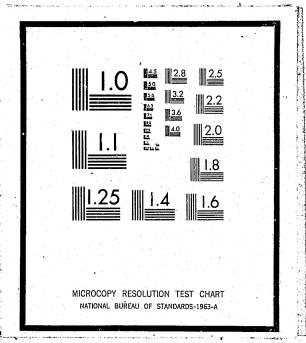
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U.S. DEPARTMENT OF JUSTICE LAW ENFORCEMENT ASSISTANCE ADMINISTRATION NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE WASHINGTON, D.C. 20531

FINAL REPORT

PREPARED APRIL, 1973

LAW AND JUSTICE GRANT NO. 530

SPOKANE COUNTY PROSECUTING ATTORNEY'S OFFICE

AUTOMATED CRIMINAL RECORDS INDEXING SYSTEM:

EVALUATION OF PROTOTYPE MANUAL SYSTEM

INTERIM DEVELOPMENT REPORT - AUTOMATED SYSTEM

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CREDITS

This project has been materially aided by several other similar or related projects, either through personal contact, or by receipt of information about the other projects. These include:

TIEPIN (The Inland Empire Police Information Network)
Spokane City-County JAIL BOOKING AND REPORTING SYSTEM
SPOKANE COUNTY DISTRICT COURTS PROJECT

P. C. C. S. (PROSECUTOR'S CASE CONTROL SYSTEM)
Snohomish County Prosecuting Attorney's Office

M. I. S. K. (MANAGEMENT INFORMATION SYSTEM KING)
Superior Courts of King County, Washington
and

King County Prosecuting Attorney's Office
PROMIS (PROSECUTOR'S MANAGEMENT INFORMATION SYSTEM)
U. S. Attorney's Office for the District of Columbia
CRIMINAL JUSTICE INFORMATION SUBSYSTEM
Office of Research,

Department of Social and Health Services State of Washington COURTS OF PHILADELPHIA

The Prosecuting Attorneys of the following counties in the State of Washington have aided this project by a review of the Prototype system, PACE (manual):

Hon. Jay Roy Jones, Asotin County Hon. S. Brooke Taylor, Callam County

Hon. Granville Eagen, Ferry County

Hon. Paul Clauson, Grant County

Dave Boerner, Deputy, King County, Hon. Christopher Baily, Prosecutor

Hon. Ronald C. Hendry, Pierce County

Michael C. Redman, Deputy, San Juan County

Hon. Phil Ferris, Whitman County (presently a Superior Court Judge in Whitman County)

The National Center for Prosecution Management has kindly commented on the project results, and offered suggestions, as well as providing referrals to other similar projects.

The National College of District Attorneys distributed 100 copies of the earlier documentation of this project to District Attorneys and Prosecuting Attorneys from the various States at a seminar on management of the Prosecutor's Office.

The advice and co-operation from several local Criminal Justice agencies freely given to aid this project:

Spokane County Clerk
Spokane City Police
Spokane City Prosecuting Attorney
Spokane Municipal Courts
Spokane County District Courts
Spokane County Superior Courts
Office of the Public Defender
State of Washington, Department of Social and Health
Services, Adult Probation and Parole Office

INTRODUCTION

This report is an interim report on a project to develop an Automated Criminal Records Indexing System.

The earliest phase of this project was conducted under Law and Justice Grant No. 481. These study results are reported in the FINAL REPORT for that grant, entitled:

AN ADMINISTRATIVE AND MANAGEMENT STUDY OF THE OFFICE
OF THE PROSECUTING ATTORNEY AND THE DEVELOPMENT OF
A CASE INDEXING, STATUS, HISTORY, AND MANAGEMENT
REPORTING PROCEDURE

The operational details of the system developed in the earlier phases of the project are documented in the manual entitled:

PACE (Prosecuting Attorney's Case-track Evaluation Procedure)
Systems Manual

This manual was prepared to aid offices that wish to evaluate or implement an inexpensive method of case indexing and retrieval, with or without management information reports to aid the Prosecutor in the allocation of cases, and general office management.

This report will cover the period since the publication of the two previously published reports, discussing changes to PACE (manual), evaluation of PACE (manual), and the progress to date on PACE-AUTO.

II

SUMMARY

System is at present about 50% complete. The early study phases were begun under Grant 481. Under Grant No. 530, feasibility and cost justification were established, the system was designed, and programming was started. The project is to continue under a new grant. We expect that the PACE-AUTO system will be available for demonstration in early 1974, with some features installed in the second quarter of 1974.

After the general design of the "Automated" version was laid out, a manual version, PACE (manual), was designed and installed, with the added feature of furnishing monthly management control information. The manual system was then documented fully enough that it could be installed, or modified and installed in other Prosecutor's Offices. We understand that 6 or 7 other offices have installed PACE (manual).

This report, although a "Final Report" on Grant 530, is actually an interim report on the project. In the material to follow, we will describe some changes to PACE (manual), and outline some of the aspects of PACE-AUTO that make this system, as an addition to TIEPIN (The Inland Empire Police Information Network), a step towards a truly multi-agency Criminal Justice Information System, and make some comments that may be helpful to similar projects.

GOALS AND OBJECTIVES OF THE PROJECT

The goal of this project is information - timely, accurate information, accessible to those members of the local Criminal Justice System who need it. Each of the agencies involved in the Criminal Justice System has a role in the processing of crimes, people, and charges. Each agency has a specific role to play in the processing. One of the most frequent causes of excessive delay or incorrect processing is the lack of timely, correct information regarding the action taken in another agency.

In Spokane County, prior to the start of this project, The Inland Empire Police Information Network (TIEPIN), a computer-based police records indexing and information system, was operationally furnishing information to Courts and Prosecutors regarding Prior Arrest Histories. Since much of the information required to perform the Case Indexing function in the Spokane County Prosecuting Attorney's Office is in common with information already present on the computerized files of TIEPIN, and the TIEPIN system already made this information selectively available to the police and jail through on-line computer terminals, and to several other "users" through printed reports, a clear method for helping to communicate information among agencies would be to add the Prosecutor's Case Indexing and History functions on to the already existing TIEPIN system.

A computer-based Case Indexing System will benefit the Prosecutor's Office by permitting it to analyze the results of each month's activities leading to improvements in office management techniques, continuously monitor the cases pending in the office to assure that they are being processed with due dispatch, compile the statistics necessary to prepare annual summaries and by reducing the number of interruptions of the work of the Prosecutor's staff due to inquiries from other agencies about case status and court dates.

Information presently being recorded in the Prosecutor's manual indexing files, regarding cases, crimes, names, and dates is in common with the similar information in daily use in other agencies. In many cases, the same information is redundantly recopied into the files of each agency – at a high risk of error or inaccuracy, as well as the implicit delay and redundant effort. To the extent that this common requirement for prompt, accurate information by several agencies can be supplied from the files of the Prosecutor's Case Indexing and History system, this system will benefit the Jail, Police Records, Patrol,

Detectives, and Court Records, and other agencies that may in the future decide to share in the common pool of information.

Specifically, this project is to demonstrate the feasibility of converting the Case Indexing procedures from a manual basis to a computer-assisted basis, and be able to interrelate the information with that of the existing Law Enforcement System, and with the existing records of the Department of Institutions. The indexing method selected

is to be capable of application in either a manual or automated system.

A feature of the system is to be the ability to instantaneously identify repeat offenders, making this information available over a wide geographic area. The system is to be capable of the rapid dispersal of Warrant information to outlying areas. Thus the system is to be able to furnish operational information to criminal justice agencies within Eastern Washington, and eventually interface with NCIC/CCH, and with State Level Criminal Justice Information Systems in this state or others.

III

ACCOMPLISHMENTS

During the period of this grant, the feasibility of an "automated"

Prosecutor's Case Indexing System to meet the above criteria has been established. A manual version, named "PACE (manual)" (for Prosecuting Attorney's Case-tracking and Evaluation procedure) was successfully implemented in the office of the Spokane County Prosecuting Attorney.

Ancillary to the development of the manual Indexing and Information system, several changes to forms and procedures were undertaken to improve the communications among the local criminal justice agencies.

In this manner, not only are the records of the Prosecutor now interrelated more closely with those of the other agencies than formerly, but the demonstrated tendency of the information to be misinterpreted by the

receiving agency has been at least partially corrected by supplying on court orders which are typed in the Prosecutor's Office the key information required to relate those documents to the automated files in the Police Central Records.

In addition to replacing the formerly used manual indexing system, PACE(manual) is capable of generating monthly management information reports for the use of the Deputy Prosecutors, Chief Deputies, and Prosecutor to help allocate work, detect sources of delay, and evaluate the overall effectiveness of the office. The reports also give rudimentary information that can help to evaluate the quality of the work of the Trial Deputies.

Based on the success of the PACE (manual) system in our office, the key management reports are now being conied for the use of the individual Trial Deputies. These individuals have used this information to compare their own effectiveness and case-load with others in the office. As a result, some improved techniques of handling the case-load have been developed and communicated among the Deputies.

Several other Prosecutor's Offices, both in the State of Washington, or in other states have installed, or are installing, the PACE system.

An exact count of the number of installations is not possible, as the "PACE (manual) Systems Manual" and the "Final Report" on LJPO Grant No. 481 are complete enough that the system can be installed, or modified and installed in another office without the help of a Systems Analyst. Over 150 copies of the documentation have been sent out to

interested parties for their use, including the National Center for Prosecution Management, and the National College of District Attorneys.

In relation to the original project goal of developing a feasible automated solution, and documenting a similar solution for manual use, it is felt that the tested and proven PACE (manual), with its additional Management Information features significantly overachieves the stated objectives of the project for a manual Case Indexing System.

The feasibility of the automated indexing system has been established. In addition, methods of implementation have been specified, and are now being programmed into the TIEPIN system that will not only achieve the original goals, including improved management information, but will truly be a shared interagency system. PACE-AUTO will share with TIEPIN the presently used Name and Alias file. This feature will offer a never before achieved ability for the agencies of a local Criminal Justice System to each validate the information of the other, especially addressing the accuracy with which new arrests, reports, cases, and convictions are added to the correct defendant's records. With this basic organization, the police records associated with a particular individual are associated with the same Name Record as are the Booking Records generated by the new Jail Booking System, as will be the

The integration of information goes even farther, in that the PACE system is being programmed to share the "Arrest Records" presently in TIEPIN. This will provide a new standardization of "Crime Names",

verified by the Prosecutor's input of the RCW number. As a result, those lapses of communication heretofore the result of a crime being known by different names to the Police and the Prosecutor will be eliminated. Furthermore, PACE-AUTO will, after verifying that the Arrest Record specifies the correct charge, associate it with the Case Index Record, in such a manner that, from an Arrest Record for a felony or serious misdemeanor, the Case Number of the associated Case Index Record will be available. Likewise, from the Case Index Record, the Arrest Report records will automatically be available. In this manner, we have not only designed an Offender-Based Tracking System, with Computerized Criminal History Files, but also the ability to forward track or back track a case from the Prosecutor's Office to the courts, or the Prosecutor's Office to the original complaint or incident report. The inherent abilities of the TIEPIN name file, together with information in the Prosecutor's Case Index File, give us the capability to interrelate, on an automated basis, with the State Level Computerized Criminal History Files, and the State Institutions Department files, via the State Master System that is now under development.

The PACE-AUTO system is also designed to interrelate with the District Court Sentence Recording System and Traffic Case Indexing System that are now under development. This feature will make the particulars of each District Court Disposition available to the Prosecutor and all other agencies with terminals immediately upon entry by the Court. Furthermore, since the PACE-AUTO system will record Superior Court

Sentences in a compatible format, the Superior Court information will be available to the District Courts, as well as the other agencies.

IV

METHODS

Methods used in the Project have varied from the original plan, in part because the present grant was started at a much later date than originally planned. As a result, the District Court Project was well under way when this Project started, and the installation of the PACE (manual) System was accomplished wholly by the Systems Analyst, as the Legal Intern from Grant 481 was no longer available at installation time. The benefits of the 481 Grant were fully felt by the Analyst, and are still being felt, as the Legal Intern was instrumental in assuring that the Analyst quickly gained an accurate and complete understanding of the Law, the Criminal Justice System, and the operations of the Prosecutor's Office. The knowledge, training, and experience of the Legal Intern proved of great value during the definition of the Management Reports, and the design of the manual system. Mr. Henry also aided the design of the automated system, primarily by assuring that the correct items of information were provided for.

As Mr. Henry is presently a Deputy Prosecutor, he still contributes, on occasion to the PACE-AUTO system, but the primary source of informa-

tion has shifted to the Prosecutor and Chief Criminal Deputy, as Mr. Henry became busy with his own case-load, and the Analyst became more knowledgeable.

After the installation of the manual system, the general design of the automated version was re-opened, and the remaining details were ironed out. During this period, the specific methods of interrelation of information elements, and sharing conventions between the Law Enforcement, Jail, Court, and Prosecutor's parts of the total system were perfected. The design was then documented for the review of the Prosecutor, Chief Criminal Deputy, and key personnel in other agencies. A key element of the design of the records at this point was the provision for storing, in coded form, the reasons for the actions taken in the processing of a case. An effort was made to define and implement a set of reasons that will be statistically significant for future use by research type programs that are trying to determine the relationship between the handling of present cases, and future involvement of the defendant with the criminal justice system. In this area, the Systems Analyst drew heavily on the work of other similar projects, especially the PROMIS system.

Special credit for the accomplishments to date must be given to the members of the Spokane City Police Department, Spokane County Sheriff's Office, District Court Clerk's Office, County Clerk's Office, Spokane City Prosecuting Attorney's Office, the office of the Public Defender, and the staff of the Spokane City County Jail for their contributions and suggestions, but most especially, for the willingness and ability of all parties to

see the value of shared information, and improved communications and co-ordination. Each of these offices has given freely of their time, and indicated a willingness to change - without which this project may well not have been feasible. Had it not been for the excellent attitudes encountered, most assuredly, the resulting system, if any, would not have nearly the interagency impact envisioned for the present design, and would most assuredly have been more expensive to operate, as less of the information could have been shared.

1

PACE (manual)

A. Changes to PACE (manual):

Some minor revisions to the manual system have been made. Two blank sheets have been added to the bi-monthly FULL PENDING CASE LIST to allow the Deputy Prosecutors to keep the list up to date by adding all newly arrested cases (examples in Appendix B). A revision to the procedures for handling Probation Revocation Cases was made in a reaction to the Supreme Court ruling that persons jailed for a probation violation must be given a prompt hearing (Appendix A). This change was merely to retrieve the Case Index Card from the Closed File immediately upon notification of arrest, and placing it in the PENDING FILE under PENDING PRELIMINARY HEARING. In addition, a weekly review of these "Pending Probation

Hearing" cases was specified to assure that the rights of the defendant to a prompt hearing were observed.

For ease of use, the form of the Dispositions Report has been changed from a two page report to one page. Family Department Cases are now reported in one column of the report. One line in the Superior Court Dispositions section has been assigned for use to record Superior Court Probation Revocation Hearings. We no longer differentiate by the result of the Hearing, and interpret the figure as approximately equal, in work required, to a guilty plea to a Grand Larceny or Robbery charge.

The Monthly New Case Filings Report has been changed. The columns previously used to show the agency or complainant from which the case came to us have been discontinued on the Monthly Report. That information is useful primarily for planning, and is available from the Case Log, from which the New Case Filings Report is prepared. Those columns are now used to show the Filings by the Family Department, and by the new Felony Deputy Prosecutors.

To facilitate the work of the Prosecutor and Chief Deputy in making comparisons with prior months, a graph of each of the three reports is now being updated monthly, showing the number of cases on the ordinate and the months on the abscissa. Since the abscissa was laid out the long way of the paper, we can post the monthly total volumes for about $2\frac{1}{2}$ years on the same graph.

B. PACE (manual) Post-implementation Evaluation:

In setting the design objectives for PACE (manual), the system was to perform with no increase in cost over the old card indexing system. The reason for this requirement is that PACE (manual) required two cards per case, as opposed to one in the old system, to enable the rapid preparation of a pending case list each month, and the monthly Management Information Reports. The two card system required a bit longer to update as new events were posted, and required that the "status" of the case be updated with each new posting. Estimates of the extent of increase were prepared, and the estimated monthly increase was estimated. This increased "cost of operation" was then compared with the estimated savings permitted by the preparation of the Pending Case List of Felonies Ready for Setting on a "Xerox" type copier under PACE (manual), as opposed to typing, and retrieving the cards as required under the older method. The estimated savings exceeded the estimated cost in an amount greater than the cost of preparing a Pending Case List each month, and preparing the Monthly Management Reports. One of the factors to be measured is the current cost of operating the PACE (manual) System as compared to the older "single card" system.

For readers who are not familiar with the operation of the Spokane County Prosecutor's Office, it is necessary to comment at this point that the card system that was replaced by PACE (manual) was installed in 1959 as a replacement for the "Docket Books", which were bound thirty pound ledgers into which the case status and history information was transcribed.

The single card system proved itself much more convenient and economical than the old books, as the cards are easier to update, file, and retrieve, as they are stored in either "Pending" or "Closed" files alphabetically by name. This fact gave the single card system an additional advantage over the "Books" in that the process of checking for prior offenses was much simpler. The single card system had so many advantages over the older system that most of the "history" cases were transcribed onto cards. Keeping in mind that we are comparing the cost of operating a single card system that is already very efficient with a two card system, that is inherently less efficient to update, but is much more efficient in its ability to generate Pending Case Lists (the Status and History Cards are stored by Deputy, with each Deputy's Pending Case Cards subdivided by status) and its ability to generate Management Information Reports to tabulate the activities of each Deputy and the office as a whole, we can proceed with the comparison of the efficiency of operation of the two card PACE (manual) system with the older single card system.

As expected, it takes longer to post new events under PACE (manual), as the new status must be recorded on the Alphabetic Index Card, and the event posted to the Status Card. As expected there was little error in refiling the Status Cards by the new Case Status, owing primarily to the training given to the secretaries so that they understand the meaning and purpose of the 'status category' classifications. The Pending Case Lists are actually taking a little less time to prepare than estimated. The Pending Case Lists are now being prepared for the Family Department,

and for Misdemeanor and Traffic Appeals to the Superior Courts in addition to the lists for the Felony Deputies. The cost of preparing the monthly Management Information Reports from the Status Cards is running about as estimated. Due to some external factors that cannot be completely isolated, it cannot accurately be determined the extent to which the process of updating the cards takes longer than on the older system, but to the best we can show, the overall cost of operation of PACE (manual) is about equal to the overall cost of the older system.

As a result, the PACE (manual) System is now providing over twice the volume in Pending Case Lists, and monthly Management Information Reports with no measurable increase in the cost of operation, other than use of the Xerox and printing of the forms, which are insignificant compared to the cost of personnel.

The monthly Management Information Reports have proven to be much more valuable than even the optimistic Systems Analyst expected. Not only have the reports shown, for the first time, the extent to which the Pending Cases were not evenly distributed among the Felony Deputies, but when the Pending Case Status Report is used together with the Disposition Report and New Case Filings Report, it can quickly be seen whether the excessive backlog in a Deputy's cases is the result of an increase in new cases, or reduced dispositions. Concurrently, the Dispositions Report has proven effective in giving the Manager a reasonably concise and accurate representation of the amount of work involved in each Deputy's dispositions, in that trials are shown separately from pleas.

When a problem in the distribution of the backlog of cases has been determined, a re-tabulation of the Filings Reports from the immediately preceding months by type of crime for that overloaded Deputy can provide information of any necessary adjustments to the new case assignment method to help keep the case-load equitably distributed.

By comparison with prior months' reports, the Management Information System can provide the Manager with answers as to whether the effectiveness of the Deputies and the office is increasing or decreasing, and he knows much more rapidly than ever before when the volume is increasing to the extent that additional staffing is indicated, and has the figures to back up his contention. Since the Dispositions Report separates trials from pleas, and plea as charged from pleas to a lesser charge, it can be determined whether increased volume or throughput is degrading the 'vigor of the prosecution'. In addition, the availability of the classified volumes has proven very helpful for planning. The historical information from the PACE management reports was used as input to the planning for EXPO-74.

In PACE (manual), the provision for a "FULL PENDING CASE LIST", which is replaced bi-monthly by a revised list has proven to be effective, especially in that it displaced an onerous clerical task heretofore the responsibility of the Deputy Prosecutors. Previously, most of the Deputies maintained their own list of cases by adding each new case that they filed. They occasionally forgot to add a case, resulting in a risk of unplanned delay. In addition, since the resultant case list

contained both active and inactive cases (the latter being primarily cases in which the defendant had never been arrested) the Deputy's case lists soon became very long, and difficult to use, as cases that were disposed of were marked out on the old list. Bi-monthly generation of a Full list, classified by status has displaced this old list, and is much more concise and usable. The accuracy of the current system is thought to be superior to the old in respect to the Pending Case List, but this cannot be proven.

On the months when the "Full" pending case list is not prepared, a special list, by Deputy, of all felonies eligible for setting is prepared, to allow the Deputy to focus his attention on preparing for "Setting Day". This list is prepared in duplicate, to allow the Chief Criminal Deputy to review the decisions made on a case by case basis. This list is a direct replacement of the list prepared under the old system, and has proven to work equally well.

After several months of operation of PACE (manual), after several reviews of the Management Reports with the Deputies in the weekly staff meeting, it was decided to prepare copies of the Case Status and Dispositions Report for each of the Felony Deputies. This very wise decision on the part of the Prosecuting Attorney has had a positive effect on both morale and throughput.

Keeping in mind that the Deputies were, at the time they first started to receive the Management Reports, acutely aware of what the reports mean, and how they are used, because the Prosecutor had taken several hours in staff meetings during the preceeding months to present the results,

interpret them, and show how the reports are used, when the Deputies began receiving the reports, they were already aware that allowances are made in allocating backlog to accommodate the relative difficulty of different Status Categories, and how these related to their own methods of case-load management. As a result, the Deputies, several of whom had always felt that they were the most overworked, and most productive Deputy in the office, came to find out that the workload was becoming more equitably distributed each month, and learned that the other Deputies were also carrying a heavy load. In addition, some of the Deputies discovered that one particular Deputy had been able to dispose of a much larger volume of cases than they. The case-management technique that that Deputy had been using was subsequently copied by the others, and improved upon by one other Deputy, giving rise to a second iteration of improvement in the throughput of the office.

This experience, with the proven result in increased efficiency has firmly established that the Management Information Reports are valid, in that the information contained therein has been used for decision making not only by Management, but by the Felony Deputies themselves, in both cases with the desired result achieved.

In another incident, a situation was noted from the comparison of several months' Case Status Reports, and confirmed by direct observation, that cases were tending to be subjected to excessive delay in one of the processes specifically documented in the Case Status Report. Remedial action was taken, and the problem was resolved.

To summarize the value of the Management Information, the Prosecutor, Chief Criminal Deputy, and the Felony Deputies have agreed that they definitely would not consider going back to the old ways. Based on the increased efficiencies already achieved, it is estimated, conservatively, that the value of the Management Information Reports and Pending Case Lists is in the range of \$500 to \$1,000 per month. Since the estimates are based upon a period of transition from no information to a tentative (at the early times, unproven system to be used only with caution), some of the savings that have accrued may be one time. It is believed, however, with due consideration to the turn-over of Trial Deputies, and constant need to train new ones, and the fact that changes in other parts of the local Criminal Justice System and the local environment in which it operates are continuously being made, that the value of the Management Information will continue at about this level, by allowing the Prosecutor to rapidly detect and react to problems as they arise. The estimate of \$500 to \$1,000 per month does not take into consideration the values that are thought to accrue to the County in prevention of crime to the extent that cases rapidly and accurately prosecuted are thought to be a deterrent. These values, to the extent that they can be measured, can be added to the above estimates.

Information from the Management Reports is also valuable for documenting the changes in volume, case-load, and disposition rate for use in planning. These values have not been estimated. An accurate, monthly depiction of the flows and volumes can help establish or defend

the need for additional staffing as a result of present or anticipated changes in crime rate, or crime-mix.

VI

RECOMMENDATIONS FOR OTHERS CONSIDERING SIMILAR PROJECTS

A systems development project is like a trial, in that the pre-trial work is of prime importance in determining the outcome. Just as anything overlooked by, or not known to the Prosecutor will often result in a lost case, so will anything not known to, or misinterpreted by the Systems Analyst result in a complete or partial failure of the result of his work. In this project, the study of the Prosecutor's Office to determine what was needed, what was wanted, and to go further, understand fully how the Deputy Prosecutors do their job, and manage their case-loads, and fully understand the factors that can affect the Prosecutor's Office was essential to being able to determine what data is relevant for decision making, and how it should be manipulated and presented to provide information.

This process was greatly aided in this project by the fact that the Project budgeted 10% of the Prosecutor's time, and 10% of the time of each Deputy and each of the Secretaries for the use of the Project Team—which has been used in gathering information, discussing with more than one attorney or secretary, the alternatives, or value of various features,

and in the preparation of documentation, forms, and training time for the attorneys, interns, and secretaries. The fact that a law student, with nearly two years experience in the Prosecutor's Office, and in his Senior Year of law school was available full time to acquaint the Analyst with the methods, procedures, terminology, and to guide the Analyst to those factors in the operations of agencies other than the Prosecutor's Office that directly or indirectly influence the operations of the Prosecutor's Office was an extremely valuable approach, as the full time attention of a person who knows his way around not only improved the accuracy of the understanding of the Systems Analyst, but also gave the Legal Intern a vested interest in, and joint responsibility for the results. This, in combination with the fact that the Intern was full time - his mind was not preoccupied with the press of business - enabled the Intern to directly contribute to the design of both the Automated and Manual versions. The fact that the particular intern used had been responsible for management prior to law school, and had participated in planning and cost justification of changes to a system made Mr. Henry especially invaluable as a foil off which the Systems Analyst could bounce half-baked ideas, and preliminary design alternatives. A wise decision to allocate roles, where the two functioned as a team to specify a design, then the Intern would shift to a "devil's advocate" role, while the Systems Analyst assumed the role of advocate of the currently being evaluated alternative has proven its merit by the fact that no fundamental changes to the PACE (manual) system have been required.

Evaluating this project, related to many other projects previously managed or performed by this Systems Analyst, I feel that I can truly say that the success of the PACE (manual) system is due primarily to the efforts of the Legal Intern, Mr. W. (Chuck) Henry. Mr. Henry was serious and dedicated enough to take the patience required to following the meanderings of the Analyst's mind, and dedicated and objective enough to refrain from letting personal feelings or preferences stand in the way of an objective search for the best possible method. This rather strong statement is not to diminish the value of the contributions of the Prosecutor, Chief Deputies, Trial Deputies, Secretaries, and members of the staffs of other agencies, but is explained here for the purpose of documenting the extent to which the fully dedicated efforts of a knowledgeable professional have aided this project to develop methods of reducing the data of daily business into meaningful information reports where straight numerical counts are meaningless, because the items counted (cases) are unique and individual.

The second major point is that it is essential to direct the attention of the Systems Analyst to the interrelationship of the work of the Prosecutor's Office with all other Criminal Justice Agencies. The reason for this requirement is that unless the Systems Analyst fully understands how the Prosecutor's Office affects and is affected by all other agencies, changes made to the internal procedures of the Prosecutor's Office may have disastrous secondary effects in other agencies. Inadequate understanding of the Systems Analyst of the role of the Prosecutor in the Criminal Justice

System, and the interrelationships that exist, including the details of how information is transmitted among agencies will also likely result in incomplete or unreliable Management Information Reports. The fact that the Law Enforcement Agencies in Spokane County had already implemented TIEPIN, and have not only a Systems Analyst, but other knowledgeable staff officers that helped to design TIEPIN, and currently are at work operating and improving the system was of immeasurable assistance to this project, as is the fact of a concurrent study of the District Court being conducted by another Systems Analyst. Backing up the Systems Analysts, and covering the interrelationships with agencies that have not yet been studied, this Analyst took the time to discuss the operations of the Superior Courts, Office of Probation and Parole, etc. with members of those agencies. Knowledge of the interrelationships presently effective or actually needed, but not currently implemented has enabled the Systems Analyst to specify a design that he hopes will prove to be easily adaptable in the future, if and when additional new applications are to be added, as well as assuring that harmful side effects of our work for the Prosecutor are eliminated or minimized.

In this project, the fact that the Prosecuting Attorney, the Chief Deputies, and some of the senior Trial Deputies each had several years experience in the Prosecutor's Office, and were thus fully aware of the interrelationships has made these people exceptionally valuable in that they, in each instance, knew enough, or took the time to find out enough about who really needs what information, and how it is supposed to be

transmitted, to be able to give the needed project supervision to assure that neither major oversights or over-remedies to small or non-existent problems result.

Because the problems of the Criminal Justice System, the needs for control and accuracy, the needs for data security, and the needs for Management Information are substantially different from those encountered in private business, as is the type of information to be processed, this Systems Analyst would suggest that either an Analyst with many years experience, in a variety of businesses, in different industries, or a beginner with little prior experience would likely prove better than a Systems Analyst with few projects, or similar projects in his background. In either case, this Analyst would suggest either the use of a full time, experienced professional in addition to the Analyst, or the provision for a heavily experienced professional with a very light work-load. If neither can be provided, count on quite a number of interruptions of your work day, and plan for an extremely long study period. These comments are relevant at this time, as there was found to be precious little information available concerning other similar projects. Another possible alternative that could be successful would be to plan for a number of 3 to 5 day visits to other jurisdictions that are performing similar projects, or have installed similar projects. The key problem about which this Analyst is concerned is a method of assuring that the Analyst knows about all the bases that must be covered.

This Systems Analyst would like to make one further comment relative to the planning. The PACE-AUTO system is a highly complicated technical morass of Police-generated, Court-generated, Jail-generated, and Prosecutor-generated data. On-line, terminal oriented systems are technically quite difficult to program and maintain. On-line systems are also much more difficult to design than either manual or "batch" (non-terminal oriented systems). For these, and other reasons, this Analyst would recommend that either a jazzed up manual system, or a batch-type automated system like that in Snohomish County Washington, or Washington D.C. be implemented and fully operational before attempting to go to an on-line system.

In this project, the go ahead to implement PACE-AUTO as an on-line system would not have been recommended by the Systems Analyst unless PACE (manual) had proven successful. Furthermore, the Systems Analyst would never have attempted to specify that this system share files with TIEPIN unless he had the previous experience in other similar systems.

The reason for these cautionary comments is that the job of developing a system capable of satisfying the Prosecutor's information needs is complicated enough without going into the special design precautions of choosing an on-line support program that is capable of the job, and also fully checking out the design of the programs that do the job to assure that they will operate with sufficient speed to assure that the Prosecutor and other agencies will be able to do all of today's work today. Mr. James Martin, in his book "Design of Real-Time Computer Systems"

and his other books, and Mr. Robert Head in "Design of Real-Time Systems" both do a very adequate job of documenting the consequences of developing a "real-time" system without adequately designing for the differences between a real-time and a batch type system. These consequences, as these gentlemen so ably show, not only result in a very high failure rate of terminal oriented systems, but also usually result in a very serious, sometimes catastrophic disruption of the business that the system was designed to serve.

Once your Systems Analyst or Project Team has implemented and operated a satisfactory batch processing system, and you are considering going to an on-line, terminal oriented system, this Analyst would recomment that either you adapt an already operational system to your requirements, or you send your Systems Analyst to IBM's Systems Research Institute courses on how to design for a real-time application, or other equivalent schooling.

It should be noted that the TIEPIN Systems Analyst satisfactorily completed this course among others, and that the Systems Analyst responsible for PACE-AUTO had studied the same material as used in this course, and had been responsible on five previous real-time systems.

It should further be noted that the design of a system where common files of information are to be shared by several "user" terminals, or by several "user" departments or agencies is also more difficult than a normal "batch" processing system. Thus, in a project like this one, we are confronting not only the difficulties of making sure that the programs do

the job for the Prosecutor, but also that they will operate fast enough to be useful, and that the other agencies that also share in the information files will not be adversely affected by the Prosecutor's System, or the Prosecutor's System be adversely affected by those other users.

APPENDIX A

The following procedure was not implemented, as the Washington State Department of Social and Health Services, on the advice of the Washington State Attorney General's Office, set down a ruling prohibiting Probation and Parole Officers from acting as a "Hearing Officer".

SPOKANE COUNTY PROSECUTING ATTORNEY'S OFFICE OFFICE PROCEDURE FOR PROBATION REVOCATION CASES

<u>PURPOSE</u>: A change in our method of indexing Probation Revocation cases is required by virtue of a newly implemented procedure for a "Preliminary Hearing" on Probation Revocation.

This procedure will briefly describe the new methods, as background information, followed by the specific changes required in our Indexing Procedures.

BACKGROUND: In Morrissey v. Brewer, it was ruled that a probationer, when jailed for a suspected violation of the terms of his probation has a right to a "Preliminary Hearing" promptly, to determine whether there is sufficient cause to hold him for a full hearing. Under the case, the preliminary hearing may be conducted by a "fellow probation officer".

In Spokane County, the probation officer asks the law enforcement to arrest and jail via a "Request to Apprehend and Detain" generated by the Parole and Probation Office. When the party is apprehended, the Parole and Probation Office will have a 24 hour period within which to supply an "Order to Detain" generated by the Parole and Probation Office, authorizing the jail to hold. Otherwise, the jail has a blanket instruction to release the defendant if the "Order" is not received within 24 hours,

unless the party is held on other charges. The probation officer will also be responsible for visiting the jailed party to advise him of his rights. The jail has agreed to advise the Parole and Probation Office of all apprehensions to give that office adequate time to prepare the order.

After the "Order to Detain" and advising of rights, the next event is a "Preliminary Hearing" to determine "probable cause to hold", which is to be scheduled for not later than fifteen (15) days after apprehension, unless waived. The jail has agreed to provide a daily list of any and all persons held on "Order to Detain - Probation" who have not had the "Preliminary Hearing" within 15 days of apprehension.

After the "Preliminary Hearing", the "Hearing Officer" will report the results to the jail, and in writing. The jail will update their "Booking Records" to indicate that the "Preliminary Hearing" was held. As a result of the hearing, the defendant may be held or released.

To advise the Prosecutor and Parole and Probation Office of any defendants held in jail after the preliminary hearing (or waiver), pending probation revocation hearing, the jail will prepare a weekly list of these persons, showing name, charges, date of apprehension, and the current status, as a minimum. It is hoped that the jail will obviously indicate, on this list, any "cases" over 60 days from apprehension. This list will be delivered together with the present weekly Felon list.

CHANGE TO PROSECUTOR'S INDEXING PROCEDURES: Because there is always the risk of error in procedures involving several agencies, and we wish to take every reasonable precaution to avoid jeopardizing the rights of a citizen, this office wishes to develop a parallel procedure, in addition to the above, to help assure the prompt handling of these cases.

When we become aware of a Probation Violation arrest (either from the Parole and Probation Office, or from the daily jail booking list), we are to retrieve the defendant's index card from the closed file, and file the card in the Pending Case Tub File. At this time, it will be necessary to prepare a small alphabetic index card for the Alpha File. Note the case in the "log book" so it can be counted in the Monthly Filings Report.

The "Status" cards for Probation Revocation Hearing cases are to be filed in the status category "Pending Preliminary Hearing" until the final Probation Revocation Hearing is held. Then the card is to be filed in the Disposed-Pending paperwork section or Disposed section depending on the requirement for a Prosecutor's Statement, Resume, or other post-hearing paperwork.

On the monthly Pending Case Status Report, all Probation Revocation cases will be included in the case-load counts by Deputy. Since these cases are always in the Pending Preliminary Hearing category, and this category is usually not used except for Filiations, the type of case will be readily apparent.

On the Monthly Filings Report, add a new "CRIME LINE" at the end of the report where we can tally the Probation Revocation cases, and include them in each Deputy's workload.

On the Monthly Dispositions Report, we have decided to discontinue the use of Page 2. In the future, enter the Family Department dispositions in a column on Page 1 labeled Family, and change Page 1 by titling the blank line just above "Superior Court Acquittals" as "Probation Revocation Hearings". On this line, tabulate all Probation Revocation cases from the Disposed section, by responsible Deputy. This tabulation will not distinguish the results at the hearing.

OTHER CONSIDERATIONS:

BENCH WARRANTS: The issuance of a Bench Warrant before arrest is not to cause an index card to be placed back in the Pending file for Probation Bench Warrants.

For those cases where a defendant is apprehended on a Bench Warrant for Probation Hearing, it will be difficult for us to detect these from the jail list <u>unless</u> the Bench Warrant says on its face specifically that he is being brought in due to failure to comply with "<u>conditions of probation</u>" or similar wording, and such wording is on the jail list.

For the purpose of the updating of the Status Cards, when a card representing a Probation case is updated to show arrest on a Bench Warrant,

place B/W or other symbol recognizable to the Deputy in or about the "jail status" box where it will show on the Pending Case List.

LOGGING THE OCCURRENCE OR WAIVER OF PROBATION PRELIMINARY

HEARING: A dated entry of the hearing or waiver should be made in the

"Comments" section. No status change need be made. Do mark, in or

above the "Jail Status" box on the Status Card to show the occurrence or

waiver of a Preliminary Hearing. Again, this is for the information of the

Deputy on the Pending Case List.

SPECIAL PENDING CASE LIST: To assure that all Probation cases are moved promptly, a special weekly pending case list will be prepared for each Felony Deputy, listing each case in his Pending Preliminary Hearing category only. This list is required in addition to his regular lists, excepting the week(s) when the Full Pending Case List is printed, when a full display of the Pending Preliminary Hearing cards will be displayed in the "Full List" in lieu of the special list.

APPENDIX B

PENDING CASE LISTS

PURPOSE: To explain the nature and purpose of the two versions of the

Pending Case List, and explain the nature of the Deputy's responsibilities

to assure accuracy and completeness of the lists.

PENDING CASE LIST FOR SETTING DAY: The Pending Case List for

Setting Day is published three (3) weeks prior to each Superior Court

Setting Day. The purpose of this list is to remind each Deputy Prosecutor

of his cases that he may want to set for the next Jury Term. This list

includes all felony cases where the defendant has been arrested, but not

yet tried.

A duplicate copy of each Setting Day list is prepared for the Chief Criminal

Deputy, so that the Chief Deputy will have an identical list to use when

reviewing the setting plans with each Deputy.

The only purpose for this list is to help you plan for Setting Day.

FULL PENDING CASE LIST: The full list is published bi-monthly on the

Friday after Superior Court Setting Day, and the second Friday in May and

June. This list includes all of your cases where the defendant has been

arrested.

The purpose of this list is to provide you with a reminder list of all your

active cases to aid you in planning your work,

ORGANIZATION OF THE LISTS: The lists are both organized by Case

Status Category. These categories are set up to represent the major

benchmarks in case processing. By referring to the appended list of

status categories, you can see that each category is named to indicate

the probable next event (e.g. "Pending Information" indicates a felony

awaiting the decision of whether to reduce or supersede). The cases

within each category are listed alphabetically.

Since Co-Defendants are frequently handled separately, each defendant

will be listed.

DEPUTY'S RESPONSIBILITIES:

Turn in your case file to the secretary responsible for updating the Case

Status cards after each significant event in the case. This is our only

means of updating the case status cards, and moving the card to a new

status category. The secretaries use the status file to answer questions

from the public, police, courts, probation, etc., so the card MUST be

kept up to date. If you fail to turn in the file, the girls may give out

incomplete information, and your next Pending Case List, and Don's

Management Reports will be inaccurate (you will not receive credit for

all your work).

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Advise the secretary of all transfers of cases between Deputies (applies to Felony Deputies only). The secretary will update the card, and transfer the case to the new Deputy. Failure to do so will result in incorrect lists for both Deputies, incorrect Management Reports and inquiries about the case being referred to the wrong Deputy.

Whenever a case is transferred to another Deputy, so indicate on BOTH

Full Pending Case Lists. A blank sheet for entry of new cases and transfers

will be appended to your Full Pending Case List for this purpose.

Check the bulletin board daily. Each day, a Jail List and a copy of the District Court Criminal Docket are posted. Read both to see if there are any new arrests on cases you are responsible for.

Write down each new arrest in your Full Pending Case List on the blank page(s) provided (see example appended).

Check your new Full Pending Case List. When you receive your new Full list, check to see that each new arrest case, and each transfer to or from another Deputy has been done. Report any omissions to the secretary.

Annote major developments on your Full Pending Case List. Extra space has been provided on the list to give you room to make notes to yourself. If a severe error should occur (like someone turns over our card file) your Full Pending Case Lists, with your notes to indicate status changes will provide a method for recreating and validating the card file, and a method

for you to check in detail the new Full Pending Case List.

On receipt of the new Full Pending Case List, review the Pending Information, Pending Setting, and Pending Trial (Superior Court) categories for completeness and accuracy. Report errors to the secretary. Errors in updating the card file may occur due to the rush. You may also find additional cases you want to set, especially new cases and new arrests that occurred since the Setting Day List was published (four weeks previously).

GENERAL COMMENTS:

Status Categories are designed to be meaningful to you on the Pending Case List, and to Don on the Management Reports. Present case status should help remind you what remains to be done on the case, and tell Don roughly what has been accomplished a what remains to be done. Your suggestions for improvement are always welcome.

The Prosecutor and the Chief Criminal Deputy receive three (3) monthly reports.

NEW CASE FILINGS - How many new cases each Deputy signed up.

CASE STATUS - A count of the number of pending cases that each Deputy has in each status category.

DISPOSITIONS

A count of the number of cases disposed of by each Deputy - classified by type of disposition. Cases are counted as Disposed (or closed) only after Sentencing and the Post-sentence paperwork are done, and posted to the cards.

You may look at these reports at any time to see whether your backlog is increasing or decreasing. These reports are kept in Celeste's file.

STATUS CODES AND DEFINITIONS:

For each Deputy 16 status categories will be present - 7 for cases in District Court jurisdiction, 8 for cases in Superior Court jurisdiction, and 1 for cases on appeal to Appellate or Supreme Court, as follows:

DISTRICT COURT:

Not Arrested: Complaint filed, defendant not yet arrested.

Pending Preliminary

Hearing:

Next event to be a Preliminary Hearing.

(Includes all pending probation revocation

hearings.)

Pending Trial: Next event to be District Court trial.

Pending Sentencing: Defendant has been found guilty, but not

sentenced.

Pending Information: Defendant arrested, case to be superseded

by filing Information.

Disposed - Pending

Restitution Schedule:

Case disposed of, restitution schedule

required.

Disposed: Case disposed of, all paperwork completed,

ready for closed file.

SUPERIOR COURT:

Not Arrested: Information filed, Superior Court Warrant

issued, but defendant not yet arrested on

Superior Court Warrant.

Pending Arraignment: Defendant arrested on Superior Court Warrant,

not yet arraigned.

Pending Setting: Plea entered, trial date not yet set.

Pending Trial: Trial date set, trial not yet concluded.

Pending PSI: Trial completed, PSI or Sexual Psychopathy

report ordered.

Pending Sentencing: Trial, PSI, Sexual Psychopathy report

completed, defendant awaiting sentencing.

Disposed - Pending

Prosecutor's Statement or Restitution Schedule:

Case disposed of, except for post-

disposition reports.

Disposed: Case closed. All reports, orders, etc.,

completed.

On Appeal: Cases appealed to Appellate or Supreme

Court, not yet disposed of.

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example of form for adding cases to the pending case list. We prepare the form by copying blank index cards.

APPENDIX C

On the following pages are examples of the monthly "Management Reports" prepared for the Prosecutor.

The changes made to date can be noted and compared to the prior versions. For additional reader interest, the following examples are live reports.

SPOKANE COUNTY PROSECUTING ATTORNEY

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NEW CASE FILINGS Ch. Deputy

Page 1

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SPOKANE COUNTY PROSECUTING ATTORNEY

Case Status Report
for the Month of April, 1973

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Not Arrested		7	16	j			11		24				47	151	184
Pending Prelim. Hearing													5	5	6
Pending Trial					8		1		1				10	2 0	82
Pending Sentencing						1.7			1				1	2	2
Pending Information	6	29	41	99	30	38	66	1	82					393	391
Disposed-pend. Restitut.Sch.			 -		1				1	:			2	. 2	4
Total Cases: Active	6	29	41	99	39	38	67	1	85				17	422	485
Inactive		7	16	/8	17	11	11		24				47	151	184
SUPERIOR COURT: Not Arrested	•	2	•								: "			2	6
Pending Arraignment	2	4	1	3	1		2		2					15	.14
Pending Setting: Misdemeanor	1			1				2						4	14
Felony		9	4		4	3	6		2					29	74
Filiation								1					4	5	12
Pending Trial	1	1	13	22	3	6	8	17	6				1	78	19
Pending PSI, or Sex. Psycho.	2	5	12	10	3	7	13		17					69	38
Pending Sentencing		3		2	1		4						1	11	17
Disposed-pend. Resume, R.S.		4	4	8	8	3	8		18			.	•	53	43
Total Cases: Active	7	26	34	46	20	19	41	20	45				6	264	224
Inactive		2												2	13.
On Appeal	4	9	6		1		3		1		3			27	33
Total Backlog: Active	17	64	81	145	60	57	111	2/	131		3		23	7/3	741
Inactive		9	16	/8	17]]	11		24			. 1	47	153	197
Backlog-last month Active	17	7/	72	105	79	38	117	10	124		טו	66	- 11		
Inactive	2	10	23	12	14	7	11		21	\dashv	7	47	37		
						.			. 1						

SPOKANE COUNTY PROSECUTING ATTORNEY

Dispositions Report

for the Month of April . 1973

		fo	r the	Mont	h of _	API	<u>r:1</u>	_, 1	9_23					
Disposition Types	DCB									WW	CIV	Msdr	Fam	rotal
District Court:								<u></u>	:					
Convictions:								ı						
Tried				,]								20	4	25
Plead as Charge							. 1	. 1				1/3	.,4	119
Plead to Lesser Charge				1	.5	.5	, 3	1	, 3				71	18
TOTAL				7	5	5	4	2	3			133	8	162
Forfeitures										-	 	,5		6
					-						 	45		6
Acquittals		-		=						 		14.D		9
				 	 	-			V					
Cases Dismissed:		15	<u> </u>	11	2	 				<u> </u>	. //		,	
Motion of Pros		1.15		4	2		.6		.5		1.6		./,2	74
Motion of Def		<u> </u>	ļ						<u> </u>			2		2
By Court		<u> </u>				1-				<u> </u>			4	23
TOTAL		15		4	2_	11	6		5		16	34	16	99
Total DC Dispos		15		6	7	6	10	2	8		17	177	25	273
Total last month		1	7	7	2	. 1	6		6		.,	182		2/3
											, 1			
Superior Court:										•				
Convictions:														
Tried						1	2	.,5		•		, 7		10
Plead as Charge		1. 1.	.5	. 1		,,,3	.13	1	. 1	:			. 1	26
Plead to Lesser Charge													<i></i>	
TOTAL		1	5	1		.4	15	6	1			2	1	36
Probation Revocat.		1	-	1	 	<u> </u>	1	<u> </u>	<u> </u>	111				
			-	-	-	-				14-		-		<u> 17</u>
Acquittals	-	 		-							<u> </u>	-		
	<u> </u>	<u> </u>								•	<u> </u>			
Cases Dismissed:		_			ļ		-							
Motion of Pros		1,5		2	· .		.5							12
Motion of Def														
By Court								<u> </u>						
TOTAL		:5		2			5					•		12
														65
Total SC Dispos		6	5	4	<u> </u>	4	20	6	1.	14		ス	1	49
Total last month	J		7	7	8	2	4		8					37
								•				1		
Appellate Dispos														
Affirmed	•									•				
•						 								\vdash
Reversed														
TOTAL	<u> </u>		-		 	<u> -</u> -	!					<u> </u>		
		0.0	-	,	_	-	5 2	d			-	1-0		338
Total Dispositions	0	22	5	10	1	10	I	8	9	14	17	179	26	193
Total-East-Honth-			- <i> - -</i>	 - 11. -	10	-3	+1:3-	and the last						35:

END