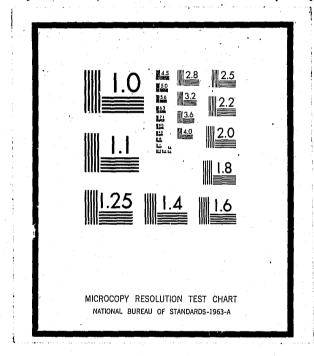
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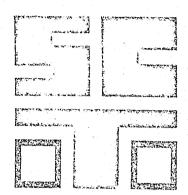
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U.S. DEPARTMENT OF JUSTICE LAW ENFORCEMENT ASSISTANCE ADMINISTRATION NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE WASHINGTON, D.C. 20531



FINAL EVALUATION REPORT

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ON

(PA)
DELAWARE COUNTY COURTS \_

TOTAL DATA INFORMATION SYSTEM

- FINAL EVALUA

LEAA Subgrant SE285-72A

May, 1.974

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Systems a computer technology corporation

SEVEN NORTH FIVE POINT ROAD WEST CHESTER, PENNSYLVANIA 19380 1215-692-7990

May 8, 1974

Ms. Rita E. Prescott
Project Director
Court-Computer Information Center
Office of Court Administrator
Court House
Media, Pennsylvania 19063

Dear Rita:

Systems & Computer Technology is pleased to submit the final report of our evaluation of the Delaware County Total Data Information System project (subgrant SE 285-72A). It has been our pleasure to participate in Delaware County's efforts to improve its facility for storing, processing, and retrieving Court information. We wish you success in your continuing efforts to extend and improve your systems capabilities. If we can be of any help please let us know.

If you have any questions regarding the report, please feel free to contact me.

Sincerely,

Voel Marcus

Lee M. Shrader, Jr. Principal Consultant

LMS/d

cc: Michael F. X. Gillan Pat Flynn FINAL EVALUATION REPORT

ON

DELAWARE COUNTY COURTS

TOTAL DATA INFORMATION SYSTEM

LEAA Subgrant SE285-72A

May, 1974

SYSTEMS & COMPUTER TECHNOLOGY CORPORATION

#### PREFACE

In order to present a complete and consolidated report, selected material presented in Systems & Computer Technology Corporation's (SCT) "Interim Evaluation Report On Delaware County Courts Total Data Information System, LEAA Subgrant SE 285-72A", dated January, 1974 has been reproduced herein. This report adds new information obtained during later data collection, summarizes the findings and recommendations, and presents an overall evaluation of the Delaware County project.

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#### I. INTRODUCTION

This report is the final evaluation of the Delaware County Courts
Total Data Information System (LEAA subgrant SE 285-72A). The
purpose of this report is to:

- Describe evaluation activities.
- Describe the progress and problems of data collection efforts,
- Indicate problems, if any, in implementing the Evaluation
   Plan,
- Indicate the benefits to the project staff of the evaluation to date,
- Summarize project activities,
- Indicate problems that have arisen within the project, if any, and
- o Indicate recommendations.

The remainder of this report is organized as follows:

Section II - Executive Summary

Section III- Background

Section IV - Evaluation Activities

Section V - Findings

Section VI - Conclusions and Recommendations

Section VII- Comment

#### II. EXECUTIVE SUMMARY

In April, 1973 Delaware County received a Federal grant of \$81,762 to implement a Total Court Information System for the Delaware County Courts (subgrant application SE 285-72A).

The problems defined in the subgrant application was to "... consider the feasibility of computerizing the Criminal and Civil Systems in Delaware County Courts and to find a more efficient manner of reporting monthly statistics ..."

The results anticipated as an outcome of the project were:

- (1) Centralization of Case Information
- (2) The ability to retrieve current Statistical Data
- (3) Establishment of permanent indexes to case data
- (4) Computer outputs (for example, Monthly Statistical Reports, Judges Reports, Attorney Reports, Applications for Motion Hearings, Argument Lists, Arbitration Lists, Jury Trial Lists, Trial Without Jury Lists).

Following the advice of a three man technical assistance committee, the project (1) organized a policy committee and a working committee, and (2) brought in a lecturer to educate project participants on data processing.

After some initial project indirection, a consulting firm was hired with ten thousand dollars in non-grant funds. The consultant, working with the project, produced most of the data base design and programmed edit, data base maintenance, and the initial report generation programs.

The criminal data base is described more fully in Exhibit I, but essentially contains case and defendant identifying information, co-defendant information, affiant information, charge information, criminal case status information, criminal sentence information.

In addition, a District Magistrate cash receipts reporting system was developed. This system produces remittance advice, and cash receipts journals, and the State required Cash Receipts report for the fines and costs collected by the District Magistrates.

The criminal reports consist essentially of two kinds:

- (1) Criminal Case Dockets a full case summary giving information on the defendant, charges, dispositions, courtroom continuances, pleadings, co-defendants, etc.
- (2) Indexes to the Criminal Case Docket reports listings sorted by name, case ago, or other user indicated sort order, which give the case identifying number, the defendants name, the case age, and other selected data.

Criminal data is reported by the District Magistrates as major events occur at that level, and is extracted from Clerk of Court case records when cases are listed for trial. Currently, the maintenance to the master file is three weeks behind for data forwarded from the District Magistrates and three to four months behind for data extracted from Clerk of Court records. (In other words, the new case information in the file is for cases entered no earlier than three weeks prior, and the courtroom events, pleadings, and dispositions are for cases tried no earlier than three months prior.)

The current process of data preparation and data entry (to the computer data base) requires seven clerk-typists and two keypunchers

to extract data from source documents, code it to keypunch sheets, and keypunch the data. Other personnel on the project are (1) the project administrator, (2) a programmer/analyst, and (3) a data coordinator/clerk-typist.

The project has made a major step toward proving the feasibility of computerizing the Criminal System in Delaware County and is preparing the criminal statistical reports by computer. If the data base can be made current, the project will have centralized case information. (However, it is not clear to what extent this centralization will replace other operational files being used by the District Attorney and the Clerk of Courts.)

While the project has come a long way in accomplishing its goals and objectives, it is our belief that it would profit from additional attention to basic systems management techniques. Our major recommendations, in summary, are:

- (1) That the project develop plans for at least two years, which indicate the major milestones, the major tasks and outcomes, and estimates of costs to both the County and other funding sources.
- (2) That additional attention be paid to developing and comparing the relative cost effectiveness of alternative approaches to (a) data collection, ... (b) data preparation, (c) use of the computer (e.g., file organization, processing approaches), and (d) report generation and dissemination.
- (3) That detailed tasks, schedules, and cost estimates be prepared prior to entering the implementation stage for any subsystem.
- (4) That strong consideration be given to obtaining additional professional consulting support in developing alternative systems concepts and in planning implementation tasks.

(5) That project documentation be increased to include documentation of policy committee decisions, documentation of systems and programs, and documentation of data collection procedures.

#### III. BACKGROUND

In April, 1973 Delaware County received a Federal grant in the amount of \$81,762 to implement a Total Court Information System for the Delaware County Courts. The subgrant application (SE 285-72A) defined the problem to "...consider the feasibility of computerizing the Criminal and Civil Systems in Delaware County Courts and to find a more efficient manner of reporting monthly statistics..."1

The results anticipated as an outcome of the project were:

- (1) Centralization of Case Information "...a master computer file will be maintained and will handle the cases of all seven departments." (The seven departments indicated are the Prothonotary, Clerk of Courts, Domestic Relations, Orphans Court, Juvenile Probation, Court Administrator, and District Attorney's Office.)
- (2) The ability to retrieve current Statistical Data
- (3) Establishment of several permanent indexes to case data including a Judges index, Attorney's index, and a permanent Defendant's file.
- (4) Computer outputs The application indicated the difficulty of exactly specifying the reports to be provided but did indicate the following as prime candidates:

<sup>1</sup> From Subgrant Application SE 285-72A, "Delaware County Courts: Total Data Information System", 1/2/73, p. 6.

<sup>&</sup>lt;sup>2</sup>Ibid, p. 6.

- Monthly Statistical Report
- Judges Report
- Attorneys Reports
- Applications for motion hearings
- Argument lists
- Arbitration lists
- Jury Trial lists
- Trial without Jury lists

The grant application indicated that the computer file would include the "complete history of each case from the time of entry into the system until it reaches final disposition." The following data elements were indicated to be included in the computer file:

CASE NUMBER	VERDICT-DATE
TYPE OF CASE	JUDGMENT-DATE
SUB-TYPE OF CASE	AWARD-DATE
DATE CASE STARTED	REPORT-DATE
PRE-TRIAL DATE	APPEAL-DATE
ARBITRATION-DATE	NAME OF JUDGE
JURY OF VIEW-DATE	NAME OF PLAINTIFF
MASTERS-HEARING-DATE	NAME OF DEFENDANT
ARGUMENT COURT-DATE	ATTORNEY'S NAMES (up to 10 names).
MOTION COURT-DATE	CONTINUANCE DATES
TRIAL-DATE	RE-SCHEDULED DATES
EQUITY-DATE	REMARKS
MISCHEARING-DATE	DAYS-ASSIGNED

<sup>&</sup>lt;sup>3</sup>Ibid, p. 7.

1.1

Early in the project life, Delaware County requested assistance from the federally funded criminal courts technical assistance project administered by American University. That project selected John Clark, Information System Project Director, Jacksonville, Florida; Cliff Kirsch, Court Administrator, Beaver County, Pennsylvania; and Larry Polansky, Chief Deputy Court Administrator, Philadelphia, Pennsylvania to provide two days consulting services to the information systems project. That team, after data collection recommended the following:

- (1) Organization of a high level policy committee and a working committee.
- (2) Education of committee members and other participants in the basics of the technology with which they would be working.
- (3) The creation of a short-range plan (a long-range plan was thought impractical) to include among other things
  (a) forms and questionnaires to determine needs, (b)
  prioritization of the needs and goals, (c) development
  of a "...realistic and logical plan for the achievement,
  in sequence, of those prioritized goals...", (d) development of resource requirements, (e) development of
  "the systems design for the plan".
- (4) Early attention to the Civil case processing needs—
  "since perhaps as much as 75% of the justice system workload is not in the criminal area, Delaware County should at least give equal priority to the non-criminal system needs." 5

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<sup>&</sup>lt;sup>5</sup>Ibid, p. 13.

- (5) Attention to the impact of the system on the County's hardware environment.
- (6) The acquisition of "...at least one systems analyst/ programmer...", <sup>6</sup> being sure to allocate sufficient funds to secure and keep good people.
- (7) The initiation, for the short range, of the "design and implementation of a simple system for satisfying the reporting requirements of the Bureau of Criminal Justice Statistics and the State Court Administrator's Office" and, if possible, "a comparable short range project should be instituted on the civil side."

In January of 1974, SCT delivered its "Interim Evaluation Report..." in which the following major findings and recommendations were noted:

.

- (1) The project had organized a highly active policy committee which was participating in the design and implementation process.
- 2) Educational sessions had been held to acquaint project participants with data processing.
- (3) A consultant had been hired with ten thousand dollars in non-grant funds to assist in the design and implementation of the system, and had given the project a major assist toward reaching its objectives.
- (4) The project had developed two data bases, one for District Magistrate cash receipts reporting, and one for criminal case data, and was producing reports.

  Exhibit 1 indicates the data contained in the Criminal Case data base as of the interim report. Exhibits 2 thru 5 indicate the reports which were being produced at that time.
- (5) A set of County Criminal Input Codes had been developed for encoding selected data. Exhibit 6 indicates the County Criminal Input Codes in use in January.
- Progress Records (see Exhibit 7) forwarded from the District Court at the initiation of the case and as events occurred in the case, and (2) the case folders kept in the Clerk of Courts office for cases on the trial list.

<sup>&</sup>lt;sup>4</sup>From "Team Report on Delaware County, Pennsylvania - Comprehensive Criminal Justice Information System" by John Clark, Cliff Kirsch, Larry Polansky, p. 12.

<sup>&</sup>lt;sup>5</sup>Ibid, p. 13.

<sup>6</sup> Ibid, p. 14.

<sup>71</sup>bid, p. 15.

P.A. Bail Amount

Preliminary Hearing Date

Preliminary Hearing Bail Amount

#### Exhibit 1 Criminal Case Data Base (Cont.)

	Positions
Charges: (can be repeated)	
Code/Charge Number BY Charge Date Indictment Number True Bill Date/Ignor Dism Dismissal Date Plea Plea Plea Date Dismissal Remarks	6 1 6 6 1 6 1 6
Criminal Status Input Form: (can be repeated)	
Status Status Date Status Date Date Jury Called Date Juror Withdrawn Term of Court Transferred to Judicial Number Bench Warrant Date Forfeit Bail Date	2 6 6 4 5 6
Criminal Sentence Information:	
Type of Trial Trial Date Judge Assistant District Attorney Name Defense Attorney Name Def Typ Defendant Attorney Number Costs (Dollars)	1 6 2 20 18 2 5 6
(following can be repeated) Concurrent/Consecutive Verdict Indictment Number CNT Sentence Type Sentence Date Minimum Term Days Months Years Maximum Term Days Months Years Months Years	1 1 4 1 2 6  2 2 2 2
Fines (Dollars and Cents) Remarks or "Other No Penalty Disposition" Change Plea Plea Change Date	7 19 1 6

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PAGE NO:

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DELAWARE COUNTY
CRIMINAL CASE DOCKET

DATE 11/19/73
PAGE NO. 82

JUDICIAL DOCKFT TRANSCRIPT NUMBER NUMBER 32103 D410-72 D022-72

DOCKET ENTRIES

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Exhibit 6 County Criminal Input	
COUNTY CRIMINAL	
JUDGES & CODES:	
- 12 - 01 - 02	- 06 - 07 - 08
- 03 - 04 - 05	- 08 - 09 - 10 - 11
SEX: Male - M Female - F	RACE: White - W Non-White - N
BAIL TYPE:	CHARGED BY:
Nominal - 1 Jail - 5  ROR - 2 10% - 6  Surety - 3 Other - 7  Not Bailable - 4	District Justice - 1 District Attorney - 2
DISM:	PLEA/CHANGE PLEA OR VERDICT:
Nole Prossed - N Quashed or Dismissed - Q Demurrer Sustained - D Bill Ignored - I Other - O (1)	Guilty - G Not Guilty - N Nolo Contendere - C
TYPE OF TRIAL:	DEFENSE TYPE:
By Jury - J By Court - C Guilty Plea Accepted - A	Court Appointed - CA Private Retained - PR Public Defender - PD Self Represented - SR
SENTENCE TYPE:	CONCURRENT OR CONSECUTIVE: 1 or 2
State: Diagnostic & Classification Cen Regional Correctional Facility Camp Hill Muncy Other	ter - 11
Probation: County Probation - 31 Suspended Sentence - 32 Special Probation - 33 State Probation - 34 Prob. w/o Verdict - 35 Other - 36 (1)	Miscellaneous: Death - 41 Mental Hospital - 42 Other - 43 (1)
STATUS: Completed - 99	
Continuances at District Justice:  Commonwealth - 11 Defense - 12 Court - 13	Continuances at County:  Commonwealth - 21 Defense - 22 Court - 23
Other Status:	

NOTES: (1) All other fields may be explained in Respective Remarks Areas.

(2) Suspended Costs and Fines Enter 'Suspen' into Fines Field.

(3) If Fugitive Enter Bench Warrant and Bail Forfeit if Applicable.

Deferred Sentence - 31 Pre-Sentence Investigation - 32 Transferred to other D. J. - 33 Not Indicted - 34 Fugitive - 35 (3) Apprehended - 36

Exhibit 6 County Crimi	inal Input Codes (Cont.)
Motion for a New Trial	Motion for a Mistrial
40. Denied	55. Denied
41. Granted	56. Granted
42. Withdrawn	57. Withdrawn
Motion for Dismissal	Motion to Demur to the Evidence
43. Denied	58. Denied
44. Granted	59. Granted
45. Withdrawn	60. Withdrawn
A.R.D.P. Petition	Motion to Reconsider Sentence
46. Denied	61. Denied
47. Granted	62. Granted
48. Withdrawn	63. Withdrawn
Motion to Quash	Motion to Reduce Bail
49. Denied.	64. Denied
50. Granted	65. Granted
51. Withdrawn	66. Withdrawn
Motion to Suppress	Motion to Quash Transcript
52. Granted	67. Denied
	4 <b>.0</b>

53. Denied

Withdrawn

- 68. Granted
- 69. Withdrawn

	E and AUTHORITY	TRANSPERRED TO		Initiating Number	Docket Number	SEC. CHARGE ON CHARGES
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- 4 ( )	PARTANT					
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	The eccused was advised of his sight to apply for assignment of counsel.			••		•
		PALLIMINARY HEARI	17 5 14 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1	INHCC	- la	- AMOUNT OF FINE AND COST KAID
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	Assication provided for appointment of Public Defende				·· } <u>s.</u>	AND DAYS
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- (7) The data base structure, while adequate for initial operations, should be examined for its ability to sustain efficient operations as the data base grew and the use of the data base increased.
- (8) Data collection and data preparation procedures should be reexamined for efficiency and consideration given to turn-around documents and other input procedures which would reduce data transcription and keying.
- (9) Consideration should be given to developing exception and specially formatted reports for systems users to make the systems outputs easier to use.
- (10) Provisions for ensuring the security and confidentiality of juvenile data should be developed and implemented.
- (11) Project planning should be increased and, at a minimum, a brief plan describing the project objectives, schedule, and resource requirements for the next 6-12 months should be produced.
- (12) Attention should be given to the civil area, and plans developed for supporting, to some degree, civil scheduling and recordkeeping.
- (13) Increased participation in design efforts should be sought from the clerical personnel involved in the day-to-day operations of the various participating offices, since they often, uniquely, understand the recordkeeping problems involved.

- (14) The project would profit from additional investigation of other projects, particularly, the input and output formats, codes, and procedures used regardless of whether the computer programs from these projects were useable or not.
- (15) The project, overall, was experiencing a number of "growing pains" but was still worth supporting.

## IV. EVALUATION ACTIVITIES

The evaluation contract was awarded to Systems & Computer Technology Corporation (SCT), October 3, 1973. Since that time several visits have been made to the project site at the Delaware County Courthouse, Media, Pennsylvania. Interviews have been conducted with:

Ms. Rita Prescott, Court Administrator

Mr. Donald Guthrie, Esq., Administrator, District Magistrate

Mr. Michael F. X. Gillin, Director, Criminal Justice Planning Unit

Squire Leon Mascara, District Magistrate

Ms. Mascara, Judicial Clerk

Squire Nicholas Molla, District Magistrate

Ms. Mary F. Boyd, Judicial Clerk

Ms. Joan Cravitz, Judicial Clerk

Mr. Joe Hohner, Programmer Analyst, Delaware County Courts Total Data Information System

Mr. Patrick Flynn, Administrator, Delaware County Courts Total Data Information System

Mr. Walt Matolich, Systems Analyst assigned to Total Data Information Systems project from County DP

Ms. Florence Nash, Project Secretary and Data Preparation Coordinator

Ms. Maurine Patterson, Clerk Typist, responsible for data collection in Clerk of Courts office

Mr. John Kenney, Chief Deputy Assistant District Attorney for Administration

Mr. Robert Kelley, Prothonotary

Mr. Joseph Palazzo, Chief Deputy, Clerk of Courts

Mr. James Cattanea, NIS Systems Consultant

An evaluator has also attended one Policy Committee meeting.

In addition, the following have been collected and reviewed:

- (1) County Criminal Input Code Tables
- (2) District Court Remittance Advice Journal (computer produced)
- (3) District Court Cash Receipts Journal (computer produced)
- (4) Delaware County Case Docket (computer output)
- (5) Delaware County Defendant Index (computer output)
- (6) Case Progress Record (used for data collection from District Courts)
- (7) Delaware County Criminal Docket and Transcript form (used to forward case from District Court)
- (8) NIS report entitled, "A Synopsis of the Delaware County Court Information System".
- (9) Delaware County Bail Program, District Justice Report Form
- (10) Interview Forms, Delaware County Bail Agency (Forms 197-2 DCCBP and 197-2A DCCBP)
- (11) Important Additional Requirements of Bail Bond Form
- (12) Revised (printed) Criminal Case Progress Report
- (13) Bail Program Report by Case Number (system output) .
- (14) Number of Reports Received From District Justices (by day) Control Form
- (15) Revised Crime Codes
- (16) Revised Delaware County Criminal Input Code Tables (as of 3/29/1974)
- (17) Application for LEAA Subgrant Continuation Funding for FY74

The questionnaires shown in Appendix A are illustrative of the type of questions asked of those interviewed.

The evaluation has sought to determine:

- The impact of the project of the Criminal Justice System in Delaware County,
- The degree to which the project was successful in meeting its stated objectives.
- The degree to which users were satisfied with the system.

#### V. FINDINGS

A. Project Organization and Staffing

Exhibit 8 indicates the current project staffing. The 1974

subgrant application requests funds to add a systems analyst,

clerk stenographer, clerk typist, keypuncher, and a data

collection coordinator. In addition the application requests

funds to continue a programmer analyst and a data control

supervisor not specified in the original grant application (SE

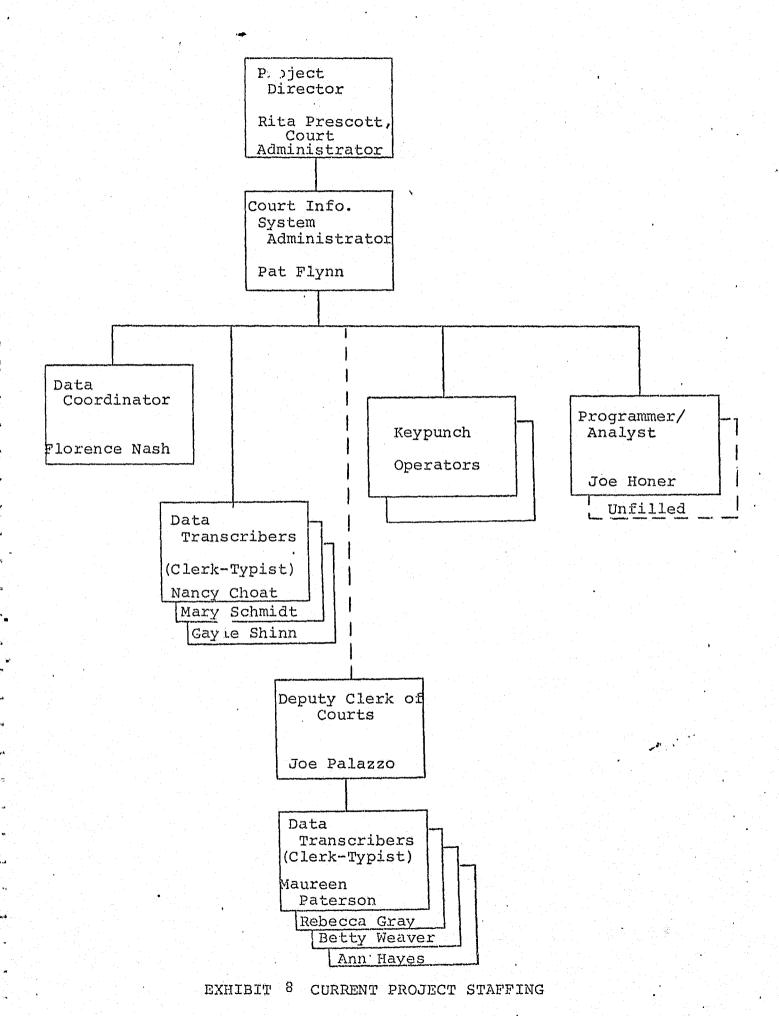
(SE 285-72A) but later hired for the project.

As indicated in Exhibit 9, seven clerk typists are currently involved full-time in transcribing and otherwise preparing data for keypunching. In addition, substantial time is used at the District Magistrates' offices to prepare the Case Progress Records which are forwarded to the Courthouse.

The project is operating under the policy guidance of a policy committee which meets once a month. The committee members are:

Judge Francis J. Catania - Administrative Judge
Rita Prescott - Court Administrator
Joseph Dorsey - Clerk of Court
John A. Reilly, Esq. - District Attorney's Office
Donald S. Guthrie, Esq. - District Justices, Administrator
John McNichol - Data Processing Department
Joseph Nacchio - Bail Bond Agency
Neil Dougherty - Probation and Parole Department,
Kenneth Barrow - Public Defender's Office
Paul Gesregan - Chief Probation Officer - Juvenile Court
Roland Walker - Warden, Delaware County Prison
Joseph Palazzo - Deputy, Clerk of Courts
Michael Gillin - Criminal Justice Planning
William Jones - Accelerated Rehabilitation Dept. (ARD)
P. T. Flynn - Courts-Computer Information Center

The committee is active and operates as a major influence in determining the project priorities.



B. Project Activities and Status

base. Information is prepared for the computer either from the Case Progress Reports or from information in the Clerk of Courts! Case Folders. Case Progress Reports (see Exhibit 9) are prepared by the District Magistrates at the initiation of each criminal or non-traffic citation matter. Changes and additional information are submitted on the Case Progress Record following the return of Summons or Warrant, the Preliminary Arraignment, within a week of any hearing of continuances, and at the conclusion of the case at the district magistrate level (either disposition or binding over to Common Pleas Court.) In most offices, the Case Progress Records are mailed to the Courthouse on the Friday of each week.

The project currently has 3568 cases in the computerized data

When the Case Progress Records are received they are logged, visually scanned for gross errors, and filed (in docket number sequence) with the other Case Progress Records which may have been filed on the case. The data transcribers cycle through the files and encode all material, not previously encoded, contained in the case folder. There is currently a three week backlog in the entry of Case Progress information to the computer files.

When criminal cases are listed for trial, the data preparation clerks check to determine if the case was previously entered in the computer data base (by input from the District Magistrates). If not, or if additional materials have been filed

## CRIMINAL CASE PROGRES

	ISSUING AUTHORITY			YR	ANSFERRE	) YO	INITIATING	4O.	POCKET		
										···	
COMPLAINANT NAME - ADDRESS			FEND	ANT NAME .	- ADDRESS	MACE - SEX -	D.O.B.	- SOCI	AL SEC		
COMPLAINANT NAME - ADDRESS											
										•	
							CRIME DATE _	TIME	DATE	СОМР	
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Public Defender requested by defendant?					1						
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on the case, they transcribe information from the casefolder in the Clerk of Courts office.

The collection of data on open cases, from the Clerk of Courts files, is currently four to five months behind (i.e., the data currently being entered in the system is for cases listed four to five months ago for trial.)

Computer runs are currently being made once every ten days.

The computer is used on second shift (the County only operates it for one shift) by Mr. Joe Hohner of the project staff.

Approximately four and one half hours of computer time are used every ten days to make edit runs, update files, and produce the computer outputs.

The only reports added since the interim evaluation report appear to be a Bail Program Report and certain cross-index reports to the listing of all cases (or all open cases). These cross-index reports are sequenced by name or other attribute, as required by a user.

#### C. Security

An oath of confidentiality has been presented to the Policy
Committee for review and if approved, all project participants
will be required to take the oath. (Exhibit 10)

Currently, only closed juvenile cases are entered in the data base.

To all Data Processing Employees and Court-related Computer Information Clerks:

The unauthorized and improper release of personal information from computer data on individuals has caused great damage to innocent persons and is the subject of wide concern today. In order to insure the right of privacy and to assure everyone that all information you handle will be kept in strictest confidence you are asked to subscribe to the following oath of confidentiality:

Commonwealth of Pennsylvania, County of Delaware, SS:

Knowing that violation of my oath of confidentiality may

cause injury or damage to others and may result in disciplinary action against me, I (name), do solemenly

swear or affirm that I am fully aware of the confidential

nature of the information that I must handle in my position,

and I do further swear or affirm that I will not knowingly

divulge any facts or information of any kind acquired by me

in connection with my position to any person or persons not

entitled to receive such information, and I do further swear

or affirm that I will maintain all papers and records in.

locked cabinets or by other suitable means maintain the

confidentiality of all files.

(Sworn and subscribed before a notary.)

A new member of the evaluator's staff, unknown to data processing personnel, was able to walk about the computer room without being challenged. He was able to look at several listings and to determine that the system's data files and the backup to these files were easily accessible and both kept in the same location.

#### D. Project Impact

Except for financial reporting, the current system appears to have made minimal impact at this time, because of the data preparation and data entry backlog. The primary user is the District Justice Administrator who is getting a docket (case summary) on each case. He expects in the near future to be getting (1) a listing of missing docket cases, (2) a listing of cases 30 days old, and (3) a listing of cases for which transcripts are not received by the Clerk of Courts within 5 days of their being held for court.

At some future date when the data base is current, outputs from the system are expected to replace the Docket Transcripts. Docket Transcripts, under new court rules, will be required to be filed with the Clerk of Courts within five (5) days of the decision to hold a case for court. However, the information being forwarded to the Court Information System on Case Progress Records, is the same as that forwarded on Docket Transcripts. Therefore, when the data base is current, the Court Information System can produce a "Docket Transcript" for the Clerk of Courts, and the District Attorney when it is indicated that the case is to be held for court.

The District Attorney's office is using a cross-reference listing to obtain docket entries in selected sequence.

No manual functions, except the preparation of the District Magistrate cash receipts reports, and the various old case progress sheets maintained by District Justice personnel have been replaced by the system thus far.

#### E. Project Documentation and Planning

Project documentation is, for the most part, informal. There are no computer run books, user manuals, or data preparation manuals. Memoranda are issued periodically to indicate new codes or procedures, but these are infrequent, and no system of established procedures for their use exists.

The project plans are limited to the material included in the subgrant application for FY '74 LEAA funding. Appendix B extracted from the subgrant application, indicates the project plans for the period from April 1974 through March 1975.

#### F. Systems Design and Operation

The systems design and operation are essentially as reported in the interim report. That is, the system is a batch system using primarily tape files, processed with a basic input edit, file maintenance, report generation sequence.

#### VI. CONCLUSIONS AND RECOMMENDATIONS

The Delaware County Court Information System project has created an environment of heavy user involvement. It has operated under an active and involved Policy Committee. It has sought out the advice of members of the various user departments and it has used the information thus received.

The project has built the capability to receive a large amount of data on all criminal and some non-criminal cases originating at the District Magistrate level. And it is entering data on the activities occurring at the Common Pleas level.

The project has spent considerable time in developing an approach for dealing with Juvenile data, which when implemented is expected to obviate the manual preparation of statistical reports and ultimately to provide management data for internal operations.

The current criminal data base, when fully up-to-date, will be capable of providing case summaries and a variety of in-progress reports. For example, the District Magistrate Administrator should be able to get listings of cases not adhering to case progress schedules, the Juvenile Probation Office should be able to get. listings of cases for juvenile age offenders. The District Attorney should be able to get worksheets for creating trial lists.

The persons interviewed about the system, are in general agreement that as they were accorded priority by the Policy Committee, time was spent with them to determine their requirements and to determine how the system could be beneficial. And, in general,

everyone interviewed was positive about the <u>potential</u> impact of of the system.

However, at present, due to the data preparation and file maintenance backlogs, the system is having minimal impact on the Delaware County Criminal Justice system. While every system must
experience some growing pains, it is our opinion that some of the
difficulties experienced in Delaware are due to an inattention to
the basics of planning and project control and to developing and
comparing alternative approaches to satisfying user requirements.
Further, it appears to us that the project is attempting to satisfy
individual user needs without a general concept of how the individual subsystems will be integrated, thus in our opinion creating
the potential for a set of subsystems which are extremely difficult
to control and integrate.

We would recommend that the project take the following actions:

- (1) Develop in as much detail as possible a conceptual overview of what is to be attained in the next two years, including specifically how subsystems will relate, what users are to be served and how they will be served.
- (2) Develop a two year milestone chart.
- (3) Estimate the overall impact of the expected changes (e.g., what changes in clerical workloads and data flow will take place, what will be done by the computer that is now done manually, who will benefit and how, etc.)
- (4) Develop and estimate the cost-benefits for alternative approaches for implementing the individual subsystems (e.g., computer output microfilm, on-line terminals, off-line terminals, optical scanning, turnaround docu-

- ments, multi-part forms, etc, against the current manual approaches)
- (5) Estimate the time and cost of the computer operations, data preparation operations, and data keying operations for each subsystem to be implemented.
- (6) Develop detailed statements of project tasks, schedules, and outcomes prior to entering the implementation stage for any subsystem.
- (7) Consider strongly the alternative of obtaining professional consulting support in developing alternative systems concepts and in planning implementation tasks, if not in carrying out implementation.

## Additional recommendations of lesser import are:

ी

- (1) The physical security of court data files should be insured by (a) placing them in a lockable container and (b) keeping backup copies in a location other than the computer room.
- strong consideration to alternatives to the current labor intensive process of transcribing and encoding data. For example, multi-part forms, turnaround documents, and intelligent terminals should all be investigated. Even the most expensive of these should be less expensive over time than continuously supporting a staff of data transcription and data preparation personnel.
- (3) Document the results of Policy Committee and Technical Decisions.

In summary, it is still quite difficult to determine the impact of the project on the Criminal Justice system since there is not a fully operational and up-to-date data base. Therefore, we are led to conclude from the reactions of potential users, that if the data base can be made current the system will be extremely useful. To make it current will require either a large investment in manpower, or some innovative data collection procedures. In our judgement any application for continuation funding should contain more specifics on expected operational costs, should indicate some alternatives examined and why those chosen were chosen, and should contain more detail than currently available on the tasks and schedules for design and implementation.

Overall, our concern is not with whether the system will provide useful information, or whether it will benefit the systems users. We believe that the data base being collected cannot help but be of use and benefit to the user, if in fact it can be made current. However, we are concerned that sufficient attention be paid to systems management fundamentals to insure that the system is not only beneficial, but to some extent represents a reasonable return on investment (i.e., is producing a reasonable benefit for the dollars invested.)

#### VII. COMMENT

We would further comment that we are in accord with the concern expressed at all levels (federal, state, local) about the duplication of systems design and implementation efforts and the resulting costs. While there are many means of attacking the problem, we believe that any successful approach must involve actual implementation projects (and not be merely theoretical). Further, the so-called "minimum standards" approach, while a first step, does little to solve the problem. What is required is some degree of standardization in operations, procedures, information processing, and finally in computer systems. The most efficient step to bringing this about is to integrate the systems design and implementation activities of several counties.

Therefore, we would recommend that the Governor's Justice Commission give impetus and strong support to the integration of the design and implementation activities of from two to four of the counties in the region. If this is impossible, consideration should be given to funding a supra-activity which will include representatives from several counties being specifically concerned with synchonizing design and implementation activities. (This later approach has less probability of success that a true integration of effort.) Without some such integrating activity is it our opinion that several more systems will be created in the state with a high degree of overlap, but individual development and implementation costs. While it may not be possible to design one best system for all counties in the Commonwealth, some integration of activities should be able to standardize a large portion of a design and data base

structure as a base upon which others can build. If this is to be done, it is our opinion that it will only be done well by carrying out an integrated design effort involving several counties. Further, if such an effort is to be meaningful, it must be done in such a way that the outcome can, with some authority, be submitted as the base upon which others must build.

#### APPENDIX A

EVALUATION QUESTIONNAIRES

#### DELAWARE COUNTY

## EVALUATION INTERVIEW QUESTIONS

#### A. Court Administrator-

- 1: What reports do you receive from the system?
- 2. What do you use the reports for?
- 3. What other reports would you like to see from the system?
- 4. Is the composition of the Project Steering Committee the same as before?
- 5. (a) How frequently does the Steering Committee meet?
  - (b) What is the average attendance?
- 6. (a) What do you think could/should be changed to improve the project ?
  - (b) What do you think could/should be changed to improve the project outputs?
- 7. (a) Do you believe the current methods of collecting data from D.J.'s, courtroom activities, Clerk of Courts, to be appropriate for continuous systems operation or simply an interim approach?
  - (b) If interim, what consideration has the Steering Committee given to specifying more appropriate procedures for continuous operation?

### B. Project Administrator-

- 1. What is the current project organization?
- 2. (a) Case progress sheets volume day, week, etc?
  - (b) What is workload spread?
  - (c) How long does it take to process each type of data collection document? Include data flow.
- 3. (a) What is current backlog?
  - (b) If backlog what is being done to catch-up?
- 4. What is current level of D. P. support?
- 5. What new functions/reports/files have been added?
- 6. What measures have been taken to insure juvenile data confidentiality?
- 7. What documented plans have been made for expansion/continuation of the system?
- 8. What changes in organization, function, staffing would he like to see to improve the project?

- C. Data Preparation Personnel-
  - 1. What functions do they perform?
  - 2. What part of the workflow are they involved in?
  - 3. Describe the type of work you do?
  - 4. Data collection personnel (Clerk of Courts Juvenile)
    - (a) What documents do you collect data from?
    - (b) How do you know what to input into the system?
    - (c) Has the data you collect been compared with the files being kept previously for validity?

- D. Selected Systems Users-
  - 1. What data do you input to the system?
  - 2. What reports do you receive and how do you use them?
  - 3. What other functions does the system perform for you?
  - 4. Are you satisfied with th validity and timeliness of the reports you receive?
  - 5. What special reports have been created for you?
  - 6. Are you getting exception reports?
  - 7. Are any of the reports sequenced or reformatted for you?
  - 8. What additional reports would you like to have?
  - 9. What would you do to improve the responsiveness of the system to the needs of your office?
  - 10. Do you feel that you have had sufficient opportunity to be involved in the development of:
    - a. Data collection methodology?
    - b. Data elements to be in the system?
    - c. Report formats?
    - d. Reporting frequency?
    - e. Project organization?
    - f. Project objectives?

### E. Juvenile Probation-

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- 1. What special precautions are being taken to insure safeguarding of information concerning juvenile offenders?
- 2. Are you satisfied with these measures?
- 3. See also the list of questions under (D) Selected Systems Users.

#### F. D.P. Shop Manager/Systems Analyst-

- 1. Who operates the machine while the Court Information System is processing?
- 2. What precautions are being taken to safeguard data about juvenile offenders?
- 3. What precautions are taken to insure that the reports are not seen or handled by unauthorized personnel?
- 4. a. Who keypunches the juvenile data?
  - b. Have they been sworn or given a confidentiality oath to sign?
- 5. How is machine time used by the court system accounted for?
- 6. How much machine time is being used by the system?
- 7. Is it possible to indicate how much time by subsystem?
- 8. a. How much keypunch time is being used by the court system?
  - b. Is all keypunching done by the grant supported operator?
  - c. Does she do any other work?

- 9. Is anyone from D.P. doing any systems design or programming for the project?
- 10. What changes would you suggest to make the court system more efficient?
- 11. What changes, if any, would you suggest to make the working interface between D.P. and the court system work better?

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4. Do you or your secretary prepare the documents for input to the system? (show copy of input form, if necessary)

## Input Preparer

5. Do you prepare an input form for every case initiated in your office? If no, how do you select the ones to enter in the

- 6. When do you prepare "updates" to a case (for entry to the system)? For example, do you fill out a form after each of
  - Filing of Complaint
  - Return of Summons or Warrant Preliminary Arraignment

  - Preliminary Hearing
  - Any change of bond or attorney

7. Do you prepare any other materials for input to the system?

What is your opinion regarding the design and layout of the input forms you use? What would you change? What do you

9. When do you submit and how do you send them to the Courthouse? For example, do you hold them until a certain date or until Friday and do you mail them, send them by courier, take them in ...?

10. What procedures do you think should be changed to improve

11. Do you get any reports that are useful to you? Can you think of any that you would like to receive?

#### APPENDIX B

PROJECT PLANS, APRIL 1974 - MARCH 1975

## III. RESULTS ANTICIPATED

7. The results of this program will be to provide a central record of all court activity for the effective and efficient administration of the courts. All necessary information will be available through the use of computerized in the time-consuming the various department involved information necessary for their operation.

The project will provide a current picture of the criminal justice scene as well as keep an historical record to provide the information required for those state reports requested. Statistical information for the Pennsylvania Bureau of Criminal Statistics will be readily available, and patterns may be discernable as regards criminal activities in certain sections of the County. The computer file on each defendant will contain at least the following information:

Judicial District Number Docket Number and Year Transcript Number and Year Transcript Date Defendant's Name and Address Sex, Birth Date, Social Security Number, Race Co-Defendant's Judicial Number Docket Number and Year Transcript Number and Year Transcript Date Name, Social Security Number Affiants Name and Address Date of Crime Complaint Date Warrant, Date Arrest Date, Arrest Time Preliminary Arraignment Date and Time Preliminary Arraignment Bail and Type Preliminiary Hearing Date Preliminary Hearing Bail and Type

#### 7. (Continued)

Type of Trial, Trial Date Presiding Judge, District Attorney Defense Attorney and Type Defense Attorney Number Costs Advised of Rights Charge Number, Charged By Charge Date Indictment Number Indictment Count Indictment Date True-Bill-Date Dismissal Date Plea Date Presentence Investigation-Type Type of Verdict-Concurrent/Consecutive Type of Sentence, Date of Sentence Probation and Parole-Type Minimum Term, Maximum Term Fines Plea Charge, Plea Charge Date Status of Case, Status Date Jury Date, Juror Withdrawn Date Court Term Bench Warrant Date Forfeit Bail Date Judge, District Attorney

8. During April, 1973 through March, 1974 period of the project the follwing activities were developed and implemented. April, 1973 thru July 1973: The Courts Computer Information Center was established. This included hiring the clerical and keypunching personnel and supplying them with the necessary equipment, e.g., desks, chairs, typewriters, keypunch machines, etc. August, 1973 thru December, 1973: The necessary education of both the data processing personnel and the Criminal Justice System as well as the education of the court personnel about their role in the project was completed. Concurrently, a system design was developed to provide a complete criminal case history file

January, 1974 through March, 1974: The implementation of the system was begun along with the programming of selective reports for participating court departments, e.g. the District Attorney's office and the Public Defenders office.

To some extent all of these activities overlap but for the most part each fell into the period mentioned.

#### 8. (Continued)

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A milestone chart with explanations of projected activities for the period of April, 1974 thru March, 1975 follows Item 8.

The April, 1975 thru March, 1976 period will be involved primarily with automating the Probation and Parole Department and the Prison System. This will provide a complete picture of the Criminal Justice Activities at all levels.

The Bureau of Criminal Justice Statistics and the State Court Administrator's office have established minimum standard requirements as far as data requirements are concerned. Most of these are already included in our data file. We will have no difficulty in supplying the minimum and the State Court Administrator's Office.

Mr. Donald Guthrie, A member of our Policy Committee, is also a member of the State Court Administrators Minimum Standards Committee for Manual and Computerized County Court Records systems. This will enable us to work even more closely with the state and their requirements, both present and projected.

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#### MILESTONE CHART - APRIL, 1974 THROUGH MARCH, 1975

#### IMPLEMENT ADULT CRIMINAL DOCKET.

The implementation of this system will be a continuing process because of the many possible problems inherent in such a large scale project such as this.

#### DEVELOP DISTRICT JUSTICE REPORTS.

These financial reports for the District Justices of the Peace are being developed as part of the project. They will serve to relieve the District Justice of most of his accounting procedures while providing him with accurate monthly reports.

#### IMPLEMENT DISTRICT JUSTICE AUDIT REPORTS.

The implementation of these reports will be continued through the remainder of the year 1974. They will be treated on a selective basis depending on the requests of the District Justice Auditing Department.

#### DEVELOP JUVENILE COURT SYSTEM DESIGN.

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The development of this system will be carried out in concert with the Chief Probation Officer and his entire staff. Both statistical and detailed reports are planned.

#### IMPLEMENT JUVENILE COURT SYSTEM DESIGN.

The implementation of this system for Juvenile Court should be a simpler operation than that of Adult Court since it is a more contained unit. However, its implementation will be a continuing process since it is a new system and will have the problems inherent in all new systems.

#### DEVELOP SELECTIVE REPORTS PROGRAMS.

The development of these reports will be based on the needs expressed by the Policy Committee. Each department's needs will be given a priority.

#### IMPLEMENT SELECTIVE REPORT PROGRAMS.

The programs will be written, tested, and implemented on a continuing basis as the Committee requires.

#### DEVELOP ARD REPORT PROGRAMS.

The Accelerated Rehabilitative Department is part of the Probation and Parole Department but acts independently. Their requests will be based on their reporting needs which should increase as the number of people on the program increases.

#### IMPLEMENT ARD REPORT PROGRAMS.

The implementation of these programs will be on a continuing basis as the expansion of the ARD Program calls for new or different type of reports.

#### DEVELOP STATISTICS REPORTS PROGRAMS.

The development of these programs for both the court and the state will be based on the needs expressed by the Pennsylvania Bureau of Criminal Statistics, the State Court Administrator, and the departments represented by the Policy Committee.

## IMPLEMENT STATISTICS REPORTS PROGRAMS.

The implementation of all of the statistical programs will be on a continuing basis. This is particularly true in the area of the states requirements. The state is in the process of developing a Comprehensive Data Base for the Coordination of Criminal Justice Data needs. This should increase their requests for statistical information from all counties in Pennsylvania.

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9. The long range impact of this project will enhance all components of the Criminal Justice System in their capabilities to store and retrieve vital information necessary to their efficient and effective operations.

The law enforcement agencies will be able to ascertain more quickly whether there is an outstanding warrant on an individual, previous record, etc. Presently, this information must be gathered manually from the Clerk of Courts office and Sheriff's Department. Also, the police officer will be on the street more than is presently the case. With more efficient management of witness scheduling, the policy officer will not have to wait days before he is called as a witness in a case.

The Courts will be better able to handle the cases coming before them if cases are scheduled properly. There will be greater efficiency in the use of judges and courtrooms through the use of E.D.P. reports by the Court Administrator, the District Attorney, the Public Defender, Private Counsel, etc. The courts will be able to determine sentence more quickly with the use of the computer to assist in pre-sentence investigation reports. The Probation and Parole Departments will be better able to manage the operations of their offices with the computerized reports.

The Correctional System will be able to maintain current information on the persons incarcerated. The management of the prison should be more efficient with the use of the computer.

# END