

CITY AND COUNTY OF DENVER -

HIGH IMPACT  
ANTI CRIME PROGRAM  
1972



NCJRS

SEP 21 1976

ACQUISITIONS

CRIME REDUCTION PLAN

36658

May 1972

CITY AND COUNTY OF DENVER

HIGH IMPACT ANTI-CRIME PROGRAM

1972  
CRIME REDUCTION PLAN

MATERIALS SUBMITTED  
TO  
THE DENVER COORDINATING COUNCIL ON CRIMINAL JUSTICE

ADOPTED  
MAY 3, 1972

1972

## DENVER IMPACT PROGRAM

## GENERAL PROGRAM BUDGET ALLOCATIONS

General Program Category	Estimated Total Cost	Part C Discretionary		Part E Corrections		Reference Page
		LEAA Federal Share	State, Local Matching	LEAA Federal Share	State Local Matching	
A 1 TOTAL	2,186,666			1,640,000	546,666	26
A 1(a)	300,000			225,000	75,000	26
A 1(b)	160,000			120,000	40,000	27
A 1(c)	133,333			100,000	33,333	28
A 1(d)	306,666			230,000	76,666	28
A 1(e)	80,000			60,000	20,000	29
A 1(f)	333,334			250,000	83,334	29
A 1(g)	133,333			100,000	33,333	30
A 1(h)	340,000			255,000	85,000	31
A 1(i)	400,000			300,000	100,000	32
A 2	733,333			550,000	183,333	37
A 3	133,333			100,000	33,333	43
A 4	13,333			10,000	3,333	47
A 5	133,333			100,000	33,333	50
A TOTAL	3,199,998			2,400,000	799,998	
B 1	200,000	150,000	50,000			53
B 2	300,000	225,000	75,000			57
B 3	166,666	125,000	41,666			60
B 4	33,333	25,000	8,333			63
B 5	53,333	40,000	13,333			66

1972

## DENVER IMPACT PROGRAM

## GENERAL PROGRAM BUDGET ALLOCATIONS

General Program Category	Estimated Total Cost	Part C Discretionary		Part E Corrections		Reference Page
		LEAA Federal Share	State, Local Matching	LEAA Federal Share	State Local Matching	
B TOTAL	753,332	565,000	188,332			
C 1	200,000	150,000	50,000			69
C 2	86,666	65,000	21,666			74
C 3	-0-	-0-	-0-			77
C 4	86,666	65,000	21,666			79
C 5	113,333	85,000	28,333			83
C TOTAL	486,665	365,000	121,665			
D 1	400,000	300,000	100,000			88
D 2	133,333			100,000	33,333	92
D TOTAL	533,333	300,000	100,000	100,000	33,333	
E TOTAL	26,672	20,000	6,672			95
F	-0-	-0-	-0-			99
PROGRAM TOTALS	5,000,000	1,250,000	416,669	2500,000	833,331	

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## REGIONAL CLEARINGHOUSE REQUIREMENTS

### ACCORDING TO

### BUREAU OF THE BUDGET CIRCULAR A-95

#### STATEMENT OF COMPLIANCE

Pursuant to requirements set forth by the Office of Management and Budget Circular A-95, revised February 9, 1971, and in accordance with regulations for a planning, notification, and review system prescribed by Section 204 of the Demonstration Cities and Metropolitan Development Act of 1966, The Intergovernmental Cooperation Act of 1968, and the National Environmental Policy Act of 1969, The Denver High Impact Anti-Crime Program issues the following statement of compliance:

The 1972 Crime Reduction Plan for the City and County of Denver has been submitted to the Denver Regional Council of Governments on May 15, 1972 for review and comment.

The Denver High Impact Anti-Crime Program will comply with A-95 procedures and, in addition makes the following statement insofar as environmental impact is concerned.

The general content of the Crime Reduction Plan is that of enhancing the safety of the citizens of Denver against criminal victimization and the general improvement of criminal justice services. The plan allocates Law Enforcement Assistance Administration Part C and Part E grant monies made available through the State criminal justice planning agency to the City of Denver for the implementation of activities defined for action within the Plan. The activities to be implemented involve juvenile and adult offender rehabilitation, crime prevention, detection, and criminal apprehension, manpower development, research, automated data processing, public education, community involvement in criminal justice processes, capital construction, renovation and equipment acquisition to further the objectives of any or all of the above.

To the extent that acquisition, renting, leasing or construction of facilities require or involve the use of herbicides or insecticides or any other type of control that might have a significant environmental impact, the individual project applications so related will be referred to either regional, metropolitan, or State clearinghouse. This action cannot be taken prior to the receipt of specific grant applications inasmuch as the Impact Program will not know until that time whether such activity has the potential for environmental impact.

It is the opinion of the High Impact Anti-Crime Program that the Plan as generally described herein, does not have detrimental environmental impact. In the event that there is a questionable project grant application insofar as compliance with Section 102(2)(c) of the National Environmental Policy Act such grant application will be submitted to the Regional Office of the Law Enforcement Assistance Administration for review and determination that an environmental impact statement is necessary.

Any application for grants or subcontracts involving construction, purchase, lease or alteration of physical facilities will include a draft environmental statement as required by Section 102(2)(c) of the National Environmental Policy Act or a declaration that the proposed action will not have a significant impact on the environment.



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# DENVER COORDINATING COUNCIL ON CRIMINAL JUSTICE

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## INTRODUCTION

The major objective of the Impact Program is to affect a tangible reduction in the incidence of certain stranger to stranger target crimes, namely burglary, robbery, rape and assault, within the City and County of Denver. More specifically, the program is charged with halting the increase of these crimes and to achieve a five percent (5%) reduction in two (2) years and a twenty percent (20%) decrease in five (5) years.

The magnitude of the task becomes clear in light of currently reported crime incident trends. In the five (5) year period from 1967 through 1971, Denver has experienced dramatic increases in stranger to stranger crimes and burglary. Assault has risen 157%, robbery 146%, burglary 135%, and rape 94%.

In order to marshal optimum benefit from all available resources, the historical development of the Impact Program has engendered a unique Federal, State and City partnership, seldom achievable in many Federally-sponsored, State-monitored, City-administered grant programs. Not only is the organizational structure of three (3) levels of government in partnership unique, but the theoretical approach to combating the target crimes is direct and innovative. Crime reduction will be addressed from a "crime specific" point of view. The program will focus on three (3) basic factors which must be taken into consideration in the study of criminal acts: the offender, the victim, and the environment. These

three (3) considerations will be in terms of response of the criminal justice system to the crime problem; that is, prevention and deterrence, detection and apprehension, adjudication, and post-adjudication processes. In every case, the nature and elements of the specific target crimes will provide direction for project intervention actions to be taken within the community and the criminal justice system.

The Impact Program is mandated to facilitate the lessons learned in any one City to be transferred to others in order to provide them with greater insights into possible approaches to their particular crime problems. To achieve this goal, a variety of data collection requirements have been imposed upon the Impact Program and the results of the research projects conducted within Impact Cities will be analyzed and assessed for its usefulness to other communities. LEAA will evaluate applicability of the findings, package them, and actively disseminate the materials in a form that will permit their most effective use.

To provide a meaningful framework for addressing the problem of stranger to stranger crimes and burglary, it is necessary to define the key dimensions of the problem. For this purpose, five (5) areas of program focus have been identified:

1. Focus on assault, burglary, rape and robbery offenders and those most likely to commit these crimes;

2. Focus on assault, burglary, rape and robbery victims and those most likely to become these victims;
3. Focus on the environment or setting in which assault, burglary, rape and robbery occur or are most likely to occur including social and physical aspects;
4. Focus on the responsiveness of the criminal justice system relative to the prevention and control of assault, burglary, rape and robbery, and,
5. Focus on the community role including social and public organizations with respect to preventing and controlling assault, burglary, rape and robbery.

The crime specific thrust of the program does not preclude efforts directly or indirectly geared to reducing other related crime problems, but it does demand that every project effort have a relationship to an ultimate impact on the identified crime targets of assault, burglary, rape and robbery.

The Denver High Impact Anti-Crime Program Comprehensive Plan has been developed through the enthusiastic participation of the Denver Coordinating Council for Criminal Justice formed of leading citizens of this community and supported by five task forces covering specific phases of criminal justice and

community interest. At the outset the Denver Commission on Community Relations was charged by the Mayor to launch the Impact Program in such a manner as to guarantee broad and active citizen involvement. That objective has been achieved. In all, the persistent efforts of approximately 100 citizens of this community investing well over 2,000 man-hours of effort are reflected in this plan. In addition, the program is grateful for the unstinting support of the Colorado Division of Criminal Justice, the Regional Office of the Law Enforcement Assistance Administration, and the Office of Mayor William H. McNichols, Jr., for the extensive time they have directed to the task forces, the Denver Coordinating Council on Criminal Justice and the Impact Program staff in the development of this plan.

1. Statement of Problems and Needs

A. Existing Systems

The 1970 Census of Denver indicated that the City's population has grown only 4.2 percent since the last decennial census, representing a net increase of 20,791 persons or a population increase from 493,887 to 514,678.

Minorities currently contribute 22% of the population within the City and have increased at a rate substantially higher than the total rate of growth.

In the suburban counties like Jefferson, a dramatic increase of 82.7 percent was experienced. By 1975, Denver is projected to have 37.8 percent of the population Standard Metropolitan Statistical Area (SMSA) compared with 53.1 percent in 1960. Therefore, -Denver like most U. S. Cities, is experiencing a modest growth but substantially less than that of the suburban areas surrounding it. The Denver Metropolitan Area is expected to grow at a faster pace than both the State and the Nation during the next few years, according to the U. S. Bureau of the Census. According to the Uniform Crime Report of the Federal Bureau of Investigation, so will its crime rate unless strong measures are taken to control the increase in crime. The Denver High Impact Program is being designed to attack this problem.

Some measure of the crime problem in the City and County of Denver is evident through comparisons of the Uniform Crime Report

statistics for 1971 with comparable crime rates in the other "Impact Cities." For example the crime of forcible rape, Denver reported 434 cases compared with 268 in Atlanta, a city of comparable size. Baltimore, with a population almost twice the size of Denver's, reported 18,481 burglaries in 1971, Denver reporting 15,228 cases. Denver also reported more auto thefts (7,088) than Dallas (6,914) a city with almost 300,000 more people. The problem of drugs has also reached serious proportions. It is estimated that there are now over 3,000 heroin addicts in Denver, compared to less than 100 in 1965.

In view of the presence of increased criminal activity in the community, how are the Criminal Justice Agencies serving Denver, organized and equipped to cope with the problem?

The Police: Of all Criminal Justice Agencies in the State, the largest is the Denver Police Department which had 1,229 sworn officers in February, 1972. Of this number, 7.9 percent were persons of minority background. In addition to sworn personnel, the Department employs 273 non-sworn personnel. The Department has been criticized for employing sworn police officers in administrative positions that could be performed by civilian personnel. One of the priority needs identified in the 1972 State Comprehensive Plan was a manpower utilization study of the Denver Police Personnel.



While the City of Denver suffers from a disproportionate burglary and stranger to stranger type of violent crime, the Police Department has not had the capability or the resources to overlap shifts, organize special task forces to cope with burglary or stranger to stranger crime and have the data it collects organized and analyzed in a manner whereby they could define target areas on which to concentrate. The department maintains a data processing center that has stored vast quantities of data relating to arrests. This data is categorized by police districts, of which there are four, and while data could be converted to census tract by conversion of street addresses, only beginning steps have been taken to utilize this valuable resource. Until recently the computer capability of the Department has been primarily used for administrative report production.

Denver has not fully developed a sound crime data base. Currently, The Denver Crime Information Center (DCIC) and the Colorado Crime Information Center (CCIC) do not interface and thus there is a gap in the information available that must be exchanged between the two systems. In addition to the data base needed to evaluate crime in the City of Denver, the criminal justice system needs information describing unreported crime, victim characteristics, offender profiles, correctional case data and other related statistics collected in such a manner as to produce an objective picture of crime and its impact in Denver.

The Denver Police Department does not yet enjoy a cooperative relationship with all members of the community, although programs have been implemented to resolve the problem. There is a critical need to bring citizens and police personnel into jointly sponsored enforcement activities to provide the community with a better understanding and a true investment in all facets of the crime problem.

Adjudication Process: The agencies through which the adjudication process is administered in the City of Denver are the County Courts and County Probation Department for misdemeanor cases, the District Courts and District Probation Department, for felony cases, the Denver Juvenile Court and Probation Department, the Intermediate Court of Appeals, the State Supreme Court, the Prosecutor's office and the State Public Defender's office. These functions comprise a significant element of the criminal justice system. Any program directed toward the reduction of crime must be cognizant of the contributions which can be provided by the courts system.

Among the problems of the adjudication process the following are identified in the Colorado 1972 Comprehensive Plan:

Juvenile Court: There is a need to improve the processing of cases through the Juvenile Court. The Court has been plagued with an increasing backlog of cases despite constant attention

to the problem. At the same time there is a disproportionate number of juveniles appearing before the Court. Of all persons arrested in Denver for major crimes, more than 50 percent are juveniles. The critical nature of the problem is evidenced by the length of delays involved. At the present time it takes 76 days, on the average, from the time that a police complaint is referred to the intake division and a decision made whether or not to file a petition, refer the case elsewhere, or place the youngster under a period of informal supervision. An average of 130 days lapse, from the time a police referral is made and the matter is disposed of by the Court in a non-contested matter. An average of 211 days is required to adjudicate a contested case. It is estimated that nearly 4,000 new referrals will be sent to the Court during the next fiscal year at a rate of approximately 330 cases per month.

The Grand Jury: In Colorado a criminal case can be set for trial either by information after the preliminary hearing or indictment after a grand jury hearing. Grand juries in Colorado are called by special order of the courts having jurisdiction to make such an order.

In counties of the first class, such as Denver, the court shall cause a grand jury to be drawn and summoned to attend at the sitting of such court at the first term of such court in each year. There is an immediate need in Denver County and District Courts to reduce the amount of time required to process criminal

cases and a more efficient method of producing case transcripts must be developed.

District Attorney's Office: There are 22 District Attorneys in the State, one for each judicial district. The District Attorney is elected by the people within his judicial district and serves a term of four years. The largest District Attorney's office is in the Second Judicial District (Denver) with approximately 125 personnel and a budget of \$767,200. This amounts to an approximate per capita expenditure of \$1.50. The caseload per deputy is approximately 25.

There is a need for a more efficient management information system for the Denver District Attorney's Office. A considerable amount of data is currently collected but is not in a retrievable format. Automatic data processing of prosecution events and decisions should be linked with police and court dispositions. The Denver District Attorney cannot easily retrieve the information necessary to make more effective judgments in the prosecution of many criminal cases. Personnel performance information and data about the many external events that influence the management and operations of the prosecutor's office must be made available to the District Attorney for planning, evaluation, and monitoring the prosecution case flow.

Due to organized crime activities in Denver, the Denver District Attorney has established an Organized Crime Unit which has its own special attorney, staff, and investigators and is funded by LEAA. Experienced, well trained prosecutors are at a premium in the system. Career orientation and pride in their profession must be stimulated among prosecutors and their assistants. There is a need to attract young lawyers into the prosecutorial functions through making this prosecutorial career more attractive to them.

The Public Defender's Office: The largest office of the Colorado Public Defender is that of Denver, employing 21 defenders under a State administered program. This office handles a large majority of all felonies filed in the District Court. The average caseload ranges from 40 to 100 cases per defender. Due to an inadequate number of personnel the Public Defender cannot meet the needs of Denver in providing offenders with necessary legal services. There is a need for more prompt contact between the Public Defender and offenders arrested and incarcerated in the Denver City Jail as well as those inmates in the Denver County Jail. Increased and better trained staff with status and compensation equivalent to other court personnel is needed in order to make the Public Defender's Office more responsive to the needs of criminal defendants.

County and District Courts: The Denver County Court is both a county court and a municipal court with independence from the State judicial system. The Denver County Court judges are chosen by the Mayor of Denver with the assistance of a selection committee to serve for a period of four years.

Denver County judges hear all criminal misdemeanants and conduct preliminary felony hearings.

Denver District Court judges hear criminal felony cases. The position is initially a two year appointment with subsequent general election determining retention. There are fourteen District Court judges who sit in Denver, four of whom handle criminal cases for the Second Judicial District.

The City and County of Denver operates a night court for ordinance misdemeanor arraignments and felony advisements five days a week with an average daily caseload of 150 cases. For all criminal cases initiated in the lower court, the average time from initial appearance to date of trial is 90 days. The number of cases awaiting trial at the end of 1971 was 2,293.

The community of Denver is becoming increasingly concerned with bail reform. Bonding practices are currently under

scrutiny, with an emphasis on formally expanding bail opportunities for misdemeanor and felony offenders.

Probation: Juvenile, County and District Courts utilize the probation services of their respective probation departments for pre-sentence information collection and presentation to assist the judges in final disposition. Probation is normally a correctional service which comes under the auspices of the court.

Corrections: The corrections function in Colorado is divided into three primary agencies: (1) the probation system within the judiciary; (2) the institutions and parole system with the Department of Institutions and (3) the jail system within the county sheriff's departments. These three primary agencies then divide the corrections function between adult and juvenile services.

The probation system is divided into separately administered juvenile and adult probation departments for each of the State's 22 judicial districts. Probation is thought of as a Court disposition with no institutional commitment, or institutional commitment with a suspended sentence.

During the past four years the Denver probation caseload increased 50 percent. Even though the objective of the State

is to provide probation services on an equal basis throughout the State, the fact is that the probation services in Denver are inadequate in relation to the rest of the State. The caseload of active probationers is averaging 145. The Denver caseload is twice the rate of other high areas in the State and exceeds the recommendation of the American Correctional Association (50).



The Denver Juvenile Probation Department has a total case-load of 860 per month with each probation counselor averaging 43 cases per counselor. There are a total of 20 active juvenile counselors working under the direction of the court.

There is also a utilization of volunteers (approximately 500) through a "Partners" project by the Juvenile Court, primarily in the area of intake personnel.

Parole Services: Juvenile Parole is a component of the Division of Youth Services, Department of Institutions. Last year's parole revocations were 85 and reduced to 45 this past fiscal year, an all time low for the State. The state caseload for Juvenile Parole is 489 with 281 of these cases in Denver. The current budget for Juvenile Parole is \$78,688 (operating expenses) and \$294,549 for personnel services with 28 positions on the staff. Six juvenile parole officers are in Denver with an average caseload of 46.8 parolees. Juvenile Parole operates three group homes for pre-release purposes.

There are three full-time members on the Adult Parole Board with their permanent office in Denver and suitcase quarters at the Reformatory and Penitentiary. The total budget for the Adult Parole Board is \$79,004. The Board reviews approximately 2,000 cases for parole, parole revocation and clemency per year.

The divisions of Adult and Juvenile Parole are in the State Department of Institutions. Functioning on a statewide basis they provide parole services to adult and juvenile offenders prior to and following release from the institutions. The adult parole caseload census is 2,337 with an average ratio of 1 parole officer to 73 parolees. The average cost per case is \$377. The current parole violation rate is 12.8 percent. The current estimated budget for the Division of Adult Parole is \$905,812 with 77 employees (30 of these are adult parole officers). Adult parole operations include a work release program in the Denver Metropolitan area, however only a small number of persons are currently participating in this program.

Adult Institutions: The Penitentiary at Canon City, Colorado, 120 miles south of Denver is divided into three principle functional components according to security levels. In one area, there is the Ranch, Pre-Release Center and Women's Correctional Institution. In another is the Honor Farm and Dairy. The third is the original site with the maximum security facility. Perhaps the strongest correctional program in the Institution is the industrial-vocational activity. There is a need to strengthen and augment these institutional programs with Denver based Programs and placement opportunities.

The State Penitentiary operates with a budget of \$6,132,380 supporting a staff of 442 personnel.. The total census is 1,573 with 726 admissions during fiscal year 1971. This represents 441 commitments from court, 161 parole revocations, 43 escapees returned under old sentence and 81 transferred from other institutions. There were 882 departures from this institution during fiscal 1971. The inmate population in the Penitentiary has decreased in the past few years. This decrease has caused some real thinking with the Institution in regard to inmate planning and activities. Current planning has been undertaken to reduce the population even more by opening additional facilities, and full consideration should be given to locating these facilities in the Denver Metropolitan area.

The average length of stay at the penitentiary is 2 years, 6 months. The inmate population from Denver is approximately one-third of the total inmate population.

The Colorado State Reformatory has a designed capacity to hold 650 medium security prisoners. In 1971, the population was 601. There is a Work-Release Program located in Denver which can accomodate 21 residents in a halfway house situation. The average length of stay at the institution is 11 months and 12 days, with the greatest

number of inmates staying in from 6 months to 1 year. The reported recidivism rate is 25 percent. As of February, 1972, 235 inmates had general maintenance assignments, 105 were involved in vocational training, 75 were participating in academic programs, 95 were at the honor camp and 21 were on work-release.

Juvenile Institutions: The State Division of Youth Services was established in 1961 by administrative action of the Department of Institutions. The agencies composing the Division are: Lookout Mountain School for Boys, Mount View Girls' School, Colorado Youth Center, Golden Gate Youth Camp, Lathrop Park Youth Camp, and Juvenile Parole, all of which serve the youthful offender. The Division of Youth Services operates with a total budget of \$4,512,593 and 312 personnel.

The Lookout Mountain School for Boys is located 15 miles from Denver and its principle function is the institutional custody and treatment of juvenile males between the ages of 12 and 18. Included as a function of the School is the Reception Diagnostic Center and an Intensive Treatment Center is being planned. The average on-grounds population of the school is 210.

The Mount View Girls' School is located near Fort Logan just on the border of Denver. Its primary function is the

rehabilitation of delinquent emotionally disturbed girls committed from one of Colorado's 22 judicial districts. The average on-grounds population is 60 girls.

The Golden Gate Youth Camp, located 16 miles northwest of Golden, was constructed in 1964 with a capacity of 48 boys. The primary purpose of the Camp is to receive adjudicated delinquent boys in need of supervision who have been committed to the Department of Institutions. The current census of the Camp is 42.

The Lathrop Park Youth Camp is a minimum security installation for 48 boys located near Walsenburg, Colorado. This camp provides strong emphasis on education and counseling. The current average census is 42.

Denver County Jail: The county jail is a function of the sheriff in each county. Denver, as a City and County political entity, is the only county in the State with a Director of Corrections responsible for the county jail, court security, and civil process. The Denver County Jail is the largest in the State with a capacity of 656 male adults and 52 female adults. When the jail was constructed, it was not designed to provide minimum or medium security or to accomodate treatment practices and vocational training. The budget for the Denver Department of Corrections is \$2,519,713 for all

functions, and there are 245 employees with 166 sworn officers serving all functions of the department.

The jail has 3 cell blocks with 245 cells and was built in 1956. The average square foot per inmate is 24 square feet. The jail does not have an adequate juvenile detention ward. The jail operation is essentially custodial in nature, with few rehabilitation activities. It is expanding a work-release program, provides elementary and secondary education classes, and various recreational activities. The cost per resident man day is \$9.85.

The average age of a prisoner on a one day census is 31 years with 33.75 percent Chicano, 21.48 percent Black, 42.78 percent Caucasian, and 1.99 percent American Indian. Charged with a misdemeanor at time of arrest were 28.84 percent and 5.06 were charged with a felony.

The current bail bonding system is not capable of handling the demands placed upon it. The average bond for a prisoner is \$7,450 with 26 percent bonded out and 74 percent held. The average time from arrest to probation contact is 8 days and 23.91 percent have their rights hearing within one day. 87.50 percent of the inmates use the public defender as counsel.

The Denver Methadone Program is under the Medical Coordinator, Dr. Gerald H. Starkey, reporting to the Manager of Safety, City and County of Denver. The budget for the current year is \$207,163 with a catchment of 3,000 addicts. The present projected patient census is around 200 addicts treated as walk-ins, on probation, on suspended sentence, deferred prosecutions, or as inmates in the Denver County Jail participating in a narcotic withdrawal program. The program has demonstrated a twenty-fold decrease of re-arrests among 130 addicts treated over the past 18 months. The activities of the program are coordinated with the other major private methadone activities in the city and with the clinics in Colorado Springs and Boulder. In addition, there is a close liaison with the Department of Health and National Institute of Mental Health.

I. Statement of the Problem

B. Crime Specific Data

In analyzing the crime situation in the City of Denver comparisons were made with data of National, State and other Impact Cities. The information resources utilized include the Federal Bureau of Investigation's Uniform Crime Reports, Metropolitan Denver Police Department's Crime Information Service, and the Colorado State Division of Criminal Justice Annual Comprehensive Plan. An attempt was also made to incorporate the information available from the most recent crime studies undertaken in the City of Denver. A more thorough crime data collection and information presentation will be undertaken as a specific objective during the course of the Impact Program.

Available data indicates that the total Denver reported crime rates for 1970 are twice the National average and one fourth higher than the State crime rate but somewhat less than the average of the Impact Cities per 100,000 residents. (See figure #1). An analysis of the following charts indicates that of all the specific crimes reported in Colorado, approximately one half are reported in the City and County of Denver representing one fourth of the population of the State.

Figure #2 indicates that the increase in Class I and stranger to stranger crimes has been particularly dramatic during the six year period from 1966 to 1971. These, the more serious



reported crimes, in terms of life and property, have increased from 14,988 in 1966, to 37,744 in 1971. Within Class I category are those crimes which are the most threatening to the citizen, the stranger to stranger crimes. In this category crimes have almost tripled in six years from 7,294 in 1966, to 19,177 in 1971.

In Denver the reported crime rate of murder and non-negligent manslaughter (see figure #3) is 15 per 100,000, almost twice the National average of 7.8, but half that of the Impact Cities. Despite the high rate of the City of Denver, the State accounts for less than one half of the Nation's average. The pattern of the City accounting for more than one half of the total persists in the category of reported homicide. Denver accounts for 74 of the 137 murder and non-negligent manslaughter offenses.

Figure #3 graphically depicts the reported occurrence of forcible rape in Denver. The information presented indicates that rape occurs in Denver five times as frequently per 100,000 as the National average, three times as often as in the rest of the State, and substantially above the average of the Impact Cities. In a recent study conducted by James Selkin, Ph.D., and Patricia Wood of the University of Denver, the characteristics of the victims of rape in this City were more completely defined. In a preliminary report released

February 16, 1972, rape victims were defined as most frequently occurring in the age group 20-25. The next most frequently reported age group was 14-19 with the age group 26-30 falling third and less than 10 percent of the reported rapes occurred to women over 55 years of age. One half of these crimes were perpetrated by an assailant unknown to the victim, and in most cases no weapon was used. In one third of the cases the attack occurred in the victim's home.

Figure #3 also reflects the comparison of Denver, State, National and Impact Cities rates for robbery and burglary.

The comparison indicates that the rate of Denver's aggravated assault, 398 per 100,000 population, was double the National average of 162.4, but again less than the average for the Impact Cities. This information coincides with a familiar pattern that has developed in all of the Class I crimes occurring in Denver.

In Figure #4, Denver is compared to the eight other Impact Cities. Denver's total stranger to stranger crime rate ranks 4th in relation to other cities. The most significant crime rate comparisons, however, are in forcible rape with Denver ranking first and burglary in which Denver is third. Denver is the fifth most populous city of the group.

In reviewing the geographic location of the reported occurrence of Class I offenses (Figure #5) and relating this information with the Model Cities and Census Tract Data

pertaining to other socio-economic variables, it can be observed that there is the concomitant occurrence of high crime rates and (1) highest increases in numbers of aid for dependent children, (2) highest percentages of those individuals receiving welfare, (3) highest percentages of the population in these areas are under 18 years of age, (4) highest percent of the population living in overcrowded housing, (5) highest population density, (6) closest proximity to public housing projects, (7) highest percentage of rental housing, and (8) highest minority population. Added to this information are the results of attitudinal research on the citizenry from these highest crime areas which indicate that those individuals living in these areas have the lowest citizen satisfaction with government, taxes, schools, their neighborhoods, and housing. Further refinement of this gross information will be very important to the Impact Program, localizing efforts, isolating problems, and designing crime prevention programs.

In summary, available data indicates that Denver possesses significantly higher rates of serious crime than National and State averages. Also as a member of the eight Impact Cities, Denver rates high relative to its population in burglary and forcible rape. Finally there exists demographic data pertaining to the high crime areas within the City which begins to define the variables that may bear relationships with the occurrence of reported crime in our city.

REPORTED CRIME RATE PER 100,000  
UNIFORM CRIME REPORTS  
(U.S. & COLORADO 1970 - CITIES 1971 DATA)

KEY  
= UNITED STATES (1970)  
= COLORADO (1970)  
= DENVER (1971)  
= OTHER IMPACT CITIES (1971)

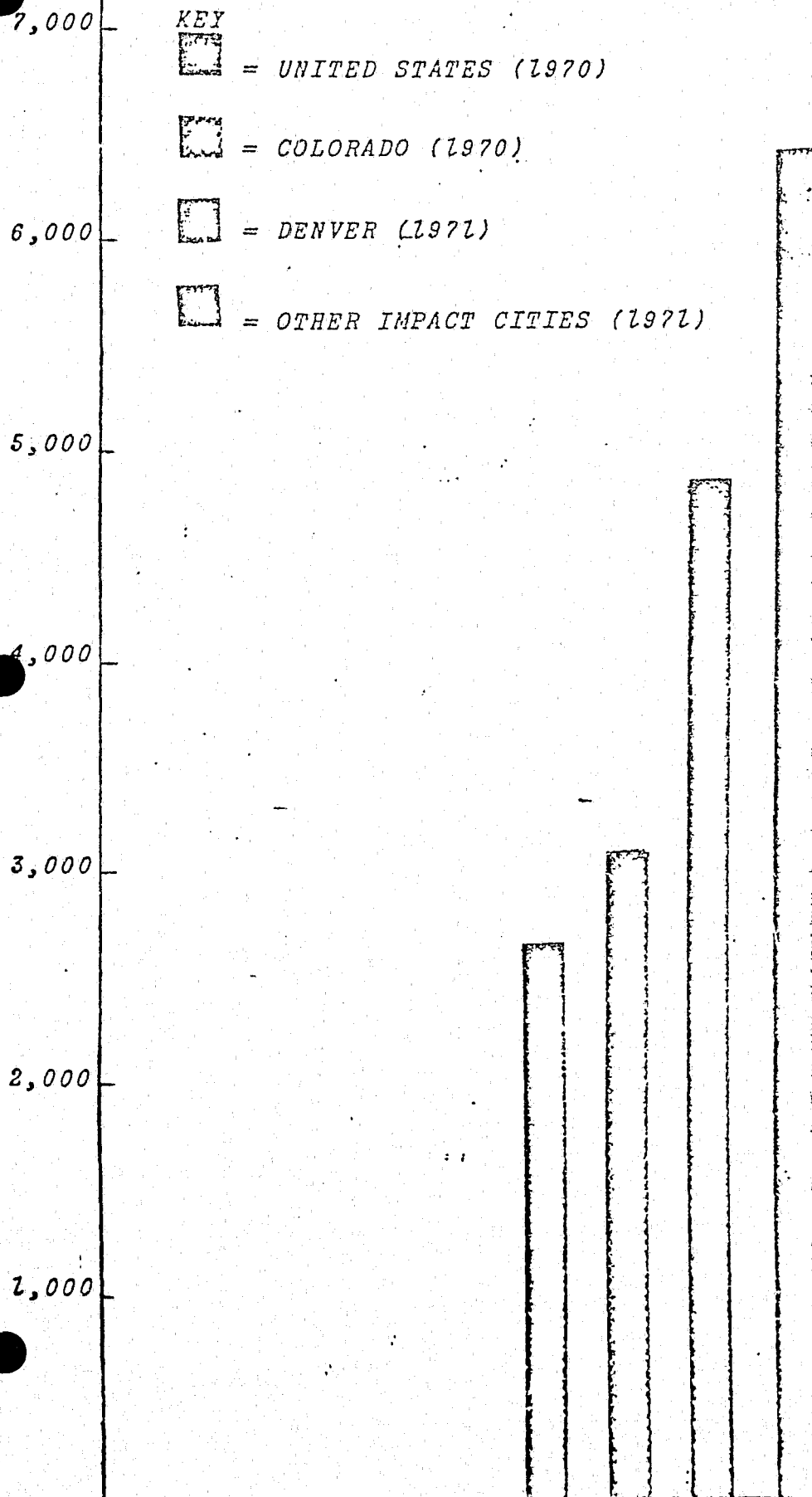
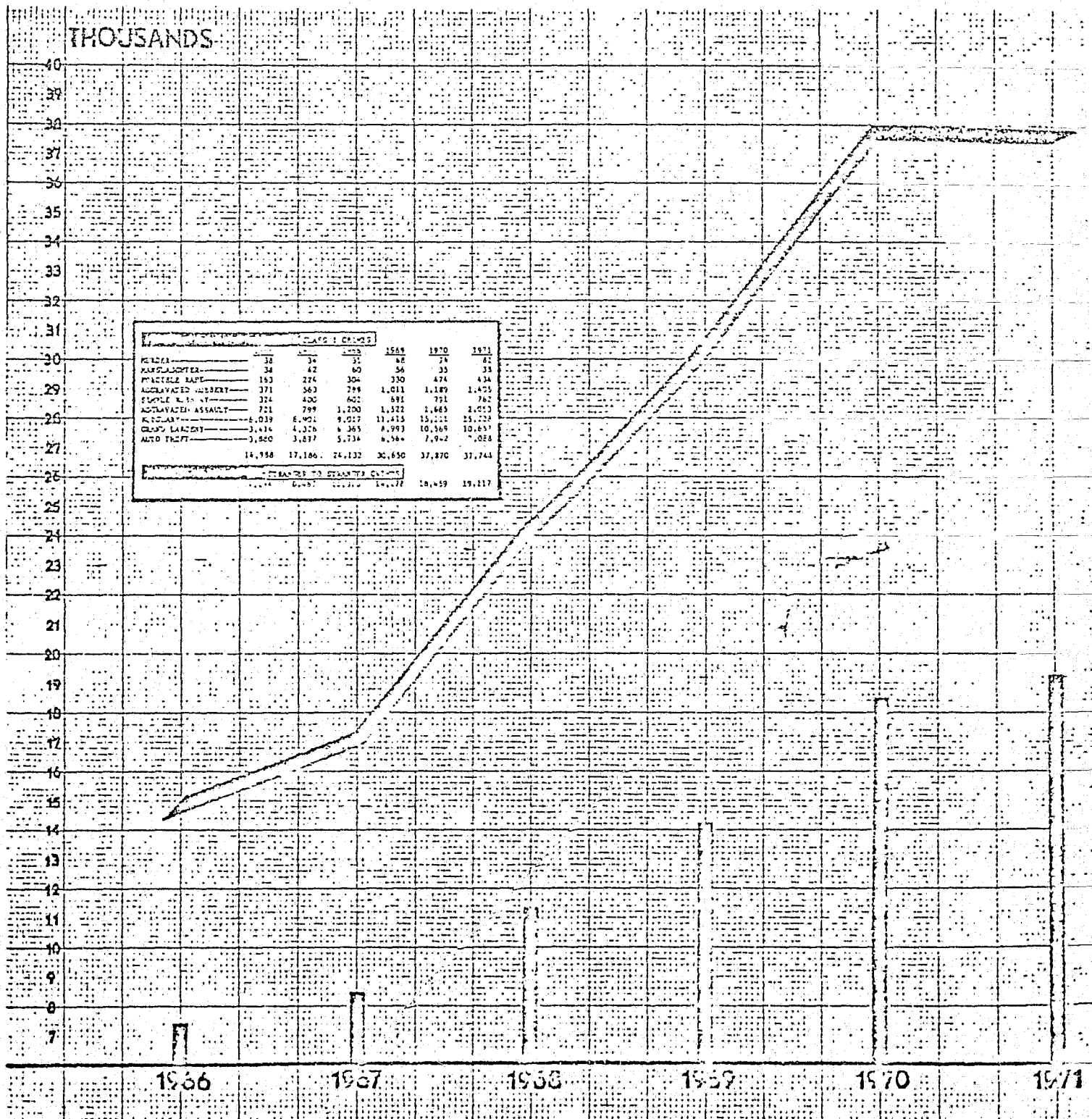


FIGURE 1

# CLASS I & STRANGER TO STRANGER CRIMES

DENVER, COLORADO

1966-1971



(FIGURE # 2)

REPORTED CRIME RATE PER 100,000

UNIFORM CRIME REPORTS  
(U.S. & COLORADO 1970 - CITIES 1971 DATA)

BURGLARY

3056.0 HIGH

KEY

UNITED STATES (1970)

COLORADO (1970)

DENVER (1971)

ROBBERY

OTHER INMATE  
CITIES (1971)

744.0 HIGH

ASSAULT

506.0 HIGH

FORCIBLE  
RAPE

84.0 HIGH

MURDER

NON-NEGLIGENT  
MANSLAUGHTER

304.2 HIGH

FIGURE 3

# RANKING OF IMPACT CITIES

## BY CATEGORY OF REPORTED CRIMES

	MURDER AND NON-NEGLIGENT MANSLAUGHTER	FORCIBLE RAPE	ROBBERY	AGGRAVATED ASSAULT	BURGLARY	TOTAL CRIME STRANGER TO STRANGER
ATLANTA	1	7	6	6	5	5
BALTIMORE	4	5	2	2	7	3
CLEVELAND	2	6	3	8	8	8
DALLAS	6	4	8	1	6	7
DENVER	7	1	7	5	3	4
NEWARK	5	2	1	3	1	1
PORTLAND	8	8	5	7	4	6
ST. LOUIS	3	3	4	4	2	2

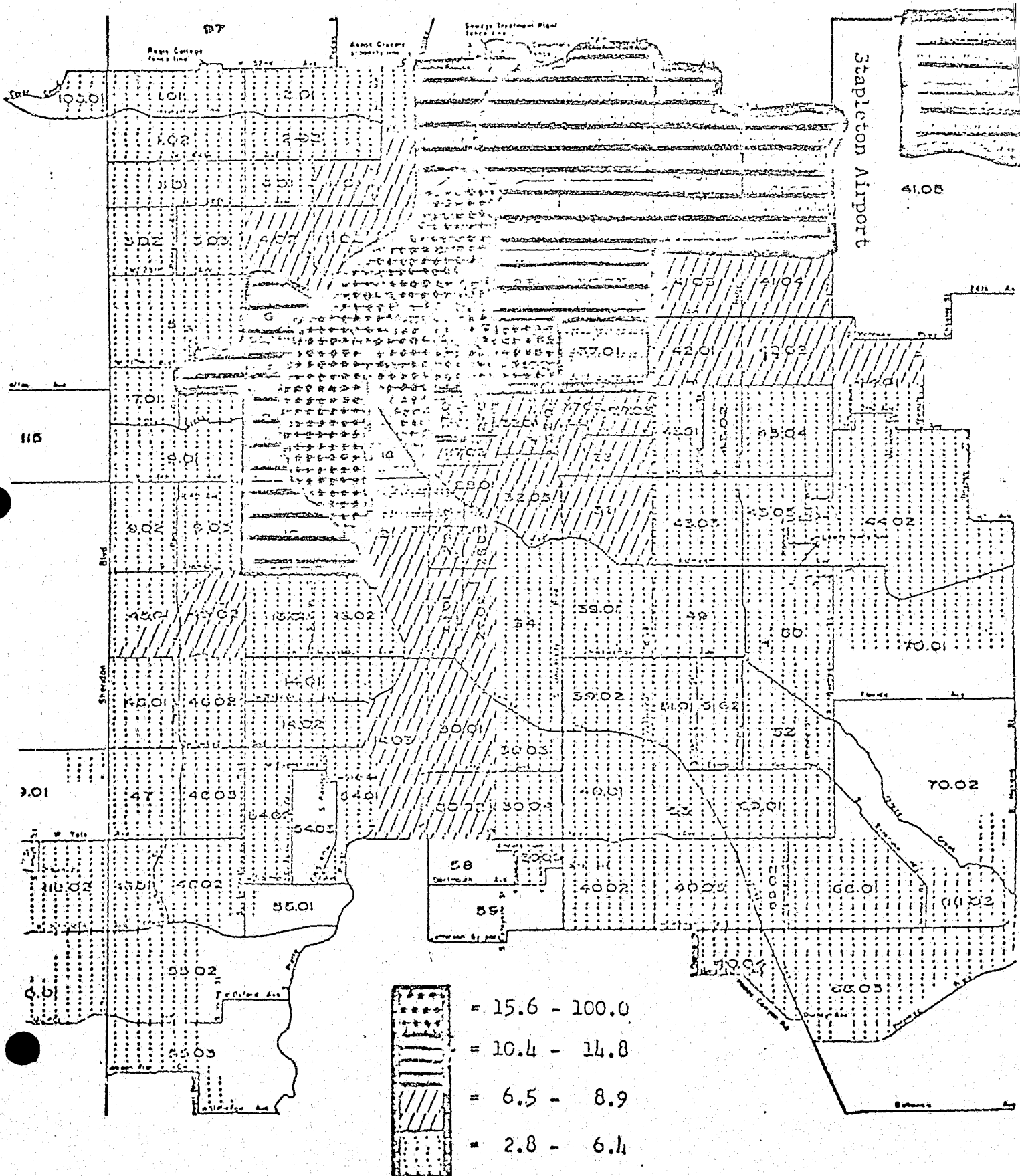
NOTE: RANKING OF 1 EQUALS HIGHEST RATE PER 100,000  
 POPULATION AND 8 EQUALS LOWEST RATE PER 100,000  
 POPULATION  
 SOURCE - 1971 DATA - UNIFORM CRIME REPORTS

FIGURE 4

# CLASS I OFFENSES PER 100 POPULATION

1970

## DENVER CENSUS TRACT





## II. Program Description

### A. Prevention and Post-Adjudication

#### 1. Adult and Juvenile Rehabilitation and Control - \$1,640,000

##### a. Objectives.

Crime prevention depends in part upon the community's capability of projecting or anticipating criminal events, offenders, victims and potential crime scenes. Even minimal prediction capabilities require research and data collection followed by intensive analysis of specific crime and criminal characteristics. Common prevention techniques may or may not be equally applicable to both juveniles and adults. *The objectives of this program category are to enhance the early identification of juvenile and adult Impact crime offenders, assess their needs in terms of diverting them from criminal behavior, develop program activities directed toward effecting this diversion.*

*Another major objective of this program is aimed at the rehabilitation and control of identified offenders through treatment and corrective projects designed to reduce recidivism of the Impact offenders. Again, this objective is equally applicable to both juvenile and adult offenders.*

##### b. Program Scope and Implementation

#### (a) Juvenile and Adult Manpower Development - \$225,000

A community wide criminal justice manpower development and

training program for probation, parole and correctional personnel is an important need in the Denver area. Project activities under the program category could also include specialist training and education incorporating the areas of employment, health, vocational training, volunteer coordination, planning, research, and other staff development training needs. It should be emphasized, however, that even in the manpower development projects, primary consideration should be given to preparing criminal justice personnel to more successfully reduce the growing recidivism rate among burglary, robbery, rape, and assault offenders.

(b) Juvenile and Adult Research and Program Development -  
\$120,000

Of considerable importance to the National Impact Cities Program and the City of Denver, is the need to develop an in-house capability within criminal justice agencies for conducting planning, research, and program development activities. A rich source of offense and victim data lies within law enforcement agencies, and similarly valuable offender data is available within probation and parole agencies at both the juvenile and adult levels. It is consistent with the Juvenile and Adult Rehabilitation and Control Program to foster the implementation of agency-based research and development projects, wherever such efforts are primarily directed toward the reduction of recidivism for offenders of concern to the Impact Program.

(c) Juvenile Prevention and Diversion - \$100,000

The implementation of projects aimed at preventing potential juvenile and adult offenders from becoming actual offenders, may encompass a range of project activities. A key consideration is early identification of the potential offender followed by program services and supervision which meets the needs of each individual case. Systematic intervention requires inter-agency cooperation and client centered information exchange as well as coordination of services. The school, juvenile court, welfare, police department, district attorney, public defender, adult courts, probation and parole departments, jails and other non-criminal justice agencies have prevention capabilities and are sources of the information necessary to effectively implement projects to deter the potential offender. Projects in this program must recognize the coordination with other prevention activities in the City and should direct their prevention services particularly to potential burglary, robbery, rape and assault offenders for the purpose of diverting them from criminal behavior into a more productive community life.

(d) Youth Services Planning and Implementation - \$230,000

Local conditions in Denver have generated in excess of 400 public and private agencies offering services to youth. A major effort of high priority should be to organize, plan and coordinate the delivery of youth services in the Denver community. The support of project activities for planning a coordinated Youth Service

System will be followed with support for beginning the implementation of such a system which is within the objectives of juvenile and youth crime prevention. It is anticipated that the planning effort would include specific recommendations and a comprehensive implementation schedule.

(e) Juvenile Shelter Care Residences - \$60,000

In support of the extensive concern for neglected children, runaways, and indigent transient youth, many of whom will become involved in criminal behavior without intervention and assistance, open shelter group residence facilities providing temporary care and attention is an appropriate youth crime prevention thrust of the Impact Program. Support of the implementation of such facilities would include the coordination and cooperation of other "early identification and "research" projects which recognize the overall objectives of the Impact Program.

(f) Juvenile Community Based Treatment Programs - \$ 250,000

Juvenile rehabilitation and control efforts should provide the assessment of present manpower allocations and staff development in the juvenile justice system and should include intensifying and strengthening juvenile probation and detention services. Development of new or innovative alternatives to the present method of managing, treating and institutionalizing juveniles is an important component of this program. Statistical information about juveniles and the process by which they flow through the criminal justice system is a void that must receive some attention. Residential

treatment centers should be given an emphasis as alternatives to the traditional mode of institutional commitments. Such centers should pay particular attention to the needs of young burglary, robbery, rape and assault offenders who demonstrate potential for recidivating. It is anticipated that a wide range of community based treatment projects directed toward juvenile/ youth populations already exposed to the traditional resources of the Juvenile Justice System, would be compatible with the objectives of the program category.

(g) Early identification of Serious Offenders - \$100,000

Adult prevention activities, in addition to the recommended project areas in other program categories, should recognize the need for earlier identification of misdemeanants and then are potential felony offenders. As in the youth area, there is a need to implement projects which identify, screen, test, diagnose and classify the individual needs of adult misdemeanants and then follow these needs with program services geared to preventing these offenders from committing burglary, robbery, rape, assault, and related crimes. Such early identification attempts could be administered through the joint efforts of the Denver County Court Probation Department and the County Jail, or other community agencies, utilizing Mental Health resources in the community, wherever possible.

Early identification of potential Felony offenders could be provide

through pre-trial diagnostic services and more sophisticated classification system involving screening, testing and psych evaluations of offenders during initial intake or pre-trial incarceration. It is important to note that proper diagnostic classification systems aid in the identification, placement, sentencing of offenders as well as operational planning. The services are viewed as a comprehensive process by which offenders can be properly evaluated, and those in need of crisis intervention, support, or specialized mental health treatment can be accommodated. An equally important need that these projects meet is the formulation of incarcerated offender data base of city and county jail populations and their needs. It is intended that this category of projects seriously reduce the age old problem of misdemeanor offenders eventually graduating to the commission of felony offenses, especially burglary, robbery, rape and assault.

(h) Community-Based Adult Residential Treatment - \$255

Ancillary to the objectives of prevention is the critical need to reduce adult recidivism at both the misdemeanor and felony levels. An over-whelming percentage of burglary and robbery offenses are committed by recidivists, both juvenile and adult. Implementation of these rehabilitation and control projects should be based on the offender's ability to function in the community and capable of providing an opportunity for the offender to test his ability to cope with the stresses of community life. Projects in this area should draw upon resources of employment services, mental health centers, welfare programs

be developed on an experimental or proto-type basis and could take many forms. Any such effort should include experienced probation and parole officers working with representatives of law enforcement, and employment services, assigned full-time to serve the needs of the probation and parole team. Regardless of the number of agencies assigning members to such a team, it should be centrally administered by one authority with personnel supervision responsibilities over all members of the team. In addition to the desirability of having minority group members on the team, the replacement of the experienced officers in the agencies contributing personnel, provides an immediate opportunity for additional minority recruitment into the criminal justice system.

II. Program Description

A1 Prevention and Post-Adjudication

1(a) Juvenile and Adult manpower development \$225,000

c. Budget

	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	-0-	-0-
(2) Part E Impact Support	<u>\$225,000</u>	<u>\$ 75,000</u>
(3) Program Total	\$225,000	\$ 75,000

1(b) Juvenile and Adult Research and Program Development

\$120,000

c. Budget

(1) Part C Impact Support	-0-	-0-
(2) Part E Impact Support	<u>\$120,000</u>	<u>\$ 40,000</u>
(3) Program Total	\$120,000	\$ 40,000

1(c) Juvenile Prevention and Diversion \$100,000

c. Budget

(1) Part C Impact Support	-0-	-0-
(2) Part E Impact Support	<u>\$100,000</u>	<u>\$ 33,333</u>
(3) Program Total	\$100,000	\$ 33,333



A1 Prevention and Post-Adjudication (Cont'd)

1(d) Youth Services Planning and Implementation

\$230,000

c. <u>Budget</u>	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	-0-	-0-
(2) Part E Impact Support	<u>\$230,000</u>	<u>\$ 76,666</u>
(3) Program Total	\$230,000	\$ 76,666

1(e) Juvenile Shelter Care Residences \$60,000

c. <u>Budget</u>	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	-0-	-0-
(2) Part E Impact Support	<u>\$ 60,000</u>	<u>\$ 20,000</u>
(3) Program Total	\$ 60,000	\$ 20,000

1(f) Juvenile Community Based Treatment Programs

\$250,000

c. <u>Budget</u>	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	-0-	-0-
(2) Part E Impact Support	<u>\$250,000</u>	<u>\$ 83,334</u>
(3) Program Total	\$250,000	\$ 83,334

Al Prevention and Post Adjudication (Cont'd)

1(g) Early Identification of Serious Offenders - \$100,000

c. Budget

	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	-0-	-0-
(2) Part E Impact Support	<u>\$100,000</u>	<u>\$ 33,333</u>
(3) Program Total	\$100,000	\$ 33,333

1(h) Community-Based Adult Residential Treatment - \$255,000

c. Budget

(1) Part C Impact Support	-0-	-0-
(2) Part E Impact Support	<u>\$255,000</u>	<u>\$ 85,000</u>
(3) Program Total	\$255,000	\$ 85,000

1(i) Intensive Supervision of Adult Probation and Parole Case Loads - \$300,000

c. Budget

(1) Part C Impact Support	-0-	-0-
(2) Part E Impact Support	<u>\$300,000</u>	<u>\$100,000</u>
(3) Program Total	\$300,000	\$100,000

## II. Program Description

### A. Prevention and Post-Adjudication

#### 2. Narcotic and Drug Addiction Treatment Program - \$550,000

##### a. Objective

At the outset it is assumed that *Alcohol* is a drug which produces an unnatural dependency and the consequences of alcohol abuse have been empirically linked with the occurrence of crime. This program category is not meant to provide rehabilitation for common "drunkenness" offenses or chronic alcohol associated misdemeanors, but will interpret drug to mean "alcohol" along with several other generic categories of stimulants, depressants, hallucinogenics and opiates which produce a psychological and physiological dependency and are assumed to be contributive to serious crimes.

Reliable estimates indicate a large portion of crime in the Impact Cities is committed by drug dependent persons, particularly heroin addicts. It has been estimated that there are 3,000 known heroin addicts in the Denver area today as opposed to less than 100 in 1965. The exact relationship between drug abuse and stranger to stranger crimes has not been determined, however, preliminary investigations demonstrate that a steadily increasing number of recidivating offenders

have narcotic addiction and drug dependency problems.

*The overall objective of this program area is to reduce stranger to stranger drug related crimes. Part of the objective is the task of identifying the extent of occurrence and relationship of narcotics addiction and crime in Denver. In order to effect the control of drug dependency related crime, techniques can be drawn upon which have indicated initial successes. These techniques include early detection and diagnosis, detoxification and maintenance programs, residential and community based treatment, and emergency crisis care for the addict.*

b. Program Scope and Implementation.

This program area should be utilized to provide empirical research and to develop innovative projects directed towards the control of drug related crime. There is a need to identify those members of the addict population who can most benefit from treatment and maintenance programs and to encourage their participation. Such a model program has been developed for the City of Wilmington, Delaware and may provide some guidance.

The Wilmington program processes all offenders on their initial intake to determine drug dependency. When a dependency has been determined the offender may volunteer for the program

which provides a myriad of services to him during and after his movement through the criminal justice system. Diagnosis and medical treatment are immediately available to the offender. Psychological and social counseling services, and residential and community based drug treatment centers are available as rehabilitative resources. Drug maintenance programs are provided in order to reduce the necessity to commit crime to support drug dependency.

The theory that the Wilmington project supports is that the drug dependent individual finds property crimes his easiest recourse to money to support a habit and that his violent or assaultive crimes are frequently the result of an uncontrollable physiological condition or need. This project attempts to do two things based on this theory. First, there is an effort made to remove the need for drugs through early identification and treatment. Secondly, there is the realistic acceptance of the drug dependency and program efforts to provide necessary medical, social and psychological care which include providing nondebilitating inexpensive and easily obtainable drug surrogates. The entire program aims at re-establishing those ties with society which the ex-addict or controlled addict has severed through his deviant behavior.

Through the Wilmington project there is an integration of treatment programs and services with the criminal justice

process (i.e., at initial arrest, during the pretrial period, and post-adjudication). The emphasis is on diverting the offender out of the normal process and providing the services which can eradicate or control his dependency.

The Wilmington drug program represents the type of concentrated effort at drug dependency and crime control that will be supported in the Denver program. This is not to be construed as a restriction against any other types of programs. The Wilmington model was used as a demonstration of the type of project which can be directed specifically at the Impact Program, that is, a determination of the occurrence of drug related crime and a series of very specific attempts to control this type of offender. It is an immediate prevention and control measure.

One area which has been severely neglected is the drug dependent juvenile. To date there has been no serious attempt to assess the juvenile crime which is related to drug dependency or to develop programs to control this type of crime.

In summary this category of Prevention and Post-Adjudication, Narcotic-Drug Addiction Treatment Programs will be used to provide for, but not be limited to *assessment of the occurrence of drug dependency related crime, early diagnosis, emergency*

treatment, institutional and community based treatment projects, maintenance programs, and juvenile and adult prevention projects.

II. Program Description

A. Prevention and Post-Adjudication

2. Narcotic and Drug Addiction Treatment Program - \$550,000

c. Budget

	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	-0-	-0-
(2) Part E Impact Support	<u>\$550,000</u>	<u>\$183,333</u>
(3) Program Total	\$550,000	\$183,333



## II. Program Description

### A. Prevention and Post-Adjudication

#### 3. Vocation Rehabilitation of Unemployed Young Adult/Ex-Offenders - \$100,000

##### a. Objectives

Large numbers of young men past school age and ex-offenders are unemployed for reasons which vary from personal handicaps, ex-offender discrimination, lack of training, general social situations, and/or depressed economic conditions. Because of the natural energy and drive of this group, the economic deprivation and frustration they experience is more likely to produce criminal behavior than for less disadvantaged individuals. For some who resort or return to criminal activity, any early criminal successes tend to produce a positive motivation to continue criminal pursuit. Others would prefer legitimate and constructive employment, ~~if~~ if they could get it. There is a demonstrated positive correlation in the literature and in many parole studies between stable employment with job satisfaction and non-criminal behavior.

In the Denver area there are several organizations with programs designed to help the ex-offender and unskilled young adults. Among these are Concentrated Employment Program (CEP), National Alliance of Businessmen (NAB), Urban Coalition Employment Task Force, Division of Vocational

Rehabilitation, and The Department of Employment. There is a definite need for the coordination of any such programs, perhaps through the Manpower Area Planning Council.

*It is the objective of this program area to support projects which link the unemployed young adult and ex-offender with educational, vocational, and employment opportunities which result in occupational career preparation or income producing placements.*

b. Program Scope and Implementation

It is necessary to produce job market information in order to ascertain the availability of existing employment placement resources. The U. S. Employment Service conducts these types of studies frequently. This program material would be instrumental in developing meaningful vocational training programs. The matching of job market needs with educational and vocational training is a critical area that is under-emphasized in training programs for the unemployed young adult and ex-offender, and should be seriously considered by proponents under this program category as preparatory steps to proposal justification.

Programs of education and vocational training within the community greatly enhance the offender's ability to build solid ties between himself and the community. It may help restore family ties and secure a place for him in the routine

II. Program Description

A.. Prevention and Post-Adjudication

3. Vocation Rehabilitation of Unemployed Young Adult  
Programs - \$100,000

c. Budget

	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	-0-	-0-
(2) Part E Impact Support	<u>\$100,000</u>	<u>\$33,333</u>
(3) Program Total	\$100,000	\$33,333

## II. Program Description

### A. Prevention and Post-Adjudication

#### 4. Truants and School Dropouts - \$10,000

##### a. Objectives

Almost half of all serious crimes (including street crimes and burglary) are committed by juveniles. Truants and school dropouts who no longer function within the social controls of the educational system tend to be disproportionately delinquent. The occurrence of youth crimes is related to and frequently precipitated by problems arising in a youth's educational experience. Truancy and dropping out of school have been frequently mentioned correlatives of youth crime. These indicators of potential offenders may only be symptoms of a multifaceted youth problem. Therefore, the programs which need to be developed and implemented must aim at reintegrating the potential offender by responding to the range of youth needs associated with the academic and vocational educational process.

*The objective of this program area will be to study the relationship of youth crime to school attendance and educational difficulties with the intent of utilizing this information to develop and implement programs, in conjunction with other youth agencies which are designed to prevent early criminal involvement.*

b. Program Scope and Implementation

At present, there is a lack of information and techniques which can be applied directly to this problem in Denver. The thrust of this program initially will be in the area of research and planning. Emphasis will be placed on the derivation of a detailed description and evaluation of the truancy and dropout problem. Research will be initiated to develop techniques and criteria which are useful in the prediction and identification of youth who may enter the cycle of truancy or become dropouts. The subsequent implementation of a system for intervening in the educational pattern of a potential truant or dropout will be based on the research and planning of the initial results of this program. The implementation of this system is expected to be highly coordinated with the Department of Health, Education and Welfare using both the expertise and funds of that agency.

II. Program Description

A. Prevention and Post-Adjudication

4. Truants and School Dropouts - \$10,000

c. Budget

	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	-0-	-0-
(2) Part E Impact Support	<u>\$10,000</u>	\$ <u>3,333.00</u>
(3) Program Total	\$10,000	\$ 3,333.00

## II. Program Description

### A. Prevention and Post-Adjudication

#### 5. Correctional Services - \$100,000

##### a. Objectives

There are many innovative concepts in the management and application of correctional services. To successfully implement any such conceptualization requires the appropriate atmosphere and organizational structure. There is also the compelling mandate of society to protect itself. And for the purposes of the Impact Cities Program there is a third constraint which more specifically directs such efforts to reduce the incidence of assault, burglary, rape and robbery. It is reasonable then to consider exploratory analysis which will determine the feasibility of new service techniques or a reorganization of existing correctional services and delivery systems in terms of meeting the Impact goals.

*The objective of this program area is to increase the effective application of correctional services as a means to reduce the recurrence of the impact crimes by the offender and ex-offender population. This program category is meant to provide for correctional services system analysis and the initial implementation of new service projects.*

b. Program Scope and Implementation

The scope of this program area involves the study of possible correctional service delivery configurations. It may encompass review and analysis of the correctional organization which provides the structure for service delivery, correctional management which provides for the administration of service delivery, and correctional operations which provides for the implementation of service delivery. Within this program area is the need to develop and evaluate experimental service projects designed to reduce recidivation of the impact crime offenders. Broad implementation of correctional service projects will be provided from this and other correctional program areas based upon measurable results.



II. Program Description

A. Prevention and Post-Adjudication

5. Correctional Services - \$100,000

c. Budget

	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	-0-	-0-
(2) Part E Impact Support	<u>\$100,000</u>	<u>\$33,333</u>
(3) Program Total	\$100,000	\$33,333

## II. Program Description

### B. Community Involvement in Detection and Apprehension

#### 1. Police-Community Cooperation - \$150,000

##### a. Objectives

*The primary objective of the Police-Community Cooperation Program is to reduce and prevent the target crimes through the development of new projects for police-citizen cooperation and the strengthening of existing programs. It is concluded that the community's participation in law enforcement activities is a productive objective that will bear upon prevention, detection, apprehension, adjudication and rehabilitation. Instituting jointly sponsored projects for hardening crime targets, victim protection, crime reporting, and stolen property recovery can only emerge in an environment surrounded by police-community cooperation. A secondary but important objective is to improve the personal awareness of individual citizens and police officers as to the roles, responsibilities and needs of each in relation to law enforcement in the community. Projects requiring the direct cooperation of both groups should achieve these objectives concurrently.*

##### b. Program Scope and Implementation

Projects designed to achieve the desired involvement of

citizens and police may cover a wide range of activities. The intention of this program is to develop a mutual and cooperative responsibility. One such method to accomplish this is the implementation of citizen groups organized to identify, recruit and sponsor qualified minority group candidates interested in pursuing occupational careers in the criminal justice system.

Such citizen advisory groups may also be utilized to provide neighborhood problem information to police managers at the district station level and to assist neighborhood police personnel in developing solutions to neighborhood and law enforcement problems.

It is perceived that this program area will also be utilized for other project areas. One such area is the expanded community relations training and education opportunities for all ranks of police personnel including intensive culture and language learning projects compatible with the objectives of this program. Another area is the development of citizen burglary, robbery and rape "alert" groups for increasing personal, residential and commercial crime defense which has been a successfully demonstrated area for cooperative efforts. Finally, it is recognized that there is a need for participation and coordination of police-community cooperation projects

with other social programs in the city that could identify untapped resources for both groups to employ in crime prevention activities.

II. Program Description

B. Community Involvement in Detection and Apprehension

1. Police-Community Cooperation - \$150,000

c. Budget

	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	\$150,000	\$50,000
(2) Part E Impact Support	<u>-0-</u>	<u>-0-</u>
(3) Program Total	\$150,000	\$50,000

## II. Program Description

### B. Community Involvement in Detection and Apprehension

#### 2. Hardening of Potential Targets -- \$225,000

##### a. Objectives.

Any attempts at the reduction of the crimes which affect the individual citizen and businessman must include training and implementation of self-defense programs designed to develop the capability of the potential victim to protect himself, his family, and possessions. *The objectives of this program area are to; identify those individuals and businesses that have the greatest probability of being victimized by the impact crimes; identify those areas within the city which have the greatest susceptibility to the occurrence of the impact crimes; identify those areas within the city which have the greatest susceptibility to the occurrence of the impact crimes, and develop community efforts in self-protection; implement techniques and/or utilize equipment which is designed to protect the individual citizen and businessman from victimization.*

##### b. Program Scope and Implementation

It is envisioned that this program area will be utilized for projects which will identify potential victims and offenders, provide for the implementation of security and defense techniques and make use of security and defensive equipment. The concept,

which this program area supports is the reduction of "crimes of opportunity" by active and passive measures which are designed to create a self-protection awareness and capability within the potential victims and victimization areas.

Implementation of this program may include: the identification and analysis of actual and potential victim characteristics based on crime category, geographical environment, personal dimensions, and attractiveness to the offenders; identification and implementation of project directed at geographical (environmental) areas which will utilize techniques and equipment that will enhance an area's ability to defend itself against crime; the development of projects which will create the capability for identified potential victims to protect themselves and their property; identify the characteristics of offenders and impact crimes and utilize this information for the purpose of implementation programs which dissuade the potential offender; experimental proto-type projects designed to determine the effectiveness of various defensive techniques, security devices and neighborhood cooperative efforts for broad implementation in crime defense.

II. Program Description

B. Community Involvement in Detection and Apprehension

2. Hardening of Potential Targets - \$225,000

c. Budget

	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	\$225,000	\$75,000
(2) Part E Impact Support	<u>-0-</u>	<u>-0-</u>
(3) Program Total	\$225,000	\$75,000



## II. Program Description

### B. Community Involvement in Detection and Apprehension

#### 3. Non-Police Tenant Patrol -- \$125,000

##### a. Objectives.

In concert with the expanding opportunities for Police community cooperation to reduce the incidence of certain stranger to stranger crime with a defined geographical area, citizen-tenant or auxiliary police groups may effectively perform security related activities which can be coordinated by and significantly complement the law enforcement functions of the police department. *It is the objective of this program area to encourage organized and supervised citizen groups which can; reduce the number of successful burglaries and robberies in a defined area; decrease fear of these crimes on the part of residents; reduce the response time to citizen calls for assistance, and generally deter crimes by their conspicuous presence.* A successful citizen-tenant patrol program is another avenue for channelling interested and qualified people of the minorities to pursue full-time occupational careers in the criminal justice system.

##### b. Program Scope and Implementation.

There are a wide variety of citizen-tenant patrol systems currently in operation which can serve as models to proponents. The police department and residents of a definable area must jointly plan and support these types of programs. The physical

characteristics of high rise apartment complexes, neighborhoods with single family and multi-family dwellings and areas densely populated by commercial establishments indicate the necessity of considering the specific crimes to be prevented and the physical environment to be patrolled as key elements in the organization and adoption of such programs.

Although such groups do not have the authority to effect an arrest they may be organized as an effective communication link to the dispatching authority of the police department. They may escort residents to and from within the patrolled area, look for stolen autos and stolen property, report on malfunctioning public services, check security of commercial establishments, participate in and chaperon local school activities, and provide crime prevention information to area residents. They can also serve as excellent data collectors related to analysis of neighborhood problems for which the city has responsibility. Support of such programs will include job related and general training, uniforms, necessary equipment and recruitment and selection of qualified participants.

II. Program Description

B. Community Involvement in Detection and Apprehension

3. Non-Police Tenant Patrol - \$125,000

c. Budget

	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	\$125,000	\$41,666
(2) Part E Impact Support	<u>-0-</u>	<u>-0-</u>
(3) Program Total	\$125,000	\$41,666

## II. Program Description.

### B. Community Involvement in Detection and Apprehension

#### 4. Emergency Assistance -- \$25,000

##### a. Objectives.

*The objectives of this program are to improve the citizens capability to contact public agencies for assistance in any emergency situation by implementing an Emergency Assistance Program to provide reduced emergency response times; and to improve the community's attitudes towards, and involvement with, those agencies which respond to emergencies.*

##### b. Program Scope and Implementation.

The primary input to the police command and control system, and the most frequent initiation of the apprehension process, is a call from a citizen, usually a victim of a crime or a witness. In Denver the telephone is the conventional means used to make such a call. To provide complete emergency service response, municipal and state agencies have initiated a program of emergency assistance in Denver through utilization of the 911 emergency service. Further development and expansion of the program is needed.

Rapid reporting of burglary, robbery, rape and assault by victim or witnesses is essential as it is an established fact that the rapidity of police response to crimes is directly related to

increased apprehension rates.

The following factors associated with a reporting mechanism affect its speed in the notification process; proximity, ease of use, speed of transmission, and accuracy. Proposals will be solicited for the demonstration and or evaluation of improved police notification systems for the purpose of reducing the time delay associated with police response time either to an individual on the streets or to structures such as homes, businesses, schools and other identified crime targets.

II. Program Description

B. Community Involvement in Detection and Apprehension

4. Emergency Assistance - \$25,000

c. Budget

	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	\$25,000	\$8,333
(2) Part E Impact Support	<u>-0-</u>	<u>-0-</u>
(3) Program Total	\$25,000	\$8,333

## II. Program Description

### B. Community Involvement in Detection and Apprehension

#### 5. Personal Property Identification - \$40,000

##### a. Objectives

In the present context, the personal property identification program involves the marking of personal goods such as television sets, cameras, stereos, tools, small appliances and personal valuables with distinctive numerical characters to provide a means of deterring burglaries and facilitating recovery of stolen property.

*The objectives of this program are to provide the capability and an organized system whereby the public will mark personal property voluntarily; promote a decrease in citizen fear of loss through burglary; and assist the police in recovering stolen property with an increased capability for returning it to property owners.*

##### b. Program Scope and Implementation

As the marking program is of a volunteer nature, a concerted, intensive education and publicity program will be necessary. The campaign should be launched by respected public leaders appearing on television and through other available media. The public facilities of the recreation, fire and police departments

should serve as distribution points for pertinent literature. A house-to-house leaflet program carried out by local youth groups and civic organizations should be launched at the outset of the publicity campaign.

The marking program's primary objective of discouraging burglary attempts represents only one facet of the broader problem of controlling and reducing burglaries and other stranger to stranger crimes. There must be a method of tracking and/or recovering goods once they are stolen. An important element of the program involves more extensive routine police checks of pawnshops and other alleged distribution points of stolen property to determine if marked goods reported stolen are on the premises and to effect their recovery.



II. Program Description

B. Community Involvement in Detection and Apprehension

5. Personal Property Identification - \$40,000

c. Budget

	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	\$40,000	\$13,333
(2) Part E Impact Support	<u>-0-</u>	<u>-0-</u>
(3) Program Total	\$40,000	\$13,333

## II. Program Description

### C. Police Detection and Apprehension

#### 1. Police Patrol Allocation - \$150,000

##### a. Objective

The primary functions of police patrol are to be available in assigned sections of the city for quick responses to the scene of reported incidents and to observe and investigate any suspicious activity. Police presence poses the threat of quick detection and apprehension to deter potential offenders. In addition, police patrol eases the fears of potential victims through its observed presence and quick response to calls for assistance.

Police patrol has been traditionally the most important and most expensive activity of police departments. Although attempts have been made to optimize patrol activity, little work has been done to delineate the tasks and activities of patrolmen.

Because of a lack of empirical research relating to the tasks of patrolmen, most studies have not responded meaningfully to the resource allocation problem. Even relatively sophisticated and comprehensive works on police allocation focus only on optimizing particular aspects of patrol activity.

The overall objective of the program for police patrol allocation is to employ a wide range of field techniques designed to improve patrol operations with the expected effects of preventing, reporting and investigating the target crimes of the Impact Program. It is also an objective of this program to experiment with expanding the patrolman's roll in the areas of Prevention and Investigation, perhaps with the implementation of the team policing concept.

b. Program Scope and Implementation

In general, police departments today assign patrol manpower in a manner first prescribed by O. W. Wilson in his Distribution of Police Patrol Force, first published in 1941. This method presumes that the overall crime rate is an inverse function of patrol frequency, and that patrolmen should be distributed in geographical areas according to the frequency of demands for service. As a consequence of this notion, the general response of police departments to the rising crime rate in recent years has been the additional recruitment of officers and "saturation" of streets with patrolmen, without regard to such factors as the sociological, demographic and economic variables of a particular area. It may be that an unlimited, uncontrolled increase of patrol force may not only be a waste of man hours and effort, but may also contribute to certain

types of criminal activity.

Projects to achieve the above objectives will include geographical, political, social and crime determinants relating to the size and shape of police beats and methods. Consideration will be given to overlapping beats leading to improved randomizations and unpredictability of patrols and overlapping of assignments of specialized sworn personnel focused upon service to all citizens of Denver. Increased attention should be given to specific prevention activities.

Seventy to eighty percent of patrol service may be expended on non-crime enforcement activities while there are the limited resources of 145 to 240 patrolmen actually on Denver's streets at any one time. Additional patrolling techniques, the employment of "team policing", the use of foot patrolmen, scooters and patrol cars to form the best combination of visibility, presence and area coverage, and the use of "proportional rotating schedule" to achieve better distribution of manpower by workload, will be considered as a means of reducing the impact crimes.

The scope of this program will introduce and implement the crime control team concept in to the city police operation at a significant level to provide results on a measurable scale,

i.e., perhaps an entire district station employing experimental techniques to increase utilization of patrolmen for crime reporting and investigative activities, improving police community relations and to instill a feeling of involvement on the part of the city's inhabitants, as well as individually promoting minority recruitment by word of mouth and personal contact with potentially eligible candidates.

II. Program Description

C. Police Detection and Apprehension

1. Police Patrol Allocation - \$150,000

c. Budget

	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	\$150,000	\$50,000
(2) Part E Impact Support	<u>-0-</u>	<u>-0-</u>
(3) Program Total	\$150,000	\$50,000

II. Program Description

C. Police Detection and Apprehension - \$65,000

2. Police Communication, Command Control Program

a. Objective

*The general objective of this program is to provide the Denver Police Department with the capability of upgrading their communication facilities to allow for more efficient response to calls for service. This may be achieved through continued improvement in the exchange of information at the data processing level or through the improvement of technical facilities. Response time information for all calls for service is a necessary data requirement for assessing achievement of this objective, and is supportive of program C-1, Police Patrol Allocation.*

b. Program Scope and Implementation

This program seeks to provide financial assistance in furthering the development of the interface of the Denver Crime Information System with the Colorado Crime Information System in conjunction with the Colorado Division of Criminal Justice Block Grant Program, and will entertain projects for the upgrade of radio communications systems to facilitate achievement of this program's objectives.

II. Program Description

C. Police Detection and Apprehension

2. Police Communications, Command Control Program - \$65,000

c. Budget

	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C. Impact Support	\$65,000	\$21,666
(2) Part E Impact Support	<u>-0-</u>	<u>-0-</u>
(3) Program Total	\$65,000	\$21,666



## II. Program Description

### C. Police Detection and Apprehension

#### 3. Police Investigation - \$-0-

##### a. Objective

Criminal investigation is that specialized form of police activity which has as its prime goal the detection, apprehension and conviction of criminal offenders... The professional policing operation must depend heavily upon its investigatory arm to deal with those complex criminal activities which require a specialist's, a technician's, and an analyst's talents to complement the criminal investigation activity. To this end, the position of detective and the function of an investigator have received the responsibility of dealing with those serious crimes which represent the most severe threat to life and property.

Most of the problems in criminal investigations revolve around poorly trained and equipped officers who are required to do a journeyman's work in every situation whether the conditions of the crime or the feasibility of adequate investigatory processing warrant it.

Increased patrol investigatory responsibility should be evaluated with emphasis on the team policing concept as a means of improving investigatory competence.

*The objective of this program is to provide resources for increased emphasis on training in investigation techniques for new officers and on a continuing in-service basis for detective personnel. More specifically, the objective is to reduce the percentage of unsolved crimes through the enhancement of police officers investigative capabilities.*

b. Program Scope and Implementation

Investigation responsibility as interpreted by the police and community encompasses all those activities specifically directed toward crime detection and apprehension. Frequently the public's anticipation in this service area cannot be fulfilled because of a lack of personnel, equipment, or expertise. There are a number of improvements which the City and County of Denver should consider in order to address and ultimately correct these problems. Both City and State law enforcement agencies should be encouraged to raise their level and magnitude of professional services available to fulfill this function. There will be no recommended first year funding for this program area, with the assumption that program funding will be provided later for projects previously initiated and showing high success potential. Further, funds have been identified under Police Patrol Allocation, C-1, that bears heavily upon this area.

II. Program Description

C. Police Detection and Apprehension

3. Police Investigation -0-

c. Budget

	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	-0-	-0-
(2) Part E Impact Support	<u>-0-</u>	<u>-0-</u>
(3) Program Total	-0-	-0-

## II. Program Description

### C. Police Detection and Apprehension

#### 4. Criminalistics Laboratories Program - \$65,000

##### a. Objectives

Forensic science (criminalistics) has been defined as that science dedicated to the recognition, identification, individualization and evaluation of physical evidence by application of the natural sciences in law science matters. This scientific discipline is also charged with the responsibility of discovering clues, reconstructing criminal acts, developing suspects, and demonstrating positive or negative relationships between the crime scene and possible suspects. *The objective of this program is to increase the criminal justice system's ability to recognize, identify and analyze physical evidence in order to increase the apprehension rate and decrease the percentage of unsolved crimes.*

##### b. Program Scope and Implementation

The police personnel who are typically assigned the responsibility of evidence collecting are often lacking specialized training for evidence gathering and processing. They may unknowingly destroy evidence while conducting other aspects of the investigation. There is also the problem of an insufficient number of these personnel to engage in this

function which leaves those responsible generally incapable of handling the volume of cases that need attention. To further inhibit the use of scientific investigation techniques, the criminal investigators themselves frequently deprecate the value or utility of physical information, even though statistics demonstrate that standard police investigation procedures are considerably less successful in solving cases. There is a general tendency on the part of investigators' units to rely on the more traditional methods of information retrieval even though these methods are more costly, more time consuming, and frequently less efficient.

Several years ago, O. W. Wilson recommended the formation of evidence technician units, which would have the special skills and training in perceiving, collecting and preserving physical evidence. This program contemplates the funding of mobile laboratories for this specific purpose and the training and/or education of existing service personnel to accomplish these ends.

Although all the decision-making activities of the evidence gathering process need attention, the other prime problem in criminalistics utilization resides in the laboratory itself. Studies have indicated the paucity of trained scientists and the inadequate physical facilities and instrumentation in

both the Denver Police Department and the Colorado Bureau of Investigation. This program, through the Law Enforcement Education Program of LEAA and the Division of Criminal Justice contemplates the training and education of promising young people or the consideration of currently unemployed engineers and scientists to fulfill these vocations. The Colorado Bureau of Investigation has been charged with the task of adequately supplying forensic laboratory facilities, equipment and personnel for all of the State's law enforcement agencies and since the Denver taxpayer is paying a percentage of the cost of such a program, full utilization of these services should be considered.

II. Program Description

C. Police Detection and Apprehension

4. Criminalistics Laboratories Program - \$65,000

c. Budget

	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	\$65,000	\$21,666
(2) Part E Impact Support	<u>-0-</u>	<u>-0-</u>
(3) Program Total	\$65,000	\$21,666

**CONTINUED**

**1 OF 2**



## II. Program Description

### C. Police Detection and Apprehension

#### 5. Police Department Organization Management and operations and Training - \$85 000

##### a. Objectives

Police Department organization, management, operations and training entail all those activities which are directed at meeting the basic goals of providing law enforcement services. *The objective of this program area is to examine police organization, management, operations, and training concepts and practices to provide a clear understanding of the problem areas in terms of impact crime reduction and the cost-benefits associated with alternative measures. There are acknowledged weaknesses in the administrative structure and operations of traditional police agencies which can thwart effective crime reduction efforts. It is within the definition of the objective of this program area to develop and implement projects which will advance efforts to reach the Impact Cities goals of crime reduction.*

##### b. Program Scope and Implementation

To make the police organization responsive to the City's needs to reduce crime and to improve police-community relations this program category will entertain proposals for organization, management, operations, and training studies and subsequent

project implementation which are directed at the several problem areas.

There is a need to promote advanced planning and research and development work in organizational operations related to specific crime reduction.- Support should be given to the systematic analysis of crime problems, community needs and possible solutions which have begun in the Denver Police Department. There is a need to utilize the budget formation to control, develop, and evaluate police operations and to correlate this activity with departmental objectives and planning for law enforcement services in the future.

The Denver Police Department lacks adequate information collection, analysis, and retrieval systems frequently causing decisions to be based on fragmented and insufficient data. Information flow has been cited as one of the major deficiencies in the operations and management of the Department. Analysis of crime tactics, reallocation of police patrol resources, and community relations and crime prevention programs are among the activities which suffer because of the lack of readily available, pertinent information.

Police command-and-control operations, including communications functions, are frequently only marginally effective. The elements

of a successful command-and-control operation - dependability, accuracy, secrecy, and speed - are not always found in the system. This has become evident by increases in response time, radio spectrum congestion, dispatcher overload, and the breakdown of equipment. There are few systems in law enforcement today which can distinguish between and respond to very serious calls for service and routine calls for assistance.

A noticeable problem in current police operations is the imbalance between available field support and personnel. Guidelines prepared by police management consultants suggest that at least 60 percent of all personnel be used for street patrols and investigative duties. There are many departments in the country today which do not meet this standard. As departments have grown in size, the administrative/support staff has mushroomed, leaving relatively fewer officers available for patrol duty. This condition has been reputed to be one of the factors causing a decline in police-community relations in the Denver area.

There is a growing friction between minority groups and the police. Law enforcement agencies have been less than successful in forging strong bonds with the public, as evidenced by growing claims of police brutality indifference to citizen needs.

The training requirements of modern professional police officers dictate constant review; analysis and modification of academy curriculum, and community education opportunities. Few officers are well versed in field investigative techniques; family crisis and community relations training is not stressed; and programs designed to alert the officer to probable situations where crimes might take place are not always accented.

In summary, it is within the scope of this program area to implement projects and studies which support more effective organization, management, operations, and training within the Denver Police Department. Such project implementation should be designed to support the goals of impact crime reduction, efficient and effective police service management, and responsiveness to community needs.

II. Program Description

C. Police Detection and Apprehension

5. Police Department Organization Management and Operations - \$85,000

c. Budget

	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	\$85,000	\$28,333
(2) Part E Impact Support	-0-	-0-
(3) Program Total	\$85,000	\$28,333

the time delay taken for each step in the processing of each case. Analysis of the data will determine sources of delay and, accordingly, opportunities for improvement. The proponent may find it advantageous to establish a task force of judicial experts thoroughly familiar with Denver's delay problems. This group of experts could assist with determining the extent of the existing backlog, the nature of available resources, and could formulate specific recommendations for eliminating the backlog. Special legislation, transferability of personnel from outlying districts, utilization of retired judges and lawyers, law school faculty, law students, administrative interns, and para-legal personnel provide resources that may be of assistance to court delay reduction projects.

Judicial control and formalization of a negotiated plea system aimed at promoting fairness in the plea bargaining process may be explored as part of the total delay reduction program. Modernized docketing, calendaring, records maintenance, and management information systems, support the objectives of this program. Delays between the County Courts and the District Courts due to the unavailability of transcripts of preliminary hearings may be addressed in the furtherance of achieving the reduction of total court delay. Strengthening the services of the Public Defender and the District Attorney in order to more fairly and efficiently process cases in the

backlog may be considered an important component of this program.

## II. Program Description

### D. Adjudication Process

#### 2. Bail Reform - \$100,000

##### a. Objectives

There is a consensus in the Denver community that the existing bail system is not effectively serving those who need bail. It is the objective of this program area to develop a well organized and professionally administered bail system which would include a comprehensive personal recognizance program to reduce the number of defendants held in custody awaiting trial.

##### b. Program Scope and Implementation

An analysis of the existing system of bail in the Denver community may suggest the need for personnel and facilities to support projects aimed at providing 24 hour, seven-day-week personal recognizance services to misdemeanor and felony defendants, including the required efforts necessary to determine their eligibility, and possibly strengthening the probation department's capabilities for supervising released defendants. This program area is not limited to the development of expanded personal recognizance bail services, but may also include analysis, revision and modification of present bonding procedures and standards, in relation to their impact upon Denver defendants. Projects in this area must incorporate



sufficient data collection objectives to allow for analysis of the success of the program in relation to defendants charged with crimes of specific concern to the Impact Program, as well as the required project evaluation imposed on all Impact funded projects.

II. Program Description

D. Adjudication Process

2. Bail Reform - \$100,000

c. Budget

	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	-0-	-0-
(2) Part E Impact Support	<u>\$100,000</u>	<u>\$33,333</u>
(3) Program Total	\$100,000	\$33,333

## II. Program Description

### E. Public Education - \$20,000

#### 1. Objectives.

In the area of public education, there is a need to keep the public informed about the Denver Impact Program. If the public is not kept informed, they may become misinformed. Secondly, since many of the future projects envisioned by the task forces will depend on the support and personal involvement of groups of citizens, they need to have some familiarity with the workings of the criminal justice agencies in Denver, the goals of the Impact Program, and an appreciation of some of the problems and frustrations involved in achieving them. *The specific objective of this program area is to develop and implement public education activities supportive of the Impact Cities' goals; to assist the citizen in the development of his capability to safeguard his life and property; and to encourage public support and assistance of the criminal justice agencies.*

#### 2. Program Scope and Implementation

It is proposed that funds be reserved for a wide variety of public education programs that will rely heavily on the volunteer efforts of public agencies, community organizations and individual citizens. Examples of variety of inexpensive projects that address the objectives of this program are:

Education programs in the schools designed to reduce the drug problem among juveniles and to address the problems of truancy, school dropout rates and vandalism.

Projects directed to involve the mass media in informing the citizens about the Impact Program and to assist in the promotion of the many projects related to crime prevention, law enforcement, target hardening, etc.

Projects of police/community cooperation to assist the police in the identification and recovery of stolen property, which might include educating the public to mark frequently stolen types of property.

Utilization of existing police store fronts as a base for the dissemination of public information and a vehicle for public education geared to reducing specific crimes in the store front neighborhoods.

A broad public education program that addresses the major problem of rape by type of victim, neighborhood, and high risk periods.

An education effort that would enlist the support of the public to help the former offender in adjusting to community life, including job recruitment, increased citizen participation in

volunteer programs, and better acceptance by citizens based correctional program.

Programs in physical security directed at the business community, the private home and including programs designed to reduce auto thefts by reminding the public about leaving keys in their car, etc.

An education program designed to improve the cooperation of the public in reporting crime and in cooperating with the police in the apprehension and adjudication of criminals. Tenant patrols and consumer protection projects would be encouraged.

Projects to assist in the recruitment of more minorities in the criminal justice system is an important aspect of this program. -

A program designed to better coordinate the criminal justice activities of the hundreds of public and private agencies.

II. Program Description

E. Public Education - \$20,000

c. Budget

	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	\$20,000	\$6,672
(2) Part E Impact Support	-0-	-0-
(3) Program Total	<u>\$20,000</u>	<u>\$6,672</u>

## II. Program Description

### F. Legislation -- \$-0-

The primary objective of the High Impact Anti-Crime Program is to work within existing Federal, State and local laws and ordinances. It is conceivable that various legislation may address itself to conditions no longer extant and that modifications and changes may enhance the effectiveness of the criminal justice system. Among the areas of program interest that may be impacted by statute are the juvenile code, the minimum training standards and certification of law enforcement personnel at all levels and service, correctional reform, security and privacy of criminal justice data, bail reform, metropolitan consideration in law enforcement, reinstatement of the citizenship rights of the ex-offender in terms of employment, bonding and civil rights, criminal justice system operations, and similar, yet to be identified, legislative interrelationships with criminal justice activities.

No funding is recommended for this program during the first year. Subsequent support may be provided as the Impact Program's priorities are reviewed and as legislative needs become more clearly identified.

II. Program Description

F. Legislation -0-

c. Budget

	<u>Federal</u>	<u>State/City/Private</u>
(1) Part C Impact Support	-0-	-0-
(2) Part E Impact Support	<u>-0-</u>	<u>-0-</u>
(3) Program Total	-0-	-0-



### III. Evaluation

Implicit in the design and development of programs and projects to improve or alter the man interrelated functions of the criminal justice system is the need to accurately define the current performance levels of the system and to appraise the results of the projects in achieving their respective objectives. Included in the required base line data should be reliable data concerning victimization, offenders, operational data of apprehension, process time and results through the elements of the system, census tract and data from other non-criminal justice activities that impact on the system. Such data are frequently available in various formats throughout the criminal justice system and the community although it is anticipated that some desirable data for research and future performance evaluation may not be available at this time.

Data collection is expensive and time consuming frequently involving many input sources necessitating uniformity of definition. Such a task would be impractical without modern data processing techniques. Even then, it may be burdensome unless derived as a part of operational and management systems designed to optimize performance and control of the operational elements of the criminal justice system. An effective total management system for criminal justice should have the following functions and characteristics.

Police patrol - Enabling a police officer to check rapidly the identification of people and property against a central "wanted" file.

Crime Investigation - Providing a police officer or detective with supporting information files such as crime patterns, modus operandi, criminal associates, and perhaps in the future, the ability to match latent fingerprints from a crime scene against a central fingerprint file.

Police deployment - Altering police deployment in response to changing patterns of crime on an hourly, daily, seasonal or emergency basis.

Sentencing and correctional decisions - Providing more complete history of an offender and his reactions to prior correctional actions; statistical estimates of the effects of different kinds of treatment on different kinds of offenders.

Development of correctional program - Analyzing complete criminal case histories to evaluate the effectiveness of different program.

Protection of individual rights - Assuring that arrest records include court disposition, thereby presenting a fairer picture to the police and to judges; restricting access to certain criminal records after a specified period of good conduct.

Budgeting - Collecting uniform statistics on agency operations and workloads, providing a basis for estimating personnel needs and for optimum allocation of men and dollars.

Research - Providing a collection of anonymous criminal histories to find out how best to interrupt a developing criminal career and to achieve a better understanding of how to control crime.

Public education - Protraying the true magnitude of the problem of crime in Denver.

The information problem has three principal dimensions:

1. Types of information:

Inquiry information - Facts about wanted persons or property needed on immediate recall ("on-line" in "real-time") by the police.

Personal information - Containing relevant background facts about people with whom the system must deal.

Management information - Needed by a criminal justice official on the operations of his agency to help him manage it better.

Statistical information - On crime, on the nature of criminal careers, and on the operations of criminal justice agencies.

2. Component of the criminal justice system:

Police

Courts

Corrections

3. Government level:

Federal

State

Local, including county, city and metropolitan area.

It is therefore the objective of the High Impact Anti-Crime Program to develop its base line data and subsequent data needs through existing management and operational systems and such future modifications as will enhance their effectiveness for their functional activities and the total criminal justice system.

The crime targets for this program are burglary and ~~stranger~~ to stranger crime. Burglary presents no conceptual problem since the Uniform Crime Report definition can be used without change. Stranger to Stranger crime on the other hand is not a defined Uniform Crime Report offense. The first requirement for identifying a stranger to stranger offense is that the victim-offender relationship be determined. Whether the victim was well known or related to the offender, the crime is not relevant to the program. The units of count for this program, in addition to burglary, include any of the following

offenses (Uniform Crime Report defined) which occur between persons unknown to each other; murder, forcible rape, robbery and assault. It is clear that it will not always be possible to determine the relationship between the victim and the offender, (an unsolved murder, for example). However, there is adequate evidence to show that in an extremely high percentage of cases the information is available.

With the target crimes adequately identified, the distribution and characteristics of the criminal events should be determined in order to design programs which adequately address the problem. The distribution of offenses must be examined in terms of both time and space. This examination will provide the basis for an effective allocation of resources. In the time dimension it is important to know the times of day when the target offenses occur as well as the days of the week and to some extent seasonal differences must also be considered.

The importance of knowing when offenses occur is matched by the need to know where they occur. Thus it is useful to have data available for small geographic areas such as beat, Carney block, block face or census tract. Data by precinct or police districts is the minimum acceptable for reasonable planning although subtotals reflecting these larger areas are desirable. Response tactics and strategies will also vary by whether the crimes occur on the street or elsewhere; by the type of place

in which off street crime occurs, e.g., liquor stores, filling stations, apartment buildings, public transit, etc.

The type of area or neighborhood in which "on street" crimes occur is similarly important. Shopping centers, other commercial areas, main streets and side streets will produce different crime patterns. Details such as population density as determined by zoning regulations or census data should not be overlooked. In specific situations a city should consider them in determining their overall data requirements and analytical needs.

Beyond the dimensions of time and space, data on the characteristics of the event can often provide tactical direction. Information about the number of offenders, their apparent age, weapons, etc., can prove useful.

For planning purposes, the complete reliance on the ~~usual~~ hierarchical classification of offenses can be counterproductive. For example, a rape which takes place during a burglary or robbery must be considered quite differently in terms of criminal justice response, from a rape which occurs for its own sake. In the former case, a reduction of the kinds of robberies and burglaries in which there is a rape risk should see a reduction in the overall number of rapes. Similarly an assault which takes place during a robbery situation should have a different response pattern from other stranger to stranger assaults.

This suggests the need to attempt to determine for statistical analysis, the intended offense, as well as the most serious offense which occurred during the criminal incident.

Arrest Data - The primary source of information about offenders is the arrest record. While there is no way of being certain that the characteristics of persons arrested are representative of all of those committing similar offenses, we have little choice but to use arrest statistics as a surrogate for true offender statistics.

Age, sex, race, school or work status, and other arrestee characteristics should be examined along with the offense for which the person was arrested. These characteristics along with information about prior offenses when examined in aggregate can provide useful insights about the characteristics of the target population.

Arrest data when used in conjunction with incident reports can be used to produce area crime specific estimates of the characteristics of offenders. Arrest rates must be used with extreme care. For example, an arrest is largely irrelevant for the deterrence of serious offenders if the arresting officer fails to make an adequate enough case to warrant prosecution. Thus, our primary measure should be "effective arrests" - those which result in prosecutable cases. Arrests which do not result in having the defendant "bound over" should probably not be used to evaluate

the effectiveness of the police.

Individual projects will be defined to include measurement criteria for evaluation of results against the project objectives. In addition, continuous review of the total criminal justice system will be maintained to assure action undertaken under one project will not be counter productive to other aspects of the system. Wherever feasible, bench marks will be established within project to relate progress against plan. to assure the ability to manage the performance of the project with its time and funds constraints.

Through the above form of project management, compatible data will be developed to provide effective management and guidance of the Denver High Impact Anti-Crime Program and subsequent evaluation and integration of the National Impact Cities Program.



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YOUTH DEVELOPMENT

TO BE APPOINTED  
Criminal Justice Specialist  
COURTS

RICHARD A. PHILLIPS  
Finance Officer

**END**

7 dec/1944