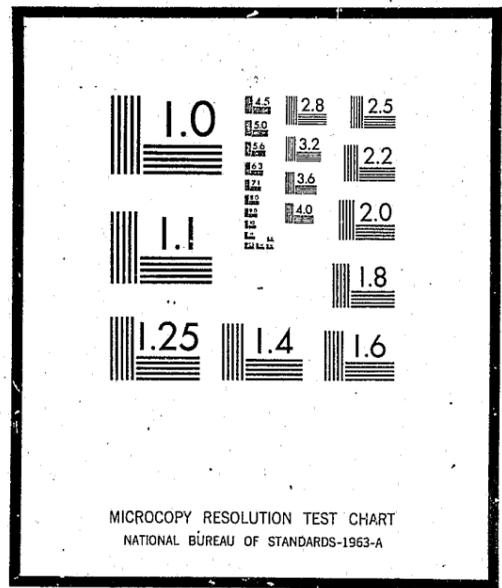


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DIVISION OF CRIMINAL JUSTICE

Second Annual Report
1973

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STATE OF COLORADO

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Governor

Hugh H. C. Weed, Jr.
Executive Director
Department of Local Affairs

DIVISION OF CRIMINAL JUSTICE

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Joseph C. Murdock
Deputy Director

Criminal Justice Specialists

Donald J. Anderson
Albert S. Bowman
Gerald B. Fabiano
Jon R. Ilk

James O. Hogan, *Finance Officer*
Donald T. Kuroda, *Assistant Accountant*
Velors Saxton, *Account Technician*

Gerritt J. Pon, *Principal Statistician*

John B. Martinez, *Auditor*

Elizabeth A. Howard, *Research Analyst
and Coordinator*

Robert J. Burke, *Assistant Grant Administrator*
Bruce Perlmutter, *Grant Administrator*

Secretarial Staff

Mary Ellen Kersten
Margaret McCollum
Nancy Morgan

Rosaiyn Pier
Elizabeth Sanchez
Sharon Wood

DIVISION OF CRIMINAL JUSTICE

SECOND ANNUAL REPORT 1973

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FULFILLING A NEED

The Omnibus Crime Control and Safe Streets Act of 1968 was created by the United States Congress to assist state and local governments in reducing the incidence of crime and to increase the effectiveness, fairness, and coordination of law enforcement and criminal justice systems at all levels of government.

Governor John A. Love signed the Executive Order providing implementation of the Act in Colorado on November 26, 1968. The Executive Order created the Governor's Council on Crime Control as an agency of the State, provided staff, and named the members to serve on the board of the Council in compliance with the law.

On July 1, 1971, the Colorado Legislature endorsed the declaration and purpose of the Omnibus Crime Control and Safe Streets Act, and pursuant to that endorsement passed Senate Bill No. 240. Facilitated by the availability of Federal funds, but not dependent thereon, the Division of Criminal Justice was created by law. The Governor's Council on Crime Control was terminated, and all of the books, records, reports, equipment, property, accounts, liabilities, funds, and employees were transferred to the Division of Criminal Justice under the Department of Local affairs.

The duties of the Division were set out as follows:

In cooperation with other agencies, to collect and disseminate information concerning crime and criminal justice for the purpose of assisting the general assembly and of enhancing the quality of criminal justice at all levels of government in this State;

To analyze Colorado's activities in the administration of criminal justice and the nature of the problems confronting us; to make recommendations and to develop comprehensive plans of action for the improvement of criminal justice and for crime and delinquency control and related matters for consideration and implementation by the appropriate agencies of State and local gov-

ernment. In developing such plans, the division shall draw upon the planning capabilities of other agencies, particularly the Judicial Department and the Department of Institutions;

To advise and assist law enforcement agencies in this State to improve their law enforcement systems and their relationship with other agencies and the Statewide system;

To act as the state planning agency under Public Law 90-351, the "Omnibus Crime Control and Safe Streets Act";

To do all things necessary to apply for, qualify for, accept, and distribute any State, federal, or other funds made available or allotted under said Public Law 90-351, and under any other law or program designed to improve the administration of criminal justice, court systems, law enforcement, prosecution, corrections, probation and parole, juvenile delinquency programs, and related fields.

The Criminal Justice Council was also recreated within the Division.

The Council performs the following functions:

To advise the Division and the director thereof in the performance of their duties;

To review and approve rules and regulations, procedures, and policies relating to applications for and distribution of funds made available to the state pursuant to title 1 of Public Law 90-351, the "Omnibus Crime Control and Safe Streets Act," or under any other law or program;

To review and approve the State plans required under Public Law 90-351, including plans for assistance to local agencies and for distribution of funds.

¹Colorado Revised Statutes 1963, as amended, 3-33-1 through 3-33-7 and 3-28-25 (2); Appears as Chapter 37, 1971 Supplement, pp. 122-125.

"Congress finds that the high incidence of crime in the United States threatens the peace, security, and general welfare of the Nation and its citizens. To prevent crime and to insure the greater safety of the people, law enforcement efforts must be better coordinated, intensified, and made more effective at all levels of government.

"Congress finds further that crime is essentially a local problem that must be dealt with by State and local governments if it is to be controlled effectively. . . ."

Public Law 90-351
90th Congress, H.R. 5039
June 19, 1968

A MESSAGE TO THE GOVERNOR

and

THE GENERAL ASSEMBLY

This is the second annual report and formal message from the Division of Criminal Justice to the Governor and the General Assembly. The first report was a narrative covering the problems, objectives and activities of the processes of criminal justice in Colorado over a three-year period, noting generally the activities of the Division and its predecessor, the Governor's Council on Crime Control, in that time span. This report will be more specifically related to the activities of the Division in the calendar year 1972 and will relate to high impact activities as well as the overall program.

The current thrust of the Law Enforcement Assistance Administration program at the national level is the **REDUCTION OF CRIME**. The Division has adopted this trend in its fiscal year 1974 budget with an objective to *reduce crime in the State by 3 percent by June 30, 1974*.

The current comprehensive plan addresses itself in part to this objective which by 1974 will constitute a major portion of this plan. This effort cannot be the sole responsibility of the Division, nor of the processes of criminal justice; it must also be borne by all state and local agencies that have a direct relationship to people and their environment. Future planning in all areas should take into account the potential crime profile that this planning strategy may identify.

PROBLEM

The serious crime rate in Colorado represents a disproportionate growth in crime related to the growth in population which must be reduced.



REDUCE CRIME and UPGRADE CRIMINAL JUSTICE SYSTEM

Our objective is not to criticize any individual or organization but to discover whether there are inherent defects in the administration of criminal justice programs and, if so, to act as the vanguard for change in order to remedy these defects so that justice is not denied.

STRATEGY and ACTION

POLICE—

Criminal activity is mobile while local police agencies are largely jurisdiction-bound. The local citizen is the victim of an expensive, ineffective system that must be changed.

DRUGS AND NARCOTICS—

That a major portion of crime in the United States, particularly street crime . . . is committed by those individuals seriously addicted to narcotics and dangerous drugs is beyond question.

ORGANIZED CRIME—

It is no longer possible to dismiss the serious nature of organized crime as merely created by politicians seeking votes, policemen hoping to scare the public into supporting them, or prejudicial and malicious defamers of a national group.

PROSECUTION—

Full-time prosecutors are now a reality; however, they require resources that are currently non-existent.

JUVENILE DELINQUENCY—

The law based on centuries of experience has long recognized that children should be treated differently from adults.

CORRECTIONS—

85% of the crimes in the United States are committed by recidivists.

COURTS—

Backlog, delay, and lack of finality must be remedied. Justice delayed is justice denied.

1971-1972 SUMMARY OF ACTION

I. POLICE

Problem: The present police and sheriff systems are inadequate in training standards, investigatory resources, manpower, compensation levels and facilities.

Program Objectives: To establish statewide minimum standards and increased levels of training and provide adequate resources to facilitate reduction of crime.

Program Record: In the area of *Training*, \$120,000 was allocated in FY 1972 to various agencies for basic and in-service training of peace officers.

For *Construction and Remodeling of Law Enforcement Facilities*, \$250,000 has been allocated with emphasis on consolidation.

For *Manpower Resource Development* of police personnel, the Division has awarded \$90,000.

To enhance *In-service Training and Consolidate Training*, grants have been awarded in the amount of \$80,000 to expand the public safety closed circuit television network.

To increase support of law enforcement through *Public Participation in Crime Prevention*, \$67,000 has been allocated.

For *Crime Investigation and Detection*, \$401,572 was granted during the period.

To strengthen and improve *Community Relations*, \$113,000 was awarded for increased community-police interaction and communication.

To approach the program objective, the Division has obligated

\$3,564,667 out of \$4,932,000 through December 31, 1972.

II. DRUGS AND NARCOTICS

Problem: That a major portion of crime, particularly street crime, is committed by those individuals seriously addicted to narcotics and dangerous drugs.

Program Objectives: To work for prevention through public education, meaningful enforcement of existing laws, and treatment and rehabilitation of the user.

Program Record: To implement strong *Enforcement*, a total of \$348,586 was invested in the three Metropolitan Enforcement Groups.

For *Treatment and Rehabilitation* of drug offenders, \$356,824 was awarded.

To approach the program objectives, \$705,410 was granted during the report period.

III. ORGANIZED CRIME

Problem: Lack of adequate resources and capabilities on the part of law enforcement and prosecution to mount a major coordinated and effective offensive to combat organized crime.

Program Objectives: To initiate intelligence and investigation activities in support of specialized prosecution units in order to reduce or eliminate organized crime in the State.

Program Record: \$97,105 was awarded out of block funds with over \$100,000 in discretionary funds to continue investigation and prosecution activities.

IV. PROSECUTION

Problem: Only nine of the twenty-two district attorneys serve on a full-time basis, and they are not compensated at salaries commensurate with their responsibilities.

Program Objective: To initiate a system of full-time prosecutors, increase prosecutor effectiveness through training, and establish statewide coordination of prosecutor activities.

Program Record: To approach the program objectives, \$89,994 was granted to various prosecutors' offices, including the Colorado District Attorneys Association, during the report period.

V. JUVENILE DELINQUENCY

Problem: A significant portion of the reported crime rate is committed by youth in the age span of 12 to 18 years.

Program Objectives: To divert as many youth as possible from the justice system and to increase treatment efforts for those who have entered the system.

Program Record: To intervene at the *Community Level* for delinquency prevention, diversion and treatment, \$412,861 was allocated during the reporting period.

To establish lower recidivism rates among juveniles in *Institutions*, \$290,000 was awarded to initiate the Closed Adolescent Treatment Center as a pilot project.

To train *Youth Workers* to better deal with juvenile problems, \$152,144 was granted to various state and local agencies.

To approach the program objectives, \$893,552 was allocated during the report period.

VI. ADULT CORRECTIONS

Problem: Eighty-five percent (85%) of the crimes in the United States are committed by recidivists. These offenders must be more successfully rehabilitated for reintegration into society.

Program Objectives: To reduce the rate of recidivism among offenders.

Program Record: For *Community-Based Adult Corrections Programs*, \$602,000 was allocated during the program period. For *Institutional-Based Adult Corrections Programs*, \$215,000 was allocated.

For *Construction and Remodeling of Correctional Facilities*, \$70,923 was allocated.

To approach the program objectives, the Division granted \$668,000 during the reporting period.

VII. COURTS

Problem: The slow and inefficient process of the judicial system reduces effectiveness of the justice system and delays justice.

Program Objectives: To increase the effectiveness and efficiency of the judicial administration of justice.

Program Record: For *Judicial Administration and Management*, \$152,000 was granted.

For *Education and Training for the Judiciary, Prosecutors and Defendants*, \$91,000 was allocated.

For *Law Reform*, \$31,105 was awarded during the reporting period.

To approach the program objectives, \$394,632 was allocated in the report period.



THE POLICE

MAJOR PROBLEM

In Colorado the police do not have adequate resources to defend against the increasing crime rate. This is not only an urban problem, but one which exists in rural areas as well.

The most recent published crime reports indicate that the serious crime rate in Colorado has increased approximately 5% over the previous year. The current rate per one hundred thousand persons is 3,812.7, with a rural estimated crime index of 5,355 as compared to the urban crime index of 73,655. These figures compare with a crime index in rural areas in 1970 of 4,638 and urban of 69,612 with a rate per one hundred thousand of 3,662.2.

The increases in crime have not inspired, with rare exception, any greater dedication to expanding police services for the provision of defense services in either urban or rural Colorado other than that which has been provided by the Division through the awards of Law Enforcement Assistance Administration monies.

Present factors that illustrate the need for governmental attention and priority to law enforcement services are:

INCREASING CRIME RATE

LACK OF MINIMUM STANDARDS

FRAGMENTATION

INADEQUATE RESOURCES

SPECIFIC ACHIEVEMENTS — TRAINING

The Division has encouraged police personnel throughout the State to attend the Colorado Law Enforcement Training Academy through grants for tuition and other expenses. In many cases, in order to permit an officer in a small department to attend the Academy, it also was necessary to provide

a salary for a relief officer. A total of \$151,156 was allocated for police training involving over 593 police officers and deputy sheriffs.

This allocation included one project which implemented intensive training seminars throughout the State during the months of May and June to familiarize law enforcement officers and criminal justice personnel with the changes in the Criminal Code. Sixteen two-day seminars were scheduled with over 2,000 police officers and other criminal justice personnel attending. Two handbooks were developed for each officer: a Manual on the Criminal Code and a Manual on Chapter 39, both of which are indispensable training handbooks.

A related project was the presentation of two awards to the Interim Committee on Criminal Justice of the state legislature and the Colorado Association of Chiefs of Police (in a joint effort with the Sheriffs and Peace Officers Association) to establish legislation for minimum standards for peace officers. The draft bill is currently awaiting legislative action.

A pilot project was initiated in the City and County of Denver for police recruits to improve police relations in cases of crisis encounters. It is hoped, and under an evaluation procedure this may be proven, that the project will decrease the number of conflict confrontations between the police and the community.

CONSTRUCTION AND REMODELING OF LAW ENFORCEMENT FACILITIES

Four grants were awarded in 1972 totaling \$174,780 for the purpose of architectural design and capital construction to the Colorado Bureau of Investigation, Division of Criminal Justice, City of Vail, and San Juan County.

The two grants to the two state agencies were for the remodeling of the Legion Building at 13th and Broadway. The agencies will occupy their new quarters in December, 1972. **This move will provide the CBI and the Division of Criminal Justice with more adequate facilities and specifically CBI with the capability of a professional crime lab.**

MANPOWER RESOURCE DEVELOPMENT

This program has attempted to address the problem of insufficient resources in the rural areas of the state to support necessary and justified police services. The grants were to Douglas County, Gunnison County, Conejos County, Town of Antonito, San Juan County, San Miguel County and Las Animas County.

These grants for rural agencies totaled \$72,325 and provided increased personnel in the form of additional deputies and investigators and contracted-for services.

The grant to Conejos County has an interesting history which should be noted as a problem not unique to other rural county sheriff operations. The town of Antonito in that county for some time has been experiencing recurring outbursts of violence by certain local youth. To cope with this problem, the town hired a new Chief of Police whose command basically was to bring law and order to the community. In striving to do so, he incarcerated many people in the town jail. The facility was a three-cell lockup in the back of the garage of the town hall, an area basically unfit for human habitation and not properly supervised. Accordingly, a local legal group brought a lawsuit against the town alleging that the police and municipal judge

"have subjected the named plaintiffs . . . to a pattern of conduct consisting of incarceration in an unsafe and unhealthy jail. . . ."

The Division staff resolved this particular legal issue by providing a grant to the county for additional personnel to maintain the county jail as a facility for the town. Approximately 10 years old and only four miles from Antonito, utilization of it enabled the town to terminate the use of its inadequate jail. This effort involved bringing the law enforcement people of the town and county together to mutually solve a serious problem.

The Antonito situation typifies the dilemma of many small towns and counties in the State where jail supervision is non-existent and jail facilities date back to the late 1800s. Many of these counties and towns have neither the economic means nor the manpower to supply such fundamental service.

In addition to these rural supplemental manpower grants, a grant was awarded to Lakewood for a School Liaison Agent program.

CLOSED CIRCUIT TELEVISION TRAINING NETWORK

The purpose of this program has been to develop a closed circuit television system in order to provide law enforcement agencies with regular professional in-service training. In the metropolitan area almost all of the jurisdictions can receive live programming from the Denver transmitter, and in the rural areas experiments are being conducted with cassette systems on a demonstration basis.

An excellent example of a rural application is a grant to the Baca County Sheriff for video equipment which will be used by all the agencies in Baca and Prowers counties on a regional basis with 50 men involved.

In order to implement this program in 1972, two grants were awarded to rural agencies, and one was obligated to the Denver Police Department to expand its studio capacity. The total for these three grants was \$30,000.

PUBLIC PARTICIPATION AND CRIME PREVENTION

Four awards were made totalling \$47,806 for the purpose of actively involving citizens in crime prevention and detection through public awareness.

One project in Adams County was created by a community task force composed of representatives from schools, churches, service clubs, professional groups and law enforcement agencies to form a public communications activity. This project includes a telephone "hot line," referral service, a community resource center providing "rap" sessions, and drop-in referral and counselling services. Heavy emphasis is on drug prevention.

A rural project emphasizing the relationship between police and youth in Ignacio, Colorado, has dramatically decreased the incidence of juvenile delinquency. In 1970, 68 juveniles were taken into custody by local authorities. In 1971, 52 juveniles were taken into custody; and so far in 1972, it has been necessary to apprehend only 18 juveniles.

COMMUNICATIONS UPGRADE

The general objective of this program is to provide police agencies throughout the state with communications systems of sufficient efficiency to permit response to police calls for service in a minimal period of time, and to consolidate communications systems that are currently duplicative and inefficient.

Out of the \$537,000 allocated to this program only \$287,652 has been awarded because the two consolidation projects in Adams and Boulder counties have not yet been funded. The major obstacle to consolidation of police communications systems is the

resistance from municipalities to working together in sharing the cost and responsibility. This is clearly demonstrated in Adams county wherein the city of Westminster has remained aloof to such a consolidation and Commerce City has evinced strong opposition.

On the other hand, in Boulder County municipalities and the county have shown significant cooperation in attempting to achieve this goal.

Fifteen grants were awarded to upgrade communications systems in 15 law enforcement jurisdictions. One of these grants, in the amount of \$150,000, was made to the Division of Communications to expand the state microwave system. **An important undertaking proposed under this project is a feasibility study of the Area Communications Center Concept in the San Luis Valley. This will provide the six county areas in the Valley with a 911 telephone assistance system and a centralized dispatch center for all the law enforcement jurisdictions in that area.** Another objective of the project is to put the computer terminals of the Colorado Crime Information Center on-line on the state microwave, thus absorbing the cost of the leased telephone lines now being used for data transmission.

Two grants have been made to continue expansion of the Colorado Enforcement Emergency Radio ("CLEER") network. This is a special radio frequency band which law enforcement jurisdictions, throughout the state, would be able to use in emergency situations, while transporting prisoners from one jurisdiction to another, and in other circumstances requiring common communication because multiple jurisdictions are involved (such as MEG units).

Many law enforcement agencies have been provided with portable field radios. These units plug into

the car system and can be removed to serve as hand portable units when the officer leaves the vehicle. The use of this type of two-way radio gives the officer greater mobility and provides constant communication with his dispatcher.

CRIME INVESTIGATION AND DETECTION

A total of \$401,572 was awarded to provide law enforcement agencies with the support necessary to continue the Metropolitan Enforcement Groups which are funded as pilot projects, and to create a demonstration crime specific project in the Denver metropolitan area called Special Crime Aerial Reconnaissance.

The present goal of the MEG units is to reduce narcotics and drug traffic to zero. In driving toward this goal, the units are committed to the identification of persons involved in narcotics traffic and the development of cases, through surveillance and undercover investigations, designed to prove in a court of law that the persons involved are guilty of the sale of narcotics. In so doing, the three MEGs involve almost all the law enforcement jurisdictions in Larimer, Weld, Boulder, Denver, Adams, Jefferson, Arapahoe, El Paso, Pueblo, Las Animas, Huerfano, Custer, Baca, Fremont, Crowley, Bent, Cheyenne, Lake, Kit Carson, Chaffee, Park, Elbert, Douglas, Lincoln and Teller counties and the San Luis Valley.

In 1971 the Denver MEG, utilizing 16 agents, made 385 arrests for drug offenses and related crimes. In the course of their work, they confiscated quantities of narcotics with a street value of \$966,366. The most recent information indicates that over 212 convictions and dispositions have been obtained for the 1971 cases. Through September of 1972, the Denver MEG had made

366 arrests for drug or related offenses with confiscation of drugs totaling \$563,142 in street value.

In the MEG unit for the southern half of the east side of the state, initial investigations resulted in the arrests of 101 persons. Most of these cases are currently pending prosecution. These arrests resulted in the seizure of 690 pounds of marijuana, valued at \$163,340.00; seizure of amphetamines, 300 units, street value of \$3,659.00; barbituates, 207 doses, valued at \$1,054.00; LSD, 1379 units, valued at \$1,789.00; and small amounts of opium and heroin.

The Special Crime Aerial Reconnaissance project proposes establishment of a cooperative aerial reconnaissance (helicopter) for the Denver, Aurora, Lakewood and Wheat Ridge Police Departments. To achieve the overall goal of reducing the incidence of burglary and armed robberies in selected target areas, the project will address four primary objectives:

1. Reduce the incidence of burglary by 25% and suppressible robbery by 15% in the target precincts.
2. Provide aerial observation and support for a Beacon Alarm Light System in portions of Aurora, Lakewood and Wheat Ridge.
3. Determine by which methods of delivery helicopter service produces the best cost-effective results.
4. Train eight aerial observers, including five from Denver and one each from Aurora, Lakewood and Wheat Ridge.

Last, there was a grant awarded to the Englewood Police Department to improve its police photographic laboratory.



STRENGTHENING AND IMPROVING COMMUNITY RELATIONS

The objective of this program is to bring about new concepts of community service focusing on effective understanding, interaction, and communications between police and the people in the urban centers in the state.

Two grants were awarded totaling \$113,000, one to the Denver police department for storefronts, and the other to the Office of the District Attorney, 17th Judicial District, for Project Mutual Respect. In addition, a discretionary grant from the Law Enforcement Administration was awarded through the Division to Colorado State University and the National Council of Christians and Jews for the Rocky Mountain Institute on Police Community Relations.

The Denver Police Storefront project involves the stationing of police personnel in neighborhood store-type facilities where they are easily accessible to area residents. Currently, there are five storefronts: (1) Park Hill; (2) Capitol Hill; (3) Avondale; (4) 618 Santa Fe; and (5) Northside.

The purpose of this project is to engender a better law enforcement attitude in the public and a better community relations attitude in the police officers. The basic concept of the storefront center is to provide access to an official city agency for whatever service the citizen needs. In the past year the statistics indicate there were 3,785 persons who visited the storefronts for help, advice, information, etc.; 2,279 telephone calls for same reasons; 6,241 contacts made in the field to obtain information and feedback; 509 meetings attended by storefront officers at churches, schools, action centers and special events which involved meeting 7,041 persons; and many other activities. Additionally, 105 police applications were

returned to the storefronts and processed with the result that 30 policemen were recruited out of 36 minority applicants tested.

Project Mutual Respect began in 1970 due to conditions of rising rates of juvenile delinquency, a shortage of recreational facilities in several communities, and a high rate of moonlighting by off-duty officers among the local police departments in Adams county. Very briefly, the project employs off-duty officers in agency-sponsored or independent recreational programs. The ultimate goal was to encourage police and youth to develop positive inter-relationships thus improving their images of each other, thereby reducing the probability of delinquent behavior.

Mutual Respect was evaluated by Social Systems Incorporated as a part of the grant application. The evaluation determined that while there was some merit in the project, it also had its shortcomings. It had not significantly influenced the "moonlighting" activities of the peace officers involved, but it had, through a recreational module of the project, reduced police-youth conflict in Brighton. No specific impact had been made by the Cadet module initiated in Commerce City, and the recreation module in Thornton had generated no specific output. The employment module, however, had effected a reduction in police-youth confrontation and a decrease in delinquency in Thornton. The Juvenile Detention module was judged to have had no significant impact; but the Motorcycle Club module had resulted in a decrease in the number of complaints about kids riding on the streets by 50%.

Some of the visible and specific achievements produced as a result of the Fifth Annual Rocky Mountain National Institute on Community Relations and the Administration of Justice include: adoption by a city council of a complaint procedure for citizens

regarding municipal government service; action to strengthen and increase the effectiveness of a city's Human Relations Council; establishment of an information center in a high school; and inauguration of a more equitable and less costly bail bond procedure. It is interesting to note that adult civilians showed slightly more satisfaction with the institute than did police and students, who had a more negative reaction.

Analysis of the institute was performed by the Industrial Psychological Association of Colorado, Incorporated. One excerpt from its report indicated that there was a slight attitude shift in a positive direction from the beginning to the end of the institute, but a sizable negative attitude shift to a point below the preinstitute level in the six months between the end of the institute and the time of the follow-up.

CRIMINAL JUSTICE SYSTEMS DESIGN AND EVOLUTION

The objective of this program was to develop efficient criminal justice information storage and retrieval, management, manpower, and material development systems.

The state council had allocated \$775,000 out of which \$663,000 has been awarded.

A \$516,468 grant was awarded to the Colorado Bureau of Investigation to support the Colorado Crime Information Center. This project, developed and supported by significant dedication of the Division of Criminal Justice, is now fully operational with new applications under current development. The implementation of this project has not been without difficulty due to bureaucratic constraints within state and federal government which imply a low priority commitment. Notwithstanding these problems the first phase is fully operational and CCIC is providing a valuable service to local government law enforcement agencies.

CCIC is a computerized information system providing its users with rapid access to information files containing wanted persons, motor vehicle registrations, drivers' license information, wanted vehicles, stolen firearms and stolen property. In addition, the computer handles message switching for the Colorado Law Enforcement Teletype System (LETS), the National LETS, and an interface with the National Crime Information Center.

The Division of Criminal Justice, through Mr. Jon Ilk, has been a participant in Project SEARCH since 1969. In addition to serving as a Project group member, he has served on the following committees created by the Project:

- Security & Privacy
- Organized Crime

During the year, in addition to completing old projects dealing with criminal history conversion, testing a prototype criminal justice offender-based transaction statistical system, and setting up a demonstration of an organized crime intelligence index, Project SEARCH has taken on three new projects this year:

1. The development of requirements and procedures for a nationwide standardized crime reporting system;
2. A thorough study of identification bureaus, leading to the development of prototypes for upgrading the performance of this vital support service to all criminal justice agencies;
3. An advisory assignment from the National Institute of Law Enforcement and Criminal Justice related to its equipment development program, where SEARCH will provide the user perspective in the program.

The Project is moving forward, expanding its efforts in the areas of courts and corrections. Recently the SEARCH staff was retained as a consulting body to provide the Division of Criminal Justice with technical assistance in creating a Crime Data Center.



DRUGS AND NARCOTICS

PROBLEM

That a major portion of crime in Colorado, particularly street crime, automobile theft, robbery, larceny and burglary, is committed by those individuals seriously addicted to narcotic and dangerous drugs.

Recognizing the insidious threat that drug abuse represents throughout Colorado, the Division of Criminal Justice has given priority to the development of programs to treat drug-dependent persons and narcotics addicts. In so doing, the Division has established MEG units for the investigation and prosecution of narcotics and drug dealers, confiscating well over one million dollars in street value of drugs and narcotics in one year. This may represent only the tip of the iceberg insofar as drug trafficking is concerned.

OBJECTIVE

In addition to enforcement efforts, the Division provided funds and technical assistance toward a two-fold objective:

1. Prevention through public education;
2. Treatment and rehabilitation.

Under the prevention objective an award was given to Adams County School District 12, which includes Thornton, Northglenn and Eastlake. The purpose of the project was to implement a comprehensive K-12 school program; carry another drug educational program to the parents; and to function as a clearing-house for information of educational and referral problems both within the schools and community. The success of the project has not yet been determined; but an interim evaluation indicated that the telephone

service using pre-recorded tapes on various subjects may be the best approach with adults. It also showed that great flexibility is necessary at the elementary level; qualified health instructors are necessary at the secondary level; and that it is important to emphasize the behavioral and self-awareness approach to drug prevention.

A continuing project of interest in drug education and awareness is the Drug Abuse Control Community Organization in Loveland, Colorado. This project is an umbrella-type organization providing a contact and referral center (counseling and supportive therapy, emergency assistance and crisis intervention); speakers bureau; parent/adult drug education programs; adult listeners program; material and resource library; hot-line telephone; and community communications seminar. In the contact and referral function, the project has reached 2,305 clients in the reported period. The project is now under contract with the Human Factors Research Laboratory at Colorado State University for evaluation.

The major effort in treatment is reflected in four methadone treatment projects and two soft drug projects.

Dr. Gerald Starkey and Dr. Donald Egan have piloted a treatment program for hard-core heroin addicts utilizing blackade by the drug methadone, close supervision by weekly or bi-weekly urine checks and group therapy.

This project was started in 1970 in Denver to cover a patient load of 100 addicts in that city only. Now it has expanded to target a group of addicts in excess of 200 with several clinics in key catchment

areas in the city. The project physicians also have a contract with the Division of Alcohol and Drug Abuse, Department of Health, to expand the project under the Office of Economic Opportunity, and they serve as liaison with the Veterans Administration in their drug program.

Their project, like the other methadone projects in Colorado Springs and Boulder, is conceived to control the opiate abuse among Denver's criminal addicts and thereby deter crime among the group. If narcotic substitutes can successfully block the craving of the opiate addict, and such a drug is supplied to the addict, he will no longer need large sums of money (from \$40 to \$80 daily) to buy illicit heroin, thereby perpetuating his addiction. It is estimated that from three to five times the actual cost amount of stolen goods must trade hands daily through a fence to procure these funds. Control of the persons at the source of this behavior can contribute immensely to crime prevention and control. **The project has demonstrated a twentyfold decrease of re-arrests among the present 130 addicts over the past 18 months of operation.**

This project is now being evaluated by the Medical School of Johns Hopkins University, Baltimore, Maryland.

The Colorado Springs project has treated 73 patients since January of 1972, with 63 still active in it. There has been one death; five are now drug-free after being hospitalized for detoxification; and four have left the project for unknown causes. In the interface with the jail, of the 38 prisoners treated since January 1, 1972, 17 have been withdrawn and released, and 21 continue to be withdrawn or are medically supervised and treated after being withdrawn from methadone. These statistics cover a three-month

period from January 1 through March 30, 1972.

As a result of evidence indicating heavy opiate addiction in Boulder (250 users) and a jump in heroin-related arrests of 80% between 1970 and 1971, a methadone treatment clinic was established in that city. This clinic is currently running a patient load of 60, with the average length of time in the program 8.8 months. Thirty of the patients have been working and three are students. While 80% are in counseling, 10% are chronically absent from counseling. An outside evaluation of the project was begun in August of 1972 and is due for completion December 15, 1972.

The fourth methadone project is funded under a discretionary grant from the Law Enforcement Assistance Administration and the Denver Model Cities program to treat heroin addiction primarily among the black population in northeast Denver. This project is just starting up, so no evaluation is available yet.

The other two drug project, Our House in Boulder and Third Way House in Denver, are treatment facilities for youth on "soft drugs."

The Our House project has been in operation since September, 1970. It was designed initially by the Youth Service Bureau of Boulder to provide a place where young people could go to participate in meaningful activities. As of January 1, 1972, the operation of Our House was assumed by the Mental Health Center of Boulder County with approximately 80 young people ranging in age from 13 to 20, with a median age of 16.

The fundamental goal of the overall project is that of providing services to benefit young people (prevention of juvenile delinquency). This involves helping them develop communications skills, sensitivity to the

needs and feelings of themselves and others, and the ability to choose among the alternatives they face in their lives. Formalized individual counseling, family counseling and foster placement are offered. In any case, whether it be the family, school, friendship, self-concept, sex or drugs that is of primary concern, the process of effecting change through increasing the individual's overall problem-solving abilities is the fundamental objective of Our House.

From the foregoing it would appear that Our House was not a "drug specific" project. Actually, it has turned out that over 98% of those involved are there because of a drug problem. Generally, 84% of the youth involved in the project have received some observable benefit.

Third Way House focuses primarily on the use of non-addictive soft drugs and provides a live-in facility (half-way house) for two to six months for youngsters aged 16 to 21, both male and female, with three specific goals:

1. To stop the drug use and abuse;
2. To help that person re-evaluate his life; and
3. To return him to society.

This project is only six months old and thus has not been evaluated for lack of sufficient data.

Two grants were awarded to support alcoholism treatment programs in Mesa County and Boulder County.

The Division has awarded a total of \$428,316 to support drug and alcohol projects.

THE CONTRIBUTION OF DRUG ABUSERS TO THE GENERAL PROBLEM OF CRIME IS BOTH GENERALLY RECOGNIZED AND WELL DOCUMENTED. THERE ARE THOSE WHO ATTEMPT TO DISTINGUISH BETWEEN USE OF THE NON-ADDICTIVE, OR SOFT DRUGS, AND THE USE OF NARCOTICS. THE DISTINCTION IS MORE APPARENT THAN REAL, FOR THE USE OF ANY ILLEGAL DRUG, OR THE ABUSE OF LEGAL DRUGS, IS AN ENTRANCE INTO THE WHOLE SUPERMARKET OF DRUG TRAFFIC. IT IS THE ENTRANCE INTO A WORLD OF ILLEGAL ACTIVITY.



ORGANIZED CRIME

PROBLEM

Organized crime and public corruption exist in Colorado. Organized crime exists in Weld, Boulder, Adams, Jefferson, Denver, Arapahoe, El Paso, Pueblo, Los Animas and Huerfano counties. Most of the race tracks in the state have organized crime affiliation.

IN THE PAST YEAR BOTH STATE AND LOCAL LAW ENFORCEMENT BODIES HAVE MOUNTED A COMPREHENSIVE INVESTIGATION OF ORGANIZED CRIME THROUGH GRANTS TO THE STATE ATTORNEY GENERAL, COLORADO BUREAU OF INVESTIGATION, DENVER DISTRICT ATTORNEY AND DENVER POLICE DEPARTMENT.

OBJECTIVE

The objective of these organized crime units was to acquire, investigate and secure intelligence information so that individuals involved in organized crime may be prosecuted and convicted successfully. The sum of \$196,105 was awarded out of block grant funds to support the attainment of this goal.

SPECIFIC ACHIEVEMENTS

The objective of the Denver projects was the removal of the organized crime structure from Denver through a program of intelligence gathering, investigation, and prosecution, using a combination of prosecutors and law enforcement officers.

The Attorney General's Office and the Colorado Bureau of Investigation have a specific organized crime effort patterned after the federal strike forces.

Their units have participated in investigations in cooperation with other law enforcement agencies which have led to the following arrests:

Adams County Sheriff's Office	35 arrests
Jefferson County Sheriff's Office	18 arrests
Federal Bureau of Investigation	8 arrests
Arvada Police Department	6 arrests
Aurora Police Department	4 arrests
U.S. Secret Service	3 arrests
Pueblo Police Department	2 arrests
Boulder County Sheriff's Office	2 arrests
U.S. Alcohol, Tax & Firearms	3 arrests
Colorado Springs Police Department	1 arrest
Westminster Police Department	1 arrest
Arapahoe County Sheriff's Department	1 arrest
Lakewood Department of Public Safety	1 arrest

In the 3½ years since its inception, the Denver unit has participated in case investigations which have resulted in 384 arrests, all but a few of which have been directly related to organized crime.

As a result of intensive investigation and prosecution, bookmaking has been severely curtailed and relegated the status of a minor source of income. When it was the chief source of income for organized crime in the Denver area, bookmakers handled hundreds of thousands of dollars in wagers weekly. The football parlay card operation, controlled by organized crime and active in the Denver area for many years, has now been completely destroyed. That operation had handled an estimated \$30,000 to \$40,000 weekly during each football season. Floating dice and card games

which involved organized crime figures are now nearly non-existent in the Denver metropolitan area. The suppression of organized crime gambling activities has greatly curtailed their loansharking operations as well, since gamblers have always been the primary victims of usurious loans.

The attack against the gambling activities of organized crime has resulted in an additional benefit. Eighteen of the original 20 persons identified as active in metropolitan organized crime have been arrested and convicted as a result of a cooperative metro area law enforcement program. Of these 20 persons, ten are presently serving penitentiary terms. Five who have been convicted and sentenced to penitentiaries are out on appeal bonds, and three others have been arrested and fined in misdemeanor cases. Only two of the original 20 persons have not been convicted of some crime, and only one of these two has not been arrested.

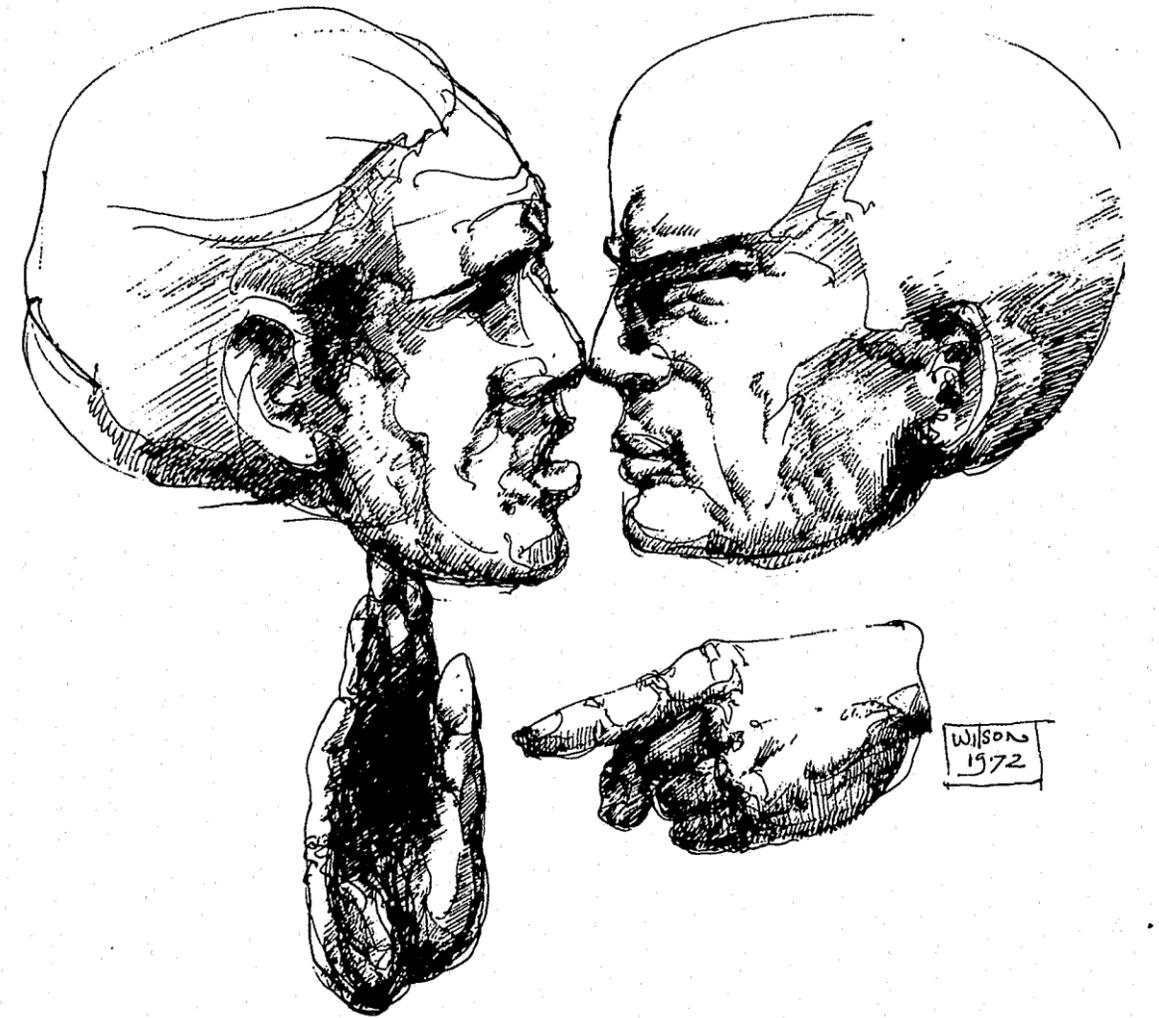
In an effort to destroy organized crime through an attack on sports bookmaking and gambling, the unit was involved in 110 individual investigations, most of which involved the execution of search warrants relating to gambling violations. As a result of these 110 raids, approximately 220 arrests were culminated. Seized as

a result of these gambling investigations was a total of approximately \$48,700.

In addition to gambling, the unit broke up a large-scale counterfeit check-cashing operation in the Denver area; investigated and arrested a major conspiracy involving organized aggravated robberies, burglaries and hijackings as well as fencing activities. This latter investigation resulted in the recovery of \$20,000 worth of stolen goods from one Denver burglary.

Reliable information indicates that organized crime in Colorado is involved in the following activities:

**BOOKMAKING
GAMBLING (casino-type)
PARLAY CARD
BURGLARIES
ROBBERIES
FENCING
LOANSHARKING
CONFIDENCE GAMES
STOLEN, FORGED AND COUNTERFEIT
CHECKS AND SECURITIES
ARSON
LEGITIMATE BUSINESS
PUBLIC CORRUPTION**



PROSECUTION

PROBLEM

Part-time prosecutors could not adequately carry out this important function in the process of criminal justice nor was the statewide prosecution organization effective in setting standards and training needs for prosecutors.

SPECIFIC ACHIEVEMENTS

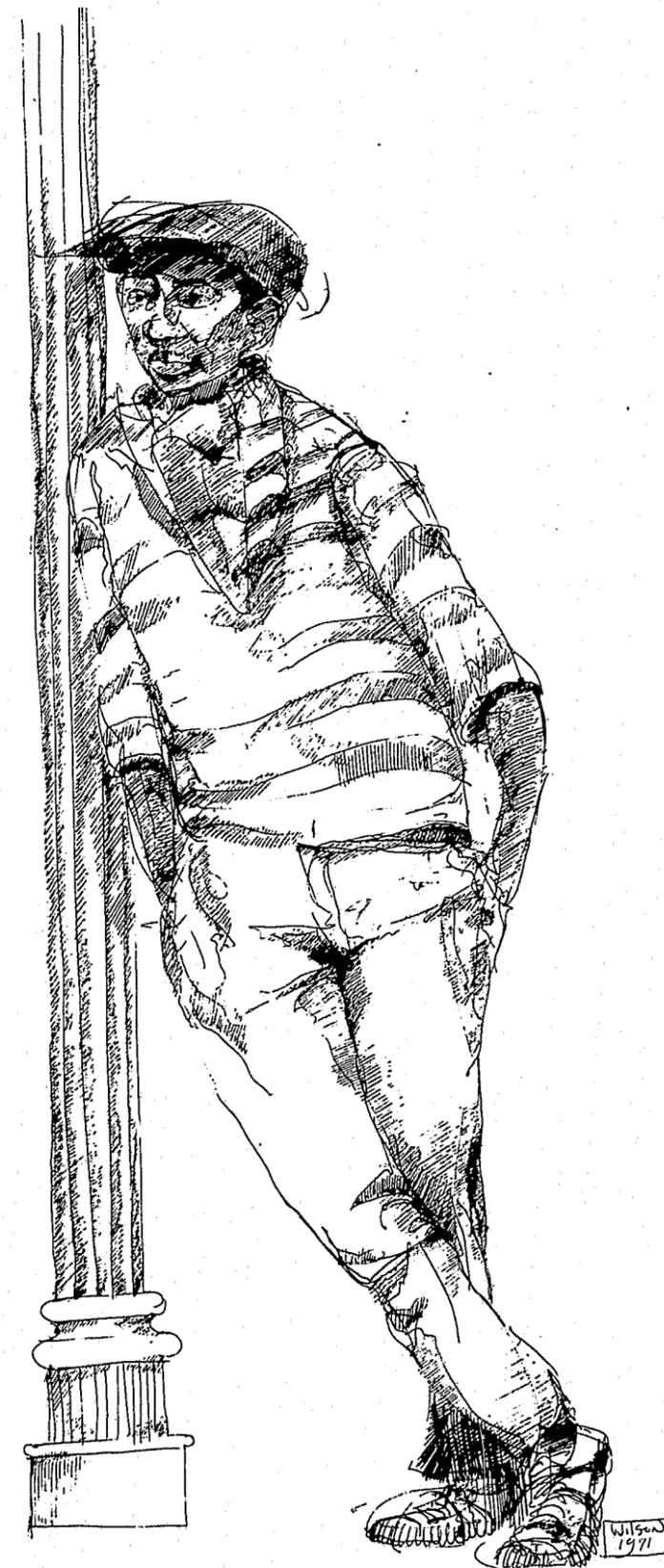
The Colorado District Attorneys Association was funded monies to employ a full-time Executive Director and additional staff. He proceeded to establish both statewide training programs and trial advocacy seminars and to provide prosecution assistance to small rural districts that required help on major crimes and cases. In addition, the

Executive Director coordinated out-of-state training and handled many appeals to the Colorado Supreme Court.

The Association assisted the Interim Committee on Criminal Justice of the state legislature in drafting legislation providing for full-time prosecutors in all 22 judicial districts with salaries commensurate with their responsibility, 80% of which is paid out of state funds. Additional legislation was passed concerning loansharking, wiretapping and special procedures for organized crime figures.

Finally, funds were used to provide a career path for young law students into prosecution by making intern positions available in many prosecutors' offices.

The Division awarded \$79,367 to this program during the reporting period.



JUVENILE DELINQUENCY

PROBLEM

Discussion of juvenile delinquents must be in the same context as problems common to all children and youth. It seems appropriate, therefore, to set forth at the outset some ideas and beliefs that can serve as a foundation for the priorities and action strategy that will be presented later.

There are differences between children and adults, including legal rights and restrictions, physical and emotional differences, rehabilitative differences, and dependency differences. Not only are there limitations on the rights of children—contracts, marriage, driving, use of intoxicants, employment—but also obligations not required of adults, such as school attendance and obedience to parents. The law based on centuries of experience has long recognized that children should be treated differently from adults. **The juvenile courts now existing in every state and in most foreign countries give evidence to the belief that methods of correction and rehabilitation used with adults are inappropriate and inadequate for children and youth.**

The legal differences mentioned above are based in part on psychological principles that state that a youth's period of physical maturation is accompanied by emotional and behavioral manifestations. Children tend to react to situations intensely and unpredictably. Their ability to foresee the consequences of

action is limited. They easily become antagonized by adult authorities, whether parental, school, or official. The peer groups often supplant the family as the child's primary reference group, and such peers also react intensely, unpredictably, and without foresight. These characteristics are common to all children. Some rebel and distress their parents and teachers, while others become involved in unlawful acts. A portion of this latter group is apprehended and comes to the official attention of the authorities.

Children are more resilient and amenable to change than adults. Thus, there is a greater hope of salvage and rehabilitation for the very young, with such hopes decreasing as age increases. This fact alone dictates that society focus crime prevention efforts on youth.

Juvenile correctional systems are open to experimentation on a short-run basis, and various individual programs are often viewed as panaceas to the overriding correctional problems. Widely publicized, but at the same time underfinanced, the extent of their potential effectiveness is greatly reduced. The necessity of maintaining a favorable public image almost precludes realistic efforts at self-evaluation. These factors, combined with the sensational aspects inherent to crime and delinquency, have contributed to growing public disenchantment with established and proven programs and skepticism toward innovative programs.

Widespread recognition and concern are found regarding the problems of crime and delinquency, but there is little consensus over causal factors that constitute those problems and the type of social provision to deal with them. An overview of juvenile corrections presents a confusing montage of programs, organizational structures, overlapping efforts, fragmentation, jurisdictional disputes, philosophic and theoretical assumptions, and in some instances conflicting vested interests. Society, in general, is concerned that the goals of juvenile correctional organizations fail to articulate in terms of the protection of society. Destruction on college campuses and in high schools and the ratio of serious crimes committed by children are genuine concerns.

It should be understood that little is known about the origins of juvenile delinquency although there are a number of sophisticated theoretical points of view about the problem. It is also known that approximately 50% of the crime committed in Colorado is committed by youth ranging from 12 to 18 years old.

The urgency of the problem suggests the need for immediate action.

OBJECTIVE

The objective is to divert as many juveniles as possible from entering the juvenile justice system. For those youth who do enter the system, however, the goal is to provide appropriate treatment. An analysis of the present capabilities of the system indicates that attainment of this objective will require alternatives to institutionalization of trouble-prone youth.

SPECIFIC ACHIEVEMENTS— COMMUNITY BASED PROGRAM

The Division allocated \$400,000 to achieve the objective of community-based delinquency programs including youth service bureaus, residential treatment facilities and counseling services.

Eldorado Heights, Inc., is one of the few facilities for hard-to-treat adolescent females in Colorado and the only open residential treatment and rehabilitation center for this group of offenders. It is also a training ground for professional and paraprofessional youth workers.

The girls at Eldorado Heights are in the age group of 15 to 18 and their behavior is symptomatic of emotional problems. The project accepts only one girl per month in order to assimilate her into the group and start her rehabilitation process without disrupting the group. Due to this admission policy the facility has been operating at 55% of its 22 bed capacity.

Although the project has not existed long enough for an in-depth evaluation, the staff has seen the delinquency rate of its girls decrease. It is also expected that the adult crime rate of the girls will be less than would be expected without the project.

Another project for Residential Placement Services for youth was designed to provide community-based treatment services to youth who come before the court. The court makes the diagnosis and placement in the group home with a minimum of administrative procedure and then informs the Division of Youth Services of the placement. This procedure has many advantages: the probation personnel can deal with the youth with flexibility; the youth can receive an immediate placement; the Division of Youth Services has centralized the administrative function; and it

has reduced the number of inappropriate commitments, which reduces the case load of youth committed to the Division of Youth Services.

In addition, one day's placement of a child in a group home costs approximately one-half of the cost of one day's commitment to the Division of Youth Services. In the initial project 119 youth were placed directly from the five Denver metro area courts.

Another interesting project was developed in Montrose County called the Midwestern Colorado Youth Center. This project is aimed at filling a gap in the provision of youth services in the catchment area in Planning Region 10. In the past, the County of Montrose spent \$5,037 each month to support eleven youth confined to group homes on the eastern slope. After it was determined that many of these youth could have been more adequately treated in Region 10, a combination youth service bureau and group home was created.

The treatment includes individual therapy, family therapy, group therapy for either the youth or the parents, relationship therapy and special education attention where necessary. Not only does the project provide for residential treatment in the group home, but it also provides for out-patient type services designed to treat delinquent behavior before it reaches proportions serious enough to warrant the attention of authorities.

The Trinidad Youth Service Bureau, one of five youth service bureaus funded, has reported interesting statistics related to its function and goal to decrease the number of youth offenders ages 10 to 18 in the community. According to the 1970 U.S. Census, the 10-to-18 year old age group comprises 19.5% of the total population of Trinidad. Prior to the inception of

the Youth Service Bureau in 1971, there were 148 juveniles arrested. This year, as of November 8, 1972, there were only 86 juveniles arrested. This reduction can be related, in part, to the employment, counseling and recreation programs sponsored by the Youth Service Bureau which has targeted on the youth of the community.

Last, a research project was funded for a comparative study of volunteer and professional juvenile officers in Adams County. The study indicated that there were no significant differences between the two groups other than that the volunteer-counseled group made *slightly* better gains or improvements between two established time intervals. However, these differences were not of sufficient magnitude to eliminate the possibility of their having been produced by chance alone. **Thus, it may be surmised that volunteer probation officers are as effective as professional probation officers and their use in the system is most beneficial and should be continued.**

INSTITUTIONAL BASED JUVENILE

The objective of this program was to provide youth who out of necessity must be institutionalized with effective alternatives so they may be returned to society as responsible individuals.

Out of the \$389,740 allocated to this program, \$290,000 was awarded to the new Closed Adolescent Treatment Center. The goals of this project are contained in the following narrative from the grant application itself:

"Among those who have not responded positively to any attempts to change their behavior is a significant group of youths with combined traits which make them most difficult to deal with. Few states have facilities to deal with them at all, and fewer still have facilities to deal with them effectively. Colorado, un-

fortunately, may be classed among those states without any appropriate placement for such adolescents.

"As previously mentioned, certain traits that these adolescents manifest make it highly unlikely that adequate treatment and rehabilitation can be found in present facilities. These adolescents show, in almost all cases, a chronic "flight pattern" which is seen in a long history of runaways, truancy, and poor relationships with adults and authority, *coupled with* assaultive, destructive, and self-destructive behaviors. This combination of traits may result in court commitments for theft, burglary, assault and battery, arson, beyond parental control, drug charges, etc., and in a variety of psychiatric diagnoses such as psychoses, psychopathy, sociopathy, drug abuse, etc. Because these adolescents cannot be handled in the community they invariably are committed to the Department of Institutions where one of two things typically happens: 1) they run away, or 2) they either disrupt or do not respond to the program available. After a period of time within the state institutional system, these adolescents typically have long records of being transferred from one program to another because no program is able to meet their needs. In most cases, an appropriate placement does not exist. **For all intents and purposes, the system has failed in its attempt to work with the adolescent toward making him a more socially acceptable and productive citizen. The drain that these adolescents make on society is enormous: they destroy a great deal of property; police are continually involved in apprehending and/or searching for them; courts spend a good deal of judicial and diagnostic time attempting to find appropriate dispositions; institutions and supervisors must concentrate their efforts on these adolescents at**

the expense of others; and the risk is great that a high percentage of these youth will always be maintained at public expense of one kind or another.

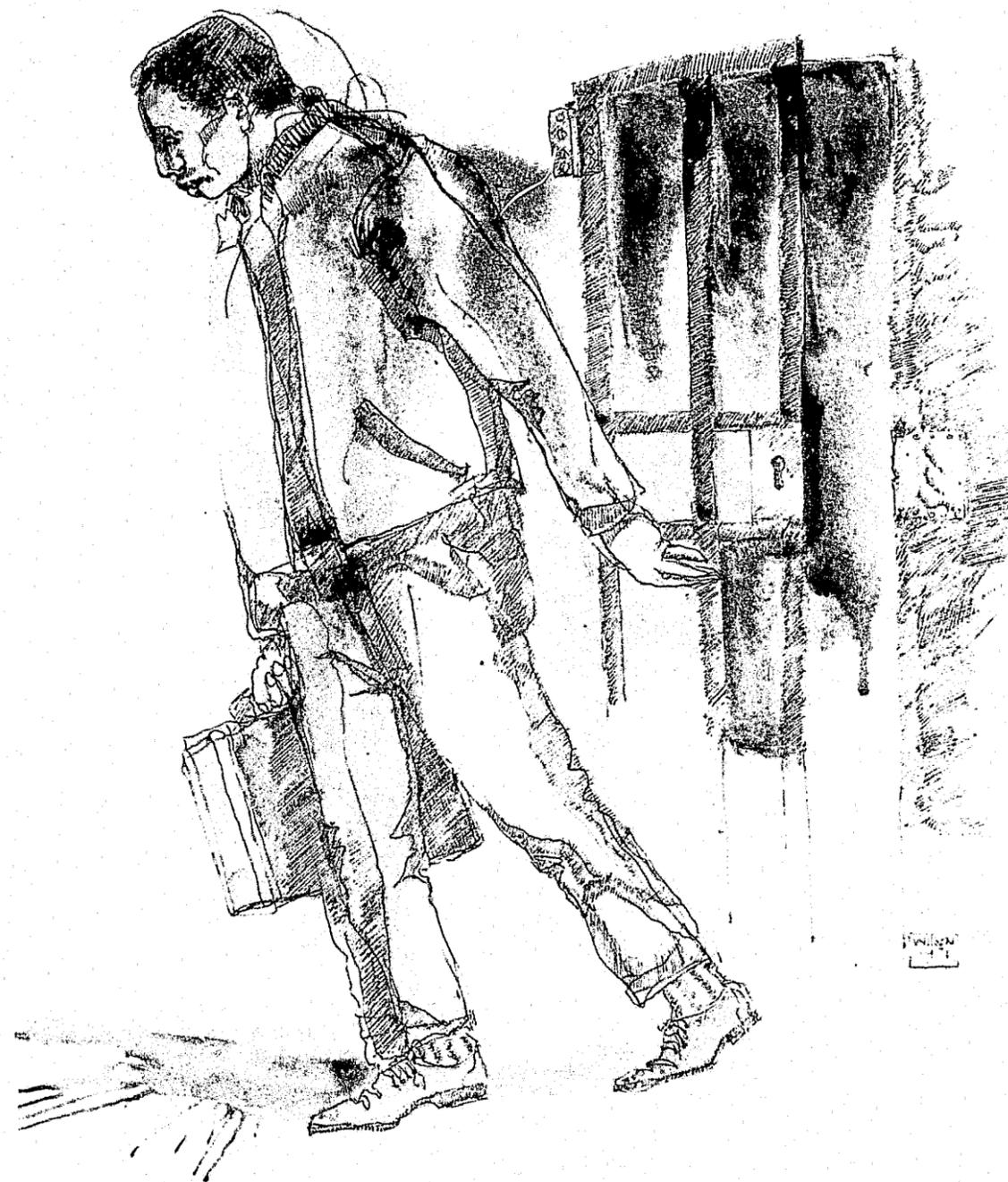
"To solve this problem, we propose to provide a secure treatment unit to deal with the type of adolescent described above. The potential savings, not only to the youths themselves, but also to the law enforcement and mental health communities, and to society in general, should be significant. Although the proposal is for a pilot project only, results from the project should indicate how to proceed in the future with such difficult individuals.

"The proposed Closed Adolescent Treatment Center (CATC) will be a pilot project to determine whether a combination of high security and strong treatment will work with the disturbed and runaway-prone adolescent. The proposed 18 beds are apparently far short of the anticipated needs in Colorado, but should furnish reliable information as to whether further efforts along the lines proposed are sensible.

"In more specific terms, there are a number of unanswered questions to which the unit will address itself:

- A. Can the so-called adolescent psychopath be treated successfully?
- B. Is a unit treating such a wide range of symptoms workable?
- C. Will mixing the ages (from about 13 to 18) help or hinder the therapeutic process?
- D. Will mixing the sexes in the treatment program help or hinder the therapeutic process?

"At present, it is anticipated that the length of stay in the proposed unit will range from four months



to two years with an average somewhere about the one year period. It is further anticipated that approximately 60 percent of the patients will be male and 40 percent female, drawn from across the state of Colorado. With this in mind, it seems that the unit will serve approximately 50 patients during a one year period. This will relieve the court and youth services systems of part of their burden in dealing with these cases, but will not provide a complete solution to the problem.

"The adolescents received by the CATC unit will be held securely, for perhaps the first time, in a situation that offers and sometimes forces when necessary the opportunity to change behavior. The adolescents will be unable to use their usual response to stress or difficulty—that is, running away, and will have to learn better and more appropriate means to deal with themselves and others."

There is a strong evaluation component to this project incorporated into a project application independent of the center which is costing approximately \$62,500. This evaluation will be completed after two years of project life to determine the effectiveness of the center.

A related project at the local level is the Youth Diagnostic and Half-way House in El Paso County. El Paso County was severely lacking in mental health services to youth in trouble with the law. Most noticeably, neither El Paso nor Teller Counties had a short-term, intensive, residential facility for the evaluation and treatment of delinquent and pre-delinquent youth. **For many youngsters, 30 to 90 days of intensive residential treatment in their own community can mean the difference between six expensive months in the Children's Treatment Center, Lookout Mountain School for Boys or the Moun-**

tain School for Girls and foster placement or return to home. The project in El Paso County intercepts youngsters halfway between trouble with the law and expensive residential treatment away from their families, school, friends and community agencies.

The following are the specific goals of the Youth Diagnostic and Half-way House:

**INTENSIVE DIAGNOSTIC SERVICES
INTENSIVE IN-RESIDENT TREATMENT
SERVICES
INTENSIVE DAY TREATMENT SERVICES
OUT-PATIENT TREATMENT**

In summary, it is expected that the Youth Diagnostic and Half-way House will improve correctional success rates of juvenile delinquents by (1) providing readily available intensive diagnostic and treatment services, (2) bringing all youth-related agencies together in a cooperative effort to carry out a differential treatment plan for each specific individual, (3) providing close follow-up of progress after a comprehensive plan is operational, and (4) changing attitudes about the law and the police by involving the police in recreational programs (at the same time changing the attitudes and behavior of individual police officers toward delinquent youth).

**YOUTH TRAINING, ENRICHMENT
AND EVALUATION**

The purpose of this program is to improve the effectiveness of youth-serving agencies by making well-qualified personnel available in sufficient numbers to carry out effective treatment programs at prescribed worker to client ratios.

To achieve this objective five grants were awarded totaling \$152,711. Three of the grants were to the Judicial Department to support juvenile volunteer projects. One of these established a project in Pueblo called "Pueblo Volunteers in Probation Services" which is to provide additional probation services to the 10th Judicial District. Statistics reveal that work loads have increased 57% from 1970-71 in the adult division and that the actual case load has increased 27%.

In Pueblo, in regard to the juvenile case load, Intake filed 342 Delinquency and Children in Need of Supervision Petitions in fiscal year 1971 as compared to 135 the previous year. The workload in the juvenile area has increased 145%. The intent of this project is to fill the gap in probation services by hiring a volunteer coordinator to establish, manage and coordinate a strong probation volunteer program. As has already been indicated, since the effectiveness of volunteers (if properly trained) is just as great as professional probation officers, this project should decrease the recidivism rate among juveniles on probation in the 10th Judicial District.

To give a picture of a volunteer project that was implemented in Fort Collins on July 10, 1972, insofar as activities are concerned, the following quote from the Fort Collins quarterly report is interesting:

PROJECT NARRATIVE

PROJECT NUMBER 72-C3-(1)-J-60
EIGHTH JUDICIAL DISTRICT

The work was about "on schedule" as far as the hiring of a coordinator. Carol Stockman started work on July 10, 1972.

Work performed to date by the Volunteer Coordinator and the probation staff: attended workshop in Boulder for instruction in developing the program;

recruited, screened and trained 37 volunteers (training for some still in progress); assigned eleven volunteers to clients (currently providing guidance and supervision to those volunteers); special training and assistance to several volunteers working in other capacities.

We are considerably ahead of schedule in the total number of volunteers now connected with the program. The breakdown as of September 30, 1972 was as follows:

Total number of volunteers	37
(a) Number of volunteers who have completed training requirements	22
(1) Volunteers already assigned to a client	11
(2) Volunteers assisting with pre-sentence investigation	3
(3) Volunteers who assist in clerical capacity	2
(4) Voluntary foster home	1
(5) Volunteer working on GED program for county jail	1
(b) Volunteers now in training, or awaiting training	15

All three courts have received services from volunteers in the following capacities:

- (1) *Municipal Court*: volunteers working on a one-to-one relationship with a juvenile.
- (2) *District Court*: volunteers working one-to-one and also on presentence investigations.
- (3) *County Court*: volunteers working as clerical assistants, presentence investigators, and providing voluntary foster homes.

Volunteers have also been "loaned to the Welfare Department" to assist a client family, and to the Sher-

iff's Department for the development of a GED program for the county jail.

It's very early for an evaluation of the program in terms of our original objectives, but we are seeing many positive signs. One probationer reported to us, "Gosh, I didn't know it would be so much fun to be on probation!" The younger brother of another said, "Wish I had a volunteer." (We just might be able to arrange it.) In another case, a 16-year-old girl who habitually ran away from home has been able to come to her volunteer when she feels the urge to hitch a ride out of town, and with the volunteer's help, she has found a part-time job.

It's hard to evaluate progress when you are dealing with possible turning points in human lives. We have a volunteer (with two master's degrees) who is

working on a GED program for prisoners at the county jail. The benefits from this program will probably be enormous.

We are trying to keep in close touch with volunteers who have a one-to-one assignment through use of weekly contact reports. They are also free to come into the office any time, which they frequently do. They are an enthusiastic, energetic group of people who possess a wide variety of skills and interests. Volunteers worked almost 1,000 hours during this quarter, of which about 275 were hours spent in training or special university classes, and over 700 hours were spent working with clients, in pre-sentence investigation and miscellaneous jobs. We find them more than encompassing the projected scope of the program, and making good progress in meeting our proposed goals.



ADULT CORRECTIONS

PROBLEM

The term "corrections" is used to describe those operational activities of state and local agencies that have as a central purpose the care, custody, control, and treatment of the adjudicated delinquent, the youth offender, or the adult offender. The term "rehabilitation" describes those methods employed by a correctional system to cause positive change in an offender's attitude and behavior. This section will deal with adult corrections and rehabilitation.

THE RECIDIVISM RATE AMONG ADULTS IN THE CORRECTIONAL SYSTEM IN COLORADO IS IN EXCESS OF TWENTY PERCENT.

The jail is the oldest of all institutions used for the detention of law violators. Its original function was the pretrial detention of persons charged with crime. Later it came into use for the service of short sentences. Today most jails continue in a dual role as places of confinement for persons awaiting court action and convicted offenders serving short sentences. It may be helpful to define here the terms "misdemeanor" and "felony." A misdemeanor prisoner is one who has committed an offense punishable by a sentence of one year or less (this includes traffic offenses). There are a few Colorado criminal statutes that extend the punishment of a crime defined as a misdemeanor to two years. The felony prisoner is one whose criminal acts statutorily demand a sentence of more than one year to be served in the Colorado State

Penitentiary at Canon City or the State Reformatory at Buena Vista.

The jail is the first step in handling the arrested offender, and there he receives his first impression of the correctional process. His experience in the jail is a potent force that molds his attitude toward law enforcement officials, the correctional system, and the community itself. Frequently the jail is also the only facility available for detaining the juvenile offender and caring for the noncriminally insane pending commitment to the State Hospital in Pueblo or a private institution.

There are 62 counties with jails in Colorado. Their existence is completely dependent upon small budgets afforded them by elected county commissioners. There is no uniformity in construction, management and training of personnel, or use of allied social agencies. The jail is administered by the elected county sheriff, who in most instances has received little or no training in jail management. As the monthly salary is low and inadequate for most rural sheriffs, they are forced to maintain farms, ranches, or private businesses in order to subsidize law enforcement incomes. As a result, many officers consider law enforcement as part-time duty. All of the 62 jails operate as independent local units with no state supervision or inspection.

More knowledge is needed about behavior which deviates from social norms to the point of law violation. If the available knowledge were

applied, the corrections system would become significantly more effective; as it is, only a very small part is utilized. Correctional treatment should be based upon sound application of scientific socio-behavioral concepts in the prediction, modification and control of antisocial behavior. Unfortunately, humanistic trends in corrections are mistaken as components of treatment and become ends in themselves. Efficient management of offenders often becomes an overriding operational goal. Chronic lack of financial support, understaffing in the professional areas, and personnel with tremendously varying backgrounds, competencies, and orientations are all problems in the corrections field.

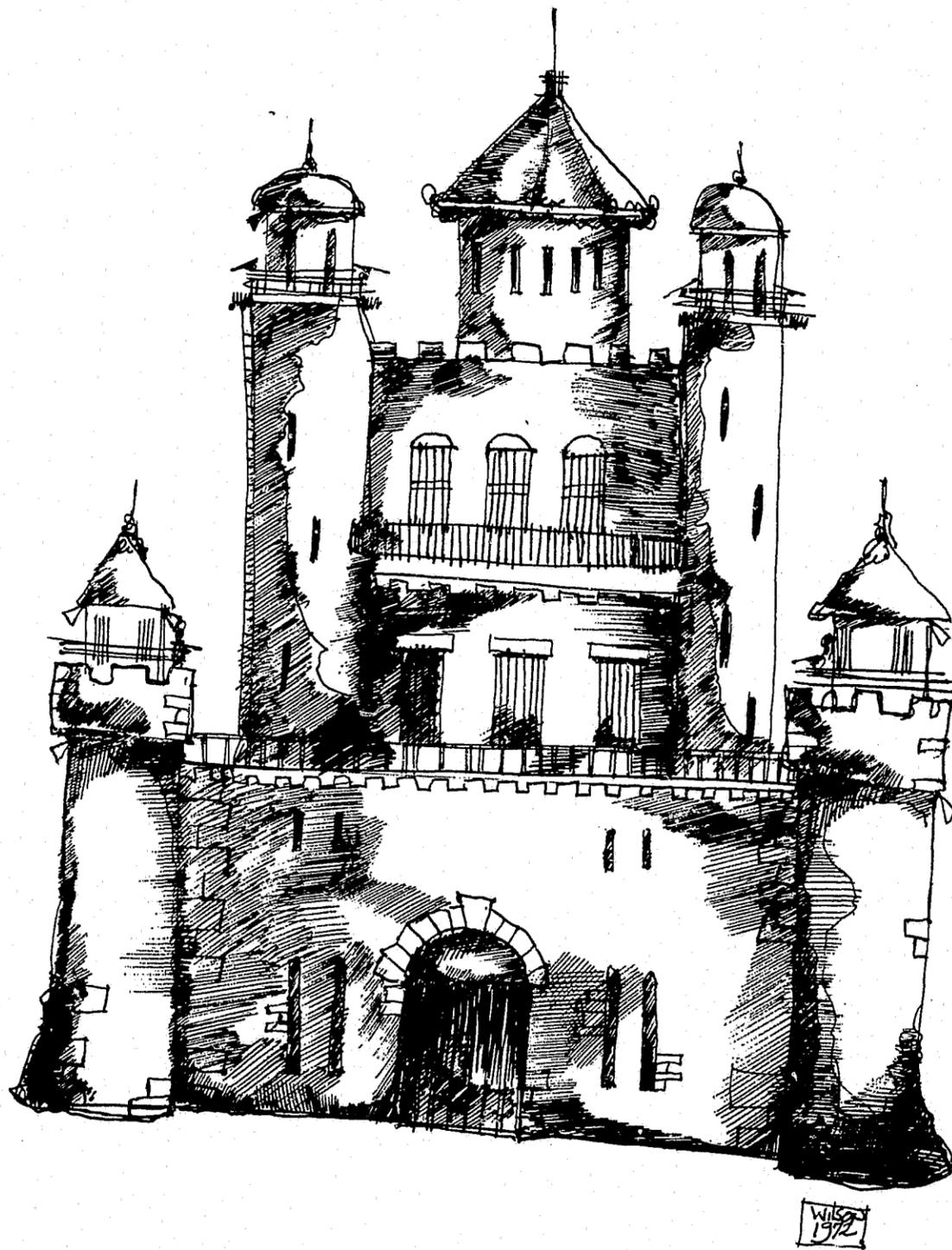
The correctional system becomes involved in a behavioral problem of an individual only after he has been adjudicated by a court. The act leading to adjudication is frequently preceded by a history of symptoms that indicate the individual's difficulty in conforming to societal norms. Treatment of those persons revealing contrasocial symptoms prior to formal adjudication should fall within the definition of correctional responsibilities. Corrections is perhaps the only treatment profession that excludes—by definition—the opportunity and responsibility to react to early symptoms.

The historical function of providing detention facilities is being met; however, with some exceptions, physical facilities and modes of operation are antiquated. Older jails in the metropolitan area and urban chain are seriously overcrowded. Rigid standards of sanitation and health care are recognized by only a few agencies. The concept of segregating felons from misdemeanants, males from females, juveniles from adults, although mandatory by statute, is rarely adhered to in rural county jails. Legislation is needed to change this situation.

Minimum standards that would be enforced through a state agency should be passed to raise the jails to acceptable levels. Research into the regional or district jail concept, as opposed to the county or local, should be conducted. The Division of Criminal Justice is very much concerned with the traditional practice of "warehousing" prisoners, that is, keeping those who misbehave away from society. With rare exception, jail is the first step in adult detention. As a community-based facility, it offers remarkable opportunity for providing correctional service. In bringing about corrections at the community level, the jail concept would have to change to include collecting personal data on the inmates, devising a system of classifying them for program assignments, and developing programs of counseling, training, and guidance upon release. Modification in jail administration and physical structure to accommodate inmates by legal and program division may be necessary to convert the jail into a correctional facility. Through a per diem agreement, counties within a geographic area or judicial district could provide staff and facilities to accomplish these desired goals in some type of regional facility.

OBJECTIVE— COMMUNITY BASED PROGRAMS

The overall objective of such programs is to reduce the rate of recidivism among offenders. If the correctional system is to maintain any degree of success, it must motivate and train the offender to live in and adjust to society whether he be in a rural or urban setting. Corrections must help to provide a means to an equitable solution of any offender's problems, yet not deprive him of his individuality or self-esteem within the existing environment. Community-based programs must be dedicated to strengthening and



improving both volunteer and supportive services by the community.

Excluding the methadone projects, nine grants were awarded out of this program totaling \$340,705.

A grant was made to El Paso County's "Adult Forensic Services and Half-Way House" for the operation of a diagnostic, evaluation and treatment center for adults both from within the Colorado Springs community and those referred by the probation and parole agencies. The Half-Way House opened October 1, 1972 and furnishes a parolee or probationer a residence in which to settle until he can become acquainted with the community and find a job and location for his family. To date the center has made diagnostic evaluations on 163 referrals from the Municipal Probation Department, District Probation Department, Public Defender's Office and private attorneys. Also the staff of the project has conducted treatment sessions with persons incarcerated in the city jail (3), county jail (40) and Canon City Pre-release Program (120).

By September 15, 1972, 49 individuals were involved formally in treatment, 14 were involved in individual therapy, 22 in group therapy, and 13 individuals in family therapy.

The Work Release project for the Reformatory was continued for a second year of funding in the Half-Way House at 1739 York Street, Denver, Colorado. In the two year period of November 1, 1969 through October 31, 1971, 168 residents were placed in the project. Of the 168 men placed in the work release project, 16 were still in the project on November 1, 1971 and 56 had been removed by further screening for various reasons including medical, disciplinary, escape, etc. Ninety-six have been paroled and of those, only 11 have been returned as parole violators

or as new admissions. **These figures show a positive parole success rate of more than 80%, indicating a successful program in that this recidivism rate is only slightly more than half the recidivism rate of the institutional average.**

A project award to the Judicial Department was made to investigate and research the mating of volunteers with probationers on a selective basis rather than at random. The intention is to improve volunteer/probationer compatibility through more successful relationships; improve volunteer selectivity and receptivity and also improve probationer receptivity to the volunteer. Ultimately all of these should decrease the recidivism rate among probationers.

Volunteers as individuals vary a great deal. The volunteer is not expected to be a professional or semi-professional. Rather, it is his human qualities that count, his temperament and attitudes, and how these fill the individual offender's needs for direction and support.

Because the probationers assigned to the volunteer also vary greatly in personality, family background, socio-economic status and in other ways, it is unreasonable to expect that a single type of volunteer counselor could be equally effective with all offenders.

Within any program which matches individual volunteers and offenders by chance or blindly, it is logical that very few of the matches will achieve maximum natural compatibility of temperament. In fact, the matches may often result in serious incompatibilities.

Matching regular staff to offenders involves many of the same issues and potentialities as matching volunteers to offenders. Several projects have been

conducted in correctional institutions involving the matching of regular staff with juvenile offenders. For example, Levinson and Kitchener (1963) compared four methods of assigning inmates to counselors.¹ They found out that matching on the basis of personality characteristics was better (in terms of institutional adjustment) than random assignment, natural selection, or counselor selection procedures. Palmer (1967) has summarized experiences from the California Community Treatment Center Project involving staff matching procedures. He found that matching of staff to clients on the basis of personality and behavioral characteristics facilitated treatment outcome.²

A recent demonstration project in the Federal Bureau of Prisons supported this idea in the case of volunteers. A small preliminary study at the R. F. Kennedy Center in Morgantown, West Virginia, has indicated that volunteers and offenders, matched by systematic procedures, tend to have distinctly more chance for a successful relationship than when no systematic appreciation of their attitudes and temperament was made.³

Insofar as blind or near-blind matches between volunteers and offenders continue to occur, we lose a tremendous amount of the natural human value in court volunteer programs. The volunteer is far less likely to achieve the goals of rehabilitation with the offender. He also becomes discouraged which can result in the loss of an actually good volunteer who might well succeed with a more compatible offender. The offender, too, who more than likely has already experienced a great many failures of adults who do not come through for him, experiences one more such failure.

This waste is especially serious in courts of limited jurisdiction where it is unrealistic to expect the

staff to have the time or expertise necessary for really intensive training or supervision of volunteers. Therefore, it is particularly important here to capitalize on the natural qualities of the volunteer and his natural compatibility with the probationer, e.g., good individual matching of volunteer to probationer.

Supervisors of court and preventive volunteer programs currently use age, sex, geographic location, common interests and sometimes cultural or racial background in matching volunteers one-to-one with offenders. But these are used mainly in an intuitive manner, and program supervisors want to do this job more systematically, using a firmer basis of evidence.

An interesting rural project is the County Jail Work Release project in Mesa County. The sheriff, judge and other criminal justice officials in the county believe it is a very worthwhile program in lieu of a county jail inmate doing "deadtime." Of the nine inmates participating in the project, five found work through the efforts of the work-release staff, two were employed at the time of their placement and two have prospects for jobs. The Mesa County Sheriff's Office received \$887.66 for room and board and supervision from the participating releasees.

¹Levinson, R. B. and Kitchener, H. G., Treatment of Delinquents: Comparison of Four Methods for Assigning Inmates to Counselors. J. Consult. Psychology, 1966, 30.

²Palmer, T., Personality Characteristics and Professional Orientation of Five Groups of Community Treatment Project Workers: A Preliminary Report on Differences Among Treaters. California Community Treatment Project Report Series, 1967, No. 1.

³Ingram, Gilbert L., Matching Volunteers and Juvenile Offenders. Institute on Research with Volunteers in Juvenile Delinquency, a conference convened by the Arkansas Rehabilitation Research and Training Center, Fayetteville, Arkansas, 1970, 35-39.

A last project to note is Jefferson Hall, Inc., located in Arvada, Jefferson County, Colorado. It is a particularly interesting project because it has had to overcome local community hostility to establish itself and still does not have the support of the Jefferson County Commissioners. This, unfortunately, may be the death knell of this worthwhile project.

The basic philosophy of Jefferson Hall's method is that given a warm, supportive living environment along with an appropriate amount of structuring, a misdemeanor or potential misdemeanor will not break the law or repeat criminal activity. Counseling and guidance are provided by members of the Jefferson County Volunteer Probation Counseling Department, and each resident of Jefferson Hall is assigned to one of these counselors. In addition, Jefferson Hall staff is available at all times to fill whatever gaps may appear.

The environment in Jefferson Hall is a cooperative one. There are generally fourteen residents living in it at any given time, each of whom has some responsibility for maintaining their house. There are three rules: no violence, no drugs, and no abrasive behavior. The norms and ethics within the house change from time to time depending upon the population, but they are all founded on a basic brother's keeper value system. Although referrals to the program are made from numerous sources, the primary one is referrals from an area court, either directly or indirectly. Individuals assigned to the Hall are limited to stay only for that period of time requisite for them to become physically and psychologically sound enough to support themselves in the "outside world."

The immediate goal of Jefferson Hall, Inc., is to prevent crime among a population defined as: male, age range 6 to 25, lacking a suitable or stable living environment who have either been placed on proba-

tion for a misdemeanor offense or whose situation, if permitted to continue, will probably result in a criminal offense. The goal is accomplished by providing these men with shelter, food, an appropriate amount of counseling and guidance, a dependable social environment, and community placement. This is a continuation application of a previously funded project, and it should be noted that the success rate for the previous year was 90% of the referrals.

OBJECTIVE— INSTITUTIONAL BASED PROGRAMS

The long-range objective of this program is to reduce recidivism through implementation of more meaningful services within a closed correctional setting. Ongoing evaluation and improvement of correctional programs will provide the means through which inmates may be successfully motivated prior to release from custody to meet the demands that will be placed by society. This program attempts to provide the minimum social skills needed for an inmate to compete in the community. The program also provides a mechanism through which an inmate's image of himself is enhanced. The institutional-based program visualizes not only the implementation of treatment programs but also the restructuring of institutional procedures. Thus, more time and effort can be expended on readjustment, reorientation, and adequate training of staff personnel who perform a counseling function.

SPECIFIC ACHIEVEMENTS

A project award of Part E funds was made to the Division of Adult Parole, Department of Institutions, to supplement the parole staff with paraprofessional parole aides. Parole aides are being utilized to provide transportation for needy parolees on inter-agency

referrals and job leads; to perform family services and locate housing; to coach and motivate unemployables; and to assist in the verification of addresses and employment. In 1972, the Parole Aides completed a total of 320 case-related assignments.

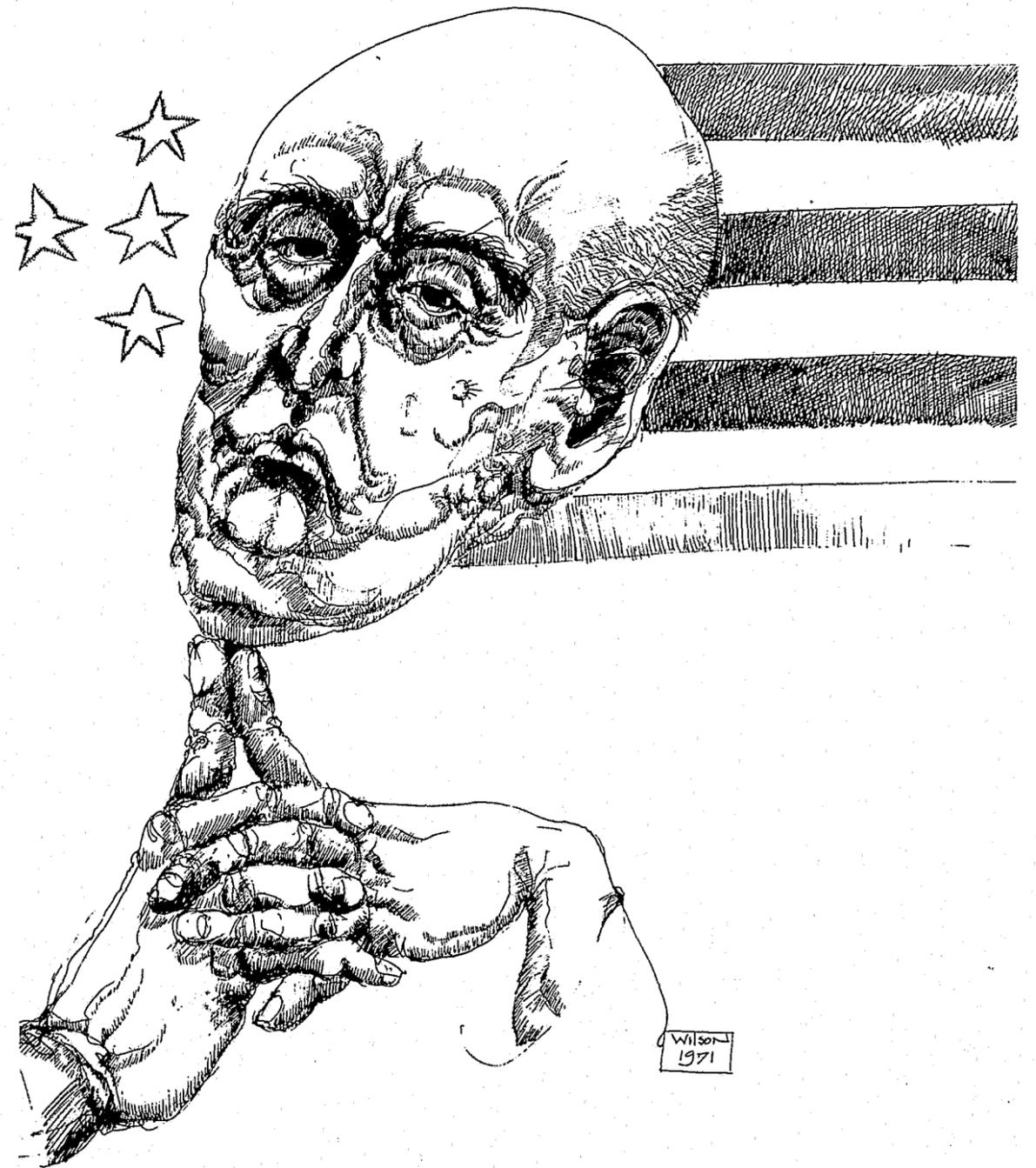
Two Part E grants were awarded to the penitentiary and the reformatory, to expand the provision of psychological services for the inmates in each institution. The psychological program includes direct treatment, both group and individual; consultation with the staff concerning the treatment and management of reformatory residents; evaluation of individuals for parole and future treatment; and support for the research program at the reformatory. Specialized services have been established for treating the violent offender (the sex offender in addition to those with other forms of psychopathology).

The project at the penitentiary has made little progress because the institution has been unable to hire a psychologist. Once one is employed, there will be one psychologist per 700 inmates!

Psychiatric consultants to the Denver County Jail have found an extensive need for mental health evaluation and treatment. A conservative estimate indicates that at least one-third of the jail inmate population is in need of psychiatric attention. A grant was awarded to the City and County of Denver to establish a jail mental health program to identify those inmates who have severe psychiatric aberrations so that they may be referred to an appropriate facility, and to treat those less severe cases so that further deterioration of their mental condition can be avoided.

A total of \$65,013 was awarded from Part E 1971 and 1972 funds.

In the program for Construction and Remodeling of Correctional Facilities, the new construction of the Lincoln County and Baca County jails was completed, and the Adams County jail was provided a small grant for the installation of a closed-circuit television system for security purposes. Grants under this program totaled \$70,924.



COURTS

THE JUDICIAL PROCESS— PROBLEM

The backlog of criminal and juvenile cases in Denver is the major problem within the judiciary in Colorado. In addition, judges and other court personnel need more training, court management needs to be refined, and there is a need for instant access to information concerning the flow of the offender through the judicial process.

JUDICIAL ADMINISTRATION AND MANAGEMENT — OBJECTIVE

The general objective of this program was to reduce backlog and increase the efficiency of the judicial process.

The amount of \$152,055 was allocated to achieve this objective through such activities as presenting an institute on judicial selection for judicial nominating committees and developing both a computerized jury selection system and a criminal justice data exchange system.

The jury selection project through the means of computerization is saving the judiciary \$53,837 over the cost of the same job done manually. As a result of the Uniform Jury Selection and Service Act, the courts must use multiple source lists and eliminate duplication of names. This new procedure makes jury selection more equitable in that certain professions are not excluded as they were in the past, and there is sta-

tistically a higher minority representation. At the beginning of the project only 10% of the courts representing 82% of jury trial activity were scheduled for inclusion in the system. Eventually, all counties with a population of 20,000 or more will be included.

EDUCATION AND TRAINING FOR JUDGES AND PUBLIC DEFENDERS

Five grants were awarded totaling \$43,093 for the objective of providing better initial and continuing training for the judiciary and public defenders. (This program also included prosecutors in the plan, but they are reported on elsewhere in this report.)

Three grants were made to the state Public Defender's Office for a training seminar, upgrading the library, and for legal interns. Two grants were awarded to the Judicial Department for the training of judges.

A special training seminar utilizing video taping techniques was conducted which reached 93 county judges and 150 municipal court judges in Colorado.

The general approach of the seminar was to cast those attending in roles in the videotaping of courtroom scenes and experiences for subsequent showing to the entire group. The intent was to place the judges in a position in which they could actively participate in the decision-making process during a trial, and then compare their decisions to the decisions and feelings of the other judges attending the seminar. **The primary goal was to illustrate existing judicial atti-**



tudes and legal processes in the hope that, as a result of recognizing shortcomings while viewing the presentation, positive changes in trial conduct could be imparted to those judges participating. It was learning by seeing and discussing what was seen. No attempt was made to make these tapes a "law" course, and the situations presented for discussion were open-ended enough to allow discussion from various viewpoints.

Most people who come before any court in their lifetime will come to either a municipal or county court because of the nature of their jurisdiction. Unfortunately, these are quite often the very courts that leave much to be desired insofar as procedure and conduct of the courts' business is concerned. This may be particularly true in those many small communities and counties throughout the state where judges are not lawyers and may have little or no experience in the conduct of a trial.

Since county courts are now conducting felony preliminary hearings, the problem is even more acute

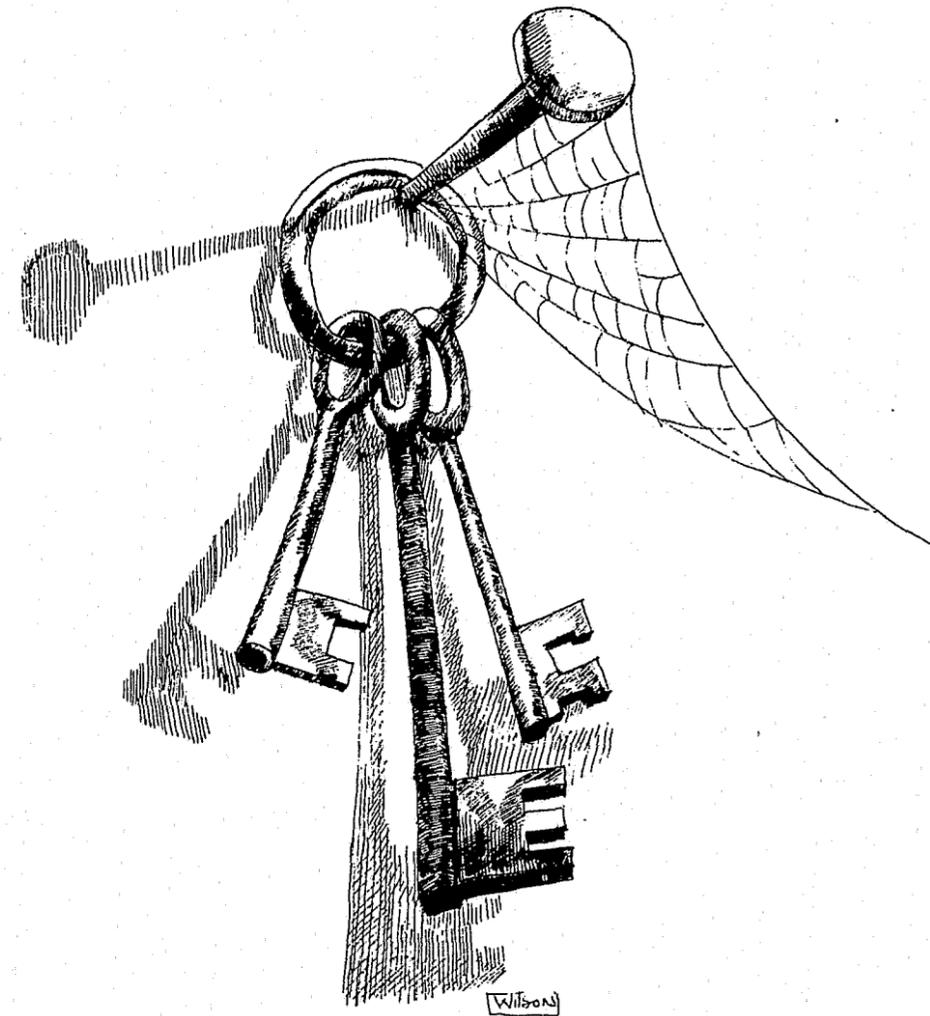
than it has been in the past.

LAW REFORM— OBJECTIVE

The overall objective of this program is to decrease delays and costs in the judicial process by updating substantive and procedural law in the state.

Two grants totaling \$31,105 were awarded for a Study for Minimum Standards of Juvenile Justice and for the Development of Uniform Criminal Jury Instructions. In addition, a grant of \$60,000 was made to the Legislative Council to create legislation for establishing correction reform and jail standards.

In the latter project a bill has been reported out of the Legislative Council Interim Committee on Criminal Justice for the establishment of a Division of Corrections in the Department of Institutions with comprehensive authority over the functions of adult corrections in the state including the establishment of standards for county jails and other local detention facilities.



TECHNICAL ASSISTANCE

Duties as set forth by the Colorado Revised Statutes require that the Division of Criminal Justice provide technical assistance to the criminal justice system and, in particular, to "advise and assist law enforcement agencies in this state to improve their law enforcement systems and their relationship with other agencies in the statewide system."

In 1972, the Law Enforcement Assistance Administration made available technical assistance through several national contracts. This new assistance has not only substantially reduced the Division's work load but has made readily available expertise not found within the Division.

CRIMINAL JUSTICE INFORMATION SYSTEM

The need for current, relevant and analyzed data is now becoming an acknowledged void throughout the state of Colorado (both at the local and state levels). This void occurs not only with operational activities but with management and resource allocation activities.

The Division has provided technical assistance in the fields of computer communications, large scale real-time systems, data processing and law enforcement software system. The final result will be a modern, effective communications-oriented information system in Colorado interfaced in Washington, D.C., with a central criminal history index of each state.

COMPREHENSIVE MANAGEMENT STUDIES FOR LOCAL LAW ENFORCEMENT

The Douglas County Commissioners requested a cost and management analysis of the Douglas County Sheriff's Department. After extensive evaluation of existing conditions and future projections, various alternatives for operational costs were determined. (See following table.)

Management consultant services were also provided to law enforcement agencies in Archuleta, Dolores, and Montezuma Counties regarding the provision of police services. Technical assistance with training was given to the Fort Collins Police Department, and community relations technical assistance was rendered to the Denver and Fort Lupton Police Department.

SHORT-TERM HOLDING FACILITIES

Assistance was provided to El Paso, Lincoln, Boulder and Las Animas counties in developing and designing detention facilities. In addition, other counties were given assistance in the consideration of alternatives to present detention practices.

The Division also published a comprehensive study of county jails within the state of Colorado. This study detailed the existing deplorable conditions of both the physical plants and human resources. Currently, legislation is being considered to set meaningful standards for jails, since Colorado is one of only twelve states without standards.

RADIO AND TELEPHONE COMMUNICATIONS

Communication systems were found to be fragmented, duplicative, expensive, and inefficient. Several agencies have recognized the consolidation and upgrading of radio and emergency telephone systems as an immediate priority. Adams, Arapahoe, Boulder and Jefferson counties are working toward consolidation and upgrading of comprehensive communication systems. Other counties such as Larimer, Weld, Summit and Gunnison are also considering alternatives offered to them for consolidated support systems.

LAW ENFORCEMENT EQUIPMENT

The staff and consultants to the staff have worked diligently with the Department of Local Affairs to research and recommend the most efficient police equipment at the most reasonable cost.

DEVELOPMENT OF STANDARDS FOR POLICE SERVICE AND TRAINING

Most providers of law enforcement services have endorsed some type of minimum certification standards for police and sheriff patrol personnel. Unfortunately, pending legislation is totally reflective of provider desires with little or no consideration of consumer needs. It is feared that the enacted legislation will do little to upgrade the present "state of the arts" and the delivery of police services.

METROPOLITAN LAW ENFORCEMENT CLOSED-CIRCUIT TELEVISION TRAINING NETWORK

Technical assistance continues to be provided to the Denver Police Department and Denver metropolitan police and sheriff agencies for developing a closed-circuit television network to provide training programs and operational transmissions.

NARCOTIC AND DRUG PROGRAMS

School districts and local governmental agencies have been given guidance in the development of drug abuse education, control and treatment programs.

The Division of Criminal Justice continues to confer with top law enforcement administrators throughout the Denver metropolitan and northern Colorado

areas to coordinate and intensify the law enforcement effort to combat the drug and narcotic abuse problem. Technical assistance was extended to a third region for the purpose of coordinating its efforts. Intensive training was arranged for handpicked young officers. Operational budgets and intercounty agreements were drawn. Finally, a third Metropolitan Enforcement Group unit was formed with a primary mission to detect, investigate, and apprehend narcotics and drug traffickers within their respective regions.

VOLUNTEER PROBATION AND PAROLE PROGRAMS

Technical assistance has been rendered to many organizations and jurisdictions in this area. The American Bar Association has implemented a volunteer parole aide program that will be utilized nationwide. The Division of Criminal Justice continues to host the discretionary grant and provides substantive assistance.

JUVENILE

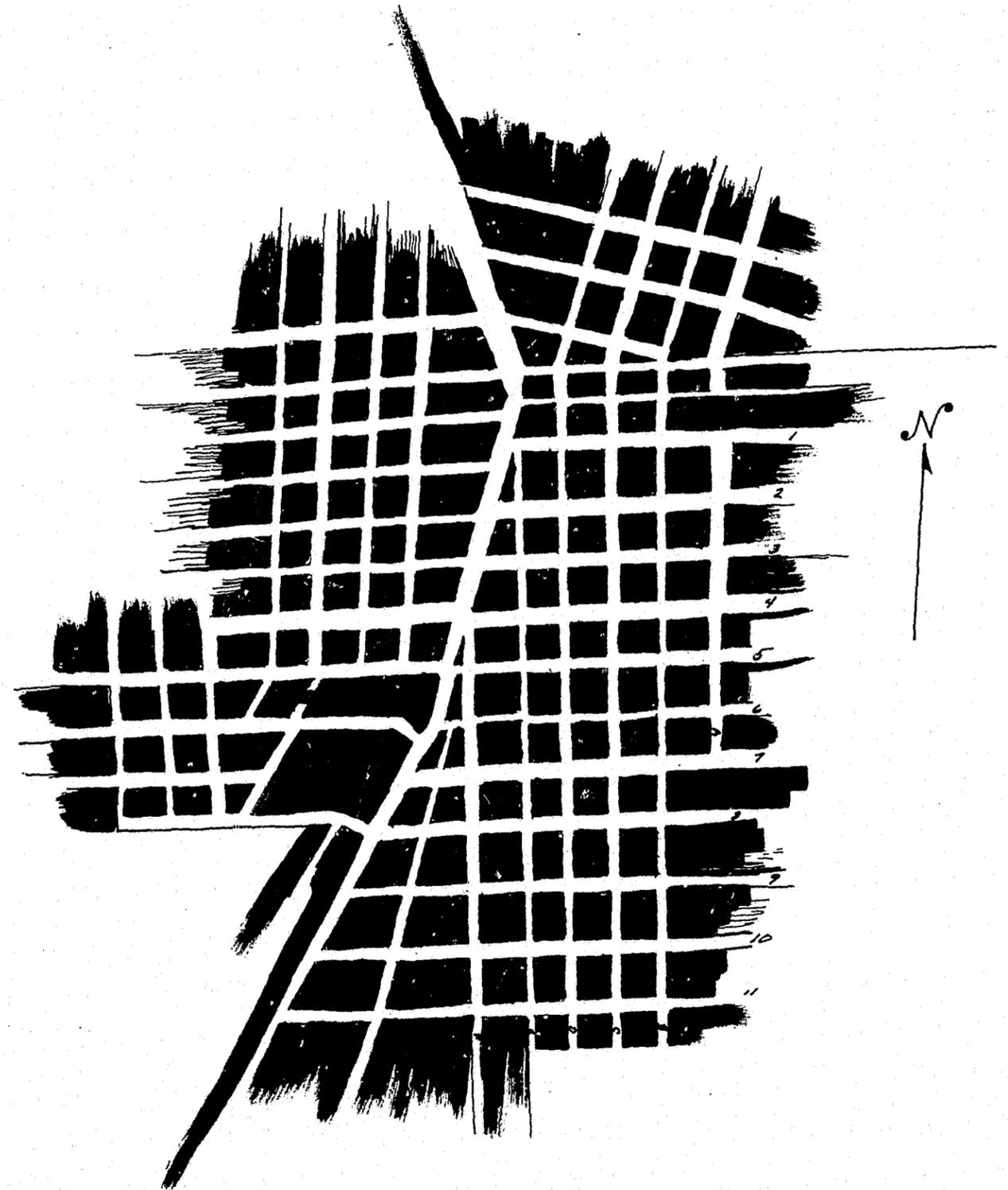
Technical assistance through LEAA was provided to the City and County of Boulder for the design and development of a full service program for youth. This program is to be provided through a joint effort of the sheriff's and city police departments. In addition, assistance was provided in the establishment of group homes in Montrose and Grand Junction and in the formation of Youth Service Bureaus in Las Animas and Weld Counties. In addition, assistance was provided to Pueblo, Colorado (Detention Center), 4th Judicial District (Juvenile Probation) and to El Paso County (Forensic Youth Diagnosis and Half-way House).

ASSISTANCE TO INSTITUTIONS OF HIGHER EDUCATION

The Division has assigned one individual half-time to assist universities and colleges in the development and upgrading of criminal justice studies and programs.

The staff also assisted in the development of a grant proposal for a "Center of Excellence" with a major university. Unfortunately, the awards (four) were made to other states.

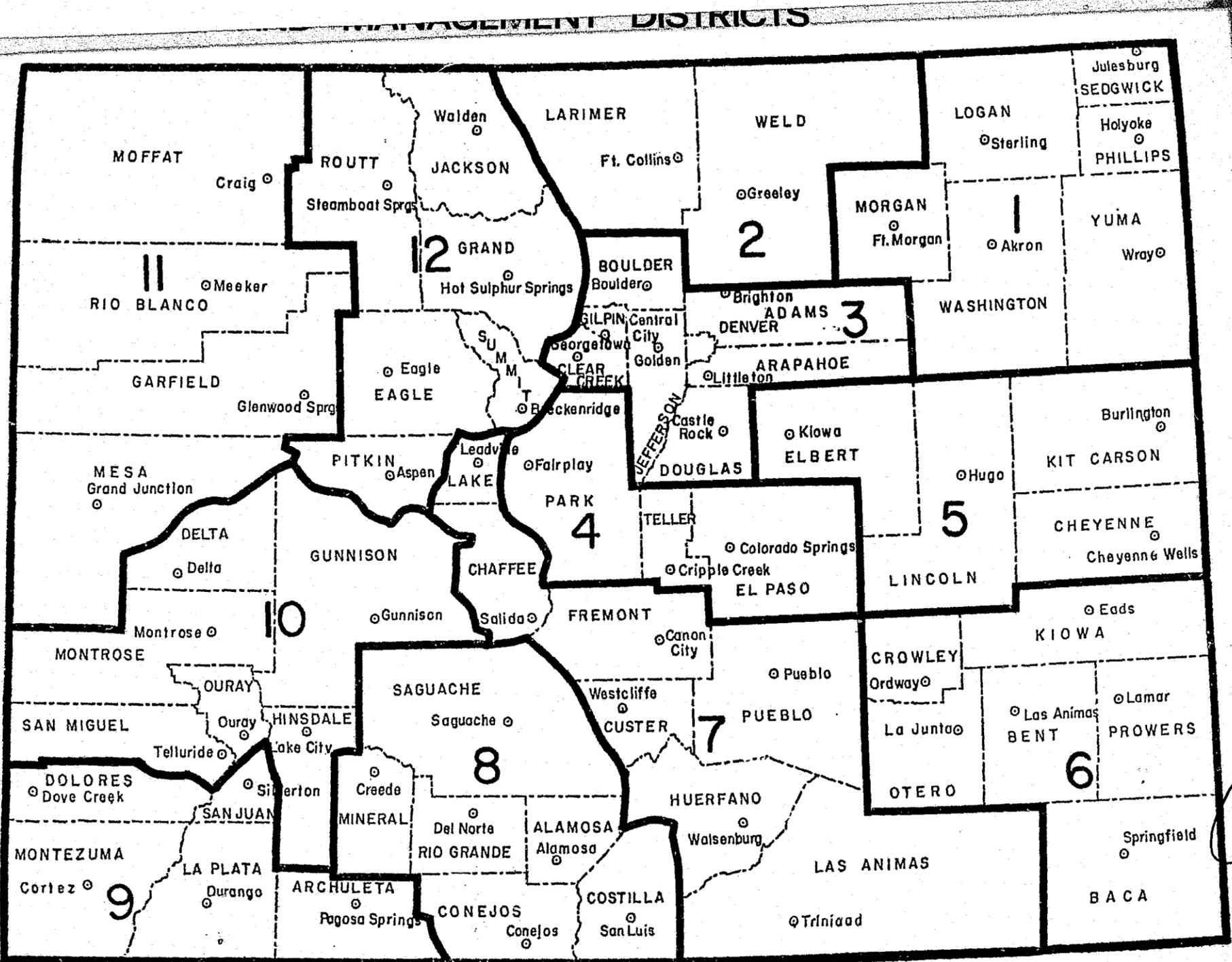
REGIONAL PLANNING



REGIONAL CRIMINAL JUSTICE PLANNING

During the calendar year of 1972, Regional Criminal Justice Planning became a reality. Each of the twelve planning regions were staffed either individually or in groups (super regions) with professional planning staffs. The planning staffs, with one exception, were recruited nationally by the Division of Criminal Justice; however, individual selection was accomplished by each regional planning council. The allocation of planners within the state followed basically the economy of scale principles, consideration of individuals served, crime problems and the area. The regional make-up is reflected on the following map of Colorado and by the following chart:

Super Regions	Individual Regions	Number of Planners	Location
A	1	2	Fort Collins
	2		
	5		
B	11	1	Glenwood Springs
	12		
C	4	2	Colorado Springs
D	3	3	Denver
	6	2	Pueblo
E	7		
	8		
F	10	1	Montrose



The regional planning concept is one of decentralization where the accountability and responsibilities are to the regional planning councils with guidelines and general overall philosophy and goals set by the state. This provides for a vehicle of control and responsiveness to local needs and problems.

The actual composition of the regional planning councils varies with each region; however, each regional board is composed of representatives of the criminal justice community (police, courts and corrections), lay citizens, youth members and isolated community organizations such as mental health, social work, etc. These boards are also required to have proportional representation of minority group members. The duties and responsibilities of the boards and planning staffs include the following:

1. Prepare, develop, and revise as needed regional plans based upon an objective, unbiased evaluation of the criminal justice problems and needs within the regions, and the needs of the recipients in the delivery system.
2. Define, develop, and correlate action programs under such plans.

3. Encourage grant proposals from local units of government for planning and improvement in the criminal justice delivery system with emphasis on prevention.

4. Encourage regional and metropolitan area planning efforts, action projects, and cooperative arrangements.

5. Coordinate with other regions in activities and planning.

6. Coordinate with other public service delivery systems.

7. Cooperate with the Division of Criminal Justice in its effort to improve the administration of justice.

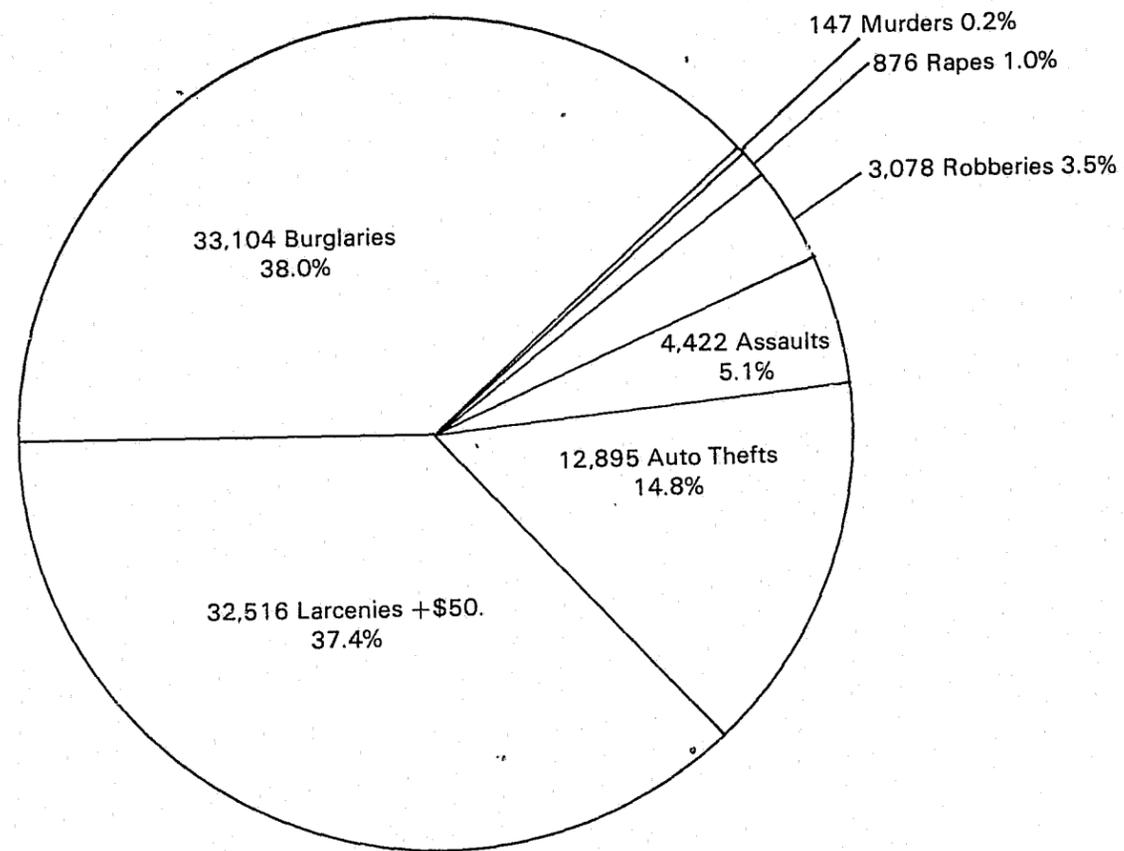
All of the regions were staffed by April of 1972. In spite of the delay in staffing and the general absence of baseline data, the regional staffs were able to generate, in most instances, a good working document for immediate and future planning and implementation of programs to meet stated goals. However, it is not anticipated that the full benefit of regional planning will be realized for two to three years due to inter-agency conflicts.

CRIME DATA

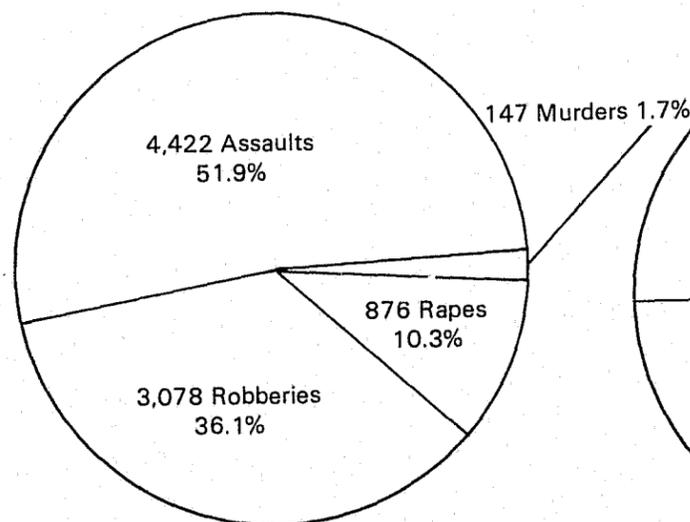
The crime graphs contained in this report are based upon data from the FBI's Uniform Crime Reporting (UCR) Program. The program utilizes seven crime classifications to establish an index to measure the trend and distribution of crime in the United States. These seven crimes — murder, forcible rape, robbery, aggravated assault, burglary, larceny (\$50 and over in value) and auto theft—are reported voluntarily to the FBI by various local law enforcement agencies in the State. Two key words — "reported" and "voluntary" — should come to mind when considering the validity of UCR data. Many crimes take place which are not brought to the attention of law enforcement agencies and thus are not reflected by UCR. In addition, because compliance with the UCR program is voluntary, all known offenses are not necessarily included in the UCR estimates. Thus, the reader should be aware of the fact that occurrence of crime as indicated by UCR data represents a conservative estimate of the overall crime picture.

The graphs which follow illustrate trends in reported index crimes for the period 1962-1971.

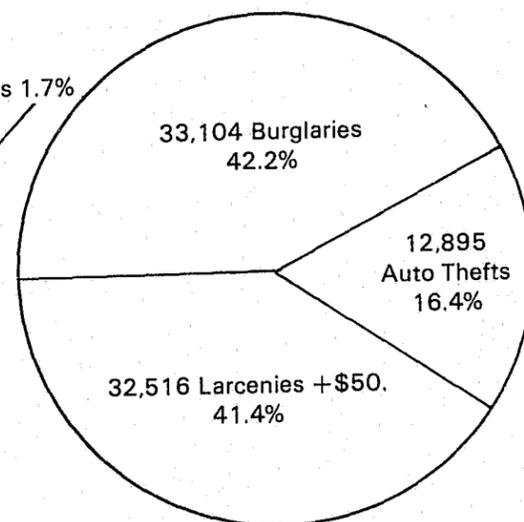
COLORADO INDEX CRIMES AND PERCENT OF TOTAL, 1971



Violent crimes and percent of total



Property crimes and percent of total



GLOSSARY OF TERMS

Aggravated Assault — assault with intent to kill or for the purpose of inflicting severe bodily injury by shooting, cutting, stabbing, maiming, poisoning, scalding or by use of acids, explosives, or other means. Includes attempts. Excludes simple assault, assault and battery, fighting, etc.

Auto Theft — stealing or driving away and abandoning a motor vehicle. Excludes taking for temporary use by those having lawful access to the vehicle.

Burglary — breaking or entering — burglary, house-breaking, safecracking, or any breaking or unlawful entry of a structure with the intent to commit a felony or a theft. Includes attempts.

Crime Rate — relates the incidence of crime to 100,000 population. This rate can be computed as follows:

$$\frac{100,000}{\text{estimated population}} \times \text{Index Crime} = \text{rate}/100,000 \text{ population}$$

Forcible Rape — rape by force, assault to rape and attempted rape. Excludes statutory offenses (NO force used — victim under age of consent).

Index Total — represents the total count of "index" crimes including murder and non-negligent manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny (\$50 and over), and auto theft.

Larceny (\$50 and over) — theft (except auto theft) of bicycles, automobile accessories, shoplifting, pocket-picking, or any stealing of property or article valued at \$50 or more which is not taken by force and violence or by fraud. Excludes embezzlement, "con" games, forgery, worthless checks, etc. Effective January, 1973, "total larceny" will be used as a Crime Index offense replacing the category "larceny \$50 and over."

Murder and Non-negligent Manslaughter — all willful felonious homicides as distinguished from deaths caused by negligence. Exclude attempts to kill, assaults to kill, suicides, accidental deaths, or justifiable homicide.

Percent Change — represents the increase or decrease in crime rate expressed as a percent.

Property Crime — includes the three "index" crimes, burglary, larceny \$50 and over, and auto theft.

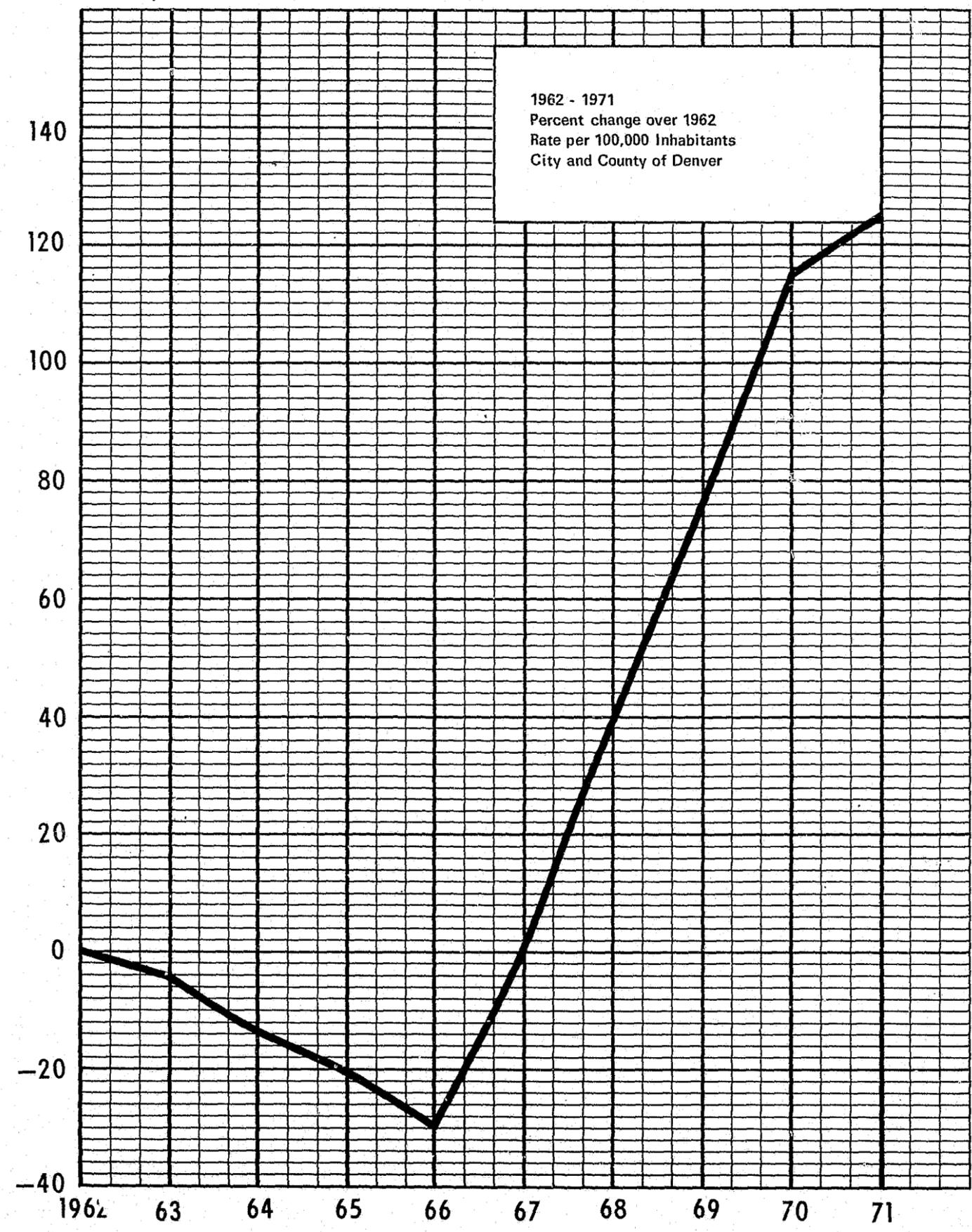
Reported Crime — represents crimes reported to the FBI in conjunction with the bureau's Uniform Crime Reporting program and through the voluntary cooperation of local law enforcement agencies.

Robbery — stealing or taking anything of value from the care, custody, or control of a person by force or violence or by putting in fear, such as strong-arm robbery, stickups, armed robbery, assaults to rob, and attempts to rob.

Violent Crime — includes the four "index" crimes, murder and non-negligent manslaughter, forcible rape, robbery and aggravated assault.

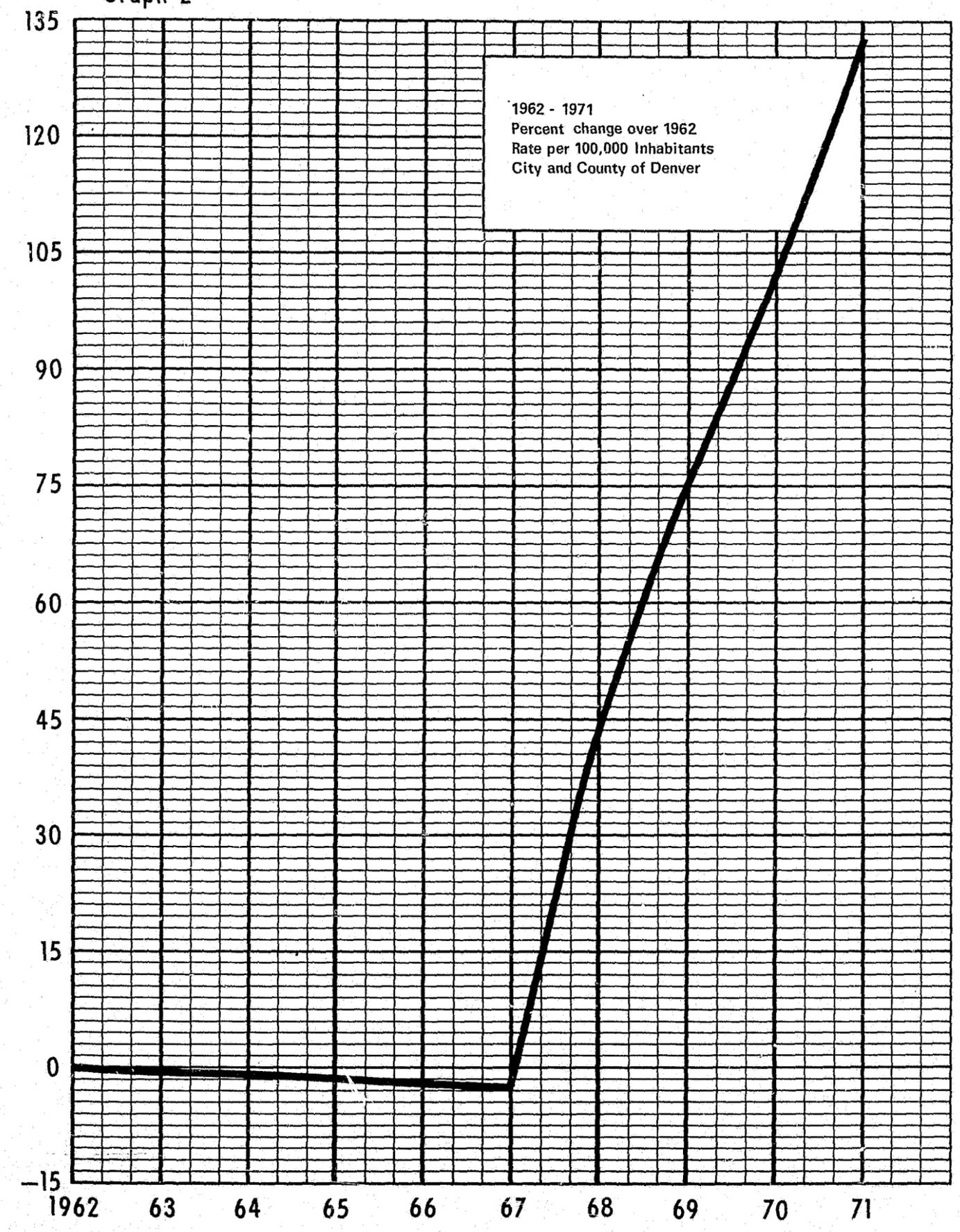
Graph 1

CRIME INDEX TOTAL



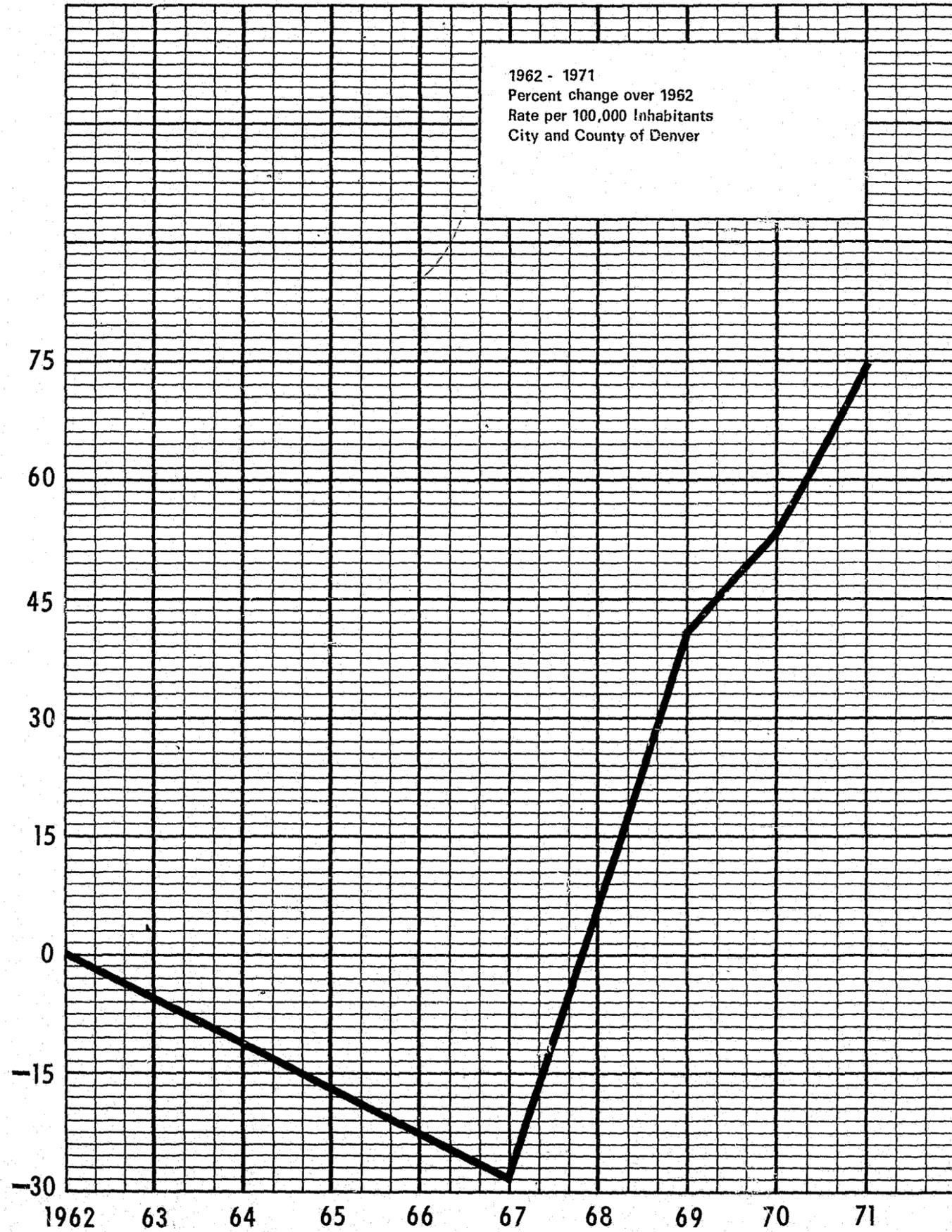
Graph 2

VIOLENT CRIME



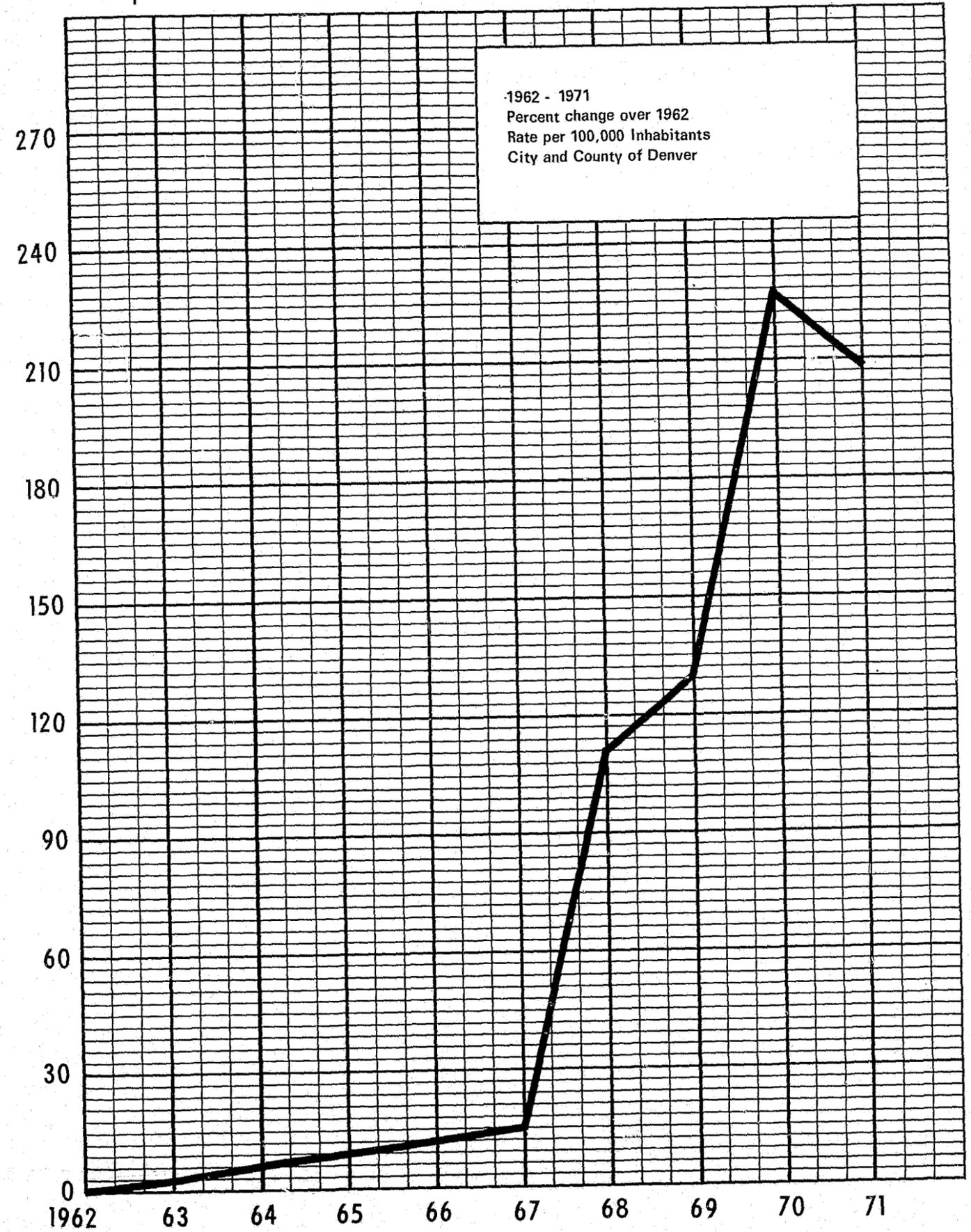
Graph 3

MURDER and NON-NEG. MANSLAUGHTER



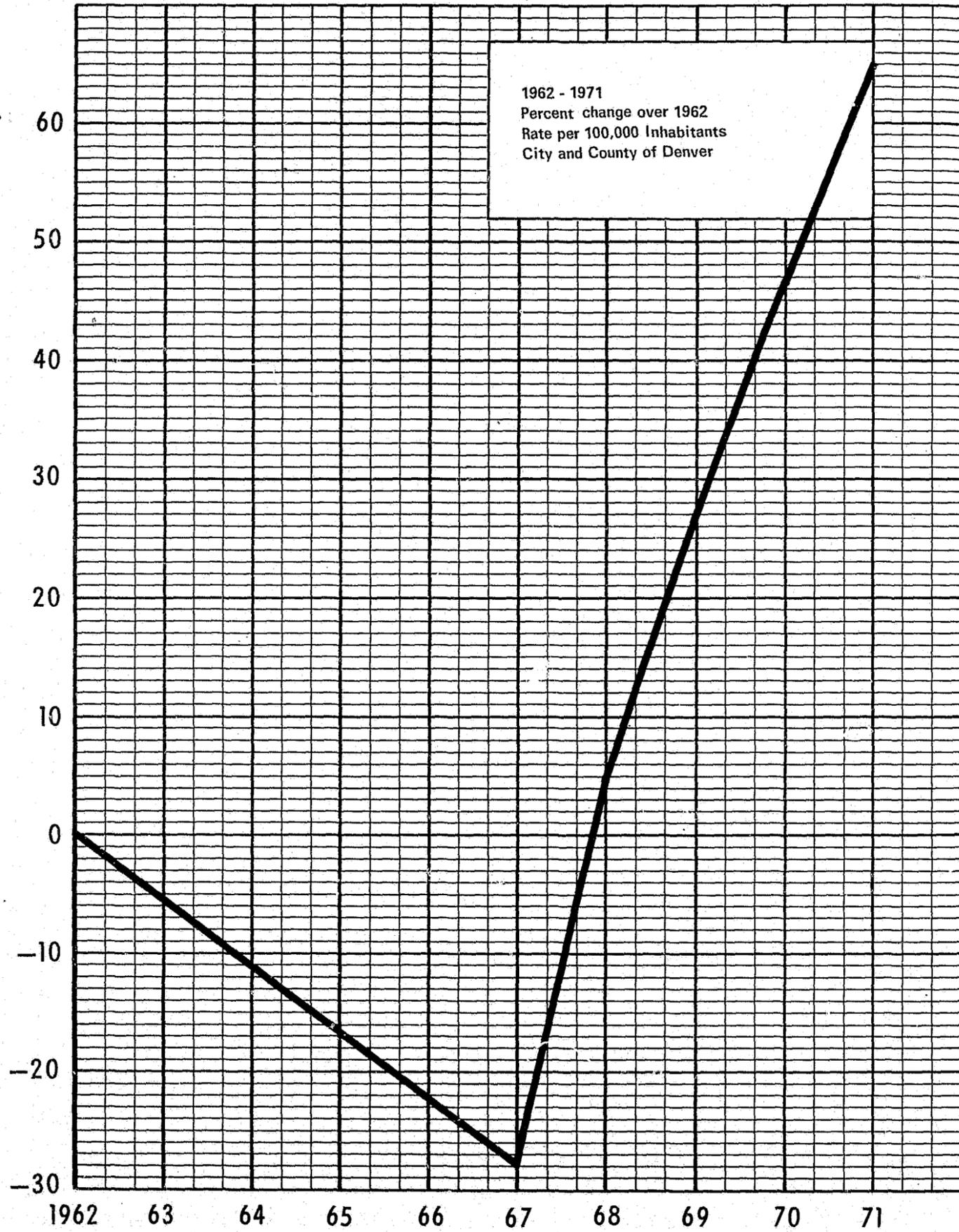
Graph 4

FORCIBLE RAPE



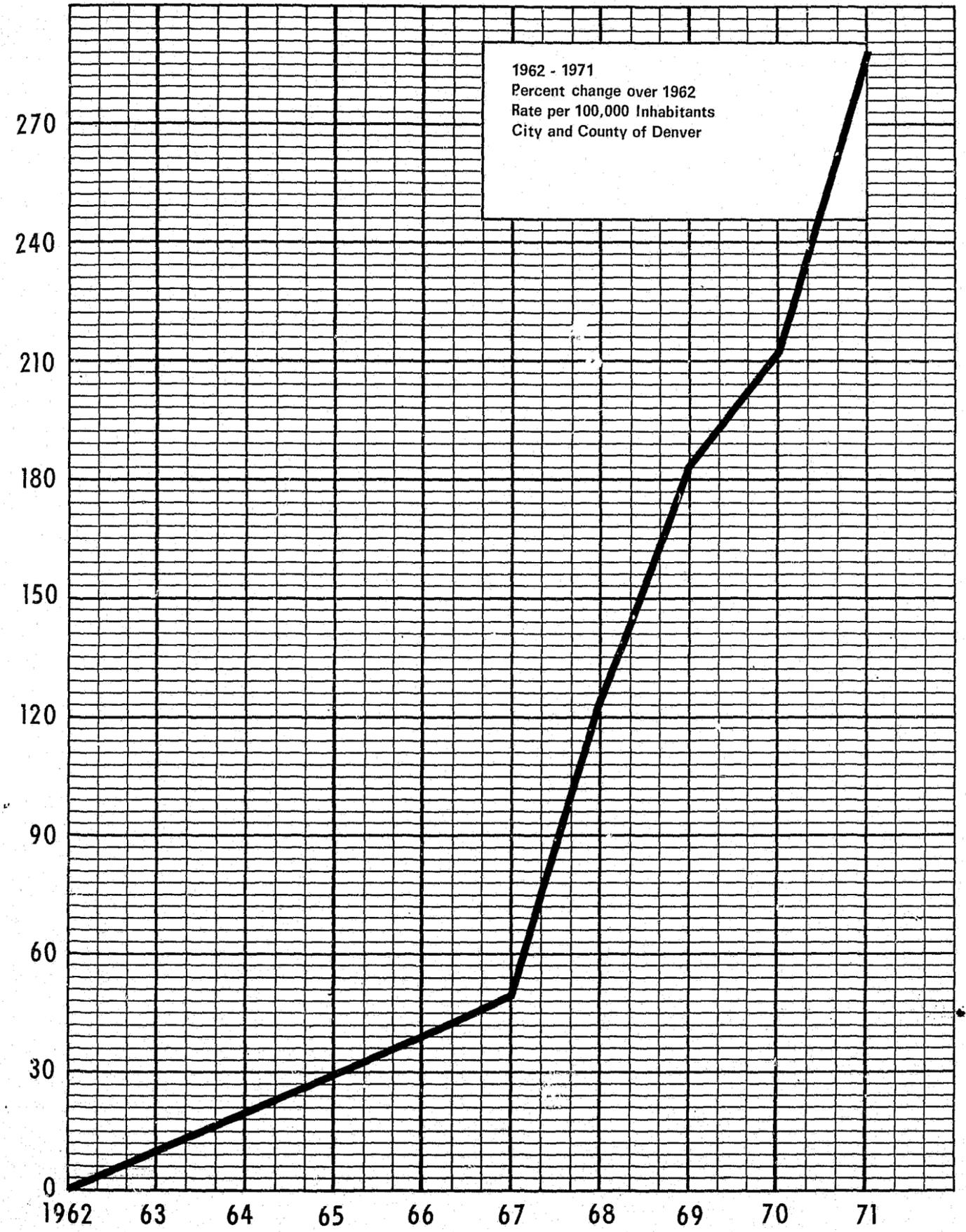
ROBBERY

Graph 5



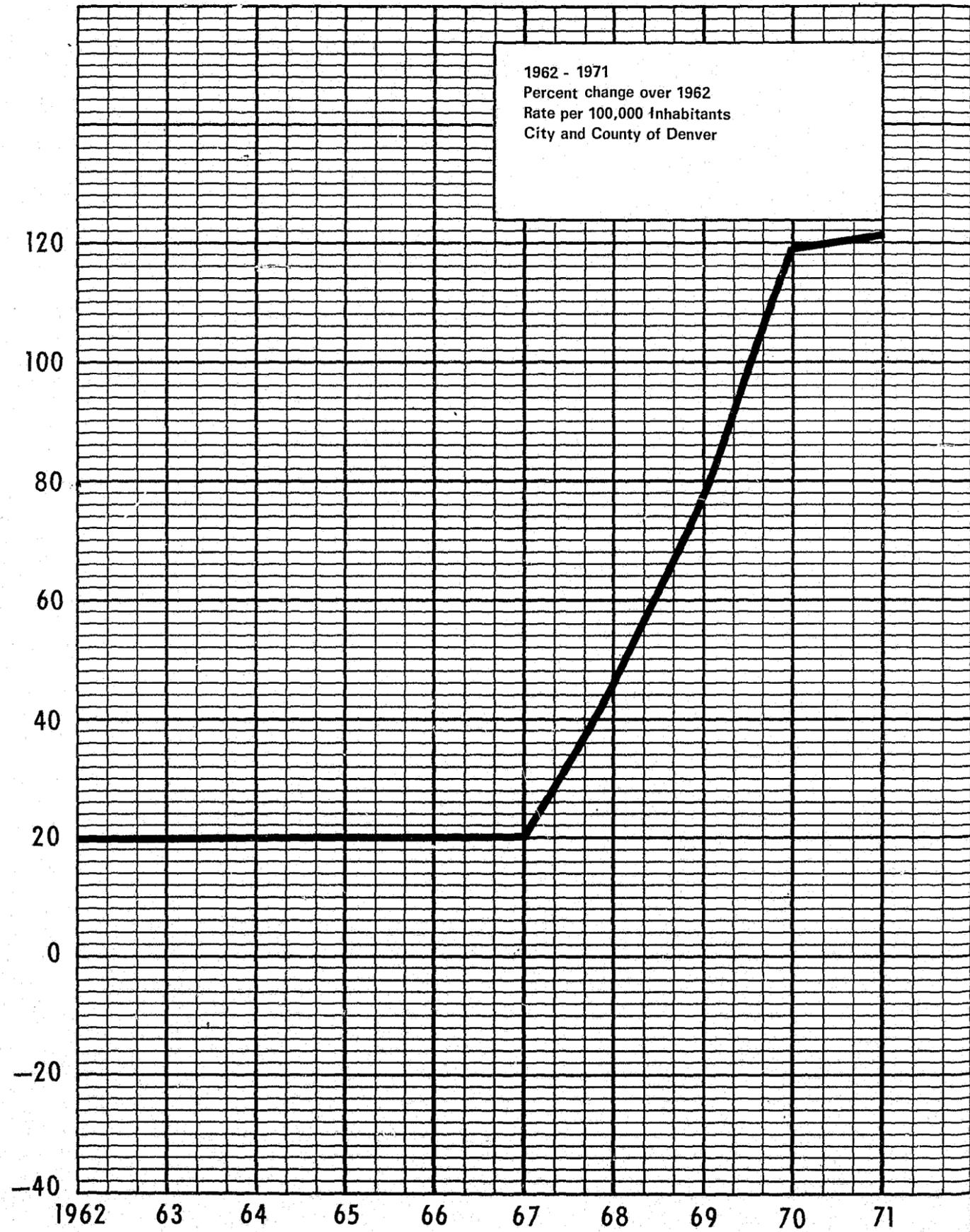
AGGRAVATED ASSAULT

Graph 6



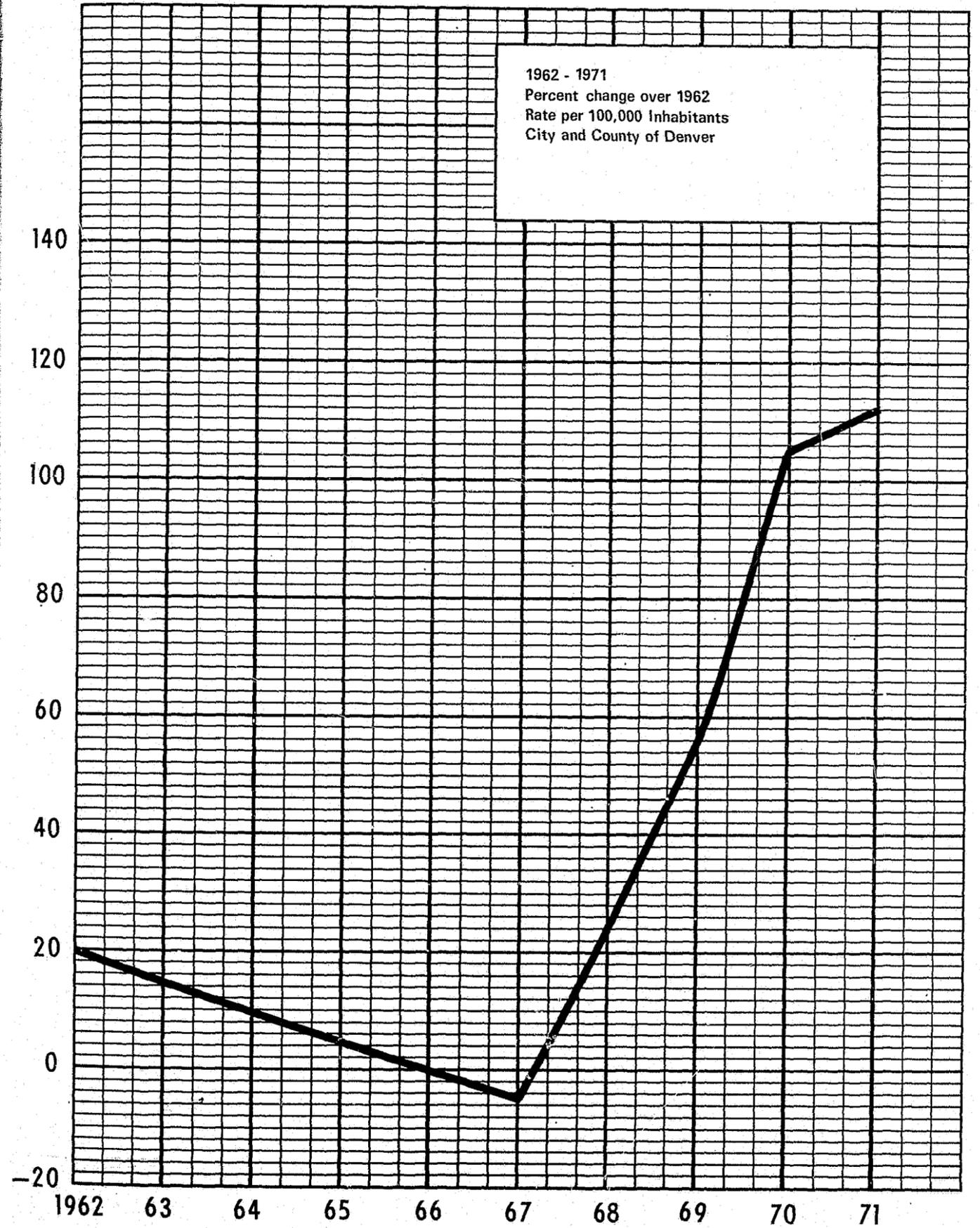
Graph 7

PROPERTY CRIME



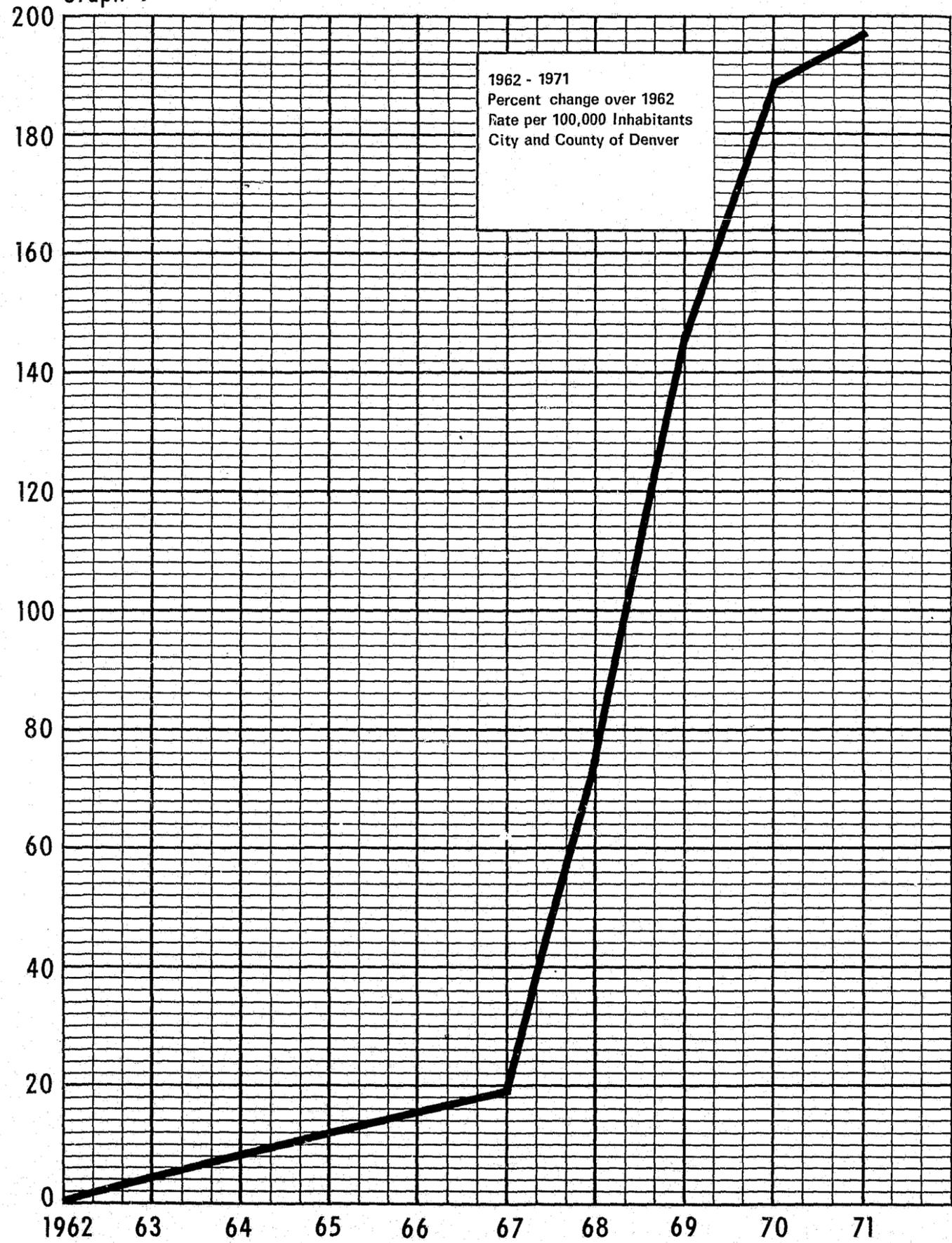
Graph 8

BURGLARY



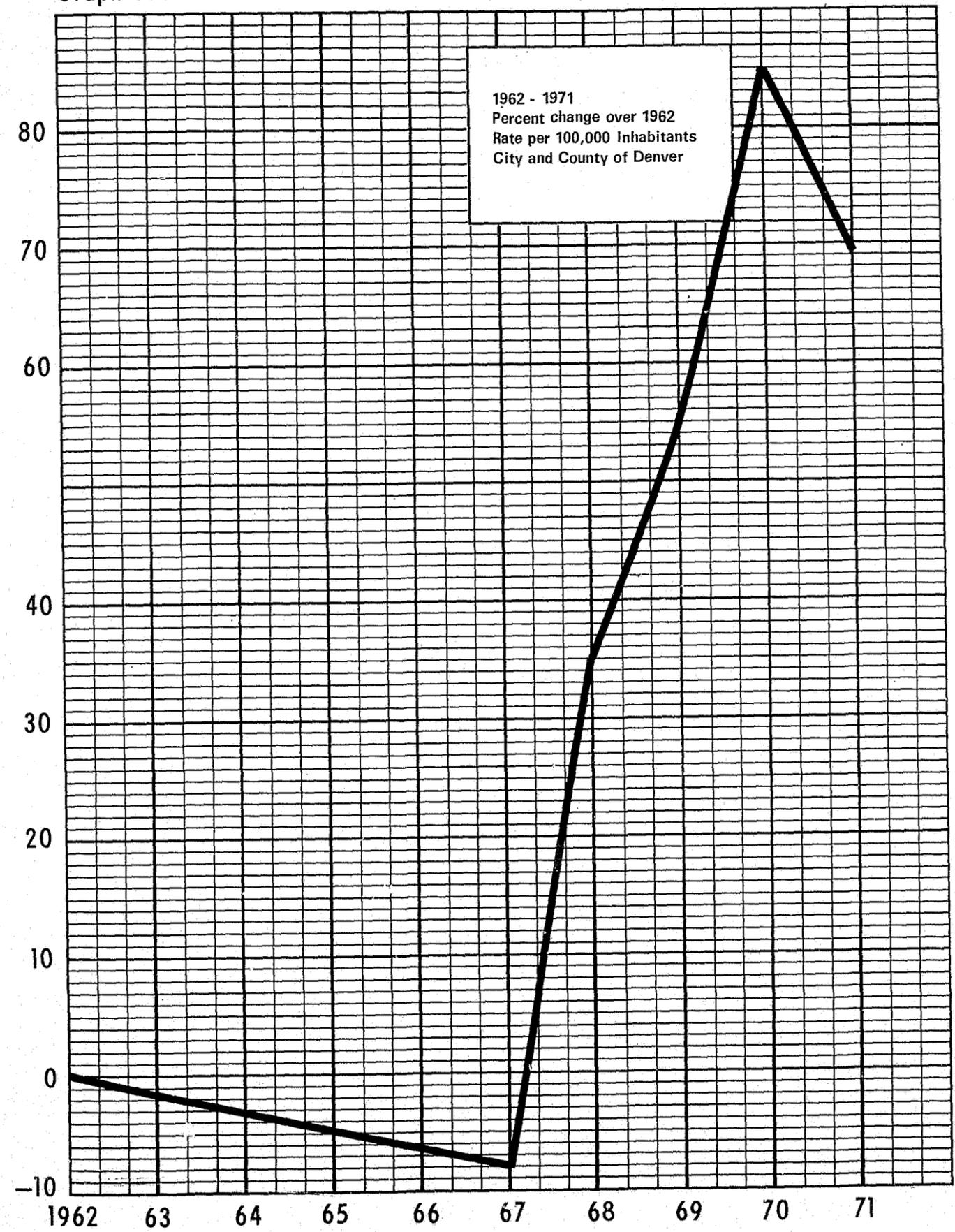
Graph 9

LARCENY (\$50+)



Graph 10

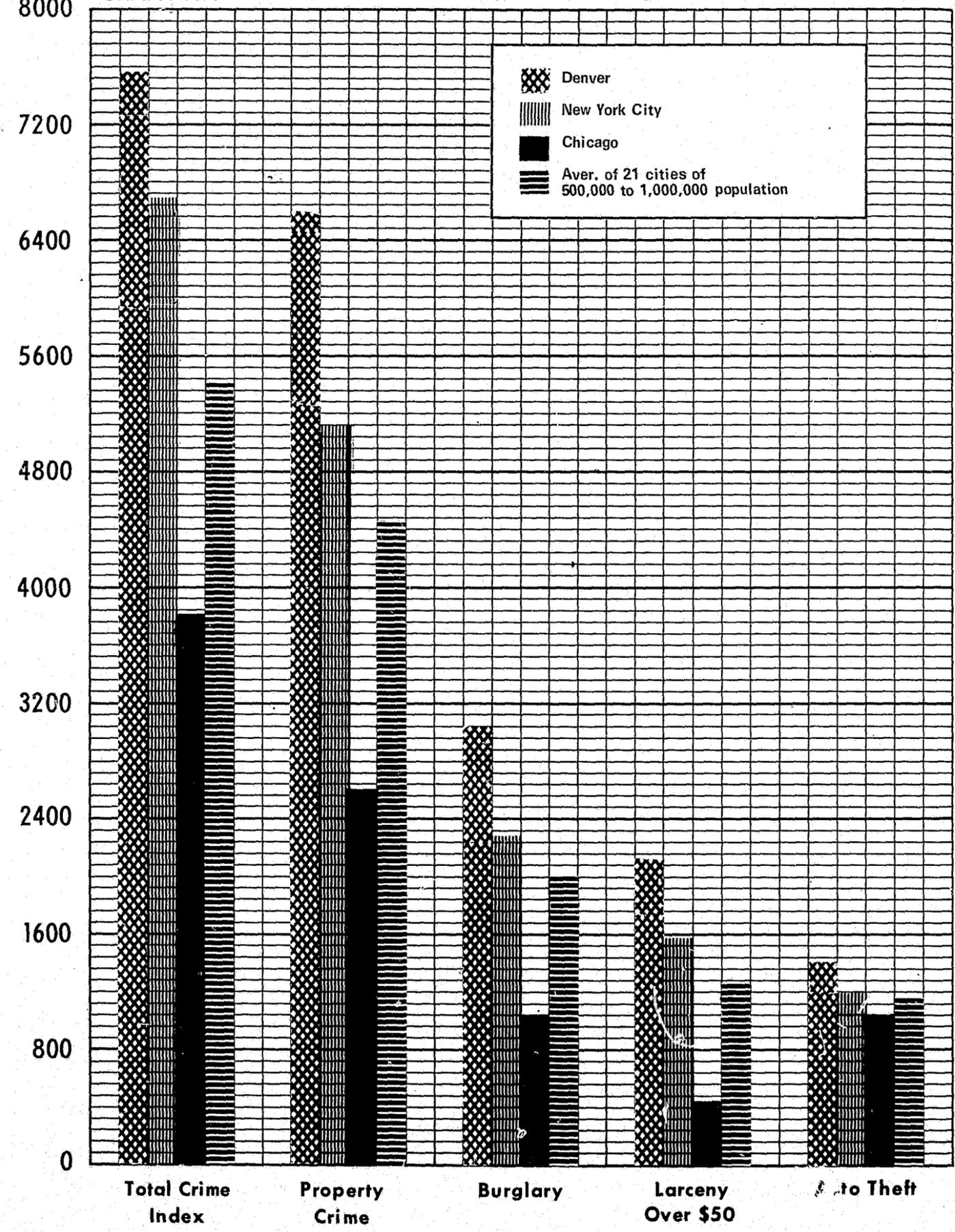
AUTO THEFT



COMPARISON BETWEEN DENVER & OTHER LARGE CITIES

1971 Crime Rates per 100,000 Population

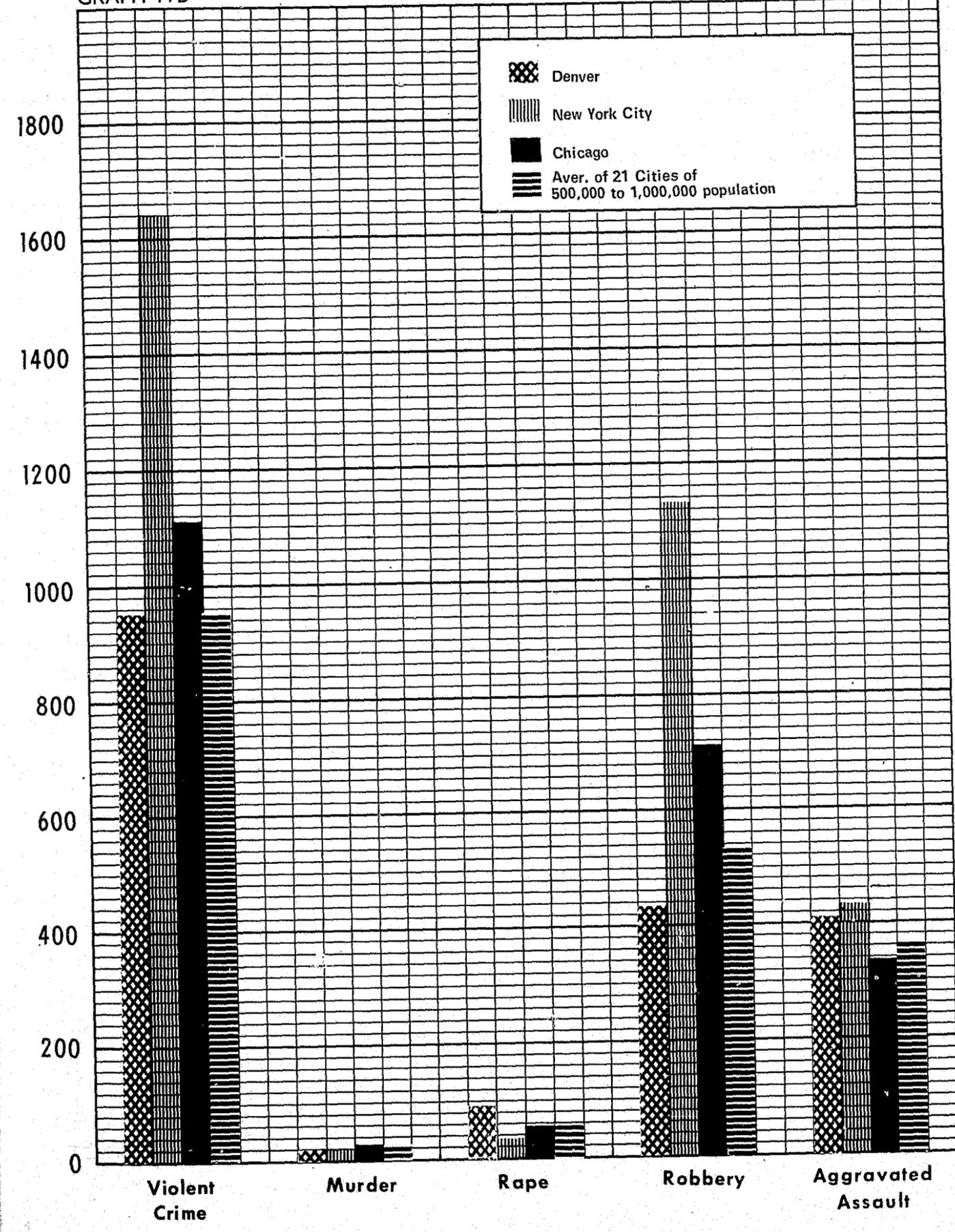
GRAPH IIA



COMPARISON BETWEEN DENVER & OTHER LARGE CITIES

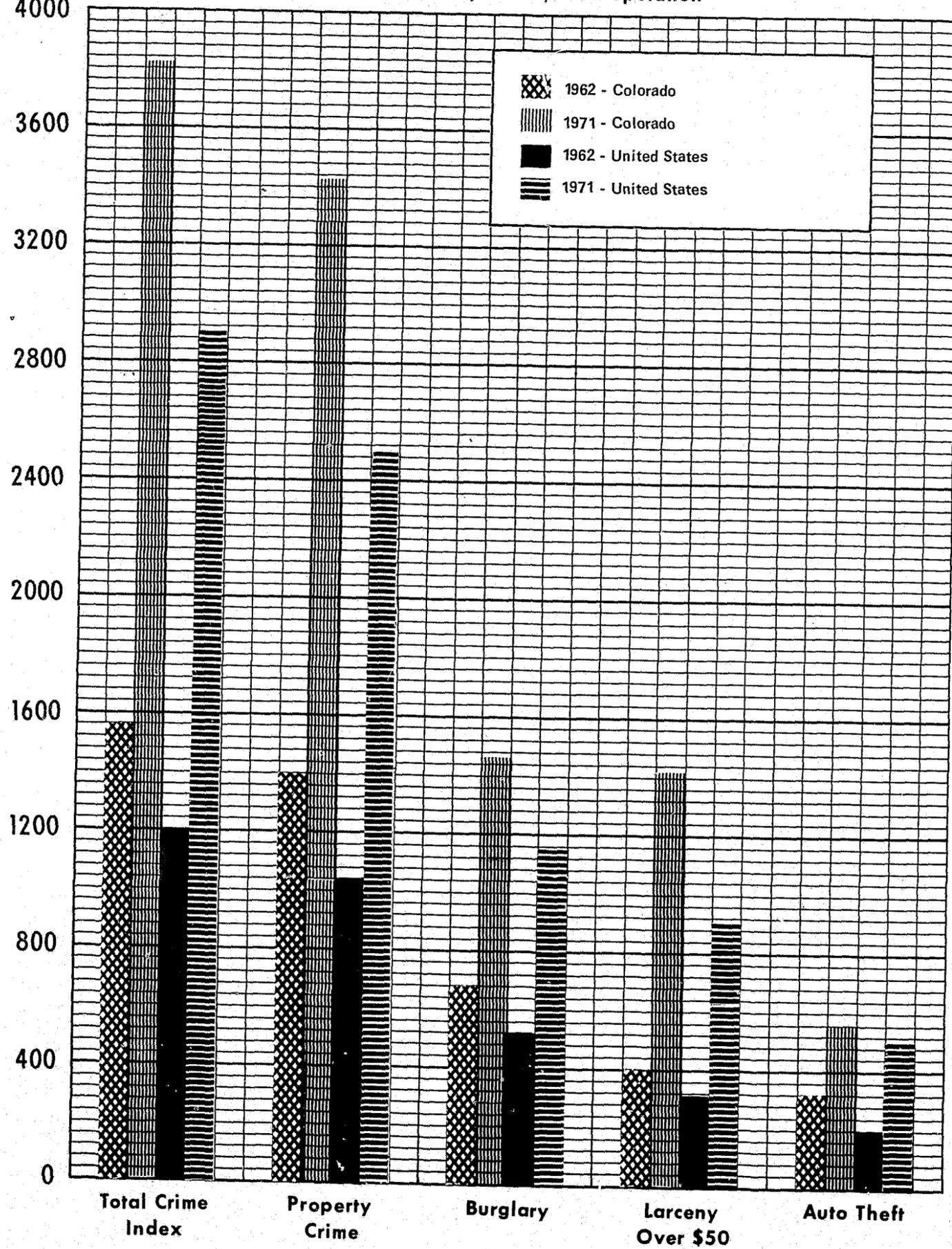
1971 Crime Rates per 100,000 Population

GRAPH IIB



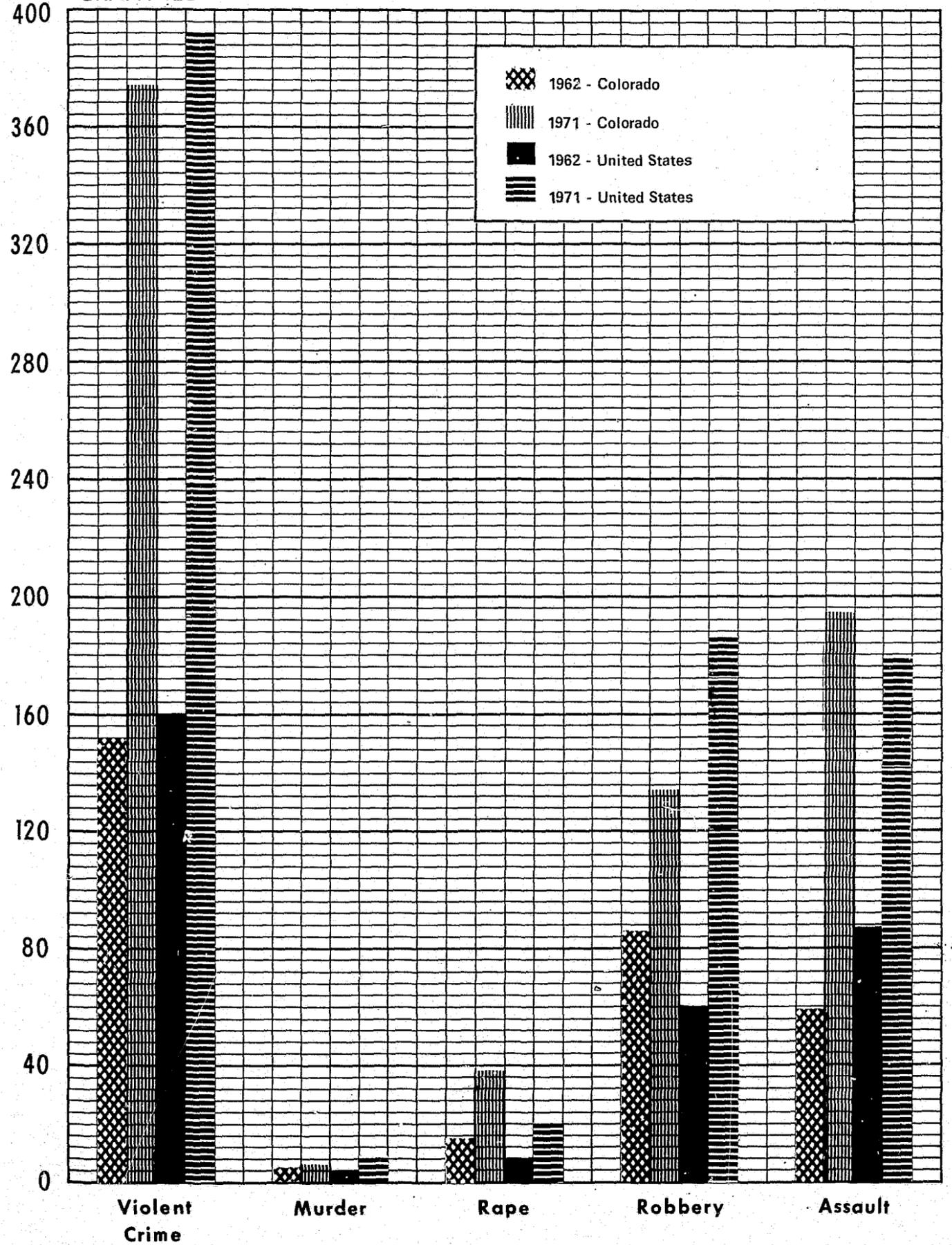
LONG-TERM COMPARISON OF COLORADO & UNITED STATES
Crime Rates per 100,000 Population

GRAPH 12A



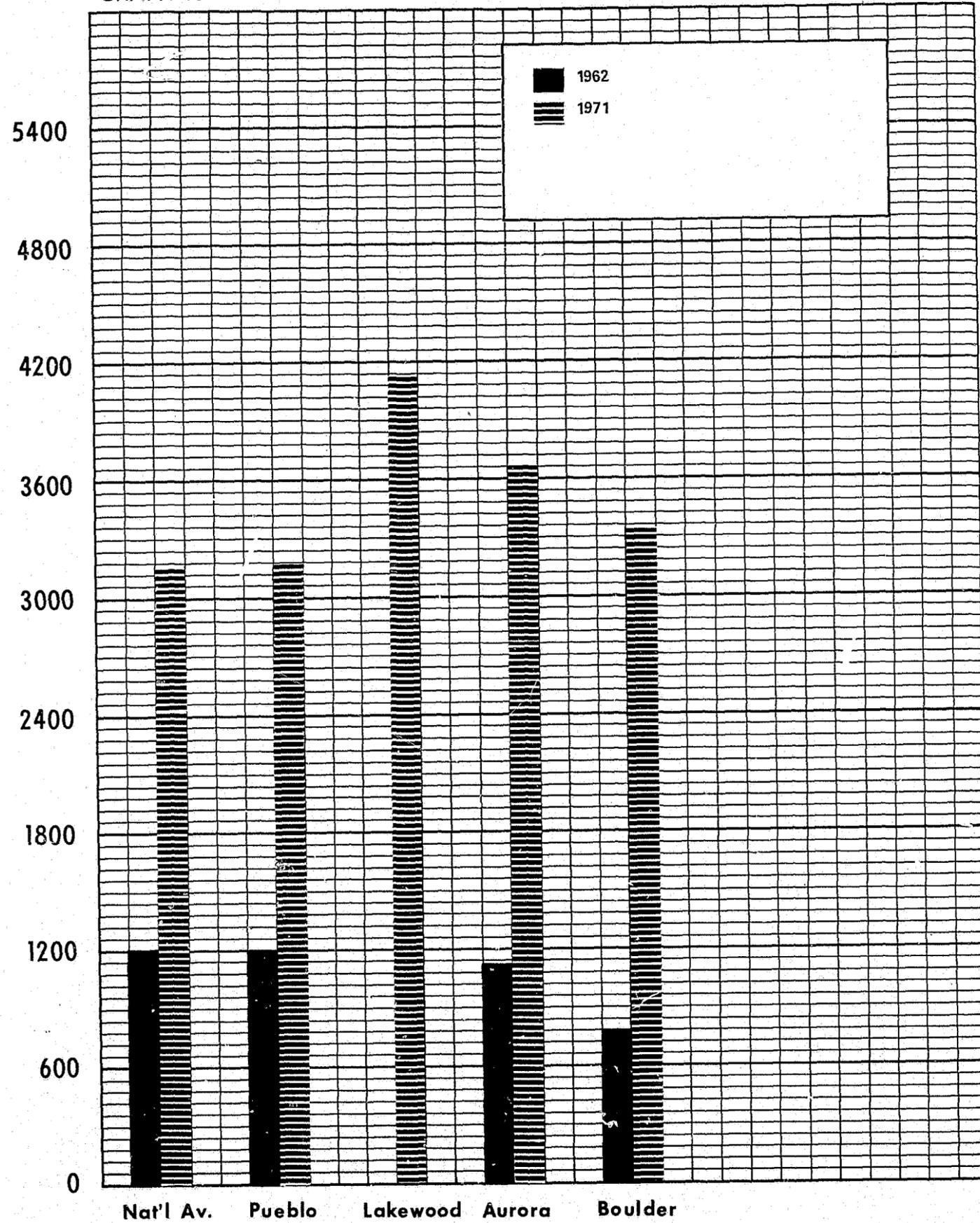
LONG-TERM COMPARISON OF COLORADO & UNITED STATES
Crime Rates per 100,000 Population

GRAPH 12B



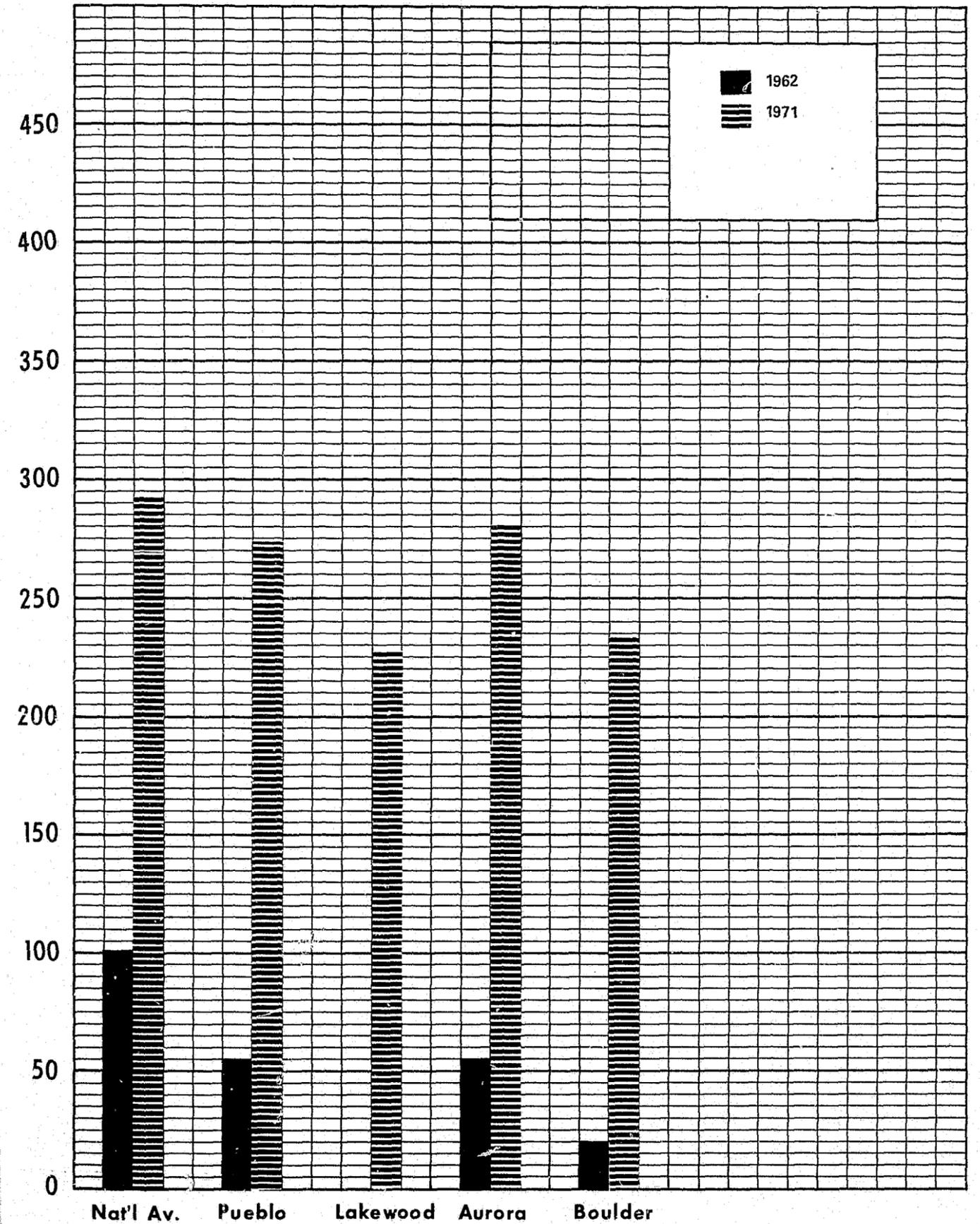
COMPARISON OF CITIES WITH POPULATION OF 50,000 TO 100,000
Crime Index Total - Rate per 100,000 Population

GRAPH 13



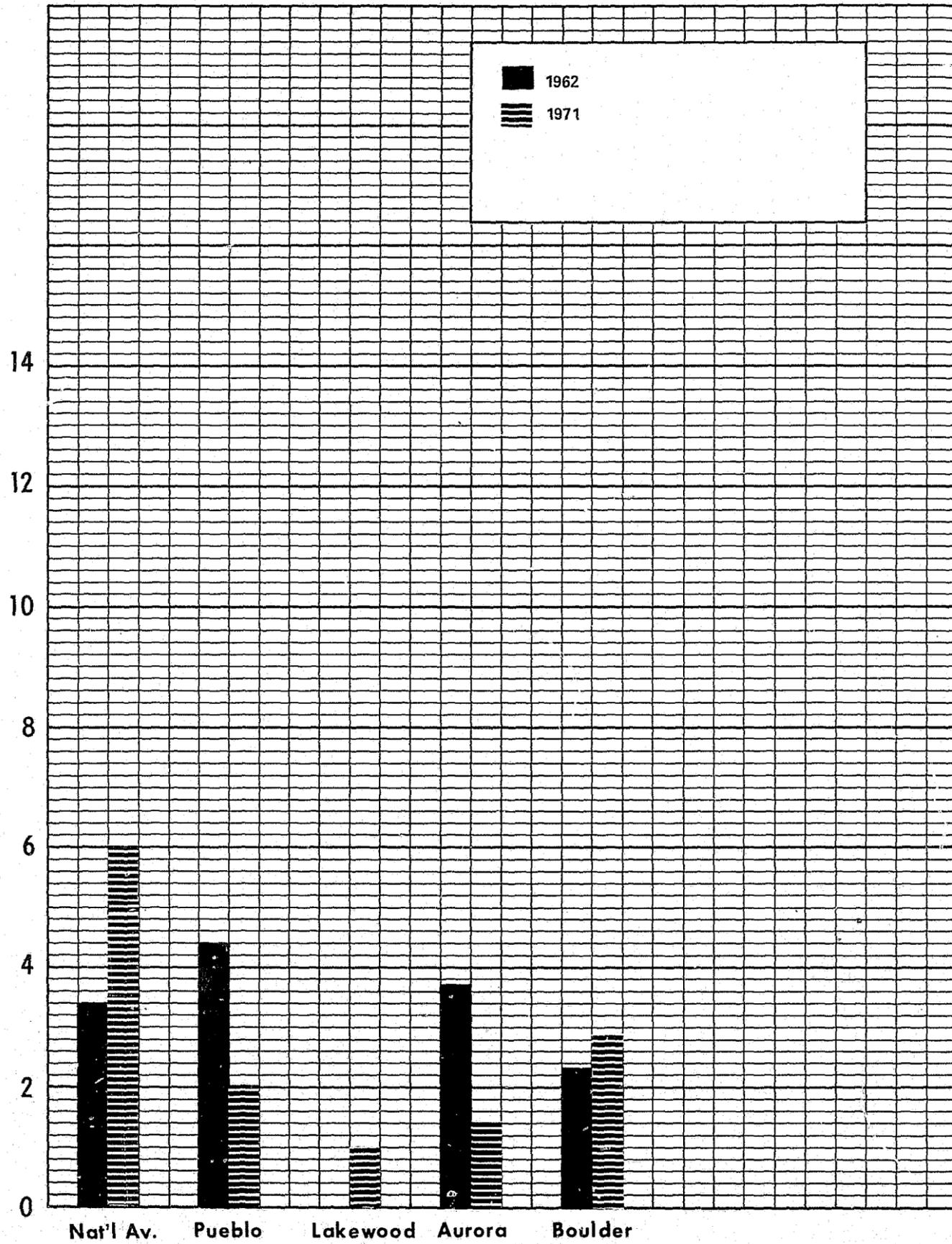
COMPARISON OF CITIES WITH 50,000 TO 100,000 POPULATION
Violent Crime - Rate per 100,000 Population

GRAPH 14



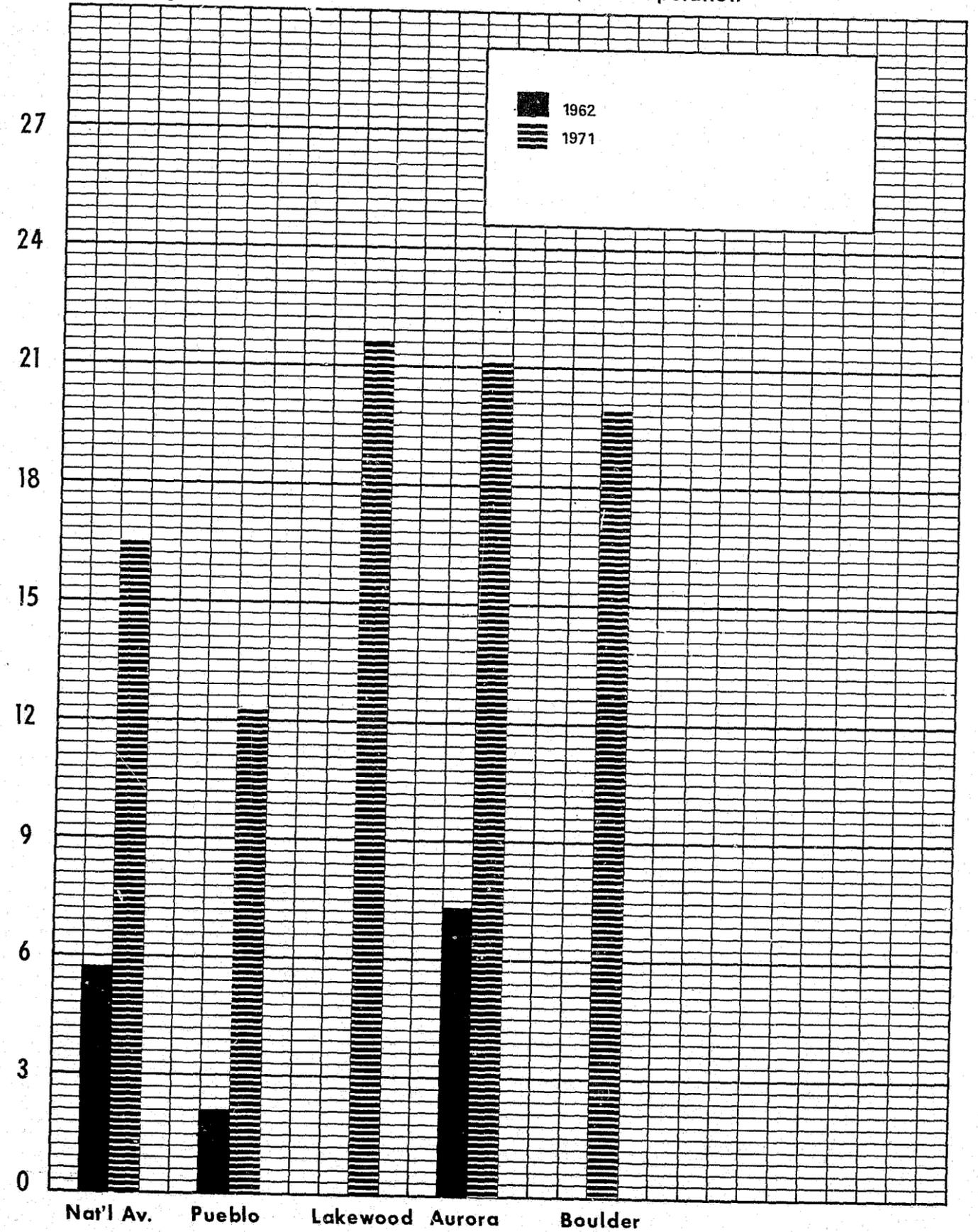
COMPARISON OF CITIES WITH 50,000 TO 100,000 POPULATION
Murder & Non-Neg. Manslaughter - Rate per 100,000 Population

GRAPH 15



COMPARISON OF CITIES WITH POPULATION OF 50,000 TO 100,000
Forcible Rape - Rate per 100,000 Population

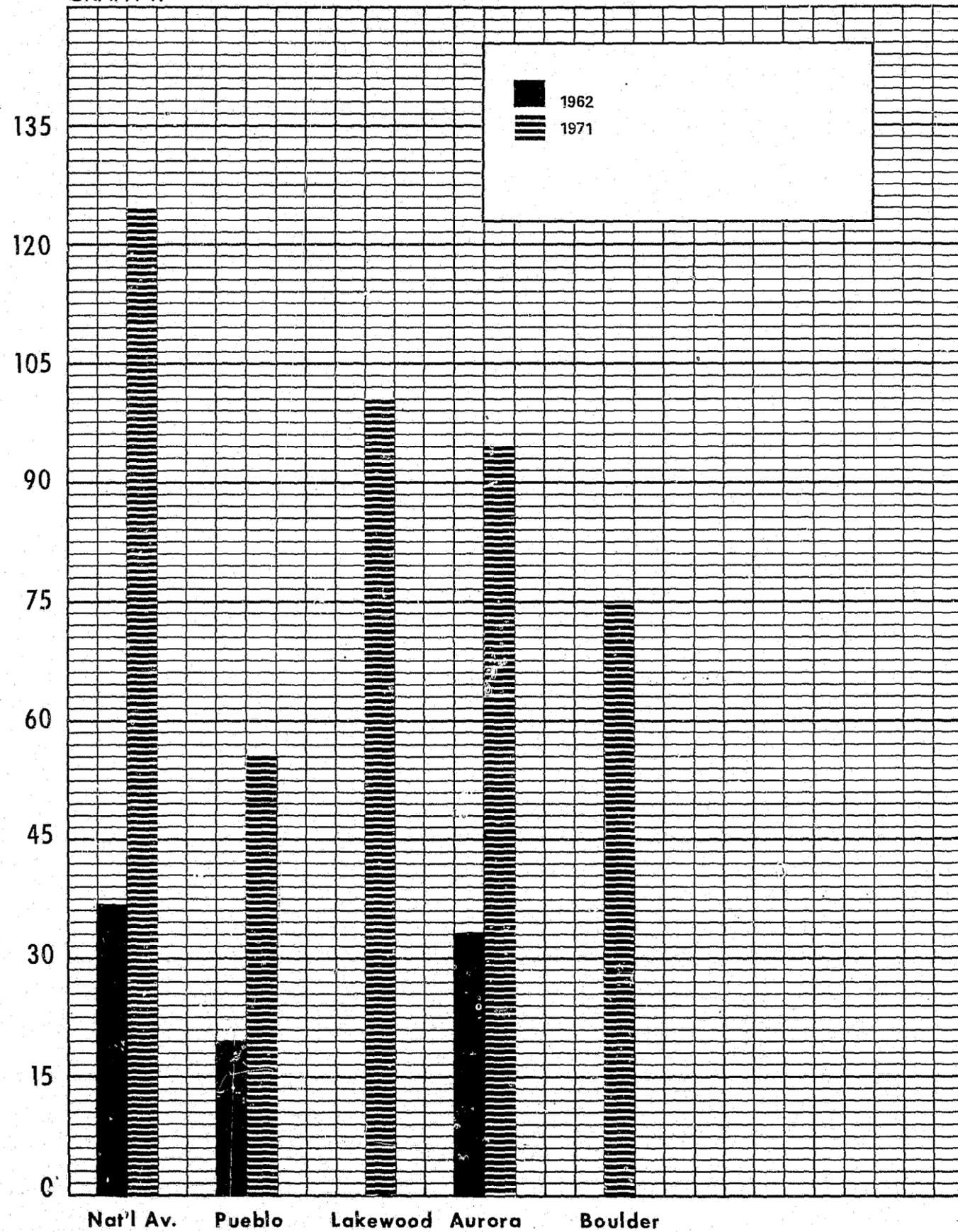
GRAPH 16



COMPARISON OF CITIES WITH POPULATION OF 50,000 TO 100,000

GRAPH 17

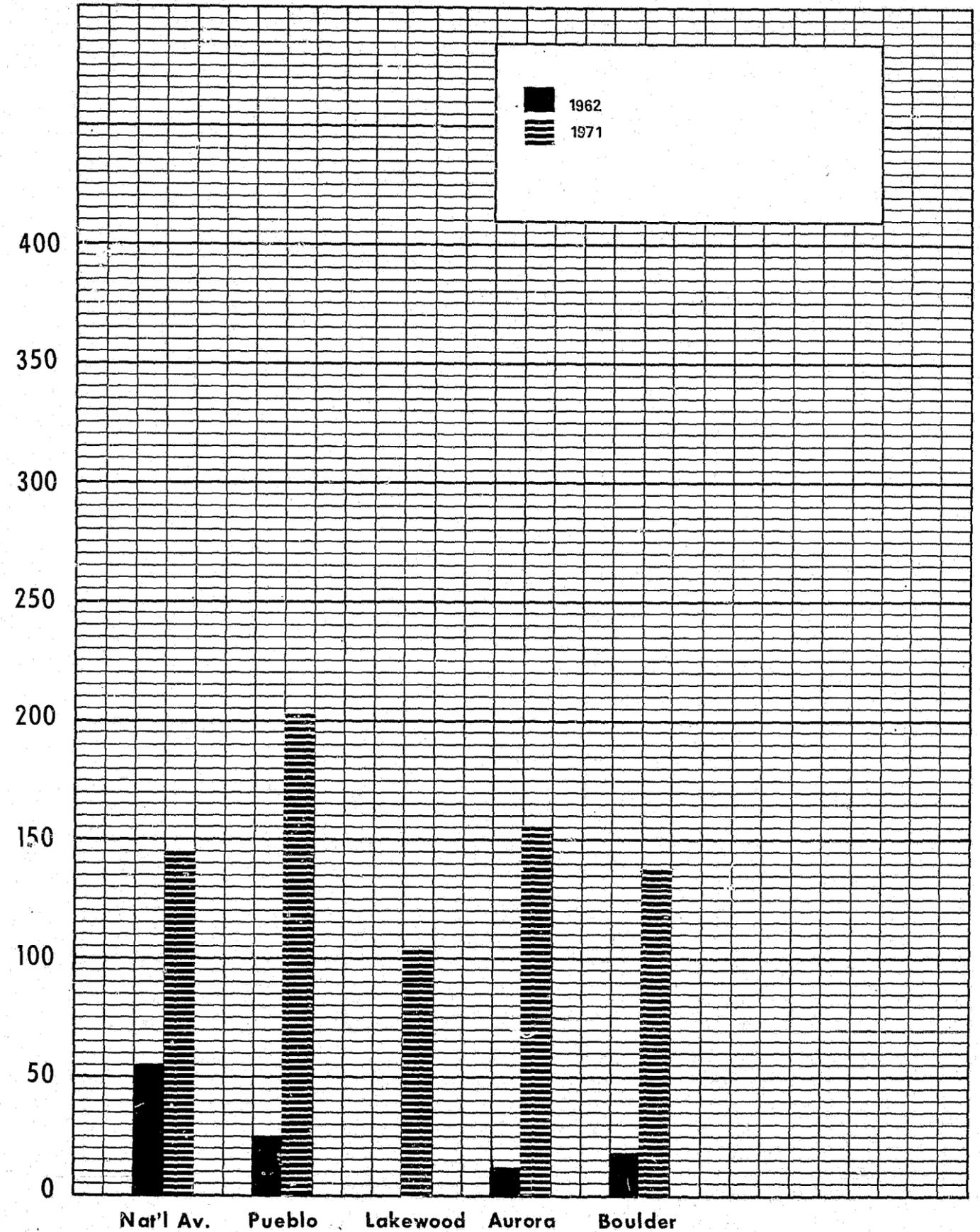
Robbery — Rate per 100,000 Population



COMPARISON OF CITIES WITH POPULATION OF 50,000 TO 100,000

GRAPH 18

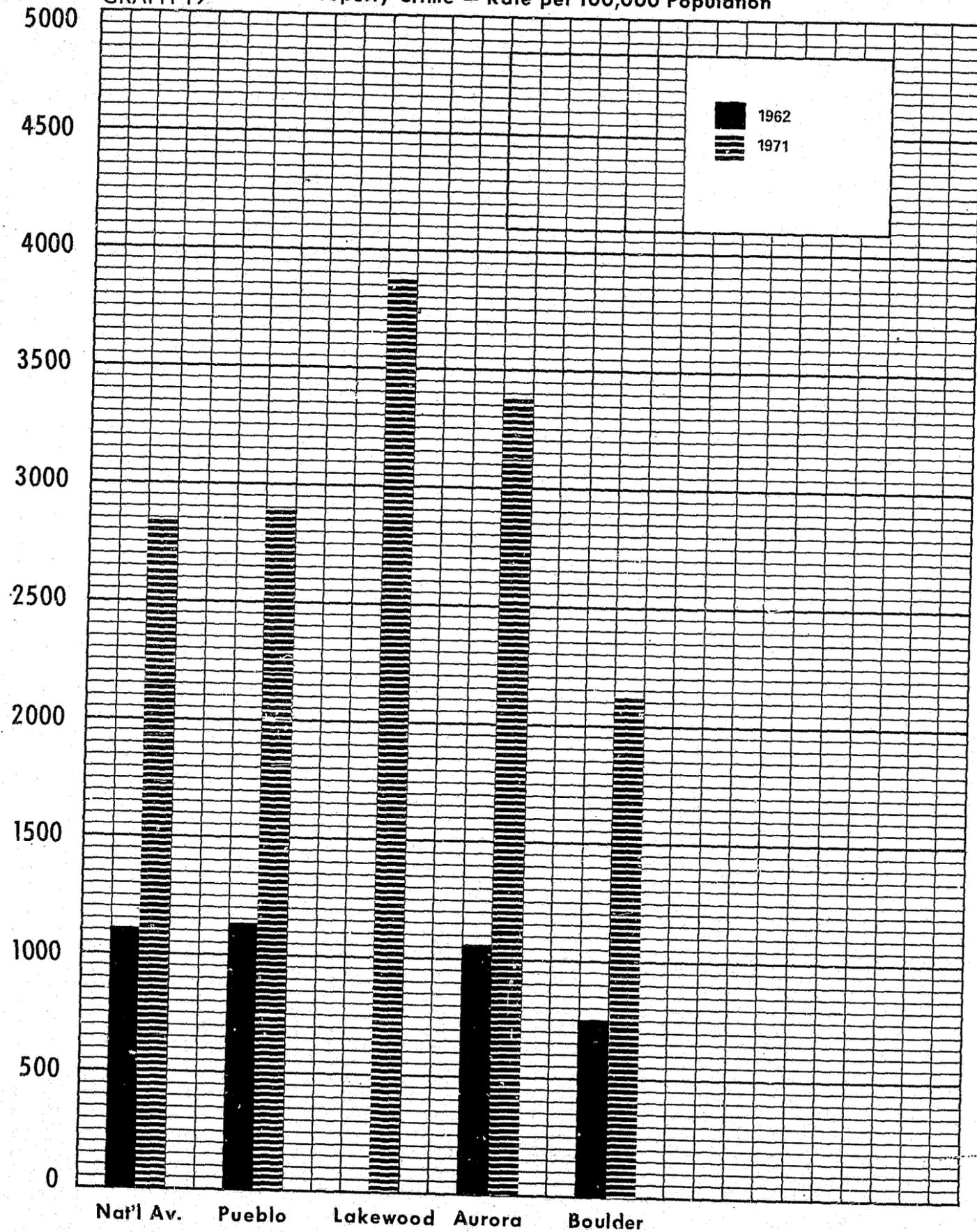
Aggravated Assault — Rate per 100,000 Population



COMPARISON OF CITIES WITH POPULATION OF 50,000 TO 100,000

GRAPH 19

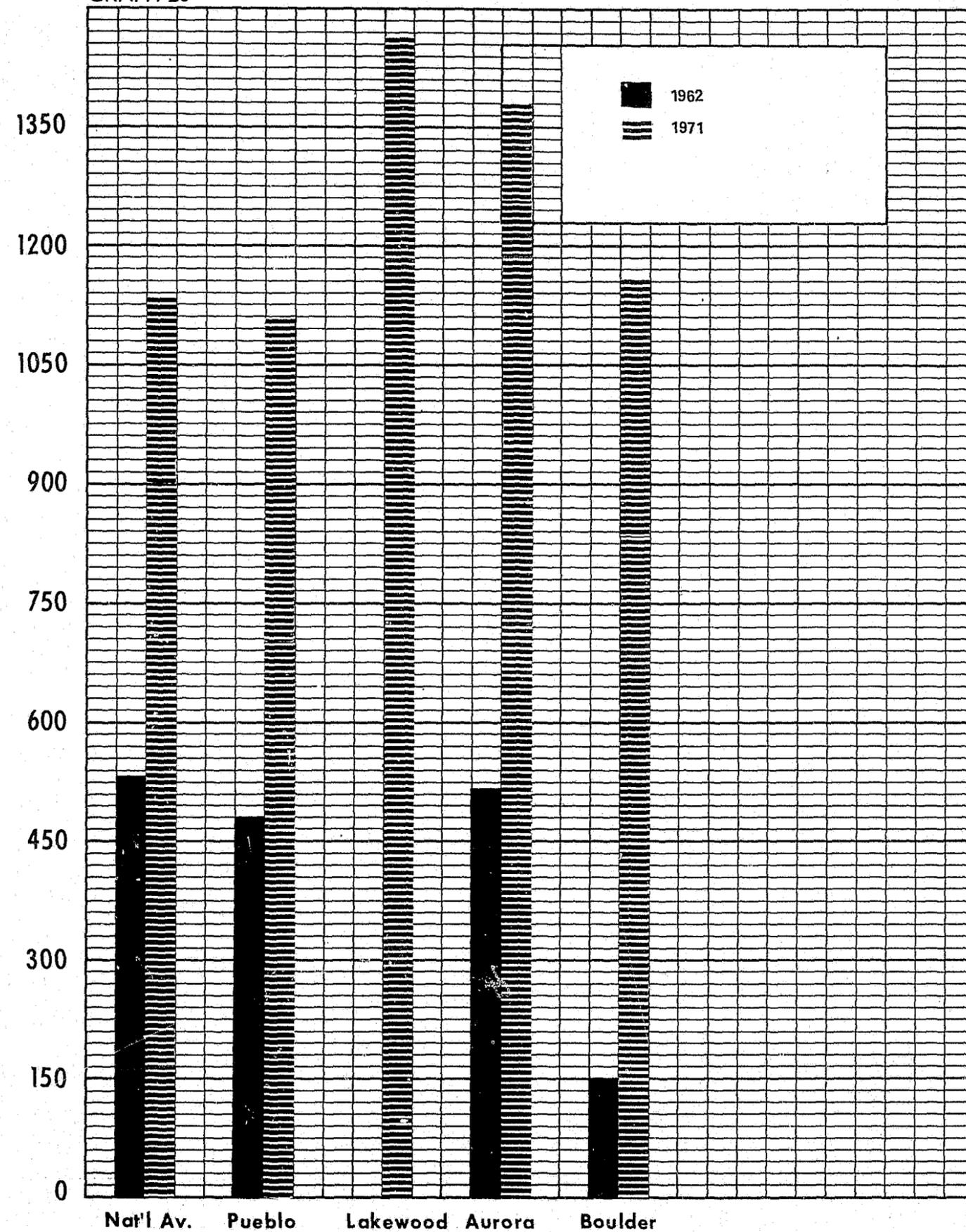
Property Crime — Rate per 100,000 Population



COMPARISON OF CITIES WITH POPULATION OF 50,000 TO 100,000

GRAPH 20

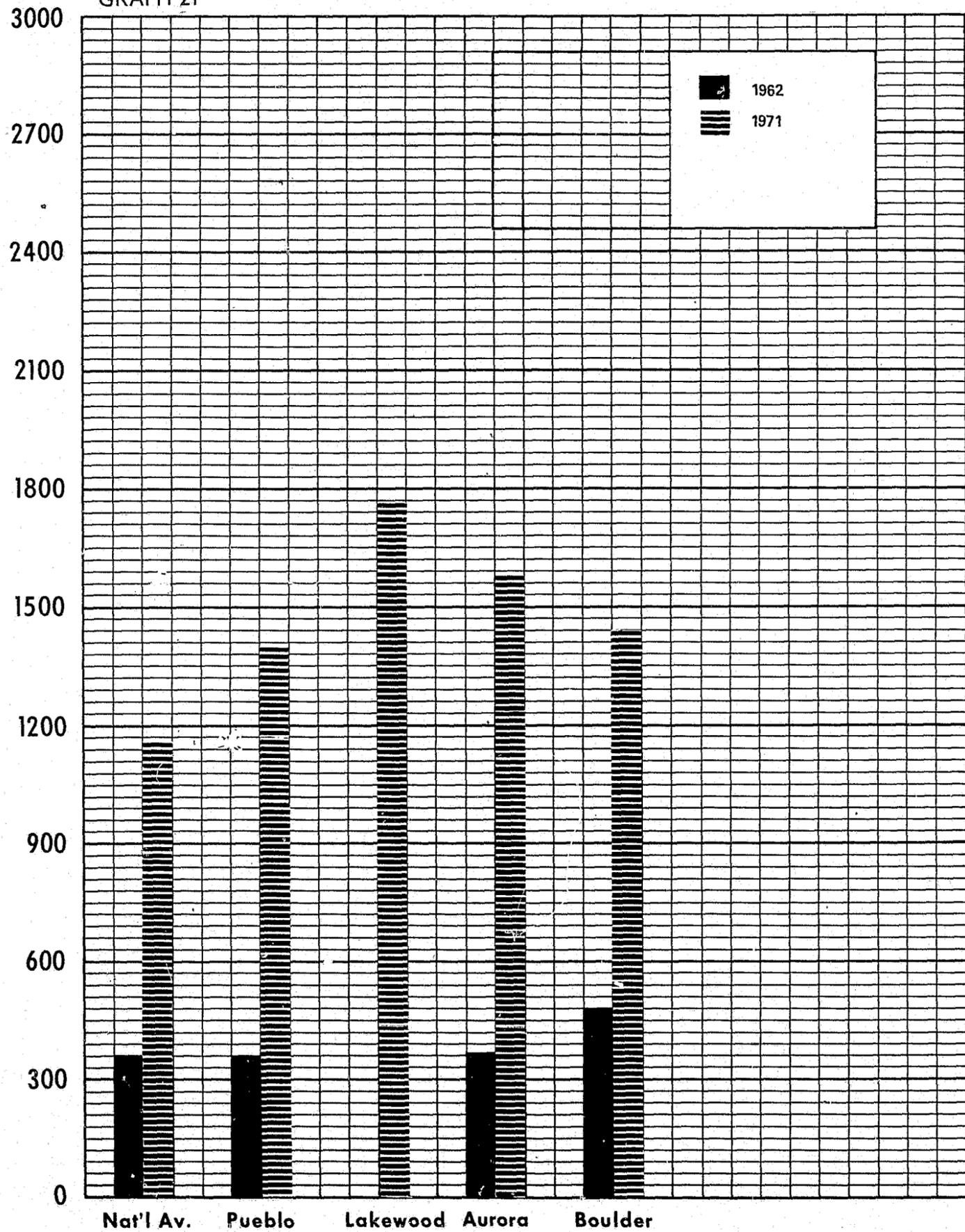
Burglary — Rate per 100,000 Population



COMPARISON OF CITIES WITH POPULATION OF 50,000 TO 100,000

Larceny, \$50 and over—Rate per 100,000 Population

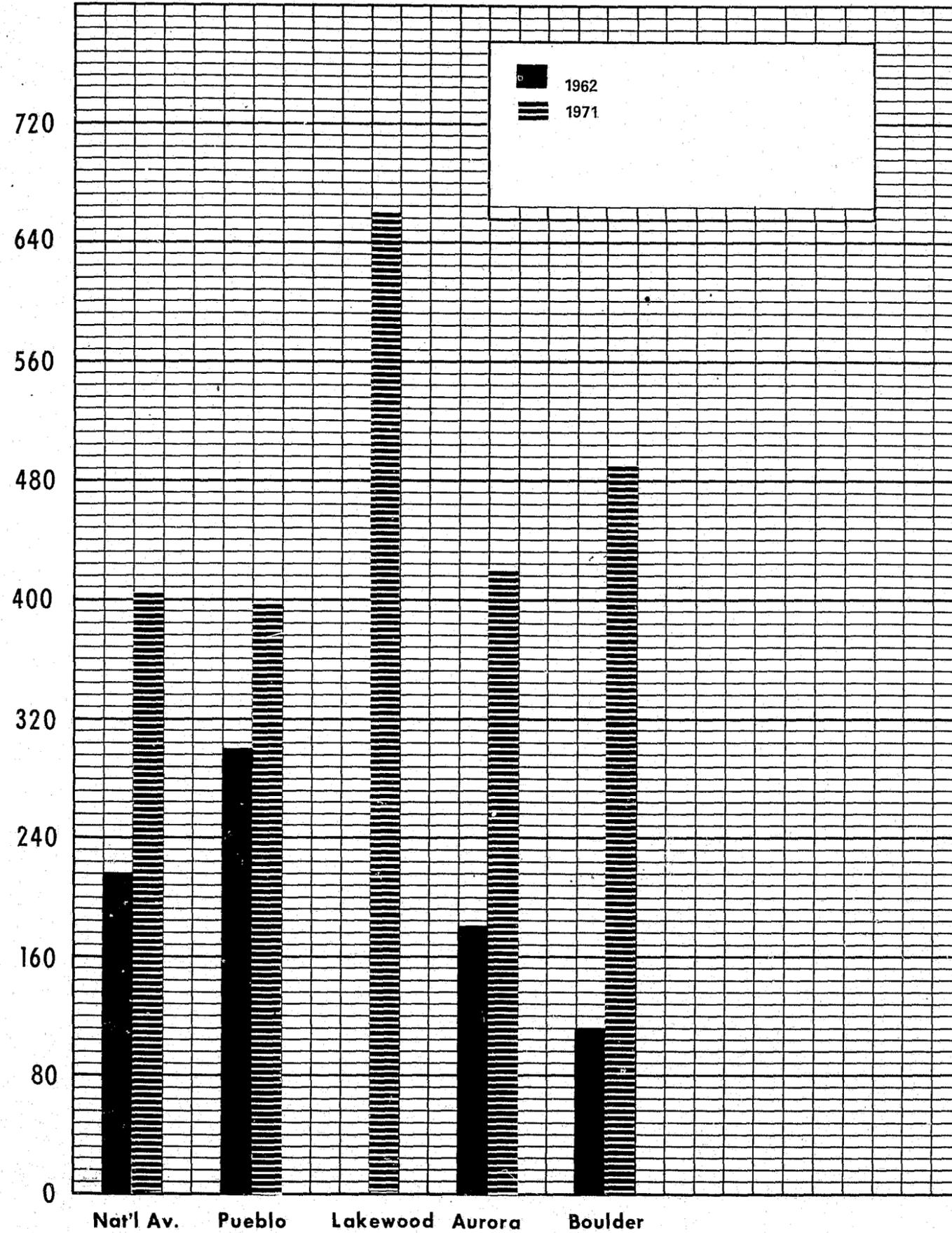
GRAPH 21



COMPARISON OF CITIES WITH POPULATION OF 50,000 TO 100,000

Auto Theft—Rate per 100,000 Population

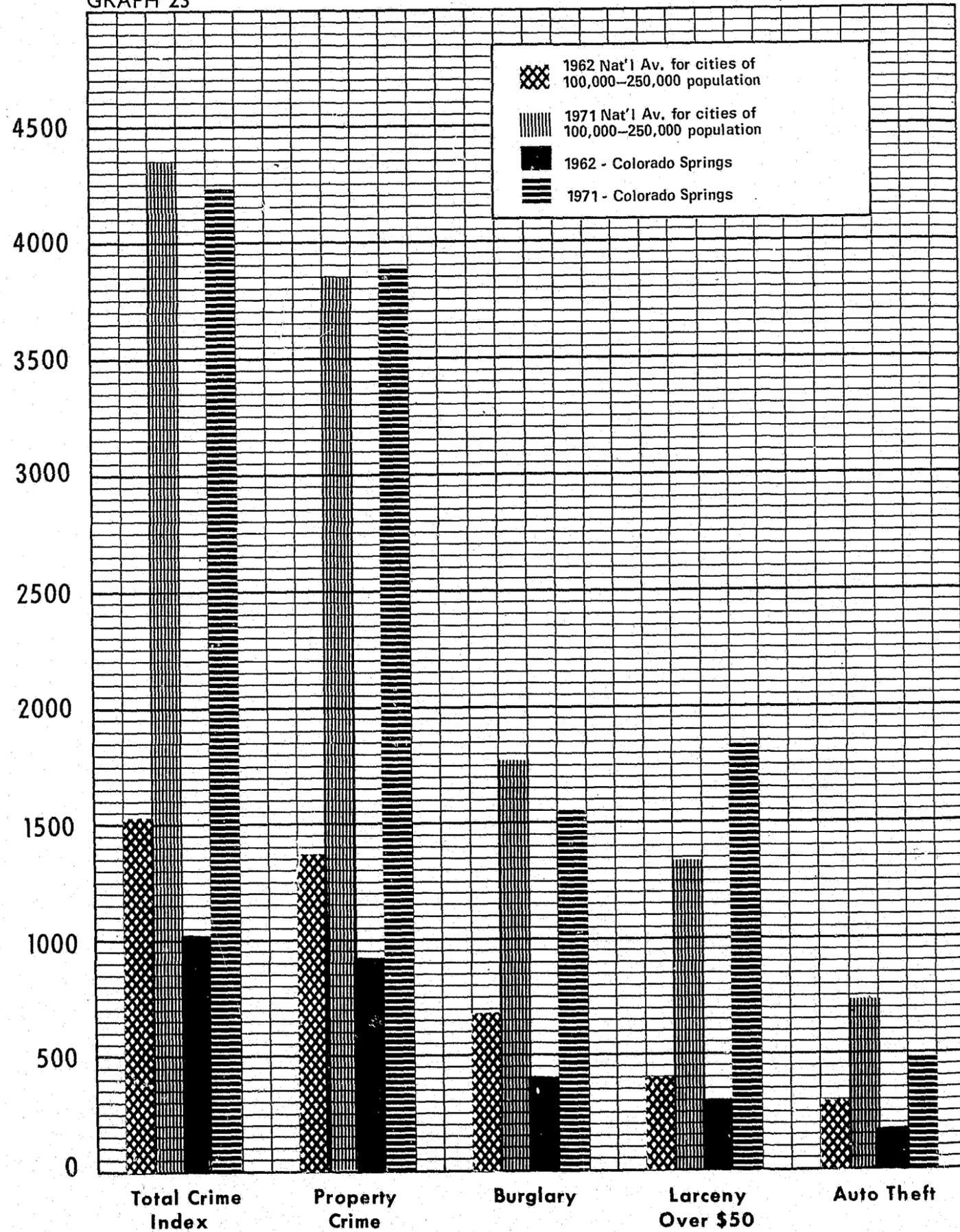
GRAPH 22



LONG-TERM COMPARISON OF CITIES WITH POPULATION OF 100,000 TO 250,000

Crime Rates per 100,000 Population

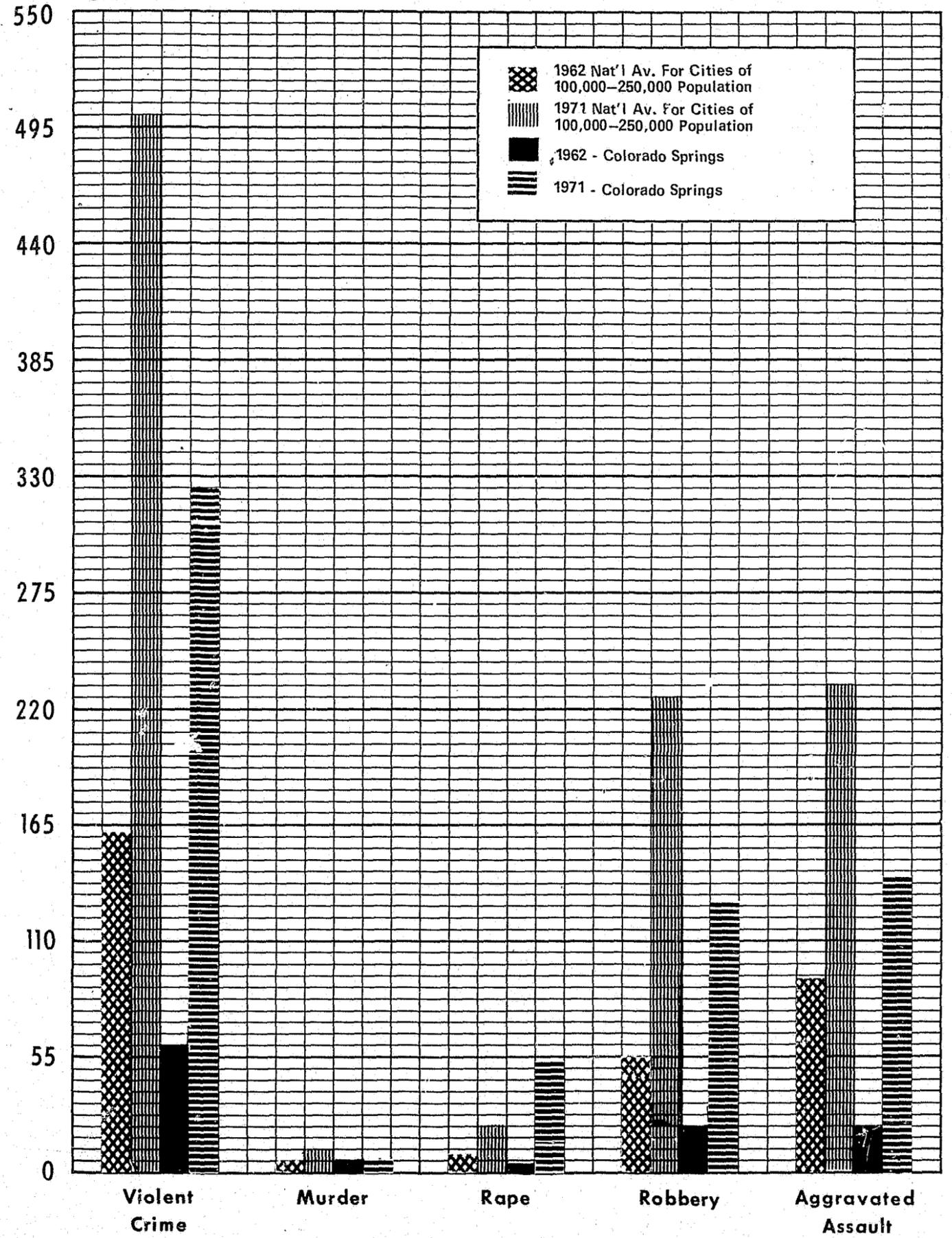
GRAPH 23



LONG-TERM COMPARISON OF CITIES WITH POPULATION OF 100,000 TO 250,000

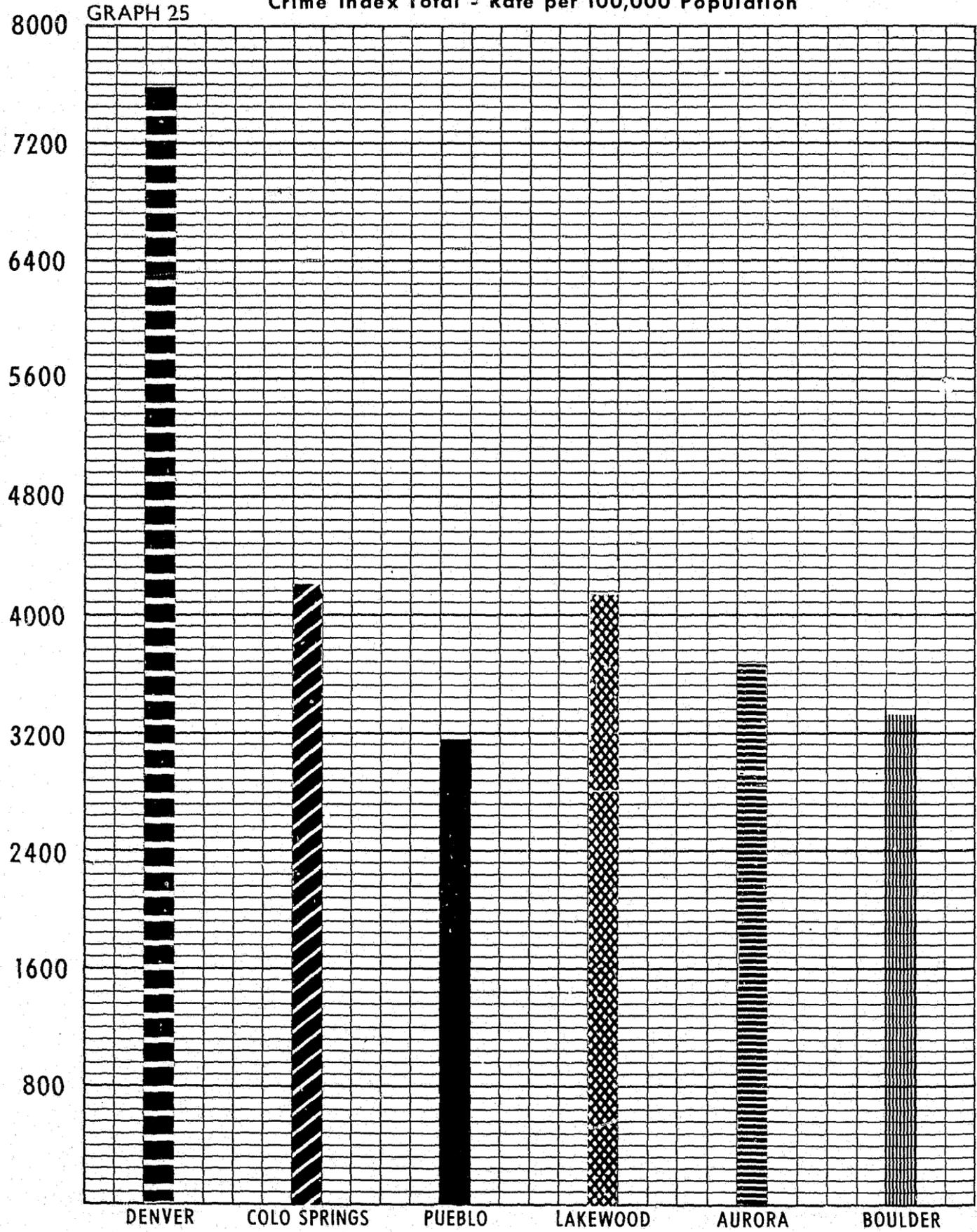
Crime Rates per 100,000 Population

GRAPH 24



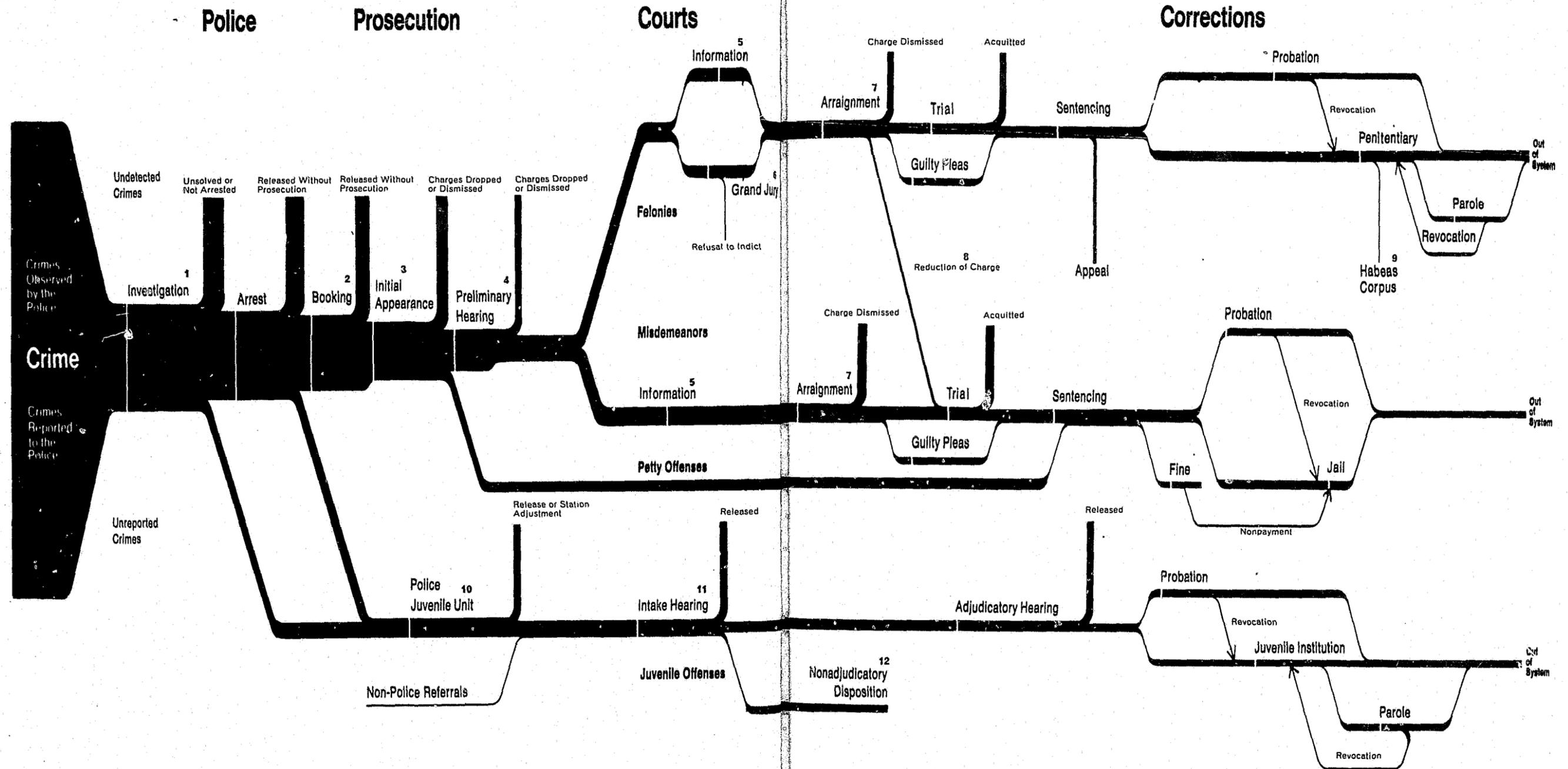
COMPARISON OF ALL CITIES IN COLORADO WITH POPULATION OF 50,000 OR MORE

Crime Index Total - Rate per 100,000 Population



A general view of The Criminal Justice System

This chart seeks to present a simple yet comprehensive view of the movement of cases through the criminal justice system. Procedures in individual jurisdictions may vary from the pattern shown here. The differing weights of line indicate the relative volumes of cases disposed of at various points in the system, but this is only suggestive since no nationwide data of this sort exists.



1 May continue until trial.

2 Administrative record of arrest. First step at which temporary release on bail may be available.

3 Before magistrate, commissioner, or justice of peace. Formal notice of charge, advice of rights. Bail set. Summary trials for petty offenses usually conducted here without further processing.

4 Preliminary testing of evidence against defendant. Charge may be reduced. No separate preliminary hearing for misdemeanors in some systems.

5 Charge filed by prosecutor on basis of information submitted by police or citizens. Alternative to grand jury indictment; often used in felonies, almost always in misdemeanors.

6 Reviews whether Government evidence sufficient to justify trial. Some States have no grand jury system; others seldom use it.

7 Appearance for plea; defendant elects trial by judge or jury (if available); counsel for indigent usually appointed here in felonies. Often not at all in other cases.

8 Charge may be reduced at any time prior to trial in return for plea of guilty or for other reasons.

9 Challenge on constitutional grounds to legality of detention. May be sought at any point in process.

10 Police often hold informal hearings, dismiss or adjust many cases without further processing.

11 Probation officer decides desirability of further court action.

12 Welfare agency, social services, counselling, medical care, etc., for cases where adjudicatory handling not needed.

ART WORK

Pen and ink drawings by William Wilson. Originals available at \$50.00 each from the artist (R.D. No. 1, Voorheesville, New York 02111). Drawings originally appeared in the bi-monthly publication, *Criminal Law Bulletin*. Drawings reproduced by permission of the artist.

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