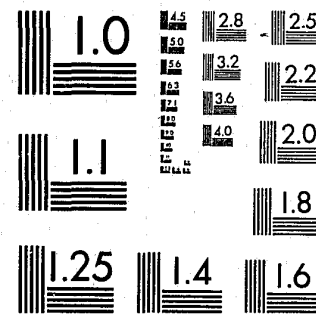


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WASHINGTON, D. C.

REPORT ON THE  
TECHNICAL ASSISTANCE VISIT TO THE  
COUNTY PROSECUTOR  
CUMBERLAND COUNTY, NEW JERSEY  
DECEMBER 3 - 4, 1980

CRIMINAL PROSECUTION TECHNICAL ASSISTANCE PROJECT  
LEONARD R. MELLON, PROJECT DIRECTOR

This study was performed in accordance with the terms of Law Enforcement  
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The views expressed in this report are not necessarily those of the Law  
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## INTRODUCTION

On December 3 and 4, 1980, a Technical Assistance Team from the Criminal Prosecution Technical Assistance Project visited the offices of Kenneth A. Pagliughi, Prosecuting Attorney for Cumberland County, New Jersey. The Technical Assistance Team examined the Prosecuting Attorney's management and operations functions in accordance with the terms of a contract with the Law Enforcement Assistance Administration. Members of the team included:\*

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The LEAA project monitor for the Criminal Prosecution Technical Assistance Project, Karl Stehmer, and Marti Lackey, a management specialist from the New Jersey Division of Criminal Justice, accompanied the Team as observers.

The purpose of the visit was to analyze problems related to resource allocation in the office caused by the recent change from a part-time office to a full-time office. In addition, the management analysis focused on case processing, paper flow and the indexing system. An overall assessment of the entire office was not attempted, nor was it desired. The purpose of a technical assistance visit is to evaluate and analyze specific problem areas. It is designed to address a wide range of problems stemming from paperwork and

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\* Vitae are attached as Appendix A.

organizational procedures, financial management and budgeting systems, space and equipment requirements and specialized operational programs, projects and procedures unique to the delivery of prosecutorial services.

The technical assistance program is designed to provide the prosecutor with a quick response and a short turn around time from the initiation of the request, to its approval by LEAA and subsequent delivery by the technical assistance contractor. Under ideal conditions, the prosecutor does not have to wait long for assistance.

During the visit, interviews are conducted with those members of the office who are most directly involved in the problem area. Their functions and tasks are examined, as well as their perceptions of the problem. The flow of paperwork and the statistical system may also be examined if they are problem areas. Interviews may also be conducted with personnel involved in other component areas of the criminal justice system such as police, courts, and the public defender's office.

The basic approach used by the Technical Assistance team is to examine the office with reference to its functional responsibilities. This means that the process steps of intake, accusation, trials, post-conviction activities, special programs and projects, juveniles and other areas are examined, as required, with respect to their operations, administration and planning features. Taking a functional analysis approach permits observation of the interconnecting activities and operations in a process step and identification of points of breakdown if they exist.

Once the problem and its dimensions have been specified, an in-depth analysis is made which results in an identification of the major elements and components of the problem, and an exposition of needed change, where applicable.



After the problem has been fully examined, its dimensions discussed, and the analysis of the critical component factors undertaken, recommendations that are practical and feasible are made.

The visit to the Cumberland County Prosecuting Attorney's office focused on the problem of resource allocation and management areas such as case processing, paper flow and indexing. In addition, several areas were examined, such as special programs and space utilization to determine if they were serving the office in as efficient a manner as they could be.

The Technical Assistance team would like to thank Mr. Pagliughi and his staff for their cooperation and assistance during the visit. Reception of the team was excellent, and the staff's willingness to discuss the strengths and weaknesses of the office was of considerable assistance to the Technical Assistance team in carrying out its tasks.

## II. SUMMARY OF RECOMMENDATIONS

1. Implement a decision to bring the office to a totally full time status.
2. Acquire three additional full time assistant prosecuting attorneys.
3. Install a policy of regular meetings with office staff.
4. Establish procedures for earlier case assessment.
5. Designate the First Assistant as Chief Screening Assistant.
6. Replace the Investigative Unit with personnel of the prosecutor's own choosing.
7. Redefine the responsibilities of the Investigations Unit.
8. Establish a plea cut-off date using the pretrial conference, thereby creating a pure trial docket.
9. Replace the current case tracking system with an index card system.
10. Obtain a file clerk, who will have sole responsibility for checking out files to other personnel.
11. Assign only one defendant to a single file folder.
12. Continue to use the area designated as a file room for that purpose.
13. Install a counter in the doorway of the file room to facilitate access by personnel to the file clerk.
14. Dedicate the central office area to the use of attorneys and their secretaries.
15. Move all screening and intake operations to the area now reserved for the investigators.
16. Obtain a copy machine for use by the office.
17. Obtain transcription equipment for use by the attorneys.
18. Using the new case tracking system, create statistics on intake and dispositions for the office.
19. Designate one person in the office to handle all of the responsibilities for coordinating victims and witnesses.
20. Make use of interns from various colleges and law schools in the area.

### III. SYSTEM OVERVIEW

The Cumberland County, New Jersey Prosecuting Attorney, Kenneth A. Pagliughi, was appointed as the first full time prosecutor for the county in June, 1980. He oversees a staff of just over twenty employees, including three full time assistant prosecuting attorneys, seven part time assistant prosecuting attorneys, two detectives, two investigators, seven full time clerical personnel and one part time clerical employee.

Cumberland County has a population of approximately 130,000, with an area of 500 square miles. There are fourteen municipalities with a total of six municipal police departments. Those municipalities without police departments are served by the New Jersey State Police. The total crime index for 1979 was 8,364, with the rate per 1,000 being 64.2. The rate for violent crime was 3.8, with the most prevalent being aggravated assault, robbery and forcible rape. The rate for nonviolent crime was 60.4, being burglary, larceny and motor vehicle theft. The rate of violent crimes rose 19 percent from the previous year, while the rate for nonviolent crimes rose 13 percent. In 1979 there were just over 5,500 arrests of adults in the county and just over 3,000 juvenile arrests.

Prior to June, 1980, the office of Prosecuting Attorney in the county was a part time position, with all of the attorneys also being part time staff. As a consequence, the office suffered for some time from the lack of a full time commitment from the Prosecuting Attorney and his assistants. This manifested itself in several areas, including a lack of assistance to the police department in case preparation and the lack of an effective review of charges filed against defendants in the Municipal Court. In addition, the attorneys, being part time, had failed to stay current with developments in the legislature and the courts concerning the criminal law. The former Prosecuting Attorney had not been active in professional organizations, kept current with ongoing research or actively pursued federal funds to upgrade

the office or address law enforcement problems. As a result, many of the advancements and improvements, including special programs, which had been attained by offices around the country had not been implemented in Cumberland County.

The judges assigned to hear adult criminal cases in Cumberland County were found to be concerned with moving the docket of the court, avoiding needless delays and, in general, approaching criminal cases with a desire to uphold the law and deter crime.

The public defender's office is staffed on a part time basis. This office represents approximately 85 percent of the cases in the county and uses an assembly line system. Although the office was found to be competent in defending the cases which it is assigned, it is not a significant factor in determining or influencing the operation of the Cumberland County criminal justice system, police or prosecution policy.

Rigid speedy trial rules are scheduled to become effective in the very near future and the state court administrator is presently requiring implementation strategies to be developed. Although these rules will undoubtedly impact upon the Prosecuting Attorney's office, it is too early to tell just exactly what that impact will be. The shape of the implementation strategy is still unclear and the reaction of other affected agencies is still unknown.

At the present time in Cumberland County, charges are filed against a defendant through the clerk of the court, with no prior review by the prosecutor. Both the police and private citizens have the discretion to formally institute charges against a defendant without prosecutorial review.

After the charges have been filed, they are reviewed for probable cause within 72 hours at a preliminary hearing held in Municipal Court. The state is represented by a Municipal Court prosecutor, who is not a member of the County Prosecutor's staff. Because the Municipal Court judge cannot dismiss or downgrade a charge against a defendant without the approval of the County Prosecutor's office, he must send all cases to the office for review. At the present time, the County Prosecutor is using his part time assistants to screen these cases and then he, or his first assistant, performs an additional review of the cases when they present them to the grand jury.

Pretrial conferences are scheduled by the Prosecuting Attorney, however, at the present time, the office will accept a plea to a prior plea agreement up to and including the first day of trial.

#### IV. ANALYSIS

The analysis of the Cumberland County Prosecuting Attorney's office focused on the problems related to resource allocation in the office. Management areas such as docket control, case tracking and space utilization were also examined. The examination focused on: (A) the full time status of the office; (B) review of charges filed in Municipal Court; (C) the use of investigators; (D) docket control; (E) case tracking and file control; (F) space utilization; (G) equipment; (H) the use of statistics; and (I) miscellaneous concerns, including the Victim/Witness program, the use of interns in the office and the exchange of information with other prosecuting attorneys.

##### A. Full Time Status of the Office

Prior to the appointment of the present Prosecuting Attorney, who serves the county on a full time basis, the office of the County Prosecutor was operated on a part time basis. Since his appointment in June, 1980, the Prosecuting Attorney has hired three full time assistants to supplement the part time assistants already employed in the office. While some of the part time assistant prosecuting attorneys have over ten years of experience as trial attorneys, and have earned a great deal of respect for their trial skills from various members of the bar and bench, as a whole, the office has suffered from the lack of a full time commitment from the attorney staff.

In the past, police officers received little or no assistance in their investigation and preparation of cases. The attorneys were often not current with legal developments coming from either the legislature or the courts, Because the Prosecuting Attorney was a part time official, many policy decisions

were being made by the support staff in his absence. In addition, his part time status also prevented him from participating in the various professional organizations to which he might belong; it prevented him from staying current with the research being done in the field; and it hampered the pursuit of federal funding to implement improvements and special programs in the office.

Under the previous, part time administration, the work product of the office was deficient in several ways. The attorneys generally did little or no review of cases prior to trial. The procedure for plea negotiations mandated delay until the last stages, frequently the day of trial, and, although the trial performance of some of the attorneys was more than adequate, the office did not enjoy widespread respect from the working personnel in the Cumberland County criminal justice system.

Because of these and other problems associated with having the assistant prosecuting attorneys serve on a part time basis, it is the recommendation of the Technical Assistance team that the Prosecuting Attorney hire three additional full time assistant prosecutors to bring the office to a totally full time status as an organization. A decision should be made for the office to become completely full time and its implementation should begin immediately. The Prosecuting Attorney may wish to keep two of the part time assistants, as they are highly regarded in the criminal justice community and have an extensive amount of experience in prosecution, especially at the trial level. If a decision is made to keep two of the part time assistants, the Prosecuting Attorney may be able to manage his workload at the present time with the addition of only two full time assistants. However, it should be cautioned that this arrangement will only work for the present, and an additional full time assistant should be hired when additional funds become available.

A concern, which is always present when new personnel are added to a staff, is that they will not have the experience to be effective. This problem can be alleviated through training on the job, or from recruiting assistants from a pool of experienced attorneys. However, the Technical Assistance team feels that the lack of experience on the part of newly hired assistants will be more than overcome by the dedication and enthusiasm which they would bring to the office. This enthusiasm and dedication should elevate the office performance as a whole in spite of the reduced level of experience overall.

It is also the recommendation of the team that the office should establish a routine of regular office meetings. The Cumberland County office currently lacks a means of gathering information from the staff to make administrative decisions and also lacks an effective method of informing the office personnel of on-going policy and policy decisions. The Prosecuting Attorney has assumed too much authority himself and has not delegated many functions to his assistants, either full or part time. This could be due, in part, to a lack of communication which would be alleviated by a series of regular meetings with the staff. At the present time, the lines of authority, the chain of command and the areas of responsibility are vague and undefined. There appears to be some confusion as to what the policies are, how they are developed and the reasons for their existence. Regular weekly, bi-weekly or monthly meetings with the staff would assist the Prosecuting Attorney in gathering important information regarding cases, court decisions, and defense bar reactions, enable him to make informed policy decisions, and furnish him with the opportunity to explain policy and reasons supporting it to those responsible for implementing it. The regular meetings would also produce the added benefit of improved office morale and allow the prosecutor to spot potential problems which may develop from unsatisfactory communication.

## B. Charging Review

At the present time, the prosecutor in Cumberland County does not review charges before they are filed with the court. Both the police and private citizens have the discretion to formally institute charges against a defendant without prosecutorial review. After the charges are filed, they are reviewed within 72 hours for probable cause at a preliminary arraignment hearing in Municipal Court. At these hearings, the state is represented by a Municipal Court prosecutor, who is not a member of the Prosecuting Attorney's staff. Because the Municipal Court judge cannot dismiss or downgrade a charge against a defendant without the approval of the County Prosecutor's office, all cases must be sent to the Prosecuting Attorney for review. This results in much needless work by both the Prosecuting Attorney's office and the Municipal Court on cases that should be dismissed or downgraded at the preliminary hearing. This decision to downgrade or dismiss charges by the County Attorney's office takes, on the average, from three to six weeks after the case is delivered from Municipal Court. In addition, part time assistant prosecutors are performing the initial review of these cases, then the County Prosecutor or his first Assistant review those decisions and begin the work on those cases which will be presented to the Grand Jury. This results in too many reviewers, who lack ultimate decisionmaking powers, doing a cursory examination, too late in the process.

The current intake rate is approximately 160 cases per month and is increasing at the rate of about ten cases per month. This would suggest that about 2,000 cases will be filed in the next year. Of these cases, about 400 will be downgraded or dismissed and another 120 will be no true bills by the Grand Jury. A total of about 1,400 cases will be reported out of the

Grand Jury in the next year. Currently, the office is downgrading 11 percent of the cases, dismissing eight percent, no-billing five percent and going forward with the balance of 76 percent. These numbers suggest that a higher screening rate is probably needed. This is particularly true in view of the increased caseload which is being filed. The time from the filing of charges to presentment to the Grand Jury is approximately 52 days at this time. For those cases now reaching disposition, 33 percent are downgraded, eight percent are dismissed, eight percent are no-billed upon resubmission to the Grand Jury and 50 percent are found guilty. While these figures represent the caseload brought in by the previous County Prosecutor, they also reflect a relatively poor screening policy.

The Technical Assistance team recommends that the Prosecuting Attorney establish procedures for an earlier case assessment. It is recommended that the Prosecuting Attorney delegate the review authority and designate his First Assistant as the Chief Screening Assistant. In an interview with the Municipal Court Judge, he agreed to hold all cases for one day of the week when they could be reviewed at one time by the First Assistant, who would have final decision-making power. This procedure would eliminate the needless case preparation done by both the Municipal Court support staff and the County Attorney's support staff for those cases which are eventually dismissed or downgraded. In this way, the First Assistant would also be able to determine early in the process which cases will need more investigative work before presentation to the Grand Jury and which cases could be referred to pretrial intervention or conditionally discharged.



When charges are dismissed or downgraded by the Prosecuting Attorney's office, care should be taken to inform the arresting police officer as to the reasons why his initial charging decision is being changed. In addition to bettering relations between the police and the prosecutor, this practice will serve to educate the officers as to what is necessary for a charge to be brought in each case, and upgrade the quality of the decisions made by the police officers.

There are several reasons why it is recommended that the First Assistant be designated as the Chief Screening Assistant. First, this position must be filled by someone who has enough experience with respect to investigation and trial work to be able to make his reviewing judgements valid. The position also requires someone who has sufficient professional strength to maintain independence from the police and this usually comes through experience. Lastly, and most importantly, this position must be filled by someone who has the complete trust of the County Prosecutor, since he will be directly responsible for implementing the policies of the County Prosecutor with respect to screening and review of cases.

Should the Prosecuting Attorney decide that he wants the other full time assistants to participate in the reviewing function, they could be rotated into this position. A maximum of six months, with a minimum of four months, is the most desirable length of assignment to this position.

#### C. Use of Investigators

The Investigations Unit consists of two detectives and two investigators. This unit is formally assigned the responsibility for completing police investigations, coordinating efforts for trial, and carrying out special investigations which the Prosecuting Attorney and the Grand Jury undertake directly. However, in the past, the actual functions of the investigative unit have been unclear.

The various police agencies have sufficient manpower, expertise, and facilities to capably handle the regular crimes which occur in Cumberland County. In addition, the Prosecuting Attorney has the assistance of other state agencies to supplement or supersede local law enforcement authorities in specialized areas, should the need arise. Previously, although the police as a whole did not hold the office in high regard, individual police officers and detectives in some instances maintained satisfactory working relationships with particular assistants, and cooperated quite well in the preparation of cases for trial. However, at the present time, the personnel in the investigations unit do not enjoy the high regard necessary within the police community to enable them to direct or control investigations which are already under the direction of a police agency. The police agencies feel that any steps necessary to further an investigation can be determined by them and carried out without suggestions or orders from the Prosecuting Attorney's investigative staff. None of the investigators has the experience or the training to undertake or lead an investigation into political corruption, major fraud or organized crime. The investigative personnel also are not qualified to gather intelligence information which the Prosecuting Attorney could use to evaluate his cases or in distributing resources. There have been a number of highly abrasive incidents in the past which have undermined thoroughly a proper working relationship between the investigative staff of the Prosecuting Attorney and the police agencies. As a consequence, the investigative unit does little more than coordinate witnesses for the trial assistants and function as support staff for the part time assistants who prepare their cases in the days and hours before trial.

The Prosecuting Attorney has, in the first several months, done much to overcome the problems of the Cumberland County office. Both by being full time and by having significant experience in criminal law, he has established

credibility with the courts, the public defender, and the police. He has implemented retraining programs and made himself available to assist and advise the police in complicated investigations, and the police have responded well. However, the relationship between the investigative unit and the police has not improved overall.

The Prosecuting Attorney should, therefore, make every effort to replace the four members of the investigations unit who were inherited from the previous administration. Two of these employees are employed under the civil service system in Cumberland County and will have to be dealt with accordingly. However, the other two investigators are not under civil service status and the Prosecuting Attorney therefore has the authority to replace them immediately, and should do so. These four employees lack the skills and experience necessary to secure the cooperation of the various police agencies and as a result are unable to carry out their responsibilities in an effective manner. Because of incidents that have happened in the past, it is unlikely that this situation will improve with the present personnel.

The Prosecuting Attorney should hire his own staff and redefine the roles of the detectives and investigators working for his office. He may choose to have the investigators work as a unit to supplement the police department efforts in specific areas such as political corruption, organized crime, consumer fraud, sale of narcotics, etc. Or he may wish to have them assist the local police in following up investigations and closing cases by making them trialworthy. Or he may wish to use them as adjuncts to the trial staff to prepare for trial, coordinate witnesses, tie up last minute loose ends. In any event, the Prosecuting Attorney should first decide how the investigators should function and then dedicate them to the public goals. Clearly, the previous

Prosecuting Attorney has not used the investigators to the benefit of the office or the public.

#### D. Docket Control

At the present time, the Prosecuting Attorney schedules pretrial conferences, but they are not being used effectively. It has been the policy in the past for the prosecutor to accept pleas to prior plea agreements up to and including the first day of trial. As a result, the office did not have a clear idea of which cases would go to trial and which would be disposed of by a plea on any given day. Many more cases than could be heard were scheduled for trial on each court calendar, for the reason that most of the scheduled cases were expected to plea on the morning of the first day of trial. This is due, in part, to a lack of public defender personnel, which has resulted in a policy by that office that a case won't be plead until it is on the docket. This situation has created an inefficient trial docket which has resulted in a waste of judge and court personnel time, frustration for witnesses who must make repeated appearances, often to find that a plea is to be entered and they are not needed after all, and a waste of trial preparation time by prosecuting attorneys.

It is the recommendation of the Technical Assistance team that the Prosecuting Attorney use the pretrial conference to establish a plea cut-off date and thus create a pure trial docket. In order to be effective, pretrial docket control must occur with the complete cooperation of the court. The court has the power to set dates for pretrial conferences which must be attended by all parties. This is necessary to effectively establish a plea cut-off date, and thereby a pure trial docket. In order to make this pure trial docket an actuality,

the plea cut-off date must be totally, effectively and solidly upheld in all cases. If a plea is to be made to a reduced charge, it must be made by the plea cut-off date, usually the date of the pretrial conference. Beyond that date, the defendant must plead guilty to the original charge or stand trial. Because it will be at the plea cut-off date that an actual trial date will be scheduled and all of the reduced pleas will have been eliminated from the calendar, a pure trial date may be established with only one case set for trial on one date. Since the Superior Court judge can reschedule days in other courts to make the public defender available at the pretrial conference, the judicial cooperation necessary for the establishment of a pure trial docket will be readily available.

As a result of the establishment of pretrial docket control, there will be direct centralization of responsibility for following the plea negotiation policy established by the County Prosecutor, without whom the assistant county prosecutors have no power to accept reduced pleas. It should be his policies and his alone that are incorporated and followed throughout the criminal justice system in the county to which he has been appointed by the Governor to perform this function. Centralization of the function will allow him to maintain control over his policies and allow him to center responsibility for any possible violations. The implementation of this effective case processing tool will also enhance the professionalism of the County Prosecutor's office.

#### E. Case Tracking and File Control

The system which is used for case tracking at this time is inefficient and time consuming. The system is based on three logbooks and an index card system. All three logbooks are currently required to compensate for the fact

the the data are listed by page in the books and cannot be separated. This creates an additional problem because to find one defendant, the entire book must be searched. It is the recommendation of the Technical Assistance team that this system be replaced immediately by one that is based upon file cards only, in which data are kept in two files.

Only two file cards are necessary to track cases using this system. These cards may be of any design, but a suggested format is attached as Appendix B. This form is designed in three parts with a snap-out carbon paper in between each part. One part is equivalent to the current grand jury worksheet. As information on the case number, defendant name and charges are typed onto the grand jury worksheet, they also are typed onto the two cards. By using the snap-out carbon paper, it is not necessary to type duplicate information. Instructions should be added to the grand jury worksheet concerning downgrading or dismissing charges. For the maximum effectiveness, all of this information should be entered when the case is brought into the screening section. The reviewing assistant may also record remarks as to why the case is being dismissed or downgraded.

The two cards should then be filed in their respective locations. The first copy should be filed alphabetically to become the active defendant index file, much like the current file which is kept at the trial stage. When cases are closed, the card may be moved to a closed portion of the file. This will become a quick reference as to whether a defendant has been through the criminal justice system before.

The second card should be filed according to the next event and then by date within that type of event. This file becomes the master calendar record. One section should contain cases pending arraignment, another those pending

trial and a third section for cases pending sentencing. Other sections may be added as needed. Under the current system, one person has to control the entire logbook in order to make an entry. Under the recommended system, the clerical employee would pull the appropriate cards from the alphabetical file and the calendar file and would post information on these two cards. The files would then be returned with the cards for refileing by the file clerk. Both file boxes should remain in the central records office.

Each card has three sections. Information about the defendant and the overall case is typed in the first section. The second part contains information regarding complaints, court numbers, charges and disposition of charges. The back of the card contains both the event history and the sentencing information. The County Attorney may choose to change this format, however this general type of data has been found to be useful in many places.

Since information on the defendant name, complaint number, police agency, charges, complaint date and case number are all on the card to be created, the name index within the major logbook will no longer be needed since these cards will be maintained in exact alphabetical order. All of the data maintained on the case record portion of the logbook will now be on the card as well. All of the information will be entered only once, instead of repeated times, as is currently the practice. Only the event information is recorded twice, once for each card, and that is done at the same time. The index card maintained by the chief trial assistant can be eliminated since it serves the same purpose as the new active alphabetical file.

The remaining procedures in use for case tracking can be continued as they currently exist. The flow of paper is acceptable and, with the addition of the file card system recommended here, the case tracking function will become both more efficient and less time consuming to maintain.

File control is a serious problem in the office as it is presently structured. The check out system is not working as efficiently as it should and it is often difficult to locate files which are not in the filing cabinets. The problem is caused primarily by too many people having access to the filing cabinets. Currently, every secretary, most of the attorneys, and even probation officers are using the filing cabinets in the office. This is a very ineffective procedure for two reasons. First, it creates serious problems for file accountability. Second, it wastes resources by allowing attorneys and those whose time is the most valuable to pull and refile folders.

It is recommended by the team that one person be hired at an entry level position to function as file clerk. That person should be the only employee authorized to pull and check out files. If that person is at lunch or out of the office due to vacation or illness, one other person may be authorized to check out files. However, under no circumstances should attorneys be allowed to retrieve files from the file room for themselves. It is also recommended that probation officers no longer be allowed to take files from the office.

The file folders being used at the present time were found to be satisfactory, however, it is recommended that one defendant be assigned to a single folder and that superflex files contain all defendant folders for each case. The filing of cases numerically is a good procedure and should be continued.

#### F. Space Utilization

Effective utilization of limited space is always a problem in small to medium sized offices. There are several things which the Technical Assistance team feels could be done to more efficiently use the space available to the Prosecuting Attorney. First, the area which was being used as a file room,



in the past should remain a file room, rather than be converted into office space, as was being considered. The door to this room should be enlarged to allow a counter at least six feet wide to be installed. This would facilitate easy access to files by those wishing to check them out of the file room. While those file cabinets containing records for the past five years should be maintained in the file room, all older files should be moved to a more remote storage location. As soon as funds become available, it is recommended that lateral files which reach to the ceiling be installed. The clerical staff which deals primarily with files should be moved into the file room at that time, including the memory typewriter which is currently in use.

It is recommended that the area in the middle of the office be converted into attorney space using movable office sections. In this way, all attorney staff and a small portion of the clerical staff would be in the main part of the office.

It is also recommended that all screening and intake operations be moved to the area currently reserved for investigators. The attorney assigned to this function, the secretary and the investigator would then occupy an area which is more accessible to the police and this would keep the flow of traffic out of the main office. The investigators and secretaries assigned to work with the trial attorneys should be located with the trial section in the main office.

These changes would permit a more efficient use of the available space in the office, without requiring expensive modifications to the existing structure.

#### G. Equipment

There are several areas in which the addition of equipment would create a more efficient and effective office. A savings in time would be realized if sufficient dictating equipment could be made available to permit each full time attorney to have a unit. Attorneys should not be dictating to secretaries via shorthand. Two transcribers would be required in addition to the dictating equipment. Transcription should be assigned to the two secretaries who are the best at that activity.

Obtaining copies of documents is another problem area. At the present time the Prosecuting Attorney is using the central Xerox 7000 facility, which is used by the entire courthouse. The use of this centralized facility is costing the Prosecuting Attorney substantial amounts of clerical time through waiting in line to use the machine and side trips made by the staff once out of the office. There are several possible solutions to this problem. The most desirable solution would be for the County Attorney to lease a copy machine capable of doing 7,500 copies per month with collator and reduction capability. This equipment would be installed in the file room. The cost of such a copy machine for the office would be approximately \$400.00 per month. While the cost would be offset by about 60 percent by the increase in productivity, the balance would be a net cost to the office. A less expensive alternative would be to lease a copy machine without the collating and reduction capability for about \$250.00 per month and send all larger copying jobs to the central Xerox 7000 facility.

If funds cannot be made available for leasing a copy machine for the office, a final solution would be for copying to be done in batches. This would allow one person to make copies on an hourly schedule and would result in a reduction in the number of people taking side trips or otherwise interrupting their work schedule.

The office currently uses an "intelligent" typewriter to produce indictments. Although this machine has limited capabilities, it is sufficient for the needs of the office at this time. If the Prosecuting Attorney wishes to begin developing brief banks, or producing subpoenas automatically, a more sophisticated system would be required. The team has found that as a general rule, office automation begins to be efficient at about 1500 indictments per year, and becomes mandatory at about 2500 indictments per year. Some of the more capable word processing systems allow case tracking, subpoena printing and statistical work. These machines are quite cost effective when used in offices which produce 1000-2500 indictments per year. Although a sophisticated computer system is not warranted for the Cumberland County office at this time, it is recommended that the County Prosecutor consider the use of a word processing system which will enable the office to perform functions not currently being undertaken.

#### H. Use of Statistics

Statistics are not being kept at the present time, largely because of the type of case tracking being used in the office. With the implementation of the case tracking system proposed in Section E, some general statistics should be kept. These statistics will assist the Prosecuting Attorney in managing the case flow in his office, instituting internal evaluation procedures, allocating resources and predicting the need for additional resources in the future and informing the public as to the work accomplished by the County Attorney's office.

It is the recommendation of the Technical Assistance team that the County Attorney begin keeping statistical records by making a determination to count cases and defendants as they enter the system. This can be accomplished manually by the use of a tally sheet such as Form 1 found in Appendix C. This form is a weekly intake report to be filled out each day by the use of simple hash marks in the appropriate boxes. The amount of detail which is to be used may be determined by the needs of the prosecutor. On Form 1, both cases and defendants are counted, and the detail is sufficient to permit analysis of changes in charges filed, as well as cases accepted, referred or rejected. The clerk enters a hash mark in the appropriate box to indicate the result of the intake process.

At the end of the week, all of the columns are totalled and the monthly total from the previous week's report is entered in the next to the last row. The new monthly total to date is obtained by adding the weekly total to the monthly total from the last week.

Form 2 in Appendix C is a disposition report having basically the same format as the intake report. The headings should include all possible dispositions. While these may vary from one jurisdiction to another, the most common ones are listed on the form. Cases and defendants reaching disposition for each day are recorded in column 1. The upper half of the first block should be used to show the number of cases reaching final disposition and the bottom half should show defendants. In all other blocks along the table, only defendants should be counted, as there are too many variations in the disposition of individual cases involving multiple defendants to use cases as the basis of the count. Therefore, the various categories, such as pled to original, pled to reduced, and so forth all refer to the number of defendants.

There are several ways in which this information can be collected. It has been found to be highly successful to either analyze the court calendar for each day, which has been appropriately annotated with the courtroom results, or to use a master list of all defendants reaching final disposition in a given month.

To use the latter approach, a form such as Form 3 in Appendix C should be used. Each day, whether the calendar is prepared in the prosecutor's office or returned to the prosecutor at the conclusion of the day's work, a clerk should review the calendar to obtain the information and place it on this report. The date called for on the form is the date that the case was heard. The case number, defendant's name, docket number and charge should be listed individually and the disposition should be shown for each charge. The name of the assistant prosecutor who tried the case or handled the plea and of the trial judge, if applicable, should also be listed. The disposition categories should correspond to the weekly disposition report. The clerk should determine what occurred for each defendant at the trial or plea and mark only one column. At the end of the day, this information should be transferred to the weekly summary report.

Form 4 in Appendix C is an example of a calendar report. This report measures the amount of delay arising in the system and the reason why it is occurring. The first column indicates, for any given day, the total number of cases scheduled. The third column, "Defendants Rescheduled" is a measure of the number of continuances being granted during a particular day. The next boxes enumerate the reasons why the defendant was rescheduled. This will show whether delays in the system are due to court backlog, prosecutor-requested continuances or defense-requested continuances.

By using these four forms, the County Attorney will be able to keep useful statistics for the office with a minimum of burden to the clerical personnel who will be performing these tasks.

## I. Miscellaneous

### 1. Victim/Witness Unit

At the present time the operations of the Victim/Witness Unit are limited to cases of "high impact" events. It is the recommendation of the team that this be expanded into a full time operation. The current practice is for the duties pertaining to victims and witnesses to be divided between the investigators and secretaries in the office. It is recommended that one person handle all of these responsibilities, such as correspondence, arrangements for transportation, handling victims and witnesses at court, placing individuals who are to testify on standby alert, and thanking those who do testify.

It is further recommended that this unit discontinue the use of a logbook and file all needed information in the witness folder. A single index card should be maintained with the name of the defendant and the name of each witness associated with that defendant and the case number.

Other activities of this unit are being handled quite well. If the unit desires additional information to guide it in future expansion of effort, the team would recommend several publications on model victim-witness units by the National District Attorneys Association.

### 2. Use of Interns

The Technical Assistance team would like to suggest that the County Prosecutor consider the use of interns from the various schools in the area. There are many needs which could be met by the use of these interns with no cost to the county. Legal interns from nearby law schools are available and can be used for legal research and trial preparation. Interns from various colleges could perform a variety of services for the prosecutor, such as

assisting in the Victim/Witness Unit with transportation of witnesses and their handling in court. In this way, the students benefit by supplementing their formal education with experience in the criminal justice system and the office benefits from the volunteer assistance.

### 3. Exchange of Information

As a final suggestion, the team would like to recommend that the County Prosecutor and others as he might designate visit several other prosecutor's offices to obtain other models for approaching and analyzing the problems encountered by a change in leadership in an office. Many problems found in the Cumberland County office are common to small offices across the country and it would be beneficial to this office to examine some of the ways in which they are approached by other offices. Because of the part time nature of the office in the past, there has been little or no interaction with what has been accomplished in recent years in other places. The Cumberland County office should take advantage of the HOST Program, a program funded by the National Institute of Justice\*, and visit selected offices with procedures and programs which have been successful in approaching the types of problems which affect Cumberland County.

The Prosecuting Attorney should also, as soon as possible, begin to participate in the various professional associations such as the New Jersey Prosecuting Attorneys Association, and the National District Attorneys Association in order to furnish the office with information concerning the current state of the art of prosecution in other jurisdictions, learn progressive approaches and programs and interact with other professionals in the field.

\* The County Prosecutor should contact John Herzig, HOST Program Director, Public Technology Incorporated, 1140 Connecticut Ave., N.W., Suite 1100, Washington, D. C. 20036, (202) 626-2433, for additional information.

## V. CONCLUSIONS

This analysis and these recommendations are presented with the realization that this is an office in transition. This is a period of transition in leadership, as well as a transition from part time to full time responsibilities for the office. Many steps have already been taken to improve the operation and professionalization of the office and they are to be commended. The areas highlighted in this report are those that are next to be addressed by the County Attorney.

The first priority for the new Prosecuting Attorney should be to acquire three additional full time assistant prosecuting attorneys to bring the office to a totally full time status. The part time status in the past prevented the office from progressing as it should have been both professionally and operationally. A decision should be made for the office to become completely full time and its implementation should begin immediately.

A routine of regular office meetings should be established as soon as is practicable. At the present time the office lacks the means for gathering information to make administrative decisions and an effective method for informing the office personnel of policy.

Currently, the Prosecuting Attorney in Cumberland County does not review charges before they are brought against a defendant in court. Because the Municipal Court judge cannot dismiss or downgrade a charge against a defendant without the approval of the County Prosecutor's office, all cases must be sent to the Prosecuting Attorney for review. This results in much needless work by both the Prosecuting Attorney's office and the Municipal Court on cases that should be dismissed or downgraded at the preliminary arraignment hearing.

The Technical Assistance team recommends that the Prosecuting Attorney



establish procedures for an earlier case assessment. It is recommended that the Prosecuting Attorney delegate the reviewing authority and designate his First Assistant as Chief Screening Assistant. The Municipal Court judge has agreed to hold all cases for one day of the week when they could all be reviewed at one time by the First Assistant, who would have final decisionmaking power. Should the Prosecuting Attorney decide that he wants the other full time assistants to participate in the reviewing function, they could be rotated into this position for four to six month periods.

Because of their ineffectiveness in the office, it is the recommendation of the team that the members of the Investigations Unit be replaced by the Prosecuting Attorney. The roles of this unit should be redefined and individuals recruited who will be able to carry out the responsibilities of that unit.

Although the Prosecuting Attorney presently schedules pretrial conferences, they are not being used as effectively as they might be. It has been the policy in the past for the prosecutor to accept pleas to prior plea agreements up to and including the first day of trial. As a result, the office did not have a clear idea of which cases would go to trial on any given day. In order to alleviate this problem, it is the recommendation of the Technical Assistance team that the Prosecuting Attorney use the pretrial conferences to establish a plea cut-off date and thus create a pure trial docket. If a plea is to be made to a reduced charge, it must be made by the plea cut-off date. After that date, the defendant must plead to the original charge or stand trial. If this way, the prosecutor can centralize responsibility for following the plea negotiation policy set by him.

In the area of case tracking and file control, there are several recommendations. Case tracking could be greatly simplified if the current system of using logbooks was replaced with one utilizing an index card filing system. Under this system, only two index cards are required to be maintained. Examples of these cards are attached as Appendix B and their use is explained in Section E of this report.

Another problem is the control of files in the office. At the present time, it is difficult to locate files which are out of the cabinets for any reason, in spite of the fact that there is a checkout system in operation. It is recommended that one person be hired at an entry level position to function as file clerk. This person would have sole responsibility for pulling files and checking them out to attorneys and individuals who require them. Access to the files should be limited to this one person from that time on.

Although the file folders in use are satisfactory, it is suggested that one defendant be assigned to a single folder and superflex files contain all defendant folders for each case.

Effective utilization of space is always a problem in small offices. There are several things which the prosecutor may wish to consider to better utilize the available space. First, the area which was being used as a file room in the past should continue to be used for that purpose, rather than converted to office space, as is being contemplated. The door to this room should be enlarged to allow for a counter at least six feet wide to be installed.

The area in the middle of the office should be converted into attorney office space using mobile office sections. In this way, all attorney staff and a portion of the clerical staff would be in the main part of the office.

All screening and intake operations should be moved into the area currently reserved for the investigators. The attorney assigned to this function, his secretary and the investigator would then occupy an area which is more accessible to the police and this would keep the flow of traffic out of the main office.

In order to more efficiently use the time of secretaries and other clerical personnel, the situation concerning the use of the copy machine needs to be altered. The only Xerox machine available now is located in the courthouse and is used by all offices of the courthouse. This means that clerical personnel must often wait in line to use the machine and make several trips daily to and from the machine, resulting in wasted time. Several solutions are available, depending on the resources that the prosecutor wishes to dedicate to this problem. The most desirable, and the most expensive option would be for the County Attorney to lease a copy machine capable of doing 7500 copies per month with collator and reduction capability. This equipment could be installed in the file room. While the monthly cost of approximately \$400.00 per month would be offset by about 60 percent due to the increase in productivity, the balance would be a net cost to the office. An alternative solution would be for the office to lease a copy machine without the collating and reduction capacity and send all larger copying jobs to the central facility.

If funds cannot be made available for leasing a copier, the least attractive alternative is for all copying to be done in batches, with one person making an hourly trip to the central copy machine, thereby reducing the number of employee hours wasted in trips and waiting in line.

Statistics are very useful to the prosecutor for a number of reasons. They can assist in allocating resources, predicting the need for additional resources and managing the case flow in the office. For these reasons, the

County Attorney should begin to keep records of the workings of his office. With the implementation of the new index card system for case tracking, this task should be simplified. Several forms are attached as Appendix C and their use explained in Section H of this report. These forms should be used to generate statistics for the use of the County Attorney.

Several other areas of the office were examined, although not in detail. The Victim/Witness Unit could be made more effective by the consolidation of one full time position to coordinate all of the efforts connected with victims and witnesses to crimes. Also, in place of the logbook currently being maintained, a single index card should be used to record the name of the defendant, the case number and the name of each witness connected with that case. Information on model Victim/Witness Units may be obtained from the National District Attorneys Association.

The use of interns from the various colleges and law schools in the area is strongly encouraged. These students can perform a variety of tasks for the office at a minimum cost to the taxpayer. The office benefits, the taxpayer benefits and the students benefit from this activity.

In order to expose the County Prosecutor to various solutions to problems encountered in offices similar to his, it is recommended that visits be made to other offices to observe their procedures and programs. These visits will enable the prosecutor to expand the scope of knowledge brought to bear on the problems of his office.

A second means of gathering information on the state of the art of prosecution is through professional organizations, such as the New Jersey Prosecuting Attorneys Association and the National District Attorneys Association. It is recommended that the new County Prosecutor participate in these organizations as soon as possible.

The implementation of these suggestions and recommendations should result in a more efficient and effective office for the Prosecuting Attorney as well as a savings in the long run for the taxpayers of the county through a more productive office.

#### APPENDIX A

**Vita**

**Walter F. Smith**

**Work Address:** Bureau of Social Science Research, Inc.      **Phone:** (202) 223-4300  
1990 M. Street. N.W. Suite 700  
Washington, D.C. 20036

**Home Address:** 2616 Redcoat Drive, Apt. 1B      **Phone:** (703) 960-1052  
Alexandria, Virginia 22303

**Date of Birth:** December 17, 1952, Bethesda, Maryland

**Education:** Miami-Dade North Community College      1972, A.A.  
University of Florida, Gainesville      1975, B.A. Sociology  
University of Florida, Gainesville      1977, M.A. Sociology

**Research and Work Positions:**

Research Analyst. Criminal Prosecution Technical Assistance Project, Bureau of Social Science Research, Inc. LEAA-funded grant to provide technical assistance to prosecutor offices and organizations nationwide. Principle duties include: principle management of the project; assessing the need and type of technical assistance to be provided; conducting on-site evaluations and assessments of prosecutor's offices; writing or assisting with the writing of all technical assistance reports and the major portion of the writing for three substantive monographs on criminal prosecution; developing and assistance with the final report. April, 1980 to present.

Assistant Director. Wisconsin Parole Project, Wisconsin Center for Public Policy. LEAA-funded grant to evaluate Wisconsin's Parole Decision-Making Guidelines. Principle duties included: assisting with the overall design, analysis and administration of the project; designing data collection instruments and codebooks; working with the representative agency on structuring parole guidelines; and responsibility for the final report and articles forthcoming. May, 1979 to December, 1979.

Consultant. Police and Social Services Agency Project, Wisconsin Center for Public Policy. Project funded under a grant from LEAA to examine community interaction between the police and the various social service agencies in the areas of criminal justice and mental health. Consultant areas: research design and final report review. April, 1979 and February-March, 1980.

**Vita--page 2.**

Assistant Director. Wisconsin Sentencing Project, Wisconsin Center for Public Policy. Project funded by LEAA grant to examine felony sentencing patterns in Wisconsin's trial courts. Principle duties included: assistance in project administration, design and all methodological matters; making presentations at state advisory committee meetings; advising the Wisconsin Legislature on sentencing areas; designing data collection instruments and codebooks; and responsibility for final report and articles forthcoming. January, 1978 to March, 1979.

Research Analyst. First Appearance Court Study, Gainesville, Florida. Dr. Charles Frazier, principle investigator. Principle duties included: coding, writing and documenting the relevant computer programs. 1976-1977.

Instructor. University of Florida, Introductory Sociology. Principle duties included: instruction of 50 undergraduates for three quarters; design and grading of all exams. 1977.

**Publications:**

Shane-DuBow, Sandra and Walter F. Smith. An Evaluation of Wisconsin's Parole Decision-Making Guidelines. Madison, Wisconsin: Public Policy Press, 1980.

Shane-DuBow, Sandra, Walter F. Smith and Kim Burns Haralson. Felony Sentencing in Wisconsin. Madison, Wisconsin: Public Policy Press, 1979.

Smith, Walter F. Public intoxication and public policy: The effectiveness of the Florida Myer's Act (in progress).

Smith, Walter F. Official crime rates and social control: A test of Erikson's hypothesis, unpublished M.A. thesis, University of Florida, Gainesville, Florida, 1977.

**Academic Awards:**

Teaching and Research Assistantship, University of Florida, 1977.  
Research Assistantship, University of Florida, 1976.

**Research Interests:**

Criminology: Courts research and evaluation, Methodology, Post-sentencing variability, Organization theory.

Applied Research: Sentencing and post-sentencing variability, Criminal adjudication process with emphasis on arrest, prosecution, courts and correctional supervision, Sociology of Law, Social program evaluation.

Social Psychology: Labelling theory, Self-concept theory.



## R E S U M E

Andrew L. Sonner  
205 West Montgomery Avenue  
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(H) 762-5112 (O) 279-8211

Date of Birth: July 11, 1934  
Married: Sandra Shoemaker - 1958  
Six children aged 9-17

### EDUCATION BACKGROUND

Montgomery County, Maryland Public Schools  
American University - B.A. Government & Politics 1957  
American University Law School - J.D. 1963

### EMPLOYMENT

Teacher, United States History, Walter Johnson High School,  
Bethesda, Maryland, 1958-1964

### LEGAL EXPERIENCE

Private practice of law - 1964-1966  
Deputy State's Attorney - 1967-1970  
State's Attorney - 1971-present

### MANAGEMENT EXPERIENCE

As State's Attorney, I am an elected official in charge of a 68 person office composed of 28 lawyers, 11 paralegals, 3 special investigators, and 26 support personnel. The office has an annual budget of \$1,700,000, and is responsible for the trial of all criminal cases within Montgomery County, Maryland, a suburb of Washington, D.C., with a population of 600,000. We are divided into a Circuit Court Division, a District Court Unit, a Juvenile Court Unit, a Major Fraud Investigative Unit, and a Family Support Unit.

#### Grants Administered

As the State's Attorney, I have applied for and received on behalf of the office a number of grants from the Law Enforcement Assistance Administration and the Department of Health, Education and Welfare.

1. Paralegal Support. This three-year grant established a screening unit for misdemeanors in the District Court. Trained paralegals interview complainants and dismiss, divert, or approve cases arising as a result of citizen complaints.
2. Major Fraud Investigative Unit. This two-year grant created an investigative unit directly responsible to the State's Attorney to investigate economic crime and governmental corruption.
3. Pre-Trial Screening Unit. This three-year grant created a unit composed of two experienced lawyers who evaluate

serious criminal cases and engage in plea negotiations. It received a County Achievement Award from the National Association of Counties.

4. Victim/Witness Unit. This grant which was awarded two years ago and has one year remaining, created a six-person unit to assist victims and witnesses of crime in dealing with the criminal justice system.
5. Major Offender Bureau. This grant which is presently in its second year created a special unit composed of four lawyers and four support personnel to work closely with the Montgomery County police to prepare and prosecute career criminals who are charged with certain violent street crimes.
6. Family Support Unit. This unit resulted from a grant from the Department of Health, Education and Welfare to assist the office in pursuing absent parents and spouses to obtain support for dependents. It is presently in its third year and created a unit composed of two lawyers, four paralegals, and four support personnel.
7. Prosecutors' Management Information System. This grant recently was awarded to the Montgomery County Government's automated data processing division as a result of my efforts. It will enable the office to monitor statistically its caseload and will generate information which will assist in the better management of the office.

### MANAGEMENT TRAINING AND EXPERIENCE

Graduate of the Federal Executive Institute, 1976. Completed this three week intensive course at the Institute's Headquarters in Charlottesville, Virginia. The course teaches management and executive skills to upper level federal civil servants and a few selected local government officials.

Consultant for National Center for Prosecution Management. Gave technical assistance to offices in Virginia, Tennessee, Ohio, Kentucky, New York, Michigan, California, Oregon, Massachusetts, Pennsylvania, Missouri, and Louisiana.

### TEACHING AND LECTURING

Instructor, American Academy of Judicial Education, 1970-1976. Lectured to and conducted seminars with judges on search and seizure, confessions and admissions, sentencing, post-conviction remedies and recent decisions.

Professorial Lecturer, American University Law School, 1971-present. Lecture on a semi-regular non-paid basis to law students on trial tactics, prosecution, and criminal law.

Part-time Lecturer, University of Maryland, 1975-present  
Instruct paralegals on Introduction to Law, Criminal Law, and Trial Practice.

## PROFESSIONAL ASSOCIATIONS

National District Attorneys Association, 1967-present. Member of the Board of Directors 1977-present. State Representative 1975-1976. Member of Finance Committee 1979. Chairman of Arbitration and Mediation Committee 1977-1978.

Maryland State's Attorneys Association. Associate Member 1967-1970. Board of Directors 1971-present. President 1973-1976. As President managed all training programs, conventions, and the legislative effort with the Maryland General Assembly.

Maryland State Bar Association, 1964-present. Member Section Council, Criminal Law Section 1978-present. Chairman Section Council 1978-1979. As Chairman am responsible for programs at semi-annual conventions and State Bar's response to legislation involving criminal law and procedure.

American Bar Association, 1964-present.

Editorial Board for Law Notes, Vice-Chairman Criminal Law 1978-present.

Montgomery County Bar Association, 1964-present

American Judicature Society, 1969-present

## REFERENCES

### Prosecution

Honorable Stephen H. Sachs  
Maryland State Attorney General  
State Law Department  
One South Calvert Street  
Baltimore, Maryland 21202  
301-383-3720

Honorable Lawrence V. Kelly, President  
Maryland State's Attorneys Association  
State's Attorney for Allegany County  
County Office Building  
Prospect Square  
Cumberland, Maryland 21502  
301-777-5962

Members Board of Directors National District Attorneys Association

### Judicial

Honorable Charles E. Moylan, Jr.  
Civil Courts Building, Room 626  
111 North Calvert Street  
Baltimore, Maryland 21202  
301-727-2470

EDWARD C. RATLEDGE  
102 Brewster Drive  
Newark, Delaware 19711

## DATE AND PLACE OF BIRTH

July 4, 1943  
Selma, Alabama

## EDUCATION

University of Delaware--M.A., 1972 (Economics)  
University of Delaware--B.S., 1971 (Economics)

## PROFESSIONAL EXPERIENCE

Director, Urban Policy Research, College of Urban Affairs and Public Policy, University of Delaware, 1978 to present  
Associate Director, Census and Data System, College of Urban Affairs and Public Policy, University of Delaware, 1972 to 1978

Research Assistant, Division of Urban Affairs, University of Delaware, 1971-1972  
Captain, U. S. Army, 1966-1970

## MEMBERSHIPS

American Statistical Association  
American Economics Association  
Omicron Delta Epsilon

## CONSULTING

Criminal Justice Coordinating Council, New York, NY, 1979 to present  
Bureau of Social Science Research, Washington, DC, 1974 to present  
Georgetown University Law Center, Institute for Criminal Law and Procedure, 1975 to present  
National District Attorneys Association, 1974 to present  
National Center for Prosecution Management, Washington, DC, 1971-1975  
Office of Crime Analysis, Washington, DC, 1971-1975  
General Electric Corporation, 1979 to Present

## ARTICLES

"The Quality of Education and Cohort Variation in Black-White Earnings Differentials: Reply," (with Charles R. Link). American Economic Review, March 1980.

"Student Perceptions, IQ and Achievement," (with Charles R. Link). Journal of Human Resources, Vol. XIV, No. 1, winter 1979, pp. 98-111.

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"An Analysis of the Hillsborough County Prosecutor Information System," New England Municipal Center, Durham, NH, 1980.

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"The Delaware Justice Information System: The Attorney General's Perspective," College of Urban Affairs and Public Policy, University of Delaware, April 1979.

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"Prosecutor's Statistical Manual," National District Attorneys Association, Chicago, IL, 1978.

"An Evaluation of a Proposed Piggy-back Income Tax for Delaware," College of Urban Affairs and Public Policy, University of Delaware, August 1977.

"Capital Gains Taxation in Delaware," College of Urban Affairs and Public Policy, University of Delaware, June 1977.

"A Sales Tax for Delaware," College of Urban Affairs and Public Policy, University of Delaware, June 1977.

"Population, Employment, and Land Use Projections for Coastal Sussex County," (with John E. Stapleford and Francis X. Tannian), College of Urban Affairs and Public Policy, University of Delaware, 1977.

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- "Adult Education in the Newark School District: An Analysis of Demand." Division of Urban Affairs, University of Delaware, 1975.
- "The Chesapeake Bay Girl Scout Council: A Program Appraisal. Division of Urban Affairs, University of Delaware, 1975.
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# TECHNICAL REPORTS

- "Estimates of Census Tract, Modified Grid, and Traffic Zone Populations for 1978" (with Judy Molloy and Phyllis Raab), College of Urban Affairs and Public Policy, University of Delaware, 1980.
- "Summary of Birth Statistics for Delaware and Major Subdivisions, 1970-78" (with Judy Molloy and Phyllis Raab), College of Urban Affairs and Public Policy, University of Delaware, March 1979.
- "Estimating the Hispanic Population of Wilmington, Delaware," College of Urban Affairs and Public Policy, University of Delaware, February 1979.
- State of Delaware Fiscal Notebook (rev. ed.) (with Paul Solano) College of Urban Affairs and Public Policy, University of Delaware, 1979.
- "Estimates of Census Tract, Modified Grid, and Traffic Zone Populations for 1976," College of Urban Affairs and Public Policy, University of Delaware, October 1978.



APPENDIX B

CALENDAR CARD

CASE #	TYPE	DEFENDANT	DOB	INTAKE DAG.	NEXT CT. EVENT	
ARST./SUM. DATE				ASG. DAG.	TYPE	DATE
IND./INF. DATE		CO-DEFENDANTS	DEF. STATUS	TRL. DAG.	CRIME	
ARR. DATE				DEF. ATT.	CRIME CL.	PRIORS
TRIAL DATE				JUDGE	W.N.U.	PR. DAG.
		PENDING CASES		Age of Case	#of Con't.	DISPOSITION
		APO:				
		AGENCY:				

- CHARGES -

CHARGE CODE	I.DIS	VICTIM	COMPLAINT #	OFFENSE DATE

[illegible]

NOTES

[illegible]

# EVENT HISTORY

DATE	TIME	TYPE	RSLT	SOURCE/REASON	DATE	TIME	TYPE	RSLT	SOURCE/REASON

TERM BEGINS:		SENTENCE									
CONFINEMENT					FINE			PROBATION			
#	L	PERIOD	TYPE	SUS. PER.	PCP	AMOUNT	AMT. SUS.	PERIOD	TYPE	SUS. PER.	SPECIAL TERMS

APPENDIX C

FORM 1

INTAKE REPORT

WEEK OF \_\_\_\_\_ TO \_\_\_\_\_, 1980

DAY	CASES PRSNTD	DFNDT PRSNTD	CASES ACCPD NO. MODIF	DFNDT ACCPD NO. MODIF	CASES ACCPD WITH MODIF	DFNDT ACCPD WITH MODIF	CASES REFD TO ANOTHER COURT	DFNDT REFD TO ANOTHER COURT	CASES REFD TO ANOTHER AGENCY	DFNDT REFD TO ANOTHER AGENCY	CASES REJD	DFNDT REJD
MONDAY												
TUESDAY												
WEDNESDAY												
THURSDAY												
FRIDAY												
SATURDAY												
SUNDAY												
WEEKLY TOTAL												
MONTHLY TOTAL LASTWEEK												
NEW MONTHLY TOTAL												

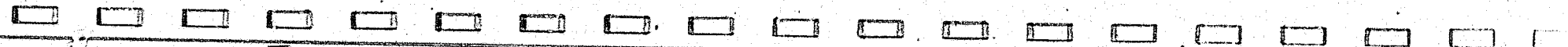


FORM 2

DISPOSITION REPORT

WEEK OF: \_\_\_\_\_ TO \_\_\_\_\_, 1980

DAY	FINAL DISPOSITION CASES/DEF.	PLED ORIGINAL	PLED REDUCED	FOUND ORIGINAL	FOUND REDUCED	ACQUITTAL	DIRECTED VERDICT	DISMISSALS	CONDITIONAL FINDING
MONDAY									
TUESDAY									
WEDNESDAY									
THURSDAY									
FRIDAY									
SATURDAY									
SUNDAY									
WEEKLY TOTAL									
MONTHLY TOTAL									
LAST WEEK									
NEW MONTHLY TOTAL									





## MONTHLY REPORT OF DISPOSITIONS

\_\_\_\_\_

## WEEK OF: \_\_\_\_\_ TO \_\_\_\_\_, 1980

[illegible]

**END**