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ACQUISITIONS

EVALUATION OF THE  
SEXUAL ASSAULT ASSISTANCE PROGRAM

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INTRODUCTION

The Palm Beach County Sexual Assault Assistance Project (SAAP) was chosen for intensive evaluation for several reasons. Because the County is facing the decision of that Project's cost assumption, it was decided that an in-depth examination of the program would add significantly to the information upon which this decision will be based. More importantly, this evaluation is expected to be used as a management tool by project personnel for charting the future services available to victims of sexual assault. Also, there are many aspects of SAAP which may be of interest to other sexual assault projects across the nation. For example, under the auspices of the Law Enforcement Assistance Administration's (LEAA) Executive Host Program, the SAAP Project Coordinator traveled to Des Moines, Iowa, to visit the exemplary project, Polk County Rape/Sexual Assault Care Center. As a result of this visit, the Des Moines project has given consideration to utilizing the record keeping system designed by SAAP. This system is considered more comprehensive than the one currently being used in Des Moines.

This evaluation can also be of interest to the Tri-County Criminal Justice Supervisory Board, the State of Florida Bureau of Criminal Justice Planning and Assistance, and the Department of Justice Law Enforcement Assistance Administration. All of these entities have some type of responsibility for the funding of the SAAP program and are entitled to a programmatic accounting of both the project's activities and its impact on the criminal justice system.

In any evaluation there are a number of issues which can be selected for examination. In this evaluation four (4) objectives were selected to be studied. With a vast amount of data to consider, issues that not only would aid the project but also would interest policy makers were considered. The data results will also add to the body of knowledge about the phenomena of sexual assault. Thus, the evaluation will be concerned with the following objectives:

1. To determine the effectiveness of a sexual assault assistance project which operates as an agency organizationally placed independently of the traditional sexual assault serving agencies (i.e., State Attorney, hospitals, police agencies).
2. To identify institutional policies, procedures, and biases which negatively impact on the well being of the victim and the integrity of the case.

3. To determine whether SAAP data tend to support or contradict the conclusions of recent national studies concerning rape. Additionally, an effort will be initiated to determine whether particular local characteristics of Palm Beach County have any effect upon the issues of the comparison between local and national data.
4. To determine whether victims felt their treatment by agency personnel (police, State Attorney, hospitals and doctors) and SAAP staff was humane and whether procedures were effective in encouraging the victim's participation in the Criminal Justice System.

In attempting to measure these objectives a vast amount of data were collected and, admittedly, only partially exploited. In addition to 182 pieces of information routinely kept on all cases, questionnaires were sent to police officers, doctors, nurses, assistant state attorneys, other sexual assault programs, and victims. This data will continually be examined by staff to attempt to help the Sexual Assault Assistance Project evolve into the most humane and effective project possible.

Even within the narrow parameters of the four objectives which have been examined, there was more data available than could adequately be exploited. As with other research and evaluation studies, this effort generated more questions than it provided answers. Data has been presented in such a way that it often speaks for itself; any conclusions which are drawn can be substantiated by the data base. However, there are a number of implied issues in the data which we hesitate to state too strongly. There may be exceptions taken to some issues and anyone interested in exploring in greater detail the data base are encouraged to contact the Palm Beach County MPU. The ultimate utility of this evaluation effort may very well be the serious discussions it generates among criminal justice practitioners in Palm Beach County.

ACKNOWLEDGMENTS

It should be stated that SAAP would never have obtained the interagency cooperation it has attained and maintained without the support and effort of Palm Beach County's State Attorney, David Bludworth. From the moment the Sexual Assault Assistance Program began, Mr. Bludworth played a key role. He granted SAAP staff members complete access to all prosecution files and staff. He held press conferences to notify the community of SAAP'S services and of his support for the program. He set up legal training sessions to educate the staff. He wrote letters to all police agencies requesting that they give the SAAP staff full cooperation, provide access to police departments and that they call SAAP on every reported sexual assault. He continued throughout the first year of the program, to assist the project in every way possible. He gave particular assistance in resolving difficulties with law enforcement agencies and the medical community. Because some police agencies and detectives were initially somewhat skeptical and often reluctant to request SAAP'S services, Mr. Bludworth's credibility and reputation were of crucial importance in helping SAAP prove its worth.

Additional credit should also be given to Palm Beach County Assistant County Administrator Vincent J. Bonvento and the Metropolitan Criminal Justice Planning Unit staff (John E. Duvall, John Fuller, and Cyndy Koessel). These individuals provided enormous assistance and support in preparing the budgets and formalizing plans for the many draftings of the SAAP grant as the project evolved through its early stages,

In addition to the aforementioned individuals, there are many detectives, doctors, social workers, therapists, nurses, hospital personnel and other specialists who volunteered many hours of their time to train SAAP personnel in the various aspects of rape treatment, investigation, and counseling. To thank them individually in this report would run the risk of omitting some. Therefore, a "thank you" to all the people who cooperated with and encouraged the SAAP staff members is given here.

PROJECT HISTORY

The Sexual Assault Assistance Project (SAAP) began in November, 1975. The project was initially entitled the Victim Advocate Grant and was approved to employ one victim advocate and a secretary to provide basic information services to victims of all crimes who participated in the prosecution of the offender. Because another discretionary grant with eleven staff positions to provide support services to victims was approved and implemented in Palm Beach County, it was felt that the Victim Advocate grant's purpose should be redefined. The result of this was a grant to provide direct and supportive services to a group of victims who historically have been traumatized not only by a criminal act but further victimized by the criminal justice system - the rape victim.

Prior to SAAP'S inception, sexual assault victims faced two major problems in participating in the criminal justice system: (1) the attitudes and biases of agency personnel with whom victims came into contact as a result of reporting the assault; and (2) lack of information concerning the status of their case after making an initial complaint. Many of the first victims with whom SAAP worked were women who had reported assaults several months prior to the establishment of the program. Many had never been notified that their assailant had been apprehended or that their case had been filed for prosecution. Many feared that their experience with the police department would be repeated when they worked with the State Attorney's Office. Additionally, some victims had not been informed of the need for follow-up medical treatment or the availability of counseling services. There were exceptions, but for the majority their experience was not a positive one.

The establishment of SAAP began with two paralegals dividing the majority of work into two categories: (1) grant administration, programming services and interagency liaison; and (2) research and publications. Both paralegals shared the victim services and 24 hour on-call responsibilities.

During its operation, the Sexual Assault Assistance Project focused its energies on three separate but closely related areas. First, it sought to provide direct, empathetic and supportive services to victims by only paralegal from the time the victim reported the crime and continuing through the victim's participation in the criminal justice system. Appendix I graphically demonstrates SAAP'S direct

services not only within the criminal justice system but also with other agencies (medical, psychological, and other auxiliary services) who are capable of assisting the victim toward total recovery. Secondly, SAAP sought to coordinate and integrate the various professionals who came into contact with victims and who provided necessary services. The major professions were law enforcement, legal and medical. Lastly, SAAP chose actively to seek speaking engagements to (a) inform the public and potential victims of SAAP services; (b) to provide accurate information regarding rape and its realities; and (c) to prevent future sexual assaults. As a public service, SAAP also established a 24 hour hotline, (833-RAPE) for Palm Beach County citizens. Through March, 1978, the hotline has answered more than five hundred calls from citizens requesting information, counseling or reporting a rape. Additionally, most law enforcement agencies call the hotline to notify SAAP of a sexual assault and to request their services. Through this three-pronged approach, SAAP chose to meet the measurable objectives set forth in its grant.

Within three months of SAAP'S establishment, the increased number of cases, the time consuming public prevention program, and the need to coordinate services within the three major professions necessitated hiring an additional staff member. This was accomplished in March, 1976; in June another paralegal was employed. Since June of 1976, the number of staff has stabilized at five, although the number of cases has continued to increase.

Through March, 1978, SAAP provided direct supportive one-to-one services to 2,528 victims of sexual assault/abuse. Having one paralegal work with the victim throughout her participation in the criminal justice system has proved most effective for several reasons. One, a close rapport and degree of trust is developed and maintained between the victim and the paralegal. This offers the victim a continuing opportunity to discuss her feelings, fears, and emotions with someone who understands what she has suffered and experienced. In terms of providing effective services, this one-to-one relationship assists the paralegal in deciding with the victim what services she needs in order to progress toward recovery. It also aids in making good referrals in that referral services are most effective when the referring professional can give, with the victim's permission, substantial information about the victim and her needs. Although SAAP chose to provide services from beginning to end,

the majority of programs throughout the country have elected to concentrate their efforts in one phase of victim treatment (i.e., a medical treatment center, a volunteer crisis counseling center, a criminal justice victim advocate, etc.,). Although many of these programs have had good success within their particular area, and in some cases in coordinating other professions, SAAP felt that the victim would lose a sense of continual support and begin to feel like "just another client or statistic" if she had to work with three or four other agencies, regardless of their concern.

An additional benefit resulting from this approach was a greater sense of continuity among police, hospital doctors, and prosecutors: three essential agencies for successful prosecution. Examples of this continuity would be the presence of a paralegal during the medical/evidenciary examination. The SAAP paralegal is able to explain to the doctors and nurses what type of evidence the police require in a particular case without the doctors' asking the victim to repeat her story or wasting time going back and forth between the police detective and examining room to determine what evidence is necessary. Probably the best example of continuity would be the prosecutor who can work closely with one SAAP paralegal and the victim to determine facts, evidence, follow-up procedures (lineups, etc.), benefits and deficits of the case without having to set up numerous individual conferences with detectives, doctors, hospital personnel, the victim, and others who are involved and who will be required to testify. In many cases SAAP has saved detectives, doctors, and other witnesses hours of time by holding pretrial conferences or checking with victims and personnel about the acceptability of plea.

This one-to-one direct service approach has one significant drawback. Case records maintained by the program indicate that the average length of time that services are provided to a victim is 6.6 months. Once a paralegal receives a case while on-call, it generally remains that staff member's responsibility throughout the entire process. In terms of individual staff members, this can mean a great deal of overtime. An example would be a staff member who is called out two of three times over a weekend on newly reported rape cases (most cases are received in the evening or early morning hours) and then finds that another case is going to trial Monday morning. It is not uncommon for a staff member to accumulate 20 hours of overtime during on-call duty and be

unable to be compensated for several weeks because of immediate follow-up needs or other conflicts in scheduling. It has only been with a great deal of dedication and cooperation among staff members that these problems have been resolved and victims have not suffered. A time motion study has been done within SAAP in order to assess what, if any, steps can be taken to correct the problem. Like many other projects throughout the country, the "burn-out" factor among staff is a problem.

By accompanying the victim throughout the reporting, investigative, medical, and prosecution stages, SAAP also was able to understand the inner workings of the various agencies and the inherent complexities of trying to coordinate the three major professional areas: legal, medical and law enforcement. To integrate the three areas into one system was necessary not only for the welfare of the victim but also for the successful prosecution of sexual assaults. SAAP'S major concerns in this area of agency coordination follow:

- (1) uniformity in medical procedures
- (2) uniformity in law enforcement procedures and inter-departmental cooperation

Included in all of the above, and considered the number one priority, was informing professionals of the physical and emotional trauma victims experience and their reactions to it. This was done in the hope of raising people's consciousness of rape and its victims, thereby creating greater sensitivity. It should be noted that some of the professionals did not need any training, and SAAP recruited many professions, both male and female, with whom staff and personally worked as trainers and committee members.

In the medical area, many problems existed at the time of SAAP'S inception. Palm Beach County, which is 48 miles long, 53 miles wide and encompasses a total of 2,578 square miles, has ten hospitals. Seven hospitals conduct medical/evidenciary examinations in the emergency room. Additionally, at least thirty-five gynecologists who have privileges in these hospitals and who, while on emergency room call, perform the examination of the victim at the request of any of 33 law enforcement departments and with the authorization from the State Attorney.

Initially, whatever evidence was collected was the decision of the gynecologist conducting the examination. This generally included only a vaginal sample and a tube of blood. There were several different forms which the doctor was asked

to complete. Some forms required a history of the patient, asked the physician to determine what form of birth control the victim was using, and some even asked the physician to determine whether the victim was a virgin.

Another problem which existed was that some police departments utilized certain hospitals exclusively, creating a feeling among the medical community that some hospitals were not carrying their fair share. In fact, there are some hospitals, such as Doctors Hospital in Lake Worth and Palm Beach Gardens Community Hospital, which refuse to conduct rape examinations. There have been incidences where victims have been turned away or transported from hospital to hospital until one would agree to conduct the examination. There have also been incidents in which doctors have refused to conduct the examination because of the length of time since the assault.

The lack of treatment for victims was of particular concern to SAAP staff. Therefore, an interagency approach was selected to meet the follow-up medical needs of the victim. The Palm Beach County Health Department now provides for free venereal disease detection, preventative medicine, and treatment for victims. They are given preferential treatment (not having a sexual history interview, etc.). The Women's Medical Center also provides free pregnancy testing and will waive the fee for pregnancy termination if a victim chooses this alternative and seeks their help. Both the North and South Mental Health Centers and particularly the Parent-Child Study Center have also provided counseling and long range therapy for those victims who want or need such services.

Another complex problem requiring resolution was the financial one. The State Attorney's Office approves payment of \$150.00 to the doctor for conducting the examination. Additionally, payments are made to the hospitals for use of the emergency room. These fees vary from \$12-55 depending upon the hospital and what items were necessary for the exam. No money is approved for treatment of the victim for injuries sustained from the assault, for prophylactic medicine (for venereal disease) or for possible pregnancy. In other words, payment for the examination was strictly for evidentiary purposes. In addition, many doctors and hospitals complained about lack of payment or unreasonable delays in receiving payments. Hospitals were

particularly concerned about the amount of payment and the rationale behind the refusal to pay for treatment costs.

All in all, a lack of coordinated procedures, adequate funding, and cooperation among the medical community and law enforcement and prosecutors presented problems. Therefore, SAAP staff set up a Medical Advisory Board to try to resolve the issues involved. Although the Committee came up with a number of alternatives, none of them have yet been successfully implemented. The alternatives included:

1. Utilizing emergency room (E.R.) physicians to conduct the examination and only requesting Ob./Gyns. when physical trauma exist. The E.R. physicians felt they were already busy enough without assuming additional responsibilities.
2. Finding a group of Ob./Gyns. who would conduct all rape examinations. No group could be found and the geographical size of the County would make it necessary to locate at least two to three groups (for North, South, and West).
3. Establishing a Central Clinic to conduct all exams. The lack of funding for the clinic and 24-hour staff and transportation problems made this concept prohibitive.
4. Consolidating all the funds dispersed for doctor's and hospitals' services to employ two licensed practitioners (commonly known as mid-wives) and purchase portable equipment to conduct examinations (excepting those where trauma exist) at whatever location is available. This idea has received support from prosecutors, the medical community and some law enforcement departments. Licensed practitioners have been utilized in other states with excellent success.

As a stop gap measure until an alternative was implemented, the Palm Beach County Sheriff's Office and SAAP staff worked together to develop standards and procedures. A rape kit (produced at a cost of less than \$3.00 per kit),

instructions, and physicians manuals have been distributed to every doctor and hospital in the County. To insure effective implementation, SAAP staff members and Mr. Tanton<sup>1</sup> conducted early morning training sessions (to "catch" both the 11-7 and 7-3 hospital shifts when most rapes occur). The physicians and hospitals surveys should reveal whether this was successful. In the meantime, SAAP has continued to work toward a long range solution to the medical problem.

For the most part, SAAP has enjoyed a sound working relationship with police departments, although it took almost a year for some detectives to accept the project and to request staff assistance. In reality, the SAAP staff's providing transportation, clothing, housing, and continuous contact with the victims to insure cooperation in prosecution has probably enabled detectives to devote many extra hours to their investigative responsibilities.

*TONTON  
Sa etta  
need us*

In order to familiarize law enforcement agencies with the program and to facilitate coordination, SAAP had, as a measurable objective during its first two grant periods, the conducting of formal police training sessions. In fact, most SAAP staff would agree that the majority of information about SAAP, the victim, the laws, and prosecution was done on a one-to-one informal basis. In other words, SAAP met its objective, but felt more effective in dealing with detectives on an individual basis. Again it should be mentioned that learning is a two-way street and that SAAP is very appreciative of the many detectives who spent hours helping SAAP to understand the complexities of sex crime investigations.

SAAP purchased two films, "The Reality of Rape" and "Rape Investigations", to utilize in its police training. Besides showing the films, a SAAP member also gave a short lecture on SAAP services, victims and their reactions, and disseminated SAAP literature. In addition, SAAP now participates frequently in police training courses for new officers at Palm Beach Junior College. In-service training sessions for various police departments are also conducted.

One of the unresolved problems has been the lack of cooperation among police departments. Although many departments and detectives keep their own sex offender files, there is no county-wide sex unit or sexual assault file. In most cases SAAP, because a representative is present during most investigations, serves as a central information center for detectives requesting information. In one particularly

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1. Mr. Tanton is the forensic serologist for the Palm Beach County Sheriff's Department

*why?*

~~distressing incident~~, a SAAP paralegal was personally credited by the Sheriff for solving a rape/murder because she tied together details of one rape in one jurisdiction with a rape/murder in another city.

Although SAAP'S information service is strictly informal, it does serve as a temporary stop gap measure until the various law enforcement departments develop a sex crime unit servicing the entire county. Because many rapists are repeat offenders, interagency exchange of information is crucial.

In addition to training sessions held for law enforcement agencies, SAAP has also conducted meetings designed for the general public. Through March, 1978, SAAP held 144 speaking engagements reaching 7,349 persons in Palm Beach County. Audiences have ranged from local women's clubs, doctors, lawyers, junior and senior high school students, senior citizen groups and the AFL/CIO. SAAP has purchased a number of films to appeal to various audiences and the majority of these films have been well received. Additionally, SAAP literature and information printouts are available to all interested individuals. *Justified*

It should be noted that there is ~~some concern SAAP is not reaching the minority populations in Palm Beach County.~~ At present there is a definite problem in allocating staff time to conduct more speaking engagements. The project Coordinator was selected to visit an LEAA exemplary project, Polk County Rape/Sexual Assault Care Center, Des Moines, Iowa in November, 1977. One of the results of that visit has been tentative discussions concerning the establishment of a Speakers Bureau utilizing trained volunteers.

In conclusion, SAAP has come a long way. The original plan has, for the most part, been followed although it has been modified and intensified in many respects. The number one priority for all staff members has always been the victim and her total recovery from the assault. As a side effect, it is remarkable that so many other problems within the criminal justice system have been resolved simultaneously.

As statistics demonstrate, SAAP is spending an increasing amount of time and effort to assist children who have been sexually victimized. The need to develop a coordinated approach among county agencies is as necessary for the sake of child victims as it was for rape victims. In an effort to begin this approach, SAAP, with several other community agencies, police officers, and the State Attorney's Office, formed the Child Sexual Abuse and Prevention Council of Palm

Beach County. The Council sponsored a two-day workshop on March 8th and 9th, 1978, and drew a varied but interested audience of 200 community agency representatives. SAAP financed the expenses for two members of the nationally known Santa Clara Child Sexual Abuse and Incest Treatment Center to come to the conference and speak on this issue. This is only the beginning of a process which will probably take another two to three years in which to establish a coordinated approach to treatment and prevention of sexual abuse of children. Although this problem is certainly related to the sexual assault of adults, the problem here is perhaps even more complex. For one thing, it involves the coordination with another major agency, the Department of Health and Rehabilitative services. This may exacerbate the existing police/medical/legal issues involved in sexual assaults in general. Hopefully SAAP, as a county agency, will play a major role in developing and implementing this system also.

ANALYSIS

In this section, each of four objectives will be analyzed. As previously mentioned, data were collected over the grant periods of the Sexual Assault Project. It should be stated again that analysis is always subject to interpretation and there may be mitigating circumstances which were not adequately explored. Nevertheless, the intent of this evaluation effort is to address the problems which seem to be serious and which can possibly be corrected.

## OBJECTIVE ONE

TO DETERMINE THE EFFECTIVENESS OF A SEXUAL ASSAULT ASSISTANCE PROGRAM WHICH OPERATES AS AN AGENCY ORGANIZATIONALLY PLACED INDEPENDENTLY OF THE TRADITIONAL SEXUAL ASSAULT SERVING AGENCIES (i.e., STATE ATTORNEY, HOSPITALS, POLICE AGENCIES).

A questionnaire was designed and mailed to other sexual assault assistance projects across the nation to compare the relative comprehensiveness of the services which SAAP delivers. A profile of the different methods of treatment and the various points in the criminal justice system where sexual assault services are delivered was developed. SAAP'S effectiveness and feasibility (taking into account variations in existing state criminal statutes) was contrasted with other projects.

An analysis of SAAP'S ability to impact on a majority of sexual assault victims was undertaken. The emphasis was directed toward demonstrating the effectiveness of a victim advocate posture as opposed to any agency effectiveness posture (police agencies, hospitals, and State Attorney's Office) all operating within a parochial set of goals which may or may not be consistent with the best interests of the victim or other affected agencies i.e., an emergency room doctor may be overly concerned with the medical aspects of the victim's injuries and neglect or destroy evidence which may be essential to the successful prosecution of the case). To our knowledge, SAAP is the only program in the State which is completely independent of other criminal justice and medical programs dealing with sexual assault.

The organizational placement of SAAP in Palm Beach County as an independent agency appears to be advantageous to both the criminal justice system and to the victim. Based on the surveys sent to the agencies which handle sexual assault victims, it is evident that the program assists not only in aiding the agency perform its rape related function but also in encouraging interagency cooperation and coordination. Probably the most important aspect of the project is the continuity it gives to the case as it passes through the criminal justice and medical systems. Agencies consistently agreed that the program was an asset. For example, 88% of the emergency room nurses at the hospitals felt that SAAP had improved the procedures for examining sexual assault victims. Some of the comments received regarding

SAAP's impact on the hospital's handling of sexual assault cases are:

Victims now receive a great deal more support and counseling than they previously received.

Continuity of care (is provided) ....having a non-biased person in the room upon examination (is helpful).

It has been a tremendous help having the procedure standardized, written, and expectations clear. The kit is also most helpful.

The victim is better educated relative to what they can actually do and what to expect.

By assisting the medical profession in knowing what the legal profession needs - what's important.

Someone is available to answer questions.

I think it would be horrendous if SAAP were done away with....There is still a lot more to be done and the police and doctors need some organization mediating between them.

Prosecutors from the State Attorney's Office for the 15th Judicial Circuit responded at an 85% favorable rate that SAAP helps to link up the different agencies and individuals who provide facts and evidence for a successful prosecution of a sexual assault. In addition, 92% of the assistant state attorneys felt that the SAAP program should continue to operate as an agency which is independent of the other components of the criminal justice system. Examples of the assistant state attorneys' feelings about the SAAP program include:

Without the program, the effectiveness of this office in prosecuting sexual offenders would be undermined.

Provides service to victims on personal level when those people are usually forgotten, if not further victimized by the "system".

Valuable and supportive links between the victim, family, and criminal justice system. Specialists in keeping in touch with victim/family and comforting and explaining system to often befuddled victims/families.

Because the paralegals in the SAAP program work exclusively with the problem of rape in Palm Beach County, they are in a position to detect patterns better than some other criminal justice personnel. Because of their exposure on a constant basis to the rapes in Palm Beach County, they can sometimes assist in the investigation of individual rapes. The most remarkable example of this capacity occurred when one of the paralegals accurately made the connection between a rape where the suspects were apprehended and a previous rape/murder which was similar in several aspects. It is because of the independent placement of this program that the bridge between the State Attorney's Office, the Sheriff's Office, and the medical community was effectively made.

In looking at the organizational placement of sexual assault projects across the nation, it is necessary to remember that local circumstances often dictate which agency will implement the services. Political considerations, funding sources, and criminal justice executive personalities all affect a project's orientation. Often a project will need to establish its credibility with the criminal justice system before any impact on the processing of sexual assault victims can be made.

In the responses which were received from 17 sexual assault programs, it is evident that sexual assault services can be provided from a number of organizational types of projects.

Within Police Department	4
Within Prosecutor's Office	4
Within Hospital Component	2
Within Mental Health Component	1
Within Social Service Agency	1
Volunteer Agency	1
Independent of Any Agency	4

The organizational placement appears to have some bearing on the relationship with the agencies with which the project deals. In responding to the relationship with police agencies, it was not surprising to find that all the projects which were located within the police component reported a positive working relationship with the police. In their respective jurisdictions not all projects are notified of all the sexual assaults which take place. While most projects attempt to work with all reported cases of sexual assault, it was found that more often than not the prosecutor does not request the project services on every case. One comment regarding this failure of prosecutors to request services was, "they get them requested or not". Thus it seems that in at least one jurisdiction, the sexual assault assistance program has aggressively institutionalized its services.

Palm Beach County has several characteristics which make SAAP's independent placement the most feasible one. With over 30 law enforcement agencies in the County, placement of the project in any one of them would have caused severe territorial problems. Also with seven (7) hospitals covering over 2,578 miles, it makes better sense to have the project staff travel to the respective hospital rather than to have all the victims travel to a single hospital where the project is located. While prosecution of the rapist is considered extremely important to the project, it is the victim's welfare that is the main objective. A good working relationship with the State Attorney's Office has been established from the independent posture of the project, and it facilitates a victim advocate orientation. For Palm Beach County this independence seems to work well. The results of the national study of other sexual assault programs indicate that they usually have some difficulties with one of the three major agencies (police, medical, and legal). However, SAAP's survey results of the medical community, police departments and prosecutor's office indicate that SAAP enjoys an excellent and positive relationship with all three. Further, respondents overwhelmingly want SAAP to remain where it is: as an independent agency operating within all three professions.

## OBJECTIVE TWO

TO IDENTIFY INSTITUTIONAL POLICIES, PROCEDURES AND BIASES WHICH NEGATIVELY IMPACT UPON THE WELL BEING OF THE VICTIM AND THE INTEGRITY OF THE CASE.

The Sexual Assault Assistance Project utilized the data on cases which were closed from January 1, 1977, through December 31, 1977. The data base is one hundred and eighty cases. The data will reveal whether or not there are points within the criminal justice system which still harbor antiquated techniques and attitudes in dealing with sexual assaults.

Appendix I contains a flow chart which indicates the various points (agencies) through which the victim must travel in order to report and participate in the prosecution of a sex crime. The flow chart indicates where SAAP, when working with victims, participates in the various agency's functions and thus has knowledge of the various procedures involved.

Susan Brownmiller in Men, Women and Rape (pps. 351-55) states that:

"According to the task force of the National Commission on the Causes and Prevention of Violence, half of all rape victims (53 percent) were total strangers to their attackers; another 30 percent were slightly acquainted. Seven percent had a family relationship to their rapists (daughter, sister, niece, or cousin) and 3 percent were not related but had a previous close association. (As with most percentage distribution concerning crime, there is always a category called "unknown" or "other".).....

Stranger-rape has clearly been the preferred category from the point of view of the police precinct, the category most likely to win the determination of "founded". When a woman is raped by a total stranger, her status as victim is

(Susan Brownmiller in Men, Women and Rape  
continued)

clean and untarnished in the station-house mentality....

According to the Uniform Crime Reports, unfounded cases are 'frequently complicated by a prior relationships between victim and offender.'....

At the present time, police precincts still operate from the assumption that a woman who has been raped by a man she knows is a woman 'who changed her mind afterwards'....

Victim precipitation is a new concept in criminology. It does not hold a victim responsible, but it seeks to define contributory behavior. Victim precipitation says, in effect, an unlawful act has been committed but had the victim behaved in a different fashion the crime in question might have been avoided. Part a priori guesswork and part armchair-detective fun and games, the study of victim precipitation is the least exact of the sociological methods, for it rests in the final analysis on a set of arbitrary standards....

Those who worked for the National Commission on the Causes and Prevention of Violence came up with their own definitions of victim precipitation....

In forcible rape: 'When the victim agreed to sexual relations but retracted before the actual act or when she clearly invited sexual relations through language, gestures, etc.'....

Across the board, rape victims were responsible for less precipitant behavior than victims of other kinds of violent crimes (4%)."

In order to discern what pattern law enforcement officers and prosecutors followed in investigating and prosecuting "stranger rapes" and "acquaintance rapes", SAAP compared

data on total stranger rapes (category #86, Card No. 1) and acquaintance rapes (dates, and friend and social acquaintance; categories No. 78, and 80, Card No. 1) and noted their progress throughout the criminal justice system. The relationship charts are included in Appendix X.

The clearance rates of stranger rapes and acquaintance rapes by law enforcement departments were compared (categories 69-71, Card No. 2). Contrary to Ms. Brownmiller's observations, SAAP's data reflect that acquaintance rapes had a higher clearance rate (47%) than stranger rapes (35%). However, comparison of the number of reports deemed false by law enforcement tends to heavily support Brownmiller's contention that the percentage of stranger rapes not cleared because of false reporting according to police, is 11% (.111). The percentage of acquaintance rape not cleared in the same category is 100%. Thus, there are serious indications that women who report being raped by a date, friend or social acquaintance will have severe problems in having their complaints validated by law enforcement. The remaining cases (88%) in stranger rapes were not cleared because an assailant was never arrested.

In terms of prosecution, a comparison of stranger rapes and acquaintance rapes was done (categories 72-91, Card No. 2). Of the twenty two (22) stranger rapes cleared by arrest, 100% were filed for prosecution, resulting in twelve negotiated pleas of guilty with varying sentences, eight guilty verdicts by trial and two acquittals. Of the forty two (42) acquaintance rapes cleared by police departments, only fifteen or 36% (.357) were filed for prosecution, resulting in six pleas of guilty, two guilty verdicts by juries, and three acquittals by juries and four cases where they were nolle prossed. Again, the indication seems to be that prosecutors do not file acquaintance rapes at the same rate as stranger rapes. Further comparison indicates that juries appear to convict more defendants in stranger rape trials than in acquaintance rape trials. In any criminal trial, however, there are so many other factors involved that any conclusion concerning a jury's verdict would only be possible if a survey of their decisions was done.

Rape research indicates most victims of acquaintance rapes have greater difficulty recovering emotionally from the assault. They not only have fear of retaliation and loss of control issues with which to cope, but also have difficulty regaining confidence in their ability to judge people and relationships. From the data comparisons conducted for the purpose of this evaluation, victims of acquaintance rapes do not receive much support from the system itself, the

professionals within it, or even from society in general (from which juries are selected). From the SAAP data, it seems that the odds are heavily against a victim who is assaulted by someone she knows.

Victim precipitation is another category which the MPU sought to explore. Hitchhiking is generally accepted as one of those situations in which victims can expect to be assaulted more frequently. Only six cases of hitchhiking rapes were reported to police departments in Palm Beach County in 1977. Such a small number of reported assaults makes it difficult to draw any conclusions. However, data in Appendix X demonstrate that three of the six cases (50%) were cleared by arrest. Of the remaining three cases, two were deemed false by police departments and in one case, no assailant was arrested. The State Attorney's Office filed two of the three cases for prosecution. In one case a negotiated plea was accepted by the trial court and, in the other, a *capias* (warrant) is still outstanding. The best conclusion which one can draw from such a small amount of data is that victim precipitation caused by hitchhiking is not a significant factor in Palm Beach County.

Utilizing its data base, SAAP tracked the progress of intraracial and interracial assaults. In addition, SAAP has noted which police department received the report and the action taken by them. Appendix X includes three charts on the racial relationship of victims and offenders: (1) White Victim/Black Assailant; (2) White Victim/White Assailant; and (3) Black Victim/Black Assailant. There were not a sufficient number of cases involving Hispanic people from which to draw any significant data. Additionally, no cases involving black victims and white offenders were reported to the police.

In the first category, SAAP followed the progress of thirty two reported cases of assault involving white victims and black assailants. Of the thirty two cases, nineteen or 59% (.5937) were cleared by the particular police departments and presented to the State Attorney's Office. Of those cases not cleared, less than half (six) were deemed false and in the remainder an assailant was not apprehended.

Of the nineteen cases cleared by police departments, sixteen or 84% (.842) were filed for prosecution. The breakdown of legal action is as follows: six negotiated pleas of guilty with varying sentences; two trials resulting in guilty verdicts; one trial resulting in an acquittal; three cases where a *capias* is outstanding; one case which was *nolle prossed*; and two cases where the victim's assailant

was convicted in another sexual battery case.

The Palm Beach County Sheriff's Office generally investigates more reported sexual assaults than any other police department. In this interracial category, however, more white victims/black assailant assaults (12) were reported to the West Palm Beach Police Department than to any other department. Of those cases cleared by the West Palm Beach Police Department, 100% were filed for prosecution. West Palm Beach, in general, has a higher clearance rate and filing rate with the State Attorney's Office than any other police department. The Boca Raton Police Department, although it handles a smaller number of reported assaults, has also been more effective in clearing and filing cases for prosecution.

The white victim/black assailant chart demonstrates that 59% of all reported cases were cleared and 84% of those cleared were filed for prosecution. Thus, only 50% of the cases progressed through the entire system.

In the second category, intraracial assaults involving white victims and white assailants, ninety nine cases were reported to police departments. Forty seven cases or 47% were cleared by law enforcement. Thirty three of these cleared cases, or 70% (.702), were filed by the State Attorney's Office. Thus, only thirty four percent (.343) of all cases progressed through the entire criminal justice system.

Of the ninety nine cases reported to the police, sixteen or 16% (.1616) were deemed false. In another twenty four, an assailant was never arrested. Although the Palm Beach County Sheriff's Office handled over half the cases (55%), other departments, particularly the cities of West Palm Beach and Lake Worth, were more successful in their filing procedures with the State Attorney's Office.

Of the thirty three cases filed for prosecution, dispositions were as follows: twenty four negotiated pleas; one guilty verdict by trial; one acquittal by trial; six cases were nolle prossed for various reasons.

In the third category, intraracial sexual assaults involving black victims and black assistants, thirty two cases were reported to law enforcement departments. Of this number, one half (16) were cleared by arrest. Another 14 cases or 44% (.437) were deemed false. In one case, no assailant was ever apprehended and in one other, the victim

refused to prosecute after initially reporting the assault to the police.

Of the sixteen cases cleared by police departments, ten or 63% (.625) were cleared by West Palm Beach and Lake Worth police departments. Of those ten cases, West Palm Beach Police Department handled six cases; Lake Worth handled four. Again, West Palm Beach cleared one hundred percent of the cases reported to them and five were filed for prosecution. In contrast, the Sheriff's Department received the same number (6) of reported intraracial assaults as West Palm Beach and deemed one hundred percent of them (6) false.

In comparing data for all three racial categories, the following synopsis is offered:

	<u>% Police Cleared</u>	<u>% Police False</u>	<u>% Prosecutor Files</u>
White Victim/ Black Assailant	59%	19%	50%
White Victim/ White Assailant	47%	16%	33%
Black Victim/ Black Assailant	50%	44%	34%

#### Conclusions and Recommendations

It is obvious that interracial reported cases involving white victims and black offenders are more often cleared by police departments and filed for prosecution by the State Attorney's Office than either category of intraracial sexual assaults. What is more significant is the comparison of interracial and intraracial assaults which are deemed false by police departments. In the intraracial category involving black victims/black assailants, 44% of the reported assaults were deemed false. All of the intraracial assaults which were reported to the Palm Beach County Sheriff's Office (6) were deemed false. This accounts for 43% (.428) of all reports deemed false by police. In comparison to the number involving white victims/white assailants or white victims/black assailants deemed false by police (16% and 19% respectively), the data seem to demonstrate questionable decision making on the part of law enforcement personnel with regard to disposition of cases reported by black victims. A

difference of 28% and 25% respectively indicates a serious enough problem that it is recommended that additional efforts by law enforcement supervisory personnel be directed toward reexamining procedures for declaring a report false. It is further recommended that law enforcement departments which have a low filing rate consult with the State Attorney's Office to determine what factors, if any, consistently affect their filing rate. Finally, some consideration should be given to examining the investigative procedures of such police departments as West Palm Beach, Boca Raton, and Lake Worth in an effort to learn from their techniques.

### OBJECTIVE THREE

TO DETERMINE WHETHER SAAP DATA TEND TO SUPPORT OR TO CONTRADICT THE CONCLUSIONS OF RECENT NATIONAL STUDIES CONCERNING RAPE. ADDITIONALLY, AN EFFORT WILL BE INITIATED TO DETERMINE WHETHER PARTICULAR LOCAL CHARACTERISTICS OF PALM BEACH COUNTY HAVE ANY EFFECT UPON THE ISSUES OF COMPARISON BETWEEN LOCAL AND NATIONAL DATA.

SAAP will identify nationally accepted facts (as opposed to myths) which have been supported by research and compare the fact with local data accumulated by SAAP.

The following facts were utilized for comparison purpose:

- Fact One - MOST SEXUAL ASSAULT VICTIMS KNOW THEIR ASSAILANT.
- Fact Two - MORE SEXUAL ASSAULTS/ABUSES OCCUR DURING THE SUMMER MONTHS.
- Fact Three - OVERALL, THE DANGER TO WOMEN IS GREATEST BETWEEN THE AGES OF 10-29.
- Fact Four - MORE SEXUAL ASSAULTS OCCUR ON WEEKENDS (FRIDAY AND SATURDAY).
- Fact Five - MOST ASSAULTS OCCUR IN THE HOME OF VICTIM OR OF THE OFFENDER.
- Fact Six - MORE VICTIMS ARE ASSAULTED BY MEMBERS OF THEIR OWN RACE.

Based on SAAP'S comparison results, conclusions are drawn and recommendations are made.

FACT ONE

MOST SEXUAL ASSAULT VICTIMS KNOW  
THEIR ASSAILANT.

Categories 78-87 Card I of the Unisort Analysis Cards for 1977 were utilized to develop the data to determine whether Palm Beach County's sexual assaults follow the nationally accepted generalization that most victims and offenders know each other. In 14 of the 177 cases more than one category of data was listed as a factor in the relationship, (i.e., the victim and offender may have been friends as well as fellow students). In only five cases was the information relative to their relationship unknown.

The Unisort Analysis Cards for 1977 reveal the following:

Victim/Offender Relationship:

Date	12
Hitchhiker	9
Friend/social acquaintance	40
Babysitter	8
Relative	17
Student	12
Neighbor	12
Total Stranger	69
Unknown	5
Patient	4
Prisoner	1
Business Acquaintance	2

Clearly, most victims knew their assailant to some degree. It is worth noting that 23% (.225) of the victims considered their assailant a friend or at least a social

acquaintance prior to the assault. In another 10% (.096) of the cases the victim was related by family to the offender. In another 7% (.067) of the assaults the victim and offender were neighbors. In sum, forty percent of the victims knew their assailant fairly well.

Thirty nine percent (.389) of the victims described their assailant as a total stranger while the remainder had some knowledge of their attacker (date, babysitter, patient, business acquaintance, student, hitchhiker).

In Palm Beach County, there has been considerable controversy over hitchhiking. One of the arguments for banning hitchhiking within the County has been that a significant number of sexual assaults occur as a result of hitchhiking. SAAP data indicate that nine sexual assaults or 5% (.050) were reported as a result of hitchhiking. Although these assaults may be prevented by a County ordinance prohibiting hitchhiking, it hardly seems a persuasive argument for reducing the number of assaults. The ban may, in fact, have a negative impact upon increased reporting and successful prosecution (i.e., the victim was breaking the law and "should have known better.").

#### Conclusion and Recommendations

In conclusion, SAAP data tend to show that approximately the same percentage of victims and offenders were total strangers to each other as those who knew each other well. The remaining percentage (20%) of victims knew their attacker at least casually. The data demonstrates that approximately three of every five victims know their assailant. However, it clearly indicates that in two of every five cases the offender was a total stranger.

A great deal of energy has been exerted by SAAP staff in police training sessions to sensitize the law enforcement officer to the fact that many victims knew their assailant and that these victims, in general, are often more traumatized by the assault than those who were assaulted by a total stranger. Victims who know their assailant tend to question their ability to resume a normal life style. More importantly, they may become insecure about any kind of relationship and unsure of their ability to judge people (i.e., friends, relatives, etc.); they are suspicious and tend to withdraw from friends.

In Objective Two, analysis of data revealed that victims who report being assaulted by someone they know face greater difficulties in the police and prosecutor decision

making process. The likelihood of their case successfully traveling through the criminal justice system is significantly less than cases involving victims who are sexually assaulted by a total stranger. Because more victims (60%) are assaulted by someone they know, it seems that further training for police is necessary.

Although SAAP staff do not have the expertise to train police in techniques used to investigate acquaintance rapes, they can provide data on existing procedures. Perhaps the most acceptable solution would be to have further police training by officers who have greater expertise in this area. As a fellow officer their credibility with their peers would certainly be greater.

## FACT TWO

### MORE SEXUAL ASSAULTS/ABUSES OCCUR DURING THE SUMMER MONTHS THAN DURING ANY OTHER MONTHS.

The figures utilized in this study not only reflect rapes but also sexual abuse of children and incest. This was done so that a crime rate utilizing the latest census estimates from Palm Beach County could be developed. The assault or abuse is recorded by the date on which the assault occurred and not by the date it was reported. Many assaults, particularly abuse cases where the offender had regular access to a child victim and continued over a period of time, are duly noted in the survey as "on-going". In only three cases were the months unknown.

Each time an assault is reported, the Sexual Assault Assistance Project (SAAP) records it in a daily log book. The log book was utilized to obtain the monthly data utilized in the chart. (Appendix VIII).

The statistics were limited to the year 1977, as data for 1976 is incomplete and SAAP cannot vouch for its accuracy during the first three months. The project began in November 1975, but it was not until March 1976 that an office, materials, supplies and a secretary were available and a complete record keeping system implemented. Additionally, the project staff was not utilized on every case by all police departments until the first year of the grant was nearly completed.

The month by month chart (Appendix VIII) clearly demonstrates that a larger number of assaults are reported during the months of January, February and March (winter months or the season) than during July, August and September (summer). Initially this would seem to contradict national studies which indicate a larger number of assaults occurring during the summer months (July, August and September).

However, statistical information obtained from the Area Planning Board of Palm Beach County indicates the following:

- A. The estimated resident population (winter & summer) for Palm Beach County was 557,629.
- B. The estimated percentage of female residents comprises 52.3%, or 291,640 residents, of the total population.

March by 530,370 people. Thus, the total population of residents and non-residents during the tourist season is 1,087,999.

- D. The estimated female population is 52.3% or 569,024 female residents in Palm Beach County during the season.

Based upon the above figures the sexual assault abuse rate for Palm Beach County is as follows:

Tourist Season (January, February, March 1978)  
13.7 sexual assaults/abuses per 100,000

Summer Season (July, August, September)  
15.08 sexual assaults/abuses per 100,000

The 1977 annual report Crime in Florida (p. 65), produced by the Department of Criminal Law Enforcement, states that one hundred nineteen (119) rapes and attempted rapes were reported in the Fifteenth Judicial Circuit. The Sexual Assault Assistance Project's records indicate that one hundred seventy nine rapes and attempted rapes were reported in Palm Beach County. Clearly there is a major discrepancy (60 rapes) in statistics. Allowing for some anonymous reports to SAAP, it still seems clear that there are a significant number of rapes which are not being reported to the Department of Criminal Law Enforcement for whatever reason. It is unclear to SAAP members whether reports that police believe to be false are not recorded or at what stage in the process detectives are required to enter reported sexual assaults to the Department of Criminal Law Enforcement.

The Unisort Analysis cards reveal, however, that during January, February & March, 23% (10 of 44) of the victims were non-residents. During July, August and September, only 9% (3 of 38 victims) were non-residents. This indicates that an increased number of assaults are perpetrated on non-residents during the tourist months or season.

#### Conclusions and Recommendations

It is clear that a larger number of assaults are reported during the tourist season than during the summer months. It is also obvious from the data that a higher percentage of non-residents are assaulted during these months also.

It is recommended that SAAP consider devoting special attention to prevention literature which would give non-residents some helpful prevention techniques. Obviously tourists do not plan to attend a rape prevention seminar while on vacation, and thus the location of pamphlets directed at non-residents should be carefully considered. Perhaps locating posters and pamphlets in motel/hotel lobbies, car rental agencies, airports, or bus stations would be successful.

The conflicts between SAAP data and statistics reported to the Department of Criminal Law Enforcement in 1977 point out the need to reexamine the system for reporting crimes, particularly those involving rape and attempted rapes. It is unfair to citizens in general, and rape victims in particular, to paint an inaccurate portrayal of rape, the number of cases reported, the number of assailants arrested, and the number of cases which are deemed false. If those assumedly false reports are not reflected in statistical information concerning rape, then an analysis of the magnitude of the problem will never be accomplished.

### FACT THREE

OVERALL, THE DANGER TO WOMEN IS GREATEST BETWEEN  
THE AGES OF 10-29.

In addition to numerous other authors, Susan Brownmiller, in Men, Women and Rape, noted that women, ages 10-29, face the greatest risk of being sexually assaulted.

The unisort analysis cards (category 32, Card No. 1) reveal the following data concerning the age of the victim.

<u>Age Category</u>	<u>Number of Victims</u>	<u>Percentage</u>
12 years and under	26	14% or .139
Teenagers (13-19)	67	36% or .360
Early 20's (20-24)	48	26% or .258
Late 20's (25-29)	9	5% or .048
Thirties	11	6% or .059
Forties	2	1% or .010
Fifties and over	11	6% or .059
Unknown	12	7% or .065
TOTAL	186	

Data analysis of the victim/offender relationship for victims 19 years of age or younger reveals the following:

For victims, 11 years or younger (21 cases), the offender was a

Relative	7
Neighbor	5
Friend/Social acquaintance	4
Total Stranger	2
Babysitter	2
Mother's boyfriend	1

The results of the data obviously negate society's image of the offender as a "dangerous stranger lurking at the playground and offering children candy." In short, children are ten times more likely to be assaulted by someone they know (and know quite well) than by a stranger.

For victims 12-15 years of age (33 cases) the offender was a:

Relative	10
Friend/Social acquaintance	10
Total Stranger	5
Date	3
Neighbor	2
Babysitter	2
Driver (hitchhiking)	2
Student	1
Person with professional authority over the victim	1

Again the data reveal that in this age category, the victims are still more likely to be assaulted by someone they know well. The increase in the number of assaults which occur in social situations (i.e., dates, students, hitchhiking, friends, etc.) shows the need to help students understand the possibility of assault occurring in a variety of situations.

For victims, ages 16-19 years, (32 cases), the offender was a:

Total stranger	11
Friend/Social acquaintance	10
Date	3
Hitchhiker	3
Neighbor	1
Employer	1

Relative	1
Construction worker in home	1
Prostitute's client	1

It is obvious from the data that the victim/offender relationships has done a complete turnabout in the span of approximately ten years. The younger victims were more frequently assaulted by a relative, neighbor or friend and very rarely by a stranger. The older the victim is the less likely the chance of her being assaulted by a relative and the more likely her chances of being assaulted in a social situation or by a complete stranger.

### Conclusions and Recommendations

Based upon the above, SAAP's data obviously confirm Brownmiller's conclusion that victims, ages 10-29, face a significantly greater risk of rape than other women do. According to the data, however, teenagers are particularly vulnerable to being sexually victimized. This supports national data which indicate an increase in teenage victimization. Although Palm Beach County has a large population of senior citizens, it does not appear that they are victimized to any greater degree.

SAAP has always conducted numerous speaking engagements for high school students. However, it has usually been on a request or class-by-class basis. Because of staffing limitations, it is recommended that SAAP work with the Palm Beach County School Board to implement a county-wide program in which all students, 11 years and over, attend a rape prevention seminar. SAAP has numerous films which are particularly applicable to teenagers. The film RAPE: A Preventive Inquiry has received an excellent rating from students in the past. In addition to the film, hand-outs should be developed which provide common sense prevention techniques which are geared to situations in which the particular audience will be most vulnerable (i.e., parties involving alcohol and drugs; leaving a get together with "a friend of a friend," etc.)

In the past SAAP has worked closely with the Coterie Club of the Palm Beaches to develop a child molesting prevention series for the school system. Working together, a SAAP staff member, a local law enforcement officer, and a volunteer from the Coterie Club would meet with the local parent teacher associations at their monthly meetings. A film, a short talk by the Coterie Club volunteer, the police officer

and the SAAP staff member was the usual agenda. Because of the statistics revealed by SAAP's data, it would probably be effective to develop a data sheet listing victim/offender relationships and prevention techniques for each situation. It is important to demonstrate to parents the extent of the problem in their own community and the kinds of situations in which it is most likely to occur. Information should be published in Spanish and English.

FACT FOUR

MORE SEXUAL ASSAULTS OCCUR ON WEEKENDS (FRIDAY AND SATURDAY).

The Unisort Analysis Cards for 1977 reveal the following concerning the day of the assault:

Saturday - 30  
Sunday - 28  
Wednesday - 28  
Friday - 23  
Tuesday - 17  
Thursday - 15  
Monday - 10

Unknown or  
Ongoing 26

TOTAL 177

Conclusions and Recommendations

The above information indicates that during weekends a larger number of assaults are reported. However, the number of assaults that occur during the weekdays is sufficient to partially negate this nationally accepted fact. There do not appear to be any local factors which would influence this statistic. In an effort to determine whether the tourist or migratory season affected this finding, the data was broken down on a quarterly basis.

(Tourist Season) Jan. - March, 1977	April - June, 1977	July - Sept., 1977	Oct. - Dec., 1977
Saturday - 8	Saturday - 7	Saturday - 8	Saturday - 8
Sunday - 5	Sunday - 7	Sunday - 8	Sunday - 8
Monday - 4	Monday - 3	Monday - 2	Monday - 1
Tuesday - 3	Tuesday - 5	Tuesday - 3	Tuesday - 6
Wednesday - 4	Wednesday - 12	Wednesday - 2	Wednesday - 10
Thursday - 6	Thursday - 6	Thursday - 1	Thursday - 2
Friday - 9	Friday - 4	Friday - 2	Friday - 8
Unknown - 3	Unknown - 5	Unknown - 12	Unknown - 6
42	49	38	48

Similar to many survey results concerning rape research, there apparently is no reason which would serve as an adequate explanation for this finding. The number of assaults

where the day is unknown or the assault is ongoing is sufficient enough to increase the number of assaults occurring over the weekend, but it would certainly not negate the fact that a large number of assaults are being reported during the week.

At present, SAAP staff rotate call on a weekly basis. Some consideration should be given to revising on-call schedules so that the weekend and weekdays are handled separately. This would afford the paralegal sufficient time to provide follow-up services during a crucial time (first week after the assault) on cases reported over the weekend.

It may also assist in curtailing the amount of overtime accumulated by the staff. There would obviously be some logistical problems in coordinating the on-call schedule with Crisis Line. However, the change would most likely decrease the overtime of the staff.

## FACT FIVE

MOST ASSAULTS OCCUR IN THE HOME OF THE VICTIM OR OF THE OFFENDER.

Categories 21-29 of Card Two of the Unisort Analysis cards for 1977 reveal the following about the location of the assault:

Victim's home	62
Vacant lots, wooded or unpopulated area	36
Assailant's Home	33
Car	24
School or University	4
Office/Business	3
Other	3
Prison	2
Unknown	3

### Conclusions and Recommendations

SAAP data tend to support national studies which indicate that more assaults occur in the victim or offender's home. Based upon SAAP's data, over half or 54% (.536) of the assaults occur in this location. Other important statistics are the percentage of assaults occurring in unpopulated areas (usually located within the Sheriff's jurisdiction) - 20% (.203) and the number of assaults occurring in a car - 14% (.135)

Because of the significant number of assaults occurring in the home, SAAP should continue to emphasize the need for home security. Further analysis of sexual assaults within the home may reveal what types of home security are effective.

## FACT SIX

### MORE VICTIMS ARE ASSAULTED BY MEMBERS OF THEIR OWN RACE.

By comparing categories 26-29 on Card No. 1 with categories 30-33 on Card No. 2 of the Unisort Analysis System, SAAP was able to determine the number of interracial and intraracial sexual assaults.

The results of this comparison is as follows:

#### Intraracial Assaults

Breakdown:	White Victim/White Offender	98	
	Black Victim/Black Offender	<u>36</u>	
			134

#### Interracial Assaults

Breakdown:	Latin Victim/Black Offender	1	
	White Victim/Black Offender	26	
	White Victim/Latin Offender	<u>6</u>	
			33
Unknown:			20
			<u>32</u>

TOTAL	186
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### Conclusions and Recommendations

SAAP'S data substantially support the nationally accepted premise that more intraracial assaults occur than interracial assaults. Of significance is the lack of reporting by black victims and by Spanish speaking victims.

SAAP should immediately begin direct action to reach the black and Spanish speaking communities. Additionally, all SAAP'S pamphlets, posters and information should be translated and published in Spanish as soon as possible. Future consideration should be given to hiring a Spanish speaking person in a paralegal position.

Objective Two shows the documented problems of the black victim who reports a sexual assault to the police. Again it is recommended that further and extensive in-service training be provided and that statistics provided by SAAP be utilized to convince law enforcement of the necessity of continued sensitivity training of detectives who investigate sexual assault cases.

#### OBJECTIVE FOUR

TO DETERMINE WHETHER VICTIMS FELT THAT THEIR TREATMENT BY AGENCY PERSONNEL (POLICE, STATE ATTORNEY, HOSPITALS AND DOCTORS) AND SAAP STAFF WAS HUMANE AND THE PROCEDURES WERE EFFECTIVE IN ENCOURAGING THE VICTIM'S PARTICIPATION IN THE CRIMINAL JUSTICE SYSTEM.

A questionnaire was devised to survey the opinion of victims who reported sexual assaults and worked with SAAP. The questionnaire was forwarded to victims whose cases have been legally resolved or closed in the first and second quarter of SAAP's current grant and final year of funding. Because of the sensitive and confidential nature of SAAP'S services, it is felt that a survey of the entire victim population (from November, 1975) would prove emotionally disruptive to many victims who have not been involved with the criminal justice system in the past year. The estimated victim population for this survey is 100 cases.

The Sexual Assault Assistance Project closed one hundred cases between October 1, 1977 and March 30, 1978. Because of the confidential nature of SAAP'S work and the victim's request for anonymity, (in some cases, the victim's family had not been informed of the assault) SAAP immediately excluded five victims from the survey.

The Victim's Survey was composed of fifty nine questions. It was divided into five sections: (a) questions about hospital services; (b) questions about law enforcement services; (c) questions about the State Attorney's Office; (d) questions about SAAP'S services; (e) summary and specific questions about whether SAAP should continue.

The survey was mailed on March 30, 1978, and a cover letter (Appendix II) explained its purpose and requested the victims return it no later than April 21, 1978. Each envelope contained a self-addressed, postage paid envelope to return the completed survey. Of the ninety five surveys mailed, twenty were returned undeliverable because the addressee had moved. Victims often move after an assault and particularly when the assault occurs in the victim's home.

Of the seventy five victims who it was assumed did receive the survey, twenty two victims (29%) responded. This response percentage is considered good, based upon results

of other projects which have conducted surveys and in light of the fact that victims were not prepared by SAAP nor requested personally by SAAP to complete it. Regardless, 95% or 21 of 22 victims said they did not mind receiving or responding to the survey. The other victim stated she minded only slightly. It seems that with some basic preparation the response rate could be increased.

The surveys were coded so that certain responses could be compared to certain agencies. The victim's anonymity, however, was completely maintained, and even those who chose to sign their questionnaire, (there was no specific space set aside for the victim's name), were eliminated in another effort to maintain confidentiality.

#### Victim's Evaluation of Hospital Component.

Thirteen victims or 70% (.695) went to a hospital as a result of their assault. Of those who were examined in the emergency room, 62% of the victims waited less than an hour to be examined and the remainder (38%) waited 1-2 hours.

Of those victims examined in the emergency room, 77% (.769) felt they were treated properly by the emergency room staff. Not one victim answered negatively to this question.

The same percentage of victims (77%) felt they were treated properly by the doctor. Of these same victims, eleven (85%) stated that although the doctor did not treat them for venereal disease, he did explain the need to obtain such treatment. SAAP assisted seven of these eleven in obtaining this medical treatment. Two of the remaining five stated it was not necessary for SAAP to assist them.

In conclusion, victims seem to feel that, for the most part, the medical community treated them properly.

#### Victim's Evaluation of Police

Nineteen or 86% (.863) of the twenty two victims indicated they reported their assault to the police. This seems to indicate that, in general, women will report the assault to the police. Of those nineteen, nine or 45% (.463) contacted someone else (friend, relative, etc.) before calling the police.

Of the nineteen victims, four had to relate the details of the assault to one officer. The remaining fifteen were

required to relate the assault to at least two and, in one extreme, five officers. Eventually, all but one victim had one detective assigned to investigate her case.

Even with the number of police officers involved, the majority of victims felt the officers were:

Sympathetic	(12 of 19)
Respectful	(14 of 19)
Professional	(13 of 19)
Believed Them	(12 of 19)

None of the victims felt the officer(s) was unsympathetic or disrespectful. Only one felt the police were unprofessional. Four victims, however, indicated that they did not feel the police believed them.

Eighty four percent of the victims felt the questions asked were necessary for a proper investigation. The remainder, 15%, felt some questions were not necessary. Seventy nine percent (15 victims) felt that the police were interested in their well being. Overall, the victims' opinion of the police was:

Excellent	(42%)
Good	(21%)
Adequate	(31%)
Varied capabilities	(6%)

None of the victims felt their treatment was poor. Eighty nine percent indicated they would encourage a friend to report being assaulted to the police.

In seventeen cases, the victim's attacker was identified, but in only six was he arrested. This indicates a clearance rate of thirty five percent which is well below the State clearance rate of 55.4%.

Of the nineteen cases reported to police, sixteen were investigated by male law enforcement officers and three by female law enforcement officers. In cross indexing the results, there does not appear to be any discernible difference in the victim's opinion of the officers. All three female officers were rated as good and the victims would encourage a friend to report an assault as a result of their experience. There are a significant number of victims who felt that male officers were outstanding. Nowhere in the survey did any victim personally comment on the sex of the investigating

officer. This seems to heavily support SAAP's contention that the sex of the officer is not of importance, but their attitude and professional expertise are crucial. Finally, victims were asked whether they were satisfied with the way the police handled their case; the 12 responded answered as follows:

YES	- 7	37%	(.368)
PARTLY	- 3	16%	(.157)
NO	- 2	11%	(.105)
NO RESPONSE		36%	(.370)
TOTAL		100%	(1.000)

#### Victim's Evaluation of the State Attorney's Office

Nine victims responded that their cases were filed for prosecution. Another seven victims responded that their cases were not filed. Of those whose cases were not filed, four responded that they were not satisfied with the explanation; three were satisfied.

Thirteen of the sixteen victims had contact with the assistant state attorney. Of those who responded affirmatively, six had an interview with the prosecutor prior to their participation in the system. Five had contact with the prosecutor at deposition and another five at trial. In nine of the cases, SAAP staff personally arranged appointments; seven of the victims found this helpful. In those cases (7) where a plea was accepted by the court, four victims were satisfied with the plea; the remaining three were not. Five victims were given opportunities through SAAP to give their opinion of the plea. In two cases, the victim felt the State Attorney did not care about their opinion. Four felt the prosecutor did care. One victim felt the prosecutor was not terribly concerned.

In response to the question, "Were you satisfied with the way the State Attorney handled your case?", six victims or 46% (.461) responded that they were satisfied. Four victims or 31% (.307) were not satisfied. An additional three victims or 23% (.230) were partly satisfied.

#### Questions about the Sexual Assault Assistance Project

Of the twenty two victims, nineteen responded that a SAAP paralegal was with them either during police procedures (16), hospital examination (9), and court and prosecutor procedures (12), or all three. Eighteen victims or 82% (.818) responded that a SAAP paralegal was there when they needed her. Three others did not respond and another victim indicated

that a SAAP paralegal was sometimes there. Eighty two percent responded that SAAP provided transportation. Three indicated that SAAP did not and one indicated that it was not necessary. The same percentage (82%) responded that SAAP kept them informed of legal proceedings. Seventeen victims or 78% (.777) said they did not have any trouble getting in touch with a SAAP paralegal. Ninety one percent or twenty victims indicated SAAP was helpful to them. One responded SAAP was not and another did not respond. Of the seventeen victims who responded to the question, "Were you satisfied with the way SAAP handled your case," 94% answered yes. One victim or six percent, answered no. In comparison to victims' response to the same questions concerning police (58% - yes; 25% - partly; 17% - no); about medical community (82% - yes; 9% - partly; 9% - no); and about the State Attorney (46% - yes; 31% - no and 23% partly), the Sexual Assault Assistance Project far exceeds the average response of victims regarding their opinion of major professions within the criminal justice system.

Of the ten victims who responded to the question ".... did SAAP make it easier for you to prosecute your assailant?", eighty percent answered affirmatively and twenty percent negatively.

Finally, 100% of victims responded that the Sexual Assault Assistance Project was a good community service and should be continued.

#### Conclusions and Recommendations

Although the response rate may not assure that the sample survey is representative of the entire target population, it is recommended that a revised survey be distributed to every victim when the case is closed by SAAP. The continuing results should demonstrate whether this survey is valid.

The police portion of the survey indicates the victims felt the police were sympathetic, respectful, professional, and believed them. Nevertheless, the clearance (arrest) rate indicates their effectiveness in arresting assailants is well below the State's average, and victims found this discouraging. A county-wide sex crime unit, without regard to the sex of the officer, would again be helpful.

The hospital survey indicates again that the majority of victims were satisfied with the doctors and hospitals. The old problem of lengthy waits in the hospital emergency rooms, the unequal distribution of exams per hospital and lack of treatment for victims still exist. It is recommended

that the medical community, utilizing SAAP data and county financial records, reexamine the present system and the alternatives offered by the Medical Advisory Board and SAAP. Past experience shows that SAAP can only provide temporary stop gap measures and that the cooperative weight of the State Attorney's Office, the hospitals and gynecologist will be necessary to implement an entirely new system.

The State Attorney's Office obtained the lowest response rate partially because only six of seventeen identified assailants or 35% (.352) were arrested and 56% of this number were prosecuted. Forty six percent were satisfied with the manner in which the State Attorney's Office handled their case. Many of the rape programs throughout the Country have developed a special prosecutor unit for sex crimes. Although this idea has some limitations, it is recommended that the State Attorney reconsider the proposal to designate a special prosecutor. There are, however, some limitations to this proposal. The exemplary project in Des Moines reports that many cases are not filed or referred to the Grand Jury (and there turned down) in order to preserve a high conviction rate. In comparison to West Palm Beach, the County Attorney's Office in Des Moines only files, prosecutes, and tries fewer than one third of the cases of the State Attorney's Office in Palm Beach County. Trying to maintain a "good" conviction rate can have a negative impact. There is considerable information available through the nationwide agency survey conducted for this evaluation, as well as SAAP's files, which shows various ways to operate a special prosecutor unit.

The results of the questions concerning the Sexual Assault Assistance Project were positive, and in many areas, excellent, in terms of victim services and agency cooperation. There is some need to review with staff the need to insure medical follow-up treatment. In general, however, services were consistent, helpful, informative, supportive, and according to 100% of the victims, should be continued and available.

Not one victim reporting an assault and responding to the survey had ever heard of the Sexual Assault Assistance Project. Conclusions based upon this is highly speculative. On the positive side, it may be that potential victims hearing a SAAP presentation avoided the risk of being assaulted. On the negative side, SAAP may need to direct more speaking engagements toward particular target groups.

Those who have unfortunately become the victim of a sexual assault and who report it to the police, hospital, State Attorney, Crisis Line, friends and relatives are making contact with SAAP very early in the reporting stage because of cooperation from police and the medical community. As SAAP is encouraging all victims to report to the police, the fact that SAAP is receiving a majority of its referrals from law enforcement is encouraging.

In conclusion, treatment by agency personnel was humane and apparently fairly effective. The recommendations included within this section, however, demonstrate that there is always room for improvement.

RECOMMENDATIONS/CONCLUSIONS

Based on the results of the data analysis, nine recommendations were developed. Although these do not represent every possible solution to the problems the evaluation identified, they are felt to be the initial steps which should be taken.

THE SEXUAL ASSAULT ASSISTANCE  
PROJECT SHOULD CONTINUE TO BE  
FUNDED AND SHOULD REMAIN AS AN  
INDEPENDENT AGENCY LOCATED WITH-  
IN COUNTY GOVERNMENT

Based upon surveys mailed to law enforcement agencies, the State Attorney's Office, hospitals, (emergency room nurses) and doctors, the consensus of opinion of the criminal justice agencies and the medical community is that the Sexual Assault Assistance Project is a valuable community service and should be continued. The survey of victims who were provided services by SAAP indicates that one hundred percent of those responding to the questionnaire felt SAAP was a good community service and should be continued.

A majority of the people surveyed felt SAAP should continue as an agency which is independent of traditional sexual assault related agencies (i.e., police, prosecutors, and the medical community), so that it may assist in coordinating the various agencies and their functions and provide continuity for not only the victim but also the involved agencies. The survey of other sexual assault serving agencies throughout the country indicates that programs which have developed cooperative relationships with police, hospitals and prosecutors have more success in providing services to all victims who report sexual assault. The best example would be the exemplary project, Polk County Rape/Sexual Assault Care Center in Des Moines, Iowa. Those programs which focused their energies on one particular phase of the victim's participation in the system appear to have had good success within that particular state of the process. However, their relationship with other involved agencies is not consistently positive and thus they are not always able to provide continuous services to victims.

SAAP SHOULD ESTABLISH A SCHOOL  
PREVENTION PROGRAM AND A VOLUN-  
TEER SPEAKER'S BUREAU TO INCREASE  
AWARENESS ABOUT RAPE.

It is recommended that SAAP review all existing literature on rape prevention, rape myths and facts. New printed material distributed in the County should be published in English and Spanish for use in public speaking engagements and in news releases. Specifically, data on reported rapes in this County should be published to educate the public and illustrate to them the reality of rape in this County. Community awareness is a crucial facet of SAAP'S effectiveness in terms of rape prevention. Therefore, full consideration needs to be directed toward it.

With respect to establishing a school prevention program and speaker's bureau, seminars are now handled on a random request basis. This does not effectively use staff time. Although it may be difficult to schedule every speaking engagement, a uniform school program would at least be a start in the right direction. Setting up such a program requires a great deal of planning, time and effort. The personnel changes within SAAP, which shifts the administrative responsibilities for SAAP to the Director of the Victim/Witness Aid Center, should allow SAAP's senior criminal justice specialist to concentrate efforts on programmatic concerns. The first priority should be increasing the community's awareness and investigating the possibility of setting up a speaker's bureau. In establishing such a program, efforts should be made to recruit volunteers who speak and write Spanish fluently so that the Hispanic population in Palm Beach County is aware of available services.

The survey also indicates that not one victim had ever heard of the Sexual Assault Assistance Project prior to reporting the crime. This may be indicative of a programmatic problem within SAAP. In other words, although SAAP's services to actual victims have been excellent, services to the community and thus to potential victims have not necessarily been effective. As much press as SAAP has received and as many speaking engagements as staff members have conducted, SAAP still may not be reaching the population which is being victimized. The lack of reporting by victims of Hispanic origin is indicative of a problem.

The program's primary goal has always been victim services. The victim/staff ratio and the number of cases have made it difficult for any single staff member to devote enough time to plan and implement a community awareness program which would affect greater numbers of people. By moving the administrative functions from SAAP to the Victim/Witness Aid Center, the senior criminal justice specialist within SAAP should be able to direct considerable attention to developing a comprehensive community awareness program which should consist of, but not be limited to, the following objectives.

(1) A prevention program should be institutionalized within the Palm Beach County School System so that youth, ages 11-18, are aware of (in relation to their age) potentially dangerous situations, the reality of rape, the need to report it, and the services available to them and to their families.

(2) All SAAP literature and relevant information should be available in English and Spanish.

(3) A speaker's bureau should be established, similar to that of the Rape/Sexual Assault Care Center of Des Moines, Iowa. Pertinent information on how to start and maintain a bureau, the necessary visual aids, and printed material is available in SAAP/s files.

(4) SAAP data, which have been analyzed for this evaluation, should be printed in a simple manner and distributed whenever possible.

(5) After developing the speaker's bureau, serious consideration by SAAP and the Victim/Witness Aid Center should be given as to whether a full time position is necessary in order to maintain an effective crime prevention program. The Victim/Witness Aid Center is presently being evaluated. This evaluation should determine whether Victim/Witness Aid has an effective crime prevention program. If not, the possibility exists that the public relations functions of both projects may be filled by one additional staff member.

It cannot be overemphasized that SAAP needs to develop an effective public awareness program. As SAAP is devoting an increasing amount of time to services for sexually abused

children, consideration should be given to incorporating information about sexual abuse and incest in the community awareness program. Data analysis which may be helpful in dispelling current myths about child molesting is available in Objective Three.

THE SEXUAL ASSAULT ASSISTANCE  
PROJECT SHOULD CONTINUE TO  
ADVOCATE THE VICTIM'S INTEREST  
AND PROSECUTORS SHOULD BE AWARE  
OF THE VICTIM'S FEELINGS.

As the Acknowledgment section of this evaluation explained, the State Attorney, David Bludworth, and his assistants have been extremely supportive of SAAP. Many assistants have devoted hours to helping victims with emotional concerns and assisting them in understanding the legal issues and process. Victims' opinions of the State Attorney's Office indicated that 46% (.461) of those responding to this question were completely satisfied with the assistant state attorney's handling of their case; thirty one percent (31%) were not satisfied; and 23% were partly satisfied. Many factors affect the decision making process of the State Attorney's Office. The State Attorney's primary responsibility, according to Florida Statute, is to prosecute on behalf of the State. Thus, the victim's interest and the assistant state attorney's responsibilities may not always be compatible. Nevertheless, it is important that SAAP continues to advocate the victim's interest and to insure that the prosecutor is aware of the victim's feelings. Whenever possible, the interest of the State and of the victim should be made compatible.

SURVEYS SHOULD CONTINUE TO BE  
SENT ON A REGULAR BASIS TO  
VICTIMS, PROSECUTORS, LAW ENFORCE-  
MENT AGENCIES AND MEDICAL PERSONNEL.

Because the victim surveys provided an excellent data source for this evaluation, they should continue to be used. This will enable the project to undertake on-going evaluation efforts. A victim survey should be sent out upon the completion and closing of each case. The surveys to law enforcement personnel, prosecutors, doctors, and hospitals should be sent on an annual basis. Perhaps it would be advisable to also survey criminal court judges who have the opportunity to observe SAAP personnel on a regular basis. Not only do these surveys provide valuable data, they may also serve as a mechanism for quality control of SAAP's services.

To date, SAAP has maintained a high quality of service. The program, because it was funded by the Law Enforcement Assistance Administration, has been required to meet certain measurable objectives. As an agency of county government, there is no reason to believe the SAAP's existing services will change in any manner. Certainly the continued utilization of these surveys will provide the staff with suggestions for improvements and comments about the quality of services which are provided by SAAP and by other agencies.

ESTABLISH A CENTRALIZED RAPE TASK FORCE CONSISTING OF THE FOLLOWING: REPRESENTATIVES FROM LAW ENFORCEMENT DEPARTMENTS WHICH INVESTIGATE SEXUAL ASSAULTS; A REPRESENTATIVE FROM THE STATE ATTORNEY'S OFFICE; AND A STAFF MEMBER FROM SAAP.

For sometime there has been a need for a central rape task force consisting of representatives from law enforcement departments which investigate sexual assaults, the State Attorney's Office and SAAP. As the charts in Appendix XII indicate, a significant number of assaults remain unsolved because law enforcement agencies are not able to arrest a suspect. Palm Beach County's arrest/clearance rate is twenty percent below the State of Florida's. As many rapists repeat their crime and utilize the same modus operandi, it seems feasible that a task force which would meet on a regular basis to discuss recent cases and compare evidence, investigative procedures, and similarities in cases would be a vital instrument in combating the problem of sexual assaults in Palm Beach County.

The establishment of such a task force should facilitate discussions and coordination among agencies. While it will not solve the daily problems of work loads, morale issues, political pressures, and departmental policies, it could create an atmosphere conducive to problem solving discussions.

LAW ENFORCEMENT DEPARTMENTS AND  
AND THE STATE ATTORNEY'S OFFICE  
SHOULD REEXAMINE THEIR POLICIES  
WHICH ARE USED AS GUIDELINES IN  
DECISION MAKING POLICIES CONCERN-  
ING DISPOSITION OF A SEXUAL  
BATTERY CASE.

SAAP data reveal that law enforcement agencies dispose of certain types of sexual assaults in a distinctive manner. Based upon data analysis, there are two known and documented factors which have a bearing upon the manner in which a case is processed. One is the relationship or non-relationship between the victim and the offender. The other is the race of the victim and, in some cases, the race of the offender.

Because of the vast amount of data collected by SAAP, it was necessary to make basic decisions concerning which categories of data should be analyzed. Most recent research concerning rape reveals a distinctively different pattern in the way criminal justice agencies process certain types of sexual assaults. Two of the most frequently mentioned factors which affect how criminal justice agencies handle rape investigations and prosecutions are the race of the victim and the offender and the relationship (or non-relationship) between the victim and the offender.

It is obvious that when statistically comparing "stranger rapes" and "acquaintance rapes" law enforcement agencies consistently deem more rapes false in the latter category than in the former one. It is also statistically demonstrated that sexual assaults reported by black women are deemed false almost three times as often as sexual assaults reported by white women. It is impossible to determine all the factors which bear upon the final disposition by a police detective in a reported sexual assault. It seems fair to say, however, that the elements of the crime of sexual battery are consistent: penetration, lack of consent, and force. While no two assaults are similar, the disparity based upon race and the relationship between the victim and the offender, in terms of the rate victims are believed by the police, is not adequately explained by the particular circumstances of the cases. The fact that reports by black victims are three times more likely to be declared false by police than reports by white victims, or the fact that reports by victims raped by someone they know are four times more likely to be declared false by police

than reports of "stranger" rapes, points out the need for further examination of this phenomena. While it is beyond the scope of this survey, further research should address the following questions which SAAP data raise:

1. Do police treat sexual assault victims differently based upon their race and their relationship (or non-relationship) with the offender?
2. What are the criteria, if any, used to deem a report false, and to what extent is this decision affected by variables other than the actual elements of the crime?
3. Are all reports of sexual assaults forwarded to the Department of Criminal Law Enforcement? Are any records of false reports maintained?
4. If there is enough evidence available to deem a report false, why are these cases not filed as a misdemeanor, False Report of a Crime?
5. If certain biases exist, is it a subconscious decision which could be alleviated by consciousness raising training sessions?

SAAP data show that those cases cleared by law enforcement and presented to the State Attorney's Office for filing are handled, to a lesser degree, in a similar pattern. Cleared cases involving victims assaulted by total strangers are filed at a rate of 100%. Cleared cases where victims are assaulted by someone they know are filed at a rate of 36%. Cleared intraracial cases involving black victims/black offenders are filed at a rate of 70%; cleared intraracial cases of white victims assaulted by white attackers are filed by the State Attorney's Office at the same rate (70%); and cleared interracial cases involving white victims and black offenders are filed by the State Attorney's Office at a rate of 84%. Thus, intraracial sexual assaults are filed at a lower rate than interracial rapes involving white victims and black assailants.

For years many concerns have been raised about the apparent filtering process that reported sexual assaults

follow as they are sifted through the various stages of the criminal justice system. In the above categories of assaults, clearly a rape perpetrated by a total stranger is the preferred category of the State Attorney's Office and by law enforcement departments. Additionally, white females assaulted by black males fall within this spectrum. However, it should be noted that in none of the categories examined, did the filing rate fall below 70%. Although the filing rate is considered good, it is apparent that some law enforcement departments are more effective than others for whatever reasons.

There is some indication that law enforcement will generally follow the guidelines established by the State Attorney's Office. If the State Attorney's Office files certain types of cases more often than other types of cases, then it follows that law enforcement will begin to follow this pattern in terms of investigations. It is, therefore, recommended that the State Attorney review and establish guidelines for sexual assault cases. What factors the State Attorney considers necessary in different types of cases should be included. Hopefully, a clearer understanding of the State Attorney's expectations of law enforcement will aid in easing the confusion over the filing of sexual assault cases. If the State Attorney's Office is very clear about its expectations and is supportive of law enforcement efforts to investigate effectively all sexual assaults (including intraracial and acquaintance rapes), the possibility exists that there will be more effective prosecution and more cases will be filed.

In terms of law enforcement agencies which have low clearance and filing rates, it might be helpful to review with the State Attorney's Office what its expectations are before they will file a cleared sexual assault case as a felony. If interagency cooperation exists among police departments, it may be helpful to learn and incorporate some of the investigative techniques of those police departments, such as West Palm Beach and Boca Raton, which have been the most effective in investigations and the most successful in the filing process. While there are significant differences among departments in terms of population served, professional training, departmental procedures and other factors which may make this process difficult, cooperative efforts among jurisdictions should improve services to all victims.

THE THREE INVOLVED PROFESSIONS  
(LAW ENFORCEMENT, MEDICAL, AND  
PROSECUTION) SHOULD DEVOTE THE  
NECESSARY RESOURCES TO RESOLVE  
THE MEDICAL PROBLEMS INVOLVED  
IN RAPE INVESTIGATION AND PROSE-  
CUTION.

The victim survey results revealed that the majority of victims (79%) felt the police were interested in their welfare and that they (victims) were treated properly by the emergency room nurses and attending doctor. The first statistic certainly refutes the image of the unconcerned police officer who cares only about the sexual details of the assault and who feels the victim "asked for it" or "changed her mind".

Despite these encouraging results, there are still some areas which require attention. First, 38% of the victims waited over an hour to be examined. Eighty five percent did not receive treatment for venereal disease, although they were informed of the need for follow-up medical treatment.

In addition to these problems, there has been some difficulty with respect to medical procedures. As the history section of this evaluation explained in detail, the situation regarding current medical procedures periodically erupts and is often resolved only hours before funding for examination is completely terminated. Of the four alternatives discussed in that section, the most acceptable to most concerned professionals is the employment of two licensed practitioners (mid-wives) to conduct all examinations of, and provide treatment for, sexual assault victims. One of the agencies which responded to the national agency survey was the Memphis, Tennessee "Rape Crisis Program" which utilizes nurse clinicians exclusively. Their data show that the amount and quality of evidence has improved and that courtroom testimony has been excellent. The implementation of any alternative can only be accomplished if the three professions -- law enforcement, legal, and medical -- devote their full attention and support to it.

The hospital and doctor survey indicate that they want the system changed for their own sake and for the sake of the victim as well. The medical problems are so interrelated with the legal and police aspects that the entire system will continue to be somewhat ineffective until this issue is re-

solved. Several doctors, in responding to the questionnaire, indicated that they would be willing to serve in an advisory capacity. Their offers should certainly be considered.

THE STATE ATTORNEY SHOULD  
EXPLICITLY INDICATE WHAT  
EVIDENCE DETECTIVES NEED TO  
OBTAIN IN ORDER TO CORROBO-  
RATE A VICTIM'S TESTIMONY.

There is no question that the burden of proving each and every element of the crime of sexual battery 'beyond and to the exclusion of every reasonable doubt' is more difficult in cases where the defense is one of consent. Usually cases involving the issue of consent are those where the victim and the offender know each other. Thus, the burden of proof becomes extremely difficult when a jury must decide whether the victim or the defendant is telling the truth. There is usually no other witness to verify either party's version of the incident. For this reason, the State Attorney's Office needs to be explicit about the evidence detectives should obtain in order to corroborate the victim's testimony. Law enforcement needs to know, however, that if time is expended to investigate and obtain corroboration, that the State Attorney's Office will support its efforts by giving serious consideration to filing it.

A SPECIAL PROSECUTOR FOR  
SEXUAL ASSAULT AND SEXUAL  
ABUSE CASES SHOULD BE SELECT-  
ED WITHIN THE STATE ATTORNEY'S  
OFFICE.

It should be noted that the legal issues involved with prosecuting a sex crime are constantly changing. Additionally, evidentiary procedures are being improved and greater corroboration from physical evidence is becoming available. Cases are being upheld and reversed on a daily basis throughout the country. It is, therefore, often difficult for a prosecutor who is responsible for prosecuting everything from possession of drugs to sexual battery to keep informed. For this reason, it is recommended that a special prosecutor for sexual assault and sexual abuse cases be selected. The increase in the volume of sexual assault/abuse cases alone merits consideration of this recommendation.

Another reason for consideration of this recommendation is the trend toward specialization in prosecution of specific crimes, such as organized crime, white collar crime, and target defendants. This trend also appears to be extending to the area of sex crimes. Information on how other prosecutors have established such prosecuting units for sex crimes is available through SAAP.

While this type of approach warrants consideration, some drawbacks to it have been raised. First, many prosecutors want a diversified work experience. Prosecuting only one type of crime, especially sex crimes, can be a frustrating experience and the possibility of a continual turnover exists. Additionally, there has been some concern expressed by rape centers which work closely with special prosecutors that a desire for a high conviction rate may have a deleterious impact because "risky" cases are often turned down. Despite these possible disadvantages, this recommendation should at least be considered.

## CONCLUSIONS

The surveys of law enforcement officers, the State Attorney's Office, gynecologists, hospitals, and sexual assault victims indicate strongly that they all believe the Sexual Assault Assistance Project is a good community service and should be continued. Criminal justice agency personnel and the medical community also state that SAAP not only provides necessary support for the victim, but also saves them many hours of extra work. Thus, they have more time to assume their primary professional responsibilities.

In summary, the primary objective of this evaluation was to determine the effectiveness of the Sexual Assault Assistance Project. It soon became obvious, however, the SAAP'S effectiveness in providing services to victims cannot be isolated from the actions of other agencies, such as police, doctors, hospitals and prosecutors, who play crucial and traditional roles in the reporting, investigating and prosecuting of sex crimes. That SAAP has developed such a strong rapport with all three professions signifies that these agencies as well as SAAP staff members recognize the needs of victims and the need for greater cooperation among existing agencies. The results of the surveys of prosecutors, law enforcement personnel, doctors and hospitals demonstrate the continuing need for the Sexual Assault Assistance Project.

In the final analysis, perhaps SAAP provides an additional and valuable service beyond the normal expectations of such a program. By maintaining accurate data on each reported sexual assault case, the Project has been able to develop a statistical profile which is important in helping the general public to understand the crime of rape, and enables agencies with the criminal justice system to evaluate their own practices and procedures.

APPENDIX I

SOURCE OF REFERRALS:

VICTIM/ FAMILY/ FRIEND	5%
LAW ENFORCEMENT DEPARTMENT	80%
STATE ATTORNEY	10%
SOCIAL SERVICE AGENCIES	5%

FIRST STAGE (24 Hours)

Sexual Assault  
Assistance  
Project

833-RAPE 85%

Office 15%

Law Enforcement  
Procedures

Medical  
Procedures

1st Week

Law  
Enforcement  
Follow-up  
Procedures

{Line-ups }  
{Polygraphs }  
{Statements }

2nd STAGE (2 Weeks)

Medical/Social/Psychological Services

Referrals

\*Medical  
Venereal Disease--  
Detection & Treatment  
Pregnancy--  
Testing & Counseling  
Other Injuries--  
Treatment

\*Psychological  
Individual Therapy  
Parent/Child Therapy  
(child molestation)  
Group (victims, husbands,  
family)

\*Social  
Financial Assistance  
Housing (victims assaulted  
in their own  
homes or  
transients)

3rd STAGE (3-4 months) PROSECUTION

Suspect  
Arrested → Interview  
with  
Assistant  
State  
Attorney → Deposition →

Negotiated  
Plea

Victim's  
Input

Trial—Testimony—Verdict—Notification

Adjudication—PSI—Sentencing—Notification

4th STAGE FOLLOW UP (1-2 months)

Home Visits

Phone Calls

Letters

APPENDIX II

March 30, 1978

Dear Friend;

We need your help! The Sexual Assault Assistance Project is trying to find out if the services we provided were worthwhile to you and if there is anything else we could do to lessen the burden for future victims of sexual assaults. We are also trying to determine your opinion of police, prosecutors, hospital and doctor with which you had contact after reporting the assault. As always, all of the information you are willing to give us will be kept in confidence and not revealed to anyone.

The Palm Beach County Board of County Commissioners will be deciding (this summer) whether the Sexual Assault Assistance Project is a worthwhile program and should be continued. We want to know how you feel.

Enclosed is a questionnaire. We would really appreciate your giving us your honest response to the questions so that future victims will receive the best possible services. We are enclosing a self-addressed stamped envelope in which you may return the questionnaire. Please return the questionnaire by April 21, 1978. Feel free to add any other comments. If you have any questions, please call us at 837-2073.

We hope this letter does not create any further disruption to your lives. We are only trying to make sure the future victims receive the help they deserve. Thank you for your help!

SEXUAL ASSAULT ASSISTANCE PROJECT



5. Did you feel the S.A.A.P. paralegal was there when you needed her? yes \_\_\_\_\_ no \_\_\_\_\_

6. Was transportation provided by S.A.A.P. paralegal yes \_\_\_\_\_ no \_\_\_\_\_

7. If yes, for what? (please check)

\_\_\_\_\_ A. Police Procedures

\_\_\_\_\_ B. Medical Appointments

(For V.D. check, follow-up,  
Pregnancy)

\_\_\_\_\_ C. Court Procedures  
(depositions, interviews  
with assistant State  
Attorney, trial testimony,  
etc.)

\_\_\_\_\_ D. Other (please specify):  
\_\_\_\_\_

8. Did you feel that the Sexual Assault Assistance project paralegal kept you informed of the legal proceedings? (police, courts, State Attorney, etc.) yes \_\_\_\_\_ no \_\_\_\_\_

9. Did you ever have any difficulty getting in touch with your S.A.A.P. paralegal? yes \_\_\_\_\_ no \_\_\_\_\_

10. Did you feel the Sexual Assault paralegal was helpful to you? yes \_\_\_\_\_ no \_\_\_\_\_

11. If yes, in what ways? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

12. If no, what should they have done? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

13. Do you have any suggestions on how we can improve our services? \_\_\_\_\_  
\_\_\_\_\_

QUESTIONS ABOUT THE HOSPITAL

14. Did you go to the hospital?

yes \_\_\_\_\_ no \_\_\_\_\_

15. If yes, do you remember which one?

- \_\_\_\_\_ A. Good Samaritan
- \_\_\_\_\_ B. St. Mary's
- \_\_\_\_\_ C. Bethesda
- \_\_\_\_\_ D. Community Hospital of the Palm Beaches
- \_\_\_\_\_ E. Belle Glade General
- \_\_\_\_\_ F. Everglades Memorial (Pahokee)

16. How long did you wait before being examined by a doctor?

- \_\_\_\_\_ A. Less than an hour
- \_\_\_\_\_ B. 1-2 Hours
- \_\_\_\_\_ C. More than 2 hours
- \_\_\_\_\_ D. How much longer

17. Did you feel you were treated properly by the Emergency Room Nurses?

yes \_\_\_\_\_ no \_\_\_\_\_

partly \_\_\_\_\_

Comments \_\_\_\_\_  
\_\_\_\_\_

18. Did you feel you were treated properly by the doctor? yes \_\_\_\_\_ no \_\_\_\_\_  
partly \_\_\_\_\_

Comments: \_\_\_\_\_  
\_\_\_\_\_

19. Did the doctor explain the need for follow-up medical care for such problems as venereal diseases or pregnancy? yes \_\_\_\_\_ no \_\_\_\_\_

20. Did S.A.A.P. help you obtain follow-up medical care? yes \_\_\_\_\_ no \_\_\_\_\_

21. Could you make any suggestion to improve existing medical care (hospitals and doctors)? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

QUESTIONS ABOUT THE POLICE

22. Did you report the assault to the police? yes \_\_\_\_\_ no \_\_\_\_\_

23. How many police officers did you have to tell details about the assault? 1 2 3 4 5

24. Was one detective assigned to your case? yes \_\_\_\_\_ no \_\_\_\_\_

25. Did you feel the police officers were (check as many as apply)

\_\_\_\_\_ a. sympathetic \_\_\_\_\_ b. unsympathetic

\_\_\_\_\_ c. respectful \_\_\_\_\_ d. disrespectful

\_\_\_\_\_ e. professional \_\_\_\_\_ f. unprofessional

\_\_\_\_\_ g. believed you \_\_\_\_\_ h. did not believe you

\_\_\_\_\_ i. other (please specify) \_\_\_\_\_  
\_\_\_\_\_

26. Were you asked to take a lie detector test? yes \_\_\_\_\_ no \_\_\_\_\_
27. In your opinion, did you feel you should have had to take one? yes \_\_\_\_\_ no \_\_\_\_\_
28. In your opinion, did you feel all the questions asked of you were necessary for a proper investigation? yes \_\_\_\_\_ no \_\_\_\_\_
29. In your opinion, did you feel they were interested in your well being? yes \_\_\_\_\_ no \_\_\_\_\_
30. Overall, what was your opinion of the police?  
a) excellent b) good c) O.K. d) poor
31. Would you ever encourage a friend to report being assaulted to the police? yes \_\_\_\_\_ no \_\_\_\_\_
32. Why: \_\_\_\_\_  
\_\_\_\_\_
33. Was your attacker identified? yes \_\_\_\_\_ no \_\_\_\_\_
34. Was he arrested? yes \_\_\_\_\_ no \_\_\_\_\_

QUESTIONS ABOUT THE STATE ATTORNEY'S OFFICE

35. Were charges filed by the State Attorney? yes \_\_\_\_\_ no \_\_\_\_\_
36. If not, were the reasons explained to you? yes \_\_\_\_\_ no \_\_\_\_\_
37. And were you satisfied with the reasons? yes \_\_\_\_\_ no \_\_\_\_\_
38. Did you have contact with the Assistant State responsible for prosecuting your case? yes \_\_\_\_\_ no \_\_\_\_\_
39. If yes, when?  
\_\_\_\_\_ a. by appointment before deposition  
and trial

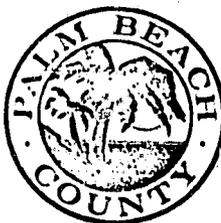
- \_\_\_\_\_ b. At deposition
- \_\_\_\_\_ c. At trial
- \_\_\_\_\_ d. Never
- \_\_\_\_\_ e. Other (Please specify) \_\_\_\_\_

40. Did the S.A.A.P. paralegal arrange an appointment for  
your to talk with the Assistant State Attorney?      yes \_\_\_\_\_ no \_\_\_\_\_
41. Was it helpful?      yes \_\_\_\_\_ no \_\_\_\_\_
42. Was the S.A.A.P. paralegal present during depositions?      yes \_\_\_\_\_ no \_\_\_\_\_
43. If not, did you feel o.k. about being there without  
her?      yes \_\_\_\_\_ no \_\_\_\_\_
44. If your case went to trial, did a S.A.A.P. paralegal  
accompany you during your participation?      yes \_\_\_\_\_ no \_\_\_\_\_
45. Was it helpful to you?      yes \_\_\_\_\_ no \_\_\_\_\_
46. If your case was disposed of by a plea, were you  
satisfied with the sentence?      yes \_\_\_\_\_ no \_\_\_\_\_
47. Were you given an opportunity by the S.A.A.P.  
paralegal to express your opinion about the plea?      yes \_\_\_\_\_ no \_\_\_\_\_
48. In your opinion, did you feel the Assistant State  
Attorney cared how you felt about the plea?      yes \_\_\_\_\_ no \_\_\_\_\_
49. Did you feel the Judge cared about how you felt?      yes \_\_\_\_\_ no \_\_\_\_\_
50. Were you informed of the final sentence in your case?      yes \_\_\_\_\_ no \_\_\_\_\_
51. If yes, by whom? \_\_\_\_\_
52. Were you satisfied with the way your case was handled  
by the police?      yes \_\_\_\_\_ no \_\_\_\_\_ partly \_\_\_\_\_
53. Were you satisfied with the way your case was handled  
by the doctor?      yes \_\_\_\_\_ no \_\_\_\_\_ partly \_\_\_\_\_
54. Were you satisfied with the way your case was handled  
by the State Attorney?      yes \_\_\_\_\_ no \_\_\_\_\_ partly \_\_\_\_\_



APPENDIX III

JOHN C. SANSBURY  
County Administrator  
DAVID H. BLUDWORTH  
State Attorney  
ELLEN ST. JOHN  
Project Coordinator



# PALM BEACH COUNTY

## SEXUAL ASSAULT ASSISTANCE PROJECT

24-HOUR HOT LINE: 833-RAPE  
BUSINESS PHONE: 837-2073

March 30, 1978

The Sexual Assault Assistance Project is conducting an evaluation of its services. Questionnaires have been distributed to sexual assault victims, assistant state attorneys, police officers, hospital nurses, gynecologists and other professionals who work with victims of sexual assault and abuse. Additionally, the Palm Beach County Board of Commissioners will decide in the next six months whether the Sexual Assault Assistance Project is worthy of continuation after S.A.A.P.'s federal funding is depleted in the fall of 1978.

Your response to this survey is important and sincerely appreciated. We really want to know whether S.A.A.P. is providing beneficial as well as necessary services not only to victims but to professionals within the criminal justice system and medical community.

Please take a few moments to complete and mail the questionnaire to:

S.A.A.P.  
Room 333, Pan Am. Bldg.  
N. Dixie Highway  
W. Palm Beach, Fla. 33401

Please return no later than April 21, 1978.

If you have any questions, please feel free to call S.A.A.P. at 837-2073.

Thank you.

POLICE EVALUATION QUESTIONNAIRE

1. By which law enforcement agency are you employed?

\_\_\_\_\_

2. What is your position? (Detective, Deputy, etc.)

\_\_\_\_\_

3. How often do you handle sexual assault investigations?

\_\_\_\_\_ A. Often, most cases are assigned to me

\_\_\_\_\_ B. I am part of a sexual assault team

\_\_\_\_\_ C. As often as I investigate any other felony

\_\_\_\_\_ D. Rarely

\_\_\_\_\_ E. Never

4. How did you first learn about the Sexual Assault Assistance Project?

\_\_\_\_\_ A. Radio/T.V.

\_\_\_\_\_ B. Newspaper

\_\_\_\_\_ C. Other Officers (i.e., word of mouth)

\_\_\_\_\_ D. Police Training

\_\_\_\_\_ E. S.A.A.P. Literature

\_\_\_\_\_ F. S.A.A.P. Speaking Engagement

\_\_\_\_\_ Other (Please specify)

\_\_\_\_\_

5. How would you describe your working relationships with S.A.A.P.

A. Excellent \_\_\_\_\_ B. Good \_\_\_\_\_ C. O.K. \_\_\_\_\_ D. Poor \_\_\_\_\_ Comments: \_\_\_\_\_

\_\_\_\_\_

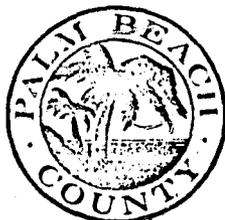
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APPENDIX IV

JOHN C. SANSBURY  
County Administrator  
DAVID H. BLUDWORTH  
State Attorney  
ELLEN ST. JOHN  
Project Coordinator



## PALM BEACH COUNTY

### SEXUAL ASSAULT ASSISTANCE PROJECT

24-HOUR HOT LINE: 833-RAPE  
BUSINESS PHONE: 837-2073

March 30, 1978

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Please take a few moments to complete and mail the questionnaire to:

S.A.A.P.  
Room 333, Pan Am. Bldg.  
N. Dixie Highway  
W. Palm Beach, Fla. 33401

Please return no later than April 21, 1978.

If you have any questions, please feel free to call S.A.A.P. at 837-2073.

Thank you.

STATE ATTORNEY QUESTIONNAIRE

1. Do you use the Sexual Assault Assistance Project on Sexual Battery cases you file and prosecute?

     a. all the time           b. most of the time  
     c. some of the time           d. never

2. Do you use the Sexual Assault Assistance Project on every child molestation, sexual abuse or incest case you file and prosecute?

     a. all the time           b. most of the time  
     c. some of the time           d. never

3. How would you describe your working relationship with the Sexual Assault Assistance Project: (please check one)

     Excellent  
     Better than Average  
     Satisfactory  
     Poor

4. Do you feel, in general that S.A.A.P. interest in the victim and your responsibility as a prosecutor are compatible?

     Always  
     Most of the Time  
     Half and Half  
     Some of the Time  
     Never

5. Do you feel the S.A.A.P. helps to "link-up the different agencies and individuals who provide facts and evidence (i.e. police, doctors, witnesses & victims) for a successful prosecution of a sexual assault?      yes      no

6. In general, do you feel S.A.A.P. is helpful to you in prosecuting sex offenders? yes \_\_\_\_\_ no \_\_\_\_\_
7. If no, why \_\_\_\_\_  
\_\_\_\_\_
8. In general, is S.A.A.P. available when you need them? yes \_\_\_\_\_ no \_\_\_\_\_
9. Do you normally schedule interviews with victims prior to any participation they may have in the Criminal Justice System (i.e. depositions, trials, pleas, etc.) yes \_\_\_\_\_ no \_\_\_\_\_
10. Does S.A.A.P. normally help in setting up these meetings? yes \_\_\_\_\_ no \_\_\_\_\_
11. Do you find SAAP willing to work evenings and week-ends? yes \_\_\_\_\_ no \_\_\_\_\_
12. Have you found an increase in the number of inter-family sexual abuse cases (incest, stepfather-daughter, etc.) in your case load? yes \_\_\_\_\_ no \_\_\_\_\_
13. Have you had difficulty in finding adequate alternatives to incarceration for those cases in which the victim and family want the defendant to receive treatment? yes \_\_\_\_\_ no \_\_\_\_\_
14. Has S.A.A.P. been of help to you with sexual abuse cases? yes \_\_\_\_\_ no \_\_\_\_\_
15. Do you think that the Sexual Assault Assistance Project should continue? yes \_\_\_\_\_ no \_\_\_\_\_
- Why: \_\_\_\_\_  
\_\_\_\_\_

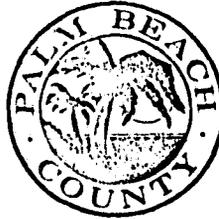
16. Do you think it should continue to operate as an agency  
which is independent of other components of the Criminal  
Justice System?

yes \_\_\_\_\_ no \_\_\_\_\_

Please feel free to add any further comments, suggestions,  
criticisms, etc. you may have.

APPENDIX V

JOHN C. SANSBURY  
County Administrator  
DAVID H. BLUDWORTH  
State Attorney  
ELLEN ST. JOHN  
Project Coordinator



# PALM BEACH COUNTY

## SEXUAL ASSAULT ASSISTANCE PROJECT

24-HOUR HOT LINE: 833-RAPE  
BUSINESS PHONE: 837-2073

March 30, 1978

The Sexual Assault Assistance Project is conducting an evaluation of its services. Questionnaires have been distributed to sexual assault victims, assistant state attorneys, police officers, hospital nurses, gynecologists and other professionals who work with victims of sexual assault and abuse. Additionally, the Palm Beach County Board of Commissioners will decide in the next six months whether the Sexual Assault Assistance Project is worthy of continuation after S.A.A.P.'s federal funding is depleted in the fall of 1978.

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Please take a few moments to complete and mail the questionnaire to:

S.A.A.P.  
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N. Dixie Highway  
W. Palm Beach, Fla. 33401

Please return no later than April 21, 1978.

If you have any questions, please feel free to call S.A.A.P. at 837-2073.

Thank you.



11. Have you found the information manual helpful?      yes \_\_\_\_\_ no \_\_\_\_\_

12. In 1977 did you have to testify in court as a result of conducting an examination of a sexual assault victim?      yes \_\_\_\_\_ no \_\_\_\_\_

If yes, how many times? 1 2 3 4 5 6 7 8 9 10

13. Have you found S.A.A.P. and the State Attorney's office helpful in scheduling your court appearance at a convenient time for you?      yes \_\_\_\_\_ no \_\_\_\_\_

14. If no, could you suggest any ways to improve the present procedure?      yes \_\_\_\_\_ no \_\_\_\_\_

15. Would you please add any comments you may have about the Sexual Assault Assistance Project.

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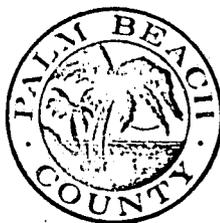
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APPENDIX VI

**CONTINUED**

**1 OF 2**

JOHN C. SANSBURY  
County Administrator  
DAVID H. BLUDWORTH  
State Attorney  
ELLEN ST. JOHN  
Project Coordinator



# PALM BEACH COUNTY

## SEXUAL ASSAULT ASSISTANCE PROJECT

24-HOUR HOT LINE: 833-RAPE  
BUSINESS PHONE: 837-2073

March 30, 1978

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Your response to this survey is important and sincerely appreciated. We really want to know whether S.A.A.P. is providing beneficial as well as necessary services not only to victims but to professionals within the criminal justice system and medical community.

Please take a few moments to complete and mail the questionnaire to:

S.A.A.P.  
Room 333, Pan Am. Bldg.  
N. Dixie Highway  
W. Palm Beach, Fla. 33401

Please return no later than April 21, 1978.

If you have any questions, please feel free to call S.A.A.P. at 837-2073.

Thank you.

HOSPITAL QUESTIONNAIRE

1. For which hospital do you work?

\_\_\_\_\_

2. What is your position? (Head Nurse, RN, LPN, Aide, etc.)

\_\_\_\_\_

3. Do you regularly see sexual assault victims in your emergency room?

yes \_\_\_\_\_ no \_\_\_\_\_

How many per month? 1 2 3 4 5 6 7 8 9 10

4. Do you feel sexual assault victims should be examined in the emergency room?

yes \_\_\_\_\_ no \_\_\_\_\_

5. If no, where should they be seen? \_\_\_\_\_

\_\_\_\_\_

6. How did you find out about the Sexual Assault Assistance Project?

\_\_\_\_\_ A. Meeting S.A.A.P. Staff at the Hospital

\_\_\_\_\_ B. Through the Police

\_\_\_\_\_ C. Through the Hospital

\_\_\_\_\_ D. From Other Nurses

\_\_\_\_\_ E. From Doctors

\_\_\_\_\_ F. Training Sessions

\_\_\_\_\_ G. Speaking Engagements

7. Do you feel S.A.A.P. has helped to improve procedures for examining sexual assault victims?

yes \_\_\_\_\_ no \_\_\_\_\_

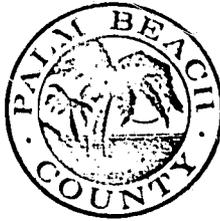
8. If yes, how \_\_\_\_\_

\_\_\_\_\_

9. Is the presence of a S.A.A.P. paralegal been helpful to you in obtaining the necessary evidence? yes \_\_\_\_\_ no \_\_\_\_\_
10. Have the new rape kits been helpful in simplifying the rape examination? yes \_\_\_\_\_ no \_\_\_\_\_
11. Do you feel it helps the doctors understand the procedures involved? yes \_\_\_\_\_ no \_\_\_\_\_
12. Do you feel S.A.A.P. helps to bridge the gap between the legal and medical profession and create a greater understanding? yes \_\_\_\_\_ no \_\_\_\_\_  
Could you explain? \_\_\_\_\_  
\_\_\_\_\_
13. Did S.A.A.P. ever conduct an in-service training session for your emergency room staff? yes \_\_\_\_\_ no \_\_\_\_\_
14. If yes, did you feel it was beneficial? yes \_\_\_\_\_ no \_\_\_\_\_
15. Have you ever contacted S.A.A.P. directly through our 24 hour hotline 833-RAPE yes \_\_\_\_\_ no \_\_\_\_\_
16. Have you had any difficulty reaching a S.A.A.P. paralegal through the hotline? yes \_\_\_\_\_ no \_\_\_\_\_
17. In general, is S.A.A.P. there when you need them? yes \_\_\_\_\_ no \_\_\_\_\_
18. How would you describe your relationship with the police officers who bring the victim to the emergency room?  
\_\_\_\_\_ a. positive \_\_\_\_\_ b. negative \_\_\_\_\_ c. a little of both
19. Do you think S.A.A.P. is a beneficial and necessary service to sexual assault victims and should be continued? yes \_\_\_\_\_ no \_\_\_\_\_
20. Would you please add any other comments? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

APPENDIX VII

JOHN C. SANSBURY  
County Administrator  
DAVID H. BLUDWORTH  
State Attorney  
ELLEN ST. JOHN  
Project Coordinator



# PALM BEACH COUNTY

## SEXUAL ASSAULT ASSISTANCE PROJECT

24-HOUR HOT LINE: 833-RAPE  
BUSINESS PHONE: 837-2073

March 30, 1978

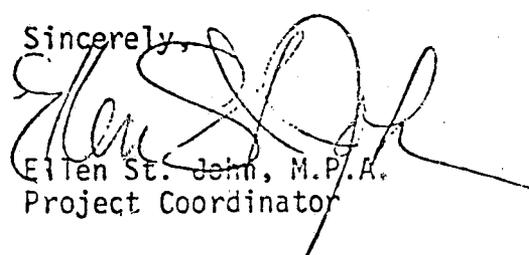
The Sexual Assault Assistance Project of Palm Beach County, Florida, is conducting a survey of other organizations throughout the country who provide services to victims of sexual assault. The basic purpose of the enclosed questionnaire is to discover how your organization operates and what services you provide.

We know how difficult it is to find time to complete surveys and we have tried to devise this questionnaire so that most questions merely require a "yes or no" response or a checking of the appropriate box. We are also enclosing a self-addressed stamped envelope for your convenience.

Please try to return the questionnaire by May 5, 1978. If you have any questions, please feel free to call me. Your response is appreciated.

Thank you in advance for your cooperation.

Sincerely,



Ellen St. John, M.P.A.  
Project Coordinator

EST:gw

Enclosure

AGENCY QUESTIONNAIRE

1. Where is your Agency organizationally located? (Check as many as apply)

- A) Within Police Department
- B) Within Prosecutor's Office
- C) Within the Hospital Component
- D) Within local Health Component (Clinics)
- E) Within Mental Health Components
- F) Within Social Service Agency
- G) Volunteer Organization
- H) Independent of Any Agency
- I) Other (Please Specify) \_\_\_\_\_

2. Is your Agency specifically funded to provide services to victims of Sexual Assault/Abuse?

If not, could you explain how you are financially able to operate \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3. In general, what does your agency do? (specific areas of service, i.e., medical, criminal justice, mental health, police, etc.) : \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

4. How many staff do you have? 1 2 3 4 5 6 7 8 9 10. Are they paid? yes \_\_\_\_\_ no \_\_\_\_\_

5. Professional Title \_\_\_\_\_ Salary Range \_\_\_\_\_  
What qualifications are necessary? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Do you operate on a 24 hour basis? yes \_\_\_\_\_ no \_\_\_\_\_

6. Could you explain the mechanics of your 24 hour operation. (Do you use beepers, does staff work on-call on a rotation basis, do you have a hotline, etc.)

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7. Do you work closely with police departments who investigate sexual assaults? yes \_\_\_\_\_ no \_\_\_\_\_

8. Do police departments call you on every reported case? yes \_\_\_\_\_ no \_\_\_\_\_

9. Do you work cooperatively with hospitals who examine victims? yes \_\_\_\_\_ no \_\_\_\_\_

10. Do hospitals call you on every case reported directly to them? yes \_\_\_\_\_ no \_\_\_\_\_

11. Do you work closely with the prosecutor's office? yes \_\_\_\_\_ no \_\_\_\_\_

12. Do prosecutors request your services on every case? yes \_\_\_\_\_ no \_\_\_\_\_

13. If you primarily provide one specific service to victims, can you refer the victim to another agency(ies) who will provide additional services? yes \_\_\_\_\_ no \_\_\_\_\_

14. If yes, could you list the agency and the services they provide?

Agency \_\_\_\_\_

Services \_\_\_\_\_

15. Would you list your program's major accomplishments?

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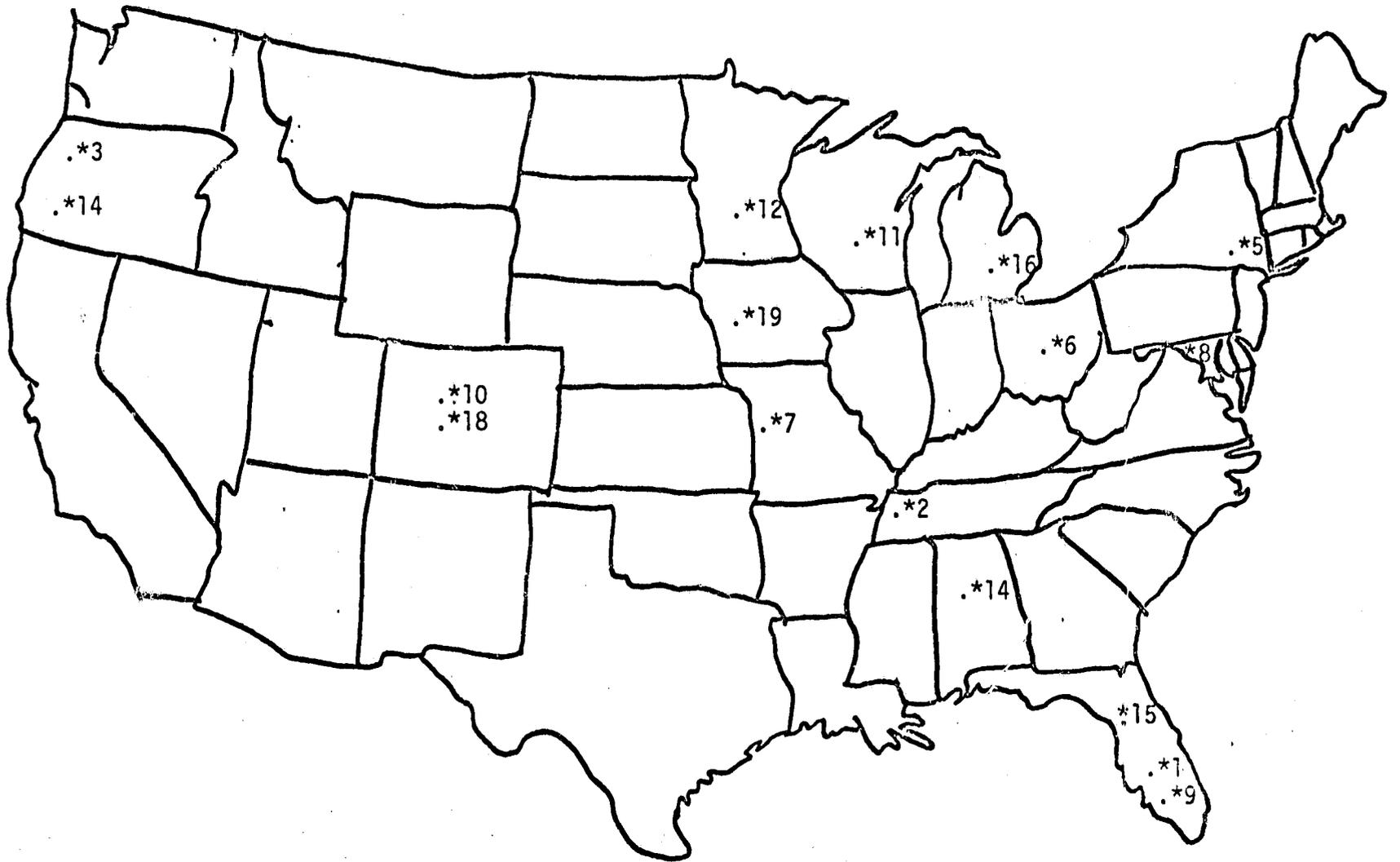
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21. Would you say your organization has a positive image  
in the community? yes \_\_\_\_\_ no \_\_\_\_\_
22. Would you say a major function of your project is to  
"link-up" the various agencies who work with victims of  
sexual assault so that the victim receives comprehensive  
services? yes \_\_\_\_\_ no \_\_\_\_\_
23. Would you please include any brochures, pamphlets,  
or any information about your services?

Thank you!



## AGENCY QUESTIONNAIRES

Number Sent	58		
Number Returned	14	(wrong address, or no forwarding address)	
Number Responded	18		
Response Percentage	41%		.409

### Agencies Responding

1. Sexual Assault Treatment Center  
Ft. Lauderdale, Broward County, Florida
2. Rape Crisis Program  
Memphis, Tennessee
3. Rape Victim Advocate Program  
Portland, Oregon
4. The Associated Lane Interagency Rape Team (AURT)  
Eugene, Oregon
5. Sex Crimes Analysis Unit  
New York City, New York
6. Women Against Rape  
Columbus, Ohio
7. Metropolitan Organization to Counter Sexual Assaults (MOCSA)  
Kansas City, Missouri
8. Rape Crisis Center  
Washington, D.C.
9. Jackson Memorial Hospital  
Miami, Fla.
10. Rape Crisis Team/Humans Against Rape & Molestation (HARM)  
Denver, Colorado
11. Anti-Rape Unit  
Witness Support  
Milwaukee, Wisconsin
12. Rape & Sexual Assault Center  
Neighborhood Involvement Center  
Minneapolis, Minnesota
13. Chicago Women Against Rape (CWAR)  
Chicago, Illinois

14. Rape Response Victim Assistance Program  
Birmingham, Alabama
15. Sex Crimes Division  
State Attorney's Office  
Valusia County  
DeLand, Fla.
16. The Rape Counseling Center  
Detroit, Michigan.
17. Polk County Rape Sexual Assault Care Center  
Des Moines, Iowa
18. York Street Center Few Victims of Crime and Family Disturbance  
Denver, Colorado

APPENDIX VIII

NO. OF SEXUAL ASSAULTS  
ON A MONTH BY MONTH BASIS  
IN 1977

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33

JANUARY	***** (18) ---- (4)	(22)
FEBRUARY	***** (26) ----- (7)	(33)
MARCH	***** (21) -- (2)	(23)
APRIL	***** (17) ----- (9)	(26)
MAY	***** (16) ---- (4)	(20)
JUNE	***** (9) -- (2)	(11)
JULY	***** (15) ---- (4)	(19)
AUGUST	***** (13) -- (2)	(15)
SEPTEMBER	***** (11) ----- (6)	(17)
OCTOBER	***** (15) - (1)	(16)
NOVEMBER	***** (11) ---- (4)	(15)
DECEMBER	***** (7) _____ (7)	

<u>INDEX:</u>	
*****	Sexual Batteries
-----	Lewd and Lascivious Acts
_____	Totals for Month

Unknown - 3  
Ongoing/not applicable - 26

APPENDIX IX

LENGTH OF TIME CASE IS SERVICED  
BY THE SEXUAL ASSAULT ASSISTANCE PROGRAM  
IN 1977

1 MONTH .....	3
2 MONTHS.....	29
3 MONTHS.....	24
4 MONTHS.....	32
5 MONTHS.....	26
6 MONTHS.....	16
7 MONTHS.....	17
8 MONTHS .....	32
9 MONTHS.....	10
10 MONTHS.....	15
11 MONTHS.....	6
12 MONTHS .....	7
OVER 12 MONTHS .....	3

AVERAGE TIME PER CASE = 6.6 MONTHS

APPENDIX X

1977

RELATIONSHIP - TOTAL STRANGER

Category 86 - Card No. 1

QUARTER	NO. OF CASES	CLEARED BY POLICE DEPARTMENT	NO ARREST	FALSE REPORT	FILED BY STATE ATTORNEY	NOT FILED BY STATE ATTORNEY	PLEA NEGOTIATED	TRIAL/ GUILTY	TRIAL/ GUILTY OF LESSER	TRIAL/ NOT GUILTY	OTHER
1	14	6	7	0	6	0	4	2			
2	16	5	8	1	5	0	5				1- Victim does not remember assault
3	11	3	5	3	3		1	1		1	
4	<u>21</u>	<u>8</u>	<u>12</u>	<u>0</u>	<u>8</u>	-	<u>2</u>	<u>5</u>		<u>1</u>	1- Victim unwilling to prosecute
TOTALS	63	22	32	4	22	0	12	8		2	

1977

RELATIONSHIP - FRIEND/SOCIAL ACQUAINTANCE

Category 80 - Card No. 1

QUARTER	NO. OF CASES	CLEARED BY POLICE DEPARTMENT	NO ARREST	FALSE REPORT	FILED BY STATE ATTORNEY	NOT FILED BY STATE ATTORNEY	PLEA NEGOTIATED	TRIAL/ GUILTY	TRIAL/ GUILTY OF LESSER	TRIAL/ NOT GUILTY	OTHER
1	9	5	0	1	1	2		1			1 Victim disappeared 1 Victim unwilling to prosecute
2	13	4	0	9	4		3	1			
3	6	2		4	2						2- Capias outstanding
4	<u>10</u>	<u>7</u>	-	<u>3</u>	<u>6</u>	<u>1</u>	<u>1</u>	-	-	<u>3</u>	1 Victim declared incompetent by Judge 1 Nolle Prose
TOTALS	38	18	0	17	13	3	4	2	0	3	

1977

RELATIONSHIP - DATE

Category 78 - Card No. 1

QUARTER	NO. OF CASES	CLEARED BY POLICE DEPARTMENT	NO ARREST	FALSE REPORT	FILED BY STATE ATTORNEY	NOT FILED BY STATE ATTORNEY	PLEA NEGOTIATED	TRIAL/ GUILTY	TRIAL/ GUILTY OF LESSER	TRIAL/ NOT GUILTY	OTHER
1	3	2		1	1	1	1	1			
2	1			1							
3	2	2			1	1	1				
4	<u>2</u>	-		<u>2</u>	-	-	-				
TOTAL	8	4		4	2	2	2				

1977

RELATIONSHIP - HITCHHIKER

Category 79 - Card No. 1

QUARTER	NO. OF CASES	CLEARED BY POLICE DEPARTMENT	NO ARREST	FALSE REPORT	FILED BY STATE ATTORNEY	NOT FILED BY STATE ATTORNEY	PLEA NEGOTIATED	TRIAL/ GUILTY	TRIAL/ GUILTY OF LESSER	TRIAL/ NOT GUILTY	OTHER
1	0										
2	2	1	1		1		1				
3	4	2		2	1	1					1 Capias Outstanding
4	0	-	-	-	-	-	-	-	-	-	-
TOTALS	6	3	1	2	2	1	1				1

SUMMARY - 1977

RELATIONSHIP - BLACK VICTIM/BLACK ASSAILANT

NO. OF BLACK VICTIMS	POLICE DEPARTMENT REPORTED TO											CLEARED	NO. ASSAIL.	FALSE	NOT FILED BY STATE ATTORNEY	FILED BY STATE ATTORNEY	NEG. PLEA	TRIAL GUILTY	TRIAL NOT GUILTY	NOLLE PROSS	OTHER
	PB. S.O.	W.P.B.	L.W.	D.R.	B.B.	D.B.	B.G.	R.B.	S.A.	JUP.											
32	6													6							
		6										6			1	5	2	1	1	1... Victim Declared Incompetent	
			2									1			1					2-Victims unwilling to prosecute	
				0																	
					6							4		2	1	3	1		1	1	
						2						1		1		1	1				
							3					1		2		1				1	
								4				3		1	1	1				1... 1-Victim unwilling to prosecute	
									1					1							
										2			1	1	1						
TOTALS												16	1	14	5	11	4	1	2	4	

SUMMARY 1977

RELATIONSHIP - WHITE VICTIM/BLACK ASSAILANT

NO. OF VICTIMS	POLICE DEPARTMENT REPORTED TO									CLEARED	NO ASSAIL.	FALSE	FILED BY STATE ATTORNEY	NOT FILED BY STATE ATTORNEY	PLEA NEG.	TRIAL GUILTY	TRIAL NOT GUILTY	NOLLE PROSSE	OTHER
	P.B. S.O.	W.P.B.	L.W.	B.R.	B.B.	D.B.	B.G.	P.B.	PALM SPRINGS										
32	7									5	1	1	2	3	1				1 Capias Outstanding
		12								6	4	2	6		4				2 Capias Outstanding
				4						4			4		1	1	1		1 Convicted in another Sexual Battery Case
					1					1			1				1		
						5				2		3	2			1			1 Convicted in another Sexual Battery Case
							1				1								
								1		1			1						Committed as Insane prior to trial
									1		1								
TOTALS										19	7	6	16	3	6	2	1	1	

SUMMARY - 1977

RELATIONSHIP - WHITE VICTIM/WHITE ASSAILANT

NO. OF VICTIMS	POLICE DEPARTMENT REPORTED TO										NO. ASSAIL. FALSE	FILED BY STATE ATTORNEY	NOT FILED BY STATE ATTORNEY	PLEA NEG.	TRIAL GUILTY	TRIAL NOT GUILTY	NOLLE PROSS	OTHER		
	P.B. S.O.	W.P.B.	L.W.	B.R.	B.B.	D.B.	B.G.	S.A.	L.P.	PALM BEACH GARD. CLEARED										
99	55										24	16	11	16	4	9	1	1	4	2-Victims unwilling to prosecute 1-voluntary counseling - No legal action 1-insanity commitment 1-victim incompetent
		7									6	1	0	4	2	3			1	
			14								10	2	1	8	5	7			1	1-victim unwilling to prosecute
				4							1	3		1		1				
					7						2	3	2	2		2				
						4					1	2	1		1					
							3					2	1							
								2							2					
									1		1			1		1				
										1	1			1		1				
TOTALS											47	29	16	33	14	24	1	1	6	No disposition Case inactive

**END**