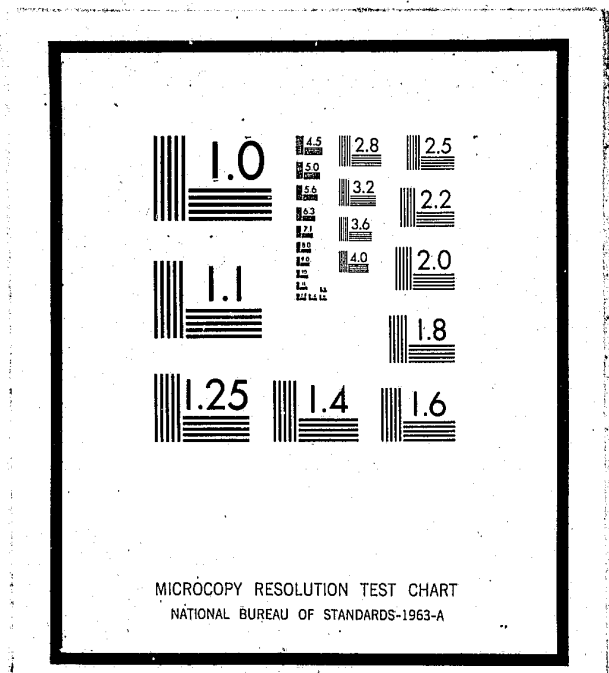


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EXEMPLARY PROJECT VALIDATION REPORT

Project Candidate:

Presentence Counseling Program

Seattle, Washington

No -
no indication of
effective news.

Submitted to:
Ms. Mary Ann Beck
Technology Transfer Division
National Institute of Law Enforcement
and Criminal Justice
Law Enforcement Assistance Administration
U.S. Department of Justice

10 January 1975

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1.0 Introduction

At the request of the National Institute, Abt Associates conducted a short-term validation study of the Pre-Sentence Counseling Program (PCP) of the Seattle Public Defender's Office. This report presents the results of that study and is intended to assist the National Institute and its Exemplary Projects Advisory Board in evaluating the project's achievements and its potential for replication in other communities.

This study has included a review of project documents referenced in the Appendix and a total of five days of on-site observation and interviews conducted during the period 11 November through 12 November by an Abt Associates staff member and the Deputy Chief Counsel of the Massachusetts Public Defenders Committee. During the site visit, interviews were conducted with the Chief Public Defender, the PCP Project Director, staff of the Defender's Office, PCP counseors, judges, prosecutors, probation and parole personnel, prior evaluators, and representatives of other criminal justice agencies within King County.

The remainder of this section describes the PCP program and the context in which it operates. Section 2.0 of this report examines the project in light of the Exemplary Project Selection Criteria. In the concluding section, overall project strengths and weaknesses are summarized.

1.1 Project Overview

The Pre-Sentence Counseling Program (PCP) is designed to provide supportive non-legal assistance to Public Defender attorneys (and some private counsel) and their clients. Program staff seek to develop community-based sentencing alternatives which may be recommended in lieu of incarceration and which meet the needs of the client as well as the concerns of Defense Counsel and the court. The clients of this service include both adult felony defendants and juveniles in the King County courts. Clients are virtually all male, have prior felony convictions (very often involving previous imprisonment), are most likely to face institutionalization as a result of conviction, and therefore, represent the most difficult and complicated cases on the attorney's caseload.

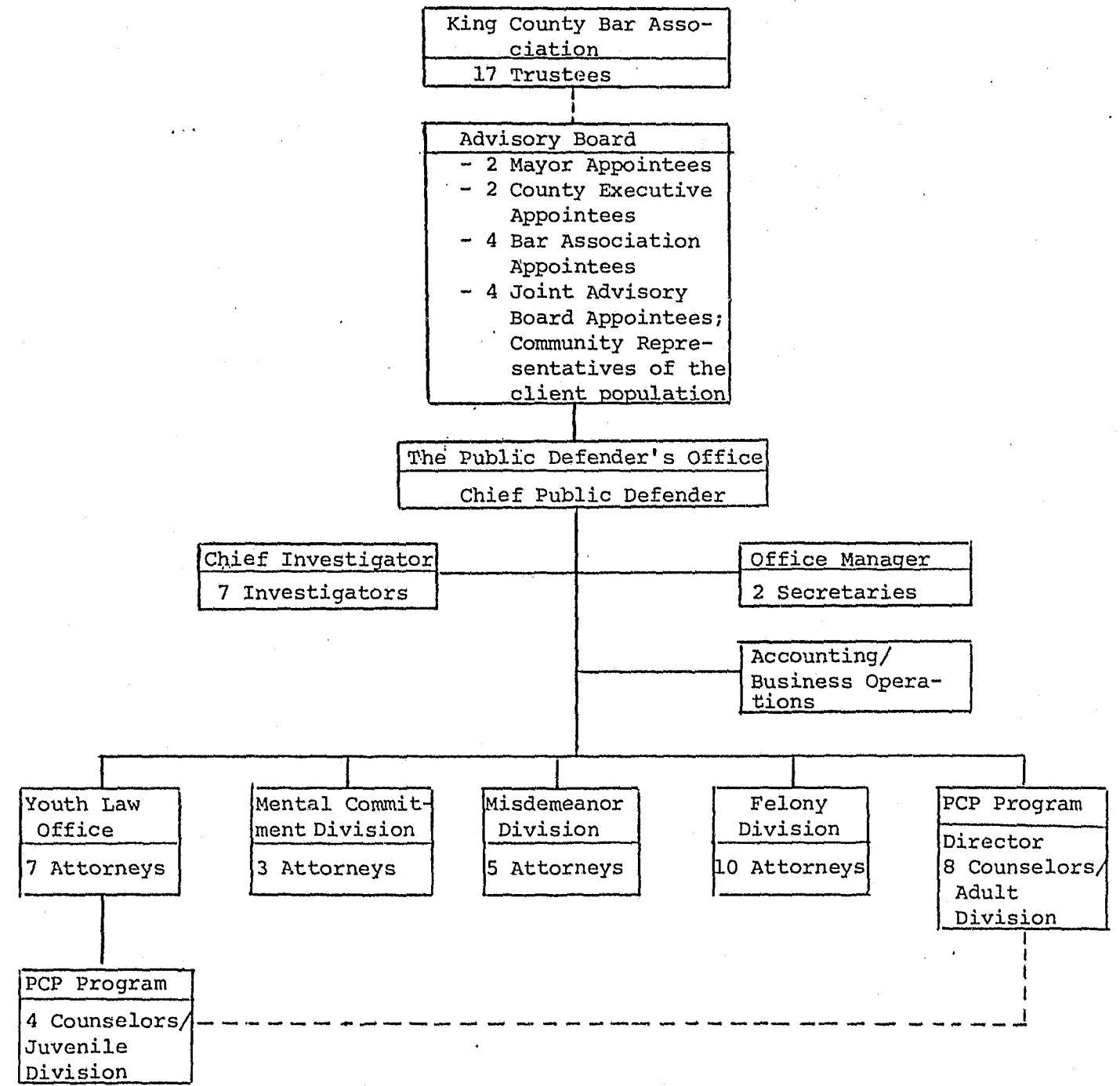
As a pre-sentence counseling unit, the PCP becomes involved in cases where the probability of commitment is likely; generally after an adjudication of guilt is made following trial or plea. While PCP has other important goals, its primary systemic objective is to assist in the preparation of the Pre-Sentence Report which must be submitted to the court one week before sentencing. In King County, the period following trial or plea and preceding sentencing is roughly three to four weeks. It is during this period that the PCP counselors work with the client in seeking community-based programs as a substitute for institutionalization. These programs span a wide range of social services available in the community. The expressed interests and needs of the client are given utmost consideration; a sentencing plan will not be recommended unless it meets the approval of the client.

PCP evolved through the efforts of Phillip Ginsberg, Chief Public Defender, and a group of ex-offenders from the University of Washington who approached Ginsberg with the notion of providing non-legal assistance to indigent clients. Ginsberg believed that since the dispositional phase of the proceedings is crucial in 90% of all cases, the defense had an obligation to provide effective client advocacy at sentencing. This philosophical base, and the interest of the group of ex-offenders, combined to form the PCP program. From its inception late in 1969 (as a volunteer program), through its development as a funded component of the Defender's office, PCP has taken the position that the needs, interests, and welfare of the community are the responsibility of Prosecution and Probation. The role of Defense Counsel, and ultimately the role of the PCP counselor, is absolute client advocacy. The goal of the PCP program, therefore, is to work with indigent clients during the preparation of the presentence report so that the client's social, economic, and medical needs are met and so that a realistic plan can be developed to weigh sentencing in the favor of community-based alternatives.

1.2 Organization and Administration

PCP is part of the Seattle-King County Public Defender's Office. The Defender's Office is a non-profit agency administered by the Chief Public Defender and accountable to an Advisory Board consisting of members from the local bar association and other county and city appointed officials. The Defender Agency is funded by contracts with King County to provide felony and juvenile representation, and is funded by the City of Seattle to provide misdemeanor representation in Municipal Court. The Defender's Office

Figure 1
Organization Chart



is assigned cases through the County Office of Public Defense and receives 60% of the felony cases and almost 100% of the juvenile cases. The remainder in both categories are assigned to private appointed counsel.

The Public Defender contracts are based on a caseload of 150 felony cases per attorney per year, and 400 misdemeanor cases per attorney per year. The juvenile caseload is not standardized. PCP counselors are utilized primarily by attorneys of the Defender's Office, although private assigned counsel may, and do, utilize their services. No formal system exists for assigning cases to PCP counselors, although it is estimated that PCP counselors handled approximately 40% of the 4000 felony cases of the Defender's Office in 1973.

The PCP is administered by a Project Director. The current director, like most of the PCP counselors, is an ex-offender. The Director reports only to the Chief Public Defender. As illustrated in Figure 1, the PCP program has two operational units; one operating out of the central office for Adult Felony cases and the other operating out of the Youth Law Office. The main office of the Public Defender, and consequently the main administrative component of the PCP program, is physically separated from the Youth Law Office.

Because PCP counselors are assigned cases on the initiative of staff attorneys and not through some formal mechanism, day-to-day supervision of the counselor's work is often the responsibility of the individual attorney-of-record on the case.* Some attempt is made by the Project Director to monitor counselor caseloads in order to insure that the assignments are equally distributed and to allow for some counselor preference on types of cases. The Project Director has minimal input to case assignment at the Youth Law Office because of the physical separation of the two units.

* However, the program has recently attempted to institute a formal procedure where cases would be screened and assigned by the Project Director.

1.3 Staffing

The staff of PCP represent a variety of experiential and educational mixes: the majority of staff are ex-offenders. Staff are selected for the degree to which they exhibit community stability, a high degree of motivation for both personal growth and commitment to potential clients. The staff selection procedure is a group process; new staff are interviewed by the PCP Director, the Chief Public Defender, staff attorneys, other counselors and support staff. The emphasis on ex-offender staff reflects the opinion of the Chief Public Defender that ex-offenders are better able to relate to the non-legal needs and interests of the client.

Almost all of the counselors are working toward some form of academic credit or degree. Of the 12 PCP counselors, one is taking accredited courses in alcohol and drug counseling, 11 are working on bachelor degrees -- ranging from sociology, to community services, to philosophy, to degrees in society and criminal justice. The Project Director and one counselor are pursuing master degrees in criminal justice and rehabilitative counseling, respectively.

The staff has been extremely stable; 8 staff members have been with the program for over a year. In hiring new staff, the program seeks a mix of both ex-offenders, volunteers (on stipend), and community residents. The current staff is comprised of the following individuals.

- Juvenile Division: 2 ex-offenders, 1 Master of Social Work, and 1 Action/Vista Volunteer working full-time;
- Adult Division: 8 ex-offender counselors (including the Project Director who is still on probation), 3 interviewers from the University of Washington's Field Placement Program, and an Action/Vista Volunteer (4 LEAA summer interns are no longer with the program).

PCP makes it clear that the utilization of ex-offenders is a crucial ingredient of its success. However, no formal guidelines for staff training and development exist. Skills of interviewing, advocacy, writing, and community relations are learned only through "on-the-job" training. New counselors observe, assist, and gradually increase their caseloads until a minimum amount of supervision is required.

Accountability is maintained through informal feedback from the attorney-of-record working with the PCP counselor. Regular court dates do impose a structure on reporting, since deadlines must be met in preparing and submitting the Pre-Sentence Report. However, no formal written materials, manuals, or policy guides support the activities of the counselor.

1.4 Intake and Services

The initial PCP counselor/client relationship is established upon referral from a staff attorney or private counsel. Of the cases reviewed by the Office of Public Defense and found indigent, approximately 60% are sent to the Public Defender. The remainder are assigned to a panel involving 150-175 private attorneys. Once the attorney-of-record has worked with a client to the point where a plea or finding of guilt has been entered, the attorney may initiate contact for his client with a PCP counselor.

The PCP counselor provides three basic services: 1) the counselor deals with all the non-legal needs of the client; 2) the counselor provides a critical link between the client and possible community-based sentencing alternatives; and 3) the counselor supports the client by relating on a personal level and supports the attorney by freeing him/her to deal strictly with the legal issues of the case. The counselor is responsible for establishing an open relationship with the client, based on rapport, trust, and understanding. The counselor is the client's advocate and, as such, the client retains his full participation in the development of the sentencing plan. No sentencing plan is ever included in the pre-sentence report which does not meet the approval of the client.

The counselor is aware of available community rehabilitative resources, primarily through the "grapevine." No formal mechanism exists for counselors to update their knowledge of resources other than personal community exposure and day-to-day contact with the successful experiences of other counselors. Excluding "canned" materials distributed by the agencies themselves, no central current reference source has been developed. The working relationship between counselors and attorneys, and between counselors and community agencies, has developed almost entirely by informal contact and informal information exchange.

Although there is no formal post-program follow-up, feedback on the quality of services usually comes from previous clients, who maintain a high degree of informal contact with counselors.

The preparation of the Pre-Sentence Report -- the key outcome of all the counselor's energies -- is viewed as a shared responsibility between the attorney-of-record and the PCP counselor working on the case. The primary problem with this arrangement appears to be the limited writing skills of most PCP staff. Although this is a major concern, it does not appear to be reflected in subsequent distrust of the work done by the counselors. Rather, procedures are altered to insure early monitoring of the reports by attorneys so that revisions can be made. In addition, attorneys who become experienced with the work of particular PCP counselors will request individuals -- or specifically not request individuals -- based on previous performance and personal preferences for work styles. Almost all of the PCP counselors have been requested at one time to appear in court to testify on behalf of the client and the recommended rehabilitation program. In many instances, the counselor's "experience" with the justice system can be an effective tool in convincing the court of the appropriateness of the community-based alternative.

1.5 Case Flow and Client Characteristics

Each PCP counselor feels able to carry about 10-20 cases at any one time, or a total of 80 cases per month. The lack of consistent statistical data makes it difficult to determine the actual number of Public Defense Attorneys that PCP can cooperatively work with in a counseling capacity. In addition, the variation in the amount of time each PCP counselor devotes to each case makes it difficult to determine the appropriateness of the counselors' current caseload. The project estimates that each PCP counselor spends approximately three to four days on each case. During the period 1 June 1973 through 31 May 1974, 648 referrals were handled by approximately six(6) full-time PCP counselors.

The clients of the PCP program represent the most difficult cases (i.e. multiple offenders, recidivists) on the Public Defender's felony caseload. Although statistics descriptive of the project's current caseload are largely unavailable, the typical client is characterized as a young male offender, who has plead guilty to a felony charge, who has a prior record of felony conviction -- very often involving imprisonment -- and who has failed to get release on personal recognizance or lowered bail while awaiting trial and sentencing. This means that much of the counselor's work with the client takes place where the client is being detained. Upon occasion, the counselor may arrange for the client to be released into the counselor's custody in order to go on a job interview or to meet with the staff of a possible community-based program the counselor hopes to recommend.

Figure 2 presents the range of charges faced by PCP clients. Figures are based roughly on referrals to PCP counselors in the program year 1972.

Table 2
PCP Clients' Offense Allegations

	No.	Total	Percent
Burglary	91		
Parole Revocation (PR)	9		
Parole Violation (PV)	9	109	18.8
VUCSA *	63		
PR	6		
PV	2	71	12.2
Grand Larceny	77		
PR	4		
PV	1	82	14.1
Assault 1 & 2	41		
PR	3		
PV	3	47	8.1
Sex Offenses (except Rape)	13		
PR	2		
PV	1	16	2.8
Robbery (+Armed)	47		
PR	2		
PV	2	51	8.8
Neg. Homicide	2	2	0.3
Murder 2	4	4	0.7
Taking and Riding	34		
PR	1		
PV	0	35	6.0
Rape	2	2	0.3
Forgery	21		
PR	0		
PV	2	23	4.0
Arson	12	12	2.1
Escape	3	3	0.5
Habitual Criminal	6	6	1.0
Kidnap	1	1	0.2
PR (no new charge)	31	31	5.3
PV (no new charge)	16	16	2.8
Misdemeanor	69	69	11.9
	580	580	99.9

* Violation of Uniform Control Substance Act

2.0 Exemplary Project Criteria

This section is intended to provide evaluative comments regarding the extent to which PCP meets the criteria for Exemplary Project selection. In this process, it is useful to recognize that PCP is not designed to reduce any specific crime or set of crimes. Rather, PCP is an effort designed to improve the general quality and equity of the criminal justice process.

It is important to note that PCP is a new concept within the context of current efforts to integrate social services -- and the use of paraprofessionals -- into the definition and delivery of defense services to the poor. There are few precedents or standards available for evaluating or comparing PCP in its attempts to enhance the overall effectiveness and quality of dispositional advocacy. Our examination of PCP's ability to meet the Exemplary Program Selection Criteria does not take issue with the basic concept or set of problems which PCP is attempting to address. Rather, it is concerned with the operations, mechanics, and process PCP utilized in attempting to accomplish its aims.

Unfortunately, the PCP program has not, and is not, generating any statistical data to document the relative success of its activities. There is no data to suggest the degree to which PCP-generated Presentence Reports are favored more often than those submitted by Prosecution or Probation and Parole, nor has there been any client follow-up after sentencing for purposes of investigating the effectiveness of the community-based alternatives selected.

2.1 Goal Achievement

The PCP program has three principal and highly inter-related goals that correspond to three types of advocacy:

- 1) Client Advocacy. The objective is to actively support indigent clients by functioning as the client's advocate during the period preceding sentencing;
- 2) Dispositional Advocacy. The objective is to assist the Public Defender Attorneys by playing a major role in the preparation and development of the Presentence Report; and

- 3) Community Relations/Social Services Advocacy. The objective is to integrate social services into the delivery of defense services in order to improve the quality of dispositional advocacy.

PCP's performance in each of these areas is discussed below. Because the aims of the Youth Law Office, and the role of the PCP counselors, differ due to the variation in the client population, youth advocacy will be dealt with separately in the latter part of this section.

Client Advocacy

Effective client advocacy, if achieved, facilitates effective dispositional advocacy and paves the way for client rehabilitation. As such, client advocacy is the philosophical underpinning of the PCP program. There are two major components of PCP client advocacy.

- (1) The use of paraprofessionals, particularly ex-offenders, as staff. The use of ex-offenders who have experience with the justice system and who, through experience, become knowledgeable about community resources, maximizes the degree to which counselors can truly advocate for their clients. In addition, the program attempts to minimize hostility by providing a racial and sex mix which can be easily matched with the client population.
- (2) The direct involvement of clients in all decisions that affect the recommendations in the Presentence Report. Recommendations will not be made without the expressed approval of the client. In addition, counselors do stress that client interface is sought at every opportunity; occasionally, clients are even released under the custody of the counselor. Unfortunately, the lack of close supervision and record-keeping makes it impossible to determine how often, at what stages, and to what degree clients are actually involved in the development of the Presentence Report recommendations. Because many of the clients are being detained prior to trial, the bulk of the counselor/client contact must occur outside the office. PCP has, however, attempted to address this problem by assigning three counselors -- usually the volunteers or part-time staff -- to act as interviewers who move between the PCP office and places of detention.

With respect to PCP's emphasis on client advocacy, the program appears to be addressing five important NAC Standards,* including:

- During the sentencing proceeding, the least restrictive alternative -- which is consistent with the client's interests -- is to be advocated;
- No individual should be incarcerated except for the protection of others, and should be subject to no more supervision or control than is essential;
- The desirability of employment of ex-offenders because of their ability to relate to the client population and overcome innate hostilities;
- The desirability of client involvement in rehabilitation plans, particularly ones which will be community based; and
- The utilization of paraprofessionals, particularly by Defense, and the integration of social services in performance of the defense function.

Regrettably, the evidence to support the success of these policies is not readily available, largely due to the project's "low profile" as part of the defense function. The limited statistics that are available to describe the percentage of recommendations accepted by the court are not definitive because: (1) supplementary statistics are not kept on how often Prosecution and/or Probation differ in their recommendations (i.e., the degree of which Prosecution or Probation might also recommend a community-based alternative); and (2) no information is available on the number of cases represented by private counsel which may also have recommended community-based alternatives without the input of PCP counselors. Of 337 cases which reached disposition during the period preceding 22 January 1973, 67% resulted in deferred or suspended sentences and/or probation or parole reinstatement conditional on some alternative correctional plan. Figure 3 indicates the distribution of these cases by types of offense. Again, however, an unknown percentage of these cases may also have involved similar recommendations by Prosecution, Probation and Parole, or private counsel.

* National Advisory Commission on Criminal Justice Standards and Goals, Corrections, Standard 5.2, "Sentencing the Nondangerous Offender", and (subpoints 1, 2, and 3); Standard 7.2, "Marshaling and Coordinating Community Resources"; Standard 7.4, "Inmate Involvement in Community Programs"; and Standard 14.4, "Employment of Ex-Offenders".

Figure 3
Disposition by Offense

<u>Offense</u>	<u>Alternative Program</u>	<u>Prison</u>	<u>Total</u>
Burglary	46	13	59
Grand Larceny	29	7	36
Auto Theft	26	8	34
VUCSA	28	9	37
Parole Violation	22	20	47
Probation Violation	15	19	34
Robbery	18	6	24
Forgery	13	4	17
Indecent Liberties	9	1	10
Misdemeanor	5	0	5
Armed Robbery	3	8	11
Escape	2	3	5
Assault (2 & 1 degree)	3	7	10
Arson	2	0	2
Manslaughter	2	1	3
Rape	1	1	2
Non-Support	1	0	1
Negligent Homicide	1	0	1
Murder 2	0	4	0
Total	226	111	337

During the validation, some judges (favorably disposed towards PCP) indicated that they most often rely on the recommendation of Probation and Parole. However, these judges also indicated that PCP's role as client advocate often enhanced their ability to consider parts of the recommendation of defense; particularly those aspects which deal with community-based resources of which the judge was unaware.

Finally, the involvement of the client in the development of sentencing alternatives is premised on the belief that client participation increases the probability of client "success" in community-based programs. It may be surmised that PCP client involvement probably does enhance and strengthen the client's perception of the fairness of the justice system and the degree to which the client was actually supported by the defense counsel to whom he was assigned. However, the lack of follow-up in the PCP program makes it impossible to determine whether the assistance provided to PCP clients has resulted in any reduction in recidivism or changes in the lives of participating defendants.

Dispositional Advocacy

The PCP program is the primary vehicle through which the Seattle-King County Public Defender seeks to effectively integrate social services into the definition of the defense function. The need for improvement in the sentencing phase of proceedings has been recognized by the King County Superior Court, the Washington State Planning Agency, and the National Advisory Commission. Local Superior Court Rule LR 101.04(j) requires all parties--including defense counsel in any felony case where an adjudication or plea of guilty has been entered -- to submit a positive program for community-based rehabilitation.

The Washington State Comprehensive Plan notes major problems in the lack of information available to all participants in the sentencing process. In addition, NAC Standards and Goals (Corrections, Chapter 5 "Sentencing"), require that a judge be fully cognizant of all relevant information and the full range of alternatives available as a predicate to enlightened sentencing decisions. To effect this goal, NAC recommends that the sentencing process include full and effective adversary proceedings and affirmative advocacy by defense counsel regarding the facts, the sentencing alternatives, and the community resources available.

The existence of the PCP program within the Defender's Office is a recognition of the fact that defender attorneys cannot rely solely on their own skills and resources in providing an effective defense--particularly in dealing with the difficult and serious cases. Realistically, caseload demands, priorities, and training mitigate against total involvement of the attorney in preparation of alternative sentencing plans which involve social service integration. It is the view of the Defender Office Attorneys that the PCP counselors free some attorney time for concentration on legal issues, that the counselors provide a new, more comprehensive, rebuttal resource, and that the work of the PCP program enables attorneys to argue individual perspectives at the time of sentencing rather than relying on the "he's a nice guy" character reference strategy. At a minimum, the work of the counselor enables the defense counsel to provide the court with detailed factual information, assessment of client needs and interests, and knowledgeable and individually-tailored dispositional alternatives to a degree not previously possible. (See Section 2.4 Efficiency).

Several judges who are familiar with the involvement of PCP in preparation of Presentence Reports indicated that the existence of PCP may have had a positive impact on improving the overall quality of the dispositional aspects of criminal proceedings.

These judges felt that the PCP counselor's awareness of community resources, and ultimate commitment to seeking them out, had the effect of increasing the quality (the detail and rationale) of Presentence Reports submitted by Probation and Prosecution. This effect has been attributed to a sense of competition in searching for the most appropriate alternative for each client, despite their respective adversary perspectives, so that one party does not recommend a quality resource which was not considered by the others.

Community Relations/Social Services Advocacy

Contact with social services is the major substantive task of the PCP counselors. The degree to which PCP can actually develop effective links with community and social services agencies is a crucial factor in assessing the program's overall effectiveness. However, the lack of any formal system to develop, and document, these relationships makes it difficult to determine either how effectively the counselors work in the community or how positively they may impact the activities of the agencies themselves. Moreover, due to the lack of followup, there are no indications of how well PCP clients may do in the programs to which they were sentenced. The only feedback received is the result of the informal relationship counselors may develop with clients. Clients may, upon occasion, take it upon themselves to notify a former counselor that they are in trouble, or that they believe the service to be of inferior quality. Beyond this, the counselor's relationship to the client terminates at the point of sentencing.

However, PCP's methods in community relations/ social services advocacy, can, and do, result in resources being identified. The resource identification process is the result of diligence and knowledge gained through experience, rather than a systematic procedure for building a resource library. PCP counselors depend solely on their own informal network of information exchange and community grapevines concerning the development of new resources. Because there is little formal coordination with respect to the number and quality of existing resources, the process of identifying service gaps is minimized. Each counselor may have an awareness of the quality of existing services, but these individual perceptions are not consolidated into one clear conception of the strengths and weaknesses of current community resources.

The weakness of the resource utilization scheme employed by PCP, coupled with the existence of minimal supervision and training, causes special concern because of the stage at which counselors intervene. At the sentencing level there is no room for testing more than one plan, no flexibility; the penalty for selecting the wrong match for the client may be future revocation. PCP clients

are the most likely candidates for incarceration. The lack of clarity or uniformity in the procedures or techniques applied by individual counselors does not necessarily mean that counselors do not perform to the best of their ability for each client; it only suggests that the probability for error is much higher.

The improvement of community relations, with special emphasis on educating the court toward more community-based corrections, is one aim of the counselor's involvement in developing alternative sentencing plans for consideration by the client. The PCP Project Director and the Chief Public Defender give relatively high priority to community relations, both in time and in funding. These efforts comply with the National Advisory Committee's Standards regarding the importance of public education about the justice system and the defense role, as well as about correctional goals and concepts behind community-based alternatives. Specifically, PCP attempts to heighten awareness of available services (particularly to the court), assists in overcoming innate hostilities in the client's community by advocating on an individual basis for each client and gains the cooperation of individuals and specific services while, in turn, providing useful information about the needs of the client population to the community agencies it utilizes.

PCP staff are often involved in speaker's bureaus, they sit on boards and committees whenever possible, they seek media exposure, and they maintain close contact with a select group of community resources. To increase its visibility and generally make its efforts better known to the community, PCP has obtained a grant to develop a public relations effort.

The Youth Law Office

Although the PCP counselors of the Youth Law Office appear to operate much in the same manner as counselors in the Adult Division of the Public Defenders Office, there are sufficient differences in the client population to warrant special attention to the counselor's role. Juvenile proceedings have traditionally involved the integration of social services and paraprofessional personnel. In general, this is attributable to the non-criminal nature of these proceedings. Because of the expectation that social services are an integral part of the criminal justice system for juveniles, the PCP counselors have every opportunity to maximize the impact of the presentencing counseling function they assume.

In general, the distinctions between the adult and juvenile PCP offices include several important variables: office size, attorney-staff ratio, physical integration, earlier intervention in the case, closer relationship between the legal and social aspects of the cases, PCP staff continuity compared to attorney rotation, and regular intra-staff and inter-disciplinary meetings. These factors have served to tie PCP into the delivery of juvenile services in an integral way, and appears to make both attorneys and PCP counselors in the juvenile division more responsible and effective.

Because the counselors of the juvenile unit are able to intervene in the individual cases much earlier than are the adult division counselors, they have greater opportunity to work with the youth, to determine the availability of social services and to work more closely with social service agencies in developing new and innovative programs. However, the total lack of statistical data makes it impossible to determine whether or not earlier intervention makes any significant difference in disposition. Moreover, it can be assumed that the juvenile court is more highly disposed toward community-based alternatives than the adult court, making comparative rates of success between the two offices impossible.

The lack of coordination between the adult division and the juvenile division makes it difficult to determine whether or not counselors in the juvenile division perform similar functions with respect to the preparation of the Presentence Report. It would appear, however, that because the juvenile division has a smaller attorney-counselor ratio, the office does operate more cohesively than the adult division and the juvenile counselors interface more directly with the activities of the staff attorneys.

2.2 Replicability

The replicability of the PCP program is solely dependent on the Public Defender's Office commitment toward the integration of social services at the level of disposition. Despite the existence of King County Superior Court Rule 101.04(j) which requires consideration of community-based alternatives in the Presentence Report, the initiative of the Defender's Office is crucial in insuring the quality of that report.

The PCP program is highly replicable in concept; its potential for replication is hindered, however, by the lack of documentation, procedures, and policies, which would define its operations to others interested in its duplication. Moreover, important questions

of effectiveness remain unresolved until adequate data collection and recordkeeping procedures are instituted. PCP does clearly address, meet, and expand upon many of the relevant National Advisory Committee Standards in relation to the preparation of Presentence Reports and the advocacy role of defense at the stage of disposition. Further, it appears that PCP has established a favorable acceptance both among attorneys who use the service and among other actors in the criminal proceeding. The weakness in considering the project's potential replication is in the inability to demonstrate why it works, the extent to which it works well, and the degree to which it is truly an integral part of the current defense function in Seattle.

Without question, the degree to which the PCP program can be effective is the degree to which staff are committed to its aims. Because minimal requirements for staff supervision exist, the PCP staff must all perform with the highest level of independence and commitment. This reliance on the innate capabilities of staff may pose serious problems for others who may not have access to an adequate staffing resource. In addition, the ability of project administrators to hire ex-offenders who require little training, and who learn quickly through "on-the-job" training, may be a skill not easily replicable in other Public Defender Offices. One of the benefits of the program may be the degree to which the work of PCP counselors free attorneys to concentrate on legal matters. If the skills of the counselors are not fully developed, serious trade-offs may occur when staff attorneys are required to provide too much one-to-one supervision of counselors working with them.

In addition, the replicability of the PCP program is dependent, to some degree, on the urban nature of the community in which it resides. Advocating community-based alternatives is fruitless where no community-based alternatives exist. Although it can be expected that a program like PCP should encourage the further development of these alternatives, the program is definitely more in the position of a consumer than a developer of services. To the extent that community-based alternatives are available, the PCP program is a viable alternative to other service integration modalities for insuring that all alternatives are considered for clients at the sentencing stage. Moreover, given the independence of staff, and assuming their full competence, it can be reasonable to expect that a PCP program model for client advocacy is more efficient than the utilization of attorneys for the same function, since PCP counselors are more cost effective.

The effectiveness of PCP, and its appropriateness for other communities, also may be dependent on the posture taken by the Probation

and Parole Division at the time of sentencing. In areas where Probation may take a more liberal view of their function with respect to the community, Probation functions may duplicate more directly the role of PCP now played in the Seattle-King County area. To some degree this appears to be happening more frequently in King County as Probation and Parole seek to build its own resource pool of alternatives to incarceration. (N.B. Section 2.4 Efficiency).

Finally, one additional consideration for replication of the PCP program is timing. In Seattle, the time lag between a finding or plea and sentencing is approximately three weeks. It is during this time that the PCP counselors have the opportunity to work on an alternative sentencing plan. Without this time lag, it would be difficult to provide intensive advocacy services unless an earlier intervention point could be identified, e.g. at the time of attorney assignment.

2.3 Measurability

The problems of measuring and/or documenting the success or failure of the PCP project have been noted by each of the three researchers who undertook to evaluate the project.* These evaluations relied heavily on anecdotal information, informal interviews, and short questionnaires to those in the justice system who have contact (however peripherally) with the PCP project. In the main, their findings, although supporting the importance of the PCP concept, raised similar problems of lack of evidence on impact, weaknesses in supervision and training, and the difficulty in providing definition because of the absence of written policies and procedures. Where these researchers did undertake to generate quantifiable evidence, the samples used and the comparative measures applied required continual qualification and, as the researchers indicated, raised more questions than answers. However, there were several process problems to which there was a high degree of concurrence among researchers. These include:

- The general lack of followup on clients to assist in determining the appropriateness of alternative sentencing plans and the degree to which client involvement and intensive advocacy may affect recidivism;
- Lack of systematic procedures for identifying new resources, sharing these resources with other staff, and providing quality control on the use of community resources;

* International Management Consultants (FY 1973-74), Social Research Associates (FY 1972-73), and King County Law and Justice Planning Office (September 1974).

- Lack of staff training and supervision;
- Deficiencies of counselors in writing skills, necessitating increased involvement of the attorney-of-record.

In no way are these short comings of the PCP program insurmountable. PCP has operated largely on a 'need-to-know' basis, hesitating to allocate limited resources to the question of effectiveness. At a minimum, however, the project should be able to generate information on:

- The number of cases in which PCP recommendations resulted in the difference between incarceration and community-based alternatives;
- The number of cases in which the PCP alternative was the same, and was different, than that proposed by Prosecution and Probation;
- The number of attorneys -- both of the Defender's Office and of private assigned counsel -- who actually use PCP on a regular basis;
- The number, and quality, of community based alternatives currently available in the area, and the service gaps as identified;
- The number of PCP clients who perform "better" (i.e. do not recidivate) in community-based programs developed by PCP counselors as opposed to those recommended by Probation; and
- Maintenance of records on the activities of the juvenile division.

Given the lack of project documentation, it is impossible to bring complete closure to any question of measurability on the PCP project.

2.4 Efficiency

PCP's total budget for the period 1 June 1974 through 31 May 1975 is \$79,986. The major portion of the budget is supported by an LEAA grant. The balance, about \$8,000, is shared jointly by the state and county. As the following breakdown indicates, over 85% of the budget is allocated to personnel compensation.

Project Director	\$12,500	
Office Manager/Secretary	9,000	
1 Counselor @ \$850/month		-- General Defender Budget--
4 Counselors @ \$800/month	38,400	
2 Counselors @ \$650/month		-- Separate CETA Grant--
1 Counselor @ \$500/month		-- General Defender Budget--
3 Counselors		-- PLS (Action/Vista volunteers--
2 Counselors		-- Full-time Program Volun- teers--
	Total	\$59,900
	Fringe	<u>10,383</u>
	Total Personnel Compen- sation	\$70,283
Consultants	2,000	
Travel	1,440	
Equipment	1,000	
General Expenses (including supplies books, utilities, postage, printing, rent, and overhead costs)	5,263	
	<u>Total Program Budget</u>	\$79,986

The project has been able to secure continued funding for the period 15 June through 15 December 1975 from King County. In subsequent funding cycles, it is anticipated that PCP will contract with the King County Council, estimated at \$1.4 million for FY 1975.

In order to compare cost and estimates of services provided the following discussion of PCP efficiency is based on the program's FY 1973-1974 total budget of \$134,098. This is higher than the FY 1974-1975 budget because fewer counselors were being supported through General Defender Budget funds and because over \$20,000 worth of time and equipment had been donated by the Defender Association.

In FY 1973-1974, the PCP handled approximately 54 referrals per month from the Defender's Office. In addition, 71 requests for services were received from private counsel for a total of 648 referrals. On an operating budget of \$99,760 (Federal share only), this is an average cost per case of \$154. This figure principally

represents the cost of counselor time, since project personnel costs assume over 85% of the project's operating costs. At an estimated cost per case of \$154, and with personnel representing 85% of that cost, it would appear that each counselor spent an average of three to four working days on each case assigned. This estimate substantiates those provided by the project and, according to Defense Attorneys, results in both an increase in total defender agency services and a proportionate decrease in attorney time (due to the shift of the burden in preparing Presentence Reports).

In an evaluation of the project done by Social Research Associated, Seattle, in May of 1973, attorneys were asked to estimate the average amount of time they spent preparing Presentence Reports -- excluding personal interview and investigatory time -- both with and without the assistance of PCP counselors. The following display of the questionnaire results is based on an extremely small sample of 11 attorneys:

Time Spent Per Case By Public Defender Attorneys *

*In hours

<u>Without PCP Assistance</u>	<u>With PCP Assistance</u>
Up to 5	Up to 3
5	1
3 or more	1
10	2
8½	6
3	6
3	½
1½	¾
½	1½
8	2
Up to 4 times longer	1

Based on this small sample, it would appear that Public Defender Attorneys spend an average of 4.5 hours in preparing Presentence Reports on each case when not provided the assistance of PCP counselors, and the same attorneys spend an average of 2.15 hours per case when PCP assistance is available. This is an approximate 50% reduction in staff attorney time when PCP counselors assist on the case. This reduction in staff attorney time may, however, be inflated since the amount of time spent by attorneys not using PCP counselors may be lower because their cases were "easier", i.e. did not require the assistance of PCP counselors, in any event. Nevertheless, if defender attorneys were to assume the functions of the counselors, an obvious loss in cost efficiency would result. Balanced against the fact that defense attorneys are required to prepare presentence reports that contain sentencing alternatives to institutionalization, the existence of the PCP unit and the functions it performs probably mean a cost savings to the Defender's Office.

A few staff attorneys do seem to spend more time on cases when assisted by PCP than they do when they are not assisted by the counselors. The Public Defender Attorneys felt that this may be the result of a mix of two factors: (1) the increased attention to cases by PCP had a concomitant effect of increasing the interest and involvement of the Public Defender Attorney; and (2) the weakness of some PCP counselors in writing skills and preparation of realistic alternatives had the effect of forcing some attorneys to increase the amount of editing, rewriting, and time spent with the individual counselor on the case. Even so, however, staff attorneys seemed to feel that time spent in editing or restructuring counselor's recommendations was a factor traded off against the level of detail that would be impossible to develop without the counselor's assistance. Among attorneys who used PCP counselors regularly, there seemed to be a consensus that the counselors were performing a function to a degree not otherwise obtainable -- i.e. seeking the most complete sentencing plan possible given the available community-based services, the client's expressed needs, and the time available to the attorney given other caseload pressures.

There seems to be little question, both from the perspective of Parole and Probation, Prosecution, Defense Attorneys and judges, that PCP counselors do not duplicate functions of Probation or Parole. In fact, the basic differences in the collection of investigatory or biographic data on a client appears to be heightened by the keen sense for advocacy function of the PCP counselors. The actual amount of information collected on a client which is repetitive is not as important as the context in which that information is placed. As such, PCP counselors, and Probation and Parole, agree that shared information would not enhance the efficiency of either office, and that it may adversely affect the goal of providing the client (and ultimately, the judges) with the full range of alternatives available. An extremely small percentage of PCP counselors' services time is spent on activities which would compare adequately with those of Probation and Parole.

Finally, the existence of PCP counselors in the presentence stage of the proceedings appears to have an indirect affect on the functions of not only the Defense Attorneys, but on Probation and Parole and Prosecution as well. Several King County judges and Probation Administrators felt that PCP had actually improved the quality of staff activities and presentence reports specifically because, at the time of sentencing, the parties involved wanted to insure that PCP had not included a resource

or alternative which was not known or explored by others. To some degree, therefore, it would seem that the PCP counselors, because of their commitment to advocacy and seeking out community-based programs, have at least enhanced the overall quality of the presentence proceeding and, perhaps, the effectiveness with which all parties approach this point in the dispositional process.

2.5 Accessibility

The Seattle Presentence Counseling Program, and the Public Defender's Office, make a regular practice of sharing information with other agencies. The Public Defender Attorneys and PCP staff welcome inquiries about the organization, development, and operations of each office. In addition, the PCP has adopted an attitude of expressed interest in suggestions for improvement of its program.

3.0 Summary of Project Strengths and Weaknesses

Major Project Strengths

- The use of ex-offender and paraprofessional counselors who can relate closely to the needs, attitudes, and expectations of Public Defender clients.
- The commitment by project staff to seeking out community-based alternatives to incarceration.
- The provision of services to the "harder cases"; those most likely to be sentenced to prison and those with the highest probability of recidivism.
- The supportive services that are provided to Public Defender Office Attorneys during the preparation of the Presentence Reports.
- The degree to which the existence of PCP in the Defender's Office expresses the critical importance of active dispositional advocacy for indigent clients (i.e., the degree to which the National Advisory Committee Standards on the preparation of Presentence Reports and defense representation at sentencing are addressed by PCP activities.

Project Weaknesses

- The lack of formal policies and procedures for guiding the day-to-day activities of staff, for insuring some form of quality control over the counselor/client interface, and for assisting new staff or new Public Defender attorneys in orienting themselves to the operations of the PCP program.
- The absence of staff training and the lack of a concerted effort to acquaint PCP staff and Public Defender attorneys with their respective roles and responsibilities.
- The lack of regular staff monitoring and supervision which prohibits the continued assessment and upgrading of staff skills and which may place an inappropriate supervisory burden on the one-to-one relationship between counselors and attorneys.

- The absence of systematic procedures for counselors to follow in identifying new community resources and cataloging ones currently available. Without a common system, counselors may be duplicating effort and not taking full advantage of each other's knowledge about the quality of individual services.
- The absence of a system for followup on clients which would provide useful information on the relative success of PCP counselor recommendations, on the quality of the service deliverer, on the degree to which the client makes a satisfactory adjustment, and on the extent to which PCP involvement may improve the clients' chances of avoiding further offenses.
- Associated with the lack of followup, the absence of adequate systems for data generating, recordkeeping, and monitoring purposes; the lack of an evaluation system which might provide evidence of its internal and external credibility and effectiveness.

4.0 Conclusions

The PCP program has three distinguishing characteristics: 1) its commitment to, and reliance on, the use of ex-offender and other paraprofessional staff; 2) its advocacy role for the defendant at the point of disposition; and 3) its role as a seeker of community-based alternatives to incarceration as an adjunct to the legal support of the defense attorney at the time of sentencing. Although the program lacks adequate written policies and procedures, incorporates little formal training and supervision of staff, and relies too heavily on informal feedback, it appears that PCP is providing an important level of support to the Public Defender's Office in Seattle, and that PCP staff attempt to provide appropriate links between the indigent client, the court, and the community. However, the program does lack sufficient data to bring closure to any specific questions regarding program effectiveness.

Exemplary Project
Application Form

EXEMPLARY PROJECT RECOMMENDATION

I. PROJECT DESCRIPTION

1. Name of the Program

Presentence Counseling Program

2. Type of Program

Community-Based Rehabilitation Program Planning

3. Area or Community Served

Seattle-King County, Washington

4. Approximate population of area or community served

1.5 million

5. Administering Agency

Seattle-King County Public Defender
623 Second Avenue
Seattle, Washington 98104

6. Project Director

William E. Absher
(206) 447 - 3910

7. Funding Agency and Grant Number

Charles Stidham, Coordinator
Adjudications TAC
State Law & Justice Planning
Insurance Building
Olympia, Washington 98504
(206) 753 - 2235

LEAA Grant #1437

8. Project Duration

January 1, 1972

9. Project Operating Costs

Breakdown of Total Operating Costs

	FY 72-73	FY 73-74	FY 74-75
Federal:	37,408	99,760	71,986
State:			4,000
Local:			4,000
Private	<u>47,914.25*</u>	<u>20,262*</u>	<u>-0-</u>
Total	85,322.25	134,098	79,986

*represents donated time and equipment from the Defender Association

(a) Start-up; one time expenditures: \$1,700

(b) Annual operating costs: \$78,286 (projected FY 74-75)

10. Evaluation Costs

	Budgeted Figures	Spent
June 1, 72 - May 31, 73	\$5,000	\$5,000
June 1, 73 - June 16, 74	8,500	2,900

11. Continuation

The King County Law and Justice Planning Office is recommending to the King County Council that the project be funded from the county general fund and be considered part of the Public Defender contract budget, beginning June 1, 1975.

II. SCREENING CRITERIA

A. Goal Achievement

The Presentence Counseling Project of the Seattle-King County Public Defender Association currently directs itself toward three distinct areas of concern. One is King County Superior Court Rule LR 101.04 (j). This rule requires, in part, that in all cases where there has been a finding of guilt, or an admission of guilt on the part of the defendant, and where probation is being requested, the defense attorney shall submit a presentence report which will contain a positive plan for community-based rehabilitation. Also, in the state of Washington Comprehensive Plan for Law Enforcement and the Administration of Justice, under problem statement 2.1.0 which states: "Insufficient information available at each decision point within the adjudications process" and under problem component 2.1.1, "Failure to provide factual information concerning the accused to appropriate participants in the adjudication process."

The Presentence Counseling Project employs seven paid staff which includes a director, an office manager/secretary, and five counselors plus five LEAA summer interns and volunteers. Two of the staff and two of the volunteers work in the Defender Association's Youth Law Office, the balance of the staff work

at the Defender Adult Office. The counselors work with the attorney-of-record and the client in assessing and determining the clients' needs. Actively involving the client in the decision making process of determining what kind of rehabilitation plan best suits and meets the needs of each individual client, is a unique and innovative approach to rehabilitative program planning in the criminal justice system. The counselors act as advocates for the client, by going into the community to locate those resources which best meet the needs of each individual client and getting that particular resource, or community agency, to commit itself to providing its services to the client. Once this has been accomplished, the presentence counselor writes a presentence report, containing all these elements, in draft form, and sends it to the attorney-of-record for any necessary modification. The report is then presented to the client for approval.

The presentence counselors, who are trained in social service work, have in-depth knowledge of the community resources available to help clients. Presentence counselors have established good communication with the agencies, and have an understanding of available services; since attorneys are not trained in social service work and cannot, due to heavy caseloads, properly develop these types of programs, the presentence counselor does a job required by the court in less time with a higher degree of quality than could the attorney.

This represents a better utilization of resources for the court, the attorneys and the clients. Further, the counselors work at a significantly lower salary scale than do the attorneys, which equates directly to a significant dollar savings to the taxpayers. This service is available not only to clients of the Public Defender, but to all indigents who have assigned counsel.

The project also addresses itself to the problem statements noted in the Comprehensive Plan for the State of Washington, in that more and better information is supplied to the courts prior to the time of sentencing. This allows the court to have additional information developed through the advocate process on behalf of the defendant. Most judges are in agreement that more and better information is of great value to them at the time of sentencing. It is felt that this additional information developed from an advocate standpoint helps speed up the adjudication process. Unfortunately, no direct comparison with another program of this type is available as at this time; to our knowledge, there is no other comparable program operating in this area. The presentence counseling project operates with trained paraprofessionals. One of its unique features is that of the seven paid staff, five are ex-offenders. It is the belief of the Defender Association

that by using trained ex-offenders an unusual degree of rapport can be developed between counselor and client, since an ex-offender who has been through the system is able to understand the feelings and attitudes of the clients more effectively than professionals who have not experienced the system first hand.

B. Replicability

The project addresses a problem of reasonably common concern throughout the United States. As mentioned earlier, most jurisdictions agree that a good information flow from many different sources greatly facilitates the decision-making process of the courts. The project has a number of written monographs, letters, documents and folders which would facilitate a general understanding of methodology and operations.

Some of the special features that have a distinct bearing on the success of the program, as mentioned earlier, are: The fact that a significant number of the staff are ex-offenders who themselves believe very highly in their mission -- keeping the offender in the community for rehabilitation; as was also noted previously, the ex-offender fully realizes the futility of institutionalization in the vast majority of the cases, and is therefore highly motivated to find an alternative to prison for the client.

The program is replicable in an area offering reasonable overall service and rehabilitation programs via community and/or

quasi-public sources: Ex-offenders who have serious commitments to social change and reform policies are available in all jurisdictions throughout the United States. Of course, it is true, that a core group of trained ex-offenders could probably better be found in urban areas simply because the availability of a number of ex-offenders who do migrate to those areas because of improved job markets. However, there should also be a significant number available in most jurisdictions even in suburban and rural areas.

C. Measurability

The program, as such, does not have a built in evaluation component; however, there is a formal evaluation procedure. The LEAA grant under which the program operates requires each year that criteria decided upon by the Office of Public Defense and King County Law & Justice Planning Office be put into bid form; that bids be sent out to consulting management evaluation firms, and that these firms bid for the evaluation contract on the project each year. There have been two evaluations performed on the presentence counseling project. Copies of the latest evaluation are attached hereto.

One significant measure of the increasing acceptance of the program by the defense attorneys and the courts is shown by the fact that in 1972, defense attorneys referred clients to the program at a rate of 20.6 per month, with the courts

accepting Presentence Counseling Program recommendations in approximately 65% of the cases submitted. In fiscal year 73-74, the program handled 53.6 referrals per month, with a court acceptance rate of 81%.

These figures become more significant when it is noted that the program usually handles clients who have prior records, multiple charges, parole and/or probation revocation holds, etc. In other words the "heavier" cases.

In fiscal year 73-74, the program handled 577 referrals, which was approximately 40% of the total felony cases assigned to the Public Defender. There were also 71 requests for services from assigned counsel.

The project is currently operating, and has been operating for the last two years, under LEAA grants. The project was originally conceived over three years ago and did run for approximately six months on a largely volunteer basis before receiving LEAA funding, which commenced in June of 1972. As noted earlier, the project does offer some distinct monetary advantages, in that, basically, the presentence counselors work for approximately one half the salary as do attorneys. Since the counselors have developed a distinct expertise in community-resource development, presentence report writing, program planning, etc. they have demonstrated that they are able to do this type of work faster with a higher degree of quality and at a lower cost than attorneys.

E. Accessibility

The agency is highly agreeable to having the project submitted to the EXP program for evaluation. We feel that we have an exceptionally economical program, which provides a very vital service to indigent clients in the criminal justice system. We are excited about the possibility of the program being replicated in other areas and we feel that this can be accomplished with few problems. We would welcome the opportunity to share our experiences with all who are interested. We do feel that the project will remain in existence for quite some time to come. We have another year to run on our LEAA grant; we are actively pursuing other funding sources; and the King County Law & Justice Planning Office has recently advised us that they will recommend to the County Council that the project be funded from the county general budget, as part of the Defender Association contract in the coming year.

Letters of Endorsement

JANICE NIEMI
JUDGE OF THE SUPERIOR COURT

KING COUNTY COURTHOUSE

August 2, 1974

SEATTLE, WASHINGTON 98104

Ms. Mary Ann Beck
Office of Technology Transfer
NILE CJ
LEAA/U.S. Department of Justice
633 Indiana Avenue NW
Washington, D.C. 20530

Dear Ms. Beck:

Re: LEAA National Institute of
Law Enforcement and Criminal Justice
National Exemplary Project

For the three and one-half years that I have been a judge in Seattle, half of that time on a lower court bench and now as a Superior Court judge, I have had available for my assistance the Public Defender's Counseling Program.

The program has the unique function in assisting a sentencing judge, and as more judges learn to use the staff and their recommendations, the demand for services will increase. The prosecutor is in no position to recommend much in the way of sentencing alternatives other than institution or probation, and rarely does. The probation department's presentence unit has more knowledge of community resources but does not have the staff, or the function, of seeking out alternative programs or employment, educational or vocational assistance for an individual defendant. Naturally, most defense counsel's time limitations are such that this is an impossible burden for them.

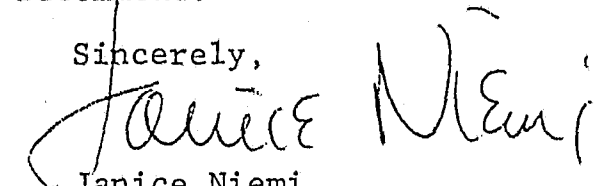
The judiciary is beginning to experiment with counseling programs, recommendations and staff

Page 2
Ms. Mary Ann Beck
August 2, 1974

functions. Where initially the program made recommendations at the time of sentencing, they are now beginning to get defendants into employment or community programs immediately after arrest, before trial or plea. This allows for some adjustment in programs if for some reason one is not successful, before the time of sentencing. It also gives the sentencing judge a good indicator for successful probation in cases where this could be questionable.

In cities the size of Seattle, or larger, it is impossible for a judge to keep up with changing community alternatives, or to be able to predict success for a defendant with any accuracy in each case. The defender counseling program is an invaluable sentencing aid that, I can, from my experience, wholeheartedly recommend.

Sincerely,



Janice Niemi
Chairperson
King County Superior Court
Judges' Criminal Justice
System Committee

JN:mw

DANIEL J. EVANS
GOVERNOR



RICHARD W. HEMSTAD
DIRECTOR

STATE OF WASHINGTON
Office of the Governor
OFFICE OF COMMUNITY DEVELOPMENT
OLYMPIA, WASHINGTON 98504
206/753-2200

August 7, 1974

Mr. William E. Absher, Director
Presentence Counseling Project
Public Defenders' Office
623 Second Avenue
Seattle, Washington 98104

Dear Mr. Absher:

This office endorses the concept that your project be designated "exemplary" by the National Institute of Law Enforcement and Criminal Justice.

Sentencing alternatives afford perhaps the single most important tool to a judge and to the system in returning an offender to a rightful place in society. Your approach is unique and is working. The one on one activity of your personnel comes at a critical stage of the criminal justice process and should be encouraged.

Sincerely,

LAW AND JUSTICE PLANNING OFFICE

Saul Arrington
Administrator

SA:CS:jed

UNITED STATES DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
REGION X
130 ANDOVER PARK EAST
SEATTLE, WASHINGTON 98188
(206) 442-1170



July 19, 1974

Mr. Philip Ginsberg, Esq.
Public Defender
623 - 2nd Avenue
Seattle, Washington 98104

Dear Mr. Ginsberg:

I wish to submit this letter to you with the purpose of utilizing it toward obtaining recognition as an exemplary project funded by the Law Enforcement Assistance Administration. I base my analysis of your operation upon three visits to your organization, at which time I observed the processing of individuals who were clients of the Public Defender, and on a separate occasion when two Milwaukee Judges and the Administrator of the State Planning Agency for the State of Wisconsin visited Seattle for the express purpose of observing the operation of the Public Defender's Office.

In conjunction with the visit of the dignitaries from Milwaukee, I coordinated with the Chicago Regional Office and as a feed back from this visit I know that the program which you are administering received very high praise and will probably be utilized by the City and County of Milwaukee.

I would particularly like to stress the fact that the counseling system established by your office has made a great impression upon me and I only hope that this letter will enable your staff to receive the due recognition that they deserve.

Sincerely,

A handwritten signature in black ink, appearing to read "Thomas A. Kerwin".

THOMAS A. KERWIN
Courts Coordinator

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END