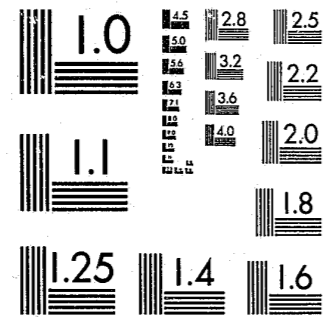


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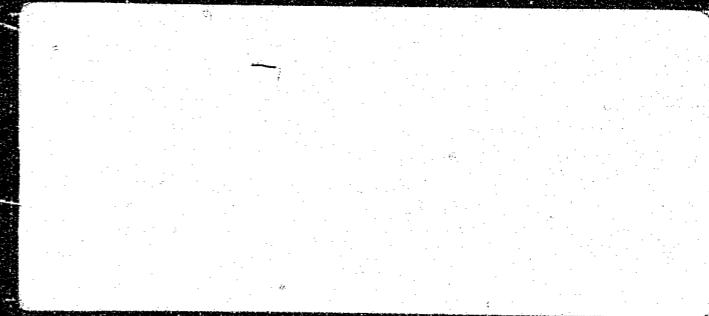
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United States Department of Justice  
Washington, D. C. 20531

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5/12/81



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BUREAU OF SOCIAL SCIENCE RESEARCH, INC.

WASHINGTON, D. C.

REPORT  
on the  
TECHNICAL ASSISTANCE VISIT  
TO THE STATE'S ATTORNEY  
ST. MARY'S COUNTY, MARYLAND  
DECEMBER 15, 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  
#J-LEAA-010-80.

The views expressed in this report are not necessarily  
those of the Law Enforcement Assistance Administration.

BUREAU OF SOCIAL SCIENCE RESEARCH, INC.  
1990 M Street, N. W.  
Washington, D.C. 20036

February, 1981

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I. INTRODUCTION

On December 15, 1980, a Technical Assistance team from the Criminal Prosecution Technical Assistance Project visited the offices of Neal P. Myerberg, State's Attorney for St. Mary's County, Maryland. The Technical Assistance team examined the State's Attorney's management and operations in accordance with the terms of 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

A college intern with the Bureau of Social Science Research, Brenda Holstein, accompanied the team as an observer.

The purpose of the visit was to analyze problems related to policy development and lack of resources. In addition, the management analysis focused on case file control, recordkeeping and the use of statistics. 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 and provide recommendations and suggestions for dealing with those areas. It is

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\* Vitae are attached as Appendix A.

designed to address a wide range of problems stemming from paperwork 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 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 St. Mary's County State's Attorney's office focused on the problems of policy development and lack of available resources. In addition, several areas were examined, such as case file control, recordkeeping and the use of statistics.

The technical assistance team would like to thank Mr. Myerberg 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.

## 11. SUMMARY OF RECOMMENDATIONS

1. Produce a written policy and procedures manual.
2. Create a management plan describing the goals and objectives to be accomplished and the specific steps to be taken by the State's Attorney's office.
3. Make every effort to obtain the necessary funding from the County Board of Commissioners to operate the office in an effective and efficient manner.
4. Make the Commissioners aware of the changed nature of the office and its role in the criminal justice system in the county.
5. Begin at once to gather statistics and keep records on the workings of the office.
6. Continue the in-service training program for police officers.
7. Develop a formalized training program for all police officers in the county to include the use of a police training bulletin and cross-disciplinary seminars.
8. Consider the formation of a citizens advisory council to act as a clearing-house for information concerning the development of county-wide programs.
9. Hold office hours on Saturday morning or one week night to handle citizen complaints and inquiries.
10. Establish procedures for earlier case assessment by delegating one assistant to perform the review function.
11. Develop a system for case tracking using the index cards included in this report.
12. Require police officers to deliver their reports to the State's Attorney's office, rather than making it the responsibility of the State's Attorney's office to secure these reports.
13. Restrict the flow of visitors through the office by means of a physical barrier or receptionist.

### III. SYSTEM OVERVIEW

The St. Mary's County State's Attorney, Neal P. Myerberg, took office as the first full time prosecutor for the county in January, 1979. Prior to that time, the office was run on a part time basis. He oversees a staff of eight persons. All assistant state's attorneys are currently employed full time in the office except one, who works approximately 32 hours per week. The office also employs one investigator. Prior to his election as State's Attorney, Mr. Myerberg spent ten years in private practice handling criminal cases as a defense attorney.

St. Mary's County, as well as the office of the State's Attorney, is in a period of transition. The population of the county has been growing at a moderate but steady rate during the past ten years. The 1970 census showed there to be 47,388 residents in the county. The estimated 1980 population is 62,900. This is an increase of one-third during the past decade. St. Mary's County is beginning to feel the influence of the growth of the greater Washington, D.C. metropolitan area. From an isolated, rural county, it is evolving into a part of the Washington suburbs.

Six police agencies bring cases to the criminal justice system in St. Mary's County, with approximately 50 percent being brought by the Maryland State Police Department. In 1979 there were approximately 300 felony cases presented to the State's Attorney, of which the most prevalent were breaking and entering, aggravated assault and sexual offenses.

Prior to January, 1979, the office of State's Attorney was run on a part time basis, with all of the attorneys being part time staff. As a consequence, the office had suffered for some time from the lack of a full time commitment from the State's Attorney and his assistants. This manifested itself in several areas, including a lack of record-keeping and the lack of an effective review of charges filed against defendants. The State's Attorney's office does not have an opportunity to review police charges, for either felonies or misdemeanors, before they are filed in court, although felony cases are reviewed after charges have been filed in Circuit Court. About 30 percent of such cases are disposed of by plea during the accusatory phase. By the time of trial, approximately 85 percent of the cases are disposed of by plea. In addition, there is no written policy and procedures manual for use by all staff in the office.

Several other problems have manifested themselves as a result of the period of transition from part time to full time which the office is undergoing at the present time. Because of the part time nature of the office in the past, few demands were made to the County Board of Commissioners for additional resources. New programs were not undertaken and additional staff were not requested. Now, however, the full time status of the office has increased the need for resources from the county, which the County Board of Commissioners appears to not fully understand. For this reason, the State's Attorney has experienced difficulty in obtaining the resources necessary to conduct the business of the office at the professional level which it has attained partly as a result of the transition to full time status.

In the past, partly due to a lack of alternatives, the citizens of St. Mary's County looked to the State's Attorney to resolve many problems which should properly have been channeled to other county agencies. Because of the small population at the time, the State's Attorney was able to assist these people with problems which did not involve legal action. However, because of the rise in population and the increased legal duties in the office, it is no longer practical for the State's Attorney to attempt to alleviate these citizen problems which more properly belong in other county agencies. The role of the new full time State's Attorney's office has not yet been clearly defined.

IV. ANALYSIS

The analysis of the St. Mary's County State's Attorney focused on the problems of policy development and lack of resources in the office. Management areas such as case file control, recordkeeping and the use of statistics were also examined. The examination focused on: (A) the lack of resources available to the office; (B) policy development within the office; (C) relations between the office and the police and the community; (D) review of charges filed with the court; (E) recordkeeping and statistics; (F) case file control; and (G) miscellaneous concerns, including the use of currently existing resources and the security of the office.

A. Lack of Resources

Until the present State's Attorney assumed office, the St. Mary's State's Attorney's office was run on a part time basis. As such, the office performed only those functions which could be comfortably assumed given the part time status of the operation. There was little need to request additional resources from the County Board of Commissioners. New programs were not undertaken and additional staff were not requested. However, the office is now engaged in a period of transition from this previous part time status to that of a full time, professional office. This means that even though there was little need for additional resources in the past, that situation has changed

dramatically, and the office now has an urgent need for additional funding to support this period of growth. The office cannot function effectively at a full time level with the funding it received as a part time office. The County Board of Commissioners appears to not fully understand this situation and it is going to fall to the State's Attorney to make them aware of the full implications of the problem.

Although the State's Attorney has been able to achieve some measure of growth by obtaining federal funding for several special programs, such as a Victim/Witness Program and a Support Unit, this funding cannot be relied upon as the sole source of support for expansion of the office. More stable funding must be obtained from the primary funding source for the State's Attorney's office, the County Board of Commissioners.

In order to obtain this needed funding, the State's Attorney must be able to explain the need for it to the County Board of Commissioners. This will involve educating them on criminal justice issues in general and the role of the prosecutor in particular. It is the recommendation of the Technical Assistance team that the State's Attorney immediately begin to gather statistics to reinforce his argument that additional resources are needed to support the expanded nature of the office. These statistics should show the increased caseload being handled by the office, as well as the dispositions now being obtained. The mechanics of keeping these statistics are explained in Section E of this report.

The State's Attorney should also begin to work closely with the law enforcement agencies in his jurisdiction to obtain from them

statistics as to the amount of increase in arrests and cases filed which must be dealt with by the State's Attorney.

In addition to statistical arguments, the State's Attorney must be prepared to explain to the Board of Commissioners just exactly what the office does within the criminal justice system and how this has changed since the transition to full time status has taken place. The Commissioners must be made aware of the fact that simply because the office functioned satisfactorily in the past with a given level of resources, does not mean that it can continue to function with that level of funding indefinitely. The State's Attorney will need to explain each function and why it is necessary in the processing of cases. For example, telling the Commissioners that additional resources are required to handle probable cause hearings is of little value if they have little or no idea of the nature of the proceeding or its role in the criminal justice system. It is therefore the recommendation of the Technical Assistance team that the State's Attorney make every effort to educate the County Board of Commissioners concerning the criminal justice system and the role mandated by law that the prosecutor plays in it.

B. Policy Development

In order to accomplish the above goal, the State's Attorney must first develop a clear concept of the role of the office in the county and his own plan for achieving the goals which he feels are important to be achieved. He needs to develop a policy for the office and have it written down and disseminated to all employees in the office. It is the recommendation of the Technical Assistance team

that the development of this policy and procedures manual assume a top priority with the State's Attorney.

After the policy and procedures have been set out in writing, it is the recommendation of the team that the State's Attorney next develop a management plan for achieving the goals which he has articulated. This plan should detail new programs, goals, objectives and anticipated workload and costs. Several texts on management by objectives are listed in Appendix B which may be of help to the State's Attorney in developing this plan. By developing this plan, the State's Attorney will be able to present it to the County Board of Commissioners in a program budget format. By using such a format, the state's Attorney will be able to quantitatively show the Commissioners what output and other results he will be able to achieve under the current budget. He would also be able to project future activities of the office and detail the resources needed to support them. This planning activity should involve the entire staff, in order to enable them to better define and understand their roles in the office.

The initial plan developed by the State's Attorney should be aimed at the next budget and should include the basic problems of the office, why they need to be remedied, the specific steps planned to remedy them, and the resources needed to accomplish these steps. The actions planned should be given priorities so that attention can be focused on that which needs to be done first. In addition, the State's Attorney needs to perform a realistic analysis of the current resources available to the State's Attorney's office and the matching of those resources to the activities in the management plan on a priority basis.

### C. Relations with Police and Community

The State's Attorney currently enjoys good relations with both the police and the community. It is important to take the time to maintain these relationships as the office becomes more involved in the transition to full time status. The police community, as evidenced by the growing number of police requests for legal advice, are seeing the office as a growing entity and are increasingly relying on the facilities that the prosecutor's office has to offer. The Technical Assistance team strongly recommends the continuation of the State's Attorney sponsored in-service training programs. In addition, it is recommended that the State's Attorney plan and develop a formalized training program for the St. Mary's County police community which includes the introduction of a police training bulletin for distribution to individual police departments and the development of a series of cross-disciplinary seminars involving police, prosecution, the judiciary, and the defense bar. These seminars would not only be informative, but also would serve the equally important purpose of opening the lines of communication between members of the criminal justice community.

There are several ways in which the State's Attorney could become more actively involved in the community. The Technical Assistance team recommends the formation of a citizens advisory council to act as an information clearinghouse for the development of county-wide criminal justice programs. If possible, given the lack of resources, the team recommends the institution of office hours on Saturday morning or one evening per work week for the purpose of handling citizen complaints and inquiries.



The State's Attorney should also consider instituting a series of weekly, bi-weekly or monthly news articles in the county newspaper. Also greater use of existing community groups could be made for the State's Attorney's community based service programs.

D. Charging Review

At the present time, the State's Attorney in St. Mary's County does not review charges before they are filed with the court. The police have the discretion to formally institute charges against a defendant without prosecutorial review. The State's Attorney's office usually finds out about the case from five to ten days after arrest, at which time the office must request police reports to review and prepare the case.

The Technical Assistance team recommends that the State's Attorney establish procedures for an earlier case assessment. A process should be devised whereby police officers present their cases to the State's Attorney's office prior to the formal submission to the court. In this way, the State's Attorney can obtain control of the intake function for his office and reduce the instances of having to deal with inappropriate charges at a later court appearance.

If the State's Attorney decided to institute this reviewing function by designating one assistant as the screening unit, he should take care to designate someone with sufficient experience with respect to investigation and trial work to be able to make his reviewing judgments 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 as the complete trust of the State's Attorney, since he will be directly responsible for implementing the policies of the State's Attorney with respect to screening and review of cases.

Should the State's 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.

E. Recordkeeping and Statistics

Statistics are not being kept at the present time, largely because when the present State's Attorney came into office there were no reliable records on the work of the office previously. This disorganized condition continues to exist, so that much of the operations are based on personal memories of what has happened during the past two years. Since there are poor records of what has been done in the past, and this condition continues, the State's Attorney does not have adequate facts to support requests for increased budget and personnel resources. Improvement of office recordkeeping is a necessary preliminary, not only for improvement of the operations, but for developing plans for obtaining additional resources in the budget, and for improving office administration.

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 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 State's Attorney. 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, whether performed by the police or the State's Attorney.

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 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, and the second column shows the total number of defendants 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. Case File Management

The system which is used for case tracking at this time is inefficient and time consuming. There is also a problem with identifying criminal history information in a timely and efficient manner. 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 D. This form is designed in three parts with a snap-out carbon paper in between each part. As information on the case number, defendant name and charges is received, it is typed onto the two cards. By using the snap-out carbon paper, it is not necessary to type duplicative information. For the maximum effectiveness, all of this information should be entered when the case is brought into the screening section, should the State's Attorney establish such a

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. 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 this recommended system, the clerical employee would pull the appropriate cards from the alphabetical file and the calendar file and would post the information to these two cards. The files would then be returned with the cards for refileing. Both file boxes should remain in a central file location.

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 office of the State's Attorney may choose to change this format, however this general type of data has been found to be useful in many jurisdictions.

File control is also a problem in the office as it is presently structured. Future growth of the office may require changes in the

system. As an illustration, the chief administrative employee currently keeps all felony cases assigned to Circuit Court in a separate, small file storage area close to her desk. As the caseload grows, the file storage may require expansion to the point where she can no longer have effective control over the documents and a new procedure will be required utilizing separate file facilities and a file check out system.

The file folders being used at the present time were found to be satisfactory, however it is recommended that the case file itself should have a uniform identifier at the top. Normally the defendant's name, charge and date of authorization are utilized as the outer folder identifier.

#### G. Miscellaneous

1. Use of Existing Resources.--As part of the need to maximize existing resources, it is recommended that the State's Attorney take the following steps. First, the office should eliminate internal procedures that have outlived their usefulness, are duplicative, or unnecessarily require prosecutor resources to accomplish the task. The use of the new file card system should be a step toward accomplishing this goal. Secondly, the State's Attorney should consider the transfer of some prosecutor-based tasks and responsibilities to other segments of the criminal justice governmental community which may be able to handle the process more effectively or with less resources. As an example, rather than having prosecutor personnel attempting to secure police reports, the police should be required to deliver the documents to the State's Attorney's office.

2. Office Security.--It was also noted by the Technical Assistance team that, at the present time, the office is open to the public with no supervision. Anyone may enter any part of the office, including the State's Attorney's private office, from the outside. It is recommended that this situation be corrected either by imposing some type of physical barrier to prevent the public from wandering at large through the office, or by the use of a receptionist to screen visitors to the office. The goal is not to discourage visitors, but rather to contain them in the public areas of the office and prevent them from entering private offices unheralded.

## V. CONCLUSIONS

This analysis and these recommendations are presented with the realization that this office is in a state of transition. This is a period of transition in leadership, as well as a transition from part time to full time responsibilities for the office. 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 first priority for the State's Attorney should be to produce a written policy and procedures manual for the office. Until the role of the office in the criminal justice system and the roles of the staff in the office are clearly defined, the State's Attorney cannot articulate the goals and objectives he wishes to accomplish. A management plan should be created which details the steps for achieving the goals set forth in the policy manual. Several texts on management by objective have been set out in Appendix B.

The initial plan developed by the State's Attorney should be aimed at the next budget and should include the basic problems of the office, why they need to be remedied, the specific steps planned to remedy them, and the resources needed to accomplish these steps. The actions planned should be given priorities so that attention can be focused on that which needs to be done first.

The State's Attorney should make every effort to obtain the necessary funding from the County Board of Commissioners to operate his office in an effective manner. He should take care to make the

Commissioners aware of the changed nature of the office now that it has entered a period of growth from a part time to a full time operation. The State's Attorney must be able to explain the need for an increased level of support. It is suggested that he begin at once to gather statistics for use in this presentation to the County Board.

The State's Attorney currently enjoys good relations with both the police and the community. In order to maintain and enhance these relations, it is the recommendation of the team that the State's Attorney continue the in-service training programs for police officers and also develop a formalized training program for the St. Mary's County police community which includes the introduction of a police training bulletin for dissemination to individual police departments and the development of a series of cross-disciplinary seminars.

There are several ways in which the State's Attorney could become more active in the community. It is recommended that he pursue the formation of a citizens advisory council to act as an information clearinghouse for the development of county-wide criminal justice programs. If possible, it would be advised that the office remain open on Saturday morning or one night per week for the purpose of handling citizen complaints. The State's Attorney should also consider instituting a series of weekly or monthly newspaper articles for distribution to the county newspaper.

Currently, the State's Attorney in St. Mary's County does not review charges before they are brought against a defendant in court. The Technical Assistance team recommends that the State's Attorney establish procedures for an earlier case assessment. It is recommended that he delegate one assistant to perform the reviewing function.

Statistics are very useful to the State's Attorney for a number of reasons. They can assist in allocating resources, predicting the need for additional resources and managing the caseload in the 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 C 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.

It is also recommended that a system for case tracking be used involving two index cards, as explained in Section F of the report. Examples of these cards are attached as Appendix D. It is also suggested that as the caseload become larger, new arrangements will have to be made concerning storage of files.

The State's Attorney should immediately assess the tasks performed by his office and consider transferring those that could be better performed by another segment of the criminal justice system or governmental agency. For example, the police should be required to deliver their reports to the office, rather than making it the responsibility of the State's Attorney's office to secure these reports.

The flow of visitors through the office should be restricted by means of a physical barrier or the use of a receptionist to announce visitors and see that they do not wander about the office unrestricted.

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

APPENDIX A

## RESUME

PAUL WARREN WHIPPLE  
3619 Everett St., N.W.  
Washington, D.C. 20008  
(202) 966-3535

### 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.

Robert C. Robillard, Jr.  
1700 Clifton Avenue  
Lansing, Michigan 48910

TELEPHONE: (HOME) 372-5218  
(OFFICE) 373-6541

PERSONAL: Date of Birth . . . 11/12/43 Married  
Height . . . . . 6' Excellent Health  
Weight . . . . . 200

EDUCATION:

1960 David MacKenzie High School, Detroit, Michigan  
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)

EMPLOYMENT:

JAN., 1979 TO PRESENT  
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

MANAGEMENT MANUALS

1. Drucker, Peter F., Managing for Results, New York: Harper & Row, 1964;
2. National District Attorneys Association. Management of the Prosecutor's Office: A Reference Manual. Chicago: National District Attorney's Association, 1978.
3. Raia, Anthony P., Managing by Objectives, Glenview, Illinois: Scott, Foresman and Company, 1974;
4. Schleh, Edward C., Management by Results, New York: McGraw-Hill, 1969;

APPENDIX C













APPENDIX D

