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EXECUTIVE SUMMARY  
FINAL EVALUATION REPORT  
MILWAUKEE COUNTY PROJECT TURNAROUND

LEAA GRANT #: 75-DF-99-0029

NOVEMBER 22, 1976

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ACQUISITIONS

**Evaluation/Policy  
Research Associates, Ltd.**

AN EVALUATION JOINT VENTURE

380682



## EXECUTIVE SUMMARY

### PREFACE

This evaluation report represents a joint venture endeavor of Evaluation/Policy Research Associates, Limited and Price Waterhouse & Co. The report is divided in two major parts, distinguished by the colored divider herein, as follows:

#### PART I -- UNIT ANALYSIS:

Each of Project Turnaround's five Action Programs is evaluated including impact analysis of objective achievement. In addition, findings are presented from an assessment review of the Project's Information Systems Component and from an overall review of the Project's administrative framework. Cost of replication and cost/benefit analyses are included for each Turnaround Unit.

#### PART II -- PROJECT ANALYSIS:

Cost of Replication data and cost/benefit findings are summarized for the entire Project including delineation of overall assumptions, definitions, and constraints of the methodology. A final section presents an assessment of the Project's citizen involvement efforts.

The Table of Contents which follows clearly identifies the joint venturer author of the separate sections comprising this report. The points of view and opinions stated separately by the authors of this document are those of the responsible joint venturer author and do not necessarily represent the official position or policy of the U.S. Department of Justice. Distribution of this report is subject to the requirements set forth in LEAA Evaluation Guideline Manual M4500.1D, paragraph 43.

A detailed analysis of the findings presented in this Executive Summary has been submitted under separate cover.

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Table of Contents

	<u>Page</u>	<u>Author</u>
Coverletter.....	1	E/PRA
Coverletter.....	2	PW&CO.
 <u>PART I -- UNIT ANALYSIS</u>		
I.1 Citizen Contact and Support Unit.....	3	E/PRA (1) PW&CO.
I.2 Citizen Victim Complaint Unit.....	5	E/PRA (1) PW&CO.
I.3 Sensitive Crimes Unit.....	7	E/PRA (1) PW&CO.
I.4 Advocacy Unit.....	8	E/PRA (1) PW&CO.
I.5 Witness Emergency Unit.....	10	E/PRA (1) PW&CO.
I.6 Information Systems Unit..... (JUSTIS Review)	11	PW&CO.
I.7 Administration and Planning Unit..... (Administrative Review)	13	PW&CO.
 <u>PART II -- PROJECT ANALYSIS</u>		
II.1 Cost of Replication Analysis.....	16	PW&CO.
II.2 Cost/Benefit Analysis.....	16	PW&CO.
II.3 Assessment of Citizen Involvement.....	17	PW&CO.
Appendices.....	18	PW&CO.

(1) E/PRA, Ltd. is the primary author. Price Waterhouse & Co. authorship includes the cost of replication and cost/benefit analyses for these Units.

# Evaluation/Policy Research Associates, Ltd.

22 November 1976

Mr. James Schiller  
Executive Director  
Project Turnaround  
Room 208  
Milwaukee County Safety Building  
Milwaukee, Wisconsin

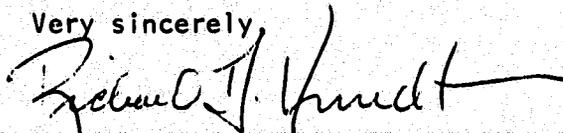
Dear Mr. Schiller:

Evaluation/Policy Research Associates, Ltd., joins with Price Waterhouse & Co. in presenting the final report for the first year evaluation of Project Turnaround. In order to meet the requests of your office and the Office of Evaluation, Office of National Priority Programs - Citizens Initiative - of LEAA, we have worked with Price Waterhouse in incorporating the unified approach to the analysis of each of the Action Units. A person reading the report of these units should have a fairly good indication of the exact value and meaning of the Unit for victims and witnesses in Milwaukee County.

Members of our staff are happy to have been of service to Milwaukee County in this matter. We hope that the assessment and evaluation that we have provided will enable the County and Federal governments to make intelligent judgments as to the future of victim/witness assistance both in the local area and throughout the nation.

If we can be of any further assistance, please feel free to call upon us.

Very sincerely,



Dr. Richard D. Knudten, President



1500 MARINE PLAZA  
MILWAUKEE, WISCONSIN 53202  
414-276-9500

November 22, 1976

Mr. James P. Schiller, Project Director  
Project Turnaround  
Milwaukee County Safety Building  
821 West State Street  
Milwaukee, Wisconsin 53233

Dear Mr. Schiller:

Price Waterhouse & Co. is pleased to present this final report in conjunction with our joint venture evaluation engagement with E/PRA, Ltd.

We, of course, were extremely pleased by LEAA's very favorable review of our three interim reports. We are confident that the comprehensive consolidation of all evaluation findings embodied in this report is of similar quality.

Although this report identifies several constructive opportunities for improvement, the report is, on the whole, very commendable to the accomplishments of Project Turnaround. Our firm, as citizen members of Milwaukee County, is especially gratified when such a commendation is evident from the independent and objective evaluation of any publicly supported program.

We sincerely appreciate the cooperation extended to us by all Project staff and local government officials in this significant undertaking.

Yours very truly,

*Price Waterhouse & Co.*

## PART I -- UNIT ANALYSIS

### I.1 Citizen Contact and Support Unit

The Contact and Support Unit was created to provide assistance and information to victims and witnesses of crime. The staff of nine, a Coordinator, four Specialists, one Caseworker and three Clerical persons deal with such problems as appearance scheduling, transportation problems, child care needs, property return concerns, witness fee acquisition, disposition notification, out-of-town witness accommodations and general questions and counseling needs. These efforts are concentrated for felony case witnesses.

Between January and September, 1976, staff supported 330 persons in court, cared for 84 children, made accommodations arrangements for 55 out-of-town witnesses, transported 350 persons, achieved full or partial property return for 44 individuals and wrote disposition letters to 1,250 witnesses. Impact data reveal that knowing the outcome of the case is associated with higher levels of intended cooperation on the part of witnesses. Satisfaction with the services of CCSU staff is indicated by the fact that 94 percent (119) of a contacted sample of witnesses asked indicated they would contact Turnaround again if they had other problems. Citizens were more positive about the services they received directly from the staff rather than by referral; therefore, there is strong rationale for handling citizen problems directly.

To assist citizens' orientation to the court setting, an informational brochure was developed. The primary reason citizens found this useful was the assistance it gives in finding the correct location. Although there was little difference between those who received the brochure and those who did not in terms of difficulties in finding the correct location or knowing what to do, a sizeable portion of those who received it were able to specify why it was helpful.

Reducing unnecessary appearances and waiting time was the object of several Unit activities. During 1976, when these efforts were in effect, there was a reduction of 6 percent in the number of citizens making what they perceived to be unnecessary trips. According to citizen perception, the total number of unnecessary trips made remained about the same in 1976 as in the baseline period (43 and 42 percent).

Counseling for witnesses was provided by the Caseworkers associated with the Unit. Because one Caseworker resigned in April and was not replaced and the second position was eliminated as of the first of September, this function has been limited. Citizens were positive about the counseling they received.

Assistance to witnesses in collecting witness fees has been achieved as noted by the upward trend of such acquisition, more than twice as many witnesses getting fees in recent months.

Attempts by CCSU staff to determine if pretrial negotiations by the District Attorney's staff result in projected guilty pleas which would mean witnesses would not have to appear have not been comprehensive. However, the procedures developed to follow-up have now been transferred to the District Attorney's staff where they can be followed more readily.

Medical records custodians were able to avoid many unnecessary trips because CCSU staff implemented a new State law allowing subpoenaing of records rather than the custodians. Only 30 percent of the custodians involved needed to be subpoenaed, meaning that in 70 percent of the cases (involving 153 persons) unnecessary trips were avoided.

CCSU staff determined that many subpoenas were being returned to the District Attorney as unservable by the Sheriff's Process Division. They developed procedures which allowed them to locate 70 percent (837 of 1199) of these witnesses. Attempts to shift these procedures to the Sheriff's Department initially were successful, although in recent months there has again been an upturn in returned subpoenas.

The staff also developed procedures to assist victims in getting restitution. Of the sample of cases examined for impact evaluation, one of 88 involved a case where CCSU staff participated in the restitution situation. The restitution order did cover the victim's costs in this case.

Replication of this Unit in another community could be expected to cost \$53,000 initially and thereafter approximately \$270,000 for the first year. These cost estimates include all resources committed to the CCSU by Milwaukee County.

Savings which can be quantified total \$52,600 or approximately 20% of the Unit's ongoing costs. It is emphasized that the Unit's total net value is not reflected by the 20% figure because that figure does not include other valuable CCSU intervention services directly for or on the behalf of citizens and their interests. Although these services could not be quantified, this limitation of the analysis by no means diminishes their importance. Services of this type include persuasion of several Milwaukee area employers to change personnel policies in favor of reimbursing employees for criminal court related absenteeism and development of new procedures to assure victims of crime that terms of court ordered restitution are met.

The savings quantified for the CCSU also do not reflect significant new programs conducted under the auspices of the Unit but made operative close to the end of the first grant

year. One of these programs is to recall police officers via teletype if it is known a proceeding will be cancelled or adjourned but less than 72 hours remain for notifying the parties involved. Formerly, it is very likely the officers would not have been notified. Although it is too early to evaluate the eventual impact of this program, preliminary estimates are that several hundred unnecessary officer trips will be avoided each month.

To improve its services in the second year, the Evaluator recommends two things. One, that a serious effort be made to develop a procedure whereby witness appearance in court can be monitored. Two, that the staff examine its various activities, determine which are most useful, and establish priorities among them. Although the staff has been very responsive to many pressures upon it, its size does not allow it to be totally responsive to all problems and conditions which hinder victims and witnesses that exist within the criminal justice system.

### I.2 Citizen Victim Complaint Unit

This Unit provides assistance and information to victims who come to the District Attorney's Office as individuals to initiate complaints. The Unit's staff have joined forces with the Consumer Fraud Division of the District Attorney's Office and work as a single unit. Impact evaluation data includes cases dealt with through both functions. The staff included three Assistant District Attorneys, one Caseworker and three clerical persons. In addition to screening cases to determine those for which a criminal charge should be issued, the staff provides counseling and referral services. The type of situations the Unit deals with in order of frequency are: family disorders, battery and harassments (46 percent); consumer fraud (18 percent); theft (15 percent); other consumer problems (13 percent); damage to property 95 percent; and other (3 percent).

The Unit has been able to decrease the waiting time for citizen complainants from 4.5 hours before organization of the Unit to about 35 minutes. Citizen perception of the services provided by the staff has been positive, more so than was evident in the baseline period before the Unit was operational. During the last several months, there has been a decline, however, in this perception with 59 percent of citizens saying staff effort was excellent or good compared to 74 percent in the baseline period and 82 percent in the early months of Unit operation. Ratings on effectiveness and courteousness declined similarly. Problems with staff morale concerning refunding, a decrease in the number of staff persons available and noisy construction in the area of the office may have contributed to this decrease.

General satisfaction with the action or advice of the staff decreased from 71 percent for those interviewed in January through March, to 62 percent for interviewees in April through June, to 56 percent of those interviewed in July through September. The cumulative percentage of satisfaction is 64 percent. Greatest satisfaction exists when a criminal charge is issued. More than half are satisfied when the office issues a mediation letter, gives advice, orders the alleged offender in or at least agrees to investigate, makes an appropriate referral, or issues a warning letter.

Over time, the staff has decreased use of advice and consultation and ordering an offender in and has increased usage of a mediation or warning letter, made more referrals, and indicated investigation was needed. Actual issuance of a criminal charge has declined over time, although the decrease is not a large one.

Criminal charges are more likely to be issued for violence and consumer problems. However, the most prominent initial action for consumer, violence and property-related problems is to send a letter requesting the alleged offender to come into the office. For interpersonal problems the most prominent initial actions are to give advice, make a referral or issue a mediation or warning letter.

In terms of cases where a criminal charge was issued, about 47 percent of cases resulted in a guilty plea while the remainder were dismissed. The staff hoped to be able to decrease the number of charges issued where the complainant would later withdraw or refuse to prosecute. Dismissals for this reason increased for cases initiated during November through February to 50 percent from a previous time when 27.3 percent were for this reason. During the more recent period, only 16.7 percent were for this reason. Citizen satisfaction did not necessarily decrease because the case was dismissed (75 percent were satisfied).

As the staff has become familiar with the types of referrals that may be made within the community, it has developed referral patterns for particular types of problems. It is the judgment of the evaluator that these patterns are appropriate.

Citizen perception of staff response to phone inquiries is generally positive with over 75 percent saying courteousness was excellent or good and over 70 percent saying the response was helpful or very helpful. Major reasons for the response not being helpful were that it did not solve the problem or that the citizen could not talk to an Assistant District Attorney.

Another community could expect to spend about \$7,000 to initiate a similar Complaint Unit and, thereafter, to spend approximately \$130,000 to continue operations for one year. Inclusion of the Consumer Fraud function for another community plus other adjustment expenditures would result in estimated annual replication costs of \$171,000.

The most significant accomplishment of the Unit lending itself to cost/benefit quantification is the reduction in waiting time for citizen complainants (from 4.5 to .5 hrs.; an 88.9% improvement). Savings associated with the reduced wait are estimated at more than \$407,000 annually. When supplemented with other client services with implicit but unquantifiable benefits, a clear conclusion of substantial net value is evident. Among such services are referrals of lesser matters to community agencies which can assist clients at nominal or no cost. At the same time, the referral capability promotes entry of only the more serious matters into the criminal justice system.

The generally positive perception of citizens to the actions of this Unit and the clear cut cost benefits resulting from reductions in waiting time justify a conclusion that placing priority on the citizen complainant and establishing a system by which situations, which are not always amendable to criminal charge, can be dealt with within the criminal justice system.

### I.3 Sensitive Crimes Unit

The twin goals of the Sensitive Crimes Unit are to first, provide specialized assistance and individualized attention to victims of sensitive crime and second, to provide specialized prosecution services which will lead to more successful prosecution in the cases involving sensitive crimes. The Unit began in July, 1975, with two Assistant District Attorneys and a secretary composing the core staff of the Unit. In March, 1976, a third Assistant District Attorney was added to the Unit to assist with the heavy case load.

The evaluation of this Unit focused on two central aspects: the degree of satisfaction reported by clients of the Unit with services offered, and the improvement of the prosecution process in cases involving sensitive crimes. On the first evaluation objective, the great majority of the clients reported that they were extremely satisfied with the services offered. This satisfaction has appeared to result in a high percentage of victims who are willing to testify and thereby cooperate with the criminal justice proceedings. On the second evaluation objective, the Unit seems to have performed quite effectively. Cases were handled more quickly, fewer District Attorneys were involved in each case, and there were fewer adjournments per

case. In addition, on the dimension of case and charge outcome, the Unit is having some positive effect on the attainment of guilty verdicts on an original charge. In both outcome by charge and outcome by case, the Unit has achieved more guilty verdicts in comparison with a similar time period in the previous year. The Unit has also made less use of plea bargaining practices.

Another community could expect to spend approximately \$21,000 to initiate a Sensitive Crimes Unit similar to Project Turnaround's, and thereafter spend roughly \$136,000 to continue services for one year.

In terms of cost/benefit, the most significant conclusion is that the Unit has at the very least saved approximately \$21,000 as a result of its 57.5 percent reduction in the number of adjournments experienced in sensitive crime cases. Other positive outcomes that are particularly noted are improved cooperation and awareness among other parties vital to successful sensitive crime prosecution and the establishment of a deterrent to possible sexual assault offenders through more expeditious and effective administration of justice.

The major recommendation for the future is concerned with the return of the Unit to a two-person operation and the increased demands that this reduction will create for the smaller staff. The Unit will have to give careful consideration to the number and types of cases that it will accept. While there has been some planning for this potential problem, it is suggested that the staff, in cooperation with the District Attorney's Office, issue very clear guidelines concerning which cases it will handle and which should be assigned to other District Attorneys.

#### I.4 Advocacy Unit

The Advocacy Unit operated between June 20, 1975 and September 7, 1976, when the Advocate took a leave of absence from the Office of the District Attorney. The assessment of the Unit's operation is largely dependent upon time logs kept by the second Advocate, who documented time during the last three of four evaluation periods (March 6 - May 2, 1976; May 3 - July 16, 1976; and July 17 - October 7, 1976).

The impact findings suggest that the effort to identify problem areas in the criminal justice system, Objective One, lessened from an overall time commitment of 13.7 percent to 6.8 percent in Period Four. Objective Two, influence and develop guidelines, rules, regulations, ordinances, and/or

laws, took 26 percent of the Advocate's time in Period Two, 32 percent in Period Three, and 36 percent in Period Four. While the concerns of Objective Three, participation in and trial of key cases to determine judicially the rights of victims, witnesses and/or jurors, involved nearly 24 percent of the Advocate's time during the Second Period, the percentage dropped to less than six percent in the Third and seven percent in the Fourth Period. A major thrust throughout all of the Advocate's activity centered on Objective Four: coordinate pertinent activities of the criminal justice system. During the Third Period slightly more than half was spent on that task, as was the case during the Fourth also.

The Advocate participated in the debates surrounding Senate Bills S-139 and S-14. Other areas of important involvement centered on reducing the amount of time citizens must spend as victims or witnesses of crimes, the establishment of guidelines for charging conferences, the drafting of the new Subpoena Data Form, the trying of test cases to make appearances by victims at preliminary hearings unnecessary, the development of Witness Attendance Criteria for the purpose of eliminating unnecessary appearances by victims and police witnesses, and other similar actions. Other areas of Advocate involvement included admonition of threat to witness as a condition of bail, concerns relating to witness fees, placement of a time limit upon acceptance or rejection of a plea bargain offer from the District Attorney's Office, development of a holding area for prisoners, institution of an on-call alert system, development of procedures for early property return, creation of form motions for problems relating to restitution/probation, creation of new procedures for worthless check processing, and other similar efforts. In the latter assessment period the Advocate focused largely on questions of probation/restitution (21.2%), property return (14.8%), evaluation of work and refunding of Project Turnaround (13.1%), witness problems (10.5%), prisoner holding and security area (10.5%), and other areas of interest.

Cost of replication information suggests that another community should expect to spend approximately \$4,000 to initiate an advocate's position similar to that of Turnaround's and thereafter spend about \$33,000 to continue this position for one year. An additional \$1,000 will be necessary to cover indirect costs. The activity of the Advocate in one area of measurement has produced a savings exceeding costs by a factor of 27.6 times. When supplemented with other system reforms by the Advocate, e.g., procedures for expediting return of property to victims, a clear conclusion of exceptional net value is evident to the evaluators.

The evaluators conclude that the Advocacy Unit provided sufficient progress and impact to justify the continuance of an effort to maintain an advocacy function in the District Attorney's Office if only by releasing an Assistant District Attorney for a few hours a day or a similar period per week for undertaking advocacy functions and interests. Such an effort will not only aid victims, witnesses, police officers, prosecuting and defense attorneys, and the judiciary, but will also serve to keep the District Attorney's Office and the judicial system on the "cutting edge" of innovation, change, and creativity. The relatively high quality of criminal justice operation in Milwaukee County will be greatly assisted by such a continuing effort, which can be conducted at a minimal taxpayer cost.

### I.5 Witness Emergency Unit

The major goal of the Witness Emergency Unit is to provide services to victims/witnesses who have been threatened, harassed, or otherwise intimidated. Specific services provided by the Unit include the following: protection/surveillance; transportation to work, court, or other places; 24-hour telephone contact; telephone traces; relocation; and the location and arrest of persons who threaten or otherwise intimidate victims/witnesses. During its first year, the staff of the Witness Emergency Unit included six deputies from the Sheriff's Department and one lieutenant who coordinated the Unit.

Prior to the initiation of the Witness Emergency Unit, no information was kept in the criminal justice system either on the number of victims/witnesses who had been intimidated or on the process or outcome of these cases. Thus, it was not possible to do a comparative evaluation on the effects of Witness Emergency services versus the conditions which existed previously. Evaluation however was possible on two aspects of the program, one being user satisfaction with emergency and follow-up services and the second being the outcome of cases involving victim/witness intimidation in which specialized services have been offered. On both of these objectives, the Unit appears to be successful. There is a high degree of user satisfaction with the services provided and this satisfaction appears to be related to willingness of victims/witnesses to participate in criminal justice proceedings, particularly when testimony is needed. In addition, this willingness of victims/witnesses to cooperate appears to contribute to a more successful resolution of intimidation cases than surely was previously possible, with 65 percent of all intimidation cases resulting in a conviction obtained on the threatening party, parties have been reconciled or pose no further threat, or relocation of victims/witnesses is accomplished.

Another community could expect to spend roughly \$25,000 to initiate a Witness Emergency Unit like Turnaround's and thereafter spend approximately \$170,000 to continue services for one year. The Unit's ongoing cost per case is \$570.00 (based upon approximately 300 cases and the aforementioned cost of \$170,000 per year). It also has been established that roughly two thirds of the cases result in requests for testimony and that about two thirds of those who testify consider the WEU an extremely important influence in their decision to testify. This results in roughly 135 cases ( $300 \times \frac{2}{3} \times \frac{2}{3}$ ) where formerly the case could have been adjourned or dismissed due to lack of a witness. The savings required from this portion (per case) to recover total costs of the Unit are thus \$1,260 ( $\$170,000 \div 135$ ).

It is not unreasonable to assume that the cost of a dismissed case to Milwaukee County and to the participants involved exceeds the "breakeven point" of \$1,260, thereby providing indication of positive net value from the WEU's services (on a per case basis).

In the absence of quantifiable baseline data, further analysis of the Unit's total value can only be based upon benefits implicitly connected with the Unit's services. The most conservative assertion that can be made is that the Unit certainly serves as a motivating force to first, deter victims/witnesses intimidation and second, to prevent harm to victims/witnesses when intimidation is involved. When combined with other services offered to victims that had not been available previously, there has been an evident improvement in the services available to victims/witnesses as well as an increased willingness of victims/witnesses to cooperate in criminal justice proceedings.

The Unit has been quite responsive in correcting several problems noted in prior interim reports. However, due to the fact that budget restrictions have forced the program to cut its staff in half, there is a new potential difficulty: the Unit may be unable to provide the variety of services that it currently offers and may be unable to service as many potential clients. The Unit has issued clear guidelines concerning the types of clients that it can consider for service. The problem in the future will be to coordinate these guidelines with other Project Turnaround units as well as other units in the criminal justice systems to make certain that the demands made of the Unit are both appropriate in terms of the problems involved and not excessive in terms of manhours or budget requirements.

#### I.6 Information Systems Unit (Review of the JUSTIS System)

Based upon our evaluation efforts to date, this project deserves high marks in a number of key areas. Most important

of these areas is the substantial amount of user involvement elicited by the project team during the definition of systems requirements, both at the general level as well as the detail level. The active involvement of user personnel from management to clerical levels is critical to a successful systems development project of this type. Further, the support and responsiveness of the County's Computer Center personnel and management has been excellent in terms of assisting the Unit in implementing JUSTIS. The project team has elicited what appears to be a very healthy environment for the implementation of JUSTIS and should be commended. Second, the selection of the PROMIS software package and its subsequent enlightened modifications to better respond to the County's specific requirements should be commended. This decision resulted in substantially reducing the costs and shortening the elapsed time required to progress from requirements definition to actually being ready to implement the first portion of the new system, as compared for example to the effort required for a custom designed system. Progress on the development and implementation of JUSTIS has proceeded according to plan exempting a total of approximately six weeks delay caused by events beyond the control of the project team. Considering the number of departments involved with and affected by the project, its ambitious implementation schedule, and relatively small staff size, progress to date has been very good.

In terms of comparing the techniques and methods employed by the project team to generally accepted systems development criteria, we noted several areas where the project team has utilized a more informal approach to systems development than one would expect. While the results to date have been commendable, the County should be aware that the risks are somewhat higher when fully documented, formal project control techniques are not employed.

Replication costs for the Information Systems Unit are estimated at \$98,000 for start-up requirements. Additional costs to continue this Unit for one year beyond the start-up period are estimated at approximately \$212,000. The product of first year systems development activities is Phase I of the JUSTIS information system.

Benefits from Phase I of the JUSTIS effort have been estimated at more than \$516,000 from reduced unnecessary trips and waiting plus an additional \$168,000 in the form of internal operating economies to Milwaukee County (e.g. avoidance of computer charges for a court statistical system that JUSTIS will replace, etc.).

Thus total savings of \$684,000 from JUSTIS Phase I exceed costs by a factor of 3.2 times, clearly indicating paramount net value from this undertaking. Significant support for the

credibility of the evaluator's net value factor is found in a recently completed cost/benefit analysis for all JUSTIS Phases conducted by the Institute of Law and Social Research (INSLAW). The INSLAW analysis projects a net value factor of 3.3 times cost for complete implementation of the JUSTIS system, Phases I & II.

The substantial savings noted for Milwaukee County represent only a small fraction of the total benefits which might eventually accrue from the JUSTIS effort. The beneficiaries of these greater savings will be the audience of other communities which adopt the JUSTIS system in whole or in part. Installation transfer savings (compared to the costs for a custom design effort) are estimated at \$150,000 to \$600,000 per jurisdiction depending upon the number of JUSTIS programs adopted. At the present time, twenty-nine jurisdictions have expressed interest in the transfer of JUSTIS.

The most significant savings opportunity to Milwaukee County from future JUSTIS Phases relates to further reductions in waiting time through improved court scheduling. In this respect, it is significant that JUSTIS Phase II anticipates a feasibility study for automation of the scheduling function.

We noted in an earlier report, a concern regarding a potential system response problem concerning the workload on the County's computer. Actual utilization statistics for JUSTIS to date indicate this concern to be unnecessary at present activity levels. Finally, the evaluators must point out that the present funding situation with anticipated dissolution of the Information Systems Unit on December 31, 1976 will severely restrict the ability to maximize future potential benefits available through continued development of JUSTIS.

## I.7 Administration and Planning Unit

### (Administrative Review)

The Administration and Planning Unit was initiated in April 1975 by retention of the Project Director and Deputy Director. The Unit's authorized staffing eventually included seven professional and two clerical positions, organized in a manner that recognized the Unit's requirements to monitor and administratively support activities of Project personnel located in other County departments.

This organization structure supported responsive and effective functioning of action services and also provided a means, through Turnaround's policy bodies, to resolve problems between governing departments and Project Turnaround. An important ingredient supporting Turnaround's organization approach was the acquisition of several professional personnel who were

experienced with the County and well qualified in respect to the matching of their prior experience with the demands of their positions.

Placement of the high quality and experienced personnel the Project was very fortunate to acquire within other departments contributed to a diminished need for the level of ongoing and administrative support of Action Units originally anticipated from the Administration and Planning Unit.

As a result of this diminished need, two positions in the Administrative and Planning Unit were left vacant from early 1976 through the remainder of the first grant year.

Another community could expect to spend approximately \$149,000 to initiate an Administrative and Planning Unit like Turnaround's, and thereafter spend roughly \$351,000 to continue services for one year. These cost estimates include experience adjustments (decrease) for the two vacant positions referenced above.

The Unit should be recognized for its accomplishments in creating improved awareness, participation, and support for citizen victim witness service needs among local government officials and within the community. The administrative demands of this "outreach" responsibility were made particularly challenging by the broad audience of interest groups requiring liaison with Project Turnaround. This audience included County officials, community human service groups, data processing technicians, legal practitioners, federal and State agencies, and several municipal governments, to mention only a few. The Administration and Planning Unit, after some initial learning curve experiences, progressively improved in the administration of the Project's liaison requirements.

The Project also deserves high marks for effective record-keeping systems, several of which were developed through the assistance of the Administration and Planning Unit. These systems supported effective management of client services and provided a flow of Unit performance information and planning data upward to the Directorship and to monitoring authorities. The evaluators believe that more frequent Unit coordinator meetings would be of value in complementing this feedback process. Other communications channels within the Project, both written and informal, are considered by the evaluators to be appropriate and effective.

The evaluator's assessment conclusion is that the administrative approach and framework adopted by the Unit responded quite well to significant initial challenges and to those operational experiences that are to be expected in the introduction

of comprehensive citizen services to local government. The result of this process was substantial support from the Unit in achievement of the Project's goals and objectives.

A final and significant conclusion of the evaluators is that Turnaround's first year administrative experience appears to point out the need for a study aimed at developing specific policy and administrative guideline recommendations for grant projects implemented by Milwaukee County.

Specifically, Turnaround's experience in dedicating a well qualified and extensive support team to a single project appears to suggest possible advantages in centralizing selected administrative functions (to be specifically defined by the study) where they could be supplied on an as needed basis to several grant projects. This approach would provide administrative uniformity for the target functions as well as providing expected economies by allowing a greater overall portion of available grant funds to be devoted to public services versus administration of the same. Another advantage would be improved recognition of and responsiveness to administrative requirements promulgated for grant programs.

The recommended study would also develop important policy dimensions for consideration by the County Board. Examples might include policy guideline suggestions on how hiring of quality personnel might be expedited for grant projects and on what provisions should be made to encourage a smooth reintegration of grant personnel into other County positions if the grant project is phased-out. Another policy related study output might be identification of target areas where grant programs present realistic and more lasting alternatives to local tax levies as well as what procedures should be established to enable the County to better anticipate and participate in these programs.

It is recognized that the County Board has previously made significant commitments to the improved coordination of fiscal aids and to encouraging centralization of grant program talent. The recommended study's scope would not confront these commitments but, rather, complement them with the identification of specific opportunity areas to support more comprehensive fulfillment of the Board's intentions.

## PART II -- PROJECT ANALYSIS

### II.1 Cost of Replication Analysis

Another community could expect to spend approximately \$306,000 to initiate a comprehensive program like Project Turnaround. Start-up expenses include initial "investment" by the Project in renovations and equipment plus other expenditures up to the time services became fully operational.

Beyond the start-up period, another community could expect to spend roughly \$1.34 million to operate all services for one year. These continuation costs assume staffing levels and incurrence of other expenses similar to that committed by Milwaukee County during the first grant year. Because other communities reflect different levels of criminal justice system activity, pay scales, etc., the cost of replication data presented here can only be a starting point in their process to develop budgets for comparable services.

The \$306,000 and \$1.34 million figures cited for start-up and continuing costs, respectively, include adjustments to consider all resources committed by Milwaukee County plus cost adjustments for other first year "learning curve experiences" of Project Turnaround. These adjustments are defined and detailed throughout the various sections of the evaluator's detailed report to hopefully enable more economic, cost effective, and responsive replication by other communities.

Appendices II.1A and II.1B present summary information on the estimated use of first year funds (unaudited data) and estimated replication costs for all Project Turnaround Units.

### II.2 Cost/Benefit Analysis

Continuation costs for first year services provided by the Project have been estimated at roughly \$1.34 million. Accomplishments of the Project which could be quantified as benefits are estimated at approximately \$2.1 million. Thus, quantified savings exceed costs by a factor of 1.5 times. This indication of positive net value from Turnaround is particularly significant since the analysis employed by the evaluators could not practically or feasibly include development of savings from all accomplishments and for all beneficiaries. Additional assumptions, definitions, and constraints of the methodology are spelled out in the body of the evaluators' detailed report.

It is also possible to estimate Project Turnaround's degree of relative achievement in reducing the costs of unnecessary trips and waiting. This analysis indicates that about 44% of the total benefits which could be achieved by complete elimination of unnecessary trips and waiting have been realized through Turnaround's accomplishments. The 44% achievement factor is most likely a threshold level given current Project activities and levels of staffing. Realization of additional future benefits is materially dependent upon the JUSTIS system and the concurrent availability of adequate numbers of trained, citizen conscious personnel to fully utilize the capabilities that JUSTIS will provide.

Appendices II.2A and II.2B present summary savings data related to Project Turnaround's first year accomplishments.

### II.3 Assessment of Citizen Involvement

The Project must be commended for its very extensive and effective efforts to promote improved community support, awareness, cooperation, and participation in improving the criminal justice system. A particular strength includes a very well balanced and appropriately targeted promotion and awareness campaign conducted through communications media and through participations with and in organized community groups. Over the course of the evaluation, the Project also achieved increased awareness of its services, enhanced appreciation for the impact of these services, and an improved overall image among local government officials. Finally, Turnaround's Advisory Council is cited as a strong organizational plus for incorporating citizen concerns and impact into the Project. A broader base of citizen representation and improved consistency and continuity in attendance by the Council's governmental members are mentioned as opportunities for greater realization of the Council's full community involvement potential.

Several significant community developments associated with Project Turnaround are also referenced. Among these are included:

- 1) A panel of local experts assigned high priority to victim witness needs within a ten point anti-crime program for Milwaukee.
- 2) A large metropolitan Milwaukee hospital established a Sexual Assault Treatment Center for sensitive crimes victims.
- 3) The University of Wisconsin Extension, Urban Research Center, developed a proposal for a counseling/diversion program as an alternative to sentencing defendants in battered women's cases.

**MILWAUKEE COUNTY - PROJECT TURNAROUND**  
**SUMMARY: EXPECTED USE OF FIRST YEAR FUNDS VERSUS GRANT APPLICATION BUDGET**

	Total - All Units			Actual Use Through 10/7/76 By Unit (1)						
	Grant Application Budget	Actual(1) thru 10/7/76	Expected Use Over (Under) Application	Administration and Planning	Citizen Contact and Support	Citizen Victim Complaint	Witness Emergency	Advocacy	Sensitive Crimes	Information Systems
<b>Personal Services</b>										
Wages and salaries	\$ 592,955	\$ 715,946	\$122,991	\$176,153	\$114,298	\$ 86,256	\$122,011	\$30,514	\$ 83,323	\$103,391
Fringe benefits	106,737	144,327	37,590	39,350	22,984	17,221	23,873	5,949	15,110	19,840
Subtotal	699,692	860,273	160,581	215,503	137,282	103,477	145,884	36,463	98,433	123,231
<b>Reimbursements, Fees and Outside Services</b>										
Independent evaluation	85,000	156,032	71,032	156,032						
Juror fee increase	100,000	42,075	(57,925)		42,075					
EDP service charges	29,000	21,777	(7,223)							21,777
Equipment rental	77,200	29,589	(47,611)	845	147					28,597
Meetings, travel and allowances	14,920	10,835	(4,085)	3,423	660		312		490	5,950
Witness and victim protection and transportation	6,000	18,078	12,078		943		16,642		483	
Other	161,900	5,683	(156,217)	2,777	245	1,378	371		861	51
Subtotal	474,020	284,069	(189,951)	163,077	44,070	1,378	17,325	-	1,844	56,375
<b>Occupancy Expenses</b>										
Custodial and utilities	42,200	35,339	(6,861)	13,143	3,631	5,727	1,867	1,269	4,616	5,086
Telephone	11,200	11,879	679	3,665	2,972	1,829	598	305	1,504	1,006
Other	-	440	440	258	53	48			22	59
Subtotal	53,400	47,658	(5,742)	17,066	6,656	7,604	2,465	1,574	6,142	6,151
<b>Materials, Supplies and Administrative Expense</b>										
Photocopy and reproduction	1,000	8,999	7,999	5,044	2,106	501	204	233	221	690
Postage, printing and stationery	1,920	1,484	(436)	1,081	279	55	8		42	19
Other	6,400	12,555	6,155	5,046	1,441	1,522	999	305	960	2,282
Subtotal	9,320	23,038	13,718	11,171	3,826	2,078	1,211	538	1,223	2,991
<b>Capital Outlay</b>										
Office furniture and equipment	44,805	43,473	(1,332)	13,336	8,126	7,202	5,280	1,401	5,039	3,089
Building remodeling and improvements	-	25,412	25,412	17,000						8,412
Vehicles, communications and other special equipment	8,000	13,342	5,342				13,342			
Subtotal	52,805	82,227	29,422	30,336	8,126	7,202	18,622	1,401	5,039	11,501
<b>Total Direct Expenses</b>	<b>\$1,289,237</b>	<b>\$1,297,265</b>	<b>\$ 8,028</b>	<b>\$437,153</b>	<b>\$199,960</b>	<b>\$121,739</b>	<b>\$185,507</b>	<b>\$39,976</b>	<b>\$112,681</b>	<b>\$200,249</b>
Less Ineligible Expenses	-	(8,028)	(8,028)							
<b>Total Grant Expenditures</b>	<b>\$1,289,237</b>	<b>\$1,289,237</b>	<b>\$ -</b>							

(1) Unaudited data. Estimates based on fund transfers authorized at 9/30/76.

**MILWAUKEE COUNTY - PROJECT TURNAROUND**  
**SUMMARY: REPLICATION COSTS FOR COMPARABLE PROGRAMMING**

	<u>Start-up Costs</u>	<u>Post Start-up Operating Costs</u>		
		<u>12-Month Full-Staffing Budget</u>	<u>Net Experience Adjustments</u>	<u>Adjusted Annual Cost</u>
<b><u>Personal Services</u></b>				
Wages and salaries	\$139,747	\$ 706,950	\$ (229)	\$ 706,721
Fringe benefits	30,755	141,311	422	141,733
Subtotal	170,502	848,261	193	848,454
<b><u>Reimbursements, Fees and Outside Services</u></b>				
Independent evaluation	15,000	141,000		141,000
Juror fee increase		56,000		56,000
EDF service charges	17,000	22,000		22,000
Equipment rental	1,481	29,000		29,000
Meetings, travel and allowances	5,319	6,530		6,530
Witness and victim protection and transportation		18,000		18,000
Other	552	11,940	(6,240)	5,700
Subtotal	39,352	284,470	(6,240)	278,230
<b><u>Occupancy Expenses</u></b>				
Custodial and utilities	2,724	32,987		32,978
Telephone	1,965	10,440		10,440
Other	85	515		515
Subtotal	4,774	43,942		43,942
<b><u>Materials, Supplies and Administrative Expenses</u></b>				
Photocopy and reproduction	1,300	9,292		9,292
Postage, printing and stationery	312	1,660		1,660
Other	3,178	8,670		8,670
Subtotal	4,790	19,622		19,622
<b><u>Capital Outlay</u></b>				
Office furniture and equipment	43,473			
Building remodeling and improvements	25,412			
Vehicles, communications and other special equipment	13,342			
Subtotal	82,227			
<b>Total Direct Expenses</b>	<b>\$301,645</b>	<b>\$1,196,295</b>	<b>\$(6,047)</b>	<b>\$1,190,248</b>
<b><u>Replication Memo Costs</u></b>				
Civil Service Recruitment costs	4,600			
Supplemental assistance equivalent		73,685		73,685
Personal service costs		35,600		35,600
Increase in witness fees collected		45,000		45,000
Indirect charges				
<b>Total Service Costs</b>	<b>\$306,245</b>	<b>\$1,350,580</b>	<b>\$(6,047)</b>	<b>\$1,344,533</b>

MILWAUKEE COUNTY PROJECT TURNAROUND  
SUMMARY OF QUANTIFIED  
SAVINGS BY UNIT AND ACCOMPLISHMENT

<u>Report Section</u>	<u>Unit and Accomplishment</u>	<u>Estimated Current Annualized Savings</u>		<u>Unit Total</u>
		<u>From Reducing Unnecessary Trips and Waiting</u>	<u>From Other Activities</u>	
I.1	<u>Citizen Contact &amp; Support:</u>			<u>\$ 53,372</u>
	a) Collective efforts to reduce unnecessary trips	\$ 17,772		
	b) Savings to citizens from improved collection of witness fees <sup>1</sup>		\$ 35,600	
I.2	<u>Citizen Victim Complaint:</u>			<u>\$ 407,515</u>
	a) Reduced waiting time for walk-in citizen complainants	407,515		
I.3	<u>Sensitive Crimes:</u>			<u>\$ 21,102</u>
	a) Reduced adjournments in sensitive crimes cases	21,102		
I.4	<u>Advocacy:</u>			<u>\$ 938,152</u>
	a) Reduced attendance at charging conferences <sup>2</sup>	938,152		
I.6	<u>Information Systems:</u>			<u>\$ 684,528</u>
	a) Reduced unnecessary trips and waiting time	516,799		
	b) Internal operating economies from automation of manual systems, procedures, and methods		167,729	
<u>TOTAL</u>		<u>\$1,901,340</u>	<u>\$203,329</u>	<u>\$2,104,669</u>

<sup>1</sup>Offsetting costs to Milwaukee County from this accomplishment are included in estimated ongoing service costs.

<sup>2</sup>It is emphasized that other Turnaround Units (most notably the CCSU) and other external influences also contributed to this accomplishment.

**MILWAUKEE COUNTY PROJECT TURNAROUND  
SUMMARY OF ESTIMATED SAVINGS AND RELATIVE ACHIEVEMENT**

Benefit Category	1975 Savings					Current Annualized Savings				
	1975 Baseline (Potential Savings)									
	Citizen Savings		Business Community Savings	Local Government Savings	Total Savings	Total Savings	Citizen Savings		Business Community Savings	Local Government Savings
	Out-of-Pocket	Imputed				Out-of-Pocket	Imputed			
Reduction in waiting time for "walk-in" citizen complainants	\$ 79,885 \$ 89,960	\$ 36,300 \$ 40,832	\$ 272,666 \$ 306,711	\$ - \$ -	\$ 388,851 \$ 437,503	\$ 407,515	\$ 83,719	\$ 38,042	\$ 285,754	\$ -
Reduction in charging conference and intake court proceedings time for unnecessary attendees	49,744 76,851	22,334 34,875	172,306 261,981	103,718 153,216	348,102 526,923	393,356	56,211	25,238	194,706	117,201
Reduction in waiting time (from scheduled start to actual start)	89,929 321,963	40,808 146,100	306,559 1,097,559	243,408 902,328	680,704 2,467,950	763,237	100,846	45,762	343,775	272,854
Reduction in avoidable unnecessary trips	55,926 78,840	20,059 28,278	150,721 212,475	60,499 83,856	287,205 403,449	316,130	61,551	22,073	165,879	66,627
Reduction in adjournments for sensitive crimes cases	2,335 4,479	1,060 2,033	7,959 15,270	6,996 13,422	18,350 35,204	21,102	2,685	1,219	9,153	8,045
Subtotal - Savings related to unnecessary trips and waiting	277,819 572,093	120,561 252,118	910,211 1,893,996	414,621 1,152,822	1,723,212 3,871,029	1,901,340	305,012	132,334	999,267	464,727
Percent of potential achieved	48.6	47.8	48.0	36.0	44.5					
Internal productivity and operating economics - JUSTIS Phase I						\$ 167,729				\$ 167,729
Increased collection of fees by witnesses; improved subpoena service						35,600	35,600			
Subtotal - Savings not related to unnecessary trips and waiting						\$ 203,329	35,600			\$ 167,729
<b>Total Benefits</b>						<b>\$ 2,104,669</b>	<b>\$ 340,612</b>	<b>\$ 132,334</b>	<b>\$ 999,267</b>	<b>\$ 632,456</b>

**END**