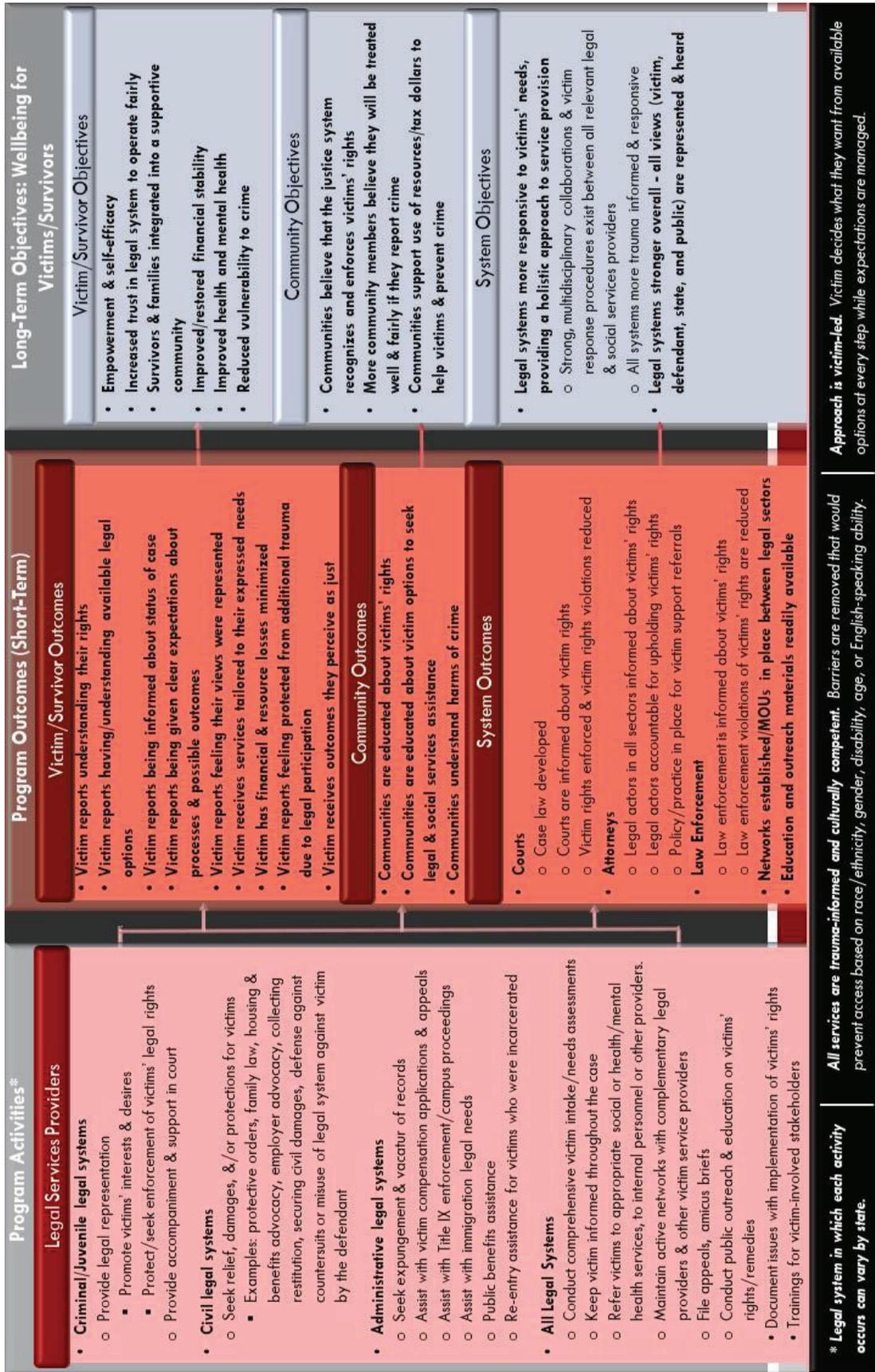
Based on these discussions, the final decision was made to indicate that thorough needs assessments should occur, and that victims should be provided social services either internally if resources are available *or* by referral out to complementary providers. However, inclusion of separate, fully-articulated subsections for social services activities and outcomes would be outside the scope of this project. In addition, there are other models that provide standards of care for other types of services, and few legal services agencies have the resources and expertise to provide wraparound social services themselves. Thus, while this model acknowledges the importance of recognizing and providing for victims’ interrelated needs, for conceptual clarity, this model and its associated theory of change are limited to legal representation and advocacy services, with emphasis on victims’ rights enforcement.

Now that the scope of the model has been defined, the full conceptual model is presented below in Figure 6. Similar to Sullivan’s (2016; 2018) domestic violence model, this model is divided into sections illustrating program activities, short-term outcomes, and long-term objectives. Each section is described below, along with selected recommendations for data sources and collection methods that should be explored to support empirical measurement. The theory of change that specifies how activities are expected to produce those outcomes and objectives is then summarized.

Program Activities

The Program Activities section of the conceptual model is divided into four categories, representing the services available to victims with needs in different areas of law: criminal and juvenile legal systems, civil legal systems, administrative legal systems, and a section pertaining to services that cut across multiple legal systems. The program activities depicted in the model are not intended to be comprehensive, nor are they unique to one type of program. Rather, they are

Figure 6: Conceptual Model for Victim Legal Services



purposely broad and intended to be representative of the variety of victim legal services available. The activities within each legal system's purview can also vary by state. Therefore, individual activity categorizations should be adapted based on the legal structure in a given jurisdiction. For easy reference, only the program activities section from the full model (Figure 6) is shown in Figure 7 below.

Ideally, all program activities should be client-led, regardless of legal system in which victims are involved (i.e., civil, criminal, and/or administrative). This means that victims should be empowered to make informed choices about which, if any, services and supports to pursue, based on their individual preferences and objectives.

Criminal Justice Systems

The role of legal service providers who assist victims with matters in the criminal legal system (which can sometimes include the juvenile system if the offender is a minor) is to provide

Figure 7: Program Activities



legal representation to victims throughout the prosecution process, from investigation through disposition, and to accompany victims during court proceedings. As part of this, they inform victims about their participation options so that they can decide whether/how much they wish to participate at each stage. Victim legal service providers promote the victim's interests and desires in court and independently advocate for the victim's rights to be enforced during the case (although prosecutors may also be advocating for this). Ultimately, victim legal service providers providing legal representation in the criminal justice system strive to ensure that victims' rights, needs, and wishes are recognized as an important consideration during criminal proceedings.

Victims have specific rights available to them within the

criminal and juvenile legal systems, as described earlier in the literature review. This subsection of the program activities includes services offered to victims to help them exercise these rights as their case progresses, should the individual victim choose to pursue them. Program activities that occur in the criminal legal system fit into one of three categories: 1) formal legal representation and rights enforcement, 2) legal information/advice, and 3) victim support and accompaniment. As previously discussed, choices about services to receive and actions to take should be client-led after thorough presentation of the options and potential outcomes by their legal service provider at every stage of the case.

The first core activity of victim legal service providers is to formally represent victims' interests. Legal representation is offered to enhance victims' safety and reduce barriers to their abilities to seek assistance and be heard in case-related matters of importance to them.

“We represent victims in criminal cases to assert and ensure their legal rights as victims are enforced. This often means right to refuse defense discovery where the defense will try to subpoena medical or school records and the victim doesn't want them turned over and we will try to quash the subpoena. We also represent victims to ensure that their rights are protected: right to notice, to be heard, to participation.”

- Director, Legal Service Provider

In this model, legal representation includes both representing victims in legal proceedings and assisting them with enforcing their legal rights. This includes filing motions and appearing in court, preparing victims for court, and assisting with victim impact statements. Criminal and juvenile legal activities also include providing information about rights and available options so that victims can make informed decisions, such as choices about whether and how to participate in the prosecution of their offender, and/or to pursue options like restorative justice. The program activities listed for the criminal and juvenile legal systems were conceptualized to pertain to victims of all types of crime.

All three survivors on the Advisory Committee who were interviewed had previously received some form of victim legal services. One survivor shared how their legal team helped block access to their private personal and military records. A second survivor who received similar services indicated that services provided by one agency early in their case were not client-led, nor trauma informed. They reported that once they found an agency that specialized in victims' rights, they received services that were more focused on their actual needs. As mentioned in the literature review (Bennett Cattaneo & Goodman 2009; Bublick & Mindlin, 2009; Davis et al., 2012; Garvin & Beloof, 2015; Office for Victims of Crime, 2013), client-led legal service provision allows victims to retain control over their participation in the case and increases their satisfaction. The conceptual model incorporates this idea by including the promotion of victims' interests and desires as a key activity, which can include seeking victim input on how to proceed with the case, seeking offender accountability, or even honoring their

wishes to decline to participate in prosecution.

“The [Victim Service Provider] was there to provide me with all of my legal representation: giving me direction, and updates on the case, and my rights as a victim, and knowing how to proceed from a legal standpoint. They came to the court hearings on a few occasions and spoke on my behalf and had multiple informational sessions with me to help me prepare for the court days and to help me understand what was happening.”

- Survivor and Legal Services Recipient

It is important to note that there is a difference between formal legal representation and legal-adjacent services, such as accompaniment, emotional support, and non-legal advocacy that does not require an attorney (e.g., advocating for the prosecutor to return a victim’s phone call). Based on the interview, survey, and roundtable responses, we focused this conceptual model on formal legal representation services and de-emphasized the less formal support services that can be provided by individuals other than an attorney. This was done to draw a clear line around true legal services that, if provided by someone other than an attorney, could amount to the unauthorized practice of law. The statement below from a roundtable participant represents these concerns and points out the dangers of overburdened agencies that may allow non-attorney advocates to deliver services they may not be qualified to carry out:

“We can touch on all of these [services], but this is already overwhelming. There need to be boundaries put in place and referrals and partnerships. We regularly have legal advocates who have already taken steps in the legal system [on behalf of a victim] before they are referred to an attorney. The person helping doesn’t realize that they don’t have the authority, and something was screwed up. They try to counsel their client, but they don’t know enough so there is a certain amount of if we talk about legal services, if we broaden it to too many people, if we are telling too many people that they can provide services. We had to roll things back that the advocates did because they were told they had more authority than they do. Coordinated circle of service. This is the role of each person and try to do that as a circle of service around the victim. Advocates, you cannot create legal services. We need to have boundaries.”

- Director, Legal Services Provider

The last series of program activities included in the criminal legal system are best categorized as accompaniment and support. Accompaniment and support in our model refer to the services victims receive that are not categorized as legal representation. Support services that do not require an attorney can include accompaniment and support during court proceedings, timely communication about case status changes, keeping victims informed as the investigation and prosecution proceeds, conducting outreach about available services, making phone calls, conducting initial intake processes; and notifying the victim of court proceedings. However, all

legal representation services are assumed to be provided by a qualified attorney for the purposes of this model.

Most survey respondents and roundtable discussants expressed appreciation for the emphasis on the criminal and juvenile legal system subsection of the conceptual model. However, four survey respondents expressed that the early version of the model focused too heavily on the criminal justice system to the exclusion of other venues that they felt were more suited to facilitating victim recovery. Roundtable participants expressed similar concerns. Survey respondents mentioned that the victims service field in general is shifting its primary focus away from criminal justice solutions toward more civil legal, community, and social services remedies for victimization harms.

“The focus here [in the early model] seems to skew toward criminal system interventions over civil or community-based; we know that the field is moving toward the latter and away from the former.”

- Training and Technical Assistance Provider, Southeast

Based on this feedback, we expanded the program activities subsections for civil and administrative legal systems and emphasized services that may cut across two or more of these systems.

Civil Legal Systems

Many members of the Advisory Committee indicated that they offered services within the civil system. The civil legal system provides an avenue for dispute resolution and aids victims in gaining monetary compensation or other forms of recompense for their suffering. Within this context, service providers pursue various forms of relief, damages, and protections on behalf of victims of crime, even while their criminal case is in progress. In contrast to victim support services offered in criminal proceedings, in which the victim is not a recognized party to the case, victims are parties with standing in the civil system.

The specific services provided will depend on the area(s) of civil law with which the victim needs assistance. While the conceptual model does not provide an exhaustive list of possible civil legal services, it presents the most common categories, which are:

- torts;
- family law issues such as assistance with custody disputes, child or elderly guardianship/protective services, adoption, separation/divorce, visitation, protections needed as a result of intimate partner or family violence, and family reunification;
- enforcement of restitution orders;
- securing protective orders;
- protecting victim privacy, such as by quashing requests for victims’ medical, military, or employment records during civil matters;

- landlord/tenant issues, such as when a victim must break a lease and move as a result of victimization or is threatened with eviction due to the crime;
- recovery from identity theft and fraud, such as help to secure documents and accounts;
- recovery from financial exploitation, such as helping with credit repair and recovery of lost resources; and
- employment discrimination and hourly wage recovery, should issues occur as a result of victims missing work time to participate in legal proceedings or secure services.¹⁸

Providers that assist crime victims with civil matters may provide some, or all, of these services, but most agencies will not have specialized attorneys in every area. For areas that an agency does not cover, providers can refer victims to external partners who are qualified to handle those matters.

Administrative Legal Systems

Administrative law refers to the branch of law that governs the creation and operation of local, state, and federal administrative agencies. These agencies have powers to interpret, enforce, and adjudicate federal and state laws, and oversee legal relationships between agencies, other government bodies, and the public at large. The conceptual model includes a number of legal assistance activities that help crime victims navigate various administrative and governmental agencies where they may need to solve victimization-related problems, and where enforcing victims' legal interests may also be necessary.

Therefore, the final conceptual model includes activities that pertain to the following areas of administrative legal assistance:

- immigration assistance;
- education/Title IX claims assistance;
- obtaining documents;
- correcting legal records;
- public benefits application assistance; and
- assisting victims to recover fee waivers and victim compensation.

For example, service providers may assist victims with seeking expungement or vacatur of records (e.g., trafficking victims who were charged with prostitution). Their work also includes quasi-administrative proceedings related to enforcement of Title IX protections in education proceedings. Providers in this category might help victims obtain social security cards and birth certificates that were taken or compromised during victimizations such as domestic abuse, identity theft, elder abuse, stalking, trafficking, and fraud. Assistance with name changes necessitated by the victimization experience would also be included here. For legal service

¹⁸ Some of these services may fall under the criminal or administrative legal systems in some states or jurisdictions.

providers who specialize in immigration, assistance with legal needs such as obtaining T or U visas, continued presence, and family reunification are included. Lastly, we include services geared toward securing financial recompense legally available to victims, such as assistance with public benefits applications, victim compensation applications, and appeals.

Multiple Legal Systems

Although the majority of program activities are system specific, there is some state variation in terms of which system handles certain issues. Furthermore, there are some processes that impact victim outcomes that occur in multiple legal environments. This is reflected in the final category of program activities, which comprises services that cut across two or more legal systems. These activities can be categorized into four key areas: 1) victim intake, 2) social services advocacy and referrals, 3) education and outreach, and 4) advancing case law. Some of these services are geared toward victims' needs at the individual level, whereas others pertain to systemic changes that serve to benefit all victims.

First, victim intake is carried out by all legal service provider types to identify what services the victim initially needs, wants, and qualifies for. Interviewees fell in one of two categories: providers who screen at intake for all legal and social needs ($n = 9$) and those who only screen for needs that their agency can provide services for ($n = 5$). Three Advisory Committee members explained that their intake procedures are dictated by the requirements of the grants they receive.

Related to victim intake, the second category of activities includes thorough assessments for social service needs, provision of access to social services (internally or by referral), and maintenance of networks with other legal and social service providers that can provide services outside their agencies' scope. A majority of service providers on the Advisory Committee reported that they did not directly provide social services. Those who worked at agencies that provided wraparound services stated that there are advocates, social workers, or others hired to provide the additional services, but that it is not feasible for all agencies to offer all the services listed in the model. Therefore, 12 survey respondents voiced the need for the development and maintenance of referral systems as an important activity to be included. Roundtable participants agreed. This framing acknowledges the interdependence of social and legal services in victim restoration but reflects the decision about the scope of this model discussed earlier. It also recognizes that not all agencies can offer wraparound social services in-house.

The ability to advance case law was mentioned next as an important task performed across legal systems. Case law often helps determine the cases an agency takes on. Other attorneys mentioned that advancing case law will also serve to educate the legal community of new developments in victim law.

Outreach and education on victims' rights were mentioned as part of service provision in multiple legal systems. Education includes training and technical assistance for local agencies and the training of *pro bono* attorneys that can represent victims. Five interviewees indicated the

need to educate members of law enforcement, legal communities, and the criminal justice system about victims' rights as cases proceed, or by delivering trainings to legal actors. The objective of these activities is to reduce violations of victims' rights. Some respondents indicated that training and technical assistance was a core component of their agency's mission, whereas others identified this as a secondary activity to providing legal representation.

In addition to training on victims' rights and victim representation generally, one roundtable participant who provides training and technical assistance emphasized the need for education on cultural competency in outreach to help providers improve their treatment of victims from different communities:

“Their outreach makes them inaccessible through subtle signals that this is not a safe place and the goal of extensive community training is to shift the initial stuff. They see the flags or there are no gender markers in the intake and those small changes of the organizational level to signal to the community that this provider is familiar with this issue so an invisible community becomes visible and can get services. Similar with language access. The provider signals this is not a place for you.”

- *Training and Technical Assistance Provider*

Legal services agencies undertake outreach to connect with victims of crime in the communities they serve. However, a common gap identified by interviewees and roundtable participants was that many communities are unaware that crime victims even have legal rights, and that legal assistance is available to them to exercise them. One service provider told interviewers that his agency provides pamphlets to District Attorney's (DA) offices in the region so that they can refer victims to receive dedicated legal services on their behalf. Some indicated that their agencies have working relationships with DA offices in their state, while others either operate outreach centers or place staff in shelters and hospitals where victims may enter the system.

Possible data sources. There are a number of data sources and methods that should be explored to measure these activities for purposes of evaluating effectiveness. Methods include notation of whether the activity occurred (yes/no), frequency (how often and how many times a service was delivered), dosage (amount or level of service delivered), and qualitative dimensions (e.g., information about *how* the services were delivered and differences in approach). Data sources could include case management systems, paper files, data collected for grant reporting purposes, narrative descriptions within case files, and direct observation of service delivery by providers with clients when possible within the bounds of attorney-client privilege.

Program Outcomes

The second substantive section of the model, Program Outcomes, is presented in Figure 8. This section represents the expected short-term changes theorized to result from effectively implemented program activities. These were derived from an amalgamation of the literature

review and input from the Advisory Committee about common survivor goals (including restoration), and how legal representation and support services can aid victims in their recovery. Outcomes are categorized into three levels: 1) victim and survivor outcomes, 2) community outcomes, and 3) legal system outcomes. Similar to the program activities, service providers applying this model to design programs or evaluations can identify and use the outcomes that are most applicable to the services that their agency provides and leave out those that do not apply.

Victim/Survivor Outcomes

Victim and survivor outcomes are focused on victims' perceptions about the legal system and their personal status shortly after receiving legal services. These outcomes may occur on completion of receiving legal representation, or at several interim points during case proceedings. The model proposes that adhering to the principles of TIC, COR, and procedural justice, which are based in recognition of trauma, restoration of resources, and transparency and fairness in justice proceedings, respectively, will result in measurable outcomes such as victims

Figure 8: Program Outcomes



reporting that they: understood their rights and legal options; were informed about their case and given clear expectations about processes and possible outcomes; felt their views were represented; had financial and/or resource losses minimized; felt protected from additional trauma; and lastly, they perceived that the outcome they received was fair. Legal service providers often collect data on these outcomes through exit interviews or client satisfaction surveys that allow victims/survivors the opportunity to share their feedback and opinions.

According to the service providers interviewed, once victims know they have rights, they are interested in better understanding them. Three providers mentioned that their agencies try to directly assess whether victims understand their rights through a survey or personal interactions. The three survivors interviewed disclosed that victims

who understand their rights are more likely to feel empowered to make the best decisions for themselves about their case. Ultimately, victims who are well-informed of their legal rights and aware of their options at every step can decide their level of involvement in the case and what actions they want their legal representative to pursue.

“This needs to be discussed, but there’s so many things that will happen to a victim that we need to define the basic services and what we need to pinpoint to empower a person. I have been empowered to understand [my] rights. Before I had no clue. I was like everyone else until it happened to me and then I was put in the situation of “what do I do...”

- Survivor, Roundtable Participant

“Victims feel that they have a better understanding of rights and they are able to meaningfully participate. We ask them after we close the case... if they better understand [their] rights. They do have the right to participate, and they are part of the system, not just a state witness—they have a meaningful role.”

- Executive Director, Legal Service Provider

In addition to explaining rights, legal providers explained that they discuss the legal process to prepare victims for the realities of how the justice systems work. By ensuring that victims’ expectations align with the probabilities of certain outcomes, victims can decide how they want to pursue remedies. This contributes to the victims’ sense of empowerment, which is an important long-term objective discussed later. As one interviewee stated:

“By telling them myself or through someone more experienced what we think the likelihood a judge or jury will order what they want... we use jury verdicts and settlements based on similar cases and say this is what they look at and this is what you should analyze for what would be done. The key is to let the victim make the decision. That’s very important, even if it’s a bad decision from a business standpoint. If you force a victim into a settlement that they’re not comfortable in, it’s the worst thing you can do because you’re putting them back into a powerless situation.”

- Private Attorney, Legal Service Provider

Victim service providers and survivors were further asked about managing expectations for privacy. Often victims experience a loss of privacy during investigation and prosecution. Each of the three victims interviewed provided details about how they felt their privacy was violated during their criminal cases. In one victim’s case, the defense attempted to share the victim’s personal records during the trial. However, their attorney was able to block this. Another victim shared how needing to provide personal information about their victimization during the investigation and in preparation for trial interrupted their daily life.

Service providers interviewed unanimously stated that they discuss their practices for maintaining confidentiality and privacy with victims. However, there are instances in which confidentiality or privacy cannot be maintained and service providers do their best to prepare victims when specific information may be made public. One attorney interviewed also tells clients to refrain from posting anything about their case on social media, warning that such posts are likely to be found and used in the case. Ultimately, interviewees and survey respondents stated that they do their best to prepare clients for the reality of case proceedings and how to protect the aspects of privacy most important to them.

The desired result is for victims to feel that they have been shielded from additional trauma. Victims may experience a better sense that their views were adequately represented, and their needs met, when they know what to expect in advance, which is an important component of procedural justice. Also related to procedural justice is whether the victim felt they were treated with dignity and respect, which victim representation during proceedings can promote.

Other outcomes included in the short-term category for victims include feeling they were informed and updated about the status of their case, feeling that the services they received were tailored to their needs, and feeling that their financial and other resource losses were minimized (including losses related to school or employment status). Services tailored to a victim's unique, expressed needs should consider their situational, cultural, language, and ability-related needs. Effective victim representation across a variety of concerns should also result in an increased sense of safety for victims and their families. These increased feelings of safety might occur because they received a protective order, because they knew what to expect during the justice process, because their perpetrator was held accountable, and/or because a person that allowed an unsafe environment was held accountable. While legal providers may not be able to secure the victims' desired outcomes in every case, they should identify which outcomes are most important to each victim and prioritize the associated legal services for delivery.

Possible data sources. Measurement tools to capture different aspects of victim/survivor program outcomes can include victim satisfaction surveys, case file notes, and case outcome data. Regarding victims' knowledge about their rights or trust in legal systems, it might also be fruitful to insert questions into the intake questionnaire that could later be used to compare a victim's knowledge or trust before and after receiving representation services as gleaned from exit/satisfaction surveys. Levels of adherence to service delivery protocols and best practices across different program staff (program fidelity) should also be measured.

Community Outcomes

Community outcomes represent outcomes that impact larger neighboring or otherwise associated groups of individuals, regardless of each person's personal involvement with legal services. In general, the model suggests that effective education and outreach activities, as well as the establishment of publicized case law, will lead to increased community knowledge about victims' rights and options to seek legal services assistance if they suffer a crime. Communities

would also gain a better understanding of the harms of crime to victims and communities as a result of this outreach and education, depending on the level of outreach the agency has the resources to undertake. Nine interviewees mentioned lack of public awareness as a barrier to reaching more victims.

Two service provider interviewees mentioned that few legal actors are adequately trained on the scope or availability of victim legal services. If victims end up having negative experiences because of receiving inaccurate information about services available, or poor service from their attorney, they may be less likely to recommend legal services or involvement with the justice system to the community. Ultimately, the more that qualified attorneys represent victims within the justice system, the more educated other actors will be about the rights of victims and services available, and the better their response to victims is likely to be. Furthermore, when victims receive a better response and are more satisfied with the system, their communities will begin to hold a higher opinion of the system.

Because victim legal services and representation are only one part of the legal community, members of the public may have limited knowledge of the services available to them if they are victimized and the rights they have as victims. One factor that may account for this is that there are few attorneys adequately trained in victims' issues, as mentioned by two interview respondents, and represented by the comment below:

“The only victims who have attorneys are those who get a referral to us and if we have the resources to take their case. Most victims don’t have legal representation especially because those who have trouble access[ing] justice. Having an attorney reduces barriers but there’s not enough and victims don’t know that they can have an attorney.”

- Executive Director, Legal Services Provider

One roundtable participant echoed this sentiment and shared the assumption that many community members believe the prosecution is responsible for upholding victims' interests and that the prosecution represents the interests of the victim. Respondents made the point that it is the job of victim service agencies and other justice actors to make it known that there are other attorneys available whose job it is to represent victims during cases.

“People assume victim rights are a part [of the justice system] and don’t understand that prosecutors don’t represent the victim. Public needs to understand the prosecutor does not represent the victim, but there are victim rights [attorneys].”

- Victim Service Provider

Drilling down further into victims' rights providers specifically, most communities in states with active victims' rights agencies are often still unaware, first, that they have legal rights if they are victims of crime, and second, that there are legal representation services available to

them. Therefore, the main measurable program outcome for communities is increased awareness of victim legal services available (both generally, and culturally competent services for specific communities), awareness of the existence of statutory crime victims' rights, and increased knowledge about how to seek available legal services if needed. If these outcomes are achieved, victims of crime should more easily be able to seek needed legal help. Once this knowledge is more broadly shared, community members can also share the information with others who may be impacted by crime directly or indirectly.

Possible data sources. Program outcomes for communities are not expected to occur quickly and could take months or years to be observed, although increases in levels of knowledge before or after a specific campaign or training might be initially observed in the short term via pre-post training assessments, for example. Initial data sources suggested for exploration in measuring these knowledge increases in the community include: (1) administrative and program records from service providers about their activities, referrals received after delivering training, intake rates, and participation in community events; (2) administrative data from law enforcement about their activities conducted, complaints received/resolved, crime reporting rates, and case clearances with reasons; and (3) community engagement surveys, or surveys of community leaders such as ministers, school leaders, and other leaders to whom people turn for help, by which attitudes and levels of knowledge might be measured before and after an outreach campaign.

System Outcomes

A barrier to successful outcomes at the victim and community levels is the reality that knowledge of the range of victim legal services more broadly, and of victims' rights specifically, is not universally possessed by all components of the legal system. Interviewees discussed the challenges of victim representation within this legal climate. They reported that over the course of a typical case, providers could advocate for their clients, but they were largely dependent on courts and other attorneys for desired outcomes—especially holding offenders accountable. Ability to achieve other outcomes depends on increased general recognition of victims' legal rights and concerns not only in the criminal system, but also in family court, immigration court, and other fora with which victims interact so that those systems also comply with the law. The need for systemic change to more widely consider crime victims' needs and rights was a common theme throughout the interviews and discussions.

The legal system program outcomes in the conceptual model represent changes desired to occur at all levels of the legal system (i.e., courts, attorneys, and law enforcement) as a result of successfully implemented program activities. Many of these outcomes correspond to the roles different legal actors play in informing victims of, enforcing, or upholding victims' rights during a case. Other systems outcomes represent levels of knowledge gained by law enforcement and legal actors as a result of trainings on various victims' issues.

Two program outcomes that reach across all sectors of the legal system are also included

in the model shown in Figure 3: networks are established or MOUs in place between legal sectors to facilitate good working relationships that support victim advocacy, and education and outreach materials are readily available to victims from members of all legal sectors. Other outcomes that were discussed by Advisory Committee members and survey respondents included the expansion of state victim compensation laws to pay for victim attorneys and a greater trauma-informed approach used across the board in delivering services that meet victim-expressed needs.

Attorney outcomes are applicable to legal actors across all areas of law. These outcomes include increased knowledge across sectors after trainings, increases in numbers of attorneys trained in and practicing victim law, and policies in place for victim referrals. Further outcomes of interest for attorneys might include increased numbers of attorneys able to represent victims sensitively and appropriately in other contexts, such as credit repair, property return, or getting out of a lease, and that more attorneys are involved in a network of specialist attorneys and victim service providers in a variety of areas. Of course, improvements in protecting and upholding victims' rights are emphasized so that victims' rights enforcement is seen as part of attorneys' standards of care, including among prosecutors.

Court and law enforcement program outcomes focus a little more narrowly on victims' rights since they are directly involved in the investigation and prosecution. Program outcomes for courts focus on developing case law precedent that supports victims, increased knowledge about victims' rights and concerns across different court actors, and increased enforcement and reduced violations of victims' rights. More examples include whether there is a colloquy on record to check whether the victim is present and wants to assert their rights as a normative act (and that the colloquy is used regularly); increased numbers of bench books on rights available in courts and are regularly used; increased numbers of plea and sentencing forms modified to include compliance with victims' rights are regularly used; and increased resources to facilitate compliance with victims' rights law and standards that are regularly used.

Law enforcement system outcomes in the model refer to law enforcement as being informed about victims' rights and reductions in law enforcement violations of victims' rights. This includes increased numbers of officers trained and retaining knowledge on victims' rights, and increased numbers of officers held accountable for upholding victims' rights and making first referrals to victim attorneys. Alternatively, they might make referrals to a broader victim-witness specialist that coordinates all victim services, including victim attorney representation, when victims report a crime.

Other related system outcomes discussed, but that fell outside the scope of the final conceptual model, included outcomes for the educational system, for law schools and professional development standards, and for private or public employers. The desired outcomes for schools included increased numbers of students learning that victims have rights during their civics lessons on criminal procedure at the K to12 level, and regular and consistent enforcement

of Title IX. Among law schools and continuing education courses, desired outcomes included bar exams containing more victims' rights questions (and more test takers answer them correctly), and more coordination and training of attorneys on victims' rights as standard practice. Respondents also advocated for increased enforcement of victims' rights with employers when an employee suffers a crime, such as maintaining their employment status if they must miss work to participate in the justice system or to receive needed healing services.

Similar to community outcomes, legal systems outcomes may not occur quickly, but some initial increases or decreases in various areas may be possible.

Possible data sources. Some ideas for data sources to measure system outcomes were discussed, such as (1) attitudinal and knowledge surveys of various system actors; (2) administrative and program activity records from legal systems, criminal justice and other legal system training programs, victim service providers, schools, and other government agencies; and (3) direct observations of activities throughout systems before and after training, outreach, and education initiatives.

Long-Term Objectives

Figure 9 shows the third and final substantive section of the model, Long-Term Objectives. Like the short-term program outcomes, the long-term objectives are also categorized by those impacting victims/survivors, communities, and legal systems. The conceptual model illustrates that consistent achievement of the short-term outcomes should lead to achievement of the long-term objectives over time. Furthermore, this aspirational model theorizes that achievement of outcomes for victims and survivors not only leads to the eventual achievement of *victim and survivor objectives*, it has ripple effects that impact achievement of *community objectives* when victims share their experiences with other members of the community. However, as the Advisory Committee pointed out, victims may also disclose their negative experiences with others, which also has ripple effects on trust in the system. As such, there is added incentive to work for victim restoration that goes beyond their individual wellbeing.

While the ultimate goal of victim legal services is to promote victim/survivor wellbeing, objectives at the community and system levels are included because they are also theorized to contribute to that wellbeing. Objectives for victims and survivors include empowerment and self-efficacy, increased trust in the legal system, feeling supported and integrated into a community, and restoration of financial stability. Community objectives are concerned with community member perceptions that the justice system will enforce victims' rights, that members will be treated fairly if they report crime, and increased support for the use of resources to help victims and prevent crime. System objectives are concerned with creating a system that is more responsive to and supportive of victims' rights and needs.

Victim and Survivor Objectives

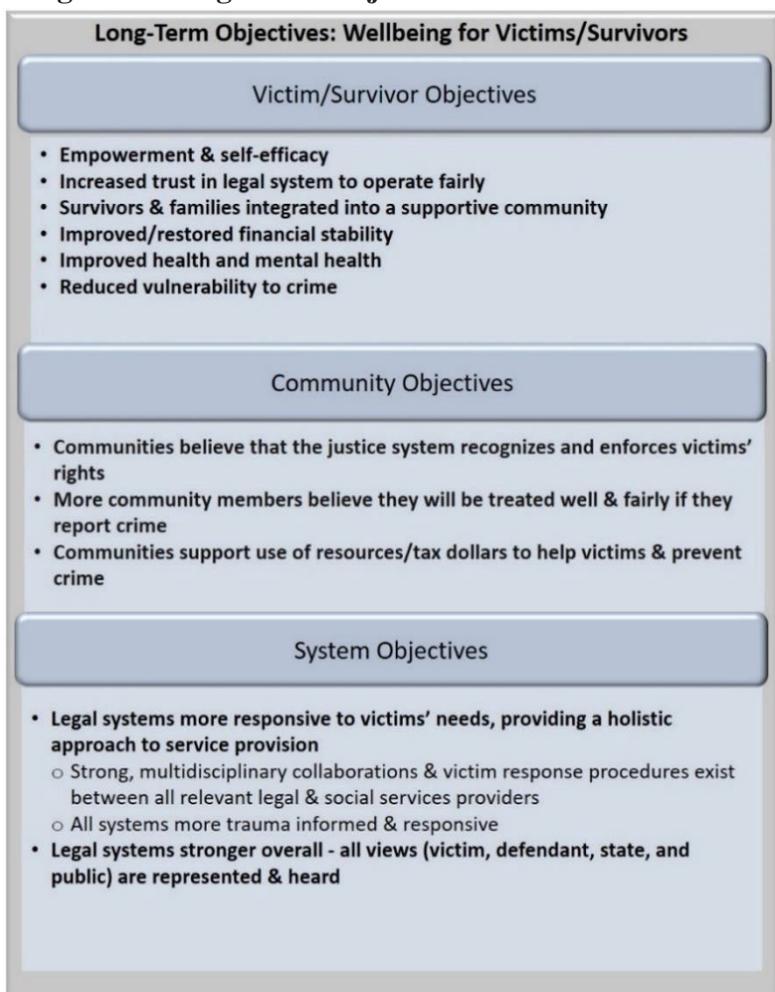
Drawing on the extant research on victim services and related fields, the victim and

survivor objectives proposed in this model are premised on victim/survivor wellbeing (Hobfoll, 2001; Sullivan, 2018). Specifically, the model depicts the activities and program outcomes that contribute to restoring victims' sense of control over their lives and their increased safety, stabilization, and trust in the legal system. These wellbeing-related objectives represent core motivations behind providing victims with legal representation (Sullivan, 2018). The conceptual model endeavors to articulate this logic and provide a framework for evaluating their achievement.

Interviewees often stated that the primary benefits of victim legal services were that victims were given a voice in legal proceedings, a sense of control over how they wanted the case to proceed, and assistance with healing. Victimization, especially, often results in victims feeling as though they have lost control over their lives. Moreover, victims often feel as though the legal system does not consider their best interests or respect their wishes. Legal representation specifically for victims was created, in part, to help victims navigate what can be an unfriendly legal system and to reduce harms that the system can cause. Victim attorneys are also careful to not make promises and to provide honest assessments of what outcomes are most likely. Sometimes attorneys are unsuccessful or cannot act on the victim's stated wishes because they are not feasible, but providers indicated that it is important to give victims a voice on how their case proceeds.

Therefore, the first two victim/survivor objectives for legal services are *empowerment* and *self-efficacy*. Self-efficacy refers to one's belief in one's own abilities to exercise control over events that affect one's life (Bandura, 1997), and empowerment is the process of increasing a person's power and strength to achieve this (Barker, 2003). The delivery of victim legal services is designed to help victims navigate complex legal systems and provide victims the

Figure 9: Long-Term Objectives



opportunity to make their own decisions about which case options to pursue at every stage.

Other long-term victim/survivor objectives include increasing victims' trust in, and perceived fairness of, the legal system; helping survivors and non-offending family members feel reintegrated back into their community (or into a new, supportive community); and restoring victims' financial stability via victim restitution or compensation, recovery of lost wages, credit restoration, vacatur of criminal charges that can impede employment or housing, and other resolutions.

In the end, most victims and service providers interviewed agreed that legal services should help to minimize the negative impacts of legal proceedings and the revictimization of victims and survivors while participating in these systems. Attorneys pointed out that they may not win their cases, or get the results that victims desire, but victims may still feel a sense of accomplishment because someone believed them and stood up for them when it counted:

"We like to win, but the impact a trained crime victim lawyer has is most deeply felt by those who lost. We lose and lose, and people ask, how do you feel losing and losing, but this is the first time she has had someone to stand by her to lose. She's already lost and lost but this time she's not alone. There was not a conviction, but we kept her records private. We lost, but she knew it wasn't because of her and if she hadn't had a lawyer, she would have thought it was because of her. I want to look at how we define winning. It's not the judge ruled in my favor. That's not it. Advocates help with that but having a lawyer when the defendant has a lawyer and state has a lawyer and for the victim to have a lawyer is critical for the victim, because it at least equalizes the playing field."

- Attorney, Legal Services Provider

Eleven out of 14 service provider interviewees believed that the victims they served had a more positive view of the legal system after receiving services, and victim legal providers specifically. All three survivors interviewed stated that the legal services they received improved their views of the justice system. However, one victim expressed mixed feelings:

"I think the people specifically made me trust it more and less just because I saw that they cared, but I also saw how much they had to do and how thin they were spread. And I really understood a lot of this was possible because we had the finances to travel up to [state where the trial was occurring] to stay present at the hearings... I only now found out that the first attorney didn't want to take the case because he didn't think we were going to win it. So, I was lucky to have another... attorney take my case but it's just a grueling, grueling process and I don't know how [victims] younger than me go through something like this."

- Survivor, Advisory Board Member

Possible measurement ideas. Overall, it can be surmised from the interviews that legal services often lead to positive results for victims, even if specific motions or actions do not result in a win. There are several proposed ideas for how these objectives might be measured, although some are subjective and require follow-up with the survivor months or years after their case concludes. These can include asking victims directly how the experience of having an advocate or attorney affected their trust in the system. Empowerment might also be measured by looking at victim engagement, as reflected in activities such as becoming a victim advocate or volunteer, actively engaging in religious or community activities, returning to work, or resuming the activities of daily living. Victims might also be asked whether they feel comfortable and safe at home again. Alternatively, reductions in scores on trauma scales might be used to measure whether the survivor's level of trauma was reduced after receiving legal representation.¹⁹ Finally, victims might be asked directly about their feelings of financial security some months after their case has concluded, and if legal services helped them to recover some losses.

Community Objectives

Community objectives represent the impacts desired for communities at large as a result of successfully delivering legal assistance to crime victims in those communities. Like the short-term community outcomes, in the long-term, community members are expected to benefit from effective provision of victim legal services regardless of whether specific members directly receive them. Victim legal services not only aim to improve the wellbeing of individual victims, but to improve perceptions of the legal system and victims' rights enforcement in communities. As mentioned earlier, if victim legal assistance is delivered successfully and in a trauma-informed, culturally competent manner, then theoretically victims will reintegrate into their communities more successfully and share their experiences with others.

Such long-term objectives for communities include increased belief that the justice system recognizes and enforces victims' rights, which can result from outreach campaigns or from seeing a community member receive better treatment, as well as increases in the number of community members that believe they will be treated well and fairly if they report a crime. Additionally, the model proposes that support will increase among communities for allocating resources to victim services via taxes or other public support due to seeing victims' rights and wishes advocated for and fairly represented. In short, community objectives involve increased support and trust in the legal system because those systems have materially improved to better serve their members.

One survey respondent discussed how trust in victim legal service providers can also erode in a community. Victims often turn first to family and friends after a victimization; if these

¹⁹ Of course, reduction in trauma symptoms can only be partially attributed to receipt of quality legal representation. Evaluation designs would have to control for the receipt of mental healthcare and other likely contributors.

individuals have positive experiences with victim service providers, they may be more willing to tell others about available resources and encourage their participation. This was echoed by a roundtable participant as well, as described in the following comment from a survey respondent:

“...the reality is that most victims... will confide in family or friends or faith-based entity rather than go to victim services (or often rather than call the police). So, the outcome should reflect that the public is better able to support victims in making referrals and encouraging them to seek services. If the public has more trust in the system, then they are more likely to encourage a victim to move forward rather than discourage them [or] engaging in victim blaming.”

- Large Victim Service Agency, Midwest

Survey respondents saw the inclusion of community objectives as a strong point of the model. One survey respondent shared that they believe that legal system outcomes will impact victims, and that the impact of individual victims’ experiences will trickle out into the community, thus drawing a relational link between victim/survivor, community, and legal system objectives.

Possible measurement ideas. In the end, the research team identified community objectives that rely on successful post-victimization integration into supportive communities to indicate a level of transformative success at the community level. This assumption should be tested in evaluation. The community objectives also assume that effective victim services will improve community perceptions of the legal system and increase community members’ likelihood of active participation in legal proceedings and support of crime reduction strategies. This assumption should also be tested. Designing methods to capture information on the achievement of long-term objectives is often challenging, but initial ideas include:

- community surveys or surveys of formal and informal community leaders that ask questions to gauge public opinion (or including some of these opinion questions in addition to the knowledge questions recommended under program outcomes);
- including questions in the long-term follow up survey with survivors on whether they have spoken to family and friends about the services they received and what they said;
- tracking community votes on funding measures for local victim services and crime prevention measures (increased votes in favor would indicate community support); and
- tracking state legislature votes on crime reduction and victim assistance bills (passage of such by representatives would also indicate that there is community support).

While surveys may be expensive to design and execute, tracking votes on crime remediation and prevention measures in the legislature might provide a less expensive proxy for change in public opinion alongside potential studies of media mentions and framing.

System Objectives

Long-term objectives for systems are improvements that should become standard practice if programmatic activities are impactful. The model theorizes that the institutionalization of effective victim representation, accompaniment, and/or advocacy services should lead legal systems to become more responsive to, and mindful of, victims' needs. Strong holistic responses would include things like strong multidisciplinary collaborations and interagency victim response procedures. Furthermore, victim-sensitive legal processes should become the norm, since effective victim legal representation and training of legal actors on victims' needs and rights should help to ensure that all parties' views are heard during a case, including the victim, offender, state, and in civil and administrative processes, other affected parties with standing.

System objectives are directly impacted by legal system short-term outcomes described earlier and are interrelated with the other categories of outcomes and objectives. The system objectives in the model can result in improved victim wellbeing in the long-term by triggering improvements in the routine upholding and enforcement of victims' rights.

Many survey respondents indicated that while they believe victim treatment should be more victim-centered and trauma-informed, they recognized that this would take time to implement across legal systems. They also highlighted that, to provide holistic services, legal systems need strong, collaborative relationships in place with victim response agencies and legal and social services. These networks would then yield more responsive systems in which the views of all parties impacted can be represented because, as it stands now, defendants' constitutional and statutory rights are more clearly and consistently enforced than the legal rights of victims. Increased levels of case law precedent may be beneficial in this regard.

Possible measurement ideas. A number of potential items are proposed in the model that could be used to measure progress toward long-term objectives for systems:

- victim assistance with civil legal and criminal justice processes is provided as standard practice, with victim sensitivity;
- immigration options, such as T and U visas or continued presence, are available, provided, and assistance with applications and appeals is victim sensitive;
- civil and victims' rights legal help of all kinds is available, provided directly or by referral, and is victim-sensitive;
- social service help of all kinds is provided, directly or by referral, and is victim-sensitive;
- schools are helpful to student victims and campus judicial proceedings are consistently conducted in a fair manner; and
- child and adult protective services are responsive and sensitive to victim needs.

Of particular interest is whether systems become more trauma-informed and responsive to victims' needs due, at least in part, to the institutionalization of victim representation. While these questions cannot be answered by evaluations of single programs, evaluations of

multidisciplinary teams (MDTs), and collaborations, with clear measurements of the state of each of these items before the team was founded and after it has matured, may provide a starting place—especially if compared with MDTs without a victim legal services component.

A Word about Prerequisites

While this conceptual model focuses on activities, program outcomes, and long-term objectives from a theoretical perspective, and is not intended as a full logic model due to program variation, Advisory Committee members and survey respondents provided much feedback about resources (i.e., inputs). These resources are prerequisites for being able to deliver quality services to more victims, and scarcities can impact program implementation and fidelity.

The most common systemic challenge mentioned by service provider and victim interviewees was the lack of resources available to meet the level of victim needs they see. Twelve interviewees indicated there were too few funding streams available, which impacts an agency's abilities to provide services to more victims and to hire and train knowledgeable attorneys and staff to provide quality services. Furthermore, the lack of funding can have a negative effect on the ability to educate other legal actors and victim service providers about victims' rights and victim legal services. One interviewee indicated that attorneys and advocates who are not trained on victims' rights can face punishment; however, adequate training may increase legal actors' confidence in their abilities to offer appropriate advice and services to victims. Lastly, certain funding agencies restrict the types of victims to whom services can be offered using their funds. Two interviewees noted that their agencies can only offer support for victims in one area of law, and even those services may not fully encompass all of a victim's needs in that area.

In addition to the identified shortcomings associated with funding, seven interviewees noted that various legal actors in the justice system each have their own experiences with and opinions about victims. While some legal actors have extensive training and knowledge on victims' rights and needs, others receive less, and still others may hold personal opinions that are counter to the goals of victims' attorneys. As one interviewee states:

“Every case is unique. You’ll have a judge, prosecutor, defendant, and they all have their own views so you’re dealing with the human dynamic and people make mistakes. But you’re dealing with a lot of different variables and they include temperament. Attorneys have different views of the same thing; what is clear to one [is] not [clear] to all. There are a lot of factors with human beings being involved and there’s emotion.”

- *Executive Director, Legal Services Provider, Mid-Atlantic*

Regular and consistent training of legal actors could help to dispel myths, misconceptions, and misinformation on victims and victims' rights with the goal of minimizing the number of violations during prosecution or other proceedings.

Six interviewees mentioned that the prosecutor's role can impact the quality and level of service to which victims have access. One survivor mentioned that he received a pamphlet outlining his rights along with contact information for service providers. However, a private attorney interviewee said that many victims do not contact the prosecutor to begin with, and therefore, remain unaware of available services. Another service provider voiced concern that legal service providers do not communicate or work closely enough with prosecutors, which could also result in less information forwarded to victims. The same interviewee also discussed that the relationships between legal service agencies and prosecutors vary:

"We have had requests for help, and they see us as a partner. Even though we block access to people, they see us as a partner in serving victims, but in other cases they see us as getting in their way... they can [still] be caught off guard having someone watching the crime victims' rights aspects. So hopefully it becomes the norm."

- Legal Service Provider, Midwest

Strong relationships with prosecutors and other legal actors are important for seamless delivery of victim legal services. If members of the legal system all work under the same assumptions and have consistently comprehensive information about legal rights available to victims, they can ensure a consistent standard of care no matter which system component victims may be encountering at the moment.

Executive Summary

Theory of Change

Introduction

The progression of the conceptual model from activities to short-term outcomes to long-term objectives is based in sound theory. As presented in the literature review, the dominant theoretical perspectives selected based on previous research and discussions with advisory board members were *conservation of resources theory (COR)* and *procedural justice*, both informed by *trauma theory* and *trauma-informed care principles*.

Literature Review and Background

The Conceptual Model

As alluded to throughout this report, the effective provision of legal services and representation to victims should lead to increased satisfaction with legal system processes, if not outcomes, achieved via freely-chosen participation in various justice systems. Enforcement of victims' rights to be heard, present, and informed lead to validation of a victims' perspectives, needs, and wishes, as does the practice of providing victims with detailed information about their options and probabilities of success so they can make informed choices about how to proceed. Client-led approaches to service delivery also increase a victim's sense of procedural fairness and helps them conserve very important resources (e.g., control and self-efficacy) via empowerment.

Theory of Change

Formative Evaluation with Three Clinics

Provision of adequate legal assistance for a variety of legal needs can also help victims to conserve, recover, or rebuild financial, safety-related, health, and other resources. Effective legal assistance can give victims the opportunity, if they choose, to push for offender accountability through participating in a prosecution, through a restorative justice process wherein the offender apologizes and takes responsibility for the harm they caused, and/or through securing civil damages. Further restoration and alleviation of trauma can occur when victims are able to resolve other issues that may follow from a victimization, such as family law issues that may arise like divorce or child custody, immigration-related issues, securing public benefits that may be needed while they get back on their feet, maintaining employment or educational statuses that may have been threatened, and more. Each of those reflect resources that may be easier for a victim to conserve if they have access to legal representation and legal remedies. Fair processes, adequate victim-sensitive, trauma-informed assistance and representation, and the stemming of resource losses can all aid a victim in recovering from victimization harms, and in the achievement of better survivor wellbeing.

Research Design

Program Histories and Designs

Program Capacity for Data Collection

Program Fidelity Testing

Program Evaluability Assessments

This initial part of the theory of change ties legal services activities to victim outcomes and objectives. However, it can be seen above that the achievement of victim outcomes and objectives not only helps the victims in each case, but also leads to important community outcomes. Seeing or hearing about victims that had good outcomes can increase community trust in the legal system, as can good education and outreach campaigns to increase general knowledge about victims' rights and available services. Knowing about these rights and services, combined with hearing about community

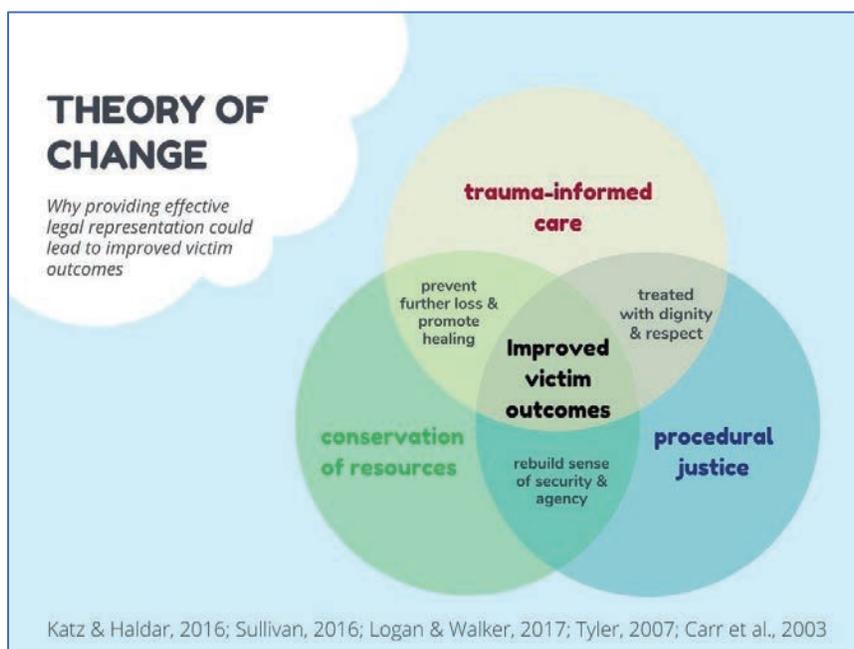
Site Readiness to Move Forward

Research Questions Answered

Implications for Theory and Practice

members' better outcomes, can lead to increased trust in the legal system as well. However, not all communities feel equally supported by the system. Some communities may have different experiences depending on gender, ethnic or racial backgrounds, disability, religion, or other characteristics that, if services are not trauma-informed and culturally competent, can leave them feeling left out or unwelcome to participate in these systems. Therefore, trauma-informed and culturally competent approaches are important to provide a sense of procedural fairness at the community level as well. Furthermore, these approaches and outreach to specific communities may also help them to feel safer coming forward for help (conservation of resources).

Figure 10: Victim Legal Services Theory of Change



Program community outcomes result from outreach and education campaigns, the advancement and publicity of victims' rights-related case law, and word of mouth and press about direct victim experiences as described above. These short-term community outcomes have long-term implications for both individual victim outcomes and for community outcomes. First, increased knowledge of victims' rights and available legal services should, theoretically, increase trust in the legal system, as well as support for dedicating resources to continue helping victims and to prevent crime. Community opinions can also influence the decisions of individual crime victims to come forward and the decisions they make about participating in prosecutions or pursuing other legal options. Therefore, community and individual victim perceptions about system participation influence one another in a reciprocal way. One poorly handled case can result in increased trauma for both the victim and community, and one well-handled case approached in a truly victim-centered and trauma-sensitive way can result in healing for both the victim and community.

Lastly, systemic improvements in crime victim treatment and assistance have direct benefits for individuals that experience crime in the future. When better collaborative, multidisciplinary processes are in place, and communities are aware that this kind of response is to be expected in response to serious victimization, future victims will better trust the system, have a higher likelihood of being satisfied with the legal process, and be more likely to report that the experience aided in their recovery. In this aspirational model, those effects will spill over into the community, and related successes will reinforce themselves within systems. Increasing the sense of procedural fairness among individuals and communities, and within systems, along with providing victims the ability to conserve valuable tangible and intangible resources that they felt were threatened by their victimization experiences, should in theory lead to reduced long-term effects of trauma.

Recommendations for Using this Model

Clearly, some of the objectives specified in the conceptual model represent an ideal. Several Advisory Committee members and survey respondents expressed strongly that the ideal shown here will be challenging to achieve in a system in which they are often unable to “win” or achieve the victim’s desired outcome. Simply providing a victim with advocacy support is often the most valuable service legal representatives are able to provide. Service providers were worried that adoption of this model would mean they will be held accountable for achieving the impossible.

However, this model is *aspirational*. It describes the motivations behind the services provided by victim legal representatives, why they deliver them, and why they deliver them in the manner that they do, such as using trauma-informed, victim-led approaches. It is meant to serve as a guide for designing programs and as a framework for constructing evaluations that can measure progress toward defined outcomes and objectives, whether or not all of them are achieved. It can also be used to course-correct a program that may be producing effects opposite of those defined in the model and to help an organization clarify its mission and goals.

A number of directions for future research flow from the development of this model. First, while some suggestions were made for metrics, methods, or data sources by which many of the activities, outcomes, and objectives might be measured, our investigation did not uncover as many existing measures for evaluation purposes as we had hoped to find. While the literature contains many measures of procedural justice, which were incorporated into the framing of the victim outcomes and objectives, measurements for resource conservation-related outcomes and objectives were lacking. Furthermore, many trauma scales are lengthy and impractical for service providers to incorporate into victim satisfaction surveys that already receive low response rates, and other measures would be even more difficult to collect according to the service providers consulted. For example, victim legal service providers do not keep complete financial records on their clients, so measuring the total amount of financial loss prevented by securing a restitution

award may be impractical.

Our work with the three clinics, described below, is a multi-dimensional effort to vet the applicability of the model in a real-world setting; design and test the feasibility of collecting data to measure several of the model's concepts; and enhance each site's (and the field's) capacity to engage in rigorous evaluation in the future. A primary goal is to identify practical, valid, meaningful outcome measures that are relatively easy for practitioners and evaluators in the field to implement and track to measure success. Potential data sources for activity and outcome measures may include information in case management systems, case records, narrative descriptions within case files, and direct observation of service delivery by providers with clients (within the bounds of not breaking attorney-client privilege). Designing methods to capture information on the achievement of long-term objectives can be challenging, but intermediate and long-term follow up surveys of survivors, communities, and its leaders may be fruitful here.

In sum, the conceptual model presented in this report identifies the pathways through which victim legal services' activities lead to desired short-term outcomes and long-term objectives for victims/survivors, communities, and systems. It is the first fully conceptualized model of best practices for victim legal services, and it can be adapted to a broad range of agencies that provide different suites of services to victims. This framework is useful for practitioners seeking to design and deliver more effective victim legal services programs, and to establish measurable guidelines to assess how well they are assisting victims with exercising their rights, gaining access to justice, and improving their broader wellbeing. Therefore, this research has implications for the advancement of standards for services, best practices, and rigorous evaluation of these programs, which is currently lacking in the field.

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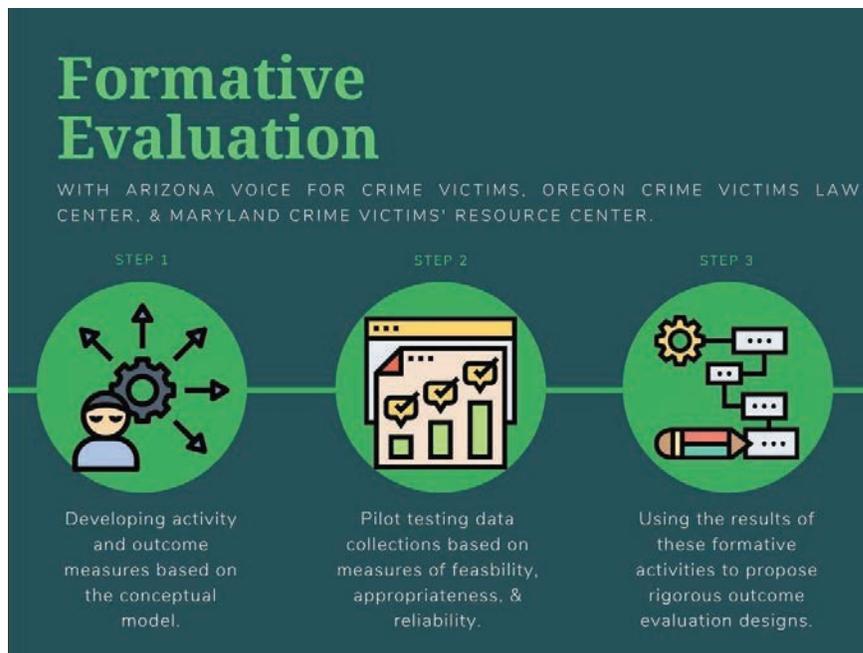
Stage 2: Formative Evaluation Work with the Three Clinics

As described earlier, formative evaluation typically refers to “the use of evaluation to improve a program during the development phase” (Wholey et al., 2004, p. 67). These three programs, however, were already well-established for many years, so that our formative activities were targeted toward creating the conceptual model and then using it to help guide the following:

- understanding and documenting their existing programs and service delivery processes;
- defining and testing potential outcome measures relevant to each site and based on the conceptual model and theory of change; and
- assessing the readiness of each site for process and outcome evaluations to come.

Therefore, in Stage 2, the conceptual model that was developed in Stage 1 is first vetted in terms of its relevance to a diverse set of programs in a real-world setting, which essentially occurs through accepting the relevance of certain model features by the individual programs, through operationally defining aspects of the model for data collection and measurement, and testing the feasibility of collecting that data in a real-life setting. Second, the model is used to: guide our inquiry to better understand the programs and their service delivery processes; test the feasibility of collecting new data to measure activities and outcomes prescribed in the model; build/enhance the capacity of each site to engage in rigorous evaluation; and assess the evaluability of each program.

Figure 11: Formative Evaluation



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Research Design

Research Design

Site selection

Three pilot sites were chosen for this research based on the following qualifications:

- Organization delivers rights legal advocacy in the arena of rights assertion and enforcement in criminal proceedings to crime victims;
- Site has a concept underlying their model of delivery and procedures/processes/protocols/ or programs in place for how they do so;
- Site's desire to measure how well their practices achieve their goals for clients and cases;
- Site's desire to understand areas that are successful as well as those that may be improved;
- Site's desire to contribute to the evidence base for what constitutes successful legal service delivery for crime victims; and
- Willingness and ability to participate in activities for both stages of the project.

After interviewing representatives at several legal services providers with a focus on victims' rights enforcement, the following three sites were selected: the Arizona Voice for Crime Victims; the Oregon Crime Victims Law Center, and the Maryland Crime Victims' Resource Center, Inc..

Arizona Voice for Crime Victims (AVCV). Arizona Voice for Crime Victims (AVCV) was founded in 1996 by Mr. Steven J. Twist and Sen. Jon Kyl (ret.) to provide pro bono legal representation and social services to victims of crime across the state of Arizona. AVCV is unique in that it was the first organization of its type in the country to address both the legal and emotional needs of victims. AVCV collaborates with the Sandra Day O' Connor College of Law at Arizona State University to allow law students to volunteer at the clinic, engaging in tasks ranging from accompanying victims to court, researching issues related to victims' trauma, researching legal issues, and drafting legal pleadings. Since its inception, AVCV's attorneys have been counsel of record for numerous victims in state and federal courts and have successfully litigated victims' rights issues, creating case law that preserves and protects, defines, and implements the constitutional and statutory rights of victims. AVCV has established partnerships with prosecuting agencies. In recent years, AVCV has formed a groundbreaking partnership with the Arizona Department of Child Safety (DCS). Its partnership with DCS allows child-victims, who are in custody of the state and may not have an appropriate legal representative to ensure they have an opportunity to exercise their rights, to have their own counsel for the purpose of asserting rights guaranteed to them under the Arizona Victims' Bill of Rights.

Implications for Theory and Practice

Oregon Crime Victims Law Center (OCVLC). OCVLC was founded in 2009 after the Oregon constitution was amended and Oregon Senate Bill 233 was passed which crime victims explicit legal standing to seek enforcement of their state rights and a supportive legal structure to do so. The OCVLC's founders understood the importance of defending and advancing victims' rights as a way to ensure a fair and balanced criminal justice system that promotes respect, dignity, and meaningful participation by crime victims, particularly for vulnerable victims who have challenges that make it difficult for them to effectively advocate for themselves. Since its inception, OCVLC has recognized the importance of developing collaborative working relationships with criminal justice stakeholders, victim service programs, and other community partners. OCVLC has forged strong relationships with many district attorney's offices and victim assistance programs throughout the state, the Oregon Board of Parole and Post-Prison Supervision, and the Oregon Department of Justice's Crime Victims' Services Division. OCVLC is a member of the Oregon Sexual Assault Task Force Advisory Committee and the Oregon Attorney General's Crime Victims' Rights Advisory Committee and Immigrant Subcommittee. OCVLC was chosen because, like AVCV, their work is focused strongly on victims' rights enforcement. Looking at these two similar programs (Oregon and Arizona) will allow us to analyze similar program work occurring in different legislative and local environments and how those environments may impact the work and its outcomes.

Maryland Crime Victims' Resource Center, Inc. (MCVRC). The Stephanie Roper Committee and Foundation, Inc., launched in 1982 to champion the interests of victims. After successfully advocating for state victims' rights legislation, and then witnessing the failure of the criminal justice system to honor those rights, they created a legal advocacy program and clinic. Twenty years later, in 2002, the sister organizations merged to become the Maryland Crime Victims' Resource Center, a statewide non-profit organization dedicated to serving crime victims in Maryland, while maintaining a nationwide reputation for dedicated advocacy and services. Today, the MCVRC serves victims from offices in Prince George's County, Baltimore City, and Washington D.C., and has diversified its services to include criminal justice education, court accompaniment, therapeutic counseling, support groups, community education, national identity theft leadership, legal information and assistance, direct legal representation, policy advocacy, technical assistance for allied professionals and criminal justice agencies, and faith-based referrals. MCVRC was selected because, while focused on victims' rights enforcement, their work is situated in a larger holistic approach. Including MCVRC will allow for contrasting victims' rights enforcement situated in a larger suite of services against the more focused programs of Arizona and Oregon, thus allowing for study of different approaches to the same outcome goals identified in the conceptual model.

Document Review and Site Visits

Now we present our stage 2 research methods and activities that were undertaken to achieve our stage 2 goals (vetting the model; testing the feasibility of enhanced data collection and building capacity to support rigorous evaluation; and then assessing overall site

evaluability).

The first step once the conceptual model was completed was to review program documentation and then, via onsite visits, to conduct interviews with the executive director (or equivalent) and key staff of each location. This information was used to produce detailed service delivery process descriptions and to ascertain the data already collected, maintained, and reported by sites along with the systems they use to do so. These efforts began with electronic transfer of program documentation to the project team by the executive director at each site, followed by the site visits. Documents reviewed consisted of the following:

- intake forms;
- new client packets;
- existing grant reports (such as VOCA grant reports of performance measures; site CMSs are typically set up to collect and report aggregate data for these);
- annual reports;
- policy and procedure manuals (where present and available);
- basic budget information;
- staff job descriptions;
- organizational charts;
- brochures/public outreach materials;
- case management system (CMS) user guides; and
- existing client satisfaction surveys.

Using this information, JRSA prepared for the onsite visits by creating rough data collection implementation guide templates for the purpose of ensuring that our onsite interview instrument included all the key questions we needed to ask in order to design the pilot tests. This remote document gathering was thus followed by site visits to answer the questions identified during that process about each site's capacity, office concerns, and data systems, and to interview staff in various capacities that carry out different parts of the rights enforcement work (see Appendix B for interview questionnaires). The project team provided a presentation on the conceptual model/theory of change and what an evaluability assessment is to the larger staff at each site via webinar prior to the visits.

Implementation Guides

After these visits, which were completed between January and February 2020, the project team completed the full drafts of the data collection implementation guides for the pilot tests in collaboration with each site. The project team began with the assessment of data already collected in their CMSs and existing client satisfaction surveys that they already use internally or report to funders and then worked with sites to select a manageable number of new measures and modifications to existing measures for testing to see how well they capture the outcomes of primary importance to each one. These guides consisted of site-specific logic models; process

flows; selections of activity, outcome, and impact measures for testing and required data; revised client satisfaction surveys; revisions to sites' CMSs and processes to report activity and outcome measures; informed consent and privacy procedures for data collection; data collection and reporting protocols; and data transfer procedures. The measures tested and the data collection instruments themselves are described below.

Part of these pilot tests involved testing the collection of data that could enable testing of program fidelity during future phases of evaluation and assessing its usefulness for that purpose. Given the importance of, and inherent challenges in, implementation, well-designed implementation guidance can help ensure that real-world service delivery and data tracking adhere to the specifications of the conceptual model or logic model. A large body of research has demonstrated that high-fidelity implementation is inherently difficult (Moore & Walton, 2013; U.S. Department of Education, 2011), that implementation challenges are routine and ordinary in character (Pressman & Wildavsky, 1973, Przybylski, 2015), and that implementation quality has direct and profound effects on outcomes (Barnoski, 2004; Fixsen et al., 2005; Lipsey, 2009; Lovins et al., 2009). Moreover, empirical evidence suggests that the variable availability of implementation guidance can be a moderator of implementation fidelity (Carroll et al., 2007; Leeman et al., 2015) and resulting data consistency and quality, and that implementation guidance that is detailed and prescriptive has a greater likelihood of having positive effects on both implementation fidelity and program outcomes (Leeman et al., 2015). Implementation fidelity refers to the degree to which a program's implementation in any real-world setting matches what was stated in the

Impact of COVID-19 Pandemic

The COVID-19 pandemic interfered with progress on activities beginning in March 2020 and put a “pause” on the work for around six months. Pilot tests that were originally scheduled to launch in April 2020 were postponed as court systems closed or went virtual, proceedings were postponed for indeterminate lengths of time, and the clinics had to find new/alternative ways to meet client needs in a rapidly changing environment.

The project resumed in August 2020 with interviews with a small sample of three staff from each site to learn about how COVID-19 had affected their programs, staff, and clients. The findings from these interviews are woven throughout our results section.

Beginning around October 2020, the three clinics reengaged with the project. The test measures and implementation guides were finalized over several conference calls and the six-month pilot test was scheduled to run from December 1, 2020 through May 31, 2021. The pandemic also resulted in the shift of several JRSA activities (focus groups and other follow up activities) from in-person to virtual formats.

original program model (Przybylski, 2015). Each of the three sites assisted the project team in producing implementation guides, which can be found in Appendix C.

Pilot Test Design

Finally, each site participated in a pilot test of a potential new data collection based on the conceptual model, the site-specific logic model, and the process flows created after the site visits. The purpose of the pilot test was to assess the appropriateness and reliability of the proposed measures and the feasibility of implementing and reporting them consistently in a rigorous process and outcome evaluation setting.

After development of the pilot test materials with key site stakeholders, the team provided training on the implementation guides and data collection procedures with the larger advocate, attorney, and IT resources at each site, including case sampling procedures. Project sites were to report data on activities conducted for all cases that were active for at least some part of the pilot test period (December 1, 2020 – May 31, 2021) and on outcomes for all cases that closed during the pilot period. Data were reported for all variables requested within current agency constraints and the constraints of applicable ethics rules regarding provision of services and attorney-client privilege; what this entailed for each site is discussed in the results section. Ease of access to existing data, ability to collect new data, implementation of the consent procedures, level and cost of agency burden, fidelity measurement testing, and workability of outcome and baseline measurements for existing clients were all evaluated for the purpose of proposing realistic rigorous outcome evaluation design options.

Testing the workability of outcome measures included assessing the relevance of concepts and measures in practice, fidelity in implementation, and ease of tracking and collecting the data. Testing the outcome measures was done with existing clients because of the length of time a typical legal case takes to complete (sometimes years) relative to the time frame allotted for the pilot test (six months). This testing included piloting a new survey instrument with clients that complete their cases during the pilot period, and in the case of two sites, doing so electronically for the first time. It also included analysis of existing case file records on activity and outcome variables via CMS data extractions. At the end of the pilot test, the project team conducted focus groups with staff at each site to ask about the successes and challenges of the pilot test experience.²⁰

To prepare for rolling out the pilot tests after the initial shock of the COVID-19 pandemic had suspended activities, JRSA and NCVLI jointly conducted numerous calls with each individual site between September 2020 and January 2021. Additionally, three calls involving all three sites were conducted to facilitate additional collaboration and so that sites could exchange

²⁰ Note that, originally, there was to be a second wave of site visits and individual post-pilot interviews. Travel for these visits was precluded due to the COVID-19 pandemic, and in the interest of time, the post-pilot interview instrument was adapted for use in virtual focus group interviews.

ideas about the logistics of implementing the survey changes and CMS data collections. This information was used to refine and finalize the implementation guides and develop the pilot test training webinar that was held on January 27, 2021. This training webinar was targeted to all staff that would be participating in data collection and/or reporting and included executive directors, information technology (IT) personnel, attorneys, social workers, advocates, and administrative staff as dictated by each site's unique organizational structure.

Each site's executive director and IT personnel (if applicable) worked with the project team to implement the revised client satisfaction surveys via SurveyMonkey. For AVCV and OCVLC, this was the first time rolling out their survey electronically. OCVLC does not have in-house IT support regularly available to them, though they do engage an IT resource on a contract basis. MCVRC migrated their survey from a Google Form to SurveyMonkey, which allowed the implementation of skip logic for their instrument. Each site's survey revisions ensured that questions required by their grantors remained untouched, but also included a few additional questions to capture new client perception outcomes from the conceptual model (discussed below). The executive directors assisted with the survey rollout to their staff, including the new invitation and informed consent procedures that accompanied the transition to the new platform.

Additionally, each site's executive director and IT personnel (if applicable) implemented the CMS data collection procedures and assisted with educating staff on the new protocols. OCVLC cannot easily make changes to their particular LegalFiles package, so their data collection for the pilot test was more manual in nature. MCVRC was able to add fields to their LegalFiles system a little more easily, and AVCV's in-house system was fairly easily modified, although they both refrained from implementing some modifications on their system-generated reports until they know whether these data collections will be ongoing. A reporting schedule was set up for each site to submit survey and CMS data by March 15, 2021, for the quarter spanning December 1, 2020 through February 28, 2021, and by June 15, 2021 for the quarter spanning March 1, 2021 through May 31, 2021. This allowed for quality control checks on the data at the midpoint of the pilot test and course correction if necessary. All identifiers were removed from survey and CMS data, and dummy identifiers were to be added where possible prior to transmission to the research team via a secure SharePoint website for each pilot site. JRSA asked questions to clarify any data points or formatting of files submitted by email and phone, with any remaining questions covered in the post-pilot focus groups.

After the pilot test itself was completed, JRSA and NCVLI held the post-pilot focus groups with each site between July 8-12, 2021 for four purposes: (1) to revisit the conceptual model and the activity and outcome measures that were tested and assess their fit to the services provided by each site and to their organizational identities, (2) to capture contextual information to accurately interpret the data and for context, compliance, and competence fidelity measurement, (3) to discuss openly with each site about successes and challenges encountered during the pilot test process, and (4) to gather important information necessary to conduct

effective process and outcome evaluations moving forward. The post-pilot focus group instrument is available in Appendix B.

Pilot Test Data Collection Instruments

The survey, activities, and organizational outcome data collection instruments can be found in the implementation guides in Appendix C. The measures to be tested were decided in collaboration with the sites based on their applicability to each agency's services, their validity in capturing concepts identified in the conceptual model, and each site's capacity for implementing changes to data collection amid other competing demands: for example, the sites generally felt comfortable adding no more than two or three questions to their existing surveys and modifying a few others. Therefore, we ranked candidates for the new and modified measures in order of importance based on each agency's stated mission, and then selected the final list based on those priorities and whether they were feasible to implement.

Tables 2 and 3 contain the final, agreed-upon measures for testing outcomes derived from the conceptual model, including notation of an edit made to one measure as a result of issues identified during the first quarter of pilot data collection. Table 2 contains the measures that were new to at least two of the sites and Table 3 contains existing measures that were modified for at least two of the sites with the intent of capturing more nuanced information. Measures that capture client perceptions of various outcomes were tested via the revised client satisfaction surveys and others were implemented via modifications to the CMS. While measures for the same concept may vary by site, the intent was to test as many of the same measures across sites as possible to assess the ability to compare the sites to each other across as many measures as possible in a full outcome evaluation, while also allowing the unique attributes of each site to be reflected accurately. Items contained in the scale measures, and accompanying relevant citations, are covered below.

The Scale Measures. As alluded to in Tables 2 and 3 above, for the pilot test, three literature-derived scale measures were added to the client surveys to assist with capturing some information on the achievement of long-term client objectives. These lengthy scales were adapted for our purposes to reduce the burden on clients after case completion.

All sites piloted an adapted version of Newmark, Harrell, and Salem's (1995) court-related empowerment scale. The scale was developed to look at the experiences of female victims of intimate partner violence involved in custody cases. Participants rated their level of agreement to five statements: "I expect the courts will treat me fairly and listen to my side of the story," "If I use the courts, I will probably have to do things I don't want to do," "If I use the courts, I will probably be forced to accept an outcome I don't really want" (reverse-coded), "If I use the courts, I will probably be forced to accept an outcome I don't really want" (reverse coded), and "If someone I know were to experience a crime, I would encourage them to report it." Higher scores represented higher levels of agreement with each statement (1 = strongly disagree; 2 = disagree; 3 = neither agree nor disagree; 4 = agree; 5 = strongly agree). We tested

this measure as a way to capture the objective *increased trust in legal system to operate fairly*.

Our abbreviated social support scale was devised using questions from the Multidimensional Scale of Perceived Social Support (MSPSS; Zimet, Dahlem, Zimet, & Farley, 1988). The original scale asks respondents how strongly they agree with a series of 12 statements, four of which we selected for our pilot test: “There is a special person with whom I can share my joys and sorrows,” “I have someone who really tries to help me,” “I get the

Table 2: New Measures Implemented for Pilot Testing

Category	Rank	Concept	OCVLC	MCVRC	AVCV
Outcome	1	<i>Victim reports feeling their views were represented</i>	Did OCVLC make sure your views were heard during your case?	Do you feel the (social services) advocate provided support or helped you get your voice heard by other parties? (Legal) Did MCVRC make sure your views were heard during your case? Was there any point at which you felt your views were not heard? Please explain.	Did AVCV make sure your views were heard during your case?
Outcome	2	<i>Victim has financial & resource losses minimized</i>	CMS/NA (OCVLC provides only basic assistance with the application)	CMS (Victim Compensation and restitution sought and/or awarded)	Did AVCV offer you information or aid in requesting Victim Compensation and/or restitution? (MOD for AVCV, new for others)
Objective	3	<i>Increased trust in legal system to operate fairly</i>	Did our services help you better understand the criminal justice system process as it relates to your case? Court-related Empowerment Scale (<i>see below</i>)	Did our services help you increase your understanding of the legal process? Court-related Empowerment Scale (<i>see below</i>)	Do you feel that the services provided by AVCV will make you more likely to report future crimes? Do you have an increased understanding of the legal system because of your involvement with AVCV? Did AVCV’s services increase your level of participation in the criminal justice system? Court-related Empowerment Scale (<i>see below</i>)

Category	Rank	Concept	OCVLC	MCVRC	AVCV
Outcome	4	<i>Victim reports having/understanding available legal options</i>	<p>Did our services help you make more informed choices about your situation?</p> <p>Were you given enough information to make your own decisions throughout your legal case?</p>	<p>Were you given enough information to make your own decisions throughout your case?</p>	<p>Were you given enough information to make your own decisions throughout your legal case?</p>
Objective	5	<i>Survivors and families reintegrated into the community and feel supported</i>	<p>Are you interested in finding out how you can support our work and help other crime victims in need of services?</p>	<p>Social Support Scale (see below)</p>	<p>Do you feel that you have an improved support system? (Asked in Social Services section)</p> <p>Social Support Scale (see below)</p>

Table 3: Modified Measures Implemented for Pilot Testing

Category	Rank	Concept	OCVLC	MCVRC	AVCV
Objective	1	Empowerment & self-efficacy	<p>Has the support of OCVLC staff and attorneys helped you feel more self-sufficient since your victimization?</p> <p>Are you interested in finding out how you can support our work and help other crime victims in need of services? (e.g., volunteer opportunities, contributing to our newsletter, etc.)</p>	<p>Do you feel safer as a result of working with agency staff members, partners, or referred resources?</p> <p>Have you felt more self-sufficient as a result of working with partners or referred resources?</p> <p>Did you feel more informed of services available to domestic violence, sexual assault, dating violence, or stalking survivors as a result of working with MCVRC staff or referred resources?</p> <p>Self-Efficacy Scale (see below)</p>	<p><i>Do you have an increased functioning and feeling of well-being?</i></p> <p>Do you feel that the safety planning services provided by AVCV have made you better able to assess your safety needs?</p> <p>Self-Efficacy Scale (see below)</p>
Outcome	2	Victim reports understanding their rights	<p>Did our services help you better understand your rights as a crime victim?</p>	<p>Do you feel more informed of your rights than before you started working with MCVRC?</p> <p>Did our services help</p>	<p>Did our services help you better understand your rights as a crime victim?</p> <p>Do you feel that you have an increased</p>

WHAT CONSTITUTES SUCCESS? EVALUATING LEGAL SERVICES FOR VICTIMS OF CRIME

Category	Rank	Concept	OCVLC	MCVRC	AVCV
				you understand your rights as a crime victim? <i>(Skip logic: different victim types see different sections)</i>	understanding of your legal rights because of your involvement with AVCV?
Outcome	3	Victim receives services tailored to their expressed needs	Did the services we provided, or the referrals you received to other agencies, meet the needs you expressed to OCVLC staff?	Did the staff give you appropriate resources? Did the services we provided, or the referrals you received to other agencies, meet the needs you expressed to MCVRC staff?	Were you satisfied with the overall experience and services received from the Arizona Voice for Crime Victims? Did the services provided or referrals you received to other agencies, meet the needs you expressed to AVCV staff?
Outcome	4	Victim receives outcomes they perceive as just	Was this goal (identified by client) met in your opinion? If not, can you think of anything else we might have done or tried to do to meet this goal? Was your goal met in a way you felt was appropriate?	Was your goal met in a way you felt was appropriate?	Was your goal met in a way you felt was appropriate?
Outcome	5	Policy/practice in place among partners for victim support referrals <i>(revised to add additional referral measures during Q2 of pilot test based on challenges providing copies of MOUs during Q1 – not all agreements are written)</i>	Number of MOUs with legal providers, social services providers, criminal justice system partners #Clients referred to partners who provide auxiliary services	Number of MOUs with legal providers, social services providers, criminal justice system partners #Clients referred to partners who provide auxiliary services	Number of MOUs with legal providers, social services providers, criminal justice system partners #Clients referred to partners who provide auxiliary services
			# Clients referred to OCVLC by outside agency	# Clients referred to MCVRC by outside agency	# Clients referred to AVCV by outside agency
Activity	6	Conduct thorough victim intake and needs assessment	Needs Assessment performed	Needs Assessment performed	Needs Assessment performed

Category	Rank	Concept	OCVLC	MCVRC	AVCV
Outcome	7	Communities are educated about victims' rights and options to seek assistance	Number of trainings conducted	Number of trainings conducted	Number of trainings conducted
			List trainings and audiences	List trainings and audiences	List trainings and audiences
			Outcome: Number of referrals resulting from each training and from whom	Outcome: Number of referrals resulting from each training and from whom	Outcome: Number of referrals resulting from each training and from whom

emotional help and support I need from someone,” “I can count on someone when things go wrong”). The original scale uses a 7-point Likert scale (1 = Very Strongly Disagree, 2 = Strongly Disagree, 3 = Mildly Disagree, 4 = Neutral, 5 = Mildly Agree, 6 = Strongly Agree, 7 = Very Strongly Agree), but we used a 5-point Likert scale to be consistent with the sites’ other survey measures. Scores across items were summed, with higher scores representing greater levels of perceived social support. We tested this measure as a way of capturing the objective *survivors and families reintegrated into the community and feel supported*.

Finally, two of the site surveys included four items from the New General Self-Efficacy Scale (Chen & Gully 1997). In the original scale, the respondents indicated how much they agree with eight statements (four of which were used in the current study: “I will be able to achieve most of the goals that I set for myself,” “When facing difficult tasks, I am certain that I will accomplish them,” “In general, I think that I can obtain outcomes that are important to me,” and “I will be able to successfully overcome many challenges,”) on 5-point Likert scales. Scores across items were summed to create an overall self-efficacy score, with higher scores representing greater self-efficacy. This was asked alongside existing safety or self-sufficiency questions to test multiple ways of capturing the objective *empowerment & self-efficacy*.

Fidelity Measurement

The document review and site visit interviews were used to create logic models (see Appendix A) and service delivery process flows for each site (see below) that were then used with activities data reported to assess the capacity for using these data to measure program fidelity in a subsequent formal process evaluation. As Fixsen et al. (2005) stated, the most effectively-designed intervention will not produce results if it is not implemented properly. Thus, fidelity measurement, including development of the most appropriate measures to assess that fidelity, is essential for determining how well the service delivery model was implemented in the real world. Fidelity measurement also provides the basis for understanding whether any lack of impact found in an outcome evaluation is due to poor implementation or to inadequacies inherent to the model itself (Carroll et al., 2007). Only by understanding and measuring whether an intervention has been implemented with fidelity can researchers and practitioners gain a better understanding of how and why an intervention works, and the extent to which outcomes can be

improved (Carroll et al., 2007, p. 1).

In practice, fidelity measurement is a systematic process for determining whether, and to what degree, real world implementation matched the service model. This typically involves the development and use of one or more measurement tools derived from an in-depth understanding of the model and its constituent elements. While several fidelity measurement frameworks and tools have been described in the literature (see, for example, Knudsen et al., 2020, Miller & Miller, 2015, Mowbray et. al., 2003, Mihalic et. al. 2004, Fixsen et. al. 2005), they tend to converge around three critical implementation features: context, compliance, and competence (Fixsen et. al. 2005). *Context* measures pertain to the prerequisites for high-fidelity implementation, including those focusing on issues such as job qualifications, training, and the resources needed to properly deliver the model. In this case, we measured whether the required inputs derived from the logic model were present. *Compliance* measures focus on adherence to design elements and protocols, including proper exposure of clients to program or service content (Mihalic et al., 2004); in this study, we compared completed client activities reported in the CMS data against key steps specified in the process flows. *Competence* measures focus on quality of service delivery, including whether staff delivered the intervention with buy-in and skill, and whether clients were engaged and responsive to service efforts. Fidelity measures of all three kinds were assessed.

Analytical Plan

The analytical plan for the document review, site visit and COVID-19 interview responses, and the pilot test data contained both qualitative and quantitative components. Descriptive qualitative analyses were undertaken manually and consisted of four components. First, program documentation collected before and during the site visits, such as annual reports, policies and procedures, organizational charts, existing intake and survey forms, and outreach materials were analyzed to specify each program's operational processes, organization, available resources, and networks of partners. Second, data from the document review and the staff interviews conducted during the site visits were used to create the detailed program descriptions, logic models, and process flows for each site that in turn were used to create the fidelity measures. These interview responses were also analyzed to gain understanding of each agency's data systems, reporting capability, ability to change systems, whether it would be possible to construct comparison groups within each site.

Third, responses from the additional interviews conducted after the site visits but before pilot implementation to assess the impacts of COVID-19 on operations, court proceedings, and judicial system functioning—and the adaptations of each site in response to this unexpected nationwide crisis—were analyzed for use in designing the pilot tests to be successful in that environment. Later, this information was also used to clarify interpretations of the potential usefulness of data as collected during pilot in a full outcome evaluation. Finally, qualitative analysis of the post-pilot focus group responses was undertaken to examine seven questions:

1. How well the conceptual model works when applied in practice now that a data collection has been implemented based on its assumptions:
 - a. Is it viable in practice?
 - b. Are changes needed?
 - c. If these changes are major, how do we address those?
 - d. Does this impact our ability to complete the evaluability assessments?
2. Suitability of the new/modified measures for rigorous process and outcome evaluation:
 - a. content validity (*do the measures capture the concepts accurately?*)
 - b. context validity (*do these measures make sense in each context?*)
 - c. easy/difficult to collect?
 - d. suggestions for measures to revise or cut?
 - e. Fidelity testing/questions (*context, compliance, and competence measures*)
3. Pilot test process (*successes and challenges encountered*)
4. Further COVID-19 impacts (*challenges and unexpected improvements*)
5. External challenges (e.g., *recent criminal justice reform efforts sometimes forget the victims*)
6. Lessons for moving forward (*including ability to continue reporting survey and activities data during a Phase 2 process evaluation*)

Quantitative analyses were conducted in Stata (StataCorp, 2021) and included assessments of data quality for the survey and activities data provided. These analyses included percent complete and percent valid responses for each item (invalid responses included out of range values or unexpected values). Questions to clarify reasons for data issues identified and assess the resulting reliability were addressed by email and in the post-mortem focus groups and included reasons such as different understandings of what was to be reported, data availability (or unavailability), reporting structures for certain variables that were a misfit (but could be corrected going forward), and CMS reporting limitations.

Evaluability Assessments

Once the pilot tests and post-pilot focus groups were completed, as well as analyses of the pilot test data and the preliminary fidelity measurement data, JRSA used the results to complete evaluability assessments of each site to gauge their readiness to engage in rigorous process and outcome evaluation under NIJ's phased evaluation approach. Evaluability Assessment (EA) is a systematic process that helps identify whether program evaluation is justified, feasible, and likely to provide useful information for an evaluation of the effectiveness of its services. It not only shows whether a program can be meaningfully evaluated, but also whether conducting the evaluation is likely to contribute to improved program performance and management (Kaufman-Levy & Poulin, 2003).

First described in the early 1970s by Wholey and colleagues (1977) at the Urban Institute, evaluability assessment was introduced as a direct response to the chronic lack of value

of summative evaluations undertaken since the 1960s (Scriven, 1991) and the role that premature evaluation played in the problem (Van Voorhis & Brown, 1997). As the costs of premature evaluation became clear, including flawed or inaccurate findings, the inability to generate knowledge that could be used to improve programs, and wasted financial resources, Wholey and his colleagues developed a research procedure for determining a program's evaluability before an outcome evaluation is planned or undertaken. Our goals with AVCV, MCVRC, and OC VLC are the same.

Wholey (1986, 2004) identified four common problems that can frequently inhibit the conduct and use of evaluation:

1. Lack of agreement on program goals, or unrealistic goals given the program's design, resources, or activities.
2. Lack of agreement on criteria for measuring program performance.
3. Lack of data and other necessary information to measure program performance.
4. Inability or unwillingness to use evaluation results, or a lack of agreement on how results should be used.

The conceptual model developed in Stage 1 of the project with the involvement of the sites goes a long way toward addressing the first two items. The pilot tests uncovered issues requiring resolution with the measures tested and within each program so they can be corrected before any formal evaluation takes place (Wholey et al., 2004), thus addressing item 3. If a program is not ready for evaluation, a sound evaluability assessment will document the reasons why and direct program management to those areas of the program in need of further development (Van Voorhis & Brown, 1997). If a program is found to be ready for evaluation, the results of the assessment will inform proposal of the most rigorous process and outcome evaluation designs possible in the setting including key research questions, feasible designs, and the types of data and data sources that could be used (Kaufman-Levy & Poulin, 2003). Lastly, continued close collaboration with sites should build the necessary foundations for success related to item 4. JRSA used the results from our formative evaluation activities to complete a checklist adapted from several different sources to gauge the answers to these questions.

Executive Summary

Introduction

Literature Review and Background

The Conceptual Model

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Research Design

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Site Readiness to Move Forward

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Project Results

We present the results from our site work in a sequential order that culminates in the final evaluability assessments that answer Wholey's (1986; 2004) questions. The order is loosely based on a framework developed Kaufman-Levy and Poulin (2003), which is shown below with the data sources used for each step specified in parentheses (see also Black, 2016, Davies, 2013, and Jones, 2013):

1. Program history, design, and operation (document review and site visit interviews)
2. The program in action, represented in this report by the process flows presented with each program's detailed description in Step 1 (site visit)
3. Program capacity for data collection, management, and analysis (pilot test data)
4. Fidelity Testing: the likelihood that the program will reach its goals and objectives (pilot data and fidelity measures)
5. Evaluability Assessments: demonstrate why an evaluation will or will not help the program and its stakeholders (completed evaluability assessment checklist)

The results of our qualitative and quantitative analyses, and their implications, therefore, proceed as follows. First, descriptions of the pilot programs, along with key service differentiators, are presented (Step 1). Next, the logic models and process flows for each site, the final data collection instruments that were generated after the site visits, and descriptive statistics from the resulting pilot data are discussed (Step 2, presented within the program descriptions from Step 1 for each site). Elements of Step 2 that must be supplemented by direct observation of activities during the forthcoming process evaluation are specified. This is followed by an assessment of the pilot test process and the pilot data submitted by each site, including successes and challenges experienced (Step 3), followed by the results of the fidelity/implementation data testing (Step 4). The section concludes with the final evaluability assessments for each site based on the entire formative evaluation process (Step 5). Conclusions and recommendations follow.

Program Histories, Designs, and Process Flows: The Programs in Action

Below are detailed descriptions of the programs and services delivered by each of the sites, based on review of program documentation and interviews conducted during our site visits prior to the pilot tests. We begin with a detailed description of the service delivery processes at AVCV, concluding with additional information included in the program logic model regarding resources and prerequisites for performing the work described below. After that, program descriptions for MCVRC and OCVLC follow, focusing on how their processes and programs differ from AVCV and from each other.

Arizona Voice for Crime Victims

AVCV's mission statement is as follows: "AVCV's mission is to ensure that crime

victims receive their rights to justice, due process, and dignified treatment throughout the criminal justice process. To achieve this purpose, AVCV provides no cost legal representation, social services, training and education, and technical assistance. AVCV's vision is to establish a compassionate justice system in which crime victims are informed of their rights, fully understand those rights, know how to assert their rights, have a meaningful way to enforce those rights, and know how to seek immediate crisis intervention when they become victims of crime.”²¹

AVCV's scope of work deals with cases involving crime victims, restitution, and victims' rights violations. AVCV provides representation for adult clients and also children who have been removed by the Department of Children's Services (DCS) and are considered victims in criminal cases (e.g., abuse, neglect, parental DV, removal from parents as a result of crime with no other care options). AVCV's RISE grant separately provides for representation of children on DCS's behalf in a criminal matter, but the RISE program was not included as not part of this evaluation due to privacy concerns regarding the children. AVCV also represents victims who are members of the 22 federally recognized tribes.

At the time of the pilot test, AVCV staff to carry out this mission included their Chief Counsel, eight attorneys, one legal assistant, one notification clerk (who also has prior IT development experience), two social workers, and volunteers/law students from the law school in which they are housed. The notification clerk and legal assistant are bilingual in Spanish. Financial resources come from their VOCA grants and other state and federal grants, and private donations. Technology and data management resources include their CaseFramework case management system, their intake assessment and exit survey instruments, a language line for further interpreter services, and other records and financial management platforms. Figure 12 shows an illustration of AVCV's case flow process, which is described in detail below, and the full logic model can be found in Figure A1 in Appendix A.

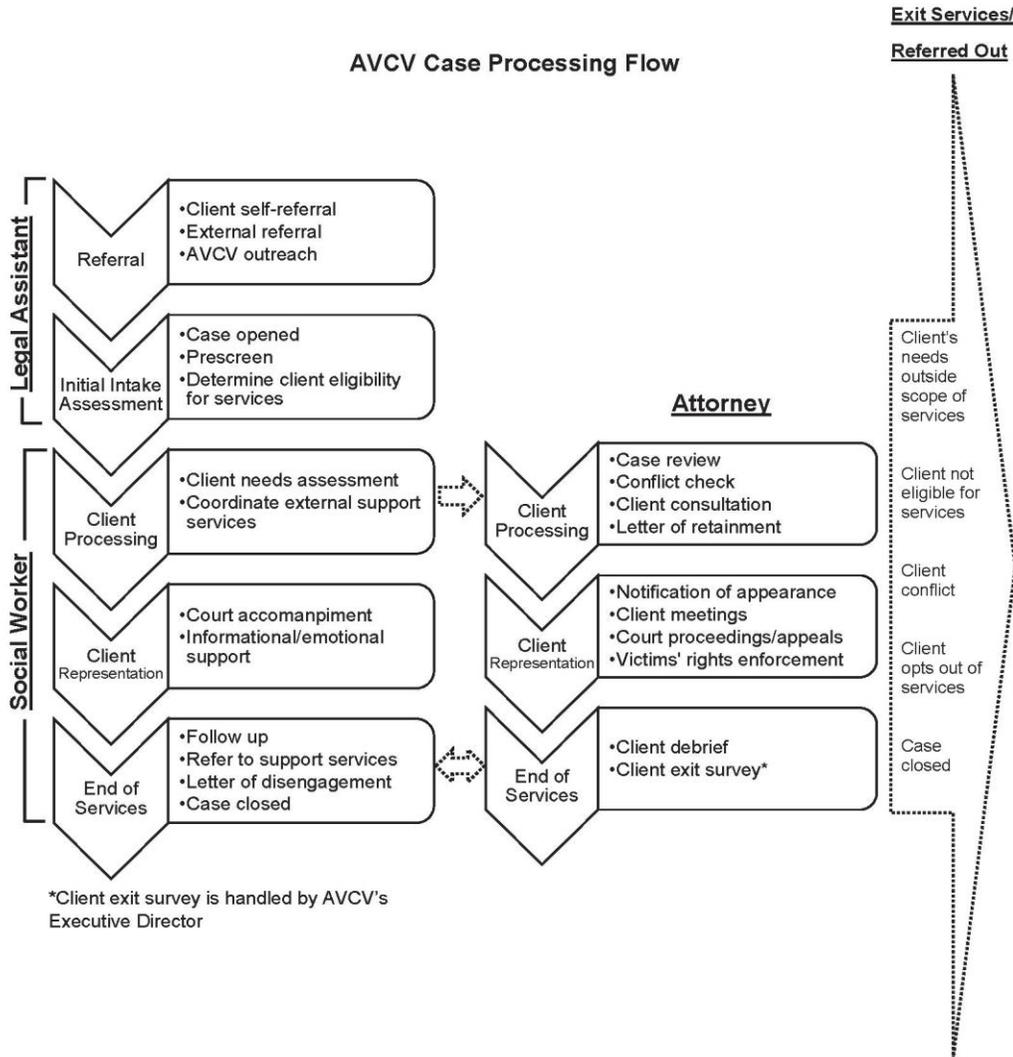
In general, the social workers at AVCV perform case management. Social work staff work together with the attorneys that provide legal representation to support clients throughout the process. They help to explain the legal process to clients, liaise with attorneys to get answers to questions that clients are uncomfortable asking themselves, provide court accompaniment, assist with VISs, assist with de-escalation, refer clients to resources, and help clients build up community supports. Social workers provide informational and emotional support, but do not provide counseling in house (clients with counseling needs are referred externally). Social workers also assist with restitution, victim compensation, and safety planning and are covered under attorney-client privilege in Arizona.

Social Worker and Support Staff Case Processes. Clients come to AVCV either through

²¹ <https://www.arizonavoiceforvictims.org/>

self-referral, an external referral, or via outreach; initial intake and screening are provided primarily by AVCV’s legal assistant and social workers. Sources of self-referral include learning about AVCV from internet searches or business cards obtained. Most referrals occur by word-of-

Figure 12: AVCV Case Processing Flow Chart



mouth (e.g., through family/friends or former clients), DCS referrals, victim advocates at County Attorney’s Offices, other victim organizations such as Parents of Murdered Children (POMC), police, and other legal actors (e.g., prosecution, defense). ACVC does outreach and provides training to these organizations, as well as to child advocacy centers. AVCV does not advertise or solicit victims, but will conduct direct outreach to victims at the request of various victim support groups such as POMC.

An intake assessment is completed for all victims who contact AVCV, usually over the telephone. A prescreen intake is typically carried out by AVCV’s Legal Assistant, but may

occasionally be conducted by the notification clerk if the legal assistant or a social worker is unavailable. The Legal Assistant carries out the initial prescreening, which includes collecting information on the clients' demographics, the case (type of crime, whether it has been charged, and judge), client status (new or returning), and about victims' rights issues identified. The legal assistant also gathers case information from open-access sources (e.g., public court docket, news articles), which is used along with the intake information to determine whether the client is eligible for services at AVCV. 90% of AVCV's cases involve a defendant who has been charged. For the other 10%, AVCV provides non-legal assistance such as help with applying for victim compensation and emotional support.

To be eligible for services at AVCV, the person must be a victim as defined by Arizona's Victims' Bill of Rights, its implementing legislation, or the federal Crime Victims' Rights Act. AVCV will take cases that involve a victims' rights violation and cases where a crime victim needs support or assistance in navigating the system. Eligibility is not limited by type of crime, although most cases are homicide or sexual assault cases. AVCV does not represent civil or protective order cases. If the client requires services outside the scope of AVCV, he/she is referred to external support services either from lists of resources compiled by the social work staff and/or the state bar's referral network. For example, if a client wishes to seek civil damages in addition to restitution, they are referred to a civil legal services provider as AVCV can only address restitution.

Once the prescreen intake is complete, the legal assistant forwards the case to the chief/assistant chief counsel and social work staff for review and attorney assignment. A social worker first carries out a client conflict check using AVCV's CMS, which is verification that AVCV does not have an ethical conflict that prohibits representation in the case (e.g., present or past representation of another party in the same case). The legal assistant then completes a fuller needs assessment to identify any social service issues and determine if/how AVCV can help. The chief/assistant chief counsel then assigns the case to an attorney based on caseloads/availability. A letter of representation (LOR) is then completed, typically on the same day as intake. In emergency situations, social workers will move quickly to get the victim assigned to an attorney and arrange an immediate meeting with the victim.

Formal client representation begins when the LOR is signed and returned. Then, a Notice of Appearance is filed with the courts on the victims' behalf and AVCV will reach out to the victim advocate to get the next court dates. The notification clerk saves this information in AVCV's shared calendar and assists with obtaining police records on behalf of victims.

For the initial client consultation, the social worker will contact the client by telephone to introduce themselves and schedule a home visit or meeting at another convenient location. The purpose of this meeting is to go over the charges; to explain and answer questions about the legal process, confidentiality, victims' rights, services available, and AVCV's role; and to conduct a fuller needs assessment. If the client has questions that raise to the level of seeking legal advice,

the social worker will defer to AVCV's attorneys. If the client is a child, depending on the child's age/maturity and interest in the case, the social worker may speak with the parents/guardians who are asserting rights on behalf of the child-victim instead. How often social workers meet with clients subsequently is determined by client preference and case status; most meetings are centered around the hearings and trial so the social worker can prepare them for court. More generally, social workers update clients on their case statuses at least monthly to ensure that clients know what is coming in the process and to make sure clients feel supported, empowered, and heard.

Social workers liaise with the victim advocates from the prosecuting agency and the Department of Child Services (DCS, if applicable), and to ensure that they are aware of victims' rights. They spend around 10% of their time either accompanying clients to court or attending court on their behalf and relaying information back. Some examples of social worker support in court include helping to prevent any unwanted contact between their client and family members who may be defendants; ensuring that clients have headphones to be able to hear what's happening in court; and if the client cannot be in the courtroom, pursuing the option to view the proceedings on the television in the victim room.

The social workers' role at the end of a case is to debrief clients and provide support post-conviction. The decision for AVCV to move a client's case to closed status is based on whether the client has any further needs that AVCV can provide services for. When a case is closed, clients are told that they can call back if anything comes up later on, and a client satisfaction survey is sent to the client by the legal assistant. Surveys are returned to AVCV's in house grant coordinator and recorded before being distributed to the Chief Counsel. Around 20% of surveys sent are returned.

Attorney Case Processes. In addition to the social worker's initial contact with a client, the attorney also conducts an initial consultation in person or by telephone. The attorney introduces him/herself and provides his/her background. The process for attorneys to establish the clients' goals and needs happens organically. The attorney allows the client to speak and just listens and validates his/her feelings. If the client is a child, the attorney may spend the first meeting building rapport (e.g., playing games), rather than diving straight into the case. Sometimes the child's victim representative/legal guardian who is asserting victims' rights on behalf of the child have more detailed ideas of how they think the case should be resolved. With clients who have disabilities, the attorney researches the disability as much as possible and figures out the best way to communicate with the client and meet their needs. Generally, the attorney asks the client what their understanding is of the case and what concerns they have, explains the legal process (e.g., that they are not the state and cannot direct charges), and answers any questions. The timing of this call/meeting varies.

Sometimes, in emergency cases or if the client lives out of town, the attorney may not get a chance to meet the client in person before the hearing. The attorney will confer with the client

or their victim representative/legal guardian via telephone or through a virtual meeting. The attorney compiles questions for the prosecutor if there are any issues that only the prosecutor can answer (e.g., plea agreement terms that were negotiated). The attorney can also arrange a meeting, in person, telephonic, or virtual, between the client and prosecutor to get answers to the client's questions.

In general, the attorney's role is to attend court and stay on top of criminal proceedings on behalf of victims. The victim advocate from the county's office sends AVCV hearing notifications. For active cases, the attorney goes to every hearing and may see the client every 30-45 days. Both the attorney and social worker may attend court together and debrief afterwards. Status conferences are held every 30-45 days to review case progress with the judge because of the complexities of many cases. Clients can attend these conferences as well if they wish.

The criminal justice system culture in Maricopa County is generally accepting of the idea of victims' rights and their enforcement (which is not universal in all jurisdictions), so the attorney works to develop a good relationship with the prosecutor. Common rights issues that come up at AVCV are enforcement of the victim's rights to a speedy trial, to not be interviewed or deposed by the defense or others, and the right to restitution. The attorney also assists with victim impact statements and may read the VIS for victims in court at their request (social workers also assist victims with preparing a VIS). When a violation of victim's rights occurs, depending on the type of violation and who the violator is, the attorney first reaches out directly to the other party to educate them on victims' rights.

If the violation occurs in court, the attorney makes the objection on record either in person or in writing. The attorney may act by filing a memorandum of law, or filing a motion for a reexamination hearing (which is the statutory remedy for victims' rights violations; e.g., if a victim was not notified of a plea hearing, the attorney would seek to have the plea agreement reexamined to allow the victim an opportunity to confer with the prosecutor). If the rights violation was by defense counsel (e.g., the defense wants to interview the victim, subpoena the victim's private records, postpone the trial, or modify bond conditions), the attorney will speak with the defense attorney directly to inform them of the victim's rights and will file a motion to stop the action or respond to the defense attorney's motion that implicates victims' rights.

In general, if violation issues cannot be resolved directly with the party in violation or a motion gets denied, the attorney then consults with AVCV's chief or assistant chief counsel to determine whether to petition for special action in the court of appeals. Special actions are an appellate device available in Arizona and are akin to writs. These must be filed before the criminal case is over and are often useful for establishing case law that will help future victims as well. The required procedures in the court of appeals are more complex than in standard criminal court, and AVCV partners with NCVLI on amicus briefs filed with the state of Arizona and with the US Supreme Court. The attorneys also assist each other with research, brainstorming,

drafting arguments, and moot courts for these cases.

For clients who do not wish to pursue legal action into the appeals stage (decide not to have their rights enforced), the attorney reviews all options with them, lays out the pros and cons of (dis)continuing with proceedings, and gives clients time to think it over before making a final decision. The attorney explains that criminal proceedings cannot be stopped, but if the client has other unmet needs, the attorney offers them other resource referrals (note: AVCV has a broad network of social service providers in Phoenix for housing, emergency assistance, etc.). If safety is a concern, the attorney counsels the client on how he/she can help with safety planning.

Attorney contact with clients varies based on what is happening with the case at the time. Attorneys meet or speak by telephone with clients weekly or monthly depending on client preference and what is happening in the case. Some clients want to be consulted at every step of the case, while others do not want to be involved at all unless a victims' rights issue arises. If events are urgent the attorney may speak to clients weekly with the social worker on the call as well. Most often, attorneys meet clients at the court proceeding. During the post-conviction appellate process, attorneys may only meet clients around two to three times a year because the timeline for appeals is so lengthy. This is because most of the action is related to filing briefs and there are fewer court room events.

If clients stop communicating with AVCV, the attorney reaches out by telephone, email, and text to try to find out why and consults with the chief counsel about what to do. If the client continues not to respond to AVCV's attempts at contact, there is a point in which AVCV will withdraw representation. These communication attempts are documented in the client's file, and the file is closed out.

End of Services. Cases are typically closed by social work staff. The social worker may ensure that clients have whatever additional services they may need and will aid, at the client's request, opting in for post-conviction notification. At case closure, clients are sent a letter of disengagement, reviewed and signed by the attorney, that states that they are no longer being represented by AVCV and how to get a copy of their client file; this letter is mailed by the legal assistant along with the client satisfaction survey.

Maryland Crime Victims' Resource Center

MCVRC's mission statement is as follows: "to ensure that victims of crime receive justice and are treated with dignity and compassion through comprehensive victims' rights and services."²² MCVRC's legal services focus primarily on criminal cases, including victims' rights violations, Criminal Injury Compensation Bureau (CICB) assistance, criminal protective orders, and appeals cases for both juvenile and adult clients. MCVRC's victim advocates and attorneys serve victims of crime in every jurisdiction in the State of Maryland in both federal and state

²² <https://www.mdcrimevictims.org/>

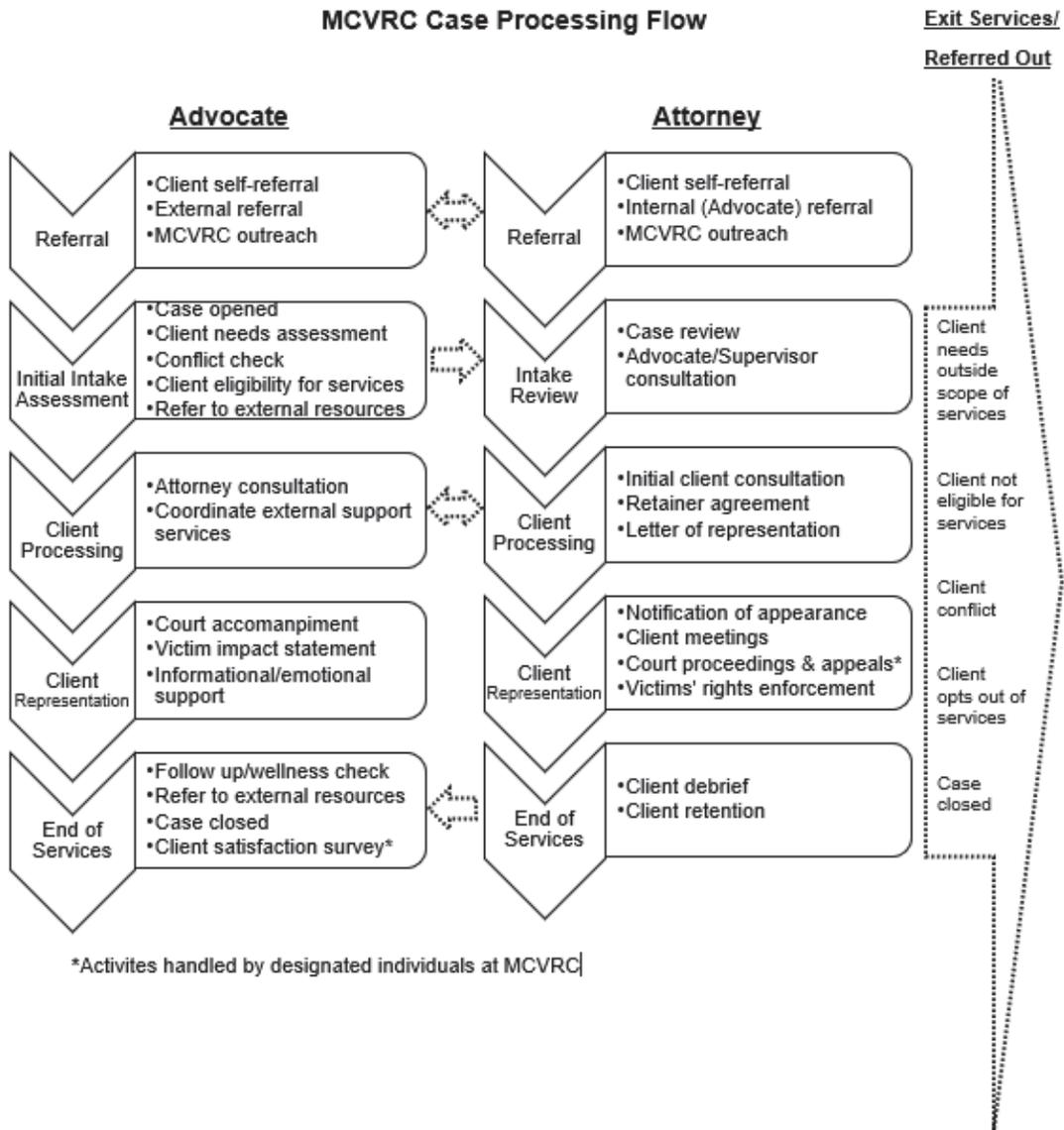
cases by providing a diversity of services, including information, referral, and assistance; direct legal representation; court accompaniment; support groups; community education; criminal justice education; policy advocacy; technical assistance for allied professionals and criminal justice agencies; and faith-based referrals. They have offices in Columbia, MD; Allegheny County, MD; Baltimore City, MD; Prince George's County, MD; and Washington, DC. MCVRC's organization is divided into two main parts: the advocates who do intake and non-legal service provision for clients, and the legal team which provides formal representation in legal matters. This section will focus mostly on the characteristics of MCVRC's programs and services that are unique and differ from the case flow processes described above for AVCV, or where interviews provided additional, useful detail on the legal process.

Clients come to MCVRC either through self-referral, an external referral, or via MCVRC outreach. Self-referral includes calls resulting from internet searches for services, brochures in county offices, and pamphlets distributed by police, but mostly by word-of-mouth. External referrals include warm handoffs or calls from police as well as state attorneys, victim advocates from the Sheriff's department, probation/parole, victim witness coordinators, and the Department of Social Services. MCVRC Advocates and Attorneys also perform outreach to criminal justice agencies, other victim services organizations, civic organizations, and community groups/fairs where the most contact is made with underserved communities. Most outreach activities have been to promote support groups rather than direct client recruitment; for example, MCVRC runs a monthly homicide survivor group.

To carry out this mission, MCVRC had at the time of the pilot test eleven attorneys, five advocates, one IT staff member, a trainer, and other support staff and volunteers. Their financial resources come from donations, their VOCA grant, and other state and federal grants. Technology, data collection, and management resources to support the work include their intake/needs assessment mechanism, LegalFiles case management software, other records management software, and an electronic survey administration platform (via Google Form). Figure 13 shows an illustration of MCVRC's case flow process, which is described in detail below, and the full logic model can be found in Figure A3 in Appendix A.

Advocate Case Processing. The victim advocates' role consists of receiving referrals, conducting intake assessments, providing informational and emotional support to clients, offering resources, informing clients of their rights, assisting clients with completing forms (e.g., CICB claims), presenting options for advocate assistance along with the pros and cons of each one, consulting with attorneys, updating clients on case status, liaising between victims and external agencies/organizations, court accompaniment, assisting with victim impact statements, facilitating client satisfaction surveys, attending training, delivering training (e.g., to police), and performing community outreach. In addition, the Victim Services Coordinator trains and supervises the advocates, collects data from both advocates and attorneys, and compiles aggregate statistics for grant reporting.

Figure 13: MCVRC Case Processing Flow Chart



At MCVRC, all intake assessments are carried out by the advocates in-person or over the telephone. This may be done by the advocate who was the client’s first point of contact or transferred to the advocate who is assigned to client’s county of residence (note: advocates also have backup counties that they are responsible for to assist with overflow, and there are Spanish-speaking advocates and attorneys for those who need it). A client can also self-complete an intake form online. Intake involves collecting client and case information as well as identifying the client’s needs. The advocate outlines their role and clients are asked to specify what support or advocacy they are seeking (e.g., compensation, restitution, counseling, resources, legal information and/or representation). Advocates will consult with an attorney if intake requires legal support/advice and refer clients to external resources if they have other needs (e.g., housing

assistance, Pro Bono Counseling Project, including seeking reimbursement for missing work, funeral expenses, or dependency help).

After completing the intake, a welcome packet is mailed to clients that includes information about MCVRC and their services, victims' rights in the state of Maryland, and CICB information and applications. Advocates then check in and do call backs with clients within a few days after initial contact. The intake information is entered into MCVRC's CMS, LegalFiles. If the client is seeking legal services only, the advocate will transfer the case to their assigned attorney (advocates and attorneys are partnered up by county at MCVRC). If clients are seeking both legal and advocacy services (or advocacy only), the advocate offers a list of options and allows clients to decide which services best address their needs. This can include resources for housing, therapy, counseling, and/or healthcare.

Intake information includes program eligibility criteria for services and a conflict check is performed. A conflict check is also carried out to verify that returning clients were not named as defendants in previous cases handled by MCVRC, that new/former clients were not cross-charged in the current case, and that MCVRC does not already represent a family member in the same proceeding. A new case is opened with each new intake, regardless of the client's (new/former) status.

Clients who are crime victims and cases that involve criminal injury are eligible for services at MCVRC. There is no specific crime type for eligibility and income eligibility is solely for appeals of administrative actions that relate to CICB. The case does not have to be active (e.g., no suspect or arrest), but the crime must have been committed in Maryland or involve a Maryland resident to qualify for services. A client is not eligible for services if: 1) he/she is currently a defendant or prior defendant in an MCVRC case; 2) the case is a civil matter (e.g., estates, divorce or child custody cases, civil protective orders); 3) the issue is outside the scope of MCVRC (e.g., relocation assistance); or 4) other circumstances that mitigate the need for services (e.g., if the defendant is deceased but there is no trial and the client declines counseling).

The advocate's main role in client meetings is to provide clients with informational and emotional support. (Note: there is a designated Spanish speaking advocate at MCVRC.) Client meetings are client-led insofar as how and where they occur, meeting length, and frequency. This frequency of contact can thus vary from several times a week to less often. Case notes are entered into LegalFiles after every conversation. Around 50% of cases do not have legal representation needs, and in those cases, advocates often accompany clients to court instead of an attorney. Advocates also assist victims with victim impact statements.

Within one to two weeks after a case ends, the advocate follows up with their client by email and/or telephone to do a wellness check. The case is closed only when the client has stated that there is nothing else with which the advocate can assist the client. For pending CICB claims,

clients are notified as/when the claims move forward. Previously, a client satisfaction survey was sent out by the designated advocate at the close of each case, but MCVRC's survey delivery method changed in 2020 to including a link to the survey in the advocates' email signatures. This lessened survey burden and also allowed MCVRC to collect client feedback at multiple points in the case. MCVRC does not conduct formal analysis of the completed surveys, but advocate staff are briefed on any outstanding issues.

Attorney Case Processing. After an advocate has conducted an intake and brought a case involving legal needs to their assigned attorney, the attorney reviews the case information collected at intake, researches relevant issues (e.g., statutes), and consults with the advocate who completed the initial intake to fill in any gaps in information. The attorney's focus is on the client's legal needs (e.g., victim complaint, rights violation, restitution) and the current stage of proceedings (e.g., investigation or ongoing criminal prosecution). For complex cases involving multiple issues, the attorney consults with his/her supervisor to discuss client eligibility and the supervisor decides whether the client can be legally represented by the attorney. If the client is deemed eligible for services, and the attorney has gathered the necessary information, they then contact the client by telephone or email to set up an initial client consultation to hear the client's perspective, gather additional information, and "issue spot" using a trauma-informed approach. An action plan is then developed in collaboration with the client.

MCVRC begins active client legal representation with a two-part process involving a retainer agreement outlining precisely what services MCVRC will provide free of charge and is a separate document from the LOR in Maryland. These two documents are signed by the client before a court appearance and before the Notification of Appearance is submitted to the courts. Legal practice after this point is similar to AVCV's process.

It is important to note that there can be many paths to case resolution, meaning that different solutions may be offered based on client preferences, and there is no single set of outcomes that can be applied uniformly to every case. For example:

- Clients who want to drop their case are educated about the criminal justice process (e.g., informed that there is no choice to withdraw charges once the police and prosecutor are involved).
- Clients who want to press charges, but are denied by police, are educated on what additional information the police need to be able to move the case forward.
- If the client has not reported the matter yet, attorneys will educate clients about the consequences of not pursuing legal action, time sensitive issues, options available for reporting, and agencies that could assist clients with reporting.
- If the client does not want their attorney to participate in the trial, the attorney will notify the State Attorney. Attorneys reassure clients of their continued availability should the client change their mind or would like to discuss anything further.

Appeals at MCVRC are handled by a single attorney designated the “Appeals Specialist” who specializes in federal appeals cases and also works on developing case law in Maryland. MCVRC will cover the cost of appeals if the client has no means to pay.

Cases involving victims’ rights violations have several options, depending on the stage of the proceedings: an interlocutory appeal (mid-trial), filing a motion to reconsider (post-trial), petitioning for a mandamus (post-trial), or making a legislative appeal (post-trial). Violations of privacy, failing to confer regarding plea agreements, and restitution refusals (e.g., if the judge refuses to grant restitution on illegitimate grounds) are common violations seen by attorneys at MCVRC. In such cases, attorneys reach out to external parties (e.g., the prosecutor, victim advocates, police) to find out what the issue was before pursuing one of the above courses of action. It is a balancing act for attorneys to serve the client while also maintaining good relations with the other parties.

The attorney’s actions in the face of a rights violation are led by the client’s wishes. After conferring with the client, the attorney consults with his/her supervisor and MCVRC’s Appeals Specialist to confirm that a violation has indeed occurred and take advice on next steps. Factors that are taken into consideration in decisions to appeal include: the client’s wishes, what impact it will have on others, and what opinion they will likely get. If an appeal is deemed appropriate, the attorney writes it up and forwards it to the Appeals Specialist. The Appeals Specialist then sends a memo out to all staff for review. The attorney files the appeal within his/her jurisdiction and the Appeals Specialist argues it in court. MCVRC holds moot courts for the Appeals Specialist to rehearse before going to the Appellate Court. Attorneys will keep the advocate assigned to the case informed throughout this process.

Immediately after the trial, the attorney follows up and debriefs the client. The attorney checks that the client understood what happened at the trial, asks how he/she felt about the resolution, answers any questions, and asks if the client has any current needs/concerns. If the case is pending an appeal, the Attorney tells the client that he/she will be notified if there is a change in status via the VINE automated notification system. The client is then referred back to the advocate who will coordinate additional support services to meet any remaining needs.

After a case is closed, Attorneys may retain contact with their clients at the clients’ discretion. MCVRC also holds monthly meetings for survivors of homicide and attorneys will oftentimes stay in contact with these clients. MCVRC retains a mailing list of their clients and attorneys send out holiday cards.

Oregon Crime Victims Law Center

OCVLC’s mission statement is as follows: “To advocate for crime victims to ensure their independent voices are heard and their legal rights are protected. OCVLC provides free legal services to crime victims to help them assert their rights within a criminal

case.”²³ At the time of the pilot test, OCVLC staff to carry out this mission included their Executive Director, five attorneys, one administrative assistant/advocate (dual role), and a Finance Manager. Financial resources come from their VOCA grants and other state, local, and federal grants as well as donations and private foundation grants. Technology and data management resources include their LegalFiles case management system, a language line for interpreter services, their intake assessment and exit survey instruments, and a financial management platform.

OCVLC’s services focus primarily on victims’ rights violations and protective order hearings, extensions, modifications, and enforcement. A client comes to OCVLC either through self-referral, or an external referral. Sources of self-referral include word-of-mouth (e.g., referral by a former OCVLC client), web searches, flyers at the courthouse, and walk-ins. External referrals come from victim advocates from district attorney’s offices (mostly), Legal Aid, other attorneys, or police; or from community partners such as other victim services programs, domestic violence programs (such as the Gateway Center for Domestic Violence Services in Portland), or child abuse assessment centers. Note that referrals for contested protective order cases come from the court system, whereas victims’ rights violations in criminal cases tend to come from the DA’s office. Figure 14 shows an illustration of OCVLC’s case flow process, which is described in detail below, and the full logic model can be found in Figure A2 in Appendix A.

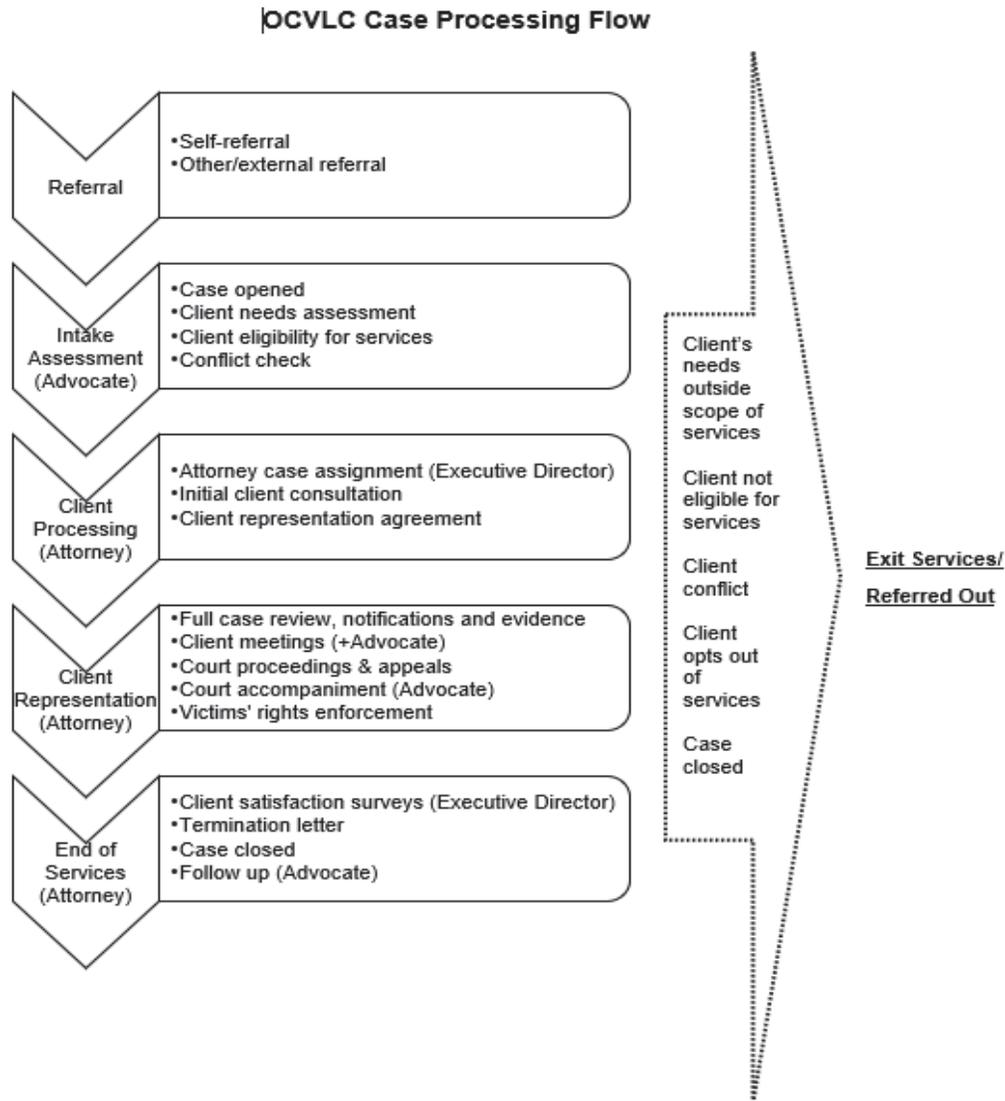
At OCVLC, the intake assessment is typically conducted by their administrative assistant/advocate (dual role), but can also be carried out by any attorney staff member. The intake assessment is done in-person, or over the telephone and involves completing the intake form and gathering victim, offender, and case information to identify the client’s needs. A client may be new or returning; OCVLC uses limited representation agreements, meaning that each agreement is limited to resolving a particular issue rather than representation that extends through the totality of a case, like AVCV and MCVRC. If a new issue arises in an ongoing case that qualifies for OCVLC representation, then a new representation agreement is generated to cover the additional/subsequent services.

If a client is not eligible for services (e.g., no real rights violation present, client’s issue is outside OCVLC’s scope of service provision, or client does not wish to pursue legal action), then OCVLC: a) informs the client of their rights and the pros and cons of different options available; b) proposes a safety plan (what to do if the client finds themselves in danger or threatened—who they will call, where they will go, how to report, etc.); and/or c) gives the client an external referral to a provider who is able to help with their needs (e.g., if help with family law is also required). Once a referral is matched to the client, OCVLC will give the case a “warm handoff” whenever possible, where the OCVLC attorney personally connects and introduces the victim

²³ <https://www.ocvlc.org/>

and their situation to the external provider. Furthermore, referrals and what they are for are also given to the client in writing because clients experiencing trauma will not always remember what was said over the phone.

Figure 14: OCVLC Case Processing Flow Chart



Once a client is deemed eligible for services, a conflict check is conducted, and the intake/conflict check information is sent to the executive director for final approval and attorney assignment. An informal internal consultation may occur to determine case priority based on issue complexity and attorney workload, and then the initial client consultation is scheduled.

The purposes of the initial client consultation are to: discuss the facts of the case and the client's options, explain the attorney's role and their assessment of the case, explain the legal

process and how to prepare, gain client input and learn their goals and desires; exchange/verify contact information, and outline next steps and what to expect.

It should be noted that the needs assessment process that takes place in the initial consultation is not formalized; there is no form. The discussions are customized to each individual client. After the representation agreement is signed and an initial consultation occurs, the attorney will notify agencies and other parties involved in the case and gather information/evidence and relevant documents for a full case review. For protective order cases, a notice of representation will be sent to court and the opposing party. For criminal cases, OCVLC will obtain the client's consent to contact the DA to gain access to police reports, photos, recordings, etc. The attorney will also file a notice of representation in the criminal case, and connect with the victim advocate in the DA's office, community or system-based advocates, social welfare offices, other attorneys assisting with legal matters, law enforcement, and other family members, as needed—all with client consent.

Clients are free to exit the legal process at any stage of their case, except if the case is a criminal case—OCVLC cannot stop the prosecution of the offender, a decision that rests with the DA, and will educate clients on the legal process and advise the client of their rights even if they do not wish to participate. The nature of client engagement varies from client to client; to sustain client engagement, attorneys stay in contact with the client and follow up, emphasizing that the door is always open to continue the conversation, and they provide clients with written material (e.g., bullet point summary of discussion and options) to take away so they can make informed decisions free from external pressure.

Within one to two weeks after a case closes, the attorney writes a termination letter to end representation and mails or emails out a victim satisfaction survey OCVLC sends surveys only for legal services cases, not for advocacy. The survey is short and open-ended, and around one-quarter of the surveys are returned (via mail, email, fax, or verbally over the phone). If the initial survey is not returned, a second survey might be sent, or a follow-up call made by the advocate to see if the client needs any resources. Clients are informed that OCVLC's survey is not anonymous. There is concern that completing the survey may re-traumatize victims; many clients simply wish to be finished thinking about their case. Other reasons why few surveys are returned relate to life situations and circumstances (e.g., ongoing repercussions from the case, improvement in situation or relocation) or client vulnerability (e.g., homeless, mentally ill, severe trauma).

Long term cases have the highest return rate due to invested relationships. According to OCVLC staff, positive feedback received from clients is usually with regard to having good representation (communication/questions answered), feeling heard, and treatment by the attorney (empathy/caring). The survey results are reviewed by the executive director and then forwarded to the client's attorney who enters the information into LegalFiles.

- Executive Summary
- Introduction
- Literature Review and Background
- The Conceptual Model
- Theory of Change
- Formative Evaluation with Three Clinics
- Research Design
- Program Histories and Designs
- Program Capacity for Data Collection
- Program Fidelity Testing
- Program Evaluability Assessments
- Site Readiness to Move Forward
- Research Questions Answered
- Implications for Theory and Practice

Programs’ Capacity for Data Collection, Management, and Analysis

Prior to presenting our assessment of the pilot data itself, this section will cover the general feedback on the data implementation processes implemented during the pilot test, provided by each site during their post-pilot focus groups in July 2021, as context for the results that follow. This feedback summarizes their experiences implementing the new measures and executing the data collection, reporting, and case management processes including their successes, challenges, and proposed solutions to problems identified. We also used the opportunity to clarify questions about the data submitted to assist us in correctly interpreting it, and revisited the conceptual model for its applicability to their programs now that they had tested some activity and outcome measures that were based on it.

As Table 4 shows, a total of 16 staff attended focus groups from the three clinics. All staff who participated in the pilot tests attended the focus groups for AVCV and OCVLC (executive director, attorneys, IT resources, advocates), whereas MCVRC’s focus group was attended by 24% (4 out of 17) of their total participating staff. During the post-pilot test focus groups, staff provided feedback on the pilot process with respect to data collection, matching of surveys to individual case records, and data extraction and reporting. Their successes and challenges with each of these aspects are described next, along with actions that were taken to resolve any issues during the pilot test, or proposed solutions that could be undertaken to increase readiness for future evaluation.

Table 4: Post-Pilot Test Focus Group Attendees

	AVCV (July 9)	MCVRC (July 12)	OCVLC (July 7)	Total # attended by role
Executive Director	1	1	1	3
Attorneys	4	1	3	8
IT Resources	1	1	*	2
Victim Advocates/Social Workers	2	1	0	3
Total # attended per clinic	8	4	4	16
Percentage of staff that attended per clinic	100%	24%	100%	

Note. OCVLC does not have in-house IT resources.

Data Collection Process. Whereas OCVLC did not report any issues with the data collection process, because of the way AVCV’s and MCVRC’s case management systems (CMS) are structured, certain data were difficult to extract for the activities data collection tool. Specifically, at AVCV, the pilot test measures for COVID-19 impacts required manual extraction from case notes (which are stored in text fields) because CaseFramework currently does not contain separate data fields to record this information.

AVCV's IT resource advised that with some time investment, it would be feasible to create new data fields in CaseFramework to facilitate collection and reporting of these data for future evaluation work. Similarly, at MCVRC, data fields pertaining to "clients' reasons for contacting the clinic" and "issues represented" are also currently documented in case notes that cannot be queried in LegalFiles. MCVRC staff, therefore, had to manually extract data for these two fields for the pilot test. Additionally, while MCVRC had started collecting data in LegalFiles on COVID-19 impacts, specifically on whether court accompaniment and court representation were performed in person or virtually, staff were unable to extract this information into the pilot test report. IT will need to perform further diagnostics after the pilot period to fully determine why these data could not be extracted for reporting in order to fix the issue.

Data Reporting Process. The pilot test data reports were either generated via SurveyMonkey (survey data) or the clinics' CMS (activities/implementation data). First, the three clinics were able to successfully export the survey data directly from SurveyMonkey; however, they were provided to JRSA in different formats. Whereas AVCV and MCVRC reported the (anonymized) individual survey responses as raw data in Excel, OCVLC initially provided aggregated summary reports via pdf files. JRSA followed up with OCVLC and they then provided the raw survey data in Excel. In order to enable individual-level analyses on case outcomes in future evaluation work, all clinics should be reporting raw data in Excel, and JRSA can provide technical assistance to ensure that data are reported in the appropriate format.

All three sites reported some challenges with the data extraction process. Specifically, because AVCV's and MCVRC's CMSs are designed to generate aggregate-level reports, generating individual case-level data for the pilot test required manual manipulation of data and utilizing additional software to generate the files. In particular, MCVRC's CMS is currently linked to Tableau, which can only produce aggregate-level reports. Because the pilot test required case-level reporting, Crystal Reports was used instead, as it has the capability to create individual-level reports.

However, Crystal Reports did not immediately 'sync up' with the structure of MCVRC's data in LegalFiles. This required the IT person to restructure the data by building out new tables, views, and queries in a manner that is compatible with Crystal Reports. However, this process unexpectedly altered the data that MCVRC is required to report to existing grants, which took a substantial amount of time to resolve. Lastly, the data submitted to JRSA was in a format that was not easily accessible for analyses (i.e., the entire data for each case was entered into a single, un-editable cell in an Excel spreadsheet). Based on feedback from MCVRC's IT person during the post-pilot test focus group, this was the 'cleanest' way to generate the data via Crystal Reports in the time allotted. Given more time during the process evaluation period, MCVRC's IT staff said that they could resolve the remaining data issues. While JRSA staff were able to resolve this issue in the short term by creating a new spreadsheet and transcribing the data by

hand, further time investment will be needed to determine a more effective and efficient way to generate the reports and provide all the data requested in the correct format.

Similarly, because AVCV's CMS is also designed to produce only aggregate-level reports, the individual case-level reports for the pilot test had to be completed manually by extracting the data from the CMS and entering it by hand into a separate spreadsheet, which they reported was very time-consuming. Based on feedback from AVCV's IT resource during the post-pilot test focus group, this was the most effective and efficient way to extract and report the pilot test data because permanent changes to CaseFramework would have been much more costly and time-consuming. Such changes will be possible in the future, should this data reporting protocol be implemented on a more permanent basis.

Lastly, OCVLC had some difficulties with SharePoint's authentication process which prevented them from being able to upload the pilot data to the secure platform. JRSA provided technical assistance to help resolve this issue.

Case-Matching Process. The ability to match surveys received to individual cases in the CMS can be important for tying activities to outcomes and teasing out which combinations of services received may lead to more improvement on key client outcomes than others. MCVRC and OCVLC were able to match their client surveys to case records internally using two different approaches (AVCV opted out of case-matching for the pilot test because they prioritize keeping their clients' surveys completely anonymous). OCVLC's executive director, who manages the surveys for the clinic, consulted with attorney staff to ascertain which clients completed the surveys in order to match them to case records. The executive director stated that this process was successful because only eight surveys were returned during the pilot period. However, there were concerns that this may not be as feasible if a large volume of surveys is returned in the future. OCVLC staff suggested that it may be possible to ask clients if they would be comfortable identifying themselves in the survey. MCVRC, on the other hand, instead relied on clients to voluntarily provide their names and contact information on the survey itself; around 25% of responding clients provided their information, which MCVRC then used to match to case records—leaving MCVRC unable to match the other 75% of surveys received. JRSA can provide additional technical assistance to assist OCVLC with using SurveyMonkey's 'email collector' feature, which automatically keeps track of clients who completed the survey, and can explore more effective ways of facilitating case matching with MCVRC as well during the next phase of this evaluation.

Although MCVRC and OCVLC were able to complete some level of case matching on their ends, there were no matching pseudo-identification numbers added into data files submitted to the evaluation team by either site that would enable case matching for outcome analysis. There are anonymous identifiers in each file, but as submitted, the identifiers in the survey and CMS data files for each site do not match each other. While the creation and use of pseudo-IDs was covered during the pilot test training and in the implementation guides, the pilot process revealed

that additional, more detailed technical assistance on exactly *how* to insert matching pseudo-IDs into both the CMS and survey data files so that the evaluation team can use them will be required during the next phase. Such a process may require sites to match cases on phone number or another variable prior to inserting pseudo-IDs into both files in order to protect client anonymity. For AVCV, who did not participate in case matching due to their practices regarding client privacy, data were collected on victimization type in both the CMS and survey instruments, allowing at least for comparisons across crime types.

Table 5 below presents key descriptive statistics for the case samples from all three sites represented in the pilot data they reported. Sites were asked to report data for all cases that were active during any portion of the pilot period. AVCV provided data for a total of 152 cases that opened prior to the pilot start date and were active during the pilot, 18 new cases that opened during the pilot period, and two cases that closed, representing cases with start dates between March 2007 and May 2021. MCVRC provided data only for cases that *opened* during that six-month period; cases that were opened earlier, but that may have closed in the pilot period, were still excluded. In the data file they submitted, 337 new cases of all types were opened on January 1, 2021 or later, and of those, 58 cases closed within the reporting period. The exclusion of cases that opened earlier, but that closed within the pilot period, limited the level of outcome data we might have captured for MCVRC, given that many cases can go on for years; most are unlikely to open and resolve within a single six-month period. This is another issue that can be addressed during continued development work with MCVRC's IT staff. Finally, OCVLC provided data for a total of 24 cases that opened during the pilot period and 16 cases that closed (the other 12 cases on which data were reported were open for the entire length of the pilot period).

The following are three key observations from these data:

- During the pilot test period, MCVRC opened 11 times more cases than OCVLC and 16 times more cases than AVCV, largely attributable to their organizational size and the structures of their representation agreement (limited vs. full representation).
- All active/opened cases represented at AVCV and OCVLC during the pilot test period involved victims' rights enforcement, whereas 7% (25 out of 337) of MCVRC's active/opened cases during the pilot test were reported to pertain to victims' rights enforcement. This could be explained by the fact that AVCV's and OCVLC's case representations are limited in scope to victims' rights enforcement, whereas MCVRC provides a greater number of additional legal and social services in-house. See MCVRC's program description, especially Figure 13 above for a more detailed depiction of MCVRC's services and their delivery process since it differs from the other two clinics.
- The highest proportion of AVCV's and MCVRC's cases were related to homicide, whereas domestic violence cases were most prevalent at OCVLC. This may be explained by the fact that OCVLC provides additional rights enforcement legal services related to

Table 5: Descriptive Statistics on Cases Reported during Pilot Test (Implementation Data)

	AVCV (N = 172)	# of rights enforcement cases AVCV ²⁴	MCVRC (N = 337)	# of rights enforcement cases MCVRC	OCVLC (N = 52)	# of rights enforcement cases (incl. TPO/right to protection)
Total active cases opened prior to pilot test period (i.e., before 12/1/2020)	152	152	0	0	6	6
Total cases opened/new during pilot period (12/1/2020-5/31/2021)	18	18	337 ²⁵	25	24 ²⁶	24
Total cases closed during pilot period (12/1/2020-5/31/2021)	2	2	56	1	16	16
Victimization type²⁷:						
Homicide (includes attempted and survivors)	110	NS = 110	84	RN = 2 RH = 1 RR = 1 NS = 2	1	RP = 1
Rape/sexual assault (includes minors)	22	NS = 22	39	RH = 1 RN = 1 RR = 1 NS = 2	9	RPr = 4 RS = 4 RD = 3 RH = 1 NS = 1
Adult physical abuse/assault	20	NS = 20	50	RN = 3 RR = 1 NS = 7	1	NS = 1
Family/Domestic	14	NS = 14	63	RN = 6	26	RPr = 18

²⁴ AVCV primarily represents cases that deal with victims' rights enforcement; however, the types of rights enforced were not specified in the pilot test data.

²⁵ Case status was missing for one of MCVRC's cases so it could not be determined whether it was an active or closed case.

²⁶ Dates were missing or invalid for six of OCVLC's cases, so it could not be determined whether the cases were opened/active prior to or during the pilot period.

²⁷ A single case can involve more than one victimization type or more than one right enforced; thus, the sum total of victimization types and rights enforced does not equal the total number of cases. Victimization type was also missing for 22 of MCVRC's cases.

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	AVCV (N = 172)	# of rights enforcement cases AVCV ²⁴	MCVRC (N = 337)	# of rights enforcement cases MCVRC	OCVLC (N = 52)	# of rights enforcement cases (incl. TPO/right to protection)
violence (including child abuse/neglect)						RD = 4 RH = 3 RR = 2 RN = 1 NS = 2
Kidnapping	8	NS = 8	2	0	0	--
Robbery	8	NS = 8	9	RH = 1	0	--
Vehicular (includes auto theft, DUI/DWI, hit and run)	6	NS = 6	7	0	0	--
Property crimes (includes theft, B&E, burglary, vandalism)	5	NS = 8	27	RR = 4 RH = 1 RN = 1 NS = 1	0	--
Fraud/identity theft	4	NS = 4	14	RR = 1	0	--
Stalking/harassment	3	NS = 3	11	NS = 1	12	RPr = 10 RD = 1
Elder abuse	0	--	2	RH = 1	3	RPr = 3
Other	0	--	11	0	2	RD = 1 NS = 1

Key to rights abbreviations, with variations in state laws noted:

RD = Right to refuse discovery (AZ, OR only) RH = Right to be heard (All)
 RN = Right to information/notification (All) RP = Right to be present (All)
 RPr = Right to protection (All) RR = Right to restitution (All)
 RS = Right to speedy trial (OR only) NS = Right not specified

protective orders, whereas the other two clinics do not typically provide this service. This is also consistent with the finding that the most frequent type of rights enforcement represented at OCVLC was victims' right to protection.

Impacts of COVID-19. One confounding variable that could not be foreseen prior to project start-up was the occurrence of the COVID-19 pandemic and the impacts that lockdowns and safety measures would have on courts, criminal justice, and methods and capacity for service delivery to crime victims by the three clinics in our sample. Crude measures of COVID-19's impact that we attempted to capture at the case level included number of days' delay in proceedings or provision of services and changes in the methods of service delivery. Mixed success was achieved in collecting data that could be used to measure some of these impacts. COVID-19 impacts in terms of number of days delayed and methods of service delivery (in person, virtually, by phone) could not be assessed for AVCV or MCVRC because neither site reported valid COVID-19-related data (proceeding formats) in their data submissions.

OCVLC also did not report number of days that proceedings or other services were delayed due to COVID-19, but they did consistently report on methods of service delivery. Via the data and post-pilot focus groups, all sites reported that activities were rarely performed in person during the pilot test period. OCVLC reported carrying out these activities most often telephonically, followed by virtually, which OCVLC defined as occurring over a videoconferencing platform. The highest frequency of activities performed by OCVLC in victims' rights enforcement cases were informing clients about their rights and legal options (mostly by telephone), notifying clients about case events (mostly by telephone), and filing protective orders (mostly virtually). The fact that the majority of OCVLC's new cases represented during the pilot period were related to domestic violence and stalking corresponds with the high frequency of protective order cases filed.

Assessment of the Pilot Data Completeness, Validity, and Internal Consistency. An assessment of data quality was performed through an examination of data completeness, validity, and internal consistency. Data completeness refers to the degree to which all critical data points in a given dataset are present. The datasets were examined for blank (missing) or incomplete (truncated) values. Then, a percentage was calculated of completed data for each CMS data point and survey question. Next, data validity was assessed by verifying that the data adhered to the requirements in terms of data type (e.g., numeric, string), values within range, uniqueness (e.g., case IDs), and consistent expressions (e.g., hour, h). This was calculated as the percentage of valid data compared to the data available. Part of data validity included an assessment of internal consistency in terms of whether the values entered made logical sense (e.g., if a site reported providing services 5 times in total but indicated that they provided the service 5 times in person and 3 times by phone (i.e., $5 \neq 5 + 3$), or whether the activities performed were consistent with the type of case represented).

Note: All data presented reflect our analysis of how useful these data will be for a future

outcome evaluation and are not an assessment of each site's service delivery during the pilot period.

Pilot Data Quality Assessment: CMS data

We present the data quality assessment first for the CMS data (mostly activities and implementation measures), followed by the survey data, and finally the data reported for organization-level measures.

Table A1 in Appendix A shows the completeness, validity, and internal consistency for all CMS data reported across all three sites. A summary of these findings is presented here.

AVCV. AVCV had high overall *data completion* rates of between 87% to 100% across both quarters of the pilot test. There were seven variables for which no data were reported (reason for contacting, nonlegal advocacy, client remained engaged, client ceased participation, reason for ceasing participation, other loss prevented, other loss mitigated amount). Of the data available, AVCV's *data validity* ratings were between 39% and 100% overall. Issues and solutions were identified for three items:

- 'Reason for contacting' (string variable) and 'representation issue' (categorical variable) both had 0% validity because the data were entered as 'not asked' or 'not applicable,' which were invalid response options. The validity ratings for these items can be improved with continued training of staff on valid entries for these variables and by assessing whether any modification could be made to CaseFramework to make this information easier to extract. AVCV stated that this information is currently recorded in free-text case notes, making the process of extracting this data time consuming and manual. AVCV's IT resource stated that CaseFramework could be modified in the future to create new fields to make reporting easier, should this project move into the process evaluation phase.
- In the first quarter, 'time taken to record data' (an assessment of burden) had 0% validity because the data entered reflected time spent performing the activities instead. This issue was self-corrected in the second quarter to achieve 100% validity. However, estimations of time burden for the pilot test data collection (discussed later) are reliant on time invoiced by AVCV and will not be possible to break down to the level of time spent reporting each measure at this stage. Time spent performing activities may be included in future outcome evaluation designs as part of a measure of dosage alongside how many times a given service was provided. Additionally, AVCV is accustomed to recording time spent on activities in hours instead of minutes, so the reporting template will be modified during the next stage to accommodate their usual practice.
- Occasionally, the number of times an activity was performed in person, virtually, and by telephone did not correctly sum to the total number of times the activity was performed.

This may have resulted from manual transcribing errors, given that this information is stored in free-text fields in CaseFramework and is not easily extracted. This could be corrected by automating the summing of these variables (e.g., using Excel's AutoSum feature in the reporting spreadsheet), although AVCV's IT resource also stated that additional fields could be added to CaseFramework when the process evaluation begins.

OCVLC. Initially, OCVLC's data completion rates varied from 0% to 100%. However, OCVLC staff clarified during the post-pilot test focus group that cells left blank actually denoted that the activity was not performed. This was corrected for the assessment in Table A1, and completion scores improved. OCVLC's completeness ratings could be improved by retraining staff to enter zero values instead of leaving blank cells. In addition, because the item on 'COVID-19 delays' was incomplete for both quarters, the full impact of COVID-19 on service delivery during the pilot test period cannot be assessed at the individual case level for OCVLC.

Of the data available, OCVLC's validity ratings ranged between 50% and 100%. One issue that accounted for the lower percentages was that, occasionally, the number of times an activity was performed in person, virtually, and by telephone did not correctly sum to the total number of times the activity was performed. This may be corrected by automating the process of summing these figures for staff reporting data (e.g., using Excel's AutoSum feature). In addition, in some instances, time spent recording data was entered as zero; however, this was not consistent with the data entered in adjacent fields.

OCVLC offered that compensation claim appeals are rarely performed by their office, unlike at MCVRC, so that data collection point could be removed for their site in future reporting. Additionally, OCVLC staff felt that the two items, 'when clients ceased participation' and 'reason for ceasing participation', were difficult to document because client engagement tends to ebb and flow throughout a case; thus, client participation and engagement can have various stopping/starting points. Revising the language of these two measures may help to clarify these data elements (e.g., *did clients cease participation before the case was concluded*).

MCVRC. MCVRC did not report data during the first quarter of the pilot test due to complications in making changes to LegalFiles to collect the new/modified pilot test measures, and with integrating Crystal Reports into the LegalFiles system to extract the data at the case level. However, MCVRC provided data after the second quarter of the pilot test that covered a complete six month period. MCVRC's data were extracted and returned for calendar quarters (January-March 2021 and April-June 2021) rather than the exact dates of the pilot test as outlined in the implementation guides and training (12/1/2020 and 5/31/2021). Future reporting may be scheduled around calendar quarters to ease burden on participating sites.

In the second quarter, MCVRC's data *completion rates* varied from 0% to 100%. One major issue was that data were missing for five items that were scheduled for reporting on all activities in the data reporting tool (number of times activity was performed in person, number of

times activity was performed virtually, number of times activity was performed by telephone, COVID-19 delays, and time taken to record data). The implication of this is that the impacts of COVID-19 on service delivery during the pilot test period and overall time burden for pilot test data collection cannot be estimated at the case level for MCVRC at this time. Some activities on which data were requested were also omitted: civil court representation, civil court accompaniment, criminal court representation, and criminal court accompaniment. As these are essential activities on which to collect data for evaluations of legal services, solutions will be explored to ensure Crystal Reports can extract this information from LegalFiles in future.

Of the data reported, MCVRC's *validity ratings* were between 0% and 100%. One issue that accounted for the lower percentages is that where data should have been entered as numerical values (e.g., number of times spent performing an activity), a binary yes or no was extracted into the Crystal Report instead, which are not valid response options. This was identified as a problem not with data entry into LegalFiles, but with the extraction of data into Crystal Reports. The validity ratings for these items could be improved by resolving the IT difficulties in generating CMS data reports for evaluation and retraining staff to input valid data responses, if necessary.

'Reason for Contacting' and 'Representation Issue' were problematic variables for MCVRC, just as they were for AVCV, and so were the 'Referral Source' and 'Rights Enforced Issue' variables. 57, or 17% of responses for "Reason for Contacting" named the referral source rather than the issue for which the potential client was requesting assistance. Referral source was correctly entered in the "Referral Source" field in two cases.

- 7, or 2% of responses for 'Client Representation Issue' did not describe legal representation needs; five responses simply stated 'Resources.' This variable could also be relabeled as 'Client Legal Representation Issue.'
- 32, or 9% of responses entered "Demand for Rights" or "Victims' Rights" under 'Non-legal Advocacy Issue.' These items should only be included under Client Representation Issue, which refers to representation by an attorney, unless the option of an attorney was presented to the client during intake and the client declined. Reasons for these entries will need to be examined further during the process evaluation before recommending a final resolution.
- Finally, 27, or 8% of responses for 'Rights Enforced Issue' simply stated "Victims' Rights" and did not name the right for which the client received assistance.

MCVRC reported that they, too, currently record much of this information in free-text note fields in LegalFiles rather than in easily-extractable data points. This issue could be resolved by programming new fields into LegalFiles to consist of dropdown boxes or radio buttons where possible to reduce room for error, though MCVRC expressed concern that adding these new fields would increase burden on staff. The balance between creating more accurate

reporting methods and limiting the amount of additional burden on staff will be explored further during the process evaluation.

However, for the pilot test, these difficulties limited the conceptual validity of the data reported. Additional training and technical assistance may also help, along with inserting hover text or other instructions in LegalFiles for each of these items, if possible. We recommend keeping the 'Referral Source' field easy to modify in case tracking referrals associated with specific future training or outreach activities would be desirable in future phases (it was not possible during the pilot). Any remaining issues in this area that cannot be solved by technology can then be covered by retraining of staff. These are options that will be explored during the process evaluation period.

Lastly, for the single 'Notification of Case Events' variable, MCVRC provided data broken out for four specific types of notifications: notification about pre-trial, notification about trial plea, notification about appeal, and notification about release. This level of specificity reflected a misunderstanding of the data requested in the data reporting template, which was meant to provide examples rather than request a breakdown. However, this breakdown may be more useful for evaluation than a single 'catch-all' variable for notifications and therefore may be incorporated in future phases after verifying how each site currently reports information about notifications to their funders. If this division of notification types is not currently in use by the other sites for their grant reporting, then the evaluation team will simply sum these notifications reported by MCVRC on the back end for easier comparisons.

Other general impressions of the CMS data reporting instrument that were shared across sites during the post-pilot focus groups included the following:

- the dropdown format for the items in the 'rights enforcement' section allows for only one response option to be selected, but there are often multiple rights asserted in a given case. This problem can be resolved by changing the items to a radio button 'select all that apply' format.
- staff spent substantial amounts of time performing activities that were missing from the pilot test tool such as: drafting and filing legal documents, legal reviews, protecting clients' records, proactive litigation, providing emotional support to clients, communicating with other legal parties (e.g., defense, prosecution), and conducting case-specific research. Therefore, it may be useful to incorporate at least some these items in future evaluation work, depending upon the level of reporting burden each site feels comfortable taking on based on the pilot test experience.

Pilot Data Quality Assessment: Client Survey Data

The next category of pilot test data that we assessed for quality was the client survey data; this assessment covers completeness, validity, and internal consistency of responses received; survey response rates; and assessment of the measures tested.

Overall completeness, validity, and internal consistency in survey responses received from all three sites were good. Rates of completion and validity for AVCV were consistent at 100% across all questions asked. Rates of completeness for MCVRC ranged from 36% to 100%, depending on question, with validity of all responses received at 100%; however, this variation in completeness is a reflection of skip logic employed in MCVRC’s survey, so that not all respondents were required to answer all questions; three sections in the middle of the survey (for domestic violence victims, for those who received accompaniment services, and for those who received legal services) were only to be answered by respondents to whom those categories apply. However, due to the length of MCVRC’s original and revised surveys, response rates decreased for questions appearing later in the survey compared to earlier questions, even after skip logic allowed some respondents to skip sections—suggesting possible survey fatigue. OCVLC’s survey responses reflected completeness and validity rates between 86% and 100% for all questions asked. Full survey response completion and validity statistics per question can be found in Table A2 in Appendix A.

Surveys Received. Table 6 below shows the total number of surveys received from each site during the pilot test. MCVRC recorded 121 surveys sent in their CMS data; 24 were received via SurveyMonkey (eight from individuals with active cases and 16 from individuals whose cases were closed). This low number is, in part, because the link sent to clients to participate in the survey was not changed to point to the revised survey until that last month of the pilot test; this problem has been fixed in time for the next stage of evaluation. Nevertheless, initial analyses on the usefulness of various survey items for future evaluation research is still possible with the responses received. AVCV did not record the number of surveys sent in their CMS data submission file. They did record two cases closed during the pilot period, although 28 surveys were received—ten from closed cases, and 18 from individuals with cases still active. Two

Table 6: Pilot Test Surveys Received by Site and Case Status

Site	Open Cases	Closed Cases	Total
AVCV	18 64%	10 36%	28 100%
MCVRC	8 33%	16 67%	24 100%
OCVLC	1 13%	7 88%	8 100%

factors are important here: (1) the new survey was sent to individuals whose cases may have closed just prior to the pilot period, and (2) AVCV uses case-length representation agreements, meaning that a case may remain active with them for years as they follow it from trial through sentencing through appeals and later parole hearings. However, given the inability to match cases at AVCV, an alternative method to determine response rates more reliably while still protecting privacy for AVCV will be explored during the process evaluation.

Finally, OCVLC recorded information about sending surveys in their CMS for three cases, although eight surveys were received. While the sites variously mentioned that they received more responses than previously when shifting survey administration to electronic vs. paper format—Oregon particularly reported receiving more surveys than usual during the pilot period, with six received electronically and only two returned on paper, which was their previous method of survey delivery. AVCV said the same after also making the switch from paper to electronic delivery. All three sites also mentioned that with COVID-related delays, fewer cases were closed during the pilot period compared to pre-pandemic levels.

Response Rates. True response rates for surveys sent were difficult to calculate for three reasons. First, survey links were not sent to respondents from within the survey collector in SurveyMonkey due to privacy concerns (e.g., collection of IP addresses). Second, whether the generic survey link was sent (or a paper survey if client requested) to a client was not consistently recorded in each agency’s CMS. Particularly, MCVRC’s survey delivery method of simply including the survey link in staff email signatures on every message would require recording each time an email is sent to a client into the CMS as a survey sent, which would not be feasible or efficient to track with the volume of cases they handle. Third, case matching was not possible across all sites as described earlier. Therefore, we stop short of calculating response rates now and instead will identify more reliable ways of capturing the number of surveys sent (the denominator for calculating response rates) during a subsequent Phase 2 project, in preparation for a Phase 3 outcome evaluation. Exploration into various email collectors within SurveyMonkey that will comport with legal clinics’ privacy protocols and comfort levels will be explored as a potential alternative solution.

Conceptual Validity. Conceptual validity across survey items was also assessed, both in terms of interpretation of measures and in how much variation was received in the different measures to make them useful for outcome evaluation. It was a common point made during our site visit interviews that surveys received tended to skew toward the positive, and that clients that felt more negatively or were simply “ready for their case to be over” tended not to return their surveys. Knowing that this response bias can be a problem, the evaluation team first attempted to increase the number of responses by having sites who were using paper surveys previously (AVCV and OCVLC) try offering an electronic version of the survey, as described above. We also tested new survey questions to try to elicit more variation in responses from the surveys that are returned than sites reported receiving previously during the pre-pilot site visits.

Table 7 shows the variety in responses received to survey questions intended to capture short-term and long-term outcomes defined in the conceptual model and agreed upon by the sites. Each conceptual model outcome is noted in bold font, and if there was more than one measure used to capture the outcome, it is listed below the outcome in question. In some cases, two measures to capture the same outcome were tested to assess which performed better (elicited more variety and/or garnered more responses).

Table 7: Variation in Outcome Measures Captured in Client Satisfaction Surveys

OUTCOME MEASURES FROM CLIENT SURVEY	Min- Max Possible	AVCV Min-Max (N=28)	MCVRC Min-Max (N=24)	OCVLC Min-Max (N=8)
Short Term Outcomes: Client Perceptions				
Victim Reports Understanding their Rights	1-5	4-5	1-5	5-5
Victim Reports Understanding Available Legal Options	1-5	3-5	1-5	4-5
Victim Reports Being Informed of Case Status	1-5	N/A	1-5	5-5
Victim Reports Being Given Clear Expectations about Processes and Possible Outcomes	1-5	N/A	N/A	4-5
Victim Reports Feeling Views were Represented	1-5	3-5	1-5	5-5
Victim Reports Receiving Services Tailored to their Needs				
Did you understand the services available to you?	1-5	3-5	1-5	N/A
Did the services/referrals you received meet the needs you expressed?	1-5	1-5	1-5	3-5
Victim Has Financial Loss Minimized				
Did you receive help requesting Victim Compensation?	1-5	2-5	N/A	N/A
Did you receive help requesting Restitution?	1-5	2-5	N/A	N/A
Victim Perceives Outcome They Perceive as Just	1-5	2-5	1-5	3-5
Longer-Term Outcomes: Client Perceptions				
Empowerment and Self Efficacy				
Given enough info to make your own decisions?	1-5	3-5	1-5	5-5
Safety Questions:				
Did you receive help with safety planning?	1-5	3-5	N/A	N/A
Are you confident you can continue to plan for your safety?	1-5	3-5	N/A	N/A
Did our services increase your ability to stay safe?	1-5	2-5	1-5	N/A
Self-Efficacy Scale				
I will achieve most of the goals I set	1-5	3-5	2-5	N/A
Am certain I can accomplish difficult tasks	1-5	2-5	2-5	N/A
In general, I can obtain outcomes important to me	1-5	3-5	3-5	N/A
I will successfully overcome many challenges	1-5	3-5	3-5	N/A
<i>Do you feel more self-sufficient? (single question)</i>	1-5	N/A	1-5	4-5
Increased Trust in Legal System to Operate Fairly				
<i>Are you more likely to report crime? (single question)</i>	1-5	3-5	N/A	N/A
Increased participation in justice system	1-5	2-5	N/A	N/A
Court Empowerment Scale				
I believe the courts will consider my rights	1-5	1-5	2-5	2-5
I believe the courts will treat me fairly	1-5	1-5	3-5	3-5
<i>I would encourage others to report crime</i>	1-5	1-5	5-5	5-5
I will be forced to accept an outcome I do not want	1-5	1-5	1-5	1-5
I will be forced to do things I don't want to do in court	1-5	1-5	1-5	1-5
Survivors/Families integrated into a Supportive Community				
<i>Do you have an improved support system? (single question)</i>	1-5	3-5	N/A	N/A
Social Support Scale				
There is someone with whom I can share joys and sorrows	1-5	4-5	3-5	N/A
I have someone who really tries to help me.	1-5	4-5	2-5	N/A
There is someone I can go to for emotional help/support	1-5	4-5	3-5	N/A
I have someone I can count on when things go wrong	1-5	2-5	3-5	N/A
Resilience: Are you interested in volunteering to help others?	Y-N	N/A	N/A	Y-N

OCVLC's surveys still skewed toward the positive side (eliciting 4s and 5s for most questions), but their number of surveys returned was fewer, in line with their lower case numbers as a smaller organization. Generally speaking, responses received for AVCV and MCVRC showed a good amount of variation, though responses still skewed toward the positive. Nevertheless, this suggests that most of the measures above will provide nuance, as desired for an outcome evaluation.

Comparisons between different measures tested to capture the same concept in the conceptual model were also made, first by assessing them for variation (above) and per-item response rates (see Table A2 in Appendix A), and then by examining responses to free-text fields and discussion of the measures in the post-pilot focus groups with each site. In terms of comparing multiple measures for the same concepts, the following recommendations follow for four key items from this data analysis:

- *Victim has financial loss minimized (short-term outcome)*. Recommend cutting survey questions on whether help for victim compensation and restitution was received. Only MCVRC regularly handles compensation claim appeals, and time frames for payment of compensation and/or restitution can stretch longer than a potential evaluation period. The clinics are not typically apprised of whether compensation or restitution is secured and they do not routinely collect data on compensation and restitution payouts. OCVLC suggested additional measures to collect on activities related to assisting with applications and addressing issues (e.g., filing memos, attending restitution hearings), which are much more common, although that would not capture the results of those activities. If sites desire, we recommend asking clients whether they received compensation or restitution as a result of services provided.
- *Empowerment and Self Efficacy (long-term outcome)*.
 - AVCV survey respondents often did not complete the Self-Efficacy Scale survey questions.
 - Both the single question, “*Do you feel more self-sufficient?*” and the Self-Efficacy Scale were tested (scale measures described in more detail below). The single question provided sufficient variety (complete 1-5 range), and six more responses in the site where both questions were asked (MCVRC). Use of the single question is recommended for efficiency.
 - Safety questions were also asked by AVCV and MCVRC, particularly of Domestic Violence clients. AVCV asked a batch of three safety questions and MCVRC asked the single question, “*Did our services increase your ability to stay safe?*” The single safety question generated greater variety in response and is recommended for use in future evaluation.
- *Increased Trust in Legal System to Operate Fairly (long-term outcome)*. The single

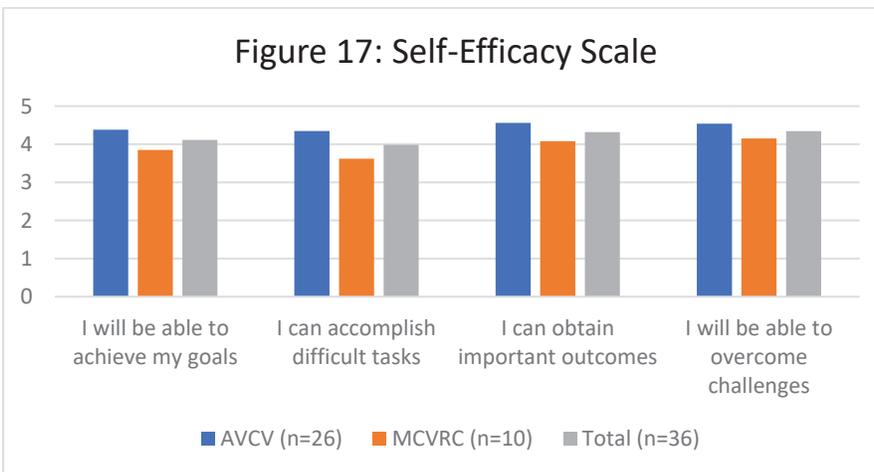
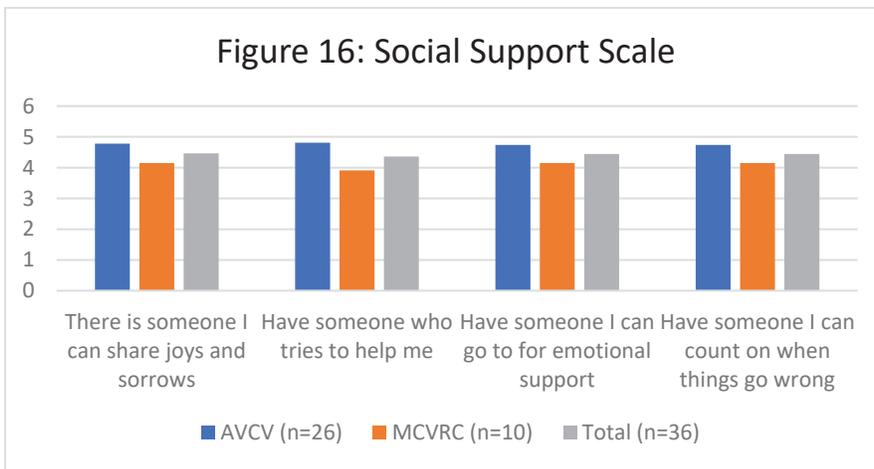
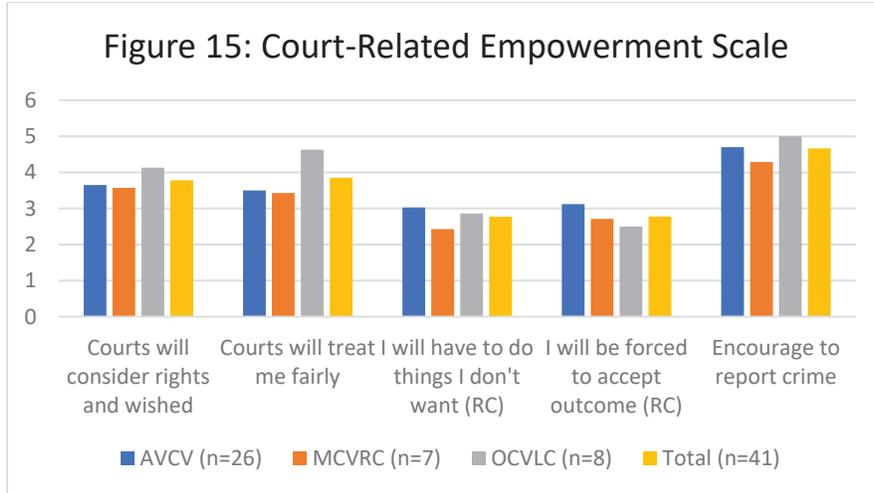
question “*Are you more likely to report crime?*” was tested alongside the Court Empowerment Scale, which also contains a similar question as one of the response items. On all four components, the Court empowerment scale generated more variety in responses (complete 1-5 range on most items across sites) and is thus recommended for use over the single question.

- *Survivors/Families integrated into a Supportive Community (long-term outcome)*. The single question “*Do you have an improved support system?*” was tested against the Social Support Scale for this long-term client objective. Responses to the single question achieved the same level of variation as the scale measure, the response items for which the sites had originally felt might be too invasive to ask of clients that have experienced significant trauma. As no additional benefit to asking the scale question was shown via the pilot test, the single question is recommended going forward.

For measures capturing whether ‘victims receive services tailored to their expressed needs’: AVCV reported that the measures related to this outcome were effective at capturing clients’ level of satisfaction, but MCVRC found that survey responses tended to be polarized as either extremely positive or extremely negative. MCVRC, therefore, suggested additional measures for their survey to better inform improvements in service delivery, such as reason for dissatisfaction, how staff could have better assisted, and what a better experience would have looked like for that client. These changes would bring MCVRC’s survey in line with AVCV and OCVLC on these questions and make responses more comparable.

More on Scale Measures. Some additional statistics are provided below in Figures 15, 16, and 17 on the three scale measures tested. *Note: at this point we remind the reader that these analyses are being used to rate the utility of the scale measures for future use, not to rate the services of our clinics at the present time.* First, for our adapted version of Newmark, Harrell, and Salem’s (1995) court-related empowerment scale, AVCV’s sample returned a mean score of 18 out of a possible 25 points for all items summed together, while MCVRC’s and OCVLC’s respondents rated their feelings of empowerment (and therefore trust in the legal system) on the scale at an average 16.43 and 19, respectively. Figure 15 below and Table 7 above show that this scale provides good variation in responses for future evaluation purposes.

Our adapted version of the Multidimensional Scale of Perceived Social Support (MSPSS) (Zimet, Dahlem, Zimet, & Farley, 1988) returns a bit less variety in total scores than the Court Empowerment scale, as is expected given the smaller ranges in responses captured in Table 7 as well. AVCV participants’ scores ranged from 14 to 20 with a mean of 19.07. MCVRC participants had scores ranging from 12 to 20 with a mean score of 16.72. OCVLC did not include this measure in their piloted measures. The single question asking clients whether they have a good support system will be more efficient in future evaluations for these programs.



Finally, our adapted version of the New General Self-Efficacy Scale (Chen & Gully 1997) also produced total scores with little variation. The minimum possible score was 5 and the maximum 20. AVCV participants' scores ranged from 12 to 20 with a mean of 17.76. MCVRC participants had scores ranging from 10 to 20 with a mean score of 15.69. OCVLC did not

include this measure in their piloted measures.

Pilot Data Quality Assessment: Organizational Outcome Data

Finally, some organization-level data were also collected to gather a sense of whether basic system and community outcomes could be measured (Table 8). Data were collected in three categories: “Networks Established/MOUs in Place with Legal Actors and Other Partners”; “Legal Actors Informed about Victims’ Rights”; and “Communities Educated about Victims’ Rights.” Data collected about MOUs, professional trainings, and community outreach activities are shown in Table 9. All three sites reported having MOUs or relationships in place with various partners. AVCV reported MOUs established with Child Services, Arizona Prosecuting Attorneys Advisory Council (APAAC), Parents of Murdered Children (POMC), and NCVLI. OCVLC reported a formal MOU in place with Legal Aid. MCVRC reported no formal MOUs in place, but they have working relationships with POMC in Maryland, criminal justice system actors across the state, and numerous victim service providers and community groups.

All three sites reported conducting trainings with other legal actors to inform them about victims’ rights. AVCV conducted two such trainings over the pilot period, while OCVLC conducted four and MCVRC conducted 12. Due to the pandemic, all training and outreach were conducted remotely; AVCV reported that sometimes participants were less engaged due to the virtual format. AVCV also reported conducting two outreach sessions with POMC leadership, and MCVRC conducted 16 outreach activities with various organizations. MCVRC has a training grant that covers their training and outreach activities. During the pilot test, we attempted to use the “referrals in” variable as an outcome measure for both training and outreach activities; while “referrals in” could be tracked, no organization modified their CMS to add specific training events as options in the referrals field.

During Stage 2 of the project, pilot sites were more heavily focused on the client-level CMS and survey data collection implementation. The ability to better capture these organizational outcomes in the future (referrals resulting from specific system actor training and community outreach events) will be explored further during a Phase 2 process evaluation, as will the ability to measure impact by combining the name of the group trained with the case start date to tie the increase in referrals to a specific effort.

Overall Assessment on the Pilot Test Tools and Measures. Based on the post-pilot test focus group discussions with the three clinics, staff conveyed that the pilot test tools were generally effective at capturing the activities and outcomes that the clinics are striving to deliver. In fact, AVCV stated that some of the pilot test measures were *better* at capturing some information than current measures they use for their grants. In addition, AVCV felt that the

Table 8: Organizational Outcomes

Activity	AVCV	MCVRC	OCVLC	Outcome Category
MOUs in place to provide/receive client referrals?	Yes	None Written	Yes	Networks Established/MOUs in Place with Legal Actors and Other Partners
# of MOUs with legal providers	0	0	1	
# of MOUs with social services providers	1	0	0	
# of MOUs with criminal justice system partners	3	0	0	
Names of organizations with MOUs	Child Svcs, APAAC, POMC, NCVLI		Legal Aid	
Conduct trainings?	Yes	Yes	Yes	Legal Actors Informed about Victims' Rights
Number of trainings conducted	2	12	4	
List trainings and audiences	AZ Prosecutors, NCVLI	Police, Prosecutors, Trafficking Task Forces, DV Case Review Teams	Prosecutors, Attorneys, Judges	
Outcome: Number of referrals resulting from each training and from whom (List each separately)	N/A, stopped taking new cases 3/2021 after learning of funding cuts	Referrals Received from System Actors, but not tied to individual trainings	Referrals Received from System Actors, but not tied to individual trainings	
Conduct outreach activities?	Yes	Yes	Yes	Communities educated about victims' rights
Number of outreach activities	2	16	10	
List trainings and audiences	POMC leadership	Victim Svcs; Mentoring Programs, City Gov't, Legislators	NR	
Outcome: Number of referrals resulting from each outreach activity (List each separately)	N/A, stopped taking new cases 3/2021 after learning of funding cuts	Referrals Received from Comm. Partners, not tied to individual trainings	NR	
COVID-19 Impacts?	Trainings conducted Remotely; attendees less engaged.	Trainings conducted Remotely	Trainings/ Outreach all conducted remotely	

measure on clients’ satisfaction with services was very effective in capturing this outcome, which is beneficial to them for demonstrating impact as required by their grants. MCVRC acknowledged that case-level data is more informative than the aggregate data they currently report. OCVLC commented that giving clients the option to complete the survey online yielded a better return rate than their previous method of only sending paper-based surveys; their executive director was also in favor of the way SurveyMonkey presents information.

Overall, the sites reported few issues with the new and modified measures which indicates that they are generally effective at capturing the outcomes of interest. Most of the challenges raised by staff and discovered via analysis of the pilot data can be addressed through minor additions or amendments to the CMS data reporting spreadsheet and/or survey, whereas changes to the clinics’ case management systems themselves are slightly more complex. Those changes will require further consultation with the clinics (especially IT resources) in future evaluation work. Lastly, the new data collection processes (specifically, case-level reporting and web-based surveys) were seen as positive changes, and thus may be beneficial for the clinics to implement on a more permanent basis.

Summary of Results: Final Measures Recommended for Next Phase

As a result of the pilot tests, a number of recommendations for measures that worked well and revisions to others rose to the surface. Tables 9 and 10 below summarize the implementation (CMS) and outcome measures recommended for ongoing use during the process evaluation before incorporation into the final outcome evaluation design. Whether analysis will be able to be conducted at the case level, particularly related to matching surveys to cases in each site’s CMS or solely by crime type, along with the effectiveness of each approach, will continue to be explored during the process evaluation.

Table 9: Recommended Implementation Measures for Next Evaluation Phase

Implementation/CMS Measure	Proposed Change/Improvement
Reason for Contacting	Add'l training/Modify CMS to capture, reduce error, and eliminate need to manually extract from case notes.
Type of Victimization	Add'l training/Modify CMS as above.
Referral Source	Add'l training/Modify CMS as above.
Representation Issue	Add'l training/Modify CMS as above.
If rights enforcement, which right?	Add'l training/Modify CMS (radio buttons for multi-select option)
Conduct thorough intake and needs assessment	Separate Intakes from Needs Assessments
Client remained engaged throughout case	Change language: "Did clients cease participation before the case was concluded?"
Inform about rights	No change
Inform about legal options	No change
Provide external referrals	Investigate ability to track where clients are referred

Implementation/CMS Measure	Proposed Change/Improvement
Notification about case events (pretrial, trial/ plea, sentencing, appeals, release)	Examine usefulness/feasibility of disaggregating by type across sites.
Criminal court appearance	No change
Civil court appearance	No change
Protective order filed (OCVLC only)	No change
Protective order appealed/ extended (OCVLC only)	No change
Protective order enforced (OCVLC only)	No change, but add "Protective Order Modified" as new item
Criminal court accompaniment	No change
Civil court accompaniment	No change
Follow-up/check in	No change
Compensation claim filed	No change
Compensation claim appealed	Omit for OCVLC
Help with claiming restitution	No change
Assist with impact statement	No change
Survey sent	Improve ability to capture from SurveyMonkey or CMS, depending on method of survey recruitment (customized or generic link, depending on site)
Survey response collected	Drop unless full case matching possible
<i>Activities to Add:</i>	Discuss feasibility of adding some or all of the following, suggested by OCVLC: drafting and filing legal documents, legal reviews, protecting clients' records, proactive litigation, providing emotional support to clients, communicating with other legal parties (e.g., defense, prosecution), and conducting case-specific research.
<i>For all Implementation Measures:</i>	
<i>Format (Virtual, Phone, In-Person)</i>	Add auto-sum function to reporting spreadsheet (for those transcribing numbers) to reduce error or have IT add these fields to CMS to facilitate automation.
<i>Time Spent recording data/on activity</i>	Add hours spent providing each service to future data collections for sites where practical (AVCV collects, OCVLC does not). Convert from minutes to hours for easier integration with current practice.

Table 10: Recommended Outcome Measures for Next Evaluation Phase

Conceptual Model Concept	Proposed Changes/Improvements
New Outcome Measures	
Victim reports feeling their views were represented	No change
Victim has financial & resource losses minimized	Add measures to collect data on activities related to assisting with applications and addressing issues (e.g., filing memos, attending restitution hearings). Knowing the amounts actually collected is rare; perhaps ask in survey instead of extracting from CMS.

WHAT CONSTITUTES SUCCESS? EVALUATING LEGAL SERVICES FOR VICTIMS OF CRIME

Increased trust in legal system to operate fairly	The Court Empowerment Scale performed better than asking simply, "Are you more likely to report crime?" Implement the scale going forward.
Victim reports having/understanding available legal options	No change
Survivors and families reintegrated into the community and feel supported	Asking "Do you have an improved support system?" performed better than the Social Support Scale in the survey. Keep single question, drop the scale.
Modified Outcome Measures	
Empowerment & self-efficacy	Cut the Self-Efficacy scale and go with the single question, "Do you feel more self-sufficient?" Safety questions also performed well, with MCVRC's single safety question performing better than AVCV's series of three questions.
Victim reports understanding their rights	No change
Victim receives services tailored to their expressed needs	Add measures to better inform improvements in service delivery (e.g., reason for dissatisfaction, how staff could have better assisted, what a better experience would have looked like for that client) for MCVRC
Victim receives outcomes they perceive as just	No change
Policy/practice in place among partners for victim support referrals	Evidence of networks in place via reporting of referrals in/referrals out and formal MOUs/Informal agreements. More detailed information needed on MOUs. Organizations to whom a client was referred are not easy to extract from CMSs as they are in non-searchable free-text files, if recorded.
Communities are educated about victims' rights and options to seek assistance	Information collected on trainings and outreach; modify "referrals in" variable, if possible, to be able to attribute referrals to a specific training or outreach event.

- Executive Summary
- Introduction
- Literature Review and Background
- The Conceptual Model
- Theory of Change
- Research Design
- Formative Evaluation with Three Clinics
- Program Histories and Designs
- Program Capacity for Data Collection
- Program Fidelity Testing
- Program Evaluability Assessments
- Site Readiness to Move Forward
- Research Questions Answered
- Implications for Theory and Practice

Fidelity Testing: Likelihood that the program will reach its goals and objectives

As discussed in the methods section, fidelity to program design may be assessed using implementation measures of three kinds: Context, Compliance (also called Adherence²⁸ – see below), and Competence. This section will present a preliminary assessment of the data available for this purpose, and the results will be used to frame the work to come in the process evaluation, which will include in-person direct observation of services where attorney-client privilege is not an issue (observing public proceedings), detailed activities journals provided by the attorneys (for information where attorney-client privilege prevents direct observation), and continued refinement and reporting of the data reporting launched in the pilot test to conduct a full fidelity assessment.

Context Fidelity

Context measures pertain to the prerequisites for high-fidelity implementation, including those focusing on issues such as job qualifications, training, and having the resources needed to properly deliver the model. Table 11 shows the prerequisites each site has in place to deliver services as designed; information to assess adequate presence of these resources came from the document review and site visit interviews, with additional context about items that may have changed since the beginning of the formative evaluation process provided by the post-pilot focus groups.

In terms of staff competencies, legal staff at all sites possess the required knowledge of victims’ rights and related laws, have experience providing training/technical assistance to partners as required, and have access to a language line for interpretation services as needed. MCVRC and AVCV also have at least two staff members who are bilingual in Spanish. Access to interpretation is a crude, preliminary measure of fidelity to the principle of cultural sensitivity in service delivery for this formative stage; this concept will be examined in greater detail during the qualitative portion of the process evaluation, and involve assessing cultural sensitivity to multiple key groups (e.g., African-Americans, other ethnic communities, LGBTQ+, disabled individuals). Among victim advocacy staff providing non-legal representation support (e.g., connection to social services, emotional support/accompaniment, non-legal victim advocacy), AVCV’s social workers are required to have a BSW or MSW or degree in another social service-related field, whereas MCVRC and OCVLC staff these positions with candidates with prior experience in victim advocacy, but they do not have degree requirements.

All sites indicated that, during the period covered by the pilot test (which coincided with the COVID-19 pandemic), they experienced cuts in grant funding. This

²⁸ www.ndsu.edu/vpsa/assessment

loss of financial resources (indicated with the * next to the X's in the Financial Resources line) has resulted in staff reductions at all three sites during the pilot period and beyond. All sites have a CMS in place to manage case data that is adequate for supporting victim services. However, there is variation in the ability to modify them with ease for evaluation and reporting. AVCV and MCVRC have IT staff or resources on site who can make modifications, though with some difficulty. OCVLC can consult with LegalFiles to do modifications for them, but this comes with some expense. Work will continue to resolve these difficulties during the process evaluation.

Table 11: Context Fidelity Measurement

INPUTS/RESOURCES (FROM LOGIC MODELS)	MCVRC	AVCV	OCVLC
Legal Staff Competencies			
• Understanding of victims' rights laws (state and federal)	X	X	X
• Expertise in DV and laws re. Protective Orders	N/A	N/A	X
• Training and TA expertise	X	X	X
• Cultural sensitivity (measured by access to language interpretation resources on staff or via language line)	X	X	X
Social Work/Advocate Staff Competencies			
• Social work degree		X	
• Victim advocacy training	X	X	X
Trauma Informed Care Competencies	X	X	X
• Formal training (e.g., neurobiology of trauma)	Some staff	Some staff	Some staff
• Informal training (sensitivity to clients' situations)	X	X	X
Sufficient Financial Resources	X*	X*	X*
Sufficient IT Resources			
• Adequate CMS	X	X	X
• Ability to Modify CMS	With Difficulty	X	With Difficulty
• Ability to Match Cases between Survey and CMS data	Partially; dependent on client providing info in survey	N/A	Partially – will resolve during process phase
Formal Policies, Procedures, and Mechanisms			
• Intake/Needs Assessments	X	X	X
• Policies/Procedures for Service Delivery (formal/written or informal)	Some/In Progress	Some/In progress	Some/In progress
• Client Satisfaction Surveys (client feedback mechanism)	X	X	X
MOUs or Informal Agreements with Criminal Justice System Partners and other Victim Service Providers	X	X	X

All sites have intake/needs assessment mechanisms, policies and procedures, and client satisfaction surveys. Written policies and procedures manuals are generally “in progress” for all three sites and currently exist in various stages of formality. However, even where formal manuals may not exist, all three sites have regular weekly and monthly meetings among staff to discuss case handling, ensure consistency and quality, and staff consult closely with the executive director or chief counsel on all cases where there may be a question.

All sites keep detailed lists of partners at other victim services organizations and within the criminal justice system for use in collaboratively advocating on behalf of victims, and/or to whom they can refer victims for additional services, whether or not agreements with such partners involve formal MOUs. A crude measure of the presence of such formal/informal arrangements can be found in the ‘referral source’ (referrals in)/‘external referrals’ (referrals out) measures discussed above. No site tracked the details of to whom external referrals were made in an easily extractable way in their CMSs. But, the referral source measure, when reporting is more fully standardized across MCVRC and AVCV during the process evaluation (OCVLC already reported this variable correctly for 100% of cases during the pilot), will provide a more consistent record of partner organizations that provide the most referrals in.

Compliance Fidelity Testing

Compliance fidelity focuses on adherence to design elements and protocols, including proper exposure of clients to program or service content (Mihalic et. al. 2004). Based on the pilot data collected, we could assess the reporting of whether key steps in the specified process flows for each site were consistently completed (basic compliance fidelity), but further assessment of compliance/adherence and dosage will continue during the process evaluation as the difficulties in data reporting systems and processes identified during the pilot test are resolved. Results of this initial compliance testing are presented below along with discussion of how this information will be incorporated into the process evaluation design for continued assessment. Please note: for compliance fidelity assessment, it is important to recognize that the numbers of activities reported for each case were limited to those that occurred during the pilot test period itself. Therefore, these analyses should not be construed to mean that an activity in a case was not conducted when it may have simply occurred outside of the pilot test period. These analyses are presented solely to give a preliminary assessment of the utility of available data for conducting compliance fidelity measurement, and to inform closer compliance fidelity measurement during future phases of this work.

To preliminarily assess the consistency with which each clinic implements each step in their service process flow, Tables 12, 13, and 14 present the percentages of cases in which each step was reported as performed by staff during the pilot period. The total number of components (activities) measured differs across sites based on their individual models. Furthermore, while the results are true to the data provided by the clinics, they should be interpreted with caution for two additional reasons: (1) the COVID-19 pandemic has severely impacted the clinics’ operations in the past year, and (2) the pilot test was also being used to test new data collection and reporting procedures, during which difficulties were identified for resolution during the next phase (one of the purposes of doing a pilot test). These reporting difficulties were discussed above, but Tables 13, 14, and 15 in this section also provide additional explanations of the pandemic’s effects on service delivery in each site based on the COVID-19 impact interviews.

Of the cases on which AVCV compliance data are calculated in Table 12, 18 of those

cases were new cases. Client intakes and other early steps in the case processing flow would have occurred prior to the pilot period for the other cases; nevertheless, referrals in and steps that occur during the intake and needs assessment step are reported for roughly 55% and 9% of cases, respectively. Provision of external referrals to complementary victim services were impeded by pandemic closures and reductions, and client notifications of events were hampered by a pandemic-related reduction in notices provided by the courts. Assistance with compensation, restitution, and victim impact statements occur on an as-needed basis, and so would not be

Table 12: AVCV Pilot Period Compliance Fidelity Based on Reported Data²⁹

AVCV Activity/Service	AVCV (N=172)	AVCV Process Flow	COVID-19 Impact on Service Delivery
Referral In Received	55%	X	Referrals initially decreased (normally average 2-5 per week).
Intake/Needs Assessment Performed	9%	X	
Informed of Rights	31%	(needs assessment)	
Informed of Legal Option	21%	(needs assessment)	
Provided External Referrals	3%	(needs assessment)	Decrease in external referrals due to limited options; many services closed/operated under reduced capacity. Outreach activities were rescheduled.
Notified of Case Events	43%	X	More comms between attorneys/ judges by email; however, victims/ social workers not notified re. nonappearance hearings and court date changes.
Followed up with Client	61%	X	
Compensation Application Help	4%	Part of Rights Enf.	
Compensation Appeal Help	0%		
Assist with Victim Impact Statement	6%	Part of Rights Enf.	
Survey Sent (recorded in CMS)	0%	X	
Criminal Court Accompaniment	22%	X	Strict enforcement of # of people allowed in court and lack of clarity about whether restrictions included victim advocates/social workers.
Criminal Appearance Legal Rep.	32%	X	Court schedules/ format of proceedings severely impacted due to court closures. Trials vacated/ postponed indefinitely when courts closed.

²⁹ AVCV's cases are all limited in scope to victims' rights enforcement.

expected to be performed in every case. Finally, pandemic precautions impacted how many people could be present in the courtroom at once, which sometimes resulted in victim or victim attorney exclusion. Many proceedings were postponed or vacated altogether, which reduced numbers reported for victim accompaniment or representation in court.

Nevertheless, more emphasis is clearly placed on the core steps in the process flow and less on the steps that do not apply to all clients, and this early information is useful to inform which process steps require a more detailed look when we continue to assess AVCV's process fidelity during the process evaluation.

Of the 52 cases on which OCVLC compliance data are calculated in Table 13, 40 were new cases. As with AVCV, needs assessments and other early steps in the case processing flow for the remaining cases that would have occurred prior to the pilot period are not included in these numbers; however, OCVLC's limited representation agreements lead to cases of shorter duration compared to full representation agreements, which means that this compliance table captures more of the process flow steps completed for each case than AVCV's or MCVRC's. As OCVLC was the only clinic that provided representation for protective order cases, their activities are shown with protective order cases broken out separately to enable comparisons.

Similar to AVCV, carrying out a needs assessment and connected steps were reported for most cases in the pilot data. Clients were informed of their rights/legal options (with more general rights enforcement clients being informed of rights and more protective order clients being informed of legal options), and staff notified clients of case events. Moreover, activities related to compensation and restitution (Assisted with Filing Compensation, Assisted with Compensation Appeal, Victim Compensation Secured, Restitution Secured) were performed less often by OCVLC staff, similar to AVCV, but not at all during the pilot test. However, in contrast to OCVLC's other rights enforcement cases, a higher proportion of their protective order cases involved staff assisting with civil court appearances due to the fact that protective orders can be pursued in both civil and criminal venues.

All in all, OCVLC reported sufficient data for a preliminary assessment of compliance fidelity, which will be explored with further quantitative and qualitative data collection during the process evaluation.

MCVRC is a slightly different type of organization, in that providing legal services to crime victims is only part of what they do. Therefore, Table 14 breaks out their process flow columns into legal cases and advocacy/social services cases, since the steps performed for each group are not all the same. Unlike AVCV and OCVLC, MCVRC reported only cases that started during the pilot period. Therefore, Table 15 reflected all numbers that were able to be extracted from their CMS for the pilot test; their data difficulties to be resolved during the process evaluation were discussed previously.

Table 13: OCVLC Pilot Period Compliance Fidelity Based on Reported Data

OCVLC Activity/Service	All Cases (N=52)	Rights Enforcement (N=52)	Protective Orders (N=31)	OCVLC Process Flow	COVID-19 Impact
Referral In Received	100%	100%	100%	X	Initial decrease from DA, then increase → delays. No walk-in svcs. at Gateway/ DV orgs impeded contact w/victims lacking safe internet/ phone.
Intake/Needs Assessment	92%	86%	97%	X	
Informed of Rights	44%	76%	23%	Initial Atty Consult	
Informed of Legal Options	30%	48%	68%	Initial Atty Consult/ Advocate	
Provided External Referrals	21%	24%	19%	Initial Atty Consult	
Notified of Case Events	75%	71%	77%	X	DAs on rotating schedule led to delays in notice of events and communication of same to victims/others.
Followed up with Client	37%	33%	39%	X	
Compensation Application Help	2%	5%	0%	Part of Rights Enf.	
Compensation Appeal Help	6%	14%	0%		
Assist with Victim Impact Statement	12%	24%	3%	Part of Rights Enf.	
Survey Sent (recorded in CMS)	8%	14%	3%	X	
Criminal Court Accompaniment	25%	43%	13%	X	Court operations differed by jurisdiction. Many hearings continued. Increase in rights violations (esp. notification and restitution).
Civil Court Accompaniment	15%	19%	19%	X	
Criminal Appearance Legal Rep.	29%	43%	19%	X	
Civil Appearance Legal Rep.	23%	0%	39%	X	
Protective Order Filing	4%	5%	3%	X	Protective order hearings were upheld throughout the pandemic (mainly telephonically or virtually).
Protective Order Extend	6%	0%	10%	X	
Protective Order Enforcement	10%	10%	10%	X	

Intake/needs assessment, information about rights, and client follow up were the most consistently tracked process flow steps across both types of services (legal and social). Numbers of individuals referred in decreased during the pandemic, and the ability to make external referrals to complementary services was hampered by decreased availability in Maryland as it was in Arizona and Oregon during this period. The ability to keep clients notified during this period was also complicated by attorneys having to cover multiple jurisdictions/counties with resources reduced. An additional difficulty noted before was the need to be able to extract information about court representation and accompaniment, though the pandemic also severely constricted the number of in-person proceedings and the timeliness of proceedings. These issues will be examined in greater qualitative and quantitative detail during the process evaluation, which will hopefully coincide with the receding of the pandemic and resolution of the IT difficulties, thus enabling greater ease in conducting compliance fidelity assessment.

Recommendations for compliance measurement during the process evaluation. As mentioned earlier, in the interest of limiting pilot site burden during the formative stage of this work, the number of implementation and outcome variables that sites were asked to report were purposely limited. That said, during the post-pilot focus groups, several pieces of implementation data were discussed for possible inclusion during the process evaluation. These include completion of the letter of representation for legal clients; case review/case assignment; internal case collaborative meetings; legal research; filing of motions; communications with prosecutors, judges, and others; letter of disengagement/termination; and separation the intake and needs assessment steps. During the early stages of the process evaluation, we will work with sites to determine which items we may build into the CMS extractions (e.g., LORs, separating intake from needs assessment, filing motions) or into the qualitative data collection with a sample of cases (e.g., collaborative processes, communication strategies with various parties, types of legal research [e.g., case precedents] and how applied).

Competence Fidelity

Competence measures focus on quality of service delivery, including whether staff deliver services with buy-in and skill, and whether clients were engaged and responsive to service efforts. Data to structure this preliminary competence fidelity assessment came from document review and the site visits, and collection of an additional measure to capture sustained client engagement through the conclusions of their cases was also attempted.

Staff interviewed across all three sites during the site visits exhibited an enthusiastic commitment to quality victim representation and service provision as they described the detailed processes their organizations have developed to advocate effectively on victims' behalf. During the development of each site's process flow and the selection of outcome measures, the executive directors at all three organizations were highly engaged, as were the legal director and coordinator of victim services at MCVRC, since they are closer to the attorneys and advocates doing the day to day work there. These individuals participated in multiple rounds of

Table 14: MCVRC Pilot Period Compliance Fidelity Based on Reported Data

MCVRC Activity/Service	MCVRC			MCVRC Process Flow		COVID-19 Impact
	All Cases (N=337)	Legal Only (N=84)	Social Service Cases (N=253)	Legal Only	Social Service	
Referral In Received	16%	11%	18%	X	X	Referrals initially decreased. Then influx as courts started to re-open. Increase in calls due to financial hardship.
Intake/ Needs Assessment Performed	53%	39%	58%	X	X	Case reviews between advocates and attorneys continued via phone/email.
Informed of Rights	77%	63%	81%	Advocate/ Atty	Advocate	
Informed of Legal Options	17%	35%	11%	X		
Provided External Referrals	50%	30%	57%	X	X	Advocates unable to connect with many external resources due to closure/reduced capacity.
Notified of Case Events	53%	38%	15%	X	X	Attorneys covered multiple jurisdictions; challenging to track victims and keep victims notified. Difficulty getting answers due to office closures and reduced services. Lack of victim notification thru VINE.
Followed up with Client	87%	90%	86%		X	
Compensation Application Help	6%	5%	6%		X	
Compensation Appeal Help	1%	5%	0%	Specialist		
Assist with Victim Impact Statement	3%	7%	2%	X	X	
Survey Sent (recorded in CMS)	36%	29%	38%	X	X	Surveys less of a priority due to other challenges.
Criminal Court Accompaniment	NR	NR	NR		X	Courts initially closed, all hearings → virtual or phone. 90% court filings were done electronically via MDEC except Baltimore City & Prince George's County which still required paper filings in person. Postponements/delays of jury trials. Increased need for advocacy to ensure victims' rights enforced.
Civil Court Accompaniment	NR	NR	NR		X	
Criminal Appearance Legal Representation	NR	NR	NR	X		
Civil Appearance Legal Representation	NR	NR	NR	X		

collaborative phone calls, providing feedback to refine our models for the pilot test.

Using engagement with the pilot test as a crude proxy for staff commitment to service quality, OCVLC and AVCV staff were less vocally engaged during pilot test trainings than they were during the in-person site visits, though perhaps this was because of the virtual format and the numbers of people on the training webinars. Additionally, not all line attorney and advocate staff at MCVRC participated in the training webinar, and for the post-pilot focus group, only the team leaders participated. On the other hand, AVCV's and OCVLC's line staff were very engaged during the post-pilot focus groups and provided a lot of input for moving forward in the evaluation process, which may also be a possible indicator of their commitment to providing high-quality services to victims.

During the site visit interviews, it was revealed that there is close collaboration between advocates with other advocates/social work supervisors (for AVCV and MCVRC), among legal staff, and between advocacy and legal staff (all sites) to ensure quality in client services. The nature and quality of their group meetings and one-on-one collaboration practices as a mechanism to ensure service quality will be explored in greater detail during the process evaluation.

There was an attempt to collect data from each site on whether clients remained engaged throughout their cases and, if they ceased participation before case conclusion, why. Among the sites, OCVLC reported in 49 of 50 cases that clients remained engaged throughout their cases. In the 50th case, the client stopped returning phone calls, but the reason was not known or provided. AVCV and MCVRC did not report on this variable, stating that this is not information they track in an easily extractable way in their CMS. OCVLC reported this data manually, but their case numbers are smaller. OCVLC's high number of clients that stay engaged throughout is likely attributable to their limited representation agreement structure, which means that their cases are likely to close more quickly than cases where a single representation agreement can cover the entire length of a criminal case, giving clients a much lengthier window for possible attrition. Additional measures of service quality may be gleaned from the client satisfaction surveys, discussed earlier. For all three sites, client frustration reported via the surveys focused more on anger at the system, but those who responded to the surveys tended to skew toward those who were at least satisfied with their representation. Continued use of the new instruments, with revisions focusing on those questions that generated more variety in response, might be used alongside qualitative case analysis during the process evaluation to generate a more detailed picture of the elements of service quality that should be measured in the outcome evaluation.

Additional information was also gathered on the impacts of COVID-19 on the quality of service delivery; as mentioned elsewhere, staff across OCVLC, AVCV, and MCVRC mentioned that the shift of many meetings to a virtual format has resulted in the ability to provide a more personal level of services to some clients located in parts of the state that are farther from the office. By making more use of videoconferencing platforms, clients who may have simply

received support by phone were able to make a more personal connection by being able to see their attorney's face. Moreover, virtual proceedings enabled some clients who may have had difficulty traveling to court to participate more easily. While postponements and other criminal justice system difficulties during COVID-19 created frustration among clients, all three clinics reported that the forced changes enabled them to be creative in pursuing service delivery quality.

This has led us to conclude that, during the process evaluation, additional iterations of one-on-one interviews with staff will be necessary to identify and measure the key characteristics commitment to quality that drive results. These interviews will supplement the service activity journals that each attorney will complete, in which they will enter detailed, qualitative information on their case activities for a three day period for three successive quarters. Furthermore, alternate and more practical ways to capture sustained client engagement will be explored, since two of the three sites had difficulty reporting on the measure tested during the pilot. Competence/engagement are inherently difficult to measure, and credible assessment of the quality of service delivery and staff and client engagement will require intensive and prolonged observation on site during any subsequent formal process evaluation.

Fidelity Assessment Summary

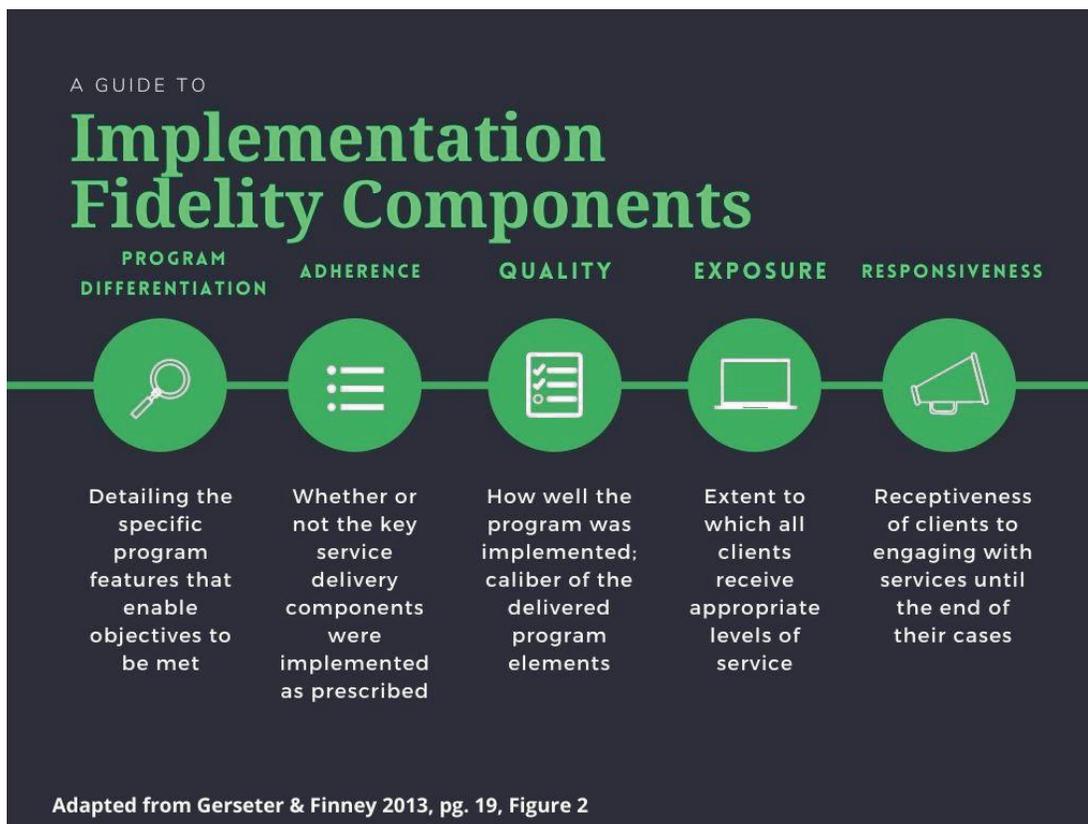
Gerseter and Finney (2013) provide an excellent framework for summarizing a fidelity assessment, including a preliminary assessment like this one. Their example was from an education program, but the general principles apply (see Figure 18).

The first component is *program differentiation*, which describes the specific features of a program that should make it successful. This is covered above by the program descriptions presented in the beginning of the project results section. All three programs focus on victims' rights enforcement, though OCVLC also handles protective orders, and MCVRC also provides a greater number of social services in house with their larger advocate team. All three sites' advocate staff have years of experience in victim advocacy, though AVCV's also have at least a bachelor's degree in social work. MCVRC is the largest and oldest organization, while OCVLC is the smallest, though OCVLC had an easier time adapting their data reporting than MCVRC. AVCV and MCVRC use full representation (length of case) agreements with their clients, while OCVLC uses limited representation (individual issue) agreements. All three express a strong commitment to advocating on behalf of victims, and demonstrated great resiliency in their ability to adapt and serve victims after the initial shock of the COVID-19 pandemic.

The second component is *adherence*, encompassed by the compliance measures (adherence to process flows) discussed above that assess whether each step of each site's program was generally implemented as intended. For all three sites, preliminary adherence levels were possible to evaluate with CMS data, but a full implementation fidelity assessment will be needed using both enhanced quantitative data collection (with reporting issues identified during the pilot resolved) combined with qualitative analysis of observational, journal, and interview data collected during the process evaluation.

Quality refers to how well the program is implemented. With these data, service quality is possible to gauge preliminarily with some of the survey questions, and commitment to quality was possible to ascertain preliminarily via staff interviews and focus groups, as well as some examination of commitment to the pilot test as a crude proxy of commitment to quality overall. True assessment of service quality will continue and be expanded upon in the process evaluation.

Figure 18: Implementation Fidelity Components



Exposure refers to how much of a service (or service process) a client receives (dosage)—whether each client receives the full level of services as intended. Data reporting issues during the pilot prevented a full examination of dosage at this stage, but identification of these issues provides direction for being able to do so in future phases. Resolution of the ability to report counts of services delivered (particularly with MCVRC’s LegalFiles import into Crystal Reports) and improving the consistency of tracking activities performed, combined with improving the ability of sites to provide case pseudo-IDs that JRSA can use to match cases, will improve the ability to measure the impact of service dosage on client outcomes. For AVCV, improvements in the ability to report dosage across all process steps will be tested across victimization type only, per their privacy requirements.

Importantly, the formative evaluation has revealed that not all services/steps in the process evaluation apply to all clients, but they are uniquely tailored depending on the case.

During the process evaluation, we will attempt to create a small typology of cases to which the initial process flows may be customized, based on the assumption that different pathways may still result in achievement of the same outcome and impact objectives identified in the conceptual model.

Finally, *responsiveness* refers to receptiveness of clients to treatment. The first measure tested (client retention to end of case) was difficult to capture during the formative phase. Refinements to this measure, or selection of alternate measures to capture client responsiveness, will be explored, with the caveat that OCVLC's limited representation agreements may result in higher retention figures since their average case length is shorter. Increases in survey response rates may also provide a proxy for client engagement. Responsiveness, too, is difficult to measure and specifying the general and specific dimensions of this concept will be explored in greater detail during the Phase 2 process evaluation.

Executive Summary

Evaluability Assessments: Will Evaluation Help these Programs and their Stakeholders?

Introduction

The last step in evaluability assessment (Kaufman-Levy & Poulin, 2003, presented at the beginning of this results section) is to determine whether and how a formal evaluation will be helpful for each of these three sites. To make this determination, several practical questions must be answered before making this determination. These include whether a number of key evaluation components will be possible to execute, along with a final assessment of each site's available data (or potential available data if recommended adjustments are made) and what research designs might be possible using it; answers to these questions are listed below. We then use this information to complete an Evaluability Assessment Checklist, and then finally we answer Wholey's (1986; 2004) key Evaluability Assessment questions.

Literature Review and Background

The Conceptual Model

Theory of Change

Answers to practical questions:

1. **Whether they can obtain outcome measures for existing clients.** Outcome measures for existing clients may be obtained via client satisfaction surveys and, for outcomes tracked in the CMS such as restitution secured, may be possible to collect depending on how far back we can go after system modifications are made. In order to reduce burden on the sites, we do not recommend going back further than the pilot period.
2. **Assess the ability to survey or interview clients at 1, 3, or 6 months after case completion.** At this time, it is recommended to stick with the normal post-case closure survey schedule due to sensitivity to client trauma. By the time a case concludes, most clients do not want to maintain further contact as it reminds them of their case. However, additional options will continue to be explored during the process evaluation.
3. **Assess the ability to capture outcome variables tracked in case files or CMS.** While most outcome measures tested came from the client satisfaction survey, some outcome information was possible to extract from the CMS pertaining to compensation or restitution. Without the ability to search text fields in CMS's, however, even the ability to track those amounts was limited, complicated even further by the fact that none of the sites receive outcome information from those petitions routinely. It may be possible to start tracking award/judgments made, even if it's not possible to track whether the client actually received the payment.
4. **Assess the ability to capture outcomes via staff interviews, focus groups, or questionnaires.** This was possible during the formative evaluation and will continue.
5. **Assess the agency burden to collect and report data and the feasibility of implementing such additional data collection.** It is feasible for all three sites to

Research Questions Answered

Implications for Theory and Practice

continue collecting and reporting evaluation data, with some modifications to each site’s measures and reporting mechanisms to occur during the process evaluation. Table A4 in Appendix A shows that, once mechanisms were in place, that OCVLC spent an average of between six seconds to 2.6 minutes per case reporting each data point. For the data points where AVCV were able to report time spent recording data, they spent an average of six seconds to 1.3 minutes per case reporting each data point. Both AVCV’s and OCVLC’s reporting processes were at least partially manual, but the time commitment was reasonable. MCVRC could not report average time spent reporting each data point, partially because their large number of cases makes manual reporting unfeasible, and because of the many IT data extraction difficulties that are now specified for resolution during the process evaluation.

However, the financial burden of the formative evaluation to each site gives more information about the potential burden of continued data collection implementation as shown in Table 15. While it is hoped that this cost would be reduced once IT difficulties are resolved, it does provide some base information.

Table 15: Reported Time/Cost Burden on Formative Evaluation by Site

Site	Hours Billed	Hours Donated	Total Hours Reported	Hourly Rate	Total Cost Burden Reported ³⁰
AVCV	57		57	\$81.25	\$4,662.53
OCVLC	208		208	\$81.25	\$16,918.39
MCVRC	261	198	459	\$81.25	\$37,273.44

Each site had a total budget of \$24,050 for participation in the formative evaluation. AVCV reported spending 57 hours on the formative evaluation, which likely reflects some under-reporting, but still indicates that ongoing data collection is feasible. AVCV’s data were collected for reporting by their IT resource, who is able to assemble such data quickly and efficiently. Nevertheless, the project team will work with AVCV to track hours spent on the evaluation work more closely during the process evaluation. OCVLC reported spending 208 hours on formative evaluation activities, which was higher than AVCV but still well within their project budget despite their manual process. MCVRC had more difficulty with implementing the data collection and reporting process, as discussed earlier, and also involved a larger number of staff due to their organizational size. MCVRC reported spending a total of 459 hours on formative evaluation activities, including 198 hours above budget for which they could not bill. With the resolution of their IT difficulties to ease the burden of data reporting, it is hoped

³⁰ Total cost burden includes donated hours spent above the project budget.

that this burden will then be reduced for future phases of the work.

6. ***Whether informed consent procedures and structures could be put in place to obtain outcome data immediately following services and at some future point in time, such as 3 months or six months later.*** Informed consent language was implemented for the client satisfaction surveys. The ability to track longer-term outcomes is still in question, as sites do not want to lengthen the potential for re-traumatization for clients whose cases are completed. Organizational outcomes, however, such as increased referrals as a result of a training or new partnership initiative or increases in success with certain types of motions based on case law the organization established, may be possible over a longer period.
7. ***Whether a cost-benefit analysis would be feasible to conduct as part of a full evaluation.*** Initial burden related to the pilot test is noted above in item 5. Whether accurate costs data is available that could be used to conduct a cost-benefit analysis will continue to be explored during Phase 2.
8. ***Whether they are aware of other sources of data that can be used to measure outcomes.*** The sites were not immediately aware of any additional sources of data on victim outcomes that could be incorporated into an evaluation of their rights enforcement services. Initial project team explorations of external datasets that might provide supplemental or contextual data points to expand the analyses possible in an outcome evaluation were not fruitful, but will nevertheless continue during the process evaluation. The difficulties lie in the ability to isolate legal services outcomes from general victim services outcomes in standard datasets such as the NCVS.
9. ***Whether baseline measures may be collected.*** Baseline measurement will be a challenge, given that these are well-established programs that are not implementing new programming. That said, it may be possible to use data from the pilot period as a baseline for assessing practices before and after the pandemic forced adaptations in service delivery, such as changes in client meeting and court proceeding formats. Initial survey and CMS outcome data collected during the pilot may have the potential to serve as baseline measures for an outcome evaluation in the future.
10. ***Data Assessment:*** The details of the data assessment for each site were presented above, including the data they currently track, the format it is in, whether/how much they can share for evaluation purposes given attorney-client privilege, and capacity to track additional data. Here, we discuss how the information learned might be applied to select a future outcome evaluation design.
 - a. As a result of the pilot test, we know that all three sites have the ability to expand their data collection capability in the future, through some additional modification to their CMSs. AVCV and MCVRC are more easily able to modify their CMSs while OCVLC's process is still more manual in nature. However, by engaging all

staff to report on their own cases, the burden on any one individual was lessened.

- b. The burden that implementing new data collection would impose on the agency can be measured via time billed to the project for data collection activities and, secondarily, gathering the amount of time it takes each agency to report on individual data points. That was easier for AVCV and OCVLC to report than it was for MCVRC, though MCVRC did provide information on time they were not able to bill for to some sense of the true burden during the pilot test. MCVRC was hopeful that after the Crystal Reports problems could be solved, extracting the data for evaluation would cause less burden to the agency.

Will an evaluation be useful for these three sites at this time? Table 16 shows the completed Evaluability Assessment Checklist used to determine readiness of AVCV, OCVLC, and MCVRC for outcome evaluation based on this formative work. This checklist was adapted from a few different sources for our purposes (see footnote 31). All items were marked as adequate (with a large “X”) if they are present now, or will be after resolution of identified issues during the process evaluation phase. Others for which there is some evidence, but that require further exploration before a fully-confident affirmative classification can be made, are marked with a small “x.” Items for which no evidence is yet present are left blank. The average standard across sources used to create this matrix was that over 80% of criteria should be present for a site to be able to move profitably into a full evaluation.

Eight items are listed in the program design category. All items except whether program targets are informed by baseline data are indicated to be present. As to item 3, the programs have identified steps to achieve desired outcomes as indicated by the conceptual model and the process flows, but it is not clear that they have numerical targets, such as numbers of clients served annually, as part of their program planning; therefore, this item is marked with a small “x” for all three sites. Whether the theory of change is consistently described in program documents is also marked with a small “x” because, while the spirit of the theory of change *is* reflected in program documents, the theory of change itself was explicated via our conceptual model and process flow processes and is not yet incorporated into existing program documentation. Sites may decide to do this after the process or outcome evaluation is completed.

The second category in the evaluability assessment checklist is information availability. All three sites have a data collection process in place for program targets and indicators, though it is being refined. Disaggregated data are available for all three sites, and reporting is set up that, by the end of the six-month pilot test, all three sites could submit quarterly interim reports. These reports require further modification and resolving of some issues, but the capability is there. Data for baseline measures or control groups has not been identified, but possibilities for rigorous evaluation designs being explored are discussed below. Whether there is a complete set of program documents available is marked with a small “x” for all three sites, as some documents

Table 16. Evaluability Assessment Checklist³¹

Program Design	AVCV	OCVLC	MCVRC
1. Does the program have a theory of change?	X	X	X
2. Do the organization’s program documents consistently describe the theory of change?	x	x	x
3. Does the program have identified targets and steps to achieve desired outcomes?	x	x	x
4. Are the program targets informed by baseline data or other evidence?			
5. Do the program targets include indicators of success?	X	X	X
6. Do views of program targets vary among different stakeholders?	X	X	X
7. Does the program design include a method for collecting views of stakeholders?	X	X	X
8. Is the program serving its intended population(s)?	X	X	X
Information Availability	AVCV	OCVLC	MCVRC
9. Is a complete set of program documents available?	x	x	x
10. Do baseline measures exist?			
11. Are there data on a control group?			
12. Is there a data collection process for program targets and indicators?	X	X	X
13. Are disaggregated data available?	X	X	X
14. Are interim reports collected?	X	X	X
Agency Context	AVCV	OCVLC	MCVRC
15. Are there sufficient resources (time, fiscal, personnel, IT, partnerships) for the program duration?	x	x	x
16. Is there opportunity for the evaluation to influence program implementation?	X	X	x
17. Are key stakeholders available to provide input?	X	X	X
18. Is there a process for using stakeholder input to inform program implementation?	X	X	X
19. Can external factors (political, climate, security, etc.) impact the evaluation?	X	X	X

X (Capital X) = Present and sufficient

x (Lower case X) = Present, but requires further exploration during the process evaluation to determine sufficiency for outcome evaluation.

Blank entry = Not yet identified, but will be explored further during the process evaluation.

³¹ Adapted from May (2021), the United Nations Programme Development (UNDP) Independent Evaluation Office (2019), the Department for International Development (Davies, 2013), and Jones (2013).

were undergoing revisions at the time of this writing.

The final category in the evaluability assessment checklist is agency context. The opportunity for the evaluation to influence program delivery is present in all three sites; at least some focus group respondents from each site expressed enthusiasm for how some of the new measures from the pilot test might inform their work, although buy-in at MCVRC was less possible to ascertain post-pilot since not all staff participated in the post-pilot focus group. All sites had at least partial buy-in, and more frequent one-on-one conversations with line staff will be key to building this buy-in during fieldwork visits that will be central to any process evaluation. Key stakeholders are available to provide input and their collaborative approaches to victim service indicate that there is a process for stakeholder input to inform service delivery. External factors can impact the evaluation, as the COVID-19 pandemic impacted this formative evaluation, and as funding reductions can also impact capacity to provide services and participate fully in the evaluation; for example, AVCV has temporarily stopped taking new clients until lost funding is replaced. For that reason, “adequate resources” is marked with a small “x” for all three sites and resource levels will be monitored throughout the process evaluation.

As all sites met at least 85% of the criteria identified with either full or partial affirmative classifications, all three sites are recommended to move forward into the process evaluation and into preparation for outcome evaluation.

- Executive Summary
- Introduction
- Literature Review and Background
- The Conceptual Model
- Theory of Change
- Formative Evaluation with Three Clinics
- Research Design
- Program Histories and Designs
- Program Capacity for Data Collection
- Program Fidelity Testing
- Program Evaluability Assessments
- Site Readiness to Move Forward
- Research Questions Answered
- Implications for Theory and Practice

Conclusions and Recommendations

Readiness to Move Forward to Outcome Evaluation

Now that the evaluability assessments are completed, the presence of Wholey’s (1986, 2004) key requirements for the effective conduct and use of evaluation can be determined:

1. Agreement on realistic program goals given the program’s design, resources, and activities;
2. Agreement on criteria for measuring program performance;
3. Availability of data and necessary information to measure program performance; and
4. Ability and willingness to use evaluation results and agreement on *how* they should be used.

Requirements two and three are largely met. Requirement one is met based on the post-pilot revisions to the conceptual model and with completion of the list of recommendations to refine the data collections and fix IT-related issues uncovered during the pilot by the time data collection starts in Phase 2. As explained in more detail below, at least partial agreement on requirement four is met by all three sites, and we anticipate that the willingness to use evaluation results and further agreement on how they should be used will continue to be cultivated between program management and staff at each site over the coming months.

As Wholey described in his original conceptualization of evaluability assessment, cultural readiness for evaluation (specifically, organizational receptivity to an evaluation’s empirical findings, regardless of what they are, and organizational willingness and capacity to make use of the findings for the benefit of clients and stakeholders) should be a prerequisite for investing in formal process and outcome evaluation. Cultural readiness helps ensure that the investment of time and resources inherent in formal evaluation has utility and produces a return on investment and that time and money are not wasted. Based on our evaluability assessment, AVCV is culturally ready for evaluation and willing to work with the evaluation team to develop and implement rigorous process and outcome evaluation designs, and the robust data collection necessary to support them, provided evaluation efforts do not violate their client privacy requirements and preferences. We do not believe client privacy protections will be a barrier to future evaluation endeavors but are likely to help ensure standard human subject protections.

At OCVLC and MCVRC, it appears that some staff are culturally ready while others may require more opportunities to understand evaluation processes and how

evaluation findings can be used to enhance program efficiencies and maximize client and other stakeholder benefits. We plan to provide this by facilitating more frequent open collaboration on critical issues in evaluation design and how we can ensure that the investments in data collection and reporting are useful for their purposes with further intentional emphasis on translation. We will also do everything we can to make the implementation and reporting process easier for sites wherever possible, such as by adapting data reporting to work more seamlessly within current systems, by providing additional data cleaning on the back end where possible, or by deriving key constructs from existing variables where possible. Some additional buy-in is anticipated once IT issues are resolved and some data reporting can become more automated, and the ongoing burden related to data reporting is then reduced.

Finally, the information learned as a result of this formative evaluation will be built into the internal quality management and data management plans to be revised for the process evaluations. The ongoing improvements and reporting on implementation and outcome data, as well as the collection of additional qualitative data during the next phase to generate a deeper understanding of each site's service delivery approaches and processes, will ensure that all sites moving into the outcome evaluation phase are ready, and that the final design will be successful and effective in demonstrating achievements toward the outcomes deemed most important and meaningful by each clinic.

Proposed Outcome Evaluation Research Designs for Further Exploration

It is understood that random assignment of crime victims into different service tracks is not considered ethically possible in many victim services environments. This is true for the rights enforcement clinic environment as well; no site felt comfortable denying a service to a client in crisis if the client needs it for the sake of research or random assignment. All sites also communicated the difficulties that might be involved with collecting outcome data for clients who may have been referred to their clinics, but opted not to contact them, such as the availability of data from prosecutors' offices, the ability to survey non-users of services, and the fact that those clients might not be comparable to each other (self-selection bias). Furthermore, there can be difficulties maintaining the integrity of the evaluation design in a randomized control trial (RCT) when there are possibilities for differential attrition (one type of client may be more likely to cease participating in their case through conclusion than another) or cross-group contamination (individuals in one treatment group may influence the behavior of individuals in another treatment group).

These are well-established clinics for many years that are not implementing a program from scratch. That said, the COVID-19 pandemic presented an exogenous shock to the way services are provided, and to the criminal justice system itself, that could not have been predicted at the outset of this project. Adaptations have resulted in a greater shift, for example, to more frequent use of virtual proceedings and technological adaptations to client meetings, or to

innovations that ensure confidential conversations between victims' attorneys and clients may still occur during otherwise public Zoom hearings. Besides simply creating challenges, the shift to virtual formats also provided benefits, such as greater access for some clients that might otherwise have difficulty traveling to an in-person hearing.

The ability to examine the effects of these changes over a longer period of time will be explored during the process evaluation. While the pilot tests had to be implemented after clinics had a chance to move past the first shock of nationwide lockdowns, the ability to use VOCA reports and other previously-collected grant data to retroactively construct baselines on at least some measures will be explored.

Therefore, careful assessment to determine the most rigorous quasi-experimental evaluation design possible is the next step. Alternatives under consideration include, but are not limited to:

1. *Quasi-experimental designs using procedures that can achieve a high degree of equivalency without random assignment.* Propensity score matching may be one such option if the unit of analysis is the individual, or matched comparison groups may be used if client privacy concerns necessitate grouping of victims by crime type. All clinics report client demographic information for their VOCA grants that we could use for matching purposes.
 - i. Options in this category may be explored using each rights enforcement clinic as a comparison site for the others; AVCV and OCVLC might be compared in a most similar design on their rights enforcement services, even if their non-legal advocacy functions are structured differently, whereas MCVRC might be used as a contrasting, most-different case given their larger size and their larger emphasis on holistic victim services. Because each site's environment, approach, and scope of services is different, outcomes could be evaluated to generate information on common service elements that generate the greatest increases in key performance metrics after accounting for differences in environment and populations served.
2. *Interrupted time series designs*, where aggregate outcomes are examined before and after implementation of any change to services, such as COVID-related adaptations. Given some of the data limitations with our sites, such as limits to the ability to match all surveys received to their corresponding cases in the CMS data, this may be a good option. Within an interrupted time series design, procedures such as propensity score matching or matched comparison groups and use of the three sites as comparisons for each other would also be employed as described above under quasi-experimental designs. A difference-in-difference approach within the interrupted time series framework might be used to facilitate those comparisons.
3. *Pre-test, post-test designs.* If neither of the above evaluation designs are feasible, a

simple pre-test/post-test design may be explored in which individuals whose cases began before implementation of a change in service provision (such as COVID adaptations) are compared to those that began afterward.

At this time, outcome evaluation designs being explored for these three clinics also involve using them as comparison sites for each other. Design Options 1 and 2, whether pursued using propensity score matching or matched comparison groups, look quite feasible with AVCV, MCVRC, and OCVLC and will be explored thoroughly during the process evaluation.

How the Formative Work Helped Clarify Site Missions for This Evaluation

The creation of the conceptual model, and the vetting of it with each site, necessitated an iterative clarification of priorities and definitions that will shape any outcome evaluation to come. For example, on one hand, MCVRC firmly conceives of themselves as a social services organization first, with legal services as a principal component of the many services they offer. AVCV and OCVLC, on the other hand, are legal services-forward organizations. While they selected the portions of the model that apply to their suites of services (see their implementation guides in Appendix C), MCVRC expressed a need to frame their broader suite of services in a more holistic manner in future stages of the evaluation, rather than trying to parse legal services out as an independent piece. This mirrors some of the debate between subject matter experts (SMEs) in the Portland roundtable discussion in 2019 about the scope of the conceptual model; while some participants in that group limited their conceptualizations to aspects of legal representation, others chafed against the idea of talking about legal services as somehow distinct from victim services as a whole.

And yet, some services may only be performed by an attorney. At the time the conceptual model was finalized in advance of moving into pilot test development, lines were drawn between legal representation by an attorney and legal-adjacent services, such as accompaniment and help with various forms, etc., while other social services were not included in the model for reasons of clarity and the charge for this project. Yet, we see that these conceptual challenges around the scope of the model and where legal services begin and end in relation to other victim services remain. Therefore, it is important to recognize that other legal services providers who may wish to use this conceptual model to design an evaluation or define a theory of change may run into similar difficulties. As such, we recommend that organizations use this model as a starting place and customize it to fit their unique organizational services and missions, understanding that there is no one-size-fits-all solution.

This has implications for how we move forward into the process evaluation for these three organizations, suggesting a possible comparison of all three sites with a ‘most-similar’ design between AVCV and OCVLC, with MCVRC as a ‘most-different’ contrasting case that operates using a different service model. This compare-and-contrast approach may generate valuable insights for the field by showcasing the variety of program types delivering rights

enforcement representation and support. One piece of feedback from all three sites was that, once each site had selected the portions of the conceptual model that applied to them, it would be beneficial to provide each site with a pared-down, post-pilot, customized version of the model that eliminates the extraneous elements. These are provided in Figures A4, A5, and A6 in Appendix A and were included in site-specific reports created for each site.

An additional important early step during Phase 2 will be to continually work with sites on making the connection between data and whether it can be useful for improving services. In a field where the impact of services is often best seen in one-on-one client interactions, it can be difficult to conceptualize how data can help improve services and client experiences; oftentimes, reporting data occurs two, three, or four steps removed from the face-to-face meeting or the Zoom hearing, and it can seem more like a burden required by others than a tool that can help improve internal operations or direct client interactions. This sentiment was expressed by some post-pilot focus group participants. For example, OCVLC cited concerns that the web-based survey had resulted in a decline in the quality of clients' free-text responses because respondents were utilizing checkboxes instead of writing comments in the text fields. Some staff were more interested in the free-text written feedback from clients than in responses that generate numbers, which they saw as removing the context that comes from the personal connection that they view as their real impact. However, others were enthusiastic about the greater detail offered by some of the new quantitative measures, such as the court empowerment scale and other enhanced measures that elicited more variety in responses, and they could see how this enhanced data collection could be used for a robust future outcome evaluation of their services as a whole *and* to better demonstrate their value to funders and other stakeholders. Nevertheless, these are valid concerns that will need to be addressed collaboratively on a continual basis moving forward to bridge the gap between research and practice.

Executive Summary

Research Questions Answered

Three questions, outlined in the beginning of this report, were designed to be answered as part of this study. We answer them here.

1. How is the effectiveness of a legal services program for victims of crime defined?

Defining success for victim legal services was a challenging process that involved the collaboration of a large number of stakeholders. The resulting conceptual model illustrates that desired outcomes fall into three categories: victim outcomes, community outcomes, and system outcomes. Throughout the development process, victim outcomes were most important to all stakeholders involved, and this emphasis carried throughout the pilot test process with AVCV, MCVRC, and OCVLC. Primary victim outcomes relate to the overall reduction of trauma through the legal process by providing legal and legal-adjacent advocacy on behalf of victims. The greatest number of victim-related outcomes are, therefore, perception-based; what was the victim's experience throughout the legal process, even if the case outcome was not exactly what they wanted? Did they feel heard, validated, and supported? Having representation facilitates empowerment and recovery compared with facing the criminal justice system and/or prosecution process alone. Desired community outcomes include that communities are educated about victims' rights and know where to seek help should they become a victim of crime, and systemic outcomes involve education of system actors about victims' needs and rights and, ultimately, the transformation of legal systems to better respond to victims' needs. Throughout the development process, it was clear that legal providers see the effective provision of direct victim representation and assistance as key to achieving community and system outcomes.

2. How should these outcomes be operationalized to measure the effectiveness of a legal services program focused on victims' rights enforcement? What are the pre-requisites for achieving these outcomes and their key measurable components?

This question was answered more completely for victims' rights enforcement clinics than for legal services as a whole, given the focus of the pilot test sites. However, legal services from other providers may assist with housing, family, immigration, employment, and other fields of law that may necessitate capturing other sets of activities and may require different operationalizations of various outcome and impact concepts (i.e., different client survey questions that are specific to the services they perform but that measure the same outcome). However, our work with the three rights enforcement clinics provides some insights into how the conceptual model may be applied in practice. The logic models included in Appendix A provide examples for how the conceptual model may be broken down in practice, including defining program inputs/prerequisites, activities, and desired

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outcomes and impacts based on their missions, but with the conceptual model as a guide. Generally, inputs include people, financial resources, knowledge/ skills/ abilities, and technology/data management infrastructure. Various activities are made possible when these requirements are met (e.g., serving clients, training/outreach, fundraising, data tracking and maintenance, etc.) that, in turn, feed into the various outcomes and impacts defined in the model. These pilot tests demonstrated the utility of some measures that can be used to capture their effects. The final, pared down versions of the model that were finalized for each site after the pilot test experience (available in Appendix A) show how different legal services providers may select the portions of the model that apply to their unique services to design a program or evaluation.

2. What systems and data are needed to evaluate the effectiveness of a legal services program focused on victims' rights enforcement?

It is helpful to have a robust and flexible CMS for tracking and reporting activity/ implementation data. The CMS should be relatively straightforward to modify as needed, or if this is not possible, then any manual data management processes must be assessed to determine whether the burden of undertaking them is feasible for the organization. To be ready for evaluation, a legal clinic must first be culturally ready; it must believe in the value of evaluation and data and be committed to using its results to improve programming and/or service delivery if results indicate, and to demonstrate their value to internal and external stakeholders. They must also have the personnel, time, and resources required to participate fully in the evaluation. Cultural readiness for evaluation can help any legal services program to collaborate fruitfully on solutions to such issues as increasing survey response rates and revising instruments to capture new data, improving data tracking systems, and ultimately participating in a rigorous outcome evaluation.

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Implications for Research and Practice

For Research

Theoretical Contributions

Most importantly, this project synthesized previous research and input from a variety of legal service provider and crime survivor stakeholders to create a needed conceptual model and theory of change for victim legal services. Like Cris Sullivan’s conceptual model for domestic violence victim services (2016; 2018), this model provides a framework that researchers and practitioners can use to test hypotheses (in general research) and program effectiveness (in evaluation), where only more general studies about the impact of legal services for victims existed before. While the “road test” of this model for victims’ rights enforcement legal clinics is still set to continue during the process evaluation, and should be tested in other settings, this research demonstrated how the conceptual model can be operationalized for specific programs, built out into a logic model, and implemented in practice.

Underlying this conceptual model is the theory of change, whereby victims may be assisted to conserve what resources they have after victimization via trauma-informed legal services with an attorney advocating on their behalf to achieve some measure of procedural justice, even if the case outcome is not what the victim hopes (see Figure 19).

Figure 19: Change Mechanism



This logic—where trauma-informed legal service provision assists victims in protecting their resources/autonomy and securing some procedural justice—also underlies the objectives for systemic and community outcomes as well. This theory is testable in research and evaluation settings by operationalizing the conceptual model.

By providing legal services in a trauma-informed manner, victims/survivors may be empowered as they are accompanied through a complex and confusing justice system, given the information they need to make informed choices about whether and how they would like to participate, reassured that they have an advocate and are not navigating the system alone, and given realistic expectations of what outcomes may be possible to achieve and why. This way, even if their desired outcome may not be achieved, the

victim may come out of the process having felt they received procedural justice, had their dignity and respect upheld, and feel encouraged to participate in the legal process in the future and to recommend that others report victimization should it happen to them. For this phase of work, initial measures to capture various aspects of procedural justice and trust in the system were tested via the client satisfaction surveys and were found to elicit conceptually valid responses with sufficient variation.

With regard to systems outcomes related specifically to rights enforcement, training and outreach to other justice system actors are critical to upholding victims' rights and setting standards of treatment. Outreach is also important to reach marginalized or underserved communities, whose members may not as easily access legal services when they suffer a crime victimization. During the Portland roundtable, one agency said that the only victims in their state that have attorneys are those who are referred by others to their agency.

Having an attorney reduces barriers to victims' ability to advocate for themselves and their rights, but most still do not know they can have an attorney, or that the prosecutor represents the state rather than the victim. Furthermore, victim attorneys may still be seen by prosecutors or defense attorneys alternately as a partner or as a barrier in the criminal justice process. While success may not be feasible given the structure of court data and procedures for requesting access to it, it would be worth it to ascertain whether data might be available from criminal courts as to how many cases involved a notification of appearance from a victim attorney and whether the percentage of cases that note such filings change over time. Whether it is feasible for the process evaluation or should be undertaken by other researchers, it is recommended to study whether there is any increase in victims' attorneys filing notifications of appearance with the courts and how that impacts aggregate victim outcomes.

During the model development phase, based on interview, survey, and roundtable input, the research team focused the conceptual model on legal representation services and de-emphasized other support services that can be provided by individuals other than an attorney. This was done to draw a clear line around true legal services that, if provided by someone other than an attorney, could amount to the unauthorized practice of law. Some roundtable participants pointed out the dangers to clients that can result from overburdened agencies allowing non-attorney advocates to deliver services they may not be qualified to carry out.

Other participants criticized the model as skewing too closely toward legal services related to criminal justice interventions over civil or community-based interventions. One service provider particularly emphasized that the victim services field is moving away from steering clients toward criminal justice system solutions and toward encouraging the use of civil and community avenues for redress. As such, some providers felt that the conceptual model was too narrow and should have encompassed a wider variety of victim services, which is similar to the feedback we received on the pilot test data collections from MCVRC, whose services are more

broadly-based. While the decision was made to keep this conceptual model more narrowly focused for conceptual clarity, how to apply it with organizations such as MCVRC will continue to be explored by this research team. It should also be explored by others, and the model should be continually refined.

Contributions to evaluation

A conceptual model is a pre-requisite for planning and carrying out credible process and outcome evaluations, and prior to this study, no conceptual model for legal services existed. Through this project and the application of the conceptual model through the pilot tests, several issues were identified that may be common in other legal clinics, as well as when implementing evaluations generally, and using this model. These include legal privacy concerns: how to collect data for program evaluation at the client-level, while still maintaining attorney-client privilege that is not a concern in other fields. Lastly, almost every facet of life has been touched by the recent COVID-19 pandemic; our clinics, this evaluation, and the criminal justice system writ large are no exceptions. Additional exogenous shocks are occurring related to ongoing criminal justice reforms; for example, in efforts to reduce prison populations via compassionate releases of offenders, victims' rights to be present at release hearings are implicated. In an effort to protect victims in these circumstances, advocacy work, amicus briefs, and even filing for injunctions may become a greater part of the work of the rights enforcement legal clinic.

However, despite such exogenous shocks that were not foreseen at the time it was created, the conceptual model provides a basis for creating logic models, programs, and evaluation designs even during challenging and changing circumstances. In this project, it also provided the bellwether for charting how to measure impacts in the new COVID-19 and criminal justice reform environments: do the same outcomes and objectives still apply, and how do organizations go about achieving the same objectives for clients in radically changed or changing systems? All three clinics emphatically declared that their desired victim, community, and system outcomes did not change; the challenges were related to how they needed to adapt to achieve them.

Lastly, on a more 'micro' level, the formative evaluation work provided the opportunity to test several measures in the victims' rights enforcement clinic environment and assess them for future use, as summarized in the recommendations in Tables 10 and 11 above. Such measures included adaptations of scale measures previously tested in other environments against the use of single questions to capture the same concepts. In these pilot tests, the court empowerment scale generated greater variation in responses than asking clients simply whether they would encourage others to report crime, whereas the social support and the self-efficacy scales generated less variety and completeness in responses than did single questions about having an improved support system and feeling more self-sufficient.

For Practice

The purpose of victim legal services is to ameliorate harms to victims and communities resulting from crime victimization through legal representation and advocacy on behalf of victims. Legal services are intended to enhance victim/survivor agency by facilitating their ability to make informed choices about their lives, recovery, and level of participation in the legal system. Successful, trauma-informed representation should return to victims/survivors a sense of control over their own lives (conservation of resources) and of trust in the system (procedural justice). Rights enforcement services specifically help to ensure their legal rights are protected: to notice, to be heard, to privacy, to participation, and others. Roundtable and interview responses from the model development phase emphasized the huge benefit to victims of simply knowing they are not alone as they navigate the legal process.

Increased community knowledge about victims' rights and about the availability of legal representation are two goals for these services. Not all communities feel equally supported by the system; culturally-responsive and trauma-informed services and outreach are therefore critical, as is the ability to track referrals resulting from specific outreach and training activities. However, it is important to note that one landmark case that generates good *or* bad press resulting from the victim's treatment can reach even more people and have greater impact on public trust in the justice system than many outreach activities. As a result, rights enforcement clinics are driven to ensure proper victim treatment by representing their interests well and in a trauma-informed manner in every case, and this project provides a framework and set of metrics to guide this work.

Therefore, this project represents an important first step in the process of providing needed formal evaluations for these programs and of establishing an evaluation evidence base for the field that practitioners can draw from. AVCV's, MCVRC's, and OCVLC's engagement in this process has put them at the forefront of this effort, which is not only a service to other rights enforcement clinics that may be considering evaluation, but has provided the opportunity to engage critically with defining their own metrics for success, with how they can measure and report that information to funders and stakeholders, and with how they might use it to improve service delivery. The formative work helped build the capacity of each site, and arguably the larger field, to engage in the type of data collection that can support rigorous evaluation, thereby enhancing the potential for maximizing program efficiencies and effectiveness.

Potential limitations

All research has limitations, and this formative evaluation is no exception. First, the conceptual model development process had some limitations. First, there is always the possibility that the Advisory Committee was not perfectly representative of the diversity that exists in victim legal services, though the research team did its best to recruit members from all parts of the country and from all sizes and types of programs. It might also have been beneficial to recruit legal system or victim social services actors in communities that do not have victim legal

services available for victims. While the project team was intentional about including survivors on the Advisory Committee, it may have been beneficial to include more than we had to be more representative of survivors' views and experiences. Additionally, while the response rate to the survey on an early draft of the conceptual model was good, our snowball sample of legal service providers could have been larger. Despite these limitations, these data collections were intended for fact-finding and gathering input from experts, not for generating causal analysis. In addition to these data collections with practitioners and survivors, the model was also based on the state of the victims' rights field as a whole, as presented in the literature review.

Second, there were three limitations on the front end that limited the pilot data collection we were able to design. First, there was a limit to the number of data collection items we were able to add or change at once for the pilot test. All three sites had grant-mandated client survey questions that could not be changed, as well as a limit to the number of additional questions with which they thought was reasonable to burden a client at the end of their case. There were concerns about being too intrusive at a moment when a client typically does not want to engage any longer, and they were also concerned that a survey which was too long would inhibit response rates. All three sites had CMS technology constraints and hesitancy to implement too many changes to their reporting systems until it was known whether the project would proceed to full process and outcome evaluations. Time, staff capacity, and resource constraints were also a concern. In order to accommodate these concerns and design a robust pilot test, we worked with the sites to select the measures they felt were most important to capturing their key activities and key outcomes of interest, while not creating an unreasonable burden. Much was learned that will be implemented in future stages of the evaluation. Second, relatedly, the focus on key measures that we identified collaboratively before the pilot test began means that there may be key constructs that we missed, but should have included. Some of these were highlighted in the post-pilot focus groups, however, and will be incorporated in the next stage of work. Third, it was not possible at the pilot test stage to test any assignment to treatment or control groups. Options for comparison groups were explored preliminarily with each site, and this exploration will continue through the process evaluation phase.

The third category of limitations was related to case matching. OCVLC and MCVRC had challenges matching surveys to CMS case records. This limited the ability to run test regressions of activities conducted on outcomes, as did the completeness and validity issues discussed. These issues will continue to be addressed during the process evaluation and considered when proposing outcome evaluation designs, which may include designs with aggregate outcomes between matched comparison groups if these challenges cannot be overcome. AVCV will not be able to match survey responses to cases due to their privacy concerns, but the approach discussed of comparing results by crime type may prove fruitful across all three sites. Additionally, related to the survey responses is the ongoing challenge of surveys returned tending to be biased toward positive responses. Some of the survey questions tested proved to generate good variety in responses, but the average responses still skewed toward the higher values. Delivering the survey

electronically increased response rates from prior to the pilot test, according to staff from AVCV and OCVLC (although they were not formally tracking their response rates). Additional options to increase survey response rates will continue to be explored during the process evaluation.

Conclusion

In sum, the conceptual model presented in this report identifies the pathways through which victim legal services' activities lead to desired short-term outcomes and long-term objectives for victims/survivors, communities, and systems. It is the first fully conceptualized model of victim legal services, and it can be adapted to a broad range of agencies that provide different suites of services to victims. This framework is useful for practitioners seeking to design and deliver more effective victim legal services programs, and to establish measurable guidelines to assess how well they are assisting victims with exercising their rights, gaining access to justice, and improving their broader wellbeing. The formative evaluation using this model as its guide demonstrates its applicability in the field, which should continue to be tested by others. The pilot tests and the formative work, focus groups, and data analysis that occurred before, during, and after the pilot tests have enhanced the capacity of each site to engage in rigorous evaluation, including formal process and outcome evaluations under NIJ's phased evaluation initiative. Therefore, this research has implications for the advancement of standards for services, best practices, and rigorous evaluation of these programs, which was previously lacking in the field.

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Appendix A: Supplementary Tables and Figures

Figure A1: A VCV Final Logic Model

Inputs	Activities	Outputs	Short term Outcomes	Long-term Outcomes
People <ul style="list-style-type: none"> Executive director Staff attorneys Social workers Bilingual staff Notification clerk Volunteers/law school students Victim/survivor/clients (V/S/C) 	Intake assessments Inform of options/possible outcomes Legal representation <ul style="list-style-type: none"> Rights enforcement Support/accompaniment Information/Notice <ul style="list-style-type: none"> Case events Rights and options File appeals and amicus briefs Maintain provider networks <ul style="list-style-type: none"> Referrals Social services 	# victims served # victims notified # each service provided <ul style="list-style-type: none"> # of times Dosage level # referrals Amount of damages recovered # appeals/amicus briefs filed # clients obtaining benefits such as housing	Victim needs met <ul style="list-style-type: none"> Informed of rights Rights enforced Know options Informed about case status Social service benefits Resources recovered Trauma reduced Feel heard Financial situation improved Case law developed	Empowerment and self-efficacy Improved trust in legal system V/S/C and family supported Improved financial stability Improved mental health Legislative and case law changes Community supports victims
Financial resources <ul style="list-style-type: none"> Donations VOCA grants Other state/federal grants 	Write grant reports/proposals Solicit donations Budgeting	# grant proposals submitted Donations received Budgets produced	Total funding received Resources available to provide legal and social services	Able to continue serving victims Increased # victims served Increased # services offered
Technology/data management <ul style="list-style-type: none"> Intake assessment tool CaseFramework software Other records management Exit survey tool 	Enter data <ul style="list-style-type: none"> Update case status Maintain database Survey clients <ul style="list-style-type: none"> Enter survey data Determine victim eligibility and needs	Active database maintained # completed surveys processed/analyzed	Grant reports produced Data used to improve services/support grant applications	Continued/increased funding Data provides evidence of the value of victim legal services Data supports use of TIC & culturally sensitive practices
Knowledge/skills/abilities <ul style="list-style-type: none"> Understanding of rights laws (state and federal) Training/TA expertise Mental health Social welfare 	CLE <ul style="list-style-type: none"> On current law changes Case law changes Provide training <ul style="list-style-type: none"> Legal community Outreach	# professionals trained <ul style="list-style-type: none"> # of each type Number or hours of CLE attended # outreach contacts # interdisciplinary meetings	Greater knowledge about victims' rights and needs <ul style="list-style-type: none"> Prosecutors Defense Attys. Judges Law enforcement 	Acknowledgement of importance of victim rights All legal professionals informed about victims' rights Culturally sensitive and TIC provided system-wide

Inputs	Activities	Outputs	Short term Outcomes	Long-term Outcomes
<ul style="list-style-type: none"> Cultural sensitivity Trauma informed care 	<ul style="list-style-type: none"> To legal professionals To social service professionals Trainings on cultural sensitivity and TIC	# non-legal trainings attended	<ul style="list-style-type: none"> Victim Service Providers MOUs/MDTs in place Greater understanding of TIC and cultural sensitivity	Collaboration occurs between all victim service providers All populations have access to services

Figure A2: OCVLC Final Logic Model

Inputs	Activities	Outputs	Short term Outcomes	Long-term Outcomes
People <ul style="list-style-type: none"> Executive director Senior staff attorney Staff attorney Finance manager Advocate Victim/survivor/clients (V/S/C) 	Intake assessment Inform of options/possible outcomes Legal representation <ul style="list-style-type: none"> Rights enforcement TPO Support/accompaniment Information <ul style="list-style-type: none"> Case events Rights and options File appeals and amicus briefs Maintain provider networks <ul style="list-style-type: none"> Referrals 	# victims represented # victims notified # each service provided <ul style="list-style-type: none"> #of times Dosage level # TPOs filed, modified, extended, enforced # referrals out for complementary services # appeals/amicus briefs filed Culturally sensitive services and TIC provided	Victim needs met <ul style="list-style-type: none"> Informed of rights Rights enforced Know options Informed about case status Trauma reduced Feel heard Financial situation improved	Empowerment and self-efficacy Trust in legal system V/S/C and family supported
Financial resources <ul style="list-style-type: none"> Donations VOCA grants Other state/federal grants 	Write grant reports/proposals Solicit donations Budgeting	# grant proposals submitted Donations received Budgets produced	Total funding received Resources available to provide services	Able to continue serving victims Increased # victims served
Technology/data management <ul style="list-style-type: none"> Intake assessment tool LegalFiles software Exit survey tool 	Enter data <ul style="list-style-type: none"> Update case status Maintain database Survey clients	Active database maintained # completed surveys processed/analyzed	Grant reports produced Data used to improve services/support grant applications	Continued and increased funding Data provides evidence of the value of victim legal services Data supports use of TIC & culturally sensitive practices
Knowledge/skills/abilities <ul style="list-style-type: none"> Understanding of rights laws (state and federal) Training/TA expertise 	CLE Provide training <ul style="list-style-type: none"> Law enforcement Legal community 	# stakeholders trained # CLE attended	Greater victims' rights knowledge <ul style="list-style-type: none"> Law enforcement Attorneys 	Acknowledgement of importance of victim rights All legal professionals informed about victim right

	Stay informed <ul style="list-style-type: none"> • Current law • Court rulings 		MOUs/MDTs in place Greater understanding of TIC and cultural sensitivity	Culturally sensitive and TIC provided system-wide Collaboration between legal and social service providers All populations have access to services
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Figure A3: MCVRC Final Logic Model

Inputs	Activities	Outputs	Short term Outcomes	Long-term Outcomes
People and Services Legal Services <ul style="list-style-type: none"> • Executive director • Legal services director • Staff attorneys • Legal aids Other services <ul style="list-style-type: none"> • Social workers • Advocates • Volunteers • TTA Victims/survivors/clients	Intake assessments Inform of options/possible outcomes Legal representation <ul style="list-style-type: none"> • Rights enforcement • Compensation help • Civil matters • Protective orders Provide accompaniment Information/Notice <ul style="list-style-type: none"> • Case events • Rights and options File appeals and amicus briefs Maintain provider networks <ul style="list-style-type: none"> • Referrals Social services Support groups Outreach Holistic treatment	# victims served # victims notified # each service provided <ul style="list-style-type: none"> • # of times • Dosage level # referrals Amount of damages recovered # appeals/amicus briefs filed # clients obtaining benefits such as housing # protective orders filed or granted	Victim needs met <ul style="list-style-type: none"> • Informed of rights • Rights enforced • Know options • Informed about case status • Tailored services • Views represented • Social service benefits • Resources recovered • Trauma reduced • Feel heard • Safety Financial situation improved Case law developed	Empowerment and self-efficacy Improved trust in legal system V/S/C and family supported Improved financial stability Improved mental health Legislative changes support victims Community supports victims Reduced vulnerability to crime and revictimization Stronger legal system
Financial resources <ul style="list-style-type: none"> • Donations • VOCA grants • Other state/federal grants Volunteers	Write grant reports/proposals Solicit donations Budgeting Volunteering	# grant proposals submitted Donations received Budgets produced # volunteers	Total funding received Resources available to provide services <ul style="list-style-type: none"> • Legal • Social • Mental health • Training/TA/Outreach Grant reports produced	Able to continue serving victims Increased # victims served Increased # services offered Increased number and types of trainings offered
Technology/data management	Enter data	Active database maintained		Continued/increased funding

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Inputs	Activities	Outputs	Short term Outcomes	Long-term Outcomes
<ul style="list-style-type: none"> Intake assessment tool LegalFiles software Other records management Exit survey tool Website (dated, but MCVRC says clients find them through the website) 	<ul style="list-style-type: none"> Update case status Maintain database Survey clients Enter survey data Analyze data <p>Determine victim eligibility and needs</p> <p>Online outreach and education</p>	<ul style="list-style-type: none"> completed surveys processed/analyzed website hits 	<p>Data used to improve services/support grant applications</p>	<p>Acknowledgement of importance of victim rights</p> <p>Data provides evidence of the value of victim services</p> <ul style="list-style-type: none"> Legal social services Social services <p>Data supports the use of TIC/culturally sensitive practices</p>
<p>Knowledge/skills/abilities</p> <ul style="list-style-type: none"> Understanding of rights laws (state and federal) Training and TA expertise Mental health Social welfare Cultural sensitivity Trauma informed case 	<p>CLE</p> <ul style="list-style-type: none"> On current law changes Case law changes <p>Provide training</p> <ul style="list-style-type: none"> Legal community <p>Outreach</p> <ul style="list-style-type: none"> To legal professionals To social service professionals To the general public <p>Trainings on cultural sensitivity and TIC</p>	<ul style="list-style-type: none"> professionals trained # of each type #/hours of CLE attended outreach contacts community events attended interdisciplinary meetings non-legal (social service or cultural sensitivity) trainings attended educational materials distributed 	<p>Greater knowledge about victims' rights and needs</p> <ul style="list-style-type: none"> Prosecutors Defense Attys. Judges Law enforcement MCVRC Staff attorneys Other victim Service Providers Community members <p>MOUs/MDTs in place</p> <p>Greater understanding of TIC and cultural sensitivity</p> <p>Community informed on rights, options, and harms of crime</p>	<p>All legal professionals informed about victims' rights</p> <p>Culturally sensitive and TIC provided system-wide</p> <p>Collaboration occurs between all victim service providers</p> <p>All populations have access to services</p>

Table A1: Percent Complete and Percent Valid Responses for CMS Data Reporting by Clinic and Quarter

	AVCV Q1 (N = 172)		AVCV Q2 (N = 15)		MCVRC Q1 (N = 0)		MCVRC Q2 (N = 337)		OCVLC Q1 (N = 23)		OCVLC Q2 (N = 29)	
	% complete	% valid	% complete	% valid	% complete	% valid	% complete	% valid	% complete	% valid	% complete	% valid
Case information												
Reason for contacting	0%	*	0%	*	NR	NR	94%	100%	100%	100%	100%	100%
Type of victimization	100%	100%	100%	100%	NR	NR	93%	100%	100%	100%	100%	100%
Representation issue	100%	100%	100%	100%	NR	NR	25%	100%	91%	100%	97%	100%
Rights enforcement	100%	100%	100%	100%	NR	NR	14%	100%	35%	100%	0%	*
Rights enforcement issue	^	^	^	^	NR	NR	^	^	^	^	^	^
Non-legal advocacy issue	0%	*	0%	*	NR	NR	49%	100%	NA	NA	NA	NA
Referral source	51%	100%	100%	100%	NR	NR	1%	100%	100%	100%	100%	100%
Case start date	100%	100%	100%	100%	NR	NR	100%	100%	96%	100%	97%	96%
Case status	100%	100%	100%	100%	NR	NR	100%	99%	100%	100%	100%	100%
Case end date	100%	100%	100%	100%	NR	NR	100%	99%	96%	91%	86%	96%
Client remained engaged	0%	*	0%	*	NR	NR	0%	*	87%	100%	100%	100%
Client ceased participation	0%	*	0%	*	NR	NR	0%	*	0%	*	0%	*
Reason for ceasing participation	0%	*	0%	*	0%	*	0%	*	87%	100%	100%	100%
Needs assessment												
# times service provided	100%	99%	100%	67%	NR	NR	100%	100%	100%	100%	100%	100%
# times in person	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times virtual	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times by phone	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
COVID-19 delays (days)	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
Time taken to record data (minutes)	100%	94%	100%	100%	NR	NR	0%	*	100%	100%	100%	97%
Inform about rights												
# times service provided	100%	99%	100%	87%	NR	NR	100%	0%	100%	96%	100%	90%

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	AVCV Q1 (N = 172)		AVCV Q2 (N = 15)		MCVRC Q1 (N = 0)		MCVRC Q2 (N = 337)		OCVLC Q1 (N = 23)		OCVLC Q2 (N = 29)	
	% complete	% valid	% complete	% valid	% complete	% valid	% complete	% valid	% complete	% valid	% complete	% valid
# times in person	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times virtual	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times by phone	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
COVID-19 delays (days)	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
Time taken to record data (minutes)	100%	71%	100%	100%	NR	NR	0%	*	100%	100%	100%	86%
Inform about legal options												
# times service provided	99%	100%	100%	100%	NR	NR	100%	0%	100%	96%	100%	97%
# times in person	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times virtual	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times by phone	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
COVID-19 delays (days)	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
Time taken to record data (minutes)	100%	76%	100%	100%	NR	NR	0%	*	100%	100%	100%	86%
Provide external referrals												
# times service provided	100%	100%	100%	100%	NR	NR	100%	0%	100%	96%	100%	97%
# times in person	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times virtual	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times by phone	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
COVID-19 delays (days)	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
Time taken to record data (minutes)	100%	98%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
Notification about case events												
# times service provided	100%	98%	100%	93%	NR	NR	100%	0%	100%	96%	100%	90%
# times in person	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times virtual	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times by phone	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%

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	AVCV Q1 (N = 172)		AVCV Q2 (N = 15)		MCVRC Q1 (N = 0)		MCVRC Q2 (N = 337)		OCVLC Q1 (N = 23)		OCVLC Q2 (N = 29)	
	% complete	% valid	% complete	% valid	% complete	% valid	% complete	% valid	% complete	% valid	% complete	% valid
COVID-19 delays (days)	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
Time taken to record data (minutes)	100%	56%	100%	100%	NR	NR	0%	*	100%	100%	100%	86%
Criminal court appearance												
# times service provided	100%	98%	100%	93%	NR	NR	0%	*	100%	100%	100%	100%
# times in person	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times virtual	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times by phone	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
COVID-19 delays (days)	100%	66%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
Time taken to record data (minutes)	100%	64%	100%	93%	NR	NR	0%	*	100%	100%	100%	86%
Civil court appearance												
# times service provided	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times in person	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times virtual	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times by phone	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
COVID-19 delays (days)	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
Time taken to record data (minutes)	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
Protective order filed												
# times service provided	NA	NA	NA	NA	NR	NR	NA	NA	100%	96%	100%	100%
# times in person	NA	NA	NA	NA	NR	NR	NA	NA	100%	100%	100%	100%
# times virtual	NA	NA	NA	NA	NR	NR	NA	NA	100%	100%	100%	100%
# times by phone	NA	NA	NA	NA	NR	NR	NA	NA	100%	100%	100%	100%
COVID-19 delays (days)	NA	NA	NA	NA	NR	NR	NA	NA	100%	100%	100%	100%
Time taken to record data (minutes)	NA	NA	NA	NA	NR	NR	NA	NA	100%	100%	100%	100%
Protective order appealed/extended												

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	AVCV Q1 (N = 172)		AVCV Q2 (N = 15)		MCVRC Q1 (N = 0)		MCVRC Q2 (N = 337)		OCVLC Q1 (N = 23)		OCVLC Q2 (N = 29)	
	% complete	% valid	% complete	% valid	% complete	% valid	% complete	% valid	% complete	% valid	% complete	% valid
# times service provided	NA	NA	NA	NA	NR	NR	NA	NA	100%	100%	100%	97%
# times in person	NA	NA	NA	NA	NR	NR	NA	NA	100%	100%	100%	100%
# times virtual	NA	NA	NA	NA	NR	NR	NA	NA	100%	100%	100%	100%
# times by phone	NA	NA	NA	NA	NR	NR	NA	NA	100%	100%	100%	100%
COVID-19 delays (days)	NA	NA	NA	NA	NR	NR	NA	NA	100%	100%	100%	100%
Time taken to record data (minutes)	NA	NA	NA	NA	NR	NR	NA	NA	100%	100%	100%	100%
Protective order enforced												
# times service provided	NA	NA	NA	NA	NR	NR	NA	NA	100%	96%	100%	100%
# times in person	NA	NA	NA	NA	NR	NR	NA	NA	100%	100%	100%	100%
# times virtual	NA	NA	NA	NA	NR	NR	NA	NA	100%	100%	100%	100%
# times by phone	NA	NA	NA	NA	NR	NR	NA	NA	100%	100%	100%	100%
COVID-19 delays (days)	NA	NA	NA	NA	NR	NR	NA	NA	100%	100%	100%	100%
Time taken to record data (minutes)	NA	NA	NA	NA	NR	NR	NA	NA	100%	100%	100%	100%
Criminal court accompaniment												
# times service provided	100%	99%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times in person	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times virtual	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times by phone	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
COVID-19 delays (days)	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
Time taken to record data (minutes)	100%	76%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
Civil court accompaniment												
# times service provided	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times in person	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times virtual	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%

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	AVCV Q1 (N = 172)		AVCV Q2 (N = 15)		MCVRC Q1 (N = 0)		MCVRC Q2 (N = 337)		OCVLC Q1 (N = 23)		OCVLC Q2 (N = 29)	
	% complete	% valid	% complete	% valid	% complete	% valid	% complete	% valid	% complete	% valid	% complete	% valid
# times by phone	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
COVID-19 delays (days)	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
Time taken to record data (minutes)	100%	99%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
Follow-up/check-in												
# times service provided	100%	99%	100%	93%	NR	NR	100%	0%	100%	100%	100%	97%
# times in person	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times virtual	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times by phone	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
COVID-19 delays (days)	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
Time taken to record data (minutes)	100%	39%	100%	100%	NR	NR	0%	*	100%	96%	100%	93%
Assist with impact statement												
# times service provided	100%	100%	100%	100%	NR	NR	100%	0%	100%	100%	100%	100%
# times in person	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times virtual	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times by phone	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
COVID-19 delays (days)	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
Time taken to record data (minutes)	100%	94%	100%	100%	NR	NR	0%	*	100%	100%	100%	90%
Surveys sent												
# times service provided	100%	100%	100%	100%	NR	NR	100%	0%	100%	100%	100%	100%
# times in person	0%	*	0%	*	NR	NR	0%	*	0%	*	0%	*
# times virtual												
# times by phone	100%	100%	100%	100%	NR	NR	100%	0%	100%	100%	100%	100%
COVID-19 delays (days)	0%	*	0%	*	NR	NR	0%	*	0%	*	0%	*
Compensation claim filed												

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	AVCV Q1 (N = 172)		AVCV Q2 (N = 15)		MCVRC Q1 (N = 0)		MCVRC Q2 (N = 337)		OCVLC Q1 (N = 23)		OCVLC Q2 (N = 29)	
	% complete	% valid	% complete	% valid	% complete	% valid	% complete	% valid	% complete	% valid	% complete	% valid
# times service provided	100%	100%	100%	100%	NR	NR	100%	0%	100%	91%	100%	100%
# times in person	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times virtual	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times by phone	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
COVID-19 delays (days)	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
Time taken to record data (minutes)	100%	96%	100%	100%	NR	NR	0%	*	100%	91%	100%	97%
Compensation claim appealed												
# times service provided	100%	100%	100%	100%	NR	NR	100%	0%	100%	100%	100%	100%
# times in person	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times virtual	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
# times by phone	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
COVID-19 delays (days)	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	100%
Time taken to record data (minutes)	100%	100%	100%	100%	NR	NR	0%	*	100%	100%	100%	97%
Compensation/Restitution												
Victim compensation secured	100%	100%	100%	100%	NR	NR	100%	0%	100%	100%	100%	100%
Amount of compensation	100%	100%	100%	100%	NR	NR	100%	100%	100%	100%	100%	100%
Victim restitution secured	100%	100%	100%	100%	NR	NR	100%	0%	100%	100%	100%	100%
Amount of restitution	100%	100%	100%	100%	NR	NR	100%	100%	100%	100%	100%	100%
Other loss prevented	0%	*	0%	*	NR	NR	0%	*	0%	*	0%	*
Other loss mitigated, describe	100%	100%	100%	100%	NR	NR	0%	*	0%	*	0%	*
Other loss mitigated, amount	0%	*	0%	*	NR	NR	0%	*	0%	*	0%	*

Notes. ^aSeven cases have activities data for both quarters; therefore, AVCV total number of new cases opened during the pilot test was N = 18. Q1 and Q2 cases are not mutually exclusive; total N is 172. ‘NR’ indicates that the data were not reported during that quarter. * indicates percentage not calculated due to missing data for that variable.

Table A2: Client Survey Question Completion Rates

Survey Questions	AVCV % Complete (N = 28)	AVCV % Valid (N = 28)	MCVRC % Complete (N = 24)	MCVRC % Valid (N = 24)	OCVLC % Complete (N = 8)	OCVLC % Valid (N = 8)
New Measures						
AVCV/MCVRC/OCVLC: Did staff make sure your views were heard during your case?	96%	100%	96%	100%	100%	100%
MCVRC: Do you feel the advocate provided support or helped you get your voice heard by other parties?						
Was there any point at which you felt your views were not heard? Please explain.	29%	100%	100%	100%	100%	100%
Did staff offer you information or aide in requesting Victim Compensation and/or restitution?	93%	100%	Not asked	NA	Not asked	NA
AVCV: Do you have an increased understanding of the legal system because of your involvement with AVCV?	96%	100%	92%	100%	100%	100%
MCVRC: Did our services help you increase your understanding of the legal process?						
OCVLC: Did our services help you better understand the criminal justice system process as it relates to your case?						
Do you feel that the services provided will make you more likely to report future crimes?	96%	100%	NA	NA	NA	NA
Did services increase your level of participation in the criminal justice system?	96%	100%	NA	NA	NA	NA
Were you given enough information to make your own decisions throughout your legal case?	96%	100%	58%	100%	100%	100%
If not, what could we have done better?	96%	100%	96%	100%	100%	100%
Did our services help you make more informed choices about your situation?	Not asked	NA	Not asked	NA	100%	100%
AVCV/MCVRC: Please indicate how much you agree with the following statements about your personal support system: [SOCIAL SUPPORT SCALE]						
There is someone with whom I can share my joys and sorrows.	96%	100%	54%	100%	Not asked	NA

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Survey Questions	AVCV % Complete (N = 28)	AVCV % Valid (N = 28)	MCVRC % Complete (N = 24)	MCVRC % Valid (N = 24)	OCVLC % Complete (N = 8)	OCVLC % Valid (N = 8)
I have someone who really tries to help me.	96%	100%	46%	100%	Not asked	NA
There is someone I can go to when I need emotional help and support.	96%	100%	54%	100%	Not asked	NA
I have someone I can count on when things go wrong.	96%	100%	54%	100%	Not asked	NA
Do you feel that you have an improved support system?	93%	100%	Not asked	NA	Not asked	NA
Please indicate how much you agree with each of the following statements about the legal system: [COURT EMPOWERMENT SCALE]						
I think the courts will consider my rights and wishes just as important as the defendant's rights and wishes.	93%	100%	88%	100%	100%	100%
I expect the courts will treat me fairly and listen to my side of the story.	93%	100%	88%	100%	100%	100%
If I use the courts, I will probably have to do things I don't want to do.	93%	100%	88%	100%	88%	100%
If I use the courts, I will probably be forced to accept an outcome I don't really want.	93%	100%	88%	100%	100%	100%
If someone I know were to experience a crime, I would encourage them to report it.	96%	100%	88%	100%	88%	100%
Modified Measures						
Do you feel that the safety planning services provided by the clinic have made you better able to assess your safety needs?	89%	100%	Not asked	NA	Not asked	NA
Please indicate how much you agree with the following statements about your approach to overcoming challenges and achieving your goals: [SELF-EFFICACY SCALE]						
I will be able to achieve most of the goals that I set for myself.	93%	100%	54%	100%	Not asked	NA
When facing difficult tasks, I am certain that I will accomplish them.	93%	100%	54%	100%	Not asked	NA
In general, I think that I can obtain outcomes that	89%	100%	54%	100%	Not asked	NA

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Survey Questions	AVCV % Complete (N = 28)	AVCV % Valid (N = 28)	MCVRC % Complete (N = 24)	MCVRC % Valid (N = 24)	OCVLC % Complete (N = 8)	OCVLC % Valid (N = 8)
are important to me.						
I will be able to successfully overcome many challenges.	93%	100%	54%	100%	Not asked	NA
Do you feel safer as a result of working with agency staff members, partners, or referred resources?	Not asked	NA	88%	100%	Not asked	NA
MCVRC: Have you felt more self-sufficient as a result of working with partners or referred resources? OCVLC: Has the support of OCVLC staff and attorneys helped you feel more self-sufficient since your victimization?	Not asked	NA	79%	100%	100%	100%
Did you feel more informed of services available to domestic violence, sexual assault, dating violence, or stalking survivors as a result of working with staff or referred resources?	Not asked	NA	83%	100%	Not asked	NA
Are you interested in finding out how you can support our work and help other crime victims in need of services?	Not asked	NA	Not asked	NA	100%	100%
Did our services help you better understand your rights as a crime victim?	96%	100%	92%	100%	100%	100%
Do you feel more informed of your rights than before you started working with MCVRC?	Not asked	NA	71%	100%	Not asked	NA
AVCV/MCVRC: Were you satisfied with the overall experience and services received? OCVLC: Are you satisfied with the way you were treated by our staff?	96%	100%	50%	100%	100%	100%
Did the services provided, or the referrals you received to other agencies, meet the needs you expressed to staff?	93%	100%	58%	100%	100%	100%
Can you explain?	56%	100%	17%	100%	100%	100%
Did the staff give you appropriate resources?	Not asked	NA	96%	100%	Not asked	NA
Was your goal met in a way you felt was appropriate?	93%	100%	58%	100%	100%	100%
If not, what else could we have done to meet your goal?	100%	100%	54%	100%	88%	100%
Additional Common Measures Across Sites						

WHAT CONSTITUTES SUCCESS? EVALUATING LEGAL SERVICES FOR VICTIMS OF CRIME

Survey Questions	AVCV % Complete (N = 28)	AVCV % Valid (N = 28)	MCVRC % Complete (N = 24)	MCVRC % Valid (N = 24)	OCVLC % Complete (N = 8)	OCVLC % Valid (N = 8)
What is the current status of your case?	100%	100%	100%	100%	100%	100%
Name of attorney(s) who assisted you	89%	100%	92%	100%	100%	100%
For what issue(s) were you seeking assistance?	96%	100%	Not asked	NA	88%	100%
Additional Unique Measures Across Sites						
Do you feel that you are able to plan for your continued safety?	89%	100%	Not asked	NA	Not asked	NA
Did services increase your ability to maintain safety?	89%	100%	Not asked	NA	Not asked	NA
Name of the Social Service employee(s) who assisted you	96%	100%	Not asked	NA	Not asked	NA
Do you feel that you have an increased understanding of the victim services available?	96%	100%	Not asked	NA	Not asked	NA
Ethnicity	89%	100%	Not asked	NA	Not asked	NA
Gender	93%	100%	Not asked	NA	Not asked	NA
Additional comments	54%	100%	Not asked	NA	Not asked	NA
Was staff helpful?	Not asked	NA	96%	100%	Not asked	NA
Did the staff show compassion for your situation?	Not asked	NA	96%	100%	Not asked	NA
Did the staff follow up with you in a timely manner?	Not asked	NA	96%	100%	Not asked	NA
Did the staff assist you with your short- and long-term needs?	Not asked	NA	92%	100%	Not asked	NA
Did your case involve domestic violence, sexual assault, dating violence, or stalking? (required question)	Not asked	NA	96%	100%	Not asked	NA
Did your awareness or knowledge of intervention strategies to prevent domestic violence, sexual assault, dating violence, or stalking increase?	Not asked	NA	71%	100%	Not asked	NA
Did you receive court accompaniment services?	Not asked	NA	96%	100%	Not asked	NA
Name of advocate(s) who assisted you	Not asked	NA	83%	100%	Not asked	NA
Was your advocate available to accompany you to case related appointments?	Not asked	NA	96%	100%	Not asked	NA
Were you notified of important information regarding your case?	Not asked	NA	96%	100%	Not asked	NA

WHAT CONSTITUTES SUCCESS? EVALUATING LEGAL SERVICES FOR VICTIMS OF CRIME

Survey Questions	AVCV % Complete (N = 28)	AVCV % Valid (N = 28)	MCVRC % Complete (N = 24)	MCVRC % Valid (N = 24)	OCVLC % Complete (N = 8)	OCVLC % Valid (N = 8)
Did you receive legal services?	Not asked	NA	100%	100%	Not asked	NA
Did you receive a referral to outside agencies?	Not asked	NA	71%	100%	Not asked	NA
Was the agency that you were referred to able to assist you?	Not asked	NA	29%	100%	Not asked	NA
Would you refer or recommend someone to the clinic?	Not asked	NA	54%	100%	Not asked	NA
Do you have any additional feedback?	Not asked	NA	21%	100%	Not asked	NA
Did our staff communicate with you in an effective and timely manner?	Not asked	NA	Not asked	NA	100%	100%
Are you interested in joining our mailing list?	Not asked	NA	Not asked	NA	100%	100%

Figure A4: Post-Pilot Customized Conceptual Model: AVCV

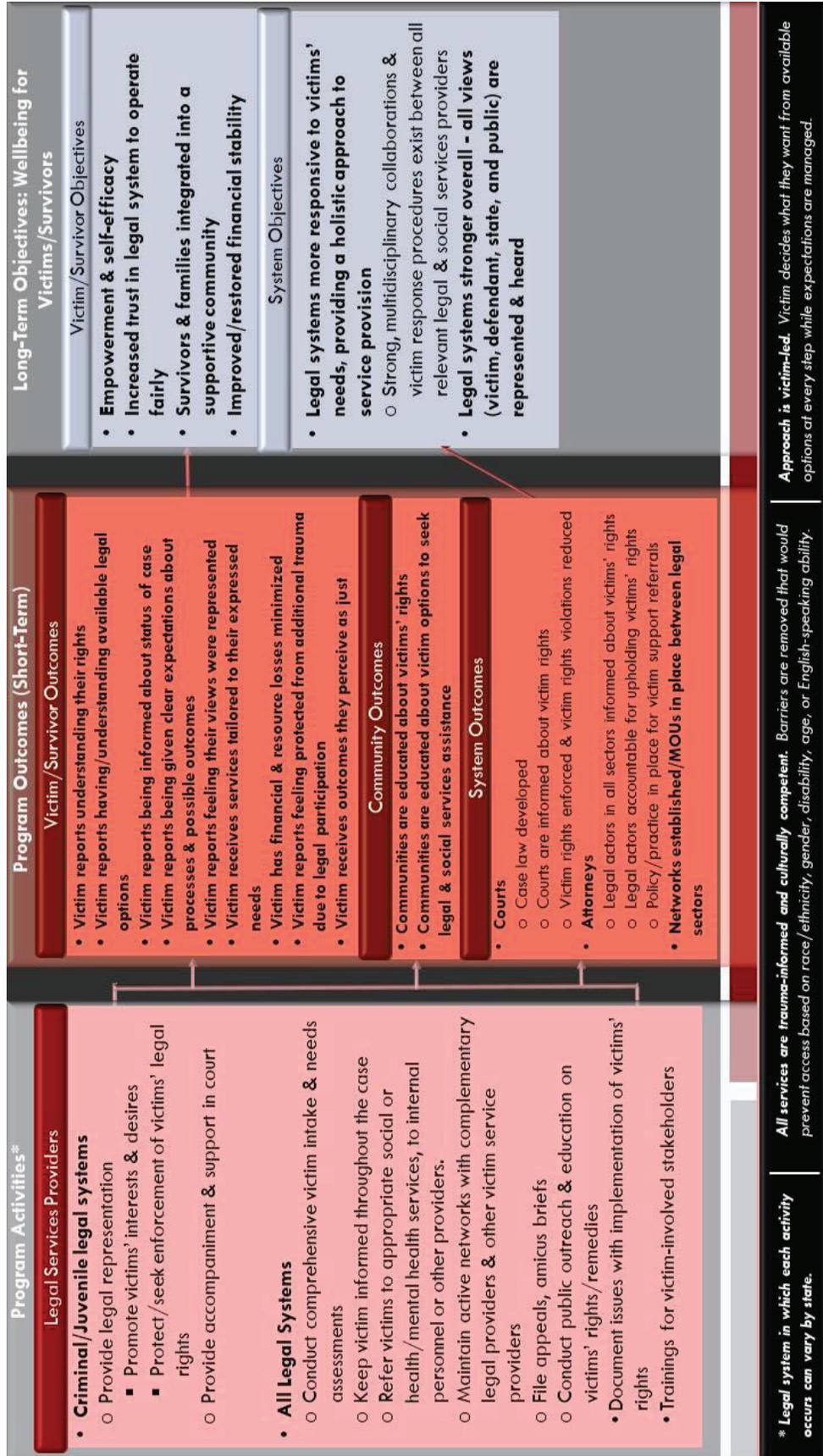


Figure A5: Post-Pilot Customized Conceptual Model: OCVLC

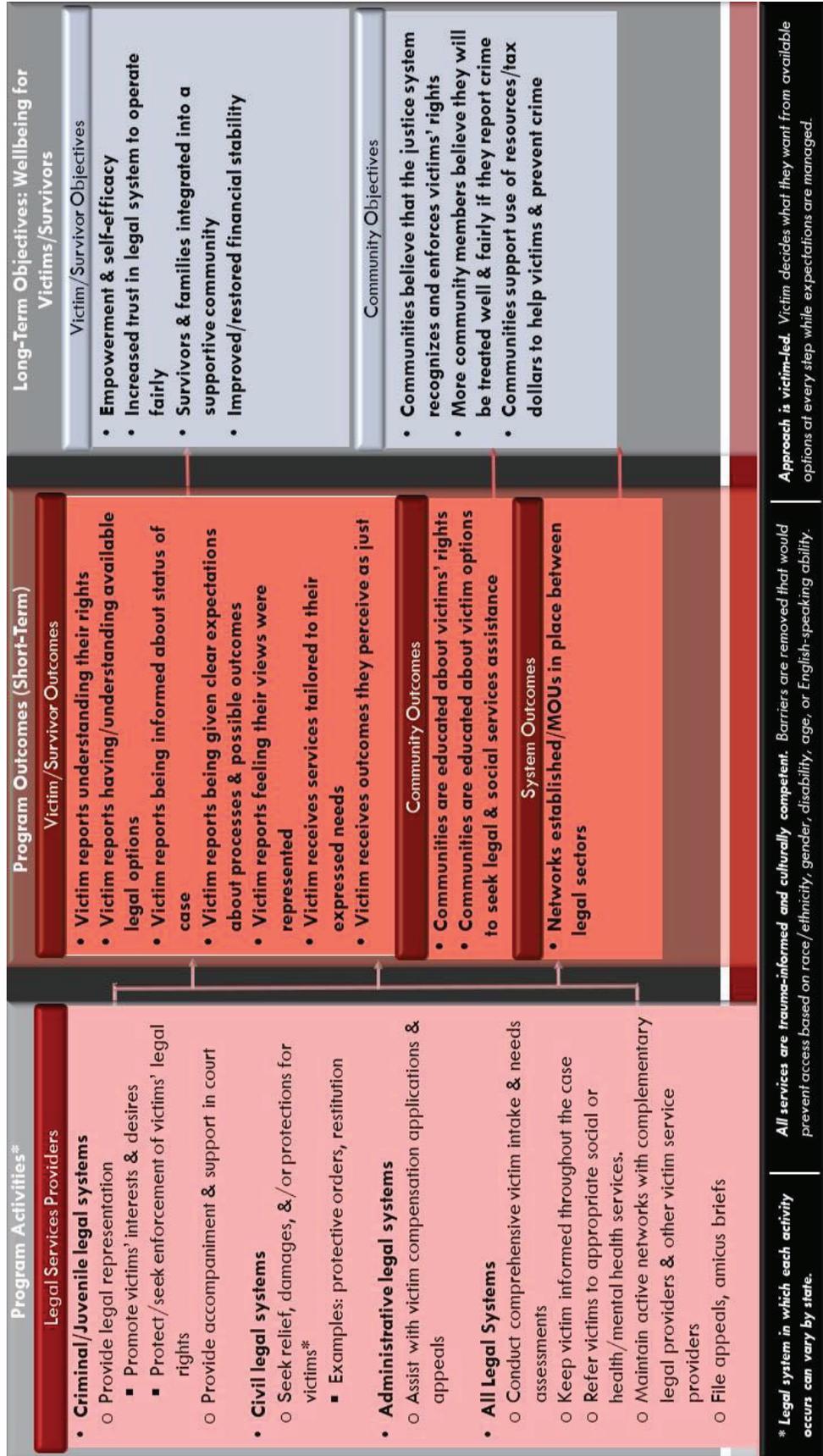


Figure A6: Post-Pilot Customized Conceptual Model: MCVRC

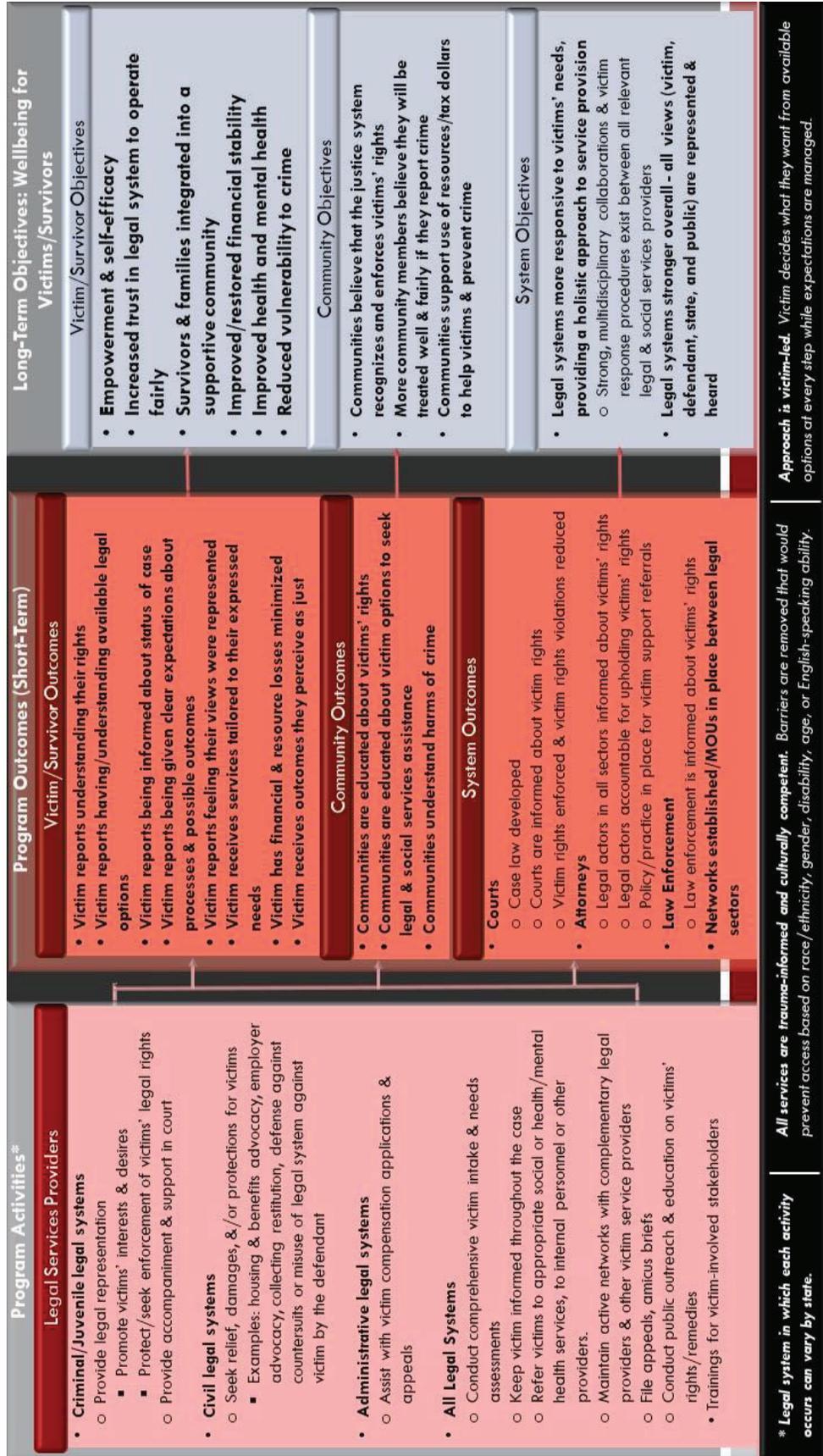


Table A3. Proceeding Formats for Service Activities during Pilot Test

	AVCV (N = 172)			MCVRC (N=337)			OCVLC (N = 52)		
	Total # times in person	Total # times virtual	Total # times by phone	Total # times in person	Total # times virtual	Total # times by phone	Total # times in person	Total # times virtual	Total # times by phone
Needs assessment	0	6	78	NR	NR	NR	0	19	72
Inform about rights	9	5	94	NR	NR	NR	0	58	131
Inform about legal options	109	22	15	NR	NR	NR	0	95	142
Provide external referrals	0	1	4	NR	NR	NR	1	7	6
Notification about case events	2	274	18	NR	NR	NR	9	104	173
Criminal court appearance	86	65	11	NR	NR	NR	5	18	9
Civil court appearance	0	0	0	NR	NR	NR	0	1	19
*Protective order filed	0	0	0	NR	NR	NR	0	39	8
*Protective order appealed/extended	0	0	0	NR	NR	NR	0	2	0
*Protective order enforced	0	0	0	NR	NR	NR	0	19	5
Criminal court accompaniment	38	25	1	NR	NR	NR	0	96	37
Civil court accompaniment	0	0	0	NR	NR	NR	0	146	18
Follow-up/check-in	168	77	114	NR	NR	NR	0	43	35
Compensation claim filed	0	4	23	NR	NR	NR	4	0	2
Compensation claim appealed	0	0	0	NR	NR	NR	0	2	2
Assist with impact statement	13	39	37	NR	NR	NR	0	4	13

Notes. ‘NR’ indicates that the data were not reported. ^aEstimates for time spent recording data for AVCV was based on their Q2 report because data were reported incorrectly at Q1 (staff reported time spent performing the activity instead of time taken to record the data). In addition, some activities could not be estimated because they were performed during Q1 (therefore, no time was spent recording data for these activities in Q2). ^{*}Protective order services routinely provided by OCVLC only. ^bCould not be estimated due to data reporting error by clinic.

Table A4: Average Time per Case Spent Recording CMS Data (Data Reporting Burden once Collection Mechanism Set up)

	AVCV (N = 172)		MCVRC (N=337)		OCVLC (N = 52)	
	Avg time to record data (mins)		Avg time to record data (mins)		Avg time to record data (mins)	
Needs assessment	1.3		NR ³²		2.6	
Inform about rights	0.1		NR		1.2	
Inform about legal options	NC ³³		NR		1.4	
Provide external referrals	NC		NR		0.6	
Notification about case events	0.2		NR		2.9	
Criminal court appearance	NC		NR		0.8	
Civil court appearance	NA ³⁴		NR		0.3	
Protective order filed	NA		NA		0.2	
Protective order appealed/extended	NA		NA		0.1	
Protective order enforced	NA		NA		0.3	
Criminal court accompaniment	NC		NR		0.5	
Civil court accompaniment	NA		NR		0.5	
Follow-up/check-in	0.3		NR		0.8	
Compensation claim filed	NC		NR		^b	
Compensation claim appealed	NA		NR		0.2	
Assist with impact statement	NC		NR		0.2	

³² 'NR' indicates that the data were not reported.

³³ 'NC' indicates that the estimate could not be calculated. Estimates for time spent recording data for AVCV were based on their Q2 report because data were reported incorrectly at Q1 (staff reported time spent performing the activity instead of time taken to record the data). In addition, some activities could not be estimated because they were only performed during Q1 (therefore, no time was spent recording data for these activities in Q2 to serve as the basis for the estimate). One item for OCVLC could not be calculated due to a data reporting error.

³⁴ 'NA' indicates that the clinic does not provide that particular service.

Appendix B: Data Collection Instruments

Stage 1 Subject Matter Expert (SME) Interview Instrument

Date _____
Interviewee _____
Role _____
Interviewer _____

1. [Providers] Please describe your legal services agency and the type(s) of services that you provide. Please include both legal and social services as relevant.

[Providers] With regard to legal service(s) provided please provide information regarding both the substantive area of law and whether the practice is full or limited scope representation.

[Survivors] Please describe the types of legal services your received.

2. [Providers] Beyond specific case outcomes, what do you hope you accomplish for victims through the services you provide?

What outside factors constrain your ability to meet those goal(s)?

[Survivors] What case outcome were you seeking? Did you get it? If not, what happened? Was there anything else you wanted to achieve with legal services? What happened with that?

3. Tell us about the impacts of crime that [Providers] you see on the victims you serve/[survivors] you experienced?
 - a) Physical impacts.
 - What do you see?
 - Anything beyond acute injuries?
 - What else?
 - b) Financial impacts.
 - Out of pocket impacts?
 - Longer-term or indirect costs?
 - Job loss or change in work?
 - Other financial impacts?
 - c) Mental health impacts.
 - Depression?

- Anxiety?
 - Other?
 - Did the condition need treatment?
- d) Emotional impacts.
- Safety?
 - Fear?
 - Other?
- e) Social impacts.
- Relationship with family?
 - Friends?
 - Coworkers?
 - Other social interactions?
- f) Educational impacts.
- Delayed education?
 - Education termination?
 - Other educational impacts?

4. [Providers] Does your work attempt to minimize or ameliorate any or all of these impacts of crime? If so how? What outcome(s) of these efforts do you see?

[Survivors] Did the services you received help with any of these? If so, how?

5. [Providers] Talk us through the intake process used at your agency. Is there a standardized way that client needs are assessed?

- a) Does the intake process attempt to screen for all legal needs or only those related to your specific services?

[Survivors] Did your agency take you through an interview to assess your needs when you first went to them? How much did it cover? Was there anything they should have asked about, but didn't?

6. [Providers] How often are client-specific representation goals formally re-visited?

- a) In discussing goals, do you explicitly discuss definitions of "justice"? If so, can you please describe definitions:
- Used by you?
 - Given by clients?

[Survivors] Did the legal services representative check in with you regularly to see if your needs and goals were being met?

- a) What kinds of things did they ask you?
7. [Providers] How do you manage client expectations regarding:
- a) Achieving client-specific goals?
 - b) The timelines of justice?
 - c) Privacy?
 - d) Anything else related to provision of legal services and what level of help they can provide?

[Survivors] If you had a need they could not meet, or it was going to take longer than you wanted, did they communicate that to you?

- a) Were you satisfied with how they kept you informed?
 - b) Was there anything you wish they had told you? If so, what?
8. [Providers] When a client need goes beyond the scope of services for your agency, how is that handled?
9. [Providers] Do your services work to build trust in the legal system? If so, how?

[Survivors] Did your experience receiving legal services cause you to trust the legal system more or less? What about it made you feel that way?

10. [Providers] Do you believe your services reduce the stress of your clients? What makes you think that?
- a) Do they reduce trauma impacts? If so, how do you measure that?

[Survivors] Did receiving services help you feel less stressed? How would you describe that experience and the reasons why you feel the way you do about it?

11. [Providers] Do you measure victim client satisfaction? If so, what elements do you ask about?
- a) Hope?
 - b) Self-efficacy?
 - c) Well-being?
 - d) Empowerment?
 - e) Self-esteem?
 - f) Other?

[Survivors] Did they ask if you were satisfied with services?

- a) What kinds of questions did they ask you?

- b) Were they asking the right questions, or would there be a better way they could have found out how you really felt about it?
12. [Providers] Do you measure client well-being? If so, how do you measure it?
13. [Providers] If you have a full or more-than-limited representation agreement, after the initial legal need is addressed (e.g., a protective order), how does work with the client proceed?
14. [Providers] If you have a limited representation agreement, do you consider doing further work after the initial legal need is addressed?
15. [Providers and Survivors] When you think about victim legal services broadly, what do you see as the potential benefits they hold for victims? Where do you think there are gaps that need to be filled? How do you think victim legal service provision, as a whole can be improved?

What Constitutes Success? Evaluating Legal Services for Victims of Crime

This project is a partnership between the Justice Research and Statistics Association (JRSA), the National Crime Victim Law Institute (NCVLI), experts across multiple areas of victim legal services, and three local service organizations. This multi-phase project aims to answer three questions: (1) How is the effectiveness of a legal services program for victims of crime defined? (2) What inputs/activities/outputs/outcomes should be measured for a legal services program focused on victims? And later in Phase 2, (3) what systems and data are needed to evaluate a legal services program focused on victims' rights enforcement?

You have been invited to complete this survey to provide feedback on a draft of a conceptual framework for victim legal services based on your expertise. In addition to a conceptual framework, we are also developing a theory of change. A theory of change is a description of how program activities are expected to lead to the defined program outcomes, which, in turn, lead to achievement of larger objectives. It also explains how and why this is expected to occur, as well as the relationship between each activity, outcome, and long-term objective.

This conceptual model is still in the early days of development, which is why we reached out to you for expert input. Consider it a conversation-starter for the moment. We are still working on the classification and completeness of items in the program activities, program outcomes, and long-term objectives categories – an in-person collaborative session with a smaller group of experts after this survey is completed will help us trace the relationships between them for the theory of change. Collaboration is an important part of getting this right, so we encourage you to answer all questions openly and candidly as we work to finalize it. Do not hesitate to point out flaws, unclear aspects, and ways we can improve this model.

The purpose of developing the framework is for use in program design and to guide evaluations of victim legal services with a unified theory.

Please scroll down or click the "OK" button to navigate to the "NEXT" button. Click "NEXT" to advance to the next page. You'll want to keep the PDF containing the model and some additional slides that expand on the categories handy as you go through this survey.

PAGE 2

Informed Consent Statement

1. Why am I invited to participate in this research?

This National Institute of Justice-funded project is a multi-phase project aims to answer three questions: How is the effectiveness of a legal services program for victims of crime defined? What inputs, activities, outputs, and outcomes should be measured for a legal services program focused on victims? And later in Phase 2, what systems and data are needed to evaluate a legal services program focused on victims' rights enforcement?

To answer these questions, a conceptual framework is being developed through a literature review, practitioner interviews, draft discussion, a subject matter expert (SME) survey of peers, and a roundtable discussion by with subject matter experts in victims' legal services. You were selected to complete this survey because of your subject matter expertise gained either from your professional or personal experience.

2. Are there any risks associated with your participation in this study?

Risks of participation in this survey on the conceptual model draft are minimal. The questions do not ask about your personal experiences, or about anything personal beyond your impressions of and experiences with providing, advocating for, training on, researching, or receiving legal services for victims of crime.

3. Are there any benefits to participating in this study?

There are no direct or personal benefits for participation. However, by participating, you may help us develop a large contribution to the field that practitioners and researchers at all levels can use for more strategic program design and evaluation of legal services for crime victims.

4. Is my participation in this study mandatory?

No. Your participation in this study is completely voluntary. You may stop your participation at any time or refuse to answer specific questions.

5. Will information about me be kept confidential?

Your survey responses will be held in confidence by the research team. All resulting information will be reported in unattributed form to ensure as much confidentiality as possible, meaning that no names will be given with quotes or statements used, but complete confidentiality cannot be guaranteed. All data from this study will be de-identified before archiving with the National Archive of Criminal Justice Data. We understand that your answers to the survey reflect your opinions and/or experiences only.

6. What should I do if I have any questions?

If you have any questions, please contact Kris Lugo at the Justice Research and Statistics Association at klugo@jrja.org or call 202-503-3518. If you have questions about participating in research, you may also call IRB Administrator Erin Farley at 202-503-3528. This survey will take 20-30 minutes to complete. If you would like to participate in this study, please check the "Yes" button.

Do you consent to participate in this study?

Yes
No

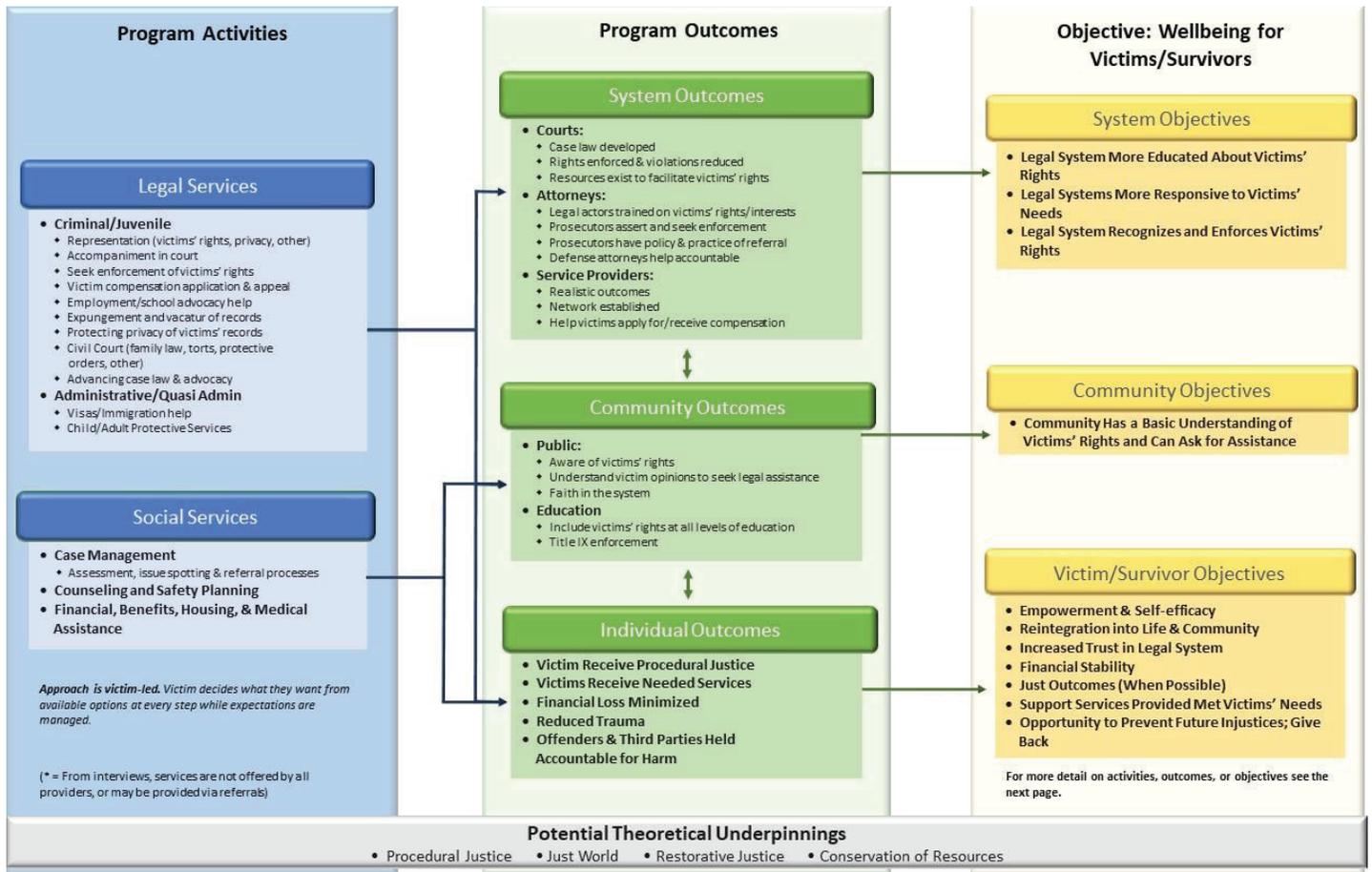
Please answer a few questions about your agency so we can talk about breadth of those who chose to respond to our survey:

1. What description below best describes your agency or organizational type:
 - a. Victims' rights enforcement (criminal justice based or nonprofit)
 - b. Criminal law help (victim advocacy)
 - c. Criminal law help (prosecutor, defense attorney)
 - d. Immigration law (visa help)
 - e. Civil law help (family law, tort, civil judgments, etc.)
 - f. Victim services provider (social services, nonprofit)
 - g. Victim services provider (social services, government)
 - h. Other (please explain) _____

2. How many full-time employees does your agency or organization have?
 - a. 1-5
 - b. 6-10
 - c. 10-15
 - d. 16+

3. In what region of the country is your agency or organization located?
 - a. North
 - b. Southeast
 - c. Midwest
 - d. Southwest
 - e. Northwest

Conceptual Model Draft: Victim Legal Services



4. Please provide your overall thoughts on the conceptual model shown above and in more detail in the PDF you received. More specific questions about specific parts will follow from this one.

5. What do you see as the potential benefits of developing a conceptual framework that captures the immediate and ancillary goals of legal services for victims, along with the activities and anticipated outcomes?

This section looks at the program activities section of the conceptual model.



6. What are your overall thoughts about the program activities section of the model shown above and described in more detail in the PDF that you received?

7. What works well about the program activities section of the model shown above and described in more detail in the PDF that you received?

a. For legal services?

b. For social services?

8. What should be changed about the program activities section of the model shown above and described in more detail in the PDF that you received?

a. For legal services?

b. For social services?

9. What could we do to make the program activities section of the model clearer? Please refer to the model shown above and described in more detail in the PDF that you received.

a. For legal services?

b. For social services?

10. How well does the list program activities section of the model shown above and described in more detail in the PDF that you received match with what you provide to your clients?

This section looks at the program outcomes section of the conceptual model.



11. What are your overall thoughts about the program outcomes section of the model shown above and described in more detail in the PDF that you received?

12. What **works well** about the program outcomes section of the model shown above and described in more detail in the PDF that you received? This could be inclusion of appropriate items or the way outcomes are defined.

a. For individual outcomes?

b. For system outcomes?

c. For community outcomes?

13. What **needs to be changed** about the program outcomes section of the model shown above and described in more detail in the PDF that you received? This could be inclusion of appropriate items or the way outcomes are defined.

a. For individual outcomes?

b. For system outcomes?

c. For community outcomes?

14. What could we do to make the program outcomes section of the model shown above and described in more detail in the PDF that you received clearer?

a. For individual outcomes?

b. For system outcomes?

c. For community outcomes?

15. Does the program outcomes section of the model shown above and described in more detail in the PDF that you received resonate with the needs and outcomes you have seen among your clients?

This section looks at the program objectives section of the conceptual model.



16. What are your overall thoughts about the program objectives section of the conceptual model shown above and described in more detail in the PDF that you received?

17. What **works well** about the long-term objectives section of the model shown above and described in more detail in the PDF that you received?

a. Victim/survivor objectives?

b. System objectives?

c. Community objectives?

18. What **needs to be changed** about the long-term objectives section of the model shown above and described in more detail in the PDF that you received?

a. Victim/survivor objectives?

b. System objectives?

c. Community objectives?

19. What could we do to make the objectives section clearer in the conceptual model shown above and described in more detail in the PDF that you received?

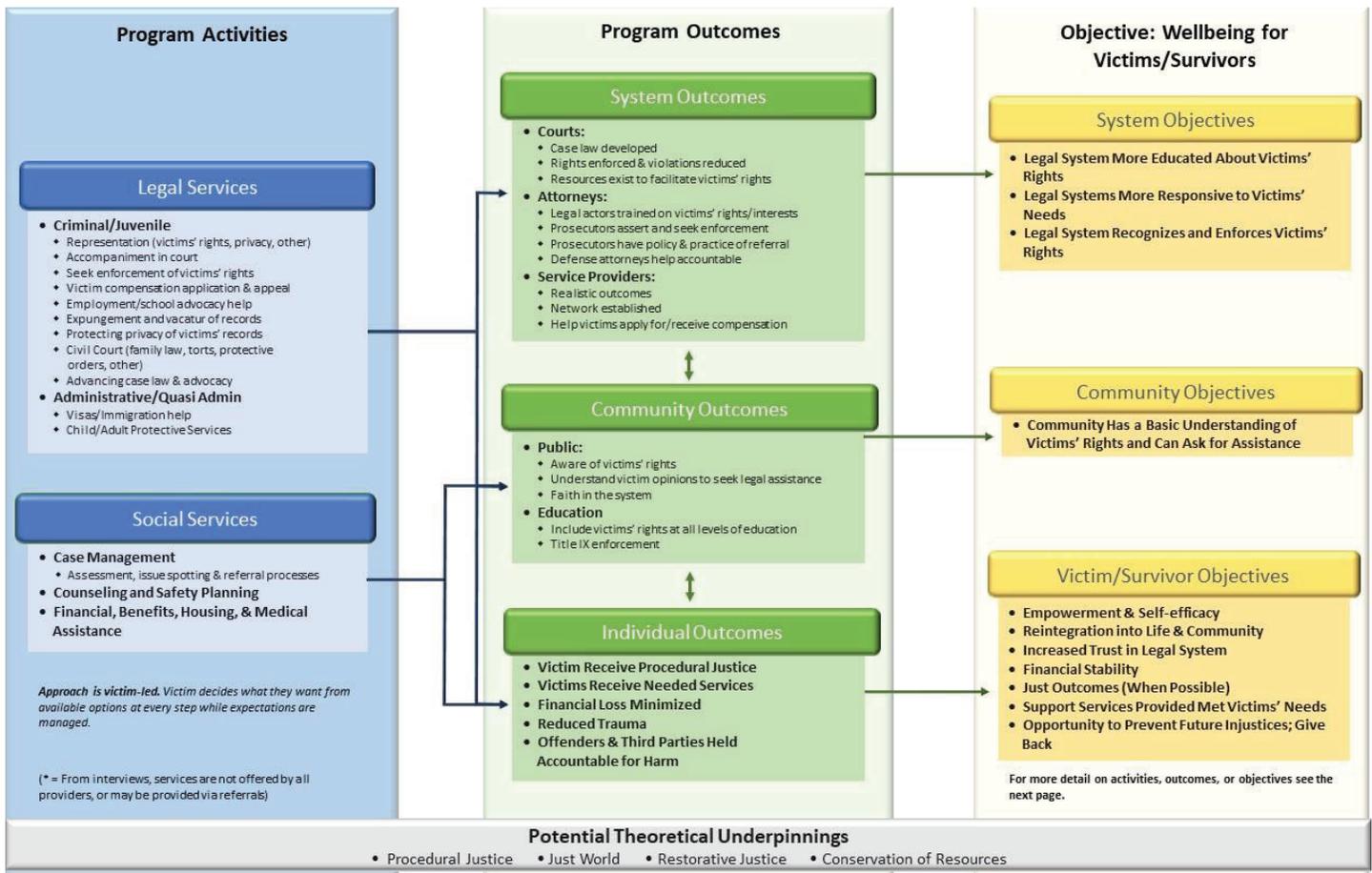
a. Victim/survivor objectives?

b. System objectives?

c. Community objectives?

20. Does the program objectives section of the conceptual model shown above and described in more detail in the PDF that you received resonate with your or your clients' expressed objectives in real life?

This section looks at the theory of change.



21. Does the overall theory of change represented in the conceptual model shown above and described in more detail in the PDF that you received, when you look from left to right, make sense? Meaning, does the way the program activities are shown to lead to the specified outcomes and then to achieving the longer-term objectives make sense to you?

a. Is the flow logical? Please explain.

b. Are there activities that should be moved to another section? Please specify which ones.

c. Are there outcomes that should be moved to another section? Please specify which ones.

d. Are there objectives that should be moved to another section? Please specify which ones.

e. Is there a section that should be added? Please specify.

Formative Evaluation Site Interviews: Impacts from COVID-19

Three telephone interviews per site: Executive Director, Advocate/Social Worker, Attorney

INTRODUCTION: We understand that you probably have concerns about this formative evaluation work since COVID-19 has changed everything. To reiterate from a few months ago, and hopefully reassure you, the purpose of this work is not to evaluate you right now, but to test new data collections to see what would work in a full evaluation and what would not. So, any data we might collect in a pilot test is not going to be used at present to make statements about the effectiveness of your services – only to assess whether the measures we’ve decided to test are good measures for use in a future evaluation, both in terms of utility and that they not be too burdensome or cumbersome to report.

What we would like to do now, in advance of launching any pilot test of proposed data collection activities, is to talk with you and get a sense of how COVID-19 has impacted your operations since we visited you onsite. We feel it important to understand these impacts and how they might impact how we implement the pilot test, and what we see in the pilot test, rather than to simply go on with the original plan as if COVID-19 didn’t happen.

Interviewee name:

Job function: Executive Director Advocate/Social Worker Attorney

QUESTIONS:

1. Now that it has been a few months since the onset of the COVID-19 pandemic, how has the pandemic changed your operations generally?
 - a. Immediate effects
 - b. Present state
 - c. Longer-term effects
 - d. Anticipated future effects
 - e. Unknowns

2. How has it impacted the courts?
 - a. Proceedings?
 - i. Format?
 - ii. Scheduling?
 - iii. Presence?
 - iv. Rights violations?
 - b. Priorities? What is moving forward and what is still on hold?
3. How about prosecutors?
 - a. Victim treatment?
 - b. Charging decisions?
 - c. Case handling?
 - d. Referral to victim assistance services?
4. How has it impacted law enforcement?
 - a. Victim treatment?
 - b. Arrests?
 - c. Investigations?
 - d. Protective orders?
 - e. Referral to victim assistance services?
5. How has it impacted clients?
 - a. Referrals in
 - b. Victims' needs
 - i. What has changed?
 - ii. Risen in frequency or severity?
 - iii. Receded in frequency or severity?
 - c. How have clients responded to changes in service(s)?
 - d. Available services
 - i. Impacts on referrals available for services your org does not provide?
6. How has it impacted your resources?
 - a. Financial
 - b. Human
 - c. Infrastructure (i.e. meeting space, IT, etc.)
7. How has it impacted your ability to provide services?
 - a. Ability to provide representation?
 - b. Ability to advocate for clients?
 - c. Ease of collaboration between attorneys and advocates working the same case?
 - d. How have you adapted?
 - e. What remains challenging?

8. Are you still working from home at present?
9. How has this shift impacted your current data collection?
 - a. Surveys?
 - i. Sending
 - ii. Receiving
 - iii. Processing responses
 - b. IT systems?
 - c. Reporting capacity?
10. Before COVID, we talked about testing revised survey questions (except those mandated by your funders), testing new methods of survey delivery to increase response rate, and possibly capturing some new data elements in the CMS.
 - a. What new concerns must be addressed before these things can happen?
 - b. What potential obstacles should we be aware of?
11. What other concerns might you have about this pilot test of new data collection that you have not otherwise stated?

Thank you for your time and participation!

Site Visit Interview Questions for [SITE]: Admin/Advocate

Interviewer: Must Read this statement.

[SITE] is working with JRSA and NCVLI to launch a pilot test of a new evaluation design of the services you deliver to your adult clients, to see how well the proposed idea will work. We are not including adult clients with children exposed to violence at this time so that the information about services included for the pilot test is not complicated by your mandatory reporting requirements in those situations. We are conducting an evaluability assessment prior to launching this pilot test of data collection based on a model victims' rights legal services program that we recently developed in consultation with your office and other service providers in the field. The purpose of developing the model was to specify which measures may truly capture the concepts associated with successful delivery of services and their desired impacts. An evaluation assessment is a process whereby the readiness for full evaluation is assessed to understand burden and capacity issues that could impact what type of data collection might be most feasible and realistic to propose.

This pilot test process will not likely entail a lot of change from what you do already, but based on preliminary work, there may be some adjustments in data collected or to the client satisfaction survey you presently administer. As a staff member of [SITE], we would like to speak with you about your experience providing services and about your opinions the model given your day-to-day experience in this work. The information you provide will be used to improve the evaluation design and its implementation to set it up for success.

Client Services

1. What is your role here at [SITE]?

2. What do you do at your first conversation with a victim/survivor?
 - a. Is there a formal procedure in place for handling new clients? If so, what?

 - b. What is the procedure for handling returning clients (old client with a new matter)? How does that differ from new clients?

 - c. Do you have a process for determining a client's needs? If so, how does that work?

- d. [SITE] cannot help a client, do you provide other information? If so, what?
3. Do you discuss goals and expectations with clients? If so, how?
 - a. During intake?
 - b. Throughout the case?
4. What services do you (personally) provide for clients?
5. What is your typical pattern of client engagement?
 - a. Approximately how frequently do you meet with each client?
 1. In person?
 2. Via telephone?
 - b. How does this differ by case type?
 - c. How often do you meet with your supervisor about your clients?
 - d. How often do you meet with the attorney representing a client?
 - e. How often do you need with the social service provider (if applicable)?
6. How do you handle clients who are angry or frustrated with their cases?
7. What do you hear from clients who are happy or satisfied with your services?

8. How do you ensure that clients are engaged in case decisions?

Related to the conceptual model:

9. What goals do you have for your work with clients?
 - a. Personally?
 - b. Agency goals?
10. What goals do you have regarding how your work might impact your communities?
11. What systemic changes do you hope your work can contribute to?
12. Please have a look at the conceptual model we created with NCVLI and with input from the literature and subject matter experts across the country. It's an aspirational model meant to describe how victim legal services generally are meant to lead to certain outcomes. Don't worry, no single agency is expected to do all of this. In this version, we have talked to [Executive Director] and identified that those items with yellow boxes around them apply to [SITE]. How well do you think this reflects the goals you just mentioned to us? [show model]

Training requirements

12. What support do you need to be competent and successful in your role(s)?
13. Are you trained on Trauma Informed Care (TIC)? If so, what was involved in the training, and how was trauma-informed care defined in the training?
 - a. Was this required for your current position?
 - b. Was your training formal or informal?
 - c. Do you use this training in your daily work? If so, please describe how.

14. Is there anything that you do to ensure that underserved populations have access to services?

a. Are you trained in culturally sensitive service provision?

i. Was this training formal or informal?

b. How do you handle clients who do not speak English, deaf clients, etc.?

15. Describe the type of outreach that you perform on behalf of [SITE]?

Data management [If applicable]

16. What is currently measured or tracked in order to understand whether the program is being used effectively?

17. Around what percentage of your exit surveys are returned?

c. Why do you think people who do return your surveys do so?

d. Why do you think that others do not return them?

e. Are there any parts of the survey that you think are extraneous?

i. They provide information you're not able to use?

ii. Are rarely answered so there are not enough data to be helpful?

18. Do you have any outreach or contact with clients after the close of the case other than the satisfaction survey? If so, how often?

19. Is there anything else that we have not covered that you would like to share?

Thank you and have a great day. Feel free to email klugo@jrsa.org if you think of anything that you would like to add or have any questions or concerns.

Site Visit Interview Questions for [SITE]: Attorney Version

Interviewer:

Interviewer: Must Read this statement.

[SITE] is working with JRSA and NCVLI to launch a pilot test of a new evaluation design of the services you deliver to your adult clients, to see how well the proposed idea will work. We are not including adult clients with children exposed to violence at this time so that the information about services included for the pilot test is not complicated by your mandatory reporting requirements in those situations. We are conducting an evaluability assessment prior to launching this pilot test of data collection based on a conceptual model of victims' rights legal services programs that we recently developed in consultation with your office and other service providers in the field. The purpose of developing the model was to specify which measures may truly capture the concepts associated with successful delivery of services and their desired impacts. An evaluability assessment is a process whereby the readiness for full evaluation is assessed to understand burden and capacity issues that could impact what type of data collection might be most feasible and realistic to propose.

This pilot test process will not likely entail a lot of change from what you do already, but based on preliminary work, there may be some adjustments in data collected or to the client satisfaction survey you presently administer. As a staff member of [SITE], we would like to speak with you about your experience providing services and about your opinions the model given your day-to-day experience in this work. The information you provide will be used to improve the evaluation design and its implementation to set it up for success.

Client services

1. What is your role here at [SITE]?

2. What does the intake process look like?
 - a. How do you determine eligibility for services?

 - b. How do most clients find out about your organization?

 - c. If you cannot meet a client's needs, what steps do you take?

- d. If you take on a client, what are your next steps?
 - e. When does a victim formally become a client of [SITE]?
3. Once you formally retain a client, what do you do at your first meeting?
- a. In person?
 - b. Over the telephone?
4. Do you have a process for determining a client's needs, goals, and objectives? If so, how does that work?
5. What is the procedure for handling returning clients (old client with a new matter)? How does that differ from new clients?
6. If the client decides not to pursue legal action, do you provide any additional information or service options? What does that entail?
- a. When a client declines to participate in a criminal case that is already in motion?
 - b. When a client decides not to report a crime in the first place?
7. Approximately how frequently do you meet with each client and what do you discuss?
- i. In person?
 - ii. By Telephone?

8. What do you do if someone violates a victim's rights in one of your cases?
 - a. Judge

 - b. Prosecutor

 - c. Defense Attorney?

 - d. Law Enforcement?

9. Do you assist other attorneys when victims' rights violations occur?

10. Do you work on appellate actions or amicus briefs? What do you do for each of these?

11. Do you have any outreach or contact with clients after the close of the case?
 - a. If so when/how often?

12. How do you handle clients who are angry or frustrated with their cases?
 - a. During the case?

 - b. With the result of their case?

13. What is the most common thing you hear from clients who are pleased with services?

Staffing

14. What support do you need to be successful in your role?

15. Do you have regularly scheduled staff meetings to discuss cases or other comments/concerns?
 - a. If so, how often?
16. Do you meet with social services staff about shared clients? With advocates or volunteers?
17. What do your advocates do and what are their qualifications? Do you have non-lawyer advocates on staff or is that covered by the social workers?
18. How do you ensure that clients receive a holistic treatment experience, or an experience where they feel all their various needs are considered together?

Data collection and management

19. What is currently measured or tracked in order to understand whether the program is being used effectively?
20. You sent us a copy of your exit survey. Who is responsible for administering surveys?
 - a. Who enters these data or is it online through Survey Monkey or similar?
 - b. How do you use that data for improvement or maintenance of the program or practice?
21. Around what percent of your surveys are returned?
 - c. Why do you think people who do return your surveys do so?
 - d. Why do you think that others do not return them?

22. Are there any parts of the survey that you think are extraneous?

e. They provide information you're not able to use?

f. There are questions that are rarely answered or often misunderstood?

Training

23. What qualifications are required to work at [SITE]?

24. Does [SITE] require you to attend and CLE?

g. If applicable, what CLE classes have you found most helpful?

16. Are you trained in Trauma Informed Care (TIC)? If so, what was involved in the training, and how was trauma-informed care defined in the training?

a. Is this required?

b. Do you use this training in your daily work? If so, please describe how.

25. Do you perform any type of victim outreach? If so, what?

h. Do you have any educational and/or outreach materials that you share? How are they distributed?

26. Is there anything that you do to ensure that underserved populations have access to services?

a. Are you trained in culturally sensitive service provision? If so, how do you apply this knowledge?

b. How do you handle non-English-speaking clients, deaf clients, etc.

Other

24. Do you provide training on victims' rights to the CJS or community as a whole? If so, what type of training?

25. Is there anything else that we have not covered that you would like to share?

Thank you and have a great day. Feel free to email klugo@jrsa.org if you think of anything that you would like to add or have any questions or concerns.

Site Visit Interview Questions for [SITE]: Executive Director

Interviewer:

[SITE] is working with JRSA and NCVLI to launch a pilot test of a new evaluation design of the services you deliver to your adult clients, to see how well the proposed idea will work. We are not including adult clients with children exposed to violence at this time so that the information about services included for the pilot test is not complicated by your mandatory reporting requirements in those situations. We are conducting an evaluability assessment prior to launching this pilot test of data collection based on a conceptual model of victims' rights legal services program that we recently developed in consultation with your office and other service providers in the field. The purpose of developing the model was to specify which measures may truly capture the concepts associated with successful delivery of services and their desired impacts. An evaluability assessment is a process whereby the readiness for full evaluation is assessed to understand burden and capacity issues that could impact what type of data collection might be most feasible and realistic to propose.

This pilot test process will not likely entail a lot of change from what you do already, but based on preliminary work, there may be some adjustments in data collected or to the client satisfaction survey you presently administer. As a staff member of [SITE], we would like to speak with you about your experience providing services and about your opinions the model given your day-to-day experience in this work. The information you provide will be used to improve the evaluation design and its implementation to set it up for success.

Client services

I know that we have already covered some of this in your initial interview, but I would like to briefly review some things that we may have previously discussed.

1. What is your role here at [SITE]?
2. Do you handle any cases yourself?
3. What does the client intake process look like?
 - a. How do you determine eligibility?
 - b. How do most clients find out about your organization?
 - c. If you cannot meet a client's needs, what steps do you take?

- d. If you take on a client, what are your next steps?
 - e. When does a victim formally become a client of [SITE]?
4. What do you do at your first meeting with a client?
- a. In person?
 - b. Over the telephone?
5. Do you have a process for determining a client's needs, goals, and objectives? If so, how does that work?
- a. If the client decides not to pursue legal action, do you provide any additional information or service options? What does that entail?
 - b. When a client declines to participate in a criminal case that is already in motion?
 - i. Can a client receive social services but does not want to pursue legal action?
 - ii. When a client decides not to report a crime in the first place?
6. (ASK ONLY IF THEY HANDLE CASES) Approximately how frequently do you meet with each client?
- a. In person?
 - b. By Telephone?
7. (ASK ONLY IF THEY HANDLE CASES) How do you ensure that clients are engaged in decision making?

8. (ASK ONLY IF THEY HANDLE CASES) What do you do if someone violates a victim's rights in one of your cases or one of your attorney's cases?
 - a. Judge
 - b. Prosecutor
 - c. Defense Attorney?
 - d. Law Enforcement?
9. Do you work on appellate actions or amicus briefs? What do you do for each of these?
10. Do you have any outreach or contact with clients after the close of the case?
 - a. If so when/how often?
11. How do you handle clients who are angry or frustrated with their cases?
 - a. During the case?
 - b. With the result of their case?
12. What is the most common thing you hear from clients who are pleased with services?

Staffing

13. Considering the roles of your staff, what challenges have sites experienced around recruiting, selecting, and/or retaining the right staff?
 - a. Does this differ by site location?
 - b. Is there a "point person" to whom staff can go when you are out of the office? Does this person differ depending on what the issue is? If so, how?
13. What support do staff at [SITE] need to be competent and successful in their roles?

- a. Legal?
- b. Social services?

14. What external partnerships do you currently have?

15. How do you handle staffing shortages?

16. How do you handle staffing changes? How do you maintain staff morale and engagement? We're asking about this in terms of program sustainability.

17. What happens if an attorney leaves [SITE] during an active case?

18. How do you ensure that clients receive a holistic treatment experience, meaning that they feel all their various needs are considered together?

17. What is your role in working with volunteers from the law school?

- a. What training is required for their work?
- b. What types of tasks are they expected to handle?

Data collection and management

19. What is currently measured or tracked in order to understand whether the program is being used effectively? (THIS MAY BE COVERED DURING THE TOUR OF THE CMS)

20. You sent us a copy of your exit survey. Who is responsible for administering surveys? (paper copies only)

- a. Who enters these data? [not online]
 - b. How do you use data for improvement or maintenance of the program or practice?
21. Around what percent of your surveys are returned?
- a. Why do you think people who do return your surveys do so?
 - b. Why do you think that others do not return them?
 - c. Are there any parts of the survey that you think are extraneous?
 - i. They provide information you're not able to use?
 - ii. There are questions that are rarely answered or misunderstood?
22. Are there any questions that you would like to add to your survey?
23. Do you have separate surveys for clients who receive social or other services?

Training requirements

24. What qualifications are required to work at [SITE]?
- a. For attorneys?
 - b. For social workers?
 - c. For advocates and administrators?

d. For volunteers?

25. What CLE is required for [SITE] staff (mandatory in your state)?

a. What CLE classes have you or your staff found most helpful?

26. How would you define trauma informed care?

a. Does [SITE] require staff to be specifically trained in trauma informed care?

i. Attorneys?

ii. Social Services?

iii. Admins and advocates?

iv. Volunteers?

b. Does AVCC provide training on TIC to other service providers in your state?

27. Do you perform any type of victim outreach? If so, what?

c. Do you have any educational and/or outreach materials that you share? How are they distributed?

28. Is there anything that you do to ensure that underserved populations have access to services?

d. Are you trained in culturally sensitive service provision?

- e. How do you handle non-English-speaking clients, deaf clients, etc.

Other

29. What training on victims' rights to the CJ or community as a whole does your site provide?

- a. What topics are included in the training?

- b. Do you receive feedback on trainings provided?

30. Is there anything else that we have not covered that you would like to share?

Thank you and have a great day. Feel free to email klugo@jrsa.org if you think of anything that you would like to add or have any questions or concerns.

Site Visit Interview Questions for [SITE]: Social Services / Social Work/ Victim Advocate

Interviewer:

[SITE] is working with JRSA and NCVLI to launch a pilot test of a new evaluation design of the services you deliver to your adult clients, to see how well the proposed idea will work. We are not including adult clients with children exposed to violence at this time so that the information about services included for the pilot test is not complicated by your mandatory reporting requirements in those situations. We are conducting an evaluability assessment prior to launching this pilot test of data collection based on a conceptual model of victims' rights legal services program that we recently developed in consultation with your office and other service providers in the field. The purpose of developing the model was to specify which measures may truly capture the concepts associated with successful delivery of services and their desired impacts. An evaluability assessment is a process whereby the readiness for full evaluation is assessed to understand burden and capacity issues that could impact what type of data collection might be most feasible and realistic to propose.

This pilot test process will not likely entail a lot of change from what you do already, but based on preliminary work, there may be some adjustments in data collected or to the client satisfaction survey you presently administer. As a staff member of [SITE], we would like to speak with you about your experience providing services and about your opinions of the model given your day-to-day experience in this work. The information you provide will be used to improve the evaluation design and its implementation to set it up for success.

Client services

1. What is your role here at [SITE]?
2. What does the client intake process look like?
 - a. How do you determine eligibility?
 - b. How do most clients find out about your organization?
 - c. If you cannot meet a client's needs, what steps do you take?
 - d. If you take on a client, what are your next steps?
 - e. When does a victim formally become a client of [SITE]?

3. Once [SITE] formally retains a client, what do you do at your first meeting?
 - a. In person?
 - b. Over the telephone?
 - c. What do you discuss in first meetings?
 - i. Do you have a process for determining a client's needs, goals, and objectives? If so, how does that work?
 - d. If the client decides not to pursue legal action, do you provide any additional information or service options? What does that entail?
 - i. When a client declines to participate in a criminal case that is already in motion?
 - ii. When a client decides not to report a crime in the first place?
4. What is the procedure for handling returning clients (old client with a new matter)? How does that differ from new clients?
5. Approximately how frequently do you meet with each client?
 - a. In person?
 - b. By Telephone?
6. How do you ensure that clients are engaged in decision making?
7. How do you discuss goals and expectations with clients?

- a. During intake?
 - b. Throughout the case?
8. What services do you (personally) provide for clients?
9. How often do you meet with your supervisor about your clients?
10. How often do you meet with the attorney representing a client?
11. What goals do you have for your work with clients?
12. Are there clients of [SITE] who receive social but not legal services?
13. How do you handle clients who are angry or frustrated with their cases?
14. What do you hear most often from clients who are satisfied with their services?
15. How do you help clients cope with trauma related to the legal process?
 - a. Do you work with their attorney to minimize trauma?
 - b. Do your services help to ameliorate trauma?
16. How do you ensure that clients are empowered during their experience at [SITE]?

17. Do you provide mental health services?
18. How do you handle cases where clients are afraid that receiving help, such as mental health assistance, will be used against them in their legal cases?
 - c. Is there a standard procedure for addressing this?
 - d. Do you discuss this with the legal team?

Training requirements

19. What qualifications are required to work at [SITE]?
20. What support do you need to be competent and successful in your role(s)?
21. Are you trained on trauma informed care? How do you define trauma-informed care?
 - a. Was this required for or provided by [SITE]?
22. Is there anything that you do to ensure that underserved populations have access to services?
 - a. Are you trained in culturally sensitive service provision?
 - b. How do you handle clients who do not speak English, deaf clients, etc.?

23. Do you provide any training on victims' issues to the community or to other service providers? If so, what type of training?

24. Is there anything else that we have not covered that you would like to share?

Thank you and have a great day. Feel free to email klugo@jrsa.org if you think of anything that you would like to add or have any questions or concerns.

Post-Test Focus Group Instrument with Staff on the Pilot Test and Formative Evaluation Process

Introduction Language

[agency name] has now completed the pilot testing of data collection for a potential outcome evaluation based on a conceptual model created to measure success in victims' rights enforcement programs. The purpose of the pilot test was to "road test" new data collection procedures to see how well they work, not to evaluate you on outcomes at this time. Specifically, we are interested in hearing about agency burden and the perceived effectiveness of this data collection model, the successes and challenges encountered during the pilot, and the feasibility of continuing these data reporting procedures (with tweaks or as is) during the next phase of funding.

We would also like to revisit the conceptual model developed prior to the pilot test phase and ask how applicable you think it is, now that the pilot test is over. The information you provide will be used to improve the model itself and any full program evaluation that may occur as a result of this formative work.

Note: It is possible that we will not get through all these questions in the hour that we have set aside for this meeting. To respect your time and schedules, we will plan to send a short SurveyMonkey questionnaire to you after this meeting that will cover any topic areas that we did not have time to ask you about.

Focus Group Questions

Conceptual Model and Measures Pilot-tested

1. Overall Impressions: Do you feel the information collected with the pilot test tool will help you improve legal services than data collected previously? Please explain.
 - a. What did you think of the data collected generally?
2. Measures that we collected (activities data, organizational outcome measures, and revised client survey questions – *show on slide*):
 - a. Do you think they capture the outcomes you strive to deliver?
 - i. Are there any you would cut out? Which ones, why?
 - ii. Any you would add? Which ones, why?
 - iii. Any you would change? Which ones, why?
 - iv. How will you use these data?
 - b. Which measures were feasible to collect on an ongoing basis?
 - c. Which measures would be too difficult to collect on an ongoing basis? Why?
 - i. Any you would suggest to replace them?

[Karen/Susannah: ask particular questions on data reported by each site here.]

1. The Conceptual Model – do the portions of the conceptual model that apply to rights

enforcement still make sense as a representation of victim legal services and the outcomes we should try to measure? [*show on slide*]

Fidelity testing/questions

3 kinds of measures: Context, Compliance, Competence. Our activities data will answer the compliance measures, whereas Context (and Competence to a lesser extent) will come from the interviews and focus groups.

1. Context fidelity measures
 - a. Prerequisites: Thinking of prerequisites that must be present to deliver services, such as funding, personnel, partnerships, and other resources, did you have what you needed to provide services during the pilot test?
 - i. Were any of these resources or inputs affected by COVID (funding, personnel levels, etc.)?
 - ii. Did anything else occur during the pilot period, such as the passage of legislation or some other event, that we should know and understand?
 - b. Other COVID Effects
 - i. How did COVID-related delays affect your ability to serve clients as you ideally would?
 - ii. How did the change to so many virtual proceedings during COVID affect your ability to serve clients as you ideally would?
 - iii. Were there differences in levels client engagement throughout services due to COVID? E.g., did you experience more client attrition due to COVID-related challenges?
 - iv. What is the current state of COVID impacts on operations now, 16 months into the pandemic?
2. Competence fidelity measures
 - a. Very often, when implementing a new data collection or evaluation like this, there can be resistance to implementing the new activity by some or all staff. This is entirely normal, since staff usually understand a lot more about their environment and the services they deliver than external evaluators.
 - i. Were there any particular parts of this pilot test process that caused concern, either at the time or that should be considered during the process and outcome evaluations (should our funding continue)?
 - ii. What would be important for us to know about how you deliver services that, as a result of the pilot test experience, you might feel we don't understand?
 - iii. What would you change about the process if you had to do it over again?

Pilot Test Process

1. Did the activities undertaken in the pilot test cause a burden on the agency? If so, please explain what you believe caused this (e.g. training, data collection, system update problems, etc.).
 - a. In addition to hours billed to us and the cost of SurveyMonkey, is there anything else we should know about the burden involved with preparing for, implementing, and completing the pilot test?
 - i. Besides items that you have billed, or will bill us for, we want to understand the level of resources that it took to do this, and whether it was more/less than you expected.
 - b. What aspects of the pilot test process went smoothly?
 - c. What aspects were particularly difficult? What barriers did you encounter?

Items for moving forward

As a reminder, we have submitted a proposal to NIJ for Phase 2 funding out of 3 for this project. If successful, we will move into the next phase, which is the process evaluation. The main activities proposed include our directly observing public moments (court proceedings) from a safe distance, and working with attorneys and other staff on services activities journals at three time points. The purpose is to:

- a. *Gain a much deeper understanding of your client services processes before proposing an outcome evaluation.*
 - b. *Solidify a rigorous final outcome evaluation design for Phase 3 funding using this knowledge gained during Phases 1 and 2.*
1. Assuming we are successful in our funding proposal to move into the process evaluation phase of this evaluation project, what kinds of concerns do you have about that process?
 2. Do you think you could continue reporting the activities and outcomes data to us during that period, now that the mechanisms are already set up? What would have to change? Would it be possible to make small tweaks as needed based on these discussions?

Thank you!

We have so enjoyed working with you. We will finalize assessing the data quality and use the information from today's discussion to create a site-specific report with recommendations for next steps. As well, don't forget to invoice us for all time invested in the project!

(If didn't get through everything) Please also be on the lookout for the SurveyMonkey to cover our remaining questions. Have a great day!

Appendix C: Implementation Guides and Pilot Data Reporting Forms

What Constitutes Success? Evaluating Legal Services for Victims of Crime

Arizona Voice for Crime Victims (AVCV) Pilot Test Implementation Guide

Status: *Completed*

Version: *2.0*

Prepared by: Justice Research and Statistics Association

Date Created: 12/12/2019

Date last revised: 2/1/2021

Purpose, Audience and Objectives of this Implementation Guide

Who Should Use This Guide?

This guide was developed for AVCV staff who provide legal services to victims, particularly attorneys and social workers, who may report data for this pilot test of new data collection and reporting.

Purpose

The purpose of this implementation guide is to lay out the steps to execute the pilot test which will inform the evaluability assessment¹ and proposal for a full evaluation design to follow. This guide contains: a brief introduction to the project and its key personnel; an overview of the five stages of the project; a detailed implementation plan for the pilot test; and information on how readiness for full process and outcome evaluations will be assessed. Supplementary background information is also provided in appendices to fill in the context of the material in the main sections of this guide.

5 Key Sections:

- Site checklist of pilot tasks and deliverables on **pages 4-5**
- Outcome measures to be pilot tested in Table 2 on **pages 11-13**
- Service delivery activity data to be reported on **pages 16-19**
- Data transfer, data security, and privacy protocols on **pages 20-22**
- Revised survey instrument in Appendix D on **pages 30-33**

What Will Users of This Guide Gain?

- Understanding of the project’s purpose and the five stages of formative evaluation (Fig. 1)
- Understanding of the questions the pilot test seeks to answer
- Knowledge of the data to be collected for the pilot test and understanding of the procedures for data collection and reporting
- Understanding of how pilot test results will be used in the evaluation assessment and in a funding proposal for a full evaluation

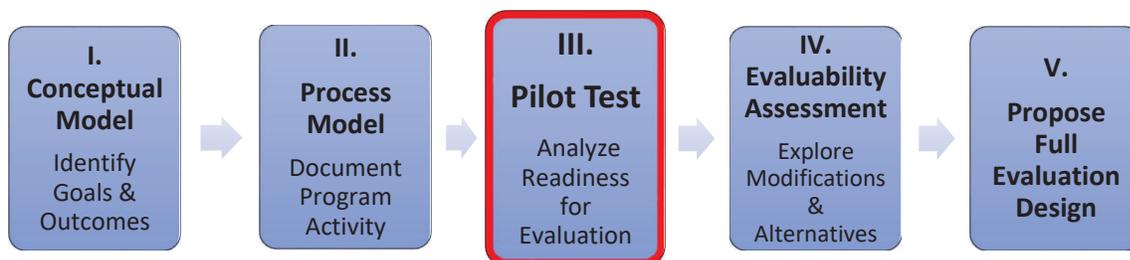


Figure 1. Five Stages of Formative Evaluation

¹ An evaluability assessment assesses how ready a program is to undergo a full evaluation. It can be used to identify data elements and procedures that work well, and possible course corrections needed before undertaking a full evaluation, or to determine that a program is not yet ready to proceed. It is one product of the larger formative evaluation process, which serves as preparation for a full evaluation.

Site Checklist of Tasks and Deliverables

Now that the outcome measures to pilot test have been agreed, the checklist below outlines the next steps along with the estimated timeline. You can find further information on each of the tasks in the designated sections of this guide.

	Deliverables:	Main tasks:	Estimated date of completion (subject to change):	Further information:
<input type="checkbox"/>	Training webinar	<input type="checkbox"/> 1. All staff to attend 1-hour training webinar on pilot data collection and delivery (including security)	1/27/2021	Implementation Guide & Excel Template for Reporting Service Delivery Activities
<input type="checkbox"/>	Adjustments to Case Management System (CMS) to enhance pilot data collection	<input type="checkbox"/> 1. Provide cost and timeline to modify CMS ^a	1/8/2021	Implementation Guide sections on: “Pilot Data Collection: Outcome Data to be Collected in Pilot Test” (pages 9-11) Table 2 (pages 11-13)
		<input type="checkbox"/> 2. Add new fields or refine existing fields in CMS	1/8/2021	
		<input type="checkbox"/> 3. Collect pilot data covering case activity for period specified 4. Record amount of payroll hours spent collecting or reporting new/modified data (burden) ^a	12/1/2020 – 5/31/2021	
<input type="checkbox"/>	Amendments to client satisfaction surveys to enhance pilot data collection	<input type="checkbox"/> 1. Add/modify client satisfaction survey questions	12/15/2020	Implementation Guide sections on: “Pilot Data Collection: Outcome Data to be Collected in Pilot Test” (pages 9-11) Appendix C & D (pages 25-33)
		<input type="checkbox"/> 2. Purchase SurveyMonkey ^b , set up survey online and test run data collection and reporting (with JRSA’s assistance)		
		<input type="checkbox"/> 3. Email survey link to clients. (Note: paper surveys can still be mailed to clients and a designated staff member will enter the responses into SurveyMonkey when surveys are returned)	12/1/2020 – 5/31/2021	

		<input type="checkbox"/>	4. Follow up with clients to elicit survey responses		
<input type="checkbox"/>	Activities of Service Delivery and Fidelity Monitoring	<input type="checkbox"/>	1. Record data on program activities at the <i>case level</i> (completed in person, virtually or by phone, and client engagement measures) and <i>organizational level</i> (# of MOUs, # of referrals)	12/1/2020 – 5/31/2021	<p>Implementation Guide sections on:</p> <p>“Activities of Service Delivery and Fidelity Monitoring” (page 13-15)</p> <p>“Data Reporting Form for Activities of Service Delivery and Fidelity Monitoring” (page 16-19)</p> <p>Excel Template for Reporting Service Delivery Activities</p>
<input type="checkbox"/>	Pilot test data transfer and post-pilot staff interviews	<input type="checkbox"/>	1. Post-pilot interviews with staff by phone/email on some measures and staffs’ experiences of the pilot test	6/21/2021	<p>Implementation Guide sections on:</p> <p>“Data Transfer Procedure” (page 20)</p> <p>“Post-Pilot Test: Final Deliverables and Next Steps” (page 21)</p>
		<input type="checkbox"/>	2. Deliver/transmit pilot test CMS and survey data to JRSA at two time points	3/15/2021 and 6/15/2021	Appendix H (page 38)
					Appendix I (pages 39-40)
	Final deliverables (tasks to be performed by JRSA and NCVLI)		1. Determine site’s evaluation readiness	7/31/2021	Implementation Guide section on:
			2. Propose any data collection improvements	7/31/2021	
			3. Produce technical report for AVCV	8/31/2021	
			4. Phase 2 Final report for NIJ	9/30/2021	

^a These costs can be billed back to the project per the subaward agreement.

^b Initial cost of 1-year subscription for SurveyMonkey can be covered by the project subaward.

Project Information

Project Manager	Kris Lugo-Graulich	Project Sponsor	National Institute of Justice (NIJ)
Business Owner	Arizona Voice for Crime Victims (AVCV)	IT	JRSA: Mainspring AVCV: CaseFramework
Project Description	<i>This project is a formative evaluation of victim legal services, with a focus on victims' rights enforcement. This involves the development of a conceptual model to guide the evaluation design, pilot testing data collections, and conducting evaluability assessments at three sites, including AVCV. At the end, a proposal will be made to NIJ to extend the project to the next stage of evaluation.</i>		

Project Overview

This National Institute of Justice (NIJ)-funded project is a researcher-practitioner collaboration between the Justice Research and Statistics Association (JRSA), the National Crime Victims' Law Institute (NCVLI), national experts, and local programs. The purpose is to establish a foundation for rigorous evaluation that can inform and support excellence in victims' rights enforcement work and other legal services for victims.

Arizona Voice for Crime Victims (AVCV; see Appendix A for site information), along with two other agencies, have agreed to be the pilot sites for a new phased evaluation design (described in the next section). The objective of this guide is to provide instructions for conducting the pilot test of measures to be assessed for their usefulness in a full evaluation.

Management Oversight and Project Personnel

NIJ oversees the project in terms of budget, compliance with human subject protocols² and approval of project reports and publications. Mary Atlas Terry and Angela Moore Parmley from the Office of Justice Programs are kept informed of progress. Key personnel are listed below.

Table 1. Project contacts

AVCV	Colleen Clase	Executive Director	colleen.avcv@gmail.com
JRSA	Kris Lugo-Graulich	Principal Investigator	klugo@jrsa.org
	Susan Smith Howley	Project Director	showley@jrsa.org
	Karen Souza	Research Associate	ksouza@jrsa.org
	Susannah Tapp	Research Analyst	stapp@jrsa.org
NCVLI	Meg Garvin	Executive Director	garvin@lclark.edu
	Julie Hester	Project Director	juliehester@lclark.edu

² JRSA's Institutional Review Board (IRB) has approved all human subjects protocols (protections for victims' privacy and safety) related to this project.

Overview of Current Evaluation Work: 5 Stages

Three sites have been selected to participate in this project: Arizona Voice for Crime Victims (AVCV), Maryland Crime Victims' Resource Center (MCVRC), and Oregon Crime Victims Law Center (OCVLC). The project consists of five stages, briefly outlined on the next two pages. The remainder of this guidebook will focus on the pilot test.

Stage I. Conceptual Model: Identify Goals and Outcomes

The purpose of a program and its expected outcomes and impacts must be outlined in detail before evaluation activities occur (Black, 2016). Therefore, the *conceptual model* developed during Stage 1 of this work (Appendix B) guided the selection of measures to be pilot tested.

Stage II. Document Program Activity

Prior to evaluation, the current status of a program must be determined, including why the program is expected to be effective (United States Agency for International Development, 2017; Wholey, 2004). Through an analysis of documents, including standard operating procedure guides, policies and procedures manuals, and public-facing printed materials, as well as interviews with site staff, AVCV's typical program activities were documented in a process flow created to show the client services process from beginning (intake) to end (case closure) (see Fig. 2 on page 14). These were then matched against the conceptual model to determine which portions of it applied to AVCV's specific services.

Stage III. Pilot Test: Analyze Readiness for Evaluation

An *evaluability assessment* determines whether a program can be evaluated (Wholey, 2004). Part of this process involves determining the potential for a program to achieve its identified goals. It also involves looking at existing data to determine if there are measures that can be used for evaluation, which is the purpose of the pilot test. The pilot test results will also help determine whether the possibility to conduct a rigorous evaluation involving a *randomized control trial* (RCT) or a *quasi-experimental design* exists (see Appendix E for definitions and further details).

In the readiness analysis, the research team will assess:

- the ability to measure outcome variables tracked in case files or CMS;
- the ability to capture outcomes via staff interviews or questionnaires;
- the agency burden and feasibility of implementing additional data collection;
- whether a cost-benefit analysis would be feasible in a full evaluation, especially if the assessment of burden during the pilot test shows that it may come at some cost;
- whether AVCV is aware of other data that could be used to measure outcomes; and
- whether any of the pilot test measures may also be reported on cases that closed prior to the pilot test launch (baseline data) in order to capture any trends.

Stage IV. Evaluability Assessment: Explore Modifications and Alternatives

Often, the primary limitation in evaluability for some programs is the quality of their data, not the quality of the program. Therefore, one advantage of a *formative evaluation* is that it allows for changes to be made before a full evaluation is carried out (Wholey, 2004).

So far, AVCV has shared their data collection instruments and grant reports with the research team. Next, the pilot test will involve collecting raw data on program activities and client case outcomes. This will help determine whether there is enough data of sufficient quality to move forward. In order to prepare AVCV for evaluation, some recommendations for modifications to data collection may be proposed after the pilot test is completed.

Stage V. Propose Full Evaluation Design

Once the evaluability assessment is complete, JRSA and NCVLI will work with AVCV to develop a full evaluation design to be proposed to NIJ for further funding. If approved by NIJ and the three sites, public-facing versions of the implementation guides will also be generated for others in the field interested in developing evaluations. These will be disseminated through our respective organizational websites and with assistance from NIJ and subject matter experts (SMEs).

The Pilot Test

The purpose of this implementation guide is to outline the steps required to execute the pilot test of data collection. This section details the research questions, types of data to be collected, and next steps after completion.

Research Questions to be Addressed by the Pilot Test

This pilot test aims to answer two main questions that will inform future phases of this evaluation work:

1. Can AVCV implement and collect data on the measures proposed?
 - a. Is the burden manageable/feasible?
 - b. What is the quality, reliability, and validity of the data collected?³
 - c. What adjustments should be made based on the pilot test?
 - d. Do these data provide useful information for AVCV?
2. Can a comparison group be identified so that the most rigorous research design⁴ possible could be used to assess the effect of AVCV services on victim outcomes?

Assumptions

The data collection procedures in this guide are designed based on several assumptions:

- AVCV staff have the legal knowledge and qualifications to adequately represent victims.
- Staff are voluntarily willing to participate in the project.
- AVCV has the resources to provide the services within their mission.
- AVCV is in compliance with any legal regulations and grant requirements.
- All data shared by AVCV are theirs to share and in compliance with legal regulations.

While it is assumed that AVCV has sufficient resources to provide basic services, understandably, there is a limit to the amount of time and resources that can be dedicated per client. Therefore, some activities identified as important to achieving desired outcomes may not take place in every case. It will be important to examine if any key activities are not performed and why. This is particularly important in light of the coronavirus (COVID-19) pandemic, which has disrupted court proceedings across the country, and in light of staff turnovers that may occur. ***We realize that due to COVID-19, the data collected may not accurately reflect the work done by AVCV or the full value of the services provided. This will be taken into account in assessing the quality of the data and noted in the final report.***

Pilot Data Collection

AVCV staff will be collecting two types of data during the pilot test period: 1) client outcome data, and 2) data on program activities, including *fidelity measures* (described below). Much of this data is information that AVCV already reports for grant purposes, although a few additional items for each activity are also being requested. ***Data will be reported for each individual case, for all cases that close during the 6-month period from December 1st 2020 to May 31st 2021. For cases that have not yet closed within this timeframe (e.g., cases pending***

³ Validity assesses whether a measure captures what we really want to know, and reliability refers to whether the information is reported consistently every time it is reported.

⁴ A rigorous research design enables us to see the differences in outcomes between those who receive certain services, or who receive services delivered in a specific way, and those who do not.

because of COVID-related delays), this status will be noted in the reporting spreadsheet and the data will be submitted as-is.

1) Outcome Data to be Collected in Pilot Test

Based on the site visit and follow-up discussions with staff, it was determined that AVCV has the capacity to track additional data for the pilot test (for more information about the site visit, see Appendix F). Table 2 contains a list of *5 new short- and long-term outcome measures* from the conceptual model that have been agreed upon for pilot testing. In addition, modifications to *6 existing outcome measures* (i.e., data that AVCV already gathers and reports for other purposes), were identified and approved for testing.

These data will be gathered using two main sources: 1) CaseFramework (AVCV's case management system, or CMS) and 2) client satisfaction surveys. The Executive Director will decide which staff member(s) will be responsible for sending and receiving the surveys. In order to implement the new/modified measures, AVCV will perform two tasks: i) add a limited number of new fields or refine existing fields in CaseFramework, and ii) add/modify questions in the current client satisfaction survey. A limited amount of additional information will also be collected via staff interviews at the end of the pilot period.

SurveyMonkey. Since the data for many measures of success proposed in the conceptual model involve questions asked of clients in the survey, we would like to test the ability to increase response rates and elicit more variety in clients' responses. Therefore, in addition to testing new/modified questions, AVCV has agreed to test different versions of invitation and consent language (see Appendices C and D) and to deliver the survey online using SurveyMonkey, in addition to AVCV's current method of mailing out paper surveys (paper surveys will also implement the modified invitation language and new/modified survey questions). The initial cost of a one-year subscription for SurveyMonkey can be covered by project funds.

The anticipated benefits of these changes are that:

- the use of an online survey can help to streamline data collection and increase response rates;
- more nuanced client feedback elicited by revised questions can be used to identify AVCV's successes and areas of opportunity for continuous improvement; and
- the information can be used to better tell AVCV's story in grant applications and in community and partner outreach.

Measuring Burden. Also of interest is measuring the burden that implementing this data collection may impose on the agency, if undertaken on a more permanent basis. This information will be used to identify measures that may be too burdensome to report in a full-scale evaluation. AVCV will, therefore, provide information on CaseFramework and IT-related charges, as well as the cost of payroll hours spent to undertake the changes described above. These costs can be billed to the project per the subaward agreement.

The sequencing of tasks that AVCV will complete for outcome data collection is as follows:

- AVCV will determine the costs and timeline associated with making the proposed changes to CaseFramework.
- AVCV will agree to undertake the agreed additions/modifications to CaseFramework and

implement the survey via SurveyMonkey.

- JRSA will assist AVCV with purchasing SurveyMonkey, setting up the survey online, and testing its data exporting capabilities. AVCV will also be able to print paper copies of the survey to mail to clients who request this option (a separate MS Word document is provided for easy printing access).
- AVCV will collect data in CaseFramework on the CMS-related new and modified measures in Table 2 below. **These data will be reported for individual cases (active and closed) covering the six-month pilot period from December 1st 2020 to May 31st 2021. Data reporting will occur at two time points: March 15th 2021 and June 15th 2021.**
- The Executive Director or a designated staff member will email the SurveyMonkey link to clients when their case closes and follow up with them to encourage completion during the pilot test period. For clients who prefer paper surveys, the Executive Director or a designated staff member will mail paper copies to clients and enter the responses into SurveyMonkey when the completed surveys are returned.

Table 2. Pilot data to be collected from AVCV

NEW MEASURES					
Category	Rank	Concept	Related AVCV Existing Measure	Data Source	New Measure
Short-Term Outcome	1	Victim reports feeling their views were represented	None	Client Satisfaction Survey	Survey question: <i>Did AVCV make sure your views were heard during your case?</i> (Scale of 1-5) (Separate question) <i>Was there any point at which you felt your views were not heard?</i>
Long-Term Objective	2	Increased trust in legal system to operate fairly	None	Client Satisfaction Survey	Survey question: Court-Related Empowerment Scale with added item: <i>If someone I know were to experience a crime, I would encourage them to report it.</i>
Short-Term Outcome	3	Victim reports having/understanding available legal options	None	Client Satisfaction Survey	Survey question: <i>On a scale of 1-5, were you given enough information to make your own decisions throughout your legal case?</i> (Separate question) <i>If not, what could we have done better?</i>

Long-Term Objective	4	Survivors and families reintegrated into the community and feel supported	None	Client Satisfaction Survey	Add second survey question: Social Support Scale
Short-Term Outcome	5	Victim receives outcomes they perceive as just	None	Client Satisfaction Survey	Survey question: <i>Was your goal met in a way you felt was appropriate?</i> (Scale 1-5) (Separate question) <i>If not, what else could have been done to meet your goal?</i>

MODIFIED MEASURES

Category	Rank	Concept	Related AVCV Existing Measure	Data Source	Modified Measures
Short-Term Outcome	1	Victim has financial & resource losses minimized	<i>Did AVCV offer you information or aid in requesting victim compensation and/or restitution?</i>	CMS	From client file/CMS: note whether any eviction was prevented, school enrollment or employment maintained, victimization related expenses met, etc. as a result of comp, restitution, or other representation provided. Note amount of loss prevented/recovered if available.
Long-Term Objective	2	Empowerment & self-efficacy	<i>Do you have an increased functioning and feeling of well-being? Were you able to exercise your rights in the criminal justice system?</i>	Client Satisfaction Survey	Survey question: Self-Efficacy Scale
Short-Term Outcome	3	Victim reports understanding their rights	<i>Do you feel that you have an increased understanding of your legal rights because of your involvement with AVCV?</i>	Client Satisfaction Survey, CMS	<i>Did our services help you understand your rights as a crime victim?</i> (Scale of 1-5; expansion on survey item)

Short-Term Outcome	4	Victim receives services tailored to their expressed needs	Are you satisfied with the services provided by AVCV?	Client Satisfaction Survey	Survey question: <i>Did the services provided, or the referrals you received to other agencies, meet the needs you expressed to AVCV staff?</i> (Scale of 1-5) (Separate question) <i>Can you explain?</i>
Short-Term Outcome	5	Policy/practice in place among partners for victim support referrals	General prosecutor SOPs involve victim support referrals # Referrals received by AVCV from outside agencies (list by type)	CMS, Grant Reports	In addition to items on left: Staff question: Does ____ have a policy or practice in place to refer clients to outside agencies for support? (Tie to each Prosecutor MOU) Staff question: Does ____ have a policy or practice in place to provide support to clients referred from outside agencies? (Staff Interviews; tie to each Victim Service Provider MOU)
Short-Term Outcome	6	Communities are educated about victims' rights and options to seek assistance	Number of trainings Number of outreach activities	CMS, Program Records	Increased referrals traceable to a particular training or outreach effort.

2) Activities of Service Delivery and Fidelity Monitoring

One of the primary goals of this pilot test is to understand AVCV's consistency in *implementation fidelity*. Fidelity measurement is a systematic process for determining whether, and to what degree, real-world performance matched the model created for service delivery (for more about fidelity concepts, see Appendix G). The process flow created to illustrate AVCV's service model is shown in Fig. 2 below. It outlines the key steps in the client services process.

Fidelity monitoring is important because only by understanding and measuring whether services have been delivered as intended (or with *fidelity*) can researchers and practitioners better understand how and why an intervention works, and the extent to which outcomes can be improved (Carroll et al., 2007). It also highlights key points where diversion from established practice may influence outcomes and should thus, be monitored.

Therefore, in addition to the new and modified outcomes data that AVCV will be collecting as described above, staff will also record information on the following: how services were delivered to capture the impacts of the COVID-19 pandemic (in person, virtually or by telephone); number

of times each service was delivered; and the amount of time it takes to record and report the data (i.e., burden of reporting). **These data will be reported for each individual case that closes during the six-month pilot period from December 1st 2020 to May 31st 2021. For cases that have not yet closed within this timeframe (e.g., cases pending because of COVID-related delays), this status will be noted in the reporting spreadsheet and the data will be submitted as-is.**

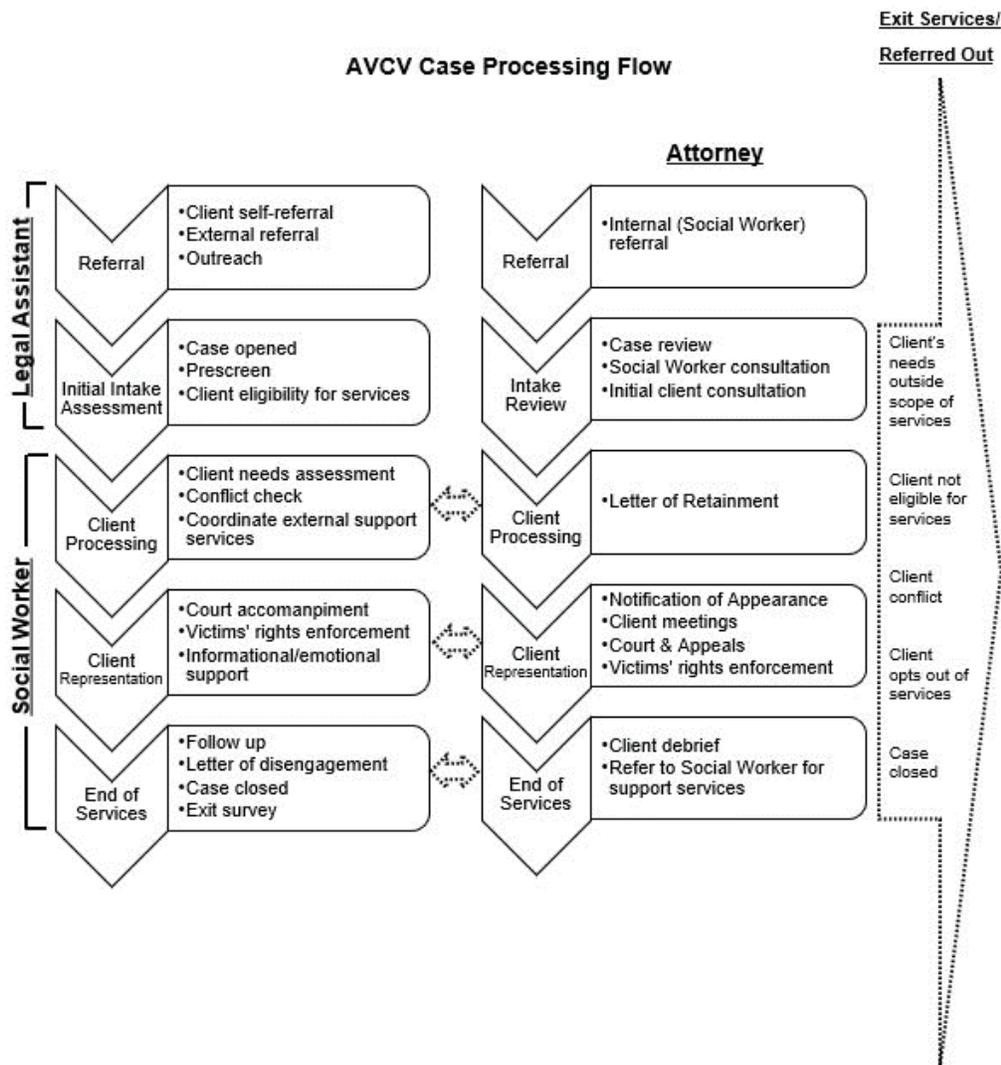


Figure 2. AVCV Case Processing Flow Chart

A template of an Excel spreadsheet containing the requested data points is provided as a separate file to assist staff with tracking this information, and the information on outcomes. However, if AVCV has the capability to pull this information at the individual case level in other

formats with less burden, such as running reports in CaseFramework that can extract this information more easily, they can provide such reports *instead of* manually completing the Excel spreadsheet for each case.

The sequencing of tasks that AVCV will complete for fidelity monitoring is as follows:

- Staff will use the Excel spreadsheet provided to track service activities delivered in each case (each case will be saved as a separate tab within the spreadsheet).

OR

- If available, AVCV will provide the information requested in another format for each case (active or closed) within the pilot period *instead of* manually completing the Excel spreadsheet.

Recording this information may be easier to do as cases progress rather than trying to compile it all at the end of the piloting period if it is known when cases are expected to close. Post-pilot interviews will be conducted with AVCV staff in June 2021 to gain feedback that the project team can use to modify these data recording procedures as needed if a full evaluation is funded after this pilot test.

Data Reporting Form for Activities of Service Delivery and Fidelity Monitoring

Case status (closed/active/delayed due to COVID-19): _____

Reason for contacting AVCV: _____

Type of victimization: _____

Who referred this case to AVCV? _____

Case start date/date representation agreement signed? _____

(If case closed) case end data/date termination letter sent: _____

If representation was provided, what was the issue? _____

If rights enforcement, which right(s)? _____

If non-legal advocacy, what was the issue(s)? _____

Did the client remain engaged throughout the resolution of the issue? (Y/N) _____

If not, when did the client cease participation? (Date) _____

Reason for ceasing participation: _____

[CONTINUE WITH DATA REPORTING TABLE BELOW]

Activity		Dosage	COVID-19 Effect				Burden		
Program Activity	Staff Responsible		Associated Outcome	# of times service provided	# of times in person	# of times virtually		# of times by phone	COVID-related delay, if any (total days)
Note: For any activities are not performed by AVCV, enter 'NA'.									
Needs assessment	Advocate/Attorney	Tailor services to client's legal needs							
Inform about rights	Attorney	Know rights							
Inform about legal options	Attorney	Know legal options							
Provide referrals		Policies/practices in place among partners to support referrals							
Notification about case events, by type (pretrial, trial/plea, sentencing, appeals, release)	Advocate/Attorney	Right to be informed							
Criminal court appearance	Attorney	Rights enforced							
Civil court appearance	Attorney	Obtain TPO, Safety							
Protective order filed	Attorney	Safety							

Activity		Dosage	COVID-19 Effect				Burden	
Note: For any activities are not performed by AVCV, enter 'NA'.			# of times in person	# of times virtually	# of times by phone	COVID-related delay, if any (total days)		Amount of time to record/report the data (minutes)
Program Activity	Staff Responsible	Associated Outcome	# of times service provided	# of times in person	# of times virtually	# of times by phone	COVID-related delay, if any (total days)	Amount of time to record/report the data (minutes)
Protective order appealed/ extended	Attorney	Safety						
Protective order enforced	Attorney	Safety						
Criminal court accompaniment	Advocate	Rights enforced						
Civil court accompaniment	Advocate	Rights enforced						
Follow-up/check in	Advocate/ Attorney	Victim informed						
Compensation claim filed	Advocate/ Attorney	Financial loss minimized						
Compensation claim appealed	Advocate/ Attorney	Financial loss minimized						
Assist with impact statement	Attorney	Views represented, right to be heard						
Community outreach: hours	Advocate/ Attorney	Educate community						
Community outreach: # of contacts	Advocate/ Attorney	Educate community						

Activity Note: For any activities are not performed by AVCV, enter 'NA'.		Dosage	COVID-19 Effect				Burden
			# of times in person	# of times virtually	# of times by phone	COVID- related delay, if any (total days)	
Program Activity	Staff Responsible	Associated Outcome					
Survey sent	Executive Director and/or designated staff	Evaluation					
Survey response collected	Executive Director and/or designated staff	Evaluation					

Data Transfer Procedure

Once the new/modified CMS fields are set up and the client survey has been programmed in SurveyMonkey, a data transfer test run will be performed with a few cases to ensure that programming in both systems are functioning properly and if necessary, adjustments can be made. AVCV will then gather the activities and CMS-related outcome data from CaseFramework on all cases (active and closed) during the pilot test period from **December 1st 2020 to May 31st 2021**. As agreed, AVCV will transfer the pilot test data to JRSA at two time points: **March 15th 2021 and June 15th 2021**.

Paper surveys and downloading survey data from SurveyMonkey:

- Responses from paper surveys will be entered into SurveyMonkey by AVCV staff designated by the Executive Director (i.e., staff will click on the SurveyMonkey link and manually transcribe the responses into SurveyMonkey).
- The survey responses will be downloaded in Excel or .csv format directly from SurveyMonkey (see Appendix H for step-by-step instructions on how to download SurveyMonkey data).

To prepare all data for transfer to JRSA:

- AVCV will remove clients' names, addresses, and all other personally identifiable information (PII) from the data files prior to transferring the data to JRSA.

Transferring the pilot test data to JRSA:

- The data files containing the activities and outcomes data from CMS, and anonymized survey data will be uploaded to a secure folder via SharePoint.
- The JRSA research team will send AVCV an email link to the secure folder. To gain access to the folder, AVCV staff will be required to complete a two-step secure authentication process (see Appendix I for step-by-step instructions on accessing SharePoint).
- Upon receipt of the anonymized data files, JRSA will check for data completeness and confirm with AVCV.

Security and Privacy

This section details AVCV's security protocols to keep data private, confidential and secure.

Surveys

AVCV may share non-personally identifying, data and demographic information regarding services to its clients for the purpose of complying with federal, state, or tribal grant reporting requirements. To maintain the privacy and confidentiality of AVCV's clients, all client surveys will be anonymous. AVCV will not be able to identify which client completes a survey unless the client chooses to identify themselves to AVCV. If so, AVCV will not disclose the client's identity to JRSA. Data collected from client surveys will be transferred to JRSA by victimization type.

Surveys are sent electronically and via US Mail. The online survey platform is password protected and only AVCV employees with grant reporting duties may access the surveys.

Surveys that are sent through the mail include a stamped return envelope that is addressed to AVCV's PO Box.

Client Files

Paper client files in open cases are stored at AVCV's office, at ASU, in locked file cabinets. The file cabinets remained locked, even when staff are in the office. Keys to the file cabinets are in a locked box. Additionally, doors to this area are locked and require a badge entry. Paper files in closed cases are stored at AVCV's rented and locked storage unit that is inside of a locked building and inside of a locked gate. Any paper file that is removed from the AVCV office must be noted on the weekly report and must remain in the employees' control at all times. Once an employee leaves AVCV, they will no longer have badge access to the building/office.

Electronic Files

Electronic files for both open and closed cases are stored on ASU's shared drive that is password protected. AVCV will maintain an electronic file up to seven years after the representation ends. Once an employee leaves AVCV, they will no longer have access to the shared drive. The server hosting the share drive is located at ASU's School of Law.

CaseFramework

CaseFramework (CFW) is the web-based case management system employed by AVCV. CFW is built on a Microsoft .NET platform using ASP, HTML and PHP. The backbone of the application uses a SQL database. An encryption license has been purchased. Data is secured by encrypting every packet transferred. The .NET platform has its own security services. CFW runs on a server hosted and maintained by GoDaddy, a domain and web hosting provider. Information collected by CFW is never erased. When a case is closed, all data produced is archived. Access to CFW is password protected. All passwords are hashed. Once an employee leaves AVCV, they will no longer have access to CFW.

JRSA Data Security

Security measures for data transfer, storage, access, and analysis are contained in JRSA's Privacy Certificate, which is on file with the National Institute of Justice. A copy is also contained in Appendix J.

Post-Pilot Test: Final Deliverables and Next Steps

At the end of the pilot test, AVCV will transfer the data collected to the research team for analysis per the protocol above. The research team will then carry out post-pilot interviews with AVCV staff to answer some questions (not related to individual clients) and to ascertain the successes and challenges encountered during the pilot data collection and reporting. JRSA will use this information to complete the evaluability assessment. AVCV will be informed whether their site is ready for further evaluation or if any changes would be required to enable further evaluation to take place. A technical report will be submitted to AVCV detailing the agency's potential for rigorous evaluation. A conference call will be scheduled to discuss the results in this report and AVCV's desire to go forward with applying for Phase 2 funding, which will involve an in-depth process evaluation of service delivery. The proposal for the process evaluation may be due earlier than the end of the pilot test, however, in which case JRSA and NCVLI will hold separate discussions about that possibility with AVCV to prepare for it.

In addition, JRSA will submit to NIJ a final report detailing all project activities and research results, along with feasible options for full process and outcome evaluation research designs. JRSA will archive all datasets with the National Archive of Criminal Justice Data (NACJD) as required, along with all documentation necessary for others to reproduce the findings from our de-identified test data.

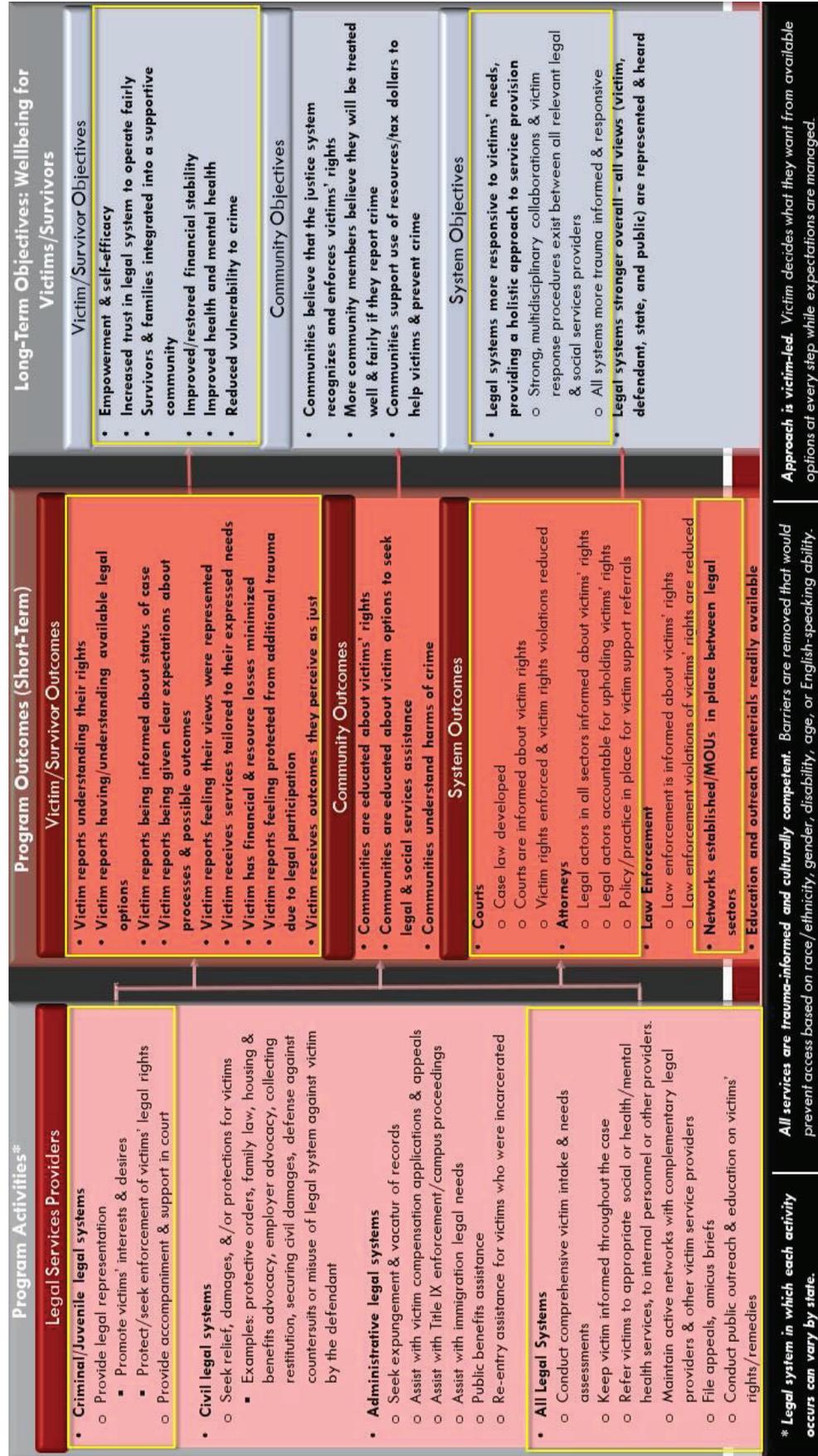
Appendix A: About Arizona Voice for Crime Victims (AVCV)

Arizona Voice for Crime Victims (AVCV) was founded in 1996 by Mr. Steven J. Twist and Sen. Jon Kyl to provide pro bono legal representation and social services to victims of crime across the state of Arizona. AVCV is unique in that it was the first organization of its type in the country to address both the legal and emotional needs of victims. AVCV collaborates with the Sandra Day O' Connor College of Law at Arizona State University to allow law students to volunteer at the clinic, engaging in tasks ranging from accompanying victims to court, researching issues related to victims' trauma, researching legal issues, and drafting legal pleadings.

Since its inception, Arizona Voice for Crime Victims' attorneys have been counsel of record for numerous victims in state and federal courts and have successfully litigated victims' rights issues, creating case law that preserves and protects, defines, and implements the constitutional and statutory rights of victims. In recent years, AVCV has formed groundbreaking partnerships with various prosecuting agencies as well as the Arizona Department of Child Safety (DCS). Its partnership with DCS allows child-victims, who are in custody of the state and may not have an appropriate legal representative to ensure they have an opportunity to exercise their rights, to have their own counsel for the purpose of asserting rights guaranteed to them under the Arizona Victims' Bill of Rights. AVCV was chosen for this project because its work is focused strongly on victims' rights enforcement and it has a long history in this area.

AVCV's approach to direct services is holistic in nature. Their legal team provides victims with the opportunity to have meaningful participation throughout the criminal justice process while their social services team provides victims with a sense of hope, encouragement, and security while they wait for justice to be served. Through providing direct services to crime victims, AVCV has made significant progress in the area of crime victims' rights. This begins by asserting and enforcing victims' rights in the trial courts and litigating victims' rights issues in the appellate courts.

Appendix B: AVCV Conceptual Model (AVCV services and associated outcomes highlighted in yellow)



Appendix C: Sample Client Survey Invitation by Email or Mail Delivery

Instructions to Staff for Sending Client Survey Invitations

When a client's case closes, the Executive Director or designated staff member(s) will send a survey invitation letter. The documents to send to clients for both email and mail delivery options are listed below. (Note: the survey invitation letter, consent form and client survey are all provided in a separate MS Word file for easy printing access.)

Option 1: If sending by email

What to send:

- Survey invitation letter (see page 25)

INSTRUCTIONS: The email invitation letter is available in a separate MS Word file that can be used to: (1) amend the information highlighted in yellow in the invitation letter, and (2) copy and paste the full text into the body of an email to send to clients.

Option 2: If sending by mail

What to send:

- Survey invitation letter (see page 26)
- Paper copy of consent form (see page 28)
- Paper copy of survey

INSTRUCTIONS: The invitation letter, consent form and survey are available in a separate MS Word file which can be used to: (1) amend the information highlighted in yellow in the invitation letter, and (2) print out all pages of the document and mail the full package to the client.

Example of Survey Invitation Letter for Email Delivery

TITLE: How did we do?



[DATE]

Dear [CLIENT],

INSTRUCTIONS: Copy and paste the text below into the email invitation letter. It is important that the *exact language* is used so that we can test whether different versions of invitation can elicit more survey responses.

You were recently a client of AVCV. Your honest feedback is key to our ability to help more survivors. Knowing your opinions about our services will help us to serve you better in the future. Would you please complete this quick ten-minute survey?

To complete the survey online, click on this link: [SURVEYMONKEY LINK]

Thank you so much for your time!

[EXECUTIVE DIRECTOR OR DESIGNATED STAFF MEMBER]

Example of Survey Invitation Letter for Mail Delivery

TITLE: How did we do?



[DATE]

Dear [CLIENT],

INSTRUCTIONS: Copy and paste the text below into the invitation letter. It is important that the *exact language* is used so that we can test whether different versions of invitation can elicit more survey responses.

You were recently a client of AVCV. Your honest feedback is key to our ability to help more survivors. Knowing your opinions about our services will help us to serve you better in the future. Would you please complete this quick ten-minute survey?

Please choose **ONE** of the following options to complete the survey:

To complete the survey online, click on this link: [SURVEYMONKEY LINK]

OR

If you prefer to complete the survey on paper, please read over the consent form and complete the survey attached. Please return the completed consent form and survey by [DATE] to AVCV at: **PO Box 12722, Scottsdale, AZ 85267.**

Thank you so much for your time!

[EXECUTIVE DIRECTOR OR DESIGNATED STAFF MEMBER]

Appendix D: Informed Consent Statement and Revised Survey for Online or Mail Delivery

Informed Consent Statement for Online Delivery (Required by IRB)

This survey is intended to assure you experienced meaningful outcomes and to measure the quality of our crime victim assistance services. This survey is not intended to measure your satisfaction with prosecution and/or court-based activities related to your case. Please check the answer that most closely describes how you think and feel about the services you have received from Arizona Voice for Crime Victims (AVCV).

AVCV is also working with the Justice Research and Statistics Association (JRSA) and the National Crime Victims Law Institute (NCVLI) on a project to enhance AVCV's services. These survey questions ask only about your views and experiences receiving services from AVCV, not about your case itself. There are no anticipated negative consequences to you by completing this survey, but you may stop at any time or choose not to answer specific questions. Taking this survey is not required. Your name and any other information that would identify you will not be shared with anyone outside of AVCV staff. Only your anonymous responses will be shared with the research team. Your survey responses will not be made public. Only the research team will see them. We understand that your answers to the survey questions reflect your experiences and opinions only.

Although you will not be compensated for completing this survey, your responses will help us to improve the experiences of future clients of AVCV and other services that assist victims of crime. It should only take about 10 minutes to complete. If you have any questions about this survey, please contact Kris Lugo-Graulich of JRSA at klugo@jrsa.org or call 202-503-3518.

I confirm that I have read the information above and by clicking the “NEXT” button, I am agreeing to voluntarily participate in the survey.

Informed Consent Statement for Mail Delivery (Required by IRB)

This survey is intended to assure you experienced meaningful outcomes and to measure the quality of our crime victim assistance services. This survey is not intended to measure your satisfaction with prosecution and/or court-based activities related to your case. Please check the answer that most closely describes how you think and feel about the services you have received from Arizona Voice for Crime Victims (AVCV).

AVCV is also working with the Justice Research and Statistics Association (JRSA) and the National Crime Victims Law Institute (NCVLI) on a project to enhance AVCV's services. These survey questions ask only about your views and experiences receiving services from AVCV, not about your case itself. There are no anticipated negative consequences to you by completing this survey, but you may stop at any time or choose not to answer specific questions. Taking this survey is not required. Your name and any other information that would identify you will not be shared with anyone outside of AVCV staff. Only your anonymous responses will be shared with the research team. Your survey responses will not be made public. Only the research team will see them. We understand that your answers to the survey questions reflect your experiences and opinions only.

Although you will not be compensated for completing this survey, your responses will help us to improve the experiences of future clients of AVCV and other services that assist victims of crime. It should only take about 10 minutes to complete. If you have any questions about this survey, please contact Kris Lugo-Graulich of JRSA at klugo@jrsa.org or call 202-503-3518.

By checking this box, I confirm that I have read the information above and I am agreeing to voluntarily participate in the survey.

**Please return this form with your completed survey to AVCV at:
PO Box 12722, Scottsdale, AZ 85267.**

Arizona Voice for Crime Victims (AVCV) Client Survey

- 1) *What is the current status of your case? Active Closed
- 2) *For what issue(s) were you seeking assistance from AVCV?
- Domestic violence
 - Homicide
 - Sexual assault
 - Other (please specify) _____

Legal Services – Criminal Justice

- 3) Name of attorney(s) who assisted you (check all that apply):
- Eric Aiken Nathan Andrews Colleen Clase
 - Jessica Gattuso Thomas London Krista Ward
- 4) Did our services help you better understand your rights as a crime victim?
- Strongly Agree Agree Neither agree or disagree Disagree Strongly Disagree
- 5) Did AVCV’s services increase your level of participation in the criminal justice system?
- Strongly Agree Agree Neither agree or disagree Disagree Strongly Disagree
- 6) Do you have an increased understanding of the legal system because of your involvement with AVCV?
- Strongly Agree Agree Neither agree or disagree Disagree Strongly Disagree
- 7) Do you feel that the services provided by AVCV will make you more likely to report future crimes?
- Strongly Agree Agree Neither agree or disagree Disagree Strongly Disagree
- 8) Please indicate how much you agree with the following statements about your approach to overcoming challenges and achieving your goals:

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	No opinion
I will be able to achieve most of the goals that I set for myself.	<input type="radio"/>				
When facing difficult tasks, I am certain that I will accomplish them.	<input type="radio"/>				
In general, I think that I can obtain outcomes that are important to me.	<input type="radio"/>				
I will be able to successfully overcome many challenges.	<input type="radio"/>				

Safety Planning

- 9) Do you feel that the safety planning services provided by AVCV have made you better able to assess your safety needs?
 Strongly Agree Agree Neither agree or disagree Disagree Strongly Disagree
- 10) Do you feel that you are able to plan for your continued safety?
 Strongly Agree Agree Neither agree or disagree Disagree Strongly Disagree
- 11) Did AVCV services increase your ability to maintain safety?
 Strongly Agree Agree Neither agree or disagree Disagree Strongly Disagree

Victim/Social Advocacy

- 12) Name of the Social Service Employee(s) who assisted you (check all that apply):
 Mary Wallace Kassi Woods Not applicable (did not receive social services)
- 13) Do you feel that you have an improved support system?
 Strongly Agree Agree Neither agree or disagree Disagree Strongly Disagree
- 14) Did AVCV offer you information or aide in requesting Victim Compensation and/or restitution?
 Strongly Agree Agree Neither agree or disagree Disagree Strongly Disagree
- 15) Do you feel that you have an increased understanding of the victim services available?
 Strongly Agree Agree Neither agree or disagree Disagree Strongly Disagree
- 16) Did the services provided, or the referrals you received to other agencies, meet the needs you expressed to AVCV staff?
 Completely Very much Somewhat Not very much Not at all

Can you explain?

- 17) Did AVCV make sure your views were heard during your case?
 Always Often Sometimes Rarely Never

Was there any point at which you felt your views were not heard? Please explain.

18) Please indicate how much you agree with each of the following statements about the legal system:

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	No opinion
I think the courts will consider my rights and wishes just as important as the defendant's rights and wishes.	<input type="radio"/>				
I expect the courts will treat me fairly and listen to my side of the story.	<input type="radio"/>				
If I use the courts, I will probably have to do things I don't want to do.	<input type="radio"/>				
If I use the courts, I will probably be forced to accept an outcome I don't really want.	<input type="radio"/>				
If someone I know were to experience a crime, I would encourage them to report it.	<input type="radio"/>				

19) Were you given enough information to make your own decisions throughout your legal case?
 Always Often Sometimes Rarely Never

If not, what could we have done better?

20) Please indicate how much you agree with the following statements about your personal support system:

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	No opinion
There is someone with whom I can share my joys and sorrows.	<input type="radio"/>				
I have someone who really tries to help me.	<input type="radio"/>				
There is someone I can go to when I need emotional help and support.	<input type="radio"/>				
I have someone I can count on when things go wrong.	<input type="radio"/>				

21) Was your goal met in a way you felt was appropriate?
 Completely Very much Somewhat Not very much Not at all

If not, what else could we have done to meet your goal?

22) Were you satisfied with the overall experience and services received from the Arizona Voice for Crime Victims?

Completely Very Somewhat Not very Not at all

Optional Information:

Ethnicity: American Indian Asian Black/African American Caucasian Hispanic

Other (please specify): _____

Gender: Female Male

Additional Comments:

END OF SURVEY

Thank you for taking the time to complete this survey! We appreciate you giving us the chance to assist you. *If you require any further information, please contact us at (480) 600-2661.*

Appendix E: Identification of a Comparison Group

Randomized controlled trials (RCTs) are considered the gold standard in evaluation (Bärnighausen et al., 2017; Kim & Steiner, 2016). An RCT entails randomized assignment of treatment (services) between a group that receives the services and a group that does not in order to assess the difference in outcomes between the two groups. RCTs are currently the strongest method for ensuring that differences in outcomes are due to treatment effects and not inherent differences in the treatment and control groups.

However, there are statistical methods that can make other evaluation designs as robust as RCTs (Kim & Steiner, 2016). This is especially important in cases where random assignment, or denial of services, may be impossible or unethical (Bärnighausen et al., 2017). For example, quasi-experiments (evaluation designs that do not involve random assignment but approximate the conditions as well as possible) can be employed when the researcher cannot control who receives the services of interest, as is the case for victim legal services because these agencies cannot deny people services for the sake of experimental design. Therefore, an alternative method of isolating the effect of legal services on outcomes is needed.

One such approach is to identify a comparison group of victims who did not receive the same legal services. Researchers and site staff discussed ways in which a comparison group could be located. Some concerns were raised by staff about the likelihood of identifying a comparable comparison group and gaining access to comparable data on that group. Researchers discussed with AVCV the possibility of collaborating with external resources that make referrals to their organization such as district attorneys, police officers, non-profit organizations and gathering information on victims who they do not refer for services or who refuse services and their outcomes.

While a comparison group will not be needed for the pilot test, because the primary focus now is to test data collection and reporting protocols with AVCV, identifying a comparison group will be important for future proposals of evaluation designs. The possibility of utilizing the three pilot sites as comparison groups for each other on one or more variables, since they offer different suites of services to victims, is also being explored.

Appendix F: Stage 2 Site Visit – Information Gathered

The site visit for AVCV was conducted during the week of February 10, 2020. Kris Lugo-Graulich and Bradley Brick of JRSA were accompanied by Terry Campos from NCVLI to conduct the preliminary document review and staff interviews about service delivery and client case processes. The researchers also reviewed the CaseFramework database on site with the Executive Director and discussed exporting of pilot data for further analysis at JRSA, what would be needed to make any system changes for collecting new measures, and what would be necessary to revise the survey and explore alternate methods of delivery.

Existing Data Collection: Survey Data

AVCV provided to JRSA copies of their grant reports, exit survey, and a redacted version of a case in CaseFramework to researchers. The questions in the survey were compared to the conceptual model to determine what was already being asked on activities performed, and outcomes and objectives gleaned from clients' perspectives.

The surveys are currently sent to clients, along with a letter of disengagement, after their cases have closed, by a legal assistant, and the data is processed and retained by an external organization (the American Philanthropic Organization). The anonymized survey results are returned to AVCV. Based on interviews with AVCV staff, it was determined that around 20% of surveys are returned.

Some recommendations to increase client response rates are:

- standardizing invitation language across senders;
- delivering the survey online via SurveyMonkey using an email link. The initial cost for SurveyMonkey could be covered by the project subaward to AVCV. The Team Advantage Plan, which allows for A/B testing of different surveys (to test the effectiveness of different question structure and wording), reporting options, and other features, starts at \$900/year for 3 users (business plan). A personal plan for one user would cost \$384 per year. Again, this cost could be covered by project funds.
 - Electronic surveys, with links that can be sent by email or text message, can result in higher response rates by making it as easy as possible to respond (one click).
 - By testing different survey versions in the pilot tests, we can see whether different versions elicit higher response rates and/or better quality, more nuanced data.
 - For clients who do not have internet access, or otherwise prefer not to do an online version of the survey, responses can still be collected by phone or by sending a paper survey and having AVCV staff enter the responses into SurveyMonkey on receipt. Reports can then be generated directly out of the software.
 - This would require some commitment by AVCV to occasionally follow up with clients to elicit responses.
 - The labor cost for doing this should be tracked for the purpose of estimating burden involved. This labor cost can be billed to the project. After the pilot test, feasibility of implementing for a full evaluation can be assessed.

Existing Data Collection: CaseFramework Case Management System

Grant reports and information contained in legal tracking software were used to identify measures that might already be captured in existing systems. Grant reports provided basic information on specific services offered and the number of victims receiving each service. From a redacted copy of a case tracking report provided, a limited amount of information was identified before the site visit, and the project team was given a tour of AVCV's CaseFramework system on site.

Takeaways about CaseFramework capability and other conclusions:

After the site visit, researchers assessed the types and format of data AVCV currently tracks, whether and how much AVCV can share for evaluation purposes given attorney-client privilege, and AVCV's capacity to track additional data. This data assessment determined that:

- AVCV does have the ability to modify their case management system (CMS) by adding new fields or refining existing fields in CaseFramework.
- AVCV can help to identify measures that may be too burdensome to report in a full evaluation.

Appendix G: Fidelity Measures – Definitions and Background

Fidelity measurement is a systematic process for determining whether, and to what degree, real-world implementation matched the intent of the conceptual model for success. This typically involves the development and use of one or more measurement tools derived from an in-depth understanding of the model, the services it represents, and the model's constituent elements (Mihalic, 2004; Mowbray et al., 2003).

Ensuring fidelity means that evaluators can be sure that the success of a program is due to the program itself and not the failure of program staff to properly implement it (Bellg et al., 2004; Davies, 2013; Mowbray et al., 2003). However, fidelity can be difficult to measure when elements from different sectors of the system contribute to the same outcomes (Bruns et al., 2004); this is the case with victim legal services. Circumstances or events in the larger network of legal systems, many outside the legal service provider's control, often impact outcomes.

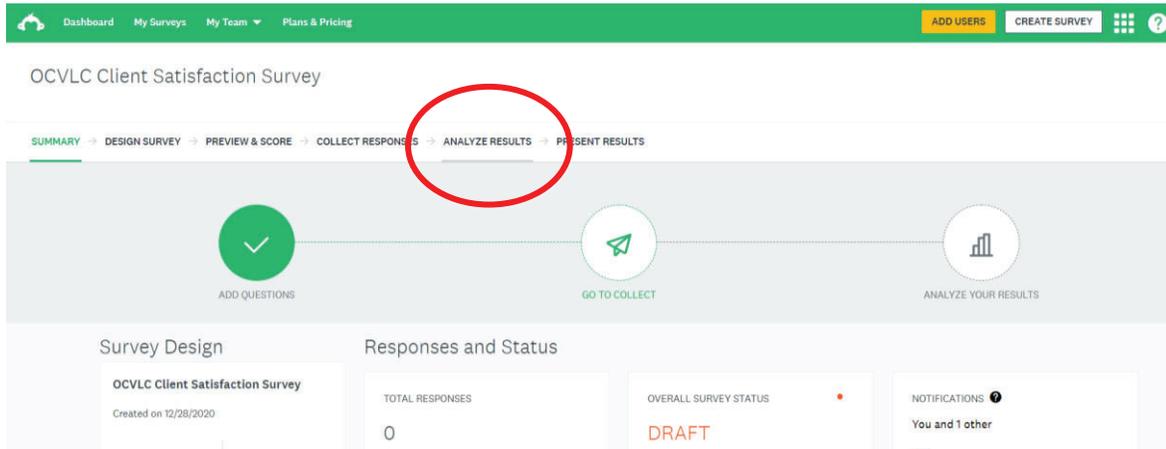
Elements in Measuring Fidelity

While several fidelity measurement frameworks and tools have been described in the literature (see, for example, Fixsen et al., 2005, Mihalic et al., 2004, and Mowbray et al., 2003), they tend to converge around three critical implementation features: context, compliance, and competence (Fixsen et al., 2005). *Context* measures pertain to the prerequisites for high-fidelity implementation, including those focusing on issues such as job qualifications, training, and the resources needed to properly deliver the model. *Compliance* measures focus on adherence to design elements and protocols, including proper exposure of clients to program or service content (Mihalic et al., 2004). *Competence* measures focus on quality of service delivery, including whether staff delivered the intervention with buy-in and skill, and whether clients were engaged and responsive to service efforts.

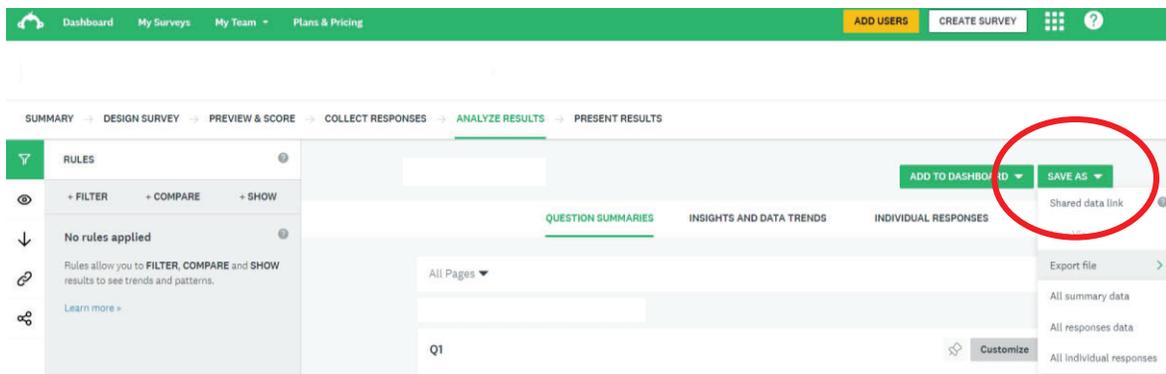
Each of the three sites will assist JRSA in drafting fidelity measures of all three kinds, as well as instruments to test them, by providing materials, information and input for JRSA to draft the guides as well as reacting to drafts and contributing collaboratively to refinements until they are complete.

Appendix H: Instructions for Downloading SurveyMonkey Data

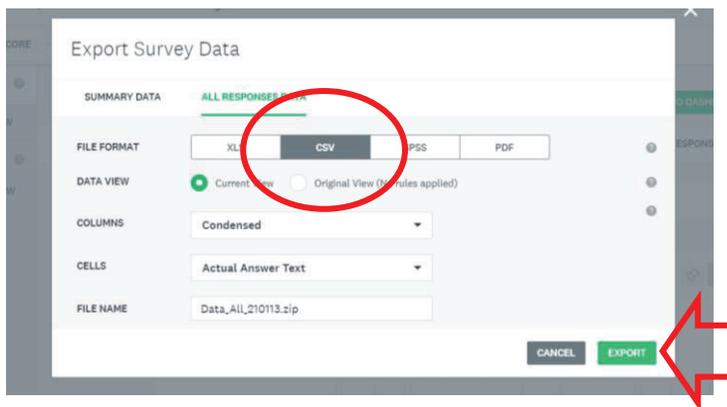
STEP 1: Click on ‘ANALYZE RESULTS’ tab in SurveyMonkey.



STEP 2: Click on ‘SAVE AS’ button. From the dropdown menu, select “All individual responses.”



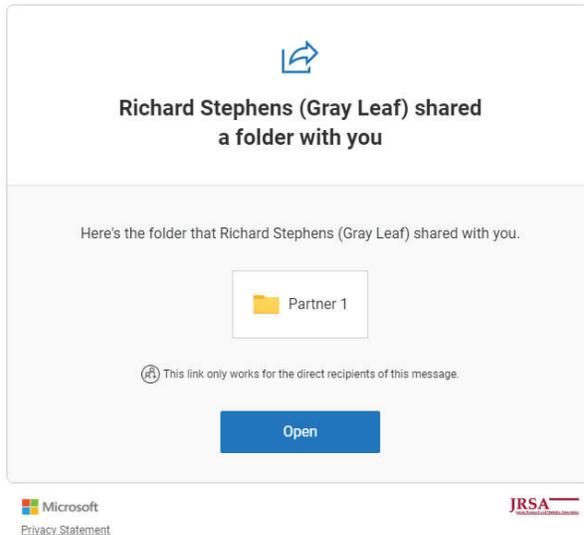
STEP 3: Select “CSV” and then click “EXPORT” to generate the .csv data file.



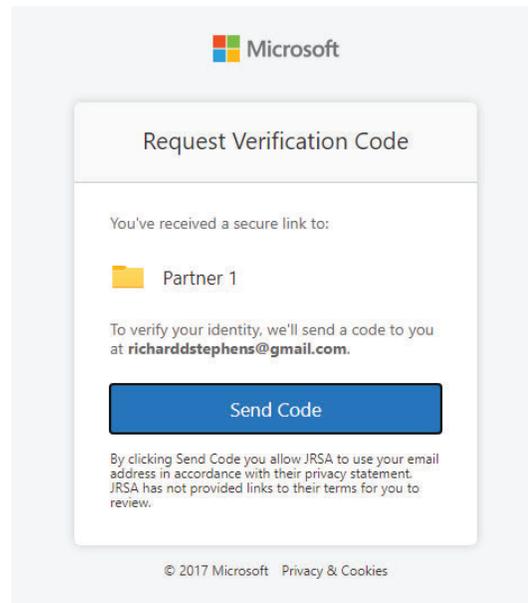
STEP 4: Remove clients’ names, addresses, and all other personally identifiable information (PII) from the .csv file prior to transferring the data to JRSA (see section on ‘Data Transfer Procedure’ on page 20).

Appendix I: Instructions on How to Access the SharePoint Folder

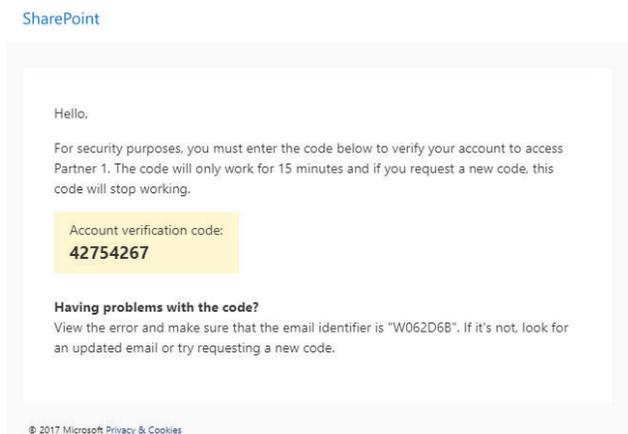
Step 1: You will receive an email from JRSA with a link to the secure folder. Click **“Open”**



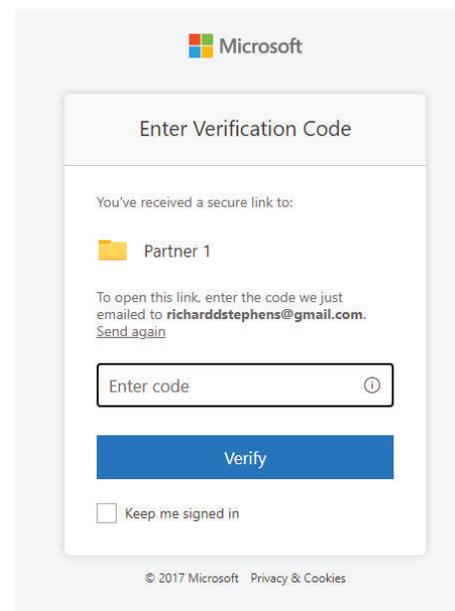
Step 2: The link will open in your browser and you will be prompted to authenticate yourself. Click **“Send Code”** and Microsoft will send you a code to the same email address as you received your invitation.



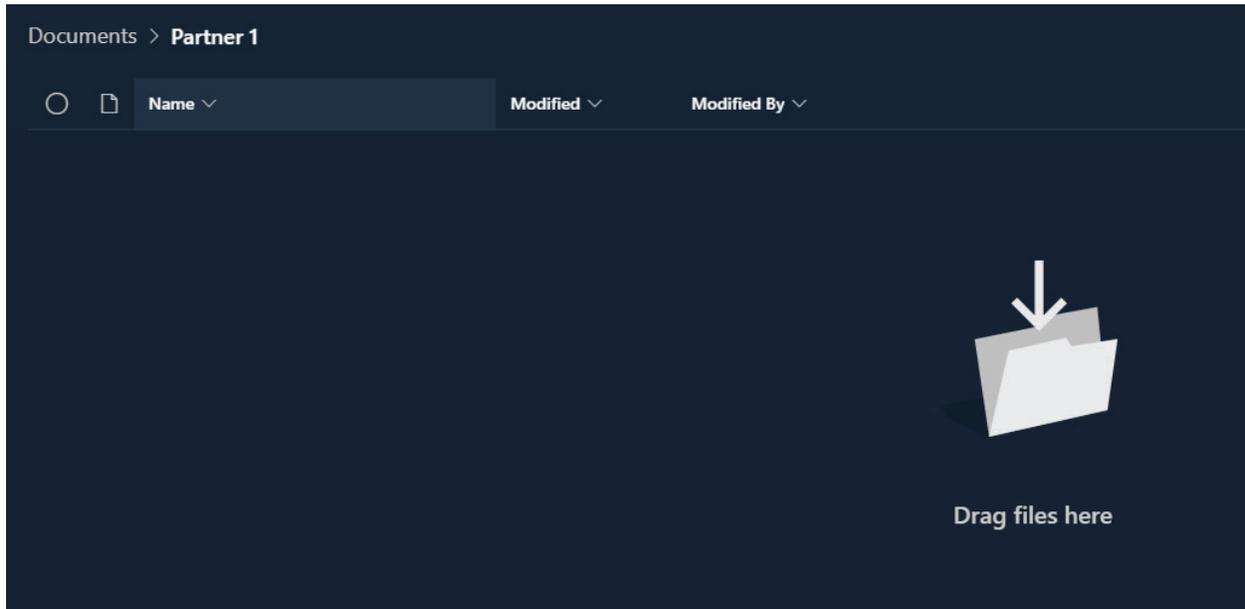
Step 3: You will be sent a code from Microsoft to gain access to the shared folder. (Note: this code is time-sensitive. You must complete the security requirements within 15 minutes. After this, you will need to request a new code.)



Step 4: You will be prompted to enter the code. Paste your code in the **“Enter code”** box and click **“Verify.”**



Step 5: The folder should then appear in your browser. You can now upload your anonymized data files to this folder.



Appendix J: Security and Privacy Certificate

Privacy Certificate

Grantee¹, Kristina Lugo-Graulich and Jeffrey Sedgwick, Justice Research and Statistics Association, certifies that data *identifiable to a private person*² will not be used or revealed, except as authorized in 28 CFR Part 22, Sections 22.21 & 22.22.

Project Title: What Constitutes Success? Evaluating Legal Services for Victims of Crime

Brief Description of Project (required by 28 CFR §22.23(b):

This project is a joint project by the Justice Research and Statistics Association (JRSA) and the National Crime Victim Law Institute (NCVLI). This project will proceed in two stages. Stage 1 will culminate in the production of a conceptual framework for what constitutes “success” in delivery of legal services – in this case, legal service delivery related to victims’ rights enforcement. The purpose of this exercise is to get a group of practitioners, experts, and legal services representatives together to create a conceptual model that defines what “success” in legal services means. Stage 2 of the project will begin with evaluability assessments based on the conceptual model developed in Stage 1 at three pilot sites. For each of the three sites, JRSA will conduct evaluability assessments for their rights enforcement work that assess feasibility for full scale evaluations if they were to implement the conceptual model from Stage 1 within their contexts. Once the evaluability assessments are complete, JRSA, with support from NCVLI, will work with each site to develop implementation guides that detail how the model might be implemented in their or a similar context. Next, JRSA will develop measures and instruments to test the fidelity of model implementation for each site. Finally, each site will participate in a pilot test of the model.

NOTE: If no data identifiable to a private person will be collected, this form is considered complete following insertion of the project description and the phrase "No data identifiable to a private person will be collected here." All other blanks should have inserted “Not applicable since this study is not collecting identifiable data”. The form must then be signed and dated.

Grantee certifies that any private person from whom identifiable information is collected or obtained shall be notified, in accordance with 28 CFR §22.27, that such data will only be used or revealed for research or statistical purposes, and that compliance with the request for information is not mandatory. Participation in the project may be terminated at any time. In addition, grantee certifies that where findings in a project cannot, by virtue of sample size or uniqueness of subject, be expected to totally conceal the identity of an individual, such individual shall be so advised.

Procedures to notify subjects that such data will only be used or revealed for research or statistical purposes and that compliance with the request for information is not mandatory and participation in the project may be terminated at any time as required by 28 CFR §22.23(b)(4):

Subjects will be notified with a statement provided at the outset of the interviews, surveys, and

roundtable discussions will be notified with a statement provided at the outset of the data collection and asked to indicate whether or not they wish to participate. See attached IRB Application draft, which contains the interview, survey, and roundtable instrument drafts, for the statements.

If notification of subjects is to be waived, pursuant to 28 CFR §22.27(c), please provide a justification:

Not applicable.

Grantee certifies that project plans will be designed to preserve the confidentiality of private persons to whom information relates, including where appropriate, name-stripping, coding of data, or other similar procedures.

Procedures developed to preserve the confidentiality of personally identifiable information, as required by 28 CFR §22.23(b)(7):

No interview, survey, or roundtable forms will ask for personally identifiable information. Case files provided for analysis at the pilot sites will be de-identified before being provided to the research team. Informed consent forms collected from participants containing their names and signature will be stored in a locked filing cabinet at JRSA.

Grantee certifies that, if applicable, a log will be maintained indicating that (1) identifiable data have been transferred to persons other than employees of NIJ, BJA, BJS, OJJDP, OVC, OJP, or grantee/contractor/subcontractor staff; and (2) such data have been returned or that alternative arrangements have been agreed upon for future maintenance of such data, in accordance with 28 CFR §22.23(b)(6).

Justification for the collection and/or maintenance of any data in identifiable form, if applicable:

Not Applicable.

Procedures for data storage, as required by 28 CFR §22.23(b)(5):

Interview data and proceedings from the roundtable discussion will be collected via note taking during the interview or discussion process. Interview and roundtable discussion notes will be stored on JRSA's secure server, and only authorized project staff will have access to the data. We do not anticipate interview data being transferred to any of our project partners. If data are transferred, partner organization staff will be asked to sign a statement indicating their intent to comply with the requirements of 28 CFR §22.24.

Survey response data downloaded from SurveyMonkey and datasets built from administrative data will be stored on JRSA's secure server, and only authorized project staff will have access to the data. Any partner organization staff wishing to access de-identified data will still be asked to sign a statement indicating their intent to comply with the requirements of 28 CFR §22.24 before they will be allowed access to the data, and they will also sign agreements with JRSA as to

proper use and storage of data.

Grantee certifies that all contractors, subcontractors, and consultants requiring access to identifiable data will agree, through conditions in their subcontract or consultant agreement, to comply with the requirements of 28 CFR §22.24, regarding information transfer agreements. Grantee also certifies that NIJ will be provided with copies of any and all transfer agreements before they are executed as well as the name and title of the individual(s) with the authority to transfer data.

Description of any institutional limitations or restrictions on the transfer of data in identifiable form, if applicable:

Not applicable.

Name and title of individual with the authority to transfer data:

Kristina Lugo-Graulich_____

Grantee certifies that access to the data will be limited to those employees having a need for such data and that such employees shall be advised of and agree in writing to comply with the regulations in 28 CFR Part 22.

Grantee certifies that all project personnel, including subcontractors, have been advised of and have agreed, in writing, to comply with all procedures to protect privacy and the confidentiality of personally identifiable information.

Access to data is restricted to the following individuals, as required by 28 CFR §22.23(b)(2):

Principal Investigator(s): Kristina Lugo-Graulich, JRSA
Project Staff: Roger Przybylski, JRSA; Susan Smith Howley, JRSA; Karen Souza, JRSA;
Susannah Tapp, JRSA
Contractors, Subcontractors, and/or consultants: Meg Garvin, NCVLI; Julie Hester, NCVLI

Grantee certifies that adequate precautions will be taken to ensure administrative and physical security of identifiable data and to preserve the confidentiality of the personally identifiable information.

Procedures to insure the physical and administrative security of data, as required by 28 CFR §22.25(b), including, if applicable, a description of those procedures used to secure a name index:

All data will be stored on a separate virtual drive located on JRSA's server. The virtual drive will be password protected, and only authorized project staff will have access to the password. Passwords will be changed on a regular basis.

Procedures for the final disposition of data, as required by 28 CFR §22.25:

JRSA will maintain the data for the required time period as required by law and NIJ/OJP policy. After that time, the data will be destroyed by erasing them from JRSA's virtual drive. Final datasets (de-identified) are uploaded to NACJD as required by NIJ.

Name and title of individual authorized to determine the final disposition of data:

Roger Przybylski, Research Director

Grantee certifies that copies of all questionnaires, informed consent forms and informed consent procedures designed for use in the project are attached to this Privacy Certificate.

Grantee certifies that project findings and reports prepared for dissemination will not contain information which can reasonably be expected to be identifiable to a private person, except as authorized by 28 CFR §22.22.

Grantee certifies that the procedures described above are correct and shall be carried out. Grantee certifies that the project will be conducted in accordance with all the requirements of the Omnibus Crime Control and Safe Streets Act of 1968 as amended and the regulations contained in 28 CFR Part 22.

Grantee certifies that NIJ shall be notified of any material change in any of the information provided in this Privacy Certificate.

Signature (s):



_____ (Principle Investigator)



_____ (Institutional Representative)

Date: 5/3/18

Notes:

1 Please include the name of the Principal Investigator(s) for this project as well as the name of the person representing the institution receiving the grant funds.

2 *Information identifiable to a private person* is defined in 28 CFR §22.2(e) as "information which either--(1) Is labeled by name or other personal identifiers, or (2) Can, by virtue of sample size or other factors, be reasonably interpreted as referring to a particular person.

Glossary of Terms

Conceptual model: a type of diagram that shows a set of relationships between factors that are believed to impact or lead to a target condition (Stark et al., 2011)

Evaluability assessment: a systematic process that helps to identify whether program evaluation is justified, feasible, and likely to provide useful information (Kaufman-Levy & Poulin 2003)

Fidelity: a systematic process for determining whether, and to what degree, real world implementation matched the conceptual service model (Robinson et al., 2015)

Formative evaluation: a rigorous assessment process designed to identify potential and actual influences on the progress and effectiveness of implementation efforts (Stetler et al., 2006)

Pilot test: a small study to test research protocols, data collection instruments, sample recruitment strategies, and other research techniques in preparation for a larger study (see Stewart, n.d., and Hassan et al., 2006)

Randomized controlled trial: a study consisting of two groups in which participants are randomly assigned to either an *intervention group* that receives some type of treatment or a *control group* that receives no treatment for comparison (Kabisch et al., 2011)

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What Constitutes Success?
Evaluating Legal Services for Victims of Crime

Maryland Crime Victims' Resource Center (MCVRC)
Pilot Test Implementation Guide

Status: *Completed*

Version: *2.0*

Prepared by: Justice Research and Statistics Association

Date Created: 12/12/2019

Date last revised: 2/1/2021

Purpose, Audience and Objectives of this Implementation Guide

Who Should Use This Guide?

This guide was developed for MCVRC staff who provide services to victims, particularly attorneys and victim advocates, who may report data for this pilot test of new data collection and reporting.

Purpose

The purpose of this implementation guide is to lay out the steps to execute the pilot test which will inform the evaluability assessment¹ and proposal for a full evaluation design to follow. This guide contains: a brief introduction to the project and its key personnel; an overview of the five stages of the project; a detailed implementation plan for the pilot test; and information on how readiness for full process and outcome evaluations will be assessed. Supplementary background information is also provided in appendices to fill in the context of the material in the main sections of this guide.

5 Key Sections:

- Site checklist of pilot tasks and deliverables on **pages 4-5**
- Outcome measures to be pilot tested in Table 2 on **pages 11-13**
- Service delivery activity data to be reported on **pages 16-19**
- Data transfer, data security, and privacy protocols on **pages 20-21**
- Revised survey instrument in Appendix D on **pages 26-30**

What Will Users of This Guide Gain?

- Understanding of the project's purpose and the five stages of formative evaluation (Fig. 1)
- Understanding of the questions the pilot test seeks to answer
- Knowledge of the data to be collected for the pilot test and understanding of the procedures for data collection and reporting
- Understanding of how pilot test results will be used in the evaluation assessment and in a funding proposal for a full evaluation



Figure 1. Five Stages of Formative Evaluation

¹An evaluability assessment assesses how ready a program is to undergo a full evaluation. It can be used to identify data elements and procedures that work well and possible course corrections needed before undertaking a full evaluation, or to determine that a program is not yet ready to proceed. It is one product of the larger formative evaluation process, which serves as preparation for a full evaluation.

Site Checklist of Tasks and Deliverables

Now that the outcome measures to pilot test have been agreed, the checklist below outlines the next steps, along with the estimated timeline. You can find further information on each of the tasks in the designated sections of this guide.

	Deliverables:	Main tasks:	Estimated date of completion (subject to change):	Further information:
<input type="checkbox"/>	Training webinar	<input type="checkbox"/> 1. All staff to attend 1-hour training webinar on pilot data collection and delivery (including security)	1/27/2021	Implementation Guide & Excel Template for Reporting Service Delivery Activities
<input type="checkbox"/>	Adjustments to Case Management System (CMS) to enhance pilot data collection	<input type="checkbox"/> 1. Provide cost and timeline to modify CMS ^a	12/18/2020	Implementation Guide sections on: “Pilot Data Collection: Outcome Data to be Collected in Pilot Test” (page 9-11) Table 2 (pages 11-13)
		<input type="checkbox"/> 2. Add new fields or refine existing fields in CMS	12/18/2020	
		<input type="checkbox"/> 3. Collect pilot data covering case activity for period specified	12/1/2020 – 5/31/2021	
<input type="checkbox"/> 4. Record amount of payroll hours spent collecting or reporting new/modified data (burden) ^a				
<input type="checkbox"/>	Amendments to client exit surveys to enhance pilot data collection	<input type="checkbox"/> 1. Add/modify client satisfaction survey questions	12/15/2020	Implementation Guide sections on: “Pilot Data Collection: Outcome Data to be Collected in Pilot Test” (page 9-11) Appendix C-D (pages 24-30)
		<input type="checkbox"/> 2. Purchase SurveyMonkey ^b , set up survey online and test run data collection and reporting (with JRSA’s assistance)		
		<input type="checkbox"/> 3. Email survey link to clients	12/1/2020 – 5/31/2021	“Appendix H: Instructions for Downloading SurveyMonkey Data” (page 35)
		<input type="checkbox"/> 4. Follow up with clients to elicit survey responses		

<input type="checkbox"/>	<p>Activities of Service Delivery and Fidelity Monitoring</p>	<input type="checkbox"/>	<p>1. Record data on program activities at the <i>case level</i> (completed in person, virtually or by phone, and client engagement measures) and <i>organizational level</i> (# of MOUs, # of referrals)</p>	<p>12/1/2020 – 5/31/2021</p>	<p>Implementation Guide sections on:</p> <p>“Activities of Service Delivery and Fidelity Monitoring” (pages 13-15)</p> <p>“Data Reporting Form for Activities of Service Delivery and Fidelity Monitoring” (pages 16-19)</p> <p>Excel Template for Reporting Service Delivery Activities</p>
<input type="checkbox"/>	<p>Pilot test data transfer and post-pilot staff interviews</p>	<input type="checkbox"/>	<p>1. Post-pilot interviews with staff by phone/email on some measures and staffs’ experiences of the pilot test</p>	<p>6/21/2021</p>	<p>Implementation Guide sections on:</p> <p>“Data Transfer Procedure” (page 20)</p>
		<input type="checkbox"/>	<p>2. Deliver/transmit pilot test CMS and survey data to JRSA at two time points</p>	<p>3/15/2021 and 6/15/2021</p>	<p>“Post-Pilot Test: Final Deliverables and Next Steps” (page 21)</p> <p>“Appendix I: Instructions on How to Access the SharePoint Folder” (pages 36-37)</p>
	<p>Final deliverables (tasks to be performed by JRSA and NCVLI)</p>		<p>1. Determine site’s evaluation readiness</p>	<p>7/31/2021</p>	<p>Implementation Guide section on:</p> <p>“Post-Pilot Test: Final Deliverables and Next Steps” (page 21)</p>
			<p>2. Propose any data collection improvements</p>	<p>7/31/2021</p>	
			<p>3. Produce technical report for MCVRC</p>	<p>8/31/2021</p>	
			<p>4. Phase 2 final report for NIJ</p>	<p>9/30/2021</p>	

^a These costs can be billed back to the project per the subaward agreement.

^b Initial cost of 1-year subscription for SurveyMonkey can be covered by the project subaward.

Project Information

Project Manager	Kris Lugo-Graulich	Project Sponsor	National Institute of Justice (NIJ)
Business Owner	Maryland Crime Victims' Resource Center (MCVRC)	IT	JRSA: Mainspring MCVRC: Legal Files
Project Description	<i>This project is a formative evaluation of victim legal services, with a focus on victims' rights enforcement. This involves the development of a conceptual model to guide the evaluation design, pilot testing data collections, and conducting evaluability assessments at three sites, including MCVRC. At the end, a proposal will be made to NIJ to extend the project to the next stage of evaluation.</i>		

Project Overview

This National Institute of Justice (NIJ)-funded project is a researcher-practitioner collaboration between the Justice Research and Statistics Association (JRSA), the National Crime Victims' Law Institute (NCVLI), national experts, and local programs. The purpose is to establish a foundation for rigorous evaluation that can inform and support excellence in victims' rights enforcement work and other legal services for victims.

Maryland Crime Victims' Resource Center (MCVRC; see Appendix A for site information), along with two other agencies, have agreed to be the pilot sites for a new phased evaluation design (described in the next section). The objective of this guide is to provide instructions for conducting the pilot test of measures to be assessed for their usefulness in a full evaluation.

Management Oversight and Project Personnel

NIJ oversees the project in terms of budget, compliance with human subject protocols² and approval of project reports and publications. Mary Atlas Terry and Angela Moore Parmley from the Office of Justice Programs are kept informed of progress. Key personnel are listed below.

Table 1. Project contacts

MCVRC	Kurt Wolfgang Pauline Mandel Ellie Jones Clif Bridegum	Executive Director Lead Counsel Director of Victim Services IT	KWolfgang@mdcrimevictims.org Pauline@mdcrimevictims.org EllieJ@mdcrimevictims.org CBridegum@mdcrimevictims.org
JRSA	Kris Lugo-Graulich Susan Smith Howley Karen Souza Susannah Tapp	Principal Investigator Project Director Research Associate Research Analyst	klugo@jrja.org showley@jrja.org ksouza@jrja.org stapp@jrja.org
NCVLI	Meg Garvin Julie Hester	Executive Director Project Director	garvin@lclark.edu juliehester@lclark.edu

² JRSA's Institutional Review Board (IRB) has approved all human subjects protocols (protections for victims' privacy and safety) related to this project.

Overview of Current Evaluation Work: 5 Stages

Three sites have been selected to participate in this project: Arizona Voice for Crime Victims (AVCV), Maryland Crime Victims' Resource Center (MCVRC), and Oregon Crime Victims Law Center (OCVLC). The project consists of five stages, briefly outlined on the next two pages. The remainder of this guidebook will focus on the pilot test.

Stage I. Conceptual Model: Identify Goals and Outcomes

The purpose of a program and its expected outcomes and impacts must be outlined in detail before evaluation activities occur (Black, 2016). Therefore, the *conceptual model* developed during Stage 1 of this work (Appendix B) guided the selection of measures to be pilot tested.

Stage II. Document Program Activity

Prior to evaluation, the current status of a program must be determined, including why the program is expected to be effective (United States Agency for International Development, 2017; Wholey, 2004). Through an analysis of documents, including standard operating procedure guides, policies and procedures manuals, and public-facing printed materials, as well as interviews with site staff, MCVRC's typical program activities were documented in a process flow created to show the client services process from beginning (intake) to end (case closure) (see Fig. 2 on page 14). These were then matched against the conceptual model to determine which portions of it applied to MCVRC's specific services.

Stage III. Pilot Test: Analyze Readiness for Evaluation

An *evaluability assessment* determines whether a program can be evaluated (Wholey, 2004). Part of this process involves determining the potential for a program to achieve its identified goals. It also involves looking at existing data to determine if there are measures that can be used for evaluation, which is the purpose of the pilot test. The pilot test results will also help determine whether the possibility to conduct a rigorous evaluation involving a *randomized control trial* (RCT) or a *quasi-experimental design* exists (see Appendix E for definitions and further details).

In the readiness analysis, the research team will assess:

- the ability to measure outcome variables tracked in case files or CMS;
- the ability to capture outcomes via staff interviews or questionnaires;
- the agency burden and feasibility of implementing additional data collection;
- whether a cost-benefit analysis would be feasible in a full evaluation, especially if the assessment of burden during the pilot test shows that it may come at some cost;
- whether MCVRC is aware of other data that could be used to measure outcomes; and
- whether any of the pilot test measures may also be reported on cases that closed prior to the pilot test launch (baseline data) in order to capture any trends.

Stage IV. Evaluability Assessment: Explore Modifications and Alternatives

Often, the primary limitation in evaluability for some programs is the quality of their data, not the quality of the program. Therefore, one advantage of a *formative evaluation* is that it allows for changes to be made before a full evaluation is carried out (Wholey, 2004).

So far, MCVRC has shared their data collection instruments and grant reports with the research team. Next, the pilot test will involve collecting raw data on program activities and client case outcomes. This will help determine whether there is enough data of sufficient quality to move forward. In order to prepare MCVRC for evaluation, some recommendations for modifications to data collection may be proposed after the pilot test is completed.

Stage V. Propose Full Evaluation Design

Once the evaluability assessment is complete, JRSA and NCVLI will work with MCVRC to develop a full evaluation design to be proposed to NIJ for further funding. If approved by NIJ and the three sites, public-facing versions of the implementation guides will also be generated for others in the field interested in developing evaluations. These will be disseminated through our respective organizational websites and with assistance from NIJ and subject matter experts (SMEs).

The Pilot Test

The purpose of this implementation guide is to outline the steps required to execute the pilot test of data collection. This section details the research questions, types of data to be collected, and next steps after completion.

Research Questions to be Addressed by the Pilot Test

This pilot test aims to answer two main questions that will inform future phases of this evaluation work:

1. Can MCVRC implement and collect data on the measures proposed?
 - a. Is the burden manageable/feasible?
 - b. What is the quality, reliability, and validity of the data collected?³
 - c. What adjustments should be made based on the pilot test?
 - d. Do these data provide useful information for MCVRC?
2. Can a comparison group be identified so that the most rigorous research design⁴ possible could be used to assess the effect of MCVRC services on victim outcomes?

Assumptions

The data collection procedures in this guide were designed based on several assumptions:

- MCVRC attorneys have the legal knowledge and qualifications to adequately represent victims.
- Staff are voluntarily willing to participate in the project.
- MCVRC has the resources to provide the services within their mission.
- MCVRC is in compliance with any legal regulations and grant requirements.
- All data shared by MCVRC are theirs to share and in compliance with legal regulations.

While it is assumed that MCVRC has sufficient resources to provide basic services, understandably, there is a limit to the amount of time and resources that can be dedicated per client. Therefore, some activities identified as important to achieving desired outcomes may not take place in every case. In addition, unlike the other pilot sites, some clients of MCVRC only receive social services and do not have contact with attorneys. It will be important to examine if any key activities are not performed and why. This is particularly important in light of the coronavirus (COVID-19) pandemic, which has disrupted court proceedings across the country, and in light of the staff turnovers that may occur. *We realize that due to COVID-19, the data collected may not accurately reflect the work done by MCVRC or the full value of the services provided. This will be taken into account in assessing the quality of the data and noted in the final report.*

Pilot Data Collection

MCVRC staff will be collecting two types of data during the pilot test period: 1) client outcome data, and 2) data on program activities, including *fidelity measures* (described below). Much of this data is information that MCVRC already reports for grant purposes, although a few

³ Validity assesses whether a measure captures what we really want to know, and reliability refers to whether the information is reported consistently every time it is reported.

⁴ A rigorous research design enables us to see the differences in outcomes between those who receive certain services, or who receive services delivered in a specific way, and those who do not.

additional items for each activity are also being requested. *Data will be reported for each individual case, for all cases that close during the 6-month period from December 1st 2020 to May 31st 2021. For cases that have not yet closed within this timeframe (e.g., cases pending because of COVID-related delays), this status will be noted in the reporting spreadsheet and the data will be submitted as-is.*

1) Outcome Data to be Collected in Pilot Test

Based on the site visit and follow-up discussions with staff, it was determined that MCVRC has the capacity to track additional data for the pilot test (for more information about the site visit, see Appendix F). Table 2 contains a list of *6 new short- and long-term outcome measures* from the conceptual model that have been agreed upon for pilot testing. In addition, *modifications to 5 existing outcome measures* (i.e., data that MCVRC already gathers and reports for other purposes), were identified and approved for testing.

These data will be gathered using two main sources: 1) Legal Files (MCVRC's case management system, or CMS), and 2) client satisfaction surveys. In order to implement the new/modified measures, MCVRC will perform two tasks: i) add a limited number of new fields or refine existing fields in Legal Files, and ii) add/modify questions in the current client satisfaction survey. A limited amount of additional information will also be collected via staff interviews at the end of the pilot data collection period.

SurveyMonkey. Since the data for many measures of success proposed in the conceptual model involve questions asked of clients in the survey, we would like to test the ability to increase response rates and elicit more variety in clients' responses. Therefore, in addition to testing new/modified questions, MCVRC has agreed to implement the survey via SurveyMonkey (see Appendix D for a copy of the revised survey). The initial cost of a one-year subscription for SurveyMonkey can be covered by project funds.

The anticipated benefits of these changes are that:

- more nuanced client feedback elicited by revised questions can be used to identify MCVRC's successes and areas of opportunity for continuous improvement; and
- the information can be used to better tell MCVRC's story in grant applications and in community and partner outreach.

Measuring Burden. Also of interest is measuring the burden that implementing this data collection may impose on the agency, if undertaken on a more permanent basis. This information will be used to identify measures that may be too burdensome to report in a full-scale evaluation. MCVRC will, therefore, provide information on Legal Files and IT-related charges, as well as the cost of payroll hours spent to undertake the changes described above. These costs can be billed to the project per the subaward agreement.

The sequencing of tasks that MCVRC will complete for outcome data collection is as follows:

- MCVRC will determine the costs and timeline associated with making the proposed changes to Legal Files.
- MCVRC will agree to undertake the agreed additions/modifications to Legal Files and implement the survey via SurveyMonkey.

- JRSA will assist MCVRC with purchasing SurveyMonkey, setting up the survey online, and testing its data exporting capabilities.
- MCVRC will collect data in Legal Files on the CMS-related new and modified measures in Table 2 below. **These data will be reported for individual cases (active and closed) covering the six-month pilot period from December 1st 2020 through May 31st 2021. Data reporting will occur at two time points: March 15th 2021 and June 15th 2021.**
- MCVRC advocates and attorneys will email the SurveyMonkey link to clients via their email signatures and follow up with them to encourage completion during the pilot test period.

Table 2. Pilot data to be collected from MCVRC

NEW MEASURES					
Category	Rank	Concept	Related MCVRC Existing Measure	Data Source	New Measure
Short-Term Outcome	1	Victim reports feeling their views were represented	None	Client Satisfaction Survey	Survey question: <i>Did MCVRC make sure your views were heard during your case?</i> (Scale of 1-5) (Separate question) <i>Was there any point at which you felt your views were not heard?</i>
Short-Term Outcome	2	Victim has financial & resource losses minimized	None	CMS	From client file/CMS: note whether any eviction was prevented, school enrollment or employment maintained, victimization related expenses met, etc. as a result of comp, restitution, or other representation provided. Note amount of loss prevented/recovered if available.
Long-Term Objective	3	Increased trust in legal system to operate fairly	None	Client Satisfaction Survey	Survey question: Court-Related Empowerment Scale with one added item: <i>If someone I know were to experience a crime, I would encourage them to report it.</i>
Short-Term Outcome	4	Victim reports having/understanding available legal options	None	Client Satisfaction Survey	Survey question: <i>Were you given enough information to make your own decisions throughout your case?</i> (Scale of 1-5) (Separate question) <i>If not, what could we have done better?</i>

Long-Term Objective	5	Survivors and families reintegrated into the community and feel supported	None	Client Satisfaction Survey	Survey question: Social Support Scale
Long-Term Objective	6	Empowerment & self-efficacy	None	Client Satisfaction Survey	Survey question: Self-Efficacy Scale

MODIFIED MEASURES

Category	Rank	Concept	Related MCVRC Existing Measure	Data Source	Modified Measures
Short-Term Outcome	1	Victim reports understanding their rights	<i>Do you have a better understanding of your rights as a victim?</i>	Client Satisfaction Survey, CMS	<i>Did our services help you understand your rights as a crime victim? (Scale of 1-5; expansion on survey item)</i>
Short-Term Outcome	2	Victim receives services tailored to their expressed needs	<i>Did staff assist you with your short- and long-term needs?</i>	Client Satisfaction Survey	Survey question: <i>Did the services we provided, or the referrals you received to other agencies, meet the needs you expressed to MCVRC staff? (Scale of 1-5) (Separate question) Can you explain?</i>
Short-Term Outcome	3	Victim receives outcomes they perceive as just	<i>Do you feel your case was resolved in a manner consistent with your wishes?</i>	Client Satisfaction Survey	Survey question: <i>Was your goal met in a way you felt was appropriate? (Scale 1-5) (Separate question) If not, can you think of anything else we could have done to meet your goal?</i>

Short-Term Outcome	4	Policy/practice in place among partners for victim support referrals	General prosecutor SOPs involve victim support referrals # Referrals received by MCVRC from outside agencies (list by type)	CMS, Grant Reports	In addition to items on left: Staff question: Does ____ have a policy or practice in place to refer clients to outside agencies for support? (Tie to each Prosecutor MOU) Staff question: Does ____ have a policy or practice in place to provide support to clients referred from outside agencies? (Staff Interviews; tie to each Victim Service Provider MOU)
Short-Term Outcome	5	Communities are educated about victims' rights and options to seek assistance	Number of trainings Number of outreach activities	CMS, Program Records	In addition to items on the left: Increased referrals traceable to a particular training or outreach effort.

2) Activities of Service Delivery and Fidelity Monitoring

One of the primary goals of this pilot test is to understand MCVRC's consistency in *implementation fidelity*. Fidelity measurement is a systematic process for determining whether, and to what degree, real-world performance matched the model created for service delivery (for more about fidelity concepts, see Appendix G). The process flow created to illustrate MCVRC's service model is shown in Fig. 2 below. It outlines the key steps in the client service process.

Fidelity monitoring is important because only by understanding and measuring whether services have been delivered as intended (or with *fidelity*) can researchers and practitioners better understand how and why an intervention works, and the extent to which outcomes can be improved (Carroll et al., 2007). It also highlights key points where diversion from established practice may influence outcomes and should thus, be monitored.

Therefore, in addition to the new and modified outcomes data that MCVRC will be collecting as described above, staff will also record information on the following: how services were delivered (in person, virtually or by telephone), in order to capture the impacts of the COVID-19 pandemic; number of times each service was delivered; and the amount of time it takes to record and report the data (i.e., burden of reporting). **These data will be reported for each individual case that closes during the six-month pilot period from December 1st 2020 to May 31st 2021. For cases that have not yet closed within this timeframe (e.g., cases pending because of COVID-related delays), this status will be noted in the reporting spreadsheet and the data will be submitted as-is.**

MCVRC Case Processing Flow

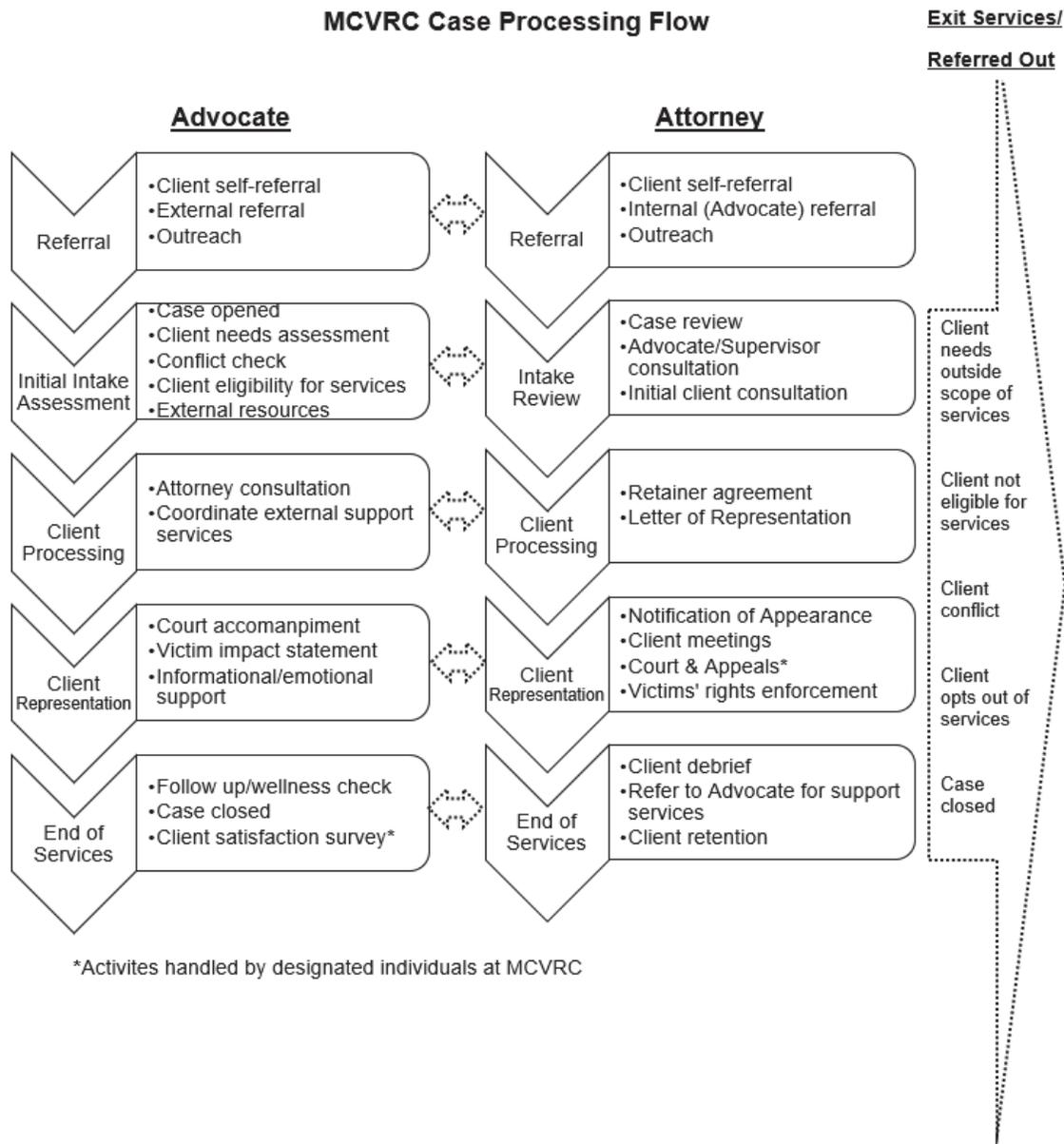


Figure 2. MCVRC Case Processing Flow Chart

A template of an Excel spreadsheet containing the requested data points is provided as a separate file to assist staff with tracking this information, and the information on outcomes. However, if MCVRC has the capability to pull this information at the individual case level in other formats with less burden, such as running reports in Legal Files that can extract this information more easily, they can provide such reports *instead of* manually completing the Excel spreadsheet for each case.

The sequencing of tasks that MCVRC will complete for fidelity monitoring is as follows:

- Staff will use the Excel spreadsheet provided to track service activities delivered in each case (each case will be saved as a separate tab within the spreadsheet).

OR

- If available, MCVRC will provide the information requested in another format for each case (active or closed) within the pilot period *instead of* manually completing the Excel spreadsheet.

Recording this information may be easier to do as cases progress rather than trying to compile it all at the end of the pilot period if it is known when cases are expected to close. Post-pilot interviews will be conducted with MCVRC staff in June 2021 to gain feedback that the project team can use to modify these data recording procedures as needed if a full evaluation is funded after this pilot test.

Reporting Form for Activities of Service Delivery and Fidelity Monitoring

Anonymous client ID number (for survey response matching): _____

Case status (closed/active/delayed due to COVID-19): _____

Reason for contacting MCVRC: _____

Type of victimization: _____

Who referred this case to MCVRC? _____

Case start date/date representation agreement signed? _____

(If case closed) case end data/date termination letter sent: _____

If representation was provided, what was the issue? _____

If rights enforcement, which right(s)? _____

If non-legal advocacy, what was the issue(s)? _____

Did the client remain engaged throughout the resolution of the issue? (Y/N) _____

If not, when did the client cease participation? (Date) _____

Reason for ceasing participation: _____

[CONTINUE WITH DATA REPORTING TABLE BELOW]

Activity		Dosage	COVID-19 Effect				Burden
Note: For any activities are not performed by MCVRC, enter 'N/A'.		# of times service provided	# of times in person	# of times virtually	# of times by phone	COVID-related delay, if any (total days)	Amount of time to record/report the data (minutes)
Program Activity	Staff Responsible	Associated Outcome					
Needs assessment	Advocate/Attorney	Tailor services to client's legal needs					
Inform about rights	Attorney	Know rights					
Inform about legal options	Attorney	Know legal options					
Provide referrals		Policies/practices in place among partners to support referrals					
Notification about case events, by type (pretrial, trial/plea, sentencing, appeals, release)	Advocate/Attorney	Right to be informed					
Criminal court appearance	Attorney	Rights enforced					
Civil court appearance	Attorney	Obtain TPO, Safety					

Activity		Dosage	COVID-19 Effect				Burden		
Program Activity	Staff Responsible		Associated Outcome	# of times service provided	# of times in person	# of times virtually		# of times by phone	COVID-related delay, if any (total days)
Note: For any activities are not performed by MCVRC, enter 'N/A'.									
Protective order filed	Attorney	Safety							
Protective order appealed/ extended	Attorney	Safety							
Protective order enforced	Attorney	Safety							
Criminal court accompaniment	Advocate	Rights enforced							
Civil court accompaniment	Advocate	Rights enforced							
Follow-up/check in	Advocate/ Attorney	Victim informed							
Compensation claim filed	Advocate/ Attorney	Financial loss minimized							
Compensation claim appealed	Advocate/ Attorney	Financial loss minimized							
Assist with impact statement	Attorney	Views represented, right to be heard							

Activity		Dosage	COVID-19 Effect				Burden		
Program Activity	Staff Responsible		Associated Outcome	# of times service provided	# of times in person	# of times virtually		# of times by phone	COVID-related delay, if any (total days)
Note: For any activities are not performed by MCVRC, enter 'N/A'.									
Community outreach: hours	Advocate/Attorney	Educate community							
Community outreach: # of contacts	Advocate/Attorney	Educate community							
Survey sent	Advocate/Attorney	Evaluation							
Survey response collected	Advocate/Attorney	Evaluation							

Data Transfer Procedure

Once the new/modified CMS fields are set up and the client survey has been programmed in SurveyMonkey, a data transfer test run will be performed with a few cases to ensure that programming in both systems are functioning properly and if necessary, adjustments can be made. MCVRC will then gather the activities and CMS-related outcome data from Legal Files on all cases (active and closed) during the pilot test period from **December 1st 2020 to May 31st 2021**. As agreed, MCVRC will transfer the pilot test data to JRSA at two time points: **March 15th 2021 and June 15th 2021**.

Downloading survey data from SurveyMonkey:

- The survey responses will be downloaded in Excel or .csv format directly from SurveyMonkey (see Appendix H for step-by-step instructions on how to download SurveyMonkey data).

To prepare all data for transfer to JRSA:

- MCVRC will remove clients' names, addresses, and all other personally identifiable information (PII) from the data files prior to transferring the data to JRSA.
- All data transferred to JRSA will be anonymized, identifiable only by a unique person-level ID number that will link all records for an individual case together. A designated MCVRC staff member will be responsible for assigning the unique client ID numbers to each case and matching the activities and outcomes data to the surveys.

Transferring the pilot test data to JRSA:

- The data files containing the activities and outcomes data from CMS, and the corresponding survey data (identified only using the unique person ID number) will be uploaded to a secure folder via SharePoint.
- The JRSA research team will send MCVRC an email link to the secure folder. To gain access to the folder, MCVRC staff will be required to complete a two-step secure authentication process (see Appendix I for step-by-step instructions on accessing SharePoint).
- Upon receipt of the anonymized data files (identified only by the unique client ID numbers), JRSA will check for data completeness and confirm with MCVRC.

Security and Privacy

This section details MCVRC's security protocols to keep data private, confidential and secure. As described above, to maintain the privacy and confidentiality of MCVRC's clients, all client data transferred to JRSA will be anonymized, identifiable only by a unique person-level ID number.

Both open and closed client files are stored at MCVRC's office. MCVRC's office building is physically secured with cameras and door access systems. Network database files are encrypted. All users have specific usernames and passwords for accessing systems and only allowed minimum necessary access. Client and other MCVRC files (e.g., back-up documentation to

support MCVRC's statistical and other reports) that contain client identifiable information may be taken off-site by MCVRC employees for business purposes only (e.g., court or other appearances, working from a home office). Any file taken off-site must remain in the employee's control at all times. No client files are to be left unattended in a vehicle.

Data contained in Legal Files are highly sensitive, containing personal details about clients that could put some of them in danger should they be revealed. MCVRC will investigate and assess an actual or suspected personal data breach in accordance with the clinic's response plan and determine who should be notified and how.

Security for Data Analysis at JRSA

Security measures for data transfer, storage, access, and analysis are contained in JRSA's Privacy Certificate, which is on file with the National Institute of Justice. A copy is also contained in Appendix J.

Post-Pilot Test: Final Deliverables and Next Steps

At the end of the pilot test, MCVRC will transfer the data collected to the research team for analysis per the protocol above. The research team will then carry out post-pilot interviews with MCVRC staff to answer some questions (not related to individual clients) and to ascertain the successes and challenges encountered during the pilot data collection and reporting. JRSA will use this information to complete the evaluability assessment. MCVRC will be informed whether their site is ready for further evaluation or if any changes would be required to enable further evaluation to take place. A technical report will be submitted to MCVRC detailing the agency's potential for rigorous evaluation. A conference call will be scheduled to discuss the results in this report and MCVRC's desire to go forward with applying for Phase 2 funding, which will involve an in-depth process evaluation of service delivery. The proposal for the process evaluation may be due earlier than the end of the pilot test, however, in which case JRSA and NCVLI will hold separate discussions about that possibility with MCVRC to prepare for it.

In addition, JRSA will submit to NIJ a final report detailing all project activities and research results, along with feasible options for full process and outcome evaluation research designs. JRSA will archive all datasets with the National Archive of Criminal Justice Data (NACJD) as required, along with all documentation necessary for others to reproduce the findings from our de-identified test data.

Appendix A: About Maryland Crime Victims' Resource Center (MCVRC)

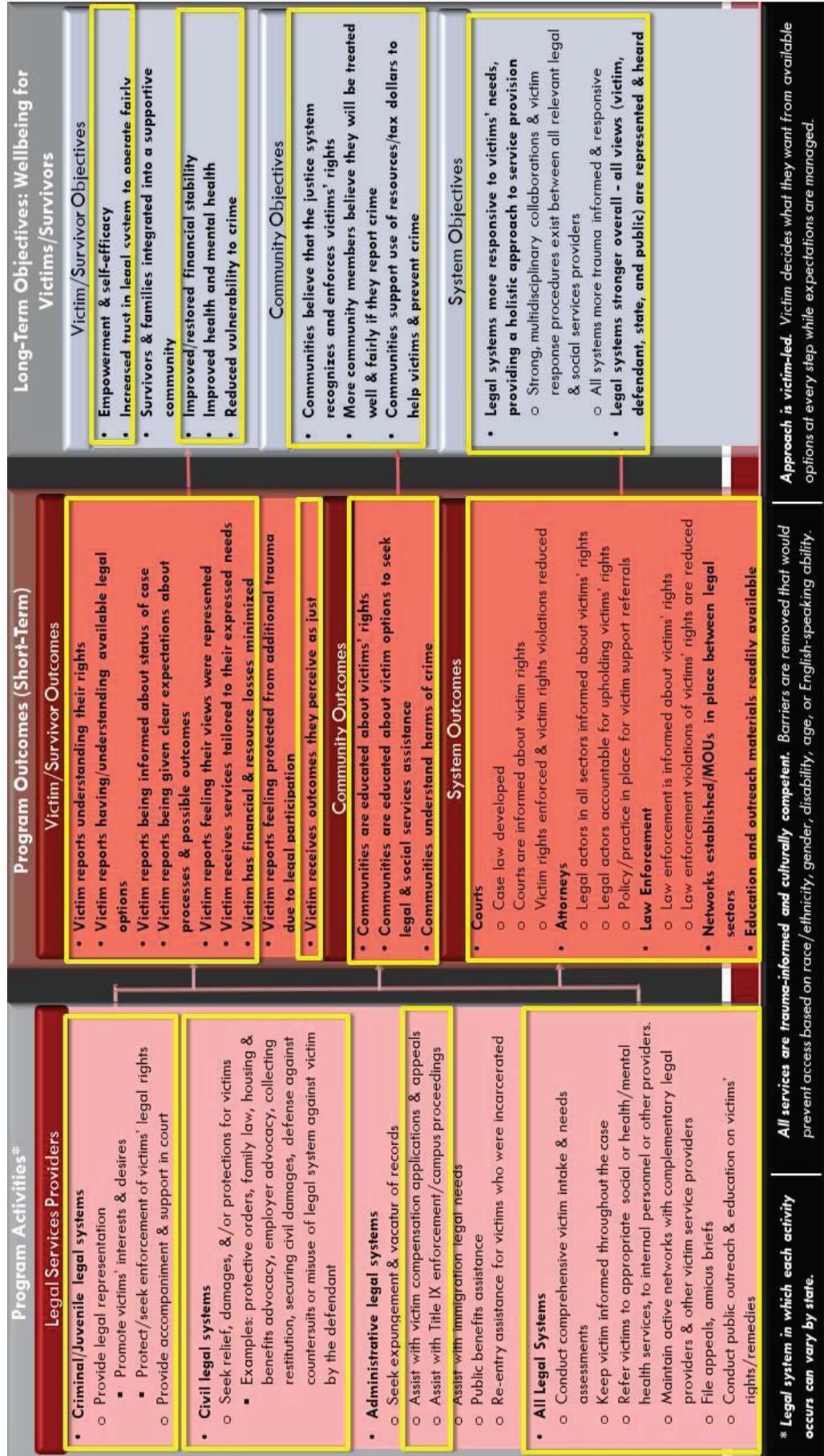
Following the murder of Stephanie Roper in 1982, the Stephanie Roper Family Assistance Committee was formed to support Ms. Roper's family and friends through the funeral and trials. They were later incorporated into the Stephanie Roper Committee and Foundation, Inc. Led by Ms. Roper's parents, the group successfully advocated for victims' rights but also saw the limitations of these rights and the failure of rights enforcement for victims. This led to the creation of a legal advocacy program and clinic. In 2002, the Maryland Crime Victims' Resource Center (MCVRC) was established. Today, MCVRC provides legal and advocacy services for the entire state of Maryland with locations in Prince George's County and Baltimore City.

Under Maryland state law, victims are afforded a number of rights, including the right to:

- be treated with dignity, respect, and sensitivity;
- be notified of proceedings including court appearances, parole hearings, and release of the offender;
- seek financial compensation from the offender and/or the state of MD; and
- be present and heard in court proceedings including pretrial release, bail hearings, and sentencing.

Additionally, victims of sexual assault are granted additional rights such transportation for medical care and HIV testing of the offender (MCVRC, 2020; Maryland Thurgood Marshall State School Library, 2020). MCVRC works to ensure that crime victims' rights are enforced. MCVRC also provides additional services to victims of crime including criminal justice education, court accompaniment, support groups, community education, legal information and assistance, direct legal representation, assistance with compensation claims, policy advocacy, and referrals in both English and Spanish.

Appendix B: MCVRC Conceptual Model
(MCVRC services and associated outcomes highlighted in yellow)



Appendix C: Sample Client Survey Invitation by Email

Instructions to Staff for Emailing Client Survey Invitations

Currently, MCVRC's advocates send a web link for the survey to clients via their email signatures. As agreed, the following changes will be implemented for the pilot test:

- the existing web link will be replaced with the SurveyMonkey link;
- the invitation language will be amended as shown in the example below; and
- in addition to advocates, attorneys will also add the SurveyMonkey link to their email signatures as in the example below.

Example of email signature:

Ellie Jones
She/Her/Hers
Coordinator of Victim Services
Maryland Crime Victims Resource Center Inc.
1001 Prince George's Blvd. Suite 750
Upper Marlboro, MD 20774
301-952-0063 ext. 4029
1-877-842-8461 or 1-877-Victim1
Fax 240-929-0526
Elliej@mdcrimevictims.org

We'd like to hear about your experience with our service. Please click on the link to complete a brief survey: [INSERT SURVEYMONKEY LINK]

Appendix D: Informed Consent Statement and Revised Survey for Online Delivery

MCVRC is working with the Justice Research and Statistics Association (JRSA) and the National Crime Victims Law Institute (NCVLI) on a project to enhance MCVRC's services. These survey questions ask only about your views and experiences receiving services from MCVRC, not about your case itself. There are no anticipated negative consequences to you by completing this survey, but you may stop at any time or choose not to answer specific questions. Taking this survey is not required. Your name or any other information that would identify you will not be shared with anyone outside of MCVRC staff. Only your anonymous responses will be shared with the research team. Your survey responses will not be made public. Only the research team will see them. We understand that your answers to the survey questions reflect your experiences and opinions only.

Although you will not be compensated for completing this survey, your responses will help us to improve the experiences of future clients of MCVRC and other services that assist victims of crime. It should only take about 10 minutes to complete. If you have any questions about this survey, please contact Kris Lugo-Graulich of JRSA at klugo@jrsa.org or call 202-503-3518.

I confirm that I have read the information above and by clicking the "NEXT" button, I am agreeing to voluntarily participate in the survey.

Maryland Crime Victims' Resource Center (MCVRC) Client Survey

1. What is the current status of your case? Open/Active Closed

Intake Process

Please complete this section based on your first interaction with our organization.

2. Was the MCVRC staff helpful?
 Not at all Not very Somewhat Very Extremely
3. Did the staff show compassion for your situation?
 Never Rarely Sometimes Often Always
4. Did the staff give you appropriate resources? Yes No

Follow-up After Initial Contact

Please complete this section based on follow-up provided by our organization.

5. Did the staff follow up with you in a timely manner?
 Never Rarely Sometimes Often Always
6. Did the staff assist you with your short- and long-term needs?
 Never Rarely Sometimes Often Always
7. *Did your case involve domestic violence, sexual assault, dating violence, or stalking?
(*required question)
 Yes (go to question 8)
 No (go to question 13)

DOMESTIC VIOLENCE, SEXUAL ASSAULT, DATING VIOLENCE, AND STALKING CASES

If your case involves domestic violence, sexual assault, dating violence, or stalking, please complete the following questions:

8. *Do you feel safer as a result of working with agency staff members, partners, or referred resources?
 Not at all Not very much Somewhat Very much Completely
9. Have you felt more self-sufficient as a result of working with partners or referred resources?
 Not at all Not very much Somewhat Very much Completely
10. Did you feel more informed of services available to domestic violence, sexual assault, dating violence, or stalking survivors as a result of working with MCVRC staff or referred resources?
 Not at all Not very much Somewhat Very much Completely

11. Do you feel more informed of your rights than before you started working with MCVRC?
 Not at all Not very much Somewhat Very much Completely
12. Did your awareness or knowledge of intervention strategies to prevent domestic violence, sexual assault, dating violence, or stalking increase?
 Not at all Not very much Somewhat Very much Completely

SERVICES YOU RECEIVED

Court Accompaniment

Please complete this section if you received court accompaniment services from our organization.

13. *Did you receive court accompaniment services from MCVRC?
 Yes (go to question 14)
 No (go to question 18)
14. Name of advocate(s) who assisted you (check all that apply):
 Sydney Fitch Ellie Jones Alondra Pizarro Alexandra Vettel
15. Do you feel the advocate provided support or helped you get your voice heard by other parties?
 Not at all Not very much Somewhat Very much Completely
16. Was your advocate available to accompany you to case related appointments?
 Never Rarely Sometimes Often Always
17. Were you notified of important information regarding your case?
 Never Rarely Sometimes Often Always

Legal Services

Please complete this section if you received legal services from our organization.

18. *Did you receive legal services from MCVRC?
 Yes (go to question 19)
 No (go to question 24)
19. Name of attorney(s) who represented you:
 Alonzo Robertson Andrea Mason Blanche Hanson Chris Quasebarth
 Cristina Caro Joanna Mupanduki Johann Wehrle Kathleen Callan
 Kurt Wolfgang Pauline Mandel Rajita Andrews Richard Hoffman
 Victor Stone
20. Did our services help you increase your understanding of the legal process?
 Strongly Agree Agree Disagree Strongly Disagree No Opinion (neutral)

21. Did our services help you understand your rights as a crime victim?
 Strongly Agree Agree Disagree Strongly Disagree No Opinion (neutral)
22. Did MCVRC make sure your views were heard during your case?
 Never Rarely Sometimes Often Always

Was there any point at which you felt your views were not heard? Please explain.

23. Please indicate how much you agree with each of the following statements about the legal system:

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	No opinion
I think the courts will consider my rights and wishes just as important as the defendant's rights and wishes.	<input type="radio"/>				
I expect the courts will treat me fairly and listen to my side of the story.	<input type="radio"/>				
If I use the courts, I will probably have to do things I don't want to do.	<input type="radio"/>				
If I use the courts, I will probably be forced to accept an outcome I don't really want.	<input type="radio"/>				
If someone I know were to experience a crime, I would encourage them to report it.	<input type="radio"/>				

Referrals to Outside Agencies

Please complete this section if you received a referral from our organization to an outside agency.

24. Did you receive a referral to outside agencies from MCVRC?
 Yes (go to question 25)
 No (go to question 26)
25. Was the agency that you were referred to able to assist you?
 Not at all Not very much Somewhat Very much Completely

OVERALL EXPERIENCE

Please complete this section based on your overall experience of working with our organization.

26. Did the services we provided, or the referrals you received to other agencies, meet the needs you expressed to MCVRC staff?
 Not at all Not very much Somewhat Very much Completely

Can you explain?

27. Were you given enough information to make your own decisions throughout your case?

- Never Rarely Sometimes Often Always

If not, what could we have done better?

28. Was your goal met in a way that you felt was appropriate?

- Not at all Not very much Somewhat Very much Completely

If not, what else could we have done to meet your goal?

29. Please indicate how much you agree with the following statements about your approach to overcoming challenges and achieving your goals:

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	No opinion
I will be able to achieve most of the goals that I set for myself.	<input type="radio"/>				
When facing difficult tasks, I am certain that I will accomplish them.	<input type="radio"/>				
In general, I think that I can obtain outcomes that are important to me.	<input type="radio"/>				
I will be able to successfully overcome many challenges.	<input type="radio"/>				

30. Please indicate how much you agree with the following statements about your personal support system:

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	No opinion
There is someone with whom I can share my joys and sorrows.	<input type="radio"/>				
I have someone who really tries to help me.	<input type="radio"/>				
There is someone I can go to when I need emotional help and support.	<input type="radio"/>				
I have someone I can count on when things go wrong.	<input type="radio"/>				

31. Were you satisfied with the overall experience and services received from the Maryland Crime Victims' Resource Center?

- Not at all Not very Somewhat Very Completely

32. Would you refer or recommend someone to the Maryland Crime Victims' Resource Center?

- Yes No

33. Do you have any additional feedback for the Maryland Crime Victims' Resource Center?

May we use your comments for publication or grant purposes? Your personal information will NOT be included in any reports. Yes No

Your Information (optional, for internal use only):

Name: _____

Email: _____

Phone: _____

END OF SURVEY

Thank you for taking the time to complete this survey! We appreciate you giving us the chance to assist you. *If you require any further information, please contact MCVRC at (301) 952-0063.*

Appendix E: Identification of a Comparison Group

Randomized controlled trials (RCTs) are considered the gold standard in evaluation (Bärnighausen et al., 2017; Kim & Steiner, 2016). An RCT entails randomized assignment of treatment (services) between a group that receives the services and a group that does not in order to assess the difference in outcomes between the two groups. RCTs are currently the strongest method for ensuring that differences in outcomes are due to treatment effects and not inherent differences in the treatment and control groups.

However, there are statistical methods that can make other evaluation designs as robust as RCTs (Kim & Steiner, 2016). This is especially important in cases where random assignment, or denial of services, may be impossible or unethical (Bärnighausen et al., 2017). For example, quasi-experiments (evaluation designs that do not involve random assignment but approximate the conditions as much as possible) can be employed when the researcher cannot control who receives the services of interest, as is the case for victim legal services because these agencies cannot deny people services for the sake of experimental design. Therefore, an alternative method of isolating the effect of legal services on outcomes is needed.

One such approach is to identify a comparison group of victims who did not receive the same legal services. Researchers and site staff discussed ways in which a comparison group could be located. Some concerns were raised by staff about the likelihood of identifying a comparable comparison group and gaining access to comparable data on that group. Researchers discussed with MCVRC the possibility of collaborating with external resources that make referrals to their organization such as district attorneys, police officers, non-profit organizations and gathering information on victims who they do not refer for services or who refuse services and their outcomes.

While a comparison group will not be needed for the pilot test because the primary focus now is to test data collection and reporting protocols with MCVRC, identifying a comparison group will be important for future proposals of evaluation designs. The possibility of utilizing the three pilot sites as comparison groups for each other on one or more variables, since they offer different suites of services to victims, is also being explored.

Appendix F: Stage 2 Site Visit – Information Gathered

The site visit for MCVRC was conducted during the week of January 21, 2020. Kris Lugo-Graulich, Susan Smith Howley, Bradley Brick, and Susannah Tapp of JRSA were accompanied by Meg Garvin from NCVLI to conduct the preliminary document review and staff interviews about service delivery and client case processes at the MCVRC Upper Marlborough location. Staff at satellite offices and the Baltimore City location were interviewed via telephone. The researchers also reviewed the Legal Files database on site with IT and discussed exporting of pilot data for further analysis at JRSA, what would be needed to make any system changes for collecting new measures, and what would be necessary to revise the survey and explore alternate methods of delivery.

Existing Data Collection: Survey Data

MCVRC provided to JRSA copies of their grant reports, exit survey, and a redacted version of a case in Legal Files to researchers. The questions in the survey were compared to the conceptual model to determine what was already being asked on activities performed, and outcomes and objectives gleaned from clients' perspectives.

A designated advocate at MCVRC sends out the survey to clients after their cases close. Based on interviews with MCVRC staff, it was determined that the surveys generally tended to yield a low response rate. (Note: post-site visit, MCVRC implemented a new strategy to deliver the survey to clients via a link added to their email signatures. This method of delivery has increased survey response rates.)

Some recommendations to increase client response rates are:

- delivering the survey online via SurveyMonkey instead of the existing survey platform. The initial cost for SurveyMonkey could be covered by the project subaward to MCVRC. The Team Advantage Plan, which allows for A/B testing of different surveys (to test the effectiveness of different question structure and wording), reporting options, and other features, starts at \$900/year for 3 users (business plan). A personal plan for one user would cost \$384 per year. This cost could be covered by project funds.
 - By testing different survey versions in the pilot tests, we can see whether different versions elicit higher response rates and/or better quality, more nuanced data.
 - Reports can be generated directly out of SurveyMonkey or the data can be exported.
 - The labor cost for administering the survey in SurveyMonkey should be tracked for the purpose of estimating burden involved. This labor cost can be billed to the project. After the pilot test, feasibility of implementing for a full evaluation can be assessed.

Existing Data Collection: Legal Files Case Management System

Grant reports and information contained in legal tracking software were used to identify measures that might already be captured in existing systems. Grant reports provided basic information on specific services offered and the number of victims receiving each service. From a redacted copy of a case tracking report provided, a limited amount of information was

identified before the site visit, and the project team was given a tour of MCVRC's Legal Files system on site.

Takeaways about Legal Files capability and other conclusions:

After the site visit, researchers assessed the types and format of data MCVRC currently tracks, whether and how much MCVRC can share for evaluation purposes given attorney-client privilege, and MCVRC's capacity to track additional data. This data assessment determined that:

- MCVRC does have the ability to modify their case management system (CMS) on a limited basis by adding new fields or refining existing fields in Legal Files.
- MCVRC does not have the ability to search the free-text fields in Legal Files where most case details are entered. Therefore, much of the data collection and reporting is a manual process.
- MCVRC can help to identify measures that may be too burdensome to report in a full evaluation.

Appendix G: Fidelity Measures – Definitions and Background

Fidelity measurement is a systematic process for determining whether, and to what degree, real-world implementation matched the intent of the conceptual model for success. This typically involves the development and use of one or more measurement tools derived from an in-depth understanding of the model, the services it represents, and the model’s constituent elements (Mihalic, 2004; Mowbray et al., 2003).

Ensuring fidelity means that evaluators can be sure that the success of a program is due to the program itself and not the failure of program staff to properly implement it (Bellg et al., 2004; Davies, 2013; Mowbray et al., 2003). However, fidelity can be difficult to measure when elements from different sectors of the system contribute to the same outcomes (Bruns et al., 2004); this is the case with victim legal services. Circumstances or events in the larger network of legal systems, many outside the legal service provider’s control, often impact outcomes.

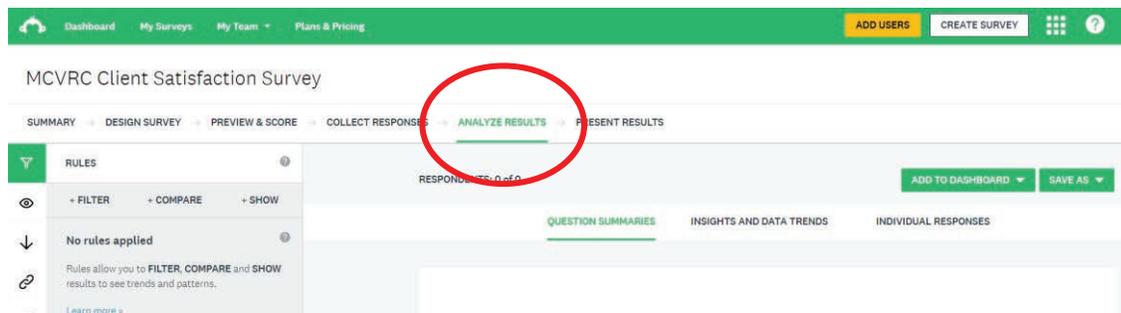
Elements in Measuring Fidelity

While several fidelity measurement frameworks and tools have been described in the literature (see, for example, Fixsen et al., 2005, Mihalic et al., 2004, and Mowbray et al., 2003), they tend to converge around three critical implementation features: context, compliance, and competence (Fixsen et al., 2005). *Context* measures pertain to the prerequisites for high-fidelity implementation, including those focusing on issues such as job qualifications, training, and the resources needed to properly deliver the model. *Compliance* measures focus on adherence to design elements and protocols, including proper exposure of clients to program or service content (Mihalic et al., 2004). *Competence* measures focus on quality of service delivery, including whether staff delivered the intervention with buy-in and skill, and whether clients were engaged and responsive to service efforts.

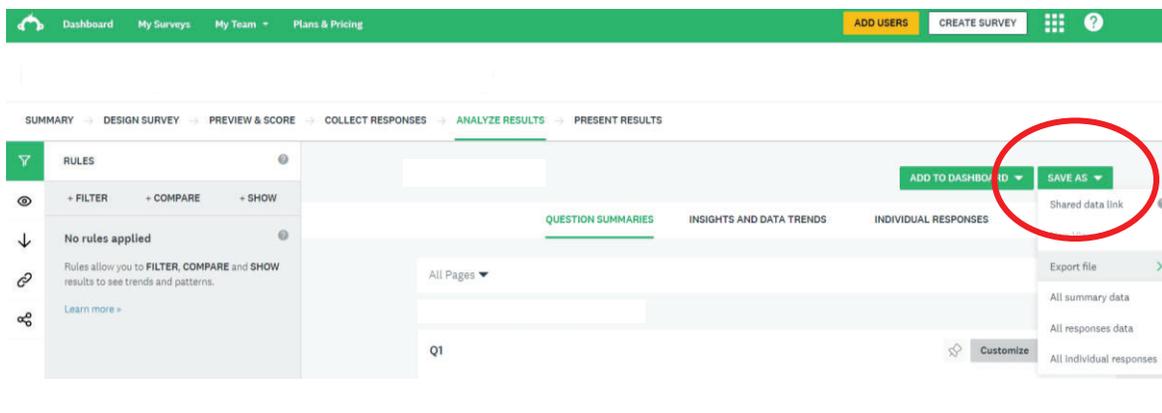
Each of the three sites will assist JRSA in drafting fidelity measures of all three kinds, as well as instruments to test them, by providing materials, information and input for JRSA to draft the guides as well as reacting to drafts and contributing collaboratively to refinements until they are complete.

Appendix H: Instructions for Downloading SurveyMonkey Data

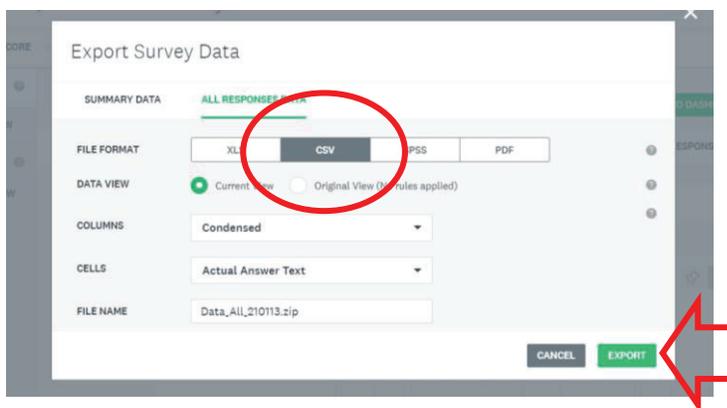
STEP 1: Click on ‘ANALYZE RESULTS’ tab in SurveyMonkey.



STEP 2: Click on ‘SAVE AS’ button. From the dropdown menu, select “All individual responses.”



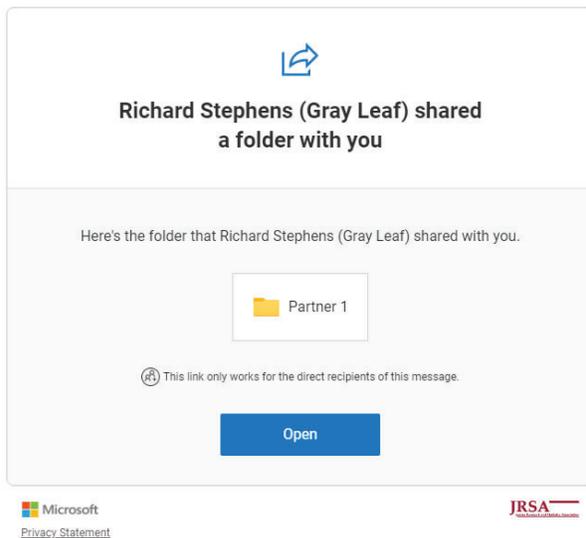
STEP 3: Select “CSV” and then click “EXPORT” to generate the data file.



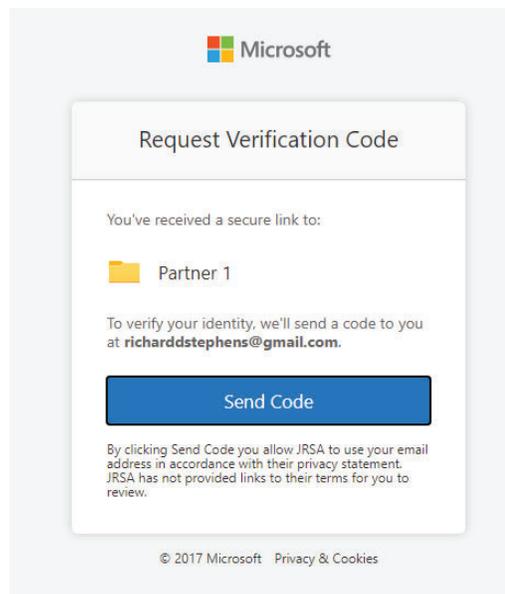
STEP 4: Remove clients’ names, addresses, and all other personally identifiable information (PII) from the CSV file prior to transferring the data to JRSA (see section on ‘Data Transfer Procedure’ on page 20).

Appendix I: Instructions on How to Access the SharePoint Folder

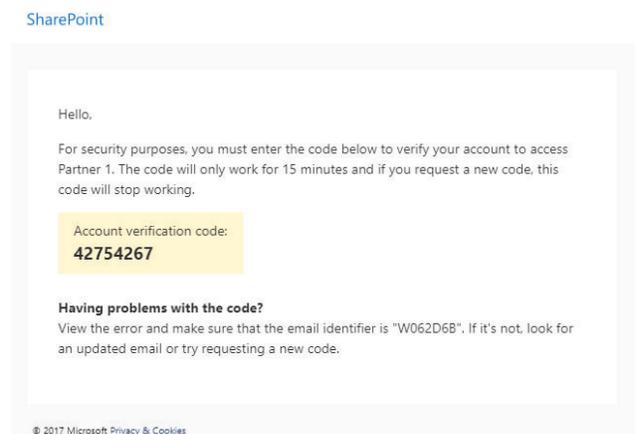
Step 1: You will receive an email from JRSA with a link to the secure folder. Click **“Open”**



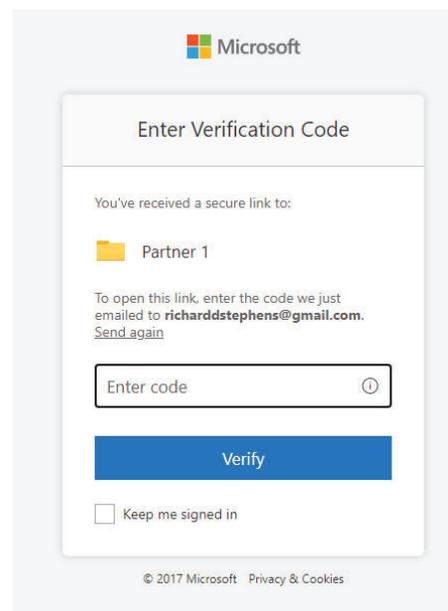
Step 2: The link will open in your browser and you will be prompted to authenticate yourself. Click **“Send Code”** and Microsoft will send you a code to the same email address as you received your invitation.



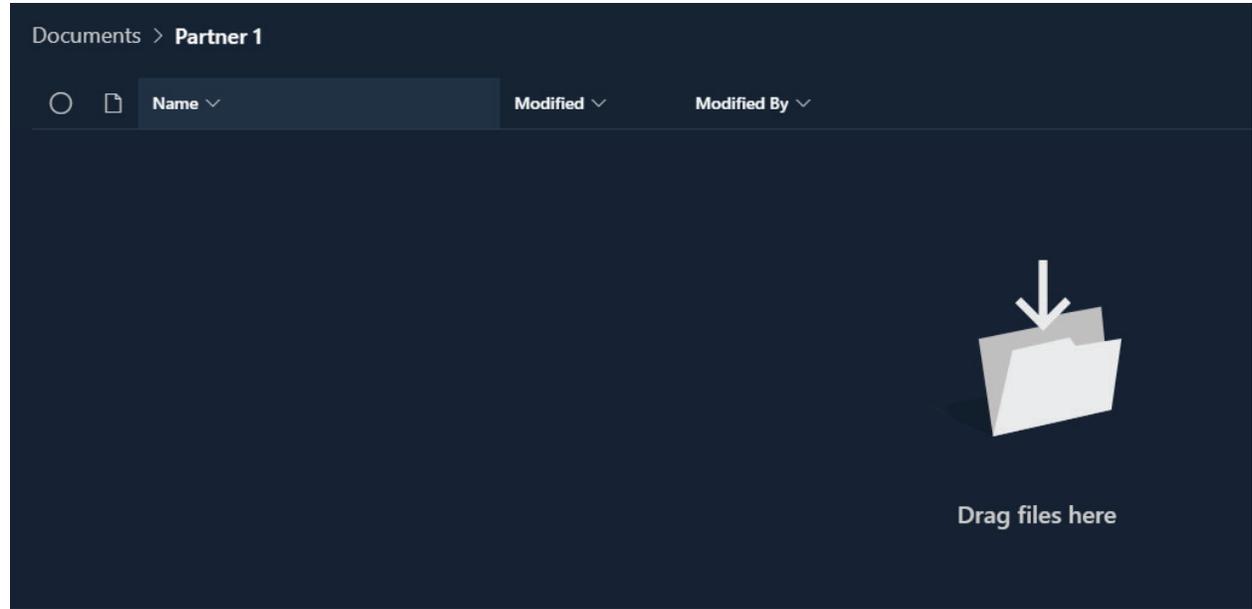
Step 3: You will be sent a code from Microsoft to gain access to the shared folder. (Note: this code is time-sensitive. You must complete the security requirements within 15 minutes. After this, you will need to request a new code.)



Step 4: You will be prompted to enter the code. Paste your code in the **“Enter code”** box and click **“Verify”**



Step 5: The folder should then appear in your browser. You can now upload your anonymized data files to this folder.



Appendix J: Security and Privacy Certificate

Privacy Certificate

Grantee¹, Kristina Lugo-Graulich and Jeffrey Sedgwick, Justice Research and Statistics Association, certifies that data *identifiable to a private person*² will not be used or revealed, except as authorized in 28 CFR Part 22, Sections 22.21 & 22.22.

Project Title: What Constitutes Success? Evaluating Legal Services for Victims of Crime

Brief Description of Project (required by 28 CFR §22.23(b):

This project is a joint project by the Justice Research and Statistics Association (JRSA) and the National Crime Victim Law Institute (NCVLI). This project will proceed in two stages. Stage 1 will culminate in the production of a conceptual framework for what constitutes “success” in delivery of legal services – in this case, legal service delivery related to victims’ rights enforcement. The purpose of this exercise is to get a group of practitioners, experts, and legal services representatives together to create a conceptual model that defines what “success” in legal services means. Stage 2 of the project will begin with evaluability assessments based on the conceptual model developed in Stage 1 at three pilot sites. For each of the three sites, JRSA will conduct evaluability assessments for their rights enforcement work that assess feasibility for full scale evaluations if they were to implement the conceptual model from Stage 1 within their contexts. Once the evaluability assessments are complete, JRSA, with support from NCVLI, will work with each site to develop implementation guides that detail how the model might be implemented in their or a similar context. Next, JRSA will develop measures and instruments to test the fidelity of model implementation for each site. Finally, each site will participate in a pilot test of the model.

NOTE: If no data identifiable to a private person will be collected, this form is considered complete following insertion of the project description and the phrase "No data identifiable to a private person will be collected here." All other blanks should have inserted “Not applicable since this study is not collecting identifiable data”. The form must then be signed and dated.

Grantee certifies that any private person from whom identifiable information is collected or obtained shall be notified, in accordance with 28 CFR §22.27, that such data will only be used or revealed for research or statistical purposes, and that compliance with the request for information is not mandatory. Participation in the project may be terminated at any time. In addition, grantee certifies that where findings in a project cannot, by virtue of sample size or uniqueness of subject, be expected to totally conceal the identity of an individual, such individual shall be so advised.

Procedures to notify subjects that such data will only be used or revealed for research or statistical purposes and that compliance with the request for information is not mandatory and participation in the project may be terminated at any time as required by 28 CFR §22.23(b)(4):

Subjects will be notified with a statement provided at the outset of the interviews, surveys, roundtable discussions and data collection and asked to indicate whether or not they wish to participate. See attached IRB Application draft, which contains the interview, survey, and roundtable instrument drafts, for the statements.

If notification of subjects is to be waived, pursuant to 28 CFR §22.27(c), please provide a justification:

Not applicable.

Grantee certifies that project plans will be designed to preserve the confidentiality of private persons to whom information relates, including where appropriate, name-stripping, coding of data, or other similar procedures.

Procedures developed to preserve the confidentiality of personally identifiable information, as required by 28 CFR §22.23(b)(7):

No interview, survey, or roundtable forms will ask for personally identifiable information. Case files provided for analysis at the pilot sites will be de-identified before being provided to the research team. Informed consent forms collected from participants containing their names and signature will be stored in a locked filing cabinet at JRSA.

Grantee certifies that, if applicable, a log will be maintained indicating that (1) identifiable data have been transferred to persons other than employees of NIJ, BJA, BJS, OJJDP, OVC, OJP, or grantee/contractor/subcontractor staff; and (2) such data have been returned or that alternative arrangements have been agreed upon for future maintenance of such data, in accordance with 28 CFR §22.23(b)(6).

Justification for the collection and/or maintenance of any data in identifiable form, if applicable:

Not Applicable.

Procedures for data storage, as required by 28 CFR §22.23(b)(5):

Interview data and proceedings from the roundtable discussion will be collected via note taking during the interview or discussion process. Interview and roundtable discussion notes will be stored on JRSA's secure server, and only authorized project staff will have access to the data. We do not anticipate interview data being transferred to any of our project partners. If data are transferred, partner organization staff will be asked to sign a statement indicating their intent to comply with the requirements of 28 CFR §22.24.

Survey response data downloaded from SurveyMonkey and datasets built from administrative data will be stored on JRSA's secure server, and only authorized project staff will have access to the data. Any partner organization staff wishing to access de-identified data will still be asked to sign a statement indicating their intent to comply with the requirements of 28 CFR §22.24 before they will be allowed access to the data, and they will also sign agreements with JRSA as to

proper use and storage of data.

Grantee certifies that all contractors, subcontractors, and consultants requiring access to identifiable data will agree, through conditions in their subcontract or consultant agreement, to comply with the requirements of 28 CFR §22.24, regarding information transfer agreements. Grantee also certifies that NIJ will be provided with copies of any and all transfer agreements before they are executed as well as the name and title of the individual(s) with the authority to transfer data.

Description of any institutional limitations or restrictions on the transfer of data in identifiable form, if applicable:

Not applicable.

Name and title of individual with the authority to transfer data:

Kristina Lugo-Graulich_____

Grantee certifies that access to the data will be limited to those employees having a need for such data and that such employees shall be advised of and agree in writing to comply with the regulations in 28 CFR Part 22.

Grantee certifies that all project personnel, including subcontractors, have been advised of and have agreed, in writing, to comply with all procedures to protect privacy and the confidentiality of personally identifiable information.

Access to data is restricted to the following individuals, as required by 28 CFR §22.23(b)(2):

Principal Investigator(s): Kristina Lugo-Graulich, JRSA
Project Staff: Roger Przybylski, JRSA; Susan Smith Howley, JRSA; Karen Souza, JRSA;
Susannah Tapp, JRSA
Contractors, Subcontractors, and/or consultants: Meg Garvin, NCVLI; Julie Hester, NCVLI

Grantee certifies that adequate precautions will be taken to ensure administrative and physical security of identifiable data and to preserve the confidentiality of the personally identifiable information.

Procedures to insure the physical and administrative security of data, as required by 28 CFR §22.25(b), including, if applicable, a description of those procedures used to secure a name index:

All data will be stored on a separate virtual drive located on JRSA's server. The virtual drive will be password protected, and only authorized project staff will have access to the password. Passwords will be changed on a regular basis.

Procedures for the final disposition of data, as required by 28 CFR §22.25:

JRSA will maintain the data for the required time period as required by law and NIJ/OJP policy. After that time, the data will be destroyed by erasing them from JRSA's virtual drive. Final datasets (de-identified) are uploaded to NACJD as required by NIJ.

Name and title of individual authorized to determine the final disposition of data:

Roger Przybylski, Research Director, JRSA

Grantee certifies that copies of all questionnaires, informed consent forms and informed consent procedures designed for use in the project are attached to this Privacy Certificate.

Grantee certifies that project findings and reports prepared for dissemination will not contain information which can reasonably be expected to be identifiable to a private person, except as authorized by 28 CFR §22.22.

Grantee certifies that the procedures described above are correct and shall be carried out. Grantee certifies that the project will be conducted in accordance with all the requirements of the Omnibus Crime Control and Safe Streets Act of 1968 as amended and the regulations contained in 28 CFR Part 22.

Grantee certifies that NIJ shall be notified of any material change in any of the information provided in this Privacy Certificate.

Signature (s):



_____ (Principle Investigator)



_____ (Institutional Representative)

Date: 5/3/18

Notes:

- 1 Please include the name of the Principal Investigator(s) for this project as well as the name of the person representing the institution receiving the grant funds.
- 2 *Information identifiable to a private person* is defined in 28 CFR §22.2(e) as "information which either--(1) Is labeled by name or other personal identifiers, or (2) Can, by virtue of sample size or other factors, be reasonably interpreted as referring to a particular person.

Glossary of Terms

Conceptual model: a type of diagram that shows a set of relationships between factors that are believed to impact or lead to a target condition (Stark et al., 2011)

Evaluability assessment: a systematic process that helps to identify whether program evaluation is justified, feasible, and likely to provide useful information (Kaufman-Levy & Poulin 2003)

Fidelity: a systematic process for determining whether, and to what degree, real world implementation matched the conceptual service model (Robinson et al., 2015)

Formative evaluation: a rigorous assessment process designed to identify potential and actual influences on the progress and effectiveness of implementation efforts (Stetler et al., 2006)

Pilot test: a small study to test research protocols, data collection instruments, sample recruitment strategies, and other research techniques in preparation for a larger study (see Stewart, n.d., and Hassan et al., 2006)

Randomized controlled trial: a study consisting of two groups in which participants are randomly assigned to either an *intervention group* that receives some type of treatment or a *control group* that receives no treatment for comparison (Kabisch et al., 2011)

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What Constitutes Success?
Evaluating Legal Services for Victims of Crime

Oregon Crime Victims Law Center (OCVLC)
Pilot Test Implementation Guide

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Purpose, Audience and Objectives of this Implementation Guide

Who Should Use This Guide?

This guide was developed for OCVLC staff who provide legal services to victims, particularly attorneys and victim advocates, who may report data for this pilot test of new data collection and reporting.

Purpose

The purpose of this implementation guide is to lay out the steps to execute the pilot test which will inform the evaluability assessment¹ and proposal for a full evaluation design to follow. This guide contains: a brief introduction to the project and its key personnel; an overview of the five stages of the project; a detailed implementation plan for the pilot test; and information on how readiness for full process and outcome evaluations will be assessed. Supplementary background information is also provided in appendices to fill in the context of the material in the main sections of this guide.

5 Key Sections:

- Site checklist of pilot tasks and deliverables on **pages 4-5**
- Outcome measures to be pilot tested in Table 2 on **pages 11-13**
- Service delivery activity data to be reported on **pages 16-19**
- Data transfer, data security, and privacy protocols on **pages 20-21**
- Revised survey instrument in Appendix D on **pages 30-32**

What Will Users of This Guide Gain?

- Understanding of the project’s purpose and the five stages of formative evaluation (Fig. 1)
- Understanding of the questions the pilot test seeks to answer
- Knowledge of the data to be collected for the pilot test and understanding of the procedures for data collection and reporting
- Understanding of how pilot test results will be used in the evaluation assessment and in a funding proposal for a full evaluation



Figure 1. Five Stages of Formative Evaluation

¹An evaluability assessment assesses how ready a program is to undergo a full evaluation. It can be used to identify data elements and procedures that work well and possible course corrections needed before undertaking a full evaluation, or to determine that a program is not yet ready to proceed. It is one product of the larger formative evaluation process, which serves as preparation for a full evaluation.

Site Checklist of Tasks and Deliverables

Now that the outcome measures to pilot test have been agreed, the checklist below outlines the next steps, along with the estimated timeline. You can find further information on each of the tasks in the designated sections of this guide.

	Deliverables:	Main tasks:	Estimated date of completion (subject to change):	Further information:
<input type="checkbox"/>	Training webinar	<input type="checkbox"/> 1. All staff to attend 1-hour training webinar on pilot data collection and delivery (including security)	1/27/2021	Implementation Guide & Excel Template for Reporting Service Delivery Activities
<input type="checkbox"/>	Adjustments to Case Management System (CMS) to enhance pilot data collection	X 1. Provide cost and timeline to modify CMS ^a	1/6/2021	Implementation Guide sections on: “Pilot Data Collection: Outcome Data to be Collected in Pilot Test” (pages 9-11) Table 2 (pages 11-13)
		X 2. Add new fields or refine existing fields in CMS	N/A	
		<input type="checkbox"/> 3. Collect pilot data covering case activity for period specified 4. Record amount of payroll hours spent collecting or reporting new/modified data (burden) ^a	12/1/2020 – 5/31/2021	
<input type="checkbox"/>	Amendments to client exit surveys to enhance pilot data collection	<input type="checkbox"/> 1. Add/modify client satisfaction survey questions	1/13/2020	Implementation Guide sections on: “Pilot Data Collection: Outcome Data to be Collected in Pilot Test” (pages 9-11) Appendix C & D (pages 25-32)
		<input type="checkbox"/> 2. Purchase SurveyMonkey ^b , set up survey online and test run data collection and reporting (with JRSA’s assistance)		
		<input type="checkbox"/> 3. Email survey link to clients. (Note: paper surveys can still be mailed to clients and staff would enter the responses into SurveyMonkey when surveys are returned)	12/1/2020 – 5/31/2021	“Appendix H: Instructions for Downloading SurveyMonkey Data” (page 37)

		<input type="checkbox"/>	4. Follow up with clients to elicit survey responses		Word Templates for Email and Mail Delivery of Survey
<input type="checkbox"/>	Activities of Service Delivery and Fidelity Monitoring	<input type="checkbox"/>	1. Record data on program activities at the <i>case level</i> (completed in person, virtually or by phone, and client engagement measures) and <i>organizational level</i> (# of MOUs, # of referrals)	12/1/2020 – 5/31/2021	Implementation Guide sections on: “Activities of Service Delivery and Fidelity Monitoring” (page 13-15) “Data Reporting Form for Activities of Service Delivery and Fidelity Monitoring” (page 16-19) Excel Template for Reporting Service Delivery Activities
<input type="checkbox"/>	Pilot test data transfer and post-pilot staff interviews	<input type="checkbox"/>	1. Post-pilot interviews with staff by phone/email on some measures and staffs’ experiences of the pilot test	6/21/2021	Implementation Guide sections on: “Data Transfer Procedure” (page 20-21)
		<input type="checkbox"/>	2. Deliver/transmit pilot test CMS and survey data to JRSA at two time points	3/15/2021 and 6/15/2021	“Post-Pilot Test: Final Deliverables and Next Steps” (page 21-22) “Appendix J: Instructions on How to Access the SharePoint Folder” (pages 39-40)
	Final deliverables (tasks to be performed by JRSA and NCVLI)		1. Determine site’s evaluation readiness	7/31/2021	Implementation Guide section on: “Post-Pilot Test: Final Deliverables and Next Steps” (page 21-22)
			2. Propose any data collection improvements	7/31/2021	
			3. Produce technical report for OCVLC	8/31/2021	
			4. Phase 2 final report for NIJ	9/30/2021	

^a These costs can be billed back to the project per the subaward agreement.

^b Initial cost of 1-year subscription for SurveyMonkey can be covered by the project subaward.

Project Information

Project Manager	Kris Lugo-Graulich	Project Sponsor	National Institute of Justice (NIJ)
Business Owner	Oregon Crime Victims Law Center (OCVLC)	IT	JRSA: Mainspring OCVLC: IT/Legal Files
Project Description	<i>This project is a formative evaluation of victim legal services, with a focus on victims' rights enforcement. This involves the development of a conceptual model to guide the evaluation design, pilot testing data collections, and conducting evaluability assessments at three sites, including OCVLC. At the end, a proposal will be made to NIJ to extend the project to the next stage of evaluation.</i>		

Project Overview

This National Institute of Justice (NIJ)-funded project is a researcher-practitioner collaboration between the Justice Research and Statistics Association (JRSA), the National Crime Victims' Law Institute (NCVLI), national experts, and local programs. The purpose is to establish a foundation for rigorous evaluation that can inform and support excellence in victims' rights enforcement work and other legal services for victims.

Oregon Crime Victims Law Center (OCVLC; see Appendix A for site information), along with two other agencies, have agreed to be the pilot sites for a new phased evaluation design (described in the next section). The objective of this guide is to provide instructions for conducting the pilot test of measures to be assessed for their usefulness in a full evaluation.

Management Oversight and Project Personnel

NIJ oversees the project in terms of budget, compliance with human subject protocols² and approval of project reports and publications. Mary Atlas Terry and Angela Moore Parmley from the Office of Justice Programs are kept informed of progress. Key personnel are listed below.

Table 1. Project contacts

OCVLC	Rosemary Brewer	Executive Director	rosemary@ocvlc.org
JRSA	Kris Lugo-Graulich	Principal Investigator	klugo@jrja.org
	Susan Smith Howley	Project Director	showley@jrja.org
	Karen Souza	Research Associate	ksouza@jrja.org
	Susannah Tapp	Research Analyst	stapp@jrja.org
NCVLI	Meg Garvin	Executive Director	garvin@lclark.edu
	Julie Hester	Project Director	juliehester@lclark.edu

² JRSA's Institutional Review Board (IRB) has approved all human subjects protocols (protections for victims' privacy and safety) related to this project.

Overview of Current Evaluation Work: 5 Stages

Three sites have been selected to participate in this project: Arizona Voice for Crime Victims (AVCV), Maryland Crime Victims' Resource Center (MCVRC), and Oregon Crime Victims Law Center (OCVLC). The project consists of five stages, briefly outlined on the next two pages. The remainder of this guidebook will focus on the pilot test.

Stage I. Conceptual Model: Identify Goals and Outcomes

The purpose of a program and its expected outcomes and impacts must be outlined in detail before evaluation activities occur (Black, 2016). Therefore, the *conceptual model* developed during Stage 1 of this work (Appendix B) guided the selection of measures to be pilot tested.

Stage II. Document Program Activity

Prior to evaluation, the current status of a program must be determined, including why the program is expected to be effective (United States Agency for International Development, 2017; Wholey, 2004). Through an analysis of documents, including standard operating procedure guides, policies and procedures manuals, and public-facing printed materials, as well as interviews with site staff, OCVLC's typical program activities were documented in a process flow created to show the client services process from beginning (intake) to end (case closure) (see Fig. 2 on page 14). These were then matched against the conceptual model to determine which portions of it applied to OCVLC's specific services.

Stage III. Pilot Test: Analyze Readiness for Evaluation

An *evaluability assessment* determines whether a program can be evaluated (Wholey, 2004). Part of this process involves determining the potential for a program to achieve its identified goals. It also involves looking at existing data to determine if there are measures that can be used for evaluation, which is the purpose of the pilot test. The pilot test results will also help determine whether the possibility to conduct a rigorous evaluation involving a *randomized control trial* (RCT) or a *quasi-experimental design* exists (see Appendix E for definitions and further details).

In the readiness analysis, the research team will assess:

- the ability to measure outcome variables tracked in case files or CMS;
- the ability to capture outcomes via staff interviews or questionnaires;
- the agency burden and feasibility of implementing additional data collection;
- whether a cost-benefit analysis would be feasible in a full evaluation, especially if the assessment of burden during the pilot test shows that it may come at some cost;
- whether OCVLC is aware of other data that could be used to measure outcomes; and
- whether any of the pilot test measures may also be reported on cases that closed prior to the pilot test launch (baseline data) in order to capture any trends.

Stage IV. Evaluability Assessment: Explore Modifications and Alternatives

Often, the primary limitation in evaluability for some programs is the quality of their data, not the quality of the program. Therefore, one advantage of a *formative evaluation* is that it allows for changes to be made before a full evaluation is carried out (Wholey, 2004).

So far, OCVLC has shared their data collection instruments and grant reports with the research team. Next, the pilot test will involve collecting raw data on program activities and client case outcomes. This will help determine whether there is enough data of sufficient quality to move forward. In order to prepare OCVLC for evaluation, some recommendations for modifications to data collection may be proposed after the pilot test is completed.

Stage V. Propose Full Evaluation Design

Once the evaluability assessment is complete, JRSA and NCVLI will work with OCVLC to develop a full evaluation design to be proposed to NIJ for further funding. If approved by NIJ and the three sites, public-facing versions of the implementation guides will also be generated for others in the field interested in developing evaluations. These will be disseminated through our respective organizational websites and with assistance from NIJ and subject matter experts (SMEs).

The Pilot Test

The purpose of this implementation guide is to outline the steps required to execute the pilot test of data collection. This section details the research questions, types of data to be collected, and next steps after completion.

Research Questions to be Addressed by the Pilot Test

This pilot test aims to answer two main questions that will inform future phases of this evaluation work:

1. Can OCVLC implement and collect data on the measures proposed?
 - a. Is the burden manageable/feasible?
 - b. What is the quality, reliability, and validity of the data collected?³
 - c. What adjustments should be made based on the pilot test?
 - d. Do these data provide useful information for OCVLC?
2. Can a comparison group be identified so that the most rigorous research design⁴ possible could be used to assess the effect of OCVLC services on victim outcomes?

Assumptions

The data collection procedures in this guide were designed based on several assumptions:

- OCVLC staff have the legal knowledge and qualifications to adequately represent victims.
- Staff are voluntarily willing to participate in the project.
- OCVLC has the resources to provide the services within their mission.
- OCVLC is in compliance with any legal regulations and grant requirements.
- All data shared by OCVLC are theirs to share and in compliance with legal regulations.

While it is assumed that OCVLC has sufficient resources to provide basic services, understandably, there is a limit to the amount of time and resources that can be dedicated per client. Therefore, some activities identified as important to achieving desired outcomes may not take place in every case. It will be important to examine if any key activities are not performed and why. This is particularly important in light of the current coronavirus (COVID-19) pandemic, which has disrupted court proceedings across the country, and in light of the staff turnovers that may occur. ***We realize that due to COVID-19, the data collected may not accurately reflect the work done by OCVLC or the full value of the services provided. This will be taken into account in assessing the quality of the data and noted in the final report.***

Pilot Data Collection

OCVLC staff will be collecting two types of data during the pilot test period: 1) client outcome data, and 2) data on program activities, including *fidelity measures* (described below). Much of this data is information that OCVLC already reports for grant purposes, although a few additional items for each activity are also being requested. ***Data will be reported for each individual case, for all cases that close during the 6-month period from December 1st 2020 to May 31st 2021. For cases that have not yet closed within this timeframe (e.g., cases pending***

³ Validity assesses whether a measure captures what we really want to know, and reliability refers to whether the information is reported consistently every time it is reported.

⁴ A rigorous research design enables us to see the differences in outcomes between those who receive certain services, or who receive services delivered in a specific way, and those who do not.

because of COVID-related delays), this status will be noted in the reporting spreadsheet and the data will be submitted as-is.

1) Outcome Data to be Collected in Pilot Test

Based on the site visit and follow-up discussions with staff, it was determined that OCVLC has the capacity to track additional data for the pilot test (for more information about the site visit, see Appendix F). Table 2 contains a list of *5 new short- and long-term outcome measures* from the conceptual model that have been agreed upon for pilot testing. In addition, *modifications to 5 existing outcome measures* (i.e., data that OCVLC already gathers and reports for other purposes), were identified and approved for testing.

These data will be gathered using two main sources: 1) Legal Files (OCVLC’s case management system, or CMS), and 2) client satisfaction surveys. In order to implement the new/modified measures, OCVLC will perform two tasks: i) add a limited number of new fields or refine existing fields in Legal Files (if necessary), and ii) add/modify questions in the current client satisfaction survey. A limited amount of additional information will also be collected via staff interviews at the end of the data collection period.

SurveyMonkey. Since the data for many measures of success proposed in the conceptual model involve questions asked of clients in the survey, we would like to test the ability to increase response rates and elicit more variety in clients’ responses. Therefore, in addition to testing new/modified questions, OCVLC has agreed to test different versions of invitation and consent language (see Appendices C and D) and to add an option for clients to complete the survey online using SurveyMonkey, in addition to OCVLC’s current method of mailing out paper surveys (paper surveys will also implement the modified invitation language and new/modified survey questions). The initial cost of a one-year subscription for SurveyMonkey can be covered by project funds.

The anticipated benefits of these changes are that:

- the use of an online survey can help to streamline data collection and increase response rates;
- more nuanced client feedback elicited by revised questions can be used to identify OCVLC’s successes and areas of opportunity for continuous improvement; and
- the information can be used to better tell OCVLC’s story in grant applications and in community and partner outreach.

Measuring Burden. Also of interest is measuring the burden that implementing this data collection may impose on the agency, if undertaken on a more permanent basis. This information will be used to identify measures that may be too burdensome to report in a full-scale evaluation. OCVLC will, therefore, provide information on Legal Files and development-related charges, as well as the cost of payroll hours spent to undertake the changes described above. These costs can be billed to the project per the subaward agreement.

The sequencing of tasks that OCVLC will complete for outcome data collection is as follows:

- OCVLC will determine the costs and timeline associated with making the proposed

changes to Legal Files (if necessary).

- OCVLC will agree to undertake the agreed additions/modifications to Legal Files (if needed) and implement the survey via SurveyMonkey.
- JRSA will assist OCVLC with purchasing SurveyMonkey, setting up the survey online, and testing its data exporting capabilities. OCVLC will also be able to print paper copies of the survey to mail to clients who request this option (a separate MS Word document is provided for easy printing access).
- OCVLC will collect data in Legal Files on the CMS-related new and modified measures in Table 2 below. **These data will be reported for individual cases (active and closed) covering the six-month pilot period from December 1st 2020 through May 31st 2021. Data reporting will occur at two time points: March 15th 2021 and June 15th 2021.**
- OCVLC will email the SurveyMonkey link to clients when their case closes and follow up with them to encourage completion during the pilot test period. For clients who prefer paper surveys, OCVLC will mail paper copies to clients, and staff will enter the responses into SurveyMonkey when the completed surveys are returned.

Table 2. Pilot data to be collected from OCVLC

NEW MEASURES					
Category	Rank	Concept	Related OCVLC Existing Measure	Data Source	New Measure
Short-Term Outcome	1	Victim reports feeling their views were represented	None	Client Satisfaction Survey	Survey question: <i>Did OCVLC make sure your views were heard during your case?</i> (Scale of 1-5) (Separate question) <i>Was there any point at which you felt your views were not heard?</i>
Short-Term Outcome	2	Victim has financial & resource losses minimized	None	CMS	From client file/CMS: note whether any eviction was prevented, school enrollment or employment maintained, victimization-related expenses met, etc. as a result of comp, restitution, or other representation provided. Note amount of loss prevented/recovered if available.
Long-Term Objective	3	Increased trust in legal system to operate fairly	None	Client Satisfaction Survey	Survey question: Court-Related Empowerment Scale with one added item: <i>If someone I know were to experience a crime, I would encourage them to report it.</i>

Short-Term Outcome	4	Victim reports having/understanding available legal options	None	Client Satisfaction Survey	Survey question: <i>Were you given enough information to make your own decisions throughout your legal case?</i> (Scale of 1-5) (Separate question) <i>If not, what could we have done better?</i>
Long-Term Objective	5	Empowerment & self-efficacy	None	Client Satisfaction Survey	Survey question: Self-Efficacy Scale

MODIFIED MEASURES					
Category	Rank	Concept	Related OCVLC Existing Measure	Data Source	Modified Measures
Long-Term Objective	1	Survivors and families reintegrated into the community and feel supported	<i>Are you interested in finding out how you can support our work and help other crime victims in need of services? (E.g., volunteer opportunities, contributing to our newsletter, etc.)</i>	Client Satisfaction Survey	Add second survey question: Social Support Scale
Short-Term Outcome	2	Victim receives services tailored to their expressed needs	<i>Was this goal met in your opinion? If not, can you think of anything else we might have done or tried to meet this goal?</i>	Client Satisfaction Survey	Survey question: <i>Did the services provided, or the referrals you received to other agencies, meet the needs you expressed to OCVLC staff?</i> (Scale of 1-5) (Separate question) <i>Can you explain?</i>
Short-Term Outcome	3	Victim receives outcomes they perceive as just	<i>Was this goal met in your opinion? If not, can you think of anything else we might have done or tried to meet this goal?</i>	Client Satisfaction Survey	Survey question: <i>Was your goal met in a way you felt was appropriate?</i> (Scale 1-5) (Separate question) <i>If not, what else could have been done to meet your goal?</i>

Short-Term Outcome	4	Policy/practice in place among partners for victim support referrals	General prosecutor SOPs involve victim support referrals # referrals received by OCVLC from outside agencies (list by type)	CMS, Grant Reports	In addition to items on left: Staff question: Does ____ have a policy or practice in place to refer clients to outside agencies for support? (Tie to each Prosecutor MOU) Staff question: Does ____ have a policy or practice in place to provide support to clients referred from outside agencies? (Staff interviews; tie to each Victim Service Provider MOU)
Short-Term Outcome	5	Communities are educated about victims' rights and options to seek assistance	Number of trainings Number of outreach activities	CMS, Program Records	In addition to items on the left: Increased referrals traceable to a particular training or outreach effort.

2) Activities of Service Delivery and Fidelity Monitoring

One of the primary goals of this pilot test is to understand OCVLC's consistency in *implementation fidelity*. Fidelity measurement is a systematic process for determining whether, and to what degree, real-world performance matched the model created for service delivery (for more information about fidelity concepts, see Appendix G). The process flow created to illustrate OCVLC's service model is shown in Fig. 2 below. It outlines the key steps in the client services process.

Fidelity monitoring is important because only by understanding and measuring whether services have been delivered as intended (or with *fidelity*) can researchers and practitioners better understand how and why an intervention works, and the extent to which outcomes can be improved (Carroll et al., 2007). It also highlights key points where diversion from established practice may influence outcomes and should thus, be monitored.

Therefore, in addition to the new and modified outcomes data that OCVLC will be collecting as described above, staff will also record information on the following: how services were delivered (in person, virtually or by telephone), in order to capture the impacts of the COVID-19 pandemic; number of times each service activity was delivered; and the amount of time it takes to record and report the data (i.e., burden of reporting). **These data will be reported for each individual case that closes during the six-month pilot period from December 1st 2020 to May 31st 2021. For cases that have not yet closed within this timeframe (e.g., cases pending because of COVID-related delays), this status will be noted in the reporting spreadsheet and the data will be submitted as-is.**

OCVLC Case Processing Flow

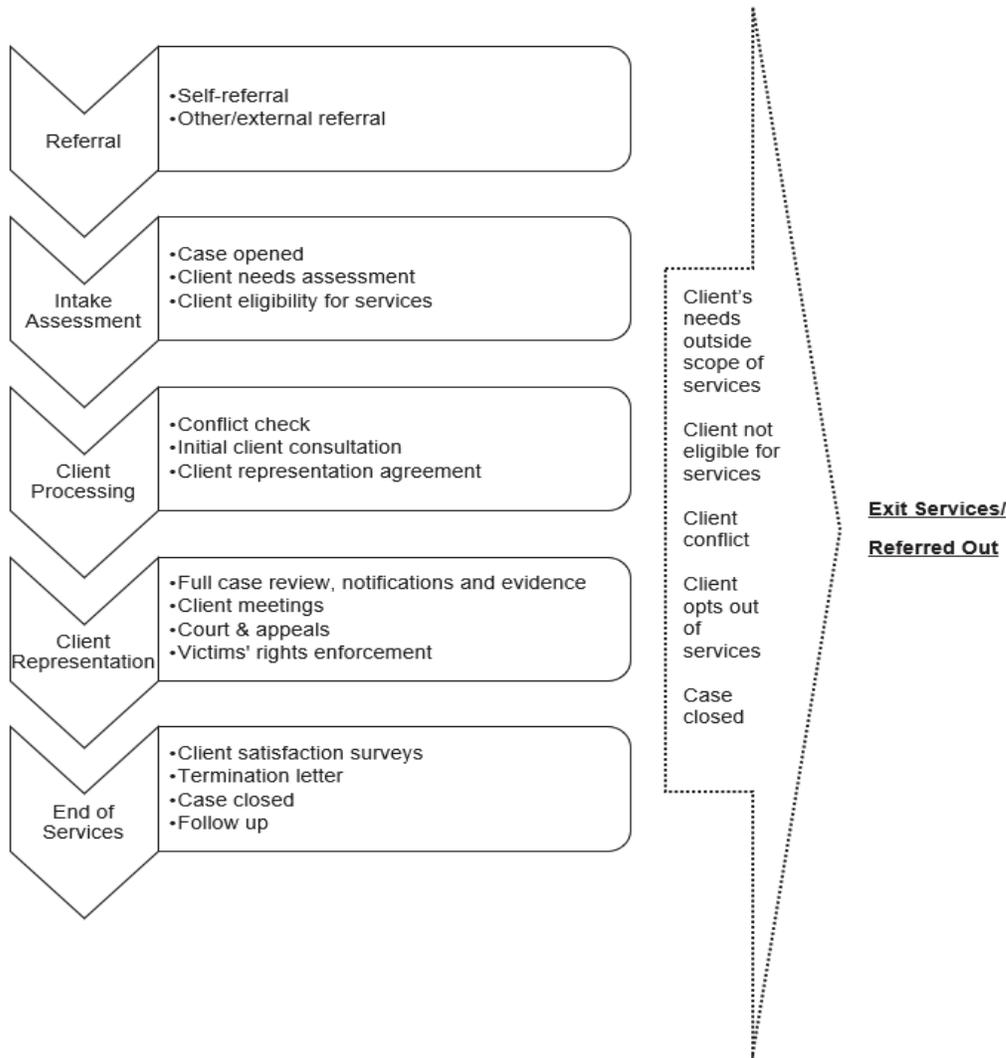


Figure 2. OCVLC Case Processing Flow Chart

A template of an Excel spreadsheet containing the requested data points is provided as a separate file to assist staff with tracking this information and the information on outcomes. However, if OCVLC has the capability to pull this information at the individual case level in other formats with less burden, such as running reports in Legal Files that can extract this information more easily, they can provide such reports *instead of* manually completing the Excel spreadsheet for each case.

The sequencing of tasks that OCVLC will complete for fidelity monitoring is as follows:

- Staff will use the Excel spreadsheet provided to track service activities delivered in each case (each case will be saved as a separate tab within the spreadsheet).

OR

- If available, OCVLC will provide the information requested in another format for each case (active or closed) within the pilot period *instead of* manually completing the Excel spreadsheet.

Recording this information may be easier to do as cases progress rather than trying to compile it all at the end of the piloting period if it is known when cases are expected to close. Post-pilot interviews will be conducted with OCVLC staff in June 2021 to gain feedback that the project team can use to modify these data recording procedures as needed if a full evaluation is funded after this pilot test.



Data Reporting Form for Activities of Service Delivery and Fidelity Monitoring

Anonymous client ID number (for survey response matching): _____

Case status (closed/active/delayed due to COVID-19): _____

Reason for contacting OCVLC: _____

Type of victimization: _____

Who referred this case to OCVLC? _____

Case start date/date representation agreement signed? _____

(If case closed) case end data/date termination letter sent: _____

If representation was provided, what was the issue? _____

If rights enforcement, which right(s)? _____

If non-legal advocacy, what was the issue(s)? _____

Did the client remain engaged throughout the resolution of the issue? (Y/N) _____

If not, when did the client cease participation? (Date) _____

Reason for ceasing participation: _____

[CONTINUE WITH DATA REPORTING TABLE BELOW]

Activity		Dosage	COVID-19 Effect				Burden		
Program Activity	Staff Responsible		Associated Outcome	# of times service provided	# of times in person	# of times virtually		# of times by phone	COVID-related delay, if any (total days)
Note: For any activities that are not performed by OCVLC, enter 'N/A'.									
Needs assessment	Advocate/Attorney	Tailor services to client's legal needs							
Inform about rights	Attorney	Know rights							
Inform about legal options	Attorney	Know legal options							
Provide external referrals	Advocate/Attorney	Policies/practices in place among partners to support referrals							
Notification about case events, by type (pretrial, trial/plea, sentencing, appeals, release)	Advocate/Attorney	Right to be informed							

Activity		Dosage	COVID-19 Effect				Burden	
Program Activity	Staff Responsible		Associated Outcome	# of times service provided	# of times in person	# of times virtually		# of times by phone
Criminal court appearance	Attorney	Rights enforced						
Civil court appearance	Attorney	Obtain TPO, Safety						
Protective order filed	Attorney	Safety						
Protective order appealed/extended	Attorney	Safety						
Protective order enforced	Attorney	Safety						
Criminal court accompaniment	Advocate	Rights enforced						
Civil court accompaniment	Advocate	Rights enforced						
Follow-up/check in	Advocate/Attorney	Victim informed						
Compensation claim filed	Advocate/Attorney	Financial loss minimized						

Activity		Dosage	COVID-19 Effect				Burden		
Program Activity	Staff Responsible		Associated Outcome	# of times service provided	# of times in person	# of times virtually		# of times by phone	COVID-related delay, if any (total days)
Note: For any activities that are not performed by OCVLC, enter 'N/A'.									
Compensation claim appealed	Advocate/Attorney	Financial loss minimized							
Assist with impact statement	Attorney	Views represented, right to be heard							
Community outreach: hours	Advocate/Attorney	Educate community							
Community outreach: # of contacts	Advocate/Attorney	Educate community							
Survey sent	Advocate/Attorney	Evaluation							
Survey responses collected	Advocate/Attorney	Evaluation							

Data Transfer Procedure

Once the new/modified CMS fields are set up and the client survey has been programmed in SurveyMonkey, a data transfer test run will be performed with a few cases to ensure that programming in both systems are functioning properly and if necessary, adjustments can be made. OCVLC will then gather the activities and CMS-related outcome data from Legal Files on all cases (active and closed) during the pilot test period from **December 1st 2020 to May 31st 2021**. As agreed, OCVLC will transfer the pilot test data to JRSA at two time points: **March 15th 2021 and June 15th 2021**.

Paper surveys and downloading survey data from SurveyMonkey:

- Responses from paper surveys will be entered into SurveyMonkey by OCVLC staff (i.e., staff will click on the SurveyMonkey link and manually transcribe the responses into SurveyMonkey).
- The survey responses will be downloaded in Excel or .csv format directly from SurveyMonkey (see Appendix H for step-by-step instructions on how to download SurveyMonkey data).

To prepare all data for transfer to JRSA:

- OCVLC will remove clients' names, addresses, and all other personally identifiable information (PII) from the data files prior to transferring the data to JRSA.
- All data transferred to JRSA will be anonymized, identifiable only by a unique person-level ID number that will link all records for an individual case together (see Appendix I for instructions on how to create anonymous client ID numbers).

Transferring the pilot test data to JRSA:

- The data files containing the activities and outcomes data from CMS, and the corresponding survey data (identified only using the unique person ID number) will be uploaded to a secure folder via SharePoint.
- The JRSA research team will send OCVLC an email link to the secure folder. To gain access to the folder, OCVLC staff will be required to complete a two-step secure authentication process (see Appendix J for step-by-step instructions on accessing SharePoint).
- Upon receipt of the anonymized data files (identified only by unique client ID numbers), JRSA will check for data completeness and confirm with OCVLC.

Security and Privacy

This section details OCVLC's security protocols to keep data private, confidential and secure, in accordance with OCVLC's privacy and breach policies.

OCVLC may share non-personally identifying, aggregate data and demographic information regarding services to its clients for the purpose of complying with federal, state, tribal or territorial reporting, evaluation or data collection requirements. As described above, to maintain the privacy and confidentiality of OCVLC's clients, all client data transferred to JRSA will be anonymized, identifiable only by a unique person-level ID number.

Both open and closed client files are stored at OCVLC's office or at the office of an OCVLC pro bono attorney who has agreed to abide by and signed OCVLC's privacy policy agreement. OCVLC's office is locked unless an OCVLC employee is physically present in the office. Client and other OCVLC files (e.g., back-up documentation to support OCVLC's statistical and other reports) that contain client identifiable information may be taken off-site by OCVLC employees for business purposes only (e.g., court or other appearances, working from a home office). Any file taken off-site must remain in the employee's control at all times. No client files are to be left unattended in a vehicle.

OCVLC's network server is stored at OCVLC's office and maintained by KinTechnology, an information-technology servicing company which is under contract with OCVLC. A networker server may be taken off site only with permission of OCVLC's director or the director's designee. All online access is password protected and online access is closed when the employee or volunteer leaves the office for the day.

OCVLC uses a system of external hard-drives to back up the data that is on the network server. One back-up hard-drive is connected to the network and maintained on-site at all times. A second back-up hard-drive may be stored off-site. Such off-site location shall be in a secure building, preferably in a locking file cabinet or other secure location within that building. At no time may the off-site back-up hard-drive be left in an unattended vehicle.

OCVLC maintains an inventory of all closed and archived client files that includes the retention date for each file. When an archived client file has reached its retention date, the entire file shall be shredding or otherwise destroyed. Any electronic client records which are slated for destruction shall be erased in such a way that they cannot be read or reconstructed.

OCVLC Staff Security Training

Data contained in Legal Files are highly sensitive, containing personal details about clients that could put some of them in danger should they be revealed. OCVLC maintains a register of all personal data breaches, regardless of whether or not they are notifiable to DOJ CVSSD. Staff are instructed to contact the OCVLC director if they know or suspect that a personal data breach has occurred and to retain any evidence in relation to the breach. Staff are instructed not to attempt to investigate the actual or suspected breach themselves and not to attempt to notify affected clients. OCVLC will investigate and assess the actual or suspected personal data breach in accordance with the clinic's response plan and the data breach team will determine who should be notified and how.

JRSA Data Security

Security measures for data transfer, storage, access, and analysis are contained in JRSA's Privacy Certificate, which is on file with the National Institute of Justice. A copy is also contained in Appendix K.

Post-Pilot Test: Final Deliverables and Next Steps

At the end of the pilot test, OCVLC will transfer the data collected to the research team for analysis per the protocol above. The research team will then carry out post-pilot interviews with OCVLC staff to answer some questions (not related to individual clients) and to ascertain the

successes and challenges encountered during the pilot data collection and reporting. JRSA will use this information to complete the evaluability assessment. OCVLC will be informed whether their site is ready for further evaluation or if any changes would be required to enable further evaluation to take place. A technical report will be submitted to OCVLC detailing the agency's potential for rigorous evaluation. A conference call will be scheduled to discuss the results in this report and OCVLC's desire to go forward with applying for Phase 2 funding, which will involve an in-depth process evaluation of service delivery. The proposal for the process evaluation may be due earlier than the end of the pilot test, however, in which case JRSA and NCVLI will hold separate discussions about that possibility with OCVLC to prepare for it.

In addition, JRSA will submit to NIJ a final report detailing all project activities and research results, along with feasible options for full process and outcome evaluation research designs. JRSA will archive all datasets with the National Archive of Criminal Justice Data (NACJD) as required, along with all documentation necessary for others to reproduce the findings from our de-identified test data.

Appendix A: About Oregon Crime Victims Law Center (OCVLC)

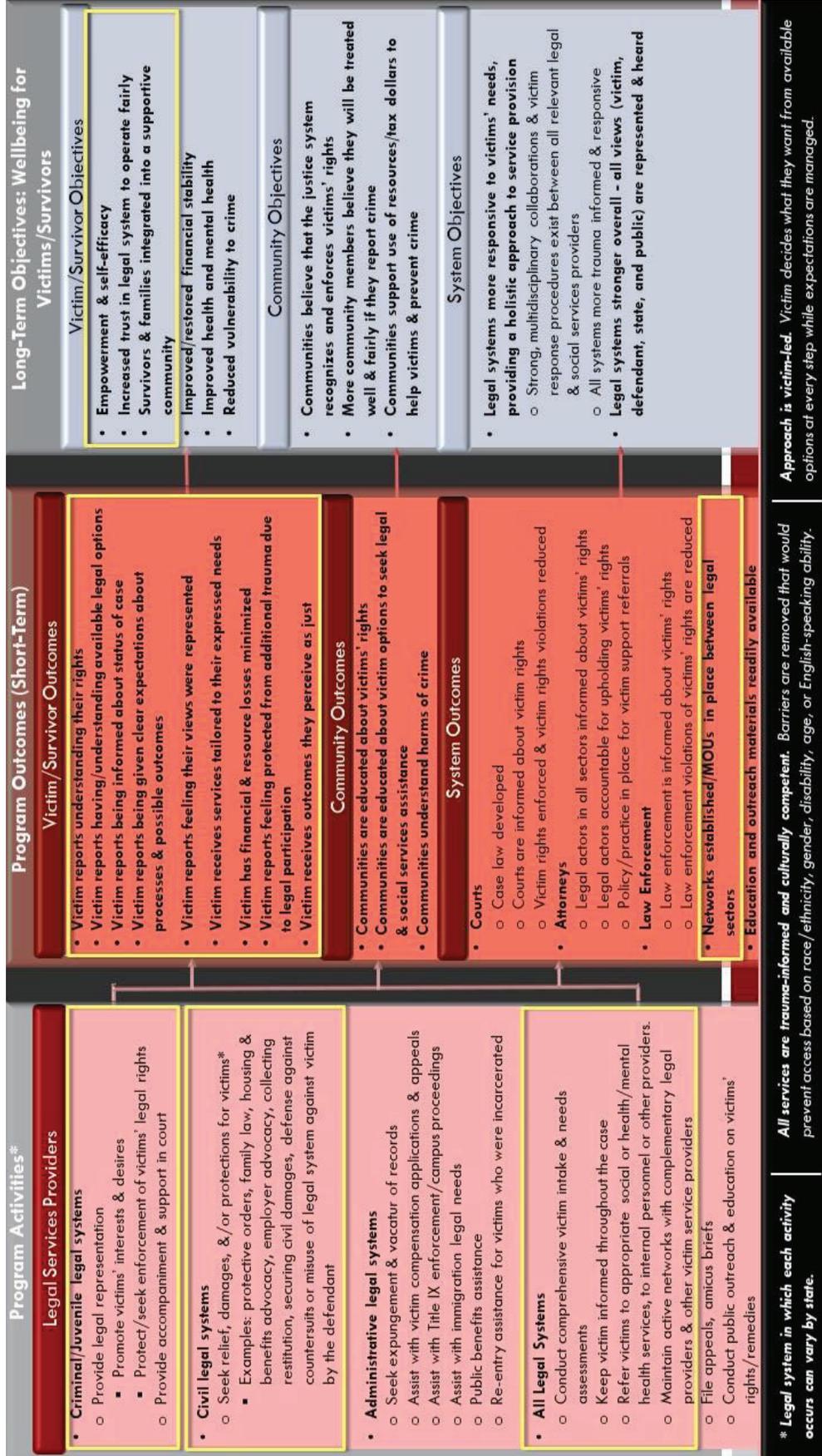
The Oregon Crime Victims Law Center (OCVLC) is a non-profit organization founded in 2009, after the passage of Oregon Senate Bill 233, to give crime victims legal standing to enforce their state constitutional rights and a supportive legal structure in which to do so. OCVLC is a member of the Oregon Sexual Assault Task Force Advisory Committee and the Oregon Attorney General's Crime Victims' Rights Advisory Committee and Immigrant Subcommittee. The OCVLC's founders understood the importance of defending and advancing victims' rights as a way to ensure a fair and balanced criminal justice system that promotes respect, dignity, and meaningful participation by crime victims, particularly for vulnerable victims whose challenges make it difficult for them to effectively advocate for themselves.

In Oregon, some rights are automatically granted to all victims, while others are requested through the district attorney's office. OCVLC ensures that victims are granted all possible rights. General victims' rights in Oregon include the rights to:

- play a meaningful role in the criminal or juvenile justice process;
- be treated with dignity and respect;
- receive fair and impartial treatment; and
- receive reasonable protection from the offender (Oregon Department of Justice, n.d).

OCVLC provides free legal services to crime victims to help them assert their rights in active cases, and represents victims whose rights have been violated during the trial or post-trial. OCVLC represents victims of stalking, domestic and sexual violence who are seeking orders of protection. OCVLC also provides social support services to assist with crime victim compensation, safety planning, and court accompaniment. OCVLC has forged strong relationships with many partners, with whom they work to address victims' rights enforcement and other needs. These partners include district attorney's offices and victim assistance programs throughout the state, the Oregon Board of Parole and Post-Prison Supervision, and the Oregon Department of Justice's Crime Victims' Services Division.

Appendix B: OCVLC Conceptual Model
(OCVLC services and associated outcomes highlighted in yellow)



Appendix C: Sample Client Survey Invitation by Email or Mail Delivery

Instructions to Staff for Sending Client Survey Invitations

When a client's case closes, the representing attorney will send a survey invitation letter along with the client's termination letter. The documents to send to clients for both email and mail delivery options are listed below. (Note: the survey invitation letter, consent form and client survey are all provided in a separate MS Word file for easy printing access.)

Option 1: If sending by email

What to send:

- Termination letter drafted by an OCVLC attorney
- Survey invitation letter (see page 26)

INSTRUCTIONS TO STAFF: The email invitation letter is available in a separate MS Word file that staff can use to: (1) amend the information highlighted in yellow in the invitation letter, and (2) copy and paste the full text into the body of an email to send to clients.

Option 2: If sending by mail

What to send:

- Termination letter drafted by an OCVLC attorney
- Survey invitation letter (see page 27)
- Paper copy of consent form (see page 29)
- Paper copy of survey (see page 30-33)

INSTRUCTIONS TO STAFF: The invitation letter, consent form and survey are available in a separate MS Word file which staff can use to: (1) amend the information highlighted in yellow in the invitation letter, and (2) print out all pages of the document and mail the full package to the client.

Example of Survey Invitation Letter for Email Delivery

TITLE: How did we do?



[DATE]

Dear [CLIENT],

INSTRUCTIONS TO STAFF: Copy and paste the text below into the email invitation letter. It is important that the *exact language* is used so that we can test whether different versions of invitation can elicit more survey responses.

We are contacting you because you were recently a client of OCVLC. We are thankful for the opportunity to serve you. We need your help to improve our services for future clients, and for you if you should need us again. Your feedback helps us to know what we are doing well and what we can do better, which also helps us with applying for future funding to help more survivors. We would be grateful if you would complete this ten-minute survey.

To complete the survey online, click on this link: [SURVEYMONKEY LINK]

Thank you so much for your time!
[ATTORNEY NAME]

Example of Survey Invitation Letter for Mail Delivery

TITLE: How did we do?



[DATE]

Dear [CLIENT],

INSTRUCTIONS TO STAFF: Copy and paste the text below into the invitation letter. It is important that the *exact language* is used so that we can test whether different versions of invitation can elicit more survey responses.

We are contacting you because you were recently a client of OCVLC. We are thankful for the opportunity to serve you. We need your help to improve our services for future clients, and for you if you should need us again. Your feedback helps us to know what we are doing well and what we can do better, which also helps us with applying for future funding to help more survivors. We would be grateful if you would complete this ten-minute survey.

Please choose **ONE** of the following options to complete the survey:

To complete the survey online, click on this link: [SURVEYMONKEY LINK]

OR

If you prefer to complete the survey on paper, please read over and sign the consent form and complete the survey attached. Please return the completed consent form and survey by [DATE] to OCVLC at: **7412 SW Beaverton-Hillsdale Highway, Suite 209, Portland, OR 97225.**

Thank you so much for your time!
[ATTORNEY NAME]

Appendix D: Informed Consent Statement and Revised Survey for Online or Mail Delivery

Informed Consent Statement for Online Delivery (Required by IRB)

The Oregon Crime Victims Law Center sends victim satisfaction surveys to clients like you to find out if we are clearly communicating the goal we are trying to reach in each case, to determine whether each client believes we met our goal, and to receive feedback and suggestions to improve our services.

OCVLC is also working with the Justice Research and Statistics Association (JRSA) and the National Crime Victims Law Institute (NCVLI) on a project to enhance OCVLC's services. These survey questions ask only about your views and experiences receiving services from OCVLC, not about your case itself. There are no anticipated negative consequences to you by completing this survey, but you may stop at any time or choose not to answer specific questions. Taking this survey is not required. Your name and any other information that would identify you will not be shared with anyone outside of OCVLC staff. Only your anonymous responses will be shared with the research team. Your survey responses will not be made public. Only the research team will see them. We understand that your answers to the survey questions reflect your experiences and opinions only.

Although you will not be compensated for completing this survey, your responses will help us to improve the experiences of future clients of OCVLC and other services that assist victims of crime. It should only take about 10 minutes to complete. If you have any questions about this survey, please contact Kris Lugo-Graulich of JRSA at klugo@jrsa.org or call 202-503-3518.

I confirm that I have read the information above and by clicking the “NEXT” button, I am agreeing to voluntarily participate in the survey.

Informed Consent Statement for Mail Delivery (Required by IRB)

The Oregon Crime Victims Law Center sends victim satisfaction surveys to clients like you to find out if we are clearly communicating the goal we are trying to reach in each case, to determine whether each client believes we met our goal, and to receive feedback and suggestions to improve our services.

OCVLC is working with the Justice Research and Statistics Association (JRSA) and the National Crime Victims Law Institute (NCVLI) on a project to enhance OCVLC’s services. These survey questions ask only about your views and experiences receiving services from OCVLC, not about your case itself. There are no anticipated negative consequences to you by completing this survey, but you may stop at any time or choose not to answer specific questions. Taking this survey is not required. Your name or any other information that would identify you will not be shared with anyone outside of OCVLC staff. Only your anonymous responses will be shared with the research team. Your survey responses will not be made public. Only the research team will see them. We understand that your answers to the survey questions reflect your experiences and opinions only.

Although you will not be compensated for completing this survey, your responses will help us to improve the experiences of future clients of OCVLC and other services that assist victims of crime. It should only take about 10 minutes to complete. If you have any questions about this survey, please contact Kris Lugo-Graulich of JRSA at klugo@jrsa.org or call 202-503-3518.

Please sign and return this form with your completed survey.

Client name (print): _____

Client signature: _____

Date signed: _____

Oregon Crime Victims Law Center (OCVLC) Client Survey

- 1) What is the current status of your case? Active Closed
- 2) Name of attorney(s) who represented you (check all that apply):
- Rosemary Brewer Melanie Kebler Emily Le Brecque
 Vicky Radenkova Tirzah Stanley Sydney Trimble
- 3) For what issue(s) were you seeking assistance from OCVLC?

- 4) Did the services we provided, or the referrals you received to other agencies, meet the needs you expressed to OCVLC staff?

Completely Very much Somewhat Not very much Not at all

Can you explain?

- 5) Was your goal met in a way you felt was appropriate?

Completely Very much Somewhat Not very much Not at all

If not, what else could we have done to meet your goal?

- 6) Are you satisfied with the way you were treated by our staff?

Completely Very Somewhat Not very Not at all

7) Did our staff communicate with you in an effective and timely manner?

- Always Often Sometimes Rarely Never

If not, what could we have done differently or better?

8) Did our services help you make more informed choices about your situation?

- Strongly Agree Agree Disagree Strongly Disagree No Opinion (neutral)

9) Did our services help you better understand your rights as a crime victim?

- Strongly Agree Agree Disagree Strongly Disagree No Opinion (neutral)

10) Did our services help you better understand the criminal justice system process as it relates to your case?

- Strongly Agree Agree Disagree Strongly Disagree No Opinion (neutral)

11) Did OCVLC make sure your views were heard during your case?

- Always Often Sometimes Rarely Never

Was there any point at which you felt your views were not heard? Please explain.

12) Has the support of OCVLC staff and attorneys helped you feel more self-sufficient since your victimization?

- Completely Very much Somewhat Not very much Not at all

13) Were you given enough information to make your own decisions throughout your legal case?

- Always Often Sometimes Rarely Never

If not, what could we have done better?

14) Please indicate how much you agree with each of the following statements about the legal system:

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree	No opinion
I think the courts will consider my rights and wishes just as important as the defendant's rights and wishes.	<input type="radio"/>				
I expect the courts will treat me fairly and listen to my side of the story.	<input type="radio"/>				
If I use the courts, I will probably have to do things I don't want to do.	<input type="radio"/>				
If I use the courts, I will probably be forced to accept an outcome I don't really want.	<input type="radio"/>				
If someone I know were to experience a crime, I would encourage them to report it.	<input type="radio"/>				

15) Are you interested in joining our mailing list to receive information about us and the work that we do on behalf of crime victims? (*OCVLC protects your privacy and will not sell or share your contact information with third parties*)

- Yes, my email address is: _____
- No

16) Are you interested in finding out how you can support our work and help other crime victims in need of services? (E.g., volunteer opportunities, contributing to our newsletter, etc.)

- Yes, my preferred method of contact is: phone: _____ email: _____
- No

END OF SURVEY

Thank you for taking the time to complete this survey! We appreciate you giving us the chance to assist you. *If you have any questions, please contact OCVLC at (503) 208-8160.*

Appendix E: Identification of a Comparison Group

Randomized controlled trials (RCTs) are considered the gold standard in evaluation (Bärnighausen et al., 2017; Kim & Steiner, 2016). An RCT entails randomized assignment of treatment (services) between a group that receives the services and a group that does not, in order to assess the difference in outcomes between the two groups. RCTs are currently the strongest method for ensuring that differences in outcomes are due to treatment effects and not inherent differences in the treatment and control groups.

However, there are statistical methods that can make other evaluation designs as robust as RCTs (Kim & Steiner, 2016). This is especially important in cases where random assignment, or denial of services, may be impossible or unethical (Bärnighausen et al., 2017). For example, quasi-experiments (evaluation designs that do not involve random assignment but approximate the conditions as much as possible) can be employed when the researcher cannot control who receives the services of interest, as is the case for victim legal services because these agencies cannot deny people services for the sake of experimental design. Therefore, an alternative method of isolating the effect of legal services on outcomes is needed.

One such approach is to identify a comparison group of victims who did not receive the same legal services. Researchers and site staff discussed ways in which a comparison group could be located. Some concerns were raised by staff about the likelihood of identifying a comparable comparison group and gaining access to comparable data on that group. Researchers discussed with OCVLC the possibility of collaborating with external resources that make referrals to their organization such as district attorneys, police officers, non-profit organizations such as Parents of Murdered Children, and gathering information on victims who they do not refer for services or who refuse services and their outcomes.

While a comparison group will not be needed for the pilot test because the primary focus now is to test data collection and reporting protocols with OCVLC, identifying a comparison group will be important for future proposals of evaluation designs. The possibility of utilizing the three pilot sites as comparison groups for each other on one or more variables, since they offer different suites of services to victims, is also being explored.

Appendix F: Stage 2 Site Visit – Information Gathered

The site visit for OCVLC was conducted during the week of January 13, 2020. Kris Lugo-Graulich and Susan Howley of JRSA were accompanied by Meg Garvin and Julie Hester from NCVLI to conduct the preliminary document review and staff interviews about service delivery and client case processes. The researchers also reviewed the Legal Files database on site with the Executive Director and discussed exporting of pilot data for further analysis at JRSA, what would be needed to make any system changes for collecting new measures, and what would be necessary to revise the survey and explore alternate methods of delivery.

Existing Data Collection: Survey Data

OCVLC provided to JRSA copies of their grant reports, exit survey, and a redacted version of a case in Legal Files to researchers. The questions in the survey were compared to the conceptual model to determine what was already being asked on activities performed, and outcomes and objectives gleaned from clients' perspectives.

The surveys are currently sent to clients after their cases have closed by the attorney who represented them. Surveys are typically sent by mail, but sometimes responses are collected by telephone or by email. Based on interviews with OCVLC staff, it was determined that the surveys generally tended to yield a low response rate.

Some recommendations to increase client response rates are:

- standardizing invitation language across senders;
- delivering the survey online via SurveyMonkey. The initial cost for SurveyMonkey could be covered by the project subaward to OCVLC. The Team Advantage Plan, which allows for A/B testing of different surveys (to test the effectiveness of different question structure and wording), reporting options, and other features, starts at \$900/year for 3 users (business plan). A personal plan for one user would cost \$384 per year. This cost could be covered by project funds.
 - Electronic surveys, with links that can be sent by email or text message, can result in higher response rates by making it as easy as possible to respond (one click).
 - By testing different survey versions in the pilot tests, we can see whether different versions elicit higher response rates and/or better quality, more nuanced data.
 - For clients who do not have internet access, or otherwise prefer not to do an online version of the survey, responses can still be collected by sending a paper survey and having OCVLC staff enter the responses into SurveyMonkey on receipt. Reports can then be generated directly out of SurveyMonkey or the data can be exported.
 - This would require some commitment by OCVLC to occasionally follow up with clients to elicit responses.
 - The labor cost for administering the survey online should be tracked for the purpose of estimating burden involved. This labor cost can be billed to the project. After the pilot test, feasibility of implementing for a full evaluation can be assessed.

Existing Data Collection: Legal Files Case Management System

Grant reports and information contained in legal tracking software were used to identify measures that might already be captured in existing systems. Grant reports provided basic information on specific services offered and the number of victims receiving each service. From a redacted copy of a case tracking report provided, a limited amount of information was identified before the site visit, and the project team was given a tour of OCVLC's Legal Files system on site.

Takeaways about Legal Files capability and other conclusions:

After the site visit, researchers assessed the types and format of data OCVLC currently tracks, whether and how much OCVLC can share for evaluation purposes given attorney-client privilege, and OCVLC's capacity to track additional data. This data assessment determined that:

- OCVLC does have the ability to modify their case management system (CMS) on a limited basis by adding new fields or refining existing fields in Legal Files.
- OCVLC has a case management system (CMS) that is capable of tracking information needed for pilot data collection.
- OCVLC does not have the ability to search the free-text fields in Legal Files where most case details are entered. Therefore, much of the data collection and reporting is a manual process.
- OCVLC can help to identify measures that may be too burdensome to report in a full evaluation.

Appendix G: Fidelity Measures – Definitions and Background

Fidelity measurement is a systematic process for determining whether, and to what degree, real-world implementation matched the intent of the conceptual model for success. This typically involves the development and use of one or more measurement tools derived from an in-depth understanding of the model, the services it represents, and the model's constituent elements (Mihalic, 2004; Mowbray et al., 2003).

Ensuring fidelity means that evaluators can be sure that the success of a program is due to the program itself and not the failure of program staff to properly implement it (Bellg et al., 2004; Davies, 2013; Mowbray et al., 2003). However, fidelity can be difficult to measure when elements from different sectors of the system contribute to the same outcomes (Bruns et al., 2004); this is the case with victim legal services. Circumstances or events in the larger network of legal systems, many outside the legal service provider's control, often impact outcomes.

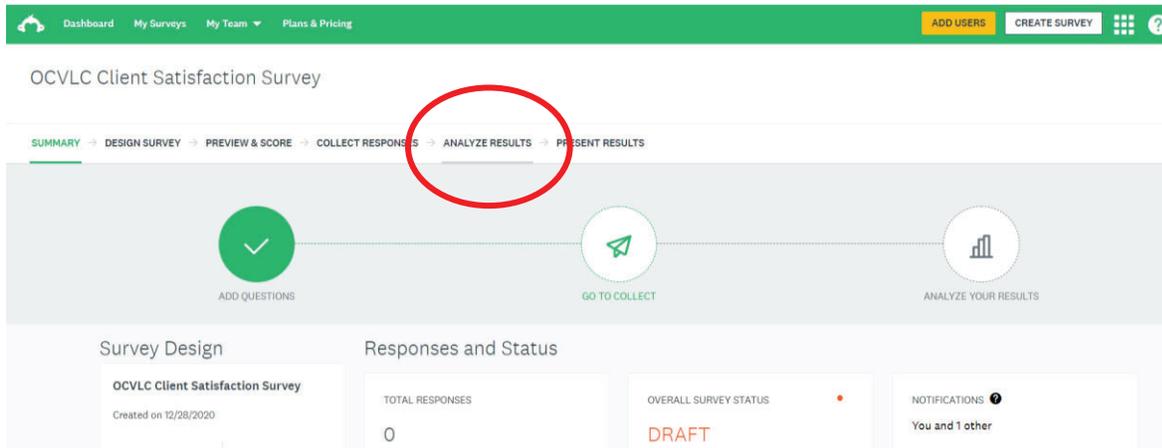
Elements in Measuring Fidelity

While several fidelity measurement frameworks and tools have been described in the literature (see, for example, Fixsen et al. 2005, Mihalic, 2004, and Mowbray et al., 2003), they tend to converge around three critical implementation features: context, compliance, and competence (Fixsen et al., 2005). *Context* measures pertain to the prerequisites for high-fidelity implementation, including those focusing on issues such as job qualifications, training, and the resources needed to properly deliver the model. *Compliance* measures focus on adherence to design elements and protocols, including proper exposure of clients to program or service content (Mihalic, 2004). *Competence* measures focus on quality of service delivery, including whether staff delivered the intervention with buy-in and skill, and whether clients were engaged and responsive to service efforts.

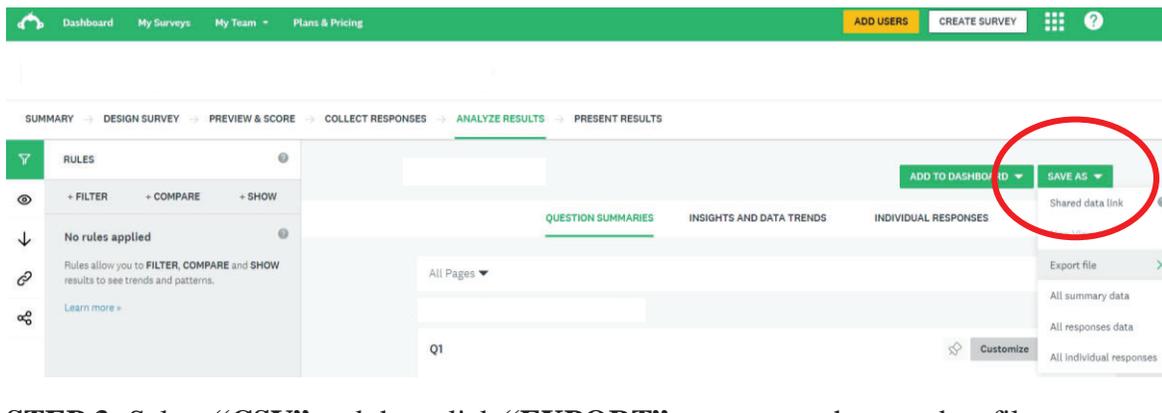
Each of the three sites will assist JRSA in drafting fidelity measures of all three kinds, as well as instruments to test them, by providing materials, information and input for JRSA to draft the guides, as well as reacting to drafts and contributing collaboratively to refinements until they are complete.

Appendix H: Instructions for Downloading SurveyMonkey Data

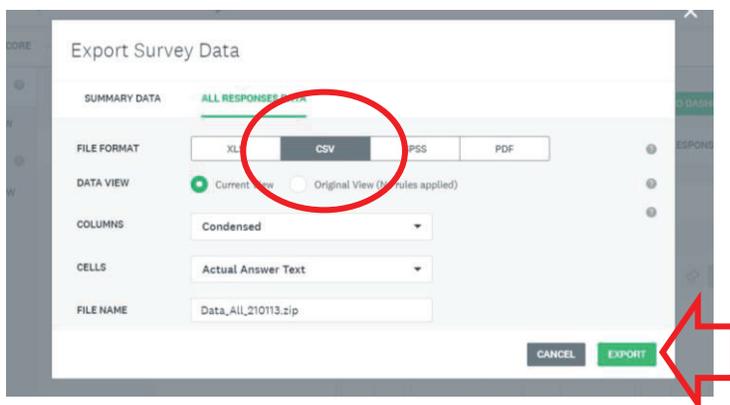
STEP 1: Click on ‘ANALYZE RESULTS’ tab in SurveyMonkey.



STEP 2: Click on ‘SAVE AS’ button. From the dropdown menu, select “All individual responses.”



STEP 3: Select “CSV” and then click “EXPORT” to generate the .csv data file.



STEP 4: Remove clients’ names, addresses, and all other personally identifiable information (PII) from the .csv file prior to transferring the data to JRSA (see section on ‘Data Transfer Procedure’ on page 20).

Appendix I: Instructions for Creating Anonymous Client ID Numbers

STEP 1: GENERATING REPORTS

The Executive Director will report the pilot test data to JRSA at two time points: **March 15th 2021 and June 15th 2021**. The activities and outcomes pilot test data will be pulled from Legal Files. The client survey data will be pulled from SurveyMonkey (see Appendix H for step-by-step instructions on how to download survey data from SurveyMonkey).

STEP 2: CREATING ANONYMOUS CLIENT ID NUMBERS

As usual, the service activities report pulled from Legal Files will be transferred into an Excel spreadsheet. Add a new column in the spreadsheet and assign a unique ID number to each case file name. For example, the code “1001” represents the first client, code “1002” represents the second client, etc.

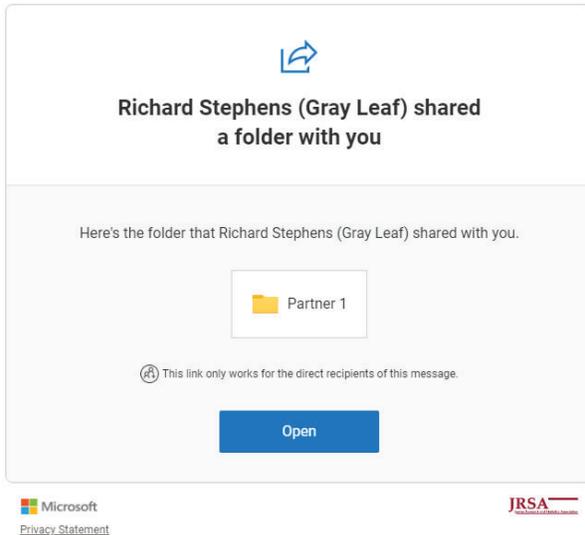
The survey data pulled from SurveyMonkey will already be in Excel or .csv format. Add a new column in the spreadsheet and enter the **same unique ID number** that was assigned to each case in the service activities Excel spreadsheet. This will enable us to match each client’s survey to their individual case records.

STEP 3: ANONYMIZING DATA

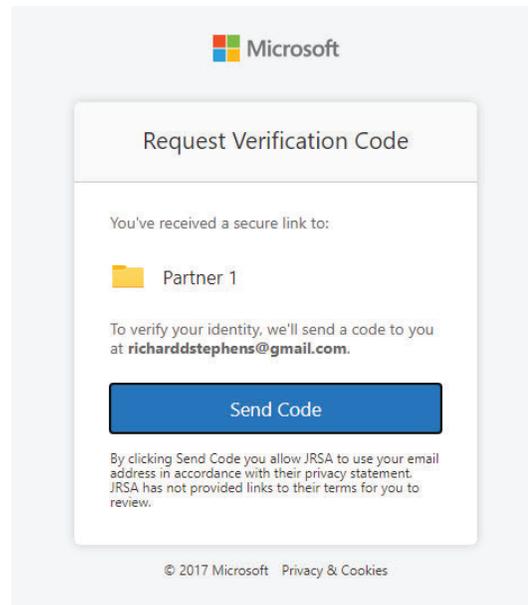
OCVLC will remove clients’ names, addresses, and all other personally identifiable information (PII) from the files prior to transferring the data to JRSA (see Data Transfer Procedure section on page 20).

Appendix J: Instructions on How to Access the SharePoint Folder

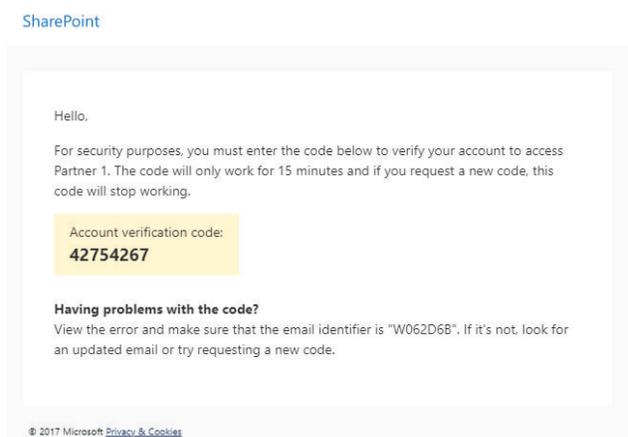
Step 1: You will receive an email from JRSA with a link to the secure folder. Click **“Open”**



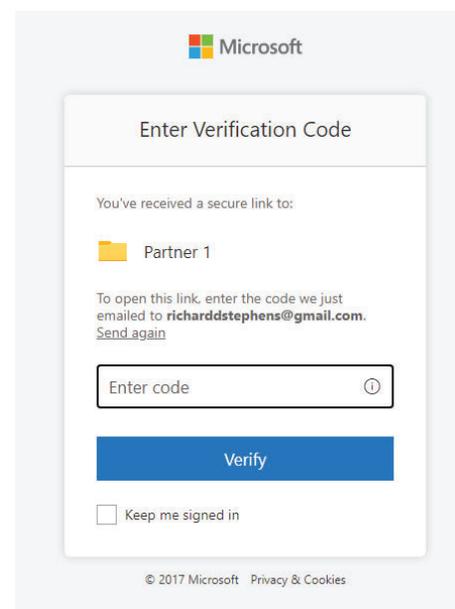
Step 2: The link will open in your browser and you will be prompted to authenticate yourself. Click **“Send Code”** and Microsoft will send you a code to the same email address as you received your invitation.



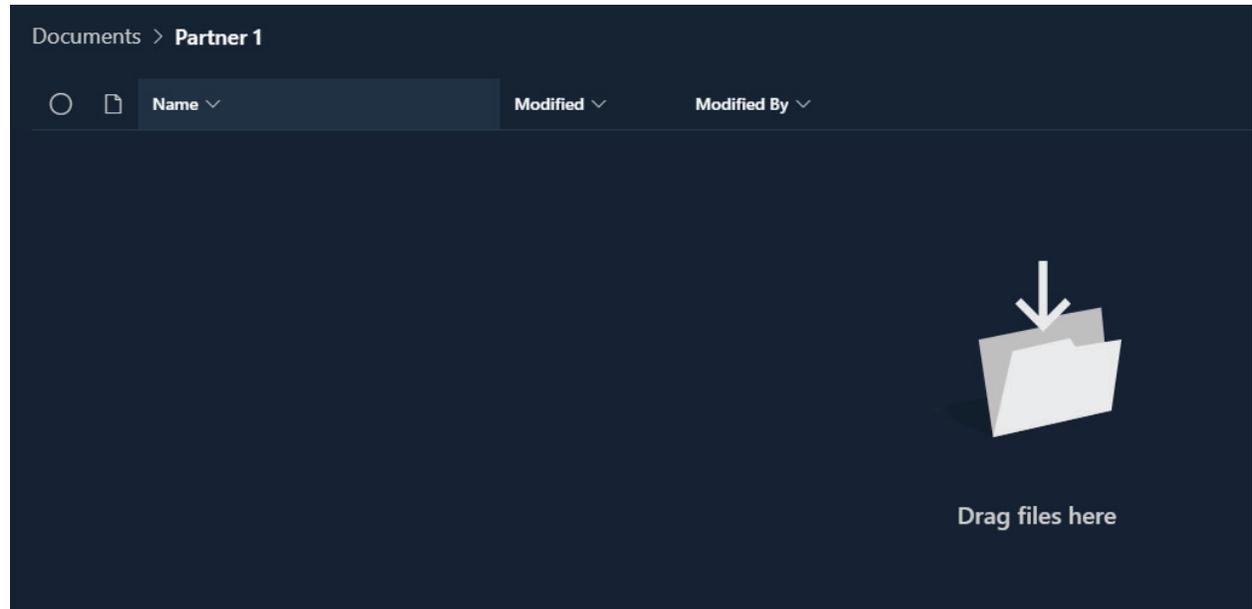
Step 3: You will be sent a code from Microsoft to gain access to the shared folder. (Note: this code is time-sensitive. You must complete the security requirements within 15 minutes. After this, you will need to request a new code.)



Step 4: You will be prompted to enter the code. Paste your code in the **“Enter code”** box and click **“Verify.”**



Step 5: The folder should then appear in your browser. You can now upload your anonymized data files to this folder.



Appendix K: Security and Privacy Certificate

Privacy Certificate

Grantee¹, Kristina Lugo-Graulich and Jeffrey Sedgwick, Justice Research and Statistics Association, certifies that data *identifiable to a private person*² will not be used or revealed, except as authorized in 28 CFR Part 22, Sections 22.21 & 22.22.

Project Title: What Constitutes Success? Evaluating Legal Services for Victims of Crime

Brief Description of Project (required by 28 CFR §22.23(b):

This project is a joint project by the Justice Research and Statistics Association (JRSA) and the National Crime Victim Law Institute (NCVLI). This project will proceed in two stages. Stage 1 will culminate in the production of a conceptual framework for what constitutes “success” in delivery of legal services – in this case, legal service delivery related to victims’ rights enforcement. The purpose of this exercise is to get a group of practitioners, experts, and legal services representatives together to create a conceptual model that defines what “success” in legal services means. Stage 2 of the project will begin with evaluability assessments based on the conceptual model developed in Stage 1 at three pilot sites. For each of the three sites, JRSA will conduct evaluability assessments for their rights enforcement work that assess feasibility for full scale evaluations if they were to implement the conceptual model from Stage 1 within their contexts. Once the evaluability assessments are complete, JRSA, with support from NCVLI, will work with each site to develop implementation guides that detail how the model might be implemented in their or a similar context. Next, JRSA will develop measures and instruments to test the fidelity of model implementation for each site. Finally, each site will participate in a pilot test of the model.

NOTE: If no data identifiable to a private person will be collected, this form is considered complete following insertion of the project description and the phrase "No data identifiable to a private person will be collected here." All other blanks should have inserted “Not applicable since this study is not collecting identifiable data.” The form must then be signed and dated.

Grantee certifies that any private person from whom identifiable information is collected or obtained shall be notified, in accordance with 28 CFR §22.27, that such data will only be used or revealed for research or statistical purposes, and that compliance with the request for information is not mandatory. Participation in the project may be terminated at any time. In addition, grantee certifies that where findings in a project cannot, by virtue of sample size or uniqueness of subject, be expected to totally conceal the identity of an individual, such individual shall be so advised.

Procedures to notify subjects that such data will only be used or revealed for research or statistical purposes and that compliance with the request for information is not mandatory and participation in the project may be terminated at any time as required by 28 CFR §22.23(b)(4):

Subjects will be notified with a statement provided at the outset of the interviews, surveys,

roundtable discussions and data collection and asked to indicate whether or not they wish to participate. See attached IRB Application draft, which contains the interview, survey, and roundtable instrument drafts, for the statements.

If notification of subjects is to be waived, pursuant to 28 CFR §22.27(c), please provide a justification:

Not applicable.

Grantee certifies that project plans will be designed to preserve the confidentiality of private persons to whom information relates, including where appropriate, name-stripping, coding of data, or other similar procedures.

Procedures developed to preserve the confidentiality of personally identifiable information, as required by 28 CFR §22.23(b)(7):

No interview, survey, or roundtable forms will ask for personally identifiable information. Case files provided for analysis at the pilot sites will be de-identified before being provided to the research team. Informed consent forms collected from participants containing their names and signature will be stored in a locked filing cabinet at JRSA.

Grantee certifies that, if applicable, a log will be maintained indicating that (1) identifiable data have been transferred to persons other than employees of NIJ, BJA, BJS, OJJDP, OVC, OJP, or grantee/contractor/subcontractor staff; and (2) such data have been returned or that alternative arrangements have been agreed upon for future maintenance of such data, in accordance with 28 CFR §22.23(b)(6).

Justification for the collection and/or maintenance of any data in identifiable form, if applicable:

Not Applicable.

Procedures for data storage, as required by 28 CFR §22.23(b)(5):

Interview data and proceedings from the roundtable discussion will be collected via note taking during the interview or discussion process. Interview and roundtable discussion notes will be stored on JRSA's secure server, and only authorized project staff will have access to the data. We do not anticipate interview data being transferred to any of our project partners. If data are transferred, partner organization staff will be asked to sign a statement indicating their intent to comply with the requirements of 28 CFR §22.24.

Survey response data downloaded from SurveyMonkey and datasets built from administrative data will be stored on JRSA's secure server, and only authorized project staff will have access to the data. Any partner organization staff wishing to access de-identified data will still be asked to sign a statement indicating their intent to comply with the requirements of 28 CFR §22.24 before they will be allowed access to the data, and they will also sign agreements with JRSA as to proper use and storage of data.

Grantee certifies that all contractors, subcontractors, and consultants requiring access to identifiable data will agree, through conditions in their subcontract or consultant agreement, to comply with the requirements of 28 CFR §22.24, regarding information transfer agreements. Grantee also certifies that NIJ will be provided with copies of any and all transfer agreements before they are executed as well as the name and title of the individual(s) with the authority to transfer data.

Description of any institutional limitations or restrictions on the transfer of data in identifiable form, if applicable:

Not applicable.

Name and title of individual with the authority to transfer data:

Kristina Lugo-Graulich_____

Grantee certifies that access to the data will be limited to those employees having a need for such data and that such employees shall be advised of and agree in writing to comply with the regulations in 28 CFR Part 22.

Grantee certifies that all project personnel, including subcontractors, have been advised of and have agreed, in writing, to comply with all procedures to protect privacy and the confidentiality of personally identifiable information.

Access to data is restricted to the following individuals, as required by 28 CFR §22.23(b)(2):

Principal Investigator(s): Kristina Lugo-Graulich, JRSA
Project Staff: Roger Przybylski, JRSA; Susan Smith Howley, JRSA; Karen Souza, JRSA; Susannah Tapp, JRSA
Contractors, Subcontractors, and/or consultants: Meg Garvin, NCVLI; Julie Hester, NCVLI

Grantee certifies that adequate precautions will be taken to ensure administrative and physical security of identifiable data and to preserve the confidentiality of the personally identifiable information.

Procedures to insure the physical and administrative security of data, as required by 28 CFR §22.25(b), including, if applicable, a description of those procedures used to secure a name index:

All data will be stored on a separate virtual drive located on JRSA's server. The virtual drive will be password protected, and only authorized project staff will have access to the password. Passwords will be changed on a regular basis.

Procedures for the final disposition of data, as required by 28 CFR §22.25:

JRSA will maintain the data for the required time period as required by law and NIJ/OJP policy. After that time, the data will be destroyed by erasing them from JRSA's virtual drive. Final datasets (de-identified) will be uploaded to NACJD as required by NIJ.

Name and title of individual authorized to determine the final disposition of data:

Roger Przybylski, Research Director, JRSA

Grantee certifies that copies of all questionnaires, informed consent forms and informed consent procedures designed for use in the project are attached to this Privacy Certificate.

Grantee certifies that project findings and reports prepared for dissemination will not contain information which can reasonably be expected to be identifiable to a private person, except as authorized by 28 CFR §22.22.

Grantee certifies that the procedures described above are correct and shall be carried out. Grantee certifies that the project will be conducted in accordance with all the requirements of the Omnibus Crime Control and Safe Streets Act of 1968 as amended and the regulations contained in 28 CFR Part 22.

Grantee certifies that NIJ shall be notified of any material change in any of the information provided in this Privacy Certificate.

Signature (s):



_____ (Principle Investigator)



_____ (Institutional Representative)

Date: 5/3/18

Notes:

- 1 Please include the name of the Principal Investigator(s) for this project as well as the name of the person representing the institution receiving the grant funds.
- 2 *Information identifiable to a private person* is defined in 28 CFR §22.2(e) as "information which either--(1) Is labeled by name or other personal identifiers, or (2) Can, by virtue of sample size or other factors, be reasonably interpreted as referring to a particular person.

Glossary of Terms

Conceptual model: a type of diagram that shows a set of relationships between factors that are believed to impact or lead to a target condition (Stark et al., 2011)

Evaluability assessment: a systematic process that helps to identify whether program evaluation is justified, feasible, and likely to provide useful information (Kaufman-Levy & Poulin 2003)

Fidelity: a systematic process for determining whether, and to what degree, real world implementation matched the conceptual service model (Robinson et al., 2015)

Formative evaluation: a rigorous assessment process designed to identify potential and actual influences on the progress and effectiveness of implementation efforts (Stetler et al., 2006)

Pilot test: a small study to test research protocols, data collection instruments, sample recruitment strategies, and other research techniques in preparation for a larger study (see Stewart, n.d., and Hassan et al., 2006)

Randomized controlled trial: a study consisting of two groups in which participants are randomly assigned to either an *intervention group* that receives some type of treatment or a *control group* that receives no treatment for comparison (Kabisch et al., 2011)

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INSTRUCTIONS: Please use this form to report **INDIVIDUAL CASE-LEVEL pilot test data** to JRSA. Each tab in this workbook should be used to record information for per case (labeled Case 1, Case 2, Case 3, etc as demonstrated below). Please continue to add as many new sheets in this Excel workbook as needed to record information on **all cases that are active or delayed due to COVID-19, and cases that have closed during the pilot period of December 1, 2020 through May 31, 2021.**

***If your CMS is capable of running reports that can pull the same data on this form, you may submit the report **instead** of filling out this spreadsheet manually.
 ***Several fields below have comment indicators in the upper righthand corners. Please click on these for further instructions. Note that some response fields contain dropdown boxes (click on the cell and a dropdown arrow will appear for you to select your response).

***All questions can be directed to Kris Lugo-Graulich at KLugo@JRSA.org or to Karen Souza at ksouza@JRSA.org.

***Further instructions, including instructions for sending the data to JRSA during the pilot test period, can be found in your **Implementation Guide**.

INDIVIDUAL CASE ACTIVITIES AND OUTCOMES REPORTING FORM

Anonymous client/case number:		Case Activities				Burden	
Reason for contacting MCVRC:	Type of victimization:	Dosage		COVID-19 Effect		Amount of	
Who referred this case to MCVRC?	If representation provided, what was the issue?	# of times service provided		# of times in person	# of times by phone	COVID- related delay, if any (total days)	time to record/report data (minutes)
If rights enforcement, which right(s)?	If non-legal advocacy, what was the issue(s)?	Activity		Case Activities			
		Program Activity					
		Many of these activities are already tracked for VOCA, etc.					
		Needs assessment					
		Inform about rights					
		Inform about legal options					
		Provide external referrals					
		Notification about case events, by type (pretrial, trial/plea, sentencing, appeals, release)					
		Criminal court appearance					
		Civil court appearance					
		Protective order filed					
		Protective order appealed/ extended					
		Protective order enforced					
		Criminal court accompaniment					
		Civil court accompaniment					
		Follow-up/check in					
		Compensation claim filed					
		Compensation claim appealed					
		Assist with impact statement					
		Survey sent					
		Survey response collected					

OUTCOMES: Individual case (These outcomes are located in your Case Management System only. Outcomes being measured in survey responses will be downloaded/submitted directly from SurveyMonkey.)

Financial loss minimized	
Victim Compensation Secured?	
Amount of compensation (if known)	
Victim Restitution Secured?	
Amount of restitution (if known)	
Other loss prevented (e.g., eviction prevented, job maintained, education status maintained, or other loss mitigated)	
If other loss mitigated, please describe	
If other loss mitigated, please list amount (if known)	

INSTRUCTIONS: Please use this form to report ORGANIZATION-LEVEL pilot test data to JRSA. The information recorded here should cover activities for the entire pilot period of **December 1, 2020 through May 31, 2021**.
 ***If your CMS is capable of running reports that can pull the same data on this form, you may submit that report **instead** of filling out this spreadsheet manually.
 ***Several fields below have comment indicators in the upper righthand corners. Please click on these for further instructions. Note that some response fields contain dropdown boxes (click on the cell and a dropdown arrow will appear for you to select your response).
 ***All questions can be directed to Kris Lugo-Graulich at KLugo@JRSA.org or to Karen Souza at ksouza@JRSA.org.
 ***Further instructions, including instructions for sending the data to JRSA during the pilot test period, can be found in your **Implementation Guide**.

ORGANIZATIONAL DATA

Activity	Response
<p>Does MCVRC have MOUs in place to provide/receive client referrals (legal, social services, criminal justice partners)?</p> <p>Number of MOUs with legal providers</p> <p>Number of MOUs with social services providers</p> <p>Number of MOUs with criminal justice system partners</p> <p>Names of organizations with MOUs</p>	
<p>Did MCVRC conduct trainings?</p> <p>Number of trainings conducted</p> <p>List trainings and audiences</p>	
<p>Outcome: Number of referrals resulting from each training and from whom (List each separately)</p>	
<p>Did MCVRC conduct outreach activities?</p> <p>Number of outreach activities</p> <p>List trainings and audiences</p>	
<p>Outcome: Number of referrals resulting from each outreach activity (List each separately)</p> <p>Please enter any information that is important to know about how the COVID-19 pandemic may have affected the ability to conduct training/outreach, or may have affected the format(s) or numbers of attendees.</p>	