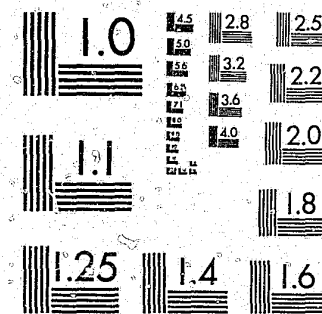


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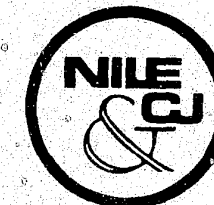
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9/15/83

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**SITE SELECTION
FOR THE
NATIONAL-LEVEL EVALUATION
OF THE
CAREER CRIMINAL PROGRAM**



U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL INSTITUTE OF LAW ENFORCEMENT AND CRIMINAL JUSTICE

55571

THE MITRE CORPORATION
METREK DIVISION

MTR-7346

**SITE SELECTION
FOR THE
NATIONAL-LEVEL EVALUATION
OF THE
CAREER CRIMINAL PROGRAM**

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SEPTEMBER 1976

**U.S. DEPARTMENT OF JUSTICE
Law Enforcement Assistance Administration
National Institute of Law Enforcement and Criminal Justice**

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ABSTRACT

This document presents a description of the process of site selection for the national-level evaluation of the Career Criminal program, an LEAA effort which provides resources for the improved prosecution of serious repeat offenders. Eleven candidate sites are assessed in terms of the requirements of MITRE's evaluation plan to determine their amenability to impact evaluation. Based on these assessments, four sites are recommended for inclusion in the national-level evaluation.

ACKNOWLEDGEMENT

The authors gratefully acknowledge the valuable participation of Mr. James L. Lacy, a consultant to the MITRE Career Criminal program evaluation in the site selection activities. Mr. Lacy furnished important assistance in the early planning of the selection procedures and served as part of the MITRE team which visited the candidate programs. His contributions to the individual site assessments and his general critical guidance throughout the process were of inestimable value to this phase of the evaluation.

TABLE OF CONTENTS

	<u>Page</u>
LIST OF TABLES	vii
LIST OF ILLUSTRATIONS	vii
EXECUTIVE SUMMARY	viii
1.0 INTRODUCTION	1
1.1 The Career Criminal Program	1
1.2 The National-Level Evaluation Design	4
2.0 SITE SELECTION FOR THE EVALUATION	12
2.1 Overview	12
2.2 Evaluability Considerations	14
2.3 Screening Process	19
3.0 PRELIMINARY PROGRAM ASSESSMENTS	23
3.1 Suffolk County (Boston) Career Criminal Program	23
3.1.1 Career Criminal Target Population	23
3.1.2 Career Criminal Program Activities	23
3.1.3 Evaluability Considerations	25
3.1.4 General Assessment	29
3.2 Dallas County Career Criminal Program	31
3.2.1 Career Criminal Target Population	31
3.2.2 Career Criminal Program Activities	31
3.2.3 Evaluability Considerations	33
3.2.4 General Assessment	37
3.3 Wayne County (Detroit) Career Criminal Program	39
3.3.1 Career Criminal Target Population	39
3.3.2 Career Criminal Program Activities	39
3.3.3 Evaluability Considerations	41
3.3.4 General Assessment	46
3.4 Harris County (Houston) Career Criminal Program	48
3.4.1 Career Criminal Target Population	48
3.4.2 Career Criminal Program Activities	48
3.4.3 Evaluability Considerations	50
3.4.4 General Assessment	55
3.5 Marion County (Indianapolis) Career Criminal Program	56
3.5.1 Career Criminal Target Population	56
3.5.2 Career Criminal Program Activities	56
3.5.3 Evaluability Considerations	58
3.5.4 General Assessment	63
3.6 New York County Career Criminal Program	65
3.6.1 Career Criminal Target Population	65
3.6.2 Career Criminal Program Activities	65
3.6.3 Evaluability Considerations	66
3.6.4 General Assessment	70

TABLE OF CONTENTS (CONCLUDED)

	Page
4.0 SITE VISIT ASSESSMENTS	72
4.1 Franklin County (Columbus, OH) Career Criminal Program	72
4.1.1 Career Criminal Target Population	72
4.1.2 Career Criminal Program Activities	72
4.1.3 Evaluability Considerations	73
4.1.4 General Assessment	76
4.2 Kalamazoo County Career Criminal Program	78
4.2.1 Career Criminal Target Population	78
4.2.2 Career Criminal Program Activities	78
4.2.3 Evaluability Considerations	79
4.2.4 General Assessment	84
4.3 New Orleans Career Criminal Program	86
4.3.1 Career Criminal Target Population	86
4.3.2 Career Criminal Program Activities	86
4.3.3 Evaluability Considerations	87
4.3.4 General Assessment	91
4.4 San Diego County Career Criminal Program	92
4.4.1 Career Criminal Target Population	92
4.4.2 Career Criminal Program Activities	92
4.4.3 Evaluability Considerations	93
4.4.4 General Assessment	97
4.5 Salt Lake County Career Criminal Program	98
4.5.1 Career Criminal Target Population	98
4.5.2 Career Criminal Program Activities	98
4.5.3 Evaluability Considerations	100
4.5.4 General Assessment	104
5.0 SUMMARY AND RECOMMENDATIONS	106
APPENDIX I STATUS INFORMATION FOR ELEVEN CAREER CRIMINAL PROGRAMS	109
APPENDIX II SOURCE DOCUMENTS	122

LIST OF TABLES

Table Number		Page
I	Candidate Career Criminal Programs	2

LIST OF ILLUSTRATIONS

Figure Number		Page
1	Career Criminal Program and Proposed Evaluation Approach	6
2	General Model of Criminal Justice Processing for Serious Offenders in Baseline and Treatment Years to be Used in Program Activities Analysis	7
3	Example of Specification of Anticipated Performance Effects in Terms of CCP Interventions	9
4	The Four-Stage Site Selection Process	13
5	National-Level Evaluation Approach and Evaluability Considerations Associated with the Approach	16
6	Site Screening Process	20

EXECUTIVE SUMMARY

The Career Criminal program is an LEAA effort which provides resources to local jurisdictions to improve the prosecution of serious repeat offenders. The national-level evaluation of this program is planned to focus on four individual sites. An in-depth, analytical case study will be conducted in each of the selected sites which will include an assessment of the activities implemented in that site, an investigation of changes in criminal justice system performance associated with those changes, and an examination of crime levels in the implementing jurisdiction. This paper presents a description of the process of selection of the case study sites and recommends to the National Institute of Law Enforcement and Criminal Justice four sites to be included in the national-level evaluation of the program.

Site selection was based upon a set of considerations derived from the requirements of MITRE's national-level evaluation design. Eleven candidate programs were assessed in terms of these considerations to determine their amenability to impact evaluation. A first-round program review was based upon available program documentation. Sites which appeared promising after this initial screening were further examined using information gathered during site visits to these candidate programs. Based on these site visit assessments, four sites were identified as offering the best opportunities for the conduct of the national-level evaluation as planned. These sites (Columbus, Ohio; Kalamazoo, Michigan; New Orleans, Louisiana; and San Diego, California) are recommended for inclusion in the national-level evaluation of the Career Criminal program.

1.0 INTRODUCTION

1.1 The Career Criminal Program

The Career Criminal program (CCP) was developed by the Law Enforcement Assistance Administration (LEAA) in 1974 to aid local jurisdictions in their fight against crime through the improved prosecution of serious, repeat offenders. The program provides funds to local prosecutors to identify defendants who appear to have established a consistent serious pattern of criminal behavior and who are assumed to be responsible for a sizable amount of criminal activity. Once identified, these career criminal defendants are to be given special prosecutorial attention to insure that their cases receive the priority that the nature of their criminal history would indicate is appropriate. This increased attention by the prosecutor is expected to result in more severe judicial penalties for career criminals than would have been the case had they been routinely handled by the prosecution.

Since the initiation of the program, grant awards have been made to eighteen local jurisdictions, and at this time eleven of the awarded programs have been regularly processing career criminal cases for six months or more. These eleven programs (listed in Table 1) form the pool of potential sites for the national-level evaluation (NLE). The programs in the remaining seven sites are still involved in some phase of the start-up process and are not expected to be fully operational for a sufficient length of time during the period covered by the national-level evaluation to allow for an adequate assessment of the program impact in these places. For this reason, these seven programs have not been considered as candidates for the national-level evaluation. These seven sites are:

TABLE I
CANDIDATE CAREER CRIMINAL PROGRAMS

LOCATION	NAME	FUNDING	OPERATIONAL DATE	# ATTORNEYS PARTICIPATING
BOSTON	SUFFOLK COUNTY MAJOR VIOLATORS PROJECT	\$463,963	JULY 1975	12
COLUMBUS	PROGRAM FOR THE PROSECUTION OF THE PROFESSIONAL HABITUAL CRIMINAL	\$239,416	JULY 1975	6
DALLAS	DA'S CAREER CRIMINAL PROJECT	\$289,192 ¹	NOVEMBER 1975	5
DETROIT	PROSECUTOR'S REPEAT OFFENDERS BUREAU (MAJOR VIOLATORS UNIT)	\$576,040	JULY 1975	11
HOUSTON	CAREER OFFENDER PROGRAM	\$321,000	JULY 1975	4
INDIANAPOLIS	CAREERS IN CRIME INTERCEPTION PROJECT	\$315,000	SEPTEMBER 1975	8
KALAMAZOO	CAREER CRIMINAL PROGRAM	\$78,548	OCTOBER 1975	2
NEW ORLEANS	DA'S CAREER CRIMINAL BUREAU	\$421,489	MAY 1975	13
NEW YORK	CAREER CRIMINAL PROGRAM	\$555,968	NOVEMBER 1975	10
SALT LAKE	SALT LAKE COUNTY CAREER CRIMINAL PROGRAM	\$202,000	JULY 1975	4
SAN DIEGO	CAREER CRIMINAL PROGRAM	\$247,118	JULY 1975	6

¹CONTINUATION GRANT PERIOD, 9/1/76-8/31/77

- St. Louis, Missouri
- Rhode Island
- Dade County, Florida
- Albuquerque, New Mexico
- Memphis, Tennessee
- Louisville, Kentucky
- Clark County (Las Vegas), Nevada

While all the local Career Criminal programs share the common goal of crime reduction through the identification of serious, repeat offenders, there are significant differences among these programs in terms of the population of offenders which is targeted in each place and in terms of the type of prosecutorial treatment the career criminal cases receive under the local program. The Career Criminal program has been structured at the federal level so as to permit the participating prosecutorial agencies the flexibility to design programs which speak to the needs of their local jurisdictions in terms both of the local crime problem priorities and of the organization and operations of the agency.

This has meant there is substantial variation among the local jurisdictions in what is considered to be a "career criminal." Programs generally base their selection of career criminal cases on the criminal history of the defendant, the nature of the current offense or some combination of the two. Selection in some instances is fairly routine and is based on objective information regularly examined by the prosecutor's office. In other sites the process, while still objective, is more complex requiring a more comprehensive case evaluation before a case is finally selected for special treatment. In other programs, selection is made on a case by case basis and rests largely on the subjective judgement of an experienced prosecutor.

Local design of program activities has also resulted in a certain amount of variation in the type of special prosecutorial treatment which career criminal cases receive under the program. The most common program strategy is the provision of continuous, individual attorney, case representation for career criminal cases. Some sites, however, had maintained continuous case representation routinely before the program and have concentrated instead on providing for lower caseloads and more investigative support for the attorneys handling career criminal cases. In two programs (Dallas and Houston) the regular trial attorneys handle career criminal cases which have been evaluated and prepared by a special career criminal unit. There is variation among programs in the point at which career criminal cases are identified and the extent of the court process which is covered by the program as well as in the number of attorneys employed by the program and the volume of career criminal cases handled by those attorneys. The brief descriptions of the candidate sites included in Sections 3.0 and 4.0 below provide basic information on the program activities being operated in each of the candidate program sites.

In sum, the Career Criminal program has furnished local prosecutors with resources of varying amounts to provide priority prosecution of cases involving individuals who appear to be responsible for a high level of criminal activity within the local jurisdiction. While there is variation among local programs in the type of defendant given special attention and in the type of prosecutorial attention provided under the program, all programs are directed towards the improved prosecution of the career criminal and the reduction of crime through these prosecutorial improvements.

1.2 The National-Level Evaluation Design

The national-level evaluation of the Career Criminal program is designed to examine, through four analytical case studies, whether

focusing resources on the prosecution of the subset of serious repeat offenders can be shown to result in more severe prosecutorial outcomes for the career criminal cases treated and a reduction in city-wide crime for those offenses attributable to the selected target population.

The three-part approach to be employed in this evaluation is shown in Figure 1. The analyses planned for the three evaluation areas:

I Program Activities Assessment

II System Performance Assessment

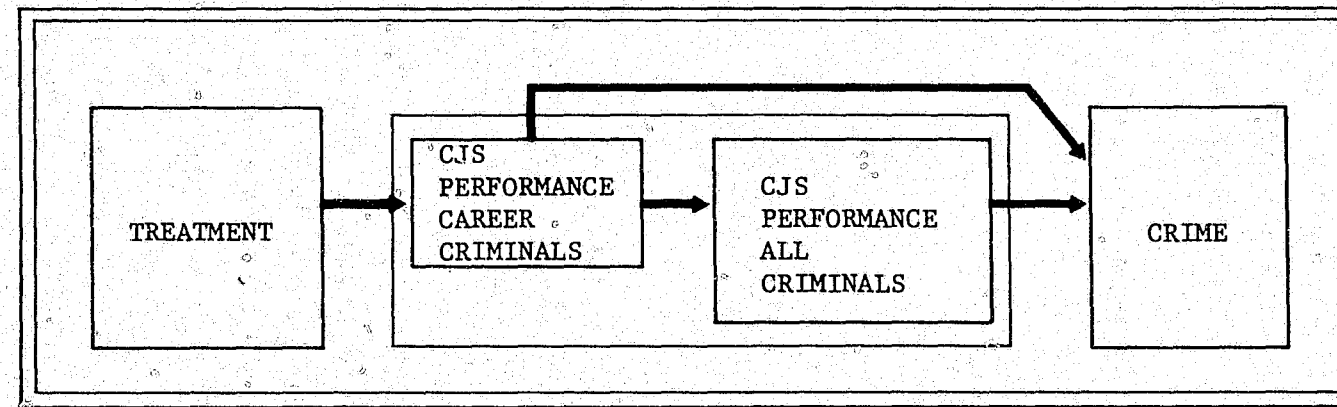
III Crime Level Assessment

are presented in detail in the National-Level Evaluation of the Career Criminal Program - Concept and Plan.¹ The evaluation plan will be outlined here to provide a context for the considerations employed in the selection of sites to be included as case studies in the evaluation.

The first stage of the evaluation, the Program Activities Assessment is designed to provide a detailed, functional description of the program treatment as developed and applied in each of the local jurisdictions. The analysis conducted in this part of the evaluation will consist of an extensive examination and description of criminal justice case processing (from arrest to sentencing) in each city before the implementation of the CCP and during program operations. These before-during analyses are designed to facilitate the identification of the specific changes in case processing which have been implemented by the program. These analyses will be represented by caseflow diagrams indicating the process of case handling and the points of program impact in this process. A simplified diagrammatic example of this analysis is shown in Figure 2.

¹Chelmsky, Eleanor, Judith S. Dahmann and Joseph H. Sasfy, "The National Level Evaluation of the Career Criminal Program - Concept and Plan", The MITRE Corporation, WP-11808, May 1976.

CC PROGRAM



CAREER
CRIMINAL
EVALUATION
APPROACH

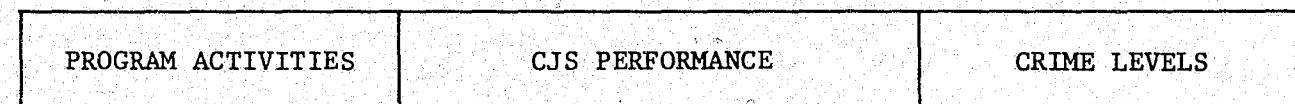
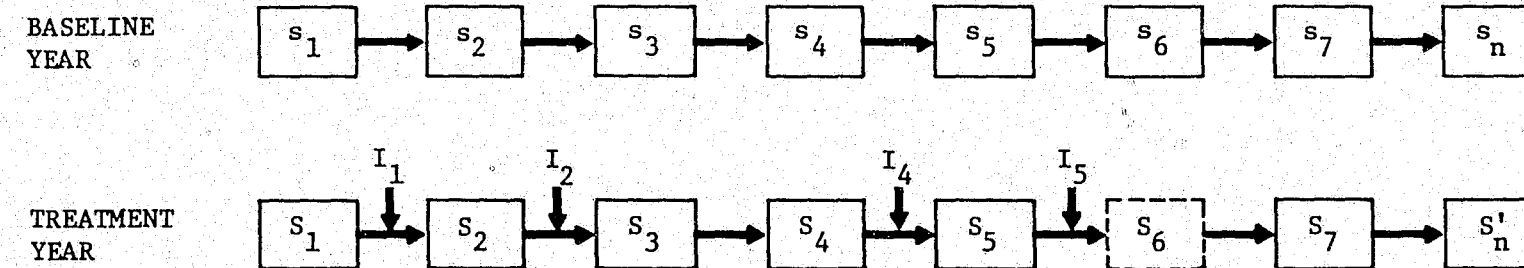


FIGURE 1
CAREER CRIMINAL PROGRAM AND PROPOSED EVALUATION APPROACH



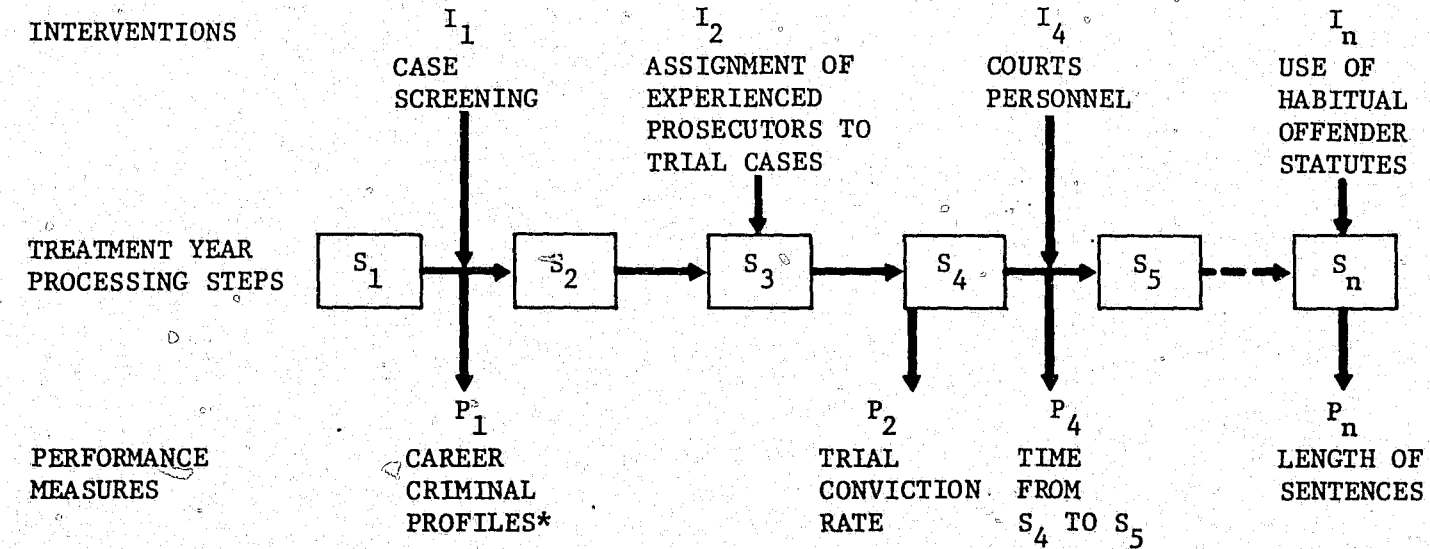
s = BASELINE YEAR CASE FLOW STEP
 S = TREATMENT YEAR CASE FLOW STEP
 I = CCP INTERVENTION

FIGURE 2
GENERAL MODEL OF CRIMINAL JUSTICE PROCESSING FOR SERIOUS OFFENDERS IN BASELINE
AND TREATMENT YEAR TO BE USED IN PROGRAM ACTIVITIES ANALYSIS

This assessment is not only designed to provide for the clear identification of program activities, it is also intended to allow the specification of those criminal justice performance measures likely to be affected by these program activities. For instance, if the description of program activities and operations indicates that more experienced prosecutors are now being assigned to career criminal cases going to trial, it would be reasonable to examine trial conviction rates in relation to this change in operations. The flow diagrams mentioned above thus facilitate the development of relevant performance measures by providing a framework for a more detailed narrative delineation of this treatment. (See Figure 3 for an example of this process.) In this way the assessment of program activities, the first stage of the evaluation, is critical if performance changes assessed in the second stage are to be reasonably attributed to the Career Criminal program.

The second stage of the evaluation involves the analysis of changes in the various specified measures of criminal justice performance and the attempt to link these changes to activities and operations engendered by the Career Criminal program. Although there are three general categories of performance measures of direct concern--conviction rates, incarceration rates, and length of sentences--there are many more specific measures which fall within and outside these categories. These other measures, such as "plea-to-charge" rates or "negotiated plea" rates are essential if the specific impacts of the program are to be elaborated.

Although the program is designed to affect these performance measures for only one group of offenders, the career criminal group, it will be necessary to collect data on the same measures for other groups for comparison purposes. Data will be collected for four groups: (1) designated career criminals during the treatment year;



* THESE CAREER CRIMINAL PROFILES ARE NOT PERFORMANCE MEASURES, PROPERLY SPEAKING, BUT WILL BE DERIVED AS A RESULT OF THE SCREENING PROCESS, MUCH AS THE PERFORMANCE MEASURES ARE DERIVED; THEY FIGURE HERE BECAUSE OF THEIR IMPORTANCE IN THE ONGOING ASSESSMENT.

FIGURE 3
EXAMPLE OF SPECIFICATION OF ANTICIPATED PERFORMANCE
EFFECTS IN TERMS OF CCP INTERVENTIONS

(2) non-career criminals during the treatment year; (3) criminals from a baseline year who theoretically would have been designated career criminals; and (4) criminals from a baseline year who would not have been designated career criminals. Thus, it will be possible to assess whether performance has changed with respect to the career criminal because of the program, as measured in terms of conviction and incarceration rates, length of sentence, and in terms of more detailed measurement breakouts for each CCP city. Additionally, the analysis of performance measures with respect to the two groups of non-career criminals will allow the examination of possible indirect effects of the Career Criminal program on the prosecution of the non-career criminal group.

In addition to providing the primary basis for the evaluation of the effects of the Career Criminal program, the analysis of performance measures will provide the data necessary for the examination of potential programmatic effects on crime levels, the last stage of the evaluation. In this stage, a quantitative model developed by Shinnar² will be employed to derive estimates of "saved" crimes due to the incapacitation of career criminals. In the evaluation these estimates will be based on changes in criminal justice system performance measures and will be used in conjunction with actual crime levels and expected crime levels (derived from crime determination models which make no use of performance measures) to determine whether differences between actual and expected crime rates can be accounted for by values derived from performance measures. In this way, it may be possible to link changes in crime rates to changes in system performance brought about by the Career Criminal program.

² Shinnar, Shlomo and Reuel Shinnar, "The Effects of the Criminal Justice System on the Control of Crime: A Quantitative Approach," Law and Society Review, Vol. 9, #4 (Summer 1975).

Avi-Itzhak Benjamin and Reuel Shinnar, "Quantitative Models in Crime Control," Journal of Criminal Justice, Vol. 1, pages 185-217, (1973).

In summary, then, the national-level evaluation is designed to provide an intensive description of the nature of the Career Criminal program and the changes in criminal justice system operations it has brought about. Second, it seeks to link these changes in operations to anticipated changes in the performance of the system with respect to the career criminal. Finally, the evaluation attempts to link changes in system performance to changes in actual crime rates. The basis for the evaluation are intensive analyses of program activities, system performance, and crime levels in four selected cities which have implemented the Career Criminal program.

2.0 SITE SELECTION

2.1 Overview

The purpose of site selection for the national-level evaluation of the Career Criminal program is to identify those four programs from among the eleven candidate program sites (see Table 1, page 2) which appear to offer the most promising context for assessing the impact of the Career Criminal program activities on prosecutorial performance and on crime. The four selected programs will be the foci of four case studies to be conducted according to the design presented above in Section 2.2.

A four stage procedure (see Figure 4) was followed in conducting the site selection task. First, drawing upon grant applications and other program documentation, including Status Reports prepared by the local jurisdictions for the National Legal Data Center (LEAA's national-level data collector for the program), descriptions of the eleven candidate Career Criminal programs were prepared. Depending on the nature of the program data available in the status reports, much of the information included in these initial program descriptions reflected the initial plans for programs rather than the programs as implemented. These program descriptions³ served as the initial data base for the site selection process.

Stage two, the development of evaluability considerations, was begun concurrently with the preparation of the city program descriptions. Because the goal of the site selection process is to insure that the programs selected as case study sites are amenable to evaluation in the manner prescribed, site selection considerations focus on those program and site characteristics which play a critical role in the

³Initial Career Criminal Program Descriptions, The MITRE Corporation, WP-11766, August 1976.

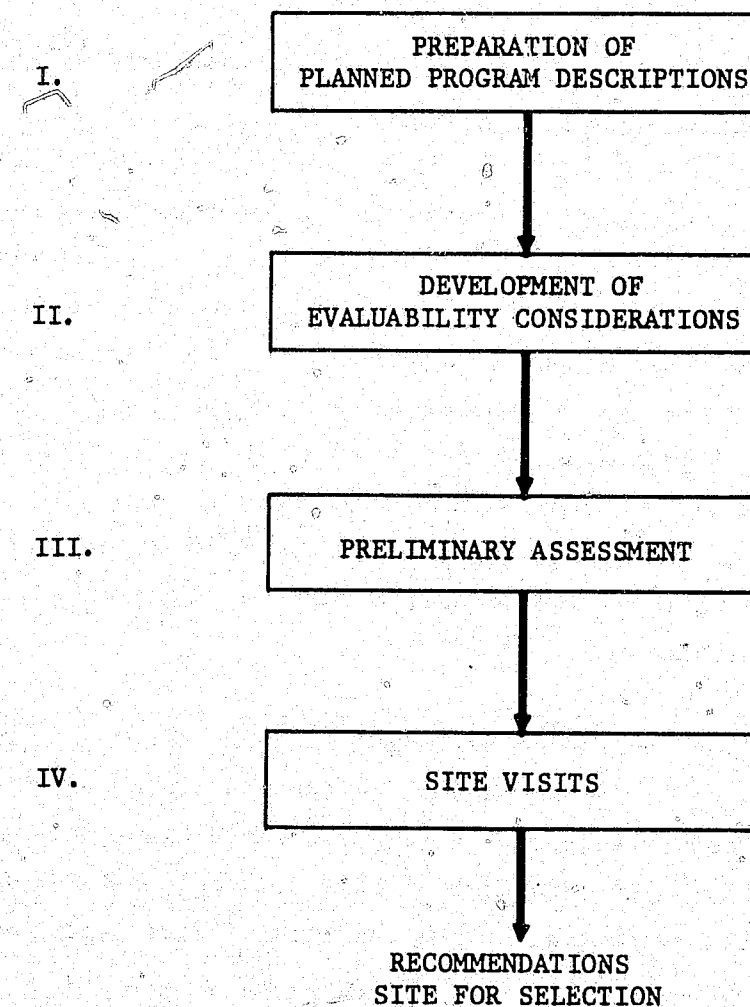


FIGURE 4
THE FOUR-STAGE SITE SELECTION PROCESS

execution of the evaluation methodology. These evaluability considerations which are described in the following section, provided the basis for the subsequent steps in the site selection process.

Third, a preliminary assessment was made of the eleven candidate sites using the information presented in the initial program descriptions and evaluating that information in terms of the designated evaluability considerations. This preliminary assessment served to identify those sites which appeared to pose certain difficulties for the conduct of the national-level evaluation as well as those sites which appeared to be viable candidates for the case study analyses. Finally, completing the four-stage process, the set of promising sites identified on the basis of the preliminary assessment were then visited by a MITRE team in order to verify the available program information and to gather additional data necessary to assess the amenability of these sites to the planned impact evaluation. The screening process is described in more detail below in Section 2.3.

This document is devoted to the description of the site selection process which includes not only the four stage process discussed above, but also the presentation of end-process site assessments and recommendations for site selection. The remainder of this section describes the evaluability considerations central to the selection process and the assessment procedures employed in applying those considerations.

2.2 Evaluability Considerations

The site selection process, designed to identify those programs which are most amenable to the conduct of the national-level evaluation, is based upon a set of considerations derived from the proposed evaluation design. The specific factors considered in the site selection process are associated with those agency or program features which play a crucial role in the implementation

of the evaluation design. Figure 5 presents the nine evaluability considerations employed in site selection as they relate to various stages in the evaluation plan.

As discussed earlier, the first stage of the planned evaluation is the Program Activities Assessment which focuses its attention on the development of functional descriptions of the case handling process before and during the program. A comparison of the before and during case flow descriptions is planned to allow for the identification of those changes in case processing which have been instituted by the program. As such, the first purpose of this stage of the evaluation is the definition of the program treatment. If this is to be accomplished, it is necessary that the local implementing agencies have a precise definition of the inputs to the system which are involved in the program. Without a Clear Specification of the Treatment (Consideration #1) being applied by the program it would not be possible to attribute any observed changes to the program, to assess those changes as results of the program, or later, to replicate those results. Hence, clearly specified program treatment (which would be exemplified by the creation of a new unit to conduct new tasks or old tasks using new procedures) is necessary for the conduct of the evaluation.

Further, it is important that this program treatment be applied in a relatively uniform fashion through the time of program operations. Changes in program activities or problems encountered in implementing these activities will serve to confound the evaluation analyses. Hence Consideration #2 refers to the Systematic Application of Program Treatment.

The first stage of the evaluation has an additional purpose in that it provides a framework for the identification of changes in prosecutorial performance which can reasonably be linked to the program activities or treatment. This linkage between program activities and

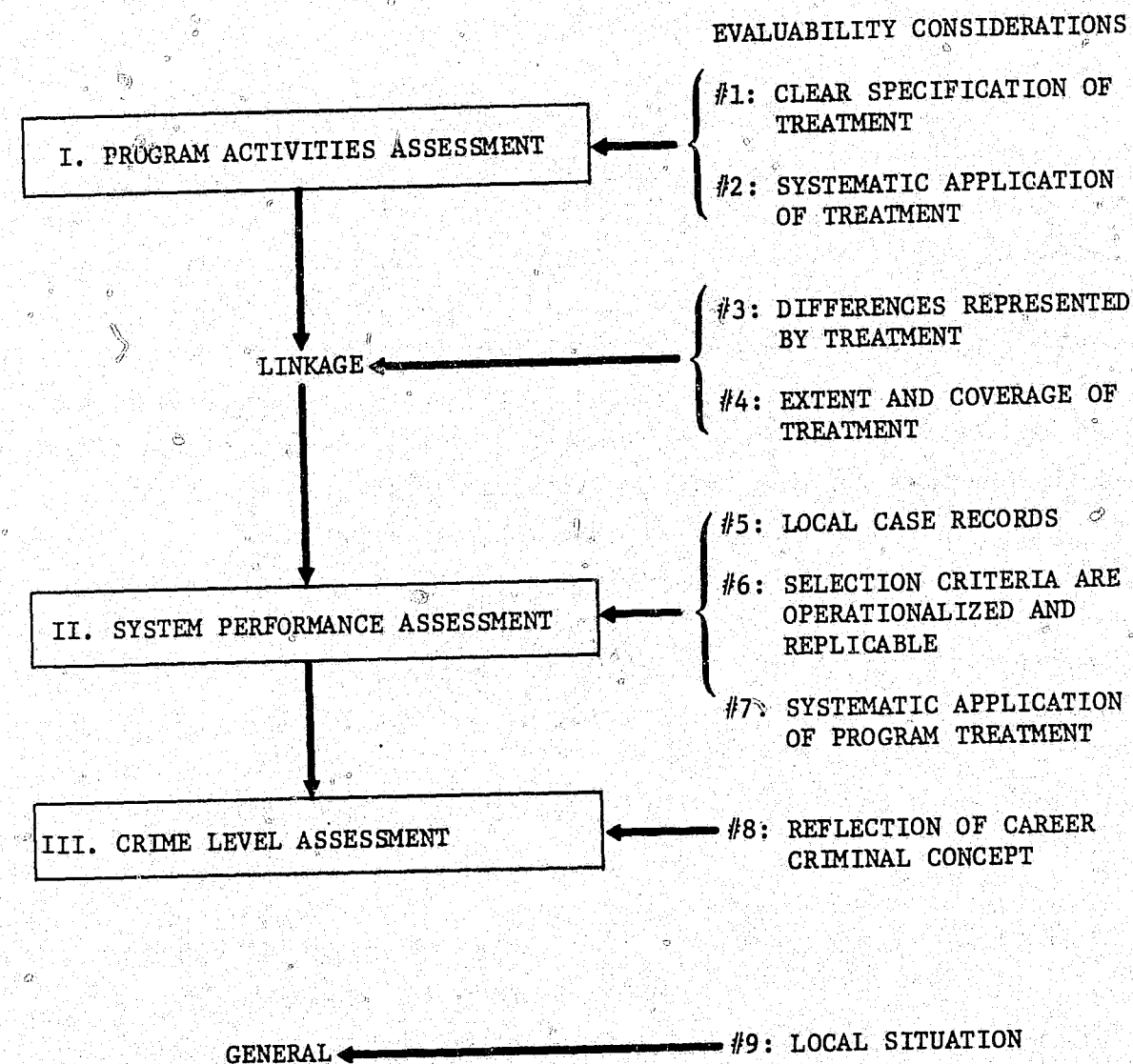


FIGURE 5
NATIONAL-LEVEL EVALUATION APPROACH AND EVALUABILITY
CONSIDERATIONS ASSOCIATED WITH THE APPROACH

the system performance measures is again critical for the attribution of outcome effects or results to program activities. Because the system performance analyses are to be based on comparison of career criminal cases with non-career criminal cases during a baseline and a treatment period, it is essential that the program treatment inputs also be differentiated on this basis. That is, the analysis rests on the assumption that the program activities result in a different handling of career criminal cases during the treatment year than either non-CC cases during the program or "would-be"⁴ career criminal cases prior to the program. As such, the processing Differences Represented by Program Treatment has been included as the evaluability Consideration #3.

Further, if the analysis of system performance measures is to be meaningful, it is necessary that the magnitude of the treatment be sufficient to reasonably expect that changes in system performance will be observed. While too little is known about any of the specific program activities involved in the CCP to assess a priori whether or not they are sufficient to produce the expected results (indeed that is the purpose of this evaluation), it is reasonable to assume that the Extent and Coverage of the Program Treatment (Consideration #4) are related to the likelihood that the anticipated results will be observed. This says that a program which provides special attention to target cases earlier and at more points in the case handling process and which handles a larger volume of cases is more likely to produce the anticipated results.

The analyses planned for stage two, System Performance Assessment, are based upon a comparison of cases prior to and during the Career Criminal program with both the baseline and treatment year case samples including career criminal and non-career criminal cases. It is therefore

⁴"Would-be" career criminal cases are those cases which would have been categorized as CC cases had the classification existed prior to the program.

critical to the evaluation that the Local Case Records (Consideration #5) be sufficiently comprehensive and accessible to allow for the construction of the necessary data base.

The analyses of system performance will require that the baseline sample of cases be partitioned into "would-be" career criminals and non-career criminals on a basis comparable to that employed by the program selection procedures. In order for this to be possible it is necessary that the program career criminal Selection Criteria are Operationalized and Replicable (Consideration #6). Unless the implementing agency has established objective criteria for the selection of career criminal cases which are based upon information routinely available in case files, it will not be possible to accurately identify a comparable baseline career criminal population. For example, a criterion involving the amount of loss to the victim would be impossible to replicate with earlier cases. In addition, it is desirable that the programs maintain a Systematic Application of the Selection Criteria (Consideration #7). A single change in selection criteria can be handled in the evaluation by the construction of two baseline groups or the restriction of the analysis to one of the two career criminal populations, however, continuous shifts in selection procedures restrict the probability of constructing appropriate comparison samples and limit the ability of the evaluation to meaningfully address questions of crime level changes.

Crime level changes are the focus of the final stage of the national-level evaluation. The ultimate Career Criminal program goal is the reduction of crime through the improved prosecution of the group of serious repeat offenders who are assumed to be responsible for a sizable proportion of crime. While predictors of this type of offender are not well established, career criminal selection criteria should represent an adequate Reflection of the Career Criminal Concept (Consideration #8), that is, these criteria should focus on the criminal offender (prior criminal activity, personal characteristics) rather than on the nature or circumstances surrounding the current criminal event or the victim.

The final evaluability consideration is a general one which relates to the Local Situation (Consideration #9) and its prospects for offering a promising context for the national-level evaluation. Because of the design planned for the evaluation, prior and current stability in local policy and organization is highly desirable. Further it is important that the local agency personnel are willing to participate in the evaluation. Because of the time and effort involved in participating in a national-level evaluation it is essential that the local agency be receptive to the national evaluation and its needs.

Assessing candidate sites in terms of these criteria involved varying degrees of subjective judgement and, necessarily, all program assessments are relative. It was not expected that any program would be found to be fully appropriate in all areas addressed by the evaluability considerations. Rather the considerations were expected to serve as guides to the identification of those programs which offered the best opportunities for the acquisition of the evaluation information sought by the case studies.

2.3 Screening Process

The assessment of the eleven potential sites based on the evaluability considerations described above was conducted in a two-step screening process. Figure 6 displays this process. First, using documented information on the various candidate programs, a preliminary assessment of program evaluability was conducted. On the basis of this assessment, six sites were screened out due to particular obstacles to the conduct of the evaluation associated with their programs. Five program locations then remained in the pool of potential sites. Visits were made to each of the five potential locations, making possible more detailed assessments of the evaluability considerations. On the basis of information acquired during the site visits, four of the five programs have been identified as recommended sites.

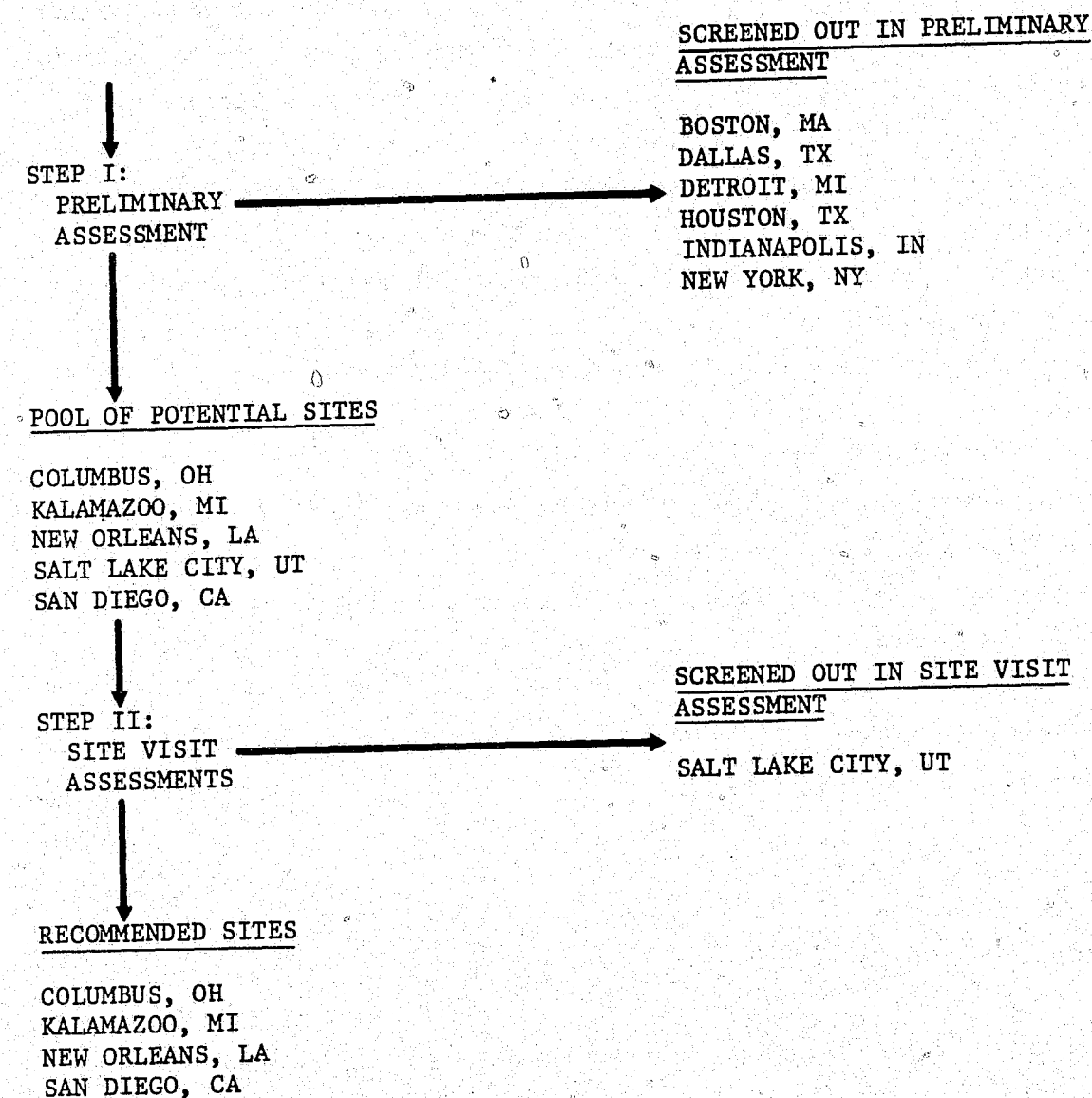


FIGURE 6
SITE SCREENING PROCESS

The preliminary assessment was conducted based upon information available from source documents including project grant applications and progress reports. Other information employed in this first step of the screening process was provided by the National Legal Data Center, LEAA's data collector for the national Career Criminal program. Materials provided by this source include copies of monthly status reports prepared by the local jurisdictions and a compilation of the selection criteria being employed by the eleven candidate sites. (The source documentation compiled on each program is listed in Appendix II.) In addition, MITRE representatives attended a regional meeting of Career Criminal program directors at which local jurisdiction presentations were made by the directors of the Career Criminal programs in Boston, New York, Houston, Dallas and New Orleans. This meeting provided the opportunity for the verification and updating of program information. After reviewing the available documentation on the eleven sites, these sites were divided into two groups, those which appeared to pose more serious evaluation problems and those which appeared to be promising as potential evaluation sites.

The set of promising sites was then visited by a team of MITRE representatives. The purposes of these site visits were three-fold. First, the visits provided the opportunity to verify the operational status of the program and its components, to the extent possible during a short initial field visit. Second, the visiting procedure allowed for a more detailed assessment of the local record system. Because of the rather extensive data base required for the program evaluation analyses, the availability of data is of critical importance. A portion of every site visit was spent examining the record-keeping system and the case jacket materials routinely maintained by the local prosecutor in an effort to assess the feasibility and logistics of developing the necessary data base in each place. Finally, the site visits enabled the MITRE team to evaluate the level of cooperation

which could be expected from each of the local agencies, should they be selected as a case study site. Based on the information gathered during the site visits, the evaluability of these programs was assessed and four sites were identified as offering the best situations for the conduct of the national-level evaluation case studies.

In the following Section (4.0) the preliminary program assessments are presented for those six sites screened out in the first step of the screening process. Section 5.0 presents the site visit assessments for the remaining five program sites.

3.0 PRELIMINARY PROGRAM ASSESSMENTS

3.1 Suffolk County (Boston) Career Criminal Program

3.1.1 Career Criminal Target Population

Persons to be processed as career criminals in the Suffolk County program are selected from a large pool of felony cases. Selection is based on the current offense and the offender's prior record. The seriousness of both the current offense and prior offense(s) are taken into consideration. A prior record of conviction is not required, however, if the offender is on bail or in default for a crime of violence or if the current-offense is sufficiently aggravated. The strength of the evidence in the present case is also considered in the selection decision.

The project began operation in September, 1975. As of June 1, 1976,⁵ 228 cases had been selected for career criminal processing. These cases involved 165 persons that were prosecuted as major violators. A breakdown of offenses for 68 CC cases accepted as of December 5, 1975⁶ indicates a total of 248 offenses, comprised of 103 armed robberies, 48 assaults, 13 breaking and enterings, 19 unlawful possession of firearms, 18 rapes and 47 other offenses.

3.1.2 Career Criminal Program Activities

The Suffolk County District Attorney's office employs 44 prosecuting attorneys. Criminal cases are routinely handled by a series of attorneys during the lower court processing steps, with no special screening or assignment. Once an indictment is returned and the defendant is arraigned in Superior Court, an assistant district attorney is responsible for the prosecution of the case through the appellate process.

⁵Reported at the June 16 meeting.

⁶Career Criminal program Status Report, prepared by the Suffolk County District Attorney's office for the National Legal Data Center, 12/5/75.

The Career Criminal program in Suffolk County, designated the Major Violators Project, is a separate Division within the District Attorney's Office, staffed by twelve attorneys. The Division is comprised of a CC Screening Unit and a Trial Unit. The CC Screening Unit is staffed by the Senior Screening Counsel, 4 Screening Counsels and 3 paralegal investigators. The Trial Unit is staffed by the Senior Trial Counsel, 5 Trial Counsels, 2 legal assistants and 2 paralegal investigators. Both Units are supervised by the Project Director, who also carries a limited number of cases for trial.

Career criminal cases are identified by the CC Screening Unit which operates on an 18 hour-a-day basis at Boston Police Headquarters. Potential cases are referred by arresting or other police officers or are identified by examination of daily police arrest summaries. These cases (including witness interviews) are reviewed and a final selection is made, based on a point system which rates the defendant's record and the current offense.

Once a case is selected, it is referred to the CC Trial Section. The Senior Trial Counsel reviews the case and assigns it to a trial counsel and a legal assistant. The presentation of the case to the grand jury (by the assigned ADA) marks a case's formal selection as a Major Violators case. The trial assistant district attorney (ADA) is responsible for the case's prosecution from this point through final disposition of a case and through appeal. It was planned that CC cases would receive priority scheduling at the Superior Court which would allow for more expeditious processing of these cases; however, the lack of adequate judicial manpower has meant that CC cases have fallen below anticipated levels in terms of speed of processing.

3.1.3 Evaluability Considerations

• Consideration 1: Clear Specification of Treatment

The activities of the Major Violators Project, a separate Division of the District Attorney's Office, are directed toward the improved prosecution of career criminal cases. These activities include the initial interview of police and civilian witnesses, the provision of assistance in the investigation of the case, increased preparation, and the assignment of one attorney (vertical or continuous representation) plus a legal assistant to each case following the return of an indictment. The project objectives are to speed up the disposition of the case by expediting each stage in the case handling process, to improve the conviction rate for CC cases and to influence the sentencing of career criminals to more consistently reflect the seriousness of the crime and the danger presented by the offender.

• Consideration 2: Systematic Application of Program Treatment

No major changes have been made in program activities since the Major Violators Project became operational in September, 1975. One implementation problem was reported in the May Status Report, however.⁷ Because of the lack of an adequate number of trial judges in the Superior Court, the project goal of disposing of cases within an average of 90 calendar days was not met. The Chief Justice of the Superior Court agreed to the MVU's request to have a trial session assigned exclusively to Major Violators cases during the month of May. This problem has apparently not yet been solved since the average number of days from arrest to disposition was reported as 108.85 in the June Status Report which covered the time period 5/5/76 to 6/5/76.

• Consideration 3: Differences Represented by Program Treatment

The primary difference between career criminal and routine case processing is that career criminal cases are processed by a separate

⁷Status Report, 4/5/76 to 5/5/76.

Division, the Major Violators Project. Potential CC cases, i.e., those involving target crimes, are identified and selected by the Screening Unit and prosecuted by the Trial Unit which together comprise the Major Violators Project. (In routine criminal processing, there is no systematic screening.) Attorneys in the Trial Unit have smaller caseloads than non-project attorneys and are aided by legal assistants. Other differences are an intensified investigation, the request for increased bail and priority scheduling in the Superior Court. Further, career criminal cases are processed in a more expeditious manner than are routine cases.

● Consideration 4: Extent and Coverage of Program Treatment

Regarding the extent of program treatment, career criminal cases receive special consideration from the point of identification by the Screening Unit as a potential career criminal case, through the appellate process.

In terms of program coverage, only a small proportion of potential cases are selected for prosecution by the Major Violators Unit. An average of 30 to 35 cases per day are initially identified but, because of manpower limitations, only one or two of these are selected for career criminal processing.

● Consideration 5: Local Case Records

In the monthly Status Reports prepared by the District Attorney's Office for the National Legal Data Center, the following statistics are reported: the disposition of career criminal cases (guilty pleas, jury trial convictions, etc.), the average number of days from arrest to disposition, and the sentences received (the number of offenders incarcerated at each correctional institution with the average length of sentence and the number of offenders sentenced to probation). No statistics are included for non-career criminal cases.

As part of the local evaluation of the Boston CC project, a sample of 200 cases handled by the Suffolk County District Attorney's Office during the period September 1, 1974 to June 20, 1975 is to be constructed.⁸ The processing of these cases is to be compared with the processing of career criminal cases. The information sources to be utilized include police reports, grand jury minutes, and interviews with assistant district attorneys and police officers. It may be difficult to determine the criminal history for the offenders selected, however, since as of April, 1975, the criminal justice system in Boston lacked the capability for accurately reflecting a defendant's criminal record.⁹

A Prosecution Case and Resource Management System was mentioned in the grant application, but as of June 1976, the computer system had not been set up.

● Consideration 6: Selection Criteria are Operationalized and Replicable

In Boston, career criminals are selected from the pool of adults who are charged with a felony offense that is sufficiently aggravated or who are on bail or in default for a crime of violence and from the pool of juveniles who have a serious record for violent crime and a present offense for a similar crime. Selection for CC processing is based on a minimum of 10 points from the following categories: 1 to 5 points based on prior record, 1 to 5 points if a victim was involved in the current offense (based on the victim's age and the seriousness of injuries sustained), 1 to 5 points on the nature of the current offense with an additional

⁸ Statement of Work (Attachment C) to Request for Proposal, prepared by the Suffolk County District Attorney's Office, relating to an evaluation of the Major Violators (Career Criminal) Project.

⁹ Grant Application for Career Criminal Program, page 48.

point if a firearm was involved, and 1 to 4 points on the strength of the evidence. This point system is used as a guide for the selection of CC cases and the final decision is a subjective one.

These selection criteria pose several problems for the replication of the selection procedures with a set of baseline cases. Most important, based on the subjective judgement of project attorneys, only 1 or 2 cases are selected out of 30 to 35 which qualify each day. In addition, some cases are selected based on the existence of a pending case, information which is rarely available in past case files. Also, injury to the victim and the strength of the evidence play a role in case selection. These are considerations which cannot be reasonably replicated based on case file information.

- Consideration 7: Systematic Application of Selection Criteria

The selection criteria have been modified since the beginning of the program. First, the point system used to rate cases is now used as a guide rather than as formal criteria. Second, juveniles are now included in the selection pool. Although juveniles were originally specified in the selection criteria, they were not included during the first months of project operation. However, a change in procedures has been made which permits their prosecution under the program. Finally, the weights given for prior offenses (number and seriousness) have been changed.

- Consideration 8: Reflection of Career Criminal Concept

The career criminal selection criteria in the Boston program focus primarily on the current offense in the sense that the point system includes up to 15 points based on the current offense (type of offense, injury to victim, use of firearm and strength of evidence) whereas only up to 5 points are based on the prior record. Persons may be selected based on the current offense, however, only if it is

sufficiently aggravated. Thus, the concept underlying the career criminal program is partially reflected in the Boston program; however, the selection criteria, which include a wide range of offenses and situations, are so numerous and varied that characteristic group offenders would not be expected to be selected.

- Consideration 9: Local Situation

There are two problems which may inhibit the performance of the national-level evaluation in Boston. First, there was no systematic screening of criminal cases in the Suffolk County Office prior to the inception of the Career Criminal program. Secondly, no criminal history information for cases processed by the program is included in the Status Reports for the National Legal Data Center. The Office is apparently still having difficulty obtaining FBI rap sheets, although criminal history is to be collected as part of the local evaluation.

3.1.4 General Assessment

The preliminary assessment review of the information available on the Boston Career Criminal program has identified several problems which militate against the inclusion of Boston as a Career Criminal program evaluation site. The most serious of these involves the criteria and methods utilized in selecting the Boston career criminal population. The Boston criteria permit the selection of individuals as career criminals solely on the basis of the current offense, and application of the criteria involves a certain amount of subjective judgement on the part of the CC case screener. More problematic for the evaluation, however, is the fact that, of the approximately 30 to 35 cases which are identified as career criminal cases each day, the program is able to provide special treatment for only one or two cases. There is no systematic method for selecting the cases treated, thus making the selection of a comparable baseline treatment group a difficult matter.

Other evaluation problems encountered in the Boston assessment include the difficulties the program personnel have had in obtaining criminal history information on defendants. Because the evaluation depends on obtaining criminal history information not only for the CC defendants prosecuted by the program but also for a sample of treatment year non-career criminal cases and similar samples of baseline cases, the current problems in accessing this information indicate further problems for the evaluation.

3.2 Dallas County Career Criminal Program

3.2.1 Career Criminal Program Target Population

The Dallas County Career Criminal program is designed to focus prosecutorial resources on defendants who are currently charged with the commission of a serious, violent crime or who are classified as serious, repeat offenders. As such, career criminal selection in Dallas considers both current and past criminal activity; however, the program selection procedures allow for the inclusion of a case in the program if the nature of the current offense is sufficiently aggravated, past criminal history of the defendant notwithstanding. In general, the selection criteria in Dallas are used as a guide for the identification of the pool of potential career cases; selection of cases from this pool to be handled under the program is done on a case-specific basis to allow for flexibility.

The program began operating in November 1975. By March 15, 1976, 327 cases had been referred to the program as potential career criminal cases.¹⁰ Of these, 104 were accepted by the unit which, during the four months of operation, indicted 101 cases and disposed of 50 cases.

3.2.2 Career Criminal Program Activities

The Dallas County Prosecutor's Office maintains a staff of 78 attorneys, 32 of whom are assigned to the prosecution of felony cases. These felony attorneys are divided into three-man trial teams, each of which prepare and try the felony cases assigned to one of the county's nine District Courts.

A regular felony case in Dallas, once referred to the District Attorney, is screened by the Police Complaints Section which assesses the prosecutability of the case. If accepted, the case is directly assigned to one of the District Courts and one of the three trial attorneys assigned to that court assumes the responsibility of all further case processing, from that point continuously through to disposition.

¹⁰ Status Report, prepared for the National Legal Data Center, March 15, 1976.

In contrast to routine handling of criminal cases, the processing of career criminal cases involves a special unit, the Career Criminal Bureau (CCB), (made up of a director, four attorneys, an investigator and 3 paraprofessionals) which was created under the Career Criminal program for the evaluation and preparation of career criminal cases. Cases are identified as potentially involving a career criminal, either by the Police Department or the Police Complaints Division of the Prosecutor's Office and are referred to the CCB for final selection.

Two of the four CCB attorneys support the screening division, select CC cases, prepare enhanced indictments and affidavits, and conduct examining trials when sufficient regular manpower is not available. The project paraprofessionals gather the information necessary for preparation of enhanced indictments and track CC cases through processing (one is assigned to each trio of District Court prosecution teams). The special attention career criminals receive here allows them to be identified as enhanced offenders and processed as such before they are assigned to one of the nine District Courts, eliminating reindictment procedures (normally required to prosecute persons as enhanced offenders). The grand jury generally hears a career criminal case one or two days after arrest, which is faster than for routine processing.

The project investigator gathers information and evidence for CC cases from the initial filing stage to trial disposition. More resources are available for investigation of career criminal cases than for routine processing, allowing for intensified investigation of these selected cases.

Career criminal cases are most frequently assigned (by the Project Director) to the senior ADA of one of the trial teams (assigned to each District Court), although in some instances an assistant prosecutor or a project attorney tries the case. These cases receive priority scheduling.

One of the goals of the project is to reduce plea bargaining. Attorneys must check with the Division Chief Attorney (project director) regarding plea bargaining for those persons to be tried as habitual criminals. The project has also placed an emphasis on obtaining increased sentences.

The CCB appellate attorney is responsible for appellate assignments of CC cases. He also drafts unusual indictments and gives advice in the trial of CC cases (as does the Project Director). Individual case tracking by the paraprofessionals continues through the appellate stage in order to provide the appellate attorney with up-to-date progress reports. As part of their monitoring function, the paraprofessionals notify the unit chief if problems arise regarding a case's progress. Also, the Parole Board is required to notify the CCB of hearings for career criminal offenders. The project considers challenging each case. As of June 1976, over 20 cases had been challenged.

3.2.3 Evaluability Considerations: Dallas

• Consideration 1: Clear Specification of Treatment

The program activities are specifically directed toward achieving the goals of the program through special career criminal processing. These activities primarily involve the increased investigation and enhanced case preparation performed by the Career Criminal Bureau staff. In addition, CC case progress is monitored during the trial stage and any appellate proceedings are handled by project attorneys. These elements are directed towards increasing the likelihood of conviction and obtaining longer sentences for career criminals than would normally be expected.

• Consideration 2: Systematic Application of Program Treatment

No basic changes have been made in program activities since project inception and there have been no implementation difficulties. Although the court docket is overloaded and project staff would like to have a

visiting judge when case processing time exceeds 90 days, as of June 1976, the mean processing time for CC cases was 62 days (the project goal is to keep the processing time under 60 days).

● Consideration 3: Differences Represented by Program Treatment

Career criminals receive increased attention primarily during the pretrial phase (investigation, case preparation), which eliminates reindictment procedures normally required in order to try an individual as an enhanced offender. In CC cases the grand jury hears the case one or two days after arrest which is faster than for normal processing. All pretrial steps are handled by project attorneys; however, the cases are tried by regular attorneys. (Their progress is monitored by the project paraprofessionals.) This procedure is different than processing of non-career criminal cases, in which vertical representation is followed.

Other processing differences are:

- (1) Plea bargaining for persons to be prosecuted as habitual criminals is more tightly regulated;
- (2) The project policy emphasizes obtaining increased sentences;
- (3) The Career Criminal Division appellate attorney is responsible for appellate assignments of career criminal cases.

● Consideration 4: Extent and Coverage of Program Treatment

Regarding the extent of program treatment, career criminal cases receive increased attention primarily during the pretrial stage. Once cases are selected, enhanced indictments and affidavits are prepared. Additional information necessary to support the enhanced indictment is gathered, and intensified investigation occurs. The case is immediately assigned to one of the District Courts, eliminating reindictment procedures.

Career criminal cases are tried by regular, not project, attorneys (one of the three members of the team at the District Court to

which the case was assigned). Case progress is monitored by a project paraprofessional during the trial phase and the case is again handled by a project attorney for any appellate proceedings. Also, the Parole Board notifies the CCB of any hearings for CC offenders, which may be challenged by the project. Thus, the project is either directly or indirectly involved in case processing from indictment preparation through appeal, with the major emphasis on pretrial case preparation.

Regarding the coverage of the program treatment, during the first eight months (through June 1976), there have been 163 cases in the program. These cases represent less than 10 percent of the total criminal caseload.

● Consideration 5: Local Case Records

The Dallas County DA's Office has no statistics prior to the Career Criminal Project implementation (10/1/75) that show the number of cases which could have been indicted as enhanced offenders, but were not. In the past, the offender had to be reindicted in order to be tried as an enhanced offender. (This procedure has been changed for career criminal cases.) The process of reindictment required the assignment of a new case number, and dismissal of the old indictment, making it difficult to trace an individual case throughout the entire prosecution.

● Consideration 6: Selection Criteria are Operationalized and Replicable

The selection criteria for career criminals are specified in general terms and selection is case specific involving subjective judgments. For example, one category of eligible persons are those

"charged with a capital offense or habitual (third felony) offense under such circumstances as to indicate such persons should be prosecuted under this project." Such subjectivity in the career criminal selection process would make it difficult to replicate the process in order to identify a set of baseline cases.

An additional problem with the selection criteria is that two categories of eligible persons are selected on the basis of pending cases: (1) persons with two or more Index Part I cases currently open and pending and (2) persons charged with an Index Part I crime while released on bond for a felony offense. These case selection criteria would be very difficult to replicate with baseline cases and it is not known how many CC cases are selected on this basis.

• Consideration 7: Systematic Application of Selection Criteria

There has been no change in the selection criteria since project inception. The criteria were designed to allow for flexibility, therefore it is difficult to determine if these criteria are being systematically applied. Since selection is case-specific, this outcome appears unlikely. As of March 15, 1976, 327 cases had been identified as potential career criminal cases and referred to the Career Criminal Bureau.¹¹ Project attorneys selected only 104 of these cases, less than one-third, for career criminal processing.

• Consideration 8: Reflection of Career Criminal Concept

The career criminal selection criteria focus both on the nature of the current offense and the previous record. As mentioned earlier, some persons may be selected based solely on the characteristics of the current offense ("persons charged with a capital offense under such circumstances as to indicate such persons should be prosecuted under this project").

¹¹Status Report for National Legal Data Center, March 15, 1976.

Persons may also be selected on the basis of pending cases or because they are on bail or parole in another case. Thus, while the selection criteria reflect certain aspects of the concept underlying the Career Criminal program, they represent only a partial attempt to isolate a particular group of criminals who commit a disproportionate amount of crime, based upon measurable indicators of past criminal activity.

The narrative of April 15, 1976 Status Report indicates, however, that all cases which have been disposed of by the unit involve third time offenders. The end result, therefore, may be that those persons selected do in fact have a criminal history.¹²

• Consideration 9: Local Situation

The local situation in the Dallas Office appears to offer a cooperative context for the conduct of the national evaluation. The local evaluation of the Career Criminal program is to be performed by a team of three experienced prosecutors, from Houston, Fort Worth, and San Antonio. How the evaluation is to be accomplished is not described within the grant application, however, and only performance measures are specified (e.g., reduce pretrial and trial delay, reduce the occurrence of plea bargaining).

3.2.4 General Assessment

The Career Criminal program in Dallas (like the Houston Program, see pages 48-55 below) is of interest because, unlike most of the CCP's, the treatment administered to career criminal cases in Dallas does not focus upon vertical or continuous case representation. Rather, in this (and the Houston) case, more attention is devoted to the preparation of cases which are essentially being processed by the routine case handling system. As such, the approach used in the Dallas and Houston programs offers

* Status Report for the National Legal Data Center, April 15, 1976.

an alternative treatment of career criminal cases to the Major Violator's Unit/continuous case prosecution approach employed in most of the other CCPs. However, the evaluability problems discussed earlier preclude the recommendation of this as a case study site.

The most important of the problems encountered in the Dallas assessment involves career criminal case selection. The case selection procedures in Dallas employ a set of criteria as guidelines for the identification of potential CC cases. Selection of cases from this pool which will receive special prosecutorial attention is conducted on a case-specific basis and the final decision depends upon the judgment of the screening attorney making the selection. Replication of this procedure for the evaluation is not possible and consequently it is not feasible to construct a comparable baseline group of "would-be" career criminal cases prior to the program, a comparison group of major importance in the evaluation design.

3.3 Wayne County (Detroit) Career Criminal Program

3.3.1 Career Criminal Target Population

The Career Criminal program in the Wayne County Prosecutor's Office (Detroit) is directed toward the improved prosecution of persons committing serious felonies, who have either a record of previous criminal activities or cases pending in the courts. The targeted crimes are homicide, robbery (both armed and unarmed), assault (including criminal sexual conduct), and burglary (including breaking and entering) of both dwellings and businesses. Persons who are charged with these crimes may be selected for career criminal processing on the basis of having two prior felony convictions or two felonies pending.

We have no information on the types, or even the number of cases, that have been selected for career criminal processing since the Detroit program began operation in July 1975.¹³ The anticipated number of career criminals to be processed during the first year of project operation was 550.

3.3.2 Career Criminal Program Activities

The Criminal Division of the Wayne County Prosecutor's Office is organized into separate departments for handling criminal cases in two courts. Ninety percent of the criminal cases handled by the office are tried in the Recorder's Court, which has jurisdiction over cases originating within the city limits of Detroit. Cases originating within Wayne County but outside of the Detroit city limits are tried in the Wayne County Circuit Court. The two criminal departments

¹³ In the Career Criminal Program Status Reports, (dated 1/16/76 and 5/6/76) prepared by the Wayne County Prosecutor's Office for the National Legal Data Center, only the total number of indictments and/or informations filed are given, i.e., for both CC and non-CC cases combined.

in the Prosecutor's Office are further subdivided; each criminal case (for either court) is handled by several attorneys.

The Wayne County Career Criminal program involves three components. The first, the Major Violators Unit (MVU), has responsibility for case preparation and prosecution of career criminals in both the Recorder's Court and the Circuit Court. There are 11 attorneys, including the Project Director, assigned to the MVU which handles career criminal cases through all stages of case processing. The Major Violators Unit is supported by two additional components, each a part of the career criminal program in Detroit. The Recorder's Court Probation Component provides additional resources for presentence investigations of career criminals. This component is also intended to provide better measures of dangerousness to assist in identifying offenders. (Other proposed tasks of this unit have a correctional rather than a prosecutorial orientation.) The third component, the Wayne County Circuit Court Component, assigns a court executive to facilitate coordination with the Prosecutor's office and to provide additional resources for court reporters, probation officer interviews at bail, and presentence investigations for career criminals tried in the Wayne County Circuit Court. The goal of this component is to maintain expeditious processing times for CC cases by properly coordinating and utilizing the resources of the County Court.

Career criminal cases may be identified at several points in the processing system: during arrest by the police, at the issuance of a warrant by the warrant prosecutor, or later in the processing system by a regular attorney handling the case. Once a potential CC case is identified, it is referred to the MVU and the Unit's Intake Attorney (this position rotates among the MVU staff) then determines if the suspect and the crime meet the CC selection criteria. If the case is accepted, the MVU Director assigns it to a MVU attorney who is responsible for

the conduct of the case through all stages of the court process. A secondary attorney is also notified of the case at its inception and is kept up-to-date on its progress so that he can assist in case preparation (i.e., in interrogation of the defendant) or take over the case should the primary attorney be absent for any reason.

A prewarrant investigation is conducted by the police, with the assigned MVU attorney acting in an advisory capacity. The MVU attorney (or the officer in charge) informs the arraigning magistrate of the intention to prosecute the defendant as an habitual criminal and requests an appropriate bond.

The MVU attorney takes two actions, not regularly performed by attorneys handling criminal cases, during the remaining processing steps. First, he makes a written sentence recommendation to the judge which is placed on the record at the sentencing hearing. Second, after sentencing, he writes a letter to the parole board expressing his opinion about the dangerousness of the defendant at the time of sentencing. In addition, one of the MVU attorneys is responsible for responding to appeals. The project also notifies victims and complainants of the disposition of CC cases.

3.3.3 Evaluability Considerations

• Consideration 1: Clear Specification of Treatment

The primary mechanism that has been created as part of the Career Criminal program in the Wayne County Prosecutor's Office is the Major Violators Unit (MVU). The MVU is a special unit designed to select and prosecute career criminal cases. The assigned MVU attorney handles case preparation and all processing steps (vertical representation) for CC cases. The intention is to obtain high conviction rates and longer prison terms for career criminals. These persons are

also routinely processed as habitual offenders as part of the MVU's activities (this is a major innovation for the Wayne County Office).

The Detroit program contains two other components designed to support the Major Violators Unit. The Wayne County Circuit Court Component, which assigns a court executive to facilitate coordination with the Prosecutor's office and to supply additional resources for court reporters, as well as providing probation officer interviews at bail and presentence investigations for CC cases, is directed toward the project's goals (more "effective" prosecution of CC cases). The Recorder's Court Probation Department Component, on the other hand, is only partially directed toward the project's goals. Additional resources are furnished for presentence investigations for CC defendants, but other activities have a correctional rather than a prosecutorial orientation (e.g., one task is to provide parole and prison personnel with comprehensive reports for more accurate classification of inmates).

- Consideration 2: Systematic Application of Treatment

A change in court docketing procedures in the Recorder's Courts appears to have impeded the progress of the Detroit program. As reported under the special problems section of the January Status Report:

The Recorder's Court for the City of Detroit has recently announced a change in its docketing procedure with the intention of reducing the jail population for those awaiting trial. Since 90 percent of [CC] cases are in Recorder's Court, and 90 percent of the defendants are in jail in lieu of bond, [MVU] will be hard pressed in the next several months to try most of its cases. Rather than reassign cases from one attorney to another within [MVU] to avoid conflicts in trial dates, we have established a policy of requesting adjournments where necessary. This will enable PROB to continue its policy of allowing one attorney to handle a case from start to finish.

Although the project reported that the average time from arrest to trial is not expected to increase to any great degree, this outcome

appears unavoidable. The actual consequences of the change in docketing procedure were discussed in the only additional Status Report (May) submitted to the National Legal Data Center.

Only one change has been made to the program treatment since the Wayne County program began operation in July 1975. The procedure of giving the judge a written sentence recommendation (from the MVU attorney handling the cases) has been added. Another minor change, one which does not affect the program treatment, has also been made. Victims and complainants are notified of the disposition of CC cases (January Status Report).

- Consideration 3: Differences Represented by Program Treatment

The processing differences for career criminals in the Detroit program are as follows. First, there is vertical representation, with the two attorneys assigned to each case handling all the processing steps. One attorney acts as an assistant and may stand in for the primary attorney, if necessary. In routine criminal processing, different attorneys are assigned to various processing steps. Other differences include intensified preparation of the case, closer coordination with the police, and provision of sentencing recommendations to the judge. Also, the habitual offender statutes are utilized to obtain longer sentences.

- Consideration 4: Extent and Coverage of Program Treatment

Career criminal cases are intended to receive special attention throughout the prosecution of the case. This involves vertical representation from the prewarrant stage through appeal, increased case preparation and the presentation of written sentencing recommendations.

We have no specific information regarding the coverage of the program since CC cases have not been reported separately in the

Status Reports which the Detroit program has prepared for the National Legal Data Center (1/16/76 and 5/6/76).

- Consideration 5: Local Case Records

According to the grant application, the Prosecutor's office keeps extensive statistics on criminal cases including figures on the number of cases disposed of at each stage of prosecution. For the local program evaluation, a data base of a sample of cases involving dangerous offenders processed prior to the inception of the project is to be created as well as a sample of dangerous offenders processed at the same time but not by the project. From these samples, the following estimates will be made: the expected frequency of failure to appear in court, number of cases dismissed and length of time from arrest to each stage of prosecution for each of the three processing groups (processing prior to the program, processing by the program, and processing at the same time as the program but not by the program).

- Consideration 6: Selection Criteria are Operationalized and Replicable

The selection criteria for career criminal cases in the Detroit program are clearly specified: a career criminal is a person that has two or more prior felony convictions or has two or more felony cases pending. Target crimes are homicide, robbery assaults and burglaries. Given the size and severity of the crime problem in Detroit, it appears that these criteria would identify a larger pool of offenders than the Detroit Career Criminal program is prepared to handle (550 cases per year). No further selection criteria have been presented for the Detroit program.

Another problem with the Detroit program selection criteria is that some cases are selected for CC processing on the basis of pending cases. The selection process would be difficult to replicate and we do not know how many CC cases fall into this category.

- Consideration 7: Systematic Application of Selection Criteria

We have no information regarding the systematic application of the selection criteria since there have been no statistics on CC cases referred or selected as part of the Status Reports (1/16/76 and 5/6/76). If cases are selected based on subjective judgments, consistency in the process appears unlikely.

- Consideration 8: Reflection of Career Criminal Concept

The Detroit program only partially reflects the concept underlying the Career Criminal program since some persons with no record of prior criminal convictions can be selected for CC processing on the basis of pending cases.

- Consideration 9: Local Situation

The Wayne County Prosecutor's office has not been able to meet the data requirements of the National Legal Data Center. We would expect the local situation, therefore, to be unfavorable for a more extensive data collection effort as part of the national-level evaluation.

An additional problem, which makes court processing difficult and has inhibited the operation of the Career Criminal program in Detroit, is the lack of a full complement of police officers to serve at the Recorder's Court. This has been one of the outcomes of the continuing struggle of criminal justice and other agencies for a larger share of the limited fiscal resources of the City of Detroit. The effect has been a cutback in the number of officers available to the Recorder's Court from 85 to 71. Consequently, only one officer is available to deliver subpoenas (instead of three) and there has been inadequate transportation for prisoners and inadequate security. This lack of security is particularly damaging for the career criminal cases. Judges are hesitant to handle these cases. This situation has not,

as yet, been resolved, and may interfere with both the implementation and evaluation of the Career Criminal program.¹⁴

3.3.4 General Assessment

The Wayne County Career Criminal program poses a number of problems for the implementation of the Career Criminal program's national-level evaluation.

The program itself covers two relatively complex court systems (the Recorder's Court and the Circuit Court). It would only be feasible for the evaluation to examine the impact of the program in one of the two, due to the duplication of effort necessary to address both. Since 90 percent of the career criminal caseload is handled by the Recorder's Court, it appears to be the more likely candidate of the two.

However, the Recorder's Court has been the setting of several implementation difficulties. A shift in the Recorder's Court docketing system has meant some disruption in the continuous representation of career criminal cases processed in that court (a major component of program treatment) and is expected to have an impact on the prosecutorial outcomes for that set of cases (especially the number of continuances and processing times). The Recorder's Court has also faced problems due to the cutbacks in funding which have constrained the entire Detroit criminal justice system. These have recently resulted in a reduction in the number of police officers assigned to the court; this has posed security problems for CC cases.

The selection criteria for the Detroit program also pose problems. First, the pending case criterion is one which makes baseline replication

¹⁴ Detroit Free Press (June 27 through July 7, 1976).

difficult. Second, the program targets the handling of only 550 cases during the first year, a number which it appears is somewhat lower than that which would normally be identified by the criteria established (see page 44). It seems possible that, like New York and Boston, Detroit screeners may select a subset of qualified cases on a case-specific basis, again a procedure difficult to replicate. Detroit has provided no information in their monthly status reports to the National Legal Data Center on the number of cases accepted by the program; this in itself is an indicator of potential data problems.

3.4 Harris County (Houston) Career Criminal Program

3.4.1 Career Criminal Target Population

The Career Criminal program in Harris County, Texas is directed primarily towards persons committing serious felonies and stranger-to-stranger crimes of violence. Both current and past offenses are considered in the selection of career criminal cases. If the current offense is sufficiently aggravated, it may be the sole basis for the selection of a defendant for prosecution as a career criminal. Finally the strength of the case or the likelihood of conviction are also considered in the selection decision.

Since project inception in July 1975, a variety of cases has been selected for career criminal processing. As of January 15, 1976, 277 defendants had been referred to the Career Criminal program; 199 of these had been accepted.¹⁵ The following is the breakdown by type of offense (some defendants were charged with combinations of felonies, therefore offense figures do not sum to the total number of persons accepted into the program): robbery, 102; assaultive offenses, 8; burglary and theft, 91; auto theft, 8; narcotic offenses, 17; rape and sexual abuse, 12; forgery, 1; and kidnapping, 1.

3.4.2 Career Criminal Program Activities

The Harris County District Attorney's office employs 120 Assistant District Attorneys with 67 attorneys assigned to felony criminal cases. All felony cases referred to the Prosecutor are screened by a Central Intake Unit which reviews the substance of a case and makes the decision whether to proceed with prosecution. Once a case has been indicted by a Grand Jury, it is assigned to one of the twelve District Courts

¹⁵ Harris County District Attorney's Office Career Criminal Project, Six Month Operational Report, July 15, 1975 to January 15, 1976.

which handle the County's felony cases. Each District Court is served by a three-man trial team which handles case preparation and trial proceedings for the prosecution, reflecting the general office policy of vertical case representation.

Career criminal cases may be identified at four alternative points in the case handling process: by police at booking, by the screening attorney at the Central Intake Unit, by paralegals during preliminary hearing case preparation or by attorneys during the preliminary hearing.

Once a career criminal case is identified it is referred to the Career Criminal Division (CCD), a new unit of the Prosecutor's office created under the Career Criminal program. This unit, which is staffed on a rotating basis by three prosecutors from the regular prosecutorial staff, handles case preparation for all career criminal cases including case representation in all processing steps prior to trial. If the case warrants, the career criminal prosecutor will become involved in the case immediately after arrest, interviewing witnesses and attending lineups. The prosecutor is also available to represent the state in recommending and maintaining high bail, at the examining trial (preliminary hearing) and before the grand jury.

Career criminal cases are assigned to the regular prosecutorial trial-teams in the District Courts for trial. While the regular District Court attorneys do not prepare the career criminal cases, they handle all trial actions including pleas taken at this stage in processing.

Immediately after the case is filed and assigned to a District Court, the Career Criminal Division (CCD) prosecutor informs the Chief Prosecutor of that court. The CCD prosecutor will keep the Chief Prosecutor informed of the progress of the case as it proceeds from the examining trial to the arraignment. After the case is turned over to the Chief Prosecutor

for trial, the CCD prosecutor monitors the case and provides follow-up investigation when required. Most CC cases are tried by the Chief Prosecutor, who gives priority to these cases.

To support the Career Criminal Division (CCD), a Police Liaison Unit has been created in the Houston Police Department. The officers in this Unit, supported by the CC program, work to identify cases eligible for the program early in the case handling process and to increase the quality of cases accepted by the CCD. Specific procedures and forms that have been developed to handle potential CC cases ensure the collection and exchange of all necessary information between the police and the District Attorney's office.

3.4.3 Evaluability Considerations

- Consideration 1: Clear Specification of Treatment

The activities of the two major program mechanisms in the Houston CCP (the Career Criminal Division in the District Attorney's office and the Police Liaison Unit in the Police Department) are both directed towards the improved preparation of CC cases. The primary purpose of the CCD is the evaluation and preparation of CC cases by attorneys who are freed from heavy caseloads and trial responsibilities. The CCD further gives attention to case representation during pretrial proceedings and case monitoring once the case is handed over to the regular trial teams. The Police Liaison Unit aids in case preparation through the early identification of CC cases and defendants and increased investigative attention to these cases. As such, the activities of both of these units are focused on the program objectives of increased convictions and larger sentences for career criminals.

- Consideration 2: Systematic Application of Program Treatment

No major changes have been made in program activities since the inception of the program. However, implementation difficulties have been

encountered in the area of case processing. Time delays have been experienced both between indictment and arraignment (in some District Courts) and from indictment to trial and these delays have been increasing as the program has continued. Two annex courts are expected to begin operation in the near future which may alleviate some of the problem and it is hoped that CC cases will receive a priority setting in these courts. However, unless this problem is solved, processing time may continue to be a problem.

- Consideration 3: Differences Represented by Program Treatment

The primary difference between career criminal and routine case processing is that the pretrial phase is handled by the Career Criminal Division (CCD). (In routine criminal processing, cases are assigned directly to the attorney who will try the case.) Although the CCD is staffed by regular attorneys (on a rotating basis), these attorneys are able to give increased attention to case preparation because of lower caseloads and because they have no trial responsibilities during their CCD assignments. Career criminal cases are tried in the same fashion as other criminal cases, that is, by teams of 3 prosecutors assigned to each of the 12 District Courts. For most CC cases, the Chief Prosecutor of one of these teams tries the case. The CCD attorney originally assigned to prepare the case monitors it through trial and sentencing. Career Criminal cases were also intended to receive priority scheduling, although this has not yet been accomplished. Potential career criminal cases also receive increased attention from the police via the Police Liaison Unit. According to project personnel, coordination between the police and prosecutor is greater for cases selected for CC processing than for other cases; special procedures and forms have been developed for the handling of CC cases by the police in an attempt to identify more career criminals early in the case handling process.

● Consideration 4: Extent and Coverage of Program Treatment

Regarding the extent of program treatment, career criminal cases receive special consideration primarily during the pretrial phase. This special consideration may begin immediately after arrest, when potential CC cases are identified by the police, either by the arresting officer or the Police Liaison Unit. Once a case is selected, a CCD attorney interviews witnesses and attends line-ups. The CCD attorney attends all pretrial proceedings, recommends high bail, and coordinates with the Police Liaison Unit to prepare the case. After the case is turned over to the Chief Prosecutor of one of the prosecution teams for the 12 District Courts, the CCD attorney monitors the case, providing follow-up investigation when required.

In terms of program coverage, during the six months since project inception (i.e., between July 15, 1975 and January 15, 1976) 330 defendants have been accepted into the Career Criminal program. However, statistics are available for all criminal or felony cases for a comparable period of time.

● Consideration 5: Local Case Records

In the Status Reports prepared by the District Attorney's office for the National Legal Data Center, statistics are presented for both CC and non-CC cases. Although much more information is included for CC cases, e.g., reason referred (individual), reason accepted (aggregate), types of offenses (aggregate), processing times (individual and aggregate) and outcomes (individual and aggregate), only aggregate statistics are included for non-CC cases.

The grant application presents some information on the number and types of cases filed and disposed during 1975, in total and by court. A central data system for case processing information is proposed. It is to be a comprehensive, multi-agency information system for Harris

County and will reflect the procedural flow of cases through the system and provide data concerning cases and the persons involved (defendants, victims, lawyers, bondsmen). Also, the system will be coordinated with other cities in the state and will be available prior to charging at Central Intake of the District Attorney's office to provide access to much of the information needed for case evaluation. We have no further information regarding the operational status of this proposed system or the completeness of local case records prior to the implementation of the Career Criminal program.

● Consideration 6: Selection Criteria are Operationalized and Replicable

In Houston, career criminals are persons with a past conviction for a felony or the propensity for violence or who are charged with a crime particularly aggravated or who are also on bond for certain offenses. These selection criteria pose several problems for the replication of the selection procedures with a set of baseline cases. First, some cases are selected based on the existence of a pending case information which is rarely available in past case files. Secondly, some cases are selected based on a subjective evaluation of the characteristics of the current offense (e.g., substantial injury to the victim for a rape or sexual abuse case, large sum involved for first degree robbery). One final problem exists in that the quality of the case plays a role in case selection. These considerations cannot be reasonably replicated based on case file information.

● Consideration 7: Systematic Application of Selection Criteria

There has been no change in the selection criteria since the beginning of the program. As of January 15, 1976, 277 defendants had been referred to the Career Criminal program, 199 of these had been accepted. However, the reasons for case rejection are not known, making it difficult to determine if the selection criteria have been systematically applied.

● Consideration 8: Reflection of Career Criminal Concept

The Harris County career criminal selection criteria focus primarily on the offender and his history, although the characteristics of the current offense may be the sole basis of selection for career criminal processing. Because the options permitted by the selection criteria are so numerous, including a wide range of offenses and situations, a characteristic group of individuals may not be selected. The Six Month Operational Report, however, indicates that most offenders are selected for robbery (102) or burglary and theft (91).

● Consideration 9: Local Situation

Because of the manner in which the local case records are organized, it has been difficult for Houston to meet the data requirements of the National Legal Data Center. We would expect the local situation, therefore, to be unfavorable for a more extensive data collection effort as part of the national-level evaluation.

3.4.4 General Assessment

As discussed in the Dallas general assessment (see section 3.2.4 above) the Houston Career Criminal program, like Dallas, is interesting because the approach employed in handling career criminal cases is well integrated into the routine case handling system and, as such, offers an alternative to the major violator unit approach to improving prosecutorial performance. In Houston, however, as in Dallas, the evaluability problems identified in the assessment militate against the inclusion of the program as a case study site. Like Dallas, the problems encountered for Houston revolve around the selection of career criminal cases. The criteria established for case selection involve subjective assessments of case characteristics and in certain circumstances cases are included in the program based on inside information provided by the police department. This type of selection process does not lend itself to replication with baseline cases and would preclude the implementation of the national-level evaluation design.

In addition, the Houston program has experienced processing delays which have impeded the progress of the program. Since the evaluation seeks sites which have fully implemented their program activities in order to examine the impact of those activities, these implementation difficulties further indicate the inadvisability of the selection of Houston as a case study site.

Finally, it appears that the Houston program has encountered some difficulty in meeting the data requests made by the National Legal Data Center. From conversations with Houston program personnel, these problems have left the Houston program with a less than positive attitude toward participation in any endeavor which would further divert program resources from the primary task of career criminal case preparation.

3.5 Marion County (Indianapolis) Career Criminal Program

3.5.1 Career Criminal Target Population

The Career Criminal program in Marion County, Indiana is directed primarily toward persons committing serious felonies. Both current and past offenses are considered in the selection of career criminal cases. If the current offense is sufficiently aggravated, and the person is either on probation or has cases pending, he may be selected for career criminal processing solely on those bases.

The Marion County Program began operation in October 1975. As of May 1, 1976, 154 cases had been selected for career criminal processing. These cases represented 243 counts (the number of defendants is not given).¹⁶ At that time, the largest proportion of cases involved robbery, with other target crimes including aggravated assault, burglary and drug offenses.

3.5.2 Career Criminal Program Activities

The Marion County Prosecutor's office employs approximately 50 deputies with six of these working on a part-time basis. The office is organized according to the court system, i.e., lower court proceedings are handled by the Municipal Court Division and felony trials are handled by trial teams, one assigned to each criminal court. There are also specialty teams working in all of the courts.

The Career Criminal program is one of the specialty teams in the Marion County office. It is composed of three components, with the project director overseeing all three. The Case Intake, Screening,

¹⁶ Career Criminal Program Status Report, prepared by the Marion County Prosecutor's Office for the National Legal Data Center, 5/14/76.

Evaluation and Selection (CaISES) component adds two project deputies to the two already involved in felony case screening. The Major Violators Unit (MVU), staffed by the trial supervisor, eight trial deputies and 3 investigators, prosecutes those cases selected by the CaISES component. The Target Profile Refinement Unit (TaPRU), staffed by a psychologist and a social worker, supports the other two components by refining the profile of the career criminal and monitoring the progress of CCs after sentencing. All three components are assisted by four paralegals who gather criminal history and treatment history data, assist in witness coordination, and perform other support functions.

Career criminal cases are identified and selected by the CaISES component. All four deputies identify potential CCs as they appear in both the municipal and criminal courts. The final selection of CC cases is made after a thorough examination of both the case and the accused. This selection is based on a point system.

Persons selected to be processed as career criminals are referred to the Major Violators Unit. The MVU deputies visit defendants in jail and coordinate with the police regarding the investigation of CC cases. They also attend all court hearings, which generally include arraignment, a bond reduction hearing, one to three pre-trial hearings, the trial and one to three post-trial hearings. CC cases are tracked beyond conviction or entry of guilty plea to include probation and parole revocation hearings, post-conviction proceedings and proceedings in other jurisdictions.

The three project investigators aid the trial deputies in case preparation. They also function as a liaison between the project and local law enforcement agencies and assist the four project paralegals in witness coordination.

The TaPRU participated in the development of the point system utilized for CC selection (December 1975 Status Report). In addition to monitoring the progress of CCs after sentencing, this unit is responsible for exploring sentencing alternatives and coordinating with correctional facilities. The TaPRU has also studied the jury selection process with a view toward changes the voir dire techniques¹⁷ used by deputies.

3.5.3 Evaluability Considerations

• Consideration 1: Clear Specification of Treatment

The activities of the three components of the Indianapolis Career Criminal program (called the Careers-in-Crime Interception Program) are directed toward the identification, prosecution and follow-up of career criminals. The scope of this program is somewhat broader than most CC programs. The Case Intake, Screening, Evaluation and Selection Component identifies potential CCs and selects those cases to be included in the program. The Major Violators Unit prosecutes these cases, providing increased attention and handling by one unit within the office rather than by several units. MVU activities are directed toward the project objectives of providing speedier trials, producing stiffer sentences for CCs and reducing the system "loopholes" through which the most experienced criminals are thought to slip.

The Target Profile Refinement Unit does not directly affect CC processing, but provides feedback on the success of CCs after sentencing as well as refinement of the profile of the CC.

¹⁷ According to the 2/10/76 Status Report, jury bulletins are being prepared.

• Consideration 2: Systematic Application of Program Treatment

There have been no major changes in program activities since the inception of the program. However, implementation difficulties have been encountered in the area of case processing. The four divisions of the Marion County Criminal Court function as four separate modes, with little communication among them, and prosecutors are assigned using several different systems. With individual calendars and inadequate notice procedures, the result is that project attorneys are not always in attendance at CC court proceedings (May 1976 Status Report). The MVU has begun preparation of a weekly calendar of Unit activity intended to bring together the best information available concerning cases scheduled at the criminal court. Areas in which overlap may be expected can now at least be detected. The advent of PROMIS is expected to eliminate these difficulties (no anticipated date has been given, however).¹⁸

An additional difficulty has been the use of special judges, rather than regular Criminal Court judges. Under local law, criminal court judges may name panels of local attorneys to sit in their stead upon a motion for a change in judge. While panel members are sometimes sitting judges in other courts, often they are simply private attorneys in civil or defense practice. Instances have been reported in which a verdict of not guilty has been handed down over strong evidence.¹⁹ The project plans to challenge this local practice of special judges, generally, and specifically, the practice of permitting practicing defense attorneys to sit as special judges.

¹⁸ Status Reports, 4/7/76 and 5/14/76.

¹⁹ Status Reports, 4/7/76 and 5/14/76.

- Consideration 3: Differences Represented by Program Treatment

The primary difference between career criminal and routine case processing is that CC cases are prosecuted by a special unit, the Major Violators Unit. As such, all court processing steps of CC cases are handled by MVU attorneys rather than by several sections (Municipal Court, Felony Screening, Criminal Court, etc.) of the Prosecutor's Office. Extra resources (3 investigators, 4 paralegals) are available for the investigation and preparation of CC cases.

- Consideration 4: Extent and Coverage of Program Treatment

Regarding the extent of program treatment, career criminal cases receive special consideration from the pretrial through the post-trial stages. Once a case is identified and selected by the CAISES component, all processing steps are handled by the Major Violators Unit, through one to three posttrial hearings, including probation and parole revocation hearings, other postconviction proceedings and proceedings in other jurisdictions. In addition, career criminals are monitored by the project to determine their success in various sentencing alternatives.

In terms of program coverage, approximately 20 percent of target felony cases (burglary, robbery, aggravated assault and drug offenses) are prosecuted as career criminals. As of May 1, 1976, 154 out of 784 target felony cases were processed by the Major Violators Unit (out of a total of 1,333 felony cases from 9/15/75 through 4/30/76).²⁰

- Consideration 5: Local Case Records

The number of cases and counts handled by the CCP is reported in the Status Reports prepared by the Prosecutor's Office for the National Legal Data Center. Also given are the number of cases and counts for

²⁰ Status Report, 5/14/76.

target felonies and for all felonies, as well as the dispositions, the average length of sentences and the average number of days from arrest to disposition and from arrest to sentencing for CC and for non-CC cases. For cases not prosecuted, the reasons are given (e.g., pleaded guilty to another charge, insufficient evidence, etc).

The grant application presents only caseload statistics based on County Criminal Court records. In one of the Status Reports (4/7/76), the existing files in the Prosecutor's office are described as a "grossly neglected case-file and manual record-keeping system originated...12 or 15 years ago." The data and record system is being redesigned, but we have no information on the status except that PROMIS has not yet been implemented. Given the status of the filing system, it appears that adequate baseline data may not be available.

- Consideration 6: Selection Criteria are Operationalized and Replicable

In Indianapolis, career criminals were originally defined as persons with two prior felony convictions or one prior and 2 pending or no prior and 3 pending or 5 prior misdemeanors or probation violations for targeted offenses. This definition was changed, however, to include persons with no record or with pending cases. A point system is used to rate both the defendant's record and the current offense. These selection criteria pose several problems for the replication of the selection procedures with a set of baseline cases. First, some cases are selected based partially on the existence of pending cases, information which is rarely available in past case files. Secondly, some cases are selected based partially on an evaluation of the current offense, as follows: up to five points for possession of a weapon at the time of the offense or up to ten points where the defendant allegedly used a weapon in commission of

the crime, or up to 15 points where serious physical injury occurred during the commission of the crime (30 points are required for selection). The last of these criteria (serious physical injury) has not been operationally defined and thus one-half of the required points may be based on a subjective evaluation of injuries sustained in the current offense.

• Consideration 7: Systematic Application of Selection Criteria

One problem in the Marion County program has been identification of the career criminal at the earliest stage of prosecution. The record analysis conducted at Felony Screening is typically within hours after arrest and often does not take into consideration activity from other jurisdictions or crimes committed under other aliases.²¹ We do not know if this problem has been solved.

Another problem is that the selection criteria were changed during the third month of project operation (December 1975) because the case flow was inadequate. Refinement of the criteria by the TaPRU was planned as part of the Career Criminal program, but the change was a major one, allowing for selection of persons for CC processing based on the current offense only.²²

• Consideration 8: Reflection of Career Criminal Concept

The selection criteria only partially reflect the career criminal concept in that persons may be selected for career criminal processing on the basis of pending cases or on the basis of a misdemeanor record. Also, there is a heavy emphasis on the characteristics of the current offense.

²¹Status Report, 12/15/75.

²²Status Report, 12/15/75.

• Consideration 9: Local Situation

According to the April 1976 Status Report, "the establishment of the Career Criminal program has imposed a new set of burdens upon the pre-existing office structure, a system already overtaxed as a result of extensive office change." During the previous 18 months, the following changes occurred: part-time deputies were replaced with fewer full time deputies, a witness coordination section was developed and a PROMIS development grant was obtained. Because of these changes, modification of support staff, improvement of physical arrangements and adjustment of management systems have been necessary. The Career Criminal program has further taxed the capacity of the underlying administrative arrangements to support office trial work, including the need for additional and more timely information, the necessity of maintaining schedules in all the criminal courts, and the requirement of more elaborate reporting.

The statistics contained in the Status Report for the National Legal Data Center are incomplete (e.g., the types of cases selected for CC processing are not described). We would expect, therefore, that the local situation would be unfavorable for a more extensive data collection effort as part of the national-level evaluation.

3.5.4 General Assessment

The preliminary assessment of the Indianapolis program has identified a number of problem areas which indicate that this program would be a poor choice as an evaluation site. The problems include difficulties in program implementation, replicability problems with selection criteria, poorly maintained casefile records, and non-program related changes which have occurred in the office during the baseline and treatment time periods.

Program implementation progress in Indianapolis has been hampered by scheduling difficulties. Because the several courts served by the MVU maintain separate calendaring systems, problems with overlapping court commitments have arisen, as have difficulties in informing attorneys of scheduling changes. In addition, the problems encountered with special judges in MVU cases may make an examination of judicial outcomes in this jurisdiction a poor test of the impact of program activities.

The selection criteria employed by the program pose several difficulties for the evaluation. First, selection of a case for career criminal processing depends in part on the existence of cases pending against the defendant; data necessary to replicate this criterion would not be expected to be available for baseline cases, making replication of the Indianapolis program selection procedures difficult. Also, early in the program, cases currently being handled by the prosecutor were shifted to the MVU for case processing. The inclusion of these cases, which fall into the baseline time period, in the treatment group, would confound baseline/treatment year comparisons in the evaluation.

The Indianapolis materials suggest that the casefiles maintained by the prosecutor's office have been poorly maintained and a new case file and record system is being developed. The lack of adequate files would again pose major difficulties for baseline data collection tasks. Finally, the improvements in the office records systems constitute just one of numerous changes which are currently underway or have occurred in the Indianapolis office during the past few years. This disruption in office operation would serve to confound the results of the analyses of the impact of the CCP.

3.6 New York County Career Criminal Program

3.6.1 Career Criminal Target Population

The cases selected for special processing by the New York County Career Criminal program involve individuals who have been involved in crime for some time but whose criminal activity has not been sufficiently aggravated to warrant special prosecutorial attention. A Major Felony Unit (MFU) is currently in operation in the New York County District Attorney's office which focuses its attention on perpetrators of serious felonies, without regard to their prior criminal history. The Career Criminal Bureau complements the activities of the MFU by targeting offenders with serious criminal histories without consideration for the seriousness of the current offense.

Most persons selected as career criminals are charged with robbery, burglary, and/or assault. Factors considered in making final case selection are: the number and character of previous arrests and convictions, the time interval between previous arrests and/or convictions and the current charge, the age of the defendant, particular problems of the defendant (e.g., alcoholism, narcotics addiction, psychiatric history), and the performance of the defendant on prior non-custodial sentences. Unlike some other CC programs, no special consideration is given to the likelihood of conviction.

3.6.2 Career Criminal Program Activities

The Career Criminal Bureau is the major implementing unit of the New York County Career Criminal program which, using its staff of 10 assistant district attorneys, provides vertical representation for career criminal cases from the point of identification through to final case disposition. This is a significant change in case processing from the normal situation in which case prosecution would be handled by at least four separate bureaus (Early Case Assessment Bureau, Criminal Court Bureau, Indictment Bureau and Supreme Court Bureau) and any number of assistant district attorneys assigned to the case at the various processing stages.

Career criminal case identification in New York normally occurs at the Early Case Assessment Bureau (ECAB) which routinely reviews cases received by the District Attorney's Office. In some situations, a case may be identified as early as arrest or as late as the Criminal Court arraignment; however, it is typically the ECAB which identifies cases during regular case review. A suspect's record is evaluated at the ECAB and if criteria for selection are satisfied, the case is referred to the Career Criminal Bureau (CCB) for final evaluation and assignment to a CCB assistant.

The CCB attorney assigned to the case attends bail hearings, presents the case to the grand jury (on a priority basis) and attends the preliminary hearing, if it occurs. An attempt is made to insure early preparation of the case and, if possible, to by-pass the lower court proceedings. Once a case is bound-over to the Supreme Court it is heard on a priority basis with continuous representation by the CCB attorney originally assigned the case. The case preparation procedures followed by the CCB attorney are more comprehensive than is possible for the routine case, including interviews with police officers and victims.

There is a special plea negotiation policy for CC cases, allowing for acceptance of a plea to only the most serious felony charged of the next most serious. In addition, at the sentencing hearing the CCB assistant offers a specific recommendation for the heaviest sentence warranted, in contrast to the normal office policy of not making any specific recommendations at this point in the process.

3.9.3 Evaluability Considerations: New York

• Consideration 1: Clear Specification of Program Treatment

The Career Criminal Bureau (CCB), a special division of the District Attorney's Office, has been created for the Career Criminal program. A CCB attorney handles each case selected for career criminal processing from its inception to its conclusion (vertical representation).

This special handling by one attorney, along with increased case preparation and priority scheduling, is intended to expedite the prosecution of career criminals and increase the conviction rate. In addition, higher bail is requested for CC cases based on increased information. Other aspects of CCB processing are special limitations on plea negotiations and the offering of specific sentencing recommendations, which is not routinely done. The latter elements are directed toward obtaining increased sentences for career criminals, although because of the type ("run of the mill") of cases processed by the CCB, the sentences would not be expected to be as long as for offenders processed by CC programs in the other cities.

• Consideration 2: Systematic Application of Program Treatment

There have been no major changes in program activities since the project began operations in November, 1975. The in-depth interviews of police officers and victims by CCB attorneys were incorporated into program activities after the Career Criminal program became operational. This input is a relatively minor one, however, considering the other program activities.

• Consideration 3: Differences Represented by Program Treatment

There are major processing differences for career criminals in contrast to regular cases. First, there is vertical case representation (normally, several attorneys handle a case). Second, CCB attorneys conduct in-depth interviews with police officers and victims, which is not a part of routine case preparation. Third, lower court proceedings are by-passed whenever possible. Other differences include higher bail recommendations during arraignment, plea acceptance on only the top felony or the next most serious felony charge, and recommendations at the sentence hearing for heaviest sentence warranted (normally no specific sentencing recommendation is made).

• Consideration 4: Extent and Coverage of Program Treatment

Career criminal cases receive additional attention throughout the prosecution of the case. Case identification generally occurs at the point at which a case enters the prosecutor's office. Special attention begins at that point with greater case preparation, priority scheduling, increased bail requests, united plea negotiations (to the top felony or the next most serious felony charged), and specific sentencing recommendations.

The coverage of the New York program, however, is small. During the first seven months of the program (through May 31, 1976), only 135 cases were handled by the Career Criminal Bureau. This is a small percentage considering that the office handles over 100,000 prosecutions per year. The size and complexity of the New York criminal justice system (and the crime problem) make it unlikely that the impact of the unit could be identified.

• Consideration 5: Local Case Records

Arrangements have been made with the New York State Department of Criminal Justice Services for a special computer-based analysis of the prior criminal records of persons arrested in Manhattan in 1974 for the target crimes of robbery, burglary and felonious assault. This data apparently will be sufficient to sample a cohort of cases processed by the court prior to the initiation of the Career Criminal program and to subsequently reconstruct the performance of the court with respect to these sample baseline cases. (This is planned as part of the local evaluation.)

• Consideration 6: Selection Criteria are Operationalized and Replicable

The procedures used to select cases for the New York program are well specified. An objective case evaluation form has been developed which is based on a point system for case selection which considers the number and type (felony or misdemeanor) of previous arrests and convictions.

Persons can also be considered for career criminal processing if the manner in which the current offense has been committed indicates that the perpetrator was an experienced, sophisticated criminal.

Because of the types of cases selected, the pool of eligible defendants is much larger (4,500 based on the 1974 repeat offender arrests) than the number of cases (500) expected to be processed as part of the Career Criminal program. Thus, only 10 percent of the eligible cases are selected, based on the discretionary decision of the project attorneys. Consequently, replication of the case selection procedures will be difficult. Also, possible client overlap between the Career Criminal program and the Major Felony Bureau may make it even more difficult to replicate the selection process in order to obtain a set of baseline cases.

• Consideration 7: Systematic Application of Selection Criteria

There has been no change in the selection criteria since the New York project began. Because only 10 percent of the eligible cases are selected, subjective judgements play a major role in case selection.

• Consideration 8: Reflection of Career Criminal Concept

The career criminal selection criteria of the New York program focus entirely on the offender and his record rather than on the circumstances surrounding the current offense, with the exception of those cases selected because the manner in which a crime has been committed indicates that it is the work of an experienced, sophisticated criminal. For almost all cases selected, the defendant is a repeat offender who had been committed to institutions in the past. Thus, the New York program reflects the concept underlying the Career Criminal program.

• Consideration 9: Local Situation

The local situation appears to offer a cooperative context for the national-level evaluation. The evaluation of the New York program, to be carried out by a legal paraprofessional, will compare cases handled by the Career Criminal program with two samples of similar cases (one processed in 1974 and one processed in the normal manner during the grant period) and with all cases processed by the DA's Office during the grant period. Only performance measures (e.g., conviction rates, median time between events) are specified within the grant application.

The complexity and size of the court system in New York City may make it difficult to track career criminal and/or other cases. We have no specific information at this time on the ability of the local evaluator to track cases through the court system.

3.6.4 General Assessment

The New York County Career Criminal program is targeting a somewhat different career criminal population than the other local programs. Most CCP's seek to identify and prosecute perpetrators of serious offenses who exhibit extensive criminal histories. New York currently has an operating program to provide prosecutorial attention to serious, major felons and has thus been able to utilize the Career Criminal program to improve the prosecution of repeat offenders committing less serious felonies. The program philosophy is that these lower level criminals, although often cumulating a great deal of criminal activity, are generally given the least amount of prosecutorial attention. Despite the fact that the New York program offers interesting programmatic evaluation possibilities, the evaluability assessment suggests that the program is an unfavorable choice as a case study site.

In general, the size and complexity of the New York County court system and the large volume of cases handled by the system makes this

program a less desirable candidate. The likelihood that the evaluation would be able to detect the impact of the program, which is handling a very small proportion of the total prosecutorial caseload, is very low. The complexity of system and case volumes would make evaluation data collection tasks both cumbersome and expensive. Finally, the volume of crime experienced in New York is sufficiently large that any reductions due to the CCP are unlikely to be observable.

The New York program also poses some specific evaluation problems. One possible mode of entry into the program is based on an assessment of the manner in which the current offense is committed. If it appears that the crime was committed by a knowledgeable or experienced offender, the case may be handled by the Career Criminal program despite the fact that the defendant may have had no prior contact with the criminal justice system. This type of criterion poses definite problems for the selection of baseline career criminal cases. More problematic, however, is the fact that the Career Criminal program accepts only 10 percent of the cases which qualify as career criminal cases and these treatment cases are selected on the basis of the subjective judgement of the case screener.

4.0 SITE VISIT ASSESSMENTS

4.1 Franklin County (Columbus) Ohio Career Criminal Program

4.1.1 Career Criminal Target Population

The Habitual Criminal Division (HCD) of the Prosecutor's office, Franklin County, Ohio, directs itself towards the prosecution of the suspect who is currently charged with a felony and who has a record of two or more felony convictions or one felony conviction for a violent crime. To this end, the division prosecutes all cases that meet the criteria, regardless of the likelihood of conviction.

The project began operations on July 21, 1975, and through May 1976, had identified 213 suspects as career criminal (CC). Of these, 205 were accepted into the division for prosecution. These cases included the crimes of armed robbery, felonious assault, rape, murder, burglary and aggravated burglary.

4.1.2 Career Criminal Program Activities

The Franklin County Prosecuting Attorney's office (with 44 attorneys) prosecutes all felony cases which are referred to the office from the thirty-three separate police agencies located within the County. Among these thirty-three, the largest police entities are the Columbus Police Department, the Franklin County Sheriff's Office and the Ohio State Highway Patrol.

Special handling of career criminal cases is relatively clear-cut. Entrance to the program can occur in several ways. In the first instance, a defendant can be identified as a career criminal between arrest and charging, based on local records. In this situation a direct indictment can be sought by the Prosecuting Attorney, by-passing the preliminary hearing and lower court processing (and City Attorney handling) of the case. Once the defendant is indicted before the grand jury his case is assigned to a Habitual Criminal Division attorney (who may be present

at indictment) for all further processing. In this situation the Career Criminal case is identified earlier and tried sooner than it would be routinely. It is handled only by the County Prosecutor rather than by both the Court and the City Attorneys. Further, the case will have continuous prosecution by a more experienced attorney with a lower caseload than is the case in the regular trial division. The Project Director estimated that about half of the cases the Habitual Criminal Bureau handles are processed in this manner.

The remainder of the cases are identified after they are bound over from the lower court (about six weeks after arrest) either at the point of receipt, at the time the FBI rap sheets are received, or when they are assigned to a regular trial attorney. These cases do not have the advantage of more timely prosecution or of increased time for case preparation. They do, however, benefit (after the bindover) from continuous prosecution by more experienced, less overworked attorneys.

4.1.3 Evaluability Considerations

• Consideration 1: Clear Specification of Treatment

The activities of the HCD have been clearly specified and operationalized. Early case identification is used whenever possible to allow the prosecuting attorney to gather the best evidence possible. Vertical representation and lightened caseloads encourage tough prosecution throughout the adversary proceedings. The size of the division allows the project director to maintain high esprit de corps in the unit, an informed management position, and allows for a swift reaction to unexpected or crisis situations as they occur.

• Consideration 2: Systematic Application of Program Treatment

No major changes have been made in program activities since the program began operating. The effort defined in the grant proposal directed at the "Professional Criminal" was never instituted. Potential

backlog problems have been successfully avoided through the use of judges from outside the county on a temporary basis.

- Consideration 3: Differences Represented by Program Treatment

The HCD makes more use of the direct indictment (50 percent) than does the regular criminal division (10 percent). This allows the HCD to expedite their cases and reduce the length of time from indictment to trial. Further, only one prosecutorial agency involved in these direct indictment cases by beginning case preparation early in the process, the HCD prosecutor has more time to talk with witnesses and victims and he can work more closely with the police agencies involved to build a stronger case.

The small size (6 attorneys) of the program, light caseloads and the concept of vertical representation give the attorney more time to spend with each case, starting with prosecution at the Grand Jury through disposition. The HCD cases usually receive priority from the Assignment Commissioner's office when scheduling cases for trial.

- Consideration 4: Extent and Coverage of Program Treatment

The HCD begins dealing with the suspect very early in the process from a direct indictment or, later, from the point of bindover from the Grand Jury. One HCD prosecutor is responsible for handling the case through to disposition and if necessary through the appeals process.

The Prosecutor's office has issued 2367 indictments/bills of information during the period 7/21/75 through 6/1/76. A total of 213 cases were identified as possible CC cases of which 205 were accepted by the program.

- Consideration 5: Local Case Records

An automated data management system for the courts has recently been implemented. However, this system does not contain much of the internal prosecutorial information necessary to the evaluation nor does it cover the full set of cases to be included in the evaluative analysis. Most of the necessary information on cases handled by the Prosecuting Attorney's office is maintained on a case-by-case basis in manual files within the office. This set of cases includes all those cases bound over from the lower court, and basically constitutes the pool from which potential cases are selected. Additionally, a card file by type of disposition with the date of indictment is maintained.

Neither the HCD nor the Prosecutor's office are required to issue summary reports on any aspect of their operation. However, all information necessary to complete the national-level evaluation appears to be contained in the case jackets.

- Consideration 6: Selection Criteria are Operationalized and Replicable

The Franklin County Prosecutor's office has developed very clear and specific criteria for case selection. The criteria are applied on a regular basis to all cases seen by the Prosecutor's office and those cases meeting the criteria are forwarded to the HCD. For those cases where a rap sheet is not readily available at the time of first screening, the Regular Trial Attorneys check to see if the cases they are handling fit the criteria and if so, transfer the case to the HCD.

Victim characteristics, violence and other specifics pertaining to the immediate offense are not part of the selection criteria. Therefore, there should be no problem in selecting appropriate samples for the national-level evaluation.

● Consideration 7: Systematic Application of Selection Criteria

The Prosecutor's office applies the criteria to all cases that could possibly be classified as CC. A total of 213 cases were identified as meeting the criteria and 205 cases were accepted into the program. The reason for the eight rejections is not known but they represent less than 4 percent of the cases so identified.

● Consideration 8: Reflection of Career Criminal Concept

The criteria used by the Franklin County Prosecutor's office to identify the CC take into account only the suspect's prior criminal history and the seriousness of the current one. As such, this program probably represents the ideal career criminal concept.

● Consideration 9: Local Situation

The HCD was very helpful during the site visit answering any questions proposed by the site selection team. The Prosecuting Attorney made it very clear that he would like his program evaluated. The office does not have an evaluation or research department but the new computer system will be utilized by the first assistant to collect managerial information.

4.1.4 General Assessment

The Columbus Career Criminal program does not appear to pose any major obstacles to the implementation of the national-level evaluation. The criteria employed by the program to identify the career criminal target population are simple and objective and are easily replicable based on rap sheet data, which is routinely maintained in the prosecutor's case files.

As the Columbus program has been implemented, it involves essentially two treatment groups: one which is made up of cases identified prior to lower court proceedings for which direct indictments in the upper

courts are received, and the second which involves cases identified at bind-over or later and which receive the benefits of the attention of more experienced prosecutors with lower caseloads. This situation can be dealt with in the evaluation by handling these two types of case processing as two treatments and assessing each individually. For data collection purposes it should be possible to sample at one point in the process (probably the point of bind-over from the lower court) and identify through the log notation the point at which career criminal attention actually began, thus identifying the type of treatment received.

The Prosecuting Attorney's office itself is not actively involved in any research endeavors; however, there appears to be a great deal of interest in the Career Criminal program and its results.

4.2 Kalamazoo County Career Criminal Program

4.2.1 Career Criminal Target Population

The Career Criminal program in Kalamazoo targets for special processing those individuals who are presently charged with a serious felony or delivery of narcotics and who have two or more felony convictions and/or five or more felony arrests. Specifically, robbery and robbery-related homicide are to be emphasized and the severity of offense, the violence of crime, and known defendant propensities are also weighed heavily in the selection of career criminal cases.

Approximately 60 cases have been accepted (out of 127 screened) over the five month period, January, 1976 through May 1976.²³ The breakdown by type of offense for career criminal cases reflects a concentration of drug-related offenses, 31; followed by a smaller number of cases involving breaking and entering, 12; attempted robbery, 8; assault, 5; larceny, 3; and bribery, 1.

4.2.2 Career Criminal Program Activities

The normal felony case processing in Kalamazoo begins with the preparation of a warrant by the Prosecutor's office. Arraignment is held in the District Court having jurisdiction over the particular crime committed, at which time decisions regarding bail, the assignment of an attorney, and the decision to waive the preliminary hearing are made. The preliminary hearing is conducted for the purpose of establishing probable cause; the case bound over to the Circuit Court if so determined. At the Circuit Court arraignment, the defendant enters a plea; if the plea is not guilty, pretrial motions are filed during a 20-day period. Finally, if a defendant is found guilty, a pre-sentence investigation is completed after the trial and prior to sentencing.

²³Kalamazoo Monthly Statistical Reports for January-May, 1976.

The Career Criminal program involves two CCP attorneys prosecuting approximately 150 career criminal cases a year. Cases meeting the threshold screening criteria are identified during routine case screening in the Prosecutor's office. Those cases potentially involving career criminals are passed to a legal intern assigned to the CCP who, using an objective set of selection criteria, rates the case and its defendant. Those cases identified as eligible for the program are then assigned to one of the two CCP attorneys for all further case processing through to case disposition with the stipulation that the only plea acceptable to the case is to the offense as charged. CCP attorneys carry approximately the same caseload as the regular trial attorneys; however, while the particular cases handled by the regular attorneys change weekly, the CCP attorneys carry the same set of cases from District Court arraignment through to disposition.

4.2.3 Evaluability Considerations: Kalamazoo

• Consideration 1: Clear Specification of Treatment

The focus of the Kalamazoo Career Criminal program activity rests with the Major Offense Bureau (M.O.B.) made up of two attorneys and support staff who are responsible for preparation and trial of career criminal cases. An already existing screening unit in the prosecutor's office serves the Career Criminal program in the selection capacity with the addition of a priority ranking system to rate each CC case.

In addition, two support systems have been created to assist the CCP in the improved prosecution of CC cases. The first, the case status program was created to develop an information system (PROMIS) to insure that the M.O.B. has the necessary data to manage its caseload and to move cases swiftly through the system. The second, the evaluation program was designed to provide the M.O.B. with feedback on the performance of the identification and case processing components, in order to assess the program's ability to successfully prosecute more CC's, for longer sentences.

• Consideration 2: Systematic Application of Program Treatment

No major changes have been made in program activities since the inception of the program (August 20, 1975). However, potential problems include several changes which were made in the processing system during the first year of CCP operation (Oct. 75 - Oct. 76). In January 1975 systematic mass case screening was introduced into the prosecutor's office for the first time and the number of judges was increased from three to four. These changes fall within what would otherwise be designated as the baseline period and would make it necessary to limit the evaluation to the ten-month period January-October 1976 (with the baseline period January-October 1975). This would reduce the number of CC cases available for examination. Also, this summer (1976) several of the more senior assistant prosecutors left the prosecutor's office. During the spring, problems were encountered with the defense counsel which is handled on a contract basis with several legal firms. Due to a civil rights action one of the two firms handling indigent cases was prohibited from continuing to represent these cases, which were divided among eight firms. This change could be expected to have an effect on case defense.

• Consideration 3: Differences Represented by Program Treatment

The major processing differences represented by the M.O.B. are the use of experienced prosecutors, continuity of case preparation and prosecution, expedited case processing, and adequate case preparation time made possible by two full-time experienced attorneys concentrating exclusively on CC cases.

• Consideration 4: Extent and Coverage of Program Treatment

The Career Criminal program prosecutes approximately 150 career criminal cases a year which is approximately 15 percent of the felony caseload handled by the prosecutor's office. The CC program has four activity components which together encompass all processing stages in

the prosecution of the career criminal. The identification program screens individuals eligible for the CCP and refers them to the M.O.B. Most of the preliminary investigation is gathered by the police before the warrant stage, any deficiencies are noted at screening so that police can complete the task and there are no special investigatory resources linked to the program. The case processing program (M.O.B.) follows the case prosecution from initial bond recommendations to sentence recommendations with the case status program providing the necessary schedules and reports to alert the M.O.B. of any problems and to ease the processing flow. The evaluation program assesses the entire program activity in order to determine impact on the criminal justice system and on crime rates and patterns.

• Consideration 5: Local Case Records

The application of most of the career criminal selection criteria to a set of baseline cases would be possible based on a careful reading of the police incident report. Because of the time involved, however, this would make the criteria replication procedure in Kalamazoo more costly than in other programs. This could perhaps be mediated through the use of a small case sample.

The remainder of the criteria can be assessed for baseline cases using information available on the defendant's rap sheet, some of which will have to be obtained from the State Bureau of Investigation. Since the outset of the CCP, rap sheets have been submitted by the arresting jurisdiction by the time of case screening in approximately 80 percent of the cases. Prior to the program, however, rap sheets were submitted at this point only about 20 percent of the time. It is estimated that up to about 50 percent of all cases closed prior to CCP will have rap sheets included in their case jackets. Rap sheets would need to be acquired for the remainder of the cases in the baseline sample.

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the hardware to implement PROMIS, a case status program designed to provide all of the necessary operational data. The statistical monthly report presently made available to the National Legal Data Center includes screening, disposition and sentencing data as well as a breakdown of individual charges against the defendants.

• Consideration 6: Selection Criteria are Operationalized and Replicable

While the Kalamazoo Career Criminal program has established objective selection criteria in the form of a written case ranking scheme which is based on defendant characteristics and criminal history, selection is also based on the character of the current criminal offense including victim injury and property value as well as cases pending. These considerations are objectively stated in the selection criteria but do not strictly fall within the confines of the career criminal concept. Most of the criteria are, however, accessible from local files.

• Consideration 7: Systematic Application of Selection Criteria

There has been no change in the selection criteria since the beginning of the program. The M.O.B., following the case ranking system, have been prosecuting approximately 15 percent of the felony caseload, the same percentage estimated in the grant application derived from an analysis of recidivism data.

• Consideration 8: Reflection of Career Criminal Concept

The case rating scheme used in the selection of career criminal cases does not focus exclusively on the defendant and his criminal record, but develops two separate scores based on crime information and defendant's information. The current charge is included in the total crime score and is compatible with the career criminal objective of prosecuting felony offenders, but the other crime features such as type of victim, victim injury, weapon, economic value of property and

multiple offenses, may be considered outside the career criminal concept. The total defendant score incorporates such defendant characteristics as number of felony convictions, misdemeanor convictions, felony arrests, current criminal status (bail, probation, etc.) and cases pending which heavily weigh defendant history although one characteristic, drug involvement, reflects defendant personal propensities.

The Kalamazoo operational definition stressed robbery and robbery-related offenses, but a breakdown of the actual caseload reflects a large number of narcotics-related offenses although the numbers are too small to identify them as a characteristic group of individuals. This grouping would not be expected from the selection criteria.

• Consideration 9: Local Situation

At the present time, the local situation in Kalamazoo offers a cooperative context for the conduct of the evaluation; however a change of personnel is anticipated in the fall. The current Prosecuting Attorney, Donald Burge, is running for Probate Judge. The first assistant in the prosecutor's office will be running for the position of Prosecuting Attorney. A member of the prosecutor's staff for six years, he is expected to maintain present office operation and policy if elected.

4.2.4 General Assessment

While there are a number of difficulties posed by the Kalamazoo program, it appears that with certain adjustments in the evaluation design and added data collection efforts the evaluation could feasibly be implemented in Kalamazoo.

Several of the problems pertain to changes which have occurred in the Prosecuting Attorney's office either during the program operating period or the baseline period. One of these, the initiation of case

screening during the year prior to the program can be adjusted for by limiting the evaluation period to nine months and thus including that portion of the baseline year which was covered by case screening. The other changes are fairly specific and can be examined by the evaluation in much the same way as the program interventions.

Certain data problems were also encountered in Kalamazoo. These will mean additional data collection to what is expected with other programs (acquisition of rap sheets from State Bureau of Investigation and case sampling in the Lower Court records); however, it appears that the necessary data exists. It is just not as accessible as in other places.

4.3 New Orleans Career Criminal Program

4.3.1 Career Criminal Target Population

The New Orleans Career Criminal program selects defendants for special treatment solely on the basis of their prior criminal history. All felony or misdemeanor cases which meet the District Attorney's routine case screening requirements are considered candidates for career criminal processing and are selected as such if the defendant has a record of five or more felony arrests or two or more felony convictions. These had originally been envisioned as threshold criteria with a more detailed point system to be employed to select cases for treatment from this pool. The Career Criminal program has been able to prosecute all cases meeting these threshold criteria, making the planned point system unnecessary.

The CCB had disposed of approximately 700 cases as of June 1976. This caseload constitutes a sizable portion of the 6,000 criminal cases handled by the office yearly.

4.3.2 Career Criminal Program Activities

The Career Criminal program in New Orleans has provided for the improved prosecution of career criminal cases by the creation of a special unit in the (50 prosecutor) District Attorney's Office - the Career Criminal Bureau (CCB). The CCB, staffed by 13 attorneys including a director, has full responsibility for handling CC cases.

Once a case is identified as possibly involving a career criminal defendant it is turned over to the CCB for case evaluation. If accepted by the CCB, the case is assigned to one of the Bureau's attorneys who is responsible for all further processing of the case through to disposition. This single attorney, continuous prosecution is distinct from the multiple division, multiple attorney handling of routine criminal cases. Career criminal attorneys have significantly lower

caseloads than their regular trial counterparts and receive more paralegal and investigative staff support than is routinely available. Further, attorneys assigned to the CCB are among the most experienced in the department. Judicial support of the program has resulted in priority docketing for career criminal cases.

Most (90 percent) career criminal cases are identified at the point of case screening in the District Attorney's office. An alternative point for CC case identification is police booking. The arresting officer, alerted to the fact that a defendant was a career criminal by the local rap sheet, may contact an on-call, CCB attorney (available 24 hours a day) and inform him of the arrest of a potential CC defendant, providing him with an early opportunity to interview witnesses and interrogate the defendant. Only about 10 percent of the career criminal cases have been identified in this manner.

Sentencing under the Louisiana habitual offender statute, which provides for increases in minimum and maximum sentences for convicted defendants based on their criminal records, is applied for by the District Attorney in all criminal cases where applicable. Because of the seriousness of their prior criminal activity CC defendants are more affected by these statutes than are non-career criminals.

4.3.3 Evaluability Considerations

• Consideration 1: Clear Specification of Program Treatment

The New Orleans Career Criminal program treatment consists essentially of vertical career criminal case representation by more experienced attorneys with more support assistance and lower caseloads than is the routine. These program activities are anticipated to result in better and more rapid preparation and hence improved processing times for the cases treated, leading to more severe judicial outcomes for career criminal cases. As such, the Career Criminal program activities are well specified and are directed towards the program objectives.

- Consideration 2: Systematic Application of Treatment

No changes have been made in program activities since the program's inception and no major implementation difficulties have been encountered to date.

- Consideration 3: Differences Represented by Program Treatment

Differences in prosecutorial handling between career criminal (CC) and non-career criminal cases begin at the point a case is identified as potentially involving a career criminal defendant. Potential career criminal cases are screened by the CCB rather than the regular screening unit and if the case is accepted by the CCB it remains the responsibility of the Bureau rather than being assigned to the Trial Section which would routinely handle the case. The CCB attorney assigned the case follows essentially the same process in handling the case as occurs in the Trial Section. However, the CCB attorney maintains continuous responsibility for all steps in the case flow process (rather than separate steps being handled by separate attorneys) and is given more support and more time to devote to the case than is available in the Trial Section. Priority is given by the CCB to rapid case preparation of CC cases and career criminal cases are given priority docketing in the courts.

- Consideration 4: Extent and Coverage of Program Treatment

Career criminal treatment in New Orleans is not as extensive as had been anticipated since most career criminal cases are being identified during prosecutorial screening rather than at the point of police booking. However, as operating, the CCB handles CC cases for the duration of prosecutorial involvement and the unit expects to attend parole board hearings once CC defendants are being considered for parole.

The CCB prosecuted over 700 cases during the first year of operation, a larger caseload than any of the other CCP's in the program. These 700 cases constitute the totality of cases meeting the CC screening criteria and compose, in addition a substantial portion of the general office felony caseload of approximately 3,000 criminal cases and a good proportion as well of the total general office caseload of about 6,000.

● Consideration 5: Local Case Records

Information necessary to conduct the system performance assessment appears to be available within the New Orleans District Attorney's central records system. Data collection is expected to be manual and based on the reading of case jacket information. A PROMIS-type computerized data management system (DARTS) is currently operating; however, the system only contains data on cases processed by the office during the past two months. While it is planned that earlier case data will eventually be entered into the system, it is unlikely that this will be done within the time-frame of the national-level evaluation.

A central log of cases referred to the District Attorney's office is maintained which offers a good inventory source for case sampling. All cases referred to the DA (CC and non-CC) are screened and screening action forms are retained for all cases, both those accepted and rejected, as are defendant rap sheets. These will provide the basic information necessary for the replication of the New Orleans selection procedures.

● Consideration 6: Selection Criteria are Operationalized and Replicable

The selection criteria employed by the New Orleans CCB for the identification of CC cases, based on prior arrest and convictions, are simple and easily replicable based on information routinely maintained in case files.

- Consideration 7: Systematic Application of Selection Criteria

According to project personnel, the CCB is handling all cases which involve defendants whose criminal records satisfy the program entry requirements. No formal examination of the efficiency of the program selection procedures has been conducted. Both the CCB personnel and the screening personnel, however, independently estimated that they are screening out about 45 percent of the cases referred to them based on the general office screening requirements, suggesting that consistent screening procedures are being followed by both units and that there are no systematic differences between CC and non-CC cases in terms of the characteristics of the current offense.

- Consideration 8: Reflection of the Career Criminal Concept

By basing case selection solely on the prior criminal history of the defendant without regard to the nature of the current offense the New Orleans career criminal definition falls well within the confines of the career criminal concept.

- Consideration 9: Local Situation

The local situation appears to lend itself to the evaluation as designed. No major changes have occurred in the prosecutor's office organization or policies during what would constitute the baseline or comparison period, case screening has been in effect for a sufficient length of time that case acceptance/rejection procedures have been regularized and can be assumed to be comparable during both treatment and baseline years, and no major judicial turnover has taken place in the past two years. Thus the office appears to offer a stable environment for the conduct of an evaluation based upon a baseline-treatment year comparison of case processing and prosecutorial performance.

4.3.4 General Assessment

Based on the information gathered during the site visit to New Orleans, it appears that this program poses no major problems to the evaluation. The CC selection criteria are specific, objective and all based upon information which is routinely maintained in case files. The record-keeping system in the District Attorney's office appears to be complete in terms of the data needs of the evaluation. A central screening system in the office assesses the prosecutability of all cases referred to the District Attorney, including both career criminal and non-career criminals, using a uniform method. A screening action form is completed and retained for every case referred to the office, including the forty-five percent rejected by the District Attorney. These forms provide a consistent set of data items available for all cases entering the prosecutorial system.

Further, the New Orleans program is processing a large volume of cases and should thus provide a substantial basis for the system performance analysis.

Finally, the District Attorney's office offers a well-organized, stable environment for the conduct of the case study.

4.4 San Diego City/County Career Criminal Program

4.4.1 Career Criminal Target Population

The Career Criminal program in San Diego deals exclusively with robbery and robbery-related cases. Current case characteristics, past criminal history and the suspect's status in the criminal justice system are considered for case selection into the Career Criminal program. If the current offense is sufficiently aggravated, it may become the sole basis for selection. The project director has discretionary license to increase or decrease the suspect's score by 5 points (out of a total 12 necessary).

The project became operational on September 3, 1975. As of March 31, 1976, 128 cases have been accepted into the program representing 176 defendants. All of these cases are robbery-related felonies.

4.4.2 Career Criminal Program Activities

Processing of career criminal cases in San Diego represents a clear departure from routine felony case processing by the prosecutor. The San Diego District Attorney's Office (116 attorneys) is organized by functional stage of criminal case processing (complaints, Municipal Court, Superior Court, etc.) and criminal cases are handled by various divisions of the office on an assemblyline basis. A Major Violator Unit (MVU) was created under the Career Criminal program and handles all phases of case processing within the unit with an attempt at maintaining single attorney representation throughout the entire process. MVU efforts are directed towards the personal representation of career criminal cases, with the MVU attorneys devoting the same type of attention to a case and the people involved (victims and witnesses) that a defendant would expect from private counsel.

The Major Violator Unit is made up of six of the office's more experienced attorneys (average experience is about 8 years) who, once they receive a case from the police department, the Complaints Unit of the Prosecutor's office or one of the Branch offices of the Prosecutor's office, assume full responsibility for case processing to disposition, including all pretrial activities. In addition to the fact that the MVU attorney who will eventually try a case, receives it initially and handles it to the point of trial, efforts are made by the MVU to utilize charge enhancement provisions of the law as well as to make every effort to incur as severe a penalty for the defendant as possible.

The program further differs from the regular prosecution by asking for and getting higher bail at the bail hearing. This is to reduce the opportunity for the career criminal to commit another crime while out on bail. In addition, the Unit generally asks for consecutive rather than concurrent sentences on multiple charges and usually gets them. The probation officer who is going to handle the presentencing report is contacted personally by the project director and his report reflects the seriousness of the crime.

4.4.3 Evaluability Considerations

- Consideration 1: Clear Specification of Treatment

The MVU was created as a separate department in the District Attorney's Office and is directed at the improvement of case prosecution with higher conviction rates. The program is clearly specified, with operating responsibilities delineated, operational steps clearly defined and consistent case handling practiced by each prosecuting attorney.

- Consideration 2: Systematic Application of Program Treatment

No changes have occurred in program treatment since project inception. The project has maintained the same prosecutors over the period covered by program operations.

- Consideration 3: Differences Represented by Program Treatment

In San Diego the differences in prosecutorial handling between career criminal and non-career criminal cases are numerous. While non-career criminal or routine felony cases are handled by a number of separate divisions in the District Attorney's Offices and by a number of ADA's within each division, CC cases, once accepted by the MVU, are handled by a single attorney throughout all stages of the processing system. The MVU attorneys, in addition to holding the responsibility for continuous case processing, are provided more time and case preparation support than is available for routine cases. In addition MVU attorneys have the time to bring in the assigned probation officer prior to his preparation of the presentence report to encourage the recommendation of longer and consecutive sentences for the CC.

- Consideration 4: Extent and Coverage of Program Treatment

Once a case is received by the Complaints Department, all robbery or robbery related cases are screened to see if the suspect qualifies as a career criminal. If he does, the case is then forwarded to the MVU. The project director immediately assigns the case to one of the project staff and case preparation and prosecution begin. The project ADA then deals with every phase of the trial procedure. He appears at every hearing, does all trial work, handles appeals and sentencing. Because of the unique selection criteria of the San Diego program, the program does not deal with a cross section of crime but is focused on robbery. The program prosecuted a sizable number (176) of suspects arrested for robbery and robbery-related crimes, however, it is unknown at this time what percentage of the total caseload, that represents.

- Consideration 5: Local Case Records

The majority of the data necessary for the national-level analysis appears to be available in San Diego. It does seem that some

logistical difficulties may arise due to the fact that about three months ago the office records system was changed from a punch card to a (CRT) computer system. This means that case sampling will have to be conducted over two separate record keeping systems. In addition there is currently no direct way to access robbery cases as opposed to cases involving non-robbery charges. Because the evaluation will be focused on robbery, some listing of robbery cases both during and prior to the program will need to be developed for sampling purposes. It appears that it may be possible to generate such a listing using the automated record system which is expected to be backdated to include the evaluation baseline period.

- Consideration 6: Selection Criteria are Operationalized and Replicable

The selection criteria utilized by the San Diego MVU are clearly operationalized and they are applied by the Complaints Department whenever a complaint is received concerning robbery. All cases identified as CC have been diverted to the MVU. The criteria include items relating to past criminal history, present crime, victim injury and weapon use and the status of the criminal at the time of the offense.

The criteria have undergone one change since project inception. After the first 30 cases had been selected, the criteria were modified to give more weight to victim injury and weapon use.

A review of sample police reports shows that they are usually complete enough to include most data necessary to identify a CC. However, the extent of victim injury is a dimension of CC definition that may pose some problems in replication from the data files. A second possible problem centers about the degree of import of the project director's discretionary five points for CC definition.

However, local project personnel indicate that those five points are infrequently used to determine the status of a case.

- Consideration 7: Systematic Application of Selection Criteria

It appears that the CC selection criteria are being systematically applied. A study conducted by the MVU examined a sample of 100 randomly selected non-career criminal robbery cases (i.e., cases not selected by the MVU). Of the 100 cases analyzed, only one was found to satisfy the CC selection criteria indicating that the selection procedures are operating efficiently.

- Consideration 8: Reflection of Career Criminal Concept

The San Diego career criminal population differs from other CCP in that it consists only of robbery offenders. Selection with this target group is currently based upon a number of factors including both characteristics of the current offense (victim injury, weapon use) and the defendant's prior criminal record. The fact that a case can be included solely on the basis of current offense characteristics placed it somewhat outside of the sphere of the CC concept as narrowly defined. This represents a shift from the earlier set of selection conditions which focused more heavily on the defendant's criminal history for selection as a career criminal.

- Consideration 9: Local Situation

The San Diego District Attorney's Office was extremely helpful, providing answers to all questions during the on-site visit. The office has an active research capability and an obvious interest in the project's value. The attorneys are all civil service and therefore not threatened by the results of the evaluation. The office has received a one-year extension of the grant. For these reasons, it would seem that the San Diego program would be a receptive site for the national-level evaluation.

4.4.4 General Assessment

The San Diego program appears to offer a suitable context for the national-level evaluation of the Career Criminal program. While the criteria used to select the San Diego CC target group include factors which do not strictly fall within the narrow concept of the Career Criminal program, the program's robbery focus makes it unique among CCP's. The fact that all career criminals are currently charged with robbery or a robbery-related offense makes it likely that if the assumptions underlying the program are true and the San Diego MVU is successful at improving the prosecution of these CC cases, an impact on robbery is likely to be observed.

The selection process for career criminal cases is systematic and objective. Case screening forms which indicate the basis on which a case had been selected for treatment are maintained in all career criminal case files and would allow for an analysis of the role of certain factors, such as victim injury or weapon use, in the selection of cases for treatment. Cases which have been included (or excluded) based on the discretion of the project director can be identified as such and can be examined independently. It is not expected that a substantial number of these are included among the selected caseload.

The San Diego District Attorney's case record system appears to include all the data items necessary for the evaluation analysis. There may be more logistical difficulties in data collection in San Diego than elsewhere, however, because of the robbery focus of the program which will necessarily be reflected in the composition of the comparison groups of robbery cases during the program (non-career criminal) and prior to the program (CC and non-CC). Also, sampling will have to be conducted across two record keeping systems since a change was made during the treatment year.

4.5 Salt Lake City Career Criminal Program

4.5.1 Career Criminal Target Population

The Career Criminal program in Salt Lake City is directed towards those individuals who frequently commit crimes of homicide, forcible sex offenses, aggravated assault, robbery and burglary. The six selection criteria focus chiefly on prior arrests and convictions, although 2 or more open cases for serious crimes may constitute eligibility to the CC program. No individual serious felonies are emphasized over the others and features characterizing the current offense are not considered in the screening process.

Approximately 300 Career Criminal cases are handled per year by the program.²⁴ The Salt Lake statistical reports prepared for the National Legal Data Center provide no breakdown by crime type for the processed cases.

4.5.2 Career Criminal Program Activities

In 1973 the Salt Lake Prosecutor's office adopted a unified prosecution concept with a vertical or continuous processing of all felony and misdemeanor cases from arraignment to final disposition. Further modification in procedure occurred January 1975 when the County Attorney initiated a new case screening procedure within the office. Two prosecutors are assigned on a revolving basis to cover the screening function of the office. The normal processing flow for criminal cases begins with screening to determine case status. Facts of the case are reviewed regarding physical evidence, witness testimony, severity of offense, etc. A complaint and warrant are prepared by the prosecutor who screens the case, the officer presents the complaint to a city court judge who swears the officer on oath, sets the bail and issues the complaint and warrant. If the defendant is already in custody, he

²⁴ Trip Report on Career Criminal Program Site Selection - Salt Lake, July 28, 1976.

will be arraigned the next morning in City Court. A prosecutor attends the arraignment and records the preliminary hearing date. The original screener is then assigned to that case. After the preliminary hearing is held in the City Court and after the defendant is bound over for trial in the District Court, arraignment is set for the following Friday. A trial date is set after arraignment and two days before the trial the defense counsel, prosecutor and judge hold a pretrial conference. If the defendant is convicted, a presentence report is requested and sentencing is held 2 or 3 weeks later. Both career criminal and non-career criminal cases follow this process.

The Salt Lake City Career Criminal program consists of a unit of three prosecutors who screen, prepare and prosecute the career criminal cases. The CCP treatment in Salt Lake involves increased attention to case preparation through significantly lower caseloads for career criminal attorneys and greater representation of career criminal cases in the early stages of processing (bail hearing) in an effort to maintain the defendant in custody prior to trial.

In addition, the CCP has a policy of accepting no pleas except on the highest count of a multiple charge. After sentencing in a career criminal case the prosecuting attorney enters a written statement into the record relating the seriousness of the defendant's offenses. This statutory right of the County Attorney to communicate the State's interest is not otherwise routinely exercised.

Career criminal cases are handled continuously from screening through to disposition by the same CCP attorney. Although continuous representation is the policy for all criminal cases in Salt Lake, the Salt Lake people feel that this policy is realized more frequently among CCP attorneys because of their lower caseloads.

4.5.3 Evaluability Considerations

• Consideration 1: Clear Specification of Treatment

The Salt Lake CC program promotes the improved prosecution of CC cases principally by reducing caseloads and by assigning a screening clerk and investigator to handle only CC cases. Tasks performed by the prosecutors after conviction receive particular emphasis. For CC cases, a letter is sent to the Board of Pardons recommending the maximum sentence be served and attorneys are requesting the appearance of a representative at all parole hearings involving career criminals. While both of these past conviction actions are also designated part of the normal processing for all criminal cases, they are not routinely performed.

• Consideration 2: Systematic Application of Program Treatment

No major changes have been made in program activities since the inception of the program (July, 1975), other than the addition of one new attorney to the staff as of November 1, 1975. In order to reduce the number of continuances granted by the courts in the early part of the program the prosecutors have entered more vigorous objections to continuances at all stages.

Difficulties in obtaining arrest and conviction records hampered the implementation of the Salt Lake CC program, but this problem was alleviated with the installation of a computer terminal connected to the Utah Bureau of Identification.

• Consideration 3: Differences Represented by Program Treatment

The major processing differences for CC cases is that they are handled by the Major Violators Prosecution Unit (MVPU), which is composed of experienced attorneys transferred from within the County Attorney's office. CC cases receive increased attention by the prosecuting attorney,

as large caseloads did not allow for adequate preparation of cases prior to the project. In addition, the investigation is assisted by a project investigator on the MVPU staff.

Processing differences after conviction are more pronounced. Prior to the initiation of the Career Criminal program, it had not been the practice of the prosecuting attorney to make specific recommendations to the Board of Pardons as to the minimum and maximum time to be served by individuals committed to the Utah State Prison even though this procedure was required by statute. Since the initiation of the Career Criminal program, letters have been written for each career criminal defendant incarcerated, recommending a maximum sentence. Parole hearings are attended by a representative from the MVPU.

● Consideration 4: Extent and Coverage of Program Treatment

The Career Criminal program intervenes throughout the criminal justice processing beginning with screening in the prosecutor's office and continuing through to parole hearings for CC offenders. Daily contact is maintained with police through an already existing career criminal unit of the police department established to coordinate investigations and case development. Before trial, the CC program is active in making bail recommendations, approving continuances, and preparing presentence reports. Post trial interventions include sentence recommendations to the judge and Board of Pardons, and appearances at parole hearings.

The MVPU prepares and prosecutes approximately 300 CC cases per year which constitute about 15 percent of the total filings made by the County Attorney's office.

● Consideration 5: Local Case Records

The Salt Lake program poses data problems for the national-level evaluation, both in data organization and data availability. No central log of cases handled by the county attorney's office was maintained

prior to the first of the year (1976), which poses logistical problems for case sampling. Rap sheets were not routinely maintained prior to the program and because of the lack of uniformity in the rap sheets used to assess acceptability for special prosecution under the program, it would be difficult to reconstitute the necessary baseline criminal history information. In addition, prior to January 1976 no records were maintained on cases rejected by the county attorney. This means that there is no information on the acceptance rates for the prosecutor and nothing on the nature of cases accepted/rejected prior to the program. This is particularly a problem in Salt Lake because in January 1975 a new County Attorney took office and implemented new screening procedures which may have had an impact on the number and type of cases accepted by the DA. Whether or not changes of this nature have occurred and the effect of these changes on the overall system performance (as discernible from the impact of changes implemented as part of the CCP) could not be examined without information on rejected cases.

Minimal data is provided in the grant application supporting project need, and statistical reports to the National Legal Data Center shed little light on program activities other than indicating number of career criminal filings out of total cases filed monthly.

A computer terminal connected with the Utah Bureau of Identification has been installed to obtain arrest and conviction records but PROMIS, which is to handle the data collection system, is still to be implemented.

• Consideration 6: Selection Criteria are Operationalized and Replicable

Salt Lake has established objective written criteria for the selection of career criminal cases. Five of the six criteria used are arrests and convictions, while the sixth involves pending or open

cases. There appears to be no systematic way for the screeners to identify cases meeting this criterion. Cases have been accepted based on this pending case criterion; however, these cases constitute only a small portion of the total career criminal caseload.

- Consideration 7: Systematic Application of Selection Criteria

In May 1976 the CC program added a sixth selection criterion to its original five, thus posing another problem in utilizing Salt Lake for the national-level evaluation case studies. The last criterion, including as CC's those defendants who were committed to a penal institution and released on parole in the last five years, accounts for a substantial number of cases now coming into the program.

The anticipated workload, as stated in the Salt Lake grant application, was expected to be only 12 percent of the felony cases prosecuted by the County Attorney's office or not more than 200 CC prosecutions by the MVPU per year. The number of cases being handled by the MVPU is actually around 300 cases per year, approximately 15 percent of the total felonies made by the County Attorney's office. This increase is perhaps due to the additional criterion.

- Consideration 8: Reflection of Career Criminal Concept

The six criteria used in the selection of career criminal cases fall within the career criminal concept of prosecuting felony offenders, as they focus exclusively on prior arrests and convictions and open cases for serious crimes. All of the serious felonies (homicide, rape, assault, robbery and burglary) are targeted without focusing on a particular cogent group of individuals.

- Consideration 9: Local Situation

Salt Lake offers a favorable local environment with good cooperation between the various agencies in the criminal justice system which

interface with the career criminal program. Regularly scheduled meetings involving key personnel from these agencies are to be held throughout the program duration.²⁵

4.5.4 General Assessment

The Salt Lake City program poses several major problems to the conduct of the national-level evaluation as designed. These problems focus on: (1) the selection criteria used by the Salt Lake program and their replication with baseline cases and (2) the local case records system.

First, one of the six criteria used by the Salt Lake City program to select their target population involves pending cases. Although this criterion does not appear to be systematically applied, it has been used to include cases in the program, and it would not be possible to identify those cases among a baseline sample which met this criterion. Second, about halfway into the program an additional criterion was added to the original five. Finally, there does not appear to be a consistent practice determining which information sources (rapsheets) are used to assess acceptability for prosecution under the program, making it difficult to reconstruct comparable baseline criminal history information.

Acquiring the data items necessary for the national-level evaluation also appears to be a problem in Salt Lake. No central record or log of cases referred to or accepted by the Prosecuting Attorney has been maintained prior to January 1976. Such a listing would need to be constructed before any sampling could be done. Also, prior

²⁵ Description of Salt Lake City Career Criminal Program, pages 20-22.

to January 1976, no records were maintained on rejected cases which means that there is no existing information on the number and types of cases accepted and rejected by the Prosecutor's office. While this would pose problems in any case, it is particularly a problem in this situation because a new Prosecuting Attorney took office in Salt Lake County in January 1975 and implemented new case screening procedures soon thereafter. This change may have had an impact on the performance of the office during one portion of the baseline year, which would confound the evaluative analysis results. However, without information on cases rejected before and after the initiation of the new screening procedures, this cannot be assessed, making the attribution of system performance changes to the activities of the CCP a difficult matter.

5.0 SUMMARY AND RECOMMENDATIONS

In the preceding sections of this document the process of selecting sites for the national-level evaluation of the Career Criminal program has been described and the assessments of the eleven candidate programs have been presented. As already discussed, site selection was based on an assessment of the evaluability of the candidate programs. A design was prepared for the conduct of the national-level evaluation case studies and the sites selected for inclusion in the evaluation are to be the foci of these case studies. Thus, it is clearly important that the selected site programs be amenable to the conduct of the evaluation as planned.

A set of nine evaluability considerations, based on program or agency characteristics which play a critical role in the implementation of the national-level evaluation design, were developed and used as the framework for the selection process. It was recognized from the outset that it is unlikely that any one of the Career Criminal programs would fit the needs of the evaluation in their entirety. For this reason it was felt that the site selection process should serve to identify any major obstacles in the candidate sites which would preclude the implementation of some part of the evaluation plan or hamper the ability of the evaluation to address the central concerns of the program. Sites were sought which would allow for the implementation of the basic evaluation design with minor adjustments for site specific program or agency features.

The selection process itself was conducted using a two-stage screening procedure. At the first screening point, the preliminary assessment stage, the eleven candidate programs were assessed based on available program documentation either prepared by the local jurisdictions and/or by the National Legal Data Center. The results of this assessment were used to divide the candidate programs into two groups:

(1) those which presented immediately obvious obstacles to the conduct of the national-level evaluation and (2) those which appeared to be viable sites for the evaluation case studies. This second group of programs was then visited by MITRE and a more in-depth assessment of their evaluability was conducted based on the on-site information.

Six sites were screened out at the preliminary assessment stage (Boston, Dallas, Detroit, Houston, Indianapolis, and New York) based upon potential difficulties for the implementation of the evaluation which were identified by the review of the available program documentation. The majority of the problems encountered for this set of programs rest with the criteria and procedures employed by the local programs to select cases for special treatment under the CCP. In several programs (Houston and Dallas) case selection is based on the subjective judgement of the screening attorney, making the replication of these procedures with a set of baseline cases (a critical feature of the evaluation design) a difficult matter. Other problems encountered in this regard were the inclusion of pending cases as a criterion for entry into the program (Boston, Detroit, Indianapolis) and the use of largely objective, replicable criteria for the identification of a pool of potential cases and subjectively selecting cases for treatment from this pool (Boston, New York and possibly Detroit). Two of the jurisdictions (Detroit and Indianapolis) are experiencing sufficient changes in their case processing systems independent of the CCP (either currently or during the baseline time period) to make it infeasible to expect to be able to isolate the impact of the CCP from the effect of the other system changes. For these reasons these six programs were screened out at the initial screening stage of the site selection process.

The remaining five programs (Columbus, Kalamazoo, New Orleans, Salt Lake City, and San Diego) were further investigated through visits made to the local sites. The same set of evaluability considerations

was utilized in this second stage of the screening procedure; however, greater emphasis was placed on assessing the feasibility of implementing the design with the data available locally.

While some problems for the evaluation were identified in almost all of the sites visited, the most serious difficulties were encountered with the Salt Lake City program. The problems the evaluation would face in Salt Lake involve both replication of the selection criteria and the availability of data resources for the assessment of program impact and would preclude the implementation of the evaluation as designed. The problems identified in the remaining four sites are relatively minor and can for the most part be mediated through adjustments in the sample size and the treatment and baseline time periods or through additional data collection. On this basis the four sites:

- Columbus, Ohio
- Kalamazoo, Michigan
- New Orleans, Louisiana
- San Diego, California

are recommended as case study sites for the national-level evaluation of the Career Criminal program.

APPENDIX I

STATUS INFORMATION FOR ELEVEN CAREER CRIMINAL PROGRAMS

The tables on the following pages have been prepared in order to present a general picture of the implementation progress made by the Career Criminal programs, as reflected in their processing of career criminal cases. The data presented on these tables was extracted from monthly status reports prepared by the local jurisdictions for the National Legal Data Center, the data collector for the national Career Criminal Program for LEAA. Up-to-date status reports have been provided to MITRE by the National Legal Data Center for use in the selection of sites for the national-level evaluation.

The data included in the status reports, and hence on the tables, is as the cities have supplied it. No attempt has been made at this point to validate the data items or assure conformity among the categories of data as provided by the various jurisdictions. The information has been included to give a gross overview of the amount of activity the various local programs are reporting and a rough indicator of the reporting capabilities of the various sites.

BOSTON CAREER CRIMINAL PROGRAM ACTIVITIES

DATE IMPLEMENTED: 7/1/75

REPORTING PERIODS	7/1/75 TO 1/5/76	1/5/76 TO 2/5/76	2/5/76 TO 3/5/76	3/5/76 TO 4/5/76	4/5/76 TO 5/5/76	5/5/76 TO 6/5/76	7/1/75 TO 6/5/76 ¹
ACTIVITY DATA							
INDICTMENTS (TOTAL)	--	79	107	23	57	37	--
TOTAL DEFENDANTS	--	19	28	11	27	16	--
CAREER CRIMINAL DEFENDANTS	--	18	23	10	27	10	--
TOTAL DEFENDANTS SCREENED	943 ²	297 ³	236 ⁴	255 ⁵	229 ⁶	234 ⁷	2194 ⁸
TOTAL CASES ACCEPTED	96	39	41	10	23	12	220
TOTAL CASES REJECTED	--	--	--	--	--	--	--
DISPOSITIONS							
PLEA OF GUILTY	18	9	17	3	4	5	47
CONVICTION BY							
JURY	8	3	5	4	5	7	35
COURT	3	3	0	0	0	1	6
ACQUITTALS	0	1	0	0	1	0	2
DISMISSALS	--	--	--	--	--	--	--
NOLLES	--	--	--	--	--	--	--
TOTAL DEFENDANTS	29	16	22	7	10	13	90
SENTENCES							
NUMBER DEFENDANTS SENTENCED	--	--	21	7	9	13	88
NUMBER DEFENDANTS INCARCERATED	--	--	20	7	9	13	86
AVERAGE LENGTH OF SENTENCE (YRS.)							
INDETERMINATE { MINIMUM SENTENCE	11.33	10.88	8.71	20.0	12.22	5	13
MAXIMUM SENTENCE	16.5	15.15	11.57	26.2	18.78	21	18
DETERMINATE	--	--	9.3	7.2	--	10	--
AVERAGE LENGTH OF TIME FROM							
ARREST TO INDICTMENT	--	--	--	--	--	--	--
ARREST TO DISPOSITION	77.5	86.69	88.82	82.57	102	108.85	90
ARREST TO SENTENCE	--	--	--	--	--	--	--
(IN CALENDAR DAYS)							

¹ TOTALS FOR CUMULATIVE TIME PERIODS ARE TAKEN DIRECTLY FROM ACTIVITY REPORTS AND IT IS RECOGNIZED THAT CHANGES IN OPERATIONAL PROCEDURES MAY ACCOUNT FOR DIFFERENCES BETWEEN THE ADJUSTED CUMULATIVE FIGURES GIVEN HERE AND THE ACTUAL SUMMATION OF INTERIM VALUES.

² 90 CAREER CRIMINAL (CC)

³ 14 CC

⁴ 19 CC

⁵ 7 CC

⁶ 23 CC

⁷ 8 CC

⁸ 150 CC

COLUMBUS CAREER CRIMINAL PROGRAM ACTIVITIES

DATE IMPLEMENTED: 7/21/76

REPORTING PERIODS ACTIVITY DATA	7/21/75 TO 11/31/75					DECEMBER 1975	JANUARY 1976	FEBRUARY 1976	MARCH 1976	APRIL 1976	MAY 1976
	JUL	AUG	SEP	OCT	NOV						
INDICTMENTS/INFORMATIONS											
TOTAL	285	165	150	339	252	224	174	177	226	261	114
CAREER CRIMINAL	28	7	17	21	26	28	16	22	13	7	6
TOTAL DEFENDANTS SCREENED			101			28	23	27	22	12	--
CASES ACCEPTED			95			26	23	27	22	12	--
CASES REJECTED			6			2	0	0	0	0	--
DISPOSITIONS											
PLEA OF GUILTY			45			3	13	9	16	8	--
CONVICTION											
JURY			18			1	6	2	8	1	--
COURT			3			0	1	0	2	--	--
ACQUITTALS			--			--	--	--	--	--	--
DISMISSALS			--			--	--	--	--	--	1
NOLLES			--			--	--	1	2	2	0
TOTAL (DEFENDANTS)			67			6	21	13	29	10	--
SENTENCES											
NUMBER SENTENCED			--			--	--	--	--	--	--
NUMBER INCARCERATED			--			--	--	--	--	--	--
AVERAGE LENGTH OF SENTENCE (YRS)											
MINIMUM			3			3.3	2.8	2.1	2.7	2.75	--
MAXIMUM			14.5			13.75	12.6	8.9	10.7	11.7	--
AVERAGE LENGTH OF TIME FROM											
ARREST TO INDICTMENT			--			--	--	--	--	--	--
ARREST TO DISPOSITION			3.8			3.2	4.1	3.4	4.3	4	--
ARREST TO SENTENCE			--			--	--	--	--	--	--
(IN MONTHS)											

DALLAS CAREER CRIMINAL PROGRAM ACTIVITIES

DATE IMPLEMENTED: 10/1/75

REPORTING PERIODS	10/1/75 TO 3/15/76	3/15/76 TO 4/15/76	5/15/76 TO 6/30/76
ACTIVITY DATA			
INDICTMENTS TOTAL CAREER CRIMINAL	5,794 101	511 11	1661 32
TOTAL CASES SCREENED	327	--	--
ACCEPTED	104	--	--
REJECTED	223	--	--
DISPOSITIONS	DEF. CASES		
PLEA OF GUILTY	11 14	--	--
CONVICTION BY			
JURY	22 26	--	--
COURT	2 2	--	--
ACQUITTALS	1 1	--	--
DISMISSALS	6 7	--	--
NOLLES	-- --	--	--
TOTAL	42 50	--	--
SENTENCES	--	--	--
NUMBER SENTENCED	--	--	--
NUMBER INCARCERATED	--	--	--
AVERAGE LENGTH OF SENTENCE	55.46 yrs.	--	--
AVERAGE LENGTH OF TIME			
ARREST TO INDICTMENT	--	--	--
ARREST TO DISPOSITION	50.0 da.	--	--
ARREST TO SENTENCE	--	--	--

DETROIT CAREER CRIMINAL PROGRAM ACTIVITIES

DATE IMPLEMENTED: 7/28/75

ACTIVITY DATA	REPORTING PERIODS	NOVEMBER 1975	DECEMBER 1975	FEBRUARY 1976	MARCH 1976
INDICTMENTS/INFORMATIONS					
TOTAL CAREER CRIMINAL		1282	1341	1039	1469
		--	--	--	--
TOTAL CASES SCREENED					
ACCEPTED		--	--	--	--
REJECTED		--	--	--	--
DISPOSITIONS					
PLEA OF GUILTY		--	--	--	--
CONVICTION					
JURY		--	--	--	--
COURT		--	--	--	--
ACQUITTALS		--	--	--	--
DISMISSALS		--	--	--	--
NOLLES		--	--	--	--
TOTAL		--	--	--	--
SENTENCES					
NUMBER SENTENCED		--	--	--	--
NUMBER INCARCERATED		--	--	--	--
AVERAGE LENGTH OF SENTENCE		--	--	--	--
AVERAGE LENGTH OF TIME FROM					
ARREST TO INDICTMENT		--	--	--	--
ARREST TO DISPOSITION		--	--	--	--
ARREST TO SENTENCE		--	--	--	--

HOUSTON CAREER CRIMINAL PROGRAM ACTIVITIES

DATE IMPLEMENTED: 7/15/75

REPORTING PERIODS	SIX MONTH REPORT JULY 15, 1975-JANUARY 15, 1976	JANUARY 1976	FEBRUARY 1976
ACTIVITY DATA			
TOTAL CASES FILED	--	3,208	3,066
MISDEMEANOR CASES	--	1,999	2,024
FELONY CASES	--	1,209	1,042
TOTAL NUMBER CASES INDICTED	--	1,178	886
TOTAL SCREENED (DEFENDANTS)	277	--	--
ACCEPTED	199	--	--
REJECTED	--	--	--
DISPOSITIONS			
PLEA OF GUILTY	--	--	--
CONVICTION	--	--	--
JURY	--	--	--
COURT	--	--	--
ACQUITTALS	--	--	--
DISMISSALS	--	--	--
NOLLES	--	--	--
TOTAL DEFENDANTS DISPOSED	39	--	--
SENTENCES			
LIFE SENTENCES	5	--	--
PROBATION	1	--	--
REDUCED TO MISDEMEANOR	2	--	--
AVERAGE LENGTH OF SENTENCE	27.1 yrs.	--	--
AVERAGE LENGTH OF TIME FROM FILING TO INDICTMENT	9.1 days	--	--
INDICTMENT TO ARRAIGNMENT	17 days	--	--
FILING TO JURY TRIAL SETTING	121.8 days	--	--
INDICTMENT TO JURY TRIAL SETTING	119 days	--	--

INDIANAPOLIS CAREER CRIMINAL PROGRAM ACTIVITIES

DATE IMPLEMENTED: 9/15/75

REPORTING PERIODS ACTIVITY DATA	9/15/75 TO 1/7/76	JANUARY 1976	FEBRUARY 1976	MARCH 1976	APRIL 1976
FILINGS (FELONY CASES)					
TOTAL	745	150	153	149	136
TARGET FELONIES	396	60	72	85	71
TOTAL CASES SCREENED	396	60	72	85	71
ACCEPTED	68	16	26	31	13
REJECTED	--	--	--	--	--
DISPOSITIONS (CASES)					
PLEA OF GUILTY	3	2	3	5	1
CONVICTION BY					
JURY	8	8	6	3	7
COURT	2	0	0	2	0
NOT GUILTY	0	1	1	1	0
DISMISSALS	--	--	--	--	--
NOLLES	2	1	1	1	1
TOTAL	--	--	--	--	--
SENTENCES					
NUMBER SENTENCED	--	--	--	--	--
NUMBER INCARCERATED	--	--	--	--	--
AVERAGE LENGTH OF SENTENCE (YRS.)					
INDETERMINATE { MINIMUM SENTENCE	1.5	1.6	3.6	1.5	7.3
MAXIMUM SENTENCE	5	8	15.4	6.3	15.0
DETERMINATE	17.5	17.8	18.6	15.6	27.1
AVERAGE LENGTH OF TIME FROM (DAYS)					
ARREST TO INDICTMENT					
ARREST TO DISPOSITION	112.7 ¹	79 ¹	65	63.8	122
ARREST TO SENTENCE	114	100	86	88.9	142

¹ ARREST TO CONVICTION.

KALAMAZOO CAREER CRIMINAL PROGRAM ACTIVITIES

DATE IMPLEMENTED: 10/28/75

REPORTING PERIODS	JANUARY 1976	FEBRUARY 1976	MARCH 1976	APRIL 1976	MAY 1976
ACTIVITY DATA					
INDICTMENTS					
TOTAL	--	--	--	--	--
CAREER CRIMINAL	--	--	--	--	--
TOTAL CASES SCREENED	29	13	21	46	18
ACCEPTED	12	8	8	21	14
REJECTED	17	5	13	25	4
DISPOSITIONS					
PLEA OF GUILTY	6	4	2	1	1
CONVICTION					
JURY	0	0	0	0	0
COURT	0	0	0	0	0
ACQUITTALS	0	0	0	2	0
DISMISSALS	0	1	0	0	0
NOLLES	0	3	2	3	0
TOTAL	6	8	4	6	1
SENTENCES					
NUMBER SENTENCED	1	5	1	2	1
NUMBER INCARCERATED	--	--	--	--	--
AVERAGE LENGTH OF SENTENCE	3 yrs	29 mos.	36-180 mos.	150-264 mos	6 mos.
AVERAGE LENGTH OF TIME FROM					
ARREST TO INDICTMENT	--	--	--	--	--
ARREST TO DISPOSITION	39.33 days	61.375 days	116 days	96.66 days	40 days
ARREST TO SENTENCE	53 days	73.20 days	66 days	150.5 days	68 days

NEW ORLEANS CAREER CRIMINAL PROGRAM ACTIVITIES

DATE IMPLEMENTED: 5/1/75

REPORTING PERIOD ACTIVITY DATA	AUGUST 1975		DECEMBER 1975		JANUARY 1976		MARCH 1976		MAY 1976		JUNE 1976	
	CASES	DEF.	CASES	DEF.	CASES	DEF.	CASES	DEF.	CASES	DEF.	CASES	DEF.
INDICTMENTS												
TOTAL	--	--	--	--	--	--	--	--	--	--	--	--
CAREER CRIMINAL	--	--	--	--	--	--	--	--	--	--	--	--
TOTAL CASES SCREENED												
ACCEPTED	55	74	23	33	27	28	54	68	91	105	54	66
REJECTED	34	51	23	29	16	21	42	62	42	60	46	66
CASES REFERRED TO DA SCREENING ¹	6	6	5	5	2	5	5	8	8	14	5	5
DISPOSITIONS												
PLEA OF GUILTY	34	39	13	14	21	25	30	32	40	50	47	55
CONVICTION												
JURY	4	5	10	12	13	19	15	19	7	8	6	6
COURT	2	3	5	6	1	1	1	2	3	2	4	4
ACQUITTALS	3	3	2	2	3	5	4	5	2	2	6	6
DISMISSALS												
NOLLES	2	3	5	9	7	9	11	13	0	2	5	10
TOTAL												
SENTENCES												
NUMBER SENTENCED	27	28	122	27	40	45	45	52	42	51	73	79
NUMBER INCARCERATED	21	21	18	22	33	38	43	45	26	32	63	46
AVERAGE LENGTH OF SENTENCE												
AVERAGE LENGTH OF TIME FROM ARREST TO INDICTMENT												
AVERAGE DISPOSAL TIME (1st CONTACT TO DISPOSITION)	38 days		63 days		88 days		61 days		50 days		46 days	
ARREST TO SENTENCE												

¹WITH RECOMMENDATION TO REFUSE DUE TO INSUFFICIENT EVIDENCE.

NOTE: ALL INTERIM MONTHS BETWEEN AUGUST, 1975 AND JUNE, 1976 ARE NOT INCLUDED.)

NEW YORK CAREER CRIMINAL PROGRAM ACTIVITIES

DATE IMPLEMENTED: 11/1/75

REPORTING PERIOD ACTIVITY DATA	NOVEMBER 1975	DECEMBER 1975	11/1/75 TO 1/31/76	2/ 1/75 TO 3/31/76
INDICTMENTS TOTAL CAREER CRIMINAL	265	302	--	--
TOTAL CASES SCREENED	--	--	79	62
NUMBER CASES ACCEPTED	--	--	33	51
NUMBER DEF. ACCEPTED	--	--	38	61
DISPOSITIONS				
PLEA OF GUILTY	--	--	10	26
CONVICTION				
JURY	--	--	0	2
COURT	--	--	0	-
ACQUITTALS	--	--	0	0
DISMISSALS	--	--	0	0
NOLLES	--	--	-	-
TOTAL				
SENTENCES				
NUMBER SENTENCED	--	--	4	17
NUMBER INCARCERATED	--	--	4	16
AVERAGE LENGTH OF SENTENCE				
INDETERMINATE	--	--	2.2-4.5 yr.	1.6-5.1 yr.
DETERMINATE	--	--	1 yr.	1 yr.
AVERAGE LENGTH OF TIME FROM ARREST OT INDICTMENT			4.7-8.6 da.	--
INDICTMENT TO DISPOSITION	--	--	10.0-26.6 da.	28.8-50.2 da.
DISPOSITION TO SENTENCE	--	--	21.8-49.0 da.	17.1-44.5 da.

SALT LAKE CAREER CRIMINAL PROGRAM ACTIVITIES

DATE IMPLEMENTED: 7/8/75

REPORTING PERIODS ACTIVITY DATA	7/1/75 TO 1/31/76							FEBRUARY 1976	MARCH 1976
	JUL.	AUG.	SEP.	OCT.	NOV.	DEC.	JAN.		
FELONY CASES FILED									
TOTAL	142	295	252	251	165	263	233	135	242
CAREER CRIMINAL	24	13	20	8	8	10	13	8	17
TOTAL CASES SCREENED									
ACCEPTED									
REJECTED									
DISPOSITIONS									
PLEA OF GUILTY									
CONVICTION									
JURY					41				
COURT									
ACQUITTALS					6				
DISMISSALS					7				
NOLLES					--				
TOTAL					--				
SENTENCES									
NUMBER SENTENCED					38				
NUMBER INCARCERATED					29				
STATE PRISON					24				
COUNTY JAIL					5				
PROBATION					8				
STATE HOSPITAL					1				

SAN DIEGO CAREER CRIMINAL PROGRAM ACTIVITIES

Date Implemented: 7/8/75

REPORTING PERIODS ACTIVITY DATA	7/1/75 TO 9/30/75		10/1/75 TO 12/31/75		1/1/76 TO 3/31/76	
	CASES	DEF.	CASES	DEF.	CASES	DEF.
INDICTMENTS						
TOTAL	--	--	--	--	--	--
CRIMINAL	--	--	--	--	--	--
TOTAL CASES SCREENED						
PROCESSED	26	37	40	51	62	78
REJECTED	--	--	--	--	--	3
DISPOSITIONS						
PLEA OF GUILTY	7	9	8	14	25	35
CONVICTION						
JURY	1	2	4	3	9	11
COURT	1	1	2	3	1	1
ACQUITTALS	--	--	--	1	--	0
DISMISSALS	1	1	--	--	--	--
PENDING	15	22	21	25	25	29
DEFENDANT NOT APPREHENDED	1	2	5	5	2	2
SENTENCES						
NUMBER SENTENCED	--	--	--	--	--	--
NUMBER INCARCERATED	--	--	--	--	--	--
AVERAGE LENGTH OF SENTENCE	--	--	--	--	--	--
AVERAGE LENGTH OF TIME FROM						
ARREST TO INDICTMENT	--	--	--	--	--	--
ARREST TO DISPOSITION	--	--	--	--	--	--
ARREST TO SENTENCE	--	--	--	--	--	--

APPENDIX II
SOURCE DOCUMENTS

APPENDIX II

BOSTON (SUFFOLK COUNTY)

1. Grant Application, Suffolk County Major Violators Project, Suffolk County (District Attorney), 0049-01-DE-75.
2. Monthly Report Narrative for the Suffolk County District Attorney, December 5, 1975, including Monthly Narrative Supplemental Information (on Suffolk County Major Violators Project).
3. Monthly Narrative Supplemental Information, Suffolk County Major Violators Project, January 5, 1976.
4. Monthly Narrative Supplemental Information, Suffolk County Major Violators Project, February 12, 1976.
5. Monthly Narrative Supplemental Information, Suffolk County Major Violators Project, covering period 2/5/76 to 3/5/76.
6. Monthly Narrative Supplemental Information, Suffolk County Major Violators Project, April 7, 1976.
7. Monthly Narrative Supplemental Information, Suffolk County Major Violators Project, covering period 4/5/76 to 5/5/76.
8. Monthly Report Covering Period 5/5/76 to 6/5/76, Suffolk County Major Violators Project.
9. Statement of Work from Request for Proposal for Evaluation of Boston Major Violators Project, July 28, 1976.

DALLAS (DALLAS COUNTY)

1. Grant Application, Dallas District Attorney's Career Criminal Program, Dallas County, DS-76-D02-0003.
2. Initial Report, Career Criminal Division, Dallas County District Attorney's Office, March 15, 1976.
3. Monthly Report, Career Criminal Division, Dallas County District Attorney's Office, April 15, 1976.
4. Monthly Report, Career Criminal Division, Dallas County District Attorney's Office, May 15, 1976.

DETROIT (WAYNE COUNTY)

1. Grant Application, Major Violators Unit, Wayne County Prosecutor; Recorder's Court and Circuit Court.
2. Career Criminal Program Monthly Narrative Report (data for November and December, 1975), January 16, 1976.
3. Career Criminal Program Monthly Narrative Report (data for February and March), May 6, 1976.
4. "Mayor Wants More Volunteer Policemen," Detroit Free Press, June 27, 1976.
5. "Police Sick of Layoffs Protest with Outbreak of Blue Flu," Detroit Free Press, July 1, 1976.
6. "Tannian Fines 22 Policemen; Blue Flu Ends," Detroit Free Press, July 3, 1976.
7. "Judges Slow Down Over Police Cuts," Detroit Free Press, July 7, 1976.

HOUSTON (HARRIS COUNTY)

1. Grant Application, Career Criminal Program, District Attorney, Harris County Courthouse.
2. Progress Report on the Harris County Career Criminal Project, October 6, 1975.
3. Monthly Status Report for Harris County District Attorney's Office (includes Career Criminal Job Description Report and Sections of 1975 Annual Report), January 1, 1976.
4. Six Month Report on the Harris County Career Criminal Project, February 3, 1976.

INDIANAPOLIS (MARION COUNTY)

1. Grant Application, Greater Indianapolis Marion County Careers in Crime Interception Project, Marion County Prosecuting Attorney.
2. Monthly Report - November 1975, Careers in Crime Interception Project.
3. Monthly Report - December 1975, Careers in Crime Interception Project.

INDIANAPOLIS (MARION COUNTY) Concluded

4. Monthly Report - January 1976, Careers in Crime Interception Project.
5. Monthly Report - February 1976, Careers in Crime Interception Project.
6. Monthly Report - March 1976, Careers in Crime Interception Project.
7. Monthly Report - May 1976, Careers in Crime Interception Project.

NEW YORK (NEW YORK COUNTY)

1. Grant Application, Career Criminal Program, District Attorney, New York County, 0291-99-DF-75.
2. Supplemental Information (Monthly Report), Career Criminal Program, New York County District Attorney's Office, December 16, 1976.
3. Supplemental Information (Statistics), Career Criminal Program, New York County District Attorney's Office, January 9, 1976.
4. Quarterly Report, Career Criminal Program, New York County District Attorney's Office, covering period 11/1/75 to 1/31/76.
5. Supplemental Narrative and Statistics, Career Criminal Program, New York County District Attorney's Office, 2/1/76 to 3/31/76.
6. Career Criminal Case Processing Procedure, New York County, New York; Prepared by Arnold Beck, National Legal Data Center.

COLUMBUS (FRANKLIN COUNTY)

1. Grant Application, A Program for the Prosecution of the Professional Habitual Criminal, Prosecuting Attorney, Franklin County.
2. Monthly Report - December 1975, Franklin County Habitual Criminal Unit.
3. Monthly Report - January 1976, Franklin County Habitual Criminal Unit.
4. Monthly Report - February 1976, Franklin County Habitual Criminal Unit.
5. Monthly Report - March 1976, Franklin County Habitual Criminal Unit.
6. Monthly Report - April 1976, Franklin County Habitual Criminal Unit.

COLUMBUS (FRANKLIN COUNTY) Concluded

7. Monthly Report - May 1976, Franklin County Habitual Criminal Unit.

KALAMAZOO

1. Grant Application, Career Criminal Program, Prosecuting Attorney, Kalamazoo, Michigan.
2. Narrative Report - January 1976, Career Criminal Program.
3. Narrative and Statistical Report - February 1976, Career Criminal Program.
4. Statistical Report - March 1976, Career Criminal Program.
5. Statistical Report - April 1976, Career Criminal Program.
6. Statistical Report - May 1976, Career Criminal Program.

NEW ORLEANS

1. Grant Application, District Attorney's Career Criminal Bureau, City of New Orleans.
2. Activity Report, August 1975, District Attorney's Career Criminal Bureau.
3. Activity Report, December 1975, District Attorney's Career Criminal Bureau.
4. Activity Report, January 1976, District Attorney's Career Criminal Bureau.
5. Activity Report, March 1976, District Attorney's Career Criminal Bureau.
6. Activity Report, May 1976, District Attorney's Career Criminal Bureau.
7. Activity Report, June 1976, District Attorney's Career Criminal Bureau.

SAN DIEGO (SAN DIEGO COUNTY)

1. Grant Application, Career Criminal Program, San Diego County District Attorney's Office, 75-DE-09-0041.
2. Description of Career Criminal Program Personnel and Relevant California Criminal Procedures and Laws, Letter from Project Director to National Legal Data Center, December 15, 1975.
3. Career Criminal Program Quarterly Progress Report, July 1, 1975 through September 30, 1975.
4. Career Criminal Program Quarterly Progress Report, October 1, 1975 through December 31, 1975.
5. Career Criminal Program Quarterly Progress Report, January 1, 1976 through March 31, 1976.

SALT LAKE CITY (SALT LAKE COUNTY)

1. Grant Application, Salt Lake County Career Criminal Program, Salt Lake County Attorney.
2. Narrative Report and Statistics, Career Criminal Unit, July 1, 1975 through January 31, 1976.
3. Monthly Report - February 1976, Career Criminal Unit.
4. Monthly Report - March 1976, Career Criminal Unit.
5. First Quarterly Report to Salt Lake County Law Enforcement Agencies, Salt Lake County Attorney Career Criminal Prosecution Unit, November, 1975.

END