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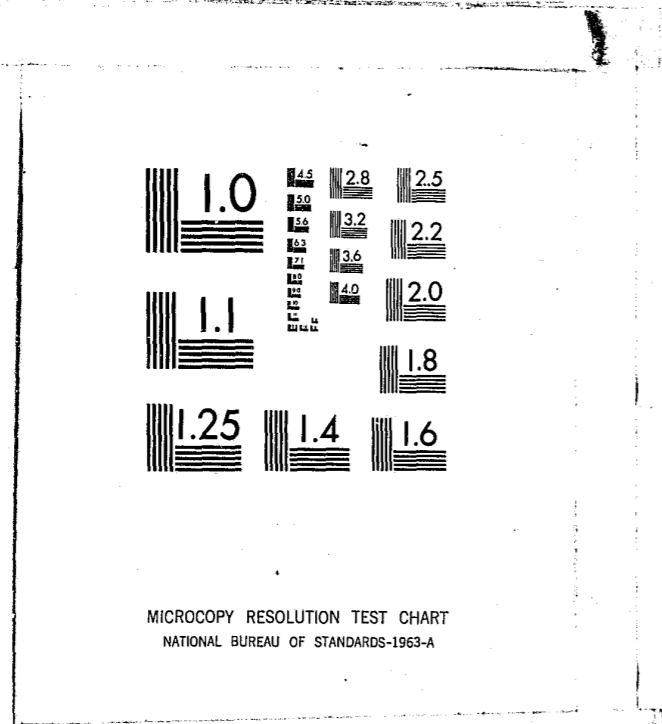
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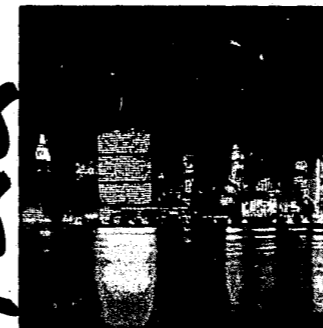DATE FILMED

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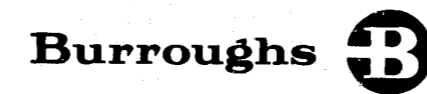
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PROMIS/JUSTIS

**PROSECUTOR'S MANAGEMENT
INFORMATION SYSTEM**

An Exemplary Project of LEAA

43722

PROMIS/JUSTIS

PROSECUTOR'S MANAGEMENT INFORMATION SYSTEM

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PROMIS/JUSTIS

PROMIS was developed to help a particular prosecutor's office manage its criminal cases; hence, the name Prosecutor's Management Information System.

When the United States Department of Justice, Law Enforcement Assistance Administration (LEAA), which had funded the development of PROMIS, began a program to transfer the software to state and local agencies across the country, it soon became clear that the system could perform double duty: it could satisfy the requirements of the prosecutor and also serve the courts themselves as their trial court information system.

In those jurisdictions where the system is serving the courts as well as the prosecutor, the system is often referred to as JUSTIS.

William A. Hamilton
President
Institute for Law and Social Research
(INSLAW)
February 1977

PROSECUTOR'S MANAGEMENT INFORMATION SYSTEM

To cope with burgeoning case loads, there is no substitute for skilled, experienced judges, prosecutors, defense counsel, and court administrators. This is hardly news to anyone. The problem, however, is that, at least in the foreseeable future, skilled judges, attorneys, and administrators will be in short supply, particularly in the major urban centers. Though sufficient manpower is unavailable, this does not mean that the challenges facing court and prosecution agencies must go unanswered.

Chief Justice Warren E. Burger pointed the way when he said, "....we must assign priorities." Continuing, he commented, "I would begin by giving priority to methods and machinery, to procedures and techniques, to management and administration of judicial resources even over the much-needed re-examination of substantive legal institutions."

In other words, maximize what manpower and expertise are available by at least assuring that office operations are conducted in the context of modern managerial and administrative methods.

President Ford's June 1975 crime message to Congress noted that the logical place to begin a discussion of how to improve criminal justice is the prosecutor's office: "... it is there that important decisions are made as to which offenders should be prosecuted, what cases should be brought to trial, when plea bargains should be struck, and how scarce judicial resources should be allocated. Many prosecutors' offices currently lack the manpower or management devices to make those decisions correctly....In too many cases, they lack efficient systems to monitor the status of the numerous cases they handle. If improved management techniques could be made available to prosecutors, the likelihood of swift and sure punishment for crime would be substantially increased."

This is what PROMIS/JUSTIS is all about.

Essentially, PROMIS/JUSTIS permits a prosecution or court agency to accumulate a wealth of information on each case and to receive reports and analyses based on these data. It also permits prosecutors to identify and concentrate on priority areas and exert positive and productive control over their work loads, instead of merely reacting to them on a best-guess basis. Not only does this promote effective utilization of time and personnel, but it also serves to attract and retain experienced attorneys. And when local government is aware that existing resources are not wasted by being subjected to operational inefficiencies, requests for additional staff may be looked upon in a more favorable light.

PROBLEMS PROMIS/JUSTIS COMBATS

PROMIS/JUSTIS is designed to meet head on such operational problems as those highlighted in the following not-so-hypothetical example.

Struggling to keep pace with a massive influx of cases, hardpressed prosecutors and judges often work assembly-line fashion: each is responsible for cases at a given stage in the proceedings--at screening, arraignment, or trial. No one is in overall control of a case from start to finish. Responsibility and control are fragmented. Cases are lost through cracks in the system: files are misplaced; witnesses fail to appear; numerous continuances result in court dismissals.

The habitual, courtwise criminal buries his recidivism in the anonymity of large-scale, assembly line case processing. He seeks one delay and postponement after another until the government's witnesses are so exasperated and inconvenienced, or their memories of the crime so obscured, that charges are either dropped or dismissed. If the case goes to trial, the judge or prosecutor is oblivious of other cases pending against the accused or that he or she is a fugitive. Prosecutors are often unaware that the seriousness of a defendant's prior record warrants special pretrial preparation of the case.

In addition to the problem of seasoned career criminals who seek to manipulate the system to their advantage, there are internal managerial and operational problems. For example, police officers, expert witnesses, and defense attorneys are scheduled to appear at the same time in different courts on different cases, with the court too often unaware that the conflicts exist until the day of trial.

With massive and constantly shifting calendars, case principals are not notified of expected court appearances or of changes and cancellations. Analyses of evidence by chemists, handwriting experts, and other specialists are frequently unavailable on the trial date because of the difficulty of scheduling, coordinating, and monitoring the completion of those activities for a large volume of cases.

Furthermore, the chief prosecutor is often in the dark about whether results are caused by the subordinates adhering to policy or departing from it. For example, since the reasons for discretionary decisions by screening assistants are not recorded, the chief prosecutor is unable to determine if refusals to prosecute are consistent with, or contrary to, office policy.

Often having only a matter of minutes to review a case before presenting it, a trial prosecutor discovers that essential case documentation is missing or that notations by attorneys who processed the case at previous stages of the proceedings are not clear. He or she is not sure if essential witnesses are present nor reasonably certain about what aspects of the case their testimony will address. The trial prosecutor is also in the dark regarding possible problems with the case--such as those relating to search and seizure or identification--and, further, he or she is unaware of prior defense-requested continuances and thus is not in a position to determine if another such defense request represents an abuse.

Having been put to the test for a number of years by the prosecutor's office in Washington, D.C., and more recently by prosecution and court agencies in a number of other state and local jurisdictions throughout the country, PROMIS/JUSTIS has proven that it can effectively address such problems and significantly upgrade performance.

KEY MANAGERIAL GOALS THAT PROMIS/JUSTIS HELPS YOU ACHIEVE

Some consider as **the centerpiece of PROMIS/JUSTIS its ability to help prosecuting attorneys identify the more serious cases from among the thousands that flow through the prosecutor's office each year.** Typically, the relative importance of pending cases is hidden by their sheer number and by the masking effect of legal charges. For example, out of dozens of pending assault cases, some may involve defendants who are career criminals and who inflicted serious injury; other assault cases may involve first offenders who are perhaps guilty of only technical violations of the law.

PROMIS/JUSTIS cuts through these difficulties by assigning ratings to cases on the basis of data obtained by attorneys and arresting officers at the screening stage. This information pertains (1) to the gravity of the crime in terms of the amount of personal injury, property damage or loss, and intimidation involved and (2) to the seriousness of the accused's criminal history based on prior arrests and convictions, aliases used, and the like. For example, cases involving defendants previously convicted for serious crimes and currently on probation or parole, or defendants with another serious case pending prosecution can be flagged for special attention.

Several days prior to the trial date assigned to a group of cases by the court, PROMIS/JUSTIS prints out a copy of the court's calendar for that date but instead of listing the cases only by oldest first, or alphabetical order, or in ascending order by docket number, PROMIS/JUSTIS also ranks them in descending order of their seriousness according to the gravity of the prior

record of the accused and the gravity of the crime. High-ranked cases can be assigned to a special attorney team which would assure that such cases receive a superior degree of pretrial preparation. When a specially prepared case is called by the court, the team would deliver a detailed case workup to the courtroom prosecutor. The conviction rate for cases that received this special preparation is reported to be 25 percentage points higher than that for those processed routinely in the jurisdiction where PROMIS/JUSTIS began.

A second major managerial objective PROMIS/JUSTIS addresses is the control and/or elimination of scheduling and logistical impediments that tend to block adjudication of cases on their merits.

A common assumption in industry and commerce is that assembly line mass production processes require carefully planned controls. To keep pace with the influx of cases, large prosecution agencies frequently attend to different aspects or problems of the same case as it progresses down the "production line" from inception to final disposition. As with industry, prosecution offices and courts need a mechanism to compensate for problems induced by this fragmentation of responsibility and control, such as those related to notifying witnesses and monitoring postponements.

PROMIS/JUSTIS is such a mechanism because it:

Automatically produces subpoenas, witness and victim telephone lists, a pending-case list for any given witness, and notices for expert witnesses so that all parties concerned can be routinely informed of scheduled appearance dates. PROMIS/JUSTIS keeps track of postponements of individual cases and notes, along with the reasons therefor, whether the prosecution, defense, or court is responsible.

Automatically alerts the court or prosecutor when the accused has other cases pending against him.

Regularly produces lists of fugitives so that the cognizant law enforcement agencies can systematically seek to apprehend them.

Automatically prints calendars for arraignments, preliminary hearings, trials and sentencings, documentation for official docket books, and labels for case jackets.

Routinely prints lists of cases pending at various stages for more than a specified number of days so that problems of delay can be resolved promptly.

A third principal management objective PROMIS/JUSTIS focuses on is the monitoring and enforcing of

evenhandedness and consistency in the exercise of discretion. The chief prosecutor in a large, urban agency must inevitably exercise broad discretionary authority through many assistant prosecutors. The problem, of course, is to assure that the discretion exercised by assistants reflects the consistent and evenhanded application of the chief prosecutor's policies, not theirs. Such policies could govern discretion in these areas:

The decision not to prosecute.

The decision to upgrade, reduce, add to or subtract from the charges recommended by the arresting officers.

The negotiation and acceptance of pleas.

The decision to allow defendants entry into diversion programs.

The decision to nolle prosequi or dismiss a case.

The initiation, or concurrence in, case postponements.

To monitor and enforce the proper application of discretion in these areas, the related decisions must be visible; that is, they must be recorded and retrievable for subsequent review. Not only must the nature of the discretionary action be recorded (e.g., case rejected for prosecution) but also the **reason why** the action was taken (e.g., case rejected because of illegal search and seizure). Only when reasons for discretionary decisions are known can supervisory prosecutors be in a position to determine whether subordinates' discretionary decisions reflect compliance with office policy. This is easily accomplished with PROMIS/JUSTIS, because it can generate statistics on the reasons for several different types of prosecutive actions, ranging from modification of police charges to requests for continuances.

Monitoring the evenhandedness of discretionary prosecutive decisions is also facilitated by PROMIS/JUSTIS's Uniform Case Evaluation and Rating capability, discussed earlier. For example, are defendants with comparable criminal backgrounds and charges (in terms of PROMIS/JUSTIS case ratings) given equal treatment? Is one permitted to plead to a misdemeanor charge while the other is forced to go to trial on a felony? Is this apparent lack of evenhandedness explained by the reasons cited for these decisions? If not, should office policy in this area be more clearly defined?

Finally, **the fourth major management objective addressed by PROMIS/JUSTIS pertains to the analysis and research of problems associated with the screening and prosecution of criminal cases.** For example, data from

the first PROMIS/JUSTIS installation are being analyzed statistically to produce the following criminal justice policy studies, any or all of which can easily be replicated in any other PROMIS/JUSTIS jurisdiction, because of the use of the identical record keeping system:

1. **Overview and interim findings.** Presenting highlights of interim findings and policy implications of the multiyear PROMIS/JUSTIS Research Project, the report provides thumbnail sketches of INSLAW studies in such areas as police operations when analyzed in terms of the percentage of arrests resulting in convictions, prosecution operations as viewed from the standpoint of their potential impact on crime control, and criminal justice system effectiveness as viewed from the victim's vantage point as well as from a crime-specific perspective. Findings related to robbery, burglary, sexual assault, and "victimless crimes" are summarized. Further analyses pertain to recidivism, female offenders, victims of violent crimes, court delay, plea bargaining, bail, sentencing, and uniform case evaluation, among other topics.

2. **Enhancing the policy-making utility of crime data.** Why do statistics that are valuable indicators of the performance of individual agencies often tend of obfuscate the combined, systemwide effectiveness of those same agencies? How might the collection of crime data be improved to enhance their utility to policymakers? Addressing these questions, INSLAW made various statistical adjustments so that court, prosecutory, police, and victimization data could be compared to obtain systemwide performance measures for various crimes and to analyze at what points--from victimization to conviction--criminal incidents dropped out of the criminal justice process.

3. **The repeat offender as a priority for prosecutors.** After describing the disproportionate share of the criminal justice work load accounted for by repeaters (whether defined as those rearrested, reprosecuted, or reconvicted), the report suggests that greater emphasis on the prosecution of recidivists may be an appropriate strategy from a crime-control standpoint. A method is presented by which prosecutors could implement and monitor such a strategy.

4. **Police effectiveness in terms of arrests that result in convictions.** What can the police do to reduce the enormous volume of arrests that do not result in convictions? After describing the magnitude of this problem, the publication analyzes three aspects of the question: apprehension procedures,

legal and institutional factors, and personnel characteristics. Police-related factors that influence the likelihood of conviction are analyzed, as are the reasons given by prosecutors for rejecting arrests. Policy implications of the research findings are emphasized throughout the report.

5. **The prosecuting attorney as a manager.** Focusing on "street crime" prosecutions, the research analyzes the cumulative impact of various case-level prosecutory decisions, such as those relating to case rejections, nolles, dismissals, pretrial release recommendations, plea bargaining, and sentencing. Broad discretionary power exercised by prosecutors over the fate of **individual** cases is contrasted to the role played by prosecutors in providing **overall** direction to policies and priorities of the criminal justice system. Examples of policies that harness the prosecutor's power over individual cases to achieve system-wide objectives and priorities are presented. The research focuses on the challenge of measuring, monitoring, and enforcing priorities and evenhandedness in a large, high-volume court system.

6. **The high-fear crimes of robbery and burglary.** Comprising a substantial portion of the prosecutor's work load, robbery and burglary are analyzed from the perspectives of the victim, defendant, and court case. Robberies and burglaries are traced from victimization through disposition; defendants in those cases are compared to other arrestees in terms of their characteristics and criminal career patterns; prosecution of robbery and burglary cases and sentencing of convicted defendants are explored in detail. Policy implications of the findings are highlighted throughout.

7. **The low-conviction crime of sexual assault.** From victimization to sentencing, the report traces the processing of sexual assault cases and indicates the reasons why those cases are more likely to fall out of the system than other types of cases. Characteristics of victims and defendants are described, particularly the recidivism patterns of the latter. Findings are discussed in terms of their policy implications.

8. **Prosecuting cases involving weapons.** Analyzing how District of Columbia weapons-related statutes are applied by prosecutors, the publication contrasts the handling of cases in which a weapon is used--such as robbery--to those involving possession only. Recidivism patterns of the two sets of defendants are analyzed. The findings and their impact on policy are likely to have applicability beyond the jurisdiction studied.

9. **Prosecution of such "victimless crimes" as gambling, prostitution, and drug offenses.** These crimes are examined from arrest to sentencing. By what process are decisions made to enforce laws proscribing victimless crimes and to prosecute offenders? Is this process different from that utilized with regard to non-victimless crimes? What factors affect decisions regarding enforcement and prosecution? To what extent are criminal justice resources allocated to combat victimless and non-victimless crimes? What are the policy-making ramifications? These and other questions are addressed by the report.

10. **Scope and prediction of recidivism.** This report describes the nature and extent of the repeat-offender problem in the District of Columbia in terms of three definitions of recidivism: rearrest, reprosecution, and reconviction. By tracking a group of defendants over a number of years, INSLAW identified habitual offenders by crime category and analyzed their patterns of crime switching. A predictive technique was developed to identify defendants who are most likely to recidivate within the same jurisdiction. Policy implications are highlighted.

11. **Geographic and demographic patterns of crime.** Of significance to policymakers, this report analyzes the geographic distribution of offenses and arrests in the District of Columbia and the residential patterns of the defendants. Possible differential processing by the criminal justice system of defendants from different areas is explored.

12. **Impact of victim characteristics on the disposition of violent crimes.** Analyzing how the victims' age, race, sex, relationship to offender, and other characteristics affected the case processing of violent crimes, INSLAW research views the victim both as a decision maker (in terms of his or her behavior as a witness) and as an influence on the decisions made by prosecutor, judge, and jury.

13. **Female defendants and case processing.** The types of crimes for which females are arrested are compared to those for which males are apprehended. Differential handling of cases by sex is analyzed. The implication of the research findings for policy formulation is presented.

14. **Analysis of plea bargaining.** After describing the nature and extent of plea bargaining in the District of Columbia, the report explores the impact of work load, codefendants, and recidivism on plea rates. Looking at charge reduction, pretrial detention, and sentencing, INSLAW researchers analyze plea negotiations from the standpoint of both defendant and prosecutor. Suggestions aimed at enhancing the equity and efficiency of the plea bargaining process are offered.

15. **Analyzing court delay.** Probing the data recorded in PROMIS/JUSTIS regarding the elapsed time between various case-processing events, and comparing actual case-processing times to standards advocated by national commissions, the report attempts to isolate the determinants of delay and its impact on case dispositions. The publication also explores the reasons for continuances and the effect of non-procedural continuances on delay, and addresses the policy implications of the findings.

16. **Pretrial release decisions.** The range of possible pretrial release decisions in the District of Columbia is analyzed, including cash bond, surety, third-party custody, personal recognizance, and preventive detention. Factors influencing the likelihood of various pretrial release decisions are probed. Methods of using data commonly available at the bail hearing for the purpose of predicting crime on bail and flight are explored.

17. **Sentencing practices.** Focusing on the Superior Court of the District of Columbia, the research seeks to identify how the incarceration rates and lengths of sentences are affected by the characteristics of the defendant and his or her criminal history as well as by the seriousness of the charge for which the conviction was secured and other factors. These analyses attempt to measure the consistency and evenhandedness of the sentencing process.

THE FACTS IN PROMIS/JUSTIS

A comment by the National Advisory Commission serves to underscore the basic value of PROMIS/JUSTIS: "Official judgement in criminal justice as in other policy areas is not likely to be sounder than the available facts." PROMIS/JUSTIS is synonymous with facts--over 170 of them for every case. With access to these data, judges and attorneys in high-volume jurisdictions can achieve technologically the same detailed knowledge of their case load and operational problems their small-town colleagues acquire as a matter of course with regard to their relatively light work loads. The facts in PROMIS/JUSTIS fall into six major categories:

1. **Information about the accused or defendant.** This includes name, alias, sex, race, date of birth, address, facts about prior arrests and convictions, and employment status. If judged appropriate, additional data could be added, such as information about alcohol or drug abuse. Some of this information is used to rate the gravity of the case in terms of the defendant's criminal history.

2. **Information about the crime.** The date, time, and place of the crime; the number of persons involved in the crime; and a numerical rating reflecting the gravity of the crime in terms of the amount and degree of personal injury, property damage or loss, and intimidation.

3. **Information about the arrest.** The date, time, and place of the arrest, the type of arrest, and the identity of the arresting officers.

4. **Information about criminal charges.** The charges originally placed by the police against the arrestee, the charges actually filed in court against the defendant, the **reasons** for changes in the charges by the prosecutor, the penal statute for the charge, the FBI Uniform Crime Report Code for the charge, and the Project SEARCH Code for the charge.

5. **Information about court events.** The dates of every court event in a case from arraignment through motion hearing, continuance hearing, final disposition, and sentencing; the names of the principals involved in each event, including the defense and prosecution attorneys and judge; the outcomes of the events and the **reasons** therefor.

6. **Information about witnesses.** The names and addresses of all witnesses, the prosecutor's assessment of whether the witnesses are essential to the case, and any indications of reluctance to testify by the witnesses.

This and other information enables a PROMIS/JUSTIS jurisdiction to track the workload of the criminal court process from three separate vantage points. First, the workload is tracked from the vantage point of the crime or criminal incident. This is accomplished by including in PROMIS/JUSTIS the **complaint number** which the police department assigns to a reported crime. With this number, one can follow the full history of the court actions arising from the crime even though those actions may involve multiple defendants, multiple cases, and multiple trials and dispositions.

Second, PROMIS/JUSTIS tracks the court workload from the vantage point of the accused or defendant. This is achieved by incorporating in PROMIS/JUSTIS the **fingerprint-based number** the police department

assigns to the individual following his or her arrest. This identification number is used again by the department if the same individual is subsequently arrested. Through this number, official agencies can accumulate criminal history files on offenders and note incidents of recidivism.

Finally, PROMIS/JUSTIS tracks from the vantage point of the court proceedings. This is accomplished by including in PROMIS/JUSTIS the **docket number** the court assigns to the case pending before it. With this number, it is possible to trace the history of any formal criminal action from arraignment through final disposition and sentencing, and account for the separate fate of each count or charge.

The inclusion of these three numbers appears simple but is unique with PROMIS/JUSTIS and extremely significant. The numbers provide an "instant replay" capability to track the criminal incident, the defendant, or the court actions and provide a basis for communication among the various constituent agencies of the criminal justice system.

HOW DOES DATA GET INTO PROMIS/JUSTIS?

About 80 percent of the data contained in PROMIS/JUSTIS is "captured" at the intake and screening stage as the by-product of the case documentation process. Carbon copies of various forms completed immediately before or during the case screening stage serve as input documents for PROMIS/JUSTIS.

As a case moves through the subsequent proceedings, additional information about its status is fed to PROMIS/JUSTIS. This is achieved through turnaround forms or TV-like pre-formatted screens generated by PROMIS/JUSTIS in advance of a court event--on which the results of a given proceeding (e.g., preliminary hearing, sentencing, etc.) are recorded and then entered in PROMIS/JUSTIS.

Because of the extent of its acquired data, PROMIS/JUSTIS dovetails very closely with the informational requirements of other criminal justice agencies/information systems. For example, PROMIS/JUSTIS contains the vast majority of data needed by the Com-

puterized Criminal History and Offender Based Transaction Statistics components of LEAA's Comprehensive Data Systems program. The acronym notwithstanding, the facts acquired by PROMIS/JUSTIS can service the police and courts. For instance, most of the judiciary's case-related information is provided by and through prosecutors in their capacity as the intake and screening mechanism of the court. In view of this, more and more jurisdictions are addressing this question: Given the common informational requirements of prosecuting attorney and court, why not take advantage of economic and other efficiencies by sharing--not duplicating--an information system, such as PROMIS/JUSTIS?

REPORTS PRODUCED BY PROMIS/JUSTIS

PROMIS/JUSTIS generates on a recurring basis, five categories of reports which are of particular value to prosecution and court officials: misdemeanor calendars, felony calendars, case status reports, workload reports, and special reports. In addition, the Management Report Package and Generalized Inquiry Package permit prosecution and court officials to respond quickly to a wide array of questions whose specificity has, traditionally, precluded timely attempts to answer them. Many of these reports are of assistance to police and courts as well.

Misdemeanor Calendars. These calendars assist management and trial prosecutors to process, in a timely and orderly manner, serious misdemeanor cases scheduled for trial or sentencing. The calendars inform management of the case workload, aid in the preparation of case documentation for trial, and identify cases warranting special pretrial preparation. There are five types of misdemeanor calendars.

1. Five-Day Misdemeanor Calendar. Listing all misdemeanor cases scheduled for trial five days hence, this calendar contains such information as the defendant's and codefendant's name(s), case number, charges, arrest date, witnesses and their addresses and phone numbers, arresting police officer(s), number and dates of continuances and reasons therefor, prosecutor's and defense attorney's names, and ratings reflecting the gravity of the crime and the defendant's criminal history. (See Figure 1.)

```
    DEFENDANT'S NAME          CASE NO. J/NJ ARREST TYP  APO/WITNESSES            NC   DATES     CONTINUANCES              PROSECUTION

1   JXXXXXXX, JXXXXX          03864173 NJ 11/05/7- AE   HXXXXXXX, DXXXX R        01   06/39/7-  C-CONTINUED TO TRIAL      UXXXXXX, R
                                                        BADGE 0874 UNIT 2D                                                PENDING
    DEFEND: 10.0 CRIME 04     CHARGES: ADW-GUN     BE   RXXXXXXXXX, CXXXXX T                                              01358673 FEL
    RELEASE: PERSONAL RECOG            UNA-MJ            BADGE 2999 UNIT 20
    DEFENSE: NXXXXXXXX,JXXX            CDW-GUN
    CO: RXX, IXXX CXXXX

2   MXXXXXXX, AXXXXX          04864173 J 11/15/7-  AE   SXXX, JXXXX R            05   06/30/7-  C-CONTINUE.' TO TRIAL     KXXX, W
                                                        BADGE 0248 UNIT 3D            07/15/7-  D-DEFENSE COUNSEL LATE    PENDING
    DEFEND: 15.0 CRIME 02     CHARGES: ADW-GUN     2E   MXXXXXXX, HXXXXX              08/01/7-  G-CW NO SHOW              02568673 MIS
    RELEASE: CASE BOND                 ROBBERY          202-3682598 301-2681594      09/15/7-  G-CW UNAVAILABLE
    DEFENSE: HXXXXXXX, AXXX                                                           10/15/7-  G-CW NO SHOW
    CO: NONE
```

FIGURE 1

PROMIS/JUSTIS FIVE-DAY MISDEMEANOR CALENDAR FOR CASES CONTINUED TO 12/04/7-

Case Status Reports. In addition to calendar and workload reports, PROMIS/JUSTIS generates four different summaries on the status of cases pending at various stages. A series of three reports lists defendants who have had bench warrants issued against them for failure to appear before the court as directed:

a. Misdemeanor Fugitive List. Noting all misdemeanor cases involving outstanding bench warrants for defendants, the report furnishes to police information contained in PROMIS/JUSTIS about any given fugitive-defendant.

b. Pre-indictment Felony Fugitive Listing. The cases of the fugitive-defendants in this listing are pending between screening and the grand jury stage.

c. Post-indictment Felony Fugitive Listing. This report lists indicted fugitive-defendants whose cases are awaiting felony trial.

These three fugitive listings contain the following information: defendant's name, police fingerprint-based identification number, court docket number, police criminal complaint number, date the bench warrant was issued, name of the judge issuing the warrant, charges, and defendant's race, sex, date and place of birth, and home address.

The fourth case status report lists all cases pending in the grand jury, oldest cases appearing first, and contains the following data for each defendant: case number, defendant's name and police identification number, arrest date and date bound over to the grand jury, release status, defense counsel, arresting officer, charges, and other pending cases.

All of these case status reports are of obvious importance to the prosecutor and court inasmuch as the cases remain at a standstill until the grand jury acts or the defendant is apprehended.

Special Reports. Comprising this fifth major category of PROMIS/JUSTIS reports are Witness Subpoenas, Subpoena Summary Listing, and the Statistical Report.

Special preprinted subpoena forms are generated to advise witnesses where and when to appear for a scheduled trial upon entry into PROMIS/JUSTIS of a new or modified trial date.

If PROMIS/JUSTIS detects an error in the name or address of the witness (e.g., no street number) or if there is insufficient time for the subpoena to reach the witness by mail, this will be noted on a Subpoena Summary Listing. Thus alerted, a Witness Notification Unit, staffed primarily by paralegals, can telephone or otherwise contact witnesses to whom subpoenas have not been issued.

2. One-Day Misdemeanor Calendar. One day in advance of the trial date, PROMIS/JUSTIS produces a calendar similar in content and format to Figure 1.

3. Five-Day Misdemeanor Priority Calendar. This advance calendar ranks upcoming cases according to their seriousness as determined by their PROMIS/JUSTIS-computed case rating. Thus the most important cases are identified in a timely manner so that they can receive special pretrial preparation.

4. One-Day Misdemeanor Priority Calendar. The purpose, content, and format of this calendar are similar to Number 3 above.

5. Misdemeanor Sentencing Calendar. Issued one day prior to the date of sentencing, this calendar alerts prosecutors so they can prepare documentation for sentencing recommendations.

JUDGE: SMITH DEFENDANT'S NAME	CASE NO	INDICTED	DISP DATE	PROSECUTOR	CHARGES	FINAL DISPOSITION	PENDING CASE NO	TYP
JXXXXXX, DXXXXX L DEFEND: 10.0 CRIME:10	01234573	12/01/7-	12/20/7-	HXXXXXXX,P	BURGLARY II	GUILTY-JURY	02235673	FEL
PXXXXXX, DXXXXX L DEFEND: 20.0 CRIME:02	01356273	12/02/7-	12/22/7-	MXXXXX, J	ROBBERY	PLEA GUILTY THIS CHG	03572673	MIS
TXXXX, JXXX T. JR DEFEND: 21.0 CRIME:10	02233473	11/05/7-	11/30/7-	PXXXXX,T	ADW-GUN	FOUND GUILTY JURY		

FIGURE 2
PROMIS/JUSTIS MISDEMEANOR SENTENCING CALENDAR FOR CASES CONTINUED TO 12/12/7-

Felony Calendars. PROMIS/JUSTIS generates four types of felony calendars: (1) One-Day Preliminary Hearing Calendar, (2) Five-Day Felony Trial Calendar, (3) One-Day Felony Trial Calendar, and (4) One-Day Felony Sentencing Calendar. The purpose, content, and format of the first three felony calendars are similar to the misdemeanor calendar illustrated in Figure 1; the felony sentencing calendar corresponds to Figure 2.

(Far from merely providing a means by which to automate calendar preparation, PROMIS/JUSTIS helps prosecutors and court administrators achieve the full range of case-scheduling goals: monitoring calendars to keep account of the availability of court resources and of scheduled resource commitments; setting dates and times of court events; controlling conflicts in attorney schedules; managing police officer appearances to minimize travel and waiting time and to limit conflicts; effecting last-minute adjustments to the calendar; and notifying all participants.)

Workload Reports. The following reports allow management to monitor the progress of cases specially assigned to individual prosecutors for preparation and trial:

1. Misdemeanor Specially Assigned Cases. This report lists, by attorney, all misdemeanor cases that could be assigned to a Career Criminal Unit, which would give intensive pretrial preparation to the most important cases. With this report, the chief of the Unit could assign cases on an equitable basis. The report contains the information for each case handled by a given prosecutor: judge, docket number, defendant's name, defense counsel, indictment dates, charges, witness data, other pending cases against the defendant.

2. Felony Specially Assigned Cases. This PROMIS/JUSTIS-generated workload report provides each prosecutor with a listing of all pending felony cases to which he or she is assigned. The report contains the same type of information as noted for Number 1 above.

3. Attorney Felony Case Workload by Type of Charge. Listing the types of felony charges by number and as a percentage of total case load for each prosecutor, the report can assist the manager of a felony trial division in assigning new cases to prosecutors.

The Statistical Report provides management with an overview of the case workload for a given period:

Screening: Misdemeanor and felony cases considered, charged, rejected, or reduced.

Preliminary Hearings: Cases bound over, dismissed, aborted through a nolle prosequi action, or reduced.

Grand Jury: Cases indicted, ignored by the grand jury, dismissed, or referred to misdemeanor prosecution.

Dispositions: Dispositions are separated into four groups--felony trials, unassigned misdemeanors, career criminal, and total misdemeanors. Within each of these four groups, the total cases are separated into types of outcomes (e.g., guilty, not guilty, dismissed, aborted through nolle prosequi).

Delays: Average delays for cases disposed between arrest and indictment, between indictment and disposition for felonies, and between arrest and disposition for misdemeanors.

Pending Cases: The number of pending cases at various points in the prosecutive process.

Fugitives: The number of bench warrants issued and quashed during the period and the number of pending fugitives at the end of the period.

Management Report Package. A recent enhancement to PROMIS/JUSTIS, the package not only adds 13 statistical reports to those already generated by the system but also permits prosecution and court officials to obtain them with the convenience, speed, and level of detail, heretofore unavailable. Prosecutors or judges may fine-tune each report by adjusting its range and focus--without additional programming--so that the of-

fice can respond with maximum relevance to often unanticipated queries from the media, legislative committees, other justice agencies, research groups, or internal sources.

For instance, for a given computer run one may request any or all of the reports which pertain to office and court operations from arrest to sentencing, and limit them to any or all of five charge types regarding cases handled during each of up to four time periods by any or all branch offices (if any). In addition, users of the package have the option of restricting reports to cases involving (or not involving), for example, male defendants, a given judge or police officer, or assistant prosecutor, guns or other weapons, defendants with extensive criminal histories, or any of dozens of other individual factors.

Also, one may specify that the reports present either **work load** or **tracking** statistics. Work load statistics total the appropriate case-related activities taken **during** the period(s) studied. The figures associated with the tracking statistical tables reflect, **as of today,** actions taken regarding cases that entered the system during the specified past period(s).

Generalized Inquiry Package. In contrast to the "how many" information (**number** of cases accepted, dismissed, etc.) provided by the Management Report Package, the Generalized Inquiry Package, another recent PROMIS/JUSTIS enhancement, presents not aggregate numbers but reports the **descriptive details** (names of defendants, arrest dates, lead charge, names and addresses of witnesses, etc.) associated with each case selected for study.

The package permits an agency to receive highly specific descriptive case data in response to a broad array of unanticipated and unpredictable queries without the aid of additional programming efforts. For example, an agency may request the following: "Except for armed robbery cases, list descriptive data about all cases--past and present-- where Harry Brown was the arresting officer **and** John Smith was the defense attorney."

One of two types of inquiry reports, the **summary report** presents a single line of information for each case meeting the criteria of the prosecutor's request. The **detailed inquiry report,** however, includes a full page of information on each case, virtually all the data stored in PROMIS/JUSTIS about it.

A NEW DIMENSION OF OPERATIONAL EFFICIENCY

In addition to the uses of PROMIS/JUSTIS already described--normally referred to as "batch" computer operations--there are "on-line" PROMIS/JUSTIS applications available to PROMIS/JUSTIS users as an

option. What this means is that certain queries can be directed at PROMIS/JUSTIS's computer and the answers will immediately appear on the television-like screen of any of several remote terminals located in the prosecution or court agency and in each police district station. The terminals utilized for on-line inquiries can perform double duty by also serving as the hardware for on-line data entry.

Among the information that can be displayed on a terminal's screen are the following:

Docket number and status of each of any given defendant's pending cases. This information serves to identify suspects who have been arrested while on some form of pretrial release.

All pending cases, along with their status, at which a given police officer is scheduled to testify.

Docket number, current status, next trial date, and witness address for any witness in any pending case.

All cases pending at a specified stage in the proceedings for over a given number of days (e.g., all cases that have been awaiting grand jury action for more than 30 days).

All misdemeanor and felony cases scheduled for trial and preliminary hearing, respectively, on a given date. Optionally, the listing can be limited to those cases whose seriousness (as determined through PROMIS/JUSTIS's case rating capability) exceeds a given level.

All data contained in PROMIS/JUSTIS regarding a specified case.

IN CONCLUSION...

Because of the managerial and administrative leverage offered by PROMIS/JUSTIS, the chief prosecutor or judge is in a much better position to shape and exert positive control over office or agency effectiveness. In essence, agency heads can now exercise authority in a manner commensurate with the extent to which the public holds them accountable. Furthermore, PROMIS/JUSTIS is not static but is evolving continually as new enhancements and applications are developed, evaluated, and passed on to the system's users at no cost by INSLAW as part of its LEAA-financed program of transferring the technology to jurisdictions nationwide.

AVAILABILITY--MAINTAINABILITY--TRANSFERABILITY

The PROMIS/JUSTIS software and its extensive documentation are in the public domain and available to prospective users at no cost. PROMIS/JUSTIS was developed under funding from the United States Department of Justice, Law Enforcement Assistance Administration (LEAA) by the Institute for Law and Social Research (INSLAW). Copies of the documentation may be obtained from INSLAW at 1125 Fifteenth Street, N.W., Suite 625, Washington, D.C. 20005.

The basic PROMIS/JUSTIS programs are written in 1974 American National Standard Institute Common Business Oriented Language (ANSI COBOL). INSLAW will include all enhancements to the PROMIS/JUSTIS package developed under LEAA funding (e.g., source language for on-line software application), but does not include software unique to Burroughs hardware that must be licensed through the Burroughs Corporation (e.g., compilers, data communications software, data base management software, etc.).

INSLAW, through financial support from LEAA, can provide technical assistance, cost and benefit analysis modeling, and pre-installation evaluation support at no cost to any user interested in PROMIS/JUSTIS. Moreover, membership in the PROMIS/JUSTIS Users Group and a subscription to the PROMIS/JUSTIS Newsletter are provided to all jurisdictions which adopt PROMIS/JUSTIS.

SPOTLIGHTING PROMIS/JUSTIS

COBB COUNTY, GEORGIA

Cobb County was the first successful transfer of the PROMIS/JUSTIS software from the Washington, D.C. package. It was initially implemented as a batch system in 1974 and was subsequently converted to an on-line system utilizing the Burroughs Medium System, Network Definition Language software, and TD 800 Input and Display Terminals.

The PROMIS/JUSTIS software acts as the core module of a user-developed Criminal Justice Information System (CJIS). The CJIS User Group establishes priorities for the system implementation, including the various modules of PROMIS/JUSTIS to service the judicial community.

The Cobb County installation serves a population of 250,000 with over 2,500 felony cases managed last year with PROMIS/JUSTIS.

WAYNE COUNTY, MICHIGAN

The Wayne County Prosecuting Attorney's Office has always placed great emphasis upon effective and efficient management within its agency. The PROMIS/JUSTIS system, running on a Burroughs Medium System, handles over 18,000 felony defendants and 11,000 misdemeanor defendants a year for the 2.7 million population of Wayne County.

The PROMIS/JUSTIS system is used in several ways. First, PROMIS/JUSTIS data are being used to generate statistics for each department of the prosecutor's office. These statistics include the number and types of warrants being recommended, actions at the preliminary examination, results of pretrial hearings, and trial stage dispositions. In addition, PROMIS/JUSTIS gives a detailed statistical breakdown of reasons for dismissals.

Another function of PROMIS/JUSTIS is to prepare feedback reports for assistant prosecuting attorneys to help them evaluate their own performance by providing them with information about what has happened to cases they have handled. These reports, generated by the PROMIS/JUSTIS Inquiry Program, list the status of all cases recommended by each assistant prosecutor during each calendar month. Finally the PROMIS/JUSTIS data base is being used for specialized analyses to improve the overall management of the prosecutor's office.

NEW ORLEANS, LOUISIANA

New Orleans District Attorney Harry Connick's office began the PROMIS/JUSTIS transfer in April 1975 and successfully completed it with batch and on-line data entry and inquiry within six months. The PROMIS/JUSTIS system was renamed DARTS (District Attorney's Record Tracking System) upon installation.

The office now handles more than 10,000 cases annually, involving more than 13,000 defendants. A Burroughs B 1700 computer system with TD 800 terminal displays and TC 4000 hard-copy terminal printers serves as the processing unit for New Orleans.

The major advantage of the Burroughs computer in the New Orleans criminal justice system is that it can assimilate and correlate vast volumes of data, which was not previously possible.

In District Attorney Connick's office the computer is a valuable management tool which:

- provides an accurate record of all files of the office,

- sets up dockets in various sections of court,

- provides work load statistics on each assistant district attorney,

- analyzes the reasons cases are refused,

- ascertains if defendants already in the system have additional charges brought against them,

- determines the number of continuances requested by the state and by the defense and notes any patterns in this regard,

- provides information which is essential to formulation of badly needed legislative changes,

- and generally points up any deficiencies in the operation of the office.

A particularly significant use of the computer in District Attorney Connick's office is to insure that assistant district attorneys are applying the law in an even-handed manner.

The use of PROMIS/JUSTIS in New Orleans will

result in several unique applications. One is a direct linkage between the New Orleans Police Department's on-line booking system and PROMIS/JUSTIS so that police arrest data is automatically transferred to the PROMIS/JUSTIS system, thereby eliminating the necessity to design a separate data collection and entry process for that purpose.

Through this link, the revised defendant rating for New Orleans will be applied at the initial booking of defendants for immediate identification of candidates for the Career Criminal Program.

PROMIS/JUSTIS will also be expanded to determine and evaluate the career criminal offender profile, to program activities on the career criminal for parole board and pardon board, and to establish a basis for comparison of the regular docket to the Career Criminal Bureau docket.

In addition, DARTS provides periodic management reports to the district attorney's office which reflect caseloads by attorneys, police and judges as well as reports on all activities in the district attorney's office.

The PROMIS/JUSTIS operation includes full on-line data entry and retrieval, the tracking of appeals and motions activity, and a statistical report generator.

New Orleans provides an example of the coordinated use of LEAA seed money to rejuvenate and professionalize a criminal justice agency.

In line with District Attorney Connick's philosophy of achieving more efficient prosecution and office management through use of the computer, he joined the American Management Associations' Crime Against Business Council. That council, in March 1977, published a draft of a report regarding information gathering techniques dealing with crimes against business. This report concludes that "the lack of prosecutorial data makes the law enforcement data even more seriously limited in terms of a general assessment of the criminal justice system." It was recommended by this council that "a prosecutorial data gathering system should be established nationwide."

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