Index

Note: Page numbers with n indicate footnotes.

A
Abelove, Joel, 274
Absolute immunity, 30–31
Abuse of prosecutorial
discretion, 17–21
Accountability, 25–43
constrain, check, and
challenge excessive
discretion, 40–3
in discretion, 187–191
mass incarceration and, 36–40
racial disparities in, 25–27
tainted outcomes, 35–36
uncheked discretion, 30–32
unfettered discretion, 27–29
unopposed discretion, 32–34
Adjudication, 8, 21, 218,
221, 289
Administrative cost charged to
defendants, 285
Adolescents. See Juvenile
defendants
Adversarial system of justice,
133–135
Adverse Childhood Experiences
study, 53n4
Advocates
anti-reform prosecutors as
legislative advocates,
63–96
Black Hat Mentality and, 71
prosecutors as, 28
victim advocacy groups, 180
for victim rights,
172–174, 201
Alcohol
open container ordinance,
11–12, 14
surveillance video and,
151–152
underage drinking, 11, 227
Alternative courts, 252–253,
288–291
Alvarez, Anita, 144
American Bar Association
(ABA), 20, 46, 141, 192
ABA Model Rules of
Professional Conduct,
21, 141, 146, 150,
150n38, 205–206,
224
Criminal Justice Section, 51
INDEX

American Bar Association (ABA) (continued)
Criminal Justice Standards Commission, 255
Criminal Justice Standards for the Prosecution Function, 21, 46, 236–237, 255
Model Rules of Professional Conduct, 21, 205–206
National Inventory of the Collateral Consequences of Conviction, 17n43
American Civil Liberties Union (ACLU), 80–81
American Football Conference Championship, 2019, 151
American National Academy of Sciences National Review Council, 195
American prosecutors, 254–265
criminal code, expanding, 261–265
diversity among, 257–260
federal-state competition and collaboration, 260–261
from obscurity to power, 255–257
sentencing changes, 261–265
Anne Arundel County, 67
Anti-reform prosecutors, 63–96
changing prosecutor office personnel to change culture, 80–95
incumbents, unseating, 80–82
lobbying, 68–80
White Hat Mentality, 63–96
Arraignment, 102, 107–110, 209
Artificial intelligence, 146–149
Ashcroft, John, 56n5
Ashton, Jeff, 217
Assault, 53, 55, 72
against intimate partners, 55
on an officer, 80
Commonwealth v. Larsen, 150–155
mandatory minimums and, 72, 80
officer accused of, 151
sexual, 171, 176, 179, 228
Assault weapons, 48
Assistant district attorney and prosecutor, xiii, 81, 258, 266
Association of Prosecuting Attorneys, 83
Attorney general
civil commitment and, 293
Deputy Attorney General, 72–73, 94
oversight authorities, 273–275
power of, 256–257
as special prosecutor, 269

314
INDEX

state, 256, 269, 274

Baker, Charlie, 80

Baldwin, James, vii

Batterer intervention programs (BIPs), 54–55

Battery, 22, 53, 99, 110

bargaining and, 118–119

batterer intervention programs, 54–55

Burglary with a Battery, 118–119

Commonwealth v. Larsen, 150–155

investigation and, 99

misdemeanor, 110, 112–13

sexual, 203

Berdejo, Carlos, 13–14

Best practices, educating on, 40

Bias

implicit, decision-making, 236–237

perfect victim bias, 170–171

in prosecuting defendants, 170, 224, 236

victims from marginalized groups and, 20, 170

Bibas, Stephanos, 120n38

Big fish promise, 72–73

Binding plea deals, 170

Black Hat Mentality, 71, 77

Blackstone, William, 164

Brady violations, 265–66, 279

Bullying, 122–124

Bureau of Justice Statistics, 259

Bush, George H. W., 75n37
INDEX

C
Carfentanyl crimes, 80
Carney, Brian, 152
Case-by-case discretion, 10, 85, 137, 199
Caseload pressures, 276–280
Cassell, Paul, 177–178
Centers for Disease Control and Prevention (CDC), 53n4, 229
Central Park Five, 251–252
Chambers, Carol, 29
Charging
decision to file charges, 11–13
defendants, 102, 105n16, 116, 120, 168–169
by inexperienced prosecutors, 107–116
juvenile offenders as adults, 225–249
at discretion of elected prosecutor, 235–236
prosecutorial autonomy in, 225–249
prosecutor’s level of discretion in charging and its limits, 238–249
states with unlimited discretion in, 225
options, criminal codes to shrink, 41
policies, 263
racial disparities in, 85
Child witnesses, 53–54
Civil commitment, 293–294
Civil sanctions, 291
Clark, Marcia, 251
Clemency
applications, 295–296
Clemency Project 2014, 94–95
executive, 64, 295–296
federal clemency reform, 94–95
prosecutorial misconduct and, 94
prosecutor’s role in, 293, 295–296
Clinton, Bill, 251
Clippinger, Luke, 67
Collaboration, 265–272
federal-state, 260–261
judges, 265–268
police, 268–270
in policy changes, 269
victims, 270–272
witnesses, 270–272
Collateral sanctions, 262, 291–293
Commentaries on the Law of England (Blackstone), 164
Commonwealth attorneys, xiii, 257. See also District attorneys
Commonwealth v. Larsen, 150–155
Community advisory to oversee prosecutors, establishing, 42
Community expectations, 272–274
Community policing, 282–283
Community prosecution, 253, 282–283
Competence, required for discretion, 206
Competition, federal-state, 260–261
Confirmation hearings, 84–85
Conflict between prosecutors and victims, 167–171
bias and, 170–171
categories of, 167–169
to remove White Hats, 226
examples of, 169–170
to unseat anti-reform incumbents, 80–82
remedies for crime victim rights violations and, 178–179
Consciousness, required for discretion, 207
Conviction Integrity Unit, 81
Cook, Steven H., 77n47
County attorneys, 80–81, 257
Creuzot, John, 37
Crime Victim Rights Act (CVRA), 172–173, 270
Criminal code, expanding, 261–265
“Criminalizing Race: Racial Disparities in Plea Bargaining” (Berdejo), 13–14
Criminal Justice Section (ABA), 51
Criminal Justice Standards Commission (ABA), 255
Criminal Justice Standards for the Prosecution Function (ABA), 21, 46, 236–237, 255
Cross-examination, 104, 221
Culture
changing prosecutor office personnel to change, 80–84
by enlisting retired attorneys, 82–83
to remove White Hats, 84–95
by replacing anti-reform prosecutors with pro-reform attorneys, 82
by unseating anti-reform incumbents, 80–82
juvenile offenders and, 235–237
Cuomo, Andrew, 68n15, 269
Darden, Christopher, 251
Data collection and transparency, 41
Data on use of discretion, collecting and publishing, 40

317
INDEX

Data transparency, 84, 87–88, 96

Dawkins v. State, 12n29

Death penalty, 185–213
   ABA Model Rules and, 205–206
   accountability in discretion, 187–191
   case-by-case discretion, 10
   competence required for discretion, 206
   consciousness required for discretion, 207
   ethics required for discretion, 205
   in Florida, 185–211
   goal required for discretion, 207–211
   insight required for discretion, 191–193
   neutrality required for discretion, 200–203
   racial disparities and, 199, 208, 212
   research, 186
   transparency required for discretion, 193–199

Death Penalty Review Panel, 187

Decarceration goals, 37–38

Decision-making
   case pressures and, 280
   implicit biases and, 236–237
   improving, 145–146
   of juvenile offenders, 226–227

life and death, 209–210
normalizing, 147
office hierarchies and, 258–259
oversight of, 140–141
victims’ rights in, 270

Defendants, viii, 6. See also
   Diversion programs;
   Plea bargaining;
   Sentencing
administrative cost charged to, 285
alternative disposition of cases, 272
biases in prosecuting, 170, 224, 236
Black Hat Mentality and, 71
Brady violations, 265–266, 279
change in release or supervision status of, 174
charging, 102, 105n16, 116, 120, 168–169
considering individual circumstances of, 46, 48, 50, 52, 55, 141–146
death penalty and, 185–213
due process, 28, 41, 221, 297
fair treatment of, vi, 148
juvenile, 215–249
racial disparities in outcomes, 35–36, 236
sanctions and, 291–292
self-incrimination, 125, 169, 182, 221
Star Chamber, 245
surveillance videos of, 99, 103, 105, 150–155
treatment of, fairness in, 145
unreasonable delays and, 175
victim’s safety and, 169, 175–177
Deferred prosecution agreements, 51, 55, 138, 278, 288–289, 291
Delay, 32, 103, 173, 175, 289
Delinquency. See Juvenile offenders
Demleitner, Nora, xv, 300
Department of Justice (DOJ), 68, 77, 78n48, 94, 252, 259, 273, 275, 288
Depositions, 99–101, 105n16, 115
Deputy Attorney General (DAG), 72–73, 94
Deterrence, myth of, 73
DeVelder, Carla, 4
Discovery
artificial intelligence and, 147
charging and, 109
inexperienced prosecutors and, 125
investigation and, 105
Notice of Discovery, 105n16
timeliness of, discovery rules and, 141
unchecked discretion and, 29
victim privacy and, 169
District attorneys
alternative courts and, 290
assistant, xiii, 81, 258, 266
associations of, 68
career goals, 283
charging policies, 263
civil commitment and, 293
collaboration with police, 269
elections of, 252–254
funding and resource limitations of, 284–288
newly elected, 37–38, 281
oversight authorities, 274–275
powers of, 132–133, 256–257, 296–297
roles of, 281–284
state prosecutors as, 257
Diversion programs, viii
benefits of, 137–138
case pressures and, 278
differing policies for, in different offices, 49–51
ethical issues in offering, 130
instead of incarceration, 40
pretrial intervention, 14, 17, 123
Index

Note: Page numbers with n indicate footnotes.

A
Abelove, Joel, 274
Absolute immunity, 30–31
Abuse of prosecutorial discretion, 17–21
Accountability, 25–43
constrain, check, and challenge excessive discretion, 40–3
in discretion, 187–191
mass incarceration and, 36–40
racial disparities in, 25–27
tainted outcomes, 35–36
unchecked discretion, 30–32
unfettered discretion, 27–29
unopposed discretion, 32–34
Adjudication, 8, 21, 218, 221, 289
Administrative cost charged to defendants, 285
Adolescents. See Juvenile offenders
Adversarial system of justice, 133–135
Adverse Childhood Experiences study, 53n4
Advocates
anti-reform prosecutors as legislative advocates, 63–96
Black Hat Mentality and, 71
prosecutors as, 28
victim advocacy groups, 180
for victim rights, 172–174, 201
Alcohol
open container ordinance, 11–12, 14
surveillance video and, 151–152
underage drinking, 11, 227
Alternative courts, 252–253, 288–291
Alvarez, Anita, 144
American Bar Association (ABA), 20, 46, 141, 192
ABA Model Rules of Professional Conduct, 21, 141, 146, 150, 150n38, 205–206, 224
Criminal Justice Section, 51
American Bar Association (ABA) (continued)
Criminal Justice Standards Commission, 255
Criminal Justice Standards for the Prosecution Function, 21, 46, 236–237, 255
Model Rules of Professional Conduct, 21, 205–206
National Inventory of the Collateral Consequences of Conviction, 17n43
American Civil Liberties Union (ACLU), 80–81
American Football Conference Championship, 2019, 151
American National Academy of Sciences National Review Council, 195
American prosecutors, 254–265
criminal code, expanding, 261–265
diversity among, 257–260
federal-state competition and collaboration, 260–261
from obscurity to power, 255–257
sentencing changes, 261–265
Anne Arundel County, 67
Anti-reform prosecutors, 63–96
changing prosecutor office personnel to change culture, 80–95
incumbents, unseating, 80–82
lobbying, 68–80
White Hat Mentality, 63–96
Arraignment, 102, 107–110, 209
Artificial intelligence, 146–149
Ashcroft, John, 56n5
Ashton, Jeff, 217
Assault, 53, 55, 72
against intimate partners, 55
on an officer, 80
Commonwealth v. Larsen, 150–155
mandatory minimums and, 72, 80
officer accused of, 151
sexual, 171, 176, 179, 228
Assault weapons, 48
Assistant district attorney and prosecutor, xiii, 81, 258, 266
Association of Prosecuting Attorneys, 83
Attorney general
civil commitment and, 293
Deputy Attorney General, 72–73, 94
oversight authorities, 273–275
power of, 256–257
as special prosecutor, 269
state, 256, 269, 274

Baker, Charlie, 80

Baldwin, James, vii

Batterer intervention programs
(BIPs), 54–55

Battery, 22, 53, 99, 110

bargaining and, 118–119

batterer intervention
programs, 54–55

Burglary with a Battery, 118–119

Commonwealth v. Larsen,
150–155

investigation and, 99

misdemeanor, 110, 112–13

sexual, 203

Berdejo, Carlos, 13–14

Best practices, educating
on, 40

Bias

implicit, decision-making,
236–237

perfect victim bias, 170–171

in prosecuting defendants,
170, 224, 236

victims from marginalized
groups and, 20, 170

Bibas, Stephanos, 120n38

Big fish promise, 72–73

Binding plea deals, 170

Black Hat Mentality, 71, 77

Blackstone, William, 164

Brady violations, 265–66, 279

Bullying, 122–124

Bureau of Justice Statistics, 259

Bush, George H. W., 75n37

Audit trails, 101

Authority, prosecutorial
areas of, 136–137

community expectations,
272–274

limits on, 272–276

oversight authorities, 274–276

Autonomy, prosecutorial,
223–224

to charge children as adults,
225–249

traditional, 223–224

Ayala, Aramis D., xv, 9–10,
20, 144, 188n3, 197, 199, 299

Ayala v. Scott, 10, 199

B

Bail

hearings, right to be heard
and, 175

for marijuana possession, 108

modifications, 175

prosecutorial discretion and,
137

protecting crime victims and,
174

recommendations, 40

reform, 36, 81

INDEX
INDEX

C
Carfentanyl crimes, 80
Carney, Brian, 152
Case-by-case discretion, 10, 85, 137, 199
Caseload pressures, 276–280
Cassell, Paul, 177–178
Centers for Disease Control and Prevention (CDC), 53n4, 229
Central Park Five, 251–252
Chambers, Carol, 29
Charging
decision to file charges, 11–13
defendants, 102, 105n16, 116, 120, 168–169
by inexperienced prosecutors, 107–116
juvenile offenders as adults, 225–249
at discretion of elected prosecutor, 235–236
prosecutorial autonomy in, 225–249
prosecutor’s level of discretion in charging and its limits, 238–249
states with unlimited discretion in, 225
options, criminal codes to shrink, 41
policies, 263
racial disparities in, 85
Child witnesses, 53–54
Civil commitment, 293–294
Civil sanctions, 291
Clark, Marcia, 251
Clemency
applications, 295–296
Clemency Project 2014, 94–95
executive, 64, 295–296
federal clemency reform, 94–95
prosecutorial misconduct and, 94
prosecutor’s role in, 293, 295–296
Clinton, Bill, 251
Clippinger, Luke, 67
Collaboration, 265–272
federal-state, 260–261
judges, 265–268
police, 268–270
in policy changes, 269
victims, 270–272
witnesses, 270–272
Collateral sanctions, 262, 291–293
Commentaries on the Law of England (Blackstone), 164
Commonwealth attorneys, xiii, 257. See also District attorneys
Commonwealth v. Larsen, 150–155
Community advisory to oversee prosecutors, establishing, 42
Community expectations, 272–274
Community policing, 282–283
Community prosecution, 253, 282–283
Competence, required for discretion, 206
Competition, federal-state, 260–261
Confirmation hearings, 84–85
Conflict between prosecutors and victims, 167–171
bias and, 170–171
categories of, 167–169
examples of, 169–170
remedies for crime victim rights violations and, 178–179
Consciousness, required for discretion, 207
Conviction Integrity Unit, 81
Cook, Steven H., 77n47
County attorneys, 80–81, 257
Creuzot, John, 37
Crime Victim Rights Act (CVRA), 172–173, 270
Criminal code, expanding, 261–265
“Criminalizing Race: Racial Disparities in Plea Bargaining” (Berdejo), 13–14
Criminal Justice Section (ABA), 51
Criminal Justice Standards Commission (ABA), 255
Criminal Justice Standards for the Prosecution Function (ABA), 21, 46, 236–237, 255
Cross-examination, 104, 221
Culture changing prosecutor office personnel to change, 80–84
by enlisting retired attorneys, 82–83
to remove White Hats, 84–95
by replacing anti-reform prosecutors with pro-reform attorneys, 82
by unseating anti-reform incumbents, 80–82
juvenile offenders and, 235–237
Cuomo, Andrew, 68n15, 269
D
Darden, Christopher, 251
Data collection and transparency, 41
Data on use of discretion, collecting and publishing, 40
Data transparency, 84, 87–88, 96

_Dawkins v. State_, 12n29

Death penalty, 185–213
ABA Model Rules and, 205–206
accountability in discretion, 187–191
case-by-case discretion, 10
competence required for discretion, 206
consciousness required for discretion, 207
ethics required for discretion, 205
in Florida, 185–211
goal required for discretion, 207–211
insight required for discretion, 191–193
neutralty required for discretion, 200–203
racial disparities and, 199, 208, 212
research, 186
transparency required for discretion, 193–199

Death Penalty Review Panel, 187

Decarceration goals, 37–38

Decision-making

case pressures and, 280
implicit biases and, 236–237
improving, 145–146
of juvenile offenders, 226–227

life and death, 209–210
normalizing, 147
office hierarchies and, 258–259
oversight of, 140–141
victims’ rights in, 270

_Defendants_, viii, 6. _See also_
Diversion programs;
Plea bargaining;
Sentencing
administrative cost charged to, 285
alternative disposition of cases, 272
biases in prosecuting, 170, 224, 236
Black Hat Mentality and, 71
_Brady_ violations, 265–266, 279
change in release or supervision status of, 174
charging, 102, 105n16, 116, 120, 168–169
considering individual circumstances of, 46, 48, 50, 52, 55, 141–146
death penalty and, 185–213
due process, 28, 41, 221, 297
fair treatment of, vi, 148
juvenile, 215–249
racial disparities in outcomes, 35–36, 236
Diversion programs (continued)
  racial disparities in offering, 26, 35
  unopposed elected prosecutors and, 33
Diversity among prosecutors, 257–260
Dolan, Karen, 20
Domestic violence, 53–56, 131, 144, 171, 215, 217, 271
Drejka, Michael, 19n51
Driving-under-the-influence offenses, 80
Drug courts, 51, 252–253, 288
Drug-Free School Zones Act, 89
Drug offenses, misdemeanor. See Marijuana possession
Drug sentencing
  diversion and drug treatment programs, 49–50
  for drug paraphernalia, 108
  for drug trafficking offenses, 71, 72, 80, 90–91
  for fentanyl and carfentanyl crimes, 73, 80
  first-time offenders, 14
  fixed prison terms, 142
  guidelines, 78–79
  mandatory minimums, 72, 73, 79, 80, 90, 143, 262–263, 295n90
  retroactive reform, 76–79
Drug Treatment Alternative to Prison program, 289–290
Due process, 28, 41, 221, 297
Dukakis, Michael, 75n37
Dumanis, Bonnie, 34, 43
Dunbar Village Project, 6
E
  Early release, 293
  Edelman, Julian, 151, 153
Elected prosecutor, viii, xii–xiv, 27
  campaign pledges, 36–40
  discretion to charge juvenile offenders, 235–236
  diversity among, 257–260
  ethics and, 204
  racial disparities in, 212–213
  transparency standards for, 41
  unopposed discretion and, 33
Elections of prosecutors
  accountability and, 42–43
  community expectations and, 272–274
  encouraging challengers to run in, 43
  high-profile races, 252, 273
  of local prosecutors, 258
  outcomes, 35–36
  promises to voters, 28, 36–40
  of state prosecutors, 257
  unopposed, 32–34, 258
  in U.S. compared to other countries, 258
  voter options in, 273
  voter turnout for, 33
  winning re-elections, 28, 34
Employment limitations, 292
Epstein, Jeffrey, 178
Epstein, Theo, 144
Equal protection, 28, 41, 208, 224
Equal rights, 53
Erin Brockovich, 154n40
Ethics
   ABA Model Rules of Professional Conduct, 21, 141, 146, 150, 150n38, 205–206, 224
deaht penalty and, 205
elected prosecutor and, 204
obligations, in prosecutorial discretion, 130–131, 138
restitution, training for prosecutors’ ethical duties regarding, 182
Ethos, juvenile offenders and, 235–237
Evidence, suppression of, 21, 104
Excessive discretion
   charging options, criminal codes to shrink, 41
   community advisory or review boards to oversee prosecutors, establishing, 42
   constrain, check, and challenge, 40–43
data collection and transparency, 41
   educating voters on power of prosecutors, 42–43
   immunity from lawsuits for misconduct, limiting, 42
   prosecutorial elections, encouraging challengers to run in, 43
   regulations and guardrails on discretion, enacting, 41–42
Eyewitness identification, 103–104, 279
F
   Fair and Just Prosecution, 81
   Fair Sentencing Act, 77–78
   Fair treatment, 53, 148
   False Claims Act, 291
   Families Against Mandatory Minimums (FAMM), 65, 77, 83, 93–95
   Fare evasion, 145
   Federal clemency reform, 94–95
   Fentanyl crimes, 73, 80
   Ferguson, Missouri, 286
   First Step Act, 75–78, 82–83
   Florida, death penalty in, 185–211
   Florida Constitution, 205
   Florida Department of Corrections, 192, 196
   Florida Prosecuting Attorneys Association, 190n7, 217
INDEX

Florida Rights Restoration Coalition, 218
Florida Supreme Court, 10, 186–197, 198, 211
Force
deadly, in stand-your-ground, 12n29, 18–19
excessive or unjustified, used by police, 101, 269
legal rules that outline use of, 41–42, 48
Miami-Dade’s “Use of Force” policy, 101n13
Fortier, Zayas, xiv, 299
Foxx, Kimberly, 32, 87, 144
Frivolous charges, 116
Funding limitations, 284–288

G
Gainesville open container ordinance, 12n26
Gender disparity, 23, 212, 237n125
Get-tough prosecutors, 69
Ghost of Willie Horton, 75–77
Giglio, 56–57
Gill, Molly, xiv–xv, 299
Girardi, Tom, 154n40
Goal, required for discretion, 207–211
Goldstock, Ron, xiv, 299
Gonzalez, Eric, 37
Guidelines sentencing, 292

H
Honorable Hugh Glickstein Award for Child Advocacy, 23n67
Horton, Willie, 75–77
House Judiciary Committee, 67
Housing limitations, 292
Hurst v. Florida, 188n6, 190n7, 192, 210

I
Ignition interlock, 177
Immunity, 18, 30–31, 42, 50, 137, 179, 256
Immunity doctrines, 42
Impact statements, 170
Incumbents
policy changes during incumbency, transparency and, 273
retiring, 43
Inexperienced prosecutors, 97–127
bargaining and, 116–124
charging and, 107–116
investigation and, 99–107
ramifications of, 124–127
Innocence Project, 65
Insight, required for discretion, 191–193
Institute for Policy Studies, 19
Investigation, prosecutorial discretion and, 99–107
Iowa County Attorneys Association, 90
INDEX

J
Jacobs, Britany, 19n51
Jacobs, Buddy, 217
Judges
  collaboration with, 265–268
  prosecutorial discretion of, 142–143
  Specter of the Lenient Judge, 74–75
Jumping the turnstile, 145
Jury instructions on sentencing, 90–92
Justice, definition of, 203
Juvenile Divisions of the State Attorney’s Office, 23
Juvenile justice, history of, 218–223
Juvenile offenders, 215–249
  adult offenders compared to, 226–228
  charging as adults, 225–249
  at discretion of elected prosecutor, 235–236
  prosecutorial autonomy in, 225–249
  prosecutor’s level of discretion in charging and its limits, 238–249
  states with unlimited discretion in, 225
  decision-making of, 226–227
direct file, 216–217,
  222–223, 225–226,
  232, 234–235
  equal justice for, 215–249
  history of juvenile justice, 218–223
  prosecutorial autonomy, 223–224, 225–249
  prosecutorial culture and ethos and, 235–237
  punishing as adults, 228–231
  racial disparities in treating, 231–235
  rehabilitation for, 219, 226, 230, 239

K
Kaiser Permanente, 53n4
Kansas City Chiefs, 151
Kelly, Steve, xv, 299
Kent, Morris, 220–222
Kent v. United States, 220–222
Kerivan, Glenn, 145n22
Key Biscayne Police Department, 106
King, Rodney, 152
King, Shaun, 81
Knapp Commission, 56–57
Kotey, Phyllis Williams, xiv, 299
Krasner, Larry, 37, 81, 82

L
Larsen, Adam, 150–155
Law and Order, 29
INDEX

Law Enforcement Leaders to Reduce Crime and Incarceration, 83
Laws, changing to remove White Hats, 84–95
Legislation for victims’ rights. See Victims’ rights
Leniency, 137–138
Lewis and Clark School of Law, 180
Li, Fan, xiv–xv, 299
Licensing restrictions, 292
Light, Caroline, 19
Limited discretion, to charge children, 238–249
Linda R.S. v. Richard D., 171n13
Line prosecutors, 42, 82, 85, 113–114, 117–119, 120n38, 258, 280
Lobbying, by prosecutors, 68–80
big fish promise, 72–73
Black Hat Mentality, 71
deterrence, myth of, 73
Ghost of Willie Horton, 75–77
Myth of the Perfect System, 69–70
Pony Trade, 79–80
Specter of the Lenient Judge, 74–75
“Too Much Work” Objection, 77–79
Lynch, Loretta E., 86n71

M
Malpractice, 154–155
Mandatory minimum sentences for assault, 72, 80
in drug sentencing, 72, 73, 79, 80, 90, 143, 262–263, 295n90
eliminating, to remove White Hats, 88–91
FAMM, 65, 77, 83, 93–95
jury instructions on, 91–92
for nonviolent offenders, 74, 91n94
Mandatory sanctions, 263, 292
Marijuana possession
bail for, 108
decriminalizing, 36, 253, 267–268, 269
enforcement of drug laws, 49–50
equal treatment in prosecutions for, 130
misdemeanor conviction of, 14, 110
office policy and, 204
racial disparities in prosecutions for, 39
“Marsy’s Law,” 174
Maryland House Judiciary Committee, 67
Mass incarceration, discretion to end, 36–40
best practices, educating on, 40

324
data on use of discretion, collecting and publishing, 40
decarceration goals, 37–38
policies to combat racial disparities, 38–39
remove tough-on-crime policies and practices from offices, 39–40
McKenzie, Marquis, 215–218
Miami-Dade State Attorney’s Office, 126
Miami State Attorney’s Office, 113
Minor charges, 110
Misconduct, 94
Misdemeanors
battery, 110, 112–113
marijuana possession, 14, 110
open container ordinance, 11–12, 14
Mitigation material, vii, 117, 121, 125
Model Penal Code, 47n1, 93
Model Rules of Professional Conduct (ABA), 21, 141, 146, 150, 150n38, 205–206, 224
Montgomery, Bill, 65
Morgenthau, Robert, 252, 258
Morris, Stan R., 22, 22n64
Motion to suppress, 122
Mueller, Robert, III, xii, 86n69, 252
Municipal ordinances, 11–12
Myth of Deterrence, 73
Myth of the Perfect System, 69–70
N
National Alliance of Victim Rights Attorneys (NAVRA), 180–181
National Association of Assistant United States Attorneys (NAAUSA), 68, 71, 75–77
National Crime Victim Law Institute (NCVLI), 180–181
National District Attorneys Association (NDAA), 68, 141, 255
National Football League, 151, 153
National Inventory of the Collateral Consequences of Conviction, 17n43
Nature of prosecutorial discretion, 46–49
Negotiation, 13–14
Net-widening, 290
Neutrality, 189, 200–208
New England Patriots, 151
Newman, JoNel, xv, 299
Nicholas, Henry, 174
Nicholas, Marsy, 174
No contact, 168, 176, 177
<table>
<thead>
<tr>
<th>Term</th>
<th>Page Numbers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nonviolent offenders</td>
<td>74, 91n94</td>
</tr>
<tr>
<td>mandatory minimum sentence</td>
<td></td>
</tr>
<tr>
<td>for</td>
<td></td>
</tr>
<tr>
<td>pretrial intervention</td>
<td>17n42</td>
</tr>
<tr>
<td>programs for</td>
<td></td>
</tr>
<tr>
<td>reduced sentence for</td>
<td>78n48</td>
</tr>
<tr>
<td>reform to, support of</td>
<td>83–84</td>
</tr>
<tr>
<td>second look sentencing</td>
<td>93</td>
</tr>
<tr>
<td>sentencing guideline ranges for</td>
<td>81</td>
</tr>
<tr>
<td>Northcott, Craig, 144</td>
<td></td>
</tr>
<tr>
<td>Notice of Discovery, 105n16</td>
<td></td>
</tr>
<tr>
<td>N.Y. Police Department (NYPD), 56–57</td>
<td></td>
</tr>
<tr>
<td>Obama, Barack, 72, 94–95,</td>
<td>145n23, 295n90</td>
</tr>
<tr>
<td>O'Connor, Sandra Day, 6</td>
<td></td>
</tr>
<tr>
<td>Office of the Pardon Attorney (OPA),</td>
<td>94–95</td>
</tr>
<tr>
<td>Office of the Victim Advocate, 67</td>
<td></td>
</tr>
<tr>
<td>Office of the White House Counsel, 94</td>
<td></td>
</tr>
<tr>
<td>Office policy, 8, 50, 109, 126, 204, 205, 211. See also Prosecutor’s office</td>
<td>11–12, 14</td>
</tr>
<tr>
<td>Open container ordinance,</td>
<td></td>
</tr>
<tr>
<td>11–12, 14</td>
<td></td>
</tr>
<tr>
<td>Opioids, 73, 80</td>
<td></td>
</tr>
<tr>
<td>Oppressed groups, victims’ rights for,</td>
<td>179</td>
</tr>
<tr>
<td>Osborne, Marie, 23n67</td>
<td></td>
</tr>
<tr>
<td>Oversight</td>
<td></td>
</tr>
<tr>
<td>authorities, 274–276</td>
<td></td>
</tr>
<tr>
<td>to change personnel and policy, 84–88</td>
<td></td>
</tr>
<tr>
<td>hearings, 84–88</td>
<td></td>
</tr>
<tr>
<td>policy changes to improve,</td>
<td>84–88</td>
</tr>
<tr>
<td>Perfect victim bias, 170–171</td>
<td></td>
</tr>
<tr>
<td>Personnel and policy, changing, 80–95</td>
<td></td>
</tr>
<tr>
<td>by better oversight, 84–88</td>
<td></td>
</tr>
<tr>
<td>to change culture, 80–84</td>
<td></td>
</tr>
<tr>
<td>by eliminating mandatory minimum sentences, 88–91</td>
<td></td>
</tr>
<tr>
<td>by enlisting retired attorneys, 82–83</td>
<td></td>
</tr>
<tr>
<td>by federal clemency reform, 94–95</td>
<td></td>
</tr>
<tr>
<td>by jury instructions on sentencing, 90–92</td>
<td></td>
</tr>
<tr>
<td>to remove White Hats, 84–95</td>
<td></td>
</tr>
<tr>
<td>by replacing anti-reform prosecutors with pro-reform attorneys, 82</td>
<td></td>
</tr>
<tr>
<td>by second look sentencing,</td>
<td>92–94</td>
</tr>
</tbody>
</table>
by unseating anti-reform incumbents, 80–82
Plato, xi
Plea bargaining
adversarial system of justice and, 134
binding deals, 170
criticism of prosecutorial discretion and,
139–140
inexperienced prosecutors and, 123–124
interests of victims and prosecutors and,
clash between, 167–168
racial disparities in, 13–14, 85
restitution and, 168, 170, 177
sweetheart deals, 168
trial penalty and, 64
Police, collaboration with, 268–270
Police misconduct, 122–123, 269
Police-prosecution forces, 269
Policy changes. See Personnel and policy, changing
Pony Trade, 79–80, 84
Post-sentence decisions, 296
Poverty, race and, 5, 19–24, 220, 222
Power, 139, 251–298
of American prosecutors, 254–265
criminal code, expanding, 261–265
diversity among, 257–260
federal-state competition and collaboration, 260–261
from obscurity to power, 255–257
sentencing changes, 261–265
of attorney general, 256–257
collaboration, 265–272
federal-state, 260–261
judges, 265–268
police, 268–270
victims, 270–272
witnesses, 270–272
of district attorneys, 132–133, 256–257, 296–297
educating voters on power of prosecutors, 42–43
prosecutorial authority, limits on, 272–276
community expectations, 272–274
oversight authorities, 274–276
prosecutorial influence, expansion of, 288–296
alternative courts, 288–291
civil penalties, 291
eyear release, 293
INDEX

Power (continued)
  pardons, 293–296
  post-sentence decisions, 296
  sanctions, 291–293
  in restitution, 166
  separation of powers, 131–133
  Presidential Task Force on Victims of Crime, 171–172
Pretrial intervention (PTI)
  for nonviolent offenders, 17
  power of prosecutor in offering, 123
  racial disparities in, 14
Privacy, of victims, 169, 182
Probable cause, 15, 57–58, 100, 102, 104, 105, 167, 223
Pro bono representation, 94–95, 180–181
Progressive prosecutor, 297
Pro-reform prosecutors, 64, 70, 71, 80–84, 86
Prosecutor associations, 65, 68, 77, 82, 83, 90
Prosecutorial authority, limits on, 272–276
  community expectations, 272–274
  oversight authorities, 274–276
Prosecutorial autonomy
  to charge children as adults, 225–249
  traditional, 223–224
Prosecutorial discretion
  abiding by the law and, 143–145
  abuse of, 17–21
  adversarial system of justice and, 133–135
  areas of, 136–137
  artificial intelligence and, 146–149
  better decision-making and, 145–146
  case-by-case flexibility provided by, 137
  criticism of, 139–141
  death penalty, 185–213
  decision to file charges, 11–13
  decision to negotiate, 13–14
  ethical obligations in, 130–131, 138
  exercising poor
    (Commonwealth v. Larsen), 150–155
  explained, 7–11, 135–137
  of inexperienced prosecutors, 97–127
  of judges, 142–143
  leniency in, 137–138
  nature of, in American system of government, 46–49
  oversight of, 140–141
  overview, 4–7
  personal experience with (Mary), 160–164
powers of prosecutor and, 139
required in operation of prosecutor’s office, 49–52
separation of powers and, 131–133
understanding, 3–24
use of, 15–17
victims and, 159–183
Prosecutorial influence,
expansion of, 288–296
alternative courts, 288–291
civil penalties, 291
early release, 293
pardons, 293–296
post-sentence decisions, 296
sanctions, 291–293
Prosecutorial misconduct, 22, 28, 31, 33
artificial intelligence and, 154–155
Brady violations, 265–266, 279
clemency and, 94
immunity from lawsuits for, limiting, 42
oversight authorities and, 274
Prosecutors. See also
Prosecutorial misconduct
conflict between victims and, 167–171
constraints, 276–288
caseload pressures, 276–280
funding and resource limitations, 284–288
staffing, 280–284
daily dilemma of, 45–60
education and training on victims’ rights, 181–182
exclusive powers of, 166
inexperienced (See Inexperienced prosecutors)
levels of, xiii
lobbying by, 68–80
policymaking and, influence of, 63–96 (See also White Hat Mentality)
right to confer with, 176–178
victims and, conflict between, 167–171
Prosecutor’s office. See also Personnel and policy,
changing
classing office personnel to change culture, 80–84
by enlisting retired attorneys, 82–83
to remove White Hats, 84–95
by replacing anti-reform prosecutors with pro-reform attorneys, 82
Prosecutor’s office (continued)
by unseating anti-reform incumbents, 80–82
decision-making, office hierarchies and, 258–259
discretion required in operation of, 49–60
one office’s approach to, 52–56
scenarios to consider, 56–60
Public prosecution system, victims and, 165–167
Public Safety and Rehabilitation Act, 239
Punitive sanctions, 230, 291–292

Q
Qualified immunity, 30, 31

R
Racial disparities
accountability and, 25–27
in charging, 85
dead penalty and, 199, 208, 212
mass incarceration and, 36–40
outcomes and, 35–36
in plea bargaining, 13–14, 85
poverty and, 5, 19–24, 220, 222
in treating juvenile offenders, 231–235
Recidivism, 76–77, 89, 208, 228–229, 288–290

Redle, Matt, xiv, 299
Reduced sentence for nonviolent offenders, 78n48
Reforms
anti-reform prosecutors, 63–96
changing prosecutor office personnel to change culture, 80–95
lobbying, 68–80
unseating incumbents, 80–82
White Hat Mentality, 63–96
bail, 36, 81
federal clemency reform, 94–95
to nonviolent offenders, 83–84
pro-reform prosecutors, 64, 70, 71, 80–84, 86
retroactive, 76–79, 93–94
Sentencing Reform and Corrections Act, 75–76, 84n66
victims’ rights and, 180
Regulations and guardrails on discretion, enacting, 41–42
Rehabilitation, 252, 297
alternative courts and, 288
Black Hat Mentality and, 71
clemency and, 94
community expectations and, 272

in juvenile justice system, 219, 226, 230, 239

leniency and, 51

pretrial intervention and, 14

Resource limitations, 284–288

Restitution

leniency and, 51

plea deals and, 168, 170, 177

power of prosecutor in, 166

pretrial intervention and, 14, 123

training for prosecutors’ ethical duties regarding, 182

victims right to, 173–175, 177, 271

Retired attorneys, enlisting, 82–83

Retroactive reform, 76–79, 93–94

Reversals, 21, 28, 167, 273

Reverse waiver laws, 225

Review boards to oversee prosecutors, establishing, 42

Rights legislation, for victims. See Victims’ rights

Ring v. Arizona, 192

Rogers, John, 151–152, 154

Rollins, Rachael, 37, 39, 144

Roper, Roberta, 166–167

Rosen, Jeff, 75

S

Safety of victims, in making release recommendations, 169

Sanctions

civil, 291

collateral, 262, 291–293

defendants and, 291–292

mandatory, 263, 292

punitive, 230, 291–292

Schneiderman, Eric, 274

Scott, Rick, 10

Second look sentencing, 92–94

Self-incrimination, 125, 169, 182, 221

Senate Judiciary Committee, 67, 73, 84n66, 90

Sentence reductions, 78–79

Sentencing. See also Drug sentencing; Mandatory minimum sentences changes in, 261–265

commissions, 72, 78, 87, 262–263

guideline ranges, for nonviolent offenders, 81

judicial discretion in, 262–264, 267, 272

jury instructions on, 90–92

of nonviolent offenders, 78n48

post-sentence decisions, 296

second look, 92–94
INDEX

Sentencing (continued)
  sentence reductions, 78–79
  truth-in-sentencing, 69, 142, 292
Sentencing Reform and Corrections Act, 75–76, 84n66
Separation of powers, 131–133
Sessions, Jeff, 45, 46, 48, 56, 204
Sex offenders
  civil commitment, 293–294
  management programs, 51
  registry, 253, 292
  treatment, 177
Sexual assault, 75, 171, 176, 179, 228
Simpson, O. J., 251
Slaughter-Johnson, Ebony, 19, 20
Smollett, Jussie, 144
Soros, George, 81
Specter of the Lenient Judge, 74–75
Staffing, 280–284
Stand-your-ground laws, 12n29, 17–19
Star Chamber, 245
Starr, Kenneth, xii, 178, 251–252
State attorney, xiii
  Ayala, Aramis D., xv, 9–10, 20, 144, 188n3, 197, 199, 299
  death penalty and, 185–213
  inexperienced, 119–120
  neutrality and, 202
  pretrial intervention
    programs and, 17n42
  state attorney general, 256, 269, 274
State Attorney’s Office, 23, 98, 102, 107, 113, 126, 127
Statement of Principles, 83
Statutory exclusion, 222–223
Stevens, Ted, 86n70
Sunset provision, 50
Suppression of evidence, 21, 104
Surveillance videos
  in Commonwealth v. Larsen, 150–155
  retrieval of, 99, 103, 105
Sweetheart plea deals, 168

T
Tampering with a witness, 123
Tolman, Brett, 82
“Too Much Work” Objection, 77–79
Tough-on-crime policies and practices, 26, 27, 29, 35, 39–40, 282, 295, 297
Transfer rates, 222, 236
Transparency
  data, 84, 87–88, 96
  death penalty and, 185–186, 189–190, 193–199
  policy changes during incumbency and, 273
  of prosecutor’s decisions, 120n38
required for discretion, 193–199
Trial penalty, 64, 88, 263
Trump, Donald, 76, 86n69, 95n105, 252
Truth-in-sentencing, 69, 142, 292
Turner, Brock, 75
Twitter, 81

U
U.S. Sentencing Commission, 72, 78, 262–263
University of Arizona, 180
University of Maryland, 180
Unlimited discretion
to charge children, 225, 232, 234, 238–249
victims disempowered by, 159–183
Urban Institute, 31–32
Use of prosecutorial discretion, 15–17

V
Vance, Cy, 145
Victim advocacy
groups, 180
rights legislation and, 172–174, 201
Victim impact statements, 170
Victim-initiated prosecutions, 164–165
Victims, 159–183
binding plea deals and, 170
collaboration with, 270–272
cost of capital punishment and, 76
conflict between prosecutors and, 167–171
impact of prosecutorial discretion of, mitigating, 179–182
from marginalized groups, 20, 170
Mary, 160–164
as parties to criminal case, 164–165
privacy of, 169, 182
public prosecution system and, 165–167
rights of (See Victims’ rights)
rights violations, remedies for, 178–179
safety of, in making release recommendations, 169
self-incrimination of, 169
victim impact statements, 170
Victims of Crime Act (VOCA), 172, 181
Victims’ rights, 171–178
Crime Victim Rights Act (CVRA), 172–173
education and training
prosecutors and lawyers on, 181–182
lawyers to enforce, need for, 180–181
legal reforms and, 180
Linda R.S. v. Richard D., 171n13
INDEX

Victims’ rights (continued)  
“Marsy’s Law,” 174  
for oppressed groups, 179  
Presidential Task Force on Victims of Crime, 171–172  
right to be free from unreasonable delay, 175  
right to be heard, 175  
right to be present, 175  
right to confer with the prosecutor, 176–178  
right to notice, 174  
right to privacy, 176  
right to protection, 175–176  
right to restitution, 173–175, 177, 271  
at state and federal levels, 173–178  
victim advocacy groups, 180  
victim advocates and, 172–174, 201

Myth of the Perfect System, 69–70  
Pony Trade, 79–80  
Specter of the Lenient Judge, 74–75  
“Too Much Work” Objection, 77–79

personnel and policy, changing, 80–95  
by better oversight, 84–88  
to change culture, 80–84  
by eliminating mandatory minimum sentences, 88–91  
by enlisting retired attorneys, 82–83  
by federal clemency reform, 94–95  
by jury instructions on sentencing, 90–92  
to remove White Hats, 84–95  
by replacing anti-reform prosecutors with pro-reform attorneys, 82  
by second look sentencing, 92–94  
by unseating anti-reform incumbents, 80–82

W  
Welfare benefits, 292  
Wetzel, John E., 89n80  
Whitaker, Matthew G., 86n72  
White Hat Mentality, 63–96  
lobbying by prosecutors, 68–80  
Black Hat Mentality, 71  
Ghost of Willie Horton, 75–77  
Myth of Deterrence, 73

Witnesses  
child, 53–54  
collaboration with, 270–272  
credibility of, 104  
cross-examining, 104, 221
deceased, 163
defense, 123, 175
depositions, 115, 125
to establish probable cause, 102
expert, reimbursement for, 284
eyewitnesses, 103–104
intimidating, 81
investigations and, 99, 100, 102–105
list of, 104–105, 109
neutrality and, 200, 202
non-cooperating, 268
police, 57
prosecution, 57
role of, in the work of prosecutors, 270–272
statements of, 103–104
surveillance video as, 150–155
tampering with, 123
truthfulness of, 126
Y
Yates, Sally, 72–73