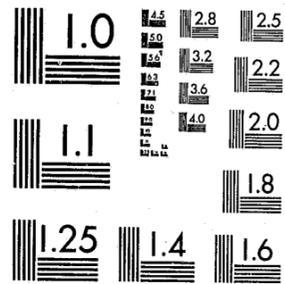


National Criminal Justice Reference Service



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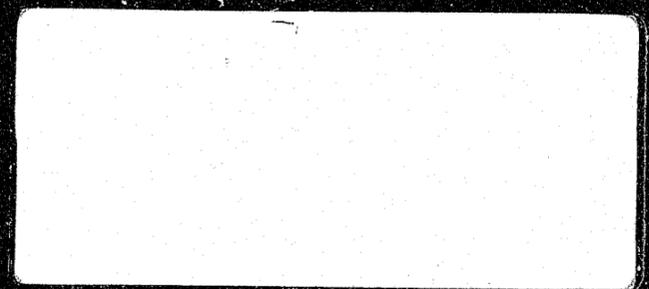
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National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

DATE FILMED

5/12/81



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BUREAU OF SOCIAL SCIENCE RESEARCH, INC.

WASHINGTON, D. C.

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REPORT
on the
TECHNICAL ASSISTANCE VISIT
TO THE STATE'S ATTORNEY
HOWARD COUNTY, MARYLAND
DECEMBER 17, 1980

CRIMINAL PROSECUTION TECHNICAL ASSISTANCE PROJECT

Leonard R. Mellon, Project Director
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This study was performed in accordance with the terms
of Law Enforcement Assistance Administration Contract
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The views expressed in this report are not necessarily
those of the Law Enforcement Assistance Administration.

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February, 1981

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I. INTRODUCTION

On December 17, 1981 a Technical Assistance team from the Criminal Prosecution Technical Assistance Project visited the offices of William R. Hymes, State's Attorney for Howard County, Maryland. The Technical Assistance team examined the State's Attorney's management and operations functions in accordance with a contract with the Law Enforcement Assistance Administration. Members of the team included:*

Paul W. Whipple, Consultant
Bureau of Social Science Research, Inc.
Washington, D.C.

Robert C. Robillard, Consultant
Director, PROMIS Project
Prosecuting Attorneys Association of Michigan
Lansing, Michigan

Edward F. Connors, III, Consultant
Alexandria, Virginia

In addition, an intern with the Criminal Prosecution Technical Assistance Project, Brenda Holstein, accompanied the team as an observer.

The purpose of the visit was to analyze problems related to the transition of the office from a part time office to a full time office, the intake of criminal cases, the utilization of the word processing system and the use of statistics. In addition, some aspects of managing a prosecutor's office were discussed, including the training of assistant prosecutors, the organizational structure of

* Vitae are attached as Appendix A.

the office, and reducing the backlog of cases. An overall assessment of the 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 paper work and 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.

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 paper work 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 practicable and feasible are made.

The visit to the Howard County State's Attorney's office focused on the problems of changing to a full time status, intake, word processing and statistics. Also other management areas such as training and organization were discussed.

The Technical Assistance team would like to thank Mr. Hymes 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. Secure additional personnel in the area of administrative and clerical support.
2. Sharply define the role of the State's Attorney and the Chief Deputy and produce policy and procedure guidelines so that every individual in the office understands his or her position.
3. Hire a full time office administrator/manager.
4. Provide more training for the inexperienced trial assistants on the staff.
5. Reevaluate policy on plea bargaining to prevent a resurgence of the case backlog.
6. Continue to communicate charging policies to the police to prevent the filing of inappropriate charges.
7. Try to revise police procedures so that the charging police officer brings a copy of the police report immediately to the State's Attorney's office upon formally filing charges against a defendant.
8. Consider the development of an expanded word processing system that would provide additional benefits to the office.
9. Train more individuals in the use of the word processing equipment.
10. Create statistics on intake and dispositions in the office using the forms provided in Appendix B.
11. Continue to explore every possibility of moving the office out of its present space.

III. SYSTEM OVERVIEW

The State's Attorney of Howard County, William R. Hymes, oversees a staff of 26 employees, of which 17 are attorneys. Mr. Hymes has held this position for just over two years, his first as a public official, after more than 20 years in private civil practice. The State's Attorney's office is organized into four divisions for the processing of cases. The Circuit Court division consists of seven attorneys and processes all felony cases; the District Court division consists of seven attorneys and is responsible for all misdemeanor prosecutions; one attorney is assigned to juvenile activities; and one attorney is assigned to nonsupport work. All of the attorneys serve at the pleasure of the State's Attorney and stay with the office an average of three years. Seven individuals make up the Howard County State's Attorney's clerical and support staff.

The Howard County State's Attorney has jurisdiction over all criminal cases, including juveniles, moving violations involving possible jail time, and civil matters. The felony trial court currently operates with a backlog, but it seldom presents problems to the office.

Two police agencies work in Howard County with the Howard County Police Department bringing in approximately 80 percent of the cases. There were 963 felonies referred to the office last year with the three most prevalent being larceny, drug crimes, and assault crimes. All indigent defense services are provided by the public defender.

As with the other counties in Maryland, the Howard County State's Attorney's office does not have an opportunity to review police charges before they are filed in court. The accusatory process most often utilized is arrest to preliminary hearing, with the possibility of using arrest to direct filing of an information or arrest to grand jury. Of the preliminary hearings that were conducted last year, approximately 88 percent of the cases were bound over for trial.

Cases are generally assigned to trial assistants before the arraignment, and the office has tried to introduce a no reduced plea or cut-off date after which all plea offers are withdrawn. Trial assistants are closely supervised with all decisions such as plea offers, dismissals or diversion usually requiring approval. The office is also involved in presentence investigations and will usually make sentencing recommendations.

The case workload and other aspects of the State's Attorney's activities have been seriously affected by the explosive growth of population in Howard County during the past ten years. In the 1970 census, the official population of Howard County was 62,394. For 1980, while the final census figures are not available, the estimated population is 130,150, and increase of 109 percent during the past decade. The Howard County State's Attorney has attempted to keep pace with this population growth and maintain the professionalism of prosecution in the county.

IV. ANALYSIS

The analysis of the Howard County State's Attorney's office examined problems related to the management of an effective prosecution system. The examination focused on: (A) the full time status of the office; (B) general management areas; (C) the intake function; (D) the word processing system; (E) the use of statistics; and (F) space utilization.

A. Full Time Status of the Office

The Howard County State's Attorney's office is in a transition from a part time, small office to a full time office. When the present State's Attorney entered the office in January, 1979, there were only nine attorneys, all functioning on a part time basis. At that time, the State's Attorney had inherited a poorly organized operation in which the part time staff was working under an excessive caseload and their relations with the other elements of the local government and the criminal justice system were poor.

In 1979, the budget for the State's Attorney's office was doubled, the number of attorneys increased from nine to 17, and additional support staff obtained. All attorneys and staff are now full time. The situation of conflict between the various components of the Howard County criminal justice system has apparently been improved in

the past two years. As a direct by-product of the rapid growth in population in the county, all areas of county government have increased their resources. The State's Attorney has been no exception and the office has continued to receive fiscal resources to secure additional personnel. However, having asked for and acquired the funding for additional personnel, the State's Attorney continues to suffer from the familiar problems of lack of adequate resources.

This situation is not too surprising. As evidenced by the examination of other prosecutorial operations, it is almost certainly to be the direct by-product of rapid growth and change. At first impression, it may be argued that such a situation is incorrect in its concept; and that the office must be poorly organized and managed to continue to suffer problems when resources have been forthcoming. However, while the county may have provided resources, they may not have been sufficient and, in the final statistical analysis, more personnel may be required.

In support of this proposition, it is noted that Howard County has established a jurisdiction-wide police department that has had a rapid expansion of the force over the last five years. It appears that no statistical correlation has been performed between the rise of the major police function in the county and the obvious ripple effect it has on the prosecutor's responsibility. An examination of these events may well identify that the most recent acquisition of personnel in the State's Attorney's office may have greatly assisted, but not cured, the operational imbalance and that additional personnel may be required.

The Technical Assistance team recommends that, if additional personnel are secured, the primary need in the Howard County State's Attorney's office is in the area of administrative and clerical personnel. The office also has a need for a full time office manager, a position that will be more fully described in Section B of this report.

B. Management Review

The State's Attorney of Howard County is in a transition situation, and much of what he has done in the way of planning and development during the past two years has been to attempt to solve problems while at the same time coping with a heavy and disorganized workload. To his credit, the State's Attorney has implemented many improvements in the prosecutor's office including increasing the salaries of all attorneys and converting the position from part time to full time; clearing up a significant amount of the backlog of criminal cases; starting an individual case assignment system to place more accountability on the individual attorneys; organizing the office into divisions with defined supervisory responsibility; and attempting to document policies and procedures in a written manual.

During the course of the technical assistance visit, discussion became continuously based upon the issue as to the proper role of the State's Attorney and his Chief Deputy. Due to the rapid growth in the county and the transitional nature of the State's Attorney's office, there appears to be some confusion over how the division of labor is to be assigned. The State's Attorney's role has become confused as he has more time to devote to outside activities than he

has been used to in the past. The role of the Chief Deputy has not been defined as either totally an administrative officer, totally a court officer or a combination of both. During the discussions with the Howard County personnel, it became evident that they are aware of the situation and are in the process of defining their roles. The problem with the current role alignments is that neither the State's Attorney nor the Chief Deputy are clearly in charge of managing the office. While the Chief Deputy supervises most of the operations, he does not consider all administrative areas under his control.

The Technical Assistance team recommends that, as with other offices in similar situations, the roles and relationships should be sharply defined, and policy and procedure guidelines should be formulated so that every individual within the office understands his or her position.

It is also the recommendation of the Technical Assistance team that the office appears to have reached the stage where a full time office administrator/manager is required. Upon the acquisition of such an individual, the role of the Chief Deputy should be defined as the operational head of the office while freeing up the State's Attorney to pursue whatever community service, legal and political activities are required by that position.

With the acquisition of a full time office administrator/manager, all administrative and personnel functions should be placed under this position. A good example of this position for Howard County to examine is the implementation of this position in Frederick County, Maryland. A competent, professional individual in this position can do more than anything else to get the office properly

organized and managed. When the position is established and a qualified incumbent recruited, it is important that the State's Attorney begin to delegate as much of the administrative work to this individual as his or her competence permits. Some of the immediate activities for this individual would include: developing and documenting more policies and procedures in a manual for personnel; overseeing any new physical space arrangements; improving recordkeeping; monitoring the destruction of old case files; and improving the utilization of the word processing system. An office the size of Howard County cannot operate either effectively or efficiently without professional attention to the administrative side of its activities.

Another management area that deserves the attention of the Howard County State's Attorney is the lack of trial experience of his staff. At the present time, there are only three experienced trial attorneys on a working staff of 16 lawyers. Most of the problem is due to the rapid expansion in the office. However, there does not appear to be enough emphasis on formal on-the-job training of personnel in areas such as trial techniques and managing caseloads.

The Technical Assistance team recommends that the State's Attorney increase the level of training that his attorneys are receiving. This increased training can be provided in two ways. First, the State's Attorney should move to increase his budget to make funds available for his attorneys to attend outside educational training and seminars. One example of this type of training is that provided by

the National College of District Attorneys. Most of these seminars provide extensive written materials which can be shared throughout the office. Secondly, the senior trial attorney should spend approximately 20 percent of his time training the other attorneys in the office. He should sit in during their court appearances and observe them. In this way he can provide the constructive criticism that can only be provided by an experienced observer.

Another area of concern to the State's Attorney is the possible resurgence of his case backlog. While the Howard County State's Attorney has done an excellent job of reducing the huge backlog of cases that existed when he took office, it is possible that another backlog could occur. The State's Attorney had extraordinary assistance from the courts in reducing the original backlog of cases. In essence, the courts doubled the criminal courtroom time that had previously been available to the prosecutor's office. During 1980, the State's Attorney's office nearly tripled the number of cases terminated in Circuit Court over the 1978 figures.

The reason that the backlog may reappear is that the courts have gone back to providing the State's Attorney's office with the normal number of access days. Another factor is that prosecutors are taking more cases to jury trial. A full jury trial is the most time consuming form of disposition. For the first six months of 1980, the State's Attorney's office is averaging over 30 percent more jury trials per month than in 1979.

In order to avoid creating a new backlog of cases, the State's Attorney may have to begin plea bargaining more than in the past. The State's Attorney prides himself on his policy of minimal plea

bargaining. Unfortunately, without a strong intake review unit which screens out bad cases and charges in a realistic fashion, it is virtually impossible to set a policy of minimum plea bargaining without overburdening the office with trials. Unless the State's Attorney can gain control over the charging decision or liberalize his policy on plea bargaining, the backlog of cases will increase again. The prosecutor's objective is to obtain a guilty verdict that meets the needs of the community. This can be done as effectively by a plea as it can by a trial. The difference is that a plea is more efficient.

Another recommendation for keeping the caseload manageable, given the reality that the State's Attorney does not have the power to formally file charges, is to communicate more charging policies to the police. An example is the State's Attorney's policy to the police on charging drug cases. There are more policies such as this that would give the police guidelines on charging and serve to reduce the unnecessary filing of inappropriate charges by the police.

C. Intake Function

As a general practice, the Howard County State's Attorney's office conforms to the traditional Maryland practice of having police officers and citizens secure the authorization of criminal charges from the court commissioners without any prior review or decision making on the part of the prosecutorial personnel. The State's Attorney on his own behalf has instituted a series of policies that request police officers to seek a preissue review for selected felony cases, and this procedure may greatly reduce the problem of inappropriate charges being authorized by nonprosecutor personnel and

subsequently having the prosecutor faced with the uncomfortable task of reducing or dismissing the charges at later stages of the proceedings.

The one aspect of the intake and screening process that does however appear to be a potential problem was the information and document transfer process after a case has been formally authorized. The State's Attorney indicated that it may take up to nine days before the police reports relating to an authorized charge are distributed to the prosecutor's operation. As a result, during that nine-day period, the State's Attorney may not have any knowledge of the case, yet be receiving inquiries on the matter from police, citizens and the legal community.

The Technical Assistance team recommends that a possible solution to this problem may be the revising of police procedures so that after the authorization of a formal felony or misdemeanor charge the police officer delivers a copy of the police report to the State's Attorney's office before leaving the general courthouse area and, as such, the State's Attorney is aware, generally on a daily basis, as to those cases that have had formalized charges. In conjunction with this procedure, the Technical Assistance team also recommends that upon receipt of the police report by the State's Attorney personnel a case file could be immediately prepared so there was an organized record of the matter within the office should inquiries come in relating to that particular case.

D. Word Processing System

During the course of the technical assistance visit, members of the team reviewed the current word processing facility within the Howard County State's Attorney's office; specifically the office has an IBM automated word processing system located in the basement of the administrative segment of the office. In discussing the operation with the Chief Deputy and State's Attorney, it was identified that, to date, the system has had little use and that there is serious question as to continuing the lease-purchase arrangement with the hardware vendor. In examining this environment, the Technical Assistance team suggests that it may be appropriate to seriously consider the development of an intelligent word processing system that retains a memory core so that in addition to the traditional word processing duties performed by the machine the system may also be capable of keeping information and statistical programs for use by the State's Attorney's operation. The team also suggests that based upon the current lease-purchase rate, the office may find value in examining the acquisition of a mini or medium-sized computer system that, while being \$2,000-\$3,000 greater in expense each year, may provide a better return than the current system.

At the present time, however, the word processing system in the State's Attorney's office is being poorly utilized. The current applications of the machine include: form letters to victims and witnesses; indictments; and minor general correspondence. Presently, there is one secretary training on the equipment on a part time basis. She will become the new operator when her training is complete. It is the recommendation of the Technical Assistance team that three or four

more typists become experienced in the use of the word processing equipment. By only training one operator, the office will continue to underutilize the equipment. When the only trained operator is sick or on vacation, the machine will sit idle. By training several operators, the State's Attorney could stagger their work hours to obtain maximum usage of the equipment.

E. Use of Statistics

In order to improve the recording and retention of accurate information about the activities and operations of the office, the State's Attorney should develop a system for recording, collecting, reporting and analyzing statistics. These statistics will assist the State's 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 State's Attorney's office.

It is the recommendation of the Technical Assistance team that the State's 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 B. 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 totaled 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 B 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 B 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 B 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 State's 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.

F. Space Utilization

The State's Attorney's office is suffering from a severe space problem that is further compounded by having the organization separated

among a number of physical locations. Of the total number of attorneys in the office, only the State's Attorney and the Chief Deputy have private offices. The rest of the attorney staff are cramped two to three to an office. The support staff occupies one large room with a low ceiling. There is very little space for conferences with witnesses, staff meetings, etc. Even the library is divided between two buildings.

Other than to document the space problem, the Technical Assistance team finds it difficult to make any recommendations about the present space. However, one future plan seems promising. When the new District Court building is completed, the State's Attorney's office could move into the space currently occupied by the District Court personnel. If this space is available, this should be a good move for the State's Attorney to make. The State's Attorney has taken a positive step by having county, fiscal and governing authorities actually visit the prosecutor's operation to see the problem first-hand.

V. CONCLUSIONS

This analysis and these recommendations are presented with the realization that this is an office in transition. The past few years have seen a tremendous growth in the population of Howard County as well as a transition of the State's Attorney's office from part time to full time. Many steps have already been taken to improve the operation and professionalism 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 State's Attorney.

The Howard County State's Attorney has been fortunate to have been able to acquire additional funding to expand his operations. However, the need exists to secure more funding for additional personnel in the area of administration and support. The State's Attorney's office also has a need for a full time office manager to conduct all administrative and personnel functions.

Upon the acquisition of a full time office manager/administrator, the Chief Deputy should concentrate on the operational aspects of the office and the State's Attorney should pursue the community, legal and political activities that relate to his office. The State's Attorney should sharply define each individual's role and the relationship to the administration of the office. In addition, policy and procedure guidelines should be formulated so that each individual in the office understands his or her position.

The Technical Assistance team recommends that the State's Attorney increase the level of training that the attorneys on his

staff are receiving. This can be accomplished through external training, such as outside educational training and seminars, and internal training, by having the senior trial attorney spend time observing and providing constructive comments to the more inexperienced attorneys.

The State's Attorney has done much to reduce the heavy backlog of cases that he inherited. He was also assisted in this task by the courts who provided additional courtroom time. However, this case backlog could possibly reappear. The attorneys in the office are taking more cases to trial, at the rate of 30 percent more per month for the first six months of 1980. The State's Attorney should consider liberalizing his firm stance against plea bargaining. It is virtually impossible in offices without the authority to review police arrests and make the decision to charge, to maintain a strict plea bargaining policy. The State's Attorney has tried to communicate charging policies to the police for some cases, and this is to be commended. If more policies such as this could be instituted and the police given more guidelines on charging, the State's Attorney would begin to exercise more authority over the crucial intake decisions.

The one aspect of the intake process that appears to be a potential problem is the information and document transfer process after a case has been formally filed. The Technical Assistance team recommends that a possible solution would be to have the police, after the formal filing procedure, deliver a copy of the police report to the State's Attorney's office before leaving the general courthouse area. In this way the State's Attorney would be aware, on a daily basis, as to those cases which have been formally filed. In conjunction with this procedure, the State's Attorney's office should prepare

a case file so that an organized record of the matter exists within the office should there be inquiries about the case.

At the present time, the word processing system in the State's Attorney's office is being poorly utilized, and there is serious question as to continuing the lease-purchase arrangement with the hardware vendor. The Technical Assistance team suggests that the State's Attorney may want to consider the development of an intelligent word processing system that retains a memory core capable of keeping information and statistics for use by the State's Attorney in operation and management. The team also suggests that, based on the current lease-purchase rate, the office may find value in the acquisition of a mini or medium-sized computer system that, while being \$2,000 to \$3,000 more expensive each year, may provide a better return than the current system. In addition, no matter what system exists in the State's Attorney's office, the Technical Assistance team recommends that more typists become experienced in the use of the system so that the equipment does not continue to be underutilized.

Statistics are very useful to a prosecutor for a number of reasons. They can assist in allocating resources, predicting the need for additional resources and managing the case flow in an office. For these reasons, the State's Attorney should begin to keep records of the workings of his office. Several forms are attached as Appendix B and their use explained in Section E of this report. These forms should be used to generate statistics for use by the State's Attorney.

At the present time, the State's Attorney is suffering from an acute space problem. Although the team finds it difficult to make suggestions about the present space, future plans include the office

moving to a new location. The State's Attorney has taken a positive step by inviting county, fiscal and governing authorities to visit the present space and to see the problems first-hand.

The implementation of these suggestions and recommendations should result in a more efficient and effective office for the State's Attorney as well as a savings in the long run for the taxpayers of Howard County through a more productive office.

APPENDIX A

RESUME

PAUL WARREN WHIPPLE
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I. PROFESSIONAL EXPERIENCE

Broad and responsible experience in ORGANIZATION, SYSTEM PLANNING, and INFORMATION MANAGEMENT at local, state and federal levels, in several policy areas.

1975 - present: URBAN POLICY

- Self-employed: Management consultant.
- Washington International College: Adjunct faculty; educational and management consultant.
- League of Women Voters: Volunteer. D.C. League-- Director, Urban Policy Committee, 1977-1979; LWV of National Capital Area--Chairman, Urban Crisis Committee, 1978, 1979; LWV of U. S.--Delegate, 1978 National Convention. Participated in development of local, regional and national League positions on urban policy.

1972 - 1975: CRIMINAL JUSTICE SYSTEMS

- National Center for Prosecution Management: Director, Policy Analysis. Directed development and publication of series of publications on prosecution policy and procedure for nationwide use of local district attorneys.
- National District Attorneys Association: Consultant to local district attorneys on organization and management of their offices.

1963 - 1971: URBAN PROGRAMS

- District of Columbia Government (1964-71): Senior Management Analyst, Executive Office of Mayor. Directed program of management appraisal, organization, and system planning to assist D. C. agencies, including D. C. criminal justice system.
- U. S. Housing and Home Finance Agency (1963-64): Management Analyst, Office of the Administrator. Consultant to Urban Renewal Administration and Community Facilities Administration on development and use of computerized data processing systems.

1956 - 1963: INFORMATION MANAGEMENT SYSTEMS

- Federal Aviation Agency (1961-63): Computer Systems Analyst. Planned computerized materiel data system for Agency-wide application.
- Oregon State Government (1959-61): State Data Systems Coordinator. Planned state-wide data systems management program; provided consulting services to state government agencies on computerized data processing systems.
- Navy Department (1956-59): Senior Systems Analyst, Bureau of Naval Personnel. Participated in planning and development of service-wide Naval Manpower Information System.

Before 1956: OTHER EXPERIENCE

- Organization & methods analysis; paperwork management; technical editing and writing; weather forecasting. U. S. Depts. of Agriculture, Commerce, Defense; U. S. Army Air Forces.

II. EDUCATION AND PROFESSIONAL DEVELOPMENT

Education and training:

- M.A., Public Administration, American Univ., 1950
- B.A., English and History, Willamette Univ., 1941
- 3 yrs. Science/Engineering: Geo. Washington Univ.; USDA Graduate School.; USAAF Weather School; Colorado School of Mines.

Professional Affiliations

- American Political Science Association
- American Society for Public Administration
- National Capital Area Political Science Association
- Torch Club of Washington

III. OTHER QUALIFICATIONS

Biographical Listings:

- American Men and Women of Science
- Who's Who in the South and Southwest
- Dictionary of International Biography

Writing and Speaking:

- Published articles and reports on various subjects. Speechwriting. Talks and lectures to different groups.

References:

- References and other details upon request.

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High School Diploma
1965 Adrian College, Adrian, Michigan
Bachelor of Arts degree (History & Political Science)
1972 Wayne State University, Detroit, Michigan
Juris Doctorate
Admitted to practice as an Attorney at Law, Michigan (1972)

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Project Director
Prosecuting Attorneys Association of Michigan, 306 Townsend
4th Floor, Lansing, Michigan (PROMIS Project)

As Project Director of the Michigan PROMIS Project, I have the overall responsibility for placing an automated criminal justice information system into eight urban Michigan Prosecuting Attorneys offices. To accomplish this task, I currently have a technical and management staff of 8-1/2 individuals and Project budget in excess of \$2 million.

1977 - 1979 Private Practitioner
Hankins, Kluck, Robillard, & Carlson, P.C., Attorneys at Law
2277 Science Pkwy., Okemos, Michigan

For the above referenced period, I was a partner in a private Law Firm specializing in the representation of police and fire labor organizations. As part of this experience, I represented, as General Counsel, approximately 3,000 officers for the Fraternal Order of Police and in addition represented a number of independent local labor organizations. My experience in this area included contract negotiations, grievance hearings and judicial proceedings.

1974 - 1977

Director, Management & Technical Services
Prosecuting Attorneys Association of Michigan, 306 Townsend
4th Floor, Lansing, Michigan

For the above referenced period, I was employed as Director of Technical Services for the Prosecuting Attorneys Association of Michigan. These duties included:

1. Management consulting to local Prosecuting Attorneys offices.
2. Development of special prosecutor and investigative programs.
3. Development of office policy and procedures manuals.

1973 - 1974

Staff Attorney
Oakland County Prosecuting Attorneys Office, 1200 N. Telegraph
Pontiac, Michigan

For the above referenced period, I was employed as an Assistant Prosecuting Attorney in the Oakland County Prosecuting Attorneys office.

1969 - 1973

Oakland County Prosecuting Attorneys Office, 1200 N. Telegraph
Pontiac, Michigan

For the above referenced period, I was employed in the following capacity:

1. Criminal Investigator
2. Chief Investigator
3. Chief of Grand Jury Investigation
4. Coordinator of Organized Crime Investigations

In the above referenced positions, I acquired experience in the following areas:

1. Corporate Fraud
2. Consumer Protection
3. Organized Crime
4. Special Projects (Intelligence Section)
5. Narcotics Enforcement

In the four years of service, I was involved in almost every aspect of investigation including but not limited to surveillance, examination of fiscal documents and personal security.

1965 - 1969 Public School Teacher
Warren Public Schools, Warren, Michigan
Bloomfield Hills Public Schools, Bloomfield, Michigan

Upon graduation from college, I was employed as a high school teacher in History and Political Science and served within the above referenced school districts.

1960 - 1965 Walbridge Aldinger, Co., 19101 W. Davison, Detroit, Michigan

As part of providing college expenses, I was employed as a laborer in heavy construction during the summer months as well as Christmas and Easter vacations.

ADDITIONAL INFORMATION:

SCHOOLS ATTENDED: 1972 - State of Michigan, Fiscal Crime School
1973 - Law Enforcement Assistance Administration, Organized Crime Training School
Guest Lecturer - National College of District Attorneys
Prosecuting Attorneys Association of Michigan
New Jersey District Attorneys Association
New York District Attorneys Association

PUBLICATIONS: Prosecuting Attorneys Association of Michigan, CIVIL HANDBOOK
Prosecuting Attorneys Association of Michigan, CLERICAL HANDBOOK
National District Attorneys Association, Monograph entitled: MANAGING INVESTIGATORS

CONSULTANT: National District Attorneys Association, Technical Assistance Consultant, emphasis on investigator management.
International Chiefs of Police, Management Consulting Service (Pending)

RESUME SUMMARY

Edward F. Connors, III
709 South Overlook Drive
Alexandria, Virginia 22305
Telephone (703) 683-6393
If no answer, call (202) 638-3038

PRIMARY FUNCTIONAL AREAS

Legal Representation
Legal Analysis and Research
Criminal Justice Management and Programs
Planning-Programming-Budgeting Systems
Program Evaluation

EDUCATION

J.D., 1979, Columbus School of Law (top 20 percent of class)
The Catholic University of America
M.S., 1973, Administration of Justice (top 10 percent of class)
The American University
B.A., 1971, Psychology (Minor: Criminology)
University of Maryland
Gonzaga College High School, 1966
Washington, D.C.

POSITIONS HELD

General practice of law and part-time clerking and researching for several clients and small law firms, November 1979 to Present
Principal Consultant, Planning Research Corporation/Public Management Services, Inc., 1973 - February 1980
Part-Time Faculty, 1973 - 1975
Montgomery College, Department of Political Science
Prince George's Community College, Department of Law Enforcement
Deputy U.S. Marshal, U.S. Department of Justice, U.S. District Court, Washington, D.C. 1971 - 1973

Edward F. Connors (2)

SUMMARY OF RELEVANT EXPERIENCE

Mr. Connors is currently involved in the general practice of law including representing criminal defendants, advising small business clients, analyzing legislation, and more. He is also temporarily assisting a small patent, trademark, and copyright firm in Washington, D.C.

Mr. Connors has ten years of broad experience in the criminal justice field including consulting, teaching, legal research, and field experience. As a consultant, Mr. Connors has directed numerous projects in the legal field including as examples the following projects:

- Evaluated and recommended new guidelines for Pilot Paralegal Program for the Office of Criminal Justice Plans and Analysis, District of Columbia.
- Evaluated Youth Aid Bureaus of police departments in Montgomery County, Maryland and Milwaukee, Wisconsin. Provided new programs and guidelines for improving handling of juveniles and coordination with court and prosecutors.
- Conducted special studies on improving communication and information between police and prosecutors as part of organization and management studies with police departments in Baltimore County, Maryland; Howard County, Maryland; and Bethlehem, Pennsylvania.
- Analyzed legislation pertaining to enforcement of federal administrative regulations and state criminal laws on federal land for U.S. Army Corps of Engineers and U.S. Park Police, National Park Service; analyzed numerous state laws and municipal ordinances pertaining to law enforcement and police employee practices.
- Managed major contract to evaluate over 200 federal grant projects (over \$12 million in funding) funded by the Division of Justice and Crime Prevention, Commonwealth of Virginia. Grant evaluations in the legal field included the following:
 - Police legal advisor for Alexandria Police Department
 - White collar crime unit for the State's Attorney's Office
 - Public Defender Offices of Virginia
 - Training and continued education programs for Commonwealth Attorneys and Judges
 - and numerous special court projects.

Edward F. Connors (3)

SUMMARY OF RELEVANT EXPERIENCE (cont.)

In the last four years alone, Mr. Connors has managed or assisted in managing twelve projects with accumulated funding of over \$1.8 million. Mr. Connors has proven ability to manage large projects and deal satisfactorily with a diversity of clients and other personnel in agencies to accomplish his efforts.

Mr. Connors also has numerous publications to his credit including over twenty comprehensive project reports (many of these can be found in government and technical libraries such as National Technical Information Service or the National Criminal Justice Reference Service), two professional journal articles, and several handbooks for clients.

SPECIALIZED LAW SCHOOL EXPERIENCE

Criminal Trial Practice

Advanced Criminal Law and Procedure

Directed Research: A New Direction for the Exclusionary Rule: The Good Faith Exception (paper to be presented for publication)

PROFESSIONAL AFFILIATIONS

Virginia State Bar

U.S. District Court, Eastern District of Virginia

Virginia Trial Lawyers Association

Criminal Justice Advisory Council, Northern Virginia Planning District Commission

American Bar Association, Section on Criminal Justice

American Society for Public Administration, Section on Criminal Justice Administration

References and writing samples are available on request.

Edward Connors, a Principal with RMA, has over ten years of broad experience in criminal justice consulting, research and field experience. Specializing in organization management and program development in public safety, Mr. Connors has directed and been principal investigator on the following police organization and management projects:

- Pinellas Park, Florida
- U.S. Park Police
- Baltimore County, Maryland
- Montgomery County, Maryland
- Bethlehem, Pennsylvania
- U.S. Army Corps of Engineers
- Milwaukee, Wisconsin
- Fredericksburg, Virginia
- Harrisburg, Pennsylvania.

Mr. Connors has also conducted comprehensive career development projects for the Arizona Department of Public Safety and the Orlando, Florida Police Department. These jobs involved assessments of affirmative action programs, developing new job descriptions, career tracks, promotional procedures and plans, performance evaluation systems, pay plans, and more.

In addition, Mr. Connors has also evaluated and designed new recruit, in-service, and management training programs for numerous agencies including Pinellas Park, Florida; Baltimore County, Maryland; Southeastern Virginia Planning District Commission; Atlanta Correctional Center; and others. Mr. Connors was also recently project director of two major Management By Objective (MBO) implementation projects in the Montgomery County, Maryland Department of Police and the Bethlehem, Pennsylvania Police Department. These projects focused on identification and development of a program structure of goals, objectives, activities, output measures, and impact indicators.

Mr. Connors was also project director of a contract with the Division of Justice and Crime Prevention, Commonwealth of Virginia to evaluate over 200 federally funded grant projects (federal funding over \$12 million). Many of these projects involved the evaluation of activities in police agencies involving research and planning, crime analysis, training, and specialized tactical units throughout the state of Virginia.

Recently, Mr. Connors directed a sharply focused study of the Youth Aid Bureau of the Milwaukee Police Department. This study, prepared for the City Council, provides guidelines for improving the juvenile services of the police. He also recently evaluated a Pilot Paralegal Program to assist criminal defense attorneys funded by the Office of Criminal Justice Plans and Analysis, District of Columbia. This work also involved the preparation of guidelines and standards for future work in criminal justice by paralegals.

Mr. Connors also has three years of field experience in law enforcement having served as the supervisor of communications with the U.S. Marshal Service in Washington, D.C. Mr. Connors received his B.A. in psychology and criminology from the University of Maryland; his masters degree in public safety administration from The American University; and his J.D. from the Columbus School of Law, The Catholic University of America. Mr. Connors is a member of the Virginia State Bar and the American Bar Association, Section on Criminal Justice. He is also a member of the Criminal Justice Council of the Northern Virginia Planning District Commission.

APPENDIX B

END