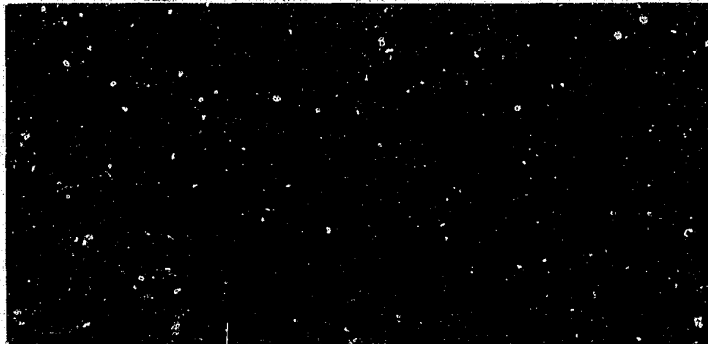


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CRIMINAL COURTS TECHNICAL ASSISTANCE PROJECT

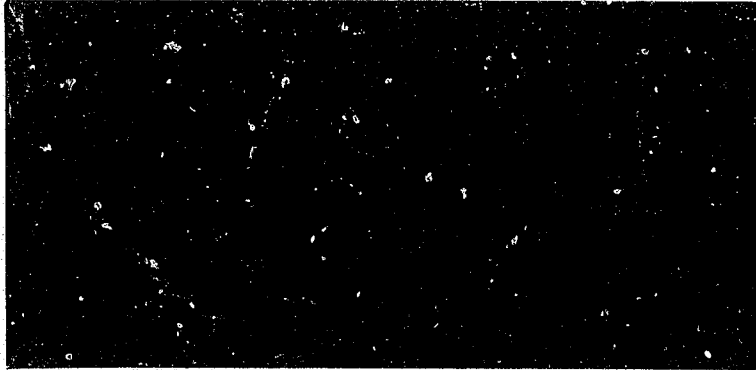
Institute for Studies in Justice and Social Behavior

The American University Law School

Washington, D. C.

A Program of the
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Law Enforcement Assistance Administration
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EVALUATION OF THE FACILITY REQUIREMENTS
of the
SAN FRANCISCO DISTRICT ATTORNEY'S OFFICE

CONSULTANT

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NOTICE TO THE READER

Because of a September 30, 1976 contract deadline for completion of all technical assistance assignments conducted under the auspices of The American University Criminal Courts Technical Assistance Project, assignment reports received after September 1, 1976 have not undergone the comprehensive review which is our usual procedure. The present report is one of those for which our time constraints permitted only minimal editing. We apologize for any inconvenience this may cause the reader.

Joseph A. Trotter, Jr.
Director
Criminal Courts Technical Assistance Project

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I. INTRODUCTION

A. PROBLEM STATEMENT

The District Attorney's office for the city and county of San Francisco, is attempting to examine ways and means of improving the quality and efficiency of its operations through an examination of operational procedures and office resources. Towards this end, Mr. Joseph Freitas, Jr., District Attorney, has requested a technical assistance team to review current methods of operations and administrative procedures, as well as their facilities, and make recommendations which would serve to improve service and increase efficiency within the office. In response to this request, LEAA's Criminal Courts Technical Assistance Project at the American University, provided the services of the National District Attorney's Association to conduct a team visit to address management and operational concerns. This visit took place early in 1976. In addition, Paltiel Bach, an architect with extensive experience in courts and prosecutor's facility planning, conducted a five-day site visit to San Francisco in the latter part of July to assist the District Attorney in the formulation of solutions with regard to facility problems.

B. PROBLEM CONTEXT

The 1976-77 budget proposal submitted by the District Attorney's office, expressed the need for an increased number of personnel, both professional and clerical, to respond to both an increasing criminal case load as well as an already over-burdened staff.

The budget explanation pointed out that the office is seriously deficient in the funding required to carry on its job. In 1974, San Francisco spent \$50.11 per serious crime prosecution while the state-wide average was \$83.64. The average deputy carries a workload of 46.3 felony filings per year while the state average is 33.1. Average violent crimes in the state of California per district attorney is 76.3. San Francisco's average was 138.0.

Additional deficiencies were noted in the area of investigative personnel and clerical support. While the state average ratio of attorneys to clerical personnel was 1 to 1.2, San Francisco had an average of 1 to .64. It was noted that it has since decreased to 1 to .58. Very little office business requiring communications is conducted by letter. Given the number of clerical personnel, they are kept constantly busy with the typing of court form work and other necessary documents. There is simply little or no time available for professional correspondence pertinent to the business of the office. Hence, deputies have become accustomed to conducting a great deal of business by phone rather than by letter, a rather unprofessional approach in the prosecutorial profession.

In the same budget report, the District Attorney requested additional personnel in all areas necessary to raise the staff to a level commensurate with the current case load. While this request was not fully approved, if and when the office reaches the staffing level requested, the existing physical plant will be severely strained, and unable to accommodate that number of persons. The relationship between operational efficiency and space utilization is all too frequently understated or ignored completely. This is a critical relationship and requires competent professional planning when it is addressed.

In a report on the District Attorney's office by the San Francisco Bar Association, begun in the fall of 1975 (see appendix for this report), a selected committee determined that the District Attorney's request for an additional fifty-one (51) deputies was appropriate to his needs. They also found the need for additional investigators as well as clerical support. It was pointed out in the report that there were a total of seven (7) secretaries handling the workload of fifty-seven (57) attorneys. The conclusion was that the ability of the District Attorney's office to carry out its mandated functions was in jeopardy, and is at best extremely unprofessional. Aggravating the situation, is a physical plant which while not inadequate is not functionally appropriate to the requirement of the office.

C. PURPOSE OF CONSULTANCY

The purpose of this consultancy as defined in the original Project's authorization is to "provide recommendations for the improved utilization of existing space and the most appropriate measures which might be instituted to most efficiently organize the office." Particular attention was paid to functional relationships between various components in the office as well as determining ways and means of appropriately accommodating proposed new programs within the existing space available.

This report will address two areas of concern to the office. First, our recommendations concerning immediate reallocation of space to accommodate new staff and equipment. Second, our recommendations aimed at long-term improvements to the space utilization problems of

the office. A third component of this report will offer planning guidelines for various components of prosecutors' offices which can be used as reference in future planning efforts.

D. METHODOLOGY

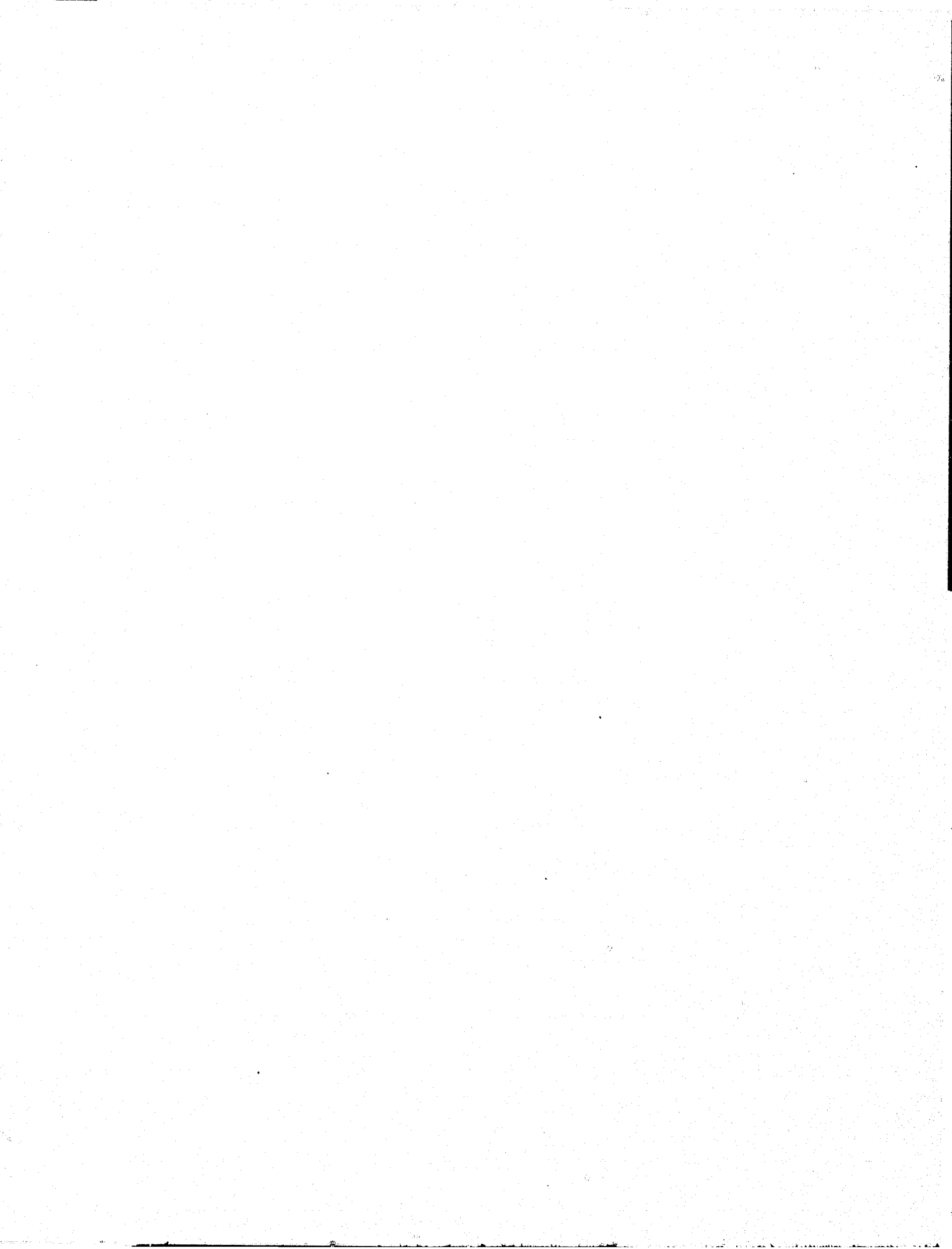
Recommendations contained within this report are based on a five-day site visit to the District Attorney's office in San Francisco which included both personal observation of existing conditions as well as in-depth interviews with a full range of employees in the office. Additional interviews were conducted with personnel of the various courts and those responsible for space allocation in the Hall of Justice. Those interviewed include the following: Mr. Joseph Freitas, Jr., District Attorney; Mr. Peter Hansen, Special Assistant; Mr. Dan Weinstein--Chief Assistant; Mr. John Dwyer--Chief Deputy in Charge of the Criminal Division; Ms. Virginia MacCubbin--Office Administrator; Mr. Mike Ito--Deputy in Charge of Misdemeanor Teams; Mr. Stan Weiss--Domestic Relations Bureau; Mr. Ben Wood--Chief Investigative Division; Mr. Ray Bonner--Chief, Consumer Fraud; Ms. Marilyn Klinger--Misdemeanor Records; Ms. Teresa Then--Superior Court Records Room; Ms. Pat Jeong, Felony Division Secretary; Ms. Marjorie Mapes, Administration, Secretary/Reception; Mr. Tom Norman, Head, Homicide Division; Mr. Walter Fujigami--Chief, Family Support Bureau; Mr. Jack Prudhomme--Chief of Building Maintenance, Hall of Justice.

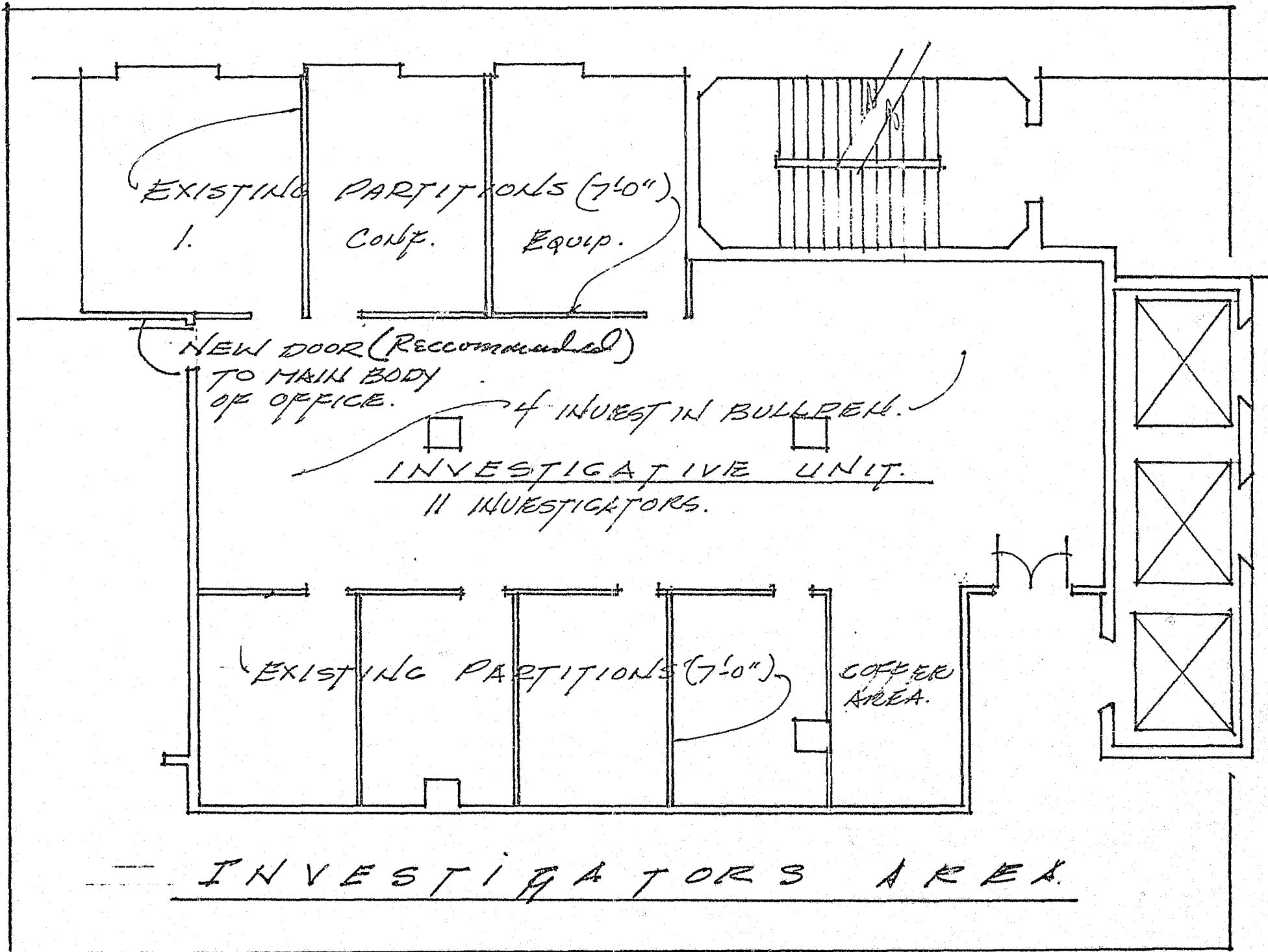
Additional persons interviewed included a range of deputies, investigators, and secretarial staff within the office. Conversations were also held with personnel from the public defender's office and

the Superior Court. Time was taken to tour virtually the entire Hall of Justice in order to assess existing conditions of space utilization within the building. Numerous informal conversations were held with a variety of employees of the courts and court-related agencies occupying space within the building.

Material reviewed for this report includes the report prepared by the Technical Assistance Team of the National District Attorney's Association, as well as the 1976-77 budget explanation prepared by the District Attorney's office. Material pertinent to proposed programs was also reviewed. A set of architectural plans of various floors of the Hall of Justice were made available to the consultant. Primary considerations in the development of this report were to:

1. Identify and analyze both the organizational and operational structure of the office in order to determine the physical planning requirements which would best support these functions.
2. Identify these facility resources and functional requirements necessary and appropriate to the prosecutorial function.
3. Offer practical recommendations, easily and economically implementable which would serve to improve operations via more efficient functional relationships for immediate consideration and implementation.
4. Offer recommendations for improvement of the existing space which would serve long-range goals and requirements.





EXISTING PARTITIONS (7'-0")
1. CONF. Equip.

NEW DOOR (RECOMMENDED)
TO MAIN BODY
OF OFFICE.

4 INVEST IN BULLPEN.
INVESTIGATIVE UNIT.
11 INVESTIGATORS.

EXISTING PARTITIONS (7'-0")
COFFER AREA.

INVESTIGATORS AREA

AREA TABULATION

	<u>Square Footage</u>
Total Gross Square Footage (including public corridor & service areas)	31,500
Total Gross Square Footage (exclusive of public corridor & serv.-.28%)	26,000
Total Net Square Footage	19,500
Total Gross Square Footage @ appropriation of public corridor (.29%)	(29,200)
Total Net Square Footage @ appropriation of public corridor	(21,000)
Total Net to Gross b/c = .28%	
d/e = .29%	

BY FUNCTION

Reception, waiting & circulation	840
Desk, staff areas & switchboard	545
Clerical & Secretarial	1,700
Copying, storage, information retrieval equip., misc.	
Administration	2,653
Dist. Att. & Conf., Chief Asst. Deputies, Admin.	
Secretarial, Off. Admin. & Staff	
Deputies	7,172
Felony, Misdemeanor, Special Prosecutions	
Consumer Fraud	2,990
Deputies, Clerical, Staff	
Library	608
Records	1,371
Misd. and Felony	
Investigators	2,599
Domestic Relations Investigators	408
Lounge	280
Circulation	4,008
Vacant	298
(At time of visit)	
TOTAL	<u>25,800</u>

II. ANALYSIS OF EXISTING FACILITIES

A. LOCATION

The office currently occupies approximately 27,100 square feet of gross floor area on the third floor of the Hall of Justice at 850 Bryant Street. The entire West wing of this floor is allocated to the District Attorney and with the exception of the investigative division which occupies contiguous but separate space is wholly self-contained.

The Family Support Bureau has been relocated into new quarters several blocks from the Hall of Justice nearer the downtown area, and at the time of this consultant's visit, was awaiting the remodeling of their space, as well as delivery of new furnishings.

The Juvenile Bureau is the only other component housed outside the main body of the office. It was not possible to visit this component during the course of the trip.

B. ACCESSIBILITY TO THE PUBLIC

Accessibility to the main office currently is fairly good. The Hall of Justice has two public entrances on Bryant Street, a primary, or East entrance, and a secondary, or West entrance. The secondary entrance is currently kept locked at all times for security purposes. The public presently enters the primary entrance, the East entrance, and undergoes a security screening check. From the main lobby, visitors to the District Attorney's office can either proceed West on the main floor to the original secondary lobby and take elevators from that point to the third floor, or take the main body of elevators in the main lobby to the third floor and then proceed West to the District Attorney's reception area. One difficulty with the location

is the building itself. Accessibility via public transportation is poor, making it sometimes difficult to get to the Hall of Justice inexpensively.

Signing is poor. There is only one temporarily mounted cardboard sign in the main lobby indicating the location of the District Attorney's office. This sign directs visitors to the office to proceed West on the main floor and take the secondary elevators to the third floor of the building. Observation has indicated that the sign is ignored as frequently or even more frequently than it is followed. Given the fact that the current public corridor serving visitors who arrive at the third floor via the main bank of elevators is used as frequently for internal office circulation as for public circulation, it would be highly desirable for the District Attorney to take steps to attempt to affect the use of the West bank elevators for all public access to the office. More appropriate and visible signing in the main lobby of the Hall of Justice should serve to alleviate the cross traffic of both public and official circulation which currently takes place in this public corridor on the third floor.

C. LOCATION RELATIVE TO COURT FUNCTIONS

The office is very well-situated in this respect. It is centrally located in the building, with easy access to all courtrooms. Deputies can use either elevators or one of a number of stairwells to move vertically within the building. There are a number of exits from the operating areas of the office to various points in the public corridors enabling deputies to enter or leave the office without having to traverse the waiting area. Additionally, there is a

direct means of semi-private ingress and egress on the West end of the building leading to an external stairwell enabling deputies to enter and leave without traversing any internal areas of the building whatsoever. While the variety of exit points from the internal working areas to the East-West public corridors has some positive benefits, it also creates virtually insurmountable problems in that these doors are frequently used as common circulation routes within the office. This problem is not easily alleviated but will be addressed further on in the report under Section IV, Long-Term Planning Recommendations.

D. IMAGE

The overall image of the office is comparatively good. The office is clean, well-lit, and adequately maintained. The office as a whole suffers from the bureaucratic characterization found in virtually all offices throughout the country in the rather institutional green and pastel shades which permeate the interior spaces. None-the-less, in comparison to prosecutorial offices in other major cities across the country, this office would have to be ranked well above average.

Furnishings within the office would have to be characterized as adequate. The office contains a variety of furnishings some in good condition, some badly in need of replacement. Comparatively, once again, the San Francisco District Attorney's office in this regard would rank above average when compared to other offices in major urban areas.

E. CIRCULATION

Aside from the functional relationships relative to the location of the various operational components of an office, the most critical issue is that of circulation within the office itself. While the circulation pattern cannot be characterized as bad, it certainly could be described as being awkward insofar as the operations of a contemporary office with a full range of new programs is concerned.

Of primary concern to any District Attorney's office is adequate and secure separation of public and official circulation. In this regard, the office functions fairly well. The most difficult group of persons insofar as circulation control is concerned is that broad category of persons entering the office who might be described as "semi-official." These people included representatives of various law enforcement agencies, attorney's, and persons attached to either the courts or a variety of court-related agencies. A primary problem in dealing with this group is control. Due to the day-to-day working familiarity developed between staff of the District Attorney's office and these other individuals or agencies, there is a tendency on the part of those individuals visiting the District Attorney's office to simply by-pass or ignore any existing security controls or reception personnel. Under no circumstances should this be permitted; it only becomes worse. This problem exists primarily in the main waiting area of the office. The administrative, or executive branch of the office has somewhat tighter controls in that access from the administrative reception area to the operational and working corridors of the office is controlled

via limited access doors operated by the receptionist by means of a buzzer. This is certainly one recommended means of controlling access to the operating areas of the office.

Whatever means of control is utilized at the reception/control point, non-district attorney staff or citizens, should never be permitted to roam freely throughout any District Attorney's office. There is simply too much confidential information lying around on deputies' desks, secretarial desks, or other places to permit this kind of free movement.

Internal staff circulation is not bad. There are certain aspects of this circulation which are, however, extremely awkward. Primarily due to the existence of a public corridor running in an East-West direction, which very nicely splits the office into two segments. Deputies' offices are located along the perimeter walls of the North and South sides of the building. The internal areas are allocated to both personnel offices and support functions. The latter includes records storage, reception, clerical, library, waiting and so on. For deputies to move from the working areas on either the North or South side of the office to the opposite side, a deputy would normally have to walk the length of the corridor and cross it at its access point, a rather circuitous route at best. As opposed to taking these routes, the deputies have developed a tendency to shortcut via these internal working areas, crossing the public corridor at its most convenient point to get to the working areas on the opposite side of the wing. Additionally, there are deputies' offices whose only access is from this public corridor. The net result of this physical situation is to create a chaotic,

undesirable situation of mixed usage for both the general public and office staff. This is a rather undesirable situation, and steps should be taken to correct the circulation problems resulting from this aspect of the physical plant that is much easier said than done. Resolving the circulation problems resulting from the public corridor traversing the office is considered to be a rather long-range solution which should be pursued. It is not envisioned that any corrective measures could be taken to solve the problem on a short-term basis. Although, certain steps might alleviate it.

Additional circulation problems are created with regard to the investigative division in that there is no direct access from the internal area of the District Attorney's office to the investigative division. The only access is via the public corridor. Once again, this is at best an awkward situation. It is, however, easily remedied by means of installation of a direct access door at the end of the North corridor.

Given the current organizational structure of the office, the rather lengthy corridors within this wing of the building do not contribute too detrimentally to most functional operations. The most serious problem relates to the secretarial/clerical function. Given the centralized secretarial services, the lengthy walk is a deterrent to both deputies and secretaries in their related tasks. This problem will be discussed in further detail in the secretarial section of this report.

Circulation for those working within the administrative division of the office is fairly good. There is internal access to virtually all operational areas of the office for administrative personnel without having to traverse public corridors or waiting space with the

exception of the administrative waiting area. Additionally, there is the direct means of ingress and egress to the office via the outside stairwell, previously mentioned, located on the West end of the building. This provides an excellent means of ingress and egress for staff as well as witnesses and other individuals who would rather not be exposed publicly while in the office on official business.

F. RECEPTION WAITING

One of the most important considerations in any prosecutor's office is the layout of the entrance and reception area.

The volume of traffic in a prosecutor's office generally consists of three user groups:

1. The general public with non-criminal complaints and questions which rightfully or wrongfully have been brought to the prosecutor's office.
2. Law enforcement officers, citizen complainants, victims of crime and witnesses who wish to institute or are already involved in a case.
3. Defense attorneys, public officials, the press and others wishing to see staff members or administrators with regards to legal or administrative matters or other business.

The primary problem with regard to reception is the lack of any defined place to report. Currently visitors unfamiliar with the office may go either to the main reception desk, the switchboard operator who fronts on the public corridor opposite an elevator lobby or directly to the administrative reception waiting area. Those familiar with the office, and having business to conduct with those divisions or deputies who have direct access to the central public

corridor, may very well by-pass any receptionist or reception area whatsoever, going directly to the particular office or person they wish to visit. This should not be permitted under any circumstances.

It is recommended that there be one clearly marked and identified location for all visitors to the office to approach. This location should be the main reception desk within the waiting area. If the administration wishes, it can be clearly marked that any visitors to the administrative division may proceed directly to the administrative reception area which currently serves this function. The switchboard operators have enough to do in their present jobs to keep them busy without having to serve as receptionists.

It is recommended that control over visitors be tightened. Currently, visitors to the main reception area who have a familiarity with the office and are there on official business, have a tendency to totally ignore all counter staff. Without major modification to the existing physical setup, it would be difficult to physically exercise any additional control with regard to this problem. It should, however, be a matter of office policy, made quite clear to those visitors that certain procedures must be followed. This same policy should be strengthened and reinforced insofar as the reception counter staff are concerned.

While the reception waiting area itself is often times crowded in the early morning periods, this situation is only temporary. The majority of hours during the course of the working day will find this area virtually empty. It is the opinion of this consultant that the reception/waiting area as it is presently sized is appropriate to

this particular office as it currently operates.

Insofar as access to personnel and agencies located on the public corridor are concerned, this should not be permitted. All access doors should be locked from the outside and traffic directed to the main reception area. The single exception to this might possibly be the Bureau of Consumer Fraud. If it is deemed desirable for visitors to go directly to this division, it should be clearly marked and a reception area set within their particular space. While there is a reception function at present, the entrance is poorly marked; and visitors are uncertain of their being in the proper place.

Some thought should be given to the desirability of separation of police officers from other visitor traffic entering the office. All too frequently, there is a developed familiarity between deputies and officers, creating additional difficulties in control. While this would be somewhat difficult in the context of the existing physical plant, in the course of long-range planning every effort should be made to achieve this kind of separation if at all possible. Law enforcement officers also have a tendency towards self-separation and can frequently be loud, boisterous, and intimidating to civilian visitors. This situation was not evident here. However, physical separation in some form if possible tends to avoid the problem.

It is also desirable to have immediate access from a reception area to a conference or meeting room that might be used for case screening, interviewing, or conference purposes without the need for visitors to wander through the body of the office. This type of space could be developed within the confines of the existing waiting area. See plan sheet number 2, page 44. In any long-range

planning effort, this type of conference space for this purpose should be provided.

The administrative reception area might certainly be developed as an adjunct to the main reception space if so desired. There might be certain benefits attached to relocating this reception area. However, given the current budget situation, it is this consultant's impression that there are more important considerations that must be addressed. Therefore, it is recommended that current administrative reception area be left as is.

G. ADMINISTRATIVE DIVISION

The administrative division of this office seems to function fairly well. Office space is adequate, security is adequate, and access for those within the administrative division is fairly good to other areas of the office. While it is not possible currently to shut off the administrative wing from the main body of the office, this is not viewed as a problem since individual offices in areas can be securely locked and are. It should also be noted that the locations and accessibility of the administrators will vary from time to time and is dependent upon the philosophy of the District Attorney.

One difficulty here is that the only conference room within the entire District Attorney's office is located immediately adjacent to the District Attorney himself. While this conference room is not necessarily intended for use by a variety of others within the office, it is almost precluded from functioning in that way simply by virtue of its location.

H. DEPUTIES' OFFICES

Offices allocated for use by deputy district attorneys are generally quite adequate. While approximately 34 percent of all individual offices are used by two deputies, the size of the office, does not make this an unbearable situation. Virtually all perimeter offices are approximately 180 square feet in size.

Most offices are located along the building perimeters thereby having both natural light and external views, both of which are important considerations in any personal working environment. There are a significant number of small private offices which are located internally, and which should be considered less than desirable since they have neither expanded perspectives nor natural light for those working within. Given the fact that not all staff within the office can have perimeter working space, consideration should be given to alternatives to the small confined office for those deputies or other personnel who must spend working hours at a desk. One such alternative would be a landscape office scheme. This will be described further in the report under long-term planning.

Most offices are in good condition. Deputies have apparently been provided with the freedom to decorate and treat their space as they wish. This has resulted in a variety of personalized spaces ranging from bare walls to heavily decorated areas. Given the fact that most deputies do have private offices, it is highly desirable to continue to encourage the personalization of individual offices.

Presently, deputies are assigned to offices based on the particular team with which they are working. Teams are assigned to

contiguous office spaces within the larger context of the office as a whole. This generally seems to function fairly well. It breaks down, however, in that the inflexibility of the internal space of the office necessitates a rather linear configuration to the team office assignments thereby tending to create distances between deputies assigned to some teams. This is noticeable particularly in the misdemeanor team section, where some deputies are, in fact, sharing office space with deputies assigned to the felony teams.

Operationally, this may not be a bad situation in the sense that a certain degree of informal training is afforded the less-experienced misdemeanor deputies by virtue of their working proximity to the more experienced felony deputies. Ultimately, however, it boils down to a judgment on the part of the district attorney and his administrative staff as to which is the more desirable situation, proximity between team members or the informal training. The long-term plan proposed further in this report illustrates one means of accomplishing both.

One of the serious problems resulting from the general physical setting of the office is the rather inconvenient access of attorneys to secretarial support. As previously mentioned, the need to traverse most of the office for many deputies needing to avail themselves of secretarial support becomes a deterrent and much business which should be handled by letter is actually carried on verbally by phone. This situation will be dealt with in greater detail in the following section, Secretarial.

It is generally recommended that all deputies within the office have either individual private offices or working space. While as previously mentioned, certain side benefits, such as informal training, could and do accrue by virtue of shared space, attorneys are professionals and should be provided with a professional working environment equal to that which might be found in any private law office. The current rather nonflexible and somewhat non-functional physical plant simply does not accommodate individual office spaces at current staff levels, let alone at required staff levels. Recommendations for alternative methods of providing professional working space for deputies will be provided in the section dealing with long-range planning alternatives.

I. SECRETARIAL/CLERICAL

A capable clerical staff is the backbone of every good prosecutor's office. Time initially spent planning their working environment will reap daily rewards. Staffing recommendations suggest employing at least one clerical staff for every two attorneys.¹

The District Attorney's office falls far short, critically so. There were, at the time of this visit, five secretaries in the office assigned to duties associated with the felony teams. Additionally, there are four secretaries assigned to handle misdemeanor teamwork. These nine secretaries compose the entire secretarial staff allocation to handle all of the work of the professional staff in the District

¹National Advisory Commissions On Criminal Justice Standards And Goals. COURTS. (Washington, DC: U.S. Government Printing Office, 1973), Standard 12.3, Comment, p. 235.

Attorney's office, exclusive of secretarial support in the administrative and Consumer Fraud sections. Physically, the secretaries assigned to the felony division are grouped together in a central location directly behind the reception desk. The misdemeanor secretaries are located in two adjacent 180 square foot spaces convenient to most of the misdemeanor team deputies. Secretaries assigned to the administrative division are physically located within that division and seem to function well as they are currently situated.

While the pros and cons of secretarial pools versus decentralized secretarial services can be argued at length, the choice of either alternative, or a combination of both, is dependent on the physical arrangement and operational requirements and objectives of any individual office. In this particular office, there are several things about the centralized felony pool which are immediately noticeable. First is the amount of cross traffic which currently takes place. This occurs primarily as a result of visitor traffic to the deputies on the North side of the office. Most of this traffic consists of individuals who have a working familiarity with the deputies or other office personnel. This includes police officers, public defenders, private attorneys, and others on court-related business. In addition, staff moves from one side of the office to the other. Rather than use the public corridor routes, most of which require the use of a key, they prefer to traverse the office through nonlocked doors; and in most instances, this simply means crossing the secretarial pool. Almost as frequently, they will use interior private offices, regardless of the fact that they may be occupied at the time. This is an undesirable situation as it disrupts the continuing work of the secretaries as well as creating a noncontrollable traffic flow.

A second concern is relative to the actual distance between the secretaries and those deputies on the far eastern end of the office. Distance itself in this case becomes a deterrent for use of secretaries by deputies for secretarial functions.

It would appear as if an ideal solution in this particular case would be a combination of both centralized and decentralized secretarial staff. Centralized staff would be utilized primarily in the preparation of case-related form work, with decentralized secretaries carrying on a more total secretarial responsibility for the professional staff. This would tend to place the pooled personnel under immediate supervision of a primary secretary as is currently the case, while the decentralized staff would be directly responsible to the deputies to whom they are assigned. A logical assignment would be to the various teams.

The pool would then become a typing pool and should be provided with the up-to-date tools facilitating their tasks such as mag cards or tape equipment.

It is recognized, that the ratio of secretaries to professional staff is wholly inadequate. There is no question that the District Attorney's office requires additional support personnel to carry on its mandated business in a continuing professional manner. While space is currently adequate, the decentralization of professional secretaries, and the addition of clerical staff within the office would begin to strain existing physical resources. It would then become imperative that the administration begin to consider a broader more long-range physical plan which would accommodate

increased staff levels as opposed to a brush-fire type response to accommodate staff increases or shifts.

Generally, the entire secretarial/clerical function of the office seems to be somewhat chaotic and lacking in functional relationships with regard to location of related work functions. Examples of this are the current locations of copying equipment, mail pickup and dropoff, postage meter location, switchboard operations, and information retrieval equipment utilized by both secretarial personnel and investigators. It is strongly recommended that consideration be given to centralizing all these various elements, thereby achieving not only an increase in efficiency among clerical personnel but a greater productivity and more rational, businesslike work flow. Suggestions for the accomplishment of this will be discussed further under both the short- and long-term planning sections.

J. RECORDS

Case file management of the prosecutor's office is critical to the entire operation of the office. Indexing, filing, and storage of case-related materials should be efficient, orderly, controlled, and most important of all, secure. Access to any record storage area should be one of the most limited access in the office.

In this office, there are currently multiple record storage areas, one for the felony division, one for misdemeanor cases, a third located in the secretarial pool area for domestic relations, and a fourth for consumer fraud. All have one characteristic in common in that security is rather lax and control over individual

case files somewhat haphazard. Currently, deputies wishing a particular case file may either ask one of the record clerks to obtain that file for them or help themselves. This is most undesirable. Under no circumstances should deputies help themselves to any case file from the records areas. All files should be removed and replaced by record clerks only. Any files which are removed by deputies should be reported and appropriate information with regards to the date and to whom the file was given noted on some form of tracking system. This will help to minimize the possibilities of misplaced or lost case files. In addition, it will enable those clerks or deputies requiring a particular file to locate it within the office.

The advantage of a centralized file system, is the obvious controlled access to all case materials. The actual physical layout of the files is dependent upon the facilities and resources of the individual office. However, central control of all case materials regardless of location, is the key to an efficient file system. Regardless of where the files are kept, if a single charge-out system is instituted within the office, with central repository for all materials to be filed or refiled, and supervisory responsibility established or periodically evaluated, a workable files system can be instituted regardless of the physical layout.²

It is strongly recommended that the various recordkeeping functions with the exception of the Consumer Fraud Division be consolidated into a single record-management area within the office.

²National Center For Prosecution Management, MANAGING CASE FILES IN THE PROSECUTORS OFFICE. (Chicago: National District Attorneys Association, 1973), p. 22.

This will serve to not only centralize the location of all records within the office but to free clerical staff currently performing duplicative functions for other tasks. With a change in the method of storing file folders, it is envisioned that all recordkeeping functions, could be consolidated in the space currently occupied by the office library. This will be further discussed in the sections on short- and long-range planning.

K. INVESTIGATORS

The investigative division currently occupies 2300 square feet in an area contiguous to but inaccessible from the main body of the office. Currently those wishing to travel from the main body of the office to the investigative section must do so via the public corridor which divides the office.

While the total staff numbers more, the investigative division currently has 14 people occupying approximately 2300 square feet. An additional four investigators will soon be added to the staff. While the investigative division space as it presently exists has some drawbacks, it is certainly adequate to carry on the assigned tasks. A basic problem with the space, is one of acoustics. There is no carpeting and all exposed surfaces are hard and have a tendency to reflect a great deal of sound with a resultant lack of privacy. Partitions separating offices are not floor to ceiling, and private conversations are extremely difficult to conduct. There should be at least one visually and acoustically private conference room within this area in which confidential conversations can take place. Consideration should be given in the planning of an

office landscape scheme. Investigators, if they are doing their job properly, are spending most of their time outside the office. One means of planning for investigators where space is limited is to determine the number of staff in the office at any given time during the day and to make use of shared work areas at that level. This is not necessary in this instance since space is not a problem. Investigators generally require 50 to 75 square feet of working space. Given 14 investigators, total required square footage would be 700 to 1050. The problem here is qualitative rather than quantitative. An office landscape scheme is particularly appropriate to an investigative component. The principal advantages of this are that each investigator has a private work area, common-use, closed conferences are available, and it is extremely flexible, accommodating staff changes.

Lacking in this space is a private means of ingress and egress. While it is recognized that many confidential interviews with persons not wishing to be seen in the District Attorney's office are conducted outside the office, there does arise an occasion a need to enter and leave the office via some private means. The provisions of a means of access between the investigators area and the main body of the office via a door leading into the office corridor is strongly recommended. This would enable investigators to use the outdoor stairwell on the West end of the building, if necessary. In addition, it would provide investigative staff with access to the deputies with whom they work. It is also strongly recommended that an effort be made to obtain carpeting for the investigative area. This would serve to reduce the acoustical problem which currently exists.

L. CONFERENCE ROOMS

The office is seriously in need of additional conference space. At present, there is but a single conference room and that is attached to the District Attorney's private office, located in the administrative area. While it is possible for deputies and others to use this conference room when necessary, there is an obvious reluctance on their part to do so. Conferences are, therefore, conducted in individual offices, the library, or empty spaces where they may be found. Given the size of the deputies' offices, in most instances this does not pose a serious problem. However, it at times can be disruptive for those deputies who share office space and is difficult for conferences involving any sizable number of people. Insofar as conferences in the library are concerned, the conflict is obvious. It is recommended that one space at the minimum even though it might not be a large space be designated as a conference room and located somewhere in the Eastern-most section of the office. A simple sign-up sheet posted on the conference room door would permit scheduling and usage of the space as required. As noted earlier, it is highly desirable to have a conference room immediately accessible to the main waiting area. This conference room should be large enough to accommodate six to eight people and can be used for a variety of purposes. The most notable advantage would be in the early screening of cases involving complainants, witnesses, police officers, etc. Easy accessibility would negate the need for these people to traverse the office corridors in search of a deputy, maintain security as well as provide a convenient means of interviewing people. This could easily be accomplished if a door were to

be installed in the office currently sharing a party wall with the main waiting area.

The need for conference space should take second place to the personal working environment of professional staff but should not be neglected. A proper and appropriate planning approach, would in this case enable the office to, in fact, accommodate both functions quite nicely. This will be illustrated in the following planning sections.

M. LIBRARY

The office currently has a library of approximately 575 square feet located between the secretarial and the administrative area. It is, in the opinion of this consultant, inadequate for a prosecutor's office in a major metropolitan area such as San Francisco.

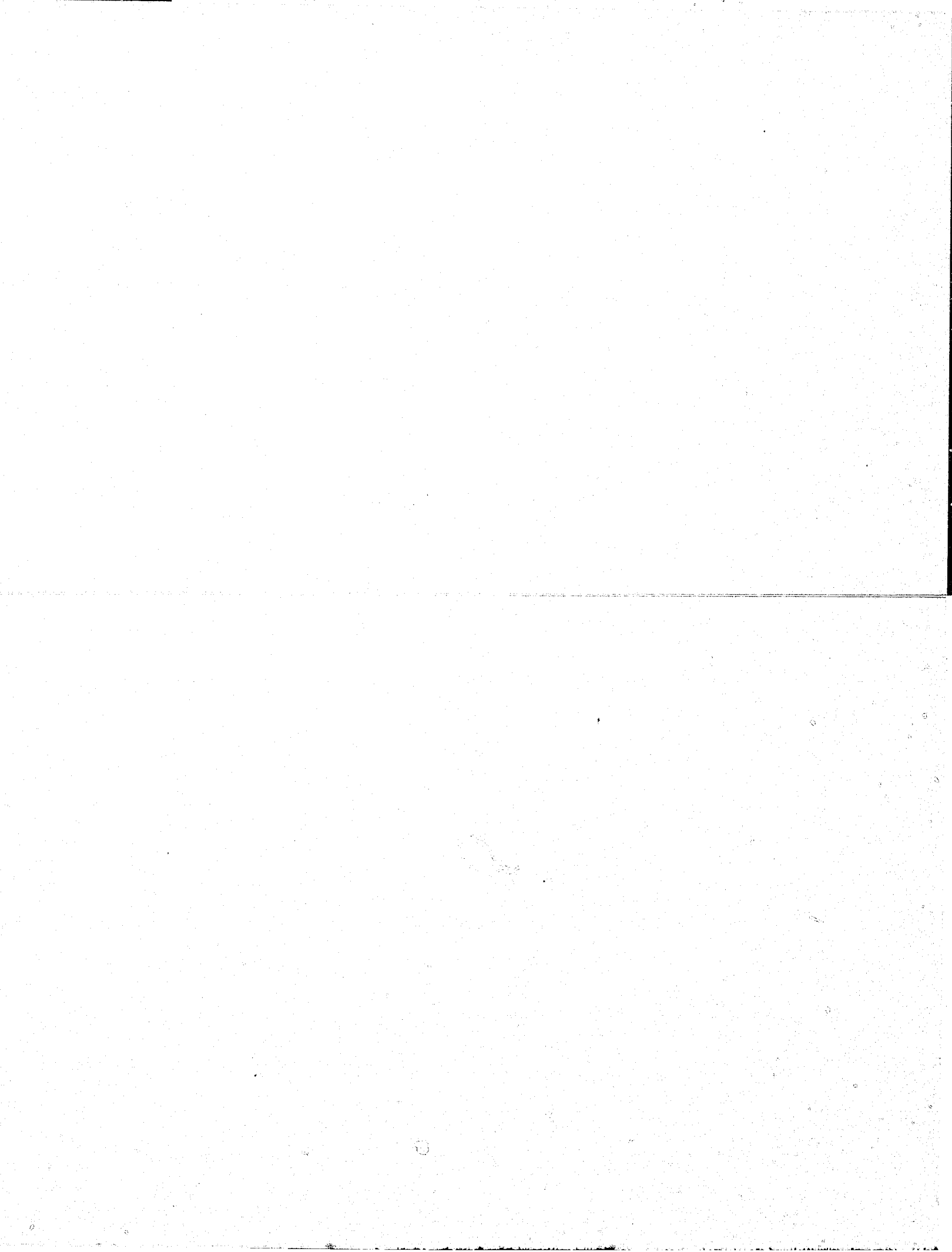
There is no major legal reference library existing in the Hall of Justice at the present time. Staff of the courts or court-related agencies must utilize the law library in the San Francisco City Hall if they wish to avail themselves of a major library's resources. Presently, the judges of the Superior Court, the public defender, and the district attorney all maintain their own individual libraries. While this is a good idea, it does not provide the resources necessary for use of all of these agencies. There is no question about the fact that the Hall of Justice should maintain a major library for use by all court and court-related agencies. This, however, does not preclude the maintenance of a library specifically geared to the needs of the District Attorney.

While it is understood that there is little available within the budget to provide adequate resource materials, it is felt that it

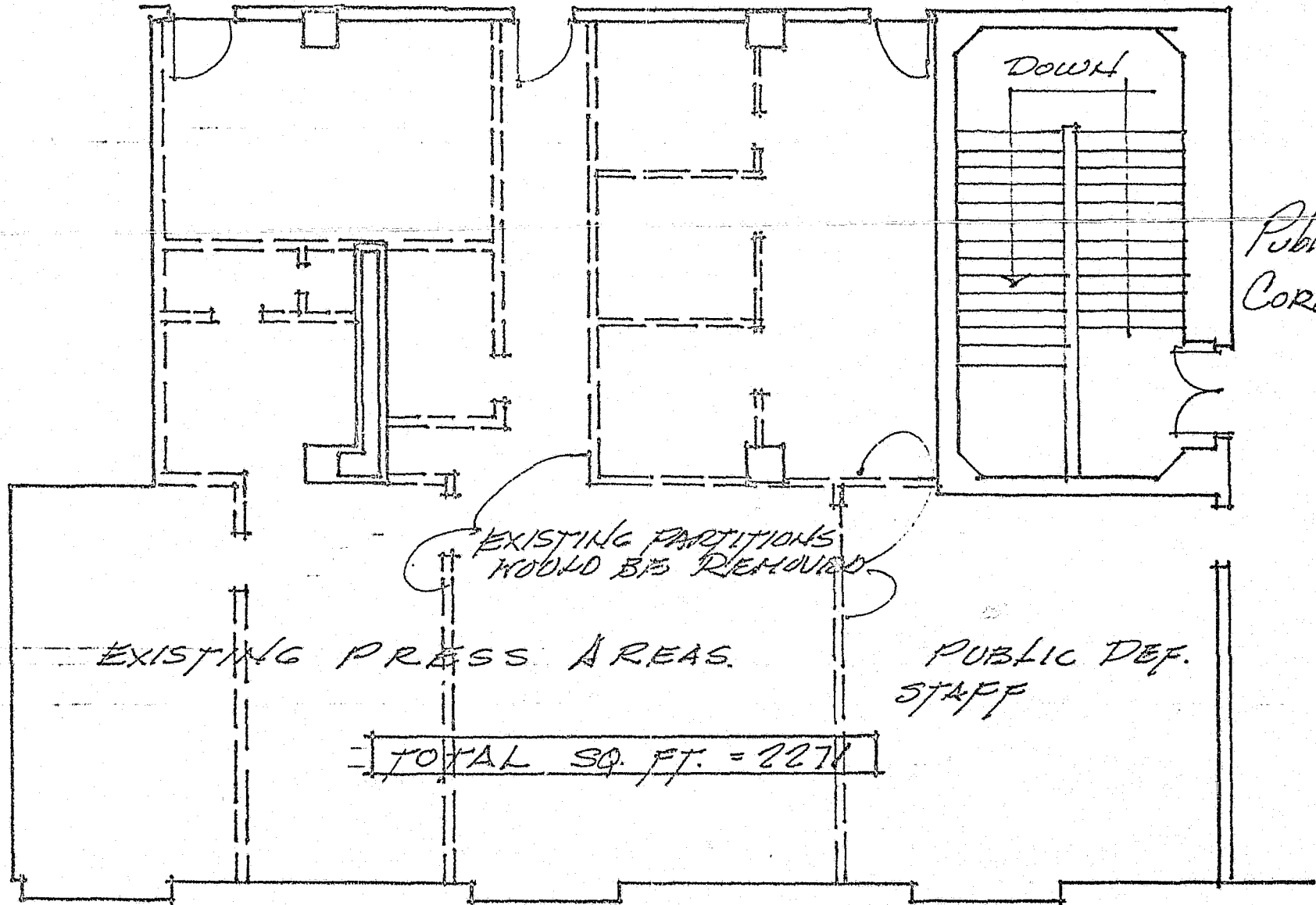
would not be in the best interest of the District Attorney's office to give up their current library. Adequate space should be located within the Hall of Justice, and a concerted effort put forth jointly by the courts and court-related agencies to obtain funds for a complete and comprehensive library equal to that in City Hall, or possibly relocate that library to the Hall of Justice. Where in-house libraries have not existed or do not exist in major prosecutor's offices elsewhere in the country, this is a source of complaint in every instance. Common, are concerns about researching cases at the same table with public defenders or defense attorneys, or the unavailability of resource materials because they have been checked out by other individuals and not returned, etc. Volumes frequently disappear for lengthy periods of time and needed materials are often times difficult to locate. Given the current budgetary problems faced by various agencies, it would be highly unlikely that even if funding were to be found for an adequate library, staffing and controls necessary for it to function properly could not be afforded.

If in the event it is decided that a common library is desired, it is recommended that the space currently occupied by the press and the public defender on the third floor be examined as a potential location for a common law library for use by all agencies. This space of approximately 2270 square feet is quite adequate in size and is most suitably located. It is presently underused by the press, who should be provided with adequate quarters elsewhere in the building, and the public defender. The ROR program housed in the contiguous space should also be relocated.

In any case, the District Attorney should continue to maintain a limited-use library within the confines of his own office for his own professional staff.



THIRD FLOOR Public CORRIDOR



Public
CORRIDOR

EXISTING PARTITIONS
WOULD BE REMOVED

EXISTING PRESS AREAS.

PUBLIC DEF.
STAFF

TOTAL SQ. FT. = 2271

PROPOSED LAW LIBRARY LOCATION

SCALE 1/8" = 1'-0"

The library, however, should be relocated within the office to a more convenient location with greater accessibility to deputies and paralegals. See the section on short-term recommendations.

N. TRAINING

The office currently has no formal ongoing training program. There is, however, a great deal of informal on-the-job training which takes place. As previously mentioned, much of this training is available to young inexperienced deputies by virtue of their having to share office space with more experienced staff. Any prosecutorial office of this size should be conducting some sort of formal training program. Such training could take place in any one of a number of spaces within the office as it is currently set up. Training might occur either in the library at scheduled times, the Consumer Fraud area, or in the Superior Court Records area. Even the main reception area would serve as an adequate space to conduct general staff sessions after business hours.

While informal on-the-job training should not be considered a substitute for a formal program, many objectives can be accomplished. Informal discussions of problems, cases, solutions, and methods between staff should be encouraged. A place where such conversations may frequently take place is in a staff lounge over coffee when deputies are returning from court or on a break. A combined-use space such as a lounge/training area should be given due consideration.

While the office currently maintains a small lounge for its employees, it is not a space conducive to relaxation, a break, or discussion of the kind intended. While the lounge is appropriately

located directly off of the public corridor providing access between the District Attorney's office and the courts, the main door to the lounge on the corridor is locked, requiring key access. This is considered a deterrent by most of the office staff, and the space itself, is not really utilized to its full potential. While it is a recommendation that the staff lounge be upgraded, it is understood that given the budget constraints there are more important considerations currently to be addressed. However, this particular component of the office should not be totally ignored.

0. PRESS

Any prosecutor's office finds it necessary to make accommodations for members of the working press in some manner. In any city, the press is constantly interested in the activities, policies, and current cases with which the prosecutor's office is dealing. Many offices find themselves in a situation where the familiarity between members of the press and deputies contribute to a breakdown in security control of access to private working areas of the office. A breakdown in control, over people generally results in a breakdown in the control and confidentiality of paper which is frequently lying visible on desks and tables throughout the office.

While during the course of this consultant's visit to the District Attorney's office, there were no visible examples of such a breakdown, it is not inconceivable that members of the press would have direct and immediate access to many offices and much paper work. This should not be permitted under any circumstances.

The numerous means of access from public corridors into working areas is a problem. While most doors permitting such access are usually locked, reporters can gain access along with deputies as they use these entrances, or through other access routes which are available, the primary area being the Consumer Fraud Division.

Strict control over access to the office by members of the press is strongly recommended. While the setting of certain restrictive policies by the District Attorney with regard to access is important, physical barriers along with staff control will suffice.

There is presently adequate space to conduct press conferences both in the private office of the District Attorney, as well as his adjacent conference room. Press conferences can also be conducted in the existing library when necessary. Ideally, it would be nice to have a conference setting which could accommodate a full complement of members of the press, such as an expandable multipurpose space with direct access from the waiting area. Such a space could be located in conjunction with the library and provide direct access to either a reception area or a public corridor. In any major city consideration should be given to a space for press conferences which would be adequate for television coverage as well as other media.

P. STAFF SERVICES

Included under this heading of staff services are all office service functions such as mail, messages, locating of office personnel, telephone communications, copying services, information retrieval equipment, etc.

Presently, the existing switchboard is a confusing hubbub of activity. Switchboard staff currently handle incoming calls, messages, and mail, in addition to serving double duty as receptionists. The

lateral responsibility seems to occur primarily as a result of an existing window between the switchboard room and the public corridor. The visibility and availability of the switchboard operators to respond to questions by visitors to the office is a definite contributor to the problem of control. The switchboard operators should be relieved of this responsibility to serve as receptionists. This can be accomplished simply and easily by blocking off the existing window. It is understood that this would remove some of the convenience the staff presently enjoys. However, mail, messages, etc. should really not be picked up in a public corridor. The present switchboard room is small, cramped and inadequate for the variety of functions they presently perform.

A tracking system should be instituted so that reception desk personnel as well as switchboard operators, are aware of who is in the office at any given time or approximately when they may be returning, if out. It should be policy, that all deputies and professional personnel make this information available to the desk and the switchboard when either leaving or entering the office. This is necessary not so much as a means of control over professional personnel but rather as an aid in appropriately informing visitors or callers as to the whereabouts and times at which staff will be present.

Boxes for messages and mail should be removed from that room and relocated to a more accessible spot adjacent to the reception area. Directly behind the reception desk partition would be a suggested location. Telephone messages may be left within the switchboard room, and all staff may receive their messages by stopping at the switchboard

room door and requesting them of the switchboard operators. A dutch door replacing the present door would serve this purpose well.

The postage meter presently located in the Consumer Fraud Unit space should be relocated to the secretarial area through which all mail should be processed.

The present location of the office copy machine is poor. The machine should be located in much closer proximity to those who use it most. In most instances the users are clerical and secretarial personnel. It is recommended that the copier be relocated to an office or space which would be a combined copy, storage room for office supplies as well as a copy service space. An appropriate location under the present scheme would be the space presently used for form storage and the CETA accountant, adjacent to the office space of the administrator.

It might also be mentioned at this time that there is generally a fair amount of wasted space within the office which is currently being underutilized or not utilized at all. This will be addressed further in the following section on short-term planning.

There are presently two data retrieval units in the office. One located in the Superior Courts records room, the second located in a small, private room in the northeast section of the office. The equipment is primarily used by clerical staff and investigative staff. The rationale suggested for the location of the equipment in the North corridor, is that it is convenient for the use of investigators. Investigators, however, it was pointed out generally use this equipment only once in the early morning hours. It is recommended that

this office be freed up by relocating the equipment closer to the secretarial pool. An alternative recommendation might be to relocate that particular piece of equipment to the investigative section for their own private use. If the staff of the Superior Court records room, the felony secretaries and the misdemeanor secretaries were to be located in close proximity to one another, the equipment currently located in the Superior Court's records room might serve all clerical staff. If in the event it is necessary to have two separate units due to conflicting usage times, the cost of an additional unit is comparatively minimal, and would certainly be of ultimate benefit to the office, paying off itself through increased efficiency and productivity.

It is recommended that the office give consideration to the acquisition of mag card or mag tape typing equipment. This type of equipment, will without question pay for itself through use in the repetitive typing and form-work tasks so common to any prosecutor's office. Such equipment is generally noisy and disturbing. Therefore, it is suggested that if such equipment is ultimately purchased by the office it be located in an acoustically treated room immediately adjacent to the general secretarial area. It is at the same time recommended that the entire secretarial pool area where typing is generally continuous throughout the day be afforded some additional acoustical treatment such as carpeting and acoustical ceilings to cut down on present noise levels.

Q. GRAND JURY

There is a grand jury and it is used in the city/county of San Francisco. The grand jury space is located on the first floor in the North wing of the Hall of Justice. This consultant did not

have an opportunity to see the grand jury space; and therefore, no comments in the form of evaluation will be made in this report. However, in the section which covers planning guidelines, general planning guidelines for a grand jury space will be presented.

Discussions with professional members of the District Attorney's staff seemed to indicate that there are no real problems with the grand jury space as it is currently set up. There were no expressions of unhappiness with regard to any of the physical aspects of this component.

R. SPECIAL PROGRAMS

Consumer Fraud/White-Collar Crime Unit

The Consumer Fraud unit is certainly one of the most active and dynamic units in the District Attorney's office. At the time of this consultant's visit, the Consumer Fraud unit consisted of one chief, three deputies, three assigned investigators, and three clerical staff. In addition, there were approximately 20 law students and volunteers working either in a part-time or full-time capacity. It was indicated that in the coming months this unit would be picking up one additional deputy, one accountant/investigator, and two CETA investigators. In addition, this unit was to gain three additional secretarial/clerical positions. Spacewise, the unit occupies approximately 2,725 square feet, including four private offices of 180 square feet each of which one is allocated for secretarial use. The remaining 1824 square feet, is an extremely large, lengthy room on the North side of the public corridor. The

large space is divided into three basic sections. First is a reception area to handle walk-in trade which presently is also used as a staff work area, second is a clerical work area, and third is a general working area for this unit's staff.

While initial appearances would seem to indicate a totally unprofessional working environment, given the large number of students and volunteers working in this unit, it might be argued that the rather student-like environment is in fact conducive to the accomplishment of a great deal of work.

This, however, does not preclude the need to develop a more professional as well as functional relationship for those working within the unit. Presently there does not seem to be much rhyme or reason for things being situated the way they are. It has apparently, been a matter of making do as the need dictates. It is certainly possible to improve this unit's setting functionally while still satisfying the demands of its staff for an "open" working situation. Once again, a landscape-type scheme would be most appropriate here.

This unit does have a certain amount of walk-in traffic. If the District Attorney was to promote and advertise this particular office activity, there is no question its case load would increase. This would certainly mean an increase in walk-in trade. It should not be necessary for visitors to the Consumer Fraud unit to go through the general reception area. In fact, it is recommended that this unit develop its own reception area. Locational and directional signing should be put up to direct citizen traffic to this unit without having them request directions or go through the main reception desk.

This unit should consist of a reception/waiting area with counter or writing space to fill out forms of complaints and seating for visitors. The secretary/receptionist should be totally familiar not only with the functions of this particular unit but all components of the District Attorney's office as well as the jurisdiction of other agencies in order to be able to direct citizens to the appropriate agency, if necessary. There should be adequate secretarial support in the form of a secretarial pool located within the unit serving only the Consumer Fraud Division. There should be private offices or working spaces for full-time deputies. There should be adequate and appropriate working space for the paraprofessional law students or volunteers. These working spaces can either be standard carrels, desks with functional acoustical partition dividers or some other form of open landscape working space. Approximately 30 to 40 square feet per person should be provided. In addition, there should be space for conferences. Either a conference room available for the use of the division's staff when required or conference space within the confines of the assigned unit space itself. The latter is the more desirable. Investigators assigned to this division, if they are in fact physically located within the space, can have work surfaces or tables in an open landscape setting. The short-term plan provides for contiguous office space. Otherwise, investigators would require approximately 40 to 50 square feet per work station.

Given the fluctuating staff levels of this unit on a seasonal basis, it is desirable to work for a great degree of flexibility in

the physical makeup. It is believed that an open-office landscape scheme would be most appropriate for use in this division is providing such flexibility.

Present furnishings within the unit are deplorable and every effort should be made to obtain new furnishings for use by staff.

The unit currently has approximately 13 or 14 four-drawer file cabinets containing dead or closed files requiring no action. The relocation of these files would certainly afford a great deal of additional working space for staff. Storage space for these files should be located outside the office. Office space is too valuable for this purpose. The short-term plan includes space for file storage, if necessary. This unit should also develop or have at its disposal, legal reference material contained either in the prosecutor's library or within the unit itself. It is understood that deputies currently make use of the law library located in City Hall since court appearances frequently take place in that building. Regardless, an adequate library containing materials pertinent to this unit's work should be located somewhere in-house. The short-term plan provides for space within the unit.

Victim Witness Assistance Program

This unit does not presently exist. The District Attorney's office has a grant application pending with the Law Enforcement Assistance Administration for the funding of a victim-witness assistance program. While the final resolution of the funding request is still pending, and it is understood that the details of the program itself may have changed somewhat since the initial grant application was filed, there is still interest in addressing this

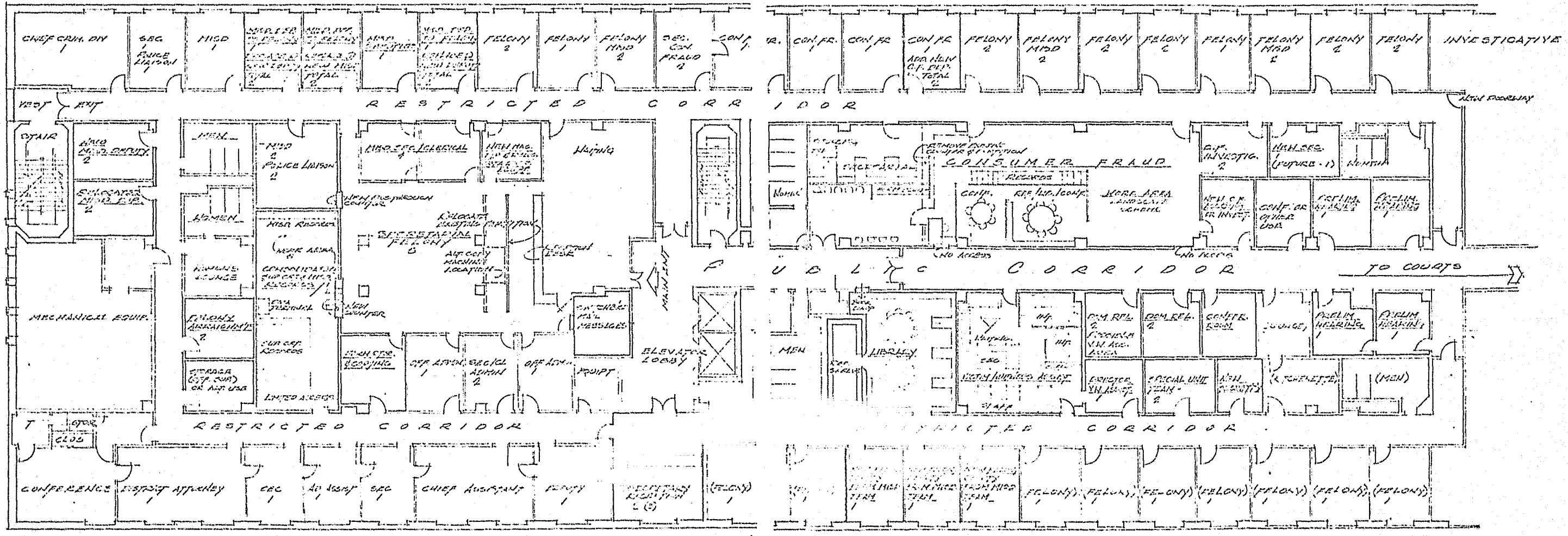
project's potential requirements. Rather than deal specifically with required areas and staff levels, some general planning guidelines for the development of an adequate victim-witness assistance unit space will be presented.

The general intent of such a program would be to provide special attention to victims and witnesses of crimes. Set them at ease, attempt to make them understand that the office is interested, concerned, and actively involved in the resolution of the matter. Specific project objectives are listed in the project grant application (see appendix of this report).

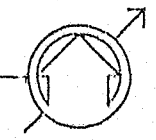
The psychology behind the environment of such a space would be to convey a sense of well-being, comfort, and protection as well as displaying an interest and concern for the individuals' problems through a highly qualified staff visibly and actively doing their job. This unit should consist of a reception area, a waiting area, working spaces for staff assigned to this division, preferably private offices or private working stations, closed conference room settings for confidential conversations, adequate secretarial/clerical working areas, private men's and women's toilet facilities, and adequate storage. Furnishings should be comfortable, relaxing, and of a living room style including easy chairs, couches, coffee tables, etc. as opposed to the more rigid institutionalized furnishings generally found in most offices. Color schemes should be warm, browns, oranges, beiges, etc. as opposed to cool colors, blues, greens, etc. to reinforce the protective warm feeling intended to be conveyed by this unit. There should be coffee and other refreshments available for visitors to this space.

A desirable feature in such a unit would be a small area designed for children. Individuals with children find it particularly difficult to make court appearances. Temporary child care services are often expensive, and these people can usually afford it the least. A small area appropriately outfitted for small children would certainly go a long way towards accommodating this need. A glass partition, or floor-to-ceiling window would permit observation of the children by a secretary/receptionist in order to insure their security and well being while parents are involved.

While it is not necessary that the victim-witness assistance program be housed within the District Attorney's main office, it would certainly be psychologically reinforcing from an image point of view to have it contained there if at all possible. Presently, it would seem as if this would be somewhat difficult. However, it might not be impossible. One less than adequate but possible solution is illustrated in the short-term plan.

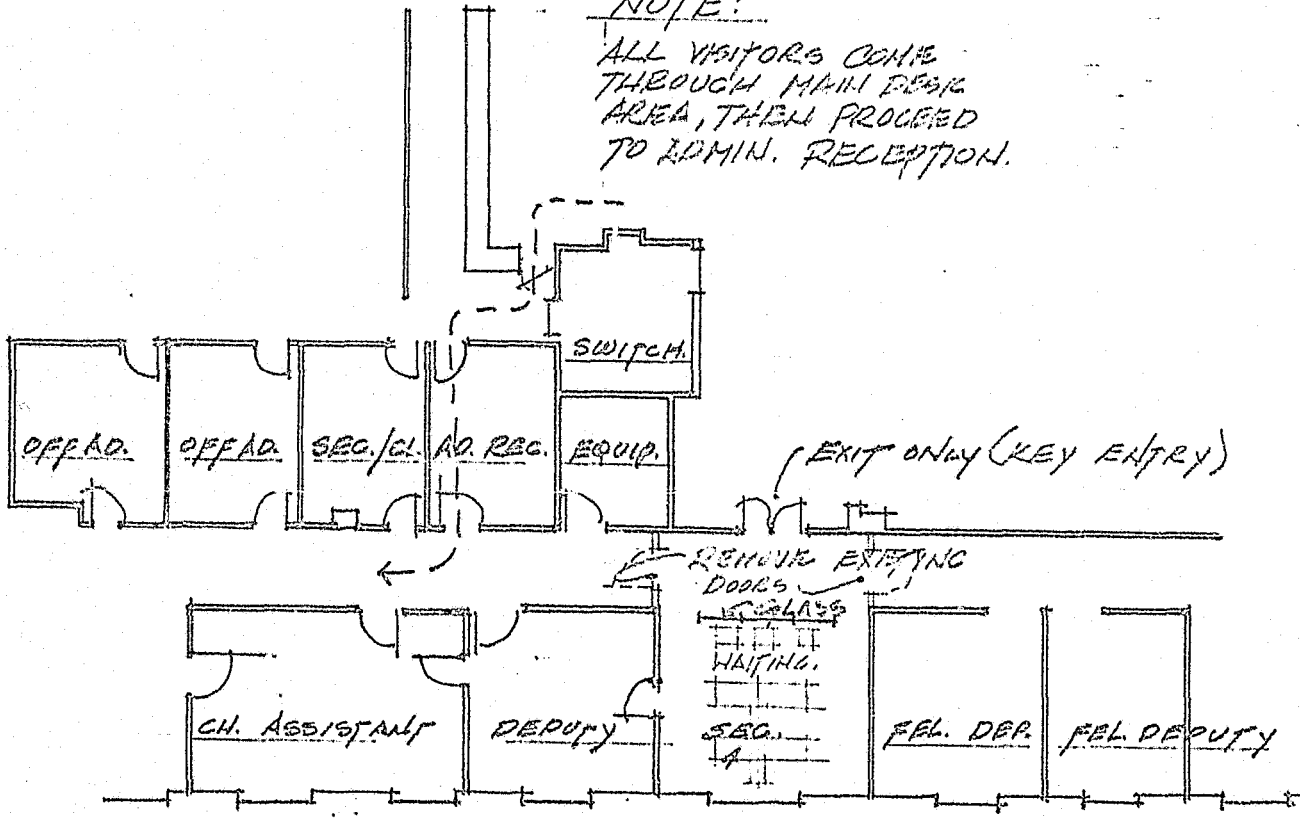


SHORT TERM IMPROVEMENT PLAN
SCALE 1/8" = 1'-0"



NOTE:

ALL VISITORS COME THROUGH MAIN DESK AREA, THEN PROCEED TO ADMIN. RECEPTION.



ALTERNATIVE RECEPTION /
CIRCULATION FOR ADMINISTRATIVE
AREA.

NO SCALE

III. SHORT-RANGE PLANNING RECOMMENDATIONS

This section is intended to offer recommendations for the accommodation of new professional and secretarial staff and to make recommendations regarding implementable shifts in components of the office which would serve to improve functional relationships while increasing office efficiency and operational effectiveness.

It is not suggested that these changes would totally alleviate all problems within the office arising from physical space. Quite the contrary. These are remedial measures at best. They are recommendations which can be implemented at relatively minimal cost. Much of the work can be accomplished by office staff, if necessary. Most partitions separating private offices are demountable partitions. While these partitions are not as easily removed as might be suggested by their name, they can be removed with a few simple tools. Given the severe budget restrictions of the office, consideration might be given to the possibility of office staff participating in some of the suggested changes. For example, wood partitions and counters which are indicated for relocation or removal, could easily be accomplished in-house.

The recommendations regarding location of personnel in specific offices illustrated on the plan, is based on staff locations at the time of the site visit. It is understood that numerous changes may have taken place since that time which would have changed the status of any given space. The suggested plan is flexible in that regard, and the specific locations of teams' members is certainly discretionary.

It is appropriate to point out that what is presented here is one alternative to the obtaining of increased functional efficiency within the office through more appropriate space planning. It is intended as a guide. These recommendations should certainly be subject to scrutiny

by the District Attorney and his staff given any change in organizational or structural components of the office and tailored accordingly.

A. CIRCULATION

Recommendations involving circulation patterns generally serve to limit or control existing points of access. The basic circulation problems can only really be resolved through a major renovation effort.

Short-term recommendations include the following:

- closing all access points between the Consumer Fraud space and the public corridor except for the entrance to this reception area.
- tightening control over access to the office through the front desk. This is more of a personnel problem than a physical one in this situation.
- provide direct access to the investigators space.
- maintain a policy whereby all visitors must check in at the main desk.

B. RECEPTION/WAITING

The reception area is, or should be, the first point of contact between any visitors to the District Attorney's office and its staff. Initial impressions are formed here as often as anywhere else. The area should be functional and presentable, maintaining the wings of the County's Chief Law Enforcement office. It is also most important as a point of control and information.

- control at the main reception desk over people coming and going should be tightened.
- the switchboard operators should not be serving as receptionists.

- desk personnel should have information on who is in or out of the office or should be able to find out quickly.

Consideration should be given to the alternative reception route illustrated on page 45. Advantages would be a single point of reception and control for the entire office, more accessible secretarial staff, easier access between administration and the felony teams, a more appropriate administrative reception area. Copying equipment would move into the general pool area with the existing copy room becoming supply storage.

C. ADMINISTRATION

No additional recommendations.

D. DEPUTIES' OFFICES

Eight additional deputies will be added to the office staff by October, 1976. Of these eight, two were already working with the misdemeanor teams at the time of this consultant's visit. Consumer Fraud will acquire one new deputy with the additional five being absorbed by the misdemeanor teams. The felony teams will acquire three experienced deputies from the misdemeanor teams. Therefore, the net gain for the misdemeanor teams will be four deputies. Allowing for the two new deputies who were already employed at the time of this visit, the total additional spaces required for new deputies would be two. Total new spaces required for deputies moving into the felony team would be three. The recommended relocations of both misdemeanor and felony deputies is illustrated on the short-term improvement plan, figure 2, page 44. As noted previously, reallocation of specific spaces to deputies should be viewed with the broad

objectives of the short-term improvements plan.

E. SECRETARIAL/CLERICAL

For purposes of this section, a differentiation is made between clerical staff whose duties are primarily typing standard court forms, filing, etc. and secretaries whose duties include a broader professional range of responsibilities.

- all clerical functions should be consolidated in the existing clerical pool.
- the four misdemeanor clerks currently located to the two offices on the western-most corridor, should be relocated to the two offices on the northern side of the secretarial pool. The removal of the two demountable partitions as illustrated on the plan would serve to provide an adequate space to accommodate these four clerks.
- the adjoining office currently housing two deputies should be reallocated for use for mag-card or mag-tape typewriters and information retrieval equipment presently located in a room in the eastern section of the office. This space housing the mag-card typewriter should be carpeted and provided with acoustical tile treatment on both the ceiling and to at least door-height level.
- the space vacated by the four misdemeanor clerks should be reallocated for use by misdemeanor deputies, two to each office.
- the installation of a pass-through window or counter between the felony clerical pool area and the misdemeanor police liaison room adjoining would serve to increase

efficiency in the transfer of case files for the rebooking process.

- space has been allocated on the plan for decentralized secretaries on both the North and South restricted corridors. It is understood that several of the new secretarial positions are intended to function as professional secretaries rather than clerical support.

Given this fact, it is recommended that these secretaries be located in close proximity to the professional that they are intended to serve.

F. RECORDS

Given the present configuration and staff locations of the office, locating a central records room which would be convenient to all is difficult. Efforts are aimed at better control, ease of accessibility, elimination of duplicative personnel, and efficiency through better functional relationships with related components.

Misdemeanor and Superior Court records should be centralized in the space presently occupied by the prosecutor's library. Records room staff should be consolidated into this area with duplicative staff resulting from the consolidation being allocated to new responsibilities within the office.

- the records room should be a limited-access room.

The two existing doors opening onto the secretarial area should be removed and new counter installed. Deputies wishing to remove files from the records room should request them from the clerks. A

sign-out system should be instituted and records should be more closely tracked.

- the space formerly occupied by misdemeanor records should be allocated for use by misdemeanor deputies displaced by the relocation of the misdemeanor clerks as illustrated on the plan.
- it is suggested that the two deputies assigned to handle felony arraignments be relocated to the space currently in use as a women's lounge with appropriate decorating added. While a women's lounge is required by law, one presently exists as a part of the women's washroom. This move would place the felony arraignment's deputies in close proximity to the Superior Court records room. If desired, a pass-through could be constructed to facilitate the transfer of files between deputies and the records room. Space in the felony-team section freed as a result of this move can now accommodate deputies moved up from the misdemeanor teams.
- the space presently occupied by the Superior Court's record room can be subdivided into two spaces to accommodate both the current library as well as basic space for an initial victim-witness assistance program if grant funds for such a program are received. If the program is not funded, the space can be used for a full library, multi-use space, or subdivided for deputies.

G. INVESTIGATORS

The investigators area is more than adequate in the amount of space available. In fact, comparatively with the rest of the office they probably have too much. This division should be directly connected to the main body of the office.

- a door should be constructed directly linking the investigative division with the rest of the office. This door should lead into the restricted corridor on North.
- the space requires acoustical treatment. Efforts should be made to obtain carpeting and an acoustical ceiling should be installed.
- acoustics are a problem throughout the office, and carpeting as well as acoustical tile ceilings in all restricted corridors is recommended. Conversations in corridors are easily overheard and extremely disturbing to those attempting to work in private offices even with the doors closed.
- given the relocation of the information retrieval equipment to the newly consolidated clerical area, duplicate equipment should be purchased for use by the investigative unit. This equipment is not overwhelmingly expensive, and its convenience is use would be more than warranted.

Domestic Relations. The four domestic relations investigators should be consolidated into two offices on the public corridor. A conference can be provided in the office immediately west of the lounge on the public corridor to provide space for carrying on their

interviewing function. This conference should also serve other staff as required.

H. CONFERENCE ROOMS

Provision has been made in the short-term plan for additional conference rooms. It is suggested that these spaces be furnished to accommodate this activity.

I. LIBRARY

As indicated on the plan, the existing vault in the former Superior Court records room can easily accommodate shelving for reference volumes. A slot which would serve as a book drop can be installed as indicated to enable staff to return volumes without having to traverse the office. In the event that the victim-witness assistance program is not funded, the entire space can be allocated for the library or split in an appropriate manner. Also, in the event that the District Attorney's office decides that it would prefer to forego its in-house library for a joint law library elsewhere in the building, that entire space can be allocated to a victim-witness program if the program is funded.

Once again, it is not recommended the office give up its present library for a joint library.

J. CONSUMER FRAUD

The entire Consumer Fraud area should be reconstructed. While as earlier noted, its present condition may be compatible with the large student staff, its lack of professional appearance, work flow, and image outweighs the latter in the opinion of this consultant. It is recognized, that it is doubtful whether funds are presently available to implement the plan as illustrated. However, it is

suggested that a serious effort be made to obtain some funding which would serve to improve conditions on a phased basis.

All partitions shown in the Consumer Fraud area are intended to be free-standing, landscape-type acoustical partitioning and extremely flexible. These partitions are obtainable in a wide range of prices, placing them within reach of even a rather modest budget.

Space is provided in the plan for the additional secretarial position being added to the staff, as well as a location for a future mag-card or tape typewriter.

With the exception of the main double-door entrance to the Consumer Fraud space, access doors to the space should be kept locked at all time.

The two investigators assigned to Consumer Fraud, should be relocated in the space presently occupied by the information retrieval equipment.

The new accountant joining the staff can occupy the contiguous office on the East end of the Consumer Fraud space.

K. VICTIM-WITNESS ASSISTANCE PROGRAM

In the event that the victim-witness assistance program is funded and it is made to be operational within the office, the following is recommended.

The space should be carpeted and decorated in warm tones. Florescent lighting should be avoided with the exception of the work areas with table lamps and other soft, incandescent lighting used in this space.

Institutional furnishings should also be avoided in those areas which the visitors would use. Couches, coffee tables, and lounge chairs should be used throughout those areas intended for visitors. A low-keyed, non-governmental, and non-institutional image should be strived for. Colors should be warm rather than cool. Space has been provided in an adjoining office for a director of this program.

L. STAFF SERVICES

Staff services include a multiplicity of office support functions. Objectives here are to gain efficiency in the performance of these functions through logical functional relationships and increased staff utilization while maximizing space utilization.

As many staff services as possible should be relocated in the vicinity of the clerical pool.

The postage machine and all mail functions should be removed from the Consumer Fraud unit and relocated in the clerical pool.

The window opening into the switchboard room should be closed. All visitors to the office should be required to approach the reception desk in the waiting area for information or service.

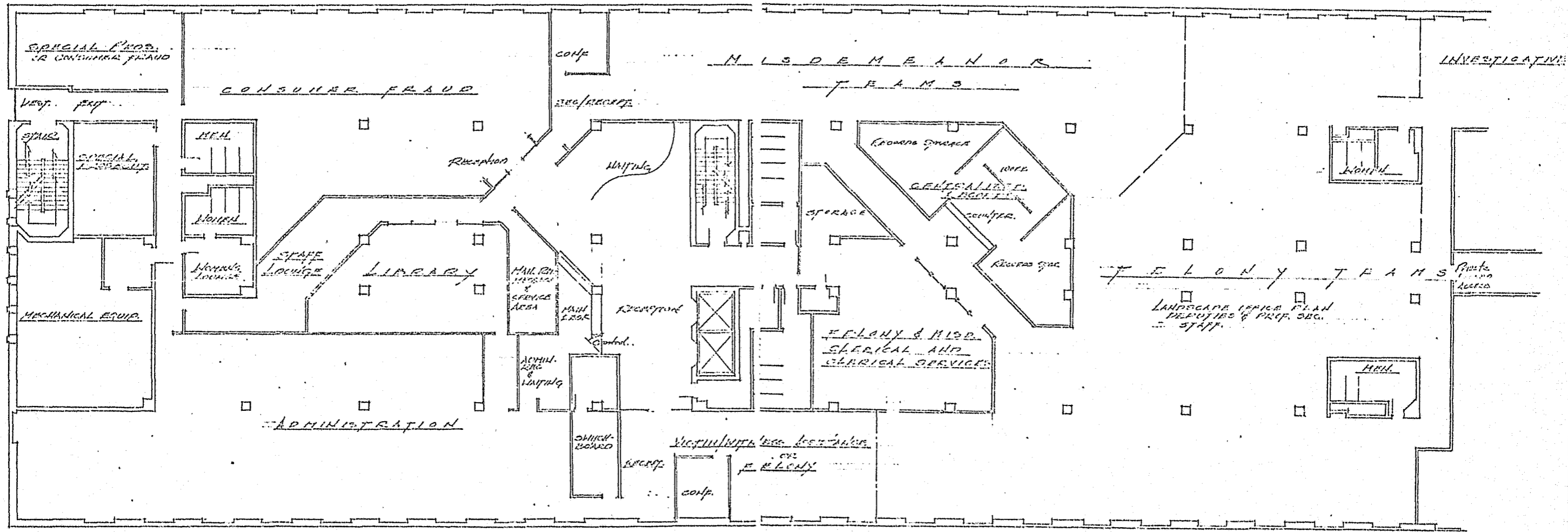
Deputies or other staff picking up messages or mail should do so from the rear of the switchboard room rather than from the public corridor. To accommodate this function somewhat, a dutch door with a small counter might conceivably replace the existing full-height door into the switchboard area.

The copy machine should be relocated to the existing form storage room or to the secretarial pool itself as shown on the plan. The existing partition separating the secretarial pool from the front desk should be relocated closer to the desk, gaining usable space.

This would serve to provide additional space to accommodate the copying equipment function. While it is understood that there is a problem in controlled use of the copy equipment, burying the equipment in a locked inaccessible room simply leads to a lack of efficiency and lost time on the part of clerical staff. Control can be maintained by virtue of having the machine extremely visible and under the control of adjacent staff.

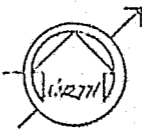
The room now vacated by the copy machine can be allocated for storage purposes or any other alternative use.

Information retrieval equipment should be relocated as indicated on the plan.



LONG TERM IMPROVEMENT PLAN

SCALE 1/8" = 1'-0"



AREA TABULATION

	<u>Square Footage</u>
Total Gross Square Footage	29,000
Total Net Square Footage	24,000
<u>BY FUNCTION</u>	
Public Reception, Circulation & Waiting	1,440
Desk & Services & Switchboard	556
Consumer Fraud	2,504
Lounge	489
Library	865
Administration	3,622
Special Prosecutions	847
Records	977
Clerical & Clerical Services	1,250
Felony & Misd. Office & Work Areas	10,211
@ 55 attorneys = 122 per attorney	
Victim-Witness Assistance Prog.	1,092
TOTAL	<u>23,850</u>

IV. LONG-RANGE PLANNING RECOMMENDATIONS

It is strongly recommended that the District Attorney develop a long-range program for capital improvements with the office. Presented here is one alternative for an improvement plan. While ideally the entire plan would be implemented at one time, phasing is possible. It is suggested that it is only through a total replanning effort that real space utilization efficiency can be obtained in this office.

It should be pointed out that while this plan may appear to be radical in some respects, it responds fully to the required functional requirements of the office while maximizing the utilization of space. The major objective here is to consolidate components within the office by function and relationship.

It should be recognized by the District Attorney that the most serious constraint to the obtaining of appropriate and efficient functional relationships within the office is the existence of the public corridor which severs the office.

As a primary objective, we have assumed that the District Attorney would, in fact, be able to absorb the public corridor space currently severing his office. This is an existing precedent for this in that the public defender has, in fact, absorbed public space on the first floor in the main lobby in the Hall of Justice. The plan presented should be taken as a conceptualization of one alternative.

Given the absorption of the public corridor and the replanning of the office components from a linear east-west axis to a combination of both east-west and north-south, it is possible to deal with functions of the office in a block manner.

Visitors to the office must use the two elevators opening directly onto the reception area. The elevators would now open directly within the office itself. They would be shut off or require key operation after hours. Visitors would approach the desk directly from the elevators.

There is virtually no crossing of public areas for office staff. The switchboard room has been relocated to a more private area. It serves to separate the administrative function from the criminal division or the victim-witness assistance area as is indicated.

Control to the administrative area is via the main desk and then through a secondary administration reception and waiting area. Much of the administrative area can remain as it presently exists.

The administrative area also has rather direct access to a future special prosecution section of the office. This section along with administration has direct access to a private means of ingress and egress.

The Consumer Fraud section has a high degree of visibility from the main public waiting area. Those wishing to go directly to this unit need not stop at the main desk. The library, staff lounge, clerical, and records areas all occupy internal portions of the office with staff functions flowing around them. A diagonal corridor shortens pedestrian time and makes more efficient use of space.

Consumer fraud, misdemeanor, and felony team spaces are all designed to make use of landscape-office planning. This scheme provides a tremendous degree of flexibility in that the divisions between the misdemeanor and felony teams can be adjusted as desired. Or there can be simply no division at all. The same can be true of the Consumer Fraud section in its relationship with the misdemeanor teams. The schemes would include a combination of work stations and private offices.

Closed conference rooms would be available within the space to use as required. Benefits are increased efficiency, staff attitude, output, and flexibility.

The investigative section has been opened up to the main body of the office and can be similarly treated. The access through the former public corridor, is for use by professional staff to and from court. It is not a public means of ingress to the office.

Records have been centralized and are now convenient to both the felony and misdemeanor teams. Consumer Fraud should continue to maintain their own file area. Controls, however, should be implemented. All files are under the strict control of the clerical staff and are signed for by deputies. Under no circumstances should deputies remove or replace files.

The clerical staff and clerical services have been consolidated and are in close proximity to the records area. They are centrally located between misdemeanor and felony teams and serve both as a pool. All copying and staff services which are normally associated with the clerical function are also housed within this space.

While clerical staff is centrally pooled, professional secretarial staff are decentralized throughout the office. These secretaries would be directly responsible to the group of attorneys or teams that they are intended to serve.

The library is located adjacent to the administrative area and easily accessible from the main waiting area. Routes of traffic from the felony division can be through the misdemeanor section or directly through the clerical area through the public area and into the library. It should be noted, that in virtually no instance is it necessary to cross any kind of public corridor for files.

The victim-witness assistance section is conveniently located directly off the main lobby. Immediately behind the main reception desk, is a staff services area for the handling of mail, messages, and other distributable items.

The primary advantage of this long-range plan is in its use of available space. Circulation is kept minimal and use of space is optimized. Additional space might even be pick up if the victim-witness assistance program was to move outside the office or if the in-house library were to be given up.

The realization and implementation of this scheme or one similar to it in concept would not be without difficulty given the current budget restrictions. It is, however, a goal worth working towards.

V. GENERAL PLANNING GUIDELINES

To assist the District Attorney and his attorneys to improve the physical conditions of the office, the following general planning guidelines can be followed in allocating or determining space needs for various components of the office. While the various components presented can be discussed at much greater length, the intention here is to simply provide a basis for determining space requirements.

A. CENTRAL RECEPTION

Locations: off main public corridor.

Area required: 125-150 square feet for receptionist, varying if counter is used. Twenty square feet per person for seating. Ten square feet per person for those standing or milling.

Finishes: carpeting, bright, warm colors, displaying surfaces.

There should be a single control reception point through which all visitors to the office must filter. A multiplicity of reception areas only weaken office security and cause confusion.

The reception area is a transition zone from the public areas of the building to the working areas of the prosecutor's office. This area should be clearly visible and identifiable from these public circulation areas. The receptionist should be able to control, both visually and physically, the circulation access from the public areas through the reception area of the office to the working spaces. Under no circumstances should visitors to the office be permitted to roam aimlessly through the office. Neither should visitors to the office. Neither should visitors to the office be able to have visual or acoustical access beyond the confines of the reception area to the working sectors of the office. Internal circulation should under no circumstances pass through the reception area.

The reception area is where initial impressions of the prosecutor's office are formed by the public. The atmosphere should convey the dignity of the office as well as reinforce the prosecutor's role as the chief law enforcement officer in the jurisdiction.

The space should be efficient in terms of handling larger numbers of persons and should also be designed to set at ease. Those

persons who may be nervous about their presence in the office. Bright, warm colors, informational displays, variable lighting, and plants are all means of achieving the desired result.

Furnishings should be durable and easily maintained but should not be flimsy and cheap in appearance.

B. SECRETARIAL/CLERICAL

Location: central to the entire office

Area required: 45-100 square feet per staff member dependent upon equipment used.

Finishes: carpeting, acoustical partitions at 52" to 80" high treatment, bright, warm colors with contrast areas for visual relief.

Centralized clerical pools to handle constant flow of standard typing of case-related form work. These pools may be decentralized according to division is appropriate.

Professional secretaries should be individually dispersed throughout the office in close proximity to the attorneys with whom they work. This fosters a more professional attitude, a sense of individual responsibility and is certainly more efficient.

Consideration should be given to the use of word-processing equipment and the development of a word-processing center, facilitating direct communications between attorneys and clerical typing staff. Equipment for equipments sake, however, is never an answer. The decision to utilize such a system should be based on careful office management analysis.

Efficient work flow is dependent upon proper location of related personnel and equipment, adequate and convenient storage space, and the ability to maintain an uninterrupted work flow while carrying on tasks. Visual interruptions and excessive noise should be minimized as should be walking distances. Personalization of the work space can be important from a standpoint of morale.

C. DISTRICT ATTORNEY

Location: perimeter or corner office, access to private means of ingress and egress.

Area: 200-300 square feet for personal work space
100-200 square feet for conference space

Finishes: carpeting, soft, warm finishes, wood paneling, or warm bright colors, variable lighting levels.

The District Attorney's office should have a physical setting that represents the importance of the position and provides the necessary spacial arrangements for properly conducting the responsibilities of his office. The District Attorney should be located in a remote part of the office, insuring privacy and controlled access for visitors. Some wish their office to be more centrally located, so as to be in the thick of the daily business. Others differ in this regard. Either way, he should be located so as to be able to carry on the necessary administrative duties via appropriate internal relationships. This office should have immediate access to a staff conference room without having to cross a visitor's area or a public circulation space. He should also have similar access to administrative areas, records areas, and if possible, primary deputies' offices. A secondary or staged waiting area for the District Attorney is usually desirable.

D. DEPUTY DISTRICT ATTORNEYS

Location: near records, secretarial/clerical and library. Easy access to conference spaces.

Area: 120-180 square feet per attorney, private offices or private work spaces.

Finishes: carpeting, tackable wall surfaces, paneling or warm bright colors.

Deputies spend the majority of their time out of the office with clients or in court. Nonetheless, their personal office space should be carefully planned. Emphasis should be placed on privacy, comfortable working conditions and professional appearance. This environment in no instance should be less than to be expected in a private law firm.

Each and every deputy should have a private office or work space which accommodates the above.

Deputies' offices should have exterior views, if possible. If interior offices are a necessity, glassed partitioning should be provided to allow for visual relief in a closed space. Windowless offices are not recommended.

Where individual deputies' offices may not be possible due to lack of space, or spacial configuration, serious consideration should be given to "office landscaping." In such a scheme, use is made of free-standing acoustical partitions, no less than 60" high, to divide an office or sections of an office into small individual working areas. This can be an extremely effective means of providing private work areas, as well as a stimulating environment. With such a scheme, additional small, closed conference areas might be needed when there are matters requiring a greater degree of privacy. With a carefully planned landscape office plan, it is possible, in many instances, to

reduce the square footage for working areas while still maintaining adequate personal space.

E. OFFICE ADMINISTRATOR

Location: close to District Attorney, clerical, records.

Area: 150-180 square feet for administrator

100-125 square feet for assistant administrators

65-125 square feet for secretarial/clerical

Finishes: carpeting, tackable wall surfaced, warm colors.

The office administrator will generally work closely with the District Attorney in the management aspects of the office. The administrator should be located in the administrative section of the office.

Supervisory responsibilities and authority for various management aspects will be delegated by the administrator. Personal staff should be located close by.

Conference or staff meeting needs should be accommodated.

F. INVESTIGATORS

Location: near means of ingress and egress, near equipment storage, access to staff conference room

Area: 50-100 square feet per investigator
80-100 square feet for interview space

Finishes: carpeting, tackable and cleanable wall surfaced, warm bright colors.

If separated by divisions, investigators should be located adjacent to the division's reception area.

Investigators can share common space as opposed to having private offices. Each investigator should have his or her own work space with storage, bookshelves and a telephone. Landscape office planning is particularly appropriate to this function.

There should be a filing area in that investigators frequently maintain their own files.

Secure storage should be provided for equipment, audio and video equipment, cameras, etc. A combination storage and work area is often appropriate. Approximately 100-150 square feet would be adequate for this purpose.

G. PARA-PROFESSIONALS OR INTERNS

Location: dependent upon assignment and responsibilities

Area: 50-125 square feet per person, carrels of 35 square feet can be used.

Finishes: carpeting, tackable surfaces, warm bright colors.

It is not normally necessary for para-professionals to have private offices. A work station which provides a sense of personal space and identity while adequate for job performance is important. Office landscaping is appropriate.

Access to the library as well as conference or interview space is usually desirable.

H. RECORDS

Location: central within the office, accessible from all attorney areas, accessible to clerical functions

Area: 50-80 square feet per clerk
storage area varies

Finishes: carpeting, light wall finishes

A central records area should be in an internal part of the office close to the clerical pool. The records area should be a secure, limited access space. A counter is a desired means of control. A records area consisting of two separate areas, a work area, and a storage area is the most desirable. If this is not possible, a low wall or partition separating the two will suffice. There should be adequate horizontal work surfaces and storage space for forms and other papers.

Files can be stored in file cabinets or on open shelves. Shelving type storage with color-coded file jackets permits easy visibility and identifications. Cost is approximately 50 percent less, they require less floor and aisle space, and are 20 to 30 percent faster to use.

Closed or inactive files should be stored outside the main office or microfilmed if possible.

Space should be provided for electronic information retrieval equipment for use by staff.

I. LIBRARY

Location: centrally located with easy access for deputies and para-professionals

Area: 125-150 square feet for librarian if on staff

50-100 square feet for equipment storage

10-12 volumes per square feet; 4-5 volumes per lineal foot

Finishes: carpeting, acoustical ceiling and wall finishes, warm colors.

Ideally, the library should be a single use space. It may at times function as a conference room, staff training space, etc. It should never become a coffee lounge.

If space permits, an acoustically private area for dictating is useful.

Space for microfilm and microfiche readers should be included and located in an acoustically private area.

The library should be located in an internal area within the office. It should be primarily maintained for the use of the prosecutor and his staff. Deputies will frequently interrupt their research and leave volumes and confidential notes as well as files on library tables. They should feel secure in knowing that unauthorized persons will not have access to this material.

J. LOUNGE

Location: remote within the office

Area: 20 square feet per expected user

150-200 square feet minimum

Finishes: carpeting in seating areas, tile floors in kitchenette or vending areas, warm, bright colors with strong visual contrasts

A lounge in addition to being a place where staff can relax, eat lunch, or have a cup of coffee can serve as a place of informal training. It can be an information exchange point where attorneys can informally discuss cases, problems, etc.

Furnishings should be comfortable, lounge-type chairs and sofas with coffee tables, and tables for eating lunch. Vending machines should be provided.

Restrooms should be easily accessible.

APPENDIX

- A. Bar Association Report
- B. Victim-Witness Assistance Program Grant Application

PLEASE DISREGARD ALL FELT-TIP MARKINGS.

f.c.

**STATUS OF THE DISTRICT ATTORNEY'S OFFICE
AND THE PUBLIC DEFENDER'S OFFICE**

To the Members of the Bar Association
of San Francisco:

Starting in the fall of 1974, under the leadership of Bob Fabian, the Bar Association of San Francisco has closely examined the day to day workings of the Public Defender's office. In late 1975, your Association undertook an examination of the District Attorney's office. This is a short report on what your Association has been doing in this matter and a discussion of some of the problems which still threaten the effective administration of justice in San Francisco. It should be noted that both offices have new heads who are grappling with problems they did not create. Robert Nicco became Public Defender during 1974, and Joseph Freitas was elected District Attorney in November, 1975.

A. Public Defender's Office

In the fall of 1974, a distinguished committee was appointed to study the Public Defender's office on behalf of the Bar Association. James Hooley, Public Defender for Alameda County, Penelope Cooper, an able criminal defense lawyer from Berkeley, and James Martin MacInnis, a well-known and experienced defense lawyer in San Francisco, comprised the committee. An exhaustive study was done, and it was determined that the level of representation did not comport with the Sixth Amendment of the United States Constitution.

The difficulties that the Public Defender's office was dealing with are too numerous to mention here, but a few examples will suffice. There was really no library for the Public Defenders to use. Defendants being held for felony arraignment were interviewed in a cell along with 15 or 20 other defendants. There was no privacy and no trappings for the attorney-client privilege. The rush of cases was so great, and the manpower so inadequate, that full exploration of defenses was not possible. Training within the office was at an absolute minimum.

Under the leadership of Bob Wallach, Bob Sproul and myself, an agreement was signed between the Bar Association of San Francisco and the Public Defender's Office, which provided that the Public Defender's Office would represent its clients in accordance with certain specified principles which would be consistent with a constitutional defense. In addition, Bob Wallach, Stan Friedman and the undersigned appeared as amicus curiae on behalf of the Bar Association in a proceeding before Judge Wollenberg in the Municipal Court, in which the Public Defender took the position that he could not take additional assignments unless additional Public Defenders were appointed. In an historic Order, Judge Wollenberg held that the Public Defender's refusal to take additional assignments was justified, and provided that nine additional Public Defenders were necessary, and in addition, eight law students working on a part-time basis were also required just to deal with the Public Defender's problems in Municipal Court.

In an attempt to institutionalize Judge Wollenberg's Order, your Association began to communicate, or at least try to communicate, with the Members of the Board of Supervisors in San Francisco. Voluminous written materials were sent to the Board, and continuous requests were made to determine when it would be appropriate to make a personal presentation. The Board has had many problems to face in recent months, and it is for that reason, no doubt, that no real response was made by them to the proposals of the Bar Association. The Mayor, in his budget, proposed nine additional Public Defenders. The Bar Association and Robert Nicco, in a written agreement, had stipulated that sixteen additional Public Defenders were needed. The Supervisors have now passed a budget which allows for nine additional Public Defenders. There certainly has been a good faith effort on the part of the city to deal with the problem of the Public Defender's Office, but a close review of that office in the months ahead will determine whether or not the problem has been solved.

B. The District Attorney's Office

In the fall of 1975, a second distinguished committee was appointed to review the District Attorney's Office on behalf of the Bar Association of San Francisco. The members of that committee included H. Jesse Arnelle, Charles R. Breyer, co-chairpeople, and Jack K. Berman, James J. Brosnahan, Kenneth Hecht, Stanley Friedman and Richard Haugner. In depth interviews were had with the members of the District Attorney's office, and one of the members of the review committee was a Deputy District Attorney from Alameda County, with a number of years of experience. It was clear to all on the committee that it was "necessary to have a certain number of additional deputies in order to meet minimum standards of quality which the community is entitled to have if criminal prosecutions are to be effective." The Mayor, in his proposed budget, recommended twenty-eight additional deputies. In addition, the Bar Association's review committee determined that too much investigation was presently done by Deputy District Attorneys, and additional investigators were needed to do this work. (Parenthetically, it should be pointed out that it would be an economy move to have investigators do investigation, rather than the higher-salaried professional lawyers.) Finally, the Bar Association Committee found that for fifty-seven lawyers, there are seven secretaries. Our committee concluded that this is an unprofessional situation that jeopardizes the ability of the District Attorney's office to carry out its traditional function.

The Board of Supervisors handled the District Attorney's request in a procedural way that is questionable. Despite frequent communications from representatives of the Bar Association to determine when we might speak on behalf of the District Attorney's office, there never was a proper and reasonable time for such a presentation. The matter was assigned to the Finance Committee, which conducted its deliberations in secret. Numerous telephone calls to determine the recommendation of the Finance Committee yielded no information. Then on Thursday, May 20, it was announced that the Finance Committee had cut the District Attorney's budget by reducing the number of additional deputies from twenty-eight to eight and, further, that even these positions would not be allowed to be filled until October. It was announced that the Board of Supervisors would vote to pass the budget the following Monday. Even though the time for public debate on these vital issues was limited to four days, your Association held a joint press conference with the Lawyers Club, who readily accepted our invitation to unite on this issue, and publicly asked the Board of Supervisors to allow a proper number of additional deputies for the District Attorney's office. As a result of our previous communications with them, the Mexican American Legal Defense Fund and the American Civil Liberties Union joined with us. On Monday, May 24, the Board met and unanimously passed the budget without a motion being made by any supervisor to open up the question of the District Attorney's office. Every Supervisor in the City of San Francisco voted for the budget as it stood.

In all fairness, it should be acknowledged that the present group of Supervisors deal with financial problems that are horrendous. Be that as it may, since the vital questions involving municipal government involve the budget, there must be a way found to allow citizen input during a period of time greater than the four days between the secret Finance Committee recommendation and the final passage of the budget. The budget is not the personal property of the Board of Supervisors, and if a charter amendment is required to allow proper public debate, perhaps the Bar Association should consider such.

More to the point, we wish you to know that in the months ahead, the Bar Association will consider... After months of review, countless meetings, and comparisons with other offices around the state and the nation, we have concluded that the present understaffing of these two offices jeopardizes the proper administration of justice in the city of San Francisco. There is no doubt that municipal finances are jeopardized to a great extent. But the enforcement of the criminal laws and the proper representation of those who are charged with their violation has constitutional overtones that cannot be denied. In addition, we are not satisfied that a proper balance has been reached between allocation of monies for these offices and other municipal expenditures.

Your Board of Directors would like very much to have your response to this issue. If you feel so inclined, your communications to members of the Board of Supervisors, expressing your own feelings on this issue, would be much appreciated.

Very truly yours,

James J. Brosnahan
JAMES J. BROSNAHAN
President-Elect

MAYOR'S CRIMINAL JUSTICE COUNCIL

PROJECT GRANT APPLICATION

1. NAME OF PROJECT

Victim/Witness Assistance Project

2. APPLICANT

Office of the District Attorney
City and County of San Francisco

3. PROJECT DIRECTORS

District Attorney Joseph Freitas, Jr. or his designee
Chief Assistant District Attorney Daniel H. Weinstein

4. PROBLEM BACKGROUND

When crime strikes, the chief concern of criminal justice agencies has been apprehending and dealing with the criminal. After police leave the scene of the crime, the victim has usually been forgotten.

Many problems may arise for the victim in the wake of a crime. Victims frequently become isolated and less productive members of society. Practical advice and reassuring care could help, both to prevent or solve a victim's problems, and to partially offset the impact of the attack itself.

The State of California has a fund for needy victims of violent crime. Compensation is available for medical expenses, lost income or wages, and rehabilitation costs. The application process is difficult, complex, and time-consuming. Few victims are aware the compensation fund even exists. A local community effort is needed to inform victims about the fund and give them expert assistance in filing and verifying claims.

Witnesses have also been overlooked or treated without due consideration by the criminal justice system. The service of a subpoena by a police officer is disturbing to the unprepared witness. The witness must make arrangements to be at court, regardless of his or her own schedule and transportation problems.

At the courthouse a witness finds busy offices and courtrooms, and long waits in crowded hallways. After testifying, the witness leaves the courthouse without information as to the outcome, and without acknowledgment for contributing to the judicial process. The criminal justice system is dependent upon witnesses who come forward and cooperate. Yet to the witness the system appears confusing and callous.

The system appears most insensitive and brutal in its unwillingness to accommodate the special needs of the victims of sexual

assault. Sensitive and responsive treatment is essential if these victims are to recover from their trauma.

Similarly, the victims of domestic violence must be handled with sensitivity and compassion if they are to be provided a receptive forum in which to remedy their grievances.

Numerous studies have been conducted, most particularly that of the National Advisory Commission on Criminal Justice Standards and Goals, which have confirmed that citizens who become involved with the criminal justice system, either as victims of crime or as witnesses to crime, are in many ways further victimized by that system. Numerous protections and services are provided for the accused--which is as it should be--but practically nothing is provided for the victim or the witness. Their willing cooperation is assumed.

A recent study by the Institute of Law and Social Research in Washington, funded by the Law Enforcement Assistance Administration, showed that unreported crimes are extensive and that false information is given to police in criminal investigations, by victims, on a fairly common basis. Out of a sample of 2,997 witnesses, 23% stated that they would give false responses to officials in order to avoid personal inconvenience. An even larger group, 28%, admitted that fear of the arrested criminal posed a strong barrier to reporting the facts of a crime. The researchers indicated that inconvenience for the witness involves matters such as the judge's lateness arriving in court, incessant phone calls to the victim from police and prosecutors and continuances of the case requiring numerous re-appearances.

Several surveys have shown that a tremendously large percentage of victims and witnesses were unaware of both the rights and obligations that they have those capacities. Approximately 60% of those victims suffering physical injury were not aware of the availability of State Compensation. Nearly 30% of the victims who had property stolen and recovered never had it returned by the court. Forty-five per cent of those appearing in court felt that they had been inadequately informed by the District Attorney's office about what would be involved in testifying and what their obligations were. Based upon the studies done by the Law Enforcement Assistance Administration, the National District Attorneys' Association created the Commission on Victim/Witness Assistance in an effort to demonstrate that while crime control itself may be a long-range effort, there are immediate improvements which can be made to alleviate the harsh impact of crime on victims and witnesses--the individuals from whom cooperation is essential to successful prosecution.

San Francisco has a rate of 71 violent crime victimizations per 1000 population, according to a 12,000 household survey of the city conducted by the LEAA (Criminal Victimization Surveys in 13 American Cities, Law Enforcement Assistance Administration, U.S. Department of Justice, 1975).

The survey indicated that approximately 40% of such victims said that they reported to the police. Only one city of the 13 major cities surveyed, Houston, reported a lower percentage of victims reporting to the police. The cities averaged 49% reporting by victims of violent crime.

Unfortunately, no accurate compilation of the number of witnesses processed through the court system exists in San Francisco. It appears clear that the lower willingness of victims to come forward, when combined with the Police Department's crime clearance rate (which, according to the 1975 California Comprehensive Plan for Criminal Justice, is lower than any other major city in the State), has contributed to help make San Francisco's violent crime rate highest of any county in the State.

A program which reinstills in victims and witnesses a faith in the criminal justice system can do as much to help reduce crime as any other project. The recently released RAND Corporation study, The Criminal Investigation Process, concluded that "the most important factor in crime solution is the information provided by the victim to the responding police officer." The study observed that, "Crime victims in general strongly desire to be notified officially as to whether or not the police have 'solved' their case, and what progress has been made toward convicting the suspect after his arrest." The study recommended the initiation of programs designed to impress on the citizen the crucial role he plays in crime solution and to increase the victim's desire to fully cooperate with authorities.

5. PROJECT OBJECTIVES

Assist victims in quick recovery from the effects of violent crime, by providing aid and comfort when needed most.

Encourage victims and witnesses to develop a more positive attitude toward the criminal justice system, and to cooperate more fully with police, the district attorney, and the public defender.

Help criminal justice agencies give more consideration and personal attention to victims and witnesses, by delivery of services on their behalf.

Increase the number of qualified applicants for State Compensation to victims of violent crime.

Reduce the time required for victims to receive State Compensation; assist victims in preparing complete and detailed claims, assist the State by providing local verification and evaluation.

Assist and educate witnesses in participating in the criminal justice process.

Establish a means for volunteers to work with criminal justice agencies. Promote cooperative education programs for students in criminal justice and related fields.

Provide a model for other community-based efforts to aid victims and witnesses.

Provide bilingual assistance (in both Spanish and Chinese) to witnesses and victims with little or no familiarity with English.

Provide victim/witness assistance to persons who are involved with the Juvenile Court and the Youth Guidance Center.

Provide liaison and referral to special counseling facilities for the victims of violent sexual assault.

Make appropriate referrals to community service agencies in order to assure that victims suffering from emotionally traumatic assaults may recover as expeditiously as possible.

Assure that all persons who work with victims of sexual assault and family violence are made sensitive to the special problems peculiar to the victims of such crimes.

Assure that victims and witnesses are kept apprised of the progress of the case in which they are involved.

Assure that victims and witnesses are made aware of exactly what is expected of them by the judicial system and the purpose of various steps in the investigation and litigation.

Provide community education and publicity in order to make citizens aware of the availability of victim/witness services.

Establish an on-call system (whereby witnesses and victims may avoid long waits) to notify persons scheduled to appear when, in reality, their appearance will be required.

Establish a child-care and transportation capability for victims and witnesses who need such services in order to testify.

Gather and classify data on victims of violent crime by area, type of offense, service needs, cost for county benefits, cost for State compensation, response, processing, and turn-around times, socio-economic status, and attitudes; gather, classify, and massage data on witnesses in criminal proceedings by area, type of proceeding, service needs, cost for fees, time spent in service, and attitudes; make determinations relative to cost-effectiveness.

6. PROJECT SUMMARY

The project involves two program components. The victim component delivers direct services to victims of violent crime, including: transportation; household assistance; notification of friends, relatives, and employer; arrangement for verification of medical benefits; referral to other agencies or community groups; assistance in applying for State victim compensation benefits;



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child care; and various other related personal services, as appropriate.

All information and data collected from and regarding individual victims shall remain confidential and shall not be divulged to any source except with the written consent of the individual victim(s) concerned.

The witness component notifies and informs witnesses prior to their being subpoenaed in criminal cases, assists them in reaching the Hall of Justice, provides reception and guidance at court, and explains unfamiliar procedures.

Both program components help sensitize criminal justice to victims and witnesses, as well as advising them of the eventual outcome of the case disposition. The project recruits and trains citizen volunteers. The project seeks to facilitate faster and more complete victim recovery from the effects of violent crime. It seeks further to markedly improve the impression of the criminal justice system which victims and witnesses receive. It additionally seeks to increase the likelihood that deserving victims will receive compensation for their injuries.

Additionally, the project will contain a research and evaluation component which will try to ascertain the relationship between victim/witness assistance and the effectiveness of prosecution. Research efforts shall focus on, inter alia, the effect which victim/witness assistance has on the prosecution of cases of sexual assault and domestic violence.

7. ORGANIZATION AND ADMINISTRATION

The victim/witness program will be sponsored and administered by the District Attorney's Office. A nine person Policy Committee consisting of the District Attorney (or his/her designee), the Chief of Police (or his/her designee), the Public Defender (or his/her designee), the Chairperson of the Commission on Aging (or his/her designee), the Chairperson of the Commission on the Status of Women (or his/her designee), the Chief Adult Probation Officer (or his/her designee), the Chief Juvenile Probation Officer (or his/her designee), the President of the San Francisco Barristers Club (or his/her designee) and a member of the Board of Supervisors (or his/her designee).

The Policy Committee shall oversee general policy implementation and shall develop the priority which various project goals shall be assigned.

The responsibility for hiring and firing project employees shall rest with the District Attorney who shall give due consideration to the recommendations of the Policy Committee.

An Executive Committee of the Policy Committee consisting of the District Attorney, the Chief of Police and the Public Defender shall coordinate, with the Executive Director, the administration of the project to ensure that their respective departments fully support the goals of the project.

The Executive Director shall be responsible for the day-to-day program operations, including but not limited to supervision of project staff and volunteer personnel, coordination with other institutional and community agencies, recruitment and training of volunteers, budgeting, public relations, etc.

The Policy Committee shall meet monthly, or as necessary. It shall review the progress of the project, its service to both the victims of violent crime and to the witnesses thereof, its ability to make the criminal justice system more effectively serve the community, etc. The Committee shall facilitate liaison with all interested institutions and community groups. The Committee shall endeavor to create good working relationships with all volunteer organizations. With the assurance of equal treatment of all witnesses it shall coordinate with, among others, the Public Defender, the Adult Probation Department, the Juvenile Probation Department, the Municipal Courts, the Superior Courts, the Juvenile Court, the Department of Social Services, the Health Department, the Sheriff, the State Board of Control, the Department of Vocational Rehabilitation, Community Mental Health Services, and various social service and community groups concerned with individuals affected by the criminal justice system. Emphasis shall be placed on assuring proper treatment of the victims of sexual assault and of domestic violence and victims who are senior citizens. The Policy Committee shall assure that the concerns of both community and institutional interests with respect to the treatment of victims and witnesses are carefully articulated and incorporated in policy implementations by the project director.

8. FUNDS REQUESTED

Salaries

Executive Director	\$ 25,000
Staff Aides (3)	36,000
Clerk/typists (2)	18,000
Accountant (200 hours)	1,500

Benefits 0

Travel 50

Local fares for staff and volunteers 2,500

Consultant Services

Evaluation 0

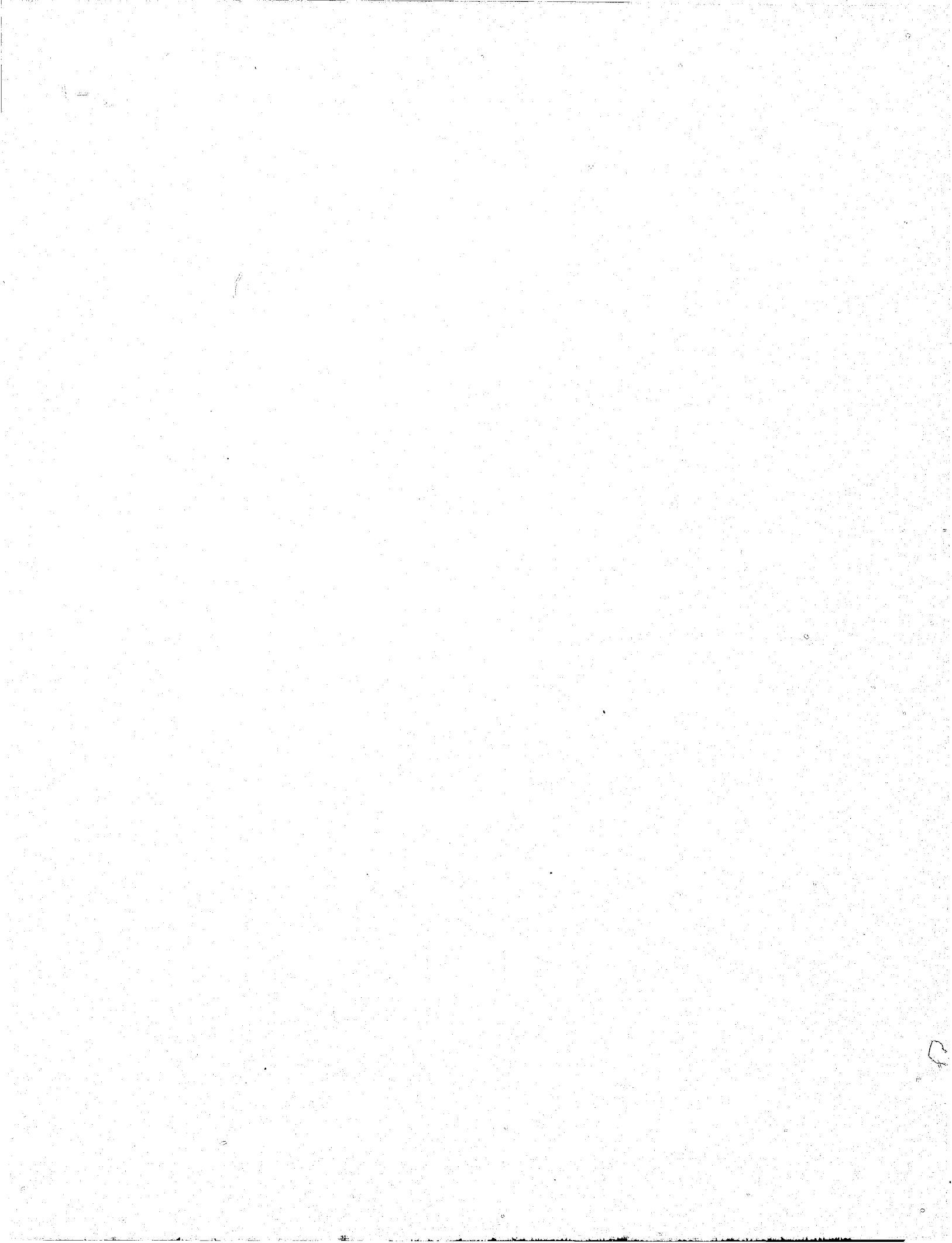
Equipment (Office furnishings and typewriters) 4,500

Supplies and Operating Expenses

Rent	4,800
Office supplies (paper, supplies, duplicating, postage)	3,600
Publicity, public relations	1,200
Small tools and equipment (file trays, staplers, dispensers, binders, etc.)	750
Training books and materials	600
Telephones	2,400
Total	\$100,850

9. ADDITIONAL FUNDING SOURCES

The project is not now operative. Alternative funding sources, primarily from private foundations, will be sought for this purpose. The likelihood of obtaining such monies is uncertain.



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