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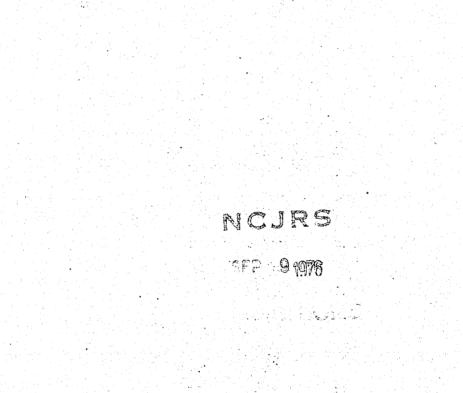
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NATIONAL DISTRICT ATTORNEYS ASSOCIATION MANAGEMENT, EVALUATION AND CONTRACT DIVISION 211 EAST CHICAGO AVENUE CHICAGO, ILLINOIS 60611

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JACKSON COUNTY PROSECUTING ATTORNEY'S OFFICE EXPERIMENTAL TRIAL TEAM PROJECT

> HON, RALPH L. MARTIN PROSECUTING ATTORNEY KANSAS CITY, MISSOURI

#### FOR

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION OFFICE OF REGIONAL OPERATIONS PROGRAM EVALUATION AND MONITORING SECTION

## PREPARED BY

NATIONAL DISTRICT ATTORNEYS ASSOCIATION MANAGEMENT, EVALUATION, AND CONTRACTS DIVISION

IN CONJUCTION WITH

EDWARD C. RATLEDGE ASSOCIATE DIRECTOR DIVISION OF URBAN AFFAIRS UNIVERSITY OF DELAWARE NEWARK, DELAWARE

MAY 13, 1976

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This evaluation was funded by Law Enforcement Assistance Administration grant 76-TA-99-0014.

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## I. INTRODUCTION

The experiment which took place in the Office of the Prosecuting Attorney, Jackson County, Missouri, was designed to shed light on the effectiveness of full-time versus part-time assistant prosecutors. In addition, two different operating situations for full-time attorneys were tested: (1) the trial team, consisting of one senior attorney and one junior attorney, and (2) the single attorney. Thus, there were in effect three experimental groups, two full-time and one part-time. Cases were assigned to these groups on the ratio of 4-2-1, under the assumption that two part-time attorneys are equal to one full-time attorney. Thus the caseload capacity of each experimental group was not to be part of the experiment.

The output measures to be used were defined to test two hypotheses. First, full-time attorneys require less time to process a case from arraignment to final disposition than part-time attorneys. Second, the amount of preparation time for full-time attorneys is less and thus at a lower cost than for part-time attorneys. Furthermore, full-time attorneys were expected to have a more

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favorable set of final dispositions. Data was collected on each case for these variables.

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• The experiment also allowed the resources available to each group to vary. The trial team had an investigator assigned, as well as a legal intern and a secretary. The full-time attorney had an investigator and a secretary. The part-time attorney drew from a pool for investigative and secretarial services.

This report is a more detailed and analytical extension of the evaluation carried out by the National District Attorneys Association. (That evaluation and the details of the project are found in Appendix D). Section II is a critique of the project design. Basically, this section deals with three types of problems, all of which <u>could</u> affect the results: (1) statistical design problems and qualifications, (2) implementation biases and (3) measurement errors.

Section III describes the analysis of the data using standard statistical techniques to rigorously test the project hypotheses posed above. Finally, a model design is suggested in Section IV of this report. II. ANALYSIS OF THE EXPERIMENTAL DESIGN

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## Introduction

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It was mentioned early in this report that the project formulated experimental groups and made an attempt to control the environment in which the groups worked. There were, however, problems in this area, and it is important to systematically identify them before making any judgements from the analysis of data. These problems fall into three areas: design, implementation and measurgement. Each topic is covered in turn.

## Design Critique

There are several potential sources of bias in this experiment: first, measurement error in reporting and collecting the data; second, the calibre of the individual attorneys assigned to the various positions; third, the resources allocated, i.e., investigator, secretary, and intern.

The measurement error of the type considered here can be disposed of with a simple assumption: the number of observations

(cases) will be large enough that the random error will tend to zero. That is, in some cases we will overestimate time and in others we will underestimate time; in the long run these differences from the true value will tend to zero. This assumption says nothing about systematic error which consistently tends either to overestimate or to underestimate time. This problem will be covered later.

The variation stemming from the calibre of attorneys occupying the positions was controlled in that the three best attorneys in the office were selectively assigned each of the three roles.<sup>1</sup> This means that the results pertain only to this situation: that the differences in achievement reflect only the capabilities of the participating attorneys. This method of attorney selection poses a problem. It is possible that there might be very little difference among the three groups with highly skilled attorneys assigned. However, with less experienced or less qualified individuals, the results could be quite different.

The most important problem pertains to the combination of treatments (attorney situations) and blocks (resource allocations) chosen.

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There are no fewer than eight different operating environments that could have been chosen. These are combinations of pool investigator or assigned investigator, pool secretary or assigned secretary, and intern or no intern. These combinations are illustrated below: 1. Pool Investigator, Pool Secretary, No Intern 2. Pool Investigator, Pool Secretary, Intern

Assigned Investigator, Pool Secretary, No Intern
 Assigned Investigator, Pool Secretary, Intern
 Pool Investigator, Assigned Secretary, No Intern
 Pool Investigator, Assigned Secretary, Intern

7. Assigned Investigator, Assigned Secretary, No Intern 8. Assigned Investigator, Assigned Secretary, Intern The experiment coupled the trial team with combination 8, the fulltime attorney with combination 7, and the part-time attorney with combination 1. The difficulty is as follows: can we separate those differences observed in the output measures due to the attorney situations from those due to the resource combinations chosen?<sup>2</sup> Had all three experimental groups operated with the same resource combination, the only source of variation would have been the configuration of the attorneys.

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To summarize, then, we are faced with two design problems which affect the interpretation of results. First, the design is incomplete in that only three of the twenty-four block-treatment combinations were used and none of the blocks (resource allocations) were repeated for the three treatments. Second, the assignment of attorneys to the treatments was non-random and only a single calibre of attorney was assigned.

#### Implementation Critique

The first and probably most serious of the implementation problems arises from the lack of sufficient lead time in the beginning and closeout time at the end. At the beginning of the project all cases being carried by the participants which fell into the five categories of crimes being considered remained with those individuals and were counted as part of the experiment. However, the distribution or percentage of cases of each type was not the same for all three attorney situations. To adjust this the assignment attorney attempted to balance the load as new cases arrived. This procedure might have worked if almost all cases were allowed to go to final disposition before ending the experiment. However, this did not happen. Thus, the results must be analyzed for a differen-

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Second, the attempt to systematically assign cases on a set ratio may have caused several problems. To the extent that the ratio was not correct, it may have raised or lowered the quality of the prosecution offered for a given case, depending on the degree of excess capacity or lack of it in the three situations. In addition, the controlled ratio does not allow complete analysis of the case capacity of each operating situation.

-7-

The third problem arises from the senior/junior attorney situation and the legal intern. In both cases the limitation of the types of cases assigned to the major categories may lead to an underestimate of the utility of this approach and an overestimate of the cost due to excess capacity.<sup>3</sup>

### Measurement Critique

The first problem arises from multiple charges for a given defendant. The charges were for the most part recorded on separate data collection sheets as if they were completely independent of each other. In fact they are not independent in that, in all cases observed, multiple charges had identical times from arraignment to disposition. Furthermore, preparation time is not necessarily the same for two different defendants with the same single charge as for one defendant with two charges.

The second problem arises from the fact that time from arraignment to disposition is not entirely under the control of the prosecutor. Continuances granted to the defense and the court affect time to final disposition. Continuances can affect the eventual outcome if witnesses become uncooperative or unavailable. Finally, time is spent on reprepping witnesses and refamiliarization of the case for presentation.

The third problem, one which is critical to the cost analysis, centers about the accuracy of the time measurement. The measurement taken is largely retrospective. It is generally retrospective at the time of disposition. This situation introduces considerable potential non-random error.

The fourth problem relates to the cost calculations. The figures used are essentially without overhead, which is extensive for full-time people. Also, they do not reflect any excess capacity. Costs are counted only for hours spent and not for hours

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sitting idle. These excess hours are likely to be much greater for the trial team and full-time attorney than for the part-timer.

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III. ANALYSIS OF EXISTING DATA BASE

#### Introduction

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The focus of this section of the report is on the data which was collected during the course of the experiment. The reader should interpret the results in light of the critique which preceded and should be cautious in generalizing because of the shortcomings documented.

There are three parts to this section. First, the basic elements of the data set are defined and editing procedures are described. Secondly, the step-by-step analysis process is reported with as little statistical jargon as possible. Finally, a summary and conclusions section is provided.

#### Data Editing

During the experiment data was collected on each individual and charge. That is, one observation refers to one individual and one charge. Certain items were recorded about each observation. These included the following: NOTES:

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(1) Docket Number

(2) Name

(3) Charge Code

(4) Date of Arraignment

(5) Date of Final Disposition

(6) Disposition Code

(7) Senior Attorney Time

(8) Junior Attorney Time

(9) Intern Time

(10) Investigator Time

(11) Experimental Unit

A total of 358 observations or charges were available with varying amounts of data. (See Appendix B for data set.)

-11-

To avoid interpretational problems, this data set was edited to eliminate certain problem observations:

- (1) All observations without time or other data recorded were eliminated.
- (2) All observations with arraignment dates before July 1,1973, were eliminated.
- (3) All observations with multiple defendants and multiple charges per defendant were eliminated.

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A total of 195 observations remained after this process was completed. (See Appendix C for data set.)

Before proceeding, an explanation of this editing is necessary. The first case is simple. Observations with missing data are of little value, and those with times of zero hours recorded are irrelevant to this experiment.<sup>4</sup> Charges arraigned before 1 July 1973 were assigned before the experiment started and contain possible bias.

In most cases involving defendants with multiple charges and/ or codefendants, there were severe problems with the time data. In most cases time data was recorded only for one defendant or one charge. In others the time was arbitrarily divided in half. In addition, one defendant with two charges is easier to handle than two defendants with one charge each. Therefore, the decision was made to consider only cases with one defendant and one charge.

Finally, there were several cases in which the type of charge was infrequent. That is, one or more of the experimental units

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did not have a case of that type. A more stringent restriction was then applied. A minimum of three cases of each type was required for the charge type to be included. This insured that a single case would not have undue influence on the analysis.

Table 1 describes the distribution of cases by type among the three experimental units.

## TABLE 1

Charge Type	A	В	C	Total
	1			
Rape	14	7	6	27
Robbery	59	35	11	105
Assault	23	8	4	35
Weapons	8	3	3	14
Sex	8	3	3	14
Total	112.	56	27	195

Observations by Type of Charge And Experimental Unit

A - Trial team, B - Full-time attorney, C - Part-time attorney

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Looking at the last row, labeled "Total," it is clear that the number of cases assigned are approximately 4-2-1 as predicted. (Some confusion resulted from analysis of charges rather than cases at an earlier point in the project.) The net result of the editing procedure then is to give a balanced set of cases which approximates those that were actually assigned.

## Analysis

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The first step in the process was to determine the best variable to test the hypotheses. The cost of the case was chosen as being most appropriate.<sup>5</sup> In this case cost is defined as the man hours spent on the case by each type of person (i.e., senior attorney, junior attorney, investigator, and intern) weighted by the wage rate. In this case relative wage rates were used. The investigator was weighted as 1 and the others were weighted by the actual rate divided by the investigator's rate. The weights became 2.1342 1.4372,1.0346, and 1.00. These can be converted to dollars by multiplying by \$4.62.

In addition to cost a second variable, time to final disposition, was analyzed.

The second step in the process was to examine the average cost for each experimental unit using a technique commonly known as analysis of variance. The results are reported in Table 2.

### TABLE 2

## Analysis of Variance:

Experimental Units and Average Cost

<u>Trial Team</u>		Obs	ervati	.ons	Ave	erage Cost
A			112			18.2439
В			56			23.1627
C			27		•	18.0384
Total	an a		195			19.6280
				en • 11		

F(2,192) = 1.25; P = .30 level

This table indicated that the average cost is essentially the same for the trial team and the part-timer, but both are less than the full-time attorney. Statistically, however, the three are not distinguishable.

One might be tempted to end the analysis at this point, but other questions remain. Consider the possibility that the distribution of types of cases was different for each group and that

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different types of cases have different costs. If this is true, then a simple average cost is inappropriate.

To test this possibility it is necessary to return to Table 1. Note that C handled twice as many rape cases as one would have expected given the 4-2-1 breakdown. Also notice that B handled more robberies than anticipated and C handled less. Given the 4-2-1 ratio, rapes should have been distributed 15-8-4 and robberies 60-30-15. It can be shown using the chi-square statistic that the distribution of types of cases among the units is marginally different.<sup>6</sup>

The second test which must pass is that the average cost of processing various types of cases is different. Table 3 provides the results.

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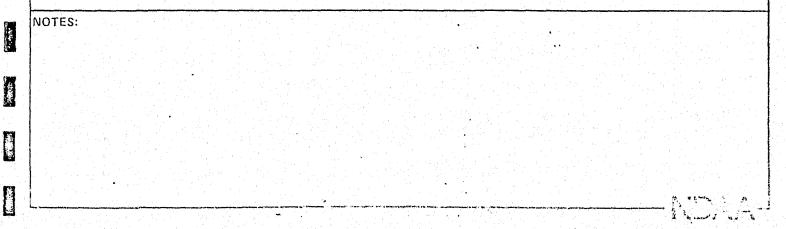
## Analysis of Variance:

	Type of Case and Aver	age Cost
Charge	Observations	Average Cost
Rape	27	31.9954
Robbery	105	19.7964
Assault	35	14.1649
Weapons	14	12.3375
Sex	14	15.4617
Total	195	19.6280

# F(4,190) = 4.17; P = .01 level

These results show that there are statistically significant differences between charge types and cost. Rapes, for example, cost twice as much as assaults, weapons charges, and other sex offenses and 1.5 times as much as robbery. Thus the simple analysis of average cost between groups is inappropriate.

Before combining these results into a single model, another question must be raised. Are the dispositions received between units the same and, if not, is the cost of receiving a certain type



of disposition different from others? The distribution of dispositions among units for the sample is shown in Table 4.

TABLE 4

Observations by Type of Disposition

And Experimental Unit

	Experimental Unit			
Disposition	A	В	С	Total
Found guilty	12	7	5	24
Pled guilty	62	39	10	111
Pled to reduced charges.	13	3	1	17
Found not guilty	10	2	1	13
Dismissed	15	5	10	30
Total	112	56	27	195

Chi-square with 8 degrees of freedom = 19.22. Significant at the .014 level.

It is clear that the distribution of dispositions is not the same among the units. The dismissal rate is sufficient to illustrate the point.

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To close the issue the other point raised must be tested; namely, are the costs different. Table 5 provides these results.

#### TABLE 5

Analysis of Variance.

Type of Disposition and Average Cost

Disposition	Observations	Average Cost
Found guilty	24	60.3386
Pled guilty	111	12.3535
Pled to reduced charge	s 17	15.0693
Found not guilty	13	26.9640
Dismissed	20	13.3794
Total	195	19.6280

F (4,190) = 79.93; P = .000% level

The table shows drastic differences in cost for a given disposition The cost of being found guilty in a trial is from three to five times greater than any other option. The pled guilty as charged category predictably has the least cost. It is also interesting to see that the cost for a finding of guilty and a finding of not guilty are so far apart. This may be a fluke which will be detec-

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At this point the analysis has proceeded to the point where there are three variables which can be used to predict cost: (1) unit, (2) charge, and (3) disposition. These three can now be combined into a single model so that the effect of the unit can be analyzed while controlling for type of charge and disposition. The technique used is multiple linear regression, and the results are provided in Table 6.

Regression Model	Predicting Cost o	f Prosecution
Variable	Coefficient	<u>T-statistic</u>
FT Unit	5.0683	2.59*
PT Unit	-3.9127	-1.49
Rape	6.5036	2.50*
Aslt	-1.2776	-0.55
Weap	-0.8939	-0.26
Sex	-3.7194	-1.09
FD Guilty	47.3068	17.31*
Plea Reduced	3.7919	1.21
FD Not Guilty	15.1116	4.33*
Dismissed	2.4626	0.97
Constant	10.8350	
*Significant at P = .01	level; R <sup>2</sup> (adj.)	= .6474

Looking at the last variable, called "Constant," the model predicts a unit cost of 10.8350 for a robbery case, handled by the Unit A (the trial team), which is pled to as charged by the defendant. If the case had been a rape instead of a robbery, 6.5036 units is added for a total of 17.3386 (10.8350 + 6.5036). If the robbery had been handled by the part-time (PT Unit), 3.9127 would have been subtracted from 10.8350. So depending on the charge, the unit handling the case, and the final disposition, expected various numbers are added or subtracted from constant.

The important column is the one headed "T-statistic." Only those marked with "\*" are statistically significant. This implies that the numbers under "Coefficient" which have been added or subtracted are essentially zero. The conclusion can be reached then that the part-time unit will cost for statistical purposes the same as the trial team but the full-time unit is significantly higher than both the trial team and the part-time unit.

The charges require the same amount of time as robbery, with the exception of rape, which was significantly higher. Among the dispositions only those findings resulting from trials were significantly higher than pleas as charged. All of these results are

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As reported, the model explains 65% of the variance in cost per case. To determine if there appear to be any missing variables, an analysis of residuals was performed.<sup>7</sup> The residuals indicated that there are no missing variables and that the model is properly constructed. There is a good indication, however, that the model could have predicted even better if the difficulty of the case were known instead of just the type of case. The large residuals occurred in almost every case where a jury trial was held. Obviously there is a wide range of possibilities for cost depending on the strength of the case, the complexity of the case, and the quality of the defense.

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After completing this work the response variable, cost, was changed to time to final disposition. These results can be summarized as follows:

- (1) There is no difference between the units in getting a case from arraignment to final disposition.
- (2) Sex charges (excluding rape) take 22 days more than all other cases to clear.
- (3) Jury trials and dismissals occur on the average 33 days later than a plea of any type.

(4) The average time for the units to process a robberyin which the defendant pleads is 64 days.

## Conclusions

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The data subject to key restrictions outlined in Section I indicate that full-time attorneys should be organized into trial teams. The data clearly show the superiority of the trial team over the full-time unit. There appears, however, to be little difference between the trial team and the part-time unit after considering all factors; and, if anything, the part-time unit had a lower cost.

Clearly, however, the experiment needs to be refined to remove all sources of bias mentioned earlier. In Section IV which follows an idealized design is provided.

# IV. PRELIMINARY EVALUATION DESIGN

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## Introduction

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In this section of the paper the elements necessary for an accurate analysis of the trial team concept are outlined. They are labeled preliminary in that organizational difficulties, funding problems, and other factors unknown at this time may permit only a modified version of this plan. We are fortunate in that the staff in Kansas City are more than open to the various elements required in a successful plan.

The plan has three parts: (1) Design, (2) Implementation and (3) Analysis. Each will be covered in turn with an eye to the discussion in the first section of this report.

## Design

The first key decision is whether there is any desire to test differences between resource allocation methods. Principally this means that the twenty-four possible combinations can be reduced to

three if only one situation is chosen. At this juncture we could recommend using the assigned investigator and secretary approach for all concerned.

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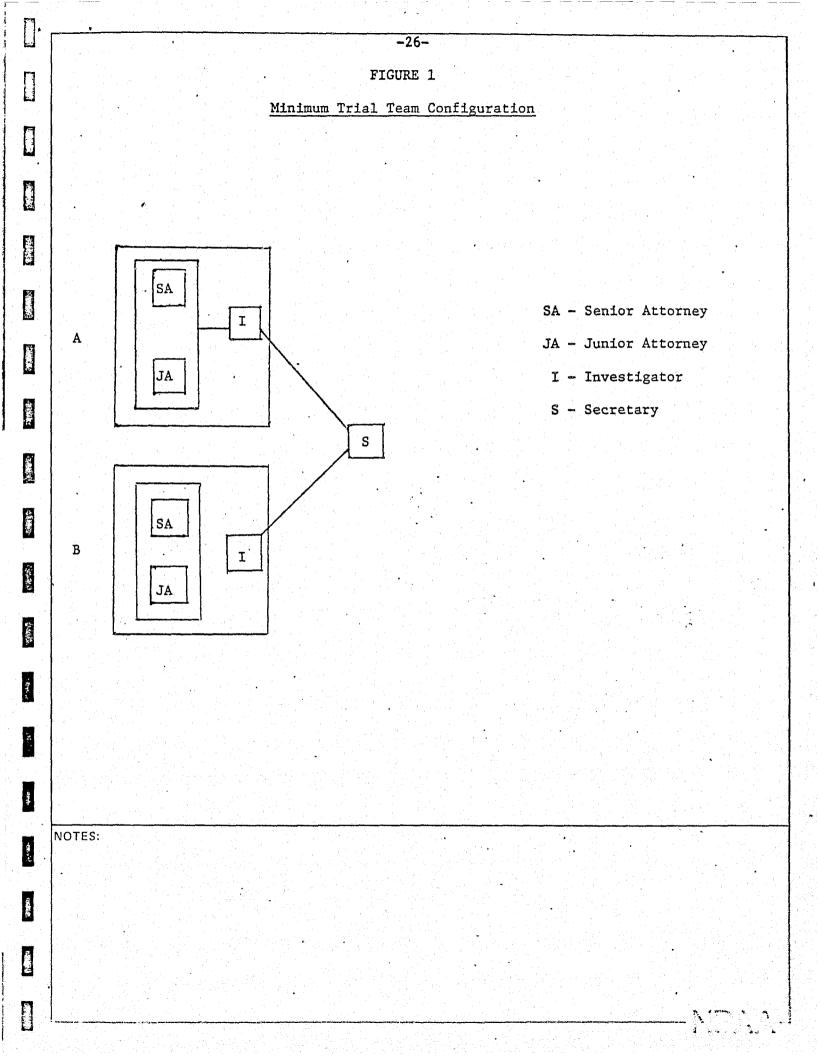
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The second key decision is whether there should be three test groups or only two. There appeared to be sufficient side benefits to the senior/junior combination that the full-time attorney working independently could be eliminated.<sup>8</sup> This implies also that all types of cases would be assigned to all of those concerned. The design which follows includes all three elements, but the one may be safely eliminated.

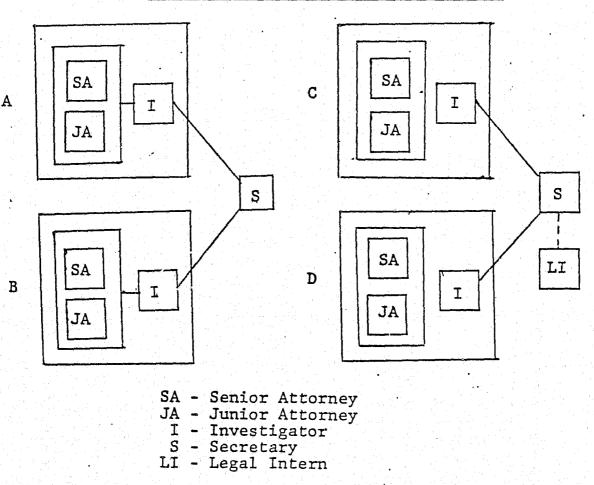
The third decision required is whether to include the legal intern at all. During the preliminary interviews there was a great deal of doubt as to the need versus the cost of such a position. One intern will be used to test the issue further.

Figure 1 shows the minimum structure for the trial team portion of the project:



In this configuration there is only one secretary for two trial teams, since the original participants felt that the services of a full-time secretary to each trial team was excessive. The trial team gives the power of replication to determine if effects are purely associated with the skills of one team or are truly the effect of the team concept.

The more powerful and recommended design is shown in Figure 2 with an intern added.



## FIGURE 2

Recommended Trial Team Configuration

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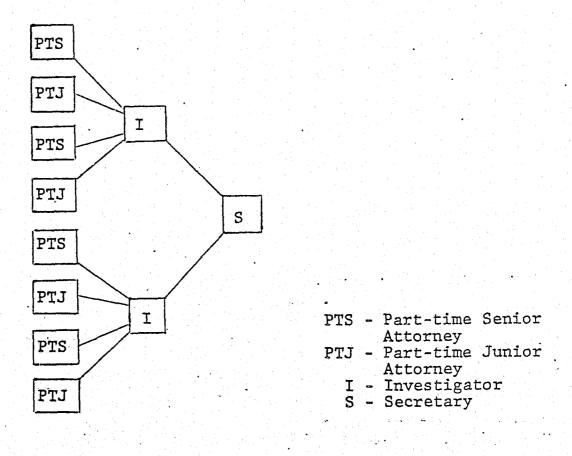
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The other segment of the design is the part-time element. The recommended configuration is shown in Figure 3.

## FIGURE 3

# Recommended Part-Time Attorney Configuration



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This design assumes that the caseload carried by each investigator and secretary will be similar to that carried in the other two situations. There is a possibility, however, that the sheer number of different people involved will require reducing the ratio of six attorneys, two investigators and one secretary. This will be determined during the implementation stage.

If the design described in Figures 1 through 3 were implemented in its entirety, the whole office would be configured for the experiment. If the minimum design were used, the balance of the office would be organized under the pooled resource option.

#### Implementation

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The first major activity which takes place (hopefully at least 90 days prior to the beginning of measurement) is attorney assignment. The full-time staff must be divided into two groups: (1) senior attorneys and (2) junior attorneys. If the eight split evenly, there is no problem; four trial teams can be configured. If this is not possible, the minimum design must be used.

The selection process for the part-time attorneys and staff

is the same. This is followed by <u>random</u> assignment of investigators and secretaries to each of the combinations selected above.

With the combinations formed, all work should begin immediately in this mode. Attorneys may wish to use the old staff for existing cases, but all new assignments should follow this pattern.

The second major task is the development of a case assignment system. First, the active caseload at the beginning of the preliminary period must be determined. With this knowledge, assignments can be handed out to keep the number of active cases essentially constant (i.e., for each disposed case, a new one is assigned) or increasing (decreasing) for all attorneys <u>uniformly</u>. If this assignment criteria is used, then one of the outputs of the project is the caseload per prosecution unit over the period. The assignment is made on the ability to dispose of cases instead of on an equal distribution of cases (4-1). Exceptions to this procedure will be required if the caseload existing at the beginning of the pretest period is not indicative of what it normally should be (e.g. new attorneys, sickness, etc.).

The second subtask is the setting up of a distribution of

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cases. We can follow one of several options. First, cases can be assigned randomly as they come in with no differentiation between types of cases. This probably is unacceptable, since some cases need to be handled by a senior attorney and others should be handled by a junior attorney. The second option then is to have the director of operations in conjunction with the warrants desk divide cases into two categories: (1) major - senior attorney required and (2) minor - junior attorney only. All cases would be assigned randomly subject to the restriction that these two categories are recognized.

The third option is to utilize a more sophisticated case ranking system coming out of research done by NCPM and NDAA. This system would allow the assignment of cases so that each trial team or each combination of attorneys operating separately is carrying the same average difficulty of case. This ranking system would be developed during the pre-test stage of the project and would be available at the time of implementation.

The importance of establishing this balance of cases is to allow all cases, not just serious ones, to be considered in the experiment. This will better allow the complete utilization of the junior\_attorney.

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The third major component is the development of the data collection system. At this juncture we prefer to use a transaction-based system rather than a post-disposition collection procedure. At key points in the system a short form will be filled out containing the required data. At the present time we expect that the data will be the case number, complaint date, defendant's name, primary charge, secondary charges, the date of the various events (i.e., intake, arraignment, hearings, trials), the disposition and the time spent to complete that transaction. The bulk of the information will be filled out at intake, and only supplemental data (time, date, disposition) is added as it occurs. This procedure has several advantages, but the primary one is that the time measurement is for only a much shorter period of recall.

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The final task is really an allowance for cases to reach final disposition after the conclusion of the one-year experiment. A period of at least three months should be allowed for this purpose. At the completion of this period, the evaluation analysis begins.

## Analysis

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At this juncture the analysis is straightforward. We will

compare the caseload, the final time to disposition, the cost, and the disposition for the three groups of attorneys: (1) the trial teams, (2) the paired but individually assigned attorneys, and (3) the group of part-time attorneys.

The data will be analyzed rigorously for statistical outliers. Each group will be adjusted for difficulty of caseload and techniques of analysis of variance; and, where possible, regression will be brought to bear.

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### Footnotes

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We also recognize that some control was achieved by switching the attorneys in the two full-time slots at mid-stream. This may have avoided certain problems and introduced others.

This problem was given even greater credence when the question was put to each of the participating attorneys. All saw the investigators as being key to differential performance.

This problem was also documented during interviews with the participants.

4 Times of zero hours were recorded in cases where charges were dismissed for a consideration in a second case.

Logarithmic variations of the variable were tested but were later rejected because the skew in the initial distribution was explained.

Chi-square with 8 degrees of freedom = 5.92. Partitioning the table will reveal differences between part-time attorneys and the others, especially in the rape category.

7 Residuals are defined as the value predicted by the model minus the actual value.

Having back-up cases ready and better witness control were the most frequently mentioned side benefits.

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APPENDIX A Formats and Codebooks

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# KANSAS CITY TRIAL TEAM PROJECT

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File Layout

<u>Columns</u>	Item
1 - 5	Docket/charge #
7 - 8	Defendant's first and middle initials
10 - 22	Defendant's last name
24 - 27	Charge code
29 - 34	Arraignment date
36 - 41	Disposition date
43 - 44	Disposition code
46 - 48	Senior attorney hours (00.0)
50 - 52	Junior attorney hours (00.0)
54 - 56	Intern hours (00.0)
58 - 60	Investigator hours (00.0)
62 - 64	Total hours (00.0)
71 - 73	Days active (computed)
80	Sample

### KANSAS CITY TRIAL TEAM PROJECT

Disposition Codes

10 - Guilty 11 - Guilty by Judge (Court) 12 - Guilty by Jury 20 - Pled Guilty 21 - Pled Guilty, Reduced Charge 30 - Not Guilty 31 - Not Guilty: Judge (Court) 32 - Not Guilty: Jury 33 - Not Guilty: Sex Psycho 34 - Not Guilty: Mental 40 - Directed Verdict 51 - Dismissed 52 - Dismissed by State 53 - Dismissed by State: Insufficient Evidence 54 - Dismissed - Motion or L/P 55 - Dismissed Appeal 56 - Dismissed: Other Case 57 - Change of Venue 58 - Dismissed: Diversion 61 - Deferred Prosecution 99 - No Info

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# KANSAS CITY TRIAL TEAM PROJECT

Criminal Offenses Code

0100 - 0	Criminal Homicide
0101 -	Murder 1
0102 -	Murder 2
0150 -	Manslaughter
0152 -	Manslaughter by Automobile
0153 -	Manslaughter by Abortion
0199 -	Criminal Homicide - Other
0200 - 1	Forcible Rape
0201 -	Rape
0202 -	Carnal Knowledge
0290 -	Rape, Attempted
0299 -	Forcible Rape - Other
0300 - 1	Robbery
0301 -	Robbery, First Degree
0302 -	Robbery, Second Degree
0303 -	Robbery, Third Degree - Extortion
0390 -	Robbery, Attempted
0399 -	Robbery - Other

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	0400 - A	ssault
		WITHOUT MALICE
	0402 -	Assault w/I to Rape
	0403 -	Assault w/I to Rob
	0404 -	Assault w/I to Maim
	0408 -	Assault by Automobile
	0410 -	Assault w/I to Kill with Pistol
	0417 -	Assault w/I to Ravish
•	0420 -	Assault w/I to Kill, with Deadly Weapon
		WITH MALICE
	0452 -	Assault w/I to Rape w/M
	0453 -	Assault w/I to Rob w/M
i	0454 -	Assault w/I to Maim w/M
	0458 -	Assault by Automobile w/M
	0460 -	Assault w/I to Kill w/Pistol w/M
	0467 -	Assault w/I to Ravish w/M
	0499 -	Assault - Other (see 0899)
	<b>0500 -</b> B	urglary
	0501 -	Burglary, First Degree
	0502 -	Burglary, Second Degree
 .')	0561 -	Burglary, First Degree and Stealing
	0562 -	Burglary, Second Degree and Stealing (ch/sch)
	0593 -	Burglary, Attempted, First Degree
	0594 -	Burglary, Attempted, Second Degree
	0599 -	Burglary - Other (Tools - see 2646)

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	0600 -	Larceny	
	0601 -	Stealing over \$50	
	0602 -	Stealing under \$50 .	
	0608 -	Stealing from Person	
	0610 -	Stealing by Deceit under \$50	
	0611 -	Stealing by Deceit over \$50	
	0614 -	Fourth & Subsequent Conviction	n an
	0690 -	Stealing Attempt	
•	0699 -	Larceny - Other	
	•		
• • • •	0700 -	Automobile Theft	
	0710 -	Stolen Auto	(Pickup Order)
• .	0720 -	Stolen License Plates	(Pickup Order)
	0730 -	Lost License Plates	(Pickup Order)
	0740 -	Stolen Vin Number	(Pickup Order)
	0750 -	Vehicle Wanted in Conjunction	with a Felony
	0760 -	Attempt to Locate Vehicle	(Pickup Order)
	0772 -	Stealing Motor Vehicle	
	0773 -	Driving Motor Vehicle without	Owner's Consent
- - -	0780 -	Attempted Auto Theft	
	0790 -	Tampering with Motor Vehicle	
	0799 -	Automobile - Other	
	0800 -	Other Assault	
a i e	0810 -	Common Assault	
	0841 -	Assault on Police Officer	
-	0899 -	Other Assault - Miscellaneous	- Felonious Assault

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0900 - A	rson
0901 -	Arson - Dwelling
0999 - Es	scape before Trial
1500 - We	eapons Offense
1502 -	Carry, Display, Flourish a Deadly Weapon
1505 -	Buying Firearm without Permit
0599 -	Weapons Offense - Other
1600 - Pi	costitution and Commercialized Vice
1605 -	Sale of Indecent Literature
1610 -	Engaging in Prostitution
1620 -	Consorting with Prostitutes
1630 -	Prostitution, Aiding & Abetting
1660 -	Receiving Earnings of Prostitution
1699 -	Prostitution and Commercialized Vice - Other
1700 - Se	x Offense
1702 -	Statutory Rape
. 1710 -	Adultery or Fornication
1717 -	Seduction
1740 -	Molestation - Exposing
1741 -	Gross Lewdness
1742 -	Harrassment by Telephone
1760 -	Incest
1769 -	Crime against Nature
1780 -	Sodomy
1799 -	Sex Offense - Other

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1800 - Narcotic Drug Laws 1805 -Sale of Restricted Drugs 1806 - Possession Narcotics 1807 -Sale of Narcotics 1808 -Obtaining (or Attempt) Narcotics by Forged Pres. 1809 -Possession of Narcotic Apparatus 1810 -Possession of Restricted Drugs 1811 -Obtaining Restricted Drugs 1899 -Narcotics - Other 1900 - Gambling 1910 -Engaging in Gambling Gambling - Occupying a Room for 1915 -1920 -Aiding and Abetting

1924 - Advertising Lottery Tickets

1925 - Numbers - Lottery

1926 - Bookmaking

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1999 - Gambling - Other

APPENDIX B Original data set

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44877		STEWARD		011674		·		80 93	057	1
44809	G -	THOMAS		122773			65	65	080	1 .
45142	T	GREGORY		032174				30 60	001	2
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44346	RL	ELLIS		091873			55	55	189	1
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44968		LITTLEJOHN		020574			20	15 35	051	1
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	44257 G				090673		20			20	016	
	44229 T				090673		20	20	60	40	017	
	43750 V		-		091273			10	60	70	149	
		A HARRIS			091873			20	10		141	
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APPENDIX D

Initial evaluation report

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# FINAL REPORT "TRIAL TEAM PROJECT"

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RALPH L. MARTIN PROSECUTOR JACKSON COUNTY, MISSOURI

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The material presented in this report serves to update and follow up the findings included in the Interim Progress Report of May, 1974. However, repetition is as much as possible avoided. For this reason, it is recommended that the reader hereof refer to the Interim Report to gain a meaningful understanding of the entire project. Several of the conclusions drawn in the interim document are still valid, with minor modification, and will support some of the final findings and recommendations of the evaluator, the National District Attorneys Association.

#### II. INTRODUCTION:

On July 1, 1973, the prosecuting attorneys office of Jackson County, Missouri, received an award of \$98,969.00 from the Law Enforcement Assistance Administration. The award was in response to a grant submitted by the Jackson County office for an experimental trial team project within that jurisdiction. Prior to the grant award, the office utilized a method of assigning cases to assistant prosecuting attorneys on an individual basis, and, with the exception of the experimental trial team project, continues to function in that fashion.

The objective of the project is to determine which of the three experimental trial units is the most desirable in terms of conviction success, efficiency, cost, witness control, and overall operational effectiveness. More specifically, the prime objective is to determine whether a trial team composed of (A) a full-time senior attorney, junior attorney, paralegal, a criminal investigator and secretary, is a more efficient manner of utilizing manpower than either (B) a full-time
senior attorney, and full-time investigator and secretary, or (C) a part-time prosecuting attorney, plus a part-time (pool assigned as available) investigator.
In order to carry out the experimental project, felony cases are assigned
to the experimental units over a period of one year, based upon the following:
1. Experimental Trial Team A - Senior attorney, junior attorney,

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legal intern, investigator and secretary, all full-time: 4 cases.
Experimental Trial Unit B - Full-time prosecuting attorney, a full-time experienced investigator, full-time secretary: 2 cases.
Experimental Trial Unit C - Part-time attorney, having available to him an investigator from the investigator pool on an as need and as available basis, and a secretary from the steno pool on the same terms as the investigator: 1 case.

It is anticipated by the Jackson County office that at grant termination, trial team A will have handled 138 cases; trial unit B 69 cases; and trial unit C 34 cases.

The project was conceived by the Jackson County office (33 attorneys) under the direction of Honorable Ralph L. Martin, Prosecuting Attorney. He entertained the concept of the project upon the premise that full time, organized and sophisticated prosecutorial effort will provide better service to the Jackson County jurisdiction than part-time prosecutors; and, therefore, extending that philosophy, a combination of attorneys, paralegals, and trained investigators will even better enhance the ability of his organization to respond to the criminal justice

- 2 -

needs of that community. Mr. Martin was also convinced that better prosecutorial ability only increases the effectiveness and quality of the entire system, both as to defendant, victim, and witness. He also theorized at the outset of the project that a properly organized trial team could reduce actual trial preparation time without adversely affecting the prosecution function in the Jackson County jurisdiction.

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After designing the general scope, purpose, and goals of the project, receiving an LEAA award and organizing the experimental units, the Jackson County office entered into a contract with the National District Attorneys Association to provide the evaluation component. In performing the evaluation, NDAA conducted four (4) on-site visits to the Jackson County operation. The studies were to accomplish two basic goals of the evaluation. The first goal was, of course:

a. to review and observe the project in operation on a first hand basis;
b. to discuss the project in great detail with members of the experimental units; to determine if the goals of the LEAA grant were being met and if the project was proceeding as outlined;
c. to determine if the results of the experiment were beneficial to the Jackson County situation and other jurisdictions for program transfer;

d. to determine if any impact from the program was experienced by other criminal justice agencies in that jurisdiction;

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e. to determine whether such a project would be worthwhile for potential refunding in a second phase, and what that phase should consist of in terms of future experiment composition.

, The second basic goal of the evaluator in approaching the assignment was to recommend data collection tools to be used by the experimental units for interpretation and analysis by the evaluator.

NDAA, as mentioned, prepared and submitted an interim report of the project, which covered many areas concerning project composition and progress to that time. The text of this final review will serve to update the previous report and to make phase one (first year grant) conclusions and findings, as well as to make recommendations for phase two implementation of the experiment.

#### III. PROGRAM FINDINGS:

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a. On-Site Reviews:

As mentioned above, the evaluator made four (4) actual visits to the Jackson County office for the express purpose of reviewing the activities of the experimental units and interviewing the participants. The impressions received by the evaluator from the various individuals assigned to the units were quite consistent. Most felt that the project was a great success in determining which experimental unit was best operative in the Jackson County situation.

Each opinion is based on a meaningful understanding of the advantages and disadvantages of especially the Trial Team unit and unit B,

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because most of the staff in those units exchanged assignments at grant mid-year. In other words, part of Trial Team assumed unit B's responsibilities and vice-versa. This was done to compensate for any disparity of work habits or of personality that might affect the overall outcome. Such a procedure added additional insight to the overall operation by the participants and evaluations, and enlarged the understanding of the office monitors as well.

At the project, Phase I, conclusion, all those who had participated in the project, especially those in the Trial Team and Unit B operation, preferred the ability of the former in responding to the trial preparation and court room calendar requirements.

The consensus of opinion by all involved in the experiment was that the Trial Team unit seemed to have more time available for case work-up and trial preparation. Should a plea be entered in a particular matter at the beginning of a trial and that court room then become accessible for another matter, the junior attorney can proceed with a different matter he has already prepared as a back-up case. Only a small amount of time is necessary for the back-up case to announce ready, thus keeping the criminal calendar of the down court moving.

The ability to keep the court room in session, the criminal calendar moving, and cases progressing is a "luxury" many prosecutors would like to enjoy. In many respects, the project could be considered a success

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if this alone was the prime result of the entire experiment. The Jackson County experiment did not envision this as an advantage the Trial Team might offer at the beginning of the project. However, the experiment not only has reduced case delay, but has become one solution to court room time administration for both judges and the defense bar.

The Trial Team unit also boasts of a perfect record in the area of no dismissals resulting from a witness failing to appear. Other units do not have such a record, especially the part-time operation. The attorney in charge of that experimental unit related that witness failure to appear was one of the main problems he experienced in the project. As was mentioned in the interim report, the trial attorney does not have sufficient time to insure witness appearance. It is the opinion of the evaluator that he should not have such responsibility. He is a specialist trained for a specific purpose, and to use his time in areas that do not require his training is a waste of the taxpayers' funds as well as the skill of the lawyer. Investigators are best qualified for the witness control function, as is demonstrated by the records of the Trial Team and of unit B.

Unit C, during one of the interviews, related that a difficult situation is created when the trial attorney, responsible for overall preparation, can only draw upon the resources of an investigator's pool. He may be assigned a new investigator upon each request, which means that each in-

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vestigator must spend time educating himself on the facts of the case. Also, he stated that the investigator from a pool assignment does not have a "vested interest" in the case or its end result, which directly affects quality of the work product.

Basically, the part-time unit was of the opinion that for all practical purposes, and especially in the investigation-witness control area, it had very little support. This was the result of the organization, not the individual attorney involved. The attorney in unit C characterized this as the prime weakness of the part-time operation.

Thus the experiment was highly successful in establishing the weakness of a part-time effort; i.e., no support staff to compliment the ability and efforts of the trial attorney.

Another realization resulting from the project comes from the experimental Trial Team. It exposed difficulty in the effective utilization of the legal intern, who is a member of the team. The senior and junior attorneys in that unit were of the feeling that to properly orient the intern, define the bonds of the research problem, and to answer questions of the intern during the assignment, took almost as much time and effort as if they had done the research originally. The unit questions the useability of the intern in the present situation. This is not to say interns cannot play an important role in a Trial Team concept, merely that under the existing circumstances and usage such use is questioned. Additional review of this area would seem appropriate.

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Generally, the on-site reviews revealed the following conclusions: 1. that the Trial Team unit can prepare more cases in less time than the other experimental units (more discussion on this in later statistical portion);

- 2. that the Trial Team concept creates a back-up in terms of manning an open court calendar and keeps the docket moving;
- 3. that more than one case can be prepared by the Trial Team simultaneously for trial, one serving as a back-up case;
- 4. that witnesses can be better controlled and accommodated under the Trial Team concept;
- 5. that utilization of the specialized resources existing in a prosecutor's office can be better realized in the Trial Team situation;
- 6. that members of the Trial Team complement each other in terms of ability, expertise, and experience, and can therefore, utilize the time available for trial preparation more expediently and on a more rational basis in terms of assignment;
- 7. that under the part-time unit, effort of the trial attorney is hampered because of a lack of "unit dedication" support staff;
- 8. that under the part-time units composition, the attorney's time must be expended on non-legal duties;
- 9. that the duties of the legal intern in the Trial Team should be re-examined to determine his role.

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Measuring Data and Statistical Results:

The project consists of a case assignment ratio between the experimental units as follows:

Unit A - Trial Team - 4

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Unit B - Full-time attorneys/investigator/secretary - 2

Unic C - Part-time attorney/pool investigator and secretary - 1

This structured ratio of input is justified in the grant by the stated objective of determining what impact specialization will have on the quality of case preparation. Such determination is to be arrived at by comparing each group's (1) case backlog, (2) time from case assignment to disposition, (3) quality of case preparation, (4) cost per case, and (5) case results, and such intangibles as attorney morale and relationship with other criminal justice agencies. At present, five classifications of crimes are being assigned to the units:

- (1) Carrying concealed weapons
- (2) Felony assults
- (3) Rape and sexual offenses
- (4) Robbery, and
- (5) Lessor crimes committed by a defendant who is also charged with a more serious matter coming within one of the above categories, and which was subsequently assigned to one of the experimental units.

The cases are not sorted between the experimental units as to merit or difficulty, but are assigned at random at the 4-2-1 ratio.

The statistical data gathered during the term of the project seems to be sufficient. The evaluator had recommended the following data collection means for the experiment, and from the grant year-end totals supplied, it appears that some of the forms suggested are being utilized:

Collection Form I - MASTER DATA SHEET

- (1) Name of case
- (2) Charge

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- (3) Team assigned
- (4) Date assigned
- (5) Disposition
- (6) Date disposed
- (7) Time in days from assignment to disposition
- (8) Time spend-attorney/investigator/secretary/paralegal (hours)
- (9) Approximate cost

This sheet would be kept by the secretary assigned to compile the

cumulative data and would require information from other sheets for completion.

## Collection Form II - MASTER COMPILATION SHEET

- (1) Number of cases assigned by team
- (2) Number of cases disposed by team
- (3) Average number of days from assignment to disposition by team

- (4) Average time spent per case attorney/investigator/secretary/ paralegal (by unit)(hours)
- (5) Average approximate cost per case by unit
- (6) Computed average backlog number

This sheet would be kept by the secretary assigned to compile cumulative data and would require information from other sheets for completion. Collection Form III - DAILY DISPOSITION SHEET

- (1) Case name
- (2) Charge

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- (3) Action data
- (4) Time spent
- (5) Disposition

This sheet would be filled out daily by the attorney/investigator/ secretary/paralegal working on a case, including the pool personnel that assists the part-time attorney of unit C. The sheets would be turned in to the unit's secretary for compilation.

Collection Form IV - WEEKLY DISPOSITION SHEET

- (1) Case name
- (2) Charge
- (3) Actions taken
- (4) Total attorney/investigator/secretary/paralegal time spent
- (5) Disposition

This sheet would be compiled by the unit's secretary or by a secretary assigned for that purpose from the pool in the case of the part-time unit C attorney, and filed monthly with the person assigned to compile data in preparing forms I and II.

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The above data sheets can provide accurate information on a daily basis which would enhance evaluation both by the Jackson County office and NDAA as to the overall performance of the units in relation to the grant. Computed backlog numbers would be figured by comparing the input/output figures for a given period of time. The cost per case would be determined by figuring the cost per hour of the attorney/investigator/secretary/paralegal based on an hourly breakdown of their salaries. However, such will be valid only if the salaries of counterparts are reasonably the same. The total number of attorney/investigator/secretary/paralegal hours would then be multiplied by their respective cost per hour and added together to determine the cost per case to the prosecutor's office. The average time spent per case would be obtained by adding the total hours expended on cases that were disposed of during a given period of time and then dividing by the number of cases disposed.

The cumulative statistical report submitted by Jackson County to the evaluation seems very comprehensive and generally the following conclusion can be drawn:

1. The Part-Time unit, unit C, handled over the grant year 81 assignments and disposed of 63 matters. The unit had been slated to handle only approximately 34 cases during the experiment, substantially less than what actually occurred. Of the cases assigned to unit C, the following constitutes the results:

a. 7 matters guilty of jury verdict

b. 23 plead guilty

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c. 5 matters reduced.

d. 1 not guilty - court

e. 2 not guilty - jury

f. 1 not guilty - mental disease

2. The Full-Time unit, unit B, handled during the project period 145 assignments and disposed of 105. It was originally contemplated that this unit would process approximately 69 matters.

Unit B's record is as follows:

a. 1 guilty - court

b. 11 guilty - jury

c. 57 plead guilty

d. 13 plead guilty - reduced

e. 3 not guilty jury

f. 2 not guilty - mental disease

g. 18 dismissed

This unit disposed of 29% of the cases assigned to the three units.

3. The Trial Team, unit A, was assigned 225 matters during the program. It disposed of 198. The disposal break-out is as follows:
a. 18 guilty - jury

b. 115 plead guilty

c. 20 plead guilty - reduced

d. 3 not guilty - court

e. 8 not guilty - jury

f. 2 not guilty - mental disease

g. 32 dismissed

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The Trial Team handled 54% of all the matters assigned to the experimental units. It was expected in the grant that it would process approximately 57% of all the matters assigned.

Unit B was on target in terms of the number of cases specified as a minimum to handle in the grant. It handled 29% and the grant contemplated just such a figure. Unit C is the only one to dispose of more cases than the grant outlined, 3% more.

Although it may appear that the part-time unit actually disposed of and handled more cases than the Trial Team, one must consider that unit C dismissed 38% of its cases, whereas the Trial Team only dismissed 16%. Such percentage is even below that of unit B which dismissed 17% of its cases. Therefore, the Trial Team, on a per capita basis, handled more of a workload than the other two units.

However, this is not to say that unit C dismissals were out of order. From the statistics gathered by the office one cannot make such a determination. It is possible that unit C, by mere chance, received randomly more cases not deserving the expenditure of prosecutorial effort than the other units. Another interesting fact revealed by the statistics supplied is that the Trial Team secured a 58% record of guilty pleas. The other two units' records were also impressive, but not as high as this. A reason for the high percentage of guilty pleas in the Trial Team operation might be that the defense bar became aware of the results of an organized and sophisticated unit on trial preparation: that the Trial Team would be very well prepared for argument and knowledgeable of all existing law or the subject involved. The evaluator has witnessed this type of attitude by defense lawyers before in other jurisdictions where the Prosecutor utilizes special teams to handle specific cases. In these situations, the defense lawyers know that trial may be futile unless the law is strongly in their favor. They realize, for the betterment of criminal justice, that the prosecutor has had sufficient time and expertise available to prepare for trial.

Another supporting factor of this conclusion is recorded in a letter from a very reputable defense lawyer in Kansas City, Missouri. He wrote the following after a judicial encounter with the Trial Team.

August 26, 1974

Mr. Ralph Martin Prosecuting Attorney Jackson County Courthouse 415 East 12th Kansas City, Missouri 64106

Dear Ralph:

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It has been my unfortunate experience to participate in the trial of two murder cases with your office in the last month, and I felt compelled to write you regarding Bob Dakopolos and James Humphrey, who were trial counsel from your office in those cases. I have been trying criminal

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cases for a great many years, and it was a distinct pleasure for me to try cases with two lawyers who were well prepared, extremely capable, honest and gentlemen. I cannot remember when I have tried two cases back to back with such fine attorneys. Your office is to be complimented and Jim and Bob are to be commended.

Yours very truly,

DUNCAN & RUSSELL

Robert G. Duncan

As a note, the Trial Team was successful in securing a verdict of guilty in both matters referred to in the letter.

The statistical material submitted by Jackson County, which is an attachment to this report, also totals the average unit man hours spent per case. Each member of the unit, except secretaries, is required to maintain an accurate record of time spent on each matter.

Those figures represent the following:

a. That the Trial Team spent an average

of 13 man hours per case;

b. that Unit B spent an average of 16.30

per case; and

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c. that Unit C spent an average of 9 hours

per matter.

However, such figures alone are meaningless; they must be interpreted. The evaluator interprets the figures as following:

a. That the Trial Team with a time recording staff of four individuals

disposed of 89% more cases than Unit B, and did so in only 80% of the time Unit B took for its matters with a time recording staff of only two individuals. A very impressive statistic. The Trial Team, in comparison to Unit B, disposed of more cases in less time with more individuals recording time effort expenditure.

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b. that the Trial Team disposed of 214% more cases than Unit C and did so in using only 44% more time. It should be remembered that only one reporting individual is on Unit C. The investigator and secretary are from a pool assignment basis and no record of their time is made. Actually then, the 9 hours per case average for the unit is to a certain extent understated. It may be proper to assume the more accurate figure would be closer to those of the Trial Team or even Unit B. Also, it should be remembered that the Trial Team had four times as many individual reporting.

These figures probably represent the most solid basis for making a value determination and judgment between the experimental units. The statistics, in terms of manpower hours, demonstrate that the Trial Team can judicially dispose of more matters than the other two units in less time. Thus the Trial Team offers a reduction in the cost of prosecution for Jackson County. This fact is likely to be attractive to the other offices considering a trial team approach to prosecution in their jurisdiction. For the very first time, and as a result of the LEAA grant, solid figures are available to substantiate a substantial benefit of a trial team staff organization.

The other statistics reported in the attachment cannot validly be analyzed as they are not necessarily accurate. These figures relate to the average case cost determination. The salaries of the individuals working in the experimental units are so different that the comparison becomes impossible in terms of drawing a valid conclusion.

All units in the experiment did not generate a back-log in timely disposing of cases. In fact, the units each handled many more than originally planned and all participants generally felt that the units could assume more workload responsibilities.

c. Future Data Gathering Recommendations:

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One last area should be covered in regard to statistical findings. In discussing the trial team project with the data collection clerks, there were some indications that there may be some lack of uniformity in the interpretation of just what a case or assignment is. It appeared that there was no specific set of procedures for cross-checking the information and statistics which were being summarized. This is extremely important when it comes to numbers and statistics and there should be some method of verifying the accuracy of these numbers utilizing basic principles of accounting, such as the double entry system.

It was also observed that the source of information for the statistics may not be up to date due to lack of entries by personnel along the line. Therefore, there should be some method of control established to insure that the data utilized for the statistics is current in nature and the same for each unit under evaluation.

The evaluator recommends that in the future Phase II project a preliminary analysis be performed on the methods and procedures for collecting of the data, also, specific definitions should be made of key concepts: case, defendant, and disposition. A data collection form should be designed with specific instructions telling how to complete it and when it should be done. Once this design has been accomplished, then all parties who would handle the reporting of information concerning these cases should receive a presentation and training in the exact procedures for collecting and analyzing the data. Additionally, during this initial design stage, a method should be created to provide a cross-check on the accuracy of the data reported. This cross-check might come from the courts and/or the police, depending upon which unit more closely resembles the reporting procedures of the prosecutor.

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## WAS THE EXPERIMENT SUCCESSFUL:

Many considerations have been mentioned in the foregoing material, the vast majority of which lead to the conclusion that the project was highly successful. The Jackson County office was able to determine which of the various experimental units was superior not only in terms of manpower utilization but also in regard to time effectiveness. No one can make a determination that one unit was better than the others in quality of work as such subjective data is not available, nor is it certain that such can be measured; but it is a fact that the record of the Trial Team is a remarkable one in terms of its work performance i.e., guilty pleas received.

Very candidly, all involved in the experiment agree that the Trial Team has the advantages of which often a trial lawyer only dreams. It is apparent from the available material and evaluator on-site impressions that more work can be done on a uniform basis, and without adversely affecting the trial success record in the Trial Team than in the other units. These findings alone justify LEAA expenditure of the funds for the experiment.

Such justification does not take into consideration the many other benefits that have been derived from the project. For instance, no one realized that witnesses and crime victims would be direct recipients of the Trial Team advantages over past operational procedures of the office. Yet, not one case was lost because victims failed to tastify or witnesses failed to appear, a record the remainder of the office cannot boast. Such coordination with victims and witnesses surely serves to lessen the intimidating nature of the criminal justice system to the law abiding public.

Also, with the high percentage of guilty pleas the Trial Team received, the indication is that the unit must have been expertly prepared. Again, all involved agreed that the Trial Team had the resources to properly prepare for trial in an organized fashion.

Another beneficial spin-off of the project concerns the ability of the Trial Team to be prepared on more than one case at a time, and to have the witnesses on an on-call basis for trial as back-up. This, as previously mentioned, helps to

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alleviate a court room being idle because a plea is entered in the case first scheduled for that hearing date. The judges are especially pleased with such a procedure. Such can save vast expense for the entire criminal justice system, not only the prosecutor.

Finally, the consensus of opinion concerning the project as a whole, seemed to be that if the trial attorneys in all three experimental units were tested against each other, such would only result in a three way split. But, the Trial Team concept takes the decision under the experimental organizational scheme because it has the "necessary support staff", lacking in the other units. Because such support is lacking, the trial attorney is required to perform many functions that do not need his training and talent. His ability is abused and the expense of prosecution is increased with no particular benefit resulting to the criminal justice system. In other words, the ingredient of success demonstrated by the experiment is the composition of the support staff complementing the trial attorney.

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## PHASE II RECOMMENDATIONS:

As a result of the findings of the evaluator to date, it is recommended that the Trial Team concept, as presently constituted within unit A, be expanded into an additional unit alike in composition. These two trial teams should then be evaluated on a second year basis in comparison to the system now used in the prosecutor's office for assignment of trial preparation and responsibility. The program as presently organized provides for analysis and comparisons between the three experimental units, but fails to evaluate the efficiency and productivity of the superior team against the more traditional approach of case assignment and responsibility utilized by the rest of Jackson County prosecutor's operation. Therefore, if we are truly able to establish one of the three experimental units as superior to the other two in terms of processing and prosecuting criminal matters, it only follows that the same experiment should be enlarged to analyze such against the entire office.

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The present project was not established to make that determination, nor is it possible to make such a comparison under the terms of the present grant. However, the day must come when that decision has to be made in order to fully evaluate the overall potential of the Trial Team.

Results of such an experiment would also be of tremendous benefit and great value for program and transfer implementation to other prosecutor offices within the United States, since many find themselves assigning and preparing cases for criminal proceedings in the same fashion as the traditional approach used in Jackson County. They too could benefit from the Phase II findings.

There may be many other prosecutor offices in America which are presently contemplating moving to a trial team concept. If this is the case, the experience of the Jackson County project would be of great value to such jurisdictions in implementation and organization in their own offices. For such reason, the evaluator strongly recommends a Phase II experiment as a logical follow-up to the first year project.

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	Team A	Team B	Team C
Found Guilty - Court		<i>I</i> • ·	
Found Guilty - Jury	18	11.	7.
Plead Guilty	115	57	23
Plead Guilty - Reduced	20.	/3	5
Not Guilty - Court	· 3.	······································	1
Not Guilty - Jury	8	3	2
Not Guilty - Sex Psycho	- · · ·	_	
Not Guilty - Mental Disease	. 2	2 .	. 1
Directed Verdict	— .·		-
Dismissed by State - Other		·	-
Dismissed - Motion or L/P.	•	_	
ismissed State - Insulf Evid	32.	· 18	24
Dismissed Appeal	,		
Change of Venue		· _ ·	
		•	
DISPOSALS	.198	105	63
ASSIGNMENTS	225	145	81.
AVERAGE WEEKS FROM SIGNMENT TO DISPOSITION	- 13	12	*20
Average Hours Spent .	13:00	16:30	9:00
Average Case Cost	\$ 83: 80	\$ 128.30	\$ 53.80
Average Hourly Salary	\$ 6.47	\$ 7.24	\$ 5.77

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\*Taken from Defendant's Analysis records kept in Circuit Court

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