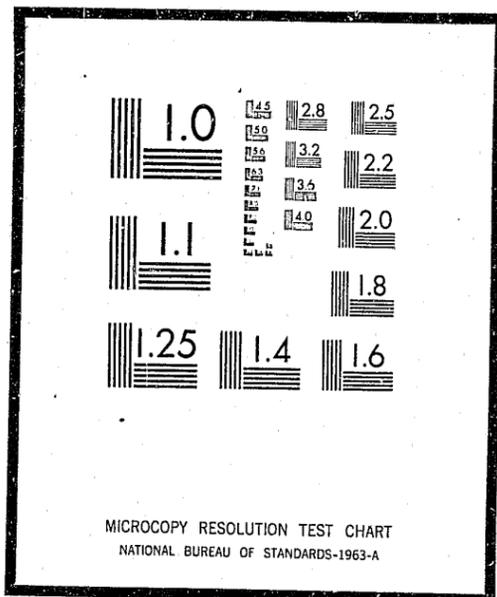


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
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9/24/75

SPECIAL REPORT ON COUNTY CRIMINAL JUSTICE PROGRAMS:

Department of Corrections
Public Defender Office
Intake Diagnosis
Community Corrections
Information System

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by
The National Association of Counties
Criminal Justice Project

February, 1974
Washington, D.C.

SPECIAL REPORT ON COUNTY

CRIMINAL JUSTICE PROGRAMS:-

Department of Corrections
Public Defender Office
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Information System

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by

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INTRODUCTION

The National Association of Counties (NACo) Criminal Justice staff has examined and analyzed a wide assortment of criminal justice programs at the county level throughout the country. As a result of this analysis, we have been able to identify a number of principles and concepts which appear to be of major importance in the drive for criminal justice reform. In this special report, we attempt to spotlight four major concepts and to demonstrate how they operate in practice: a centralized department of corrections and rehabilitation, the office of public defender, intake diagnosis and community correction, and a countywide police information system.

Historically, counties have had major fiscal responsibility for many local criminal justice agencies, especially sheriffs' departments, courts, prosecution, indigent defense, and juvenile corrections. Yet agencies such as the sheriff, the prosecutor, and the courts are highly independent of general county government because of the elective character of the offices and state statutory or constitutional provisions which strictly define their functions. As a result, coordination and planning for the entire criminal justice system has been inhibited.

This isolation has begun to break down in a number of ways. One of the most important developments that have been identified is the increased role of county government in criminal justice functions. The criminal justice planning system spawned by the Omnibus Crime Control and Safe Streets Act of 1968 has served to stimulate local government participation in planning and coordination. The 1973 amendments to the act undoubtedly will

further accelerate this trend by encouraging the appointment of executive and legislative officials of general purpose local government to sub-state regional planning boards. In addition, a growing number of large urban counties are employing criminal justice planners to provide program planning and coordination to county government.

Another significant development has been the creation of agencies directly responsible to county government for carrying out criminal justice functions. There are currently 54 county police departments, with a number of the larger counties providing data processing, communications, record keeping, and other central services. The King County, Washington, case study examines one aspect of this movement, a county department of corrections. Its director is a professional administrator responsible to the county executive. In the Onondaga County, New York, case study we have examined the county's use of its general data processing capacity and expertise to computerize criminal justice information. In Santa Clara County, California, the establishment of a public defender's office under the county administrative officer directly involves county government in providing indigent defense. As the case study indicates, this office not only provides an important coordinating point for system planning, but also provides better service at lower cost than can court appointed counsel.

Another important factor that will result in increased involvement in criminal justice activities is the rapid expansion of county responsibilities in the whole area of human services. As a result, counties now have the capacity to bring about change through the provision of a comprehensive range of services to the criminal justice system. For example, three quarters of America's counties now administer public health and medical assistance programs, and 60 percent administer mental health programs.

Well over half have responsibilities in education, while almost 80 percent have public welfare program responsibilities. In addition, counties receive over 40 percent of the General Revenue Sharing funds earmarked for local government. With the new Comprehensive Employment and Training Act of 1973, 275 counties of over 100,000 population have been designated prime sponsors with the authority to plan, to coordinate, and to fund manpower programs. These programs contain a resource base of information and expertise unavailable within the criminal justice system.

One very significant result of expanded county involvement in human services has been the development of diagnostic and diversion services. While the concept of diagnostic services is not new, its application to local corrections (particularly adult) is a relatively recent phenomenon. In most jurisdictions throughout the country, comprehensive diagnostic services for those in the adult correctional system is virtually non-existent. As a result, little is known about thousands of convicted criminals on probation, and even less is known about the four or five million individuals who pass through local jails each year.

The intake or diagnostic center, as demonstrated by the Baton Rouge and Kane County examples, is a unique concept in corrections reform. It brings together diagnostic and service components from governmental, private, and volunteer organizations to provide information and program alternatives for the criminal justice decision-maker. The wide range of information obtained from the health, mental, social-environmental, vocational, educational, and other human resources of the community provides a basis for diverting people from the criminal justice system as well as for determining eligibility for release on recognizance, conditions or incarceration, and sentencing alternatives.

In Baton Rouge, a community corrections and rehabilitation center provides comprehensive diagnostic services to courts and local prosecutors in the 11 parish area. The in-depth reports on each individual contain interpretations of the results of assessments of intelligence, academic achievement, vocational interest, and personality; indicate the person's strengths and needs; and suggest the most appropriate rehabilitation program.

In Kane County, Illinois, the focus again is on evaluation and diagnosis for arrestees when they first enter the criminal justice system, the time when the potential for rehabilitation is greatest. There, also, each offender undergoes a complete evaluation, from which recommendations for sentencing are made. Options range from referral to community mental health agencies, to family therapy, to probation, to youth home detention, to commitment to the state department of corrections. When properly gathered and assembled, aggregate data derived from the Center can also help to identify social problems which are not being met in the community. It can become, therefore, a crucial planning resource.

Another significant development that has been identified is the use of multicounty arrangements for a variety of criminal justice problems. These arrangements are needed in many areas for two reasons: insufficient population limits the amount of financial support required for complex human resource programs and there are generally not enough cases to justify a single county approach. The Minnesota Community Corrections Act, outlined in the Appendix of this report, is one method of forming such multicounty arrangements. The state, through this act, will subsidize the development of community corrections programs in counties or groups of counties with over 30,000 population. Since many Minnesota counties do

not have this level of population, there is a clear incentive for them to form multicounty arrangements.

Another, less formal, method is the fee-for-service approach as demonstrated by the Baton Rouge example. There, fees are charged to the 11 surrounding rural parishes for services rendered at the Center. A major advantage of the fee-for-service approach is that it reduces to a minimum the political obstacles which might accompany such an undertaking.

Still another popular example of the fee-for-service approach is the per diem system contemplated in Minnehaha County, South Dakota, which will encourage multicounty use of the correctional component of their \$4 million public safety center, now under construction. A resolution adopted by the county board offering use of this sophisticated facility to outlying counties can be found in the Appendix. Preliminary schematics of the facility have also been included.

The Onondaga County Law Enforcement Information System also contemplates a multicounty service area. However, the system will be based on formal contractual arrangements because of the requirement that each county buy or rent terminals to access the computer.

This report includes only a few examples of innovative projects that are being undertaken by county government. For further information on these and other programs, please contact NACo's Criminal Justice Project.

EAST BATON ROUGE PARISH, LOUISIANA

Size (sq. miles)	459
Population (1970 Census)	285,167
Large Cities (over 250,000) (Baton Rouge: 165,983)	None
Form of Government	Council-Elected Executive
Number of Jurisdictions within Parish	1 town 2 cities

Agencies with County-
wide Jurisdiction

Police

Sheriff (elected)

Agencies with Sub-
county Jurisdiction

1 town police dept.
2 city police depts.

Corrections

Sheriff

None

East Baton Rouge Prison
Baton Rouge lock-up
State Dept. of Corrections
Louisiana Training Institute
(juveniles)
East Baton Rouge Family Court
Detention Facility for Juveniles
Community Correction and Research Center

Courts

District Court
Family Court

2 city courts

Probation

State Dept. of Corrections
Adult Probation and Parole
State Dept. of Public Welfare
Juvenile Probation
Family Court Probation

1 city probation office

Prosecution

District Attorney

2 city prosecutors

Indigent Defense

Office of the Public Defender

None

THE EAST BATON ROUGE PARISH COMMUNITY

CORRECTION AND RESEARCH CENTER

Traditional corrections institutions continue to produce an incredibly high percentage of releasees who return to crime. Inability to correct offenders has been documented by both the President's Commission on Law Enforcement and the Administration of Justice and the National Advisory Commission on Criminal Justice Standards and Goals. This failure either to reform criminals or to deter their continued anti-social behavior has caused a number of local governments to take a new look at the community's role in the corrections process. As a result, a number of innovative programs have been developed which deal with each offender as an individual and draw upon the community resources to provide service and assistance to him.

East Baton Rouge Parish, like other communities, was faced with a cycle that led individuals through repeated crime and incarceration at a considerable waste in time, talent, and money. It was clear that incarceration in the state corrections system only furthered the individual's degradation, increased his knowledge of criminal ways, and ensured a high rate of return.

With these concerns in mind, the present executive director of the Community Correction and Research Center (CCRC) approached the mayor-president of Baton Rouge-East Baton Rouge Parish for approval to develop a community-based correctional facility. In June 1970, following endorsement of the plan by the city-parish government, the independent, nonprofit

Community Correction and Research Center was established. The city-parish government's initial commitment was to seek an LEAA grant to fund the Center's operation, to provide a building in which to house the Center at a rental fee of one dollar per year, and to provide \$6,000 in cash match to obtain a one-year \$30,000 grant from the Louisiana Department of Education, Division of Vocational Rehabilitation. In January 1971, six months later, the CCRC began accepting clients.

Programs

Young Adult Offender Program (YAO)

This program which deals with the young adult felony offender for a 90-120 day period is designed to foster in him the development of desirable attitudes and behavior. The individual is required to establish reasonable goals for himself and, with the help of the Center staff and the community, is assisted in achieving these goals.

Since the program operates on the basis of a commitment by the individual, the initial phases of the program are crucial. The first step after entry into the program is an interview, at which an attempt is made not only to judge the prospective client but also to convey to him the program's objectives, philosophy, and conditions for admission and continued residence. Within the first few days at the Center, the referee takes the second step, in which he must formally commit himself to the stated conditions for residency.

After formal commitment has been made, the new resident begins to meet with the YAO Orientation Committee, a group composed of two or more staff members and two or more residents who have completed the probationary period of residence. This Committee provides a means to develop

close rapport between staff, residents, and new arrivals; introduces the new resident to the YAO rules and regulations; and helps project to him the attitude of the Center. The Committee also helps to orient the newcomer to the YAO merit system, which is designed to encourage progress in the areas of attitude, school or work, and appearance. The merit system employs in-center privileges and increased permission to use out-of-center facilities to reward improvement or progress toward stated goals.

Following his acceptance into the program, the resident is referred to the Vocational Rehabilitation Specialist, where he is informed of his eligibility for vocational rehabilitation assistance and given further details on the program. In addition, he is given a medical form for securing a required physical examination.

For the remainder of his first week at the Center, the resident participates in scheduled activities. These include: group counseling, rap sessions, vocational educational counseling, supervised physical recreation, out-of-center recreation, and work assignments performed between the hours of 8:00 A.M. and 3:30 P.M. During this time, the new resident is closely observed by fellow residents and staff members alike so that it can be determined at the conclusion of his first week whether he is genuinely committed to the YAO Program. Throughout his stay, the resident continues to engage in impromptu rap sessions with program directors, the coordinator of evening activities, and other staff members on such topics as adjustment to new environment, responsibilities and restrictions, attitude and behavior, and personal problems.

During the second week, the resident comes before the Education and

Vocational Committee, who explore his background, his aspirations, and his plans for the future. This Committee encourages the resident to discuss these plans with the Employment and Education Specialist also, so that a means to achieving his goals can be developed. The Orientation Committee then reconvenes to consider the resident's progress based on the recommendations and feedback from all areas of the CCRC. Throughout his residence, emphasis is placed on the continuation of education and/or the acquisition of a job. Thus, the Center offers a variety of both education and vocational rehabilitation programs to all residents.

As of September 15, 1973, a total of 158 individuals had entered the YAO Program, which can accept a maximum of 20 residents at one time. Of the 108 who had completed the program and been released six months or more before that date, all were employed or in school before leaving the Center. In addition, this group had earned over \$200,000 during their residence and follow-up periods. Most significantly, only 13 percent of this group have been subsequently involved in new criminal activity.

Another benefit is that, given the relatively short length of the program, the cost per client is less than it would be if the individual were sent to a state prison. Even though the cost per client per day is higher at the CCRC, the much shorter period of residency results in an overall savings.

COST COMPARISON BETWEEN ANGOLA INMATES AND CCRC CLIENTS

(17-24)*

GROUP	DAILY COST PER CLIENT	AVERAGE LENGTH OF STAY (Days)	TOTAL COST PER CLIENT	NUMBER OF CLIENTS	TOTAL COST
Angola State Prison	\$ 6.45	474.5	\$3,060.53	80**	\$256,230.40
CCRC	17.14	95	1,628.30	80	130,264.00

*Statistics for Angola were derived from data contained in the 1971-1972 Annual Report of the Louisiana Department of Corrections.

**Figures used for comparison purposes

Work Release Program (WR)

This program serves federal, state, and local offenders between the ages of 17 and 40 who reside within the 10 county CCRC service area. Full use is made of the Center's diagnostic, recreational, vocational, academic, and counseling services during their 90-180 day residence periods.

The program combines a supervised living environment with intensive job counseling and placement activities. Residents are placed in occupations commensurate with personal maturity and previous training and experience as soon as possible after entry, usually within a week of their arrival.

Since these residents tend to be older and to have more work experi-

ence, their residency program is somewhat less structured than that of the YAOs. However, all services available through the Center, either during residence or afterward, are available to the WRs also.

The Work Release Program, which began operation in October 1971, also has a maximum capacity of 20. As of September 15, 1973, 101 clients had been enrolled in the program. Their successful completion rate is higher than that in any other program in Louisiana. Also, from October 1, 1971 to September 15, 1973, WR clients residing in the Center earned over \$70,000.

LOUISIANA STATE WORK RELEASE PROGRAM

71-72*

Work Release Facility	Total Clients	Total Revoked	Percent Revoked
Beauregard	78	17	21.0
Jackson Barracks	159	43	27.1
L.C.I.S.	70	18	25.7
Monroe	33	7	21.2
Combined	340	85	25.0
CCRC**	41	7	17.1

*Figures for the four state institutions were obtained from the Louisiana Department of Corrections.

**CCRC figures reflect the period from October 1, 1971, to November 7, 1972.

Services

Education

The Education Specialist seeks to provide meaningful learning situations for all residents in the YAO and WR Programs who wish to update their education or to acquire training in a skill. Thus, as a community-based program, the CCRC utilizes all the academic and vocational-technical training programs in Baton Rouge as well as those in the other 10 parishes that make up the area served by the CCRC. In addition, the Education Specialist has developed four in-center programs.

In the Baton Rouge area, CCRC makes use of the adult learning centers (ALC), public day schools and night classes, the Capital Area Vocational School, and the Baton Rouge Vocational-Technical School.

The ALC is operated by the Adult Education Division of the East Baton Rouge School Board. Generally, residents who are working outside the CCRC study at the ALC for two hours a night, two or three nights a week. If a resident has some immediate academic goals and is not yet working outside the CCRC, an arrangement is made for him to study at the ALC during the day.

In addition to the ALC, the East Baton Rouge School Board allows the CCRC residents to attend standard high school classes twice a week at several of the area high schools. If a resident already has some familiarity with this program or if the location of the school he would attend is such that he can continue his attendance after he leaves the CCRC, he is placed in this program. One of the disadvantages is that these classes are suspended over summer vacation, while the ALC continues throughout the year.

The main advantage is the convenience of locations sprinkled throughout the city. The ALC is not easily reached except by car.

Among the in-center educational programs are Orientation to the World of Work; tutoring; Decision Making and Human Potential Seminars; and For Your Information (FYI), a program which provides information to the residents about agencies, resources, and services offered in the Baton Rouge area. Participants in the program include representatives of such organizations as: Louisiana State University, Southern University, Louisiana State Police, Vocational Rehabilitation Division of the Louisiana Department of Education, Social Security Administration, Louisiana Civil Service Department, the Baton Rouge Legal Aid Society, Public Defender Office, Public Health Unit, Mental Health Center, Family Counseling Service, and local business and industry.

One of the foremost objectives for most of the residents is that of developing job stability. Thus, one of the important educational features that has been initiated is a group discussion session moderated by the Vocational Rehabilitation Counselor which meets weekly to discuss various aspects of the world of work. In these discussions, residents are encouraged to discuss specific problems they may be facing in a particular job situation.

In-center tutoring is used for unusual cases such as those at extreme ends of the educational spectrum. The Laubach method of teaching adult illiterates is employed for those residents who have extremely limited reading skills. "Mini-great books" courses have been put together for those residents who have completed their high school work and are planning to attend college in the near future.

Employment

The Employment Program is a key element of the CCRC, since the resident's financial and social independence in the community will depend upon his personal income after release. Thus, the Employment Specialist seeks to procure satisfactory employment situations for all residents in the YAO and WR Programs.

He begins by interviewing each resident in the Young Adult Offender and Work Release Programs upon arrival to determine what training and work experience each has as well as what job aspirations each holds. For the most part, the WR residents are placed in a job situation commensurate with their capabilities and background within the first week of their residency. The younger, less experienced YAO residents are first put into a work situation in the Center, unless they had come to the CCRC with an established job. During this first working stage of the program, the resident also attends a series of discussions conducted by the Vocational Rehabilitation Specialist on getting and keeping a job. After a resident has satisfactorily completed this phase, he is then eligible to seek short-term employment outside the Center.

At this point, the Employment Specialist begins to look for a permanent job situation for the resident. To facilitate placement, he works with local civic groups, churches, clubs, business and industry, labor unions, Louisiana Employment Security Commission, Civil Service Department, and the armed forces. Contact with these groups provides two advantages. First, it is a method of presenting the purposes, philosophy

and goals of the CCRC to various representatives of the community who will, in turn, make other citizens aware of the program. (A number of these contacts, of course, may be prospective employers.) Second, through these contacts, the Employment Specialist is kept aware of what areas are opening up, where slow-downs are being encountered, and where there is no market at all.

In seeking prospective employers, the Employment Specialist must keep in mind both the capabilities of the resident in question and the requirement of the plant foreman or work supervisor. Therefore, to know what is required on a particular job site, the Employment Specialist interviews the employer, explaining the purpose of the CCRC and giving the employer an idea of the resident's capabilities.

During this phase, the Employment Specialist reinforces what the resident has learned in the Center. He reminds the resident of the proper way to fill out employment forms, how to conduct himself on an interview, particular job responsibilities, and specific job rules and regulations. He gives each resident the responsibilities of making transportation arrangements with Center Operations and calling the employer when ill or unable to be at work on time. He also counsels employees who are having any kind of difficulty in adjusting to an outside employment situation.

At the time each resident in the YAO Program leaves the Center, a summary of his employment achievements as well as goals reached while at the Center are sent to the court to be used as recommendations toward probation release when the case is reviewed.

Follow-Up Program

Given the short duration of the residence program, many support services must be continued after an individual's release from the Center. Thus, when a resident leaves the CCRC, he will enter the Follow-Up Program. This phase lasts approximately nine months, terminating one year from the resident's date of entry into the YAO program.

The Follow-Up Counselor, who acted as a coordinator between the Center's various programs and services and between residents and staff before the individual's release, continues to serve in this capacity throughout the follow-up period. Contacts are made with the individual a minimum of once a month, but may take place as often as once a week. During the nine-month period, the Follow-Up Counselor helps the former resident to maintain or to implement his plans, works with his probation officer, and provides the individual with counseling or referral to the appropriate CCRC staff member or community agency. The Employment Specialist also continues to provide vocational counseling and placement assistance to the former resident.

Diagnostic Evaluation and Intake Program

This program provides a readily available diagnostic service to the criminal justice agencies of East Baton Rouge Parish and, on a fee basis, to the surrounding rural parishes.

The program's psychological evaluations of juvenile and adult offenders (ages 12 years and older) include assessments of intelligence, academic achievement, vocational/avocational interest, and personality.

These are based on interviews with the subject and the results of a battery of standardized tests and inventories. The reports also contain evaluations of the offender's strengths, needs, and potential for rehabilitation as well as recommendations by which his rehabilitative potential may be best realized.

Up to this point, the Diagnostic Evaluation Program has been used more often by courts as an aid in determining the most appropriate and equitable sentence for the convicted offender than by any other agency. However, probation and correctional officers also have used the program in determining appropriate casework services for clients who are on probation or parole. Recently, program administrators have negotiated with the East Baton Rouge Parish District Attorney's Office to extend the Center's diagnostic and intake services to pre-trial clients for the purpose of formulating diversion plans. A similar plan is being considered by the U. S. Attorney's office of Middle District, Louisiana.

In addition to providing diagnostic information and recommendations for the court and its officers, the program also provides an intake service through which offenders who seem best suited for alternatives to institutional placement are referred to other community agencies, including the CCRC.

A byproduct of the diagnostic evaluation and intake services provided by the CCRC is the awareness it helps to generate in comprehensive program planners of the need for additional resources for community rehabilitation of offenders. For example, increased awareness of the community's need for drug abuse programs recently stimulated community mental health planners to solicit the CCRC's help in formulating a compre-

hensive drug offender program. If the proposal is approved and financed under an NIMH grant, the CCRC's role will be to sponsor a 30 patient methadone rehabilitation program, a 30 patient drug-free therapeutic community residential program, and a 30 patient drug-free out-patient and day-care program for drug offenders. The Diagnostic Evaluation and Intake Program will assist in the screening of individuals for placement in the appropriate unit of the overall drug program as well as provide diagnostic information that will be useful in establishing treatment goals.

Research and Program Monitoring

The final component of the Community Corrections and Research Center is the Research Program, which is designed to provide information on the offender population and to evaluate the success of the other Center programs. Through the use of tests and psychological profiles, the Center's Research component has been able to identify individuals who are prone to deviant behavior or who pose a risk to the community. These individuals are then refused client status and are dealt with through means more appropriate to their problems. As a result, those who need minimal control and who can benefit from an individually planned program are admitted.

The Research Program also is used to test the effectiveness of various techniques used in the Center. For example, the results of a test made to compare the effectiveness of group counseling techniques and individual counseling has been of importance since the group technique is substantially cheaper than the individual approach. The test indicated no significant difference in the effectiveness of the two techniques and, as a re-

sult, the more inexpensive group technique was adopted.

The Follow-Up Program will provide even more definitive information as to what profile types have difficulty adjusting to the community after having completed the residential programs. Various other profile norms being developed for comparison purposes will include such groups as recidivists in state penal institutions, multiple offenders not yet committed, school dropouts who have not been convicted of any felony offense, and a normal or non-school dropout population. In addition to profile typing, the Research element is evaluating more sophisticated long-term evaluational strategies for released criminal offenders, small group dynamics and group counseling methods among criminal offenders, therapeutic strategies appropriate to offenders with a wide range of backgrounds and experiences, and environmental living conditions that are most conducive to the overall rehabilitation process.

Funding

The Community Correction and Research Center was launched through a three-year grant from the Law Enforcement Assistance Administration. Beginning in 1973, East Baton Rouge Parish began to provide substantial assistance through a \$40,000 appropriation and \$25,000 through the Emergency Employment Act. In 1974, this figure will increase to \$115,000, approximately one-third of the total CCRC budget.

A second important source of funding began in July 1973 at the end of the LEAA grant. A fee is now paid by the Louisiana Department of Vocational Rehabilitation for each client who can be categorized as in need of vocational rehabilitation. Since approximately three-quarters

of the Center's residents can be so classified, these costs are absorbed by the state through payment for maintenance, work evaluation, and in-center training. This resource, along with contracts with the U. S. Bureau of Prisons, provides another two-thirds of the Center's budget.

Finally, the Center receives payment for diagnostic and evaluation services on a fee basis.

FEE SCHEDULE

Urinalysis	\$ 3.00
Diagnostic Evaluation (Proposed)	75.00
Vocational Rehabilitation Diagnosis	50.00
Residency Fee (Vocational Rehabilitation Clients)	
Treatment	220.00/mo.
Maintenance	125.00/mo.
Bureau of Prisons (Work Release)	13.00/day

As a result of these various resources, the Center has been able to operate without further LEAA funding. By relying on effective programs, both costs as well as repeated incarcerations have been reduced.

COMMUNITY RESOURCES EMPLOYED
BY THE COMMUNITY CORRECTION
AND RESEARCH CENTER

- Louisiana State University
 - Computer Center
 - Education
 - Special Education
 - Guidance and Counseling
 - Environmental Design
 - Clinical Law Program
 - Psychiatry and Biobehavioral Sciences
 - Psychology
 - Social Welfare
- Mississippi State University
 - Sociology
 - Criminology
- Notre Dame Seminary
- Southern University
 - Psychology
 - Recreation
 - Social Welfare
- Louisiana Commission on Law Enforcement and Administration of Criminal Justice
 - Capital District Law Enforcement Planning Council
- Louisiana Department of Corrections
 - Headquarters and Administrative Staff
 - Probation and Parole
- Louisiana Department of Education
 - Division of Vocational Rehabilitation

- Louisiana Department of Employment Security
- Louisiana Health and Social and Rehabilitative Services
 - Baton Rouge Mental Health Center
 - Earl K. Long Hospital
- East Baton Rouge City-Parish Government
 - Mayor-President and City Council
 - City Court Judges
 - City Court Probation
 - Federal Aid Coordinator
 - Finance
 - Mayor's Council on Youth Opportunity
 - Parish Attorney
 - Parish Clerk
 - Police
 - Public Works
- Community Volunteers
 - For Your Information (FYI)
 - Junior League
 - Angel Flight (LSU)
 - Circle K Club (LSU)
 - University High Key Club
 - Community Volunteer Bureau
 - Individual Participants
- Louisiana Courts
 - 18th, 19th, 20th, 21st, and 23rd Judicial District Courts
 - U. S. District Court, Middle District of Louisiana
 - Family Court of East Baton Rouge Parish
 - City Courts in Parishes served
- U. S. Bureau of Prisons
- U. S. Probation Office, Middle District of Louisiana
- Association of Interior Decorators of Baton Rouge

KING COUNTY, WASHINGTON

Size (sq. miles)	2,131
Population (1970 Census)	1,156,633
Large Cities (over 250,000)	Seattle 530,831
County Population Excluding Large Cities	625,802
Form of Government	Council-Elected Executive
Number of Jurisdictions within County	30 cities
<hr/>	
<u>Agencies with County-wide Jurisdiction</u>	<u>Agencies with Sub-county Jurisdiction</u>
<u>Police</u>	
County Public Safety Dept.* (appointed director) (contracts with 3 cities)	27 city police depts.
<u>Detention</u>	
	(Proposed Consolidation)
County Dept. of Rehab. Book felony suspects from 29 jurisdictions and misdemeanor suspects from 13 juris.	1 Seattle jail 14 city jails and lock-ups
<u>Courts</u>	
Superior Court (28 judges)	1 municipal court (Seattle) 22 district just. courts
<u>Probation</u>	
	(Proposed Consolidation)
County Dept. of Rehab. Services State Probation Service	municipal court probation (Seattle)
<u>Prosecution</u>	
County Office of Prosecuting Atty.	Seattle Prosecuting Atty.
<u>Indigent Defense</u>	
County Office of Public Defense	Seattle Public Defender Ofc.

*County police patrol only unincorporated areas and the three contract cities.

THE KING COUNTY DEPARTMENT OF
REHABILITATIVE SERVICES

Changes in criminal justice policies and procedures often require changes in the structure of local government agencies. Although much can be done to increase the effectiveness of crime prevention and control efforts without tinkering with the organization of local government agencies, some reorganization is necessary to give effective programs long-range funding and legal stature within local units of government.

Regional planning bodies, criminal justice coordinating councils, citizens groups, and non-profit private agencies have been formed in many localities to promote new criminal justice programs. Too often, however, innovative programs are operated by autonomous organizations or units that rely on short-term grants and fail to gain the support of the general local government budgeting, administrative and policy-making structure.

King County, Washington, is one local jurisdiction that is considering several major structural changes in its corrections system. The county and the city of Seattle have proposed a consolidation of corrections functions under a new county Department of Rehabilitative Services which will centralize and expand judicial and corrections related services. Long-range plans for the Department include consolidation of city, county and certain state probation services.

King County Governmental Structure

The King County Department of Rehabilitative Services has evolved from several county government reorganizations. Under the original commission form of government, which dates back to 1859 when the State of Washington was still a territory, three county commissioners held both executive and legislative powers.

The state constitution provided for a county prosecuting attorney and the state legislature established the following offices, boards and commissions:

- County Clerk
- County Auditor
- County Sheriff
- County Treasurer
- County Coroner
- County Assessor
- Park Board
- Planning Commission
- Three Road Districts

Courts

As in all states, the courts serve as a constitutional check and balance upon the legislative and executive agencies. Judges are elected on a non-partisan ballot by judicial district to serve in Superior Court, which has unlimited jurisdiction in all criminal cases (King County is a judicial district). The lower courts of limited jurisdiction, justice courts, were reorganized by the Justice Court Act of 1961. Under that act, most counties in the state, including King County, have eliminated the fee-paid justice of the peace system in favor of a county-wide district court system. District judges are elected during the state general election. Cities of 50,000 population and over may also operate a municipal court, which has jurisdiction over city ordinance violations.

Cities of 500,000 and over are required to establish a municipal court.

Home Rule

In 1968, the residents of King County elected a board of freeholders to draft a home rule charter.⁽¹⁾ The charter, adopted by referendum the same year, established a council-elected executive form of government.⁽²⁾ It gave legislative authority to a county council of nine members, who were elected by district, and it vested executive authority in a county executive, who was given responsibility for a number of departments and administrative offices. The elected officers were reduced to the following:

- County Executive
- Nine County Councilmen
- County Assessor
- County Prosecuting Attorney

Thus, the autonomous boards and commissions were abolished in favor of a centralized administration (see Chart I).

(1)

Home rule is authority granted to counties by a state which enables counties to adopt optional forms of government, broader functional authority, and/or greater financial capability. In the 28 states which permit adoption of at least one of the three components of home rule, there are currently 61 counties with home rule charters. Source: National Association of Counties tabulation

(2)

Out of 61 charter counties, 36 have chosen the Council-Elected Executive form of government; 22 have chosen the Council-Administrator form; and three have chosen to maintain the Commission form. Source: Ibid.

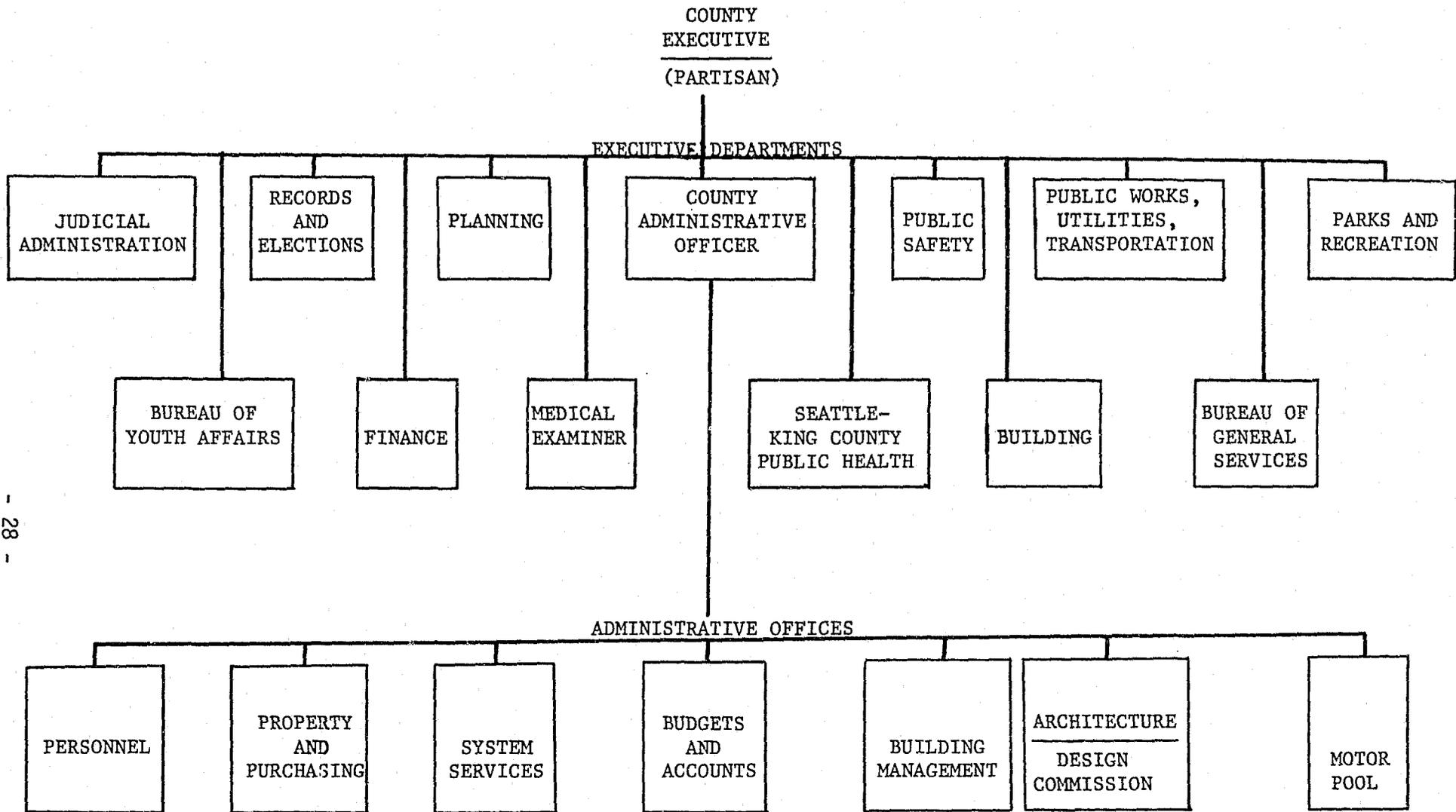


CHART I

The home rule charter provided for further reorganizations by legislative action rather than by referendum. In 1972, a reorganization plan adopted by the county council consolidated 13 departments and seven administrative offices into six major departments (see Chart II). This change was proposed by the county executive to provide a better framework for planning, communication, and control by the council and the executive and to enable the county government to respond more effectively to public concerns.

Program Planning and Budgeting

In the 1972 reorganization, several planning units in the various departments were integrated with the budgeting function under the Department of Budget and Program Planning, and a program planning and budgeting system was adopted. These changes enable the executive and the council to set program objectives according to a long-range plan while developing the budget necessary for implementation. A budget not prepared within a long-range plan will merely perpetuate existing programs. Thus, the criminal justice planning function was located in the Department of Budget and Program Planning. (3)

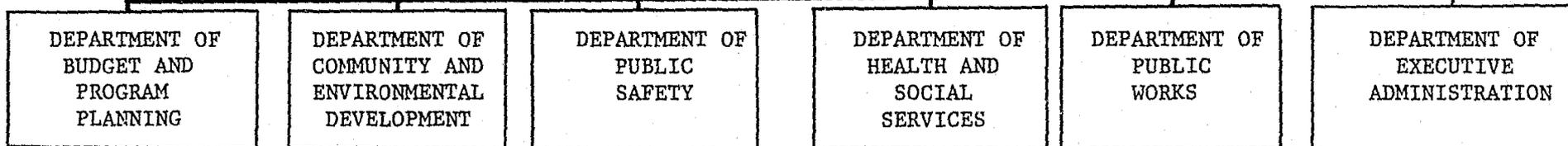
Consolidation

In 1973, a seventh department was proposed by the county executive to provide better delivery of corrections and judicial services. Prior

(3)

The county planning function is coordinated with the city planning function through informal communication between the two agencies and through a city/county criminal justice coordination council. Both jurisdictions receive LEAA planning funds from the Washington Law and Justice Planning Office.

COUNTY
EXECUTIVE



- Long-Range Planning
- Program Budgets
- Federal/State Relations

- Parks
- Land Use Administration
- Building
- Architecture
- Youth Affairs

- Patrol
- Administration
- Marine
- Corrections
- Civil

- Health
- MH/MR
- Alcohol Treatment Center
- Center for Addiction Services
- Medical Examiner

- Roads
- Solid Waste
- Airport
- Flood Control
- Transit

- Comptroller
- Licenses, Animal Control, Veterans Aid
- Personnel
- Property and Purchasing
- Facilities and Automotive
- Computer Services
- Records and Electronics
- Judicial Administration
- Collective Bargaining
- Investment Administration

CHART II

to this, the following detention and probation services had been provided by the City of Seattle, King County and the State of Washington, respectively:

- City: Detention of persons charged with or convicted of misdemeanors under the Seattle Municipal Code

Detention of persons arrested for felonies and gross misdemeanors by the Seattle Police Department pending filing of charges (after which transfer is made to the county jail)

Probation services for misdemeanants convicted of municipal ordinance violations by the Seattle Municipal Court

Pre-trial release interviewing
- County: Detention of persons charged with or convicted of misdemeanors under the King County Code

Detention of persons charged with or sentenced to the county jail for felonies and gross misdemeanors under state statutes

Probation and parole of persons convicted of misdemeanors under the King County Code

Work-release for selected jail inmates

Pre-trial release interviewing
- State: Detention of felons convicted under state statutes and sentenced to state institutions

Probation and parole of felons convicted under state statutes (Under the Adult Probation Subsidy Act, certain probation services for felons who are diverted from state institutions would be shifted to counties.)

In corrections, the current trend is toward minimizing the use of institutional services and maximizing the use of private and community services. For instance, the Seattle City Jail population has been

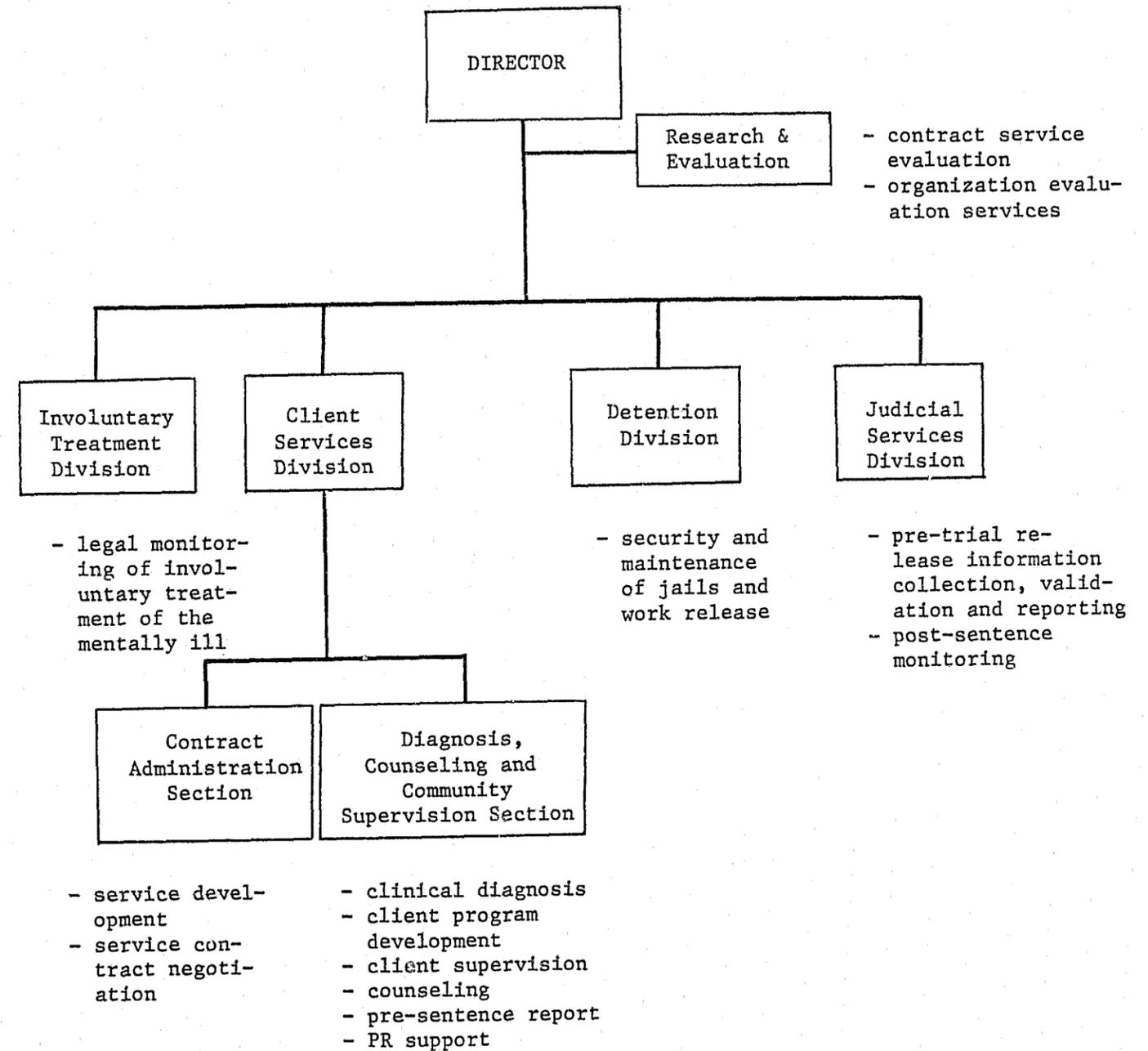
steadily reduced by the use of programs such as personal recognizance release, "time payments" for fines, diversion for selected misdemeanants, and expanded probation services. Although designed for 450 inmates, in the last five years the population of the city jail has decreased to less than 200. The number of inmates in the King County Jail has steadily decreased, also, from a high of 600 in 1961 to a current average daily population of approximately 270. In addition, the misdemeanor population has been almost eliminated from the county jail.

In order to avoid duplication of costs and the inefficiencies of operating both facilities, the King County Department of Rehabilitative Services was created in anticipation of the consolidation of city and county jails and a merger of city, county, and certain state probation services. Thus, the Corrections Bureau is now called the Detention Division and is no longer under the direction of the Department of Public Safety. (Chart III details the organization of the new department.)

The Judicial Services Division was created, in part, to comply with the new criminal rules for the superior court. Under the new rules, the court is required to release the defendants on personal recognizance pending trial unless it is unlikely that a defendant will appear for hearing or trial. Each defendant must be interviewed for basic, objective information that will allow the judge to make a valid determination as to whether or not he will appear.

Intake interviewing now takes place with every suspect booked into the King County Jail or the Seattle Jail, as long as it remains open. This information will be made available to a variety of criminal justice agencies (the public defender, the prosecutor, the probation office,

Organization of the Department of Rehabilitative Services is tentatively proposed as the following:



Since the new Department Director will be given a wide degree of discretion in establishing the new Department's structure, this organization is subject to partial or complete revision.

CHART III

the Detention Division, and the courts) where it will be used in making decisions on indigency, deferred prosecution, pre-trial release, sentencing, and eligibility for correctional services. A central intake screening unit in the Judicial Services Division was created to avoid duplication of this function by the agencies in overlapping city and county jurisdictions.

The Client Services Division of the new department will provide in-depth diagnostic, counseling, and community supervision services. A contract administration section will link offenders to the community programs best able to provide the services needed by the offender population.

The Involuntary Treatment Division was established to comply with a state law requiring the county to provide counsel for persons involved in commitment hearings. This division will also enter into agreements and contracts with public and private hospitals for commitment of the mentally ill.

Conclusion

The new Rehabilitative Services Department will offer a range of program alternatives and ensure a balanced involvement of courts and corrections agencies. The Judicial Services Division provides for court monitoring of pre-trial release and post-sentence programs, while the Detention Division serves the interests of public safety by confining high-risk offenders. The Client Services Division is concerned with rehabilitation and a reduction in the number of offenders who re-enter the system by committing new crimes. Program evaluation and research for all

divisions is performed by a permanent research unit in the director's office.

* * * * *

The King County Department of Rehabilitative Services requires more than a reorganization of county government. It requires public support and considerable cooperation among the city, county, and state agencies to operate a single corrections department that provides comprehensive services for all persons entering the county criminal justice system. Outlined in the following pages are several examples of other counties that have established separate government agencies to operate corrections programs and facilities.

Bucks County Pennsylvania

Population: 451,056
Major City: Doylestown
Form of Government: Commission

Established in 1969 within a commission form of government, the Bucks County Department of Corrections brought all county correctional facilities under the administration of a single director. Currently the Department includes the county jail, a rehabilitation center for men on work release, a juvenile detention center, and a group home for boys. A group home for girls is scheduled to open in 1974.

Policy control is vested in separate governing boards, one for adult and one for juvenile programs. The overlapping membership representation of these boards includes the three county commissioners as well as a number of other local officials.

Many of the present programs and services are made available to offenders through LEAA grants and arrangements with other agencies in the community:

- Education is provided by the public school system.
- Officer training is conducted by the Dallas State Correctional Institution.
- Community services are coordinated by volunteers.
- Library services are provided by a local facility.
- Public defenders from the public defender office are on duty in the jail.
- Addictive disease treatment is provided by a local facility.

- Court diagnostic evaluation and psychiatric treatment is carried out by a staff of psychiatrists and psychologists.

The total average daily population, including juveniles, is 239.

The annual operating budget is approximately \$993,825, which includes over \$90,000 in LEAA grants.

Multnomah County, Oregon

Population: 554,668
Major City: Portland
Form of Government: Council-Elected Executive

A major county reorganization early in 1973 produced four governmental departments in Multnomah County: Administrative Services, Environmental Services, Justice Services, and Human Services. Within the Human Services Department is the Division of Corrections, which operates a juvenile corrections program, a women's detention unit, and (for adult males) the Multnomah County Correctional Institution. The latter includes a work release program and probation and parole services. A fourth detention facility, the Rocky Butte Jail, is operated by an appointed sheriff, who is responsible to the Justice Services Department. Eventually, administration of the Rocky Butte Jail will be transferred to the Human Services Department.

Major programs operated by the Division of Corrections include:

- Work release
- Education
- Counseling (including intake screening and classification)
- Alcohol treatment and rehabilitation
- Volunteers

Medical Care is provided by the county hospital through the Department of Human Services. Drug cases are referred to various drug programs in the community. A Justice Resource Referral Center, now in the planning stage, will provide diagnostic information on offenders to all criminal justice agencies for referral to community support services.

Currently, the county is decentralizing the services and the staff of the Division of Corrections. For example, a planned shelter-care program is expected to greatly reduce the population of the juvenile detention facility. The combined average daily population of the three facilities within the Division of Corrections totals 217 (juvenile facility, approximately 100; adult male facility, around 90; women's facility, 27). The daily population of the Rocky Butte Jail averages about 350 pre-trial and post-trial offenders.

The operating budget of the Division of Corrections for 1973 was approximately \$4 million. Most of this amount (around \$3 million) was for juvenile programs, approximately \$750,000 of which was obtained through the LEAA Impact Program operating in Multnomah County and the City of Portland.

Montgomery County, Maryland

Population: 522,809
Washington, D. C. Metropolitan Area
Form of Government: Council-Elected Executive

The Montgomery County Department of Corrections and Rehabilitation was organized in 1972 by the county executive and became operational early in 1973. The departmental director, who is appointed by the county executive and responsible to the county's chief administrative

officer, took over at that time the administration of a work release program and a detention center. Since then, the work release program has been moved from the detention center to a pre-release center (half-way house), and a \$2.8 million expansion program has been planned for the detention center. This capital expenditure will provide air conditioning, outdoor recreation facilities, an enlarged visiting area, a multi-purpose room, and additional space for offices.

From 2,000 to 2,500 adult offenders (male and female, 18 years and over) are received annually by the Department; the average daily population is about 170. The operating budget for 1973 was \$1.3 million, which included approximately \$230,000 from LEAA for rehabilitation programs.

Major programs operated by the Department at this time include:

- Counseling
- In-service training
- Education
- Medical
- Methadone detoxification
- Recreation
- Student interns (social work)
- Volunteers
- Community treatment

In addition, the county recently presented a bill to the state legislature which would enable the Department to place selected pre-trial offenders in diversion programs operated by the pre-release center.

Westchester County, New York

Population: 894,406
New York City Metropolitan Area
Form of Government: Council-Elected Executive

In January 1969, the county jail, the women's detention unit, and the county penitentiary were transferred to the new Westchester County Department of Corrections and placed under an appointed commissioner of corrections. Prior to this, the first two facilities had been under the Office of the Sheriff; the latter, the Department of Social Services. This reorganization was recommended by a citizens committee on penal institutions, which had been appointed by the county executive to study the problems of Westchester's correctional facilities. Their belief was that a centralized department managed by a professional corrections administrator could deal more effectively and efficiently with adult offenders (age 16 and over) than could the loosely coordinated services existing at that time.

Since the Department was created, the overcrowding problem in these three facilities has been alleviated. A large part of the credit for the reduction in the offender population goes to the district attorney and the Westchester County Court, who have encouraged and employed methadone clinics for drug addicts, decreased incarcerations of non-violent offenders, release on recognizance, youthful offender treatment programs, probation, and delayed sentencing. At the same time, major renovations in the jail and the penitentiary have increased the space and improved the environment for offender rehabilitation.

Cooperative arrangements have been established with other county departments, such as the Department of Hospitals, the Department of Public

Works, the Department of Social Services, the Bureau of Purchase and Supplies of the Budget Department, and the Office of the Sheriff. Services provided by the County Community Mental Health Board are especially valuable.

Major programs conducted in the Department include:

- In-service training
- Volunteers
- Medical
- Recreation
- Religion
- Education
- Public relations

In 1972, more than 6,000 prisoners were received by the Department; the average daily confinement was approximately 359. This figure includes an average of 199 in the penitentiary (post-sentence), 144 in the jail (pre-sentence), and 16 in the women's detention unit (pre-sentence and post-sentence).

The operating budget for 1973, derived almost entirely from the county's own revenue source, was more than \$4.2 million. Capital expenditures average about \$2.5 million annually.

ONONDAGA COUNTY, NEW YORK

Size (sq. miles)	794
Population (1970 Census)	472,835
Large Cities (over 250,000) (Syracuse: 197,297)	None
County Population Excluding Large City	472,835
Form of Government	Council-Elected Executive
Number of Jurisdictions within County	1 city 15 villages 19 towns

Agencies with County-wide Jurisdiction

Agencies with Sub-county Jurisdiction

Police

Sheriff (elected)

1 city
17 town & village depts.

Detention

Sheriff

None

Jail (consolidated city/county)
County Department of Corrections
Penitentiary

Courts

County Court
Family Court (juveniles)

1 municipal court
30 town and village
justice courts

Probation

County Department of Probation

None

Prosecution

District Attorney

None

Indigent Defense

Assigned Counsel only

None

THE ONONDAGA LAW ENFORCEMENT INFORMATION SYSTEM

The criminal justice system is not, in reality, a system at all. Rather, it is a series of relatively independent agencies that carry out the functions of crime prevention and the apprehension, adjudication, and incarceration of accused criminals. There is little, if any, centralized authority capable of providing coordination and direction to the disparate agencies.

In many counties, there are a number of parallel agencies with overlapping and conflicting jurisdiction. For example, there are often multiple police agencies, including small town and village departments, larger city departments, and a sheriff's department. Most counties have an elected prosecutor, and in larger offices, he will have an independent investigating capacity. In a number of counties, public defender services are provided. Even where a public defender system does not exist, counsel will be provided by court assignment. Also, there exists a multi-leveled court system which extends all the way from justices of the peace to appellate courts. Finally, in a number of counties, there exist probation, pre-trial release, diversion, and parole agencies. In some cases, there are also departments of corrections.

One of the consequences of the absence of coordination and of the multiplicity of agencies is a lack of information transfer. Often, criminal justice information is kept by each agency according to its own needs. It is frequently unavailable to other agencies because of administrative

roadblocks or the way the information is stored and indexed. As a result, information needed for a decision in one criminal justice agency would have to be obtained independently even though it might already exist in a sister agency.

Onondaga County Criminal Justice Structure

In Onondaga County, the multiplicity of criminal justice agencies is particularly severe. There are 18 police agencies within the county: the large Syracuse Police Department, the Onondaga County Sheriff's Department, and 16 smaller departments. The county has an elected public prosecutor with a staff of investigators. Over 50 town and village justices of the peace, a family court, a county court, and city traffic and criminal courts also exist within the county. In addition, a county department of corrections operates the county penitentiary. A city court diversion program is also in operation. Thus, in Onondaga County alone there are over 70 criminal justice agencies, and in the five-county criminal justice planning region there are almost 200.

OLEIS Background

Onondaga County's approach to resolving the problem of the inaccessibility of needed information was conditioned by a number of larger policy decisions. The first was that the county would centralize its data processing in a bureau of data processing. This decision, made in the early 1960s, permitted the county to avoid the multiplication of single-agency computers. When the multiplication occurs, it results in a highly expensive and inefficient data processing system. Each department seeks a huge data processing operation which duplicates expensive staff and

hardware. Also, because they are often programmed to meet individual agency needs, there can be little communication between them, even of aggregate data indicating agency performance. The decision to centralize data processing, however, permitted Onondaga County to place its resources in a central unit which would provide needed services to all county departments.

A second decision which conditioned Onondaga County's approach was that the system, initially, would focus on police. This decision was made for a number of reasons. First, the police have more experience with data processing than the other agencies of the criminal justice system. Secondly, the police have a direct need for easy and quick access to criminal justice information. The central data system also would provide a means by which the county could strengthen law enforcement through the provision of a central service that was too expensive for any one agency to operate independently.

A final element that conditioned the county's approach to a county-wide law enforcement information system was the realization of the need for a locally run and administered data base. This information resource is crucial both to evaluation of present criminal justice functions and planning for future needs.

Based on these and other policy considerations, the county in September 1970 applied to the New York Office of Crime Control Planning for assistance in designing a consolidated information system which would focus, initially, on the police. The goal of this first phase was to design an information system that would provide the police with rapid access to criminal

information to assist them in carrying out tasks more efficiently and safely. At the same time, the county made plans to upgrade generally its entire data processing capacity. In April 1972, the county legislature approved a \$1.8 million bond issue proposed by the county executive to purchase a fourth generation computer and the associated components.

After the LEAA grant and the basic hardware were obtained, the next task was to survey the law enforcement departments in the county to determine the nature of their records system, the kind of records kept, and their willingness to participate in the Onondaga Law Enforcement Information System (OLEIS). At the same time, existing law enforcement information systems were surveyed to determine which system came closest to meeting Onondaga County's needs.

It was determined that the "ALERT" system in Kansas City was the most adequate of all that were studied. Thus, Onondaga's program was based on a modification of the Kansas City system that was developed by the New Orleans Police Department. As a result of using the ALERT system rather than writing a separate program, the cost to the county was only 10 percent of the approximately \$1.5 million needed to develop a new system.

Because of centralized data processing, the OLEIS is operated in a partition of the county's large computer. It is under the administrative control of the Bureau of Data Processing. However, the county and city have established a management council to determine security policy, to review applications for entry into the OLEIS, and to review changes that would affect participating agencies procedurally or operationally. Such policy changes must be approved by the council before they can be put into effect.

The original OLEIS grant from LEAA amounted to \$305,000 and extended from April 1971 to March 1974. It purchased much of the hardware needed specifically for the OLEIS, supported the start-up costs for the system, and also funded the operational expenses of the OLEIS through March 1974. In addition, the county has received a grant of \$543,000 to expand the system and continue operational funding through the end of 1975. These monies have been used whenever possible to purchase, rather than to rent, equipment in order to reduce operating expenses when the county must take over the OLEIS funding in 1976.

OLEIS Components

Law Enforcement Information

The data base of the Onondaga Law Enforcement Information System is generated by input from agencies within the system and from state and federal data banks connected to the system.

Locally, outstanding warrants are updated and placed in the OLEIS files, along with other data, and entered on line through terminals located in each of the participating police agencies. Subsequent warrants will be similarly entered as they are issued.

Criminal histories will be entered into the OLEIS after a complete record check has been made of each arrestee. Only after there has been enough experience with this system will the determination be made as to whether all present criminal history files should be entered.

Since information placed in the system must be based on legal documents, it is the responsibility of the originating agency to see that such

documentation exists and is preserved. Once information has been entered, it can be deleted or modified only by the originating agency. New data, of course, can be entered by other agencies. For all inputs, the OLEIS edits the data for logic and identifies discrepancies.

Among the state and federal criminal justice information systems to be interfaced with the OLEIS are the New York State Department of Motor Vehicles, which will permit the identification of vehicle ownership from plate numbers; the New York State Police Information Network, which will supply information on persons wanted statewide and stolen property; the New York State Information and Intelligence System, which will provide New York State criminal histories and finger print classifications; and the National Crime Information Center of the FBI, which will transmit information on persons wanted nationwide, stolen property, and criminal histories. When the interface among these systems is completed, the officer on the street can rapidly receive a complete picture of an individual he has stopped or intends to stop.

This data base is accessible to the officer through radio contact with headquarters. Based on information keys given by the officer, the dispatcher or information clerk can query the computer from his on-line terminal in the station. The keys that can be used to identify the individual are:

• Name (including alias or nickname)

The system uses a phonic search technique to reduce the system's susceptibility to misspelled names and names spelled differently but pronounced the same. It will also carry out a weighted search based on additional information, such as date of birth, race, sex, address, and Social Security number.

• Vehicle Registration Number

The interface with the department of motor vehicles will permit the identification of an owner from the license plate number.

Identification also can be made through warrant number (if there is an outstanding arrest warrant), case report number, jacket number in the police files, Social Security number, fingerprint number, and OLEIS number.

This information, when relayed to the officer, will permit him to do his job more efficiently and effectively. In addition to standard name, address, and age information, the system will provide the inquiring officer with criminal histories, outstanding wants or warrants, and information as to whether the individual is known to be armed, dangerous, suicidal, resist arrest, or assault police. After want information is confirmed through the originating agency, the individual can be taken into custody.

Another important feature of the OLEIS is its capability to search its files for information relating to a particular address. Police often need information on addresses or neighborhoods before entering them in response to complaints. Thus, the OLEIS not only provides information on a specific address, but it also searches for two blocks on either side of the address. In addition, it will identify any individuals in the OLEIS files resident in the area; spot sentry dogs; and relay histories of family fights, weapons, alarms, or special devices. Such information is of importance to the safety of the individual as well as the officer.

Numerous studies have emphasized the unpredictability of police work. When responding to a complaint or stopping a pedestrian or automobile, an officer has no way of knowing whether he will face a violent confrontation or a routine incident. Now, with more adequate information, the police can approach a call or can react to a single individual with a better idea of the potential for attack. Thus, in situations where violence is considered likely, sufficient force can be assembled to deter the potential attacker or to subdue him with the minimum of violence.

Management Information

The management information component will provide aggregate information on the operation of the participating police departments, as its data base is derived from reports generated by the line officers. Most requests or complaints require an investigation report and, if an arrest is made, an arrest report. Thus, keying the complaint into the system ensures that the other reports will be completed since the computer will indicate complaints for which there have been no follow-up reports. Such aggregate information is needed to determine proper allocation of resources, average response time, and current victimization data. The system also will be able to provide information for the Uniform Crime Reports and other required statistical reports.

Security

Throughout the design and implementation stages of OLEIS, careful consideration has been given to the problem of security. Meetings were held with local judges, the county attorney's office, representatives of the New York State Intelligence and Information System, and the state attorney general's office to ensure that all legal policies and requirements

were met. As a result, procedures have been developed that allow the individual to review his record and the OLEIS to purge records as required by the courts.

Although the OLEIS is part of the county's computer, it is programmed so that no access can be gained from outside of the OLEIS network and no OLEIS inquirers can search other files such as welfare, health, taxes, etc. (In computer jargon, it is "partitioned" from other files.) The terminals, themselves, are located in police headquarters and are protected by locks from unauthorized use. In addition, terminals and users both must be identified to the computer by code and no responses are given to unauthorized users. Also, each transaction is recorded and periodically printed out. This data provides evidence of illegal inquiries or inputs.

All breaches of security or rules or procedure are reviewed by the management counsel, which has the authority to deny department access to the OLEIS if its security is lax or it refuses to discipline one of its officers.

Future

The Onondaga Law Enforcement Information System's plans for the future show expansion in two directions. One is an expansion in geographic areas. From its inception, the OLEIS was conceived as servicing the five-county criminal justice planning region. However, the state criminal justice planning agency has asked the county to consider servicing a 10 county region, and the OLEIS staff is presently studying the feasibility of such an expansion.

The system also is expanding to other agencies of the criminal

justice system. Studies are presently underway to place the booking process on line so that as soon as an individual enters the lock-up, he will be tracked by the computer. This prevents any possibility of a case being "lost" while defendants languish in jail. The prosecutor's office will have access to the OLEIS files and, for both the jail and the prosecutor, calendar information will be provided. Judges with access to the OLEIS files will obtain print-outs of persons awaiting trial. The county corrections and probation departments also will have access to the files in order to help them evaluate persons who come under their jurisdiction.

Conclusion

The OLEIS is important because it represents a commitment by a county to provide high-cost central services to the criminal justice system. Resting on this theory, the system from its inception has had the financial and political support of the elected leadership of the county. If successful, the OLEIS will improve the coordination among the agencies of the criminal justice system as well as the capacity of each separate agency to accomplish its mission.

SANTA CLARA COUNTY, CALIFORNIA

Size (sq. miles)	1,300
Population (1970 Census)*	1,066,421
Large Cities (over 250,000) San Jose	445,779
County Population Excluding Large City	620,642
Form of Government	Commission (Council)- Administrator
Number of Jurisdictions within County	15 cities
<hr/>	
<u>Agencies with County- wide Jurisdiction</u>	<u>Agencies with Sub- county Jurisdiction</u>
<u>Police</u>	
Sheriff (elected) (contracts with 4 cities)	11 city police departments
<u>Corrections</u>	
Sheriff Jail (pre-trial) Rehab. Center (post-trial) Palo Alto Receiving Center Women's Detention Facility	Santa Clara City Jail
<u>Courts</u>	
Superior Court (includes a juvenile division)	5 municipal courts 2 justice courts
<u>Probation</u>	
Co. Adult Probation Office Co. Juvenile Probation Office	None
<u>Prosecutor</u>	
District Attorney	None
<u>Indigent Defense</u>	
Public Defender Office	None

*1/1/74 population: 1,159,000

THE SANTA CLARA COUNTY PUBLIC DEFENDER OFFICE

In recent years, the Supreme Court has handed down a number of decisions regarding the rights of indigent defendants. Of these, the most far reaching has been that of Argersinger v. Hamilton, which was delivered on June 12, 1972:

Absent a knowing and intelligent waiver, no person may be imprisoned for any offense whether classified as petty, misdemeanor, or felony, unless he was represented by counsel at his trial.

Thus, with the right to counsel extended to indigents charged even with misdemeanors, the number of lawyers needed has sharply spiralled. An estimated 60 percent of all criminal defendants are classified as indigent, requiring the services of counsel from the time of arrest to the time of release. Full-time representation for these defendants would require between 4,200 and 6,300 lawyers per year, at a cost which could reach \$158 million.⁽¹⁾ Therefore, it is critical that solutions to these problems be found.

In the following paragraphs, a detailed examination will be made of one jurisdiction's approach to indigent defense, the Public Defender Office of Santa Clara County, California. The study will be introduced by a brief discussion of the three types of systems currently in use for providing indigent defense: assigned counsel, public defenders, and private and private-public defenders.

⁽¹⁾Report of the President's Commission on Law Enforcement and the Administration of Justice, 1967; "Task Force Report: The Courts", p. 57.

Systems for Providing Indigent Defense

In an assigned-counsel system, the judge will appoint attorneys from private practice to represent indigent clients. There are numerous disadvantages inherent in these systems, however. While a number of the attorneys have extensive criminal law experience, some who are appointed may be young or otherwise lack the qualifications needed to adequately protect their clients. Sufficient funds may not be available for either compensation or reimbursement of the attorney for expenses incurred for investigation and witnesses. Thus, appointed attorneys may be prone to spend more time on the cases of solvent clients from private practice than on those of the indigents, for whom the court may pay only a fee of \$10-\$15 per hour. In areas where compensation is sufficient, certain attorneys may consistently receive first consideration for assignments because of political connections or simply from being present in the courtroom too often at the right moment. But this abuse of the system is balanced by the fact that attorneys may stand to lose clients from their private practice as a result of having defended a controversial or unpopular indigent.

In some areas there are well organized assigned-counsel systems, which are managed by an administrator and controlled by either a governing board or bar association. In these systems, a small staff of salaried attorneys are employed full or part time to defend indigents assigned by the court. When volume demands, indigents are referred by the administrator to members of the local bar. Although these coordinated systems make possible greater participation by the local bar than exists in the random court appointments, there are a few drawbacks to this form also. Non-staff attorneys may try to avoid cases by claiming inexperience. Administrators may not be

successful in coordinating a large group of attorneys with a wide range of specialties and experience, or in providing competent assistance to those who lack the necessary criminal law and trial experience. In addition, the administrator may not always distribute cases impartially.

In public defender systems, one or more attorneys are responsible for defending indigent clients assigned to them by the court. They are salaried by either a state or local government and may serve full time or part time. The major advantage of this system is the immediate availability of counsel for case assignment and their familiarity with criminal law and procedure, which results from their full-time practice of criminal law and the availability of professional training and supervision which exists within these offices. They are also the most economical method for providing indigent defense, as defenders receive only a fixed annual salary rather than fees for each case handled.

Several criticisms have been made of public defender systems, however. Heavy caseloads often necessitate rapid, impersonal handling of clients, the result being that defendants may be represented by a different attorney at each stage of their cases. Complicating this is the fact that in some offices there is a high staff turnover. Another criticism has been that in some areas the office of the public defender is not a politically independent body, which it must be to ensure effectiveness.

Indigent defense may also be provided by private and private-public defender offices. Both the private groups, which may be branches of legal aid societies or independent non-profit agencies, and the private-public defenders, which are private defenders that have acquired public financing, are governed by private citizens. Thus, while these systems offer the same services and benefits as do the public defender offices, they have the

added advantage of political independence. However, the same criticisms that have been made of public defender offices also apply to these groups.

Development of the Santa Clara Office

In 1927, the California State Legislature enabled counties, at their option, to establish public defender offices. It was not until 1964, however, that Santa Clara County chose to exercise this option.

Prior to this, indigent defense had been provided by the assigned counsel system. But due to population growth and increased caseloads, that system was no longer feasible. Thus, the timely efforts of an enlightened group of attorneys familiar with public defender systems in other jurisdictions and the recommendation of the county executive following a cost and efficiency study of defender systems resulted in the establishment of the Santa Clara Public Defender Office.

Due to fears of competition, a number of local attorneys had been opposed to the establishment of the office. To dispel these fears and to build good relations with the bar, the public defender addressed them to explain the purpose of the office and, most importantly, the financial eligibility policy. (This stressed that the defender office would not be competing with private attorneys in that the services of a public defender were available only to indigent defendants.) The statement was adopted by the board of trustees of the Santa Clara Bar Association, who then canvassed the members to find attorneys who would agree to represent clients who were not totally indigent.⁽²⁾

The philosophy and financial eligibility policy were also presented to every judge and justice of the peace as well as to civic groups. In

⁽²⁾ Clients with a certain amount in assets of income but no cash for a retainer

addition, local papers published the entire written statement of philosophy. Form letters were sent to every judge in the area announcing the date operations would begin and suggesting ways to make the public defender's services available to indigents. Also included in the mailings were letters to all police departments and large detention facilities, outlining the services offered and how to obtain them. To improve the effectiveness of the services offered, suggestions were invited both from the courts and from the police authorities. In addition, meetings were scheduled with juvenile authorities and parole and probation departments.

Organization and Policies

Staffing

The Santa Clara Office, which began operating in 1965 with a staff of six lawyers, two investigators, and two stenographers, is now staffed by 40 attorneys, 11 investigators, one office manager, five legal aides, and 18 clerical personnel. The case load has grown since then from 4,500 to 15,000 as a result of changes in federal and state laws regarding representation in misdemeanor, juvenile, and mental illness cases; population growth; and the increase in urban crime and drug abuse cases.

The salaries of the public defenders, which are the same as those of the deputies in the district attorney's office, range from just over \$10,000 (Grade I Attorney) to \$21,500 (Grade IV). The \$1.4 million budget also provides for such items as an adequate library, automobiles, travel and recording equipment for investigators, and the hiring of expert witnesses.

The county merit system selection procedure ensures the competence and experience of attorneys employed in the office. In addition, applicants

are asked during the interview to make at least a two-year commitment in order to maintain staff stability. Several Spanish speaking attorneys and support personnel are employed in the office to ensure competent defense in cases where the defendant and/or witnesses speak only Spanish.

Staff requirements are determined by case load and logistics, as the office must provide attorneys for six superior court departments, 20 municipal court departments, two justice courts, two juvenile court departments, and the hearing room at the county hospital, all of which are scattered widely across the county. But through the cooperation of the courts in scheduling trials and preliminary hearings, one attorney can cover several courts.

Client Eligibility

All applicants for defender services must fill out a detailed financial statement listing all assets or possible sources of income. Those applicants with resources for a minimum retainer⁽³⁾ are either rejected or, if borderline cases, given a form letter with the names of three attorneys from the Bar Association who have agreed to accept such cases at less than the standard retainer fee with the balance repaid over a period of time.

Should a satisfactory agreement not be reached with any of the three attorneys listed on the form letter, the defendant may return to the Defender Office with the signed statements, which list the fees and the attorney's reason for not accepting the case. If the defendant appears not to have been sincere in his efforts to retain counsel, he is once again turned down and advised to consult the judge.

Procedures

Attorneys staffing the Santa Clara Public Defender Office are on 24
(3) \$75 for a misdemeanor; \$150 for a felony

hour standby for requests for representation at police stations during interrogations or line-ups. When defendants are booked into the county jail, they are asked by the booking officer if they would like to obtain the services of a public defender. If so, their names are placed on a sign-up list, which is cleared daily by the office staff. Each morning between 8 and 10, several attorneys report to the jail to interview prisoners who have requested the services of a public defender or those whom the court has assigned to the office. Applicants not in custody are interviewed during regular hours.

Attorneys are assigned to appear in specific courts on particular court calendars. But due to the locations of the courts, the same attorney generally cannot be present through every stage of a particular defendant's case. For example, attorneys will represent defendants in felony cases in municipal courts throughout the county. These cases are then transferred to the superior court for trial and will be assigned to felony trial attorneys who carefully review the files of the attorneys who handled the cases in the lower courts. Standardized forms, careful notes, and frequent consultations between lawyers and between lawyers and clients ensure close communication throughout a case. In the office, all data concerning the case is recorded in a master calendar, which contains such information as the number and name of the case, previous court appearance, charge(s), court action, name of defender, and the next court appearance.

Special Programs

For long-range recruitment purposes, to aid in the training of lawyers in the criminal law field, and to provide the Defender Office with needed assistance, student intern programs have been established in conjunction with the law schools of Stanford and Santa Clara Universities. These are

unique to a defender's office, as the supervision and control required are unavailable in other systems.

A juvenile court program with Santa Clara University allows law students to interview juvenile defendants and to observe court operations. This program is carried on under the supervision of staff lawyers working in the juvenile court and the guidance of a member of the law school faculty at the University.

Another student program involves the placement of Stanford law students as externs in the Defender Office where they learn all facets of public defender representation, including client interviews, court procedures, research and legal writing, and investigation.

An investigator cadet program was instituted by the office in cooperation with the Police Science School of San Jose State College. Through this program, police science students work with defender investigators and learn about defense investigation. This experience not only gives them a broader perspective in their later careers as police officers, but also gives the Defender Office an opportunity to recruit good investigators.

The Defender Office has also engaged in a study funded by a grant from the Law Enforcement Assistance Administration to test the effect of using social work services to assist defense lawyers at sentencing. This is in line with the American Bar Association's recommendation that criminal defense lawyers develop rehabilitative plans for defendants in support of requests for probation. The design and direction of the project were carried out with assistance from two law school professors from Stanford and Santa Clara Universities.

Conclusion

Among the many advantages of the public defender office are that it ensures the indigent defendant experienced defense lawyers, provides funds for expert witnesses, and stimulates better work by the prosecution. The office also provides a vital link between law school and the practice of criminal law and, at the same time, serves as a testing ground for innovations in criminal law practice. In addition to these advantages is that of cost. During the 1972-1973 fiscal year, the average cost per case represented by public defender was \$103; for court appointed counsel, \$343.91.

DESCRIPTION OF SERVICES AVAILABLE TO PERSONS REPRESENTED
BY THE SANTA CLARA COUNTY PUBLIC DEFENDER'S OFFICE
THROUGHOUT THE COURTS PROCESS

I. Arrest

Following an arrest, a suspect is provided with the following services by the Santa Clara County Public Defender's Office:

A. Advice of Rights at Time of Interrogation

A 24-hour on-call service is maintained whereby defender attorneys will respond to requests from police agencies to provide advice of rights at time of interrogation pursuant to constitutional requirements mandated by U. S. Supreme Court decisions.

B. Representation During Line-Up Identifications

Pursuant to constitutional decisions, a suspect is entitled to representation by counsel at the time of line-up following arrest. This service is also provided by the Santa Clara County Public Defender's Office on a 24-hour basis. Police agencies notify the department of such requests and an attorney responds.

C. Interview of the Suspect

At the time of initial contact, the suspect will be interviewed for financial eligibility for public defender representation and the facts of the case. (The interviews may be conducted either by an attorney or a Legal Aide, who is a law graduate not yet licensed to practice law.) At this time a detailed financial affidavit is completed, and if the person is eligible for representation, a further factual statement will be obtained.

D. Initiation of Investigation

Following arrest, it is frequently necessary to begin immediate investigation. This may require location of alibi witnesses and photographing of transient events or conditions and gathering of other physical evidence.

Defender office investigators are available around the clock to respond to emergency requests, and may be summoned by radio call.

II. Arraignment

If the arrested person is formally charged with an offense by a complaint filed with the court, he will then be arraigned. This involves the following activities by the Santa Clara County Public Defender Office:

A. Preparation of File Forms

The clerical staff of the department will make up a file folder, including the financial eligibility statements, the fact information gathered by the initial interviewer, and a court log sheet. The file folder will then be given to the attorney assigned to the court in which the defendant will appear.

B. Representation in Court at Arraignment

The attorney will review the file, confer with the client and appear at arraignment to enter a plea or make any appropriate motions, including a request for reduction of bail or release on the defendant's promise to appear.

III. Trial

If the case is set for trial, it will be assigned to a trial attorney for preparation. This will include the following:

A. Request for Further Investigation and for Police Reports

The trial attorney will review the file and will initiate requests for additional investigation and for copies of police reports. The clerical division will obtain the latter reports. The investigation request will be screened by the Chief Investigator, who will review the request for form and appropriateness. He will assign the request to an Investigator, who will contact and interview witnesses and obtain other information requested by the attorney. He will keep the attorney advised by written reports of his progress. The investigator will issue required subpoenas to summon needed defense witnesses.

B. Consultation with Defendant

The trial attorney will consult with the defendant from time to time during preparation of the case for trial, to advise him of progress, to obtain additional information and to review the facts in preparation for trial.

C. Preparation of Legal Motions

In the event there are legal motions to make in connection with the case, the trial attorney will request assistance from the department's Motions and Appeals Section. This is staff by a senior attorney, assisted by a Legal Aide and law students. Frequently, motions to suppress evidence are required where there has been a suspected illegal search and seizure of evidence. The research staff will develop a memorandum for submission to the court in support of any motions that are made.

D. Obtaining Expert Witnesses

In appropriate cases, expert witnesses will be hired to advise the trial attorney with regard to specialized aspects of the case, such as the mental condition of a defendant, or medical advice regarding the cause of a particular injury leading to the death of a victim, or the origin of a suspicious fire which is the basis for an arson charge. The public defender's office of Santa Clara County has budgeted funds to employ expert witnesses for such assistance.

E. Preparation of Witnesses For Testimony

The trial attorney will review with any defense witnesses their testimony in preparation for trial. He will also advise them on court procedure.

F. Conduct of Trial

During the trial, the attorney will engage in all of the traditional activities of a trial lawyer, including questioning of prospective jurors, delivery of an opening statement, cross-examination of prosecution witnesses, direct examination of defense witnesses, cross-examination of any prosecution rebuttal witnesses, submission of proposed jury instructions, conference with the court and opposing counsel on the instructions to be given, delivery of closing argument.

IV. Sentencing

In the event of a conviction, the trial attorney will be responsible for assisting the defendant at sentencing. This generally involves the following steps:

A. Review of the Probation Report

A copy of the Probation Report submitted to the court is received by the attorney, who reviews the report with the defendant to determine its accuracy. At the time of the hearing, it will be the responsibility of the attorney to inform the court concerning any factual inaccuracies in the Probation Department's report.

B. Development of Alternatives to Imprisonment

In line with recommendations by the American Bar Association, it is the attorney's responsibility to try to develop rehabilitative alternatives to imprisonment whenever possible. Accordingly, in special cases, the department will employ a social worker on a consulting basis to assist in developing such alternatives. The social worker is responsible for contacting community agencies which may offer a program of rehabilitation for a particular defendant. The worker will endeavor to develop such a program for the defendant and will prepare a written report of same for ultimate submission to the court.

C. Offering Information in Mitigation of Punishment

In addition to any alternatives that may be developed, the attorney is also responsible for presenting to the court any factual information which would be in mitigation of punishment. This might include matters in justification which do not meet the requirements of legal justification but provide some basis for ameliorating punishment. For example, an assault in response to an earlier provocation, or restitution in a theft case. Letters of recommendation from employers or other persons of standing in the community may also be submitted.

V. Appeals and Post-Conviction Remedies

Under state law, public defenders are permitted to handle appeals in selected cases wherein it is believed that there is a reasonable likelihood of reversal or modification of the conviction. In such cases, the following activities are engaged in by the Santa Clara County Public Defender's Office:

A. Preparation of An Opening Brief

Upon receipt of the transcript of the testimony of the trial, the case will be assigned to a law student researcher or a legal aide, who under supervision of the chief attorney in charge of the Motions and Appeals Section, will do the initial research and legal writing for the opening briefs.

Clerical staff will provide the necessary services to type and copy the brief in proper form for submission to the Court of Appeal.

B. Preparation of Reply Brief

Following the submission of the appellant's opening brief, the State Attorney General's Office will file a respondent's brief. A reply to that brief will be prepared by our Motions and Appeals Section.

C. Presentation of Oral Argument

On the date set by the Court of Appeal, oral argument will be presented. This will be done, either by the attorney in charge of the Motions and Appeals Section, or by the trial attorney.

D. Petition to the State Supreme Court

If the appeal is denied by the Court of Appeal and the conviction affirmed, a decision will then be made whether to petition the Supreme Court of California for a hearing. If that is done, a petition is prepared, supported by a brief. The supervising attorney of the Appeals and Motions Section is responsible for the preparation of that petition and brief, assisted by legal aides and law students.

E. Petition for Certiorari to the United States Supreme Court

If the Supreme Court of California denies a hearing, or grants a hearing and sustains the conviction, the defendant may petition the United States Supreme Court for a hearing if there are federal constitutional questions involved. The Public Defender's Office of Santa Clara County will provide that service and engage in the same preparation as indicated above in connection with the appeal process in the state courts.

F. Writs of Habeas Corpus in the Federal Courts

If a petition for certiorari is denied by the U. S. Supreme Court and there are federal constitutional questions involved, the defendant may then pursue relief in the federal district

courts. He is entitled to apply for a Writ of Habeas Corpus. Assistance for this will also be provided by the Santa Clara County Public Defender's Office in a proper case.

G. Writs of Habeas Corpus in the State Courts

Occasionally a defendant will have grounds for relief independent of an appeal to contest the legality of his confinement. Petitions for writs of habeas corpus may be filed to secure such relief, and the Santa Clara County Public Defender's Office will assist clients in that regard in appropriate cases.

Appendix A

SYNOPSIS OF
MINNESOTA COMMUNITY CORRECTIONS ACT

The Community Corrections Act allows the Commissioner of Corrections to make subsidy grants to a county (or counties) electing to provide the full range of their own correctional services, including diversion programs, probation and parole services, and community corrections centers and facilities to detain, confine, and treat offenders of all age groups.

It would operate with these provisions:

- Counties wishing to participate will create and establish a corrections advisory board.
- Counties wishing to participate will submit a comprehensive plan for the provision of all correctional services to the Commissioner of Corrections for his approval.
- Counties with approved plans will be eligible for a generous subsidy based on the counties' correctional need, ability to pay, and population.
- Subsidy monies will be drawn from the new community corrections fund on deposit with the State Treasurer and from savings from regular Corrections Department appropriations.
- Counties electing to come under the Act will be required to pay per diem costs for the commitment of their offenders to State institutions, except when sentences exceed five years by statute.
- County programs operated under the Act will be regulated and periodically inspected by the Department. Subsidies could be withdrawn if programs didn't meet Department standards.

Appendix D

DESCRIPTION OF SERVICES PROVIDED BY THE
KANE COUNTY DIAGNOSTIC CENTER

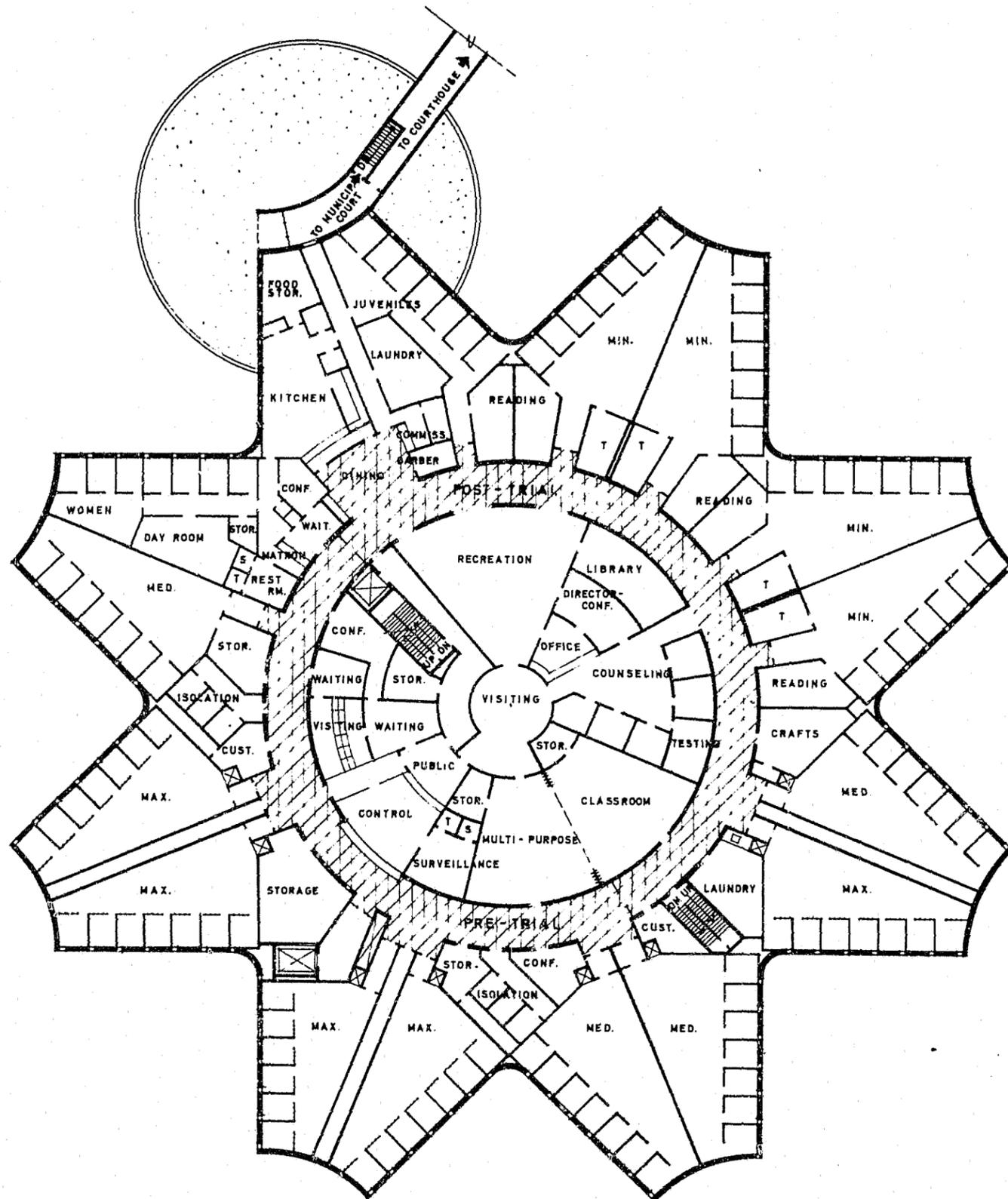
Historical Background

The focus of corrections is intervention in delinquent and criminal careers through professionally controlled programs and services designed to overcome handicapping deficiencies. It has been proven that the longer an offender is exposed to the correctional process, the greater the cost and the more difficult the road back to his successful re-entry into the community.

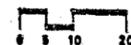
In Kane County, Illinois, awareness of this fact resulted in the establishment of a county correctional center, which has been envisioned as the coordinating unit for a number of community based programs. At the heart of this correctional complex is a diagnostic center, which was dedicated last month.

The purpose of the center is twofold: (1) to pool the thinking of corrections experts, psychiatrists, psychologists, and sociologists toward the development of innovative correctional programming; and (2) to make this available on an out-person, pre-trial basis as a professional recommendation toward proper commitment and as a means of on-going reinforcement during the critical early release period.

Three things make this program work. First, a professional diagnosis identifies the educational, vocational, recreational, psychological, and medical needs of an arrestee. This makes possible the recommendation of a treatment program which meets the needs of the individual.



SECOND FLOOR PLAN



Second, the individual is analyzed as he enters the correctional program, has a case history developed while he is in the program, is re-analyzed as he leaves the program, and followed up after release. (The composite case history on all offenders provides the basic data for on-going program evaluation.)

Third, multiple programs have been developed to meet the wide variety of correctional needs. Each of the following have been designed to counteract the damaging effects of confinement and the resulting alienation the offender feels toward society; to maintain self respect; and to develop a sense of constructive purpose.

- Out-person, pre-trial diagnostic services
- Academic training based on programmed learning
- Short-term vocational training
- Offender work programs servicing the community
- Adult work release programs
- Probation job placement services
- Probation out-person professional reinforcement counseling
- Special treatment facilities for mentally disturbed juveniles

Closely resembling the model of an intake service center advocated by the National Clearinghouse for Criminal Justice Planning and Architecture, the Kane County Diagnostic Center serves the community's needs by focusing its activities in three areas: diagnosis, treatment, and program evaluation. These services will be available to both the adult and the juvenile offender populations when the adult corrections facility is completed this fall.

Diagnosis

The diagnostic process for juvenile offenders consists of an intake interview; written academic and personality testing; and review of additional information obtained from schools, agencies, and family. These steps are the core of the diagnostic process and can be carried out within 48 to 72 hours following referral to the Center. When necessary, a comprehensive psychological evaluation, a physical examination, and/or neurological evaluation, and, if needed, a psychiatric evaluation are utilized also. Once diagnostic information has been received, a diagnostic summary and treatment plan are entered in the arrestee's file. (The summary indicates which combination of treatment alternatives are most suited to the needs of the offender, his family, and his community.)

Treatment

Treatment alternatives at the juvenile level can be categorized as belonging to or being outside the criminal justice system at the county level. Those marked with an asterisk are the sole responsibility of and take place in or with the consultation of the Diagnostic Center staff.

Internal

- Traditional probation
- Intensive probation (foster homes, group homes,* group treatment*)
- Youth Home detention*
- Day treatment program*
- Family therapy*

External

- Release
- Referral to a youth agency
- Referral to a community mental health resource
- Referral to a community in-patient setting
- Commitment to the Illinois Department of Corrections

Obviously, not all treatment alternatives would be equally suitable for all offenders. Thus, it is the primary responsibility of the Diagnostic Center staff to provide guidelines for probationary and correctional officers, as well as the court, as to which alternatives best fit which offenders.

Volunteers

Diagnostic Center programming can be successful only to the extent that volunteer help is available to assist with the more than 350 juvenile offenders who reach the court each year. When the new county jail opens later this year, similar programming will be initiated at the adult level. Current activities include the following:

- Volunteers trained to administer and score written personality tests. This group is asked to contribute a three-hour block of time per week.
- Volunteers trained to help with remedial reading and other academic tutoring at the Kane County Youth Home. They are asked to contribute a two-hour block of time, morning or afternoon, each week.
- Volunteers to work on two research projects at the Diagnostic Center. The first deals with the computerization of offender information; the second project is a study of the factors inhibiting effective community organization. These volunteers are asked to contribute a two-hour block of time, morning or afternoon, each week.

Research

Currently, four research projects are being carried out by the Diagnostic Center staff. Each will produce findings of importance to the justice system in this country and represents an area of the system where change is needed.

(1) Computer-based Juvenile Offender Information System. Beginning December 1, 1973, the current active case load of juveniles on probation

was stored in a computer-tape master file. Information derived from intake screening is entered into the system when a juvenile comes to court; probation officer assignment and the juvenile's performance on probation then are followed in a systematic and reliable manner. These juveniles are given a post-test battery as they conclude their probation experience, as are those whose cases were dismissed. (These constitute a quasi-control group.) This information is used for the following purposes:

- To help probation officers determine which youngsters they will be most successful with and which will not profit from their probation assignment
- To achieve some uniformity in the definition of behaviors which predict probation success and probation violations
- To provide the Family Division with easily compiled yearly statistics
- To carry out career traces on "typical" juvenile offenders

(2) Community Resource Study. The Diagnostic Center sponsored a three-day conference in early September 1973 for all persons in the county who were in regular contact with or were a part of the juvenile justice system: school and agency personnel, probation and police officers, and Diagnostic Center staff. The four county groups chose specific projects for the coming year, each of which was in some way related to the diversion of juveniles from the justice system. Conference participants were interviewed prior to the conference, filling in brief questionnaires as the conference proceeded. Several follow-up measures will be given to those same participants during the winter and spring of 1974. These measures will be analyzed statistically to identify the beliefs and practices that inhibit or enhance the diversion of juveniles from the justice system.

(3) Youth Home Study. The Kane County Youth Home is currently being

used to detain juveniles awaiting either court appearance or institutional placement. There have been hints in the past that youngsters in the first category (awaiting court) are sometimes helped and sometimes hurt by this temporary incarceration. A study of juvenile behavior during and following a stay in the Youth Home will help determine which variables in Youth Home behavior predict probation success and which youngsters do worse as a result of their stay.

(4) Normative Study/Jesness Inventory. Scoring of the Jesness Inventory, a widely used instrument for diagnosing types of adolescent delinquents, is based on the responses given by a sample of California youth measured in 1965. However, changes in youth culture have taken place since that time and new, local norms for this instrument are badly needed. This project has three steps. First, the Jesness will be administered to about 1,400 Kane County adolescents, aged 12 to 18. Second, their scores will be used to derive standard scores against which to compare scores made by local offenders. Third, specific test item responses will be compared to the California study population's responses as a way of investigating shifts in adolescent beliefs and attitudes.

END