

SRI International

EVALUATION OF THE PIMA COUNTY VICTIM WITNESS PROGRAM

THIRD YEAR EVALUATION

Final Report

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Prepared by: Dwight K. Hunter

Prepared for: THE VICTIM WITNESS PROGRAM
OFFICE OF THE PIMA COUNTY ATTORNEY
900 Pima County Courts Building
111 West Congress Street
Tucson, Arizona 85701

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I INTRODUCTION

The Victim Witness Advocate Program (VWP) of Pima County began operation in January of 1976. It has evolved from that date into a city-county program, no longer funded by Federal grants. It offers a number of services for the benefit of victims and witnesses of crime, as well as other persons in need of assistance. SRI International (formerly Stanford Research Institute) evaluated the program in 1976 and again in 1977. The 1976 evaluation focused on the project's conformance to its eight objectives. The emphasis of the 1977 study was on determining the cost-benefit ratios of the program.

In SRI's judgment in 1976, the program was meeting two of its objectives in an excellent manner and two others with a very good rating. The program was rated as fair in two objectives and between good and very good for one. Of the eight, one was not rated, since it was impossible for the evaluator to determine, within the evaluation budget, whether or not the objective was being met.

The results of the 1977 cost-benefit study, although some of both aspects were difficult to quantify, determined that the program was cost beneficial. The direct services performed by the program cost more than they returned (in tangible costs values) but the witness notification function of the program provided approximately \$39,132 annual net savings to law enforcement agencies and individual witnesses.

On July 1, 1978, Pima County and the City of Tucson officially assumed total support and responsibility for the program on the basis of its self-sustaining nature and because it is a popular program that appears to be meeting needs not being met by other programs.

SRI's involvement in the third year was originally to determine the pros and cons of county assumption of VWP, but that need has been met by the county and city action of July 1978.

The revised thrust of this assessment then is to document the history of the project, review again the original eight objectives and present some observations and issues regarding victim and witness services in Pima County.

II CHRONOLOGY OF THE VICTIM WITNESS PROGRAM

The purpose of this chronology is to preserve a record of the key events that transpired in the development of what is essentially a new component of criminal justice in Pima County, to show the order of the evolution and to provide the reader with the background necessary to better understand and assess the impacts of the program. It may also present some insights for persons contemplating development of similar programs in their area.

1975

- January Staff from the Adult Diversion Project (ADP) of the County Attorney's office discussed the need for victim services with the Tucson Police Department. The need was agreed to with the provision that to be effective the services had to be available on a 24-hour basis.
- February The Pretrial Release Program of the County Attorneys office held a training program for 25 volunteers. While the training did not materially enhance their ability to assist persons in crisis, it did help the volunteers maintain an interest in assisting victims in some way.
- Volunteers and staff of the Pretrial Release Program began assisting the Tucson police on an ad hoc basis for approximately one call every two to three weeks.
- April ADP staff developed and submitted a concept paper to LEAA to establish a victim-witness program in the County Attorney's office. Their concept paper was favorably reviewed, and they were asked to submit an application.
- July The ADP submitted an application in July which proposed the establishment of the office within the ADP in the County Attorney's office.
- October LEAA signed and approved the grant. The Director of the ADP was placed in charge of the new project.
- November A program coordinator was transferred from duties as an evaluation-researcher for the ADP to the program to direct staff, maintain working relationships with other community service agencies and perform other duties.
- December A bilingual secretary was hired to answer victim-witness requests for court information and to perform clerical duties.

1976

January

Two victim-witness advocates were hired to coordinate and provide crisis counseling, social service referrals and follow-up services. They were also responsible for training and supervising volunteers and maintaining good working relationships with local law enforcement agencies. Both had served as volunteers before the program had officially begun.

A retired police sergeant from the Tucson Police Department worked with the program to coordinate the training of police officers in crisis identification and management.

February

A witness-service advocate joined the staff to keep prosecution witnesses informed of case progress and to maintain liaison with the County Attorney's office.

A senior-citizen advocate was hired on a half-time basis to provide crisis counseling and to secure follow-up services for senior citizens that were also victims or witnesses.

A research analyst was hired to collect and analyze program data and to identify collateral services that the program could or should perform.

July-August

Approach Associates from Oakland, California were retained to provide training to 82 officers of the Tucson Police Department and 8 deputies of the Pima County Sheriff's office. The contractors emphasized general interpersonal skill development while the program had wanted more emphasis on identifying and dealing with persons in crisis and how to use social service agencies to help them.

August

VWP co-sponsored a seminar entitled "Crime Prevention through Environmental Design," which was attended by approximately 200 people and was held at a local department store.

A series of newspaper articles appeared weekly for two months. Also ten half-hour radio programs focusing on victim-witness and related criminal justice topics were created by the program and aired.

Staff changes--Witness service advocate position was vacant for two months, then a new person was hired.

A senior citizen advocate position was vacated and not refilled and the trainer position was terminated.

An individual was hired 50/50 with CETA and Pima Council on Aging funds to assist with senior citizens and other duties.

December

A Deputy County Attorney was assigned to be a liaison with the VWP and to provide legal advice as needed on a 24-hour basis.

1977

January

The VWP staff presented three papers at an evaluation conference sponsored by the National Institute of Law Enforcement and Criminal Justice of LEAA.

- Victim-Defendant: Relationships in an Adult Diversion Program
- Pre-Trial Release When the Victim and Witness Live Together
- The One Man Band.

SRI's evaluation rated the progress performance vis-a-vis its 8 objectives and made 9 recommendations.

February

The VWP applied to LEAA for exemplary status. LEAA suggested that consideration for such status be postponed until after the SRI cost-benefit analysis was completed.

March

Pima County Adult Probation Department announced that it would provide information to the VWP on all cases which involve victims, so that VWP services may be used when appropriate.

The VWP sponsored a conference in Tucson on "Victim Perspective of Crime," which was attended by 300 people, including representatives of LEAA, Police Foundation, criminal justice professionals, and the public.

Program staff were asked by University Research Corporation on behalf of NILECJ-LEAA to help prepare training materials for presentation in 10 regional workshops.

April

The National Conference of Christians and Jews sponsored a statewide conference on victim services in Phoenix. VWP personnel took part in the planning and participated in it.

May

The court specialist of the LEAA regional office notified Stephen D. Neely, the County Attorney for Pima County that he felt the VWP may not be "doing everything possible to insure maximum witness cooperation with the County Attorney's office." The project's further funding was to be conditioned upon the program either (1) improving witness cooperation, or (2) determining that it is not needed, or (3) determining that it is impossible to do.

The County Attorney notified the LEAA regional court specialist that in his opinion the new efforts on the part of the staff had already made visible impact in promoting witness cooperation, stating that the prime thrust of the program was to address the needs of the victims and witnesses and that a bi-product will be better witness cooperation with the prosecutor.

1977 (Continued)

- July The Office of Technology Transfer of the NILECJ notified the VWP that it will defer its consideration of exemplary program status because of its concern about certain operational aspects of the program and the evaluation methodology and findings. Insufficient data had been generated to accurately reflect the program's value as a national model in their opinion.
- The Judicial Specialist of the Arizona State Planning Agency requested that the Court Specialist of LEAA Region IX retire 12 special conditions placed on the VWP grant, citing that they have been complied with or are not feasible to implement.
- A judge asked that the VWP be very clear in their counseling of victims on the rights and services available to them. He indicated that some persons (victims) were coming to court expecting that the judge will rule that restitution or victim compensation will be made. When they do not, in cases where the judges deemed it inappropriate, some witnesses have been disappointed.
- The VWP experimented with a county patrol vehicle (unmarked, radio equipped) on Friday and Saturday nights, when the preponderance of family fights occur in the county jurisdiction. The VWP patrol operated from 1900 to 0300 on those evenings.
- August Staff change--An experienced victim-witness advocate resigned to return to private practice as a family counselor in Tucson a replacement was hired.
- September The Crisis I (the VWP patrol car) began operation in Pima County on Friday and Saturday nights from 1800 to 0200. Crisis I (a VWP patrol car for Tucson Police Department) began patrol on Saturday and Sunday for the same hours as justified by the research on family fights. Each car usually had two VWP staff and an observer from government, business, or the general public.
- October The VWP submitted third and last grant application to LEAA for discretionary funds of \$76,000 matched by \$12,000 local revenue.
- The VWP administrator participated in a "Help for Victims" program in Grand Rapids, Michigan as a keynote speaker. The Citizen's Committee for Criminal Justice was interested in helping establish a victim program there.
- Leaders of business, government, and academic institutions in Pima County were sent a letter describing the Crisis I patrol program. They were invited to ride along and observe.

1977 (Concluded)

November The VWP requested a no-cost time extension by LEAA to extend their second year grant to December 31, 1977.

Several letters were exchanged between the VWP and LEAA, Special Programs Division in Washington explaining what the program has done to comply with special condition Number 15 (witness services) on the second year grant.

1978

February Staff changes--The Program Director of VWP and the witness services coordinator assumed new positions at the Phoenix Victim-Witness Program as the Director and Assistant Director, respectively.

SRI's second year cost-benefit assessment of VWP concluded that the project provided a net benefit of \$5,600 with witness notification activities showing a net benefit of \$39,132 to the community.

March The National Conference of Christians and Jews held a second, statewide conference on victim-witness programs in Phoenix. VWP personnel attended and participated.

March-May The VWP developed and sent out a victimology survey to a stratified sample of 3,000 households of Pima County, and slightly more than 2,000 households responded.

The VWP Director participated in a conference on victim assistance programs, sponsored by the National Association of Counties.

July Pima County and the City of Tucson picked up the total costs of the VWP program for FY 1979 for \$162,000 and \$34,000, respectively.

July-August Victimology surveys were sent out to an additional 1,000 households with 71% households responding.

Staff changes--Two additional persons (former volunteers) were added to the staff.

The Crisis I (VWP County Patrol) and Crisis II (VWP City Patrol) were combined to patrol Friday, Saturday, and Sunday from 1800 to 0300 hours.

The VWP program provided crisis training to the security force of Pima College.

August The VWP began a Mediation Arbitration Program (MAP) in which disputants were encouraged to participate in mediation with VWP staff to look for peaceful, satisfactory solutions to their conflict.

1978 (Concluded)

August

The Circle K Corporation (a convenience store chain with many outlets in Pima County) approved a VWP request for free telephone calls in emergency situations.

Staff changes--A victim-witness advocate resigned to become an outreach worker in east Los Angeles in a Chicano Community Health Program (a replacement was hired immediately).

The Assistant Director of the Pima County Diversion Program joined the VWP as a trainer and coordinator of the volunteers and a mediator/counselor.

The City of South Tucson notified VWP that they would like to avail themselves of the VWP services. VWP agreed to provide the services.

September

The City of Tucson concurred with the desire of the VWP to hire an additional clerk.

The Crisis I and IA patrol was consolidated and went to 7-days per week during the 1800 to 0300 hours. The VWP personnel alternate quarterly between the city and county unmarked cars.

October

The County Attorney notified the VWP program that he desired the VWP to assume a greater role in the processing of subpoenas.

Monthly crisis calls exceeded 100 for the first time since the project began and began a period of significant increased calls for crisis services in excess of 100 calls for the next 5 months.

III ASSESSMENT OF PROGRAM'S CONFORMANCE TO ITS STATED OBJECTIVES

The program established seven objectives in its original grant application. These were modified slightly as grant conditions specified by the LEAA prior to grant award.* In addition an eighth objective was added by project personnel early in the project.

Some of the objectives are "input" objectives in that they specify the achievement of some degree of effort by VWP in getting the program going. Others are "output" objectives, specifying certain outcomes to occur in the community as a result of the program's activities. This section discusses the achievements of the VWP with respect to the eight objectives, and whether or not the objective itself was worthwhile and of value to the community.

The amount of resources available for this analysis precluded an in-depth analysis of program achievements, since the original scope had been to determine the feasibility of the county assuming the program. However, the county made that decision in July of 1978, thus obviating the need for such analysis. Therefore the scope of this project was modified to summarize the project and its impacts and achievements to date.

A. Objective 1: To Determine and Classify the Number of Needs of All Victims and Witnesses Who Come to the Attention of Program Personnel

1. Introduction

VWP maintains confidential client information (CCI) record on all persons that are determined eligible for the program's services.

*In general, the LEAA wanted "quantification" or specificity in the objectives. This meant that in 1976, numbers, percentages, or things that are measurable were to be included in the objective statements.

The CCI form allows the intake worker to identify the need(s) of their clients in approximately 12 categories. Among the needs checked, the staff indicate the relative priority of each.

In terms of frequency of need, counseling is by far the most important need identified for the clients served by the program, followed by "other" (an assortment of non-homogenous needs), case information and housing. The rank ordering according to frequency is shown below in Table 1.

Table 1
VICTIM AND WITNESS NEEDS DIAGNOSED BY VWP

Type of Need Identified	Percentage
1. Counseling	29%
2. Other	15
3. Case Information	14
4. Transportation	11
5. Protection from harm	7
6. Housing	7
7. Medical Care	5
8. Financial Assistance	4
9. Employment	2
10. Food	2
11. Property Return	2
12. Day Care	1
Total	99%*

*Error due to rounding

The needs identified for all persons served in the program for the first two and one-half years are shown in Table 2. As can be seen by the comparison of the percentage of the different needs for each year, the ratio among the needs is very stable, not varying more than a few percentage points from year to year.

A more important indicator of relative importance of need than frequency may be the priority affixed to each client's needs by the VWP staff or volunteer responding to the client. Priority is indicated on the CCI form at the initial interaction. The criteria for the rating of first, second, and third priority, etc., are not known, but an analysis

TABLE 2
CLIENT NEEDS 1976-1978

Classified Needs	1976 Total	Percent	1977 Total	Percent	1978 6 Mo.	Percent	Total 2 1/2 Yrs.	Percent 2 1/2 Yrs.
1. Housing	102	8%	117	6%	55	6%	274	7%
2. Financial	64	5	70	4	18	2	152	4
3. Protection	82	7	122	7	89	10	293	7
4. Counseling	325	26	526	29	296	34	1147	29
5. Transportation	126	10	178	10	108	13	412	11
6. Case Information	219	18	267	14	84	10	570	14
7. Property Return	37	3	22	1	7	1	66	2
8. Medical Care	68	6	89	5	55	6	212	5
9. Day Care	7	1	25	1	7	1	39	1
10. Employment	25	2	31	2	14	2	70	2
11. Food	17	1	58	3	22	3	97	2
12. Other	156	13	340	18	105	12	588	15
Total	1228	100%	1845	100%	860	100%	3933	99%*

*Error due to rounding

of Table 3 and 4 shows that whenever counseling is checked as a need, approximately 71% of the time it is rated as the first priority. Protection from further or threatened harm is rated number one priority in 64% of the cases where protection is listed as the need. Case information appears as the first priority need in only 29% of the instances in which it is identified.

2. Number of Needs Identified Per Client

The CIC forms allow the staff to identify approximately 11-13 specific needs of the victims, witnesses or PINA (persons in need of

Table 3

RANKING OF FIRST PRIORITY NEEDS

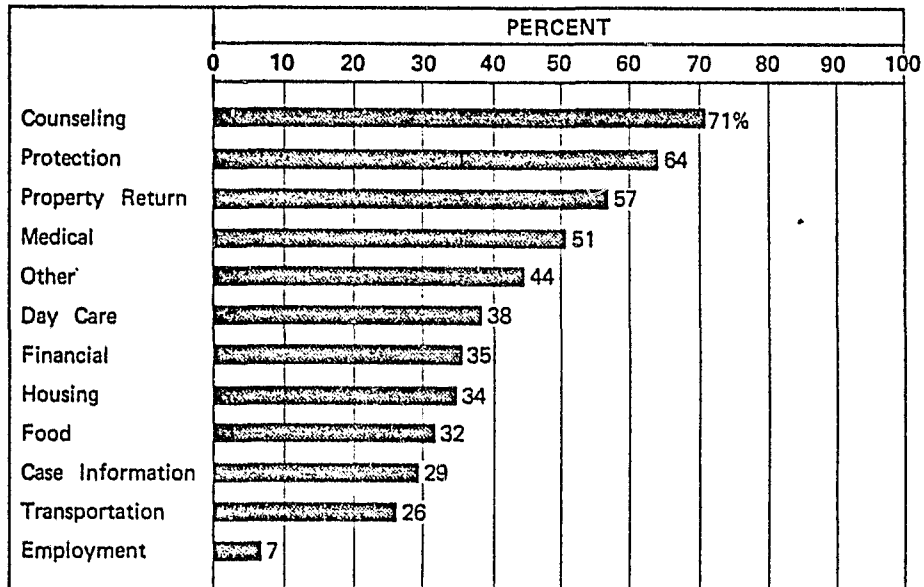
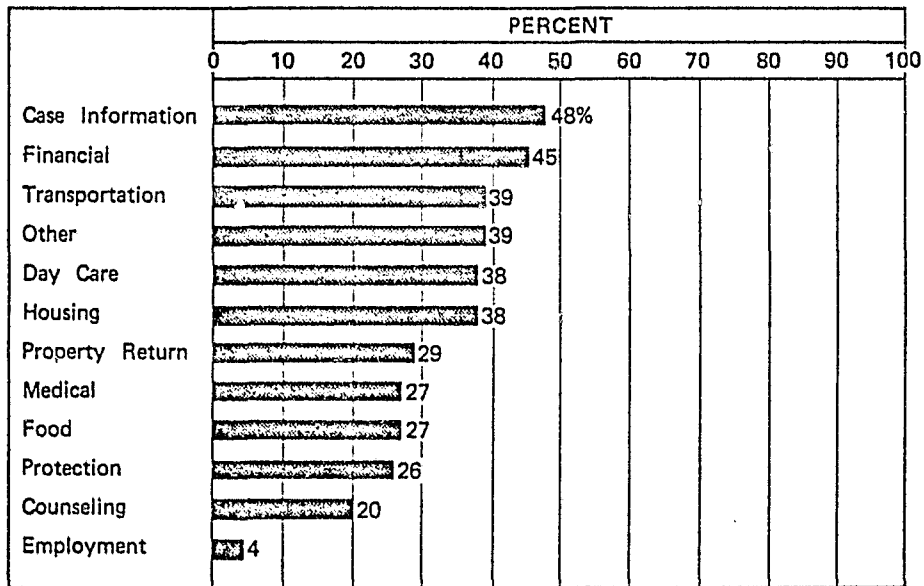


Table 4

RANKING OF SECOND PRIORITY NEEDS



assistance) plus an "other" category.* The average number of needs per client has held fairly steady over the two and one-half year period, being 1.8 in 1976, 1.64 in 1977, and 1.6 needs per client in the first half of 1978. Some persons may have three or four needs, and occasionally an intake worker will have identified as many as eight needs for a particular client.

3. Accuracy of the VWP Needs Assessment

During the first year's evaluation,¹ SRI interviewed a stratified sample of clients to determine among other things how well their perceptions of their need agree with those of the VWP workers. Twenty percent of all persons served between July 1 and October 31, 1977 were queried in a follow-up survey in November 1977. Their responses indicated a high degree of agreement between their perceptions and those of the VWP program workers. Only 9% indicated that their needs were significantly different from those perceived by the program personnel. In view of the expected different perspectives of clients and program personnel as they approach one another, it appears that VWP workers are fairly skilled in either diagnosing the needs or understanding the clients' perceptions of their needs.

4. The Nature of Crimes or Other Events Precipitating the Referral to VWP

A review of the case records reveals that clients were discovered by the VWP or referred to them for a wide variety of incidents, many of which are crimes, most of which are serious and for which assistance is needed. Actual counts and a long list of categories for the first six month period from January through June 30, 1978 are shown in

* From time to time as new needs began to cluster in the "other" category the VWP has established new categories and discontinued older ones which seemed to have limited activity in them.

¹Lois P. Kraft et al., "An Evaluation of the Victim Witness Advocate Program of Pima County," SRI International, Menlo Park, California, 1977.

Table 5. As can be seen, family fights dominate the types of cases in which VWP is involved (approximately 36%). Family and non-family fights account for 53% of the cases death with by VWP during the first half of 1978.

Approximately 177 cases (41%) are not technically crimes* and are interesting from a policy perspective, because they point out the degree to which, prior to the availability of VWP, law enforcement personnel in Pima County may have been dealing with persons having serious problems, but ones which the police are not equipped to address from either a role, training, or resource standpoint. As indicated in the needs section cited previously, the VWP also is not the primary provider of many social services† needed by the client. They have assumed a role, for the most part, as a broker: identifying and securing services from other social service agencies. Presumably, their role allows them to take more time than the police can afford to (1) determine the client's needs, (2) refer to social service agencies, (3) act as an advocate for the client in interactions with the social service agencies, and (4) follow up to see if those agencies have met the client's needs.

5. Numbers and Types of Persons Being Served as Clients

Table 6 shows that of the 2,341 persons (not cases) being served by the program during its first 2-1/2 year period, 53% were viewed as being in a crisis situation. However, that ratio of crisis to non-crisis clients has increased from 1976, when crisis cases for victims and non-victims accounted for 38% of the clients. This increased the second year to 50% and for the first six months of 1978 crisis clients account for 74%, which is nearly double the first year ratio, meaning that either a higher proportion of crisis cases are being referred to the VWP or their policies now dictate increased emphasis on crisis cases.

* Family disputes, attempted or successful suicide, child abandonment-neglect, mental problems, neighborhood disputes, and death notification.

† Namely housing, medical, financial, food, and employment.

Table 5

SIX MONTH SUMMARY OF VWP CRISIS CASES (January -June, 1978)

Crime or Incident	January	February	March	April	May	June	Total	Percent
1. Family Assault	14	9	8	5	9	8	53	12%
2. Family Dispute	16	14	18	23	16	17	104	24
3. Non-Family Assault	11	8	7	13	16	17	72	17
4. Rape	8	4	5	4	8	2	31	7
5. Sodomy, Molestation, Exposure	1	4	2	3	4	5	19	4
6. Murder, Attempt, Actual	1	5	1	---	---	1	8	2
7. Robbery	1	5	1	---	4	1	12	3
8. Burglary	3	1	5	5	3	2	19	4
9. Suicide, Attempts, Actual	2	1	4	4	5	3	19	4
10. Larceny	1	1	---	2	---	---	4	.9
11. Vandalism	3	---	2	---	---	3	8	2
12. Hit and Run	1	---	---	---	---	---	1	.2
13. Child Abandonment, Neglect	3	1	1	---	---	---	5	1
14. Mental Problems	1	4	1	4	6	3	19	4
15. Fraud	---	---	2	---	---	---	2	.5
16. Arson	---	---	---	3	1	1	5	1
17. Neighborhood Disputes	---	1	---	---	4	4	9	2
18. Drunkenness	---	1	---	1	---	---	2	.5
19. Homeless, Vagrancy	1	1	1	1	2	1	7	2
20. Kidnap	---	1	---	2	---	---	3	.7
21. Runaway, Missing Person	---	1	---	1	---	---	2	.5
22. Drugs	1	---	---	---	---	---	1	.2
23. Injury Accident	---	2	---	---	---	---	2	.5
24. Death Notification	5	1	2	6	3	3	20	5
25. DWI	1	---	---	---	1	---	2	.5
Total	74	65	60	77	82	71	429	98.5%

Table 6

CRISIS VERSUS NON-CRISIS CLIENTS

Type of Clients	1976	Percent	1977	Percent	1978*	Percent	Total	Percent
Crisis Victims	159	23%	450	40%	340	62%	949	41%
Crisis Non-Victims	101	15	118	10	62	12	281	12
Non-Crisis-Victims	279	41	473	42	120	23	872	37
Non-Crisis, Non-Victims	142	21	87	8	10	2	239	10
Total Clients	681	100%	1128	100%	532	99%**	2341	100%

*January through June only

**Error due to rounding

Likewise, Table 7 shows that the percentage of persons in need of assistance (PINA) being served by the program has been cut nearly in half since the first year. In 1976 PINA cases accounted for 26% of the clientele, which decreased to 15% in 1977 and 14% in 1978 for the first six months. Likewise, the program has de-emphasized its services to non-victim witness in favor of direct services of a social service nature. The services provided non-victim witnesses are almost exclusively case and appearance information.

Table 7

VICTIMS, WITNESSES AND PINA CLIENTS

Type of Clients	1976	Percent	1977	Percent	1978*	Percent	Total	Percent
Crime Victims	438	64%	853	84%	460	86%	1851	79%
Crime Witnesses	65	10	8	1	—	—	73	3
PINA	178	26	167	15	72	14	417	18
Total	681	100%	1128	100%	532	100%	2341	100%

*The first 6 months only.

In addition the project has provided case information such as (1) case status or outcomes and (2) cancellation of need to appear as a witness to a large number of witnesses and victims as follows:

<u>Year</u>	<u>Total (Persons)</u>	<u>Monthly Average (Persons)</u>
1976	746	62
1977	9,792	816
1978 (First 6 months)	<u>6,841</u>	<u>1,140</u>
Total	17,378	579

6. Is the VWP Achieving This Objective?

This objective is basically an input objective in that it defines the type of records the program should keep and suggests the initial step in dealing with clients, namely to determine their needs. The program has met this objective from the beginning and continues to do so at this time. A review of the CCI's indicates, for the most part, that the individuals completing the forms were very thorough in describing the incidents and circumstances surrounding the clients and in determining in priority order the specific needs. They further detail what steps the VWP worker took and what he/she intends to do to follow up in the future.

B. Objective 2: To Provide the Services Necessary to Meet the Needs of the Victims and Witnesses Who Desire Assistance from the Program

1. Understanding the Context in Which VWP Interacts with Clients

It is important to realize the environment and context in which clients come in contact with the VWP, in order to understand client perceptions. This discussion is not documented in terms of longitudinal studies of the clients before and after their contact with VWP, but is theorized from the (1) socio-economic profiles of clients, (2) case records of the project, and (3) interviews of a sample of clients in the follow up survey referenced above.

When clients are discovered by or referred to the VWP staff or volunteers, they have recently come through some upsetting, sometimes disorienting, and usually negative experiences, that have occurred in rapid succession. It is assumed that these unusual events will tend to color their expectations and satisfaction with the services they receive from VWP. This is illustrated in Figure 1, where it is shown that prior to the occurrence of a crime (or at least the reporting of it) a person's world is the composite of a number of physical, social and other environments and circumstances, and that a full spectrum of attitudes of the individual may be the result of their reactions to the quality of their lives. The major impact of a criminal event (viewed as the first major intervention) may be a number of essentially negative attitudes identified under B. in the figure.*

The second major intervention that may impact the victim's attitude is their interaction with the law enforcement personnel responding to the problem. Attitudes ranging from relief to fear may result from that interaction. The majority[†] of VWP's clients are referred to the program by the police. Thus, the first agency summoned by the victim, witness or PINA intercedes, but does not provide the service or relief desired. Instead it refers the victim to the VWP.

The third rapid intervention then is the contact and interaction of the VWP program personnel. Regardless of the quality of this interaction, it is the author's view that the clients by this time are carrying along a lot of psychological baggage, gathered as a result of their (1) pre-crime attitudes, (2) their attitudes toward the criminal and the criminal event, and (3) their reactions to their interaction with the police department. These unusual experiences would seem to affect their expectations and perceptions of the VWP representatives.

* VWP personnel report that people are often angry, embarrassed, or in shock.

† Sixty-two percent for the first 2-1/2 years.

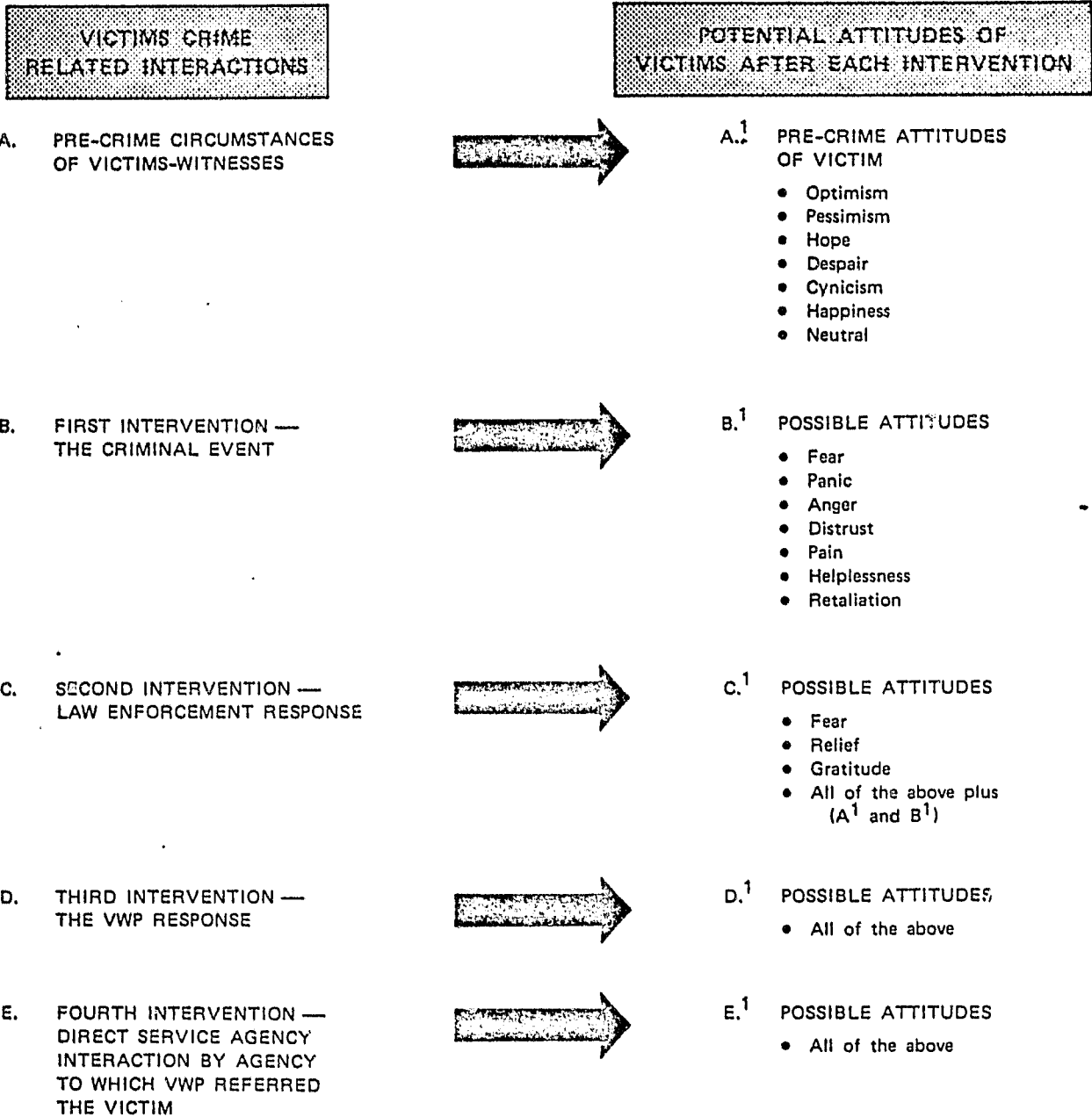


FIGURE 1 DIAGRAM OF FACTORS IMPACTING VICTIM PERCEPTIONS OF VWP

A fourth intervention takes place when the VWP refers the client on to another organization for housing, health care, or other direct assistance.

2. Victim-Witness Assessment of VWP Services

There are at least two sources of opinion on whether or not clients needs are being met by the program. They are the clients themselves and the agencies that refer people to the program. With regard to the first group, 115 persons were selected in a stratified sample from the total universe of persons served during the preceding three month period.* Seventy-eight of those persons (45 crime victims and 33 non-victims) responded in writing or by telephone to SRI's survey questionnaire. Fifty-three percent rated the services of the VWP program as they received them during July, August, and September of 1976 as good (10%), very good (21%), and excellent (22%). Nearly one-quarter (22%) of the respondents had no opinion or couldn't remember, and one-quarter (25%) rated the services as fair (10%) or poor (15%). These responses are shown in Figure 2.

POOR	FAIR	GOOD	VERY GOOD	EXCELLENT	NO OPINION CAN'T REMEMBER
15%	10%	10%	21%	22%	22%

FIGURE 2 CLIENT EVALUATION OF VWP SERVICES

* See Lois P. Kraft et al., *ibid*, Appendix B for methodology.

In view of the high probability of the negative environment in which VWP personnel interact,* a 2 to 1 positive to negative client assessment of the program should be considered a high score. Of the 45 crime victims surveyed, 10 (22%) said they were less likely to report crime again because they were dissatisfied with police handling of their cases. Consequently, it was the second intervention (the police), not the third (VWP that influenced these persons negatively).

3. Referring Agency Assessment of VWP Services

In 1976 SRI conducted a survey of a sample of 77 Tucson police officers of various rank to determine their assessment of the VWP program (see Figure 3). This was conducted in October after it had operated for 10 months. Two nearly matched samples of trained and untrained officers† were asked their opinion about whether VWP "is doing a good job of filling those (victim services) needs." Seventy-eight percent of the trained sample and 59% of the untrained stated that VWP was doing a good job (69% overall). Thirteen percent of the trained and 22% of the untrained (17% overall) felt VWP was "not filling those needs."

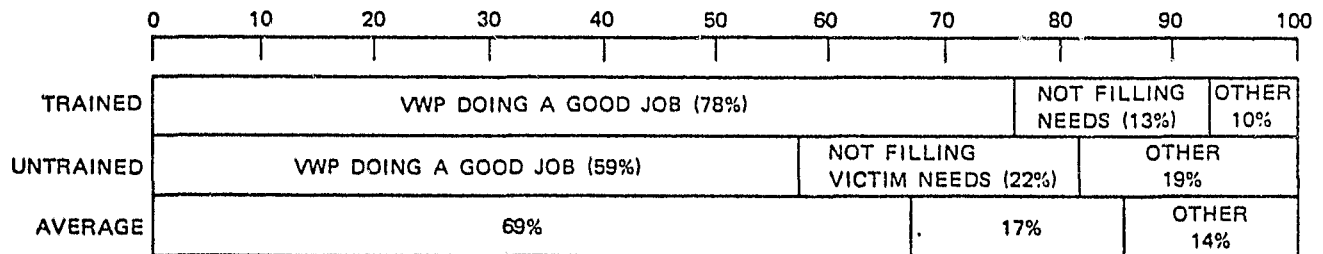


FIGURE 3 POLICE OFFICERS ASSESSMENT OF VWP SERVICES

* Approximately 53% of the total clients in the first 2-1/2 years were classed as crisis cases, and 79% of the persons were crime victims or witnesses.

† The trained group contained sergeants and lieutenants, while the untrained did not, hence, the untrained were lower in age, seniority, and rank.

The Chi square test reveals no statistically significant* difference between the trained and untrained groups in terms of their opinion. Thus for all 77 officers the rating of 69% "good job" (the average of both groups) is a valid indicator of the whole group's judgment.

Another indicator of the assessment of the VWP by law enforcement agencies may be the referral rate to the program from law enforcement agencies, being primarily the Tucson Police Department and the Pima County Sheriff's Office. (South Tucson Police Department began participating in September 1978.) Over the 2-1/2 year period, the TPD has referred an average of 37% of the referred cases after accounting for 56% of all referrals from 16% in 1976 to 29% in 1978 with an average of 25% of all referrals for the entire period. Victims or associates and other calls have held fairly steady as a proportion of all referrals (see Table 8 below). No judgments can be made or substantiated that increased or decreased confidence in the program has accounted for these changes.

Table 8
SOURCE OF VWP REFERRALS

Referring Entity	1976	Percent	1977	Percent	1978	Percent	Total	2 1/2 Year Average Percent
Tucson P.D.	253	56%	330	30%	204	38%	787	37%
Pima County S.D.	72	16	307	28	154	29	533	25
Other CJS	97	21	333	30	131	24	561	27
Victims or Associates	19	5	75	7	18	3	112	5
Other	12	3	62	6	32	6	106	5
Total	453	100%	1107	101%*	539	100%	2099	99%**

* 1 degree of freedom at a 95% confidence level requires a Chi square of 3.84. The Chi square value obtained is 1.688.
 ** Error due to rounding.

* One degree of freedom at a 95% confidence level requires a Chi square of 3.84. The Chi square value obtained is 1.688.

The referral rate for both law enforcement agencies over the life of the project are presented in Table 9, where only the number of patrol force and motorcycle officers for each department for 1976-1978 were used to determine the rate of referrals by the police personnel, most likely to refer cases to VWP. The TPD rate increased 45% between 1976 and 1978. The PCSO referral rate jumped 334% during the same period. Whether or not these changes are a result of the satisfaction or dissatisfaction of these agencies with VWP is not discernable, without a more thorough interview of the referring and non-referring officers, which was prohibitively expensive at this time.

Table 9

LAW ENFORCEMENT REFERRAL RATE

Year	Tucson Police	Pima County Sheriff	Total
1976			
VWP Referrals	253	72	325
Patrol Force	287	227	514
Referral Rate	(.88)*	(.32)	(.63)
1977			
VWP Referrals	330	307	637
Patrol Force	303	227	530
Referral Rate	(1.09)	(1.35)	(1.20)
1978 (1/2 year)			
VWP Referrals	204	154	358
Patrol Force	318	222	540
Referral Rate (Annualized)	(1.28)	(1.39)	(1.33)
Average Referral Rate	(1.08)	(1.02)	(1.05)

*Referrals per Patrol Officer per Year

C. Objective 3: To Increase the Ability of 80 Officers of the Tucson Police Department and 10 Deputies from the Pima County Sheriff's Office to Identify Victims and Witnesses Who Need Crisis Assistance

1. Discussion

At the beginning of the program, the VWP retained Approach Associates from Oakland, California, to provide training for 82 police officers of all ranks from the Tucson Police Department and 8 deputies from the Pima County Sheriff's Office. As was indicated in the first evaluation, there were some differences of expectations between the VWP staff and the contractors as to what the focus of the training should be. Most of the training emphasized the development of effective interpersonal skills, while the VWP program had expected the training to be more narrowly focused to train officers to recognize persons in need of crisis assistance, to use the services of the VWP program and to be aware of social service agencies in the community that are resources for referring persons to. While the training was never re-oriented to completely fit the programs' expectations, the VWP staff were able to participate in the last week of the training and sensitize the trainees to victim-witness needs and services.

Whether or not the training increased the ability of the trainees to identify persons in crisis is not known, since neither the trainers nor the evaluators determined the basepoint of officer ability before the training was given. Nearly one-half of the trainees were asked by SRI to assess the value of the training, in terms of its contributions to their understanding of (1) victimology theory, (2) crisis identification, (3) crisis management, and (4) cultural differences. On a scale of 1 to 5, with 5 being a "most valuable" rating, the 40 trainees' averaged judgment for the overall training was a rating of 3.79. The training aspect that was most responsive to this objective, that is, the ability to identify a person in crisis was rated at 4.08 out of 5.

Another indicator of officer's interest in helping persons in crisis is the degree to which they increased their referrals to VWP subsequent to their receiving the training. As a basepoint for the 38

trainee respondents, 16 (42%) of the respondents had not used the VWP program prior to the training. However, 17 (45%) had used the program to a limited extent and 5 (13%) had been heavy users of the program prior to the training. Of the 16 non-users, 10% had started using the services, after they received the training. Of the 17, who were limited users prior to training, all indicated that they had increased their use of the program. Five officers stated they were heavy users of the program before and after the training. Thus 27 of the officers or 71% increased their use of the program after training.

Of course, increased use of the program does not necessarily mean that they have increased their skill at identifying persons in crisis.

2. Did the Project Achieve This Objective?

There is no empirical evidence that the project has or has not achieved this objective in a literal sense. The pre-program abilities of the officers to "identify victims and witnesses who need crisis assistance" is not known and would have been very difficult and expensive to determine. The best indicators might have been subjective observations of the trainees in a pre- and post-training simulation of different kinds of crises. The observed gain or change in their abilities could then be documented, at least for the short run.

The objective was probably not as useful as it could have been. If the intent was for the program to increase the awareness of the law enforcement agencies and to obtain their cooperation in the VWP programs, the objective should have been restructured to reflect that. Again the basepoint of how many of the types of cases now appropriate to the VWP charter were being handled by the police, prior to creation of the program in 1976 is not known. However, the referral rates from law enforcement agencies between 1976 and 1978 have increased by 105%, with the largest increase coming from the Sheriff's Department (111%).*

* Computed by dividing number of cases referred by number of available patrol officers, including the motorcycle force for 1976 and 1978.

Whether or not the skills of 90 officers have been increased as a result of the project's efforts is not known, but the tendency of the patrol officers to refer to the program has increased dramatically since 1976, after the program had been in operation for one year. The increase from the base year (pre-project) of 1975 is probably higher, since a number of the officers were made aware of the program during 1976, the first complete year of the program.

D. Objective 4: To Increase the Number of Referrals by Law Enforcement Officers and Deputy County Attorneys of Victims and Witnesses to Crisis Intervention

1. Discussion

As was described in the previous section, the referral rate of law enforcement officers to the program has increased significantly since the end of 1976, the first full year that the VWP existed. While the objective indicates the number should increase, the referrals rate of officers is probably a better indicator of the use of the program, and both the number and rate of referrals from law enforcement have increased significantly from the first year experience.

Regarding the referrals from county attorneys, the first year evaluation revealed that the county attorneys were only referring cases to the VWP at a rate of approximately 2.68 cases per attorney per year. An examination of the month-to-month referrals during 1976 showed that the attorneys were very slow in determining to use the program. Their referral rate began to climb late in 1976, and while their referrals are not separated out in the normal reporting systems of the project, a special study performed by the project staff was done in 1977. This analysis revealed that the attorney referral rate was approximately 10.45 referrals per attorney per year, which is an increase in the referral rate of 290%, since 1976.

2. Is This Objective Being Achieved?

The number and rate of law enforcement referrals to the program have increased significantly during the 2-1/2 year period of the project.

Though not included in the time frame of this analysis, it appears from early reports for the months of July through December of 1978, that the referral rates, especially for crisis cases are continuing to rise, but at an even higher rate than that of the first 2-1/2 years.

The number and rate of county attorney referrals were also rising for the first 21 months of the project, but lack of records for the 9 months from September 1977 through June 30, 1978, make it impossible to determine if these increased referral rates have held up during the last nine months.

E. Objective 5: To Train at Least 75 Volunteers to Provide Victim-Witness Assistance

1. Discussion

The program has conducted approximately one volunteer training session per quarter since the start of the project. The training sessions consist of one night per week for three hours, lasting approximately 8 weeks. The training utilizes the ABC* method predominantly.

The program has experimented with different training methods. It seeks specific trainees that are already known to program personnel. These persons may be personal acquaintances or professional associates from the agencies providing referrals to VWP or receiving clients from them. In 1977 the trainers experimented with an intensive, one day crash course and then placed the trainees with VWP staff for on-the-job training. Because of a few incidents and the concern of law enforcement agencies that untrained persons were participating in case situations that might involve high risks of personal or emotional injury, the trainers have returned to the original training design.

* A method developed by Sidney Wolfe, which seeks to place the responsibility of dealing with a crisis on the victim, after the counselor has administered psychological first aid. The ABC is derived from the three generalized steps of (a) achieve contact, (b) boil down problem, and (c) cope through inventory of what things the victim can do.

It is estimated* that as many as 30 volunteers per quarter or 300 volunteers have taken the training program since January of 1976. Approximately 70% of the persons finishing the training usually express an interest in working for the project as volunteers, and applications and background checks are secured by the project staff for them.

The individual involvement of the volunteers in the program depends upon their interest, flexibility of hours, and their compatibility with the staff and other volunteers. There is a core of dedicated volunteers (estimated to be about 12) that started with the program and have continued to be active. There is a constant turnover rate of approximately 25% due to the tiring or burnout experience undergone by volunteers involved in what amounts to a part-time, uncompensated† job, that conflicts with other activities that one might want to pursue in their spare time.

The volunteers tend to be young people, students, and/or persons that are seeking employment and wishing to gain some experience. Since the program began, 8 of the staff positions have been filled by persons that had previously been volunteers.

2. Has This Objective Been Met?

The project has far exceeded the input objective of training 75 volunteers. A more complete objective might have dealt with the roles of volunteers and the contributions expected from them. But the volunteer aspect of this project has accomplished several interesting things for the program. The first, mentioned above, is that it has provided a recruiting pool of persons that are aware of the program, are trained, and whose capabilities are known, before they are considered as full-time staff. In this way, the volunteerism is similar to the reserve law enforcement programs maintained by many law enforcement departments.

*By VWP staff, since records have not been kept on this aspect of the program.

† In terms of salary or wages.

Another impact of the volunteer component is the significant contribution of manpower and public service provided by the volunteers. Program records reveal that volunteers contributed 702 hours split equally between clerical and crisis/non-crisis work in 1976. They contributed 5,983* hours in 1977 and 2,630 hours for the first six months of 1978. If one uses an annual figure of 1,920† available work hours for a full-time staff, the volunteers have contributed the equivalent of approximately three full-time staff‡ per year for 1977 and 1978.

The program uses a unique approach to obtaining institutional awareness and non-financial support of other agencies by recruiting volunteers from some of the social service agencies to whom the VWP refers clients. The intended impact of this is that: (1) persons in those agencies will be knowledgeable of the VWP program from first hand experiences, (2) strong professional and organizational linkages may develop between the staffs and their organizations, (3) improved coordination and focus upon the victim as a single person with multiple needs may result, and (4) referring or referee social service agencies of the VWP may alter their programs to more nearly fit the needs of the victims and persons in need of assistance.

F. Objective 6: To Increase by 10% With a Three-Year Period the Apparent Willingness of the Public to Report Crime in Pima County

1. Discussion

This was an ambitious objective both in terms of the responsibility it places upon a single, relatively small project and the

* Only a small portion of which are clerical.

† Multiply 52 weeks by 40 hours minus 80 hours of vacation and 80 hours of sick leave.

‡ If one makes the assumption that the quality of service provided by the trained volunteers is very close to that of the full time staff. It could be stated that the VWP is receiving the benefit of approximately \$45,000 per year in free professional services (\$7.60/hour x 5,983 hours in 1977 and \$8.44/hour in 1978). Volunteers have the impact of nearly three full-time staff in terms of hours contributed.

measurement problems of determining changes in public attitudes and their causal connection with the VWP. During the first evaluation, a stratified sample of victims were contacted in October 1976 to determine their willingness to report crime, after their experience with the VWP program and the criminal justice system in Pima County. Table 10 shows that their "willingness" to report crime in the future regressed from their experience. Respondents of this very small sample of ex-victims indicated that 2% were "much more likely" and 7% were "somewhat more likely" to report, but that 22% were "less willing" or "would not" report crime in the future. The net change in "apparent willingness" by those having gone through the experience is a -13%.

Table 10
WILLINGNESS OF EX-VICTIMS TO REPORT CRIME--1976

Category of Attitude	Number	Percent	Change in "Willingness"
1. Persons who would report again	30	68	No change
2. Much more likely to report	1	2	Increase
3. Somewhat more likely to report	3	7	Increase
4. Less likely to report	9	20	Decrease
5. Wouldn't report	1	2	Decrease
Total	44	99	

Blame or credit for these changes in attitude cannot be attributed to the VWP program, since those that increased or maintained their willingness to report cited "appropriate role of the police" and "the right thing to do" as the reasons they would report again. Those that indicated a reduced desire to report in the future did not cite the VWP victim-witness program, the courts, the prosecutor, defense or other aspects of the criminal justice system. Instead the major reason they would report again is that they didn't like the outcome of their case and laid the blame for those results upon the police.

2. Pima County Victimology and Attitude Study

In early 1978, the VWP designed a stratified survey of 3,000 households in Pima County to determine the degree of unreported crime and household attitudes regarding crime and criminal justice in Pima County. Approximately 2,102 households responded and their responses are summarized herein.*

a. Actual Amount of Crime (According to Respondents)

Figure 4 shows the amount of unreported crime when figures for the six month survey period are annualized and compared with the Uniform Crime Reports for Pima County for 1977. The time periods of course do not match,† but provide an approximate time frame for comparison. This figure suggests some of the more serious, fear inducing crimes, such as assault, robbery, and rape are severely under reported.

b. Percentage of Persons Reporting the "Last Crime"

A question in the survey asked if the police had been notified the "last time" a crime had been committed against a member of the household. Fifty-one percent stated that they had not reported the last crime, while 49% had.

The 129 nonreporters were asked why they had not reported the last crime that occurred to a member of their household. They were given 11 choices for reasons and were asked to select their first choice, second choice, and so on. They marked 197 responses. Table 11 shows the results. "Nothing would be done" and "not important enough to report" were the most frequently marked reasons for not reporting the last crime.

*The VWP obtained an additional 1,000 responses from another sample in July-August of 1978, which have not yet been analyzed.

†The period of time reported on by the survey respondents was the last 4 months of 1977 and the first two months of 1978. The six months were doubled and then compared with the 12 month reported crimes of the UCR for calendar year 1977.

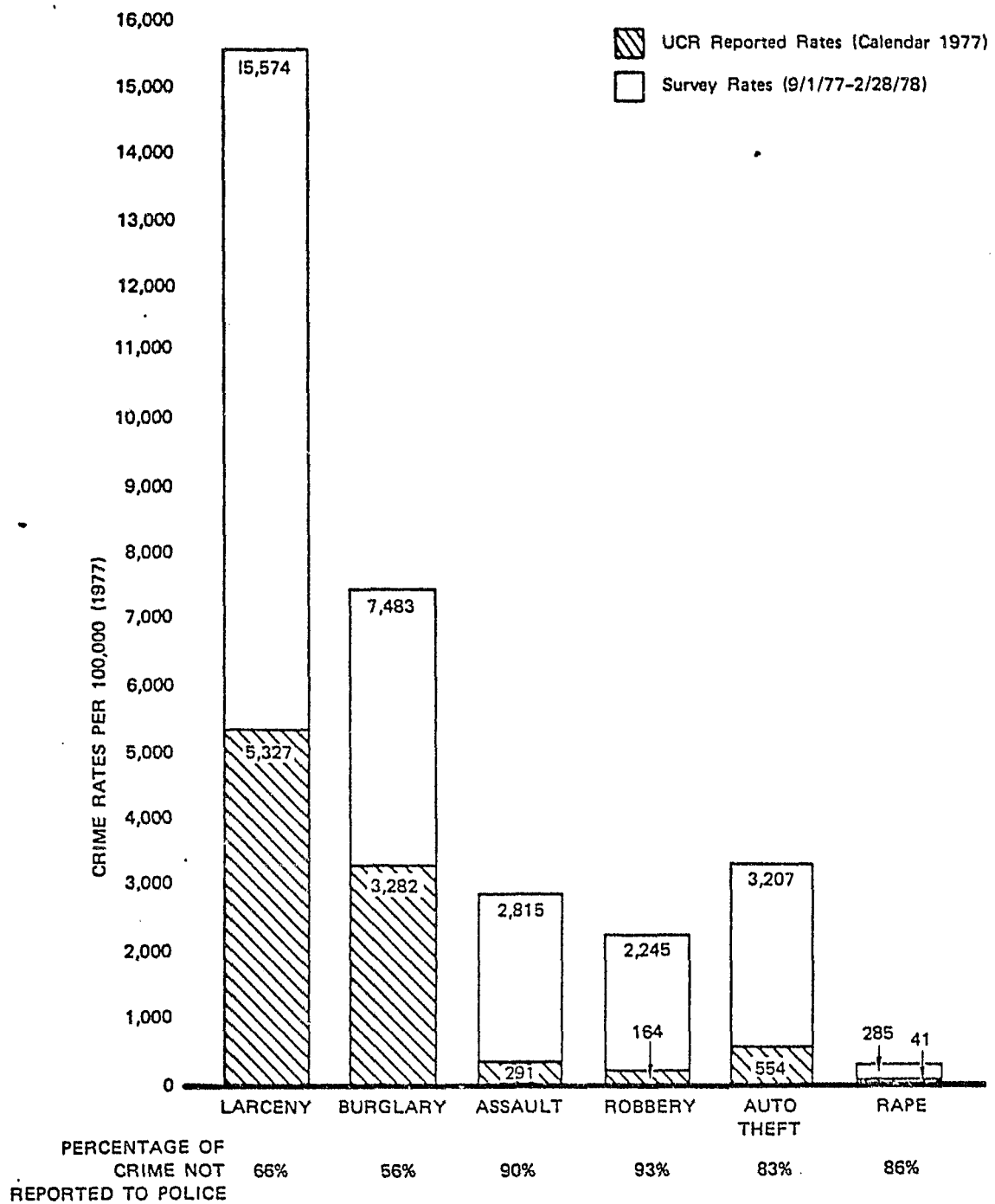


FIGURE 4 PIMA COUNTY SURVEY CRIME RATES VERSUS FBI REPORTED CRIME—1977

Table 11

REASONS FOR NOT REPORTING THE MOST RECENT CRIMES
OCCURRING TO A FAMILY MEMBER

Possible Reasons	Reasons Given in Order by Respondents					Total Reasons	Percent of All Responses
	1st Choice	2nd Choice	3rd Choice	4th Choice			
1. Nothing would be done	51*	7				58	29
2. Not important enough to report	34	23	1			58	29
3. Handled it myself	24					24	12
4. Other	10	6	6			22	11
5. Not a police matter	5	3	4	1		13	7
6. Would take too much time	2	4	2	1		9	5
7. Don't know how or where to report crime	2	2				4	2
8. Fear of retaliation	1	2	1			4	2
9. Too busy		1		2		3	2
10. Afraid of police investigation	1					1	1
11. Afraid of prosecutor's questions			1			1	1
Total Responses	130	48	15	4		197	101**

* Number of respondents that checked this as first reason.

** Error due to rounding

c. Citizen Perceptions of Why Crime is Not Fully Reported

Selecting from a forced choice list of 10 reasons, plus an "other" category, 1,943 respondents were asked why they think people don't report many of the crimes that occur. Of the 5,419 responses given, 19% said nothing would be done about the crime, 17% cited fear of retaliation, 15% stated it would take too much of their time and 12% stated crime must not be important enough if people didn't report it. The rest of the results are displayed in Table 12.

d. Citizen Confidence in Criminal Justice Agencies

As was shown earlier 22% of the ex-victims who were assisted by the VWP program in 1976 indicated they were less likely to or would not report a crime again, and the reason given was that they were dissatisfied with the police handling of their case.

In the VWP survey, 2,102 households were asked to rate the 13 state and local agencies providing criminal justice services in the county. Their responses for all but corrections agencies are shown in Table 13. It is interesting that the law enforcement agencies receive a much higher rating than do the other components of the system especially the courts. Also a much higher percentage of the public appear to have an opinion regarding law enforcement than they do of the other components. The average between the two police agencies is approximately 17% that had no opinion on their performance, while the no opinion percentages for prosecution, courts, and defense range from 31% to 42%.

4. Has the Project Achieved This Objective?

The three year period has not yet expired, but there is no evidence that the willingness of the public to report crimes has changed as a result of the project activities. Since no victimology studies were accomplished before the project commenced, there is no basepoint with which to compare. The survey performed by the project in 1977-1978 is very informative for determining how much crime is reported and why crimes are not reported, but without a basepoint, the amount of change,

Table 12

REASONS WHY RESPONDENTS FEEL MANY CRIMES ARE NOT REPORTED

Possible Reasons	Reasons Given in Order by Respondents					
	1st Choice	2nd Choice	3rd Choice	4th Choice	Total Reasons	Percent of all Responses
1. Nothing would be done	942	77		2	1,021	19%
2. Afraid of retaliation	449	442	28	2	921	17%
3. Would take too much time	72	304	339	99	814	15
4. Not important enough	101	332	176	30	639	12
5. Afraid of prosecutor's questions	31	118	263	167	579	11
6. Don't know where or how	47	56	109	234	446	8
7. Afraid of police investigation	69	179	85	5	338	6
8. Too busy	4	33	113	102	252	5
9. Handle problem themselves	224				224	4
10. Not a police matter	4	15	43	54	116	2
11. Other		14	25	30	69	1
Total Responses	1,943	1,570	1,181	725	5,419	100%

Table 13

PUBLIC RATING OF PIMA AREA CRIMINAL JUSTICE AGENCIES

Criminal Justice Agency	Very Good	Above Average	Average	Below Average	Very Poor	No Opinion	Number of Households Rating
1. Tucson Police Department	18%	19%	45%	5%	2%	12%	1,954
2. Pima County Sheriff	12	14	42	10	2	21	1,916
3. County attorney	9	14	34	6	2	35	1,918
4. City attorney	6	9	37	7	2	40	1,895
5. Public defender	6	9	33	7	3	42	1,890
6. City court	3	5	38	12	7	35	1,907
7. Justice courts	3	5	34	11	7	40	1,883
8. Juvenile court	5	8	25	18	13	31	1,891
9. Superior court	5	9	34	11	6	36	1,882
Average	7.4%	10.2%	35.8%	9.7%	5.0%	32.4%	

if any, that has occurred is not discernable, let alone attributable to the VWP.

What is fairly clear is that this objective is probably not achievable for the program for a number of reasons. The first is that as 22% ex-victims expressed, they are less willing to report crime in the future, not because of anything the VWP did or didn't do, but because of their displeasure with the outcome of their cases. Admittedly this is a small sample, but these are persons that are probably more aware now of how the system works than the general public, and the net difference in gainers and losers (in terms of willingness to report) is a 13% loss in willingness from that sample.

The VWP survey demonstrates how complicated are the perceptions of the general public on reporting or not reporting crime. Of the 131 households that indicated that they did not report the last crime that occurred to someone in the household, 29% said the reason was that it was useless to report since nothing would be done about it. A same percentage of households said that the crime was not important enough to report, and 12% said that they handled the matter themselves. These three responses account for 70% of the nonreporters responses.

What can or should the VW program do to offset these public attitudes? How can VWP assure the public that if they report a crime something will be done about it? They are not responsible for investigating crimes, charging or trying suspects or rehabilitating offenders. The survey was not conducted in such a way that household reasons for not reporting could be correlated with the type of crime that occurred. Some larcenies or small loss burglaries may account for the high percentage of "not important enough to report" responses. If close to one-third of the crime victims feel the event is not important enough to report, can or should the VW program attempt to convince them that it should be reported?

Exactly how the crime victims "handled it myself" is not revealed in the survey. If the assumption can be made that these crimes were not handled in an illegal manner, then should persons who have

taken care of their own affairs be encouraged to request aid from the public agencies?

This objective was inappropriate for the VWP because it is substantially beyond the ability or responsibility of the program to accomplish by itself. Some of the reasons cited by the non-reporters are ones that the project can and does deal with, such as lack of knowledge of how and where to report a crime and fear of retaliation, but the percentage of the nonreporting attributable to these two reasons is only 25% of the total.

G. Objective 7: To Increase by 20% Within Three Years the Willingness of the Public to Assist in the Prosecution Function of the Criminal Justice System

1. Discussion

The monthly reports of the county attorneys office were scrutinized to determine reasons for disposition for 1975 (pre-project), 1976-1977 and 1978. Of particular interest was the dismissal rate of cases where persons refused to cooperate in criminal cases. The results are shown in Table 14.

The overall dismissal rate of all cases per year has dropped slightly from 40% of all cases disposed of in 1975 to 35% in 1978 and has averaged .37% for the 4 year period.

The percentage of cases disposed of through pre-trial restitution* each year is very small, but has increased from 3% to 9% since 1975 for a yearly average of 4% of all dismissed cases.

The percentage of victims or witnesses not available⁺ to testify increased slightly from 2% to 5% from 1975, averaging 3% per year.

*Suspects have paid \$18,890, \$51,274, \$36,355, and \$63,701 in a pre-trial restitution to victims for 1975, 1976, 1977, and 1978, respectively, for a total of \$170,220.

⁺Moved away, deceased, in the service, and so forth.

Table 14

VICTIM-WITNESS RELATED DISMISSALS - 1975-1978

A. Case Outcome	1975	1976	1977	1978	Total
1. Cases disposed of	2,291	2,367	2,413	2,278	9,349
2. Cases dismissed	927	825	889	788	3,429
3. Percentage dismissed	40%	35%	37%	35%	37%
B. Reasons for dismissed cases					
a. Diversion Percentage of dismissed cases	228 (25%)	148 (18%)	117 (13%)	154 (20%)	647 (19%)
b. Plea bargaining Percentage	99 (11%)	162 (20%)	127 (14%)	96 (12%)	484 (14%)
c. Victim-witness refusal Percentage	23 (2%)	21 (3%)	43 (5%)	39 (5%)	126 (4%)
d. Victim-witness unavailable Percentage	21 (2%)	25 (3%)	35 (4%)	40 (5%)	121 (4%)
e. Restitution made Percentage	32 (3%)	23 (3%)	20 (2%)	68 (9%)	143 (4%)
f. Other* Percentage	524 (57%)	446 (54%)	547 (62%)	391 (50%)	1,908 (56%)
g. Total dismissed cases	927	825	889	788	3,429

*Not affected by victims or witnesses.

It was surprising to find that in 1975 (pre-project), only 2% of all case dismissals were because a witness refused to testify. The refusal rate more than doubled by 1977, but it was still a very low percentage at 5%. In the four year period studied, only 126 cases out of 3,429 or 4% were dismissed, because of witness refusal to cooperative.

The objective refers to the "public's" willingness to cooperate in the prosecution function of the criminal justice system. The meaning of this term, when the objective was framed at the beginning of the project

was that the public were specific individuals, that had either been victims or witnesses of crime, not the general public. In other words, those persons that the prosecutors felt were needed to document and strengthen the state's cases were the target group referenced in the objective.

2. Was This Objective Achieved?

The answer to this question is no, since the refusal rate of witnesses doubled from 2% to 4% of all dismissals. However, the rate for cases dismissed because the witness(es) were unavailable also doubled during the 2-1/2 year period.

While the project did not achieve this objective, the failure to do so is not very significant from a practical standpoint, because the number of cases dismissed for noncooperation is so low. For instance, as is shown in Table 12, 23 of 927 cases (2.48%) were dismissed because of witness refusal in 1975. A 20% increase in cooperation would have meant a 1.98% refusal rate by 1978. If the 20% increase had been achieved for each year it would have meant only 5 more cases in 1976, 25 in 1977, and 22 in 1978, in which witnesses would have cooperated.

It is not at all clear that VWP can materially increase the willingness of witnesses to cooperate. No research has been done in Pima County to document the reasons why some witnesses won't cooperate. It can be speculated that some of the reasons may be the same as for why some Pima County residents in the victim survey didn't report crime, namely, (1) fear of retribution, (2) fear of prosecutor's questions, or (3) would take too much time, among others.

H. Objective 8: To Educate the Public and Criminal Justice Personnel in Pima County About the Problems Faced by Victims and Witnesses and to Increase the Knowledge of the Public About the Criminal Justice System

1. Discussion

Certainly the VW program has undertaken a number of activities aimed at educating the public and criminal justice personnel in Pima County to the problems faced by victims and witnesses and the workings of the criminal justice system. The specific accomplishments in terms of papers developed, radio and television presentations, conferences, seminars, and pamphlets were documented in the first evaluation, and while the program has de-emphasized this aspect of the program during 1977 and 1978, their accomplishments to date are impressive. On an on-going basis pamphlets on understanding the criminal justice system and what services are available for victims and witnesses are sent to persons that are subpoenaed to appear as witnesses.

The above activities are inputs of resources and direction aimed at achieving the objective, but it is difficult to determine to what degree the public and criminal justice personnel are educated or more educated because of the project's activities. However, the citizen survey referenced earlier does shed some light on the general public's attitude about the needs of victims and witnesses of crime. One question in the survey asked, "Should the victims of crimes be provided with any special services to help them recover?" The 1,919 respondents were given a choice of four responses, the results of which are shown as follows:

263	14%	Yes, even if more personnel and funds are required.
1,091	57%	Yes, but only if no additional money is spent.
473	25%	No, but they should be allowed to get all the social services already available.
92	5%	No, since giving victims any special services results in their being more willing to cooperate with the police and the prosecutor.

The question is clear, but the response statements are unclear and heavily biased to costs of service as the criteria for helping the victims of crime, but not withstanding this the responses could be interpreted as saying that 71% of the respondents favor special services to victims, even though the majority don't wish to spend additional tax moneys in doing that.

On related questions the majority (55%) of the respondents stated that witnesses should be reimbursed at their existing wages for the time they spend in court. Another 24% felt that only parking and lunch money should be provided.

2. Has This Objective Been Achieved?

It is impossible to tell whether or not the public and criminal justice personnel are becoming educated on the problems and needs of the victims/witnesses. Certainly the project has succeeded in raising the subject in the popular media as well as in specialized printed or verbal presentations, but the receptivity of the intended audiences and the degree to which the imparted information is inculcated into their attitudes and knowledge base is unknown at this time, particularly since baseline data was not established before the project began operation.

IV ASSESSMENT OF VWP BY SOME COMMUNITY LEADERS

In an effort to determine how the project and the victim witness movement it represents are being received by the criminal justice infrastructure of the Tucson area, SRI contacted (by telephone) a cross section of public and private agency leaders. A series of purposely general questions were developed and administered in an effort to determine the project's acceptance by the public and private agencies with whom they interact.

SRI chose three classifications of respondents, (1) local government leaders, (2) social service agency administrators (groups to which VWP refers or from which their referred clients come) and (3) others, including business and media representatives. The specific agencies or offices are as follows:

- (1) Government Leaders
 - (a) Sheriff's Office Pima County
 - (b) County Attorney's Office
 - (c) Pima County Board of Supervisors (2 persons)
 - (d) Tucson City Council
 - (e) Tucson Police Department
 - (f) Public Defender's Office
 - (g) Pima County Adult Probation
- (2) Social Service Agency Heads
 - (a) Tucson Center for Women and Children
 - (b) Salvation Army Family Services
 - (c) Pima Council on Aging
 - (d) Child Protective Services
 - (e) Legal Aid
 - (f) Information Referral Service
 - (g) Casa de Los Ninos
 - (h) Food Bank

- (3) Others
- (a) First National Bank of Arizona
 - (b) Radio Station KHYT
 - (c) Arizona Daily Star

A. Summary of Responses

The summary of responses by the three groups are presented below with cumulative responses totaled and percentages calculated. In almost every instance, the chief executive responded for the agency.

1. How long have you known about the VW program?
 - Government leaders (8 responses)
 - 2.8 years average
 - Social service agency heads (8 responses)
 - 2.2 years average
 - Others (3 responses)
 - 3.0 years average

2. How much do you know about the services of the VW program?
 - Government leaders
 - 7 - a great deal
 - 1 - some
 - Social service agency heads
 - 3 - a great deal
 - 5 - some
 - Others
 - 2 - a great deal
 - 1 - some
 - Cumulative
 - 12 - a great deal (63%)
 - 2 - some (37%)

3. How well do they perform their functions?
 - Government leaders
 - 3 - excellent
 - 4 - good
 - 1 - less than average
 - Social service agency heads
 - 5 - excellent
 - 3 - don't know

- Others
 - 2 - excellent
 - 1 - don't know
- Cumulative
 - 10 - excellent (53%)
 - 4 - good (21%)
 - 1 - less than average (5%)
 - 0 - poor (0%)
 - 4 - don't know (21%)

4. How much of an impact have they had on criminal justice?

- Government leaders
 - 2 - a great deal
 - 1 - significant
 - 1 - some
 - 4 - don't know
- Social service agency heads
 - 2 - significant
 - 1 - some
 - 5 - don't know
- Others
 - 1 - a great deal
 - 2 - don't know
- Cumulative
 - 3 - a great deal (16%)
 - 3 - significant (16%)
 - 2 - some (11%)
 - 11 - don't know (58%)

5. How much of an impact have they had upon community life in Pima County?

- Government leaders
 - 4 - significant
 - 2 - some
 - 2 - don't know
- Social service agency heads
 - 2 - significant
 - 2 - some
 - 4 - don't know
- Others
 - 1 - significant
 - 12 - some
 - 1 - don't know

- Cumulative
 - 0 - a great deal (0%)
 - 7 - significant (37%)
 - 5 - some (26%)
 - 7 - don't know (37%)

6. What additional functions should VWP perform?

- Government leaders
 - Achieve more visibility
 - Take more on-scene calls
 - Implement ideas on crime prevention
 - Expand victim services
 - Act as a source of information for callers
 - Expand their base of services
 - Expand mediation services
 - Can't do more without more resources
 - More services in the area of child and spouse abuse
 - Do more public relations
 - Provide monetary compensation to the victim
- Social service agency heads
 - Rewrite laws regarding domestic violence
 - Publicize the needs and inequities of criminal justice
 - Expand rape counseling services
 - Extend mediation to home and neighborhoods
- Others
 - Babysitting
 - Transportation to court for witnesses
 - More community education in preventing victimization
 - Telephone follow-up on victims
 - Provide for restitution

B. Conclusion

Even though the number of persons interviewed was relatively small, the respondents represent the majority of public and private agencies in the Tucson metropolitan area that interact with the project and maintain linkage relationships with it.

Earlier SRI evaluations noted that the project, even though small in terms of numbers of full-time staff, participated in a number of public relations and community education activities, such as newspaper and radio features talk shows, conferences, workshops and brochures development. These activities coupled with the fact that the local governments structure in the area is uncomplicated may contribute to the high degree of awareness of the project and its role and performance in that 63% of the persons polled stated that they knew "a great deal" about the program and its activities.

Approximately 74% of the respondents rated the Program's performance as good or excellent. Only 21% stated they did not know the quality of the services provided.

In terms of the two "impact" questions, the respondents were more willing to judge the impact of the project on the community than on the criminal justice system, with the "don't know" responses being 37% and 58%, respectively.

In response to the question regarding additional functions that the project might undertake, a number of new functions were mentioned, but also a strong sentiment was exhibited that the program should be given additional resources, so that it could expand its present services. The opposite question was asked also with respect to which current functions the program should discontinue, but only one suggestion was given in response.

The early intent of the LEAA grant program and one that has persisted in subsequent re-authorizations since 1968 is that the federal funds were to be used as seed money, that if the funds could be used to start innovative programs and perhaps demonstrate their value, then state and local general purpose budgets might pick them up and operate them as part of the criminal justice and related systems. In the case of the VWP this has happened, with the City and the County picking up the total funding for the current budget year.

In the beginning, the program was conceived by persons from the diversion side of the county attorneys office, which conceptually might have confused criminal justice professionals as to the motivations and purposes of the program. For instance, law enforcement officers interviewed by SRI in 1976 expressed some fears that the VWP staff and volunteers were social workers who didn't understand law enforcement work and were likely to get in the way or hinder the officers. The program worked hard at overcoming this perception and gaining acceptance by taking many time consuming and difficult cases over from the police and resolving them satisfactorily.

An indicator of the respect gained from law enforcement is that radio equipped cars from both the city and the county have been provided to the program, so that they can patrol for opportunities to assist victims and other persons in need. Both departments have granted permission for program personnel to have portable radios and use their frequencies for transmission.

The rate of referrals from law enforcement is also increasing dramatically, indicating that the officers are relying upon the program more and more to take care of difficult and sometimes delicate duties.

The interaction of VWP with law enforcement presents an interesting study of the role of law enforcement. In the late 60's and early 70's, there was considerable sentiment that police officers should perform more social service functions, since (1) they are the prime "finders" of persons with social, mental, and emotional problems, and (2) the police find these persons in hours when nearly all social services agencies are closed. This idea was not palatable to many police officers who were adamantly opposed to being classed as social workers. The family crisis programs introduced in that period were not sold to police, on the basis of providing social services to troubled families. Instead, the selling point for police was that trained officers dealing with family disturbances were less likely to be injured than were the untrained.

The Pima County program has emerged as a new agency performing a social service role on behalf of the police, and (1) the police are still the chief finders, (2) the police have not changed their role, nor have they become social workers, (3) the police now spend less time with domestic disturbances and other difficult social cases, because they refer them to the VWP.

The VWP then have assumed two roles. Not only are they a new criminal justice component (emerging in a similar way that indigent defense programs emerged in the early 1970's), but they are also a new social service agency. In many ways they function as early diagnostic, screening or intake workers for public and private social services agencies in Pima County, since the VWP refers many of their clients on to these agencies.

The increasing referrals from law enforcement, prosecution and even corrections are one indicator that the program has found an acceptable place within the criminal justice community, as are the positive statements from public agency leaders in the previous section. The same is true in the social service field as evidenced by similar supportive comments in that section. A possible exception is in the mental health area, where the VWP has not yet experienced great success with commitments and treatments, although discussions with mental health leaders are now taking place.

V ISSUES AND OBSERVATIONS

A. Introduction

The VWP is part of a national phenomenon of the emergence of a new component of criminal justice, one that addresses the problems of the victims and witnesses of crime. A number of authors have traced the history of compensation, retribution and punishment in criminal cases as they have operated in Europe and in the early American experience. Schafer² traces the common past of restitution and punishment and the decline of restitution by the perpetrator to the victim. The intercession of the state on behalf of the victim was an intermediate step that later evolved to where the state became the victim, and crimes were referred to as "crimes against the state." It is only recently that the victim is regaining his/her former standing in a criminal case. Increasingly, many states and communities in the nation are providing for the victims needs and compensating for his/her losses.

The exact number and types of victim related programs that currently exist in the United States are not known, but many have emerged as a result of the availability of LEAA funds during recent years. ABT Associates, Inc. performed an analysis of 71 programs in 1978.³ Pima County's Victim Witness Program is among four programs selected for closer analysis, because in ABT's opinion, they "do provide more services than 81% of the programs identified"

SRI has been involved in evaluating the project during the past three years. The previous sections have presented our assessment of

²Stephen Schafer, Compensation and Restitution to Victims of Crime (2nd ed., enl.), Montclair, New Jersey, Patterson Smith, 1970.

³Unpublished paper, Four Victim-Witness Programs, submitted to the Law Enforcement Assistance Administration, March 1978.

the Program's achievements with respect to its objectives. In this section are presented a number of observations and issues regarding the program and the victim-witness movement.

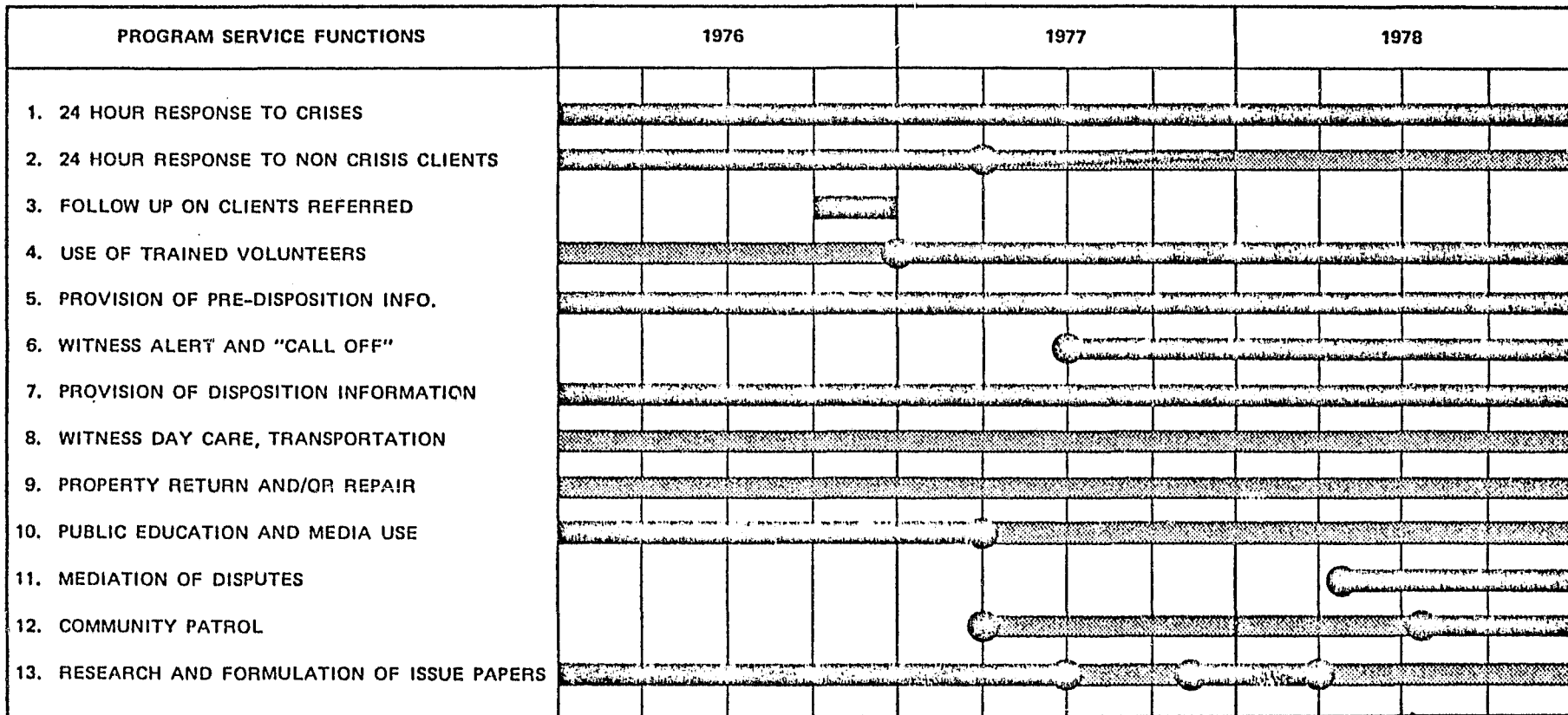
B. The VWP has been a Dynamic Program



The program was organized and staffed in the beginning by young, committed and aggressive people, fully committed to finding victims, filling their needs and generally getting the program off the ground and recognized by the community. The director, the administrator, the research analyst, and some of the secretarial-clerical staff performed their administrative and program building duties on a full time basis, yet went out on calls during off-duty hours to provide services and learn first hand the requirements of victims/witnesses in an "action research" approach. The research analyst and the administrators, both having a research background, were constantly taking readings from the program and from the other criminal justice agencies in the county and determining what service gaps were apparent. Based upon their findings new program components were formed, and new services would commence.

The provision of assistance to victims and witnesses is a new service and not much is yet available in the literature on the needs, motivations, and characteristics of crime victims and witnesses. Consequently the program staff and volunteers have performed essential field research, although informally done, and changed their program according to their findings.

Figure 5 shows how the VW program evolved and added services and functions. Occasionally service components were de-emphasized or transferred to other agencies. For instance, the 24 hour response to non-crisis clients was de-emphasized after the 1st year. Likewise the Program staff was involved in fewer media and public relations activities after the first quarter of 1977. On the other hand, the use of trained volunteers started slowly in 1976, but increased significantly in 1977.

Four new services were instituted as the project evolved. The project did a follow-up on their referrals of clients to other agencies. In addition, a "witness alert and call off" service was instituted in



 Heavy
  Light


 = PROGRAM CHANGE, START, STOP OR CHANGE IN EMPHASIS OF A PROGRAM SERVICE

FIGURE 5 LEVEL OF PROGRAM EMPHASIS SINCE JANUARY 1976

1977 and proved to be very cost effective, especially for law enforcement agencies. The mediation service was begun in 1978, and the community patrol began experimentally in 1977 and expended fully in 1978. Thus the program started with 9 service components and currently provides 12.

Incomplete information exists on most of the other victim programs in the country making a careful comparison of program elements and services rendered in them. The ABT report discusses four programs, including Pima County, Multnomah County, Oregon, Milwaukee, Wisconsin, and Brooklyn, New York. But lack of standardized workload reporting among programs constrains a meaningful comparison of their performance.

C. Replication in Other Communities

There is a growing body of literature on replication, technology transfer, and institution building, mostly observations gained from United States programs conducted overseas, such as in the Agency for International Development, the Peace Corp and our recent experiences in Vietnam.^{4,5} The literature defines some of the common elements that were present, when American technology "took" or became institutionalized in the foreign environment. While not exactly analogous to the subject at hand, there are some commonalities that might be considered when determining if the VWP of Pima County is transferrable to other sites. Certainly the LEAA sponsored "Exemplary Projects" program is based upon the hope that a project deemed to be successful in one setting is transferrable to many other environments in the United States, and that if the host agency obtains resources, and staff and begins to operate, they should have similar success to the original.

There are a number of possibly unique factors contributing to the accomplishments of VWP, that should be accounted for in replication efforts elsewhere. They are as follows.

⁴ Joseph W. Eaton, Editor, Institution Building and Development: From Concepts to Application, Sage Publications, Beverly Hills, California, 1972.

⁵ Melvin G. Blase, Institution Building: A Source Book, Lithocrafters, Inc., Ann Arbor, Michigan, 1973.

1. Commitment of Extra Hours by Project Staff

As was mentioned above, the director, administrator and research analyst expended many hours of administrative and operational service to the project, much in excess of the normal 40 hour work week. They took turns responding to calls for assistance late at night and early in the morning and were on call much of the time in the early months of the project. This accomplished at least two important things. First, it acquainted the project leaders with the needs of the clients and the required responses for the project. Second, it allowed a small cadre of staff and volunteers to provide service to more clients than they might ordinarily have without obtaining additional personnel.

2. Emphasis on Linkages and Public Awareness

The leadership of the program, especially in the early months devoted a great deal of time and attention to selling the program to criminal justice agencies, the business community and the public. Many speeches and papers were presented, as well as radio and television shows, and a friendly press provided series of articles on the program and its operations, that were all positive. Businesses were invited to co-host workshops or to provide meeting rooms or pick up costs of printing pamphlets and brochures. Symptomatic of this was a letter sent to most of the prominent businessmen in Pima County, inviting them to ride along as an observer in the VWP patrol cars, and a number of them accepted the invitation.

Likewise, the VWP volunteer coordinator systematically invites persons from agencies that provide clients to the VWP, as well as those to whom the program refers, to participate in the 8 week training course. Many of them do go through the training and a number of them have become volunteers. Certainly, this will help forge understanding among the input and output agencies and maybe a close working relationship and linkage with VWP.

3. Relatively Non-Complex Political Structure in Pima County

Another unique feature of Pima County is that there are few municipalities, police departments and court systems for a metropolitan area of its population. Thus, political consensus is easier to achieve, since the program has required policy decisions from county institutions and the City of Tucson only. While the VWP as described above has done an excellent job in forging strong linkages with the city, county, and private agencies, their task is significantly easier than if many additional municipalities with their own law enforcement and court systems were involved, as is often the case in other metropolitan areas.

C. Comments on Cost-Benefit Analysis

The second year study of the program performed by SRI emphasized the costs and benefits of the program in tangible and intangible terms. As is true in many social programs, this was not an easy task because values for some activities are difficult to assess. The LEAA evaluation team in critiquing the study found a number of valid shortcomings, but in addition they recommended that cost-benefit analysis of a program like VWP should also include on the cost side of the equation, "the costs incurred by Pima County, the SPA, and the LEAA in administering the project." In the author's opinion that would be a mistake in that it would greatly overstate the costs for the following reasons:

- (1) The administrative costs of the County are apportioned over all services and programs provided in the county, and the proportion of that cost attributable to a program as small as VWP is, especially in comparison to the sheriff's office, public works, etc., is not significant.
- (2) The purpose of the cost benefit assessment was to find out what the programs inherent costs and benefits as a result of its operations. The costs incurred by the SPA and the LEAA in administering the grant are external to that. Further, if the programs were replicated in other sites, without federal funds those costs would not be incurred.
- (3) It should be noted that the intervention of the LEAA grant monitors in terms of special conditions on

grants can be extremely costly. For instance 9 of the 18 special conditions placed on the second year grant, by the court specialist from the LEAA Region IX office in Burlingame, California carried with them some potentially heavy cost implications and could have redirected the program's activities away from the original intent. That is, the program could have been forced to perform additional functions, above these originally costed with no increase in the amount of resources. Some of the special conditions having this impact in 1977 were:

"The program shall:*

- (a) Act as a clearinghouse for the public on victim witness information needs.
- (b) Contact all witnesses' employers and explain the need for their employee's appearance in court.
- (c) Handle crisis situations where transportation, child care or other assistance is required on the day of court appearance.
- (d) Contact all witnesses the day before each court appearance.
- (e) Experiment with the "on call" or "alert" system.
- (f) Establish a statistical system to document witness cooperation."

While one might not quarrel with the value of these new activities, it is apparent that they cannot be done for free, and that without new resources they place a burden upon the program to accomplish them plus all of the program activities upon which the original grant budget was predicated.

E. What Can be Done About Family Violence?

As SRI staff went through the case files classifying the types of cases and the intake worker's diagnosis of victim needs, several strong impressions began to form, which if acted upon could have important implications for the VWP and some of the other social service and government agencies in the community.

* LEAA grant award, special conditions, 1977.

1. A High Percentage of the Victims were Involved in Family Violence or Conflict

Using a sample of all cases documented during the first six months of 1978 (see Table 5 referenced earlier). Family* disputes, in which assault and battery were involved, accounted for 12% of all cases. Family disputes not involving assault and battery accounted for another 24% of the cases.

Most of the cases involved husbands and wives or persons previously living together, who were separating or already living apart. In many cases children were involved, and the point of conflict, at least on the surface, were the children or new boyfriends and girlfriends or spouses. A great deal of anger, frustration, emotion, and resentment, often heightened by alcohol were described in the case reports.

2. A Number of Persons, Especially Women Have Been and Will Likely Continue to be Victimized Frequently

In a significant number of cases (the exact number was not documented) the victim was a woman who had been battered by her mate. In most instances the incident in question was the latest of a long series of similar events occurring in the home. The researchers were struck by some commonalities that appeared among the cases, namely that:

- The victim was emotionally dependent upon the suspect.
- The victim was financially dependent upon the suspect, who was usually employed.
- The timing of the assaults were often correlated with paydays and the abuse of alcohol.
- The victims were unprepared to break out of the cycle, because of their attachment emotionally and financially to the suspect, and because they appeared to be too timid to consider other alternative living conditions.

*Family here refers to persons married or unmarried who are presently or have previously lived together.

- The victims appeared to be resigned to the abuse as a part of their living condition, and unprepared in terms of awareness and skills to cope on their own.

Whether or not VWP is the appropriate program to assist the victim and suspect out of the repetitive cycle is a policy issue, but it seems clear that there is a need for counseling and assistance to reduce the number or at least the frequency of these destructive encounters.

F. Victim Compensation and Restitution

The program while currently very active in addressing the immediate and short term needs of victims and non-victims might consider more active involvement in restitution* and compensation. While the impact and effectiveness of the different approaches currently used to ameliorate the damage done to legitimate victims is not known, a number of distinct methods are emerging in the literature and in practice, such as:

- Civil alternatives

- Levying of fines with the revenue being used to compensate the victims.
- Civil attachment of offenders earnings.
- The institution of a crime insurance system, with premiums based upon a pre-determined actuarial basis.
- Post conviction determination of loss and required compensation determined by administrative body, rather than the courts.

- Compensation and restitution as crime deterrents

Under this approach a heavy reliance is laid upon publicity and public relations to educate existing or potential criminals that crime does not pay, but that criminals may have to, if caught and convicted.

* In approximately 143 cases during the past 4 years, pre-trial restitution has been accomplished in Pima County. The amount of restitution accomplished post-trial is not known.

- Understanding the determinants of victimization

The program might spend some time researching and documenting how their clients come to be victims in particular cases and

- How frequently have they been victims of the same crime in the past?
- How frequently have they been victims of other crimes in the past?
- What have been the relationships between offenders and the recidivist victims?
- What was the victim's role in the offense?
- What measures did the victim take to avoid being the victim?
- What skills does the victim have to avoid becoming victimized again?

- Understanding the impact of compensation and restitution programs on victims, offenders and criminal justice agencies

The VWP might spend some time investigating the research of others, or they might establish an experiment within their own program to determine the following:

- What is the impact of compensation-restitution (C-R) on offenders?
- Does voluntary or mandatory C-R make a difference to the offender in rehabilitation or crime prevention?
- How does offender-victim interaction during the C-R process effect the success or failure of the outcome?
- Do victims feel satisfied with the results of the C-R process?
- Does the availability of C-R programs affect the incentives of victims to avoid or remain in situations of potential victimization?
- What program costs are likely for criminal justice or other agencies if the C-R functions are implemented?
- Does the existence of C-R influence victims to report more crime?

G. What Should the VWP Become in the Next 5-10 Years?

The respondents in the survey of government and social service agency leaders in Pima County recommended some new or expanded functions

that the program should perform. Most of their responses suggest that the program should continue what it is now doing, but that more resources should be obtained to help expand its services.

Throughout the country, victim-witness programs have emerged in different styles and configurations. Some are administered out of the police department, some out of the courts, prosecution, or probation agencies. A few are housed outside of the criminal justice system, providing services far beyond the borders of criminal justice to a comprehensive emergency response systems.

The Program has not yet stabilized in that its workload continues to grow and shift. For example, the number of crisis calls jumped significantly in the last half of 1978 up to a new plateau of over 100 cases per month,* and it appears that they will go even higher.

Policymakers should consider the future of the VWP and its role in the community. It has assumed a number of new services as gaps were found. It may continue to do so in the future or the program could level off and focus on its present ones.

More consideration might be given to providing some treatment for PINAS, victims and witnesses for whom existing programs are inadequate or inaccessible, especially families in trouble.

Consideration of a heavier involvement of the Program in restitution and compensation for victims also makes a great deal of sense. In the past, some victims have been under the impression that the VWP would compensate them.

The VWP is well accepted and by all indications is performing quite well. Policymakers should establish plans to maintain the present quality of services and to continue to shape the program to meet the challenges of the coming years.

* Due, in the opinion of the VWP staff, to the fact that when the VWP patrol went to 7 days per week in September 1978, the police make more use of the program.

END