

FY 1977 STATE COMPREHENSIVE PLAN
FOR
COLORADO

STATE COMPREHENSIVE PLAN
RADIO
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**U. S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
APPLICATION FOR ACTION GRANT**

FISCAL YEAR

1977

APPLICANT STATE

Colorado

APPLICANT: PLEASE CHECK APPROPRIATE STATEMENT(S)

- Application Is Hereby Made For a Grant Under Title I, Part C and Part E of the Omnibus Crime Control and Safe Streets Act of 1968 (Public Law 90-351, 82 Stat. 197, As amended by P. L. 91-644, 84 Stat. 1880 and P. L. 93-83, 87 Stat. 197).
- Application Is Hereby Made for a Grant Under Title II, Part B, Subpart I of the Juvenile Justice and Delinquency Prevention Act of 1974 (Public Law 93-415, 88 Stat. 1109).

STATE PLANNING AGENCY

Division of Criminal Justice
1313 Sherman Street Room 419
Denver, CO 80203

(303)-892-3331

AMOUNT OF GRANT REQUEST - PART C

\$3,588,000

AMOUNT OF GRANT REQUEST - PART E

\$ 422,000

AMOUNT OF GRANT REQUEST - JJDP

\$ 510,000

PLANNING AGENCY ADMINISTRATOR (Name, address, zip code, telephone number)

Paul G. Quinn, Director
Division of Criminal Justice
1313 Sherman St., Room 419
Denver, CO 80203

(303)-892-3331

FINANCIAL OFFICER (Name, address, zip code, telephone number)

James O. Hogan
Finance Officer
Division of Criminal Justice
1313 Sherman St., Room 419
Denver, CO 80203
(303)-892-3331

(Please check and complete one)

1. THIS APPLICATION IS SUPPORTED BY:

- THE ATTACHED REVISED COMPREHENSIVE PLAN DATED August 31, 1976
- THE ATTACHED (supplement) (amendment) TO COMPREHENSIVE PLAN DATED _____

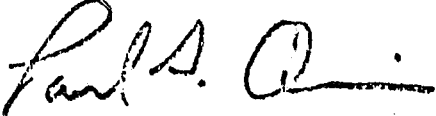
2. THE UNDERSIGNED REPRESENTS, ON BEHALF OF THE APPLICANT THAT:

- a. Any grant awarded pursuant to this application shall be subject to and will be administered in conformity with the General Conditions Applicable to Administration of Grants under Part C and Part E, Title I of P. L. 90-351, as amended, as set forth in appendix 9 of the Guideline Manual M4100.1E.

(Continued on Reverse)

- b. Any grant awarded pursuant to this application under the Juvenile Justice and Delinquency Prevention Act of 1974 shall be subject to and will be administered in conformity with guidelines under Title II, Part B, Subpart I of P. L. 93-415, as set forth in Guideline Manual M 4100.1E.
 - c. Funds awarded will be used only for the programs described in the Section entitled "Annual Action Plan" as set forth in the approved Comprehensive Law Enforcement Plan or in any amendment thereto duly filed with and approved by the Law Enforcement Assistance Administration.
 - d. Not more than one-third of the gross amount of this grant will be expended for compensation of police and other regular law enforcement personnel, exclusive of compensation for time engaged in conducting or undergoing training programs, or compensation for personnel engaged in research, development, demonstration or other short-term programs.
 - e. Any grant funds so expended for compensation of personnel subject to the one-third limitation will be matched by State or local expenditures for increased personnel compensation of equal amount.
3. The State Planning Agency hereby assures that it will comply with and will insure compliance by its subgrantees and contractors with Section 518(c)(1) of the Crime Control Act of 1973, and Title VI of the Civil Rights Act of 1964, and the regulations of the Department of Justice issued to implement Title VI of the Civil Rights Act (28 C. F. R. Part 42, Subpart C) to the end that no person shall, on the grounds of race, color, national origin or sex be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity funded in whole or in part with funds made available through the Law Enforcement Assistance Administration. The State Planning Agency further will comply with and insure compliance by its subgrantees and contractors with Department of Justice equal employment opportunity regulations in federally assisted programs (28 C. F. R. Part 42, Subpart D) to the end that employment discrimination in such programs on the grounds of race, color, creed, sex, or national origin shall be eliminated. The State Planning Agency further insures that educational institutions comply with the provisions and requirements of Title IV, Section 901, of the Education Amendments of 1972 (P. L. 92-318) which provides that no person shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving financial assistance from the Department of Justice. The State Planning Agency recognizes the right of the United States to seek judicial enforcement of the foregoing covenants against discrimination, and will include a similar covenant assuring the right of the United States to seek judicial enforcement in its subgrants or contracts.
4. This application (submitted in 12 copies) consists of the following in addition to this form:
- Attachment A: List of Action Programs for Which Grant Support Is Requested (See M 4100.1E, appendix 6, for instructions for completing this attachment)
 - Attachment B: General Conditions (See M 4100.1E, appendix 9)
 - Attachment C: Program Component - Comprehensive Law Enforcement and Criminal Justice Plan
 - Attachment D: Progress Report (OMIT IF INCLUDED IN COMPREHENSIVE PLAN)

SIGNATURE REQUIRED ON ORIGINAL COPY ONLY. USE INK. IF ANOTHER AUTHORIZED STATE SIGNATORY IS REQUIRED FOR THIS GRANT APPLICATION BY STATE LAW OR EXECUTIVE POLICY, THIS SHOULD BE ADDED, INCLUDING A REFERENCE TO POSITION AND TITLE.

SIGNATURE (State Planning Agency Administrator)	DATE	OTHER SIGNATURE, IF REQUIRED BY LAW OR EXECUTIVE POLICY (Cite Position and Title)	DATE
	8/23/76		



U. S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE
ADMINISTRATION

APPLICATION FOR ACTION GRANT (P. L. 90-351, as amended, and P. L. 93-415)

ATTACHMENT A

LIST OF ACTION PROGRAMS FOR WHICH GRANT SUPPORT IS REQUESTED
(Derived from Program Descriptions in the State Plan Annual Action Program)

STATE: Colorado

Page 1 of 4

SHORT PROGRAM TITLE	SPA CODE	PROGRAM DESCRIPTOR				ESTIMATED TOTAL COST	PART C		PART E		JJDP		PAGE REFERENCE IN PLAN
		PRIMARY FUNCTIONAL ENTITY	PROGRAM THRUST	CLIENT GROUP	CRIME ADDRESSED		LEAA FEDERAL SHARE	STATE LOCAL & OTHER SHARE	LEAA FEDERAL SHARE	STATE LOCAL & OTHER SHARE	LEAA FEDERAL SHARE	STATE LOCAL & OTHER SHARE	
Public Inf. and Ed.	IA					48,300	43,470	4,830					V/IA-1
Citizen Action	IB												V/IA-2
Juv. Del. Prev.	IIA					353,333	318,000	35,333					V/IIA-1
Spec. Crimes Prev.	IIB					192,954	173,659	19,295					V/IIB-1
Crime Analyst	IIIA					46,297	41,667	4,630					V/IIIA-1
Special Operations	IIB					311,240	280,116	31,124					V/IIIB-1
Communication	IIIC					327,778	295,000	32,778					V/IIIC-1
Crim. Inv. Lab Serv.	IIID					166,667	150,000	16,667					V/IIID-1
Juvenile Diversion	IVA					734,364	403,428	44,825			257,500	28,611	V/IVA-1
Adult Diversion	IVB					70,952	63,857	7,095					V/IVB-1
Pre-Trial Release	VA					211,532	190,379	21,153					V/VA-1



U. S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE
ADMINISTRATION

APPLICATION FOR ACTION GRANT

ATTACHMENT A

CONTINUATION PAGE

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STATE: Colorado

SHORT PROGRAM TITLE	SPA CODE	PROGRAM DESCRIPTOR				ESTIMATED TOTAL COST	PART C		PART E		JJDP		PAGE REFERENCE IN PLAN
		PRIMARY FUNCTIONAL ENTITY	PROGRAM THRUST	CLIENT GROUP	CRIME ADDRESSED		LEAA FEDERAL SHARE	STATE LOCAL & OTHER SHARE	LEAA FEDERAL SHARE	STATE LOCAL & OTHER SHARE	LEAA FEDERAL SHARE	STATE LOCAL & OTHER SHARE	
Detention-Juv	VB					129,444	39,500	4,389			77,000	8,555	V/VB-1
Detention-Ad.	VC												V/VC-1
Prosecution-Ad.	VIA												V/III A-1
Juvenile Intake	VIB												V/VI R-1
Defense Adult	VIC												V/VI C-1
Defense Juvenile	VID					17,778	16,000	1,778					V/VI D-1
Trial Process	VIIA												V/VII A-1
Sent. Altern.	VIIIA												V/VIII A-1
Disp. Altern.	VIIIB					9,240			8,316	924			V/VIII R-1
Post-Con Vict. Pro	IXA												V/IX A-1
COMPLETE TOTALS ON LAST CONTINUATION PAGE ONLY													TOTALS



U. S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE
ADMINISTRATION

APPLICATION FOR ACTION GRANT
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STATE: Colorado

SHORT PROGRAM TITLE	SPA CODE	PROGRAM DESCRIPTOR				ESTIMATED TOTAL COST	PART C		PART E		JJOP		PAGE REFERENCE IN PLAN
		PRIMARY FUNCTIONAL ENTITY	PROGRAM THRUST	CLIENT GROUP	CRIME ADDRESSED		LEAA FEDERAL SHARE	STATE LOCAL & OTHER SHARE	LEAA FEDERAL SHARE	STATE LOCAL & OTHER SHARE	LEAA FEDERAL SHARE	STATE LOCAL & OTHER SHARE	
Comm. Class Adult	XA					305,555	275,000	30,555					V/XA-1
Comm. Class-Juv	XB					49,382	44,444	4,938					V/XB-1
Instit. Adult	XC												V/XC-1
Instit. Juvenile	XD												V/XD-1
Comm. Rehab Adult	XIA					563,627	325,517	36,169	181,747	20,194			V/XI A-1
Comm. Rehab Juvenile	XIB					448,888	72,063	8,007	231,937	25,770	100,000	11,111	V/XI B-1
Instit. Rehab-Ad.	XIC												V/XI C-1
Instit. Rehab. Juvenile	XID												V/XI D-1
C.J. Pers. Training	XIIA					505,891	455,302	50,589					V/XII A-1
C.J. Plan. Res. & Ev.	XIIB					454,167	333,250	37,028			75,500	8,389	V/XII B-1
COMPLETE TOTALS ON LAST CONTINUATION PAGE ONLY						TOTALS							



U. S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE
ADMINISTRATION

APPLICATION FOR ACTION GRANT

ATTACHMENT A

CONTINUATION PAGE

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STATE: Colorado

SHORT PROGRAM TITLE	SPA CODE	PROGRAM DESCRIPTOR				ESTIMATED TOTAL COST	PART C		PART E		JJDP		PAGE REFERENCE IN PLAN
		PRIMARY FUNCTIONAL ENTITY	PROGRAM THRUST	CLIENT GROUP	CRIME ADDRESSED		LEAA FEDERAL SHARE	STATE LOCAL & OTHER SHARE	LEAA FEDERAL SHARE	STATE LOCAL & OTHER SHARE	LEAA FEDERAL SHARE	STATE LOCAL & OTHER SHARE	
Infor. Systems	XIIC					74,831	67,348	7,483					V/XII C-1
COMPLETE TOTALS ON LAST CONTINUATION PAGE ONLY						TOTALS	5,022,220	3,588,000	398,666	422,000	46,888	510,000	56,666

GENERAL CONDITIONS APPLICABLE TO ADMINISTRATION
OF GRANTS UNDER PART C AND PART E OF TITLE I,
P. L. 90-351, AS AMENDED

The applicant State hereby assures and certifies that the State Criminal Justice Planning Agency and its subgrantees and contractors will comply with the LEAA regulations, policies, guidelines, requirements, Office of Management and Budget Circulars Nos. A-87, A-95, and A-102, and LEAA Guideline Manual M 7100.1A, Financial Management of Planning and Action Grants, as they relate to the application, acceptance and use of Federal funds for this federally-assisted Plan. Also, the applicant gives assurance and certifies with respect to the grant that:

1. REPORTS. Each grantee shall submit such reports as the Law Enforcement Assistance Administration shall reasonably request.
2. DISCRIMINATION PROHIBITED. No person shall, on the grounds of race, creed, color, national origin, age or sex be excluded from participation in, be refused the benefits of, or be otherwise subjected to discrimination under grants awarded pursuant of P.L. 90-351, as amended, or any project, program or activity or subgrant supported by this grant. The grantee must comply with the provisions and requirements of Title VI of the Civil Rights Act of 1964 and regulations issued by the Department of Justice and the Law Enforcement Assistance Administration thereunder as a condition of award of Federal funds and continued grant support. The grantee further must comply with the Justice Department equal employment opportunity regulation in Federally assisted programs, to the end that discrimination in employment practices of State Planning Agencies, law enforcement agencies, and other agencies or offices administering, conducting or participating in any program or activity receiving Federal financial assistance, on the grounds of race, creed, color, age sex or national origin, be eliminated. This grant condition shall not be interpreted to require the imposition in State plans or planning agency subgrant programs of any percentage ratio, quota system, or other program to achieve racial balance or eliminate racial imbalance in a law enforcement agency. The United States reserves the right to seek judicial enforcement of this condition.
3. FINANCIAL REPORTS. State Planning Agencies shall submit such financial reports as may be required on forms approved by OMB and prescribed by LEAA.
4. INSPECTION AND AUDIT. Accounts and records of the State agency and of local units of government and all other recipients of assistance under this grant, whether by direct grant or contract or by subgrant or sub-contract from primary grantees or contractors, which disburse or utilize grant funds, must be accessible to authorized Federal and

State officials for the purpose of audit and examination. Notice of accessibility as set forth in Section 521 of Title I of P.L. 90-351, as amended, must be incorporated in each grant, subgrant, contract, sub-contract or other document under which funds are to be disbursed. Where permitted by State constitutional provisions, an annual or biennial audit of the planning and action subgrant program must be accomplished by an appropriate State audit agency, State Planning Agency audit staff or a reputable public accounting firm. To the extent that State and local audit systems are determined by the LEAA to be adequate to insure fiscal accountability, they will be relied upon in lieu of Federal audit of grantee and subgrantee accounts. The Administration shall adhere, in all regards, to the principles enunciated in OMB Circular No. A-73, "Audit of Federal Grants-in-Aid to State and Local Governments."

5. MATCHING REQUIREMENTS. The applicant State will comply with the provisions of P.L. 90-351, as amended, concerning Part C and E funds: (i) money appropriated in the aggregate (Hard Match); (ii) for funds passed through to locals, the State will provide in the aggregate not less than one-half of the non-federal funding (Buy-In); (iii) the percent of all Federal funds granted to the State Planning Agency that will be available to units of general local government will be at least the percent of the State and local law enforcement expenditures funded and expended in the immediately preceding fiscal year by units of general local government (Variable Pass-Through).
6. EQUAL EMPLOYMENT OPPORTUNITY PROGRAM. The SPA certifies that it requires, as a condition for the receipt of LEAA funds, a certification by the subgrantee that it has executed and has on file, an Equal Employment Opportunity Program which conforms with the provisions of 28 CFR 42.301 et seq., subpart E, or in conformity with the foregoing regulation, no Equal Employment Opportunity Program is required.
7. POLITICAL ACTIVITY. The restrictions of the Hatch Act, 5 U.S.C. chap 73 subchapter III concerning political activity by government employees are applicable to State Planning Agency staff members and other State and local government employees whose principal employment is in connection with activities financed, in whole or in part, by Title I grants. Under a 1975 Amendment to the Hatch Act, such State and local government employees now may take an active part in political management and campaigns except they may not be candidates for office.

General Conditions 8 through 22 apply particularly to projects funded in whole or in part with Part E funds, but may apply to projects funded with Part C funds.

8. AVAILABILITY OF FUNDS. State Planning Agencies shall insure that the availability of funds under Part E shall not reduce the amount of funds under Part C which a State would, in the absence of Part E, allocate for the purposes of corrections.

9. CONTROL OF FUNDS AND TITLE TO PROPERTY. The control of Part E funds and Title to Property purchased with Part E funds may not be transferred to private agencies, profit-making or otherwise even though these may be utilized in the implementation of Part E efforts including the purchase of services and Part E funds and property will not be diverted to other than correctional uses.
10. DESIGN TECHNIQUES. The State Planning Agency will insure that Part E projects utilize advanced techniques in the design of Institutions and facilities.
11. CONSTRUCTION CONSULTATION. The State Planning Agency must insure that with respect to construction or renovation of correctional institutions or facilities, that in the planning and development of architectural design or construction drawings the grantee or subgrantee will:
 - a. Consult with and provide relevant documents to the National Clearinghouse for Criminal Justice Planning and Architecture, at the University of Illinois.
 - b. Obtain a certification of compliance with national standards.
 - c. Verify that no funds will be expended until such certification is obtained.
12. REGIONAL SHARING. The State Planning Agency shall insure that where feasible and desirable, provisions will be made for the sharing of correctional institutions and facilities on a regional basis.
13. MAINTENANCE OR UPKEEP OF CORRECTIONAL INSTITUTIONS. The State Planning Agency shall insure that Part E Grant funds will not be used for routine repair, maintenance, or upkeep purposes and further, with respect to construction, acquisition and renovation, may be used only for such institutions and facilities or portions thereof, which substantially provide or contribute to providing confinement or rehabilitation for those charged with or convicted of violation of the law.
14. PERSONNEL STANDARDS. The State Planning Agency shall insure that institutions and facilities receiving Part E funds have personnel standards and programs which reflect advanced practices. The SPA must be aware of the personnel standards and programs which the State is seeking in its correctional institutions and facilities and must assure that subgrants of Part E funds will be conditioned in accordance with such standards and programs in order that LEAA may make the determination that satisfactory assurances exist.

15. RECRUITING, ORGANIZATION, TRAINING. To insure that the State is engaging in projects and programs to improve the recruiting, organization, training and education of personnel employed in correctional activities, including those of probation, parole and rehabilitation, the following minimum requirements shall be met in the programs and projects utilizing Part E funds in whole or in part: (i) at least 80 hours recruit training, at the entry into duty or during the first year of tenure, for both guards and correctional officers on the one hand and probation and parole officers on the other and (ii) at least 20 hours of in-service or refresher training per year for all such correctional personnel with more than one year of tenure.
16. NARCOTIC AND ALCOHOLISM TREATMENT. The State Planning Agency shall insure that correctional institutions and facilities, and probation or other supervisory release programs receiving Part E funds shall have suitable programs for the treatment of drug addicts, drug abusers, alcoholics or alcohol abusers.
17. MONITORING THE CORRECTIONAL SYSTEM. The State Planning Agency shall insure that an accurate and complete monitoring of the progress and improvement of the correctional system is developed. The monitoring system for the State corrections shall include the rate of prisoner rehabilitation and rates of recidivism in comparison with previous performance of the State or local correctional systems and current performance of other State and local prison systems not included in this program.
18. PART E ASSURANCE. The State Planning Agency certifies as a condition for receipt of Part E funds for the planning, construction, acquisition, or renovation of adult or juvenile correctional institutions or facilities, that all applicants will demonstrate, to the extent applicable to the particular project presented and area or region to be served by the proposed facility, adherence to the following:
 - a. Reasonable use of alternatives to incarceration, including but not limited to referral and bail practices, diversionary procedures, court sentencing practices, comprehensive probation resources, and the minimization of incarceration by State and local parole practices, work-study release or other programs assuring timely release of prisoners under adequate supervision. (Applications should indicate the areas to be served, comparative rates of dispositions for fines, suspended sentences, probation, institutional sentences and other alternatives, and rates of parole.)

- b. Special provision for the treatment, particularly in community-based programs, of alcohol and drug abusers.
 - c. Architectural provision for the complete separation of juvenile, adult female, and adult male offenders.
 - d. Specific study for the feasibility of sharing facilities on a regional (multi-State or multi-county or regional within States, as appropriate) basis.
 - e. Architectural design of new facilities providing for appropriate correctional treatment programs, particularly those involving other community resources and agencies.
 - f. Willingness to accept in the facilities persons charged with or convicted of offenses against the United States, subject to negotiated contract agreements with the Bureau of Prisons.
19. CONDITIONS APPLICABLE TO ALL CONSTRUCTION AND RENOVATION PROGRAM GRANTS. Subgrants of Part E funds for facilities construction or renovation, regardless of size, shall require that architectural and other needed professional services shall be obtained upon the basis and consideration of professional competence to deliver the required services. Contractual fee obligations for such services shall be in accordance with the prevailing suggested fee schedules of recognized professional organizations.
20. SPECIAL REVIEW OF CONSTRUCTION PROGRAMS. In conformity with Section 522 of the Act, the State will not release any grant funds for plans or programs involving the acquisition or construction of law enforcement facilities, without submission of such programs to area-wide agencies as provided in Section 204(a) of the Demonstration Cities and Metropolitan Development Act of 1966 for receipt of comments and recommendations.
21. CONDITIONS APPLICABLE TO LARGE CONSTRUCTION PROGRAM GRANTS. Subgrants of Part E funds for construction or facilities which require letting a contract amounting to \$100,000 or more to a private company or individual must require a bid guarantee equivalent to 5 percent of the bid price, a performance bond on the part of the contractor for 100 percent of the contract price and a payment bond on the part of the contractor for 100 percent of the contract price.

22. CONDITIONS APPLICABLE TO ALL CONSTRUCTION PROGRAM GRANTS. Subgrants of Part E funds for construction purposes shall be accompanied by a statement of objectives of the proposed facilities, architectural programs, schematics, outline specifications and cost estimates; and, shall include a certification of the manner and means through which needed constructural services (site preparation, utility through which building construction purchases of equipment and fixture, etc.) will be obtained in accordance with the applicable provisions of appropriate State and/or local law, rules or regulations.
23. GRANTS FOR CONSTRUCTION. The applicant hereby agrees that it will incorporate or cause to be incorporated into any contract for construction work, or modification thereof, as defined in the regulations of the Secretary of Labor at 41 CFR chapter 60, which is paid for in whole or in part with funds obtained from the Federal government or borrowed on the credit of the Federal government pursuant to a grant, contract, loan, insurance, or guarantee, or undertaken pursuant to any Federal program involving such grant, contract, loan, insurance, or guarantee, the following equal employment opportunity clause:

During the performance of the contract, the contractor agrees as follows:

- a. The contractor will not discriminate against any employee or applicant for employment because of race, color, religion, sex, or national origin. The contractor will take affirmative action to insure that applicants are employed, and that employees are treated during employment without regard to their race, color, religion, sex, or national origin. Such action shall include, but not be limited to the following: Employment, upgrading, demotion, or transfer, recruitment or recruitment advertising; layoff or termination, rates of pay or other forms of compensation, and selection for training, including apprenticeship. The contractor agrees to post in conspicuous places, available to employees and applicants for employment, notices to be provided setting forth the provisions of the nondiscrimination clause.
- b. The contractor will, in all solicitations or advertisements for employees placed by or on behalf of the contractor, state that all qualified applicants will receive consideration for employment without regard to race, color, religion, sex or national origin.

- c. The contractor will send to each labor union or representative of workers with which he has a collective bargaining agreement or other contract or understanding, a notice to be provided advising the said labor union or workers' representative of the contractor's commitments under this section, and shall post copies of the notice in conspicuous places available to employees and applicants for employment.
- d. The contractor will comply with all provisions for Executive Order 11246 of September 24, 1965, and of the rules, regulations, and relevant orders of the Secretary of Labor.
- e. The contractor will furnish all information and reports required by Executive Order 11246 of September 24, 1965, and by rules, regulations, and orders of the Secretary of Labor, or pursuant thereto, and will permit access to his books, records, and accounts by the administering agency and the Secretary of Labor for purposes of investigation to ascertain compliance with such rules, regulations, and orders.
- f. In the event of the contractor's noncompliance with the non-discrimination clauses of this contract or with any of the said rules, regulations, or orders, this contract may be cancelled, terminated, or suspended in whole or in part and the contractor may be declared ineligible for further Government contracts or Federally assisted construction contracts in accordance with procedures authorized in Executive Order 11246 of September 24, 1965, and such other sanctions may be imposed and remedies invoked as provided in Executive Order 11246 of September 24, 1965, or by rule, regulation, or order of the Secretary of Labor, or as otherwise provided by law.
- g. The contractor will include the portion of the sentence immediately preceding paragraph (a) and the provisions of paragraphs (a) through (g) in every subcontract or purchase order unless exempted by rules, regulations, or orders of the Secretary of Labor issued pursuant to Section 204 of Executive Order 11246 of September 24, 1965, so that such provisions will be binding upon each subcontractor or vendor. The contractor will take such action with respect to any subcontract or purchase order as the administering agency may direct as a means of enforcing such provisions, including sanctions for noncompliance: Provided, however, that in the event a contractor becomes involved in, or is threatened with, litigation with a subcontractor or vendor as a result of such direction by the administering agency, the contractor may request the United States to enter into such litigation to protect the interests of the United States.

January 16, 1976

The applicant further agrees that it will be bound by the above equal employment opportunity clause with respect to its own employment practices when it participates in Federally assisted construction work: Provided, that if the applicant so participating is a State or local government, the above equal employment opportunity clause is not applicable to any agency, instrumentality or subdivision of such government which does not participate in work on or under the contract.

The applicant agrees that it will assist and cooperate actively with the administering agency and the Secretary of Labor in obtaining the compliance of contractors and subcontractors with the equal employment opportunity clause and the rules, regulations, and relevant orders of the Secretary of Labor, that it will furnish the administering agency and the Secretary of Labor such information as they may require for the supervision of such compliance, and that it will otherwise assist the administering agency in the discharge of the agency's primary responsibility for securing compliance.

The applicant further agrees that it will refrain from entering into any contract or contract modification subject to Executive Order 11246 of September 24, 1965, with a contractor debarred from, or who has not demonstrated eligibility for Government contracts and Federally assisted construction contracts pursuant to the Executive Order and will carry out such sanctions and penalties for violation of the equal employment opportunity clause as may be imposed upon contractors and subcontractors by the administering agency or the Secretary of Labor pursuant to Part II, Subpart D of the Executive Order. In addition, the applicant agrees that if it fails or refuses to comply with these undertakings, the administering agency may take any or all of the following actions: Cancel, terminate, or suspend in whole or in part this grant (contract, loan, insurance, guarantee); refrain from extending any further assistance to the applicant under the program with respect to which the failure or refund occurred until satisfactory assurance of future compliance has been received from such applicant; and refer the case to the Department of Justice for appropriate legal proceedings.

24. BUILDING ACCESS FOR PHYSICALLY HANDICAPPED. Any building construction funded under Part E allocations and for which there is an intended use that will require that such building or facility be accessible to the public or may result in the employment or residence therein of physically handicapped persons must be so constructed as to assure that physically handicapped persons will have ready access to, and use of such buildings.

25. RELEASE OF INFORMATION. Pursuant to Section 521 of the Act, as amended, all records, papers and other documents kept by recipients of LEAA funds, including State Planning Agencies and their subgrantees and contractors, relating to the receipt and disposition of such funds, are required to be made available to the Administration. These records and other documents submitted to LEAA and State Planning Agencies pursuant to other provisions of the Act, including Comprehensive State Plans and applications for funds, are required to be made available by LEAA under the terms and conditions of the Federal Freedom of Information Act (5 U.S.C. 552). State Planning Agencies must follow applicable LEAA Guidelines as set forth in the LEAA Guideline Manual M 4100.1D, paragraph 32 on release of information and State Planning Agency procedures designed to facilitate local government participation.
26. INFORMATION SYSTEMS. In respect to programs related to Criminal Justice Information Systems, the grantee agrees to insure that adequate provisions are made for system security, the protection of individual privacy and the insurance of the integrity and accuracy of data collection. The grantee further agrees:
- a. That all computer software produced under this grant will be made available to the Law Enforcement Assistance Administration for transfer to authorized users in the criminal justice community without cost other than that directly associated with the transfer. Systems will be documented in sufficient detail to enable a competent data processing staff to adapt the system, or portions thereof, to usage on a computer of similar size and configuration, of any manufacturer.
 - b. To provide a complete copy of documentation to the cognizant Regional Office, upon request, and a complete copy to the Systems Development Division, National Criminal Justice Information and Statistics Service, Law Enforcement Assistant Administration. Documentation will include, but not be limited to System Description, Operating Instructions, User Instructions, Program Maintenance Instructions, input forms, file descriptions, report formats, program listings and flow charts for the system and programs.
 - c. That whenever possible all application programs will be written in ANS COBOL in order that they may be transferred readily to another authorized user. Where the nature of the task requires a scientific programming language, ANS FORTRAN should be used.
 - d. To avail himself, to the maximum extent practicable, of computer software already produced and available without charge. To insure that reasonable effort is extended in this area, LEAA publications and Regional Systems Specialists should be consulted.

27. CRIMINAL PENALTIES.

- a. Whoever embezzles, willfully misapplies, steals, or obtains by fraud or endeavors to embezzle, willfully misapply, steal or obtain by fraud any funds, assets, or property which are the subject of a grant or contract or other form of assistance pursuant to this title, whether received directly or indirectly from the Administration, or whoever receives, conceals, or retains such funds, assets, or property with intent to convert such funds, assets, or property to his use or gain, knowing such funds, assets, or property have been embezzled, willfully misapplied, stolen, or obtained by fraud, shall be fined not more than \$10,000 or imprisoned not more than five years, or both.
- b. Whoever knowingly and willfully falsifies, conceals, or covers up by trick, scheme, or device, any material fact in any application for assistance submitted pursuant to this title or in any records required to be maintained pursuant to this title shall be subject to prosecution under the provisions of section 1001 of title 18, United States Code.
- c. Any law enforcement and criminal justice project underwritten, in whole or in part, by any grant, or contract or other form of assistance pursuant to this title, whether received directly or indirectly from the Administration, shall be subject to the provisions of section 371 of title 18, United States Code.

28. CLEAN AIR ACT AND FEDERAL WATER POLLUTION CONTROL ACT VIOLATION. In accordance with the provisions of the Clean Air Act (42 U.S.C. 1857), as amended by P.L. 91-604, the Federal Water Pollution Control Act (33 U.S.C. 1251, et. seq.) as amended by P.L. 92-500 and Executive Order 11738, subgrants or contracts will not be made to parties convicted of offenses under these laws.

29. RELOCATION PROVISIONS. In conformance with the Uniform Relocation Assistance and Real Property Acquisition Policy Act of 1970, P.L. 91-646, the State Planning Agency shall assure that any program under which LEAA financial assistance must be used to pay all or part of the cost of any program or project which will result in displacement of any personal shall provide that:
- a. Fair and reasonable relocation payments and assistance shall be provided to or for displaced persons as are required in such regulations as are issued by the Attorney General.
 - b. Relocation and assistance programs shall be provided for such persons in accordance with such regulations issued by the Attorney General.
 - c. Within a reasonable period of time prior to displacement, decent, safe and sanitary replacement must be available to the displaced person in accordance with such regulations as issued by the Attorney General.
 - d. Those persons affected by these provisions will be adequately informed of the available benefits, policies, and procedures relating to the payment of these benefits.

NOTE: For amplification of the Relocation Provisions see LEAA Guideline Manual M 4100.1E, paragraph 36 and LEAA Guideline Manual M 4061.1 .

January 16, 1976

30. ENVIRONMENTAL IMPACT. Any application for subgrants, subcontracts, etc., involving those actions listed in paragraph 33a, M 4100.1E, must include either an environmental evaluation or a detailed environmental analysis as required by Section 102(2)(C) of the National Environmental Policy Act. Before accepting an environmental evaluation the LEAA Regional Administrator shall make certain that questions are adequately answered, the document has been reviewed by the necessary clearinghouses and a determination can be made of the project's environmental impact. Following this determination, an environmental impact statement or negative declaration, as appropriate, shall be issued.
31. HISTORIC SITES. Before approving subgrant programs involving construction, renovation, purchasing or leasing of facilities the State Planning Agency shall consult with the State Historic Preservation Officer for historic preservation to determine if the undertaking may have an effect on properties listed in the National Register of Historic Places or properties eligible for the National Register. If the undertaking may have an effect, the State Planning Agency must follow the procedures outlined in LEAA Guideline Manual M 4100.1E.
32. USE OF AIRPLANES AND HELICOPTERS. Airplanes and helicopters purchased in whole or in part with grant funds must be used for the purposes stated in the application and may not be used for non-law enforcement purposes by State and local officials.
33. EDUCATIONAL SUPPORT. No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving LEAA financial assistance with the exception of the qualifications set forth in Title IX, Section 901(a) of Public Law 92-318 (86 Stat. 373).
34. PUBLISHED MATERIAL. All published material and written reports submitted under this grant or in conjunction with contracts under this grant must be originally developed material unless otherwise specifically provided in the grant or contract document. When material, not originally developed, is included in the report, it must have the source identified. This identification may be in the body of the report or by footnote. This provision is applicable when the material is in a verbatim or extensive paraphrase format.
35. APPLICABILITY. By appropriate language incorporated in each grant, subgrant, contract, subcontract, or other documents under which funds are to be disbursed, the grantee shall assure that these conditions apply to all recipients of assistance.

36. MEDICAL RESERACH AND PSYCHOSURGERY. The applicant agrees to comply with the provisions of LEAA Guideline G 6060.1A.
37. REPROGRAMMING OF FUNDS. The State Planning Agency on its own cognizance may reprogram funds among action programs to a cumulative amount of 15 percent of any action program of \$10,000 whichever is greater. Reprogramming of funds in excess of the above limits requires prior approval of the cognizant LEAA Regional Office.
38. Prohibition Against Reprogramming Out of the Juvenile Justice Area. The SPA shall not exercise reprogramming authority in the JJ area of Crime Control Act without the prior approval of LEAA.
39. FLOOD DISASTER PROTECTION. In accord with Section 202(a) of the Flood Disaster Protection Act of 1973, no Federal agency may approve any financial assistance for construction purposes after July 1, 1975 for use in any area identified by the Secretary of the Department of Housing and Urban Development (HUD) as an area having special flood hazards unless the community in the hazardous area is then participating in the National Flood Insurance Program.
40. CONFIDENTIALITY OF RESEARCH INFORMATION. Research information identifiable to an individual, which was obtained through a project funded wholly or in part with LEAA funds, shall remain confidential and copies of such information shall be immune from legal process, and shall not, without the consent of the person furnishing such information, be admitted as evidence or used for any purpose in any action, suit, or other judicial or administrative proceeding, pursuant to section 524(a) of the Omnibus Crime Control and Safe Streets Act of 1968 as amended.
41. BUDGET ACT. This grant award, or portion thereof, is conditional upon subsequent congressional or executive action which may result from Federal budget deferral or rescission actions pursuant to the authority contained in Sections 1012(a) and 1013(a) of the Congressional Budget and Impoundment Control Act of 1974, 31 U.S.C. 1301, Pub. L. 93-344, 88 Stat. 297 (July 12, 1974).
42. APPLICABILITY. By appropriate language incorporated in each grant, subgrant, contract, subcontract, or other documents under which funds are to be disbursed, the grantee shall assure that these conditions apply to all recipients of assistance.

43. SAFE WATER DRINKING ACT. The Safe Drinking Water Act, Pub. L. 93-523, 88 Stat. 1660, was enacted to assure that the public is provided with safe drinking water. Section 1424(e) of the Act is applicable to LEAA programs. It is provided that if the Administrator of the Environmental Protection Agency determines that an area has an aquifer (a water bearing stratum of permeable rock, sand or gravel) which is the sole or principal drinking source for an area and which if contaminated would create a significant hazard to public health, he shall publish notice of that determination in the Federal Register. After publication of such notice, no commitment of Federal financial assistance (through a grant, contract, loan guarantee, or otherwise) may be entered into for any project which the EPA Administrator determines may contaminate such an aquifer.

Accordingly, it is advised that a grant condition be included which provides that any prospective subgrantee of Parts C and E block grant funds has assured that the project will have no effect on an aquifer so designated by the EPA Administrator.

The 1977 Plan

A. History and Mandate

The Division of Criminal Justice was founded by executive order in response to the Omnibus Crime Control and Safe Streets Acts of 1968 (PL 90-351), as amended.

In 1971, the division was institutionalized through legislative action (CRS 24-32-501/507) and charged with the responsibility for analyzing Colorado's activities in the administration of criminal justice and the nature of the problems confronting the state and its citizens. For this analysis, yearly comprehensive plans for the improvement of criminal justice and the control of crime and delinquency are to be developed. This submission for FY 1977 intends multi-year status through FY 1979.

The division is also charged with the administration of federal monies (Law Enforcement Assistance Administration) used to reduce crime and improve the criminal justice system.

The division has also been designated since FY 1976 to coordinate activities and planning related to the Juvenile Justice and Delinquency Prevention Act of 1974.

The policy making and advisory body to the division is the State Council on Criminal Justice. Council members are appointed (except for the ten ex-officio members) by the governor for two year terms. These appointments

are based on representation of congressional districts, public offices and/or an interest in upgrading the delivery of criminal justice services. By law, the Council has the responsibility and authority for approving the state's criminal justice plans, developing priorities and the allocation of federal Law Enforcement Assistance Administration and Juvenile Justice and Delinquency Prevention Act funds awarded to Colorado.

The Council is supported by a staff under a director and composed of personnel experienced in the field of law enforcement, corrections, data systems, research and planning, and financial administration.

B. Regional Planning Councils and Staff

An executive order has divided Colorado into 13 planning and management regions. The multi-county regions are designed to offset fragmentation and duplication of service by providing a unified basis for planning.

Within each region there is a criminal justice advisory council. Each council is composed of a majority of elected officials, such as county commissioners or city council members, and citizen representatives interested in some aspect of the criminal justice system.

The regional councils are the key link between the local units of government and the State Council. Regional councils are responsible for assisting in the preparation

of regional criminal justice plans, determining regional needs, establishing regional priorities, and reviewing grant applications affecting the region before these are forwarded to the State Council. The regional councils also serve as the initial resource in the provision of tactical planning and the technical assistance to units of local government.

The general philosophy within DCJ and the State Council has been to encourage incorporation of the regional criminal justice planning processes into the councils of governments (COGs) activities throughout the state.

The regional Councils are supported by professional regional criminal justice planners who may serve more than one council.

The regional planner is responsible for the preparation of regional plans; for technical assistance and monitoring of action grants and reporting these results to the division. The planner ensures that the interests and needs of all parts of the region are considered by the councils. In addition, he (she) provides technical assistance to subgrantees and assists grant proponents in the preparation of grants. Most importantly, the planner takes the role of advocate for change in the delivery of criminal justice services and the prevention of crime and delinquency in his region(s).

C. 1976 Plan

The 1976 Comprehensive Plan is a product of the State Council, regional planning boards, units of local government and state agencies. This plan is intended to form the foundation for the improvement of both the adult and juvenile justice process. It has been designed to place emphasis on reducing crime and improving the delivery of services within the various components of the justice process.

Chapter II of the plan discusses the planning process, the method employed in collecting and analyzing data used to develop the problem descriptions, the objectives and priorities, and the annual action and multi-year plans.

Chapter III contains a demographic profile of the state and regions, an overview of criminal justice agencies, a detailed description of functions within the criminal justice process, including resources and capabilities.

Chapter IV examines the nature and extent of crime and delinquency in Colorado; major problems confronting the delivery of criminal justice services; goals, standards and priorities for crime reduction, functional upgrade; the multi-year forecasts of activities, impact and necessary resources.

Chapter V outlines the allocation of grant funds and presents the action grant program for 1975.

Appendix A describes the activities of other relevant

federal, state and local plans and systems.

Appendix B discusses the past progress of programs funded under the FY 1975 Criminal Justice Plan and provides a report on selected specific projects.

Appendix C contains the text of Colorado's ratified and recommended standards.

Additional Appendices describe selected special research activities carried out by or on behalf of the division.

This FY 1977 plan is constructed such to accommodate a three year mid-range planning effort. As such, its structure provides definitive components of the five chapters and attached appendices which are individually coded by chapter (roman numerals I, II, III, IV and V), major components of the chapters (alpha in caps A, B, C, D and so on . . .), and the page number of those components (1, 2 and so on . . .). This scheme of reference seeks to accommodate ease in periodic update and annual adjustment of this plan in the multi-year setting.

This plan, as with the previously submitted and approved FY 1976 State Comprehensive Plan, intends to pass beyond mere compliance with guidelines and achieve a status of innovative, comprehensive, and rational planning for criminal justice in Colorado.

CHAPTER II

II

A. Method

The role and direction of the Division of Criminal Justice has been moving toward the use of rational planning techniques in the development and implementation of programs for criminal justice improvements in Colorado. The division, having worked with a State Council newly constituted a year ago, now operates under specific policy guidelines for the administration of the programs for past and current plans and this plan for Fiscal Year 1977. The Division and the Council, although not directly involved in the operations of criminal justice agencies, can and do influence the quality of operations as a result of the programs and technical assistance services available through the Comprehensive Criminal Justice Plan for Colorado. The Plan seeks to provide guidance and assistance through research, and the application of methodologies defined by the objectives and evaluation components of the programs. As such, this plan

promulgates a process that when implemented as a foundation for criminal justice planning and research in the state of Colorado.

B. An Overview of the Planning Process

The development of the FY 1977 Plan follows a rational planning style, i.e., collection of data, analysis of data, determination of existing systems needs and problems, development of alternative problem solutions through research, and the utilization of programs defined by objectives and measured for impact through evaluation. This plan deviates from and eliminates the traditional agency/systems approach in favor of a systemic flow as described in Exhibit 2-1. This systemic flow is described in the introduction to the Criminal Justice System Report by the National Advisory Commission on Criminal Justice Standards and Goals and provides the framework of Criminal Justice planning in Colorado and the evaluation of those program efforts under the plans.

"A system is merely a group of parts operating in some coordination to accomplish a set of goals. Many public and private agencies and citizens outside of police, courts, and corrections are, or ought to be, involved in reducing and preventing crime, the primary goal of criminal justice. These agencies and persons, when dealing with issues related to crime reduction and prevention, plus the traditional triad of police, courts and corrections make up a larger criminal justice system. . .

"A state legislature, for example, becomes part of this larger criminal justice system when it considers and debates any proposed law that might affect, even remotely, any area of criminal justice activities. So

EXHIBIT 2-1

SYSTEMIC FLOW OF THE CRIMINAL JUSTICE PROCESS

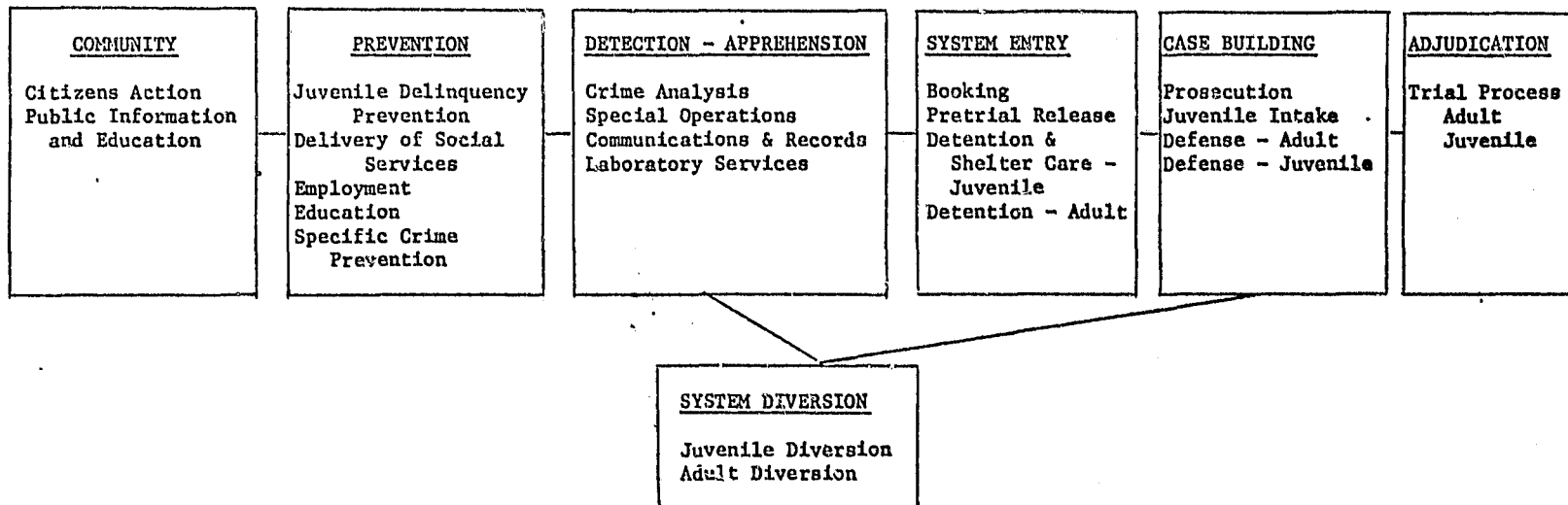
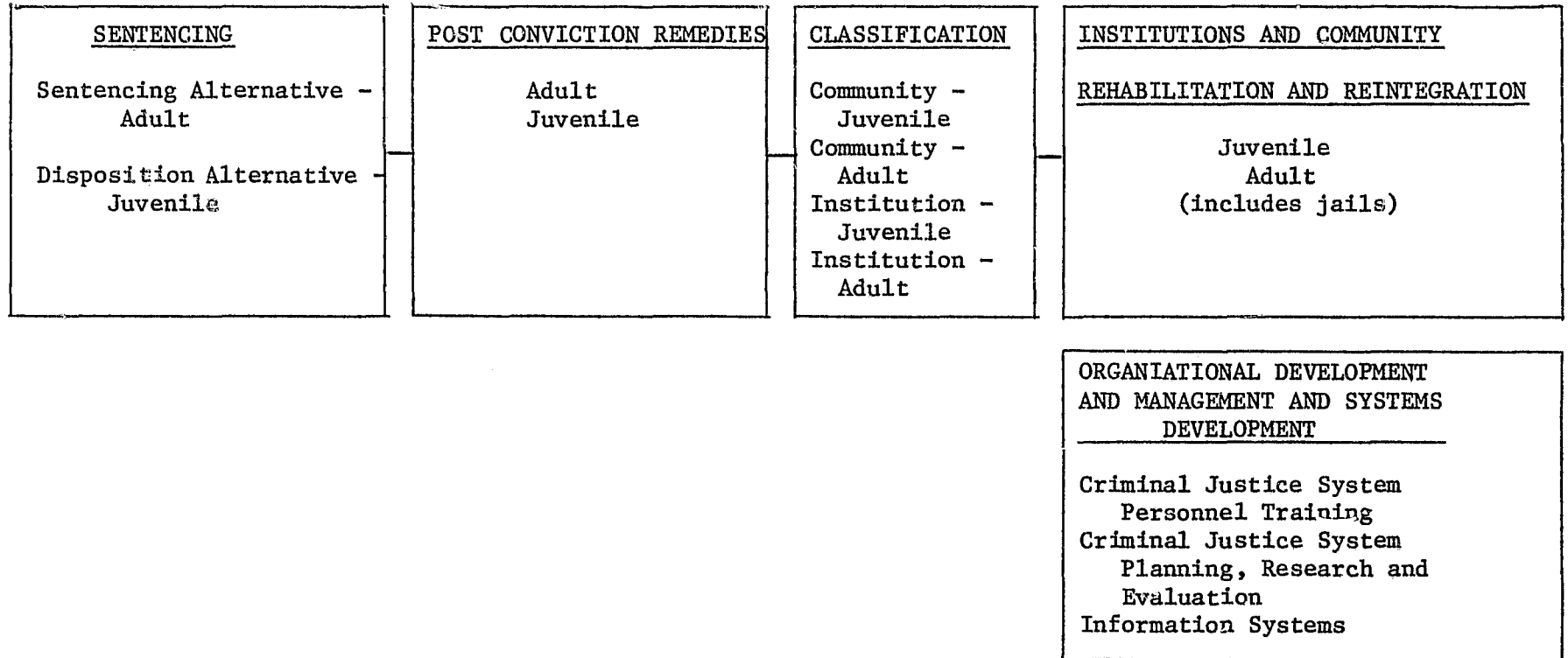


EXHIBIT 2-1 (Cont'd)



2-2-12

also the executive agencies of the state, educational, administrative units, welfare departments, youth service bureaus, recreation departments, and other public offices. . . Moving outside the state and local governments, community organizations, union offices, neighborhood action groups, and employers may also be important functionaries. . ."

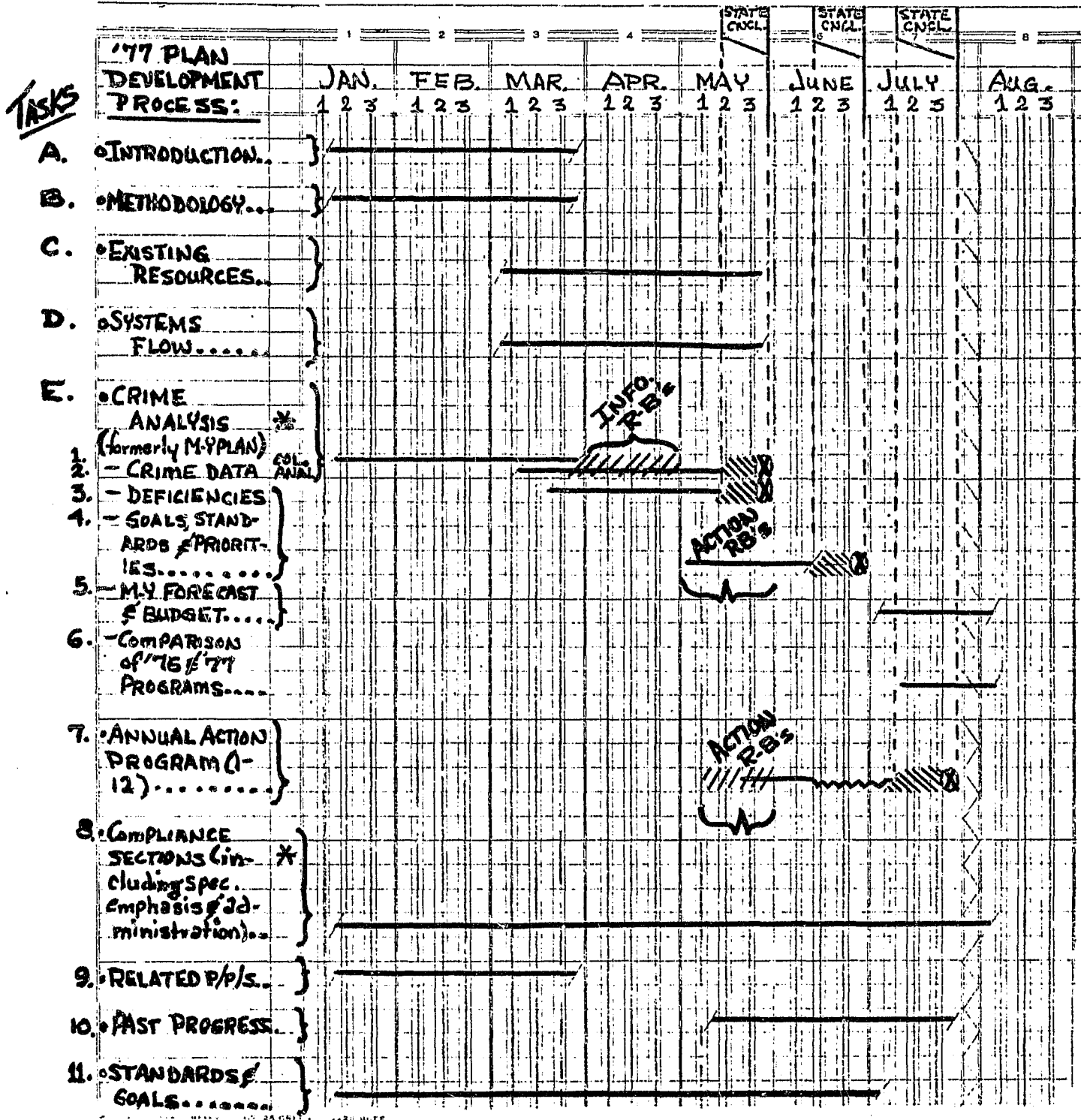
For this plan, the division continues the approach begun in 1976 following a functional process. This process permits a maintenance of continuity and provides for further recognition of as many aspects of the criminal justice system, the community, and gives consideration of as many of their interrelationships as possible under the plan.

The staff of the Division of Criminal Justice, the Commission on Standards, regional criminal justice planning units, the Division of Corrections, the Division of Youth Services, the Division of Communications, the Judicial Department, and LEAA's Region VIII office were brought into the plan development process at its beginning in December, 1976.

C. The Process

The FY 1977 Plan construct process began in November, 1975, with an initial promulgation of the Federal draft guidelines to the staff of the division and the regional planning unit. A coordinator of the plan was selected by the director of the division and the initial tasks of the FY 1977 plan development process were identified, scheduled, charted and promulgated to State and regional staff (refer to Exhibit 2-2). Common agreement was made that the format of the previous year

EXHIBIT-2-2



FY 1976 plan would be followed thus maintaining continuity of program objectives and the monitoring and evaluation of plans in the multi-year setting. Beginning on December 2, 1975, specific task oriented guidelines were promulgated to state and regional planning and program staff persons. These guidelines addressed each plan construct task A through E-11 (see Exhibit 2-3) and provided specific instructions, timetables and the appropriate models for constructing components of the regional and state plan components. These guidelines, by memorandum, are available for examination through the Division of Criminal Justice or Region VIII of LEAA. They are not provided herein due to the desirability of conserving limited resources and a commitment to keep the content of this plan as brief and concise as possible.

Generally, the regional planning units were responsible for collecting local agency data assisted by the staff of the division in two regions where local planning capabilities were not available during critical time periods of task completion. The division staff was responsible for the collection of state agency data. Survey instruments were redesigned, updated, revised and/or newly developed consistent with agreed upon current information needs. Surveys were conducted by appropriate state and regional staff utilizing these instruments on a representative sampling basis utilizing accepted sampling techniques. Once the collection was completed, the division summarized the state and local data in preparation

for both regional and state level analysis -- a process utilizing standard mathematical and program application models for constructing current deficiencies (needs and problems) statements. This analysis process allowed for the forecasting of trends from which identification and selection of the alternative and appropriate program objectives of the plan was made possible. From this analysis process, four major components of the plan were prepared: the existing systems (Chapter III), the statements of Deficiencies (Chapter IV), the statements of priorities (Chapter IV), and the functional category goal statements and program objectives (Chapter V). The first three plan components were prepared by each region and at the state level. The fourth component was developed by the Division utilizing regional and state level priority inputs. The development of regional and state agency priorities resulted from the utilization of a model whereby the statements of deficiencies were prioritized and applied to specific functional categories and programs of the plan. This essentially was a process of aligning the regional and state level statements of deficiencies with specific goal statements of the functional categories and with the objective statements of the programs within the systemic flow model of the plan (i.e., Community through Organizational Development). After the establishment of priorities and allocation of funds by the State Council, the revised and completed plan was forwarded to LEAA for action.

D. Standards

The Colorado Commission on Criminal Justice Standards continued its review and refinement of standards throughout the 1975 fiscal year. However, at this time it became apparent that the criminal justice system practitioners in Colorado were hesitant to accept many of the standards ratified by the State Council on Criminal Justice in June and July of 1975. The Commission therefore strove to develop general standards for each component of the criminal justice system in addition to more specific standards which would be implemented through adoption by the State Council.

In concert with the refinement and development process, the Commission conducted a number of studies relating to the economic, social and systems impact of specific proposals cited within the standards.

Technical assistance for the implementation of standards was also provided to the Colorado criminal justice system during the 1975 fiscal year. A number of grant proposals implementing standards were submitted and accepted by the LEAA Standards and Goals Office and by the State Council on Criminal Justice.

To help overcome difficulties due to the large number of independent agencies with the state in the area of law enforcement, critical technical assistance was provided by Commission staff members who assisted in a general advisory capacity, as instructors at the Colorado Law Enforcement Training Academy

and members of the Academy's curriculum revision task force.

In the area of implementation through legislation, the Commission was the moving force behind the Colorado Conference on Sentencing and Corrections which produced implementing legislation on community corrections, mandatory sentencing and restitution.

The developmental process for the Colorado Commission on Criminal Justice Standards is a dynamic process which will continue throughout the life of the Commission and hopefully beyond. A continuous effort to refine and update standards is essential to an effective criminal justice system, and it is equally necessary to develop standards pertaining to areas of the criminal justice system not dealt with by the original task forces.

The already developed standards of juvenile justice will be expanded through the adoption of the forthcoming juvenile standards of the American Bar Association and the LEAA funded National Advisory Committee to Colorado needs. The subjects of terrorism and disorder, research and development and private security will also be considered during the 1976 and 1977 fiscal years. In each of these areas, the Commission hopes to produce a comparative analysis defining the function of additional standards in the Colorado system.

Due to the past efforts of the Commission, a number of local units of government have begun to develop standards related

to criminal justice needs in their area. The Commission will assist these local efforts whenever possible.

The primary focus of the Commission during the 1976 and 1977 fiscal years will be implementation of standards through workshops, technical assistance and legislation. It is anticipated that between 25 and 50 workshops will be conducted for key implementors throughout the state.

E. Data Collection Procedures

In 1976, Division of Criminal Justice (DCJ) staff began compiling a series of questionnaires designed to obtain relative information from criminal justice agencies across the state. This information provided an update of certain variables measured in the previous year's effort, besides additional information required by the latest LEAA guidelines. Five different types of questionnaires were utilized this year, including a law enforcement survey, a jail survey, and a community corrections survey. Each questionnaire included a series of questions dealing with personnel, training, workload, expenditures, and procedures and programs. In addition to these questionnaires, Division of Criminal Justice staff administered state agency questionnaires to appropriate agencies. While regional planning staffs were encouraged to administer local agency questionnaires through personnel interviews, based upon the results received, it appears that many of the questionnaires were handled through the mail. All returned questionnaires were edited prior to manual

processing. Additionally, this information will be processed by computer this fall to permit further analysis of the data as well as correlation with last year's data.

Summarized data were distributed to regional planning planning staffs to assist them in preparing regional components for the State Comprehensive Plan. A separate update is being prepared for inclusion in the Statistical Compendium developed last year.

Other sources of information for this plan include victimization studies, studies prepared by the Denver Anti-Crime Council, Uniform Crime Reporting statistics, U.S. Census Data, and other published and unpublished reports dealing with crime and criminal justice in Colorado. The data collection and processing efforts were greatly enhanced by funds available to the SPA through the LEAA Comprehensive Data System (CDS) program.

F. Setting of Objectives and Priorities

Both the state and regions established objectives and priorities. Earlier in the year, each regional planning office was provided with a form containing the 12 functional categories and 32 programs to be used in the 1977 Comprehensive Plan. As a part of its local planning process, each region was asked to prioritize the categories and programs according to identified needs and problems within the region. In an effort to reduce regional priorities to a common denominator for comparative purposes and to adjust each region's input relative to selected variables, a weighting process was utilized. This process

involved weighting each region's priorities based upon its relative share of the state's 1975 estimated population, 1974 Part I crimes, and geographic area respectively. Each of these factors was weighted equally, similar to a formula approved by the State Council on Criminal Justice for allocation of Part B planning monies earlier in the year. The results of this effort are available in a separate report through the Division of Criminal Justice.

In a similar fashion, state agencies established their priorities based upon an assessment of identified needs and problems. The state staff reviewed the priorities established by state agencies and the planning regions, and made separate recommendations to the State Council for their consideration. Based upon a review of all of the above, each State Council member was requested to prioritize the 12 functional categories and 32 programs. The outcome of this process was utilized by state staff in preparation of detailed program and project data for the plan. All of this material is available through the Division of Criminal Justice.

CHAPTER III

EXISTING SYSTEMS AND RESOURCES AVAILABLE TO
PREVENT OR COMBAT CRIME

This chapter first provides a demographic description of the state and its 13 planning and management regions. This is followed by a brief description of Colorado criminal justice agencies. Then, the existing criminal justice system in the state is considered from the perspective of functional areas: the community, crime prevention, detection/apprehension, system diversion, system entry, case building, adjudication, sentencing, post-conviction remedies, classification, institutions and community rehabilitation, reintegration, organizational and management and system development and juvenile functions.

Following the discussion of the existing criminal justice system by functional area, three high crime incidence cities -- Denver, Colorado Springs, and Pueblo -- are described. Finally, juvenile justice is discussed by functional area. This represents a highlighting of the Colorado Master Plan for Juvenile Justice.

III-A. Colorado Demographic Characteristics

A. COLORADO DEMOGRAPHIC CHARACTERISTICS

Colorado has a very diversified topography ranging from plains in the east to high peaks along the Continental Divide in the central portion of the state. The state's climate is as diverse as its terrain with one exception: the entire state experiences low humidity and a high percentage of sunny days.

Colorado's population is concentrated along the front range of the Rockies, in the Greeley, Fort Collins, Denver - Boulder, Colorado Springs and Pueblo SMSAs. According to Colorado Division of Planning estimates, over 80% of the state's 2,493,445 residents lived in the SMSAs in 1974. The remainder of the state is more sparsely populated. Migration of persons from other states accounts for most of the state's 3.2% annual growth rate.

According to 1970 Census data, Colorado's population is predominantly Caucasian with only about four percent non-white. About 13.5% are persons with Spanish surnames.

Agriculture, manufacturing, tourism and mining are the large income producers for the state.

A-1. Region 1

Located in the northeastern corner of the state, Region 1 is comprised of six rural counties: Logan, Morgan, Phillips, Sedgwick, Washington and Yuma. The South Platte River is the outstanding physical feature of the region, traversing the area of gently rolling plains from the central-west to the northeast. Elevations range from a low of 3,400 feet above sea level to a high of about 5,000 feet. Precipitation averages 12 to 20 inches annually.

This chiefly rural region covers 9,228 square miles: 8.9% of the state's land area. The population in 1975 was 65,158 and has grown at an annual rate of 1.5% over the past five years. Spanish surnamed individuals constitute about six percent of the regional population; less than one percent is composed of other races; and the remainder is Anglo. Sterling (population 10,685) is the region's largest community.

Agriculture is the major source of income to the area with the chief crops being corn, wheat, sugar beets, dry beans, cattle and hogs.

A-2. Region 2

Planning Region 2 is made up of Larimer and Weld Counties, which together cover 6,613 square miles, approximately 6.4% of the state land area. Both of these counties have been designated Standard Metropolitan Statistical Areas due to the metropolitan nature of two major cities: Ft. Collins in Larimer County and Greeley in Weld County. Bounded on the north by the Wyoming border and on the south by the Denver-Boulder SMSA, the area is composed of high plains to the east and the front range of the Rockies to the west. Region 2 experiences an average rainfall from 12 to 14 inches annually.

In 1975, the population was 245,556 and it has been growing at an annual rate of 7.8% per year, the second fastest rate of growth in the state. The people of the region are nearly all white with only 1.1% being persons of other races. Spanish surnamed persons comprise about 11% of the population.

The major sources of income to the area are agriculture, manufacturing, and education. Both the University of Northern Colorado and Colorado State University are located within the region.

A-3. Region 3

Metropolitan in nature, Region 3 contains the Denver-Boulder SMSA, which includes Denver, Boulder, Jefferson, Adams, Arapahoe, Douglas and Gilpin Counties, and Clear Creek County. Denver, the center of activity for the area and the state's largest city can expect an annual rainfall of 12.9 inches and a mean snowfall of 55 inches.

Located along the front range at the point where Interstate Highway 70 cuts through the Rockies, the area holds 54% of the state's population (1,393,619 persons) on 3.5% of the states land area (3,660 square miles). The area is experiencing a modest expansion in population (2.7% per year). Approximately 95% of the population is white, 4% Negro and 1% other races. About 11% of the area is made up of Spanish surnamed persons.

The region is the center of transportation, commerce, manufacturing and government for the state with these sectors providing the major employment for the area.

A-4. Region 4

El Paso, Park and Teller counties constitute what is commonly known as the Pikes Peak Area. The region's largest city, Colorado Springs, is located in El Paso County and is the regional center for manufacturing and tourism. Also located in El Paso County is the U. S. Air Force Academy. With an enrollment of approximately 4,052 students, it contributes greatly to the region's income. The Pikes Peak area covers 7,288 square miles which is about 7% of the state. Annual rainfall averages about 15 inches.

In 1975, the population for the region was 313,425, 97% of whom resided in El Paso County, one of the fastest growing areas in the state. Even with slow growth in Teller and Park counties, the region has totaled an increase of nearly 6% in population each year. When sampled in 1970, it was estimated that the population of Planning Region 4 was 93.8% white, 5.1% Negro, and 1.1% other races. About 8% of the people were Spanish surnamed.

Tourism, education and manufacturing represent the region's major industries.

A-5. Region 5

Region 5, known as the High Plains Region, is comprised of Cheyenne, Elbert, Kit Carson and Lincoln counties. Located in east-central Colorado, the area covers 8,400 square miles (8.1% of the state) and is comprised mainly of gently rolling plains. Elevations range from 4,000 to 7,000 feet and the area collects 12 to 16 inches of rain per year. Mainly a rural agricultural area, the largest community in any of the four counties is Burlington, which has a population of only 2,872.

In 1975, the region's population was 20,825, an increase of 11.1% over the 1970 population of 18,746. This represents an annual increase of 2.2%. The region's population is 99.9% white with 6% having a Spanish surname.

Agriculture provides an employment base for 39.5% of the population. The chief crops are wheat, sugar beets, corn, sorghum, beans, cattle and hogs.

A-6. Region 6

Six counties in the southeast corner of Colorado form Planning Region 6 known as the Lower Arkansas Valley. Baca, Bent, Crowley, Kiowa, Otero and Prowers counties make up the area and are largely rural in nature. LaJunta and Lamar are the major communities and had populations in 1974 of 7,987 and 7,858 respectively. The region covers 9,526 square miles (9.2% of the state) and averages 12 to 15 inches of rain annually.

In 1975, the region's population was 57,351, 99% of whom were white. Spanish surnamed individuals comprise approximately 21% of the population. Between 1970 and 1975 an annual growth of about 1.2% was experienced.

The major source of income to the region comes from agricultural activity, however, manufacturing is becoming more prevalent and now employs about 10% of the population.

A-7. Region 7

Region 7 is located in the south central portion of the state along the eastern face of the Rockies. Pueblo, Las Animas and Huerfano counties make up the area, which is high plains and plateau in physical composition. An average of 12 to 15 inches of precipitation falls on the region each year. Encompassing an area of 8,773 square miles (8.45% of the state), the region is mainly rural with most of the population located in the communities of Pueblo, Walsenburg and Trinidad.

Known as the Spanish Peaks region, Region 7 has experienced almost no change in population over the past 5 years. Its annual growth rate is less than one percent (1970 to 1975), meaning that the area is growing at a rate which is lower than any other region in the state. In 1975, the population was 147,284 and included a large number of Spanish surnamed persons (34%).

The majority of income to the area comes from industrial endeavors, chiefly steel and allied products. Mineral resource production is enjoying a comeback due to the recent energy shortage.

A-8. Region 8

Region 8, located in south-central Colorado in the San Luis Valley, is comprised of Conejos, Alamosa, Costilla, Mineral, Saguache and Rio Grande counties. Alamosa is the largest community in the region and its 1974 population was 7,377. The rest of the region is rural in nature. Elevation extends from a low point of 7,500 feet to a high of 14,345 feet along the Sangre de Cristo Mountain Range. The climate is semi-arid with annual rainfalls averaging from 6 inches in the desert plains to 14 inches in the mountain valleys. The region covers 8,180 square miles (about 8% of the state).

Experiencing an annual growth rate of 23%, the population of the San Luis Valley had expanded to 42,013 in 1975. Nearly 46% of the population has a Spanish surname with less than one percent of the population being non-white. This is understandable as the Spanish-Mexican history in the area dates back well before the settlement of this region by Americans.

The major source of income is agriculture, mainly vegetables. Manufacturing and mining are also large employers in the area.

A-9. Region 9

Located in the southwest corner of the state, Region 9 is comprised of five counties: Montezuma, La Plata, Archuleta, San Juan and Dolores. Durango is the largest city in the region with a population of approximately 12,500. The area's 6,559 square miles are composed of high mountains, plateaus, mountain valleys and even some desert areas. Nearly one-third of the land area is devoted to public land including Mesa Verde National Park. Rainfall ranges from an annual average of 13 inches in Dolores County to over 20 inches in Archuleta.

Total population was 44,405 in 1975 and has been experiencing an annual growth rate of 3.8%. Some 94.8% of the population is white and 17.5% of that population Spanish surnamed.

Income is derived chiefly from agriculture, forestry, mining and tourism.

A-10. Region 10

Delta, Gunnison, Hinsdale, Montrose, Ouray and San Miguel counties comprise Planning Region 10, located in the central part of western Colorado. The area covers 9,489 square miles made up of plateaus and mountains with the Gunnison River Valley traversing the middle of the region. Montrose, with a population of 6,622 in 1974 is the largest community of the region. Average annual rainfall varies from 7.7 inches in Delta County to 23.8 inches in San Miguel.

In 1974, the region's population was 47,327. The population has been relatively stable recently, with the average annual increase between 1970 and 1975 totaling only 1.1%, which is the second lowest of all regions. The population is 99% white and only 8.7% are Spanish surnamed.

Major sources of income to the region are agriculture, mining and tourism.

A-11. Region 11

Region 11, located in the northwestern corner of the state, is comprised of the counties of Moffat, Rio Blanco, Garfield, and Mesa. These four counties contain 13.8% of the state's land area, combining to cover 14,303 square miles. The region is marked by diversified terrain bounded by high peaks on the east, plains on the north, desert plains on the west, and on the south by the plateau of southwestern Colorado. Average annual rainfall for the area is 15 inches.

In 1975, the population was 92,272 having increased by 1.1% per year since 1970. Only 7.6% of the population is Spanish and 99% is white.

Agriculture is the major employer, particularly fruit orchards and stock raising. There is also much mining being done within the region.

A-12. Region 12

Eagle, Grand, Jackson, Pitkin, Routt and Summit counties combine to make up Planning Region 12. The area covers 9,064 square miles or 9% of the state and its topography is mainly mountainous. Located in the north central portion of the state, the climate ranges from comparatively mild in lower valleys to quite severe in the alpine regions. Rainfall ranges from an annual average of 13.1 inches in Jackson County to over 26 in Grand. Snowfall ranges from 47 inches in Jackson to nearly 170 inches in Routt County.

The population of Region 12 was estimated to be 48,738 in 1975 which is nearly 70% more than the 1970 estimate. This represents an annual growth rate of about 12%, making the region the fastest growing area in the state. According to 1970 census information, the population is almost entirely white with only a small number of Spanish surnamed individuals.

Much of the income for the region comes from tourists attracted by the many ski areas and other recreational facilities.

A-13. Region 13

The Upper Arkansas Valley is located in the central portion of the state extending from the Continental Divide on the west to the plains south of the Pikes Peak area on the east. Designated as Planning Region 13, it is comprised of Lake, Chaffee, Fremont and Custer counties. It covers a land area of 3,715 square miles - the smallest area of the thirteen regions. Elevations range from 5,200 feet on the plains to 14,433 feet at the peak of Mt. Elbert. Average annual precipitation is under 10 inches in several places within the region and as high as 23 inches in others. Temperatures vary by an average of 24 degrees. Canon City is the largest community with a population in 1974 of 11,767.

The population in the Upper Arkansas Valley expanded by an estimated 2.7% per year between 1970 and 1975 to reach a total of 47,019. In 1970, the population was 98.8% white and the number of Spanish surnamed persons at that time was about 5,000 or 12% of the total population for the region.

In 1974, the area produced nearly 40 percent of the state's mineral output. In addition to mining, services and government are major employers.

III-B. THE SYSTEM

1. Law Enforcement

B. THE SYSTEM: COLORADO CRIMINAL JUSTICE AGENCIES

B-1. Law Enforcement

The number of Colorado's general law enforcement agencies is estimated to be 206 (62 county sheriffs, 144 municipal). Of the total, 94 were surveyed by the Division of Criminal Justice in 1976.

Most current estimates available to DCJ set the number of fulltime law enforcement employees in the state at 5,612. The composition, educational attainments, training and selection procedures for these personnel are analyzed in the following section.

Besides the sheriffs and municipal police, Colorado has two state law enforcement agencies, the Colorado State Patrol and the Colorado Bureau of Investigation.

a. State Law Enforcement Agencies:

(1) Colorado State Patrol: The state patrol was established under the supervision of the director of the State Department of Highways and is responsible for enforcing laws, rules and regulations concerning use of state highways; regulating traffic on all state highways and roads; providing support to the governor during emergencies; and maintaining the peace at the Colorado State Fair.

The Colorado State Patrol has a FY 1976 budget request of \$13,196,539 with a total authorized strength of 549 uniformed and 224 civilian personnel. Patrol headquarters

is in Denver, but patrolmen may be assigned to any of several districts in the state. Salaries for commissioned personnel of the Patrol range from \$907 - \$1,216 per month (\$10,884 - \$14,592 per year) for patrolmen to \$2,185 - \$2,927 per month (\$26,220 - \$35,124 per year) for chief of the State Patrol. Civilian personnel salaries range from \$492 per month for clerks to \$1,750 per month for administrative personnel.

Upon request by local units of government, the State Patrol will render assistance and with the Division of Communications, will provide communications services. At present, 110 of the 224 civilian personnel are assigned to dispatch duties. These services are provided to 66% of the sheriff's departments; 27% of towns having populations under 1,000; 68% of towns under 5,000; and 22% of towns under 20,000.

(2) Colorado Bureau of Investigation (CBI):

The CBI is under the supervision of the director of the State Department of Local Affairs and provides assistance to local government in the investigation and detection of crime and the enforcement of state criminal laws; establishes and maintains fingerprint and other identification records, including the Colorado Crime Information Center (CCIC); provides laboratory services to law enforcement agencies. Also, the Bureau is authorized by statute to investigate organized crime across county boundaries.

CBI has a present staffing level of 57 fulltime personnel although an increase of 20 personnel has been requested. These personnel have specific task assignments within the Bureau commensurate with job descriptions specified by the state personnel system. Personnel assigned to investigator, forensic chemist, and agent-in-charge positions must meet the qualifications for agent-criminalist or agent-investigator under Article 24, CRS 1973 Revised. These qualifications stipulate experience and an educational minimum of five years and baccalaureate degree attainment. Additional requirements are stipulated regarding entry into the state personnel system which include written and oral competitive examinations. Salaries for these positions range from \$1,372 per month to \$2,126 (\$16,464 - \$ 5,512 per year). The requirements for director and deputy director are the same as those stipulated for agent. Salaries for these positions range from \$1,750 to \$2,655 per month (\$21,000-\$31,860 per year). Fifteen personnel are assigned to CBI for operation of the Colorado Crime Information Center (CCIC). Qualifications for these positions are the same as those specified under the state personnel system for operators, programmers and analysts. Each of these non-sworn positions requires an extensive background investigation preliminary to hiring. Salaries for these positions range from \$492 to \$1,750 per month

(\$5,904 - \$21,000 per year). CBI employs twelve full-time fingerprint technicians who are under the personnel system. The positions require extensive background checks before employment. Salaries for these positions range from \$505 to \$693 per month (\$6,060 - \$8,316 per year). Eleven clerical positions are authorized within CBI, and these positions are subject to state personnel system regulations as well. These positions also require extensive background checks. Salaries for these positions range from \$492 per month for clerks to \$1,750 per month (\$5,904 - \$21,000 per year) for administrative assistant classifications. No provisions are made for part-time or volunteer work within the agency.

b. Local Law Enforcement:

(1) Municipal Police: Municipal police agencies are established by state laws giving incorporated municipalities the power to preserve the peace. There are also statutes that prescribe specific procedures for municipalities of different classes in providing law enforcement. Presently, there exist 144 police departments and marshals offices which employ approximately 3,100 commissioned personnel.

(2) Sheriff: The office of sheriff is created by the Colorado Constitution (Article XIV, Section 8). The sheriff is a locally elected county official and has general law enforcement powers throughout his county.

There are 62 sheriffs in the state, and they employ approximately 1,100 full-time deputies. The City and County of Denver, by constitutional provision, executes the powers of "sheriff" through the office of the Manager of Safety.

There are no law enforcement qualifications for sheriff, and the sheriff is not required to set any qualifications for deputies apart from those required by basic certification under CRS 24-32-607.

Exhibit 3-1 illustrates the number of law enforcement agencies responding to the 1975 DCJ survey by size and planning region. As can be seen in the table, approximately half of the agencies are staffed by 10 or fewer full-time personnel. Current information indicates this data remained relatively constant through 1975.

(3) Contractual Policing Arrangements: Several Colorado jurisdictions have contracted with their respective counties for law enforcement services, including Adams County for the town of Bennett, Gunnison County for the towns of Crested Butte and Mt. Crested Butte, and Archuleta County for the city of Pagosa Springs. In these instances, the county sheriff's office provides full law enforcement services for the contracting municipality. Contracting for partial or supplementary law enforcement services is also done, particularly with respect to communications. One such arrangement is illustrated by

Exhibit 3-1
Size of Law Enforcement Agencies

Region	1	2	3	4	5	6	7	8	9	10	11	12	13	State Total
Total Number of Resp. Agencies in Region	15	18	39	9	11	14	6	10	10	9	13	22	8	184
	Percent													
One-man	13.3	0	0	11.1	9.1	7.1	0	30.0	10.0	0	23.1	9.1	0	7.6
2-3	13.3	16.7	7.7	11.1	45.4	35.8	0	0	30.0	11.1	7.7	40.9	0	17.9
4-5	40.0	27.8	7.7	0	9.1	14.3	0	20.0	10.0	22.2	15.4	13.7	25.0	15.8
6-10	13.3	11.1	7.7	22.2	36.4	21.4	33.3	20.0	0	22.2	15.4	22.7	12.5	16.3
11-15	6.7	5.5	15.4	11.1	0	14.3	0	0	10.0	22.2	15.4	0	37.5	10.3
16-30	13.3	5.5	10.3	33.3	0	7.1	66.7	30.0	20.0	22.2	7.7	9.1	0	11.4
31 or more	0	33.3	51.3	11.1	0	0	0	0	20.0	0	15.4	4.5	25.0	20.7
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

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the Adams County Communications network, a dispatching center which serves six law enforcement agencies, two hospitals and various medivac and ambulance services. A recent amendment (1971) to the Law Enforcement Authority Statute (30-11-410 CRS-73 Revised) provides legal authority for a contractual relationship between a municipality and board of county commissioners for the provision of "law enforcement, including the enforcement of municipal ordinances by the sheriff within the boundaries of the municipality."

CRS 30-11-402 through 30-11-411 authorizes a county to provide "additional law enforcement by the county sheriff to the residents of the developed or developing unincorporated area, as a Law Enforcement Authority (LEA), is basically a taxing unit. It is created by county commission resolution and must be approved by a majority of taxpaying electors. A special tax levy not exceeding three mills on taxable property may be collected for payment of the operating expenses of the authority.

Provisions for intergovernmental cooperation in law enforcement services are included in several state statutes. Sections of CRS 29-1-201/29-1-203 provide for any one or more governmental unit(s) to contract for the performance of any governmental service or activity. The consolidation of county government is provided for in CRS 30-11-501 through 30-11-513, which allows creation of an organization and structure for county government as best determined by a majority of voters.

The Colorado Constitution is vague relative to inter-governmental cooperation with one major exception: Article XX, Section 6, Home Rule, Facilities and Town. The recently passed amendment to this section, Amendment Number 3, Local Government Reform provides for the organization, structure, function, services, facilities, and powers of "service authorities" to meet governmental needs on a regional basis. The amendment also provides for counties to abolish non-functional offices or consolidate duplicative ones.

(4) Authorized and Actual Personnel: Data on law enforcement personnel are limited by two constraints: 1) errors by law enforcement agencies in interpreting and responding to the survey questionnaire and 2) the difficulty of determining what factors should be considered in defining appropriate staffing levels.

Based upon the 1975 response of 184 agencies (See Exhibit 3-2, Staffing Levels of Local Law Enforcement), law enforcement staffing by regions average two sworn personnel per thousand with a regional range of 1.5 to 4.6 sworn personnel per thousand.

Sworn personnel by region comprised approximately 30.1% of the authorized staffing. Non-sworn personnel staffing ranged from 2.2% of all employees in Region 5 to 32.4% in Region 2 with a regional average of 19.8%.

Exhibit 3-2
Staffing Levels of Local Law Enforcement Agencies

Region	1	2	3	4	5	6	7	8	9	10	11	12	13	State Total
Population	56,327	115,892	1,396,667	147,622	12,817	50,560	198,180	29,413	37,019	37,511	77,939	30,273	43,606	2,232,844
Sworn Staff/1000 pop.	1.5	1.9	2.0	2.3	3.4	1.7	1.5	2.3	2.5	2.3	1.7	4.6	2.1	2.0
Total Sworn Staff	87	227	2,791	344	44	87	292	67	91	87	136	128	93	4,084
Total Non-sworn Staff	24	109	704	100	1	4	51	13	20	6	39	28	11	1,113
% Sworn Staff	78.4	67.6	79.9	77.5	97.8	95.6	85.1	83.6	82.0	93.5	77.7	88.1	89.4	80.2
% Non-sworn Staff	21.6	32.4	20.1	22.5	2.2	4.4	14.9	16.2	18.0	6.5	22.3	16.9	10.6	19.8
Total Filled Positions	97.4	95.7	98.2	94.7	100.0	98.9	99.7	98.8	93.4	97.9	95.6	93.2	99.0	95.0
Number of Agencies Responding to Question	15	18	39	9	11	14	6	10	10	9	13	22	6	184

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Filling of vacancies to the authorized staffing levels has not appeared to be a problem. Through December 31, 1974, the 184 responding agencies filled 95% of their authorized total positions. The rate by region varied from a 6.8% vacancies in Region 2 to no vacancies in Region 5. The 1974 and 1975 data from 92 responding agencies (see Exhibit 3-3) indicate an average turnover of sworn personnel of 8.1% for voluntary and 2.8% for non-voluntary separations over the two year period. Mandatory retirements accounted for an average 0.3% turnover for the surveyed agencies over the 1974 and 1975 period. These averages should in no case be interpreted as standards. They are intended to be indicative of vacancy rates and many factors must be taken into consideration for the determination of law enforcement staffing turnover needs and problems. Some of these are: industrialization, ruralization, urbanization, social-economic conditions, citizen and official interest in the delivery of police services; the quality of the judicial, prosecution and correctional processes; effectiveness of human service programs, and other preventive processes; human resources development and conditions of employment, role definitions, (proactive and/or reactive police activities of the agencies).

Exhibit

No. of Sworn Officers Terminated in 1974 and 1975

Area	No. of Agencies Responding	Voluntary			Non-voluntary			Mandatory Retirement		
		1974	1975		1974	1975		1974	1975	
		#	#	%	#	#	%	#	#	%
State	92	246	256	08.1	61	87	02.8	9	10	00.3
Region 1	9	12	10	13.1	6	3	03.9	-	-	-
Region 2	11	34	29	09.4	5	22	07.1	1	0	-
Region 3	8	59	64	03.7	8	7	00.4	-	-	-
Region 4	6	19	20	06.4	7	5	01.6	0	1	00.3
Region 5	3	0	6	75.0	5	1	12.5	1	0	-
Region 6	11	14	14	19.7	1	3	04.2	4	7	09.9
Region 7	6	30	28	09.7	5	6	02.1	1	2	00.7
Region 8	7	10	21	53.8	5	15	38.5	-	-	-
Region 9	7	15	8	12.5	3	4	06.3	-	-	-
Region 10	7	11	9	14.8	3	1	01.6	-	-	-
Region 11	5	13	13	16.9	2	2	02.6	2	0	-
Region 12	6	21	13	23.6	4	3	05.5	-	-	-
Region 13	7	8	21	23.3	7	15	16.7	-	-	-
Denver SMSA	8	59	64	03.7	8	7	00.4	-	-	-
Colo Spgs SMSA	5	13	18	05.9	4	4	01.3	0	1	00.3
Pueblo SMSA	2	19	22	08.9	4	4	01.6	-	-	-
Ft Collins SMSA	5	14	5	02.8	3	5	02.8	-	-	-
Greeley SMSA	6	20	24	18.5	2	17	13.1	1	0	-
Denver County	1	28	29	02.1	4	3	00.2	-	-	-
Jefferson County	3	23	23	08.8	2	2	00.8	-	-	-
El Paso County	2	11	15	05.4	4	3	01.1	-	-	-

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(5) Selection of New Employees: Two factors affect the following discussion of the selection process for new law enforcement personnel; 1) differences between the 1975 long and short questionnaires used, and 2) errors in reporting by responding agencies.

Twenty-four (22.9%) of the 105 agencies completing the 1975 long questionnaire had a formal personnel system. No indication is available for the remaining agencies since the question was omitted from the short questionnaire. Regionally, the number of agencies having a formal personnel process varied from none in Regions 5, 6, and 11 to a high of 42.9% of the agencies in Region 9.

Of the respondents, 40.8% or 75 agencies require candidates to pass a written examination. The regions range from a low of 5.1% in Region 5 to a high of 69.2% in Region 3.

Approximately 58.7% of all agencies within the state require physical examinations. This indicates that about 41.3% of the agencies do not know if their new employees are physically qualified. Again, the variation by regions is considerable. In Region 4, 33.3% of the agencies require a physical examination as compared to 83.3% in Region 7.

Only 14.7% of the respondents require a psychological examination and the difference by regions is great: none of the agencies in Regions 1, 5, 7, 8, and 9 require psychological testing, but 33% of the responding agencies in Region 4 require such testing. Most agencies do not seriously question or examine the mental health of their applicants.

Over 90% of the agencies conduct some form of inquiry into the applicant's past history as part of the selection process.

Apparently, most agencies place heavy emphasis on the oral examination. Approximately 80% of the responding agencies use some form of oral examination in the selection process.

Actual on-the-job performance during a probationary period is used as a condition of permanent employment by relatively few agencies. Of the respondents, only 38.6% average a probationary period of twelve months or longer. The range by region of agencies using a probationary period varied from 10% of the agencies in Region 9 to 53.8% of the agencies in Region 3.

Additional tests used in the selection process are shown on Exhibit 3-4, Procedures in Selection of New Employees. The survey did not attempt to determine the effectiveness or quality of any of the tests utilized.

Exhibit 3-4

PROCEDURES IN SELECTION OF NEW EMPLOYEES

RESPONSE	REGION													Statewide Summaries														
	1	2	3	4	5	6	7	8	9	10	11	12	13															
	number and percent responding																											
Merit System																												
Yes	1	33.3	1	20.0	7	41.2	2	22.2	0	0	0	0	1	25.0	3	60.0	3	42.9	2	25.0	0	0	3	13.6	1	16.7	24	22.9
No	1	33.3	4	80.0	10	58.8	6	66.7	3	100.0	9	100.0	3	75.0	2	40.0	3	42.9	5	62.5	6	100.0	19	86.4	5	83.3	77	73.3
Incomplete	1	33.3	0	0	0	0	1	11.1	0	0	0	0	0	0	0	0	1	14.2	1	12.5	0	0	0	0	0	0	4	3.8
Totals	3	100.0	5	100.0	17	100.0	9	100.0	3	100.0	9	100.0	4	100.0	5	100.0	7	100.0	8	100.0	6	100.0	22	100.0	6	100.0	105	100.0
Pass Written Examination																												
Yes	4	26.7	12	66.3	27	69.2	5	55.5	1	5.1	2	14.3	3	50.0	1	10.0	4	40.0	1	11.1	5	38.5	6	27.3	4	50.0	75	40.6
No	9	60.0	5	27.7	11	28.2	3	33.3	7	63.6	12	85.7	3	50.0	8	80.0	6	60.0	8	88.9	8	61.5	16	72.7	4	50.0	100	54.3
Incomplete	2	13.3	1	5.5	1	2.6	1	11.1	3	27.3	0	0	0	0	1	10.0	0	0	0	0	0	0	0	0	0	0	9	4.9
Totals	15	100.0	18	100.0	39	100.0	9	100.0	11	100.0	14	100.0	6	100.0	10	100.0	10	100.0	9	100.0	13	100.0	22	100.0	8	100.0	184	100.0
Medical Examination																												
Yes	12	80.0	14	77.7	29	74.4	3	33.3	4	36.4	6	42.9	5	83.3	4	40.0	5	50.0	5	55.5	7	53.8	9	41.0	5	62.5	108	58.7
No	3	20.0	2	11.1	9	23.1	5	55.6	5	45.4	8	57.1	1	16.7	5	50.0	5	50.0	4	44.4	6	41.1	13	58.0	3	37.5	69	37.5
Incomplete	0	0	2	11.1	1	2.6	1	11.1	2	18.1	0	0	0	0	1	10.0	0	0	0	0	0	0	0	0	0	0	7	3.8
Totals	15	100.0	18	100.0	39	100.0	9	100.0	11	100.0	14	100.0	6	100.0	10	100.0	10	100.0	9	100.0	13	100.0	22	100.0	8	100.0	184	100.0
Psychological Examination																												
Yes	0	0	5	27.7	12	30.8	3	33.3	0	0	1	7.1	0	0	0	0	0	0	1	11.1	2	15.4	2	9.0	1	12.5	27	14.7
No	13	86.7	11	61.1	23	59.0	6	66.7	9	77.8	13	92.9	6	100.0	8	80.0	10	100.0	8	88.9	11	84.6	20	91.0	7	87.5	145	48.8
Incomplete	2	13.3	2	11.1	4	10.3	0	0	2	18.1	0	0	0	0	2	20.0	0	0	0	0	0	0	0	0	0	0	12	6.5
Totals	15	100.0	18	100.0	39	100.0	9	100.0	11	100.0	14	100.0	6	100.0	10	100.0	10	100.0	9	100.0	13	100.0	22	100.0	8	100.0	184	100.0
Background Information																												
Yes	12	80.0	18	100.0	38	97.4	7	47.8	8	72.7	13	92.9	6	100.0	9	90.0	9	90.0	9	100.0	10	76.9	20	91.0	8	100.0	167	90.7
No	1	6.7	0	0	1	2.6	2	22.2	1	5.1	1	7.1	0	0	1	10.0	1	10.0	0	0	3	23.0	2	9.0	0	0	13	7.1
Incomplete	2	13.3	0	0	0	0	0	0	2	18.1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	4	2.2
Totals	15	100.0	18	100.0	39	100.0	9	100.0	11	100.0	14	100.0	6	100.0	10	100.0	10	100.0	9	100.0	13	100.0	22	100.0	8	100.0	184	100.0

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Procedures in Selection of New Employees, Cont'd.

Exhibit 3-4

Response

	Region													Statewide Summaries			
	1	2	3	4	5	6	7	8	9	10	11	12	13				
	number and percent responding																
Agency Head Interview	15	18	30	7	8	10	2	6	7	9	10	10	10	21	8	149	81.0
Yes	86.7	100.0	76.9	77.8	71.4	71.4	33.3	60.0	70.0	100.0	76.9	95.5	100.0	149	81.0		
No	13.3	0	23.1	11.1	5.1	28.6	66.7	30.0	30.0	0	23.1	4.5	0	0	16.8		
Incomplete	0	0	0	11.1	18.1	0	0	10.0	0	0	0	0	0	0	2.2		
Totals	15	18	39	11	14	6	10	9	9	10	13	22	8	184	100.0		
Oral Board Interview	8	15	37	7	6	8	5	10	7	6	10	13	5	142	77.2		
Yes	53.3	83.3	14.8	77.8	54.5	57.1	83.3	100.0	70.0	66.7	76.9	61.8	62.5	142	77.2		
No	20	16.6	5.2	22.2	27.3	42.9	16.7	0	30.0	33.3	23.1	18.2	37.5	3.6	19.5		
Incomplete	4	26.7	0	0	18.1	0	0	0	0	0	0	0	0	6	3.3		
Totals	15	18	39	9	11	14	6	10	10	9	13	22	8	184	100.0		
Probationary Period 12 Mos. +	6	9	21	4	2	2	3	4	1	4	3	10	2	71	36.6		
Yes	53.3	50.0	53.8	44.4	18.1	14.2	50.0	40.0	10.0	44.4	23.1	45.5	25.0	71	36.6		
No	40	44.4	43.6	55.5	63.6	85.8	50.0	50.0	90.0	55.5	76.9	54.5	75.0	107	50.1		
Incomplete	1	6.7	5.5	0	18.1	0	0	10.0	0	0	0	0	0	3	1.3		
Totals	15	18	39	9	11	14	6	10	10	9	13	22	8	184	100.0		
Polygraph Test	2	9	22	4	0	1	2	0	0	3	6	7	3	69	37.0		
Yes	13.3	50.0	56.4	44.4	0	21.4	33.3	0	0	33.3	46.1	31.8	37.5	69	37.0		
No	73.3	44.4	35.9	44.4	77.8	78.6	66.7	90.0	100.0	66.7	53.8	68.2	62.5	106	57.6		
Incomplete	13.3	5.5	7.7	11.1	18.1	0	0	10.0	0	0	0	0	0	19	9.3		
Totals	15	18	39	9	11	14	6	10	10	9	13	22	8	184	100.0		
Pass Phys. Test	3	5	7	2	0	3	2	3	2	2	3	0	0	35	19.0		
Yes	20.0	27.7	17.9	22.2	0	21.4	33.3	30.0	20	22.2	23.1	0	37.5	35	19.0		
No	60.0	61.1	79.5	66.7	77.8	78.6	66.7	60.0	80	77.8	76.9	100.0	62.5	139	75.6		
Incomplete	20.0	11.1	2.6	11.1	18.1	0	0	10.0	0	0	0	0	0	10	5.4		
Totals	15	18	39	9	11	14	6	10	10	9	13	22	8	184	100.0		
Prior L.E. Exp.	2	3	6	2	1	3	0	1	3	2	3	4	2	32	17.4		
Yes	13.3	16.6	15.4	22.2	5.1	21.4	0	10.0	30.0	22.2	23.1	18.2	25.0	32	17.4		
No	66.7	77.7	84.6	66.7	72.7	78.1	100.0	80.0	70.0	77.8	76.9	81.8	75.0	144	78.3		
Incomplete	20.0	5.5	0	11.1	18.1	0	0	10.0	0	0	0	0	0	8	4.3		
Totals	15	18	39	9	11	14	6	10	10	9	13	22	8	184	100.0		

TT-11-15

(6) Employees in Law Enforcement by Age, Tenure and Sex: For the state, the predominant age category for sworn personnel is 21-29 years, with 35.7% of the state's sworn personnel falling in this grouping. In Regions 8 and 12, over 50% of the sworn law enforcement employees are in this grouping. Approximately 4.7% of Colorado's sworn employees are fifty years of age and over. In Regions 1, 5 and 6 over 10% are over fifty years of age. (See Exhibit 3-5, Law Enforcement Employees by Age.) The predominant tenure of service for fulltime law enforcement personnel was found to be 6-10 years of service with 32.9% of the sample. No tenure to one year's tenure accounted for 19% of the sample while 06.0% of the sample represented personnel with over twenty years of service (see Exhibit 3-6, Tenure of Full Time Sworn Personnel as of 12/31/75).

Approximately 85% of law enforcement employees are male. Of these, approximately 76% are sworn. Female employees are predominately non-sworn. If the female employees performing professional duties were noted separately, the unequal employment would be much greater than is reflected in the table. (See Exhibit 3-7, Law Enforcement Employees by Sex.)

(7) Ethnic and Racial Characteristics of Law Enforcement Employees: Minorities (race and ethnic background) are under-represented as employees in Colorado's

CONTINUED

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LAW ENFORCEMENT EMPLOYEES BY AGE

	<u>18-20</u>	<u>21-29</u>	<u>30-39</u>	<u>40-49</u>	<u>50-59</u>	<u>60-69</u>
<u>Region 1</u>	%	%	%	%	%	%
Sworn	--	32.6	23.9	11.9	9.8	--
Non-sworn	1.1	4.3	4.3	2.2	6.5	3.3
Total	1.1	36.9	28.2	14.1	16.3	3.3
<u>Region 2</u>						
Sworn	--	34.8	20.2	8.6	3.0	0.9
Non-sworn	8.6	19.0	2.4	1.8	0.6	--
Total	8.6	53.8	22.6	10.4	3.6	0.9
<u>Region 3</u>						
Sworn	--	34.9	28.0	12.7	3.7	0.5
Non-sworn	1.4	5.6	4.9	4.4	2.6	1.3
Total	1.4	40.5	32.9	17.1	6.3	1.8
<u>Region 4</u>						
Sworn	--	37.9	25.7	10.4	3.2	0.2
Non-sworn	1.8	8.1	4.3	5.4	2.0	0.9
Total	1.8	46.0	30.0	15.8	5.2	1.1
<u>Region 5</u>						
Sworn	5.3	23.7	36.8	5.3	21.1	5.3
Non-sworn	--	--	--	2.6	--	--
Total	5.3	23.7	36.8	7.9	21.1	5.3
<u>Region 6</u>						
Sworn	--	41.1	20.5	13.6	15.0	4.1
Non-sworn	--	4.1	--	1.3	--	--
Total	0.0	45.2	20.5	14.9	15.0	4.1
<u>Region 7</u>						
Sworn	0.6	35.3	26.6	16.8	5.4	0.6
Non-sworn	--	6.0	5.1	2.4	1.2	--
Total	0.6	41.3	31.7	19.2	6.6	0.6

LAW ENFORCEMENT EMPLOYEES BY AGE (Cont'd)

	<u>18-20</u>	<u>21-29</u>	<u>30-39</u>	<u>40-49</u>	<u>50-59</u>	<u>60-6</u>
	%	%	%	%	%	%
<u>Region 8</u>						
Sworn	--	51.5	13.6	15.1	3.0	--
Non-sworn	4.5	7.6	1.5	1.5	1.5	--
Total	4.5	59.1	15.1	16.6	4.5	0.0
<u>Region 9</u>						
Sworn	--	36.2	21.7	10.1	4.3	--
Non-sworn	1.4	10.1	7.2	4.3	2.9	1.4
Total	1.4	46.3	28.9	14.4	7.2	1.4
<u>Region 10</u>						
Sworn	--	26.1	46.2	15.4	6.2	--
Non-sworn	1.5	--	4.6	--	--	--
Total	1.5	26.1	50.8	15.4	6.2	0.0
<u>Region 11</u>						
Sworn	--	28.6	19.0	21.0	3.8	1.9
Non-sworn	0.9	5.7	5.7	4.8	5.7	2.8
Total	0.9	34.3	24.7	25.8	9.5	4.7
<u>Region 12</u>						
Sworn	--	51.6	20.5	9.3	0.6	0.6
Non-sworn	--	11.2	5.0	1.2	--	--
Total	--	62.8	25.5	10.5	0.6	0.6
<u>Region 13</u>						
Sworn	1.0	37.5	27.9	16.3	4.8	1.9
Non-sworn	1.0	3.8	1.0	2.9	1.0	1.0
Total	2.0	41.3	28.9	19.2	5.8	2.9
<u>State</u>						
Sworn	0.1	35.7	26.7	12.6	4.1	0.6
Non-sworn	1.7	6.8	4.5	3.9	2.2	1.0
Total	1.8	42.5	31.2	16.5	6.3	1.6

Tenure of Full-Time Sworn Personnel as of 12/31/75

Exhibit 3-6

Area	No. of Agencies Responding	Total Personnel	Years of Service															
			None		One or Less		2-3		4-5		6-10		11-15		16-20		>20	
			#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
State	94	3,161	45	01.4	502	15.9	834	26.4	601	19.0	553	17.5	219	06.9	214	06.8	193	06.1
Region 1	9	76	--	----	16	21.1	21	27.6	17	22.4	10	13.1	6	07.9	2	02.6	4	05.3
Region 2	11	309	9	02.9	82	26.6	84	27.2	65	21.0	43	13.9	11	03.6	8	02.5	7	02.3
Region 3	8	1,709	7	00.4	166	09.7	408	23.9	394	23.1	313	18.3	128	07.5	155	09.1	138	08.0
Region 4	6	313	24	07.7	46	14.7	48	15.3	40	12.8	92	29.4	27	08.6	19	06.1	17	05.4
Region 5	2	8	--	----	2	25.0	6	75.0	--	----	--	----	--	----	--	----	--	----
Region 6	11	71	1	01.4	19	26.8	25	35.2	9	12.7	8	11.3	5	07.0	3	04.2	1	01.4
Region 7	6	289	--	----	53	18.3	87	30.2	38	13.2	46	15.9	27	09.3	18	06.2	20	06.9
Region 8	6	39	4	10.3	13	33.3	10	25.6	5	12.8	4	10.3	1	02.6	--	----	2	05.1
Region 9	7	64	--	----	13	20.3	33	51.6	6	09.4	5	07.8	4	06.2	1	01.6	2	03.1
Region 10	7	61	--	----	21	34.4	23	37.7	9	14.8	5	08.2	2	03.3	1	01.6	--	----
Region 11	5	77	--	----	16	20.8	31	40.2	6	07.8	13	16.9	5	06.5	5	06.5	1	01.3
Region 12	6	55	--	----	19	34.6	28	50.9	6	10.9	2	03.6	--	----	--	----	--	----
Region 13	10	90	--	----	36	40.0	30	33.4	6	06.7	12	13.3	3	03.3	2	02.2	1	01.1
Denver SMSA	8	1,709	7	00.4	166	09.7	408	23.9	394	23.1	313	18.3	128	07.5	155	09.1	138	08.0
Colo. Spgs. SMSA	5	305	24	07.9	41	13.4	45	14.8	40	13.1	92	30.2	27	08.9	19	06.2	17	05.6
Pueblo SMSA	2	245	--	----	46	18.8	67	27.4	36	14.7	37	15.1	27	11.0	14	05.7	18	07.3
Ft. Collins SMSA	5	179	4	02.5	34	18.9	47	26.2	50	27.9	30	16.7	5	02.8	6	03.3	3	01.7
Greeley SMSA	6	130	5	03.8	48	36.9	37	28.6	15	11.6	13	10.0	6	04.6	2	01.5	4	03.0
Denver County	1	1,376	7	00.5	71	05.2	264	19.2	336	24.4	295	21.4	118	08.6	151	11.0	134	09.7
Jefferson County	3	262	--	----	78	29.8	121	46.2	51	19.5	7	02.7	4	01.5	1	00.3	--	----
El Paso County	2	280	24	08.6	29	10.4	41	14.6	31	11.1	92	32.9	27	09.6	19	06.8	17	06.0

III-B1-19

Exhibit 3-7

LAW ENFORCEMENT EMPLOYEES BY SEX

	<u>Female</u>	<u>Male</u>		<u>Female</u>	<u>Male</u>
<u>Region 1</u>	8	8	<u>Region 8</u>	8	8
Sworn	4.1	75.2	Sworn	--	83.0
Non-sworn	14.4	6.2	Non-sworn	7.6	9.1
Total	18.5	81.4	Total	7.6	92.1
<u>Region 2</u>			<u>Region 9</u>		
Sworn	7.8	59.7	Sworn	7.7	69.2
Non-sworn	18.5	14.0	Non-sworn	21.8	1.3
Total	26.3	73.7	Total	29.5	70.5
<u>Region 3</u>			<u>Region 10</u>		
Sworn	3.8	76.1	Sworn	6.2	87.7
Non-sworn	13.1	6.9	Non-sworn	6.2	--
Total	16.9	83.0	Total	12.4	87.7
<u>Region 4</u>			<u>Region 11</u>		
Sworn	2.7	74.8	Sworn	7.6	66.7
Non-sworn	10.8	11.7	Non-sworn	10.5	15.2
Total	13.5	86.5	Total	18.1	81.9
<u>Region 5</u>			<u>Region 12</u>		
Sworn	6.7	91.0	Sworn	6.8	75.8
Non-sworn	2.2	--	Non-sworn	12.4	5.0
Total	8.9	91.0	Total	19.2	80.8
<u>Region 6</u>			<u>Region 13</u>		
Sworn	2.2	87.9	Sworn	3.8	85.6
Non-sworn	2.2	7.7	Non-sworn	6.7	3.8
Total	4.4	95.6	Total	10.5	89.4
<u>Region 7</u>			<u>State</u>		
Sworn	6.3	79.0	Sworn	4.5	75.5
Non-sworn	12.3	2.4	Non-sworn	12.7	7.2
Total	18.6	81.4	Total	17.2	82.7

law enforcement agencies. Spanish surnamed employees in Regions 6, 7 and 8 makeup a substantial number of the personnel. In Region 3, blacks are employed at a little above the state averages, yet three-fourths of the state's black population resides in the Denver SMSA. (See Exhibit 3-8, Law Enforcement Employees by Race and Ethnic Background.)

(8) Salaries for Local Sworn Law Enforcement Personnel: Salaries in the state range from \$443-\$1,237 for the position of patrolman to \$533-\$2,640 for the position of chief, marshal, or sheriff. Salary levels are generally set by the unit of government with exception for the salary levels of the sheriffs which are set by the statutes under Article 30, CRS 1973, Salary levels are set by the legislature for the position of sheriff in 62 counties of the state and are generally delineated by county population. Salary levels for chiefs and marshals are generally set according to the size of the municipality, the size of the agency administered, and the location of the municipality in the state. The latter characteristic, from survey data, indicates the range of salary is generally lower in jurisdictions of populations below 2,500 and the level increases as the jurisdiction population increases. For example, the salary for chief, marshal, sheriff ranges from a low of

**LAW ENFORCEMENT EMPLOYEES BY RACE
AND ETHNIC BACKGROUND**

	<u>Black</u>	<u>Spanish</u>	<u>Anglo</u>	<u>Other</u>
<u>Region 1</u>	%	%	%	%
Sworn	1.0	2.0	76.2	1.0
Non-sworn	1.0	--	18.8	--
Total	2.0	2.0	95.0	1.0
<u>Region 2</u>				
Sworn	0.3	5.0	61.6	0.6
Non-sworn	1.5	5.3	25.3	0.3
Total	1.8	10.3	86.9	0.9
<u>Region 3</u>				
Sworn	2.2	4.8	72.1	0.8
Non-sworn	1.1	1.8	16.9	0.3
Total	3.3	6.6	89.0	1.1
<u>Region 4</u>				
Sworn	1.8	2.2	73.2	0.0
Non-sworn	1.1	2.5	18.9	--
Total	2.9	4.7	92.1	0.2
<u>Region 5</u>				
Sworn	--	--	97.8	--
Non-sworn	--	--	2.2	--
Total	--	--	100.0	--
<u>Region 6</u>				
Sworn	--	20.9	74.0	--
Non-sworn	--	--	4.0	--
Total	0.0	20.9	78.9	--
<u>Region 7</u>				
Sworn	0.9	21.1	60.6	2.1
Non-sworn	--	3.5	10.9	--
Total	0.9	24.6	71.5	2.1

LAW ENFORCEMENT EMPLOYEES BY RACE AND ETHNIC BACKGROUND (cont'd)

	<u>Black</u>	<u>Spanish</u>	<u>Anglo</u>	<u>Other</u>
<u>Region 8</u>	%	%	%	%
Sworn	--	37.9	45.5	--
Non-sworn	--	3.0	12.1	1.5
Total	--	40.9	57.6	1.5
<u>Region 9</u>				
Sworn	--	8.8	64.7	--
Non-sworn	--	1.5	23.5	1.5
Total	0.0	10.3	88.2	1.5
<u>Region 10</u>				
Sworn	--	7.7	84.6	1.5
Non-sworn	--	1.5	4.6	--
Total	0.0	9.2	89.2	1.5
<u>Region 11</u>				
Sworn	0.9	2.9	70.5	--
Non-sworn	--	--	25.7	--
Total	0.9	2.9	96.2	0.0
<u>Region 12</u>				
Sworn	0.6	3.1	74.5	4.3
Non-sworn	--	--	17.4	--
Total	0.6	3.1	91.9	4.3
<u>Region 13</u>				
Sworn	--	4.8	84.6	--
Non-sworn	--	1.9	8.6	--
Total	0.0	6.7	93.2	0.0
<u>State</u>				
Sworn	1.7	6.3	71.1	0.9
Non-sworn	0.9	2.0	16.9	0.2
Total	2.6	8.3	88.0	1.1
State Average	3.0	13.6	82.5	1.0

\$416 - \$1,766 per month in communities of population below 2,500 to a high of \$1,500 - \$2,640 per month in jurisdictions of 50,000 or more. Salaries for non-sworn personnel range from \$365 per month to \$1,814 per month; again, generally dependent upon scope of job responsibility, the size of agency and population served and the location of the employing agency in the state.

(9) Law Enforcement Personnel: The availability of training and trained personnel to law enforcement agencies during 1975 was sampled from 86 local law enforcement agencies throughout the state. The general training categories were assessed by distinguishing between supervisory, patrol, and investigative personnel. Local law enforcement emphasis remains focused upon the training of patrol personnel with 73.7% of staff trained and 71.2% of agencies with training for pre-service, in-service, and specialized training curriculum. Exhibit 3-9 provides survey information indicative of the distribution of training throughout the state by position category and curriculum classification.

(10) Law Enforcement Personnel Workload: Survey data from the 1975 sampling indicate that a mean of approximately 42 man hours are spent in investigation of Part I offenses (ranging from an average low of 0 to an average high of 200 man hours); and approximately 14 man hours are spent in investigation of Part II offenses

(ranging from an average low of 1 to an average high of 200 man hours). The sampling indicated that in an average month a mean of 54 man hours are spent in court on Part I and Part II offense cases

Law Enforcement
Training
by Position Type

Exhibit 3-9

Area	No. of Agencies Responding	Supervisory Personnel															
		Total				Pre-Service				In-Service				Specialized			
		Staff Trained		Agencies w/ Training		Staff Trained		Agencies w/ Training		Staff Trained		Agencies w/ Training		Staff Trained		Agencies w/ Training	
		#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
State	86	413	11.6	43	50.0	3	0.08	2	02.3	253	07.1	18	20.9	130	03.6	28	32.6
Region 1	7	3	09.7	3	42.9	-	-	-	-	-	-	-	-	2	09.7	3	42.9
Region 2	10	40	03.9	4	40.0	-	-	-	-	33	03.2	3	30.0	7	00.7	3	30.0
Region 3	7	203	13.3	7	100.0	-	-	-	-	134	08.7	2	28.5	69	04.5	6	85.7
Region 4	5	48	11.3	3	60.0	2	00.5	1	20.0	43	10.1	1	20.0	3	00.7	2	40.0
Region 5	0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Region 6	11	3	03.5	3	27.3	-	-	-	-	-	-	-	-	3	03.5	3	27.3
Region 7	6	14	06.5	4	66.7	1	00.3	1	16.7	7	02.2	3	50.0	13	04.0	2	33.3
Region 8	7	2	01.9	2	28.6	-	-	-	-	1	01.0	1	14.3	1	01.0	1	14.3
Region 9	6	14	09.2	1	16.7	-	-	-	-	14	09.2	1	16.7	-	-	-	-
Region 10	7	10	16.4	4	57.1	-	-	-	-	3	02.7	2	28.6	7	06.3	3	42.9
Region 11	5	31	31.6	3	60.0	-	-	-	-	11	11.2	2	40.0	21	21.4	2	40.0
Region 12	5	2	02.4	2	40.0	-	-	-	-	-	-	-	-	2	02.4	2	40.0
Region 13	9	8	05.2	4	44.4	-	-	-	-	7	04.6	3	33.3	1	00.7	1	11.1
Denver SMSA	7	203	13.3	7	100.0	-	-	-	-	134	08.7	2	28.5	69	04.5	6	85.7
Colo Spg SMSA	5	48	11.3	3	60.0	2	00.5	1	20.0	43	10.1	1	20.0	3	00.7	2	40.0
Pueblo SMSA	2	17	05.5	2	100.0	1	00.3	1	50.0	4	01.3	1	50.0	12	03.9	2	100.0
Ft. Collins SMSA	5	24	02.9	3	60.0	-	-	-	-	21	02.6	2	40.0	3	00.3	1	20.0
Greeley SMSA	5	16	07.5	2	40.0	-	-	-	-	12	05.6	1	20.0	4	01.9	2	40.0
Denver County	1	133	14.7	1	100.0	-	-	-	-	95	10.5	1	100.0	38	04.2	1	100.0
Jefferson County	3	65	13.5	3	100.0	-	-	-	-	41	08.5	2	66.7	24	05.0	2	66.7
El Paso County	2	45	10.9	2	100.0	-	-	-	-	43	10.4	1	50.0	2	00.5	1	50.0

III-BI-26

Exhibit 3-9

(cont.)

Law Enforcement Training
By Position Type

Area	No. of Agencies Responding	Total				Investigation Personnel											
		Staff Trained		Agencies w/ Trng.		Pre-Service				In-Service				Specialized			
		#	%	#	%	Staff Trained	Agencies w/ Trng.	Staff Trained	Agencies w/ Trng.	Staff Trained	Agencies w/ Trng.	Staff Trained	Agencies w/ Trng.	Staff Trained	Agencies w/ Trng.		
		#	%	#	%	#	%	#	%	#	%	#	%	#	%		
State	86	527	14.8	32	37.2	5	00.1	3	03.5	374	10.5	17	19.8	148	04.1	20	23.3
Region 1	7	1	03.2	1	14.3	-	----	-	----	-	----	-	----	1	03.2	1	14.3
Region 2	10	101	09.8	3	30.0	-	----	-	----	93	09.0	3	30.0	8	00.8	2	20.0
Region 3	7	335	21.9	6	85.7	-	----	-	----	229	15.0	3	42.8	106	06.9	5	71.4
Region 4	5	9	02.1	2	40.0	2	00.5	1	20.0	-	----	-	----	7	01.6	1	20.0
Region 5	0	-	----	-	----	-	----	-	----	-	----	-	----	-	----	-	----
Region 6	11	2	02.3	1	9.1	-	----	-	----	-	----	-	----	2	02.3	1	9.1
Region 7	6	8	02.4	1	16.7	1	00.3	1	16.7	4	01.2	1	16.7	3	00.9	1	16.7
Region 8	7	8	07.6	2	28.6	-	----	-	----	-	----	-	----	8	07.6	2	28.6
Region 9	6	13	08.6	3	50.0	-	----	-	----	5	03.3	2	33.3	8	05.3	2	33.3
Region 10	7	4	03.6	3	42.9	-	----	-	----	2	01.8	1	14.3	2	01.8	2	28.6
Region 11	5	7	07.1	3	60.0	-	----	-	----	4	04.1	1	20.0	3	03.1	3	60.0
Region 12	5	26	31.3	3	60.0	2	02.4	1	20.0	24	28.9	2	40.0	-	----	-	----
Region 13	9	13	08.5	4	44.4	-	----	-	----	13	08.5	4	44.4	-	----	-	----
Denver SMSA	7	335	21.9	6	85.7	-	----	-	----	229	15.0	3	42.8	106	06.9	5	71.4
Colo Spgs SMSA	5	9	02.1	2	40.0	2	00.5	1	20.0	-	----	-	----	7	01.6	1	20.0
Pueblo SMSA	2	8	02.6	1	50.0	1	00.3	1	50.0	4	01.3	1	50.0	3	01.0	1	50.0
Ft Collins SMSA	5	96	11.8	3	60.0	-	----	-	----	88	10.8	2	40.0	8	01.0	2	40.0
Greeley SMSA	5	5	02.3	1	20.0	-	----	-	----	5	02.3	1	20.0	-	----	-	----
Denver County	1	232	25.6	1	100.0	-	----	-	----	190	21.0	1	100.0	42	04.6	1	100.0
Jefferson County	3	121	25.1	3	100.0	-	----	-	----	74	15.4	1	33.3	47	09.8	3	100.0
El Paso County	2	7	01.7	1	50.0	-	----	-	----	-	----	-	----	7	01.7	1	50.0

TTL. TRNG.
3568

III-BI-27

**Exhibit 3-9
(cont.)**

**Law Enforcement Training
By Position Type**

Area	No. of Agencies Responding	Total				Patrol Personnel											
		Staff Trained		Agencies w/ Trng.		Pre-Service				In-Service				Specialized			
		#	%	#	%	Staff Trained		Agencies w/ Trng.		Staff Trained		Agencies w/ Trng.		Staff Trained		Agencies w/ Trng.	
						#	%	#	%	#	%	#	%	#	%	#	%
State	86	2,628	73.7	62	71.2	277	07.8	35	40.7	1,829	51.3	38	44.2	522	14.6	34	38.4
Region 1	7	27	87.1	6	85.7	4	12.9	3	42.9	8	25.8	1	14.3	15	48.4	3	42.9
Region 2	10	890	86.3	10	100.0	55	05.3	8	80.0	772	74.9	10	100.0	63	06.1	6	60.0
Region 3	7	924	60.7	6	85.7	125	08.2	5	71.4	618	40.6	4	57.1	181	11.8	6	85.7
Region 4	5	329	77.5	3	60.0	56	13.2	1	20.0	268	63.1	2	40.0	5	01.2	2	40.0
Region 5	0	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Region 6	11	71	82.6	9	87.8	11	12.8	6	34.5	43	50.0	4	36.3	17	19.8	3	27.3
Region 7	6	163	50.7	5	83.3	3	00.9	1	16.7	22	06.9	4	66.7	138	42.9	2	33.3
Region 8	7	17	16.2	2	28.6	---	---	---	---	17	16.2	2	28.6	---	---	---	---
Region 9	6	36	23.7	6	100.0	6	03.9	3	50.0	16	10.5	4	66.7	14	09.2	3	50.0
Region 10	7	89	80.2	6	85.7	7	06.3	5	71.4	39	35.1	3	42.9	43	38.7	3	42.9
Region 11	5	55	56.1	4	80.0	5	05.1	1	20.0	9	09.2	1	20.0	41	41.8	4	80.0
Region 12	5	19	22.9	4	80.0	1	01.2	1	20.0	13	15.7	2	40.0	5	06.0	2	40.0
Region 13	9	8	05.2	1	11.1	4	02.6	1	11.1	4	02.6	1	11.1	---	---	---	---
Denver SMSA	7	924	60.7	6	85.7	125	08.2	5	71.4	618	40.6	4	57.1	181	11.8	6	85.7
Colo Spgs SMSA	5	329	77.5	3	60.0	56	13.2	1	20.0	268	63.1	2	40.0	5	01.2	2	40.0
Pueblo SMSA	2	152	49.1	2	100.0	3	01.0	1	50.0	11	03.1	1	50.0	138	45.0	2	100.0
Ft Collins SMSA	5	697	85.3	5	100.0	28	03.4	5	100.0	611	74.8	5	100.0	58	07.1	4	80.0
Greeley SMSA	5	193	90.2	5	100.0	27	12.7	3	60.0	161	75.2	5	100.0	5	02.3	2	40.0
Denver County	1	500	55.2	1	100.0	76	08.4	1	100.0	399	44.1	1	100.0	25	02.8	1	100.0
Jefferson County	3	400	83.0	3	100.0	48	10.0	3	100.0	214	44.4	1	33.3	138	28.6	3	100.0
El Paso County	2	326	78.7	2	100.0	56	13.5	1	50.0	265	64.0	1	50.0	5	01.2	2	100.0

III-BI-28

III-B. THE SYSTEM

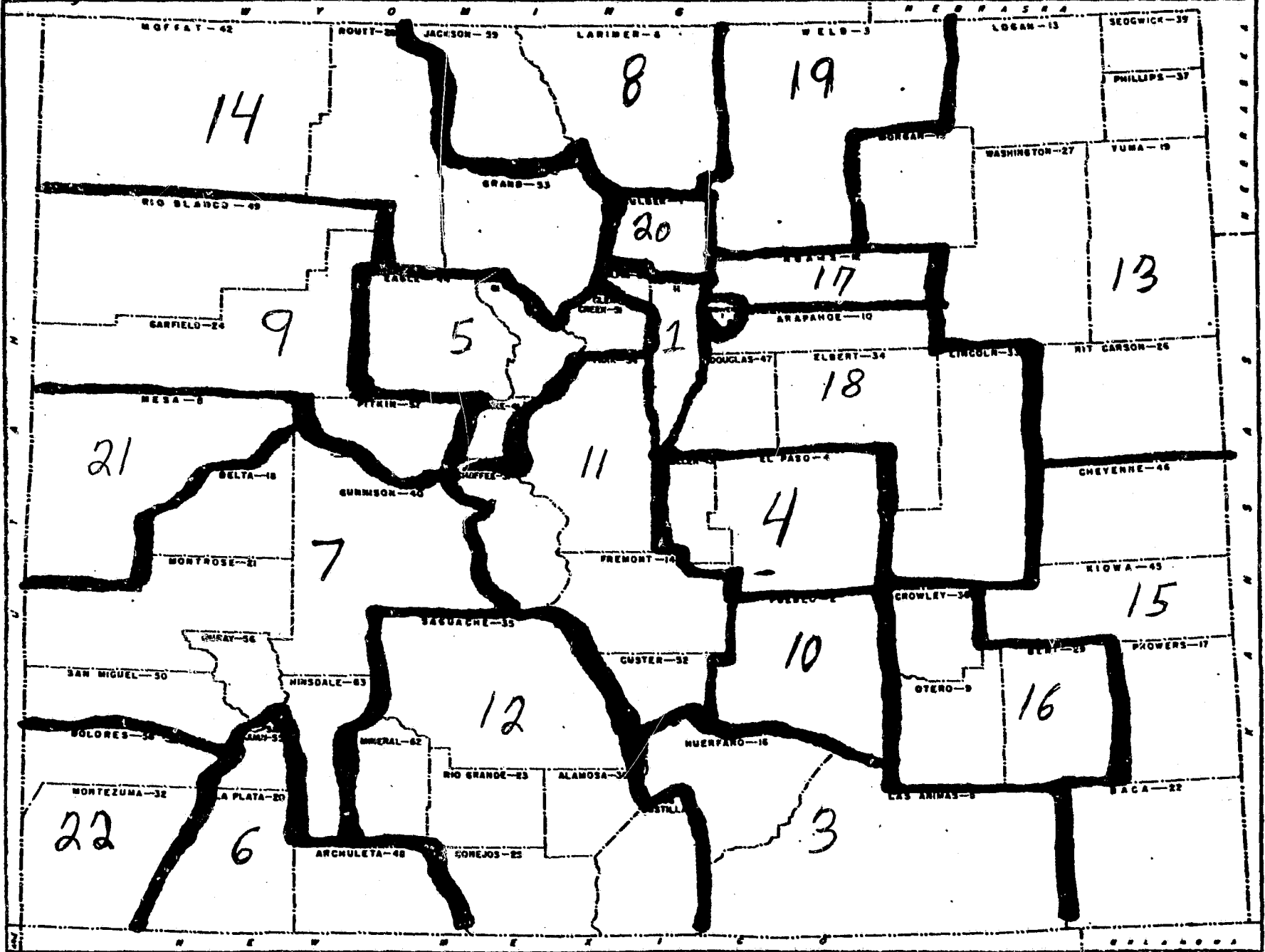
2. Prosecution

B-2. Prosecution

The District Attorney is the chief law enforcement officer in a judicial district and is a member of the executive branch of government. Article 6, Section 13 of the Colorado Constitution provides for the election, term, salary, and qualifications of the District Attorney. The qualifications for District Attorney are the same as those of a District Judge; he must be a qualified elector of the State and licensed to practice law in the state for at least 5 years. Article 6, Section 20 (4) of the Constitution provides for the filling of District Attorney vacancies in mid-term by the Governor. There is also a provision in the statutes which gives the judge the power to demand prosecution if the District Attorney's failure to prosecute is arbitrary or capricious and without reasonable excuse, CRS 16-5-209. This statute provides a balance to the broad discretion possessed by the prosecutor. Title 20 of the Colorado Revised Statutes delineates the duties of the District Attorney, provides for the appointment of deputies and staff, and deals with compensation and expenses allowed to that office.

Funding for the District Attorney's office is provided by the state and county. Eighty percent of the District Attorney's salary is paid by the state but the remainder of his salary, the staffing, office and other costs are paid by the counties within the district.

There are 22 district attorney offices in Colorado, and the map below shows the outlines of each individual district.



111-B2-2

DISTRICT ATTORNEY DISTRICTS

The following information is compiled from a response by individual district attorney offices to a survey conducted in early 1976. Sixteen of the twenty-two individual offices had responded at the time of this writing.

Office Profile

Five offices reported having an Office Manager or Administrator. Total personnel per office ranges from 4 to 103. Two offices reported having no investigative resources, either employed or detailed from other agencies. The ratio of investigators employed to the total number of attorneys within each office range from 1/1 to 1/43 with a median ratio of 2:5. In addition to regularly employed investigators, five offices also had available to them investigators detailed from other agencies. Seven offices supplemented their attorneys with staff law clerks, interns, and paralegals.

DISTRICT ATTORNEY STAFF

Judicial District	1		2		3		5		6		7		8		9		10		13		15		16		18		19		20		22		State	
Position	No. Auth.	No. Filled	No. Auth.	No. Filled	No. Auth.	No. Filled	No. Auth.	No. Filled	No. Auth.	No. Filled	No. Auth.	No. Filled	No. Auth.	No. Filled	No. Auth.	No. Filled	No. Auth.	No. Filled	No. Auth.	No. Filled	No. Auth.	No. Filled	No. Auth.	No. Filled	No. Auth.	No. Filled	No. Auth.	No. Filled	No. Auth.	No. Filled	No. Auth.	No. Filled		
Office Administrator or Manager			1	1																												5	4	
Assistant District Attorney	1	1	1	1	1	1					1	1	1	1	1	1	0	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	13	13
Chief Deputy	2	2	15	14	1	1	1	1			1	1	1	1									1	1	1	1							25	24
Deputy	18	18	27	27	1	1	4	4	2	2	6	6	5	5	1	1	15	15	8	4	2	2	2	2	20	20	7	7	8	8			126	122
Investigators (employed)	6	6	5	5	1	1	1	1	2	2			3	3	1	1	7	7	0	1	1	1			10	10	5	5	4	4	1	1	47	48
Investigators (detailed from other agency)	3	3	4	4	1	1			2	2					1	1																	11	11
Law Clerks and Interns	13	13	6	6									1	1			1	1							1	1	2	2	5	5			29	29
Para Legal	3	3	4	6									2	2			4	4							2	2	1	1	7	7			23	25
Secretary/Clerical	18	18	20	28	2	2	4	4	2	2	4	4	6	6	1	1	9	9	7	7	2	2	2	2	21	21	5	5	8	8	2	2	121	121
Other			11	11									1	1			5	5							8	8							25	25
Total	64	64	102	103	7	7	10	10	8	8	11	11	20	20	5	5	44	44	15	13	6	6	6	6	65	64	22	22	35	35	4	4	244	222

Analysis of the minimum legal experience required by various offices for applicants for full-time deputy positions discloses that most offices do not have any minimum experience requirement. However, for the position of felony trial deputy, the majority of offices require one to two years prior experience. The positions of Chief Deputy and Assistant Deputy generally require at least two years experience, with the average at about three years. The experience requirements for investigators were almost evenly divided among three groups: no prior experience needed, one or two years experience and three or more years. The majority of offices also required a high school diploma for applicants for the investigator position. One office required a college degree, and one office required special training as a prerequisite.

Racial Composition

The racial composition of the professional staff of the district attorney offices is predominantly white/Anglo. Of the 15 offices responding, the breakdown of the total numbers was 4 Black (2%), 9 Spanish surnamed (4%), and 197 Anglo professionals (93%). Of the total clerical staff, the composition was 4 Black (3%), 8 Spanish surnamed (7%), and 104 Anglo (89%). Because of the incompleteness of this data and varying population characteristics of the districts, general conclusions as to these imbalances may not be accurate. However, blacks and Spanish surnamed do appear to be underutilized in the urban areas.

The composition of the professional staffs of the 15 reporting offices in terms of sex indicated that only 14% of

the total of 211 professionals are women. Not surprisingly, the clerical staffs are 100% female.

Age

The age characteristics of professional staff on a statewide compilation of the 15 reporting offices indicated that the vast majority are under 39 years of age (77%), with the largest single age group in the 30-39 category (44%). For clerical staff, the predominant age category is the 21 - 29 group (55%).

Service

Analysis of the length of service of deputies on a statewide total indicates that 37% have worked in their office for 2 to 3 years, while 27% have been there 1 year or less. Information on terminations of deputies shows that there were 27 voluntary and 9 non-voluntary resignations last year.

Training

Based upon the useable data concerning training for deputies, it would appear that a primary reliance is placed upon in-office training and the Colorado District Attorneys Association's program. Many offices also sent deputies for training to the courses offered by the National District Attorneys Association, as well as specific programs operated by law schools and other institutions. The extent of the training, subject content and availability to individual deputies varied among the offices.

DA Training

District	Position	Content	No. Staff	Hours Per Staff	Source
22	Deputy DA	Trial Tactics	7	24	CDA
	Investigator	Polygraph	1	228	Baxter School, Cal.
20	Deputy DA	Trial Consumer Affairs	10	30	Colo. DA Assoc. & In. Off.
	Deputy DA	Trial & Consumer Affairs	12	120	Colo. DA Assoc.
	Investigator	Law Enforcement	3	400	CLETA
	Investigator	Prosecution	5	80	Boulder Sheriff
	Paralegal	Consumer Affairs	2	40	Colo. DA Assoc.
	Paralegal	In-Service	2	60	In Office
19	Deputy DA	Search & Seizure, Legis.	8	24	Colo. DA Assoc.
	Deputy DA	Organized Crime	8	40	NDA
	Deputy DA	Juvenile Crime	1	40	NDA
	Deputy DA	Trial Advocacy	1	120	Univ. of Colo.
	Deputy DA	PLI	1	40	PLI
	Investigator	Seminar	2	24	Colo. DA Assoc.
	Investigator	Search & Scientific Evid.	2	16	Colo/Wyo Det. Assoc.
	Investigator	General	1	8	In Office
	Investigator	Juvenile	1	80	NDA
	Paralegal	General	1	1 sem.	Univ. of Denver
	Clerical	OJT	5		
	Office Admin.	Mag Card	1	8	IBM
15	Deputy DA	Securities & Exchange	1	7	In Office
	Deputy DA	Trial Tactics	1	12	Colo. DA Assoc.
	Deputy DA	Welfare	1	12	NDA
14	Deputy DA	Trial Tactics	1	10	In Office
	Deputy DA	Trial Tactics	1	20	Colo. DA Assoc.
13	Deputy DA	General	5		Colo. DA Assoc.
	Deputy DA	General	5		Colo. Bar Assoc.
	Deputy DA	General	5		NDA
	Investigator	General	3		Colo. DA Assoc.
11	Deputy DA	Evidence	3	8	Colo. Trial Lawyers Ass.
	Deputy DA	Legislation	3	16	Colo. DA Assoc.
	Deputy DA	Cross Exams, Juries	2	16	Colo. DA Assoc.
	Deputy DA	Insanity	1	16	Colo. DA Assoc.
	Investigator	Investigation	1	2	Colo. DA Assoc.
10	Deputy DA	Trial Tactics	1	24	Rocky Mtn. Con. Conf.
	Deputy DA	Trial Tactics	10	32	Colo. DA Assoc.
	Deputy DA	Career Pros.	1	120	NDA
	Deputy DA	Trial Tactics	1	40	NW Univ
	Deputy DA	Organized Crime	1		NDA
	Paralegal	Trial Tactics	4	24	Rky. Mtn. Con. Conf.
9	Deputy DA	General	1	15	In Office
8	Deputy DA	Trial Tactics	2	40	NW Univ.
	Deputy DA	Trial Tactics	9	24	Colo. DA Assoc.
	Deputy DA	Trial Tactics	6	24	Colo. DA Assoc.
7	Deputy DA	General	4	20	Colo. DA Assoc.
6	Deputy DA	General	1	40	Colo. DA Assoc.
	Investigator	General	2	60	Various
3	Deputy DA	General	3	120	Colo. DA Assoc.
2	Deputy DA	Various	NO RECORDS		
1	Deputy DA	Various	22	40-80	Various
	Investigator	Investigation	6	40-80	Various
	Paralegal	Specialty	3	Continual	In Office
	Clerical	Various	18	20-120	Various

III-B2-6

Library Resources

Analysis of the information collected on the existence of the law libraries within each office indicates that two of the fifteen respondents do not have any library resources within their office. Both of these offices are in rural western slope locations. Of those office which do possess their own library, 7 have indicated that their resources were not adequate. Underlying reasons included financial expense and lack of comprehensiveness of the materials. However, all offices appeared to make use of the library of the local court system to supplement their own internal resources.

Budget

The following chart shows the budget expenditures of reporting offices for 1975.

BUDGET

Judicial District	1	2	3	5	6	8	10	13	15	16	18	19	22	State		
														TOTAL	MEAN	MEDIAN
Personnel &c	3 159,370 52	1,600,500 85	52,629 81	97,800 94	93,479 76	181,000 94	420,744 78	89,000 63	53,680 79	46,000 75	523,695 78	242,886 83	48,041 73	3,449,454 76	287,455 76	93,479 76
Training	3 7,450 01					1,600 00.8	2,280 00.4	500 00.5		750 01.5	8,437 01	1,553 00.5	4,814 07	27,784 0.5	3,473 0.5	1,650 0.5
Travel	3 2,750 01	36,000 02	3,500 05	194 00.1	4,908 04	7,750 04	1,046 00.3	10,284 07.5	1,350 02	2,400 04	4,500 00.5	8,170 07	2,456 01	85,308 02	6,562 02	3,500 02
Equipment	3 20,400 01	52,500 03	128 00.3	720 00.7	9,088 07		10,599 02	1,969 01	200 00.3	1,750 03	31,000 4.5	10,588 04	865 01	139,807 03	11,651 03	1,969 03
Supp & Oper	3 263,889 38	168,000 09	2,600 04	4,783 05	16,014 13	2,400 01.2	98,674 18.3	3,500 03	8,500 12.3	5,063 08	21,000 03	21,688 08	3,087 11	623,198 14	47,928 14	8,500 14
Consult/contr	3 29,000 01	400 00.7						4,000 06	5,000 08			2,500 00.8	2,521 04	42,221 01	7,204 01	2,521 01
Other	3 39,528 5						5,853 01	35,044 25	250 00.4	150 00.5	84,538 13	1,890 00.7		164,533 3.5	20,567 3.5	1,890 3.5
Total	100.00 689,787	1,866,000	66,557	193,497	133,489	192,796	539,196	140,297	67,980	61,113	673,150	289,075	65,784	4,933,305	348,715	140,297

SOURCES OF FUNDING

Judicial District	1	2	3	5	6	7	8	9	10	13	15	16	18	19	20	22	State			
																	TOTAL	MEAN	MEDIAN	
Salary *	24,000 04	24,000 01		24,000 19					24,000 04	24,000 16		24,000 27	24,000 04	24,000 08			216,000 24	149,850 05	24,000 24,000	
Pay Salary **	112,378 45			13,964 11					339,347 64	46,800 31		26,000 30	299,667 44				12,000 14	1,048,938 52	153,693 52	23,000 23,000
Supp	23,000 03	700,000 32							12,000 08	10,000 11		23,000 03	166,157 57				934,157 20	188,470 20	67,690 67,690	
Others ***	330,417 48	687,000 34		66,740 54					72,509 13	67,690 42		28,533 32	336,483 49	60,079 21			46,701 57	1,696,232 16	223,112 16	39,724 39,724
COLSON		810,000 30		80,213 16									39,724 14				669,734 14	103,340 14	103,340 103,340	
Net Inv									103,340 19								103,340 03			
Total	100.00 689,787	1,866,000		123,917					539,196	150,290		61,113	673,150	289,960			4,933,305	348,715	140,297	

State
County

Workload

Estimates of the percent of deputy staff time spent on various activities is explained in the following chart. It is interesting to note that these estimates vary considerably from office to office. The mean figures for the 11 offices reporting were as follows: 23% for Part 1 crimes; 22% for Part 2 crimes; 37% for traffic offenses; 6% for enforcement of support orders; 3% for consumer fraud cases; 3% for welfare fraud; and 6% for all other cases. Estimates of the percent of time spent by staff investigators closely parallel these figures for the deputies. While these data are incomplete they do indicate the relative proportions of time spent by the district attorney's staff on specific types of cases.

PERCENTAGE OF WORKLOAD ACTIVITY

D - Deputy
I - Investigator

PERCENTAGE OF WORKLOAD ACTIVITY

D = Deputy
I = Investigator

Judicial District Activities	2		3		5		6		7		8		9		10		13		15		16		MEAN -- STATE -- MEDIAN			
	D	I	D	I	D	I	D	I	D	I	D	I	D	I	D	I	D	I	D	I	D	I	D	I		
Part 1	40	06	05	0	10		10	10	05		40	30	30	30	40	40	25	40	10	10	34		23	21	23	10
Part 2	10	20	15	0	35		30	35	30		15	10	20	20	15	10	26	10	25	25	24		22	16	24	10
Traffic	39	0	50	0	53		50	40	43		25	0	10	10	15	0	30	0	60	60	34		37	14	35	0
Suppt Orders	4.5	20	12	40	0		05	0	10		03	0	20	30	03	05	05	30	0	0	02		06	15	4.5	05
Cons Fraud	10	45	0	0	02		0	10	0		06	0	10	10	06	20	02	05	0	0	01		03	11	02	05
Welfare Fraud	0.5	02	13	45	0		05	05	0		01	0	10	0	03	05	02	05	0	0	02		03	08	02	02
Other	0	07	05	15	0		0	0	10		10	60	0	0	18	20	10	10	05	05	03		06	15	05	07
Total	100		100		100		100		100		100		100		100		100		100							

Of the six offices who indicated the number of man-
hours required for investigation and preparation of cases
for court, the mean figure for Part 1 offenses was 38
hours and for Part 2 offenses it was 15 hours.

Five offices supplied data on the number of cases
referred to them in 1975. The balance of referrals
between felonies and misdemeanors range from 75% felonies
in one jurisdiction to 7% felonies in another.

1975 CASES REFERRED

1975 Cases Referred

Judicial District	8		10		15		16		20		Total		Mean		Median
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#
Felony	600	07	708	47	150	75	110	41	1200	10	2768	12	554	12	600
Misdemeanor	8000	93	800	53	50	25	160	59	11000	90	20010	88	4002	88	800
Total	8600	100	1508	100	200	100	270	100	12200	100	22778	100	4556	100	1508

Data on the number of defendants involved in the case
referrals were too incomplete for statistical validity.

Comparison of data submitted by four offices on the
number of cases referred to the number filed indicated that,
on the average, approximately 80% of the felony cases referred
are filed upon by the District Attorney. This figure is
somewhat higher for the misdemeanor cases (85%).

Information from seven offices on the ultimate disposition
of cases filed in 1975 varied widely, especially in guilty
pleas. Guilty pleas as a percentage of cases filed range from
11% to 80%, with a mean of 43%. Verdicts of guilty after
trial were more closely related, ranging from 2% to 11% of
the cases filed, with a mean of 6%. Verdicts of not guilty

after trial were closely grouped, with a range from 1% to 5%, and a mean of 2%.

The number of cases dismissed relative to the total number filed varied widely, from 56% in one district to 4% in another, with a mean of 24%. Percent of filed cases deferred also had a wide range, from 4% to 26%, with a mean of 12%.

Disposition of Cases Filed in 1975

Judicial District	3		6		8		10		15		16		18		Total		Mean Median		
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#
Plead Guilty	37	11	300	36	377	78	646	49	114	80	36	15	256	34	1756	43	252	43	256
Guilty after Trial	13	04	86	10	25	05	79	06	11	08	27	11	18	02	259	06	37	06	25
Not Guilty after Trial	9	03	42	05	5	01	13	01	6	04	6	03	9	01	90	02	13	02	9
Dismissed	188	56	115	14	30	06	435	33	6	04	54	23	144	19	972	24	139	24	115
Deferred	88	26	68	08	50	10	145	11	6	04	19	08	104	14	480	12	69	12	68
Other			222	27							95	40	218	30	535	13	76	13	0
Total	335	100	833	100	487	100	1318	100	143	100	237	100	749	100	4102	100	586	100	487

Estimates from seven district attorney offices of referred cases rejected by the District Attorney because of insufficient case preparation by the police range from 1% to 8% for felonies, with a mean of 4%; the estimates for misdemeanors range from 3% to 50%, mean of 5%.

Juveniles

Out of the 13 responding offices, 5 indicated that they had Deputy D.A.'s, assigned exclusively to juvenile cases. Additionally, one office which did not assign a deputy exclusively to juvenile cases did have one deputy who had some specialized experience in juvenile cases. Five of the thirteen offices had neither a deputy assigned to juvenile cases nor any deputy with special experience in that field.

Two offices had investigators assigned exclusively to juvenile cases, while two more had investigators available who had some special experience in juvenile matters.

The following charts show the number of cases referred in 1975 to the DA for delinquency and status offenses and the number filed.

No. Cases Referred in 1975

Judicial District	1		5		6		8		9		15		17		18		19		20		22		State					
	D	C	D	C	D	C	D	C	D	C	D	C	D	C	D	C	D	C	D	C	D	C	D	C	D	C		
NUMBER JUVENILE CASES REFERRED IN 1975	1200	0	8	3	37	10	320	33	25	3	65	3	1456	0	1000	0	794	44	758	2					5703	98	98	02
NUMBER JUVENILE PETITIONS FILED IN 1975	844	0	8	3	37	10	116	0					45	3	748	0	385	0	127	0	221	45	89	2	2620	98	63	02

D=Delinquent
C=Status Offenders

A comparison of these figures shows a substantial screening effort before filing. Although the rate of screening varies among districts, some districts file only 33% of the delinquent referrals, while others file 100%. The median rate was 45%. The extent of this screening in terms of formal diversion

programs or other follow-up programs is not readily accessible due to the incomplete data. It should be noted that CHINS petitions may be filed by agencies other than the District Attorney, for example the County Attorney. The characteristics of referred juveniles as reported in this survey are as follows: on the statewide basis 81% are male and 19% are female; 35% are Spanish surnamed American, 65% are white/Anglo. No data on Black juvenile defendants were reported. In terms of age groups, 1% were under 10 years of age, 34% were in the age group of 10-14, and 64% were in the age group of 15-17. The incompleteness of this data makes it difficult to make accurate conclusions based upon it.

Appeals

Representation of the prosecution on appeals from conviction is handled by the appellate section of the Attorney General's office in the majority of cases. The District Attorney's office which initially prosecuted the case at the trial level may, upon request to the Attorney General, continue prosecution at the appellate level. Presently, no District Attorney office regularly handles all appeals, the Denver DA's office being the most active in this field. However, some District Attorneys' offices regularly represent themselves in interlocutory appeals during the course of the trial.

Caseload of appeals from conviction handled by the Attorney General's appellate section, where an answer brief is required amounted to 238 cases in the calendar year 1975.

The appellate section has a total staff of 9 persons, 6 of whom work exclusively in criminal appeals.

A sample reported by the Attorney General's office of the affirmance rate of appellate cases handled by the Attorney General and the District Attorneys in the period from January 14, 1975 to February 5, 1976 indicated that in the Colorado Supreme Court the Attorney General had a success rate of 77% (77 affirmed, 22 reversed). In the Court of Appeals for that some time period the Attorney General had an affirmance rate of 82% (62 affirmed, 13 reversed). Of those cases in which the District Attorneys represented themselves, their affirmance rate in the Supreme Court was 59% (34 affirmed, 24 reversed), while in the Court of Appeals it was 62% (15 affirmed, 9 reversed). These statistics, based on sample data, may not be sufficiently accurate to justify drawing conclusions as to the effectiveness of either body, simply because the degree of difficulty of the cases is not subject to ready analysis.

Attorney General

The criminal component of the Attorney General's office is the Organized Crime Strike Force. This Strike Force, which is funded through an LEAA grant, maintains 3 attorneys, a CPA, 4 clericals, a CBI agent, and overtime for local police forces in its funding component. The Strike Force is mainly targeted at organized crime activities including gambling, white collar crime, business takeovers (violations of tax and securities laws), narcotics, fencing. The Strike Force also gets involved

quite extensively in investigations, both undercover and otherwise, and assists in grand jury probes. Statistics on the number of cases filed are not indicative of the efforts of the Strike Force, simply because their efforts range over a wide variety of investigations and different levels of prosecution both within their own jurisdiction or local District Attorneys'.

B-3. Defense

Article 2, Section 16 of the Colorado Constitution provides for the right to counsel for criminal defendants. By reason of this section of the constitution and the Sixth Amendment to the United States Constitution, as interpreted by the Colorado and United States Supreme Court, respectively, an indigent defendant in a criminal proceeding is entitled to have counsel appointed at the state's expense to assist in his defense in all cases where the defendant could be incarcerated if convicted of the charges.

In order to accomplish this constitutional mandate, effective January 1, 1970, the statewide public defender system was established and financed entirely at the state level. State Public Defender is appointed by the Supreme Court for a 5 year term. He is required to have the same qualifications as a Supreme Court Justice or Court of Appeals or District Judge. Subject to approval of the Supreme Court, State Public Defender appoints a Chief Deputy, Assistant Defenders, investigators and other personnel. State Public Defender also establishes regional offices, which may cover more than one judicial district. There are currently 21 such offices. (See map, p. III-B2-2). His clients include adults and juveniles charged with offenses which may be punishable by incarceration if the defendant is convicted.

Under the implementing legislation establishing the office of State Public Defender, the Public Defender was under the jurisdiction of the State Supreme Court. However, in practice,

administrative, budget, personnel and policy decisions, by statute subject to the approval of the Supreme Court, are in fact within the discretion of the Public Defender. State Public Defender has a total employee staff of 127 persons, including 74 attorneys. Total budget of the Public Defenders' office for the fiscal year 1975 was \$2,327,637. In that period of time the Public Defenders' office closed a total of 16,592 cases. They include felonies, misdemeanors, juveniles, appeals and other proceedings. These figures are limited to cases handled by the Public Defender, a case being defined as the creation of a file and the assignment of a docket number by the court. This definition excludes 4,331 situations where the Public Defender offered partial services, for example at line ups, special appearances, jail checks, juvenile detention hearings and other situations in which the Public Defender's office did not become officially retained as the attorney of record. The cost per case for the 16,592 cases officially handled by the Public Defender was \$140.25 per case..

In situations in which the Public Defender is not able to represent a particular individual, due to a conflict of interest or an overload of the Public Defender office, other attorneys are appointed by the court and paid according to a fixed fee schedule. In the fiscal year 1975, average costs for court appointed felony representation was \$290, for misdemeanors it was \$55, for juveniles the figure was \$75. The average cost per case handled by a court appointed attorney was in a neighborhood of \$201. In fiscal year 1975 approxi-

mately 2,540 cases were appointed to private attorneys. The net expense for fiscal year 1975 for court appointed attorneys was \$517,152.

Two factors will impact upon the projected cost of Public Defender versus private appointed counsel. It is anticipated that a new fee schedule for private appointed counsel will be put into effect in fiscal year 1977. This will increase the average cost per case handled by private court appointed attorneys. However, an increase by ten attorneys in the staff of the Public Defender should decrease the necessity for private court appointed counsel in some jurisdictions.

Profiles of Public Defender System

The Public Defender system in Colorado currently employs 74 full-time attorneys, 8 of whom are assigned to the appellate section. Fourteen full-time investigators are also employed by the Public Defender. The ratio of investigators to attorneys is 1 to 5.3. It should be noted that the ideal ratio of investigators to attorneys, based upon recommendations of national organizations, is 1/3. As was previously noted, the Public Defender has the responsibility, where possible, to defend persons charged with a crime, the punishment of which upon conviction could be incarceration. The Public Defender office also provides services in the form of counsel at line ups, special appearances, jail checks, juvenile detention hearings, bail applications and other situations where private counsel has not been retained.

There are 21 offices in the Public Defender system providing statewide coverage. In general, these offices coincide with judicial districts. (See Map). Eleven of these offices have only one lawyer each, and for the eleven offices there are only two investigators. Providing representation to defendants in the rural courts requires extensive lawyer travel, at the rate of 1,200 miles per month for the lawyers in LaJunta, Sterling and Salida offices. The caseloads vary with the size and population of the district assigned. The following table shows the cases closed and cases pending during fiscal year 1975.

FELONY CASES CLOSED BY TYPE OF CLOSING AND THEIR PERCENT OF TOTAL CLOSINGS: FY 1974-75

	Dismissal		Deferred Prosecution				Sentences				Pleas				Trial to Court				Trial to Jury				Total	
	#	%	#	%	#	%	#	%	Orig	Chg.	Less Fel.	Misd.	No Conv.	Conv.	No.	Conv.	No.	Conv.	#	%	#	%		
Adams	10	14	19	27	-	-	13	18	19	27	4	6	-	-	1	1	4	6	1	1	7	10		
Albion	144	35	139	33	-	-	10	3	42	10	63	15	4	1	-	-	5	1	9	2	41	10		
Albion City	90	27	32	10	-	-	57	17	54	16	84	26	1	**	-	-	7	2	7	2	35	10		
Albion City	43	46	9	10	2	2	4	4	21	23	8	9	3	3	-	-	2	2	1	1	9	10		
Colorado Springs	264	39	38	5	12	2	91	13	122	18	123	18	7	1	2	-	11	2	11	2	61	10		
Denver	96	28	32	9	11	3	30	9	55	16	101	30	2	1	2	1	3	1	5	2	33	10		
Div. 10	119	34	38	11	23	7	32	9	59	17	63	18	7	2	1	**	6	2	1	**	3	10		
Div. 13	82	30	13	6	34	13	25	9	54	20	40	15	4	1	-	-	5	2	10	4	26	10		
Div. 16	120	30	29	7	53	13	52	13	66	16	72	18	5	1	-	-	3	1	6	1	40	10		
Div. 17	106	29	31	9	5	1	30	8	89	24	84	23	3	1	3	1	8	2	7	2	3	10		
Denver Total	523	30	145	9	176	7	169	10	323	19	360	21	21	1	6	**	25	1	29	2	17	10		
Front Range	24	29	8	10	2	2	16	19	7	8	24	29	1	1	-	-	-	-	2	2	24	10		
W. Collins	25	15	17	10	9	6	14	8	32	19	56	33	4	2	-	-	4	2	9	5	170	10		
Longwood Spgs.	21	26	20	25	2	3	5	6	10	12	3	4	5	6	7	5	6	4	5	5	51	10		
Golden	151	31	57	12	10	2	55	11	58	12	147	30	4	1	-	-	1	**	6	1	4	10		
W. Junction	16	20	1	1	6	7	24	29	5	6	26	31	3	4	-	-	1	1	1	1	83	10		
Wheatley	37	22	28	17	-	-	46	27	14	8	23	14	2	1	-	-	5	3	13	8	168	10		
La Junta	34	23	37	25	3	2	30	21	4	3	36	25	-	-	-	-	2	1	1	**	14	10		
La Junta	101	34	38	13	1	-	44	15	23	8	75	25	10	3	-	-	3	1	4	1	29	10		
Antelope	43	46	8	8	1	1	3	3	12	13	25	27	-	-	-	-	1	1	1	1	54	10		
Canon	203	38	45	9	17	3	27	5	70	13	146	27	9	2	5	11	11	2	2	**	55	10		
Salida	25	29	12	14	-	-	9	11	2	2	33	39	1	1	-	-	3	4	-	-	85	10		
Steamboat Springs	13	22	2	3	7	12	8	14	2	3	25	42	-	-	-	-	1	2	1	2	59	10		
Sterling	19	26	9	13	3	4	11	15	7	10	17	23	1	1	-	-	1	1	5	7	73	10		
Trinidad	21	40	16	30	-	-	2	4	3	6	4	8	1	2	-	-	4	8	1	2	52	10		
State Totals	1807	32	1680	12	201	4	1638	11	830	141	1282	22	177	1	120	-	196	2	108	1	573	10		

Note: Cases closed by Deferred Judgment are reported as deferred sentences.

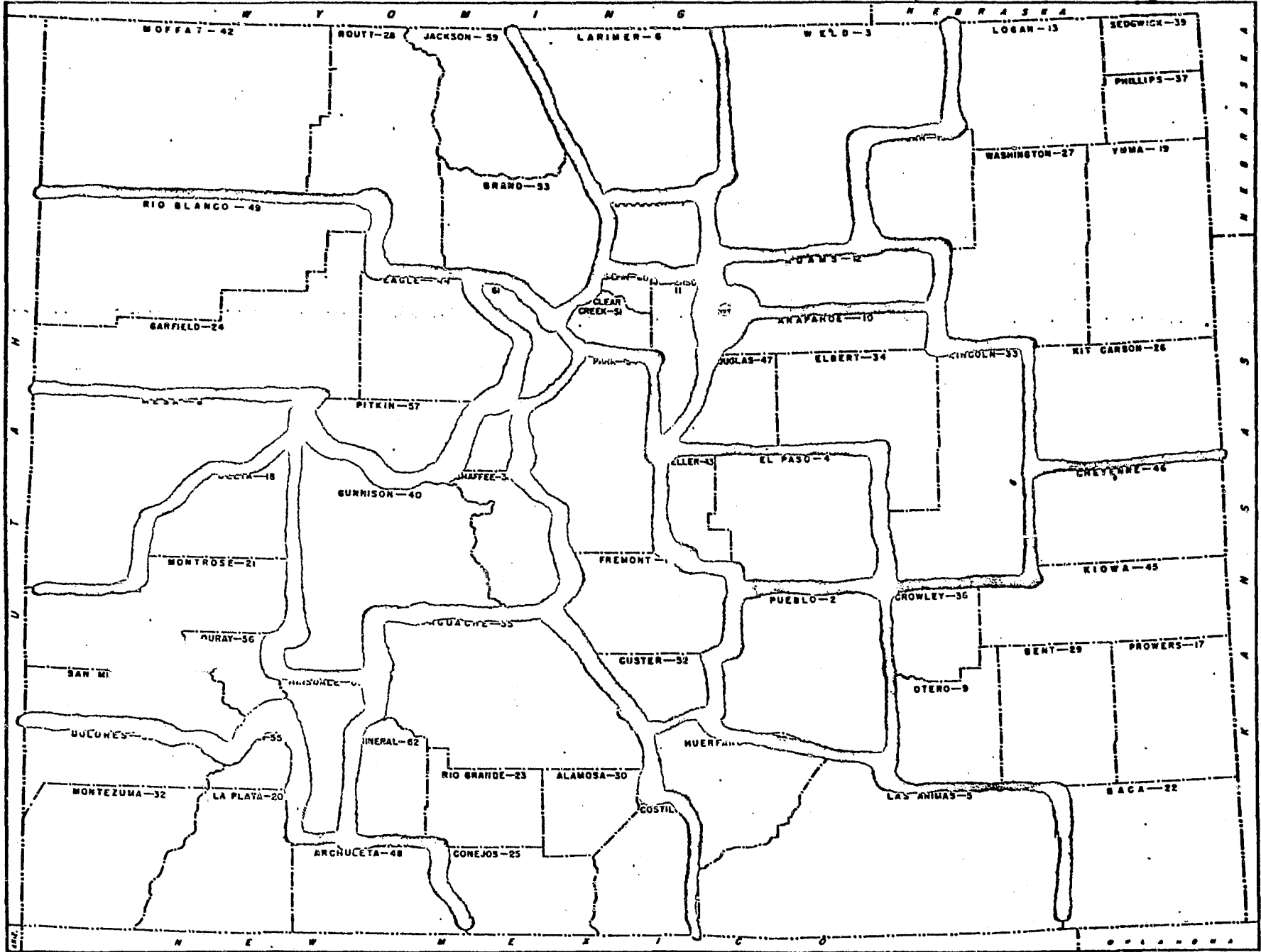
* Not convicted of felony.

** Less than 0.5%

PUBLIC DEFENDER DISTRICTS
COLORADO

REVISED MARCH, 1973

COLORADO DEPARTMENT OF HIGHWAYS — PLANNING AND RESEARCH DIVISION



III-B 2-19

MISDEMEANOR CLOSINGS BY TYPE OF CLOSINGS AND
THEIR PERCENT OF TOTAL CLOSINGS: FY 1974-75

	Dismissal		Deferred				Pleas to				Trial to Ct.				Trial to Jury				Total
	#	%	Prosecution		Sentence		Orig. Chg.		Less Chg.		No Conv.		Conv.		No Conv.		Conv.		
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	
Lamosa	54	22	27	11	-	-	50	20	91	38	12	5	7	3	-	-	3	1	214
Golden	165	34	170	35	-	-	30	6	108	21	6	1	5	1	4	1	4	1	212
Brighton	266	31	11	1	-	-	247	28	312	36	11	1	9	1	12	1	12	1	800
Canon City	27	50	11	20	-	-	12	22	4	8	-	-	-	-	-	-	-	-	24
Colorado Springs	98	53	25	14	4	2	16	9	27	14	2	1	9	5	1	-	3	2	155
Denver																			
Div. 10	126	24	35	7	17	3	143	27	180	35	5	1	5	1	3	1	7	1	521
Div. 12	128	52	6	2	6	2	54	22	3	1	24	10	23	9	5	2	2	-	251
Div. 13	103	21	38	8	18	4	141	29	171	35	2	**	5	1	2	**	8	2	218
Div. 16	93	22	24	6	17	4	116	28	162	40	-	-	1	**	1	**	2	**	416
Div. 17	109	23	35	7	10	2	115	25	187	41	1	**	4	1	2	**	3	1	457
D & J	86	32	-	-	21	8	123	46	3	1	13	5	22	8	-	-	-	-	258
Denver Total	645	27	138	6	89	4	693	28	706	29	45	2	60	2	13	1	22	1	251
Durango	17	20	16	20	-	-	18	22	12	15	6	7	12	15	-	-	1	1	82
Fort Collins	65	24	40	15	14	5	70	26	76	28	3	1	4	1	1	**	1	**	274
Greenwood Springs	19	21	15	17	-	-	4	5	22	25	9	10	14	16	-	-	5	6	98
Golden	88	21	84	20	17	4	86	21	133	32	3	1	3	1	1	**	-	-	415
Gr. Junction	50	22	5	2	2	1	80	36	59	27	17	7	12	5	1	**	1	**	227
Greeley	85	23	43	12	-	-	81	22	146	40	1	**	7	2	-	-	5	1	368
La Junta	105	39	34	12	1	-	53	19	42	15	7	3	30	11	1	**	3	1	376
Littleton	117	37	21	7	2	1	74	24	76	24	5	2	5	2	7	2	2	1	339
Montrose	78	39	16	8	9	5	22	11	43	21	13	6	10	5	4	2	7	3	332
Pueblo	220	40	60	11	25	5	34	6	203	37	3	1	-	-	2	-	-	-	517
Salida	8	11	9	12	5	7	23	30	24	32	-	-	6	8	-	-	-	-	75
Steamboat Springs	30	23	8	6	7	5	41	32	25	20	8	6	9	7	1	1	-	-	129
Sterling	17	22	9	12	-	-	10	13	28	37	4	5	6	8	-	-	2	3	76
Trinidad	68	42	20	12	1	1	18	11	16	10	22	14	15	9	2	1	-	-	162
State Total	2222	30	762	10	176	2	1662	22	2153	29	177	2	223	3	50	1	71	1	7496

NOTE: Cases closed by deferred judgment are reported as deferred sentences

** Less than 0.5%

Although the profile of cases closed varies from office to office, the statewide averages may be summarized and are worth note. For felony cases closed by the Public Defenders office in the fiscal year 1975, 32% of the total number of cases were dismissed, while 12% received a deferred prosecution and 4% received a deferred sentence. In the plea-bargaining situation, 11% of the total cases handled by the Public Defenders pled guilty to the original charge, while 14% pled guilty to a lesser felony and 22% pled guilty to a misdemeanor. For those cases reaching the trial stage, 77 resulted in no conviction in felony charges, while 20 resulted in a verdict of guilty of felony charges in a trial to

the court. In jury trials, 96 resulted in no conviction of felony charge, while 108 resulted in verdicts of guilty in the felony charges.

Of the total official caseload of 16,592 cases handled by the Public Defenders' office in fiscal year 1975, the average number of cases closed per attorney within the Public Defender's staff was 95 felonies, 107 misdemeanors, 25 juveniles for a total of 227 cases. However, excluding the appeals cases and the 8 appellate lawyers, the statewide average for Public Defender attorneys is 252 cases. National standards for individual workloads for attorneys developed by the National Legal Aid and Defender Association are as follows: 150 felony cases; or 400 misdemeanor cases; or 200 juvenile cases; or 25 appeal cases; or 400 miscellaneous proceedings; or appropriate mixes of cases for an equivalent of 150 felonies. One of the problems in the present structure of the Public Defender system is that some rural attorneys are overloaded with cases. This is due to the fact that many of these offices have one staff attorney. In urban areas, the present number of staff attorneys is simply inadequate to handle the volume of cases processed through those courts. The ultimate cause of this problem is apparently the lack of sufficient budget to provide additional attorneys. The following chart was compiled by the Public Defenders' office and indicates the caseload of individual offices in terms of cases closed and pending and includes the comparison of the actual caseload versus the recommended standards. The statewide average caseload

as compared to the standards indicates that on the whole the Public Defender's Office is operating at 108% of its recommended capacity.

STATISTICAL RECAP
4 QUARTERS 1974-75

OFFICE	Lawyers	FEL.	PEND.	MISD.	PEND.	JUV.	PEND.	OTHERS	PEND.	APP.	PEND.	TOTAL	PAR.	*
		CLOSED	6/75	CLOSED	6/75	CLOSED	6/75	CLOSED	6/75	CLOSED	6/75	CLOSED	SER.	%
Alamosa	1	71	34	245	97	36	7	21	2	12	1	385	45	195
Boulder	3	416	151	498	152	44	23	119	46	6	-	1,093	367	159
Brighton	4	332	188	880	303	88	36	137	32	10	-	1,447	319	137
Canon City	1	93	36	53	14	9	6	32	-	1	-	188	16	92
Colorado Springs	6	681	303	185	55	8	-	125	-	14	-	1,013	356	98
Denver - Division 10	4	337	182	524	162	-	-	96	42	2	9	957	252	96
Denver - Division 12	4	349	181	249	61	-	-	84	29	6	-	688	239	84
Denver - Division 13	4	269	217	488	96	-	-	74	14	13	1	824	215	90
Denver - Division 16	4	406	179	416	208	-	-	81	11	1	4	904	292	99
Denver - Division 17	4	366	154	469	96	-	-	83	33	2	1	920	259	94
Denver - Courtroom J	-	-	-	268	28	-	-	9	-	-	-	377	72	-
Denver - Juvenile Div	5	-	-	-	-	709	363	89	-	-	-	798	426	75
Denver - Total	25	1,727	913	2,414	651	709	363	496	129	24	15	5,468	1,755	94
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Steamboat Springs	1	59	23	129	35	15	1	17	5	11	3	231	107	127
Sterling	1	79	26	76	19	22	5	11	-	4	-	192	21	101
Trinidad	1	53	43	162	83	22	11	6	-	-	-	243	17	90
Appellate Div	8	-	-	-	-	-	-	-	-	152	-	152	-	76
Total	73	5,748	2,743	7,505	2,476	1,595	577	1,492	286	252	29	16,592	4,331	108

* Cases closed as per cent of the 150 felony equivalent staffing standard

6000+ pending

A breakdown of the Public Defender system's employees is as follows: 39 people in administrative positions, including State Public Defender and the Deputy; 39 felony trial attorneys and 18 misdemeanor trial attorneys; 8 juvenile attorneys; 8 appellate attorneys; 1 training officer; and 14 investigators for a total of 127 people. Distribution of Public Defender attorneys by age indicates that approximately 40% are in the 21-29 year old category, another 40% in the 30-39 year old category with the balance between 40 and 59.

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30% of the continuances were requested by the defense, 50% by the prosecution, and 20% by the court. The same estimates were given for misdemeanor cases. In ranking the reasons for defense initiated continuances, the most frequent reason was witness notification or appearance problem, the second being that the defendant was awaiting disposition of a current case, the next being evidence problems, the fourth being inadequate staffing, and the fifth being unavailability of an expert witness.

The composition of the clients handled by the Public Defender's office in fiscal year 1975 was approximately 90% male and 10% female. No statistics are available on the race or ethnic background of these clients. Classified according to age group of clients, 35% of a sample were in the 21-24 year old age group, 35% were in the 25-29 year old age group, while 5% were under 20 years of age and the balance were over 30 years old.

Indications of the need for technical assistance according to priority are listed as follows: case-time systems planning; training; files system; form design and procedures manual; office management; space management; and setting of case priorities.

III-B. THE SYSTEM

3. Defense



B-3. Defense

Article 2, Section 16 of the Colorado Constitution provides for the right to counsel for criminal defendants. By reason of this section of the constitution and the Sixth Amendment to the United States Constitution, as interpreted by the Colorado and United States Supreme Court, respectively, an indigent defendant in a criminal proceeding is entitled to have counsel appointed at the state's expense to assist in his defense in all cases where the defendant could be incarcerated if convicted of the charges.

In order to accomplish this constitutional mandate, effective January 1, 1970, the statewide public defender system was established and financed entirely at the state level. State Public Defender is appointed by the Supreme Court for a 5 year term. He is required to have the same qualifications as a Supreme Court Justice or Court of Appeals or District Judge. Subject to approval of the Supreme Court, State Public Defender appoints a Chief Deputy, Assistant Defenders, investigators and other personnel. State Public Defender also establishes regional offices, which may cover more than one judicial district. There are currently 21 such offices. (See map, p.). His clients include adults and juveniles charged with offenses which may be punishable by incarceration if convicted.

Under the implementing legislation establishing the office of State Public Defender, the Public Defender was under the jurisdiction of the State Supreme Court. However, in practice,

administrative, budget, personnel and policy decisions, by statute subject to the approval of the Supreme Court, are in fact within the discretion of the Public Defender. State Public Defender has a total employee staff of 127 persons, including 74 attorneys. Total budget of the Public Defenders' office for the fiscal year 1975 was \$2,327,637. In that period of time the Public Defenders' office closed a total of 16,592 cases. They include felonies, misdemeanors, juveniles, appeals and other proceedings. These figures are limited to cases handled by the Public Defender, a case being defined as the creation of a file and the assignment of a docket number by the court. This definition excludes 4,331 situations where the Public Defender offered partial services, for example at line ups, special appearances, jail checks, juvenile detention hearings and other situations in which the Public Defender's office did not become officially retained as the attorney of record. The cost per case for the 16,592 cases officially handled by the Public Defender was \$140.25 per case.

In situations in which the Public Defender is not able to represent a particular individual, due to a conflict of interest or an overload of the Public Defender office, other attorneys are appointed by the court and paid according to a fixed fee schedule. In the fiscal year 1975, average costs for court appointed felony representation was \$290, for misdemeanors it was \$55, for juveniles the figure was \$75. The average cost per case handled by a court appointed attorney was in a neighborhood of \$201. In fiscal year 1975 approxi-

mately 2,540 cases were appointed to private attorneys. The net expense for fiscal year 1975 for court appointed attorneys was \$517,152.

Two factors will impact upon the projected cost of Public Defender versus private appointed counsel. It is anticipated that a new fee schedule for private appointed counsel will be put into effect in fiscal year 1977. This will increase the average cost per case handled by private court appointed attorneys. However, an increase by ten attorneys in the staff of the Public Defender should decrease the necessity for private court appointed counsel in some jurisdictions.

Profiles of Public Defender System

The Public Defender system in Colorado currently employs 74 full-time attorneys, 8 of whom are assigned to the appellate section. Fourteen full-time investigators are also employed by the Public Defender. The ratio of investigators to attorneys is 1/5.3. It should be noted that the ideal ratio of investigators to attorneys, based upon recommendations of national organizations, is 1/3. As was previously noted, the Public Defender has the responsibility, where possible, to defend persons charged with a crime, the punishment of which upon conviction could be incarceration. The Public Defender office also provides services in the form of counsel at line ups, special appearances, jail checks, juvenile detention hearings, bail applications and other situations where private counsel has not been retained.

There are 21 offices in the Public Defender system providing statewide coverage. In general, these offices coincide with judicial districts. (See Map). Eleven of these offices have only one lawyer each, and for the eleven offices there are only two investigators. Providing representation to defendants in the rural courts requires extensive lawyer travel, at the rate of 1,200 miles per month for the lawyers in LaJunta, Sterling and Salida offices. The caseloads vary with the size and population of the district assigned. The following table shows the cases closed and cases pending during fiscal year 1975.

FELONY CASES CLOSED BY TYPE OF CLOSING AND THEIR PERCENT OF TOTAL CLOSINGS: FY 1974-75

	Dismissal		Deferred Prosecution				Pleas				Trial to Ct.		Trial to Jury		Total			
	#	%	#	%	Sentence	Orig	Chg.	Less Fel	Misd.	No Conv	Conv	No. Conv	Conv.					
La Junta	10	14	19	27	-	13	18	19	27	4	6	1	1	4	6	1	1	71
La Oroya	144	35	139	33	-	10	3	42	10	63	15	4	1	5	1	9	2	413
Laighton	90	27	32	10	-	57	17	54	16	84	26	1	**	7	2	7	2	327
Canon City	43	46	9	10	2	4	4	21	23	8	9	3	3	2	2	1	1	93
Colorado Springs	264	39	38	5	12	2	91	13	122	18	123	7	1	2	11	2	11	611
Denver																		
Div. 10	96	28	32	9	11	3	30	9	55	16	101	2	1	2	1	3	5	337
Div. 12	119	34	38	11	23	7	32	9	59	17	63	7	2	1	**	6	2	349
Div. 13	82	30	15	6	34	13	25	9	54	20	40	4	1	-	5	2	10	269
Div. 16	120	30	29	7	53	13	52	13	66	16	72	5	1	-	3	1	6	406
Div. 17	106	29	31	9	5	1	30	8	89	24	84	3	1	3	1	8	2	346
Denver Total	523	30	145	9	126	7	169	10	323	19	360	21	1	6	**	25	1	1777
Arango	24	29	8	10	2	2	16	19	7	8	24	29	1	1	-	-	-	84
Ch. Collins	25	15	17	10	9	6	14	8	32	19	56	33	4	2	-	4	2	170
Hamwood Spgs.	21	26	20	25	2	3	5	6	10	12	3	4	5	6	6	7	5	91
Keiden	151	31	57	12	10	2	55	11	58	12	147	30	4	1	-	1	**	432
La Junta	16	20	1	1	6	7	24	29	5	6	26	31	3	4	-	1	1	83
Laurel	37	22	28	17	-	-	46	27	14	8	23	14	2	1	-	5	3	168
La Junta	34	23	37	25	3	2	30	21	4	3	36	25	-	-	-	2	1	147
Littleton	101	34	38	13	1	-	44	15	23	8	75	25	10	3	-	3	1	299
Montrose	43	46	8	8	1	1	3	3	12	13	25	27	-	-	-	1	1	94
Wadsworth	203	38	45	9	17	3	27	5	70	13	146	27	9	2	5	11	2	535
Salida	25	29	12	14	-	-	9	11	2	2	33	39	1	1	-	3	4	85
Steamboat Springs	13	22	2	3	7	12	8	14	2	3	25	42	-	-	-	1	2	59
Sterling	19	26	9	13	3	4	11	15	7	10	17	23	1	1	-	1	5	73
Trinidad	21	40	16	30	-	-	2	4	3	6	4	8	1	2	-	4	8	52
State Totals	1807	32	1680	12	201	4	1638	11	890	14	1282	22	77	1	20	96	2	5739

Note: Cases closed by Deferred Judgment are reported as deferred sentences.

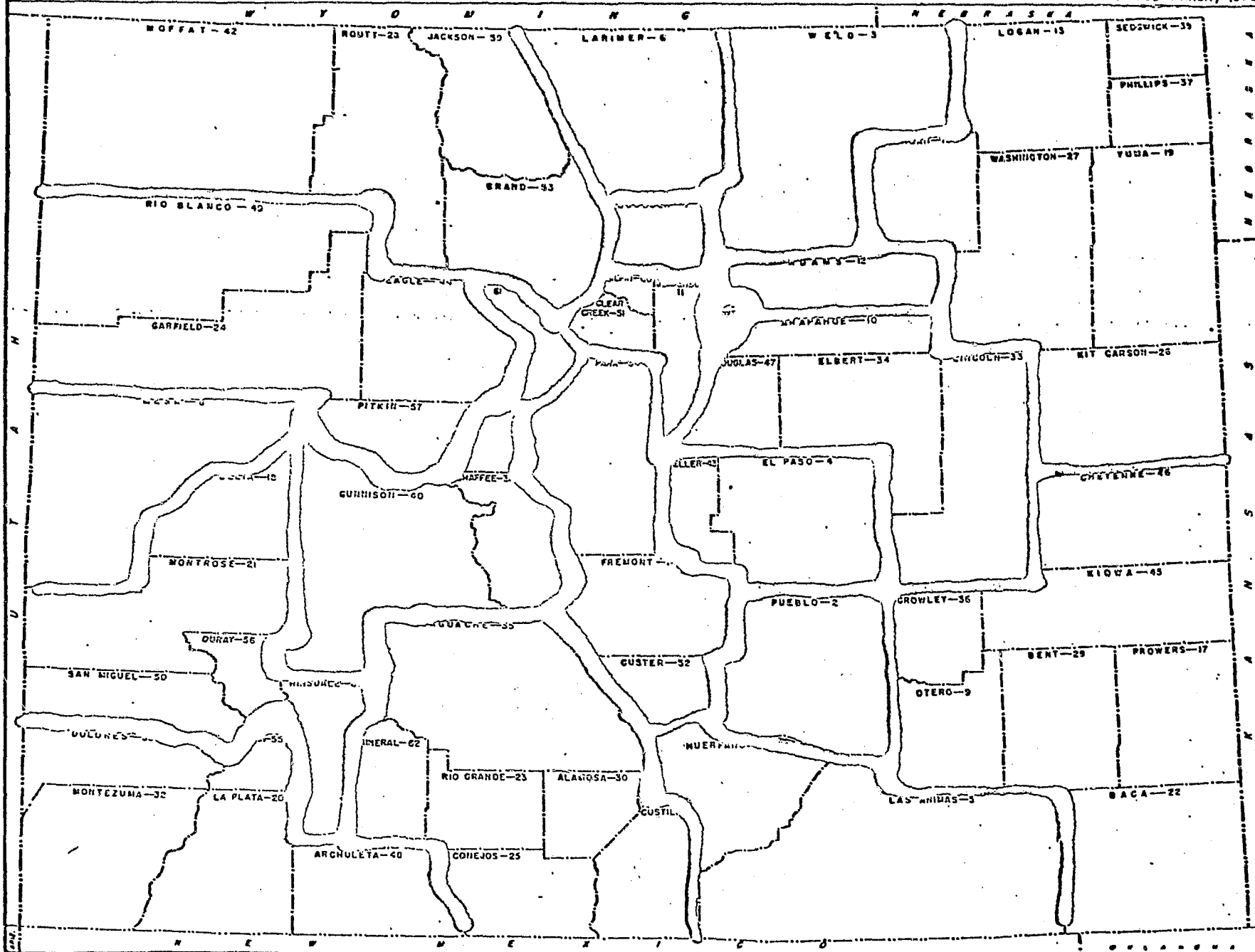
* Not convicted of felony.

** Less than 0.5%

PUBLIC DEFENDER DISTRICTS COLORADO

COLORADO DEPARTMENT OF HIGHWAYS — PLANNING AND RESEARCH DIVISION

REVISED MARCH, 1973



III-B3-5

MISDEMEANOR CLOSINGS BY TYPE OF CLOSINGS AND THEIR PERCENT OF TOTAL CLOSINGS: FY 1974-75

	Dismissal		Deferred				Pleas to				Trial to Ct.				Trial to Jury				Total
	#	%	Prosecution		Sentence		Orig. Chg.		Less Chg.		No Conv.		Conv.		No Conv.		Conv.		
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	
Lamona	54	22	27	11	-	-	50	20	91	38	12	5	7	3	-	-	3	1	24
Golden	165	34	170	35	-	-	30	6	108	21	6	1	5	1	4	1	4	1	42
Wrighton	266	31	11	1	-	-	247	28	312	36	11	1	9	1	12	1	12	1	69
Arden City	27	50	11	20	-	-	12	22	4	8	-	-	-	-	-	-	-	-	24
Colorado Springs	98	53	25	14	4	2	16	9	27	14	2	1	9	5	1	-	3	2	15
Denver																			
Div. 10	126	24	35	7	17	3	143	27	180	35	5	1	5	1	3	1	7	1	51
Div. 12	128	52	6	2	6	2	54	22	3	1	24	10	23	9	5	2	2	-	51
Div. 13	103	21	38	8	18	4	141	29	171	35	2	**	5	1	2	**	8	2	48
Div. 16	93	22	24	6	17	4	116	28	162	40	-	-	1	**	1	**	2	**	46
Div. 17	109	23	35	7	10	2	116	25	187	41	1	**	4	1	2	**	3	1	46
D & J	86	32	-	-	21	8	123	46	3	1	13	5	22	8	-	-	-	-	268
Denver Total	645	27	138	6	89	4	693	28	706	29	45	2	60	2	13	1	22	1	251
Durango	17	20	16	20	-	-	18	22	12	15	6	7	12	15	-	-	1	1	32
Fort Collins	65	24	40	15	14	5	70	26	76	28	3	1	4	1	1	**	1	**	274
Glennwood Springs	19	21	15	17	-	-	4	5	22	25	9	10	14	16	-	-	5	6	98
Golden	88	21	84	20	17	4	86	21	133	32	3	1	3	1	1	**	-	-	415
Gr. Junction	50	22	5	2	2	1	80	36	59	27	17	7	12	5	1	**	1	**	227
Greely	85	23	43	12	-	-	81	22	146	40	1	**	7	2	-	-	5	1	338
La Junta	105	39	34	12	1	-	53	19	42	15	7	3	30	11	1	**	3	1	276
Littleton	117	37	21	7	2	1	74	24	76	24	5	2	5	2	7	2	2	1	309
Montrose	78	39	16	8	9	5	22	11	43	21	13	6	10	5	4	2	7	3	232
Pueblo	220	40	60	11	25	5	34	6	203	37	3	1	-	-	2	-	-	-	517
Salida	8	11	9	12	5	7	23	30	24	32	-	-	6	8	-	-	-	-	75
Steamboat Springs	30	23	8	6	7	5	41	32	25	20	8	6	9	7	1	1	-	-	129
Sterling	17	22	9	12	-	-	10	13	28	37	4	5	6	8	-	-	2	3	76
Trinidad	68	42	20	12	1	1	18	11	16	10	22	14	15	9	2	1	-	-	162
State Total	2222	30	762	10	176	2	1662	22	2153	29	177	2	223	3	50	1	71	1	7496

NOTE: Cases closed by deferred judgment are reported as deferred sentences

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In response to a question relating to the estimated portion of cases represented in 1975 that had a trial date continued, the office indicated that less than 25% of the felony cases had a trial date continued at least once, while at least 50 to 75% of the misdemeanor trial cases were continued at least once. Estimates of the percent of continuances requested in felony cases indicated that approximately

30% of the continuances were requested by the defense, 50% by the prosecution, and 20% by the court. The same estimates were given for misdemeanor cases. In ranking the reasons for defense initiated continuances, the most frequent reason was witness notification or appearance problem, the second being that the defendant was awaiting disposition of a current case, the next being evidence problems, the fourth being inadequate staffing, and the fifth being unavailability of an expert witness.

The composition of the clients handled by the Public Defender's office in fiscal year 1975 was approximately 90% male and 10% female. No statistics are available on the race or ethnic background of these clients. Classified according to age group of clients, 35% of a sample were in the 21-24 year old age group, 35% were in the 25-29 year old age group, while 5% were under 20 years of age and the balance were over 30 years old.

Indications of the need for technical assistance according to priority are listed as follows: case-time systems planning; training; files system; form design and procedures manual; office management; space management; and setting of case priorities.

III-B. THE SYSTEM

4. The Judicial System



B-4. The Judicial System

a. Legal Authority and Court System Structure:

(1) Supreme Court: Art. VI, Sect. 1 of the Colorado Constitution vests the judicial power of the state in the Supreme Court, district courts, a juvenile and a probate court in Denver, county courts and such other inferior courts as the General Assembly may establish. The General Assembly, acting under this grant of authority, created a Court of Appeals for intermediate review of appellate cases. The constitution being silent as to the jurisdiction of each particular court, it is then a matter for the General Assembly to determine. By statute, the legislative branch has limited the jurisdiction of the Supreme Court to appeals and general superintending control over all inferior courts. The legislature has clarified this control, and specifies the rule making power of the Supreme Court. This power extends to administration of the state courts and rules of practice and procedure in civil and criminal cases. One exception is the power of the General Assembly to provide simplified procedures for county courts for claims not exceeding five hundred dollars and also for misdemeanor trials. The Supreme Court is also given original jurisdiction to issue certain common law writs (e.g. habeas corpus, mandamus, quo warranto, certiorari, injunction, etc.) and "shall give its opinion upon important questions . . . when required by the governor, the senate,

or the house of representatives"

There are seven justices of the Supreme Court including the Chief Justice, who is the executive head of the judicial system.

The Supreme Court is authorized to appoint a Court Administrator and other personnel to manage the state's unified court system.

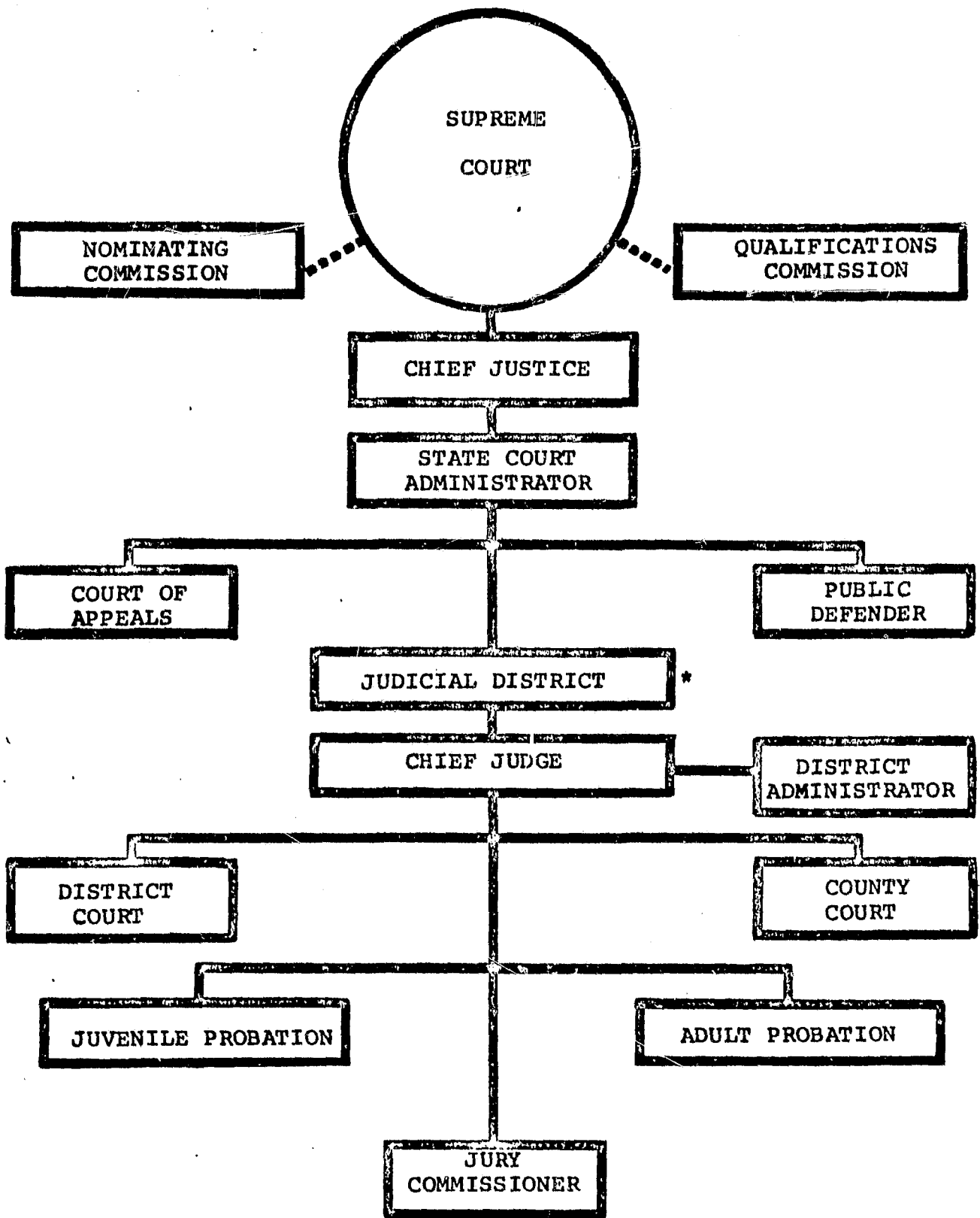
The Chief Justice of the Supreme Court is also authorized to appoint from the district judges of each judicial district a chief judge to serve at the pleasure of the Chief Justice. A chief judge may be delegated administrative powers over the judges in his district at the discretion of the Chief Justice (see organizational chart - following page).

(2) Judicial Selection: Qualifications for appointment to the Supreme Court bench require that the person be a qualified elector of the state and have been licensed to practice law in Colorado for at least five years.

Judicial vacancies in any state court of record are to be filled by the Governor from lists of nominees from various nominating commissions depending upon the vacancy. If the Governor fails to make an appointment within fifteen days from the submission of the list to him, the Chief Justice may make the selection. A judge appointed by either holds office for a provisional term of two years until an appropriate election is scheduled.

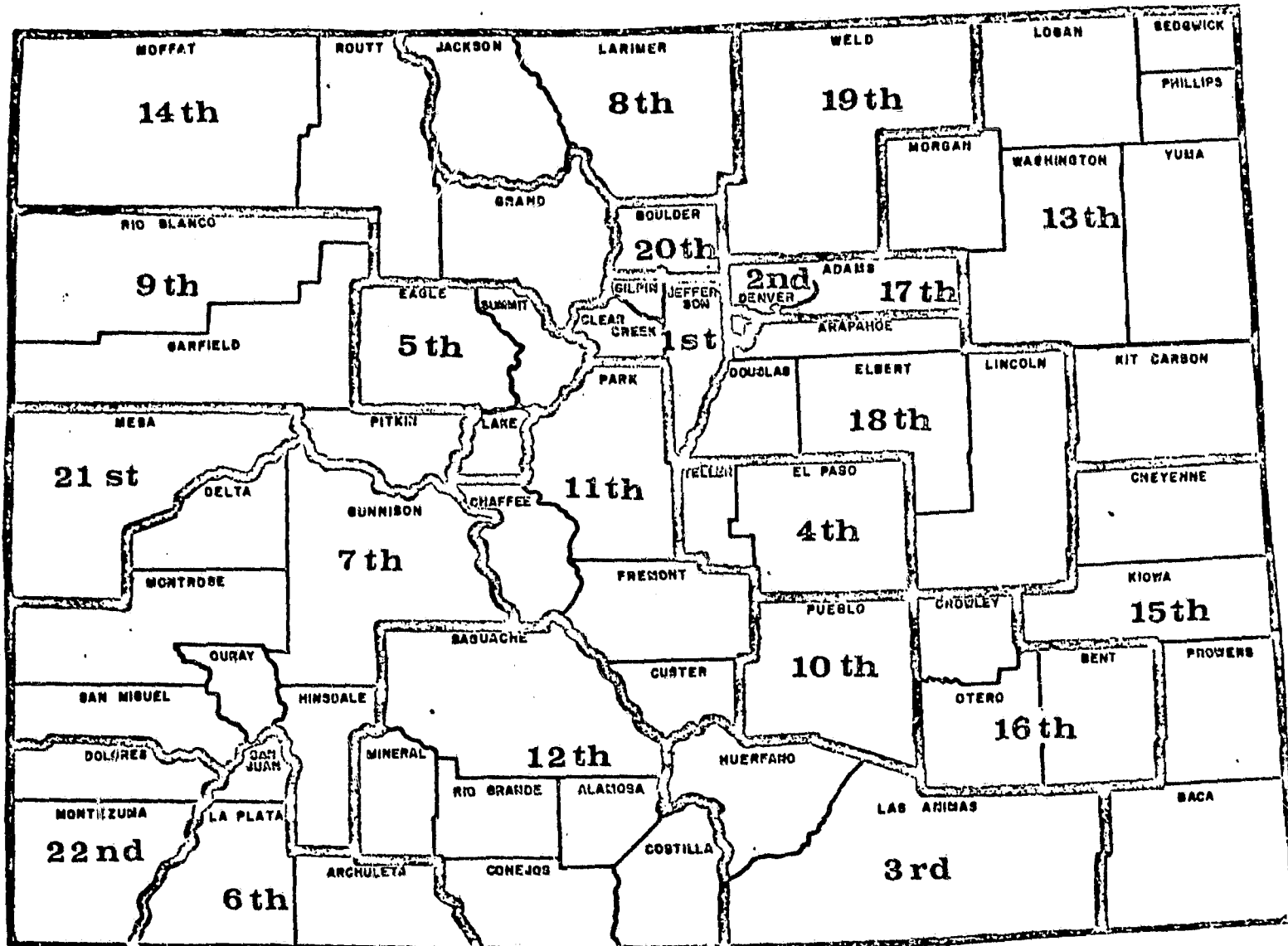
All state court judges, including justices of the

Organizational Chart of the Colorado Judicial System



* This chart is representational. There are 22 judicial districts...

(Depicted on the following page)



III-34-4

JUDICIAL DISTRICTS of COLORADO

Supreme Court, who desire to retain office following their prior term of office must place their names on the ballot in the appropriate general election. The ballot simply asks the question - should judge X be retained? If a majority of those voting on that particular question vote affirmatively, the judge is retained. If a majority vote negatively, the office then becomes vacant at the end of the present term and subject to appointment. The electors for the Supreme Court and Court of Appeals positions are the electors of the state at large; for district court positions the electors of that judicial district vote; electors of the county vote for a county court position or other state court of record.

The term of office for justices of the Supreme Court is ten years; for district court judges, it is six years; county court judges have terms of four years.

The judicial nominating commissions, which submit lists of qualified candidates for judicial office when vacancies occur, are established and structured by the constitution. The Supreme Court Nominating Commission has jurisdiction over vacancies on the Supreme Court and the Court of Appeals. It consists of the Chief Justice, as chairman, without a vote, one citizen admitted to the bar in Colorado, one citizen not admitted to the practice of law in Colorado residing in each congressional district in the state, and one additional citizen. No more than

one-half of the commission members plus one, excluding the chief justice, may be members of the same political party.

In addition to the Supreme Court Nominating Commission, one judicial nominating commission is established by the constitution for each judicial district in the state. Each such commission consists of a justice of the Supreme Court designated by the Chief Justice, acting as chairman without a vote, and seven citizens of that district, no more than four of whom may be members of the same political party. There must be at least one voting member from each county in the district. In judicial districts with a population, as determined by the last United States census, of more than 35,000 inhabitants, the voting members consist of three lawyers and four lay persons not admitted to the bar. In districts with populations below 35,000 the constitution requires that at least four voting members be persons not admitted to practice law in Colorado, and it is determined by a majority vote of the Governor, Attorney General and Chief Justice as to the number of lawyers for the balance.

Selection of the practicing lawyers for the supreme court or district judicial nominating commissions is by majority vote of the Governor, Attorney General and Chief Justice. All other members are appointed by the Governor.

Upon reaching the age of seventy-two all state judges must retire. Removal of a judge upon conviction of a

felony or an offense involving moral turpitude is provided for by the constitution. As an elected official, a judge could be impeached. State court judges may also be removed for willful misconduct in office or willful or persistent failure to perform their duties, or intemperance; they may be retired for a disability interfering with the performance of their duties. A Commission on Judicial Qualifications is established by the constitution to investigate and adjudicate instances where appropriate issues have been raised concerning conduct. The Supreme Court reviews the commission's findings and may order removal or retirement at its discretion.

(3) Court of Appeals: The State Court of Appeals was established by statute. This court has initial jurisdiction of appeals from final judgments of the district courts and other courts enumerated in the statute, with exceptions also specified. Ten judges sit on the Court of Appeals, for terms of eight years. The court is divided into divisions, three judges each. The chief judge of the Court of Appeals is appointed by, and serves at the pleasure of the chief justice. Before application for a writ of certiorari may be made to the Supreme Court following a decision by the Court of Appeals, the applicant must first apply for a rehearing. Refusal of the rehearing entitles any party in interest aggrieved by the judgment to appeal to the Supreme Court for a writ of certiorari, which is

discretionary. The court of appeals, prior to a final judgment, may certify a case before it goes to the supreme court for its review and determination under certain circumstances specified by statute. The supreme court may, on its own motion, order the court of appeals to certify any case before it goes to the supreme court for final determination.

4. District Courts: The state constitution establishes district courts of general jurisdiction with original jurisdiction in all civil, probate and criminal cases, with some appellate jurisdiction. A probate court and a juvenile court in the City and County of Denver are also established by the constitution. Colorado is divided into 22 judicial districts, each with a district court, and there are 82 district judges.

The legislature has set a 90 day time limit for judgment on matters submitted to a district court for decision. If a district court judge fails or neglects to decide such issue within that time period he is not to receive any salary for the quarter in which the failure occurred, except in cases of sickness or death of the judge.

The constitutional qualifications for a district judge position include being a qualified elector of the district and having been licensed to practice law in the state for five years.

5. County Courts: County courts are established by the state constitution for each of the 63 counties. County

courts have statewide jurisdiction. By statute, and in accordance with the constitution, the original criminal jurisdiction of the county court is limited to misdemeanors (except where juvenile jurisdiction is exclusively vested in another court), issuance of warrants, the conduct of preliminary hearings, issuance of bindover orders and the admission to bail in felonies and misdemeanors. Qualifications for the position of county judge vary depending upon the population of the county, with the most populous counties requiring admission to the practice of law, while the others require a high school diploma or equivalent. In the less populous counties, county court judges are permitted by statute to practice law on a part-time basis.

Appeals from final judgments of the county courts are taken to the district court. The district court reviews the record on appeal and may affirm, reverse, remand or modify the judgment. In counties where a superior court has been established (i.e. Denver) the appeal is taken from the county court to the superior court.

(6) State Court Administration: The office of the State Court Administrator is established by statute pursuant to the constitution. The administrator is appointed by the Supreme Court, is responsible to that court and performs such duties as assigned by the Chief Justice of the court. The State Court Administrator is empowered by statute to employ personnel as the supreme Court deems

necessary to aid in the administration of the state court system.

Effective January 1, 1970, the unified state court system administered and funded all courts of record except for the county court in the City and County of Denver and municipal courts. However, the board of county commissioners of each county remains responsible for providing and maintaining courtrooms and other court facilities. The Office of State Court Administrator may develop a capital construction budget from state funds for judicial facilities.

The actual daily administration of the courts on the local level is the responsibility of the court administrator, to the extent delegated by the chief judge of the district. Court administrators are assigned at various regional levels, e.g. district administrator, county court administrator, etc. There are presently 52 court administrators within the judicial system. Fiscal and personnel management are their primary areas of responsibility, but the extent of their duties depends in large measure upon their relationship with the judicial personnel. Efforts are being made under a training program to familiarize administrators with management techniques with the goal of instilling professionalism into the administrative function and to encourage the judges to rely on the expertise of the court administrators.

(7) Municipal Courts: Municipal courts are authorized by statute, consistent with constitutional provisions dealing with home rule cities. They are not part of the state court system. Municipal court jurisdiction is limited to violations of municipal ordinances. Unless provided otherwise by the charter of a home rule city, the municipal judge is appointed by the municipal governing body for a term of not less than two years. A municipal judge may be removed for specified causes. The qualifications for the position of municipal court judge are, by statute, a high school diploma or equivalent but a preference is expressed in the statute for licensed attorneys. Appeals may be taken either to the county court (if the municipal court is not a qualified court of record) or to the district court (if the municipal court is a qualified court of record). The appeal is in the form of a trial de novo.

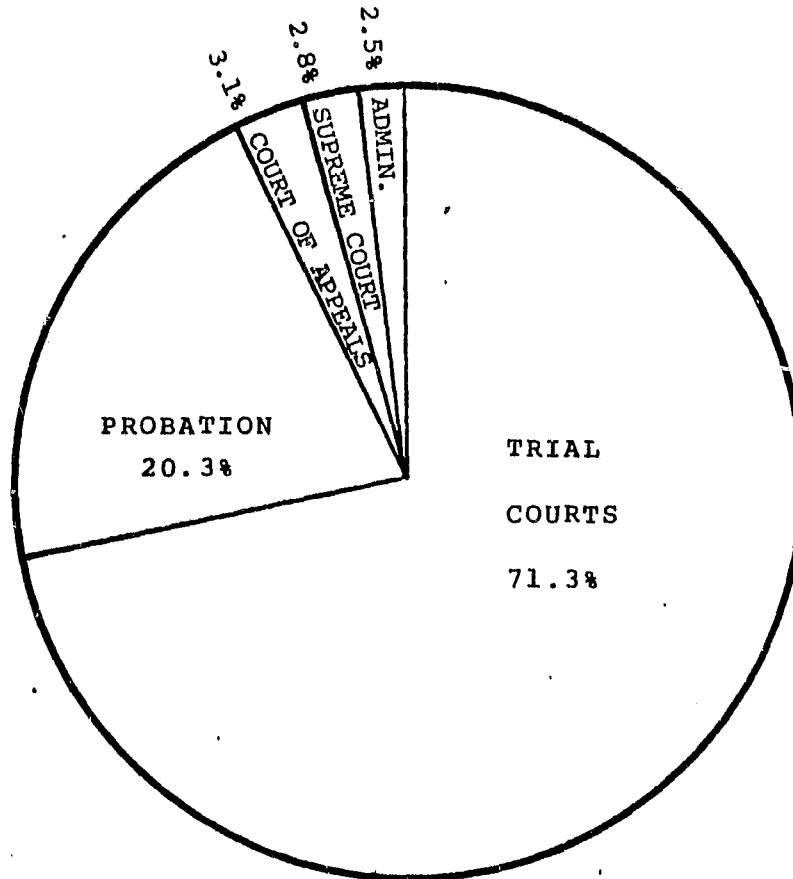
b. Statistical Profile:

(1) Budget: The chart on the Distribution of Judicial Department Expenditures for FY 1975 displays the allocation of funds within the Judicial Department.

(2) Caseloads - Supreme Court: The Supreme Court is in the present position of having a relatively manageable criminal caseload due to changes in the appellate system since 1970. It was then that the Court of Appeals was created to handle the bulk of civil appeals. Prior to the creation of that court the average time from issue to opinion was 27 months; in 1971, when the civil cases were transferred to the Court of Appeals, the average time from issue to oral argument in the Supreme Court was 12 months, with three more months for final opinion. By 1973, that time was reduced to a total of 10½ months. Increased size and jurisdiction of the Court of Appeals in 1974 further contributed to the trend towards speedy disposition of criminal and civil appeals. The Court of Appeals now exercises original jurisdiction in criminal appeals, as well as civil.

The chart below indicates the impact the Court of Appeals had on the Supreme Court caseload in terms of reducing pending cases. However, the total caseload volume still remains consistent over the past four years, while the number of appeals terminated has increased.

DISTRIBUTION OF JUDICIAL DEPARTMENT EXPENDITURES FOR FY 1974-75



	STATE GENERAL FUND	FEDERAL FUNDS	TOTAL FUNDS
SUPREME COURT	\$ 717,765	\$	\$ 717,765
COURT OF APPEALS	778,510		778,510
TRIAL COURTS			
Direct Services	17,200,000	41,372	17,241,372
ADP Services	449,411	409,923	859,334
PROBATION	4,326,444	837,983	5,164,427
ADMINISTRATION	512,976	121,502	634,478
JUDICIAL DEPARTMENT EXPENDITURES	\$23,985,106	\$1,410,780	\$25,395,886

	STATE GENERAL FUND	FEDERAL AND LOCAL GOVERNMENT FUNDS	TOTAL FUNDS
PUBLIC DEFENDER (not included above)	\$ 2,327,637	\$ 127,499	\$ 2,455,136

CASELOAD OF THE SUPREME COURT, FY 1964-65
TO FY 1974-75

<u>FISCAL YEAR</u>	<u>CASES PENDING JULY 1</u>	<u>APPEALS FILED</u>	<u>TOTAL CASELOAD</u>	<u>APPEALS TERMINATED</u>	<u>CASES PENDING JUNE 30</u>
1964-65	565	484	1049	447	602
1965-66	602	581	1183	437	746
1966-67	746	640	1386	542	844
1967-68	844	574	1418	519	899
1968-69	899	620	1519	496	1023
1969-70	1023	568	1591	744 ^a	847
1970-71	847	544	1391	880 ^a	511
1971-72	511	517	1028	605	423
1972-73	423	606	1029	602	427
1973-74	427	611	1038	559	479
1974-75	479	553	1032	666	366

^aA total of 559 cases were transferred to the Court of Appeals in these two years.

The dramatic decrease in the criminal caseload of the Supreme Court, as indicated in the chart below, is being compensated gradually by an increase in other filings. It is not likely that significant reductions in Supreme Court criminal appeal processing time will occur without additional modification of the entire appellate structure.

DISTRIBUTION BY TYPE OF CASES FILED IN THE SUPREME COURT,
FY 1971-72 TO FY 1974-75

	<u>FY 71-72</u>	<u>FY 72-73</u>	<u>FY 73-74</u>	<u>FY 74-75</u>
Criminal Appeals	176	230	220	48
Original Proceedings	148	157	143	194
Petitions in Certiorari	127	126	143	198
Civil Appeals (including water cases, P.U.C. decisions and constitu- tional questions)	46	56	65	58
Interlocutories	11	14	17	32
Statutory Review	0	2	1	1
Habeas Corpus	7	10	11	17
Bail Reduction	0	5	4	1
Interrogatories	2	1	0	1
Rule 21.1	0	1	0	0
TOTAL filings	517	602	604	550

Court of Appeals: As a creature of statute, the Court of Appeals has been gradually expanded both in size and jurisdiction. It now has appellate jurisdiction over all appeals from district courts, with ten judges divided into three divisions. As of June, 1975, the court was hearing oral arguments within 30 days of issue, with a final judgment within six weeks of the oral argument. Increases in civil (38% in FY 1975) and criminal appeals, in absolute numbers and as a percent of district court judgments, raise significant questions as to the future of this

court's efficiency record. An attempt to supplement its present resources through the addition of a legal screening capability has not been funded by the legislature. As the charts below indicate, FY 1975 saw a dramatic increase in new cases filed and the addition of the criminal appeals jurisdiction.

CASELOADS IN THE COURT OF APPEALS, FY 1969-70 TO FY 1974-75

	<u>69-70^a</u>	<u>70-71</u>	<u>71-72</u>	<u>72-73</u>	<u>73-74</u>	<u>74-75</u>
Cases Pending	0	208	376	355	356	359
New Cases	373	616	426	468	444	858 ^b
TOTAL Caseload	373	824	802	823	800	1217
Terminations	165	448	447	467	441	625
Cases Pending	208	376	355	356	359	592

DISTRIBUTION OF CASE FILINGS IN THE COURT OF APPEALS,
FY 1969-70 TO FY 1974-75

	<u>69-70^a</u>	<u>70-71</u>	<u>71-72</u>	<u>72-73</u>	<u>73-74</u>	<u>74-75</u>
Civil Appeals ^c	93	279	363	390	386	536 ^b
Transferred from Supreme Court	260	299	8	3	3	3
Industrial Commission	20	38	55	75	55	36
Criminal Appeals Transferred from Supreme Court						278
TOTAL Cases Received	373	616	426	468	444	858

^aSince the Court opened January 1, 1970, FY 1969-70 figures are for six months.

^bIncludes one case remanded from the U.S. Supreme Court.

^cIncludes Appeals from the District Courts and the Banking Board.

District Courts: As the trial court of general jurisdiction, the district courts bear the greatest stress from caseload increases. In fiscal year 1975 the statewide increase in civil cases was 20.7%, with criminal cases showing a 13.7% rise over the previous year. Juvenile statistics for FY 1975 showed a mixed picture. Delinquency filings increased 26.2%, while CHINS petitions decreased 54.2%.

While criminal cases comprised only 11%, in FY 1975, of the total district court caseload, they are generally the most complex and time consuming cases. Therefore, the relative impact of increasing criminal cases is not measurable by caseload statistics alone. However, these are the only quantifiable information available. The following tables display the juvenile and criminal caseload statistics for FY 1975 by type of case.

These statistics indicate that, in terms of juvenile cases in FY 1975, delinquency petitions (38%) and paternity and support (25%) represented the bulk of district court caseloads. In adult criminal cases, crimes against property accounted for 44% of the caseload, while violent crimes represented only 14%. Unfortunately, these Judicial Department statistics include robbery in the category of crimes against property, so the figures for the crimes against the person do not include the robbery cases.

JUVENILE CASE FILINGS BY TYPE OF CASE - FY 1974-75

DISTRICT AND COUNTY	DELINQUENCY PETITIONS	CHINS PETITIONS	DEPENDENCY, NEGLECT PETITIONS	RELINQUISHMENTS	ADOPTIONS	PATERNITY & SUPPORT	MISC.	TOTAL
1ST								
Clear Creek	13	0	4	0	8	0	1	26
Gilpin	16	0	0	0	0	0	0	16
Jefferson	795	81	74	46	337	18	19	1370
TOTAL	824	81	78	46	345	18	20	1412
2ND								
Den. Juv.	1658	55	479	196	395	1710	40	4533
3RD								
Huerfano	43	0	0	0	2	0	0	45
Las Animas	80	17	2	0	6	11	6	122
TOTAL	123	17	2	0	8	11	6	167
4TH								
El Paso	605	36	274	0	371	789	26	2101
Teller	0	0	0	0	6	4	7	17
TOTAL	605	36	274	0	377	793	33	2118
5TH								
Eagle	9	1	0	1	8	0	6	25
Lake	34	4	2	0	5	0	6	52
Summit	20	0	2	0	6	0	4	32
TOTAL	63	5	4	1	20	0	16	109
6TH								
Archuleta	8	0	0	0	1	1	1	11
La Plata	24	6	1	5	23	6	6	71
San Juan	1	0	0	0	0	0	0	1
TOTAL	33	6	1	5	24	7	7	83
7TH								
Delta	27	5	9	0	12	1	9	63
Gunnison	1	0	0	0	1	0	10	12
Hinsdale	0	0	0	0	0	0	0	0
Montrose	13	1	13	0	10	2	1	40
Ouray	0	0	0	0	1	0	0	1
San Miguel	5	0	1	1	2	0	0	9
TOTAL	46	6	23	1	26	3	20	125
8TH								
Jackson	1	1	3	0	1	0	0	6
Larimer	156	19	40	16	134	60	9	434
TOTAL	157	20	43	16	135	60	9	440
9TH								
Garfield	42	0	3	1	14	0	10	70
Pitkin	4	0	1	1	1	2	32	41
Rio Blanco	6	0	0	0	1	0	0	7
TOTAL	52	0	4	2	16	2	42	118
10TH								
Pueblo	357	38	111	21	124	197	51	899
11TH								
Chaffee	17	0	5	2	4	1	1	30
Custer	0	1	0	0	0	0	0	1
Fremont	26	1	23	6	21	0	7	84
Park	0	0	0	1	2	0	0	3
TOTAL	43	2	28	9	27	1	8	118

JUVENILE CASE FILINGS BY TYPE OF CASE - FY 1974-75
(Continued)

DISTRICT AND COUNTY	DELIN- QUENCY PETITIONS	CHINS PETI- TIONS	DEPENDENCY, NEGLECT PETITIONS	RELINQUISH- MENTS	ADOPTIONS	PATERNITY & SUPPORT	MISC.	TOTAL
12TH								
Alamosa	20	5	8	1	7	0	9	50
Conejos	11	2	0	0	0	0	3	16
Costilla	2	0	1	0	2	0	2	7
Mineral	5	1	0	0	0	0	0	6
Rio Grande	18	3	5	3	12	2	10	53
Saguache	6	0	1	0	1	0	1	9
TOTAL	62	11	15	4	22	2	25	141
13TH								
Kit Carson	13	1	3	0	7	3	3	30
Logan	41	3	17	4	24	36	5	130
Morgan	44	0	31	6	25	39	7	152
Phillips	3	0	0	1	2	0	4	10
Sedgwick	0	0	4	1	2	0	6	13
Washington	3	4	1	0	8	4	1	21
Yuma	0	0	3	0	7	0	1	11
TOTAL	104	8	59	12	75	82	27	367
14TH								
Grand	13	5	7	4	7	0	2	38
Moffat	25	5	1	0	2	1	14	48
Routt	23	0	7	2	11	0	3	46
TOTAL	61	10	15	6	20	1	19	132
15TH								
Baca	4	0	0	0	1	0	0	5
Cheyenne	3	0	1	0	3	0	0	7
Kiowa	1	0	0	0	2	1	0	4
Prowers	17	2	7	0	13	1	10	50
TOTAL	25	2	8	0	19	2	10	66
16TH								
Bent	14	0	3	0	4	1	0	22
Crowley	27	0	9	0	0	0	2	30
Otero	104	2	19	11	34	0	0	170
TOTAL	145	2	31	11	38	1	2	230
17TH								
Adams	619	79	173	42	281	548	142	1884
18TH								
Arapahoe	437	18	49	52	295	151	132	1134
Douglas	18	0	4	0	20	0	13	55
Elbert	3	0	6	0	5	0	10	24
Lincoln	8	0	1	0	1	0	0	10
TOTAL	466	18	60	52	321	151	155	1223
19TH								
Weld	216	5	80	16	90	450	41	898
20TH								
Boulder	155	67	22	13	155	11	12	435
21ST								
Mesa	290	29	50	15	65	19	21	489
22ND								
Dolores	8	0	0	0	2	0	0	10
Montezuma	35	1	13	0	14	0	1	64
TOTAL	43	1	13	0	16	0	1	74
STATE TOTAL	6147	498	1573	468	2599	4069	707	16061
PERCENT DISTRIBUTION OF TOTAL	38.3	3.1	9.8	2.9	16.2	25.3	4.4	100.0

CRIMINAL OFFENSE FILINGS BY TYPE OF OFFENSE - FY 1974-75

DISTRICT AND COUNTY	OFFENSES AGAINST THE PERSON	OFFENSES AGAINST PROPERTY	OFFENSES INVOLVING FRAUD	OFFENSES INVOLVING GOVERNMENTAL OPERATIONS	DRUG AND NARCOTIC OFFENSES	MISC. OFFENSES	TOTAL OFFENSE FILINGS
1ST							
Clear Creek	9	12	3	0	3	7	34
Gilpin	2	7	0	0	3	1	13
Jefferson	91	242	96	4	121	65	619
TOTAL	102	261	99	4	127	73	666
2ND							
Denver Dist.	385	1376	333	6	631	270	3001
3RD							
Huerfano	5	19	1	0	0	0	25
Las Animas	26	55	2	1	0	17	101
TOTAL	31	74	3	1	0	17	126
4TH							
El Paso	320	886	276	15	141	361	1999
Teller	13	21	2	0	0	6	42
TOTAL	333	907	278	15	141	367	2041
5TH							
Eagle	8	25	2	4	5	2	46
Lake	6	11	0	3	6	4	30
Summit	4	24	3	1	8	7	47
TOTAL	18	60	5	8	19	13	123
6TH							
Archuleta	3	10	0	1	0	0	14
La Plata	18	56	13	1	5	7	100
San Juan	1	2	0	0	0	0	3
TOTAL	22	68	13	2	5	7	117
7TH							
Delta	6	19	1	2	1	8	37
Gunnison	1	3	3	2	1	1	11
Hinsdale	0	0	0	0	0	0	0
Montrose	9	25	9	0	0	7	50
Ouray	0	0	0	0	0	0	0
San Miguel	0	0	0	0	0	0	0
TOTAL	16	47	13	4	2	16	98
8TH							
Jackson	0	0	0	0	2	1	3
Larimer	60	247	74	14	75	148	618
TOTAL	60	247	74	14	77	149	621
9TH							
Garfield	12	31	8	5	4	5	65
Pitkin	12	22	12	1	1	5	53
Rio Blanco	0	13	2	0	1	0	16
TOTAL	24	66	22	6	6	10	134
10TH							
Pueblo	116	255	45	21	52	150	639
11TH							
Chaffee	8	30	4	4	2	4	52
Custer	0	0	0	0	0	0	0
Fremont	14	7	1	36	1	14	73
Park	5	2	2	0	0	2	11
TOTAL	27	39	7	40	3	20	136

CRIMINAL OFFENSE FILINGS BY TYPE OF OFFENSE - FY 1974-75
(Continued)

DISTRICT AND COUNTY	OFFENSES AGAINST THE PERSON	OFFENSES AGAINST PROPERTY	OFFENSES INVOLVING FRAUD	OFFENSES INVOLVING GOVERNMENTAL OPERATIONS	DRUG AND NARCOTIC OFFENSES	MISC. OFFENSES	TOTAL OFFENSE FILINGS
12TH							
Alamosa	11	18	7	2	0	11	49
Conejos	3	2	1	1	1	0	8
Costilla	5	4	0	0	0	2	11
Mineral	0	0	0	0	0	0	0
Rio Grande	4	13	2	0	3	6	28
Saguache	0	2	0	0	1	0	3
TOTAL	23	39	10	3	5	19	99
13TH							
Kit Carson	4	7	9	0	0	0	20
Logan	5	26	4	0	12	3	50
Morgan	7	28	19	1	3	11	69
Phillips	1	1	4	0	0	1	7
Sedgwick	1	2	1	0	1	0	5
Washington	0	1	0	0	0	1	2
Yuma	1	0	0	0	0	0	1
TOTAL	19	65	37	1	16	16	154
14TH							
Grand	7	10	2	0	0	5	24
Moffat	15	14	11	5	1	8	54
Routt	4	10	2	0	6	11	33
TOTAL	26	34	15	5	7	24	111
15TH							
Baca	6	12	4	0	1	3	26
Cheyenne	0	4	0	0	1	2	7
Kiowa	0	5 ^a	0	1	0	0	6
Prowers	11	26	10	0	2	4	53
TOTAL	17	47	14	1	4	9	92
16TH							
Bent	5	8	3	0	1	2	19
Crowley	0	13	4	0	0	1	18
Otero	23	55	37	1	8	14	138
TOTAL	28	76	44	1	9	17	175
17TH							
Adams	93	284	85	2	53	76	593
18TH							
Arapahoe	86	420	137	6	62	144	855
Douglas	9	21	2	3	2	4	41
Elbert	1	2	0	0	0	0	3
Lincoln	1	4	0	0	2	2	9
TOTAL	97	447	139	9	66	150	908
19TH							
Weld	83	267	69	9	31	56	515
20TH							
Boulder	78	204	37	6	67	100	492
21ST							
Mesa	18	59	17	1	4	30	129
22ND							
Dolores	2	2	2	0	0	0	6
Montezuma	6	32	8	0	4	6	56
TOTAL	8	34	10	0	4	6	62
STATE TOTAL	1624	4956	1369	159	1329	1595	11032
PERCENT DISTRIBUTION OF TOTAL	14.7	44.9	12.4	1.4	12.1	14.5	100.0

An indication of the increase in caseload volume over the past four fiscal years is presented in the following chart. Two notable items are the tremendous increase in criminal post judgment actions in FY 1975, and the number of criminal cases pending in spite of the increase in case terminations.

DISTRICT COURT CASELOAD¹ - FY 1971-72 TO FY 1974-75

	FY 71-72	FY 72-73	FY 73-74	FY 74-75
DOMESTIC RELATIONS				
Cases Pending July 1	14,927	17,296	18,993	22,823
New Cases Filed	21,475	23,491	25,839	26,300
Post Judgment Actions	1,287	926	1,007	3,904
TOTAL Caseload	37,689	41,713	45,839	55,027
Cases Terminated	20,393	22,720	23,016	30,439
Cases Pending June 30	17,296	18,993	22,823	24,588
CIVIL²				
Cases Pending July 1	18,538	16,492	18,032	22,171
New Cases Filed	20,528	22,744	28,230	34,073
Post Judgment Actions	1,450	968	1,114	7,390
TOTAL Caseload	40,516	40,204	47,376	63,634
Cases Terminated	24,024	22,172	25,205	34,251
Cases Pending June 30	16,492	18,032	22,171	29,383
PROBATE				
Cases Pending July 1	11,378	10,826	10,616	10,397
New Cases Filed	7,262	7,182	7,304	4,678
Post Judgment Actions	349	381	307	227
TOTAL Caseload	18,989	18,389	18,227	15,302
Cases Terminated	8,163	7,773	7,830	4,944
Cases Pending June 30	10,826	10,616	10,397	10,358
JUVENILE				
Cases Pending July 1	6,004	5,677	6,240	7,135
New Cases Filed	10,030	10,597	12,601	16,061
Post Judgment Actions	2,706	2,681	4,633	5,737
TOTAL Caseload	18,740	18,955	23,554	28,933
Cases Terminated	13,063	12,715	16,419	20,138
Cases Pending June 30	5,677	6,240	7,135	8,795
MENTAL HEALTH				
Cases Pending July 1	1,074	531	535	313
New Cases Filed	1,712	1,809	1,815	1,586
Post Judgment Actions	61	86	65	68
TOTAL Caseload	2,850	2,426	2,415	1,967
Cases Terminated	2,319	1,891	2,102	1,392
Cases Pending June 30	531	535	313	575
CRIMINAL				
Cases Pending July 1	5,849	5,429	6,230	7,460
New Cases Filed	9,770	9,098	10,507	11,947
Post Judgment Actions	587	577	628	2,622
TOTAL Caseload	16,206	15,104	17,365	22,029
Cases Terminated	10,777	8,874	9,905	11,998
Cases Pending June 30	5,429	6,230	7,460	10,031
TOTAL				
Cases Pending July 1	57,770	56,251	60,646	70,299
New Cases Filed	70,777	74,921	86,376	96,645
Post Judgment Actions	6,443	5,619	7,754	19,948
TOTAL Caseload	134,990	136,791	154,776	186,892
Cases Terminated	78,739	76,145	84,477	103,162
Cases Pending June 30	56,251	60,646	70,299	83,730

¹All district courts plus Denver Superior and Denver Juvenile but not Denver Probate.

²Does not include Water Cases.

The increased caseloads may also be measured in terms of their impact upon judges. The following chart shows the average figures per judge or referee as compared for FY 1974 and FY 1975, and the percent increase in filings, total caseload (pending cases plus new filings) and terminations.

County Courts: County courts have also felt the sharp increases in caseloads that have affected the entire system. Traffic offenses (including all intoxication offenses) represent the bulk of county court cases (70%), and the addition of misdemeanors and felony preliminaries (17%) brings the total criminal caseload to 87% of the county

AVERAGE NEW FILINGS, CASELOADS, AND TERMINATIONS
PER JUDGE (AND REFEREE) FOR FY 1974 AND FY 1975

DISTRICT	NEW FILINGS		CASELOAD		TERMINATIONS		NO. OF JUDGES & REFEREES	
	FY '74	FY '75	FY '74	FY '75	FY '74	FY '75	FY '74	FY '75
1	1214.5	1231.0	2128.3	2127.1	1170.2	1086.1	6.00	7.00
2								
District	1118.1	1226.2	2165.6	2823.7	1001.8	1465.4	17.00	17.00
Superior	3842.0	4035.0	6084.0	7551.0	3863.0	3606.0	1.00	1.00
Juvenile	734.0	1133.3	1619.7	1816.0	1160.3	1203.8	3.00 ^a	4.00 ^b
3	438.0	383.5	936.5	953.0	424.0	416.0	2.00	2.00
4	1168.9	1222.8	2035.6	2301.1	1214.9	1404.6	10.00	10.00
5	1048.0	1136.0	1577.0	1983.0	821.0	1110.0	1.00	1.00
6	432.5	465.5	777.0	884.5	415.0	492.5	2.00	2.00
7	685.0	691.5	1110.5	1219.5	637.5	645.5	2.00	2.00
8	1053.7	1165.3	1856.3	2192.7	1012.7	1099.3	3.00	3.00
9	399.0	415.7	701.3	785.7	339.0	400.7	3.00	3.00
10	1057.8	946.4	1728.4	1664.2	1077.8	1000.8	4.50	5.00
11	681.5	628.5	1203.5	1191.0	672.5	688.0	2.00	2.00
12	489.5	464.5	948.5	1023.5	486.5	601.5	2.00	2.00
13	468.3	494.0	842.3	911.5	454.3	492.5	4.00	4.00
14	890.0	515.5	1610.0	919.5	864.0	463.5	1.00	2.00
15	352.5	378.0	754.0	803.0	350.5	359.5	2.00	2.00
16	490.5	561.5	882.0	1008.5	510.5	605.5	2.00	2.00
17	895.8	1048.7	1480.6	1924.7	891.6	1136.0	6.66	7.00
18	1267.6	1477.4	2127.2	2539.2	1213.4	1462.4	5.00	5.00
19	1059.3	1142.0	2004.0	2354.7	917.7	1320.0	3.00	3.00
20	916.6	1062.4	1605.6	2046.7	826.6	1037.6	5.00	4.50
21	976.5	1078.0	1723.5	1996.5	1197.5	1300.5	2.00	2.00
22	443.0	531.0	676.0	847.0	382.0	559.0	1.00	1.00
TOTAL	958.0	1033.6	1716.7	1998.8	938.5	1103.3	90.16	93.50
PERCENT CHANGE		7.9%		16.4%		17.6%		

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court workload. Traffic offense filings have increased 10% from FY 1974 to FY 1975 in spite of the increased use of penalty assessments instead of summonses to appear. Misdemeanor filings increased 15.9% in FY 1974, and felony preliminaries (advisements, felony complaints and preliminary hearings) increased 10%. The civil caseload increased by 26%.

In spite of a 12% increase in case terminations, the volume of additional filings overall resulted in a 20% increase in pending cases. It has been suggested that economic conditions directly affect the civil and criminal caseloads, so perhaps improvement in the economic climate will reduce the annual increases in county court caseloads. Another factor worthy of note is the possibility of creating a system of small claim courts to deal with civil cases under \$500. Legislation for the establishment of such courts is presently pending, and its effect would be to permit county courts to concentrate more upon the more serious civil and criminal cases.

The chart below indicates the substantial increases in criminal cases, as well as civil and traffic. Increased filings have offset increased terminations to result in more pending cases.

COUNTY COURT¹ WORKLOAD
FY 1969-70 TO FY 1974-75

	FY 69-70	FY 70-71	FY 71-72	FY 72-73	FY 73-74	FY 74-75
CIVIL						
Cases Pending July 1	4,134	3,709*	4,190	4,252	5,370	6,438
New Cases Filed	14,115	13,709	13,995	15,815	19,256	24,281
Total Caseload	18,249	17,418	18,185	20,067	24,626	30,719
Cases Terminated	14,602	13,228	13,933	14,697	18,188	22,471
Cases Pending June 30	3,647	4,190	4,252	5,370	6,438	8,248
TRAFFIC						
Cases Pending July 1	9,219	11,571*	15,668	20,127	25,517	30,273
New Cases Filed	79,010	86,603	96,250	118,430	126,472	139,311
Total Caseload	88,229	98,174	111,918	138,557	151,989	169,584
Cases Terminated	76,529	82,506	91,791	113,040	121,716	133,602
Cases Pending June 30	11,700	15,668	20,127	25,517	30,273	35,982
CRIMINAL²						
Cases Pending July 1	4,071	4,994*	5,767	5,312	7,188	9,030
New Cases Filed	12,168	15,946	19,895	25,522	29,983	34,164
Total Caseload	16,239	20,940	25,662	30,834	37,171	43,194
Cases Terminated	11,475	15,171	20,340	23,540	28,141	32,172
Cases Pending June 30	4,764	5,767	5,312	7,188	9,030	11,022
TOTAL						
Cases Pending July 1	17,424	20,274*	25,625	29,691	38,075	45,741
New Cases Filed	105,293	116,258	130,140	159,767	175,711	197,756
Total Caseload	122,717	136,532	155,765	189,458	213,786	243,497
Cases Terminated	102,606	110,907	126,074	151,383	168,045	188,245
Cases Pending June 30	20,111	25,625	29,691	38,075	45,741	55,252

¹All County Courts with the exception of Denver County Court.

²Includes Misdemeanors and Felony Preliminaries.

*Corrected pending figure.

Data on the disposition of felony complaints in county court indicate that 29% are dismissed, 13% are reduced to misdemeanors and 57% are bound over to district court. It is interesting to note that 73% of the dismissals occur before a preliminary hearing, as do 66% of the reductions to misdemeanors. Bindovers to district court are evenly divided indicating that in half of the bindovers the defense has not asserted its right to a preliminary hearing in county court. Also, the bulk of dismissals are apparently made on the face of the complaint, involving practical or legal problems for the prosecution. Similarly, with the majority of reductions from felony to misdemeanor being made without a preliminary hearing, it would appear that the original charge was not accurately drawn or was unreasonable in view of the evidence. Of course, the reductions to misdemeanors include those plea bargained, so questions of strategy are involved in the filing decision. The preliminary hearing apparently is not heavily relied upon for decisionmaking in county courts, although these courts dispose of over 40% of the felony complaints filed with them, with the balance being bound over to district court.

Municipal Courts: The municipal courts, of which there are approximately 136, have jurisdiction over municipal ordinance violations. Municipal courts in home rule cities are authorized by the Colorado Constitution. Legislation enacted in 1969 (Art. 22, Chapter 37, Colorado

CONTINUED

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Revised Statutes) provides for the creation of municipal courts by governing bodies of both statutory towns and cities.

Municipal courts are financed and administered on the local level. No formal central records are presently kept, so caseload statistics are not available. However, a survey was made in 1971 by the Judicial Department. It was estimated then that 79% of the courts handle less than 500 cases each year, while 14% handle 500 to 2,000 cases annually. The remaining twelve have caseloads over 2,000. The total caseload in 1971 was estimated to have been 151,350 for all municipal courts. Reflecting the urban dominance in terms of caseloads, seven percent of all courts handled 72% of all cases.

The majority of municipal court cases are traffic violations (estimated to be 53% in 1971.) The balance are disturbance offenses and dog or trash violations. A fine is the usual sentence although deferred prosecution and jail stays are also used. Forty-five courts reported access to some kind of probation services, and 51 courts had some kind of work program. Twenty-five courts reported using some kind of driver's education course as part of sentencing.

Although jury trials are available, only 92 such trials were held in Denver in 1971, while outside Denver an estimated total of about 550 jury trials were reported.

Judges are appointed by the municipal governing body. In 1971, the judge population was 168. Some judges preside over more than one court (at least 11 judges do so). No court outside of Denver had more than one full-time judge. Almost 50% of the municipal judges reportedly had education beyond high school. Forty-nine judges were lawyers, thirty-six of these maintained a law practice.

While this information is minimal, it is all that is available.

III-B. THE SYSTEM

5. Correctional System Description

B-5. CORRECTIONAL SYSTEM DESCRIPTION:

The corrections component of the Colorado criminal justice system is under both the executive and judicial branches of government. It includes both state and local components, the latter consisting of the county jail system. While corrections is generally organized according to the state's 13 planning and management regions, probation is divided into 22 judicial districts, and parole into five parole districts which are roughly equivalent to congressional districts. Thus, some corrections data are maintained by county, some by judicial or parole district, and some by planning region.

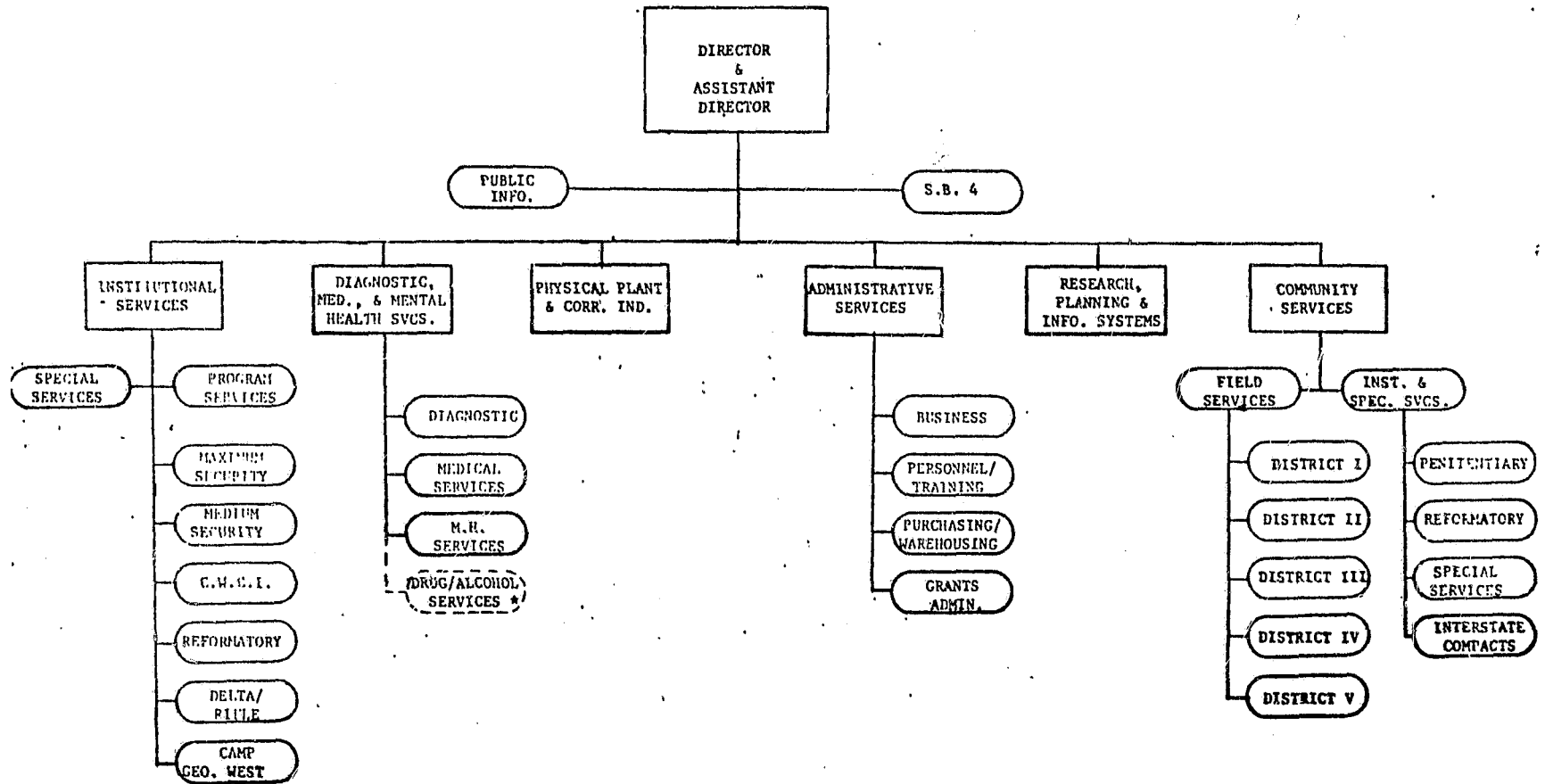
The following is a description of the adult correctional system in Colorado. The juvenile corrections system is described in another section. (Reference Section C-14.)

a. Division of Correctional Services: The Division of Correctional Services was created by executive order and presently exists organizationally as one of the four divisions of the Department of Institutions. Chart 1 and Map 1 present the current organizational structures of the Division. The Division of Correctional Services coordinates services for all offenders sentenced by the courts to the Department of Institutions.

Whereas Colorado State Penitentiary (CSP), authorized by CRS 27-24-101 through 125, Colorado State Reformatory (CRS), authorized by CRS 27-22-101 (2) and Division of Adult

Chart 1

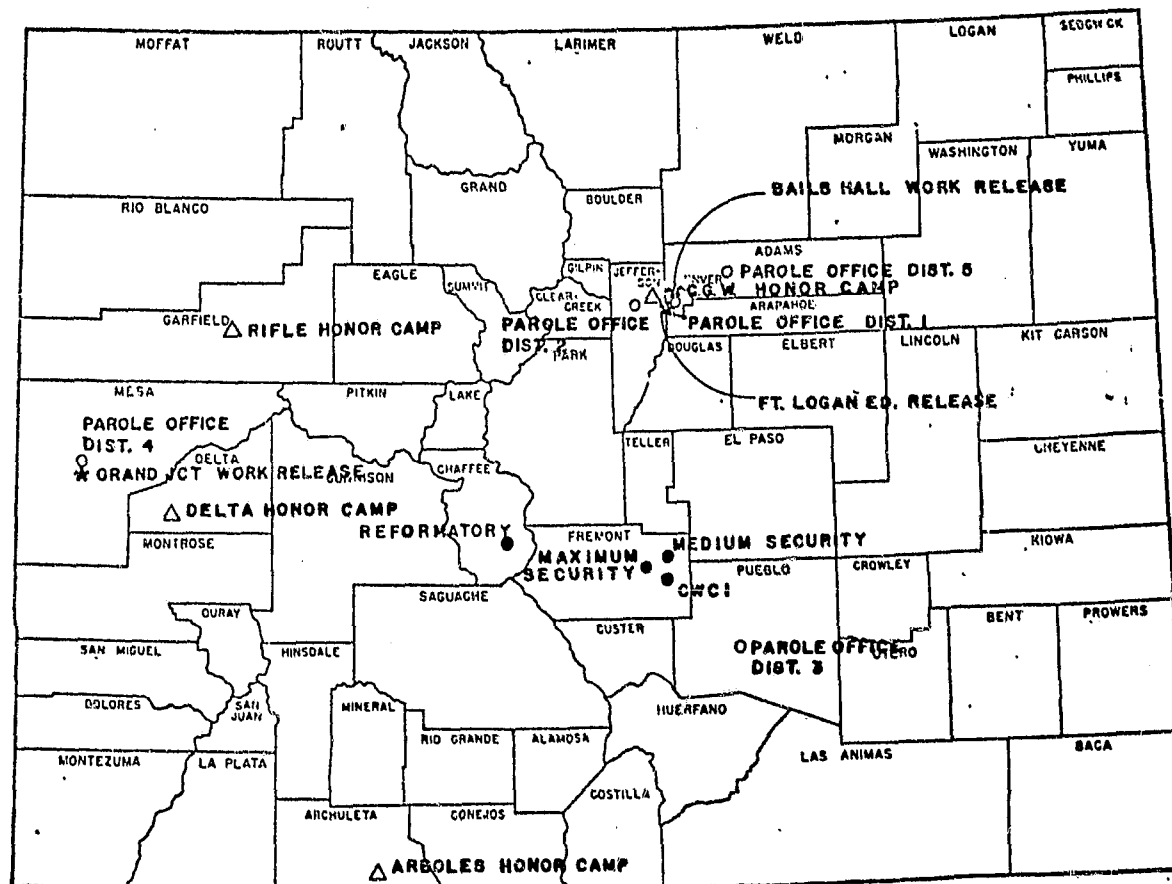
DIVISION OF CORRECTIONAL SERVICES ORGANIZATION CHART



* Future Program

III-85-1a

DIVISION OF CORRECTIONAL SERVICES LOCATION OF FACILITIES



COLORADO STATE PLANNING DIVISION

III-85-1-6

Parole, authorized by CRS 17-1-101 have historically functioned as essentially autonomous units, recent legislation has caused a greater number of correctional administrative responsibilities to be assumed at the departmental level, a function which in turn has been delegated to the Director of the Division of Correctional Services. Senate Bill 11 was the impetus for the DCJ-funded Colorado Diagnostic Program during FY 1974-75. This program is now directly accountable to the Chief of Medical and Mental Health Services. The Office of Research and Planning, grant-funded by DCJ in 1974, functions directly under the Director of the Division, as does the new Office of Parole and Community Services, funded for the first time in the 1975 Long Bill.

In response to the attorney general's report on the May 1975 riot at the state penitentiary, the executive reorganization of the Division, effective July 1, 1975, ordered the separation of the Colorado Women's Correctional Institution (CWCI), Medium Security and Maximum Security from the former administrative and fiscal structure of the Colorado State Penitentiary. Under the new organizational plan, each of the former Colorado State Penitentiary facilities have a superintendent directly accountable to the Chief of Institutional Services, as do the Colorado State Reformatory, and honor units in addition to those offices named above.

Camp George West Honor Camp, located in Golden near Denver, currently has a capacity for 47-50 inmates and houses 39 with a per capita cost of \$4,337. There are seven staff

members responsible for this facility. Under a proposed LEAA construction grant of approximately \$300,000, the facility will increase its capacity to a 100-bed minimum security facility. This increased capacity will be utilized primarily for implementation of alcohol and drug abuse programs and other community-oriented treatment and work programs for both male and female offenders.

The mobile trailer camp at Rifle, on the Western Slope, will be expanded to a 100-bed minimum security facility under a proposed \$300,000 LEAA construction grant.

Both of these minimum security facilities will be designed for offenders with less than two years to serve on their sentence, who are either on a pre-parole release status, or are younger, non-violent offenders referred directly from Diagnostic, and will serve their sentence at such a facility. These minimum security facilities will therefore provide more flexibility in managing increasing institutional populations.

Under the present organizational structure, convicted felons sentenced to the Department of Institutions must first be processed through the Colorado Diagnostic Program. The Diagnostic Program is located in the institution: 1) at the Colorado State Reformatory in Buena Vista, and 2) at the Maximum Security facility in Canon City. At present, all female offenders sentenced to CWCI are housed there, but are transported to Maximum Security daily during their first week at the institution for a diagnostic evaluation. During FY 1975-76, the combined Diagnostic programs were funded at

\$612,116 with 38 FTE's. As of May 1, 1976, 164 offenders were housed in the different institutions under the control of the diagnostic program.

After being processed by the diagnostic program, an offender may be transferred to the Colorado State Reformatory, Medium Security or Maximum Security at Canon City, Colorado Women's Correctional Institution or the Office of Parole and Community Services depending upon his or her identified treatment and security needs.

The Colorado State Reformatory, located near Buena Vista, has a planned maximum capacity of 540 and is funded at a level of \$4,012,871 with 173.6 FTE's. The per capita cost is \$7,792. It is a medium security institution which presently houses 544 persons. Also funded through Colorado State Reformatory's budget is the Delta Honor Camp, a mobile conservation camp near Delta, Colorado, with space for 100-125 inmates. It currently houses 140. Its budget is \$513,014 with a staff of 17 and a per capita cost of \$4,886.

The State Reformatory has 190 employees. The number of correctional employees by general function, percent of total employees and salary ranges are as follows:

<u>Function Position</u>	<u>Number Authorized</u>	<u>% of Total</u>	<u>Number Filled</u>	<u>Salary Ranges</u>
Administrative	11	5.8%	11	\$864 - 1712
Counseling	35	18.4%	34	727 - 2081
Medical	6	3.2%	6	727 - 1712
Security Group	103	54.2%	102	660 - 1128
Clerical	14	7.4%	14	517 - 1000
Maintenance	16	8.4%	16	727 - 1216
Food	5	2.6%	5	693 - 975
	<u>190</u>		<u>188</u>	

There are five staff mental health workers and counselors; 17 vocational and rehabilitation specialists and six educators.

In 1974 the median age of the inmates at the State Reformatory was 21.5 years. The median age of the total reformatory staff was approximately 45, the same as the median age of the security staff.

Reformatory employees are predominately Anglo (96.8%), while the inmate population is 41.4% minority.

Academic attainments of reformatory employees are as follows:

<u>Position</u>	<u>Educational Level</u>					
	<u>1-11</u>	<u>High School GED</u>	<u>College at least 1 yr.</u>	<u>College Degree</u>	<u>Masters</u>	<u>M. D. PH.D.</u>
Administrative	0	1	0	1	3	0
Counseling	3	23	4	7	8	3
Medical	0	0	1	3	0	2
Security	11	78	8	7	2	0
Clerical & Accounting	1	9	2	2	1	0
Maintenance	0	3	0	0	0	0
Food	1	4	0	0	0	0
	<u>16</u>	<u>118</u>	<u>15</u>	<u>20</u>	<u>14</u>	<u>5</u>

Detailed information regarding position profiles, selection, promotion and other pertinent human resource information will be forthcoming in a Staff Training Study which was begun in September, 1975.

Correctional Industries, a component of the Colorado State Penitentiary which provides food and cleaning supplies to various governmental and non-profit agencies, has a separate budget of \$3,027,505 and 49 FTE's.

Of the 511 authorized positions at the prison in Canon City, 483 or 94.5% were filled in the spring of 1975.

Personnel authorized, functions as a percent of the total positions filled, and salary range are as follows:

<u>Position</u>	<u>Authorized</u>	<u>% of Total</u>	<u>Number Filled</u>	<u>Salary Range Per Month</u>
Administrative	15	2.9%	14	\$842 - 1888
Counseling	77	15.1	73	727 - 2081
Medical	8	1.6	8	727 - 2081
Security	338	66.1	318	660 - 1128
Clerical	31	6.1	31	469 - 1000
Food Service	12	2.3	12	570 - 975
Maintenance	30	5.9	29	727 - 1408
	<u>511</u>	<u>100.0</u>	<u>485</u>	

There are 10 mental health workers; 17 vocational and rehabilitation specialists, and four educators.

The average age of Canon City inmates is 29.7 years of age. The average age of all prison employees is 41.7 years of age with security personnel averaging 40.2 years of age.

Prison employees by race and ethnic background are predominately Anglo, (97.1%). The present prison inmate population, however, is 48.2% minorities.

Information on education and training levels of corrections personnel are not readily available. This information in addition to job requirements, employee profiles, etc., will be set forth in the Staff Training Study.

In late 1975, the Office of Community Services and the Division of Adult Parole were combined into the Office of Parole and Community Services. This new office is directly accountable to the Director of the Division of Correctional

Services. The office is funded at \$2,541,855 with 115.7 FTE's. Through this office, three grant-funded community-based programs (Fort Logan, Teacher Corps, and Grand Junction Work Release), one state funded program (Bails Hall), and numerous contractual projects are administered at a budget of \$855,644 and 46 FTE's. The parole function accounts for the remaining \$1,686,211 and 103.7 FTE's which are structured organizationally into two institutional parole offices (one at the reformatory and one at maximum security), five parole districts and the Interstate Office. The annual supervision cost per domestic (in-state) parolee in FY 1975-76 is \$747 with interstate costs being \$86 per parolee.

In Denver, there are also three combined probation and parole outreach centers which provided intensive service to approximately 460 parolees in 1974. The average caseload per agent was 51. Total parole caseload on July 1, 1975, numbered 1,058 Colorado inmates on parole out of state, on absconder status, or being detained elsewhere.

The Colorado State Parole Board is appointed by the Governor and is funded through the Division in FY 1976-77 at \$183,664 with 9.3 FTE's (including four parole board members). It is the responsibility of the board to grant parole status to offenders committed to the Department of Institutions.

The FY 1976-77 appropriation to the Division provides for 128 FTE for Parole and Community Services. The only demographic information currently available regarding Adult

Parole personnel in Colorado is that which was provided in the 1975 DCJ questionnaires. At that time, 45% of the parole agents were between the ages of 30-39 years old. Over half (59.8%) of their clients, however, were between the ages of 21-29 years of age.

During 1974, 46 parole agents, supervisors and para-professionals handled 3,457 cases for an average of 75.1 cases per agent. Personnel providing parole services averaged well over 2.8 years of parole experience and 88.6% had achieved a four year college degree or higher.

Information on the content and hours of training provided to institutional, parole, and community services personnel is incomplete. A preliminary study funded by DCJ revealed that training was sketchy, disorganized, often self-administered, inaccurately recorded and rarely evaluated.

The reformatory and penitentiary each have a training and personnel director. Most personnel at the reformatory have received 40 hours of orientation training and an average of 24 hours of in-service training; however, this has been informal and sporadic.

Correctional officers at the penitentiary receive 40 hours of pre-service training and an undetermined number have received 40 hours of inservice training. Lack of funds has limited the inservice training offered at the penitentiary since January 1975. Pre-service training for parole has consisted of one week of work in various offices throughout the Division, sometimes including the reformatory and the

penitentiary. In-service and specialized training has not been systematic. During 1974, approximately 80% of all training was for the nine parole agents assigned to the Intensive Probation and Parole Supervision Project.

In March 1976, DCJ funded a staff training project for corrections personnel. The major emphasis this year will be on management training, beginning with top management, in order to develop agreement on the goals and objectives of the Division. About 8,000 hours of training will be provided to line personnel this year. A major result of this year's training will be the development of orientation and inservice training curricula for line staff which will then be implemented in subsequent years of funding. The current staff training project is funded at \$83,000 with 4 FTE's. The current Appropriations Bill would provide no more than \$50,000 for this project in 1976-1977, although about \$155,000 federal funds were requested.

The average number of correctional clients served by the Division of Correctional Services during FY 75-76 is represented in Table 1 "Division of Correctional Services, Program Components, Capacities, Average Daily Population (A.D.A.) and Per Capita Costs for FY 75-76 thru 4/30/76" Table 2 presents the FY 76-77 Appropriation (\$19,915,314) and FTE allocation by program component. About 65% of the budget is allocated to institutional services.

Table 1
 Division of Correctional Services, Program Components,
 Capacities, Average Daily Population (A.D.A.)
 and Per Capita Costs for FY 75-76 (thru 4/30/76).

<u>Component</u>	<u>Capacity</u>	<u>A.D.A.</u>	<u>Per Capita Cost</u>
Medium Security	527	448	\$5,107
Maximum Security	715	529	9,696
C.W.C.I.	90	73	9,409
C.S.R.	425	462	7,792
Delta Honor Camp	152	118	4,886
Community Corrections	90*	77**	8,556
Camp George West	47	35	4,337
Parole Caseload - 4/75-4/76:			
Domestic	= 4676		747
Interstate	= 1365		86

* Capacity for Division administered only, not including contractual programs.
 ** A.D.A. for both Division administered and contractual programs.

Table 2
 FY 76-77
 Division of Correctional Services Appropriation

<u>Component</u>	<u>Personnel (FTE)</u>	<u>Budget</u>
Diagnostic	38.0	\$ 671,707
Institutional Treatment	612.3	13,005,359
Parole & Comm. Services	128.0	2,527,309
Correctional Industries	49.0	2,997.636
Central Ofc./Gen. Admin.	35.0	529,639
Parole Board	9.3	183,664

b. Probation: The state court administrator, operating under the Colorado Supreme Court, handles administrative responsibilities for statewide juvenile and adult probation services. Each of the 22 judicial districts in Colorado provides probation services for juveniles and adults. In rural jurisdictions, many probation departments serve both adults and juveniles, while in the urban areas there are separate juvenile and adult departments.

A total of 12,587 offenders (8,281 adult offenders and 4,306 juveniles) were under the supervision of the various probation departments as of June 30, 1975. The average annual supervision cost per probationer is \$151.00

Colorado currently has 196.5 probation officers, 43 Chief Probation Officers and supervisors, 97 clerical personnel and 31 other personnel which includes paraprofessionals, volunteer coordinators and other professionals. Probation total 368 personnel, with FY 1974-75 expenditures of \$5,223.00 of which \$838,920 are from federal funds.

Although not yet finalized, the 1976 Long Appropriations Bill will provide 14 new line probation positions as compared with 6 new positions in 1975.

The probation system is governed by the Colorado Judicial Personnel System Rules which establish guidelines for all personnel actions. The entry level qualifications for professional probation staff require a degree in the social sciences and no experience. Salaries for line probation

officers range from \$747 to \$1,158 per month and from \$952 to \$1,888 per month for supervisory personnel. Hiring of chief adult probation officers is decided by a majority of the district court judges with the approval of the Chief Justice of the Supreme Court. Generally, the chief probation officer, with approval of the chief judge of the district court, hires all other probation staff.

Currently, 51% of all probation staff are male and 49% female; 80% are Anglo, 13% Spanish surnamed, 5% Black, and 2% other.

In addition to paid professional staff, the probation system utilizes volunteers, paraprofessionals, interns, and manpower employees.

The use of volunteers in probation is widespread in Colorado. The state court administrator's office has promoted the volunteer concept through the federally funded position of Probation Program Monitor. Volunteer services are being provided in 18 of the 22 judicial districts. The services provided to probationers include individual counseling, recreational activities, testing, tutoring, and foster parent services. The total number of volunteers providing probation services in FY 74-75 was 1,213. Thirteen Judicial Districts have paid volunteer coordinators to help administer these volunteer programs. Currently, the funding of these positions is divided between general funds (5 programs) and a DCJ grant (8 programs).

There are also three county court volunteer probation programs in Denver, Adams and Jefferson Counties which are almost solely responsible for providing probation services to misdemeanants. About 675 citizen volunteers are involved in these three programs at any given time.

Probation departments also use interns from colleges and universities in the area. The interns receive college credits for their work. They do interviewing and presentence investigations, or are given a small caseload.

Paraprofessionals are being used in both adult and juvenile probation departments. The purpose is to use as probation aides, people who lack professional experience and education, but who, because of their community orientation or their ethnic background, are able to establish a close relationship with probationers. This concept is being tested in five judicial districts: 10th (Pueblo); 12th (Alamosa); 8th (Fort Collins); 4th district adult (Colorado Springs); and the 20th adult (Boulder). The 1976 Long Appropriations Bill will provide state funds for three of these paraprofessional positions.

c. Local Facilities - the County Jails: Each of the 63 counties in the state is required by law to maintain a county jail, administered by the sheriff, for the "detention, safe-keeping and confinement of persons and prisoners lawfully committed". (CRS 27-26-101 1973).

The statute further mandates the board of county commissioners to personally examine the county jail during each session of the board, and to "correct all irregularities

and improprieties" found. (CRS 27-26-126).

The State Department of Health is also authorized to inspect local jails and to develop sanitation standards, which were established in December 1972. The Health Department may close a jail that is determined to be unfit for habitation.

Except in Denver, the county sheriff is a locally elected official whose salary and budget are set by the county commissioners. The sheriff's department of the City and County of Denver is a component of the Department of Safety, responsible to the Manager of Safety, who is appointed by the mayor. Denver has no sheriff. The Sheriff's Department is supervised by the Director of Corrections who also serves as the under-sheriff and warden of the County Jail. The director's salary is set by the City Council.

Results of a recent survey indicated that deputy sheriff/correctional officers in the state receive a minimum salary of \$1000 per month (\$12,000 per year) and a maximum in Denver of \$1,661 per month (\$19,932 per year).

The jails in Colorado are primarily holding facilities for pre-trial detainees and sentenced offenders and very few have correctional programs.

In July 1974, the legislature enacted a moratorium on the construction of new jails by units of local government, except as approved by the Division of Criminal Justice until May 1, 1976.

This provision was originally part of Senate Bill 55, the Community Corrections Act, which provided for a study that included a comprehensive jail needs survey. Many counties were awaiting the results of this study prior to finalizing plans for new jail construction. Due to delays and changes in this study and the extension of the moratorium, there was a pressure to build new jails from about 10 counties and two cities. In order to enable waiver of the jail moratorium, the DCJ appointed a multi-disciplinary Jail Advisory Committee which makes recommendations to the Division's Director.

The legislature recently approved new legislation (Senate Bill 4) which extends the moratorium to April 1, 1977 and includes expansion of existing jails. In addition, this legislation requires the Division of Criminal Justice to submit a tentative model plan, with suggested standards, for the construction of jails to the legislative council by January 1, 1977, for consideration and forwarding to the first regular session of the fifty-first general assembly.

III-B. THE SYSTEM

6. Expenditures in Criminal Justice

B-6. Expenditures In Criminal Justice

Under the present reporting system, it is virtually impossible to determine FY 1975 expenditures, costs, and financial data for the criminal justice system. This summary is merely a repeat of the data contained in an LEAA publication entitled, Expenditures and Employment Data For The Criminal Justice System 1974.

During 1973-1974 (FY 1974) the State of Colorado expended approximately \$146,000,000 for criminal justice purposes. Exhibit #1 reflects total expenditures by state and local government. Exhibit #3 indicates approximately \$130,000,000 was expended in the State of Colorado from "own sources" during the fiscal year 1974. Exhibit #2 indicates that of the total expenditures for criminal justice only 6.7% were impacted by LEAA funds. A breakout of these LEAA funds totaling \$9,821,240 are as follows:

Part B	\$ 618,000
Part C	\$5,143,000
NI & Impact	\$ 640,000
Nat. Inst.	\$1,620,000
Part E	\$ 605,000
Part E (ED)	-0-
Other (TN)	\$ 24,154
(SS)	\$ 95,820
DF	<u>\$1,074,418</u>
TOTAL	\$9,821,240

Exhibit #4 represents total criminal justice expenditures broken down between the police, courts, and corrections and other services provided for the State of Colorado during FY 1974. Following Exhibit #4 is a breakdown of dollars and percentage distribution in the criminal justice system by type of government and the respective type of expenditures for police, courts, corrections, and other services provided for the State of Colorado.

EXHIBIT 1

Colorado Total Criminal Justice System Expenditures FY 1974

\$146,739,000
(9.4% of total state expenditures)

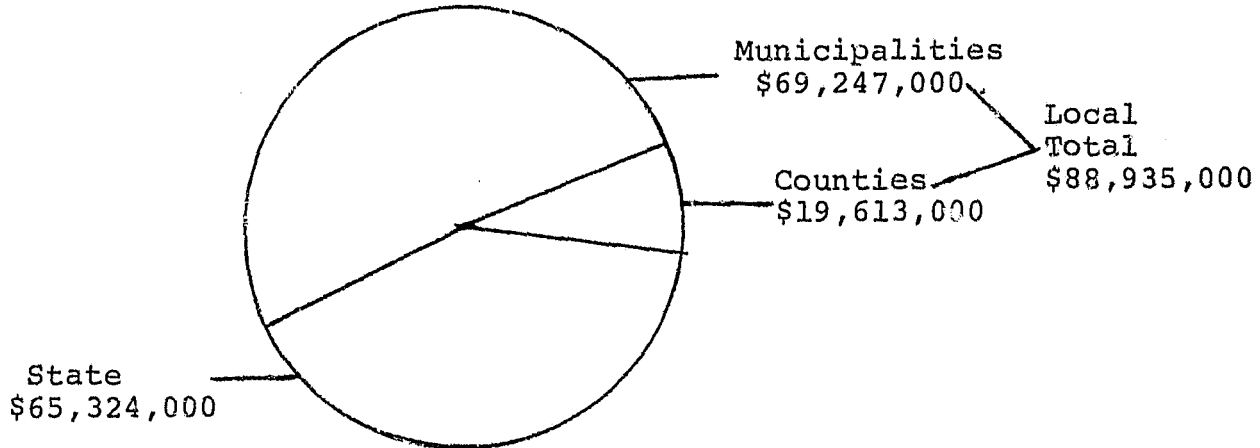


EXHIBIT 2

Colorado Total Criminal Justice System Expenditures FY 1974

\$146,739,000

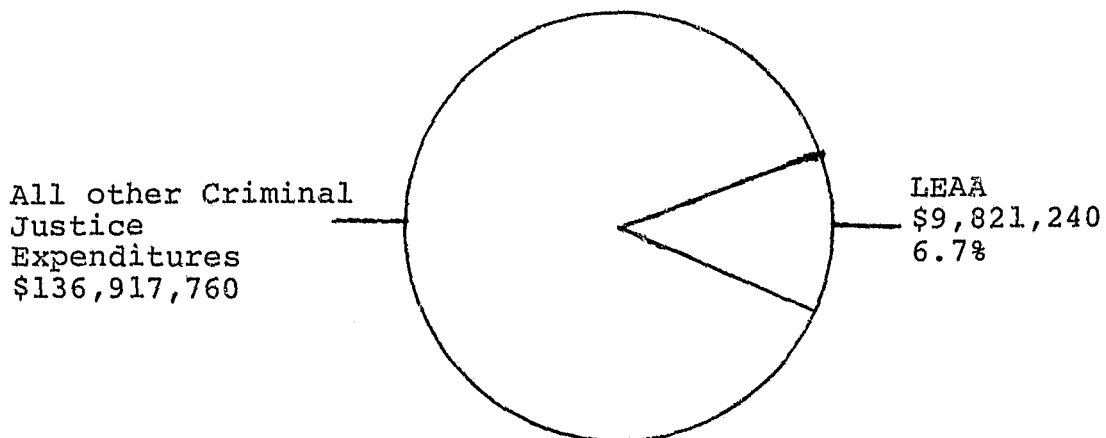


EXHIBIT 3

Colorado Percent Distribution Of Total Criminal Justice
Expenditures From Own Sources of
State And Local Governments FY 1974

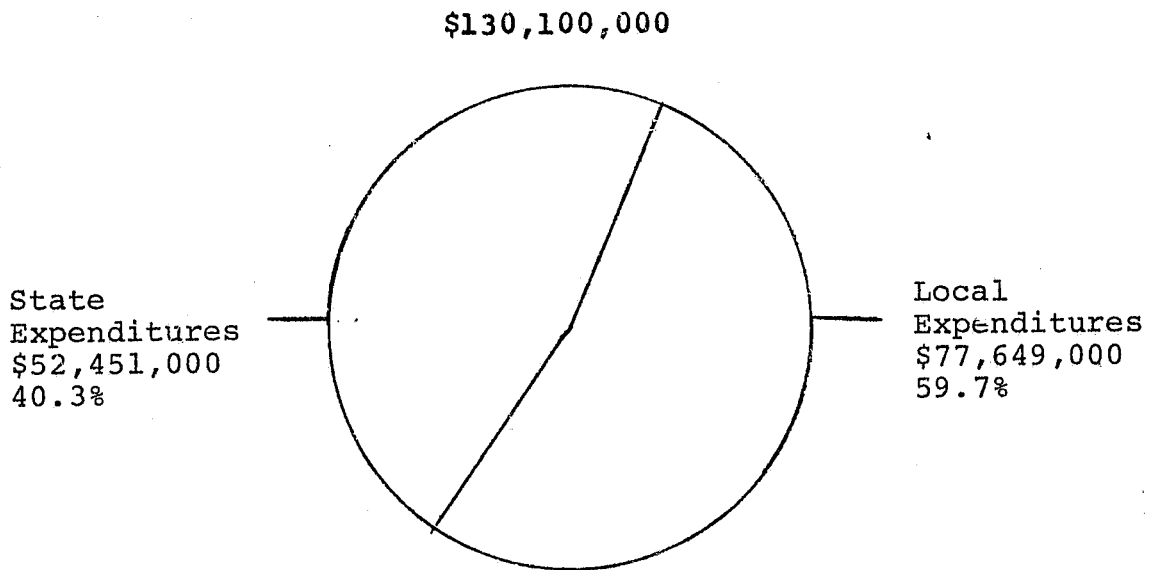
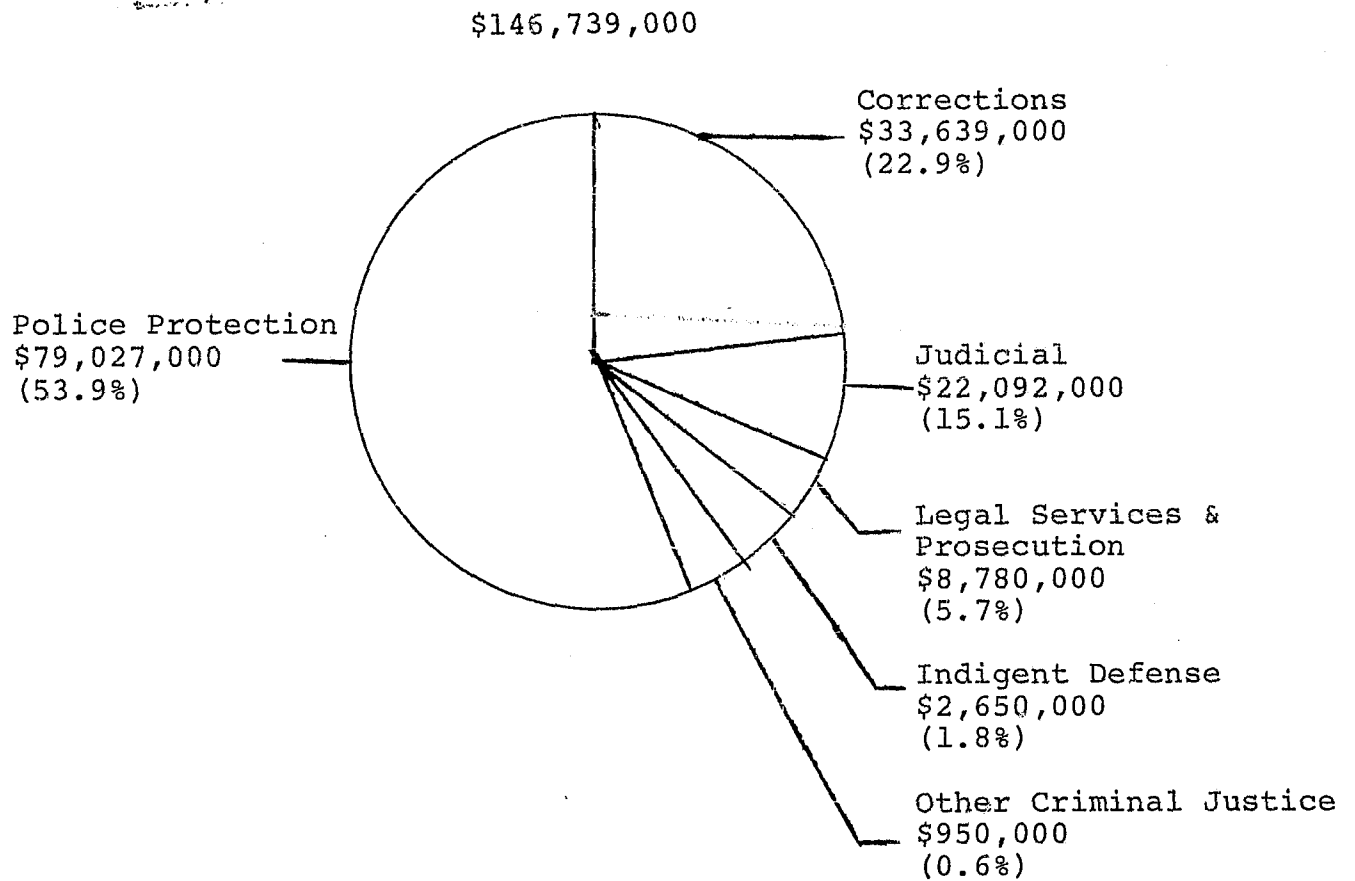


EXHIBIT 4

Colorado System Expenditures In Criminal
Justice System FY 1974



Dollar and Percent Distribution of Criminal Justice
System Total Expenditures By Type of Government in Colorado for
FY 73-74.

<u>Total General Expenditure</u>	<u>Dollars in Thousands</u>	
Colorado	\$1,561,170	
State	1,328,270	
Local	715,935	
Counties	253,028	
Municipalities	471,409	
 <u>Total Criminal Justice Systems</u>		<u>% of General Expenditure</u>
Colorado	\$ 146,739	9.4%
State	65,324	4.9
Local, Total	88,589	12.4
Counties	19,613	7.8
Municipalities	69,247	14.7
 <u>Police Protection</u>		<u>% Total CJ Systems</u>
Colorado	\$ 79,027	53.9%
State	13,122	20.1
Local, Total	65,912	74.4
Counties	9,308	47.5
Municipalities	56,680	81.9
 <u>Judicial</u>		
Colorado	\$ 22,092	15.1%
State	16,293	24.9
Local, Total	5,806	6.6
Counties	1,232	6.3
Municipalities	4,574	6.6
 <u>Legal Services and Prosecution</u>		
Colorado	\$ 8,380	57.7%
State	761	1.1
Local, Total	7,664	8.7
Counties	4,232	21.6
Municipalities	3,597	5.2

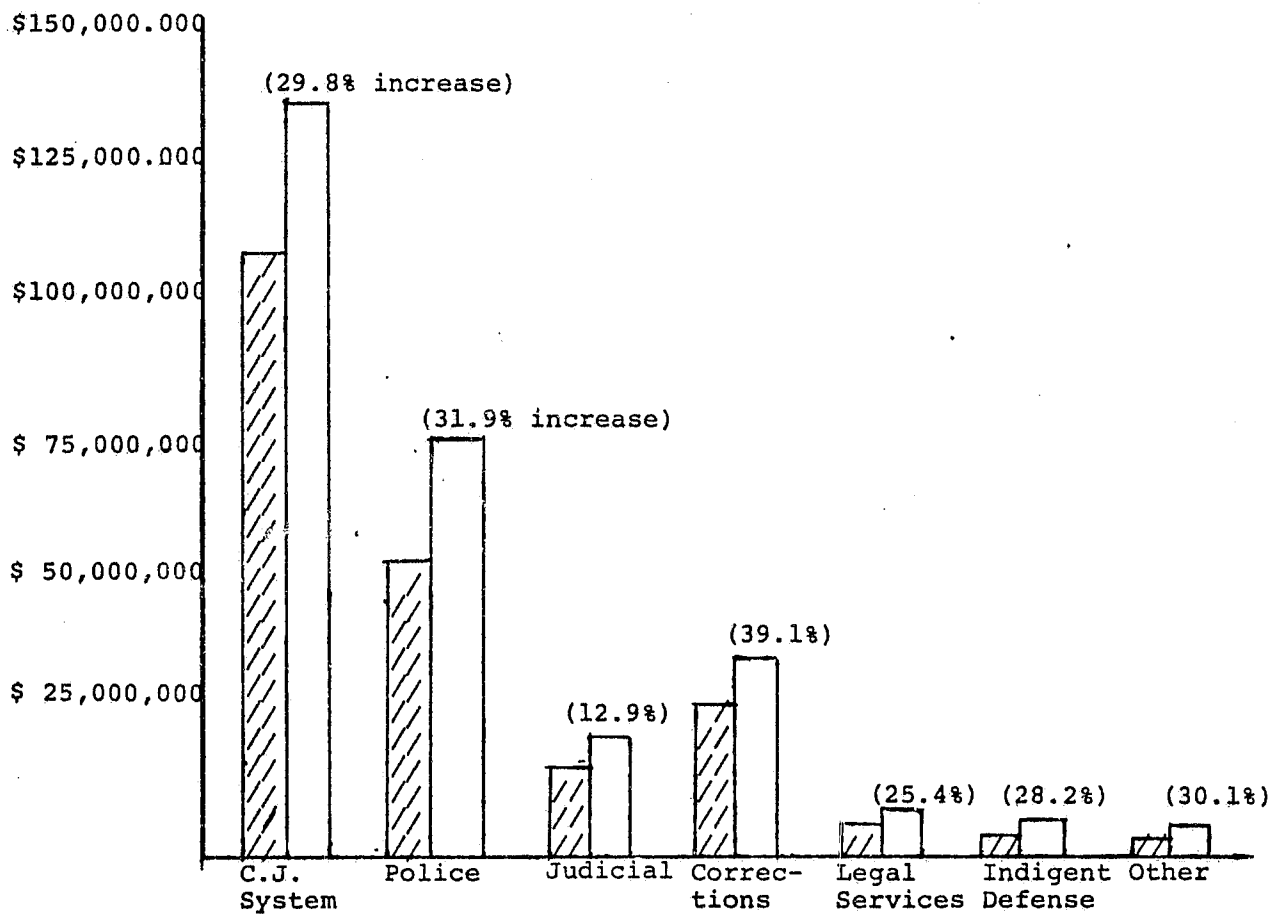
Exhibit 4a

Comparison of Indigent Defense, Corrections
and Other Criminal Justice

<u>Indigent Defense</u>	<u>Dollars in Thousands</u>	<u>% Total C.J. System</u>
Colorado	\$ 2,650	1.8%
State	2,148	3.3
Local, Total	502	0.6
Counties	-	-
Municipalities	502	0.7
 <u>Corrections</u>		
Colorado	\$ 33,639	22.9%
State	25,652	39.3
Local, Total	8,437	9.5
Counties	4,728	24.1
Municipalities	3,739	5.4
 <u>Other Criminal Justice</u>		
Colorado	\$ 950	0.6%
State	7,393	11.3
Local, Total	263	0.3
Counties	114	0.6
Municipalities	154	0.2

EXHIBIT 5

Comparison Of FY 1973 to FY 1974 Expenditures
By Criminal Justice System



Per Capita Costs and Expenditures: The following exhibit gives a detailed breakdown of per capita expenditures for the same period, FY 1974. The total per capita general expenditures was \$624.39 while the total per capita criminal justice expenditure was \$58.78, or approximately 9%. The police protection on a per capita basis (\$31.65) is still the most costly expenditure of all criminal justice systems expenditure. Expenditure for police protection is 53.9% of all criminal justice expenditures.

STATEWIDE PER CAPITA EXPENDITURES FOR FY 1974

<u>Activity</u>	<u>Per Capita Cost 1974</u>
Total Per Capita General Expenditure	\$624.39
Total Per Capita Criminal Justice System	58.78
Total Per Capita Police Protection	31.65
Total Per Captia Judicial	8.84
Total Per Captia Legal Services & Prosecution	3.35
Total Per Captia Indigent Defense	1.06
Total Per Captia Corrections	13.47
Total Per Captia Other Criminal Justice	0.38

Generally, expenditures are linked with crime rates in a predictable manner, as spending is highest where the crime problem is greatest. The ratio of spending to crime is fairly equal across the state.

Among the SMSA's and urbanized areas, Denver has the highest spending, both per capita and as a proportion of reported offenses. It also has the highest crime rate, though this has been leveling off. Jefferson County and the Pueblo SMSA both spend slightly less than the other areas: \$458 and \$492 per crime, respectively. As noted in Chapter IV - B-4, Jefferson County has been experiencing one of the sharpest increases of crime in the state, and local resources are straining to keep pace.

Among rural areas, Region 12 stands out with relatively high spending per capita (\$32.65), and low spending per reported crime (\$214). This results because the population is small and the number of reported crimes is large in proportion to the population. The other regions have low spending rates and low crime rates.

Exhibit 6 shows the geographic distribution of direct expenditures for criminal justice in 1974. Per capita expenditures and expenditures per Part I offense are also shown for each area.

EXHIBIT 6 1974 DIRECT EXPENDITURES FOR CRIMINAL JUSTICE, BY GEOGRAPHIC AREA
(Dollar Amounts in Thousands)

Area	Index Crimes per 100,000 pop. (1973-4 average)	Total Criminal Justice			Police		Judicial		Legal		Indigent Defense		Corrections		Other C. J.	
		\$	Per Capita	Per Pt. 1 Offense (1973-4 Avg.)	\$	Per Capita	\$	Per Ca Capita	\$	Per Capita	\$	Per Capita	\$	Per Capita	\$	Per Capita
Region 1	2,283.90	892	13.90	607.4	719	11.20	9	0.14	103	1.60	0	0	61	0.95	0	0
Region 2	3,335.34	3,869	16.66	512.5	2,983	12.84	236	1.02	471	2.03	0	0	159	0.68	0	0
Region 3	7,130.73	54,510	40.52	566.7	41,472	30.82	4,192	3.12	4,144	3.08	454	0.34	4,184	3.11	63	0.05
Region 4	5,620.31	8,707	29.12	530.2	5,058	16.91	347	1.16	817	2.73	0	0	2,444	8.17	41	0.14
Region 5	1,642.59	217	10.60	654.6	148	7.26	0	0	52	2.55	0	0	17	0.83	0	0
Region 6	2,205.45	754	13.30	606.4	522	9.21	38	0.67	67	1.18	0	0	128	2.26	0	0
Region 7	5,316.43	3,813	26.13	496.0	2,886	19.78	97	0.66	419	2.87	0	0	306	2.10	104	0.71
Region 8	2,259.32	296	9.83	318.3	207	6.88	12	0.40	61	2.03	0	0	15	0.50	0	0
Region 9	3,872.10	804	19.01	490.4	601	14.21	36	0.85	102	2.41	0	0	65	1.54	0	0
Region 10	3,279.76	552	12.77	374.6	410	9.48	31	0.72	42	0.97	0	0	68	1.57	0	0
Region 11	3,398.34	1,380	15.35	457.0	1,015	11.29	40	0.44	212	2.36	0	0	124	1.38	0	0
Region 12	9,831.87	865	32.65	214.3	626	23.62	46	1.74	136	5.13	0	0	57	2.15	0	0
Region 13	3,163.22	612	17.44	426.2	452	12.88	33	0.94	93	2.65	0	0	35	0.99	0	0
Denver City & County	9,043.85	33,154	65.96	722.4	24,954	49.65	2,725	5.42	1,800	3.60	444	0.88	3,160	6.29	63	0.13
El Paso County	5,626.35	8,483	29.05	537.3	4,878	16.70	347	1.19	794	2.72	0	0	2,423	8.30	41	0.14
Jefferson County	5,568.58	6,863	25.02	457.6	5,308	19.35	544	1.98	737	2.69	10	0.04	265	0.97	0	0
Denver-Boulder SMSA	7,089.94	54,351	40.94	570.6	41,353	31.15	4,192	3.16	4,123	3.11	454	0.34	4,165	3.14	63	0.05
Colo. Spgs. SMSA	5,608.22	8,635	29.15	531.9	4,995	16.86	347	1.17	812	2.74	0	0	2,441	8.23	41	0.14
Pueblo SMSA	5,476.42	3,305	26.81	492.0	2,471	20.04	80	0.65	359	2.91	0	0	291	2.36	104	0.84
Ft. Collins SMSA	3,707.22	2,228	18.75	519.6	1,762	14.82	133	1.12	247	2.08	0	0	86	0.72	0	0
Greeley SMSA	2,945.26	1,641	14.46	503.4	1,221	10.76	103	0.91	244	0.21	0	0	73	0.64	0	0
Local Gov't.																
Statewide Total	5,850.85	88,565	35.52	615.4	65,909	26.43	5,799	2.33	7,664	3.07	502	0.20	8,422	3.38	268	0.11
State Gov't Total	5,850.85	58,174	23.33	404.2	13,118	5.26	16,293	6.53	716	0.29	2,148	0.86	25,217	10.11	682	0.27
TOTAL Expenditure	5,850.85	146,739	58.85	1,019.7	79,027	31.69	22,092	8.86	8,380	3.36	2,650	1.06	33,639	13.49	950	0.38

III-B6-11

III-B. THE SYSTEM

7. Manpower

B-7. Manpower

Information concerning manpower characteristics such as types of positions, numbers of employees, educational levels, training, salaries, etc. is distributed throughout the plan in some detail. Exhibit I indexes these characteristics with the page numbers where they appear. This has been done for each agency of the criminal justice system within the state. Any information which is not available in some other section of the plan is summarized by agency or jurisdiction on the following pages. The majority of the data come from numerous questionnaires which were distributed to agencies throughout the state in 1975. Another major source was A Compendium of Criminal Justice Statistics published by the Department of Local Affairs, Division of Criminal Justice, Statistical Analysis Center in March 1976.

a. Law Enforcement:

(1) State:

(a) State Patrol: The State Patrol had a budget of \$13,196,539 approved for the 1976 fiscal year. This represents a per capita expenditure of \$6.00. The Patrol has an authorized strength of 549 uniformed and 224 civilian personnel or one State Patrol employee for every 2,855 persons in the state.

All of the uniformed personnel in the State Patrol had completed high school or the equivalent at the time the survey was conducted. In addition, 105 had completed two or more years of college and 36 of these persons had completed four or more years.

In 1974, all of the sworn personnel for the Patrol were male. Of the non-sworn personnel, 53% were male and forty-seven percent female. Some 1.2% of all personnel were black, 6.6% Spanish and the remainder Anglo.

Two persons were non-voluntarily terminated during 1974 and 58 retired or resigned. In 1975, there were also two firings along with 34 voluntary terminations.

The workload of the State Patrol consisted chiefly of traffic related activities. During 1975, 98% of the Patrol's time was spent on traffic offenses.

All uniformed personnel of the Colorado State Patrol are required to complete a minimum amount of basic training. This averaged 320 hours per man. In addition, 228 of the five hundred forty-nine uniformed employees had received supervisory training from CLETA, Northwestern Institute, the FBI Academy, Southern Police Institute or some other organization. Two hundred fifty-seven of the total personnel had received other specialized training such as narcotics, management, fingerprint classification, bomb and explosion investigation, etc.

(b) The Colorado Bureau of Investigation: The Colorado Bureau of Investigation (CBI) had 57 full-time personnel in 1975, one employee for every 38,724 persons in the state. Expenditures amounted to \$478,350 during 1974 or 22 cents per state resident.

All of the employees were high school graduates or had

passed an equivalency exam. Twenty-three had completed two or more years of college. The Bureau had one sworn employee who is Spanish; the rest were Anglo. Of the non-sworn personnel, 13% were Spanish and 87% Anglo. Sixteen percent of the agency's employees were female.

An average of 74 hours per man per year was spent on training with the remaining time devoted to Part I offense related activities.

(2) Local: There are more than 200 local law enforcement agencies within the state of Colorado. Sixty-two are county sheriffs' offices with the remainder being police departments and marshals' offices. The majority of support for these agencies comes from local funding.

In the aggregate, only 1.4% of the local law enforcement employees had not completed high school. Some 57.2% had only high school diplomas and 30% had completed two or more years of college. Exhibit 1 shows the total expenditures by local law enforcement agencies for the state and for each region, both in aggregate dollars and per capita dollars.

b. Public Defender: The statewide public defender system is in its sixth year of existence in Colorado. The system employs 128 employees, including 76 attorneys, and operates on an annual state budget of 2.1 million dollars. This represents one public defender for every 17,000 persons and an average expenditure of about one dollar for every person in the state.

Exhibit reflects the number of authorized and filled

Exhibit 1

1974 Law Enforcement Expenditures by Category and Area: Total Dollars and Per Capita

Area	Personnel		Capital		Other		Total		Population Represented
	Dollars	Per Capita	Dollars	Per Capita	Dollars	Per Capita	Dollars	Per Capita	
State	*26,590,000	22.34	1,436,827	1.21	5,642,763	4.73	33,660,000	28.28	1,192,063
Region 1	508,898	14.70	42,973	1.24	106,601	3.08	658,472	19.02	34,613
Region 2	2,392,949	16.71	120,121	0.84	508,794	3.55	3,021,864	21.10	143,242
Region 3	*12,240,000	26.04	537,568	1.15	2,365,911	5.07	15,140,000	32.21	466,673
Region 4	4,110,781	20.81	263,527	1.33	1,143,619	5.79	5,517,927	27.93	197,580
Region 5	75,067	8.60	4,712	0.54	16,251	1.86	96,030	11.00	8,726
Region 6	381,407	13.69	8,165	0.29	56,511	2.03	446,083	16.01	27,857
Region 7	3,313,795	22.45	115,404	0.78	499,045	3.38	3,928,244	26.61	147,600
Region 8	271,024	13.92	22,205	1.14	106,855	5.49	400,084	20.54	19,474
Region 9	484,216	18.78	39,196	1.52	166,843	6.47	690,255	26.77	25,789
Region 10	588,680	16.74	56,724	1.61	142,830	4.06	788,234	22.42	35,160
Region 11	365,838	8.51	43,468	1.01	103,908	2.42	513,214	11.93	43,012
Region 12	519,158	13.41	32,993	0.85	108,311	2.80	660,462	17.06	38,720
Region 13	1,333,543	38.31	149,771	4.30	317,284	9.12	1,800,598	51.73	34,806
Denver SMSA	*12,240,000	26.04	537,568	1.15	2,365,911	5.07	15,140,000	32.21	466,673
Pueblo SMSA	2,963,469	23.71	111,927	0.90	416,470	3.33	3,491,866	27.93	125,000
Colorado Springs SMSA	4,057,113	21.22	258,609	1.35	1,133,726	5.93	5,449,448	28.50	191,220
Population Below 1500	1,692,080	26.77	143,576	2.27	344,385	5.45	2,180,042	34.49	63,205
2500-4999	1,706,967	21.32	156,985	1.96	413,886	5.17	2,277,830	28.45	80,064
5000-9999	2,058,692	15.3	151,649	1.13	471,875	3.51	2,682,316	19.97	134,304
10,000-19,999	2,588,335	5.77	234,706	2.04	684,936	6.82		34.62	100,447
20,000-34,999	2,951,112	10.53	137,054	0.86	395,965	2.49		21.88	159,219
35,000-49,999	1,421,154	16.66	3,200	0.74	376,625	4.42	1,860,979	21.82	85,289
50,000 or more	*14,177,000	23.62	579,657	0.96	2,955,090	4.92	*17,700,000	29.50	600,724

* Note: These figures have been rounded to the nearest ten thousand.

positions for the public defender system as well as the age, sex and race composition of the agency.

c. Courts: Exhibit 2 shows the number of authorized and filled positions as of December 31, 1974 for the judicial system as a whole, the district courts, the county courts and combined courts. Exhibit 2a shows the composition of the system in 1974 by sex and race as well as the minimum and maximum monthly salary for each position.

During fiscal year 1974 - 1975, the expenditures of the Supreme Court, Court of Appeals and trial courts amounted to \$19,596,981. This is equivalent to a per capita expenditure of approximately \$8.00 for every person in the state.

d. Corrections:

(1) Division of Correctional Services: The Colorado State Reformatory, State Penitentiary and State Parole Office are operated by the Division of Correction Services. The Reformatory operates on an annual budget of \$3,354,378 which is a per capita cost of \$5,942 per inmate. The Penitentiary serves a larger population and receives \$7,971,371 per year in funding or approximately \$6,916 per inmate. The Parole Board spent \$159,085 in 1974 or about \$500 per parolee.

Of the 674 persons employed by the Penitentiary and Reformatory, 587 or 87% are male. The Parole Board has a more equal distribution of male and female employees with 59.6% and 40.4% respectively.

(2) Probation: The State Court Administrator

Exhibit 2

Public Defender

Number of Authorized and Filled Positions, Full-Time and Part-Time,
And Percent of Authorized That Are Filled by Position
As of December 31, 1974

Position	Authorized			Filled					
	Full Time	Part Time	Total	Full-Time		Part-Time		Total	
				#	%	#	%	#	%
Attorneys	76	0	76	76	100.0	0	—	76	100.0
Investigators	15	0	15	15	100.0	0	—	15	100.0
Secretary/Clerical	32	2.5	34.5	32	100.0	3	120.0	35	101.4
State Defender	1	0	1	1	100.0	0	—	1	100.0
Deputy State Defender	1	0	1	1	100.0	0	—	1	100.0
Total	125	2.5	127.5	125	100.0	3	120.0	128	100.4

Exhibit 2a

Personnel in 1974 by Sex: Number and Percent

<u>Sex</u>	<u>Number</u>	<u>Percent</u>
Male	84	65.6
Female	44	34.4
Total	128	100.0

Personnel in 1974 by Race: Number and Percent

<u>Race</u>	<u>Number</u>	<u>Percent</u>
Black	5	3.9
Spanish	10	7.8
Anglo	112	87.5
Other	1	0.8
Total	128	100.0

Personnel in 1974 by Age: Number and Percent

<u>Age</u>	<u>Number</u>	<u>Percent</u>
18-20	1	0.8
21-29	51	39.8
30-39	58	45.3
40-49	12	9.4
50-59	6	4.7
Total	128	100.0

Exhibit 3

Judicial

Number of Authorized and Filled Positions, Full-Time and Part-Time,
And Percent of Authorized That Are Filled by Position and Type of Court
As of December 31, 1974

Position	TOTAL								
	Authorized			Filled					
	Full Time	Part Time	Total	Full-Time		Part-Time		Total	
			#	%	#	%	#	%	
Judge-Lawyer	131	4	135	131	100.0	4	100.0	135	100.0
Judge-Non-Lawyer	25	3	28	24	96.0	3	100.0	27	96.4
Court Administrator	42	0	42	41	97.6	0	--	41	97.6
Court Clerk	313	51	364	307	98.1	49	96.1	356	97.8
Judges Confidential Employees	218	4	222	216	99.1	4	100.0	220	99.1
Other Professional Staff	13	0	13	13	100.0	0	--	13	100.0
Other Clerical Staff	43	5	48	43	100.0	5	100.0	48	100.0
Referee	8	11	19	8	100.0	11	100.0	19	100.0
Total	793	78	871	783	98.7	76	97.4	859	98.6

Position	DISTRICT COURT								
	Authorized			Filled					
	Full Time	Part Time	Total	Full-Time		Part-Time		Total	
			#	%	#	%	#	%	
Judge-Lawyer	67	0	67	67	100.0	0	--	67	100.0
Judge-Non-Lawyer	0	0	0	0	--	0	--	0	--
Court Administrator	29	0	29	28	96.6	0	--	28	96.6
Court Clerk	161	12	173	157	97.5	12	100.0	169	97.7
Judges Confidential Employees	142	4	146	140	98.6	4	100.0	144	98.6
Other Professional Staff	13	0	13	13	100.0	0	--	13	100.0
Other Clerical Staff	37	5	42	37	100.0	5	100.0	42	100.0
Referee	8	10	18	8	100.0	10	100.0	18	100.0
Total	457	31	488	450	98.5	31	100.0	481	98.6

Position	COUNTY COURT								
	Authorized			Filled					
	Full Time	Part Time	Total	Full-Time		Part-Time		Total	
			#	%	#	%	#	%	
Judge-Lawyer	47	3	50	47	100.0	3	100.0	50	100.0
Judge-Non-Lawyer	9	2	11	8	88.9	2	100.0	10	90.9
Court Administrator	12	0	12	12	100.0	0	--	12	100.0
Court Clerk	109	17	126	107	98.2	16	94.1	123	97.6
Judges Confidential Employees	72	0	72	72	100.0	0	--	72	100.0
Other Professional Staff	0	0	0	0	--	0	--	0	--
Other Clerical Staff	6	0	6	6	100.0	0	--	6	100.0
Referee	0	0	0	0	--	0	--	0	--
Total	255	22	277	252	98.8	21	95.5	273	98.6

Position	COMBINED COURTS								
	Authorized			Filled					
	Full Time	Part Time	Total	Full-Time		Part-Time		Total	
			#	%	#	%	#	%	
Judge-Lawyer	17	1	18	17	100.0	1	100.0	18	100.0
Judge-Non-Lawyer	16	1	17	16	100.0	1	100.0	17	100.0
Court Administrator	1	0	1	1	100.0	0	--	1	100.0
Court Clerk	43	22	65	43	100.0	21	95.5	64	98.5
Judges Confidential Employees	4	0	4	4	100.0	0	--	4	100.0
Other Professional Staff	0	0	0	0	--	0	--	0	--
Other Clerical Staff	0	0	0	0	--	0	--	0	--
Referee	0	1	1	0	--	1	100.0	1	100.0
Total	81	25	106	81	100.0	24	96.0	105	99.1

Exhibit 4

Judicial

Personnel by Sex in 1974: Number and Percent

<u>Sex</u>	<u>Number</u>	<u>Percent</u>
Male	513	64.7
Female	<u>280</u>	<u>35.3</u>
Total	793	100.0

Personnel by Race in 1974: Number and Percent

<u>Race</u>	<u>Number</u>	<u>Percent</u>
Black	3	0.4
Spanish	40	5.0
Anglo	746	94.1
Other	<u>4</u>	<u>0.5</u>
Total	793	100.0

Minimum and Maximum Monthly Salary For District Courts, County Courts and Combined Courts As of December 31, 1974

Position	District		County		Combined	
	Min	Max	Min	Max	Min	Max
Judge-Lawyer	\$2333	\$2733	\$521	\$2083	\$520	\$2333
Judge-Non-Lawyer	—	—	583	1250	520	1250
Court Administrator	864	1888	864	1341	1000	1341
Court Clerk	427	975	400	975	427	975
Judges Confidential Employees	407	1552	469	1408	784	1552
Other Professional Staff	764	1408	—	—	—	—
Other Clerical Staff	180	952	530	823	—	—
Reference	386	2081	—	—	776	1041

operates under the Colorado Supreme Court and is responsible for statewide juvenile and adult probation services. There are 22 judicial districts in Colorado, each providing probation services on a local level.

The program served a total of 9,230 adult offenders and 4,357 juveniles during the 1974-75 fiscal year. The annual cost per supervised probationer totaled \$174.28.

There are 160 supervising probation officers administering probation services, 59 of whom work solely with adults, 54 with juveniles and 47 in combined services. Also there is a state-wide staff of 27 support training officers, probation aides and volunteer coordinators. The system also includes 90 clerical workers.

The total budget for state probation services is \$4,260,741 which is about \$2.00 for each person in the state.

Exhibit 5 shows the number of authorized and filled positions for probation services and minimum and maximum salaries by position.

Minimum educational requirements for entry level positions are as follows: attorneys - law degree; investigators - college degree; secretary/clerkal - high school diploma. No minimum experience is required for an entry level position for any of these classifications.

Some 87% of the staff are Anglo, 9% are Spanish and 4% lack. The sex composition is 65% male, 35% female. The majority of the personnel fall into the age groups 21 to 29 and 30 to 39, each making up 42% of the staff.

Exhibit 5

Probation

Number of Authorized and Filled Positions, Full-Time and Part-Time,
And Percent of Authorized That Are Filled by Position
As of December 31, 1974

Position	Authorized			Filled						N/A*	
	Full Time	Part Time	Total	Full-Time		Part-Time		Total		#	%
				#	%	#	%	#	%		
Supervisory	43	0	43	43	100.0	0	—	43	100.0	9	40.9
Probation Officers	192	0	192	191	99.5	0	—	191	99.5	1	4.5
Other Professional	9	1	10	9	100.0	1	100.0	10	100.0	17	77.3
Clerical	88	5	93	85	96.6	5	100.0	90	96.8	5	22.7
Other	16	0	16	16	100.0	0	—	16	100.0	18	81.8
Total	348	6	354	344	98.9	6	100.0	350	98.9		

* NA signifies the number and percent of agencies represented in the survey that did not answer the applicable section of the questionnaire.

Monthly Salary As of December 31, 1974: Minimum and Maximum

Position	Minimum	Maximum
Supervisory	\$ 952	\$ 1,888
Probation Officers	784	1,408
Other Professionals	432	1,712
Clerical	469	975
Other	729	1,000

e. Minority Recruitment and Equal Employment Opportunity (EEO):

(1) Policy regarding subgrantees: Since February 27, 1976, the Division of Criminal Justice (DCJ) has had a formal policy, approved by the State Council on Criminal Justice, which forbids discrimination in employment practices and the provision of benefits by subgrantees. The policy follows LEAA guidelines, stating that all agencies of 50 or more employees, which have received grants totaling \$25,000 or more, must have an acceptable EEO program for women; and, if 3% of the population served are members of a minority ethnic group, there must be an acceptable EEO program for minorities.

Beginning July 1, 1976, all such agencies will be required to make employment reports to DCJ including: Ethnic and sex composition of their employees; ethnic and sex composition of the local and area-wide labor market; records of all applications, hirings, promotions, transfers, etc; and, programs for recruitment.

Agencies having fewer than 50 employees or receiving less than \$25,000 in grants, are required to submit a report on their recruitment practices.

The reports will enable DCJ to monitor agency progress towards the standard that all work-forces and new-hirings be at 70% or greater parity with area population.

The monitoring will be done by a civil rights officer who has been designated by the DCJ and who will devote approximately 30% of his time to civil rights.

In extreme cases of non-compliance, sanctions such as suspension of grant funds are available to DCJ.

(2) Denver: The minority recruitment program of the Denver Police Department has been in force for roughly four years. Over this period it nearly achieved its stated goal of having half of the new civil service appointments to the force be non-Anglos. Current force composition is as follows:

	Total	Anglo		Chicano		Black		Asian American		American Indian	
	#	#	%	#	%	#	%	#	%	#	%
Present Force	1373	1141	83.1	143	10.4	74	5.4	6	0.4	9	0.7
1975 Hirings	73	40	54.8	22	30.1	10	13.7	0	0	1	1.4

(3) Pueblo: The Pueblo Civil Service Commission does all hiring for the city. It has no quota system, but has been advertising heavily in the minority community, both locally and statewide and especially among college students. This program has only recently shown results. Some figures are:

	Total	Anglo		Spanish	
	#	#	%	#	%
All police employees	211	174	82.5	37	17.5
Uniformed force	172	136	79.1	36	20.9
1975 hirings	38	33	86.8	5	13.2

(4) Aurora Police Department: LEAA and the Colorado Civil Rights Commission have been working with the City of Aurora to revise hiring procedures so that women can enter police service more readily. An affirmative action program with specific goals and timetables is being drawn up. Two women have been hired, with retroactive seniority rights.

(5) Colorado Springs Police Department: New hiring procedures, to encourage the hiring of women and minorities, are still in the development stage. When the procedures are available, they will be reviewed by the Colorado Civil Rights Commission.

III-C-I - COMMUNITY

C-1. Community

The community, the citizenry, the public: whatever the label, this is the vast, diverse body of people the criminal justice system exists to serve; likewise, the community is the largest and least-tapped resource available to the melange of agencies, projects and programs which comprise the system. As stated in this Plan year after year, the potential for community involvement in the criminal justice system is virtually unlimited.

Translating this potential into productive action, however, requires the commitment and concerted efforts of system practitioners, for the responsibility of developing community involvement rests with the system which must inform the public about what the criminal justice system is, how it operates, what its goals, needs and problems are and, most importantly, educate the community--meaning individuals and organizations--as to how it can become meaningfully involved. Thus, the system's commitment to community involvement calls for two distinct efforts: information and education.

a. Public Information and Education: The major supplier of information to the public regarding the criminal justice system is the media: radio, television and the press. Because the daily news is extremely ephemeral (nothing is as old as yesterday's newspaper), the media

does not generally provide ongoing, coordinated information about the criminal justice system with the exception of bizarre crimes, celebrated trials and controversial court decisions. It should also be noted that the media is often limited to highly condensed reporting because of time (radio and television) and space (press) constraints. Therefore, the system is obligated to provide ongoing information regarding its plans and activities to the public. This is especially true in the area of criminal justice projects and programs which are dependent upon public understanding and/or involvement.

As is the case in other governmental systems, the public information function is performed by a staff member known as the public information officer (PIO). PIOs are, to say the very least, in short supply in Colorado's criminal justice system. In fact, only the Department of Institutions has comprehensive coverage in that there are PIOs at the department level as well as in the major divisions: the Division of Correctional Services, Division of Youth Services, Division of Mental Health, and Division of Developmental Disabilities. The corrections PIO has moved to his current post in March, 1976, at the direction of the State Council on Criminal Justice. This individual was formerly with the Community Contact Project, an LEAA-funded program of the Colorado Correctional

Association, and third-year funding was predicated upon moving the program into the Division of Correctional Services.

The Colorado Commission on Criminal Justice Standards and Goals has a full time PIO who is responsible for media relations, the dissemination of information to the public and coordination of the Commission's implementation of standards training program which will be launched during the fall of 1976.

In general, however, the public information function in most criminal justice agencies is handled by staff members on an extra-duty basis. For example, the Judicial Department has court clerks prepare periodic news releases regarding Appellate and Supreme Court decisions; and special releases are issued by the State Court Administrator. Media relations are handled informally by judges and justice, and the Supreme Court Chief Justice has an advisory council composed of judges, lawyers and laymen who advise him about issues impacting on the court system, including public opinion.

Two lieutenants at the Colorado State Patrol are responsible for supplying facts and figures and other information regarding events of the moment to the media. The lieutenants also operate a statewide safe driving education program, and they are supported in their efforts by an information specialist who performs writing and editorial services.

Media relations at the Colorado Bureau of Investigation are handled as an extra duty by the agent in charge of investigation.

While it is virtually impossible to ascertain the extent to which public information/education efforts are pursued at the local level, it is safe to assume that in general the function is carried out by police chiefs or sheriffs or their designees in local law enforcement agencies.

A few police and sheriff departments do have full time community relations or public information officers, such as the Boulder Sheriff's Department; and, in Colorado Springs, the city's public affairs office performs the public information/education function for the police, except for direct media relations which are handled by sworn personnel.

As reported in this section of the 1977 State Plan, both the Division of Criminal Justice and the Denver Anti-Crime Council had full time PIOs; however, both these positions were abolished during the past year due to budgetary constraints and the critical need for the other professional positions.

In addition to agency-operated public information/education efforts, there are some LEAA-funded programs which are attempting to present information to and educate the public in a systematic and organized manner.

Among these is the Neighbors Against Crime Together (Neighbors ACT) program, an Impact Cities grant of over \$1 million, which operates through the Eastside and Westside Action Centers in Denver. To date, the program has launched a comprehensive media campaign aimed at informing residents about impact crimes in the city: burglary, robbery, rape, and assault. High-risk, victim-prone communities have been given specific, individualized crime prevention materials; and a community relations component is attempting to organize citizen involvement in high-crime areas in prevention efforts including neighborhood watch programs, hotlines, neighborhood anti-crime councils and victim aid services. This program is due to terminate in August, 1976.

b. Citizen Action: There are two major purposes for informing the public other than simply providing information: one is to encourage citizens to help themselves and another is to encourage them to help others.

Operation ID is an example of an existing program which encourages citizens to help themselves by asking individuals and businesses to mark valuable equipment with a unique identifying number and register that number with the police, thus discouraging burglaries and increasing the possibility of returning stolen items to their owners.

Examples of citizens helping one another might include one-to-one volunteer counseling programs operating in various parts of the state. This widely used technique has been utilized most extensively in the area of probation and parole. Many communities, including Adams County, Fort Collins, Alamosa, and Gunnison, use volunteers to tutor and conduct one-to-one counseling with a probationer and Denver's People Who Care project matches volunteers with parolees. Another example is Denver's Partners program which uses volunteers to work on a one-to-one basis with youngsters who have been in difficulty with the police.

There are a number of community based programs, mostly serving juveniles, which encourage other types of citizen involvement. The youth service bureaus, for instance, seek to actively involve citizens in helping their youth. The Westside Youth Development Project, operating in Denver, features a community discussion panel which determines an appropriate comprehensive service plan for each of its clients--first-time arrestees referred by courts or youth service bureaus. Peer and cultural pressures are used to rehabilitate the youth before he moves further into the criminal justice system.

Many agencies and volunteer programs such as Alcoholics Anonymous, health and religious groups visit jails

and institutions; but these operate independently of the criminal justice system and lack coordination.

A potentially productive avenue of community involvement is the local community corrections board outlined in Senate Bill 4 and its predecessor, Senate Bill 55. Larimer County did create such a board under Senate Bill 55, and it is expected that other counties will do so in light of Senate Bill 4 and its appropriation of \$301,000 for community corrections programs in Colorado during fiscal year 1977.

c. Public Access, Government Responsiveness: An Ombudsman is a government official, appointed to receive complaints made by individuals against abuses or capricious acts of public officials; one who investigates reported complaints, reports findings and helps to achieve equitable settlements.

Colorado established the Office of Ombudsman in January, 1975, through Executive Order in an effort to increase the public's accessibility to and responsiveness from state government. Ombudsman services are provided by three staff people, two in the Governor's Office and one in the Lieutenant Governor's Office, as well as by student interns and citizen volunteers.

Since its creation in January, 1975, the office has responded to 6,786 (according to a May, 1976 report)

inquiries; and continuation of ombudsman services was guaranteed for fiscal year 1977 in the Executive Budget.

A similar services is available in the City and County of Denver through its Citizen Response Office which has handled more than 5,000 citizen inquiries between February, 1975 and May, 1976. Staffed by two professionals and three secretaries, this office also has been funded for the fiscal 1977 year.

d. Integrity in Government: The Colorado Senate adopted a code of ethics during the 1972 session. The code incorporates such areas as conflict of interest, undue influence and voting. The members of the Senate are responsible for enforcement of the code. The House also has a code of ethics which primarily requires a limited financial disclosure statement. This was amplified and strengthened by the citizen-initiated Colorado Sunshine Act of 1972 (CRS 24-6-101). The Sunshine Act contains three major sections: 1) public disclosure law; 2) regulation of lobbyists; and 3) open meetings. Two recent attempts to extend this Act to local units of government have been unsuccessful. The Open Meetings Law (CRS 1973, 24-6-402 (1) states,

"All meetings of two or more members of any board, committee, commission, or other policy-making or rule-making body of any state agency or authority or of the legislature at which any public business is discussed or at which any formal action is taken by such board, committee, commission, or other policy-making or rule-making body are declared to be public meetings open to the public at all times, except as may be otherwise provided in the constitution."

The City Council of Boulder also has its own Sunshine Ordinance, as have one or two other units of local government. This requires disclosure of council candidates' places of employment, source of income and real estate investments within geographical areas under consideration. It also requires candidates to report the name, address and occupation of anyone who donates \$25 or more to a campaign and an accounting of campaign expenditures.

III-C-2 - PREVENTION

C-2. Prevention

Crime prevention is generally referred to as a "proactive" means of reducing criminal opportunity. This, in contrast to current "reactive" strategies, provides the means and alternative to deal with ever-increasing crime rates.

Viewed from a law enforcement perspective, crime prevention originated in Robert Peel's Metropolitan Police Act of 1829. Within the basic objectives of law enforcement, Peel cited the need for crime prevention activities as a major function of police organizations. By implementing required positive police performance, England became instrumental in the development of a widely accepted modern definition of crime prevention:

"Crime prevention is the anticipation, recognition and appraisal of a crime risk and the initiation of action to remove or reduce it."

Through the development of these techniques, England began a national crime prevention campaign during the 1950's and 1960's. Law enforcement officers were trained in specific crime prevention techniques. The program which took place in Stafford, England represented the first time law enforcement officers were given skill training in this specialized area.

In an attempt to realize the maximum results available through the implementation of this crime prevention program, efforts were launched to involve all private and public sectors within each community. Crime prevention panels were established to enlist the support of all sectors within society and working together with them to accomplish a common goal. This effort

proved successful and has now been adopted by many communities throughout the United States.

In attempting to improve the effectiveness of law enforcement services within the United States, many law enforcement agencies have developed and implemented a strategy of crime prevention. Through techniques eliminating desire, opportunity and ability, law enforcement officials are attempting to regulate criminal activity before it occurs. Through the adoption of a "proactive" philosophy by law enforcement administrators, all department personnel can better realize the importance and significance of these crime prevention activities.

In attempting to meet the needs of the total community, law enforcement personnel must make every attempt to involve citizens through education and action. The positive results of this philosophy can be directly related to improved community relations, citizen participation and risk avoidance.

In addition, law enforcement officials should be aware of potential benefits such as the adoption of security provisions within building ordinances, target hardening techniques and loss reduction. When effectively implemented, these procedures can develop means of reducing or eliminating potential criminal activities.

In reviewing this strategy and its implementation, the term "community crime prevention" comes into context. This approach of "total involvement" ideally utilizes all sectors of society working together to accomplish a common goal. The

resulting interaction of both formal and informal structures within the criminal justice system provides practitioners with an added resource in the development of a comprehensive preventative strategy. Through the use and involvement of service organizations, civic groups and individual volunteers, the implementation of a cooperative approach can be realized.

The Division of Criminal Justice provides federal fund resources to both local and state units of government operating various levels of crime prevention activities dealing in all aspects of crime prevention from reduction of burglary and robbery loss to Organized Crime Strike Force efforts and consumer fraud operations. These functions are generally under the administrative control of local law enforcement agencies although consolidated units of county and state government are also presently receiving funding.

a. Law Enforcement:

Financial Resources: Existing data indicate that a total of \$3,004,287 was allocated in 1975 through federal and local matching funds for the operation of crime prevention programs within the state. These 16 projects encompassed active, passive and consumer protection efforts directly associated with prevention. In addition to these figures, many local law enforcement agencies such as Lakewood, Aurora and Northglenn, presently provide crime prevention services through funds obtained in their general operating budgets.

Human Resources: Due to the increasing importance currently being placed on crime prevention functions within

local law enforcement agencies, it is difficult to determine the number of sworn and civilian personnel presently serving in this capacity.

Many officers throughout the state have attended both basic and advanced training schools at the National Crime Prevention Institute in Louisville, Kentucky. Once having obtained the specialized skills in prevention techniques, they have been instrumental in the development and implementation of programs within their local law enforcement agency. Through the development and implementation of a proposed regional crime prevention program in the Denver metropolitan area, greater exposure to crime prevention education and techniques will be available to all department personnel. In addition, provisions are presently being reviewed by the Colorado Law Enforcement Training Academy and Outreach Program to provide basic introduction in this specialized area for all participating personnel.

Through the implementation of this "in-service" training approach to crime prevention education, greater involvement and support will result from all law enforcement officials. This is the key element to a successful program supported at all levels within the agency.

Crime prevention services presently being performed by trained civilians and officers involve areas such as target hardening, Operation Identification, Neighborhood Watch and saturation patrol. In addition to these "active" tactics, passive techniques employed by Special Crime Attack Teams (SCAT) have also proven beneficial in reducing the total incidence of criminal acts.

Through the development of consumer fraud divisions in several district attorneys' offices throughout the state, citizens are being protected from illegal acts perpetrated by private business. This is another attempt to prevent and prosecute illegal activity before it involves vast numbers of the community. Efforts are also continuing in the field of organized crime through the Attorney General's Organized Crime Strike Force, another attempt to protect the innocent consumer from those involved in high level illegal transactions which not only affect the cost but availability of goods and services.

b. Use of Civilian and Reserve Personnel:

Due to the ever-increasing workload and performance levels placed on sworn law enforcement officers, administrators have continued to employ more civilian personnel to perform many supportive duties. These employees are able to relieve generally higher paid and trained officers of duties such as parking enforcement, clerical, and numerous other staff duties providing for a true cost savings within the agency's total operation.

Many municipal and sheriffs' departments have also created or continue to use an auxiliary reserve force to supplement their daily operations. This additional source of manpower provides agencies with volunteer civilians who work in conjunction with sworn members of the agency. These groups generally perform such duties as search and rescue, traffic control and direction and general patrol functions.

These units are usually self supporting because members supply and donate their time and equipment when performing law enforcement duties. This additional manpower has proven extremely beneficial to smaller agencies throughout the state. In many cases they do not have the tax base or operating budget to afford adequate police community protection. Although training is not required for members of these reserve units, many agencies provide for both formal and "in-service" training before civilians are commissioned.

III-C-3 - DETECTION AND APPREHENSION

C-3. Detection and Apprehension

Detection and apprehension, as processes, are concerned with establishing that a crime has been committed, that certain person(s) are responsible for the crime, and that probable cause exists to take that person(s) into custody. This process is the point of entry for matters handled by the criminal justice system. The effectiveness of the process depends upon the effectiveness and availability of law enforcement manpower, technology and organization.

In early spring 1975 and late winter of 1976, the Division of Criminal Justice and regional criminal justice planners conducted statewide surveys of law enforcement agencies. A significant finding was the fact that 41% of Colorado's law enforcement agencies do not have staffing levels or resources to provide 24-hour per day, 365 days per year service to their jurisdictions. The survey findings also disclosed that a large number of municipal and county jurisdictions maintain separate law enforcement agencies for which funding is tenuous. Of the 184 local law enforcement agencies surveyed in 1975, 27 agencies or 13% provide police services to 84% of the state's population. In other words, 179 law enforcement agencies serve only 16% of the state's population (based on population estimates for July 11, 1973). These figures indicate the scattering of manpower and financial resources throughout many areas of the state. Small agencies predominate. The 1975 survey reflected 68% of the

184 agencies responding had staffs of 15 or fewer fulltime sworn personnel. Currently available information indicates that this proliferation and fragmentation of law enforcement agencies continues relatively unchanged.

a. Alternate Policing Models: Through analysis of 184 responses to the 1975 survey, on-site visits and personal interviews, it has been established that most Colorado law enforcement agencies have a hierarchical organization and management structure similar to the military model. The organizational structure usually is one of specialization, with like tasks or functions under the same unit(s), and with military ranks and/or titles assigned. The organization relies heavily upon authority and formal structure to accomplish objectives and goals.

A few agencies are seeking other organizational structures as a way of improving the use of their personnel. The term "alternate policing models" denotes methods of deploying and utilizing manpower resources which depart from the traditional styles of community policing. These new methods give officers greater latitudes of authority in their work. In recent years, alternative models of policing have been given such titles as "team policing", "community sector policing", and "crime control team policing." Whatever the nomenclature, the program focuses on the delivery of "full service" policing by combining all line operations of patrol, traffic and investigation into a single group under common

supervision, forming "full service teams" composed of generalists and specialists; and the fixed assignment of a team to a geographic area.

Alternate policing models are most useful in large law enforcement agencies of 100' personnel or more and medium-sized agencies of 35-40 or more personnel. Law enforcement officers in the smaller agencies are already generalist-specialists, performing a varied role of service out of necessity.

Alternate policing models, as described, have not been widely used in Colorado. The Lakewood Department of Public Safety experimented with a geographic team policing operation; however, the program was abandoned in 1971 and replaced with a combination of patrol watch teams and "Neighborhood-Agent Interaction Teams." Lakewood found the model "better in theory than in practice."

The Boulder Police Department received LEAA discretionary funding for a team policing project to apply the concept on a city-wide basis from July, 1975 to July, 1976. The city is divided into three team areas. The Colorado University Police Department participates in the project. This project has to date provided some limited experience of improvement over the Lakewood experiment.

Data suggest that there are few, if any, law enforcement personnel involved in formalized alternate policing programs within the state and no additional project

applications have been generated by DCJ involving funding on behalf of local agencies for this concept.

b. Crime Reporting: Crime reporting in Colorado is presently left to the discretion of some 240 local law enforcement agencies in the state. Since there are no accepted standard statewide requirements for crime reporting, the extent of local reporting varies substantially. Forms currently in use range from a single page containing almost entirely narrative material to several pages requiring detailed "check the box"- "fill in the blank" type responses. Processing of crime report information is commonly performed manually or, in the case of some of the larger metropolitan departments, on a mechanized or semi-automated basis.

A second phase of development of state-wide Uniform Crime Reporting (UCR) is presently underway in Colorado. This project, developed as a component of the Colorado Comprehensive Data System (CDS), is directed by the Colorado Bureau of Investigation and administered by the DCJ from federal discretionary fund sources. This UCR system development seeks automation of statistical data on crime incidence and disposition of criminal cases by crime classification. The project seeks implementation of uniform and standardized data reporting, classification, and analysis format. The UCR development offers, through simplified reporting formats and techniques, the automation and uniform compilation of

data for basic crime and management analysis (please refer to C-12 - . . . "Systems Development" of this section for more specific detail related to UCR development).

Standard 4.5 of the Colorado Commission on Criminal Justice Standards and Goals 'draft states, "Every law enforcement agency shall, as a minimum, participate fully in the Uniform Crime Reporting program." Existing legislation in this state assigns the responsibility for compiling UCR type data to the Colorado Bureau of Investigation (CBI). The flow of data to CBI began during late 1975 and early 1976 under the UCR program. This data flow will be compiled and statewide summaries, in aggregate, will be made to the Federal Bureau of Investigation for incorporation into the national UCR system. The Colorado UCR effort, as envisioned, will expand the existing FBI report to include such factors as Part II offenses, time of day, day of week, geographic location, incident characteristics, incident consequences, and offender characteristics. Indeed, Standard 4.6 from the Colorado draft Standards Report addresses specific minimal data requirements for an acceptable UCR program in Colorado.

Minimal crime reporting requirements have also been defined in the Colorado Criminal Justice Comprehensive Data System (CDS) volumes completed in January, 1975.

The efforts of a Law Enforcement Records Task Force over the past several months have led to the development

of a set of standard law enforcement report forms proposed for statewide use. The task force, comprised of selected law enforcement officials and a representative from the Division of Criminal Justice, has been operating under the direction of Colorado's major law enforcement organizations. The standard forms are being considered by these law enforcement organizations and are currently being tested for statewide adaptation. These forms provide the basis for the Colorado UCR program.

A total of three years of LEAA funding are anticipated for the Colorado UCR program, after which time the state should pick up full support of the program.

c. Crime Analysis: Crime analysis is a dynamic, systematic process directed towards predicting criminal trends for the purpose of reducing crime in a cost-effective manner. The process involves the collection, analysis and dissemination of crime data in support of law enforcement operations. While probably every law enforcement agency in Colorado performs some kind of crime analysis function, the level of sophistication differs markedly. The process may range from an individual applying logic to a simple set of facts to a specialist applying sophisticated analytical techniques to available facts.

Formal crime analysis units have been supported by LEAA funds in Colorado's three SMSA areas. With the addition of two more SMSA's (those of Weld and Larimer

Counties) high crime incidence area crime analysis capability will have to be expanded.

Colorado Springs has currently in operation a 15 man Special Anti-Crime Squad (SACS) concentrating on the crimes of burglary and robbery. A crime analyst collects and analyzes all crime data weekly and disseminates this information to the Anti-Crime Squad. All collection, storage and analysis is presently accomplished manually.

The Pueblo Police Department has a crime analyst who collects and analyzes crime data and disseminates this information to a 14 man Special Operations Section. Three basic reports are disseminated weekly on burglary, robbery and auto theft. These reports include a crime summary, suspect description report and a persons in custody report. The entire process is currently performed manually.

Denver's Special Crime Attack Team (SCAT), now in its fourth year of operation, has focused on the crimes burglary and robbery. The team is supported by a sophisticated crime analysis unit utilizing a semi-automated environment to perform its crime analysis functions.

The Denver region (Region 3) also enjoys the service of a crime analyst providing assistance to law enforcement agencies in Arapahoe County in conjunction with the Arapahoe SCAT Unit. Again, emphasis has been placed on the crimes of burglary and robbery.

d. Law Enforcement Communications: Law enforce-

ment communications, as a function, is concerned with the transmitting of information substantive to deployment of police services. The components of law enforcement communications presently are telephone, command and control operations, and radio communications systems utilizing varying degrees of complexity, technology and sophistication.

In addition to federal law and regulations governing the overall use and operation of electronic communications media, the state provides overall coordination of frequency allocations and regulation of those utilities providing public communications services within its borders.

The Colorado Division of Communications has authority over all state agency communications services. This division serves in an advisory capacity to state and local units of government in operations planning and development. These services include:

- State agency system planning, design and development.
- Local agency system planning, design and development.
- Spectrum coordination and management.
- Telecommunications engineering.
- Equipment procurement including specifications development and testing.
- Engineering maintenance.

Local units of government are not mandated by state constitution or statutory provisions to conform to state-

wide authority or direction of communications planning or implementation programs. As a consequence, no organizational structure exists specifically to implement systems development strategies in the state.

Currently available data indicate that 57 multiple service dispatch centers exist in the state. These multiple service centers provide a varying degree of command and control services for law enforcement, fire, ambulance and local government agencies. Of these centers, 52 serve areas in excess of 200 square miles, four provide 50 to 200 square mile service areas, and one serves an area less than 50 square miles. Two centers utilize a 911 telephone service and two agencies operate modified 911 dial-in services. Four centers provide single 7-digit emergency call number service. In addition, there are 27 other dispatch centers of which 25 serve areas less than 50 square miles and two serve areas greater than 200 square miles. Each of these centers provide fire, ambulance and local government service as required. Only one of these centers has a 7-digit emergency call number service. None of these systems at the present time are computer aided; however, four agencies in the state are planning to develop computerized dispatch assistance.

At the present time, 58 individual telephone companies serve the state. Of 184 1975 law enforcement survey questionnaires returned, 32.7% reported availability of one

incoming call line, 35.6% reported two to three incoming lines, and 31.7% reported four or more incoming lines available to the public. Law enforcement radio frequency utilization reported by these same agencies revealed that 45.2% used one frequency, 16.5% used 2 frequencies, 31.5% used three or more frequencies, while 6.7% indicated no response. Frequency utilization includes low VHF, high VHF and UHF spectrum areas dispersed as follows:

VHF (low band)	8
VHF (high band)	36
UHF (450 & 460 MHz)	26

Colorado has a frequency plan developed and maintained by the Division of Communications. This plan which has been computerized to facilitate allocations, recommends band utilization but not specific frequencies for law enforcement agencies in the state. Police-only and local government frequency assignments are made to law enforcement agencies by the state frequency coordinator who, on occasion, recommends specific frequency uses not in conflict with the state plan. The state operates a backbone microwave system which incorporates intercity dedicated telephone lines, mobile repeater links, interagency coordination circuits, radio control links, and telephone backup. This system includes emergency power systems and circuit re-routing. This system is not a dedicated law enforcement network, however, it does provide priority operations to law enforcement circuits.

Interagency agreements have been negotiated by law enforcement agencies and local governments in the state as follows:

- Cooperative dispatch agreements between different political entities-----35
- Cooperative dispatch agreements between different agencies of the same political entity-----7
- Interjurisdictional pacts for the purpose of radio equipment facilities-----28
- Contract law enforcement service agreement-----7

Financial Resources: The present operating costs for the Division of Communications is approximately \$2,312,000 which includes \$944,263 for personnel; \$41,721, capital outlay; and \$34,136, operating. Police service system improvements has been allocated \$423,048 which includes microwave equipment replacement.

Cost expenditures at local levels of government for communications services are unknown. Uniformity among line item budget categories do not exist and as a consequence, cost estimates for law enforcement communications are not possible. Allocations totalling \$468,658 were made to communications from LEAA sources during the last fiscal year.

Human Resources: The Division of Communications, under the Department of Administration, presently employs 57 full-time professional, technical, and clerical personnel. These positions range from clerical and communications technicians

through registered professional engineers. Salaries for these positions range from \$737 to \$1,408 per month for technicians to \$1,408 to \$1,982 per month for the senior communications engineer.

The twenty-four hour per day operation of law enforcement communications requires an approximate minimum of 420 dispatch personnel. Of these, 125 are employed by the Department of Highways and assigned to the State Patrol. Salaries range from \$628 to \$1,250 per month (\$7,536 to \$15,000 per year) for patrol dispatch personnel and \$280 to \$1,250 per month (\$4,260 to \$15,000 per year) for dispatchers serving local law enforcement agencies. Personnel qualifications include appropriate FCC licensing and standard background investigations at entry level. State dispatchers are civilian personnel governed by the state personnel board. No accurate information is available regarding local dispatch personnel qualifications. They are known to range from basic peace officer certification to minimal civilian clerical abilities.

Services Provided: The communications function provides the basic framework upon which citizen access, command and control, and service delivery activities are coordinated. Timely and reliable communications depend upon the dispatch functions for transfer of information along many systems of telephone to radio to computer/teletype terminal, to manual and automated records, and so on. The 1975 survey data

received from 184 law enforcement agencies reflected a wide range in number of calls for service and dispatches throughout the state. As an example, the survey showed a range of from 1 to 290 calls on UCR Part I offenses. This rate per month has increased since the 1975 survey by an estimated 11.6%. The wide range of calls and dispatches is attributable to environments which vary from the extremely rural to highly urbanized communities served by law enforcement agencies throughout the state. The adequacy of facilities and availability of resources range from virtually none at all to highly sophisticated centers with multiple position and selective control features housed in new and modern structures.

e. Special Operations:

(1) Organized Crime: Activities in this area of law enforcement focus upon the investigation and successful prosecution of members and associates of the highly organized, disciplined criminal cartels which supply illegal goods and services and engage in other criminal acts and conspiracies for profit. These activities include but are not limited to gambling, prostitution, loansharking, narcotics, labor racketeering, bribery, corrupt business practices, profit skimming, fencing of stolen goods, fraud, burglary, arson, and theft. Associated crimes have included assault, threats, and homicide.

The constitutional and statutory provisions which

empower law enforcement to do its job in Colorado still do not specifically address organized crime on a statewide basis. Statewide efforts to control this kind of crime are based upon an executive order which establishes an Organized Crime Advisory Council. Members serve at the governor's pleasure. The statewide authority of state and local law enforcement is generated by the executive order. Operating under policy established by this Council is a group known as the Organized Crime Strike Force (OCSF) made up of statewide personnel with demonstrated expertise in investigation, intelligence, prosecution, and finance. The OCSF represents a pooling of resources to combat organized crime in Colorado, since no one agency in the state has the varied skills required to pursue the extensive investigations and intelligence operations alone.

The Strike Force has a project director who works directly with the Organized Crime Advisory Council. The specific membership of the Strike Force includes the Colorado Attorney General, the Colorado Bureau of Investigation, the Colorado District Attorneys Association, and representatives from among Colorado chiefs and sheriffs. From this construct and the powers and duties given peace officers from the statutes, statewide jurisdiction is derived.

The OCSF operation has a staff of 22 personnel. Present budget expenditures total \$305,363, of which \$169,363 is received from Part C block funds and \$136,000 is appropriated

as matching funds by the Colorado legislature. Private sector resources are virtually nonexistent. State and local law enforcement agencies have made substantial manpower contributions, however, no data are available on a case by case basis as to the value of these contributions.

(2) Consumer Fraud: The consumer fraud protection activities carried out by criminal justice agencies focus upon economic crime. Economic crime includes such crimes against consumers as the sale of unmerchantable goods, theft by deception, false weights and measures, and fraud in the sale of goods and securities. Often a relationship exists between organized crime activity and consumer fraud, particularly when such fraud is found to exist in major proportion over wide areas of the state, and to involve the investiture of major resources such as manpower, organizational control and financing.

Jurisdiction: Colorado's Criminal Code statutes on consumer fraud and economic crime address a wide range of criminal activities which include but are not limited to theft by deception, theft of rental property, fraud in effecting sales, unlawful activities concerning the selling of land, bait advertising, criminal usury, and securities law violations.

Police and prosecutorial functions for consumer fraud matters are included in the overall service delivery responsibilities of local units of government. Jurisdic-

tional response is made through the over 206 sheriff's and police agencies and the district attorneys of the 22 judicial districts of the state. Operational relationships and general coordination among these agencies are accomplished informally. Constitutional or statutory authority does not exist giving statewide responsibility or jurisdiction for consumer fraud matters to any one agency. Criminal consumer fraud matters are related to the police powers of local and state agencies, as with any other criminal investigatory, arrest and prosecutorial responsibility.

Organizational Structure: There is no formal organizational structure within the state which is specifically charged with statewide responsibility for investigation and prosecution of consumer fraud/economic crime offenses. For the past year, an areawide approach has been operating under the management of the five metropolitan district attorneys of the greater Denver metropolitan area--Denver, Boulder, Arapahoe, Adams, and Jefferson counties. Close coordination of the project with the Office of Consumer Affairs of the State Department of Law is maintained. The attorney general's powers include subpoena and injunction on a statewide basis, however, those powers do not extend to criminal matters. The preventive effects of criminal prosecution do not exist beyond the scope of individual or combined local law enforcement efforts. These are not only jurisdictional issues but apply to the organizational

structure of police and prosecutorial agencies.

Financial Resources: Locally generated funding specifically for consumer fraud operations totaled \$76,486 during the 1975 fiscal year. This figure does not include funds which may have been expended throughout the state on consumer fraud investigations and prosecutions for which no data are available. Federal LEAA funds totaled \$92,894 for the same time period. Funds from the private sector are virtually non-existent save for the ongoing Better Business Bureau and related community/business/commerce activities which are referral rather than investigative in nature and which focus upon information gathering and dissemination.

Human Resources: As previously noted, no data exist on the proportion of activities in the state which criminal justice agencies devote to specific criminal consumer fraud matters. The metropolitan unit continues to operate with approximately 20 personnel.

Services Provided: The objectives of this special area of law enforcement are to investigate and prosecute economic crime and to assist the victims of economic crime on an areawide basis. Although intermediate and long range objectives call for expansion of these activities throughout the state, present support is limited to the Denver metropolitan area. The workload of this unit has been heavy and based upon past experience, a minimum of 7,500 complaints is forecasted to be processed during the present fiscal year.

f. Criminal Investigation: The courts limit police authority in criminal investigation. The balance between individual rights and the manner and extent of police investigation is such that a simplistic definition is virtually impossible. The police investigative process seeks to establish the facts of an alleged criminal act. This process involves aspects of fact gathering which range from interrogation to the most detailed examination of physical evidence. Criminal investigation is restrained by the individual's rights to due process under law. A host of court decisions at both the state and federal levels determine on a virtually case by case basis, the extent to which facts derived from the investigation may be entered as evidence in the criminal proceedings.

Criminal investigation activities are carried out by both state and local law enforcement agencies in Colorado. Sworn personnel of these agencies are authorized under the Criminal Code and Rules of Criminal Procedure to carry out the tasks which lead to the presentation of evidence in the courts of Colorado.

Criminal investigation activities occurring at the state level are carried out by the Colorado Bureau of Investigation. CBI is authorized by statute to assist local law enforcement agencies upon request or upon direction of the governor. Other areawide or statewide criminal investigation activities are addressed in Chapter III, Special

Operations. Authority to conduct criminal investigations generally follow but are not limited to the jurisdictional area limitations of the powers of arrest (see Section h, "Criminal Arrest"). Coordination between various local and state level agencies occurs on a case by case basis and usually depends upon the location of witnesses, suspects and related evidence.

Organizational Structure: There is no single organizational structure for the investigative function. Local agencies in Colorado vary from one man structures to highly complex organizations like those in the metropolitan areas of the state, which have specialists to investigate particular crime categories. Of the 52 responses from sheriffs and 132 police and marshals to 1975 queries regarding size and structure of local agencies, 50% reported having more than ten commissioned personnel and having some dedicated in-house criminal investigative capability. Some 41.3% had five or fewer commissioned personnel. Officers in these agencies are serving by necessity in the most general law enforcement roles. The burden of their criminal investigation is either handled by the limited personnel available or by outside assistance called upon from neighboring jurisdictions or the CBI. As indicated previously in this chapter, agencies in 1976 reported that only 14.8% of investigative personnel were trained in investigative skill subjects.

The Colorado Bureau of Investigation can offer administration, investigation, information system support (Colorado Crime Information Center) and the crime laboratory, each of which is managed by an agent in charge who is responsible to CBI's director. CBI is designed to provide investigative assistance to agencies requesting its services.

Financial Resources: The 1975 data from 184 reporting local law enforcement agencies throughout the state were insufficient to estimate the financial resources expended upon the criminal investigations either in terms of salary costs or real costs associated with expenses incurred in carrying out criminal investigations.

Operational costs estimated to be incurred by CBI for the present fiscal year exceed \$3,470,347. This amount, including general and augmenting funds, will provide investigative services, crime laboratory operations and internal operating costs to operate the Colorado Crime Information Center and do not include federal funding for the CCIC. These funds were authorized for expenditure from general fund appropriations to CBI.

Human Resources: Local law enforcement survey data indicate that of 184 reporting agencies with 4,484 commissioned fulltime positions, 55 agencies reported that 579 investigator/detective personnel were assigned to criminal investigation during the past year.

Peace officer personnel qualifications are set forth by CRS 1973, 24-32-607. Individual competence is one criterion, although underfined for selection of investigators. Minimum education, training/certification and basic entry level requirements are stipulated in CRS 1973, 24-32-606.

Salaries range from approximately \$400 (\$4,800 per year) to \$1,750 per month (\$21,000 per year) with higher salaries found in the urban area of the state. Only limited information about personnel policies on recruitment, selection, promotion, incentive, career development, sex and ethnic ratios, and retention is available.

Services Provided: Local law enforcement agencies usually do not maintain accurate estimates of their investigative workload. The 1975 questionnaires returned by 184 local law enforcement agencies showed that forty-seven, or 25.5% of the reporting agencies indicated 91 - 100% of criminal investigations are one man assignments. These assignments are distributed in such a way that of 68 agencies, 84.8% reported that less than 30% of total agency staff time is spent on investigations related to Part I crimes. Some 70.3% of the agencies reported that 40% or less of total stafftime was spent on Part II related offenses. The remaining percentage of the investigative work is devoted to investigation of serious traffic offenses and other non-Part I and Part II matters. Even though the UCR workload is not known, extrapolations from available UCR data indicates

that clearance rates for Part I and Part II offenses continue to be approximately 20%.

The Colorado Bureau of Investigation anticipates that a 50% increase in workload for investigations related to Part I offenses will occur during the present year. This workload will be distributed among CBI's investigative staff which has been reduced by 3 fulltime employees. This will require well over eight hours/day per investigator. This figure will not include travel time, time spent for court testimony or case preparation time. Most of CBI's workload came from assisting local law enforcement agencies in criminal investigation proceedings with the remainder of CBI staff time, equivalent to one agent fulltime, assigned to the Organized Crime Strike Force, described in this section "Special Operations."

Facilities available to both state and local agency investigators range from the most sophisticated forensic laboratory equipment and office space to virtually nothing, as frequently occurs in field investigations.

g. Legal Assistance: Legal assistance refers both to the "in-house" attorney assigned fulltime as assistant to a law enforcement agency, and to the assistant district attorney "specially designated" to a law enforcement agency. The latter provides legal assistance for special anti-crime

operations, such as the preparation of search and arrest warrants and Special Crime Attack Teams (SCAT) programs. The "in-house" attorney serves as the law enforcement agency's full-service advisor on policies and procedures, the development of training programs as well as acting as liaison with prosecutors and courts. The spectrum of services provided by the "in-house" attorney would otherwise be the responsibility of the local district attorney, who generally has neither time nor manpower for daily law enforcement problems.

Legal assistance, as described above, is provided by two municipal law enforcement agency legal advisors, one serving the Denver Police Department and one serving the Lakewood Department of Public Safety. In addition, two assistant deputy attorneys general are assigned to the Department of Law's Organized Crime Strike Force, and one assistant district attorney is assigned to the Arapahoe County Special Crime Attack Team (SCAT). The remaining Colorado law enforcement agencies must rely heavily upon resources of the district attorney's office in their judicial district.

Resources: In addition to the legal personnel mentioned above, these operations generally include clerical support personnel. The legal advisor salaries continue to range from \$17,000 - \$21,000 with qualifications stipulated as admittance to the Colorado Bar, knowledge of criminal law

and prior civil and criminal experience. The legal advisor program serving the Lakewood Department of Public Safety has a budget of \$29,109: Part C block funds of \$17,464 matched by local funds of \$11,645. The Denver Police Department's legal advisor is part of the municipal police budget. Both deputy attorneys general assigned to the Organized Crime Strike Force are budgeted as members of the State Attorney General's staff. The assistant district attorney assigned to the Arapahoe SCAT project is supported by the budget of the county district attorney, not from the \$90,509 Part C block grant funding the project.

h. Criminal Arrest: "To deprive a person of his liberty by legal authority. Taking, under real or assumed authority, custody of another for the purpose of holding or detaining him to answer a criminal charge . . .** The term "Offense" is defined "The terms 'offense' and 'crime' are synonymous and mean a violation of, or conduct defined by, any state statute for which a fine or imprisonment may be imposed." in CRS 1973, 18-1-104(1). Criminal arrest will be discussed as it applied to violations of state law under Colorado statute. Arrests, under CRS 1973, 16-3-101 (1) may be made on any day and at any time of day or night. Statewide jurisdiction the exercise of "all necessary and

* Note -- this definition is from Black's Law Dictionary, 4th Ed. Rev. West Publishing Co., 1968 p. 140. The Colorado statutes do not address by specific definition the term arrest but rather specify jurisdiction and limitations of arrest powers.

reasonable force" in effecting an arrest including entry into buildings and properties. The legality of arrest depends on the merits of each case in which arrest occurs and judgment is made upon its validity by police management, the prosecutor and the courts. The operational definition of arrest is implied by the act of exercising authority (real or assumed) to take custody of a person for the purpose of holding or detainment to answer a criminal charge. This exercise of arrest powers is characterized by judgments concerning appropriateness of action weighed against the merits of the case and the validity of the arrest based upon legal process or probable cause. In brief, criminal arrest is a highly complex function of police personnel.

Peace officers, by statutory authority (CRS 1973, 16-3-102), may arrest a person when possessing a warrant commanding the arrest of such person; when any crime has been or is being committed in the presence of the officer; or when the officer has probable cause to believe that an offense has been committed by the person to arrested. In CRS 1973, 16-3-104 (2) powers of arrest extend to peace officers from other states when such officers have powers of arrest in those states, and when they are in fresh pursuit of the person to be arrested. CRS 1973, 16-3-201, extends powers of arrest to private persons "when any crimes have been or are being committed in the presence of the person making the arrest". Jurisdiction

of arrest also extends to private citizens when they are commanded by a peace officer to assist him in making an arrest. In such instances, the person so commanded has the same authority as the officer issuing the command and is not civilly or criminally liable for any reasonable conduct given in aid of or by direction of the officer in the arrest.

The term 'peace officer' is defined by CRS1973, 2432-603 (4) "any undersheriff, deputy sheriff, other than one appointed with authority only to receive and service summons and civil process, police officer, state patrol officer, town marshal, or investigator for a district attorney or the attorney general who is engaged in fulltime employment by the state, a city, city and county, town, judicial district, or county within this state." Authority to effect an arrest by a peace officer primarily resides within the jurisdictional boundaries of his city and/or county in which the authority of his appointment and commission resides. It is not uncommon for town marshals and city police officers to be commissioned as deputies by the county sheriff or by neighboring city and/or county marshals, chiefs or sheriffs.

Financial Resources: No information is available regarding the cost of the arrest functions throughout the state. Such costs are absorbed in the various operational budget expenditure categories of state and local law enforcement agencies.

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Human Resources: Each criminal arrest effected by summons, complaint, information, warrant, or indictment requires the expenditure of human resources in carrying out the arrest function. However, there are no available data on the number of man hours required or available to completely fulfill this function although the 1976 sampling indicates an approximate mean of 42 and 14 man hours to investigate Part I and Part II crimes respectively. (see Chapter III - B-1 "Law Enforcement")

Services Provided: General service to the community by the criminal arrest function is effected by bringing about the apprehension of alleged offenders and the bringing of these alleged offenders before the courts for disposition. A major aspect of justice and charge to the police is the apprehension of offenders and such rates of apprehension continue to serve as a measure of police productivity in the eyes of the community. UCR, the common source of data on criminal arrests for the past year (1975), is not available at the time of this writing. The 1974 UCR data reported of 100,576 total arrests for the year. Some 3,388 were for violent and 24,722 were for property crimes within the Part I classification. These figures do not indicate the re-arrest rates. Re-arrests frequently occur when an arrest is made, release given by bond or summons, and re-arrest becomes necessary due to the defendant's failure to appear for court proceedings.

III-C-4 - SYSTEM DIVERSION

C-4. System Diversion

System diversion generally takes two forms: 1) informal diversion, e.g., police lecture and release, conciliation of the underlying dispute by the police or district attorney, etc., and 2) structured diversion programs. A standard dictionary definition of diversion in this context includes "to turn in the opposite direction, to turn aside" (Webster's Seventh New Collegiate Dictionary, G. & C. Merriam Co., 1971, p. 244). The general purpose of diversion in the criminal justice system has two separate but related functions: to present an alternative to processing a particular individual through the traditional component of that system, and to attempt thereby to affect positively that individual's behavior in the future.

Diversion may occur at many stages of the criminal justice system, for example, at the pre-arrest stage, at the pre-trial stage, at the pre-sentence stage, and as an alternative to incarceration.

Diversion may be an exercise of legislative, executive or judicial jurisdiction. For example, the Colorado legislature has decriminalized public intoxication, thus diverting these former offenders from the criminal justice system in favor of treatment. The legislature also revised the statute dealing with marijuana, making it a

petty offense in cases of possession and/or public consumption of less than one ounce. This will effectively divert large numbers of persons from the system, through the use of a summons to appear in lieu of arrest, and decreased penalties.

Judicial involvement in the diversion process is manifested in two areas: deferred prosecution and in sentencing. The deferred prosecution statute (CRS 1973, 16-7-401), provides that "in any case the court may, prior to trial or entry of a plea of guilty and with the consent of the defendant and the prosecution, order the prosecution of the offense to be deferred for a period not to exceed one year . . ." If the defendant satisfactorily completes the term of probation supervision, the charges will be dismissed. (If unsuccessfully terminated, the defendant will be prosecuted on the original charge.) In practice, deferred prosecution is usually an agreement reached by the prosecutor and defense attorney which is presented to the court for its approval.

In sentencing, the diversion occurs in a relatively atypical manner. Under the deferred sentencing statute the court may withhold sentence pending completion of a term of supervision. Upon successful completion the original charges are dismissed. This is diversion in its generic sense of treating a defendant in a non-traditional

method while attempting to treat some underlying cause of criminal behavior. Deferred sentencing will be more fully discussed in the section on Sentencing. The other aspect of judicial diversion in sentencing is the use of treatment programs in lieu of incarceration where but for that particular program, the defendant would be incarcerated. This also will be discussed more fully in the section on Sentencing.

The executive branch, through the police and district attorneys and defense counsel are the most active participants in the diversion process. The police may exercise discretion in the decision to arrest, and this is informal diversion. In other situations the police may lecture and release or refer the individual to social service agencies. Even if an arrest is made, a police recommendation as to the charge and possible disposition has a significant impact on the future of that particular case.

The district attorney plays the crucial role in the bulk of diversion decisions. Prosecutorial discretion extends to the decision whether to file criminal charges, what charges to file and what disposition to recommend to the court, including deferred prosecution or any other diversion alternative which may be available. An informal system of "deferred filing" within a district

attorney's office is one means of referring arrestees for treatment through social agencies while maintaining some form of control over the individual. The deferred prosecution system, based upon the statute previously discussed, requiring judicial approval, relies upon the recommendation of the district attorney, with the consent of the defendant. While the defense attorney may be instrumental in initiating consideration of a particular defendant for deferred prosecution, it is the decision of the district attorney which starts the formal process moving.

In a generic sense, diversion is both a method of exclusion from the system and a treatment modality. However, informal diversion lacks the systematic follow-up which is a major component of the treatment modality of the structured diversion program.

Data collected from four Colorado district attorney offices indicate that, on the average, approximately 80% of the felony cases referred to the district attorney are filed upon, while for misdemeanor referrals the figure is around 85%. Estimates of felony cases rejected by the district attorney because of insufficient case preparation ranged from 1% to 8%, with a mean of 4%, with an estimated median rate of 5% for misdemeanors. It may be assumed that the balance of these cases are deferred

at the pre-filing stage by the district attorneys. In fact, estimates from reporting offices indicated that cases deferred ranged from 4% to 26%, with a mean of 12%. It therefore appears that pre-filing diversion is a universal phenomenon in district attorney offices. No accurate statistics are available to document the extent of police diversion efforts.

The actual method of diversion closely relates to the degree of formality and comprehensiveness of the follow-up mechanism. In those diversion decisions made by the police in the pre-arrest stage, there is little opportunity for systematic treatment and supervision. Even at the pre-filing stage, the district attorney offices generally do not have a formal program for regular treatment and supervision. At these stages the treatment and supervision are voluntary on the part of the individual, and although the district attorney retains the right to file the charges, as a practical matter, their supervision is quite limited.

Once the defendant has had criminal charges filed by the district attorney (s)he is now part of the formal legal system. Concomitant with this stage of formality, the process and method of diversion also becomes more structured. Once charges have been filed the district attorney must obtain court approval of the decision to divert. Diversion at this stage involves supervision

and treatment under either the probation department or a specific diversion program. A number of such diversion programs for adults and juveniles are presently operating in Colorado through district attorney offices. Although the programmatic content and procedures of these projects vary, they share a number of common objectives. Defendants are selected for potential diversion based upon facts relating to their present offense, prior criminal record and personal situation. The selection criteria may be highly structured or flexible, depending upon the attitude of the district attorney and the project objectives.

An example of an adult diversion project is one currently in its first year of operation in Jefferson County. The Adult Diversion Project is sponsored by the District Attorney of Jefferson County, Mr. Nolan Brown. This project employs a half-time deputy district attorney to screen all incoming cases for potential divertees. The selection criteria are objective and relate to the nature of the crime charged, prior criminal record and the personal problems of the defendant. Defendants who are interested in the project must waive certain rights to a speedy trial at which point the client is evaluated by the project staff and an advisory council for acceptability. Upon motion for deferred prosecution the defendant is placed under the supervision of the project for

twelve months. Treatment is offered in areas of alcohol and drug abuse, remedial education, employment counseling and psychological counseling. Clients who complete the twelve month period successfully, i.e., participate in the project and are not rearrested for a significant offense, are eligible to have the original charges dismissed upon the motion of the district attorney.

The above mentioned project is an example of a formal diversion program with an emphasis upon early selection and intensive rehabilitation efforts. Other programs are similar in their emphasis upon early selection and rehabilitation. However, most district attorney offices do not have such resources available to them and must rely on their local probation staff for supervision.

As the following chart indicates, all judicial districts but three used deferred prosecution, and the chart indicates the number of clients under deferred prosecution who were supervised through the probation staff. Although the extent of reliance on deferred prosecution varies among districts, it is obvious that deferred prosecution is relied upon by practically all district attorneys.

Exhibit
Cases Filed and Deferred Prosecution Cases
Supervised by Probation Staff, 1975

<u>Judicial District No.</u>	<u>Cases Filed</u>	<u>Deferred Prosecution</u>
1	770	51
2	2859	161
3	123	12
4	2003	60
5	127	7
6	118	4
7	95	-
8	622	30
9	139	13
10	555	6
11	133	16
12	107	10
13	164	10
14	110	-
15	100	2
16	131	12
17	671	3
18	839	31
19	583	71
20	498	25
21	139	-
22	48	5

III-C-5 - SYSTEM ENTRY

C-5. System Entry

a. Booking: No generally accepted legal description exists of the booking process as it relates to entry of alleged offenders into the criminal justice system. Generally, "booking" means the entry of descriptive data about persons arrested and charged with a crime into a permanent record and commonly involves the taking of fingerprints for precise identification. As a result of this criminal process (see Chapter 3, "Criminal Arrest") in Colorado, the booking process may occur both at the agency having jurisdiction of arrest and at the agency responsible for custody of persons charged. It is possible for both alleged and convicted offenders to be booked for crimes (felony and misdemeanor) but not violations of municipal ordinances----- which by Colorado Statute, are not defined as either crimes or misdemeanors (CRS 18-1-104).

In Colorado, the sheriff is designated as keeper of the county jail pursuant to CRS 1973, 27-26-102, furthermore, the statute requires the keeper of the jail to keep a daily record of the commitments and discharges of persons delivered to his custody. This record must contain, as a minimum, the date of entrance, name,

offense, term of sentence, fine, age, sex, citizenship and how/by whom committed and discharged. CRS 31-3-105 gives the same power that sheriffs have by law coextensive with the county in cases of violation of town ordinances for offenses committed within the town corporation limits. This same article, regarding cities, gives the chief of police powers and responsibilities similar to those given sheriffs in like cases. The statutes do not mandate establishment of jails in towns or cities. Where jails do exist, the keeping of records is required.

The recorded arrests from UCR data serve as the primary available indicator of the manpower required for the booking process. The UCR data for the past year are unavailable, so no estimation from this data is possible at this time. However, survey data from 43 responding sheriffs' agencies indicate that 281 deputy/correctional officers were authorized last year with 94.3% of the positions filled. The salary ranged from \$100 to \$1,611 per month (\$1,200 to \$19,332 per year) for these positions. Survey information indicates that 26.9% of these officers were trained in the receiving of prisoners, an area directly related to the booking process.

Survey information further indicates that an intake of 12,190 felony and 14,348 misdemeanor arrests was recorded during the past year by the 43 reporting agencies.

This intake included 230 transfers from the custody of other agencies. Additional transactions of 1,856 warrants and 876 court sentences were recorded as intake. Each of these transactions require various degrees of information entry into the records associated with the booking process. Additional records are often kept by the arresting agency, which contain all or portions of the information recorded at the county jail. In essence, it is often procedure for a person in custody to be booked more than one time for the same arrest -- once by the arresting agency and again by the intake officer at the county jail.

Booking responsibilities are but one function performed by officers in the field and custodial officers assigned to the jail. No data are available on the proportion of officers' time devoted to the booking process as compared to other job responsibilities and activities. Booking provides one major systemic service -- that of recording the personal data and circumstances of arrest and intake into the criminal justice process.

In Denver, the greater percentage of felony and misdemeanor arrests are initially processed through the city jail at 1347 Champa. The jail is on the fourth floor of the Denver Police Building. Here the arresting police officers turn over custody to the Denver Sheriffs Department which is in charge of processing and maintenance at the jail.

Unless the arrested party requires medical attention, the sheriff's deputies complete formal processing. This includes a search, photographing, fingerprinting, questioning for the arrest record, questioning for bond investigation, the signing of a receipt for personal property, assignment to a cell, and finally the locking up of the prisoner.

The "Prisoner's Arrest Record" is completed at the time of booking at the city jail. The report contains the prisoner's name, address, physical description, date and time booked, charge(s), date, time and location of hearing; personal property; and the name(s) of the booking officer(s).

Offenders found guilty of misdemeanors, and felons unable to post bond are committed to the Denver County Jail. Here, with the exception of the bond investigation interview, the booking procedure is similar to the City jail procedure. Each male prisoner committed to the county jail enters the facility through the receiving unit where his processing takes place. Cell assignments take place in the classification unit. Women are processed and jailed in the women's section.

With the completion of a new detention facility in Denver, there may be changes instituted in the booking procedures herein described. However, the description remains characteristic of booking procedures followed throughout the state.

III-C-6 - CASEBUILDING

C-6 Casebuilding

a. Filing and investigation: The Colorado statutes provide that "a criminal action for violation of any statute may be commenced in one of the following ways:

- 1) By the return of an indictment by a grand jury;
- 2) By the filing of an information in the district court;
- 3) By the filing of a felony complaint in the county court (the most utilized method generally);
- 4) Prosecution of a misdemeanor or petty offense may be commenced in the county court by;
 - I) Issuance of a summons and complaint;
 - II) Issuance of a summons following the filing of a complaint;
 - III) Filing of a complaint following an arrest;
 - IV) Filing of a summons and complaint following arrest". (CRS 1973-16-5-101).

The form of indictments and informations are also governed broadly by statute (CRS 1973, 16-5-201 and 16-5-202).

Upon filing a criminal action, the district attorney must also file with the court a written list of the names and addressess of the witnesses whom he intends to call at trial and who are then known to him. He must also furnish to defense before trial a list of additional witnesses to be called. However, this does not preclude the

prosecution from calling new witnessess at trial if he learns of them at trial. Also, if the defendent has not had or waived a preliminary hearing, the prosecution must file with the information an affidavit of some "credible" person verifying the information upon the personal knowledge of the affidavit that the offense was committed (CRS 1973, 16-5-203)

The prosecution may file an information in the court having jurisdiction of the offense, the court then enters an order fixing the amount of bail, if the offense is bailable, and the amount of bail is endorsed upon a warrant for arrest issued by the court. When a summons is issued instead of a warrant, no bail is fixed (CRS 1973,16-5-206)

Upon the return of an indictment by a grand jury, or the filing of an information, or the filing of a felony complaint in the county court, the prosecutor requests the court to issue a warrant for the defendant's arrest, or may request a summons be served upon the defendant. If a warrant is requested upon an information or felony complaint, it must contain or be accompanied by a sworn statement of facts establishing probable cause to believe that the offense was committed as alleged by the person to be arrested. In lieu of such sworn statement the information or felony complaint may be supplemented by sworn testimony of such facts, transcribed and signed under oath (CRS 16-5-205).

Except in cases of class 1,2, or 3 felonies, and unclassified felonies punishable by a maximum of more than

ten years, if an indictment is returned or an information, felony complaint or complaint has been filed prior to the arrest of the person named as the defendant (not the usual situation) the court, with the consent of the prosecution, may issue a summons commanding the appearance of the defendant in lieu of a warrant for his arrest. Failure to appear prompts the issuance of a warrant (CRS 1973, 16-5-206).

A summons may also be issued in lieu of a warrant for all petty offenses, class 3 misdemeanors and all unclassified offenses punishable by a maximum of 6 months imprisonment or less, except in certain circumstances enumerated by statute (CRS 1973, 16-5-207).

The statutes contain a general policy in favor of the issuance of summons instead of a warrant for arrest, excluding class 1, 2 and 3 felonies, and cases in which there is reasonable ground to believe that the defendant will flee the jurisdiction or fail to respond to the summons. The statute further states that the court "shall" issue a summons instead of a warrant where the prosecution so requests. However, in applications for either a summons or warrant the court may require the applicant to provide available information concerning the defendant's residence, employment, family relationships, past history of response to legal process and prior criminal record.

In cases where a preliminary hearing in county court on felony charges results in the defendant being bound over

and committed to jail, or recognized and held to bail, the prosecution has the duty to file an information in the district court. If the prosecution decides to not do so, it must file with the clerk of the district court a statement outlining the legal and factual reasons for not filing (CRS 1973, 16-5-208)

A judge of a court having jurisdiction of an alleged offense, upon the filing of an affidavit alleging the commission of a crime and the unjustified refusal of the district attorney to prosecute, may require the district attorney to appear and explain the refusal. If after a hearing the judge finds that the refusal was arbitrary or capricious and without reasonable excuse, he may order the district attorney to file an information and to prosecute or he may appoint a special prosecutor (CRS 1973,16-5-209)

Colorado law provides for the right of a preliminary hearing for all persons accused of a felony or a class 1 misdemeanor through direct information, complaint or felony complaint within a reasonable time. The purpose of this hearing is to determine whether probable cause exists to believe that the offense charged was committed by the defendant.

The procedural aspects of the above mentioned statutes are covered individually by the Colorado Rules on Criminal Procedure.

b. Prosecution: The casebuilding resources of

the prosecution are the police and sheriff departments, the investigators either employed by the district attorney's office or detailed to them, and the staff attorneys. Two of 16 district attorney offices responding to a recent questionnaire reported having no investigative personnel within their offices (see the section on System Resources, Prosecution, for a full description of the investigation capabilities of the prosecution). Six district attorney offices estimated the number of man hours required for investigation and preparation of cases for court. The mean figure for Part I offenses was 38 hours, and 15 hours for Part II offenses.

Estimates of the percent of total deputy staff time spent on various categories of cases varied considerably among offices, but the following are mean figures for eleven reporting offices: 23% for Part I crimes, 22% for Part II crimes, 37% for traffic offenses, 6% for enforcement of support orders, 3% for consumer fraud, 3% for welfare fraud and 6% on other matters. Also reported from seven district attorney offices were estimates of the percentage of cases referred to them by the police which were rejected by the prosecution because of insufficient case preparation. These estimates ranged from 1% to 3% for felonies, with a mean of 4%; the estimates for misdemeanors ranged from 3% to 50%, with a median of 5%.

Library resources are also a factor in case building for the prosecution, and two of fifteen district attorney

offices reported the complete lack of library resources within their office, while seven other offices viewed their internal library resources as being inadequate. However, all offices have access to the libraries of the court system.

A recent study entitled "Criminal Investigation Process" by the RAND Corporation (Rand, 1975) analyzed on a national scale current investigative practices and results. Based upon the goals of finding and apprehending offenders and gathering evidence for prosecution, the study of police investigation resources made the following conclusions among others:

1. Differences in investigative training, staffing, workload and procedures appear to have no appreciable effect on crime, arrest or clearance rates.

2. The method by which police investigators are organized cannot be related to variations in crime, arrest or clearance rates.

3. The single most important determinant of whether or not a case will be solved is the information the victim supplies to the immediately responding patrol officer.

4. Most police departments collect more physical evidence than can be productively processed.

5. In relatively few departments do investigators consistently and thoroughly document the key evidentiary facts that reasonably assure that the prosecutor can obtain

a conviction on the most serious applicable charges.

6. Police failure to document a case investigation thoroughly may have contributed to a higher case dismissed rate and a weakening of the prosecutor's plea bargaining position.

7. Crime victims in general strongly desire to be notified officially as to whether or not the police have solved the case, and what progress has been made toward convicting the suspect.

One relevant recommendation of the study was to place post-arrest investigations under the authority of the prosecutor.

Obviously the abovementioned study, like all pieces of social research, is subject to criticisms. Some of these are addressed in the Deficiencies section on Criminal Investigation. Also, the study did not deal with investigators within the district attorney's office.

The ramifications of the study and the working experience of prosecutors is to restate the obvious: the prosecution cannot make a silk purse from a sow's ear. Adequate casebuilding resources are crucial to fair, accurate and successful prosecution. Without such resources the prosecution is unable to function properly.

c. Defense: The inability to function properly because of inadequate investigative capabilities also affects casebuilding by the defense. Private defense counsel,

whether retained or court appointed, often lack the monetary wherewithal to personally investigate or to compensate an investigator. Consequently, the extent of private defense investigation depends largely on the ability of the defendant to finance such. Clients of the public defender have staff investigators upon whom to rely for pre-trial investigation. However, the present limited staff of 14 investigators statewide severely limits the extent of pre-trial investigation, and in many regional public defender offices there are no investigative personnel. The staff attorney, in addition to the responsibilities for the legal aspects of the case, must also perform investigative work personally. (See the System Resources section on Defense for an analysis of the public defender resources and caseload).

d. Pre-trial Procedures: In addition to the pre-trial procedures outlined at the beginning of this section, certain other practices deserve note in relation to casebuilding. The Colorado Rules of Criminal Procedure cover all courts of record, excluding municipal ordinance and charter violations. Rule 16 applies to pre-trial discovery, pre-trial conferences and omnibus hearings. It essentially provides for disclosure of specified material information by the prosecution upon the request of the defense. In addition, certain obligations are placed upon the pre-trial conduct of the prosecution. Disclosure to

the prosecution by the defense may be ordered by the court in specific situations enumerated. The Rule generally establishes procedures and exemptions for pre-trial discovery, and includes judicial remedies for noncompliance. The bulk of the pre-trial discovery is conducted without court intervention. The court becomes involved when both sides request an omnibus hearing or a pre-trial conference, or when the court on its own initiative orders such a conference. The omnibus hearing, as its name suggests, is designed to dispose of pending motions or other issues which merit a presentation and decision on the record. The pre-trial conference is designed to facilitate the expeditious processing of the case and may include stipulations, waivers, and other procedural and substantive matters affecting the conduct of the trial.

In practice, the omnibus hearing and pre-trial conference are not utilized as extensively as envisioned in the Rules.

c. Detention: Detention is defined as the temporary care of juveniles and adults who are thought by the court to require physically restricting custody for their own or the community's protection. This section describes the facilities used for pre-trial holding of adult offenders, with particular emphasis on the county jails. Programs for sentenced offenders who are also held in these facilities will be discussed in sections on sentencing and institutions.

Statutory authority for county jails as well as the general organization and structure of these facilities was discussed in "Corrections System Description." In addition to 58 county jails, Colorado has 56 city or town jails, currently in use for short-term detention. In some areas, city and county jails are combined into a single facility.

The following information is based upon a survey of county jails covering data during 1975. Although incomplete, the results are:

1. On the size in square feet of single jail cells, 86 cells, or 18% of the total, were reported to be under the minimum of 50 square feet of space per inmate established by the Health Department. In multiple cells, 12% (36 of 295) of these cells provided less than the 50 sq. ft. This is in contrast to the results of a 1974 survey which indicated that 30% of single cells were below the minimum.

2. Only one of 39 reporting county jails indicated that they do not have 24 hour supervision of inmates in contrast to a 1973 survey by the Sheriff's Association which stated that 28% did not have such supervision.

3. Estimates based upon a survey described in the preceding section on pre-trial release indicate that about 80% of the total jail population in 1975 was pre-trial detainees.

4. Only about 33% of the responding jails had separate facilities for sentenced offenders and pre-trial detainees.

5. 89% of the reporting jails (i.e. 35 of 39) had separate facilities for adults and juveniles. All have separate facilities for men and women.

6. On the age of jail buildings the results are as follows: 13% (5) were built before 1900; 29% (11) were built between 1900 and 1949; 5% (2) were built between 1965 and 1969; 10% (4) were built between 1970 and 1974; and 2 were built in 1975.

7. In terms of inmate capacity, the majority of county jails are designed to hold from 11-50 inmates (51%), while 23% are designed to accommodate over 50 inmates (9).

8. Out of 37 jail responses, 10 (27%) had a screening program for drug or alcohol abusers. Estimates of the percentage of drug abusers per the total inmate population averaged 3%, but ranged from .8% to 17%. The figures for alcohol abusers were an average of 5%, with a range of 4 to

32%. Ten of 38 jails reported internal drug abuse programs, while 14 reported alcohol abuse programs.

9. Nine of 38 jails (23%) reported a screening program for mentally retarded offenders.

10. Nineteen of 38 (50%) reported having some form of pre-trial release program. (see previous section on pre-trial release). Two of 38 jails reported having a furlough program.

11. General ratings by the Colorado Health Department in a 1973 survey of local jails were: 35% good, 20% fair, 24% poor, 15% very poor and 7% unsatisfactory. Although some improvements have occurred, overall conditions remain similar.

12. Applications for 12 new county jail facilities are now pending on the jail advisory committee of the Division of Criminal Justice, which is required by law to approve new construction.

III-C-7 - ADJUDICATION

C-7. Adjudication

Adjudication, if defined as the final resolution of a formally filed criminal complaint, is the function of the judicial system. A description of the state court system and caseload data is contained in section B-4, (Systems Resources) under the heading of the Judicial System.

A profile of the adjudication process in terms of statistics on dispositions is available in incomplete form. Of 7,789 felony charges filed in Colorado District Courts in FY 1975, the Judicial Department reported the following dispositions:

1. 31% (2,387) were dismissed;
2. 7% (545) were given deferred prosecution;
3. 6% (453) pled not guilty;
4. 56% (4,404) pled guilty.

Of those not guilty pleas, 85% (388) chose a trial by jury, which resulted in acquittal in 29% (132) of the jury trials. Another 8% (37) were found not guilty by reason of insanity. The total proportion of cases filed which resulted in verdicts or pleas of guilty was estimated at 60%. These data are not complete and their accuracy is subject to some question, but it is useful to indicate disposition rates in general terms. Summary dispositions would appear to occur in the vast majority of felony cases filed, with 31% of the filings dismissed and 56% guilty pleas. Information on the point in the process at which

dismissals and pleas of guilty occur regularly is not available, but experience indicates that most dismissals and pleas are entered early.

Statistics available from the Public Defender's Office present some variations in the above mentioned data, especially in the area of disposition of not guilty pleas. The Public Defender reported that 11% (638) of dispositions of 5,739 felony filings in FY 1975 were pleas to the original charge, 14% (830) were pleas to a lesser felony, and 22% (1,282) were pleas to a misdemeanor. Furthermore, jury trial results indicated a near balance of acquittals (96) to convictions (108), for public defender clients.

Public defender statistics on misdemeanor filings for FY 1975 indicate the following percentages of a total case-load of 7,496: 30% (2,222) dismissed; 10% (762) received deferred prosecution; 22% (1,662) pled guilty to the original charge while 29% pled guilty to a lesser charge. Five percent (400) pled not guilty and chose a trial to the court, over half of which (223) were convicted. Two percent (121) of the not guilty pleas elected a jury trial, 71 of which resulted in convictions.

These data are illustrative of a number of factors in the adjudication process. First, reliable and comprehensive data are not readily available. Second, summary dispositions, through dismissals, deferred prosecution and plea bargaining constitute the vast majority of total dispositions. Third,

the adjudication process, rather than adjudicating, serves the function of a formal mechanism for summary dispositions rather than actual determination of guilt in the bulk of cases.

III-C-8 - SENTENCING

C-8 Sentencing

a. Authority and Procedure: The sentencing judge is vested by Rule 32 of the Colorado Rules of Criminal Procedure with primary sentencing authority.* Both rule and statute permit him wide discretion in choosing the sentencing alternative most appropriate for an individual offender.

Colorado statute requires that "sentence shall be imposed without unreasonable delay." [Rule 32(b)(1), Colorado Rules of Criminal Procedure] In imposing sentence on a convicted defendant the sentencing judge must consider the presentence report prepared by the defendant's probation officer and the defendant's application for probation. He also must afford the defendant an opportunity to make a statement in his own behalf and to present any information in mitigation of punishment as well as allow the state a chance to be heard on any matter material to the imposition of sentence. [Rule 32(b)(1), Colorado Rules of Criminal Procedure, CRS 1973,16-11-102 (5) when sentencing a defendant to imprisonment, the sentencing judge is required to give consideration to the amount of time the defendant has been incarcerated prior to sentencing. [Rule 32(3), Colorado Rules of Criminal Procedure, CRS 1973, 16-11-306.

*The death penalty may be imposed by a jury or by the court after the entry of a guilty plea to a Class 1 felony.

After meeting these statutory requirements, the sentencing judge selects the appropriate sentence from among those permitted by law for the crime of which the defendant stands convicted. The range of sentencing alternatives from which the sentencing judge may choose includes imprisonment, fine or a combination of the two, probation, deferred sentencing, payment of costs, confinement at the Colorado State Reformatory, the death penalty or "any other court order authorized by law". (Rule 32 (b), Colorado Rules of Criminal Procedure, CRS 1973, 16-11-101, Colorado statute also provides specialized alternatives for sentencing sex offenders (CRS 1973, 16-13-201 through 16-13-216) and habitual offenders (CRS 1973, 16-13-101 through 102) and , as of July 1, 1976, for violent offenders (CRS 1973, 16-11-103) and repeat offenders committing class 4 and class 5 felonies (CRS 1973, 16-11-101 (b)).

The authority of the sentencing judge does not terminate with the pronouncement of sentence. Under Rule 35(a) of the Colorado Rules of Criminal Procedure, he may correct a sentence imposed in an illegal manner or reduce a sentence within 120 days after its imposition and correct an illegal sentence at any time after its imposition. Critical to the sentencing judge's decision to modify a sentence under this rule is the information contained in the diagnostic report and evaluation prepared in accordance with statute for each felony offender sentenced to incarceration... (CRS 1975, 27-40-103 (1)).

In establishing the overall statewide Colorado Diagnostic Program, the Colorado General Assembly intended that sentencing courts routinely receive these reports and consider them in reaching decisions about sentence reduction. Delegates to the Colorado Conference on Sentencing and Corrections pointed out, however, that prior to that December 1975 meeting diagnostic reports and evaluations were sent only to courts specifically requesting them. The dissatisfaction of the delegates with this practice prompted Chief Justice Edward E. Pringle to issue a Colorado Supreme Court directive in February 1976.

Noting Department of Institutions agreement to forward complete diagnostic reports and evaluations to sentencing courts, the directive orders that

...the sentencing judge, upon receipt of the diagnostic report and evaluation from the Department of Institutions shall carefully read such report and consider the correctness of the sentence in light of it within the time limits set forth in Rule 35(a) of the Colorado Rules of Criminal Procedure;

AND FURTHER, if, after due consideration of all information available to him, the sentencing judge determines that a reconsideration of the original sentence is appropriate he shall cause such to occur pursuant to the Colorado Rules of Criminal Procedure.

b. Presentence Reports: Presentence investigations are prepared by probation officers to assist judges in imposing the most appropriate sentence for each felony and selected misdemeanor offenders. It includes a detailed discussion of the criminal, social, educational and

employment background of the offender and an evaluation by the investigator of the potential for success. The report may also provide a recommended treatment program for the offender. This report is then utilized by the judge as one of numerous criteria in determining the sentence to impose.

Jurisdiction: As defined in CRS 1973, 16-11-102, "following the return of a verdict of guilty of a felony, other than a class 1 felony, or a finding of guilt on such charge where the issues were tried to the court, or on a plea of guilty or nolo contendere to such a charge, or upon order of the court in any misdemeanor conviction, the probation officer shall make an investigation and written report to the court before the imposition of sentence."

The report must include a statement indicating the amount of time the defendant was imprisoned awaiting trial on the charge and recommendations as to whether or not probation should be granted. The court may dispense with the presentence examination and report with the concurrence of the defendant and prosecutor.

Resources: Adult probation officers are often faced with a myriad of tasks, few of which are related to the historical purpose of probation. The officers must investigate whether defendants in jail are eligible for personal recognizance bonding; oversee money paid through

the court under the Reciprocal Support Act; conduct pre-sentence, domestic, deferred prosecution and deferred sentence and other investigations; do crisis intervention; and supervise and counsel an ever-increasing client caseload.

In their FY 1976-77 budget, the Colorado Judicial Department reports a "46 percent increase in the number of investigations and the 13 percent increase in the number of offenders supervised by probation over the past three years [which] has been met by an increase of only 16 percent in probation staff during the same period." (pg. 93.)

Presentence (disposition) investigations increased 35 percent during the first half of FY 1974-75 over the same period of the previous year. The first half of FY 1975-76 shows a 17 percent decrease in the number of presentence investigations in comparison to the same period of the previous year--from 3460 to 2870. However, during this same time period, deferred prosecution and deferred sentence investigations increased 68.7 percent.

In September 1973, the Chief Justice appointed a committee to develop, test and evaluate a standardized investigation form to be used by probation officers in the state when preparing presentence reports and social histories. The committee was also charged with developing format and content standards for the reports. In May, 1975, the uniform adult presentence format was established and is currently being administered throughout the state.

The format has not, however, been in use long enough to appropriately evaluate its effect to determine if any reduction in report preparation time has resulted. It has, however, introduced a degree of uniformity in the preparation of these reports.

c. Sentencing Alternatives: Under Colorado statute, a trial judge sentencing a convicted offender may choose among sentencing alternatives including imprisonment, fine or a combination of the two, probation, payment of costs, confinement at the Colorado State Reformatory, deferred sentencing, death penalty or "to comply with any other court order authorized by law." (Rule 32 (b) , Colorado Rules of Criminal Procedure, CRS 1973, 16-11-101). Every offense is either a felony, a misdemeanor or a petty offense and falls into one of ten classes of crimes defined by Colorado statute. Sentences pronounced must fall within statutorily provided maximum and minimum penalty limits in each of the five classes of felonies (CRS 18-1-5), three classes of misdemeanors (CRS 18-1-106) and two classes of petty offenses (CRS 18-1-107).

Certain offenders--sex offenders, habitual offenders, violent offenders and repeat offenders committing class 4 and class 5 felonies--may be sentenced under special statutes.

A determination in a post-conviction hearing under the Colorado Sex Offenders Act of 1968 (CRS 1973, 16-13-201 through 16-13-216) that a person convicted of a sex offense

constitutes beyond a reasonable doubt "a threat of bodily harm to members of the public" permits the sentencing court to "commit a sex offender to the custody of the department [of institutions] for an indeterminate term having a minimum of one day and a maximum of his natural life." The Act requires frequent parole board review of each offender so sentenced, once within six months following commitment and yearly thereafter. Although incomplete and inconsistent Colorado Judicial Department data show that few offenders have been sentenced under this act: eight offenders were so sentenced during FY 1972-73; during FY 1975, six offenders received sentences under the act.

A jury finding that an offender found guilty of a felony has twice or three times been convicted within the previous ten years of a felony for which the maximum penalty prescribed by law exceeds five years invokes statutory provisions relating to the sentencing of habitual offenders. These provisions--CRS 16-13-101 through 16-13-103 --limit the court's sentencing options. The court may pronounce only a sentence to confinement in the penitentiary. As amended by the 1976 General Assembly in House Bill 1111, CRS 1973, 16-13-191, requires that a two-time offender receive a sentence of from twenty-five to fifty years. The court must sentence the three-time offender to a term of natural life imprisonment.

Provisions governing the sentencing of repeat Class 4 and Class 5 felony offenders and offenders committing violent crimes were enacted by the 1976 General Assembly. House Bill 1111 makes three major changes in law presently governing the sentencing of class 4 and class 5 felony offenders.

First, the statute provides, "A person who has been previously convicted of a felony in this state or in another jurisdiction, prior to the date of the offense for which he is being sentenced, shall not be eligible for an indeterminate sentence, notwithstanding the institution to which he is sentenced." As a result of this amendment and revisions of CRS 1976, 16-11-101 (b) and 16-11-302 and 16-11-304(2)(a)* making them consistent with the new provision, Colorado law now permits courts to fix minimum terms on state reformatory sentences and on sentences of class 4 and class 5 felony offenders.

Second, the bill prescribes the minimum terms to be pronounced. For repeat class 5 felony offenders, the authorized minimum sentence is not less than one year imprisonment. The authorized minimum sentence for repeat Class 4 felony offenders is not less than two years imprisonment.

Third, the bill provides that persons sentenced to terms of imprisonment with minimum limits at the state reformatory will be entitled to the same time credits--that

*These statutes formerly prescribed the imposition of minimum limits on reformatory, class 4 or class 5 felony offense sentences.

is, reduced time for good conduct--as persons serving penitentiary sentences. The comparatively short length (10 months and 21 days) of the average reformatory stay formerly eliminated the need at that institution for "good time"--reductions in penitentiary sentences which an offender earns by violating no institution regulations and performing in a "faithful, diligent, industrious, orderly and peaceable manner." In light of House Bill 1111 provisions allowing imposition of minimum limits on reformatory sentences, however, equity demands that a similar credit system operate at the reformatory.

House Bill 1111 provides mandatory sentences for persons convicted of crimes of violence, which are specifically defined in CRS 1976, 16-16-309 (2)* CRS 1976, 16-11-309 (4) requires that the indictment or information allege in a separate count the use or threatened use of a deadly weapon or infliction of serious bodily injury or death even if it is not an essential element of the crime charged. To invoke the mandatory penalty provisions, CRS 16-11-305(5) requires a finding by the jury or the court in a non-jury trial that the crime was a crime of violence.

*CRS 1976, 16-11-309 (2) provides, "'Crime of violence' means a crime in which the defendant used, or possessed and threatened the use of, a deadly weapon during the commission of a crime of murder, first or second degree assault, kidnapping, sexual assault, robbery, first degree arson, first or second degree burglary, escape, or criminal extortion, or during the immediate flight therefrom, or who caused serious bodily injury or death to any person, other than himself or another participant, during the commission of any such felony or during the immediate flight therefrom."

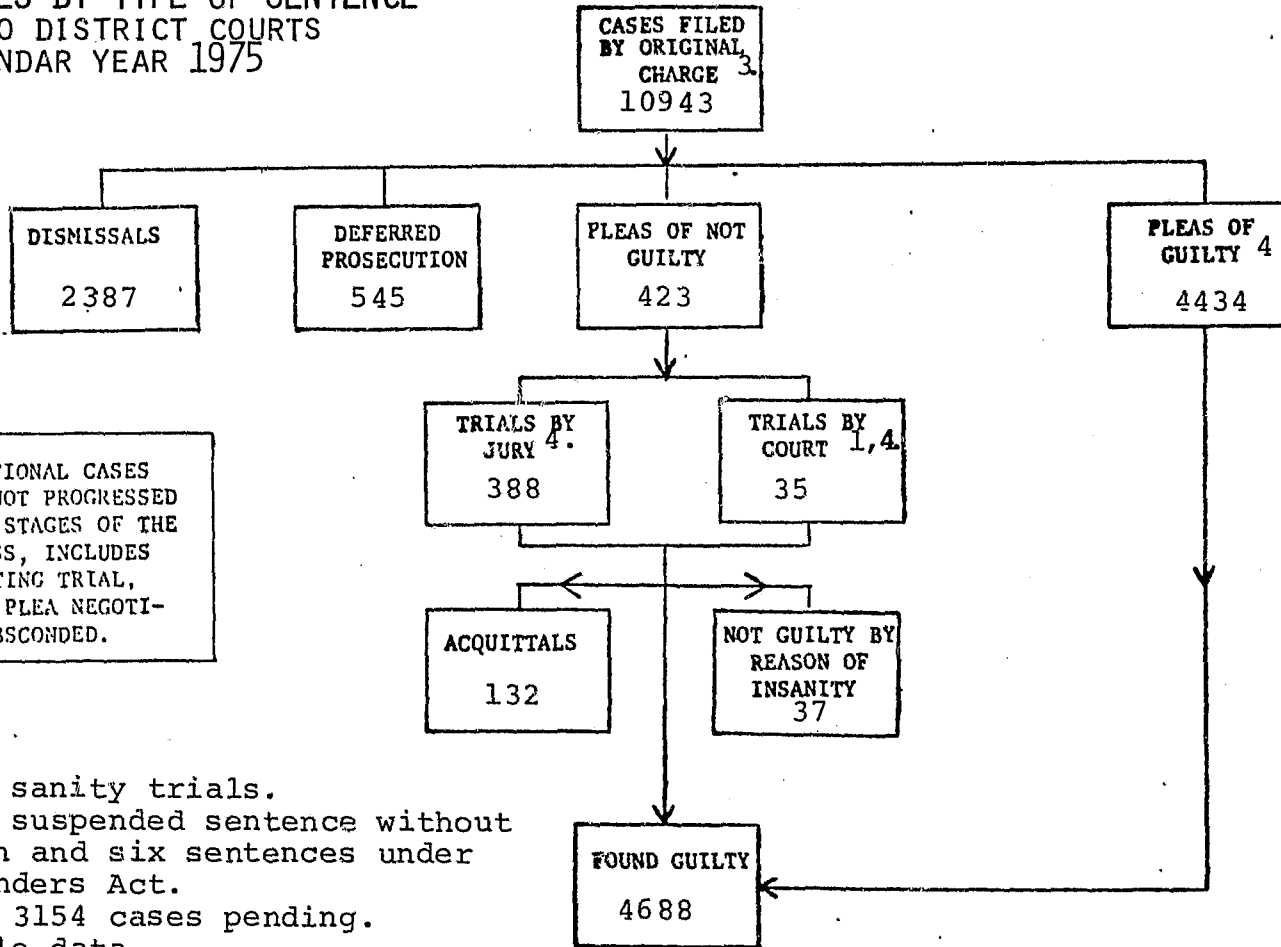
The mandatory penalty prescribed for a crime of violence is "at least the minimum term of incarceration provided for such offense, without suspension." If the offense is a Class 4 or a Class 5 felony, the statute prohibits the pronouncement of an indeterminate sentence; it authorizes a minimum sentence of at least one year imprisonment for Class 5 felonies and at least two years imprisonment for Class 4 felonies.

In pronouncing a mandatory sentence, the court retains its review powers under Rule 35(a) of the Colorado Rules of Criminal Procedure. The court may modify a mandatory sentence if, after considering the offender diagnostic report and evaluation, he finds that the case is exceptional and involves unusual and extenuating circumstances. That this provision weakens the mandatory penalty clause is clear. The extent to which it so operates will be demonstrated by experience.

Exhibit "A" depicts sentences pronounced in criminal cases by Colorado district courts in CY 1975 and shows the percentage of total sentences represented by sentences in each category. Sentencing to community treatment, that is, to probation, fine only or deferred sentence, has increased slightly from FY 1973-74, when 60 percent of all sentences were to community treatment, to CY 1975, when 64 percent of all sentences were to community treatment. Data show a corresponding decrease in sentences to

Exhibit "A"

CRIMINAL CASES BY TYPE OF SENTENCE
 COLORADO DISTRICT COURTS
 CALENDAR YEAR 1975



3154 ADDITIONAL CASES WHICH HAVE NOT PROGRESSED THROUGH ALL STAGES OF THE COURT PROCESS, INCLUDES PEOPLE AWAITING TRIAL, INVOLVED IN PLEA NEGOTIATION, OR ABSCONDED.

¹Includes sanity trials.
²Includes suspended sentence without probation and six sentences under Sex Offenders Act.
³Includes 3154 cases pending.
⁴Unreliable data.

III-C8-11

PENITENTIARY 557 (11.9%)	REFORMATORY 547 (11.7%)	COUNTY JAIL 451 (9.6%)	PROBATION 1272 (27.1%)	FINE ONLY 116 (2.5%)	MISCELLANEOUS SENTENCES ² 305 (6.5%)	SENTENCE NOT DETERMINED 73 (1.6%)	DEFERRED JUDGMENT/SENTENCE 1367 (29.1%)
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incarceration, that is, penitentiary, reformatory or county jail sentences, which comprised 40 percent of all sentences in FY 1973-74 and 36 percent of all sentences of CY 1975.

d. Deferred Sentencing: Deferred sentencing was given statutory life early in the 1975 legislative session (CRS 1975,16-7-403). The statute authorizes a court accepting a guilty plea, with the written consent of the defendant, his attorney of record and the district attorney, to continue the case for a period not to exceed two years and empowers the district attorney to enter into a written stipulation of conditions to which the defendant obligates himself to adhere. The defendant's full compliance with these conditions results in withdrawal of his guilty plea and dismissal of the action against him with prejudice. His breach of any condition results in the court's entering judgment and imposing sentence upon the guilty plea.

As a practical matter, a deferred sentence usually operates as a sentence to probation. Statute mandates that "the conditions imposed in the stipulation shall be similar in all respects to conditions permitted as a part of probation." The statute authorizes the court to place the defendant under probation department supervision.

Deferred judgment was used prior to the passage of (CRS 1975,16-7-403) Colorado Judicial Department data show that 1,006 deferred sentence cases, or 14 percent of all sentences pronounced, were received for supervision by probation in 1974. Some 1,367 district court sentences

during CY 1975, or 29 percent of all sentences pronounced, were to deferred sentencing. Preliminary investigation bears out the belief of some judges, prosecutors and defense attorneys that the use of this option would increase sharply after it gained statutory backing and exceed the use of deferred prosecution. Deferred sentencing has increased: at least twice as many deferred sentences were pronounced during CY 1975 as during the previous year in Class 4 and Class 5 felony cases and misdemeanors, while deferred prosecutions increased by approximately 50 percent.

e. Work Release: Work release as a sentencing alternative is provided by statute both as a condition of probation, and in specific cases as a program for sentenced offenders serving time in county jail.

The sentencing court, as a condition of probation, can, under CRS 16-11-212, require a sentenced felon or misdemeanant to participate "in a supervised work release or education release program." The offender remains under the authority of the court, which receives all employment income of the offender with authority to order disbursement of the funds, in order of priority, to restitution, support, probation costs, room, board, work supervision and the probationer.

CRS 27-26-128 permits work, education and medical release as program alternatives in county jails. While

formerly operative in counties with population in excess of five hundred thousand, in practice only Denver County, the statute was made generally applicable by the 1976 legislature (House Bill 1237, CRS 1976,27-26-128)

Major differences between this statute and CRS 1973, 16-11-212 include;

1) Although consent of the court is required for participation in a program, the offender is not on probation but is sentenced to incarceration in the county jail.

2) The sheriff has authority to collect prisoners' wages. Priority in disbursement differs from CRS 16-11-212 with the following order: restitution, board, travel and necessary expenses of the prisoner, support, visitation and other obligations, the balance to the prisoner. This provides the sheriff's office more resources to develop and maintain such a supervision program.

Currently, 66.7 percent or 26 of the 39 county jails responding to a 1976 Division of Criminal Justice questionnaire report having work release programs. Most of these programs operate from the jail itself and not from a separate facility. Pueblo has a separate work release facility, and Grand Junction has both a separate and an in-jail program. The extent to which these work/educational release programs are used in most jails is not known, but most are informal and probably do not involve very many offenders or pre-trial detainees.

f. Probation: The primary functions of probation departments are: 1) to provide presentence investigative data on offenders and diagnosis of their correctional needs to the courts which decide appropriate sentences; and 2) to provide counseling and referral services to offenders sentenced to probation or placed under probation supervision on deferred prosecution or deferred sentence.

Jurisdiction: According to CRS 1975,16-11-201 (a) person convicted of an offense other than a class 1 felony or class 2 petty offense, is eligible to apply to the court for probation. A person with two prior felony convictions in this state or another is not eligible.

If the court is satisfied that justice and the best interest of the public and the defendant will be served, it may grant probation for such time and under such conditions as it deems best, CRS 1973,16-11-202. When deciding upon probation, the trial judge considers the community, the offense, and the offender, in that order. The court also has the power to sentence the offender to a term of confinement in jail as a condition of probation.

Criteria for granting probation are defined in CRS 16-11-203. "The court in its discretion may grant probation to a defendant unless, having regard to the nature and circumstances of the offense and to the history and character of the defendant, it is satisfied that imprisonment is the more appropriate sentence for the

protection of the public..." Continuing, this section lists the criteria upon which the court is to rely in making its decision either to grant or withhold probation. An underlying principle is that probation is a privilege rather than a right.

The arrest powers of a probation officer are defined in CRS 1973, 16-11-205; the procedures for a revocation hearing in CRS 1975, 16-11-206; and the duties of probation officers in CRS 1973, 16-11-209, 16-9-401 (Supervision of deferred prosecutions), and 16-11-212 (work and education release programs). Essentially the probation officer is an officer of the court, and performs whatever duties the court may require or direct.

County courts are not required by statute to offer probation as a sentencing alternative. However, if they do so, the probation department must provide the same probation services as specified by law for district courts.

Services Provided: Adult probation officers supervise and counsel their clients, investigate whether defendants in jail are eligible for personal recognizance bonding, make custody and other domestic relations investigations, oversee money paid through the court under the Reciprocal Support Act, do crisis intervention, and conduct presentence investigations.

Over 50 percent of all adults assigned to probation through the district court in FY 1973-74 were on deferred

prosecution. The number of deferred prosecutions has increased from 118 in FY 1970-71 to 2,400 in FY 1973-74.

The average adult caseload per officer in FY 1975 was 97 including the Intensive Probation and Parole Supervision (IPPS) project, which is an experimental program and had an average of 49.1 cases per probation officer. The revocation rate in FY 1973 was 4.6 percent and in FY 1974, 7.9 percent.

In addition to providing regular probation services, many districts are developing new programs, such as decentralizing their offices for greater community contact. This is being done in adult departments in Denver, Tri-District and Pueblo. The intensive supervision concept is being tested in Denver, through IPPS.

The concept of purchase of services is being given increased attention in the probation system. Several projects, including the purchase of mental health services, volunteer program coordination in three locations and a juvenile work program have been supported by these funds. Purchase of services funds enables probation to provide rehabilitative services that would not otherwise be available.

County Court Probation: Twenty-seven percent of all probationers in FY 1974 were referred for supervision from county courts. In most districts, these offenders receive the same services as district court cases. In

Denver, Adams and Jefferson counties, volunteers provide probation counseling to misdemeanor offenders. There are nine other volunteer programs which provide services to county courts which have experienced an increase in misdemeanor convictions.

Summary: Probation is providing a multitude of services and using a variety of resources in an attempt to rehabilitate offenders in their own communities. The trend is toward more community contact and outreach.

III-C-9 - POST-CONVICTION PROCEDURES

C-9 Post-Conviction Procedures

a. Appeals: Appeal is the process by which a superior court is requested to review the findings of a lower court. This request is made in accordance with the Colorado Appellate Rules after judgment has been entered at the trial court level. Since July 1, 1974, both the Colorado Supreme Court and Court of Appeals have been handling criminal appeals. During FY 1973-74, there were 220 criminal appeals filed with the Supreme Court. During FY 1974-75, the Court of Appeals had 280 criminal filings, while the Supreme Court heard 46 criminal appeals. Judicial department figures show that during FY 1974-75 civil appeals increased 19.1 percent and criminal appeals increased 27.3 percent. The Supreme Court has a goal of 60 days from issue of appeal to oral argument. This goal may be reached with the additional help of the Court of Appeals.

During the often lengthy appeal process retaining private counsel can become extremely expensive. Many appeals, therefore, are not handled by original counsel but are instead added to the public defender's workload. Of the 326 appeals taken during FY 1974-75, 287, or 89.3 percent, were publicly defended, with each of the eight appellate division attorneys handling a load of 35.9 cases.

b. Remedies: Post-conviction remedy refers to the legal process whereby a sentence may be vacated without the normal appellate procedures. Post-conviction review has become an established part of the criminal justice system. The development of new rules was necessitated by recent United States Supreme Court decisions. Colorado made the necessary changes

through the rule-making authority of the Supreme Court in Rule 35(b) of the Rules of Criminal Procedure.

Rule 35(b) provides that even though no review of a criminal conviction was sought by appeal or that a judgment of conviction was affirmed on, every person convicted of a crime is entitled as a matter of right to make application for post-conviction review. This application must be based on specific grounds such as the unconstitutionality of the conviction or sentence, lack of jurisdiction of the court, or revelation of new facts which could not be known at trial. The application is filed in the clerk's office of the sentencing court. If the trial judge orders it reviewable it then becomes a legal appeal and is handled as such.

c. Offenders' Rights: Offender access to legal materials is a judicially recognized right. The Supreme Court has held that because it constitutes wealth-based discrimination, a state's failure to provide an adequate law library in a state prison is a denial of 14th Amendment equal protection. *Younger v. Gilmore*, 404 U.S. 15 (1971). All recent case law supports this opinion. Legal materials, although scanty, are available in Colorado's correctional institutions.

Both statute (CRS 1973,13-45-101) and case law stipulate that a petitioner be represented by counsel in habeas corpus proceedings. Case law requires representation for the defendant in revocation hearings, both parole [*Morrissey v. Brewer*, 408, U.S. 471(1972)] and probation [*Gagnon v. Scarpelli*, 411 U.S. 778(1973)]. Legal assistance to resolve inmates' civil problems is important in easing institutional tensions. At present, however, no

organization works exclusively to help offenders solve their legal problems, either civil or criminal.

Several organizations and legal aid programs work sporadically to meet inmate legal needs.

-- The American Civil Liberties Union, currently working more with county jail than with state institution inmates, concerns itself primarily with civil liberties litigation.

-- Pikes Peak Legal Services anticipates providing legal services to Colorado State Penitentiary inmates if necessary funding becomes available.

-- The deputy public defender in Canon City and the Colorado Public Defender program provide services, principally pursuing post-conviction remedies. Both offices carry unreasonably large caseloads.

-- Other legal aid groups, among them the National Council of Black Lawyers, the Mexican-American Legal Defense and Education Fund, the Lawyers Guild, the NAACP legal aid and education fund and the Legal Aid Society, are minimally involved in offender litigation.

III-C-10 - CLASSIFICATION

C-10. Classification

Classification is the means by which offenders are evaluated and separated into certain categories for assignment to an appropriate treatment or rehabilitative program. It has also been used to segregate certain types of offenders for security reasons.

a. State:

Jurisdiction: Three 1974 Colorado laws provide for diagnostic evaluations and classification of offenders sentenced to the Department of Institutions. One established a Colorado Diagnostic Program to provide a diagnostic examination and evaluation of all sentenced offenders so that they could be assigned to an appropriate rehabilitation program. This statute mandated separation of offenders in the diagnostic program from all other offenders and specified that after diagnosis, upon court order, an offender could be returned to court to be granted probation or have his sentence modified. Another statute, known as Senate Bill 55 (now replaced by Senate Bill 4), or the Colorado Community Corrections Act, directs the director of the Department of Institutions to establish a classification system for offenders in its custody for diagnosis and assignment to rehabilitation programs. The third law permits courts to designate in which institution the offender is to be confined.

for purposes of evaluation and diagnosis, but gives the director of the Department of Institutions the authority to determine to which institution or program that person will be assigned or transferred.

Description: There are three different types of classification conducted by the Division of Correctional Services in determining the best assignment for each adult inmate sentenced to the Department of Institutions. Traditionally these have included diagnosis to determine initial assignment, classification to determine basis for transfer among institutional programs, and review by the Parole Board to approve placement into the community.

As mentioned earlier, all adult offenders sentenced to the Department of Institutions must first be interviewed, tested, and processed by the Colorado Diagnostic Program. In FY74-75, 1,400 offenders were committed to the Department and processed in this manner. The usual length of stay was six weeks. In addition 26 cases were processed which were later reviewed by a judge and released to probation.

Historically, the diagnostic process has been isolated from the general operation of the institutions, providing assessments in terms of psychological and educational status with little relationship to subsequent assignment to treatment programs. Classification, on the other hand, has been conducted by institutionally-administered and institutionally-staffed committees which frequently responded more to the needs of staff than the needs of the inmate. During FY75-76 attempts have been

made to establish Divisional classification procedures which allow for the closer interaction between diagnostic and classification processes. A new manual adopted 7/15/76 sets criteria for the assignment of offenders to three different levels of security.

Although the needs of the offender himself are of foremost consideration, the needs of other residents and the institution cannot be ignored. Thus, an inmate assessed as dangerous to others or as an escape hazard may be confined at a greater level of security than his own needs alone might indicate.

Senate Bill 55 and now Senate Bill 4, has provided the division a mandate to develop and expand community correctional programs. The responsibility implied in the act of placing offenders in the community has necessitated an evaluation of the traditional institutional classification process. The transfer of inmates according to institutional and staff needs was demonstrated in FY74-75 to not be necessarily compatible with good community treatment programming. During FY75-76, Divisional procedures were established for the classification and supervision of offenders in the community. On December 1, 1975, the administration of community residential programs was transferred to the Office of Parole and Community Services, an act facilitating better accountability and closer compatibility with the parole process. New procedures include specific criteria to be considered in the placement process.

Historically the Colorado State Parole Board has served as the entity which determines whether or not an inmate is ready to be released into the community. Senate Bill 55 has modified this concept by providing for community placement of offenders prior to actual parole status. Administration of community residential programs by parole personnel has facilitated the coordination of community placement and eventual parole by the Parole Board.

Senate Bill 4, which replaced Senate Bill 55, is largely aimed at diverting offenders from institutional commitment and treating them in their own communities. The role of the Department's Diagnostic Program in selection to community corrections is not clear. The capability to effectively diagnose, evaluate, and screen those offenders likely to succeed in such programs does not now exist at the local level in every county or judicial district.

b. Local Jails:

Legislation on classification of prisoners in local jails is limited to segregation of certain types of offenders:

- (1) male and female offenders must not be kept in the same room;
- (2) juveniles must be kept separate from the more experienced and hardened criminals; and
- (3) pre-trial detainees and those committed for contempt or civil process must be kept separate from sentenced offenders except in those counties whose jails do not have sufficient room to do so.

Only a few county jails, such as Boulder and Larimer,

have developed classification systems in order to identify offender needs and to develop and provide treatment programs tailored to meet these individual needs. Such treatment programs include alcohol and drug abuse, financial counseling and family counseling. Denver County Jail is no longer using its classification system and has returned to a simple assignment system.

The Denver County Court Diagnostic Center, described below, is the only state/local combined community classification program in operation in Colorado.

c. Denver County Court Diagnostic Center:

This project, funded by Impact Cities, provides basic psychological and diagnostic testing information on Impact offenders who are referred by Denver District Court and the Probation Department, the State Division of Adult Parole, and Denver County Jail. In addition, the project provides services to clients of the Treatment Alternatives to Street Crime (TASC) and Alcohol Treatment Programs. A client comes into the center and receives a six to eight hour battery of tests. These tests cover such elements as intelligence, reasoning, personality problems, and hypertension. After being given, the tests are reviewed by the staff psychiatrist who makes a report. The report is then forwarded to the appropriate referral agency.

This project provides a service for both state and local clients. That is, through the use of a Denver County agency -- the County Court -- diagnostic evaluations are prepared for

state probation and parole clients, as well as for local corrections referrals.

The Denver County Court Diagnostic Center was designed to extend services that have been provided for County Court clients to those going through District Court and for the Office of Parole and Community Services. The project has been in operation for two and a half years and during that time has served over 600 Impact offenders. During the project's early phases, there was some difficulty in getting agencies to refer clients to the program because of the uncertainty about the type of information to be provided. During the latter phases of the project, however, intake has increased to 20-25 cases per month, and District Court judges are also using the service.

III-C-11 - INSTITUTIONAL COMMUNITY CLASSIFICATION

C-11. INSTITUTIONS AND COMMUNITY REHABILITATION:

This area, while last in the systemic flow diagram, is the link back to the community from which the criminal justice system's client originally came. Studies have shown that about 96% of the offenders sentenced to an institution eventually return to the community. Corrections must develop and make use of community resources, both for reintegrating offenders into the community and for preventing them from re-entering the criminal justice system.

For the purposes of this section, institutional rehabilitation will be defined to include programs in the state institutions and confinement-based programs within county jails. Community corrections includes probation, parole, work/educational release, and all other residential or non-residential programs which serve clients in their communities and provide opportunities for them to interact regularly with the community to which they will return.

a. Institutional Rehabilitation:

(1) State: The classification process previously described provides the means of assigning offenders to different rehabilitative programs. For offenders sentenced to the Department of Institutions, these programs are primarily administered in the institutional context.

Institutional treatment can be classified according to the degree of security offered by the facility:

(a) Maximum Security - One facility located at Canon City.

(b) Medium Security - The Colorado State Reformatory (CSR) in Buena Vista, the Medium Security facility and the Colorado Women's Correctional Institution (CWCI) located in Canon City.

(c) Minimum Security - The Roubideau Conservation Camp in Delta and its Rifle and Arboles Satellite units; and Camp George West Honor Camp in Golden.

The Maximum Security facility provides limited academic and vocational programs. The Tag Plant is the major Correctional Industries work program. This facility houses offenders needing intensive management and protective custody as well as those who could function effectively in a medium or minimum security setting.

Academic and vocational programs are concentrated in the medium security facilities. The majority of Correctional Industries work programs are located at the Canon City facility. Co-ed participation in academic and vocational programs involving the Medium Security and Women's facilities has been implemented on a limited basis with plans for expansion.

The Reformatory uses an Incentive Program consisting of a five-step progression of offenders through the housing wings as a reward for positive behavior. Because of increasing population and an increase in violent offenders, has crippled the Incentive Program. Between January 1 and October 31, 1975, the Reformatory population count increased by 123. During 1971 through 1974, the Reformatory's population grew from 580 to 788 for a total rate gain of 36 percent. In FY 75-76, the

average daily population has been 462, but the functional capacity is 408.

The population of the Medium Security facility includes offenders with violent histories, life and long term sentences, those with less serious offenses and shorter term sentences who are eligible for furloughs.

The Minimum Security facilities have more homogenous populations but have very limited bed space available to house the number of offenders needing that type of environment; Academic, vocational, recreational, and mental health programs are limited at these facilities.

Offenders assigned to the Conservation Honor Camps provide a work force for other state agencies such as CLETA, State Patrol, Parks and Recreation, Wildlife, Forest Service, State Home and Training School, and city and county agencies.

Religious, recreational, and self-help program activities occur in all facilities although the limited numbers of staff available to supervise these activities has hampered their expansion.

In 1975, the Division of Correctional Services received an excess of 1450 court commitments, the highest number in over ten years. The commitment rate (commitments per 100,000 population) has also increased steadily since 1970. Violent crime commitments have increased steadily for the past five

years, but property crime commitments have risen sharply only during the past two years.

However, parole violations and revocations have dropped, and the typical length of stay has declined. This has resulted in a lower incarceration rate. The effects of mandatory minimum sentencing are expected to increase the incarceration rate, and therefore, the institutional populations; preliminary data indicates that this is already occurring with longer sentences being imposed.

The median age of offenders sentenced to the Division is 22. At Canon City it is 28 years old and at the Reformatory, 21. Data indicates, however, that the mean age of offenders at Canon City has dropped, while the mean age of Reformatory commitments appears to be increasing. Characteristics of offender population at Canon City and Buena Vista seem to be getting more similar.

The use of indeterminate sentencing has increased such that two-thirds of all commitments to the Penitentiary and, of course, all commitments to the Reformatory have an indeterminate minimum sentence. This too has affected the reduced typical length of stay.

Incidents of violence, racial tension, stabbings, disturbances, deaths and cell burn-outs continue to occur within Maximum Security, and particularly Cell House One. This facility has long been handicapped by an outdated physical

structure, poorly trained staff, greater number of inmates, and inmates whose long sentences are not as amenable to good treatment programming. The increasing number of protection cases requiring isolation from the general inmate population, results in restricted capability for moving offenders from one cell house to another. Population movement and management is severely hampered. Treatment programming and other programs to reduce inmate idleness are still limited in this facility.

In contrast, the Colorado Women's Correctional Institution, located in Canon City, has a capacity for 90 women and currently houses 76, including 15 federal prisoners. The institution is only seven years old and is modern and well-equipped. This institution has been relatively free of the inmate strife that has plagued the penitentiary.

Within the past six months, CWCI has initiated an incentive program similar to that at the reformatory. The institution is divided into four distinct wings, each allowing the resident greater freedoms and responsibilities. As the resident demonstrates recognizable progress in meeting her program objectives, she receives progressive transfers through the different wings.

Numerous vocational and educational programs are also offered to CWCI residents. During the day, male inmates from medium security are transported to CWCI for participation in some of these coeducational programs, and at night, female offenders go to medium security for coeducational

college classes offered there. In addition, CWCI has initiated both vocational and educational release programs for the inmates, though on a much more limited basis than those which are available to males.

Vocational programs for male offenders in the institution include automotive, small engine and appliance repair, drafting, building trades and carpentry, machine shop, welding, sheet metal, television and radio production, and dairy operations.

(2) Local: The overwhelming majority of jails were constructed without plans for providing correctional or rehabilitative programs. Since 63% of them have insufficient or no dayroom area, space to provide programs is limited. Many jails do not have sufficient funds to provide 24-hour supervision or an outside exercise area.

Of those jails responding to a recent survey, 46% reported the existence of a counseling program; 37% an alcohol abuse program; 28% a drug abuse program; and 9% a recreation program. The exact nature and extent of these programs was not available through this survey, but based on prior studies, they are limited. Probably in most cases, these programs are conducted on a volunteer basis by community groups.

There are, of course, exceptions such as the Boulder, Larimer and Denver County jails. Boulder provides direct or referral programs in general counseling, drug and alcohol treatment, psychiatric care, and vocational/educational

instruction. Larimer County, through its Community Corrections Project, provides recreational, educational and counseling services in a varied program for jail inmates.

Denver County Jail is the largest in the state with a capacity for 660 males and 52 females. As of December 31, 1975, there were 154 fulltime personnel at the jail.

Persons serving sentences at the county jail have been involved in minor offenses such as traffic violations, petty theft, disturbance, or bad checks. The sentences for many misdemeanants are from thirty to sixty days. It is also a holding facility for accused felons, who if convicted, may be sentenced to the state penitentiary or state reformatory. New construction and renovation has taken place in recent years including a modern infirmary, chapel, kitchen and dining room facilities, new receiving unit, new administrative offices, library, and a well-equipped gymnasium. The latter fills a real need for inmates who are not under sentence, and thus, cannot be required to participate in work assignments. It gives these prisoners the opportunity to utilize spare time in active pursuits.

A variety of programs have been developed but because of the relatively short length of time offenders are in custody (62 days average), elaborate long-range programs are of limited benefit. First consideration must be given to programs that will help the offender in his/her immediate situation.

The Inmate Education Program, begun in 1973, is unique. All new inmates are given printed materials describing (1) how the legal system works, and (2) rules and regulations of Denver County Jail. Newcomers are advised about such matters as housing, cleanliness, meals, court appearances, work release, pauper's oath, money matters, disposal of personal property, bonds and fines, personal and legal telephone calls, family visits, how to stay out of trouble, commissary privileges, medical and dental care, and counseling. An information sheet on how to communicate through jail channels is posted in each dormitory.

Persons convicted of driving under the influence are required to take a defensive driving course of two hours daily for four days. It is a teaching course and includes films on driving under the influence.

The inmate education activity also works with community agencies and provides assistance for inmates of college age, who are interviewed at the jail by representatives of the Community College. During one period, 20 of 80 inmates interviewed enrolled in the college.

A person nearing release is given a map of the Denver area showing community services available and where room and board may be obtained. A job placement roster is maintained and the person is also given a mimeographed copy of the job want ads from the Denver dailies.

A branch of the Denver Public Library established at the county jail provides a full range of services to both

staff and inmates. Any book from the Denver Public Library is available to satisfy individual requests and inmates have borrowed over 24,000 books. A growing legal collection is also provided. Plans call for an expansion of the program including films and book discussions, the Right-to-Read program which will give instruction in the basic skills of reading, and setting up a College Level Examination Program (CLEP) to provide college credit by examination.

Evening weekly group counseling is provided by volunteers from Alcoholics Anonymous and counselors for alcoholics also come from the Fort Logan Mental Health Center. The Denver Department of Health and Hospitals has also sponsored treatment therapy group programs for drug related problems. Methadone and antabuse programs are provided for inmates requiring this type of treatment.

b. Community Rehabilitation: A significant piece of legislation affecting community-based corrections in Colorado is Senate Bill 4, enacted May 28, 1976.

This legislation repeals the previous Senate Bill 55 Community Corrections Act, and places emphasis on locally administered community correctional boards, facilities and programs. The act declares that:

It is the purpose of this article to encourage flexibility in the development of community corrections facilities and programs by the department of institutions, units of local government, and nongovernmental agencies, and to encourage the use of such facilities and programs by sentencing courts. It is the

further purpose of this article to provide a procedure through which units of local government and nongovernmental agencies may provide correctional services to the department and to sentencing courts. (27-27-101).

The act authorizes the governing board of local units of governments to establish a corrections board which may be either advisory or functional. This board may establish and enforce standards for the operation of the correctional facility or program and establish the screening procedures to be followed in placing offenders in the program. The board also has the authority to accept, reject or reject after acceptance the placement of offenders in the program.

A great deal of power was vested in local governments through this act. The county commissioners and/or the local corrections boards retain the ultimate authority in approving what program or facilities are created and maintained and which offenders may be placed therein within their jurisdictional boundaries. All nongovernmental agencies entering into a contract with the Department of Institutions, judicial department or local units of government are subject to guidelines and standards developed by those local governments of the county within which they will operate. However, such guidelines and standards must meet the minimum standards established by the Department of Institutions and Judicial Department. In addition, these non-governmental agencies are strictly accountable for the conduct and supervision of their correctional clients and are required to perform periodic chemical tests to determine drug use by program

participants. The local corrections board also has authority to accept or reject any individual inmate prior to initial placement either by the judicial department or the Department of Institutions, or after placement of the offender, they maintain the authority to subsequently reject him for continued participation.

A total of \$301,500 is provided in this act of which \$150,000 goes to the Judicial Department and the remaining \$151,500 to the Department of Institutions. The act specifies that no more than 25 percent of this appropriation may be spent for nonresidential program and facilities. Of the total appropriations of this act, an aggregate of \$16,334 may be granted to local units of government to provide matching moneys for available LEAA funds; \$8,167 of the appropriation to each the Judicial Department and Department of Institutions.

A provision of this act which seems somewhat incongruous with other provisions, authorizes judges to make an offender's participation in a nonresidential community corrections program as well as offenders on deferred prosecution and deferred sentence a condition of an offender's probation. These facilities may be used for offenders awaiting trial or sentencing. Only nonviolent offenders are eligible for such placement and participation directly by the sentencing judge. The incongruity appears when taking into consideration 27-27-111 which requires institutions and judicial departments

to report evaluation findings to the general assembly and ". . . the fact that the offenders committed to those programs are offenders who would otherwise have been sentenced to a correctional facility . . .". Offenders receiving deferred prosecution or deferred sentence or placed on probation would generally not have otherwise been sentenced to a correctional facility.

This act further provides these community correctional facilities and programs may charge offenders "an ability to-pay basis, for the reasonable costs of the program in which he has been placed" [27-27-105(4)]. Both judicial and the department of institutions are authorized to contract with either local government or non-governmental agencies to provide community correctional services at a rate not exceeding \$15.50 per day for residential programs and not more than \$5.00 per day for nonresidential programs. These provisions [27-27-105(4) and 27-27-106(2)] when taken into consideration with 27-24-109(5), which mandates wages for inmates which are comparable with the prevailing wage in the area except where both the department of institutions and the inmate agree to accept less should at least reduce the cost burden on both judicial and institutions thus allowing more offenders an opportunity to participate as a result of the cost savings.

One other important provision included in this act provides additional conditions. Restitution (27-27-107 (1) requires

under the restitution contract for the offender to support his dependents through his wages, establish a savings account for use upon program completion, and reimbursement to governmental or non-governmental agencies to help defray the costs of his participation.

There are obvious administrative problems associated with dividing an appropriation between two state agencies and including matching funds for monies administered by still a third state agency, (DCJ). These agencies are entering into a cooperative arrangement to implement this legislation, but problems still remain. It would appear that legislative intent is to divert offenders from incarceration and thus offset the impact of HB 1111, the Mandatory Minimum Sentencing Act, which could increase the populations of the already overcrowded institutions. It will be difficult at best to prove that offenders sentenced to such programs would otherwise have been institutionalized.

Community corrections programs are of two distinct types, diversion and transitional. Diversion programs are those designed to divert offenders from institutional commitment and treat them in their own communities. Through Senate Bill 4, direct sentencing to community corrections is now possible. Transitional programs are designed to ease the reintegration of offenders back into the community after a period of incarceration, but prior to parole. It has generally been accepted that the latter is a function of the state Division of Correctional Services. It appears that the

the former is increasingly being viewed as a local responsibility subsidized with state funds.

Existing community-based corrections resources and programs (residential and non-residential):

Probation is a major community-based corrections diversion program which was previously described. With the exception of the Intensive Probation and Parole Supervision project, it will not be discussed in this section.

(1) State: The new Office of Parole and Community Services is responsible for coordination of adult parole services and transitional community residential programs within the Division of Correctional Services. These programs include those administered directly by the division and those for which services have been contracted by the division. As of FY 1975-76, three community residential programs are being administered by the division: Bails Hall (state funded), and the Grand Junction Work/Educational Release Center and the Fort Logan Community Corrections Center (funded through DCJ grants). In addition, the University Without Walls Teacher Corp Corrections Project at Loretta Heights College is an HEW grant administered by the Division. This program is not a residential program per se, but an educational program for offenders residing in other community residential programs. Participation in these programs for FY 1974-75 and 1975-76 is shown in Table 3-1.

In terms of rehabilitative programs offered, Denver's Bails Hall program has traditionally been a work release

program giving selected reformatory and penitentiary inmates job placement and supervision on the job and in the residential setting, 90 days prior to parole. Ancillary services for Bails Hall residents have historically been limited.

The Grand Junction Work/Educational Center is a cooperative, DCJ-funded, state/local program which serves CSP/CSR state clients as well as court referred local clients. This program is also unique in that it is the only division administered community-based program on the western slope. The local work release program existed several years before the state joined.

Number of participants in community correctional programs during the fiscal years 74-75 and 75-76.

Table 3-1

Facility	Total 74-75	Total 75-76
Contractual programs	62	75
Bails Hall	170	115
Grand Junction Work/Ed Center	30	52
Ft. Logan Community Center	0	37
TOTAL	262	279

It has received wide community acceptance and the center has used community recreation, volunteer and other services.

The Fort Logan Community Corrections Center in Denver offers work and educational release programs, comprehensive mental health services, drug and alcohol treatment, and other services on both a contractual and referral basis. This program is also unique in that it is designed to serve both male and female offenders. Other residential community-based programs were planned without consideration of female offenders.

During FY 1974-75, \$67,572 of state general funds were provided through Senate Bill 55 "to establish three experimental community residential programs." As a result of this allocation, the Division of Correctional Services contracted with three local nonprofit mental health agencies: the Adult Forensic Services Division of Pikes Peak Family Counseling and Mental Health Center in Colorado Springs, the Weld Mental Health Center in Weld County, and the Walden Treatment Center of Southwest Mental Health in Denver. Each of these programs provides residential facilities, individual and group counseling, job development services, and to one extent or another, monitored antabuse and drug urinalysis screening. The Adult Forensic and Walden programs are correctional residential programs. The Weld residential program is an alcohol half-way house in which non-correctional clients are also participants.

In the 1975 Long Bill, the sum of \$203,940 was provided to continue these contractual agreements and/or to establish new contractual community residential programs. The current

FY 76-77 appropriation is \$253,940 for community corrections programs. In addition, matching funds are appropriated to begin a new DCJ-funded state work release program in Pueblo.

The external placement program is another type of offender program which will be coordinated by the Office of Parole and Community Service. It is a nonresidential community program whereby inmates of the reformatory and penitentiary are screened and placed in the community in a less closely supervised status. These inmates, for whom carefully planned programs have been developed prior to placement, are supervised by parole staff in much the same way that parolees are. As of July 1, 1975, there were ten inmates on external placement status within the community.

In addition to the community correctional programs coordinated by the Office of Parole and Community Services, this office is also responsible for the state parole function.

Philosophically, parole encompasses two functions:

- 1) "to maximize the social functioning" of offenders paroled from the Department of Institutions and "to enable these persons to become accepted and contributing members of society", and 2) to guide and supervise parole clients such that they do not disrupt the families and community of which they are a part. Most of the services offered by parole are supervisory or referral-oriented. Due to large caseloads, little direct service delivery is possible. The average number of cases per parole agent, excluding Intensive Probation and Parole Supervision (IPPS) is 121. For IPPS,

the average is 51 cases per agent. The average number of cases per agent by parole district is: District 1, 129; District 2, 112; District 3, 121; District 4, 92; and District 5, 151. The revocation rate for FY 1974-75 was 8%.

The Intensive Probation and Parole Supervision (IPPS) project, now funded by the state, is designed to serve clients from combined probation and parole offices in three decentralized locations throughout the city. The caseloads have been reduced to less than 50 per probation or parole agent. The success rate for the project has been measured in terms of revocations and absconders as an indication of recidivism. The rates for the three neighborhood centers' clients are much lower than those for the central offices where many of the services are not provided.

The project provides for intensive supervision and follow-up referral services, including personal counseling and job placement. A full-time psychologist also provides individual therapy and serves as the principal research analyst for both probation and parole effectiveness in the neighborhood centers. This project concept was innovative in Colorado because, while both parole and probation are state administered services, parole is an executive function and probation is a judicial function. Community and volunteer services are more easily incorporated into probation and parole supervision when physically near their client's residence. Preliminary evaluation results appear positive

in terms of reduced rearrest and revocation rates. Staff morale appears to increase with lower caseloads, and followup of clients referred to other agencies for services is facilitated by both lower caseloads and decentralization of staff offices.

(2) Local: The enactment of Senate Bill 4 has increased local units of government interest in beginning community corrections programs designed to divert offenders from institutional commitment. Approximately 25 programs exist throughout the state. About half (11) of the major mental health centers in the state offer residential treatment services for offenders. Within the next year, a full description of all these programs will be available.

Table 3-2 illustrates the differences in commitments and commitment rates throughout the state. The ten most populous counties contribute about 90% of all commitments to the Department of Institutions. These counties are: Denver, El Paso, Pueblo, Jefferson, Arapahoe, Weld, Boulder, Larimer, Adams, and Mesa. Residential community corrections programs exist in Denver, El Paso, Pueblo, and Mesa. The programs in Denver, El Paso and Mesa have limited capacity and are largely used by Parole and Community Services for transitional offenders. A nonresidential program funded by DCJ exists in Larimer County. Preliminary data from this program indicates that judges are using it as an alternative to institutional commitment.

Table 3-2
 Commitments and Commitment Rates per 100,000 Population
 July 1, 1974 - June 30, 1975

Region 1				Region 6				Region 10			
Region 1	No.	%	Rate	Region 6	No.	%	Rate	Region 10	No.	%	Rate
Logan	7	.5	36.0	Crowley	1	.1		Delta	10	.8	59.5
Morgan	8	.6	34.2	Kiowa	1	.1		Montrose	9	.7	48.7
Washington	0	0		Otero	13	1.0	54.9	Gunnison	1	.1	
Yuma	0	0		Bent	1	.1		Ouray	0	0	
Sedgwick	1	.1		Prowers	10	.8	71.3	San Miguel	0	0	
Phillips	1	.1		Baca	2	.2		Hinsdale	0	0	
<u>Total</u>	<u>17</u>	<u>1.3</u>	<u>24.7</u>	<u>Total</u>	<u>28</u>	<u>2.1</u>	<u>51.0</u>	<u>Total</u>	<u>20</u>	<u>1.5</u>	<u>41.6</u>
Region 2				Region 7				Region 11			
Larimer	42	3.2	35.6	Pueblo	101	7.7	80.0	Moffat	3	.2	
Weld	58	4.4	52.7	Huerfano	1	.1		Rio Blanco	3	.2	
<u>Total</u>	<u>100</u>	<u>7.6</u>	<u>43.8</u>	Las Animas	1	.1	6.0	Garfield	4	.3	11.3
				<u>Total</u>	<u>103</u>	<u>7.9</u>	<u>68.9</u>	Mesa	31	2.4	52.6
								<u>Total</u>	<u>41</u>	<u>3.1</u>	<u>47.5</u>
Region 3				Region 8				Region 12			
Adams	39	3.0	17.3	Saguache	1	.1		Routt	2	.2	
Arapahoe	81	6.2	39.9	Mineral	0	0		Jackson	0	0	
Boulder	44	3.4	25.4	Rio Grande	8	.6	71.4	Grand	8	.6	
Clear Creek	8	.6		Alamosa	9	.7	69.8	Eagle	9	.7	
Denver	410	31.3	72.8	Conejos	4	.3		Summit	2	.2	
Douglas	2	.2	15.7	Constilla	1	.1		Pitkin	3	.2	
Gilpin	1	.1		<u>Total</u>	<u>23</u>	<u>1.8</u>	<u>61.4</u>	<u>Total</u>	<u>24</u>	<u>1.8</u>	<u>60.3</u>
Jefferson	94	7.2	30.2								
<u>Total</u>	<u>679</u>	<u>51.9</u>	<u>45.3</u>								
Region 4				Region 9				Region 13			
Park	0	0		San Juan	0	0		Chaffee	1	.1	8.7
Teller	2	.2		Montezuma	11	.8	79.2	Lake	4	.3	
El Paso	227	17.4	73.9	La Plata	14	1.1	65.5	Fremont	6	.5	23.8
<u>Total</u>	<u>229</u>	<u>17.5</u>	<u>72.7</u>	Archuleta	0	0		Custer	0	0	
				Dolores	0	0		<u>Total</u>	<u>11</u>	<u>0.8</u>	<u>23.8</u>
				<u>Total</u>	<u>25</u>	<u>1.9</u>	<u>62.8</u>				
Region 5								<u>State</u>	<u>1308</u>	<u>100.0</u>	<u>49.7</u>
Elbert	2	.2									
Lincoln	0	0									
Kit Carson	5	.4									
Cheyenne	1	.1									
<u>Total</u>	<u>8</u>	<u>0.6</u>	<u>39.0</u>								

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All of these ten counties, and La Plato county are interested in obtaining funds to begin residential community corrections programs. In addition, most are in the process of establishing community corrections boards.

A variety of resources in the local community are available, among them mental health centers, alcohol and drug treatment centers, halfway houses, vocational and educational institutions. Many of these resources are free or have a minimal charge, but many require payment. Corrections must very often pay for these services or create programs that incorporate them.

Local community-based programs include work/educational release programs which operate either out of the county jail or in a separate facility. Of those jails responding to the DCJ and Sheriff's Association surveys, 53% reported having work/educational release programs. Only Pueblo and Grand Junction use a separate facility, in all others the offender is housed in the jail.

The Denver County Jail Work Release Program is for men and women who are deemed least likely to present a hazard to the community. They live in dormitories separate from the main population, work in the community and are domiciled in the jail.

They work as mechanics, dishwashers, manual laborers with the postal service, and as self-employed real estate salesmen. This program averages 40 to 50 clients per month. Failures are rare, only 15 to 20 a year. The program has been in effect since July, 1965 and has benefited more than 5,000 men and women.

During 1973 and 1974, the nearly 1,000 persons who participated in the program while serving their sentences grossed over \$471,000 in wages, and paid over \$91,000 in federal, state and local taxes.

During this time, work release participants spent \$87,000 in meals, transportation, and union dues. The city general fund received \$45,900 which was paid by participants for room and board at the county jail. Families received \$124,000 in support money from those on the program.

More than 90% of the persons sentenced to the county jail return to society in less than two years (usually 30 to 60 days). Less rehabilitation is needed if employment is continued during incarceration. Also, normal orientation has not been lost by complete isolation from the community during the sentence.

The Denver County Court is unique in the state, in that it is the only county court that is not part of the State Judicial Department. Thus, the Denver County Court Probation Department is a locally responsive, non-residential correctional effort.

Organizationally, the Denver County Court Probation Department is attached to the Denver County Court and provides probation services for those individuals adjudicated within that court. The Probation Department's organizational structure is functionally aligned to the various services provided by the agency. These services include intake screening, diagnostic evaluations, direct supervision, and volunteer coordination.

A total of 23 fulltime positions are authorized for the Denver County Court Probation Department and as of May, 1975, this figure also represented the Department's actual full-time personnel strength. During 1974, six probation officers carried an active caseload averaging 429 cases. Cases coming within the jurisdiction of the County Court Probation Department during 1974, totaled 4,797 of which 4,182 were male probationers and 615 female.

The average number of cases handled by the probation department each month is 2,976. Of this number, approximately 2,574 clients receive services directly from the department's six field probation officers (a ratio of 1 to 429, as mentioned previously) while the remaining 400 clients receive supervision from either volunteer probation officers or a representative from T.A.S.C. (Treatment Alternatives to Street Crime). In addition to the personal supervision received from the department, 2,016 clients receive assistance through participation in an alcohol safety program. The intensity of supervision given any one client is determined through evaluation, screening, and diagnosis. On the average, 293 clients per month receive minimal supervision, while 303 receive maximum staff supervision.

During 1974, 2,305 clients were successfully terminated from supervision. There were 238 revocation proceedings initiated.

The Denver County Court maintains a substantial volunteer program. There are approximately 300 volunteer probation counselors presently enlisted in the program. These volunteers are administered by and receive guidance from the probation officers. The volunteers are provided with a 12-

hour training program. Recruitment efforts for the program are ongoing and administered by a full-time salaried volunteer recruiter.

A comprehensive statewide listing of drug and alcohol treatment programs is available from the Alcohol and Drug Abuse Division of the Colorado Department of Health. Many communities use mental health centers for these and other programs.

c. Correctional System Impact

(1) Institutional Follow-up Study: The Office of Research and Planning has conducted a followup study of penitentiary and reformatory male parolees to metropolitan Denver. Some 1,097 cases were tracked. The followup period included up to three years subsequent to parole data in the case of penitentiary parolees and up to five years in the case of reformatory parolees.

The index of success in this study was the percentage of parolees not reincarcerated in a Colorado correctional institution within the designated followup period. The reasons for reincarceration were separated into two categories: 1) conviction(s) for a new crime, and 2) technical parole violation. As can be seen from Table 3-3, the percentage of reformatory parolees reincarcerated exceeded that of penitentiary parolees. This was true for new convictions and for all reasons. During the one-year followup period, this difference proved to be statistically significant.

Although this difference between reformatory and penitentiary parolees is supported by two other studies, it

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Table 3-3

PERCENTAGE OF COLORADO STATE REFORMATORY AND COLORADO STATE PENITENTIARY MALE INMATES PAROLED TO METROPOLITAN DENVER WHO WERE RE-INCARCERATED IN A COLORADO STATE ADULT CORRECTIONAL INSTITUTION FOR CONVICTION FOR A NEW CRIME OR FOR PAROLE REVOCATION ONLY DURING FOLLOWUP PERIOD OF ONE, TWO AND THREE YEARS SUBSEQUENT TO PAROLE

Follow-up Period	Institution	Reason for Re-Incarceration		Not Re-Incarcerated	Total
		New Crime	PR Only		
One Year	CSR	7.8%	14.5%	77.7%	100.0%
	CSP	4.4	13.2	82.4	
Two Years	CSR	13.3	21.1	65.6	100.0
	CSP	10.5	19.3	70.2	100.0
Three Years	CSR	19.2	21.0	59.8	100.0
	CSP	13.8	20.0	66.2	100.0

should not be assumed that this finding indicates that penitentiary confinement was more effective in reducing crime than treatment at the reformatory. More research is needed to determine other differences which may affect the reincarceration rate. Age, for example, has been demonstrated through other correctional research to bear an inverse relationship to recidivism. The mean age of inmates at the two state correctional institutions differs significantly.

(2) Work Release Followup Study: A second study conducted by the Office of Research and Planning is a five-year followup of participants in state work release programs. The records of work releasees from CSP and CSR compared with those of a sample of male parolees to metropolitan Denver who did not have the benefit of work release.

The difference between reformatory and penitentiary parolees mentioned above was supported. Also, penitentiary participants in work release were significantly more likely to be successfully paroled from the program than were reformatory participants. Reformatory participants were more likely than the other group to escape from the program.

In terms of a difference in later criminal careers of work release participants and those who did not participate in work release, the results were not conclusive. In a five-year followup of reformatory parolees in 1969, work release participants were significantly less likely than

nonparticipants to be convicted of a new crime. This finding was also statistically significant for one and two year follow-ups of penitentiary parolees in 1972 and 1973. Conversely, penitentiary work release participants in 1971 were significantly more likely to be convicted of new crimes in two and three year followup periods than were nonparticipants.

These results seem to indicate that different groups of participants in state work release programs appear to respond differently. In the case of penitentiary parolees compared to nonparticipants over the past three years, the outcome for work release participants appears to have improved. The apparent decreasing effectiveness of work release programs for reformatory inmates is thought to be related not to the program itself, but to modified selection practices. While the 1969 work release participants were selected from model prisoners with high level of predicted success, work release participants in later years have been selected on the basis of identified need for the program, a factor which may bear an inverse relationship to the degree of predicted success. Again, more research is needed on the relationship between variables associated with participants' outcome.

(3) Denver Adult Recidivism Study: In a recent study, the Denver Anti-Crime Council compared recidivism of parolees and probationers in Denver. The 679 offenders included in this study were a random sample of felons convicted in 1968 through 1970 in Denver District Court. Background, case

processing, probation/parole performance and recidivism data were collected for the sample. The analysis was intended to provide information useful in both planning and evaluating offender-based crime reduction programs through an understanding of offender characteristics including court dispositions and processing of their cases. Recidivism rates and probation/parole performance were also analyzed to determine effectiveness of community-based correctional supervision and the probability and kind of repeat offenses.

The typical offender in this study was male, single, less than 23 years old, unemployed and without a high school education. Over half of the offenders were from minority groups. Typically, the sample offender came from a broken home and lacked a stable employment history. Although 60% had no prior adult felony convictions, most had prior adult and juvenile arrests.

About 60% of the persons in the sample posted bond. The original bond amounts were generally high and directly related to the severity of the offense. Bond amount was also highly correlated with severity of the eventual sentence. Over 90% of the sample entered guilty or nolo contendere pleas in District Court and their cases were disposed of without trial.

Probation/Parole Performance: Over two-thirds of the sample were released to community-based correctional

supervision. About half of this group were probationers and the other half parolees from either the reformatory or penitentiary. Probationers were better educated and more likely to be Colorado residents than parolees. In terms of criminal history, probationers had the "shortest" RAP sheets with parolees from the penitentiary (the oldest group) having, on the average, the most extensive arrest histories.

Recidivism Analysis: Almost half (48%) of the offenders tracked were rearrested at least once during a two year followup period. A much smaller proportion (21%) were reconvicted after a rearrest in two years. Both rearrest and reconviction rates were lower for person-to-person offender categories than for property crimes. Burglary offenders were the most likely to recidivate. The largest discrepancy between rearrest and reconviction existed with drug offenders who showed a high rate of rearrest but very low rates of reconviction.

Two year rearrest rates were comparable for probationers and parolees. Probation as a case disposition was used more frequently when the offender did not have a long prior criminal history. Sentences of confinement or probation were equally likely to succeed or fail (as measured by recidivism). The probability of reconviction and incarceration during two years of followup was actually higher for probationers than for those sentenced to a period of cor-

rectional confinement. Table 3-4 provides a breakdown of rearrest and reconviction rates separately for those offenders in the sample who were sentenced to probation, county jail, and penitentiary or reformatory (parolees). Over half (317) of the sample group were incarcerated in either the reformatory or penitentiary and later released on parole. Rearrest rates were highest among the parole group in one year but were comparable to probationer's rates over a two-year period. Reconviction rates were highest among probationers and comparable for the other two groups. Those 80 offenders sentenced to short-term incarceration in county jail had lower two-year rearrest rates than probationers but higher one-year rates. Compared to those incarcerated (both short-term and long-term), the probability of first rearrest for a probationer in the second year was greater than for parolees or city jail releasees. While only 32% of the probationers were rearrested in one year, 52% were rearrested at least once by the end of two years. Similarly, one-year reconviction for probationers was 24% but the corresponding two-year rate was 42%.

In the short-term (one year), rearrest rates correlated highly with sentence with the highest rate experienced by parolees. Over two years, the rates of rearrest were quite similar for each group. Probationers, however, were most likely to be reconvicted and then incarcerated. The mean age and the degree of prior criminal justice involvement of

Table 3-4

RECIDIVISM BY TYPE OF SENTENCE *

Type of Offender Based on Sentence	No. Of Off.	Rearrest Rates'				Reconviction Rates			
		One Year Followup		Two Year Followup		One Year Followup		Two Year Followup	
		#	%	#	%	#	%	#	%
Probation	186	61	32.8	96	51.6	45	24.2	78	41.9
Parole	317	133	42.0	163	51.4	62	19.6	102	32.1
County Jail	80	30	37.5	37	46.3	15	18.7	27	33.7

* This table includes only recidivism data for the 583 offenders who were sentenced to either probation, parole, or county jail and also had followup data available. An additional 27 offenders who received different sentences, primarily suspended sentences, are not included in this table.

probationers was considerably less than that found for parolees.

Recidivism correlated with a number of background and demographic variables. The greater the degree of prior criminal justice involvement (arrests and convictions), the greater the probability of recidivism. Males, minority groups, and those without a high school education had higher recidivism rates than their counterparts. Offenders involved in person crimes with victim injury, those in a middle age range, and those employed were less likely to recidivate.

An analysis of rearrest charges showed drug use, burglary and drunkenness to be the most common primary charges at the time of rearrest. A high proportion of reconviictions comparable to rearrest was generally found for all of the property crimes. For person crimes, on the other hand, the proportion of arrests resulting in conviction for the same offense was very low.

(4) Evaluation of Contractual Community-Based Programs: In 1975 the Office of Research and Planning conducted an evaluation of three experimental community-based programs funded through Senate Bill 55. The evaluation concentrated on both the administrative procedures involved in the implementation of this bill and the effectiveness of the treatment programs provided.

The three programs consisted of Walden Community Treatment Center, Adult Forensic Services and Weld Mental Health. A total of 86 offenders participated in the three programs in either outpatient or residential status. The Walden program was strictly a residential program servicing 29 clients while Weld was primarily an outpatient facility, servicing only two residential clients and 16 outpatients.

The two predominantly residential programs (Walden and A.F.S.) were evaluated in terms of the percentage of clients initially enrolled who successfully completed. Figures were also compiled in terms of the percentage of clients who were terminated from the program either for a

rule infraction and were returned to the institution, or escaped/absconded (escape in the case of an inmate and absconded in the case of a parolee). Findings indicate that only about one-half of the participants in either of these two residential programs successfully terminated. Specifically, exactly one-half of the 20 terminations from A.F.S. were successful while only 43 percent of 21 Walden terminations were.

This project also conducted an analysis on demographic factors relative to successful program completion. At A.F.S. the institution in which the inmate had been incarcerated was found to be related to future program success. Inmates previously incarcerated at CSP did significantly better than those from CSR. However, this program also experienced a high failure rate among the younger participants with increasing success as inmate age increased. While this same pattern is followed in the Walden program, it is much less dramatic. Fifty-eight percent of the CSP inmates were successful whereas only 50 percent of the CSR inmates were.

Further analyses were conducted according to such demographics as ethnicity, commitment offense and sex. However, the small numbers involved do not lend themselves to sophisticated statistical analysis. What it gained from this project is the knowledge that only approximately 50 percent of A.F.S. and Walden participants successfully completed the program.

In the conclusion of the paper, the writer discussed some of the administrative shortcomings which may have contributed to the programs' low success rates. Many of the problems associated with the operations of these programs were a direct result of the lack of guidelines and direction by the Division of Correctional Services. The program also suffered from a lack of proper screening mechanisms in placing the offenders. Likewise, only 47 percent of the 32 participants in contractual programs during FY 75-76 successfully completed, in comparison to 68 percent from division administered programs.

III-C-12 - ORGANIZATIONAL DEVELOPMENT
MANAGEMENT AND
SYSTEMS DEVELOPMENT

C-12. Organizational Development, Management and Systems Development

a. Training

All training occurring presently in the criminal justice system is performed within the various components of law enforcement, courts and corrections. Each of these sectors of the Colorado criminal justice system is moving towards or has in existnece a central training concept where all agencies within its respective area would receive interdisciplinary training.

(1) Training of Law Enforcement Personnel:

A comprehensive survey conducted during 1975 revealed that roughly 79% of the state's law enforcement agencies utilize the Colorado Law Enforcement Training Academy to provide basic training for their sworn personnel. (See Table 13-1). Approximately 81% of the agencies responding to the same survey indicated sworn personnel were assigned to patrol duties prior to completion of basic training.

As of April, 1975, 24 of the 184 respondents (13%) did not require the completion of basic training. All agencies not requiring basic training were in population areas of 10,000 or less.

Presently law enforcement personnel who are seeking basic training in Colorado could attend any of seven basic training academies.

Table 12-1

REQUIRED TRAINING*

Area	No Training Required		CLETA		Other	
	Number	Percent of Responses	Number	Percent of Responses	Number	Percent of Responses
State	24	13.0	146	79.3	62	33.7
Region 1	3	20.0	12	80.0	3	20.0
Region 2	3	16.7	14	77.8	10	55.6
Region 3	3	7.9	31	81.6	19	50.0
Region 4	1	11.1	6	66.7	5	55.6
Region 5	3	27.3	7	63.6	3	27.3
Region 6	0	0.0	14	100.0	4	28.6
Region 7	0	0.0	5	83.3	2	33.3
Region 8	0	0.0	7	70.0	2	20.0
Region 9	1	10.0	8	80.0	2	20.0
Region 10	1	11.1	6	66.7	1	11.1
Region 11	3	21.4	11	78.6	5	35.7
Region 12	5	22.7	18	81.8	3	13.6
Region 13	1	12.5	7	87.5	3	37.5
Denver SMSA	3	8.6	28	80.0	18	51.4
Pueblo SMSA	0	0.0	1	50.0	1	50.0
Colorado Springs SMSA	1	14.3	4	57.1	5	71.4

* The information in this table is based upon responses from 179 out of the 184 agencies included in the survey. The five non-responses were distributed as follows: one from Region 9 and two each from Regions 10 and 11. Some respondents use both CLETA and other training sources.

Table 12-1, cont'd

REQUIRED TRAINING*(Cont.)

Area	No Training Required		CLETA		Other	
	Number	Percent of Responses	Number	Percent of Responses	Number	Percent of Responses
Population Below 2500	21	22.1	73	76.8	21	22.1
Pop. 2500-4999	3	8.6	28	80.0	12	34.3
Pop. 5000-9999	0	9.5	19	90.5	8	38.1
Pop. 10,000-19,999	0	0.0	13	100.0	8	61.5
Pop. 20,000-34,999	0	0.0	8	100.0	4	50.0
Pop. 35,000-49,999	0	0.0	3	75.0	3	75.0
Pop. 50,000 or more	0	0.0	2	25.0	6	100.0

* The five non-responses were distributed as follows: three from the 2500-4999 population category and two from the 5000 to 9999 population category.

A more recent survey for 1975 which was conducted this year revealed that approximately 81% of the agencies reporting provided some training to their staff.

A majority of this training (63.3%) was provided to patrol staff while investigator staff and supervisory staff accounted for 12.7% and 9.9%, respectively. Other staff including reserve, support, clerical, and miscellaneous accounted for the remaining 24.1% of the staff trained. A more detailed breakdown of data available on training will be included in the criminal justice statistics compendium.

Seventy-one percent of the responding agencies (105 agencies) indicated they conduct some type of in-service training. The quality, effectiveness and productivity were not determined.

Presently there are ten law enforcement training academies in the state. A brief description of each follows:

Colorado Law Enforcement Training Academy (CLETA):

There are currently nine fulltime instructors who divide their time between CLETA and the Colorado State Patrol Academy. In addition, there are two secretaries, one clerk and a fulltime non-sworn training planner. Plans have been made to hire five additional personnel including training specialists for outreach programs based in Durango and Sterling; a specialist coordinator, a lawyer

as an instructor and an additional secretary. Volunteer certified instructors total about 50 to 75.

CLETA has only one classroom allocated for its sole use, but an additional classroom in the building is available on a part-time basis. There is dormitory space for approximately 80 trainees.

Special facilities include the only driving track designed specifically for police training and a variety of firearm ranges including one that has been adapted for night use and simulation of various conditions.

Seven basic training courses are planned for the 1976-77 year, each to be six weeks in length. Also planned are 17 in-service, specialized courses of one week in length.

A recent development has been the production of a Criminal and Juvenile Code Workbook to be used to ease lateral transfer into the Colorado law enforcement system. The workbook is designed for self-study to allow law enforcement officers transferring to Colorado to become certified by passing a test on Colorado Criminal and Juvenile Codes. This is assuming, of course, that such officers have met basic training requirements for other states.

Colorado State Patrol Academy: The staff for the State Patrol Academy is identical to CLETA as the two academies share personnel and facilities. One classroom

has been set aside solely for State Patrol use and the part-time classroom often used by CLETA is also available to the Patrol Academy when the need arises.

Two twelve-week basic training courses are planned for 1976-77 as well as several twenty-week in-service programs to provide specialized instruction.

Greeley Police Department Academy: There is one fulltime training officer. Facilities for training are off-site and "borrowed" from others.

The Greeley Police Department provides its entire staff of 65 officers with in-service training on a monthly basis. This training is open to other officers in the area on an invitation basis. Also, the department relies on CLETA for advanced and special training as needed.

The basic training program was developed and implemented in 1973 through a unique arrangement with Aims Community College. The training was an 11-week session held on campus, in which 15 recruits from other departments participated.

Pueblo Police Department Academy: The Academy employs one fulltime training officer for instruction as well as approximately 40 volunteer certified instructors and five attorneys used on a part-time basis. Plans call for two eight-week basic training sessions as well as several 80 hour sessions to meet review and advanced training requirements for each member of the Pueblo force.

Any of the sessions are open to outside agencies and it is not unusual for several of the trainees at a session to come from different forces in neighboring counties.

One classroom has been set aside for training classes and is equipped with video tape and projection resources. Other facilities include a pistol range and driving track. A YMCA gym is also available.

Colorado Springs Police Department Academy:

The Academy staff is comprised of three fulltime instructors as well as numerous part-time instructors provided by departments and outside agencies such as the State Patrol, the DA's office, the FBI, and the Parole Board.

Plans have been made for three basic training academies to be held during the 1976-77 fiscal year, with total enrollment for all three to be about 70 persons. In addition, there are 52 one-day, in-service training sessions scheduled. Each officer is required to attend one session each month. Other offerings are one week special schools and training courses specifically designed for other agencies in the region.

Facilities include a 128 seat classroom and supporting office space. The classroom is equipped with projection and video tape resources. Both pistol ranges and a driving course are "borrowed" from other agencies.

Aurora Police Department Academy: Three instructors and one secretary make up the fulltime staff for

the Aurora Police Department Academy. Part-time instructors are volunteers and are drawn from the force's supervisors and from outside agencies. Facilities include two classrooms seating 22 and 30 students each as well as supporting office space.

Two basic training academies are offered each year, each of which lasts 16 weeks. Each academy has an enrollment of from 12 to 18 students. In addition to basic training courses, two or three regional law enforcement academies are held annually for other police departments in the surrounding region. Each of these academies has a normal enrollment of 16 students. In addition, refresher and advanced classes lasting 40 hours are also offered. Attendance at one of such classes is required of all members of the Aurora force.

The academy has a lease arrangement with a privately owned, abandoned race track and drag strip. This facility is used for road training. The only firing range is a two-stall, twenty-five yard indoor range.

Jefferson County Sheriff's Department Academy:

The Jefferson County Academy has one fulltime officer in charge of coordinating activities. This officer also takes part in instruction along with a part-time assistant. About 40 part-time instructors are drawn from various sectors of the Sheriff's force and from a variety of out-

side agencies such as the FBI, Fire, D.A., and Parole Departments.

During 1976-77, two academies are scheduled to be held; each to last eleven weeks. On the average, past academies have had from 15 to 18 trainees each. It is estimated that the 1976-77 enrollments will be about the same.

Classroom facilities are "borrowed" from the Civil Defense Department and are equipped with up-to-date video and projection equipment. Road training is conducted on two days each month at the fairgrounds. Other out-of-classroom training sessions include practice in criminal apprehension through simulation of crimes in various settings. Locations are provided by volunteers and include several private homes and businesses.

Lakewood Department of Public Safety Academy:

The Lakewood Academy has two, fulltime training personnel assisted by two secretaries. Volunteer, certified instructors from within the Department and from outside agencies are utilized on specific occasions. Only one academy is scheduled for the 1976-77 year. This is a basic training session consisting of 15 in-class weeks of training reinforced with 12 weeks of in-field training. The most recent academy had 17 trainees.

The training classroom is on-site and can accommodate forty to forty-five trainees. It is equipped with a com-

prehensive library and video equipment. Both firearm and driving facilities are borrowed from CLETA.

Denver Police Department Academy: The Denver Police Department Academy has thirteen fulltime personnel including three sergeants and two lieutenants who provide instruction, along with six technicians and two clerks. Part-time instruction is provided by several volunteers from within the Department and from outside agencies.

Two basic training academies are scheduled for the 1976-77 fiscal year, each to be attended by approximately twenty sworn officers. In addition, week-long in-service training sessions are scheduled throughout the year. Each officer on the Denver Police Department force is required to attend at least one session per year.

Facilities include three classrooms, all equipped with video equipment, a twenty-five yard pistol range, and the use of the EVAC driving course for road training.

Boulder County Sheriffs Department: There is one fulltime coordinator for the training program. When training is scheduled, patrol supervisors are pulled off duty to serve as instructors making one fulltime and two part-time instructors available for each session.

Two 10 to 12 week basic training academies are planned for 1976-77; one in the fall and one in the spring. In addition, an estimated fifteen to twenty advanced sessions are planned for. Each session is to range from

one to four hours in length. On occasion, CLETA is used when a lateral transfer enters the department at a time of the year when no training academy is offered by the Department.

Facilities for training include a training classroom complete with projectors and video tape equipment and indoor and outdoor firing ranges. Use is made of the Boulder County Schools' Driver Training Track.

(2) Judicial Department Training:

The Judicial Department is responsible for all training administered to judicial and administrative personnel. Judges receive extensive training through various outstate training sessions made possible by a federal grant, and also through the semi-annual convention sponsored by the judicial department, all 52 court administrators in the state system receive management training through a federally sponsored grant.

In accord with LEAA Part E requirements, orientation, inservice, management/supervisory, secretarial, and team building training is currently provided to all line and supervisory probation personnel through the DCJ-funded Probation Training Program. In calendar year 1975, this program provided 48 hours of orientation training to 30 new personnel, 52 hours inservice training to 39 probation staff, 64 hours of management/supervisory training to 58 probation supervisors, 216 hours of team development training to 43 probation staff and 792 hours of other training for 28 personnel. This totals 1,172 training hours for 198 probation personnel, some of whom attended more than one session.

The following table shows the number of staff trained and the number of hours and man-hours of training they received.

Types of Training	State Trg. Program		
	Trg. Hours	Participants	Man-Hours
Mgt./Superv.	64	58	840
Orientation	48	30	720
In-Service	52	39	1,008
Additional	792	28	792
Team Bldg.	216	43	3,064
TOTAL	1,172	198	6,424

In addition to this training, Probation Training Project funded probation staff to attend training which was sponsored by agencies other than the State Judicial Department. Some 45 probation staff members attended 1,205 hours of training since June, 1974. Approximately 80% of the state's 300 probation officers have attended at least one training session since June, 1974.

Denver Juvenile Court has a training officer on its staff, and the training budget is state-funded. The Denver Juvenile Court probation training officer estimates that in fiscal 1975 he will have provided 170 hours of orientation training, 20 hours of management/supervisory training, 105 hours of inservice training and 15 hours of other training for Denver Juvenile Court Probation staff. This is training in addition to that provided by the Probation Training Project.

(3) Training of Corrections Personnel: Information on the content of training to Colorado's institutional

guards, correctional officers and parole officers is being generated through an LEAA funded staff training study. Besides identifying training provided, the study will delineate deficiencies and training needed. Refer to the Corrections System Description in the beginning of this chapter for more detail on this study.

The reformatory and penitentiary each have a training and personnel director. Most personnel at the reformatory have received 120 hours of checkoff in-service training. Correctional officers at the penitentiary receive 40 hours of pre-service training and an undetermined number have received 40 hours of inservice training. Lack of funds has limited the inservice training offered at the penitentiary since January 1975. Pre-service training for parole has consisted of one week of job placement work in various offices throughout the Division, sometimes including the reformatory and the penitentiary. Inservice and specialized training has not been systematic. With the demise of the Intensive Probation and Parole Supervision Project, Probation and Parole Officers are no longer receiving adequate training.

In an effort to provide dollar support for corrections training pursuant to Systems Standard 17.1, HB 21 was introduced early this year. This Bill would have provided a penalty assessment on fines amounting to an estimated \$900,000 annually to help support corrections training.

Although the DCJ supported this Bill through testimony before a legislative committee, the Bill was killed by the House Appropriations Committee. An effort will be made to pursue this matter again in the coming year. The Colorado Corrections Association appointed a training committee supported by a travel budget for the purpose of (a) drafting training standards for the Association and (b) designing a minimum standards act for Corrections training to be implemented similarly to the CLETA program.

b. CJS Planning and Evaluation

Interdisciplinary cooperation: This term refers to both the informal and formal working relationships that exist or should exist both on a case by case basis and the normal working relationship between various criminal justice agencies, i.e. police, courts, corrections, non-criminal justice agencies and the community. Cooperation refers to different functions performed by different agencies, i.e., police function interfaces with court functions, etc.

Cooperation is needed to increase the effectiveness of various functions which are performed and to reduce the nonproductive conflicts which frequently occur. Much of the recurring conflict is that between agencies performing the same functions; e.g., police and sheriff. This results not only from the overlapping of jurisdictions but from variance in the degree of competency of different agencies performing similar functions.

Other problems are evident in cooperative relationships between police and courts; community and police; community and courts; and community and corrections. Interdisciplinary cooperation can be improved through a comprehensive planning process.

Planning: This activity is defined as "deciding in advance what to do, how to do it and who is to do it. It is an intellectual process, the conscious determination of courses of action, the basing of decisions on purpose, facts and considered estimates"* and the evaluation of its effectiveness in both productivity and cost analysis.

Most agencies plan in that they try to control or anticipate the future. "Differences occur in (1) the degree in continuity of the planning effort; (2) the duration of the planned-for period; (3) the degree to which feedback from successful and unsuccessful decisions modified original goals; and (4) the details in which anticipated costs and benefits occur."**

Planning in most state agencies is limited to the budget process and short and intermediate range plans. Only three state criminal justice agencies have formal planning units, the Division of Corrections, the Judicial Branch, and

* Koontz, Harold and Cyril O'Donnell, Principles of Management, 4th edition, N.Y., McGraw-Hill 1968, p. 81

**Criminal Justice Systems, National Advisory Commission on Criminal Justice Standards and Goals, Washington, D.C., U. S. Government Printing Office, 1974, p. 6

the Division of Criminal Justice. Their activities are also of a budgetary process and short range and crisis planning. The Division of Criminal Justice, although having a planning unit has only devoted limited resources to planning; the major effort has been to grant administration.

At the local levels (counties and cities) planning units are found in several law enforcement agencies, e.g., Denver, Lakewood, and Colorado Springs Police Departments.

Planning in law enforcement agencies generally occurs on a limited basis in both operational and staff activities. Although almost all law enforcement agencies undertake some planning, e.g., budget preparation, very few engage in formal planning. Agencies with formal planning units may undertake such activities as extensive budget preparation, shift and scheduling activities, preparation of policy.

Some agencies undertake crime analysis as part of the planning process. Very limited effort is expended on long range planning.

The planning that is being accomplished whether of a short range or strategic nature generally does not involve comprehensiveness. Comprehensiveness in planning involves more than total agency planning but the inclusion of all agencies, governmental and nongovernmental and the community to be impacted by the planning. This apparently is not a common practice, i.e., recent problems of trying to establish a community based corrections facility in a larger city.

This program was not implemented due to strong community opposition. The community was not involved in the planning process.

Organizational Development: Organization development may be defined as "a process of planned change - change of an organization's culture from one which avoids an examination of social processes (especially decision making, planning, and communication) to one which institutionalizes and legitimizes this examination, and from one which resists change to one which promotes the planning and use of procedures for adapting to needed changes on a day to day basis."

Organizational development is being implemented on a trial in the Boulder Sheriff's Department. The O. D. process was started approximately a year ago.

(1) **Law Enforcement Planning and Evaluation:** Most law enforcement agencies in Colorado have limited planning capabilities due to manpower constraints. Large agencies are able to maintain their own research and planning units.

(2) **Courts Planning and Evaluation:** Program planning and long-range forecasting is accomplished by the State Court Administrator for all state courts. He has established a division of Research and Development within his office that addresses these functions. The unit is staffed primarily by persons assigned on a part-time basis from other functional areas. They have approximately the

equivalent of three full time staff.

The planning for courts of municipal jurisdiction is usually a responsibility of the presiding judge or his clerk but may be the responsibility of the city manager.

(3) Corrections Planning and Evaluation: The Research and Planning unit of the Division of Correctional Services established in 1974 is responsible for all planning in the area of corrections. Prior to this unit's existence, correctional planning and programming was sporadic and lacked the information necessary to plan effectively. Initial efforts have focused on creating a sufficient data base whereby the effectiveness of correctional programs can be measured. The unit has become more actively involved in corrections research and planning over the past year. Included in the staff's activities is that of providing direction to development of the Offender Based State Corrections Information System (OBSCIS).

c. Colorado Criminal Justice Information Systems Development

Colorado's criminal justice information systems can be described as fragmented. Very little system-wide standardization of information exists. An effort was begun recently to encourage law enforcement agencies to utilize a standardized reporting system designed during 1975. At this time approximately 100 agencies are reportedly using the forms. This system consists of some five forms including

an offense report face sheet, a supplemental/continuation sheet, a personal descriptor sheet, a modus operandi sheet and a custody report. The forms design was coordinated by the Statistical Analysis Center utilizing a task force of law enforcement representatives. A state level Uniform Crime Reporting (UCR) program was also begun recently within the Colorado Bureau of Investigation. It is planned that the standard law enforcement reporting system will eventually be completely integrated with the UCR Program, thus eliminating the need for dual reporting. The prosecutors' offices in each of the state's judicial districts employ their own information collection and processing techniques. Further, there is currently no uniform agreement on unit of count (i.e. cases vs. clients).

For case filing and investigations, most Colorado jurisdictions rely on information collected and recorded by law enforcement agencies. Although some of this information may be automated through the Judicial Departments Management Information System, much case building information is still processed manually, if at all. A major void in case processing at the present time exists between law enforcement and the prosecutor.

The district attorney in the 4th Judicial District has developed an automated data processing capability for case-load management and welfare fraud investigations. Elsewhere in the state, prosecutorial information processing is done

manually. The public defender also keeps records manually.

A substantial amount of work has been completed within the judicial branch related to centralization of adjudicatory information. Similarly, significant advancements in the area of correctional records maintenance and processing have been made over the past year.

Although efforts are underway to improve the quality of criminal justice records across the state, much remains to be done. There are still frequent encounters of incomplete, incompatible records fraught with duplication and difficult to access. Standard criteria for auditing or verifying records for completeness and accuracy have yet to be established. Further, there are no standard criteria for purging information from agency files which is no longer required or useful. Not only do agencies have a difficult time exchanging information for operational purposes, but it is extremely difficult if not impossible to extract meaningful information describing the overall performance of the criminal justice system. This situation hampers individual agency efficiency and effectiveness as well as efforts to perform comprehensive planning.

The Justice Department's revised regulations affecting the Security and Privacy of criminal history record information are envisioned to bring about an improvement of the quality of criminal justice records. Indeed, a major milestone included in Colorado's Privacy and Security Plan is

implementation of a disposition reporting system, thus reducing much fragmentation existing between police, courts and corrections records.

(1) Law Enforcement Systems: Colorado law enforcement agencies have used an automated operational system since early in 1972. The system was developed in large part through the use of LEAA funds. The Colorado Crime Information Center (CCIC) is managed and operated by the Colorado Bureau of Investigation (CBI). The system utilizes two Univac 418-III computers (duplexed) and located at CBI headquarters in southeast Denver. Approximately 100 CRT terminals provide online input and retrieval capabilities to selected local law enforcement agencies across the state. The system offers the following services: message switching (Colorado and national level), FBI/NCIC interface, Department of Revenue interface, want/warrants, Uniform Crime Reporting, Computerized Criminal History, fiscal accounting, vehicle fleet control, highway accident reports, fingerprint processing, weather and road conditions, personnel records, and emergency telephone numbers. A new software package was successfully installed during the past year. This software has reportedly alleviated numerous problems inherent in the previous software package. Additionally, the new software is easier to maintain, provides greater flexibility and utilizes less computer core.

The CBI currently maintains a hard copy repository of

fingerprint card information. This information provides hard-copy back-up to the computerized criminal history (CCH) subsystem under development since early this year.

(2) The Judiciary System: Colorado's Judicial Department has over the last four years developed its own computerized on-line management information system utilizing LEAA funds.

Both administrative and judicial decision-making are enhanced by this system which is managed by a small EDP center under the state court administrator. That center has developed a batch caseload monitoring system for district courts and probation and quarterly reporting system for county courts and probation departments in the nine front-range judicial districts. This system automates the index, calendars and registers of court actions in each county, thus augmenting current normal processing, as well as establishing a data base for case monitoring, research, and criminal justice data exchange.

The project was initiated in the Denver District and has since been expanded to eight of the nine judicial districts on the front range. Eventually, the system will automate District and County Courts (Adult and Juvenile) including Probation functions in all nine judicial districts. This is expected to be accomplished by 1978.

The computerized system serves state jury selection, the department's personnel, payroll, accounting, budgeting and

docketing functions as well as pertinent case and client information. Presently, the system is running on an IBM 370 model 145 utilizing DOS/CICS. The software involved initially was an IBM package, the Basic Court System (BCS), which was extensively modified for Colorado's specific needs.

The remainder of the state judicial system is using the department's batch system, which is currently case rather than client oriented.

Manual information generation, collection, storage and retrieval of case files is under constant study by the management analysis section of the state court administrator's office. Record destruction and micro-filming schedules are organized and promulgated in a departmental records management manual. The interface between manual, microfilm, and automated data is under study.

Most of the information required for sentencing decision-making is collected and processed manually. In July, 1975 the Supreme Court promulgated a standardized pre-sentence report format which standardizes the composition, length and elements of data used for sentencing decisions.

The manual collection of this information is augmented by the Colorado Crime Information Center's automated "rap sheets" which afford the probation officer background criminal information on the applicant for probation. Additionally, the Judicial Department's batch and on-line automated systems

support probation management decisions on budgeting and resource allocation for pre-sentence reporting and supervised probation terms.

The Judicial Department's data processing staff presently furnishes the Department of Law with a case accounting system. Future plans include completing installation of the automated system in all judicial agencies within the nine judicial districts in the front range.

(3) The Correctional Informational System: With the advent of the Research and Planning unit within the Division of Correctional Services, the first attempts were initiated to establish a statewide corrections information system capability through the Comprehensive Data Systems (CDS) program. As previously indicated the Office of Research and Planning is responsible for directing the development of the OBSCIS Program. A detailed system design was completed early in 1976. CRT terminals have since been installed in the Division of Correctional Services, the ADP center in Pueblo, adult parole, the penitentiary and the reformatory.

Currently, this system provides the capability of tracking in excess of 5,000 offenders in the various institutions including those released on parole. This offender movement and census system is presently operating in an on-line mode for current activities with historic data being updated via batch mode. Conversion of historic corrections records for "active" inmates has been completed and conversion of historic

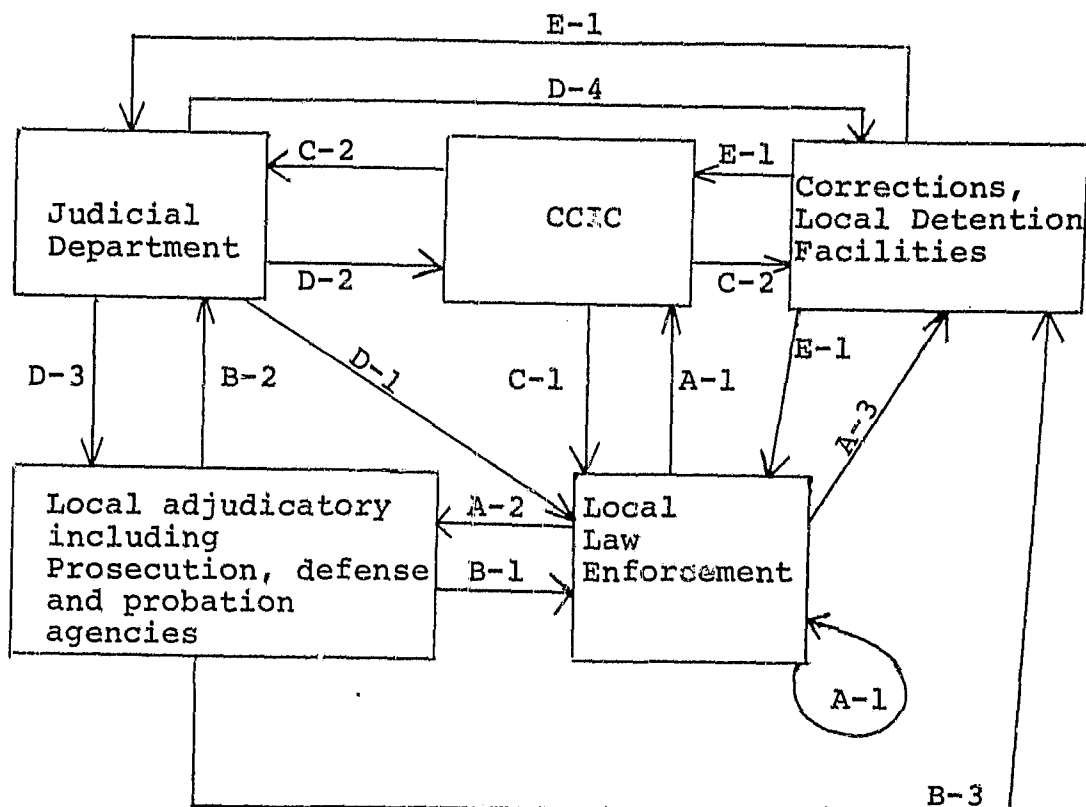
parole records is approximately 1/3 completed. The system is currently providing several statistical reports to corrections management. The data base was designed to maximize flexibility of report generation. Second year funding of the OBSCIS project was made in February of 1976. A limited interface has recently been developed between OBSCIS and CCIC. This involves daily inputting of status and movement data by an operator assigned to the Division of Correctional Services utilizing a CRT located at the Canon City Police Department. Activities planned for the next year include completion of the data conversion effort, complete computer programs, continue training operators, enhance management reports and initiate interfaces with other CJIS.

Information Flows: Exhibit 3-11 represents the information exchanges which occur within the criminal justice community. Upgrading agency records and information systems will improve this flow and at the same time create a data base for effective planning and decision-making.

d. Technical Assistance

(1) Law enforcement agencies faced with administrative or operational problems may sometimes seek external assistance with these problems. Limited technical assistance services are available to Colorado law enforcement agencies on request and at no charge from a few sources. Paid consultants are also available for those agencies which

Exhibit 3-11



- A-1 Arrest data, identification data, subject-in-process data, intelligence data, wants/warrants data, stolen property data.
- A-2 Arrest data, identification data, evidence data, case information, criminal history information access.
- A-3 Criminal case records, identification data, personal criminal information, subject-in-process data, arrest data.
- B-1 Case status data, arraigned charges data, subject-in-process data, court calendar data, disposition and sentence information.
- B-2 Court schedule data, case status data, arraigned charges data, subject-in-process data, court calendar data, disposition and sentence information.
- B-3 Disposition and sentence information.
- C-1 Wants/warrants data, stolen property data, intelligence data, criminal history data, drivers license and vehicle licensing/registration information, NCIC and NLETS access.

Exhibit 3-11 (Cont.)

- C-2 Criminal history information access.
 - D-1 Court calendar data, case disposition data, evidence disposition, subject-in-process.
 - D-2 Disposition/sentence data, wants/warrants data.
 - D-3 Charges data, court schedules/assignments disposition, research/statistics data, administrative/management data.
 - D-4 Court calendar data, subject-in-process data, disposition/sentence data.
 - E-1 Subject-in-process data.
-

can afford them.

CBI's forensic laboratory and investigative services are available to local agencies. Colorado Law Enforcement Training Academy staff assist whenever possible with training problems, and the Division of Criminal Justice can provide or obtain assistance with administrative, managerial, or operational problems. Assistance to these agencies is limited by the availability of staff resources.

(2) Technical assistance is provided to state courts initially at the local level by the district administrator. Should more refined assistance be required, the office of the state court administrator is available for assistance through the planning and research division, the management analysis team, legal counsel, traffic court

coordinator, and the internal auditor. Some technical assistance is made available to municipal courts through the state court administrator's traffic court coordinator. However, most municipal jurisdictions are left to their own devices for technical assistance.

(3) The Department of Corrections receives whatever limited technical assistance is available from the Research and Planning unit established in 1974.

III-C-13 - HIGH CRIME INCIDENCE AREAS

*c-13 High Crime Incidence Areas:

INTRODUCTION:

This section presents information on the crime problems and criminal justice system in Colorado's five Standard Metropolitan Statistical Areas (SMSA's). The SMSA's include the Denver/Boulder area (Adams, Arapahoe, Boulder, Denver, Douglas, Gilpin, Jefferson Counties), the Colorado Springs area (El Paso and Teller Counties), the Pueblo area (Pueblo County), the Fort Collins area (Larimer County), and the Greeley area (Weld County). These areas represent the primary population centers of Colorado. They account for nearly 80% of the total population of Colorado and over 87% of reported index crimes (1974).

The information is presented for the SMSA's in the order they are listed above. Denver is treated separately from the Denver suburban SMSA. For each area, there is a discussion of the crime problem and a description of the criminal justice system in the area. The type of data presented varies from SMSA to SMSA depending on availability of data.

The sources of data for this section are varied and include several agencies and research efforts within the state and SMSA's.

* The Denver Impact Cities portion of Section 13 was prepared and written by the Denver Anti-Crime Council and should not be interpreted in any way as original work by the DCJ. For a more detailed coverage of Denver refer to the Denver Anti-Crime Council's 1977 Criminal Justice Plan.

a. Denver SMSA:

(1) Demographic Description: The Denver Standard Metropolitan Statistical Area includes seven counties: Adams, Arapahoe, Boulder, Denver, Douglas, Gilpin and Jefferson, which cover 4,651 square miles of land area and have a population of nearly 1,400,000 persons. The SMSA encompasses 38 separate incorporated cities and towns, for which Denver provides an economic and social center. The City and County of Denver, occupying 95 square miles in the center of the area, accounts for 37% of the SMSA population and provides two-thirds of the area's employment.

From 1960 to 1970, the population of the Denver SMSA increased 32% (to 1,237,000), compared to a 16.6% overall increase in 243 SMSA's. By 1975, a 12% increase was expected to bring Denver's population to 1,388,000. Denver's population is 94.7% Caucasian, 4.1% Negro, and 1.2% other races. Spanish-surnamed persons (included in Caucasian) account for 11.3% of the population.

In 1970, only 3.7% of Denver's civilian labor force were unemployed, compared to 4.3% in all US SMSA's. Denver's median family income of \$10,774 is slightly higher than the \$10,469 median family income in all SMSA's.

(a) Denver City and County: The City and County of Denver, which have common boundaries and a consolidated government, provide the economic, administrative, financial, and trading center of Denver. It is the smallest county in area and the

largest in population, with a population density of 5,418 persons per square mile. Although Denver's population is still growing, it is growing at a slower rate than the suburban counties so that its share of the SMSA population is declining.

(b) Jefferson County: Jefferson County, with approximately 316,000 residents in 1975, is the second most populous county in the Denver SMSA. One of the fastest growing counties in the state (84% increase from 1960 to 1970), its growth is primarily due to residents moving in from other locations. Nearly 40% of the county's residents live in Lakewood, its commercial center. Jefferson County's median family income, \$12,040, is among the highest in the state; its 1970 unemployment, 2.9% was among the lowest in the state.

(c) Adams County: Adams County is both an agricultural and a residential county. It ranks among the top ten agricultural counties in the state and has the fourth largest population. The estimated 1975 population is 229,000.

Major cities in Adams County are Brighton, Commerce City, Northglenn, Thornton, Westminster, and Aurora (25% in Adams, 75% in Arapahoe County).

(d) Arapahoe County: Arapahoe County's population has increased 43% in the past decade. The county has moved from an agricultural base to residential areas and light industry. Major cities are Englewood, Littleton, Sheridan, Cherry Hills

and Aurora (75% in Arapahoe).

The 1975 population of Arapahoe County was approximately 214,000. Arapahoe County has a high median family income, \$12,064, and low percent unemployed, 2.8% (1970).

(e) Boulder County: Boulder's population increased nearly 78% from 1960 to 1970. Since 1960, the county has changed from a predominantly agricultural, mining, education and service based economy into a manufacturing, education, scientific research and development center. The 1975 population was approximately 171,000.

(f) Douglas County: Douglas County's primarily rural population is rapidly increasing. The county experienced a 75% increase from 1960 to 1970 and another 56% from 1970-1975. The 1975 population is estimated at 13,100. Castle Rock is the only incorporated area in the county.

(g) Gilpin County: Gilpin County, the smallest in the SMSA, had a 1975 population of only 1,950. The county's population increased almost 86% from 1960 to 1970. Nearly all of this increase is due to in-migration. Black Hawk and Central City are the only two incorporated areas in the county.

Denver SMSA
1970 Census Data

Area in square miles: 4,651

Population density: 336/square mile

Population: 1,237,156

% Male	48.6
% Female	51.4
% White	94.7
% Spanish-surnamed	11.3
% Negro	4.1
% Other	1.2

Education:

School years completed	
Median	12.5
% completed 4 yrs high school or more	67.4
% completed 4 yrs college or more	17.3

% less than 18 yrs of age	64.6
Estimated 1974 population:	1,394,400
1960-1970 change	+32.3%
1970-1974 change	+12.7%
net migration	+14.9%
% urban	93.2
median age	26.6

Employment:

% Male	60.6
% Female	39.4
% Unemployed	3.7
% Working in county of residence	64.2

Income:

Median family income	\$10,774
% families below low income level	6.8
Per capita income	\$ 3,482

(2) Denver SMSA Part I Crime Trends: Exhibit A is a table giving the numbers and rates of Part I crimes reported in the Denver SMSA from 1968 through 1974. A trend is shown for all index crimes and for each index crime separately. The SMSA's share of the total state crimes is also shown.

Exhibit
 Denver SMSA
 Part I Crime Trend
 1968-1974

	1968	1969	1970	1971	1972	1973	1974
Population:	1,132,574	1,139,753	1,237,753	1,267,333	1,297,458	1,327,583	1,357,708
% of State Total	55.3	54.3	56.1	55.6	55.2	54.8	54.4
Population Density:	243.5	245.1	266.0	272.5	279.0	285.4	291.9
Total Index:	54,247	64,665	82,768	87,227	90,575	89,301	101,194
% of State Total	68.5	68.5	70.5	69.3	69.1	66.7	65.8
Rate:	4789.7	5673.6	6689.9	6882.7	6981.0	6726.6	7453.3
% Change in Rate	---	+18.5	+17.9	+2.9	+1.4	-2.4	+10.8
<u>MURDER</u> : number	68	78	102	112	128	136	103
rate	6.0	6.8	8.2	8.8	9.9	10.2	7.6
% State total	62.4	70.3	76.1	76.2	66.0	70.5	69.6
<u>RAPE</u> : number	421	473	612	647	621	662	618
rate	37.1	41.5	49.4	51.1	47.5	49.9	46.6
% State total	78.8	78.3	77.0	73.9	68.6	70.3	68.1
<u>ROBBERY</u> : number	1,635	1,967	2,368	2,695	2,662	3,153	3,254
rate	144.3	172.5	191.3	210.8	201.2	231.0	245.1
% State total	82.7	84.7	83.1	87.6	79.9	79.4	78.7
<u>ASSAULT</u> : number	1,835	2,173	2,772	3,085	3,587	3,099	3,542
rate	162.0	190.6	224.0	241.3	271.2	227.1	260.9
% State total	66.3	67.2	67.7	69.8	70.0	62.2	64.1
<u>BURGLARY</u> : number	13,601	17,591	23,214	24,381	27,351	27,067	31,549
rate	1200.8	1543.4	1876.3	1907.7	2067.9	1983.7	2376.4
% State total	72.4	73.9	76.2	73.6	73.4	69.5	68.6
<u>LARCENY</u> : number	29,547	33,539	42,897	45,771	45,428	44,384	52,175
rate	2608.8	2942.7	3467.2	3581.5	3434.8	3252.9	3930.1
% State total	63.8	62.4	65.0	64.1	63.8	62.6	62.3
<u>AUTO THEFT</u> : number	7,140	8,844	10,813	10,515	11,298	10,782	9,953
rate	630.4	775.9	873.9	822.7	853.9	790.2	749.7
% State total	82.9	83.1	83.2	81.5	81.3	77.3	74.0

Some 101,194 index crimes were reported in the SMSA in 1974. This represented a 10.8% increase from the previous year. The volume of index crimes increased an average of 14.0% annually between 1968 and 1974. The rate of crime per 100,000 population increased steadily during the same time period, with an average annual increase of 6.9%, from 4,789.7 crimes per 100,000 population in 1968 to 7,453.3 crimes per 100,000 population in 1974.

Exhibits B , C , and D are graphic depictions of the SMSA's crime rate trends based on the figures in Exhibit

A . Exhibit B shows the total Part I crime rate trend, illustrating the rather steep increases in the crime rate from 1971 and 1972, a decrease in 1973, followed by a steep increase in 1974. Exhibit C depicts trends in violent crime rates from 1968 through 1974. Both the rape and murder rates dropped in 1974 and the robbery rate continued its upward trend. The assault rate, following a drop in 1973, increased in 1974 to a level equal to the 1972 level. Both larceny and burglary increased in Denver in 1974, following decreases in 1973 and the auto theft rate continued its slightly downward trend.

Exhibit
Denver SMSA
Part 1 Crime Trend
1968-1974

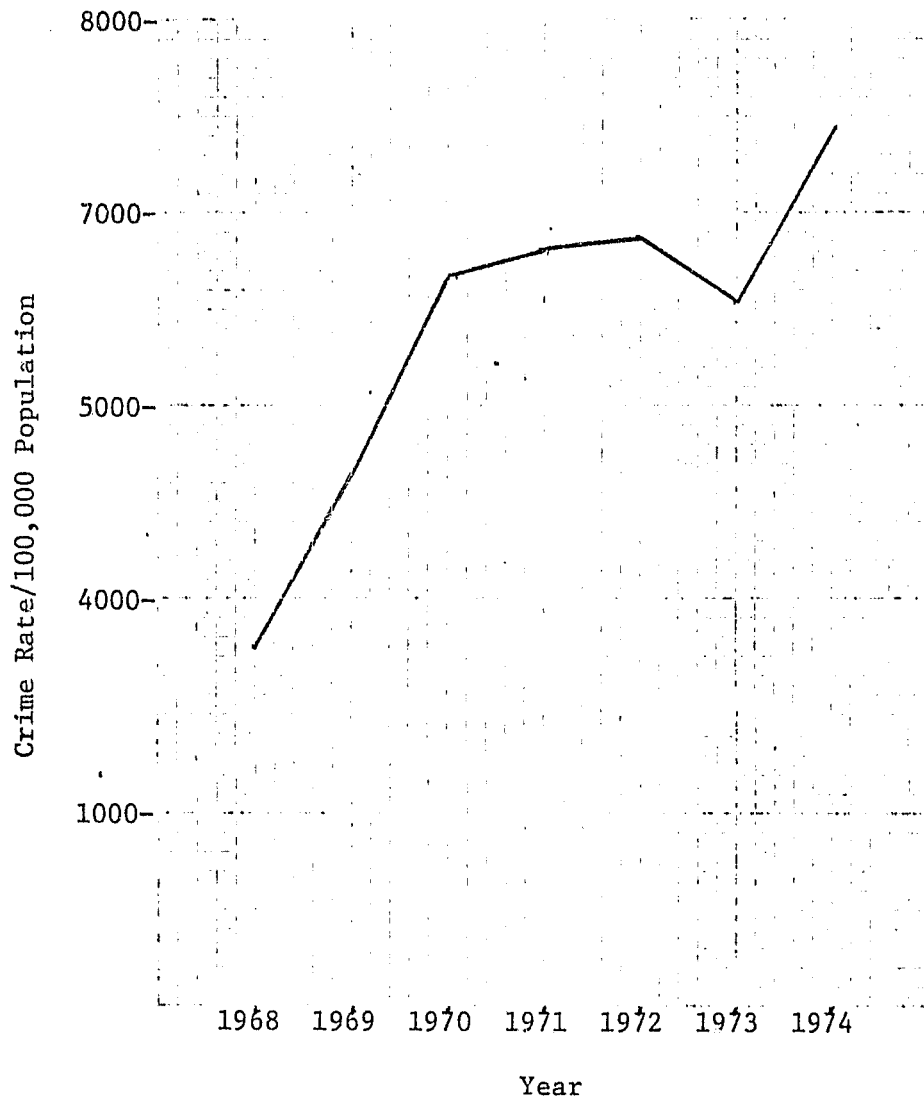


Exhibit 1
Denver SMSA
Violent Crime Rates
1968-1974

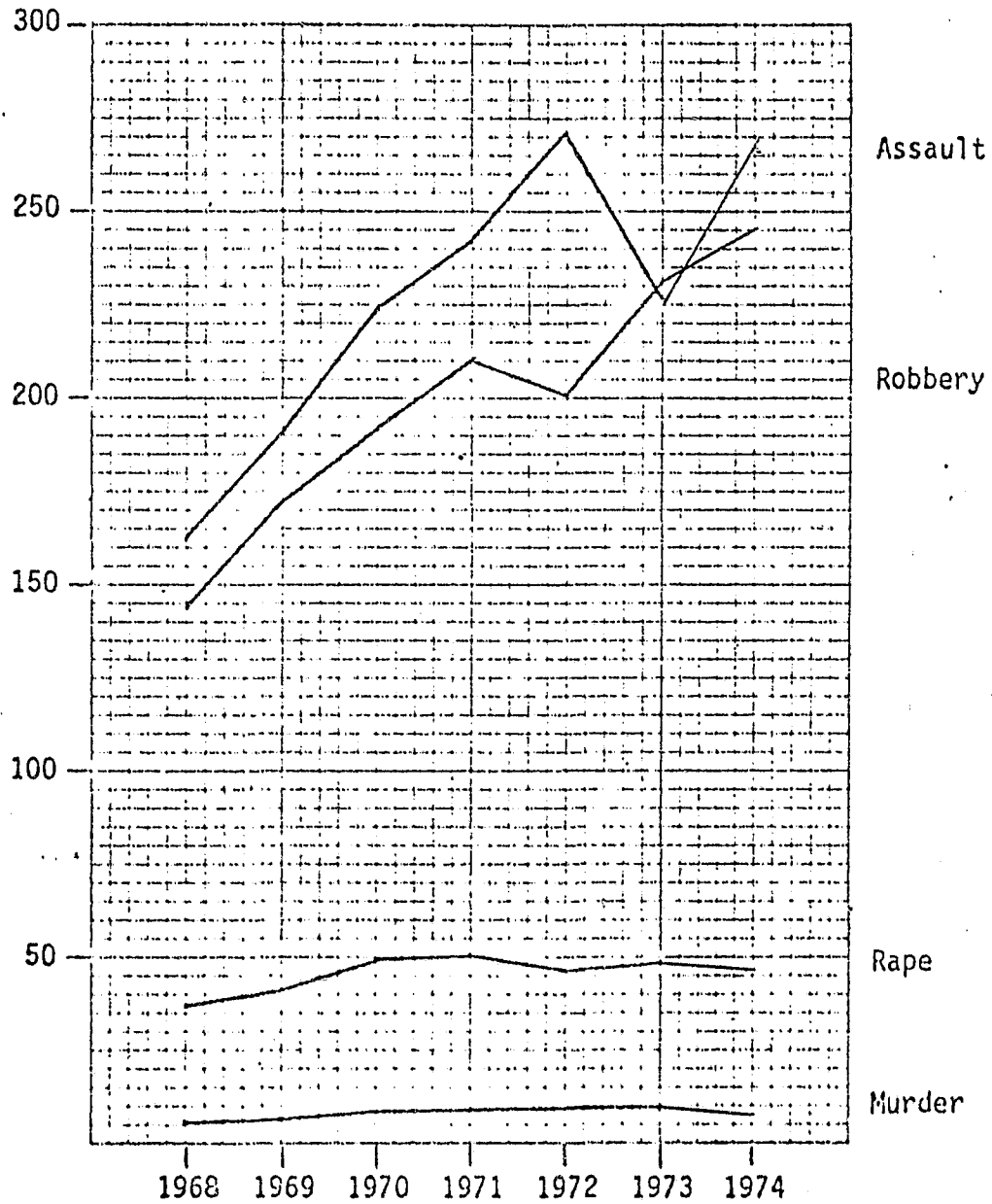
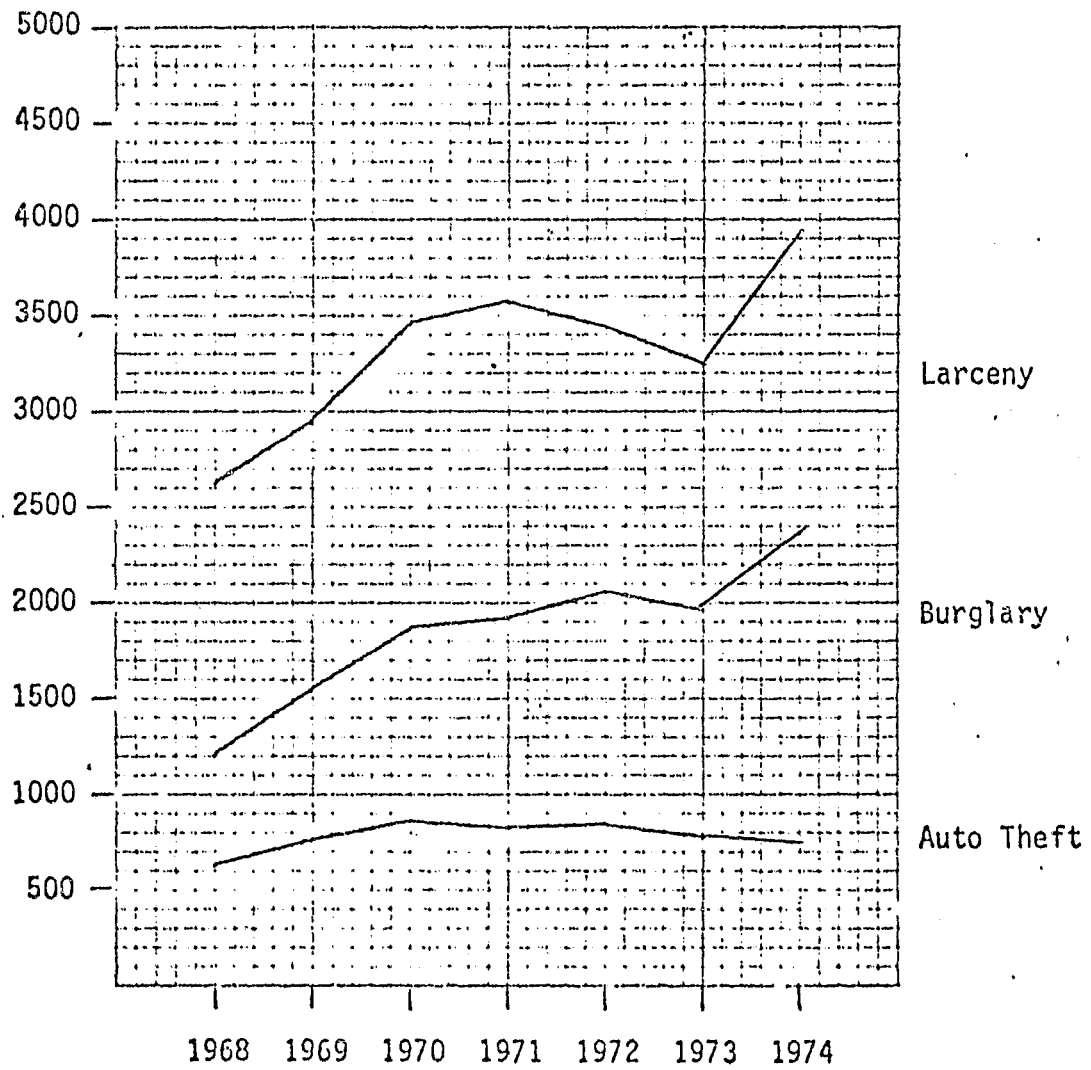


Exhibit h
Denver SMSA
Property Crime Rates
1968-1974



DENVER
GENERAL STATEMENT OF 1975 CRIME SITUATION

This section of the crime analysis provides an overview of the crime problem in Denver in 1975 and early 1976. Critical to the planning process for 1977 is the identification of problems resulting from analysis of offenses in Denver using the most currently available data. To accomplish this a crime specific analysis for each index crime and categories of Class II crimes has been conducted and is documented in the sections following. The only intent of this section is to provide overview information, including some comparative analysis with other cities, as background to the detailed crime specific analyses that identifies characteristics of each type of offense and highlights problem areas.

Total offenses reported to the police in Denver in 1975 were 64,693 incidents, an increase of 1% over 1974. About two-thirds of these incidents (40,744) were the more serious Class I offenses. While Class I crimes increased 4% from 1974 to 1975, Class II incidents were reduced by about 3%. Through May of 1976, however, there have been significant decreases in both Class I and II reported offenses when compared to the same time period for 1975. A total decrease of 7% has been experienced including a 6% reduction in Class I and an 8% reduction in Class II. Additionally, arrests (for juveniles in particular) are down considerably from 1975 rates.

It is generally difficult to make comparisons of crime rates over time between cities. Different crime definitions, reporting pro-

cedures and "hidden" crime proportions between jurisdictions limit the utility of such comparisons in spite of the UCR efforts to standardize reporting. This is particularly a problem with property crimes but less so for violent crimes.

Ten-year violent crime rates for Denver and other cities of comparable size, based upon UCR rates, are shown in Figure 14. Over the last ten years the rates in Denver and other cities have more than doubled. In 1966, there were 323 violent crimes per 100,000 and almost three times this amount (936) in 1975. A review of the graph indicates a strong upward trend in the violent crime rates from 1966 through 1971 in Denver and other cities of comparable size. From 1971 through 1975, however, the increase has only been minor and unlike the late 1960's, Denver's violent crime rate has recently been similar to the national average. It should be noted the 1976 rate for the other cities may be lower since a 9% reduction was experienced in the first quarter. Based on the first five months in Denver, a major reduction of 20% or more may occur in 1976 if current trends continue. If this occurs, the 1976 violent crime rate in Denver will be at its lowest point since 1969.

Figures 15 and 16 provide monthly frequencies of total violent crimes (homicide, rape, robbery and aggravated assault) and burglary, respectively, in Denver from January, 1970 through May, 1976. Although monthly totals have fluctuated widely over the last six and one-half years, ranging between 300 and 500 for violent crimes, the average rate of increase has been negligible (.4 incidents per month)

compared to an average of 383 incidents per month. This finding is consistent with yearly trend analysis that indicated most of the increase in violent crime rate over the last ten years occurred in the late 1960's in Denver, not the first half of this decade. It should be noted that all monthly frequencies in 1976 have been well below the expected frequencies.

Monthly burglary frequencies for the same time period, shown in Figure T6, have more of an upward trend over time with an average monthly increase of 3.3 incidents. The monthly fluctuations are wide, ranging from around 1,100 to 1,800 per month with an average of 1,354 over the six and one-half year time period. The average monthly frequency for 1976 has been below expected rates, although not to the same extent as for violent crimes.

Although not displayed graphically, property crime trends, with the exception of auto theft, have been on a strong trend in Denver and other cities of comparable size over the last ten years. Burglary rates have been significantly higher than other cities of comparable size in recent years while the auto theft rate in 1975 was average. Because of the reporting procedure changes associated with larceny, no comparisons can be made with other cities over the long term, although the rate of increase in Denver from 1974 to 1975 was only slightly below the average increase.

Although the geographical distribution of each crime category and aggregate data across categories is provided in the separate sections,

some limited comments about crime density will be made in this section of the report. In 1975, the City of Denver was 117.4 square miles, with an average of 42.2 person crimes (homicide, rape, robbery, aggravated assault) and 386.9 property crimes (burglary, auto theft, petty and grand larceny) per square mile. Crime density is not too meaningful unless compared to other jurisdictions and, even then, may not be as useful as per capita rates for comparative analysis.

Another measure of criminal events has been provided through victimization studies conducted in Denver. The 1972 survey was analyzed, in depth, and Denver was found to have a relatively high proportion of hidden crime. A follow-up survey in 1975 has not been made available for analysis and, consequently, statements about changes in victimization rates cannot be made at this time. However, a survey taken for a geographically limited area of the city in 1975 provided some evidence that victimization rates have not significantly changed since the 1972 study.

In summary, it should be noted that both violent and property crime rates have been on a strong upward trend in Denver over the last ten years similar to national trends. However, based upon the first five months of 1976, significant reductions in both person and property crime rates may be realized in 1976.

Figure 14

Ten Year Trends - Rates of Violent Crime

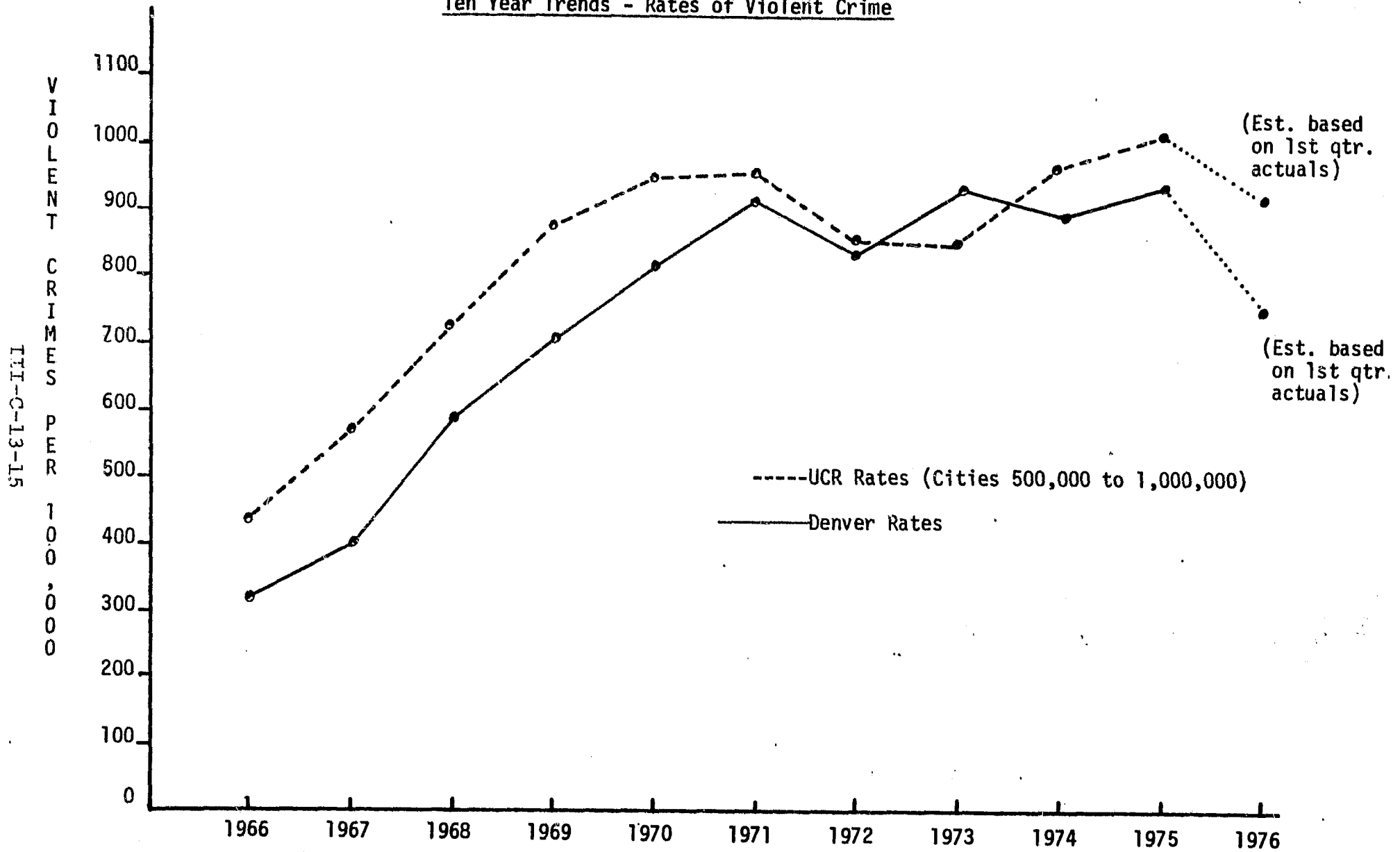
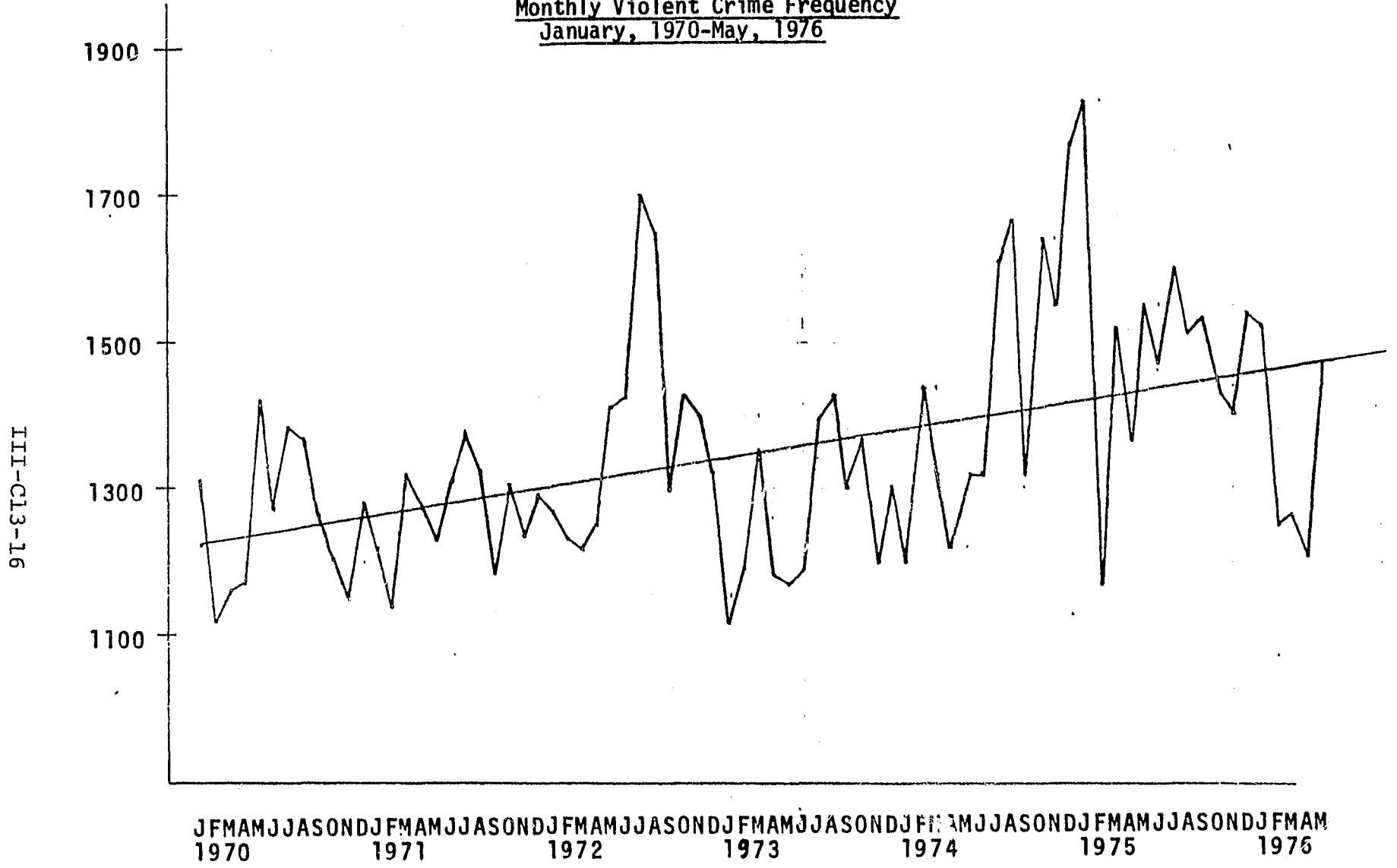


Figure 15

Monthly Violent Crime Frequency
January, 1970-May, 1976



ANALYSIS OF BURGLARY IN DENVER: OVERVIEW

The Colorado Penal Code (18-4-202) defines first degree burglary as:

- (1) A person commits first degree burglary if he knowingly enters or remains unlawfully in a building or occupied structure with intent to commit therein a crime, other than trespass as defined in this article, against a person or property, and if in effecting entry or while in the building or occupied structure or in immediate flight therefrom, he or another participant in the crime assaults or menaces any person, or he or another participant is armed with explosives or a deadly weapon;
- (2) First degree burglary is a class 3 felony;
- (3) If under the circumstances stated in subsection (1) of this section the property involved is narcotic drugs within a pharmacy or other place having lawful possession thereof, such person commits first degree burglary of drugs, which is a class 2 felony.

Second degree burglary (18-4-203) is defined as:

- (1) A person commits second degree burglary, if he knowingly breaks an entrance into, or enters, or remains unlawfully in a building or occupied structure with intent to commit therein a crime against a person or property;
- (2) Second degree burglary is a class 4 felony, but if it is a burglary of a dwelling, is a class 3 felony.

Third degree burglary (18-4-204) is defined as:

- (1) A person commits third degree burglary, if with intent to commit a crime he enters or breaks into any vault, safe, cash register, coin vending machine, product dispenser, money depository, safety deposit box, coin telephone, coin box, or other apparatus or equipment whether or not coin operated;
- (2) Third degree burglary is a class 5 felony.

Possession of burglary tools (18-4-205) is defined as:

- (1) A person commits possession of burglary tools if he possesses any explosive, tool, instrument, or other article adapted, designed, or commonly used for committing or facilitating the commission of an offense involving forcible entry into premises or theft by a physical taking, and intends to use the thing possessed, or knows that some person intends to use the thing possessed in the commission of such an offense.
- (2) Possession of burglary tools is a class 5 felony.

Burglary, during 1975, continued to proceed along an upward trend and maintain its ranking as Denver's highest frequency serious crime and most difficult crime problem.

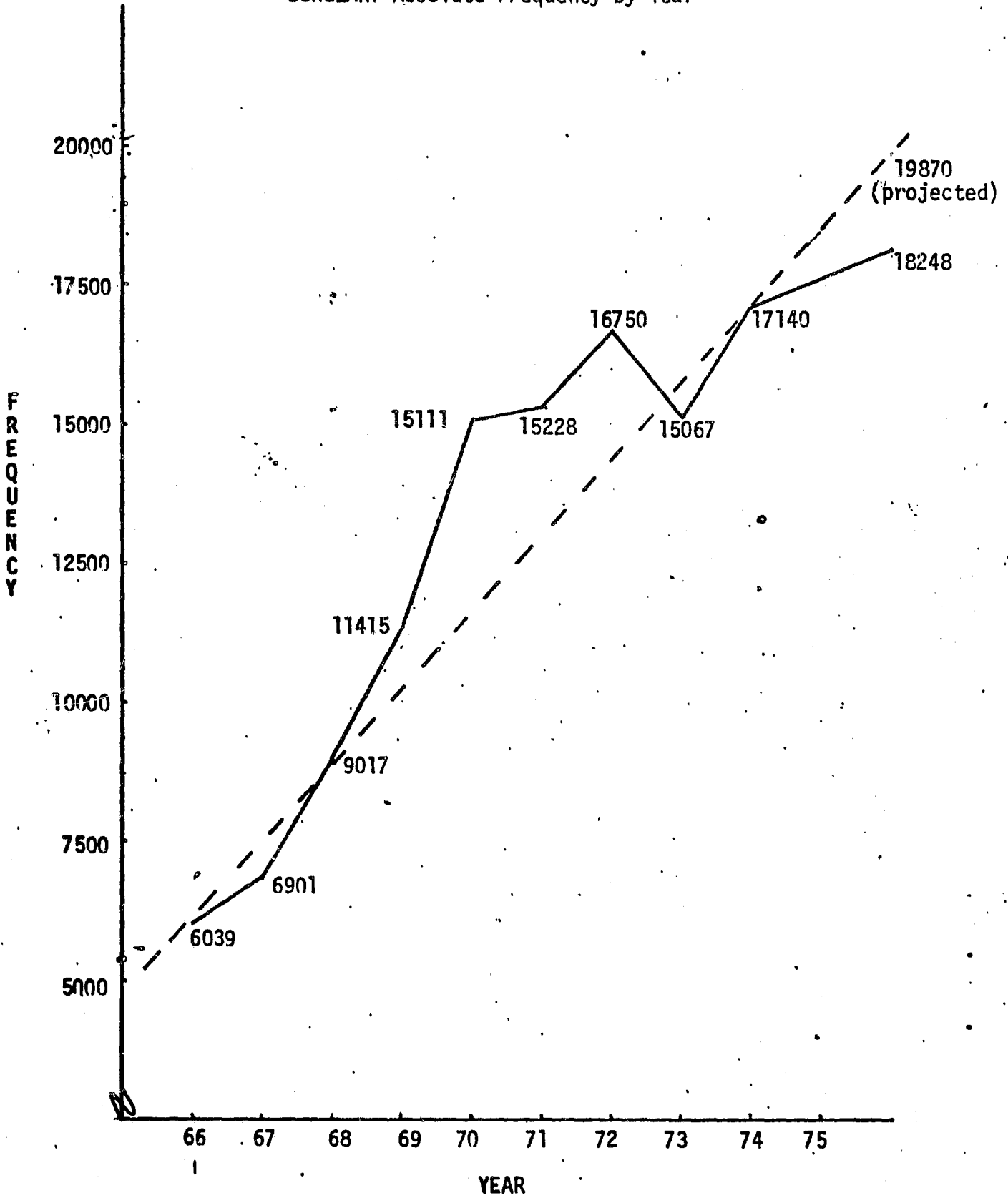
Over the past ten years, 130,916 burglaries have been reported to the Denver Police Department. This represents an average absolute frequency each year of 13,092 burglaries. Denver's upward trend in burglary is graphically displayed on Figure 17. A six year upward trend accounting for an average yearly increase of 30% was broken in 1973 by a 10% decrease but was renewed again in 1974 and 1975. Trend analysis based on nine years of historic burglary data projected a best profile estimate of expected burglaries in 1975 of 19,870 offenses. The actual frequency fell short of this projection by 1,622 crimes. The case increase over 1974 is still, however, a serious upward move and represents an increase of 6.5%.

During the past ten years the City and County of Denver's burglary rate per 100,000 population has consistently remained higher than this rate for similarly sized cities. The disparity between the Denver rate and national average has, over the last six years, ranged from 900 to 1,400 more burglaries per 100,000 population. In 1975, the national average for cities similar in size to Denver was 2451.7 burglaries per 100,000 population compared to a rate of 3444.9 in Denver.

The 18,248 burglaries reported in Denver during 1975 included 11,483 residential burglaries and 6,765 non-residential burglaries. Census data

Figure 17

BURGLARY-Absolute Frequency by Year



reveal that Denver consists of 185,499 residential units and 25,239 non-residential structures. In 1975, therefore, Denver's residential burglary rate per 1,000 residential units was 61.9 and the non-residential rate per 1,000 non-residential units was 268.0. Clearly, in relationship to potential targets, the burglary problem in Denver is most severe in the non-residential sector of the community.

Property losses attributed to burglary during 1975 amounted to \$8,238,801. This was an increase of 13.5% over the \$7,261,244 loss registered during 1974. Property recoveries related to burglary offenses increased from \$537,006 in 1974 to \$674,585 during 1975. In absolute terms, this represents an increase in recoveries of 25.6%. However, recoveries analyzed as a ratio of goods stolen, reveal that in 1974 7.5% of the goods were recovered and that in 1975 the rate of recovery only increased to 8.1% of the goods stolen (see Figure 18).

Although the number of reported burglaries increased by 6.5% in 1975 compared to 1974, the amount of these cases cleared by an arrest decreased 14% from 4,102 cases in 1974 to 3,529 cases in 1975. It would appear that the size of investigative caseload is inversely proportional to the quantity of cases cleared by arrest. This inverse relationship has been verified over the past four years (see Figure 19).

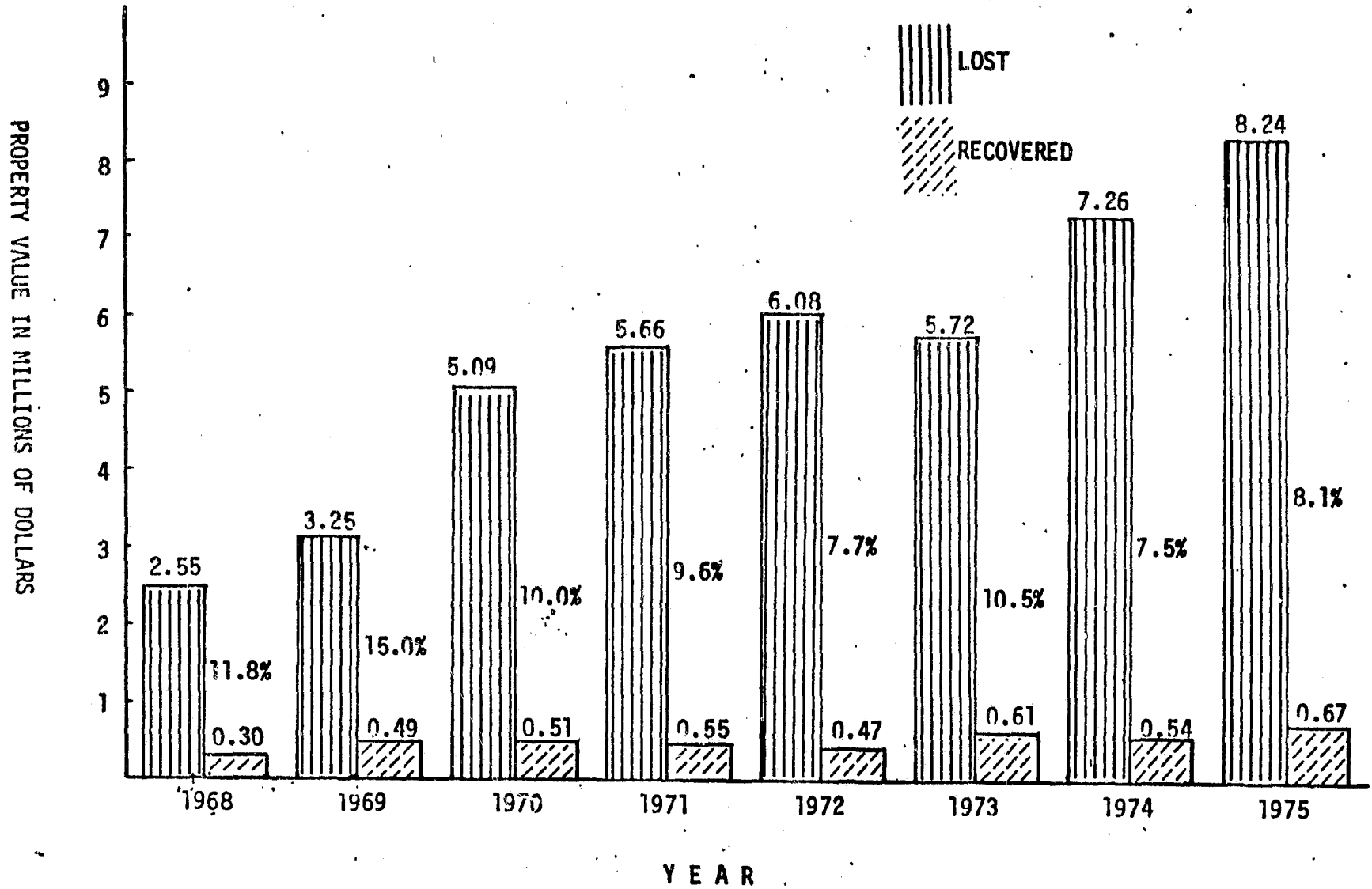
CHARACTERISTICS OF BURGLARY

Specific Location in City

The majority of land area comprising the City and County of Denver was

Figure 18

BURGLARY
PROPERTY LOSS/RECOVERIES

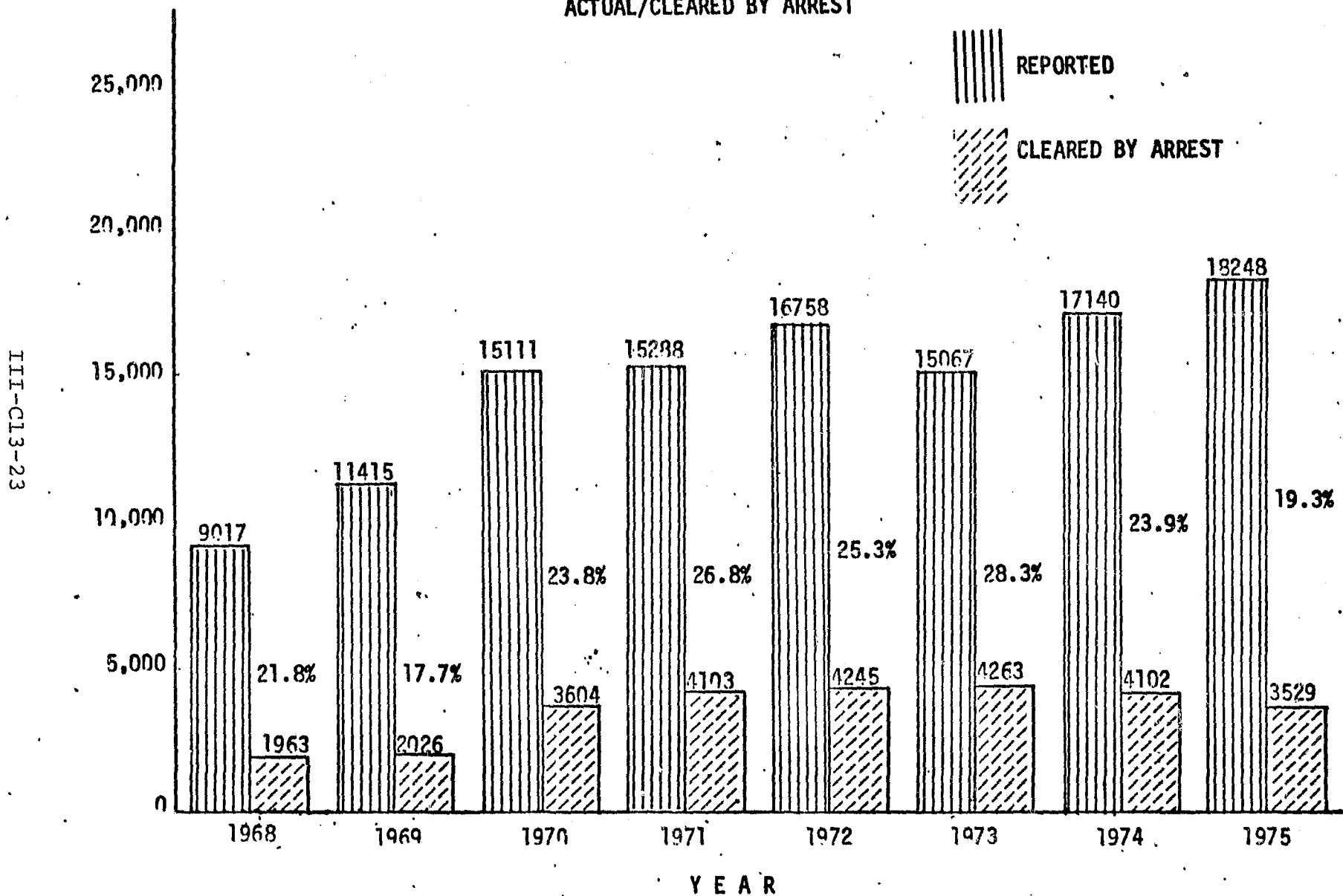


III-C13-22

Figure 19

BURGLARY

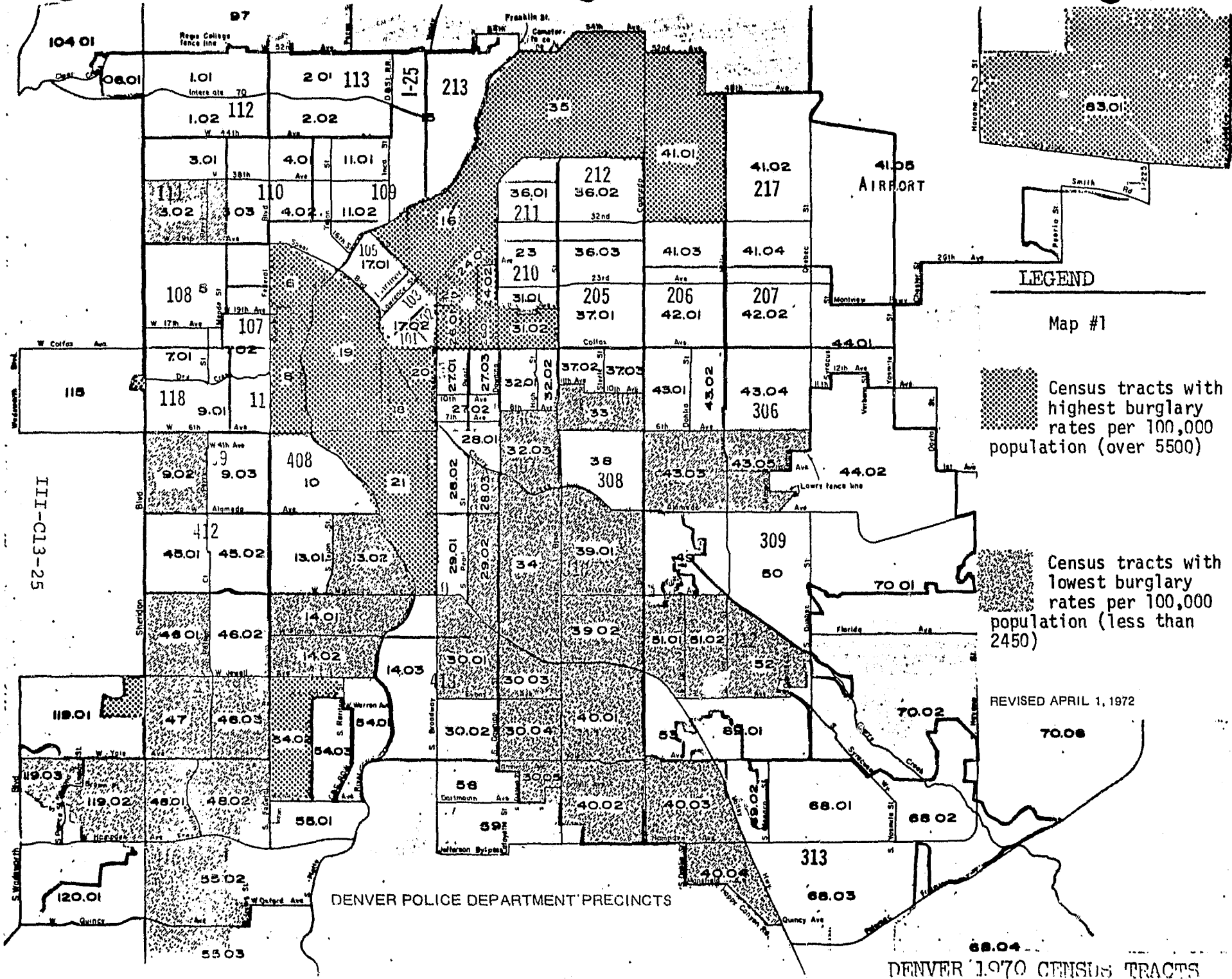
ACTUAL/CLEARED BY ARREST



impacted during 1975 by a burglary rate per 100,000 population which was significantly larger than the national average for similarly sized cities. There was, however, a large sector of Denver which experienced a burglary rate per 100,000 below the national average and significantly lower than the average rate for the rest of Denver.

The most severe burglary problem in Denver during 1975 was located in a contiguous band of neighborhoods running from the west central portion of the city, northeastward to and including portions of northeast Denver (see Map # 1). This area, together with other isolated land parcels of the city, was victimized by burglary at a rate in excess of 5,500 offenses per 100,000 population. This rate exceeds the national average by more than a factor of 2. By absolute frequency, this high burglary section of the city accounted for 4,590 or 25.2% of Denver's 1975 burglaries. Only 69,409 persons or 13.5% of the city's total population reside in the area. The demographic indicators for the area generally classify conditions as endangered or blighted and uniformly indicate crowding, low educational attainment, low income levels, high unemployment and high welfare dependency.

A relatively large area of the City and County of Denver enjoys a burglary rate per 100,000 which ranges considerably lower than the national average. This area includes the south central portion of the city and the southwest corner of the city (see Map # 1). This area, during 1975, experienced a burglary rate per 100,000 ranging from 262 to 2,403. The average rate in this low burglary area was 1,682 per 100,000 compared to the average of 6,613 per 100,000 in the most severe burglary problem section of the city. By absolute frequency, this low burglary sector of the city accounted for



LEGEND

Map #1

Census tracts with highest burglary rates per 100,000 population (over 5500)

Census tracts with lowest burglary rates per 100,000 population (less than 2450)

REVISED APRIL 1, 1972

70.06

DENVER POLICE DEPARTMENT PRECINCTS

DENVER 1970 CENSUS TRACTS

III-C13-25

2,682 or 14.7% of Denver's 1975 burglaries. The area houses 159,456 persons or 30.9% of the city's total population. As one might expect, the demographic overview of this low burglary area is one of sound conditions, continued improvement with no socio-economic problems experienced or anticipated.

The remaining portion of the City and County of Denver, consisting of a population of 300,835, absorbed the other 10,976 burglaries reported during 1975 for a rate per 100,000 population of 3,649. A summary of these rates per 100,000 population data is provided in Table 22.

Table 22

High Burglary-Low Burglary Comparison Summary

Classification	Population	Percent Of City Total	Burglaries	Percent Of City Total	Average Burglary Rate Per 100,000 Population
High Risk Area	69,409	13.5%	4,590	25.2%	6,613
Low Risk Area	159,456	30.9%	2,682	14.7%	1,682
Remainder	300,835	55.6%	10,976	60.1%	3,649
Total	529,700	100%	18,248	100%	3,444.9

Place of Occurrence

By absolute frequency, the greatest number of burglarized structures in Denver are residential units. In 1975, 62.9% of the reported burglaries were residential units. This percentage, by absolute frequency, is in line with the residential-non-residential ratios observed over the past five years which have ranged from 59% to 64.4% residential. Adding burglary

of private garages to the residential burglary total raises the percentage of burglaries with residential orientation to 69.4%. The greatest frequency of residential burglaries (7,671) accounting for 40.4% of the total city-wide reported burglaries was in the single unit dwelling (see Table 23). Apartment burglaries were responsible for the second highest frequency of structural targets with 3,517 offenses or 18.5% of the city-wide total.

Non-residential targets accounted for 30.6% of Denver's 1975 burglary problem. Of this non-residential category, 24.4% were commercial structures and 6.2% were public facilities (i.e., schools, hospitals, churches). The variety of commercial structures victimized is generally too extensive to support a target hardening program directed toward a specific trade or business type. Business and doctors' offices were, however, responsible for 14% of the total non-residential category which appears to warrant support for some directed effort toward hardening these easily identified targets.

Although, by absolute frequency, residential burglaries were nearly two times more numerous than non-residential attacks, the burglary rate by structure indicates that the non-residential targets represent a more severe problem. Whereas only 61.9 of every 1,000 residential units in Denver were burglarized during 1975, 268 of every 1,000 non-residential units were victimized. During 1975, therefore, non-residential structures were 4.3 times more vulnerable to attack than residences. Clearly, with a non-residential target population 7.3 times smaller than residential targets coupled with vulnerability periods (closed hours) generally uniform and easily identified, a concerted and directed effort against this particular problem is warranted.

Table 23

Type of Burglarized Structure - 1975

Structure	Frequency of Occurrence		
	Absolute	Relative	Cummulative
Single Unit Dwelling	7,671	40.4%	40.4%
Apartment	3,517	18.5%	58.9%
Residential (attempt)	766	4.0%	62.9%
Private Garage	1,235	6.5%	69.4%
Hotel or Room	536	2.8%	72.2%
Office	715	3.8%	76.0%
Doctor Office	162	.5%	76.5%
Storehouse/ Warehouse	459	2.4%	78.9%
Public Garage	125	.7%	79.6%
School	405	2.2%	81.8%
Church	128	.7%	82.5%
Filling Station	189	1.0%	83.5%
Grocery Store	100	.5%	84.0%
Tavern	244	1.3%	85.3%
Restaurant	212	1.1%	86.4%
Drug Store	40	.2%	86.6%
Theater	21	.1%	86.7%
Loan Office	5	.03%	86.73%
Bank	5	.03%	86.76%
Hospital	31	.2%	86.96%
Laundromat	20	.1%	87.06%
Railroad Car	98	.5%	87.56%
Factory	97	.5%	88.06%
Other Buildings	262	1.4%	89.46%
Other Commercial	1,375	7.3%	96.76%
Other Non-Resid.	230	1.2%	97.96%
Non-Resid. (Atmpt)	380	2.0%	99.96%
TOTAL	18,968*	99.96%	99.96%

*Unfounded complaints not adjusted

Point and Method of Entry

The degree of innovation required to effect entry in Denver's burglaries was slight during 1975, as it has been in the past. First level doors and windows were utilized as entry points in 88.8% of the total burglaries reported during 1975 (see Table 24). Of these entries, 5,644, or 29.7% of the city total, were front doors or front windows. Extraordinary forms of entry accounted for only 2.5% of the total entry points reported during 1975. Means such as wall borings (133 cases), roof entries (160 cases), and attacks through milk chutes (114 cases) and ventilators (63 cases) have been classified as extraordinary forms of entry and comprise the 2.5% stated above.

In nearly one-half (49.2%) of the 18,970 burglaries reported during 1975, the method or tool employed to gain entry was unknown as shown in Table 25. Of the 9,642 remaining cases in which the method or tool utilized to gain entrance was determined, 2,560 cases, or 26.5% of the determinable cases, were found to involve no force due to unlocked doors or windows. An additional 1,822 cases or 18.9% of the determinable cases, did not require the use of tools but were effected with mere bodily force. In 852 cases, or 8.8% of the reported cases in which a method or tool was determined, a pass key was used to gain entry. Various kinds of tools and instruments were needed to break an entry in 4,032 cases or 41.8% of the determinable cases. Other methods were used in the remaining 376 cases.

Clearly, these figures support the assumption that apathy and carelessness are major contributors to burglary. At least 2,560 of Denver's 1975 reported burglaries were facilitated by the victim's failure to utilize

security devices. This analysis will not presume that locked doors or windows would have prevented these 2,560 offenses, but, taking into consideration that 88.8% of all burglaries were entered through relatively open and visible points, it is reasonable to assume that a proportion of these 2,560 offenders may not have risked the exposure time necessary to force an entry.

Figure 24

1975 Burglary - Point of Entry

Where Entered	Frequency	Percent of Total Burglaries
Front Door	4,744	25.0%
Side Door	4,493	23.7%
Basement Door	112	.6%
Other Door	1,494	7.9%
Front Window	900	4.7%
Side Window	2,099	11.1%
Rear Window	1,594	8.4%
Basement Window	717	3.8%
Second Floor Window	215	1.1%
Other Window	688	3.6%
Side Wall	36	.2%
Rear Wall	28	.1%
Other Wall	36	.2%
Ceiling	33	.2%
Roof	160	.8%
Milk Chute	114	.6%
Ventilator	63	.3%
Remain in Building	48	.3%
Storeroom	132	.7%
Garage	23	.1%
Other	259	1.4%
Unknown	982	5.2%
Total *	18,970	100%

* Total not adjusted for unfounded reports

Figure 25

1975 Burglary - Method of Entry

Method of Entry	Frequency	Percent of Total Burglaries
Unknown	9,328	49.2%
Unlocked Door/Window	2,560	13.5%
Bodily Force	1,822	9.6%
Screw Driver	1,141	6.0%
Pass Key	852	4.5%
Wrench	597	3.1%
Crowbar/Iron bar	554	2.9%
Thin Instrument	544	2.9%
Rock/Missile	426	2.2%
Knife	190	1.0%
Bolt Cutter	114	.6%
Blunt Instrument	99	.5%
Hammer	94	.5%
Pliers	57	.3%
Tire Iron	55	.3%
Jimmy/Chisel	39	.2%
Stick or Board	37	.2%
Wire Cutter/Clippers	32	.2%
Saw	19	.1%
Shovel	18	.1%
Glass Cutter	16	.1%
Ladder	14	.1%
Climbing	62	.3%
Other	300	1.6%
Total *	18,970	100%

* Not adjusted for unfounded reports

TARGET HARDENING

Data available for analysis does not point to any particular security device or technique which is a proven panacea for burglary. Given the necessary combination of skill and desire, any target hardening or prevention plan can be penetrated. It has generally been established that burglary is a crime of opportunity. It is reasoned, therefore, that extra security precautions will deter the offense by sending the offender in search of a more easily violated target. A pivotal question appears to be, what extra target hardening techniques need be employed to negate an offender's choice of attack. The answer to this question will, of course, vary by offender and the relative value of property within secured structures. Although there is no affirmative answer to this question, data do indicate a security technique which is often overcome by the burglar. This technique is the employment of normal locking devices on doors and windows. A sample of 2,260 burglaries from cases occurring from 1970 through 1972 were reviewed relative to the type of physical security in operation during the offense. Of this sample, 1,600 structures or 70.8% of the reviewed cases, were entered after the intruder defeated normal locking devices on doors and windows (see Table 26). Cases where more sophisticated or serious attempts at site hardening were employed (dog, silent or audible alarms, security patrol, safe keeping units, interior/exterior lighting) only numbered 47 or 2.2% of the sample. No data relative to the effectiveness of deadbolt locks were captured.

From the above data, an objective statement concerning the efficiency of the more sophisticated preventive devices must wait until the absolute frequency

of their utilization in Denver structures is obtained. If many structures use these devices and the data show the same relative frequency presented in Table 26, then they do serve as burglary deterrents. If, on the other hand, these devices occur infrequently in the population, then the data would indicate a serious flaw in contemporary target hardening techniques and/or philosophy.

Table 26

Physical Security in Operation During Burglary

Physical Security in Operation	Absolute Frequency	Relative Frequency (Percent)	Cumulative Adjusted Frequency (Percent)
Not Reported	97	4.3%	4.3%
None	516	22.8%	27.1%
Dog	13	.6%	27.7%
Silent Alarm	8	.4%	28.1%
Audible Alarm	4	.2%	28.3%
Security Patrol	3	.1%	28.4%
Safe Keeping Unit	17	.8%	29.1%
Interior/Exterior Lighting	2	.1%	29.2%
Normal Locking Devices on Doors/Windows	1,600	70.8%	100.0%
Total	2,260	100.0%	100.0%

A second hypothesis related to target hardening is that property loss should be reduced by physical security. As shown in Table 27, physical security

was found to reduce property loss "some or all" in 4.6% of the 2,260 burglaries studied. When this variable was contrasted with the item "was physical security in operation" (Table 28), the data show a significant relationship. When no security was used property loss was reduced only .8% of the time. When security was in operation, the percentage increased to 7%. It can be argued that there is a significant savings attributable to the physical security factor but, even though significant, this contribution is not substantial.

Table 27

Property Loss in Burglary Reduced By Physical Security

Property Loss Reduced By Physical Security	Absolute Frequency	Relative Recovery Percentage	Cumulative Frequency Percentage
Not Reported/Unknown	35	1.5%	1.5%
Yes, Some	46	2.0%	3.6%
Yes, All	58	2.6%	6.2%
No, Not Apparently	1,797	79.5%	85.7%
No Property Loss	324	14.3%	100.0%
Total	2,260	100.0%	100.0%

Table 28

Relationship Between Property Loss Reduction
And Physical Security - Burglary

Physical Security In Operation	Property Loss Reduction		
	Yes	No	Total
No	4	472	476
Yes	100	1,325	1,425
Total	104	1,797	1,901*

*N < 2,260 because calls with unknown responses not included.

PROPERTY LOSS

As burglaries increased 6.5% from 1974 to 1975, the property lost from the offenses also increased from \$7,261,244 to \$8,238,801. This loss increase represents an absolute rise of 13.5%. The average loss per burglary, however, only increased by 6.5% or from \$423.64 per burglary to \$451.49 per offense. The rise in average loss appears to be an economic function reflecting the impact of inflation on the value of property stolen. This same economic function was also reflected between 1973 and 1974 losses when the average take per burglary increased 11.5% from \$379.97 in 1973 to the \$423.64 average posted during 1974.

In 25.2% (4764 cases) of the burglaries committed during 1975, televisions, radios, cameras and tape recorders were the major loss items taken in the offense (see table 29) Money was the principle item stolen in the attacks in 11.4% (2170 cases) of the reported burglaries. In 9.2% (1742 cases) of the burglaries, jewelry was the major loss item. These three loss categories represent 45.8% of the offenses occurring during 1975. In an additional 13.8% of the reported burglaries, no loss was suffered.

Property recoveries related to burglary offenses increased from \$537,006 in 1974 to \$674,585 during 1975. In absolute terms, this represents an increase in recoveries of 25.6%. However, recoveries analyzed as a ratio of goods stolen reveal that in 1974, 7.5% of the goods were recovered and that in 1975 the rate of recovery only increased to 8.1% of the goods stolen. Most recovery ratios maintained in past years have been substantially larger than this 8.1% figure (see figure 18).

Table 29

Primary Property Type Stolen Per Burglary-1975

Type of Property Stolen	Frequency of Occurance		
	Absolute	Relative	Cumulative
T.V., Radio, Camera Tape Recorder	4764	25.2%	25.2%
Money	2170	11.4%	36.6%
Jewelry	1742	9.2%	45.8%
Clothing	665	3.6%	49.4%
Tools	585	3.1%	52.5%
Purse or Billfold	364	1.9%	54.4%
Bicycle, Parts, Accessories	350	1.8%	56.2%
Office Equipment- Business Machines	346	1.8%	58.0%
Household Furnishings or Fixtures	255	1.3%	59.3%
Vending machines	246	1.3%	60.6%
Firearms/ammunition	231	1.1%	61.7%
Auto Accessories	201	1.1%	62.8%
Food	178	.9%	63.7%
Lawn Mowers	143	.8%	64.5%
Athletic Equipment	123	.6%	65.1%
Musical Instruments	101	.5%	65.5%
Liquor, Beer	101	.5%	66.1%
Small Appliances	97	.5%	66.1%
Records-Tapes	68	.4%	67.0%
Watches	60	.3%	67.3%
Other Machines	57	.3%	67.6%
Rugs	47	.2%	67.8%
Other-Miscellaneous	1524	8.1%	75.9%
No Loss	2605	13.8%	89.7%
Loss Unknown	1947	10.3%	100.0%
Total *	18970	100.0%	100%

* Not adjusted for unfounded reports.

Although 1975 recovery data does not include information relative to the owner's marking of items or recording serial numbers, a sample of Denver burglary cases from 1970 to 1972 did include this information. From this data there appears to be a significant relationship between property recoveries and the practice by owners of recording serial numbers or stamping identifiers on property (See table 30). In the 458 cases of the sample where the victims had taken the time to inscribe their property with an identification number or had recorded the property's manufacturer's serial number, the property recovery rate was 22.2%. For those owners who did not make the same effort (1303 cases), the recovery rate fell to 10.9%. This difference in recovery rates is significant but, nevertheless, the data must still be viewed with caution. A serious bias with the data is the difficulty of linking property without serial number information or other identifiers with owners and the particular offense in which it was stolen. Thus, there may have been additional recoveries of the non-identifiable property but an inability to link these recoveries to the cases studied in the sample. What the data clearly reveal without bias, is that owners who do take time to record serial numbers or inscribe identification numbers on personal property, have over a two times greater chance of regaining their stolen property than those who fail to take these actions. Evidence that marked items and items whose serial number is known are more recoverable combined with the fact that in at least 37% (see table 29) of Denver's burglaries the property stolen is a type which is easily markable or includes a serial number strengthens the case for promoting operation identification projects and for encouraging property owners to record their property's serial number.

Table 30

Relationship Between Property Recoveries and
Recorded or Stamped Identifiers on Property

Property Identifier	Property Recovery						
	Not Reported	No Property Stolen	No Recovery	% of Category Total	Partial or Full Recovery	% of Category Total	Total Cases
Not Reported	63	1	18	21.2%	3	3.5%	85
No Property Lost	-	408	-	-	-	-	408
Manufacture's Serial # recorded	14	-	298	74.7%	87	21.8%	399
Property Stamped with owner's ID.	2	-	42	71.2%	15	25.4%	59
Manufacturer's serial number not Recorded	8	4	560	86.7%	74	11.5%	646
Some Other Identifier	-	2	2	33.3%	2	33.3%	6
No Identifier Recorded	11	3	574	87.4%	69	10.5%	657
Total	98	418	1494	66.1%	250	11.1%	2260

CONTINUED

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Burglary From Victim Perspective

A sample consisting of 2,260 burglary cases drawn from offenses occurring from 1970 through 1972 was analyzed and included data relative to the victim's activity prior to the offense and the victim-suspect relationship. Table 31 includes victim activity prior to the offense. The victim activity that occurs most frequently is absence from the scene for five to sixteen hours (40.6%). After this highpoint, the increase in time away from the structure does not seem to be related to burglary rates. Another notable aspect of this variable is the relatively high (12.7%) percentage of burglaries which occur while the victim is either at home or in the vicinity.

Table 31

Victim Activity Prior To Burglary

Victim Activity	Absolute Frequency	Relative Frequency (Percent)	Cumulative Adj. Freq. (Percent)
Unknown/Not reported	171	7.6%	7.6%
Absent from scene 1-4 hours	439	19.4%	27.0%
Absent from scene 5-16 hours	917	40.6%	67.6%
Absent from scene 24 hours	79	3.5%	71.1%
Absent from scene 2-4 days	97	4.3%	75.4%
Absent from scene 5 days or more	63	2.8%	78.1%
Victim present in dwelling	148	6.5%	84.7%
Victim not in dwelling, but in immediate vicinity	139	6.2%	90.8%
Absent - weekend or holiday	182	8.1%	98.9%
Other	25	1.1%	100.0%
Total	2,260	100.0%	100.0%

In regard to the victim/suspect relationship, no determination of suspect identity was possible in 1,698 of the cases sampled. In the remaining 562 cases, the relationship between victim/suspect was established. Of those, 426 (76%) were of a stranger-to-stranger nature; 50 (9%) were casual acquaintances; 60 (10.5%) were well known to each other; and 26 (4.5%) were related in some way.

Victim/suspect relationship data were also captured from a sample of 1,779 burglary cases occurring from October, 1973 through September, 1975. No determination of suspect identity was made in 1,443 of the cases sampled. In the remaining 336 cases, the relationship between victim and suspect was established. Of those cases, 267 (79.5%) were of a stranger-to-stranger nature; 4 (1.2%) were related in some way; and 65 (19.3%) involved suspects who were either casually or well known by the victim. The relationships have remained very consistent over the past five years.

From the sample of 1,779 burglary cases occurring from October, 1973 through September, 1975 a determination was made regarding injuries to victims of burglary. As mentioned, 1970-72 data revealed that in 6.5% of the burglaries the victim was inside the attacked structure during the offense. The 1973-75 data revealed that in 6.9% of the sampled cases the victim was present during the burglary. There is, therefore, strong consistency in this particular characteristic over the past five years. As expected, injury to individuals during a burglary is an extremely infrequent occurrence. In the 122 cases of the 1973-75 sample in which an individual was present during an attack, 115 (94.3%)

reported no injury or threat. One person was verbally threatened, two individuals were slightly injured but did not require any medical attention and four individuals sustained injuries for which they received medical attention but no hospitalization. Thus, out of 1,779 burglaries sampled, a total of only six individuals (.3%) were injured and these were only minor injuries. Clearly, personal injury does not appear to be a major threat from the crime of burglary. Caution regarding these data, however, is still warranted since burglaries culminating in aggravated assaults, rapes or homicides would be classified as these more serious offenses and not be reflected in the burglary reports sampled.

Burglary From Offender Perspective

Due to the lack of victim/suspect contact in the crime of burglary, very little data are available to build a profile of the burglary offender in Denver. Offender characteristics are, of course, most available through examining arrest data. Unfortunately, it is unknown whether or not the population of arrested offenders is representative of the total population of burglary offenders. This analysis will examine some data relative to unarrested suspects but will rely heavily upon arrest data for profile building.

In the sample of 1,779 burglary cases drawn from offenses reported from October, 1973 through September, 1975, suspect sex was reported in 366 cases. Of these cases, the suspect was reported as male 95.4% (349 cases) of the time. Suspect race had been determined in 338 of the sampled cases. Of these cases, Anglo suspects were reported in 93 cases (27.5%); Black

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suspects accounted for 126 cases (37.3%); Chicano suspects were reported in 116 cases (34.3%); and other races were reported in three cases (.9%). Any determination distinguishing adults from juveniles as suspects was unable to be made. The number of suspects participating in the offense was, however, captured. Of the 1,779 cases sampled, this determination was made for 356 offenses. Nearly half of these burglaries (174 or 48.9%) were committed by offenders acting alone. Two suspects participated in 135 of the cases (37.9%) and three suspects were involved in 33 of the burglaries (9.2%). Four suspects were reported in 12 cases (3.4%) and five or more suspects participated in only two cases (.6%).

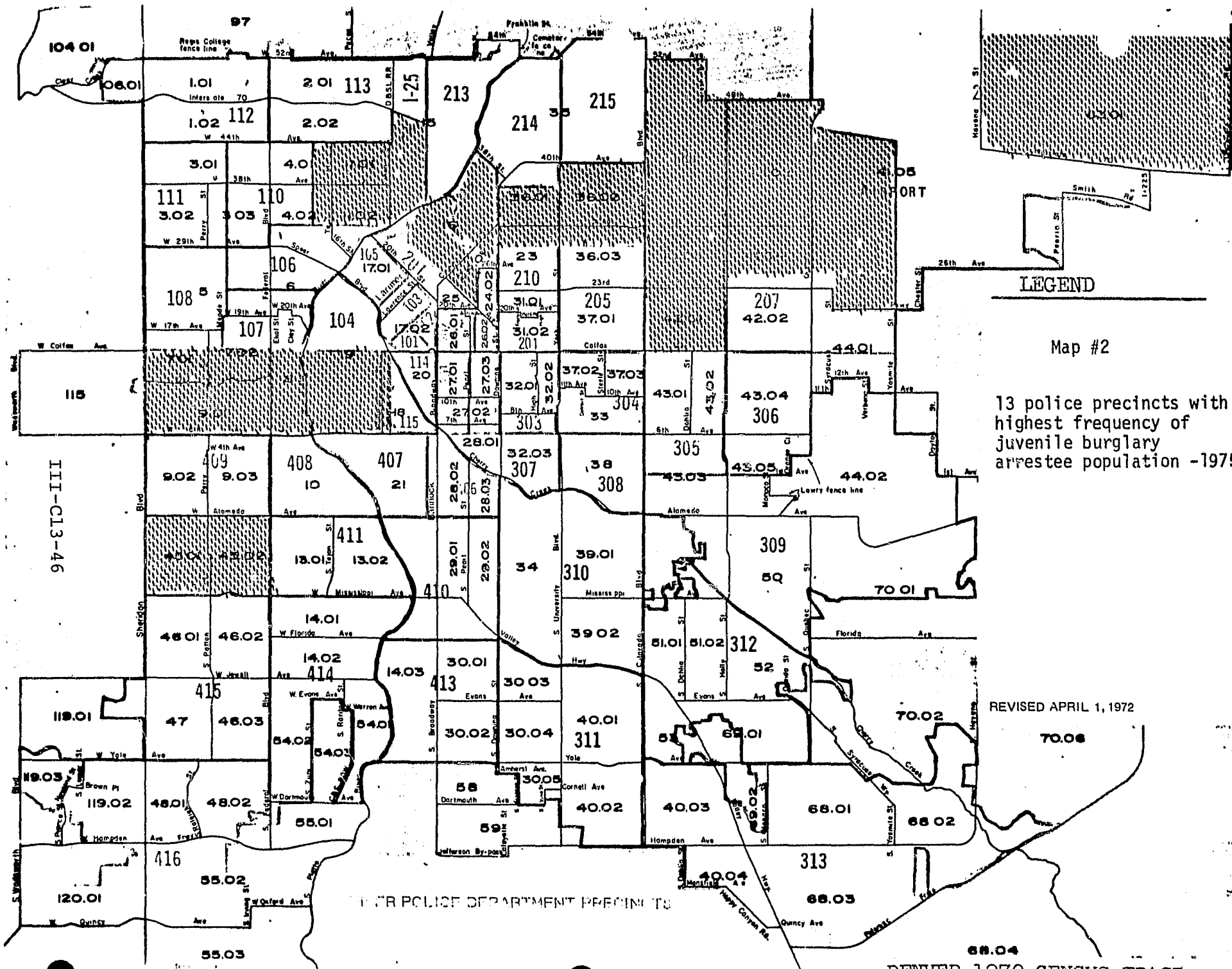
During 1975, 2,776 persons were arrested for burglary in Denver. Juveniles accounted for 1,595 (57.5%) of these arrests. Sex and race characteristics of arrestees were similar for both juveniles and adults (see Table 32). Of the adults arrested, 92.3% were male, while 93% of the juveniles were male. Anglo and Chicano adults accounted for 69.4% of the adult burglary arrestees while Anglo and Chicano juveniles were arrested 69.1% of the time. Blacks arrested for burglary included 29.9% of the adult arrest population and 29.1% of the juveniles.

Table 32

1975 Burglary Arrests by Adult Sex/Race and Juvenile Sex/Race

Arrestee	Total Population	Sex		Race			
		Male	Female	Anglo/Chicano	Black	Indian	Other
Adult	1,181 (42.5%)	1,098 (93.0%)	83 (7.0%)	816 (69.1%)	344 (29.1%)	20 (1.7%)	1 (.1%)
Juvenile	1,595 (57.5%)	1,473 (92.3%)	122 (7.6%)	1,107 (69.4%)	477 (29.9%)	10 (.6%)	1 (.1%)
Total	2,776 (100%)	2,571 (92.6%)	205 (7.4%)	1,923 (69.3%)	821 (29.5%)	30 (1.1%)	2 (.1%)

A very strong relationship exists between the high burglary census tracts and the location of home address for burglary suspects arrested. The high burglarized census tracts are presented on Map 1. The location of the juvenile arrestees home address is presented on Map 2, while that for adults is on Map 3. Review of these maps shows that both juvenile and adults seem to commit burglaries in areas in which they live and are most familiar. The designated area on Map 3 reflects the home address for 29.8 % of the total adult burglary arrestees for 1975. The shaded areas on Map 2 contain the homes of 46.8 % of the juveniles arrested for burglary during 1975. Data from the sample of 1,779 burglary cases drawn from burglaries reported from October, 1973 through September, 1975 verify the conclusions displayed visually on Maps 1, 2, and 3. Data cross-referencing the home address of the offender were available for 415 cases of the sample. The cross-reference analysis revealed that in 2.7% (11 cases) of the cases, the offender lived in the same building that was burglarized. In an additional 16 cases (3.9%) the arrestee lived in the same block as the attacked structure. In 35.4% of the cases (147) the offender's home address was in the same police precinct as the burglarized structure. The offender lived in the same quadrant of the city as the offense location in 32.8% of the cases (136). In the remaining 105 incidents (25.2% of the cases), the offender lived in the city or metropolitan area, but at a significant distance from the target of the crime.



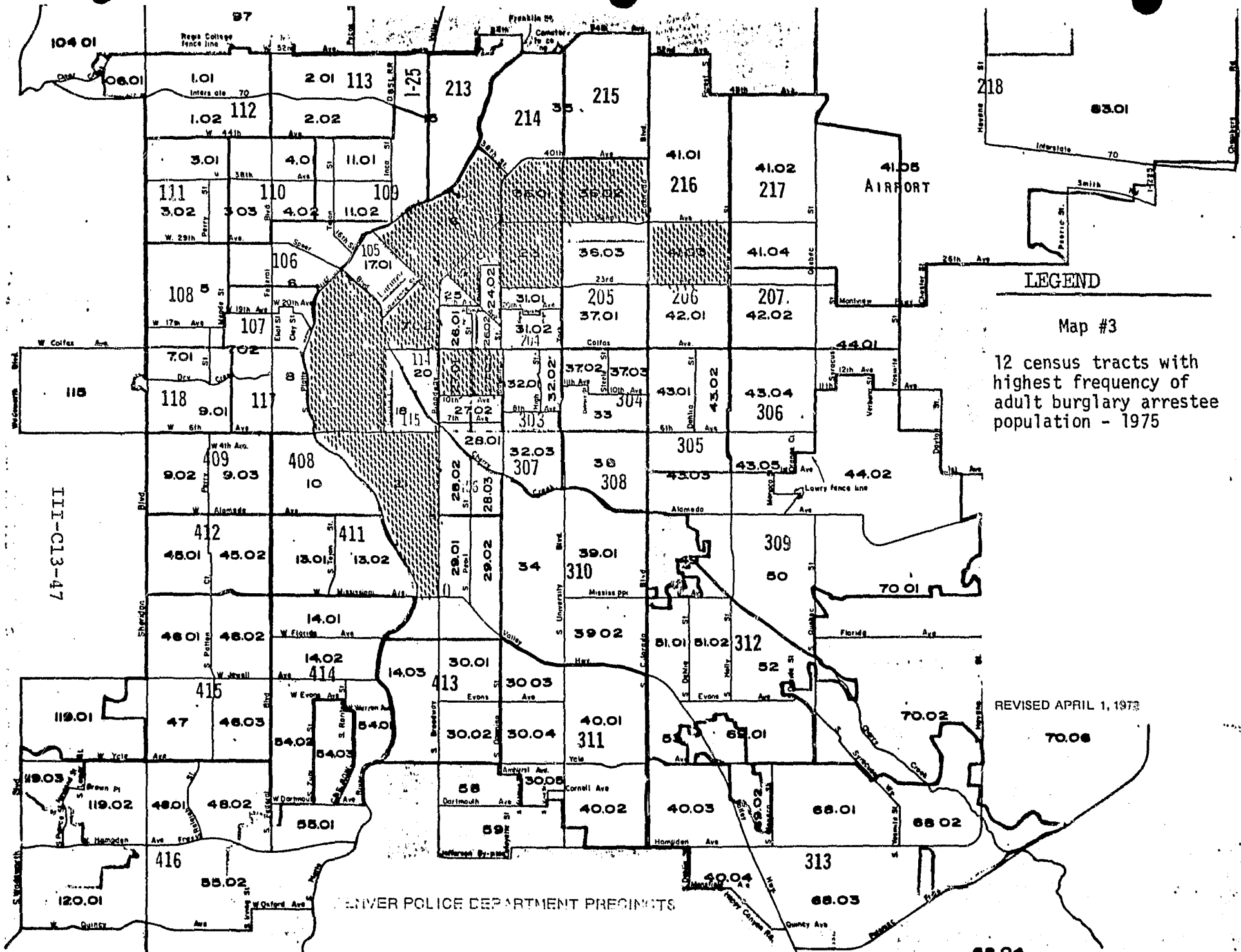
LEGEND

Map #2

13 police precincts with highest frequency of juvenile burglary arrestee population -1975

REVISED APRIL 1, 1972

DENVER POLICE DEPARTMENT PRECINCTS



LEGEND

Map #3

12 census tracts with highest frequency of adult burglary arrestee population - 1975

REVISED APRIL 1, 1978

III-C13-47

DENVER POLICE DEPARTMENT PRECINCTS

DENVER 1970 CENSUS TRACTS

SYSTEM RESPONSE

Police Clearances

Although the number of reported burglaries increased by 6.5% in 1975 compared to 1974, the amount of these cases cleared by an arrest decreased absolutely by 14% from 4,102 cases in 1974 to 3,529 cases in 1975. The cases cleared by arrest represent a clearance rate of 19.3%. This is the lowest clearance percentage registered since 1969 when the rate was 17.7% (see Figure 19). The increased caseload for detectives precipitated by the rise in burglary offenses appears to retard the effectiveness of the investigative process and significantly decrease the clearance efficiency of the department. The inverse relationship between caseload size and quantity of cases cleared by arrest has been verified by performance data for the past four years (see Figure 19). The data indicate a need to establish a detective caseload management system for the prioritization of investigative time by an objective assessment of the probability for case clearance.

Although clearances of burglaries decreased during 1975, the number of burglary arrests made during the year increased by 9.7% over those effected in 1974. These data somewhat temper concerns relative to the decreasing clearance rate since arrest quantity is a much stronger indicant of the police department's ability to respond to and control the incidence of burglary. Although quality of arrest is an added refinement necessary to accurately measure this ability, clearances, being primarily dispositional in nature, do not constitute a fine tool for any determination of problem control.

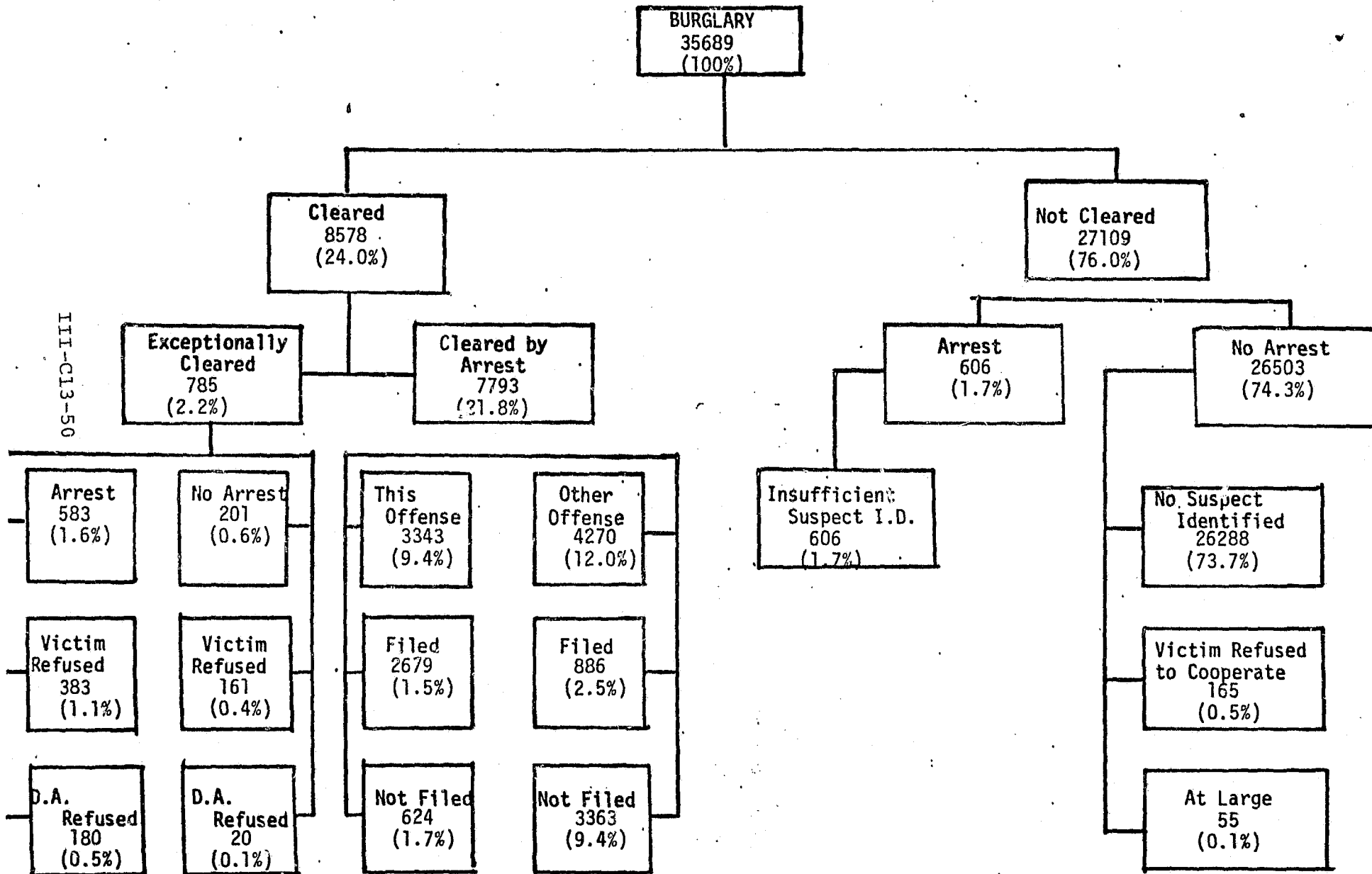
A sample of burglary cases investigated from October, 1973 through September, 1975, has been analyzed and provides for added insight to the burglary case clearance process. The sample was representative of 35,689 burglaries in which 24% were either cleared by arrest or exception. Reasons deterring arrests in non-cleared cases and reasons for exceptionally cleared cases are presented on Figure 20. The figure also reflects the number of cases cleared by an arrest for a different offense.

It can be seen that over one-half of the burglaries that were cleared by an arrest involved an arrest for an offense other than the burglary cleared. Most (78.8%) of these burglary cases were not filed on presumably because the offense resulting in the arrest was filed. The arrests stemming from the burglary cleared resulted in filings 80.1% of the time. Victims refusing to cooperate were the cause for 69.3% of the cases exceptionally cleared. The victim's uncooperative attitude was not a significant factor leading to the inability to effect an arrest. In only .6% of the no arrest cases was this regarded as a substantial factor deterring an arrest.

Investigative Techniques

The 1973-1975 sample of burglary cases investigated in Denver provided data relative to investigative techniques employed and the efficiency of the techniques in contributing to suspect identity and arrest. For burglary, the most often utilized investigative techniques included the reporting officer interviewing the victim (93.7% of all cases) and the detective assigned to the case interviewing the victim (88% of all cases). An evidence technician responding to and processing the crime scene was also a technique employed relatively frequently (21% of all cases or 7,519

Fig. 20



burglaries). In 7,387 of these cases, the technician attempted to obtain fingerprints.

The interviewing of the victim by the reporting officer was instrumental in leading to suspect identity and arrest in only 2.3% of the cases in which it was employed. The detectives were less successful in gleaning information from victims as their efficiency factor^{*} from this technique was only 1.4%.

The reporting officer of a burglary was able to interview a witness in only 13% (4,665 cases) of the burglaries reported over a two year period. The reporting officers' interview of the witness, however, was instrumental in solving 1,284 burglaries for an efficiency factor of 27.5%. Detectives used this technique more often (19.4% of the cases) but were less successful with it as revealed by a 4.6% efficiency factor. These data support the importance of a thorough preliminary investigation. The reporting officer's search for witnesses who are able to provide fresh information does pay off.

As mentioned, evidence technicians responded to 21% of the burglaries in Denver over a two year period (7,519 cases). They attempted to locate and lift prints in 7,387 of these cases. This was accomplished in 2,052 cases. These returned prints were instrumental in identifying a suspect and gaining an arrest in only 141 cases. Fingerprints, therefore, have been

*Efficiency factor equals the percent of time in which a technique employed is employed successfully.

responsible for the resolution of only .37% of Denver's total reported burglaries from October, 1973 through September, 1975.

It appears that the most efficient investigative techniques are those that are dependent upon communication and cooperation among investigators and between law enforcement jurisdictions. The transmission of information from other jurisdictions was the determining factor in the arrest of 136 suspects for an efficiency factor of 27.9%. A detective's use of information from another case was responsible for 619 arrests for an efficiency factor of 44.6%.

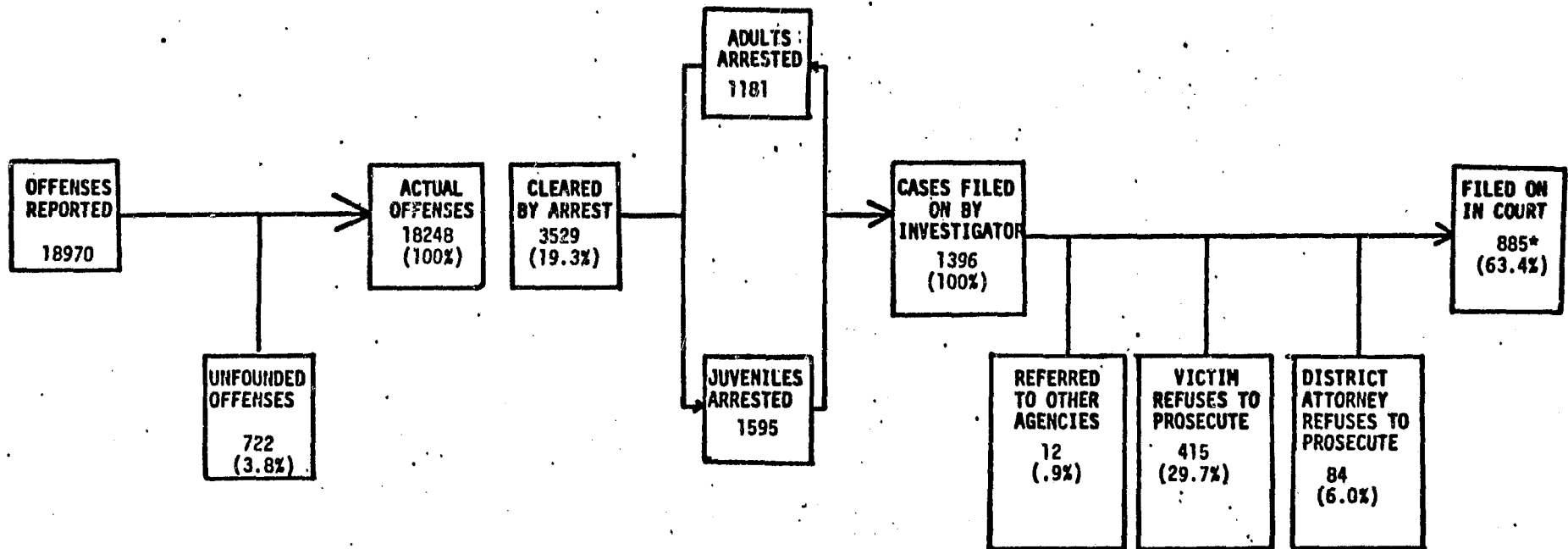
Finally, the data revealed that informants were not used frequently in burglary investigations (1,533 cases), but were the determining factor in the clearance of 282 cases for an efficiency factor of 18.4%.

Case Processing

During 1975, investigators reviewing cleared burglary cases approved 1,396 cases for court filings. Of these cases, 885 or 63.4% were ultimately filed on (see Figure 21). Agencies in other jurisdictions filed 25 of the cases while Denver filed 613 of the cases in the District Court and 132 cases in the County Court. Cases deemed strong enough for court presentation by the investigators were washed out 29.7% of the time prior to filing because the victim refused to cooperate and vigorously prosecute the case. This alarming statistic speaks strongly for the need to provide support and counseling to victims of crime. The District Attorney rejected only 84 cases (6%) referred by the police investigators.

Figure 21

1975 BURGLARY CASE PROCESSING



*Court filing figure includes 25 cases files by other agencies in other jurisdictions and 132 cases filed in County Court.

III-C13-53

Of the 613 burglary cases filed in the Denver District Court during 1975, 457 or 74.6% were disposed of through a guilty plea (see Figure 22). The guilty pleas were to the original burglary charge in 190 cases or 31% of the filings. Plea bargaining was evident in 267 cases (43.6% of the filings) which were disposed of through a guilty plea to a charge other than burglary. Only 35 burglary trials were conducted during 1975. Thirty-four of these cases were tried by a jury. The trials have resulted in 21 guilty dispositions to date (21 guilty; 11 acquittals; one insanity; and two pending).

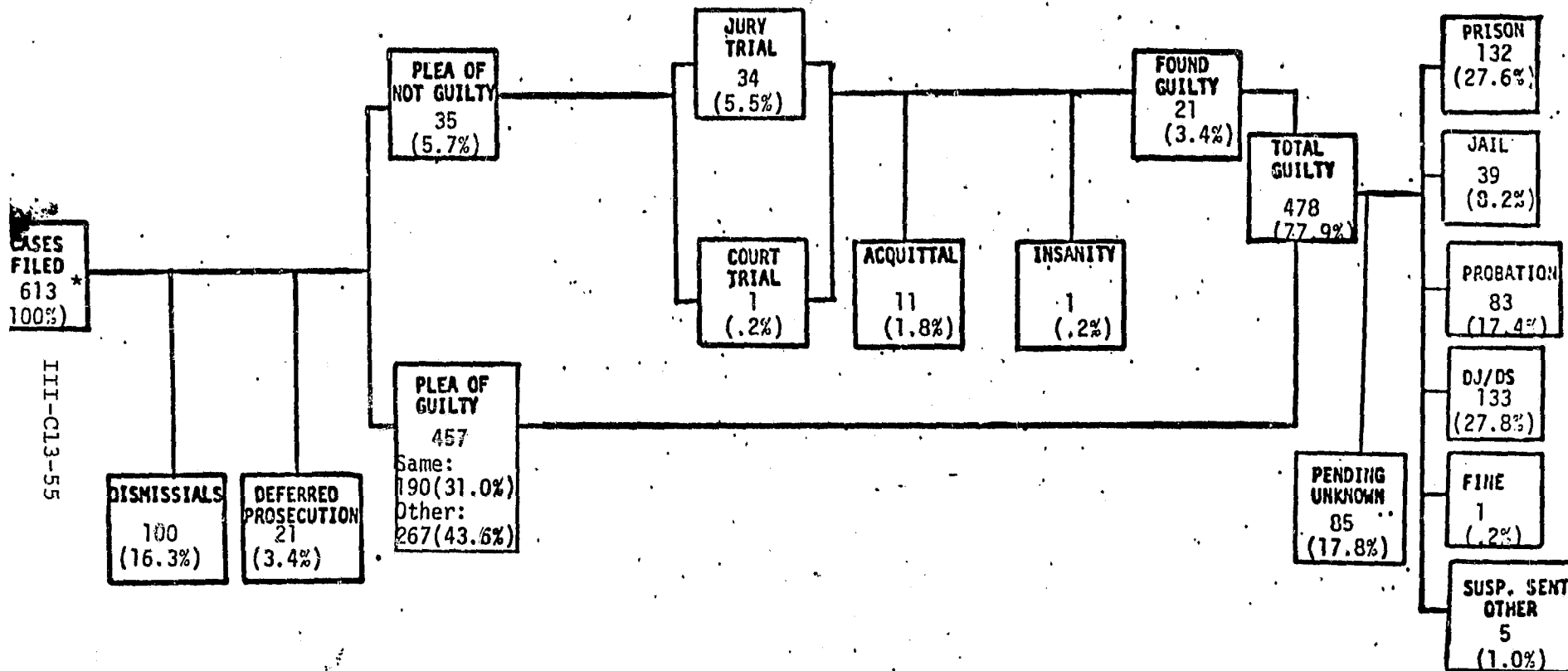
Most offenders found guilty of burglary or a lesser charge due to bargaining are not incarcerated. Of the 478 guilty dispositions, only 132 offenders (27.6%) were sentenced to the State Penitentiary or Reformatory. An additional 39 offenders (8.2%) were sentenced to time in the Denver County Jail. Probation was granted to 83 offenders (17.4%) while another 133 (27.8%) burglars were granted a deferred sentence. Disposition for 85 offenders (17.8%) is still pending or unknown. This sentencing data together with the recidivism data provided below must be carefully examined before efforts establishing additional alternatives to the incarceration of burglars are embarked upon.

BURGLARY PROJECTION

Over the past ten years, 130,916 burglaries have been reported to the Denver Police Department. This represents an average absolute frequency each year of 13,092 burglaries. A six year upward trend accounting for an average yearly increase of 30% was broken in 1973 by a 10% decrease. The

Figure 22

1975 CASE PROCESSING
DENVER DISTRICT COURT

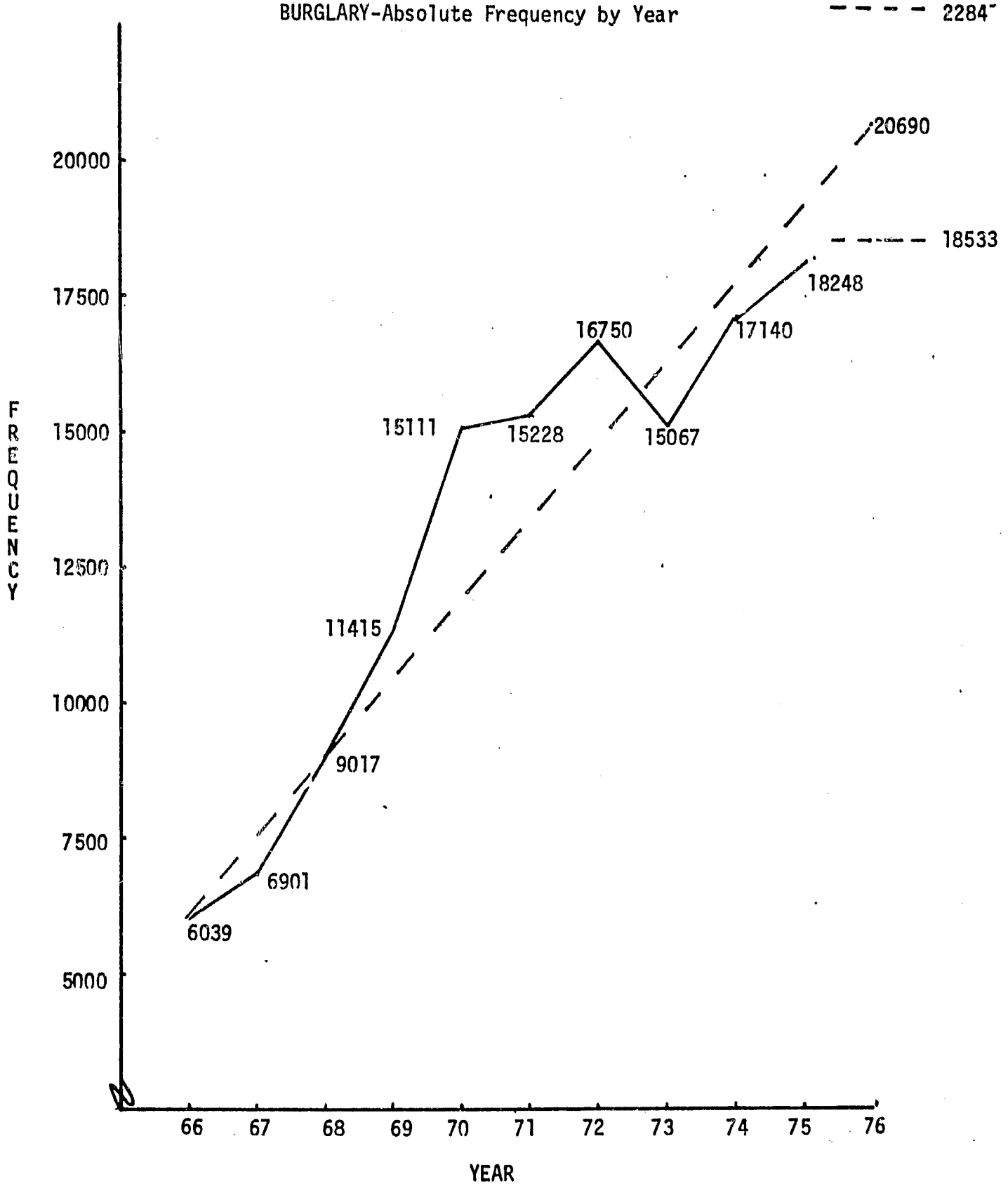


*Excludes 115 cases filed that are still pending or disposition unknown

trend was, however, quickly renewed in 1974 and 1975. Trend analysis based on nine years of historic burglary data projected a best profile estimate of expected burglaries in 1975 of 19,870 offenses. The actual frequency for 1975 fell short of this projection by 1,622 crimes. A new ten year regression analysis for trend has been conducted to project burglaries for 1976. This trend and projection is graphically displayed on Figure 23. As can be seen, the trend anticipates 20,690 burglaries during 1976. At the 95% confidence level, this projection is subject to an error margin of 2,157 cases. Therefore, the expected burglary level for 1976 ranges from a low of 18,533 cases to a high of 22,847 cases.

Figure 23

BURGLARY-Absolute Frequency by Year



Burglary Offender Recidivism

The burglary offender has traditionally been a poor recidivism risk in Denver and improvements in the success of reintegrating the burglary offender with the community have still failed to materialize. The recidivism problem with burglary offenders is not a problem unique to the Denver area. The 1974 Uniform Crime Reports indicate that the recidivism rate for burglary offenders is the highest of all crime categories. A three year national follow-up of burglars released from prison in 1972 revealed that 76% of the offenders had been rearrested. A comprehensive rearrest study of Denver's burglary offenders from 1971 through 1973 indicated that the two year recidivism (rearrest) rate for burglars was 58%. This was the highest rate of any crime category followed-up. The study revealed that the burglary offenders were rearrested for burglary at a rate of 14.8% during the two year follow-up period.

A more recent study tracked, for one year, 296 burglary offenders arrested and released during 1974. During the one year follow-up, 29.1% of the burglars were rearrested for a Class 1 offense and 55% of the offenders were arrested for any class of offense. Detailed presentations of the rearrest rates for this cohort of 296 offenders are included in Tables 33, 34, and 35. These tables present the rearrest data by prior convictions and prior arrests of the tracked offenders. Table 35 reveals, in particular, that 40.3% of the offenders with two prior convictions in their criminal history were rearrested at least twice during the one year follow-up (60.4% of this group were rearrested one time or more). Even the offenders who had no history of prior convictions were rearrested one time or more at a rate of 48.6%.

Juvenile burglary offenders have demonstrated a particular propensity for rearrest. In a comprehensive study of juvenile arrestees in Denver, 891 juveniles arrested for burglary were followed-up for a two year period. During this two year period, 70.7% of the group had been rearrested. The rearrest rate for this group after just one year was 59.4%.

Denver Recidivism data regarding burglary offenders clearly reveal the on-going failure of the criminal justice system to effectively intervene and halt the development of the offender's criminal career patterns.

Table 33

Burglary Offender 12-Month Recidivism For Class 1 Offenses
By Prior Arrest History

Total Arrests Prior To Cohort Entry	Total Rearrests-Class 1-During 12-Mo. Follow-up			
	No Rearrests	One Rearrest	Two + Rearrests	Total
First Time Offender	38 (71.7%)	10 (18.9%)	5 (9.4%)	53 (17.9%)
One Prior Arrest	34 (73.9%)	8 (17.4%)	4 (8.7%)	46 (15.5%)
Two+ Prior Arrest	138 (70.1%)	32 (16.2%)	27 (13.7%)	197 (66.6%)
Total	210 (70.9%)	50 (16.9%)	36 (12.2%)	296 (100%)

Table 34

Burglary Offender 12-Month Recidivism For Class 1
Offense by Prior Conviction History

Total Convictions Prior To Cohort Entry	Total Rearrests-Class 1-During 12-Month Follow-up			
	No Rearrest	One Rearrests	Two + Rearrests	Total
First Time Offender	81 (73.0%)	19 (27.0%)	11 (9.9%)	111 (37.5%)
One Prior Conv.	33 (80.5%)	4 (19.6%)	4 (9.8%)	41 (13.9%)
Two + Prior Conv.	96 (66.7%)	27 (33.4%)	21 (14.6%)	144 (48.6%)
Total	210 (70.9%)	50 (16.9%)	36 (12.2%)	296 (100%)

Table 35

Burglary Offender 12-Month Recidivism For Any Offense
By Prior Conviction History

Total Convictions Prior To Cohort Entry	Total Rearrests-Any Offense-During 12-Month Follow-up			
	No Rearrests	One Rearrest	Two + Rearrests	Total
First Time Offender	57 (51.4%)	25 (22.5%)	29 (26.1%)	111 (37.5%)
One Prior Conv.	19 (46.3%)	10 (24.4%)	12 (29.3%)	41 (13.9%)
Two+ Prior Conv.	57 (39.6%)	29 (20.1%)	58 (40.3%)	144 (48.6%)
Total	133 (44.9%)	64 (21.6%)	99 (33.4%)	296 (100%)

ANALYSIS OF RAPE IN DENVER - 1976

This is the third in a series of annual analysis of the crime of rape (sexual assault). The purpose of this, and each previous analysis undertaken, was to develop and maintain a strategy to effectively control the occurrence of the crime. Much of the information presented herein will draw on the analysis from the previous three years, primarily because the descriptive characteristics of the crime have not changed from the descriptions provided in those analyses. The discussion of those characteristics of the crime, its victim and perpetrator, which have remained unchanged from previous analyses, will be limited to summary statements reviewing the previous findings.

The crime of forcible rape, now legally termed sexual assault, continues to be one of the most critical crime problems for the citizens of Denver. As in previous years, the rate of reported victimizations per one hundred thousand female residents, was higher than most cities of comparable size or larger. This alone is significant enough a phenomena to warrant a continued investment of the city's resources in an attempt to control this crime. In addition to this information, the findings of the previous years' analyses of the crime, which are born out in the present study, indicate that the location, time, modus operandi, and victim of the crime of sexual assault are very predictable. In years past this information has caused a considerable amount of interest and energy to be focused on the sexual assault crimes. Some of the fruits of those efforts have been realized in programs and projects for victim treatment services, potential victim self-protection education, offender treatment services, increased criminal

justice system case processing effectiveness, and victim research. The results of these efforts have yet to be determined but will be reflected in continuing criminal analyses of the sexual assault phenomena and the Denver criminal justice system's response.

To accomplish this analyses, as previously mentioned, the reports former analytic efforts will be utilized. In addition to the monthly and annual reports of the Denver Police Department, Denver District and County Court reports were used. A third major source of the information presented herein have been various research efforts generated under aegis of the Denver Impact Cities Program and focused on specific crime and criminal case processing analysis. These include:

- Police records from 1966 to present
- Research reports which cover the offense of rape which have been generated from the Denver High Impact Anti-Crime Program, including The Crime of Rape in Denver, T. Giacinti and C. Tjaden 1973; Forcible Rape: The Offender and His Victim, T. Giacinti 1973; Victimization Survey, J. Carr, T. Giacinti, P. McCullough, and M. Molof 1974; Final Report: Rape Prevention Research Project, C. Hursch, J. Selkin 1974; A Research Study on Differential Characteristics of Impact Offenders, Bridges 1975; Final Report: Rape Offender Evaluation and Treatment Program, Chapman 1974; Adult Recidivism, S. Browne, J. Carr, G. Cooper, T. Giacinti and M. Molof 1975; Juvenile Recidivism, J. Carr and M. Molof 1974; Operation Rape Reduction: Summary and Recommendations

- of the National Rape Reduction Workshop, D. Sheppard 1973;
- Bureau of Census Reports on the City of Denver;
 - Crime in the United States (1971, 1972 and 1973);
 - Federal Bureau of Investigation Uniform Crime Reports;
 - Denver Neighborhood Analyses - Denver Community Renewal Program (1972);
 - Significant Patterns of Forcible Rape in an Urban Area,
Gail Ludwig 1974, unpublished research paper;
 - Comparisons of Offenders Sentenced to Three Colorado State Institutions for Sex-related Offenses, 1976 research product of the Rape Prevention Research Project;
 - Personality Characteristics Which Discriminate Victims of Attempted Rape From Victims of Completed Rape: A Preliminary Report, 1976 research product of the Rape Prevention Research Project;
 - When Rape is Not Inevitable: Discriminating Between Completed and Attempted Rape Cases for Nonsleeping Targets;
1976 research product of the Rape Prevention Research Project;
 - California Personality Inventory Factor Structure for Targets of Rape Versus a General Population of Women, 1976 research product of the Rape Prevention Research Project.

Yearly Trends

The yearly frequency and rate per 100,000 of the crime of forcible rape seems to have stabilized over the last few years. In Figure 24 it can be seen that since the year 1970, when the rate of the offense reached its highest rate (92/100,000), the rate per 100,000 has fluctuated between 90 and 70 offenses. Point A in Figure 25 depicts the predicted rate of sexual assault for the year 1975 (96/100,000). The actual rate of the offense in 1975 depicted by Point A was somewhat lower than the predicted rate (90/100,000). Although this decrease from the predicted rate is not statistically significant it may be an additional indication that the rate of the offense has stabilized. More support for this conclusion will be available after the 1976 frequency of the crime is determined. Point B in Figure 24 predicts the 1976 frequency of rape to be 94 offenses per 100,000 residents. If the actual frequency of the crime in 1976 is within 19 crimes per 100,000, the pattern of a stabilized rate of rape will be supported.

This would be an encouraging sign, however, as can be seen in Figure 24, The Denver rate for this crime is still considerably above the average rate per 100,000 for cities from 500,000 to 1,000,000 residents.

In Figure 25 the adjusted rate per 100,000 females is presented for each four quarters of the year since 1970. These rates have been adjusted to account for the effect of seasonal factors (season fluctuations of rape are very predictable, see the report analysis which follows). The rates per quarter have fluctuated in a range from 28 per 100,000 to 50 per

100,000 females. The dashed line in this figure, indicating trend over time, supports the notion that the crime of rape has only slightly increased since 1970.

Figure 24

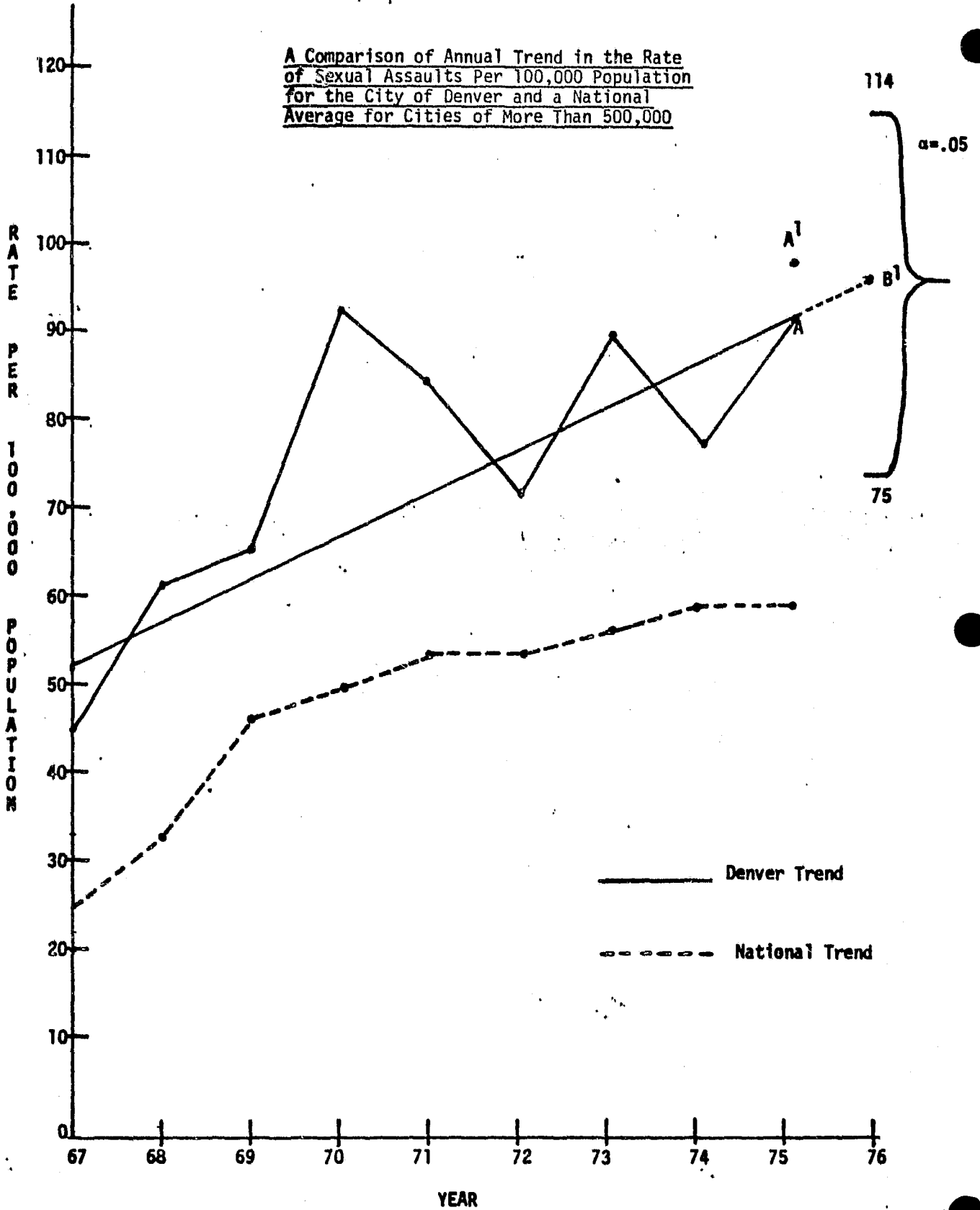


Figure 25

Rate of Sexual Assault (Rape and Attempted Rape)
Offenses Per 100,000 Women in the City of Denver
A Quarterly Trend

R
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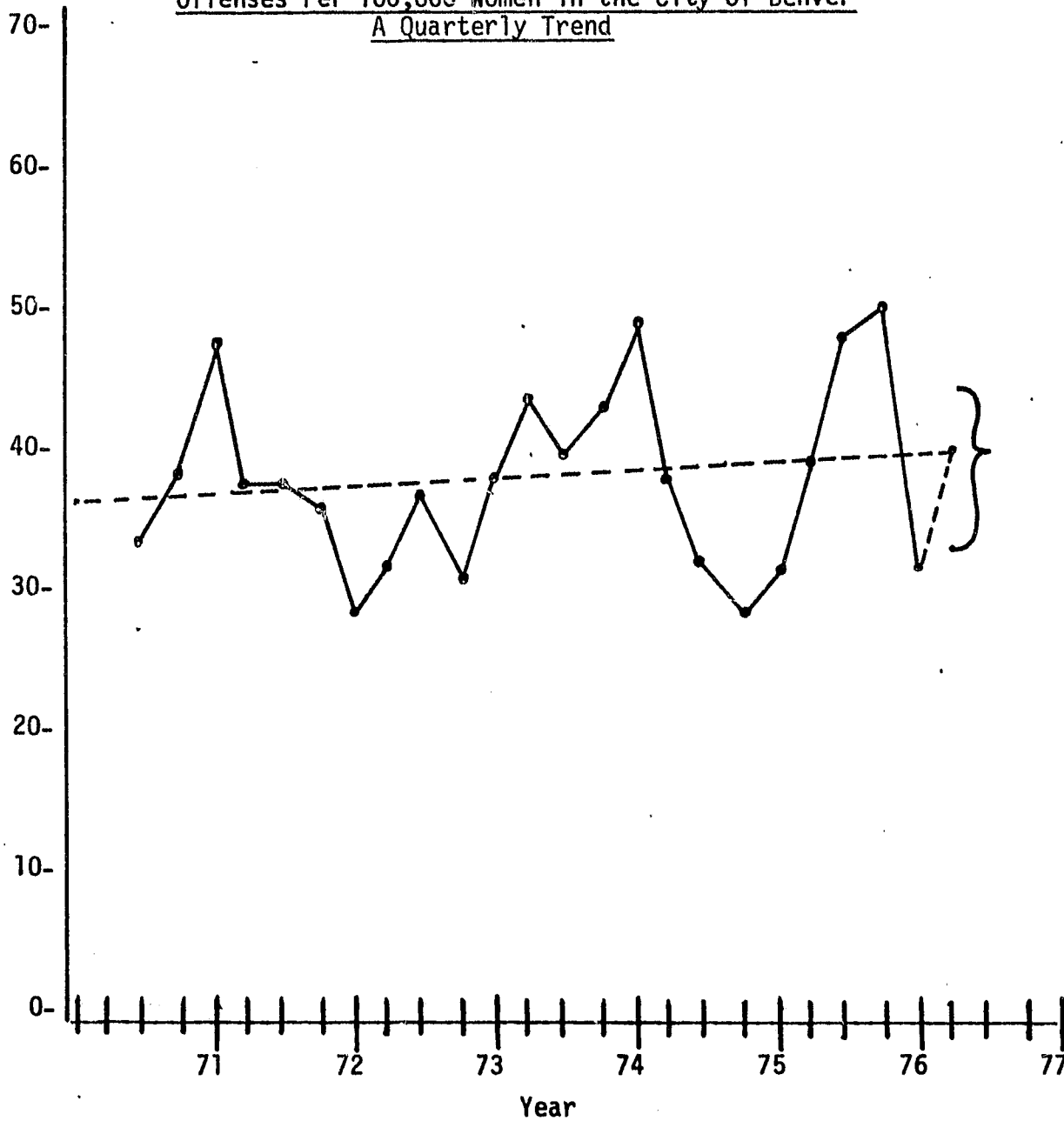
S
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$\alpha = .05$

$\hat{y}' = 38.54 \pm 5.79$

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Characteristics of the Offense

As in years past the greatest majority of the sexual assault offenses reported to the police are for completed rape offenses (61.7%). Previous descriptive research indicated that sexual assaults frequently occurred in conjunction with another crime, usually an interrupted burglary. This was more often true of the attempted offenses than the completed crime. In only about one-fifth of the offenses is property or money taken from the victim. Table 36 presents the frequency and percentage of the sexual assault crimes as they were recorded by the Denver Police Department. As can be seen in the table, the greatest proportion of all crimes occur in a residence (55.9%) with the greatest number of the rest of the offenses occurring either "on streets, sidewalks or alleys" or "in a passenger car, truck or taxi". (More specific crime locations and victim suspect activities will be reported in another section of the report).

The geographical location of sexual assault crimes shows a similar pattern to that of previous years. The greatest concentration of the crimes occur in and around the center city area surrounding the central business district. The highest density of offenses remains in the census tracts immediately bordering the city's main east-west thoroughfare, Colfax Avenue. There seems to be a slight displacement of the offenses to an area west of the city which has not been discernible in years past. The northeast quadrant of the city, as in the past, continues to show a higher than average rate of offenses. In most of these census tracts the ranking by rate per 1,000 residents of sexual assault reflects the actual incident data, in that those census tracts with the highest frequency of the crime also have the highest

Table 36

Frequency and Percentage of Reported Sexual
Assault Offenses by Location of the Offense

Location	Offense			Total
	Rape	Assault with Intent	Attempted Rape	
Sidewalk, street, alley	53 (15.2%)	43 (26.2%)	6 (11.5%)	102 (18.1%)
Passenger car, truck, taxi	57 (16.3%)	35 (21.3%)	9 (17.3%)	101 (18.0%)
Commercial house, non-residence house	1	1	1	3 (.5%)
Taverns and lounges	1	0	1	2 (.4%)
Residence	207 (59.5%)	76 (46.3%)	32 (61.5%)	315 (55.9%)
Hotel, motel, YWCA	17 (4.8%)	2 (1.2%)	1 (2.2%)	20 (3.6%)
Miscellaneous	12 (3.5%)	7 (4.2%)	2 (3.8%)	21 (3.7%)
Frequency and percent of total	348 (100%)	164 (100%)	52 (100%)	564 (100%)

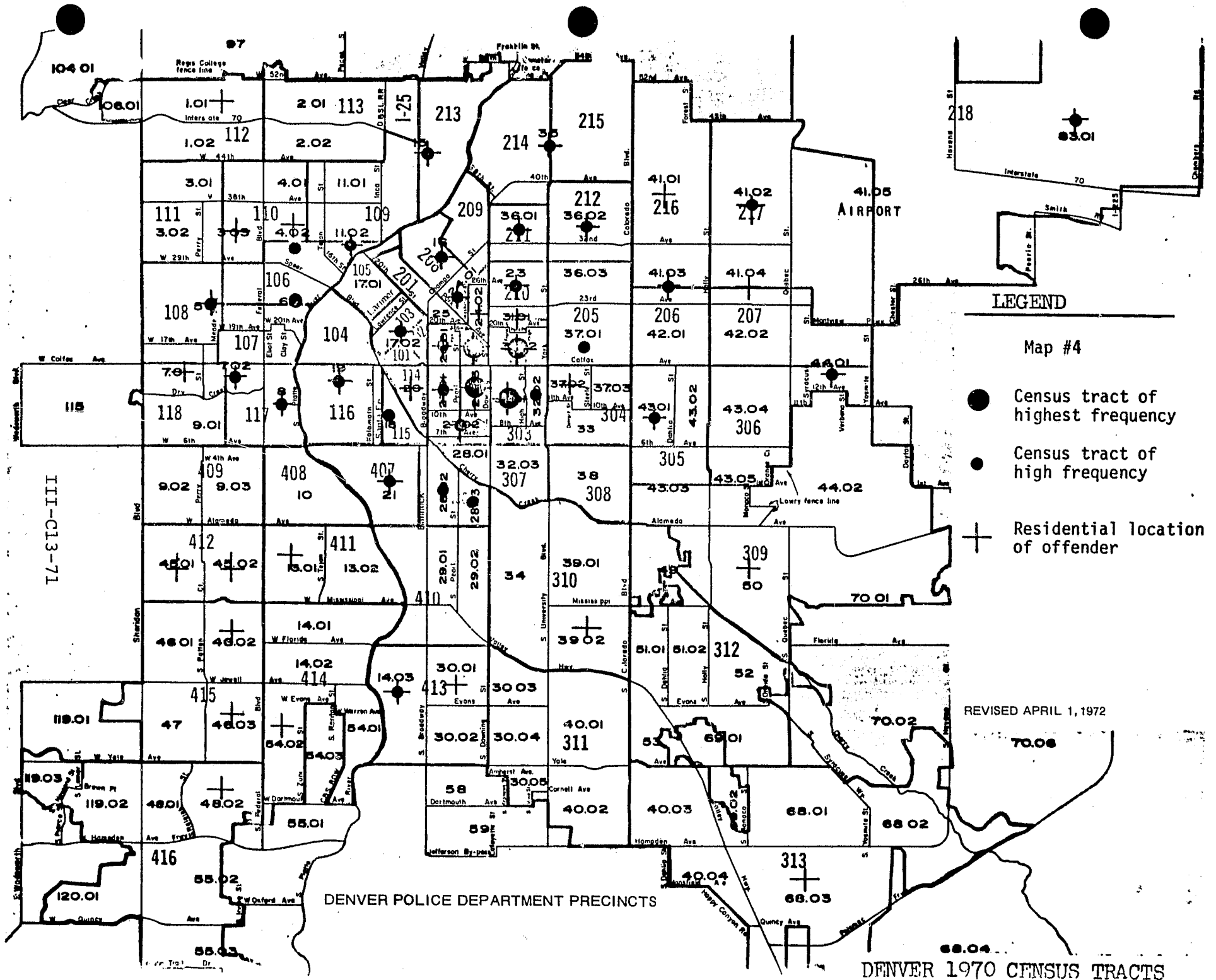
rate per 100,000. One of the characteristics which is atypical of most city's census tracts is the small geographic area and high population density of the highest sexual assault incident census tracts. A transient population, predominancy of multi-family dwellings consisting mostly of converted large homes, a multi-racial and ethnic population not characteristic of the city's predominantly Anglo population, and a bifurcated age grouping of the population consisting of predominantly individuals in their

late teens and early twenties and a senior citizen population; are the dominant characteristics of the highest incidence census tracts (27.03, 32.01, 26.02, and 31.02). In addition, these census tracts have a much higher than average population of single women and men. (See Map #4)

The general descriptive picture of the neighborhoods of these highest frequency census tracts is one of a young, transient, single population living in older mansions converted into apartments and newer high rises. Most of the residents are employed, in and around the central business district of the city or are students and many rely on public transportation.

The temporal pattern for rape offenses has also been very consistent over the years with small variations. The frequency of crime is low during the winter months, begins to rise during the spring quarter and peaks during the summer and early autumn months of July, August and September, as shown in Figure 26.

In terms of hour of occurrence in the 24-hour day, Figure 27 presents the pattern of daily frequencies of sexual assault which has remained the same since 1970. The incidence of rape and sexual assault offenses begin increasing after 6 p.m. and peak in the period of 12 midnight to 2 a.m.



104.01

Rego College fence line

1.01 +

1.02 112

2.01 113

2.02

213

214

215

3.01

4.01

11.01

111

3.02

110

4.02

109

11.02

209

36.01

36.02

212

36.03

41.01

216

41.02

217

41.05 AIRPORT

108

106

105

17.01

208

201

23

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205

37.01

206

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207

42.02

107

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17.02

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31

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37.02

37.03

304

43.01

43.02

43.04

306

118

117

116

303

33

304

43.05

44.02

9.02

9.03

408

10

28.01

28.02

32.03

307

38

308

305

43.03

43.05

44.02

412

411

13.01

13.02

29.01

29.02

34

310

39.01

39.02

309

50

46.01

46.02

14.01

14.02

30.01

30.02

30.03

30.04

40.01

40.02

51.01

51.02

312

52

119.01

47

48.01

48.02

14.03

413

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30.03

30.04

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40.02

51.01

51.02

52

58.01

416

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55.02

55.03

58

59

30.05

30.06

40.01

40.02

40.03

40.04

58.01

58.02

313

68.03

DENVER 1970 CENSUS TRACTS

Figure 26

Percent Change From Monthly Average Frequency of Sexual Assault in the Years 1970 to 1975

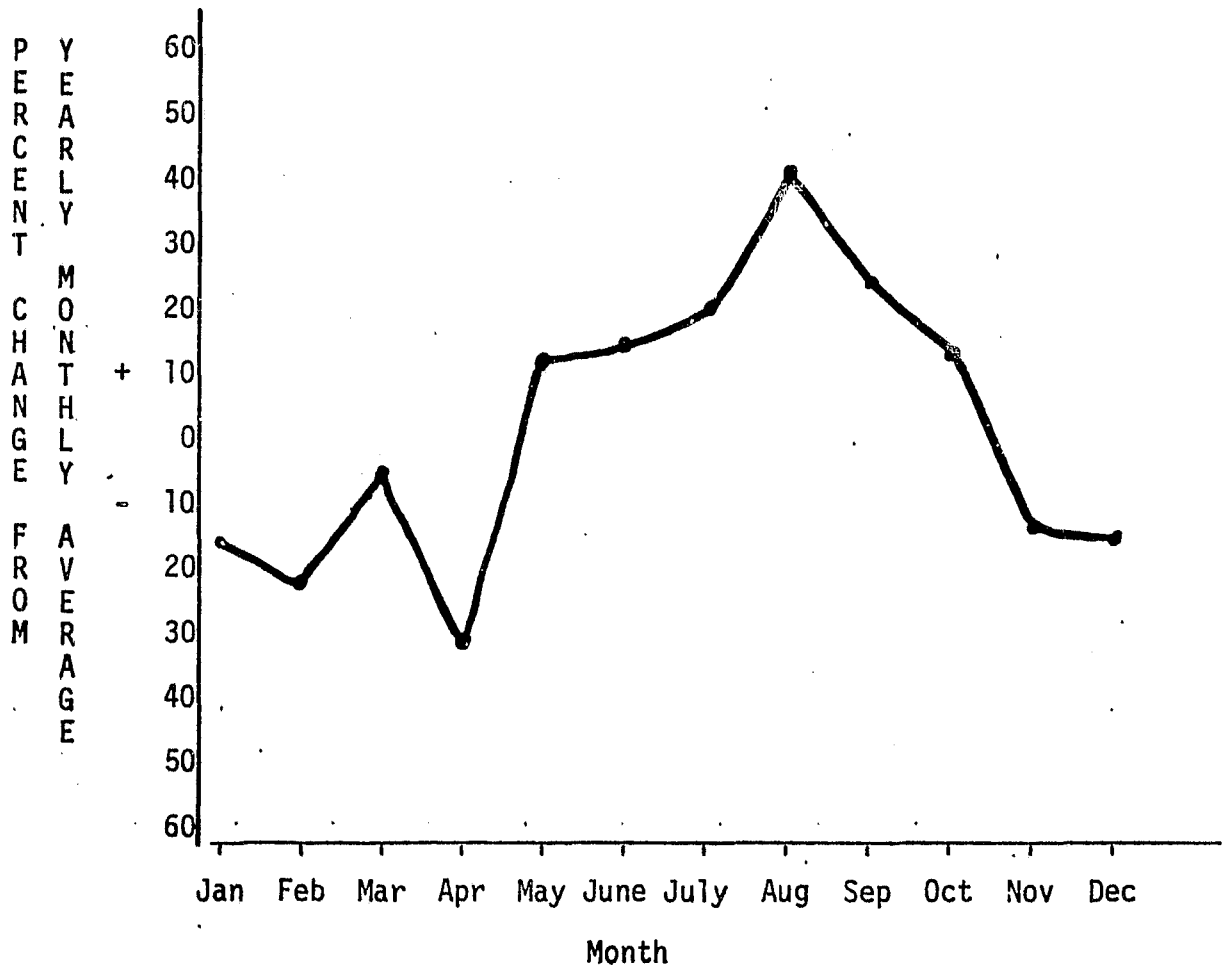
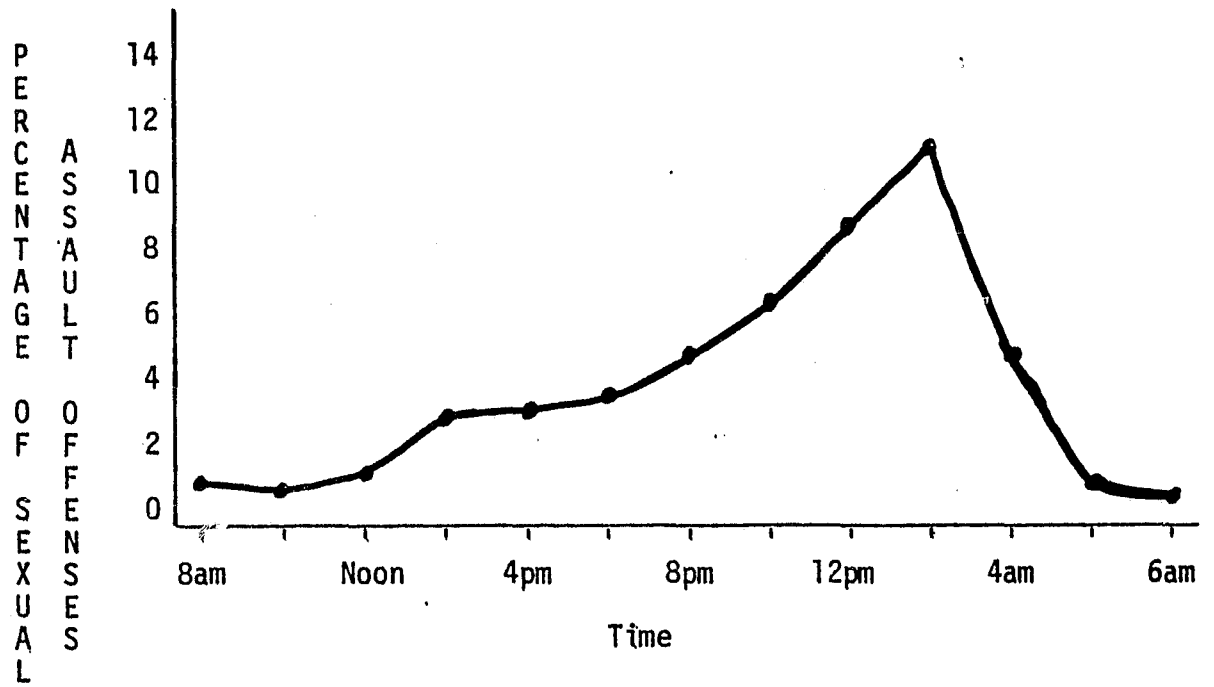


Figure 27

Percentage of Sexual Assault Offenses Occurring By Hour
Of The Day 1970-1975



VICTIM ASSOCIATED CHARACTERISTICS

In 1975, There were 564 individuals reported to the police as sexual assault victims. All but four of the reporting victims of sexual assault were women.

Table 37

Age of Victim of Reported Sexual Assaults

Age	Number	Percentage
Under 16	96	17.02%
16 - 19	114	20.21%
20 - 24	143	25.35%
25 - 34	132	23.40%
35 - 44	31	5.50%
45 - 54	22	3.90%
55 - 64	9	1.60%
Over 65	11	1.95%
Unknown	6	1.06%
Total	564	100%

The predominant age grouping for the victims, as in past years, was the 16 to 34 year old grouping, which accounted for almost 70% of the reporting victim population. The mean age of sexual assault victims was 21.2 years, and the median was 21. Of this group of victims, the predominant ethnic racial category was Anglo, accounting for 68% of the victims. This is approximately equal to the proportion of Anglo women in the city's general population (72% as of the 1970 Census). Black victims accounted for 14% of the victims, which is a greater proportion than their representation

in the general population, and the Chicano/Hispano ethnic category accounted for 16% of the victims.

These findings are quite similar to those of all recent years.

Based on the findings of the 1972 Victimization Survey in Denver, women with family incomes (includes both personal and family incomes) under \$7,500 a year are victimized in crimes of sexual assault at twice the rate of those women in family income categories over \$7,500 a year.

Most of the victims of the reported sexual assaults in 1975 were attacked indoors (56%), usually in their bedroom. If the assault occurred out of doors, the most frequent location reported was a pedestrian area or in a public access area (park, field, etc.). These two outdoor areas were the location of 35% of all the sexual assaults. These data are similar to the patterns of crime occurrence in previous years.

The location of the offense suggests the type of activity a victim was engaged in when she was attacked. Previous research supports the notion that most of the victims of rape in Denver are attacked while they are sleeping or performing routine tasks around their home. If the offense occurs out of doors the victim is usually walking in a residential or commercial area. Those women who were attacked in their residence usually did not utilize the security devices available to them. In previous years police have reported that in 70% of the offenses occurring in the victims' residence, entrance was gained by the perpetrator through an unlocked door.

Present case files and previous research findings indicate that in the greatest proportion of all the victims of the crime of rape in Denver are attacked by assailants who are unknown to them. In Table 38 below, relationship data are presented for 1975 sexual assault crimes.

Table 38

Victim Relationship to Offender - 1975
Sexual Assault Offenses

Relationship	Percentage
Related	8.7%
Personal acquaintance	10.5%
Stranger	75.6%
Unknown	5.2%
	100%

The pattern is consistent with the last four years of crime data. More than three-fourths of all the victims of sexual assault are attacked by strangers.

Most of the victims of sexual assault did not report physical injury as a result of their attack. In Table 39 it can be seen that there were a total of 21.7% of the victims who did report injury with 7.2% requiring medical treatment. The single largest category was among victims who were threatened with weapon use (32.7%). These data, provided on the 1975 sexual assault cases referred to the Denver Visiting Nurse Service Victim Support Program, indicate that less than half of the referred victims suffered from physical trauma, but 90% of the victims were assessed to be suffering from psycho-

logical reactions to their attack. Visiting Nurse Service data also indicate that of a sample of victims of sexual assault who were referred, 15% to 18% had been sexually assaulted in the past.

Table 39

Victim Reported Injury in 1975 Sexual Assault Cases

Report of Victim Injury	Percentage
No Personal Injury Reported	25.4%
No Injury - Victim Verbally Threatened	20.2%
No Injury - Victim Threatened w/Weapon Use	32.7%
Slight Victim Injury - No Medical Attention Necessary	14.5%
Victim Injured, Treated and Released	7.2%

SEXUAL ASSAULT OFFENDER CHARACTERISTICS

Information on the perpetrators of sexual assault is available from several sources. The victim's of the offense are frequently able to report some distinguishing characteristics of their attacker. Police arrest information can provide more detailed and definite information on those individuals arrested for investigation of sexual assault. Also, correctional treatment records can give even more detailed information on those found guilty of sexual assault crimes. The difficulty with utilization of multiple sources of data on the sexual assault offender is that each data collection effort may be defining a different population of individuals. This is true of all attempts to describe the criminal population, because the majority of the perpetrators of the crimes are never successfully identified. It is important then to identify data sources in analyzing offender characteristics.

From the victims account of the offenses, it has been determined that between 80% and 85% of the sexual assault crimes occurring in Denver in the past four years have been perpetrated by a lone offender. The victims reporting the race of their offender in past years identified approximately equal proportions of the major ethnic/racial groupings as the perpetrators of the sexual assault offenses. Each ethnic/racial grouping accounted for approximately one-third of the reported perpetrators. In an examination of arrest data, which do not distinguish ethnicity, it was determined that 58.7% of the adults arrested for sexual assault were caucasian and 39.7% were Black.

Table 40

Age of Arrestees for Sexual Assault

Age	Number	Percent
10-14	7	5.5%
15-19	27	21.3%
20-24	28	22.0%
25-29	36	28.3%
30-34	11	8.7%
35-39	7	5.5%
40-44	5	3.9%
45-49	3	3.4%
50-54	0	0.0%
55-59	2	1.6%
60-64	0	0.0%
65+	1	.8%
Total	127	100.0%

 $\bar{x} = 26$

Median = 25

In Table 40, the age breakdown of arrestees for sexual assault offenses in 1975 is presented. The greatest population for all those individuals arrested for rape and sexual assault are between the ages of 15 and 30. This group accounts for 72% of all the arrestees. If arrestee characteristics are a reflection of the offender population in general, most of the victims of the crimes are younger than their assailant. The average age of the arrestees was 26 and the mean age for victims was 21. Generally

speaking, the arrestees for sexual assault offenses are predominantly adults. There were 126 (85%) adults and 23 (15%) juveniles arrested for the crimes reported in Denver.

The method of attack has been discussed somewhat in the information presented on the victims of the crime. In most instances, the victim does not suffer a physical injury. This is probably due to the threat of weapon use by the offender or the presence of a weapon. As in years past, approximately half of the sexual assault offenses are perpetrated without the presence of a weapon. In those instances where a weapon is present it is most often a knife or cutting instrument (31% of the offenses). In the remaining 15% to 20% of the crimes, a handgun is used or simulated. Weapon use is usually threatened. In previous research it was determined that approximately 5% of all of the sexual assault offenses in Denver, actually involved the use of a weapon. Previous Denver research also determined that those offenses which involve weapon threat or use have a great probability of being completed.

In Table 4 the residence of the offender is compared with the location of the crime for the 1974 and 1975 offenses. As can be seen in the Table, in most offenses a suspect is not identified, however, the available data do indicate that in only about 14.1% of the offenses, the location of the offender's residence is in the same general vicinity of the location of the crime. This information is borne out somewhat by previous Denver research which determined that residence in the area of the crime was associated with the probability of offender arrest.

Table 41

Residence of Sexual Assault Offender In Relation To
Location of Crime

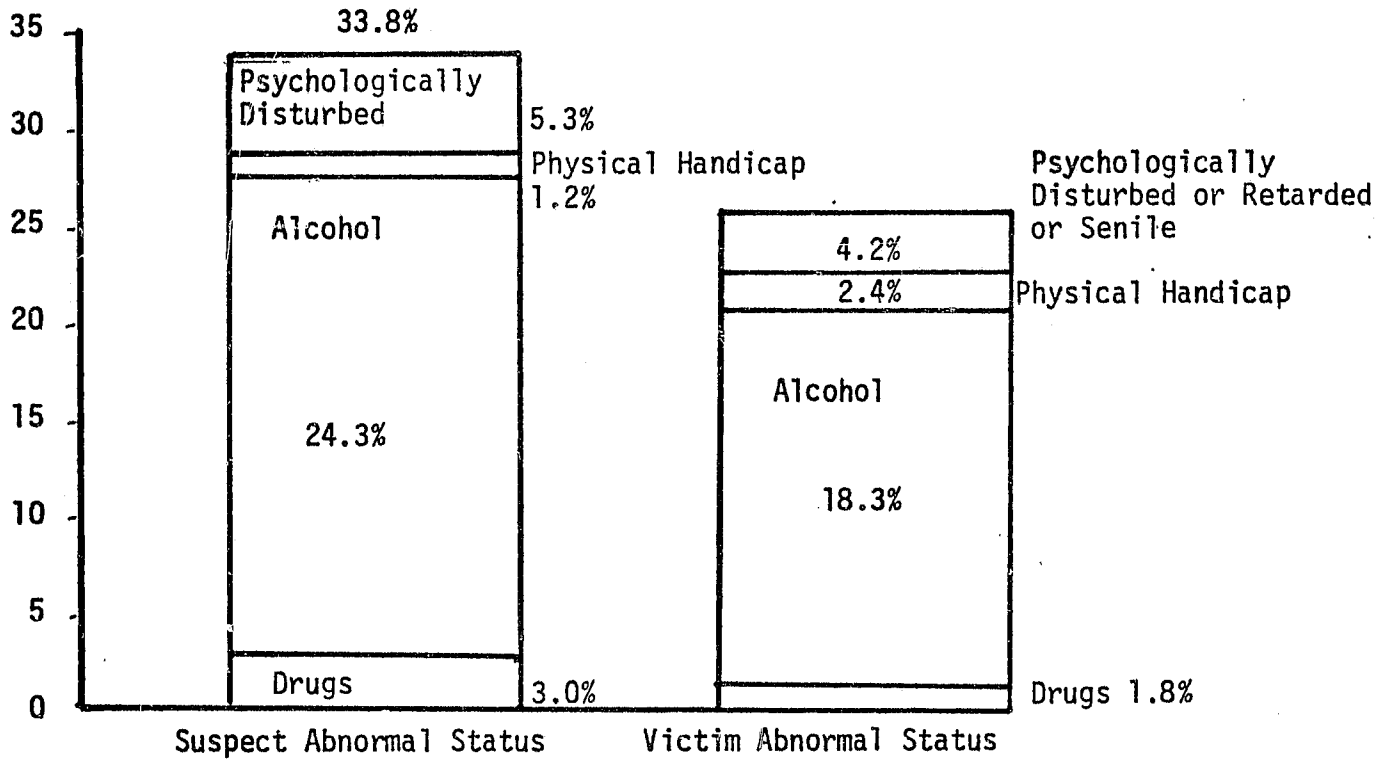
Offender Residence and Crime Location	Percent
Offense Occurred in Offenders Residence	3.5%
Same Building	1.7%
Same City Block	3.7%
Same Police Precinct	5.2%
Same Quadrant of City	12.2%
Same Metropolitan Area	1.7%
Different Metropolitan Area	5.2%
No Offender Address/Not Reported	8.5%
Suspect Not Identified	57.9%
	100.0%

In previous Denver research the victims of sexual assault reported their attackers seemed to have some type of abnormal physical or psychological state in 33.8% of the crimes. In most of these incidents, the victim reported that the person who attacked her was under the influence of alcohol or drugs (primarily alcohol).

As can be seen in Figure 28, the victims of the Denver sexual assaults are reported by the police as having some type of physical or psychological impairment in about 27% of all the reported offenses.

Figure 28

Physical or Psychological Impairment of Victims and Suspects as Reported by Denver Police Department in 1973 Rape Offenses



SEXUAL ASSAULT ARRESTEES AND ADJUDICATED OFFENDERS

There has been considerable descriptive research done of sexual assault offenders and their rate of recidivism. The following is a summary of the findings of most of that research:

- a. Adults are arrested most often, usually between the ages of 18 and 25. Approximately two-thirds of all sexual assault arrestees are minorities.
- b. Anglo and Chicano arrestees tend to live in the same neighborhoods as their victims.
- c. Most of the arrestees for sexual assault admit to having committed only one offense. However, approximately 25% of the arrestees admit to committing several assaults before their arrest, with some individuals admitting to over 15 offenses.
- d. In a study of adult rape arrestees in 1970 through 1973, it was determined that 49.6% had previously been arrested and they averaged 2.6 prior arrests. The most common types of prior arrest for this group was for crimes against public order, 32.2%, (i.e., drunkenness, disorderly conduct, drug use, etc.), rape or sexual assault, 11.3%, and crimes of assaultive violence or weapon use, 11.2%. Generally, as a group, these offenders were least likely of being rearrested of all serious felony offenders. However, there were 45.8% of the rape arrestees selected for the sample who were subsequently rearrested in a two-year period. They averaged 2.3 new arrests and were most often rearrested for public order crimes (17.8%), and rape and other sex offenses (12.1%).
- e. In a similar analysis of all juveniles arrested for rape in fiscal year 1971 (N=24), it was determined that 59.3% had previously been arrested on the average 1.9 times. Of the total juvenile arrestees for rape in 1973, there were 41.7% who were subsequently rearrested in a two-year follow-up.
- f. In a more recent cohort study of arrestees, it was determined that of the sexual assault arrestees in Denver, 57% had a prior history of arrest. In the year's follow-up of arrestees, 29% were rearrested, most often for Class 1 type crimes (most serious felonies). Those with prior arrests or convictions showed a much higher probability

of rearrest in one year's time. The average number of rearrests was lower than any other arrestee group except homicide offenders.

- g. In a longitudinal study completed in 1973 of 1969-1970 serious crime felons convicted in Denver District Court, it was determined that 64.7% of the offenders had previously been arrested and 35.3% had previously been convicted of a felony offense. In a four-year follow-up from time of conviction, 76.5% of those individuals who were convicted had been released either on probation (52.9%), or on parole (23.5%). Of those offenders released under supervision, there were 7.7% who were rearrested for another rape. In a two-year follow-up, 38.5% were subsequently rearrested and 7.7% were reconvicted of new offenses.

In a 1974 study of social and psychological characteristics of arrestees being processed by Denver District and County Courts, it was determined that offenders in the category of rape were, by far, the most different from other types of serious crime offenders (burglary, robbery, aggravated assault, homicide). They were the most likely to have had a previous conviction for the same crime. Along with offenders of assault, they were less likely to have a misdemeanor history on drugs, but to have misdemeanor convictions concerning "peace, order and decency".

Rape offenders had almost twice the time of incarceration for misdemeanors than did any other group, but they were the least likely to have a juvenile record. It would appear, however, that where offenses were committed as juveniles they were of a serious nature, since there was little difference in comparison with the other groups on time incarcerated as a juvenile.

Next to offenders in the assault category, they presented the least history of drug usage, but were the heaviest users of alcohol.

On the average, rape offenders were older than those in the categories of burglary and robbery, but were younger than assault offenders. They were the most likely to be a member of an ethnic minority group, and only one-fourth in this category were classified as Anglos. Rape offenders were most often Catholic and most often, among the serious crime arrestees, married. Along with offenders in the category of burglary, they were most often employed as laborers, but least often, among the four groups, as service workers. They did, however, present the greatest history of full-time employment.

Individuals in this category were generally born and lived elsewhere than Denver, more than any other group of offenders sampled. In other words, they were the most mobile group of offenders. Also, they were the most likely to have come from a small town.

While the demographic and personal data regarding offenders on rape presented striking differences from the arrestees in other offense categories, even more unusual findings emerged in relation to the psychological test data obtained.

Rape offenders generally had a very positive, and the most positive among the serious crime offenders sampled, view of themselves as measured by the Self-Evaluation Questionnaire. They received the least deviant scores on the Minnesota Multiphasic Personality Inventory (MMPI) in general, as well as on the PD (Psychopathic Deviate) scale. They also received the lowest Maladjustment score on the Hand Test, but the highest Pathology

score. Among all the four groups, offenders of rape received the most extreme, high and low, scores on the Hand Test.

The researchers of the study provided an interpretation of the data analysis, "all of these data, taken together, suggests strongly that rape offenders work very hard to present a 'normal front' that, in fact, covers serious pathology". This interpretation of these data tends to be supported by the fact that offenders in this category received the most elevated score on the "K" scale of the MMPI. This scale, loosely interpreted, measures the defensiveness of the subject.

CRIMINAL JUSTICE SYSTEM RESPONSE

The criminal justice system's response to the reported rape offenses varies in degree subject to the agency that is involved. In a victimization survey covering crime incidents occurring in 1971 and part of 1972, a random sample of Denver women indicated that they reported 55% of the successful rapes and attempts which occurred to them to the police. The police, in turn, categorized and reported a number of offenses of rape which would be approximately 33% of the total number of victimizations reported in the study. Other data in the research supported the notion that the Denver Police Department reports all the actual rapes which occur in the city. The victims surveyed reported an estimated number of actual rapes which were less than the number of actual rapes reported by the Denver Police Department for the period covered by the study.

* Data and interpretation were quoted and paraphrased in part or whole from A Research Study on Differential Characteristics of Impact Offenders, James Bridges, Ph.D.

In attempting to ascertain how many rape and rape attempts go unreported to the police each year, no answer can be given with any degree of certainty because the rape victims who would be unwilling to report to the police may also be unwilling to report their victimization to researchers. The data we have available, however, in the police reports and the victimization research, indicate that the number of sexual assault attacks which go unreported to the police could be as high as 45% and the number of actual rapes reported by the Denver Police may be a true reflection of the number of completed offenses which occur. Subsequent research now under way will provide validation for these findings.

In Table 42, police reported statistics on the crime of rape from 1966 to 1975 are presented. During the most recent years (1970-1975), the number of police reported offenses appears to have stabilized around 437 per year or approximately 171 reported rapes and attempts per 100,000 women. This rate is among the highest in the nation for any municipality. In a 1973 ranking of cities of over 300,000 population, Denver ranked third behind Atlanta and St. Louis in the rate of forcible rapes per 100,000 women (Kansas City Prevention Patrol Experiment, P. V-1). In 1974, Denver ranked fourth in the rate of offenses. As in previous years, 1975 continued to find Denver rated in the top ten cities of equivalent size for rate per 100,000 of reported sexual assaults. In most recent years the Denver Police have reported "clearance by arrest" rate that averages approximately 45% of the reported cases. In 1975, this rate was 45.2%. Similarly, in most recent years the Denver Police have averaged approximately 149 arrests per year with 149 in 1975. Approximately 19% of the

Table 42

Sexual Assault Offense Processing by Denver Police 1966 to 1975

Processing	1966	1967	1968	1969	1970	1971	1972	1973	1974	1975	Average for 1970 to 1975
Reported Offenses				362	507	477	423	527	516	564	502
Actual Offenses	163	224	304	330	474	434	368	461	403	480	437
Number Increase or Decrease	-	61	80	26	144	-40	-66	93	-58	77	+79
Percent Increase or Decrease	-	37.4%	35.7%	8.5%	43.6%	-8.4%	-15.2%	25.3%	-12.6%	19.1%	(20.7%) +18.2%
(number of Juvenile Arrests)	-	-	-	(18)	(19)	(29)	(31)	(34)	(32)	(23)	28
Number Arrests	-	-	-	96	140	141	137	181	156	149	149
Percent Cleared by Arrest	-	-	-	37%	47%	40%	53%	45%	48%	45.2%	46.3%
Unfounded	-	-	-	32	33	43	55	66	113	84	66
Percent of Total Reported Cases Unfounded	-	-	-	8.8%	6.5%	9.0%	13.0%	12.5%	22.0%	14.8%	13.0%

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annual arrests in recent years have been of juveniles. There were 23 juveniles and 126 adults arrested in 1975. In most instances of an arrest, the uniformed patrol officer is the arresting police unit. In recent years, the uniform patrol accounted for 85% of all arrests of rape suspects.

In Figure 29, it can be seen that of the 564 total reported offenses, 84 or 14.8% dropped out as unfounded. In the remaining total of 480 sexual assault crimes, 55% were determined to be inactive, not cleared and 45% were cleared. Previous research indicates that approximately 14% of the cases are cleared directly by an arrest and the remaining 31% are cleared by associated arrests or by the identification of a suspect. In 1975, there were 149 arrests for rape and sexual assault. Previous research indicates that the number of offenses actually cleared by these arrests varies greatly.

In Figure 30, the number of sexual assault case investigations submitted to the Denver District Attorney is presented. There were 190 cases, some of which did not originally involve an arrest for rape or sexual assault, which the police submitted to the Denver District Attorney for subsequent processing. It should be noted that discrepancies between the number of arrests for sexual assault offenses and the number of cases submitted to the District Attorney can possibly be accounted for by police filings for sexual assault based on an arrest for a different crime (burglary). Also, a lag in police filing arrests may account for a larger number of police filings in 1975 than arrests. The District Attorney refused 30.5% of the

cases referred to him by the police. This is a smaller figure than the 1974 refusal rate of 37.9%. The victim refused to continue the prosecution of 30.1% of the cases submitted to the District Attorney which is approximately the same proportion of offenses suffering a similar fate last year (31.9%). In total, there were 74 or 38.9% of the sexual assault cases submitted to the District Attorney by the Denver Police Department which the police report were filed either in the District Court or in the County Court.

In Figure 31, the reported Denver District Court filings are presented. The District Court reports 43 filings for sexual assault. This figure may differ from the police data due to a change in charge or in a case processing lag in which some of the 60 cases were either initiated in 1974 or have not as yet passed through County Court to District Court. As can be seen in Figure 31, many of the cases were not disposed of as of the time of the data collection for this report. Those which did proceed out of the system include 9 (20.9%) dismissals, 16 guilty pleas (37.2%), two acquittals, and one mistrial. In total, there were 17 cases of a determination of guilty or deferred prosecution, 14 cases which are pending further processing, and 12 cases which dropped out of the system.

In summarizing the case processing of 1975 sexual assault offenses and extrapolating from each of Figures 29, 30, and 31, (which is partially justified by previous research), there were 564 cases, 480 of which were determined to be actual sexual assault offenses. There were 216 of the cases which the police cleared and 190 police filings with the District Attorney (not

Figure 29

1975 Police Disposition of Sexual Assault Offenses

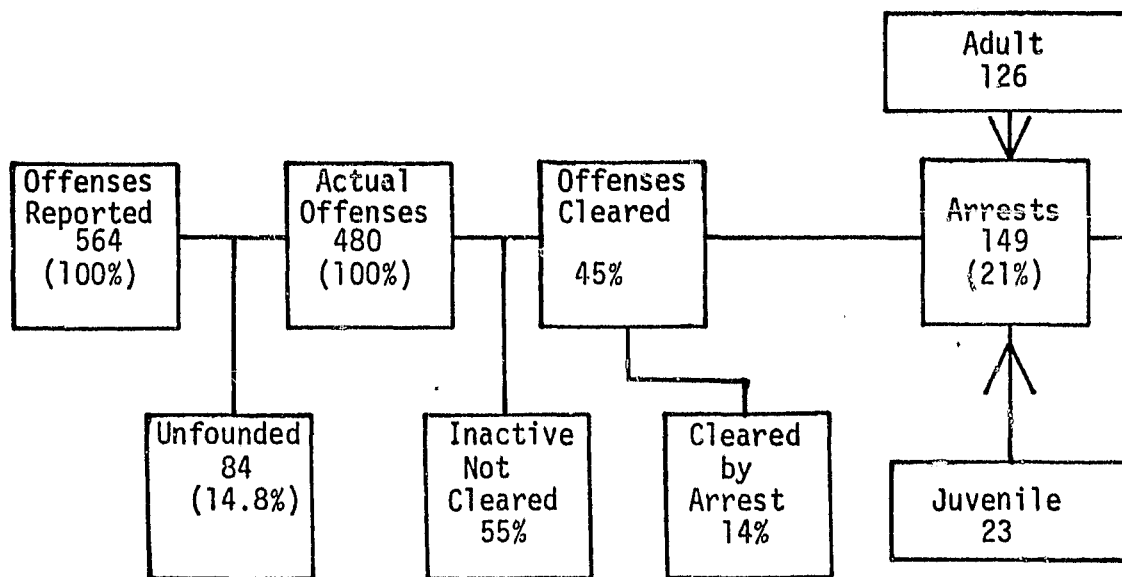
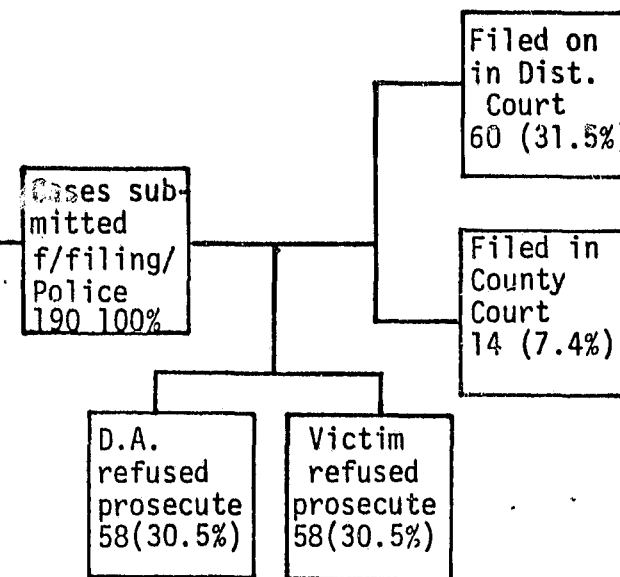


Figure 30

1975 Police/Prosecutor Disposition of Sexual Assault Related Arrest Cases



Case shrinkage
564

480

216

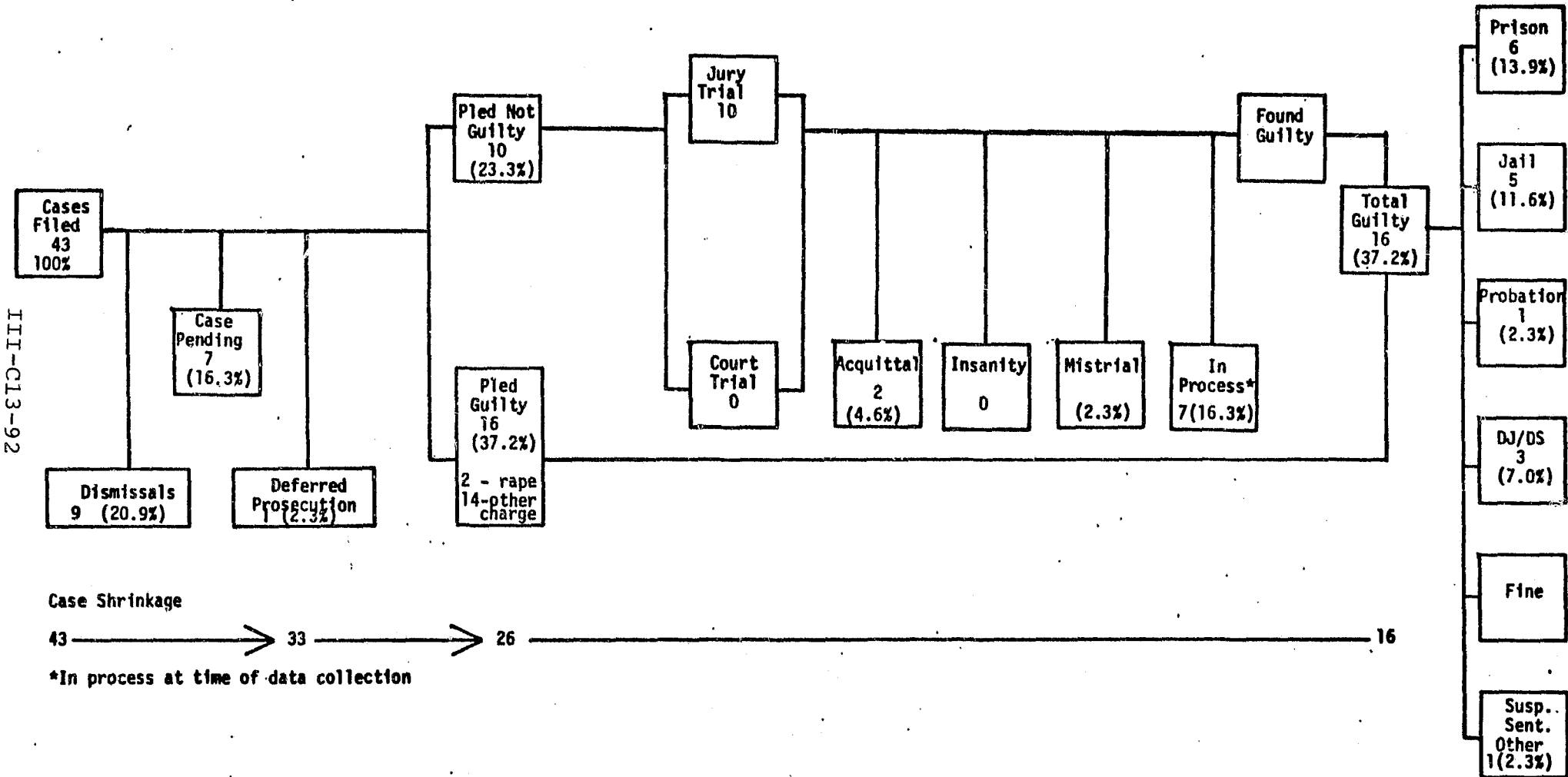
190

74

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Figure 31

1975 Case Processing - Denver District Court



actual filings). The District Attorney filed on 74 cases, 17 of which were found guilty or deferred, 13 were dropped and 13 are still pending disposition.

In a recent follow-up research effort covering the years 1974 and 1975, Police and District Attorney case disposition was determined for sexual assault offenses. Because of problems in interpretation, the designation of offense case (as differentiated from arrest case and court case) was used for the research effort. All cases refer to crime incidents as reported offenses.

In Table 43, the police disposition of the sexual assault offense sampled in 1974-75 is presented. In the greatest proportion of the cases the preliminary investigation determined that information or the crime and evidence leading to an arrest was lacking and the continued investigation was suspended (59.9%). In most of these cases, the problem was suspect identification. There were 48.7% of the cases with no positive suspect leads at all and 3.7% of the cases where the arrested suspect was released for lack of positive identification.

In 22.6% of the offense cases the victim or the District Attorney terminated the further case processing. Victims accounted for 13.9% of these terminations and the District Attorney determined that the investigation of prosecution of 8.7% of the offenses cases would be futile.

There were a total of 17.4% of the sampled offense cases which resulted in

a positive identification and arrest of the perpetrator. In some instances the offender was apprehended for a different or subsequent offense (most frequently also a sexual assault).

Table 43
Reasons for Police Disposition of Sexual Assault Cases
1974-1975

Reason for Disposition	Percent
Arrest of suspect	(17.4%)
-for present offense	13.9%
-for other offense	3.5%
Lack of Information or Evidence	(59.9%)
-no leads to suspect	48.7%
-investigation leads proved inadequate	7.5%
-suspect arrested but not charged for lack of positive identification.	3.7%
Case initiated - then dropped	(22.6%)
-victim refused to cooperate	12.2%
-victim unavailable	1.7%
-District Attorney refused case	8.7%
	100.0%

In Table 44, the information on District Attorney disposition of offense cases is presented. Because of a strong association between the police and prosecutor in the investigation of serious felonies, the information or further processing decision is frequently a joint one. As previously stated, in most instances there was no arrest (59.7%). In a certain proportion of the offenses, the possible offender may have been identified but there was insufficient evidence linking him to the crime (5.5%). In a significant proportion of the cases (12.2%), there was not enough evidence to establish that

a crime had occurred. The victim's reluctance or uncooperative nature caused the District Attorney to terminate 6.9% of the cases he received. A formal District Attorney action occurred in association with 15.6% of the police offense cases sampled. The the greatest majority of these cases, there was a direct filing by the prosecutor (72.2%) for the offense.

Table 44

Reasons for District Attorney Disposition of
Cases Referred by Police

Reason for Disposition	Percent
No Arrest	59.7%
Suspect not strongly linked to offense	5.5%
Insufficient proof of crime occurrence	12.2%
Victim/witness unavailable for investigation or prosecution	1.7%
Victim refused to prosecute	5.2%
Case referred to juvenile authorities for disposition	1.7%
Suspect filed on in other case	1.7%
District Attorney filed on case	12.2%
	100.0%

The information on case processing and disposition is quite similar to the previous three years of data analysis. Proportional comparisons from year to year on the various dispositions for both show little variation.

IMPACT OF PROJECT ACTIVITY AND RESULTS OF SPECIAL RESEARCH EFFORTS

Through the funding of programs and projects sponsored by the City and

and County of Denver under the aegis of the Denver Anti-Crime Council, a pool of resources have been directed at the sexual assault problem in Denver. Most project and program results are preliminary and will require the passage of time to determine the long-term effects. There are, however, some indications of the effect of the efforts.

Much of the activity is not specifically devoted to the crime of sexual assault, but has had an effect on the incidence of reported crime. Two projects, both of which have not been in existence (1 year) long enough to determine any permanent effects, are located in the high sexual assault incidence areas of Denver and seem to be effecting the pattern of crime occurrence. The Denver Streetlighting Program and the Denver Police Department ESCORT Project are based in Denver census tracts with the highest incidence of reported rapes for the past five years. To date, the ESCORT unit, a motorcycle and foot patrol team concentrating on preventing street crimes, has interrupted three sexual assaults in progress. In each case the perpetrator was apprehended. This project has been operational for three quarters of the year and was created in conjunction with a high intensity streetlighting program.

The streetlighting program was initiated earlier than the ESCORT program, but saw completion at approximately the same time the ESCORT project was operational. Although the results are tentative and not dramatic, it seems that the effect of the two projects in general has been a dispersion of the sexual assault crimes. The high incidence areas remain the highest in the city, however, arrests are increasing in these areas. There are

census tracts adjacent to the target area that report an increasing proportion of the offenses. Although the results are not the most encouraging, they seem to suggest that projects such as these two can effect the incidence of crime and the incidence of arrest.

In addition to these two efforts, three projects have been implemented in the target census tracts and city-wide to encourage victim self-protection measures and crime reporting and to provide medical and psychological support to the victims of sexual assault. The efforts include the Neighbors Against Crime Together (NACT) program, a community self-protection and prevention education effort, Southeast Neighborhood Service Bureau and York Street Center, and the Denver Visiting Nurses Victim Support program.

All three programs are directed at encouraging victim reporting of crime and victim assistance to police in the investigation and prosecution of sexual assault offenses. These projects, by their nature, may in fact increase the amount of reported sexual assaults. The real determination of their effect on crime will be in increased victim reporting and a decrease or stabilization of actual victimization rates. These effects have yet to be assessed, but will be determined in a second and third phase victimization research effort being conducted by the Census Bureau. Project encouragement of police investigation and prosecution has been partially substantiated. Final effect of this has yet to be determined.

One of the project efforts generated under the Denver Anti-Crime Council to deal with the crime of rape, which has the potential of providing the greatest long-term results, is the Rape Prevention Research project of Denver Health and Hospitals. The research products of this project provide a wealth of information on who and how Denver women are victimized.

In a recent report, the project efforts documented the existence of four key factors which determine if a woman who is accosted actually is victimized. In a subsequent similar validation effort, two more predictor variables were identified. The predictor variables identified in this first effort included:

1. Victim's neighborhood of residence.
2. Victim did/did not scream.
3. Social circumstances of the attack.
4. Victim did/did not run.

In commenting on the first predictor variable the research effort indicates; "Clearly the victim's neighborhood of residence is the most useful variable in predicting whether or not a woman who is attacked will escape being raped (p. 21)".

The Capitol Hill area which accounted for the single greatest proportion of offenses sampled (35.2%) also accounts for the greatest proportion of completed crimes (41.7%). (Rapes, as opposed to attempted rapes).

In the subsequent validation study of this same effect, the research report indicates; "The victim's neighborhood of residence was the third most

useful predictor. Roughly 64% of the targets who lived in the Capitol Hill and Park Hill areas, or the Southeast section of Denver, were raped. These areas accounted for 56% of the attacks and 70% of the rapes in this sample. Fifty percent of the target who lived in West Denver were raped, while only 25% of those who lived in North Denver or outside of Denver were raped."

What this information suggests is that something characteristic of women who live in these areas (there are probably a multitude of socio-economic factors which would cause one to choose these areas of residence) also makes them more susceptible to sexual assault victimization. The research report also makes the point that this particular variable may be less meaningful for prevention measures, because the woman cannot readily change her residence and if she was induced to do so because of this information it would be an unreasonable decision because less than .4% of the women who reside in these neighborhoods are victimized.

In discussing the second and fourth variables, which are related to resisting the attack, the research reports indicate that the various resistance techniques of screaming and flight were successfully related to avoiding a rape.

Screaming is apparently the most useful technique as determined by the research. Over half of the attempted rape victims screamed, whereas only one-fourth of the rape victims screamed.

In commenting on this the research report identifies another resistance

measure which had a negative effect on avoiding attack; "Both crying out and running away were negatively related to being raped. Thus, both methods reduced the chances of being raped and hence appear to be effective forms of resistance to sexual attacks. Attempts to talk the assailant out of pursuing the attack proved to be not only ineffective, but actually counterproductive. Fifty-nine percent of the targets tried to talk to the assailant. Sixty-two percent of these were raped and 38% escaped. On the 41% of the targets who did not try to talk to the assailant, 71% managed to avoid being raped,

A fourth variable associated with resisting sexual assault was a social circumstances variable. It was defined as the degree to which other people have been in a position to come to the assistance of the attacked woman. Those attacks which occur when there are other people in the vicinity show a high proportion of victim escapes than those attacks which occur when the victim is functionally alone.

These results suggest that the woman who is isolated either by initial situation or after meeting the attacker is more likely to be raped than the who who avoids isolation (p. 23).

The conclusion drawn by the research in this discussion of the analysis is that; ". . . There is safety in numbers. Those women who, by deisn or good fortune, remain in the vicinity of potentially helpful others are less vulnerable to attack and if attacked, more likely to escape being raped. In terms of prevention, this finding would suggest that a woman in a high risk situaiton (e.g., works late, lives in a high rape neigh-

borhood) might make arrangements to have someone meet her as she returns from work late at night, or have a roommate who keeps the same hours as she. Provided that she has increased the chances of someone being around, then devices such as whistles may prove useful".

In subsequent research additional variables were determined to be associated with the successful completion of the offense. Victim's alertness proved to be a meaningful factor. A greater proportion of the victims who were awake and alert avoided the completion of the attack. In addition, "One-third of the targets were under the influence of alcohol or drugs at the time of the attack. Of these, 70% were raped".

In a summary discussion of the research findings the project report indicates that in considering the most significant variables associated with the completion of a rape attack, four of the variables are under the control of the victim. Alcohol consumption, active aggressive resistance (either screaming or running) and movement to stay in the proximity of other people are all significantly associated with successful resistance of the attack.

These particular research efforts concentrated on the victim of the crime primarily because of the availability of data. There is little investigation into offender variables or offender/victim interaction variables. In commenting on this, the research report indicates; ". . . Variables which characterize the attacker (e.g., ethnicity) or his "style" of attack (e.g., used a weapon, under influence of alcohol, type of sexual contacts demanded) did not emerge as important for predicting whether or not an attack would be thwarted" (p.26).

This finding is partially a result of the direction of the research (victims self-protective measures) and partially a result of the source of all data (victim interviews and police files). This does not mean to suggest that interaction variables are not active in effecting the outcome of the attack.

There was an investigation into the perpetrators of sexual assault offenses. This came as a result of an evaluation of a sexual assault offender treatment project which was part of the Rape Prevention Research program. This particular phase of the project has evaluated sexual assault offenders referred by the courts and corrections and has provided psychotherapeutic treatment for 67 sexual assault offenders in the community setting. There were some major findings of this pilot effort. A large proportion of the treated sexual offenders reported "child abuse" in their history. An additional finding was that the sexual assault offender is uncharacteristically (as differentiated from other types of offenders) intelligent and responsive to treatment. An unrealistic conceptualization of women is thematic in most evaluations of the treated clients.

A strong suggestion in the project reports indicates that most of the offenders can be treated, however, the research identified a compulsivity in the behavior patterns of the treated clients related to their sexual attacks which caused the clinician to point out where there is a compulsive aspect to the illegal sexual act the person committing the act has to be seen as being at high risk for repeating his crime and his ability to be treated in the community has to be questioned. That is, while the person may be otherwise an excellent candidate for treatment on other grounds,

compulsivity of the act may preclude the possibility of safe treatment in the community on an outpatient basis.

Where the number of different kinds of events which trigger violent behavior in the patient is very large, the safe treatment of that person in the community is also questionable.

The project reports preliminary success in community treatment for most of the offenders referred. Of the 65 evaluable treatment cases, seven were rearrested with consequent violations of probation, parole or conviction. Three of these seven individuals were rearrested for rape or attempted rape. In commenting on their rearrest, the project evaluation report indicates; "All three men rearrested for rape were considered dangerous when they entered the program or were shortly so considered after they entered. Our experience with these men demonstrates the need for a locked facility for the treatment of sex offenders who cannot be safely treated on the streets".

The comment provides further support for the necessity of a closed or controlled environment for the treatment of a proportion of sexual assault offenders.

In another research effort generated by the Rape Prevention Research project, personality factors were compared between rape attack victims and samples of the general population. The California Personality Inventory was the instrument used to assess personality factors. Personality

factor profiles of the Denver victims were compared to samples of the general population. The research report indicates that one of the most significant results of this research was the documentation that; ". . . comparisons between the factor structures of the rape target population with the two general population samples (male and female) suggest that virtually no differences exist in the source traits for these groups". In further discussion of the findings it is indicated that; "What has been established by the current study is that the personality structures which underly the behaviors of target subjects is the same as that which underlies the behavior of other women".

An additional analysis of the same research data, a determination was made on the difference in personality factors between rape victims and rape resisters. The research clearly determined that there was a difference on a factor grouping called "Achievement vis conformity and self-control". The research characterizes the differences between resisters and victims by drawing on the personality factors which the CPI measures. In commenting on the results the research report provides a composite profile of the two victim types.

"The woman who is sexually assaulted, but escapes being raped, is characterized as being persistent, industrious, aggressive, assertive, over-emphasizing self-gain and motivated to behave in ways which facilitate achievement of her goals in a conformity situation. In short, she is an assertive person who can handle the stresses of conformity pressures and achieve her own goals."

"The victim of a completed rape is characterized as self-denying, inhibited, awkward, insecure, and easily disorganized under stress or pressures to conform. In short, she is not emotionally prepared to deal with the stress of a sexual attack. She is not likely to exploit to her advantage those factors in the situation which could provide a means of avoiding the rape. Data abstracted from police offense reports shows that rape victims are more frequently isolated from other people, and use effective resistance techniques such as running and screaming less frequently than attempted rape victims."

ROBBERY

INTRODUCTION

This section of the crime-specific analysis deals with the problem of robbery in Denver and includes an analysis of characteristics of the incident, trends, robbery from the victim and offender perspective, the criminal justice system response and characteristics of arrestees. This analysis builds upon last year's plan supplementing that analysis with additional data available and emphasizing changes in patterns of robbery. Consequently, this report is based upon a mix of existing and new data sources developed in the last year.

Data Sources

Several new data sources were utilized in this year's robbery analysis. A random sample of 205 robbery cases from October, 1973, through September, 1975, was drawn as part of a police "productivity" study sponsored by the Police Foundation, which provides data about characteristics of robbery incidents and police response. A computer print-out with case disposition and sentencing patterns for 1975 felony cases processed in Denver District Court provided by the State Judicial Department was also available for analysis of robbery incidents. The other new data source was an "arrest cohort" study which tracked 132 robbery arrestees for a twelve month follow-up from mid-1974 through mid-1975.

However, the primary data source was the analysis of the police department's computer-based offense and arrest files. These files were updated to include all 1975 incidents. Other secondary data sources utilized include readily available agency reports, national UCR statistics and population characteristics prepared by other city planning agencies.

Definition

Unlike several other crime categories, the UCR police definitions of robbery and those set out in the Colorado Criminal Code are similar. The statute first defines robbery (so-called "simple robbery") and then defines aggravated or armed robbery. A similar distinction is made by the police for purposes of classifying and reporting to the FBI through the UCR system.

The latest revision of the Colorado Criminal Code pertaining to robbery is set out below. There have been no substantial changes since the 1970 revision, in which the penalties for robbery were changed by this Code: for simple robbery from one to 14 years under the old Code to one to ten years, and for aggravated robbery from four years to life under the old Code to five to 40 years.

In addition to the two basic robbery classifications, defendants may also be charged with conspiracy (to commit robbery), which carries the same penalty as the substantive offense, and attempt (to commit robbery), which carries a one to five year penalty.

Robbery

18-4-301. Robbery. (1) A person who takes anything of value from the person or presence of another by the use of force, threats, or intimidation commits robbery.

(2) Robbery is a Class 4 felony

18-4-302. Aggravated Robbery. (1) A person who commits robbery is guilty of aggravated robbery if during the act of robbery, or immediate flight therefrom:

(a) He is armed with a deadly weapon with intent, if resisted, to kill, maim, or wound the person robbed or any other person; or

(b) He wounds or strikes the person robbed or any other person with a deadly weapon, or by the use of force, threats, or intimidation with a deadly weapon puts the person robbed or any other person in reasonable fear of death or bodily injury; or

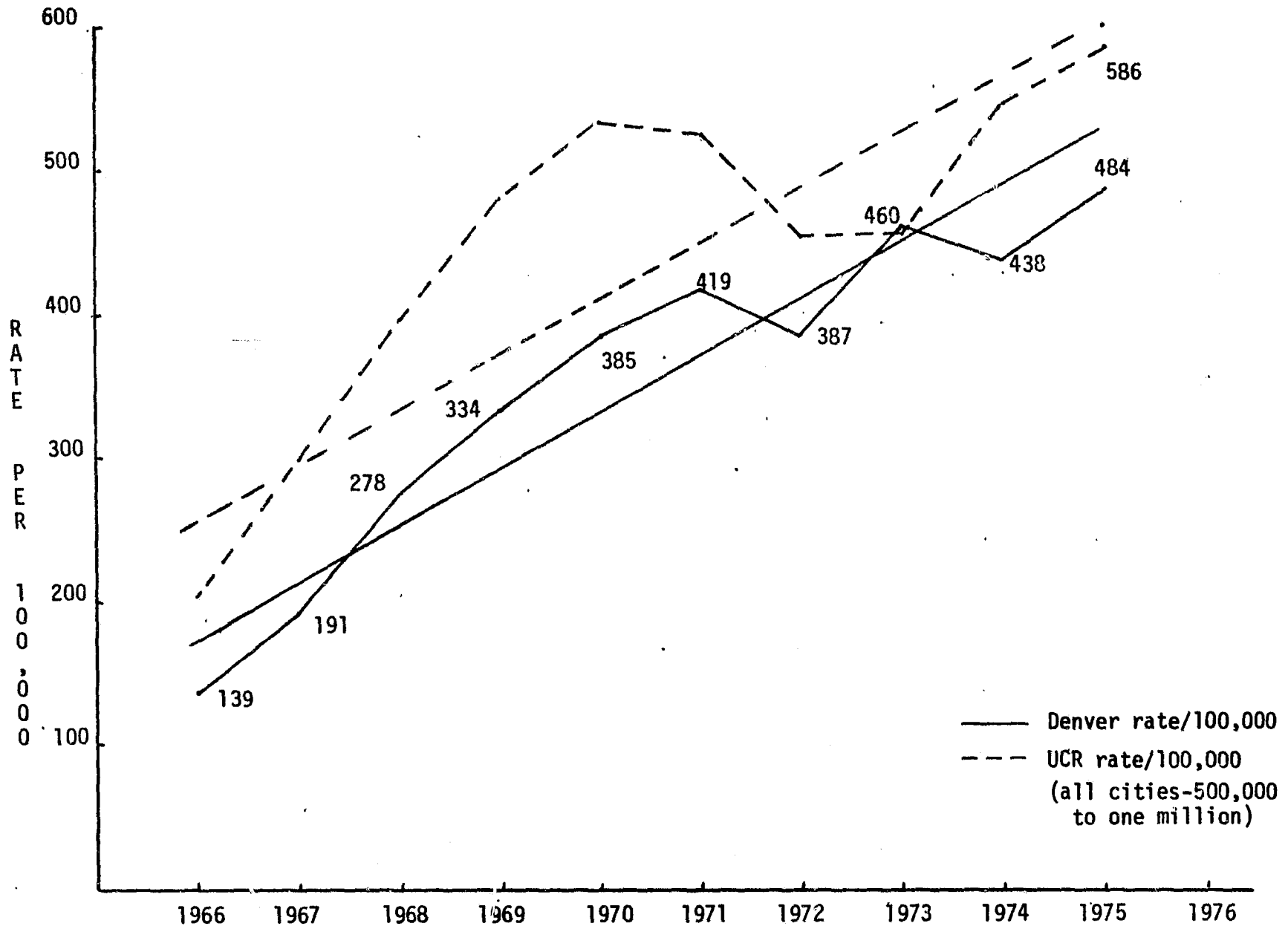
(c) He has present a confederate, aiding or abetting the perpetration of such robbery, armed with a deadly weapon, with the intent, either on the part of such defendant or confederate, if resistance is offered, to kill, maim, or wound the person robbed or any other person, or by the use of force, threats, or intimidation puts the person robbed or any other person in reasonable fear of death or bodily injury.

(2) Possession of any article used or fashioned in a manner to lead any person who is present reasonably to believe it to be a deadly weapon, or any verbal or other representation by the defendant that he is then and there so armed, is prima facie evidence under subsection (1) of this section that he was so armed.

(3) Aggravated robbery is a Class 3 felony.

Figure 32

ROBBERY



Note: In addition to actual frequencies, the linear trend lines are shown for both Denver and other cities.

Figure 33

Simple Robbery - Frequency by Year

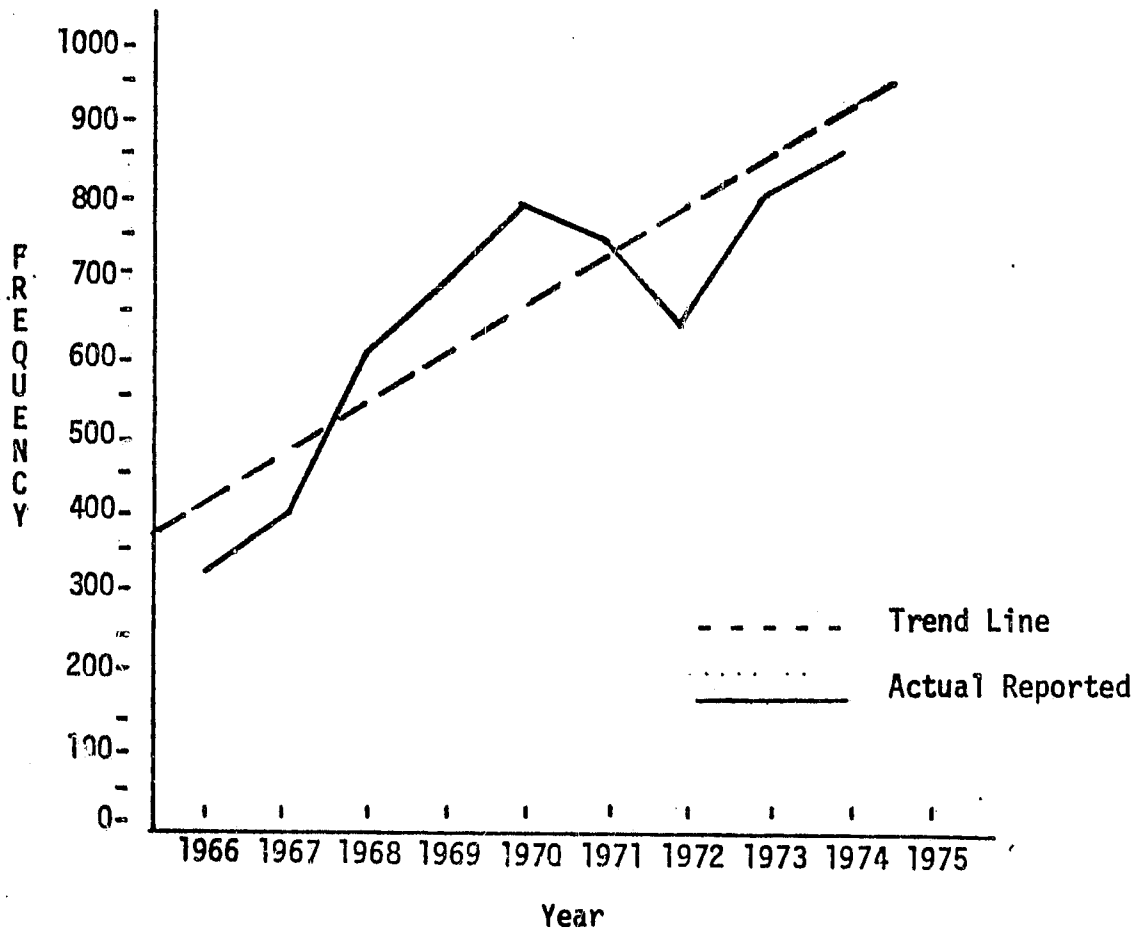
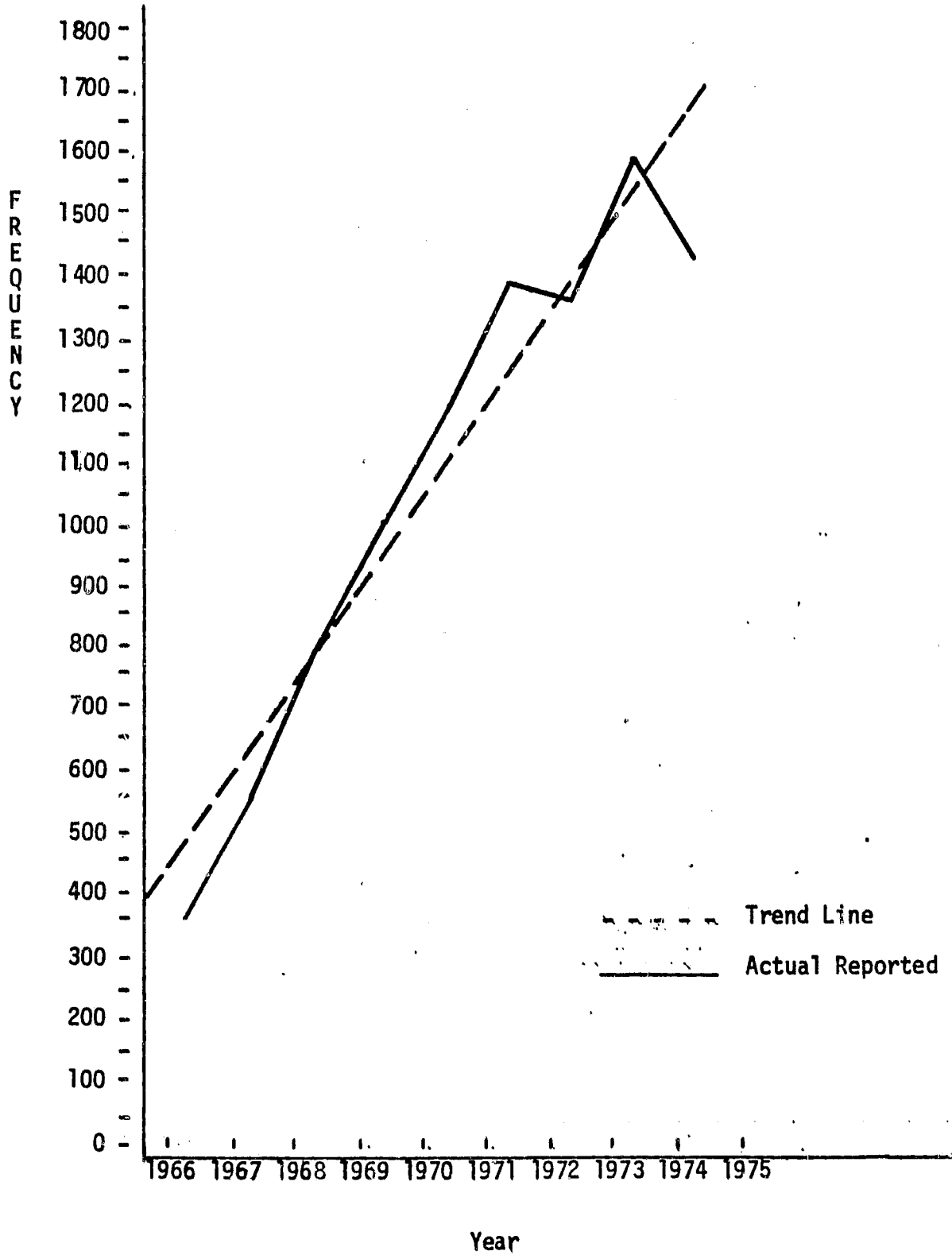


Figure 34

Aggravated Robbery - Frequency by Year



the growth rate of simple (unarmed) and aggravated robbery individually. The trend for both categories of robbery incidents has been upward, although the rates of increase differ substantially. Simple robbery as shown in Figure 33, has grown at a much more modest rate than aggravated robbery (see Figure 34). While simple robbery increased by a factor of 2.5 over the previous decade, robbery with armed offenders increased by a factor of 4. In 1966, the frequency of simple and aggravated robbery were comparable. There are now twice the number of aggravated compared to simple robberies. The other point to be made from the graphs is the highly sporadic rate of change in simple robbery over time compared to a more steady, predictable rate of change in aggravated robbery. It should also be noted that the overall decrease in robbery in 1974 mentioned above was a function of aggravated robbery since the number of simple robberies increased from 1973 to 1974.

One encouraging factor is the large decrease in the robbery rate experience in Denver in 1976 during the first five months of the year. A 30% decrease through May 1976 compared to the same five months of 1975 may be indicative of a significant decrease in robberies. Aggravated robberies are 35% below last year's level and simple robberies 20% lower. If this decrease level is maintained throughout the year, the 1976 robbery rate will be reduced to a level comparable to 1969 (approximately 330/100,000).

In summary, it should be noted that the long term trend is a substantial

increase, although below the rate for comparable size cities. However, the short term trend is a significant reduction which may result in the lowest Denver robbery rate in 1976 experienced in several years.

CHARACTERISTICS OF ROBBERY INCIDENTS

Type of Offense

Consistently over the past five years, almost twice as many robberies were classified as "aggravated" (i.e., offender had a weapon or victim injured) compared to simple robberies. Attempted robberies account for less than 10% of 1973 through 1975 robbery incidents. These data, as well as type of target and location of offense, are summarized in Table 45.

As shown in the table, there have been virtually no changes in robbery patterns over the last three years. Robbery of persons occurred twice as frequently as robbery of premises. A review of the location of robbery offenses shows that most frequently robberies occurred on the street (43%) and in commercial establishments (31%). Chain stores, gas stations and restaurants were more likely than other businesses to be the place of occurrence. Vehicles and homes each accounted for the location of 10% of the robberies.

These patterns have remained fairly constant over time, with the typical robbery involving a weapon, occurring against a person on the streets.

CONTINUED

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Table 45

Robbery Frequency Distribution by Year

	1973	1974	1975
<u>Type of Offense</u>			
Aggravated Robbery	1,514 (62%)	1,421 (58%)	1,616 (60%)
Simple Robbery	690 (28%)	793 (32%)	867 (32%)
Attempted Robbery	227 (9%)	231 (9%)	304 (8%)
Total	2,431 (100%)	2,445 (100%)	2,687 (100%)
<u>Type of Target</u>			
Robbery of Person	1,617 (67%)	1,646 (67%)	1,805 (67%)
Robbery of Premises	814 ()	799 (33%)	882 (33%)
Total	2,431 (100%)	2,445 (100%)	2,687 (100%)
<u>Location of Offense</u>			
Street	1,018 (42%)	1,011 (41%)	1,167 (43%)
Vehicles	233 (10%)	266 (11%)	270 (10%)
Commercial Estab.	726 (30%)	691 (28%)	822 (31%)
Home	216 (9%)	213 (9%)	264 (10%)
Temporary Residence	98 (4%)	115 (5%)	118 (4%)
Miscellaneous	140 (6%)	149 (6%)	52 (2%)
Total	2,431 (100%)	2,445 (100%)	2,687 (100%)

Time of Occurrence

This section of the report deals with the variable time as it relates to the occurrence of robbery incidents. Hour of day, day of the week and month of the year (seasonality patterns) will be analyzed for robbery. Figure 35 shows the proportion of the sample robberies that occurred in two-hour increments throughout the day during 1975.

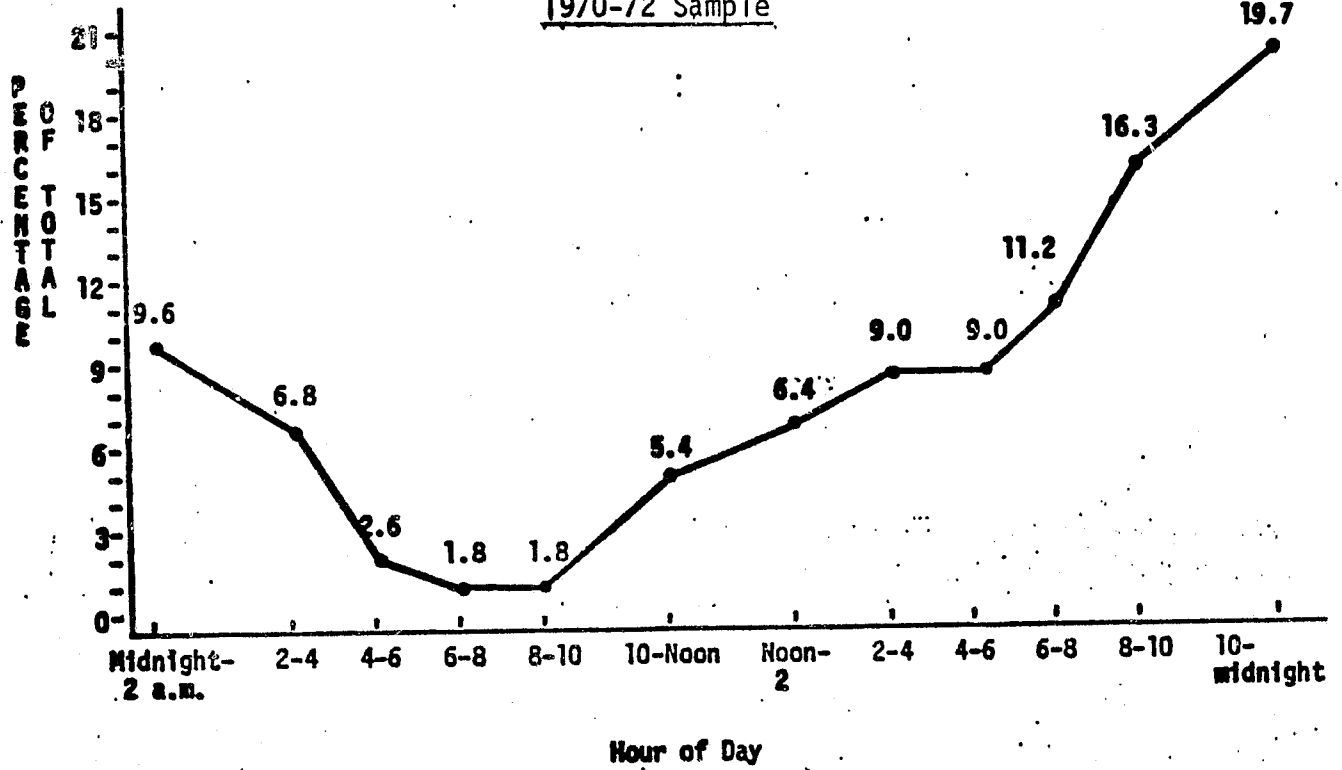
As shown graphically, robberies are at a low point from 4:00 a.m. until 10:00 a.m. in a typical day. Beginning at 10:00 a.m. there is a steady increase in the proportion of robberies occurring, with about one-sixth of all robberies happening in the two-hour time period, 8:00 p.m. until 10:00 p.m. From then until 6:00 a.m., the number of robberies continues to decrease. Over half of all robberies occur in one-third of the day, between the hours of 6:00 p.m. and 2:00 a.m. This distribution of robberies throughout the day is consistent with findings in prior years.

Figure 36 provides data showing the relative frequency of robbery during different days of the week for 1975 cases. The robbery rate is quite similar throughout the middle of the week. Fridays and Saturdays, however, account for a relatively high proportion of the robberies with the other weekend day, Sunday, the least likely day for a robbery to occur.

Unlike burglary or rape, robbery does not have a high degree of seasonality. As shown in Figure 37, the monthly fluctuations in the rates of robbery are wide. For example, in February, 1971, there were

Figure 35

Robbery Time Of Day Analysis
Percentage By Hour of Day
1970-72 Sample

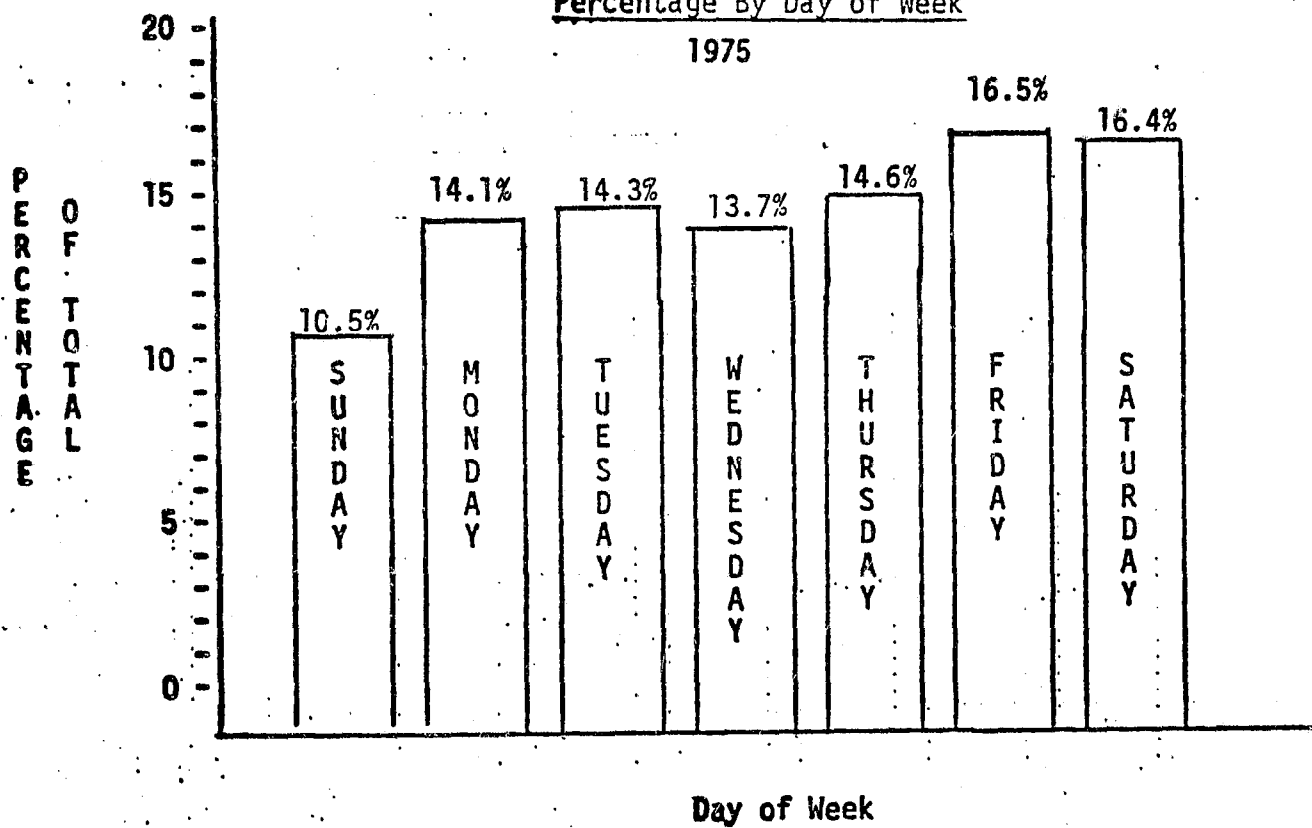


approximately 125 robberies compared to about 200 robberies in the next month. Peaks and valleys in robbery rates do not consistently occur in the same season of the year. The low points in 1972 and 1973 occurred in a summer month, whereas, the lowest frequencies of robbery occurred in a winter month in 1970, 1974, and 1975. The time interval between low points is 16 months, 12 months and 6 months in 1970 through 1974. Although no evidence of strong seasonal patterns exist for robbery, Figure 37 does show large fluctuations in monthly frequencies which makes it difficult to forecast short-term movements in robbery frequencies.

Figure 36

Robbery - Day of Week Analysis

Percentage By Day of Week



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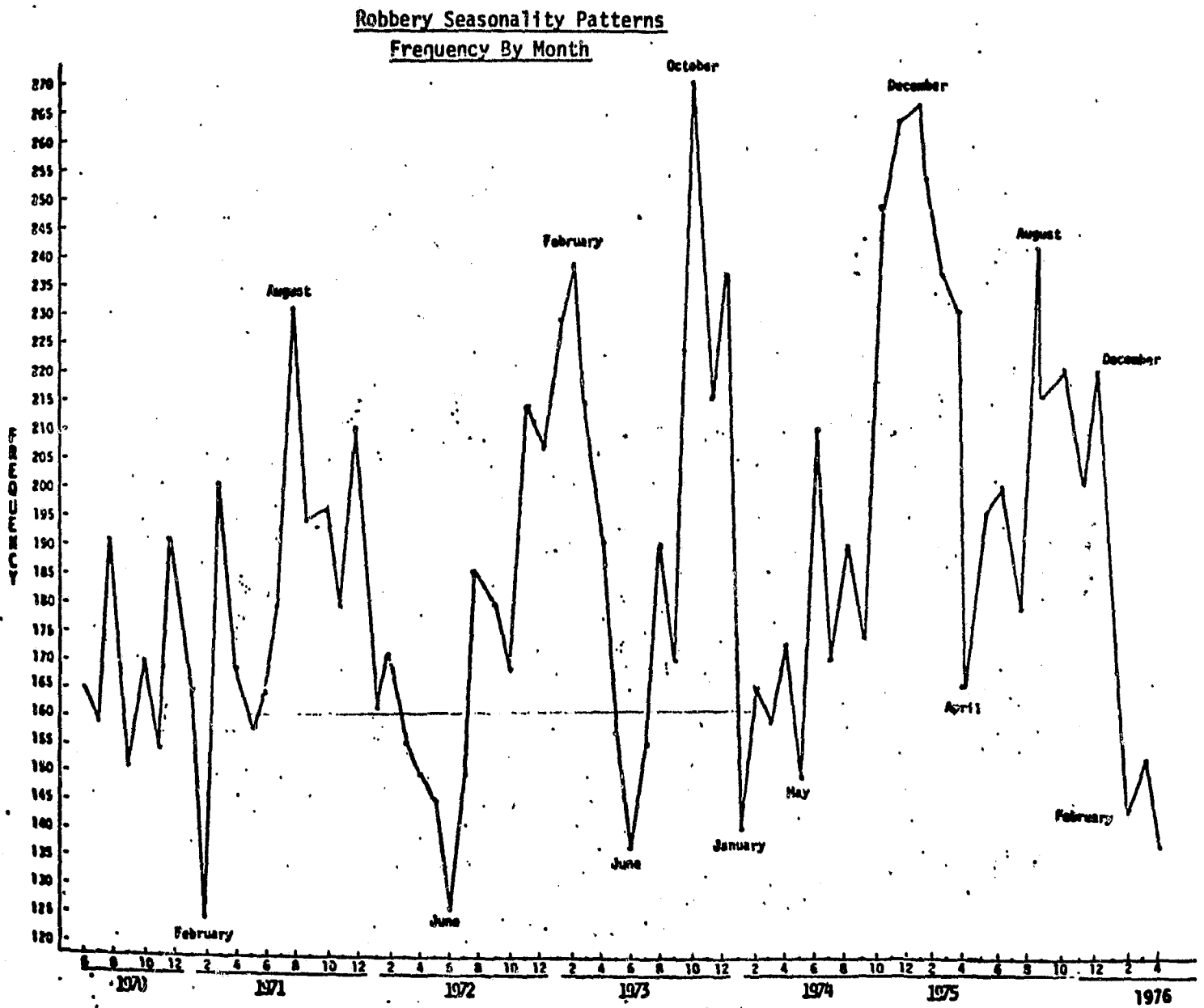


Figure 37

Stolen Property

The value of property stolen in robbery incidents for the years 1973 through 1975 is shown in Table 46 for both aggravated and simple robberies. In 1975, the average loss was \$167 and \$124, respectively, for aggravated and simple robberies. The average property loss varies considerably from year to year with the 1975 rate less for aggravated and greater for simple robberies than the corresponding 1974 averages.

Not shown in the table is the skewed nature of value of property loss. A sample of 205 robberies during 1973 through 1975 indicated that 45% of the incidents involve either no loss or property valued at less than \$50. At the other end of the spectrum are about 3% of the robberies with a loss of over \$1000. The typical robbery has a relatively low pay-off to the offender, particularly when compared to the property crime of burglary.

Recovery rates are also shown in Table 46. The probability of recovering stolen property is low with 1975 data indicating a 15% and 12% recovery rate for aggravated and simple robbery, respectively. Consequently, there is little difference between average total and net property loss. In light of the types of items taken in a typical robbery, if recovery is not immediate, the probability of tracing items back to the victim is small.

The most frequent items taken in a robbery are currency and purses/wallets. In over three-fourth of the robberies, some cash was stolen

and a wallet or purse taken in about one-fourth of the cases. Other types of property loss in robberies include jewelry, clothing, and credit cards. In about 40% of the incidents, more than one item was taken.

Total property loss from robberies in 1975 was slightly over half a million dollars. The typical robbery, however, resulted in less than \$50 property loss.

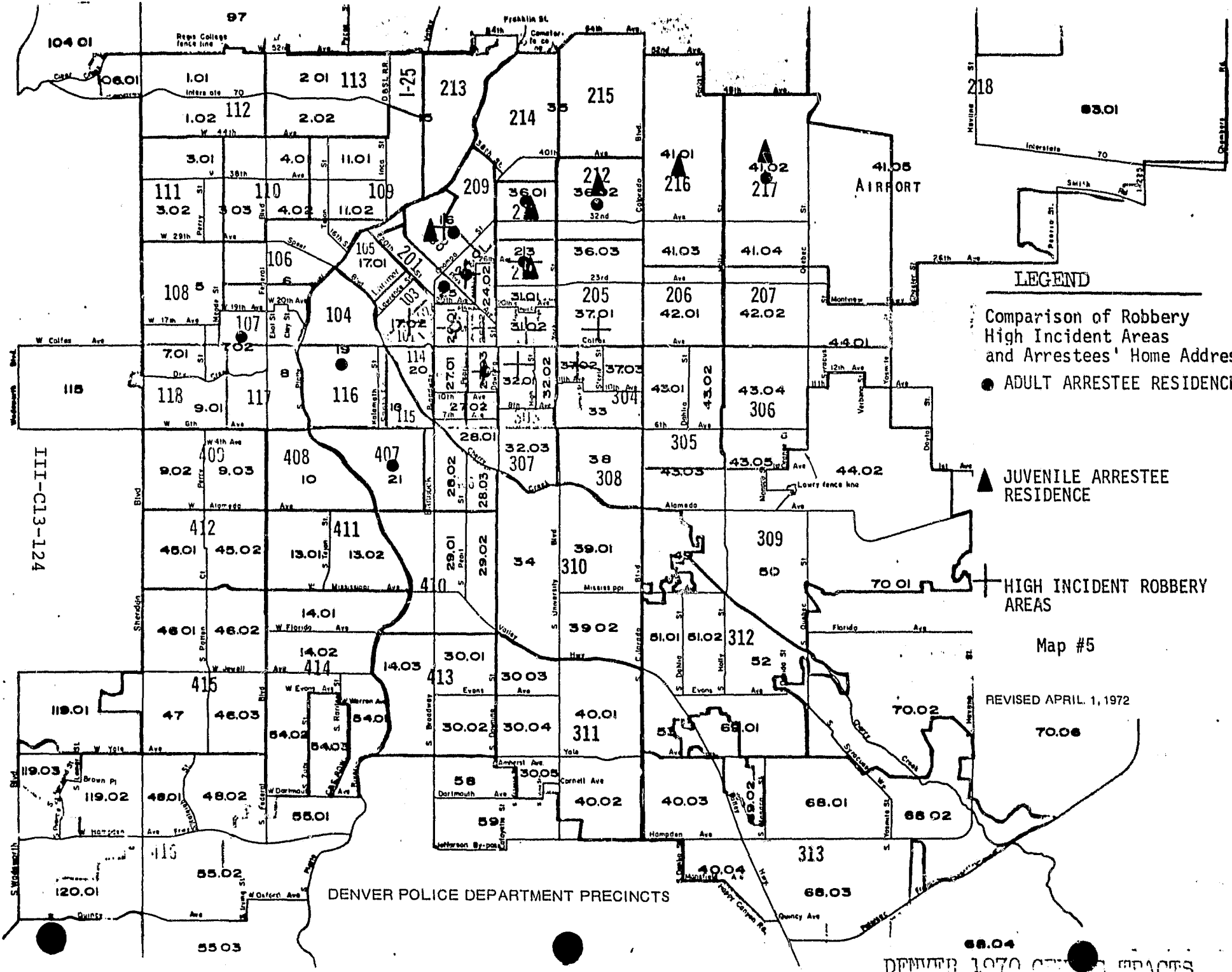
Table 46
Value of Stolen Property
1973-1975

OFFENSE	YEAR		
	1973	1974	1975
<u>Aggravated Robbery</u>			
Number of Incidents	1610	1449	1596
Total Property Loss	\$256,594	\$465,176	\$265,899
Average Property Loss	\$ 159	\$ 321	\$ 167
Property Recovered	\$ 25,929	\$ 45,511	\$ 40,137
Recovery Rate	10%	10%	15%
Average Net Loss	\$ 143	\$ 289	\$ 142
<u>Simple Robbery</u>			
Number of Incidents	800	858	972
Total Property Loss	\$ 97,169	\$ 68,184	\$ 120,505
Average Property Loss	\$ 122	\$ 80	\$ 124
Property Recovered	\$ 8,923	\$ 18,181	\$ 14,804
Recovery Rate	9%	26%	12%
Average Net Loss	\$ 111	\$ 59	\$ 109

Geographical Distribution of Robbery Incidents

Map #5 illustrates the areas of the city accounting for the largest proportion of robbery incidents and arrestee's home residence. The census tracts with the most robberies are the downtown, Capitol Hill (north and south) and the Wazee area. This is similar to the 1974 location data with the one exception of more census tracts in Capitol Hill among the top 10% in the city. Robberies are occurring primarily in the area of the city with heavy foot traffic and high density of commercial establishments.

The areas of the city representing the home address of adult arrestees for robbery are primarily in Northeast Denver, although unlike 1974 three of the high census tracts are in West Denver. Similarly, all of the areas of the city accounting for the home residence of most juvenile robbery arrestees are in Northeast Denver. The typical adult and juvenile robbery arrestee resides in Northeast Denver. The geographic patterns for this crime are less dispersed throughout the city than most other Class 1 crime categories.



LEGEND

Comparison of Robbery
High Incident Areas
and Arrestees' Home Address

- ADULT ARRESTEE RESIDENCE

- ▲ JUVENILE ARRESTEE RESIDENCE

- ⊢ HIGH INCIDENT ROBBERY AREAS

Map #5

REVISED APRIL 1, 1972

DENVER POLICE DEPARTMENT PRECINCTS

ROBBERY FROM OFFENDER PERSPECTIVE

The typical robbery involves multiple offenders. The 1973-1975 sample indicated that 55% of the reported robberies involved more than one offender. The victimization study showed even a higher proportion, about two-thirds, of these incidents committed by more than one person. On the other hand, most robberies involve only one victim.

Most robbery suspects are male. The ratio of male to female offenders was approximately 20 to 1 in the 1973-1975 sample. In this same study, offender race data were also collected. About half of the offenders were perceived to be Black (52%), one-fourth Chicano (25%), and about one-sixth Anglo (16%). The typical offender is a Black male.

In most 1975 robberies, the offender was armed. Typically, the weapon is a handgun with almost half of all robberies involving the use of a firearm. A knife was used in 11% of the incidents and a simulated weapon in about 6% of the cases.

The 1970-1972 sample showed that in addition to the presence of a weapon, it was not uncommon for the offender to threaten the victim verbally or by flourishing his weapon. In only a small percentage of the cases, however, was a firearm actually discharged.

The method by which the offender approached the victim was also collected in the 1970-1972 sample. In the approximately two-thirds of the incidents where the robber did not make his intent to rob immediately known to the

victim, a variety of different methods were employed. Using physical force (21%), making small talk (14%), and asking to purchase something (8%) were the more frequent approaches used by the offender.

The injury risk to the offender was very low. Unlike the victim, the offender was rarely injured.

ROBBERY FROM VICTIM PERSPECTIVE

This section of the analysis emphasizes attributes of robbery from the the viewpoint of the victim including victim characteristics, injury, and activities prior and subsequent to the incident. Unlike other sections of the robbery analysis, much of the data was obtained from the 1972 Victimization Study conducted in Denver. Although emphasis is placed upon robberies against persons, some characteristics of victims of commercial robberies is included.

Both the victimization study and a 1970-1972 sample of robberies showed that typically a robbery involves only one victim. The average victims per incident was found to be 1.18 with 85% of the incidents involving only one victim. In 70% of the incidents, there were no witnesses or other persons present. In most of the remaining incidents, there was one person present at the time of the incident besides the victim.

Several studies, including 1973 to 1975 sample, have shown victim injury to occur in slightly more than one-third of all robberies. Typically, a victim is only slightly injured through beating without the use of a weapon. Medical threatment of injured victims was not given in the majority of cases. The need for overnight hospitalization was rare. One study indicated a stabbing or shooting in less than 4% of the robberies. Even though it is not unusual for a robbery victim to be injured, the injury is usually minor.

The 1970-1972 study of Denver robberies also provided information about how victims were immobilized and their activity just prior to the robbery. In about half the incidents, the victim was immobilized by the offender. The most frequent method of immobilizing the victim was to knock him to the ground, forcing him to lie on the ground or stand still, or forcing the victim into the back room. In 2% of the incidents the victim was tied/gagged, rendered unconscious in 3%, and injured in another 3% of the incidents.

Victim activity just prior to the robbery in most incidents involved the victim either walking (41%) or working in an official capacity at a business (38%). The remaining victims were either traveling in a vehicle (7%), at home (6%), involved in recreational activity (5%), or using a public phone (1%).

Victim and offenders were typically strangers. At least 80% of the robberies in all of the studies were stranger-to-stranger. Most of the remaining incidents involved robbery by a casual acquaintance.

Demographic characteristics (age, sex, and race) of victims of simple robberies in 1975 are shown in Table 47. Since robberies of commercial establishments could not be isolated, victim characteristics for aggravated robberies include employees in commercial establishments who were not personally victimized. Consequently, victim characteristics for these offenses are not shown in the table. As in prior years, males and females each accounted for about half of the robbery victims as would be expected on the basis of population distribution.

A breakdown of victims by race, however, shows a disproportionate number of Anglo victims (82%) compared to city population distribution. Chicanos (11%) and Blacks (5%) were less likely to be victims than Anglos.

The age distribution of simple robbery victims is also provided in Table 47. Unlike most other crime categories, older persons are more likely to be victims of simple robberies than other age groups. Half of the victims of simple robbery in 1975 were over 45 years of age. Over 20% of the victims were 65 years of age or older.

Table 47

SIMPLE ROBBERY VICTIM-DEMOGRAPHIC CHARACTERISTICS1975 Cases

Demographic Characteristic	Simple Robbery	
	Number	Percents
<u>Age</u>		
Under 16	97	9.8
16-19	59	5.9
20-24	94	9.5
25-34	136	13.7
35-44	92	9.3
45-54	129	13.0
55-64	150	15.1
65-74	210	21.2
Unknown	26	2.6
Total	993	100.0%
<u>Sex</u>		
Male	510	51.4
Female	483	48.6
Total	993	100.0%
<u>Race</u>		
Anglo	812	81.8
Black	54	5.4
Chicano	104	10.5
Other	22	2.2
Total	993	100.0%

SYSTEM RESPONSE

Robbery Clearances

The overall clearance rate for 1975 robbery offenses was 27%, a decrease from the 31% rate of 1974. Figure 38 provides the clearance rate (including exceptionally cleared cases) for both simple and aggravated robbery for all years from 1969 through 1975. The graph shows that the decrease in 1975 clearance rate to 32% for aggravated robbery and 22% for simple robbery are the lowest clearance rates since 1969 for these offenses. Although there has been a slight downward trend in the clearance for both robbery categories, the clearance rate has always been higher for aggravated than simple robbery.

The decrease in clearances is less alarming when considered in relationship to arrest statistics. As shown in Figure 39, in the last six years the number of juveniles arrested for robbery has more than doubled while there has also been a slight increase in the number of adults arrested. Since arrests have crime prevention value and clearances are merely dispositional in nature, arrests are a better indicator of effectiveness in the handling of robberies.

Based upon the 1973-1975 robbery sample, the relationship between clearances, arrests and reasons for disposition have been analyzed as diagrammed in Figure 40. While about one-third of the sampled cases were cleared, clearances frequently did not involve an arrest. Of the 24% cleared by arrest, one-fifth involved an arrest for a different offense. In most of these instances, the cleared case was not filed on, but the original offense that did result in arrest was filed. Most cases, however, that were disposed of through clearance by arrest for this offense were filed on by the District Attorney. About 9% of all robbery cases are exceptionally cleared. In most of these

Figure 38

PERCENT OF ROBBERY OFFENSES CLEARED BY ARREST

1969-1975

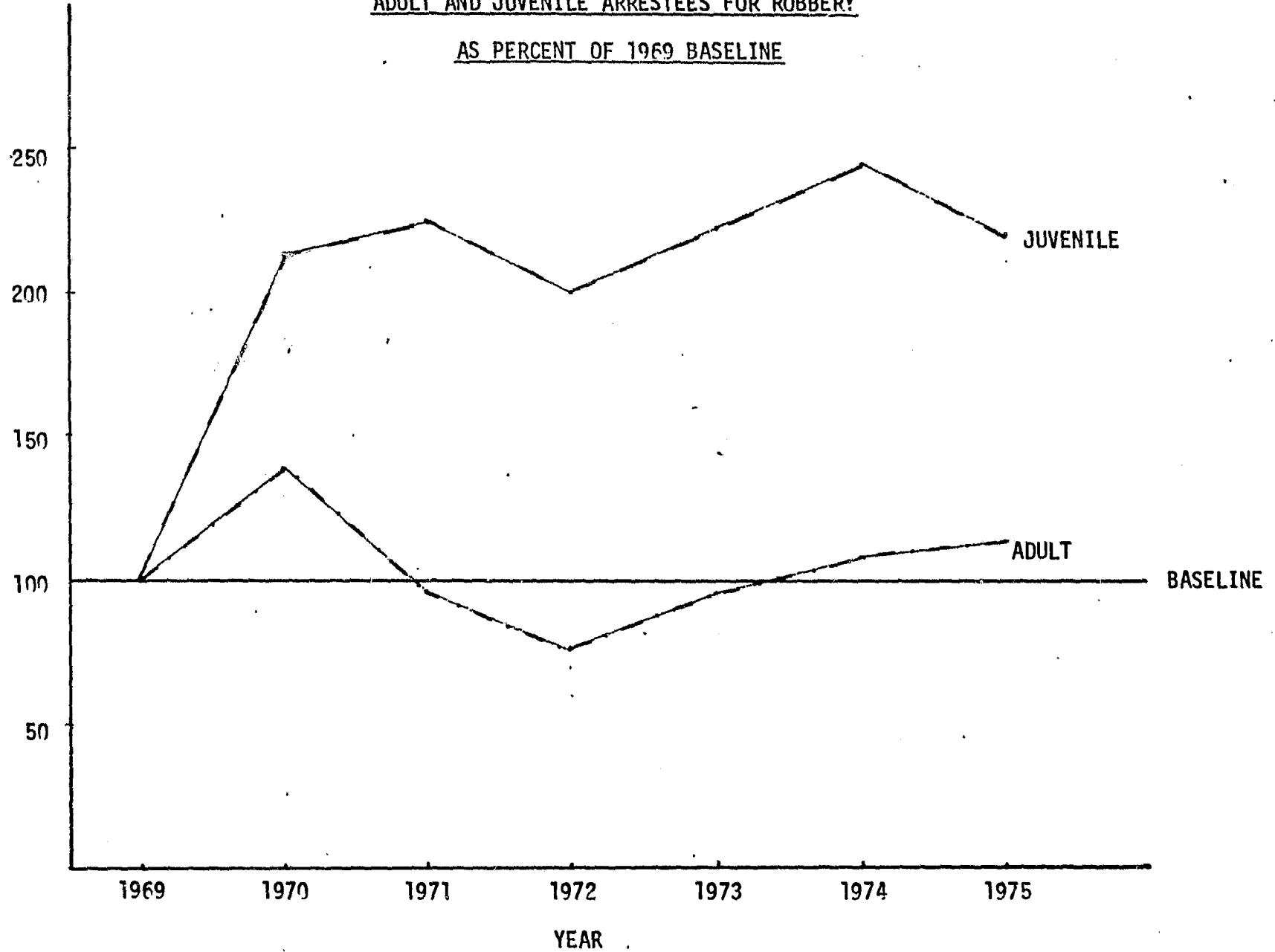


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Figure 39

ADULT AND JUVENILE ARRESTEES FOR ROBBERY

AS PERCENT OF 1969 BASELINE



III-C13-133

PERCENT OF 1969 BASELINE

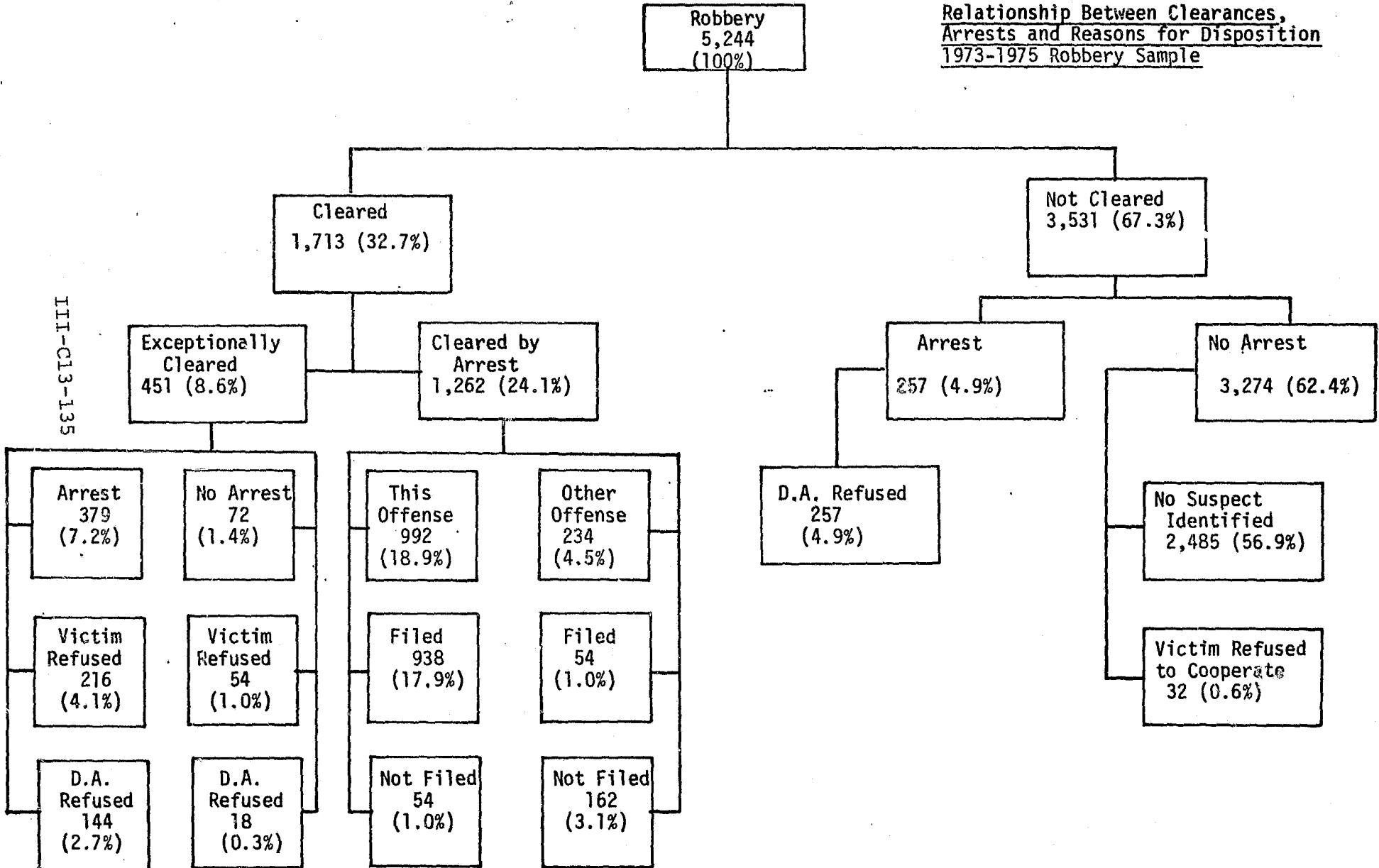
cases, the victim refused to prosecute while in the remaining one-third the District Attorney refused. Most exceptionally cleared cases do, however, involve an arrest.

Two-thirds of the sampled cases were not cleared. These cases typically did not involve an arrest but were placed on inactive, not cleared status because of no suspect identification or victim refusing to cooperate. Whereas 32.7% of the robbery cases were cleared, only 31.5% of the incidents resulted in an arrest.

The 1973-1975 sample provided information about crime attributes and clearance factors. It was found that property loss, time of day and victim injury did not significantly relate to clearance. On the other hand, indoor and commercial robberies were statistically significantly more likely to result in clearance than outdoor robberies against persons.

Figure 40

Relationship Between Clearances,
Arrests and Reasons for Disposition
1973-1975 Robbery Sample



III-C13-135

Investigative Activity

The 1973-1975 sample of robberies provided information about investigative techniques and factors leading to arrest. In addition to the interview of the victim, the most commonly used investigative activities were the viewing of mug shots by the victim or witness (48%) and the interview of witnesses (25%). Most robberies did not involve a witness.

Most robberies cleared were so disposed of through the identification of the suspect by victims/witnesses. About half of these were suspect identification directly to the reporting officer and the other half through viewing of mug shots. Other techniques leading to clearance were possession of stolen property, physical line-up, and arrests for other offenses. Technicians were called to the scene in about 10% of the robberies, obtained prints in 40% of these which led to clearance one out of every four times. Information from an informant (someone other than a victim or witness) was obtained in 7% of the robberies leading to clearance 4% of the time. Without suspect identification by either the victim or witness, the probability of case clearance through other investigative activity is very low.

Case Processing

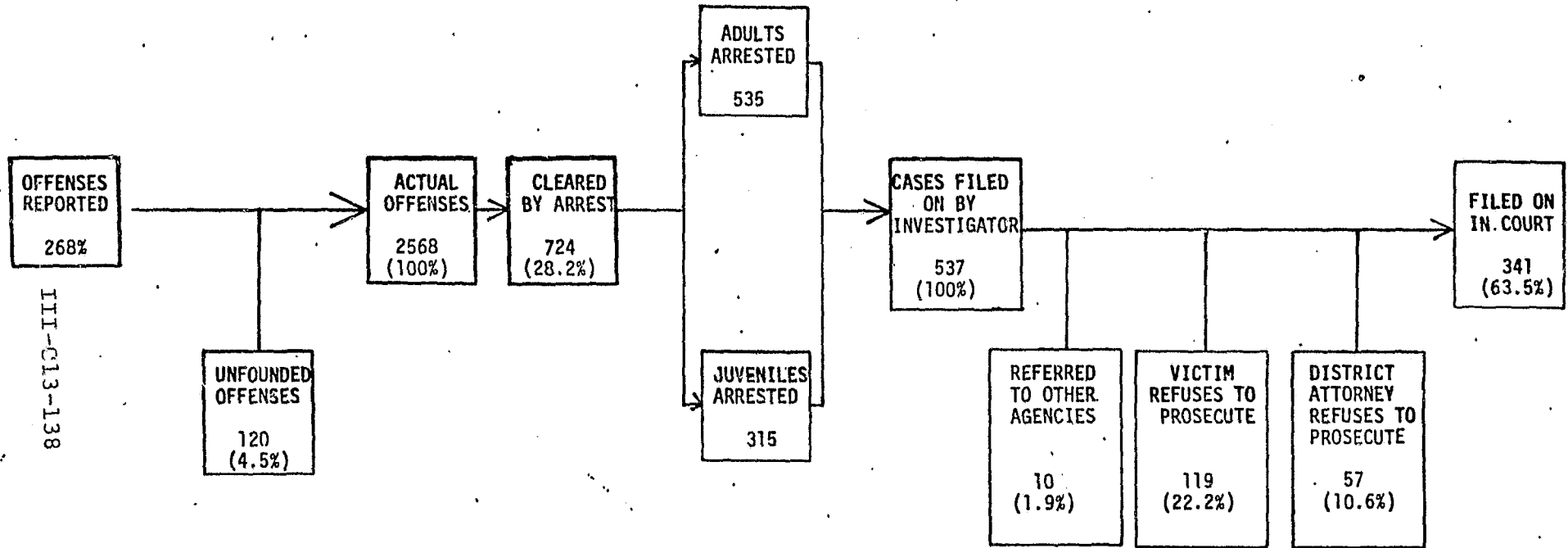
A major aspect of the criminal justice system response to the crime of robbery revolves around the analysis of case dispositions and major processing events. For analysis purposes, the system-related data has been subdivided into police processing and court processing of robbery incidents.

Figure 41 provides "system rates" relative to police processing of 1975 robberies. Similar to 1974, it can be seen that about 5% of the reported robberies were, in fact, unfounded incidents (i.e. it was determined that a robbery reported did not actually occur). As discussed before, there has been a slight downward trend in robbery clearance rates and the 1975 rate was 28% compared to the 31% rate of the prior year. Arrests per cleared case, however, increased in 1975 to 1.2 compared to 1.0 for 1974 which may be more significant than the clearance rate per se.

As is the case with other crime categories, not all robbery cases investigated are actually filed in the court. Of the 537 cases in 1975, about 64% were filed in the court, substantially higher than the 54% filing rate of 1974. Cases not filed on were so disposed of because the victim refused to prosecute (22%), D.A. refused to prosecute (11%) or the case was referred to another agency (2%). The proportion of refusals by the D.A. and victims, in particular, decreased in 1975 compared to the prior year.

Figure 41

1975 Robbery Case Processing



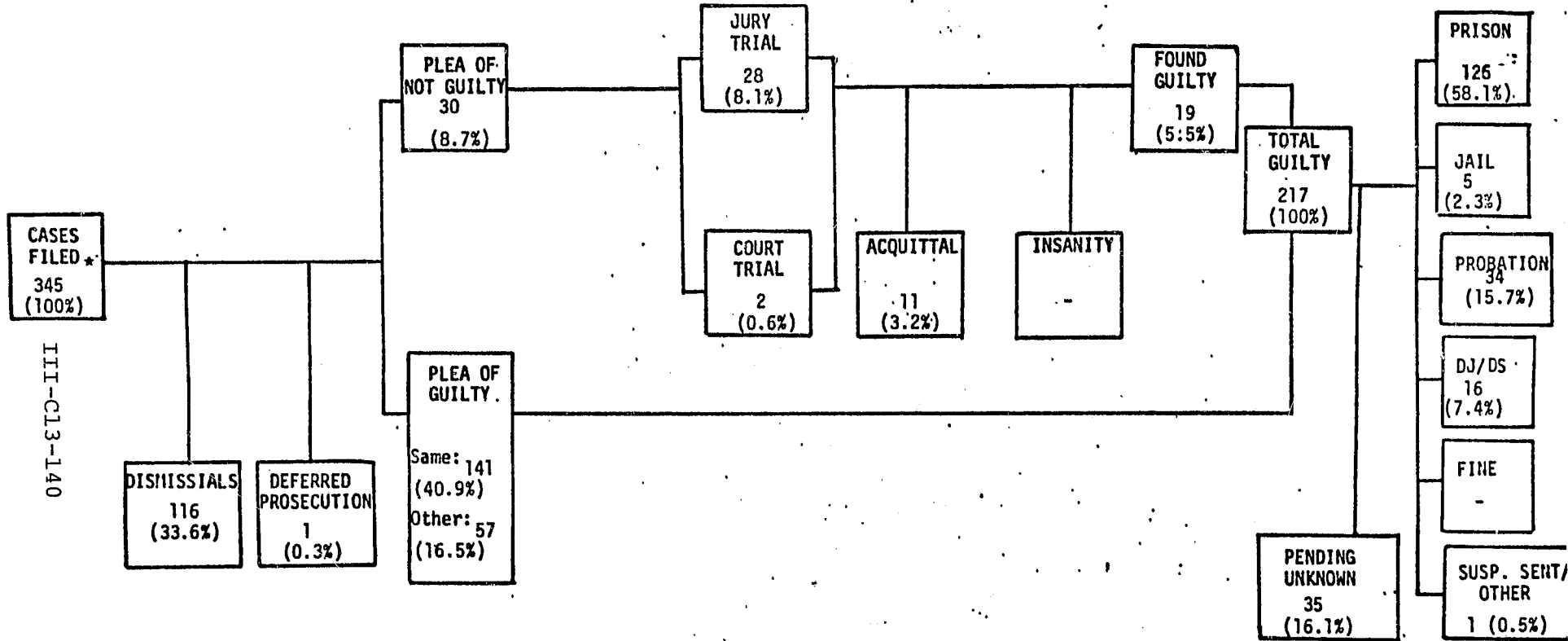
To analyze what happens to robbery cases after filing in District Court, computer print-outs with processing and dispositional data for robberies in Denver and the rest of the State were provided by the Judicial Department for analysis purposes. Figures 42 and 43 summarize the results of this analysis. On both charts, cases pending in terms of dispositions and sentence are noted. It is assumed that the missing cases do not represent a systematic bias but are primarily pending cases filed later in the year.

Cases filed in Denver were less likely to be dismissed or deferred than in the other Judicial Districts. Over a third of the 1975 robbery filings outside of Denver were dismissed or deferred compared to 15% in Denver. A plea of not guilty was unlikely both inside and outside of Denver. Most cases involved a guilty plea. However, two-thirds of the pleas outside of Denver were for the same offense compared to only one-third of the cases in Denver. Apparently, plea bargaining occurs more frequently with Denver cases. Of course, dismissals were much more probable in non-Denver jurisdictions.

Most trials in both groups resulted in a guilty verdict. In terms of guilty dispositions, 82% of the Denver filings were so disposed compared to only 63% in other jurisdictions. Among the guilty cases with known sentences, the probability of incarceration was similar in Denver and non-Denver districts (.70 compared to .72). Even though a guilty plea to a lesser offense was more likely in Denver, a sentence involving incarceration was similar to other jurisdictions.

Figure 42

ROBBERY CASES
1975 CASE PROCESSING
ALL DISTRICTS EXCEPT DENVER

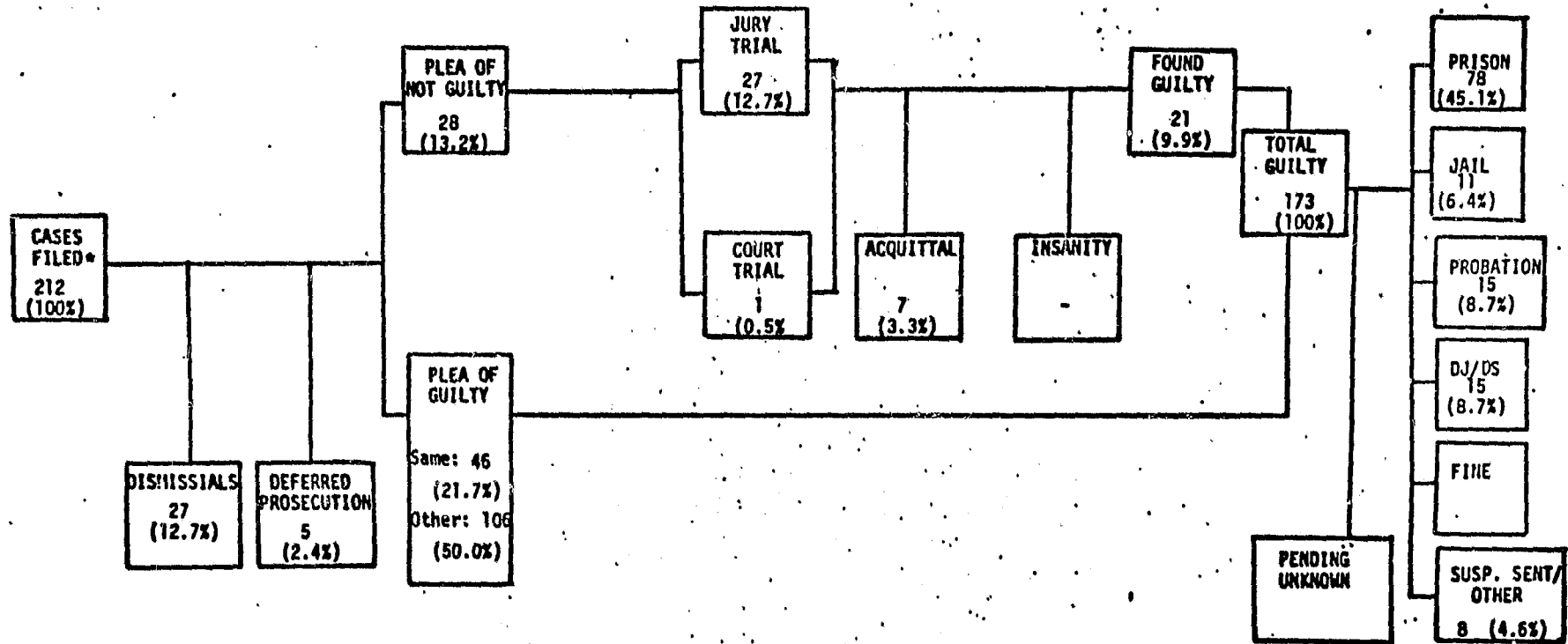


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*Excludes 118 cases filed that are still active or disposition unknown.

Figure 43

DENVER ROBBERY CASES
1975 CASE PROCESSING



III-C13-141

*Excludes 54 cases filed that are still active or disposition unknown.

Within the constraints of the data, it would appear that Denver was at least as efficient and effective as other districts in processing robbery cases. Less dismissals and a much higher proportion of guilty dispositions to filings with a similar ratio of incarceration to convictions offset the high probability of plea bargaining of Denver robberies.

ARRESTEE CHARACTERISTICS AND RECIDIVISM

Characteristics of 1975 robbery arrestees were similar to those found in prior years. Almost two-thirds of the arrestees were adult, with the typical arrestee an older juvenile or young adult. The ages of 14 through 23 account for most of the robbery arrestees. As mentioned before in describing offender characteristics, about 90% of the arrestees are male. The arrestee is most likely to be Black, which is also consistent with data of victim's perception of the offender. The profile of the most typical robbery arrestee is a young adult, Black male.

Both juvenile and adult robbery arrestees have high rates of recidivism as has been shown in several local studies as well as national recidivism studies. The 1974 Uniform Crime Report indicated a 70% three-year rearrest rate for those charged with robbery. This rate was higher than for any other crime category except burglary. Similarly, a 1974 arrest cohort of 132 robbery arrestees in Denver were tracked and found to have a one-year rearrest rate of 50%. A more comprehensive rearrest study of Denver robbery arrestees from 1971 through 1973 indicated two year rearrest rates of 52%.

The one comprehensive study conducted in Denver of juvenile arrestees provided evidence of even higher rearrest rates among youth. A total of 185 youth followed for one year were rearrested at a 60% rate. Approximately two-thirds had at least one rearrest over two years. The probability of recidivism is high for both juvenile and adult robbery arrestees.

AGGRAVATED ASSAULT

Aggravated assaults were reported to have occurred in 1,962 cases during calendar year 1975. Of these cases, 125 (6.4%) were eliminated from the books as being unfounded. Data collected on the reported aggravated assaults by the police department reported in this analysis include those cases labeled unfounded unless otherwise stated. Throughout the analyses, additional data sources from the State Judicial System, or sampled surveys will be incorporated where appropriate.

As shown in Table 48, the majority of the cases involved assaults with a dangerous or deadly weapon or attempted assaults with a dangerous or deadly weapon. Assaults to do great bodily harm or assault to murder contributed a very minor proportion in the categorization of events reported by the Denver Police Department. The 1,962 total assaults reported to the police

Table 48

Assaults as Originally Coded by the Police

<u>Assaults As Originally Coded</u>	<u>Number</u>	<u>Percent</u>
Assault with a deadly weapon	1,253	63.9%
Assault to do great bodily harm	4	.2%
Assault to murder	1	.1%
Attempted assault with a deadly weapon	703	35.8%
Other	1	.1%
Total	1,962	100.0%

represent a 3% decrease over the aggravated assaults reported during 1974. Actual cases (offenses reported minus unfounded) of which there were 1,838, also represent a 4.1% reduction over the actual cases reported in 1974.

The data shown in Table 49 indicate the type of weapon used in the aggravated assault cases for two time periods. Only the proportional distributions will be discussed when comparing the two periods because of the unequal time parameters for which the data are reported.

Table 49
Type of Weapon Used in the Aggravated Assault by Year

Weapon	1973-1974		1975	
	Number	Percent	Number	Percent
Cutting instrument				
Knife	1,169	24.2%	579	29.5%
Other	275	5.7%	101	5.1%
Firearm				
Handgun	1,076	22.3%	190	9.7%
Other (rifle,shotgun)	312	6.5%	105	5.4%
Type unknown	685	14.2%	351	17.9%
Bludgeon	782	16.2%	266	13.6%
Bodily force	7	.1%	0	0.0%
Other	680	13.6%	370	18.9%
Total	4,986	100.0%	1,962	100.0%

Looking first at the 1975 data, it is clear that some type of firearm was used most frequently in the assault cases reported. The specific type of firearm used most often is unknown. Where the type of gun was known, it

was more likely to be a handgun as opposed to a rifle or shotgun. Of the handguns used, the majority (84.7%) were small caliber handguns - "Saturday Night Specials" - with the remaining proportion involving the larger caliber automatic handguns and magnums. The knife was the next most frequently used weapon with nearly 30% of the assaults involving some type of knife. The single largest remaining type of weapon used in the attacks was the bludgeon including pipes, chains, sticks, etc., used in approximately 14% of the cases. Subsumed in the "other" category were a number of weapons including stones, chemicals, and automobiles. In these cases the incidence of use was too small to indicate the type of weapon used in the assault.

Data are not available showing the injury which resulted from the actual assaults. In lieu of current data reported by the police department or survey studies, data reported from a 1970-72 study of aggravated assaults in Denver can be used to indicate roughly the extent to which injury occurred and the extent of said injury. Caution must be taken in the extent to which the data showing injury are used; they are data reported for a time period which may have demonstrated a different distribution of injury. The data do have utility in indicating approximately the location of injuries, however.

The infliction of injury through the assault usually occurred as a result of the use of a cutting instrument of some type, particularly a knife, or a firearm of some type. Data are not available indicating whether the cause of injury was from the use of the cutting instrument or a firearm to cut or shoot, respectively, or as bludgeon instruments. Data indicated in the 1970-72 survey allude to these weapons being used to inflict injury through

Table 50

Location of Injuries to Assault Victims
N=505

Location of Injury	Percent	Percent of Cases Where An Injury Occurred*
Head/face/neck	31.9%	48.5%
Chest	5.9%	7.8%
Appendages	17.4%	26.5%
Other	11.3%	17.2%
None	30.7%	-
Unknown	3.6%	-
Total	100.0%	100.0%

*Cases in which there were no injuries or in which there was no information have been removed from the percentage calculation.

a beating rather than through their actual use as cutting instruments or firearms. The data presented in Table 50 show the proportional occurrences of injuries to various parts of the body and the proportion of cases in which no injury resulted. Two proportional distributions are presented; one indicating all cases and the second indicating only those cases where an injury was known to have occurred. In that approximately 35% of the incidents were attempted assaults, it would appear that those cases in which no injury occurred are accounted for by the attempted attacks. Clearly, most injuries were to the head face, or neck of the victim, with about 50% of the assaults showing injuries in this area of the body. Of secondary importance were the injuries to the victims' appendages. Thus, it would appear that the assault victim is most likely to be injured on the upper part of the body, particularly the head area, or on the arms or legs. Injuries to the back, abdomen, groin or hip areas were received by approximately 17% of the

victims. Again, these data are not recent, and the reader should take caution in their use; quite possibly the proportional distribution of injury locations may have changed.

Figure 44 presents the time of day analysis for all aggravated assaults reported to the police (including unfounded) for which the information on this variable was available (1,905). As would be expected, the incidence of assault shows a steady increase from 6 a.m. until reaching a peak period between 11 p.m. and 1 a.m.; after which the frequency falls quickly. It is during the period between 8 p.m. and 1 a.m. that the potential for an assault is greatest; that period during which a cover of darkness and individuals out of doors (usually in the area of location of entertainment or drinking establishments) are most vulnerable to attack. It should be remembered the data in Figure 44 are aggregated showing average incidents by hour. A more complete time of day analysis should be presented according to the high incident days of the week. Such data, however, are not available.

Figure 45 presents the day of week analysis, again for all reported cases (including unfounded) for which data were available (1,939). Monday marks the beginning of a steady upward trend which ends during the weekend with Saturday and Sunday showing the highest frequencies. It would appear that Friday marks the beginning of the peak period in aggravated assaults the week. It may be hypothesized that because there are more individuals involved in recreational activities (entertainment and drinking) that this period reflects greater opportunities for an assault. Concomitantly, it may be that toward the end of the week anxiety and

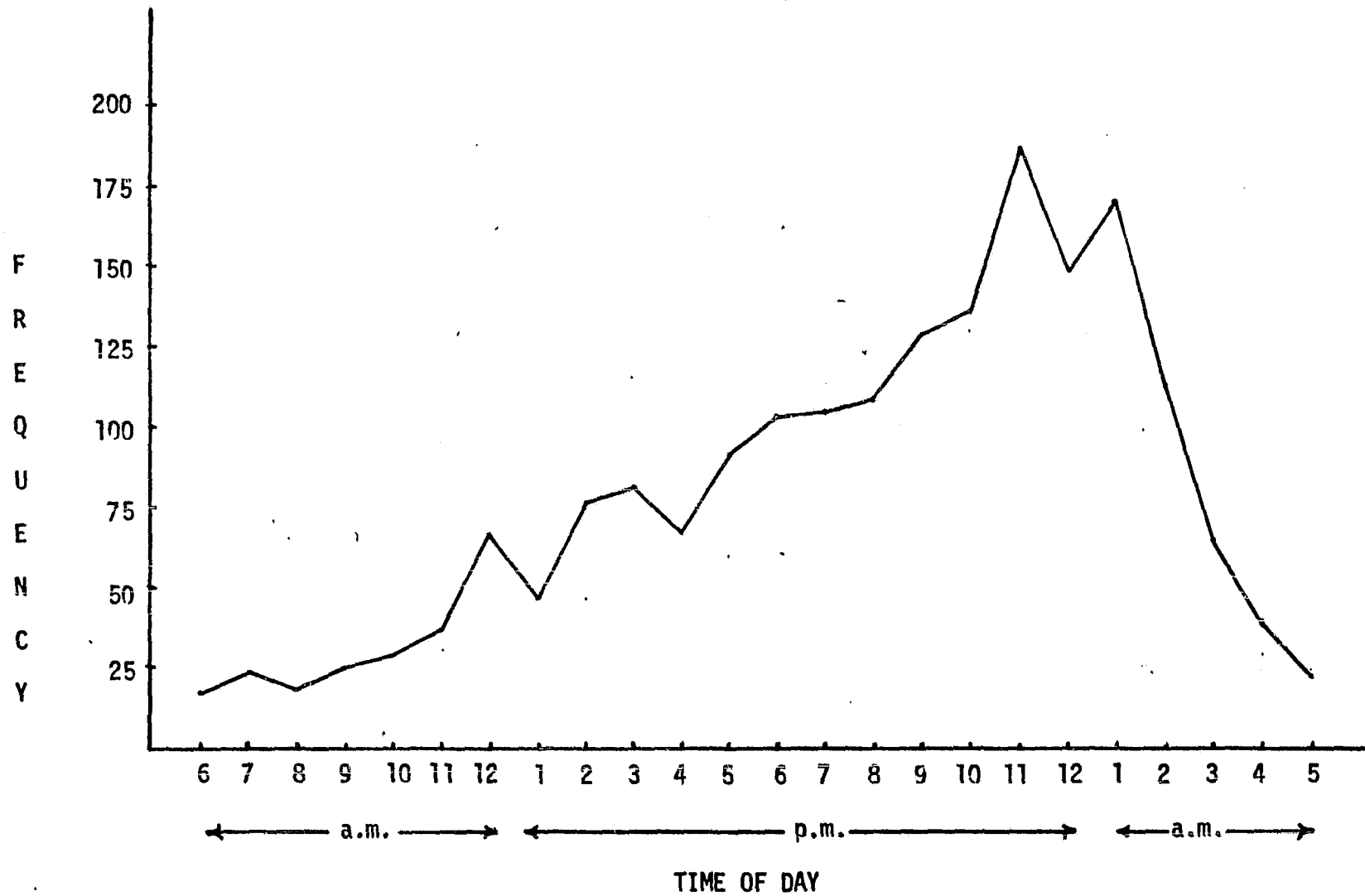
Figure 44

TIME OF DAY ANALYSIS FOR AGGRAVATED ASSAULT

1975

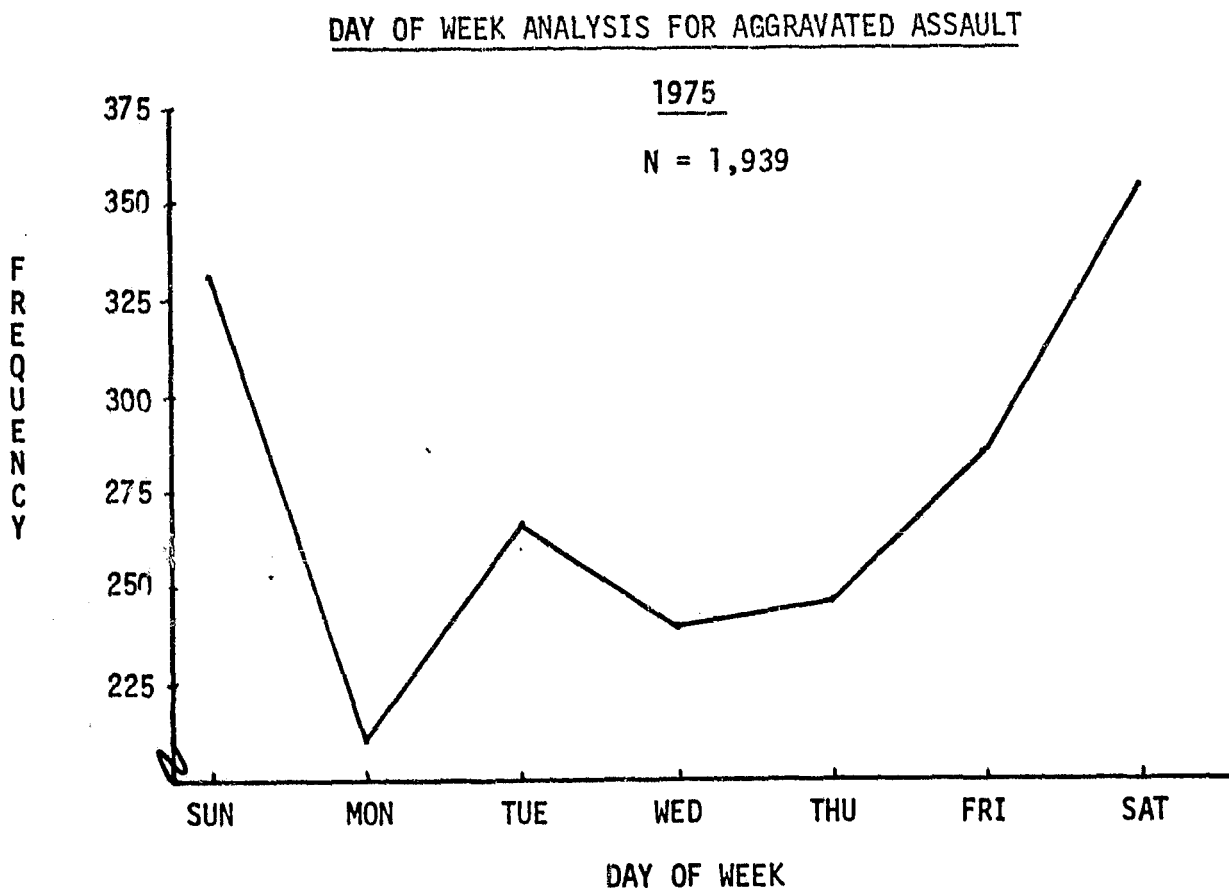
N = 1,905

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pressure have increased to the point where the potential for violent behavior is increased. Ideally, the day of week analysis should be analyzed more closely controlling for the variable of location of the assault. It is unknown whether those assaults occurring on the streets or in a commercial establishment (drinking, entertainment) occur on different days such as the weekend, while those occurring in private residences occur more often during week days. Data are not available to analyze such relationships. It is curious that, while Monday marks the lowest frequency of the week and the initiation of the increasing trend over the week, Tuesday is very much out of line with the generally gentle upward curve. What accounts for this is difficult to determine.

Figure 45



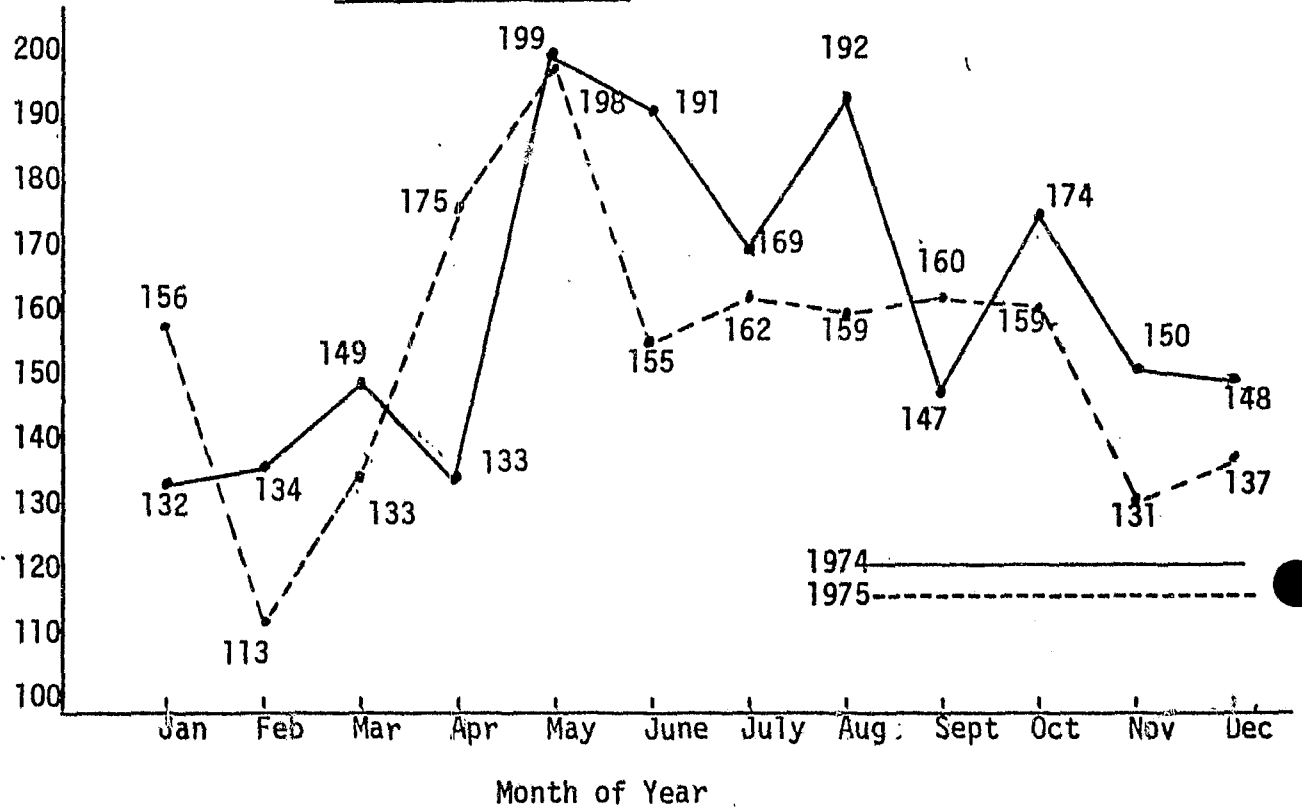
The month of year analysis is reported in Figure 46. Also presented in the figure are frequencies by month for aggravated assaults which occurred in 1974, allowing for a comparison of the two years. For the 1975 data, February shows the lowest frequency and also is the anchor point of a steady increase which continues into May, the month with the highest frequency. Following May, the trend decreases to a plateau period of somewhat mid-range of frequencies, which gives way to a decrease after October and into December. That the period between December and January does not show the highest or very high frequency (despite the holiday season) may be accounted for by the cold weather; as will be shown aggravated assaults most typically occur out of doors. That the spring and summer periods, particularly between June and the beginning of September, do not show the highest frequencies is harder to explain. In light of other data presented and to be presented, it would be expected that the summer months would show frequencies comparable to or in excess of those shown in April and May. This, however, was not the case.

Comparing the 1974 frequency distribution with that of 1975 shows some change between two years. While the overall trend appears the same between the two years, there are some major differences. In 1974, the period preceeding the high point in May is flatter with a dramatic move between April and May. Also, during the summer months rather than being of fairly equal proportions, the 1974 distribution is generally variable with great magnitude. The two distributions are similar in that there is an increase from January to May followed by a decreasing trend to December. Again of interest, in the 1974 data, there is a decrease in

the frequencies in the summer months (with the exception of August).
 What accounts for this decrease is unknown.

Figure 46

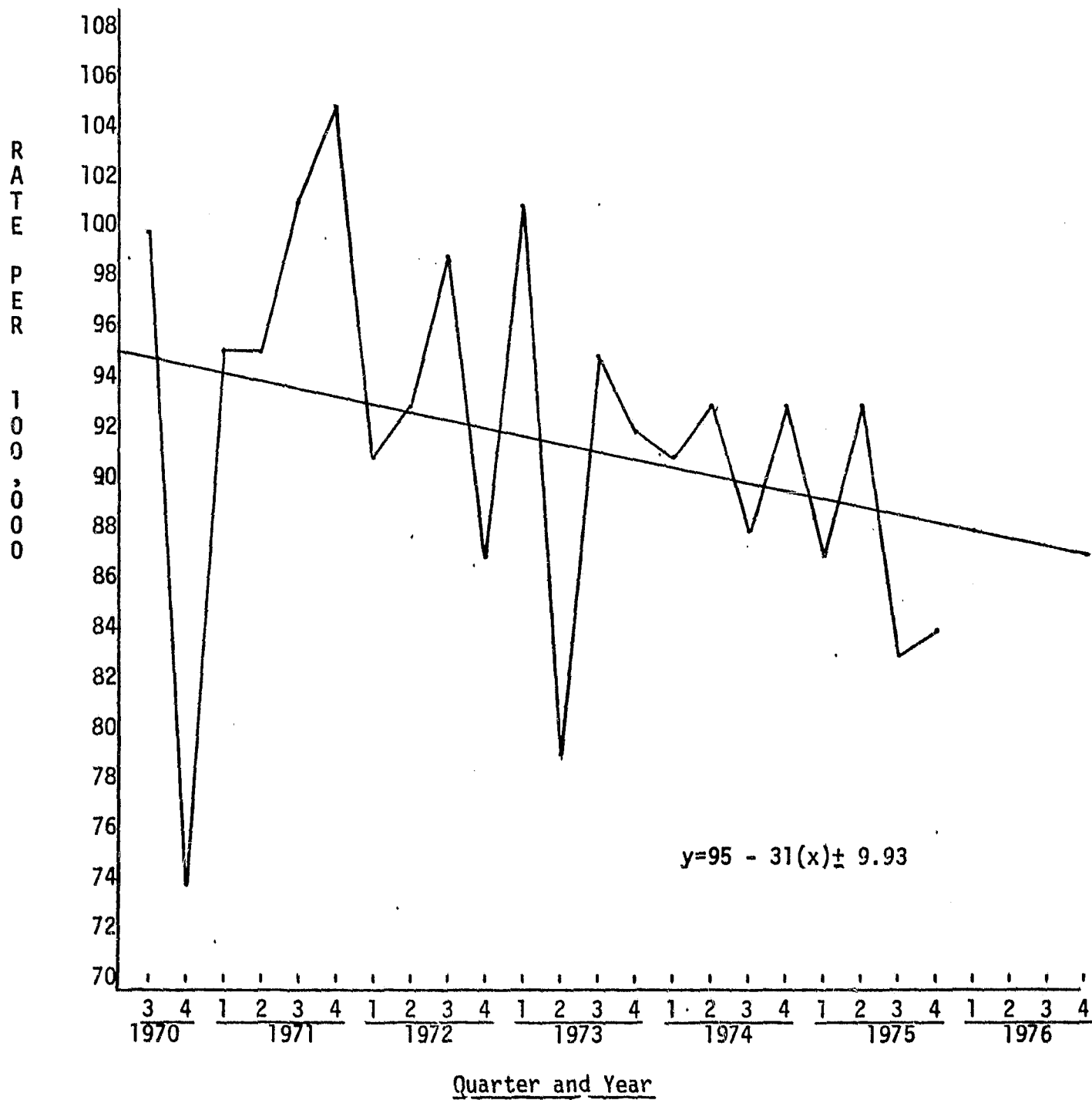
Monthly Distributions of Aggravated Assaults
For 1974 and 1975



As a means of facilitating prediction of aggravated assaults at some future point, a regression analysis was undertaken, using available quarterly data reported by the Denver Police Department. As a means of accounting for fluctuations within the data over time and for changes in the Denver population figures, the quarterly data were deseasonalized and per capita rates were calculated before loading the data into the regression equation. Figure 47 presents the aggravated assault regression analysis using five and one-half years of information. As can be seen from the figure the historical

Figure 47

Regression Analysis of Founded Aggravated Assault
Offenses by Quarter Adjusted for Seasonality



description of aggravated assault (at least since 1970) is one of decline. Data are available which indicate that the decreasing trend was preceded by an increasing rate (at least since 1966). Of interest in Figure 47 is the fact that the quarterly fluctuations (variation) around the trend line are decreasing and are certainly not as great as the movements about the line observed between 1970 and 1973. Had these variations continued, the utility of a regression line, which uses a least squares formulation mathematically, would have been limited. While the quarters have been deseasonalized, there appears to be no regular cyclical configuration to the data; that is the first quarters do not always appear as the periods of highest incidence. As indicated in the linear equation (appearing in Figure 47), a confidence interval (± 9.93) has been placed around the trend line. This interval applies only to the projected point corresponding to the fourth quarter of 1976. This interval must not be applied to any point in estimating future points and other than the one for which it was calculated.

Table 51 presents data on the location of the aggravated assaults reported (1,962). As is evident from the table, the majority of cases do not take place indoors; slightly more than 56% of the cases occurred on the street, sidewalk, in a park or in a yard. Of the cases which did take place indoors (43.3%), three-quarters took place in a private residence. With the exception of those assaults occurring in with livingroom, the distribution of incidents taking place in a private residence is fairly equal. The livingroom, however, was the site most often indicated as the location of the assault. Assaults were less likely to occur in the bedroom or the kitchen. Of the incidents reported to have taken place in a commercial/

public establishment, 12% occurred in bars, taverns, shopping centers or public buildings. When assaults were located in such buildings, they were more likely to occur in a bar or tavern.

Table 51
Offense Location for Aggravated Assaults - 1975

Location	Number	Percent
<u>Inside</u>		
<u>Private Residence</u>		
Doorway	68	3.5%
Hall	34	1.7%
Kitchen	27	1.4%
Porch	39	2.0%
Livingroom	266	13.6%
Bedroom	73	3.7%
Other (bathroom, basement, etc.)	107	5.5%
<u>Commercial/Public</u>		
Bar/tavern	125	6.4%
Building	59	3.0%
Other	50	2.5%
<u>Outside</u>		
Sidewalk	697	35.5%
Parking Lot	140	7.1%
Yard	126	6.4%
Parked car	61	3.1%
Other	90	4.6%
Total	1,962	100.0%

While approximately 36% of the assaults were reported to have occurred in a roadway, alley or parked vehicle on a roadway, the remaining incidents (approximately 21%) took place in some other area such as a parking or

vacant lot, or yard. Only 6.4% of the incidents happened in a yard which, again, can be used to emphasize the fact that aggravated assaults are less likely to occur in a private residence.

While the data in Table 51 presents offense location for all offenses, both actual and attempted, the data in Table 52 specify between actual and attempted assaults by location. The proportional differences between the two subpopulations show only two differences in location. Actual assaults occur more frequently, proportionally, in eating and drinking establishments, while attempted assaults are reported more frequently, proportionally, in vehicles on the street or in an alley. Of interest is the fact that there are no major differences between the two subpopulations when considering the locations of the incidences. Information alluding to why more attempted assaults do not materialize as actual assaults is unavailable.

Table 52

Location of Reported Assaults - 1975

Location	Number	Percent
<u>Actual Assaults</u>		
Residence	481	38.2%
Commercial shelter	41	3.3%
Eating and drinking establishment	114	9.1%
Other commercial establishment	27	2.1%
Highway, street, alley (pedestrian)	480	38.1%
Highway, street, etc. (in vehicle)	76	6.0%
Other	40	3.2%
Sub-Total (actual assaults)	1,259	100.0%
<u>Attempted Assaults</u>		
Residence	232	33.0%
Commercial shelter	21	3.0%
Eating and drinking establishment	38	5.4%
Other commercial establishment	24	3.4%
Highway, street, alley (pedestrian)	264	37.6%
Highway, street, etc. (in vehicle)	96	13.7%
Other	28	4.0%
Sub-total (attempted assaults)	703	100.0%
Total Assaults (actual and attempted)	1,962	100.0%

Characteristics of the Victim

Characteristics of the victims are presented in Table 53. Data are presented from the 1973-1974 population base as a means of facilitating the determination of change between two time periods. For the 1975 data, the victim can be characterized as an individual between the ages of 20 and 34 years, male and Anglo. Looking more specifically at the data it can be observed that individuals between the ages of 25 and 34 were most likely

to be assault victims with individuals between the ages of 20 and 24 being almost as likely to be victimized. Thus, younger individuals are observed to be the primary victims who fall prey to assaults. For the extreme poles of the distributions, approximately 25% of the victims were either younger than 16 or older than 45. Males were more than twice as likely as females to be the victims of an assault. In terms of ethnicity, Anglos were victimized twice as often as either Blacks or Chicanos. In collapsing the minority categories, it is seen that slightly less than 50% of the victims were minority members. Despite the relatively large Anglo proportion within the victim population, minority members were overrepresented. The overrepresentation was greater for Blacks than it was for Chicanos. Looking at the 1972 Denver Census data, approximately 16.1% and 9.6%, respectively, of the Denver population were Chicano and Black. Concomitantly, approximately 74% of the population was Anglo. The rates for each ethnic group shows that Chicanos are most likely to be victimized with 940 per 100,000, followed by Blacks (540) and Anglos (260). The same relationship is observed in the 1974 data.

Essentially, no major changes have occurred in the profile of victim characteristics between the two time periods. The only major change observed is the proportion of Chicano victims which has increased slightly while a concomitant decrease is observed in the proportion of Black victims.

Table 53

Assault Victim Demographic Characteristics 1973-74 and 1975

Characteristics	1973-1974		1975	
	Number	Percent	Number	Percent
<u>Age</u>				
16 and under	481	12.3%	253	12.9%
16-19	469	12.0%	220	11.2%
20-24	848	21.7%	435	22.2%
25-34	1,009	25.9%	516	26.3%
35-44	405	10.4%	219	11.2%
45 and over	407	10.4%	199	10.1%
Unknown	284	7.3%	119	6.1%
Total	3,903	100.0%	1,961	100.0%
<u>Sex</u>				
Male	2,751	70.5%	1,362	69.5%
Female	1,152	29.5%	599	30.5%
Total	3,903	100.0%	1,961	100.0%
<u>Ethnicity</u>				
Anglo	1,979	50.7%	990	50.5%
Black	963	24.5%	452	23.0%
Chicano	847	21.7%	472	24.1%
Other	114	2.9%	47	2.4%
Total	3,903	100.0%	1,961	100.0%

Data showing the contextual interrelationships between the victims and their companions, activities, and social situations prior to the assault are not available. Similarly, past interactions possibly precipitating the incident are not available. Data indicating the severity of injury to the victim, however, are available and are presented in Table 54. The data presented will show only the proportional relationship because a sampling and weighting technique was used in their collection and tabulation. The data collected resulted from a Police Foundation survey conducted by the Denver

Anti-Crime Council under the auspices of the Denver Police Department. Clearly, the largest proportion of victims received injuries serious enough to require medical attention but no hospitalization.

Table 54

Severity of Injury to Aggravated Assault Victim - N=171

Severity of Injury	Percent
Verbal Threats (no injury)	3.1%
Weapon Threats (no injury)	26.5%
Slight Injury - no medical attention	18.5%
Medical Treatment - released	31.6%
Hospitalization required	16.0%
None	4.2%
	100.0%

In contrast, approximately 25% of the victims were threatened with some type of weapon but were not injured in the encounter. Two-thirds of the victims received some type of injury. In only 16% of the cases (but 24% of the cases in which an injury occurred), however, the injury to the victim required hospitalization for some period of time. In summary, most assaults resulted in some injury to the victim with the majority of cases showing only minor injury, most of which required some type of medical attention but no hospitalization.

Characteristics of the Suspect

Table 55

Demographic Characteristics of the Suspect (Arrestee) in
Aggravated Assault Cases

Characteristics	Number	Percent
<u>Sex</u>		
Male	652	88.8%
Female	82	11.2%
	734	100.0%
<u>Ethnic Group</u>		
Anglo	473	64.4%
Black	248	33.8%
Other	13	1.8%
	734	100.0%
<u>Age</u>		
12 and under	25	3.4%
13-15	78	10.6%
16-17	100	13.6%
18-21	112	15.3%
22-27	131	17.8%
28-44	135	18.4%
45 and over	50	6.8%
Unknown	103	14.0%
	734	100.0%

Table 55 presents the data showing demographic characteristics of the assault suspects. With the exception of the age data, there are no missing data; within the age distribution, 14% of the cases are indicated as unknown. Two elements may account for the relatively large unknown proportion; some cases reported to the police may not have been coded as assault initially, resulting in the characteristic information being coded into some other crime category. After an investigation the offense code was then changed to an assault. Secondly, the data may never have been coded and are, in

fact, missing. The problem of unknowns did not arise for the sex and ethnicity data because the data collection effort occurred by hand as opposed to a mechanical collection effort which occurred for the age data. As is shown in Table 55, the majority of suspects were male, usually Anglo and between the ages of 16 and 27. Most of the suspects were male (approximately 89%) with about 11% being female. Difficulty in the analysis is created by the fact that the Chicano proportion of the population was collapsed into the Anglo category, confounding the data considerably. The rationale for this procedure is dictated by the Uniform Crime Reporting procedure. As a means of alluding to the proportion of Spanish-surname suspects, the data collected in a Police Foundation Survey by the DACC are presented in Table 56.

Table 56

Ethnic Distribution of Aggravated Assault Suspects
N=171

Ethnicity	Percent
Anglo	25.8%
Black	29.9%
Spanish Surname	29.3%
Other	2.0%
Unknown	12.9%
	100.0%

Using these data it appears that approximately one-fourth of the suspects were Anglo, while the remaining cases (61.2%) were minority members. In this sample, minority members are greatly overrepresented. This is

particularly true for Blacks, who represent 9.1% of the Denver population as measured by the 1970 census. To the degree that Black and Chicano ethnic groups are overrepresented, the Anglo population is greatly underrepresented. It is interesting to note that whereas the suspect population is primarily minority, the victim may be Anglo as often as it may be a minority member. For the Anglo victims and suspects there is great disparity between the proportions, with 51% and 26% being victims and suspects, respectively. Thus, it would appear that minority members are more likely (as a function of an incidence rate) to be the victim of an assault while in absolute numbers Anglos are victimized more frequently. However, minority group members are more likely to be the suspects of assaults both in terms of rates per 100,000 and absolute frequency.

As with the victim population, the suspect population is primarily a young one, with the largest proportion of suspects (nearly 50%) being between 16 and 27 years of age. Approximately 25% of the suspects are juveniles (younger than 18 years old) while only about 7% are adults older than 45 years.

In approximately two-thirds of the assaults surveyed in the Police Foundation study, the victim and suspect were at least casually known to each other (see Table 57). In the largest proportion of cases (33.6%) the participants in the assault were personal or business acquaintances. To what degree they were casually known to each other or were well known and yet not friends is unknown. In slightly more than 17% of the cases, the victim and suspect were indicated as being either related or friends. Of interest is the fact that the assaults involved strangers in approximately 30% of the cases.

Table 57

Aggravated Assault Victim/Suspect Relationship

N=171

Relationship	Percent
Relative	8.8%
Friend	8.8%
Personal/Business Acquaintance	33.4%
Stranger	29.4%
Police as Victim or Suspect	5.8%
Unknown	13.8%
	100.0%

These data indicate that generally, in the event an assault does take place, it does not usually involve individuals who are total strangers to each other. In the cases where other relatives were the victims, it is not known to what extent the assaults involved child or wife beatings; criminal behavior which is becoming more extensively known and of growing concern.

Current data alluding to victim/suspect interaction prior to the incident and to the suspect's motives for the assault are unavailable. Data from a survey conducted over a two-year period (1970-1972) by the Denver Anti-Crime Council indicate that the victim and suspect interacted together without companions more often than they did in a group. With regard to the suspect's motives, it appears that they were grounded in some standing difference of opinion, animosity, or difficulty which had some duration or history (as reported in the DACC survey).

As shown in Table 58, assault cases were most likely to involve a single suspect with two-thirds of the incidents showing a report of only one suspect.

Table 58

Number of Suspects in Aggravated Assaults
N = 171

Number of Suspects	Percent
One	66.5%
Two	14.1%
Three or More	9.5%
Unknown	9.7%
	100.0%

In slightly less than 24% of the cases more than one suspect was identified. Also shown from these data is the relatively small proportion of assaults in which the suspect could not be identified by victim or witness. This proportion is relatively small given the cases in which the assailant was identified as a stranger (29%).

As an additional descriptive effort in characterizing the assault suspect, a cohort analysis was conducted by DACC utilizing four months of adult felony arrestees during 1974. On the basis of this sample, 254 aggravated assault arrestees were surveyed, providing prior criminal history and rearrest information, as shown in Table 59. While there are insufficient data (insufficient cell sizes) to conduct an extended evaluation of the relationships within the table, the marginals (row and column totals) do

provide descriptive information.

Table 59

Adult Aggravated Assault Arrestees Total Class I Rearrests
By Total Prior Offenses

Total Class I Rearrests	Total Prior Offenses			
	None	One	Two+	Total
None	56 (83.9%)	22 (88.0%)	133 (80.1%)	211 (83.1%)
One	6 (9.5%)	1 (4.0%)	22 (13.3%)	29 (11.4%)
Two or more	1 (1.6%)	2 (8.0%)	11 (6.6%)	14 (5.5%)
Total	63 (100%)	25 (100%)	166 (100%)	254 (100%)

Firstly, the largest proportion of arrestees had at least one prior offense (75%), while the majority had two or more prior offense histories (65.4%). It is not known what type of offenses typically were found in the arrest histories of the sample members. While the majority of arrestees had at least one prior, the rearrest data indicate that more than 83% of the sample did not become rearrested during the one year follow-up period of the study. Of the remaining offenders who did get rearrested, twice as many were rearrested once with the remaining reporting two or more rearrests.

While 75% of the sample had at least one prior arrest, nearly 62% had at least one conviction for a Class I offense, indicating that most adults represented in the sample having prior criminal histories have had histories

involving serious offenses. There is the possibility that the adults with prior convictions had juvenile arrest records accounting for, in part, the high proportion of prior convictions. Of greater interest with this population is the fact that the larger proportion of adults have had two or more prior convictions. In crosstabulating prior convictions for a Class I offense with re-arrests for any offense, it is seen again that almost 55% of the sample were not re-arrested, however, where the adult offenders were re-arrested, they were more likely to be re-arrested more than once for any offense. The proportion of offenders not re-arrested increases considerably (83.1%) when looking at re-arrest for a Class I offense. Despite the high proportion of convictions for a Class I offense, the sample shows that less than one-fifth of the sample population as having a re-arrest for a Class I offense. The data do show a direct relationship between the number of prior Class I convictions and the number of re-arrests for a Class I offense where a re-arrest occurs; that is, arrestees with one prior Class I conviction are more likely to be re-arrested for a Class I offense once, while those with two convictions are more likely to have two re-arrests during a one year at risk period. As stated previously, small cell sizes limit the confidence placed on the observations generated from such tables. For this reason caution should be exercised in interpreting the data presented above.

System Response

Report of the assault was usually received by the police by phone (911 calls) either from the victim or an eyewitness. As shown in Table 60, approximately 78% of the offense were called into the police. As seen from the data (collected through the Police Foundation Survey), nearly 11% of the incidents were witnessed by the police, while nearly 7% were reported

Table 60

Manner In Which Assault Became Known To the Police
N = 171

Manner in Which Assault Discovered	Percent
Phone (911 Call)	77.9%
One view by police	10.9%
Citizen report to police	3.3%
Walk-in to police station	6.6%
Unknown	1.2%
	100.0%

directly to the police at the district station. In general, these data indicate that notification of an assault to the police usually results from eyewitness reports called into the police or through the victim's informing the police.

Following the report of an assault to the police, activity is initiated at gathering evidence sufficient to identify the suspect and to make an arrest. Factors in the decision by the police to make an arrest, are shown in Table 61. Clearly, the majority of cases required the use of some type of investigative technique by the police before the arrest was made. In relatively small proportions of cases, other factors such as information supplied by some informant were utilized by the police. Complicating this analysis is the fact that multiple data sources are being utilized such as official police reports and crime data surveys. As

Table 61

Factors In Police Decision To Make An Arrest In the Aggravated Assault Cases - N=171

Factors	Percent
Use of investigative techniques	36.2%
Information supplied by informant	2.4%
Outstanding warrant - pick-up	5.8%
Other	.6%
No arrest	55.0%
	100.0%

shown in Table 61, 55% of the sample cases showed no arrest. These data underreport the assaults cleared by arrest reported by the police (67.1%).

Information specific to juvenile arrests is available from the Denver Police Department. Assaults appear to involve more adults, at least as represented by statistics reported by the Denver Police Department. Less than 30% of the assault arrests involved juveniles. As shown in Table 62, juveniles were arrested most frequently by the uniform officer followed distantly by arrests by the Delinquency Control Division. For juvenile arrests, special crime patrol tactics such as the SCAT patrol have little involvement.

Table 62

Juvenile Assault Suspects Arrested by Police Bureau or
Crime Patrol

Police Bureau/Crime Patrol	Number	Percent
Central investigation	3	1.3%
Delinquency Control Division	52	22.5%
Uniform Officer	139	60.2%
SCAT	7	3.0%
Other	2	.9%
Unknown	28	12.1%
Total	231	100.0%

A similar analysis of the police bureau or patrol involved in the suspect's arrest can be provided for all aggravated assault cases. As shown in Table 63, the uniform officer again is most frequently the arresting officer in all assaults, when an arrest is made. Based on the data in Table 63, and the previous table, it can be said that the Central Investigation Bureau is more actively involved in adult arrests than it is in juvenile arrests. Subsumed in the "other" category are such crime patrol efforts as SCAT and ESCORT.

Table 63

Police Bureau of Crime Patrol in Aggravated Assault Cases
N=171

Police Bureau/Crime Patrol	Percent
Uniform Officer	33.9%
Delinquency Control Division	1.8%
Central Investigation	5.8%
Other	1.2%
No Arrest or Not Reported	57.3%
	100.0%

Police disposition of the assault cases has been indicated previously to show approximately 66% of the cases being cleared by arrest. Table 64 specifies the clearance rate reported by police. Nearly equal proportions of cases were cleared with the arrest of the suspect (32.7%) and exceptionally cleared (29.2%). Exceptionally cleared assaults include incidents in which the victim is unwilling to press charges against the suspect or in which the incident was found to be the result of self-defense. The cases remaining uncleared (33.3%) represent a fairly constant proportion of uncleared cases over time as reported by the Denver Police Department (see Figure 47).

Table 64

Police Disposition in Aggravated Assault Cases
N=171

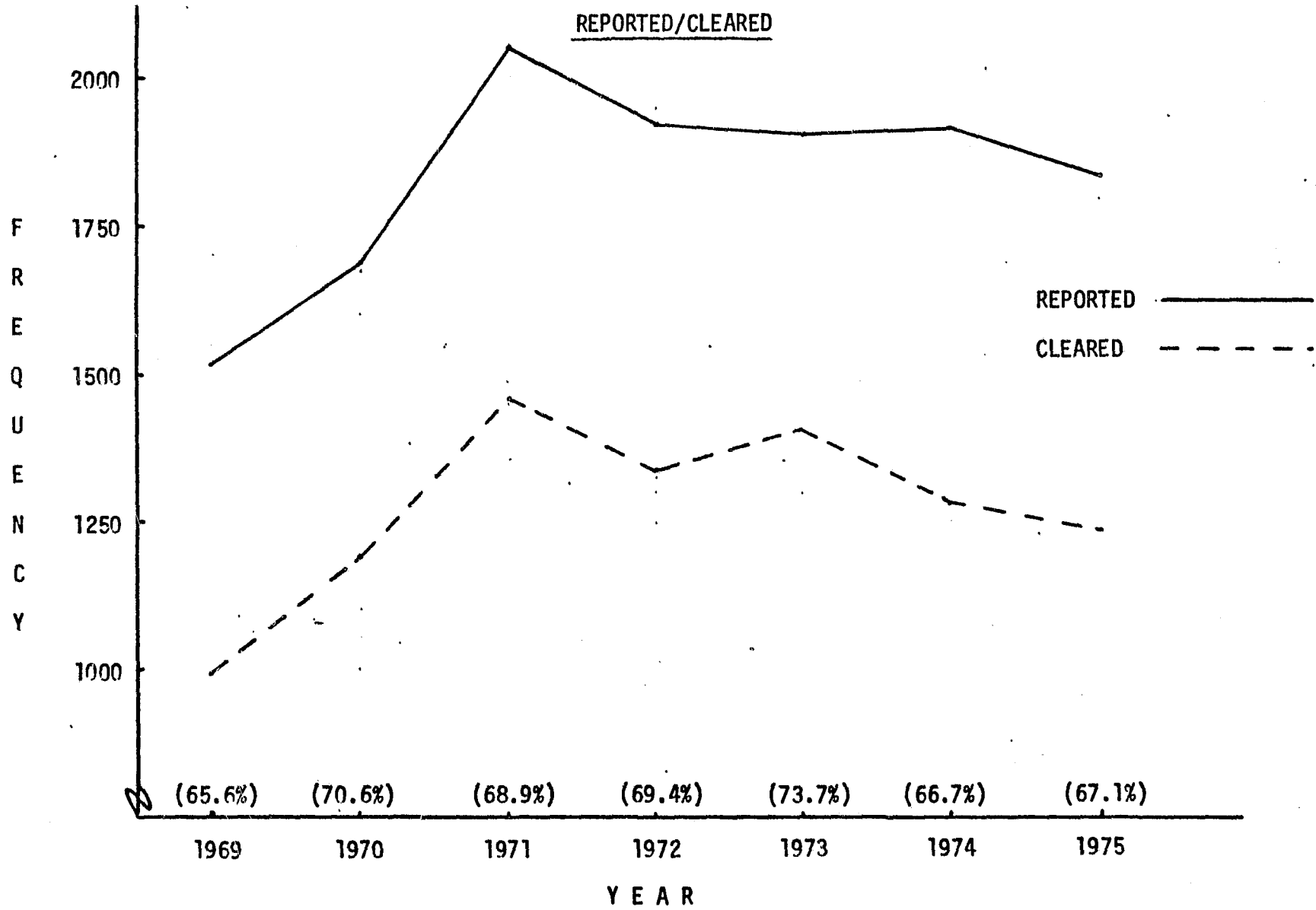
Police Disposition	Percent
Inactive - not cleared	33.3%
Exceptionally cleared	29.2%
Cleared by arrest/some suspects at large	4.7%
Cleared by arrest	32.7%
	100.0%

Of considerable interest in describing aggravated assault is the relationship between actual assaults and the clearance rate. Figure 47 shows seven years of reported aggravated assault data and the corresponding clearance proportions. Generally, it is seen that the trend lines are comparable with the exception of the points in 1973 and 1974. The ratio of cleared to reported assault cases has been fairly constant, ranging between a low of 66% to a high of 74%. Of particular interest is the fact that the clearances varied directly with the reported crime and did not show a fairly level trend line.. On the basis of these data, it appears that the police can successfully clear at least two-thirds of the reported assaults regardless of the number of reported assaults. In 1973, the ratio of reported assaults to cleared assaults by arrest was particularly high reaching approximately 74%.

Figure 47

AGGRAVATED ASSAULT

REPORTED/CLEARED



III-CL3-173

As stated previously, 734 arrests were made by the police for aggravated assault. Of question is; what is the impact on the other agencies within the criminal justice system as a result of the police activity? Figure 48 presents systems response data collected from the Denver Police Department, indicating disproportional information for a number of points along the system between offense report and court filing. As seen in the chart, some discrepancy does exist between the number of suspects arrested and the number of persons filed on by the police investigator. Accounting for this is the inclusion of a number of other assault categories other than aggravated assault. This inclusion inflates the cases appearing to move through the District Attorney's office and the courts. In addition, changes in charges following investigation also may account for the larger number of assaults flowing through the system.

Following filing by the police with the District Attorney, a number of decision points appear before the case is filed on in either the County or District Courts. More than half of the cases filed on by the police resulted in the victims' refusing to prosecute (or being unavailable) or in the District Attorney refusing to prosecute. Of these two dispositions, the victims' refusal to prosecute constitute the largest proportion (42.2%). Although specific information for 1975 regarding the victim's rationale for refusing to prosecute is not available, some data are available from the Police Foundation study. The study indicated that for those cases in which such information was available, the victim reported that the incident was a private matter most frequently or that the issue was not important enough. In equal, but smaller proportions, the victims reported

that they felt sorry for the suspect, felt that restraint to the suspect was sufficient, or that they feared reprisal. It is assumed that all the cases refused by the District Attorney resulted from lack of evidence. Of the remaining 48% of the cases, approximately half were filed on in the County Court while half were filed on in the District Court.

In comparing the 1975 data with data reported for 1974, several differences appear. The proportion of cases in which the victim refused to prosecute was slightly lower in 1974 while the proportion refused by the District is slightly higher. These changes tended to offset each other resulting in about the same proportion of cases being filed on in the courts. The largest differences between the two years appears in the proportion of cases being filed on in each court; in 1974, approximately 12% more cases were filed on in the County Court as in the District Court. In 1975, the proportions shown for the two courts were approximately equal, resulting in fewer cases being filed on in the County Court with more cases appearing in the District Court.

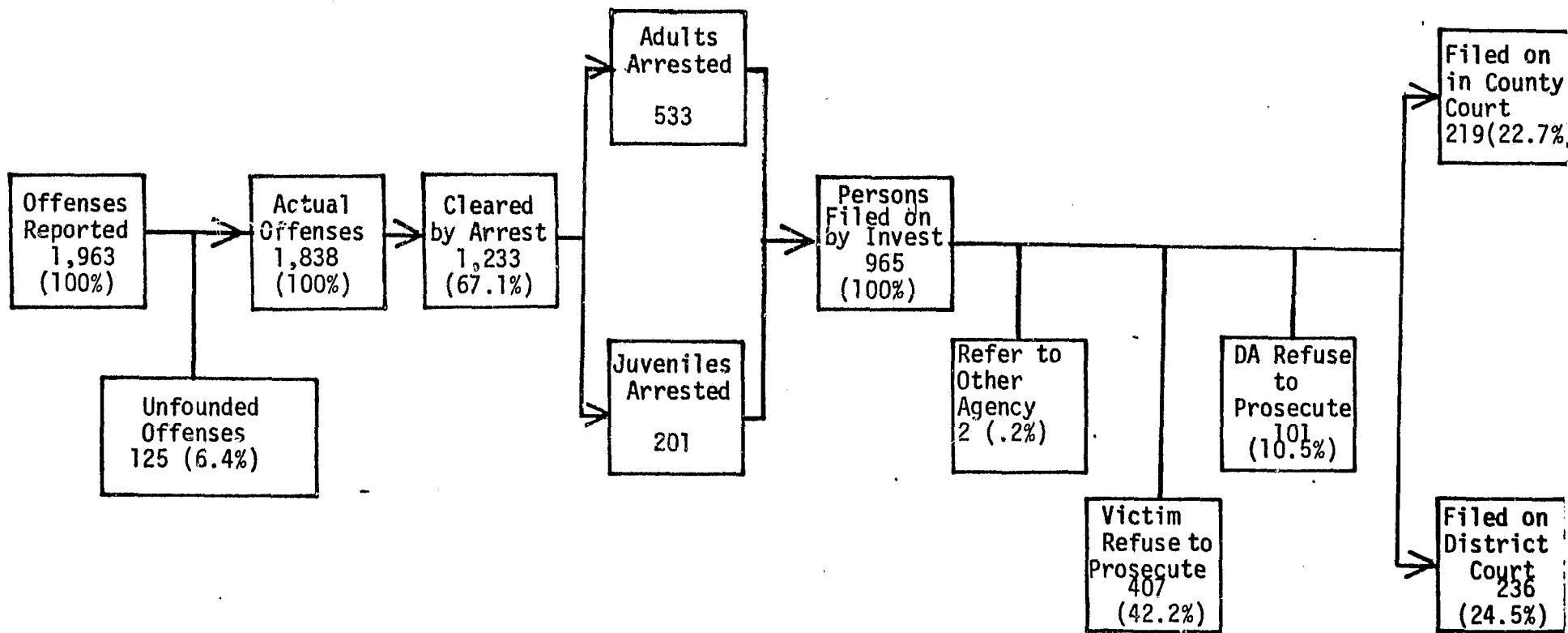
Additional data are available from the State Judicial Department, showing adult felonious assault cases in the District Court (such information is not available for juvenile cases from the Denver Juvenile Court). Figure 49 presents the adult case processing information for the District Court. The 102 cases represent adult assault suspects filed on by the District Attorney (juveniles are filed on in the Juvenile Court). For aggravated assaults, approximately 65% of the cases went to trial with only 6% dismissed or deferred, with the remaining 20% being held in a pending status. The majority of cases which went to court were cleared as a

result of a guilty plea. In all, approximately half of the cases filed resulted in a guilty status with less than 5% dropping out through an acquittal or insanity disposition. While only a relatively small proportion of cases entered a plea of not guilty, it is clear that the probability is greater in these cases that a guilty verdict will not be achieved. The interpretation of this statement should be cautious in that there is the possibility that those cases which pled not guilty are not guilty or have insufficient evidence for a guilty verdict. To what extent the guilty verdicts (or pleas) were to the original aggravated assault charge or some lesser offense is unknown from the 1975 data. However, based on a 1974 sample study, it is known that only approximately 4% of the assault cases filed on in the District Court resulted in convictions for the original felony; 16% were reduced to a lesser felony in the conviction, while 30% were reduced to a misdemeanor. As would be expected, the majority of charge reductions occurred when a guilty plea was entered by the suspect.

As can be seen in Figure 49, the largest proportion of cases were placed on probation (31 of total guilty cases), with somewhat fewer cases receiving deferred judgments or deferred sentences. It is assumed that these cases were to receive some period of supervision under which to demonstrate appropriate behavior. Offenders were only half as likely to be sent to prison or to jail as they were to be placed on probation. No offenders were levied a fine as a result of the conviction for an assault.

Figure 48

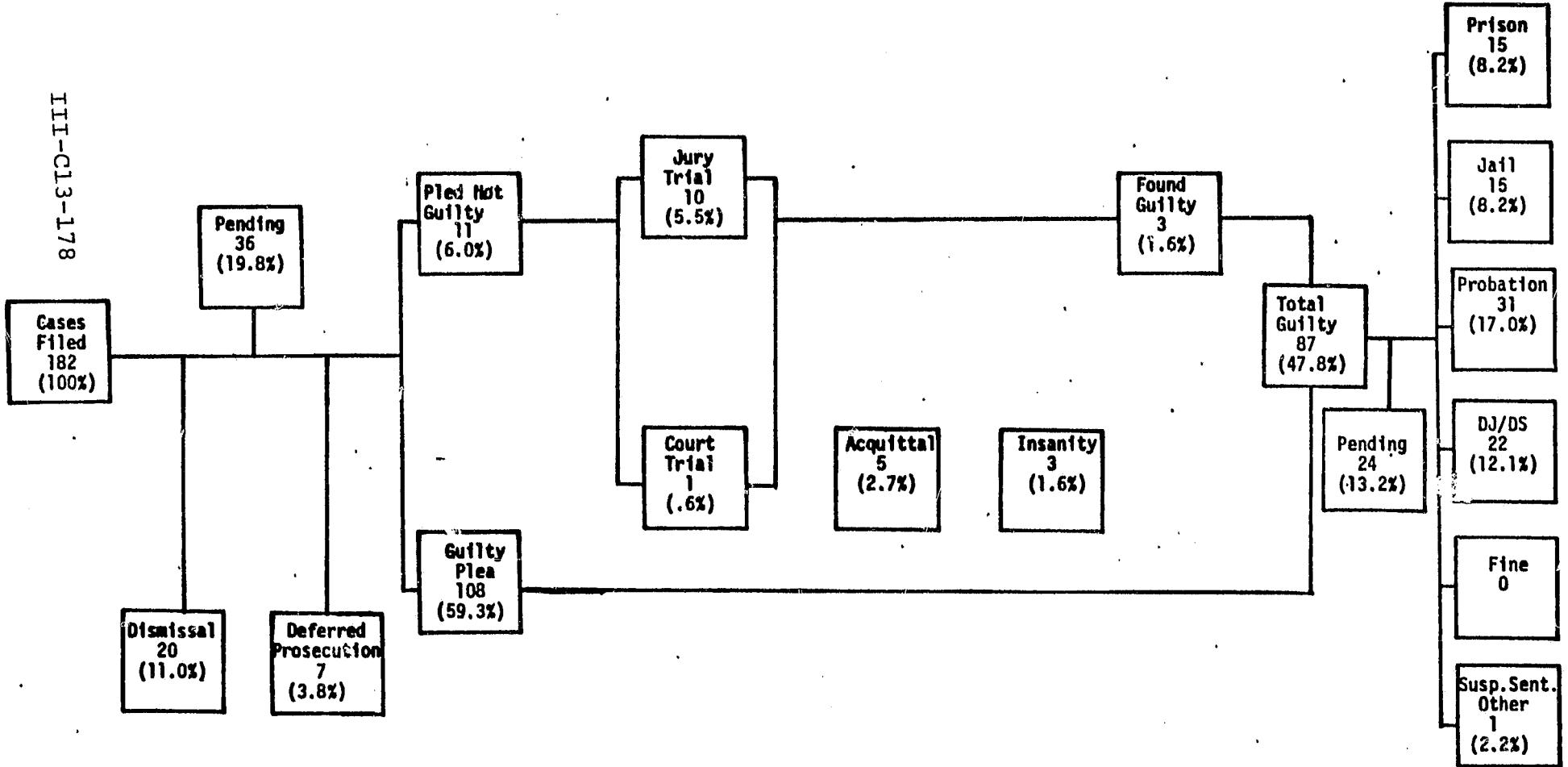
1975 System Response - Aggravated Assault



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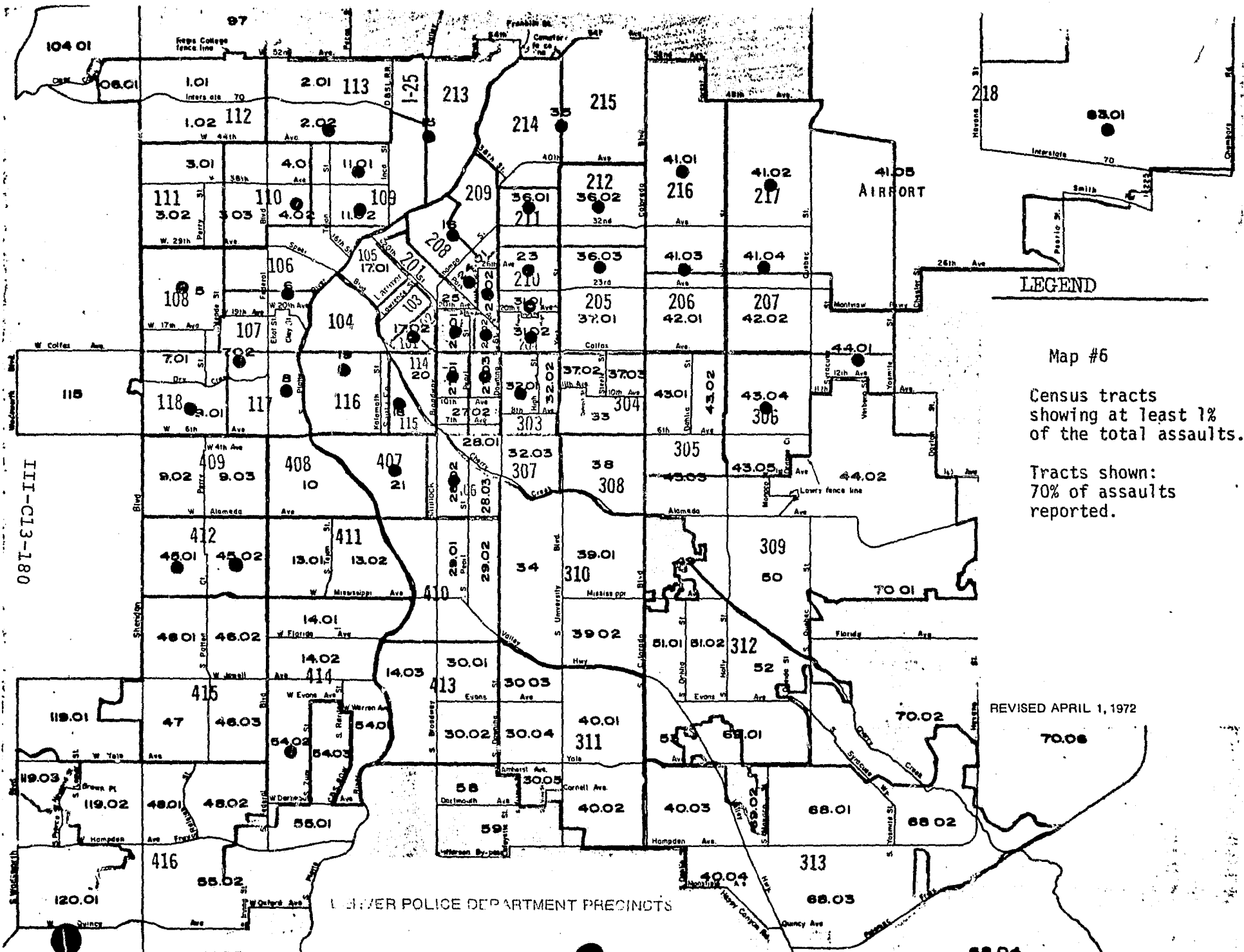
Figure 49

Aggravated Assault-1975 Case Processing-Denver District Court



Geographical Dispersion

Map #6 indicates the geographical dispersion of census tracts showing at least 1% of the total assaults occurring in Denver in 1975. The combined census tracts represent approximately 70% of the total assaults reported by the police. Clearly, the census tracts reporting at least 1% of the assaults are north of 6th Avenue, predominantly, with relatively few falling below this route. All of those tracts falling below 6th Avenue are in the Southwest quadrant of the city, with one exception in the Southeast quadrant of the city. The area of most concentration appears in the downtown and Capitol Hill areas of the city. Of the eight highest census tracts all demonstrating at least 2% of the total offenses, five appear in the central area of the city. Block face data reported by the police show the single area of highest frequency on Larimer Street in the older part of downtown Denver in the Northeast quadrant of the city, an area of transition experiencing some urban decay. Also shown by the block face data are areas of high incidence along three main thoroughfares - Pearl Street, Broadway, and Colfax Avenue. While the northern hemisphere of the city shows greater frequency of census tracts with higher assault frequencies, it is the Northeast quadrant (east of Broadway and north of Colfax) which is characterized by high assault incident areas; every census tract in the Northeast quadrant, except four (one of which encompasses the airport) report more than 1% of the assaults (see Map #7).



LEGEND

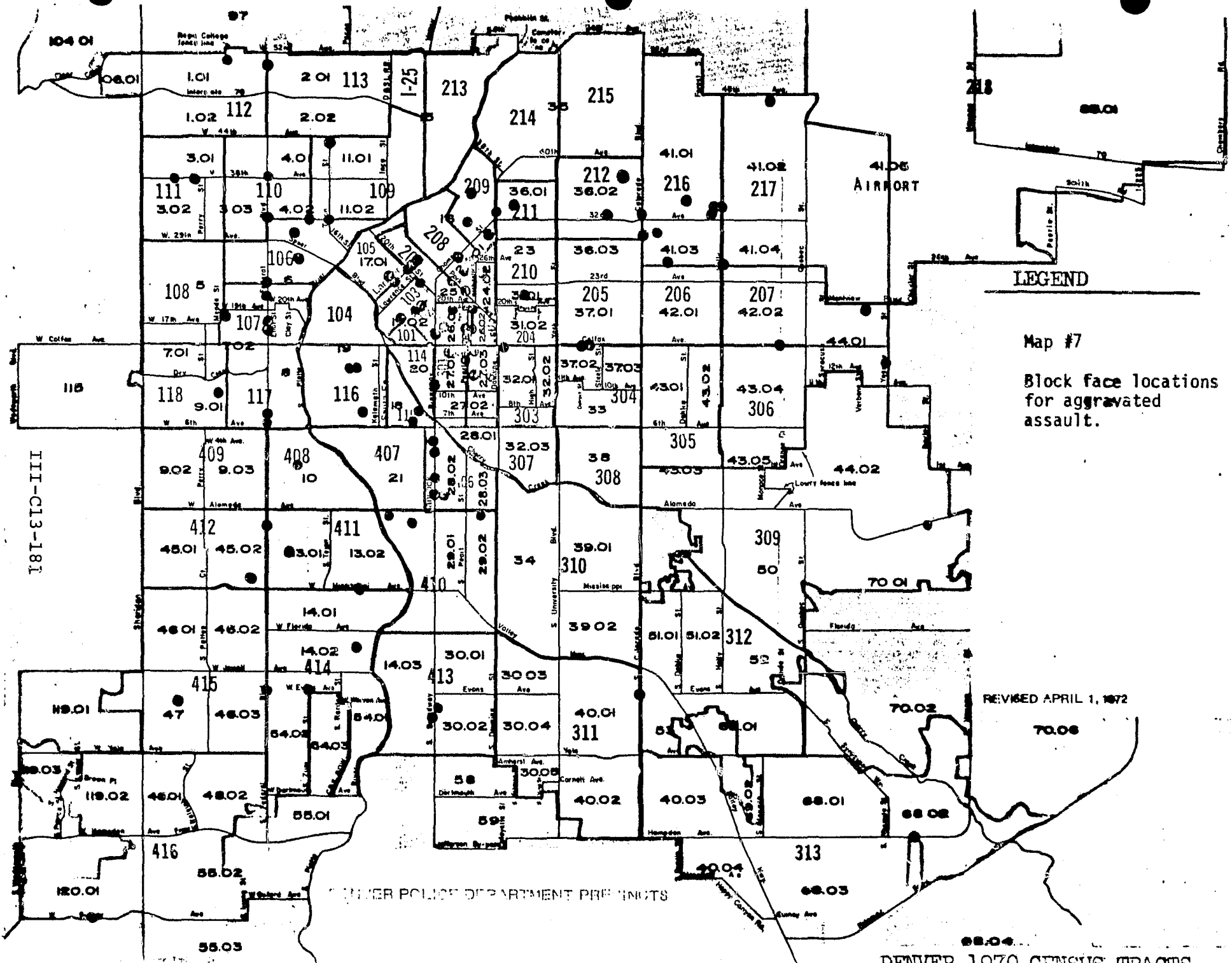
Map #6

Census tracts showing at least 1% of the total assaults.

Tracts shown: 70% of assaults reported.

REVISED APRIL 1, 1972

III-C13-180



LEGEND

Map #7

Block face locations
for aggravated
assault.

REVISED APRIL 1, 1972

DENVER POLICE DEPARTMENT PRINTS

DENVER 1970 CENSUS TRACTS

III-C13-181

HOMICIDE

ANALYSIS OF HOMICIDE IN DENVER

The 1976 Denver Criminal Justice Plan highlighted information related to homicide victims and offenders, from June, 1970 to May, 1972. These offense profile data were collected to serve as a baseline of information to which future years of homicide data could be compared. The major emphasis placed in this analysis of homicide will be directed toward the nature of the offense which occurred in 1975, the most recent annual statistics currently available.

Frequency of Homicide

Analysis of ten years of actual homicide frequency data (1966-1975) reflects an increase from 38 incidents reported in 1966 to 71 actual incidents reported in 1975 (actual offenses are defined by reported offenses minus the unfounded reports). In 1975, 13% (11) of the homicides reported were unfounded. During the same ten year period, the city's population increased from 500,800 in 1966 to approximately 524,000 in 1975. This four and one-half percent population increase over the decade occurred while incidents of homicide over the ten year period increased by 86.8% from the 1966 level. Seven homicides in 1975 were declared "justifiable homicides" (see Figure 50).

The three year period from 1971 to 1973 appears to be the decade's peak homicide years. In 1975, the 71 homicide incidents fell from 96 in 1973, showing in 1975 a level comparable to that shown in 1969 to 1970.

There is little demographic data reported for the years 1970 to 1973 which would suggest a more violence-prone Denver environment, although it is commonly accepted that the late 1960's and early 1970's saw an increase in the number of handguns present in the city. This is partially supported by the increased number of "stolen" handguns recovered by the police department during this period.

A comparison of the ten year absolute number of homicide events from the previous graphs with the absolute homicide "rates per 100,000" population reveals that the small population growth itself had little effect on the homicide problem in Denver, and the obvious result is that both trend lines are similar. The "homicide rate" in 1975 is no higher in Denver than it was in 1969. Despite the two years of decreasing rates since 1973, the general trend line indicates a positive slope, representing an increasing homicide rate over time (see Figure 51).

Of the 47 homicide cases reporting location of the attack, 26 victims were attacked inside a building or structure with 21 of these occurring in the living room, bedroom, or kitchen of a residence. Twenty-one homicides occurred on a sidewalk, street, alley or park. Although data were only available on 66% of the 71 homicides, there is sufficient evidence to conclude that a murder victim is more likely to be attacked indoors. This is consistent with the baseline data which reveals that only 40% of all homicides occurred outdoors, and the majority of those occurring in a residence, occur in the living room.

Figure 50

Ten Year Trend of Denver Homicides
1966 - 1975 Excluding
"Justifiable" Events

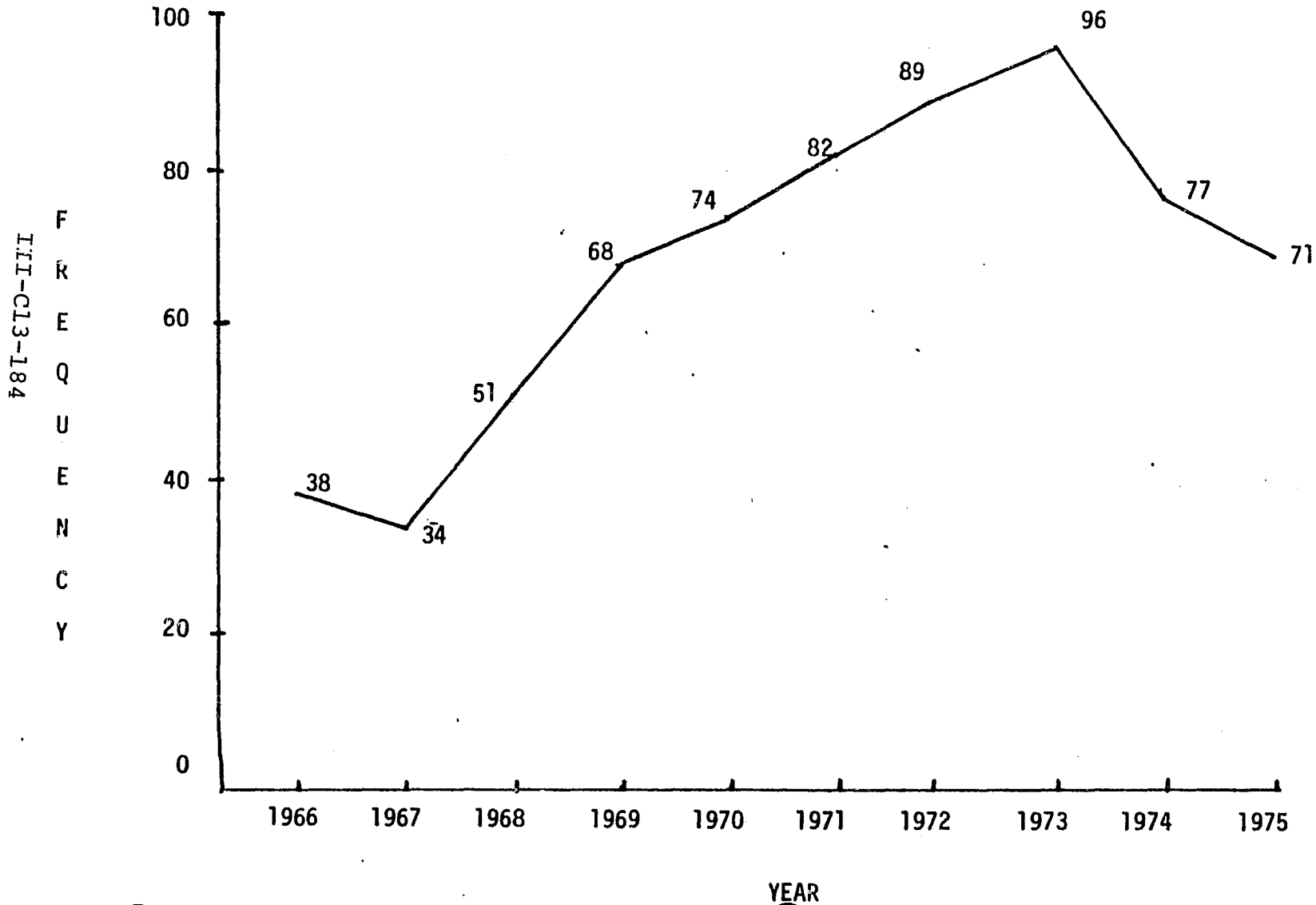
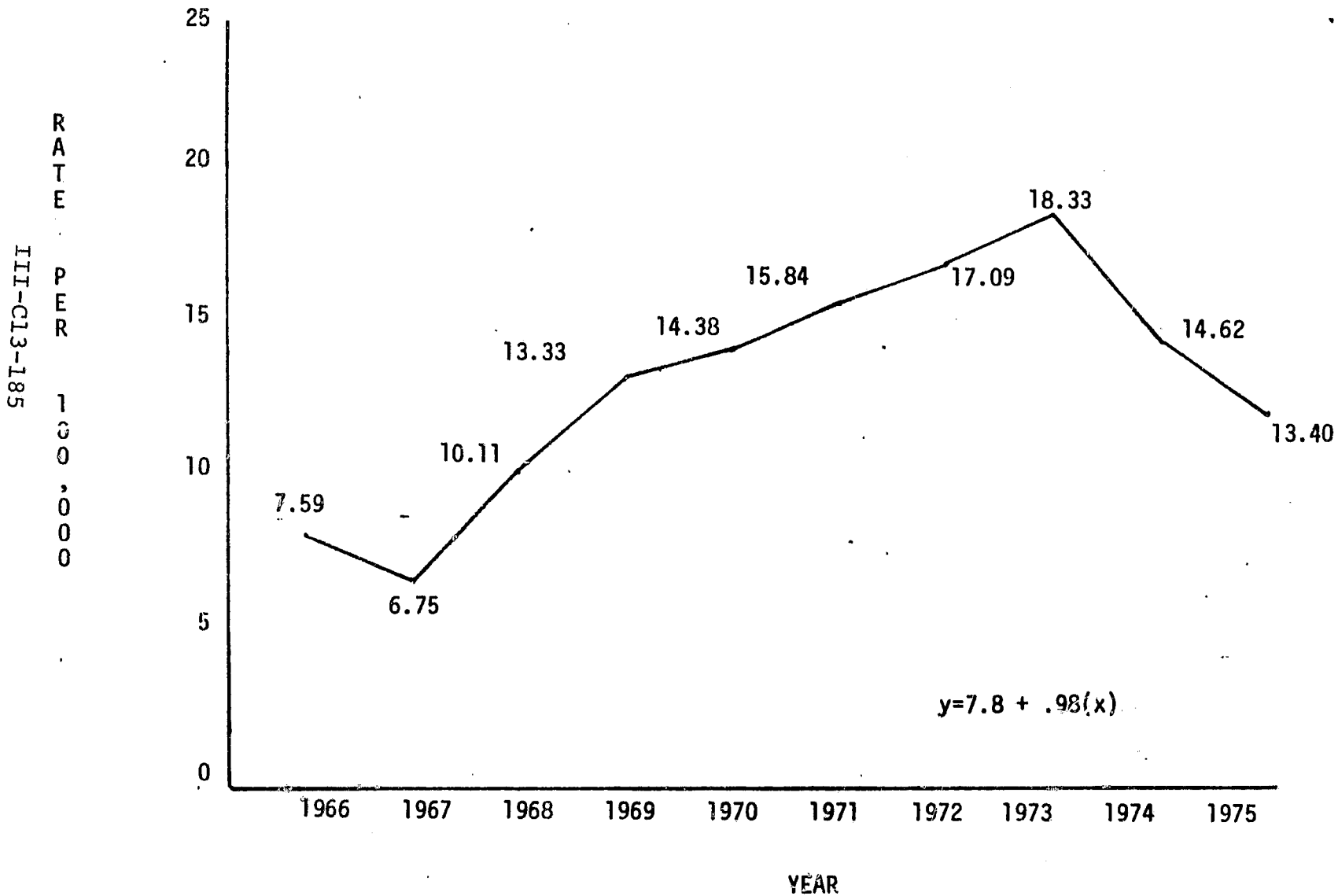


Figure 51

Ten Year Trend Denver Homicide
Rate per 100,000



The "time of day" of reported homicides is presented in Figure 52. On the 24-hour clock, peak frequency hours are 1 p.m. and 9 p.m. The 1975 data are exactly similar to the baseline data also reporting these hours as peak homicide periods.

Figure 53 presents data illustrating homicide frequency by day of week. The baseline homicide data suggested that homicides increase each succeeding day after Sunday, reaching the greatest number on Saturday. The 1975 data tend to follow this same trend with surprising similarity. The tendency for increased violent behavior on Saturdays from the 1975 data is dramatic, with the frequencies in this figure also including justifiable homicide events. Over 26% of the 1975 homicides occurred on Saturday. Other days of the week appear to account for a randomly equal number of events. If these data are linked with the fact that approximately 40% of the homicides occur on a sidewalk, alley, or park, there may be some potential for deterring or preventing outside Saturday homicides - if there are a few small geographical areas where such events repeatedly occur. Such a relationship will be looked at below.

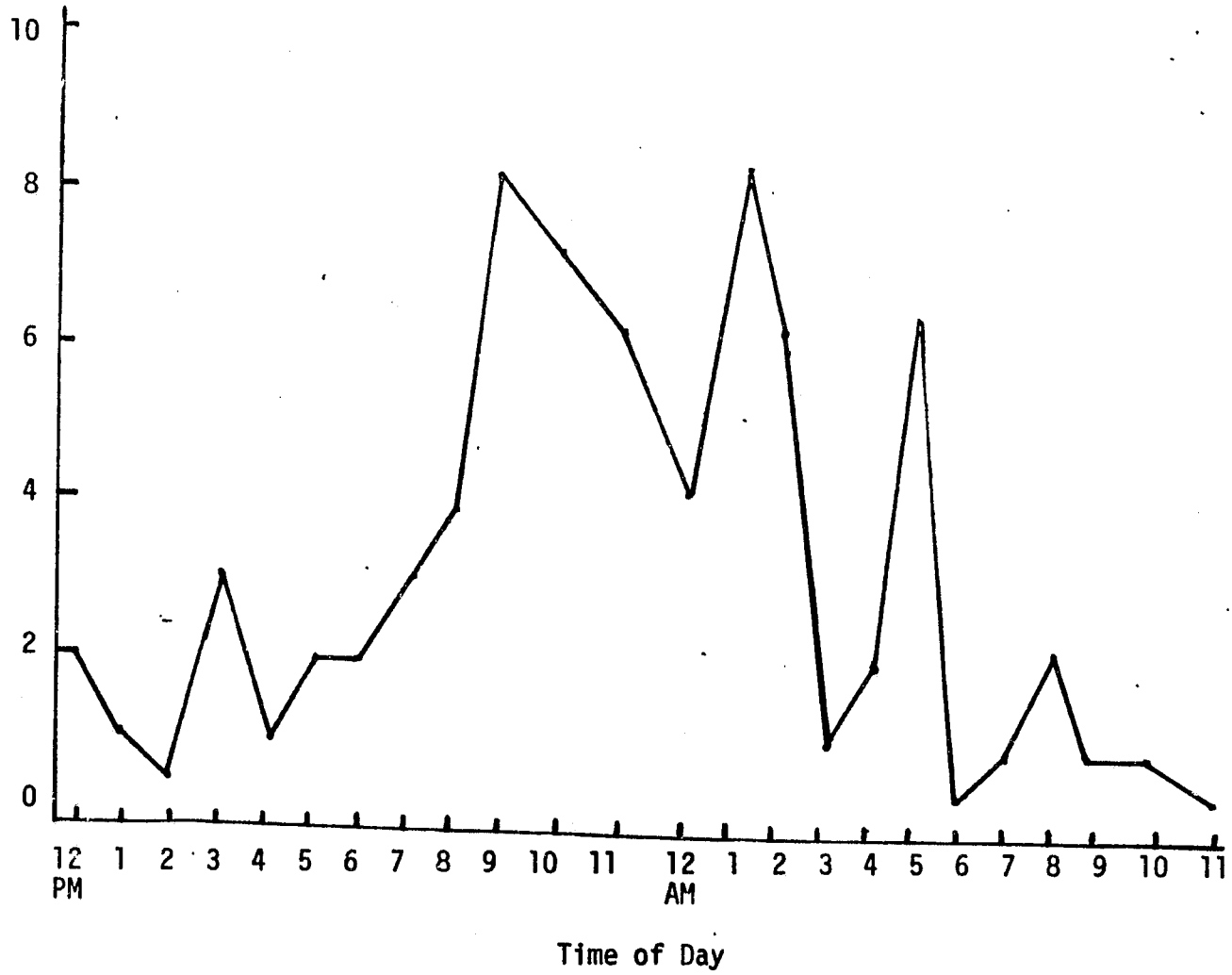
Monthly fluctuations in homicide incidents in 1975 continue to remain constant with the baseline data. During the first six months of the year, 28 events occurred, with January and March accounting for seven each and April reporting no founded cases. The last six months of the year account for a much larger percentage of the annual homicide rate, with 43 offenses (15 more than the first half of the year) reported. September, the peak month, accounted for ten homicides, July and December

CONTINUED

7 OF 26

Figure 52

1975 Homicide Frequency
By Time of Day



III-C13-187

FREQUENCY

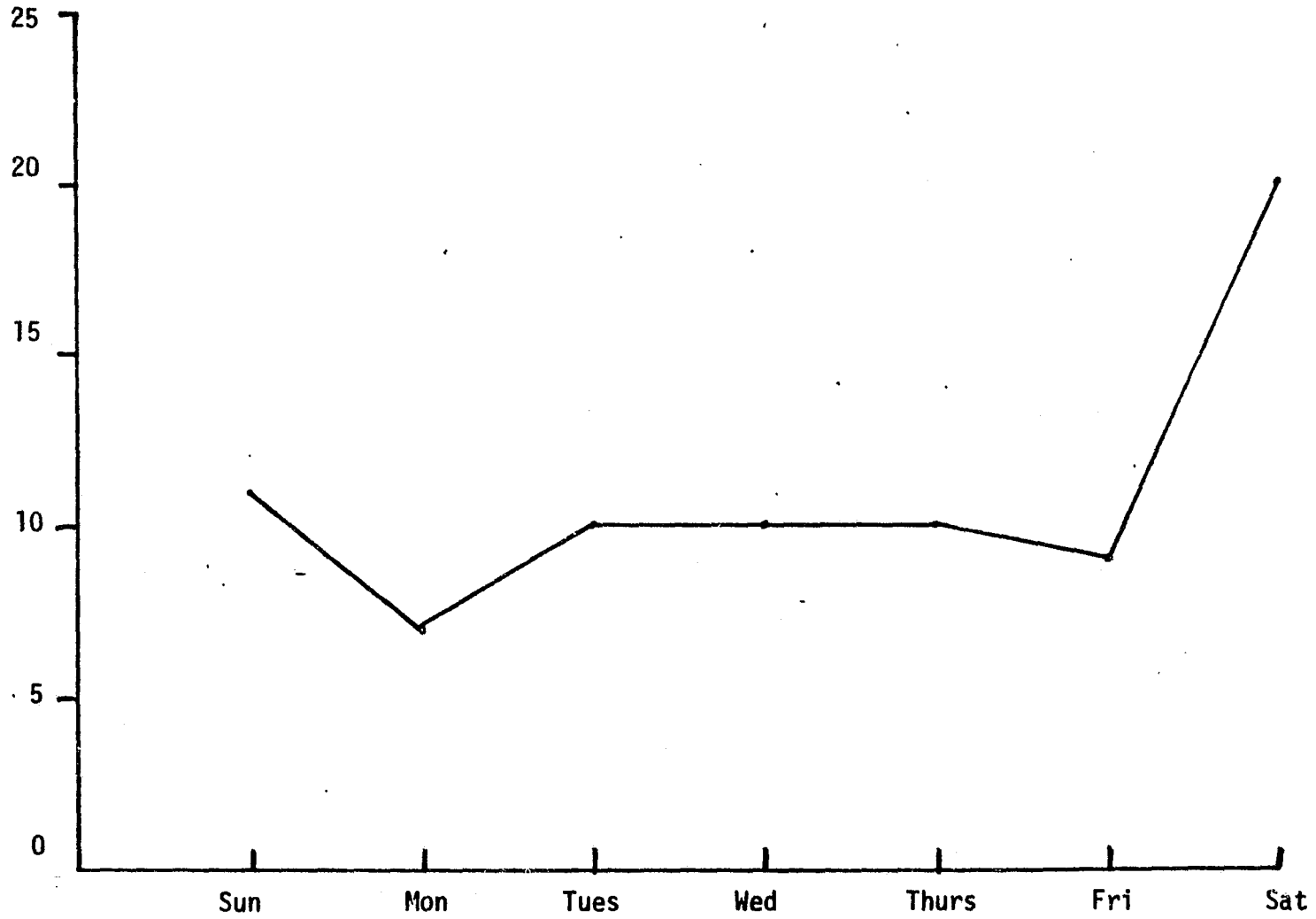
Time of Day

Figure 453

Homicide
Frequency by Day of Week
1975

III-C13-188

FREQUENCY



Day of Week

eight each, six in August, seven in October, and four in November. These data continue to undermine conventional assumptions that the summer months of June, July and August are months of frequent violent crimes including homicide and aggravated assault.

Characteristics of the Victim

The largest proportion of victims (33%) in the murders reported in the baseline data were 20 to 29 years old. This remains consistent with the fact that in 1975, 20.7% of the victims were age 25 to 34 and 18.3% age 20 to 34. Only two 1975 victims were under the age 16 and five were over the age of 65.

The victim is almost always a male, with 14.6% of the total being female. The 1975 male victim frequency of 85.37% is a full 10% higher than males reported in the baseline victim groups. This distribution remains disproportionate at a time when many authorities across the United States are proclaiming significant increases in the number of women becoming victims of violent crime.

The ethnic distribution of victims also remains disproportionate with the minority representation in the general population. However, the 1975 data reflect an increasing proportion of Anglo victims, when compared to the baseline which suggested each of the three major groups suffered equally from homicide. Controlling for ethnic population proportion reveals that Blacks are more likely to be victimized, followed by Chicano and finally Anglos. Homicide rates of 50, 30 and 10 per 100,000 were found for Blacks, Chicanos and Anglos, respectively.

Table 65

Victim's Age at Time of Death in Homicide

Age at Time of Death	Number	Percent
Under 16	2	2.4
16 - 19	5	6.1
20 - 24	15	18.3
25 - 34	17	20.7
35 - 44	12	14.6
45 - 54	6	7.3
55 - 64	6	7.3
65 and Over	5	6.1
Unknown Age	14	17.1
Total	82*	100.0%

*includes "justifiable" and other non-first degree homicides

Table 66

Ethnic Characteristics of Homicide Victim - 1975

Ethnicity	Number of Victims	Percent of Total	Percent General Population
Anglo	39	47.6%	71.5%
Chicano	16	19.5%	16.9%
Black	24	29.3%	9.6%
Other	3	3.6%	2.0%
Total	82*	100.0%	100.0%

*Includes "justifiable" and other non-first degree homicides

Table 67

Cause of Death in the Homicide Offense

Cause of Death	Number	Percent
Unknown	6	8.4
Stabbing	12	16.9
Shooting	49	69.0
Beating	1	1.4
Other	3	4.2
Total	71	100.0

As can be observed from the Table 67 above, cause of death is a gun shot wound in almost two out of three homicides. Death from mutilation, or injuries suffered from knives is the second most frequent killer.

Table 68 reveals in greater detail the type of instrument used in the homicide; as indicated previously, the majority of cases involved a gun of some type. The larger caliber handguns, rifles and shotguns were used relatively less frequently in the killing than the small caliber handgun - Saturday Night Special. Unfortunately, there is a large proportion of handguns with unknown caliber. Subsumed in the category of cutting instruments is a large proportion of knives.

Table 68

Weapon Used in Commission of the Homicide
1975

Weapon Used in the Homicide	Number	Percent of All Cases	Percent of Cases Using Guns
Small Caliber Handgun	10	14.1	20.4
38 Caliber and Larger Hand Gun	3	4.2	6.1
Rifle/Shot Gun	4	5.6	8.2
Handgun Caliber Unknown	32	45.1	65.3
Cutting Instrument	12	16.9	-
Bludgeon	1	1.4	-
Other	3	4.2	-
Unknown	6	8.4	-
Total	71	100.0%	100.0%

The baseline data revealed that in nearly one-half of the 139 homicides, the victim had used or was intoxicated from alcohol. The presence of drug use in homicide cases was not confirmed due to a lack of such information about victims. The 1975 homicide data available do not include victim alcohol use, although since other trends in the 1970-72 baseline appear to be remaining stable and repeating themselves in 1975, there is good reason to assume a large percentage of 1975 victims were using alcohol at some point in time prior to their death.

Characteristics of Homicide Suspect

Of the total number of 58 homicide suspects arrested for which personal information is available, the largest percentage cluster in ages 21 to 35, roughly similar to the age range of homicide victims. Table 69 reports the demographic characteristics of the arrestees. Of some significance is the fact that the age range of 14 to 19 accounts for 31% of the suspects in 1975, while this age range accounted for only 11.5% in the baseline data. During 1975, 13 arrestees for homicide were ages 15 or 16, reflecting greater homicide arrestee activity at a much earlier age than in the past. In terms of frequency of arrest at any one age, ages 15 and 16 and ages 21 and 30 are the four highest ages of suspects with the greatest frequency of arrest. Age 16 accounted for seven arrests, while 15, 21 and 30 accounted for six each.

Information reported in Table 69 was collected from the Denver Police Department, using F.B.I. reports submitted regularly. The F.B.I. reports include "white" and Spanish-surnamed individuals under the category of Anglo, confounding the analysis especially in Denver which reports a 16.1% Spanish-surname population. Two-thirds of the homicide suspects were categorized Anglo, while about one-third were Black. As seen in the 1972 baseline data, 25.9% of the suspect population were Anglo, and 28.8% were Chicano. To what degree a change in the actual ethnic distribution has occurred in 1975 over 1972 (as shown for the victim distribution) is unknown. Males comprise almost the entire population of suspects, with only 7.7% being female. In summary, it can be said the typical suspect was between 14 and 29 years of age, a minority member and male. As the

Table 69

Demographic Characteristics of the 1975 Homicide Offender

Demographic Characteristic	Number	Percent
<u>Age</u>		
Under 14	0	0.0
14 to 19	18	31.0
20 to 29	21	36.3
30 to 39	11	18.9
40 to 49	4	6.9
50 and over	<u>4</u>	<u>6.9</u>
Total	58*	100.0
<u>Ethnic Group</u>		
Anglo	43	66.2
Black	20	30.8
Other	<u>2</u>	<u>3.1</u>
Total	65	100.0
<u>Sex</u>		
Male	60	92.3
Female	<u>5</u>	<u>7.7</u>
Total	65	100.0

*Age characteristics represent actual homicide arrestees, while ethnic and sex characteristics represent homicide suspects.

data indicate, minority members are overrepresented in the suspect population.

The distribution by sex of the homicide arrestee is comparable to that

of the victim. Suspects were female in only 13.4% of the cases for which information is available. This compares almost exactly with the baseline data which reported 13.7% female suspects. There is historical strength to support the fact that at least 85% of homicide suspects over the past five years and specifically for 1975, are male suspect.

Unavailable in the 1975 data are indications of the number of suspects identified by the police, the relationship between the suspect and the victim, and the alcoholic and drug involvement of the suspect at the time of the homicide. However, there are available official police data indicating adult and juvenile arrests for the reported homicides. During 1975, 56 adults and nine juveniles were arrested for homicide. These frequencies are 21.1% lower than 1974 reported adult arrests, but higher for juvenile reported arrests. Of interest is the fact that official police data report that 40 (56.3%) of the actual offenses were cleared by arrest. Therefore, it can be said that 65 arrests reported involve 25 people who were arrested as accomplices in the commission of the homicide, or whom were arrested on some other charge initially, which was changed to homicide later.

Based on a cohort analysis conducted by the DACC, data are available showing prior arrest and conviction records for adult homicide arrestees, and their subsequent recidivism. While care must be taken in using the data due to the small sample size, the data do indicate some interesting facts. For example, 36% of the homicide suspect sample had at least one prior arrest, with the great majority having two or more prior offenses for any type of offense. Looking at prior convictions for a

Class I offense, again the majority had at least one prior conviction (66.7%). Despite the number of prior convictions and prior arrest histories, only 20% of the sample were arrested for any offense and no one in the sample was rearrested for a Class I offense during a one year at risk period.

Systems Response

Of the 14 juvenile homicide arrests, four were by a special officer and ten were made by a uniformed patrol officer. However, the Denver Police Department's monthly Crime Report only confirms a total of nine juvenile homicide arrests. This discrepancy probably reflects five line personnel arrests for homicide which were changed immediately to another offense and thus were appropriately not reported in the UCR accordingly. Notwithstanding this reporting discrepancy, the fact that the bulk of juvenile homicide arrests are effected by uniformed police officers as opposed to juvenile or other detectives, is an interesting result.

From the Denver Anti-Crime Council/Police Foundation data survey, it is revealed that 53.8% of adult homicide arrests are effected by uniform patrol officers. The Central Investigative Unit effects 13.4% of homicide arrests and in nearly one-third of the arrests, the bureau initiating the event was unknown. These data are based on an extremely small sample of homicide cases. If it were larger, the number of homicide arrests initiated by Central Investigative Unit would probably account for most, if not all, the cases for which data are not available.

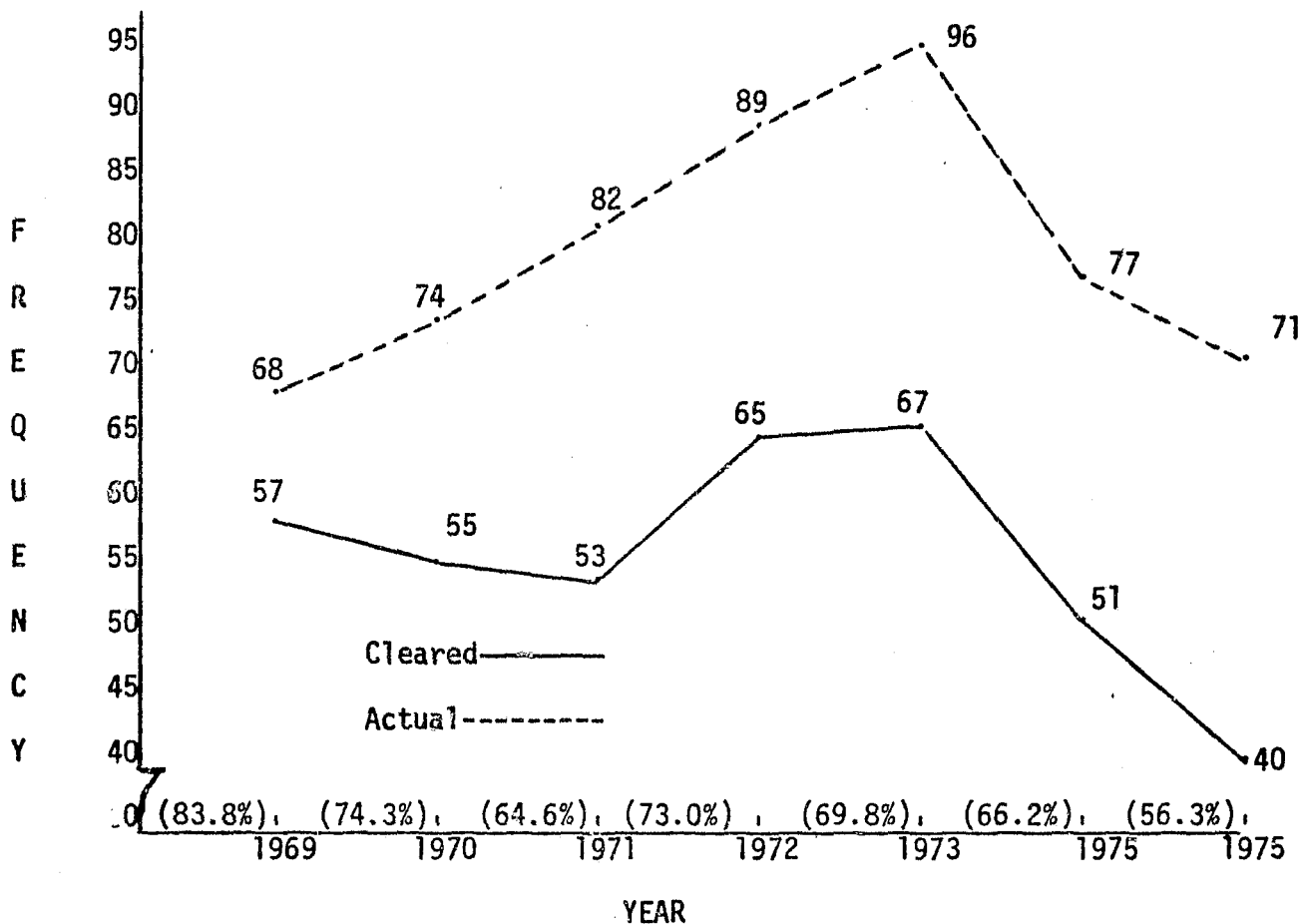
Limited data are available resulting from the Police Foundation study indicating the manner in which the homicides became known to the police. All cases shown in the survey were reported by telephone using the 911 emergency number. Arrests made in the homicide cases were most frequently by a uniform officer or less frequently by the Central Investigative bureau. Information breaking out juvenile homicide arrests reveals that uniform officer (as opposed to the Delinquency Control Division) made juvenile arrests most frequently.

Police dispositional information reveals that homicides were most frequently cleared by arrest. Information collected in the Police Foundation study suggests that 67% of the homicides were cleared by arrest, leaving 32.8% of the cases inactive; that is, not cleared by arrest. These data are somewhat overreported when compared to the 1975 police data, in that these data show 56% (40) were cleared by arrest leaving 31 (43.6%) inactive cases.

As shown in Figure 54, homicides have shown an increase between 1969 and 1973, followed by two years of decrease. In general, the frequency of clearances has followed the movement of actual homicides in a rather loose manner from year to year. Of particular importance is the fact that since 1969, the ratio of clearances to actual offenses has decreased steadily until reaching its lowest point in 1975. Data are not available to empirically account for this phenomena. As a proposition, however, the observation of a declining clearance rate may be accounted for by an increasing proportion of stranger-to-stranger homicides. The 1970-1972

Figure 54

Actual and Cleared Homicides by Year



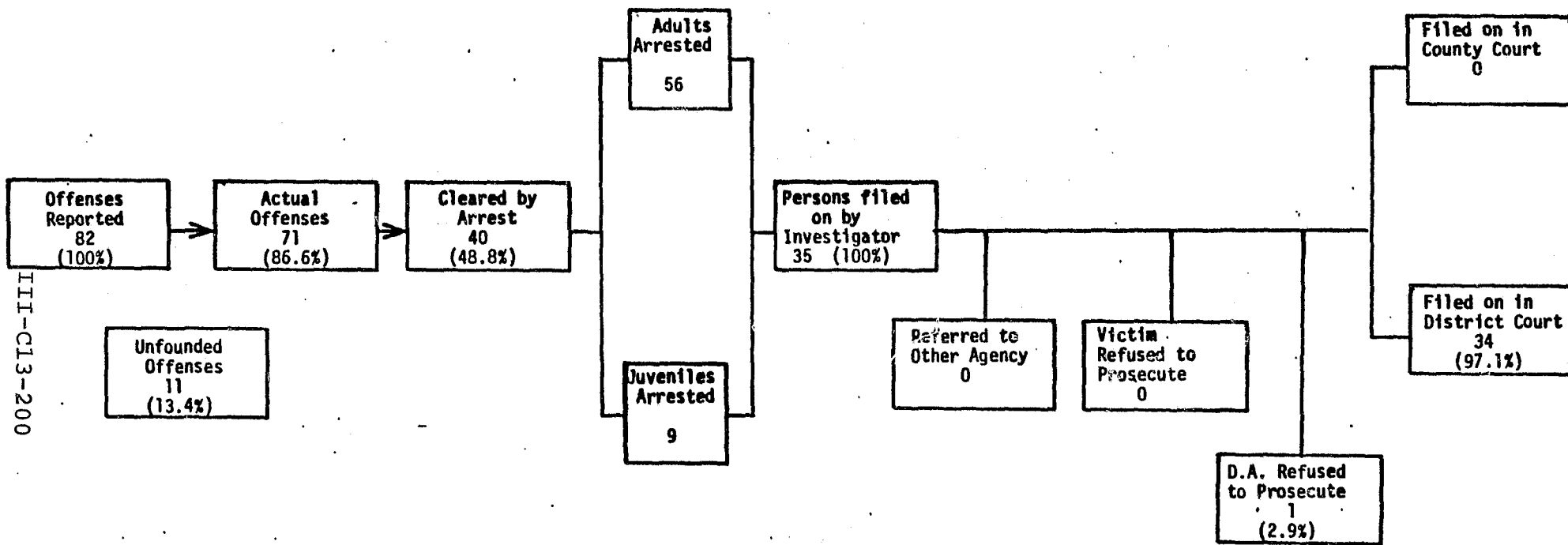
homicide baseline study indicated that in only approximately 17% of the cleared cases were police investigative techniques attributed with the identification of a suspect and subsequent arrest. Identification of the offender, according to this early study, relied primarily on the self-confessions of the suspect or the assistance of the victim (in those cases where the victim dies some period after infliction of the wound), witness, or informer. Thus, with the increase of stranger-to-stranger homicides where identification of the offender was impossible by the victim, witness or informer, the decrease in the clearance rate can be understood.

Looking at Figure 55, a case processing flow presents the movement of homicide cases through the criminal justice system to the District Court. The adults and juveniles arrested resulted in 35 (54%) cases being filed with the District Attorney by the police investigator. Of these, all but one (2.9%) were filed on in the District Court; the single case was not filed because the District Attorney refused to prosecute. The movement of homicide cases through the criminal justice system is rather uncluttered in that there are no "victim refusals" for obvious reasons, and there are no cases filed on in the County Court. The 97.1% rate filed in the District Court reflects a high filing rate by the District Attorney of those cases filed on by the police investigator. Looking at the filing rate for the police investigator, 54% is still a high rate of filings for those adults and juveniles arrested.

Figure 56 assesses the movement of cases through the District Court for adult filings. A discrepancy is observed between the number of filings indicated in Figure 55 and Figure 56. Accounting for the discrepancy, in part, is the fact that two different data sources are being used; the State Judicial Department and Denver Police Department. The 1975 case processing District Court data were obtained from the State Judicial Department. Included in these data may have been cases originally filed on by the police for other offenses such as aggravated assault. As seen in the figure, 68% of the homicides went to trial with the majority entering a guilty plea. Where not guilty pleas were entered, slightly more than 55% of the cases resulted in guilty verdicts, the majority of

Figure 55

1975 Case Processing - Homicide

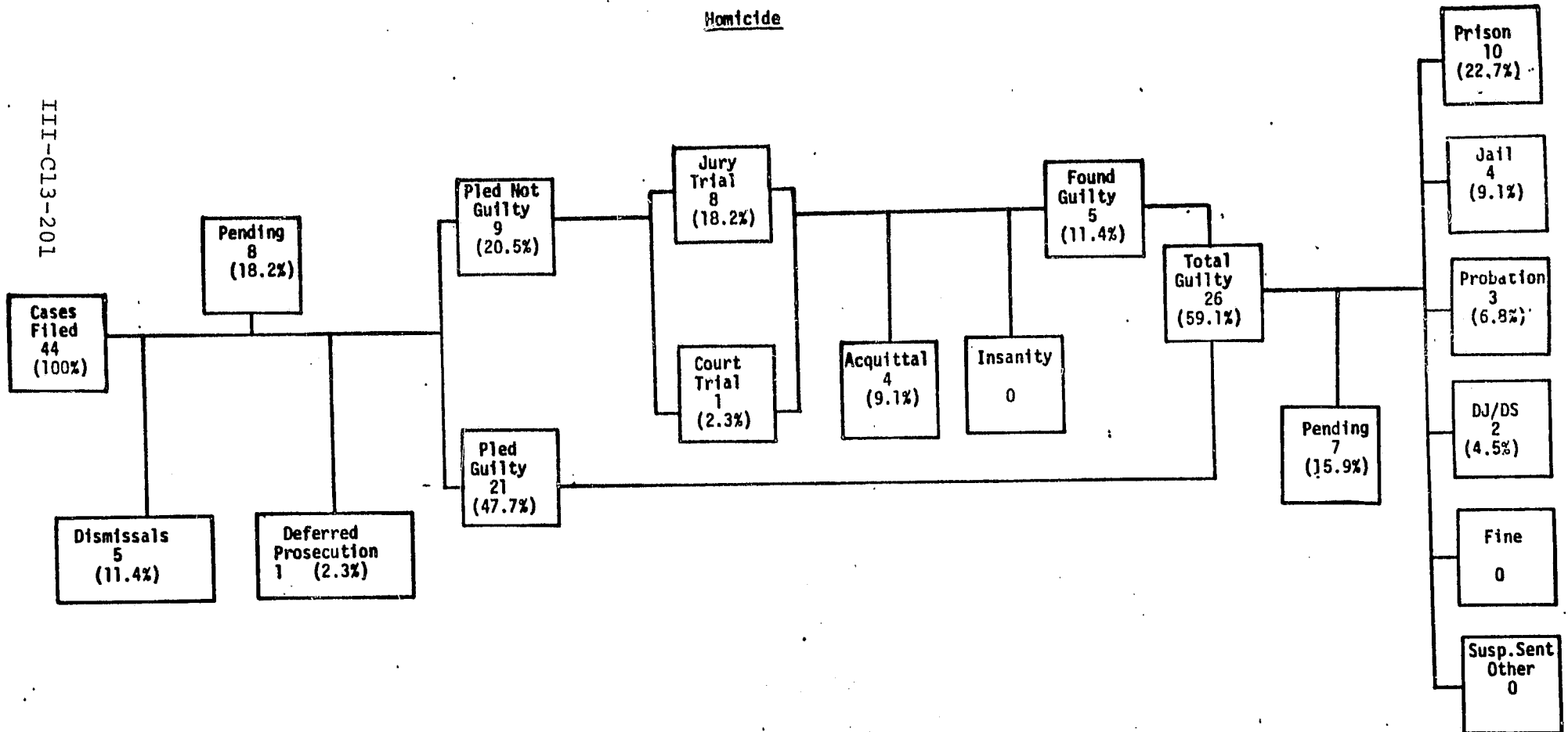


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Figure 56

1975 Case Processing - Denver District Court

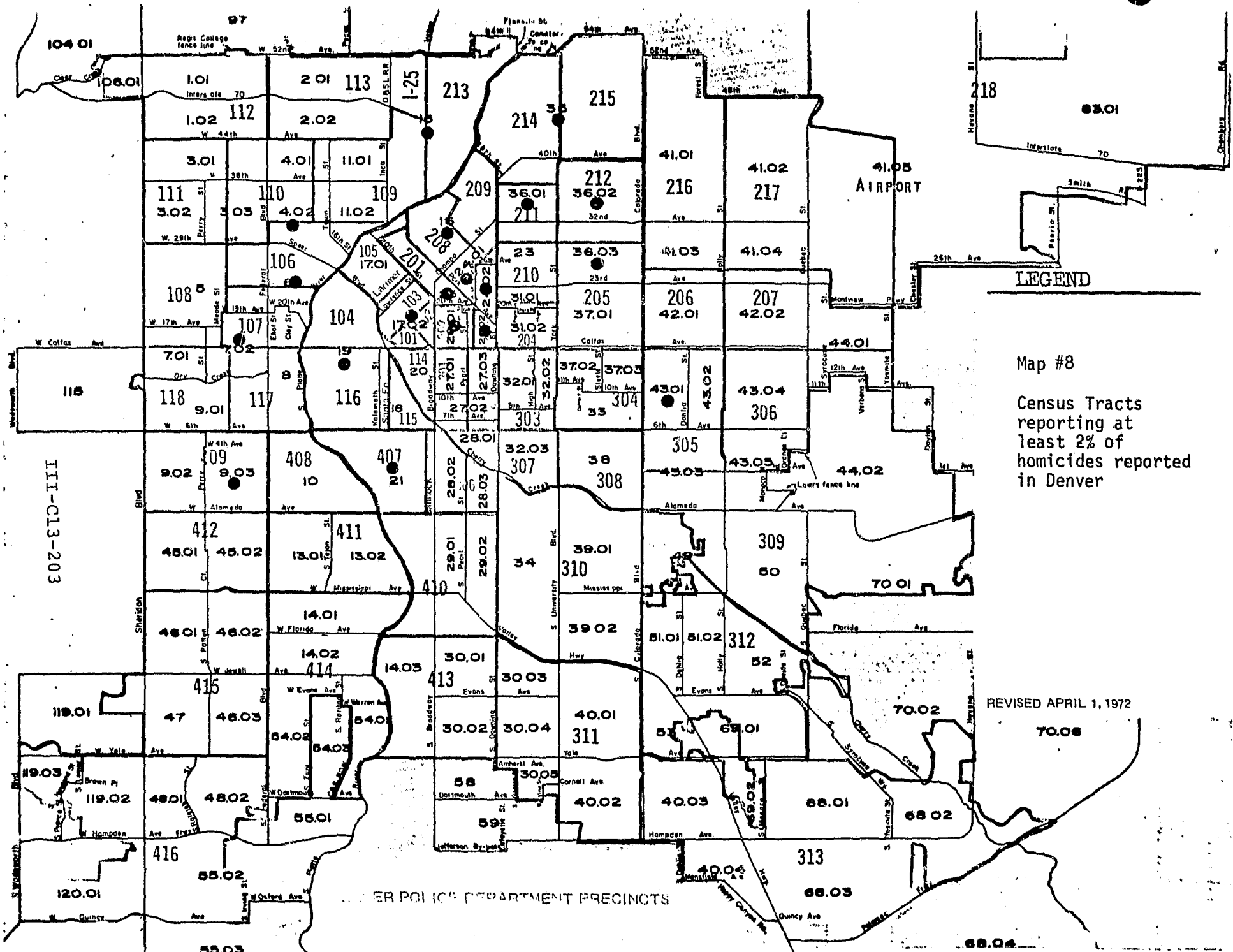
Homicide



which came from a jury. More than half of the homicides were adjudicated and found (or entered a plea of) guilty. Prison was the disposition used most frequently. Surprisingly, nearly 35% of the cases found guilty received probation, deferred sentence or judgment or were placed in jail. Accounting for this is the fact that charge reductions occurred between the initial court hearing and disposition. Data from a 1974 sample collected by DACC indicates that no homicides resulted in convictions for the original charge; rather, the majority of cases resulted in convictions for lesser felonies (64%) while the remaining cases were reduced to misdemeanors. Subsumed in the lesser felonies may have been such offenses as manslaughter. The fact that convictions for the original charge did not occur may be accounted for by the fact that proving premeditation is difficult, and the fact that juries may have difficulty convicting an individual for first degree murder.

Geographical Dispersion

Homicides were reported most frequently in Capitol Hill and the downtown areas of the city. Generally, the northern sections of the city reported homicides more frequently, with the northeast quadrant showing the most incidents (see Map 8). With the exception of two census tracts, all tracts showing at least 2% of the total homicides (that is two homicides) were located north of 6th Avenue. No census tracts showing at least two homicides were found in the southwest quadrant, south of Alameda Avenue, or in the southeast quadrant south of Colfax Avenue. It can be posited that homicides occur in the less wealthy areas, or in those areas in which there are more minority residents. Of considerable interest is the fact that while the homicides tend to predominate in those areas



LEGEND

Map #8
 Census Tracts
 reporting at
 least 2% of
 homicides reported
 in Denver

REVISED APRIL 1, 1972

characterized by higher minority population, 1975 data reveal that Anglo victims comprise nearly 50% of the homicides. By looking at the rates per 100,000 population, it is evident that Blacks are victimized at higher rates than Spanish-surname who have a higher rate than Anglos. The rates observed are 50, 20 and 10 per 100,000, for Blacks, Spanish-surname, and Anglos, respectively.

Block face information for reported homicides are available showing the locations and areas of highest incidence. All the block face locations, except one, were located in the downtown area, with the majority of these occurring in the old downtown area of the city along Larimer Street. This area is similarly characterized by high assault incidence figures. Given the rather concentrated homicide areas, especially in the downtown and Capitol Hill area, implications for protective patrol techniques can be drawn especially for those incidents occurring on the street and sidewalks.

LARCENY

ANALYSIS OF LARCENY IN DENVER

The crime of larceny can be defined as the taking of someones property of value without authorization. The intent of the offender must be to permanently deprive the victim of the stolen belongings. Colorado Revised Statues place larceny under the general category of theft, with a loss of \$100 or more considered a Class 4 felony, and one less than \$100 a Class 3 misdemeanor.

The police definition of these crimes follows guidelines established by the FBI's, Uniform Crime Report. Grand Larceny, a Class 1 offense, involves the theft of items \$100 or more, and Petty Larceny, Class 2, is a theft of items less than \$100 in value. A third category is larceny by bailee, and is a Class 2 offense involving theft by a bonded agent regardless of the value of the property taken. Specific offenses in the larceny category include shoplifting, auto prowls, auto strips, yard prowls, and thefts by stealth. Current data indicates that the greatest proportion of founded offenses are auto prowls and strips.

OFFENSE AND ARREST TRENDS

Larceny, when petty offenses are added, is typically the most popular criminal offense. More larcenies are committed than any other crime. Even when Class 1 offenses are studied, Grand Larceny is second only to burglary in terms of frequencies. Together, the property crimes of burglary and larceny compose nearly three-fourths of all Class 1 crimes, with larceny alone constituting 30% of the total.

The following graphs presents frequencies and percentage changes for total larceny offenses, and rates per 100,000 population for both Denver and a national sample, over a seven year period - 1969-1975. Total offenses (as seen in Figure 57) show a slight increasing trend of 2.6% per year over the seven years. During the past two years the rates have increased 14 and 12 percent respectively with a total of 22,538 offenses reported in 1975.

Figure 59 illustrates the crime as a rate per 100,000 population and contrasts Denver's data with an average of all cities between 500,000 and 1,000,000 population. As noted, both projections follow a similar pattern year to year, with Denver's rates slightly higher during the 1969-1973 period, but then falling slightly lower for 1974-75. The significance of these fluctuations in the data is suppressed by the traditional shortcomings in UCR reporting. More importantly is the closely matched pattern suggesting that Denver's offense rates are similar to that of other cities of the same size.

ARRESTS

Due to unknown monetary values of stolen property in larceny arrests, many suspects are placed in one arrest category by the police. Thus, it is difficult to distinguish between grand and petty offenses in any analysis of arrestees. The data representing total arrests per year from 1969 through 1975 are presented in Figure 58. During the seven year projection there was an overall slight increase of 4.4% in arrests. The pronounced increases in offenses in 1970 and in the 1974-75 period are matched by proportional increases in arrests.

Figure 57

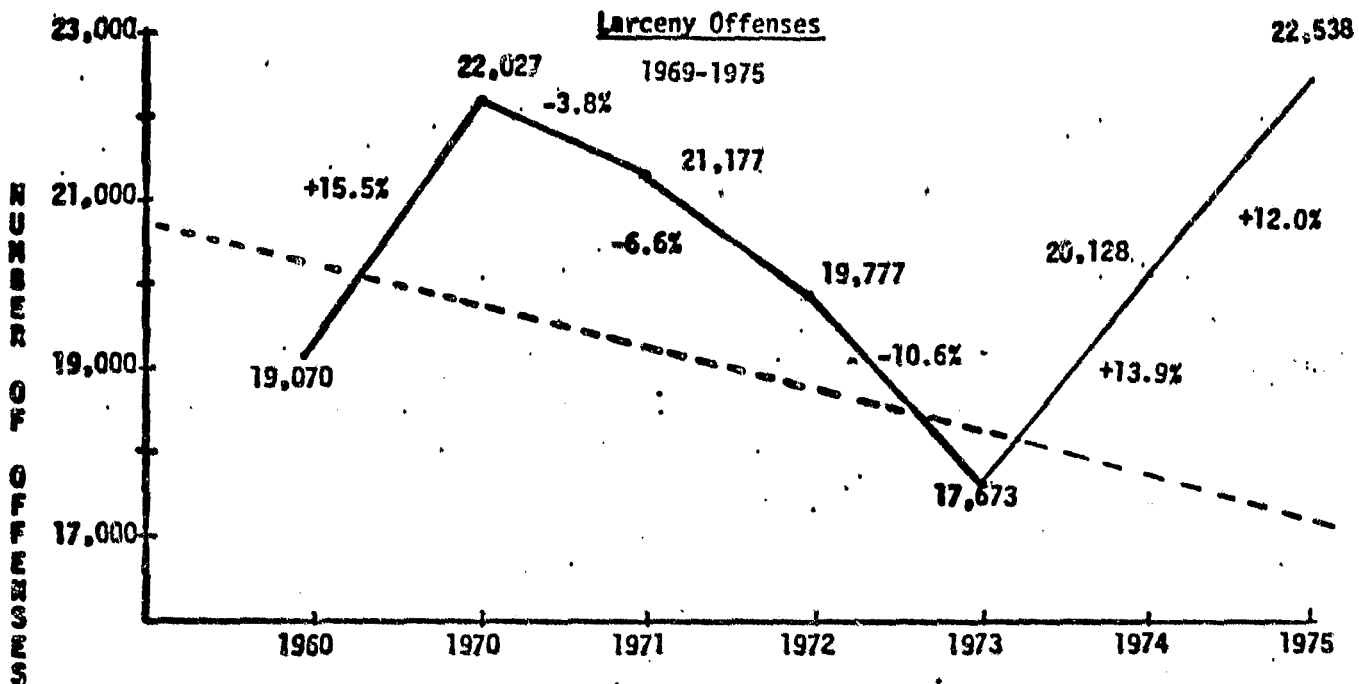


Figure 58

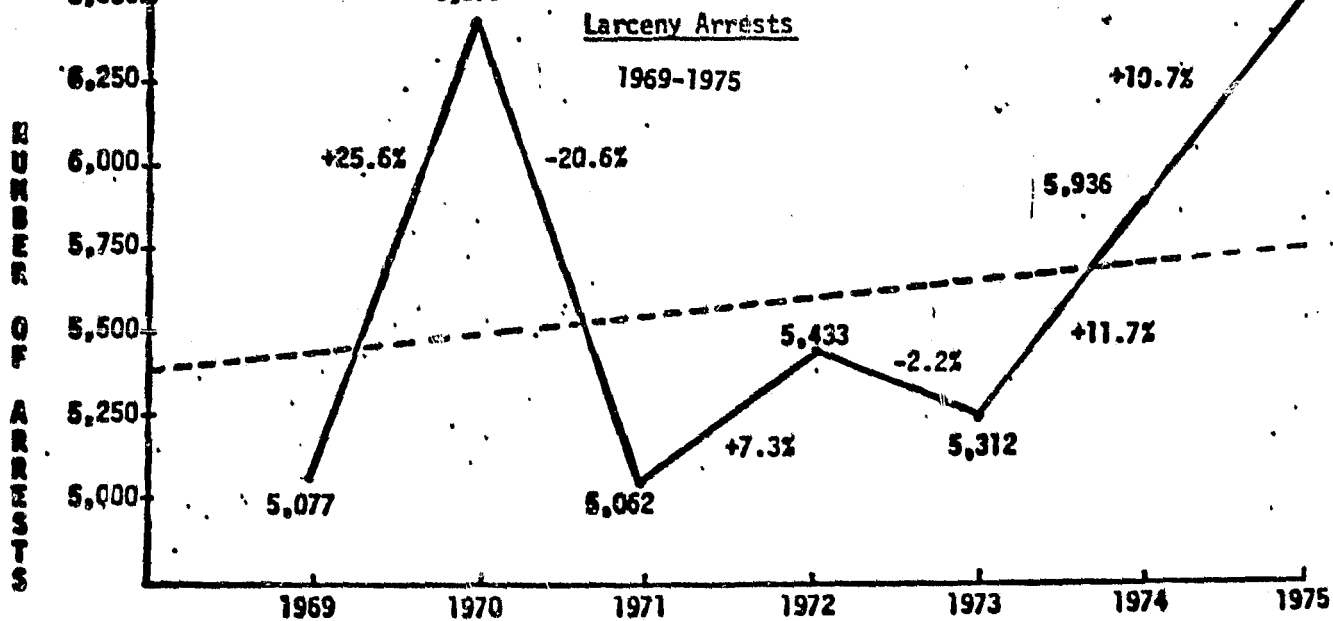
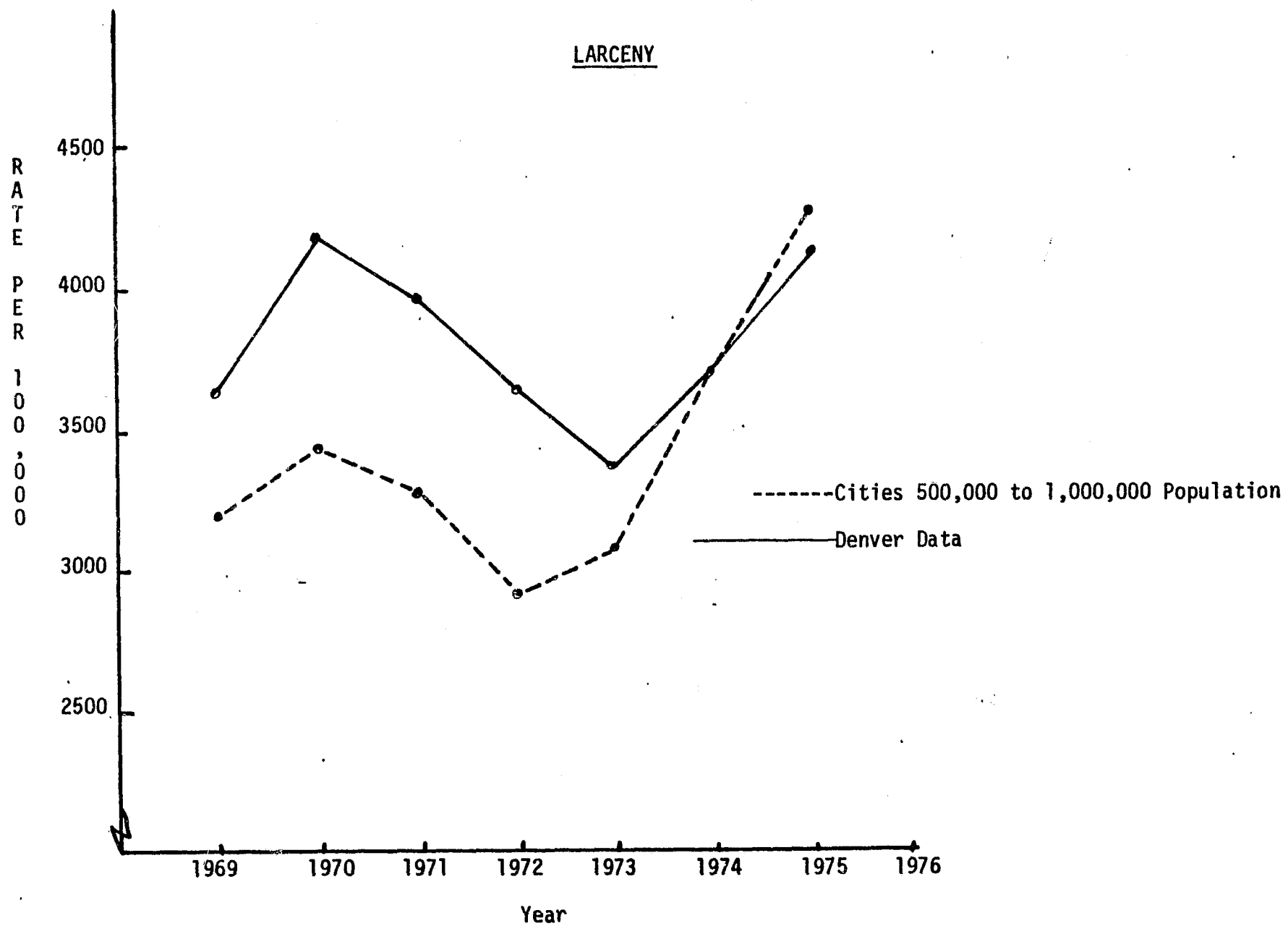


Figure 59

LARCENY

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Data breaking out petty from grand larceny for the seven year period indicates that while there were approximately equal numbers of these two classes during the 1969-1973 years, there were proportionally higher increases in grand as compared with petty offenses in 1974 and 1975. Grand larceny rose by 23% in 1974 and by 12% in 1975, while petty larceny increased by only 5 and 11% respectively.

ARRESTEE CHARACTERISTICS

A total of 3,651 adults and 2,921 juveniles were arrested for larceny in Denver in 1975. Of those arrested a little more than two-thirds were male. For all arrestees, 33% were white, 41% black, and 27% chicano.

ARREST COHORT STUDY

A small sample of arrestees entering Denver City Jail were followed for a period of one year to determine rearrest patterns. There were 63 larceny arrestees followed during the study period, and they were separated by the number of prior arrests they had. Table 70 presents data reflecting the number of Class 1 rearrests. As noted in the Table, for those arrested with no previous arrest history, there were no Class 1 rearrests. For those with one, two or more prior arrests between 21 and 29% were subsequently rearrested on a Class 1 charge. However, it is important to note that in some instances the number of arrestees is too small to be statistically meaningful.

Results from this study suggest that prior arrest history for larceny suspects increases the likelihood of subsequent Class 1 rearrest.

Table 70

Arrest Cohort Study
Prior Larceny Arrests by One Year
Class One Re-Arrests

Total Prior Arrests	One Year Class One Re-Arrests					
	None		One		Two Plus	
	Number	Percent	Number	Percent	Number	Percent
None	19	100%	0	0	0	0
One	5	71%	2	29%	0	0
Two Plus	29	78%	4	11%	4	11%

CASE PROCESSING

The following Figure illustrates a case flow analysis of grand larceny arrests for 1975. Approximately 12.1% of all founded offenses were cleared by arrest. Of the 6,572 larceny arrests made during the year, 804 of 12.2% were filed on by investigating detectives. For these cases 451 reached filing in either District or County Court. Of the remaining cases filed on by investigating detectives, one-third did not reach court due to victim refusal to prosecute (see Figure 60).

DENVER DISTRICT COURT CASE PROCESSING

The data in Figure 61 illustrates the case processing flow for larceny cases in Denver during 1975. All of the cases that were filed on during the year are listed even though 19% of those had not been acted on by the end of the year and were still pending. That left 314 cases that were filed on and processed during the calendar year.

Of those case processed, 64% plead guilty, 5% not guilty and the remainder were dismissed or deferred. Of those cases going to jury trial, 53% were found guilty.

There were 178 cases sentenced during 1975 with 46% receiving some form of deferred sentence, and another 25% were placed on probation. Only 26% were sentenced to either the state prison or the county jail.

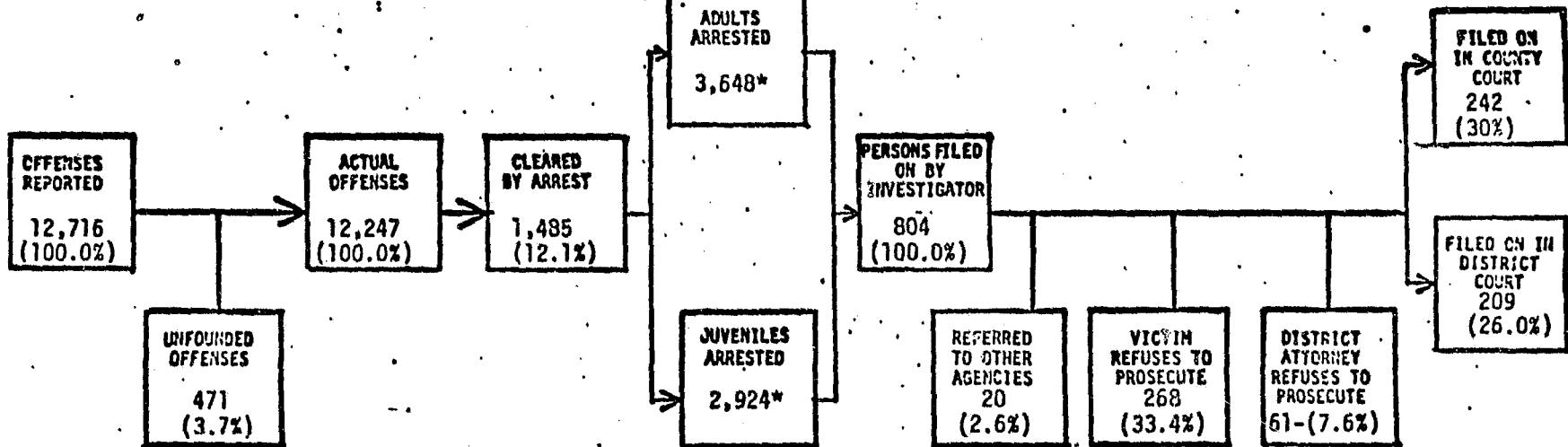
PROPERTY LOSS

Figures are available for property loss resulting from larceny offenses in Denver for 1972, 1973, 1974 and 1975. The actual property loss for the

Figure 60

1975 Case Processing

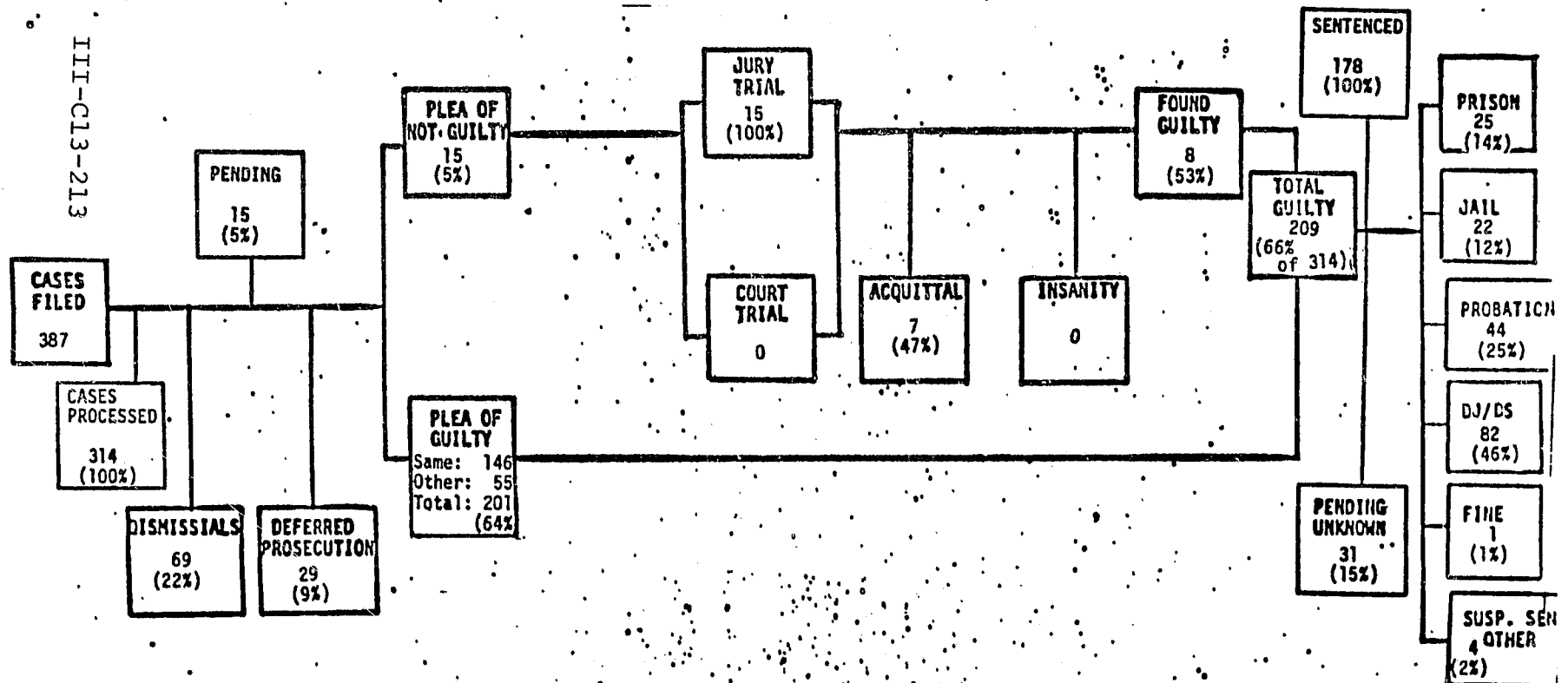
GRAND LARCENY



III-C13-212

* Data for number of arrests include arrests for petty larceny.

Figure 61
LARCENY
1975 CASE PROCESSING
DENVER DISTRICT COURT



*NOTE: Figures include those areas pending in court as of 12/31/75, although filed on during 1975. As a result, every case filed on is not accounted for by this chart.

period was \$2,654,287 in 1972; \$2,561,865 in 1973; \$3,194,033 in 1974; and \$3,865,520 in 1975. The 1975 rise was in line with an increase in the volume of offenses. The average net loss computed by dividing the net property loss by actual offense equalled \$243.14 in 1972, and \$315.63 in 1975.

AUTO THEFT

ANALYSIS OF AUTO THEFT IN DENVER

The crime of auto theft has shown a consistent decrease since 1972. The 1975 data reflects still another decrease over the 1974 data (see Figure 62). In 1974 there were 6,396 auto theft total offenses and the 1975 data reflects a total of 5,958 offenses for a 6.8% decrease. This continued decrease is significant in that Denver has one of the highest per capita Motor Vehicle ownerships among major cities in the country.

The frequencies of reported auto theft offenses in Denver reached a seven year low in 1975. As stated previously, the 1975 total is 6.8% below the 1974 offense total, the previous low year. Arrest for auto theft in 1975 decreased by 5% over the 1974 arrest figures. The rate of arrest per offense did not decrease (see Figure 63).

Characteristics of the Offenses

In 1975 there were 5,958 offenses reported to the police. Of this number 667 or 13.9% were unfounded. Stolen automobiles represented 86% of the total, 9% were trucks, 3% were motorcycles and 2% were attempted auto thefts. The most frequently stolen automobile is the chevrolet which accounts for 37% of stolen autos. The most common method of entry is through an unlocked door or window.

The value of property lost through auto theft in Denver is approximately five million dollars annually. In 1975 the property loss was placed at \$4,545,426. This makes the average value of a vehicle stolen in 1975 as \$763.00. However, the recovery rate for auto theft was relatively high, 79%. Consequently, the net property loss in the average theft was only \$183.59 in 1975.

Figure 62
Auto Theft Total Offenses 1969-1975

NUMBER OF OFFENSES

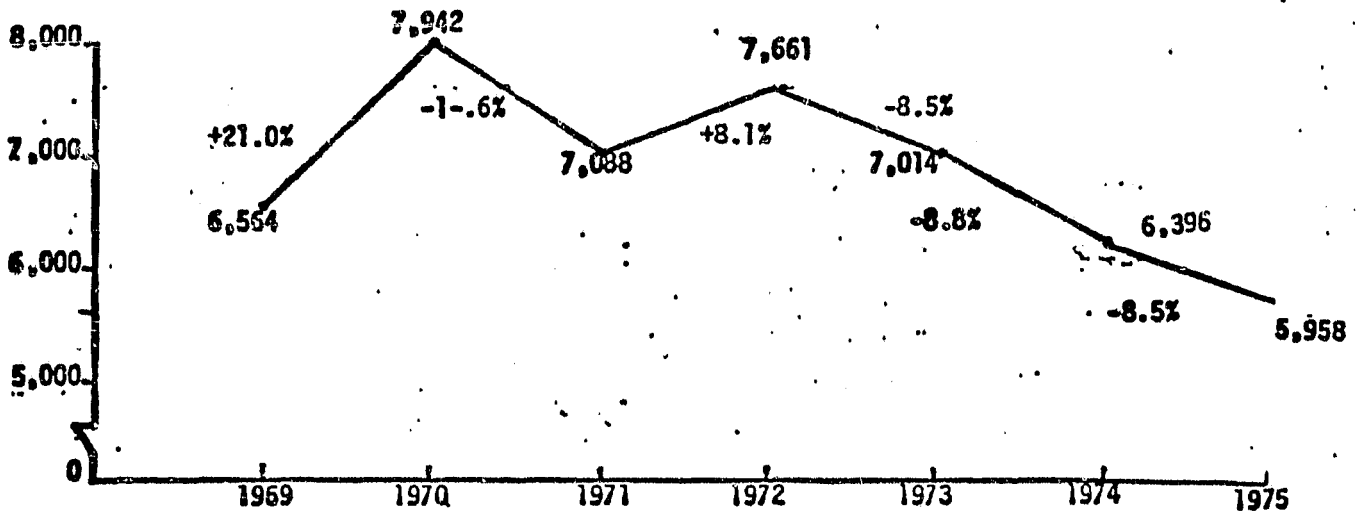
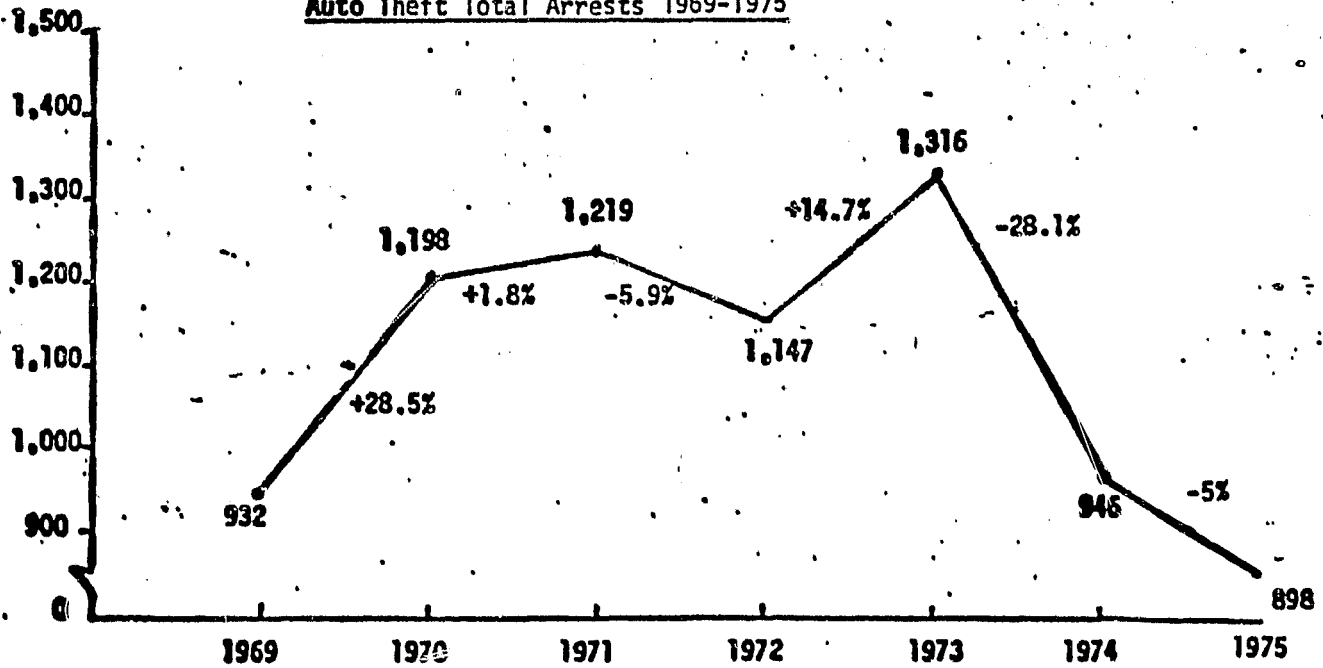


Figure 63
Auto Theft Total Arrests 1969-1975

NUMBER OF ARRESTS

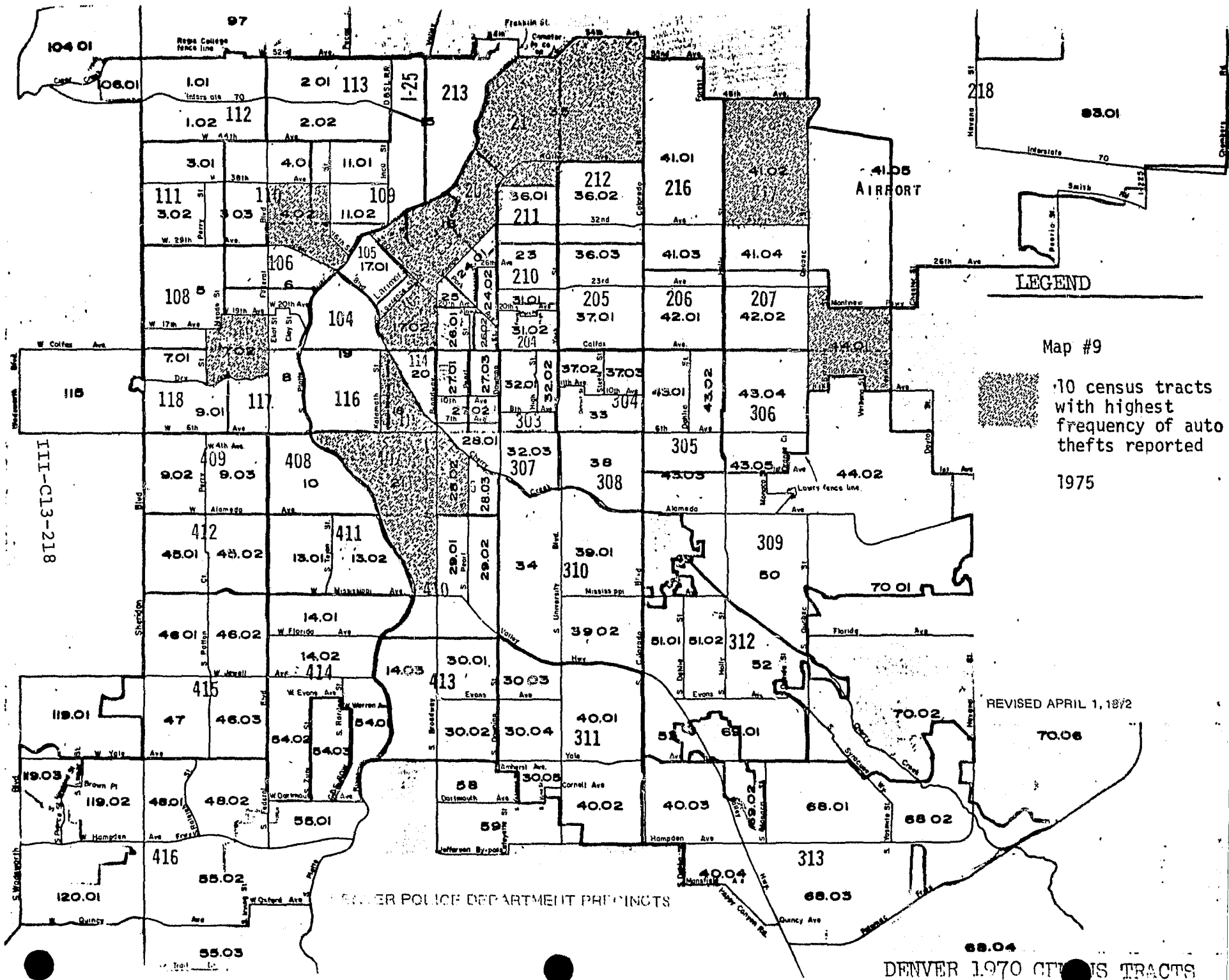


Auto thefts occur most frequently in the North Central portion of the city. The most active area follows a somewhat crude "L" shape running diagonally from Colorado Blvd. Northeast to Southwest between the Platt River and 40th Avenue to Downing to Champa, through Central downtown, then Southeast between Cherry Creek and the South Platt to Alameda. The 1975 high frequency area closely matches that of 1974. The principal exception being that victimizations within and near Stapleton Airport were reduced. (See Map #9).

Vehicles are stolen from outside street/alley (pedestrian) locations more frequently than from any other kind of location. Approximately 44% of all victimizations occur in this type location. The next most common kind of location of victimizations are public accessible (field/lot) recreational type parking or gathering locations. This kind of location accounts for approximately 39% of victimizations. Typically, vehicles stolen were privately owned as opposed to business or governmental property and the offense occurred during night time hours.

Offender Characteristics

The typical auto theft offender was a white male juvenile between 15 and 17 years old. Juveniles accounted for 67% of all arrestees. In terms of ethnicity among the juvenile arrestees, 81% were white (includes Chicanos) and 19% black. Among adult arrestees, white (including Chicanos) males accounted for 67% and Black males 29% of the total. The combined total of arrestees for 1975 was 898, 600 juveniles and 298 adults.



LEGEND

Map #9

10 census tracts with highest frequency of auto thefts reported

1975

REVISED APRIL 1, 1972

DENVER POLICE DEPARTMENT PRECINCTS

Case Processing

In 1975 of the 5,291 actual offenses reported, 698 (13%) were cleared by arrest. In order to track police processing of reported auto theft, data on reported offenses over a two year period has been recorded (see figure 64) and analyzed to reflect clearance percentages and other dispositions. There were a total of 13,334 auto thefts reported during the two year period(10/73-10/75); of these reported thefts, only 1,858 cases or 13.9% were cleared. Most of these clearances were through an arrest (1473 cases) with the additional 385 clearances accomplished through exception. Rationale for the exceptional clearances included the victims' refusal to prosecute or the District Attorney's refusal.

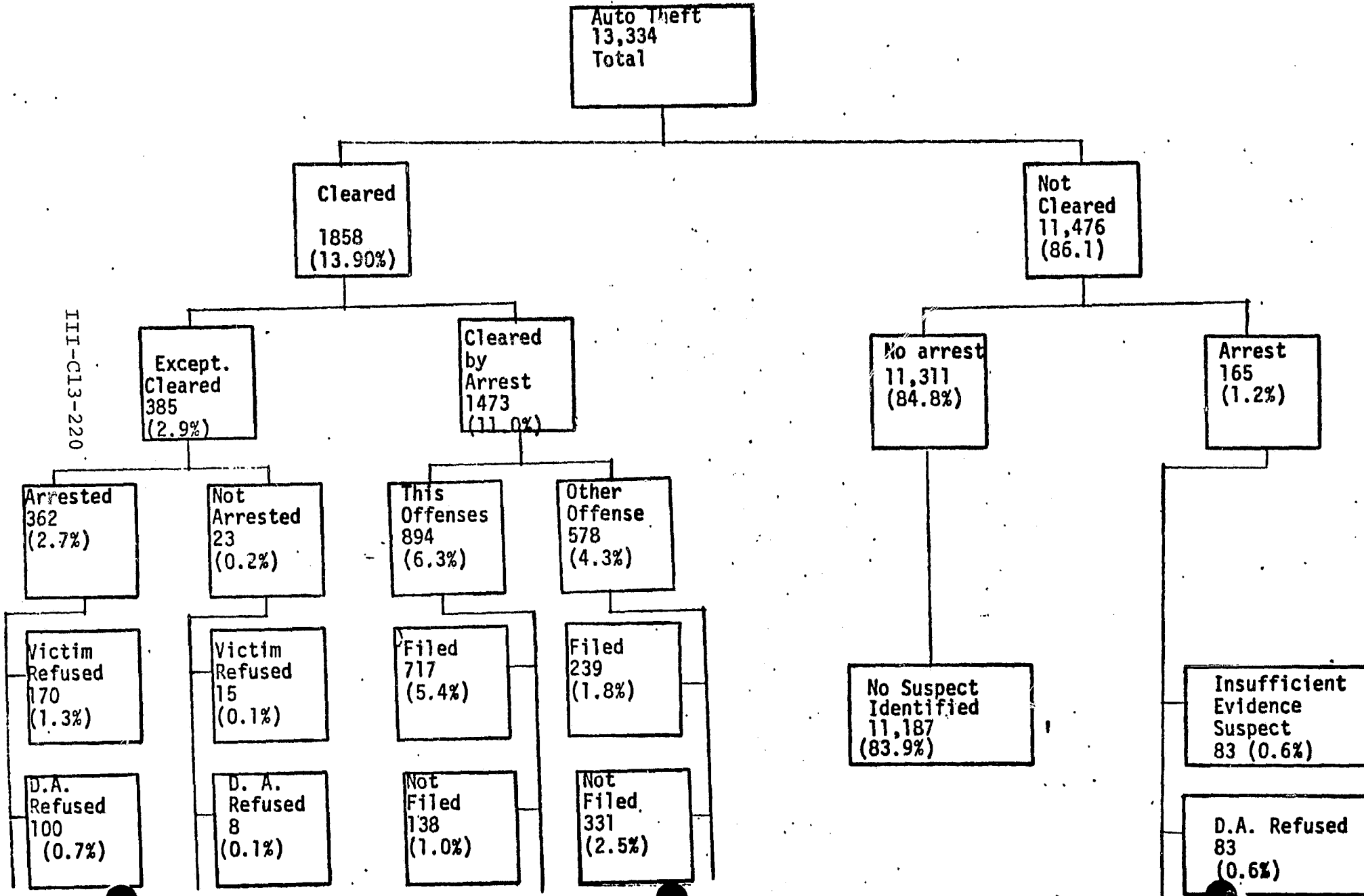
Problem Areas

Auto theft offenses have shown a steady decline since 1972. The clearance rate for auto theft over the past three years has been consistently maintained at 13%. The property recovery rate for auto theft has also remained constant at or near 80% (78.63% in 1975).

As was the case in 1975, the northeast quadrant of the city including the Stapleton Airport area is the area of highest auto theft victimization. Efforts to reduce auto thefts should be concentrated in this particular area. Arrest data reflect that juveniles are most frequently responsible for this offense and consequently, prevention measures should be directed towards youthful offenders. Public education directed toward vehicle owners should assist in reducing attractive opportunities which often tempt youthful offenders into the commission of this offense. Among class 1 offenses, auto theft is

Figure 64

Auto Theft Total Reported
Offenses Two Years 10/73-10/75



III-C13-220

the only one that has shown a continuous decline since 1972.
Technology indicates that this encouraging trend should continue.

CLASS II OFFENSES - PERSONAL

ANALYSIS OF CLASS II OFFENSES - PERSONAL

Included in the compilation of Class II Personal crimes category are other assaults, sex offenses, and offenses against a child or family. The data analyzed in this section are without a baseline, unlike the aggravated assault, homicide, robbery and burglary data.

There were no significant surprises in reported offenses in 1975 as contrasted to previous years. The total arrests increased 24% for a 4% increase in reported offenses. The adult arrests represented the increase while the arrests for juveniles decreased by 12% for other assaults during the year. There was nothing included in the data that suggests either a significant problem to be addressed or a potential program area that might demand high priority to improve the quality of life in Denver.

Figure 65

Crimes Against Persons-Total Reported Offenses 1969-1975
Including Other Assaults, Sex Offenses, Statutory Rape

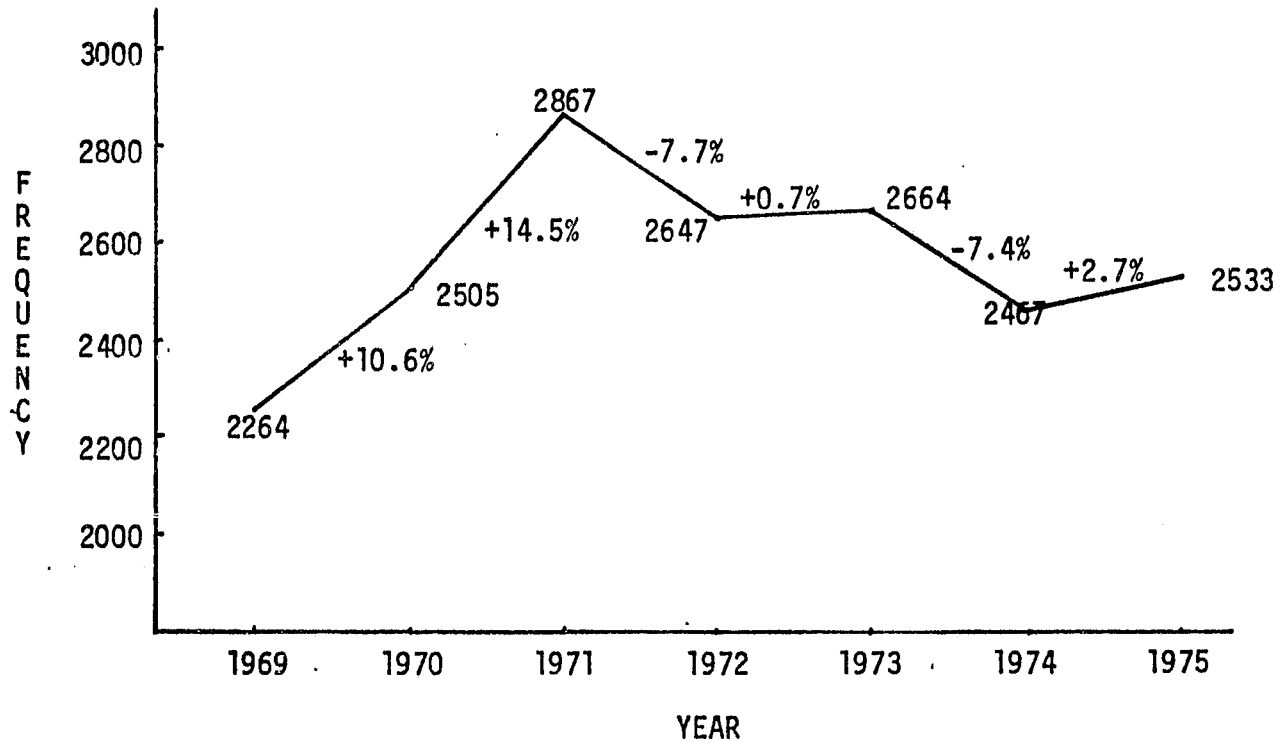
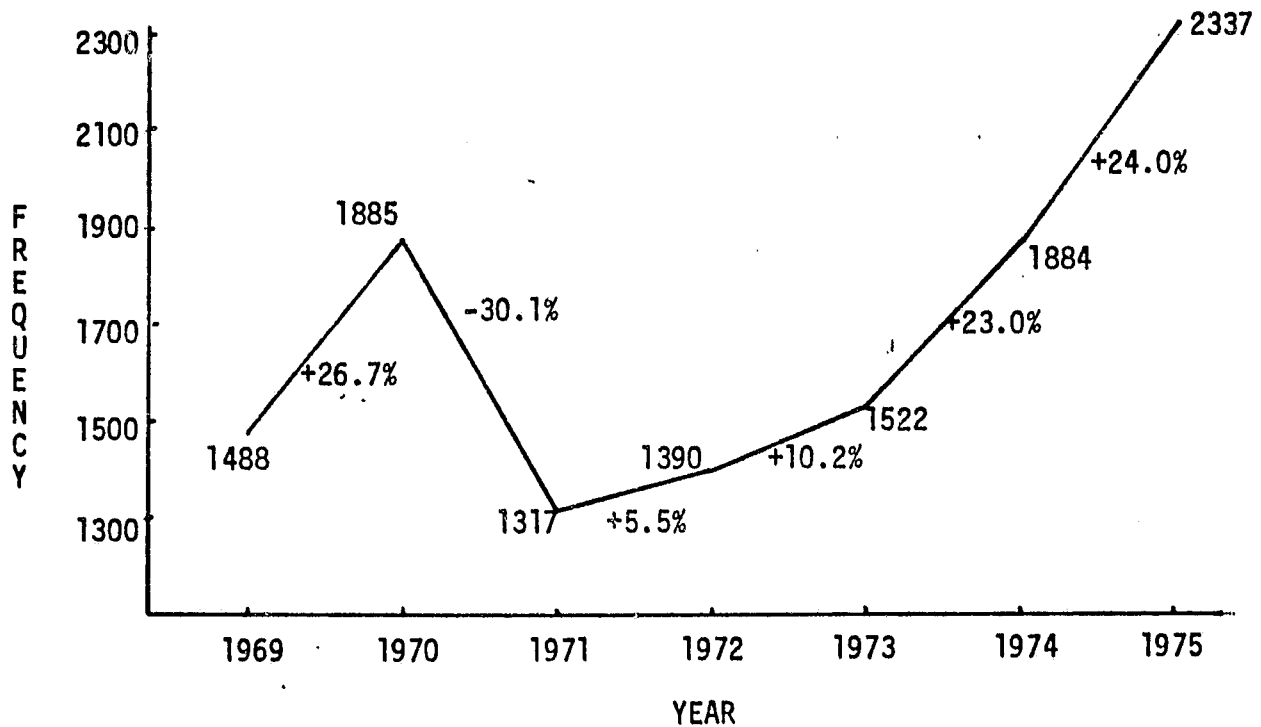


Figure 66

Crimes Against Persons - Total Arrests 1969-1975
Including Other Assaults, Sex Offenses, Statutory Rape



CLASS II OFFENSES - PROPERTY

ANALYSIS OF CLASS II OFFENSES - PROPERTY

Class II crime against property includes the offenses of arson, forgery, embezzlement and fraud, possession of stolen property, and vandalism.

Included in a six year trend analysis of reported offenses are forgery, embezzlement, fraud, and vandalism. Data on arson and possession of stolen property are only available in arrest statistics. The reported offenses for 1975 represented a 14.5% reduction over 1974 and were the fewest experienced in the seven years of 1969 to 1975. Arrests for the same offenses plus arson and possession of stolen property similarly were among those of 1974 by 8.4% but still above the low recorded in 1971. The arrests relationship to reported offenses, however, was 20% in 1975 as contrasted to 14.6% in 1971 and 19% in 1974. The reduction in reported offenses was shared by all categories of property crimes and no anomalies were observed.

Adults are the dominant group of identified offenders for forgery, fraud, embezzlement, and possession of stolen property, while juvenile arrests outnumber the adults for the offenses of arson and, particularly, vandalism.

Increases in clearance of offenses through arrest were observed for vandalism, increasing from 14.5% in 1974 to 15.5% in 1975.

The annual variations in reported Class II property offenses are not completely understood. Among the factors in 1975 that may have influenced the changes are the criminal justice efforts of the streetlighting, ESCORT programs and Neighbors ACT project.

Figure 67

Crimes Against Property-Total Reported Offenses 1969-1975
Including Forgery, Embezzlement, Fraud, and Vandalism

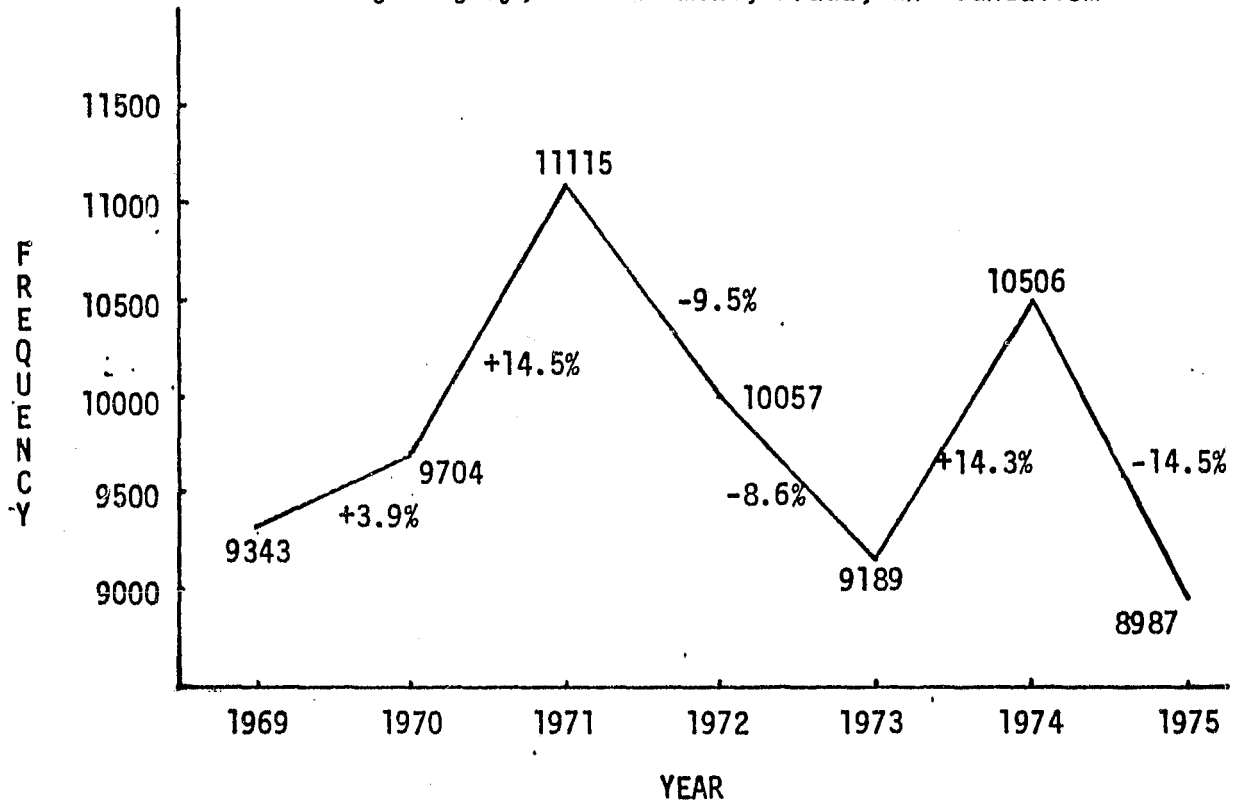
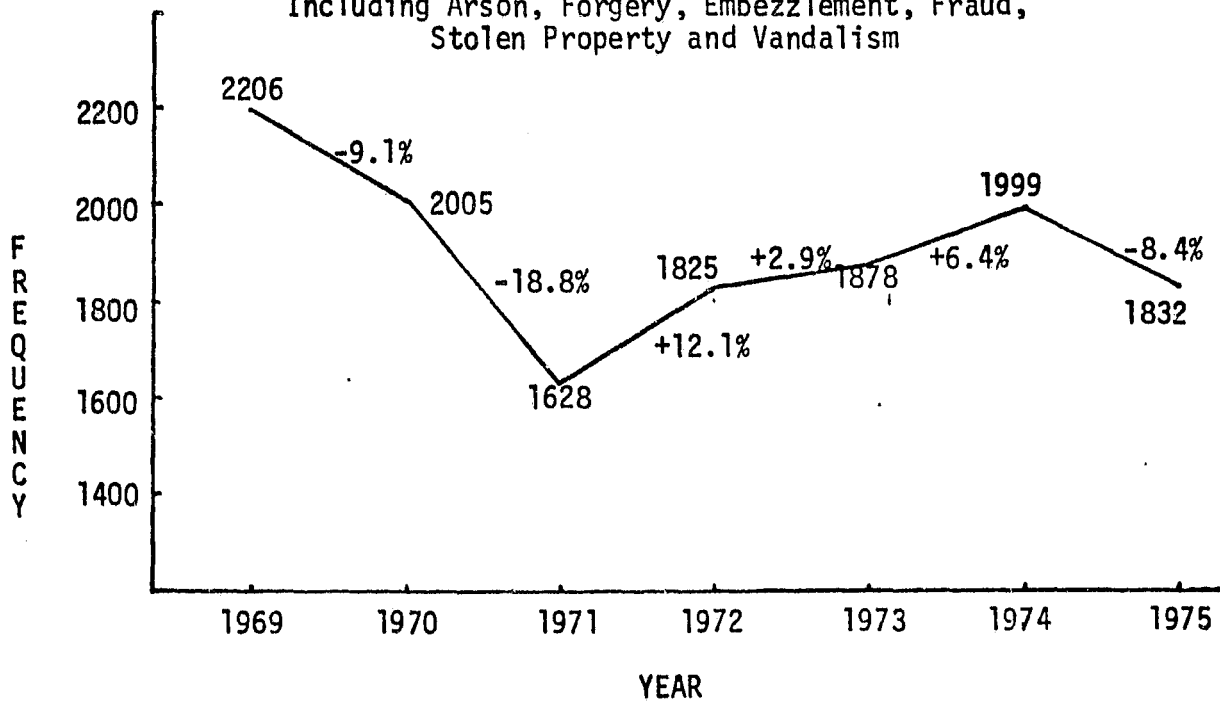


Figure 68

Crimes Against Property-Total Arrests 1969-1975
Including Arson, Forgery, Embezzlement, Fraud,
Stolen Property and Vandalism



VICTIMLESS CRIMES

ANALYSIS OF VICTIMLESS CRIMES

The category "victimless crimes" is perhaps a misnomer for offenses against civil order which at some time in the past were determined by the citizenry to be intolerable and a threat to the general well-being of the populace. They are characterized as victimless because a single person does not normally come forward and accuse another person of a wrong. In most cases, the police or prosecutor initiate the formal complaint against the perpetrator and the identification of an offense usually corresponds directly to the number of arrests. The crimes normally categorized as victimless crimes include prostitution and commercialized vice, sex acts between consenting adults, narcotic and drug laws, liquor law violations, disorderly conduct, vagrancy and gambling. In Table 71, the proportional breakdown of arrests in 1973, 1974 and 1975 shows which categories of crimes represent the largest frequencies of victimless crimes.

In Table 72, the frequencies and proportions of victimless crimes for which the police initiated an offense report in 1973 and 1974 are presented. These are the arrest cases which the police attempted to prosecute.

The most significant data of the victimless crime category are the impact of decriminalization of public intoxication reducing the category to zero. Similarly, the changes in emphasis on possession of marijuana has resulted in a reduction of violation of narcotics laws. Prostitution and commercialized vice posted the most significant increase in arrests for the year.

As with other Class II events, the data do not demonstrate major changes in 1975 for victimless crimes although they do suggest a closer analysis of the trend of prostitution and commercialized vice that has almost doubled in arrests over the last two years.

A second category of victimless crimes are the status offenses of run-aways and curfew violators. Run-aways comprise almost 10% of the "arrests" of juveniles while curfew violations comprise over 6%. With over 16% of juvenile arrests and, therefore, processing and the use of police and other community resources to handle this volume, some additional attention would appear to be merited to further analyze this area.

Table 71
Annual Reported Arrests and Order-Ins For Victimless Crimes
1973-1975

Arrest or Order-In	1973		1974		1975	
	Number	Percent	Number	Percent	Number	Percent
Carrying Concealed Weapon	1,020	5.0%	914	6.5%	904	9.3%
Prostitution and Commercialized Vice	290	1.4%	369	2.6%	565	5.8%
Violation of Narcotic Laws	4,807	23.3%	4,820	34.5%	3,649	37.6%
Gambling	24	.1%	71	.5%	88	.9%
Violation of Liquor Laws	306	1.5%	270	1.9%	445	4.6%
Public Intoxication	9,879	48.0%	3,305	23.6%	0	0.0%
Disorderly Conduct	4,041	19.6%	4,039	28.7%	3,913	40.3%
Vagrancy	234	1.1%	214	1.5%	145	1.5%
Total	20,601	100.0%	14,002	100.0%	9,709	100.0%

Table 72

Police Initiated Offense Cases for Victimless Crimes

	1973		1974		Total	
	Number	Percent	Number	Percent	Number	Percent
Carrying a Concealed Weapon	41	1.8	37	1.9	78	1.8
Prostitution and Commercialized Vice	10	.4	20	1.0	30	.7
Violation of Narcotic Laws	2,086	90.2	1,664	84.8	3,750	87.7
Violation of Liquor Laws	111	4.8	152	7.7	263	6.1
Disorderly Conduct	65	2.8	89	4.5	154	3.6
Total	2,313	100.0	1,962	100.0	4,275	100.0
Percent of Total Offense Cases	3.9%		3.0%		3.5%	

LAW ENFORCEMENT

Organization - General

Law enforcement services for the City and County of Denver are provided by the Denver Police Department. The department's organization consists of six functional divisions. These divisions are commanded by Division Chiefs who report directly to the Chief of Police. The Chief of the Denver Police Department is responsible to the city's Manager of Safety, who in turn is directly responsible to the Mayor.

The department is presently authorized to maintain a strength of 1,410 sworn police personnel and 273 civilian personnel. At this time, the actual departmental strength consists of 1,391 sworn personnel and 284 civilians. In addition, the Denver Police Department benefits from the services of 52 reserve officers.

Responsibility for the provision of law enforcement services in Denver rests exclusively with the Denver Police Department. Assistance in fulfilling this responsibility is, from time to time, received from the Colorado State Patrol, the Colorado Bureau of Investigation, the Federal Bureau of Investigation and the Federal Drug Enforcement Administration. Assistance of a more permanent and constant nature, yet of limited jurisdiction, is provided by the Denver Parks Police and Stapleton Airport Security Authority. The Parks Police are accountable to the Manager of Parks and Recreation, but are under the general supervision of the Denver Police Department. The Parks Police force consists of 14 officers

who receive complete entrance level training at the Denver Police Department's Training Bureau. Their jurisdiction is limited to the city's parks and fresh pursuit cases emanating from the parks.

Airport security consists of 21 security guards whose powers are limited and restricted to the airport facility. The security guards supplement a unit of 35 Denver police officers on permanent assignment at Stapleton Airport. These 35 Denver police officers are drawn from the department's sworn personnel strength. Airport revenues are utilized to defray the expense of this manpower deployment.

Organization - Specific

The various tasks and responsibilities of the Denver Police Department are primarily distributed among the agency's six divisions. These divisions include Administration, Patrol, Traffic, Investigation, Delinquency Control and Technical Services.

Administrative Division

The efficient management and administration of the department's internal affairs is the primary responsibility of the Administration Division. Departmental policies and procedures are researched and refined through this division for the approval of the Chief. Planning, fiscal affairs, training and the maintenance of personnel records are administered through this division. In addition, the department's records system, data center, Intelligence Bureau and Crime Analysis Section are organized within the

division. Of special note is the Video Training Section of the Division's Training Bureau. Federal grant support has facilitated the development of a modern and sophisticated closed circuit television studio and broadcasting system. High quality training tapes for utilization in entrance level, in-service and roll call training are being produced on a regular basis. Over 3,000 hours of training and educational material have been taped.

Patrol Division

The Patrol Division is the department's primary operational force. Crime prevention, the preservation of civil order and the servicing of routine complaints are provided by this division on a continuous basis. The Patrol Division is decentralized into four police districts. Each district is subdivided into precincts and each precinct is manned by at least one patrol officer 24 hours a day. There are 67 precincts in the city. The department is presently experimenting with a variety of sector designs in which precincts are grouped together so that individual precinct officers may function as a team. The sector design will assist in providing more continuity in patrol supervision, as each sector will be overseen by a Sergeant.

Included in the Patrol Division are three special units which are making significant contributions in patrol innovation for the Denver Police Department. These units are the Special Crime Attack Team (SCAT), ESCORT (Eliminate Street Crime on Residential Thoroughfares) and the Helicopter Unit.

The Special Crime Attack Team is a supplementary patrol force consisting of Patrolmen, Detectives and Evidence Technicians who utilize conventional and innovative patrol tactics to deter robberies and burglaries. Crime analysis and community education are important ingredients in the unit's operational philosophy. The team was initially funded by LEAA High Impact Program resources but has since been institutionalized by the department.

A new unit operational in 1975 is ESCORT. This is a LEAA High Impact Program supported project. The unit introduced an innovative patrol technique, motor bikes, to the six precincts which comprise the Capitol Hill area of the city. Crime analysis, community education and close personal contact between police and citizen are emphasized.

The Helicopter Unit provides observation and support to the Patrol Division's ground units. The unit has been of valuable assistance in supporting and directing a number of difficult apprehensions. The unit presently consists of a Lieutenant, six Technicians and one mechanic. One helicopter is operational with two additional units being prepared for operation later in the year.

Other units operating in the Patrol Division are the Special Services Unit, the Airport Police Unit and the Police Reserve Unit.

The Special Services Unit is the department's tactical force. It consists

of 41 sworn personnel who are specially trained in the handling of civil disorders. These officers also patrol high crime areas as directed by the Chief of Patrol. The Canine Corps is organizationally attached to this unit.

The Airport Police Unit, as mentioned before, maintains security for Stapleton International Airport.

The Police Reserve Unit consists of 52 volunteer citizens who are sworn and commissioned special officers. These volunteers supplement the Patrol Division's field force. During 1975 the unit contributed 22,282 man hours and 52,011 patrol miles to the department.

Traffic Division

The Traffic Division is responsible for controlling vehicular and pedestrian traffic throughout the city, enforcing traffic and parking regulations and conducting secondary investigations of traffic accidents. The division is also responsible for planning and coordinating police coverage of special occurrences such as parades, shows, sporting events, and any other functions where crowd control is necessary.

Investigation Division

The Investigation Division has the ultimate responsibility for continuing crime investigations initiated by patrol personnel. Personnel of this division interview victims and witnesses of crimes, conduct surveillances, apprehend suspects, serve warrants and prepare case filings for presentation in court.

The division's investigations are conducted through the Crimes Against Persons, Crimes Against Property, and Vice/Drug Control Bureaus. The division's Crimes Against Persons Bureau supports the Arson-Bomb Unit which has been particularly active in the handling and disposal of explosive materials. The division also houses the department's Crime Laboratory section.

Delinquency Control Division

Law enforcement's impact on the juvenile justice system in Denver is directed by the department's Delinquency Control Division. The division strives to prevent acts of delinquency through 24-hour patrol of high delinquency potential locations and through the provision of information and education programs to the public school system, businesses and other interested organizations. The division is responsible for the investigation of complaints involving juvenile suspects and assists the Investigation Division in cases where juveniles are implicated. Liaison activities between the Police Department, Welfare Department and Juvenile Hall are provided by the division. Delinquency Control personnel coordinate the filing of juvenile petitions and court appearances, screen incoming juveniles and represent the police department at detention hearings. The division is also responsible for investigating reports of missing persons, complaints of child abuse or neglect, and all thefts of or from automobiles.

The Delinquency Control Division supports the concept of diverting youthful offenders from the criminal justice system. During the past

three years, the division has referred over 4,400 children to Denver's network of Youth Service Bureaus.

Technical Services Division

This division provides the supportive services necessary to accomplish the department's law enforcement mission. The police department's communications system is administered through this division. Responsibility for the maintenance of the department's vehicular fleet and for the custody and control of evidence and other non-departmental personal property is also entrusted to the Technical Services Division.

In addition to the above described divisions, two other bureaus, the Staff Inspection Bureau and the Community Relations Bureau, report directly to the Chief of Police.

The Staff Inspection Bureau is responsible for preserving the department's integrity. The bureau investigates citizen complaints of police misconduct and processes disciplinary actions initiated by the department. The bureau ensures compliance with departmental rules, regulations and procedures through formal and spontaneous inspections of personnel and operations.

The Community Relations Bureau serves as the department's public information center and strives to enhance communications and rapport between police and the citizens they serve. Through increased dialogue,

the community's knowledge and understanding of police goals, problems and actions is promoted and mutual cooperation and involvement is facilitated. Included in this bureau are the Police Athletic League and the Junior Police Band. Each of these organizations presents opportunities for police officers to work with youngsters of impressionable ages. The bureau also administers a network of Police Storefronts. These neighborhood centers have been established to provide forums where citizens can informally exchange ideas, express their opinions and voice their concerns or complaints about the department in a non-coercive atmosphere. A storefront is located in each of the department's four patrol districts. They have been instrumental in relieving or reducing community tension and increasing effective communication and understanding.

MANPOWER AND STAFFING

Sworn Personnel

The Denver Police Department's actual sworn personnel strength of 1,391 officers is distributed among the following job classifications: Chief, Division Chief, Captain, Lieutenant, Sergeant, Detective, Technician, Dispatcher, Radio Engineer, Superintendent of Radio Engineers, and Patrol Officers.

The duties and responsibilities of the Chief, Division Chiefs and other supervisory personnel will not be elaborated upon in this plan. However, to avoid confusion and to clarify personnel tables presented in this section, brief narrative descriptions to distinguish the job titles of Detective, Technician and Dispatcher are provided. Each of these positions represents a promotion above the rank of Patrolman and the pay scale for each position is identical. Additionally, information relative to the Radio Engineer position is provided.

Detectives of the Denver Police Department are responsible for conducting investigations of reported offenses assigned to them. In all felony cases in which an arrest is made, a Detective will be assigned to prepare the case for filing by the District Attorney and for presentation in Court.

Patrolmen who demonstrate initiative, resourcefulness, intelligence, alertness, observation, memory and judgment to a greater degree than is ordinary, may be assigned to perform line, administrative or auxiliary

functions as a Technician. Specific talent or training is not a mandatory prerequisite to the promotion but may be required for certain assignments. Technicians are assigned throughout the department.

Dispatchers are sworn personnel promoted from the rank of patrolman and assigned to radio dispatch duties in the Communication Bureau.

Radio Engineers are sworn personnel trained in electrical engineering and assigned to the Communications Bureau. They are responsible for the efficient operation of the transmitter and all auxiliary equipment of the radio transmitter station. It is also their duty to make repairs and maintain mobile and other radio equipment. Radio Engineer's salary scale is in parity with that of Sergeants.

Table 1 indicates the numbers of individuals presently filling the department's sworn job classifications and the salary ranges corresponding to the various positions. Differences between starting salary and upper limits are based strictly upon seniority with the exception of Patrolmen.

Table 1

Denver Police Department Sworn Personnel Salary Range

Position	Number	Salary Range (1976)
Chief of Police	1	\$37,596
Division Chief	6	\$26,940 - \$27,036
Captain	18	\$22,680 - \$23,016
Lieutenant	37	\$20,004 - \$20,340
Sergeant	145	\$17,148 - \$18,012
Detective	273	\$15,372 - \$16,572
Technician	147	\$15,372 - \$16,572
Dispatcher	25	\$15,372 - \$16,572
Supt. Radio Engineers	1	\$20,340
Radio Engineer	12	\$15,372 - \$16,572
Patrolman	726	\$10,800 - \$15,276
Total	1,391	

The sworn personnel are presently distributed throughout the department in the manner shown in Table 2. This table also indicates the percent of total sworn personnel assigned to the department's major divisions and bureaus. This information, as well as the personnel data presented in Table 1, reflects actual strength as of the sixth 28-day working period of 1976. The distribution figures cited in Table 2 are subject to minor fluctuations between each departmental work period. Changes

Table 2

Denver Police Department - Sworn Personnel Distribution

Assignment	Chief	Div. Chief	Capt.	Lt.	Sgt.	Det.	Tech.	Disp.	Supt. Radio Engr.	Radio Engr.	Pat.	Total	Percent Total Dept.
Office of Chief and Manager of Safety	1			1		1						3	.2%
Administrative Division		1	5	4	12	19	17				58	116	8.3%
Patrol Division		1	4	17	75	13	84				553	747	53.7%
Investigative Division		1	3	2	17	143	1				13	180	13.0%
Traffic Division		1	1	3	16	23	7				85	136	9.8%
Delinquency Control Division		1	2	3	6	54	3				2	71	5.1%
Technical Services Division		1	2	2	11	1	30	25	1	12	14	99	7.1%
Staff Inspection Bureau			1	4	5	4						14	1.0%
Community Relations Bureau				1	3	3	5				1	13	.9%
Special Leave (i.e. DA's Office, etc.)						12						12	.9%
Total	1	6	18	37	145	273	147	25	1	12	726	1391	100.0%

are minimum due to the extremely low attrition rate experienced by the department. During 1974, less than 1.5% of the Denver Police Department's sworn strength turned over as a result of resignations, retirements or non-voluntary terminations.

Civilian Personnel

Civilian personnel are involved in a variety of activities at the Denver Police Department. The majority of the department's civilian employees are classified as administrative or communications clerks. Other civilian positions include mechanics, accountants, parking meter

clerks, chemists and fingerprint technicians. Of special interest are the department's positions for a Closed Circuit Television Engineer, Crime Analyst and Legal Coordinator. The Crime Analyst is assigned to Project ESCORT while the Television Engineer is assigned to the Video Section of the Training Bureau. The Legal Coordinator is a

Table 3

Denver Police Department - Civilian Personnel Distribution

Civilian Personnel Assignment	Number of Civilian Personnel	Percent of Total Civilian Strength
Office of Chief and Manager of Safety	1	.4%
Administration Division	50	17.6%
Patrol Division	14	4.9%
Investigation Division	21	7.4%
Traffic Division	23	8.1%
Delinquency Control Division	32	11.2%
Technical Services Division	141	49.6%
Staff Inspection Bureau	1	.4%
Community Relations Bureau	1	.4%
Special Leave (i.e., DA's Office, etc.)	-	-
Total	284	100.0%

practicing attorney and is responsible to act as a liaison between the department and courts, advise the Chief on legal issues, accompany officers on investigations when requested, lecture at the Police Academy and present pertinent roll call training.

Civilian personnel strength also includes 17 police cadets who are assigned throughout the department.

Table 3 reflects the present distribution of civilian personnel within the primary organization units of the department.

CASELOAD AND WORKLOAD SUMMARY

Providing law enforcement services to Denver's population of over 500,000 individuals entails a tremendous amount of both direct and indirect activity. The manhours and workload of personnel supplying essential support to line officers and investigators and consequently indirectly to the citizens will only receive documentation in this plan to the degree that the workload of patrol and investigative personnel reveals the extent of this supportive activity (i.e., yearly calls for service indicates workload of dispatchers and communications clerks). This section will only address the workload of patrol line officers and the caseloads of investigating detectives.

Patrol Workload

For purposes of this workload analysis patrol line manpower has been restricted to Sergeants, Technicians and Patrolmen actually assigned to the four police districts serving Denver. By discounting supervisory positions of Lieutenant and above, as well as personnel from departmental divisions other than Patrol, a truer accounting of manpower actually patrolling to suppress index crimes and available to respond to citizen's calls for service is provided. Under this formula there are 579 patrol line officers presently assigned to the department's four districts.

* The analysis presents an ideal manpower complement. The actual figures of line officers available for patrol during each shift would be lower than figures provided on tables in this section due to the department's relief factor (i.e., regular days off, vacation, holidays, sick leave, etc.).

During the first five months of 1976, these 579 line officers responded to 14,284 reports of index crimes. This is equivalent to an average of 24.7 preliminary investigations of serious offenses per line officer. Projecting index crime over the remainder of 1976 results in an average index crime workload of 69 cases per line officer. The ratio of total reported index crime for 1975 to the 579 line officers is 74 cases per officer.

A more intense average workload is revealed through an analysis of serious offenses by the shift in which they occur and are responded to. For example, during shift or detail Number 3, which extends from 7 p.m. to 3 a.m., approximately 57% of the serious offense calls occur. This is also the shift during which the largest percent (44) of manpower is deployed in patrol operations. Fifty seven percent of the reported index crimes during 1975 is equal to 24,478 offenses or 96 offenses per line officer deployed during shift Number 3. Routine patrol time is hampered by this increase in workload but the problem is somewhat alleviated by the deployment of Special Services Unit and Special Crime Attack Team personnel during this time frame. Analysis also revealed that approximately 15% of serious offenses occur during shift Number 1 (3:00 a.m. to 11:00 p.m.) and that 27.6% of the serious offenses occur during shift Number 2 (11:00 a.m. to 7:00 p.m.). Table 4 reflects the average number of 1975 reported serious offenses per line officer for each shift in each of the police department's four patrol districts.

* Based on analysis conducted by DACC of 1973 DPD calls for service dispatch cards.

Table 4

Index Crime to Line Manpower Ratio

Shift	Police Districts				Total City-Wide
	District 1	District 2	District 3	District 4	
Detail I (0300-1100 hrs)	37/1	44/1	44/1	44/1	41/1
Detail II (1100-1900 hrs)	67/1	72/1	84/1	64/1	72/1
Detail III (1900-0300 hrs)	86/1	91/1	114/1	99/1	96/1
Average Ratio	67/1	74/1	85/1	72/1	74/1

Only 10 to 15 percent of a line officer's workload is dedicated to responding to and conducting preliminary investigations of serious offenses. Some 85% of the calls received involve civil crises, minor complaints and routine requests for service. A 10% seasonally adjusted random sample of Denver Police Department dispatch calls for 1973 has been analyzed by the Denver Anti-Crime Council. The analysis revealed that during 1973 there were 590,520 calls for service dispatched to patrol line personnel. This figure does not include 86,000 administrative calls revealed by the dispatch cards. Calls for police service are estimated to have increased by less than .05% between 1973 and 1974. A reasonable estimate of calls for service workload presently encountered by patrol line manpower can be made by comparing the present patrol line strength of 579 to the calls for service recorded in 1973. An analysis or accurate count of 1974 or 1975 calls for service is not available

for comparative purposes. Under the constraints of the available data it appears that each line officer responds to approximately 1,020 calls for service per year.

Information regarding index crimes and calls for service per line officer for each of Denver's four district stations is provided in Table 5. This table also allows for comparisons between the four districts relative to crime, calls for service, population, area size, and manpower allocations. All ratios in this table are based on line strength rather than total sworn personnel strength. The more traditional approach of equating jurisdictional population, area size, crime and calls for service with total sworn personnel would produce a police per 1,000 population ratio of 2.7, a police per square mile ratio of 11.9, an index crime per police ratio of 31/1 and a non-administrative call for service per police ratio of 424/1.

To provide a more definitive picture of the types of calls received by the Denver Police Department, Figures 6, 6a and 7 have been constructed. The figures are based on the 10% sample of dispatched calls for service during 1973 and indicate the percent of specific types of calls that occurred during each patrol shift.

Patrol Manpower Distribution and Workload Summary

	District 1	District 2	District 3	District 4	Total
Detail I (0300-1100)					
Sergeants	5	5	5	5	20
Technicians	2	2	3	3	10
Patrol Officers	38	36	29	23	126
Detail II (1100-1900)					
Sergeants	5	5	5	5	20
Technicians	3	5	3	5	16
Patrol Officers	38	39	28	27	132
Detail III (1900-0300)					
Sergeants	5	5	5	5	20
Technicians	6	3	2	5	16
Patrol Officers	62	71	47	39	219
Total District Line Manpower					
Sergeants	15	15	15	15	60
Technicians	11 (164)	10 (171)	8 (127)	13 (117)	42 (579)
Patrol Officers	138	146	104	89	477
Total Index Crime 1975*	11,029	12,637	10,807	8,470	42,943
Index Crime Per Line Officer	67/1	74/1	85/1	72/1	74/1
Average Yearly Calls For Service **	182,280	155,748	131,352	103,188	590,520
Calls For Service Per Line Officer	1111/1	911/1	1034/1	882/1	1020/1
Population ***	101,449	104,050	176,253	132,926	514,678
Line Officers Per 1000 Population	1.6	1.6	.72	.88	1.1
Area Size (Sq.Mi)****	15.6	38.4	33.9	29.5	117.4
Line Officers Per Square Mile	10.5	5.4	3.7	4.0	5.0

* Not Adjusted for unfounded incidents

** Figures based on 1973 data; total includes calls not specified by district and

*** Figures based on 1970 census data excludes administrative calls

**** District sizes based on current annexation data

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Figure 6

High Priority Calls For Average Month
Proportion by Police Shift

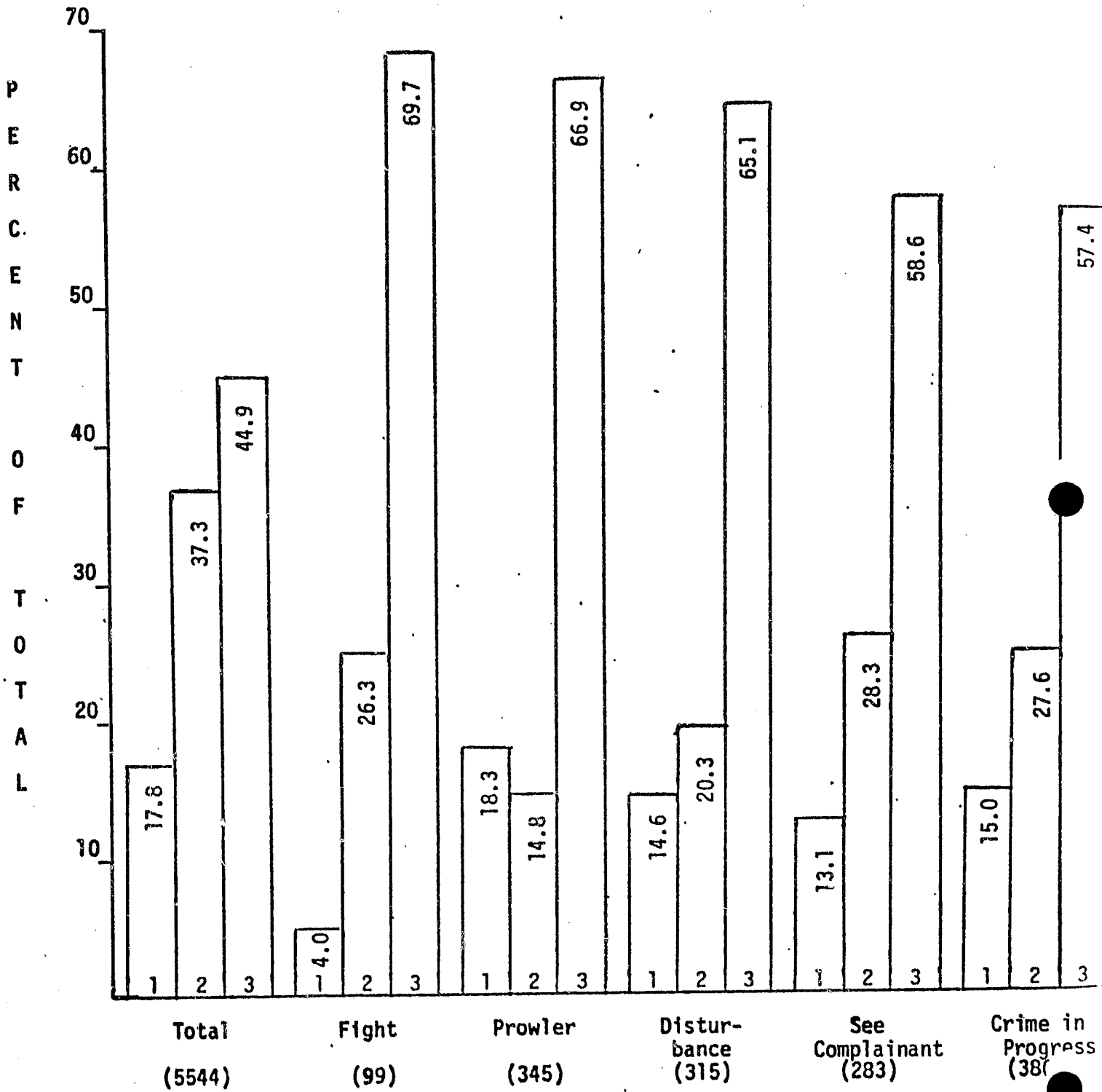


Figure 6-a

High Priority Calls For Average Month
Proportion by Police Shift

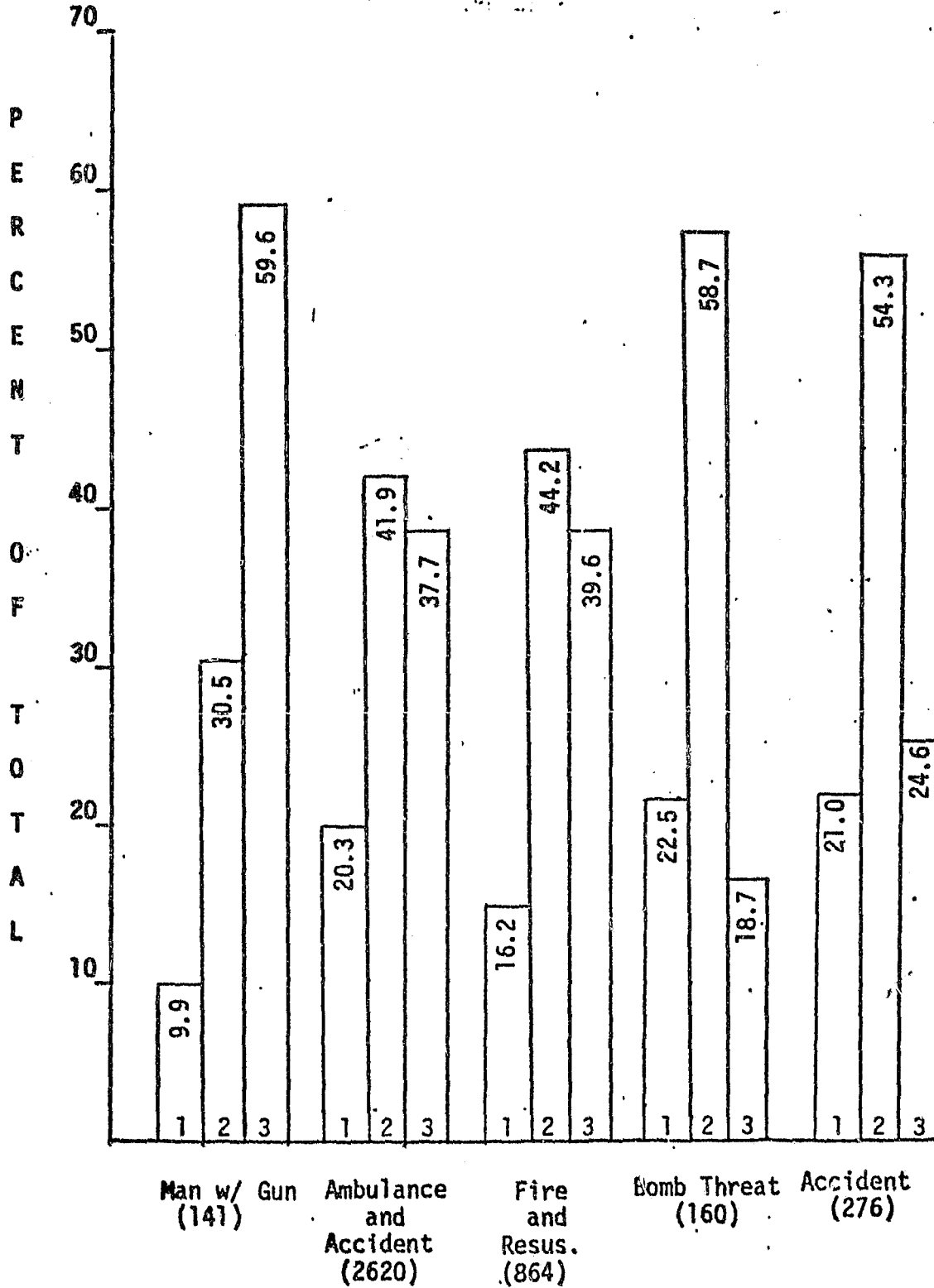
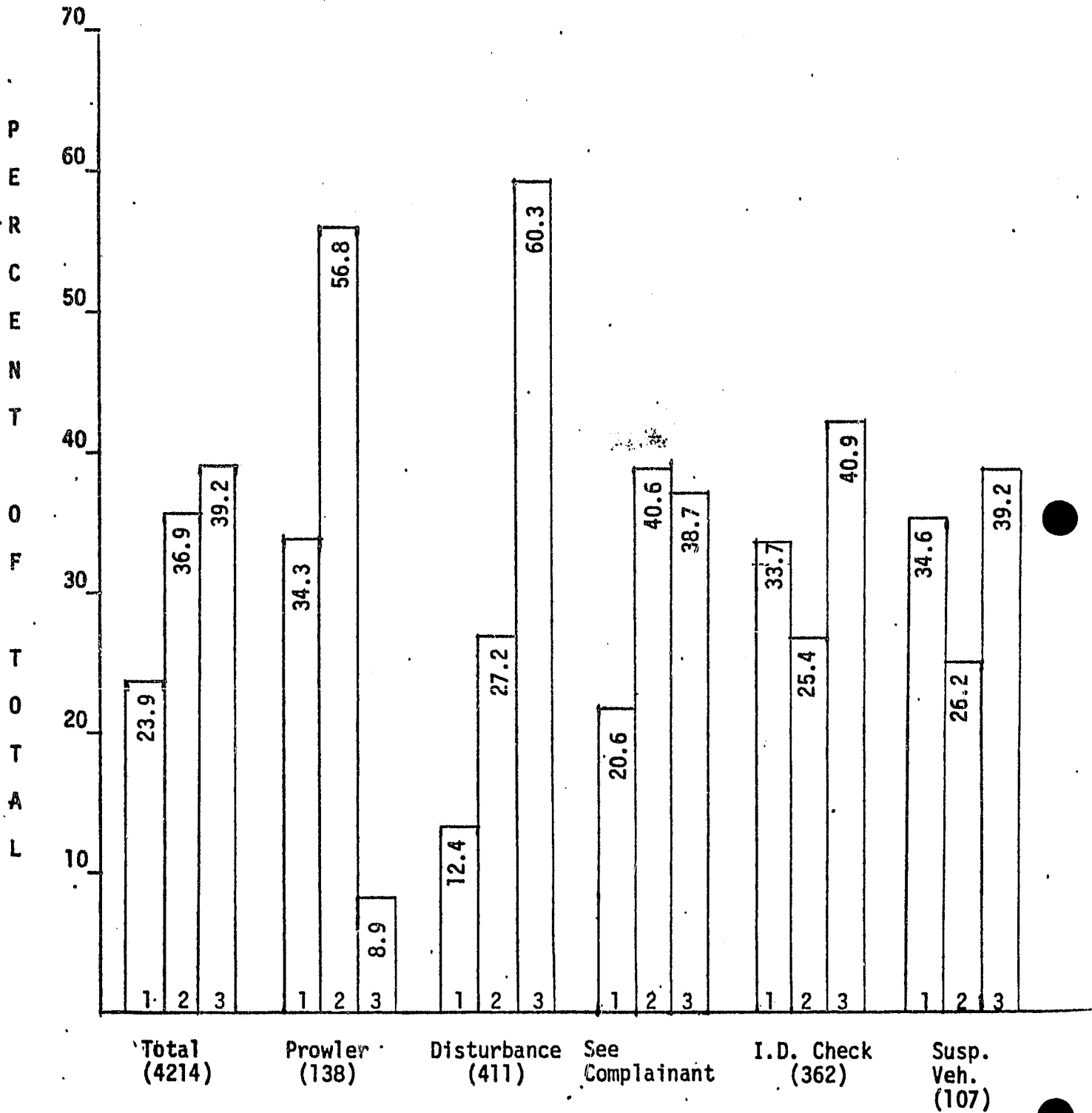


Figure 7

Low Priority Calls For Average Month
Proportion by Police Shift



Investigator Caseload

Investigative caseload is, of course, directly proportional to the rate of index crime and other felonies reported in the City and County of Denver. The caseload burden is not a constant figure but a variable one which fluctuates with the seasonal influences over crime rates. The burden upon Denver Police Department Detectives is a heavy one considering the requirement that every felony arrest, regardless of who initiates the arrest, must be assigned to a Detective for case preparation work. The investigator's caseload, therefore, consists of both the investigation of unsolved or uncleared incidents and follow-up investigation and case preparation of all felony arrests.

During 1975 detectives prepared cases for filing or release of 6,391 adults arrested for index crimes and 3,974 adults arrested for other felonies. Delinquency Control Detectives prepared 5,672 index crime cases in which juveniles were arrested and 700 other felony cases involving juvenile arrestees. In addition to post-arrest case preparation activity, detectives were responsible for follow-up investigation of 42,944 index crimes during 1975.

Table 6 reflects the average monthly caseloads of detectives assigned to specific investigative units. These average caseloads are based on data accumulated for the first four months of 1975. Average monthly figures generally climb by 20 to 25 cases for most offenses during the summer months. Further explanation of the types of cases handled within the units follows Table 6.

Table 6
Detective Caseloads

Investigative Unit						
Robbery	Homicide	Assault	Sex	Bomb	Burglary-Theft	Crimes Against Property-Special Assignment
Average Monthly Caseload Per Detective						
31	26*	52	51	41	44	188

*Homicide cases always assigned to teams of two detectives; thus the figure represents 13 cases per detective.

Robbery Unit detectives investigate cases of aggravated robbery while simple robberies, purse snatches and assaults are handled by the detectives of the Assault Unit. Rape offenses, as well as other sexual assaults, fall under the investigative responsibility of the Sex Unit. The investigations of homicides, serious aggravated assaults and all suspicious deaths and suicides are conducted by the Homicide Unit. Cases of arson, bomb threats and bombings are responded to and investigated by the Bomb Unit. The Burglary-Theft Unit is responsible for burglary investigations and for the investigation of major theft cases. The Special Assignment Unit's detectives handle minor crimes against property cases but are responsible for a particularly large number of these incidents.

Not included in Table 6 are those cases investigated by the Delinquency Control Division's detectives. All auto theft cases and crimes in which

juveniles are the suspected perpetrators are handled through the DCD. Auto theft detectives investigate an average of 63 theft cases or 90 auto stripping cases each month. The DCD's general offense section is responsible for the investigation of serious incidents of juvenile delinquency. The average caseload of detectives in this section is 54 per month.

Ninety percent of the Denver Police Department's investigators operate from two-man vehicular assignments. This situation, in effect, doubles the caseload of each detective assigned to a two-man vehicle. Although some aggressive investigative techniques or crime covering tactics may require two-man assignments, most routine investigations do not and are, in fact, hampered by the burdensome arrangement. Vehicular availability presents a serious handicap and obstacle to investigative efficiency and productivity in Denver. The problem is particularly acute in the department's Burglary-Theft Unit where a total of 28 vehicles must be distributed among 50 detectives and six sergeants during the same shift. In the entire department, there are 480 automobiles.

The efficiency and productivity of the investigative process, as well as the strength of cases developed for court presentation, is enhanced by expeditious and thorough crime scene searches and processing. Denver Police Department detectives are far from receiving the maximum benefits of technical crime scene services due to the limited manpower devoted to evidence collection and processing. Only 19 evidence technicians are assigned to serve the entire City and County of Denver 24 hours each

day. This limited strength is further diluted relative to crime scene services due to the necessity of maintaining technicians in the crime lab for evidence analysis. Thousands of index crimes must, therefore, be investigated without the assistance of the evidence technicians' services.

TRAINING AND EDUCATION

Before appointment to the Denver Police Department, applicants must successfully complete a written examination, physical examination, polygraph test and an oral examination. Applicants must be high school graduates, at least 21 years of age and no older than 31. Vision must be at least 20/40 but 20/100 is acceptable if correctable to 20/20 with glasses. There are no minimum or maximum height or weight requirements but height and weight must be proportional.

The tutoring program was created in conjunction with the Community College of Denver in September of 1974 to assist candidates for police appointment in preparing for the written examination. Through this program marginal applicants who failed the examination and whose test grade indicates some room for improvement are advised of the program's availability. The candidate, if interested is tested and evaluated by the testing lab at the Community College for determination of his or her area of deficiency. Once the deficiency is determined, the applicant is enrolled in appropriate classes to strengthen those basic skill areas deemed in need of improvement. The psychometrists of the Civil Service Commission, along with the testing lab instructors, have determined what the content of the classes should be. The philosophy of the program is for applicants to be tutored in such a manner that they will be prepared to take any test, not just one particular examination. A fee of \$20.25 for the three-credit course is paid by the applicant. The program does not automatically end for an individual upon passing the

entrance examination. Once in the Police Academy, the recruits are encouraged to continue attending the classes, so that continuity with the same teaching staff is maintained and skills can continue to be strengthened.

Upon appointment, probationary officers must complete sixteen weeks of entrance level training at the Training Bureau. The curriculum of the Police Academy is comprehensive and exceeds the minimum standards required by the Colorado Law Enforcement Training Academy Advisory Board. General areas of instruction include: 1) History, Orientation and Administration of Justice (71 hours); 2) Basic Law (55 1/2 hours); 3) Police Procedures (144 hours); 4) Skill Training (91 1/2 hours); 5) Community Relations (45 hours); 6) Optional Courses (181 hours); and 7) First Aid (24 hours).

In addition to the 16 weeks of Academy training, probationary officers demonstrating deficiencies in basic academic skills (i.e., reading, arithmetic, etc.) are required to attend a two-week remedial skill building course conducted by the Community College of Denver. For these candidates, Academy training is effectively eighteen weeks in duration.

Career advancement opportunities within the Denver Police Department are broad and offer a variety of incentives to all personnel. Officers with special skills or investigative acumen may be appointed to the rank of technician or detective. There are no testing requirements, other than demonstrated ability in the field, as a condition to appointment.

Promotions to the supervisory positions of sergeant through captain are made according to the Rules and Regulations of the Civil Service Commission of the City and County of Denver. Promotions are the products of a competitive process in which applicants are judged and ranked by seniority, efficiency rating, written test score and oral examination score. Subjects tested and the weights for the various promotional criteria are determined by the Civil Service Commission.

Seniority normally accounts for 10% of an applicant's final score. Before an officer is eligible for promotion to sergeant, he/she must have at least five years in grade as a patrolman, two of which as a Patrolman or or Patrolwoman First Grade. Candidates for lieutenant must serve two years in grade as a sergeant and candidates for captain must serve at least two years as a lieutenant.

Efficiency ratings only account for 3% of an applicant's final score. This minor weight is reasonable considering that a uniform and objective system of performance and efficiency evaluation has not been established within the police department.

Written and oral examination scores round out the applicant's final score for promotional eligibility.

The final steps in career advancement within the Denver Police Department are appointments by the Chief to Division Chief positions and appointment as Chief of Police by the Mayor of the City and County of Denver. Only

lieutenants and captains of the Denver Police Department are eligible for appointment to the rank of Division Chief. There is no such restriction for appointment as Chief of Police.

The Denver Police Department strives to keep sworn personnel abreast of new developments in law enforcement through on-going in-service training. Video taped roll call training material is broadcast to all sworn personnel sixteen times each week (one training program each week is shown eight times on Tuesday and eight times on Thursday so that all personnel have an opportunity to view the material). During 1975, every sworn Denver police officer completed forty hours of in-service crime prevention training. This LEAA High Impact supported project provided comprehensive training in crime prevention techniques, crime risk management, and crime specific training in prevention and target hardening procedures. In addition, training in a variety of special fields (i.e., narcotics, bomb and explosion investigation, juvenile delinquency supervision, management, law, report writing, Spanish, investigation techniques, etc.,) has been promoted. During 1975, 145 sworn personnel received approximately 4,088 hours of specialized training in the areas listed above. Of those hours, 1,584 were devoted to management training which constitutes a considerable increase over 1974.

The Denver Police Department does not maintain a formal program to encourage sworn personnel toward advanced academic achievement. Officers are advised of opportunities under the Law Enforcement Education Program but the department does not sponsor any tuition refund or time off with

pay college incentive programs. Commanders are encouraged by the department's administration to arrange for special shift assignments for those officers attending college.

Educational records of sworn personnel are maintained on a voluntary basis and are incomplete. All personnel have at least a high school education. Data which are several years old and at best incomplete, indicate that 69 sworn personnel hold college degrees and six hold advanced degrees.

As mentioned, the Denver Police Department does maintain a Police Cadet Program. There are presently eighteen police cadets assigned throughout the department. A vigorous recruitment effort is underway to attract an additional twenty police cadets to the department. Police cadet salaries start at \$6,192 per year and increase to \$7,226. Cadets are required to attend college under LEEP support. To qualify for the program, candidates must be graduating seniors or recent graduates of a Denver High School, must not have reached their 20th birthday, must be in good physical condition with weight proportionate to height and must pass a qualifying written test, oral exam, physical exam and background investigation.

PROSECUTION

Organization and Staffing

The prosecution of criminal cases flowing through Denver's criminal justice system is the responsibility of the District Attorney's office. Functionally, the Denver District Attorney's office, which is the largest and most active in the state, is organized around the following primary activities: administration, District Court complaints, County Court complaints, Juvenile Court complaints, appeals, investigations, Grand Jury matters, Consumer Fraud and Victim-Witness Support.

For the most part, the District Attorney's staff is appointed and serves at the pleasure of the District Attorney. The staff currently includes over 100 full and part-time employees. Colorado law provides that the District Attorney may employ one Assistant District Attorney and as many Deputy District Attorneys, investigators, and other employees deemed necessary to properly transact the business of the office. In Denver, the maximum strength authorized by State Statute and City Ordinance is adhered to. Table 7 summarizes the various positions within the District Attorney's office and includes the number of employees per job title and their respective salary ranges.

The District Attorney's office is quite diverse in the special programs and services it renders. In addition to its historical role of filing complaints and prosecution, the office provides for the diversion of adults and juveniles from the criminal justice system. It maintains a victim and witness support project, a family support unit, an organized

Table 7

Positions Within The District Attorney's Office

Position	Number		Monthly Salary	
	Fulltime	Parttime	Minimum	Maximum
District Attorney	1		By	Statute
Assistant District Attorney	1		\$1,940	\$2,537
Chief Deputy Dist. Attorney	15		1,775	2,321
Sr. Deputy Dist. Attorney	15		1,554	2,029
Deputy Distict Attorney	12		1,245	1,625
Investigator	5		1,164	1,454
Investigator (detailed from other agency)	3		-	-
Legal Interns	9		350	700
Secretarial/Clerical	31		550	950
Other	9	7	-	-
Total	101	7		

crime unit, and investigates cases of consumer fraud. Additionally, the Denver District Attorney's office supports a crime prevention program, provides a legal advisor to the police department and advocates legislation for improvement in criminal justice.

Caseload

The District Attorney does not retain statistical data nor develop data relative to the performance of the office. The office plans to utilize the forthcoming management information system of the courts for case

tracking and status and, therefore, has not exhibited any desire to develop and utilize an internal case management system. Consequently, data to describe results of the internal processes of the office must be derived from the agencies operating on either side of the District Attorney, i.e., the police and the courts.

Denver Police Department data indicate that of 31,942 adults arrested in 1975, 15,320 were filed on by the District Attorney. Denver County Court data reveal that a total of 14,667 case filings were recorded for 1975 of which 2,936 were for felony offenses and 11,731 were for misdemeanors. Denver District Court data reveal that 2,859 felony cases were filed by the District Attorney during 1975. Of these cases, 2,336 have been completed. Convictions were reached in 1,616 of the cases, 500 cases were dismissed and an additional 167 cases were deferred. Defendants were acquitted in 53 cases. Court trials in the District Court were held for only 143 cases (136 by jury, 7 by court). Plea bargaining was apparent in 1975 felony processing by the District Attorney. Of the 1,616 convictions recorded, 800 were for a lesser charge than the filing.

Case assignments to Deputy District Attorneys are based upon courtroom calendaring. For felony cases, three deputies are assigned to each courtroom and take their cases on a rotational basis from the list of cases filed for that courtroom. Investigators do the initial screening and investigation of cases brought to the District Attorney and a Complaint Deputy is responsible for the decision to go forward with a

case. The Deputy District Attorney ultimately responsible to prosecute the case may not be involved in the pre-filing investigation and screening. Due to the rotational system of assigning case filings, effort to prioritize cases is accomplished by decisions to prosecute or plea out. There are, however, serious efforts to intensify case preparation under the SAGE (Standards and Goals Effectiveness) program.

Based upon the above, the formal filing of cases to initiate the court process is a required step in identifying the specific Deputy responsible for its prosecution. Each Deputy is responsible to maintain his own case files in accordance with a model case folder procedure. There is no centralized responsibility for this function or for the maintenance of statistical records relative to performance. Caseload statistics are not available.

The office supports the Juvenile Court through assignment of a Deputy District Attorney to that court. Further, it has provided a substantial diversion program for juveniles in the form of a deferred prosecution under specified conditions. The office screens complaints against juveniles and files those meriting prosecution.

Education and Training

The professional staff of the District Attorney's office all have legal training (LLB, JD) with the exception of the investigators and a small group of para-legal part-time personnel engaged in non-legal functions under grants. The major function of prosecution was fulfilled by a pool of deputies who have relatively little professional experience. To

resolve this problem, three classes of deputies now replace the former system providing job classifications for a minimum salary of \$1,245 per month to a maximum of \$2,321, providing additional career incentives. Staff training is constantly provided through conferences and the preparation of training manuals for professional staff.

Information System

The District Attorney's office attempts to avoid administrative procedures and has resisted suggestions to install automated management information systems. The office prefers to rely on the case scheduling and management of the courts as its means of assignment and internal administration. With both the Denver District and County Courts improving their systems, this procedure may suffice in the short term, although case loads and complexities are approaching a level where simple scheduling no longer may be manageable.

As an interim step, a court data terminal will be installed in the District Attorney's office and a terminal accessing police department data is projected under the Denver Police Information System.

As indicated above, the District Attorney has become very active in developing and supporting systems improvements through programs such as 10% cash bonds as a means of bail reform, mandatory sentencing, priority prosecution, standards and goals implementation, consumer fraud, and victim-witness support. It is the practice of his office to rely upon the staff of the Denver Anti-Crime Council to conduct evaluations of

the effectiveness of those reforms on his office and on the performance of the criminal justice system.

PUBLIC DEFENDER

Organization and Staffing

Criminal defense services for the indigent of Denver are provided by the Denver Public Defender's office. Authorized and conceived through State Statute, the Denver office comprises the largest and most active regional office for Colorado's State Public Defender system.

The Denver Public Defender's office is staffed by 25 defense attorneys, six investigators, one administrative assistant, and seven clerical personnel. The salary ranges for the various positions in the Public Defender's office are provided in Table 8. Should the Denver District Court increase its criminal bench by one judge, as planned in 1976, three additional attorneys, one investigator and a secretary will be necessary.

Table 8

Denver Public Defender's Staff Salary Range

Position	Gross Monthly Salary Range	
	Minimum	Maximum
Attorney	\$ 952	\$ 2,126
Investigator	727	1,185
Secretarial/Clerical	469	907
Administrative Assistant	864	1,158

The majority (90.2%) of the funds for the operation of the office are appropriated by the State Legislature. An additional 5% is provided under a training grant and 5% under a contract for services with the

City of Denver. Table 9 presents the budget for the office and the amounts expended under the various budget categories.

Table 9

Fund Expenditures for Denver Public Defender's Office

Budget Category	Expenditure	Percent
Personnel Salaries and Benefits	\$ 723,701	88.0%
Training* (Denver Contract)	39,112	4.8%
Travel	7,200	.9%
Operating Expenses	19,105	2.3%
Office Rental	33,280	4.0%
Total	\$ 822,398	100%

*Provided for under a state-wide training grant

Education and Training

The educational requirements for employment with the Public Defender's office are relatively substantial. Attorneys, of course, must hold the LLB or JD from an accredited law school and must successfully complete the Colorado Bar Examination. Investigators must have at least a four year college degree. Law clerks and interns must have at least one year of law school, and secretarial personnel must be high school graduates.

Training for the Public Defender's staff is provided under a state-wide training grant. The training is attended by attorneys, investigators,

interns and law clerks. Over the past two years all staff attorneys have attended the training program.

Caseload

During fiscal year 1974-75, the Public Defender's staff provided defense counsel for defendants in 1,727 felony cases, 2,412 misdemeanor cases, and 709 juvenile cases, as well as 498 other court proceedings and 24 appeals. Clients were represented in the Denver District Court, Denver County Court, State Court of Appeal, and Juvenile Court. In addition, the Denver Public Defender's office provided legal counsel in parole and probation hearings and in Juvenile Court for Children in Need of Supervision (CHINS), and juvenile detention hearings.

The average number of cases completed by Public Defenders during fiscal year 1974-75 was 232. The workload is primarily distributed between 15 attorneys who work on felony cases (District Court), five attorneys who handle misdemeanors (County Court), and five attorneys who provide defense counsel in juvenile cases (Juvenile Court). The responsibility of a defense preparation at parole revocation hearings, which was formerly provided for under a grant, has now been assumed by the Denver staff.

Of the 5,370 cases processed by the Denver Public Defender's office in fiscal year 1974-75, approximately 93.7% (proportion based on State Public Defender's office figures) were decided in a pre-trial action. Of those cases decided in a pre-trial action, 43% involved a guilty plea with the remaining cases being dismissed or deferred. Of the 6.3% of the cases handled by the Denver Public Defender's office, 3.8% involved a

CONTINUED

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trial before a judge and 2.5% actually involved a jury trial. Of all the cases in which the Denver Public Defender provided counsel (47%), there was a successful defense resulting in no conviction.

The average cost per case closed has been estimated at \$140.25. This is expected to increase to \$150.10 by the end of fiscal year 1975-76.

Case Processing and Client Data

Case processing and other client data are collected manually. The Denver Public Defender had administrative personnel maintaining case records, monthly and annual statistics, and scheduling court appearances. All the files and file retrieval systems of the office are manual, although there has been some thought of automating the system. At present, there are no formalized plans for accomplishing this since the office can provide statistics on felony and misdemeanor cases with relative ease.

Clients are referred to the Public Defender through a number of sources. The arresting agency, court, or family and friends have referred indigent defendants to the Public Defender in the past. A representative of the Public Defender's office regularly interviews arrestees at the City Jail and informs them of the right to counsel for indigents.

In processing cases, the Denver Public Defender's office reports that less than 25% of their felony cases were continued at least once in 1974. However, in misdemeanor cases the Public Defender's office indicates that 50 to 75% of the cases were continued at least once.

The Public Defender's data reveal that 50% of the continuances were requested by the prosecution. The Public Defender requested continuances in 30% of the continued cases while the court continued cases approximately 20% of the time. In those cases where the defense had initiated the continuance, the primary reason was the problem of witness notification or appearance. Uncertainty while awaiting a client's disposition in another case was also a leading cause for defender initiated continuances.

The Denver Public Defender's office indicates that about 33% of their clients are released on Professional Surety bonds, 25% on personal cash or property bonds and about 8% on personal recognizance bonds. There was no information available from the Public Defender on how many bonded clients violated the bond agreement or absconded.

In a random sample of cases handled by the Denver Public Defender's office, it was determined that 55% were single client cases, 35% involved a codefendant and 10% had more than one codefendant. Most of the clients were male (90%) and the greatest majority (70%) were between the ages of 21 and 29. Only 15% of the clients were under the age of 21. There was no information kept in the case files on the race of the Public Defender's clients.

Over the past three years, extensive research in court processing of felony cases has been conducted by the Denver Anti-Crime Council in conjunction with the office of County and District Court Administrators. Although the research was not directed toward disclosing the relative

merits of case processing by the Public Defender as opposed to private counsel, the research did reveal distinct differences in case processing based upon the type of defense counsel involved.

On time spans of felony case processing, research disclosed that the Public Defender required 55.6 days to process a case from arrest to arraignment while private counsel averaged 71.8 days to reach this point in case processing (see Figure 8),

The relative time span between a preliminary hearing and disposition of the case in County Court was 5.2 days for the Public Defender, and 12.9 days for private counsel (see Figure 8). The County Court time span discrepancies result from the private counsel's propensity to request and receive more continuances than the Public Defender. The Public Defender requested continuances in only 16.8% of their County Court appearances as compared to 31.2% for private counsel. In only 5.6% of the cases did the Public Defender request more than one continuance compared to 15.9% of the private counsel cases. As Table 10 discloses, the felony case dispositions in County Court do not vary significantly depending upon the type of defense counsel involved.

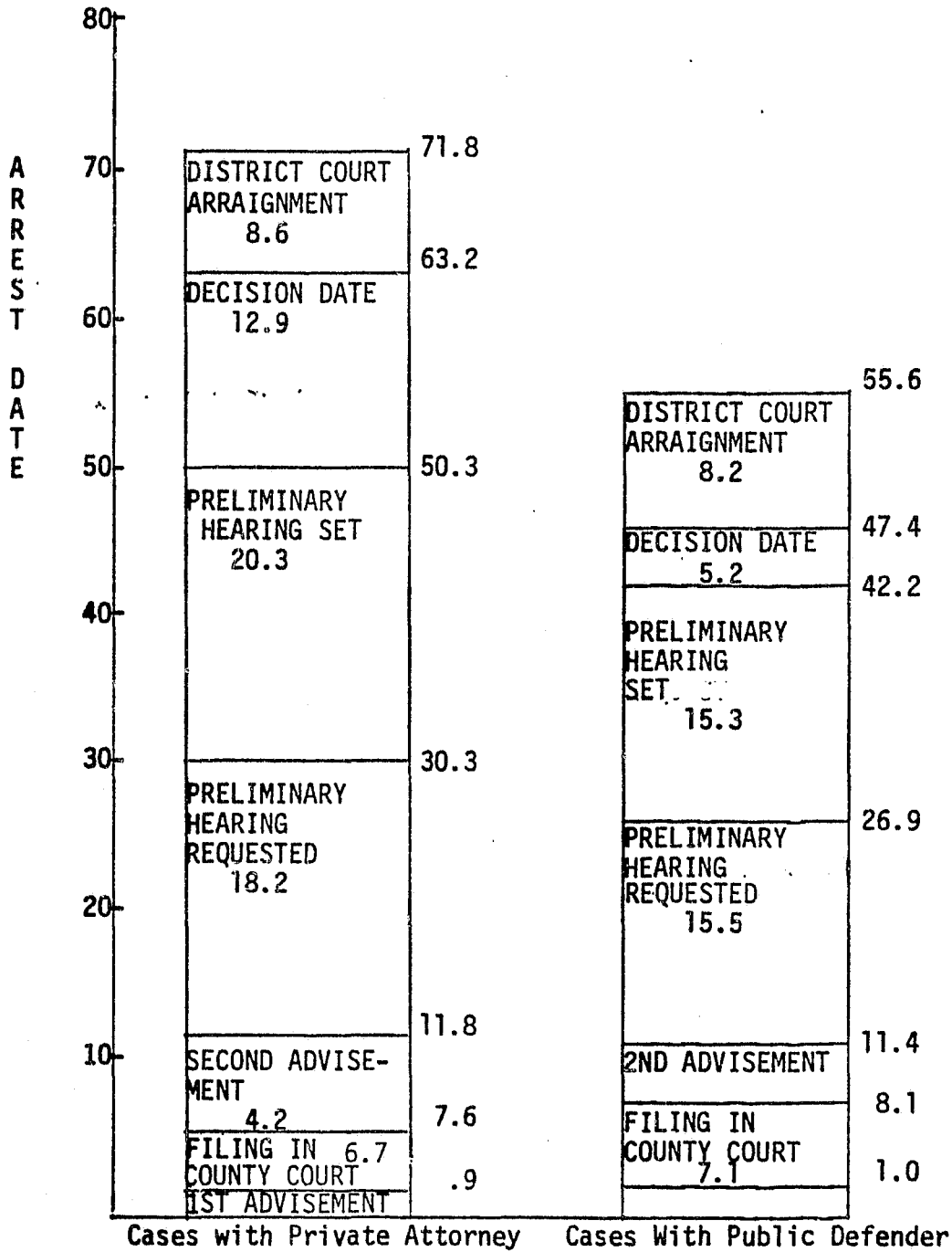
Table 10

Denver County Court Case Disposition by Type of Defense

Attorney	Case Disposition			
	Bound Over	Reduced	Dismissed	Pending/ Unknown
Private	74.3%	9.4%	5.0%	11.3%
Public	76.8%	10.1%	4.5%	8.6%

Figure 8

Average Time Spans Between Major Events
 ("Private Attorney" and "Public Defender" Cases)



From the various County Court felony cases sampled to ascertain the foregoing information, it was determined that in 58.4% of the felony cases a Public Defender was assigned. Private counsel was retained in 33.1% of the cases while the court appointed counsel in 3.3% of the cases. The nature of defense counsel was unknown in 5.2% of the sampled cases.

COURTS

The adjudication of criminal cases arising within the City and County of Denver falls under the jurisdictional responsibility of either the Denver County Court, the Denver District Court or the Denver Juvenile Court. Criminal subject matter jurisdiction for these courts is defined by State Statute, the City and County of Denver Charter and the State Constitution.

DENVER COUNTY COURT

Organization - Jurisdiction

The Denver County Court is not within the organizational structure of the Colorado Judicial Department and is the only such exception in the State. Denver's County Court is a City and County entity serving, in effect, as the judicial branch of this community's governmental structure. The Court was created through Article XIII of Denver's Charter and its administration, jurisdiction, duties, rules and regulations are guided by the City Charter and local ordinance.

The County Court of the City and County of Denver has original jurisdiction of all cases arising under the Charter or Ordinances of Denver. Additionally, in criminal matters, the Court has concurrent original jurisdiction with the Denver District Court in actions for the violation of state laws which constitute misdemeanors. (other than those actions involving children). The Denver County Court is also empowered to issue warrants, conduct preliminary hearings, issue bindover orders and admit felons and misdemeanants to bail.

Administratively, the Denver County Court is divided into four parts; the Criminal Division, Civil Division, Traffic Division and General Sessions Division. Also included in the organization's structure are the County Court's Probation Department, Marshal's office, and Referee system. Only the Criminal Division of the County Court is dealt with herein.

Staffing

The Criminal Division and General Sessions Division of the Denver County Court, all administered together, consist of 49 full-time and five part-time positions. Of this personnel complement, eight are judges. Six judges are assigned full-time to hearing misdemeanor cases, while one full-time, one half-time and one quarter-time judge assignments deal with felony preliminary hearings.

Other staff positions include Administrator, Court Clerks, Judge's Confidential Employee, and clerical. Table 11 indicates the various County Court positions, the number of these positions filled and the salary range for each.

All County Court judges are lawyers appointed by the Mayor for their initial term and continued by the elective process. Administrators are selected based upon experience. There are no formal training programs provided by the courts for its personnel.

Table 11

Denver County Court Personnel Summary

Position	Number		Monthly Salary Range	
	Full Time	Part Time	Minimum	Maximum
Judges (Lawyer)	8	--	\$ 2,500	-Flat
Court Administrator	1	-	1,698	\$ 2,219
Court Clerks	30	5	619	929
Judge's Confidential Employees	8	-	742	929
Referees	-	-	-	-
Other Professional Staff (Ass't. Admin. Off.)	2	--	1,554	1,940
Total				

Caseload and Processing

During 1974, 2,624 felony cases and 9,705 misdemeanor cases were filed in the Denver County Court. Of the felonies, 2,202 cases were bound over to the Denver District Court and 127 cases were dismissed. The remaining 295 cases were reduced to misdemeanors and disposed of within the County Court. The substantial misdemeanor caseload was resolved through 3,013 guilty pleas at arraignment, 4,241 plea bargains and only 287 trials. Total misdemeanor convictions in the Denver County Court for 1974 numbered 7,829. Detailed processing and disposition data for the Denver County Court caseload during 1975 are not available. Total caseload for 1975, however, is available and includes 2,936 felony cases

and 11,731 misdemeanor cases. These figures represent an increase of 11.9% in felony caseload and a 20.9% increase in misdemeanor caseload.

Since a prosecutor is not assigned to a case until filing, the Criminal Division of the Denver County Court has evolved into the basic negotiation site for consideration of trial alternatives such as deferred prosecution. As the disposition data cited above reveal, the Denver County Court is in effect being utilized as an arena to stage plea bargaining strategy. As a result of this phenomenon, the County Court is constantly faced with an uncontrollable caseload which invariably finds control through the informal machinations of opposing counsel. While this situation is perhaps tolerable in a practicable sense, it renders responsive management of subsequent court processing events (i.e., courtroom availability, juries) impossible. The process, therefore, has become wasteful of public resources through its accumulated effect upon court procedures.

Information System

The County Court has undertaken the mechanization of many of its administrative processes through the development of computerized management information systems. The system will be implemented on the Colorado Judicial Department's computer and will serve as a model for the subsequent computerization of the remaining county courts of the state. The system will provide timely data for analysis so that improvements in court procedures may be evaluated and implemented.

DENVER DISTRICT COURT

Organization and Jurisdiction

The Denver District Court, as part of the Colorado Judicial Department, constitutes the second judicial district of the State's 22 judicial districts. The Denver District Court includes a Criminal Division, Civil Division, Domestic Relations Division and a probation department.

The Denver District Court has original jurisdiction to adjudicate felony cases arising within the City and County of Denver and concurrent original jurisdiction with the Denver County Court to adjudicate misdemeanor cases. Additionally, under certain conditions specified by the Colorado Children's Code, the Denver District Court may entertain cases involving juveniles charged with a felony.

Staffing

The court is staffed by 19 judges, six of whom are assigned to the Criminal Division. The Denver District Court includes a total staff of 125 full-time employees. Only one-third of this manpower complement can be attributed to the Criminal Division of the court. Table 12 summarizes the various positions within the total District Court organizational structure, the number of individuals currently filling these positions and the salary ranges corresponding to each. Again, only one-third of these positions are directly responsible for criminal matters before the court.

All judges of the Denver District Court are attorneys (LLB or JD) and the Administrators of the court hold at least a bachelors degree with five or more years of court administration experience. Legal interns and law clerks must have a minimum educational background of two years of

Table 12

Denver District Court Personnel Summary
Total Court Personnel

Position	Number		Monthly Salary Range	
	Full Time	Part Time	Minimum	Maximum
Judge (Lawyer)	19	-	\$ 2,750	Flat
Court Administrator	4	-	1,000	\$ 2,294
Court Clerk	34	-	557	1,188
Judge's Confidential Employee	58	-	557	1,630
Referee	1	-	1,512	2,025
Other Professional Staff	9	-	1,000	1,750
Clerical	-	-	-	-
Total			---	---

law school while court reporters must possess a high school diploma and proficiency in stenotype.

The Denver District Court provides specialized training for judges and Court Administrators. Several judges each year receive a 30-day training course covering all aspects of the judges' role in courts of unlimited jurisdiction. The training is administered by the National College of the State Judiciary. Court Administrators are provided 14 hours of in-service training by the Judicial Department. Subject matter of this training includes procedural problems related to recently passed legislation and administrative problems related to the appellate process.

Caseload

During 1975 there were 2,859 felony filings with the Criminal Division of the Denver District Court. Of these filings the District Court dismissed 500 cases and accepted 1,526 guilty pleas. Only 143 cases went to trial. Jury trials were conducted in 136 of the cases while the remaining 7 cases were tried before the court. In the trial cases, 90 defendants were found guilty. There were a total of 1,616 convictions in the Denver District Court.

Denver District Court sentencing data reveal that 275 convicted defendants received probation, 362 received prison terms, 141 received jail terms and 511 had their sentence suspended or received some other form of sentence. (Dispositions unknown in 327 cases).

Information System

The Denver District Court is the first court to implement the new judicial management information system and has experienced and generally solved the myriad of problems of replacing an old and familiar set of manual procedures with automation. The court is finally emerging from this experience and soon will be prepared to consider system improvements based upon the timely availability of many more data elements than are conventionally used in the administration of the courts.

DENVER JUVENILE COURT

Organization and Jurisdiction

The Denver Juvenile Court is unique in Colorado in that it is the only

state court dealing exclusively with juvenile matters. The Juvenile Court is organizationally divided into three divisions; Court Services, Administrative Services, and Probation Services. Probation Services will be discussed in the juvenile justice portion of this section. Court Services are addressed herein.

The Denver Juvenile Court has exclusive original jurisdiction in matters concerning delinquent children, children in need of supervision and neglected or dependent children. The court also has exclusive original jurisdiction in child abuse cases, abandonment, custody matters, support questions, paternity determinations, adoption proceedings and other matters involving judicial consent for specified juvenile undertakings. The jurisdiction is restricted to matters occurring within the City and County of Denver.

Staffing

The Denver Juvenile Court is staffed by 41 full-time personnel and three part-time employees. There are three judges sitting in the Juvenile Court, one of whom is designated as the Presiding Judge. The various positions within the Court Services component of the Denver Juvenile Court are summarized in Table 13. Table 13 also includes the number of positions currently filled and the salary ranges corresponding to these positions.

Table 13

Denver Juvenile Court Personnel Summary-Court Services

Position	Part-Time	Full-Time	Monthly Salary	
			Minimum	Maximum
Judge	3	-	\$ 2,750	\$ FLAT
Director	1	-	1,798	2,409
Court Administrator	2	-	1,000	1,798
Admin. Technician	1	-	852	1,277
Research Assistant	1	-	1,158	1,552
Other Prof. Staff	2	2	1,216	1,888
Referee	2	-	1,515	2,025
Judge's Confidential Emp.	13	-	823	1,630
Court Clerk	12	-	677	1,158
Clerical	4	-	784	1,158
Total	41	3		

Caseload

During 1975, 3,209 delinquency or status cases were referred to the Denver Juvenile Court. The court informally adjusted 237 of these cases and disposed of an additional 1,476 cases through lecture and release. Hearings were held in 1,753 cases. The court hearings resulted in 1,009 dismissals or continuances and 714 declarations of delinquency. Of those juveniles found to be delinquent, 395 were placed on formal probation and 134 were committed to juvenile institutions or facilities. Alternative placements were provided for the other 185 delinquent dispositions.

 * Hearings include 257 cases of revocation or petitions by probation officers.

ADULT CORRECTIONS - FACILITIES

Correctional facilities serving offenders and defedents arrested within the City and County of Denver, and processed by Denver County Court, consist of the County and City Jails. Both of these facilities are administrated by the Denver Sheriff Department, which is a component of the Manager of Safety's office. The Sheriff Department is directly supervised by the Director of Corrections, who also holds the title of Undersheriff and Warden of the County Jail (see Figure 9 , Organizational Chart).

Denver Sheriff Department

The divisions of the Sheriff Department are the Administrative Services Division, the County Jail Division, the City Jail Division and the Court Services Division.

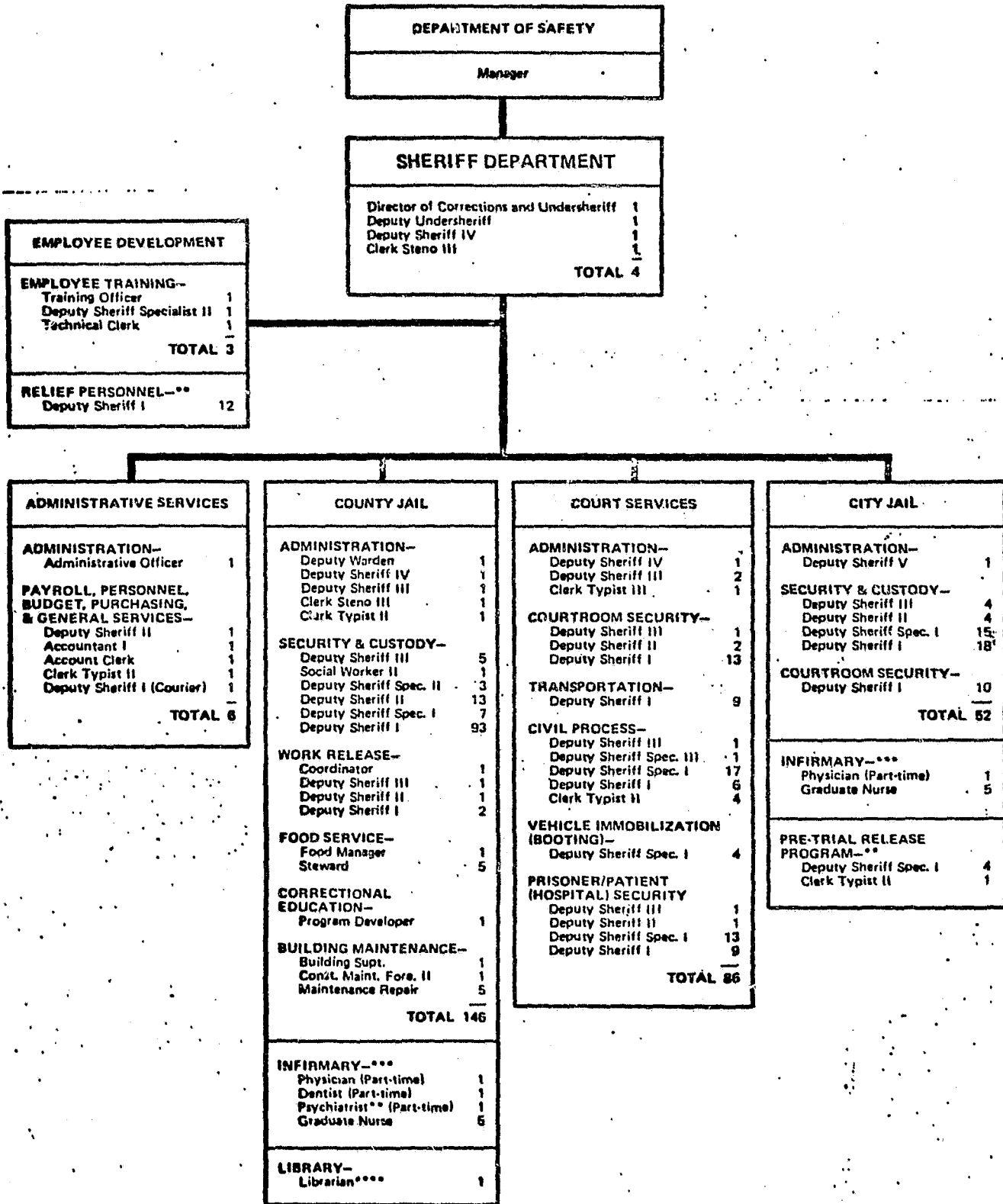
The Administrative Services Division is responsible for personnel and payroll, as well as budgeting, accounting, purchasing, and general administrative services.

The County Jail Division is responsible for detention and care of all prisoners committed by the courts, detained pending trial, or sentenced by the courts for minor offenses. This responsibility includes all related programs, such as food service, clothing, education, and maintenance of buildings and grounds.

The City Jail Division is responsible for the detention and care of

Figure 9

DENVER SHERIFF DEPARTMENT



*Listen Officer - Manager of Safety / **Funded through LEAA Grant / ***Supervised by Medical Coordinator, Dept. of Safety / ****Provided by Denver Public Library.

all arrested persons pending disposition by police or courts, together with courtroom security and guarding, and diversion of defendants to the program most adequate for their situations.

The Court Services Division is responsible for courtroom security and guarding, transportation of all prisoners, security supervision of prisoner-patients at Denver General Hospital. This Division also has the duty of service of civil and criminal court process.

The budget for the Sheriff Department was \$4,123,000 in 1974, and in 1975. This budget supported approximately 303 employees during this period. Of the Sheriff Department operating budget, approximately 83% was expended for salaries, the remainder being spent for food, supplies, equipment and services.

Employee Training

This unit is located at the Denver County Jail. Its purpose is to develop and improve the knowledge and skills of officers necessary for the protection of personnel and offenders, as well as for the promotion of correctional programs. To accomplish this, new employees are provided an intensive three-week basic training program. Subjects covered include classes in constitutional and criminal law, rights of inmates and officers, custodial and transportation procedures, armed and unarmed defensive tactics, first aid, defensive driving, operational procedure, civil process, and behavioral topics relating to officer-inmate relations.

An LEAA grant provided funds enabling the unit to conduct 46 weeks of

training for the Denver Sheriff Department, and for the jail and detention personnel from Adams, Boulder and Jefferson Counties. A total of 283 Denver officers participated with 68 from the adjoining counties. Twenty-nine weeks of in-service training were completed, three weeks of supervisory training, and the balance in basic training. The training programs for experienced officers serve to refresh and to build on existing skills and knowledge. This refresher training is expected to be expanded so that all Denver officers experience a one-week course annually, but will be unable to do so unless additional resources are found to continue this program.

Denver County Jail

The County Jail is located at Smith Road and Havana Street. Persons serving sentences at the County Jail have been involved in minor offenses such as traffic violations petty theft, disturbance, or bad checks. The sentences for many misdemeanants are from thirty to sixty days.

It is also a holding facility for accused felons, who if convicted, may be sentenced to the State Penitentiary or State Reformatory.

As of December 31, 1975, there were 148 full-time personnel at the County Jail. The majority of the staff are sworn deputy sheriffs. The key personnel of the Denver County Jail are the Deputy Sheriffs and the Administrators. The County Jail staff included 119 men and 17 women as of the end of 1974; no new data are available for 1975. Approximately one-third of the staff are from a minority ethnic group with the median age of personnel reported as 40 years.

The County Jail operating budget for 1973 was approximately \$2,000,000; for 1974 it was \$2,200,000, for 146 positions covering a three-shift operation, twenty-four hours each day of the year. For 1975, the operating budget was

New construction and renovation has taken place in recent years including infirmary, chapel, kitchen and dining room facilities, a receiving unit, administrative offices, library, and a well-equipped gymnasium. The latter fills a real need for inmates who are not under sentence, and, thus, cannot be required to participate in work assignments. It gives these prisoners an opportunity to utilize spare time in active pursuits.

In the County Jail, a variety of programs have been developed which are aimed at helping those in the facility. Because of the relatively short period of time offenders are in custody, 62 days average, elaborate long-range programs provide limited benefit. Primary consideration must be placed on goals and specific programs that will have a positive and direct impact in helping the offender in his immediate situation.

Inmate Orientation Program

The Inmate Education Program began in 1973 and is a unique and highly successful program at the Denver County Jail. It graphically renders a helping hand to many young defendants in misdemeanor cases, many of them first offenders.

All new inmates are given printed materials relating to (1) how the legal system works, and (2) rules and regulations of the Denver County Jail.

New arrivals are advised about such matters as housing, cleanliness, meals, court appearances, work release, pauper's oath, money matters, disposal of personal property, bonds and fines, personal and legal telephone calls. An information sheet on how to communicate through jail channels is posted in each dormitory.

Persons convicted of driving under the influence are required to take a defensive driving course of two hours daily for four days. It is a teaching course and includes films on driving under the influence.

County Jail Population

During 1974, the last date for which complete data are available, there were 6,491 felons and 3,290 misdemeanor bookings. In addition, there were 878 federal cases booked. These cases constituted a total of 11,432 bookings at the County Jail during 1974, of whom 10,456 were males and 976 were females.

Table 14 shows the average daily population for the jail for the past seven years.

Table 14
Seven Year Average Daily Population-County Jail

	Annual Average Daily Population						
Year	1969	1970	1971	1972	1973	1974	1975
Number	620	659	750	552	549	493	551

The average population is down from ten years ago when a total of 1,000 to 1,200 was not unusual. Improved bonding procedures and development of personal recognizance bonds are contributing factors for this decrease, as are alternatives in sentencing within the court system. The County Jail was designed to house a maximum of 711 inmates and is, consequently, well below capacity or crowded conditions at this time.

Work Release Program

The Work Release Program is another effort of the County Jail. Participants are men and women serving sentences who are deemed least likely to present a hazard to the community. They live in dormitories separate from the main population, work in the community at a variety of occupations, and are domiciled in the jail.

They work as mechanics, dishwashers, with the postal service, manual laborers, and as self-employed real estate salesmen. Those in this program average 40 to 50 per month. Failures are rare, only 15 to 20 a year. The program has been in effect since July, 1965, and has benefited more than 5,000 men and women.

During 1973 and 1974, the last period of available information, nearly 1,000 persons participated in the program while serving their sentences, grossed over \$471,000 in wages over the period, and paid over \$91,000 in federal, state and local taxes. During this time, work release participants spent \$87,000 in meals, transportation, and union dues. The City General Fund received \$45,900, which was paid by participants for room and board at the County Jail. Families received \$124,000 in support

money from those on the program.

It is felt that the Work Release Program could benefit substantially if a facility were located outside of the jail itself. Partially defeating the purpose of work release is the fact that the offenders are "locked-up" every night in the jail.

More than 90% of the persons sentenced to the County Jail return to the community in less than two years (usually in 30 to 60 days). Less rehabilitation is needed if employment is continued during incarceration. Also, normal orientation has not been lost due to complete isolation from the community during the sentence.

Women's Unit

The County Jail received 976 females in 1974. The average daily count for 1973 was 25 female inmates, and dropped to 23 in 1974. The female inmates prepare, cook and serve their own meals under the supervision and training of the female deputies. Many of them have learned enough about food preparation to qualify for jobs in food service when released. The Women's Unit does the mending of all clothing for the entire jail, making mattress covers, as well as making uniforms and sleepwear for other female inmates.

Denver City Jail

Denver's City Jail is located in the Police Administration Building and during the past five years nearly 185,000 individuals have been processed through this facility. The current jail is a 24-hour, seven day a week

operation, with an average of more than 100 book-ins per day. Capacity of the present jail is 137 persons. It is a receiving area, not a holding facility, and persons arrested for a variety of offenses usually spend only a few hours, or a few days, at the City Jail.

Total book-ins for 1973 were 41,086, for 1974 there were 34,588, and for 1975, 32,280. For 1974, the most recent complete data, represented 5,850 Class I offenses (with 1,323 burglary arrests), and 26,854 Class II offenses (with 4,851 DUI's, 3,985 narcotic laws, 3,637 disorderly conduct and 3,201 intoxication arrests). Other motor vehicle and road law arrests made up the balance of the bookings at the City Jail.

Prisoners are received following arrest by members of the Denver Police Department for a variety of criminal offenses, ranging from misdemeanors to burglary, assault, robbery and homicide.

The command officer of the City Jail had a staff of 53 in 1974. In addition to the varied responsibilities of the operation, staff members cooperate fully with federal, state and county enforcement officials.

The operating budget for the City jail was \$750,000 in 1973, \$800,000 in 1974, and \$850,000 in 1975.

Several important progressive changes have taken place in the City Jail operation in recent years. For one thing, advisement hearings in County Court have been facilitated so that defendants receive an early hearing.

The City Jail is located in the Police Building at 13th and Champa Streets and was built in 1939. It has outlived its usefulness and is being replaced by a completely modern pre-arraignment and detention center. The estimated completion date for the new facility is summer, 1977.

Denver Pre-Arraignment Detention Facility

The present City Jail was constructed 35 years ago, and is outdated as well as overcrowded. The facility was designed for bulk holding of arrestees with only four single cells available for isolation. While the current jail was originally designed to provide space for 98 inmates, it is presently housing an average of 137 individuals on a daily basis. On occasion, the jail population reaches 200, more than double the original design capacity.

As early as 1968, the City of Denver began planning for the development of a modern police administration and detention complex. Plans were finalized and in September, 1972, the voters approved a bond issue for construction of the facility. The total cost of the new facility - after inflation - is estimated to be between \$5 and \$6 million.

The new jail, or more properly, the Pre-Arraignment Detention Facility, is divided into three separate areas; women's section, a limited juvenile section, and a men's cluster. Each unit will be visually and acoustically separated from each other. These units consist of 155 individual rooms, plus one small dormitory unit.

Allowing for future growth, the facility was designed with the capability

of expanding its population by 25%. In addition, seven separation rooms have been designed into the facility to handle special circumstances.

Additional manpower will also be required to operate the facility adequately. The Sheriff Department is requesting an additional 105 staff positions to meet these needs. These personnel will be required to carry out the improved programs being designed into the new facility.

It is evident from the construction of the new facility and by the request for additional manpower, amounting to over \$1 million annually, that the City and County of Denver has made a strong commitment to an improved correctional system. The need for supplemental services, such as an improved training capability, is now more apparent and special programs will be focused on these special areas.

ADULT CORRECTIONS - SUPERVISION

Supervision of non-custodial convicted adult offenders in the City and County of Denver is the function of the County Court Probation Department. This is the only agency that serves the Denver criminal justice system as a direct resource from the local unit of government.

DENVER COUNTY COURT PROBATION DEPARTMENT

Organizationally, the Denver County Court Probation Department is under the Denver County Court and provides probation services for those individuals adjudicated within the Court. The Probation Department's structure is functionally aligned to the various services provided by the agency. These services include intake screening, diagnostic evaluations, direct supervision, and volunteer coordination.

A total of 23 full-time positions are authorized for the Denver County Court Probation Department. The department's actual personnel strength includes 15 female employees. There are equal numbers of male and female probation officers. About one-third of the department's personnel strength is representative of minority and ethnic groups.

Of the eight staff positions listed as "probation", six are field probation officers carrying caseloads and two are supervisory personnel. During 1974, the last year for which data are available, the six probation officers carried an active caseload which average 429 cases. Cases coming within the jurisdiction of the County Court Probation Department during 1974 totaled 4,797, of whom 4,182 were male probationers and

615 females. The median age for the 1974 clients was 35, but there were 370 cases in which the probationers were from the 18 to 20 year old age group. The racial distribution of the probationers is show in Table 15.

Table 15
Denver County Court Probation Department-Clients by Race

Racial Distribution	Number
Black	796
Chicano	1,417
Anglo	1,988
Other	126
Not Reported	470
Total	4,797

Of the 4,797 cases, during 1974, falling within the probation department's purview, a total of 4,136 were defendants found guilty in a County Court adjudication. The District Attorney's office referred 485 of the cases as deferred prosecutions while the balance of the cases were received directly from the County Court under a deferred sentencing procedure.

The average number of cases handled by the probation department each month is 3,000. Of this average, approximately 2,500 clients receive services directly from the department's field probation officers (a 1 to 429 ratio in 1974, as mentioned previously), while the remaining clients receive supervision from volunteer probation officers. In addition to the personal supervision received from the department, about 2,000 clients

receive assistance through participation in alcohol safety programs. The intensity of supervision to be devoted to any one client is selectively determined through evaluation, screening, and diagnosis. On the average, 290 clients per month receive minimal supervision, while 300 receive maximum staff supervision.

During 1974, 2,305 clients were successfully terminated from supervision. There were 238 revocation proceedings initiated during the same time period.

Volunteer Programs

The Denver County Court also maintains a substantial volunteer program. There are approximately 300 volunteer probation counselors presently enlisted in the program. These volunteers are administered by and receive guidance from the probation officers. The volunteers are provided with a 12-hour training program.

JUVENILE JUSTICE

PHILLIP GILLIAM DETENTION CENTER (DENVER JUVENILE HALL)

Organization

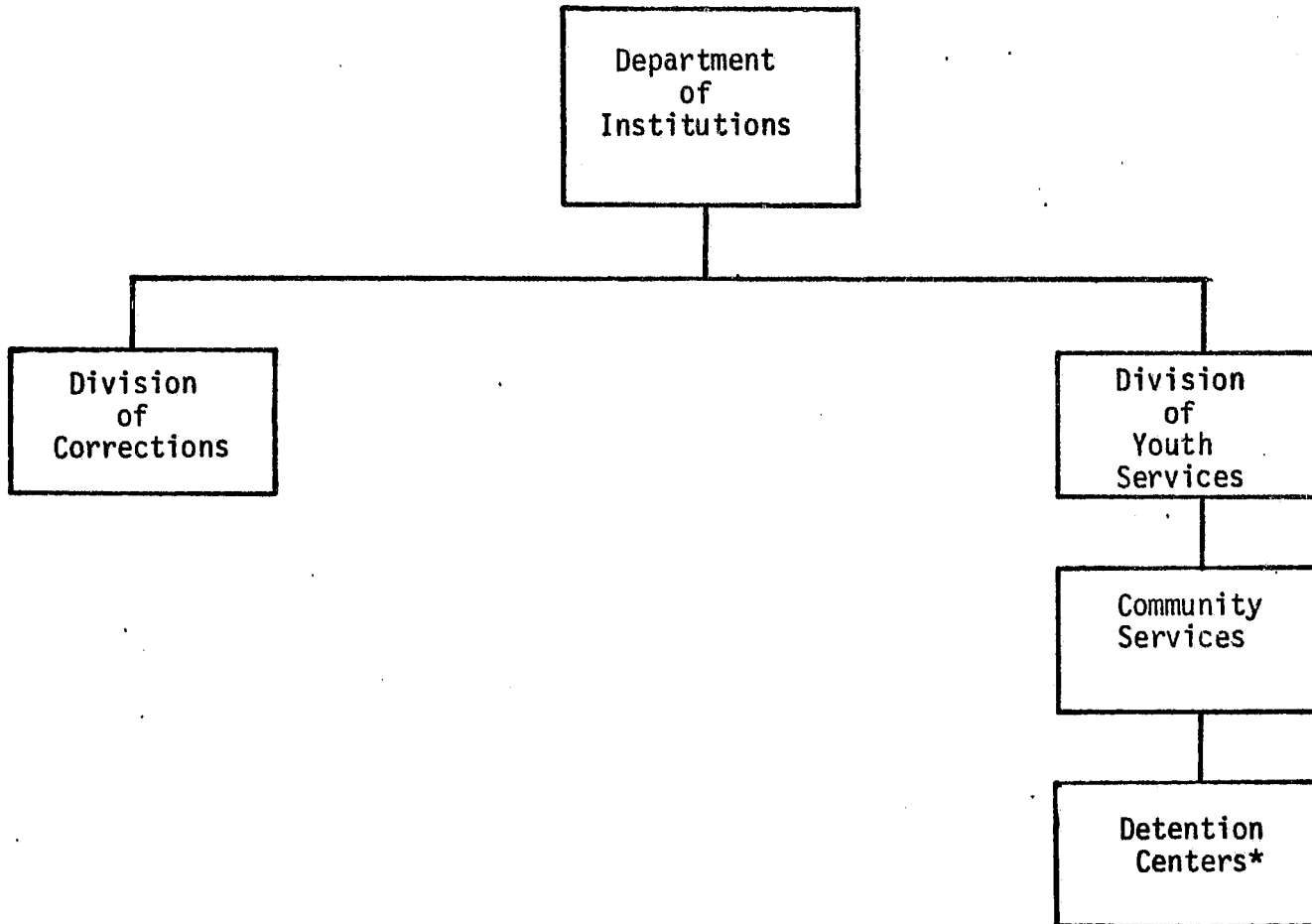
The temporary detention of juveniles entering the juvenile justice system is provided by Gilliam Detention Center. This facility is organizationally a component of the State Department of Institutions. The Director of the center is responsible to the Director of Community Services which is a component of the Department of Institutions' Division of Youth Services. This very confusing organizational structure is somewhat clarified by the Organizational Chart (Figure 10).

Reorganization within the Department of Institutions, in an effort to create a decentralized youth services capability, has shifted the responsibility of Community Services (parole) directly under the administration of the Gilliam Center Director. The reorganization operationalizes the current Department of Institutions' philosophy to maintain services to youth within the community. A discussion of the Community Services (parole) will be discussed under the Juvenile Supervision section. (see Figure 11)

Gilliam Center consists of five functional units. Four of these units are responsible for the direct supervision of detained juveniles. The fifth unit handles admissions. The four detention units provide three distinct facilities for male detainees and one facility for the Center's female population. Males are assigned to detention units according to their aggressiveness.

Figure 10

Organizational Chart
Department of Institutions

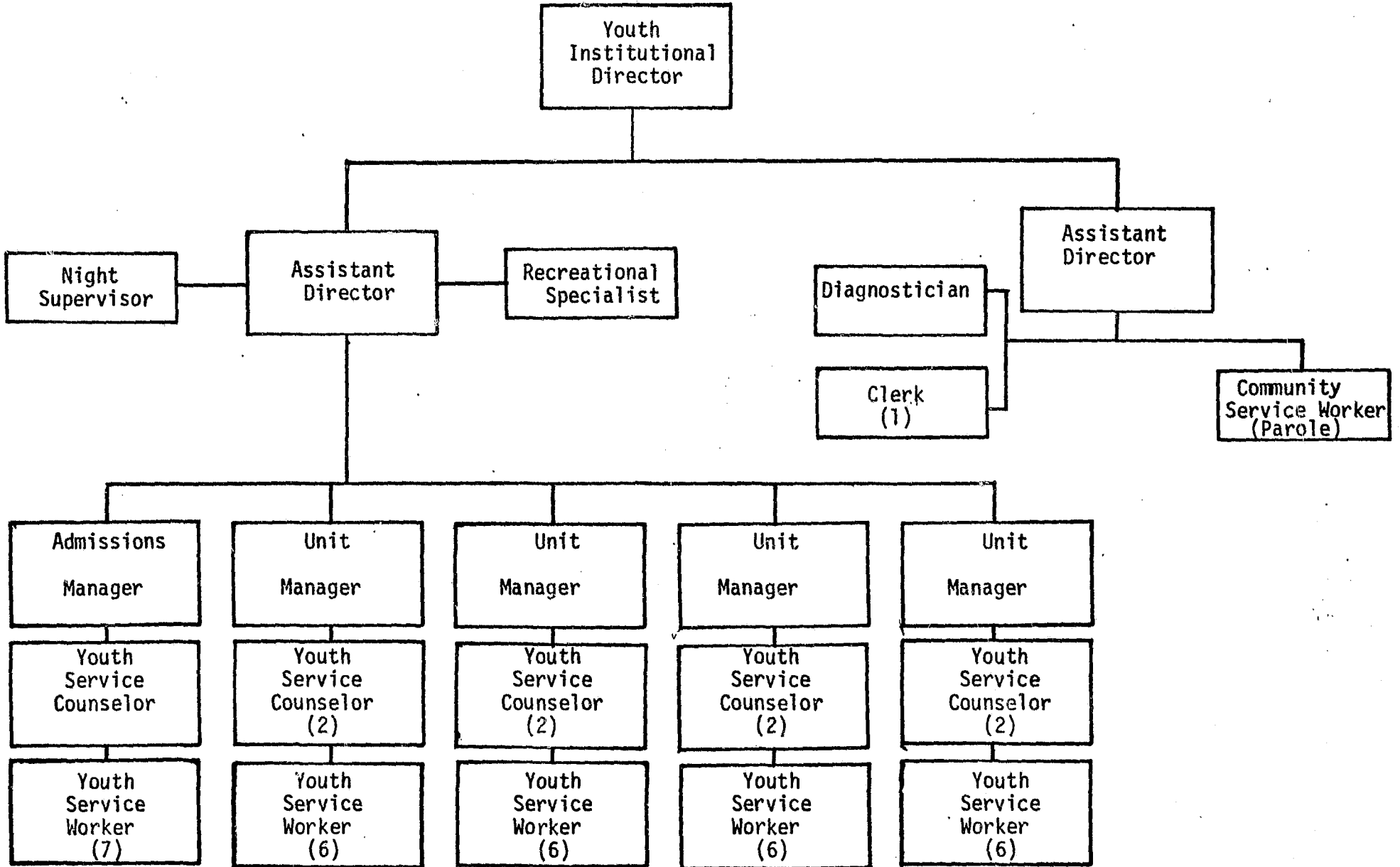


* Phillip Gilliam Detention Center
Adams County
Arapahoe County
Jefferson County

III-C13-298

Figure 11

Organizational Chart
Phillip Gilliam Detention Center



III-CL3-299

Manpower and Staffing

As indicated in the Organizational Chart, Gilliam Detention Center is administered by a Director and Assistant Director. Each of the Center's five units operates autonomously and is supervised by a unit manager. In four units which directly supervise the juveniles, there are two Youth Service Counselors and six Youth Service Workers.

In the admissions unit, there is one Youth Service Counselor and seven Youth Service Workers who are responsible for the intake and movement of personnel through the detention facility. Recreational periods for the juveniles are supervised by one Recreational Specialist. The actual number of staff members who are in the Youth Service I, II or III classifications is 16, with 31 Youth Service Workers. Other support personnel complete the complement of staff members employed in Gilliam Center. These additional staff include six food service personnel, two nurses, and a custodial and maintenance worker. They are employed in the center, but are not under the direct supervision of the administrative staff.

The general personnel qualifications for each of the job titles within Gilliam Detention Center are indicated in Table 16. Even with knowledge of the number of personnel classified as Youth Service Worker I, II, or III, it is impossible to determine the extent of education and experience held by the line personnel who supervise the detained juveniles. Generally, administrative personnel of Gilliam Detention Center have at least a college education plus between two and ten years of experience. Explicit information regarding the education qualifications and exper-

ience of the entire staff was not available. Table 16 also reflects the salary ranges for the various job titles within the center.

Table 16
Gilliam Detention Center Personnel Summary

Position	Number	Educational Requirements	Experiential Requirements	Monthly Salary	
				Minimum	Maximum
Director	1	BA Degree	8 Yrs(3-Adm)	\$1,712	\$2,294
Asst. Director	1	BA Degree	7 Yrs(2-Adm)	1,552	2,081
Unit Manager	4	BA Degree	4 Years	1,341	1,798
Admission Mgr.	1	BA Degree	4 Years	1,341	1,798
Rec. Specialist	1	BA Degree	4 Years	952	1,408
Youth Serv. Coun.	9	BA Degree	2 Years	952	1,408
Youth Serv. Wkr.	31	High Sch.	-	747	1,103
Ngt. Supervisor	1	BA Degree	2 Years	952	1,408
Secretary	1	High Sch.	-	711	952

As with the educational and experiential qualifications of the staff, the demographic characteristics will have to be somewhat generalized because of the unavailability of specific information. On the average, the personnel of Gilliam Center are between 35 and 40 years of age, with the range being from 20 years to 60 years. Fifty-four professional staff members are employed at the center. Of these, 22% (12) are women. Looking at the ethnic group distribution, there are 35.2% (19) for each of the Black and Anglo ethnic groups, and 29.6% for the Chicano group.

Career ladder incentives are available to the Youth Service Worker from the Youth Service Worker I classification to the Director's position. Movement from the Youth Service Worker I position involves progressive movement through the three steps of the Youth Service Worker category to the Unit Manager position. Qualified candidates have the option of moving into any position throughout the Department of Institutions and also into any position in the Civil Service system. Promotion within the Gilliam Center organization typically involves the candidate having a substantial number of years of experience. Once a B.A. Degree has been received from an accredited college, movement merely depends on the availability of vacancies and sufficient longevity in the position.

Training and Education

There is no formal pre-service or in-service training for the Gilliam Center employees. To familiarize the employees with the policies and procedures utilized in the Center, there is an orientation program lasting approximately one week.

Special Programs

A number of special services are available to the detainees in the center. These include a visitation program, an educational program, counseling, recreation, medical services, and a religious program. These programs are available to all the youth housed in the center. Since the average length of stay in the center is not of great duration, the programs are limited in scope. Services which could be implemented, given the short stay, include psychological and psychiatric evaluation and consultation, legal services, and perhaps a drug abuse program.

Programs such as vocational training, job placement, and the like, would not be feasible given the age of the youth and the temporary incarceration in the center. In addition to these programs, a number of volunteer programs are available. These provide additional counseling and tutorial capabilities to the detainees. The center does not maintain a library but reading materials are available to the youth.

Limited counseling services are available to youth indicating need. Generally, the services provided in the center are more detention oriented than service oriented. For this reason the center does not maintain a formal counseling component. There are a number of Youth Service Workers certified to provide counseling but only one of these workers is actually involved in providing the services.

Volunteer Programs

Volunteer programs typically provide counseling, tutoring, and recreational activities for the youth. The Red Cross and Youth for Christ organizations provide manpower for counseling, tutoring, and religious programs. Some donations are made to the Gilliam Center which allow for the purchase of various recreational and other needed resources for the juveniles. Information was not available indicating the number of hours donated to the center by various interns and organizations.

Clientele

Gilliam Detention Center has the capacity to house 150 juveniles. The average daily population of the center is approximately 50 and the largest population in the center at any one time during 1975 was 110.

Total population for 1975 was 5,876. Of this number, 4,736 were detained (booked). In addition, 4,108 youth (70%) of the 5,876 were detained in the center for a CHINS offense.

Data indicating the characteristics of the clientele detained in the center are not maintained on an automated system or by any manual system. Raw data are available within the individual files but there is no effort made to summarize these data at regular intervals of time. Information indicating the offense committed, the age, sex, ethnic group, and previous criminal or delinquent background are not kept by Gilliam Center. A somewhat subjective evaluation of the typical detainee is as follows: male, 15½ years old, Anglo or Chicano, having committed a burglary, with three prior arrests, from a broken home, and of low socio-economic status. The average amount of time detained in the center is approximately one week. However, this estimate again is subjective and there are no hard data to substantiate the accuracy of this estimate. The delinquent youth tends to remain in the center for a much shorter period of time than the CHINS youth. It appears that severe difficulties within the CHINS' natural home, combined with the very limited amount of placement facilities (i.e., group homes or foster homes) available to accommodate them, are the primary reasons for the lengthier detention of CHINS.

JUVENILE SUPERVISION - DENVER JUVENILE PROBATION DEPARTMENT

Organization and Staffing

The Denver Juvenile Probation Department is responsible for the supervision of all juveniles adjudicated in the Denver Juvenile Court and also for making investigations of all juvenile complaints certified for probable cause by the Denver District Attorney's office. The Probation Department is organizationally attached to the Denver Juvenile Court.

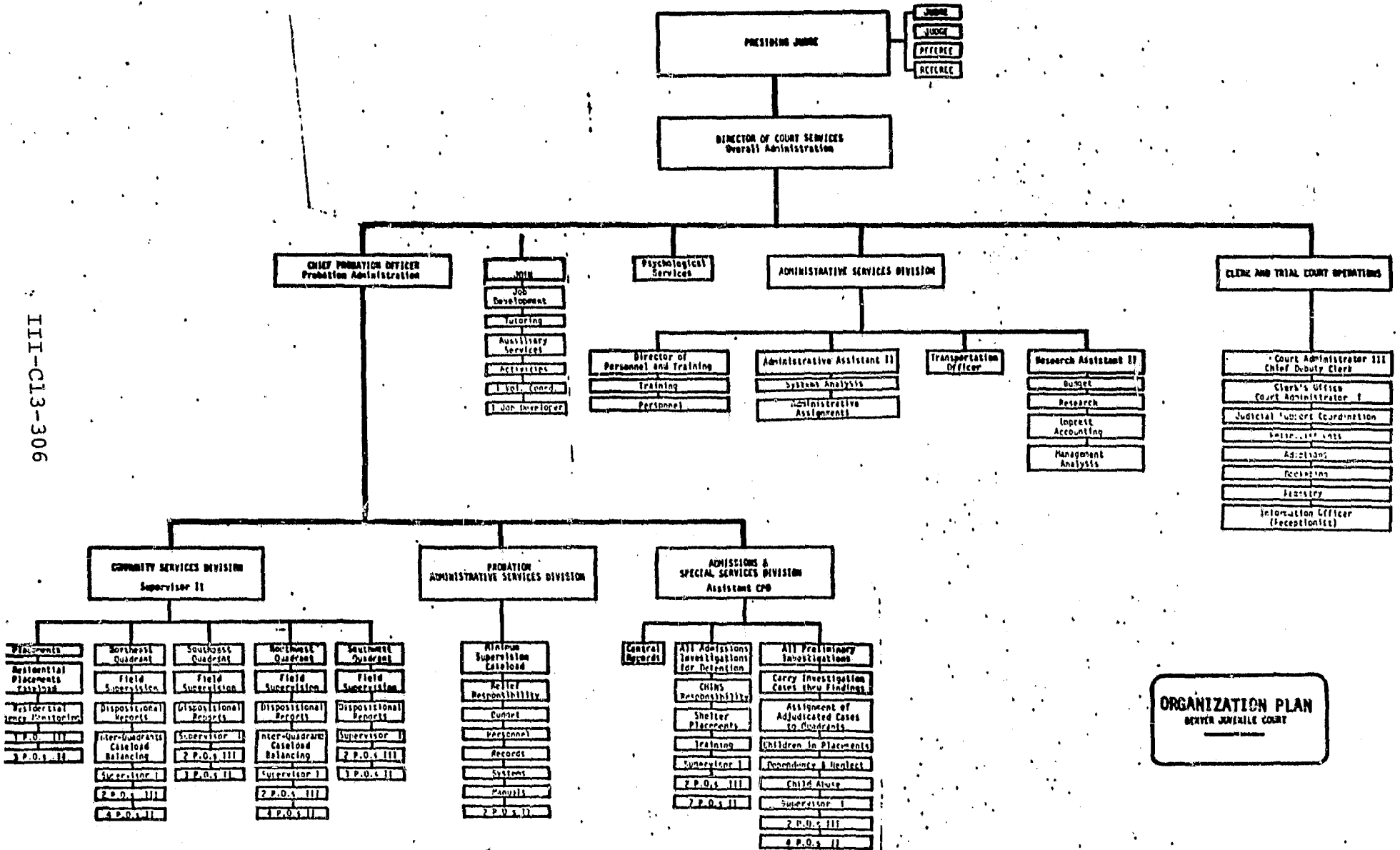
The Organizational Chart (Figure 12) indicates the internal structure of the Denver Juvenile Probation Department. The chart reveals the department's efforts to provide direct services through a decentralized community-oriented delivery system. Probation officers are located in four quadrants of the city and are responsible for intake and field services within these quadrants.

In addition to the four probation officers located in each of the quadrants of the city, there is a CHINS Division which is responsible for the supervision of those juveniles classified as CHINS under the Children in Need of Supervision status and a Placement Office which is responsible for locating needed referral services for youth under the supervision of the Probation Department.

Table 17 indicates the quadrant staffing patterns for the intake and field probation officers. The staffing quadrant pattern indicates only the line personnel excluding the administrative and clerical staff.

Figure 12

**Organizational Chart
Denver Juvenile Court**



III-C13-306

ORGANIZATION PLAN
DENVER JUVENILE COURT

Table 17

Denver Juvenile Probation Quadrant Staffing Pattern

Position	Northeast	Northwest	Southeast	Southwest
Supervisor	1	1	1	1
Probation Officers	7	7	5	6
Total	8	8	6	7

Presently the Juvenile Probation Department is divided into three divisions; Community Services Division, Administrative Services Division, and Special Services Division. The entire probation department is administered by a Chief Probation Officer. The Community Services Division is administered by a Supervisor II, the Administrative Services Division is directly administered by the Chief Probation Officer, and the Special Services Division is under the administration of the Assistant Chief Probation Officer.

Presently, the department's current staff includes 30 Probation Officers I and II, 13 Probation Officers III, and seven Supervisors I. The Organizational Chart (Figure 12) depicts in greater detail the staffing distribution of probation officers and supervisors. The court Organizational Chart omitted the Probation Officers I positions which are distributed one each in the Northeast, Northwest and Southwest quadrant offices and two in the CHINS unit.

Several staff positions which organizationally appear outside of the Probation Services are budgeted for out of the Probation allocation. These positions include the Administrative Assistant II (Systems Specialist), Personnel Training Officer, Volunteer Coordinator, and Transportation Officer. All of these positions are under the direct supervision of the Court Services Director.

The secretarial and clerical staff for the Juvenile Probation Department is indicated in Table 18.

Table 18

Denver Juvenile Probation Clerical Staffing Pattern

Probation Clerical Staff	Number
Administrative Secretary III	2
Unit Clerk III	1
Unit Clerk II	7
Unit Clerk I	3
Total	13

The educational criterion for the probation officer position is at least a BA degree. For the Probation Officer I position, a BA plus some background or some interest in the area of probation is necessary. For the Probation Officer II and III, and supervisory positions, succeeding years of experience are necessary. For the Supervisor I position, a Masters degree plus five to ten years experience are required. The Assistant

Chief Probation Officer has a BA degree plus ten years of experience, whereas the Chief Probation Officer has a Masters degree plus fifteen years of experience. For the clerical staff and secretarial staff, at least a high school diploma is necessary. There are some clerical and secretarial staff members who also have a BA degree.

Career incentives available to the probation officer involve movement from the Probation Officer I position all the way up to the Chief Probation Officer position. This movement involves promotion through the three grades of probation officer to the Supervisor I position and then to the Assistant Chief Probation Officer and finally, Chief Probation Officer. Lateral movements are possible within the structure of the Denver Juvenile Court as is indicated in the Organizational Chart (Figure 12). Movement through the career ladder involves accumulation of sufficient years of experience to fulfill the criterion for the higher position in the organization. The current reorganization within the Denver Juvenile Court has strengthened the staffing pattern by increasing the mid-management positions now available to the upwardly mobile staff member. For example, positions in placement and budget are now available as part of the career ladder.

Salary Ranges

The salary ranges for the Denver Juvenile Probation Department are presented in Table 19.

Table 19

Denver Juvenile Probation - Staff Salary Ranges

Position	Number	Salary Range	
		Minimum	Maximum
<u>Professional</u>			
Chief Probation Officer	1	\$ 1,515	\$ 2,081
Asst. Chief Probation Officer	1	1,478	1,982
Probation Supervisor I	7	1,341	1,798
Probation Officer III	13	1,158	1,552
Probation Officer II	25	1,000	1,341
Probation Officer I	5	864	1,158
Administrative Assistant II	1	1,158	1,552
Personnel Training Director	1	1,158	1,552
Volunteer Coordinator (Join)	1	1,000	1,341
Transportation Officer	1	628	846
<u>Clerical</u>			
Administrative Secretary III	2	864	1,158
Unit Clerk III	1	784	1,050
Unit Clerk II	7	747	1,000
Unit Clerk I	3	677	907
Total	69		

Training and Education

As indicated in the Organizational Chart (Figure 12), the Denver Juvenile Court has a training section available as part of its organization. Consequently, the new staff on the juvenile probation staff are provided

extensive in-service and pre-service training. Training typically involves general academic courses, on-the-job training and specialized in-service training. The objective of the training is to provide the probation officer with the necessary skills to effectively supervise the probationer. Academic improvement of the probation officer is encouraged through the taking of courses at the community colleges and four year colleges in the City of Denver. Definition of the appropriate in-service and on-the-job training courses is provided by the training component.

Volunteer Programs

The Denver Juvenile Probation Department has available to it the services of a volunteer coordinator who is paid by the Denver Juvenile Court budget, who coordinates project Join. Individual volunteer programs are encouraged within each of the department's probation offices. Voluntary services for Project Join are solicited for the tutoring and counseling of the juveniles and for supervising juveniles on various trips and cultural excursions. The maintenance of a viable volunteer program is the responsibility of the individual probation offices. There is the implicit assumption that efforts would be made in the specific locations to develop the necessary volunteer programs to facilitate the needs of the probationers.

Caseload

All youth for whom a certification for probable cause has been filed by the District Attorney are placed into the intake caseload of a probation officer. Those youth who have been adjudicated by the court and are

under probation, that is the supervision of the court, are placed into the caseload of a field probation officer.

The approximate intake of new clients per month for the Department of Probation is 267. The on-going departmental caseload includes approximately 1,040 youth a month. On the average, a field probation counselor carries a caseload of 50-60 clients. Intake counselors carry 70-80 clients. For those probation officers serving CHINS, the average caseload is approximately 55-60 clients per counselor.

Clientele

Tracking data reflecting accurate intake and population characteristics are not regularly maintained and summarized by the Denver Juvenile Probation Department. Some aggregate data are available and show that 395 youth were placed on probation, 185 were placed in the community in lieu of commitment, and 134 were committed to the Department of Institutions, during the 1975-1976 fiscal year.

Recidivism Statistics

Recidivism statistics, rearrest data and useful refileing data were not available due to the lack of computerized systems available to the Denver Juvenile Probation Department. The department has compiled refileing information but the data are difficult to interpret due to the failure to include at risk periods for the population. For example, it was reported that in the 1976 calendar year there were 1,040 clients in the probation department. Of these clients, 314 had their probation

revoked, which would appear to indicate a recidivism (revocation) rate of 30%. To what extent the probation population was rearrested is unknown. However, as stated previously, the average at risk time for this client population is unknown and, consequently, the 30% figure is unreliable at best.

JUVENILE SUPERVISION-COMMUNITY SERVICES

Organization and Staffing

Community Services (formerly Juvenile Parole) is responsible for the direct supervision of all juveniles released from the juvenile camps and two juvenile treatment centers who are placed in the Northeast Denver/Metro Region.^{1.} Community Services organizationally falls under the Youth Services Division of the State Department of Institutions. An Organizational Chart (Figure 10) is provided to clarify this structural arrangement.

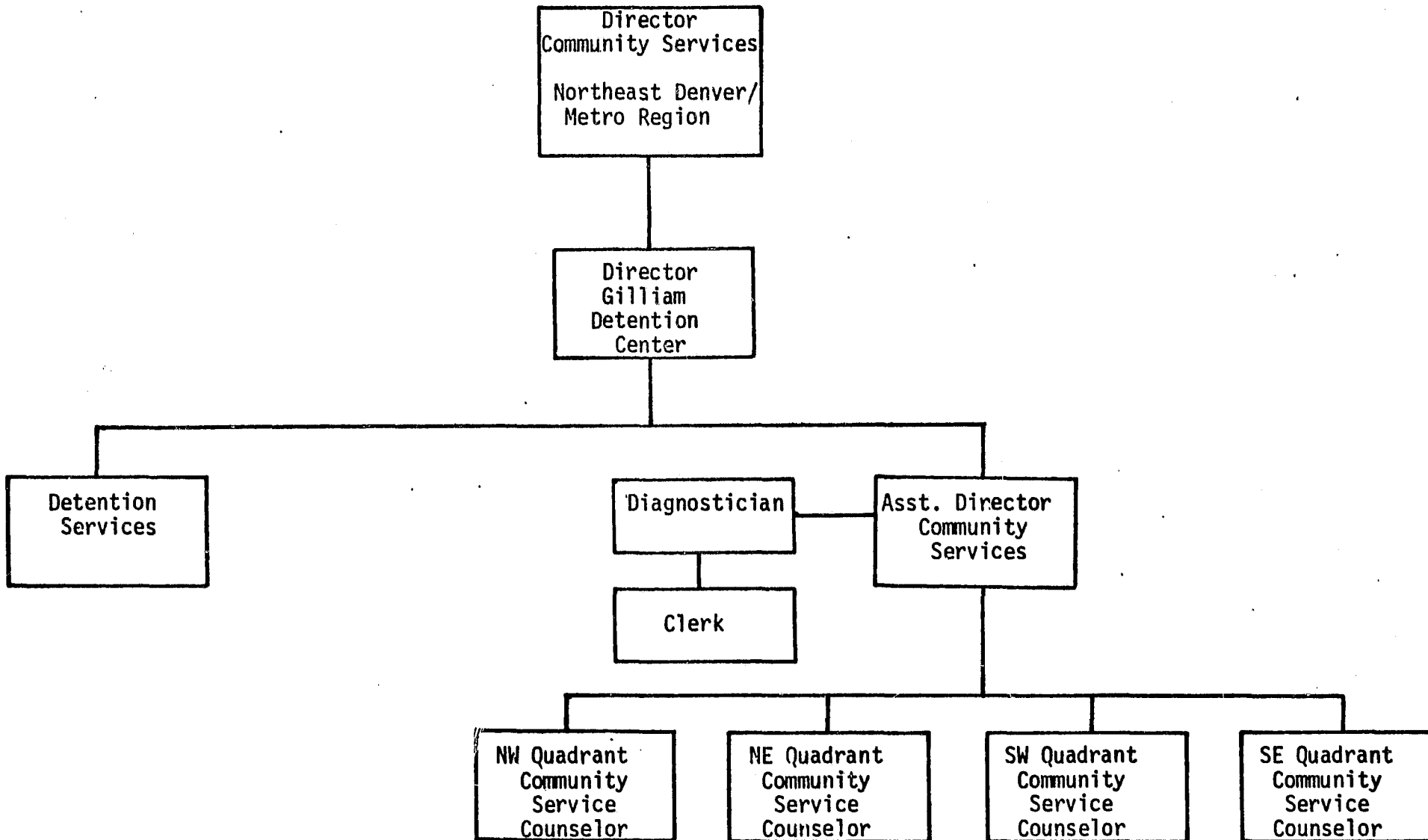
Denver organizationally is one of three regions (Western, Southern, and Northeast Denver/Metro) responsible for all youth throughout Colorado. Within the Northeast Denver/Metro Region, four Community Service Counselors (formerly Parole Agents) operate in Denver, while 19 Community Service Counselors operate in the other 19 counties which constitute the region.^{2.} As indicated in Figure 13, Community Services (parole) supervision is administered by an Assistant Director who is, in turn, responsible to the Director of the Gilliam Detention Center. The Assistant Director of Community Services is responsible for the after-care of committed delinquent and status youth released to the Northeast Denver/Metro Region. Providing direct supervision to the paroled youth are four

-
1. The two camps are Lathrop Park Youth Camp and Golden Gate Youth Camp. The two juvenile treatment centers are Lookout Mountain School for Boys and Mountview School for Girls.
 2. These other counties are Sedgwick, Phillips, Yuma, Kit Carson, Cheyenne, Lincoln, Washington, Logan, Weld, Morgan, Adams, Arapahoe, Elbert, Douglas, Jefferson, Clear Creek, Gilpin, Boulder, and Larimer.

Figure 13

Organizational Chart

Community Services



III-CL3-315

Community Service Counselors. These four counselors are directly responsible to the Assistant Director and are located in each quadrant of the city (see Figure 13).

Reorganization of the diagnostic capability available to Denver youth under the Department of Institutions and released to the community, is now under the administration of the Community Services Assistant Director. The diagnostician is assisted by a therapy assistant who is assigned to Community Services in a supportive role, but who is not provided for in the Denver Community Service budget.

Career Incentives

Career ladder opportunities are available within Community Services through movement from the Youth Service Counselor II position (this is the Civil Service title for the Community Service Counselor) to the Youth Service Administrator II position (the Civil Service title for the Regional Director). Similar movement can be made into the available mid-administrative positions within the Division of Youth Services or Department of Institutions. Finally, counselors have the opportunity of moving to any position within the Civil Service Administration for which they have the educational and experiential qualifications.

Salary Ranges

The salary ranges for Youth Services personnel are provided in Table 20. These salary ranges were effective July 1, 1976.

Training and Education

Training for the Community Service Counselors position primarily involves education in the policy and procedures of the Division of Youth Services. For example, as part of the pre-service training sessions for each of the counselors, the specifics of the Colorado Children's Code, utilization of the Inter-Personal Maturity Level (I level) categorization scheme, and information on the educational, psychological, and vocational test used in juvenile counseling are delineated. An assumption is made that a person is a professional and that he has the counseling experience and techniques necessary for professional performance prior to being hired. Some in-service training courses are provided to enrich and expand the already available techniques maintained by the counselors. Community Services has available to it a youth services training section through which counselors can avail themselves of certain types of training.

Table 20

Juvenile Supervision-Community Services- Job Titles and Salary

Position	Number	Educational Requirements	Experiential Requirements	Monthly Salary	
				Minimum	Maximum
Asst. Director	1	BA Degree	7 Yrs(2 Adm)	\$ 1,552	\$ 2,081
Comm.Serv.Coun.	4	BA Degree	3 Years	1,216	1,630
Diagnostician	1	BA Degree	3 Years	1,216	1,630
Secretary	2	High Sch.	-	711	1,050
Clerk	1	High Sch.	-	660	1,050

Caseload

The four Community Service Counselors serving the City and County of

Denver are physically located within each of Denver's quadrant areas. Youth released to Denver are assigned to the caseloads of these four counselors.

Delinquent youth paroled from the two youth camps, the two treatment centers and five detention centers in Colorado are released by the authority of the juvenile parole board. The board is statutorily appointed by the Governor and is comprised of seven members, five of whom are voting members. The five voting members are appointed from five state agencies which include the Department of Public Welfare, the Department of Education, the Department of Institutions (this member is not from Youth Services), the Department of Employment, and the Department of Rehabilitation. The two non-voting members are appointed from the Mountview School for Girls and the Lookout Mountain School for Boys. The seven members of the parole board are non-paid representatives. Employed by the parole board are one hearing officer and one stenographer, the salaries for whom are provided out of the Division of Youth Services budget. Functionally, it is the responsibility of the hearing officer and one member of the parole board to hear presentations on parole violations and to recommend the appropriate action with regard to the violations.

Community Service Counselor caseloads in Denver average approximately 35 active juveniles per officer. Within the four Denver quadrants the average caseloads vary as follows: southwest quadrant, 25; southeast quadrant, 45; northeast quadrant, 36; northwest quadrant, 34. These

caseloads do not reflect approximately ten institutionalized clients under some supervision by the Community Counselor. Because these clients are being counted within the institution, the Community Services does not add these particular individuals into the active caseloads. However, in actuality the average number of clients supervised is approximately 45 per counselor.

Volunteer Program

Development of volunteer programs within the four quadrant offices in Denver is primarily the responsibility of the Community Service Counselors in each office. It is the Assistant Director who is responsible for encouraging the various quadrant offices to promote a viable volunteer program within each quadrant. With the recent movement of the Community Service Counselor into the community from a centrally located office in the southwest Denver metropolitan area, there has been a greater opportunity for the counselors to develop viable volunteer programs designed to meet the needs of the specific populations in the quadrants. Volunteer programs are reaching out into the community and four year colleges in the area, as well as private citizens. The volunteers donate various talents and amounts of time to working with the parolees. There are no criteria in determining the quality of the volunteer program in each of the quadrants. There is the implicit assumption that each quadrant Community Service Counselor will endeavor to solicit the necessary volunteer services as dictated by the needs of the prospective parole population in the quadrant.

Clientele

The most recent data available indicating the clientele characteristics for Community Services cover the period July 1, 1973 to June 30, 1974. The data reported here were hand tabulated from the manually kept files maintained by the Education Department of Youth Services. During this time period, 133 clients were released to the supervision of Community Services in Denver. Of these, 103 (77.4%) were in the delinquent status while 30 (22.6%) were on CHINS status. As shown in Table 21, the typical releasee (that is in profile) is on delinquent status, male, age 16, Chicano and was committed for a charge of burglary.

The majority of the released juveniles (57.2%) were 16 years of age or older. The distribution of Black and Chicano releasees, as indicated in the ethnic group distribution, clearly indicates that these two minority groups are over-represented in the parole population. Approximately 40% of the commitment offenses for this population of parolees was for an Impact offense. Burglary, status offenses, and theft comprise the commitment offenses with the largest proportions with 27.8%, 18.8% and 9.8% respectively for each one of these offenses. The average length of parole time for the entire parole population is 16 months. For the CHINS in placement, the average period of supervision is approximately 13 months.

Community Services does not maintain recidivism statistics due to the lack of feedback they receive. Some data are maintained, however, on those clients who violate parole. Exacerbating the difficulties of

Table 21

Community ServicesClient Characteristics

July 1, 1973 - June 30, 1974

Status	Number	Percent
Delinquent	103	(77.4)
CHINS	30	(22.6)
<u>Sex</u>		
Male	112	(84.2)
Female	21	(15.8)
<u>Age</u>		
13	10	(7.5)
14	19	(14.3)
15	28	(21.1)
16	42	(31.6)
17	28	(21.1)
18	6	(4.5)
<u>Ethnic Group</u>		
Anglo	38	(28.6)
Black	31	(23.3)
Spanish Surname	54	(40.6)
Other	10	(7.5)
<u>Commitment Offense</u>		
Assault/Rape	9	(6.8)
Robbery	7	(5.3)
Burglary	37	(27.8)
Theft	13	(9.8)
Auto Theft	11	(8.3)
Drugs	9	(6.8)
Status	25	(18.8)
Other	4	(3.0)
Unknown	18	(13.5)
Total	N=133	

maintaining recidivism statistics is the fact that the Division of Youth Services does not have the availability of a computerized system to maintain any data files. The Division has the capability of maintaining some data in an automated system, but the system has not been available for some period of time. Data retrieval is now accomplished through a hand tabulation method.

OTHER JUVENILE JUSTICE PROGRAMS

CONSOLIDATED YOUTH DIVERSION PROGRAMS SYSTEM

Under Impact Cities funding, between 1972 and July, 1975, 14 youth serving agencies were funded. These projects rendered a wide array of services to pre-adjudicated and post-adjudicated youth. The majority of projects funded (9) provided services to pre-adjudicated youth. These projects were: Southwest Denver Youth Service Bureau; Northwest Denver Youth Service Bureau; Southeast Denver Neighborhood Service Bureau; Northeast Denver Youth Service Bureau; Police to Partners; Intercept; East Denver Pre-Release Center; Westside Youth Development Program; and the Southwest Youth Employment Service. The remaining youth programs funded by DACC rendered services to post-adjudicated youth and included: Youth Recidivist Reduction Program; Northwest Denver Group Home; La Puente School Program; New Pride; and Community Outreach Probation Experiment.

With the pending termination of Impact Cities funding, State continuation funding was successfully secured. Under these funds, a consolidated youth diversion model arose establishing four youth service systems; one in each quadrant of the city. In addition, three projects providing services to youth on a city-wide basis were continued. The State funded youth service programs involve the consolidation of the previously Impact Cities funded projects in each quadrant into a youth delivery system with the youth service bureaus forming the hub of each program. Under the state continuation funding, two projects (Intercept and Community Outreach Probation Experiment) were not continued.

Sponsorship of the Denver Youth Service System has been placed with the

Department of Institutions, with administrative coordination coming from the Division of Youth Services. Under this system, youth having no prior offense histories are to be diverted by the Delinquency Control Division and the District Attorney's office. The Denver Juvenile Court will divert some youth with multiple prior offenses to projects which have previously provided services to such youth diverted by the court. State funding for the continued diversion projects is for one year. The City and County of Denver contributed 25% to the \$1.2 million appropriation for youth services.

Suburban Denver SMSA Part I Crime Trends:

Total Index Crimes: Total index crimes in the suburban SMSA (including murder, rape, robbery, aggravated assault, burglary, larceny and auto theft) from 1968-1974 increased by an average of 5,570 crimes per year. This represents an average annual percentage increase of 18%. The total index crime increase from 1973 to 1974 was above this average -- 9,045 actual crimes representing a percentage increase of slightly more than 30%. Table E shows actual numbers of crimes over this seven year period along with yearly percentage increases. Tables F + G also include information for individual counties (Adams, Arapahoe, Boulder, Douglas, Gilpin and Jefferson) and the five municipalities with the highest total number of crimes during 1974.

From 1973 to 1974, the county with highest percentage increase in total crime was Douglas County with nearly 51%. Actual numbers showed Adams County to have the largest increase -- 4,754 total crimes.

The five municipalities throughout the suburban SMSA which had the highest crime incidence in 1973 were Lakewood, Aurora, Boulder, Arvada, and Englewood. Lakewood experienced the highest actual number of crimes in 1974 (7,703). This was a 21% increase from the previous year. The highest percentage increase from 1973 to 1974 occurred in Aurora with 35% (1,805 reported crimes).

Exhib

SUBURBAN DENVER SMSA CRIMES AND PERCENTAGE INCREASES, 1968 through 1974

	1968		1969		1970		1971		1972		1973		1974	
Homicide	17	10	-41%	28	+180%	33	+18%	40	+21%	41	+3%	29	-29%	
Rape	117	143	+22%	139	-3%	215	+55%	253	+18%	203	-20%	214	+5%	
Robbery	234	265	+13%	388	+46%	528	+36%	648	+23%	744	+15%	947	+27%	
Aggravated Assault	635	651	+3%	1,092	+68%	1,030	-6%	1,166	+13%	1,216	+4%	1,624	+34%	
Burglary	4,584	6,176	+35%	7,399	+20%	9,218	+25%	10,690	+16%	12,112	+13%	14,409	+19%	
Larceny	14,032	14,951	+7%	21,301	+42%	25,171	+18%	26,444	+5%	27,289	+3%	33,669	+23%	
Auto Theft	1,406	2,280	+62%	2,875	+26%	3,440	+20%	3,660	+6%	3,799	+4%	3,557	-6%	
TOTAL	21,025	24,476	+16.4%	33,222	+35.7%	39,635	+19.3%	42,901	8.2%	45,404	+5.8%	54,449	+20%	

III-C13-326

Exhibit

SUBURB DENVER SMSA COUNTIES, CRIMES AND PERCENT CHANGES, 1972- 4

<u>Adams County</u>				<u>Boulder Co.</u>							
	<u>1972</u>	<u>1973</u>	<u>1974</u>		<u>1972</u>	<u>1973</u>	<u>1974</u>				
TOTAL	11,598	12,539	8%	17,293	38%	TOTAL	7,947	7,821	-2%	8,216	5%
Homicide	15	13	-13%	10	-23%	Homicide	5	5	0%	2	-60%
Rape	79	68	-14%	71	4%	Rape	58	31	-47%	38	23%
Robbery	152	180	18%	294	63%	Robbery	134	115	-14%	113	-2%
Agg. Assault	325	289	-11%	609	111%	Agg. Assault	245	230	-6%	230	0%
Burglary	2,725	3,230	19%	4,538	40%	Burglary	1,196	1,834	53%	1,725	-6%
Larceny	7,263	7,675	6%	10,502	37%	Larceny	5,702	5,045	-12%	5,756	+14%
Auto Theft	1,039	1,084	4%	1,269	17%	Auto Theft	607	561	-8%	352	-37%

<u>Arapahoe Co.</u>				<u>Jefferson</u>							
	<u>1972</u>	<u>1973</u>	<u>1974</u>		<u>1972</u>	<u>1973</u>	<u>1974</u>				
TOTAL	9,484	10,204	8%	12,655	+24%	TOTAL	13,409	14,262	+6%	15,773	11%
Homicide	9	7	-22%	5	-29%	Homicide	7	12	71%	12	0%
Rape	40	43	8%	45	+5%	Rape	71	52	-27%	59	13%
Robbery	160	192	20%	245	+28%	Robbery	198	254	28%	292	15%
Agg. Assault	184	249	35%	292	+17%	Agg. Assault	393	404	3%	486	20%
Burglary	2,334	2,560	10%	3,261	+27%	Burglary	4,148	4,193	1%	4,631	10%
Larceny	5,874	6,110	4%	7,860	+29%	Larceny	7,497	8,287		9,330	13%
Auto Theft	883	1,043	18%	947	-9%	Auto Theft	1,095	1,060	-3%	923	-13%

<u>Douglas Co.</u>				<u>Gilpin Co.</u>							
	<u>1972</u>	<u>1973</u>	<u>1974</u>		<u>1972</u>	<u>1973</u>	<u>1974</u>				
TOTAL	217	267	+23%	360	51%	TOTAL	127	141	11%	192	36%
Homicide	1	1	0%	-	----	Homicide	2	2	0%	-	----
Rape	4	2	-50%	1	-50%	Rape	1	5	400%	-	----
Robbery	2	2	0%	2	----	Robbery	2	0	-100%	1	----
Agg. Assault	10	18	80%	-	----	Agg. Assault	3	3	0%	7	133%
Burglary	86	78	-9%	123	58%	Burglary	112	105	-6%	131	25%
Larceny	105	149	42%	186	25%	Larceny	3	23	766%	35	52%
Auto Theft	9	17	89%	48	182%	Auto Theft	4	3	-25%	18	600%

III-CL3-327

Exhibit

HIGH CRIME INCIDENCE MUNICIPALITIES, CRIMES AND PERCENT CHANGES 1972-1974

<u>Aurora</u>	<u>1972</u>	<u>1973</u>	<u>% Change</u>	<u>1974</u>	<u>% Change</u>
TOTAL*	3,178	5,175	---	6,980	35
Homicide	8	4	-50	3	-25
Rape *	24	49	104	40	-18
Robbery	112	115	3	137	19
Agg. Assault	117	139	19	244	76
Burglary	1,315	1,506	15	2,060	37
Larceny*	1,252	2,946	---	4,132	40
Auto Theft	350	398	14	475	19

<u>Lakewood</u>	<u>1972</u>	<u>1973</u>	<u>% Change</u>	<u>1974</u>	<u>% Change</u>
TOTAL*	4,638	6,351	---	7,703	21
Homicide	2	7	250	9	29
Rape	25	25	0	24	-4
Robbery	125	147	18	166	13
Agg. Assault	229	181	-21	298	65
Burglary	2,008	1,734	-14	1,837	6
Larceny*	1,647	3,783	---	4,929	30
Auto Theft	602	474	-21	440	-7

<u>Englewood</u>	<u>1972</u>	<u>1973</u>	<u>% Change</u>	<u>1974</u>	<u>% Change</u>
TOTAL*	1,544	2,982	---	3,461	16
Homicide	1	2	100	0	-100
Rape	5	7	40	9	29
Robbery	42	67	60	82	22
Agg. Assault	26	53	104	65	23
Burglary	563	526	-7	764	45
Larceny*	579	1,909	---	2,215	16
Auto Theft	328	418	27	326	-22

<u>Arvada</u>	<u>1972</u>	<u>1973</u>	<u>% Change</u>	<u>1974</u>	<u>% Change</u>
TOTAL*	1,281	2,529	---	2,680	6
Homicide	1	0	-100	0	0
Rape	4	4	0	9	125
Robbery	12	18	50	26	44
Agg. Assault	23	14	-39	39	179
Burglary	444	570	28	625	10
Larceny*	691	1,811	---	1,865	3
Auto Theft	106	112	6	116	4

	<u>1972</u>	<u>1973</u>	<u>% Change</u>	<u>1974</u>	<u>% Change</u>
TOTAL*	1,707	2,944	---	4,276	-8
Homicide	3	4	33	0	-100
Rape	31	19	-38	20	5
Robbery	96	81	-16	83	2
Agg. Assault	117	122	4	111	-9
Burglary	630	1,118	77	878	-21
Larceny*	1,707	2,944	---	3,033	3
Auto Theft	430	385	-10	151	-61

*1973 and 1974 figures include total larceny, 1972 figures, only larceny above \$50.

Homicide

(i) Trend: The suburban SMSA experienced from 1970 to 1974 an average incidence of homicide increasing approximately 3% per year. This represented in actual numbers an increase of one homicide per year. From 1973 to 1974, the suburban SMSA experienced a decrease of eleven homicides for a percentage decrease of 27%.

In 1974, Jefferson County was the only suburban SMSA county which did not reflect a decrease in homicides. All other counties showed a decrease with both Gilpin and Douglas Counties having no reported incidents of homicide.

No information was available on the incident or victim characteristics. Arrestee information for juveniles and adults was compiled for each of the crimes from a sample taken throughout the suburban SMSA. This sample, from 1974 arrest data, included seven of the 15 law enforcement agencies throughout the area serving over 25,000 population and included at least one agency from each quadrant of the area. Juvenile information was gathered from six municipalities of the total sample.

(ii) Suspect: Adult arrestees for homicide were primarily male (84%). There were no arrests of persons over 50 years of age. The numbers of arrests were fairly uniform in all age categories between 18 and 49 with all women arrested for homicide being within a 10 year span, 24 to 34 years old. Total adult arrestees from the sample were

19 in number.

Juvenile arrestees for homicide in the sample numbered three, all of whom were male. Two of the arrestees were seventeen while the third was 11 years old.

Aggravated Assault

(i) Trend: The average annual increase from 1970 to 1974 for aggravated assault within the suburban SMSA was about 11% or 136 crimes per year. Between 1973 and 1974, the increase in actual aggravated assaults was 431, far above the four year average. This represented a 12% increase for 1974 from 1973.

Boulder was the only county which did not show an increase in assaults in 1974. It showed no change. The other counties all experienced an increase with Gilpin and Adams County more than doubling their rates over the 1973 rates (133 and 111 percent respectively).

Of the five municipalities surveyed, Lakewood, Aurora and Arvada all showed substantial increases in 1974 over 1973. The highest percentage increase occurred in Arvada, 179% or 25 additional crimes. Boulder was the only city to show a decrease in this category, down 9% or 11 actual crimes. Englewood experienced only a 23% increase.

(ii) Incident: Assault occurs most frequently during the nighttime hours, usually prior to midnight. As with other crimes, assault frequently occurs during weekends. Assaults occur more frequently within buildings -- residential and

commercial. Many assaults occur in dwellings, often between family members. The crime also occurs with more frequency during the summer months. There is normally a single victim in reported aggravated assault cases and a single assailant.

(iii) Suspect: Of the total sample of 353 aggravated assault arrestees, both juvenile and adult, 76% were adults. The composition of the total was 95% male, 5% female. Of the total number of juveniles arrested, slightly more were female (7%) as compared to female adult suspects. The ages of female arrestees was widely distributed. Adult male arrestees were most frequently between the ages of 25 to 39. Sixteen and 17 year olds accounted for the largest percentage of male juvenile assault arrestees (44 actual of 80 or 55%), with the modal category of 13-14 year olds representing 20% (16 actual).

Forcible Rape

(i) Trend: After a yearly average increase in rape of over 15% between 1970 and 1974, the suburban SMSA experienced only a 7% increase between 1973 and 1974 (numerical increase of fourteen). The increase is well below the annual trend, but fell far short of the 20% decrease experienced in 1973. Each of the counties experienced an increase in rapes between 1973 and 1974 with the exception of Douglas which had a 50% decrease (one actual).

Of the five municipalities previously mentioned, both

Aurora and Lakewood experienced a decrease. Boulder increased by only 5% while Englewood showed an increase of 29% (2 actual) and Arvada an increase of 125% (5 actual).

(ii) Suspect: Rape arrestees are almost exclusively male, however, one female arrest was reported. Age distribution of arrestees showed the greatest number were aged 30 to 34, followed by 18 to 19 year olds, 21 year olds and 25 to 29 year olds. Over 55 years of age, no arrests were reported. The female rape arrestee was 24. Of ten juvenile arrests for rape, seven were 17; two, 15; and one 13-14. Juvenile arrests accounted for 16% of the total rape arrests in the sample areas.

Robbery

(i) Trend: There was a steady increase in robberies from 1970 to 1974 averaging nearly 7% per year. With an increase of 129 robberies, the percentage increase for 1973 to 1974 was 29%, well above the average.

Of the counties of the suburban SMSA, Adams showed the greatest increase from 1973 to 1974, 63% or 114 actual robberies. Arapahoe County increased by 28%, 53 actual and Jefferson increased by 15%, 48 actual. Gilpin County experienced only one robbery, Douglas two, and Boulder showed a decrease of 2%.

Robbery increased in all of the five municipalities studied. Arvada experienced a 44% increase, 8 actual. Englewood, Lakewood, and Aurora showed increases of 22% 13%, and 19% respectively. In Boulder incidence of robbery

increased by only 2%.

(ii) Incident: While robbery occurs less frequently than burglary, the potential for violence is much greater due to the person-to-person nature of the crime.

Robbery increases during winter months and tends to decline as the summer months approach. Robberies most frequently occur during night hours. A large proportion of robberies are "strong arm" robberies on the street or inside dwellings.

There are identifiable geographic locations with a markedly high incidence of robbery. These areas are generally at or near 24-hour convenience stores, within or around shopping centers, and along major commercialized thoroughfares. Robberies of an establishment generally involve the actual or threatened use of a firearm, while street robberies show a higher incidence of "strong arm" techniques.

(iii) Suspect: The total number of robbery arrestees included in the sample, juvenile and adult, was 204. Robbery arrestees are typically Anglo, male and aged 18 - 29. The largest proportions of suspects are distributed at either end of this age category. Of the total number of arrestees, 35% were juvenile. Juvenile arrestees were also generally male and 16 - 17 years of age. Female suspects were more prevalent among juvenile arrestees (22 of a total 72) than among the adult group which was composed of eight women of the 132 adult arrestees.

Burglary

(i) Trend: Burglary within the suburban SMSA has been steadily on the increase from 1970 to 1974, averaging 19% per year. The 1973-1974 increase was 18%, nearly equal to the trend. This represents 2,409 additional reported incidents.

Of the suburban SMSA counties, only Boulder experienced a decrease in burglary in 1974, down 6% or 111 actual offenses. Of the other counties Douglas revealed the the greatest increase: 58%, 45 actual. Adams County was next in rank with a 40% increase. Arapahoe, Galpin, and Jefferson counties experienced increases of 27%, 25% and 10% respectively.

Four of the five municipalities experienced increases in burglary between 1973 and 1974. Only Boulder showed a decrease, 21% or 240 less reported crimes. In Lakewood, the incidence increased by only 6% and by only 10% in Arvada. Englewood and Aurora showed the greatest increases: 45% and 37% respectively.

(ii) Incident: While any type of establishment can be burglarized, residential burglaries occur more often than non-residential burglaries. Specific cities and particular areas within cities vary from this trend.

Typically, non-residential (commercial) establishments are burglarized at night. This occurs in approximately 80% of the cases surveyed by Arapahoe County's Special Crime Attack Team.

Residences are burglarized during weekends, late afternoon and early evening hours. Reports of residential burglaries often provide insufficient times of occurrence due to prolonged (24 to 48 hours) absence of the residents. Consequently, a definite time frame is difficult to establish. Of those single family residential burglaries occurring at a known time, most occur most frequently on weekends, with numerous burglaries being reported on Mondays, after occurring sometime between Friday evening and Sunday night.

Over 65% of the burglaries are by "forced entry" yet a large number (approximately 15%) of burglaries are accomplished via entry through unlocked doors or windows. This is particularly the case with single family, residential burglaries.

(iii) Suspect: Arrestee data showed 64% or 60 of all 950 arrestees in the sample were juveniles. Most of these were male (91%) and between the ages of 13-15. Males were also predominant in adult arrests (94%). Over 63% of the males arrested were 18 or 22 years of age with another 20% aged 25-34.

Females arrested for burglary accounted for 8% of the total number arrested.

Larceny

(i) Trend: The crime of larceny increased yearly from 1970 to 1974 throughout the suburban SMSA. The average

yearly increase was 12%, an increase in the actual number of larcenies of 2,842 per year. In the period between 1973 and 1974 larceny increased by 5,364 cases or 20%, which was above the five year average.

Suburban SMSA counties all showed increases in larceny from 1973 to 1974. The greatest increase was experienced by Adams County, 2,827 larcenies (37%), with the smallest increase in Jefferson County, 1,043 larcenies or a 14% increase.

Between 1973 and 1974, larceny increases amounted to only 3% in Arvada and Boulder. Aurora experienced an increase of 40%, Lakewood 30% and Englewood 16%.

(ii) Suspect: There were 4,363 arrestees for larceny in the suburban SMSA, 56% of whom (2,435) were juveniles. Of the juvenile male arrestees, 38% were 15-16 years old. The largest group of females arrested (40%) were 13-14 years old.

Female arrestees also made up 40% of the 1,928 adults arrested for larceny. Age group distribution was fairly uniform with 18 year olds (6%) and those in the modal category of 25-29 year olds (6%) comprising the highest percentages of arrestees. Percentages of female arrestees generally decreased as age increased.

Auto Theft

(i) Trend: Between 1970 and 1974, auto theft increased in the suburban SMSA by an average of 6% per year. From

1973 to 1974 the rate decreased for the first time by 6%. This was a decrease of 213 auto thefts.

Of the six counties in the SMSA, three had increases while three experienced decreases during the 1973 to 1974 period. The three counties with decreases were Boulder (37% decrease, 209 fewer actual auto thefts), Arapahoe (9% decrease, 96 less actual), and Jefferson (13% decrease, 137 less actual). Increases occurred in Adams County (17%, 185 actual), Gilpin County (600%, 15 actual), and Douglas County (182%, 31 actual).

The cities of Lakewood, Englewood and Boulder experienced decreases in auto theft from 1973 to 1974. The Lakewood decrease was actually 34 crimes, a decrease of 7%. Englewood's decrease was 92 crimes, a 22% decrease. Boulder's decrease was 61% or 234 actual crimes. Auto theft increases occurred in Aurora (77 actual or 19%) and Arvada (4 actual or 4%).

(ii) Suspect: Auto Theft arrestees (adult and juvenile numbered 391. They were typically juvenile (71%) & male (90%). Some 87% of the juvenile arrests were male with 81% age 13-16. The same age group accounted for 30 of the 36 female arrestees.

Of the adult arrestees, 112 or 96% were male. The highest percentage of these males (38%) were 18-19 year olds. There were no arrests for males 50 or over. Five arrests were recorded for female adults; two were 18 year olds; one 19; one 25-29; and one 30 to 34.

Law Enforcement in the Suburban SMSA:

(a) Organization and Staffing: The function of law enforcement in the suburban SMSA is the responsibility of 38 separate city and county law enforcement agencies. Three are classified as marshal's offices, six as sheriff's offices and 29 are identified as police departments. The law enforcement agencies in the suburban areas will be briefly discussed by the population bracket listed below:

25,000 and under
25,000 to 50,000
50,000 to 100,000
100,000 to 250,000

(i) Population less than 25,000:

Black Hawk P.D.	Edgewater P.D.
Broomfield, P.D.	Erie Marshal
Bow Mar Marshal	Federal Heights P.D.
Brighton P.D.	Gilpin Co. Sheriff's Office
Castle Rock P.D.	Glendale P.D.
Central City P.D.	Golden P.D.
Cherry Hills P.D.	Greenwood Village P.D.
Columbine Valley P.D.	Lafayette P.D.
Commerce City P.D.	Louisville P.D.
Douglas County Sheriff's Office	Lyons P.D.
Morrison P.D.	Sheridan P.D.
Nederland Marshal	

Twenty-three (23) law enforcement agencies serve areas of 25,000 population or less. In 1974, 249 fulltime sworn police officers were authorized to serve in these jurisdictions. Actual fulltime sworn personnel totaled 239 officers.

Seventeen of these agencies were authorized 131 sworn part-time officers. Their actual sworn part-time strength totaled 104 officers, or 27 positions were unfilled.

Twelve of the agencies indicated that they employed non-sworn personnel. Of the 47 non-sworn positions authorized, 46 were filled as of December 31, 1974. Services provided by non-sworn personnel were listed as clerical duties, recordkeeping, dispatching and matron functions.

(ii) Population 25,000 - 50,000:

Arapahoe County Sheriff's Office
Boulder County Sheriff's Office
Englewood Police Department
Littleton Police Department
Longmont Police Department
Northglenn Police Department
Thornton Police Department
Westminster Police Department.
Wheat Ridge Police Department

Total authorized strength for fulltime sworn officers in these nine law enforcement agencies was 482 positions. Seven of these positions were not filled as of December 31, 1974. Six of the nine agencies were authorized a total of 166 part-time sworn officers, but only 141 positions were filled.

All nine agencies in this population bracket indicated that they employed non-sworn personnel. Authorized non-sworn strength for the agencies was 120 positions, with 111 of the positions filled as of December 31, 1974.

(iii) Population 50,000 to 100,000:

Adams County Sheriff's Office
Arvada Police Department
Boulder Police Department
Jefferson County Sheriff's Office

Two sheriffs' offices and two police departments serve population areas of 50,000 - 100,000. Total

authorized fulltime sworn strength of the four agencies was two hundred eighty-two positions. All positions were filled. In addition, Boulder Police Department and Adams County Sheriff's Office were authorized 71 part-time sworn positions which were all filled as of December 31, 1974.

Seventy-two non-sworn positions were authorized in 1974 and seventy of these positions were filled.

(iv) Population 100,000 to 250,000:

Aurora Police Department
Lakewood Police Department

Total authorized strength for these two law enforcement agencies was 339 positions. Actual fulltime sworn strength was 325 positions, 14 positions less than authorized. Aurora was authorized 40 part-time sworn personnel, of which 35 positions were filled.

Both agencies were authorized 50 non-sworn personnel (Aurora 40 and Lakewood 10).

Prosecution in the Suburban Denver SMSA

(a) Organization and Staffing: Staffing information was available for 3 of the 4 DA's offices in the suburban Denver SMSA: the 1st Judicial District (Jefferson, Gilpin, and Clear Creek Counties), the 18th Judicial District (Arapahoe, Douglas, Elbert and Lincoln Counties), and the 20th Judicial District (Boulder). Data which follow were collected during 1976.

<u>Position</u>	<u>Dist. 1</u>	<u>Dist. 18</u>	<u>Dist. 20</u>
Office Administrator or Manager	0	0	1
Assistant D.A.	1	1	1
Chief Deputy	2	1	1
Deputy	18	20	8
Investigators (employed)	6	10	4
Investigators (detailed from other agencies)	3	0	0
Law Clerks and Interns	13	1	5
Paralegal	3	2	7
Secretary/Clerical	18	21	8
Other	0	8	0
Total full & part-time	<u>64</u>	<u>64</u>	<u>35</u>
<u>Professional Employees</u>			
<u>Ethnic Group:</u> Black	0	1	NA
Chicano	1	0	
Anglo	29	20	
Other	1	0	
<u>Sex:</u> Male	26	33	NA
Female	5	10	

The statewide court information system again gives some partial information on the number of cases filed, dispositions and sentences. Again, we must caution that the many cases in intermediate stages are not reflected. Exhibit J summarizes the results from 1975.

The total number of felony cases filed ranged from 498 to 771 in the four suburban districts. Some 36.6% were dismissed in District 20 (Boulder), compared to 25.8% in the 17th District. Guilty pleas ranged between 57.7% (District 20) and 72 to 73% (District 18 and 17).

The use of deferred judgement, deferred prosecution, and deferred sentencing totalled 33.9% of cases in District 20 and 29.2% in District 18, compared with 10.7% in District 17. The number of fully completed trials was low in all districts.

Total acquittals and mistrials, as a percentage of trials, ranged between 30% and 60%.

Among sentences, probation was the most popular in all four districts. Comprising 76% of sentences in District 17 and about 50% elsewhere. The 1st District made the heaviest use of both the penitentiary (40 cases, or 13.5% of sentences) and the reformatory (48 cases and 16.2%).

Exhibit J
Disposition, Adjudication and Sentencing
in District Courts in the Denver Suburban SMSA

	<u>1ST DISTRICT</u>			<u>17TH DISTRICT</u>			<u>18TH DISTRICT</u>			<u>20TH DISTRICT</u>		
	<u>No.</u>	<u>Percentage of known Dispositions</u>	<u>Percentage of Filings</u>	<u>No.</u>	<u>Percentage of known Dispositions</u>	<u>Percentage of Filings</u>	<u>No.</u>	<u>Percentage of known Dispositions</u>	<u>Percentage of Filings</u>	<u>No.</u>	<u>Percentage of known Dispositions</u>	<u>Percentage of Filings</u>
Felony cases filed	771			673			839			498		
Disposition data known	548	100.0	71.1	561	100.0	83.4	556	100.0	66.3	298	100.0	59.8
Dismissals	165	30.1	% of guilty pleas	145	25.8	% of guilty pleas	170	30.5	% of guilty pleas	109	36.6	% of guilty pleas
Deferred Prosecution	53	9.7		3	0.5		31	5.6		25	8.4	
Pled Guilty (same charge)	218	39.8	65.1	182	32.4	44.5	410	73.7	100.0	141	47.3	82.0
Pled Guilty (other charge)	117	21.4	34.9	227	40.4	55.5	0	0	0	31	10.4	18.0
Total Guilty Pleas	335	61.1		409	72.9		410	73.7		172	57.7	100.0
Deferred Judgment or deferred sentencing	29	5.3		57	10.2		131	23.6		76	25.5	
			<u>% of trials</u>			<u>% of trials</u>			<u>% of trials</u>			<u>% of trials</u>
Jury Trials	22	4.0	91.7	46	8.2	97.9	15	2.7	93.8	8	7	80.0
Court Trials	2	.4	8.3	1	0.2	2.1	1	0.2	6.2	2	7	20.0
Total Trials	24	4.4	100.0	47	8.4	100.0	16	2.9	100.0	10	3.4	100.0
Acquittals	4	.7	16.7	14	2.5	29.8	6	1.1	37.5	5	1.7	50.0
Mistrials	3	.5	12.5	4	0.7	8.5	0	0	0	1	0.3	10.0
Total Acquittal & Mistrials	7	1.3	29.2	18	3.2	38.3	6	1.1	37.5	6	2.0	60.0
Sentences:			<u>% of Sentences</u>			<u>% of Sentences</u>			<u>% of Sentences</u>			<u>% of Sentences</u>
Suspended sentence	18	3.8	6.1	10	1.8	2.9	18	3.3	8.1	12	4.0	14.6
Fine only	14	2.6	4.7	13	2.3	3.8	9	1.6	4.1	0	0	0
Supervised probation	146	26.6	49.3	260	46.3	76.0	96	17.3	43.2	42	14.1	51.2
Indeterminate Sentence	3	.5	1.0	3	0.5	0.9	10	1.8	4.5	1	0.3	1.2
Penitentiary	40	7.3	13.5	25	4.5	7.3	28	5.0	12.6	4	1.3	4.9
Reformatory	48	8.8	16.2	25	4.5	7.3	40	7.2	18.0	13	4.4	15.9
County Jail	27	4.9	9.1	6	1.1	1.8	21	3.8	9.5	10	3.4	12.2

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Defense in the Suburban SMSA

Caseload: The number of cases defended during FY 1973-74 was obtained from the public defender's offices in Boulder, Adams, Jefferson, Arapahoe, Elbert and Douglas Counties. The following table shows these cases.

Exhibit L

Public Defenders Office Cases Defended, FY 1973-74

<u>Office</u>	<u>Felony</u>	<u>Misdemeanor</u>	<u>Juvenile</u>	<u>Total</u>
Adams County	332	879	88	1,299
Boulder County	417	498	44	959
Jefferson County	489	420	226	1,135
Arapahoe, Douglas, and Elbert Counties	299	309	95	703
TOTAL	1,537	2,106	453	4,096

The Adams County Public Defender served the most cases during the fiscal year, 1,299 or approximately 31.7% of all cases defended. The Arapahoe/Douglas office had the smallest caseload. Juveniles were represented much more by the Jefferson County office, which defended almost 50% of the total juvenile cases.

Adjudication Suburban Denver SMSA County Courts

Within the suburban Denver SMSA, five county courts (Adams, Arapahoe, Boulder, Douglas and Jefferson) provide services, one in each county. In addition Gilpin County has a combined district and county court which is described with the district courts. Jurisdiction in county court includes felony preliminary, civil, traffic, and misdemeanor cases. The five county courts have a total staffing of 98 persons. This includes judges, court administrators, clerks, judge's confidential employees, referees and other professional and clerical staff. Judges for the courts number 15.

Operations and Caseload: One of the first options of the court system is that of pretrial release. The most common type of pretrial release methods include professional surety bail, personal surety bail, and personal recognizance bail. All of the county courts use these methods of pretrial release with adult offenders. Only the Jefferson County Court employs adult diversion as a pretrial release method. In the juvenile divisions of the county courts, diversion is

used in all the courts along with the various types of bail. In addition, each of the county courts employ pretrial release into parental custody when dealing with juveniles.

Caseload information for county courts was obtained for FY 1973-74. Total caseload information includes those cases pending as of July 1, 1973 as well as all new filings: civil, traffic, misdemeanor, and felony preliminaries. Exhibit M shows caseload data for each county court.

In all county courts, the smallest caseload was that of felony preliminaries. The overwhelming majority of cases in the county courts were traffic cases, representing over 70% of the total caseload.

Misdemeanor cases generally represented the second largest part of the suburban SMSA total caseload except in Adams County, where slightly more civil cases were heard.

Of the total caseload for the suburban SMSA, Jefferson County Court handled the greatest percentage of cases, 24.9%, Adams County Court was next with 24.4%, while the smallest suburban SMSA caseload existed in the Gilpin County Court with 0.7%.

Exhibit M

Total Caseload in Suburban SMSA County Courts

FY 1973 - 74

County	Civil	Traffic	Misdemeanor	Felony Preliminaries	Total
Adams	2,913 (13.8)* (29.4)**	14,555 (69.2) (23.9)	2,522 (12.0) (23.6)	1,030 (5.0) (21.0)	21,020 (24.4)
Arapahoe	1,877 (10.0) (18.9)	13,572 (72.2) (22.3)	2,586 (13.8) (24.2)	724 (4.0) (14.8)	18,759 (21.7)
Boulder	2,497 (14.2) (25.2)	10,668 (61.8) (17.9)	3,069 (17.4) (28.8)	1,160 (6.6) (23.7)	17,594 (20.4)
Douglas	70 (1.0) (0.7)	6,518 (95.0) (10.7)	206 (3.0) (1.9)	69 (1.0) (1.4)	6,863 (7.9)
Gilpin	15 (2.5) (0.1)	482 (79.7) (0.8)	82 (13.5) (0.8)	26 (4.3) (0.5)	605 (0.7)
Jefferson	2,548 (11.9) (25.7)	14,827 (69.1) (24.4)	2,204 (10.2) (20.7)	1,889 (8.8) (38.6)	21,468 (24.9)
TOTAL	9,920 (11.5)	60,822 (70.5)	10,669 (12.4)	4,898 (5.6)	86,309

* Percent of county total caseload

** Percent of suburban SMSA categorical caseload

Adjudication: Suburban Denver SMSA District Courts

(a) Organization and Staffing: Besides Denver, the Denver SMSA has four judicial districts providing court services. Boulder County and Adams County each comprise one judicial district, the 20th and the 17th respectively. The other two judicial districts are made up of more than one county. The 1st Judicial District contains Jefferson, Clear Creek*, and Gilpin counties. Arapahoe, Douglas, Elbert, and Lincoln counties together comprise the 18th Judicial District. Clear Creek, Elbert and Lincoln counties are not part of the Denver SMSA. However, in many instances the information gathered for judicial districts was not broken down by county. Thus, when courts are referred to collectively by judicial district, Clear Creek, Elbert and Lincoln counties are included in the totals.

The suburban SMSA district courts have jurisdiction within their respective judicial districts, along with the various county courts. Domestic relations, civil, probate, juvenile, mental health and criminal cases are included in the district court caseload.

* Clear Creek County was placed in the 5th Judicial District in 1975.

Included in the suburban SMSA are six district courts staffed by 21 judges. Included in the 1st Judicial District are the Jefferson District Court, the Clear Creek District and County Combined Court, and the Gilpin District and County Combined Court. The Adams District Court is located in the 17th Judicial District. Within the two counties of the 18th Judicial District (Arapahoe and Douglas) are the Arapahoe District and the Douglas District Courts. The Boulder District Court is included in the 20th Judicial District.

The following table shows the number of courts and judges within each judicial district.

Suburban SMSA District Courts and Judges, 1974

<u>Judicial District</u>	<u>District Courts</u>	<u>District Court Judges</u>
1	2	7
17	1	5
18	2	5
20	1	4
TOTAL	6	21

Along with the 21 judges staffing the courts, the total manpower in 1974 was 160 full time and 8 part-time persons. This includes court administrators, clerks, judges confidential employees, referees, and other professional and clerical staff.

(b) Operations and Caseloads: Pretrial release is discussed under "suburban Denver SMSA County Courts". It is the same at the District Court level. Only the courts within the 1st Judicial District employ adult diversion as a pretrial release method.

During 1974, the actual court caseload (including those cases pending in district courts as of January 1, 1974 and the total number of cases filed, both adult and juvenile) was greatest in the 1st Judicial District (13,062 cases, or 31.1% of the total four district caseload). The smallest caseload occurred in the 20th Judicial District. The caseload distribution for the Suburban SMSA district courts is found in the following table.

Suburban SMSA District
Court, 1974 Caseloads

Judicial District	District Court Cases Pending, Jan. 1, 1974	Total Cases Filed District Court, 1974	Total Caseload, 1974
1st	5014 (32.3%)	8048 (30.3%)	13062 (31.1%)
17th	3374 (21.8%)	6800 (25.6%)	10174 (24.2%)
18th	4023 (26.0%)	6980 (26.3%)	11003 (26.2%)
20th	3090 (19.9%)	4692 (17.8%)	7782 (18.5%)
TOTAL	15501 (100%)	26020 (100%)	42021 (100%)

The greatest percentage of case filings for all district courts occurs in the civil docket, which includes domestic relation cases. The 20th Judicial District had the greatest percentage of cases on the civil docket (78.0%) with the smallest percentage (68.1%) occurring in the 17th

Judicial District.

The criminal docket percentage of filings varied from district to district as did that of the juvenile docket. The 18th Judicial District had the largest percentage on the criminal docket (13.3%) followed closely by the 20th Judicial District (12.5%). The criminal docket with the lowest percentage of case filings was the 17th Judicial District with 7.3%. The 17th Judicial District also had the highest percentage of cases filed on the juvenile docket, 24.6%. The lowest juvenile docket figure was 9.5% and it occurred in the 20th Judicial District. The distribution of case filings is shown in the following table:

Percent Distribution of Case Filings,
1974

	Judicial District			
	1st	17th	18th	20th
District Court				
Criminal Docket	9.0%	7.3%	13.3%	12.5%
Juvenile Docket	19.6%	24.6%	14.6%	9.5%
Civil Docket	71.4%	68.1%	72.1%	78.0%

Each district's caseload for FY 1974 was broken down into specified categories by percentage. These percentage breakdowns are found in . Again, specific categories or cases over which district court have jurisdiction include

civil, criminal, domestic relations, probate, mental health, and juvenile matters. The 1st Judicial District has the most civil cases (30.0%), followed closely by domestic relations (25.3%) in the district courts. Mental health cases have the lowest percentage caseload, less than 1% (0.9%). Domestic relations and juvenile matters rank first and second in the 17th Judicial District court with 18.9% and 27.6%, respectively. As was the case in the 1st Judicial District, mental health represents the lowest percentage caseload, 1.3%. The 18th Judicial District courts have the greatest percentage caseload in domestic relations (29.9%) followed by 25.8% in civil cases. The lowest percentage caseload was 1.6%, and it occurred in mental health. The 20th Judicial District Court had the highest percentage caseload in the civil category. The next highest percentage was domestic relations (27.5%) with the lowest again being mental health (3.2%).

Exhibit

Suburban SMSA District Court Percentages of Caseloads by Specific Categories, 1974

Caseload Categories						
Judicial District	Civil	Criminal	Domestic Relations	Probate	Mental Health	Juvenile Matters
1st	30.0	8.2	25.3	17.0	0.9	18.7
17th	24.7	7.0	29.8	9.5	1.3	27.6
18th	25.8	11.8	29.9	14.5	1.6	16.5
20th	28.7	11.9	27.5	15.7	3.2	13.0

Some information was available from the various judicial districts concerning numbers of clients in 1974. All the information on adult and juvenile clients which was supplied is given in "Adult probation" primarily includes offenders convicted of a crime in 1974. When conviction was reported as "other" or "unknown", if the adults were on formal probation, they were included in this category. Deferred prosecution also includes the number of adults receiving deferred sentences and deferred judgment in 1974.

For juveniles, "cases terminated" refers to all cases terminated in 1974 regardless of original filing. Under dispositions, "formal probation" includes primarily juveniles reported in 1974 as adjudicated CHINS (children in need of supervision) and delinquents. When adjudication was reported as "Other or Unknown", if the juveniles were on formal probation, they were included in this category. "Informal probation" includes the number of juvenile cases received as continued petition, deferred prosecution, or deferred sentencing from the courts, in addition to the number of informal adjustment and unofficial cases in 1974. "Commitments to public institutions" refers to commitments to the Department of Institutions.

The greatest number of adult cases filed in district court and bound over from county court occurred in the 18th Judicial District (927). The 1st Judicial District had the next greatest number of clients (716). Five hundred and two (502) cases were the least and occurred in the 17th

Judicial District. The number of cases actually filed in district court was highest (880) in the 18th Judicial District and lowest (170) in the 17th Judicial District. The 1st Judicial District had the greatest number of clients (430) bound over from county court while the 18th Judicial District had the least (47). The most clients being placed on probation (475) occurred in the 17th Judicial District (253). Deferred prosecution was granted to 201 and 200 adults in the 10th and 18th Judicial Districts, respectively. The 17th Judicial District granted the fewest (14) deferred prosecution orders.

Juveniles filed on represented the greatest caseload (920) in the 1st Judicial District Courts. The 20th Judicial District had the fewest juvenile cases (205). More juvenile cases were terminated in the 17th Judicial District than in any other. This district also placed the greatest number of juveniles on formal probation. The fewest juveniles placed on formal probation occurred in the 20th Judicial District (95). Informal probation was most utilized by the 1st Judicial District with 426 juveniles receiving such treatment. The 20th Judicial District placed the fewest juveniles on informal probation. Commitments to the Department of Institutions were least from the 20th Judicial District (8) and greatest from the 17th Judicial District (63).

CONTINUED

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It is important to note that the dispositions referred to do not necessarily equal the total number of cases filed, or in the case of juveniles, even the total number of cases terminated. Some cases may still be pending, while other may have been disposed of in still another manner on which information was not available.

Exhibit

1974 Client Information, Adult and Juvenile

Adults					
	Felony and Misdemeanor Cases*			Dispositions	
	No. filed in district court	No. bound over from county court	Total	No. placed on probation	No. given deferred prosecution
1st	286	430	716	293	59
17th	170	332	502	475	14
18th	880	47	927	342	200
20th	526	136	662	253	201

Juveniles					
	Number of Cases		Dispositions		
	Filed in district court	terminated	No. of juveniles placed on formal probation	No. of juveniles placed on informal probation	No. of juveniles committed to public institutions
1st	920	733	230	426	42
17th	615	955	314	235	63
18th	585	666	259	45	28
20th	205	not available	95	31	8

* Each case represents one individual.

Probation in the Suburban Denver SMSA:

(a) Organization and Staffing: Probation, as part of Colorado's judicial system, shares the geographic boundaries of the courts, those of judicial districts. Suburban Denver SMSA judicial districts include the 1st (Jefferson, Gilpin, and Clear Creek Counties*), the 17th (Adams County), the 18th (Arapahoe, Douglas, Elbert and Lincoln), and the 20th (Boulder County). Although Clear Creek, Elbert and Lincoln counties are not included in the SMSA, because they are within the judicial districts, they are included in the information presented.

Staffing of the probation offices includes supervisory personnel, probation officers and other professional and clerical staff. The staff in the 17th Judicial District is the largest with 28 full-time employees. The 20th Judicial District with 12 full-time employees has the smallest office.

(b) Caseload: Probation caseload in the suburban Denver SMSA for 1974 was divided into two categories, adult and juvenile.

In 1974, the total number of felony cases in the adult caseload was 2,443. The greatest number of these cases were found in the 18th Judicial District (744 cases). The 20th Judicial District had the smallest felony caseload with 508 cases.

*Note: In 1975, Clear Creek County was removed from the 1st Judicial District and placed in the 5th Judicial District.

Total misdemeanor caseload was 1,124. The 17th Judicial District had the greatest misdemeanor caseload, 356. The smallest caseload was found in the 1st Judicial District, 195 cases. The 18th Judicial District, with 149 felony cases per officer, had the largest average number of cases per officer. The high for misdemeanor cases per officer was found in the 20th Judicial District, 78. The fewest cases per officer for felony and misdemeanor were found in the 1st Judicial District, 107 and 35, respectively. Table 3 - 18 represents the adult and juvenile probation caseload for 1974 in the suburban Denver SMSA.

Total CHINS (Children in Need of Supervision) cases during 1974 was 1,095. Delinquency cases were somewhat higher at 1,805. The greatest number of CHINS cases handled was in the 17th Judicial District (580 cases) with the greatest number of delinquency cases handled by the 1st Judicial District (858).

The average number of CHINS cases per officer was greatest in the 17th Judicial District while the average number of delinquency cases per officer was greatest in the 1st Judicial District.

In 1974, adult cases referred to probation by the courts for the four judicial districts totaled 1,873; whereas probation cases that were terminated totaled 1,431. Of the new caseload for adult probation, 70% were adjudicated adults. The probation office for the

Exhibit

ADULT PROBATION CASELOAD, SUBURBAN SMSA, 1974

Judicial District	Total # of Supervisory Probation Officers	Average # of Cases Per Officer		Total # of Cases Handled	
		Felcnies	Misdemeanors	Felonies	Misdemeanors
1st	5.5	107	35	586	195
17th	5	121	71	605	356
18th	5	149	52	744	261
20th	4	127	78	508	312
TOTAL	19.5			2,443	1,124

JUVENILE PROBATION CASELOAD, SUBURBAN SMSA, 1974

Judicial District	Total # of Supervisory Probation Officers	Average # of Cases Per Officer		Total # of Cases Handled	
		CHINS	Delinquents	CHINS	Delinquents
1st	6.5	27	132	176	858
17th	10	58	44	580	437
18th	5	44	70	222	348
20th	3	39	54	117	162
TOTAL	24.5			1,095	1,805

17th Judicial District received the greatest number of referrals. Of the new cases received, 25% were deferred in some way (i.e., prosecution, sentence and judgement). Of the cases terminated in 1974, 60% of the cases completed probation, 22% were dismissed or deferred.

Total juvenile cases received from the courts in the suburban SMSA in 1974 numbered 1,348 while informal adjustments and unofficial cases accounted for an additional 287 juvenile cases received. A total of 1,563 cases were ended, the largest number of these being probation terminations.

The greatest number of cases referred by the courts occurred in the 1st Judicial District. Informal adjustments and unofficial cases were also greatest in the 1st Judicial District. Of all juvenile cases ended during 1974, the 17th Judicial District had the greatest number, 618, of which 415 were ended through probation termination. Unofficial and informal cases closed were greatest in the 1st Judicial District, 126 or 56% of the total.

Suburban Denver SMSA Adult Parole:

Counties within the suburban SMSA are located within two parole districts. District 2 includes Boulder, Clear Creek, Gilpin, and Jefferson counties. The other suburban SMSA counties are included within District 5 which, along with Adams, Arapahoe and Douglas counties, contains twelve additional counties.

Caseload: Parole information generally is available only by district; however, parole caseloads are recorded by county. The most current caseload information, available for early 1975,

is as follows:

<u>County</u>	<u>Parole Caseload</u>
Adams	152
Arapahoe	84
Boulder	87
Douglas	0
Gilpin	1
Jefferson	119

Suburban Denver SMSA:

One of the major treatment alternatives for adults funded by LEAA in the suburban Denver SMSA is that of Jefferson Hall, Inc. This program is available to males between the ages of 16 - 25. The project offers a stable living environment, jobs, counseling, educational opportunities, proper peer group pressure, individual responsibility, in a home-like atmosphere rather than an institutional type of environment.

The Adult Diversion Project is a LEAA funded program whose goal is to reduce the incidence of recidivism on non-violent crimes in Jefferson County. Started in November 1975, the plan is for admittance of 40 clients per month into the program. The program involves the investigation of alleged non-violent crime offenders prior to the trial process followed by recommendations to a review council as to suitability of the offender for the project. The council then decides if the offender should be referred to the appropriate community agency. If so, the individual is placed on deferred prosecution for one year. Total funding amounts to \$65,786 in LEAA funds matched by \$7,307 by the Jefferson County Commissioners.

Another program is the Boulder County Multiple Corrections Services. Funded by \$47,462 in federal funds, \$2,635 in state funds and \$2,635 by the subgrantee, this program has set up a work release program for residents of the Boulder County Jail.

Empathy House is another adult program for male and female offenders aged 18 and over. This is a residential facility

which mainly serves persons on probation for short periods of time. Empathy House served 80 persons during 1975 and received funding of \$140,000 mostly from the Bureau of Prisons and private sources.

Juvenile treatment alternatives are greater in number. Several of the major programs funded by LEAA include the Jefferson County Social Services Program for Predelinquent/Delinquent Youth, the Adams County Tutoring Program, and the Boulder County Juvenile Specialist Program.

The Jefferson County Social Services Program serves youth primarily through 24-hour crisis intervention and working with the youths and their families in order to maintain the youth in his home environment.

Clients in the tutoring program are juveniles on probation or subject to informal adjudication by the court or probation department. The program identifies those with learning disabilities and places them into special learning classes.

The Boulder Juvenile Specialist Program provides extensive police/sheriff intervention and diversion for juveniles in contact with the juvenile justice system. The project also cooperates with other community agencies to promote a more effective delivery of services to youth.

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b. Colorado Springs SMSA

(1) Demographic Description: El Paso County and adjacent Teller County comprise the Colorado Springs SMSA. The two counties encompass a total of 2,710 square miles of land area and have a population of 285,314. The population of the SMSA increased 64.2% from 1960 to 1970.

Part of the rapid increase in population can be explained by an expanding job market. Approximately 44,000 new jobs were created between 1960 and 1970, a 76% increase.

The area's population is 93.8% white, 5.1% Negro and 1.1% of other races. Spanish-surnamed persons comprise about 9% of the population.

The population is relatively young, with a median age of 23.2 years. Median number of school years completed by area residents is 12.6; 72.9% having at least a high school education. Median family income in the area is \$8,974.

(a) El Paso County: El Paso County encompasses 80% of the land area and 98% of the population of the SMSA. The county's 1974 population was estimated at 279,741. The population has been growing rapidly. From 1960 to 1970, El Paso County experienced a 64% increase in population.

More than 60% of El Paso County's residents live in Colorado Springs. The 1974 population for Colorado Springs is estimated to be 175,900. There are seven other incorporated areas in El Paso County, with a combined population of 12,576.

(b) Teller County: Teller County is sparsely populated and largely rural. Its total 1974 population is estimated to be 5,573. This county also experienced growth during the 1960's with a 32.9% increase in population. There are three incorporated towns in Teller County: Cripple Creek, Victor, and Woodland Park.

Colorado Springs SMSA
1970 Census Data

Area in Square Miles: 2,710

Population Density: 88/sq. mi.

Population: 239,288

% Male	52.5
% Female	47.5
% White	93.8
% Spanish surnamed	8.5
% Negro	1.5
% Other	1.1
% Less than 18 years of age	29.3
Estimated 1975 population	288,960
1960-1970 change	+64.2
1970-1974	+20.8
net migration	+49.2
% Urban	88.6
median age	23.2

Income:

Median family income	\$8974
% families below income level	9.2
Per capita income	\$2920

Employment:

% Male	57.7
% Female	42.3
% Unemployed	5.5
% Working in county of residence	98.2

Education:

School years completed	
Median	12.6
% Completed 4 years high school or more	72.9
% Completed 4 years college or more	16.5

(2) Colorado Springs SMSA Part I Crime Trends:

The table in Exhibit displays trends in the number and rate of Part I crimes reported in the Colorado Springs SMSA from 1968 through 1974. In addition to total index crime trends, trends are shown for each index crime individually. The SMSA's share of the state's index crime for each year is also given.

In 1974, as shown in the table, 17,438 index crimes were reported in the Colorado Springs SMSA. The SMSA accounted for 11.3 percent of the total index crimes in the state, its share of total crime being nearly the same as its share of the state population. The area's total index crimes increased 16.0%, while its population decreased by less than .01%. The area's crime increased faster than its population over the 1968 - 1974 period. Thus, the rate of index crimes per 100,000 population increased each year. The annual increase in rate averaged 11.3%. In 1974, the index crime rate rose 14.6% over the 1973 rate.

Exhibit graphically illustrates the trend of crime rate increase in the SMSA. As the graph makes clear, the crime rate increased sharply from 1968 - 1970, nearly leveled off from 1970 - 1972, then resumed a steep increase from 1972- 1974. Exhibit shows the SMSA's violent crime rate trends. The rates of murder, rape and assault were on the downturn in 1973, but the robbery rate increased to a new high. In 1974, the robbery and murder rates declined slightly and rape and assault rates increased

slightly. Property crime rate trends are displayed in Exhibit . The burglary, larceny, and auto theft rates increased steadily from 1968 through 1974.

In order to develop an understanding of major criminal activity in the Colorado Springs SMSA, data were collected from the Colorado Springs Police Department and the El Paso and Teller County Sheriff's departments. The impact crimes of aggravated assault, rape, robbery and burglary were analyzed through a survey of a sample of offense and arrest reports for 1974. Data concerning victim and setting were compiled where possible.

Exhibit 3-16
 Colorado Springs SMSA
 Part I Crime Trend
 1968-1974

	1968	1969	1970	1971	1972	1973	1974
Population:	220,237	223,269	239,288	253,225	263,590	281,753	279,741
% of State Total	10.8	10.6	10.8	11.1	11.2	11.6	11.2
Population Density:	81.3	82.4	88.3	93.4	97.2	104.0	106.6
Total Index:	7,152	8,804	11,043	11,892	12,635	15,032	17,438
% of State Total	9.0	9.3	9.4	9.4	9.6	11.2	11.3
Rate:	3247.4	3943.2	4614.9	4696.2	4793.4	5335.2	6111.9
% Change in Rate	—	+21.4	+17.0	+ 1.8	+ 2.1	+11.3	+14.6
<u>MURDER</u> : number	13	12	11	11	20	18	16
rate	5.9	5.4	4.6	4.3	7.6	6.4	5.6
% State total	11.9	10.8	8.2	7.5	10.3	9.3	10.8
<u>RAPE</u> : number	49	51	64	110	139	111	142
rate	22.2	22.8	26.7	43.4	52.7	39.4	49.8
% State total	9.2	8.4	8.0	12.6	15.4	11.8	15.6
<u>ROBBERY</u> : number	208	231	335	216	404	561	514
rate	94.4	103.5	140.0	85.3	153.3	199.1	180.2
% State total	10.5	9.9	11.8	7.0	12.1	14.1	12.4
<u>ASSAULT</u> : number	179	208	290	277	298	304	342
rate	81.2	93.2	121.2	109.4	113.1	107.9	119.9
% State total	6.5	6.4	7.1	6.3	5.8	6.1	6.2
<u>BURGLARY</u> : number	1,716	2,219	2,779	2,954	3,547	4,751	5491
rate	779.1	993.9	1161.4	1166.6	1345.7	1686.2	1924.5
% State total	9.1	9.3	9.1	8.9	9.5	12.2	11.9
<u>LARCENY</u> : number	4,443	5,439	6,766	7,429	7,222	8,045	9524
rate	2017.4	2436.1	2827.6	2933.8	2739.9	2855.3	3338.1
% State total	9.6	10.1	10.2	10.4	10.1	11.3	11.8
<u>AUTO THEFT</u> : number	544	644	798	895	1,005	1,242	1409
rate	247.0	288.4	333.5	353.4	381.3	440.8	493.8
% State total	6.3	6.0	6.1	6.9	7.2	8.9	10.5

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(3) Colorado Springs SMSA Law Enforcement:

(a) Organization and Staffing: The ten law enforcement agencies in the Colorado Springs SMSA serve counties and incorporated areas. There are eight police departments and two sheriff's offices.

The Teller County Sheriff's Office has nine authorized sworn positions, of which eight are filled. There are three authorized non-sworn positions which are all filled. Five of these officers are CLETA certified. They also had 12 reserve personnel as of December 31, 1974. The El Paso County Sheriff's office has 182 filled positions, for which breakdowns are unavailable.

The Colorado Springs Police Department has 273 authorized sworn positions, with 269 filled. They have 96 authorized non-sworn positions; 85 are filled. All 269 of the sworn officers are CLETA certified.

The Manitou Springs Police Department has 16 authorized sworn positions and five authorized non-sworn positions. All of the positions are filled. Eleven of the officers are CLETA certified. They also employ one part-time non-sworn civilian.

Fountain Police Department has 12 authorized sworn personnel and 5 authorized non-sworn personnel. All of the positions are filled. Seven of the officers are CLETA certified.

Palmer Lake Police Department has one authorized sworn

and one authorized non-sworn position. Both are filled and the sworn officer is CLETA certified. They also have seven reserve officers.

Woodland Park Police Department has four sworn and four non-sworn positions, all of which are filled. Three of the sworn officers are certified. They also have four reserve officers.

Green Mountain Falls Police Department has two authorized sworn positions which are filled. Both are CLETA certified. They have no non-sworn personnel and no reserves.

Monument Police Department and Calhan Police Department each have one authorized sworn position.

(b) Aggravated Assault:

(i) Trend: Following a fairly large increase in aggravated assault in 1970 and a leveling off from 1971 - 1973, 1974 showed an increase of 13% or 38 assaults. This increase includes a 29% rise in aggravated assault in Colorado Springs, from 245 to 317 assaults. See Exhibit

(ii) Incident: According to a sample of 194 assaults from the Colorado Springs Police Department and the El Paso and Teller County Sheriff's Departments, the majority of assaults occur in the summer months, with August showing the largest number followed by July and June. More assaults occur on Saturday (17½%) and Sunday (17%) than any other day of the week (34½%). Of the 194 assaults, 96 (49½%) occurred between 6:00 p.m. and midnight. Eighty-one of the 194 assaults (42%) took place in residences and 57 assaults (29%) took place on the street. Eighteen of the assaults involved hands, feet, etc.

(iii) Victim: The sample showed that the majority of the victims were male (59%). Eighty-six percent were Anglo, 8% were black and 5% were Chicano. Forty-seven percent of the victims were in the 10-29 age bracket, 33% were under 20 and 20% were over 29.

(c) Forcible Rape:

(i) Trend: Using 1968 as a baseline year,

the incidence of rape has increased 190% and the rate per 100,000 has increased 120%. Following a 20% decrease in 1973, rape has gone up 28% in 1974. (Colorado Springs showed an increase of 33%.) See Exhibit .

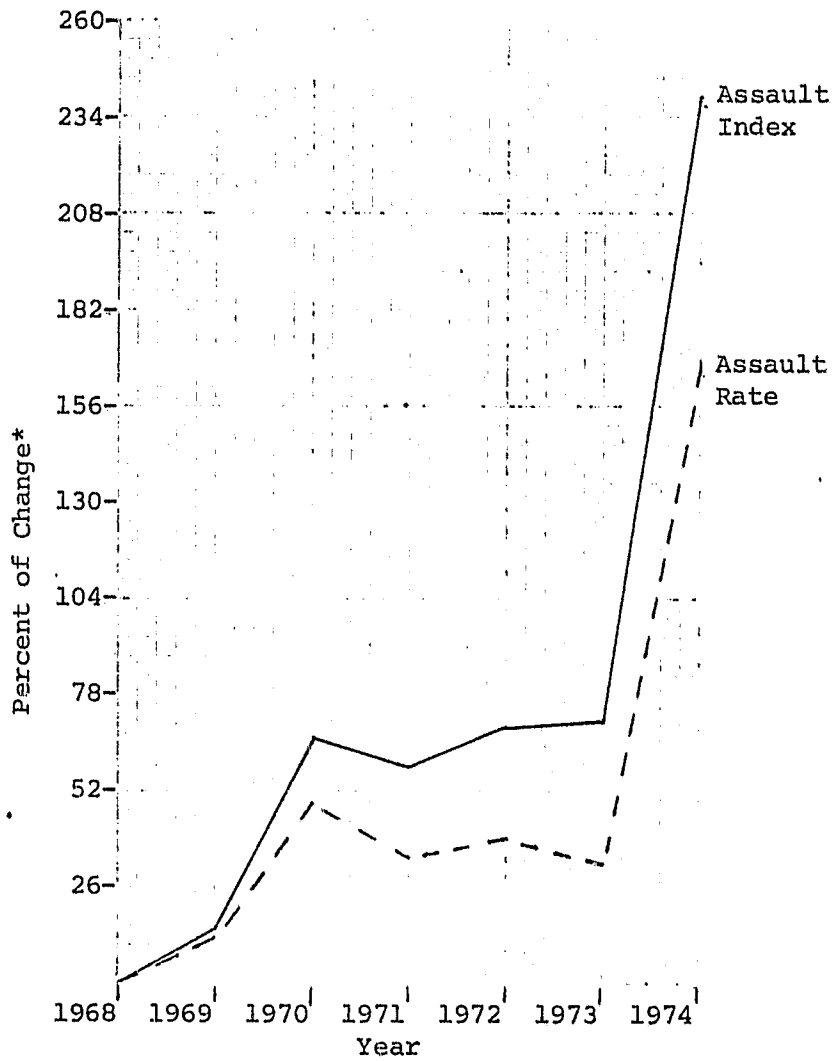
(ii) Incident: According to a sample of 132 rapes from the Colorado Springs Police Department and the El Paso and Teller County Sheriff's Departments, July had the largest number of rapes (16) and January had the smallest number of rapes (5). Again, weekends accounted for the largest portion of rape occurrences (36%) with Tuesday having the next largest number of rapes (17%). Forty-four percent of the rapes occurred inside a residence. Only 15% occurred on the streets, while the remaining 41% occurred in other settings (commercial buildings, parks, cars, etc.).

(iii) Victim: By definition rape victims are necessarily female. One hundred and nine of the victims, (83%) were Anglo, seven (5%) were black and nine (7%) were Chicano and six (5%) were others. Fifty-seven percent of the victims were under 19 years of age with 19% under 15 years of age. Forty-six (35%) were 20-29 years of age and only 10 (8%) were over 29 years of age.

(d) Robbery

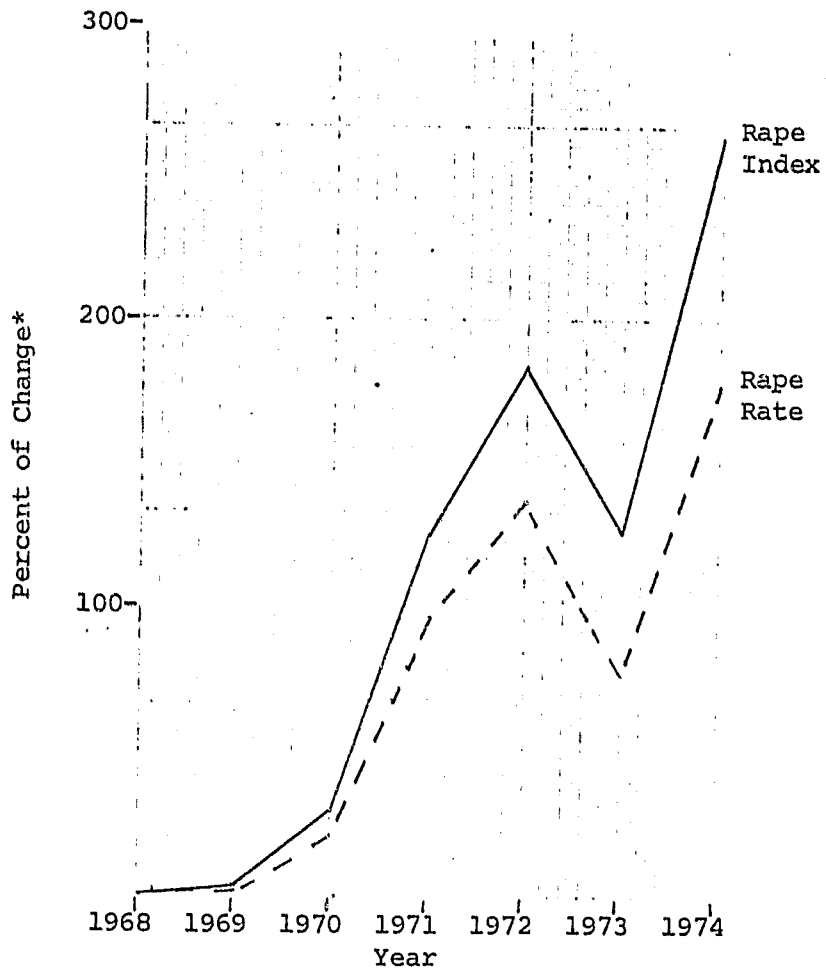
(i) Trend: After average annual increases of 29.3% from 1968 through 1973, robbery decreased slightly in 1974, to 514 from 561 in 1973. Since this very small decrease did not follow the population trend in the SMSA, the robbery rate decreased from 199.1 per 100,000 population to

Exhibit
Colorado Springs SMSA
Assault
1968-1974
Percent Change Over 1968



*Each square = approximately 5.2%

Exhibit
Colorado Springs SMSA
Forcible Rape
1968-1974
Percent Change Over 1968



*Each square = approximately 6.7%

180.2 per 100,000 population. The 1974 robbery figure for the SMSA reflects a 4% decrease in robberies within the city of Colorado Springs, from 478 in 1973 to 457 in 1974. See Exhibit

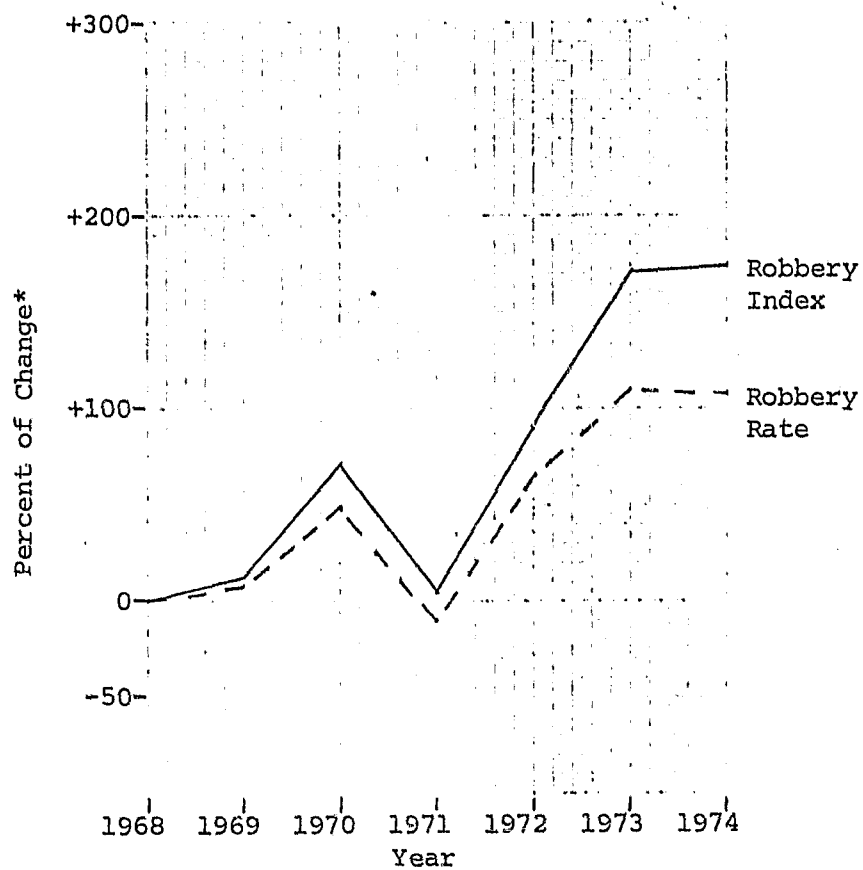
(ii) Incident: The number of robberies in the SMSA peaked in September, when there were 62 out of a sample of 551 robberies. In the sample, 60 robberies occurred in June and the same number in July. December ranked fourth in robbery occurrence with 50 robberies.

Robbery incidents in a sample of 159 were evenly distributed among the days of the week, with around 20 each day. Twenty-nine (18%) occurred on Saturday and 25 (15%) on Monday. In the same sample, over half the robberies occurred between 6:00 p.m. and midnight. Forty-one (26%) of the sample occurred between 8:00 a.m. and 6:00 p.m.; 85 (53%) between 6:00 p.m. and midnight, and 33 (21%) between midnight and 8:00 a.m.

To determine the settings and involvement of weapons, 169 robbery cases were considered. Of these, 108 (64%) involved the use of a weapon and 61 (36%) did not. Fifty-six (33%) of the sample robberies occurred on the street, 49 (29%) occurred in commercial settings, and 27 (16%) occurred in convenience stores. Half of the street robberies involved a weapon. Weapons were involved in 75% of the commercial robberies and 89% of the convenience store robberies.

(iii) Victim: The majority (70%) of victims

Exhibit
Colorado Springs IMA
Robbery
1968-1974
Percent Change Over 1968



*Each square = approximately 10%

(67) in the cases surveyed were male. Only 20 (30%) of 67 were female. Forty-nine (73%) of the victims were Anglo. Eight (12%) victims were black, seven (11%) were Chicano, and three (4%) were of other races.

Nearly half the victims were between the ages of 20 and 29. Sixteen (24%) were under 20 and 20 (30%) were over 29, with eight (12%) being over 50 years of age.

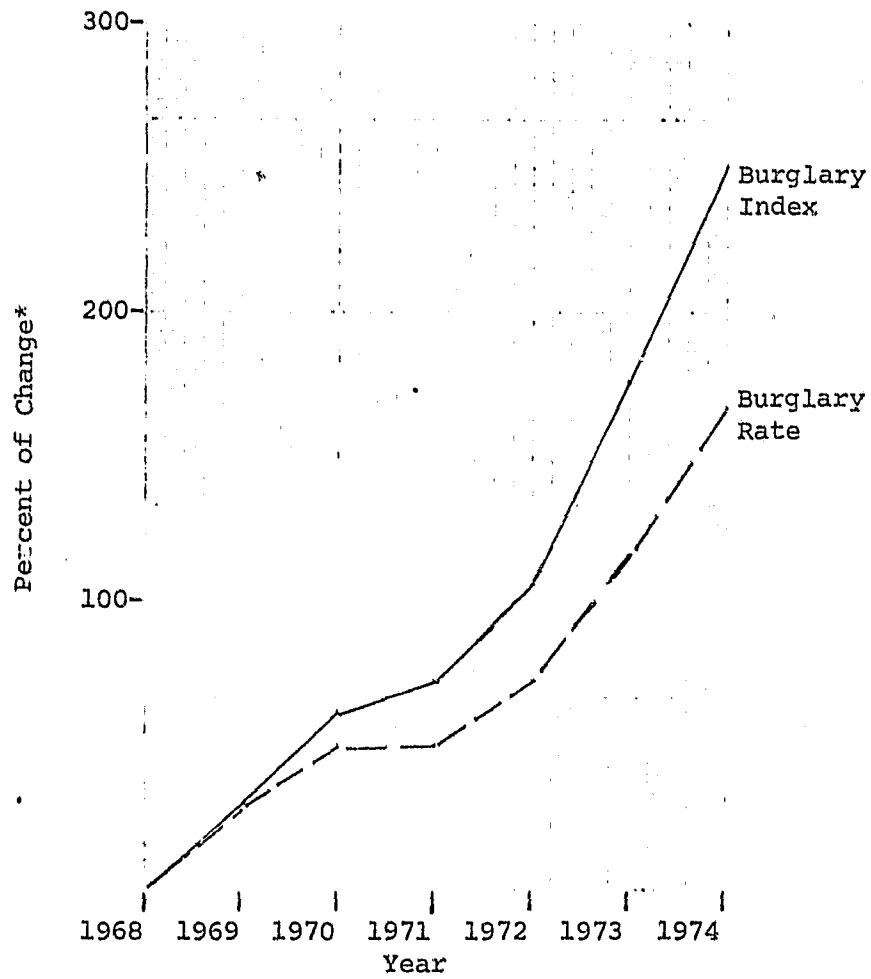
(e) Burglary

(i) Trend: The rate of reported burglaries per 100,000 population increased an average of 16.6% annually from 1968 to 1974. Using 1968 as a base year, the burglary rate showed a total increase of 147.0% from 1968 to 1974. In 1974, the SMSA burglary rate continued to rise, increasing 14.1% to 1924.5 per 100,000. In the city of Colorado Springs, the burglary index rose 18% to 4,160 in 1974. See Exhibit

(ii) Incident: Of 5,522 burglaries sampled, 527 occurred in July and 525 in August. Burglaries per month in the remaining ten months ranged from 481 in May down to 383 in February. Burglary incidents were most numerous on Wednesday (101), Thursday (109) and Friday (107), in a survey of 663 burglaries in the SMSA. Only 74 burglaries occurred on Sunday in the sample.

A survey of 976 burglaries showed that 679 (69%) of them occurred in residences and 297 (31%) occurred in non-residential settings. Of the residential burglaries, 219

Exhibit
Colorado Springs SMSA
Burglary
1968-1974
Percent Change Over 1968



*Each square = approximately 6.7%

happened during the day, 219 at night and 241 at an unknown time. Fifty-four of the non-residential burglaries were daytime incidents, 167 occurred at night and 76 at an unknown time.

The dollar value of property lost in residential burglaries surveyed ranged from \$2 to \$80,500. In non-residential burglaries the property loss ranged from \$2 to \$6,654.

c. Pueblo SMSA

(1) Demographic Description: The Pueblo Metropolitan Statistical Area (SMSA) encompasses the city of Pueblo and Pueblo County. Unincorporated areas include Colorado City, Pueblo West, Rye, Boone, Beulah, Avondale, Blende and Vineland. The area is located at the confluence of the Arkansas and Fountain rivers and is characterized by broken plateau and high plains terrain with the western edge of the county reaching into the Wet Mountains. The climate of the region is arid (an average of 12.14 inches annual rainfall) and more temperate than in the northern and western portions of the state (31.3 inches annual snowfall).

Located at the intersection of the major north-south and east-west highways and railroads in southern Colorado, the area is a center for distribution of goods and services to the southeastern quadrant of the state. The economic base of the SMSA is primarily industrial with government, agriculture, and financial institutions playing lesser roles.

With a total land area of 2,405 square miles, the Pueblo SMSA is the smallest of the five SMSAs in Colorado. Total population for the area according to the 1970 Census was 118,238 or 5.3% of the state total. Average population density was 49 persons per square mile. This figure is somewhat misleading, however, in that 82% of the Pueblo SMSA population in 1970 lived within the city of Pueblo, which had, at that time, just over 1% of the land area of the SMSA.

Although total population of the area decreased slightly from 1960 to 1970, recent projections suggest that this trend has been reversed and moderate growth may be expected during the current decade. Other demographic characteristics of the Pueblo SMSA are: a high proportion of Spanish surnamed persons (31.4%), a larger number of older persons, a lower educational attainment, a higher rate of unemployment, lower income levels and generally less favorable housing characteristics than other SMSA's or the state as a whole.

(2) Crime in Pueblo: The following charts list the crime rates and total reported Part I crimes committed within the Pueblo SMSA during the years 1970 through 1974.

Chart A and Chart B list total reported Part I crimes for the state of Colorado, and the Pueblo SMSA respectively. Chart B for the Pueblo SMSA also indicates the crime rate and reported Part I crimes for calendar year 1975.

CHART A

STATE TOTALS

Part I Crime Trend, 1970 - 1974

III-C13-383

		<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
Population		2,207,259	2,283,000	2,357,000	2,437,000	2,496,000
Total Index Crimes	No. Rate*	117,364 5,316.6	125,937 5,516.0	131,837 5,537.1	133,930 5,491.1	153,888 6,164.8
Murder	No. Rate	134 06.1	147 06.4	194 08.2	193 07.9	148 05.9
Rape	No. Rate	795 36.0	876 38.4	905 38.4	942 38.7	908 36.4
Robbery	No. Rate	2,848 129.0	3,078 134.8	3,330 141.3	3,969 162.9	3,137 165.7
Aggravated Assault	No. Rate	4,092 185.4	4,422 193.7	5,123 217.4	4,980 204.3	5,529 221.5
Burglary	No. Rate	30,481 1,380.9	33,104 1,450.0	37,242 1,580.1	38,962 1,598.8	46,003 1,842.9
Total Larceny	No. Rate	66,025 2,991.3	71,415 3,128.0	71,154 3,018.8	70,932 2,910.6	83,722 3353.9
Auto Theft	No. Rate	12,989 588.5	12,895 564.8	13,889 589.3	13,952 572.5	13,441 538.4

REGION VII PUEBLO COUNTY
SMSA

PART I CRIME TREND, 1970 - 1975

		1970	1971	1972	1973	1974	1975
POPULATION		118,238	121,543	120,211	121,882	123,782	124,542
Total Index Crimes	No. Rate*	5,071 4,290.0	5,640 4,640.6	6,108 5,081.2	6,557 5,380.0	6,878 5,556.5	7,287 5,851.0
Murder	No. Rate	4 03.4	3 02.5	10 08.3	8 06.6	7 05.7	8 06.4
Rape	No. Rate	23 19.5	23 18.9	33 27.5	52 42.7	36 29.1	50 40.1
Robbery	No. Rate	64 54.1	66 54.3	154 128.1	135 110.8	158 127.6	124 99.6
Aggravated Assault	No. Rate	261 220.7	293 241.1	559 465.0	472 387.3	378 305.4	584 468.9
Burglary	No. Rate	991 838.1	1,297 1,067.1	1,429 1,188.7	1,668 1,368.5	1,828 1,476.8	1,801 1,446.1
Total Larceny	No. Rate	3,295 2,786.7	3,518 2,894.3	3,450 2,870.0	3,609 2,961.1	3,930 3,174.9	4,292 3,446.2
Auto Theft	No. Rate	433 366.2	440 362.0	473 393.5	613 502.9	541 437.1	428 343.7

*Rate/100,000 Population

The following chart indicates the number of arrests reported for Part I offenses for Pueblo SMSA. It should be noted that the arrests made during a particular year do not necessarily reflect that the offense occurred in that year. Consideration must be given that one arrest may reflect involvement of more than one offense, or one offense may result in more than one arrest.

CHART C

Arrests - Part I Crimes

<u>Pueblo SMSA</u>	<u>1972</u>	<u>1974</u>	<u>1975</u>
<u>Population</u>	<u>120,211</u>	<u>123,782</u>	<u>124,542</u>
Grand Total Part I & II Arrests	10,563	8,551	
Part I Arrests - Total	1,841	2,274	
Murder	10	5	
Rape	22	32	
Robbery	86	105	
Assault	117	225	
Burglary	514	542	
Larceny (total)	916	1,194	
Auto Theft	176	171	

The crime trend data presented in Chart I for all index crimes in the SMSA shows a stable increase from 1968 through 1973 with a sharp up-turn in 1974. UCR reports provided to the Regional Planning Office by the Pueblo Police Department and Pueblo County Sheriff's Office indicate a lessening of the rate of increase in 1975. Projections developed for 1976 suggest that crime will continue to increase at approximately the same rate to 7,678 reported offenses. However, at the 90 percent confidence level this figure could be as high as 8,250 offenses or as low as 7,105 offenses.

Chart II, which illustrates violent crime in the Pueblo area, shows a stable increase from 1968 through 1971 with a dramatic upsurge in 1972. This increase was followed by a major decrease in 1973 and 1974. The data again shows a major increase in 1975. Trends for property crimes are shown on Chart III. From 1968 through 1973, property crimes showed a steady but significant annual increase. In 1974, a major increase was reported with a leveling off in 1975.

Table A presents the data used in development of Charts I, II, and III by crime classification. Rates per 100,000 general population are also provided.

Table B presents a comparison of selected Part I index crimes of rape, burglary and motor vehicle theft with their respective target population. Analyzing the number of rapes per 100,000 women and number of burglaries per 100,000 units (commercial and residential) and the number of auto thefts by

the number of registered vehicles presents a more accurate indication of local crime rates. Any interpretation of Table B should recognize that using the smaller target populations and the same crime numbers of Table A will necessarily increase the rate of crimes per 100,000 target population. Use of selected target population in Table B results in a more accurate description of these specific crimes than could have been attained for the comparative crimes of Table A.

Table C illustrates the projected crime rate per 100,000 population based on a study of victimization in the city of Pueblo in 1974. This study was funded by an LEAA grant to provide information about the actual versus reported crime rate. All of the seven Part I index crimes were determined by the study to be underreported. Part I crimes reported ranged from a low of 40% reported (larceny) to a high 94% reported (motor vehicle thefts). These percentages of crimes reported were used to compute the number of unreported crimes that had occurred from 1970 to 1975 in the Pueblo SMSA. Two crimes, rape and murder, were excluded from Table C because the findings of the victimization study for these two crimes were so minute as to be non-existent. This doesn't mean that Pueblo did not have any murders or rapes, but rather, that the survey did not uncover any unreported murders or rapes.

Table D combines the findings of Table B and C to indicate rates of crime that have not been previously developed. Crime rates in Table D will be much higher than any previous rates. The rates in this table will appear to be much higher than

previously developed. Table D is not a distortion of crime rate but an attempt to present a more accurate picture of crime in the Pueblo SMSA.

Analysis of these statistics should be viewed with several factors in mind. First, from 1973 to 1974 the number of Part I crimes seems to have increased significantly. While this increase is possible, other events may have altered the statistics. New administrations in both the Sheriff's Office and Police Department provided new directions in agency operations that could have led to more crimes being reported. Citizen reluctance to contact previous administrations is another point that could have contributed to relatively minor changes in crimes reported for the years 1968 to 1973. Therefore, citizen response to local law enforcement agencies could attribute to a rise in reported crime from 1974 to the present. If this is true, law enforcement should not be faulted for lack of effectiveness in reducing the rising crime rates but should be applauded for changing public attitudes on reporting crime.

The second area of consideration concerns the applicability of the Victimization Survey. The survey was finished in mid-year 1974 and showed a significant number of crimes unreported to law enforcement agencies. The crimes of murder and rape were found to be statistically unmeasurable by survey analysis, yet these crimes did occur in the study time period. Questions of validity concerning the results of the survey should be asked. In view of law enforcement agency redirection provided by new

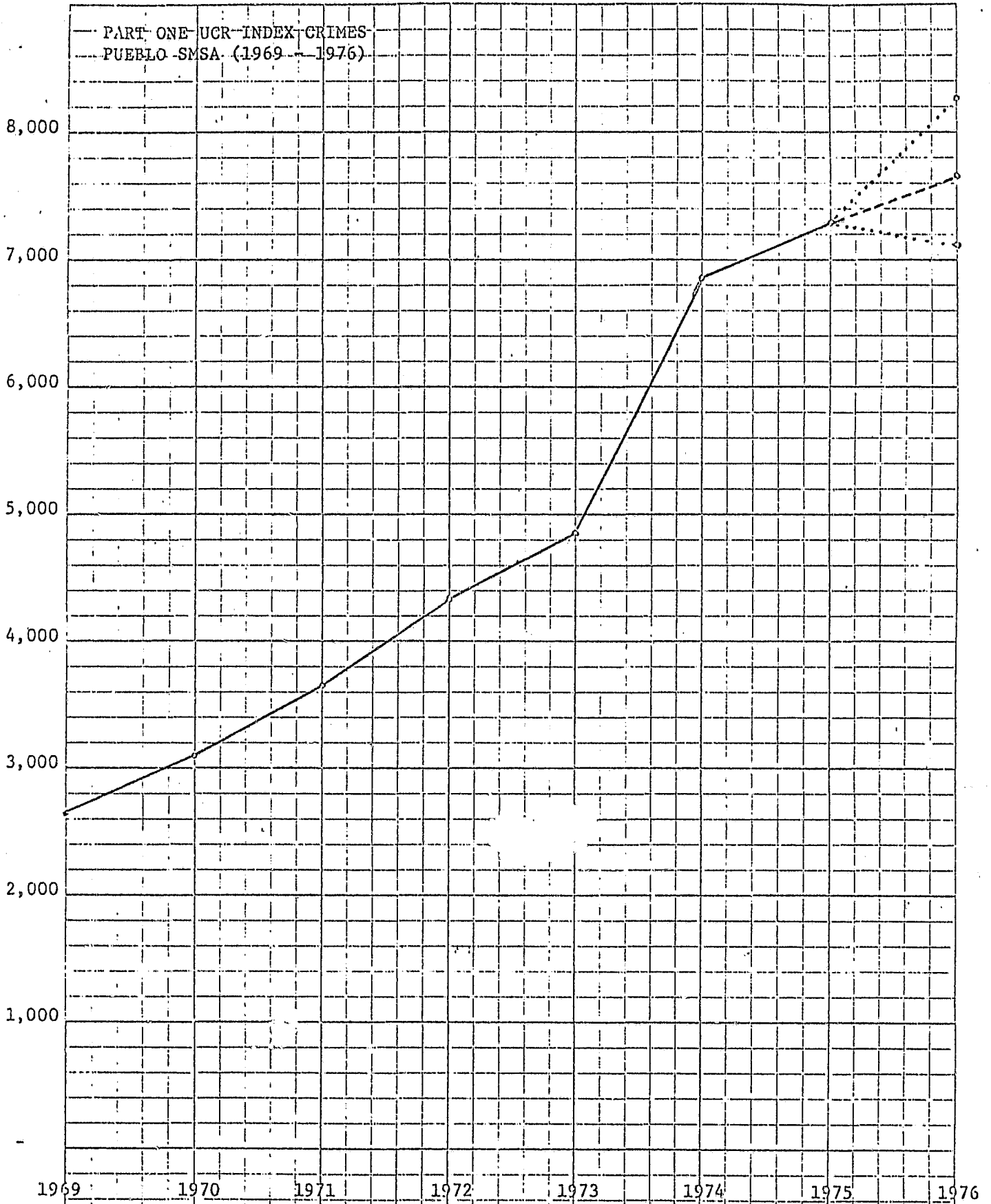
leadership, the survey may have measured a reaction to previous administrations which did not meet public standards. The survey's findings can not be discounted but should provide direction toward further understanding.

Final conclusions should be postponed until further study of the problems uncovered by the survey is completed. A follow-up victimization survey should be administered to gauge the effectiveness of crime reduction programs recently undertaken by the Police Department. The second survey's results should be considered as the basis for developing programs designed to alleviate problems not previously known. New analysis should take place to add to existing information of local Part I crimes. This effort would further strengthen the empirical base of knowledge in developing a clear and valid analysis of the crime picture in the Pueblo SMSA.

(3) Systems Description: A primary objective of the criminal justice system is enforcement of the substantive criminal law, which itself must be revised and modernized constantly to conform to society's current needs and expectations. Enforcement of substantive criminal law is the responsibility of the law enforcement segment of the criminal justice system. Law enforcement agencies should be a deterrent to crime, and thereafter act as a detection and apprehension agency. There are currently two law enforcement agencies in the Pueblo SMSA. This includes the Pueblo Police Department and the Pueblo County Sheriff's Department.

Crime in Pueblo SMSA

CHART I



III-C13-390

KEUFFEL & ESSER CO.

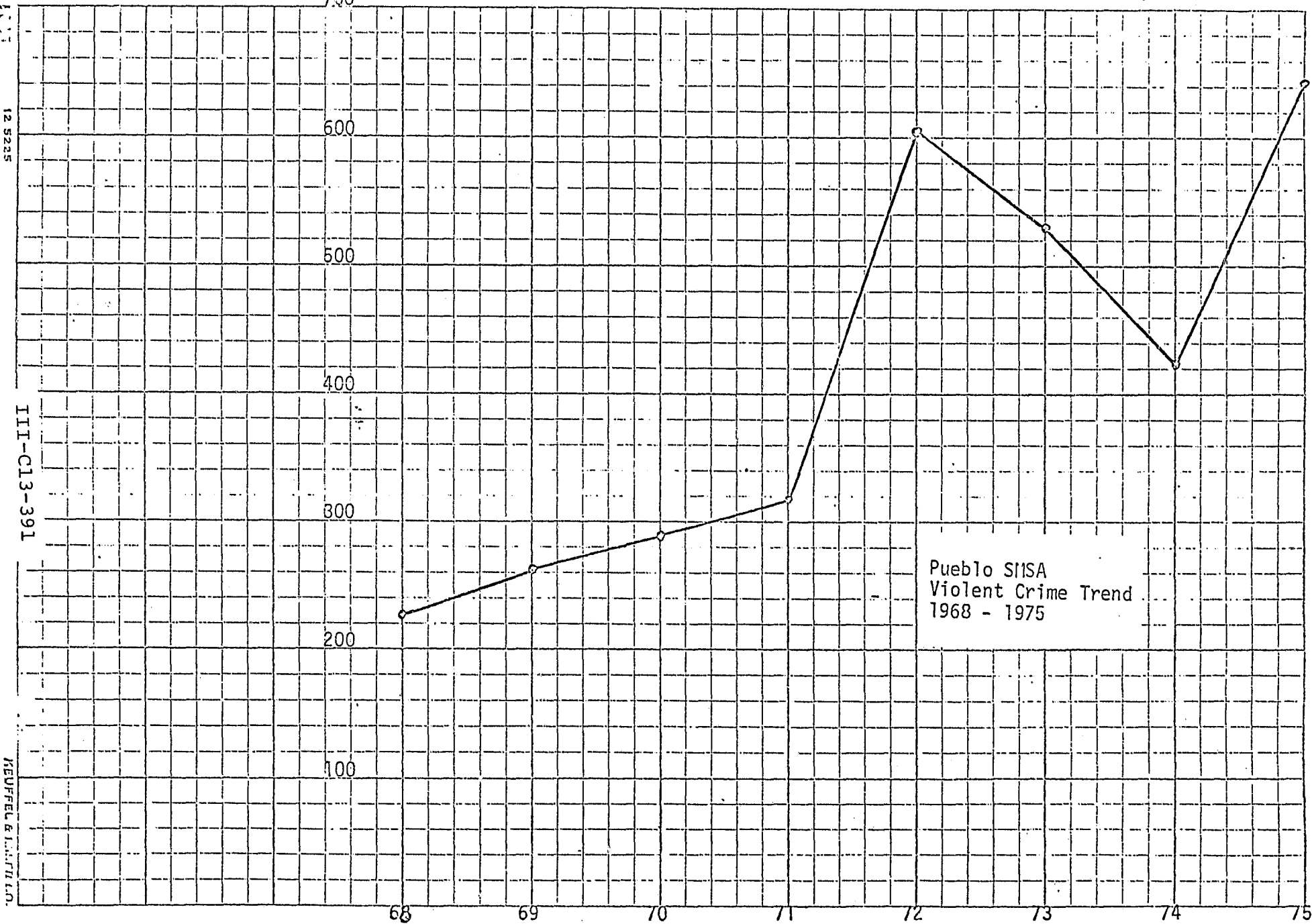
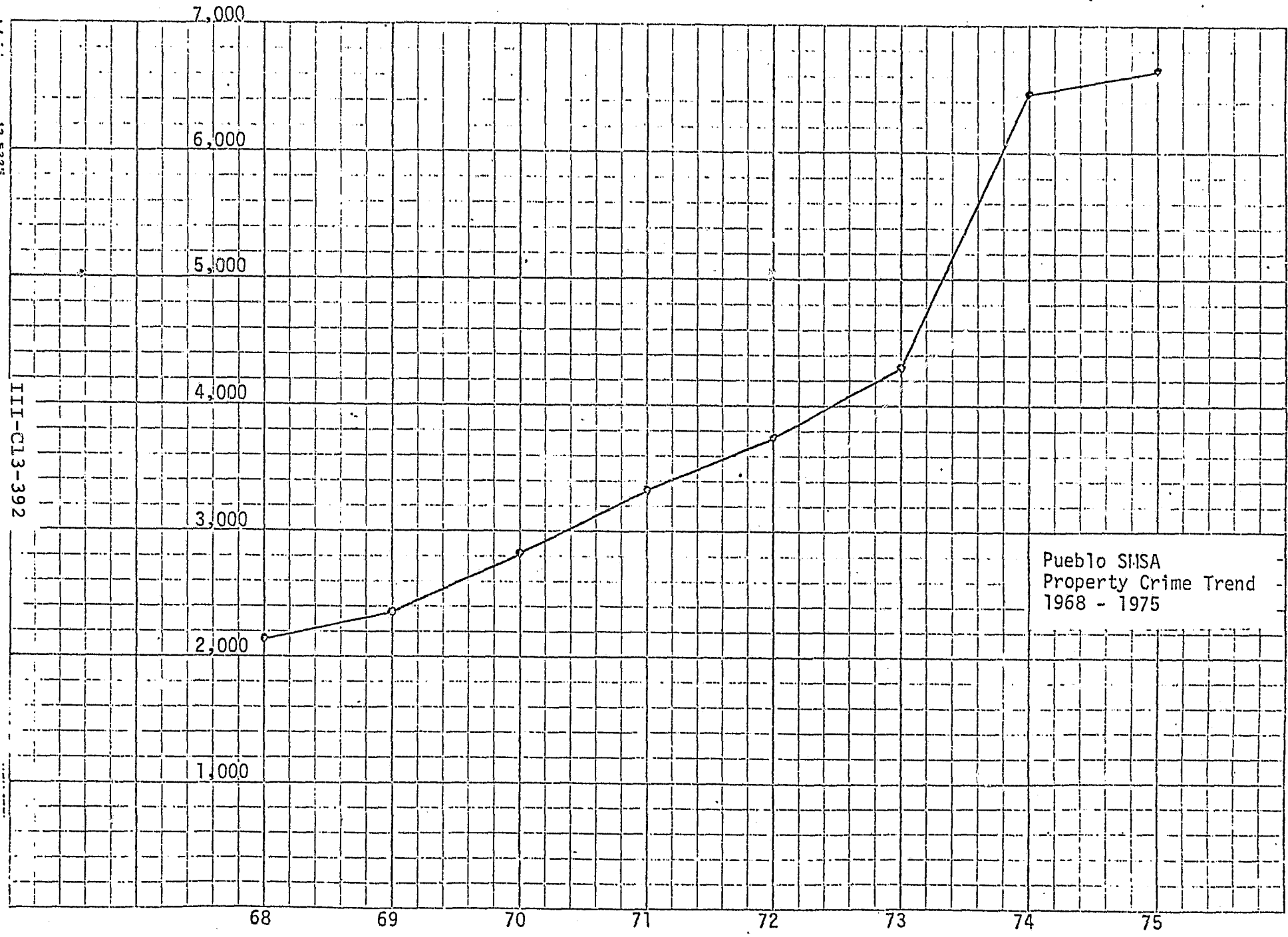


CHART III



Pueblo SMSA
Property Crime Trend
1968 - 1975

Crime in Pueblo SMSA

TABLE A

A. Part One UCR Crime
Trend and Rate (1968 - 1975)Pueblo SMSA

	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
Population	130,000	125,168	118,238	121,543	120,211	121,882	123,782	127,092
Total Index Crimes	2,393	2,656	3,092	3,648	4,345	4,843	6,878	7,287
Crime Rate	1,840.77	2,121.95	2,615.06	3,001.41	3,614.48	3,973.52	5,556.54	5,733.64
Murder Rate	8 6.2	4 3.2	4 3.4	3 2.6	10 8.3	8 6.6	7 5.7	8 6.3
Rape Rate	16 12.31	17 13.58	23 19.45	23 18.92	33 27.45	52 42.66	36 29.08	50 39.34
Robbery Rate	61 46.9	49 39.1	64 54.1	66 54.3	154 128.1	135 110.8	158 127.6	124 97.6
Aggravated Assault Rate	204 156.9	241 192.5	261 220.7	293 241.1	559 465.0	472 387.3	378 305.4	584 459.5
Burglary Rate	899 691.54	861 687.88	991 838.14	1,297 1,067.11	1,429 1,188.74	1,662 1,363.61	1,828 1,476.79	1,801 1,417.08
Larceny Rate	924 710.8	1,105 882.8	1,316 1,113.0	1,526 1,255.5	1,687 1,403.4	1,901 1,559.7	3,930 3,174.9	4,292 3,377.1
Auto Theft Rate	281 216.15	379 302.79	433 366.21	440 362.01	473 393.47	613 502.95	541 437.06	428 336.76

III-C13-393

TABL B

B. Selected Part One UCR Crimes
Population at Risk and Rate (1970 - 1974)

PUEBLO SMSA

	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
<u>Rape</u>					
No. of Crimes	23	23	33	52	36
No. of Women*	46,921	47,797	48,673	49,550	50,426
Rate/100,000 Women	49.02	48.12	67.80	104.94	71.39
<u>Burglary</u>					
No. of Crimes	991	1,297	1,429	1,662	1,828
No. of Units**	40,139	41,172	42,409	43,399	45,366
Rate/100,000 Units	2,468.92	3,150.20	3,369.57	3,829.58	4,029.45
<u>Motor Vehicle Theft</u>					
No. of Crimes	433	440	-	-	541
No. of Units***	78,862	83,932	-	-	97,961
Rate/100,000 Units	549.06	524.23	-	-	552.26

*Low population projections of Females, 12 years of age and older, from State Division of Planning.

**Number of units includes Residential and Non-Residential dwelling units obtained from 1970 census data.

***Figures obtained from Motor Vehicle Division, Department of Revenue.

TABLE C

Victimization (1970 - 1975)

PUEBLO SMSA

	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
<u>Robbery (58%)</u>						
Reported	64	66	154	133	158	124
Unreported	46	48	112	98	114	90
Total	<u>100</u>	<u>114</u>	<u>266</u>	<u>233</u>	<u>272</u>	<u>214</u>
<u>Aggravated Assault (46%)</u>						
Reported	261	293	559	472	378	584
Unreported	306	376	656	554	444	686
Total	<u>567</u>	<u>637</u>	<u>1215</u>	<u>1026</u>	<u>822</u>	<u>1270</u>
<u>Burglary (58%)</u>						
Reported	991	1297	1429	1662	1828	1801
Unreported	718	939	1035	1204	1324	1304
Total	<u>1709</u>	<u>2236</u>	<u>2464</u>	<u>2866</u>	<u>3152</u>	<u>3105</u>
<u>Larceny (40%)</u>						
Reported	1316	1526	1687	1901	3930	4292
Unreported	1974	2289	2531	2852	5895	6438
Total	<u>3290</u>	<u>3815</u>	<u>4218</u>	<u>4753</u>	<u>9825</u>	<u>10730</u>
<u>Auto Theft (94%)</u>						
Reported	433	440	473	613	541	428
Unreported	28	28	30	39	35	27
Total	<u>461</u>	<u>468</u>	<u>503</u>	<u>652</u>	<u>576</u>	<u>455</u>

III-C13-395

TABLE D

Population at Risk
and
Victimization Data

PUEBLO SMSA

	<u>1974</u>	<u>1975</u>
<u>Rape</u>		
No. of Crimes Reported	36	50
No. of Crimes Unreported	--	--
Total No. of Crimes*	<u>36</u>	<u>50</u>
Rate per 1,000	71.39	-----
<u>Robbery</u>		
No. of Crimes Reported	158	124
No. of Crimes Unreported	114	90
Total No. of Crimes	<u>272</u>	<u>214</u>
Rate per 1,000	219.74	168.38
<u>Aggravated Assault</u>		
No. of Crimes Reported	378	584
No. of Crimes Unreported	444	686
Total No. of Crimes	<u>822</u>	<u>1270</u>
Rate per 1,000	664.07	999.28
<u>Burglary</u>		
No. of Crimes Reported	1828	1801
No. of Crimes Unreported	1324	1304
Total No. of Crimes	<u>3152</u>	<u>3105</u>
Rate per 100,000 Units	6947.93	-----
<u>Larceny</u>		
No. of Crimes Reported	3930	4292
No. of Crimes Unreported,	5895	6438
Total No. of Crimes	<u>9825</u>	<u>10730</u>
Rate per 100,000	7937.34	8442.70
<u>Auto Theft</u>		
No. of Crimes Reported	541	428
No. of Crimes Unreported	35	27
Total No. of Crimes	<u>576</u>	<u>455</u>
Rate per 100,000 Unites	587.99	-----

The second segment of the criminal justice system is that of the court process. In the Pueblo SMSA there is one judicial district, the Tenth Judicial District. The National Advisory Commission on Criminal Justice Standards and Goals concluded that the first priority of the courts should be given to speed and efficiency in achieving final determination of guilt or innocence of a defendant. The second priority should be accorded to upgrading performance of the prosecution and defense functions.

The third segment of the criminal justice system is corrections. One definition of corrections is given as the community's official reactions to convicted adult and juvenile offenders. In the new view, crime and delinquency are symptoms of failure and disorganization in the community as well as in the offender himself. He has had too little contact with the positive forces that develops law abiding conduct - among them good schools, gainful employment, adequate housing, and rewarding leisure time activities. So a fundamental objective of corrections must be to secure for the offender contacts, experiences, and opportunities that provide a means and a stimulus for pursuing a lawful style of living in the community.

(a) Law Enforcement: The Pueblo Police Department is the largest law enforcement agency in the Pueblo SMSA. The organizational structure is headed by the Office of the Chief of Police. Under direct supervision of the Chief of Police is the Special Services Division. Twelve police officers

and six civilians are assigned to these functions and administrative duties of the Chief of Police. Contained under the Special Services Division are the Intelligence, Staff Inspection, and the Planning and Research sections.

The Operations Bureau of the Pueblo Police Department consists of the Patrol Division, Traffic Division and Investigations Division. Each division is headed by a Captain, who is directly responsible to the Major in charge of the Operations Bureau. One hundred and fifty police officers and fourteen civilians are assigned to the Operations Bureau, which is the major line element of the Police Department.

Total personnel of the department in 1975 was listed as 245. Sworn personnel account for 194 of the total personnel. The remaining 51 civilian personnel are assigned to clerical positions, matrons, poundmasters, dispatchers, parking enforcement, crime analyst, and a computer programmer.

The Pueblo Police Departmental budget for 1975 was listed at \$4,257,251 or 25.2% of the total budget for the city of Pueblo. In addition, the department received a total of \$660,332 in Highway Safety, Law Enforcement Assistance Administration, and Revenue Sharing funds for various traffic enforcement, special police programs, and remodeling of the police department.

The Pueblo County Sheriff's Department is the other law enforcement agency in Pueblo County. The organizational structure of the department is divided into eleven divisions, consisting

of the jail, support, records, communications, civil, investigation, juvenile, patrol, identification, fugitive and posse. These divisions are directly responsible to the undersheriff, who is directly responsible to the sheriff. The sheriff's department personnel complement is listed at 77, of whom 60 are sworn personnel. The 17 civilian positions are in clerical, communications and record keeping positions.

The operating budget of the Pueblo County Sheriff's Department for 1975 was \$407,105. Operation of the jail was budgeted at \$266,813. At the present time, the sheriff is requesting additional personnel and operating expenses.

(b) Judicial Districts: In the Pueblo SMSA, there is one judicial district, the Tenth Judicial District. In the Tenth Judicial District, there are five district judges and three county court judges.

A survey of the District Attorney's Office for the Tenth Judicial District was completed by regional planners. The data obtained reflected calendar year 1975 information. The following information was obtained during that survey.

In the Tenth Judicial District, a total of 36 full time and 8 part time personnel are employed. Total office expense, including funds from Federal revenue sharing, was \$539,196. In the Tenth Judicial District, it was estimated that utilization of time was spent in the following manner: Part I related offenses - 40%; Part II related offenses - 15%; traffic related offenses - 15%; enforcement of support orders - 3%; consumer

fraud related offenses - 6%; welfare fraud related - 3%; and other activities - 18%.

A total of 1,419 cases were filed with the court. This number included 610 felony cases, and 709 misdemeanor cases. Minor traffic cases are excluded from this number. Disposition of the cases were estimated and listed in the following manner: Plea of guilty - 695, guilty after trial - 85, not guilty after trial - 14, dismissed 468, and deferred 157.

In addition to the aforementioned cases, approximately 900 juvenile cases were referred to the court. Disposition of these cases are not available at this time.

(c) Corrections: Jail survey questionnaires were completed by regional criminal justice staff in the Pueblo SMSA. The Pueblo County Sheriff's Department is responsible for operating the largest jail in the region. The Pueblo County Jail has a total of 28 personnel permanently assigned to functions within the jail. This includes 18 deputies, 1 administrative personnel, 6 matrons, 2 food service personnel, and 1 miscellaneous employee.

The total inmate capacity was listed at 128 inmates for the Pueblo County Jail. The Pueblo County Jail was built in 1966, and has not received any major repair or remodeling since that time.

Sentenced . . . ers are held in the county jail, and some-one is physically present 24 hours a day while individuals are being held.

The Pueblo County Jail has a pretrial release program. A total of 366 persons charged with misdemeanors were released on such a program during 1975. Pueblo County also is the only facility in which a work release program is operating. A total of 88 offenders participated in this program in 1975.

The following chart indicates the total jail population in the listed categories.

	DETAINED SUSPECTS					
	Felony Arrest	Misdemeanor Arrest	Bench Warrant	Sentenced Prisoners	Transfers	Total
Pueblo Co.	1,265	5,457	1,001	396	561	8,680

The average length of stay in the Pueblo County Jail for detained suspects was 180 days, and the average length of stay for sentenced offenders was 100 days. Average length of stay for juveniles was 14 days.

At this time, it appears that the greatest needs of the jail, other than improved facilities, are training programs for jail personnel, and programs to develop and aid in returning the offender to the community.

d. Greeley SMSA:

(1) Demographic Description: Coincident with Weld County, the Greeley SMSA is bordered on the West and South by the Fort Collins and Denver - Boulder SMSA's and on the North by the state of Wyoming. Greeley is the only major city in the area and contains a good portion of the area's population while the rest of the populace resides in several smaller towns and in outlying rural regions.

Like the Fort Collins area, the Greeley SMSA is experiencing rapid growth as the population is increasing at a rate of nearly seven percent per year. The estimated population for 1974 was 113,460 persons. With a land area totaling 4,002 square miles, Weld County is the third largest county in the state. It's population density is 28 persons per square mile.

Forty-eight and four tenths percent of the population is male and 98.9% white. Just over half (51.6%) of the population lives in rural areas with the median years of schooling being 12.2 years, slightly under the statewide average. Fifty-seven percent of the populace completed four or more years of high school and 12% attended college for four years.

(2) Part I Crime Trends: Section IV-B-4 of the plan deals with Part I crime trends for the Greeley SMSA.

(a) Impact Crimes: Impact crime trends for the city of Greeley and the area under jurisdiction of the Weld County Sheriff's Department are presented in Exhibit

(b) City of Greeley: The crime rates in Greeley

during 1974 and 1975 were somewhat greater than the rates for the rest of the SMSA in nearly all categories. Only the rape rate for 1975 fell below that for the rest of the SMSA. The rates of crime for Greeley were also well below the norms for the state except in the category of assaults. The assault rate was nearly twice that of the statewide average.

(c) Weld County Sheriff's Department: During 1974, the rates per 100,000 population were below that for the SMSA in all categories. When compared with the state rates, the area covered by the Sheriff's Department experienced crime rates much lower, except for assault. The assault rate was approximately 61% higher than the state average. During 1975 the rates for robbery and burglary were very low in comparison to the total SMSA and the state. The rape rate was only slightly higher than the SMSA and state norms.

(3) Law Enforcement:

(a) Organization and Staffing: The City of Greeley Police Department and the Weld County Sheriff's Department regulate most of the population for the SMSA. The City of Greeley Police Department has an authorized staff of 63 full-time, sworn personnel; 15 non-sworn full-time employees and 50 reserves. At the time the law enforcement survey was conducted (early 1975), five of the full-time positions were vacant and only nine reserves were employed. There are 33 sworn personnel making up the Weld County Sheriff's Office, all of them full-time. In addition, there were eight other full-time authorized positions.

Exhibit (X)
Impact Crimes
Greeley SMSA

City of Greeley

	RAPE		ROBBERY		ASSAULT		BURGLARY	
	1974	1975	1974	1975	1974	1975	1974	1975
Actual Offenses	16	18	26	46	235	193	589	576
Rate/100,000 Pop.	32.0	34.0	52.0	86.8	470.0	364.2	1178.0	1086.8
Percent Change	+14	+3	+44	+77	+14	-18	+2	-2

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Weld County Sheriff's Department

	RAPE		ROBBERY		ASSAULT		BURGLARY	
	1974	1975	1974	1975	1974	1975	1974	1975
Actual Offenses	(14)	27	(9)	6	(158)	160	(431)	418
Rate/100,000 Pop.	31.8	61.8	20.4	13.9	359.1	366.1	979.5	956.5
Percent Change	+17	+93	+80	-33	+16	+1	+2	-3

There are several other police departments located throughout the SMSA, the largest being in Fort Lupton. Others include Frederick, Eaton, Dacono, Ault, Platteville, Evans, and Johnstown. Other agencies not falling under the category of police departments are the Erie Marshal's Office and the Department of Public Safety for the University of Northern Colorado at Greeley. In the aggregate, these agencies and the police departments are authorized to fill 42 full-time and 91 part-time positions, 51 of these sworn.

(4) District Attorney:

(a) Organization and Staffing: The Weld County District Attorney's Office serves the Nineteenth Judicial District which includes all of the Greeley SMSA. The office is funded chiefly by the county (85%), most of the rest coming in the form of LEAA grants. The state, of course, pays the D. A.'s salary. The D. A. administers the office and is assisted by an office manager, an assistant district attorney, and 20 other full-time and part-time employees.

(b) Caseload: The District Attorney's Office handled approximately 600 felony cases and an indeterminate number of misdemeanor cases during 1975. Charges were filed in 560 of the 600 felony cases.

(5) Courts:

(a) Organization and Staffing: The Greeley SMSA has one district court and one county court, each covered by three judges. The district court is managed by two administrators and employs 29 other full-time and 4 part-time employees. In addition to the judges, the county court has 17 full-time employees

including one administrator.

(b) Caseloads: Five hundred and forty-one felony cases were filed with the district court during 1974. Cases involving domestic relations took up most of the court's time (25.2%). About 21% of the time was devoted to criminal cases, 19% to civil cases, 19% to juvenile cases and 16% to probate cases.

In the county court, 78% of the cases involved traffic offenses, 13% civil offenses and 9% misdemeanors.

(6) Adult Probation: In 1974, the Greeley SMSA was served by seven probation officers. The majority of persons served by the officers were juveniles, however, there were 99 adults served.

(7) Treatment Alternatives:

(a) Adult: Unlike the other SMSA's which offer community corrections, work release and other similar programs, there is no formal organization which provides alternatives to detention for adults within the Greeley SMSA.

(b) Juvenile: Weld County Shelter Home is designed to house approximately forty youths at any one time. It is the goal of the shelter that recidivism of these children be reduced as much as possible. In addition, the hope is that the maximum possible number of juveniles be diverted from detention in local jails and held in the shelter instead. The Weld County Shelter Home also attempts to compile data and conduct research for future needs of youth in Weld County.

(8) Adult and Juvenile Detention Facilities

(a) Weld County Jail: The Weld County Jail served a population of approximately 106,000 persons in 1975. The staff includes 12 full-time and three part-time employees, two of whom are administrative and seven of whom are correctional officers. Maximum capacity for the jail is 56 inmates with separate facilities for men and women and adults and juveniles. The jail was built in 1911.

During 1975, the total population for the Weld County Jail fell into the following categories:

Felony arrestees	446
Misdemeanor arrestees	1,579
Sentenced prisoners	107
Transfers from other agencies	11
Other	<u>109</u>
Total	2,252

Of the total, 215 were female and 282 juveniles. On the average, adult detained suspects were held for three days and juveniles for one day while adult sentenced offenders averaged 30 days in the jail.

e. Fort Collins SMSA

(1) Demographic Description: Larimer County makes up the entirety of the Fort Collins SMSA with Fort Collins of course being the major city. Some other areas of concentrated population include Loveland and Colorado State University. The area is located approximately midway between the eastern and western borders of the state and forms part of the state's northern border.

With an annual growth rate of more than six percent, the Fort Collins SMSA represents one of the fastest growing regions in the state. The estimated population in 1974 was 118,824 which represents forty-six persons per square mile. Forty-nine and one-half percent of the population is comprised of males and sixty-three out of every one hundred persons live in urban areas. Only one percent of the populace is non-white. The average educational level for the region is 12.6 years, slightly higher than the state norm.

(2) Part I Crime Trends: Part I crime trends for the Fort Collins SMSA are presented in section IV-B-4 of the plan.

(a) Impact Crimes: Data concerning impact crimes for selected areas of the SMSA are illustrated in exhibit . Interpretations for each area are presented below.

(b) City of Fort Collins: The most populated area of the SMSA, Fort Collins experienced crime rates below

the averages for the total SMSA except for the crime category of assault. The rates were also below the state averages for all impact crimes except assault. The assault rate in 1974 and 1975 was about seventy-five percent above the state average and nearly twenty-five percent above that for the SMSA.

(c) Loveland: Loveland is the second most populated area in the SMSA. With the exception of assaults occurring during 1974, the city experienced rates well below the state averages for all impact crimes. When compared with rates for the total SMSA, rape was higher in Loveland during 1975, robbery higher during 1974, and assault higher during 1974, however, none of the differences were significant.

(d) Estes Park: In all impact crime categories except rape, Estes Park displayed the highest rate per one hundred thousand population of any of the five jurisdictions listed. The rates for these crimes were well above the state average and the SMSA average, however, the number of actual offenses was not significant except for perhaps robbery.

(e) Berthoud: Berthoud's rate for assault was much higher in 1974 than the rates for both the state and the SMSA, but, the rate improved considerably during 1975. Although below the state norm, its burglary rate was also higher than the regional average for both 1974 and 1975.

(f) Larimer County Sheriff's Department: The area of Fort Collins SMSA falling under the jurisdiction of

Exhibit

Impact Crimes - Selected Regions of Fort Collins SMSA

City of Fort Collins

	RAPE		ROBBERY		ASSAULT		BURGLARY	
	1974	1975	1974	1975	1974	1975	1974	1975
Actual Offenses	14	8	14	16	215	195	424	402
Rate/100,000 Pop.	25.0	13.3	25.0	26.7	383.9	325.0	757.1	670.0
Percent Change	+56	-43	--	+14	+76	-9	+2	-5

Loveland

	RAPE		ROBBERY		ASSAULT		BURGLARY	
	1974	1975	1974	1975	1974	1975	1974	1975
Actual Offenses	0	5	7	5	73	21	160	182
Rate/100,000 Pop.	0	21.7	33.3	21.7	347.6	91.3	761.9	791.3
Percent Change	--	--	+75	-29	+564	-71	+50	-14

Estes Park

	RAPE		ROBBERY		ASSAULT		BURGLARY	
	1974	1975	1974	1975	1974	1975	1974	1975
Actual Offenses	0	0	2	10	11	9	91	59
Rate/100,000 Pop.	0	0	105.3	476.2	578.9	428.6	4789.5	2809.5
Percent Change	0	0	--	+400	+83	-18	+21	-35

Berthoud

	RAPE		ROBBERY		ASSAULT		BURGLARY	
	1974	1975	1974	1975	1974	1975	1974	1975
Actual Offenses	0	0	0	0	7	3	23	38
Rate/100,000 Pop.	0	0	0	0	388.9	150.0	1227.8	1900.0
Percent Change	--	0	0	0	--	-57	+44	+65

Larimer County Sheriff's Dept.

	RAPE		ROBBERY		ASSAULT		BURGLARY	
	1974	1975	1974	1975	1974	1975	1974	1975
Actual Offenses	8	12	12	8	72	73	409	396
Rate/100,000 Pop.	21.1	30.8	31.6	20.5	189.5	187.2	1076.3	1015.4
Percent Change	+100	+50	0	-33	+31	+1	+2	-3

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the Larimer County Sheriff's Department is entirely rural. The area experienced crime rates considerably below those for the state in all crime categories. The rates were not significantly different from those for the total SMSA.

(3) Law Enforcement:

(a) Organization and Staffing: Data concerning various law enforcement agencies within the Fort Collins SMSA were collected by a survey conducted during early 1975.

In addition to the Larimer County Sheriff's Department and the Fort Collins City Police Department, areas in the SMSA are regulated by a number of small police agencies. The Loveland Police Department has had thirty-one full-time, sworn positions and fourteen non-sworn positions authorized. Eleven of the non-sworn positions are part-time. The Wellington Police Department consists of only two full-time, sworn employees. Berthoud has five full-time positions, four of which are sworn. Estes Park has fifteen sworn, full-time employees and two non-sworn, full-time employees. In addition, they are authorized to fill three part-time positions. Colorado State University Police number twenty-eight full-time sworn; two non-sworn, full-time; and twenty part-time employees. The City of Fort Collins Police Department is the largest law enforcement agency in the region and consists of eighty-three full-time employees and twenty-three reserves. With the exception of Loveland, every one of the above agencies had all authorized positions filled at

the time of the survey.

(4) District Attorney:

(a) Organization and Staffing: The District Attorney's Office for the Eighth Judicial District covers both Larimer and Jackson Counties. Unfortunately, a distinct separation of functions between the two counties is not possible and therefore any data presented here will include both counties. The District Attorney's Office is administered by the District Attorney with the assistance of a chief deputy and an assistant D. A. There are fifteen other full-time employees and three part-time employees in the office.

(b) Caseload: Approximately six hundred felony cases were referred to the D. A.'s Office during 1974. Of these, charges were filed on four hundred and eighty-seven. In addition, the organization handled nearly eight thousand misdemeanor cases.

(5) Courts:

(a) Organization and Staffing: The Eighth Judicial District has two district and three county courts. The district courts are headed by three judges, two of whom deal solely with matters in Larimer County. Of the four county court judges, two operate solely in Larimer County, with the remaining two alternating between Larimer and Jackson County. The district courts employ twenty-two full-time persons in addition to the judges while the county courts

include fifteen full-time and two part-time employees.

(b) Caseload: There were 3,350 cases filed in the Eighth Judicial District courts during 1974. Twenty-four and six tenths percent of those were civil cases; 22.6% dealt with domestic relations; 19.5% with probate matters; 17.1% were criminal, and 14.8% juvenile.

In the county courts, approximately 9,200 cases were filed. Some 75% were for traffic offenses, 13% misdemeanors, and 12% of the cases dealt with civil matters.

(6) Adult Probation:

Once again, the data collected are for the entire Eighth Judicial District covering both Larimer and Jackson Counties and the information cannot be divided by county.

During 1974, there were eight probation officers employed by the district. Three hundred and forty-eight persons were placed on probation during the year. Two hundred and fifty-four of those had been sentenced for felony offenses and 94 for misdemeanors.

(7) Community Corrections:

(a) Larimer County Community Corrections Project: The Larimer County Community Corrections Project was initiated in the fall of 1975 as a treatment alternative to imprisonment. The major stated objectives of the project are: 1) to divert six to twelve offenders from the Penitentiary and Reformatory annually; 2) to provide reintegration services to 25 to 30 parolees coming to the area from the Penitentiary

and Reformatory and from out of state; 3) to provide services and programs to approximately 30 offenders per year, sentenced to the county jail upon their release; 4) to provide services and programs to 75 to 100 probationers annually; 5) to divert 25 to 30 of the persons sentenced to the county jail; 6) to provide programs and services to at least 50% of the offenders in county jail who remain incarcerated more than five days. Other objectives include upgrading educational and job skills of clients and decreasing the re-arrest rate.

To date, the above objectives have been implemented chiefly through two programs: the in-jail program and the diversion program. The in-jail program offers voluntary classes to inmates, educational and vocational counseling, tutoring, and religious services. The diversion program deals mainly with probationers and parolees. The program assists clients with individual counseling, vocational counseling, emergency loans, and referrals to other agencies.

(b) Larimer County Shelter Home: The objective of the shelter home is to divert juveniles from detention in local jails. In addition, an attempt is made to compile data and conduct research on youth within the county.

(8) Adult and Juvenile Detention Facilities:

(a) Larimer County Jail: The Larimer County Jail serves a population of 112,000 persons throughout the county. It is staffed by 13 full-time employees including one administrator and seven correctional officers. Built

in 1956, the facility was designed to hold a capacity of 49 inmates.

During 1975, the jail held the following total population:

Felony arrestees	1350
Misdemeanor arrestees	906
Bench warrant arrestees	150
Sentenced prisoners	80
Transfers from other agencies	<u>25</u>
Total inmates	<u><u><u>2511</u></u></u>

On the average, adult inmates are detained for 90 days and juvenile inmates for two days.

(b) Fort Collins City Jail: The Fort Collins City Jail is primarily a detention facility where persons are held during processing pending transfer to the county jail. The facility has 13 cells.

CHAPTER IV

CHAPTER IV

A. INTRODUCTION

This chapter of the plan follows the format of Chapter 3. It contains an assessment of the needs and problems identified within each functional area (i.e., community, prevention, apprehension and detection, etc.) referenced in the preceding chapter. The proposed priorities, goals and standards associated with each area are integrated into the appropriate categories. Where some areas overlap, cross-referencing has been provided. In addition, the Statewide goals, priorities and the multi-year forecast of plans, accomplishments and projected expenditures are included.

IV-B-CRIME AND DELINQUENCY IN COLORADO

B. CRIME AND DELINQUENCY IN COLORADO

B-1. UNIFORM CRIME REPORTS AS A MEASURE OF CRIME

UCR data represent the best available measure of crime occurring statewide. Several limitations of existing UCR data should be noted. First, because of the voluntary nature of the program, the number of agencies participating during any given report period may vary. This can limit the use of the data for any kind of trend analysis.

Secondly, UCR data at best provide only an indication of the number of crimes reported to law enforcement authorities. Recent victimization studies in Colorado and other areas of the country have shown that reported crimes represent a significant underestimate of the actual number of crimes which occur.

A third limitation of UCR data is that the UCR crime index is comprised of only seven Part I offenses (i.e., murder and non-negligent manslaughter, rape, robbery, aggravated assault, burglary, larceny and auto theft). Part I offenses account for a relatively small proportion of all reported offenses -- approximately 15%. Further, each of these crimes is weighted equally in the index thereby assigning the same importance to a rape offense as to a larceny.

A fourth limitation deals with the use of entire population bases as a basis for developing crime rates.

For example, forcible rape should be based only on the female populace of the age of consent; auto theft should be based upon the number of registered autos, as not all of the population base owns and operates a registered auto. Variation in the source and currency of population estimates can also materially affect reported crime rates.

A fifth limitation pertains to the lack of comprehensiveness and associated utility of existing UCR data. It is not possible, for example, to ascertain such factors as time dimensions, geocodes, incident characteristics, incident consequences, victim/offender relationship, or offender characteristics from the present UCR program.

Sixth, the reliability of UCR data is questionable, considering the general absence of comprehensive audit and quality control procedures utilized to process the data. There is considerable variance among law enforcement agencies as to (1) what is collected, (2) how it is collected, and (3) how the numbers are processed. Special attention should be directed to those crimes that are defined differently in the state criminal statutes than in the UCR program, especially burglary, larceny, and occasionally in auto theft.

A seventh limitation stems from the fact that current UCR figures reflect only the most serious crime associated with a specific criminal episode. For example, the commission of a robbery, rape and auto theft in one distinct

operation would constitute only one offense according to current UCR **tabulating** procedures. The gravity of an offense is determined by the maximum legal penalty it carries. Finally, the timeliness with which the data are released does not permit effective use for planning purposes.

It is hoped that through the implementation of a state-level UCR program in Colorado, many of the above limitations will be overcome. It is envisioned that agency participation will be increased through the provision of technical assistance to local agencies by UCR field staff. It is felt that additional legislation should be enacted in Colorado to eliminate the "voluntary" nature of the program.* Continued use and expansion of victimization studies will provide an improved basis for assessing the actual level of criminal activity in the state. It is planned to expand the state UCR program to include Part II offenses. It would be desirable as well to conduct a citizen survey to establish attitudes regarding the relative seriousness of various crimes, similar to the Stellin and Wolfgang model. The results could then be built into a weighted crime index for the state. As mentioned in Chapter 3 of this plan, the

* The current legislative authority vested in C.B.I. [CRS 1973, §24-32-412(1)] contains no mandate to law enforcement agencies to participate/submit U.C.R. data nor are any noncompliance sanctions provided for law enforcement agencies that do not (upon CBI request) forward U.C.R. data.

Colorado UCR program will provide more comprehensive information about events than the existing UCR program.

The state UCR program will include appropriate procedures related to audit and quality control to assure validity and reliability of data collected. Recent work performed by the International Association of Chiefs of Police (IACP) and the Colorado Comprehensive Data Systems (CDS) program will assist in this endeavor. Finally, it is felt that state-level processing of UCR data will enhance the timeliness of desired reports significantly.

IV-B2-MEASUREMENT OF THE CRIME PROBLEM IN COLORADO

B-2. MEASUREMENT OF THE CRIME PROBLEM IN COLORADO

The UCR crime index is comprised of a tally of seven crime classifications -- murder, rape, robbery, aggravated assault, burglary, larceny and auto theft -- as reported to the FBI by local law enforcement agencies. For a definition of these crime classifications, refer to the FBI's "Uniform Crime Reporting Handbook" dated January 1974. The first four of these crimes -- murder, rape, robbery and aggravated assault -- make up the violent crime index while the remaining three crimes -- burglary, larceny and auto theft -- comprise the property crime index.

According to FBI records, approximately 130 Colorado law enforcement agencies submitted monthly UCR returns to the FBI during calendar year 1975. In view of the fact that many agencies, particularly sheriffs' offices, report UCR data to the FBI for other smaller agencies, the FBI estimates unofficially that their UCR index reflects 90-95% of the crimes reported to law enforcement authorities in Colorado. A priority aim of the Colorado UCR program will be to define the extent of local participation and to expand local reporting to as near 100% as possible.

In order to facilitate some sort of comparison between areas in the state, the crime index is transformed into a crime rate per unit of population. This relative

term has typically been expressed as the number of crimes per 100,000 population and can be derived as follows:

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

In utilizing crime rate data, the reader should be aware of two major limitations. The first pertains to the fact that the crime rate for Part I crimes considers all seven crimes of equal importance. Of course, when dealing with a crime rate for a specific crime, this is not a problem. The second limitation occurs when comparing areas which differ significantly in population. In a sparsely populated area a relatively small increase in the number of crimes per year will cause the crime rate to rise a disproportionate amount. As an example, increasing the number of crimes in a city the size of Denver by 50 would have a negligible impact on the crime rate, while a similar increase in a city the size of Cherry Hills would result in a 50% increase. Improved methods of measuring the level of crime in the state should be developed through further research.

IV-B3-STATEWIDE CRIME PICTURE

B-3. THE STATEWIDE CRIME PICTURE

Colorado's rural areas showed the greatest increase in total crime (15.3% as opposed to 12% for the state's SMSA's and 11.4% for smaller cities). All of the increase in total crime in rural areas was composed of property crimes, as violent crimes showed a decrease in these areas for the second straight year. The largest increase in crime rate was that of violent crime in the smaller cities which showed a change of 24.3%. The SMSA's showed increases in both violent and property crimes that were in line with, but somewhat below state averages. In absolute rates, the SMSA's (7009.0) continue to exceed the smaller cities (5898.5) and rural areas (2435.8).

During the period from 1972 to 1974, the total index crime rate for Colorado grew at a rate which was less than half of that for the nation and the Mountain-West region. However, Colorado's index rate (6165.8) still exceeds the nation's rate (4821.4) by 28 percent and is still two percent above the rate for the Mountain-West (6036.1). The state's increases in index rates was considerably lower for both violent and property crimes when compared to the average for the nation and the Mountain-West. This comparison, as well as those for selected Part I - type crimes are illustrated in Exhibit A. Colorado SMSA's smaller cities and rural areas are also compared to nationwide averages in the exhibit.

Exhibit A
Index Crime Rates by
Crime Categories and Population 1972-1974

Area/State SMSA	Year	Population	Total Crime Index Number	Rate/100,000
U.S. Total	1972	208,232,000	8,173,430	3,925.2
	1973	209,851,000	8,638,375	4,116.4
% Change		+ 1.0	+ 5.7	+ 4.9
% Change	1974	211,392,000	10,192,034	4,821.4
		+ 0.7	+17.6	+16.7
Mountain West	1972	8,840,000	435,109	4,922.0
	1973	9,150,000	472,604	5,165.1
% Change		+ 4.5	+ 8.6	+ 4.9
% Change	1974	9,411,000	568,056	6,036.1
		+ 2.9	+19.6	+16.3
Colorado	1972	2,357,000	131,841	5,593.6
	1973	2,437,000	133,933	5,495.8
% Change		+ 3.4	+ 1.6	- 1.7
% Change	1974	2,496,000	153,898	6,165.8
		+ 2.4	+14.9	+12.2
U.S. SMSA's	1972	147,640,000	5,038,715	3,142.8
	1973	152,853,000	7,372,041	4,823.0
% Change		+ 3.4	*	*
% Change	1974	154,095,000	8,662,603	5,621.6
		+ 0.8	+17.5	+16.6
Colorado SMSA's	1972	1,706,183	109,818	6,436.5
	1973	1,768,185	110,607	6,255.4
% Change		+ 3.6	+ 0.7	- 2.8
% Change	1974	1,804,942	126,509	7,009.0
		+ 2.1	+14.4	+12.0
Other Cities (U.S.)	1972	23,547,000	451,470	1,917.3
	1973	22,774,000	762,616	3,348.7
% Change		- 5.0	*	*
% Change	1974	23,183,000	933,625	4,027.2
		+ 1.8	+22.4	+20.3
Other Cities (Colorado)	1972	273,000	8,461	3,099.3
	1973	280,000	14,831	5,296.2
% Change		+ 2.6	*	*
% Change	1974	304,856	17,982	5,898.5
		+ 8.9	+21.2	+11.4
U.S. Rural	1972	37,047,000	401,739	1,084.4
	1973	34,225,000	503,718	1,471.8
% Change		- 7.8	*	*
% Change	1974	34,114,000	595,806	1,746.5
		- 0.3	+18.3	+18.7
Rural Colorado	1972	392,000	6,850	1,565.8
	1973	402,000	8,495	2,113.2
% Change		+ 2.6	*	*
% Change	1974	386,202	9,407	2,435.8
		- 3.9	+10.7	+15.3

* Since 1973 data include "all larcenies," an accurate percentage change cannot be derived for this geographic area.

Exhibit A
Index Crime Rates by
Crime Categories and Population 1972-1974¹

Area/State SMSA	Year	Violent Crime		Property Crime	
		Number	Rate/100,000	Number	Rate/100,000
U.S. Total	1972	828,151	397.7	7,344,612	3,527.1
	1973	869,465	414.3	7,768,910	3,702.1
	% Change	+ 5.0	+ 4.2	+ 5.8	+ 5.0
Mountain West	1972	29,716	336.2	405,393	4,585.9
	1973	33,771	369.1	438,833	4,796.0
	% Change	+13.6	+ 9.8	+ 8.2	+ 4.6
Colorado	1972	9,555	405.4	122,285	5,188.2
	1973	10,088	414.0	123,845	5,081.9
	% Change	+ 5.6	+ 2.1	+ 1.3	- 2.0
U.S. SMSA's	1972	726,587	492.1	4,312,128	2,920.7
	1973	768,771	502.9	6,603,270	4,320.0
	% Change	+ 5.8	+ 2.2	*	*
Colorado SMSA's	1972	8,614	504.9	101,203	5,931.5
	1973	8,717	493.0	102,449	5,794.0
	% Change	+ 1.2	- 2.4	+ 1.2	- 2.4
Other Cities (U.S.)	1972	48,357	205.4	403,113	1,771.9
	1973	50,255	220.7	712,361	3,128.0
	% Change	+ 3.9	+ 7.4	*	*
Other Cities (Colorado)	1972	696	254.9	7,765	2,844.3
	1973	710	253.5	14,121	5,042.6
	% Change	+ 2.0	- 0.6	*	*
U.S. Rural	1972	53,207	143.6	348,532	1,018.4
	1973	50,439	147.4	453,279	1,324.4
	% Change	- 5.2	+ 2.6	*	*
Rural Colorado	1972	776	198.0	6,074	1,549.5
	1973	689	171.4	7,806	1,941.8
	% Change	-11.2	-13.4	*	*
	1972	658	170.4	6,749	2,265.4
	1973	658	170.4	6,749	2,265.4
	% Change	- 4.5	- 0.6	+12.1	+16.7

Exhibit A
Index Crime Rates by
Crime Categories and Population 1972-1974¹

Area/State SMSA	Year	Murder and Nonnegligent Manslaughter		Forcible Rape	
		Number	Rate/100,000	Number	Rate/100,000
U.S. Total	1972	18,515	8.9	46,481	22.3
	1973	19,509	9.3	51,002	24.3
	% Change	+ 5.2	+ 4.5	+ 9.7	+ 9.0
	1974	20,610	9.7	55,209	26.1
% Change		+ 5.5	+ 4.3	+ 7.8	+ 7.0
Mountain West	1972	621	7.0	2,532	28.6
	1973	677	7.4	2,735	29.6
	% Change	+ 9.0	+ 5.7	+ 8.0	+ 4.5
	1974	700	7.4	2,901	30.8
% Change		+ 2.8	—	+ 5.6	+ 2.7
Colorado	1972	196	8.3	905	38.4
	1973	193	7.9	944	38.7
	% Change	- 1.5	- 4.8	+ 4.3	+ 0.8
	1974	151	6.0	910	36.5
% Change		-21.8	-24.1	- 3.6	- 5.7
U.S. SMSA's	1972	14,596	9.9	39,718	26.9
	1973	15,665	10.2	44,146	28.9
	% Change	+ 7.3	+ 3.0	+11.1	+ 7.4
	1974	16,690	10.8	48,125	31.2
% Change		+ 6.5	+ 5.9	+ 9.0	+ 8.0
Colorado SMSA's	1972	157	9.2	793	46.6
	1973	162	9.2	825	46.7
	% Change	+ 3.2	—	+ 4.0	+ 0.2
	1974	126	7.0	795	44.0
% Change		-22.2	-23.9	- 3.6	- 5.8
Other Cities (U.S.)	1972	1,195	5.1	2,581	11.0
	1973	1,285	5.6	2,765	12.1
	% Change	+ 7.5	+ 9.8	+ 7.1	+10.0
	1974	1,313	5.7	3,111	13.4
% Change		+ 2.2	+ 1.8	+12.5	+10.7
Other Cities (Colorado)	1972	12	4.4	58	20.5
	1973	16	5.7	59	21.2
	% Change	+33.3	+29.4	+ 1.7	+ 3.4
	1974	7	2.3	67	22.0
% Change		-56.2	-59.6	+13.5	+ 3.8
U.S. Rural	1972	2,724	7.6	4,132	11.2
	1973	2,559	7.5	4,091	12.0
	% Change	- 6.1	- 1.3	- 1.0	+ 7.1
	1974	2,597	7.6	3,973	11.6
% Change		+ 1.5	+ 1.3	- 2.9	- 3.3
Rural Colorado	1972	29	7.4	60	15.3
	1973	16	4.0	62	15.4
	% Change	-44.8	-46.0	+ 3.3	+ 0.6
	1974	18	4.7	48	12.4
% Change		+12.5	+17.5	-22.6	-19.5

CONTINUED

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Exhibit A
Index Crime Rates by
Crime Categories and Population 1972-1974¹

Area/State	Year	Robbery		Aggravated Assault		Burglary	
		Number	Rate/ 100,000	Number	Rate/ 100,000	Number	Rate/ 100,000
U.S. Total	1972	374,555	179.9	388,650	186.6	2,344,991	1,126.1
	1973	382,683	182.4	416,271	198.4	2,549,930	1,215.1
	% Change	+ 2.2	1.4	+ 7.1	+ 6.3	+ 8.7	+ 7.9
	1974	441,290	208.8	452,724	214.2	3,020,742	1,429.0
% Change	+15.1	+14.3	+ 8.5	+ 7.7	+18.5	+17.6	
Mountain West	1972	9,164	103.7	17,399	196.8	116,002	1,312.2
	1973	11,139	121.7	19,220	210.1	132,784	1,451.2
	% Change	+21.6	+17.4	+10.5	+ 6.8	+14.5	+10.6
	1974	13,130	139.5	20,857	221.6	163,166	1,733.8
% Change	+17.5	+14.3	+ 7.7	+ 4.7	+22.2	+18.8	
Colorado	1972	3,332	141.4	5,122	217.3	37,242	1,580.1
	1973	3,970	162.9	4,981	204.4	38,963	1,598.8
	% Change	+19.1	+15.2	- 2.8	- 5.4	+ 4.6	+ 1.2
	1974	4,137	165.7	5,530	221.6	46,005	1,843.1
% Change	+ 4.2	+ 1.7	+11.0	+ 8.4	+18.1	+15.3	
U.S. SMSA's	1972	359,493	243.5	312,780	211.9	1,979,377	1,340.7
	1973	366,687	239.9	342,273	223.9	2,156,213	1,410.6
	% Change	+ 2.0	- 1.5	+ 9.4	+ 5.7	+ 8.9	+ 5.2
	1974	421,753	273.7	373,902	242.6	2,546,649	1,652.6
% Change	+15.0	+14.1	+ 9.2	+ 8.4	+18.1	+17.2	
Colorado SMSA's	1972	3,220	188.7	4,444	260.5	32,327	1,894.7
	1973	3,848	219.1	3,857	219.2	33,486	1,893.8
	% Change	+19.5	+16.1	-12.8	-18.8	+ 3.6	—
	1974	3,926	217.5	4,262	236.1	38,868	2,153.4
% Change	+ 2.0	- 0.7	+10.0	+ 7.7	+16.1	+13.7	
Other Cities (U.S.)	1972	9,104	38.7	35,477	150.7	177,618	754.3
	1973	9,939	43.6	36,266	159.2	191,662	841.6
	% Change	+ 9.2	+12.7	+ 2.2	+ 5.6	+ 7.9	+11.6
	1974	12,567	54.2	40,781	175.9	237,608	1,024.9
% Change	+26.4	+24.3	+12.4	+10.5	+24.0	+21.8	
Other Cities (Colorado)	1972	80	29.3	546	200.0	2,643	968.1
	1973	73	26.1	562	200.7	3,068	1,095.6
	% Change	- 8.7	-10.9	+ 2.9	+ 0.4	+16.1	+13.2
	1974	124	40.7	763	250.3	3,823	1,254.0
% Change	+69.9	+55.9	+35.8	+24.7	+24.6	+14.5	
U.S. Rural	1972	5,958	16.1	40,393	109.0	187,996	507.5
	1973	6,057	17.7	37,732	110.2	193,032	564.0
	% Change	+ 1.7	+ 9.9	- 6.6	+ 1.1	+ 2.7	+11.1
	1974	6,970	20.4	38,041	111.5	236,485	693.2
% Change	+15.1	+15.3	+ 0.8	+ 1.2	+22.5	+22.9	
Rural Colorado	1972	36	9.2	651	166.1	2,494	636.2
	1973	49	12.2	562	139.8	2,487	618.6
	% Change	+36.1	+32.6	-13.7	-15.8	- 0.3	- 2.8
	1974	87	22.5	505	130.8	3,314	858.1
% Change	+77.5	+84.4	-10.2	- 6.4	+33.3	+38.7	

1. Kelly, Clarence, U.C.R., Crime in the United States, 1973 & 1974, Washington, D.C., U.S. Government Printing Office. Clarence M. Kelly.

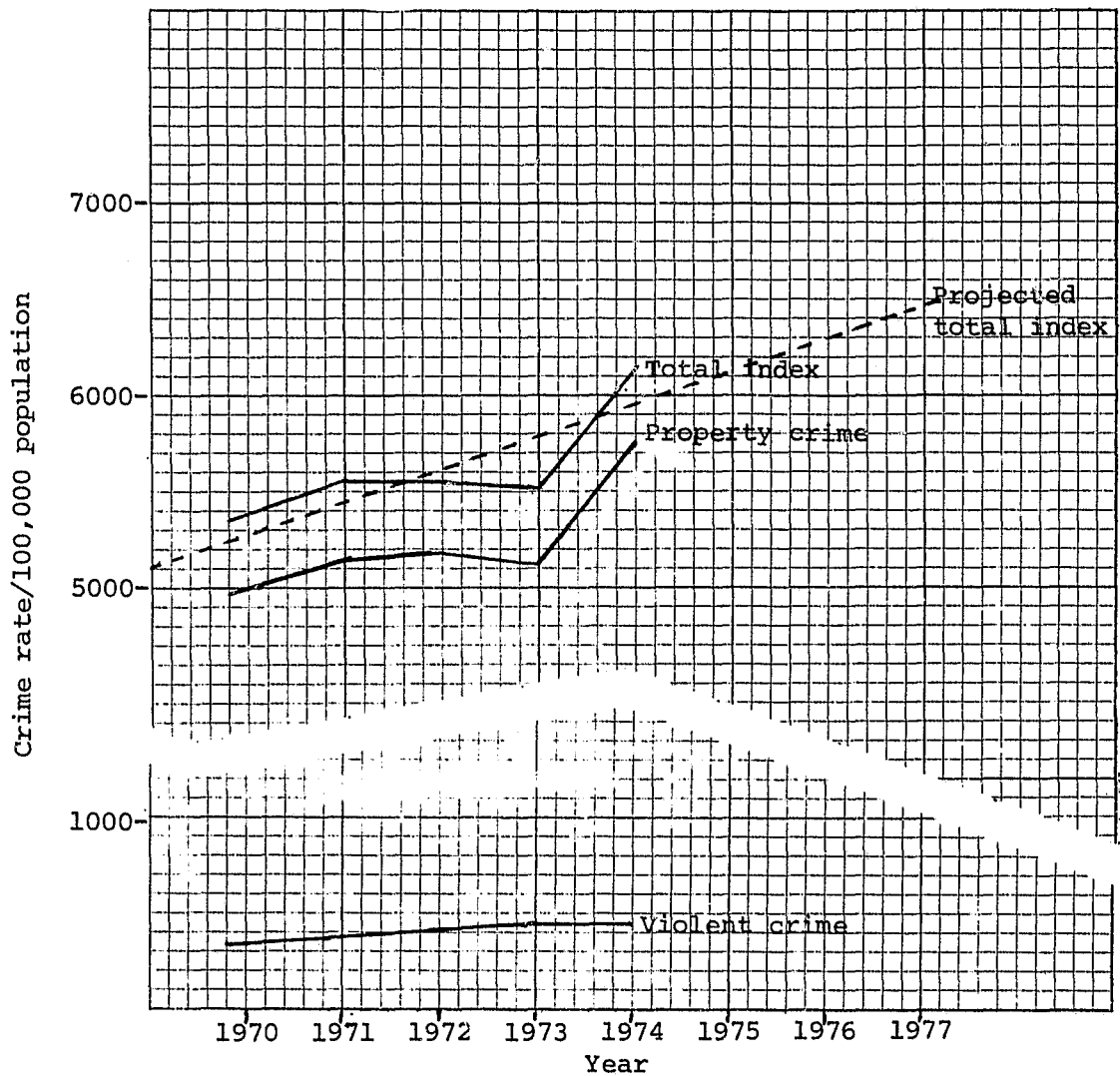
Although Colorado's trend in crime presents a favorable picture when compared with that for the nation, it still remains that following a slight decrease in 1973, the state's crime rate jumped upward by 12.2% in 1974. The majority of the increase in rate took place in property crimes, which increased by 12.9%, changing from 5,082 in 1973 to 5,736 in 1974. The property index crime rate is still considerably higher than the rate for the nation and the Mountain-West. Violent crime, however, showed only a modest increase of 3.8% as opposed to the nation's increase (10.5) and the Mountain-West (7.6). Moreover, for the first time in many years, Colorado's violent index crime rate fell below that for the nation, although it is still approximately eight percent above the average for the Mountain-West.

Violent crimes represented 7.0% of the total index in 1974 as opposed to 7.5% in 1973. Property crimes of course made up the remainder of the total.

Murder and rape each made up less than 1% of the total Part I type crimes for the state in 1974. Assault made up 3.6% of the total, robbery 3%, burglary 33.7%, larceny 54% and auto theft 8.7%.

Exhibit B shows index crime trends for the state for the period from 1970 to 1974. The crime rates for murder, rape and auto theft all decreased in 1974; however, increases in assaults, robberies, burglaries and larcenies were enough to offset the decreases and cause an overall increase in the total index crime rate of 11.6%.

Exhibit B
 State
 Part 1 Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

Regression equation: $Y = 171.28X + 5111.18$

Sequential Year (X)	Year	Predicted crime rate (Y)
1	1970	5,282.5
2	1971	5,453.7
3	1972	5,625.0
4	1973	5,796.3
5	1974	5,967.6
6	1975	6,138.9
7	1976	6,310.1
8	1977	6,481.4

Exhibit C depicts the trends of Part I crimes, property crimes and violent crimes from 1970 through 1974, and the predicted Part I crime trend for 1970 through 1977. The crime prediction shown was determined by a linear regression analysis with time or the sequential year as the independent variable (X) and the Part I crime rate as the dependent variable (Y).

Ordinal values were assigned to the years 1970 through 1974, to determine the sequential year for the X values. For the Y values, the actual Part I crime rate per 100,000 population in each of the years was used. With these values for X and Y, regression coefficients were calculated and a linear regression equation determined. The same method was used to predict crime in each of the regions (see Chapter IV, B-4).

This very simple, basic method of predicting crime trends gives an indication of the crime problem that must be faced in 1977. This method is, of course, limited by several factors in its ability to predict accurately. First, the greater the deviations of the actual crime rates about the regression, the greater will be the error in the estimate. Also, this method does not account for a directional change in the trend line. If the direction of the trend changes, this method will become temporarily less useful.

Exhibit C
State
Part I, Crime Trends, 1970-1974¹

Category	1970	1971	1972	1973	1974
Population	2,207,259	2,278,806	2,350,352	2,421,899	2,493,445
Population Density	21.3	22.0	22.7	23.3	24.0
Total Index	117,364	125,937	131,140	133,930	153,888
Rate/100,000 Pop.	5,317.2	5,526.4	5,579.6	5,530.2	6,171.7
% Change in Rate		+ 3.9	+ 1.0	- 0.0	+11.6
Rate/1,000 Sq. Mi.	1,131.0	1,213.7	1,263.8	1,290.7	1,483.0
Murder	134	147	194	193	148
Rate/100,000 Pop.	6.1	6.4	8.3	8.0	6.0
Rate/1,000 Sq. Mi.	1.3	1.4	1.9	1.8	1.4
Rape	795	876	901	942	908
Rate/100,000 Pop.	36.0	38.4	38.3	38.9	36.4
Rate/100,000 Targets ²	91.3	97.0	96.3	97.3	90.8
Rate/1,000 Sq. Mi.	7.7	8.4	8.7	9.1	8.8
Assault	4,092	4,422	5,113	4,980	5,529
Rate/100,000 Pop.	185.4	194.0	217.3	205.6	221.7
Rate/1,000 Sq. Mi.	39.4	42.6	49.3	48.0	53.3
Street Robbery		1,591	1,485	1,727	1,820
Rate/100,000 Pop.		69.8	65.2	71.3	73.0
Rate/1,000 Sq. Mi.		15.3	14.3	16.3	17.5
Commercial Robbery and Burglary		15,001	15,236	16,116	19,330
Rate/100,000 Pop.		658.3	648.2	665.4	775.2
Rate/100,000 Targets ³		22,119.2	21,814.6	22,278.7	25,809.8
Rate/1,000 Sq. Mi.		144.6	146.8	155.3	186.3
Residential Burglary		19,267	23,486	24,624	28,522
Rate/100,000 Pop.		845.5	999.3	1,016.7	1,143.9
Rate/100,000 Targets ⁴		2,440.0	2,830.5	2,792.9	3,048.3
Rate/1,000 Sq. Mi.		185.7	226.3	237.3	274.9
Larceny	66,025	71,415	70,500	70,932	83,722
Rate/100,000 Pop.	2,991.3	3,133.9	2,999.6	2,928.8	3,351.6
Rate/1,000 Sq. Mi.	636.3	688.2	679.4	683.6	806.8
Auto Theft	12,989	12,895	13,883	13,952	13,441
Rate/100,000 Pop.	588.5	565.9	590.7	576.1	539.1
Rate/100,000 Targets ⁵	888.5	824.9	818.1	762.1	711.3
Rate/1,000 Sq. Mi.	125.2	124.3	133.8	134.4	129.5
Property	109,495	117,414	121,602	123,846	143,166
Rate/100,000 Pop.	4,960.7	5,152.4	5,173.8	5,113.6	5,741.7
% Change in Rate		+ 3.9	+ 0.4	- 1.2	+12.3
Rate/1,000 Sq. Mi.	1,055.2	1,131.5	1,171.9	1,193.5	1,379.7
Violent	7,869	8,523	9,538	10,084	10,722
Rate/100,000 Pop.	365.5	374.0	405.8	416.4	430.0
% Change in Rate		+ 2.3	+ 8.5	+ 2.6	+ 3.3
Rate/1,000 Sq. Mi.	75.8	82.1	91.9	97.2	103.3

1. Some of the rates presented here will vary from those published by the FBI because of the difference in population estimates used. Population estimates used in this table are from the Colorado Division of Planning.
2. Rape targets based on Colorado Division of Planning estimates of female population 12 years and older.
3. Commercial robbery and burglary targets based on number of existing non-residential units.
4. Residential burglary targets based on number of existing residential dwelling units.
5. Auto theft targets based on number of registered motor vehicles.

Selected State Index Crime Trends

a. Rape:

The incidence of rape increased yearly from 1971 to 1973 before falling slightly in 1974. Incidence showed an average annual increase of 3.5% from 1971 to 1974. During the same period the population of females grew at a somewhat greater rate so that the effective change in rate/target was an average annual decrease of 0.1%. In 1974, 99% of all reported rapes took place within the state's SMSA's.

b. Assault:

The rate per 100,000 population for assault increased in 1971 and 1972, dropped some in 1973 and increased again in 1974. The average annual increase for the period was 4.9%. In 1974 77.1% of all assaults occurred in the SMSA's, with only 9.1% in rural areas and 13.8% in the state's smaller cities. Rural areas showed a decrease in assaults, with SMSA's showing a moderate increase and the smaller cities. Rural areas showed a decrease in assaults, with SMSA's showing a moderate increase and the smaller cities having the most significant increase (24.7).

c. Street Robbery:

The rate per 100,000 population for street robbery showed a large increase in 1973 following a drop in 1972. In 1974 it showed a moderate increase also. The average annual increase in rate for the period was 1.5%. Street robbery was limited mainly to the state's urban areas as 95% of those incidents reported occurred in the SMSA's.

d. Commerical Burglary:

The commercial burglary rate was computed using a base of the number of commercial establishments in existence each year. The changes for the state were insignificant in 1972 and 1973, but 1974 showed an increase in rate of 15.8%. The average annual increase for the period was 5.6%. Rural areas showed the greatest increase in this category (38.7) and now contribute 7.2% of the state total. The state's smaller cities also showed a significant increase (14.5) making up 8.5% of the state total.

e. Residential Burglary:

After experiencing a large increase (16%) in 1972 the residential burglary rate per 100,000 dwelling units dropped slightly in 1973, only to rise by 9% in 1974. The average annual increase totaled 8.3%.

IV-B4 - GEOGRAPHIC DISTRIBUTION OF CRIME

B-4 GEOGRAPHIC DISTRIBUTION OF CRIME

Although more than 80 percent of Colorado's index crimes are reported in the five SMSA's, the rate of index crime per 100,000 population is also increasing in rural regions. In fact, in some rural regions the risk of becoming a victim of crime, as measured by the rate of index crime, is higher than in urban regions.

Despite a few exceptions, crime incidence generally is highly dependent on population density. Exhibit A shows the relationship between population density and crime incidence. For both property and violent crimes, measures of the coefficients of correlation reveal that in all probability there is a high degree of interrelationship between these variables.

Exhibit B illustrates how crime rates compare to the percent of population living in incorporated areas. The coefficient of correlation for these variables was quite low (.321). This would seem to indicate that there is little if any interrelationship between crime rates and the portions of persons living in incorporated areas for any one region.

A regression analysis of index crime rate trends from 1970 through 1974 in the 13 planning regions shows a pattern of increasing crime rates in 11 regions and decreasing rates in only two regions. Two regions (one with an increasing trend and one with a decreasing trend) showed very little change in crime rate during this five year period.

Exhibit A
 Relationship of Population Density
 to Crime Incidence by Planning Region
 1974

<u>Jurisdiction</u>	<u>Population Density</u>	<u>Part I Total</u>	<u>Crime Incidence</u>	
			<u>Property</u>	<u>Violent</u>
Regions:				
1	7.1	1,576	1,507	69
2	35.1	8,566	7,979	587
3	270.2	102,664	95,130	7,534
4	61.4	17,625	16,608	1,017
5	2.4	342	302	40
6	6.0	1,321	1,249	72
7	16.6	7,867	7,226	641
8	5.1	1,039	968	71
9	6.6	1,786	1,633	153
10	4.9	1,594	1,445	149
11	6.3	3,299	3,168	131
12	4.9	4,247	4,100	147
13	12.4	1,536	1,432	104
State Total	24.0	153,888	14,884	849
SMSA's:				
Colorado Springs	109.3	17,438	16,424	1,014
Denver-Boulder	291.9	101,194	82,251	7,050
Fort Collins	45.5	4,963	4,598	365
Greeley	28.4	3,599	3,381	218
Pueblo	51.3	6,878	6,299	579
Counties:				
Denver	5,290.9	47,744	43,042	4,702
El Paso	135.4	17,288	16,276	1,012
Jefferson	350.4	15,733	14,884	849
Coefficient of Correlation*:		.996	.997	.994

*All correlation coefficients indicate that, in all probability, population density is highly related to crime incidence.

Exhibit B
 Comparison of Percent of Population in
 Incorporated Areas to Crime Rates
 1974

<u>Jurisdiction</u>	<u>% of Population Living In Incorporated Areas</u>	<u>Part I Crime Rate/ 100,000 Persons</u>
Regions:		
1	56.2	2,419
2	70.4	3,688
3	87.2	7,531
4	65.7	5,894
5	54.9	1,677
6	63.1	2,330
7	81.0	5,441
8	52.1	2,473
9	56.9	4,154
10	50.9	3,403
11	54.0	3,668
12	49.7	9,488
13	61.8	3,345
State Total	75.1	6,172
SMSA's:		
Colorado Springs	66.2	5,886
Denver-Boulder	86.9	6,727
Fort Collins	76.0	4,177
Greeley	67.0	3,172
Pueblo	83.4	5,579
Counties:		
Denver	100.0	9,499
El Paso	66.4	5,920
Jefferson	75.8	5,735

Coefficient of Correlation = .321

The following sections will present, in narrative and in graphic form, the particular crime problems of Colorado's 13 planning regions starting at page IV-B4-5, five SMSA's at IV-B4-41, and three counties with over 250,000 population each at IV-B4-55.

Regional Index Crime Trends

a. Region 1:

Region 1, a mainly rural area, has a low crime rate. Its 1974 index is 2,418.74 crimes per 100,000 population, third lowest in the state. With 2.6% of the state population, Region 1 had only 1.1% of property crimes in the state, and 0.6% of violent crimes.

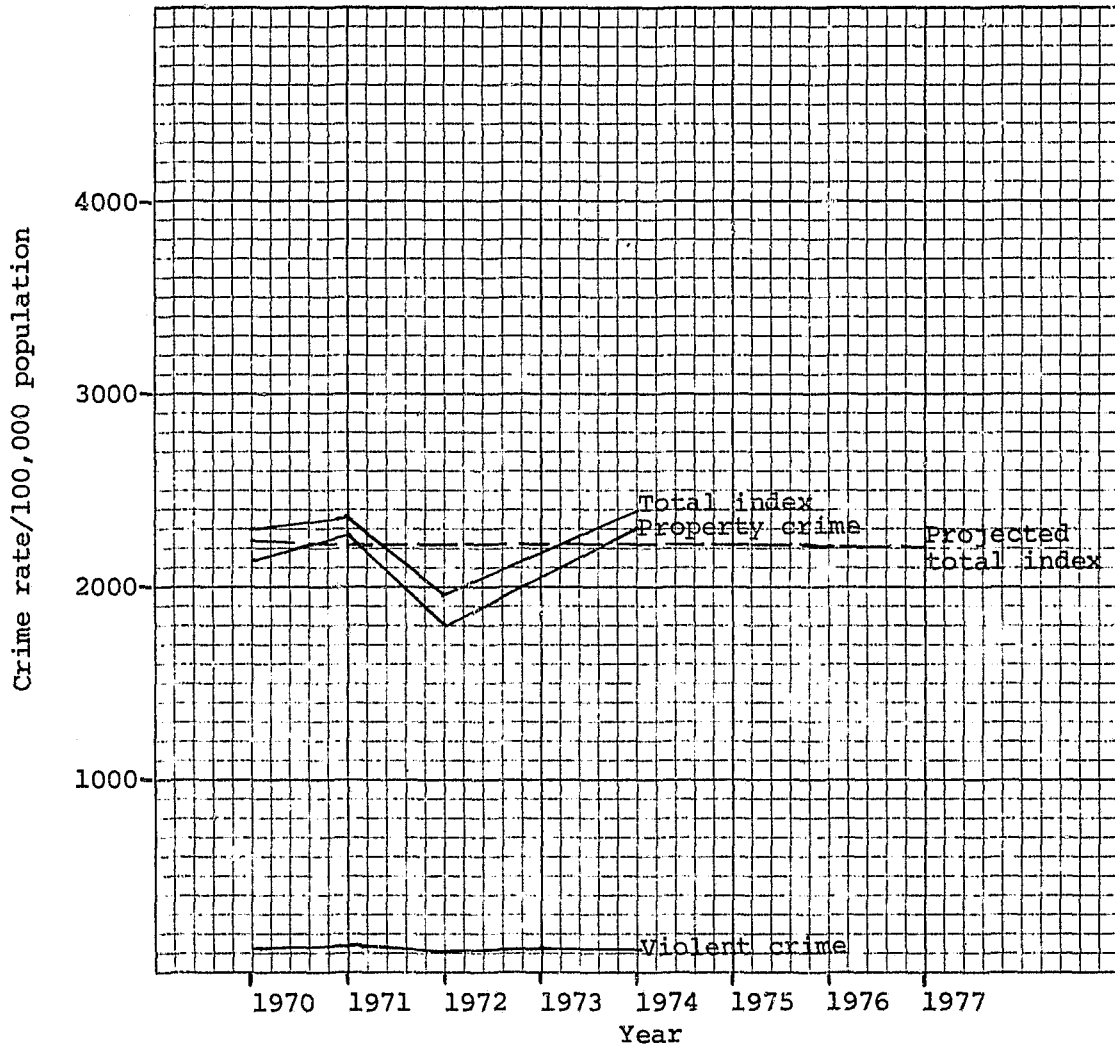
The violent crime rate has been generally declining since 1970, though it increased slightly in 1974. Property crime has gone up over 12% in each of the last two years, after an unusually low figure in 1972. Most of this increase was in the categories of residential burglary, commercial robbery and burglary, and larceny. Region 1's rates, however, are increasingly less rapidly than those for the state as a whole.

b. Region 2:

Region 2 is largely rural but includes the rapidly growing cities of Fort Collins and Greeley. With 9.3% of the state's population, Region 2 has a lower crime rate than the state overall. However, 1974 saw a 23.6% jump in the crime index, following an unusually low rate in 1973. The region now ranks sixth among the 13 regions.

The crime increase since 1973 was marked by a doubling in the rate and number of street robberies. There were 37 in 1974. The assault rate in Region 2 nearly matches the rate for the entire state. In 1974, assault rose over 50%

Exhibit C
 Region 1
 Part 1 Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

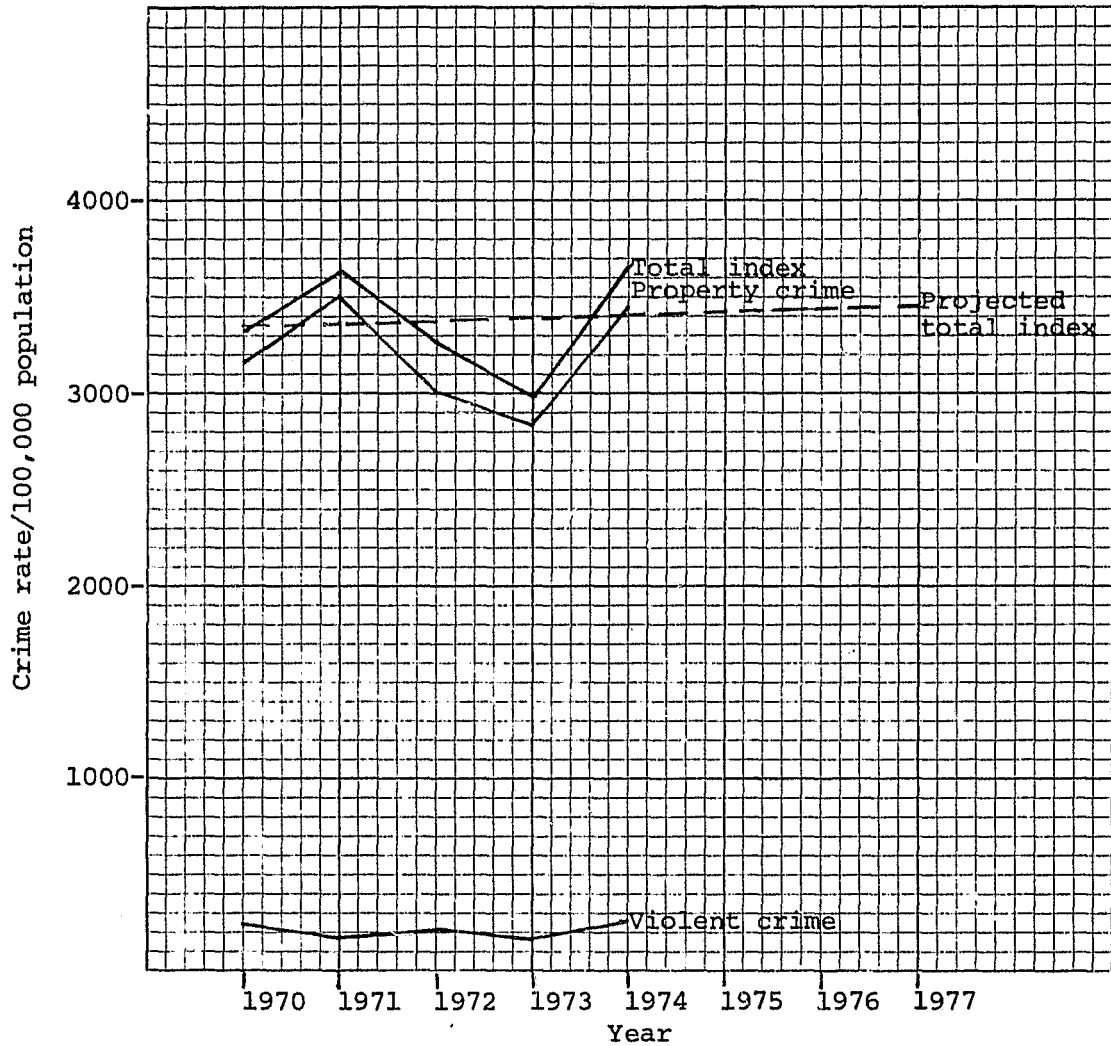
Regression equation: $Y = -4.158X + 2250.5$

Sequential Year (X)	Year	Predicted crime rate (Y)
1	1970	2,246.3
2	1971	2,242.1
3	1972	2,238.0
4	1973	2,233.2
5	1974	2,229.7
6	1975	2,225.5
7	1976	2,221.4
8	1977	2,217.2

Exhibit D
Region 1
Part I, Crime Trends, 1970-1974¹

Category	1970	1971	1972	1973	1974
Population	60,587	61,501	62,145	63,330	65,158
% of State	2.7	2.8	2.7	2.6	2.6
Population Density	6.6	6.7	6.7	6.9	7.1
Total Index	1,404	1,472	1,193	1,361	1,576
% of State	1.2	1.2	.9	1.0	1.0
Rate/100,000 Pop.	2,317.3	2,393.5	1,911.4	2,149.1	2,418.7
% Change in Rate	—	+ 3.3	-20.1	+12.4	+12.6
Rate/1,000 Sq. Mi.	152.1	159.5	129.3	147.5	170.5
Murder	1	1	4	3	1
% of State	.8	.7	2.1	1.6	.7
Rate/100,000 Pop.	1.7	1.6	6.4	4.7	1.5
Rate/1,000 Sq. Mi.	.1	.1	.4	.3	.1
Rape	5	10	8	8	11
% of State	.6	1.1	.9	.9	1.2
Rate/100,000 Pop.	8.3	16.3	12.8	12.6	16.9
Rate/100,000 Targets	20.8	40.6	31.8	31.2	42.1
Rate/1,000 Sq. Mi.	.5	1.1	.9	.9	1.2
Assault	63	53	57	50	48
% of State	1.5	1.2	1.1	1.0	.9
Rate/100,000 Pop.	104.0	86.2	91.3	79.0	73.7
Rate/1,000 Sq. Mi.	6.8	5.7	6.9	5.4	5.2
Street Robbery		5	3	2	4
% of State		.3	.2	.1	.2
Rate/100,000 Pop.		8.1	4.8	3.2	6.1
Rate/1,000 Sq. Mi.		.5	.3	.2	.4
Commercial Robbery and Burglary		144	113	153	168
% of State		1.0	.7	1.0	.9
Rate/100,000 Pop.		235.8	181.1	241.6	257.8
Rate/100,000 Targets		2,783.1	2,693.9	2,277.1	2,479.0
Rate/1,000 Sq. Mi.		15.6	12.2	16.6	18.2
Residential Burglary		194	189	199	232
% of State		1.0	.8	.8	.8
Rate/100,000 Pop.		315.4	302.8	314.2	356.1
Rate/100,000 Targets		850.2	778.1	819.2	905.8
Rate/1,000 Sq. Mi.		21.0	20.5	21.6	25.1
Larceny	958	943	749	894	1,041
% of State	1.5	1.3	1.1	1.3	1.2
Rate/100,000 Pop.	1,581.2	1,533.3	1,200.0	1,411.7	1,597.7
Rate/1,000 Sq. Mi.	103.8	102.2	81.2	96.8	112.8
Auto Theft	65	122	70	52	70
% of State	.5	1.0	.5	.4	.5
Rate/100,000 Pop.	107.3	198.4	112.2	82.1	107.4
Rate/100,000 Targets	124.5	227.0	123.9	87.8	126.3
Rate/1,000 Sq. Mi.	7.0	13.2	7.6	5.6	7.6
Property	1,329	1,398	1,119	1,295	1,507
% of State	1.2	1.2	.9	1.1	1.1
Rate/100,000 Pop.	2,193.5	2,273.1	1,792.8	2,044.8	2,312.8
% Change in Rate	—	+ 3.6	-21.1	+14.1	+13.1
Rate/1,000 Sq. Mi.	144.0	151.5	121.3	140.3	163.3
Violent	75	74	74	66	69
% of State	1.0	.9	.7	.7	.6
Rate/1,000 Pop.	123.8	120.3	118.6	104.3	105.9
% Change in Rate	—	- 2.8	- 1.4	-12.1	+ 1.5
Rate/1,000 Sq. Mi.	8.1	8.0	8.0	7.2	7.5

Exhibit E
 Region 2
 Part 1 Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

Regression equation: $Y = 9.0X + 3353.0$

<u>Sequential Year (X)</u>	<u>Year</u>	<u>Predicted crime rate (Y)</u>
1	1970	3,362.0
2	1971	3,371.0
3	1972	3,380.0
4	1973	3,389.0
5	1974	3,398.0
6	1975	3,407.0
7	1976	3,416.0
8	1977	3,425.0

Exhibit F
Region 2
Part I, Crime Trends, 1970-1974¹

Category	1970	1971	1972	1973	1974
Population	179,197	192,469	205,741	219,012	232,284
% of State	8.1	8.7	8.8	9.0	9.3
Population Density	27.1	29.1	31.1	33.1	35.1
Total Index	5,935	7,014	6,735	6,533	8,566
% of State	5.1	5.6	5.1	4.9	5.6
Rate/100,000 Pop.	3,312.0	3,644.2	3,273.5	2,982.9	3,687.7
% Change in Rate	—	+10.0	-10.2	- 8.9	+23.6
Rate/1,000 Sq. Mi.	897.5	1,060.7	1,018.4	987.9	1,295.3
Murder	4	3	7	3	6
% of State	3.0	2.2	3.6	1.6	4.1
Rate/100,000 Pop.	2.2	1.6	3.4	1.4	2.6
Rate/1,000 Sq. Mi.	.6	.5	1.1	.5	.9
Rape	29	31	41	34	40
% of State	3.6	3.9	4.6	3.6	4.4
Rate/100,000 Pop.	16.2	16.1	19.9	15.5	17.2
Rate/100,000 Targets	39.9	40.0	49.7	38.9	43.7
Rate/1,000 Sq. Mi.	4.4	4.7	6.2	5.1	6.0
Assault	296	214	434	282	453
% of State	7.2	4.8	8.5	5.7	8.2
Rate/1,000 Pop.	165.2	111.2	210.9	128.8	195.0
Rate/1,000 Sq. Mi.	44.8	32.8	65.6	42.6	68.5
Street Robbery		16	18	17	37
% of State		1.0	1.2	1.0	2.0
Rate/100,000 Pop.		8.3	8.8	7.8	15.9
Rate/1,000 Sq. Mi.		2.4	2.7	2.6	5.6
Commercial Robbery and Burglary		530	460	529	835
% of State		3.5	3.0	3.3	4.3
Rate/100,000 Pop.		275.3	223.6	241.5	359.5
Rate/100,000 Targets		6,654.1	5,612.5	6,231.6	9,526.5
Rate/1,000 Sq. Mi.		80.1	69.6	80.0	126.3
Residential Burglary		721	755	878	1,301
% of State		3.7	3.2	3.6	4.6
Rate/100,000 Pop.		374.6	367.0	400.9	560.1
Rate/100,000 Targets		1,027.5	967.2	997.9	1,336.6
Rate/1,000 Sq. Mi.		109.0	114.2	132.8	196.7
Larceny	4,408	5,180	4,718	4,403	5,378
% of State	6.7	7.8	6.7	6.2	6.4
Rate/100,000 Pop.	2,459.9	2,991.3	2,293.2	2,010.4	2,315.3
Rate/1,000 Sq. Mi.	666.6	783.3	713.4	665.8	813.2
Auto Theft	298	316	298	382	502
% of State	2.3	2.4	2.2	2.7	3.7
Rate/100,000 Pop.	166.3	164.2	144.8	174.4	216.1
Rate/100,000 Targets	235.7	230.2	197.3	231.8	292.5
Rate/1,000 Sq. Mi.	45.1	47.8	45.1	57.8	75.9
Property	5,570	6,735	6,212	6,174	7,979
% of State	5.1	5.7	5.1	5.0	5.6
% Change in Rate	—	+12.6	-13.7	- 6.6	+21.9
Rate/1,000 Sq. Mi.	842.2	1,018.4	939.4	933.6	1,206.6
Violent	365	279	523	359	587
% of State	4.6	3.3	5.5	3.6	5.5
Rate/100,000 Pop.	203.7	145.0	254.2	163.9	252.7
% Change in Rate	—	-28.8	+75.3	-35.5	+54.2
Rate/1,000 Sq. Mi.	55.2	42.2	79.1	54.3	88.8

the number of rapes rose to 40, and the number of murders to six. The rate of violent crime increased 54.2% overall.

Property crimes increased less sharply, showing a 21.4% jump. Commercial and residential burglaries accounted for most of this increase, as both rose dramatically after several fairly stable years.

c. Region 3:

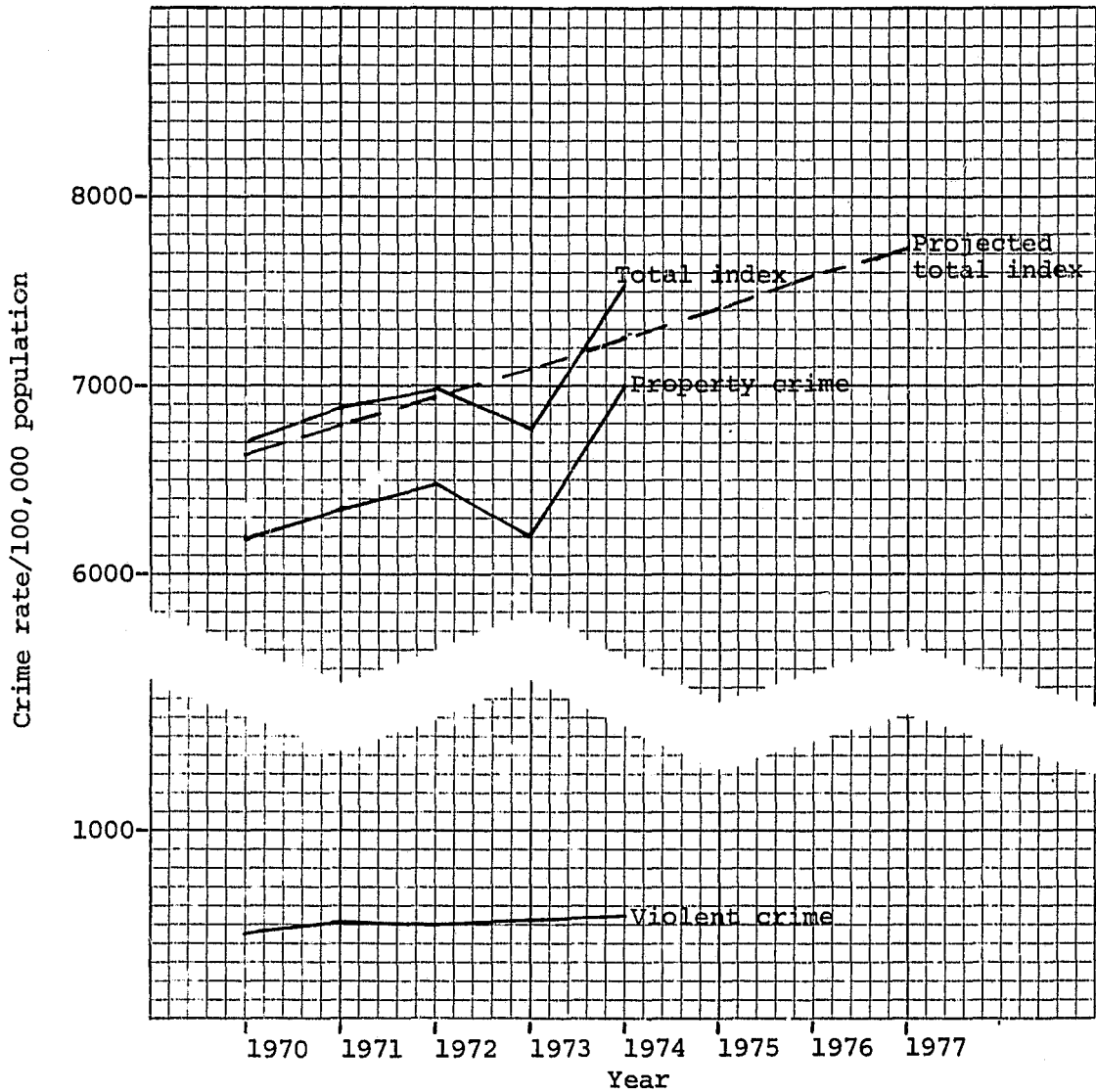
Region 3 has over 1,360,000 residents. This is 54.7% of the state population, and the region has 66.7% of Colorado's crime. The crime trends in Region 3 are nearly the same as those in the Denver-Boulder SMSA, as the two are identical except for 5,593 people who live in the region but not the SMSA.

The index crime rate in Region 3 went up 11.9% in 1974 (slightly more than in the SMSA) after several fairly stable years. Since 1970, the crime rate has increased a total of 12.9%, for an average rise of 3.2% per year.

During 1974, the largest increases came in larceny, which rose 19.6%, and residential burglary and commercial robbery and burglary. These increases 10.9% and 9.5% respectively.

Property crimes overall rose 12.6% for the year, and violent crimes rose 4.1%. There were fewer murders and rapes than in any year since 1970. The auto theft rate declined 10.9% for the year and has dropped 41% since 1970.

Exhibit G
 Region 3
 Part 1 Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

Regression equation: $Y = 158.7X + 6477.1$

Sequential Year (X)	Year	Predicted crime rate (Y)
1	1970	6,635.8
2	1971	6,794.4
3	1972	6,953.1
4	1973	7,117.8
5	1974	7,270.4
6	1975	7,429.1
7	1976	7,587.7
8	1977	7,746.4

Exhibit H
Region 3
Part 1, Crime Trends, 1970-1974

Category	1970	1971	1972	1973	1974
Population	1,242,027	1,272,345	1,302,664	1,332,982	1,363,301
% of State	56.2	55.8	55.4	55.0	54.7
Population Density	246.2	252.1	258.2	264.2	270.2
Total Index	82,853	87,330	90,790	89,722	102,664
% of State	70.6	69.3	69.2	67.0	66.7
Rate/100,000 Pop.	6,670.8	6,863.7	6,969.6	6,730.9	7,530.5
% Change in Rate		+2.9	+1.5	-3.4	+11.9
Rate/1,000 Sq. Mi.	16,422.8	17,310.2	17,996.0	17,784.3	20,349.7
Murder	102	115	129	137	103
% of State	76.1	78.2	66.5	71.0	69.6
Rate/100,000 Pop.	8.2	9.0	9.9	10.3	7.6
Rate/1,000 Sq. Mi.	20.2	22.8	25.6	27.2	20.4
Rape	613	649	621	664	618
% of State	77.1	74.1	68.9	70.5	68.1
Rate/100,000 Pop.	49.4	51.0	47.7	49.8	45.3
Rate/100,000 Targets	123.6	126.7	117.6	122.1	110.4
Rate/1,000 Sq. Mi.	121.5	128.6	123.1	131.6	122.5
Assault	2,777	3,088	3,093	3,122	3,556
% of State	67.9	69.8	60.5	62.7	64.3
Rate/100,000 Pop.	223.6	242.7	237.4	234.2	260.8
Rate/1,000 Sq. Mi.	550.5	612.1	613.1	618.8	704.9
Street Robbery		1,393	1,187	1,372	1,432
% of State		87.6	79.9	79.4	78.7
Rate/100,000 Pop.		109.5	91.1	102.9	105.0
Rate/1,000 Sq. Mi.		276.1	235.3	272.0	283.9
Commercial Robbery and Burglary		10,235	11,326	11,415	13,367
% of State		68.2	74.3	70.8	68.0
Rate/100,000 Pop.		804.4	869.4	856.4	963.9
Rate/100,000 Targets		47,802.5	50,612.2	48,422.0	53,007.1
Rate/1,000 Sq. Mi.		2,028.7	2,245.0	2,262.6	2,604.8
Residential Burglary		15,423	17,315	17,177	20,063
% of State		80.0	73.7	69.8	70.3
Rate/100,000 Pop.		1,212.2	1,329.2	1,288.6	1,471.6
Rate/100,000 Targets		3,568.6	3,832.4	3,596.7	3,989.2
Rate/1,000 Sq. Mi.		3,057.1	3,432.1	3,404.8	3,976.8
Larceny	42,938	45,812	45,524	44,653	53,412
% of State	65.0	64.1	64.6	63.0	63.8
Rate/100,000 Pop.	3,457.1	3,600.6	3,494.7	3,349.9	3,917.8
Rate/1,000 Sq. Mi.	8,511.0	9,080.7	9,023.6	8,850.9	10,587.1
Auto Theft	10,817	10,528	11,321	10,813	9,973
% of State	83.3	81.6	81.5	77.5	74.2
Rate/100,000 Pop.	870.9	827.4	869.1	811.2	731.5
Rate/100,000 Targets	1,384.3	1,240.8	1,231.9	1,089.2	982.0
Rate/1,000 Sq. Mi.	2,144.1	2,086.8	2,244.0	2,143.3	1,976.8
Property	76,993	80,783	84,285	82,645	95,130
% of State	70.3	68.8	69.3	66.7	66.4
Rate/100,000 Pop.	6,199.0	6,349.1	6,470.2	6,200.0	6,977.9
% Change in Rate		+ 2.4	+ 1.9	- 4.2	+12.5
Rate/1,000 Sq. Mi.	15,261.2	16,012.5	16,706.6	16,381.6	18,856.3
Violent	5,860	6,547	6,505	7,077	7,534
% of State	74.5	76.8	68.2	70.2	70.3
Rate/100,000 Pop.	471.8	514.6	499.4	530.9	552.6
% Change in Rate		+ 9.1	- 3.0	+ 6.3	+4.1
Rate/1,000 Sq. Mi.	1,161.5	1,297.7	1,289.4	1,402.8	1,493.4

d. Region 4:

Region 4's index crime rate showed an increase of 10.2% in 1974. This was somewhat lower than 1973's increase of 13.2% but was still considerably above the average increase of 6.9% for the 1970-1974 period. The region's 17,625 index crimes represented 11.5% of the state total. Its population made up 12% of the state.

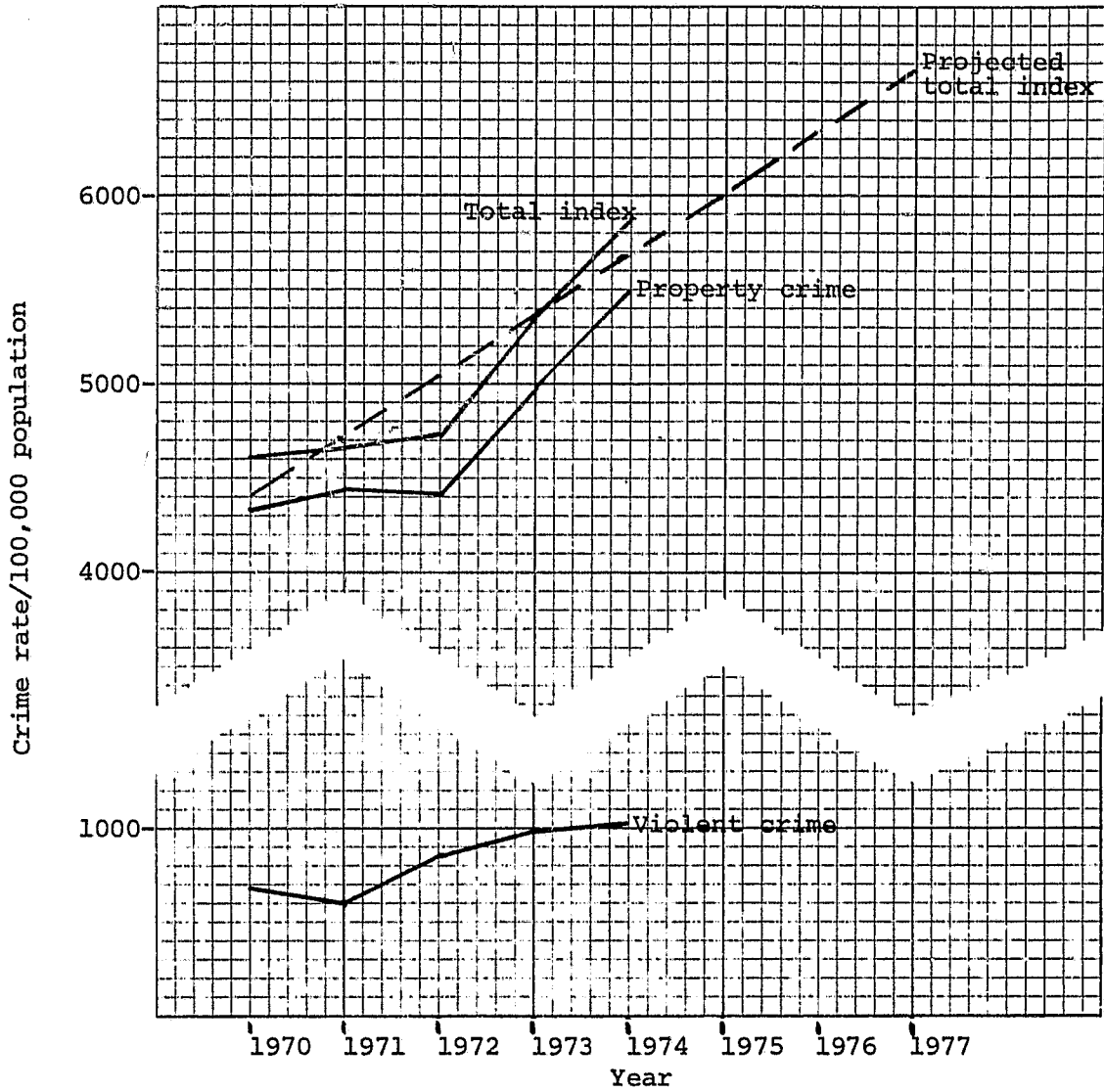
Violent crimes decreased by 3.2% in 1974, the first decrease since 1971. The murder rate dropped by 14%, the second straight year a decrease was noted. Rape showed an increase (22%) but is still below the level occurring in 1972. Assault continued its upward trend, increasing by six percent. Robbery was down by 13%, but still remains at 12.4% of the state total. This is more than its population share.

Property crimes, unlike violent, increased once again in 1974 by 11%. Residential burglary in the region increased by nine percent, about the same change as the state showed. Larceny was also up (13%) again matching the change in state total. Auto theft increased by 13% and jumped from 8.9% of the state total to 10.5%. It has shown an increase every year for the past five years.

e. Region 5:

Region 5, a rural area, has the lowest crime index among the state's 13 regions. Its crime rate has been generally rising, but nearly leveled off in 1974. Violent crimes decreased in 1974, rapes dropping from 6 to 2, and assaults from 33 to 29.

Exhibit I
 Region 4
 Part 1 Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

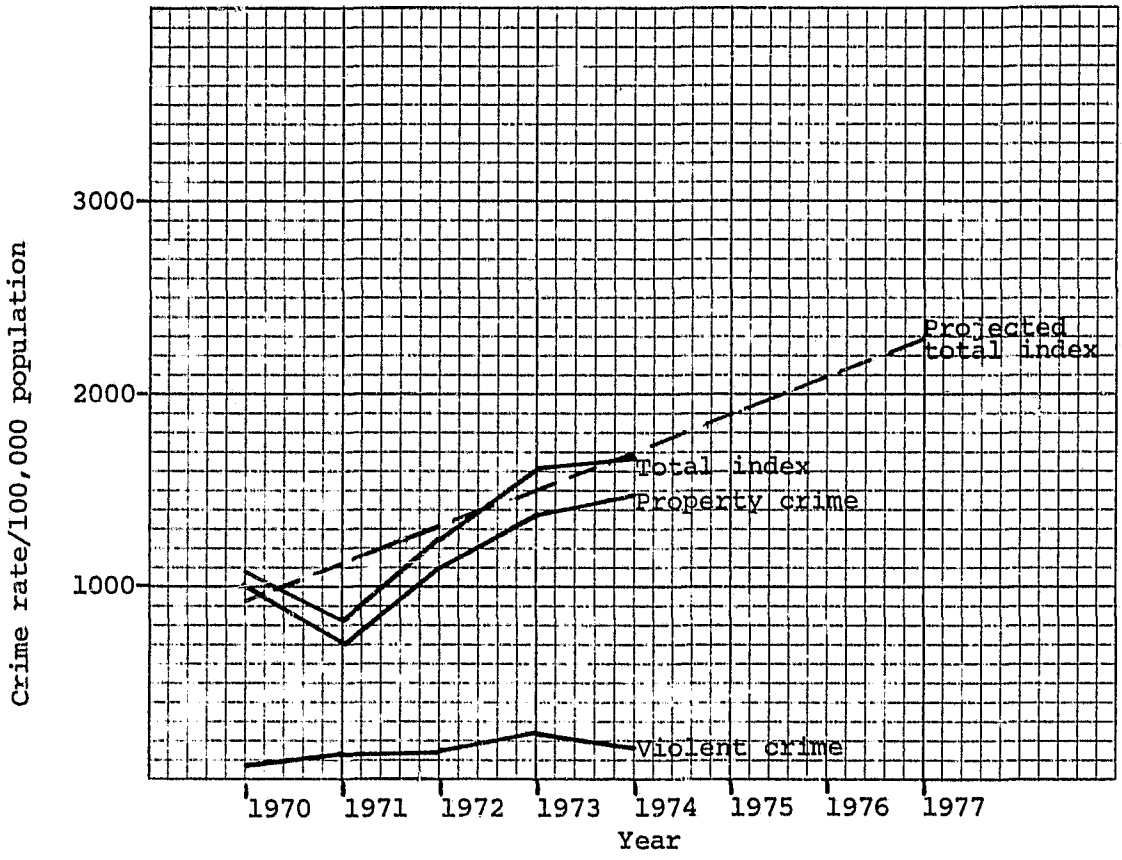
Regression equation: $Y = 319.1X + 4099.4$

Sequential Year (X)	Year	Predicted crime rate (Y)
1	1970	4,418.5
2	1971	4,736.6
3	1972	5,056.6
4	1973	5,375.7
5	1974	5,694.8
6	1975	6,013.9
7	1976	6,333.0
8	1977	6,652.0

Exhibit J
Region 4
Part 1, Crime Trends, 1970-1974

Category	1970	1971	1972	1973	1974
Population	241,473	255,863	270,254	284,644	299,035
% of State	10.9	11.2	11.5	11.8	12.0
Population Density	49.6	52.5	55.5	58.4	61.4
Total Index	11,165	12,016	12,763	15,219	17,625
% of State	9.5	9.5	9.7	11.4	11.5
Rate/100,000 Pop.	4,623.7	4,696.3	4,722.6	5,346.7	5,893.9
% Change in Rate	—	+1.6	+ .6	+13.2	+10.2
Rate/1,000 Sq. Mi.	2,291.7	2,466.3	2,619.7	3,123.8	3,617.6
Murder	11	11	20	18	16
% of State	8.2	7.5	10.3	9.3	10.8
Rate/100,000 Pop.	4.6	4.3	7.4	6.3	5.4
Rate/1,000 Sq. Mi.	2.3	2.3	4.1	3.7	3.3
Rape	64	110	139	111	142
% of State	8.1	12.6	15.4	11.8	15.6
Rate/100,000 Pop.	26.5	42.9	51.4	38.9	47.5
Rate/100,000 Targets	73.3	119.2	143.0	108.6	132.6
Rate/1,000 Sq. Mi.	13.1	22.6	28.5	22.8	29.1
Assault	290	277	305	309	345
% of State	7.1	6.3	6.0	6.2	6.2
Rate/100,000 Pop.	120.9	108.3	112.8	108.6	115.4
Rate/1,000 Sq. Mi.	59.5	56.9	62.6	63.4	70.8
Street Robbery		111	180	244	226
% of State		7.0	12.1	14.1	12.4
Rate/100,000 Pop.		43.4	66.6	85.7	75.6
Rate/1,000 Sq. Mi.		22.8	36.9	50.1	46.4
Commercial Robbery and Burglary		1,351	1,517	2,051	2,366
% of State		9.0	10.0	12.7	12.2
Rate/100,000 Pop.		528.0	561.3	720.5	791.2
Rate/100,000 Targets		38,479.1	39,577.4	48,763.7	52,777.2
Rate/1,000 Sq. Mi.		277.3	311.4	420.9	485.6
Residential Burglary		1,768	2,283	3,089	3,486
% of State		9.2	9.7	12.5	12.2
Rate/100,000 Pop.		690.9	844.8	1,085.2	1,165.7
Rate/100,000 Targets		2,112.1	2,727.3	3,538.6	3,870.8
Rate/1,000 Sq. Mi.		362.9	468.6	634.0	715.5
Larceny	6,792	7,466	7,264	8,086	9,576
% of State	10.3	10.5	10.3	11.4	11.4
Rate/100,000 Pop.	2,812.7	2,918.0	2,687.8	2,840.7	3,202.3
Rate/1,000 Sq. Mi.	1,394.1	1,532.4	1,491.0	1,659.7	1,965.5
Auto Theft	800	898	1,013	1,245	1,410
% of State	6.2	7.0	7.3	8.9	10.5
Rate/100,000 Pop.	331.3	350.9	374.8	437.4	471.5
Rate/100,000 Targets	570.8	581.0	589.0	647.8	706.3
Rate/1,000 Sq. Mi.	164.2	184.3	207.9	255.5	289.4
Property	10,465	11,401	11,895	14,219	16,608
% of State	9.6	9.7	9.8	11.5	11.6
Rate/100,000 Pop.	4,333.8	4,455.9	4,401.4	4,995.4	5,553.9
% Change in Rate	—	+ 2.8	- 1.2	+13.5	+11.2
Rate/1,000 Sq. Mi.	2,147.9	2,340.1	2,441.5	2,918.5	3,408.9
Violent	700	615	868	1,000	1,017
% of State	8.9	7.2	9.1	10.0	9.5
Rate/100,000 Pop.	289.9	240.4	321.2	351.3	340.1
% Change in Rate	—	-17.1	+33.6	+ 9.4	- 3.2
Rate/1,000 Sq. Mi.	143.7	126.2	178.2	205.2	208.7

Exhibit K
 Region 5
 Part 1 Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

Regression equation: $Y = 193.3X + 713.2$

<u>Sequential Year (X)</u>	<u>Year</u>	<u>Predicted crime rate (Y)</u>
1	1970	906.5
2	1971	1,099.8
3	1972	1,293.1
4	1973	1,486.4
5	1974	1,697.7
6	1975	1,873.0
7	1976	2,066.3
8	1977	2,259.6

Exhibit D
Region 5
Part 1, Crime Trends, 1970-1974

Category	1970	1971	1972	1973	1974
Population	18,665	19,097	19,529	19,961	20,393
% of State	.8	.8	.8	.8	.8
Population Density	2.2	2.3	2.3	2.4	2.4
Total Index	205	159	244	321	342
% of State	.2	.1	.2	.2	.2
Rate/100,000 Pop.	1,098.3	832.6	1,249.4	1,608.1	1,677.0
% Change in Rate	—	-24.2	+50.1	+28.7	+4.3
Rate/1,000 Sq. Mi.	24.4	18.9	29.0	38.2	40.7
Murder	0	1	1	0	1
% of State	—	.7	.5	—	.1
Rate/100,000	—	5.2	5.1	—	4.9
Rate/1,000 Sq. Mi.	—	.1	.1	—	.1
Rape	1	2	2	6	2
% of State	.1	.2	.2	.6	.2
Rate/100,000 Pop.	5.4	10.5	10.2	30.1	9.8
Rate/100,000 Targets	13.8	26.7	26.0	76.6	-24.5
Rate/1,000 Sq. Mi.	.1	.2	.2	.7	.2
Assault	15	17	23	33	29
% of State	.4	.4	.5	.7	.5
Rate/100,000 Pop.	80.4	89.0	117.8	165.3	142.2
Rate/1,000 Sq. Mi.	1.8	2.0	2.7	3.9	3.5
Street Robbery		1	1	2	4
% of State		.1	.1	.1	.2
Rate/100,000 Pop.		5.2	5.1	10.0	19.6
Rate/1,000 Sq. Mi.		.1	.1	.2	.5
Commercial Robbery and Burglary		20	27	37	45
% of State		.1	.2	.2	.2
Rate/100,000 Pop.		104.7	138.3	185.4	220.7
Rate/100,000 Targets		702.0	932.3	1,240.4	1,458.7
Rate/1,000 Sq. Mi.		2.4	3.2	4.4	5.4
Residential Burglary		30	45	60	68
% of State		.2	.2	.2	.2
Rate/100,000 Pop.		157.1	230.4	300.6	333.4
Rate/100,000 Targets		399.5	556.3	642.3	663.9
Rate/1,000 Sq. Mi.		3.6	5.4	7.1	8.1
Larceny	107	75	122	147	172
% of State	.2	.1	.2	.2	.2
Rate/100,000 Pop.	573.3	392.7	624.7	736.4	843.4
Rate/1,000 Sq. Mi.	12.8	8.9	14.5	17.5	20.5
Auto Theft	16	13	22	35	21
% of State	.1	.1	.2	.3	.2
Rate/100,000 Pop.	85.7	68.1	112.7	175.3	103.0
Rate/100,000 Targets	91.7	73.4	117.7	176.0	100.3
Rate/1,000 Sq. Mi.	1.9	1.5	2.6	4.2	2.5
Property	188	137	215	277	302
% of State	.2	.1	.2	.2	.2
Rate/100,000 Pop.	1,007.2	717.4	1,100.9	1,387.7	1,480.9
% Change in Rate	—	-28.8	+53.5	+26.1	+ 6.7
Rate/1,000 Sq. Mi.	22.4	16.3	25.6	33.0	35.6
Violent	17	22	29	44	40
% of State	.2	.3	.3	.4	.4
Rate/100,000 Pop.	91.1	115.2	148.5	220.4	196.1
% Change in Rate	—	+26.5	+28.9	+48.4	-11.0
Rate/1,000 Sq. Mi.	2.0	2.6	3.5	5.2	4.8

Property crimes have been increasing fairly steadily, though the regional rate is still well below that of the state overall. The rates of commercial robbery and burglary, residential burglary, and larceny have all doubled since 1971.

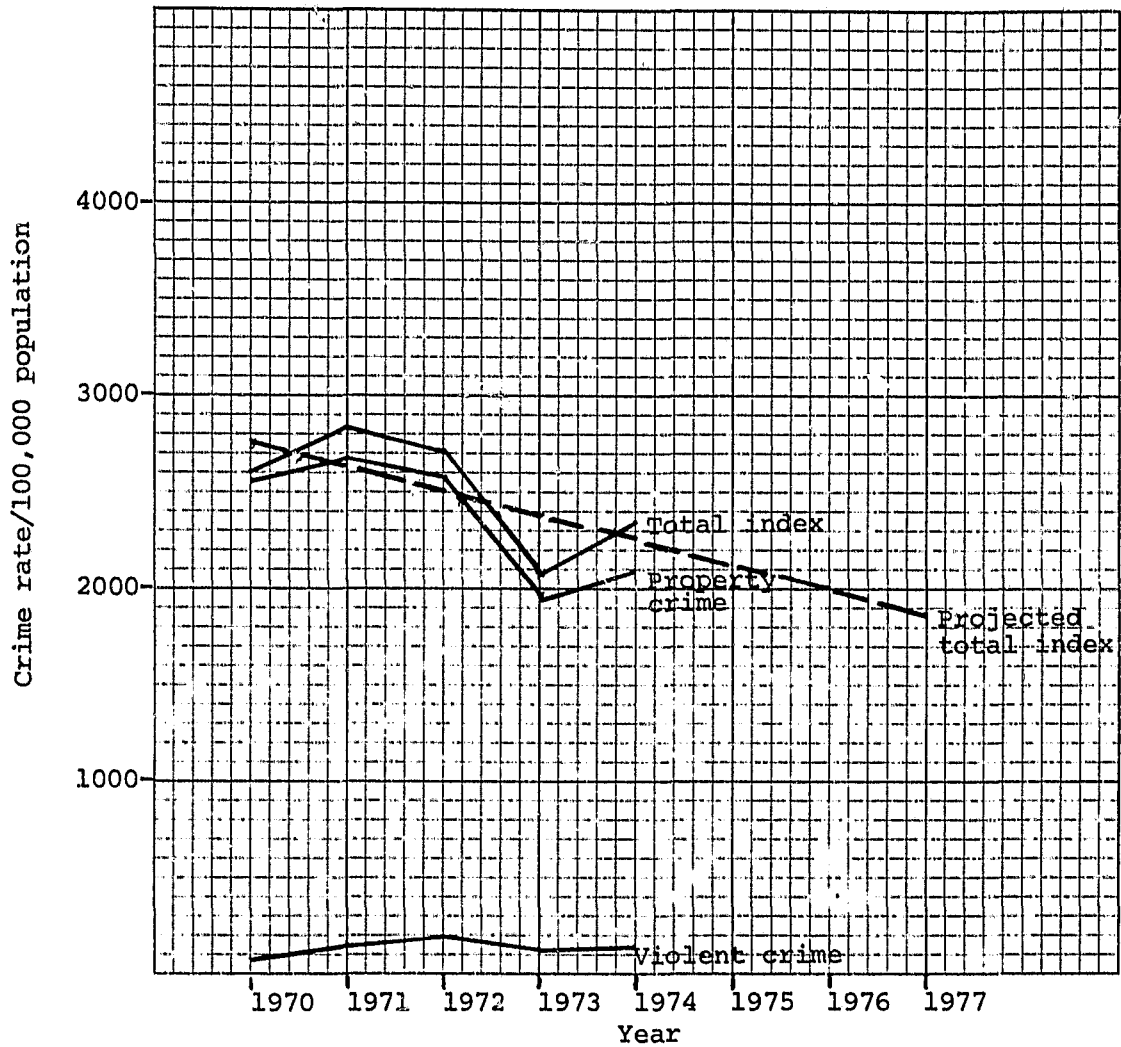
f. Region 6:

Region 6 ranks seventh in population of the state's 13 planning regions. In view of this, it is remarkable that only one region has a lower crime index. Moreover, the region had a downward trend in crime rates over the period from 1970 to 1974. This trend was reversed to a degree in 1974 as the total index crime rate grew by 12% to 2,330 per 100,000 population, still far below the state average.

Violent crimes made up 5.5% of the total in Region 6. The 72 violent crimes reported in 1974 reflected a decrease of 5.1% over 1973. There were four murders, two rapes, 59 assaults and seven robberies. All types of violent crimes with the exception of murder were below the state average, murder being 16% above the state rate. Of the violent crimes, rape showed the greatest improvement declining by 77% over the 1973 figure.

Property crimes increased in Region 6 by 13%; however, the index of 2,203.1 crimes/100,000 population was still lower in 1974 than in the years prior to 1973. The property crime rate for the region is about one-third of the state average. Commercial robbery and burglary was the only property-type

Exhibit M
 Region 6
 Part 1 Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

Regression equation: $Y = -129.7X + 2902.4$

<u>Sequential Year (X)</u>	<u>Year</u>	<u>Predicted crime rate (Y)</u>
1	1970	2,772
2	1971	2,643.1
3	1972	2,513.4
4	1973	2,383.8
5	1974	2,254.1
6	1975	2,124.5
7	1976	1,994.8
8	1977	1,865.1

Exhibit N
Region 6
Part 1, Crime Trends, 1970-1974

Category	1970	1971	1972	1973	1974
Population	54,063	54,721	55,378.	56,036	56,693
% of State	2.4	2.4	2.4	2.3	2.3
Population Density	5.7	5.7	5.8	5.9	6.0
Total Index	1,409	1,546	1,509	1,166	1,321
% of State	1.2	1.2	1.2	.9	.9
Rate/100,000 Pop.	2,606.2	2,825.2	2,724.9	2,080.8	2,330.1
% Change in Rate	—	+8.4	-3.6	-23.6	+12.0
Rate/1,000 Sq. Mi.	147.9	162.3	158.4	122.4	138.7
Murder	0	2	1	4	4
% of State	—	1.4	.5	2.1	2.7
Rate/100,000	—	3.6	1.8	7.1	7.1
Rate/1,000 Sq. Mi.	—	.2	.1	.4	.4
Rape	1	2	7	9	2
% of State	.1	.2	.8	1.0	.2
Rate/100,000 Pop.	1.8	3.6	12.6	16.1	3.5
Rate/100,000 Targets	4.7	9.2	31.8	40.1	8.8
Rate/1,000 Sq. Mi.	.1	.2	.7	.9	.2
Assault	36	68	86	52	59
% of State	.9	1.5	1.7	1.0	1.1
Rate/100,000 Pop.	66.6	124.3	155.3	92.8	104.1
Rate/1,000 Sq. Mi.	3.8	7.1	9.0	5.5	6.2
Street Robbery		5	4	4	3
% of State		.3	.3	.2	.2
Rate/100,000 Pop.		9.1	7.2	7.1	5.3
Rate/1,000 Sq. Mi.		.5	.4	.4	.3
Commercial Robbery and Burglary		186	148	124	166
% of State		1.2	1.0	.8	.9
Rate/100,000 Pop.		339.9	267.2	221.3	292.8
Rate/100,000 Targets		3,055.2	2,421.9	2,018.6	2,683.9
Rate/1,000 Sq. Mi.		19.5	15.5	13.0	17.4
Residential Burglary		253	245	227	266
% of State		1.3	1.0	.9	.9
Rate/100,000 Pop.		462.3	442.4	405.1	469.2
Rate/100,000 Targets		1,295.4	1,232.8	1,121.9	1,277.4
Rate/1,000 Sq. Mi.		26.6	25.7	23.8	27.9
Larceny	860	963	919	706	755
% of State	1.3	1.3	1.3	1.0	.9
Rate/100,000 Pop.	1,590.7	1,759.8	1,659.5	1,259.9	1,331.7
Rate/1,000 Sq. Mi.	90.3	101.1	96.5	74.1	79.3
Auto Theft	94	66	98	58	65
% of State	.7	.5	.7	.4	.5
Rate/100,000 Pop.	173.9	120.6	176.9	103.5	114.6
Rate/100,000 Targets	244.8	166.7	214.3	133.9	144.9
Rate/1,000 Sq. Mi.	9.9	6.9	10.3	6.1	6.8
Property	1,371	1,464	1,406	1,091	1,249
% of State	1.3	1.3	1.2	.9	.9
Rate/100,000 Pop.	2,535.9	2,675.4	2,538.9	1,946.9	2,203.1
% Change in Rate	—	+ 5.5	- 5.1	-23.3	+13.0
Rate/1,000 Sq. Mi.	143.9	153.7	147.6	114.5	131.1
Violent	38	82	103	75	72
% of State	.5	1.0	1.1	.7	.7
Rate/100,000 Pop.	70.3	149.8	185.9	133.8	127.0
% Change in Rate	—	+113.1	+24.1	-28.0	- 5.1
Rate/1,000 Sq. Mi.	4.0	8.6	10.8	7.9	7.6

crime to show a significant increase. It increased by 33% over the 1973 figure in rate per 100,000 population.

g. Region 7:

In 1974, there were 7,867 index crimes reported in Region 7, or 5.1% of the state total. This represents 5,440.6 crimes per 100,000 population, or an increase of 4.8 percent over 1973. In relative terms, crimes in the region increased by a rate well below that of the state.

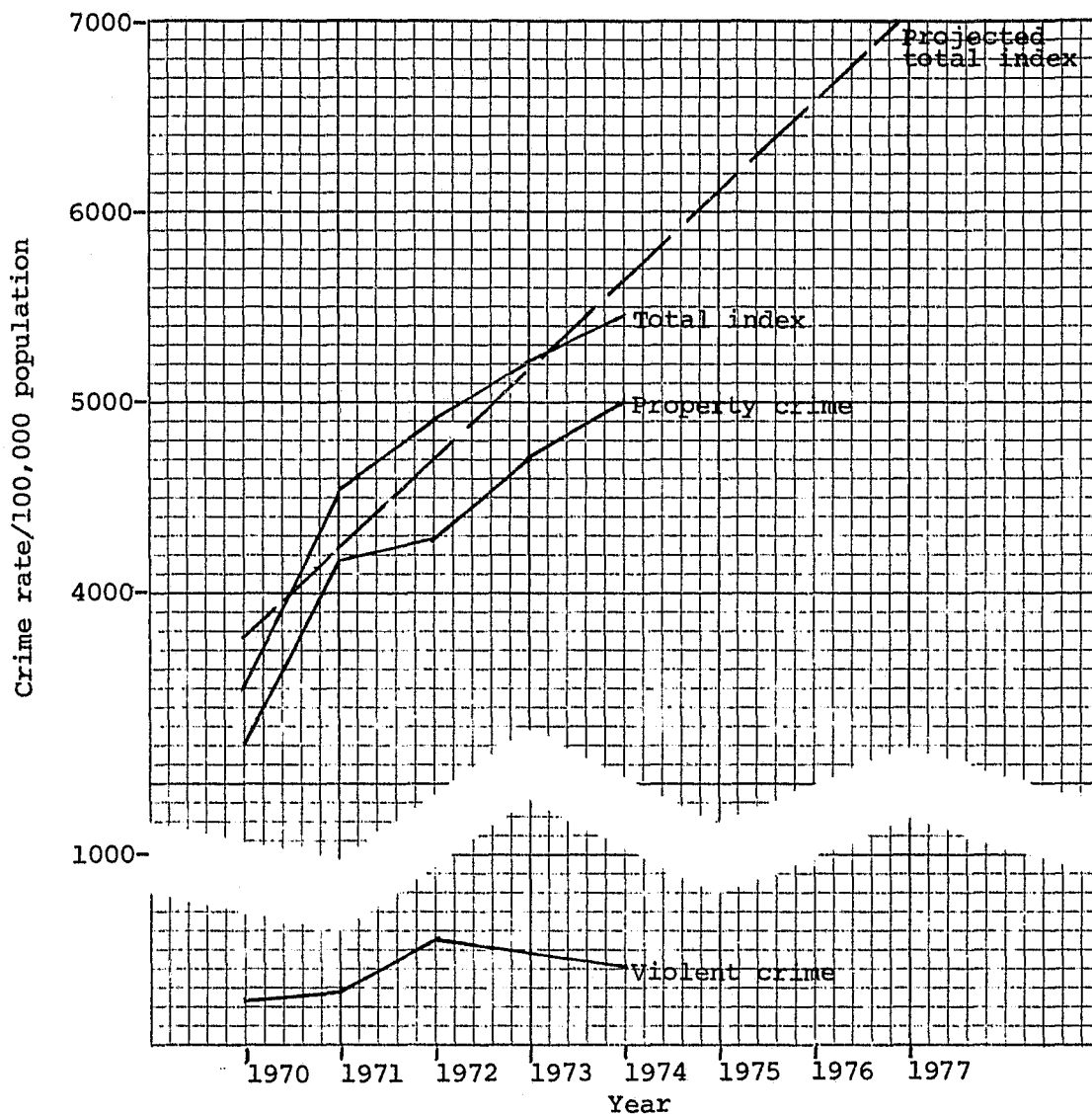
Violent crimes represented 8.1% of the region's total index, decreasing by 12.7% from 1973. There were eight murders, 43 rapes, 427 assaults and 163 robberies. With the exception of assaults, all rates were below the state rate /100,000 population. The murder rate showed the greatest improvement, decreasing by 42.9% in 1974 when compared with 1973. Rape was down 23.2%, assaults down 18.8%, and robbery up 18.1%.

Property crimes continued to rise for the fourth straight year, although the increase in 1974 (6.7%) was well below the average for the 1970-1974 period (15.6%). Residential and commercial burglaries both increased in rates as did larceny. Of the property crimes, only auto theft decreased in 1974. All remained below the state average.

h. Region 8:

Region 8 ranks twelfth in Colorado in population and tenth in its index crimes. Its total index crime rate of 2,473/100,000 population is well below the state average;

Exhibit O
 Region 7
 Part 1 Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

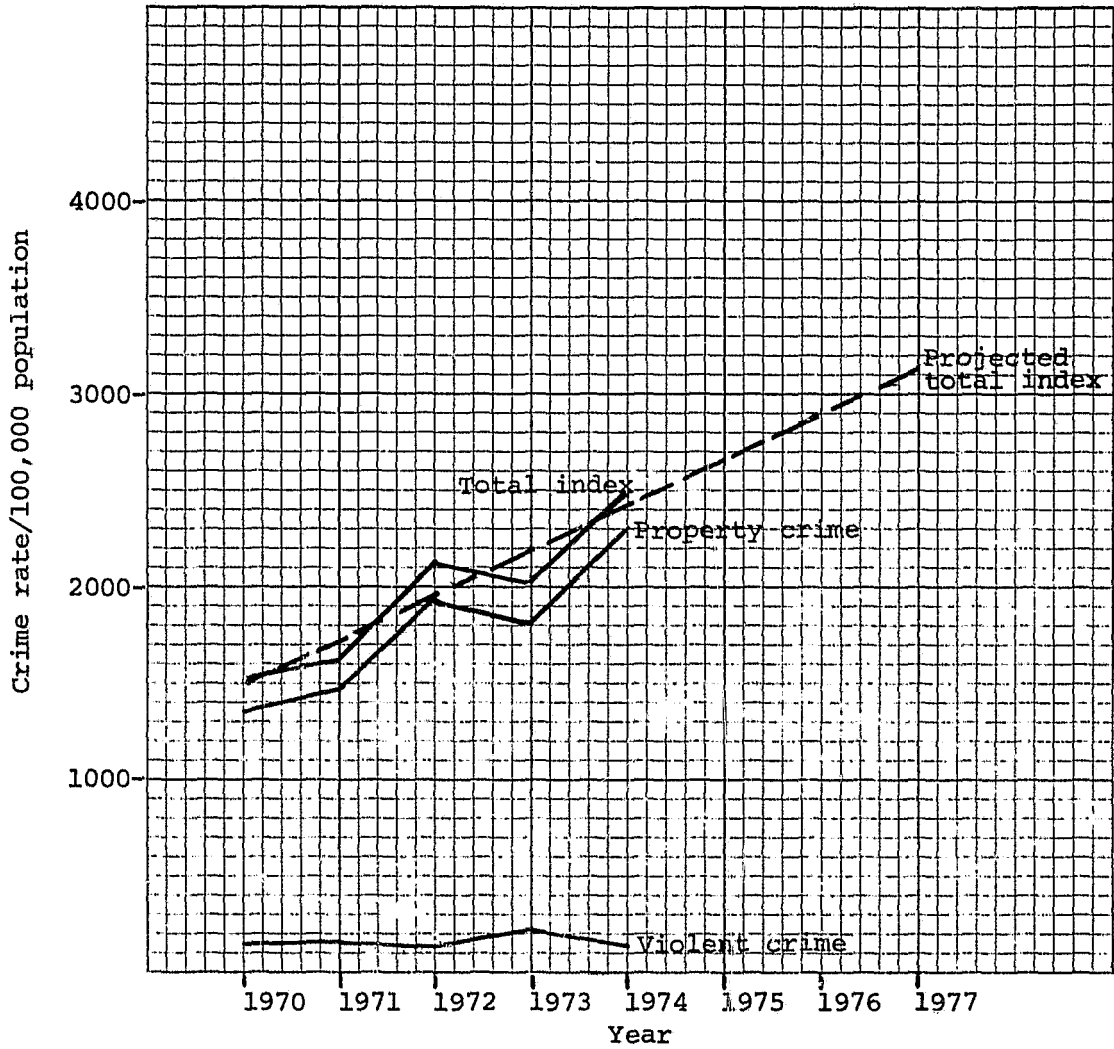
Regression equation: $Y = 466.6X + 3298.1$

Sequential Year (X)	Year	Predicted crime rate (Y)
1	1970	3,764.7
2	1971	4,231.2
3	1972	4,697.8
4	1973	5,164.3
5	1974	5,630.9
6	1975	6,097.4
7	1976	6,564.0
8	1977	7,030.5

Exhibit F
Region 7
Part 1, Crime Trends, 1970-1974

Category	1970	1971	1972	1973	1974
Population	140,572	141,914	143,256	144,599	145,941
% of State	6.4	6.2	6.1	6.0	5.9
Population Density	16.0	16.2	16.3	16.5	16.6
Total Index	4,852	6,393	7,019	7,508	7,867
% of State	4.1	5.1	5.4	5.6	5.1
Rate/100,000 Pop.	3,451.6	4,504.8	4,899.6	5,192.3	5,440.6
% Change in Rate		+30.5	+8.9	+6.0	+4.8
Rate/1,000 Sq. Mi.	553.1	728.7	800.1	855.8	896.7
Murder	6	5	17	14	8
% of State	4.5	3.4	8.8	7.3	5.4
Rate/100,000 Pop.	4.3	3.5	11.9	9.7	5.5
Rate/1,000 Sq. Mi.	.7	.6	1.9	1.6	.9
Rape	26	29	41	56	43
% of State	3.3	3.3	4.6	5.9	4.7
Rate/100,000 Pop.	18.5	20.4	28.6	38.7	29.7
Rate/100,000 Targets	46.4	50.9	70.7	95.0	71.7
Rate/1,000 Sq. Mi.	3.0	3.3	4.7	6.4	4.9
Assault	302	338	633	526	427
% of State	7.4	7.6	12.4	10.6	7.7
Rate/100,000 Pop.	214.8	238.2	441.9	363.8	295.3
Rate/1,000 Sq. Mi.	34.4	38.5	72.2	59.9	48.7
Street Robbery		39	72	60	72
% of State		2.5	4.8	3.5	4.0
Rate/100,000 Pop.		27.5	50.2	41.5	49.8
Rate/1,000 Sq. Mi.		4.4	8.2	6.8	8.2
Commercial Robbery and Burglary		683	684	783	905
% of State		4.6	4.5	4.9	4.7
Rate/100,000 Pop.		481.3	477.5	541.5	625.9
Rate/100,000 Targets		17,432.4	17,023.4	19,078.9	21,214.2
Rate/1,000 Sq. Mi.		77.9	77.9	89.3	103.2
Residential Burglary		896	1,046	1,238	1,357
% of State		4.7	4.5	5.0	4.8
Rate/100,000 Pop.		631.4	730.2	856.2	938.4
Rate/100,000 Targets		1,890.5	2,144.9	2,477.6	2,602.7
Rate/1,000 Sq. Mi.		102.1	119.2	141.1	154.7
Larceny	3,564	3,913	3,958	4,137	4,431
% of State	5.4	5.5	5.6	5.8	5.3
Rate/100,000 Pop.	2,535.4	2,757.3	2,762.9	2,861.0	3,064.3
Rate/1,000 Sq. Mi.	406.2	446.0	451.2	471.6	505.1
Auto Theft	480	492	551	678	606
% of State	3.7	3.8	4.0	4.9	4.5
Rate/100,000 Pop.	341.5	346.7	384.6	468.9	419.1
Rate/100,000 Targets	564.0	553.5	587.7	681.3	593.2
Rate/1,000 Sq. Mi.	54.7	56.1	62.8	77.3	69.1
Property	4,448	5,945	6,167	6,774	7,226
% of State	4.1	5.1	3.1	5.5	5.0
Rate/100,000 Pop.	3,164.2	4,189.2	4,304.9	4,684.7	4,997.3
% Change in Rate		+32.4	+ 2.8	+ 8.8	+ 6.7
Rate/1,000 Sq. Mi.	507.0	677.6	702.9	772.1	823.7
Violent	404	448	852	734	641
% of State	5.1	5.3	8.9	7.3	6.0
Rate/100,000 Pop.	287.4	315.7	594.7	507.6	443.3
% Change in Rate		+ 9.8	+88.4	-14.6	-12.7
Rate/1,000 Sq. Mi.	46.1	51.1	97.1	83.7	73.1

Exhibit Q
 Region 8
 Part 1 Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

Regression equation: $Y = 230.5X + 1271.3$

<u>Sequential Year (X)</u>	<u>Year</u>	<u>Predicted crime rate (Y)</u>
1	1970	1,501.8
2	1971	1,732.3
3	1972	1,962.8
4	1973	2,193.3
5	1974	2,423.8
6	1975	2,654.3
7	1976	2,884.8
8	1977	3,115.3

Exhibit R
Region 8
Part 1, Crime Trends, 1970-1974

Category	1970	1971	1972	1973	1974
Population	37,466	38,375	39,285	40,194	42,013
% of State	1.7	1.7	1.7	1.7	1.7
Population Density	4.6	4.7	4.8	4.9	5.1
Total Index	571	636	840	821	1,039
% of State	.5	.5	.6	.6	.7
Rate/100,000 Pop.	1,524.0	1,636.0	2,138.0	2,042.6	2,473.0
% Change in Rate	—	+7.3	+30.7	-4.5	+21.1
Rate/1,000 Sq. Mi.	69.8	77.8	102.7	100.4	127.0
Murder	2	0	2	2	0
% of State	1.5	—	1.0	1.0	—
Rate/100,000 Pop.	5.3	—	5.1	5.0	—
Rate/1,000 Sq. Mi.	.2	—	.2	.2	—
Rape	16	6	7	7	7
% of State	2.0	.7	.8	.7	.8
Rate/100,000 Pop.	42.7	15.4	17.8	17.4	16.7
Rate/100,000 Targets	112.1	40.7	46.1	44.7	43.5
Rate/1,000 Sq. Mi.	2.0	.7	.9	.9	.9
Assault	30	52	46	76	58
% of State	.7	1.2	.9	1.5	1.0
Rate/100,000 Pop.	80.1	133.8	117.1	189.1	138.0
Rate/1,000 Sq. Mi.	3.7	6.4	5.6	9.3	7.1
Street Robbery		4	2	4	3
% of State		.3	.1	.2	.2
Rate/100,000 Pop.		10.3	5.1	10.0	7.1
Rate/1,000 Sq. Mi.		.5	.2	.5	.4
Commercial Robbery and Burglary		92	98	126	127
% of State		.6	.6	.8	.7
Rate/100,000 Pop.		236.6	249.4	313.5	302.3
Rate/100,000 Targets		2,355.9	2,493.6	3,181.8	3,181.4
Rate/1,000 Sq. Mi.		11.2	12.0	15.4	15.5
Residential Burglary		123	163	209	203
% of State		.6	.7	.8	.7
Rate/100,000 Pop.		316.4	414.9	520.0	483.2
Rate/100,000 Targets		896.7	1,152.9	1,422.0	1,334.0
Rate/1,000 Sq. Mi.		15.0	19.9	25.6	24.8
Larceny	279	303	475	334	562
% of State	.4	.4	.7	.5	.7
Rate/100,000 Pop.	744.7	779.4	1,209.1	830.9	1,337.7
Rate/1,000 Sq. Mi.	34.1	37.0	58.1	40.8	68.7
Auto Theft	60	55	47	62	79
% of State	.5	.4	.3	.4	.6
Rate/100,000 Pop.	160.1	141.5	119.6	154.2	188.0
Rate/100,000 Targets	235.3	206.1	168.2	212.4	261.2
Rate/1,000 Sq. Mi.	7.3	6.7	5.7	7.6	9.7
Property	518	570	781	727	968
% of State	.5	.5	.6	.6	.7
Rate/100,000 Pop.	1,382.6	1,466.2	1,988	1,808.7	2,304.0
% Change in Rate	—	+ 6.0	+35.6	- 9.0	+27.4
Rate/1,000 Sq. Mi.	63.3	69.7	95.5	88.9	118.3
Violent	53	66	59	94	71
% of State	.7	.8	.6	.9	.7
Rate/100,000 Pop.	141.5	169.8	150.2	233.9	169.0
% Change in Rate	—	+20.0	-11.5	+55.7	-27.7
Rate/1,000 Sq. Mi.	6.5	8.1	7.2	11.5	8.7

However, the region's crime rate is growing more rapidly than is the state's. In 1974 the rate showed an increase of 21.1%, and during the five years from 1970 to 1974, it grew by an average of 15.6% annually.

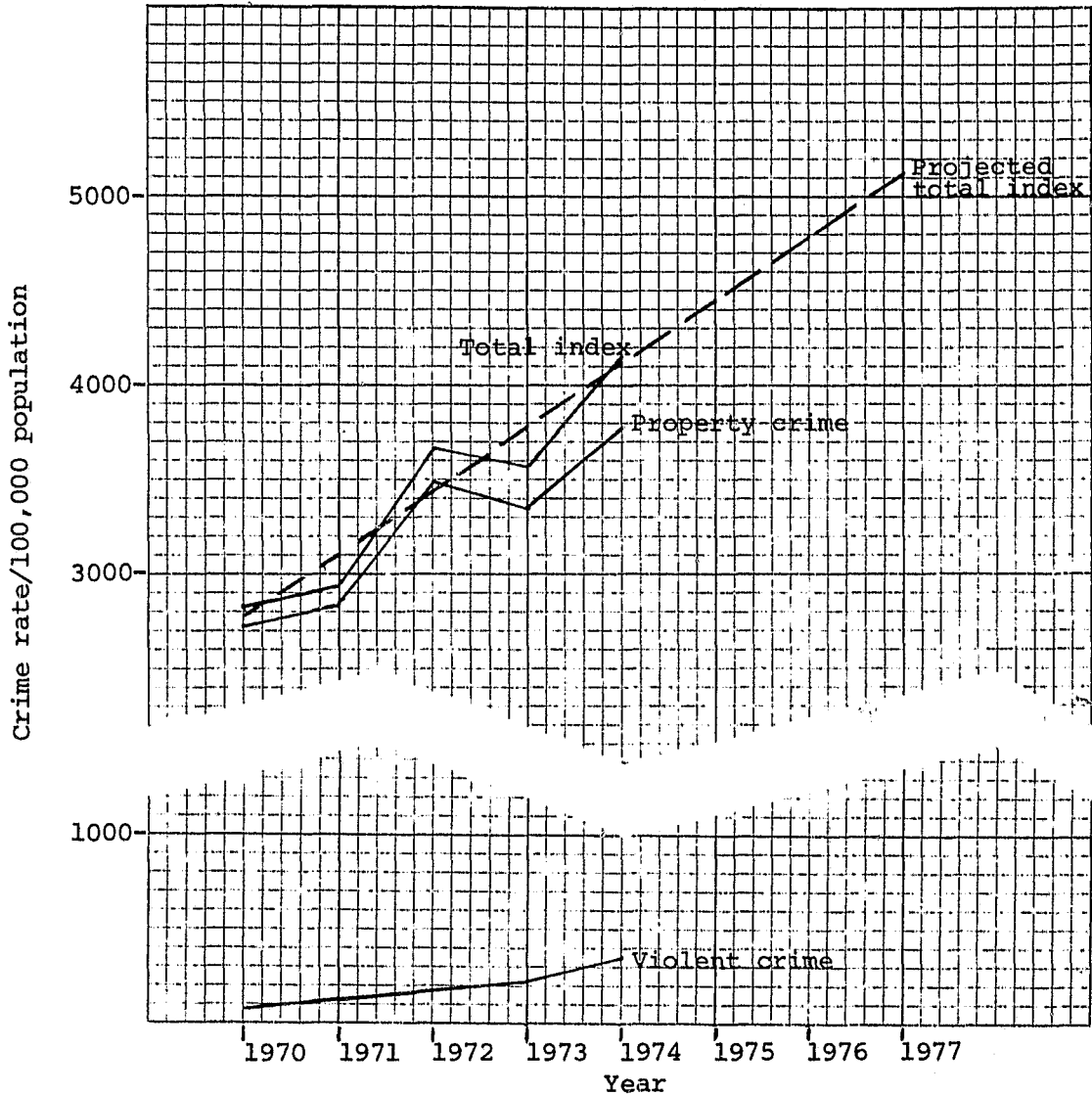
Violent crimes fell off by 27.7% in 1974, and the rate is only about one-third of the average for the state. There were no murders during the year, and rape and robbery showed no significant increase. The rate of assault fell by 27.0% to help offset the large increases in previous years.

Of all Part I crimes in Region 8, 93.2% were property crimes. During 1974 this category of crime increased by 27.4%, and during the period from 1970 to 1974 the property crime rate grew by 16.7% annually. However, the property crime rate is still well below the average for the state. The rate of commercial burglary and robbery remained steady from 1973 to 1974, the residential burglary rate decreased by six percent, and both the rates of larceny and suto thefts showed large increases - 61% and 23%, respectively.

i. Region 9:

The total crime index rate for Region 9 grew at an annual rate of 12% per year between 1970 and 1974. The 1974 change in rate was somewhat above the five year average at 15.7%. Although it ranks eleventh in population, Region 9's total index crime was 1,786 or 4,154 crimes/100,000 population, the fifth highest of all regions.

Exhibit S
 Region 9
 Part 1 Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

Regression equation: $Y = 332.6X + 2439.7$

<u>Sequential Year (X)</u>	<u>Year</u>	<u>Predicted crime rate (Y)</u>
1	1970	2,772.3
2	1971	3,104.9
3	1972	3,437.5
4	1973	3,770.0
5	1974	4,102.6
6	1975	4,335.2
7	1976	4,767.8
8	1977	5,100.4

Exhibit T
Region 9
Part 1, Crime Trends, 1970-1974

Category	1970	1971	1972	1973	1974
Population	37,356	38,766	40,176	41,585	42,995
% of State	1.7	1.7	1.7	1.7	1.7
Population Density	5.7	5.9	6.1	6.3	6.6
Total Index	1,049	1,146	1,478	1,493	1,786
% of State	.9	.9	1.1	1.1	1.2
Rate/100,000 Pop.	2,808.1	2,956.2	3,678.8	3,590.2	4,154.0
% Change in Rate		+5.3	+24.4	-2.4	+15.7
Rate/1,000 Sq. Mi.	160.0	174.7	225.4	227.7	272.3
Murder	2	0	3	2	2
% of State	1.5	—	1.5	1.0	1.4
Rate/100,000 Pop.	5.4	—	7.5	4.8	4.6
Rate/1,000 Sq. Mi.	.3	—	.5	.3	.3
Rape	3	3	5	3	11
% of State	.4	.3	.6	.3	1.2
Rate/100,000 Pop.	8.0	7.7	12.4	7.2	25.6
Rate/100,000 Targets	20.5	19.7	31.5	18.2	64.2
Rate/1,000 Sq. Mi.	.5	.5	.8	.5	1.7
Assault	23	34	59	79	127
% of State	.6	.8	1.2	1.6	2.3
Rate/100,000 Pop.	61.6	87.7	146.8	189.9	295.4
Rate/1,000 Sq. Mi.	3.5	5.2	9.0	12.0	19.4
Street Robbery		2	3	2	6
% of State		.1	.2	.1	.3
Rate/100,000 Pop.		5.2	7.5	4.8	14.0
Rate/1,000 Sq. Mi.		.3	.5	.3	.9
Commercial Robbery and Burglary		71	81	122	154
% of State		.5	.5	.8	.8
Rate/100,000 Pop.		183.2	201.6	293.4	358.2
Rate/100,000 Targets		2,779.9	3,151.8	4,717.7	5,916.2
Rate/1,000 Sq. Mi.		10.8	12.4	18.6	23.5
Residential Burglary		97	133	206	242
% of State		.5	.6	.8	.8
Rate/100,000 Pop.		250.2	331.0	495.4	562.9
Rate/100,000 Targets		678.9	898.4	1,343.3	1,515.8
Rate/1,000 Sq. Mi.		14.8	20.1	31.4	36.9
Larceny	860	873	1,135	1,008	1,157
% of State	1.3	1.2	1.6	1.4	1.4
Rate/100,000 Pop.	2,302.2	2,252.0	2,825.1	2,424.0	2,691.0
Rate/1,000 Sq. Mi.	131.1	133.1	173.1	153.7	176.4
Auto Theft	52	65	59	71	86
% of State	.4	.5	.4	.5	.6
Rate/100,000 Pop.	139.2	167.7	146.8	170.7	200.0
Rate/100,000 Targets	187.4	222.0	184.2	213.9	247.6
Rate/1,000 Sq. Mi.	7.9	9.9	9.0	10.8	13.1
Property	1,019	1,105	1,405	1,405	1,633
% of State	.9	.9	1.2	1.1	1.1
Rate/100,000 Pop.	2,727.8	2,850.4	3,497.1	3,378.6	3,798.1
% Change in Rate	—	+ 4.5	+22.7	- 3.4	+12.4
Rate/1,000 Sq. Mi.	155.4	168.5	214.2	214.2	249.0
Violent	30	41	73	88	153
% of State	.4	.5	.8	.9	1.4
Rate/100,000 Pop.	80.3	105.8	181.7	211.6	355.9
% Change in Rate	—	+31.8	+71.7	+16.5	+68.2
Rate/1,000 Sq. Mi.	4.6	6.3	11.1	13.4	23.3

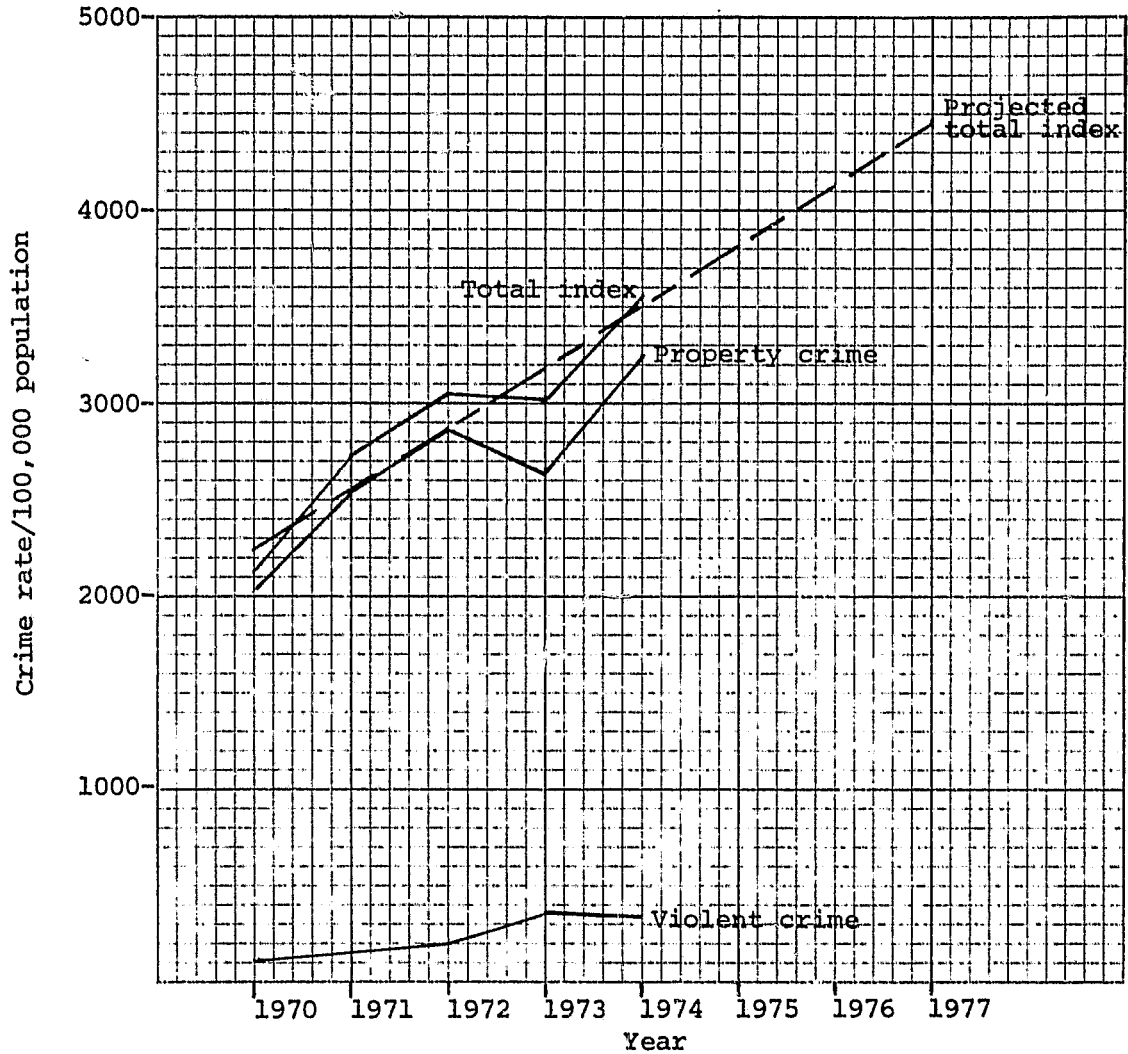
Some 8.6% of the total crime was violent crime. This type of crime has shown a tremendous upswing in Region 9 with the increase in rate averaging 85.8% annually from 1970 to 1974. In 1974, the violent crime rate more than doubled, rising by 168%. The increase was present in all categories except murder, which showed no change from the 1973 rate. Murder, rape and robbery all display rates per 100,000 population which are below the state average with the assault rate being somewhat greater than average.

Property crimes were up by 12.4% in 1974, an increase exactly equal to the average increase for the state. In all categories of property crimes, Region 9 has rates well below the state average. Commercial burglary and robbery increased in rate/target by 25% in 1974. Residential burglary, larceny and auto theft all increased by 12 to 15%.

j. Region 10:

Region 10 is sparsely populated and contained 1.8% of Colorado's population in 1974. One percent of the state's index crimes occurred in the region. Violent crimes have been relatively frequent in 1973 and 1974. The region's assault rate has been higher than the statewide rate for these two years. Since 1970, the rate of violent crimes has gone up by 175%, though there was a decrease between 1973 and 1974. Violent crimes other than assault have remained well below the statewide average.

Exhibit U
 Region 10
 Part 1 Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

Regression equation: $Y = 312.5X + 1995.9$

<u>Sequential Year (X)</u>	<u>Year</u>	<u>Predicted crime rate (Y)</u>
1	1970	2,268.4
2	1971	2,580.9
3	1972	2,893.4
4	1973	3,205.9
5	1974	3,518.5
6	1975	3,831.0
7	1976	4,143.5
8	1977	4,456.0

Exhibit V
Region 10
Part 1, Crime Trends, 1970-1974

Category	1970	1971	1972	1973	1974
Population	44,927	45,407	45,887	46,367	46,847
% of State	2.0	2.0	2.0	1.9	1.8
Population Density	4.7	4.8	4.8	4.9	4.9
Total Index	960	1,230	1,405	1,353	1,594
% of State	.8	1.0	1.1	1.0	1.0
Rate/100,000 Pop.	2,136.8	2,708.8	3,061.9	2,918.0	3,402.6
% Change in Rate	—	+26.8	+13.0	-1.6	+17.8
Rate/1,000 Sq. Mi.	101.2	129.6	148.1	142.6	168.0
Murder	1	1	3	4	0
% of State	.7	.7	1.6	2.1	—
Rate/100,000 Pop.	2.2	2.2	6.5	8.6	—
Rate/1,000 Sq. Mi.	.1	.1	.3	.4	—
Rape	4	9	8	11	5
% of State	.5	1.0	.9	1.2	.6
Rate/100,000 Pop.	8.9	19.8	17.4	23.7	10.7
Rate/100,000 Targets	22.6	49.8	43.5	58.7	26.2
Rate/1,000 Sq. Mi.	.4	.9	.8	1.2	.5
Assault	48	63	73	156	130
% of State	1.2	1.4	1.4	3.1	2.4
Rate/100,000 Pop.	106.8	138.7	159.1	336.4	277.5
Rate/1,000 Sq. Mi.	5.1	6.6	7.7	16.4	13.7
Street Robbery	—	1	1	2	6
% of State	—	.1	.1	.2	.6
Rate/100,000 Pop.	—	2.2	2.2	4.3	12.8
Rate/1,000 Sq. Mi.	—	.1	.1	.2	.3
Commercial Robbery and Burglary	—	109	126	121	153
% of State	—	.7	.8	.8	.8
Rate/100,000 Pop.	—	240.1	274.6	261.0	326.1
Rate/100,000 Targets	—	3,435.2	3,936.3	3,740.3	4,660.4
Rate/1,000 Sq. Mi.	—	11.5	13.3	12.8	16.1
Residential Burglary	—	150	213	204	239
% of State	—	.8	.9	.8	.8
Rate/100,000 Pop.	—	330.3	464.2	440.0	510.1
Rate/100,000 Targets	—	780.0	1,032.1	908.3	953.0
Rate/1,000 Sq. Mi.	—	15.8	22.4	21.5	25.2
Larceny	659	848	934	764	983
% of State	1.0	1.2	1.3	1.1	1.2
Rate/100,000 Pop.	1,466.8	1,867.6	2,035.4	1,647.7	2,098.3
Rate/1,000 Sq. Mi.	69.5	89.4	98.4	80.5	103.6
Auto Theft	45	49	41	91	77
% of State	.3	.4	.3	.7	.6
Rate/100,000 Pop.	100.2	107.9	89.3	196.3	164.4
Rate/100,000 Targets	128.4	134.5	106.5	219.1	172.5
Rate/1,000 Sq. Mi.	4.7	5.2	4.3	9.6	8.1
Property	906	1,155	1,313	1,177	1,445
% of State	.8	1.0	1.1	1.0	1.0
Rate/100,000 Pop.	2,016.6	2,543.7	2,861.4	2,538.4	3,084.5
% Change in Rate	—	+26.1	+12.5	-11.3	+21.5
Rate/1,000 Sq. Mi.	95.5	121.7	138.4	124.0	152.3
Violent	54	75	92	176	149
% of State	.7	.9	1.0	1.7	1.4
Rate/100,000 Pop.	120.2	165.2	200.5	379.6	318.1
% Change in Rate	—	+37.4	+21.4	+89.3	-16.2
Rate/1,000 Sq. Mi.	5.7	7.9	9.7	18.5	15.7

Property crime rates rose 22.8% in 1974, after being temporarily down in 1973. They went up 59.5% over the four year period. Larceny increased 49.2% since 1970, and commercial robbery and burglary were up by 35.7% since 1971.

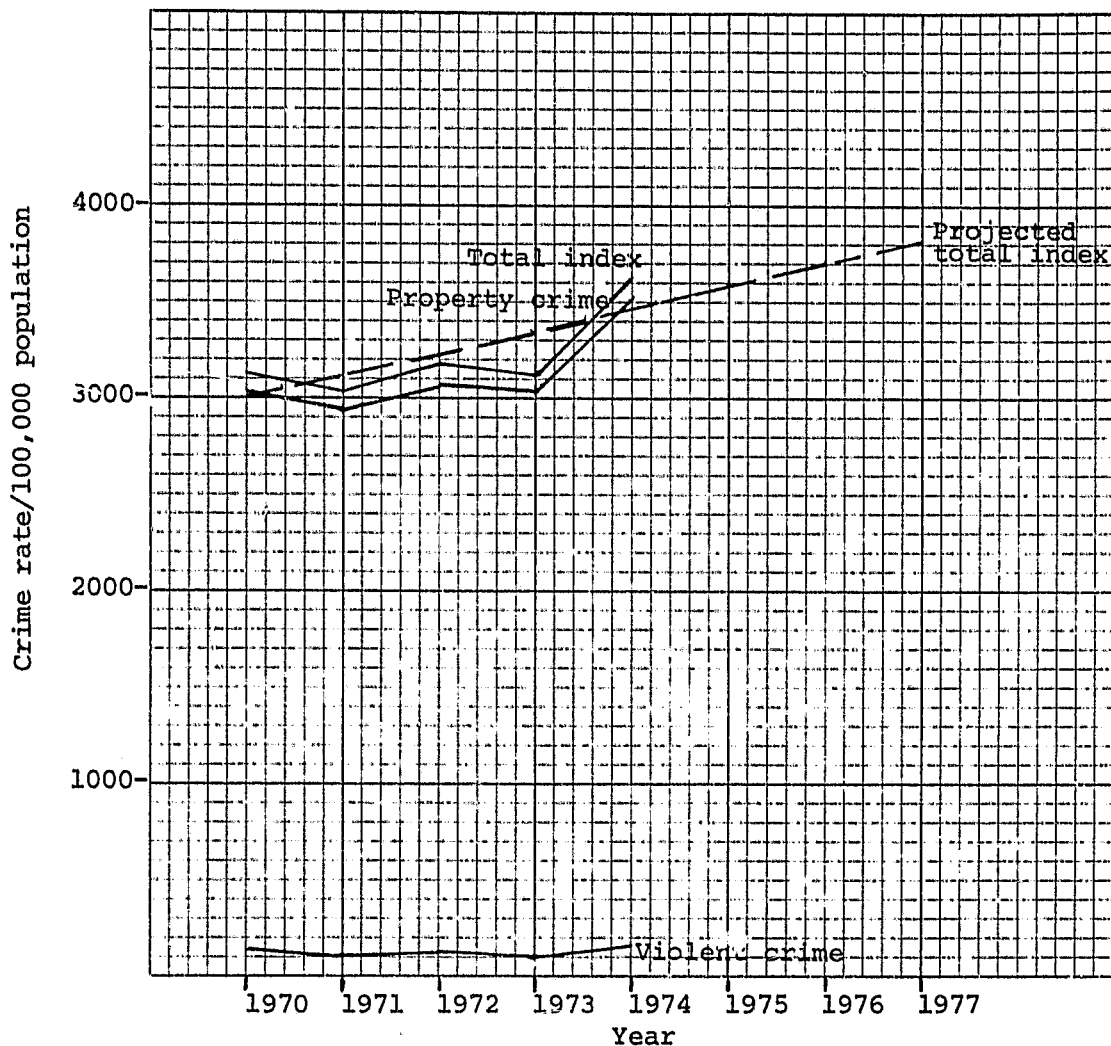
k. Region 11:

After remaining relatively steady between 1970 and 1973, the total crime index rate for Region 11 climbed by 17.3% in 1974. The index of 3,299 represented 3,668.4 crimes per 100,000 population and was much lower than the state rate (6,171.7).

Violent crimes increased by 40.2% in 1974, but the violent crime rate still remains at approximately one-third of the state rate. There were no murders in Region 11 in 1974, as opposed to two, three and four in previous years. Reported rapes stood at 13 in 1974, up from five for the previous year. The rate of assault rose by 28%, and street robbery was up by 70%. The rates for rape, assault and street robbery were all below one-half of the state rate.

After showing no significant change over the period from 1970 to 1973, property crimes rose by 16% in 1974. This was somewhat above the statewide increase of 12% for this classification of crime. Commercial burglary and robbery, residential burglary, larceny and auto theft all showed significant increases in their rates, but all remain below the state average.

Exhibit W
 Region 11
 Part 1 Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

Regression equation: $Y = 113.31X + 2899.27$

<u>Sequential Year (X)</u>	<u>Year</u>	<u>Predicted crime rate (Y)</u>
1	1970	3,012.58
2	1971	3,125.89
3	1972	3,239.20
4	1973	3,352.51
5	1974	3,465.82
6	1975	3,579.13
7	1976	3,692.44
8	1977	3,805.75

Exhibit x
Region 11
Part 1, Crime Trends, 1970-1974

Category	1970	1971	1972	1973	1974
Population	80,562	82,904	85,246.	87,588	89,930
% of State	3.6	3.6	3.6	3.6	3.6
Population Density	5.6	5.8	6.0	6.1	6.3
Total Index	2,523	2,544	2,727	2,740	3,299
% of State	2.1	2.0	2.1	2.0	2.1
Rate/100,000 Pop.	3,131.7	3,068.6	3,199.0	3,128.3	3,668.4
% Change in Rate	—	-2.0	+4.2	-2.2	+17.3
Rate/1,000 Sq. Mi.	176.4	177.9	190.7	191.6	230.7
Murder	3	4	3	2	0
% of State	2.2	2.7	1.5	1.0	—
Rate/100,000 Pop.	3.7	4.8	3.5	2.3	—
Rate/1,000 Sq. Mi.	.2	.3	.2	.1	—
Rape	11	10	4	5	13
% of State	1.4	1.1	.4	.5	1.4
Rate/100,000 Pop.	13.6	12.1	4.7	5.7	14.4
Rate/100,000 Targets	33.8	29.7	11.5	14.0	35.4
Rate/1,000 Sq. Mi.	.8	.7	.3	.3	.9
Assault	67	55	70	61	80
% of State	1.6	1.2	1.4	1.2	1.4
Rate/100,000 Pop.	83.2	66.3	82.1	69.6	89.0
Rate/1,000 Sq. Mi.	4.7	3.8	4.9	4.3	5.6
Street Robbery		8	11	10	17
% of State		.5	.7	.6	.9
Rate/100,000 Pop.		9.6	12.9	11.4	18.9
Rate/1,000 Sq. Mi.		.6	.8	.7	1.2
Commercial Robbery and Burglary		258	226	233	311
% of State		1.7	1.5	1.4	1.6
Rate/100,000 Pop.		311.2	265.1	266.0	345.8
Rate/100,000 Targets		5,954.3	5,053.7	5,096.2	6,632.5
Rate/1,000 Sq. Mi.		18.0	15.8	16.3	21.7
Residential Burglary		351	367	382	481
% of State		1.8	1.6	1.6	1.7
Rate/100,000 Pop.		423.4	430.5	436.1	534.9
Rate/100,000 Targets		1,176.3	1,169.9	1,176.1	1,414.8
Rate/1,000 Sq. Mi.		24.5	25.7	26.7	33.6
Larceny	1,752	1,764	1,923	1,888	2,174
% of State	2.7	2.5	2.7	2.7	2.6
Rate/100,000 Pop.	2,174.7	2,127.8		2,155.5	2,417.4
Rate/1,000 Sq. Mi.	122.5	123.3		132.0	151.9
Auto Theft	117	93	—	157	219
% of State	.9	.7	.9	1.1	1.6
Rate/100,000 Pop.	145.2	112.2	140.7	179.2	243.5
Rate/100,000 Targets	182.8	139.4	168.1	209.0	275.1
Rate/1,000 Sq. Mi.	8.2	6.5	8.4	10.9	15.3
Property	2,427	2,460	2,625	2,649	3,168
% of State	2.2	2.1	2.2	2.1	2.2
Rate/100,000 Pop.	3,012.6	2,967.3	3,079.3	3,024.4	3,522.7
% Change in Rate	—	-1.5	+3.8	-1.3	+16.5
Rate/1,000 Sq. Mi.	169.7	172.0	183.5	185.2	221.5
Violent	96	84	102	91	131
% of State	1.2	1.0	1.1	.9	1.2
Rate/100,000 Pop.	119.2	101.3	119.6	103.9	145.7
% Change in Rate	—	-15.0	+18.1	-13.1	+40.2
Rate/1,000 Sq. Mi.	6.7	5.9	7.1	6.4	9.2

1. Region 12:

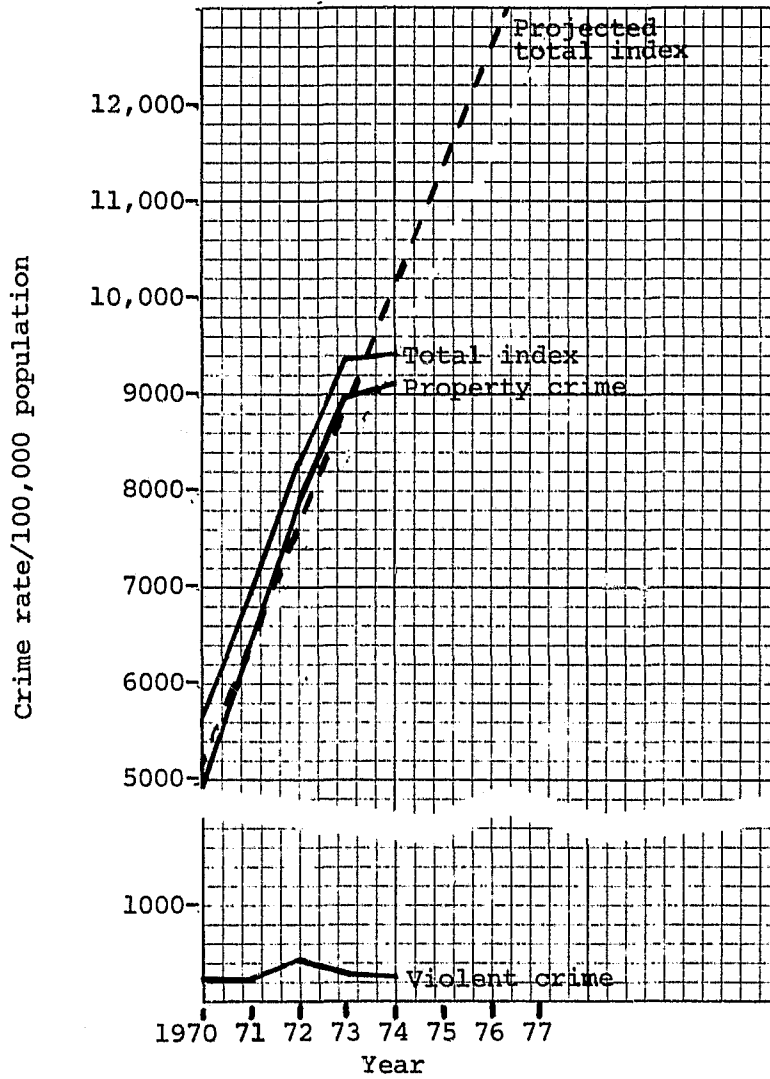
Region 12 is a fast growing area that includes many of Colorado's ski resorts. The 1974 population was 44,762, or 1.8% of the state. The regional crime index was 9,488 per 100,000 people, the highest in Colorado. Of all index crimes in the state, 2.8% occurred in Region 12.

In 1974 there was a leveling off in the index crimes, which increased only 1.2%. Over the period 1970 to 1974, the average yearly increase was 20.6%, for a total crime rate increase of 82.3%. Violent crimes increased an average of 11.5% annually for this period, but declined 18.6% in 1974. Property crimes increased only 1.2% in 1974, while increasing at an annual rate of 21% since 1970.

Among the property crimes, commercial burglary is rising the fastest. The rate per number of targets has nearly doubled since 1971, and rose 23.6% in 1974, to 429 occurrences. Larceny, auto theft, and residential burglary are also increasing rapidly for the region. Auto theft is the only property crime occurring less often in the region than in the state as a whole.

All violent crime rates are running below the Colorado average rates, except for assault. The number of rapes dropped in 1974, and assaults declined for the second straight year, to 119.

Exhibit Y
 Region 12
 Part 1 Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

Regression equation: $Y = 1117.3X + 4476.1$

<u>Sequential Year (X)</u>	<u>Year</u>	<u>Predicted crime rate (Y)</u>
1	1970	5,593.4
2	1971	6,710.8
3	1972	7,828.1
4	1973	8,945.4
5	1974	10,062.7
6	1975	11,180.0
7	1976	12,297.3
8	1977	13,414.7

Exhibit z
Region 12
Part 1, Crime Trends, 1970-1974

Category	1970	1971	1972	1973	1974
Population	28,858	32,834	36,810	40,786	44,762
% of State	1.3	1.4	1.6	1.7	1.8
Population Density	3.2	3.6	4.1	4.5	4.9
Total Index	1,502	2,223	3,056	3,824	4,247
% of State	1.3	1.8	2.3	2.9	2.8
Rate/100,000 Pop.	5,204.1	6,770.4	8,302.1	9,375.8	9,488.0
% Change in Rate	—	+30.1	+22.6	+12.9	+1.2
Rate/1,000 Sq. Mi.	165.7	245.3	337.2	421.9	468.6
Murder	0	1	1	2	1
% of State	—	.1	.1	.1	.1
Rate/100,000 Pop.	—	3.1	2.7	4.9	2.2
Rate/1,000 Sq. Mi.	—	.1	.1	.2	.1
Rape	10	8	8	20	11
% of State	1.3	.9	.9	2.1	1.2
Rate/100,000 Pop.	34.7	24.4	21.7	49.0	24.6
Rate/100,000 Targets	91.7	64.6	58.0	130.4	65.4
Rate/1,000 Sq. Mi.	1.1	.9	.9	2.2	1.2
Assault	52	69	152	132	119
% of State	1.3	1.6	3.0	2.7	2.2
Rate/100,000 Pop.	180.2	210.2	412.9	323.6	265.9
Rate/1,000 Sq. Mi.	5.7	7.6	16.8	14.6	13.1
Street Robbery		2	3	2	7
% of State		.1	.2	.1	.4
Rate/100,000 Pop.		6.1	8.2	4.9	15.7
Rate/1,000 Sq. Mi.		.2	.3	.2	.8
Commercial Robbery and Burglary		192	224	316	429
% of State		1.3	1.5	2.0	2.2
Rate/100,000 Pop.		584.8	608.5	774.8	958.4
Rate/100,000 Targets		10,762.3	12,233.8	16,155.4	20,487.1
Rate/1,000 Sq. Mi.		21.2	24.7	34.9	47.3
Residential Burglary		266	378	538	689
% of State		1.4	1.6	2.2	2.4
Rate/100,000 Pop.		810.1	1,026.9	1,319.1	1,539.3
Rate/100,000 Targets		1,600.2	1,984.8	2,315.3	2,386.2
Rate/1,000 Sq. Mi.		29.3	41.7	59.4	76.0
Larceny	1,073	1,563	2,095	2,591	2,758
% of State	1.6	2.2	3.0	3.7	3.3
Rate/100,000 Pop.	3,718.2	4,760.3	5,691.4	6,352.7	6,161.5
Rate/1,000 Sq. Mi.	118.4	172.4	231.1	285.9	304.3
Auto Theft	84	122	195	222	231
% of State	.7	.9	1.4	1.6	1.7
Rate/100,000 Pop.	291.1	371.6	529.8	544.3	516.1
Rate/100,000 Targets	298.1	382.1	518.3	514.3	507.0
Rate/1,000 Sq. Mi.	9.3	13.5	21.5	24.5	25.5
Property	1,437	2,142	2,889	3,665	4,100
% of State	1.3	1.8	2.4	3.0	2.9
Rate/100,000 Pop.	4,979.6	6,523.7	7,848.4	8,985.9	9,159.6
% Change in Rate	—	+31.0	+20.3	+14.5	+1.9
Rate/1,000 Sq. Mi.	158.5	236.3	318.7	404.3	452.3
Violent	65	81	167	159	147
% of State	.8	1.0	1.8	1.6	1.4
Rate/100,000 Pop.	225.2	246.7	453.7	389.8	328.4
% Change in Rate	—	+ 9.5	+83.9	-14.1	-15.8
Rate/1,000 Sq. Mi.	7.2	8.9	18.4	17.5	16.2

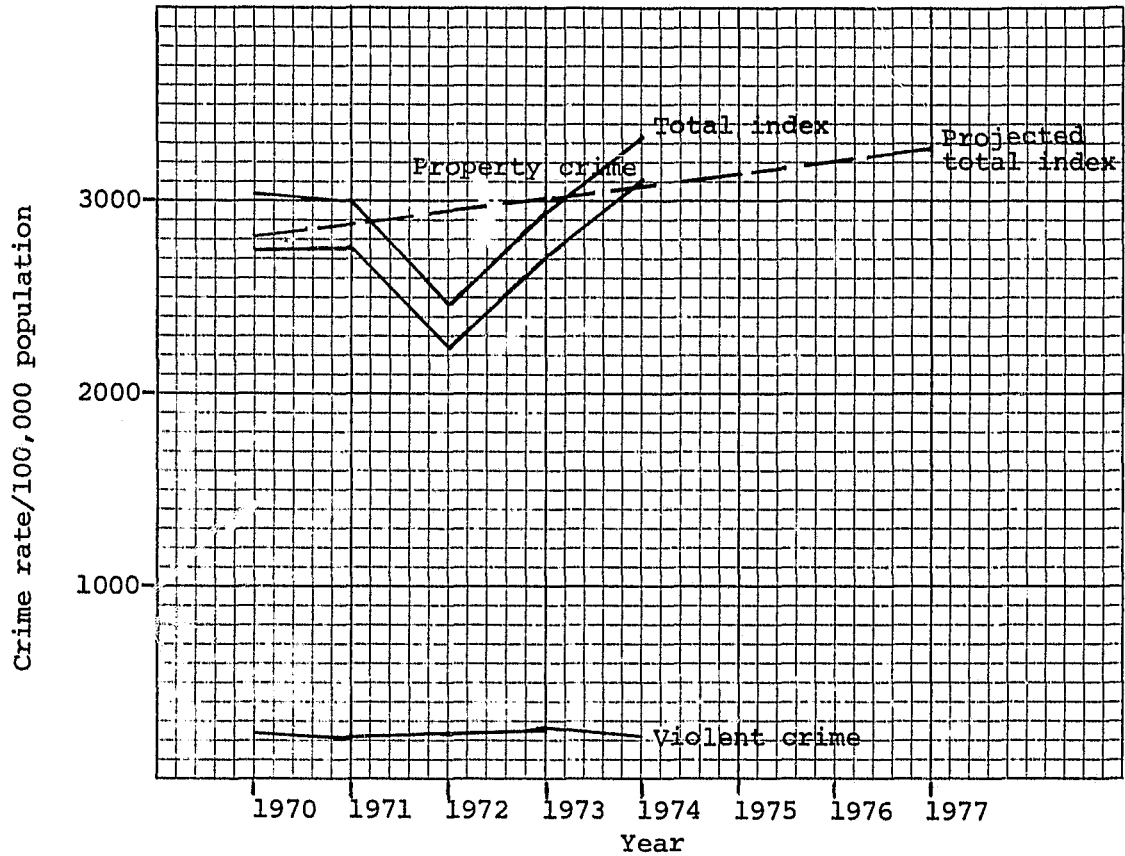
m. Region 13:

After decreasing in 1971 and 1972, the total index crime rate in Region 13 increased in 1973 by 19.8% and increased again in 1974 by 12.2%. In 1974 the entire increase can be attributed to a greater number of property crimes reported. The total crime incidence of 1,536 represents 3,345.2 crimes per 100,000 population which is about one-half of the statewide average.

The violent crime rate decreased in 1974 by 3.3%. This type of crime has remained relatively stable in its rate as the average annual change between 1970 and 1974 amounted merely to a decrease of 1.3%. There were six murders in 1974, twice that of any of the other years. Rape, on the other hand, was lower in 1974 than any of the preceding four years. Assault and robbery rates were both down slightly from the 1973 rates.

Some 93.2% of the total crimes for Region 13 fell into the property category. In all, the property crime rate rose by 13.5%, much of which was contributed by a 26.1% increase in the commercial burglary and robbery rate. The other categories of property crimes also showed significant increases in their rates in 1974. However, each has a rate which is considerably below the state average.

Exhibit AA
 Region 13
 Part 1 Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

Regression equation: $Y = 64.9X + 2770.6$

Sequential Year (X)	Year	Predicted crime rate (Y)
1	1970	2,835.5
2	1971	2,900.4
3	1972	2,965.3
4	1973	3,030.2
5	1974	3,095.1
6	1975	3,160.0
7	1976	3,224.9
8	1977	3,289.8

Exhibit BB
Region 13
Part 1, Crime Trends, 1970-1974

Category	1970	1971	1972	1973	1974
Population	41,506	42,609	43,711	44,814	45,916
% of State	1.9	1.9	1.9	1.9	1.8
Population Density	11.2	11.5	11.8	12.1	12.4
Total Index	1,250	1,278	1,088	1,336	1,536
% of State	1.1	1.0	.8	1.0	1.0
Rate/100,000 Pop.	3,011.6	2,999.4	2,489.1	2,981.2	3,345.2
% Change in Rate		-.4	-17.0	+19.8	+12.2
Rate/1,000 Sq. Mi.	336.5	344.0	292.9	359.6	413.5
Murder	2	3	3	2	6
% of State	1.5	2.0	1.5	1.0	4.1
Rate/100,000 Pop.	4.8	7.0	6.9	4.5	13.1
Rate/1,000 Sq. Mi.	.5	.8	.8	.5	1.6
Rape	9	5	10	5	3
% of State	1.1	.6	1.1	.5	.3
Rate/100,000 Pop.	21.7	11.7	22.9	11.6	6.5
Rate/100,000 Targets	57.0	30.7	59.6	28.9	16.9
Rate/1,000 Sq. Mi.	2.4	1.3	2.7	1.3	.8
Assault	83	82	82	89	87
% of State	2.0	1.9	1.6	1.8	1.6
Rate/100,000 Pop.	200.0	192.4	187.6	198.6	189.5
Rate/1,000 Sq. Mi.	22.3	22.0	22.0	24.0	23.4
Street Robbery		2	0	4	4
% of State		.1	—	.2	.2
Rate/100,000 Pop.		4.7	—	8.9	8.7
Rate/1,000 Sq. Mi.		.5	—	1.1	1.1
Commercial Robbery and Burglary		124	96	122	160
% of State		.7	.6	.8	.8
Rate/100,000 Pop.		291.0	219.6	272.2	348.5
Rate/100,000 Targets		7,626.1	5,727.9	6,967.4	8,786.4
Rate/1,000 Sq. Mi.		33.4	25.8	32.8	43.1
Residential Burglary		171	163	202	255
% of State		.9	.7	.8	.9
Rate/100,000 Pop.		401.3	372.9	452.9	555.4
Rate/100,000 Targets		1,096.7	1,011.6	1,207.1	1,469.0
Rate/1,000 Sq. Mi.		46.0	43.9	54.3	68.6
Larceny	838	825	684	837	932
% of State	1.3	1.2	1.0	1.2	1.1
Rate/100,000 Pop.	2,019.0	1,936.2	1,564.8	1,867.7	2,029.8
Rate/1,000 Sq. Mi.	225.6	222.1	184.1	225.3	250.9
Auto Theft	50	66	50	74	88
% of State	.4	.5	.4	.5	.7
Rate/100,000 Pop.	120.5	154.9	114.4	165.1	191.6
Rate/100,000 Targets	166.2	205.9	145.7	200.4	228.0
Rate/1,000 Sq. Mi.	13.5	17.8	13.5	19.9	23.7
Property	1,151	1,184	992	1,231	1,432
% of State	1.1	1.0	.8	1.0	1.0
Rate/100,000 Pop.	2,773.1	2,778.8	2,269.5	2,746.9	3,118.7
% Change in Rate		+ 0.2	-18.3	+21.0	+13.5
Rate/1,000 Sq. Mi.	309.8	318.7	267.0	331.4	385.5
Violent	99	94	96	105	104
% of State	1.3	1.1	1.0	1.0	1.0
Rate/100,000 Pop.	238.5	220.6	219.6	234.3	226.5
% Change in Rate		- 7.5	- 0.5	+ 6.7	- 3.3
Rate/1,000 Sq. Mi.	26.6	25.3	25.8	28.3	28.0

SMSA Index Crime Trends

n. Denver-Boulder SMSA:

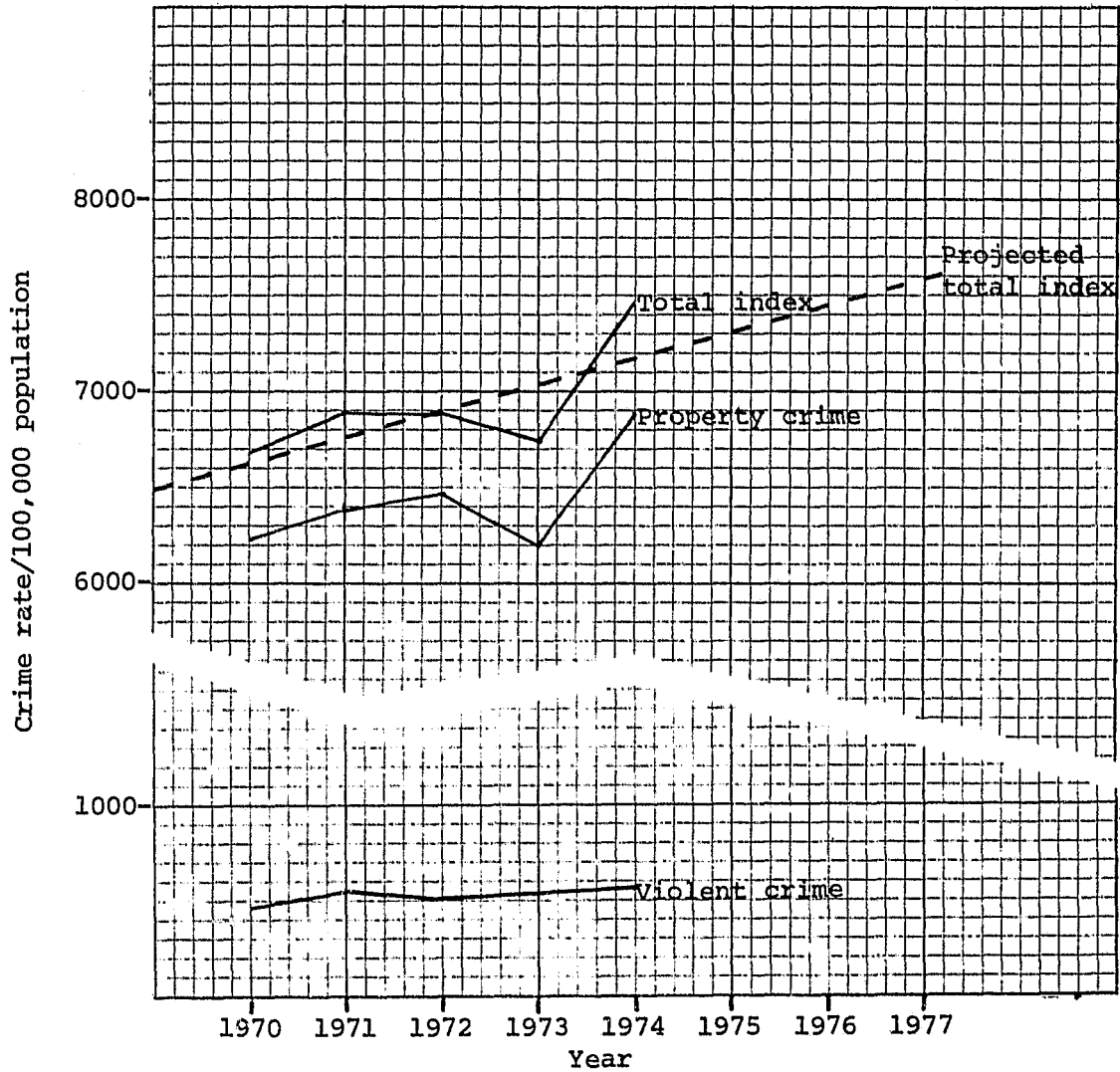
The Denver-Boulder SMSA has 54.4% of Colorado's population, and 65.8% of the state's index crimes. Since 1970, the SMSA's share of crime has dropped from 70.5% to 65.8%, while the population has decreased from 56.1% of the state's total to 54.4%.

Crime in the Denver-Boulder SMSA increased 10.8% in 1974, following a period of stability from 1970 to 1973. Property crimes accounted for most of the increase, as their rate rose 13.9%. This was still slightly less than the increase for the state as a whole (15.6%). Violent crimes went up 6.6% in the SMSA, compared to 3.2% statewide.

Commercial robbery and burglary showed the sharpest rise, jumping by nearly 2,000 occurrences, or 18.2%. Larceny was up 17.5%, and residential burglary 14.3%. Over 54% of all commercial targets were crime victims in 1974, along with almost 4% of residential targets (these figures are not adjusted to account for repeat victims). Auto theft was the only property crime to show a decrease in 1974.

Among violent crimes, only assault increased notably. The rate rose 14.3%, to 3,542 occurrences. Street robbery was up slightly, to 1,432 cases (78.7% of the state total). Rapes decreased to 618, and murders to 103. Both of these are the lowest figures since 1970 for the SMSA.

Exhibit CC
 Denver-Boulder SMSA
 Part 1 Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

Regression equation: $Y = 136.9X + 6536.1$

<u>Sequential Year (X)</u>	<u>Year</u>	<u>Predicted crime rate (Y)</u>
1	1970	6,673.0
2	1971	6,809.9
3	1972	6,946.8
4	1973	7,083.7
5	1974	7,220.6
6	1975	7,357.5
7	1976	7,494.4
8	1977	7,631.3

Exhibit DD
Denver-Boulder SMSA
Part 1, Crime Trends, 1970-1974

Category	1970	1971	1972	1973	1974
Population	1,237,208	1,267,333	1,297,458	1,327,583	1,357,708
% of State	56.1	55.6	55.2	54.8	54.4
Population Density	266.0	272.5	279.0	285.4	291.9
Total Index	82,778	87,227	90,575	89,301	101,194
% of State	70.5	69.3	69.1	66.7	65.8
Rate/100,000 Pop.	6,690.7	6,882.7	6,981.0	6,726.6	7,453.3
% Change in Rate	—	+2.9	+1.4	-2.4	+10.8
Rate/1,000 Sq. Mi.	17,797.9	18,754.5	19,474.3	19,200.4	21,757.5
Murder	102	112	128	136	103
% of State	76.1	76.2	66.0	70.5	69.6
Rate/100,000 Pop.	8.2	8.8	9.9	10.2	7.6
Rate/1,000 Sq. Mi.	21.9	24.1	27.5	29.2	22.2
Rape	612	647	621	662	618
% of State	77.0	73.8	68.9	70.3	68.1
Rate/100,000 Pop.	49.5	51.1	47.5	49.9	46.6
Rate/100,000 Targets	123.8	126.8	118.0	122.2	110.8
Rate/1,000 Sq. Mi.	131.6	139.1	133.5	142.3	132.9
Assault	2,772	3,085	3,087	3,099	3,542
% of State	97.3	69.8	60.4	62.2	64.1
Rate/100,000 Pop.	224.0	243.4	237.9	233.4	266.8
Rate/1,000 Sq. Mi.	596.0	663.3	663.7	666.3	761.6
Street Robbery		1,393	1,187	1,372	1,432
% of State		87.6	79.9	79.4	78.7
Rate/100,000 Pop.		109.9	91.5	103.4	105.5
Rate/1,000 Sq. Mi.		299.5	255.2	295.0	307.9
Commercial Robbery and Burglary		11,209	11,293	11,373	13,443
% of State		74.7	74.1	70.6	69.5
Rate/100,000 Pop.		884.5	870.4	856.7	990.1
Rate/100,000 Targets		52,792.5	50,873.9	46,619.2	54,630.8
Rate/1,000 Sq. Mi.		2,410.2	2,428.1	2,445.3	2,890.4
Residential Burglary		14,190	17,258	17,106	19,560
% of State		73.6	73.5	69.5	68.6
Rate/100,000 Pop.		1,119.7	1,330.1	1,288.5	1,440.7
Rate/100,000 Targets		3,303.3	3,843.9	3,606.8	3,918.8
Rate/1,000 Sq. Mi.		3,051.0	3,710.6	3,677.9	4,205.6
Larceny	42,897	45,779	45,428	44,400	52,175
% of State	65.0	64.1	64.4	62.6	62.3
Rate/100,000 Pop.	3,467.2	3,612.2	3,501.3	3,344.4	3,930.1
Rate/1,000 Sq. Mi.	9,223.2	9,842.8	9,767.4	9,546.3	11,218.0
Auto Theft	10,813	10,528	11,298	10,784	9,953
% of State	83.2	81.6	81.4	77.3	74.0
Rate/100,000 Pop.	874.0	830.7	870.8	812.3	749.7
Rate/100,000 Targets	1,391.6	1,247.9	1,234.1	1,092.3	985.5
Rate/1,000 Sq. Mi.	2,324.9	2,263.6	2,429.2	2,318.6	2,140.0
Property	76,924	80,688	84,077	82,251	93,677
% of State	70.2	68.7	69.1	66.4	65.4
Rate/100,000 Pop.	6,217.6	6,366.8	6,480.1	6,195.5	6,899.6
% Change in Rate	—	+ 2.4	+1.8	- 4.4	+11.4
Rate/1,000 Sq. Mi.	16,539.2	17,348.5	18,077.2	17,684.6	20,141.3
Violent	5,854	6,539	6,498	7,050	7,517
% of State	74.4	76.6	68.1	69.9	70.1
Rate/100,000 Pop.	473.2	516.0	500.8	531.0	553.6
% Change in Rate	—	+ 9.0	- 2.9	+ 6.0	+ 4.3
Rate/1,000 Sq. Mi.	1,258.6	1,405.9	1,397.1	1,515.8	1,616.2

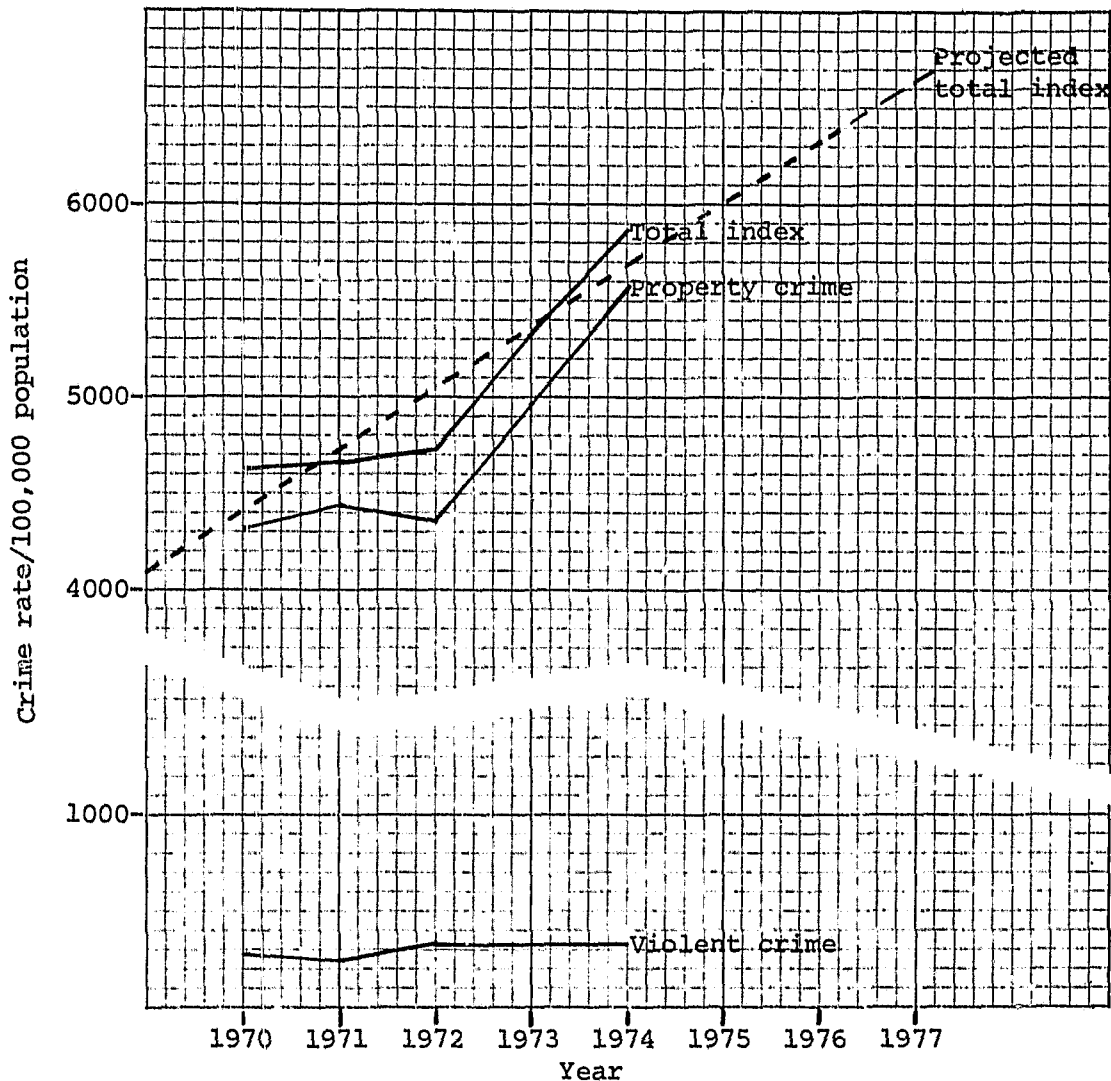
o. Colorado Springs SMSA:

In 1974 the total index crime incidence increased by 16% over 1973. At the same time population for the region grew by 5.1%, resulting in an increase in crime per 100,000 population of 10.4%. This was below the average increase for the state.

Violent crimes made up 5.8% of the total of all crimes for the region. Although showing an increase of two percent in incidence, the rate per 100,000 population decreased for violent crimes and remained well below the average rate for the state: 342 v. 430 for the state. There were 16 murders representing a decrease of 11% over the 18 murders of 1973. Rape showed an increase from 111 to 142, and the rate per 100,000 population is now above the average for the state. Assault also increased by 12.5%, but its rate remained below the state average. The rate for robbery decreased by 84%.

An increase in property crimes accounted for all of the increase in the total index for Colorado Springs. Although displaying a rate increase of 11.4%, the property crime rate still is below the average for the state. All categories increased by approximately 10% with commercial and residential burglary now equal to the state rate per 100,000 population, and larceny and auto theft slightly below the state rate.

Exhibit FF
 Colorado Springs SMSA
 Part I Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

Regression equation: $Y = 318.2X + 4093.4$

Sequential Year(X)	Year	Predicted crime rate (Y)
1	1970	4,411.7
2	1971	4,729.9
3	1972	5,048.1
4	1973	5,366.4
5	1974	5,684.6
6	1975	6,002.8
7	1976	6,321.0
8	1977	6,639.3

Exhibit GG
Colorado Springs SMSA
Part 1, Crime Trends, 1970-1974

Category	1970	1971	1972	1973	1974
Population	239,288	253,529	267,770	282,012	296,254
% of State	10.8	11.1	11.4	11.6	11.9
Population Density	88.3	93.6	98.8	104.1	109.3
Total Index	11,043	11,892	12,635	15,032	17,438
% of State	9.4	9.4	9.6	11.2	11.3
Rate/100,000 Pop.	4,614.9	4,690.6	4,718.6	5,330.3	5,886.2
% Change in Rate	—	+1.6	+ .6	+13.0	+10.4
Rate/1,000 Sq. Mi.	4,074.9	4,388.2	4,662.4	5,546.9	6,434.7
Murder	11	11	20	18	16
% of State	8.2	7.5	10.3	9.3	10.8
Rate/100,000 Pop.	4.6	4.3	7.5	6.4	5.4
Rate/1,000 Sq. Mi.	4.1	4.1	7.4	6.6	5.9
Rape	64	110	139	111	142
% of State	8.0	12.5	15.4	11.8	15.6
Rate/100,000 Pop.	26.8	43.4	51.9	39.4	47.9
Rate/100,000 Targets	74.0	120.4	144.4	109.7	133.9
Rate/1,000 Sq. Mi.	23.6	40.6	51.3	40.9	52.4
Assault	290	277	298	304	342
% of State	7.1	6.3	5.8	6.1	6.2
Rate/100,000 Pop.	121.2	109.3	111.3	107.8	115.4
Rate/1,000 Sq. Mi.	107.0	102.2	109.9	112.2	126.2
Street Robbery		112	180	244	226
% of State		7.0	12.1	14.1	12.4
Rate/100,000 Pop.		44.2	67.2	86.5	76.3
Rate/1,000 Sq. Mi.		41.3	66.4	90.4	83.4
Commercial Robbery and Burglary		1,316	1,491	1,999	2,316
% of State		8.8	9.8	12.4	12.0
Rate/100,000 Pop.		519.1	556.8	708.8	781.8
Rate/100,000 Targets		39,318.8	40,693.2	49,590.7	53,835.4
Rate/1,000 Sq. Mi.		485.6	550.2	737.6	854.6
Residential Burglary		1,719	2,238	3,003	3,404
% of State		8.9	9.5	12.2	11.9
Rate/100,000 Pop.		678.0	835.8	1,064.8	1,149.0
Rate/100,000 Targets		2,197.3	2,759.9	3,554.9	3,910.9
Rate/1,000 Sq. Mi.		634.3	825.8	1,108.1	1,256.1
Larceny	6,766	7,429	7,222	8,045	9,524
% of State	10.2	10.4	10.2	11.3	11.4
Rate/100,000 Pop.	2,827.6	2,930.2	2,697.1	2,852.7	3,214.8
Rate/1,000 Sq. Mi.	2,496.7	2,741.3	2,664.9	2,968.6	3,514.4
Auto Theft	798	895	1,005	1,242	1,409
% of State	6.1	5.9	7.2	8.9	10.5
Rate/100,000 Pop.	333.5	353.0	375.3	440.4	475.6
Rate/100,000 Targets	572.3	589.0	597.2	658.4	719.1
Rate/1,000 Sq. Mi.	294.5	330.3	370.8	458.3	519.9
Property	10,343	11,278	11,774	14,038	16,424
% of State	9.4	9.6	9.7	11.3	11.5
Rate/100,000 Pop.	4,322.4	4,448.4	4,397.1	4,977.8	5,543.9
% Change in Rate	—	+ 2.9	- 1.2	+13.2	+11.4
Rate/1,000 Sq. Mi.	3,816.6	4,161.6	4,344.6	5,180.1	6,060.5
Violent	700	614	861	994	1,014
% of State	8.9	7.2	9.0	9.8	9.5
Rate/100,000 Pop.	292.5	242.2	321.5	352.5	342.3
% Change in Rate	—	-17.2	+32.7	+ 9.6	- 2.9
Rate/1,000 Sq. Mi.	258.3	226.6	317.7	366.8	374.2

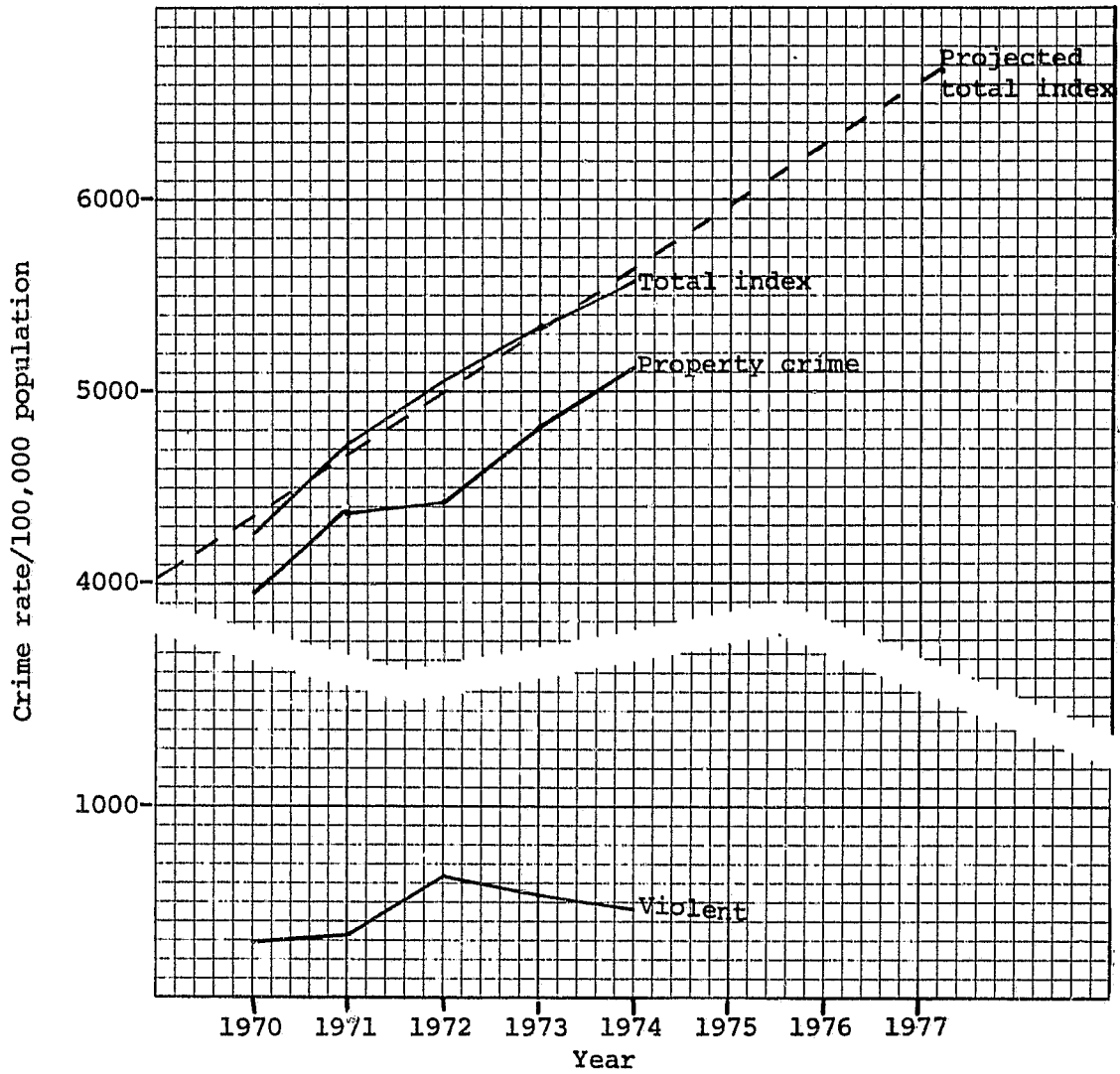
p. Pueblo SMSA:

The Pueblo SMSA had a population of 123,281 in 1974, making up 4.9% of the state total. It has been growing at a slower rate than the average for the state. Total crime grew by 3.8% in 1974, which is about half of the average increase of 7.5% for the 1970 to 1974 period. The total crime index of 6,878 represented a crime rate of 5,579.1 per 100,000 population, which is below the state average.

Violent crimes made up 8.4% of the SMSA total and decreased in all categories with the exception of robbery. The total decrease in violent crimes was 14.1%; however, the violent crime rate still remains above the state average even with this decrease. There were seven murders, representing a decrease of 13.6% over 1973. Rape decreased by 32%, assault by 20.7%, and street robbery increased by 15.5%.

The SMSA incidence of property crimes was 6,299 or 5,109.5 per 100,000 population. This represents 91.6% of all crimes for the area. The rate of property crimes increased by 5.9% but still remains below the average for the state. Commercial robbery and burglary, residential burglary, and larceny all increased in 1974 with only auto theft showing a decrease. All remained below the average rate for the state.

Exhibit HH
 Pueblo SMSA
 Part 1 Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

Regression equation: $Y = 323.5X + 4033.5$

Sequential Year (X)	Year	Predicted crime rate (Y)
1	1970	4,357.0
2	1971	4,680.5
3	1972	5,004.0
4	1973	5,327.5
5	1974	5,651.0
6	1975	5,974.5
7	1976	6,298.0
8	1977	6,621.5

Exhibit II
Pueblo SMSA
Part 1, Crime Trends, 1970-1974

Category	1970	1971	1972	1973	1974
Population	118,238	119,499	120,760	122,020	123,281
% of State	5.4	5.2	5.1	5.0	4.9
Population Density	49.2	49.7	50.2	50.7	51.3
Total Index	5,071	5,640	6,108	6,557	6,878
% of State	4.3	4.5	4.7	4.9	4.5
Rate/100,000 Pop.	4,288.8	4,719.7	5,058.0	5,373.7	5,579.1
% Change in Rate		+10.0	+7.2	+6.2	+3.8
Rate/1,000 Sq. Mi.	2,108.5	2,345.1	2,539.7	2,726.4	2,859.9
Murder	4	3	10	8	7
% of State	3.0	2.0	5.2	4.1	4.7
Rate/100,000 Pop.	3.4	2.5	8.3	6.6	5.7
Rate/1,000 Sq. Mi.	1.7	1.2	4.2	3.3	2.9
Rape	23	23	33	52	36
% of State	2.9	2.6	3.7	5.5	4.0
Rate/100,000 Pop.	19.4	19.2	27.3	42.6	29.2
Rate/100,000 Targets	49.2	48.1	67.8	104.9	71.4
Rate/1,000 Sq. Mi.	9.6	9.6	13.7	21.6	15.0
Assault	261	293	559	472	378
% of State	6.4	6.6	10.9	9.5	6.8
Rate/100,000 Pop.	220.7	245.2	462.9	386.8	306.6
Rate/1,000 Sq. Mi.	108.5	121.8	232.4	196.3	157.2
Street Robbery		34	69	59	69
% of State		2.1	4.6	3.4	3.8
Rate/100,000 Pop.		28.4	57.1	48.4	55.9
Rate/1,000 Sq. Mi.		14.1	28.7	24.5	28.7
Commercial Robbery and Burglary		567	597	674	765
% of State		3.8	3.9	4.2	4.0
Rate/100,000 Pop.		474.5	494.4	552.4	620.5
Rate/100,000 Targets		22,002.3	22,393.1	24,625.5	26,571.7
Rate/1,000 Sq. Mi.		235.8	248.2	280.2	318.1
Residential Burglary		755	902	1,054	1,133
% of State		3.9	3.8	4.3	4.0
Rate/100,000 Pop.		631.8	746.9	863.8	914.0
Rate/100,000 Targets		1,956.2	2,269.6	2,592.1	2,666.7
Rate/1,000 Sq. Mi.		313.9	375.0	438.2	471.1
Larceny	3,295	3,518	3,450	3,609	3,930
% of State	5.0	4.9	4.9	5.1	4.7
Rate/100,000 Pop.	2,786.8	2,944.0	2,856.9	2,957.7	3,187.8
Rate/1,000 Sq. Mi.	1,370.1	1,462.8	1,434.5	1,500.6	1,634.1
Auto Theft	433	440	473	613	541
% of State	3.3	3.4	3.4	4.4	4.0
Rate/100,000	366.2	368.2	391.7	502.4	438.8
Rate/100,000 Targets	606.9	588.9	599.0	729.4	626.1
Rate/1,000 Sq. Mi.	180.0	182.9	196.7	254.9	224.9
Property	4,719	5,255	5,352	5,890	6,299
% of State	4.3	4.5	4.4	4.8	4.4
Rate/100,000 Pop.	3,991.1	4,397.5	4,431.9	4,827.1	5,109.5
% Change in Rate		+10.2	+0.8	+8.9	+5.9
Rate/1,000 Sq. Mi.	1,962.2	2,185.0	2,225.4	2,449.1	2,619.1
Violent	352	385	756	667	579
% of State	4.5	4.5	7.9	6.6	5.4
Rate/100,000 Pop.	297.7	322.2	626.0	546.6	469.7
% Change in Rate		+8.2	+94.3	-12.7	-14.1
Rate/1,000 Sq. Mi.	146.4	160.1	314.4	277.3	240.7

q. Fort Collins SMSA:

Although the 118,824 inhabitants of the Fort Collins SMSA comprise 4.8% of Colorado's population, only 3.2% of the state's index crimes were reported in this area in 1974. This was, however, an increase from the 1973 level. From 1973 to 1974, the total index crime rate for this SMSA rose 28.7%. This rather large increase followed two years of declining crime rates.

Nearly 93% of the crimes reported in the SMSA were property crimes, and slightly more than seven percent were violent crimes.

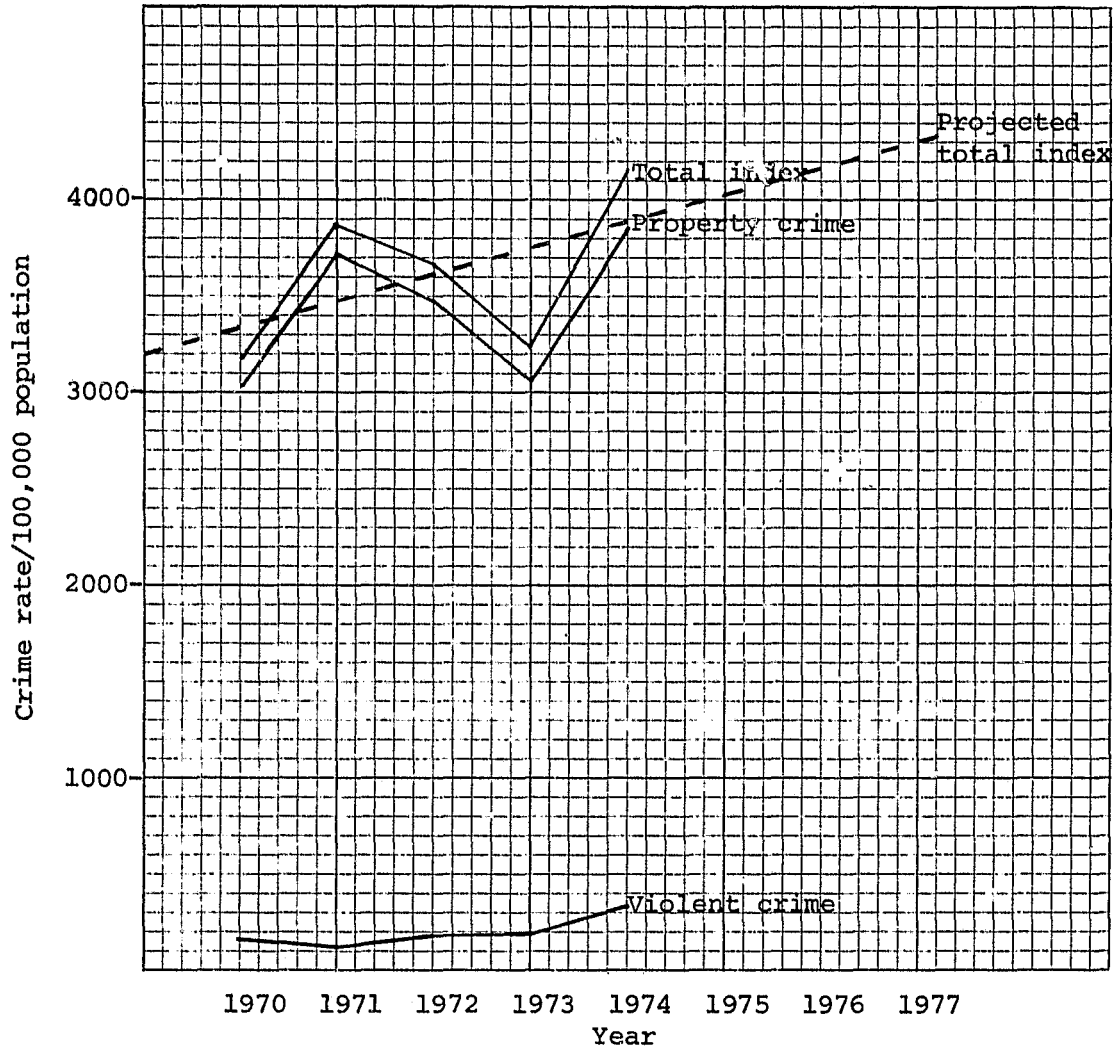
The 1974 violent crime rate in the SMSA increased 70.6%. The property crime rate increased 26.6%. Increases occurred in the number and the rate of incidence of every category of Part I crime, except murder which showed a slight decrease.

Particularly significant increases were noted in the number and rate of residential burglary, commercial robbery and burglary, and larceny (47.5%, 57.0% and 19.0% respectively), since these three crimes account for 88.5% of the area's crime index.

r. Greeley SMSA:

The Greeley SMSA had 4.6% of Colorado's population in 1974, but only 2.3% of the index crimes. Its index had dropped for three consecutive years before rising 16.7% in 1974. Rates of all index crimes rose in 1974, with commercial robbery and burglary showing the biggest jump, from

Exhibit JJ
 Ft. Collins SMSA
 Part 1 Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

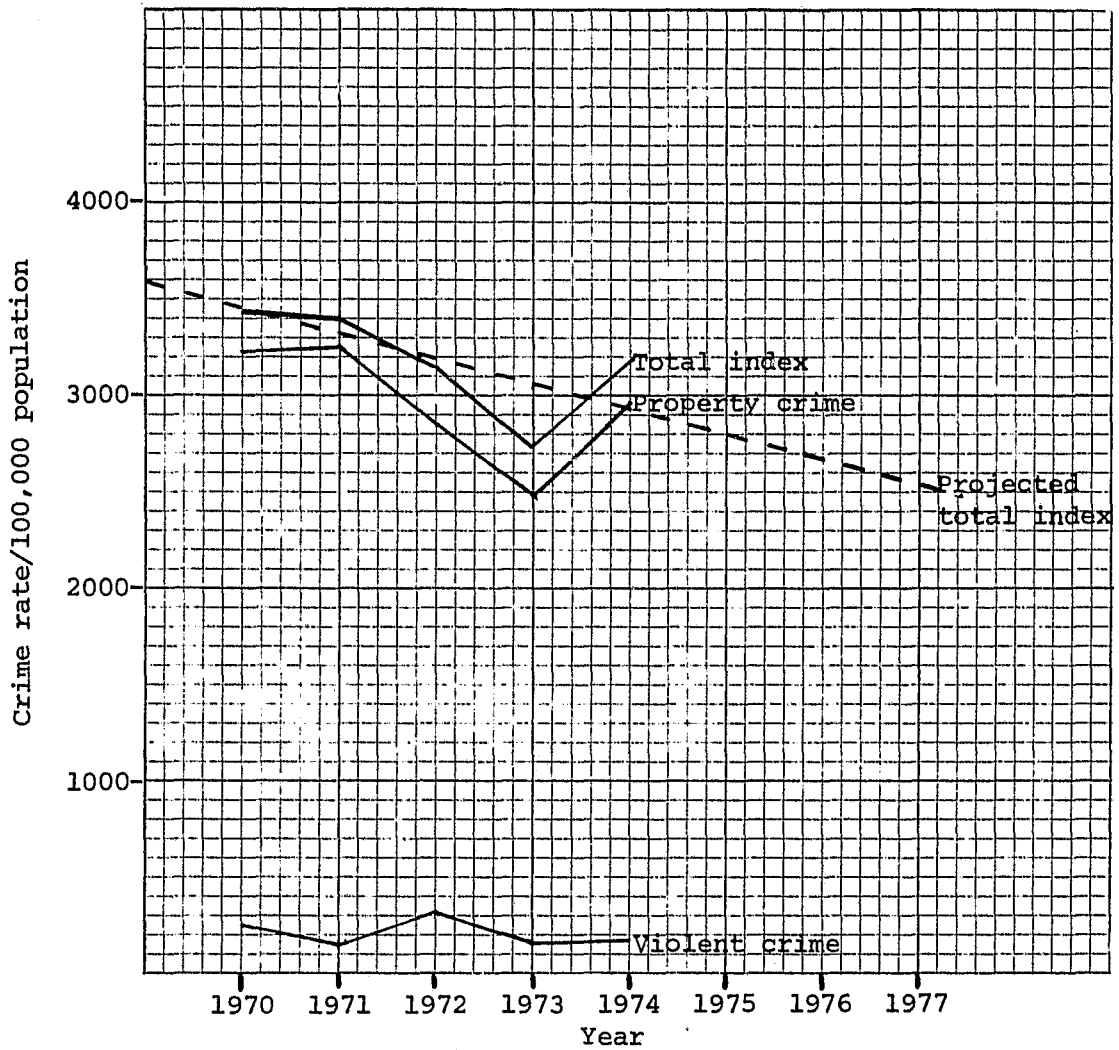
Regression equation: $Y = 135.2X + 3221.2$

<u>Sequential Year (X)</u>	<u>Year</u>	<u>Predicted crime rate (Y)</u>
1	1970	3,356.4
2	1971	3,491.6
3	1972	3,626.8
4	1973	3,762.0
5	1974	3,897.2
6	1975	4,032.4
7	1976	4,167.6
8	1977	4,302.8

Exhibit KK
Ft. Collins SMSA
Part 1, Crime Trends, 1970-1974

Category	1970	1971	1972	1973	1974
Population	89,900	97,131	104,362	111,593	118,824
% of State	4.1	4.3	4.4	4.6	4.8
Population Density	34.4	37.2	40.0	42.7	45.5
Total Index	2,849	3,772	3,836	3,613	4,963
% of State	2.4	3.0	2.9	2.7	3.2
Rate/100,000 Pop.	3,169.1	3,883.4	3,675.7	3,237.7	4,167.8
% Change in Rate	—	+22.5	-5.3	-11.9	+28.7
Rate/1,000 Sq. Mi.	1,091.2	1,444.7	1,469.2	1,383.8	1,900.8
Murder	1	2	5	3	2
% of State	.7	1.4	2.6	1.6	1.4
Rate/100,000 Pop.	1.1	2.1	4.8	2.7	1.7
Rate/1,000 Sq. Mi.	.4	.8	1.9	1.2	.8
Rape	17	11	19	14	18
% of State	2.1	1.3	2.1	1.5	2.0
Rate/100,000 Pop.	18.9	11.3	18.2	12.6	15.2
Rate/100,000 Targets	46.6	28.1	45.4	31.4	38.1
Rate/1,000 Sq. Mi.	6.5	4.2	7.3	5.4	6.9
Assault	117	105	162	164	299
% of State	2.8	2.4	3.2	3.3	5.4
Rate/100,000 Pop.	130.1	108.1	155.2	147.0	251.6
Rate/1,000 Sq. Mi.	44.8	40.2	62.0	62.8	114.5
Street Robbery		8	6	9	20
% of State		.5	.4	.5	1.1
Rate/100,000 Pop.		8.2	5.8	8.1	16.8
Rate/1,000 Sq. Mi.		3.1	2.3	3.5	7.7
Commercial Robbery and Burglary		225	247	253	423
% of State		1.5	1.6	1.6	2.2
Rate/100,000 Pop.		231.7	236.7	226.7	356.0
Rate/100,000 Targets		7,396.4	7,721.2	7,449.9	11,805.8
Rate/1,000 Sq. Mi.		86.2	94.6	96.9	162.0
Residential Burglary		305	412	419	658
% of State		1.6	1.8	1.7	2.3
Rate/100,000 Pop.		314.0	394.8	375.5	553.8
Rate/100,000 Targets		828.6	1,002.5	901.7	1,275.8
Rate/1,000 Sq. Mi.		116.8	157.8	160.5	252.0
Larceny	2,192	2,991	2,844	2,613	3,312
% of State	3.3	4.2	4.0	3.7	4.0
Rate/100,000 Pop.	2,438.3	3,079.4	2,725.1	2,341.5	2,787.3
Rate/1,000 Sq. Mi.	839.5	1,145.5	1,089.2	1,000.8	1,268.5
Auto Theft	108	123	144	136	224
% of State	.8	1.0	1.0	1.0	1.7
Rate/100,000 Pop.	120.1	126.6	138.0	121.9	188.5
Rate/100,000 Targets	179.7	187.8	197.5	169.3	265.7
Rate/1,000 Sq. Mi.	41.4	47.1	55.2	52.1	85.8
Property	2,701	3,638	3,637	3,412	4,596
% of State	2.5	3.1	3.0	2.8	3.2
Rate/100,000 Pop.	3,004.4	3,745.5	3,485.0	3,057.5	3,869.6
% Change in Rate	—	+24.7	-7.0	-12.3	+26.6
Rate/1,000 Sq. Mi.	1,034.5	1,393.3	1,393.0	1,306.8	1,761.0
Violent	148	134	199	201	365
% of State	1.9	1.6	2.1	2.0	3.4
Rate/100,000 Pop.	164.6	138.0	190.7	180.1	307.2
% Change in Rate	—	-16.2	+38.2	-5.6	+70.6
Rate/1,000 Sq. Mi.	56.7	51.3	76.2	77.0	139.8

Exhibit LL
 Greeley SMSA
 Part 1 Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

Regression equation: $Y = -125.0X + 3554.7$

<u>Sequential Year (X)</u>	<u>Year</u>	<u>Predicted crime rate (Y)</u>
1	1970	3,429.7
2	1971	3,304.7
3	1972	3,179.7
4	1973	3,054.7
5	1974	2,929.7
6	1975	2,804.7
7	1976	2,679.7
8	1977	2,554.7

Exhibit MM
Greeley SMSA
Part 1, Crime Trends, 1970-1974

Category	1970	1971	1972	1973	1974
Population	89,297	95,337	101,377	107,417	113,457
% of State	4.0	4.2	4.3	4.4	4.6
Population Density	22.3	23.8	25.3	26.8	28.4
Total Index	3,086	3,242	3,195	2,920	3,599
% of State	2.6	2.6	2.4	2.2	2.3
Rate/100,000 Pop.	3,455.9	3,400.6	3,151.6	2,718.4	3,172.1
% Change in Rate	—	-1.6	-7.3	-13.7	+16.7
Rate/1,000 Sq. Mi.	771.1	810.1	798.4	729.6	899.3
Murder	3	1	2	0	4
% of State	2.2	.7	1.0	—	2.7
Rate/100,000 Pop.	3.4	1.0	2.0	—	3.5
Rate/1,000 Sq. Mi.	.8	.2	.5	—	1.0
Rape	12	20	22	20	22
% of State	1.5	2.3	2.4	2.1	2.4
Rate/100,000 Pop.	13.4	21.0	21.7	18.6	19.4
Rate/100,000 Targets	33.2	52.1	54.2	46.7	48.9
Rate/1,000 Sq. Mi.	3.0	5.0	5.5	5.0	5.5
Assault	179	109	272	118	154
% of State	4.4	2.5	5.3	2.4	2.8
Rate/100,000 Pop.	200.4	114.3	268.3	109.8	135.7
Rate/1,000 Sq. Mi.	44.7	27.2	68.0	29.5	38.5
Street Robbery		8	12	9	17
% of State		.5	.8	.5	.9
Rate/100,000 Pop.		8.4	11.8	8.4	15.0
Rate/1,000 Sq. Mi.		2.0	3.0	2.2	4.2
Commercial Robbery and Burglary		305	324	276	411
% of State		2.0	2.1	1.7	2.1
Rate/100,000 Pop.		319.9	319.6	256.9	362.2
Rate/100,000 Targets		6,195.4	6,483.9	5,419.2	7,931.3
Rate/1,000 Sq. Mi.		76.2	81.0	69.0	102.7
Residential Burglary		416	532	459	643
% of State		2.2	2.3	1.9	2.2
Rate/100,000 Pop.		436.4	524.7	427.3	566.7
Rate/100,000 Targets		1,247.0	1,441.2	1,105.6	1,405.2
Rate/1,000 Sq. Mi.		104.0	132.9	114.7	160.7
Larceny	2,216	2,189	1,874	1,790	2,066
% of State	3.4	3.1	2.7	2.5	2.5
Rate/100,000 Pop.	2,481.6	2,296.1	1,848.6	1,666.4	1,821.0
Rate/1,000 Sq. Mi.	553.7	547.0	468.3	477.3	516.2
Auto Theft	190	193	154	246	278
% of State	1.5	1.5	1.1	1.8	2.1
Rate/100,000 Pop.	212.8	202.4	151.9	229.0	245.0
Rate/100,000 Targets	286.4	268.8	197.1	291.3	318.4
Rate/1,000 Sq. Mi.	47.5	48.2	38.5	61.5	69.5
Property	2,869	3,097	2,871	2,762	3,381
% of State	2.6	2.6	2.4	2.2	2.4
Rate/100,000 Pop.	3,212.9	3,248.5	2,832.0	2,571.3	2,980.0
% Change in Rate	—	+ 1.1	-12.8	- 9.2	+15.9
Rate/1,000 Sq. Mi.	716.9	773.9	717.4	690.2	844.8
Violent	217	145	324	158	218
% of State	2.8	1.7	3.4	1.6	2.0
Rate/100,000 Pop.	243.0	152.1	319.6	147.1	192.1
% Change in Rate	—	- 37.4	+110.1	-46.0	+30.6
Rate/1,000 Sq. Mi.	54.2	36.2	81.0	39.5	54.5

176 occurrences in 1973, to 411. Residential burglary also increased sharply, from 459 to 643.

Violent crimes increased since 1973, but are still below their 1972 peak. Rapes, at 22 are remaining level, while assaults have fluctuated considerably from year to year.

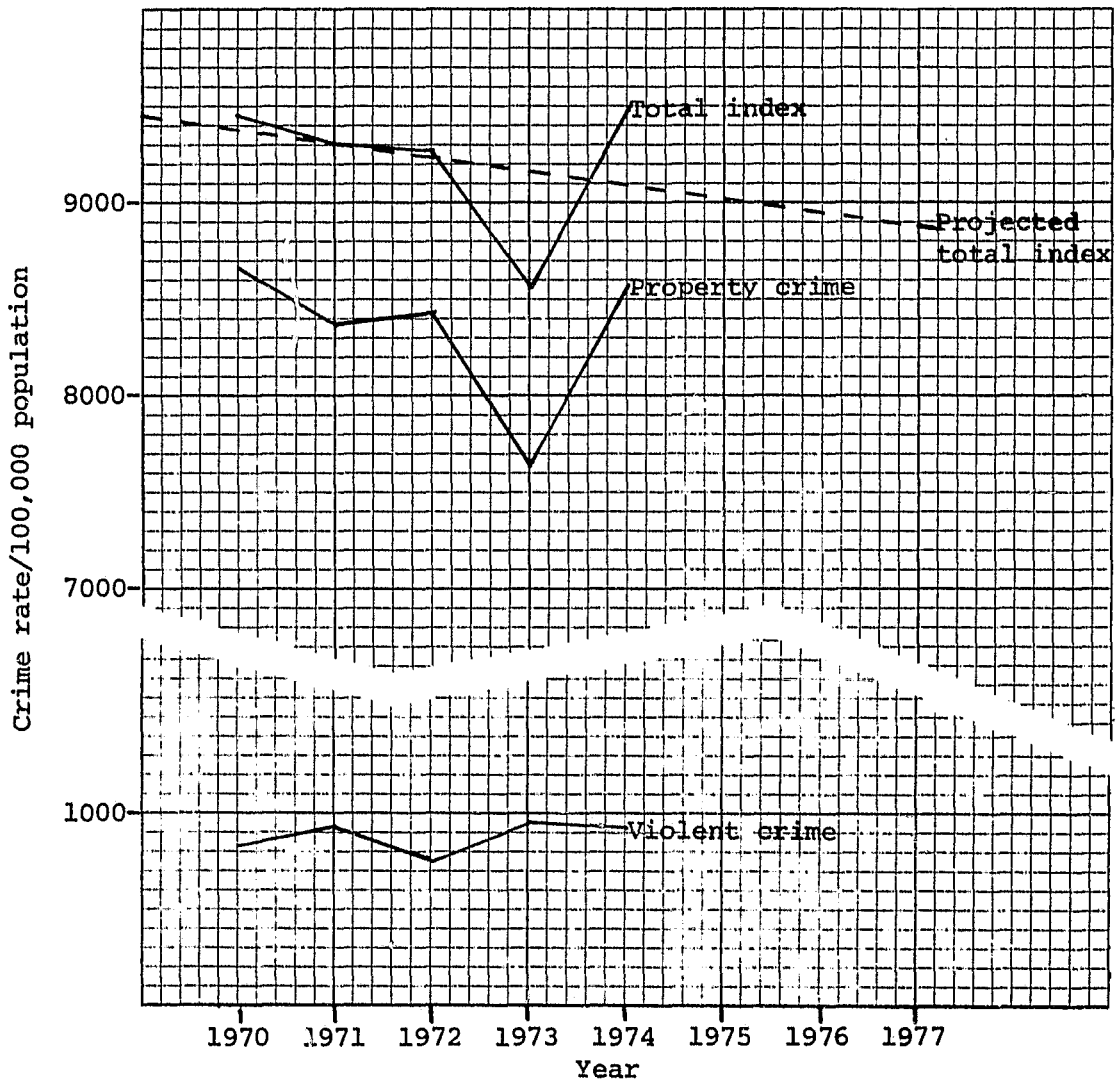
s. Denver County:

The City and County of Denver contained 20.2% of Colorado's population in 1974, and 31.0% of all index crime. There was an 11% increase in index crimes during 1974, part of a statewide increase. This ended three consecutive years of declines, and put Denver back slightly above its 1970 rate.

Murder, rape, and street robbery rates declined in 1974, while aggravated assault showed a slight increase. Total violent crime has decreased slightly for the year. The violent crime rate has increased 14.3% since 1970, for an average yearly rise of 3.6%.

The property crime rate for 1974 was slightly below the 1970 rate, though it did rise 12% from the 1973 rate. The increase occurred in larceny, which rose 16.4%; residential burglary, up 10.2%, and commercial robbery and burglary, up 8.3%. Commercial targets were victimized at a 76% rate during the year, down from 84% in 1971 (based on number of crimes, which includes repeat victims).

Exhibit NN
 Denver County
 Part 1 Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

Regression equation: $Y = -72.1X + 9455.2$

<u>Sequential</u> <u>Year (X)</u>	<u>Year</u>	<u>Predicted crime rate (Y)</u>
1	1970	9,383.1
2	1971	9,311.0
3	1972	9,238.9
4	1973	9,166.8
5	1974	9,094.7
6	1975	9,022.6
7	1976	8,950.5
8	1977	8,874.8

Exhibit OO
Denver County
Part 1, Crime Trends, 1970-1974

Category	1970	1971	1972	1973	1974
Population	514,678	511,231	514,256	512,856	502,635
% of State	23.3	22.4	21.9	21.2	20.2
Population Density	5,417.7	5,381.4	5,413.2	5,398.5	5,290.9
Total Index	48,862	47,646	47,793	44,049	47,744
% of State	41.6	37.8	36.4	32.9	31.0
Rate/100,000 Pop.	9,493.7	9,319.9	9,293.6	8,559.0	9,498.7
% Change in Rate	—	-1.8	-.3	-7.9	+11.0
Rate/1,000 Sq. Mi.	514,336.8	501,536.8	503,084.2	463,673.7	502,568.4
Murder	74	82	89	96	74
% of State	55.2	55.8	45.9	49.7	50.0
Rate/100,000 Pop.	14.4	16.0	17.3	18.7	14.7
Rate/1,000 Sq. Mi.	778.9	863.2	936.8	1,010.5	778.9
Rape	474	431	368	461	403
% of State	59.6	49.2	40.8	48.9	44.4
Rate/100,000 Pop.	92.1	84.3	71.6	89.9	80.2
Rate/100,000 Targets	230.6	209.5	176.5	220.2	195.2
Rate/1,000 Sq. Mi.	4,989.5	4,536.8	3,873.7	4,852.6	4,242.1
Assault	1,685	2,050	1,927	1,906	1,918
% of State	41.2	46.4	37.7	38.3	34.7
Rate/100,000 Pop.	327.4	401.0	374.7	371.6	381.6
Rate/1,000 Sq. Mi.	17,737.8	21,578.9	20,284.2	20,063.2	20,189.5
Street Robbery		1,120	898	1,048	1,015
% of State		70.4	60.5	60.7	55.8
Rate/100,000 Pop.		219.1	174.6	204.3	201.9
Rate/1,000 Sq. Mi.		11,789.5	9,452.6	11,031.6	10,684.2
Commercial Robbery and Burglary		7,184	7,089	6,624	7,544
% of State		47.9	46.5	41.1	39.0
Rate/100,000 Pop.		1,405.2	1,378.5	1,291.6	1,500.9
Rate/100,000 Targets		84,527.6	79,246.3	70,333.4	76,186.6
Rate/1,000 Sq. Mi.		75,621.1	74,621.1	69,726.3	79,410.5
Residential Burglary		8,863	10,569	9,522	10,626
% of State		46.0	37.7	38.7	37.3
Rate/100,000 Pop.		1,733.7	2,055.2	1,856.7	2,114.1
Rate/100,000 Targets		4,522.3	5,329.7	4,741.6	5,225.1
Rate/1,000 Sq. Mi.		93,294.7	111,252.6	100,231.6	111,852.6
Larceny	21,596	20,600	18,984	17,095	19,506
% of State	32.7	28.8	26.9	24.1	23.3
Rate/100,000 Pop.	4,196.0	4,029.5	3,691.6	3,333.3	3,880.8
Rate/1,000 Sq. Mi.	227,326.3	216,842.1	199,832.6	179,947.4	205,326.3
Auto Theft	7,942	7,088	7,661	7,014	6,396
% of State	61.1	55.0	55.2	50.3	47.6
Rate/100,000 Pop.	1,543.1	1,386.5	1,489.7	1,367.6	1,272.5
Rate/100,000 Targets	2,626.0	2,244.2	2,306.1	2,037.5	1,888.4
Rate/1,000 Sq. Mi.	83,600.0	74,610.5	80,642.1	73,831.6	67,326.3
Property	44,649	42,916	43,395	39,176	43,042
% of State	40.8	36.6	35.7	31.6	30.1
Rate/100,000 Pop.	8,675.1	8,394.6	8,438.4	7,638.8	8,563.3
% Change in Rate	—	-3.2	+0.5	-9.5	+12.1
Rate/1,000 Sq. Mi.	469,989.5	451,747.4	456,789.5	412,378.9	453,073.7
Violent	4,213	4,730	4,398	4,873	4,702
% of State	53.5	55.5	46.1	48.3	43.9
Rate/100,000 Pop.	818.6	925.2	855.2	950.2	935.5
% Change in Rate	—	+13.0	-7.6	+11.1	-1.5
Rate/1,000 Sq. Mi.	44,347.4	49,789.5	46,294.7	51,294.7	49,494.7

t. El Paso County:

After small increases in 1971 and 1972, El Paso County's index crime rate jumped 12.1% in 1973 and 11.0% in 1974. The county's 1974 population comprised 11.7% of the state total, and its 1974 crime index accounted for 11.2% of the state crime index.

The rate of violent crime in El Paso County increased an average of 5.6% each year from 1970 through 1974. The average annual increase during the same period for murder was 22.9%, for rape 20.1%, for assault 46.8%, and for street robbery 30.9%.

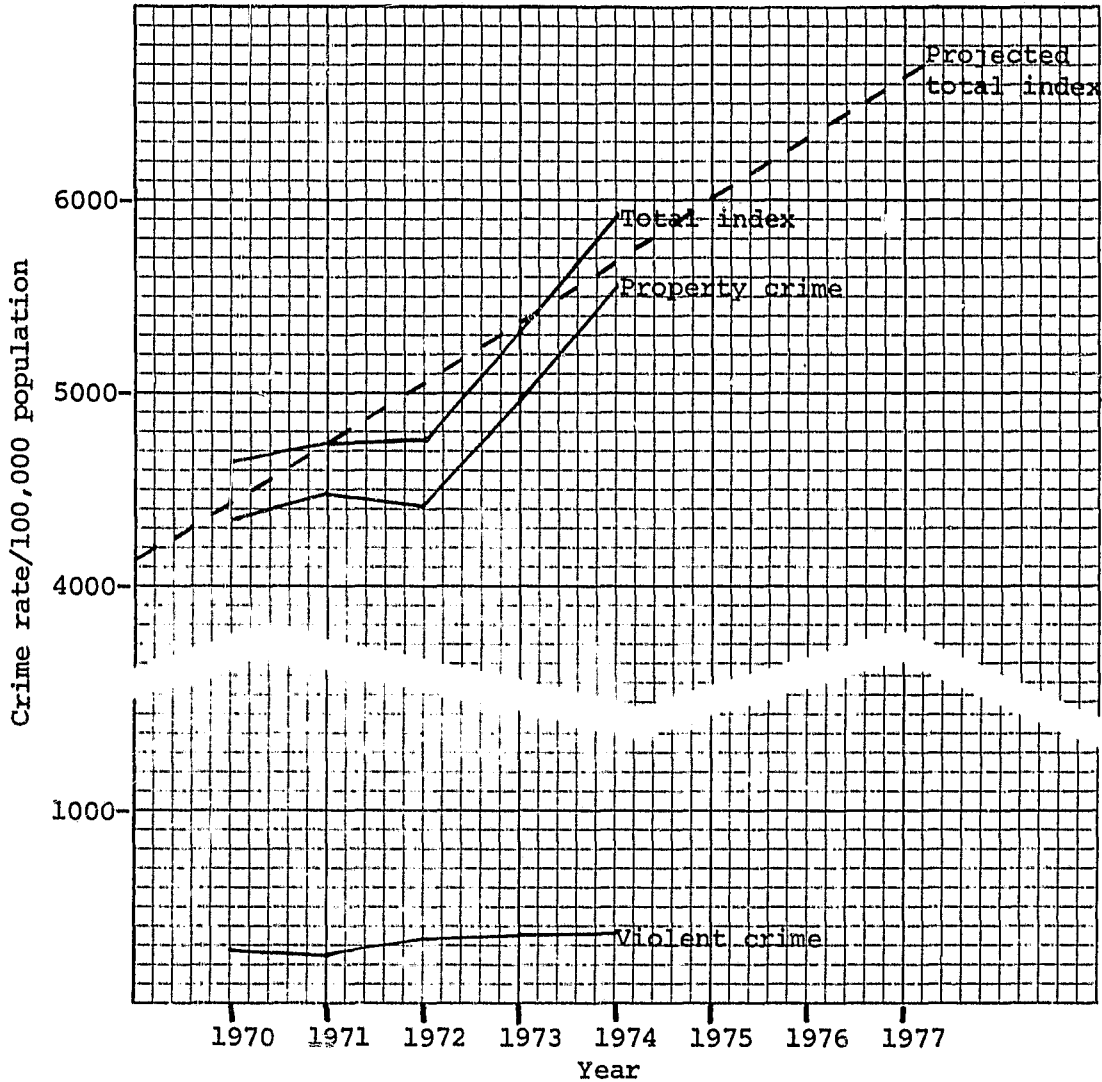
The total property crime rate increased 7.0% annually on the average. The rate of commercial robbery and burglary increased 15.3% annually, the residential burglary rate increased 19.9% annually, the larceny rate 5.8% per year, and the auto theft rate 9.4% per year. The rate of auto theft based on registered motor vehicles, however, increased only 5.8% a year.

u. Jefferson County:

Jefferson County, one of the fastest growing areas in Colorado, had 11% of the state's population in 1974, and 10.2% of the index crimes. Both the number of crimes, and the crime rate have been rising steadily. Since 1970, the rate of violent crime has gone up by 53.8%, and the rate of property crime by 38%.

In 1974, 15,733 index crimes occurred in Jefferson County, as the index increased 6.2%, to a rate of 5,735 per 100,000 people.

Exhibit PP
 El Paso County
 Part 1 Crime Trends, 1970-1977 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

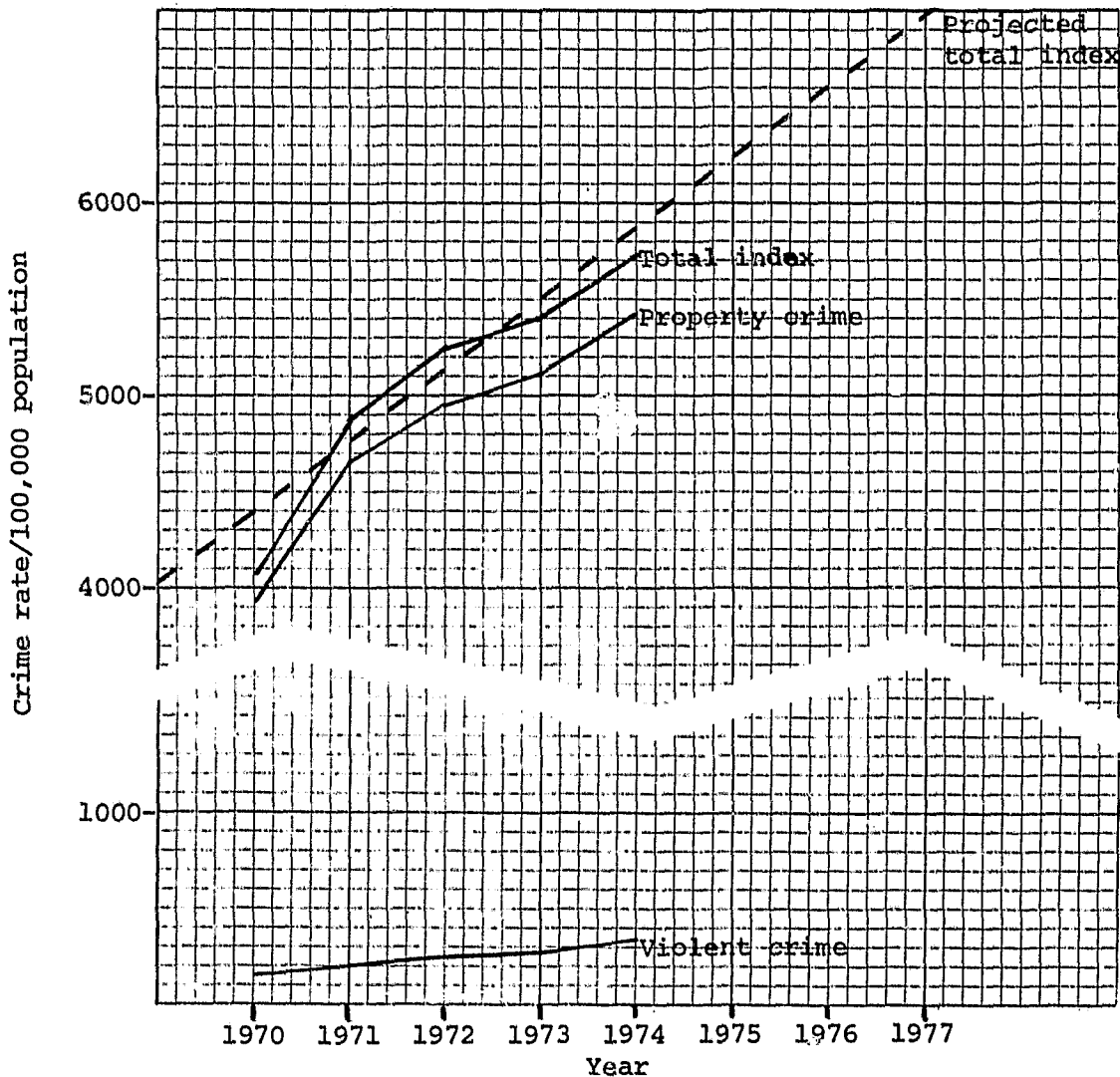
Regression equation: $Y = 313.0X + 4139.0$

<u>Sequential Year (X)</u>	<u>Year</u>	<u>Predicted crime rate (Y)</u>
1	1970	4,452.0
2	1971	4,755.0
3	1972	5,058.0
4	1973	5,391.0
5	1974	5,704.0
6	1975	6,017.0
7	1976	6,330.0
8	1977	6,643.0

Exhibit QQ
El Paso County
Part 1, Crime Trends, 1970-1974

Category	1970	1971	1972	1973	1974
Population	235,972	249,987	264,001	278,016	292,030
% of State	10.7	11.0	11.2	11.5	11.7
Population Density	109.4	115.9	122.4	128.9	135.4
Total Index	10,998	11,803	12,553	14,826	17,289
% of State	9.4	9.4	9.6	11.1	11.2
Rate/100,000 Pop.	4,660.7	4,721.4	4,754.9	5,332.8	5,919.9
% Change in Rate	—	+1.3	+ .7	+12.1	+11.0
Rate/1,000 Sq. Mi.	5,098.7	5,471.9	5,819.6	6,873.4	8,014.0
Murder	11	11	20	14	16
% of State	8.2	7.5	10.3	7.3	10.8
Rate/100,000 Pop.	4.6	4.4	7.5	5.0	5.4
Rate/1,000 Sq. Mi.	5.0	5.0	9.2	6.5	7.4
Rape	63	105	138	111	142
% of State	7.9	12.0	15.3	11.8	15.6
Rate/100,000 Pop.	26.6	42.0	52.2	39.9	48.6
Rate/100,000 Targets	73.9	116.6	145.5	111.4	135.9
Rate/1,000 Sq. Mi.	29.2	48.6	63.9	51.5	65.8
Assault	289	277	292	302	340
% of State	7.1	6.3	5.7	6.1	6.1
Rate/100,000 Pop.	122.4	110.8	110.6	108.6	116.4
Rate/1,000 Sq. Mi.	133.9	128.4	135.3	140.0	157.6
Street Robbery		112	180	244	226
% of State		7.0	12.1	14.1	12.4
Rate/100,000 Pop.		44.8	68.1	87.8	77.3
Rate/1,000 Sq. Mi.		51.9	83.4	113.1	104.7
Commercial Robbery and Burglary		1,294	1,482	1,969	2,302
% of State		8.6	9.7	12.2	11.9
Rate/100,000 Pop.		517.6	561.3	708.2	788.2
Rate/100,000 Targets		40,897.5	42,598.4	51,236.0	55,996.0
Rate/1,000 Sq. Mi.		599.9	687.0	912.8	1,067.2
Residential Burglary		1,688	2,223	2,949	3,381
% of State		8.8	9.5	12.0	11.9
Rate/100,000 Pop.		675.2	842.0	1,060.7	1,157.7
Rate/100,000 Targets		2,223.7	2,828.0	3,608.2	4,023.4
Rate/1,000 Sq. Mi.		782.5	1,030.5	1,367.1	1,567.4
Larceny	6,757	7,399	7,176	7,929	9,421
% of State	10.2	10.4	10.2	11.2	11.3
Rate/100,000 Pop.	2,863.4	2,959.7	2,718.1	2,852.0	3,226.0
Rate/1,000 Sq. Mi.	3,132.5	3,430.2	3,326.8	3,675.9	4,367.6
Auto Theft	795	895	1,000	1,242	1,402
% of State	6.1	6.9	7.2	8.9	10.4
Rate/100,000 Pop.	336.9	358.0	378.7	446.7	480.0
Rate/100,000 Targets	591.1	604.2	607.4	676.8	737.0
Rate/1,000 Sq. Mi.	368.5	414.9	463.6	575.7	649.9
Property	10,300	11,194	11,699	13,838	16,276
% of State	9.4	9.5	9.6	11.2	11.4
Rate/100,000 Pop.	4,364.9	4,477.8	4,431.4	4,977.4	5,573.3
% Change in Rate	—	+ 2.6	- 1.0	+12.3	+12.0
Rate/1,000 Sq. Mi.	4,775.1	5,189.6	5,423.7	6,415.3	7,545.6
Violent	698	609	854	988	1,012
% of State	8.9	7.1	9.0	9.8	9.4
Rate/100,000 Pop.	295.7	243.6	323.4	355.4	346.5
% Change in Rate	—	+17.6	+32.8	+ 9.9	- 2.5
Rate/1,000 Sq. Mi.	323.5	282.3	395.9	458.0	469.1

Exhibit RR
 Jefferson County
 Part 1 Crime Trends, 1970-1974 and
 Predicted Crime Trend, 1970-1977



Crime rate prediction

Regression equation: $Y = 382.6X + 3922.1$

<u>Sequential Year (X)</u>	<u>Year</u>	<u>Predicted crime rate (Y)</u>
1	1970	4,304.7
2	1971	4,687.7
3	1972	5,069.9
4	1973	5,452.5
5	1974	5,835.1
6	1975	6,217.7
7	1976	6,600.3
8	1977	6,982.9

Exhibit SS
Jefferson County
Part 1, Crime Trends, 1970-1974

Category	1970	1971	1972	1973	1974
Population	233,031	242,356	253,681	264,007	274,332
% of State	10.6	10.7	10.8	10.9	11.0
Population Density	297.6	310.8	324.0	337.2	350.4
Total Index	9,505	11,895	13,309	14,262	15,733
% of State	8.1	9.4	10.1	10.6	10.2
Rate/100,000 Pop.	4,078.9	4,887.9	5,246.4	5,402.1	5,735.0
% Change in Rate	—	+19.8	+7.3	+3.0	+6.2
Rate/1,000 Sq. Mi.	12,139.2	15,191.6	16,997.4	18,214.6	20,093.2
Murder	12	3	7	12	12
% of State	9.0	2.0	3.6	6.2	8.1
Rate/100,000 Pop.	5.2	1.2	2.3	4.6	4.4
Rate/1,000 Sq. Mi.	15.3	3.8	8.9	15.3	15.3
Rape	46	61	71	52	59
% of State	5.8	7.0	7.9	5.5	6.5
Rate/100,000 Pop.	19.7	25.1	28.0	19.7	21.5
Rate/100,000 Targets	51.6	67.8	74.9	52.2	56.5
Rate/1,000 Sq. Mi.	58.8	77.9	90.7	66.4	75.4
Assault	131	252	393	404	486
% of State	3.2	5.7	7.7	8.1	8.8
Rate/100,000 Pop.	56.2	103.6	154.9	153.0	177.2
Rate/1,000 Sq. Mi.	167.3	321.8	501.9	516.0	620.7
Street Robbery		91	88	110	128
% of State		5.7	5.9	6.4	7.0
Rate/100,000 Pop.		37.4	34.7	41.7	46.7
Rate/1,000 Sq. Mi.		116.2	112.4	140.5	163.5
Commercial Robbery and Burglary		1,401	1,620	1,656	1,890
% of State		9.3	10.6	10.3	9.8
Rate/100,000 Pop.		575.7	638.6	627.3	680.0
Rate/100,000 Targets		38,268.8	41,538.5	39,836.4	43,299.0
Rate/1,000 Sq. Mi.		1,789.3	2,069.0	2,114.9	2,413.8
Residential Burglary		1,858	2,617	2,650	2,871
% of State		9.6	11.1	10.8	10.1
Rate/100,000 Pop.		763.5	1,031.6	1,003.8	1,046.5
Rate/100,000 Targets		2,485.0	3,259.8	3,074.2	3,154.6
Rate/1,000 Sq. Mi.		2,372.9	3,342.3	3,384.4	3,666.7
Larceny	4,764	7,157	7,497	8,287	9,330
% of State	7.2	10.0	10.6	11.7	11.1
Rate/100,000 Pop.	2,044.4	2,491.0	2,955.3	3,138.9	3,401.0
Rate/1,000 Sq. Mi.	6,084.3	9,140.5	9,574.7	10,583.6	11,915.7
Auto Theft	1,052	1,053	995	1,060	923
% of State	8.1	8.2	7.2	13.2	6.9
Rate/100,000 Pop.	451.4	432.7	392.2	401.5	336.4
Rate/100,000 Targets	680.5	587.6	507.0	489.3	408.2
Rate/1,000 Sq. Mi.	1,343.6	1,344.8	1,270.8	1,353.8	1,178.8
Property	9,162	11,402	12,640	13,540	14,884
% of State	8.4	9.7	10.4	10.9	10.4
Rate/100,000 Pop.	3,931.7	4,685.3	4,982.6	5,128.6	5,425.5
% Change in Rate	—	+19.2	+6.3	+2.9	+5.8
Rate/1,000 Sq. Mi.	11,701.2	14,561.9	16,143.0	17,292.5	19,009.4
Violent	343	493	669	722	849
% of State	4.4	5.8	7.0	7.2	7.9
Rate/100,000 Pop.	147.2	202.6	263.7	273.5	309.5
% Change in Rate	—	+37.6	+30.2	+3.7	+13.2
Rate/1,000 Sq. Mi.	438.1	629.6	854.4	922.1	1,084.3

Nearly all index crimes showed sizable increases in 1974. Exceptions were auto theft which decreased, murder and rape.

In 1974, 11.1% of Colorado larcenies occurred in Jefferson County, for an increase of 12.6% in the rate. Assault rose by 20.3%, and street robbery by 16.4%, though both are still below the statewide average. Residential burglary rose 8.3% in the year, and the rate has gone up 54.5% since 1971. The county's burglary rate per 100,000 targets is higher than the statewide rate, for both residential and commercial targets.

IV-B5 - CHARACTERISTICS OF ARRESTEES

B-5 Characteristics of Arrestees:

a. Limitations of the Data: Data concerning the general population were secured from estimates published by the State Planning Department and classified by age and sex. The figures are for the year 1974. For race characteristics, the source was the 1970 census, so that changes which may have occurred between 1970 and 1974 are not evident in the data. The assumption is made that race characteristics have not changed significantly during that period.

Statistics on the characteristics of arrestees within the state were derived from FBI reports on persons arrested in Colorado during 1974. These data were collected from law enforcement agencies through the bureau's Uniform Crime Reporting program. One problem with this source is that not all agencies provide information, and so the characteristics only partially represent the state. For 1974, the agencies reporting represented a population of 1,776,714 or approximately 71% of the state. It is possible that persons arrested in the remaining 29% of the state might display characteristics different from those reported; however, the assumption is made that any difference is minimal.

Another problem with the arrestee data is that the same person may be arrested more than once during the year; in fact, there is evidence that this occurs regularly. As a result, the characteristics of such persons are counted more than once in compiling an average for persons arrested, resulting in a biased estimate.

In using the information presented, it should be noted that the characteristics portraying arrestees for the state are not necessarily the same as those for offenders. Many arrestees are never linked to an actual offense; some are tied to several; and in a number of instances, more than one arrestee is linked to just one offense. In addition, there is the possibility of bias due to police attitudes and practices in making arrests.

b. Arrestees: Exhibits A and B illustrate the average age, sex, and race of those arrested in connection with Part I crimes in comparison with the same characteristics for the general population. A chi-square (χ^2) statistic was calculated for each characteristic to test the likeness of the arrestee and target populations. In each case, a significant difference was noted between the two populations.

Some 64% of those arrested for violent crimes were under 25 years of age. This is significant since that age group comprises only 46% of the total population. For property crimes, the figures are even more significant with 82% of all arrestees being under 25. For both types of crimes, 15 to 19 year olds contributed most to the total arrestees: 33% for violent crimes and 42% for property crimes.

Although comprising 96% of the population, whites made up only 82% of the total arrestees in 1974. In the violent type crime category, the difference is even more pronounced,

Exhibit A

Comparison of Characteristics of General Population
with Characteristics of Arrestee Population

<u>Offense</u>	<u>General Population</u>			<u>Arrestee Population</u>		
	<u>Mean Age (Years)</u>	<u>Sex (% Male)</u>	<u>Race (% White)</u>	<u>Mean Age (Years)</u>	<u>Sex (% Male)</u>	<u>Race (% White)</u>
Murder	30.5	50.2	96.0	29.3	87.6	71.6
Rape	35.9	00.0	NA	23.1	97.8	69.4
Robbery	30.5	50.2	96.0	20.7	89.3	64.1
Assault	30.5	50.2	96.0	25.8	89.1	78.2
Total Violent	30.5	45.9	96.0	23.9	89.9	71.9

Chi-Square: General Population vs Arrestee Population

	<u>Calculated χ^2</u>		<u>Table Value χ^2 (95% Significance)</u>	
	<u>Violent</u>	<u>Property</u>	<u>Violent</u>	<u>Property</u>
Age	3,647.83	32,746.61	21.03	21.03
Sex	959.61		9.49	
Race	203.39		7.81	

Sources: Age and sex of general population: Colorado Population Projections, 1970 - 2000, Colorado Division of Planning, April, 1976
Race of general population: 1970 U. S. Census
Arrestee characteristics: FBI Uniform Crime Statistics - 1974

Exhibit B

Statewide Age Distributions of Arrestees
vs.
Age Distribution of State Population

	<u>Arrestee Population</u>				<u>State Population</u>	
	<u>Violent Crimes</u>		<u>Property Crimes</u>			
<u>Under 15</u>	275	7.9	6,651	25.8	319,217	25.5
<u>15 - 19</u>	1,161	33.2	10,823	41.9	128,631	10.3
<u>20 - 24</u>	814	23.3	3,788	14.7	130,423	10.4
<u>25 - 29</u>	496	14.2	1,631	6.3	91,929	7.3
<u>30 - 34</u>	285	8.2	905	3.5	87,397	7.0
<u>35 - 39</u>	186	5.3	541	2.1	82,020	6.6
<u>40 - 44</u>	122	3.5	453	1.8	76,213	6.1
<u>45 - 49</u>	76	2.2	353	1.4	73,392	5.9
<u>50 - 54</u>	48	1.4	294	1.1	66,370	5.3
<u>55 - 59</u>	19	0.5	144	0.6	56,232	4.5
<u>60 - 64</u>	10	0.3	100	0.4	45,891	3.7
<u>Over 64</u>	6	0.2	123	0.5	93,836	7.5
<u>Total</u>	3,498	100.0	25,811	100.0	1,251,871	100.0

Agencies reporting - 55
Population - 1,747,435
Source: FBI Uniform Crime Reports - 1974

with whites totaling only 72% of those arrested. Thus, non-whites although making up only four percent of the population, accounted for 28% of those arrested for violent crimes.

The chi-square test for race showed that the arrestee and general populations were dissimilar, but it should be noted that there is a high degree of correlation between the two populations. This is illustrated in Exhibit C. The correlation is most evident in Regions 3, 4, and 9. Each of these regions contain proportions of non-whites which are much greater than the other regions of the state, and each has a more than proportionate number of non-white arrestees.

The state's population is evenly divided between male and female, the percents being 50.2 and 49.8, respectively. However, males greatly outnumbered females among arrestees for all crime categories. Of those arrested for violent crimes, 89.9% were male. Of those for property crimes, 74.2% were male, 25.8% female.

The distribution of arrests by planning region is shown in Exhibit D. The data making up this table are somewhat limited, due to the number of non-reporting agencies; however it does reveal some apparent relationships. These regions with the highest populations tend to have the highest arrestee rates per population represented, with the exception of Region 12, which has the highest arrestee rate, but ranks eleventh in population (Region 12 also has the highest crime rate.).

Exhibit C
Race of General Population
v.
Race of Arrestee Population

<u>Planning Region</u>	<u>General Population (% White)</u>	<u>Arrestee Population (% White - Average for All Part I Arrests)</u>	
1	99.3	97.2	
2	99.0	99.2	
3	94.8	81.7	
4	93.8	74.5	
5	99.9	92.7	
6	99.0	98.5	
7	98.2	95.8	χ^2 calc =
8	99.4	100.0	514.02
9	94.8	81.9	χ^2 table =
10	99.0	99.0	21.03
11	99.2	98.5	(95% Confidence)
12	99.7	97.6	Coefficient of
13	98.8	98.3	Correlation
			r = 0.997

Sources: FBI Uniform Crime Reports - 1974, 55 agencies reporting representing 1,747,435 population
Colorado Population Projections, 1970-2000,
Colorado Division of Planning, April, 1976.

Exhibit D
 Number of Arrests
 By Region
 1974

Planning Region	No. of Agencies Reporting	Population Represented	No. of Arrests		
			Part I Total	Violent	Property
1	3	23,243	145	9	136
2	4	109,340	1,284	129	1,155
3	21	1,171,131	20,658	2,505	18,153
4	3	180,995	3,167	279	2,888
5	2	12,027	47	21	26
6	6	36,402	281	43	238
7	3	121,950	2,472	400	2,072
8	1	5,139	54	16	38
9	3	26,573	333	13	320
10	3	9,638	100	16	84
11	4	32,740	556	57	499
12	5	11,686	346	46	300
13	5	32,029	175	8	167
State Total	63	1,772,893	29,618	3,542	26,076

IV-B6 - CHARACTERISTICS OF THE VICTIM

B-6 Characteristics of the Victims:

Data were not sufficient to allow for an accurate portrayal of statewide victimization; however, a detailed survey was conducted for Denver in 1972 by the Denver Anti-Crime Council.* Exhibit A illustrates the contrast in characteristics of the victim, as determined by that survey when compared with characteristics of the city population. The chi-square tests illustrate that, in all probability, the two populations are dissimilar. This is true, even at a level of significance of .999.

The average age of the population in Denver during 1974 was 34.6, as opposed to a mean age of 27.8 for the victims. The average age of victims was lower for all crime categories studied. Data were not available on murder.

When sex of victims is compared with that of the population in general, it is evident that males are highly over-represented as victims in all crimes except rape. Although males made up only 47.3% of the population, they composed 64.7% of the victims for violent crimes.

Data on race were not available for individual crimes, but the total for all violent crimes was available. Some 90.8% of the population in 1974 was white, compared with 91.0% of the victims. Clearly, there is no significant difference between the two.

* Analysis of 1972 Denver Victimization Survey, City and County of Denver, High Impact Anti-Crime Program, Denver 1974.

Exhibit A
 Comparison of Characteristics of General Population with
 Characteristics of Victim Population in Denver in 1974

<u>Offense</u>	<u>General Population</u>			<u>Victim Population</u>		
	<u>Mean Age</u>	<u>Sex (% Male)</u>	<u>Race (% White)</u>	<u>Mean Age</u>	<u>Sex (% Male)</u>	<u>Race (% White)</u>
<u>Murder</u>	34.6	47.3	90.8	NA	NA	NA
<u>Rape</u>	41.4	00.0	--	27.1	3.8	NA
<u>Robbery</u>	34.6	47.3	90.8	29.8	74.5	NA
<u>Assault</u>	34.6	47.3	90.8	26.2	65.6	NA
<u>Total</u>	34.6	47.3	90.8	27.8	64.7	91.0

Chi-Square: General Population vs Victim Population

	<u>Calculated χ^2</u>	<u>Table Value χ^2 (95% Significance)</u>
<u>Age</u>	1328.71	7.81
<u>Sex</u>	2055.06	7.81

IV-B6-2

IV-B7 - ADJUSTMENTS FOR NON-REPORTED CRIMES

B-7 Adjustments for Non-Reported Crimes:

In 1972, a detailed victimization survey was conducted in the City and County of Denver, by the Denver Anti-Crime Council staff (Impact Cities).¹ For the City of Pueblo, a similar survey was conducted in 1974.² Based on these two surveys and FBI Uniform Crime Reporting, an estimate was made of the percent of crimes that went unreported during 1974. The results are displayed in Exhibit A. Data were not available for murder.

In 1974, there were 908 rapes reported to authorities statewide. Both the Denver survey and the Pueblo survey revealed high non-reporting rates for this crime (55 and 47 percent, respectively). It is estimated that the 908 crimes reported represent only 53% of the actual crimes committed. That is, there were an additional 716 rapes which were committed, and which went unreported.

The rate at which robberies were reported was about the same as the reporting rate for rapes. Only 55% of the victims of this crime reported the incidents to the authorities.

Aggravated assault experienced a very high non-reporting rate (54%), meaning that about 4,491 of all assault type crimes went unreported.

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1. Analysis of 1972 Denver Victimization Survey, City and County of Denver, High Impact Anti-Crime Program, Denver 1974.
 2. Grisby et. al., Criminal Victimization - A Study of Crimes and Police in Pueblo, Colorado, Resource Planning Corporation, Washington, D.C., 1974.

Exhibit A

Total Reported Part I Offenses and
Estimated Total Offenses, 1974

<u>Offense</u>	(State) Number Reported Offenses- ¹	(State) Arrests- ²	Denver & Pueblo Victimization Survey Offenses Rptd- ³	Estimated Percent Reported Denver Pueblo	(State) Estimated Total Offenses- ⁴	(State) Estimated Percent Reported- ⁴
Murder	148	138	---	--	---	--
Rape	908	320	807	55	47	1,523
Robbery	4,137	1,297	4,537	54	58	7,522
Ag. Assault	5,529	1,800	4,937	46	46	12,020
Burglary	46,003	5,833	30,562	62	58	75,415
Larceny	83,722	17,906	72,628	31	38	226,962
Auto Theft	13,441	2,359	8,747	78	94	16,801
Property	143,166	26,098	111,937	43	48	319,178
Violent	10,722	3,555	5,424	49	49	21,403
Total Part I	153,898	14,054	117,361	44	48	340,581

1. Number of reporting agencies and population represented are 104 and 2,293,962 respectively. The figures represent an estimate of the total for the state based on those agencies reporting.
2. Number of reporting agencies and population represented are 55 and 1,776,714 respectively. The figures represent an estimate of the total for the state based on those agencies reporting.
3. Victimization survey offenses were reported for Denver and Pueblo only.
4. Estimated from Denver and Pueblo figures.

IV-B7-2

An estimated 61% of all burglaries are reported to the authorities. This represents the second highest reporting rate of all Part I crimes. In the aggregate, approximately 39,400 burglaries went unreported.

The lowest reporting rate (32%) occurred for larcenies. An estimated 140,000 larcenies were unreported in 1974, while only 84,000 of these crimes were reported to authorities.

An estimated 16,800 automobiles were stolen within the State of Colorado during 1974. Of these, 13,441 were reported to police, or about 80%. There were 3,360 auto thefts which were not reported to authorities during 1974.

According to the survey, people generally reported a higher proportion of violent crimes than property crimes.

For a detailed analysis of the subject, the Denver and Pueblo surveys should be consulted.

IV-B7 - CHARACTERISTICS OF VIOLENT CRIMES

B-8 Characteristics of Violent Crimes:

Data regarding violent crimes were compiled by a survey done on reported crimes in 1972 by the Division of Criminal Justice. A summary is presented in Exhibit A for rape, robbery and aggravated assault. Data for murder are unavailable.

According to the survey, the greatest number of rapes occurred within the residence of the victim (40%), with the second most frequent location for the crime being in some type of vehicle (29.2%). In the majority of incidents, no weapon was present, but strongarm tactics were used. The victim was usually unharmed (70.8%), and those who were harmed nearly always suffered only minor injuries. The crime occurred chiefly during hours of darkness.

Robbery occurred most frequently in commercial establishments (61%), and the offender was usually armed with some type of firearm (57%). Injuries were infrequent and monetary loss minimal in most cases. As with rape, this type of crime occurred mainly during hours of darkness.

Occurrences of assaults were fairly evenly distributed between the victim's residence and an outside location. In the majority of incidents no weapon was present, although firearms and knives were used in 21% and 19% of cases, respectively. Frequently an assault resulted in injury to one or more parties (65%), and again, the incident occurred most often during hours of darkness. Seldom was there any monetary loss.

Exhibit A

Characteristics of Violent Crimes

	<u>Rape</u>	<u>Robbery</u>	<u>Aggravated Assault</u>
<u>Location</u>			
Street	13.9%	14.0%	29.0%
Residence	40.0%	7.8%	36.5%
Commercial	4.6%	60.9%	19.3%
Auto	29.2%	9.5%	4.3%
Other	12.3%	7.8%	10.9%
<u>Weapon Type</u>			
Gun	1.4%	57.2%	21.5%
Knife	6.9%	5.6%	19.1%
Other	61.2%	26.1%	53.2%
Unknown	30.6%	11.1%	6.2%
<u>Injury</u>			
Yes	29.2%	18.3%	65.0%
No	58.8%	75.6%	28.1%
Unknown	18.0%	6.1%	6.9%
<u>Monetary Loss</u>			
Under \$50	92.9%	43.8%	94.9%
\$50 - \$99	7.1%	19.0%	1.3%
\$100 - \$249	--	19.6%	3.8%
\$250 - \$499	--	9.8%	--
\$500 & Over	--	7.8%	--
<u>Time of Occurrence</u>			
6 a.m. - 6 p.m.	28.8%	22.4%	30.0%
6 p.m. - 6 a.m.	71.2%	77.6%	70.0%

Source: 1974 Colorado Reported Crime Survey - Division of Criminal Justice

IV-B9 - CHARACTERISTICS OF PROPERTY CRIMES

B-9 Characteristics of Property Crimes:

Data on property crimes were collected from a variety of sources. FBI Uniform Crime Reporting provided data on the amount of loss and recovery rates. The annual reports of Pueblo, Colorado Springs, and Denver Police Departments were the source of information regarding type of property, time of occurrence and the recovery rate. Estimations of the state characteristics were made from the information collected. However, due to the limits of the data, these estimates are of questionable validity.

Commercial establishments suffered a loss of approximately \$354,000 by robbery during 1974. The type of loss was essentially limited to cash and currency. About \$5,500,000 worth of property was reported burglarized from this type of establishment and the loss included currency and checks, office equipment, and electronic equipment. The majority of burglaries occurred during hours of darkness (84%). Recovery of stolen property taken during commercial robberies and burglaries was about 11%.

Residential burglaries resulted in a loss to victims of \$9,585,000. The loss consisted chiefly of currency and notes, jewelry, clothing, televisions, radios and other electronic equipment. Some 75% of all residential burglaries occurred at night, with 22% occurring during daytime hours. Recovery of stolen items was minimal (about 10%).

CONTINUED

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Losses due to auto thefts totaled \$12,442,000, the highest value of any property crime. However, over 70% of those autos stolen were recovered, leaving a net loss of only \$3,608,000. Information regarding the time of occurrence was not available.

IV-B10 - DISPOSITIONS

B-10 Dispositions:

According to the FBI Uniform Crime Reporting for 1974, 153,898 Part I offenses were reported during 1974 in Colorado. Of these offenses, about 32,029 (or 20.8%), were cleared by 29,672 arrests. The dispositions of those arrested are displayed in Exhibit A on pages IV-B10-2 and -3. In the exhibit, 4,622 Part I offense cases are listed as having been filed by original charge. These represent cases filed in district courts. However, there are some instances of Part I crimes being handled by county courts, and so the filings listed do not represent the true total for the state. The number of cases filed in county courts is unknown.

Of those cases filed and completed, 48.8% resulted in convictions, with only 2.0% ending in acquittals. Some 26.9% of the cases stopped with dismissals, and 5.5% resulted in deferred prosecution. Another 16.3% of those cases filed during 1974 were still in process at the time the data were collected.

Only 41.1% of those convicted of Part I offenses were subjected to imprisonment. Of those imprisoned, 719 were incarcerated in the penitentiary or reformatory, and an additional 208 were sentenced to the county jail. 837 (or 37%) of those convicted were placed on probation. Those remaining were fined, given deferred sentences, referred to other agencies or given suspended sentences.

Exhibit A
Flow of Offenses, Arrests and Dispositions
1974 State Total, Part I Crimes

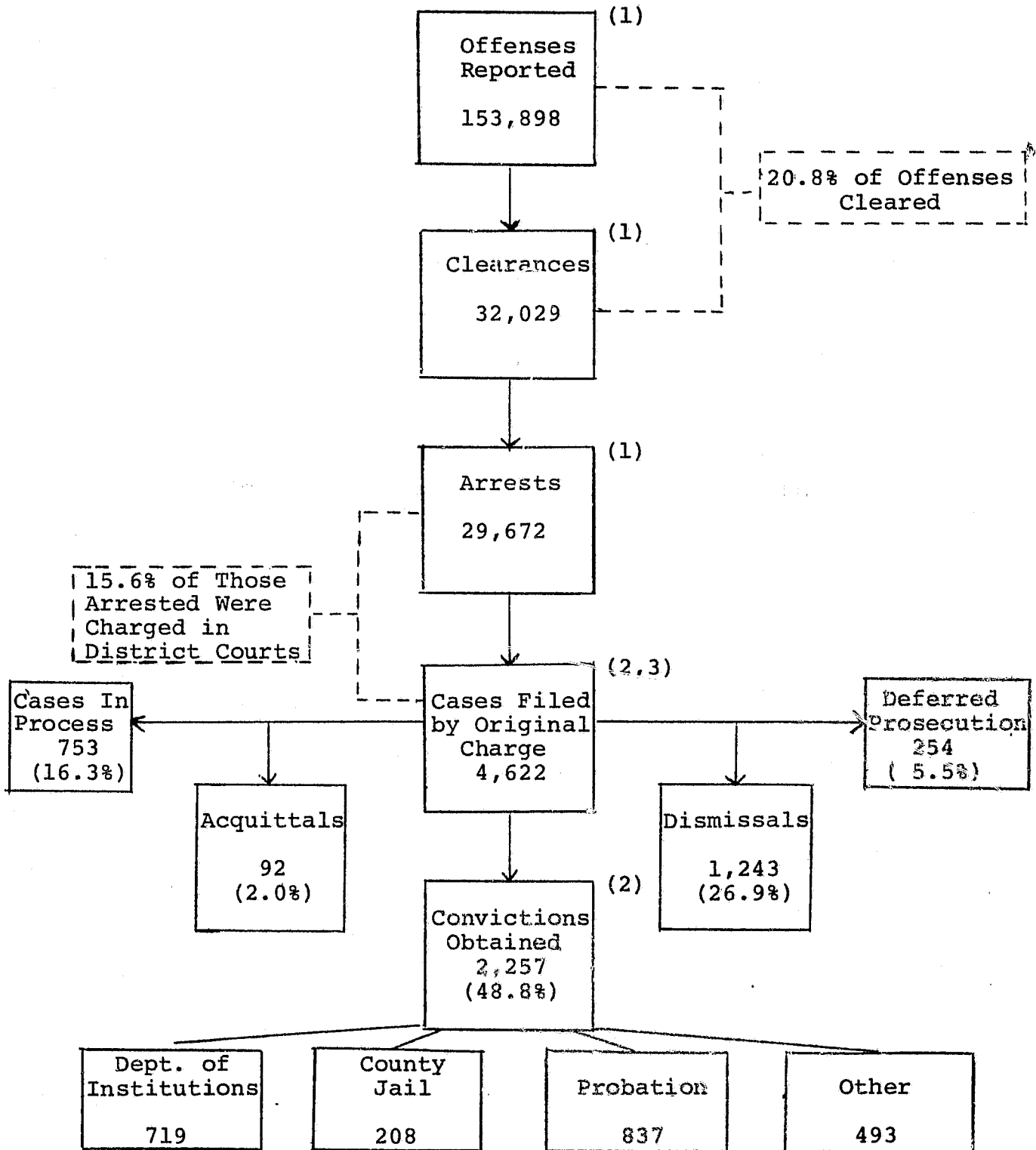


Exhibit A (Cont.)

- (1) FBI Uniform Crime Reports, 1974 - the figures represent an estimate of state totals based on those agencies reporting.

Arrests: 55 agencies reporting, representing 1,747,435 population.

Offenses: 104 agencies reporting, representing 2,293,967 population.

Clearances: Clearances for 1974 were not available. An estimate was made based on the historical relation between arrests and clearances during past years. Thus, the base population and agencies reporting are the same as for arrests.

- (2) Colorado Judicial Department.

- (3) This does not represent the true filing figure as it includes only filings in district courts. Some Part I offenses were filed in county courts and they are not included in these totals. Data on filings of Part I offenses in county courts are not available.

IV-B11 - SPECIAL SURVEYS

B-11 Special Surveys:

During the past year, efforts were made to gear up to statewide collection of crime data in support of the Uniform Crime Reporting (UCR) program, in addition to more comprehensive crime analyses. The Statistical Analysis Center (SAC) analysis of what limited crime data were available from the FBI/UCR program, was provided in an earlier section of this chapter. Similarly, the Regional Planning Units (RPU) performed various analyses of crime problems for their respective boundaries.

Region 3 has recently undertaken a geographic crime mapping survey for Arapahoe County. This project is being expanded to generate computer crime maps and selected crime characteristics for jurisdictions in Region 3, including a halo area for the crime, burglary.

The Neighbors Act Program, operating in Denver, included a small victimization survey for high crime incidence areas in the city. A follow-up survey to be completed in August of 1976 will update a similar survey of a year ago, comprised of approximately 1,000 households. This survey will provide comparative data for purposes of identifying trends for selected impact offenses.

It is hoped that additional crime surveys can be undertaken in the future, as better data become available.

IV-B12 - NON-UCR REPORTING

B-12 Non-UCR Reporting:

Recent data from the FBI indicate that 106 law enforcement agencies in Colorado reported complete UCR offense data to the Bureau during calendar year (CY) 1975. An additional 35 agencies submitted partial year data. This brings the total to 141 (or 58.8%) of the approximately 240 law enforcement agencies in the state. However, when population served is taken into account, the picture changes markedly. The 106 agencies which reported for the entire 12 months in 1975 served an aggregate population of approximately 2,310,000 (or roughly 90%) of the state's 1975 population. It should be noted that the FBI estimates crimes for agencies not reporting, or for those agencies which only reported for a part of the year.

The Colorado UCR program which was underway in January of 1976, is expected to impact non-reporting in the state. Five field representatives assigned to the CBI make regular calls on law enforcement agencies within their respective territories, to provide much needed assistance related to proper tabulating of UCR data. It will likely be some time before the efforts of this program will be realized, due to the vast number of agencies and the varied skills and knowledge of agency personnel regarding the UCR program. Nonetheless, these efforts should produce positive results in the long run.

IV-B13 - DATA NEEDS

B-13 Data Needs:

As pointed out in an earlier section of this chapter, there are numerous limitations associated with the use of Uniform Crime Reporting (UCR) data to support comprehensive criminal justice planning. Equally important, are a number of issues/problems which if properly resolved, could greatly enhance the availability of information for criminal justice planning. One such issue deals with mandatory crime reporting. In the absence of specific legislation requiring that all law enforcement agencies report at least minimal information related to criminal incidents and arrests, it is unlikely that the quality of information currently available will improve markedly. Through the development of the State Privacy and Security Plan, a milestone dealing with the drafting of mandatory reporting legislation was established. It is hoped that this milestone can be attained in the up-coming legislative session.

A closely related problem stems from the lack of a statewide, systematic procedure for reporting judicial dispositions. Current legislation provides that judicial disposition data will be reported to the CBI in accordance with procedures agreed upon between the CBI Director and the State Court Administrator [CRS 1973, §24-32-412(3)]. Indeed, this deficiency was acknowledged in the Privacy and Security Plan and should be alleviated through attainment of milestone number 27 in that plan, which deals with drafting more

specific legislation requiring disposition reporting by the judiciary. The Division of Criminal Justice staff have been working with the Judicial Department's staff in recent months in hopes of developing procedures for accomplishing disposition reporting.

Another issue confronting users of crime data deals with the quality of the information collected and processed. In the absence of a statewide systematic, standardized reporting system, it is very difficult to unify the procedures utilized by any given law enforcement agency in terms of proper classification of offenses. It is envisioned that the state UCR program currently underway will improve this matter. At least the presence of field staff for the first time, should enable us to attain a more realistic understanding of the magnitude of the problem.

While the victimization surveys conducted to date have enabled us to glean a vast amount of knowledge about the extent of non-reported crime, additional work remains to be done in this area. Not only should updates be conducted in the areas previously surveyed, but also additional surveys should be conducted in other areas of the state in order to identify possible differences.

Another problem encountered regularly in the use of crime data for planning stems from the lack of available data by jurisdiction. Population density and crimes per square mile are of limited value when computed by planning

region or SMSA. This is because the jurisdictions are, in most cases, a mixture of several densities, and thus an average does not show a true picture of how crime rates change with population density. As better data become available from the state UCR program, areas can be grouped according to population density (i.e. cities could be one group, suburbs another group, and small towns another group, etc.). In this manner crime rates between areas of different densities could be compared.

Another problem requiring some form of resolution deals with double counting of persons arrested more than once in a given time period when estimating arrestee characteristics. It is conceivable that a relatively small number of repeat arrestees are biasing the information utilized to estimate characteristics of arrestees. As the use of a standard identifier is expanded within the state, it will be possible to sort out repeat arrestees, thus eliminating the problem.

The Comprehensive Data System (CDS) program has provided a significant contribution toward improving the state of the art for criminal justice statistics. The Statistical Analysis Center (SAC) grant has provided a focal point for the collection, analysis and dissemination of data which was not previously available. The SAC has also made great strides in bringing together proponents from law enforcement, courts and corrections to begin to view the criminal justice community as a system. Much assistance has been provided to

coordinate the development of Criminal Justice Information Systems (CJIS) within the state. The SAC has been a tremendous aid to the SPA in preparing data requirements for the State Comprehensive Plan.

The advent of a state UCR component late in 1975 should be a further enhancement to overall CDS development in Colorado. The effect of these two components is expected to be more readily discernable as better data become available.

IV-B14 - CRIME ANALYSIS CAPABILITY

B-14 Crime Analysis Capability:

As pointed out in a previous section of the Plan (Chapter III, Detection and Apprehension), formal crime analysis units have been supported by LEAA funds in three of the five SMSAs in the state. It is planned that this capability will be expanded within the next year to include the Fort Collins and Greeley SMSAs. Denver has its own crime analysis capability in support of a Special Crime Attack Team (SCAT). In addition to this resource, the Denver Anti-Crime Council has a staff whose duties include crime analysis and crime analysis training. The Statistical Analysis Center (SAC) staff within the SPA perform crime analysis for the 13 planning regions, as well as for the state as a whole. This effort has been hampered in recent years by the general lack of comprehensive data about crime across the state. Beginning in January 1976, the Colorado Bureau of Investigation began administering a state-level UCR program which is expected to greatly enhance the availability of statewide crime data.

It is planned that SPA, SAC and RPU staff will attend the training courses to be sponsored by LEAA this fall. Additionally, the SPA and SAC will be participating in a crime analysis training seminar with Region VIII LEAA staff scheduled for next October. As improved data become available, the SAC will undoubtedly expand its crime analysis activities.

IV-B15 - RELATIONSHIPS TO OTHER PLAN SECTIONS

B-15 Relationships to Other Plan Sections:

The analyses presented in the foregoing sections of this chapter together with the treatment of needs and problems which follow in Section C of this chapter, have provided the basis for developing the multi-year and annual action components of the Plan. The latter analyses are presented according to the 12 functional categories embodied throughout the Plan. Since these same 12 categories were utilized for development of Criminal Justice Standards, the process of integrating deficiencies and standards was greatly enhanced. Based upon a review of deficiencies, standards, and available resources (Chapter III), goals were established for each functional category. Attainment of these goals is further aided through the objectives established for each of the 32 programs aligned to the 12 functional categories. Thus, the annual action and multi-year components reflect an analysis of existing resources, needs, problems and deficiencies identified, and Criminal Justice Standards established by the Commission on Criminal Justice Standards.

C. CRIMINAL JUSTICE DEFICIENCIES AND UPGRADE

Introduction

The problems and needs presented here are divided into a systemic flow by functional area, thus reflecting the organization of Chapter Three and anticipating that of Chapter Five. Implicit in these deficiencies of Colorado's criminal justice system are the goals which must be pursued to realize positive change--crime reduction and system improvement. Because the goals flow directly from system deficiencies, problems and needs, goals, and standards aimed at specific improvements are integrated in this section.

Too lengthy and detailed for inclusion in the text, the standards drafted by the Colorado Commission on Criminal Justice Standards and Goals

appear in full in Appendix C. The standards, which themselves state specific goals, are quoted, paraphrased or cited where applicable. As some standards await final action by the State Council on Criminal Justice, each standard noted in Appendix C is labeled either "approved" or "proposed". Editors have refrained from changing the standards in any way.

The systemic organization of needs, goals and standards performs an important function. The flow demonstrates the needs of each systems component, but perhaps more significantly, it identifies problems facing the criminal justice system and indicates solutions demanding concerted efforts of all systems components. This systemic approach forms a baseline for determining priorities for specific project development, proposed correcting legislation, or commitment of staff and technical assistance resources... all as they relate to the objectives and standards of accomplishment promulgated by the categories of Chapter Five.

Because of their dense population, the high crime SMSA's of Denver, Colorado Springs, Weld and Larimer Counties, and Pueblo face particular problems demanding special attention. Subsection C-13 discusses these problems.

IV-C1-COMMUNITY

C-1. Community

As noted in the "Existing Resources" section, public information/education (PIE) programs in Colorado's criminal justice system are, at best, limited. In fact, the number of agency public information officers (PIO) has actually declined since last year, and ~~two~~ LEAA-funded PIE programs are ^{not} expected to terminate during the current calendar year.

While these facts, in and of themselves, represents a system-wide deficiency, the most urgent problem plaguing the PIE picture is the lack of universal understanding regarding the goals and functions of PIE programs and staff. In effect, where does PIE fit into the criminal justice system and what should PIOs do?

To answer these questions it is first necessary to understand the vast differences between PIE and PR (public relations). While public relations is a worthy profession with a valid place in the private sector, it does not provide the philosophical base nor the wherewithal required by a public agency dedicated to the dissemination of unbiased information regarding its plans and activities, its successes and failures.

Reduced to its most elementary definition, PIE is simply one of many public services performed by a governmental agency; and on an operational level PIE is carried out in two distinct domains: the internal and the external.

The goals of internal PIE generally fall into four broad categories: (1) effective, ongoing communication between staff and line personnel; (2) effective, ongoing communication between management and employee organizations; (3) effective communication, as required, with governmental decision makers such as the Governor,

mayors, city managers, state legislators (legislative committees), county commissioners, city council members, the State Council on Criminal Justice and regional criminal justice planning councils.

External PIE goals are as diverse as a particular agency's audiences and might include any one or all of the following: the general public, professional associations and educational institutions, community and civic organizations, other appropriate elements in the public and private sectors.

As to understanding the role of the PIO, it is first necessary to dispel the stereotyped image of a "flack catcher" who "fronts" for the agency and its management. The professional PIO is literally a conduit through which information passes into and out of the agency to and from the agency's internal and external audiences. The PIO who performs at an optimum level ensures that timely, accurate information is disseminated routinely and upon request, and, of equal importance, he or she makes certain that swift responses are made to inquiries, suggestions and complaints coming into the agency.

In a very practical sense, well-conceived, well-conducted PIE programs and efficient PIOs contribute immeasurably to the agency's creditability with its employees and its public--factors vital to the agency's overall integrity and ability to meet its public service objectives.

Obviously, few governmental functions are as public-service oriented as the criminal justice system; therefore, the need for effective criminal justice PIE programs is critical. Specifically, four broad areas need to be addressed:

1. Citizens--meaning organized groups and the general public--need to be continually informed about the goals

and functions of criminal justice agencies and how they relate to community needs, educated as to their role in criminal justice programs and actively and meaningfully involved, most notably in crime prevention programs.

2. System practitioners need to make greater efforts to inform their internal and external audiences about the successes and failures of programs based on expert evaluation and all other reliable measures.

3. All involved parties--governmental decision makers, system practitioners, the public and offenders--need to be better informed and educated regarding the dynamic area of community corrections, for the concept cannot succeed without the understanding and support of everyone involved.

4. System practitioners in all criminal justice agencies need to establish and maintain ongoing, productive communications among their agencies in a concerted effort to reduce wasteful duplication, improve the delivery of services through effective coordination and enhance the overall functioning of the criminal justice system.

Each of these needs is addressed by one or more standards. The philosophical basis for informing, educating and involving the public in the criminal justice system is embodied in Standard 1-A (THE COMMUNITY) which places the responsibility for addressing these needs on local governments.

Specifics as to how this philosophy can be translated into operation are presented in Standard 1-B (GOVERNMENT

RESPONSIVENESS TO THE COMMUNITY) and Standard 1-12-C (PUBLIC INFORMATION/EDUCATION IN THE CRIMINAL JUSTICE SYSTEM), both of which outline suggested procedures for developing and implementing programs designed to create and maintain open lines of communicating between an agency and its audiences, thus setting the foundation upon which agency-community action can be built.

The extremely critical area of crime prevention is set forth in two standards, I 1-A (CRIMINAL JUSTICE ROLE) and 2-B (COMMUNITY ORGANIZATIONS' ROLE IN CRIME PREVENTION), which together offer a bold approach to coordinating a joint system-public attack on crime--including the integration of alcohol and drug abuse treatment services.

Standard 1-C (LAW ENFORCEMENT ROLE), while it is addressed directly to law enforcement agencies, sets a prime example for the need to define and educate employees and public alike regarding the roles, responsibilities and modus operandi of those employed in the criminal justice system. And the paramount need for coordination among criminal justice agencies is spelled out in Standard 1-E (COOPERATION AND COORDINATION).

As the press and electronic media must play a significant role in addressing all PIE needs in the criminal justice system, a separate standard, 1-12-C (MEDIA RELATIONS IN THE CRIMINAL JUSTICE SYSTEM), proposes procedures aimed at fostering an efficient, productive working relationship between the media and the system which should meet the needs of both and at the same time serve the public's needs for timely, accurate information.

IV-C2-PREVENTION

C-2. Prevention:

Presently within the State of Colorado, no consolidated or coordinated efforts exist to implement "proactive" solutions to stabilize or reduce crime.

a. Law Enforcement: Administrators have traditionally attempted to control or reduce crime in the generally unsuccessful "reactive" manner. Statistical analysis regarding arrest and conviction rates clearly indicates that the majority of crimes are not successfully cleared through prosecution. With the existence of this situation, an alternative strategy must be developed and implemented to stabilize or reduce the incidence of crime.

Numerous law enforcement agencies throughout the state have reacted to this need by establishing crime prevention components within their organizational structures. In most cases, these efforts have proven both costly and generally ineffective. This result is partly due to the lack of available resources, effective planning and coordination. There are some readily identifiable reasons for the failure to optimize success in this segment of law enforcement. Specifically:

(i) There has generally been a lack of public awareness and involvement in crime prevention activities due to present limited funding and resource availability for single agencies. No large-scale efforts have been initiated to educate and utilize the vast resource of community input. Individual agencies working independently lack the collective ability to organize an effective media and educational program which would serve the best interests of their entire area.

(ii) The obvious duplication resulting from a lack of combining services, techniques and facilities has often proven both expensive and wasteful. Due to the lack of any coordination and central implementation structure, crime prevention representatives have failed to obtain their potential effectiveness in many areas. Operation Identification is an area typically lacking in coordination. Law enforcement agencies acting individually have generally adopted a personal identifier for their city or county incompatible with other jurisdictions. This inefficiency and confusion has resulted in numerous public misunderstandings and misconceptions regarding their participation in a crime prevention program. The return of a participant's lost or stolen items is also hindered by the lack of a unified system.

(iii) Crime prevention training for law enforcement agency personnel has been approached in a fragmented manner with relatively few agencies exposing their officers to this area of specialization. Due to the failure of the Colorado Law Enforcement Training Academy to institute any formal education in this area, most sworn personnel only receive exposure in a second-hand manner. The National Crime Prevention Institute has provided formal training for a limited number of sworn officers within the state, but due to its enrollment limitations, has provided only a small base of competent crime prevention specialists.

(iv) There is a general failure among law enforcement administrators to advise, adopt and implement an overall agency policy of crime prevention as a specific organizational

objective. Such a directive must be executed and accepted by all department personnel before the true effectiveness of prevention can be realized.

(v) The state has failed to provide for a crime prevention specialist to offer technical assistance and coordinate activities for all agencies requesting to implement crime prevention programs. Failure to utilize existing organizations such as the Colorado Law Enforcement Officers' Association, Colorado Sheriffs' Association and the Colorado Association of Chiefs of Police has resulted in a general communication breakdown in this particular law enforcement area.

(vi) Failure to involve the Colorado Bureau of Investigation and the facilities of the Colorado Crime Information Center is another example of underutilization of existing resources. In the development of a statewide crime prevention program, these agencies could be utilized as the coordinating mechanism in a unified program.

(vii) The failure to coordinate and combine existing resources and services has proven ineffective in the area of security code adoption and implementation. This essential element in a crime prevention strategy must be adopted to realize the initial effect of prevention activities. The failure of law enforcement agencies to act collectively has resulted in community merchants working under the umbrella of the chamber of commerce to prohibit any implementation in the security/regulations area. Although commercial establishments regard burglary as a distinct crime concern, their opposition has proven detrimental to ordinance adoption in

the security/regulation area.

It is essential that law enforcement agencies throughout the state realize the true essence of this "proactive" approach to crime control and reduction and begin implementing "proactive" programs in a coordinated and cooperative manner. Through the implementation of policy decisions, formal education and greater communication this element of law enforcement will receive larger and more positive recognition.

b. Community Organization's Role: The role of citizen involvement in the area of crime prevention should not be overlooked as an additional human resource available in the implementation of these programs. Both individual and organized groups can serve as a main source of additional manpower and expertise for program implementation. Groups or agencies seeking to improve the health, skills or earning power of an individual or to help meet community needs should be utilized whenever possible. By filling basic needs and providing additional resources to the formal criminal justice system, they increase the opportunity for successful program implementation on a large scale basis.

In the field of education, recreation and drug and alcohol abuse, community resources can be mobilized to reduce the causes of crime. These essential elements can assist in bridging existing gaps between governmental structures and the community which they serve.

(i) Recreation: This prevention strategy can be integrated into an overall philosophy of juvenile delinquency

prevention. Acting as a positive influence on the actions and behavior of juveniles, recreation can serve as an alternative to illegal behavior. This program can be carried out at various levels in the community; and through resources such as churches, schools and recreational programs, organized groups can be used in the implementation of this concept.

(ii) Education: Schools can be a positive factor in shaping the development of the youth's role in society. These institutions have the ability to directly influence the attitudes and behavioral patterns shaping the later lives of these citizens.

Through a basic realistic education, students will develop the job skills and understanding to assist them in procuring adequate employment after completion of formal education and training. When assisted by paraprofessionals, teachers aids and parents, educational facilities serve as a realistic setting more closely attuned to the needs of the community they serve.

Total utilization of available resources and facilities is another key area of school involvement. Through the development and utilization of programs directed to meet the needs of continuing education, recreation and skill training, these facilities will be used to capacity.

Teachers, counselors and educational administrators should be constantly updated to serve the ever-changing needs of their students. Programs provided for "in-service" training and certification should be used as a method of developing realistic criteria to meet the demands of tomorrow's job requirements.

c. Alcohol and Drug Abuse:

(i) Alcohol Abuse: Past statistics and current trends show that alcoholism serves as a major factor in influencing the lives of thousands of Americans each year. The Division of Drug and Alcohol Abuse indicates that there are currently between 90,000 and 131,260 known alcoholics in the state. (The wide range of these figures is due to the formula used in determining the extent of the problem and the available techniques of detection.)

The relationship between alcohol substance abuse and the criminal justice system is significant. There are three major population groups generated through and into the criminal justice system which can be directly attributed to alcohol abuse. First, there is the problem of the public inebriate. (The offense was decriminalized in July 1974.) This type of inebriate does pose an ever-increasing problem to law enforcement agencies because of his/her need for custodial care and treatment. These individuals are also susceptible to becoming victims of crimes and statistics for auto-pedestrian accidents. Second, a population exists of those driving under the influence of alcohol or driving while their ability is impaired. This group of individuals accounted for a total of 14,000 Driving Under the Influence (DUI) arrests in 1974. This population is ideal for early case finding and prevention within the pre-alcoholic population and a referral source for more serious problem drinkers. Finally, there are those within whose drinking leads to felony or serious misdemeanor crimes. Those adults who are annually committed to state correctional facilities and

who have been identified as alcohol abusers should be considered an important and significant population for treatment and education programs. A recently completed report, "Assessment of Drug and Alcohol Use Among Adult Offenders Committed to Colorado Correctional Facilities for the Calendar Year 1974 - 1975," showed the relationship between this substance abuse and criminal offenses.

The following summaries, taken from this report, concern not only alcohol but drug abuse within the Colorado State Reformatory and the Colorado State Penitentiary.

Colorado State Reformatory: Out of the 516 offender cases reviewed, 338 (66%) clearly indicated a problem with alcohol and/or drug use. Of these 338, 190 were white, 45 black, 91 Spanish-American, 10 Indian and 2 others.

Colorado State Penitentiary: Out of the 482 offender cases reviewed, 328 (68%) indicated problems with alcohol and/or drug use. The 329 included 148 white, 50 black, 124 Spanish-American, 6 Indian and 1 other. (Bill Grisby, "Assessment of Drug and Alcohol Use Among Adult Offenders Committed to Correctional Facilities for Calendar Years 1974 - 1975.")

(ii) Drug Abuse: In the area of drugs other than alcohol, reliable estimates of user populations are more difficult to determine. Because of such factors as the hidden nature of drug usage through modes of work, group support, medical practice and relaxation, statistical validation of drug abuse is minimal. However, the relationship between drug abuse and crimes, arrest and conviction is emphasized by the

following studies,

Dr. Garrett O'Connor, former director of the Johns Hopkins Drug Abuse Center in Baltimore, has reported that 60 to 80 percent of all property crimes stem from narcotics addiction according to law enforcement officials.* These figures concur exactly with estimates made at the same time by the Denver Police Department, based on their experience and arrest records. To the public this represents an enormous financial drain, directly through actual theft and indirectly through increased prices of consumer goods and inflated insurance rates related to retail losses. In the City and County of Denver alone, 70 percent of all thefts (burglary, larceny, robbery, shoplifting, etc.) representing a total of over 10 million dollars, were attributed to narcotic addicts. (*Presentation of Drug Abuse Training Institute Conference, September 24, 1971, Saddlebrook, New Jersey.)

In an attempt to meet the needs of these addicts, approximately 1,000 users are presently receiving treatment at various clinics throughout the state. This represents an increase of over 300 since 1974. There is, however, no correlation available between the number of those receiving treatment in relation to those needing treatment. (FY 1976 Drug and Alcohol Abuse Plan.)

d. Use of Civilian and Reserve Personnel: Volunteers with limited authority working within law enforcement agencies have been used to complete various assignments not requiring the application of special knowledge, skills and aptitude required of a full-time law enforcement officer. Unfortunately, many

agencies have failed to realize the true benefits available through the application and involvement of volunteers. In many cases these positions have been filled by volunteers receiving no training in constitutional law, arrest, search and seizure and use of firearms. Also necessary in the development of volunteer organizations is a specific designation of organizational goals, responsibilities and use of authority. In many cases, due to insufficient training, reserve personnel have not been readily accepted by full-time law enforcement officers. This problem can only be alleviated if the volunteers' professional competence is raised to a level allowing full-time officers to feel confident in the ability of reserve personnel to perform the law enforcement functions required by their position.

Improper organizational placement of reserve officers may also preclude their total utilization within an agency and the community it serves. It is imperative that every effort be made to assign reserve units to law enforcement agencies when the capabilities and resources of the reserve unit can readily be determined. Coordination of the reserve officer resources within the agency is necessary for its proper utilization and effectiveness. Finally, allocations should be made available within general operating budgets to provide necessary equipment and training for volunteers. This financial assistance will make participation in volunteer organizations more desirable to a larger number of interested citizens.

IV-C3-DETECTION AND APPREHENSION

C-3. Detection and Apprehension

The disparity in the availability of resources for the detection of crime and apprehension of offenders around the state has been identified in Chapter III. The problems and associated needs regarding this function generally lie in the rural, less populous areas. Many non-metropolitan areas of the state face serious deficiencies in their police protection organization. The disparity in staffing levels and salaries indicated in Chapter III reflect these basic inadequacies. These difficulties are compounded by large land areas, over which transportation is difficult. In addition, these areas are often policed by ill-trained and ill-equipped personnel. The large number of relatively small law enforcement agencies further exacerbates the problem of services delivery because fragmentation impedes multi-jurisdictional communication cooperation and coordination. The majority of rural agencies are too small to adequately provide ancillary functions such as fulltime radio communications, records and identification services -- common needs of all law enforcement agencies.

In short, many Colorado communities are under-providing a service that they cannot adequately fund, even on a limited basis. Consequently, the effectiveness, efficiency and quality of the services provided by these agencies must be seriously questioned.

The current statutory and constitutional provisions for law enforcement services delivery have been discussed in Chapter III. A number of legally prescribed alternatives are presently available including the establishment of Law Enforcement Authorities (LEA) for the provision of a taxation base to deliver county law enforcement services to unincorporated areas of county jurisdictions as well as the statutory provisions for the Designation of Service Districts (32-7-112) which in turn provides for the establishment of Regional Service Authorities (CRS 32-7-101). Unfortunately, the latter provisions have applicability only in the narrowly defined areas of "staff and auxiliary services". Law Enforcement Standard CC-R1, in the Appendix, suggests a solution to the problems of under-policed jurisdictions.

Present arrangements for the provision of law enforcement services are currently restricted to the county sheriff furnishing law enforcement resources to communities under contract (Reference Intergovernmental Relations). There may be other arrangements better suited for a governmental jurisdiction's public safety needs, however, monetary savings and potential improvement in the quality and quantity of services is possible if the fragmentation and duplication of law enforcement service is reduced through consolidation. Although a large agency is no guarantee of effective and efficient service,

an agency should have sufficient personnel and resources to provide basic services on a twenty-four hour day basis.

As the data in Chapter III indicate, the majority of law enforcement agencies in the state are of limited size and resources. It is questionable whether agencies laboring with limited manpower levels can deliver uniformly high quality law enforcement on an around-the-clock basis. Although it is difficult to determine what standards for "adequate" law enforcement services should be, jurisdictions that are not providing 24 hour patrol coverage and supportive investigative services are probably not providing adequate law enforcement services to their jurisdictions.

a. Alternate Policing Models: Admittedly, alternate policing models lend themselves to agencies with over 35 personnel and these agencies are in the minority in Colorado. However, even in these larger agencies there is reluctance among many law enforcement chief executives to depart from the traditional chain of command and to involve the community in any law enforcement programs on a sustained basis. Both areas are generally considered elements of an alternate policing model, but the absence of flexibility from traditional policing concepts impairs program implementation. In many instances, existing organizational structures prohibit a more effective

utilization of law enforcement resources and a greater involvement of community resources. Since law enforcement is basically a local service delivery, the impetus for testing alternate policing models rests clearly upon the local government.

The shortage of municipal finances precludes any experimentation which might provide better information regarding law enforcement fiscal allocation. Most chief law enforcement executives are therefore understandably cautious when it comes to doing something out of the ordinary. Innovation is a luxury many law enforcement agencies feel they cannot afford. However, neither can they afford to hold to the "status quo" while conditions around them change and demands for services increase.

The implementation of alternate policing models denotes a shift from extreme specialization of personnel by defined activity to a more general approach utilizing agency personnel for full-service delivery. One of the major impediments to the implementation of the generalist approach is a reluctance by law enforcement administrators to de-specialize many functions within the agency. Too often, adequate manpower resources allocation and response to community law enforcement needs are sacrificed to the constraints of rigid agency personnel structures. Any implementation of an alternate policing model requires

a commitment by a law enforcement agency to analyze requests for law enforcement assistance, evaluate agency personnel, assess fiscal resources and study the alternative impacts of various policing models.

b. Crime Reporting: The problems associated with crime reporting in Colorado stem from the lack of a total coordinated effort to deal with the reporting on a statewide basis. A major portion of the state's 240 local law enforcement agencies continue to utilize their own reporting systems with virtually no standardization. Local agencies continue to report to the F.B.I. on an irregular basis, resulting in fragmented information for most areas of the state. Local law enforcement agencies continue to need technical assistance relating to efficient methods of recording, processing, storing, and utilizing information transcribed on crime reports. While some assistance is now provided by the recently established UCR unit within the C.B.I., additional resources are needed to continue progress in standardized reporting development. The Comprehensive Data Systems (CDS) technical assistance module could serve as such a resource if the Division of Criminal Justice were to gain legislative authorization for additional staff within the Statistical Analysis Center. Special curricula at CLETA could also be advantageous in promulgating the

development of standardization. It is imperative that local and state executive and legislative branches decide on the extent of support they are willing to provide for statewide crime reporting.

c. Crime Analysis: As stated in Chapter III, formal crime analysis units have been developed in each of the state's SMSA areas. The importance of such units cannot be underestimated as a vital police function.

Probably the greatest needs in the crime analysis field are: 1) more extensive application of crime analysis techniques and 2) expanded utilization of the results of crime analysis on a area-wide basis. Recognizing the need to provide line officers and supervisors with regular information about crime problems and career criminals and to achieve greater cooperation among law enforcement agency investigative units in analyzing crime data and conducting investigations; and acknowledging the greater effectiveness of crime analysis data directed toward preventable classes of crimes and the importance of regular critical evaluation of crime analysis units, Law Enforcement Standard 01, CRIME ANALYSIS UNITS, suggests the establishment of crime analysis units within law enforcement agencies. The standard describes the types of data to be used, where such data are applicable, and how crime analysis units are to be evaluated.

d. Law Enforcement Communications: As elaborated in Chapter III, no single agency is fixed with the responsibility of ensuring that law enforcement communications systems are operated effectively and efficiently to answer the information flow need of law enforcement in the state. As a consequence, the proliferation and fragmentation of law enforcement communications is as extensive as are the services provided to the public.

Law enforcement communications exists in the state as a haphazard conglomeration of telephone, radio, and data transmission networks varying widely in stage of technical development and maintenance. The 83 communications centers (tied together by telephone networks operated by 58 telephone companies) with only 7 presently offering single telephone numbers, 911, or modified 911 services reflects the variations and lack of standardization. In one county alone, there exist 36 individual emergency telephone numbers for police, fire, and emergency medical services. Lack of organizational structure is most apparent in the inability of law enforcement to implement common procedures and mutual support systems throughout the state. Allocation of radio frequencies is coordinated by the state frequency coordinator; however, such allocations are made on a recommendation-only basis to the federal government, and there exists no

authority within the state to reallocate frequencies or re-configure systems to accommodate more efficient use of existing network capabilities.

Current survey data indicate that of 184 reporting agencies, 29.5% ranked communications as second of seven categories in problem seriousness. Ten random samplings of these agency responses indicated that insufficient capital outlay was available to acquire and maintain even the most minimally effective communications system. Aside from capital outlay, operating expenses are taxed by the requirement of maintaining operational personnel levels sufficient to provide 24 hour per day staffing. Citizens in one county of the Denver SMSA currently are taxed to support nine 24 hour dispatch operations for fire and police. Efforts to consolidate these services have not been successful. It is assumed the operating costs are higher than would be experienced if shared communications resources were effected. Where consolidation has occurred in the Denver SMSA, immediate savings of 30% in operating costs have been experienced.

As with financial resources, human resources are required to facilitate the transfer of information from citizen complaint through the various operational phases which must be addressed in providing service to the public. The disparity of dispatcher salary level cited in

Chapter III, Part D-2, is indicative of the wide range of governmental attitudes concerning the job complexity versus compensation for personnel engaged in the information flow process. Attitudes toward the communicator's role range from high regard for the complex and demanding duties performed to a low regard for those who "sit and answer the telephone". Dispatch positions are still assigned, in some agencies, to field personnel as a disciplinary mechanism. Re-allocation of resources, both human and financial, through consolidation is one established method through which better resource utilization can be effected. The present wide range of communications resource utilization results in an operational environment wherein one agency experiences severe overloading of personnel and system capabilities while a neighboring agency makes little use of its resources. At least one agency in the state allows its dispatch personnel to maintain a reading library within its communications center for use during low traffic periods. At the same time, two communications centers are in operation within a twelve mile radius which are operating at maximum load on available resources. This disparity, occurring within the same county, brings to focus the need to examine existing resources and calls for serious consideration of their reallocation.

Although local law enforcement agencies are provided technical assistance and limited coordinating and engineering services from several sources including the State Division of Communications, such services are severely limited and are insufficient for the long range development and reallocation of system capabilities that is presently required.

Law enforcement communications, as a service, involves providing citizens access to the criminal justice system and coordinating response by criminal justice to the service needs of the citizen. Law enforcement communications must have the capability to facilitate immediate contact for emergencies as well as the capacity to carry varying workloads of routine information transfer tasks. Adequate response to these service needs depends upon the appropriate balancing of technology and sound management principles. In dealing with a diversity of service requirements throughout the state, law enforcement has utilized both public and private resources ranging from the state operated microwave network to a mixture of public and private resources supporting the law enforcement teletype system. The often complex relationships between public agencies and the telecommunications industry seek to facilitate the necessary exchange of information vital to delivery of public services.

The present fragmentation of information transfer networks is costly and inefficient. Levels of response to service requests vary from minutes in selected SMSA agencies to hours in the rural areas of the state. To remedy this situation, Law Enforcement Standard SS3, DATA RETRIEVAL, recommends that by 1976, every law enforcement agency in Colorado should develop the capability "to retrieve statewide criminal information and provide it to field personnel within three minutes of the time requested for non-computerized systems and within 30 seconds for computerized systems". The standard, appearing in Appendix C, delineates the types of data which should be instantaneously available and the administration of a computer-based information system. The communicators' role is further frustrated by having to deal with the exchange of non-standardized data and information reporting formats (see "b. Crime Reporting" of this chapter).

Given the geography and topography of the state, little can be done to reduce the time/distance factors involved in law enforcement response. However, efficient area-wide service is possible through single emergency number or 911 switching, and if response is speeded by coordinated communications, standardized and uniform records, and automated data processing capabilities.

e. Special Operations:

(1) Organized Crime: The total scope of organized crime in the state remains virtually unknown. Also no comprehensive legislation exists in the state to define organized crime although sufficient legislation is found to exist regarding specific offenses. This situation requires, therefore, a broad range of knowledge on the part of law enforcement personnel concerning the statutes including but not limited to the criminal code, taxes, consumer protection, credit, corporations, banking and securities, construction codes, zoning, land use, and real estate.

Statewide organized crime jurisdiction, not specifically addressed by the statutes, is left to whatever mechanisms state and local law enforcement can devise. The Colorado Organized Crime Strike Force was established by Executive Order, but has not been given status by the legislature as a permanent agency with statutory authority, or statutory commitment to launch and maintain an ongoing attack upon organized crime in the state. The legislature has, however, provided sizeable assumption of cost support to the Strike Force during FY1975.

The pooling of state and local law enforcement resources in a strike force concept reflects both the strengths and weaknesses of cooperative effort. Policy is set by the Organized Crime Advisory Council and carried

out by the project director. This structure, at times, results in delay of decision making and requires extensive attention to communications to ensure that accurate information is available when decisions are required. The participation of several agencies in the Strike Force brings diverse skills and needed expertise to the project but requires the project director's special attention to matters of interagency coordination. Management of the project requires, therefore, extensive coordination of staff as well as the agencies they represent. The Strike Force must deal with extensive and detailed intelligence information which is often not privileged for dissemination even to those law enforcement agencies or personnel which may have provided it in the first place. This requires that the project gain and constantly maintain a high level of respect and confidence from the law enforcement community. Constant attention to these respect and confidence factors - which are unmeasurable - is required of the project director and project personnel.

The greatest problem to be addressed by the Strike Force is the transition of project activities from federal fund support to resources from state/local budgets. This state/local assumption of costs will continue to require a substantial portion of project management time in the coming months which could better be spent on operations against organized crime.

The current Strike Force staff of personnel is not adequate to the demands, which is to say that more accomplishments could be obtained with additional personnel. Present Strike Force resources are directed by priority, which are generally dictated by the requirements of cases as they develop. It is not unusual for cases to develop over periods of months and in selected instances over one or more years.

(2) Consumer Fraud: As with organized crime, consumer fraud is not specifically defined by the statutes in Colorado. This lack of statutory definition, however, does not limit the range of economic crimes specifically addressed by the statutes as applied to sale of goods, deception, weights and measures, and fraud in the sale of services and securities. Because of the complexity of economic crime, the consumer is often unaware that recourse through civil action, criminal prosecution, or intervention by an agency of government on his/her behalf is possible. As a result of this lack of clear definition, the consumer and often the law enforcement representative receiving the consumer complaint are mutually unaware of the various sources of action available to them.

The general fragmentation of law enforcement services throughout the state tends to confuse rather than to

personalize the services given citizen complaints regarding economic crime. It is common for a business transaction to occur in one jurisdiction while the customer resides in a second and the provider of goods and/or services resides in a third. This crossing of jurisdictional boundaries requires a careful treatment of each complaint with proper referral to the appropriate jurisdiction without the "run around" commonly expected by the citizen. Thirty-four percent of complaints received during the first nine months of the consumer fraud project involved instances where the customer lived in one county and the merchant was doing business in another. The multi-jurisdictional problem also makes it quite difficult for the consumer to determine the venue of his own case and increases his chances of being shunted from one agency to another, particularly when the alleged loss is not of sufficient magnitude to prompt agency officials to make referrals to the appropriate jurisdiction--and for that jurisdiction to accept the referral. Often the magnitude of a particular scheme becomes apparent only after the total of events from each jurisdiction is tallied.

In that no statewide or area-wide services exist outside the Denver SMSA, consumer fraud matters in the remainder of the state are left to whatever informal interjurisdictional relationships are arranged on a case by

case basis. Formulation of area-wide consumer fraud units in the remainder of the state would increase accessibility of these services to citizens and streamline criminal justice system response to complaints.

Sufficient funding for consumer fraud unit activities in the Denver SMSA is available through funding support from federal sources. Probability of local assumption of costs for the unit is high. A review of budgets for the remaining seventeen judicial districts in the state revealed no funds specifically earmarked for consumer fraud operations.

The portion of law enforcement personnel services in the state devoted to consumer fraud activities is unknown, as is the extent of consumer fraud outside the Denver SMSA. Handling of complaints is assumed to occur during the routine intake of cases leaving the quality of criminal justice system response to the individual competence of personnel providing the intake service. No specific consumer fraud oriented training is available in Colorado through established training curricula, although specific crime oriented training is available in the various certified basic courses given throughout the state.

Continued citizen response to and use of the Denver Metropolitan Consumer Fraud Unit indicates an apparent need for criminal justice agencies to develop consumer

oriented services. Although the full impact of consumer crime in the state is not known, we are made acutely aware that there exists a sizeable volume of citizen use of services when they are made available. Specific knowledge of product and service quality are fields of expertise not generally available to local law enforcement agencies. The time and resources required to pursue consumer complaints are presently beyond the capabilities of all but the larger agencies in the state--particularly when investigations have been known to involve months of detailed investigative follow-up and case development. The need for such services becomes more pressing on considering the needs of victims whose level of income is not sufficient to absorb even a relatively minimal loss.

f. Criminal Investigation: Limitations on police authority to conduct criminal investigations are generally defined by the courts and involve matters of procedure and admissibility of evidence resulting from the criminal investigative process. This situation requires constant awareness of each investigation as it progresses in terms of the manner in which it will be individually judged and applied to the merits of the case filed for prosecution. The investigative process requires constant re-evaluation and redefinition of the manner in which facts are established -- a process which takes the professional competence of both the investigator and prosecutor.

Geographical boundaries, determined by municipal and county lines, serve at times to fragment the continuity of criminal investigations. Investigative personnel of agencies sharing common boundaries compensate for this fragmentation by informal cooperative agreements to render assistance when requested and/or necessary. Dissemination and sharing of investigative leads generally follow the same informal agreement patterns. These informal working relationships between investigative personnel serve as a positive note in the discord of fragmented services provided by law enforcement throughout the state. However, this sharing of assistance is continually hampered by the lack of standardized reporting and adequate communications networks (refer to sections b- Crime Reporting and d- Law Enforcement Communications of this chapter).

Uniformity of organizational structure in state and local law enforcement agencies is non-existent. Such uniformity is impossible when 41.3% of 184 surveyed agencies in 1974 reported having five or fewer commissioned personnel. Five personnel would be a minimal staffing level to ensure 24 hour per day availability of services which would, of necessity, include investigative capability in addition to the most general law enforcement task responsibilities. In general, investigative operations in local agencies are configured to meet the demand

of incidence versus available manpower, Larger agencies in the SMSA areas of the state have organized investigative services by specialty such as burglary, robbery, theft, checks, and so on. In smaller agencies, investigative tasks are handled by generalists having a wide range of crime investigation responsibility. Every law enforcement agency in the state shares a common organizational problem -- that of maintaining working liaison and information flow across jurisdictional boundaries through individual structures which are not defined to meet this need. Limited progress has been made in Regions 2, 4, 8, and 9 toward sharing of special crime investigation resources among participating agencies. Unfortunately this has occurred as exception rather than the rule among Colorado agencies.

Data remain unavailable regarding financial resources earmarked for expenditure on criminal investigations carried out by local law enforcement agencies. Of surveyed local law enforcement agencies, 28.3% indicated the need for equipment including basic investigative equipment as a high priority. Without such equipment, the most elementary discovery and preservation of evidence is virtually impossible. Basic operational supports are needed, but the required funds are not generally found among the top of spending priorities of local units of government.

As Chapter III stated, there were only 579 positions allocated to investigative/detective tasks in local law enforcement during the last year. It is unknown whether additional local investigative personnel would have measurable impact in raising the clearance rates of Part I and Part II crimes. It is known, however, that the workload of Colorado Bureau of Investigation agents and agents of the Organized Crime Strike Force will not be relieved during the present fiscal year. A need for eight additional CBI field and laboratory agents has not been satisfied. Consequently, the average two plus hours per day overtime worked during the last year by CBI and Organized Crime Strike Force agents will be exceeded during the present year.

Training data for investigative personnel indicate that of 86 agencies surveyed, 37% were reported as providing training with 14.8% of investigative personnel trained through 1975. Specialized training was reported for 4% of investigative staff and 10.5% had benefitted from in-service training. Pre-service training was reported among 0.1% of the investigators surveyed (see Exhibit 3-9 - Law Enforcement Training/Investigation Personnel, Chapter Three of this Plan).

Reservations concerning the investigative function cited by the recent RAND Study on Criminal Investigation may be applicable but provide no viable solution to the

immediate law enforcement needs in Colorado. Due to the proliferation of small jurisdictions of limited resources in Colorado, the utilization of "generalist" oriented police services strategy is necessary. However, personnel turnover rates remain high. As a consequence, the need for advanced and specialized training remains high. Without this training availability, personnel competence in "specialist" or "generalist" roles cannot be expected to improve. From these limitations, it can be forecasted that continually increasing numbers of requests for "specialized" investigative assistance will be experienced by such agencies as the Colorado Bureau of Investigation. As this problem continues, it is difficult to forecast an increased ratio of clearance/incidence and arrest incidence of Part I and II crimes in the state.

The disposition of Part I and Part II offenses requires the assignment of personnel time to the investigative process. With the present expected 22% clearance rate for Part I, there exists a need to increase such dispositions. For example, there were 29,672 arrests for Part I offenses during 1974, or approximately 19% of reported incidence. There exists no standard for disposition of criminal incidence ratios. However, in the interest of better service to the citizen--and particularly the

victims of crimes--every means in increasing the disposition rate of crime incidence should be exercised. The aforementioned disposition by arrest data indicates that there is an appreciable number of offenders who are not apprehended even though it is impossible to estimate the number of offenses which may be committed by the same person. If apprehension is to be seriously considered as an effective deterrent to crime incidence, then an increase from the base rate of approximately 20% clearance should be a basic objective of criminal justice system development.

g. Legal Assistance: The provision of legal assistance to Colorado law enforcement agencies can be described as part-time and haphazard at best, in that a relatively small number of fulltime legal advisors service the needs of the approximately 200 regularly constituted Colorado law enforcement agencies. A closer analysis of the provision of legal advisor services reveals that these services are generally available to agencies in the greater metropolitan area of Denver. In many instances, the direct services of the district attorney or his assistants are confined to criminal case screening and prosecution with a dearth of resources for such matters as routine administrative law problems or the formulation of agency policy and procedure.

Traditionally, law enforcement agencies have requested in-house legal assistance independent of supervision from the city attorney or district attorney, deriving its function and supervision from the agency's chief law enforcement executive. While this arrangement may be well suited to the needs of the larger metropolitan law enforcement agencies, data to measure the legal assistance needs of the vast majority of Colorado's law enforcement agencies are insufficient. In short, although agencies clearly express their desire for legal assistance, there is little information on which to base projections of legal assistance needs. Colorado's 22 judicial districts may not provide a realistic boundary scale for the provision of law enforcement legal assistance because of the variance among the districts' law enforcement problems and needs. Whether the district attorneys' staffing patterns are sufficient to provide total law enforcement legal advisor assistance is a matter of conjecture due to a lack of data. However, the support resources of the Colorado District Attorneys' Association and the Colorado Attorney General's Office could be better utilized to diminish the lack of uniform legal services in Colorado.

As previously noted, several options beside the in-house legal advisor may be available. However, incomplete data preclude any recommendations for the organizational

structure of broad scale legal advisor assistance to Colorado law enforcement.

h. Criminal Arrest: The exercise of the power of legal authority to arrest remains one of the basic functions of the police in bringing alleged offenders to justice. Problems associated with the criminal arrest function generally spring from its complexity as discussed in Chapter III, and the corresponding competency of personnel in exercising discretion in its use (refer to training of investigative personnel of "f. Criminal Investigation" of this chapter).

Peace officer jurisdiction in effecting criminal arrests applies to violations of the state criminal code and the various offense classes. Few restrictions exist regarding time of day or place of arrest. Generally, law enforcement discretion is demanded regarding exercise of arrest powers--particularly when an officer intends to effect an arrest outside the jurisdictional boundaries of the agency by which he is commissioned. Questions of jurisdictional authority are applicable on a case by case basis, and an officers' individual knowledge and competency are often taxed to the limits by the arrest transaction.

In the absence of specifically defined statewide jurisdiction of local law enforcement officers to make arrests, peace officers are reluctant to pursue criminal

investigations that may lead to disposition by arrest outside the jurisdictional boundaries of their agencies, or the limits of their commissioned status. However, high priority or serious offenses are often pursued by investigation beyond agency boundaries. With the exception of the charge to assist local law enforcement agencies assumed by the Colorado Bureau of Investigation and the Organized Crime Strike Force, no formalized structure exists in the state to effect criminal investigations and expedite arrests on a statewide basis. Informal working relationships have been established among state and local units of government to facilitate arrests on warrants. Arrests on authority to hold without written documentation are increasingly rare. Arrests on lesser charges but not generally charges of lesser included offenses are still made, particularly if the peace officers judge that the investigative process can be facilitated by such procedures. The courts of criminal jurisdiction exercise statewide authority over criminal investigations and associated arrests through preliminary and evidentiary hearings as provided in the rules of criminal procedure. As a consequence, the mobility of the alleged offender is not matched by the existence of statewide law enforcement organization or authority to effect arrests on a statewide basis. A

presumption is made that arrests primarily result from the criminal investigative process. This process, supported by fragmented and limited law enforcement organizational structures, is incapable of mustering the resources sufficient and necessary to effect arrests regardless of the seriousness of the offense, its location of incidence, or the location of arrest. Pooling of resources, sharing of investigative leads, and interagency cooperation from police response to the incidence of crime through disposition concerns addressed in law enforcement Standard CC-R1, COMBINED LAW ENFORCEMENT SERVICES, (See Appendix C) are immediately available alternatives to problems of limited jurisdiction and organization.

The 20% clearance rate forecast for Part I offenses indicates a need to reassess personnel resources as they are assigned to crime investigations and subsequent arrests. It is assumed that increased crime incidence rates can be met with better personnel efficiency through training, with additional personnel assigned to investigative tasks where needed. Additional alternatives such as personnel specialization and devising priorities for investigations in order of seriousness of the crimes to be investigated should be developed. At best, such responses have been stop-gap. Arrest

volume measurements without qualitative assessments of case disposition are meaningless in evaluating the impact of arrest on criminal justice. The lack of standardized incidence reporting has contributed to this situation.

The criminal arrest function seeks to place the alleged offender in the custody of the criminal justice system. Few expect 100% apprehension of offenders, yet there exists no established level of arrests per crime incidence as a reasonable standard. From the victim's point of view, arrest is desirable in every instance as is punishment and restitution. As for deterrence, the general public apparently desires to get the offender off the street and locked away. From a system point of view there exists an assumption that arrest will serve to deter the incidence of crime and reinforce the concept that justice will prevail. All of these expectations fall upon law enforcement where service is equated to conducting a criminal investigation culminated by arrest of the offender. Limited law enforcement resources and questionable levels of personnel competence have not positively contributed to alleviation of these problems. The approximate mean of 84 man hours for Part I offenses and 28 man hours for Part II offenses (see Chapter III) demonstrates the present drain of personnel in effecting disposition of criminal cases.

IV-C4-SYSTEM DIVERSION

C-4. System Diversion

Diversion is an emerging alternative to traditional methods of handling criminal cases. It is still in an experimental stage and only through continual evaluation on a state and national basis can conclusions be reached concerning the optimal techniques. Evaluations of pre-trial diversion programs throughout the country have indicated that divertees show lower recidivism (rearrest) rates, better job placement and stability results than defendants handled by the normal prosecution procedures (Legal Issues and Characteristics of Pretrial Intervention Programs, American Bar Association, 1974, p.iii).

However, certain problems in diversion appear on the national level as well as in Colorado. First, the diverted person may be subject to more intensive supervision than would be the case if (s)he were committed and sentenced. Failure of the divertee to successfully complete the diversion program increases the likelihood of incarceration. This is the "trade-off" involved in the decision of the defendant to enter the program. Often this decision may be made without a clear understanding of the possible consequences. Defense counsel should be closely involved in this decision and the subsequent waiver of rights but due to caseload and economic pressures this is not always the case.

Second, informal diversion may have no significant beneficial impact on the individual diverted or upon the criminal justice system. Few data on informal diversion by police and district attorneys are available.

Third, eligibility criteria may be arbitrary as applied to different individuals in similar situations. The availability of treatment is often not based upon need of the individual, but rather upon the need of the criminal justice system to unload some of its less significant cases. In the latter situation, the eligibility criteria are structured so as to include only the better risks, such as first offenders of non-violent crimes. This points up a basic problem in attitude toward diversion - is it to save an individual from getting a criminal record or is it an attempt to select early in the process these individuals with significant social problems and treat them. Unless this philosophical question is resolved, diversion can function without clear purposes.

Fourth, the diversion structure and techniques depend upon the underlying philosophy of the program. This, in turn, depends largely upon the attitudes of the district attorneys. Educational efforts towards both informing and learning from the actors in the system are needed in order to achieve some consensus on the proper role of diversion and its effects.

Fifth, only through rigorous evaluation and data collection can various philosophies and techniques be compared. At present, an evaluation system is in its formative stage.

Sixth, the caseloads of probation staffs do not usually permit intensive concentration upon divertees. In contrast, specific diversion projects operated in conjunction with district attorney offices have the capabilities to offer comprehensive and intensive treatment. Solutions to this imbalance require either expansion of probation staffs or an increase in the number of district attorney projects. This involves financial decisions which may effectively preclude improvement of the current situation.

Seventh, diversion through legislation of alcohol intoxication cases is meaningless without adequate treatment. Funding for such treatment facilities is presently inadequate.

Standard 13A on Diversion reads: "Every criminal justice agency should employ diversion programs to the maximum extent within their capabilities. Each agency employing diversion programs should plan and implement policies, criteria and procedures to assure coordination with legal requirements and with other criminal justice agencies and community resources." This is self-explanatory and seeks to maximize the benefits of diversion to individuals, society as a whole and the criminal justice system.

IV-C5-SYSTEM ENTRY

C-5. System Entry

a. Booking: Aside from statutory requirements to maintain records of arrested persons remanded to the custody of jailkeepers and of their offenses, no universally accepted definition exists for the booking process. The most pressing deficiency concerning definition of booking is the assumption that persons booked for municipal ordinance violations are persons charged and/or convicted of criminal acts.

No agency of government in Colorado is assigned the specific task of overseeing the booking processes carried out by state and local law enforcement agencies. No common identifier has been agreed upon between state and local police, courts, and correctional personnel and as a consequence there exists no means of maintaining records integrity. It is possible for alleged or convicted offenders to be booked for the same transaction by more than one jurisdiction and for the disposition of such multiple entries to differ depending upon the adequacy of intra/interagency reporting.

No statewide organization exists for the administration of the many municipal/town and county jail operations. Since uniform booking procedures have not been implemented, no accurate data are available regarding initial entry of offenders into the processes of the criminal justice system. It is not uncommon throughout the state for alleged offenders to be booked both by the arresting officer for

purposes of arresting agency files and by the detention facility personnel where such procedures are required by the statutes. These occurrences of multiple bookings for the same offense serve as an unnecessary drain upon already taxed manpower resources and reflect unnecessary duplication of effort which could be avoided through shared and centralized recording of the booking process at the point of detention.

Expenditures to carry out booking activities are absorbed by the operating budgets of agencies involved in the process. The major costs are reflected in personnel time necessary to record the required information, and complete prisoner intake procedures. Duplication of the booking process by agencies involved in intake from apprehension to detention reflects a costly waste of manpower and further contributes to the proliferation and nonstandardization of records.

Data remain unavailable concerning workload of personnel assigned to carry out the booking process. It is known, however, that it is common practice for booking tasks to be shared with jail security tasks particularly in the detention facilities of limited capacity and limited jail staff. Seven of 43 county jails surveyed reported that training on receiving processes were given jail personnel on a regular basis. Fourteen of the surveyed agencies reported inmate populations exceeding jail capacities. Seventeen surveyed agencies reported lack of

adequate jail space as the first ranked problem of seven problem categories. In these instances, facility crowding, security maintenance, and custody management problems, often eclipse the booking process activities. In one Denver SMSA sheriff's operation, instances of unauthorized inmate releases have occurred as a result of overcrowding, inadequate facilities, and inadequate manpower to deal with these problems.

Although booking responsibilities are but one function performed by arresting and intake officers, the booking function is of major importance. It serves as the first recording of information pertinent to the development of offender based transaction data. Accuracy in recording intake and subsequent disposition information is of paramount importance to the tracking of offenders through the criminal justice system. Uniformity in booking procedures and standardization of reporting would serve to enhance the utility and flow of information through police, courts, and corrections functions.

b. Pre-trial Release: The right to pre-trial release on bond, except in capital offenses, is a recognized aspect of state and federal constitutional and statutory law. The Colorado Constitution speaks in terms of "sufficient sureties" and a prohibition against "excessive bail". The purpose of this bail is

to assure court appearance. The determination of what is sufficient and what is excessive involves a tremendous amount of judicial discretion, and is therefore a relatively subjective decision. Although the judge has been given some guidelines in the form of statutory listing of factors to be considered in a bail application, final decisions on the form of release and the amount of financial surety vary among different courtrooms, and jurisdictions.

In Denver, the operations of the pre-trial services program have succeeded in bringing some objective uniformity to bond and pre-trial release decision-making through the provision of comprehensive investigative and supervision capabilities. However, such capabilities are absent in many jurisdictions and defendants who may otherwise be released are forced to remain in jail pending trial.

The jail population statistics for 1975, as reported in the description of pre-trial release and detention in the systems flow sections on systems entry, supra, indicate that about 80% of jail inmates are pre-trial detainees. Of 38 reporting jail facilities, half (19) had some form of pre-trial release program, with the

vast majority (18) relying on personal recognizance (which is very limited). The statewide statistical mean for length of stay of adult pre-trial detainees, in a sample, was 26 days, with a median of two days; for juveniles, the mean was four days, with a median of one day. Total number of detained suspects reported by 27 jails was 32,244 people. Ten county jails reported statistics on release through internal pre-trial release programs, as follows: A total of 94 persons charged with felonies and 578 charged with misdemeanors were released under such programs. While these statistics are incomplete and not necessarily representative of a universal phenomenon, they do indicate a limited capability of courts and jails to release pre-trial detainees and a tremendous economic and social cost of pre-trial incarceration.

The goal of pre-trial release programs is to decrease the reliance of courts on money bail as a condition of release and reappearance. A bail system that is contingent upon financial resources operates to the obvious disadvantage of impoverished people, who comprise the majority of the criminal defendants. The emphasis through pre-trial release programs is upon the non-financial conditional release of defendants awaiting trial, either

upon personal promises to appear or upon some form of supervision or both. Such personal release is not considered appropriate, release on a deposit of 10% of the bond amount is an alternative which may be considered. The 10% cash deposit system represents a sufficient means to release inpecunious arrestees.

The pre-trial release process involves manpower and resources sufficient to interview and screen defendants, verify background information and submit written recommendations to the court within a reasonably short time after arrest/detention. Additionally, the resources to formally supervise a release defendant, as a Denver pre-trial services project possesses, enhance the likelihood of releasing more people on their own financial conditions. There is an absence of such investigative and supervisory resources in many jurisdictions and they are limited in other jurisdictions, which accounts for the pre-trial incarceration of people who, but for the inadequate resources, could be released without affecting the safety of the community or increasing the danger of flight from the jurisdictions.

It is this conclusion which prompted the adoption of Standard 5-A PRE-TRIAL RELEASE by the State Council on Criminal Justice. That statement encourages the establishment of pre-trial release programs offering "manpower and related supportive services . . . in all practicable court

jurisdictions... based upon an arrangement among prosecutors, defense counsel and courts, and these should decide administrative criteria and program goals."

The lack of administrative resources to interview adequately and to verify the defendant's background is directly related to the inability of the judge to release a defendant on non-financial bail. The Colorado Statutes (CRS 16-4-105) do not permit a judge to release a person charged with a felony unless there is reliable information which has been verified. The above mentioned Standard 5-A represents a nationwide trend to increase the number of persons released from pre-trial detention on non-financial or deposit bail. This is wholly consistent with the legal principles of the presumption of innocence and the equal protection of the law. In the area of pre-trial release it is obvious that the effect of the law is to discriminate against the poor when financial bail conditions, which may be reasonable as applied to a middle or upper class person, force the continued incarceration of indigent defendants. The alternative, as suggested by the standard, to the tremendous economic, personal and social costs inherent in a financial bail bond system is to provide the operational resources to promote personal recognizance release, with some supervisory capacity to ensure its maximum utility

as well as safety to the community and the reappearance of releasees for trial. The use of 10% deposit bonds is also an attractive method of securing some commitment from the defendant to reappear while not carrying the impossibility inherent in full bail bond as applied to indigent defendants. It should be noted that the Denver Office of the District Attorney has recently notified the court that no objection to 10% deposit bail will be made, and has advocated the elimination of bailbondsmen. This step has been taken in other cities and states with beneficial results (Washington, D. C., Philadelphia, New York City, Kentucky, and Illinois). The effect is to increase the number of people released on deposit bonds and to eliminate the profit motive from the criminal justice system.

The Denver Pre-trial Services Project (PTSP) can serve as an example of an operation designed to increase pre-trial releases without negatively affecting the safety of the community or increasing the failures of defendants to appear. Prior to that project, about 15% of the people incarcerated awaiting trial on felony charges were released on personal recognizance and 12% on 10% bond. Under the present operation of the project, approximately 75% of these pre-trial felony detainees are released, 38% on pre-trial and the remainder on 10% cash deposit bail.

In spite of this dramatic increase in the number of pre-trial releases, the failure to appear rate has remained the same - 8% pre-PTSP, while it is 7.8% at present. In terms of safety to the community, the rearrest rate of releasees supervised through PTSP is presently around 6% versus approximately 13% for non-clients. The social and economic savings which may be achieved through such a comprehensive program may be summarized based on the PTSP experience in Denver. Transportation expenses to and from the county jail are reduced according to the increase in pre-trial releases. Daily incarceration expenses in the Denver Jail, which range from \$11 to \$13 per day per inmate, are reduced significantly. Other effects of the project include the following:

1. The average time from arrest to release recommendation at first advisement has been reduced from 4 to 2 days.

2. The second advisement, for defendants unable to post bond after the first, has been combined with a bail reduction hearing, producing a speedier average release time (8 days versus 26 days previously) and increases available court time.

3. Available court time has been used to achieve speedier preliminary hearings, the previous average was forty-five days, and is now 18 to 22 days.

4. The time savings for the court alone has obviated the need for an additional courtroom to comply with the speedy trial rule. (This saving alone repays the cost of the project.)

5. The program provides background information on the defendant which is used by the district attorney, public defender and the probation staff. Functions previously done by court clerks are now done by project personnel, freeing court staff time.

6. Approximately 6% of the releasees on personal recognizance and 10% bond never have criminal charges filed against them by the district attorney. The money which would have been paid and kept by a professional bondsman if full surety bond had been required will not be wasted unnecessarily.

7. A large proportion of the Denver felony arrests, estimated to be 65% in a recent study by the National Center for State Courts, are investigative in nature, where the defendant is not immediately charged with a specific offense. Consequently, approximately 55% of persons arrested for felonies have their charges dropped or reduced to misdemeanors prior to their initial court appearance.

8. At the first advisement of rights in Denver County Court, held within 24 hours of arrest, the defendant is informed of the charges, or those which will

probably be filed. No legal counsel is available. At this point the District Attorney's Office has not had an opportunity to review the charges to screen unwarranted arrests or improper charges. Thus, in effect, bail is being set upon police recommendation.

9. The second advisement occurs from 3 to 8 days after the first advisement of rights, i.e., 4 to 9 days of detention. At that point, about 3% of the felony charges are dropped, or the district attorney has reviewed the facts and filed formal charges. A bail reduction hearing may be requested by the defendant, who now is represented by counsel. Thus, the defendant may sit in jail for 4 to 9 days before having a preliminary legal review of the charges filed.

10. Exercise of the defendant's right to a preliminary hearing takes about 18 to 22 days from arrest. At this point the defendant has his first opportunity for a judicial review of whether there is reasonable cause to hold him for trial. Thus, the defendant in detention has waited this long before the evidence has been tested against his presumption of innocence.

The Denver experience indicates a number of important points. First, a dramatic increase in the number of released pre-trial detainees need not have a deleterious effect upon society or the orderly functioning of the

judicial system. Second, in fact, the increased release of pre-trial detainees has a positive effect upon the system in terms of cost savings, judicial efficiency and administrative ease. Third, the slowness of the prosecution, defense and judicial agencies to evaluate cases upon entry into the system seriously undercuts the presumption of innocence. The delays to second advisement and bail reduction hearing (4 to 9 days after arrest) and to a preliminary hearing (18 to 22 days) may be compared to the system in New York City, which certainly has its administrative problems, where a detained suspect is apprised of the charges filed against him by the district attorney within 24 hours of arrest and is entitled to a preliminary hearing within 72 hours of arrest. The delays evidenced in the Denver experience point to lack of resources and administrative malaise. Defendants, as well as society, pay the price every day for this insensitive process.

A number of jurisdictions operate adult pre-trial release programs in a variety of methods, including Pueblo, Boulder, Jefferson County, and Arapahoe County.

The deficiency of the pre-trial release picture in Colorado flows from the lack of coordinated, multi-jurisdictional and multi-agency approach to developing a network of information and techniques to fulfill the

presumption of innocence and the right to be released pending trial upon the least restrictive method to ensure appearance for trial. The associated problems include the expenditure of public funds on jails to maintain unnecessarily large pre-trial inmate populations. The social implications include the psychological impact on arrested persons detained in disturbing surroundings, the obvious repudiation of the presumption of innocence, and the inability of incarcerated persons to aid effectively in their own defense.

Although society may need protection from dangerous arrestees, it is equally important to protect against the apathy, human waste and degradation inherent in a system that detains suspects, often on minor charges, simply because no one is able to pay their way out. This is especially important when pre-trial release is viewed as a function of the reappearance of the arrestee for further proceeding, not to serve the purpose of preventive detention.

c. Detention and Facilities: The unnecessary detention of large numbers of pre-trial suspects, the physical conditions of local jails and the lack of training and programs in them remain perennial problems. Although progress is being made in each area, severe deficiencies in them merit continued efforts. The health conditions of some jails are still below minimum standards established by the Health Department. Recreational and rehabilitative programs are handicapped by lack of space and resources. With the exception of health standards, there are no legislatively mandated standards or inspection criteria. This situation is subject to change, however, under the current Senate Bill 4. In regard to separation of certain types of offenders the law provides an escape clause - "except in those counties whose jails do not have sufficient room to do so." Only about 1/3 of 39 jails responding to a recent survey had separate facilities for sentenced offenders and pre-trial detainees.

Correctional training for county jail personnel is quite limited. A small portion of the CLETA program is of some benefit to corrections officers. However, some additional training may be available through an LEAA grant for rural personnel.

The jail moratorium mandated by the legislature was an attempt to prevent the construction of jails whose design and facilities are not consistent with modern con-

cepts. The current legislation is expected to be renewed, including the required approval from the Jail Advisory Board. In addition, a Corrections Master Plan is in the formative stages.

Standard 14B on Detention Facilities reads: "every law enforcement agency operating a detention/holding facility should ensure professionalism in its jail management and provide adequate detention services." Implementation of this standard involves additional funding for jail facilities, training for custodial personnel and increased services for inmates.

IV-C6-CASEBUILDING

C-6. Casebuilding

a. Filing and Investigation: The legal and factual accuracy of filings depends, in most situations, upon the quality of the evidence developed by the police and its analysis and utilization by the prosecutor. The need for coordination between police and prosecution is obvious. Yet this is often an ad hoc relationship depending on the overall attitude of each agency towards the other. Because the prosecution must rely on the police for the initial development of the factual basis of the case, and the police must rely on the prosecution for the final adjudication of their arrest, their interrelationship mandates close cooperation for an effectual prosecution component of the criminal justice system. This practical mandate is reiterated in the Standard 15A on filing and investigations: "The prosecutor has an affirmative responsibility to assist local law enforcement agencies in the investigation of offenses when requested and practical and to investigate suspected illegal activity when it is not adequately dealt with by other agencies."

The implementation of this standard and the goal of close cooperation face the practical problems of available resources and inter-agency attitudes. In terms of resources both the police investigative personnel and uniformed patrolmen must be trained in the art of documenting evidence material to the case. Equally important is the attitude of

the command officers towards making good arrests with solid factual documentation for court purposes. Officers in the field must be aware of the reliance placed upon them by other components of the system for gathering accurate facts, as well as bodies.

Results of a recent RAND Corporation national police study entitled "Criminal Investigation Process" (RAND, 1975) indicated general problems in the police investigative function. (This study is discussed in other sections, including Deficiencies in Criminal Investigation, and Systems Flow-Casebuilding - Filing and Investigation). The study, which is subject to question as are all such social research efforts, concluded that differences in training and organization do not have an appreciable impact upon effectiveness. In terms of allocation of time, it concluded that about half of serious reported crimes receive superficial attention from investigators and that their time is largely consumed in administrative chores, including documentation. The study found that the single most important determinant of case solution is the information obtained from the victim by the responding patrol officer. Further, the report stated that rarely do investigators consistently and thoroughly document key evidentiary facts needed for conviction on the most serious charge. Related to that was the opinion that this failure of documentation may contribute to higher case dismissed rates and weakened plea bargaining positions for the prosecution.

These conclusions need not be absolutely accepted, but they are indications of the areas of deficiencies which pervade the interrelated function of investigation and filing.

b. Prosecution: Deficiencies in the prosecution aspect of casebuilding mainly involve the lack of adequate manpower resources. The reliance by the prosecution upon police investigative capabilities, as discussed, is a potential problem depending upon the quality of case preparation by the police and the relationship between the D.A. and the law enforcement agencies. The need for close cooperation and a clear understanding of the need for accurate documentation is a crucial element of the police-prosecution interrelationship. Systematic communications between law enforcement and prosecution agencies, with specific policies and procedures mutually agreed upon, will reduce the likelihood of dismissal and poor case dispositions. If, as estimated by a sample of district attorney offices, poor police case preparation results in dismissals of about 5% of the felony cases referred, emphasis must be placed upon the reduction of this figure through improved techniques and procedures.

The lack of internal manpower resources sufficient for the prosecution to become more involved in the case investigation and preparation is another pervasive deficiency. Staff attorneys generally do not have the time to direct

investigative efforts at the scene. Their involvement at subsequent stages of preparation may be too late for the development of evidence most valuable for trial. Although some D.A. offices are able to assign deputies to specific serious offenses at early stages, this is not generally possible for a wide range of crimes. Therefore, the attorneys must rely upon the police and the office's investigative staff.

Although two district attorney offices reported having no internal investigative personnel, most offices employ investigators. As might be expected their caseloads are quite heavy and their availability is limited.

The interdependence of police and prosecution in case-building indicates that the solution to investigation and preparation deficiencies must be a joint effort. Additionally, deputies must be adequately trained to prepare a case and to emphasize the material and relevant evidence. Library resources must also be adequate to facilitate research on legal issues.

A prosecution deficiency related to filing and the lack of manpower occurs in those cases where an arrest is made and the defendant is held in detention for days before the district attorney files formal criminal charges. Although the extent of this deficiency is not documented, it deprives defendants in these situations of the right to know the exact nature of the charges against them. It also permits the police to arrest and charge without immediate review by

a district attorney. This results in obvious hardships to detained persons, overcrowded jails, high dismissal rates and later reductions of the charges when eventually filed in many cases.

Standard 15B relating to the prosecution aspect of casebuilding states: "The sound exercise of prosecutorial discretion requires that prosecutors develop the data and statistics to support charge determination and case handling." The thrust of this standard is to inject some specific objective criteria into the filing decision. This can only be accomplished through evaluation of the present internal office system, and then through a joint effort by police and prosecution to implement some guidelines on factual documentation as a prerequisite to filing.

Another aspect of filing criminal charges includes diversion as an alternative to filing. The prosecution should be cognizant of the social implications of certain offenders/offenses, and should develop some criteria for diverting appropriate people from the system into rehabilitation programs before criminal charges are filed.

c. Defense: Although the defense also shares the problem of inadequate manpower resources, this deficiency is compounded by the complete reliance upon internal investigative capabilities. The prosecution's access to law enforcement agency personnel for investigation and case preparation is denied to the defense. Although the defense

may gather information through pre-trial discovery rules, their ability to generate their own facts depends upon their internal resources. These resources, in the case of a privately retained attorney, in turn depend upon the ability of the defendant to pay for them. The less paid, the less received. Economics is no stranger to the attorney-client relationship, although attorneys generally make a good faith effort to generate all material facts. Similarly, the fee schedules for court appointed attorneys do not usually allow for extensive investigative efforts.

The public defender system in Colorado has 14 full time investigators, with an annual total caseload of over 16,000 cases. These 14 investigators are split up among 21 offices, 11 of which are one-attorney offices with only 2 investigators for all 11 offices. In rural areas public defenders travel up to 1200 miles per month simply to cover their district. Obviously, attorneys and investigators alike have very limited time to spend on casebuilding, and this is further affected by the heavy caseloads borne by the attorneys. The deficiency in the defense system, and documented by the public defender operation, is the need for additional resources/personnel to supplement the present investigative and casebuilding capabilities. Justice requires a balance in casebuilding resources of both prosecution and defense in order to ensure a fair adjudication of the facts.

Standard 15C relating to the defense function in the

casebuilding stage reads as follows: "Many important rights of the accused can be protected and preserved only by prompt legal action. The lawyer should inform the accused of his rights forthwith and take all necessary action to vindicate such rights. He should consider all procedural steps which in good faith may be taken." In order to implement this general standard, the defense attorney must have the time to concentrate on the legal aspects of the case. This will be accomplished only if the supplemental investigative and casebuilding resources are available.

d. Pre-trial Procedure: Rule 16 of the Colorado Rules of Criminal Procedure covering pre-trial procedure is a model of modern legal practice. However, it has not been fully utilized in the areas of the omnibus hearings and pre-trial conferences. The advantages of both are to resolve procedural and substantive issues in a consolidated and expeditious manner. The intent of the rule can only be fulfilled if it is utilized by all parties concerned, and its impact on reducing pre-trial delays can only be measured when prosecution, defense and courts uniformly implement it.

e. Specific Operational Problem Areas: The data on prosecution and defense activities in casebuilding point out the need for comprehensive analysis of the internal operations of the individual offices of each component from a management point of view.

Wide ranges among prosecution offices in terms of rates of dismissals and other dispositions, as well as varied caseload composition (in terms of proportions of felony and misdemeanor cases referred and filed) would seem to indicate a need for comparative analysis of resource allocation and procedures within each district attorney office. The goal of such evaluations would be to maximize the effectiveness of each office. Technical assistance, on a local, state and national level should be utilized to analyze internal management techniques and prosecution effectiveness. Once individual or systemic problems are documented, specific projects could be developed to remedy these problems in the prosecution component.

The unified public defender system exhibits severe caseload overburdens in many rural and urban offices. Although the ultimate source of this problem is the level of funding appropriated by the legislature, a management analysis of individual offices and caseload data would document the most significant problems. Remedies to these problems through management techniques and client representation procedures are generally available in the form of technical assistance on the local and national level. Documentation of the specific systemic problems would provide a foundation for future funding requests and also individual projects.

IV-C7-Adjudication

C-7. Adjudication

a. Judiciary: Four factors, among others, impact on the quality of the judiciary: selection, caseloads, training and accountability. The selection procedures, through judicial nomination committees, seem to be suitably structured towards selecting judicial personnel based upon merit. Caseloads are another matter. Annually increasing caseloads, both in total volume and the number of cases per judge, decrease the amount of time a judge may devote to individual cases and to legal research and self-improvement. The quality of justice often has a direct relationship to the extent of the investment of time and interest by the court in resolving particular issues. Overworked judges can hardly make that significant investment when the pressures of clearing the docket prevail.

Judicial training is often a prerequisite to the consistent delivery of justice, especially at the trial court level. There, the judge must make instantaneous decisions on procedural and substantive law. Through a comprehensive and regular training program judges are better able to make those decisions accurately, reducing the likelihood of reversal upon appeal. A related problem is the lack of legal research resources for the judiciary. Although judges may have a legally trained assistant, questions of law may not be adequately answered due to the daily work pressures.

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Accountability of judges for their actions is often a function of their own personal values rather than a function of the formal appellate review and judicial qualifications commission procedures. Removal of judges for significant improprieties or general incompetence requires formal proceedings in which few practicing attorneys would be likely to inject themselves except in extreme cases. The present system of uncontested judicial elections does not serve the purpose of providing the electorate with a choice of candidates and therefore little information is presented to the voters on the judges' record. Although politics should be kept to a minimum in judicial selection, increased accountability of the judiciary can only be ensured if such information is systematically conveyed to the electorate. The present system is analogous to tenure, in which mediocrity is protected against challenge, and only the most extreme cases are ever scrutinized.

The standard relating to adjudication, 16A, THE FUNCTION OF THE TRIAL JUDGE enumerates certain responsibilities. These responsibilities include: promotion of justice, safeguarding rights of the defendant and the public, determination of guilt at trial, dignity of the proceedings, professional respect and sensitivity and cooperative calendar control. These standards may be attained through proper selection, training and accountability of judges, as well as through improved management of caseloads

and additional judges to provide sufficient opportunity for such deliberations.

b. Administration: Problems in the court administration aspect of adjudication surface on two levels: state and local. The state court administrator, with the judicial department staff, must deal with a host of variable situations in the courts of the unified system. The state court administrator must also contend with the legislative budget process, which often denies request for supplemental resources deemed necessary by the administrator. Long range planning takes a back seat to the more immediate operational headaches. However, a federal grant for such a planning capability is currently being processed. The establishment of permanent internal planning and improvement resources are essential to the optimum administration of the judicial system.

The administrative problem that surfaces on the local level is the underutilization of professional management skills through the court administrators. Judges, being schooled in the law, have little expertise in management. The current training program to improve the skills and attitudes of court administrators will be effective only if the judges recognize their own limitations, and delegate sufficient management authority to competent court administrators. In turn, court administration personnel must be equal to the task. Minimum qualifications, training and

adequate compensation are areas through which these positions may be strengthened.

c. Speedy Disposition: Consistently increasing caseloads, both in total volume and number of cases per judge, make it unrealistic to expect improvements in speedy dispositions without substantial expansion of the personnel components of adjudication: judges, prosecutors, defense attorneys and professional administrators. Political resistance to massive infusion of public funds into these areas renders immediate resolution of this problem unlikely. The present approach of gradual increases in personnel in all sectors of the adjudication function hardly maintains parity with the caseload expansion. Therefore, improved management and calendar control, and procedural rules may be a temporary solution to coping with present caseloads. Cooperation among prosecution and defense in calendar control may necessitate court rules with enforcement mechanisms. Court rules relating to speedy trial should also be applied to other critical stages of adjudication, including arraignment and preliminary hearing, especially for detained defendants/suspects. There is little documentation of the specific procedural patterns which most deserve attention in alleviating delays. Each component has opinions based upon experience but a professional management analysis of case flow would be helpful in determining where and how to focus our attention.

d. Plea of Guilty: Based upon incomplete data compiled by the Judicial Department for FY 1975, approximately 56% of the felony cases filed in district court are disposed of through pleas of guilty. Notwithstanding subjective opinions about plea bargaining, it is a fact of life without which the adjudication system would be paralyzed. The Colorado Rules of Criminal Procedure (Rule 11) specify the steps a judge must take before accepting a plea of guilty or a plea of nolo contendere, in relation to the extent of the defendant's understanding and voluntariness. Plea bargaining retains the aura of a "backroom deal" unless it is negotiated fully on the record. However, this is time-consuming and may inhibit frank discussions between prosecution and defense. At a minimum, a record should be made concerning the underlying basis of the bargain in those cases where it is not already part of the formal proceedings.

Standard 16C relating to pleas of guilty reiterate these concerns: "The trial judge should not accept a plea of guilty or nolo contendere without first inquiring whether there is a plea agreement and, if there is one, requiring that it be disclosed on the record." Additionally, the standard indicates that "The judge may decline to give consideration to a plea agreement until after completion of a presentence investigation."

e. Trial by Jury: Incomplete data from the

Judicial Department for FY 1975 indicated that approximately 85% of the pleas of not guilty elected a trial by jury, while the balance chose a trial by the court alone. Jury trials involve substantial amounts of court personnel time as well as citizens'. Management of the jury selection system must seek to minimize jurors "dead time" and general confusion while adequately compensating jurors for their presence. Jurors deserve special attention from the adjudication system for the constitutional role they play.

Issues raised as to the form of voir dire have compelling arguments on both sides. The Federal system appears to be less time consuming and more formalized, while the present Colorado practice allows some personal contact between attorneys and jurors in the selection process. In view of the 'burdensome caseloads troubling our courts, procedures which assist speedy disposition should be reviewed favorably where their disadvantages may be speculative.

Management of witness time and attention to the logistical and personal problems of victims and witnesses should be a normal operating capability of the adjudication process. Only through the reliable attendance of witnesses for both sides can a foundation for a complete adjudication of the facts be assumed. Victim/witness programs should be independently supervised by the court administration. Compensation for witness time should be adequate, as stated in Standard 16D.

f. Specific Operational Problem Areas: The specific problem areas discussed herein and the available data indicate a lack of comprehensive management analysis and planning as related to case flow. Increasing case-loads and limited personnel resources demand analysis and planning in order to understand what the case flow problems are and how they can be minimized. The Judicial Department does not presently have the internal capability to do this type of analysis and planning, as its management structure is devoted primarily to administration. Analysis and innovation is done on an ad hoc basis without a demonstrable systems approach. The lack of internal personnel devoted solely to planning may be a result of legislative budget decisions, but such a capability is essential to a modern unified court system.

IV-C8--SENTENCING

C-8. Sentencing

a. Authority and Procedure: The lack of a case law of sentencing is a deficiency identified by the Standards and Goals Commission and by participants in the first Colorado Conference on Sentencing and Corrections. Although Rule 32 of the Colorado Rules of Criminal Procedure (1973) spells out requirements that the defendant shall have an opportunity to make a statement in his own behalf and to present any information in mitigation of punishment and that the state shall have an opportunity to be heard on any matter material to the imposition of sentence, Colorado law is silent on the recording of sentencing proceedings. Standard 8-B, SENTENCING PROCEEDINGS stipulates that "normally (the sentencing court of record) should state for the record in the presence of the defendant the reasons for selecting the particular sentence to be imposed." Sentencing conference participants likewise strongly recommended requiring sentencing judges to state their reasons for imposing a sentence for the record, a procedure which would ultimately produce a body of case law to guide future imposition of sentences in similar cases.

b. Pre-sentence Reports: Thorough pre-sentence reports are an essential element in a rational sentencing scheme. This is particularly true when a recommendation

of institutional commitment is made and accepted. The pre-sentence report is used by the court as the basis for making that decision.

The amount of time and associated costs spent on pre-sentence and other investigations, however, is extremely high. The Judicial Department has reported that "Investigations take priority over case handling except in crisis situations. Therefore, as the number of investigations to be made grows, the time for caseload work shrinks." (Colorado Judicial Department FY1976-77 Budget, p. 93).

The number of investigations during FY1974-75 increased by 59% over the previous year. Similarly, during the first half of FY1975-76, total investigations are up 24% over the same period for the previous year. With this increasingly burdensome activity of investigation, the number of hours consequently spent on the actual case supervision is being substantially reduced.

Available data indicate that, on the average, no more than 1.3 hours per month is spent in case supervision plus activities for adult probationers. While for juveniles this average is slightly higher, ranging from 2.2 hours for rural departments to 3.0 hours for suburban departments, it is immediately apparent that only a very small portion of the probation counselor's time is spent in actual supervision. In addition, the figures quoted

above are for case supervision plus activities, which includes court and travel time. This, then, leads to the larger problem of prioritization and allocation of probation officers' time and responsibilities in terms of expected outcome.

c. Sentencing Alternatives: Based on available data, the range of sentencing alternatives utilized is limited. Other options, such as restitution and community service work in lieu of a jail sentence, are not fully available. Creativity in sentencing alternatives is lacking. Probation is the most often used alternative and in many cases, it is used in conjunction with others, such as jail, work release or suspended sentence. Research on the effectiveness of the various alternatives has been limited to the major options of probation and institutional commitment.

Deferred Sentencing: Although hailed by some local officials interviewed in a community corrections study conducted on the Western Slope as superior to deferred prosecution in allowing more extensive court supervision over offenders and obviating the problems of locating witnesses for later prosecution, deferred sentencing nevertheless raises difficult substantive and procedural questions. Deferred sentencing as presently constituted, according to the Colorado Public Defender's

Office, may in fact be unconstitutional, and many public defenders are discouraging its regular use in favor of deferred prosecution. Deferred sentences, public defenders point out, result from pleas of guilty, in most cases not strictly voluntary and sometimes coerced. By his plea of guilty, the defendant waives his constitutional right to a trial by jury.

Deferred sentencing is a convenient tool for prosecution and defense counsel because it decreases time spent in case preparation. However, because in practice use of deferred sentencing bypasses the plea bargaining process, the defendant usually pleads guilty to a more serious offense than he would have had he plea bargained. Because of the excessively wide discretion allowed probation officers to revoke the defendant's deferred sentence on a technical violation, the defendant who viewed deferred sentencing as an opportunity to have the action against him ultimately dismissed may be sentenced on a more serious charge than might have been filed had he not chosen the deferred sentencing alternative.

Legislation: The recent signing into law of House Bill 1111, which mandates minimum institutional sentences for specific felony offenses committed with a deadly weapon may produce significant population increases at Colorado's penal institutions. A preliminary impact

statement issued by the Office of Research and Planning of the Division of Corrections, indicates an anticipated average daily population increase in FY1976-77 of 33 inmates. This figure is, however, expected to climb over 130 in the years to follow. However, questions have arisen concerning the possible effect of plea negotiation, deferred prosecution and deferred sentencing. These judicial devices may nullify the significance of any impact. This topic is clearly one which deserves future investigation.

Sentencing Disparity: The invidious effects of sentencing disparity are well documented. The extent to which "similar sentences (are) imposed on similar individuals following conviction for similar crimes in Colorado State District System", therefore, was explored in a 1975 Department of Institutions study. Based on an evaluation of eleven variables -- age of inmate at intake, ethnic background of inmate, number of prior arrests for inmate, original charge, charge for which inmate was sentenced, minimum and maximum sentence, plea of guilty or not guilty, urban or rural court location, institution to which inmate was sentenced and California Achievement Test scores of inmates -- researchers concluded that Colorado District Courts do not impose disparate sentences. The report, however, acknowledges the limitations

of focusing exclusively on data about sentences to the two major correctional institutions, indicating the need for a more definitive study of sentencing disparity.

This need is currently being met by a Colorado Judicial Department study undertaken following the first Colorado Conference on Sentencing and Corrections at the behest of Chief Justice Edward E. Pringle. Data collection for the study which focuses on dispositions imposed statewide in all cases of second degree burglary (both the class three and class four felony), aggravated robbery and second degree assault has been completed. Study results should be available in mid-July. Taken with the Department of Institutions' findings, the study should indicate existing disparity problems and point to their solution.

Women Offenders: FBI statistics showing a 72 percent increase in the nationwide arrest rate for women between 1967 and 1972 and recent headline attention accorded the rise in female crime highlight problems facing the female offender, long overlooked by the criminal justice system. Although the proportion of female offenders incarcerated at the Colorado Women's Correctional Institution is small in comparison to the male institutional population -- the average daily population at CWCI during April 1976 was only 69.27, while the average for FY1975-76 to date is 73.32 -- that institution is reaching its capacity, underscoring the importance of providing meaningful alternatives to incarceration of female offenders.

Even if legislation (House Bill 1049) encouraging the development of such alternatives had been approved by the 1976 General Assembly, problems would remain unsolved until more is known about female offenders. The critical roadblock to such development is the shortage of data. It has only been recently that female crime, and the penal sanction imposed and treatment options subsequently available, have been given any serious attention by the criminal justice community. Comprehensive investigatory research is desperately needed in this newly discovered and greatly neglected field of criminal justice.

Statutory provisions for work release have created jurisdictional and financial problems. The reasoning behind a statute that provides sentencing to work release directly, and not as a condition of probation, in counties of over 500,000 population is questionable since it would apply only to Denver. The disbursement of funds under this statute would enable the sheriff's department to maintain and support such a program. When work release is a condition of probation, the probation department is ultimately responsible for the person. The latitude afforded work release agents in the supervision and treatment of the person becomes a problem, particularly if the program is one in which the offender is domiciled in a facility outside of the jail.

Whether work release should be conducted outside or inside a jail facility is another problem both in terms of cost and effectiveness. Widespread implementation of work/educational release whether in or out of a jail has not been achieved. Lack of adequate jail personnel for supervision certainly contributes to this deficiency.

d. Probation: The problems currently facing probation are numerous. Until this year, there has been no systematic evaluation of probation effectiveness. This effort has been initiated this year, but it will likely take some time to complete, partially due to the reluctance in some districts to examine probation effectiveness. There also needs to be comprehensive evaluation research to determine the relative success of probationary programs for those on deferred sentencing and deferred prosecution since these clients represent a majority of probation's cases. Experimentation with different approaches to caseload management and supervision is occurring in a number of departments, as is the use of volunteers. However, those programs have yet to be definitely evaluated in terms of their effectiveness. Where evaluation is being done, the results are often not translated or not translatable into recommended changes for planning purposes.

There exists a general lack of diagnostic capabilities

in the current probation administration for psychological deficiencies, mental retardation, and learning disabilities. While programs do exist for the treatment of clients afflicted with these problems, there is a general gap in the capability to diagnose these problems. Occasionally, diagnostic services are provided by community mental health agencies to probation clients. However, these agencies often charge the probation department for those services, which may result in a state agency paying another state agency to provide needed services. From this, it is evident that there exists a lack of state agency coordination, particularly in the legislative budget process.

One other major problem in probation is the fact that it is a part of the judicial branch of government. As an officer of the court, a probation officer performs court functions, such as investigation. As a counselor and case supervisor, a probation officer also performs a correctional function. It is apparent that the court functions take precedence over the correctional functions, thus reducing the possibility that probation can effectively influence offender recidivism.

Probation has estimated that approximately ten percent of their cases require only that the client report to the probation officer by mail. Under such conditions,

there are no actual services provided to the client. The net effect of such a practice is two-fold: 1) the probation officer's case load is increased requiring administrative time in reviewing the mailed-in reports, and 2) a degree of social control is exerted over the offender, in many instances greater than that which is necessary or which would be required under other more appropriate forms of sentencing alternatives. In light of this, it behooves the judicial department to undertake a comprehensive analysis of offenders currently placed on probation to determine which would be more appropriately served by other sentencing alternatives.

IV-C9-POST-CONVICTION PROCEDURES

C-9. Post-Conviction Procedures

a. Appeals and Remedies: The number of appeals filed in Colorado's appellate courts has increased greatly since July 1, 1971. The 326 appeals of district court decisions in criminal cases filed in both the Supreme Court and the Court of Appeals in FY1974-75 represents an increase of 85 percent over the 176 such appeals taken in FY1971-72 and 48.2 percent over the 220 appeals filed in FY1973-74. This rate increase includes post-conviction remedy proceedings which are counted as appeals as soon as they are found reviewable by the trial court. The interest of society in cost effective appellate procedure and the right of offenders to speedy disposition of their appeals and to adequate counsel make imperative the solution of problems facing the appeals process.

Standard 9-B, (APPEALS), pinpoints a critical problem confronting the appeals process when it directs appellate court to "develop and employ techniques for expediting the handling of appeals." While the 1974 General Assembly expansion of Court of Appeals jurisdiction to include criminal appeals from the district court has allowed the Supreme Court to whittle its backlog of criminal cases to be decided from 300 to 98, it has not eliminated the appeal increase problem. At the

end of FY1974-75, more than 60 percent of open criminal cases had not yet come to issue, producing the first backlog problem in the short history of the Court of Appeals. That court, according to the FY1974-75 report of the Colorado Judicial Department, is presently meeting its own time and quality standards. But if recent accelerating trends in district court terminations and rate of appeals to terminations persist, the Court of Appeals will be compelled to seek new methods of operation. The implications of court delay for offenders and defense counsel are clear. Recent correctional literature attesting to the deterrent effect of swift, certain legal consequences demonstrates that the appellate process must be efficient if this major correctional goal is to be achieved. The effect of swift legal consequences on rehabilitation is being examined in a study of speedy trial at present being conducted by Standards and Goals staff.

Grounded in Supreme Court decisions affirming the right to counsel on appeal, Standard 9-B, (APPEALS), directs retained or court-appointed trial counsel to "continue to represent a convicted defendant to advise on whether to take an appeal and, if the appeal is sought, through the appeal..." The burden of providing defense on appeal rests heavily on the Colorado Public Defender program, as demonstrated by data showing that 287, or 89.3

percent, of the 326 appeals taken during FY1974-75 were publicly defended. This burden grows as the number of appeals sought increases. During FY1973-74, the seven members of the Defender program's appellate division handled a total of 116 appeals, representing a yearly caseload per attorney of 16.6 cases. Although appellate division staff was increased by one attorney in FY1974-75, the number of publicly defended appeals jumped to 287, an increase of 148.3 percent over FY1973-74 appeals. Each of the eight appellate division attorneys handled a load of 35.9 cases during FY1974-75, a 116.3 percent increase over the previous year's caseload. That such a large caseload is unreasonable and should be remedied is the conclusion of several studies and reports.* The recommendation of these studies setting the maximum, annual appeal caseload per attorney at 25 cases was incorporated into a standard of the national Advisory Commission on Criminal Justice Standards and Goals (Standard 13.12, "Workload of Public Defenders," Courts 276, National Advisory Commission on Criminal Justice Standards and Goals, 1973).

*The Airlie House Report (Report of the Conference of Legal Manpower Needs of Criminal Law, Airlie House, Virginia, 41 F.R.D. 389, 393, (1966)), Task Force Report: The Courts 50 (President's Commission on Law Enforcement and Administration of Justice (1967)) and the defender committee of the National Legal Aid and Defender Association.

b. Offenders' Rights: A study of the social and economic impact of standards mandating that action be taken to implement the substantive rights of offenders, "including but not limited to access to courts, legal services and legal materials, and to provide adequate means" for enforcing these rights (see Standard I 10 A, (OFFENDERS' RIGHTS), has identified several stumbling blocks to effective implementation. Case law mandating accordance of only minimal due process rights to offenders, notably Wolff v. McDonnell, 418 U.S. 539 (1974), still governs service delivery. The lack of interest of members of the legal profession and the general public in the subject of offenders' rights has resulted in its low priority status and the consequent lack of comprehensive programs assuring these rights.

Access to legal materials is a judicially recognized right. The Supreme Court has held that because it constitutes wealth-based discrimination, a state's failure to provide an adequate law library in a state prison is a denial of 14th Amendment equal protection. Younger v. Gilmore, 404 U.S. 15 (1971). All recent case law supports this opinion.

The Standards and Goals study pinpoints specific problems blocking adequate access to legal materials in Colorado institutions. Law libraries at the major correctional institutions and the lending program for

materials which cannot be universally provided are inadequate. Although approximately half of the women incarcerated at the Colorado Women's Correctional Institution are federal prisoners, no federal statutes are available for their use. The position of law librarian at the penitentiary is vacant, and there are no training classes for inmate law librarians and the general inmate population. Cellhouse Three at the penitentiary (administrative segregation) should be provided with a separate skeleton law library.

The study identifies three needs with respect to legal services for incarcerated offenders. First, while both statute (CRS 13-45-101) and case law stipulate that the petitioner be represented by counsel in habeas corpus proceedings, and case law requires representation for the defendant in revocation hearings, both parole (*Morrissey v. Brewer* 408 U.S. 471 (1972)) and probation (*Gagnon v. Scarpelli* 411 U.S. 778 (1973)), such representation is usually inadequate. Typically, the petitioner may never see an attorney, usually an overworked public defender, until a few minutes before the case is heard.

Civil cases, as demonstrated in the table below, represent the highest proportion of all inmate legal problems. For this reason, and because having counsel to deal with civil problems can ease inmate frustrations by

CATEGORIES OF INMATE LEGAL PROBLEMS

<u>Complaint</u>	<u>Percentage of Total Complaints</u>
Civil Problems	30%
Collateral Attack	20%
Detainers and Warrants	12%
Parole Problems	12%
Sentence Problems	10%
Institutional Problems	10%
Prisoners' Rights	3%
Disciplinary Problems	3%

(American Bar Association, Commission on Correctional Facilities and Services, Resources Center on Correctional Law and Legal Services, Providing legal services to prisoners: an analysis and report, Washington, D.C., 1973)

providing an outlet for grievances, decrease the burden on the courts produced by the incompetent advice of jailhouse lawyers and pro se litigation and reduce other problems involved when dealing with jailhouse lawyers, attorneys should be available to help inmates deal with civil problems. Such assistance is only sporadically available at this time.

IV-C10-CLASSIFICATION

C-10. CLASSIFICATION:

Classification is the means by which offenders are evaluated and separated into certain categories for assignment to an appropriate treatment or rehabilitative program. It has also been used to segregate certain types of offenders for security reasons.

a. State Jurisdiction: Three 1974 Colorado laws provide for diagnostic evaluations and classification of offenders sentenced to the Department of Institutions. One established a Colorado Diagnostic Program to provide a diagnostic examination and evaluation of all sentenced offenders so that they could be assigned to an appropriate rehabilitation program. This statute mandated separation of offenders in the diagnostic program from all other offenders and specified that after diagnosis, upon court order, an offender could be returned to court to be granted probation or have his sentence modified. Another statute, known as Senate Bill 55 (now replaced by Senate Bill 4) or the Colorado Community Corrections Act, directs the director of the Department of Institutions to establish a classification system for offenders in its custody for diagnosis and assignment to rehabilitation programs. The third law permits courts to designate in which institution the offender is to be confined for purposes of evaluation and diagnosis, but gives the director of the Department of Institutions the authority to determine to which institution or program that person will be assigned or transferred.

Description: There are three different types of classification conducted by the Division of Correctional Services in determining the best assignment for each adult inmate sentenced to the Department of Institutions. Traditionally these have included diagnosis to determine initial assignment, classification to determine basis for transfer among institutional programs, and review by the Parole Board to approve placement into the community.

As mentioned earlier, all adult offenders sentenced to the Department of Institutions must first be interviewed, tested, and processed by the Colorado Diagnostic Program. In FY 74-75, 1,400 offenders were committed to the Department and processed in this manner. The usual length of stay was six weeks. In addition 26 cases were processed which were later reviewed by a judge and released to probation.

Historically, the diagnostic process has been isolated from the general operation of the institutions, providing assessments in terms of psychological and educational status with little relationship to subsequent assignment to treatment programs. Classification, on the other hand, has been conducted by institutionally-administered and institutionally-staffed committees which frequently responded more to the needs of staff than the needs of the inmate. During FY 75-76 attempts have been made to establish Divisional classification procedures which allow for the closer interaction between diagnostic and classification processes. A new manual adopted July 15, 1976 sets criteria for the assignment of offenders to three different levels of security.

Although the needs of the offender himself are of foremost consideration, the needs of other residents and the institution cannot be ignored. Thus, an inmate assessed as dangerous to others or as an escape hazard may be confined at a greater level of security than his own needs alone might indicate.

Senate Bill 55 and now Senate Bill 4, has provided the Division a mandate to develop and expand community correctional programs. The responsibility implied in the act of placing offenders in the community has necessitated an evaluation of the traditional institutional classification process. The transfer of inmates according to institutional and staff needs was demonstrated in FY 74-75 to not be necessarily compatible with good community treatment programming. During FY 75-76 Divisional procedures were established for the classification and supervision of offenders in the community. On December 1, 1975, the administration of community residential programs was transferred to the Office of Parole and Community Services, an act facilitating better accountability and closer compatibility with the parole process. New procedures include specific criteria to be considered in the placement process.

Historically, the Colorado State Parole Board has served as the entity which determines whether or not an inmate is ready to be released into the community. Senate Bill 55 has modified this concept by providing for community placement of offenders prior to actual parole status.

Administration of community residential programs by parole personnel has facilitated the coordination of community placement and eventual parole by the Parole Board.

Senate Bill 4, which replaces SB55, is largely aimed at diverting offenders from institutional commitment and treating them in their own communities. The role of the Department's Diagnostic Program in relation to community corrections is not clear. The capability to effectively diagnose, evaluate and screen those offenders likely to succeed in such programs does not now exist at the local level in every county or judicial district.

b. Local Jails: Legislation on classification of prisoners in local jails is limited to segregation of certain types of offenders: (1) male and female offenders must not be kept in the same room; (2) juveniles must be kept separate from the more experienced and hardened criminals; and (3) pre-trial detainees and those committed for contempt or civil process must be kept separate from sentenced offenders except in those counties whose jails do not have sufficient room to do so.

Only a few county jails, such as Boulder and Larimer, have developed classification systems in order to identify offender needs and to develop and provide treatment programs tailored to meet these individual needs. Such treatment programs include alcohol and drug abuse, financial counseling

and family counseling. Denver County Jail is no longer using its classification system and has returned to a simple assignment system.

The Denver County Court Diagnostic Center, described below, is the only state/local combined community classification program in operation in Colorado.

c. Denver County Court Diagnostic Center: This project, funded by Impact Cities, provides basic psychological and diagnostic testing information on Impact offenders who are referred by Denver District Court and the Probation Department, the State Division of Adult Parole, and Denver County Jail. In addition, the project provides services to clients of the Treatment Alternatives to Street Crime (TASC) and Alcohol Treatment Programs. A client comes into the center and receives a six to eight hour battery of tests. These tests cover such elements as intelligence, reasoning, personality problems, and hypertension. After being given, the tests are reviewed by the staff psychiatrist who makes a report. The report is then forwarded to the appropriate referral agency.

This project provides a service for both state and local clients. That is, through the use of a Denver County agency -- the County Court -- diagnostic evaluations are prepared for state probation and parole clients, as well as for local corrections referrals.

The Denver County Court Diagnostic Center was designed to extend services that have been provided for County Court clients to those going through District Court and for the

Office of Parole and Community Services. The project has been in operation for two and a half years and during that time has served over 600 Impact offenders. During the project's early phases, there was some difficulty in getting agencies to refer clients to the program because of the uncertainty about the type of information to be provided. During the latter phases of the project, however, intake has increased to 20-25 cases per month, and District Court judges are also using the service.

IV-C11-INSTITUTIONS AND COMMUNITY REHABILITATION

C-11. Institutions and Community Rehabilitation

a. Institutional Rehabilitation

(1) State: The problems at the state institutions have received a great deal of public attention over the past three years. As with most other states, Colorado's institutions are located in isolated rural areas of the state. This creates problems in recruiting and hiring appropriate staff, community involvement, community resources, transportation of families for visitation, central management control, etc. For example, while inmates tend to be from urban areas, the guards are predominantly from rural areas. Recruiting minority staff in isolated rural areas is also a problem. Provisions for improving this situation are outlined in Corrections Standards 14.3, RECRUITMENT FROM MINORITY GROUPS, and 14.1, CORRECTIONAL STAFFING. (See Appendix C.)

The state institutions are generally lacking in citizen involvement. While there are some groups providing volunteer services, these are minimal. The public information/education project is hampered by the lack of a mechanism through which citizens can then become actively involved in the system.

The state reformatory has had to suspend its incentive treatment program due to overcrowding. This institution has not, however, experienced the many serious problems exemplified by the penitentiary.

The Colorado State Penitentiary (CSP), now administratively divided into medium security, maximum security and women's units,

has been the subject of investigations and reports by the American Correctional Association (1973), the Grand Jury (1974), the U.S. Civil Rights Commission (1974), and most recently, "The Report of the Attorney General on the Events and Causes of the May 18, 1975, Riot at the Colorado State Penitentiary". Criticism leveled at prison administration and staff included: lack of inmate protection, overcrowding, racism, lack of counseling staff and minority counselors in particular, lack of inmate weapon controls, pervasiveness of inmate idleness due to lack of sufficient programming, inequitable inmate disciplinary system, lack of staff procedures, and inadequate staff training. In addition, numerous other problem areas have also been observed at the institution, many by the Division itself. These include: 1) limited use of diagnostic recommendation and a lack of followup in terms of their follow through and rehabilitative effects; 2) discontinuity of treatment programming; and 3) inconsistency of Correctional Industries in relation to Division goals.

The Correctional Industries program has been severely criticized in a Management Services report for: 1) placing inmates in jobs because of job availability or the need for individual inmate protection, rather than on a basis of inmate desires and occupational aptitude or rehabilitative concerns; 2) rules and safety precautions are inconsistent and frequently nonexistent; 3) working hours and rates of pay vary from job to job with little rationale, which creates morale problems; and

4) the inmate training program lacks planning, objectives and evaluation. The Division of Correctional Services is currently in the process of thoroughly analyzing the industries program and revamping it in terms of planning, setting objectives and evaluative research. (See Corrections Standard 1-11.34).

The situation at CSP is serious and steps have been taken to improve it. The legislature established an interim committee to study the problem, the Governor has taken an active role, and corrections administrators are attempting to deal with the problems.

In addition, Colorado is one of four states chosen to design and implement inmate grievance procedures. The purpose of these procedures is, 1) to decrease the amount of litigation regarding prison policies, procedures and conditions, and 2) decrease the amount of prison violence arising from prison conditions by providing an in-house grievance procedure which is designed and operated by both staff and inmates. (See Corrections Standard 1-11.13). Additionally, the Code of Penal Discipline, recently designed and implemented by the Division addresses many of the issues revolving around prisoners' rights (See Corrections Standards 1-11.10 - 11.12).

Much remains to be done, however, and it will likely take years to solve the problems, many of which are inherent in a large, isolated, rural institution.

During the past year, another riot took place at the institution, although relatively minor in comparison to the

May 18, 1975 one. In addition, a sit-down strike recently occurred in protest over newly established security regulations. These new security regulations were imposed in response to an increasing number of inmate stabbings during the past year. Although the major recommendation of the Corrections Task Force centered on community-based alternatives, several institutional related standards were formulated, specifically, to upgrade rehabilitation programs.

The Colorado Women's Correctional Institution (CWCI) has recently established an incentive program and has increased its vocational and educational programs and release opportunities in the community. However, the programs are still basically traditional in nature, revolving around domestic services such as food preparation, industrial sewing, typing, etc. There have, however, been substantial improvements at the institution over the past year and many are likely in the year to come.

Until the past year, this institution has largely been ignored and needs of female offenders were not addressed. This, too, is beginning to change. Corrections Standard 11.6, WOMEN IN INSTITUTIONS, calls for: "A comprehensive effort. . .to determine the aptitudes and abilities of the female institutional population, with creative vocational training programs developed from that research." (See Appendix C.)

This type of extensive programming may have benefit for the male institutional populations. Recognizing this, the standard calls for "As a five-year objective, male and female

institutions of adaptable design and comparable populations should be converted to coeducational facilities."

(2) Local: The lack of programming in local jails was discussed in Section C-11, Existing Systems and Resources. This deficiency is particularly acute in the smaller, rural jails in the state. Lack of space and inadequate jail supervision have often prohibited the development of rehabilitative programs. Local jails constructed 30 or more years ago were simply not planned to provide programs and in many cases do not even provide good security or a healthful environment.

Given recent lawsuits citing the deplorable conditions in a few of the metropolitan area jails, minimum jail standards may be proposed to alleviate further litigation. New legislation calling for the Division of Criminal Justice to develop a model plan, with suggested jail construction standards, for consideration by the legislature in 1977, should bring Colorado a step closer to adopting jail standards. In addition, an interim legislative committee may investigate conditions in local jail and detention facilities during the summer of 1976. Results from this interim study could also help improve conditions in local jails.

Lack of planning responsibility for local jails is a crucial element to these problems and one which the jail

moratorium sought to address, but this is only a temporary solution. A stronger approach for the future, utilizing local community corrections boards, is advocated in Standard 5.29, LOCAL CORRECTIONAL FACILITY PROGRAMMING. This provides a broad based approach to local corrections, utilizing not only incarceration, but also educational programs, volunteer activities, and release programs.

(See Corrections Standard 11.18, JAIL RELEASE PROGRAMS, Appendix C.) The construction of any new jail facilities should be in compliance with Standard 1.73, LOCAL FACILITY EVALUATION AND PLANNING, which calls for population analysis and projection, and construction only for those needs identified, taking into account maximum use of diversion. Smaller, more humane institutions are advocated in the "Planning for network facilities should include no single component, or institution, housing more than 50 persons."

b. Community Rehabilitation - Reintegration: In 1975, the State Council on Criminal Justice affirmed the legislature's enactment of the Community Corrections Act (SB55), concurring that "Colorado shall adopt a philosophy of treatment of offenders; ... that the treatment shall be undertaken at the community level; and ... that those local resources shall be devised and used toward reintegration of the offender into his or her community."

This approach, which provides a new source of funds, when combined with the broad contracting powers advocated in Corrections Standard 1-11.15, COMMUNITY-BASED PROGRAMS, (see Appendix C) and conferred on the director of the Department of Institutions by SB 4, could provide a truly dramatic step for community corrections.

Yet, the move toward community-based corrections has been slow and arduous. The first pilot contractual programs funded under SB 55 experienced almost 50% client failure to satisfactorily complete the program. The reincarceration rate of those who did satisfactorily terminate was also high. Since selection procedures for offender placement were inadequate, it is not known to what extent the contracted programs were at fault in the high failure rates. Most of the problems with these programs were due to inadequate planning and administration on the part of the Division of Correctional Services.

District attorneys and law enforcement agencies criticized the Division of Corrections for placing violent and repeated offenders in their community programs. New community placement procedures should resolve some of these concerns. The Parole Board was criticized for granting parole too soon for such offenders. Indeterminate sentencing was cited as a course for early release and as a failure, since rehabilitation was not being achieved.

The Governor's Conference on Sentencing and Corrections addressed these issues and the 1976 Legislative Session passed three major bills to resolve them: mandatory minimum sentences for certain violent and repeated offenders; restitution for victims of crime; and a new community corrections bill designed to encourage local units of government to develop and establish community programs to divert offenders from state institutions.

This legislation, Senate Bill 4, contains a \$301,500 appropriation, to be expended by both the Judicial Department (\$150,000) and the Department of Institutions (\$151,500) for local community programs on a reimbursement for services basis. In addition, the Long Appropriation Bill contains about \$254,000 for community corrections to the Department of Institutions.

Community-based programs are of two types: (1) those designed to divert offenders, who would otherwise have been sentenced to the Department of Institutions, back to their own community for treatment; (2) those designed to reintegrate offenders back into their community following a period of incarceration. It is still not completely clear who has responsibility for the first type of diversion program -- state, local or shared. If a state responsibility, is it a program to be implemented through the Judicial Department, or Institutions? These state agencies themselves are not in agreement on these questions. At least, Senate Bill 4 indicates a willingness on the part of the state legislature to subsidize

local community corrections efforts. While this bill represents a funding increase, it is still a minimal amount in terms of space available to treat offenders in the community versus the institutions.

Insufficient funding will likely continue in the future. To provide needed rehabilitative services existing resources need to be utilized to a maximum degree. An inventory of those existing resources should be developed as detailed in Corrections Standard 1-11.17, MARSHALING AND COORDINATING THE COMMUNITY RESOURCES CONSORTIUM (See Appendix C). One major community resource is local mental health centers. Many, if not most mental health centers, charge a fee to provide services to criminal justice clients. If these services were free, community programs would be less expensive.

A Systems Task Force standard, COMMUNITY CORRECTIONS SUBSIDY PROGRAM (see Corrections Standard 1-11.20, Appendix C), recommends that Colorado adopt a policy "to treat, rehabilitate and correct criminal and juvenile offenders in the community where they reside. In order to effect this policy, the state shall adopt as its goal a reduction in the number of offenders housed in central state correctional institutions by 80 percent before 1980."

The standard recommends a program of legislation and establishment of a state agency to set standards to accomplish this goal. It also recommends community corrections subsidies and a special corrections fund.

Senate Bill 4 is a step towards a state subsidy system, but fails to provide the necessary initial funding to establish programs. Instead, it provides funds to reimburse existing programs. It is not known, however, if contracting services will be successful due to the limited and discouraging (if not somewhat confusing) results, cited previously with the initial pilot projects under SB 55.

Community-based corrections requires extensive planning, training, inter- and intra-agency coordination, community education and organization, resources development, and evaluation research. Planning must be a cooperative effort of local and state authorities. Past experience has shown that responsibility must be fixed in one agency to ensure that this activity is initiated and accomplished. The Corrections Task Force has recommended that the state correctional authority "by 1978 shall develop a plan for assisting local units of government in the development of comprehensive programs of community centered alternatives to institutionalization." (Corrections Standard 1-11.16, DEVELOPMENT PLAN FOR COMMUNITY-BASED ALTERNATIVES TO CONFINEMENT, Appendix C.)

One of the major unresolved issues is that of the fiscal and administrative responsibility and accountability for community corrections programs. Is it a local, state, or shared fiscal and/or administration responsibility if the offender is a state client but came from and is returning to a

particular local area? If shared, who has control over the program in terms of selection or rejection of participants? Should these programs be started by the local community with the expectation that the state will buy into them or subsidize them completely? As stated in the Division of Correctional Services First Year Plan and Budget Request, (FY1976-1977), "...the fiscal and administrative structure necessary to continue programs which incorporate functions previously assumed by the Judicial Department, the Department of Institutions, and the county has not yet been created. Without the resolution of such issues, a substantial move to community corrections will not be forthcoming."

Again, the local community corrections board provided for in SB 55, and no longer mandatory in SB 4, amplified in Corrections Standard 1-5.29, LOCAL CORRECTIONAL FACILITY PROGRAMMING, Appendix C), may be one way of resolving these issues. In the almost 24-month existence of the act, only one of 63 counties in the state had established such a board. While SB 55 mandated the establishment of these boards, it gave no indication of their function, purpose or responsibilities -- only their membership. Senate Bill 4 should help to clarify these issues.

Most of the problems cited here will be addressed by DCJ's assumption of the Master Plan for Corrections effort. Most of these questions and problems exist now because this

planning study did not materialize as envisioned by Senate Bill 55. The issues of fiscal and administration structure, subsidy systems, public acceptance procedures and standards for operations, etc., of community correction programs will be approached through the Master Plan effort during the next 18-20 months.

The problems in establishing community corrections in Colorado are extensive and difficult but not insurmountable. Enacting the strong State Council philosophy will require a substantial allocation of resources to new programs. Pilot and demonstration projects such as victim compensation and creative restitutions must be a funding priority. Systematic, coordinated, long-range planning, evaluation, training and public information/education are crucial to the successful implementation of this treatment philosophy.

IV-C12-ORGANIZATIONAL DEVELOPMENT,
MANAGEMENT AND SYSTEMS DEVELOPMENT

C-12. Organizational Development, Management and Systems Development

a. Training: Almost without exception, training provided to date has been directed toward improved individual performance such as training for judges, trial attorneys, policemen, correctional officers, etc., with practically no emphasis on either functional, agency, or "systems" management. There are no "common denominator" managers for the resolution of disputes or to support inter-agency coordination. Systems Standards 12.1, ESTABLISHMENT OF A CRIMINAL JUSTICE TRAINING ADVISORY BOARD, was developed to coordinate and interface training between and among the criminal justice components: law enforcement, judiciary and corrections.

(1) Law enforcement is in need of adequate training for personnel throughout the state. In Law Enforcement Standard 2-1.35, continued mandatory minimum basic training for law enforcement is recommended to continue through CLETA certification. (See Appendix C.) Agency level training for law enforcement employees prior to their first assignments is suggested in Law Enforcement Standard 2-1.38. The standard specifies instruction in law, psychology and sociology be provided, in addition to the traditional basic law enforcement subjects. Law Enforcement Standard 2-1.39, specifies that this agency training shall not be limited to pre-service, but shall continue throughout the employee's career through in-service training. (See Appendix C)

For the most part, local jailers are trained and certified as law enforcement officers and are required to be so by law. Very little training is even available which addresses the job they actually perform.

(2) Training not only for judges but also for court administrators, clerks, judicial department personnel and probation officers remains a primary need for the judiciary. To maximize the accomplishments of the judiciary, entry and in-service training, particularly in the area of sentencing, must be available to all judicial personnel. Courts Standard 11-7.2, suggests that Colorado should periodically convene sentencing institutes "to develop criteria for the imposition of sentences, to provide a forum in which newer judges can be exposed to more experienced judges, and to expose all sentencing judges to new developments and techniques." (See Appendix C.) Corrections Standard 5.11, SENTENCING INSTITUTES, recommends that defense counsel, prosecutors, law enforcement personnel, correctional administrators and other interested individuals be encouraged to attend. (Corrections Standard 5.11, Appendix C.)

Other Courts Standards aimed at maintaining new judicial quality include 3-1.1, 3-6.1, 3-6.3, 3-6.4, and 3-7.1 in Appendix C.

Much needed management training for court administrators is now being provided. However, judges must learn to begin to rely more upon court administrators' expertise for managing the courts functions.

(3) With the exception of probation, training for corrections personnel is seriously deficient. Corrections Standard 14.12, STAFF DEVELOPMENT, calls for training at the division level which would be the responsibility of management and "should provide staff with skills and knowledge to fulfill organizational goals and objectives." (Ref. Appendix C).

Corrections Standard 14.11, COORDINATED STATE PLAN FOR CORRECTIONS EDUCATION AND TRAINING, recommends that Colorado establish by 1976, "a state plan for defining and coordinating the roles of corrections education and training to assume a sound continuum with a unified corrections career program. (Reference Appendix C.) In addition, Corrections Standard 14.13, COLORADO CORRECTIONS ACADEMY, goes on to suggest the establishment of a statewide corrections training academy which would provide training for personnel from all elements of the corrections system.

At the state level, comprehensive training for institutional, parole and community services staff has been recognized as a serious deficiency for many years.

b. CJS Planning and Evaluation: Planning is now starting to receive some acceptance, although the distinction of operational and policy planning is not made or used. Therefore, where planning takes place, who does it is often not related to operational needs of individual agencies.

To create an environment in which effective planning can take place and provide the necessary vehicle for implementation to occur, both governmental and nongovernmental organizations are adopting organizational development (O.D.) theory and process. Organizational development is a total process of examining present organizational structures, processes and functions, and then, through group efforts, effecting needed changes. Some of the changes may include the following:

- . achievement orientation to self-actualization (what a person can be, he must be)
- . individual self-control (closed organization) to expression encouraged (open)
- . competition between individuals and groups to collaboration
- . separate goals (agencies and individuals) to linked goals (agencies and individuals)
- . response to crisis to anticipation of crisis
- . requiring consent before action to action based upon participation
- . no acknowledged conflict to managed conflict
- . responsibility at top only to shared responsibility
- . conservative to risk taking
- . alienation of employees to commitment of employees

Unfortunately, it is much easier to discuss these values than to implement them. Full implementation not only requires full understanding of the process but commitment and support throughout the organization. Interestingly, the United States Army has bought into the organizational development process to the extent that all units of battalion size and larger will have an organizational development specialist as a member of the commander's staff by the mid 1980's.

With the successful integration of organizational development into an organization other positive processes will begin to occur. Perhaps one of the more productive processes is that of human resources planning/career development. This planning should address the following areas and issues:

- a. What do employees need?
- b. What are their values?
- c. How do needs and values relate to work ethics?
- d. What are the attributes of employees (employee assets) that make them valuable to organization?
- e. How do needs, values and assets relate to the money spent on employees?
- f. Can needs, values and employee assets be measured?
- g. What dangers are involved?

If these questions are addressed and answered, information will be provided that should assist in making decisions that simultaneously meet the goals of organizations and needs and values of their employees. If these questions are resolved, then a plan can be developed which will:

- a. Improve understanding of the nature and scope of human resources expenditures;
- b. Improve selection, retention and motivation of employees;
- c. Allocate more wisely the money spent on human resources;
- d. Overhaul the approach to communication among managers, between managers and other employees and between the organization as a whole and outside policies; and expand the scope of internal and external reports to deal with social as well as financial accomplishments.

The foregoing is only an overview of what is needed in human resources planning systemwide. The State Division of Criminal Justice should become the vanguard in this process.

Systems Standard 1.1 PLANNING STRUCTURE, discusses the need for planning for criminal justice services. It sets out purposes and processes to be used by local agencies and on a statewide basis. Systems Standard 1.3, DEVELOPING PLANNING CAPABILITIES, goes on to discuss the need for state and local governments to provide support for planning capabilities at the major levels of decision making: agency, local and state. It calls for the adoption, by statute, of a permanent state criminal justice information and assistance office and for the establishment of criminal justice coordinating councils in cities and counties. The philosophy of management by objective and setting forth standards and goals as characterized by the work of the Colorado Commission on Criminal Justice Standards and Goals represents a much needed ongoing process. The process needs further evaluation and studies in cost and criminal analysis to ensure a product which reflects the specific needs of the Colorado criminal justice system.

(1) Law Enforcement Planning and Evaluation: Law Enforcement Standard 1-1.74, COOPERATION AND COORDINATION, suggests that "every law enforcement agency should act to ensure understanding and cooperation between the agency and

all other elements of the criminal justice system, and shall immediately plan and implement appropriate coordination of its efforts with those of other elements of the criminal justice system." Standard 1-1.75 discusses in further detail how each law enforcement agency shall develop and maintain liaison with local courts and prosecutors, juvenile courts, correctional agencies, and other federal, state and local law enforcement agencies.

Standard 1-3.13 specifies that the ultimate responsibility for developing plans for coordination of all government and private agencies should be the ultimate responsibility of the chief executive of every law enforcement jurisdiction. Standard 1-2.3 recommends that every law enforcement agency "shall participate with local planning agencies and organizations, public and private, in community physical planning that affects the rate or nature of crime or the fear of crime."

(2) Courts Planning and Evaluation: Courts Standard 2-3.3, CRIMINAL JUSTICE PLANNING, addresses the need for planning activities as a means of disseminating information concerning the court system and of furthering the objective of coordination among agencies of the criminal justice system.

The judges and court personnel should give special attention to planning and coordinating activities on the local level. A multitude of interagency coordination problems exist on the municipal level as well as many other functions that are closely related to crime and criminal justice.

(3) Corrections Planning and Evaluation: In Colorado the corrections system has been characterized as fragmented and uncoordinated. The executive and judicial branches of state government, as well as local units of government are responsible for the various components of the system. In addition, the legislative branch provides funds and enabling legislation for corrections. Lack of a unified correctional system creates problems in planning, training, resources, finances, jurisdictional authority, treatment continua, and evaluation of impact.

Planning and evaluation units exist within both probation, the judicial branch, and corrections, the executive branch. Planning and programming for local jails is virtually non-existent and where it does exist, it is done either by regional criminal justice planners or by the separate counties. Comprehensive systemwide, coordinated, long range planning for corrections is vitally needed, particularly as the state moves into community corrections. As long as the correctional system remains fragmented, this will be a very difficult goal to achieve.

Both human and financial resources are strained through a fragmented system. For example, an offender who goes through the correctional system from jail through probation and institutions to parole, might be investigated by three separate components for five separate purposes. That same person may have been supervised by probation and then parole in the same area, but reported to different people at different locations and offices and have two or more separate

files maintained on him or her. Duplication in services and records results is an added cost factor, the extent of which is currently undetermined.

That same offender may have been sentenced to a county jail work release program as a condition of probation and therefore be subject to the authority of probation and the work release agent or deputy sheriff at the same time. Jurisdictional authority over offenders placed in contract community programs may be exerted by parole, program staff, and/or institutional personnel. Fiscal and administrative responsibility, control and accountability for community-based correctional programs is not clearly defined. Programs may be started and funded at the local level which serve state clients with the expectation that the state will eventually buy into the program. If this does not occur, the program may be dropped for lack of funds.

There can be no continuum of treatment in a system operated by different levels of government. Treatment philosophies and methods differ throughout the system but often make their impact upon the same offender.

Corrections Standard 9.1, TOTAL SYSTEM PLANNING, states "State and local corrections systems and planning agencies shall immediately undertake, on a cooperative basis, planning for community corrections, based on a total system concept that encompasses the full range of offender's needs and the overall goal of crime reduction."

Corrections Standard 11.1, PLANNING NEW CORRECTIONAL INSTITUTIONS, looks at planning specifically in terms of new

institutions and suggests that "Colorado should permanently adopt a policy of not building new institutions for adults unless an analysis of the total criminal justice system and adult corrections systems produces a clear finding that no alternative is possible." It further recommends that the analysis should conform generally to the "total system planning" discussed above.

More extensive evaluation and research in corrections is needed. Before this can take place, systemwide definitions of recidivism, success/failure, revocation, and cost-benefit are needed for consistency and comparative evaluations. Systemwide data needs and data collections must be identified and implemented. In many cases, data are kept by some components by fiscal year and others by calendar year. Data on local jails are severely lacking, thus the impact of this component is unknown. Evaluation designs for a specific type of program, such as work release, should be consistent, at least in the major elements, to allow for comparison.

Even intra-agency coordination is lacking. For example, it is currently impossible to compare success of parole with probation, the state reformatory with the state penitentiary, work release in Denver with work release in Pueblo. Again, this will require a coordinated systemwide effort of standardization that also allows for local differences. Some proposed solutions to these problems include transferring probation to the Division of Correctional Services and instituting state inspection of local jails, coordinated, joint planning and training, and/or localized corrections with a state subsidy system.

Translation of evaluation results into terms appropriate for legislators, and program administrators who will then implement changes based on these results is also necessary.

Corrections in Colorado is beginning to build up evaluation of impact and cost-benefit, but much more remains to be done. The development of the Offender-Based State Correctional Information System (OBSCIS) through the Comprehensive Data Systems (CDS) program should contribute much of the necessary data. This system is currently operational with terminals at Maximum Security, Colorado State Reformatory, the Office of Parole and Community Services, and the Division's Office of Research and Planning.

Two Corrections Standards address the problem of evaluation. Corrections Standard 9.10, LOCAL FACILITY EVALUATION AND PLANNING, details a number of considerations to be looked at by jurisdictions evaluating the physical plants of existing local facilities for adults or planning new facilities. Corrections Standard 15.5, EVALUATING THE PERFORMANCE OF THE CORRECTIONAL SYSTEM, takes a broader view and calls for the Division of Corrections to begin performance measurements on two evaluation levels -- overall performance or system review, and program reviews.

Consistent with this standard, the Office of Research and Planning, Division of Correctional Services is embarking on two major research efforts. First, a comprehensive program evaluation of the incentive program at Colorado State Reformatory is currently being initiated. Once this evaluation is

completed appropriate data collection instruments, aimed at future program evaluations of the Colorado Women's Correctional Institution's new incentive program will be created.

In addition, the Office of Research and Planning is launching a study of variables associated with parole success and recidivism. Through this research, prediction models can be developed which will assist in predicting the probability of success or failure of an individual on parole.

c. Information Systems: Problems existing within the information systems category were iterated in Chapter III. Records and information systems within much of the criminal justice system are fragmented, incomplete, incompatible, and difficult to utilize effectively. Probably the greatest needs within this category are technical assistance and planning. Many agencies need assistance in establishing basic manual record systems to document daily events and activities. Too often, there has been a tendency to attempt automation or mechanization of a poorly designed manual system. Agencies should work the bugs out of a manual system prior to attempting to automate. Electronic data processing (EDP) can be a powerful tool if properly utilized, yet it is extremely important that sufficient planning be performed prior to implementation in order to maximize the likelihood of success. This planning should include at a minimum the purpose of the system, whom it will serve, how it will operate, how it will be maintained, existing alternatives, cost analysis, an implementation plan, and how the system relates to other similar systems in use.

Of course, if an automated system is being planned, a detailed layout of proposed hardware and software should be included. For a more complete discussion of this subject, see the Master Plan for Criminal Justice Information Systems in Colorado dated October, 1973.

Resources should be directed toward the establishment of a standardized manual records system for use by small law enforcement agencies in Colorado. As indicated in Chapter III, design of a standard law enforcement reporting system constituted a major enhancement of reporting. Similar systems could also be developed for district attorneys and other types of criminal justice agencies. Required technical assistance and coordination should be provided to assure orderly development throughout the state. UCR field staff employed by the CBI are beginning to provide required assistance to law enforcement agencies.

Systems Standards 8.1 through 8.5 address some of the major issues of surrounding information systems. Standard 8.1, SECURITY AND PRIVACY ADMINISTRATION, calls for enabling legislation for the protection of security and privacy in criminal justice information systems. It calls for an Information System Policy Board vested with sufficient authority to adopt and administer security and privacy standards for criminal justice information systems. Presently this responsibility rests with a CJIS Committee advisory to the State Council. The standard also calls for adequate training to be provided to all persons involved in the direct operation of a criminal justice information system.

Standard 8.4 provides for the right of every person to review criminal justice information relating to him, and for the right of every person to challenge any information he believes to be erroneous, incomplete or misleading. (See also Systems Standards 8.2 and 8.5).

(1) Law Enforcement Information Systems: A major milestone during the past year was a decision by the State Joint Budget Committee to assume complete funding of the Colorado Crime Information Center (CCIC). Such action had been encouraged by the Law Enforcement Task Force of the Colorado Commission on Criminal Justice Standards and Goals as well as the DCJ.

The state's law enforcement information system has progressed considerably since its inception in early 1972. During the past year a new software package was successfully installed. Development of this package was initiated because of lack of application development within the original Law Enforcement Application Package (LEAP) software. Principal advantages of the new software are (1) processors are versatile and can be adopted for new on-line applications and (2) programming staff can develop new dictionaries or modify dictionaries on-line while the system is operating. Applications provided by the new software package include NCIC interface, Department of Revenue (DOR) interface, warrants, vehicles of interest, stolen properties, Uniform Crime Reporting, Computerized Criminal History, fiscal accounting, vehicle fleet control, accident reporting, fingerprint processing, weather and road conditions, personnel records and emergency phone numbers.

These applications have provided local law enforcement a central source of information related to these files for daily operational use.

A significant deficiency to date has been a basic inability to generate useful management data concerning the overall effectiveness of the system. It is anticipated that the new software package will help alleviate this deficiency. However, a need still exists to develop more report generating programs once an adequate data base exists.

With the advent of CCH, there will be a need to establish more stringent security and privacy procedures in accordance with the state's Privacy and Security Plan.

As the CCIC system becomes increasingly complex and with more widespread interest from the criminal justice community, there exists a need for development and distribution of comprehensive system documentation. Development of such documentation is underway as a part of transferring the new software package.

Overall, several crucial problems exist in law enforcement information systems indicative of the fragmentation of the criminal justice system. The lack of coordination between law enforcement agencies and other criminal justice agencies and among law enforcement agencies themselves in the collection and exchange of data information is an overriding problem plaguing the system. In some agencies, information systems are nonexistent. In many agencies, the existing information system is lacking in standardization which makes such a system incompatible with other criminal justice

information systems. It is envisioned that continued efforts of the Colorado CDS program will further alleviate this situation. The Systems Task Force of the Colorado Commission on Criminal Justice Standards and Goals recommended in Standard 3.1, COORDINATION OF INFORMATION SYSTEMS DEVELOPMENT the creation of an information system policy board with sanction powers to administer the criminal justice information systems in Colorado. This board was designed to ensure uniformity and coordination and reduce duplication in information systems presently in use and those developed in the future. This function is currently performed by a CJIS advisory committee which lacks adequate authority, control measures and staff support.

The Law Enforcement Task Force made additional recommendations in Standard SS1, LAW ENFORCEMENT REPORTING, and Standard SS2, BASIC LAW ENFORCEMENT RECORDS, to deal with the problem of non-reporting agencies and lack of uniformity among all agencies.

The resolution of these problems is necessary for the availability of comprehensive data that reflect Colorado's criminal justice manpower and physical resources.

(2) Judicial Information Systems: Over the past four years, the Colorado judicial system has initiated development of an extensive information system which was primarily structured as a management budgeting tool rather than an evaluative mechanism for the system in precipitating its change and advancement.

In that the system is utilized for department budgeting, it is oriented toward the courts area of greatest workload -- the civil division. Consequently, in eight of the nine districts where the system is operating, implementation in the criminal division has suffered. As a result of this delay and the inadequacies of the manual and batch systems operating elsewhere in the state, statistics on the adjudicatory process in the criminal area are fragmented. Moreover, the impact of this and other data fragmentation on Colorado's criminal justice planning process has been significant.

The judicial department's operating information system's data credibility is also questionable in that the department is not presently able to ensure the validity of its system data. Procedures to identify and control data discrepancies have not been incorporated into the system, but rather personnel utilizing it are trusted to change erroneous information.

An ongoing effort has been underway to modify the judicial system to meet requirements of the Colorado CDS program.

(3) Corrections Information Systems: As indicated in a previous section of this plan, efforts are presently underway to design and develop a statewide corrections information system. Existing manual systems lack efficient organization, are duplicative and fragmented.

A pressing need within the corrections system is an extensive statewide offender data base. The Systems Task Force Standards: 6.1, DEVELOPMENT OF A CORRECTIONS INFORMATION SYSTEM; 6.2, OFFENDER STATISTICAL DATA; and 6.4, CORRECTIONS EXPERIENCE

DATA, address this need. Also, the Corrections Task Force in its Standard 15.3, DESIGN CHARACTERISTICS OF A CORRECTIONAL INFORMATION SYSTEM and Standard 15.4, DEVELOPMENT OF A CORRECTIONAL DATA BASE, recommend the need for expansion of the correctional information systems to encompass management and offender data information.

It is anticipated that this situation will be improved significantly through implementation of the Offender-Based State Correctional Information System (OBSCIS) through the Colorado CDS program.

d. Technical Assistance:

(1) Law Enforcement: Law Enforcement Standard 2-1.73, COLORADO LAW ENFORCEMENT INSTITUTE, addresses the need for technical assistance by recommending that a Colorado Law Enforcement Institute be established by 1976. It suggests that the institute be a regularly constituted state agency which would provide technical assistance on request to municipal, county and state law enforcement agencies at no cost to the requesting agency. (See Law Enforcement Standard 2-1.73, Appendix C.)

Exhibit IV-C12-1 indicates assistance is needed in training (nature not specified), filing systems and recruitment. The latter technical assistance desire is interesting since analysis of existing vacancies do not indicate a problem, unless recruitment is directed towards minorities. This is a problem in all but one or two regions. A followup inquiry more definitive in nature is needed to determine the exact nature of the desired technical assistance.

Exhibit IV-C12-1

LAW ENFORCEMENT TECHNICAL ASSISTANCE NEEDS 1975

Activity/ Area	1	2	3	4	5	6	7	8	9	10	11	12	13	Statewide Summary
	<u>Priority</u>													
Recruit- ment	3	4	3	6	4	4	3	2	3	2	3	5	5	3
Training of sworn Personnel	1	2	1	1	1	2	1	1	1	1	1	1	1	1
Filing Systems	2	3	2	2	2	1	3	2	4	3	2	3	2	2
Form Design	4	5	5	4	4	3	2	3	6	4	2	2	4	4
Office Manage- ment	5	6	4	5	3	4	4	3	5	4	3	4	3	5
Other	6	1	6	3	5	N/A	5	0	2	3	5	6	1	6

In interpreting the table the reader should consider: (1) not all possible problem areas were questioned, (2) the basis upon which needs were determined is unknown. In short, one does not know if they are actually needs or wants. However, from the response to the question, it seems that technical assistance is of urgent need to local law enforcement. From past experience it seems that many of the areas where technical assistance is needed are areas requiring not only specific law enforcement knowledge but a thorough knowledge of local government, i.e., sources of revenue,

budgeting, home rule, intergovernmental relations, etc.

(2) Prosecution: As previously stated, approximately 50% of the prosecutors surveyed responded to the 1975 questionnaire. Any conclusions drawn from this response would not reflect a complete picture of technical assistance desires. However, a brief overview of their responses is included as a foundation for further exploration. Ten district attorneys' offices responded to the question of technical assistance needs; four offices indicated training and three offices indicated form design and procedures manual as first priorities for assistance. Technical assistance was not included in the 1976 questionnaire surveys.

(3) Defense: The state public defender's office in setting forth their technical assistance desires, indicated that they did not find any of the areas of high priority. The highest priority rating for technical assistance in several areas were ranked sixth in need of assistance.

(4) Courts: Technical assistance needs in county courts were in the area of records and information services (33.3% of respondents) and equipment and facilities (27.8% of respondents). The district courts on the other hand, indicated a desire for technical assistance in the areas of records and information services, people management (juries and witnesses) and case management (38.9% of the respondents). In juvenile courts 33.3% of the respondents indicated records and information services as their most critical area for technical assistance. However, 22.2% of the respondents indicated a desire for technical assistance in the areas of people management (juries

and witnesses), case management and equipment and facilities.

(5) Corrections: Technical assistance needs were not readily available from corrections. However, a review of existing systems and needs and problems indicate that technical assistance in the areas of planning, training, records and data management, and organization development could be utilized.

(6) Other: Through the CDS program the Statistical Analysis Center (SAC) has provided limited technical assistance on a request basis. This assistance has involved such factors as forms design, statistical analysis, sources of data, and grant preparation.

In a 1975 survey of law enforcement agencies, they were asked to rank order (one to six lowest number/highest priority) certain functional areas where technical assistance might be desired. The results, by region and statewide summary, are shown in Exhibit IV-C12-1, Law Enforcement Technical Assistance Needs 1975.

IV-C13 - HIGH CRIME INCIDENCE AREAS

a. Denver SMSA;

There are six major problem areas in the Denver SMSA. Four of these problem areas are associated with need situations which presently exist in the administration of justice. These problem areas were identified by an analysis of Denver crime and criminal case processing data. The remaining two problem areas involve the increased demand for criminal justice services and improved efficiencies. These problems are more pronounced in the suburban area of the Denver SMSA, and were identified by population and expenditure data. The six areas for consideration are: 1) the response of the system to the repeat offender; 2) initiating proactive rather than reactive responses to crime; 3) increasing productivity and efficiency through equipment utilization; 4) improving system response to victims, witnesses and jurors; 5) the increasing need for criminal justice services in suburban areas; and 6) the increasing need for more efficient use of city revenues in suburban areas.

1) The first major problem area involves the incidence of crime committed by the repeat offender and the way in which the Denver criminal justice system presently deals with the problem. One of the problems identified is the inefficiency of case processing.

There is a need to enhance the strength and quality of criminal cases developed in Denver. Priority should be given to projects that directly affect the investigation of serious felonies and projects designed to target specific offenses and/or specific repeat offenders.

The problem area of case prosecution has not been suggested to obviate the need for plea bargaining and negotiation but merely to encourage the development of controls and standards for these practices. There is a need to improve the quality of criminal cases and to ensure a priority-based, non-negotiated prosecution of quality cases prepared against serious repeat offenders.

In the area of adult and juvenile corrections, the existing methods of treatment have been less than satisfactory in the prevention of the commission of new crime.

A follow-up of 2,203 juveniles arrested for Class I felonies revealed a rearrest rate in Denver of over 50% in one year and almost two-thirds in two years. A study of adult recidivism indicated that over 50% of adults rearrested for robbery and burglary in 1971 were rearrested in Denver over a two-year follow-up period. These figures point to a critical problem of recidivism and career criminality and an apparent inability of the corrections component of the criminal justice system to "rehabilitate" their clients.

This problem area suggests that both institutional and community-based rehabilitation and treatment activities for adults and children are wanting. The continuing need for multi-purposed treatment programming is noteworthy especially at the local level of government.

As with most municipal and state correctional systems, Denver has invested a great number of resources in youth diversion, sometimes in sporadic and conflicting efforts which have proven detrimental to the general intention of youth diversion. This suggests that there is a need to develop standards for the diversion of the youthful offender.

The majority of juveniles processed through the Denver juvenile justice system are diverted prior to adjudication.

Most of the youth and in particular, first-time offenders, were lectured, released to parents, and in many cases, diverted to a community-based agency by the police department's Delinquency Control Division. Less than half of those cases referred to Juvenile Court received hearings. Those cases not heard were disposed of through diversion or merely dropped from the system. In between these two processing steps (Delinquency Control Division and Juvenile Court), an increasing number of youth are being systemtically diverted from the system by the district attorney. Less than half of the

youth who do receive court hearings reach the point of being declared delinquent and sentenced to probation or committed.

One aspect of the juvenile diversion problem is simply the "quantity" problem. The system processing data outlined above coupled with high recidivism rates for youth with prior arrest histories questions the benefit of diversion on such a massive scale. Diversion to treatment programs has only limited effectiveness in terms of both recidivism and rate of successful termination from youth projects. A related aspect of the problem is the lack of diversion data available to agencies which are making diversion decisions. A youth diverted by the Delinquency Control Division on first or second time arrest may be later diverted by the district attorney on a third arrest and diverted by the courts on a fourth arrest. The resulting effect is that a juvenile offender usually has a lengthy criminal history before reaching the point of his first criminal court hearing.

2) The second major problem area involves encouraging the community and the criminal justice system to initiate effective proactive crime prevention measures rather than maintaining a reactive position on crime.

One of the primary problems associated with this area involves encouraging the early identification and treatment

of potential offenders. This most frequently refers to services rendered to the juvenile during that period when behavioral and attitudinal indicators point to potential difficulties in dealing conventionally with others. Although the primary thrust should be directed toward the potential juvenile offender, there is a need to direct efforts at potential adult offenders (particularly ex-offenders). Current research points to the relationship between delinquent behavior and learning disabilities, a relationship which is initially indicated by poor academic achievement usually accompanied by disruptive behavior. Several recent studies have indicated that between 80% and 90% of Denver's delinquents are handicapped by learning disabilities. In one Impact City project, 90% of the clients were found to have at least one learning disability and 81% to have at least two.

The development of placement facilities for Children In Need of Supervision (CHINS) is a particularly important consideration under this program area. Data provided by the Denver Juvenile Hall indicate that CHINS remain incarcerated for longer average times than delinquents because of the lack of family support and adequate placement facilities available. Police data indicate a decreasing trend line of status offenses reported, yet the courts show consistent increases in status cases pro-

cessed. Significantly, this places greater pressure on the courts to provide adequate placement services.

Evaluation data for projects providing employment opportunities indicated higher recidivism rates for unemployed adults and juveniles in both pre- and post-adjudication projects. For example, high risk clients in Project New Pride were four times more likely to be rearrested if unemployed. These data support the current theoretical construct indicating that employed ex-offenders recidivate less frequently than unemployed ex-offenders.

Another need which can be identified by data resources available to the region suggest there are geographic areas in the SMA which show discernible crime patterns. The existence of crime patterns and demographic and geographic conditions associated with crime suggest that proactive directed policing measures can be utilized to control the incidence of crime.

In addition, previous project experience in the metropolitan area suggests that crime directed policing endeavors show immediate results in controlling the incidence of offenses in certain geographic areas.

In terms of specific crimes which have previously, and may in the future, be affected by the introduction of innovative policing measures, burglary, robbery, rape, auto

theft, and the conversion of stolen goods represent the most severe crime problem categories. Three of these categories are property crimes and have shown drastic increases in parts of the urban-suburban area. In addition, property crimes have been the most conducive to directive policing efforts. Rape and robbery, although less predictable and of smaller frequency, still show alarming rates in the SMSA and have demographic characteristics which may make them targetable offenses for directed policing measures.

A third need associated with the problem area of encouraging criminal justice system and community proactive crime prevention measures involves environmental design and the institution of physical security measures which can prevent the incidence of property and person crimes.

Crime prevention is a responsibility held jointly by the criminal justice system and the community served. It is extremely important that citizens actively participate in crime prevention by taking very basic remedial measures to secure their property and person against criminal attack. The passive encouragement of criminal conduct by failing to take proper target hardening measures shifts the major responsibility for failure to prevent crime onto the community. Urban crime statistics

indicate that more than two-thirds of the residential burglaries occur with no forced entry. Additional studies of passive security measures suggest that the institution of strict building codes and the implementation of environmental design directed at pedestrian and residential security will drastically effect the incidence of personal and property crimes by eliminating their potential occurrence.

Ancillary to the need for environmental prevention measures is the necessity to educate the citizenry both on their vulnerability and the self-protective measures they can take.

This need area supports the proactive approach to crime control through crime prevention education of residents, particularly those citizens living in high crime areas of the SMSA. Preventive techniques directed toward the security of the home and commercial establishment and measures enhancing personal security are essential to the reduction of property and personal crime. Also vital to crime reduction is public education relative to the perpetuating influence on high crime rates caused by the failure of victims to report and prosecute and witnesses to come forward and testify in criminal cases.

Associated with the problem of encouraging proactive measures to reduce crime is the need to work with previously identified problem youths in an effort to reduce their propensity to commit new crimes.

The utility for a juvenile service system designed to facilitate crime prevention is extremely critical. Problem and delinquent youth manifest a wide array of difficulties including academic, familial, employment, and psychological/emotional problems which contribute to their involvement in crime.

The experience in Denver suggests that providing comprehensive youth services will contribute to the reduction of new crimes committed by the delinquent.

Fourteen High Impact sponsored youth treatment projects were developed to address the crime prevention problem of juveniles. The most marked success has been observed in those providing comprehensive treatment programs including job development and client preparation, disability testing and remediation, academic remediation, cultural education, and personal and family counseling. Recidivism rate reductions ranging from 25% to 60% have been observed for a number of these projects providing comprehensive treatment services in the community to small/youth caseloads.

It is suggested that the expansion of this approach will result in the prevention of new crime for pre-adjudicated and adjudicated juvenile offenders.

3) A third major problem area is related to increasing the quality and quantity of criminal justice services to the residents of the SMSA.

A primary need area related to this problem is to increase criminal justice system productivity and efficiency through equipment utilization.

The most expensive criminal justice resource is personnel and the strength of this resource is directly proportional to the adequacy of supporting equipment and services. The utilization of time-saving equipment can have a substantial impact upon criminal justice agency output and the quality of this output. This need area recognizes that productivity and efficiency are functions of good management, enlightened supervision and adequate logistical support. The expanding population base for the SMSA will demand the expansion of criminal justice services. Detrimental to this notion is the economic plight of most large urban areas. Although criminal justice system personnel will have to increase the expanding needs of a growing jurisdiction, the utilization of time saving and labor saving equipment innovations can hold down personnel costs.

As the greatest expense of operating a criminal justice agency is personnel cost, it is essential for

manpower to be properly trained and kept abreast of all techniques and procedures that may enhance their performance. This suggests a need area which will include the training needs of all criminal justice agencies and will place particular emphasis and priority on management training.

In addition, there is a need to link training to measurements of performance. A prerequisite to allocating training resources, therefore, will be the identification of specific training objectives as they relate to on-the-job performance requirements, needs, roles, and tasks.

The necessity for constantly increasing interagency cooperation to facilitate the efficient and effective processing of criminal cases suggests a third need area related to the problem of increasing the quality and quantity of criminal justice services.

An important condition precedent to meaningful interagency cooperation is the establishment of viable communication linkage between criminal justice agencies. Knowledge of the policies, philosophies, needs, and problems of other agencies in the system is an essential element of coordination. In Denver SMSA, the informal exchange of information bearing upon these issues is the rule and there appears to be a strong tendency toward

agency isolationism and disregard for the manner in which agency policy decisions affect the operations of other agencies. Formalization of the system's communication channels would be an appropriate step toward bridging the gaps in communication linkage and facilitating more meaningful cooperation. One indication of increased cooperation among the agencies in the criminal justice system is the progress made in the application of a consistent identification number to track offenders throughout the system. This would facilitate the identification of career criminals and allow for evaluative research of correctional techniques.

4) The fourth problem area to be identified has to do with the "forgotten people" in the criminal justice process, the victim, witnesses and jurors. The problem is the present systemic treatment of these, the most important actors in the criminal case processing. There is a need to decrease the emotional, economic, and physical costs or inconveniences these people must suffer in order to encourage their willing active participation in the arrest and trial of the offender.

The first primary need area is to provide increased incentives for both victims and witnesses to report and prosecute crimes.

Prosecutions of criminal offenders cannot proceed without the cooperation of victims and witnesses to: (1) report offenses; (2) file charges; and (3) testify in all necessary court proceedings. Data provided by the Denver Regional Public Defender's office states that 50% of the continuances requested by their attorneys are due to an inability to locate victims and witnesses for appearances at court hearings. Although data are not readily available on the number of cases dismissed due to a lack of witness cooperation, it is reasonable to assume that such cooperation is minimal or non-existent in a vast number of cases.

The second need area related to this general problem is to develop victim, witness and juror management systems. Increasing the responsiveness of the criminal justice system to the needs of citizens, whose presence and cooperation are required for successful case processing, will be of valuable assistance in encouraging the reporting of crimes and prosecution of cases. It is counterproductive to rely on the principle of "public duty" and the power of the subpoena to persuade or coerce citizens to cooperate. If the system continues to penalize those citizens who choose to report and cooperate, it will merely perpetuate the problems of non-reporting. This program area has been included to encourage Denver's criminal justice system to

explore means through which the citizenry, as represented by victims, witnesses and jurors, can be better served to encourage cooperation in the prosecution of criminal cases.

The following questions should be answered in evaluating the current management system over victims, witnesses, and jurors. (1) Is the police department doing an adequate job of contacting victims/witnesses as soon as possible after the reporting of a criminal victimization? (2) Are the police department and district attorney's office doing a sufficient job of advising victims/witnesses of what will be expected of them throughout the processing of their particular case (e.g., lineup identifications, suspect identification through "mug shots", fears of recrimination by suspects, future dealings with prosecution and defense attorneys, required appearances at court hearings, ongoing reports on the status of a case, especially when the suspect remains at large, etc)?

In addition, an examination of the present system of juror selection for county and district courts should be undertaken. The examination should include whether or not witnesses and jurors are properly notified as to the day and time they are expected to appear in court. It must also be determined whether jurors and witnesses are adequately compensated and generally in what ways witness and juror inconvenience and sacrifice can be minimized.

The third area related to the general problem is to provide counseling and support to victims of crime.

There is a need to provide a vehicle through which support can be made available for crime victims. All too often the criminal justice system responds to the victim as a statistic or as an individual whose testimony is necessary in court. The emotional trauma and psychological damage inflicted upon victims of crime are ironically given much less formal system attention than the mental capacity and physical well-being of the offender. The serious service gaps to victims of crime will be bridged through projects funded under this program area.

5) Population growth and migration have increased the demand for criminal justice services in the Denver suburban area. These changes in population numbers and concentrations have a special impact in the functional areas of apprehension and deterrence, and crime prevention.

b. Suburban Denver SMSA

(1) Crime Problem: Prediction of crime for three years, 1975, 1976 and 1980, was undertaken for the suburban Denver SMSA, as well as each of the counties within the area. Predictions were completed through time series or trend analysis based on the historical period 1969-1974. Information to be used in crime prediction was gathered for this period from the Uniform Crime Reports of the FBI and included the Part I crimes, homicide, rape, robbery, aggravated assault, burglary, larceny and auto theft.

For each prediction year, crime rates were utilized. Predictions for 1975 and 1976 were based on the trends of the following crime rates: the number of homicides and aggravated assaults combined per 100,000 population; robberies per 100,000 population; larcenies per 100,000 population; rapes per 100,000 female population; auto thefts per 100,000 registered motor vehicles; and burglaries per 100,000 units, including residential and commercial. Predictions for 1980 utilized information on categories of Part I crimes. Homicide, rape, robbery and aggravated assault were combined into crimes against persons. Burglary, larceny, and auto theft were combined into crimes against property. For both of these categories, rates were established based on 100,000 population. In instances where base information was available, predicted rates were converted into absolute numbers of predicted crime.

Homicide and Aggravated Assault - Results of the 1975 and 1976 predictions for the rates of homicide and aggravated assault showed a slight increase from 1975 to 1976, for the suburban SMSA. Gilpin County had the highest predicted homicide and aggravated assault rate in the suburban SMSA at 346 in 1975 and 370 crimes per 100,000 population in 1976. Application of this rate to Gilpin County's estimated base population results in a prediction of only seven actual homicides or assaults.

Adams County has the second highest predicted homicide and assault rate for the suburban SMSA. Application of this rate to the estimated population of Adams County resulted in predicted absolute homicides and assaults of 524 for 1975. Predicted rates for 1976 also showed Adams County with the second highest rate for suburban SMSA and the highest for the urbanized counties at 241 per 100,000 population.

The three counties with the lowest predicted rates for 1975, Boulder, Arapahoe, and Douglas, had very similar rates, 145, 129, and 126 per 100,000 population respectively. In 1976, however, while the Boulder and Arapahoe rates stayed fairly constant, i.e. 141 and 131, the Douglas County rate prediction dropped to 49.

Upon conversion to actual numbers, the greatest number of homicides and assaults are found in Jefferson County. The absolute number of crimes for this area, 578, represents almost 35% of the regional total. Another 31% of the region's predicted homicides and assaults are found in Adams County with 524 absolute. Arapahoe and Boulder Counties should contribute 17%

and 15% respectively to the Region III total. Only about two per cent of the total are found in the non-urbanized counties. If current trends continue, Jefferson and Adams Counties, during 1975 and 1976, will account for nearly 70% percent of the region's homicide and aggravated assaults and will consequently be the areas of greatest concern.

Rape - Because the methodology used in predicting crime rates could not be applied for rape in Douglas and Gilpin Counties, rates were predicted only for the more urbanized counties of the area, that is, Adams, Arapahoe, Boulder and Jefferson Counties.

The highest rape rate predicted as well as the greatest absolute number of predicted rapes both in 1975 and 1976 was found in Adams County. The rates per 100,000 females in 1975 and 1976 were 70 and 74 respectively. For 1975 actual crimes are predicted to be 82, which is 34% of the total absolute predicted rapes for the area.

Boulder County showed the second highest rape rate, 63 rapes per 100,000 females in 1975, rising to 70 rapes per 100,000 females in 1976. Conversion of the 1975 rate into absolute rapes resulted in a prediction of 55 rapes.

In Arapahoe County, the predicted rate from 1975 to 1976 rose slightly, from 43 rapes per 100,000 females to 45 rapes. Actual rapes predicted for the county in 1975 numbered 49.

Only one county showed a decrease in the predicted rape rate

from 1975 to 1976. Jefferson County's rate in 1975 was predicted at 30 rapes per 100,000 females, an actual predicted number of 49 rapes. By 1976, this rate was predicted to drop to 27 rapes per 100,000 females. Based on this predicted rate decrease, if population in Jefferson County remains stable, rapes will most likely decrease. Even with a population increase, the number of rapes should remain relatively constant.

Based on historical trends, the rate of rape in the suburban SMSA seems relatively stable, with only a slight increase of 49 to 50 per 100,000 females predicted from 1975 to 1976. The predicted rate for 1975 when converted to absolute numbers of rapes resulted in approximately 240 rapes. Of these 240 predicted absolute rapes, the greatest percentage, about 35%, were found in Adams County. This would indicate, along with the predicted rate increase, that in terms of rape, Adams County will be the area of greatest concern. Arapahoe County's predicted absolute number of rapes in 1975 represented approximately 20% of the total with Boulder County accounting for 25%.

Thus, with no substantial changes from existing conditions, these counties may anticipate the occurrence of rape to be substantially the same as in previous years.

Robbery - Like rape, the methodology used for predicting crime rates could not be used for predicting robbery rates in Douglas and Gilpin Counties.

Robbery rates in each of the urbanized counties were

predicted to rise only slightly from 1975 to 1976. Adams and Arapahoe Counties had the highest predicted rates of robbery in 1975, with 124 and 125 robberies per 100,000 population respectively. Translating these rates into absolute numbers also produced very close results in the numbers of robberies, 288 and 281 respectively. Predictions for 1976 crime rates in these two counties rose only to 139 in Adams County and 140 in Arapahoe County.

The predicted rates for 1975 in Boulder and Jefferson Counties were the same at 95 robberies per 100,000 population. The conversion of these rates into absolute numbers of crime, however, yielded 163 robberies for Boulder County and 307 robberies for Jefferson County. For 1976, the predicted rates for these two counties rose only slightly, to 107 robberies per 100,000 population in Boulder County and to 102 robberies in Jefferson County.

The robbery rate for all of the suburban SMSA in 1975 was predicted to be 106 robberies per 100,000 population or approximately 1040 absolute robberies. The predicted rate for 1976 rose to 118 robberies per 100,000 population. Of the 1040 absolute robberies within the region, Adams, Arapahoe and Jefferson Counties' crimes each represent about 26% to 28% of the total. The remaining number of robberies were found in Boulder County.

Larceny - The counties which showed the three highest predicted rates of larceny in 1975 were Adams, Arapahoe and Boulder counties. Their rates respectively were 4516, 3376 and 3362 larcenies per 100,000 population. The 1975 rates, when converted to actual numbers, however, showed Jefferson and Adams County to have far more predicted actual crimes at 10852 and 10481 respectively. The predicted actual larcenies for Arapahoe County numbered only 7590.

Each of these counties experienced a rise in the predicted larceny rate from 1975 to 1976. The most significant of these was in Adams County, where the rate went up from 4516 to 4859 larcenies per 100,000 population.

The predicted rate of larceny also increased in Gilpin County between 1975 and 1976, from 1399 to 1590 crimes per 100,000, however, the predicted larcenies in 1975 numbered only 28.

Two counties, Boulder and Douglas, showed a decrease in the predicted rate of larceny from 1975 to 1976. The rate in Boulder went from 3245 to 3185, while in Douglas County the rate fell from 686 to 591.

The regional predicted rate of larceny also experienced a rise from 1975 to 1976. The 1975 rate, which converted to actual larcenies of approximately 35,000, rose from 3596 to 3780 in 1976.

Within the suburban SMSA, the greatest percentage of predicted larcenies, 31% of the total, should occur in Jefferson County in 1975. This proportion is consistent with Jefferson County's proportion of the area's population. Another 30% of the area's absolute predicted larcenies should occur in Adams County. This represents the highest proportion of the area, as Adams County's population is only approximately 24% of the area total.

Burglary - By far the highest predicted rate of burglary was found in Adams County at 6275 burglaries per 100,000 units. This area also experienced the greatest increase in the predicted rate for 1976, rising to 6898 per 100,000 units.

The other counties also experienced rises in the predicted burglary rates from 1975 to 1976, however none as substantial as that in Adams County. The 1975 and 1976 predicted rates in Arapahoe, Boulder and Jefferson counties were respectively; 4182 to 4425, 2945 to 3084, and 4148 to 4178.

The aggregate of the urbanized counties of the suburban SMSA also showed an increase in the predicted burglary rate of 4414 burglaries per 100,000 units to 4649 between 1975 and 1976. The regional increase is due in large part to the substantial increase experienced by Adams County. Even if population growth is curtailed in the region, burglaries can be expected to rise. With any increase in the number of units throughout the region, the crime of burglary will continue to present a serious problem, especially to Adams County.

Auto Theft - The 1975 highest predicted rate of auto theft was found in Adams County at 719 thefts per 100,000 motor vehicles. This rate was predicted to rise in 1976 to 764 thefts per 100,000 motor vehicles.

Arapahoe, Gilpin and Clear Creek counties also had relatively high predicted auto theft rates in 1975 at 626, 582 and 521 respectively. All experienced increases in predicted rates for 1976, the highest being in Gilpin County. In terms of absolute numbers of crime, however, this county should be relatively low.

Boulder and Jefferson Counties, with 1975 predicted rates of 385 and 353 thefts per 100,000 vehicles both experienced decreases in predicted rates for 1976. These decreases of 375 and 319 however, are not substantial.

Similarly, the suburban SMSA showed a decrease from 513 to 512 per 100,000 motor vehicles in the predicted auto theft rate from 1975 to 1976.

Crimes Against Persons, 1980 - The highest predicted rate for crimes against persons was found in Gilpin County. Its predicted rate, 749 crimes per 100,000 population, although the highest, when converted to an absolute numbers resulted in only 19 predicted crimes.

Adams and Jefferson counties had the next highest predicted rates for 1980 at 542 and 422 crimes per 100,000 population respectively. Upon conversion of these predicted rates, the greatest absolute numbers of crimes can be anticipated for these counties, 1486 for Jefferson and 1472 for Adams.

Arapahoe and Boulder Counties were quite close in predicted rates, 370 and 330 crimes per 100,000 population respectively. However upon conversion, Arapahoe's absolute crimes were much higher, 1045 as opposed to 656 in Boulder County.

The Suburban Denver SMSA predicted crime rate was 412 crimes per 100,000 population for 1980. This translates into 4710 absolute number of crimes, up approximately 2000 from those predicted for 1975.

Of this total, Adams County accounts for about 31%. This is, proportionately, the greatest number of predicted crimes for the area as Adams County comprises only 24% of the total area population. Although Jefferson County also accounts for about 31% of the total for crimes against persons, proportionally its total is much less as it also accounts for over 30% of the total area population. Arapahoe, with 22% of the total and Boulder with 14% should anticipate a smaller percent of the area's crimes against persons if trends continue as they have since 1969. The two non-urbanized counties of the suburban SMSA in 1980 should anticipate less than 2% of the area's crimes against persons.

Crimes Against Property, 1980 - As was the case in the predicted rate for crimes against persons in 1980, the predicted rate for crimes against property was highest in Gilpin County. Conversion of this rate (11545) into an absolute number resulted in a prediction of 293 property crimes in the county in 1980. The predicted numbers of crime in this county, although the crime rate is high, will account for less than two percent of the area total.

The next highest predicted rate of crimes against property for 1980 was found in Adams County, 10,094 crimes per 100,000 population. This rate converted into the greatest absolute number of crimes predicted for the area, 27,415, or about 34% of the area total.

Jefferson County showed the next largest absolute numbers of crime in the suburban SMSA, 23,933 or almost 30% of the area total. Its crime rate was, however, somewhat lower than that of Adams County, predicted at 6,795 crimes per 100,000 population.

Arapahoe and Boulder Counties followed, 17,725 and 9,828 crimes predicted for the year. Their crime rates ranked fourth and fifth in the suburban SMSA for 1980 predicted rates, 6,274 and 4,944 crimes per 100,000 population.

The predicted 1980 crime rate for all of the suburban SMSA is 7,069 crimes against property per 100,000 population. Translation into absolute numbers yields predicted crimes of approximately 80,600. Of this total, similar for 1980 predictions of crimes against persons, the Adams County predicted crimes are proportionally higher than that of the other counties. They are also actually much higher, representing about 34% of the area's total crimes against property.

(2) Prevention: The City of Aurora has experienced an upward trend in specific offenses. For example, the percentage increase in burglary offenses from 1972 to 1973 was 15%. And from 1973 to 1974, it rose by 36%. Larcenies also increased during this same period. There was a 4% increase from 1972 to

1973 and a 5% increase from 1973 to 1974. Other serious offenses, e.g., robbery and aggravated assault, exhibited similar increases. This pattern of increases in several types of crimes, e.g., burglary, larceny, robbery, and aggravated assault, suggest the need for greater coordination of tactical police resources. Police need to have systematic information about the patterns of crime in order to design the most effective methods of prevention and detection. To meet this need, the Aurora Police Department has proposed a crime prevention bureau to design improved methods of tactical planning.

In Adams County, in order to confront the impact of crime, programs will have to be implemented throughout the criminal justice system. Law Enforcement agencies will need to better utilize manpower resources in the areas of crime prevention, suppression of criminal activity, and increased apprehension of alleged offenders. Coordination of resources is important in any such effort but it is particularly difficult when the law enforcement community is composed of eight separate agencies covering a total land area of 1240 square miles. As a result, a multi-jurisdictional effort needs to be made in Adams County to confront these problems. Law Enforcement agencies need to collectively participate in a crime prevention program designed to increase public participation and awareness. In addition, a multi-jurisdictional effort should be made to train officers in improved methods of crime suppression and apprehension of suspects.

CONTINUED

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In Boulder, a need to educate juveniles in the classroom to the criminal justice system has been identified. Actual law enforcement officers, attorneys and others would supplement the current educational system. By using this approach it is hoped that juveniles will become aware of the criminal justice system, how the system operates, and how they (the juveniles) would be handled once they entered the system. This is a preventative approach that deals with juveniles before they have been arrested.

(3) Detection and Apprehension: The number of reported burglaries in Arapahoe County has risen from approximately 2500 during 1972 to about 4100 in 1975. One method for reducing burglaries is through improved prevention, detection, and apprehension capabilities of local police agencies. Special crime attack teams are police units designed to effect a reduction in crime by innovative techniques of prevention, detection, and apprehension. The crime attack team concept emphasizes intensive police activity in designated target areas. During 1975, a multi-jurisdictional special crime attack team did effect a measurable reduction in burglaries in selected target areas in Arapahoe County.

Similar to other jurisdictions of the suburban Denver SMSA, the First Judicial District has experienced a steadily rising trend for property crimes. This is especially true in Jefferson County. For example, the number of reported burglaries in Jefferson County rose from 3346 in 1970 to 4631 in 1974.

Burglaries are predicted to continue to rise for the area. One potential method for dealing with the problem of increasing property crimes is that of specialized units which concentrate on detection and apprehension. Special crime attack teams may offer a viable alternative to Jefferson County.

Another problem experienced in the First Judicial District is that of a lack of efficient service delivery. This is especially true of law enforcement functions in the rural areas of the District. Such areas may not be able to provide services due to a lack of resources. A possible solution to this problem would be combined or consolidated services. By consolidation of certain functions, activities or equipment, an economy of scale may occur. Consolidation can be undertaken for a few or many functions. These might include communications, manpower, or equipment. Through consolidation, service delivery may not only be more efficient, but also more effective.

(4) Diversion:

(a) Juvenile: Concerning the lack of viable alternatives to handling juvenile offenders, a weakness of Arapahoe County's juvenile justice system has been the absence of specific programs to deal with first-time and minor offenders. These offenders tend to be handled in one of two polar opposite ways. First, they may be "lectured and released" by the police with little or no follow-up and supervision. Second, they are processed in the same manner as serious and repeat offenders. Here they are

adjudicated as delinquents despite the minor nature of their offenses. Hence, a wide spread need in Arapahoe County is for a programmatic method of providing some supervision to first-time and minor offenders without imposing the full weight of formal adjudication.

One possible means for meeting this need is through the establishment of a police level and court level diversion program. The immediate purpose of a diversion program is to provide a viable alternative to both "lecture and release" practices and formal adjudication. A diversion program seeks to reduce the level of recidivism among juvenile offenders through counseling services and by referring some offenders to other social service agencies. During the past year, a juvenile diversion program was in operation in Arapahoe County.

In Jefferson County also, juvenile offenders have traditionally been handled in one of two ways. A youth taken into custody may be merely lectured and released. This essentially represents no action in dealing with the juvenile. The other method of handling involves the youth who has been taken into custody for any offense, being treated as a serious offender. This may involve commitment to a detention facility and such an experience may have a negative effect, especially on the minor offender or CHINS youth. A response to this problem may exist in the form of diversion for such youth. A diversion program can provide services such as crisis intervention, individual and family counseling, referral, and follow up which

have been previously unavailable. Through such services, it is anticipated that juvenile recidivism will be decreased.

Several diversion programs for youth have been operating in Jefferson County. Evaluation of these programs shows that in most instances projects have met objectives and are impacting the problem of juvenile handling.

In Boulder, another idea is to alter behavior after the juvenile is arrested. Through diversion and/or rehabilitation programs, the juvenile is put in a setting where it is hoped his or her attitudes can be changed. Ideas of how to change juvenile attitudes range from the counselor-client relationship to the more progressive "Outward Bound" approach where the juvenile is taught to build his or her self confidence in the nature setting.

(b) Adult: Concerning the lack of alternatives to the formal adjudication of adult offenders, there is currently no means of diverting minor offenders from the formal processes of adjudication. As a result, numerous minor offenders are required to attend formal court hearings. This traditional method of case processing may not be providing first-time and minor offenders with the stimulus not to recidivate.

A possible programmatic response to this situation is the design of an adult diversion project. The basic objective of an adult diversion project is to increase the likelihood that first-time and minor offenders will not recidivate. Diversion programs

generally use a combination of counseling and referrals to other social services to effect a reduction in recidivism. For the coming year, the Arapahoe County Board of Commissioners proposes to establish a diversion project along the lines described above.

Similar to the lack of alternatives for juveniles, a need within Jefferson County is apparent for alternatives to formal adjudication for adult offenders. This is especially true for non-violent, non-habitual offenders. One alternative to adjudication exists, as with juveniles, in the form of a diversion program. The basic aim of adult diversion is to decrease recidivism of its clients. Diversion programs may exist at the district attorney or court level. Methodology varies, however, generally services include counseling, job development, referral and follow up. The Jefferson County District Attorney's Office early in 1976 established an adult diversion program which includes all of the above mentioned services. Although the project has not been operational long enough to evaluate its effectiveness, data indicate an increasing number of referrals to the program.

(5) Rehabilitation: On the adult level, clients who are charged with Part I offenses in the 17th Judicial District, and then found guilty, generally are never confined in a county or state correctional facility. Out of 241 sentenced adults in 1975, only 43 persons, or 18%, were incarcerated after conviction.

The majority, 120 persons, or 49%, were given probation. Another 68, or 33%, received a deferred sentence, suspended sentence, or were simply fined. In short, the majority of sentenced felons in Adams County remain in the county with some varying degrees of supervision imposed. One alternative not available to the courts or the Department of Institutions at the present is a highly supervised, live-in facility designed to re-integrate the offender back into the society, usually termed a half-way house. Such a facility could be used for ex-offenders recently released from a correctional facility, as well as providing close supervision to sentenced offenders not incarcerated.

(6) System Entry: Another specific problem encountered is the unusually high rate of juveniles being committed to the Department of Institutions from Adams County. Of the 90 children in the non-Denver portion of Region III who were adjudicated as CHINS and subsequently committed to the Department of Institutions, 38, or 42% were from Adams County. This fact is particularly disturbing as Adams County accounts for only 25% of the juveniles between the ages of 10 and 18 within the non-Denver portion of Region III. It is also incongruent with the priority of the 1975 Juvenile Justice and Delinquency Prevention Act, that is, the deinstitutionalization of status offenders. One alternative to formal adjudication and/or incarceration which provides the opportunity for continued services is the concept of shelter care.

(7) Community: Currently Boulder city and county law enforcement officials are attempting to involve citizens in crime prevention. Although not intensive, the sheriff and the Boulder Police Department are making the citizenry aware of crime, and through Operation ID, they are aiding the citizens in attempting to prevent crime by inspecting household security and marking personal property.

- 1 - Rate per population
- 2 - Rate per females
- 3 - Rate per units
- 4 - Rate per vehicles
- 5 - Excluding Denver, Gilpin, and Clear Creek
- * - Explained in text

TABLE I

1975 CRIME PREDICTIONS

COUNTY	Homicide-Agg. Assault			Rape			Robbery			Burglary			Larceny			Auto Theft		
	Rate per 100,000 ¹	Confdnc Interval	Actual	Rate per 100,000 ²	Confdnc Interval	Actual	Rate per 100,000 ¹	Confdnc Interval	Actual	Rate per 100,000 ³	Confdnc Interval	Actual	Rate per 100,000 ¹	Confdnc Interval	Actual	Rate per 100,000 ⁴	Confdnc Interval	Actual
Adams	226	133- 319	524	70	53- 87	82	124	98- 151	288	6275	5013- 7538	N/A	4515	3818- 5212	10481	719	556- 882	N/A
Arapahoe	129	68- 189	290	43	39- 49	49	125	114- 135	281	4132	3498- 4866	N/A	3376	2614- 4137	7590	626	524- 729	N/A
Boulder	145	38- 250	249	63	16- 110	55	95	60- 129	163	2945	2009- 3881	N/A	3245	1931- 4559	5565	385	177- 592	N/A
Douglas	51	0- 144		*	0- 4*	2*	*	1- 4*	2*	770	0- 8676	N/A	686	3- 1369	123	246	80- 412	N/A
Gilpin	346	216- 475	.7	*	0- 5*	1*	*	0- 2*	1*	N/A	N/A	N/A	1399	35- 2764	28	582	196- 967	N/A
Jefferson	179	150- 208	579	30	15- 46	49	95	88- 102	307	4148	3429- 4866	N/A	3362	2697- 4027	10852	353	267- 439	N/A

IV-C13-34

- 1 - population
- 2 - females
- 3 - units
- 4 - vehicles
- * - explained in text
- ** excluding Denver

TABLE II

1976 CRIME PREDICTIONS

COUNTY	Homicide & Agg. Assault		Rape		Robbery		Burglary		Larceny		Auto Theft	
	Rate per 100,000 ¹	Confidence Interval rate	Rate per 100,000 ²	Confidence Interval rate	Rate per 100,000 ¹	Confidence Interval rate	Rate per 100,000 ³	Confidence Interval rate	Rate per 100,000 ¹	Confidence Interval rate	Rate per 100,000 ⁴	Confidence Interval rate
Adams	241	126-356	74	53-96	139	106-171	6989	5283-8513	4859	3998-5719	764	563-965
Arapahoe	131	57-206	45	38-52	140	127-153	4425	3550-5300	3433	2492-4374	635	508-761
Boulder	141	10-271	70	12-128	107	64-149	3084	1886-4281	3185	1560-4809	375	119-632
Douglas	49	0-163	*	0-4*	*	1-4*	N/A	N/A	591	0-1435	271	66-476
Gilpin	370	210-530	*	0-5*	*	0-2*	N/A	N/A	1590	0-3276	690	214-1167
Jefferson	199	164-235	27	8-46	102	93-111	4178	3259-5098	3656	2834-4478	319	213-426

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TABLE III

1980 CRIME PREDICTIONS

COUNTY	Crimes Against Person			Crimes Against Property		
	Rate per 100,000	Confidence Interval rate	Actual	Rate per 100,000	Confidence Interval rate	Actual
Adams	541	289-794	1472	10094	7875-12312	27415
Arapahoe	370	226-514	1045	6274	4447-8102	17725
Boulder	330	38-622	656	4945	1749-8141	9828
Douglas	5	0-251	1	N/A	N/A	N/A
Gilpin	750	409-1091	19	11547	6104-16989	293
Jefferson	417	349-484	1486	6804	5081-8527	23933

c. Colorado Springs SMSA:

(1) Crime Problem: The rate of Part I crimes increased steadily in the Colorado Springs SMSA from 1970 through 1974. This trend is discussed in Chapter IV, Section B-4.

In 1974, over 50% of the area's 17,438 Part I crimes were larcenies (54.6%). Another 31.5% were burglaries, and 8.1% were auto thefts. Property crimes, then, accounted for 94.2% of Part I crimes occurring in the SMSA. The four violent crimes comprised only 5.8% of the Part I crime.

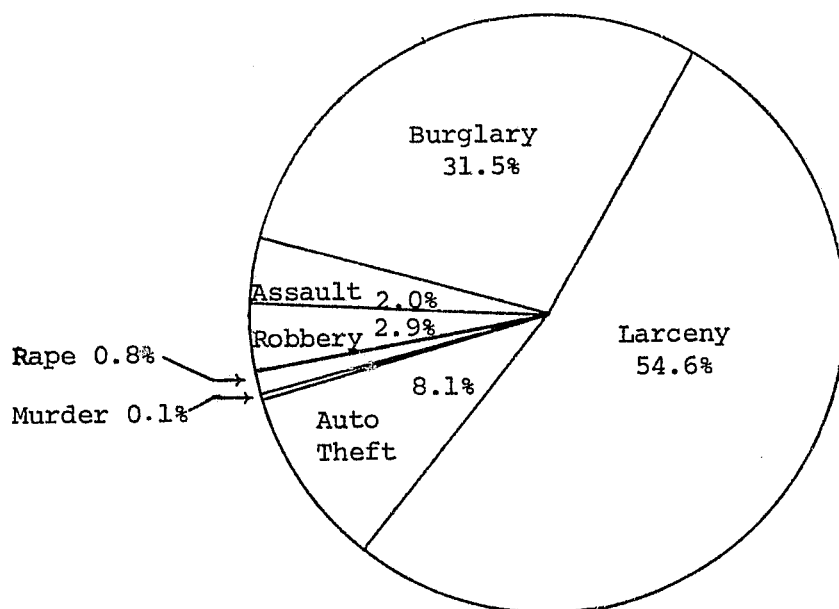
(See Exhibit A)

From 1970 to 1974, the rates of murder, rape and robbery showed overall increases. The rate of assault declined very slightly. (See Exhibit C)

During the same time period the property crime rates each increased. The burglary rate increased an average of 14.8% each year. The larceny rate increased an average of 4.6% annually, and the auto theft rate showed an average annual increase of 15.4%. (See Exhibit D)

Exhibit A

Colorado Springs SMSA
Index Crimes as Percent of
Total Index, 1974



Part I Crime Index = 17,438

Exhibit B

Colorado Springs SMSA
Part I Crime Rate, 1970-1974

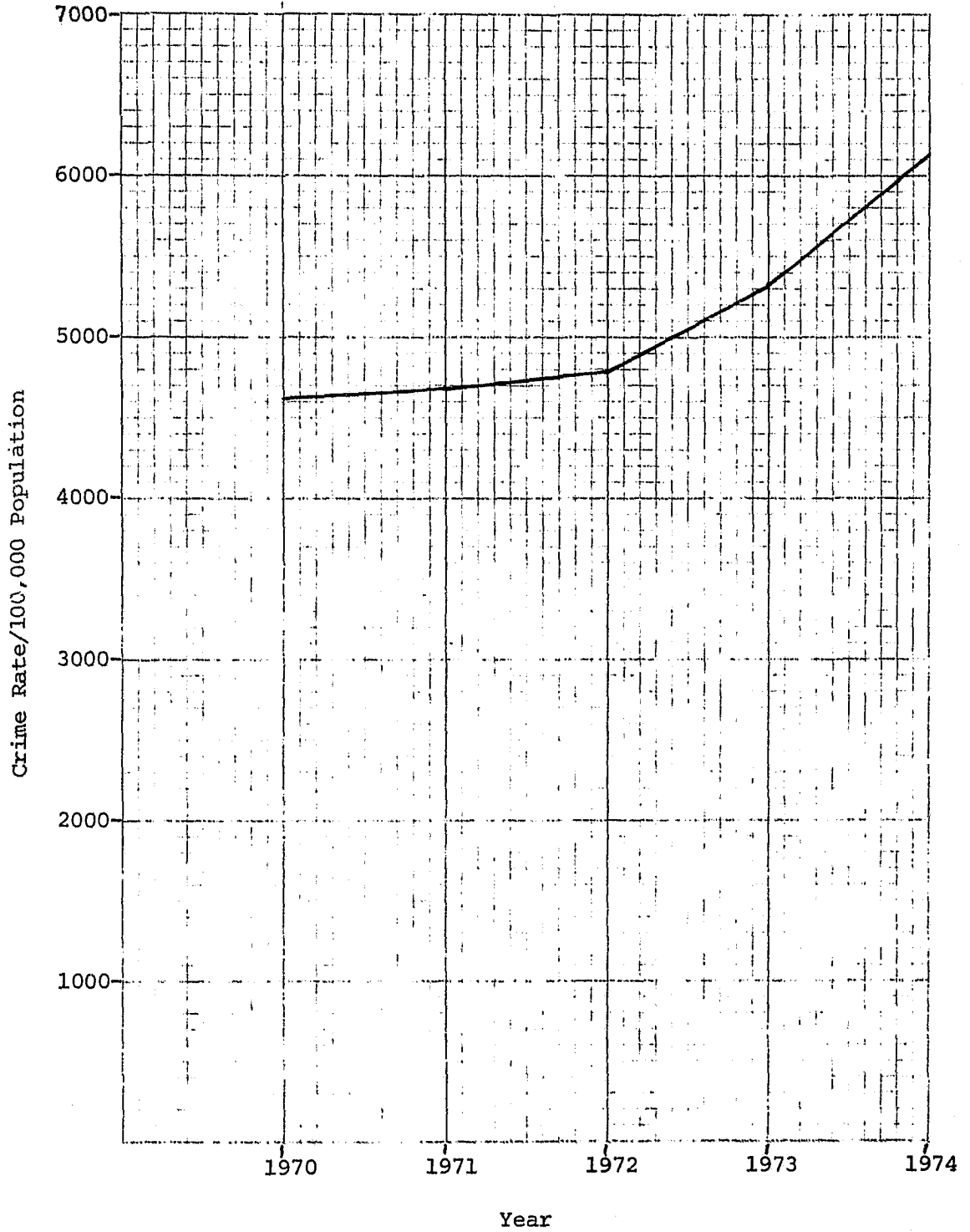


Exhibit C

Colorado Springs SMSA
Violent Crime Rates, 1970-1974

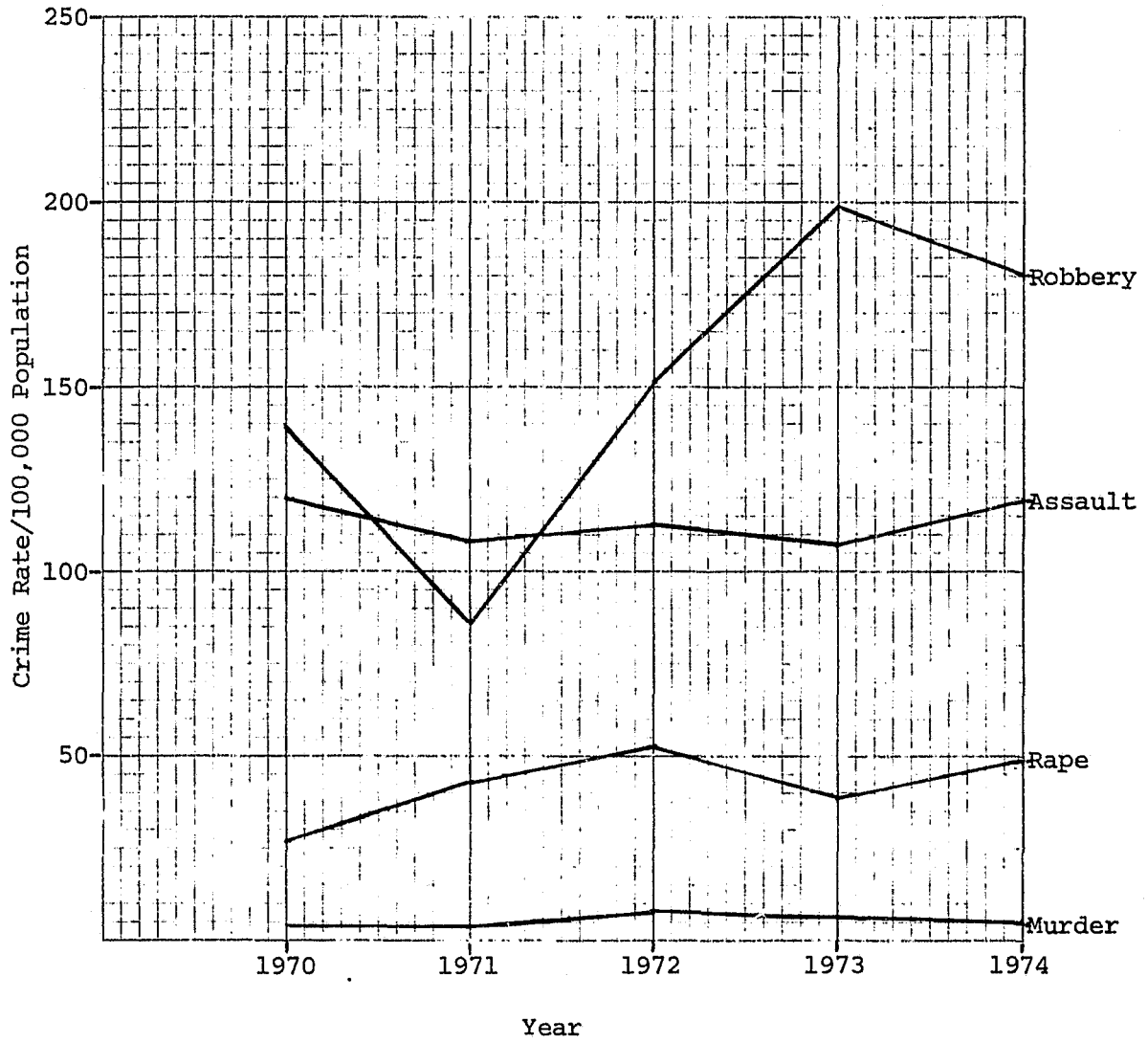
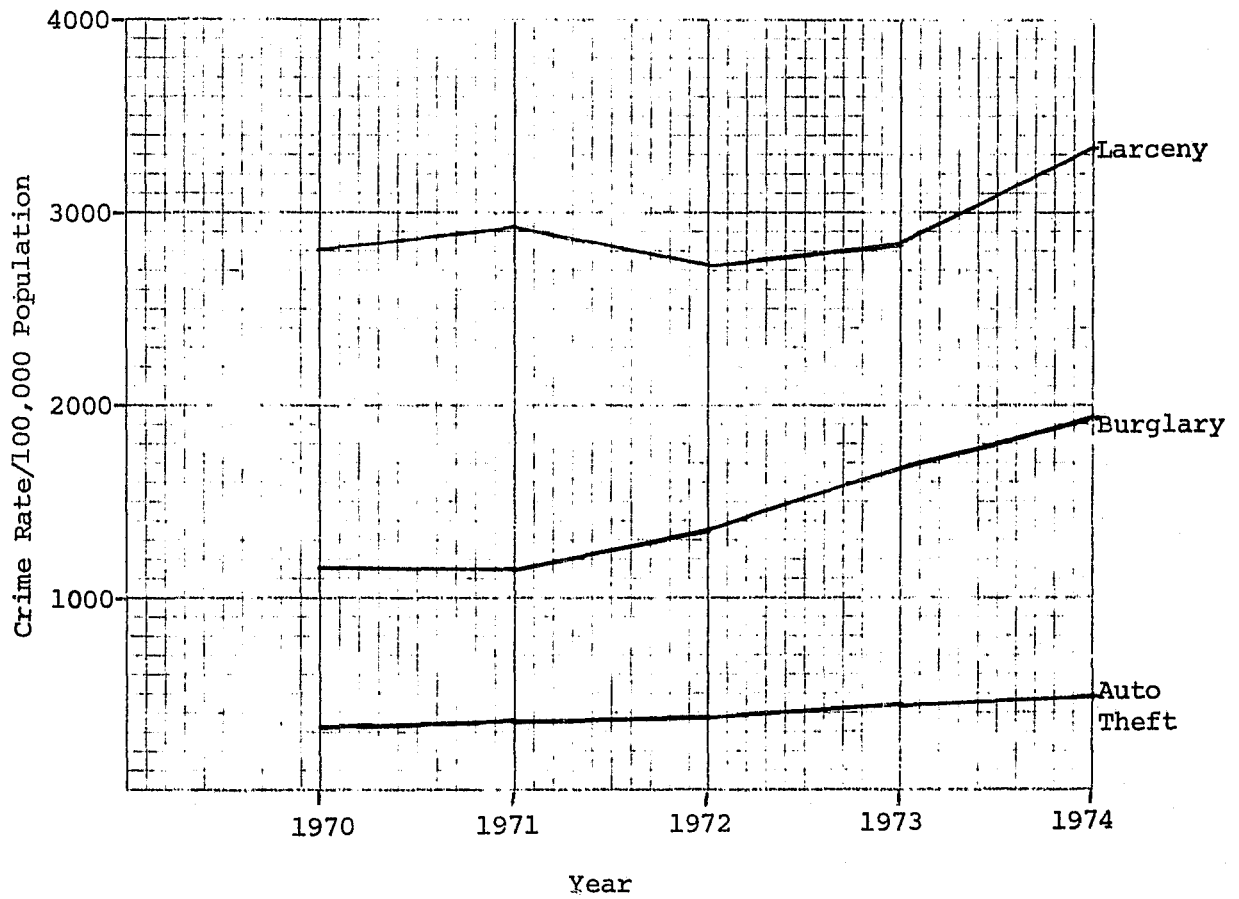


Exhibit D

Colorado Springs SMSA
Property Crime Rates, 1970-1974



(2) Prevention: Crime prevention was identified as the highest priority for the region in which the Colorado Springs SMSA is located, by the Pikes Peak Area Council of Governments Criminal Justice Advisory Committee. The committee felt that emphasis should be shifted from detection, apprehension and treatment of offenders to identification of problems and provision of services before individuals become formally involved with the criminal justice system.

(3) Community: Community involvement was also identified as a high priority for the Colorado Springs area. Public awareness of the nature of specific crimes, methods to avoid becoming victims of crime, the needs of offenders and victims, and the functions of criminal justice agencies would contribute to effective criminal justice programs. Community involvement should be solicited for crime prevention, offender treatment and services to victims. Special emphasis should be placed on increasing communication and understanding between juveniles and law enforcement.

(4) Detection and Apprehension: The special problems of detecting and apprehending offenders in Teller County are related to its low population density and high number of summer vacation homes. Lengthy delays in reporting crimes often result from this combination. Delays result in deterioration of evidence and hinder investigations.

The transient population of Manitou Springs also presents special problems in detection and apprehension of offenders. Emphasis on crime prevention and investigation is needed in this community.

(5) System Diversion: Juvenile diversion programs are needed in the Colorado Springs SMSA. Programs that coordinate counseling, crisis intervention and referral services with law enforcement agencies; provide legal services to juveniles; provide employment and/or alternative education are needed.

(6) Institutional and Community Rehabilitation and Reintegration: Effective rehabilitation of offenders in traditional state and local institutions, as well as in innovative community-based corrections programs, is necessary for crime reduction. Comprehensive treatment, including mental health, educational and vocational services, is needed. In addition, diagnostic and treatment services should be extended to families of offenders in order to ease the offenders' reintegration into society. In the Colorado Springs area, the following types of programs should be emphasized: (1) employment/restitution, (2) services for women offenders, (3) services for battered women, and (4) residential treatment facilities for youth.

(7) Organizational Development, Management, and System Development: An agency's ability to plan and manage its operations impacts directly on the effectiveness and efficiency of the criminal justice services it delivers. Also, agencies should be able to coordinate such planning efforts.

Planning for the improvement of the criminal justice system in the Colorado Springs area is made difficult by an insufficient quantity and quality of basic statistical data. Detailed data concerning the characteristics of specific categories of crimes, offenders and victims are retained by few agencies, and where retained there is no consolidation of the information for planning purposes.

A majority of the smaller law enforcement agencies within the Colorado Springs area do not currently conduct and evaluate the research needed for effective planning. This capability, to be coordinated with the Regional Planning Unit, should be provided to them.

Imperative for planning and operational purposes is the need for adequate and timely information. There is a need to establish an information system which would facilitate the coordination of services provided by criminal justice agencies within Region IV. This system should provide for a crime analysis capability, the detection and apprehension of offenders, the recovery of stolen property, and the safety of law enforcement officers.

Most, if not all, of the smaller law enforcement agencies within the Colorado Springs area are unable to send significant numbers of their line personnel to other communities for training in advanced law enforcement and investigative techniques due to the necessity of maintaining adequate levels of personnel to respond to calls for service. The impact of inadequate advanced training is much greater upon smaller agencies due to the fact that the line personnel are relied upon to conduct major crime investigations, whereas larger agencies (e.g., Colorado Springs Police Department) maintain a team of highly trained investigators.

Therefore, the development of an ongoing program of in-house advanced training in law enforcement investigative and administrative techniques, counseling, and crisis intervention is essential to effective and efficient law enforcement in the area. Such a program should be coordinated through existing training facilities and draw upon the resources of state and local criminal justice agencies.

To assure that law enforcement and correction agencies are able to attract and retain qualified individuals, agencies within the Colorado Springs area should establish a personnel administration and management program which provides for the treatment, selection, and advancement of employees based upon their relative ability, knowledge, and skills.

This program should be available, on a cooperative basis, to all law enforcement agencies within the Pikes Peak Region.

Without a program of this nature, turnover among law enforcement agencies remains high and the potential for selecting unqualified applicants is greater. This results in inefficient and ineffective law enforcement services.

(8) Classification: Classification of offenders should occur at all levels of the criminal justice system to ensure differential treatment and control in order to maximize the social adjustment of offenders.

In the 4th Judicial District, such classifications are needed prior to sentencing to provide judges with the necessary information for considering sentencing alternatives. The Probation Department is the agency traditionally responsible for providing such evaluations. However, due to rising caseloads, adequate staff time is not available for such purposes. Therefore, additional emphasis must be placed on pre-sentence diagnostic classifications in the Colorado Springs area.

(9) System Entry: Individuals are often detained unnecessarily because adequate pretrial release supervision and counseling services are unavailable. Such supportive services are needed in the Colorado Springs area.

Holding facilities, especially in smaller law enforcement agencies, are inadequate. Efforts need to be undertaken to upgrade such facilities. Additional equipment is also needed to facilitate the booking of offenders into these facilities.

(10) Adjudication: Prospective jurors frequently do not understand their roles and responsibilities and the function of the courts. This often results in their frustration regarding the criminal justice system. Educational activities for prospective jurors need to be undertaken.

Jurors, witnesses, and others in the courtroom often have difficulty viewing evidence as it is presented. A mechanical system is needed in the 4th Judicial District to facilitate the presentation of evidence.

d. Pueblo SMSA

(This report is constructed in conformity with the Functional Categories I thru XII)

I. Community

I-A Public Information Education

Problem Description

The general public has to this point a limited role in the daily operations of the criminal justice system. In fact, the amount of knowledge that the public has about the systematic operation of criminal justice is extremely limited. Knowledge of criminal justice can be acquired in two ways; directly and indirectly.

Indirect knowledge is usually acquired through third person sources. These sources are brief mass media accounts, sensationalized film programs or word of mouth stories by people directly involved with the problems of crime. These accounts could be wrought with inaccuracies, misconceptions or incorrect emphasis.

On the other hand, direct contacts with the criminal justice system initiates citizens into the complexities of modern crime problems and the systematic criminal justice response to individual problems. Such direct contacts can bewilder the citizen who has pre-conceived ideas of how law enforcement or the courts should react to his individual problem. Agency efforts to ameliorate the individual effects of crime are misinterpreted by a lay citizen who may walk away with a distorted picture of the effectiveness of criminal

justice.

In this atmosphere of doubts and misconceptions, efforts must be undertaken by the criminal justice system to involve the public in programs that would accurately describe criminal justice operations and functions. With the development of Public Information Education programs on a broad scale, citizen input into the system would be solicited. Input would mean the acquisition of broad knowledge which could be combined with more citizen understanding of the role and functions of the criminal justice system.

I-B Citizen Action

Lack of direct individual and group involvement in crime prevention and reduction is one of the most frequently noted concerns of criminal justice officials. It is generally accepted that significant crime reduction cannot occur without citizen involvement in prevention, reporting, detection, prosecution, and correction, of criminal behavior. It is also clear that the criminal justice system has not adequately utilized community resources for crime reduction. Various community organizations and agencies with the potential for supporting crime reduction efforts have not developed on-going cooperative arrangements with local criminal justice agencies. Use of volunteer manpower in the criminal justice system has not been effectively utilized except in the traditional areas of posses and police reserves.

II Prevention

II-A Juvenile Delinquency Prevention

Problem Description

Recent national findings indicate that juveniles account for almost half the arrests for serious crimes in the United States.

Statistics indicate that there has been a disproportionate increase in juvenile arrests in comparison with increased population during the last five years in the Pueblo SMSA. The number of arrests by the Pueblo Police Department increased from 3,022 in 1970, to 4,901 in 1975. In comparison with adult arrests, juveniles comprise 60% of all arrests for Part I crimes.

The high rate of juvenile crimes in the past ten years has prompted numerous research studies focusing on causative and contributive factors relative to juvenile crimes. Though it is difficult to make definitive statements about the cause of juvenile crime, it is possible from these studies to speak of factors which have a high correlation to juvenile crime. It is also possible from these studies to describe the phenomenon of juvenile delinquency. The following is a synthesis of many current theories related to this phenomenon: Juveniles, and especially delinquents, exist within a narrow life space centering around family, school and peers.

Consequently, an especially difficult situation is created for any individual who is cut off from two of these

three major sources of support. When support is not forthcoming from the family and school, the youth often turns to his peers for guidance, but because of the problems they share with him, they cannot adequately fill the gap.

If this assessment is correct, then programs must be developed to meet these problem areas in order to prevent further delinquent acts by the juvenile.

II-B Specific Crime Prevention

Problem Description:

In order to meet the challenges of sophisticated crime, law enforcement agencies need for specialized units to attack these crimes becomes readily apparent. Specialized prevention and apprehension teams concerned with major crimes such as burglary, robbery and rape, should be the goal of large law enforcement agencies.

Each agency must develop baseline data to determine how serious particular crimes are, and then determine if a specialized approach is needed to combat the crime.

Causes of crime have not been adequately defined at this time. In order to prevent certain types of crime, the causes of that crime must be known. Additional research, especially in the field of juvenile delinquency, is necessary to determine exact causes of various types of crimes.

II-C Prevention of Robbery and Burglary

Problem Description:

Prevention of robbery and burglary must be initiated with

the potential victims. Crime data indicates that a large percentage of residential burglary occurs through open or unlocked doors and windows. Potential victims must make their residences secure through the use of site hardening. In most areas, educational programs in site-hardening are only available in metropolitan areas.

The Federal Bureau of Investigation Uniform Crime Reports indicates that residential burglary is increasing at a faster rate in the suburbs and rural areas than the metropolitan areas. With this knowledge, education programs in site-hardening for suburb and rural areas must be developed.

II-D Rape Prevention

Problem Description:

In the Pueblo SMSA, reported rape has increased from 16 in 1968, to 50 in 1975, an increase of 213 percent. This increase in reported rapes may be due to an increase in general population an effort by the Pueblo Police Department, the Pueblo Sheriff's Department and the Pueblo Rape Crisis Center, to provide more professional service to the victims of rape.

The Pueblo Rape Crisis Center has encouraged victims to report all rapes to law enforcement. However, if the victim does not wish to give her name to the authorities, the Center will provide general information concerning the incident to the authorities.

Most law enforcement officials agree that the crime of rape is extremely underreported. Estimates range from 30 to 90 percent of actual rapes which are not reported.

II-E Prevention of Aggravated Assault

Problem Description:

In the Pueblo SMSA, the crime of aggravated assault rose in reported incidents from 204 in 1968 to 584 in 1975. This is an increase of 186 percent.

Residential aggravated assaults usually occur in a family crisis situation. Utilization of crisis intervention techniques are needed to significantly reduce this type of assault. Specialized teams trained in crisis intervention are needed to respond to a family crisis. At this time, there are no specialized teams of this nature in the Pueblo SMSA.

II-F Prevention of Grand Larceny

Problem Description:

The crime of grand larceny has also increased at a significant rate since 1968. Increased reporting of larcenies may be a factor in this increase.

However, larceny is also a crime that is frequently unreported. Larceny involving a small value are often unreported because the victim feels the law enforcement agency will not take any action to recover a small value of property. Victims have also indicated that they did not wish to bother the law enforcement agency with such a small matter, or that they did not have insurance on the property so a police report was not necessary.

Available statistics do not indicate whether the victim was a private citizen or a commercial establishment. National findings indicate that commercial larcenies are increasing rapidly.

Ease of removal and accessibility to the property without detection are two major considerations in the crime of larceny. Therefore, target hardening measures must be utilized by private citizens and commercial business establishments.

III Detection - Apprehension

III-A Crime Analysis

Problem Description:

The Pueblo Police Department is the only law enforcement agency in the SMSA that maintains a full time professional crime analyst, and a planning and research section within the department.

Crime analysis capabilities have shown positive results in some high crime areas. However, at this point in time, development of crime analysis techniques to assist low incident crime areas has not been proven. Additional research will be necessary to determine if crime analysis is an asset to low incident crime areas.

III-B Special Operations

Problem Description:

Organized crime, antitrust, and public corruption are crimes which generally must be investigated at the state level. In addition to the aforementioned crimes, serious Part I crimes are also difficult for small enforcement agencies to investigate due to lack of in-house expertise and crime laboratories capable of timely and efficient processing of physical evidence.

III-C Availability of Services Communication and Records

Problem Description:

In Pueblo County, communications and records have recently been upgraded. The 911 telephone system was implemented throughout the county in the fall of 1975. In addition, both law enforcement agencies in the county have improved the records system.

A Computer Aided Dispatch and Records System is being completed by the Pueblo Police Department at the time of this writing. This system will expedite service calls to officers, and provide additional information to officers while responding to calls.

III-D Criminal Investigation Laboratory

Problem Description:

At the present time, there are no complete criminal investigation laboratory facilities located in the SMSA. The Colorado Bureau of Investigation laboratory in the Denver Metropolitan area is utilized by most law enforcement agencies throughout the SMSA.

Law enforcement officials should be contacted to determine the level of services provided by the Colorado Bureau of Investigation, and thereafter, recommendations should be made to improve services where needed.

IV Diversion

IV-A Juvenile Diversion

Problem Description:

With the advent of juvenile diversion programs, viable alternatives to institutionalization were developed. These programs were created with the idea of protecting the rights of juveniles while steering juveniles away from formal adjudication proceedings. Through formal and informal programs, juveniles are placed into appropriate treatment programs that are designed to meet the unique problems of juveniles.

The problem that exists in this area revolves around the substance of juvenile diversion programs. Are these programs as effective in dealing with the needs of juvenile or would the needs best be served in an institution? More specifically are the diversion programs operating under the guide of official approval and still taking steps to safeguard the rights of the individual juvenile? This is a delicate area that must be closely examined to insure that program participants rights are protected. At the same time, diversion programs must reduce the number of juveniles from formal entry into the juvenile justice system.

The effectiveness of diversion programs could be measured in terms of petitions filed for CHIN and delinquency offenses. At the same time, the number of juveniles adjudicated as

CHINS and delinquents could be viewed as the final measure of juvenile diversion programs.

IV-B Adult Diversion

Problem Description:

Adult diversion programs exist as community based programs of alternatives to institutionalization. Yet to assess the effectiveness of such formal and informal programs, the question must be asked: What are these programs doing? Are they aimed at rehabilitating selected felons or people with misdemeanor records? Are these programs set up to deal the offender at the right sequence in individual case dispositions or should a person be placed into a program as an alternative to sentencing? All diversion programs must be able to justify their existence in terms of reducing the rate of recidivism. It does no good for a person's placement into a diversion program when that person doesn't complete the program or is re-convicted for the same crime.

Placement of an individual into an institution is to be thought of as the last alternative. Diversion must be thought of as one way to avoid institutions while still rehabilitating the offender. Final measures of success of diversion programs are the numbers of people placed in diversion programs, their completion rate and recidivism rate.

V System Entry

V-A Pre-trial Release

Problem Description:

Money bonds exist as one way of securing the release of an individual from confinement in jail and insuring his appearance at a court trial date. In practice, such a procedure does not always insure appearance at court. Putting up money to insure appearance can only be done by those able to afford such uses of their personal money.

To the poor, unemployed or underemployed, monetary bonding is a hardship that presents many problems. Held in jail and unable to post bond for a period of time, a man can lose his job while his family may have to apply for welfare and the county has to support the person in jail and his family outside. If a person has ties in the community such as a family, steady employment and length of residence, couldn't such a person be returned to the community? Confinement is a hardship to him and his family and places a further drain on taxpayers money. If a person has been accused of crime that is not severe or heinous in nature, wouldn't the best interests of everyone be served by releasing him back into the community? What is the purpose of confining him, considering all of the above mentioned factors? A pre-trial release program would seem to be the most likely answer in this area.

V-B Detention and Shelter Care - Juvenile

Problem Description:

Juveniles displaying delinquent or pre-delinquent behavior must be treated in a setting that is geared to his individual needs. Lack of the proper treatment setting most often means confining a juvenile in the local jail until some method of treatment is devised. Jail is certainly not the most appropriate way of treatment because few jails have any correctional programming much less specific methods of dealing with juveniles. A way must be devised to treat juveniles in a way that corresponds to the specific needs of juveniles.

A child in a short term placement could be dealt with in the treatment setting of a shelter care facility. At the time of placement, individual needs can be assessed and ways of treatment can be devised to alleviate any problems of the individual juvenile. The family of the youth should also be involved in the treatment, so they must be included in the treatment program. Shelter care facilities can work with pre-delinquent juveniles or status offenders in a better manner than could facilities designed as holding places (county jail).

V-C Detention - Adult

Problem Description:

Colorado allows sentences to county jails of up to two years. The current status of most detention facilities in the Pueblo SMSA provides for little more than custodial maintenance. Formal correctional programming is nonexistent. This situation is even more deplorable when it is recognized that most inmates of local jails are awaiting trial and are considered under our law and moral structure, innocent until proven guilty.

With the apparent move to reverse the trend from traditional centralized corrections to a dispersed community based setting, the SMSA should consider the possibility of regionalizing correctional programs for all but short term incarceration.

VI-A Prosecution - Adult

Problem Description:

Prosecution in the SMSA is frequently hindered by the quality of investigation and case development when small local law enforcement agencies are involved.

The lack of systematic record systems within prosecutorial offices directly impacts the effectiveness of case management, evidentiary procedure, information flow and resource allocation.

VI-B Juvenile Intake

Problem Description:

The large ratio of juvenile to adult offenders represented in the prosecution function indicates a need to develop a specialized orientation toward the handling of juvenile offenders. Specific prosecution staff should be trained and assigned to juvenile cases.

VII-A Trial Process

Problem Description:

Concern has been expressed to Regional staff regarding the lack of adequate record systems within the judicial function. This need has created severe problems in docketing, case flow and case management.

The practice of holding witnesses and victims for hours and sometimes days prior to their testimony has also been noted as a major concern. A similar problem confronts the potential juror.

VIII Sentencing

VIII-A Sentencing Alternatives

Problem Description:

There are few alternatives in sentencing for the court other than county jail, state institutions, or probation. A wide range of sentencing alternatives is needed to permit

the court to impose the most appropriate type sentence for each individual case. Innovative alternatives such as work release, work furloughs, and other appropriate rehabilitation programs should be made available to the courts.

VIII-B Disposition Alternative - Juvenile

Problem Description:

At the present, the Pueblo SMSA is lacking in disposition alternatives for juveniles. A formalized crisis intervention team is not available to assist in diverting the juvenile from the court system, or assisting the court in determining the best type of disposition for the juvenile.

Placement facilities for the juvenile status offenders are not adequate, and do not provide a program specifically designed to approach problems of the juvenile.

IX Post Conviction Procedures

Problem Description:

The rights of defendants in appealing a court decision must be protected and not be given second priority to systematic court docket efficiency. This problem is a function of the state judicial system and cannot be given adequate coverage here.

X Classification - Adult and Juvenile

Problem Description:

Local probation departments and jails lack adequate measures to determine the most appropriate placement for persons under their custody. Although correctional programming is limited, some method of classification determination is needed beyond the current seat-of-the-pants approach. Such a method would require specific background information, criminal history, social adjustment and community ties for each person under supervision. This information would be tabulated, scored and used to serve as the basic data for determining assignment to educational, work release or trustee status as well as reduced levels of supervision.

XI Institutional and Community Rehabilitation and Re-Integration

XI-A Community Rehabilitation and Re-integration - Adult

Problem Description:

The adult offender who is young and convicted of a misdemeanor or felony poses a problem to criminal justice decision makers. Such a person has broken the law and must be punished - confinement in jail is a way of punishment but is not always as appropriate as some alternatives. Probation too deals with the convicted person but with the current probation caseloads, agency effectiveness is a questionmark.

Community-based programs can work with this group of offenders to rehabilitate them through employment while confine-

ment after work in a facility. Additional services such as medical or vocational training can alleviate some problems of the offender while enabling him to serve his sentence. In a small facility such as a work release center, the middle ground between confinement in jail and probation is initiated to deal with the offender. A person convicted of his first felony or a person with several misdemeanors would benefit from placement in such a program.

XI-B Community Rehabilitation and Re-Integration- Juvenile

Problem Description:

The major factor considered necessary for the success of a community rehabilitation approach for juveniles, is an agency which is willing to take responsibility for the development of specific goals, techniques and programming to reduce antisocial and delinquent behavior. The one agency must coordinate the various agencies in the community in order that the juvenile may receive the best available expertise offered in the community.

At this time, there is no agency taking on this responsibility in the Pueblo SMSA. An agency must assume this task of coordinating if community rehabilitation is to be realized within the SMSA.

XI-C Institutional Rehabilitation - Adult

Problem Description:

This area is primarily a state function that may change with the passage of S. B. 4. Institutions usually have limited resources within themselves and in the immediate community to provide vocational training for male and female offenders. Other areas of the state offer much in the way of training and community treatment programs that would greatly benefit the individual offender. With the integration of state functions and local community programs, the local resources could be enhanced to provide better treatment for the offender confined in the local jail.

XI-D Institutional Rehabilitation - Juvenile

Problem Description:

The problem of institutional rehabilitation is mainly a concern of the state. Once the juvenile has been placed with a state institution, local resources available to the juvenile is very limited.

One of the objectives for this category is to reduce the population of the juvenile institutions by placing them into rehabilitation programs in the local community. At this time, the SMSA does not have adequate resources or programs for the juvenile.

XII-A Criminal Justice Personnel Training

Problem Description:

Continued training of criminal justice personnel remains a serious concern in the SMSA. Although great strides have been made in the area of place officer certification, the need for continued advanced level and in-service training remain unmet in most agencies.

Special training in the area of juvenile services, records systems and case management is noted in prosecution.

The greatest lack in personnel upgrade is in the area of correctional training. Adequate programs for development of correctional personnel are nearly non-existent at both the local and state levels.

XII-B Criminal Justice Systems Planning, Research and Evaluation

Problem Description:

The traditional nature of the criminal justice system and its components continues to contribute to fragmentation, poor communications, inadequate information flow, competition and poor utilization of limited resources. In order to overcome these problems, a realistic approach based on empirical research must be developed on the local, regional and state levels. The future of the criminal justice system must be founded in pragmatic planning and not in concessions to vested interests and political pressure. If the criminal justice

system is to be effective in reducing crime, planning must be a priority concern from the operational to the administrative to the legislative levels.

XII-C Criminal Justice Information Systems

Problem Description:

Adequate record keeping providing for information collection, storage and retrieval remains a serious problem among some criminal justice agencies in the SMSA. The quality of records is generally poor. Most information is kept on a case by case basis which is operationally sound but provides no cumulative data for administrative decision making or resource allocation. There are limited procedures for exchange of information between components of the criminal justice system resulting in a total inability to develop long range plans and strategies for the reduction of crime.

e. Fort Collins and Greeley SMSA's

(1) Crime Problem: The crime analysis in Chapter IV, Section B-4 shows an increasing trend of Part I crimes in the Fort Collins SMSA and a decreasing trend in the Greeley SMSA since 1974. Neither trend is very stable, however, as is shown in Exhibits B and C. The pie charts in Exhibit A show that property crimes account for the majority of Part I crime incidence in both SMSA's, 93.1% in the Fort Collins area and 93.9% in the Greeley area. In fact, larceny accounts for over 50% of Part I crime incidence in both counties.

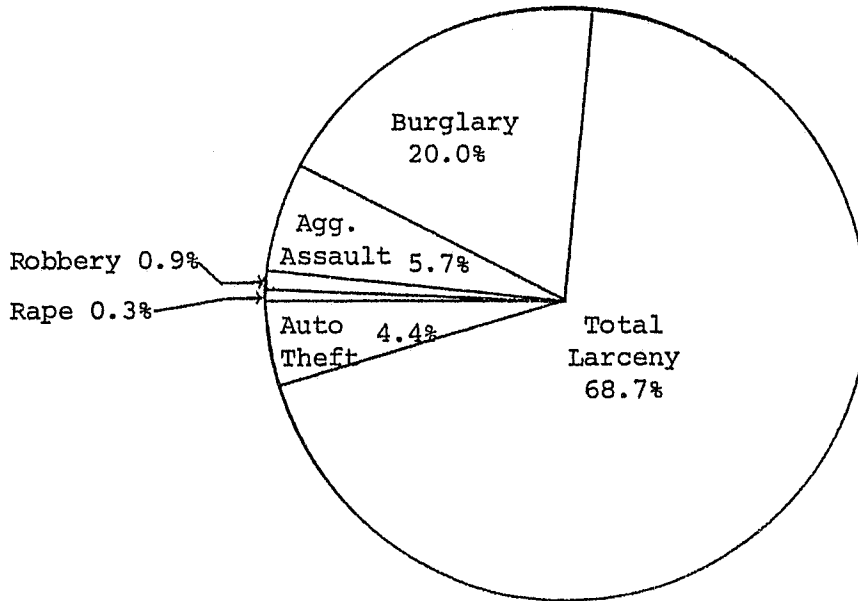
The rates of occurrence of all three property crimes rose in both SMSA's in 1974 (See Exhibit D and Exhibit E). The rates of all four violent crimes also increased in the Greeley SMSA in 1974 (See Exhibit G. Murder and rape rates fell in the Fort Collins SMSA, while robbery and assault rates increased in 1974 (See Exhibit F).

Since 1970, violent crime rates have fluctuated, with alternating increases and decreases. Burglary and auto theft rates were fairly stable from 1970 through 1973, preceding increases in 1974. The larceny rate had decreased in 1972 and 1973 before the increases in 1974. (See Exhibits D and F).

In the Greeley SMSA, the rates of murder and rape have remained nearly constant since 1970. The robbery rate

Exhibit A

Ft. Collins SMSA
Part I Crimes As Percent of
Total Part I Crimes, 1974



Greeley SMSA
Part I Crimes As Percent of
Total Part I Crimes, 1974

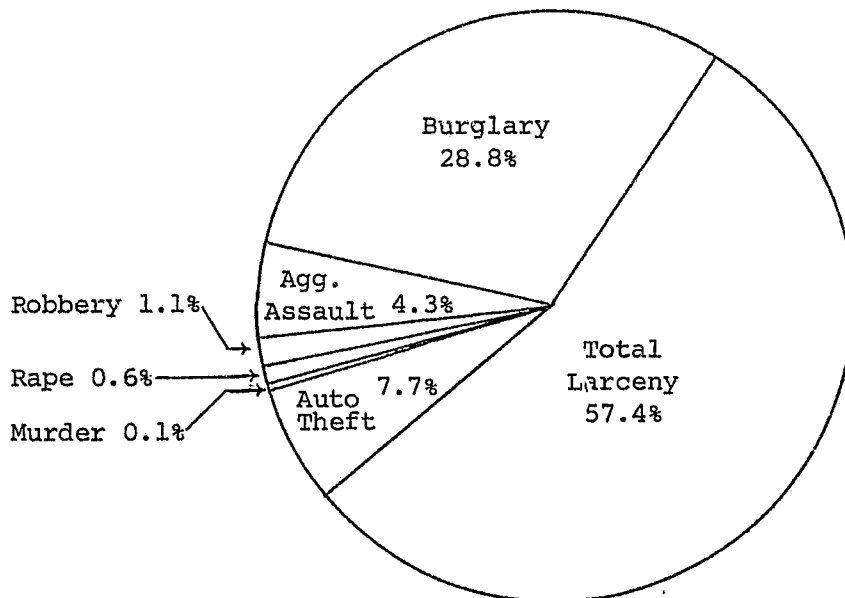


Exhibit B

Ft. Collins SMSA
Total Part I Crime Rate, 1970-1974

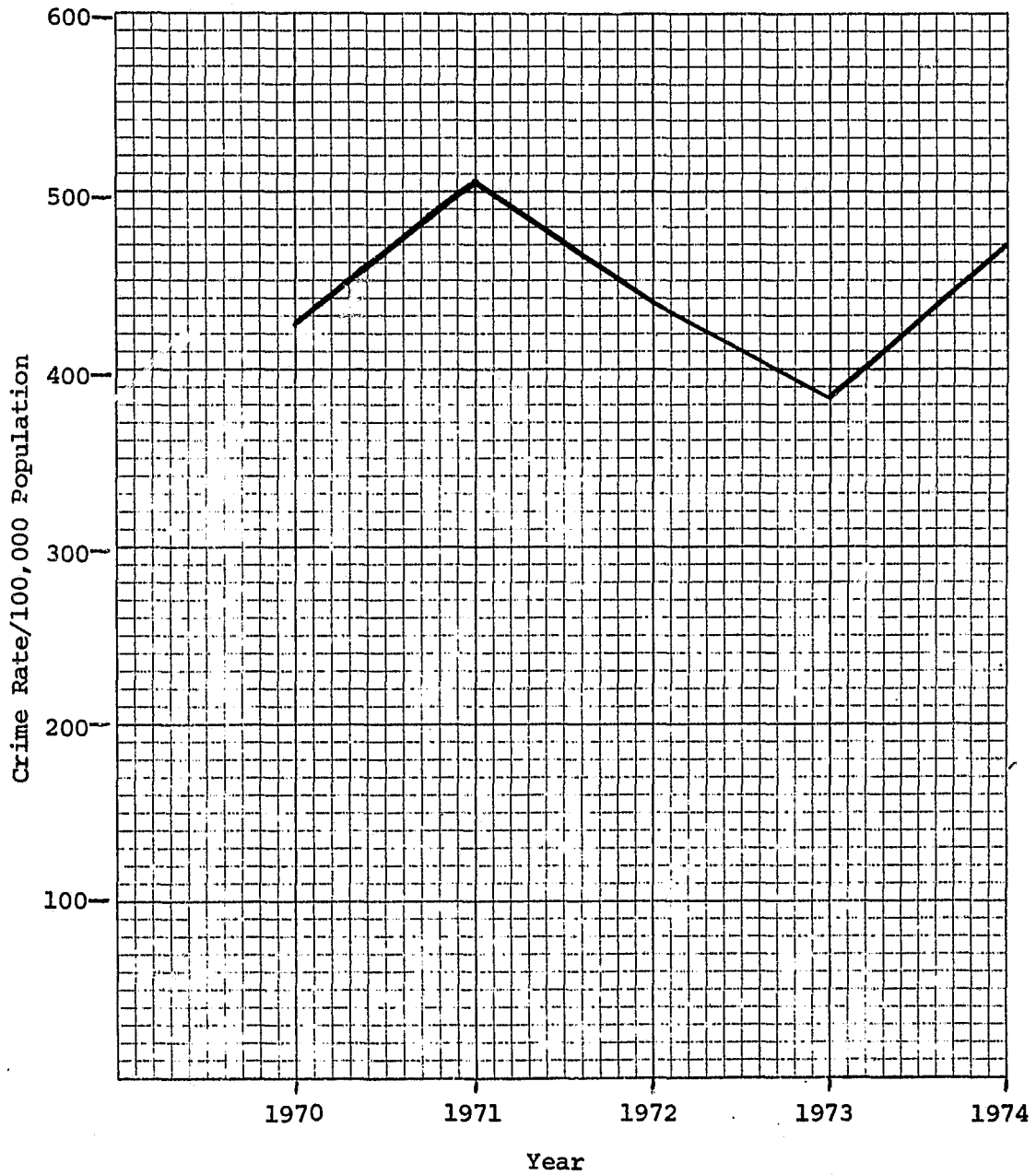


Exhibit C

Greeley SMSA
Total Part I Crime Rate, 1970-1974

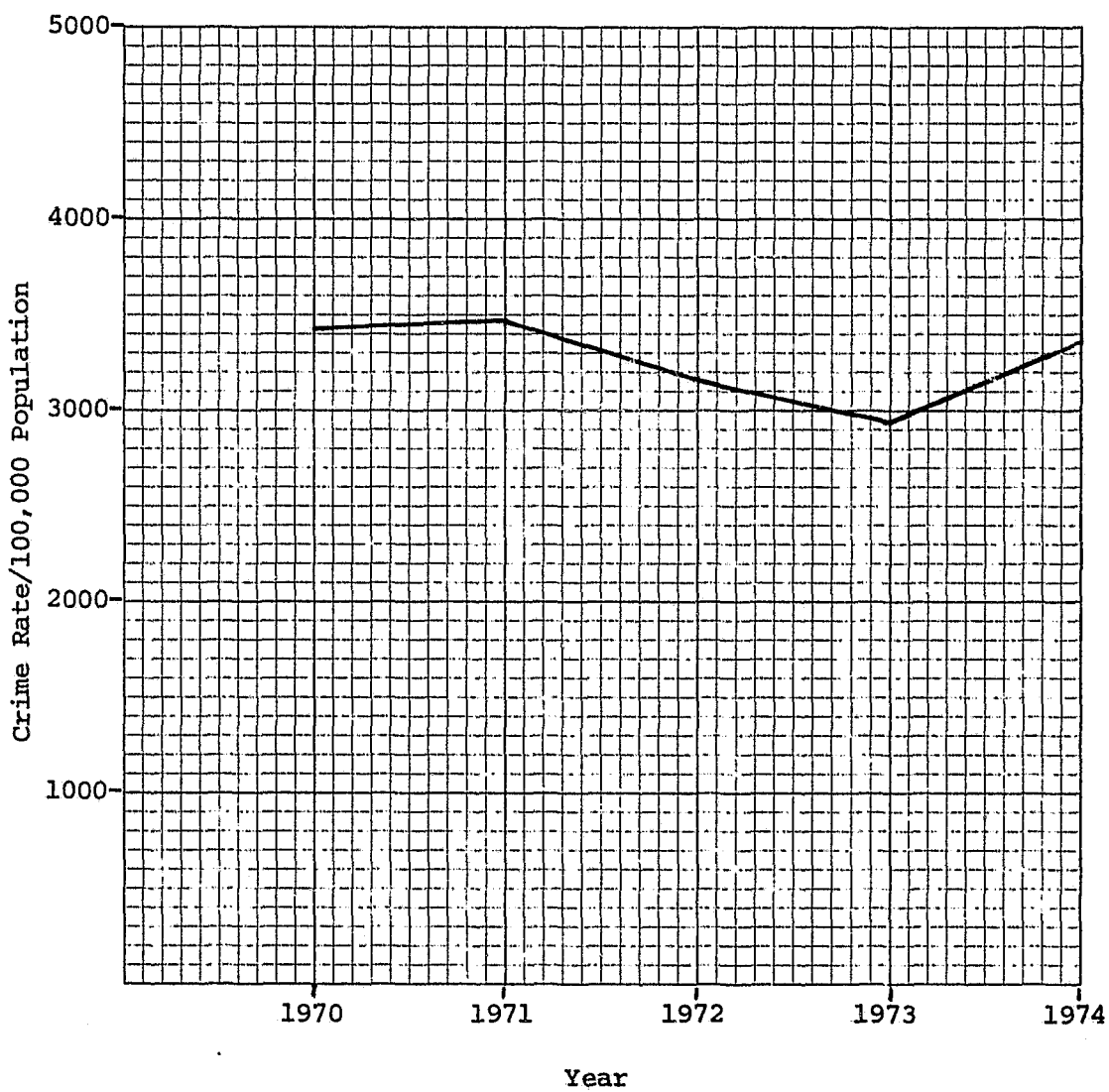


Exhibit D

Ft. Collins SMSA
Property Crime Rates, 1970-1974

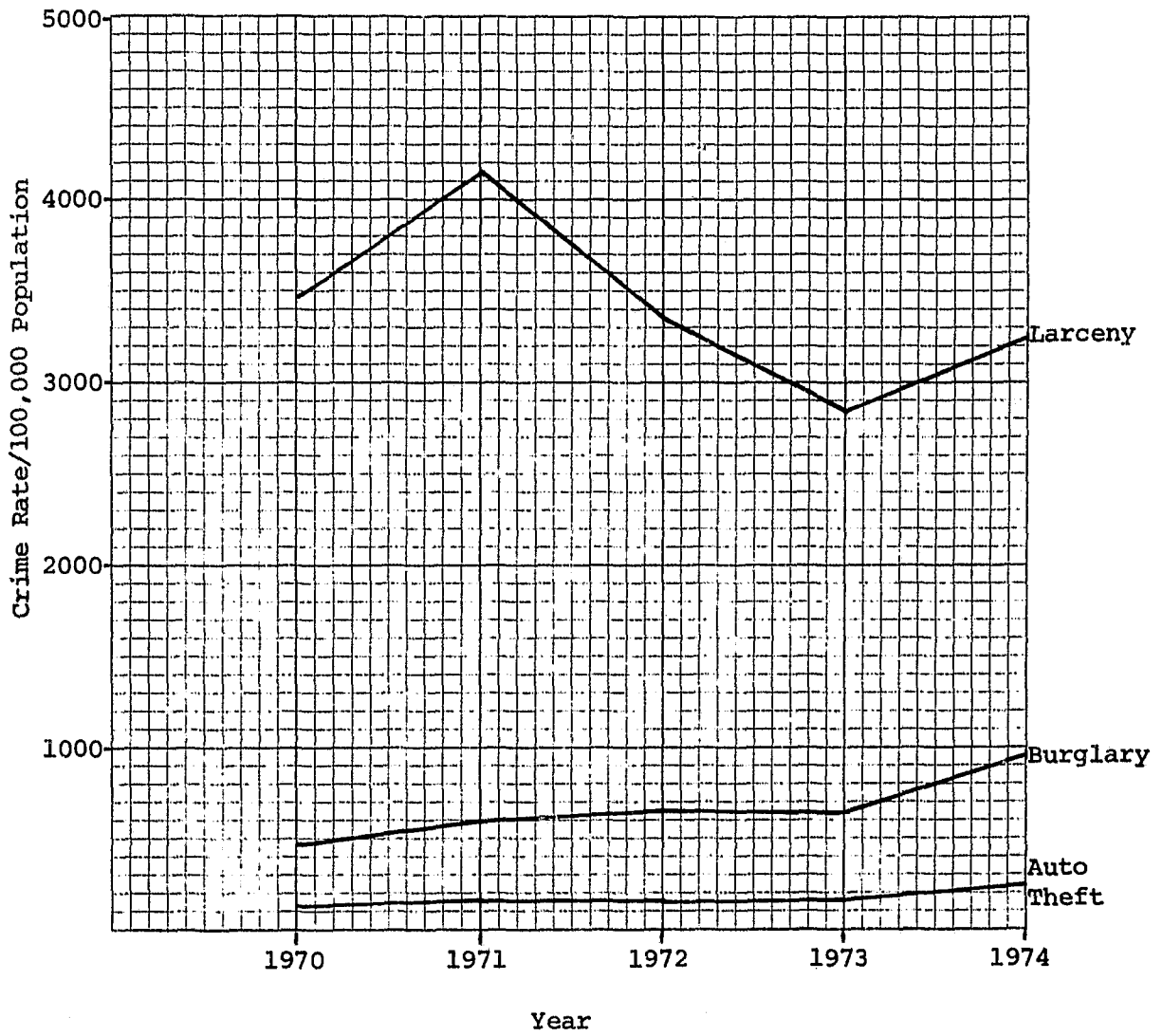
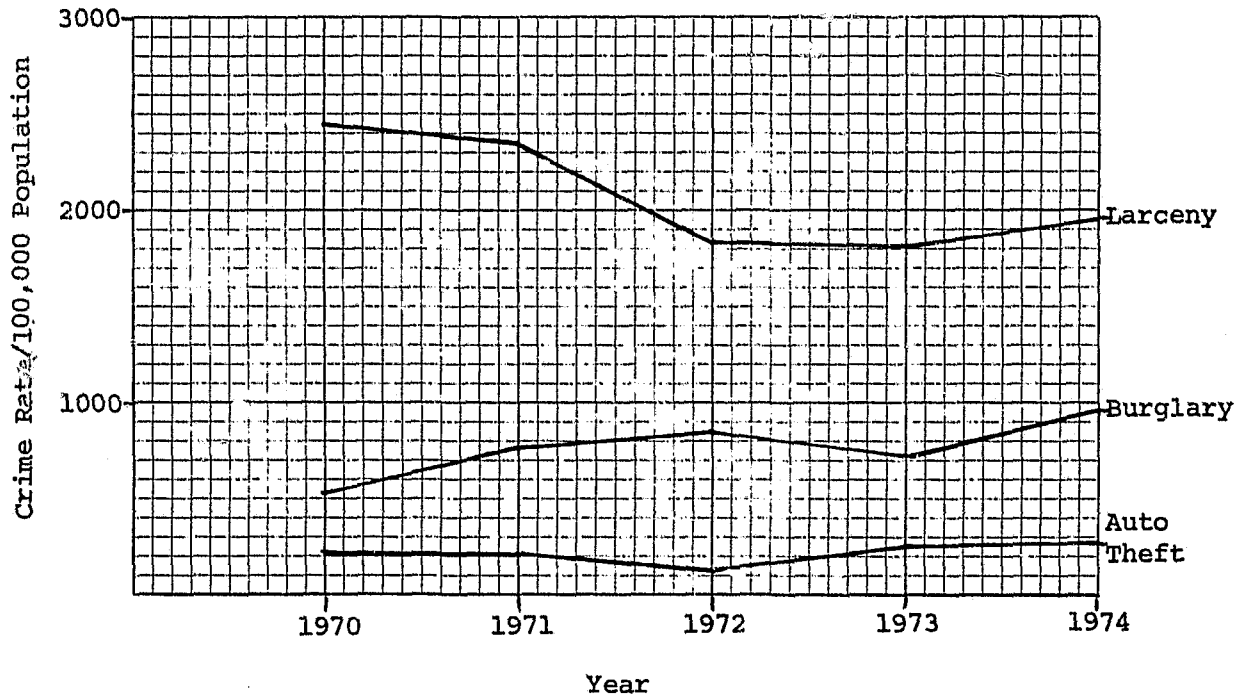


Exhibit E

Greeley SMSA
Property Crime Rates, 1970-1974



IV-C13-74

Exhibit F

Ft. Collins SMSA
Violent Crime Rates, 1970-1974

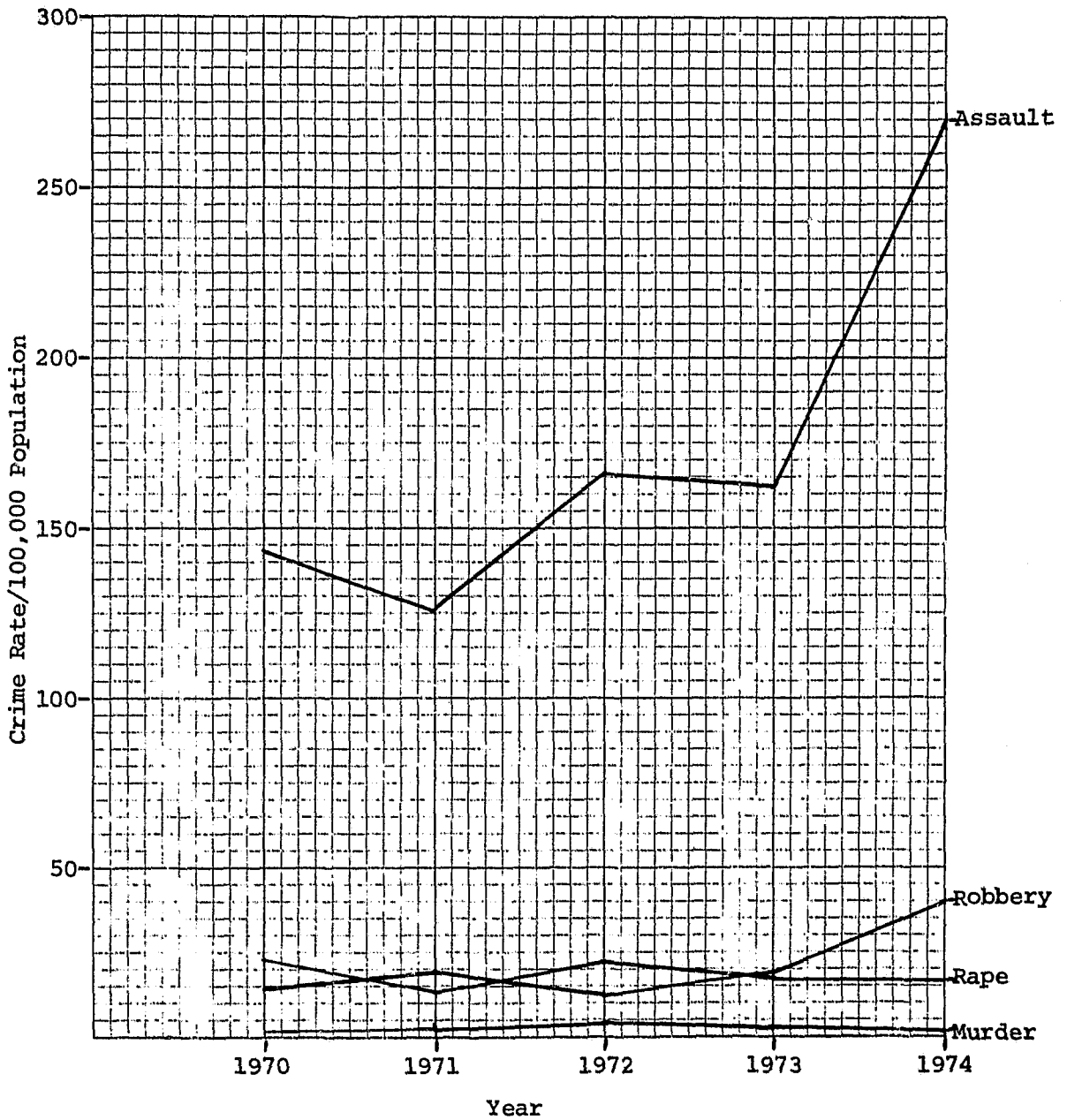
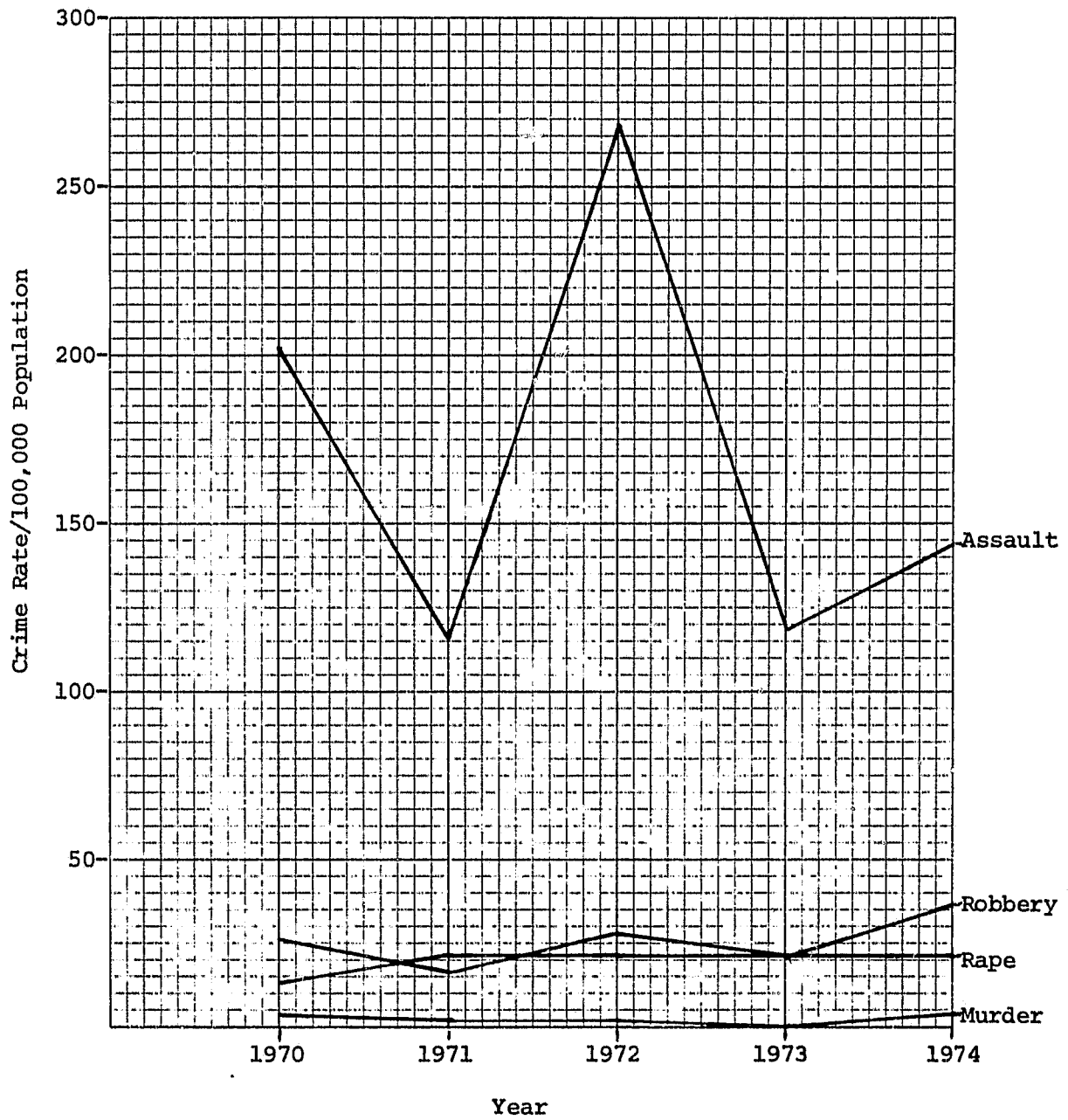


Exhibit G

Greeley SMSA
Violent Crime Rates, 1970-1974



fluctuated slightly during the 1970-1974 period, with increases and decreases in alternating years. The assault rate has also fluctuated, with a peak in 1972 and a 1974 increase that failed to bring the assault rate as high as the 1970 or 1972 levels. From 1970 through 1974 property crime rates in the Greeley SMSA have shown no large increases. The larceny rate, in fact, appears to be trending downward slightly. The burglary rate shows a slight upward trend and the auto theft rate has remained fairly stable. (See Exhibit E and G .)

For other discussion of the crime problem in the Fort Collins and Greeley areas see Chapter IV, B-4.

(2) Prevention: At present, there is no coordinated crime prevention activity among law enforcement agencies in Region 2. These agencies feel that present law enforcement manpower levels in Planning Region 2 (which is comprised of Fort Collins and Greeley SMSA's) are not sufficient to allow for such activity. There is a perceived need for regionwide crime prevention through public information and property identification programs. Anti-fencing activity and intelligence gathering are also needed. These activities would be aimed at reduction of larceny.

(3) Detection/Apprehension:

(a) Crime Analysis: The lack of Uniform Crime Reporting and data analysis capability in law enforcement agencies in the Fort Collins and Greeley SMSA's hinder criminal justice planning and local government planning, budgeting, manpower allocation and program development. There is a need to analyze existing reporting systems, institute standardized reporting and implement a regionwide analysis and tracking information system.

(b) Communications: With the exception of emergency medical services communications, communications systems in Larimer County are fragmented. Consolidated police and emergency service communications should be implemented in Larimer County.

(c) Special Operations: The Fort Collins Police Department has identified a need to specialize its operation by adding a School Resource Officer and a Court Liaison Officer to its force. The department needs to improve working relationships with school administration officials and to coordinate its relationship with the court in order to use staff time more efficiently.

The Weld County Sheriff's Office has identified a need for a specialized capability to deal with juvenile offenders. The rate of juvenile arrests has been increasing in Weld County. They now exceed 50% of all Part I arrests in the County.

(d) Rural Law Enforcement: Within the Fort Collins and Greeley SMSA's are 16 municipalities with populations between 600 and 3,500 that have law enforcement agencies. These municipalities report about 19% of Part I crimes in the region, although their population totals only about 10% of the regional population. Law enforcement agencies in these towns employ from one to 16 officers each. The populations of these towns are increasing rapidly - some of them have doubled in population in the last five years. Small town police departments also face problems of inadequate tax support, high personnel turnover, inadequate physical plant and equipment, low salaries and fringe benefits and long working hours. Training and equipment are particularly needed by small town departments.

(4) Organizational Development, Management and System Development: Rapid growth in the Larimer-Weld Region is a contributing factor in many of the region's criminal justice problems. Comprehensive criminal justice system planning is of great importance in an area experiencing this kind of growth and change. Manpower and data analysis capability are needed to accomplish sound criminal justice planning in the region. The regional planner has stated a need for "local government officials and state [federal] funding bodies to double their support of the planning and development of a truly comprehensive, integrated criminal justice system in Region 2."

(5) Institutional and Community Rehabilitation and Reintegration:

(a) Adult: There is a need in Weld County for correctional programming in the planned new Weld County Jail and Sheriff's Department Complex. In-jail counseling, job development, pretrial release, diversion, reintegration and work release programs are needed. A community corrections approach similar to that being tested in Larimer County may be appropriate.

(b) Juvenile: The Larimer-Weld region lacks coordinated community based treatment and programming for juveniles, especially for CHINS. The regional planner has identified a need for the establishment of a Juvenile Community Corrections Board, with its own staff, to determine needs, problems and alternative methods in the development of a community-based corrections project within the region.

(6) System Entry: The Larimer-Weld region presently has no juvenile detention facility. Juveniles are currently transported to Adams County Detention Facility if they must be held more than 24 hours. Juveniles are held in the county jails for up to 24 hours. A lock-up facility for juveniles will be included in the planned Weld County Jail Complex. An evaluation of the need for a juvenile detention center in the region is needed.

IV-D - STATEMENT OF GOALS, STANDARDS AND PRIORITIES

D. STATEMENT OF GOALS, STANDARDS AND PRIORITIES

The general process of setting goals, standards and priorities was described in Chapter II, Methodology. However, a more detailed description of the priority setting will place this activity in perspective. The regional councils' priorities and state staff recommendations were submitted to the State Council in June. The State Council, after considering these, used a modified "delphi" technique in establishing philosophical priorities. These placed increased emphasis on the areas of diversion, detection, sentencing, pretrial release, prevention, juveniles and community corrections. The Council acknowledged that this new direction could not be implemented immediately since many local units of government have already budgeted monies for the specific projects in the forthcoming fiscal year. It is estimated

that full implementation of these new priorities will not occur until FY 79.

Statewide goals with exceptions do not have specific time frames for implementation.

Functional Category I

Community

Goals:

- . To increase positive involvement of citizenry in entire criminal justice system.
- . To improve the flow of information within and among the functional component of the criminal justice system.
- . To contribute to a more informed public regarding processes, problems and needs of the criminal justice system based on results of effective evaluation.

The goals of this category were assigned a seventh priority by the State Council.

The specific standards and recommendations relevant to this section were set forth in categories 1-A Public Information and Education, and 1-B Citizen Action, Chapter V Annual Action Plan.

Functional Category II

Prevention

Goals:

- . Increase knowledge of causes of delinquency and crime in Colorado and direct major resources into the resolution of causes.
- . Provide early intervention in the lives of youths to reduce the number coming officially to the attention of the criminal justice process by 5% in 1978.
- . Reduce crime potential by limiting the opportunity and propensity for the commission of crime.
- . Direct corrective intervention and preventive activities to individuals or groups who have demonstrated a high potential for engaging in criminal acts.
- . Create a proactive crime preventive awareness and capability within law enforcement agencies throughout the state.

Prevention received the first priority by the State Council.

Relevant standards and recommendations were listed under categories 2-A Juvenile Delinquency Prevention and 2-B Specific Crime Prevention in Chapter V, Annual Action Plan.

Functional Category III

Detection - Apprehension

Goals:

- . To provide adequate police coverage of potential crime areas, to quicken police response to crime incidents, to upgrade the quality of investigation, to increase the apprehension of offenders and to reach a high level of successful prosecutions.
- . To reduce crime through employment of effective and efficient police services.

The detection and apprehension function was assigned a third priority by the State Council.

Relevant standards and recommendations were listed in categories 3-A Crime Analysis, 3-B Special Operations, 3-C Availability of Services: Communications and Records and 3-D Criminal Investigation Laboratory Services for Chapter V Annual Action Plan.

Functional Category IV

Diversion

Goals:

- . To provide the capability in all judicial districts to treat selected arrestees outside the traditional prosecutive process.
- . To develop formal programs which divert selected arrestees based upon established criteria, and to

evaluate the effectiveness of various approaches.

Diversion was assigned a sixth priority.

Relevant standards and recommendations were set forth in categories 4-A Juvenile Diversion and 4-B Adult Diversion in Chapter V Annual Action Plan.

Functional Category V

Systems Entry

Goals:

- . To reduce the total number of pre-trial detainees and the amount of time spent in pre-trial detention by individual detainees.
- . To eliminate the professional bail bondsmen from the pre-trial release process, and to maximize methods of pre-trial release in all jurisdictions.
- . To maintain all pre-trial detainees who are not appropriate for release in hygienic and humane facilities.

System entry was considered a fifth priority by the State Council.

Relevant standards and recommendations were set forth in categories 5-A Pre-trial Release, 5-B Detention and Shelter Care Juvenile and 5-C Detention Adult in the Chapter V, Annual Action Plan.

Functional Category VI

Casebuilding

Goals:

- . To create and maintain effective and efficient casebuilding techniques among the law enforcement, prosecution and defense components of the criminal justice system.
- . To create and maintain a cooperative inter-relationship between the casebuilding resources of the components of the adjudication system.
- . To ensure factual and legal accuracy of arrest and filing decision-making.

Casebuilding was assigned a eighth priority by the State Council.

Relevant standards and recommendations were set forth in categories 6-A Prosecution, 6-B Juvenile Intake, 6-C Defense - Adult, and 6-D Defense - Juvenile in Chapter V Annual Action Plan.

Functional Category VII

Adjudication

Goals:

- . To maximize the disposition of cases in an expeditious manner consistent with standards of due process of law.

- . To enhance public support of the judicial process through efficient management of victim, witness and juror time.

This function was assigned an eleventh priority by Council.

Relevant priorities were set forth in categories 7-A Trial Process in Chapter V Annual Action Plan.

Functional Category VIII

Sentencing

Goals:

- . To reduce the number of criminal law violations committed by convicted offenders while in legal custody.
- . To reduce significantly the number of adult and juvenile offenders committed to state correctional institutions by using sentencing alternatives.

Sentencing was assigned a fourth priority by Council.

Relevant standards and recommendations were set forth in categories 8-A Sentencing Alternatives - Adult, and 8-B Disposition Alternatives - Juvenile in Chapter V Annual Action Plan.

Functional Category IX

Post-conviction Procedures

Goals:

- . To provide the offender with adequate counsel and the right to a speedy trial and right of appeal.
- . To provide courts the opportunity to make relevant changes and modify procedures as necessary.

Post conviction procedures was assigned a twelfth priority by the Council.

Relevant standards and recommendations for category 9 Post Conviction Procedures, were set forth in Chapter V Annual Action Plan.

Functional Category X

Classification

Goals:

- . To reduce recidivism through implementation of an effective classification system for community and institutionally based corrections which will assign offenders to the most appropriate treatment and/or rehabilitative programs.
- . To develop innovative instruments and methods for classification that would provide thorough, accurate individual descriptions of an offender as well as data based prediction models for use

by community and institutionally based corrections personnel in management and programming decisions regarding offenders.

- . To develop a feedback system which provides offender information to institutions, programs, diagnostic centers and the community classification teams.
- . To develop community corrections classification teams regionally for the purpose of diverting selected offenders from the criminal justice system, minimizing the use of institutions for convicted or adjudicated offenders, and programming individual offenders for community based programs.

Classification was assigned a tenth priority by the State Council.

Relevant standards and recommendations for categories 10-A Community Adult and 10-B Juvenile and Adult were set forth in Chapter V Annual Action Plan.

Function Category XI

Institutional and Community Rehabilitation and Reintegration:

Goals:

- . To reduce the incidence of recidivism (defined as new crime convictions) by offenders served by the correctional system.

- . To improve the effectiveness of correctional treatment by providing an individualized approach based upon diagnosed offender needs and problems.
- . To increase the use of community-based alternatives to institutionalization for those offenders not requiring secure confinement.
- . To increase the use of community residential programs to facilitate the successful re-entry of offenders back to the community, after a period of confinement and prior to parole release.
- . To increase the availability of drug and alcohol treatment programs for offenders diagnosed as needing such programs.

Functional Category XII

Organizational Development, Management and Systems Development

Goals:

- . To increase the skills and upgrade the knowledge of professionals, paraprofessionals and volunteers employed in the criminal justice system.
- . To provide short and long term planning designed to identify priorities and examine methods of meeting identified problems.
- . To identify through research the most effective and efficient methods of upgrading the criminal justice system.

- . To assess the impact of programs and projects on the criminal justice system.
- . To coordinate the development of cost effective and efficient criminal justice information systems which will permit necessary information exchanges within and between criminal justice agencies in the state.

Organization development, management and system development were assigned a ninth priority by the Council.

Relevant standards and recommendations for categories 12-A Criminal Justice System Personnel Training, 12-B Criminal Justice Systems Planning, Research and Evaluation and 12-C Information Systems were set forth in Chapter V, Annual Action Plan.

IV - E. MULTI-YEAR FORECAST OF RESULTS, ACCOMPLISHMENTS,
MULTI-YEAR BUDGET AND FINANCIAL PLAN

E. MULTI-YEAR FORECAST OF RESULTS, ACCOMPLISHMENTS,
MULTI-YEAR BUDGET AND FINANCIAL PLAN

This section contains multi-year forecasts of results, accomplishments and budget information. The material is presented by functional category in accordance with the systemic flow presented in Section C of Chapters III, IV, and the Functional Categories I thru XII of Chapter V. This section contains definitive information related to the FY1978 and FY1979 forecasted program years.

The information intends a further detailing of the Multi-Year Forecast components in the thirty two programs of the following chapter (chapter V). These multi-year forecasts and budget projections are tentative and subject to change. Many factors such as funds availability, shift of priorities, re-definition of needs, and/or shift of program emphasis are expected during this and subsequent program years. However this section offers estimates of future program content based upon the rational extension of present planning perspectives.

Functional Category I
Community
Program I-A - Public Information and Education

The need for public information and education programs addressing the criminal justice system was described in Section IV-C1, pages 1-4 of this chapter.

The standards relevant to this category were integrated into subsection C-1 of this chapter and specifically discussed in program category I-A in Chapter V, Annual Action Plan. They are set forth in their entirety in Appendix C. The standards encourage immediate implementation.

1977 projected funding level: \$43,470, utilizing all Part C monies.

Direction from the State Council has set state-wide priorities considering community involvement and public information and education programs as seventh overall among the twelve functional categories.

Due to this priority, and the consequent allocation of \$43,470 available to local units of government for public information and education programs, it is anticipated that there will be a continued--but not increased emphasis upon the maintenance of innovative PIE programs. The two continuing PIE programs are each aimed at different areas of emphasis. The Community Liason Program in Grand Junction, through the City of Grand Junction, provides public information related to

community action in juvenile delinquency and crime prevention. The project approaches community liaison both within the public schools and in the community at large.

The Victim Services project in Colorado Springs will focus on providing continued specific criminal justice information to victims of sexual crimes, as well as providing general criminal justice information to the public and training sessions to criminal justice agency personnel.

1978 projected funding level: \$50,000, utilizing all Part C monies.

In 1978, the two presently existing projects will not remain eligible for LEAA funding. Local assumption of subgrants, including the redirection of federal funds as matching ratios increase, will make it possible to implement new programs. The existing project, having demonstrated success, will be continued during 1978 with local assumption forecasted in 1979. It is anticipated that continued emphasis on public information and education will result in the inclusion of such components as integral parts of subgrants in other program categories. Therefore, the funding level of this program remains relatively stable. The direction which PIE programs will take will be determined in large part by the continued success of presently existing projects and the priority of needs identified.

1979 projected funding level: \$50,000

In 1979, it is forecasted that this program will support two continuing subgrants begun in FY 1978 with sufficient resource to begin a third subgrant in the 1979 program year. This program seeks to generate an interest on the part of criminal justice agencies to recognize the need for effective public information programs. It is anticipated that many agencies will incorporate PIE activities into the substance of the existing agency budgets, therefore funding in this category will continue to be limited. Program emphasis will remain focused on the more densely populated areas of the state.

Projections for the three year period 1977 through 1979 are \$143,470 Part C and \$0 Part E.

Program I-B - Citizen Action

The major thrust of this category is the utilization of citizen involvement in the criminal justice system. There continues a lack of agency and unit of government appreciation for citizen involvement due to the lack of evidence concerning the benefits of such programs.

The standards and recommendations relevant to this program are generally addressed in Chapter IV, subsection D, "Statement of Goals, Standards and Priorities" and are specifically listed in Category I-B of the Annual Action Plan, Chapter V of this plan.

The Category Citizen Action (including this program) was assigned a seventh priority rating overall and a tenth of eleven priorities for police functions. As a consequence, this program does not presently forecast funding in the fiscal year 1977 and those subsequent to this program funding cycle. This projected lack of funding is due to the placement of higher priorities upon program areas of the Plan by the State Council on Criminal Justice.

Functional Category II
Prevention
Program II A -Juvenile Delinquency Prevention

The high rate of juvenile delinquency in Colorado and associated problems in dealing with delinquency are set forth in the juvenile justice and delinquency prevention section of the plan.

The standards and recommendation relevant to this category are included in Chapter IV, subsection D, "Statement of Goals, Standards and Priorities", and specifically listed in Category IIA of the Annual Action Plan, Chapter V.

1977 projected funding level: \$318,000 Part C.

It is anticipated that a new project to the Department of Education for a school/corrections liaison program will be started in 1977. Approximately \$7,000 will be used to continue a juvenile officer program started with prior funding. The remaining \$286,000 will be used to start six local projects to prevent juvenile delinquency.

1978 projected funding level: \$400,000 Part C.

The funds budgeted in this program category for 1978 are forecast to continue approximately \$265,000 of projects started with 1977 funds and to start \$135,000 of new projects. The new projects should provide services to youth to keep them from entering

the criminal justice system or to prevent further contact with the system.

1979 projected funding level: \$475,000.

In 1977 approximately \$290,000 will be budgeted to continue projects started in 1977 and 1978, and the remaining \$185,000 will be budgeted for new projects in this program category.

Projections for the three year period (1977 thru 1979) are \$1,193,000 Part C, \$0 Part E and \$0 JJDP.

Program II-B - Specific Crime Prevention

The high rates of specific crimes were detailed in Section B of this chapter (Chapter IV).

The standards and recommendations relevant to this program were integrated into subsection C, of Chapter IV, and in program category 2-B of the Annual Action Program, Chapter V. The text of the standards is set forth in Appendix C. The appropriate standards and recommendations were assigned time frames for implementation as provided in the Appendix C.

The Category Prevention (including this specific crime prevention program) was assigned first overall priority rating as well as first priority rating for police functions. As a consequence the Division, through proactive subgrant development activities,

has obtained local government commitments to support specific crime prevention subgrants in the Denver metropolitan SMSA and the Weld-Larimer SMSAs.

1977 projected funding level: \$173,659 utilizing all Part C monies.

This FY1977 program year contemplates support of two subgrants in the Colorado Springs and Denver SMSAs.

Through increased public education, the number of reported rapes will increase (baseline data will be developed through victimization surveys) et it is projected that the actual number of rapes in the target areas will be reduced by 5% through education, improved apprehension, prosecution and treatment of offenders. Continued efforts will be directed toward reducing vulnerability of potential victims and target hardening. Improved prevention techniques will also occur through the study of perpetrators, victims and settings.

Continued efforts will be made to generate specialized police capabilities to intervene in family disturbances, reducing aggravated assaults by 10% in target areas.

This program year contemplates continued reduction of the crimes of robbery and burglary by 5% from reported rates in target areas. Reduction will occur

through programs which reduce the vulnerability of potential victims and through site hardening.

Continued efforts will be made to reduce by 10% the reported number of larcenies in target areas through education of residents, owners of businesses and employees. New concepts and techniques in larceny prevention will be introduced as they become available.

1978 projected funding level: \$250,000 utilizing all Part C monies.

The FY1978 program year is forecasted to realize increased local assumption of project activities enabling this program to generate an additional prevention project in the Larimer- Weld SMSAs.

Increased emphasis will be given to expanding the size of target areas and the intensity of rape prevention programs. Attempts will be made to further reduce adjusted reported offenses by 5%.

New areas of concentration will occur during the program year to reduce the offenses of robbery and burglary. Efforts will be made to reduce each offense by 5% in the targeted areas.

Continued emphasis will be given to the prevention of aggravated assaults through expansion of existing and new techniques. Increased emphasis will be directed

to activities and businesses where such incidents are initiated. It is projected that such incidents will be reduced by 5% in target areas.

Theft prevention programs will be expanded through increased use of media. Businesses will be encouraged to take inexpensive steps to reduce larceny through site hardening techniques. It is anticipated that larceny will be reduced in targeted areas by 10%.
1979 projected funding level: \$250,000 utilizing all Part C monies.

This program year will realize full assumption of the project by the local unit of government in Region 4 and continued program support of the Denver and Larimer-Weld SMSAs' crime prevention efforts. Sufficient resources under this program will be made available to one additional high-crime incidence area of the state not having previously benefitted under the program.

It is estimated that the rate of reduction of specific reported offenses in target areas will continue to decrease at the 1978 rate. Successful programs will be expanded to at least two other targeted areas with first emphasis placed upon high-crime incidence areas. New techniques will be encouraged and implemented where appropriate. Particularly as

applicable to the Technical Assistance forecasting of this program in Chapter V. Projections for the three year period (1976 through 1978) are \$673,659 Part C and \$0 Part E.

Functional Category III
Detection - Apprehension
Program III-A - Crime Analysis

The program contemplates continued support of crime analysis capabilities in the high crime incidence - SMSA areas of the state. Crime control and prevention activities of Programs II - Prevention and III - Detection and Apprehension, under this and subsequent years plans are dependent upon enlightened deployment of resources through the crime analysis and are identified as immediate in nature, suggesting immediate steps for implementation. The applicable standards are outlined in Program III-A - Crime Analysis, Chapter V, of the Annual Action Plan and suggest the implementation of the following standard:

#3-A Data Collection and Crime Analysis Standard - "Every Colorado law enforcement agency should establish a system for both the collection and analysis of crime data as an aid to deployment of agency resources and to reveal similarities between reported crime occurrences. Additionally, chief law enforcement executives should recognize the need for greater measures of cooperation among law enforcement agency investigative units."

The extension of these elements of the standard into this multi-year forecast will involve limited flow of subgrant funds for crime analysis units in the present and subsequent two years under this program.

Limited funds availability will require a limited development of no more than one new subgrant at a time in the SMSA/high crime incidence areas of the state. This program seeks to upgrade the availability of services against which the data collection element of the above standard applies. This application of the standard is for the purpose of evaluation of the objectives set forth in Program III-A - Crime Analysis.

1977 projected funding level: \$41,667 utilizing Part C funds.

Assessment of priorities by the State Council on Criminal Justice resulted in assignment of third among twelve priorities to the category and fifth among the eleven priorities for categories allocated to the police function. It is anticipated that continued subgrant support will be provided to the high crime incidence areas of Regions 2 and 4. Particular attention will be placed upon objectives attainment and satisfactory evaluation as specified in Program III-A of the Annual Action Plan, as outlined in Chapter V.

1978 projected funding level: \$500,000 utilizing Part C funds.

Priorities set by the State Council on Criminal Justice (see The Statement of Priorities Section D of Chapter IV) do not forecast significant increased emphasis upon funds availability under this program for FY 1978. Anticipated levels of expenditure for FY 1977 will maintain crime analysis units at levels of support

provided under the FY 1977 program year. This limited subgrant support is forecasted to develop a new crime analysis unit in Region 2, which is currently demonstrating significant Part I and II crimes incidence with a corresponding need for crime analysis capabilities. 1979 projected funding level: \$50,000 utilizing Part C funds.

It is not presently anticipated that increased funding over FY 1977 of FY 1978 levels will be made available under this program for FY 1979. Additional needs for crime analysis capabilities are anticipated during the FY 1979 program year. It is expected that continuation of at least one unit and initial funding of the unit in major SMSA agencies with significant incidence of Part I and III crimes will be pursued.

Subgrants undertaken or continued during FY 1977 or 1978 will be continued only where ongoing evaluation has shown productivity and measurable impact upon meeting program objectives

Projections for the three year period (1977 thru 1979 are \$141,667 Part C and \$ -0- Part E.

Program III-B - Special Operations

This program contemplates continued support of subgrants affecting special crime problems in the high-crime incidence areas of the state. Control of specific crimes through this program continuation with multi-year phasing support seeks to generate commitments of state and local law enforcement agencies to establish operational capabilities in dealing with special crimes incidence on an area-wide and statewide basis (see Section IV-C3, subsection e, "Special Operations", page 12 of this chapter).

The standards and goals adopted by the State Council on Criminal Justice related to special operations are identified as immediate in nature suggesting immediate steps for implementation.

The extension of the standards related to the program into the multi-year forecast will involve limited flow of subgrant funds for special operations. The program standards and objectives will be reflected by the impact of personnel services to subgrant under the program during FY1977 through FY1979.

Restricted funds availability for this program will require a limited development of no more subgrant activities than the level of activity reflected by the

FY 1977 program year. As subgrants are phased into local assumption, opportunity for implementation of new subgrant activities will be assumed. This limitation of funds is caused by the reduced availability of funds for FY 1977. The State Council assigned a third priority of twelve priorities overall for the categories and a second of eleven priorities for this program among programs for the police function (refer to the statement of priorities - Section D of this chapter).

1977 projected funding level: \$280,166 utilizing Part C funds.

Recent direction from the State Council on Criminal Justice has not changed the priority emphasis upon the support of special operations throughout the state. It is anticipated that during FY 1977 continued program emphasis will be placed upon addressing the incidence of specific crimes in high crime areas to include consumer fraud, robbery and burglary. The program will support Special Crime Attack Teams (SCAT) and special investigation subgrants during the FY 1977 year with particular attention given to objectives attainment and satisfactory evaluation as specified in program III-B, Annual Action Plan, Chapter V.

1978 projected funding level: \$300,000 utilizing
Part C funds.

By FY1978, this program will have finished final phase support of the organized Crime Strike Force. on-going statewide strike force concept implementation will have been achieved with demonstrated impact upon the program objectives and evaluation as set forth in Program III-B, of this FY1977 Annual Action Plan (Ch. V). Specific crimes will continue to be addressed by program continuation in the high crime incidence areas of the state. The FY1978 program contemplates new subgrant efforts in high-crime incidence areas of the state not having received prior years' funding support. One subgrant is forecasted to generate first year support of specific crimes unit operations in the Weld - Larimer SMSAs. Second year continuation of statewide auto theft unit activities is forecasted. The program will also seek to generate a consumer fraud unit in a SMSA--high-crime incidence area not benefitting from the program in previous years. Projects undertaken during 1978 will be continued where evaluation has shown productivity and the inciting of stated objectives. Incorporation of new ideas for crime control operations will be encouraged and implemented where appropriate.

1979 projected funding level: \$300,000 utilizing ;

Part C funds.

The program year FY1979 will realize last phase support of the statewide auto theft unit reflecting state assumption of costs of no less than 50% match support. Local specific crime attack activities are forecasted with the initiation of two new SCAT operations in high crime incidence areas not previously receiving subgrant support under the program. These two new subgrants will be brought under the program as two SCAT operations in Regions 3 and 7, supported in the previous two program years, are assumed by local units of government. Recipient agencies must demonstrate sufficiently high levels of Part I and II crime incidence with a corresponding commitment to achieve stated program objectives. The subgrantees must show a willingness to incorporate the stated program evaluation criteria into the subgrants awarded during this program year. It is not presently anticipated that increased funding over FY1977 or 1978 levels will be made available under this program for 1979.

Subgrants undertaken or continued during FY1977 or FY1978 will be continued only where on-going evaluation has shown productivity and measurable impact upon meeting program objectives.

Projections for the three year period (1977 thru 1979) total \$880,116 Part C and \$0 Part E.

Program III-C - Availability of Services, Communications
and Records

The program contemplates continued phase by phase upgrading of law enforcement communications and records services emphasizing consolidation of these services, wherever possible. Section C-3, Detection and Apprehension of Chapter IV (specifically subsection A - Availability of Law Enforcement Services) indicates that fragmentation of services exists as the primary problem, from which a need to reduce this fragmentation is recognized.

In general, the standards and goals adopted by the State Council on Criminal Justice are identified as immediate in nature, suggesting immediate steps for implementation. The standards applicable to this program are defined in program III-C of Chapter V. The extension of the multi-year forecast will involve a non-increasing flow of federal funds in each of the years subsequent to FY 1977. As a result of this limited availability of funds, the program will continue a phased development in each area of the state demonstrating preparedness for and commitment to the consolidation of communications and records on an area-wide basis. As each area of activity is completed, new development will begin elsewhere. This program seeks to provide for the overall expansion

of communications and records services in area-wide consolidated centers which are required to meet the standards set forth as substantive measurement criteria of the subgrant awards (see Subgrant Data - "Subgrant Eligibility" of Program II-C, Chapter V). 1977 projected funding level: \$295,000 utilizing Part C funds.

An assessment of priorities by the State Council on Criminal Justice has not placed an increased emphasis upon supporting the development of law enforcement communications and records systems. The functional Category III - Detection and Apprehension received a State Council third priority of twelve priorities overall among the twelve categories and a force of eleven priorities for the programs related to the police function (see the statement of priorities - Section D of this chapter). The FY1976 program year contemplates a continued phase-by-phase/areas-by-area development of consolidated communications and records centers in Regions 1, 2, 5, 6, 10, 11, 12, and 13. Continued emphasis will be placed upon attainment of program objectives and satisfactory evaluation as specified by program III-C, the Annual Action Plan, Chapter V. Particular attention will be given to subgrantee satisfaction of the statements of eligibility accompanying the subgrant data as specified by the program.

1978 projected funding level: \$400,000 utilizing Part C funds.

Priorities set by the State Council on Criminal Justice (see the Statement of Priorities Section D) do not forecast an appreciably increased priority emphasis upon fund availability under this program for FY1978. Anticipated levels of expenditure for FY1978 contemplate the continued phase by phase development of consolidated law enforcement communications and records centers in areas of five regions of the state. Completion of two area-wide centers and initial phase development of two new area-wide systems, one in Region 2 and one in a rural region, is being contemplated.

1979 projected funding level: \$400,000 utilizing Part C funds.

It is not presently forecasted that substantially increased funding over FY1976, 1977 or 1978 will be made available under this program for FY1979. Anticipated levels of subgrant activities during FY1979 contemplate a continued phasing of consolidated communications and records centers with completion of two centers developed with previous program years support.

Subgrants undertaken during FY1978 and 1979 will be continued only where evaluation has shown productivity and measurable impact upon meeting program objectives.

Projections for the three year period (1977 thru
1979) are \$1,095,000 Part C and \$0 Part E.

Program III-D - Criminal Investigation/Laboratory Services

The program contemplates continued upgrading of investigative services through provision of additional and alternative resources. Section C-3 - "Detection and Apprehension", Chapter. IV (specifically, subsection F - Criminal Investigation), indicates that investigative supportive services are lacking throughout the state. Constant developments in the forensic sciences require an ongoing need to provide the most recent scientific means and techniques for preservation and analysis of evidence in criminal cases. Furthermore, the lack of field investigative support services at local law enforcement levels requires an ongoing provision of such services in this and subsequent years under the intent of this program.

The standards related to this program adopted by the State Council on Criminal Justice are identified as immediate in nature suggesting immediate steps for implementation.

The extension of the standards into this multi-year forecast does not solely depend upon block grant funding in the present and subsequent two years under this program. This program seeks to upgrade the availability of services against which the standard shall apply in terms of (a) potential service requirements,

(b) procedures to facilitate use of available services, and (c) the liaison with expertise generally laying outside regular law enforcement agency capabilities.

1977 projected funding level: \$150,000 utilizing Part C funds.

Assessment of priorities by the State Council on Criminal Justice has not placed increased emphasis upon the support of criminal investigation and laboratory services. The State Council assigned a third priority of twelve priorities overall for the categories and a sixth of eleven priorities for this program among programs for the police function (refer to the statement of priorities--Section D of this chapter). It is anticipated that during the FY1977 program year, a continued emphasis will be placed upon the expansion of the crime laboratory capabilities of the Colorado Bureau of Investigation. Particular attention will be given to objectives attainment and satisfactory evaluation as specified in program II-D, the Annual Action Plan, Chapter V.

1978 projected funding level: \$150,000 utilizing Part C funds.

Priorities set by the State Council on Criminal Justice (see the Statement of Priorities - Chapter IV) do not place increased emphasis upon funds availability

under this program for FY1978. Anticipated levels of expenditure for FY1978 contemplate continued support of the Colorado Bureau of Investigations' forensic crime laboratory development in Pueblo and Greeley. The FY1978 program intends continued acquisition of advanced state-of-the-art equipment in support of discovery and utilization of advanced scientific techniques. Limited subgrant support is contemplated for the continued provision of one or two general investigators to local law enforcement agencies in area-wide settings demonstrating significant Part I and II crime incidence and a corresponding need for field investigative services on a continuing basis over and above what is then immediately available. This expanded local benefit will be contingent upon sufficient funds availability.

1979 projected funding level: \$150,000 utilizing Part C funds.

It is not presently planned that increased funding over FY1976 levels will be made available under this program for FY1979. Improved forensic crime laboratory capabilities are anticipated to be needed during the FY1979 program year. Development of new techniques and corresponding requirements for new and improved laboratory equipment will require continued

program support to the Colorado Bureau of Investigation at a level at least as great as that provided by previous program years. The FY1979 program year contemplates continued subgrant support of general investigative services to two local area-wide law enforcement endeavors which have demonstrated significant Part I and II crimes incidence and a corresponding need for field investigative services.

Subgrants undertaken during FY1978 and FY1979 will be continued only where evaluation has shown productivity and measurable impact upon meeting program objectives.

Projections for the three year period (1977 thru 1979) are \$450,000 Part C and \$ 0 Part E.

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Functional Category IV
Diversion
Program IV-A - Juvenile Diversion

Questions concerning effectiveness of the diversion approach to reducing juvenile delinquency are discussed in the juvenile justice and delinquency prevention section of the plan.

The standards and recommendations relevant to this category are included in Chapter IV, subsection D. Statement of Goals, Standards and Priorities are specifically listed in category IV-A of the Annual Action Plan, Chapter V.

1977 projected funding level: \$403,428 Part C and \$257,500 JJDP.

\$415,928 of the projected funds will be budgeted to continue seven local juvenile diversion projects begun in previous years. The remaining \$245,000 is projected to be used to start five new programs to local units of government, with the anticipated passage of legislation prohibiting the holding of status offenders in secure detention. Alternatives to incarceration must be explored and encouraged.

1978 projected funding level: \$550,000 Part C and \$200,000 JJDP.

Approximately \$500,000 is anticipated to continue programs funded in 1977, with \$250,000 available for

use in new programs. Continuation funding of existing projects is contingent upon the result of evaluation and will be reprogrammed if the evaluation proves to be unacceptable.

1979 projected funding level: \$550,000 Part C and \$250,000 JJDP.

Approximately \$500,000 is anticipated to continue programs started in 1977 and 1978. The remaining \$300,000 will be available for use in new programs. Projections for the three year period (1977 thru 1979) are \$1,503,428 Part C and \$707,500 JJDP.

Program IV-B - Adult Diversion

The current situation concerning adult diversion was discussed previously in this chapter, under the heading of Deficiencies.

The Standards relating to adult diversion were also previously discussed in this chapter.

Based upon the experience of the one project funded in FY 1975 and FY 1976, this program category will be continually expanded in future years.

The extent of future funding will depend upon several availability and priorities established by the State Council. The funds to be discussed herein are limited to the amount necessary to continue one project through FY 1977 (Jefferson County) and to establish one new project (San Luis Valley) in FY 1977. It is anticipated that additional funds will be available for new projects, but it is too speculative at this time to quantify these expectations. However, this program area has received a high priority of the State Council in FY 1977, and it is probable that surplus funds will be allocated to the category as they become available.

1977 projected funding level: \$63,857.00 Part C funds.

Specific objectives, implementation and evaluation criteria for this program area in FY 1977 are set forth in Chapter V, Annual Action Plan.

The emphasis in this program category for FY 1977 will be on maintaining a low rate of rearrests for project clients; an 85% successful completion of the program and a client population with a maximum of 50% of the clients being first time arrestees.

The Jefferson County project will be in its third year of LEAA funding while the San Luis Valley project will be in its initial year. Should funding become available for other local projects in this program area, they will be required to conform to the above mentioned objectives.

Continuing evaluation should indicate the optimum selection criteria and counseling techniques, for ultimate use as a model for project development and operations.

1978 projected funding level: \$15,000 Part C.

The objectives in FY 1978 are expected to remain consistent with the emphasis in FY 1977 (previously discussed) subject to any modifications or additions desirable, based upon evaluation results. It is anticipated that other funds will be available to initiate or continue local projects in this program category, with a priority on S.M.S.A's. The San Luis Valley project will be eligible to receive second year funding, as previously discussed.

1979 projected funding level: \$10,000 Part C.

The objectives in FY 1979 are expected to remain consistent with the emphasis in FY 1978 and FY 1977, subject to any modifications or additions desirable based upon evaluation results. The San Luis Valley project will be eligible for third year funding. It's anticipated that other funds will be available to initiate or continue local projects in this program category, with a priority for S.M.S.A.'s as previously discussed.

Projections for the three year period (1977 thru 1979) are \$88,857 Part C and \$0 Part B.

Functional Category V
System Entry
Program V-A - Pretrial Release

The current situation concerning pretrial release was discussed previously in this chapter, under the heading of Deficiencies.

The Standard relating to pretrial release (5-A Pretrial Release) was also previously discussed in this Chapter.

Pretrial release received the highest priority from the State Council in the courts area, and it is anticipated to receive continued substantial funding, subject to funding availability and need on the local level. A study to be conducted by DCJ in FY 1977 will document the pre-trial detention situation in every judicial district. The results of this study will be used to develop projects in areas demonstrating significant pretrial detention populations.

The overall objectives of this program category is to significantly decrease the statewide pretrial detention population. The objectives of specific projects will be: to maintain the failure to appear rate of releasees at 8% or less; to provide verified information on the defendant to the court in 90% of the cases at first advisement; to secure the pretrial release of at least 50% of the detained arrestees, at or before second advisement.

1977 Projected Funding Level: \$190,379, Part C

Specific objectives, implementation and evaluation criteria for this program area in 1977 are set forth in Chapter V, Annual Action Plan. FY 1976 funds to support local pretrial release projects are available on a competitive basis. The above mentioned projected funding level for FY 1977 will be used to continue successful projects implemented in FY 1976, with the balance being available for the development of new local projects, also on a competitive basis.

1978 Projected Funding Level: \$114,287

This funding level for 1978 will be sufficient to continue projects established through 1976 and/or 1977 funding. Applications for new local projects will be evaluated on a competitive basis to the extent that funding is available.

The objectives in 1978 are expected to be consistent with the emphases in 1977 (previously discussed), subject to any modifications or additions desirable, based upon evaluation results.

1979 Projected Funding Level: \$95,240, Part C

It is expected that by 1979 the statewide pretrial detention population will have been significantly reduced through the efforts of projects previously implemented.

The projected funding level for 1979 is intended to continue those projects. The availability of unencumbered funds in this category will allow for competitive applications for new local pretrial release projects. It is anticipated that by 1979 approximately six projects will have been implemented, with a reduction in the pretrial detention populations in their respective jurisdictions of 40% as compared to 1976 statistics.

The objectives in 1979 are expected to be consistent with the emphases in 1977 (previously discussed), subject to any modifications or additions desirable, based upon evaluation results.

Projections for the three year period (1977 through 1979) are \$399,906, Part C and Part E.

Program V-B - Detention and Shelter Care - Juvenile

The need for shelter care facilities for CHINS and other juveniles not requiring secure detention is discussed in the juvenile justice and delinquency prevention section of the Plan.

The standards and recommendations relevant to this category are included in Chapter IV, subsection D, Statement of Goals, Standards and Priorities and listed in Category VB of the Annual Action Plan, Chapter V.

1977 Projected Funding Level: \$39,500 Part C, \$0 Part E and \$77,000 JJDP

Approximately \$39,500 will be made available in 1977 to continue two local shelter care facilities and \$77,000 will be available to start two new care centers. Programs in this category will attempt to reduce by 100% the number of status offenders held in secure detention facilities by January 1978.

1978 Projected Funding Level: \$100,000 Part C, \$0 Part E and \$100,000 JJDP

Approximately \$85,000 is anticipated to continue programs funded in 1977, with \$115,000 eligible to be used for new programs. Shelter care programs will be encouraged to provide non-secure placement for status offenders and minor delinquents who do not need secure detention.

1979 Projected Funding Level: \$100,000 Part C, \$0 Part E and \$150,000 JJDP

Approximately \$120,000 is projected to be used to continue programs funded in 1977 and 1978 with \$130,000 eligible to be used for new programs.

Projections for the three year period (1977 thru 1979) are \$239,500 Part C, \$0 Part E and \$327,000 JJDP.

Program V-C - Detention - Adult

The current situation concerning adult detention facilities was discussed previously in this Chapter, under the heading of Deficiencies.

The standard relating to adult detention (Detention Facilities) was also previously discussed in this chapter.

The formulation of a Corrections Master Plan in 1976-77 will enable DCJ to focus upon specific problems in this area in a coordinated manner. Resolution of existing problems will be deferred until that plan is completed. Therefore, no funding is anticipated for 1977, and accurate projections of future funding levels must await the results of the master plan.

The present objectives in this program category are: to limit construction of new facilities to that level actually required to hold sentenced offenders and those pretrial detainees who are unable to post bond under expanded pretrial release availability; to maximize cooperative use of jails on a regional bases; and to upgrade existing facilities. It is expected that these objectives will be modified by the correction master plan.

1977 projected funding level: \$0.

As previously discussed, no funding is planned for 1977, pending formulation of the Corrections Master Plan.

1978 projected funding level: \$0.

Upon completion of the Corrections Master Plan, program objectives and funding levels will be established to resolve documented problem areas. It is too speculative to project funding levels at present.

1979 projected funding level: \$0,

Based upon the response in 1978 to the Corrections Master Plan, objectives and funding levels in 1979 will be developed to address existed problems.

Projections for the three year period (1977 thru 1979) are \$0 Part C and \$0 Part E.

Functional Category VI
Casebuilding
Program VI-A - Prosecution - Adult

The current situation concerning adult prosecution was discussed previously in this chapter, under the heading of Deficiencies.

The standards relating to adult prosecution (6-A, Filing and Investigation, and 6-B, Prosecution) were also previously discussed in this chapter.

The adult prosecution casebuilding function is directly impacted through training provided to district attorneys under an existing project (see Category XII-A). The limited funds available for court projects in 1977 resulted in the absence of any specific allocation to this program category. However, reprogrammed 1976 funds will be eligible to be used to develop a casebuilding project in the Denver District Attorney's Office, and this project will be eligible to receive continuation funding in 1978 and 1979. Although it is probable that additional funding will be available in this category in 1978 and 1979 for the initiation of new projects in district attorney offices, the projected funding levels will be limited to that amount necessary to continue the Denver project.

The objectives of this program category are to improve casebuilding resources and cooperation between

law enforcement and prosecution; and to continue training. It is anticipated that these objectives will remain consistent through 1979, subject to revisions or additions desirable, based upon evaluation experience.

1977 projected funding level; \$0

The objectives will be met through the use of 1976 funds during FY1977 to develop a casebuilding project in the Denver District Attorney's Office, in the amount of \$70,000. The specific objectives of this project will be consistent with the abovementioned ones. It is expected that through technical assistance on the local level new projects will be proposed for future funding.

1978 projected funding level; \$50,000

This funding level is allocated for continuation of the Denver project. Project objectives will generally be consistent throughout its duration, with specific relationship to project operations. It is anticipated that new project applications in this area will be generated, and expansion of this category will be dependent upon priorities established by the State Council and the availability of funding.

1979 projected funding level; \$35,000

This funding level is allocated for continuation

of the Denver project in its third and final year of federal funding. Additional funding for new and/or continuation projects is anticipated, based upon Council priorities and availability of funding. Based upon accumulated experiences, objectives will be refined to deal with system problems as well as specific local situations existing at this time.

Projections for the three year period (1977 through 1979) are \$85,000 Part C, and \$0 Part E.

Program VI-B - JUVENILE INTAKE

The need for an increase in the casebuilding capacity for juvenile intake is discussed in the juvenile justice and delinquency prevention section of the plan and specifically in the Annual Action Plan, Chapter V.

The relevant standards are identified in Chapter IV, subsection D, Statement of Goals, Standards and Priorities, and listed in program category VI-B of Chapter V, Annual Action Plan.

1977 project funding level: \$0.

This program area was not assigned a high priority for 1977 funding by the State Council on Criminal Justice and the Division received no requests from state or local units of government for funding of projects in this category. DCJ funds a training program for district attorneys, through the D.A.'s Association, which includes training on juvenile cases. Therefore, no funds have been allocated in this category in the 1977 plan.

1978 projected funding level: \$25,000 Part C,

Twenty-five thousand dollars is being projected in 1978 for the development of a manual design to standardize information flow and decision-making abilities from initial juvenile custody through final disposition.

1979 project funding level: \$0.

No funds are being projected in this category in 1979 for the reasons stated under the 1977 projected funding level above.

Projections for the three year period, (1977 thru 1979) are \$25,000 Part C, \$0 Part E and \$0 JJDP.

Program VI-C - Defense-Adult

The current situation concerning adult defense was discussed previously in this Chapter, under the heading Deficiencies.

The standard relating to adult defense (VI-C, Defense) was also discussed previously in this chapter.

Defense casebuilding is an essential element of the provision of adequate legal representation. The office of the Public Defender will be eligible for the implementation of a casebuilding project involving paraprofessionals through reprogrammed 1976 funds, in the amount of \$80,005. This project will operate during 1977 and will be eligible for continuation funding in 1978 and 1979.

The general objectives of this program category are to improve the casebuilding abilities of the public defender system and to provide training in casebuilding to the defense bar. These objectives will be referred to reflect the specific functions of the project(s) within this category, as well as in response to evaluation experience.

At present, projected funding levels will be limited to continuation of the public defender project in 1978 and 1979. Additional funding will depend upon availability, Council priorities, need and ability of project applicants to secure matching funds.

1977 projected funding level: \$0.

As was stated, no funding is included for 1977 because reprogrammed 1976 funds will be used to initiate a project within the office of the Public Defender during 1977. The specific objectives of this project will relate to supplementing casebuilding resources in regional offices to the public defender system.

1978 projected funding level: \$66,667 .

This funding level is allocated for continuation of the public defender project in its second year. Specific objectives of this project will be revised where necessary to reflect evaluation results and project impact. Development of casebuilding abilities of the private defense bar should be the area of concentration for future funding, if available..

1979 projected funding level: \$44,444

This funding level is allocated for continuation of the public defender project in its third and final year of federal support. Specific objectives will be subject to revision where necessary to reflect evaluation results and project impact. The development of additional projects in the public and private defense bar will receive continued emphasis.

Projection for the three year period: \$111,111 Part C and \$0 Part E.

Program VI-D - Defense - Juvenile

The necessity for the increase in juvenile defense services is indicated in the juvenile justice and delinquency prevention section of the plan and specifically in the Annual Action Plan, Chapter V.

The relevant standards are identified in Chapter IV, Subsection D, Statement of Goals, Standards and Priorities, and listed in program category VID of Chapter V, Annual Action Plan.

1977 projected funding level: \$16,000 Part C monies

These funds will be made available to continue the Legal Services Program for Region 4 which will be in its third year of funding.

1978 projected funding level: \$0.

The Division of Criminal Justice funds training for public defenders through the Colorado Public Defender's Office. This training includes training for the defense of juveniles. We do not presently have, nor do we anticipate requests for local programs for the training of private attorneys for 1978 funding. Therefore, no monies will be available for increasing the defense services in the juvenile area at this time.

1979 projected funding level: \$0.

The projected allocation in this category in 1979 is zero, for the reasons stated above for 1978.

Projections for the three year period, (1977 thru 1979)
are \$16,000 Part C, \$0 Part E and \$0 JJDP.

Functional Category VII
Adjudication
Program VII-A - Trial Process

The current situation concerning adjudication was discussed previously in this chapter, under the heading of Deficiencies.

The standards relating to adjudication (7-A Trial Judge, 7-B Speedy Trial, and 7-C Jurors and Witnesses) have also been discussed in this chapter.

The general objectives of this program category are to increase case processing efficiency of courts and to maximize the use of victim, witness and juror time. Although no funding is allocated or projected in this category, due to unavailability and relative council priorities, it must be noted that the efficiency of the adjudication process is most significantly improved through the continuing training projects contained in Category XII-A, herein. It is anticipated that new projects in the area of management of juror, witness and victim time will be implemented in the future, based upon the provision of technical assistance in project development, funding availability and council priorities. However, projections of the future funding levels would be too speculative at present to be meaningful.

1977 projected funding level: \$0.

As discussed on the previous page, the objective of increasing adjudication efficiency is being continually addressed through training for judges and court administrators. No funding in this category was applied for or allocated for 1977.

1978 projected funding level: \$0.

The training of judges and court administrators will continue to have an impact upon the adjudication function. It is anticipated that projects dealing with victims, witnesses and jurors will be in the developmental stage in 1978, so that funding in this category will increase. The extent of the increase is based upon availability and Council priorities. Specific objectives will be tailored to fit project operations.

1979 projected funding level: \$0.

Judge and court administrator training will continue to impact upon the adjudication process. The development of new projects dealing with victims, witnesses and jurors and the continuation of projects initiated in 1978 is anticipated. The level of funding remains dependent upon availability, priorities and need.

Projections for the three year period (1977 to 1979) are \$0 Part C, and \$0 Part E.

Functional Category VIII
Sentencing
Program VIII-A - Sentencing Alternatives - Adult

The current situation concerning sentencing was previously discussed in this chapter, under the heading of Deficiencies.

The standards relating to adult sentencing alternatives were also previously discussed in this chapter, but are too numerous to list here.

The objectives of this program category include the reduction of the number of criminal law violations committed by convicted unincarcerated offenders; to reduce the number of commitments to state institutions; to increase judicial awareness of alternatives; to assess effects of authorized alternatives; and to implement a program of victim restitution. It should be noted that some of these objectives are being met through other program categories, notably categories X and XI, and through a restitution project to be implemented by LEAA discretionary funds. Therefore, no funding is allocated or projected from this program category pending evaluation of projects mentioned above, without necessarily sacrificing attainment of this category's objectives. The possibility of future funding in this category is dependent upon these evaluation results, as well as availability and Council priorities.

1977 projected funding level: \$0

As discussed above, the program category is being imparted through projects in other functional categories.

1978 projected funding level: \$0

Evaluation of impact of projects in other functional categories will determine the need for development of projects within this category. Funding in 1978 will be dependent upon these results, availability of funds, council priorities, and need.

1979 projected funding level: \$0

Continuing evaluation of sentencing will indicate areas of need not being adequately addressed. Continuation of projects developed in this category in 1978 will determine the level of funding in 1979, as well as new projects. The overall level of funding will depend upon its availability, council priorities and need.

Projections for the three year period (1977 thru 1979) are \$0 Part C and \$0 Part E.

Program VIII-B - Disposition Alternatives - Juvenile

It is extremely important to develop innovative alternatives for youth. This has been discussed in the juvenile justice and delinquency prevention plan and specifically in the Annual Action Plan, Chapter V.

The relevant standards are identified in Chapter IV, subsection D, Statement of Goals, Standards and Priorities, and listed in program category VI-B of Chapter V, Annual Action Plan.

1977 projected funding level: \$8,316 Part E

These funds will be made available to a new project in Region 5 for a community work program for juveniles at the point of disposition.

1978 projected funding level: \$30,000 Part C

These funds will be made available to maintain the community work program started in 1977 and to start a new program to provide innovative, nontraditional approaches to disposition alternatives for juvenile offender and provide new treatment ideas for status offenders and delinquents. It is anticipated this will be funded to a local unit of government.

1979 projected funding level: \$30,000

These funds will be used to maintain the efforts begun in 1977 and 1978.

Projections for the three year period (1977 thru 1979) are \$60,000 Part C, \$8,316 Part E and \$0 JJDP.

Functional Category IX-A
Post Conviction Procedures

The current situation concerning post conviction procedures was previously discussed in this chapter, under the heading of Deficiencies.

The standards dealing with post conviction procedures were also previously discussed in this chapter but are too numerous to list here.

The objectives of this functional category are to stimulate consideration of changing appellate procedures to expedite disposition and to effectuate the right of convicted offenders to access to adequate legal materials and services. Due to unavailability of funding and Council priorities, this program category is not allocated or projected any funding. Implementation of projects in this area in the future is dependent upon funding availability and Council priorities. Although future funding is probable, its extent is too speculative to be meaningful at present.

1977 projected funding level: \$0.

As discussed above, this area was not allocated funding due to general unavailability and relative Council priorities. The assessment of system deficiencies in 1977 will determine the significance of problems in this area and could indicate the need for future projects.

1978 projected funding level: \$0.

Should this program category experience deficiencies meriting the implementation of projects, the extent of funding will depend upon availability, council priorities and need.

1979 projected funding level: \$0.

The level of funding in 1979 will be dependent upon the needs, assessment and the implementation of projects in 1978, as well as availability and Council priorities. Projections for the three year period (1977 thru 1979) are \$0 Part C and \$0 Part E.

Functional Category X
Classification
Program X-A - Community Classification Adult

Effective classification is essential to the success of community-based programs which attempt to stop the offender before he/she goes beyond the early stages of the criminal career cycle. Community classification teams working at the local level would aid greatly in providing information on sentencing alternatives for each offender, development of individual programs and follow-up on placement success.

Standards and recommendations relevant to this program are discussed in subsection C-10 Chapter IV, and specifically in Category 10 of the Annual Action Plan. The full text of the standards is given in Appendix C.

Many of the recommended standards addressed in the 1976 State Comprehensive Plan have been implemented and are already operational, (i.e., Development of a Corrections Information System). The planned evaluation of existing institutional and community diagnostic and classification systems and of a pilot community diagnostic and classification project, will facilitate implementation of Corrections Standards 6.1, 6.2, and 6.3, COMPREHENSIVE CLASSIFICATION SYSTEMS, CLASSIFICATION FOR INMATE MANAGEMENT, AND COMMUNITY

CLASSIFICATION TERMS.

1977 projected funding level: \$275,000 Part C.

In the current year, the projects to be funded will focus on evaluation of existing diagnostic and classification systems and will support implementation and evaluation of a pilot community diagnostic and classification project.

1978 projected funding level: \$175,000 Part C.

The pilot project begun in 1977 will have a full year of operation in 1978. A cost-benefit study will be conducted that will compare the results of this project with the current diagnostic and classification system.

1979 projected funding level: \$300,000 Part C.

If evaluation results from the pilot project are positive, 1979 funding levels will increase to support an additional community classification program in another area of the state. This may ultimately result in a regionalized community classification program. Projections for the three year period (1977 thru 1979) are \$750,000 Part C and \$0 Part E.

Program X-B - Community: Juvenile

Fragmentation exists between community-based and institutional classification and treatment services. Research is needed to develop effective classification

techniques. This is further discussed in the juvenile justice and delinquency prevention section of the Plan.

Standards and recommendations relevant to this program area are integrated into Chapter IV, subsection D, Statement of Goals, Standards and Priorities, and listed in Program Category X-B, Chapter V. Standards and recommendations relevant to this program are partially operational.

1977 projected funding level: \$44,444 Part C.

The funds allocated in this category are projected to continue the Division of Youth Services, Western Slope Diagnostic Program.

1978 projected funding level: \$ 0.

Although the Western Slope Diagnostic Program will no longer be eligible for LEAA funding, it is anticipated that the Division of Youth Services will continue to provide diagnostic services throughout the state and coordinate its services with local programs. Therefore, no funds have been budgeted for 1978 funds in this category.

1979 projected funding level: \$ 0.

No 1979 funds have been allocated in this category for the reasons stated in the 1978 projected funding level alone.

Projections for the three year period (1977 thru 1979) are \$44,444 Part C, \$ 0 Part E and \$ 0 JJDP.

Program X-C - Institutional Classification Adult

Historically, the diagnostic process has been isolated from institutional confinement and classification has been performed by institutional staff. Both diagnosis and classification should be under the auspices of a centralized unit. There is a need for classification in local jails as well as state facilities which will ultimately lead to the increase of sentencing alternatives. However, in most jails, diagnosis of offender needs and classification for treatment purposes would be a futile effort due to the absence of rehabilitative programs in which to place them.

Classification is still in the developmental stages all across the country. Research and evaluation in this area is essential to identify offender needs and problems as well as to assure proper placement. The standards and recommendations relevant to this program are in Chapter V, Annual Action Plan and Appendix C.

Standards and recommendations for implementation have been previously discussed in Programs X-A and X-B.

No funding is projected in the multi-year for this program area. The emphasis will be on providing community alternatives to institutional diagnostic and classification program. However, should the evaluation of the institutional diagnostic program indicate some specific

program needs, funding, if available, may be provided. It is anticipated that by 1982, regional community diagnostic and classification programs will exist state-wide. The institutional program would only be used as a one to two week adjustment center prior to entry into the assigned institutional facility and program.

Program X-D - Institutional: Juvenile

A re-examination of existing testing instruments is needed in juvenile corrections. This will require the exploration of other treatment modalities and the techniques used in classification and diagnosis prior to the expenditure of additional federal funds. Further discussion of the needs and problems pertaining to classification can be found in the juvenile justice and delinquency prevention section of the Plan and specifically in the Annual Action Plan, Chapter V.

The relevant standards are identified in Chapter IV, subsection D, Statement of Goals, Standards and Priorities, and listed in Program Category X-D, Chapter V.

1977 projected funding level: \$0.

No funding is forecast in this category. It is anticipated that the research and planning grant for the Division of Youth Services, to be funded in 1976, will be able to provide the needed evaluation of the I level classification system. It is expected that the research

needed will be provided without any additional funds
in this category.

1978 projected funding level: \$0.

1979 projected funding level: \$0.

Projections for the three year period (1977 thru 1979)
are \$ 0.

Functional Category XI
Institutional and Community Rehabilitation
and Reintegration
Program XI-A - Community Rehabilitation and
Reintegration - Adult

The standards and goals relevant to this program area were set forth in CH. IV, section C-11, listed in program XI-A, Chapter V, the Annual Action Plan, and specified in Appendix C. The following standards and goals had specific time frames for implementation:

SYS 17.1: COMMUNITY CORRECTIONS SUBSIDY PROGRAM -

It shall be the policy of Colorado to treat, rehabilitate and correct criminal and juvenile offenders in the community where they reside. In order to effect this policy, the state shall adopt as its goal a reduction in the number of offenders housed in central state correctional institutions by 80% before 1980.

CORR 7.1: DEVELOPMENT PLAN FOR COMMUNITY-BASED ALTERNATIVES TO CONFINEMENT - The Colorado Department of Corrections by 1978 shall develop a plan for assisting local units of government in the development of comprehensive programs of community centered alternatives to institutionalization.

Block grant funding is and will be involved in implementing these standards throughout the multi-year. Funding will continue to be allocated to community-based programs for adult offenders and de-emphasized for confinement-based programs.

1977 projected funding level: \$325,517 Part C, \$181,747
Part E.

During 1977, a state work/educational release project for transitional offenders and a local community corrections project will be continued. In addition, an allocation of \$265,517 will be made available to local units of government, on a competitive basis, to develop new residential and nonresidential community corrections programs to divert offenders from institutional commitment. FY 1978 projected funding level: \$265,000 Part C, \$150,000 Part E.

It is anticipated that two or three new local residential community corrections projects will be developed in 1978. The ten most populous counties, with the highest commitments, will probably be the first to establish such programs.

The state work/educational release project will be continued. No new projects of this type are forecasted unless further funds become available.

FY 1979 projected funding level: \$265,000 Part C and \$100,000 Part E.

Two or three additional local residential community corrections projects will be developed in 1979. By the end of 1979, it is expected that the ten most populous counties, with the highest commitments, will have established such a program. The development of community

correctional programs will be gradual in order to profit from the experiences of the initial programs. The amount of funds that would be needed from the legislature to continue these programs must also be a consideration. Projections for the three year period (1977 thru 1979) are \$855,517 Part C and \$431,747 Part E.

Program XI-B - Community Rehabilitation and Reintegration -
Juvenile

The need to increase the community approach to treating juveniles particularly CHINS, is described in the juvenile justice and delinquency prevention section of the plan and specifically in the Annual Action Plan, Chapter V.

The standards and recommendations relevant to this category are included in Chapter IV, subsection 0, Statement of Goals, Standards and Priorities are listed in category XI-B of the Annual Action Plan, Chapter V. 1977 projected funding level: \$72,063 Part C, \$231,937 Part E and \$100,000 J.J.D.P.

Funds will be made available in 1977 for the Division of Youth Services to start a Community Day Program. An Alternative Education Program in Region 4 will be continued, provided the evaluation is satisfactory. Two new local group homes will be started in 1977 and one new community rehabilitation program.

1978 projected fund level: \$100,000 Part C, \$250,000 Part E and \$250,000 J.J.D.P.

Approximately \$300,000 will be used to continue the projects started in 1976 and 1977. The remaining 300,000 will be used for new programs. With the projected passage of legislation prohibiting the secure detention of status offenders, community alternatives must be available.

1979 projected funding level: \$150,000 Part C, \$250,000 Part E and \$250,000 J.D.

The funds budgeted in this program category for 1979 are forecasted to continue approximately \$450,000 of projects started in 1977 and 1978 and to start approximately \$200,000 of new projects.

Projections for the three year period (1977 thru 1979) are \$322,063 Part C, \$731,937 Part E and \$600,000 J.J.D.P.

Program XI-C - Institutional Rehabilitation - Adult

About 96% of offenders sentenced to an institution eventually return to the community. Corrections must develop and use all available resources, both for reintergrating offenders into the community and for preventing them from re-entering the criminal justice system.

The standards and goals relevant to this category were integrated into section C-11, of Chapter IV. They are listed in program category XI-C, Ch. V, Annual Action Plan and are in full text in Appendix C.

1977 projected funding level: \$0.

No funding is allocated in this program for the current year. It is anticipated, however, that at least one institutional program will be funded from the 1976 Plan and continued in the 1978 and 1979 Plan.

In the past year, Division of Criminal Justice has assisted the Division of Correctional Services in being selected as a pilot project site for a Prisoner Grievance Mechanism project funded by LEAA. In addition Division of Criminal Justice assisted the Division developing a discretionary grant application for an institutional drug and alcohol treatment project and two new minimum security facilities. These efforts will continue in 1977.

1978 projected funding level: \$26,000, Part C.

Limited funding is projected in the multi-year to support the continuation of a GED program within each of the facilities at the Canon City Complex. The Division of Criminal Justice will continue to provide technical assistance in this program area, particularly in the development of drug and alcohol treatment programs. It is projected that the Department of Health, Division of Alcohol and Drug Abuse will seek state general funds for these institutional programs.

1979 projected funding level: \$17,500 Part C.

This funding will continue support of a GED program at Canon City. The Division of Criminal Justice will continue to provide technical assistance in this program area.

Projection for the three year period (1977 thru 1979) is \$43,500 Part C.

Program XI-D - Institutional Rehabilitation - Juvenile

In light of high rate of juvenile delinquency, it is necessary to establish effective institutional rehabilitation programs for only these juvenile offenders requiring secure confinement. The need to continue diagnose and treat those offenders with learning disabilities is discussed in the juvenile justice and delinquency prevention section of the plan and specifically in the Annual Action Plan, Chapter V.

The standards and goals relevant to this category were integrated into Chapter IV, subsection D. They are listed in program category XI-D in Chapter V, the Annual Action Plan and are in full text in Appendix C. Corrections Standard 8.7 requires "that by 1978 Lookout Mountain School for Boys shall be closed, and capabilities shall be developed at Mountview School for Girls to make it a highly secure coeducational institution for the youthful offender. Its population should not exceed 50. No new major juvenile institutions (population greater than 50) shall be built in the future".

Corrections Standard 8.10: SPECIAL YOUTH OFFENDER TYPES specifies that by 1976, the Division of Mental Health shall provide a secure treatment facility for psychotic youth.

The implementation of these standards will not directly involve block grant funding in this category in the present and following year. Instead, funding to implement Standard 8.7 will be allocated to community programs for juvenile offenders who are or would have been institutionalized.

1977 projected funding level: \$0

No funding is projected in this category. The Division of Youth Services has a Learning Disabilities project, currently in its third year of LEAA funding. It is anticipated that the Division of Youth Services will coordinate this program with any other programs to insure that youth receive needed services as early as possible and continue to receive them in the institution and after institutionalization as needed.

1978 projected funding level: \$0

1979 projected funding level: \$0

Projection for the three year period (1977 thru 1979) is \$0.

Functional Category XII
Organizational Development, Management
and Systems Development
Program XII-A - Criminal Justice Systems Personnel Training

The specific deficiencies to be addressed by this program were expressed in Chapter IV, section C-12 (pages IV-C12-1 through -3). The somewhat unique nature of training activities requires implementation be carried on in an on-going manner. The thrust of the program will be to continue to improve the skills and knowledge of criminal justice personnel.

This program will be aimed toward attaining the Standards referenced in Program 12A of the Annual Action Program. Many of these standards require only administrative action to effectuate. Some are proposed as continuous without reference to time-tables. Those for which a specific time frame was established are cited in the following discussion.

By 1977 Colorado shall require that full-time law enforcement employees satisfactorily complete a minimum of 400 hours of basic law enforcement training (Law Enforcement Standard 2-1.38, PREPARATORY TRAINING, see Appendix C).

By 1978 CLETA should devise and provide intermediate and advanced law enforcement officer training courses (Law Enforcement Standard 2-1.37 PROGRAM DEVELOPMENT, see Appendix C).

By 1978, CLETA should establish mid-management programs emphasizing manpower resource allocation, fiscal management,

administration, and other management courses (Law Enforcement Standard 2-1.36).

By 1978 CLETA should establish upper level law enforcement executive programs emphasizing leadership, communication management and administration (Law Enforcement Standard 2-1.36).

By 1978 every law enforcement training academy and every law enforcement agency in which a training officer is required shall ensure that all instructors are certified by the state (Law Enforcement Standard 2-1.37, INSTRUCTION QUALITY CONTROL, see Appendix C).

By 1978 every law enforcement agency shall provide for annual and routine training to maintain effective performance throughout every sworn employee's career (Law Enforcement Standard 2-1.39, INSERVICE TRAINING, see Appendix C).

By 1977 Colorado shall establish and assume fiscal responsibility for a statewide corrections training academy (Corrections Standard 2-1.59, COLORADO CORRECTIONS ACADEMY, see Appendix C).

1977 projected funding level: \$380,302 utilizing all Part C monies.

Consistent with recent direction from the State Council, existing training programs that have demonstrated effective results will receive continued support. Establishment of a human resources development plan will be a priority. CLETA programs will be continued and enhanced. A Colorado

Corrections Academy will be established for the purpose of training corrections officers in accordance with the Part E requirements. Judicial training will be continued where justified. Specialized and in-service training for local law enforcement will receive further support on a regional basis.

1978 projected funding level: \$320,000 utilizing all Part C monies.

Training programs demonstrating a significant impact upon overall performance of criminal justice personnel will receive priority treatment. Based upon the results of evaluation of training, existing programs will be revised and new programs will be developed consistent with the standards iterated above. Training of law enforcement personnel will be continued through CLETA and supplemented as required through the regions. Judicial and corrections officer training will receive continued support through the Judicial Department and Colorado Corrections Academy, respectively.

Specialized training for local jail officers will be encouraged.

FY 79 projected funding level: \$400,000 utilizing all Part C monies.

Based upon further evaluation of previous training efforts, training programs will be modified as appropriate. New training requirements will be identified and matched with existing training resources. Training of jail officers

will be expanded in terms of subject matter and number of trainees. Law Enforcement training will be upgraded in accordance with applicable standards. Similarly, judicial and correctional officer training will be expanded and enhanced as required. Supplemental specialized and in-service training will be supported on a regionwide basis in accordance with demonstrated needs.

Projections for the three-year period (1977 through 1979) are \$1,100,302 (Part C).

Program XII-B - Criminal Justice Systems Planning,
Research and Evaluation

Deficiencies identified within this program area were provided in section C-12, Chapter IV (pages IV-C12-3 through -12). The standards related to this program were integrated into the same section. This program is focused upon attainment of those standards in an orderly fashion. Many of the standards can be implemented through administrative action. None of the standards referenced in this program were assigned specific time frames.

1977 Projected funding level: \$82,500 Part C.

A juvenile justice planning component within the Division of Youth Services will be continued to help meet the requirements set forth in the Juvenile Delinquency Act. The Colorado Commission on Criminal Justice Standards will be assisted toward the implementation of established standards. Modifications in planning strategies will be forthcoming pursuant to the outcome of evaluations.

1978 projected funding level: \$100,000 utilizing all Part C monies.

Juvenile justice planning will be a high priority for continued support. Similarly, planning functions in the Judicial Department will be enhanced. Criminal justice agencies will be encouraged to embark upon special research studies of methods and procedures for improving the efficiency and effectiveness of their respective efforts. Measures will be instituted to bring about increased utilization of interdisciplinary planning and coordination. Local law enforcement agencies will be encouraged to initiate long-range planning units within their organizational structures. The purpose of these units will be to undertake planning functions for the agencies on an on-going basis.

1979 projected funding level: \$150,000 utilizing all Part C monies.

The effectiveness of planning undertaken to date will have been evaluated sufficiently to ascertain the value of planning to criminal justice agencies. Based upon this information and the results of available research, program priorities will be reassessed and desired adjustments will be made. Local planning functions will be further encouraged where appropriate. Additional research efforts will be supported where justified.

Projections for the three-year period (1977 through 1979) are \$1,332,500 Part C.

Program XII-C - Criminal Justice Information Systems

Existing deficiencies noted in this program were discussed in Chapter IV, section C-12 (pages IV-C12-12 through -18). The standards pertaining to this program were identified in the same section and referenced in Appendix C.

Those standards and recommendations for which a specific time frame was applied are presented below.

Law enforcement agencies throughout Colorado shall, by 1978, adopt uniform incident reporting forms (Law Enforcement Standard 1-3.18, LAW ENFORCEMENT REPORTING, Appendix C).

By 1976 every law enforcement agency shall have the capability to retrieve statewide criminal information and provide it to field personnel within three minutes of the time requested for noncomputerized systems and within 30 seconds for computerized systems (Law Enforcement Standard 1-3.16, BASIC LAW ENFORCEMENT RECORDS, Appendix C).

By 1978, every law enforcement agency using or planning to use a computer-based information system shall take immediate steps to ensure that the primary objective of such a system is rapid response to the information needs of field units (Law Enforcement Standard 1-3.19, DATA RETRIEVAL, Appendix C).

1977 projected funding level: \$67,348 utilizing all Part C monies.

The thrust of this program will be to complete the development of a local criminal justice information system

in Region 7. Continued efforts will be made to coordinate development of the state's law enforcement, judicial and corrections information systems in a manner which will reduce redundancy and permit necessary and desired information exchanges to occur. Staff will undertake an updated assessment of Criminal Justice information Systems within the state, including identification of deficiencies and an action plan for alleviating same.

1978 projected funding level: \$100,000 utilizing all Part C monies.

Based upon a detailed assessment of information systems development to date, developed in the previous year, state-level systems will be expanded or enhanced as required. By FY 77-78 the state will have assumed the responsibility for funding the judicial system, and any funding of that system will be limited to development of new applications. Exchange of information among state-level systems should be occurring regularly and may require supplemental support. Local information systems under development in large metropolitan areas which are compatible with state systems and do not duplicate state systems will be given priority consideration for supplemental support.

1979 projected funding level: \$150,000 utilizing all Part C monies.

Subsequent to a review of systems development to date, existing systems will be further enhanced and new systems

will be considered for development as appropriate. By this date funding of state-level information systems should be limited to development of new applications. In view of the limited resources anticipated for this program, expansion of on-going systems will receive priority consideration.

Projections for the three-year period (1977 through 1979) are \$317,348 Part C.

ANNUAL ACTION PROGRAM AND
MULTI-BUDGET AND FINANCIAL PLAN

FUNCTIONAL CATEGORIES AND PROGRAMS		1977 "C"	1977 "E"	1978 "C"	1978 "E"	1979 "C"	1979 "E"
IA	Public Information and Education	43,470		50,000		50,000	
IB	Citizen Action	-0-		-0-		-0-	
IIA	Juvenile Delinquency Prevention	318,000		400,000		475,000	
IIB	Specific Crimes Prevention	173,659		250,000		250,000	
IIIA	Crime Analyst	41,667		50,000		50,000	
IIIB	Special Operations	280,116		300,000		300,000	
IIIC	Availability of Services, Communications	295,000		400,000		400,000	
IID	Criminal Investigation Laboratory Services	150,000		150,000		150,000	
IVA	Juvenile Diversion	403,428		550,000		550,000	
IVB	Adult Diversion	63,657		15,000		10,000	
VI	Pre-Trial Release	190,379		114,287		95,240	
VB	Detention and Shelter Care-Juvenile	39,500		100,000		100,000	
VC	Detention-Adult	-0-		-0-		-0-	
VIA	Prosecution-Adult	-0-		50,000		35,000	
VIB	Juvenile Intake	-0-		25,000			
VIC	Defense-Adult	-0-		66,567		44,444	
VID	Defense-Juvenile	16,000		-0-		-0-	
VIIA	Trial Process	-0-		-0-		-0-	
VIIIA	Sentencing Alternatives	-0-		-0-		-0-	
VIIIB	Disposition Alternatives		8,316	30,000		30,000	
IXA	Post Conviction Procedures	-0-		-0-		-0-	
IXB	Community-Adult	275,000		175,000		300,000	
IXC	Community-Juvenile	44,444		-0-		-0-	
XI	Institutional-Adult	-0-		-0-		-0-	
XII	Institutional-Juvenile	-0-		-0-		-0-	
XIA	Community Rehabilitation and Reintegration-Adult	325,517	181,747	265,000	150,000	265,000	100,000
XIB	Community Rehabilitation and Reintegration-Juvenile	72,063	231,937	100,000	250,000	150,000	250,000
XIC	Institutional Rehabilitation-Adult	-0-		26,000		17,500	
XID	Institutional Rehabilitation-Juvenile	-0-		-0-		-0-	
XIIA	Criminal Justice Systems Personnel Training	455,302		350,000		400,000	
XIIB	Criminal Justice Systems Planning Research and Evaluation	333,250		400,000		450,000	
XIIC	Information Systems	67,348		100,000		150,000	
Totals		3,588,000	422,000	3,696,954	400,000	4,272,184	350,000

IV-E-a

COMPARISON OF RELATIONSHIPS

OF

FY1976 and FY1977 PROGRAM AREAS

As previously indicated in this Plan, the Functional Categories I thru XII ("Community" thru ... "Systems Development...") and the thirty-two programs therein correspond with those of the FY1977 Plan. The Past Progress section (Appendix B) of Chapter V relates the programs of the FY1975 Past Progress reporting under the format of the FY1976 and FY1977 Plans. This arrangement of material intends to establish continuity in planning and program implementation and the evaluation of programs in the multi-year setting.

CHAPTER V - ANNUAL ACTION PROGRAM

MICROFICHE

Chapter V - ANNUAL ACTION PROGRAM

A. INTRODUCTION

The preceding chapters of this plan have described the planning process, existing systems and the inadequacies of the criminal justice system and multi-year treatment of forecasts. The criminal justice system is basically a loose collection of sub-systems composed of police, courts, prosecution, defense, corrections, juvenile justice and community crime prevention and rehabilitation.

This chapter of the plan spells out DCJ's use of its FY1977 action grant funds and the expenditure of proactive/reactive Technical Assistance resources. Goals, objectives, standards and strategies of the state's specific programs for the ensuing year are in this section, as well as what is to be done, who will do it, and the cost of implementation.

This chapter is first comprised of twelve functional categories and program areas within those categories. Functional categories are presented in the same order as in prior chapters.

Goals can be best described as general, and ideal results to be attained in the future. They are not time limited. Objectives are specific conditions to

be attained through selected activities (time limited and measurable). Objectives advance the system toward corresponding goals. A standard/strategy is a criterion used to evaluate activities in relation to program goals and objectives. Each functional category has an evaluation component used to measure activities in relation to program goals, objectives and standards and specifies minimum required data needs.

Some functional categories will have goals and/or priorities that can be attained at the operational level through technical assistance and the adoption of recommendations by top management.

This chapter also contains attachments treating Technical Assistance strategies, Part E. Special Requirements and Addresses, The Balance of Funding and general sections concerning general program/fiscal compliance.

FUNCTIONAL CATEGORY 1 -COMMUNITY

PROGRAM IA- PUBLIC INFORMATION AND EDUCATION

Functional Category I

Community

Goals:

- . To increase positive involvement of citizenry in the entire criminal justice system.
- . To improve the flow of information within and among the functional component of the criminal justice system.
- . To contribute to a more informed public regarding processes, problems and needs of the criminal justice system based on results of effective evaluation.

Program I-A - Public Information and Education

*Relationship to the Analysis of Problems:

The promulgation of a complete and accurate image of criminal justice functions is needed among agencies responsible for the delivery of services as well as to the public at large. As the incidence of serious crime and the cost of preventative and control services increase, there lies an expanded need for a general understanding of the criminal justice system, the problems that the system must deal with, the objectives of community and system crime control and prevention, and what is being accomplished with respect to those objectives.

Program I-A - Public Information/Education

*Objectives:

. To increase the scope and types of Public Information/Education programs throughout the state

. To increase the flow of information between criminal justice agencies

*Related Standards:

. COMMUNITY RELATIONS (passed by State Council # 1-A, 1-B, 2-B)

. LAW ENFORCEMENT ROLE (passed by State Council #1-C)

. NEWS MEDIA RELATIONS (passed by State Council #1-F)

. CRIMINAL JUSTICE (passed by State Council # 2-H)

. COOPERATION AND COORDINATION (passed by State Council # 12-F, 1-E, 12-G, 12-H)

. LAW ENFORCEMENT OPERATIONAL EFFECTIVENESS (passed by State Council # 3-E, 3-C 3-B)

*Evaluation Criteria:

. Assessment of increased scope: types of programs over previous years.

-- Number of population areas covered, by type of program, by number of population informed.

-- Assessment of expansion of scope of existing programs.

. Assessment of current information flow compared to increased transfer of information.

-- Number of agencies involved.

-- Impact of information transfer.

*Implementation:

1. Focus of Program Support: This program will continue the support of public and inter-intra agency information and education programs at the state and local level. The program will utilize public media resources, seminars, information centers, journals, newsletters, and other forms of communications in providing as accurate an image as possible of the objectives and accomplishments of criminal justice services related to the police, courts and corrections functions. Emphasis will remain focused upon victim services, community relations, and new concept developments related to community based corrections, specific crime control and prevention, sentencing alternatives, and diversion.

2. Special Requirements:

a. Subgrantee Eligibility -

The eligibility of the subgrantee under this program will be dependent upon compliance with federal and state law, regulations and conditions, matching contribution, feasibility and need. Eligibility of subgrantees will also be contingent upon the following:

(1) That the subgrantee has demonstrated a commitment to implement and maintain ongoing public information and education capabilities supported by this program;

(2) That the subgrantee has demonstrated a commitment to incorporate the services provided by this program into the day-to-day operations of the participating criminal justice agencies;

(3) That the subgrantee demonstrates a commitment to incorporate the appropriate objectives of this program into the substance of the subgrant application; and

(4) That the subgrantee, as part of the subgrant application, demonstrates a commitment to comply with the requirements of the appropriate evaluation component specified by the preceding "Evaluation Criteria" and the following subparagraph b - "Data Needs Related to Evaluation".

b. Data Needs Related to Evaluation -

1. Number of geographic areas
2. Number of population areas by size
3. Number of new programs by area and type of program
4. Number of population reached
5. Number of expanded projects by type of expansion, area, population served
6. Impact (for appropriate programs)
 1. Agencies currently participating
 2. New agencies participating, by type of agency

3. Number of communities involved in or affected by information flow increases
4. Impact (where appropriate)

*Subgrant Data:

This program contemplates continuing support in the amount of \$20,970 to the Community Liaison Program in Grand Junction and \$22,500 for continuation of the Victim Services Bureau in Colorado Springs. These subgrants will continue to emphasize public information and education as the primary objective and major thrust of the subgrants.

*Budget:

Federal Support		Match Support	
90%		10%	
-----		-----	
Total		Total	
Federal Support	\$43,470	Match Support	\$4,830
State Part C	Ø	State Match Part C	Ø
State Part E	Ø	State Match Part E	Ø
Local Part C	43,470	Local Match Part C	4,830
Local Part E	Ø	Local Match Part E	Ø
State JJDP	Ø	State Match JJDP	Ø
Local JJDP	Ø	Local Match JJDP	Ø

*Multi-Year Forecast:

a. Projected funding -

FY 1978 - \$50,000

FY 1979 - \$50,000

b. Multi-Year Focus of Support -

The need to inform and involve the community in the criminal justice system is a relatively recent area of concern to both the practitioner and the citizen. Due to the

lower median priority assigned to this category by the State Council on Criminal Justice (9 of 11 priorities for police functions) and the limited availability of funds, this category forecasts continued but limited support. One new subgrant will be generated during each of the years subsequent to FY 1977. As the continuation of existing subgrants receive an increase in local support, the maintenance of federal funding levels will be shifted toward generation of new subgrant support. Primary attention of this program will be focused upon areas of the state experiencing high crime incidence, wherein, public concern for the efficiency of the functions of criminal justice is high.

*Technical Assistance:

1. Inventory of Available Resources -

State agencies, units of local government and LEAA grant programs are eligible for technical assistance in the area of public information/education upon request to the Division of Criminal Justice. Initial requests from units of local government and LEAA grant programs at the local level should first be made to the local regional criminal justice planner who is responsible for conveying the request to the Division of Criminal Justice. State agencies may apply directly to the Division of Criminal Justice. Such requests for technical assistance will be

processed by Division staff who will identify an appropriate, qualified source to supply the technical assistance.

Resources available for technical assistance in the public information/education area include: qualified public information officers assigned to the Division of Criminal Justice, the Division of Correctional Services, the Division of Youth Services, the Division of Mental Health, the Department of Institutions and various individuals who perform PIO functions for a number of LEAA grant projects throughout the state of Colorado. Additionally, assistance in this area is available from the Office of Public Information, LEAA Headquarters, Washington, D.C. Assistance with printing and graphic needs is available through Central Services which is part of the State Department of Administration.

2. Assessment of Technical Assistance Needs and Problems -

It is literally impossible to assess either needs or problems regarding public information/education in the state of Colorado because this area traditionally has received such a low priority. Nevertheless, it is safe to assume that the majority of criminal justice agencies and grant programs have and continue to experience problems in this vital, if often ignored, area. One need only scan

a daily newspaper in any area of the state to understand the magnitude of the problem. The almost universal lack of public and community involvement in criminal justice programs also presents another indication of the need for effective public information/education--especially regarding LEAA grant programs which list as their major objectives the need to involve community people and organizations in their programs. Likewise, there is a critical need for agencies of the criminal justice system to communicate their policies and procedures to the public they serve. Concurrent with this aspect is the need to keep agency employees well informed regarding the operations and objectives of their respective agencies. Such needs, of course, call for great expertise in the areas of communications, the printed and electronic media, graphics, publications and the whole range of public meeting and/or conference planning.

3. Relationship to the Prioritization of Technical Assistance Needs -

While the State Council on Criminal Justice did not assign a priority to the public information/education technical assistance area, it is one of several major priorities for the Commission on Criminal Justice Standards. This priority recognizes the need for both internal (employee) and external (public) information about the workings and objectives of criminal justice agencies.

4. Strategy for the delivery of Technical Assistance -

(a) Resources to be utilized -

As noted in Section 1, requests for technical assistance in the public information/education area should be routed through the Division of Criminal Justice where staff will endeavor to identify and procure an individual or individuals to supply the T.A. In regard to general media relations problems, it is anticipated that qualified public information officers currently working in the criminal justice system will generally be able to provide the needed T.A. More complex problems requiring the development of overall, comprehensive public information programs for a given agency or grant program could probably best be approached by a small group of public information officers with additional assistance being supplied by the Office of Public Information, LEAA Headquarters, Washington, D.C.

In the area of corrections, the public information project (which is lodged within the Division of Correctional Services) already is geared up to provide technical assistance and training increase and improve both internal and external public information programs involving corrections.

Assistance, in the form of training, should also be forthcoming from the Colorado Law Enforcement Training Academy where a task force is currently involved in revising

CLETA curriculum to include an intensive course in public information/education for midlevel and upper management law enforcement staff. It is hoped that in addition to supplying this course as part of the regular CLETA curriculum, provisions will be made to also include it in the CLETA Outreach Program as well as to individual agencies requesting such assistance to meet immediate and critical needs.

(b) Methodology for Technical Assistance Resources Utilization -

(1) How needs are identified -

In general, public information/education needs present themselves in rather obvious forms. Employees who are confused or ill informed regarding agency policies, procedures and operations generally perform poorly. They also experience frustrations which manifest themselves in a variety of ways; and the good manager can often diagnose such manifestations as a breakdown in communications between line and staff personnel.

As to the public, information problems can come from a variety of sources--two major ones being reporting and editorial coverage by the media and general complaints from the public.

Regarding programs which include a major public or community involvement component, a lack of true

involvement or participation by the community is certainly a clear indication that severe problems exist and must be dealt with.

In confronting problems in public information programs, whether they be internal or external, a realistic needs assessment would begin with an examination of what information the employees or public should know contrasted to what, in fact, they do know. Once it is determined exactly what types of information are not being effectively transmitted, the T.A. person or team can then examine problems associated with the transmittal of the information for the purposes of correcting such problems and making recommendations for altered or completely different methodology. This would include a thorough appraisal of all communication materials, including pamphlets, brochures, newsletters, news releases, etc., as well as the content and format of any public meetings, seminars, workshops or other group endeavors designed to transmit information.

(2) How the Impact will be Measured -

The effects of technical assistance in the public information/education area can be ascertained via a number of means. Internally, the results of T.A. should reduce employee consternation and frustration if, in fact, employees are better informed regarding the policies and procedures governing the operations of their agencies or

programs, and managers should solicit input from employees regarding the effectiveness of any recommendations made by the T.A. team which are implemented.

Recommendations for improving liaison with the media should also be readily apparent in terms of improved news, feature and editorial coverage. Likewise, media representatives should be solicited for feedback regarding any changes in procedures by which information is transmitted from the agency or program to the media.

The success or failure of recommendations regarding public or community involvement should be determined by the sheer number of citizens and/or organizations which do or do not get involved with the program after the T.A. recommendations are implemented.

There are, of course, more quantifiable methods to measure the effectiveness of information programs. These include surveys, public opinion polls and questionnaires. However, these are costly and it is highly unlikely that money would be available in the foreseeable future for such evaluation of technical assistance efforts in this area.

(c) Deficiencies for which resources are presently unavailable.

The major deficiency confronting technical assistance efforts in the public information/education area

is simply a dearth of manpower. Few professional public information officers are employed in the criminal justice system in Colorado and no money is available at this time to secure consulting services in this area. Moreover, it is highly unlikely that the Public Information Office of LEAA Headquarters in Washington will be in a position to provide T.A. in this area for Colorado on an ongoing basis. In fact, T.A. from this source can probably only be expected for extremely high priority programs.

Be that as it may, the Division of Criminal Justice does not anticipate a great volume of technical assistance requests in the public information/education area; therefore, the Division feels secure that it can effectively assist those agencies or programs who do request such assistance during the coming year.

PROGRAM IB -CITIZEN ACTION

Program I-B - Citizen Action

*Relationship to the Analysis of Problems:

The major problem addressed by this category is the under-utilization of citizen involvement in the criminal justice system. The potential for volunteer programs in law enforcement, judicial and corrections agencies has been inadequately tapped. One of the reasons why many agencies may fail to provide avenues for citizen involvement is the lack of present evidence as to the benefit of such programs. It is generally accepted that volunteers contributions to a program are beneficial, both to the volunteer and to the program, but there is little documentation to support that belief. It is the goal of this category to demonstrate, through evaluation of volunteer programs, the benefits and limitations of such programs. Agencies will then have the means for making informed decisions and increased opportunities for more effective citizen involvement should follow.

Program IB-Citizen Action

*Objectives:

. To increase the scope and types of volunteer services provided to the Criminal Justice System.

. To maintain assessment of the effectiveness and efficiency of volunteer programs as component functions of criminal justice agency operations.

*Related Standards:

. CRIME PREVENTION (by State Council #1-A)

. CRIMINAL JUSTICE ROLE (by State Council #2-A)

. CRIMINAL JUSTICE ROLE (by State Council #2-A)

. CRIME PREVENTION (by State Council #1-A.1)

*Evaluation Criteria:

. Number and type of new or expanded volunteer services implemented during program year.

A. Number of volunteers recruited;

B. Project turnover rate;

C. Number of public served by type of service and caseworker;

. Cost effective and impact assessment for all volunteer programs is type of project, population service, geographic area, participating criminal justice agencies.

Program IB-Citizen Action - Continued

*Objectives:

. To develop increased support and understanding of the criminal justice system functions within the community.

. To increase the opportunities and types of volunteer services provided within the criminal justice system to members within each community.

. To maintain an assessment of the effectiveness and efficiency of volunteer programs as component functions of criminal justice agency operations.

*Related Standards:

. THE COMMUNITY (by State Council #1-A)

. THE COMMUNITY (by State Council #1-A)

. LAW ENFORCEMENT ROLE (by State Council #1-C)

. THE COMMUNITY (by State Council #1-A)

. LAW ENFORCEMENT ROLE (by State Council #1-C)

*Evaluation Criteria:

. Number and type of public education releases made relating to criminal justice.

A. Community reaction as measured by contacts with criminal justice personnel for information.

Program IB-Citizen Action - Continued

*Objectives:

. To develop increased support and understanding of the criminal justice system and its functions within the community.

*Related Standards:

. THE COMMUNITY (by State Council #1-A)
. LAW ENFORCEMENT ROLE (by State Council #1-C)

*Implementation:

1. Focus of Program Support: This program contemplates no funding for the FY1977 program year. State Council priorities for funding coupled with the limited availability of funds has resulted in this program receiving no current support.

2. Special Requirements:

a. Subgrantee Eligibility -

There are no subgrants contemplated under this category for the program year FY1977. If subsequent program support were developed, the eligibility of the subgrantee would depend upon compliance with federal and state law, regulations and conditions, matching contribution, feasibility and need. In the event of funds flow under this program, the subgrantees will also be contingent upon the following:

(1) That the subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-to-day operations of the participating law enforcement agencies;

(2) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the substance of the subgrant application;

(3) That the subgrantees demonstrate a commitment to comply with the requirements of the appropriate program evaluation components specified by the preseding "Evaluation Criteria" and the following subparagraph b - "Data Needs Related to Evaluation".

b. Data Needs Related to Evaluation -

Support from this program if implemented, will be contingent upon the inclusion of the following data elements in each application received by the Division of Criminal Justice:

1. Number and type of new projects by area and population size in relation to the crime problem.
2. Number and type of expanded projects by area , population size to be effected, crime problem.
3. Number of volunteers enlisted for program.
 - . costs per client for projects
 - . number of services provided by number of clients and types of project
 - . cost for services provided compared to non-

volunteer programs providing similar services

- . impact comparison (success rates) for non-volunteer programs similar in nature to volunteer programs using evaluated
- 1. Number and type of media releases made, per project by number of population reached.
- 2. Number of contacts made as a result of public information releases.
- 3. Number of public attending meetings.

*Subgrant Data:

No funds for the current FY1977 program year are contemplated under this program.

*Budget:

Federal Support 90%	Match Support 10%

Total Federal Support	Total Match Support
State Part C \$0	State Match Part C \$0
State Part E 0	State Match Part E 0
Local Part C 0	Local Match Part C 0
Local Part E 0	Local Match Part E 0
State JJDP 0	State Match JJDP 0
Local JJDP 0	Local Match JJDP 0

*Multi-Year Forecast:

- a. Projected funding -
 - FY 1978 - \$ 0
 - FY 1979 - \$ 0

b. Multi-Year Focus of Support -

This program does not presently forecast funding in the fiscal years subsequent to FY1977. This projected lack of funding is due to the placement of higher priorities upon other program areas of the Plan by the State Council on Criminal Justice as compared to the lower priority assigned to "citizen action".

*Technical Assistance:

1. Inventory of Available Resources -

There currently exists many formal and informal citizen organizations, not within the criminal justice system, which can serve as a valuable resource in the prevention of crime and the rehabilitation of offenders. These groups can assist in providing such benefits as health care, counseling job skill training, treatment modalities and reserve police manpower.

To list each specific group or organization providing these services would be a cumbersome task. Specific local or regional resources can readily be identified through such sources as: councils of government, state social service agencies, municipal and county units of government and regional criminal justice planners.

2. Assessment of Technical Assistance Needs and Problems -

Realizing that citizens provide the greatest resource of potential assistance to criminal justice practitioners, every effort should be made to enlist their involvement in both formal and informal organizations. Identifying these community motivators and involving them in relevant supportive activities is a major requirement of practitioners at the local and regional level.

Technical assistance in the determination of particular needs and problems can best deal with, as previously mentioned, through those organizations such as regional planning units and councils of government.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice has identified the technical assistance priority need of citizen action volunteer programs as number ten.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be utilized -

The resources to be used in the indirect delivery of technical assistance are those coordinating service delivery agencies serving local, county and regional governments. Since these particulars differ throughout

the state, identification must be made locally. Once this factor has been accomplished, direct referral to specific resource areas can then be made.

(b) Methodology for Technical Assistance Resources Utilization -

(1) How needs are identified -

Practitioners within the criminal justice system will be able to provide areas in which citizen action volunteer programs can be of direct assistance in furthering the level of current service delivery. These requests can be directly made to local and regional coordinating agencies who can further contact appropriate state agencies for additional input.

(2) How the impact will be measured (efficiency and effectiveness - i.e., followup on technical assistance services in determining their impact) -

The effectiveness of this technical assistance in the area of citizen volunteer programs can be measured by the amount, type and level of participation obtained after technical assistance is rendered. Through the development of new and expansion of current avenues for volunteer participation, the level of informal criminal justice services should provide the system with viable alternatives to existing limited resources. Based on

localized needs assessment, the criminal justice structure can then be expanded to involve a greater spectrum of community involvement.

- (c) Deficiencies for which resources are presently unavailable.

A thorough listing of citizen volunteer programs currently available is generally lacking on a regional basis. Efforts should be expended to create a register of current service organizations and solicitation made for areas in which they can be created or further expanded.

Finally, financial assistance should be directed to many of these volunteer programs which, by their nature, may prohibit certain citizens from participating. As in the case of police reserve units, members are usually required to purchase their own uniform and equipment which in many cases prevents, or limits enrollment due to financial constraints. Through the allocation of direct financial assisting many of these current restrictions could be eliminated.

FUNCTIONAL CATEGORY 2 -PREVENTION

Functional Category II

Prevention

Goals:

- . Increase knowledge of causes of delinquency and crime in Colorado and direct major resources into the resolution of causes.
- . Provide early intervention in the lives of youths to reduce the number coming officially to the attention of the criminal justice process by 5% in 1978.
- . Reduce crime potential by limiting the opportunity and propensity for the commission of crime.
- . Direct corrective intervention and preventive activities to individuals or groups who have demonstrated a high potential for engaging in criminal acts.
- . Create a proactive crime preventive awareness and capability within law enforcement agencies throughout the state.

PROGRAM IIA -JUVENILE DELINQUENCY PREVENTION

Program II-A - Juvenile Delinquency Prevention

*Relationship to the Analysis of Problems

Serious crime in Colorado is predominantly committed by juveniles. Although juveniles account for only 16% of the total state population, they account for 52.6% of all major crimes. Juveniles account for 35.4% of all arrests made in Colorado. It is important to utilize and coordinate existing social agencies who provide services to youth in addition to initiating programs aimed at preventing the entrance of a child into the juvenile justice system. This type of proactive approach should reduce the numbers of children we now deal with retroactively.

CONTINUED

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Program II-A - Juvenile Delinquency Prevention

*Objectives:

- . Define and research various levels of delinquency prevention, roles and responsibilities of all segments of the community and the adoption of the findings.
- . Assessment of the effectiveness and efficiency of existing youth services delivery systems.
- . Implementation of an effective and efficient youth services delivery system.
- . Development and implementation of programs directed towards increasing youths' knowledge and understanding of the criminal justice system and processes.

*Related Standards:

- . EXPANSION OF JOB OPPORTUNITIES FOR YOUTH (To be considered by State Council) (#3-1.1)
- . AFTER SCHOOL AND SUMMER EMPLOYMENT (To be considered by State Council) (#3-1.2)

*Evaluation Criteria:

- . As the objectives state, there has been little basic work in delinquency prevention. Hence, rather than create evaluation criteria in a vacuum, some research-action programs should be devised which could be quantitatively and qualitatively measurable and which would help to answer the questions posed in the objectives section. Some possible research items which would address the objectives are:
- a) The role of the school system in delinquency prevention.
 - b) Family dynamics in delinquency

Program II-A - Juvenile Delinquency Prevention (Continued)

*Objectives:

. Providing services to youth upon first contact with the juvenile justice system, thereby reducing the incidence of subsequent contacts.

*Related Standards:

. AFTER SCHOOL AND SUMMER EMPLOYMENT (To be considered by State Council) (#3-1.2)

*Evaluation Criteria:

- c) Peer-group dynamics
- d) Alternatives to gang formations; rechanneling the energies of anti-social gang behavior.
- e) The role of the business community in delinquency prevention.
- f) Coordination of the delivery of services to youth by a variety of agencies.
- g) Minor acts of delinquency as a "cry for help", and the need for immediate crisis services for such children in trouble.

*Implementation:

1. Focus of Program Support: This program will focus on providing programs which seek to prevent youth from entering the system or to prevent them from any further penetration once initial contact has been made. Under LEAA guidelines (Legal Opinion #75-12), prevention programs must take place exclusively within the criminal justice system or they must offer some well-reasoned, researched and documented reason why a target group outside the juvenile justice system are considered to be on the verge of entering the system. Such programs dealing with youth outside the System must establish the requisite connection between the proposed program and a direct impact upon the reduction and prevention of crime and delinquency.

2. Special Requirements:

a. Subgrantee Eligibility -

. The eligibility of the subgrantee is dependent upon compliance with federal and state laws, regulations and conditions, matching contributions, feasibility and needs.

. Programs which deal with juveniles outside of the criminal justice system must provide documented research showing a connection between the proposed target group and potential entrance into the juvenile justice system.

. Programs which deal with juveniles inside the juvenile justice system may also provide services to youth referred by social services, schools, etc. provided such referrals compose no more than 40% of the entire caseload and meet the referral criteria of the grant.

. Programs funded in the prevention category must deal with youth referred at the police level. Such referral may be the result of a contact or an arrest. If the referral is done formally to a youth service bureau or other social agency, it is considered diversion. If it is informal counseling and referral at the police level, it will be considered prevention. Projects which fund juvenile officers who counsel youth and act as liaisons to other systems are examples of prevention programs.

. All programs funded in this category must have an entire program for dealing with youth. It may not be limited to recreation, although that may be one component.

. The subgrantee must ensure that all security and privacy provisions of the children's code will be followed.

. All applications in this category must address public information and education and volunteer components. To whatever extent possible, each application must utilize, coordinate or initiate such efforts.

. All programs requesting second or third year funding must provide for one-year follow-up of clients served in the previous year (years).

. All applications in this category must be received by DCJ no later than March 31, 1977. If not received by that date, the money will be reallocated or made available for competition.

The eligibility of subgrantees will also be contingent upon the following:

(1) That the subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-to-day operations of the participating agency.

(2) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the daily operations.

(3) That the subgrantees demonstrate a commitment to comply with the requirements of the program evaluation components specified by the preceding "Evaluation Criteria" and the following subparagraph b - "Data Needs Related to Evaluation".

b. Data Needs Related to Evaluation

The following data elements at a minimum, must be included in or accounted for in each application received by DCJ.

1. Number of clients served.
2. Type and number of services provided.
3. Treatment modalities used by type of clients.

4. Offense background for clients.
5. Demographic characteristics of clients.
6. Baseline data on expected offense trends of potential clients.
7. Recidivism (as defined by JJ & DP Plan) levels as compared to expecteds.
8. Cost to institutions, agencies, projects.
9. Cost compared to successful terminations.
10. Probation/parole revocations.
11. Type of staff personnel, i.e., para-professionals, volunteers, etc.
12. Staff turnover.
13. At risk periods used in project evaluations.

Subgrant Data:

The Department of Education will be eligible to receive a subgrant of \$25,000 for a school/corrections liaison program.

Region 1 will be eligible to receive \$40,000 for a youth work program and \$10,000 for a Juvenile Officer in Logan County.

Region 4 will be eligible to receive \$75,000 for a Juvenile Outreach Workers Program.

Region 6 will be eligible to receive \$45,000 for an Involvement Specialist Program.

Region 7 will be eligible to receive \$16,000 for a Juvenile Officer Program in Trinidad.

Region 9 will be eligible to receive \$7,000 for a Juvenile Officer Program in Cortez.

Denver will be eligible to receive \$100,000 for a Learning Disabilities Program.

Budget

Federal Support 90%		Match Support 10%	
-----		-----	
Total		Total	
Federal Support	\$ 318,000	Match Support	\$35,333
State Part C	25,000	State Match Part C	2,778
State Part E	-0-	State Match Part E	-0-
Local Part C	293,000	Local Match Part C	32,555
Local Part E	-0-	Local Match Part E	-0-
State JJDP	-0-	State Match JJDP	-0-
Local JJDP	-0-	Local Match JJDP	-0-

*Multi-Year Forecast:

a. Projected funding -

FY 1978 \$400,000
 FY 1979 \$475,000

b. Multi-Year Focus of Support -

The funds budgeted in this program category for 1978 are forecast to continue approximately \$265,000 of projects started with 1977 funds and to start \$135,000 of new projects. The new projects should provide services to youth to keep them from entering the criminal justice system or to prevent further contact with the system.

The projects must follow the requirements set forth above with provisions to assure that juveniles who would not otherwise have contact with the system are not labeled as pre-delinquent and treated differently because of the project. In 1979 approximately \$290,000 will be budgeted to continue projects started in 1977 and 1978 and the remaining \$185,000 will be budgeted for new projects in this program category.

*Technical Assistance:

1. Inventory of Available Resources -

Various levels and sources of juvenile delinquency prevention technical assistance currently exist within the state of Colorado. Those most easily identified are listed below in addition to local regional planning offices throughout the state.

(a) The Division of Criminal Justice in conjunction with the Commission on Criminal Justice Standards can provide technical assistance through the juvenile justice and crime prevention specialists. These individuals have

working knowledge of current program operations in both metropolitan and rural areas of the state.

(b) A Denver regional crime prevention program will provide expertise in the area of delinquency prevention particularly as it concerns school problems.

(c) Various police-school liaison programs are available throughout the state to provide knowledge and assistance in this area.

(d) Prevention through education programs is also available primarily through the Department of Education. The Colorado Bar Association's Law Education Committee is also highly involved in this education for prevention program and can provide legal expertise in this area.

(e) The Division of Youth Services also has personnel well versed in the field of delinquency prevention and can be called upon for technical assistance.

2. Assessment of Technical Assistance Needs and Problems -

The current level of unified delinquency prevention activities within the state of Colorado is generally lacking. For programs that currently exist at the county or local level, extensive coordination with the region is virtually nonexistent. Failures in such areas as training, record keeping and general public awareness are apparent. A unified approach to the effective use of delinquency

prevention resources is required if maximum service delivery is to result.

Coordination of prevention programs is important, but there is a definite lack of knowledge and cooperation among youth-serving agencies.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice has assigned a juvenile justice functional priority of Two to delinquency prevention technical assistance.

4. Strategy for the Delivery of Technical Assistance -
(a) Resources to be utilized -

It is anticipated that a statewide organization of law enforcement crime prevention specialists will soon be formed within Colorado. This association will be able to assess the level of delinquency prevention services statewide and act to effect change through the showing of information and program areas.

Technical assistance requests made to the Division of Criminal Justice or the Commission on Criminal Justice Standards will be met with the proper manpower allocation. Specialists from both the juvenile justice and crime prevention fields will be available to respond to agencies requiring planning and implementation services in this area.

(b) Methodology for Technical Assistance Resources Utilization -

(1) How needs are identified -

The need for technical assistance can be determined by the current level of delinquency prevention services presently being offered at the municipal, county and state levels. The method by which this service transfer exists on a unified basis at the regional level is also a determinate for further consideration.

(2) How the Impact will be Measured -

(efficiency and effectiveness - i.e., followup on technical assistance services in determining their impact) -

The effectiveness of this technical assistance delivery can be measured by the institution and upgrading of delinquency prevention program delivery. This implementation should also be viewed from a regional prospective as a long- or short-range goal depending on the current level of program existance.

(c) Deficiencies for which resources are presently unavailable.

There is currently a lack of education about delinquency prevention both in and out of the criminal justice system. Personnel trained in the area of prevention would be beneficial to meeting the ultimate goal of crime reduction. The Divison of Criminal Justice should assist

in this field of educating prevention personnel and should concentrate its technical assistance resources in this very important area.

PROGRAM IIB -SPECIFIC CRIMES PREVENTION

Program II-B - Specific Crime Prevention

*Relationship to the Analysis of Problems:

The incidence of Part I and II crimes in the State of Colorado continues a general trend of increase. Although there exists no generally acceptable or tolerable level of crime incidence for the state or local government jurisdictions, the present and forecasted levels of crime incidence suggest a continued effort on the part of criminal justice agencies to develop and constantly improve community crime prevention efforts. This program therefore suggests a proactive rather than reactive approach to the incidence of crime.

Program II-B - Specific Crime Prevention

*Objectives:

. To develop improved understanding of crime and crime prevention methods at the community level.

. To develop and implement specific crime prevention segments within local law enforcement agencies.

. To reduce the incidence of crime through the implementation of improved methods of protecting human and physical targets specially related to the crimes of:

*Related Standards:

. CRIME PREVENTION (passed by State Council #1-2.1)

. LAW ENFORCEMENT COMMUNITY PHYSICAL PLANNING (passed by State Council #1-2.3)

. CRIME PREVENTION (passed by State Council #1-2.1)

. LAW ENFORCEMENT COMMUNITY PHYSICAL PLANNING (passed by State Council #1-2.3)

*Evaluation Criteria:

. Number and type of specific crime prevention methodologies developed; implemented; assessed.

A. Impact of methodologies implemented.

B. Decreased documented in crime trends as result of methodologies developed and implemented.

.. Assessment of trend increases or decreases as a result of improved protective methods.

A. Crime specific analysis of trends using baseline for each of the following specific crime areas:
Burglary - assessment of actual reduction of burglaries for target areas; comparison to 5% reduction.

Program II-B - Specific Crime Prevention (continued)

*Objectives:

-Burglary - To reduce the vulnerability of selected high incidence physical target areas to the crime of burglary through site hardening techniques forecasting a 5% reduction in the incidence of burglary in the targeted areas during the program year.

-Robbery - To reduce the vulnerability of selected high incidence physical target

*Related Standards:

*Evaluation Criteria:

Robbery - assessment of actual reductions of robberies for target areas; comparison to 5% reduction goal.

Program II-B Specific Crime Prevention (cont.)

*Objectives:

areas to the crime of robbery through site hardening techniques forecasting a 5% reduction in the incidence of robbery in the targeted areas during the program year.

-Rape - To reduce the vulnerability of selected high incidence physical target areas to the crime of rape through site hardening techniques forecasting a 5% reduction in the incidence of rape in the targeted areas during the program year.

*Related Standards:

*Evaluation Criteria:

Rape - assessment of actual reductions of rapes for target areas; comparison to 5% reduction goal.

Program II-B Specific Crime Prevention (cont.)

*Objectives:

-Aggravated Assault - To reduce the vulnerability of selected high incidence physical target areas to the crime of aggravated assault through site hardening techniques forecasting a 10% reduction in the incidence of aggravated assault in the targeted areas during the program year

-Grand Larceny - To reduce the vulnerability of selected high incidence physical target areas to the crime of grand larceny through site hardening techniques

*Related Standards:

*Evaluation Criteria:

Aggravated Assault - assessment of actual reductions of aggravated assault for target areas; comparison to 10% reduction goal.

Grand Larceny - assessment of actual reductions of grand larceny for target areas; comparison to 10% reduction goal.

Program II-B Specific Crime Prevention (cont.)

*Objectives:

forecasting a 10% reduction in the
incidence of grand larceny in the
target areas during the program year.

*Related Standards:

*Evaluation Criteria:

*Implementation:

1. Focus of Program Support: This program will continue to support proactive (preventative) activities hosted by state and local units of government for the reduction in the incidence of rape, robbery, burglary, aggravated assault, and felony theft. This program will focus upon target areas of greatest need in the state and approach crime incidence reduction through reaching potential victims through prevention education and target hardening.

2. Special Requirements:

a. Subgrantee Eligibility -

The eligibility of the subgrantees under this program will be dependent upon compliance with federal and state law, regulations and conditions, matching contributions, feasibility and need. Eligibility of subgrantees will also be contingent upon the following:

(1) That the subgrantee has demonstrated a commitment to implement and maintain operational crime analysis capabilities in support of the subgrants under this program;

(2) That the subgrantee has demonstrated a commitment to incorporate the specific crime prevention operations supported by this program into the day-to-day operations of the participating criminal justice agencies;

(3) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the substance of the subgrant application; and

(4) That the subgrantee, as part of the subgrant application, demonstrate a commitment to comply with the requirements of the appropriate program evaluation components specified by the preceding "Evaluation Criteria" and the follow subparagraph b - "Data Needs Related to Evaluation".

b. Data Needs Related to Evaluation -

1. Number of methodologies developed.
2. Number of methodologies implemented.
3. Number of agencies involved by type of methodology.
4. Baseline of specific crime to be imparted upon.
5. Subsequent crime rates after implementation.
6. Populations affected.
7. Number of methodologies continued after one year.
 1. Number of improved techniques.
 2. Number of population affected.
 3. Impact of type of crime, as follows:

Burglary:

- a. Number of previous (baseline).
- b. Trend expectations by target areas.
- c. Overall impact.
 - (1) Reduction of crime.
 - (2) Population affected by size.
 - (3) Number of crimes in adjacent areas (displacement factor).

Robbery:

- a. Number of previous (baseline).
- b. Trend expectations by target areas.
- c. Overall impact.
 - (1) Reduction of crime.
 - (2) Population affected by size.
 - (3) Number of crimes in adjacent areas (displacement factor).

Rape:

- a. Number of previous (baseline).
- b. Trend expectations by target areas.
- c. Overall impact.
 - (1) Reduction of crime.
 - (2) Population affected by size.
 - (3) Number of crimes in adjacent areas (displacement factor).

Aggravated Assault:

- a. Number of previous (baseline).
- b. Trend expectations by target areas.
- c. Overall impact.
 - (1) Reduction of crime.
 - (2) Population affected by size.
 - (3) Number of crimes in adjacent areas (displacement factor).

Grand Larceny:

- a. Number of previous (baseline).
- b. Trend expectations by target areas.
- c. Overall impact.
 - (1) Reduction of crime.
 - (2) Population affected by size.
 - (3) Number of crimes in adjacent areas (displacement factor).

*Subgrant Data:

This program, in responding to high priority emphasis by the State Council on Criminal Justice, will support two new crime prevention projects in the high crime incidence areas of Regions 2 (Weld-Larimer area) and 3 (Denver metropolitan area). These two subgrants will not exceed \$173,659 in total.

*Budget:

Federal Support		Match Support	
90%		10%	
-----		-----	
Total		Total	
Federal Support	\$173,659	Match Support	\$19,295
State Part C	Ø	State Match Part C	Ø
State Part E	Ø	State Match Part E	Ø
Local Part C	173,659	Local Match Part C	19,295
Local Part E	Ø	Local Match Part E	Ø
State JJDP	Ø	State Match JJDP	Ø
Local JJDP	Ø	Local Match JJDP	Ø

*Multi-Year Forecast:

- a. Projected funding -
FY 1978 - \$250,000 Part C
FY 1979 - 250,000 Part C
- b. Multi-year Focus of Support -

This program will provide proactive preventative activities at the local unit of government level for the reduction of the incidence of the specific crimes including burglary, robbery, rape, aggravated assault, and theft (including auto theft). Crime specific prevention programs will continue to be generated and supported in high crime incidence areas of the state. Two continuation subgrants will be supported in the Denver SMSA and the Colorado Springs SMSA. One new prevention effort will be initiated in the Larimer-Weld SMSA's during the multi-year FY 1978-1979 period. Contingent upon additional funds availability, this program intends more intensified activities for prevention in areas of greatest need throughout the state. These efforts are designed to reduce the number of potential victims through education and physical target hardening. The

continuation funding of subgrants incorporates local assumption of costs enabling the generation of new subgrant efforts in additional areas of the state not impacted by previous program efforts. The assignment of first priority status (1 of 9 priorities among police functions) by the State Council on Criminal Justice has set the scope and direction of continued and intensified emphasis upon crime prevention activities throughout the state beyond FY 1979.

*Technical Assistance:

1. Inventory of Available Resources -

Various levels and sources of crime prevention technical assistance currently exist within the state of Colorado. Those most easily identified are listed below in addition to local regional planning offices throughout the state.

(a) The Division of Criminal Justice in conjunction with the Commission on Criminal Justice Standards can provide technical assistance through the police and crime prevention specialists. These individuals have working knowledge of current program operations in both Colorado and outstate areas.

(b) Colorado Crime Check, a project instituted in August 1976, is a Denver regional crime prevention program involving all law enforcement agencies within the counties of Boulder, Arapahoe, Jefferson and Adams.

Currently based at the Colorado Bureau of Investigation, this program can furnish agencies throughout the state with resource materials on various dimensions and aspects of community crime prevention.

(c) The City and County of Denver has recently experienced an LEAA-funded program entitled, Neighbors Against Crime Together. This project based on the use of sworn law enforcement officers, incorporates the principles of neighborhood involvement as a means to reduce current crime funds.

(d) Various crime deterrent programs also exist within many larger sheriff and municipal police agencies throughout the state. These efforts have basically been in the area of Operation I.D., Neighborhood Watch and target hardening techniques.

2. Assessment of Technical Assistance Needs and Problems -

The current level of unified crime prevention activities within the state of Colorado is generally lacking. For programs that currently exist at the county or local level, extensive coordination with the region is virtually non-existent. There has been a failure in such areas as training, record keeping and general public awareness. A unified approach to the effective use of these resources is required if maximum service delivery is to result.

Combining and unifying crime prevention programming is a key factor in the development of a professionalized approach to incidence reduction.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice has assigned a police-related functional priority of number one to specific crime prevention technical assistance.

4. Strategy for the Delivery of Technical Assistance -
(a) Resources to be utilized -

It is anticipated that a statewide organization of law enforcement crime prevention specialists will soon be formed within Colorado. This association will be able to assess the level of crime prevention services statewide and act to effect change through the showing of information and program ideas.

Program information and evaluation from the Denver Regional Crime Prevention Program (Colorado Crime Check) will also be made available to requesting agencies. This regional concept can be implemented in other parts of the state having similar geographic and population compositions.

In addition, technical requests made to the Division of Criminal Justice or the Commission on Criminal Justice Standards will be met with the proper manpower allocation. Specialists from both the police and crime prevention

fields will be available to respond to agencies requiring planning and implementation services in this area.

(b) Methodology for Technical Assistance Resources Utilization -

(1) How needs are identified -

The need for technical assistance can be determined by the current level of crime prevention services presently being offered at the municipal and county level. The method by which this service transfer exists on a unified basis at the regional level is also a determinate for further consideration.

(2) How the Impact will be Measured -

(efficiency and effectiveness - i.e., followup on technical assistance services in determining their impact) -

The effectiveness of this technical assistance delivery can be measured by the institution and upgrading of crime prevention program delivery to local communities. This implementation should also be viewed from a regional prospective as a long-or short-range goal depending on the current level of program existence.

(c) Deficiencies for which resources are presently unavailable.

There currently lacks within the state of Colorado any continuing formal location for the education of

crime prevention personnel. This aspect of technical assistance must be initiated at either the basic curriculum level currently offered at CLETA or through the implementation of inservice sessions conducted for certified law enforcement personnel.

The Division of Criminal Justice should also have within its structure the ability to publish educational material for citizen use and information within the state. Through this means, a unified media and public awareness program could then result.

FUNCTIONAL CATEGORY 3 -DETECTION AND APPREHENSION

PROGRAM IIIA -CRIME ANALYSIS

Functional Category III

Detection - Apprehension

Goals:

- . To provide adequate police coverage of potential crime areas, to quicken police response to crime incidents, to upgrade the quality of investigation, to increase the apprehension of offenders and to reach a high level of successful prosecutions.
- . To reduce crime through employment of effective and efficient police services.

Program III-A - Crime Analysis

*Relationship to the Analysis of Problems:

Adequate response to calls for law enforcement services and assuring availability of resources when needed, particularly in dealing with Part I and II crimes incidence, requires the skillful analysis of data and accurate forecasting of problems before they occur. Deployment based solely on intuition or chance is not possible when resources are limited and the incidence of crime continues to rise. The increasing and high incidence of crime in the state requires a reassessment of the techniques, tactics and logistics of law enforcement operations. A fundamental ingredient of this reassessment is the recognition that crime analysis provides the police administrator with the latest methodologies to assess problems, forecast their extent, and provide alternative responses and expected impacts.

Program III-A - Crime Analysis

*Objectives:

. To encourage the development of crime analysis capabilities to law enforcement agencies serving areas of high crime incidence in the state.

. To provide crime analysis capabilities to law enforcement agencies that are currently implementing specific crime prevention and specific crime control programs.

*Related Standards:

. DATA COLLECTION AND CRIME ANALYSIS (passed by State Council #3-A).

. CRIME REPORTING AND INFORMATION SYSTEMS (passed by State Council #3-E).

. DATA COLLECTION AND CRIME ANALYSIS (passed by State Council #3-A).

. CRIME REPORTING AND INFORMATION SYSTEMS (passed by State Council #3-E).

*Evaluation Criteria:

. Pre and post test assessment of high crime incidence area law enforcement agencies implementation of crime analysis units where they were nonexistent prior to the program year.

. Assessment of specific crime prevention and control projects implemented under Programs "II-B - Specific Crime Prevention" and "III-B - Special Operations" of this Plan.

Program III-A - Crime Analysis (Continued)

*Objectives:

. To assess the impact of crime analysis in improving the ability of law enforcement to forecast crime problems and reduce the incidence of crime through specific crime prevention and control programs

*Related Standards:

. PLANNING CAPABILITIES AND STRUCTURE (passed by State Council #12-G)

. LAW ENFORCEMENT SPECIAL OPERATIONS (passed by State Council #3-D)

. DATA COLLECTION AND CRIME ANALYSIS (passed by State Council #3-A)

. CRIMINAL JUSTICE ROLE IN CRIME PREVENTION (passed by State Council #2-A)

*Evaluation Criteria:

. Quarterly assessment of the results of the crime analysis unit recommendations as they are operationally implemented under Programs "II-B - Specific Crime Prevention" and "III-B - Special Operations" of this Plan.

Program III-A - Crime Analysis (Continued)

*Objectives:

. This assessment will continue to:

a. Test the utility of crime analysis techniques in crime problem identification.

b. Test the utility of crime analysis techniques as applied to the identification and selection of successful alternative responses to crime problems.

*Related Standards:

. LAW ENFORCEMENT SPECIAL OPERATIONS (passed by State Council #3-D)

*Evaluation Criteria:

. Quarterly assessment of the precision of crime analysis techniques in accurately defining recording and forecasting crime incidence.

. Quarterly assessment of crime analysis unit recommendations and the results of operational implementation of the recommended deployment of resources.

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(2) That the subgrantee has demonstrated an ongoing commitment to incorporate crime analysis capabilities into the support of day-to-day operations of the law enforcement agency;

(3) That the subgrantee has demonstrated a commitment to adopt standardized reporting under the Colorado Comprehensive Data System Plan and as provided in the document, State of Colorado Police Reporting System, August, 1975;

(4) That the subgrantees demonstrate a commitment to incorporate the objectives of this program into the substance of the subgrant application; and

(5) That the subgrantee, as part of the subgrant application, demonstrate a commitment to comply with the requirements of the program evaluation components specified by the preceding "Evaluation Criteria", and the following subparagraph b - "Data Needs Related to Evaluation."

b. Data Needs Related to Evaluation -

1. Current number of crime analysis units, by location and type of agency.
2. Increase of crime analysis capabilities (new units or expansions) by location and type of agency.
3. Impact in terms of cases closed by arrest, cases filed, convictions won.

1. Number of projects implemented by type of project, location, type of agency, crime/crimes effected.
 2. Impact of crime analysis units in terms of project implemented.
-
1. Quality and impact of reports generated, by type of recommendations and subsequent implementation or action.
-
1. Actual crime trends compared to predicted , for determination of accuracy and efficiency of crime analysis units.
 2. Impact in terms of specific strategies and planning developed and implemented as a result of recording and forecasting activities.
 3. Number and type of reports generated.
-
1. Quality and impact of reports generated, by type of recommendations and subsequent implementation or action.

*Implementation:

1. Focus of Program Support: This program will support the continued development of crime analysis capabilities in law enforcement agencies throughout the state. It is upon these capabilities that enlightened deployment of crime specific prevention and control effort will depend (refer to Programs II-B - Specific Crime Prevention and III-B - Special Operations). This program will continue to support the development of crime analysis units in high crime incidence areas of the five SMSA areas of the state. As this development progresses, area-wide crime analysis will be introduced into areas outside the SMSA's where crime incidence is sufficiently high to justify development of this specialized function.

2. Special Requirements:

a. Subgrantee Eligibility -

The eligibility of subgrantees under this program will depend upon compliance with federal and state law, regulations and conditions, matching contribution, feasibility and need. Eligibility of subgrantees will also be contingent upon the following:

(1) That the subgrantee has demonstrated a commitment to implement and maintain special crime units for prevention and control of major crimes;

*Subgrant Data:

This program will continue to emphasize the support of crime analysis units in high crime incidence areas of the state. The Larimer-Weld SMSA will receive continuation subgrant support not to exceed \$41,667.

*Budget:

Federal Support 90%		Match Support 10%	
-----		-----	
Total		Total	
Federal Support	\$41,667	Match Support	\$4,630
State Part C	Ø	State Match Part C	Ø
State Part E	Ø	State Match Part E	Ø
Local Part C	41,667	Local Match Part C	4,630
Local Part E	Ø	Local Match Part E	Ø
State JJDP	Ø	State Match JJDP	Ø
Local JJDP	Ø	Local Match JJDP	Ø

*Multi-Year Forecast:

- a. Projected funding -
FY1978 - \$50,000 Part C
FY1979 - \$50,000 Part C

- b. Multi-Year Focus of Support -

Crime analysis capabilities in the state were virtually non-existent until crime specific programs were initiated under the FY1973 Plan. The continued development of crime analysis units in the SMSA/high crime areas of the state is forecast for the current and subsequent years under this program. Limited availability of funds will require a phased development of crime analysis capabilities with first priority emphasis on SMSA areas of the state experiencing high crime incidence. Subsequent years program support will flow to areas of the state demonstrating increasing crime

Incidence rates from which it is apparant that high crime area status is possible. Thus, as this program development progresses over time, area-wide crime analysis will be introduced into every area of the state where the incidence of crime is sufficiently high to justify development of this specialized function. The two program years subsequent to this FY1977 plan are forecasted to include the continuation of two subgrants in Regions 2 and 4. New project development is forecasted in Region 7 and in a region located on the western slope of the state.

*Technical Assistance:

1. Inventory of Available Resources -

The subgrantee has three initial sources of technical assistance related to this program. The first contact for assistance should be made through the local regional planning offices throughout the state. A listing of these offices are incorporated into this plan under Chapter I, Section B, Regional Councils and Staff.

The Divison of Criminal Justice provides overall crime analysis related technical assistance through the Research and Statistics section, Division police specialist and law enforcement coordinator for the Division's Commission on Criminal Justice Standards. In addition to these services, several Colorado law enforcement agencies have formal crime analysis capabilities with staff members assigned these functions.

2. Assessment of Technical Assistance Needs and Problems -

While most Colorado law enforcement agencies engage in some kind of crime analysis function, the level of sophistication differs markedly. The process may range from an individual applying logic to a simple set of facts to a specialist applying sophisticated analytical techniques to available facts. Crime analysis in the "pure sense" involves the collection, analysis and dissemination of crime data in support of law enforcement operations for the purpose of predicting criminal trends to reduce crime in a cost-effective manner. Resources available for upgrading the "sophistication" of an agency's crime analysis capabilities are generally limited to those available through the Colorado Division of Criminal Justice, Regional Criminal Justice Planners with crime analysis skills, and those personnel of Colorado law enforcement agencies possessing in-house crime analysis capabilities.

The greatest program related problem for technical assistance is the need to implement the objectives and related standards of this program on a statewide basis in spite of the limited technical assistance resources and program funding. A further impediment may be the lack of substantive understanding of the crime analysis process and its relationship to criminal investigations and manpower resources allocation on the part of many Colorado chief law enforcement executives.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice assigned a police related functional priority of two (of three priorities) to crime analysis development through technical assistance (refer to "Technical Assistance" - pages A-1 thru 8 of this Chapter). This second of three priorities includes both communications/record development and specific crimes operations. This inclusion of the three police functions in the second priority rating recognizes the interrelationships of records, communications, and analysis of data. The priority also recognizes a need to attain adequate levels of police service through timely retrieval, dissemination, and analysis of data at the operational level of the police service.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be utilized -

This program forecasts the use of existing personnel of the Colorado Division of Criminal Justice and personnel presently working on the staffs of successful crime analysis projects located within Colorado law enforcement agencies. In addition, technical assistance requests for out-of-state expertise when the need arises will be forwarded through the Region VIII office of the Law Enforcement Assistance Administration. The criminal justice advisory councils of the thirteen planning regions and their staffs as well as

the Colorado Association of Chiefs of Police and Colorado Sheriff's Association will be utilized in encouraging agencies within the State to consider the benefits of implementing formalized crime analysis capabilities. Emphasis will be accorded a regional approach to such capability when it is apparent that 1) any single law enforcement agency is incapable of supporting a formalized crime analysis capability and 2) it is necessary to utilize aggregate crime data (both method of operation, [M.O.] and personal descriptor items) from a number of agencies within the region in order to supply adequate amounts of information elements for analysis purposes.

(b) Methodology for Technical Assistance Resources Utilization -

(1) How needs are identified -

Needs are isolated and identified on the basis of agencies expressing an interest in developing and utilizing crime analysis capabilities. It is anticipated that a series of training workshops to be sponsored throughout the state on the crime analysis and criminal investigative case management process by the Commission on Criminal Justice Standards will generate considerable interest in formalizing crime analysis capabilities within law enforcement agencies.

(2) How the impact will be measured -

The impacts of technical assistance are directly related to the objectives and related standards of this program. Technical assistance is one means of providing the transfer of technology from successful experiences and at the same time identify, isolate and seek to avoid the possibility of failure.

(c) Deficiencies for which resources are presently unavailable.

Criminal investigation consists largely of assembling the necessary pieces of information required to establish the identity of a suspect. This truism has been an historical benchmark of policing. However, in spite of fairly well-publicized crime analysis projects and methodologies (i.e., LEAA Prescriptive Package Police Crime Analysis Unit Handbook) relatively few chief law enforcement executives have placed priority attention on the crime analysis function. Too frequently, a research report such as the previously mentioned LEAA publication gathers dust on a recipient's bookshelf. It will require considerable energies to acquaint Colorado law enforcement executives with the programatic capabilities of formalized crime analysis support services. Although existing crime analysis programs are few in number, it is hoped that training workshops and featured publicity of present

crime analysis capabilities within Colorado law enforcement agencies will generate widespread inquiry throughout the state.

Although crime analysis technical assistance is presently somewhat limited in Colorado, a concerted effort will be made to overcome this deficiency.

PROGRAM IIIB -SPECIAL OPERATIONS

Program III-B-- Special Operations

*Relationship to the Analysis of Problems:

State and local law enforcement agencies throughout the state commonly share the increasing restraints of limited resources and tight budgeting. Consequently, the development of programs having impact upon special crime problems is often beyond the capability of agencies both in terms of existing personnel levels and present operational budgeting of resources. The fragmentation of local agency jurisdictions contributes to these limitations as local units of government are reluctant to expend resources outside their areas of responsibility. This requires law enforcement to operate with what is available for area-wide cooperative ventures. This problem is most acute in rural areas of the state where local law enforcement is attempting to provide services to large geographical areas -- some with accelerating population, large scale industrial growth, expansion of natural resources development, and large population influx due to recreation without the resources sufficient to provide even the basic and essential levels of personnel and equipment often taken for granted in the more populated areas of the state.

The incidence of organized crime, consumer fraud, and serious Part I crimes is especially difficult to control by conventional policing methods due to the increasing

incidence, complexity and covert aspects of these crimes. Specialized units, supported by crime analysis capabilities, and staffed by investigators and prosecutors trained to deal with these crimes, are needed to combat their rising incidence.

This program, although the likely vehicle of support for civil disorder control and prevention, will not support such subgrant in this or subsequent years. Emphasis is placed upon community involvement (more specifically Category I-A - Public Information and Education) and the proactive involvement of the police service in alleviating problems in the communities served. Civil disorder control and prevention subgrants have not been pursued by programs of the comprehensive plans since FY1971 in Colorado. The last civil disturbance occurrence in Colorado happened in 1974 at Brighton, Colorado. This problem was approached by the Division of Criminal Justice in terms of staff technical assistance and reinforcement of the Brighton Community Services Bureau subgrant efforts and services. The City of Brighton has since been able to address its problems and vastly improve conditions in the community without resorting to civil disorder preparedness and control measures.

Preparedness for terrorist acts currently is not specified for priority attention by the State Council. Limited attention to training and orientation of personnel has been treated through in-service training under XII - A Training in previous program years.

Program III-B - Special Operations

*Objectives:

. To reduce the incidence of organized crime, consumer fraud, and serious Part I crimes through providing specially trained and equipped police and prosecutorial unit resources to state and local units of government.

. To disrupt individuals and groups engaged in illegal organized crime, consumer fraud, and serious Part I crimes through an increase in:
--successful prosecution of offenders;

*Related Standards:

1-3.9 INTELLIGENCE OPERATIONS
1-3.10 VICE AND NARCOTIC/
DRUG OPERATIONS

*Evaluation Criteria:

. Amount and type of crime reduction effected as a result of program implementation. Assessment of efficiency and effectiveness of utilization of special units in reducing crime.

. The extent to which this program effects impact upon crime through a determination of the accomplishment of the following criteria:

--number of successful prosecutions directly and indirectly attributable to program implementation.

Program III-B - Special Operations (continued)

*Objectives:

--recovery of losses suffered

by victims; and

--make an impact upon the

incidence of the following

specific crimes:

a. Organized Crime

-- To reduce the level of

organized criminal acti-

vity by providing law

enforcement personnel with

special training and by

improving the capabilities

of the existing organized

crime stike force.

-- To disrupt groups en-

gaged in organized crime

activities through an

*Related Standards:

*Evaluation Criteria:

--extent of recovery of losses

suffered as a result of project impact.

--quantitative impact upon special

areas (as follows) as determined by the

specific criteria:

(a) Organized Crime

--Assessment of reduction in crime

as a direct result of training received

and increased capabilities.

--Actual number of successful pro-

secutions accomplished; the assessment

of amount of crime reduction achieved.

Apprehension of twenty offenders, not

fewer than 80% of which are felony

arrestees. Amount and type of narcotics

trafficking reduced, by street worth

and number of arrestees. The number and

Program III-B - Special Operations (continued)

*Objectives:

increase in successful prosecutions of members of organized criminal cartels engaged in supplying illegal goods and services, including but not limited to gambling, prostitution, loansharking, narcotics, labor racketeering, consumer fraud, and related unlawful activities such as narcotics trafficking, assault, extortion, theft, and fencing of stolen goods. The apprehension of 20 offenders involved in traditional organized crime activities is forecasted with 80% of the offenders

*Related Standards:

*Evaluation Criteria:

percentage of convictions won, by number and type of apprehensions and filings.

Program III-B - Special Operations (continued)

*Objectives:

charged with felony crimes.
Seizure of \$5 million street
value of narcotics and
dangerous drugs is antici-
pated. Conviction rate of
charged suspects is fore-
cast at 90%.

b. Consumer Fraud

-- To investigate the
incidence of consumer
fraud and economic crimes
in selected areas of the
state. This program fore-
casts a conviction rate of
90% and a minimum of 100
offenders arrested and

*Related Standards:

*Evaluation Criteria:

(b) Consumer Fraud

--The assessment of successfully
investigated and prosecuted crimes
involved in fraud of consumers.
(Actual numbers to be compared with
program's projected objectives.)

Program III-B - Special Operations (continued)

*Objectives:

- charged with felony and misdemeanor crimes in the target areas of the state.
- c. Specific crime control activities including rape, robbery, burglary, aggravated assault, and theft (including auto theft).
1. Rape
- To increase the detection and adjudication of offenders by increasing by 20% the number of offenses reported in target areas during the program year.

*Related Standards:

*Evaluation Criteria:

(c) Specific Crime Control

--Measurement for each of the specifically listed crimes, of achievement of proposed reductions, apprehensions, or convictions, according to comparative analysis of actual trends, to projected levels set forth as goals of the program. In each case an appropriate quantitative target has been set and will be assessed or evaluated accordingly.

Program III-B - Special Operations (continued)

*Objectives:

-- To increase the detection and adjudication of offenders by increasing by 5% the clearance rate of offenses prosecuted in target areas during the program years.

2. Robbery and Burglary

-- To reduce the incidence of street and commercial robbery in the selected target areas by 10% during the program years.

-- To increase the rate of conviction of multiple robbery suspects apprehended and charged with

*Related Standards:

*Evaluation Criteria:

Program III-B - Special Operations (continued)

*Objectives:

robbery in the target areas by 5%.

-- To reduce the number of residential and commercial burglaries in selected target areas by 10% during the program years.

-- To increase the rate of conviction of multiple burglary suspects apprehended and charged with burglary in the target areas by 5%.

*Related Standards:

*Evaluation Criteria:

Program III-B - Special Operations (continued)

*Objectives:

3. Felony Theft (including auto theft)

-- To reduce the incidence of felony theft in selected target areas of the state by 10% during the program year.

-- To increase by 5% the statewide recovery rate of stolen motor vehicles - specifically those stolen and stripped and those stolen and identification altered during the program years.

*Related Standards:

*Evaluation Criteria:

Program III-B - Special Operations (continued)

*Objectives:

4. Policing Models-Consolidation of Law Enforcement Services

-- To increase local law enforcement capabilities in rural areas of the state through support of consolidation efforts.

-- To improve use of available resources through mutual support contracts for services between local units of government.

-- To extend law enforcement services into rural areas of the state where such services have been minimal or nonexistent in the past.

*Related Standards:

1-3.7 COMBINED LAW ENFORCEMENT SERVICES

*Evaluation Criteria:

(d) Policing Models-Consolidation of Law Enforcement Services

--Actual levels of law enforcement capability effected through achievement of program implementation.

--Extent to which cooperative use of existing resources is enhanced or expanded.

--Number and type of new law enforcement services provided to rural areas as a result of program implementation.

*Implementation:

1. Focus of Program Support: This program will continue to support the development of special operations capabilities for law enforcement throughout the state emphasizing expansion of law enforcement operations in statewide and high crime incidence area settings. State and local law enforcement agencies will benefit from this program through added specific crimes investigation and prosecution resources to deal with organized crime, consumer fraud, and the incidence of serious Part I crimes. State level activities will emphasize utilization of the strike force concept while local agencies employ target area deployment of resources.

2. Special Requirements:

a. Subgrantee Eligibility -

The eligibility of subgrantees under this program will be dependent upon compliance with federal and state law, regulations and conditions, matching contributions, feasibility and need. Eligibility of subgrantees will also be contingent upon the following:

- (1) that the subgrantee has demonstrated a commitment to implement and maintain operational crime analysis capabilities in support of the subgrants under this program;
- (2) that the subgrantee has demonstrated a commitment to incorporate the special operations supported by this program into the day-to-day operations of the participating

enforcement agencies; (3) that the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the substance of the subgrant application; and (4) that the subgrantee, as part of the subgrant application, demonstrate a commitment to comply with the requirements of the appropriate program evaluation components specified by the preceding "Evaluation Criteria" and the following subparagraph b - "Data Needs Related to Evaluation."

b. Data Needs Related to Evaluation -

The following data needs apply to all crimes:

1. Number of crimes currently.
2. Expected trends for project year.
3. Population, area to be served.
4. Cost-effectiveness as determined by analysis of cost per crime, reductions, project impact.
5. Number of special units implemented, by type and location.
6. Number of personnel utilized.
7. Man-hours utilized by type of crime, outcomes, success rates.

1. Number of convictions, by man-hours involved in investigation.
2. Number of successfully closed cases.
3. Amount and type of losses received, by amount and type of losses suffered.
4. Total expected crime rates by type of crime, number of successfully closed cases, number of offenders affected.
5. Total actual crime trends by type of crime, number of successfully closed cases, number of offenders affected.
6. Number and type of investigations.

*Subgrant Data:

This program contemplates the subgrant support of both state and local projects in an amount not to exceed \$280,116. The State Organized Crime Strike Force will receive final continuation phase support not to exceed \$90,558. The Colorado State Patrol will receive first year subgrant support of a statewide auto theft investigative unit which will emphasize the investigation of auto theft for alteration and resale and the theft of automobiles for parts. This subgrant will not exceed \$75,000 for the first year of support from this program.

Local subgrants contemplated for support under this program are:

Region Three (3) - one subgrant to a local unit of government for final year continuation of a Special Crime Attack Team (SCAT) in an amount not to exceed \$84,138.

- one subgrant is contemplated for support of the third year operation of the Adams County-Bennett resident deputy in an amount not to exceed \$6,170.

Region Two (2) - one subgrant to a local unit of government for continuation of the consumer affairs unit for Weld County in an amount not to exceed \$24,250.

*Budget:

Federal Support 90%	Match Support 10%

Total	Total
Federal Support \$280,116	Match Support \$31,124
State Part C 165,558	State Match Part C 18,395
State Part E 0	State Match Part E 0
Local Part C 114,558	Local Match Part C 12,729
Local Part E 0	Local Match Part E 0
State JJDP 0	State Match JJDP 0
Local JJDP 0	Local Match JJDP 0

*Multi-Year Forecast:

- a. Projected funding -
- FY1978 - \$300,000
 - FY1979 - \$300,000

b. Multi-Year Focus of Support -

The limited availability of funds under this previous and subsequent program years requires a phasing of progress initiated first in areas of the state experiencing highest levels of crime incidence. This program, through this multi-year support, seeks to generate commitments on the part of state and local government to establish operational capabilities to deal with specific crimes incidence in target area, area-wide, and state-wide settings. Limited funds availability will continue to restrict the development of existing and new subgrants for special operations supported by this program. However, the phased development of subgrants will continue to allow development of new efforts as local assumption of continuing projects is accomplished. Full assumption of one state level project will be accomplished by the end of FY1977 (the Organized Crime Strike Force). This assumption will allow for the continued support of the statewide automobile theft unit under the administration of the Colorado State Patrol. Even with the present overall reduction of block funds, at least three new specific crime operations will be developed during FY1978 and 1979. Two of these new subgrants are forecasted to benefit the Larimer and Weld County SMSA's. Two new subgrants are forecasted to benefit a rural area, and an SMSA not as

yet benefitting from this program. Subsequent years support from this program, although limited, will continue to seek the development of alternative policing models, specialized crime control units, and law enforcement consolidation wherever local units of government are willing to share their limited resources particularly involving the development of consumer fraud units and mutual support and service agreements.

*Technical Assistance:

1. Inventory of Available Resources -

The subgrantee must initially recognize that there is no single organizational structure for the special operations investigative function in Colorado. Technical (investigative) assistance is available primarily from the Colorado Bureau of Investigation in accordance with the provisions of Colorado Revised Statute 24-32-412(a), however it must be acknowledge that in Colorado many larger law enforcement jurisdictions provide such services to neighboring agencies with fewer resources. Depending on the nature of the criminal act to be investigated, assistance is also available from the Attorney General's directed Organized Crime Strike Force in cases in which disciplined criminal cartels supply illegal goods and services and engage in other criminal acts and conspiracies for profit. These activities include, but are not limited to, gambling,

prostitution, loansharking, narcotics, labor racketeering, bribery, corrupt business practices, profit skimming, fencing of stolen goods, fraud, burglary, arson and theft. Some of the state's 22 district attorneys also provide technical assistance in areas of economic crime such as consumer frauds. Essentially, the local law enforcement jurisdiction is primarily responsible for conducting criminal investigations.

2. Assessment of Technical Assistance Needs and Problems -

An estimated 41.3 percent of Colorado's 184 county and municipal law enforcement agencies have five or fewer commissioned personnel. The burden of their criminal investigations is either handled by the limited personnel available or by outside assistance of the type noted in Part 1 above. Further compounding the problem is the fact that a 1976 survey by the Division of Criminal Justice revealed that only 14.8 percent of Colorado's law enforcement agency personnel were trained in investigative skill subjects. Additional study data indicated that of 4,484 commissioned full-time peace officers among the state's 184 agencies, only 55 agencies indicated that 579 (or 12.9 percent) investigator/detective personnel were assigned to criminal investigation during 1975. Unfortunately, local law enforcement agencies do not uniformly maintain accurate estimates of their investigative workload. However, the Colorado

Bureau of Investigation anticipates that a 50 percent increase in workload for investigations related to Part 1, offenses will occur during 1976. This workload is distributed among CBI's investigative staff (which has been reduced by three full-time employees) thereby requiring well over an eight hour per day investigative caseload. Most of CBI's workload comes from assisting local law enforcement agencies in criminal investigation proceedings with the remainder of CBI staff time, equivalent to one agent full-time, assigned to the Organized Crime Strike Force.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice assigned a police related functional priority of two (of three priorities) to special operations through technical assistance. The second of three priorities includes both crime analysis and communications/record development.

4. Strategy for the Delivery of Technical Assistance -
(a) Resources to be utilized -

This program forecasts the use of existing personnel of the Colorado Bureau of Investigation, Organized Crime Strike Force, investigative resources of larger county/municipal law enforcement jurisdictions and the limited investigative components of the state's district attorney offices.

(b) Methodology for technical assistance resources -

(1) How needs are identified -

Needs are isolated and identified on the basis of agencies formally requesting the investigative assistance services of the Colorado Bureau of Investigation in accordance with CRS 24-32-412(a), or by requesting assistance of the Organized Crime Strike Force. It is anticipated that the Colorado Law Enforcement Training Academy's "Outreach" In-Service Training Program will upgrade the investigative capabilities of many of Colorado's smaller law enforcement agencies thereby somewhat alleviating the overwhelming demand for investigative assistance on other agencies such as the CBI.

(2) How the impact will be measured -

The impacts of technical assistance are directly related to the objectives and related standards of this program. Technical (investigative) assistance is one means of providing the transfer of technology from successful experiences and at the same time identify, isolate and seek to avoid the possibility of failure.

(c) Deficiencies for which resources are presently unavailable -

Investigative technical assistance services provision is severely constrained by the lack of available

field investigators in Colorado. Adequate resources continue to be unavailable for timely provision of investigative assistance on a statewide basis.

PROGRAM IIIC -AVAILABILITY OF SERVICES, COMMUNICATIONS

Program III-C - Availability of Services -
Communications and Records

*Relationship to the Analysis of Problems:

The major deficiency in law enforcement communications and records in Colorado continues to result from the extensive fragmentation of jurisdictions, patchwork and uncoordinated networks, lack of standardization within and among agencies, and a severe lack of smooth-systemic flow of information. This absence of standardization results in incomplete records keeping, fragmented and inefficient exchange of information between and among agencies, unnecessary duplication of records, and an inability to assess the overall operation of the criminal justice system in the state. This program continues to seek, through consolidation of communications and records systems, to accomplish a step-by-step, area-by-area, phase-by-phase development of area-wide communications and records centers.

Program III-C - Availability of Services - Communications and Records

*Objectives:

. To increase citizen access to emergency police services in 26 counties of 6 planning regions of the state during the program year.

*Related Standards:

. STD. 1-3.14 LAW ENFORCEMENT USE OF TELECOMMUNICATIONS SYSTEM
. STD. 1-3.19 DATA RETRIEVAL

*Evaluation Criteria:

. Pre and post implementation assessment of single emergency telephone number or 911 access to centralized police emergency communications centers developed during the program year.
. Pre and post implementation assessment of citizen access to emergency police services on a 24 hour basis in areas impacted during the program year.
. Pre and post implementation assessment of dispatch center delay time reduction.
. Pre and post implementation assessment of response time by field personnel.

Program III-C - Availability of Services - Communications and Records (Continued)

*Objectives:

. To complete consolidation of police emergency communications and records services in six counties of three regions of the state during the program year.

*Related Standards:

. STD. 1-3.7 COMBINED
LAW ENFORCEMENT SERVICES

*Evaluation Criteria:

. Pre and post implementation assessment of the operational sharing of centralized communications facilities, systems, and networks within the counties and regions impacted by the program year. Assessment will be made in terms of local agency participation in the consolidation efforts through shared use of facilities and systems.

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Program III-C - Availability of Services - Communications and Records (Continued)

*Objectives:

. To support development of standardized records systems pursuant to the construct of the Statistical Analysis Center development--specifically concerning standardized reporting and development of Uniform Crime Reporting and the Standardized Law Enforcement Reporting System.

*Related Standards:

. STD. 1-3.16 BASIC LAW ENFORCEMENT RECORDS
. STD. 1-3.19 DATA RETRIEVAL

*Evaluation Criteria:

. Pre and post implementation assessment of compliance with the standardized reporting formats promulgated by the DESIGN FOR A COLORADO CRIMINAL JUSTICE COMPREHENSIVE DATA SYSTEM - Jan., 1975.
. Pre and post implementation assessment of compliance with the standard Colorado UCR reporting formats.

Program III-C - Availability of Services - Communications and Records (Continued)

*Objectives:

...Standardized records systems.

*Related Standards:

. STD 1-3.16 BASIC LAW ENFORCEMENT RECORDS
. STD 1-3.18 LAW ENFORCEMENT REPORTING

*Evaluation Criteria:

. Pre and post implementation assessment of records center delay time for priority information recovery from--
1) automated and semi-automated records systems
2) manual (hard copy) records systems

*Implementation:

1. Focus of Program Support: This program will continue to support development of statewide, regional and area-wide consolidated communications and records resources. Funds available under this program will not be allowed to support, develop or perpetuate fragmentation of communications and records systems. Development of key elements of the Colorado Criminal Justice Comprehensive Data System is contemplated under this program specifically where standardized crime incident reporting, standardized Uniform Crime Reporting (UCR) and standardized Offender Based Transaction Statistics are affected by the support of this program.

2. Special Requirements:

a. Subgrantee Eligibility -

The eligibility of the communications subgrantees depends upon compliance with federal and state law, regulations and conditions, matching contribution, feasibility and need. Special requirements that the subgrantee will be expected to meet in the case of new communications systems or the expansion of existing systems will be based upon: (1) frequency availability and the frequency compatibility relationship with other agencies in close proximity to the subgrantee operation;

(2) the subgrantee's compliance with federal conditions (including Telecom Bulletin 8-69, Executive Office of the President); and (3) matching contribution, feasibility, need, and a demonstrated commitment on the part of the subgrantee to coordinate and consolidate communications services and resources.

Subgrantee eligibility will be contingent upon the completion of an area-wide planning study of emergency communications resources and needs. The subgrantee must show reasonable compliance with the recommendations of the planning study which must conform to the following conditions:

(a) The study must be oriented to the service needs of citizens living in and/or requiring services in the area of existing or proposed systems. Citizen access to the system and service agency response must be addressed in the study.

(b) The study must address the applicability of current state of the art technology to the existing or proposed system configuration and operation.

(c) Both user groups and decision-making bodies of state and local agencies and units of government must be actively involved in the study.

(d) Information on existing facilities, methods and procedures must be accurate and detailed.

(e) The user needs must be identified both by an independent communications consultant and the user.

(f) The independent communications consultant constructing the study shall be, or utilize the services of, a registered professional engineer accepted by the State of Colorado pursuant to CRS 1973, §§12-25-101 through -121.

(g) The study must address existing and proposed system configuration in relation to other systems in existence and/or planned on area-wide, region-wide and inter/intra-state configuration. This component must include, as a minimum, the following:

Emergency medical services and systems (EMS);

Statewide telecommunications networks, whether state owned and operated or privately owned and operated;

Emergency fire services; and

Civil defense and transportation (DOT).

(h) The study must show adequate and reasonable conformity to statewide frequency coordination recommendations, and

(i) The study must show adequate and reasonable conformity to statewide communications planning as provided by CRS 1973, §24-30-901.

The subgrantees for records upgrade and development must demonstrate conformity with the plan for development of the Colorado Comprehensive Data System, specifically the applicability of Uniform Crime Reporting (UCR)

and standardized reporting as provided in the document State of Colorado Police Reporting System, August 1975.

The subgrantees must demonstrate that all procurement transactions under this program are executed in a manner wherein open and free competition exists. Vendors, persons, consultants, or contractors that develop or draft specifications for a subgrant procurement shall be excluded from bidding or submitting a proposal to compete for the award of funds under this program. (Refer to M 4100.E Appendix 4-3 of the LEAA Guidelines).

The eligibility of subgrantees will also be contingent upon the following:

(1) That the subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-to-day operations of the participating law enforcement agencies;

(2) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the substance of the subgrant application.

(3) That the subgrantees demonstrate a commitment to comply with the requirements of the appropriate program evaluation components specified by the preceding "Evaluation Criteria" and the following subparagraph b - "Data Needs Related to Evaluation."

b. Data Needs Related to Evaluation -

The following data elements must be included in or accounted for in each application received by the DCJ:

1. Baseline data illustrating citizen access to emergency police services prior to implementation of 911.
2. Baseline data on dispatch time prior to implementation.
3. Baseline data on response time prior to implementation.
4. Baseline data on information/records retrieval time prior to implementation.

*Subgrant Data:

This program contemplates the support of area-wide communications in regional or multi-county settings throughout the state with primary focus on locally supported projects. The forecasted distribution of funds is as follows:

Region One (1) - One subgrant forecasts the support of area-wide communications in the Region not to exceed \$30,000.

- One subgrant not exceeding \$5,000 is contemplated to support centralized area-wide records development for the Region in conjunction with the development of centralized communications.

Region Two (2) - A subgrant not to exceed \$50,000 is forecasted for second phase development of area-wide communications in Larimer County.

Region Five (5) - A subgrant not to exceed \$20,000 is forecasted to support the development of centralized area-wide communications in the region.

- A subgrant of \$5,000 is contemplated to support centralized area-wide records development for the Region in conjunction with the development of centralized communications.

Region Six (6) - A subgrant not to exceed \$30,000 is forecasted to support second phase development of area-wide communications in the Region.

Region Ten (10) - One subgrant not exceeding \$25,000 is forecasted in support of continued development of area-wide communications in the Region.

Region Eleven (11) - Local agencies in Region 11 will receive one subgrant not exceeding \$50,000 for third phase continuation development of area-wide communications in the Region.

Region Twelve (12) - Local agencies in the region will receive a subgrant not exceeding \$50,000 for continued development of centralized communications facilities in an area-wide configuration.

Region Thirteen (13) - Local agencies in the region are forecasted to benefit from a subgrant not exceeding \$30,000 for the development of second phase area-wide communications in the Region.

*Budget:

Federal Support 90%	Match Support 10%

Total	Total
Federal Support \$295,000	Match Support \$32,778
State Part C Ø	State Match Part C Ø
State Part E Ø	State Match Part E Ø
Local Part C \$295,000	Local Match Part C 32,778
Local Part E Ø	Local Match Part E Ø
State JJDP Ø	State Match JJDP Ø
Local JJDP Ø	Local Match JJDP Ø

*Multi-Year Forecast:

- a. Projected funding -
 - FY1978 - \$400,000
 - FY1979 - \$400,000

b. Multi-Year Focus of Support -

This program forecasts its continuation on a phased development basis addressing each area of the state having demonstrated a preparedness for and commitment to the development of area-wide communications and records systems. As each area of activity is completed, or nears completion, a new development will be generated in new areas of the state demonstrating a need for consolidation through systems/network development. During the FY1978 and FY1979 program years, Regions 2, 4, 9, 11, and 12 will receive funding support toward completion of area-wide communications and records in consolidated environments. Continuation of program support will be provided to Regions 1, 5, 6, and 10 which will have begun from initial program support in FY1976 and FY1977. Further program support is contemplated beyond FY1979 to generate consolidated systems and networks in Regions 3 and 7. This multiple year program life is made necessary by the limitation of funds flow under current and forecasted years funding cycles. However, such phase-by-phase development is beneficial as it encourages the utilization of latest planning and engineering techniques as they may be applied to limited funds. Thus, the waste of funds duplication of systems, and unnecessary frills are considered at the outset as each area of the state faces the consolidation issue for implementation of area-wide systems and networks.

*Technical Assistance:

1. Inventory of Available Resources -

The subgrantee has two initial sources of technical assistance related to this program. The first contact for assistance should be made through the local regional planning offices throughout the state. A listing of these offices are incorporated into this plan under Chapter I, Section B - Regional Councils and Staff.

The Division of Criminal Justice provides overall communications related technical assistance through the police specialist of the division staff. In addition to these services, the Colorado Division of Communications provides engineering and frequency coordination services through its staff members assigned these functions. The major resource of communications technical assistance for systems development under this program will be available through the planning and engineering phases of project development required by the foregoing "2 - Special Requirements - a. Subgrantee Eligibility" (refer to the "Implementation" component of this program).

The Division of Criminal Justice provides overall records related technical assistance through the police specialist of the division staff. This technical assistance will be guided by the plan for development of the Colorado Comprehensive Data System, more specifically, the

applicability of Uniform Crime Reporting (UCR) and standardized reporting as provided in the document State of Colorado Police Reporting System, August 1975. The Colorado Bureau of Investigation offers staff services for technical assistance as it relates to the implementation of the Uniform Crime Reporting System (UCR) for Colorado.

2. Assessment of Technical Assistance Needs and Problems -

The proliferation and fragmentation of communications and records networks and systems throughout the state mandates the development of comprehensive, interrelated and mutually supporting area-wide services on a multi-jurisdictional basis. Resources available for determining the direction and extent of this rational development of networks and systems are generally limited to those available through the Colorado Division of Criminal Justice and the Division of Communications. Neither agency is presently able to assign full-time personnel allocations for the rendering of technical assistance. However, both agencies are committed to the taxing of existing personnel resources as far as possible in the interest of furthering the goals and objectives of this program.

The greatest program related problem for technical assistance is the need to implement the objectives and related standards of this program on a statewide basis in

spite of the limited technical assistance resources and program funding.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice assigned a police related functional priority of 2 (of three priorities) to communications and records development through technical assistance (refer to "Technical Assistance" - pages - of this Chapter). This second of three priorities includes both crime analysis and specific crimes operations. This inclusion of the three police functions in the second priority rating recognizes the interrelationships of records, communications, and analysis of data. The priority also recognizes a need to attain adequate levels of police service through timely retrieval, dissemination, and analysis of data at the operational level of the police service.

4. Strategy for the delivery of Technical Assistance -
(a) Resources to be utilized -

This program forecasts the use of existing personnel of the Division of Communications, the UCR section of the Colorado Bureau of Investigation, and the Colorado Division of Criminal Justice. In addition, personnel presently working on the staffs of successful projects will be utilized wherever practical in providing on-site assistance to agencies, units of government, and

combinations thereof which are considering the development of communications and records on an area-wide basis. The criminal justice advisory councils of the thirteen planning regions and their staffs will be utilized in encouraging agencies within the regions to consider the benefits of shared communications and records among the agencies represented and served by the regional planning councils.

(b) Methodology for Technical Assistance Resources Utilization -

(1) How needs are identified -

Needs are isolated and identified from an examination of data regarding the number of law enforcement agencies maintaining separate communications and records facilities in close proximity of each other or within the same or contiguous service areas. The proliferation of services is measurable by the complexity and difficulty in the storage, retrieval, and dissemination of information among agencies requiring it. Another means of identification of needs for technical assistance is the existence of outdated, inefficient, fragmented duplicative and costly networks and systems operated by units of government and law enforcement agencies.

(2) How the impact will be measured
(efficiency and effectiveness - i.e.,

followup on technical assistance services in determining their impact) -

The impacts of technical assistance are directly related to the objectives and related standards of this program. Technical assistance is one means of providing the transfer of technology from successful experiences and at the same time identify, isolate and seek to avoid the possibility of failure.

(c) Deficiencies (if any) for which resources are presently unavailable -

There exists a continuing need for ongoing planning and engineering of communications networks throughout the state. Considerable progress has been made particularly through this program, toward the development of area-wide communications and records services. Considerable work yet needs to be accomplished toward reaching agencies which continue to operate fragmented, inefficient, costly, and limited scope systems - systems which do not yield high quality inter-intra agency flow of accurate and timely information. Although existing planning and engineering resources are limited, a mechanism has been utilized wherein the regional planning units and the criminal justice planning councils are pursuing planning and engineering of area-wide systems within their

respective regions. Adequate resources continue to be unavailable for comprehensive communications and records planning on a statewide basis. However, the region-by-region/area-by-area approach has produced beneficial results of major proportions - that state and local units of government and agencies have cooperated and participated in the design and development of their own area-wide networks and systems. Units of government are participating in and supported the key phases of planning, engineering and implementation. State and local commitments to the concepts of consolidated and shared resources are being obtained at the regional level within the regions.

The foregoing "Technical Assistance" considerations related to this program are generally treated in the "Technical Assistance Strategy and Plan" of this chapter (refer to APPENDIX A).

PROGRAM IIID -CRIMINAL INVESTIGATION LABORATORY SERVICES

Program III-D - Criminal Investigation and Laboratory
Services

*Relationship to the Analysis of Problems:

This program addresses the continuing need to upgrade investigative services with additional resources, including expanded crime laboratory support. The failure of law enforcement agencies in the state to bring more than approximately 20% of Part I and II crimes to closure (less to disposition by conviction) requires a constant search for alternative, new, and improved means of upgrading law enforcement investigative and forensic laboratory services.

Program III-D - Criminal Investigation and Laboratory Services

*Objectives:

. To increase the apprehension of offenders of selected Part I and II crimes through provision of specific crime investigation resources to state and local law enforcement agencies.

*Related Standards:

. CRIMINAL INVESTIGATION (passed by State Council Ch.3,F)
. INVESTIGATIVE SPECIALISTS (passed by State Council 1-3.24)
. THE EVIDENCE TECHNICIAN (passed by State Council #1-3.26)
. COOPERATION AND COORDINATION (passed by State Council #1-1.74)
. USE OF PROFESSIONAL EXPERTISE (passed by State Council #1-3.8)

*Evaluation Criteria:

. Pre and post test assessment of selected Part I and II crimes incidence clearances by arrest resulting from specific crimes investigation resources provided during the program year.

Program III-D - Criminal Investigation and Laboratory Services (Continued)

*Objectives:

. To develop the highest levels of technical and scientific forensic crime laboratory services capability at the state level to serve state and local law enforcement agencies in the criminal investigative function.

. To increase the conviction rates of selected Part I and II crimes through provision of specific crime investigation and evidence analysis services to state and local law enforcement.

*Related Standards:

. THE CRIME LABORATORY
(passed by State Council #1-3.27)
. THE EVIDENCE TECHNICIAN
(passed by State Council #1-3.26)
. USE OF PROFESSIONAL EXPERTISE (passed by State Council #1-3.8)

. CRIMINAL INVESTIGATION
(passed by State Council Ch 3, F)
. INVESTIGATIVE SPECIALISTS
(passed by State Council #1-3.24)
. THE EVIDENCE TECHNICIAN
(passed by State Council #1-3.24)

*Evaluation Criteria:

. Pre and post test assessment of state of the art equipment and techniques applicable to forensic crime laboratories.

. Pre and post test assessment of the disposition by conviction of selected Part I and Part II criminal cases by measuring the specific impact crime investigation and evidence analysis upon such case dispositions as a result of the program.

Program III-D - Criminal Investigation and Laboratory Services (Continued)

*Related Standards:

- . COOPERATION AND COORDINATION
(passed by State Council 1-1.74)
- . USE OF PROFESSIONAL EXPERTISE
(passed by State Council 1-3.8)

The following Standards apply to this Program III-D - Criminal Investigation and Laboratory Services and are recommended for adoption by the State Council on Criminal Justice:

- SPECIALIZED ASSIGNMENTS (1-3.25)
- INTELLIGENCE OPERATIONS (1-3.9)
- VICE AND NARCOTIC/DRUG OPERATIONS (1-3.10)

*Implementation:

1. Focus of Program Support: This program addresses the need to upgrade investigative services with additional resources including expanded forensic crime laboratory support. The continued failure of law enforcement agencies in the state to bring more than 22% of Part I and II crimes to closure and less by disposition by conviction requires constant reassessment of alternative means to improve the law enforcement investigative and forensic crime laboratory services.

2. Special Requirements:

a. Subgrantee Eligibility -

The eligibility of subgrantees under this program will be dependent upon compliance with federal and state law, regulations and conditions, matching contribution, feasibility and need. Eligibility of subgrantees will also be contingent upon the following:

(1) That the subgrantee has demonstrated a commitment to implement and maintain the operational crime investigative and/or forensic crime laboratory capabilities supported by this program;

(2) That the subgrantee has demonstrated a commitment to incorporate the services provided by this program into the day-to-day operations of participating law enforcement agencies;

(3) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the substance of the subgrant application; and

(4) That the subgrantee, as part of the subgrant application, demonstrate a commitment to comply with the requirements of the appropriate evaluation components specified by the preceding "Evaluation Criteria" and the following subparagraph b - "Data Needs Related to Evaluation."

b. Data Needs Related to Evaluation -

1. Number of types of special investigation resources made available, by type of agency and location.
 2. Number of clearances by arrest, by type of operation and agency.
 3. Impact of resources as determined by significant or major crime areas reduced.
1. Number and types of items made available, by type of recipient agency and location.
 2. Increase in type and number of items over the year, by type of recipient agency and location.
 3. Assessment of impact by number of clearance by arrest for type of criminal and equipment used.

1. Number of arrests effected.
2. Number of cases closed.
3. Crime reductions by type of crime, and equipment utilized.
4. Number of cases successfully prosecuted using results of equipment.

*Subgrant Data:

This program contemplates continuation support not exceeding \$150,000 for expansion of the forensic crime laboratory facilities maintained by the Colorado Bureau of Investigation into the Greeley and Pueblo areas of the state. This augmentation of C.B.I. forensic crime laboratory services adds to the services presently available at Denver and Montrose.

*Budget:

Federal Support 90%	Match Support 10%

Total	Total
Federal Support \$150,000	Match Support \$16,667
State Part C 150,000	State Match Part C 16,667
State Part E 0	State Match Part E 0
Local Part C 0	Local Match Part C 0
Local Part E 0	Local Match Part E 0
State JJDP 0	State Match JJDP 0
Local JJDP 0	Local Match JJDP 0

*Multi-Year Forecast:

- a.. Projected funding -
- FY1978 - \$150,000 Part C
 - FY1979 - \$150,000 Part C

b. Multi-Year Focus of Support -

The limitations of funding availability requires the extension of this program from past years through this and subsequent years to the FY1977 program cycle. The continued support of crime laboratory development seeks to maintain a state of the art level of capability with respect to developments in scientific discovery and the applicability of this discovery to the forensic sciences. Principal emphasis of this program remains committed to the further development of state level/statewide forensic crime laboratory services. Through this provision of services to agencies outside the Denver metropolitan area, this program seeks the development of expert analysis on a more immediate and responsive basis to state and local law enforcement agencies. The continuation of funding support forecasts a phase-by-phase development of forensic crime laboratory operations under this and subsequent years beyond FY1979.

*Technical Assistance:

1. Inventory of Available Resources -

The subgrantee has one primary source of technical assistance related to this program, the Colorado Bureau of Investigation. The CBI provides laboratory services to law enforcement agencies with laboratory facilities located in CBI headquarters in Denver and also on a much smaller scale (two agents) in Montrose on Colorado's western slope. A number of Colorado's larger municipal and county agencies

maintain separate laboratory resources, generally without the sophisticated array of services that can be provided by the CBI laboratories; the relatively extensive laboratory services of the Denver Police Department is the sole exception. Additionally, the Federal Bureau of Investigation laboratory in Washington, D.C. provides a wide-range of forensic capabilities including document examination, physics and chemistry and cryptanalysis to name but a few services. FBI laboratory facilities are available to all duly constituted state, county and municipal law enforcement agencies in the U.S. in connection with their official criminal investigative matters.

2. Assessment of the Technical Assistance Needs and Problems -

All Colorado law enforcement agencies require some type of physical evidence collection, preservation, examination and analysis capabilities in the discharge of their criminal investigative responsibility. While most of Colorado's law enforcement agencies possess some inhouse capabilities to collect and preserve physical evidentiary items from crime scenes, there still exists the need to administer highly technical forensic examinations to aid in the process of criminal justice. A crime laboratory is a scientific organization with the closely dedicated mission of helping to answer the vital questions of whether a crime has been committed; how and when it was committed;

who committed it and, just as important, who could not have committed it. Physical clue material in and about the scene of a crime is highly fragile in the sense that the elements, time, inadvertent movement, improper handling and packaging and numerous other influences can reduce or destroy its evidentiary value.

Of surveyed local law enforcement agencies (approximately 184 county/municipal jurisdictions), 28.3 percent indicated the need for equipment including basic investigative equipment as a high priority. Without such equipment (e.g., latent fingerprint processing kits), the most elementary discovery and preservation of evidence is virtually impossible.

The greatest program-related problem for technical assistance is the need to provide readily available and timely laboratory analysis services to all Colorado law enforcement in spite of the limited technical assistance (laboratory) resources and program funding.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice did not assign a police-related functional priority to the category of criminal investigation laboratory services in spite of the need to attain adequate levels of forensic laboratory analysis of physical evidentiary materials to sustain successful criminal prosecutions.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be utilized -

This program forecasts the use of existing personnel of the Colorado Bureau of Investigation, existing forensic laboratory resources of municipal/county law enforcement agencies and the facilities of the Federal Bureau of Investigation's laboratory.

(b) Methodology for Technical Assistance Resources Utilization -

(1) How needs are identified -

Needs are isolated and identified on the basis of agencies formally requesting the physical evidence investigative analysis services of criminal forensic laboratories availing their services to Colorado law enforcement jurisdictions which do not possess inhouse laboratory capabilities.

(2) How the impact will be measured

(efficiency and effectiveness - i.e., followup on technical assistance services in determining their impact) -

The impacts of technical assistance are directly related to the objectives and related standards of this program. Additional data gathering and analysis is necessary in order to ascertain the degree of utilization or underutilization of crime laboratory capabilities in the prosecution of criminal offenses in Colorado.

(c) Deficiencies for which resources are presently unavailable -

Readily available and timely analysis of physical evidentiary materials from crime scenes is severely constrained by the lack of adequate laboratory resources, including qualified laboratory technicians to perform a myriad of analysis procedures, within the state of Colorado.

The seriousness of this deficiency is underscored by the findings of the 1975, Rand Corporation study of police investigation funded by the National Institute of Law Enforcement and Criminal Justice of LEAA. In Volume I: Summary and Policy Implications (at page viii) the study noted:

...On collecting physical evidence: Most police departments collect more physical evidence than can be productively processed. Our analysis shows that allocating more resources to increasing the processing capabilities of the department can lead to more identifications than some other investigative actions.

FUNCTIONAL CATEGORY 4 -SYSTEM DIVERSION

Functional Category IV

Diversion

Goals:

- . To provide the capability in all judicial districts to treat selected arrestees outside the traditional prosecutive process.
- . To develop formal programs which divert selected arrestees based upon established criteria, and to evaluate the effectiveness of various approaches.

PROGRAM IVA -JUVENILE DIVERSION

Program IV-A-Juvenile Diversion

*Relationship to the Analysis of Problems

Diversion has expanded to such an extent that it has almost become a subsystem of the juvenile justice system. Approximately 18% of the juveniles arrested in Colorado have petitions filed against them. Therefore, approximately 82% are being diverted prior to filing. Most of this diversion is informal, unstructured and unevaluated. We do not know whether the diversion subsystem contains the same inherent problems, such as negative labeling, as the juvenile justice system it was intended to divert from. In many cases, the results of youth involvement in diversion programs may be the same as in the juvenile justice system, but without benefit of full protection of a youth's constitutional rights.

Another question is whether those youths referred to diversion programs would have been lectured and released and not filed upon if the program had not existed and would have done just as well, if not better. These concerns must be dealt with through thorough evaluations designed to determine who should be diverted, what services should be offered and how effective they are.

This is especially important as diversion becomes a more and more viable alternative, particularly in the deinstitutionalization of status offenders. In many cases diversion can be effectively used to intervene in family problems, resolving the difficulty before it requires shelter care or detention. In addition, crisis intervention deals with the

problem immediately, rather than allowing time to pass between the difficulty and the intervention. Diversion, then, becomes an alternative to the traditional system which must be intensively evaluated as to effectiveness.

Program IV-A - Juvenile Diversion

Objectives:

- . To evaluate the effectiveness of formal and informal juvenile and adult diversion programs currently in operation as compared with the system processing that would have occurred without the diversion program. In particular, to evaluate the extent to which program procedures and policies protect the rights of the program participants.
- . To reduce by 10% the number of youth petitioned in court for CHINS offenses, and by 7% the number of youth petitioned in court for delinquency offenses in selected target areas.
- . To reduce by 5% the number of youth adjudicated and by 12% the number of youth adjudicated as delinquents in selected target areas.

Related Standards:

- . DIVERSION FROM THE JUVENILE COURT (to be considered by the Council) STD 3-2.1
- . JUVENILE DIVERSION (to be considered by the Council) STD 3-2.2
- . DEFINITIONS (to be considered by the Council) STD 3-2.3
- . PURPOSE, GOALS, AND OBJECTIVES OF A YOUTH SERVICE BUREAU (to be considered by the Council) STD 3-2.4
- . DECISION STRUCTURE (to be considered by the Council) STD 3-2.5
- . TARGET GROUP (to be considered by the Council) STD 3-2.6
- . FUNCTIONS (to be considered by the Council) STD 3-2.7
- . STAFFING (to be considered by the Council) STD 3-2.8
- . EVALUATION OF EFFECTIVENESS (to be considered by the Council) STD 3-2.9

Evaluation Criteria:

- . Number of youth referred.
- . Baseline demographic data for those youth lectured and released compared with those accepted into the diversion program.
- . Number of youth accepted into the program by types of offenses and special needs and problems.
- . Number of youth not accepted into the program by types of offenses and special needs and problems.
- . Length of stay in program; types of services received while in program (including direct and referral services); and number successfully completing and failing to complete the program.
- . Comparison of outcomes by major points of diversion including

Program IV-A - Juvenile Diversion (Continued)

Related Standards:

- . FUNDING OF YOUTH SERVICE BUREAUS
(to be considered by the Council) STD 3-2.10
- . LEGISLATION (to be considered by the
Council) STD 3-2.11
- . CONFIDENTIALITY (to be considered by
the Council) STD 3-2.12
- . CRISIS INTERVENTION (to be considered
by the Council) STD 3-2.13

Evaluation Criteria:

- police, D.A. and courts (including
informal adjustment and stay of
adjudication).
- . A minimum of one-year follow-
up for those successfully complet-
ing or failing to complete the
program.
- . For those failing to complete
the program, reasons for failure,
including withdrawal, program
violation or new offense.
- . Comparison of recidivism for
those completing the program
and those failing to complete the
program.
- . Comparison of progress in
education and employment for those
accepted and those not accepted,

Program IV-A - Juvenile Diversion (Continued)

Evaluation Criteria:

as well as for completions and failures to complete.

. Comparison of home-life for those accepted and those not accepted, as well as for completions and failures to complete.

. Subjective evaluation of overall program by interested parties.

. Cost benefit analysis.

*
Implementation:

1. Focus of Program Support: This program will focus on providing programs which seek to divert youth from the system prior to adjudication. This diversion may take place at the police or district attorney level. Diversion programs should concentrate on diverting those youth who would normally penetrate the system further, not on those youth who would and should be merely lectured and released. It is not the intent of this program to further involve youth in the system who would not otherwise have been involved.

This program category will include all formal programs whose primary focus is to divert youth from the system. Evaluation, diagnosis and referral should be the primary focus, although direct services may be provided. Coordination and analysis of existing community agencies should also be a focus of such programs. Youth Service Bureaus which act as brokerage and referral or direct service agencies should also be included in this category.

2. Special Requirements:

a. Subgrantee Eligibility -

. The eligibility of the subgrantee is dependent upon compliance with federal and state laws, regulations and conditions, matching contributions, feasibility and needs.

. Diversion programs must deal with youth having contact with the juvenile justice system and who would otherwise be further processed in the system or who demonstrate a need for special services.

. All programs in this category must provide for a formal system of diversion and must have specific eligibility criteria.

. All applications in this category must include written agreements with all primary referral agencies.

. The subgrantee must ensure that all security and privacy provisions of the Children's Code will be followed.

. All applications in this category must address public information and education and volunteer components. To whatever extent possible, each application must utilize, coordinate, or initiate such efforts.

. All programs requesting second or third year funding must provide for one year follow-up of clients served in the previous year (years).

. All new applications in this category must be received by DCJ no later than April 30, 1977. If applications are not received by that date, the money will be reallocated or made competitive.

. All continuation grants must have letters of intent to apply received by DCJ no later than April 30, 1977. If intents are not received by that date, the money will be reallocated or made competitive.

The eligibility of subgrantees will also be contingent upon the following:

(1) That the subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-to-day operations of the participating agency.

(2) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the daily operations.

(3) That the subgrantees demonstrate a commitment to comply with the requirements of the program evaluation components specified by the preceding "Evaluation Criteria" and the following subparagraph b - "Data Needs Related to Evaluation."

b. Data Needs Related to Evaluation

The following data elements, at a minimum, must be included in or accounted for in each application received by DCJ.

1. Number of clients served.
2. Type and number of services provided.
3. Treatment modalities used by type of clients.
4. Offense background for clients.
5. Demographic characteristics of clients.
6. Baseline data on expected offense trends of potential clients.
7. Recidivism (as defined by JJ & DP Plan) levels as compared to expected.
8. Cost to institutions, agencies, projects.
9. Cost compared to successful terminations.
10. Probation/parole revocations.
11. Type of staff personnel, i.e., paraprofessionals, volunteers, etc.

12. Staff turnover.

13. At risk periods used in project evaluations.

* Subgrant Data:

Region 1 will be eligible to receive \$60,000 for a Juvenile Crisis program.

Region 3 will be eligible to receive \$55,596 to continue the Arapahoe County Juvenile Diversion program. They will also be eligible to receive to receive \$23,540 to continue the Lakewood Juvenile Diversion program. \$41,542 will be available to continue the Jefferson County Pre-delinquent Program.

Region 4 will be eligible to receive \$6,750 to continue the Teller County Youth Worker Program. They will also be eligible to receive \$85,000 to begin a new Employment for Youth Program.

Region 5 will be eligible to receive \$20,000 to start a Juvenile Diversion Program.

Region 7 will be eligible to receive \$120,000 to continue the Adolescent Crisis Intervention Program.

Region 8 will be eligible to receive \$20,000 for a new Juvenile Diversion Program.

Region 11 will be eligible to receive \$30,000 for a Youth Services project in Mesa County and \$30,000 for a Youth Services project in Rifle.

Region 12 will be eligible to receive \$11,000 to continue the Vail Youth Services program.

Denver will be eligible to receive \$157,500 to begin a Crisis Intervention program.

*Budget

Federal Support 90%		Match Support 10%	
-----		-----	
Total		Total	
Federal Support	\$660,928	Match Support	\$ 73,436
State Part C	-0-	State Match Part C	-0-
State Part E	-0-	State Match Part E	-0-
Local Part C	403,428	Local Match Part C	44,825
Local Part E	-0-	Local Match Part E	-0-
State JJDP	-0-	State Match JJDP	-0-
Local JJDP	257,500	Local Match JJDP	28,611

Program IV -A- Juvenile Division

*Multi-Year Forecast

a. Projected Funding

FY 1978 -- \$750,000 \$550,000 Part C, \$200,000 JD
FY 1979 - \$800,000 \$550,000 Part C, \$250,000 JD

b. Multi-Year Focus of Support -

Approximately \$500,000 is anticipated to continue programs funded in 1977, with \$250,000 eligible to be used for new programs. Particularly with the anticipated passage of legislation prohibiting the holding of status offenders in secure detention, alternatives to incarceration must be explored and encouraged. Diversion programs offer immediate intervention into the life of the child without taking the child out of his family or living situation. It offers a less expensive method of dealing with a child than actually providing him with an alternative living situation.

Diversion is now being used in approximately 80% of the juvenile cases, either informally or formally, with little control, protection of the child, follow-up or evaluation. Therefore, it is anticipated that more formal and immediate diversion methods will be employed in the next two years to keep more kids from penetrating the system and still provide services to the child through the community .

*Technical Assistance:

1. Inventory of Available Resources -

Technical assistance in juvenile diversion is available from several sources at the local, state and national level. Initial requests for technical assistance should be made through regional planning offices, listed in this plan in Chapter I, Section B, "Regional Councils and Staff." The Juvenile justice specialist of the Division of Criminal Justice can also provide technical assistance. At the federal level, the LEAA Office of Juvenile Justice and Delinquency Prevention is developing standards for juvenile diversion and should soon be able to perform technical assistance.

Personnel of two programs operating through district attorneys' offices--the Colorado Springs Diversion Project

and the Arapahoe County Diversion Project--can provide technical assistance for prosecutor-run diversion programs.

2. Assessment of Technical Assistance Needs and Problems -

Two problems of juvenile diversion at the police level are appropriate for resolution through technical assistance. Police need assistance in developing criteria to measure the suitability of a juvenile for diversion and the appropriateness of referral agencies to meet juveniles' needs. And because the privacy of records of diverted juveniles fall outside the protection of the Colorado Children's Code, police need help in drafting guidelines covering such privacy. Unfortunately, no model police diversion program, the personnel of which could provide valuable technical assistance, exists.

Technical assistance could alleviate two problems of district attorney juvenile diversion. District attorney programs need guidelines to determine which juveniles should be diverted and help in devising mechanisms to reduce the time lag between the time a juvenile is taken into custody and D.A. diversion.

Technical assistance in developing policies for dealing with status offenders and formulating data collection procedures would benefit both police and district attorney diversion programs.

No agency performing technical assistance can allocate personnel for this function full-time.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice has assigned a juvenile justice related functional priority of One to juvenile diversion.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be utilized -

(1) Criminal Justice Advisory Councils of the thirteen planning regions and their staffs.

(2) Juvenile Justice Specialist of the Division of Criminal Justice--will provide technical assistance or refer to appropriate source.

(3) Colorado Springs Diversion Program.

(4) Arapahoe County Diversion Program.

(5) Region VIII LEAA--will provide technical assistance or refer to appropriate source.

(6) LEAA Office of Juvenile Justice and Delinquency Prevention.

(b) Methodology for Technical Assistance Resource Utilization -

(1) How needs are identified -

Individuals, projects or jurisdictions needing technical assistance should quantify needs and problems to the greatest degree possible. They should, for example,

determine the number of juveniles who were arrested but against whom no charges were filed; recidivism rates for both juveniles diverted and juveniles against whom charges were filed; and the number of arrested juveniles referred to diversion programs and the number not referred.

(2) How the impact will be measured -

The impact of technical assistance will be measured by the degree to which T.A. recommendations implemented alleviate the problem addressed.

(a) Deficiencies (if any) for which resources are presently unavailable -

The major deficiency of technical assistance in juvenile diversion is the inability of resource agencies to provide full-time assistance.

No model police diversion program, the staff of which could provide technical assistance, exists.

PROGRAM IVB -ADULT DIVERSION

Program IV-B - Adult Diversion

*Relationship to the Analysis of Problems

The unavailability of diversion programs in many jurisdictions, and the differences in terms of selection criteria and treatment modalities in existing programs, necessitate development of model programs with evaluative components. Diversion operates in the best interest of society in that it decreases court caseloads and offers treatment of underlying social problems at an early stage of the proceedings.

Program IV-B - Adult Diversion

*Objectives:

- . Maintain a low recidivism (reconviction) rate for those divertees involved in the program and for those successfully completing the program.
- . Achieve a 85% successful completion of the program by those candidates accepted into the program.
- . Maintain a client population with an annual maximum of 50% of the clients being first-time arrestees.

*Related Standards:

.DIVERSION (passed by the State Council, #4A).

*Evaluation Criteria:

- . The assessment of rearrest and reconviction rates for divertees in programs, and for all divertees successfully completing the programs.
- . Assessment of successful/unsuccessful terminations for all divertees in programs.
- . Assessment of average client population by type of offense background for all programs.

*Implementation:

1. Focus of Program Support: This program will continue to emphasize diversion, particularly the diversion of "high risk" clients. This program will also focus upon providing increased counseling availability to clients needing employment. Adult diversion in Jefferson County, supported during FY1976, will receive continued program resources. A new project in the San Luis Valley (Region 8) will be eligible for the support of this program.

2. Special Requirements:

a. Subgrantee Eligibility -

The eligibility of the subgrantees under this program depends upon compliance with federal and state law, regulations and conditions, matching contribution, feasibility and need.

The eligibility of subgrantees will also be contingent upon the following:

(1) That the subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-to-day operations of the participating criminal justice agencies.

(2) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the substance of the subgrant application.

(3) That the subgrantees demonstrate a commitment to comply with the requirements of the appropriate program evaluation components specified by the preceding "Evaluation Criteria" and the following subparagraph b - "Data Needs Related to Evaluation."

b. Data Needs Related to Evaluation -

1. Number of divertees successfully completing programs.
2. Number of successful terminations who are rearrested, reconvicted, institutionalized.
3. Number of rearrests and reconvictions for all clients, by type of offense background, current offense, subsequent offense.
4. Demographic characteristics of all clients accepted into the program, by type of termination and recidivism.
5. Number of total client population by type of termination, offense history, average monthly count.
6. Number of first-time arrestees in programs, as a percentage of total program population size.

*Subgrant Data:

The Adult Diversion project of the Jefferson County District Attorney's office will receive a subgrant in the amount of \$43,857. Region 8 will be eligible for a subgrant in the amount of \$20,000.

*Budget:

Federal Support 90%		Match Support 10%	
-----		-----	
Total		Total	
Federal Support	\$63,857	Match Support	\$7,095
State Part C	0	State Match Part C	0
State Part E	0	State Match Part E	0
Local Part C	\$63,857	Local Match Part C	\$7,095
Local Part E	0	Local Match Part E	0
State JJDP	0	State Match JJDP	0
Local JJDP	0	Local Match JJDP	0

*Multi-Year Forecast:

a. Projected funding -

FY1978 \$52,000
FY1979 \$10,000

b. Multi-Year Focus of Support -

The overall focus of support in this program area is to provide viable pre-trial adult diversion capabilities in all jurisdictions. For the immediate future, the Jefferson County project will be fiscally self-sufficient in FY1978. The Region 8 project will be anticipated to receive federal support through FY's 1978 and 1979. Efforts will be made, through technical assistance and financial support, to develop adult diversion programs in all jurisdictions, with an emphasis upon the SMSA's.

The extent of the financial support is dependent upon its availability and the priority placed in this area by the State Council on Criminal Justice.

*Technical Assistance:

1. Inventory of Available Resources -

Several local and national resources provide technical assistance in the area of diversion. Initial contact to secure technical assistance should be made through regional planning offices, listed in this plan in Chapter I, Section B, "Regional Councils and Staff." The courts specialist of the Division of Criminal Justice and courts and corrections coordinator of the Commission on Criminal Justice Standards can also provide technical assistance.

Three agencies located in Colorado can provide technical assistance. The Colorado District Attorneys Association can draw on the experience with diversion of individual district attorney's offices as a basis for technical assistance. The members of the Colorado Association of Pre-trial Services Agencies are project personnel experienced in diversion. Several staff members of the National Center for State Courts, an organization presently headquartered in Denver, are well versed about diversion.

Two LEAA-funded projects located in Washington, D.C. --the American University Technical Assistance project and the National Association of Pre-Trial Services Agencies-- also can provide technical assistance.

2. Assessment of Technical Assistance Needs and Problems -

Although statute makes formal diversion an alternative to fullscale criminal justice processing in all Colorado jurisdictions, diversion is not universally available. Eligibility criteria for existing programs may be arbitrary. And to date there has been no comprehensive collection and evaluation of data relating to diversion.

These problems can be solved, at least in part, through technical assistance. Educational efforts are needed to share information, perhaps in the process encouraging consensus on the role of diversion and its effects. A format for data collection and evaluation should be developed to test and compare various diversion philosophies and techniques. Perhaps broad guidelines defining eligibility should be developed.

The most readily available resources for technical assistance are the Colorado Division of Criminal Justice and the Colorado Commission on Criminal Justice Standards. The major deficiency of these resources, a problem shared by other agencies providing technical assistance in diversion, is the inability to assign personnel to perform technical assistance full-time.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice has assigned a court related functional priority of Two to adult diversion, a priority reflecting the perceived benefits of diversion to both the offender and the criminal justice system.

FUNCTIONAL CATEGORY 5 - SYSTEM ENTRY

PROGRAM VA -PRE-TRIAL RELEASE

Functional Category V

Systems Entry

Goals:

- . To reduce the total number of pre-trial detainees and the amount of time spent in pre-trial detention by individual detainees.
- . To eliminate the professional bail bondsmen from the pre-trial release process, and to maximize methods of pre-trial release in all jurisdictions.
- . To maintain all pre-trial detainees who are not appropriate for release in hygienic and humane facilities.

Program V-A - Pre-trial Release

Relationship to the Analysis of Problems:

Pre-trial release decision-making is a subjective process often based upon inaccurate and/or incomplete information concerning the defendant's background. The constitutional and statutory right to reasonable bond, except in capital cases, requires a comprehensive and flexible system of investigative and supervisory resources as well as objective release criteria. This is essential to the proper determination of the least restrictive conditions under which the defendant will reappear for further court proceedings. To fulfill the basic rights of defendants and to assure proper functioning of the

adjudication system, resources must be properly allocated with a view towards reducing the economic and social costs of unnecessarily large pre-trial detention populations.

Program V-A - Pre-trial Release

*Objectives:

. To significantly decrease the statewide pre-trial detention population.

. To maintain the failure to appear rate of releases at 8% or less.

. To provide accurate background information on the defendant to the court in 90% of the cases at first advisement.

. To secure the pre-trial release of at least 50% of the arrestees processed in target areas, at or before second advisement.

*Related Standards:

. PRE-TRIAL RELEASE (passed by State Council #5-A)

*Evaluation Criteria:

. Pre and post measurement of pre-trial detention.

-- Time lapse comparison of detainee's in incarceration as pre and post measures.

-- Number of detainees affected through reduction in incarceration time.

. Measurement, pre and post, of failure to appear rates.

-- Number and type of failure to appear incidents by type of offense and by type of pre-trial release, i.e., pre-trial release bond, cash bond, etc.

. Number and percentage of reports generated for first advisement, compared to total incarcerations leading to first advisement.

Program V-A - Pre-trial Release

*Objectives:

*Related Standards:

*Evaluation Criteria:

. Number of arrestees affected by pre-trial release prior to and subsequent to second advisements.

-- Number of all releasees by type of release, time of release, and type of offense.

*Implementation:

1. Focus of Program Support: This program will continue to support the projects begun through the availability of competitive subgrant funds in the FY1976 Annual Action Plan. Sufficient funds will be available for these continuation efforts at the local level. The program seeks to significantly address the problems of pre-trial release at the local level within the counties and judicial districts of the state.

2. Special Requirements:

a. Subgrantee Eligibility -

The eligibility of the subgrantee depends upon compliance with federal and state law, regulations and conditions, matching contribution, feasibility and need. The eligibility of subgrantees will also be contingent upon the following:

(1) That the subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-to-day operations of the participating law enforcement agencies;

(2) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the substance of the subgrant application.

(3) That the subgrantees demonstrate a commitment to comply with the requirements of the appropriate pro-

gram evaluation components specified by the preceding "Evaluation Criteria" and the following subparagraph b - "Data Needs Related to Evaluation."

b. Data Needs Related to Evaluation -

1. Number of detainees affected, by type of offense(s) and location.
 2. Current mean time spent in incarceration.
 3. Subsequent mean time spent in incarceration.
 4. Number of releasees by type of offense, type of release.
-
1. Current failure-to-appear rates, by type of offense, type of release.
 2. Subsequent failure-to-appear by type of offense, type of release.
 3. Demographic characteristics of releasees by type of offense, type of release.
 4. Demographic characteristics for populations effected (detainees).
-
1. Number and type of reports generated for first advisement.
 2. Total incarcerations leading to first advisement.

1. Number of arrestees released prior to second advisement.
2. Number of arrestees released subsequent to second advisement.
3. Total number of arrestees affected by type of release, length of incarceration, type of alleged offense.

*Subgrant Data:

A total of \$190,379 will be available on a competitive basis to local units of government for subgrants to support pre-trial release projects. Eligibility of local units of government will be based upon relative need and abilities to address the pre-trial release problems.

*Budget

Federal Support 90%		Match Support 10%	
-----		-----	
Total		Total	
Federal Support	\$190,379	Match Support	\$21,153
State Part C	-0-	State Match Part C	-0-
State Part E	-0-	State Match Part E	-0-
Local Part C	\$190,379	Local Match Part C	\$21,153
Local Part E	-0-	Local Match Part E	-0-
State JJDP	-0-	State Match JJDP	-0-
Local JJDP	-0-	Local Match JJDP	-0-

*Multi-Year Forecast:

a. Projected funding -

FY1978 - \$114,287
FY1979 - \$ 95,240

b. Multi-Year Focus of Support -

This program category is currently open for applications on a competitive basis for FY1976, the deadline being October 31, 1976. The volume of applications for fiscal support in FY1976 will determine the extent of funding necessary for continuation in FY1977, and will determine the availability of funding for new projects within this category for FY1977. The focus of support will be directed towards those jurisdictions which demonstrate a significant pre-trial detention population and which indicate an interest and capability of generating a project to maximize safe pre-trial release of arrestees.

*Technical Assistance:

1. Inventory of Available Resources -

In the area of pretrial release, technical assistance is available on both the local and national level. Initial contact to secure technical assistance should be made through regional planning offices, listed in this plan in Chapter I, Section B. "Regional Councils and Staff." The courts specialist of the Division of Criminal Justice and the courts coordinator of the Commission on

Criminal Justice Standards as well as personnel of such successful projects as the Denver Pretrial Release Program can provide technical assistance. The courts specialist for LEAA Region VIII can provide help as well.

Technical assistance is also available through the Colorado Association of Pre-trial Services Agencies. The National Center for State Courts employs a staff specialist familiar with pretrial release.

On the national level, technical assistance is available through the LEAA-funded American University Technical Assistance Project, the Institute for Law and Social Research and the National Association of Pre-trial Services Agencies, all located in Washington, D.C.

2. Assessment of Technical Assistance Needs and Problems -

Several problems related to pretrial release in Colorado can be at least partially solved through technical assistance.

As the bail system usually operates, the decision about the probability of the defendant's future appearance is made subjectively. Furthermore, despite statutory guidelines broadly defining release criteria, the form of release and the amount of financial surety vary. Standards governing these decisions could be developed using technical assistance.

Technical assistance could be used to develop methods for obtaining accurate, pertinent information about the detainee. It could lessen the prejudice of both release decision makers and the general public about such forms of release as personal recognizance and deposit bail. And technical assistance could help lay the groundwork for a coordinated, multijurisdictional, multi-agency approach to pretrial release.

Two problems hamper the delivery of technical assistance by local T.A. resources. Only one program with sufficient experience to provide valuable technical assistance exists in Colorado. And none of the agencies providing technical assistance can do so full time.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice has given pre-trial release first priority in the area of courts-related technical assistance.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be utilized -

(1) Criminal Justice Advisory Councils of the thirteen planning regions and their staffs--initial contact.

(2) Courts Specialist of the Division of Criminal Justice and Courts Coordinator of the Commission

on Criminal Justice Standards--will provide technical assistance or refer to appropriate source.

(3) Courts Specialist of LEAA Region VIII office--will provide technical assistance or refer to appropriate source.

(4) Denver Pretrial Release Program.

(5) Colorado Association of Pre-trial Services Agencies.

(6) National Center for State Courts.

(7) American University Technical Assistance Project.

(8) Institute for Law and Social Research.

(9) National Association of Pre-trial Services Agencies.

(b) Methodology for Technical Assistance Resources Utilization -

(1) How needs are identified -

Projects or jurisdictions needing technical assistance should quantify their needs and problems to the greatest degree possible. Data demonstrating a need for technical assistance in pretrial release include average time lapses between various stages of the trial process, failure to appear and rearrest rates of released defendants, characteristics of released and detained defendants and numbers of defendants released on different types of bail.

(2) How the impact will be measured -

The impact of technical assistance will be measured by the degree to which T.A. recommendations implemented alleviate the problem addressed.

(c) Deficiencies (if any) for which resources are presently unavailable.

At least part-time assistance is available for the solution of pretrial release problems.

PROGRAM VB -DETENTION AND SHELTER CARE-JUVENILE

Program V-B - Detention and Shelter Care

*Relationship to the Analysis of Problems

Under the mandate of the 1974 Juvenile Justice and Delinquency Prevention Act, status offenders must be deinstitutionalized within two years of the submission of the original plan. No status offender will be able to be held in any type of secure detention or institution. There is a need, then, for alternative places to hold such youth which are not secure, such as shelter care. Shelter care is also more appropriate for many delinquent offenders who do not need secure detention. In many cases, the only available secure detention for juveniles are local jails, which are generally old, in poor condition and which do not often have separate holding facilities for juveniles. It is, then important to provide more shelter care facilities, both, in order to meet the mandate of the JJDP Act and in order to provide more alternatives to detention.

Program V-B - Detention and Shelter Care - Juvenile

Objectives:

- . . To reduce by 100% the number of status offenders held in secure detention facilities by January, 1978.
- . To provide educational, individual, and family counseling, crisis intervention and other treatment services to those youths held in shelter care and detention facilities.
- . To conduct an annual jail monitoring to determine whether status offenders are being detained and whether adults and juveniles are kept separate.

Related Standards:

- . JUVENILE OPERATIONS (to be considered by State Council) STD 3-3.1
- . ROLE OF LAW ENFORCEMENT IN INTAKE AND DETENTION (to be considered by State Council) STD 3-3.2
- . LAW ENFORCEMENT PRACTICES (to be considered by State Council) STD 3-3.3
- . DETENTION HEARING (to be considered by State Council) STD. 3-4.1
- . IMPLEMENTATION (to be considered by State Council) STD 3-4.2
- . JURISDICTION (to be considered by State Council) STD 3-4.3

Evaluation Criteria:

- . Number of youth referred to shelter home; reason for and length of detention; types of services provided; number and types of services received by each youth; status of youth (delinquent or CHINS).
- . Number of youth held in secure detention in the year previous to the program compared with number of youth held in secure detention during the program.

Program V-B - Detention and Shelter Care - Juvenile (Continued)

Objectives:

. To have legislation enacted making it illegal to detain status offenders in secure detention.

Related Standards:

- . COURT JURISDICTION OVER JUVENILES (to be considered by State Council) STD 3-4.4
- . RETENTION OF JURISDICTION (to be considered by State Council) STD 3-4.5
- . JUVENILE DETENTION CENTER PLANNING (to be considered by State Council) STD 3-4.6
- . JUVENILE INTAKE AND DETENTION PERSONNEL PLANNING (to be considered by State Council) STD 3-4.7
- . DETENTION AND SHELTER-DEFINITIONS (to be considered by State Council) STD 3-4.8
- . CRITERIA FOR ADMISSION (to be considered by State Council) STD 3-4.9
- . DETENTION HEARINGS (to be considered by State Council) STD 3-4.10
- . INTAKE, DETENTION AND SHELTER CARE IN DELINQUENCY CASES (to be considered by State Council) STD 3-4.11

Evaluation Criteria:

. Overall program evaluation by interested parties.

*Implementation:

1. Focus of Program Support: This program will focus on providing short-term, non secure shelter care to youth in lieu of secure detention. The primary emphasis will be on providing shelter to status offenders, but it is also considered important to provide shelter to those delinquent youth who are not in need of secure detention. The primary source of referral should be from police, although referrals may be received from social services, D.A., and probation when necessary. Shelter care is considered to be short-term, from a few hours stay up to 3 months. Shelter facilities should attempt to offer services such as crisis intervention, counseling, and other special help as needed to each resident.

2. Special Requirements:

a. Subgrantee Eligibility -

. The eligibility of the subgrantee is dependent upon compliance with federal and state laws, regulations and conditions, matching contributions, feasibility and needs.

. All programs requesting Part E funds must comply with Part E Special Requirements.

. Shelter care programs must deal with youth having contact with the juvenile justice system and who would otherwise be held in secure detention.

. All applications in this category must include written agreements with all primary referral agencies. Such agreements must specify referral criteria.

. The subgrantee must make initial contact with the appropriate social service agency for licensing and reimbursement prior to submission of the application.

. The subgrantee must ensure that all security and privacy provisions of the Children's Code will be followed.

. All applicants in this category must address public information and education and volunteer components. To whatever extent possible, each application must utilize, coordinate or initiate such efforts.

. Funding of second year programs will be contingent upon the amount of social service reimbursement being received. Funds will be granted only if social service reimbursements are not sufficient to continue the program at operating level.

. All programs must provide for follow-up of clients for a six-month period.

. All shelter care facilities must be non-secure.

. All new applications in this category must be received by DCJ no later than May 31, 1977. If applications are not received by that date, the money will be reallocated or made competitive.

. All continuation grants must have letters of intent to apply received by DCJ no later than May 31, 1977. If intents are not received by that date, the money will be reallocated or made competitive.

The eligibility of Subgrantees will also be contingent upon the following:

(1) That the Subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-by-day operations of the participating agency.

(2) That the Subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the daily operations.

(3) That the Subgrantees demonstrate a commitment to comply with the requirements of the program evaluation components specified by the preceding evaluation criteria and the following subparagraph b - "Data Needs Related to Evaluation".

b. Data Needs Related To Evaluation

The following data elements, at a minimum, must be included in or accounted for in each application received by DCJ.

1. Number of clients served.
2. Type and number of services provided.
3. Treatment modalities used by type of clients.

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4. Offense background for clients.
5. Demographic characteristics of clients
6. Baseline data on expected offense trends of potential clients.
7. Recidivism (as defined by JJ & DP Plan) levels as compared to expected.
8. Cost to institutions, agencies, projects.
9. Cost compared to successful terminations.
10. Probation/parole revocations.
11. Type of staff personnel, i.e., para-professionals, volunteers, etc.
12. Staff turnover.
13. At risk periods used in project evaluations.

* Subgrant Data

Region 7 will be eligible to receive \$50,000 to start a shelter care facility in Las Animas County.

Region 11 will be eligible to receive \$30,000 to continue a shelter care facility.

Region 12 will be eligible to receive \$9,500 to continue the Steamboat Springs care center, and will be eligible to receive \$27,000 to begin a care center in Aspen.

* Budget

Federal Support		Match Support	
90%		10%	

Total		Total	
Federal Support	\$116,500	Match Support	\$ 12,944
State Part C	-0-	Match Part C	-0-
State Part E	-0-	State Match Part E	-0-
Local Part C	39,500	Local Match Part C	4,389
Local Part E	-0-	Local Match Part E	-0-
State JJDP	-0-	State Match JJDP	-0-
Local JJDP	77,000	Match JJDP	8,555

*Multi-Year Forecast

a. Projected Funding

FY 1978	-	\$200,000	\$100,000	Part C	\$100,000	JD
FY 1979	-	\$250,000	\$100,000	Part C	\$150,000	JD

b. Multi Year Focus of Support-

Approximately \$85,000 is anticipated to continue programs funded in 1977, with \$115,000 eligible to be used for new programs. Shelter care programs will be encouraged to provide non-secure placement for status offenders and minor delinquents who do not need secure detention. They will be encouraged particularly in those areas where local jails are extensively used for holding juveniles. The next 4 years will seek to provide enough alternative placements to greatly reduce the juvenile jail population in Colorado. In addition, the Division of Youth Services will be investigating the possibility of providing a juvenile detention facility to the Western slope. While this will further help to reduce or eliminate jail populations, it is hoped that the size and use of such a facility will be limited only those juveniles who need secure detention, while sufficient non-secure alternatives will be available for all other youth.

*Technical Assistance:

1. Inventory and Available Resources -

Initial contact to secure technical assistance should be made through regional planning offices, listed in this plan in Chapter I, Section B, "Regional Councils and Staff." The juvenile and corrections specialists of the Division of Criminal Justice and the corrections coordinator of the Commission of Criminal Justice Standards can provide technical assistance or references to other resources. Two of these resources might include the staff of the Routt County Shelter Care Facility, who could provide guidance for similar projects located in rural areas, and personnel of Howe House, a Denver project, who could provide technical assistance for urban projects.

Other Colorado agencies could also provide technical assistance. These include the Division of Youth Services (especially its staff members working with detention centers), the Department of Social Services and its local counterparts and the Jail Committee organized under Senate Bill 4.

2. Assessment of Technical Assistance Needs and Problems -

Problems relating to the operation of shelter care facilities and their funding can be at least partially solved through technical assistance. Technical assistance can also educate detention and shelter care personnel,

police and courts about changes resulting from adoption of the Juvenile Justice Act by the State Council on Criminal Justice.

Three problems amenable to T.A. solution relate to facility operation. A means of coordinating Department of Social Services licensing of facilities and streamlining and standardizing the licensing procedure needs to be developed. T.A. is needed to coordinate licensing at both the Department of Social Services and Division of Youth Services end.

The short, average length of a juvenile's stay in a facility makes the delivery of services difficult. Technical assistance could aid in developing methods to improve service delivery. Individual facilities also need assistance to build crisis intervention capability into their programs.

Funding, or rather the time lapse between the termination of start-up funds and the beginning of continuation funds, is a problem as well. Technical assistance to educate the legislature about the important criminal justice function performed by the Department of Social Services in providing continuation funding for detention and shelter care facilities is vital.

The Juvenile Justice Act was adopted by the State Council on Criminal Justice on January 29, 1976.

To ensure compliance with this policy, guidelines by which to determine which delinquents should be held in shelter care need to be developed, police and courts should be educated about what uses of detention and shelter care are appropriate under the act, and county commissioners and jailers must be informed about separating adults and juveniles in detention facilities. Technical assistance for agencies performing this educational function is vital.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice, recognizing the importance of proper institutional arrangements for both delinquents and status offenders, has given technical assistance in the area of detention and shelter care a number one priority.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be utilized -

(1) Criminal Justice Advisory Councils of the thirteen planning regions and their staffs--initial contact.

(2) Juvenile Specialist and Corrections Specialist of the Division of Criminal Justice and Corrections Coordinator of the Commission on Criminal Justice Standards--will provide technical assistance or refer to appropriate source.

(3) Routt County Shelter Care Facility--
technical assistance for rural programs.

(4) Howe House -- technical assistance for
urban programs.

(5) Division of Youth Services.

(6) Department of Social Services and county
or municipal social services departments.

(7) Jail Committee.

(b) Methodology for Technical Assistance Re-
sources Utilization -

(1) How needs are identified -

Projects or jurisdictions needing technical
assistance should quantify their problems to the greatest
degree possible. Data demonstrating a need for technical
assistance in detention and shelter care facilities include
the numbers of both delinquents and status offenders, the
numbers of both delinquents and status offenders in both
shelter care and secure facilities, the number of shelter
care facilities operating and licensed and the time lapse
between end of start-up funds and the beginning of contin-
uation funds.

(2) How the impact will be measured -

The impact of technical assistance will be
measured by the degree to which T.A. recommendations
implemented alleviate the problem addressed.

(c) Deficiencies (if any) for which resources are presently unavailable -

Although technical assistance can be made available to solve the major problems of detention and shelter care, no agency has allocated resources to provide technical assistance on a full-time basis.

PROGRAM VC -DETENTION-ADULT

Program V-C - Detention - Adult

*Relationship to the Analysis of Problems:

Inadequacies in the jail system relate to the quality of the physical facilities, the availability of training for staff personnel and the lack of internal programs. The current moratorium on construction of new jail facilities, the emphasis upon community based corrections and the development of a statewide master plan for corrections all combine to create a situation in which the nature of local jail facilities and programs may be drastically modified. Resolution of the underlying individual problems of pre-trial release, staff training, physical structure and rehabilitation programs of local jails must precede attempts to reshape the jail system as a whole.

Program V-C - Detention - Adult

*Objectives:

- . Limit construction of new incarceration facilities to that level actually required to hold sentenced offenders, and also those pre-trial detainees who are unable to post bond under expanded pre-trial release availability.
- . Maximize cooperative use of jail facilities on a regional basis.
- . Upgrade existing physical facilities to maintain the detention population in a safe, hygienic and human condition.

*Related Standards:

- . DETENTION FACILITIES (not approved by State Council).

*Evaluation Criteria:

- . Number of facilities built by size and maximum capacity, as a ratio to number of arrestees detained without pre-trial release or cash bond release.
- . Efficiency study of regional facilities and number of agencies sharing them.
- . Number of incarceration facilities experiencing upgrade, expansion, or other forms of increased quality of physical location.
- . Number of type of programs established for purposes of pre-trial release or rehabilitation.

Program V-C - Detention - Adult (continued)

*Objectives:

. Expand internal jail
pre-trial release and re-
habilitative programs.

*Related Standards:

*Evaluation Criteria:

- a. Evaluation of such new programs
and their impact on the criminal
justice system.
- b. Evaluation of number and type of
offenders benefiting from such
new programs.

*Implementation:

1. Focus of Program Support: The Corrections Master Plan will address issues related to detention facilities and programs. The Jail Advisory Committee will continue to review all applications for jail construction, pursuant to authorizing legislation. Implementation of specific projects in this area must await formulation of the Master Plan in order to promote a unified and informed approach.

2. Special Requirements:

a. Subgrantee Eligibility -

There are no subgrants contemplated under this category for the program year FY1977. If subsequent program support were developed, the eligibility of the subgrantee would depend upon compliance with federal and state law, regulations and conditions, matching contribution, feasibility and need.

In the event of funds flow under this program, the subgrantees will also be contingent upon the following:

(1) That the subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-to-day operations of the participating law enforcement agencies;

(2) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the substance of the subgrant application.

(3) That the subgrantees demonstrate a commitment to comply with the requirements of the appropriate program evaluation components specified by the preceding "Evaluation Criteria" and the following subparagraph b - "Data Needs Related to Evaluation."

b. Data Needs Related to Evaluation -

1. Number of existing facilities and capacities by geographical area (baseline).
2. Current population trends for facilities in existence.
3. Number of arrestees detained.
4. Number of subsequent facilities expanded or built.
5. Expected incarceration trends for areas building or expanding facilities.

1. Number and capacity of existing facilities by region.
2. Number and current patterns for agencies sharing facilities.
3. Subsequent arrangements by region and type of agency, for sharing of facilities.
4. Incarceration trends for facilities prior to and subsequent to sharing agreements.

1. Number of facilities expanded or upgraded.

2. Population area effected.
3. Amount of dollars expended for upgrade of expansion.
4. Number of facilities which change from unacceptable status to compliance status.

1. Number of programs established.
2. Population served, by area.
3. Inmate population served.
4. Type of programs established by location.

1. Success/failure rates for programs, by type of client, demographics, type of program.
2. Number of programs successfully continued, by location, type of client, type of program, demographics.

*Subgrant Data:

No subgrant funds are proposed pending completion of the Corrections Master Plan.

*Budget:

Federal Support 90%		Match Support 10%	
-----		-----	
Total		Total	
Federal Support	\$ -0-	Match Support	\$ -0-
State Part C	-0-	State Match Part C	-0-
State Part E	-0-	State Match Part E	-0-
Local Part C	-0-	Local Match Part C	-0-
Local Part E	-0-	Local Match Part E	-0-
State JJDP	-0-	State Match JJDP	-0-
Local JJDP	-0-	Local Match JJDP	-0-

*Multi-Year Forecast:

- a. Projected funding
FY 1978 - \$ 0
FY 1979 - \$ 0

- b. Multi-Year Focus of Support -

This program does not presently forecast funding in the fiscal years subsequent to FY1977. This projected lack of funding is due to the placement of higher priorities upon other program areas of the Plan by the State Council on Criminal Justice.

*Technical Assistance :

- 1. Inventory of Available Resources -

For those local units of government desiring technical assistance in the improvement of their jail function, both programatic and design aid is available through the staff of the Division of Criminal Justice. The first contact for assistance should be made through the local regional planning office. Such requests are then processed through the Division of Criminal Justice, with technical assistance from the National Clearinghouse for Criminal Justice Planning and Architecture available.

The Division has statutory authority, under the moratorium imposed by Senate Bill 4, to review and approve all new jail construction and renovation. A jail advisory committee, made up of professionals in the field,

architects, sheriffs and county commissioners provides a reviewing comment function for the DCJ director. Aid in complying with existing minimum standards for jail construction is available upon request to the Division of Criminal Justice.

2. Assessment of technical assistance needs and problems -

The condition of local county jails has long been a problem for Colorado. Existing Health Department surveys indicate that 24 percent of the jails surveyed were poor and 39 percent very poor. For city and town jails the figures are even more dramatic with 17 percent rated poor and 66 percent rated very poor. The moratorium on jail construction in itself is a good indication of the needs presented by this area. At present, the greatest need facing the state is a lack of comprehensive standards for both construction and program aspects of local county jails. The "Sanitary Standards and Regulations for Penal Institutions," promulgated by the Colorado Department of Health do not deal with staffing patterns, training requirements or programmatic aspects for inmates. The Department of Health and the Division of Criminal Justice presently do not have adequate staff to aid local units of government in renovating or refurbishing existing facilities in order to comply with these existing standards.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice assigned a Corrections-related functional priority of one (of three priorities) to the improvement of conditions in Colorado county jails. This priority recognizes the need for a comprehensive inventory of existing systems, the development of reasonable standards and determination of the cost impact of adoption and implementation of those standards.

4. Strategy for the delivery of Technical Assistance -
(a) Resources to be utilized -

This program envisions the use of existing staff of the Department of Health, the Division of Criminal Justice and staff resources of the National Clearinghouse on Criminal Justice Planning and Architecture. The Division will be preparing, through the Colorado Commission on Criminal Justice Standards, a model plan of the jail standards under the mandate of Senate Bill 4. This draft plan will be developed utilizing input of the Jail Advisory Committee, Colorado Counties Inc., Colorado Sheriffs' Association, Colorado Municipal League and the Colorado Council on Criminal Justice.

(b) Methodology for Technical Assistance Resources Utilization -

(1) How needs are identified -

The needs of the individual county will be assessed through the research procedures developed by the national clearinghouse. The local unit requiring assistance will be provided adequate survey forms to initiate the data collection effort. This data will then be analyzed by the National Clearinghouse and DCJ staff. The development of standards taken to account conditions as they exist in Colorado, relevant court decisions and programatic requirements for pretrial and postconviction prisoners.

(2) How the impact will be measured -

The impacts of technical assistance provided are directly measurable in the types of jail and detention facilities constructed and success in the legislative adoption of minimum standards. This area provides for a transfer of technology developed by the national clearinghouse to all areas of Colorado, allowing for the design of criminal justice facilities which will meet the needs of the local community, both in the 1970's and in the year 2000.

(c) Deficiencies (if any) for which resources are presently unavailable.

Adequate resources are presently unavailable to provide the Division of Criminal Justice and decision

makers of the General Assembly with a comprehensive view to pretrial-offender processing throughout the state. When investigating the question of adult detention, one must also have a view to pretrial release, release on recognizance and the use of citation release. The development of a comprehensive reporting system for sheriffs would greatly aid in projections of future jail use, taking into account such items as seasonal variations.

FUNCTIONAL CATEGORY 6 -CASEBUILDING

PROGRAM VIA -PROSECUTION-ADULT

Functional Category VI

Casebuilding

Goals:

- . To create and maintain effective and efficient casebuilding techniques among the law enforcement, prosecution and defense components of the criminal justice system.
- . To create and maintain a cooperative inter-relationship between the casebuilding resources of the components of the adjudication system.
- . To ensure factual and legal accuracy of arrest and filing decision-making.

Program VI-A - Prosecution (Adult)

*Relationship to the Analysis of Problems:

Lack of sufficient internal attorney and investigator manpower, as well as varied levels of training and expertise, represent major impediments to ideal casebuilding practices by the prosecution. The interdependence between law enforcement and prosecution for accurate arrests and filings mandates close cooperation on a continual basis.

Program VI-A - Prosecution (Adult)

*Objectives:

- . To improve the casebuilding resources and cooperation abilities of law enforcement and prosecution in areas of factual and legal issue involved in investigations, arrests, filing and prosecution.
- . To continue to provide training in casebuilding techniques to law enforcement and prosecution agencies.

*Related Standards:

- . FILING AND INVESTIGATION (passed by the State Council, #6-A).
- . PROSECUTION passed by the State Council, #6-B).

*Evaluation Criteria:

- . Pre and post measure of casebuilding ability in law enforcement and prosecution agencies.
 - a. Attitudinal measures of increased quality of casebuilding.
 - b. Number of convictions resulting from increased casebuilding ability.
- . Measurement of increments of skill or knowledge as a result of casebuilding training.
 - a. Pre and post test attitudinal survey.

Program VI-A - Prosecution (Adult) (continued)

*Objectives:

*Related Standards:

*Evaluation Criteria:

- b. Number and type of training sessions and manhours of training received, by type of law enforcement agency.

*Implementation:

1. Focus of Program Support: The adult prosecution capabilities of local district attorney offices will be impacted through training in casebuilding techniques provided through the Colorado District Attorneys Association, funded under Program Category XII-A. Due to the unavailability of funding no projects specifically addressed to adult prosecution casebuilding will be implemented.

2. Special Requirements:

a. Subgrantee Eligibility -

The eligibility of the subgrantees depends upon compliance with federal and state law, regulations and conditions, matching contribution, feasibility and need.

The eligibility of subgrantees will also be contingent upon the following:

(1) That the subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-to-day operations of the participating law enforcement agencies;

(2) That the subgrantees demonstrate a commitment to comply with the requirements of the appropriate program evaluation components specified by the preceding "Evaluation Criteria" and the following subparagraph b - "Data Needs Related to Evaluation."

b. Data Needs Related to Evaluation -

1. Number of agencies effected, by size, location, type.
 2. Attitudes of skill levels prior to program.
 3. Attitudes of skill levels subsequent to program.
 4. Number of convictions resulting from program, by type of offense, location, agency(s) involved.
-
1. Number of participants by type of agency, location.
 2. Hours of training provided by type of function (i.e., investigation, prosecution).
 3. Pre-test of skill level.
 4. Post-test of skill levels.
 5. Mean increases/decreases of skill levels.

*Subgrant Data:

No subgrant funds are proposed in this category.

*Budget:

Federal Support 90%		Match Support 10%	
-----		-----	
Total		Total	
Federal Support	-0-	Match Support	-0-
State Part C	-0-	State Match Part C	-0-
State Part E	-0-	State Match Part E	-0-
Local Part C	-0-	Local Match Part C	-0-
Local Part E	-0-	Local Match Part E	-0-
State JJDP	-0-	State Match JJDP	-0-
Local JJDP	-0-	Local Match JJDP	-0-

*Multi-Year Forecast:

a. Projected funding -

FY1978 - \$50,000

FY1979 - \$35,000

b. Multi-Year Focus of Support -

Although no funding is earmarked for FY1977, this area deserves attention, and was placed in the middle of State Council priorities. It should be noted that \$70,000 of reprogrammed FY1976 funds will be used in FY1977 to support a project within this category in the Denver District Attorney office. Future support of this project is contingent on its evaluation. Efforts will be made, through technical assistance and financial support, to improve casebuilding in prosecution offices throughout the state, the financial support being dependent upon the availability of funds and the priority assigned by the State Council.

*Technical Assistance:

1. Inventory of Available Resources -

Initial contact to secure technical assistance in prosecution casebuilding should be made through regional planning offices, listed in this plan in Chapter I, Section B, "Regional Councils and Staff." The courts and police specialists of the Division of Criminal Justice and the courts and law enforcement coordinators of the Commission on Criminal Justice Standards can provide technical assistance or refer those needing help to appropriate resources. The courts and police specialists of the LEAA Region VIII office can also provide technical assistance and referrals.

The Colorado District Attorneys Association has technical assistance capability through individual district attorney offices and their experiences. The National Center for State Courts, headquartered in Denver, has information and expertise in prosecution casebuilding.

On the national level, technical assistance is available from the National District Attorney Association through an LEAA-sponsored grant. Another LEAA-funded organization, the Institute for Law and Social Research, has developed a Prosecutor's Management Information System (PROMIS); the Institute has helped six jurisdictions across the nation to implement PROMIS and can provide literature and other assistance in the area of information systems.

2. Assessment of Technical Assistance Needs and Problems -

Lack of sufficient internal attorney and investigator manpower as well as varied levels of training and expertise are major impediments to ideal prosecution casebuilding. The interdependence of law enforcement and prosecution in obtaining accurate arrests and filings mandates close cooperation on a continuing basis.

Four specific problems are appropriate for at least partial resolution through technical assistance. First, the problem of ensuring legal and factual accuracy of charges can be dealt with by developing mechanisms to foster police-prosecution cooperation before filing. Second, technical assistance to improve documentation of offenses and case preparation by the police could reduce the percentage of felony case dismissals. Third, although the need for increased D.A. manpower to supervise case preparation remains acute, technical assistance, particularly in the area of information systems, could alleviate the problem. Fourth, technical assistance could upgrade joint police-prosecutor training in investigation and case preparation.

Technical assistance resources to solve these problems are deficient in two ways. No programs whose personnel could provide technical assistance are in

operation in Colorado. No agency providing T.A. in the area of prosecution casebuilding can do so full-time.

3. Relationship to the Prioritization of Technical Assistance Needs -

Less critically in need of improvement than other areas, prosecution casebuilding technical assistance has been given a priority of Seven.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be utilized -

(1) Criminal Justice Advisory Councils of the thirteen planning regions and their staffs--initial contact.

(2) Courts Specialist and Police Specialist of the Division of Criminal Justice; Courts Coordinator and Law Enforcement Coordinator of the Commission on Criminal Justice Standards--will provide technical assistance or refer to appropriate resource.

(3) Courts Specialist and Police Specialist of LEAA Region VIII office--will provide technical assistance or refer to appropriate resource.

(4) Colorado District Attorneys Association; individual district attorney's office.

(5) National Center for State Courts.

(6) National District Attorney Association.

(7) Institute for Law and Social Research.

(b) Methodology for Technical Assistance Resource Utilization -

(1) How Needs are identified -

Once a project or jurisdiction has felt a general need for technical assistance (for example, an inordinate number of case dismissals), it should quantify that need to the greatest extent possible. It should document the number of dismissals and the suspected reasons underlying them, attitudes toward casebuilding, number of convictions and skills of personnel.

(2) How the impact will be measured -

The impact of technical assistance will be measured by the degree to which T.A. recommendations implemented alleviate the problem addressed.

(c) Deficiencies (if any) for which Resources are Presently Unavailable -

Resources are available to begin solving problems of prosecution casebuilding, although not on a full-time basis.

PROGRAM VIB --JUVENILE INTAKE

Program VI-B - Juvenile Intake

*Relationship to the Analysis of Problems

The major problem in the prosecution area is a lack of manpower and training. The district attorneys need adequate manpower and training to make the proper decisions. Training is especially important in the juvenile field because of the difference in philosophy in handling juvenile intake which has been incorporated in law and procedure. The district attorneys are responsible for juvenile intake, but local budgets do not allow district attorneys the resources to meet this responsibility. Therefore, the inability to screen and divert certain youth on a priority basis causes system congestion and allows for the failure to prosecute as needed. This area is especially related to the necessity to provide system alternatives because diversion requires the appropriate intake training.

The lack of emphasis on juvenile prosecution is highlighted by the fact that many of the best prosecutors are involved in the most serious adult cases. This discounts the possible preventive aspects of giving serious consideration to each juvenile case.

Program VI-B - Juvenile Intake

Objectives:

- . To increase the potential case building capacity for juvenile intake by increasing the amount of time spent in training for case building.
- . To produce a manual designed to standardize information flow and decision-making abilities from initial juvenile custody through final disposition.

Related Standards:

- . JUVENILE INTAKE SERVICES (to be considered by State Council) STD 3-4.12
- . INITIATION OF PETITIONS IN DELINQUENCY (to be considered by State Council) STD 3-4.13
- . INITIATIONS OF PETITIONS-CHILD IN NEED OF SUPERVISION AND NEGLECTED OR DEPENDENT CHILD (to be considered by State Council) STD 3-4.14
- . INITIATION OF PETITIONS-CHILD ABUSE (to be considered by State Council) STD 3-4.15
- . TEMPORARY CUSTODY (to be considered by State Council) STD 3-4.16
- . PRELIMINARY INVESTIGATION (to be considered by State Council) STD 3-4.17
- . INFORMAL ADJUSTMENT (to be considered by State Council) STD 3-4.18

Evaluation Criteria:

- . Number of manhours spent in training, directly involved in case building for juvenile intake.
- . Pre and post testing of 100% of manhours of training.
- . On-the-job evaluation (participant observation) of enhanced prosecutorial abilities.
- . Disposition of cases after training, for appropriate juvenile cases.
- . Number of districts complying with standardized manual.
- . Periodic updating of materials, perhaps on a quarterly basis.

*Implementation:

1. Focus of Program Support: Although no money is allocated in this category, technical assistance is expected to be provided to encourage the generation of interest and applications for future funding. The focus of TA will be on developing and producing a standardized manual.

2. Special Requirements

a. Subgrantee Eligibility -

. The eligibility of the Subgrantee is dependent upon compliance with federal and state laws, regulations and conditions, matching contributions, feasibility and needs.

. All applications in this category must address public information and education and volunteer components. To whatever extent possible each application must utilize, coordinate or initiate such efforts.

. The subgrantee must insure that all security and privacy provisions of the C. Code will be followed.

The eligibility of the subgrantee will also be contingent upon:

(1) That the subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-by-day operations of the participating agency.

(2) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the daily operations.

(3) That the subgrantees demonstrate a commitment to comply with the requirements of the program evaluation components specified by the preceding evaluation criteria and the following subparagraph b - "Data Needs Related To Evaluation".

b. Data Needs Related to Evaluation

The following data elements, at a minimum, must be included in or accounted for in each application received by DCJ.

1. Number of training manhours.
2. Design of pre and post tests.
3. Case dispositions.
4. Number of districts complying with manual.

*Subgrant Data:

Although no funding is presently allocated to this program area, the concept is worthy of funding in FY 1978 and will remain an alternative for any reallocation of funds in 1977.

* Budget

Federal Support 90%		Match Support 10%	
-----		-----	
Total		Total	
Federal Support	-0-	Match Support	-0-
State Part C		State Match Part C	
State Part E		State Match Part E	
Local Part C		Local Match Part C	
Local Part E		Local Match Part E	
State JJDP		State Match JJDP	
Local JJDP		Local Match JJDP	

* Multi-Year Forecast:

a. Projected funding -

FY 1978 - \$25,000

FY 1979 - -0-

b. Multi-Year Focus of Support-

\$25,000 is being budgeted in 1978 for the development of a manual designed to standardize information flow and decision-making abilities from initial juvenile custody through final disposition. Although providing district attorneys with specialized training in the area of juvenile prosecution is an objective of this category, no funds have been budgeted for this purpose in 1978 and 1979. DCJ has funded and will probably continue to fund training for district attorney's

through the District Attorney's Association. A portion of the training provided through this project is training associated with juvenile cases. Therefore, we are not projecting any grants in this category in 1979.

*Technical Assistance:

1. Inventory of Available Resources -

Initial contact to secure technical assistance in prosecution casebuilding should be made through regional planning offices, listed in this plan in Chapter I, Section B, "Regional Councils and Staff." The courts and police specialists of the Division of Criminal Justice and the courts and law enforcement coordinators of the Commission on Criminal Justice Standards can provide technical assistance or refer those needing help to appropriate resources. The courts and police specialists of the LEAA Region VIII office can also provide technical assistance and referrals.

The Colorado District Attorneys Association has technical assistance capability through individual district attorney offices and their experiences. The National Center for State Courts, headquartered in Denver, has information and expertise in prosecution casebuilding.

On the national level, technical assistance is available from the National District Attorney Association through an LEAA-sponsored grant. Another LEAA-funded organization, the Institute for Law and Social Research,

has developed a prosecutor's management information system (PROMIS); the Institute has helped six jurisdictions across the nation to implement PROMIS and can provide literature and other assistance in the area of information systems.

2. Assessment of Technical Assistance Needs and Problems -

Insufficient manpower and training plague prosecutors in the juvenile field. Training is particularly important in the juvenile field because of the difference in philosophy in handling juvenile intake incorporated in law and procedure. Although district attorneys are responsible for juvenile intake, their budgets are insufficient to meet this responsibility. The resulting inability to screen and divert certain youth on a priority basis causes system congestion and prevents necessary prosecution. Technical assistance is an obvious solution to the training problem.

A second problem hampering effective juvenile intake is the lack of standardized information. Prosecutors need technical assistance to produce a manual design to standardized information flow and decision-making abilities from initial juvenile custody through final disposition.

Technical assistance could also alleviate two problems of district attorney juvenile diversion. District attorney programs need guidelines to determine which

juveniles should be diverted and help in devising mechanisms to reduce the lag between the time a juvenile is taken into custody and district attorney diversion.

Giving serious consideration to each juvenile case is important to the prevention of future delinquency. Despite this fact, technical assistance resources are, in general, inadequate.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice has not assigned a high priority to juvenile intake. It is important in preventing future delinquency, however, mandates the district attorneys be given sufficient technical assistance resources to deal with juveniles.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be utilized -

(1) Criminal Justice Advisory Councils of the thirteen planning regions and their staffs--initial contact.

(2) Courts Specialist and Police Specialist of the Division of Criminal Justice; Courts Coordinator and Law Enforcement Coordinator of the Commission on Criminal Justice Standards--will provide technical assistance or refer to appropriate resource.

(3) Courts Specialist and Police Specialist of LEAA Region VIII office--will provide technical assistance or refer to appropriate resource.

(4) Colorado District Attorneys Association;
individual district attorney's offices.

(5) National Center for State Courts.

(6) National District Attorney Association.

(7) Institute for Law and Social Research.

(b) Methodology for Technical Assistance Resource
Utilization -

(1) How needs are identified -

Jurisdictions' needs may be gauged by the
number of manhours spent in casebuilding training for
juvenile intake, on-the-job evaluation of present
prosecutorial abilities and disposition of cases.

(2) How the impact will be measured -

The impact of technical assistance will be
measured by the degree to which T.A. recommendations
implemented alleviate the problem addressed.

(c) Deficiencies (if any) for which resources
are presently unavailable -

At least part-time assistance is available
for the solution of juvenile intake problems.

PROGRAM VIC -DEFENSE-ADULT

Program VI-C - Defense - Adult

*Relationship to the Analysis of Problems:

The defense attorneys, and especially the public defender system, are severely handicapped in their casebuilding abilities by lack of manpower and resources. The right to effective representation by counsel includes casebuilding and investigation. The casebuilding resources of the defense must be equivalent to those of the prosecution in order to ensure an adjudication of all the facts involved, on both sides.

Program VI-C - Defense - Adult

*Objectives:

- . To improve the casebuilding abilities and resources of the public defender system.
- . To continue to provide training in casebuilding techniques to the public defender system and the private bar.

*Related Standards:

- . DEFENSE (passed by the State Council, #6-C).

*Evaluation Criteria:

- . Pre and post measure of casebuilding ability in public defenders and prosecution agencies.
 - a. Attitudinal measures of increased quality of casebuilding.
 - b. Number of acquittals resulting from increased casebuilding ability.
- . Measurement of increments of skill or knowledge as a result of casebuilding training.
 - a. Pre and post test and attitudinal survey.

Program VI-C - Defense - Adult (continued)

*Objectives:

*Related Standards:

*Evaluation Criteria:

- b. Number and type of training sessions and man hours of training received, by type of public defender agency.

*Implementation:

1. Focus of Program Support: A subgrant to the Colorado Public Defender Office to improve their case-building capabilities will be effective throughout this current Annual Action Plan, obviating the need for inclusion of that subgrant in this plan. The use of paraprofessionals in casebuilding functions is anticipated to improve the overall client representation capabilities of that office.

2. Special Requirements:

a. Subgrantee Eligibility -

The eligibility of the subgrantees depends upon compliance with federal and state law, regulations and conditions, matching contribution, feasibility and need.

The eligibility of subgrantees will also be contingent upon the following:

(1) That the subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-to-day operations of the participating agencies.

(2) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the substance of the subgrant application.

(3) That the subgrantees demonstrate a commitment to comply with the requirements of the appropriate program evaluation components specified by the preceding "Evaluation Criteria" and the following subparagraph b - "Data Needs Related to Evaluation."

b. Data Needs Related to Evaluation -

1. Number of agencies effected, by size and location.
2. Attitudes of skill levels prior to program.
3. Attitudes of skill levels subsequent to program.
4. Number of acquittals resulting from program, by type of offense, location, agency involved.
1. Number of participants by location.
2. Manhours of training provided by type of function (i.e., investigation, defense).
3. Pre-test of skill levels.
4. Post-test of skill levels.
5. Mean increases/decreases of skill levels.

*Subgrant Data:

No subgrant funds are proposed for this category, as explained above.

*Budget:

Federal Support 90%		Match Support 10%	
-----		-----	
Total		Total	
Federal Support	-0-	Match Support	-0-
State Part C	-0-	State Match Part C	-0-
State Part E	-0-	State Match Part E	-0-
Local Part C	-0-	Local Match Part C	-0-
Local Part E	-0-	Local Match Part E	-0-
State JJDP	-0-	State Match JJDP	-0-
Local JJDP	-0-	Local Match JJDP	-0-

*Multi-Year Forecast:

a. Projected funding -

FY1978 - \$66,667

FY1979 - \$44,444

b. Multi-Year Focus of Support -

Although no funding is included in the FY1977 Plan for defense casebuilding, a project in this category will be implemented during FY1977 through reprogrammed FY1976 funds. Continuation of that project (paraprofessionals to supplement the public defender staff) is anticipated throughout FY1978 and FY1979, based upon evaluation results.

*Technical Assistance:

1. Inventory of Available Resources -

Initial contact to secure technical assistance in the area of adult defense casebuilding should be made through regional planning offices, listed in this plan in Chapter I, Section B, "Regional Councils and Staff." The courts specialist of the Division of Criminal Justice and the courts

· coordinator of the Commission on Criminal Justice Standards can provide technical assistance as can the courts specialist of LEAA Region VIII office.

On a national basis such assistance is available through the National Legal Aid and Defender Association located in Washington, D.C., an organization sponsored through an LEAA grant.

2. Assessment of Technical Assistance Needs and Problems -

Defense attorneys, especially public defenders, are severely handicapped in their casebuilding ability by lack of manpower and resources. Because the right to effective representation by counsel includes casebuilding and investigation, the casebuilding resources of the defense must be equivalent to those of the prosecution to ensure a fair adjudication of all facts involved for both parties.

It should be the objective of technical assistance to provide training and casebuilding techniques to the public defender system and the private bar. Agencies providing training and casebuilding techniques to the defender system, however, are limited in number. No agency has allocated resources sufficient to provide technical assistance on a full-time basis.

3. Relationship to the Prioritization of Technical Assistance Needs -

Recognizing the critical need to upgrade defense casebuilding capability, the State Council on Criminal Justice has assigned a priority of Three to this category.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be utilized -

(1) Criminal Justice Advisory Councils of the thirteen planning regions and their staffs--initial contact.

(2) Courts Specialist of the Division of Criminal Justice and Courts Coordinator of the Commission on Criminal Justice Standards--will provide technical assistance or refer to appropriate resources.

(3) Courts Specialist of LEAA Region VIII office--will provide technical assistance or refer to appropriate source.

(4) National Legal Aid and Defender Association.

(b) Methodology for Technical Assistance Resources Utilization -

(1) How needs are identified -

Public defenders or members of the private bar needing technical assistance in defense casebuilding should quantify their needs and problems to the greatest degree possible. There are three indices of the need for training in defense casebuilding: first, the attitude of defenders toward the quality of casebuilding; second, the

number of acquittals; and third, objective measurement of the skill or knowledge of defenders in casebuilding.

(2) How the impact will be measured -

The impact of technical assistance will be measured by the degree to which T.A. recommendations implemented alleviate the problem addressed.

(c) Deficiencies (if any) for which resources are presently unavailable -

In the past, training of the defense bar has been of such low priority that technical assistance resources have not been provided to the necessary degree. Although resources are now available to meet training needs, further improvement is still needed.

PROGRAM VID -DEFENSE-JUVENILE

Program VI-D - Defense - Juvenile

*Relationship to the Analysis of Problems

The increase in crime and apprehension, tied to the basic tenet of justice that an alleged offender should have adequate counsel creates a demand for an enlarged and well-equipped public defender system. The state can ill afford to strengthen the judicial and prosecution functions and neglect the public defender.

There is a need for a special emphasis on preparing public defenders for juvenile defense because of philosophical and procedural differences from adult defense.

It is also essential that the private bar be better trained and more involved in juvenile processes.

Program VI-D - Defense-Juvenile

Objectives:

- . To increase the potential case building capacity for public defenders by increasing the amount of time spent in case building. This increase should relate to public defenders specializing in juvenile cases.
- . To increase the quality of case building by members of the private bar through quality and specialized training.

Related Standards:

- . DUE PROCESS IN ADJUDICATORY HEARINGS (to be considered by State Council) STD 3-5.4

Evaluation Criteria:

- . No. of private attorneys requesting training.
- . No. of public defenders receiving training over total numbers of public defenders.
- . Case disposition trends of trainees by type of disposition, as compared to those of non-trainees.
- . Subjective evaluation by private and public attorneys of training and manual effectiveness.
- . Content analysis of training manual
- . Analysis of standardization manual efficiency through case disposition trends.
- . Subjective analysis of total program by interested persons and agencies.

Program VI-D - Defense-Juvenile (continued)

Objectives:

Related Standards:

Evaluation Criteria:

. Pre and post testing of
trainees for efficiency of
training.

V/VI D-3

*Implementation:

1. Focus of Program Support: This program category will focus on supporting public defender training and in-service juvenile law training at a modest cost to members of the private bar. It will also focus on programs to provide direct legal services to juveniles.

2. Special Requirements:

a. Subgrantee Eligibility -

. The eligibility of the subgrantee is dependent upon compliance with federal and state laws, regulations and conditions, matching contributions, feasibility and needs.

. All applications in this category must address public information and education and volunteer components. To whatever extent possible, each application must utilize, coordinate or initiate such efforts.

. The subgrantee must ensure that all security and privacy provisions of the Children's Code will be followed.

. All continuation grants must have letters of intent to apply received by DCJ no later than May 31, 1977. If intents are not received by that date the money will be reallocated or made competitive.

The eligibility of the subgrantee will also be contingent upon:

- (1) That the subgrantees under this program demonstrate

a commitment to incorporate the services provided by this program into the day-by-day operations of the participating agencies.

(2) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the daily operations.

(3) That the subgrantees demonstrate a commitment to comply with the requirements of the program evaluation components specified by the preceding evaluation criteria and the following subparagraph b - "Data Needs Related To Evaluation".

b. Data Needs Related To Evaluation

The following data elements, at a minimum, must be included in or accounted for in each application received by LCJ.

1. Number of clients' served.
2. Type and number of services provided.
3. Treatment modalities used by type of clients.
4. Offense background for clients.
5. Demographic characteristics of clients.
6. Baseline data on expected offense trends of potential clients.
7. Recidivism (as defined by JJ & DP Plan) levels as compared to expected.

8. Cost to institutions, agencies, projects.
9. Cost compared to successful terminations.
10. Probation/parole revocations.
11. Type of staff personnel, i.e., para-professionals, volunteers, etc.
12. Staff turnover.
13. At risk periods used in project evaluations.

*Subgrant Data:

Region 4 will be eligible to receive \$16,000 to continue the Legal Services Program in Colorado Springs.

* Budget

Federal Support 90%		Match Support 10%	
-----		-----	
Total		Total	
Federal Support	\$16,000	Match Support	\$ 1,777
State Part C	-0-	State Match Part C	-0-
State Part E	-0-	State Match Part E	-0-
Local Part C	16,000	Local Match Part C	1,777
Local Part E	-0-	Local Match Part E	-0-
State JJDP	-0-	State Match JJDP	-0-
Local JJDP	-0-	Local Match JJDP	-0-

*Multi-Year Forecast:

a. Projected funding -

FY 1978 -0-

FY 1979 -0-

b. Multi-Year Focus of Support-

b. Multi-Year Focus of Support -

The Legal Services Program for Region 4 which is budgeted in the 1977 plan will be in its third year of funding and is therefore, not included in the projections for 1978 and 1979 funds. DCJ is currently and plans to continue to fund a training program to the Public Defenders Office. Although this program provides training on all types of cases, juvenile cases are included. Therefore, no funds have been budgeted for 1978 or 1979 in this category.

*Technical Assistance:

1. Inventory of Available Resources -

Initial contact to secure technical assistance in the area of adult defense casebuilding should be made through regional planning offices, listed in this plan in Chapter I, Section B, "Regional Councils and Staff." The courts specialist of the Division of Criminal Justice and the courts coordinator of the Commission on Criminal Justice Standards can provide technical assistance as can the courts specialist of LEAA Region VIII office.

On a national basis such assistance is available through the National Legal Aid and Defender Association located in Washington, D.C., an organization sponsored through an LEAA grant.

2. Assessment of Technical Assistance Needs and Problems -

The increase in crime and apprehension as well as the demand of justice that an alleged offender be adequately represented creates a demand for an enlarged and well equipped public defender system. The state can ill afford to strengthen the judicial and prosecution functions and neglect the public defender.

Philosophical and procedural differences between adult and juvenile defense necessitate that special emphasis be placed on preparing public defenders to represent juveniles. The private bar too must be better trained and more involved in juvenile processes. Training in juvenile case building and defense, with an eye to increasing the amount of time spent in case building, clearly is an answer to this problem. And equally clear is the role of technical assistance in providing this training.

The resources which can be brought to bear on this problem, however, are scanty. The agencies providing technical assistance for juvenile defenders number only four, with none of them allocating full-time personnel to the task.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice does not consider technical assistance in the area of juvenile defense a high priority. Council adoption of a juvenile justice policy, however, indicates that in the future juvenile defense will be considered of greater importance.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be utilized -

(1) Criminal Justice Advisory Councils, the thirteen planning regions and their staffs--initial contact.

(2) Courts Specialist of the Division of Criminal Justice and Courts Coordinator of the Commission on Criminal Justice Standards--will provide technical assistance or refer to appropriate resources.

(3) Courts Specialist of LEAA Region VIII office--will provide technical assistance or refer to appropriate source.

(4) National Legal Aid and Defender Association.

(b) Methodology for Technical Assistance Resources Utilization -

(1) How needs are identified -

Public defenders or members of the private bar needing technical assistance in juvenile defense should quantify their needs and problems to the greatest degree possible for criteria delineating the need. These include the number of private attorneys requesting training, the number of public defenders requesting training, dispositions of cases defended by individuals requesting training and subjective evaluation of current casebuilding and defense abilities by individuals requesting training.

(2) How the impact will be measured -
The impact will be measured by the degree to which technical assistance recommendations implemented alleviate the problem addressed.

(c) Deficiencies (if any) for which resources are presently unavailable -

In itself, the training problem is not difficult to solve. Providing technical assistance resources equivalent to the need however, seems to be more difficult.

FUNCTIONAL CATEGORY 7 -ADJUDICATION

PROGRAM VIIA -TRIAL PROCESS

Functional Category VII

Adjudication

Goals:

- . To maximize the disposition of cases in an expeditious manner consistent with standards of due process of law.
- . To enhance public support of the judicial process through efficient management of victim, witness and juror time.

Program VII-A - Trial Process

*Relationship to the Analysis of Problem:

Ever increasing caseloads, both in total number and per individual judge, jeopardize the rights of all involved parties to a fair and speedy disposition of their case. Congested court calendars cause considerable problems for defendants, police, attorneys, victims, witnesses, and jurors. The trial process, while not entirely manageable, requires professional management techniques along with procedural court rules to ensure optimal use of available time and resources.

Program VII-A - Trial Process

*Objectives:

- . To increase case processing efficiency of judges and administrative personnel through training in procedural and management approaches.
- . To maximize the use of victim, witness and juror time through management techniques designed to minimize dead-time when they are unneeded.

*Related Standards:

- . FUNCTION OF THE TRIAL JUDGE (passed by the State Council, #7-A).
- . SPEEDY TRIAL TIME LIMITS (passed by the State Council, #7-B).
- . JURORS AND WITNESSES (passed by the State Council, #7-C).

*Evaluation Criteria:

- . Pre and post test determination of increments in skill and knowledge levels of those receiving training.
 - a. Pre post comparison of increased efficiency as shown through time savings, financial savings, increased quality of work.
 - b. Analysis of attitudinal changes, determined through survey research techniques.
- . Comparison of time utilization as a pre/post variable.
 - a. Time studies of court management functions, pre/post.

Program VII-A - Trial Process (continued)

*Objectives:

*Related Standards:

*Evaluation Criteria:

- b. Attitudinal, perceptual survey of personnel and citizens to determine efficiency of system, pre/post.

*Implementation:

1. Focus of Program Support: Due to the unavailability of funding, no specific projects in the area of adjudication are anticipated for FY1977. However, a current subgrant to the Judicial Department for judges' training will impact upon the adjudication function. This subgrant is contained in Program Category XII-A of this Annual Action Plan. Another subgrant to the Judicial Department impacting upon adjudication is the Court Administrator's Training Project contained in this Annual Action Plan in Program Category XII-A. Additionally, substantial subgrant funds under the prior year's annual plan are presently available for projects in the area of trial process.

2. Special Requirements:

a. Subgrantee Eligibility -

The eligibility of the subgrantees depends upon compliance with federal and state law, regulations and conditions, matching contribution, feasibility and need.

The eligibility of subgrantees will also be contingent upon the following:

(1) That the subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-to-day operations of the participating law enforcement agencies;

(2) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the substance of the subgrant application.

(3) That the subgrantees demonstrate a commitment to comply with the requirements of the appropriate program evaluation components specified by the preceding "Evaluation Criteria" and the following subparagraph b - "Data Needs Related to Evaluation."

b. Data Needs Related to Evaluation -

1. Number of participants by agency, location, function.
2. Number of manhours of training received by function.
3. Cost-effectiveness of training as reflected by savings, in cost, time, quality and accuracy of work.
4. Attitudinal changes reflecting increased/decreased or unchanged efficiency as result of training.
 1. Amount dead-time currently reimbursed, as a mean for witnesses, victims, jurors, court personnel (when appropriate).
 2. Subsequent mean savings in time and reimbursements for victims, witnesses, jurors and court personnel (where appropriate).
 3. Attitudinal impact, changes.

*Subgrant Data:

No subgrant funds are proposed for this category.

*Budget:

Federal Support 90%		Match Support 10%	
-----		-----	
Total		Total	
Federal Support	-0-	Match Support	-0-
State Part C	-0-	State Match Part C	-0-
State Part E	-0-	State Match Part E	-0-
Local Part C	-0-	Local Match Part C	-0-
Local Part E	-0-	Local Match Part E	-0-
State JJDP	-0-	State Match JJDP	-0-
Local JJDP	-0-	Local Match JJDP	-0-

*Multi-Year Forecast:

a. Projected funding -

FY1978 - -0-

FY1979 - -0-

b. Multi-Year Focus of Support -

This program does not presently forecast funding in the fiscal years subsequent to FY1977. This projected lack of funding is due to the placement of higher priorities upon other program areas of the Plan by the State Council on Criminal Justice.

*Technical Assistance:

1. Inventory of Available Resources -

In the area of adjudication, technical assistance is available on both the local and national level. Initial contact to secure technical assistance should be made through regional planning offices, listed in this plan in Chapter I, Section B, "Regional Councils and Staff."

The courts specialist of the Division of Criminal Justice and the courts coordinator of the Commission on Criminal Justice Standards can provide technical assistance. The courts specialist for LEAA Region VIII can provide help as well.

Through an LEAA grant, the National Center for State Courts, a research organization headquartered in Denver, can provide assistance in adjudication techniques. The Institute for Court Management, also located in Denver, can train judges and court administrators in administration and procedural techniques to improve the adjudication process. The National College for the State Judiciary in Reno, Nevada trains judges and some court administrators in substantive and procedural aspects of adjudication. Assistance is also available through various national associations of state judges as well as the American Bar Association.

Two LEAA funded organizations located in Washington, D.C.--the American University Technical Assistance Project and the Institute for Law and Social Research are well equipped to provide assistance in adjudication.

2. Assessment of Technical Assistance Needs
and Problems -

Ever increasing trial caseloads jeopardize the rights of all involved parties to a fair and speedy disposition.

Congested court calendars cause considerable problems for defendants, police, attorneys, victims, witnesses and jurors. The trial process, while not entirely manageable, requires professional organization techniques along with procedural court rules to ensure optimal use of a available time and resources.

A primary goal of technical assistance should be to increase case processing, efficiency of judges and court administrative personnel through training and procedural and management approaches. Rather than performing administrative functions themselves, judges should be encouraged to rely on professional management personnel. Uniform standards should be developed for the training and hiring of court administrators.

Technical assistance is also needed to design management techniques to maximize the use of victim, witness and juror time. Dead time not only inconveniences the citizen serving the cause of justice but also wastes community resources. Solution to the court overload problem lies not only in improved management techniques but partially in improved prosecutor case screening techniques. Cases of small merit should be weeded out before reaching the trial stage. As noted in the description of technical assistance available to prosecutors, several organizations can provide help to D.A.s in streamlining the case screening process.

Solution of problems in the trial process depends as much on creative use of technical assistance resources as on the number of resources available. For virtually every trial-related problem there is a resource adequate to its solution.

3. Relationship to the Prioritization to Technical Assistance Needs -

The State Council on Criminal Justice has given adjudication fourth priority in the area of Courts Related Technical Assistance.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be utilized -

(1) Criminal justice advisory councils, the 13 planning regions and their staffs--initial contact.

(2) Courts specialist of the Division of Criminal Justice and courts coordinator of the Commission on Criminal Justice Standards--will provide technical assistance or refer to appropriate source.

(3) Courts specialist of LEAA Region VIII office--will provide technical assistance or refer to appropriate source.

(4) National Center for State Courts.

(5) Institute for Court Management.

(6) National College for the State

Judiciary.

(7) American University Technical Assistance Project.

(8) Institute for Law and Social Research.

(9) American Bar Association.

(b) Methodology for technical assistance resource utilization -

(1) How needs are identified -

Projects for jurisdictions needing technical assistance in the trial process should quantify their needs and problems to the greatest degree possible. Data defining a need for increased case processing efficiency include: attitudes of judges and administrative personnel, time studies of court management functions, process cost and quality of work. Attitudinal and perceptual surveys of court personnel and citizens could determine the efficiency of the system in the use of victim, witness and juror time.

(2) How the impact will be measured -

The impact of technical assistance will be measured by the degree to which technical assistance recommendations implemented alleviate the problem addressed.

(c) Deficiencies for which resources are presently unavailable -

At least part-time assistance is available for the solution of all trial process problems.

FUNCTIONAL CATEGORY 8 - SENTENCING

PROGRAM VIIIA -SENTENCING ALTERNATIVES-ADULT

Functional Category VIII
Sentencing

Goals:

- . To reduce the number of criminal law violations committed by convicted offenders while in legal custody.
- . To reduce significantly the number of adult and juvenile offenders committed to state correctional institutions by using sentencing alternatives.

Program VIII-A - Sentencing Alternatives - Adult

*Relationship to the Analysis of Problems:

This program addresses the seemingly chronic problem of sentencing alternatives limited in both number and creativity. Evaluation of current probation practices and special intensified projects is critically needed. Such evaluation would demonstrate the effectiveness of these sentencing alternatives, pinpoint specific difficulties and their solutions and educate and inform sentencing decision-makers.

Program VIII - Sentencing .

*Objectives:

. To reduce the number of criminal law violations committed by convicted unincarcerated offenders.

*Related Standards:

. IMPOSITION AND IMPLEMENTATION OF CONDITIONS

(Standard 1-8.66)

. NATURE AND DETERMINATION OF CONDITIONS

(Standard 1-8.67)

. SERVICES TO PROBATIONERS

(Standard 1-8.71)

. GROUNDS FOR AND ALTERNATIVES TO PROBATION REVOCATION

(Standard 1-8.76)

. MEASURES OF CONTROL

(Standard 1-12.5)

*Evaluation Criteria:

. Number of convicted, unincarcerated offenders recidivating.

- - Comparison of rearrest rates for unincarcerated offenders pre and post.

- - Comparison of rearrest rates for all unincarcerated offenders, by type of disposition, type of offense and type of sentence.

Program VIII - Sentencing (Continued)

*Objectives:

. To reduce significantly the number of adult and juvenile offenders committed to state correctional institutions by using sentencing alternatives.

*Related Standards:

- . SENTENCING THE NONDANGEROUS OFFENDER
(Standard 1-8.42)
- . COMMUNITY SERVICES
(Standard 1-8.43)
- . COMMUNITY-BASED PROGRAMS
(Standard 1-11.15)
- . DEVELOPMENT PLAN FOR COMMUNITY-BASED ALTERNATIVES TO CONFINEMENT
(Standard 1-11.16)
- . MARSHALING AND COORDINATING THE COMMUNITY RESOURCES CONSORTIUM
(Standard 1-11.17)
- . COMMUNITY CORRECTIONS SUBSIDY PROGRAM
(Standard 1-11.20)

*Evaluation Criteria:

- . Measurement of number of adult and juvenile offenders sentenced to alternatives to incarceration.
 - - Number and type of adult offenders diverted from institutions, by type of alternate placement, type of offense and recidivism.
 - - Number and type of juvenile offenders diverted from institutions, by type of alternate placement, type of offense and recidivism.

CONTINUED

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Program VIII - Sentencing (Continued)

*Objectives:

. To increase judicial awareness of available sentencing alternatives.

. To assess the effects of each sentencing alternative authorized by Colorado statute on the criminal justice system.

*Related Standards

. REQUIRED VISITS TO INSTITUTIONS
(Standard 1-8.38)

. INFORMATION ON SENTENCED OFFENDERS
(Standard 1-8.39)

. SENTENCING INSTITUTES
(Standard 2-1.50)

. SENTENCING INSTITUTES
(Standard 2-1.51)

. ORIENTATION OF NEW JUDGES
(Standard 2-1.52)

. DEVELOPMENT OF CORRECTIONS
(Standard 1-11.37)

. OFFENDER STATISTICAL DATA
(Standard 1-11.40)

. DEVELOPMENT OF A CORRECTIONAL DATA BASE
(Standard 1-11.41)

*Evaluation Criteria

. Determination of the frequency of change in sentencing procedures leading to alternatives to institutionalization.

- - Survey of judicial awareness of alternatives to institutions.

- - Number and frequency of dispositions leading to placement or disposition other than institutionalization.

. Measurement of impact of each sentencing alternative on criminal justice system.

- - Success/failure rates of offenders, by type of placement, type of offense, length of stay, demographics.

Program VIII - Sentencing (Continued)

*Objectives:

*Related Standards

*Evaluation Criteria

. CORRECTIONS EXPERIENCE DATA
(Standard 1-11.42)

. RESEARCH AND EVALUATION IN
THE COURTS
(Standard 2-2.56)

. EVALUATING THE PERFORMANCE
OF THE SYSTEM
(Standard 2-2.57)

. EVALUATING THE PERFORMANCE
OF THE CORRECTIONAL SYSTEM
(Standard 2-2.58)

. To develop, implement and
evaluate programs of victim
restitution in all phases of the
correctional process to determine
which approaches are most success-
ful in providing a means of victim
satisfaction and offender rehabilitation.

. NATURE AND DETERMINATION OF
CONDITIONS
(Standard 1-8.67)

. MEASURES OF CONTROL
(Standard 1-12.5)

. Measurement of effectiveness of any
formal or informal programs implementing
restitution procedures.

- - Survey of victims receiving resti-
tution, by offense, type of program and
geographic location.

Program VIII - Sentencing (Continued)

*Objectives:

*Related Standards:

*Evaluation Criteria:

- - Measurement of amount and types
of restitution made, by type of offense,
type of program, geographic location.

*Implementation:

1. Focus of Program Support: Due to the limited funding generally available, no financial program support will be allocated to this category. However, continuing efforts by DCJ will be sustained in the area of legislative review and revision of sentencing statutes and procedures. Also, projects funded through other program categories will impact on sentencing alternatives, such as the presentence investigation project (Category X-A) as well as the ultimate formulation of a Correction's Master Plan.

2. Special Requirements:

a. Subgrantee Eligibility -

There are no subgrants contemplated under this category for the program year FY 1977. If subsequent program support were developed, the eligibility of the subgrantee would depend upon compliance with federal and state law, regulations and conditions, matching contribution, feasibility and need.

In the event of funds flow under this program, the subgrantee eligibility will also be contingent upon the following:

(1) That the subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-to-day operations of the participating law enforcement agencies.

(2) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into

the substance of the subgrant application.

(3) That the subgrantees demonstrate a commitment to comply with the requirements of the appropriate program evaluation components specified by the preceding "Evaluation Criteria" and the following subparagraph b - "Data Needs Related to Evaluation."

b. Data Needs Related to Evaluation -

1. Number of unincarcerated convicted offenders, by type of offense, by type of disposition, by type of program.
 2. Demographics of unincarcerated convicted offenders by type of program.
 3. Number of unincarcerated convicted offenders recidivating (rearrest) prior to program.
 4. Number of unincarcerated convicted offenders recidivating subsequent to program.
-
1. Demographics for all clients sentenced to alternatives to incarceration.
 2. Number and type of adult offenders diverted from institutions by type of program, offense, recidivism.
 3. Number and type of juvenile offenders diverted from institutions by type of program, offense, recidivism.

4. Reduction of sentences to institutions.
 5. Baseline ratio of sentences to institutions of all convictions.
-
1. Baseline of sentencing patterns for regions.
 2. Number of significant changes in sentencing patterns for regions.
 3. Attitudes of judges before and after program implementation.
 4. Number and frequency of dispositions other than institutionalization, prior to and subsequent to program implementation.
-
1. Number and type of sentencing alternatives authorized by statute.
 2. Frequency of application of each alternative.
 3. Number of recidivists by type of offense and type of alternative.
 4. Demographics for offenders by type of alternative.
-
1. Number of offenders making restitution, by type of offense.
 2. Mean amounts of restitution repaid by type of program.

3. Number of victims receiving restitution by amount received, loss sustained, type of offense.

4. Number of repeat offenses committed by clients making restitution.

*Subgrant Data:

No funding is proposed in this category.

*Budget:

Federal Support 90%		Match Support 10%	

Total		Total	
Federal Support	-0-	Match Support	-0-
State Part C	-0-	Total Match Part C	-0-
State Part E	-0-	State Match Part E	-0-
Local Part C	-0-	Local Match Part C	-0-
Local Part E	-0-	Local Match Part E	-0-
State JJDP	-0-	State Match JJDP	-0-
Local JJDP	-0-	State Match JJDP	-0-

a. Project Funding:

FY1978 - \$0
 FY1979 - 0

b. This program does not presently forecast funding in the fiscal years subsequent to FY1977. This projected lack of funding is due to the placement of higher priorities upon other program areas of the Plan by the State Council on Criminal Justice.

*Technical Assistance:

1. Inventory of Available Resources -

Technical assistance is available from several sources for both judges and sentencing alternative programs. Judges

may receive technical assistance in the areas of sentencing through training programs operated by the National College for the State Judiciary in Reno, Nevada. Seminars in training in the sentencing area are also available through various national associations of state judges, the American Bar Association, the National Center for State Courts and through various studies and publications produced by LEAA. The semi-annual conference of the state court judges in Colorado, through the Judicial Department, also deals in the area of sentencing and provides information on new programs to members of the Colorado judiciary.

Recent legislation has amended judicial options in the sentencing function. These changes brought about by Senate Bill 4 and House Bills 1111 and 1237, may provide potentially a major impact on Colorado's judicial system. Technical assistance and the implementation of sentencing alternatives under the mandate of Senate Bill 4 is available from the corrections specialist of the Division of Criminal Justice, the Senate Bill 4 Implementation Committee and staff hired by the Division of Correctional Services and the Colorado Judicial Department whose responsibility includes implementation of this community corrections program.

The courts coordinator of the Division of Criminal Justice will provide assistance on an as-needed basis

including facilitating access to nationally sponsored training courses.

2. Assessment of Technical Assistance Needs and Problems -

Two major needs in the sentencing area stand in the forefront. These are to provide additional information to sentencing judges on the availability of sentencing alternatives (such as community placement under Senate Bill 4) and providing feedback to Colorado's judiciary on the effectiveness of their sentencing decisions and reducing repeat crime.

The newly passed Colorado Crime Victims Restitution program will require a significant amount of assistance to ensure successful implementation on a statewide basis. Information on compliance with judicial orders will be required in order to provide an adequate feedback loop to the sentencing court.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice assigned a priority of five (of five priorities) to this functional category. This priority rating reflects the increase in staff of the Division of Correctional Services and Colorado Judicial Department whose responsibility it is to aid in the implementation of the Senate Bill 4 alternatives

program. The staff has been charged with lead responsibility in providing information to the sentencing court and assistance in the development of alternative treatment programs. This priority also recognizes that the Division of Criminal Justice has worked with the Colorado Judicial Department in the past in order to develop a judicial management information system to provide feedback data to the sentencing court on the effectiveness of the sentence imposed.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be utilized -

Implementation of this priority forecasts the use of existing personnel in the Division of Criminal Justice, including the courts specialist and corrections specialist, the courts coordinator of the Commission on Criminal Justice Standards and staff hired under Senate Bill 4 implementation program. A consortium of professionals in the field has already been gathered in the Senate Bill 4 Implementation Committee. This group will aid in the development of possible alternatives for judicial sentencing.

The value of sentencing institutes has long been known, and the resources of the National Center for State Courts and the National College for the State Judiciary will be utilized wherever feasible.

(b) Methodology for technical assistance
resources utilization -

(1) How needs are identified -

The major need areas in this category are identified through the Colorado Conference on Sentencing and Corrections, sponsored by the Office of the Governor, the Supreme Court and the General Assembly. As a result of this conference, several major pieces of legislation were drafted and implemented. This priority recognizes that the effects of this legislation must be assessed and that information transmitted to the sentencing courts in order to achieve the goals of crime reduction and reduction of recidivism.

(2) How the impact will be measured -

The impact of technical assistance in this priority area can be directly measured by the implementation of sentencing alternatives and the use thereof. The primary method of this measurement will be the evaluation component of the Senate Bill 4 program and the Colorado Crime Victims Restitution program. Additionally, ongoing research efforts on the effect of mandatory sentencing under House Bill 1111 will provide a profile of sentencing of repeat and violent offenders.

(c) Deficiencies for which resources are presently unavailable -

At present, Colorado does not have sufficient resources to provide for sentencing institutes for all

judges on a yearly basis. The resources of the National College of State Judiciary are presently being utilized, yet a lack of resources within the state will not allow for ongoing and updated training for sentencing judges. Future efforts such as the Colorado Conference on Sentencing and Corrections will be of great help in identifying priority areas for program implementation and legislative change in Colorado.

PROGRAM VIIIB -DISPOSITION ALTERNATIVES-JUVENILE

Program VIII-B - Disposition Alternatives

* Relationship to the Analysis of Problems

Considering the high crime rate among juveniles and the inappropriateness of many traditional dispositions, it is extremely important to develop innovative alternatives for youth. Particularly, under the mandate to deinstitutionalize, it is vital to provide judges with alternatives to incarceration which can then be evaluated for effectiveness and replication.

Program VIII-B - Disposition Alternatives

Objectives:

- . To provide innovative, non-traditional disposition alternatives for juvenile offenders.
- . To research and develop new treatment modalities for status offenders and delinquent offenders.

Related Standards:

- . PURPOSE (to be considered by State Council) STD 3-6.1
- . DISPOSITIONAL HEARING (to be considered by State Council) STD 3-6.2
- . MATTERS FOR CONSIDERATION (to be considered by State Council) STD 3-6.3
- . DISPOSITIONAL HEARING IN DELINQUENCY CASES (to be considered by State Council) STD 3-6.4

Evaluation Criteria:

- . Number of juveniles served.
- . Number of juveniles completing program.
- . Number of juveniles failing to complete the program, including withdrawal, program violation, new offense.
- . Number of juveniles recidivating.
- . Number of nonrecidivists.
- . Minimum of one year follow-up on those completing program.
- . Pre and post attitude questionnaires administered to program participants.
- . Dollar amounts for restitution.
- . Overall subjective program evaluation by interested parties.

*Implementation:

1. Focus of Program Support: This program category will focus on offering innovative dispositional alternatives to judges. This category is specifically reserved for nontraditional approaches, such as restitution, which offer new areas for experimentation and evaluation.

2. Special Requirements:

a. Subgrantee Eligibility

. The eligibility of the subgrantee is dependent upon compliance with federal and state laws, regulations and conditions, matching contributions, feasibility and needs.

. All applications in this category must address public information and education and volunteer components. To whatever extent possible, each application must utilize, coordinate or initiate such efforts.

. The subgrantee must ensure that all security and privacy provisions of the Children's Code will be followed.

. All applications in this category must deal with youth at the point of disposition.

. All applicants in this category must have a written agreement with the court.

. All programs requesting second or third year funding must provide for one year follow-up of clients served in the previous year(s).

. All applications in this category must be received by DCJ no later than May 31, 1976. If applications are not

received by that date, the money will be reallocated or made competitive.

The eligibility of the subgrantee will also be contingent upon:

(1) That the subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-by-day operations of the participating agencies.

(2) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the daily operations.

(3) That the subgrantee demonstrate a commitment to comply with the requirements of the program evaluation components specified by the preceding evaluation criteria and the following subparagraph b - "Data Needs Related to Evaluation."

b. Data Needs Related to Evaluation

The following data elements, at a minimum, must be included in or accounted for in each application received by DCJ.

1. Number of clients served.
2. Type and number of services provided.
3. Treatment modalities used by type of clients.
4. Offense background for clients.
5. Demographic characteristics of clients.
6. Baseline data on expected offense trends of potential clients.
7. Recidivism (as defined by JJ & DP Plan) levels as compared to expected..

8. Cost to institutions, agencies, projects.
9. Cost compared to successful terminations.
10. Probation/parole revocations.
11. Type of staff personnel, i.e., paraprofessionals, volunteers, etc.

* Subgrant Data:

Region 5 will be eligible to receive \$8,316 for a Community Work Program for juveniles at the point of disposition.

* Budget

Federal Support 90%	Match Support 10%

Total	Total
Federal Support 8,316	Match Support 924
State Part C -0-	State Match Part C -0-
State Part E -0-	State Match Part E -0-
Local Part C -0-	Local Match Part C -0-
Local Part E 8,316	Local Match Part E 924
State JJDP -0-	State Match JJDP -0-
Local JJDP -0-	Local Match JJDP -0-

*Multi-Year Forecast:

a. Projected funding-

FY 1978 - \$30,000 - Part C
 FY 1979 - \$30,000 - Part C

b. Multi-Year Focus of Support -

One grant for a Community Work Program in Region 5 is budgeted to be started with 1977 funds. Approximately \$6,800 of 1978 and \$4,500 of 1979 will be budgeted to continue this project if it meets the requirements for refunding. The remaining funds of \$23,200 in 1978 and \$25,500

in 1979 will be used to start new projects. The program should provide innovative, nontraditional approaches to disposition alternatives for juvenile offenders and provide new treatment ideas for status offenders and delinquents.

*Technical Assistance:

1. Inventory of Available Resources -

In the area of juvenile sentencing, technical assistance is available on both the local and national levels. Initial contact to secure technical assistance should be made through regional planning offices, listed in this plan in Chapter I, Section B, "Regional Councils and Staff." The courts, corrections and juvenile specialists of the Division of Criminal Justice and the courts and corrections coordinators of the Commission on Criminal Justice Standards can provide technical assistance. The courts specialist and the corrections specialist for LEAA Region VIII can provide help as well.

Other state level organizations providing technical assistance include the Division of Youth Services, the Division of Correctional Services Research and Planning Unit and the Juvenile Justice Coordinator of the Judicial Department.

Judges may receive technical assistance in sentencing through training programs offered by the National College for the State Judiciary in Reno, Nevada. Seminars and

training in sentencing are also available through various national associations of state judges, the American Bar Association, the National Center for State Courts and various LEAA studies and publications. The semi-annual conference of State Court Judges in Colorado, sponsored by the Judicial Department, provides some assistance to individual judges.

2. Assessment of Technical Assistance Needs and Problems -

Considering the high crime rate among juveniles and the inappropriateness of many traditional dispositions, it is extremely important to develop innovative alternatives for youth. Particularly under the mandate to de-institutionalize, it is vital to provide judges with alternatives to incarceration which can then be evaluated for effectiveness and replication.

The objectives of technical assistance in the area of disposition alternatives for juveniles should be to provide innovative, nontraditional disposition alternatives for juvenile offenders and to research and develop new treatment modalities for status and delinquent offenders.

Given current interest in noninstitutional treatment of all offenders as well as the large number of organizations providing technical assistance, these objectives should be easily reached.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice has given disposition alternatives for juveniles a low priority in the area of courts-related technical assistance. Should this perception of the disposition alternatives problems change in the future, adequate technical assistance resources are available to deal with it.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be utilized -

(1) Criminal Justice Advisory Councils of the thirteen planning regions and their staffs--initial contacts.

(2) Juvenile, corrections and courts specialists of the Division of Criminal Justice and corrections and courts coordinators of the Commission on Criminal Justice Standards--will provide technical assistance or refer to appropriate source.

(3) Corrections and courts specialists of LEAA Region VIII office will provide technical assistance or refer to appropriate source.

(4) Division of Youth Services.

(5) Division of Correctional Services, Research and Planning Unit.

(6) National College for the State Judiciary.

(7) National Associations of State Judges.

- (8) American Bar Association.
- (9) National Center for State Courts.
- (10) LEAA studies and publications.
- (11) Semi-annual Conference of State Court Judges, Colorado.

(12) Juvenile justice specialists, Colorado Judicial Department.

(b) Methodology for Technical Assistance Resources Utilization -

(1) How needs are identified -

Projects through a jurisdiction needing technical assistance in juvenile dispositions should quantify the needs and problems to the greatest degree possible. Data defining a need in this area include number of juveniles processed, number of disposition alternatives available, number of juveniles receiving each disposition, number of juveniles completing each program, number of juveniles recidivating and number of nonrecidivists.

Attitude questionnaires administered to program participants, dollar amounts necessary for restitution programs and overall subjective evaluation of existing programs by interested parties could point the direction for new treatment modalities for status offenders and delinquents.

(2) How the impact will be measured -

The impact of technical assistance will be measured by the degree to which technical assistance recommendations implemented alleviate the problem addressed.

(c) Deficiencies (if any) for which resources are presently unavailable -

Technical assistance to develop innovative dispositional alternatives for youth are presently available. They need only to be used creatively.

FUNCTIONAL CATEGORY 9 -POST-CONVICTION PROCEDURES

PROGRAM IXA -POST CONVICTION PROCEDURES

Functional Category IX

Post-Conviction Procedures

Goals:

- . To provide the offender with adequate counsel and the right to a speedy trial and right of appeal.
- . To provide courts the opportunity to make relevant changes and modify procedures as necessary.

Program IX -A- Post-Conviction Procedures

*Relationship to the Analysis of Problems:

This program addresses the complex and interrelated problems of appellate court delay and the rights of convicted offenders.

*Implementation:

1. Focus of Program Support: Due to unavailability of funding, no subgrants are proposed in this category.

2. Special Requirements:

a. Subgrantee Eligibility -

There are no subgrants contemplated under this category for the program year FY 1977. If subsequent program support were developed, the eligibility of the subgrantee would depend upon compliance with federal and state law, regulations and conditions, matching contribution, feasibility and need.

In the event of funds flow under this program, the subgrantees will also be contingent upon the following

(1) That the subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-to-day operations of the participating law enforcement agencies;

(2) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the substance of the subgrant application.

(3) That the subgrantees demonstrate a commitment to comply with the requirements of the appropriate program evaluation components specified by the preceding "Evaluation Criteria" and the following subparagraph b - "Data Needs Related to Evaluation."

b. Data Needs Related to Evaluation -

1. Number and type of legal texts and materials available, by number of offenders making requests.
 2. Number and type of requests for legal assistance.
 3. Amount of legal manhours available for assistance.
 4. Levels of assistance and materials increasing from baseline, subsequent to program implementation.
 5. Tracking of efforts and results for offenders petitioning post-conviction remedies.
-
1. Current time lapse rates for appellate processes, by type of offense, type of conviction, sentence.
 2. Subsequent time lapse rates for appellate procedure by same variables.

Program IX - Post-Conviction Procedures

*Objectives:

. To effectuate the right of convicted offenders to access to adequate legal materials and services for seeking post-conviction remedies.

*Related Standards:

. OFFENDERS' RIGHTS
(passed by State Council #9-A)

. CODE OF OFFENDERS' RIGHTS
(Standard 1-9.1)

. ACCESS TO LEGAL SERVICES
(Standard 1-9.3)

. ACCESS TO LEGAL MATERIALS
(Standard 1-9.4)

. APPEALS
(passed by State Council #9-B)

. PUBLIC REPRESENTATION OF CONVICTED OFFENDERS
(Standard 1-9.11)

. TRIAL COUNSEL'S DUTIES WITH REGARD TO APPEAL
(Standard 1-9.12)

. COUNSEL ON APPEAL
(Standard 1-9.14)

*Evaluation Criteria:

. Measurement of offender needs for and access to legal texts, materials and assistance.

- - Number of offenders requesting and receiving technical assistance through texts or experts.

- - Results of efforts on the part of offenders to petition for post-conviction remedies.

Program IX - Post-Conviction Procedures (cont)

*Objectives:

. To stimulate consideration of changing appellate procedures to expedite the disposition of post-conviction matters.

*Related Standards:

. UNACCEPTABLE INDUCEMENTS AND
DETERRENTS TO TAKING APPEALS
(Standard 1-9.17)

. ELIMINATING FRIVOLOUS APPEALS;
PRE-APPEAL SCREENING
(Standard 1-9.18)

. SUPERVISION DURING THE
PREPARATION OF CASES
(Standard 1-9.20)

. EXPEDITING HANDLING OF APPEALS
(Standard 1-9.21)

. THE RECORD ON APPEAL
(Standard 1-9.22)

*Evaluation Criteria:

. Measurement of pre and post
time lapse rates for disposition
of appellate procedures.

- - Current lapse rate in appellate
process, by type of offense and type
of conviction/sentence.

- - Post-project lapse rates for same.

*Subgrant Data:

No funding is proposed in this category.

*Budget:

Federal Support
90%

Match Support
10%

Total		Total	
Federal Support	-0-	Match Support	-0-
State Part C	-0-	State Match Part C	-0-
State Part E	-0-	State Match Part E	-0-
Local Part C	-0-	Local Match Part C	-0-
Local Part E	-0-	Local Match Part E	-0-
State JJDP	-0-	State Match JJDP	-0-
Local JJDP	-0-	Local Match JJDP	-0-

a. Projected Funding

FY 1978 -0-
FY 1979 -0-

*Multi-Year Forecast:

b. This program does not presently forecast funding in the fiscal years subsequent to FY 1977. This projected lack of funding is due to the placement of higher priorities upon other program areas of the Plan by the State Council on Criminal Justice.

*Technical Assistance:

1. Inventory of Available Resources -

In the area of post-conviction procedures, technical assistance is available on both the local and national level. Initial contact to secure technical assistance should be made through regional planning offices, listed in this plan in Chapter I, Section B, "Regional Councils

and Staff." The court specialist of the Division of Criminal Justice and the courts coordinator of the Commission on Criminal Justice Standards can provide technical assistance, as can the courts specialist for LEAA Region VIII.

Other organizations offering at least limited technical assistance in post-conviction procedures include: the National Center for State Courts, the National Legal Aid and Defender Association, the National District Attorney's Association, the Bar Association of Colorado and the American Bar Association.

2. Assessment of Technical Assistance Needs and Problems -

The caseload of criminal appeals and post-conviction proceedings increases yearly. This increase will force both appellate and trial courts to develop means for expediting appeals and remedy proceedings. The solution to the overload problem at the appellate level is little different from that at the trial level: judges should be encouraged to rely on professional management personnel; standards should be developed for the training of court administrators; and standards should be set for the hiring of court administrators. Technical assistance is an appropriate tool for solving these problems.

That a convicted offender has the right to pursue an appeal and that he may represent himself in doing so

is axiomatic. Case law recognizes this right as well as the right of convicted offenders to access to adequate legal materials and services for seeking post-conviction remedies. Technical assistance in the design of legal services programs and of curricula for legal materials training is one means of effectuating this right.

Technical assistance for the upgrading of the appellate process is readily available. Organizations providing technical assistance in the area of offender's rights, however, are scarce.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice has given post-conviction procedures a low priority in the area of Courts Related Technical Assistance. If Colorado's appellate courts become more willing to hear sentence appeals as well as conviction appeals, as recent case law would seem to indicate, appellate court caseloads will increase. Such an increase would no doubt produce a corresponding increase of interest in the subject of post-conviction procedures.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be utilized -

(1) Criminal Justice Advisory Councils of the 13 planning regions and their staffs--initial contact.

(2) Courts specialist of the Division of Criminal Justice and courts coordinator of the Commission

on Criminal Justice Standards--will provide technical assistance or refer to appropriate source.

(3) Courts specialist of LEAA Region VIII Office--will provide technical assistance or refer to appropriate source.

(4) Pikes Peak Legal Services, Canon City.

(5) National Center for State Courts.

(6) National Legal Aid and Defender Association.

(7) National District Attorney Association.

(8) Bar Association of the State of Colorado.

(9) American Bar Association.

(b) Methodology for technical assistance resources utilization -

(1) How needs are identified -

Projects or jurisdictions needing technical assistance should quantify their needs and problems to the greatest degree possible.

FUNCTIONAL 10 -CLASSIFICATION

Functional Category X

Classification

Goals:

- . To reduce recidivism through implementation of an effective classification system for community and institutionally based corrections which will assign offenders to the most appropriate treatment and/or rehabilitative programs.
- . To develop innovative instruments and methods for classification that would provide thorough, accurate individual descriptions of an offender as well as data based prediction models for use by community and institutionally based corrections personnel in management and programming decisions regarding offenders.
- . To develop a feedback system which provides offender information to institutions, programs, diagnostic centers and the community classification teams.
- . To develop community corrections classification teams regionally for the purpose of diverting selected offenders from the criminal justice system, minimizing the use of institutions for convicted or adjudicated offenders, and programming individual offenders for community based programs.

PROGRAM XA -COMMUNITY-ADULT

Program X-A - Community Classification - Adult

*Relationship to the Analysis of Problems:

Diagnostic services, aimed at assessing offender needs and prescribing treatment programs, are currently offered at the state's institutions in Canon City and Buena Vista. Diagnostic and classification services are almost totally lacking in county jails.

Effective diagnostic and classification services are essential to the success of community programs, yet this can now only be accomplished within the state institutions. Much of an inmate's time spent in the Diagnostic Unit(s) is idle time. When incarceration is the sentence, the pre-sentence investigation conducted by the various probation departments precedes a Diagnostic Unit evaluation. Combining these two functions in a community diagnostic and classification unit, as well as Parole's community or field investigation, should be explored. Such a unit could provide the sentencing judge with more information upon which to base a sound decision. The use of the Diagnostic Unit for evaluation under the 120-day review of sentence rule is increasing. This type of evaluation could operate more efficiently in the community rather than in an institution.

Another major deficiency of the Diagnostic Units is the lack of feedback regarding the success or failure of the units' recommended treatment programs, including community placement.

The entire diagnostic and classification system in Colorado needs to be reassessed and alternative methods of operation designed. With the increasing use of community-based programs, both for reintegration and diversion from institutional commitment, this reassessment must be undertaken in this planning year. One element of such a diagnostic system is the screening and identification of alcohol and drug abusing offenders such that appropriate treatment can be provided.

Program X-A - Community Classification - Adult

*Objectives:

. To re-evaluate existing diagnostic and classification systems, to include pre-sentence investigations, and make recommendations for improving the efficiency and effectiveness of these systems.

. To upgrade the diagnostic and classification for treatment systems for drug and alcohol abusing offenders.

*Related Standards:

. COMPREHENSIVE CLASSIFICATION SYSTEMS (#1-10.1)

. CLASSIFICATION FOR INMATE MANAGEMENT (#1-10.3)

. MULTIMODALITY TREATMENT SYSTEMS (#1-11.21)

*Evaluation Criteria:

. Measurement of impact of assessment and recommendation of existing systems by comparison of number and extent of improvements or changes for current year and previous years.

. Measurement of changes, improvements, or expansion of capabilities in terms of results, qualitative and quantitative -

A. Impact on delivery of services to offenders.

B. Increased planning capabilities in terms of services and treatment for offenders as a result of the upgrade.

Program X-A - Community Classification - Adult (Cont'd)

*Objectives:

. To develop and pilot-test a community diagnostic and classification unit which is more efficient and effective than the current pre-sentence investigation and institutional programs individually particularly with respect to community-based correctional programs.

. To recommend changes, as needed, in existing legislation in order to implement a community diagnostic and classification program.

*Related Standards:

. COMMUNITY CLASSIFICATION
TEAMS (#1-10.2)

*Evaluation Criteria:

. Comparison of efficiency and effectiveness of pilot-test project and current programs -

A. Cost effectiveness

B. Impact of projects

C. Efficiency of delivery of services

. Number and efficiency of recommendations made to legislators for improved or new diagnostic and classification systems.

*Implementation:

1. Focus of Program Support: This program will, as projected in the Multi-Year Forecast of the 1976 Plan, support a full assessment of pre-sentence, post commitment and pre-parole diagnostic and classification process. In addition, a pilot community diagnostic and classification project will be implemented and evaluated to determine its feasibility and cost-benefit when compared to the existing system. This project will require the cooperation of the Judicial Department and the Division of Correctional Services, as well as local public and private resources, in order to identify common investigative elements and ways to streamline this process. The purpose will be to combine these diagnostic processes, eliminate duplication and maximize the information available to the court at the time of sentencing while facilitating the value and use of this information for classification of committed offenders. A reduction in the workload of the institutional diagnostic units is anticipated. A more effective screening offenders for sentencing to community corrections is projected. This type of project is recommended by the Colorado Commission on Criminal Justice Standards and the National Advisory Commission on Criminal Justice Standards and Goals. In addition, data nationally on effective diagnostic systems is lacking; thus, a significant contribution to correctional

diagnostic and classification systems nationally is expected.

2. Special Requirements:

a. Subgrantee Eligibility -

The eligibility of subgrantees depends upon compliance with federal and state law, regulations and conditions, matching contribution, feasibility and need. Special requirements that the subgrantee will be expected to meet are: (1) That the subgrantees demonstrate a commitment to cooperate and coordinate their activities in both the assessment and implementation phases of the project; (2) a willingness to provide results and findings to the Division of Criminal Justice on a quarterly basis.

b. Data Needs Related to Evaluation -

The following data elements must be included in or accounted for in each application received by the Division of Criminal Justice:

1. Number of programs assessing existing systems.
2. Number and type of assessments and recommendations.
3. Number of changes or improvements implemented as a result of the program.
4. Changes or improvements noted in delivery of services.

5. Changes or increases in planning capabilities.
6. Cost-effectiveness of pilot projects.
7. Success rates for pilot projects.
8. Assessments of delivery of services of pilot projects.
9. Number and results of recommendations for legislative reforms or changes.

*Subgrant Data:

A subgrant of \$175,000 will be made available to the Division of Correctional Services, Department of Institutions, to assess their current Diagnostic Program, Parole's Community and Field Investigation, and implement one component of a pilot community diagnostic and classification project.

The Judicial Department will be eligible to receive a subgrant of \$100,000 to evaluate their current pre-sentence investigation and implement one component of a pilot community diagnostic and classification project.

*Budget:

Federal Support 90%	Match Support 10%

Total	Total
Federal Support \$275,000	Match Support \$30,555
State Part C 275,000	State Match Part C 30,555
State Part E 0	State Match Part E 0
Local Part C 0	Local Match Part C 0
Local Part E 0	Local Match Part E 0
State JJDP 0	State Match JJDP 0
Local JJDP 0	Local Match JJDP 0

*Multi-Year Forecast:

a. Projected funding -

FY1978 - \$175,000 Part C
FY1979 - \$300,000 Part C

b. Multi-Year Focus of Support -

The major focus of program support in the current year's plan is on an evaluation of existing institutional and community diagnostic and classification system. In addition, a pilot community diagnostic and classification project will be initiated and evaluated. In 1978, this pilot project will have a full year of operation. The evaluation of this project will focus upon a cost benefit study of the results in relationship to the current diagnostic and classification system. If the results are positive, 1979 funding levels will increase to provide another community classification program in another area of the state. A regionalized community classification program statewide may be the ultimate outcome.

Statements about the multi-year focus of program support must be framed in tentative terms at this time. Although both the National and Colorado Standards and Goals efforts have recommended this concept, there is insufficient empirical evidence nationally to support a complete adoption of this approach. No state has developed an effective diagnostic and classification system. There is more known about what does not work than about what does. The latter is what Colorado hopes to accomplish during this multi-year.

*Technical Assistance:

1. Inventory of Available Resources -

In the development of a community classification approach assistance is available from the staff of the Division of Correctional Services, particularly those individuals working in the reception and the diagnostic units of the penitentiary and the reformatory. This will afford the potential grantee access to actual programmatic methods and guidelines. Assistance in determination of the scope of potential diagnostic needs is available through division staff and staff of the Colorado Commission on Criminal Justice Standards. One impact study on distribution of offenders by crime type and prior records was recently completed by Standards Commission staff.

In the field of programatic design assistance will be available through a consortium developed by division staff to implement the provisions of the Community Corrections Act, Senate Bill 4. This, along with staff of the Division of Correctional Services and the Colorado Judicial Department directly responsible for Senate Bill 4 programs, will afford a potential grantee a substantial aid of development of a viable programatic approach.

2. Assessment of Technical Assistance Needs and Problems -

The development of the community corrections approach fostered by Senate Bill 4 will require a concomitant development of local diagnostic resources, especially for the determination of possible participants in a community program. At present, such diagnostic resources are scarce, being limited to Colorado Springs and Denver. The locating of local resources, and development of a diagnostic approach specifically addressing the needs of the community corrections program is a necessary first step in development of a comprehensive corrections approach for Colorado.

The greatest program-related problem for technical assistance is the need to develop a local diagnostic approach which would enjoy the support of the local community, and provide both a model for other jurisdictions and a source of data to determine effectiveness.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice assigned a corrections-related functional priority of two (of three priorities) to development of community classification capabilities for adults. This priority recognizes the need to develop adequate participation criteria for the full implementation of the community corrections approach which the State Council has endorsed for several years.

4. Strategy for the delivery of Technical Assistance -

(a) Resources to be utilized -

This program area, as it is new to most areas of Colorado, will require a developmental approach utilizing the services of staff persons of the Colorado Division of Correctional Services, Judicial Department and members of Senate Bill 4 planning committee. In addition, personnel presently working on the staffs of programs such as the Central Intake Unit of the Denver General Hospital, will be utilized wherever practical. In order to assure that local community needs and desires are fully met the focus of these technical assistance and planning efforts will be the regional planning units.

(b) Methodology for Technical Assistance Resources Utilization -

(1) How needs are identified -

The needs for assistance in the area of community classification can be identified through analysis of commitment data and interest in participation in the Senate Bill 4 community corrections approach. The Colorado Commission on Criminal Justice Standards has recently completed an impact study in the area of community corrections, identifying areas of potential population. This will determine initial efforts to foster the creation of a complete community corrections approach including community classification and treatment.

(2) How the impact will be measured-

The impact of the technical assistance will be measured directly by the development of community classification capability in the selected site jurisdictions. With the development of this classification ability, and a following treatment program (as described in Functional Category XI A) the success of transfer of diagnostic technology can readily be assessed.

(c) Deficiencies for which resources are presently unavailable.

Colorado is a large, mostly rural state. Adequate resources do not presently exist to create a community classification ability in all jurisdictions. Due to these problems the initial technical assistance effort

must be limited one or two sites which presently have an offender population of sufficient size to warrant a community corrections program. Future efforts in smaller jurisdictions might concentrate on identification of local resources which could provide diagnostic function on an as-needed basis. This effort must go hand and hand with the development of community corrections alternatives in those same jurisdictions.

PROGRAM XB -COMMUNITY-JUVENILE

Program X-B - Community - Juvenile

Relationship to the Analysis of Problems

Assessment of offender needs, upon which classification and program development are based is needed in order to determine what kind of kids need what kind of programs. In addition, there appears to be little continuity between institutional and community based classification and treatment. A continuum of classification and treatment from the institution to the community is needed.

Program X-B - Community - Juvenile

Objectives:

- . To reduce the number of juvenile probation revocations through effective classification and referral.
- . To reduce the number of youths committed to the Department of Institutions.
- . To provide effective classification in order to determine the appropriate agency for treatment.

Related Standards:

Evaluation Criteria:

In order to develop a classification system the following collected information is necessary:

- . A review of existing classification systems, (methods, testing procedures) throughout the country.
- . Review and comparison with other systems of present diagnostic and classification procedures in this state.
- . Biographical data on offenders.
- . Institutional histories
- . Behavioral reports (number and kind)
- . Testing (kind and results) such as:
Personality scale -
MMPI, MMPQ, WAIS, Eysenck Personality Inventory, Rotter IE and Bender Motor Gestalt.
- . Inmate status (new, general, inmate, parole, honor, work release).

Program X-B - Community - Juvenile (Continued)

Objectives

Related Standards:

Evaluation Criteria:

- . . Current length of sentence.
- . Age at first felony.
- . Types of services received.
- . Probability statements regarding such behaviors as escape, adjustment, psychosis, addictions.
- . Follow-up after program placement.
- . Subjective analysis of interested persons.
- . Cost-benefit-analysis.

Implementation:

1. Focus of Program Support: This program category will focus on diagnostic and classification programs.

2. Special Requirements:

a. Subgrantee Eligibility

. The eligibility of the subgrantee is dependent upon compliance with federal and state laws, regulations, and conditions, matching contributions, feasibility and needs.

. All applications in this category must address public information and education and volunteer components. To whatever extent possible, each application must utilize, coordinate or initiate such efforts.

. The subgrantee must ensure that all security and privacy provisions of the Children's Code will be followed.

. All programs requesting second or third year funding must provide for one year follow-up of clients served in the previous year(s).

. All continuation grants must have letters of intent to apply received by DCJ no later than March 31, 1976. If intents are not received by that date, the money will be reallocated or made competitive.

The eligibility of the subgrantee will also be contingent upon:

(1) That the subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-by-day operations of the participating agencies.

(2) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the daily operations.

(3) That the subgrantees demonstrate a commitment to comply with the requirements of the program evaluation components specified by the preceding evaluation criteria and the following subparagraph b - "Data Needs Related to Evaluation."

b. Data Needs Related to Evaluation

The following data elements, at a minimum, must be included in or accounted for in each application received by DCJ.

1. Number of clients served.
2. Type and number of services provided.
3. Treatment modalities used by type of clients.
4. Offense background for clients.
5. Demographic characteristics of clients.
6. Baseline data on expected offense trends of potential clients.
7. Recidivism (as defined by JJ & DP Plan) levels as compared to expected.
8. Cost to institutions, agencies, projects.
9. Cost compared to successful terminations.
10. Probation/parole revocations.
11. Type of staff personnel, i.e., paraprofessionals, volunteers, etc.

12. Staff turnover.

13. At risk periods used in project evaluations.

Subgrant Data:

The Division of Youth Services will be eligible to receive \$44,444 to continue the Western Slope Diagnostic Program.

Budget

Federal Support 90%		Match Support 10%	
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Total		Total	
Federal Support	\$44,444	Match Support	\$4,938
State Part C	44,444	State Match Part C	4,938
State Part E	-0-	State Match Part E	-0-
Local Part C	-0-	Local Match Part C	-0-
Local Part E	-0-	Local Match Part E	-0-
State JJDP	-0-	State Match JJDP	-0-
Local JJDP	-0-	Local Match JJDP	-0-

*Multi-Year Forecast:

a. Projected funding -

FY 1978 \$ -0-

FY 1979 \$ -0-

b. Multi-Year Focus of Support -

The Western Slope Diagnostic Program which is planned for 1977 funds will be in its third year of funding in 1977. It is anticipated that the program will be continued with general fund monies. It is also anticipated the Division of Youth Services will continue to provide

these services throughout the state and coordinate its services with local programs. Therefore, no funds have been budgeted for 1978 and 1979 funds in this category.

*Technical Assistance:

1. Inventory of Available Resources -

The development of community rehabilitation alternatives for juveniles requires a concomitant development of community, diagnostic and classification resources. As juvenile corrections are centralized under a State Division of Youth Services, community classification attempts will receive aid from this State division. Particular resources presently available include the Learning Disabilities Program of the Division of Youth Services, the diagnostic approaches used in existing juvenile detention centers, and the I-Level Diagnostic Techniques presently in use. Access to the resources of the Office of Juvenile Justice and Delinquency Prevention in Washington, D.C. will be facilitated by the Juvenile Justice Coordinator of the Division of Criminal Justice.

The recently formed Colorado Juvenile Justice Delinquency Prevention Advisory Council will provide an overview function dealing with all aspects of juvenile justice in Colorado. This will include not only delinquent offenders, but also status offenders (CHINS) and juveniles displaying learning disabilities. Techniques and procedures developed in existing Colorado projects, such as the Boulder Attention

Homes, will be tapped on an as-needed basis by requests processed through the Division's Juvenile Justice Coordinator.

2. Assessment of Technical Assistance Needs and Problems -

At present there is a need to review the existing classification and diagnostic resources available in the major metropolitan areas. A first step in the development of more effective classification procedures will be review of existing classification systems (methods, testing procedures) presently in operation in other jurisdictions. This review of procedures, along with a reassessment of objectives of classification (i.e. diversion, removal of status offenders from the criminal justice system) will be undertaken.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice did not assign a priority to the Juvenile Community classification functional category. As Colorado only recently opted to participate in the Juvenile Justice and Delinquency Prevention Act, the first priority for staff involvement is that of de-institutionalization of status offenders (see Program Section II-B). Staff efforts will then be limited to providing assistance and advice on a request basis.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be Utilized -

The primary resource in developing a profile of classification procedures in other states will be research provided by the Juvenile Justice Coordinator and aid from the Research and Statistics Section of the Division of Criminal Justice. The product of this research will be reviewed by the Juvenile Justice Delinquency Prevention Advisory Council. Requests for assistance will be evaluated on an individual basis with referral to the appropriate resources.

(b) Methodology for Technical Assistance Resources Utilization -

(1) How needs are identified -

As staff efforts are presently centered in identifying existing procedures and resources in other jurisdictions, local needs will primarily arise due to direct request, or needs identified through program monitoring.

(2) How the impact will be measured

(efficiency and effectiveness - i.e., followup on technical assistance services in determining their impact) -

The impact of technical assistance in the field of community classification for juveniles can be measured directly by the development of new capabilities and qualitatively by success of treatment programs in their objectives. Adoption of diagnostic technology proven in other jurisdictions

can also readily be assessed.

(c) Deficiencies for which resources are presently
unavailable -

As previously stated, the Council on Criminal Justice has assigned a number one priority to the issue of removal of status offenders from institutions. This issue will require a major commitment of existing staff resources. Consequently, resources are not available to provide for a comprehensive technical assistance package in the field of community classification.

PROGRAM XC -INSTITUTIONAL-ADULT

Program X-C - Institutional Classification - Adult

*Relationship to Analysis of Problems:

The major deficiencies with the state's institutional diagnostic and classification program are the lack of feedback necessary to determine which recommendations are successful, and the lack of a full inventory of available treatment resources and programs. Often, there is a conflict between classification for treatment and for security purposes. The entire diagnostic and classification systems, which are somewhat separate components performed by independent units, need to be re-evaluated and related to client success after institutionalization. Such input is valuable for making decisions concerning parole release, community placement and institutional treatment programming.

The screening and identification of drug and alcohol abusing offenders is also inadequate, although steps are currently being taken to correct this deficiency. Part of the problem has been a lack of drug and alcohol treatment programs for institutionalized offenders. This same deficiency exists in local jails throughout the state. In fact, diagnostic and classification services generally are inadequate in local jails.

Program X-C - Institutional Classification - Adult

*Objectives:

- . To re-evaluate existing diagnostic and classification systems and make recommendations for improving their effectiveness and efficiency.
- . To establish meaningful screening mechanisms in local jails and state institutions, particularly those which identify serious drug and alcohol abusing offenders.

- . To provide on-going feedback regarding the success or failure of diagnostic recommendations such that reclassification of inmates is possible.

*Related Standards:

- . COMPREHENSIVE CLASSIFICATION SYSTEMS (#1-10.1)

- . DETENTION AND FACILITIES - INTERNAL POLICIES (#1-5.35)
- . MULTIMODALITY TREATMENT SYSTEMS (#1-11.21)

- . CLASSIFICATION FOR INMATE MANAGEMENT (#1-10.3)

*Evaluation Criteria:

- . Measurement of impact of assessment and recommendation of existing systems, by comparison of number and extent of changes and improvements for current year and previous years.
- . Measure the increase in jails using screening procedures.
 - A. Number of jails screening for drugs and alcohol problems.
 - B. Number of offenders identified throughout the state, jail and institutional system as a result of adequate screening.
- . Assessment of feedback mechanisms and subsequent utility of diagnostic recommendations.

*Implementation:

1. Focus of Program Support: A portion of the project described in category 10-A will be denoted to an assessment of the state's institutional diagnostic program. The results of that research are expected to have an impact on the institutional diagnostic and classification system. However, no funds are currently allocated to this specific program area.

2. Special Requirements:

a. Subgrantee Eligibility -

There are no subgrants contemplated under this category for the program year FY 1977. If subsequent program support were developed, the eligibility of the subgrantee would depend upon compliance with federal and state law, regulations and conditions, matching contribution, feasibility and need.

In the event of funds flow under this program, the subgrantees will also be contingent upon the following:

(1) That the subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-to-day operations of the participating law enforcement agencies.

(2) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the substance of the subgrant application.

(3) That the subgrantees demonstrate a commitment to comply with the requirements of the appropriate program evaluation components specified by the preceding "Evaluation Criteria" and the following subparagraph b - "Data Needs Related to Evaluation."

b. Data Needs Related to Evaluation -

Data needs are not provided in this section due to the following:

- 1) No forecast of expenditures under the category, and
- 2) the pending implementation of legislation has resulted in the development of planning on a statewide basis from which data requirements will result.

*Subgrant Data:

No funding is presently allocated to this area, although the results of the projects described in program 10-A are expected to impact upon this program. This, funding in FY 1978 or 1979 is possible should additional funds become available.

*Budget:

Federal Support
90%

Match Support
10%

Total		Total	
Federal Support	\$0	Match Support	\$0
State Part C	0	State Match Part C	0
State Part E	0	State Match Part E	0
Local Part C	0	Local Match Part C	0
Local Part E	0	Local Match Part E	0
State JJDP	0	State Match JJDP	0
Local JJDP	0	Local Match JJDP	0

*Multi-Year Forecast:

a. Projected funding -

FY1978 - \$ -0-

FY1979 - \$ -0-

b. Multi-Year Focus of Support -

No funding is projected in the multi-year forecast for this program area. The emphasis will be on providing community alternatives to institutional diagnostic and classification programs. However should the evaluation of the institutional diagnostic program indicate some specific program needs, funding, if available, may be provided. It is anticipated that by 1982, regional community diagnostic and classification programs will exist statewide. The institutional program would only be used as a one to two week adjustment center prior to entry into the assigned institutional facility and program.

*Technical Assistance:

1. Inventory of Available Resources -

The Colorado Diagnostic Program was implemented pursuant to legislation in 1974. At present this allows for a reception in diagnostic unit at both the Colorado State Penitentiary in Canon City and the Colorado State Reformatory in Buena Vista. The Penitentiary unit was originally funded through a grant from the Colorado Council on Criminal Justice.

Institutional classification capabilities are required both for state institutions and local facilities. Assessments of existing and potential reclassification resources for local facilities will be facilitated by the Commission of Criminal Justice Standards staff through their local workshop program. The National Institute of Corrections (NIC) provides training and assistance in the fields of classification for inmate management and diagnostic programming.

2. Assessment of Technical Assistance Needs and Problems -

Recent court cases both in federal and Colorado state courts have questioned the adequacy of due process afforded offenders in changes in classification, i.e., disciplinary procedures increasing levels of security. This proliferation of court cases indicates a need for

local sheriffs to have at their access constitutionally satisfactory guidelines.

The reception and diagnostic units of the state institutions provide assessments of incoming offenders. Later reclassification into program areas or differing levels of security require the same constitutional due process safeguards. Review and update of the classification procedures with an eye to new court cases is desirable. Reassessment of existing procedures and objectives of diagnosis and classification toward programmatic and rehabilitation ends is necessary given the recent approval of an increased minimum security capability.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice did not assign a priority to this institutional classification category. With the high priority presently placed on community corrections, priorities in the classification field have been allocated to the area of community classification (see functional category X.A.). Technical assistance work will be concentrated in providing coordination between existing Division of Correctional Services resources and these community-based efforts. Additionally, Division personnel will continue to facilitate access to services of the National Institute of Corrections.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be utilized -

In the field of jail classification procedures, the Colorado Commission on Criminal Justice Standards will take lead responsibility in the preparation of model procedures for disciplinary and nondisciplinary changes in status for incarcerated offenders. This will be provided as part of the ongoing workshop program of the Commission, and will be developed in cooperation with the County Sheriff's Association of Colorado. A model procedures manual will be developed to aid in ensuring that minimum due process procedures are observed thus reducing the likelihood of judicial action.

A program area involving state institutional classification will center primarily on providing information to Division of Correctional Services on existing resources and available training programs. The Corrections Specialist will also be involved in the ongoing assessment of the effectiveness of existing classification procedures.

(b) Methodology for technical assistance
resources utilization -

(1) How needs are identified -

Needs in the county jail have been identified primarily through the increase in court cases against local detention facilities centering on the issues of due

process and changes in status. The Courts Coordinator of the Colorado Commission on Criminal Justice Standards will continue to monitor case filings involved in this area. Communication will be maintained with such groups as the American Civil Liberties Union in an attempt to avoid future problems before they actually arise.

Evaluations of the success of the existing diagnostic programs in state institutions will give rise to information on future technical assistance needs in these areas of institutional classification. Community liaison with the Research and Planning Unit of the Division of Correctional Services will allow the corrections specialist to identify possible areas for future investigation.

(2) How the impact will be measured -

The development and implementation of model due process procedures in local county jails should have a direct effect on outcome of due process cases filed and number of future filings. The effectiveness will therefore be measured by monitoring court case filings in this area. The effectiveness of Division efforts in the institutional classification area will be determined the effectiveness of the achievement of program objectives of the diagnostic units.

(c) Deficiencies for which resources are
presently unavailable -

At present the Division does not have sufficient resources to undertake a comprehensive reevaluation of the diagnostic capabilities in Colorado. With the implementation of a community classification approach in selected jurisdictions, a future technical assistance priority should be a concentration on the existing diagnostic units at the major state institutions.

PROGRAM XD -INSTITUTIONAL-JUVENILE

Program X-D - Institutional - Juvenile

Relationship to the Analysis of Problems

A reassessment of the Interpersonal Maturity Level (I - Level) as a treatment classification method is needed. This reassessment should consider the results of the California Community Treatment Project (CCTP) which was developed but is no longer being used in California (I Level portion). This assessment is necessary in order to determine its usefulness for outcomes as well as community treatment and reintegration.

Program X-D - Institutional - Juvenile (Continued)

Objectives:

Related Standards:

Evaluation Criteria

- . Age at first offense.
- . Types of services received.
- . Probability statements regarding such behaviors as escape, adjustment, psychosis, addictions.
- . Followup after program placement.
- . Subjective analysis of interested persons.
- . Cost-benefit analysis.

Program X-D - Institutional - Juvenile

Objectives:

- . To evaluate the I level classification system now being used by the Division of Youth Services.
- . To develop adequate treatment modalities bringing about continuity in institutional treatment and juvenile aftercare.

Related Standards:

Evaluation Criteria:

In order to develop a classification system, the following collected information is necessary:

- . A review of existing classification systems (methods, testing procedures) throughout the country.
- . Review and comparison with other systems of present diagnostic and classification procedures in this state.
- . Biographical data on offenders.
- . Institutional Histories.
- . Behavioral reports (number and kind).
- . Testing (kind and results) such as:
 - Personality scales -
MMPI, MMPQ, WAIS, Eysenck Personality Inventory, Rotter IE, Bender Motor, Gestalt.
- . Inmate status (new, general inmate, parole, honor, work release).
- . Current length of sentence.

Implementation:

1. Focus of Program Support: This program category will focus on diagnostic and classification programs.

2. Special Requirements:

a. Subgrantee Eligibility

. The eligibility of the subgrantee is dependent upon compliance with federal and state laws, regulations and conditions, matching contributions, feasibility and needs.

. All applications in this category must address public information and education and volunteer components. To whatever extent possible, each application must utilize, coordinate or initiate such efforts.

. The subgrantee must ensure that all security and privacy provisions of the Children's Code will be followed.

. All programs requesting second or third year funding must provide for one year follow-up of clients served in the previous year(s).

The eligibility of the subgrantee will also be contingent upon:

(1) That the subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-by-day operations of the participating agencies.

(2) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the daily operations.

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(3) That the subgrantees demonstrate a commitment to comply with the requirements of the program evaluation components specified by the preceding evaluation criteria and the following subparagraph b - "Data Needs Related to Evaluation."

b. Data Needs Related to Evaluation

The following data elements, at a minimum, must be included in or accounted for in each application received by

DCJ.

1. Number of clients served.
2. Type and number of services provided.
3. Treatment modalities used by type of clients.
4. Offense background for clients.
5. Demographic characteristics of clients.
6. Baseline data on expected offense trends of potential clients.
7. Recidivism (as defined by JJ & DP Plan) levels as compared to expecteds.
8. Cost to institutions, agencies, projects.
9. Cost compared to successful terminations.
10. Probation/parole revocations.
11. Type of staff personnel, i.e., paraprofessionals, volunteers, etc.
12. Staff turnover.
13. At risk periods used in project evaluations.

Subgrant Data:

Although no funding is presently allocated to this program area, the concept is worthy of funding in FY 1978 and will remain an alternative for any reallocation of funds in 1977.

Budget

Federal Support 90%		Match Support 10%	
-----		-----	
Total		Total	
Federal Support	-0-	Match Support	-0-
State Part C		State Match Part C	
State Part E		State Match Part E	
Local Part C		Local Match Part C	
Local Part E		Local Match Part E	
State JJDP		State Match JJDP	
Local JJDP		Local Match JJDP	

*Multi-Year Forecast :

a. Projected funding -

FY 1978 - \$ -0-
FY 1979 - \$ -0-

b. Multi- Year Focus of Support -

No funding is forecast in this category in 1978 or 1979. Although continual evaluation of the I level classification system is needed, the research and planning grant for the Div. of Youth Services, to be funded in 1976, will be able to provide such evaluation. This project will be able to look at the treatment classifications, types of youth receiving each type of treatment, and its success. Therefore, it is expected that the research needed will be provided without any additional funding in this category.

This evaluation should be undertaken after a sufficient experimental period has elapsed, in order to provide for a viable assessment of the effectiveness of the technique.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice did not assign a priority to this functional category, as its number one concern in the coming year is de-institutionalization of status offenders (described in Section II-B). The Juvenile Justice Coordinator of the Division of Criminal Justice will provide staff assistance on a request basis and will facilitate access to resources as needs are identified.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be Utilized -

Assistance in this field will be provided primarily by a personnel of existing agencies, such as the Division of Youth Services, the juvenile detention centers, Lookout Mountain School, and Mount View School. When appropriate, national resources will be contacted, and liaison will be maintained with community groups such as Advocates for Youth.

(b) Methodology for Technical Assistance Resources Utilization -

(1) How needs are identified -

Given the lack of staff resources, needs will be identified primarily by request for assistance and

*Technical Assistance:

1. Inventory of Available Resources -

Diagnostic services are presently provided in juvenile detention centers. These are useful in both pre and post disposition proceedings. The major classification technique in use presently in the Division of Youth Services is the I-Level Classification System. The Division of Youth Services has available individuals to aid in the training in this particular diagnostic technique.

In the field of Programatic Design Assistance and Evaluation, the Juvenile Justice Coordinator of the Division of Criminal Justice will provide some staff assistance and facilitate access to resources, such as the Office of Juvenile Justice and Delinquency Prevention in Washington, D.C. A research and planning unit has been included in the 1976 Comprehensive Criminal Justice Plan to aid in the collection of required evaluation data.

2. Assessment of Technical Assistance Needs and Problems -

A comprehensive assessment of the effectiveness of existing diagnostic and classification techniques must be undertaken with an eye toward the objectives of the treatment programs to which an individual is assigned. As Colorado is utilizing the eye-level classification technique, an evaluation of the effectiveness of this technique is in order.

assessment of project and program evaluations. Special priorities may be assigned by the Juvenile Justice and Delinquency Prevention Advisory Council.

(2) How the impact will be measured

(efficiency and effectiveness - i.e., followup on technical assistance services in determining their impact) -

The impact of an effective institutional diagnostic program will be felt in success in achieving the programmatic objectives, and in reducing the incidence of rearrest and reconviction. Therefore, the success in improving the diagnostic capabilities of Colorado juvenile institutions will be measured through the evaluation components of those projects.

(c) Deficiencies for which Resources are Presently Unavailable -

At present, the Division of Criminal Justice does not have sufficient staff resources to provide for a comprehensive overview of Colorado's juvenile diagnostic capabilities. With the accomplishment of the number one priority in the juvenile field, that being de-institutionalization of status offenders, staff resources will become available for re-assignment to this area.

FUNCTIONAL CATEGORY 11 -INSTITUTIONAL AND COMMUNITY
REHABILITATION AND REINTEGRATION

Functional Category XI

Institutional and Community Rehabilitation and Reintegration

Goals:

- . To reduce the incidence of recidivism (defined as new crime convictions) by offenders served by the correctional system.
- . To improve the effectiveness of correctional treatment by providing an individualized approach based upon diagnosed offender needs and problems.
- . To increase the use of community-based alternatives to institutionalization for those offenders not requiring secure confinement.
- . To increase the use of community residential programs to facilitate the successful re-entry of offenders back to the community, after a period of confinement and prior to parole release.
- . To increase the availability of drug and alcohol treatment programs for offenders diagnosed as needing such programs.

PROGRAM XIA -COMMUNITY REHABILITATION AND
REINTEGRATION-ADULT

Program XI-A - Community Rehabilitation and Reintegration -
Adult

*Relationship to the Analysis of Problems:

Perhaps the greatest need facing community rehabilitation and reintegration is the general lack of administrative guidelines or direction. Contractual community-based correctional programs which function relatively autonomously have been provided no operational or policy guidelines by the Division of Correctional Services. Likewise, only token accountability had been present heretofore. Admission policies, programmatic resources and treatment capabilities, and evaluative research indicating program success, vary with the particular program. There is no continuity between the programs.

With the recent enactment of Senate Bill 4, which provides approximately \$300,000 for the creation of community-based correctional programs by local units of government, further administrative decisions must be made. Policy decisions indicating what agency is responsible for the administration of the programs must be dealt with. Likewise, procedural and operational guidelines must be developed and implemented with optimum continuity.

For FY 1975-76, the two contractual programs utilized by the division experienced success rates of only 47% each. Of the 32 inmates entering these programs, only 15 successfully completed. Approximately 41% (13) were returned to the institution for rule violation and the remainder (4) escaped.

Functional Category XI

Institutional and Community Rehabilitation and Reintegration

Goals:

- . To reduce the incidence of recidivism (defined as new crime convictions) by offenders served by the correctional system.
- . To improve the effectiveness of correctional treatment by providing an individualized approach based upon diagnosed offender needs and problems.
- . To increase the use of community-based alternatives to institutionalization for those offenders not requiring secure confinement.
- . To increase the use of community residential programs to facilitate the successful re-entry of offenders back to the community, after a period of confinement and prior to parole release.
- . To increase the availability of drug and alcohol treatment programs for offenders diagnosed as needing such programs.

These figures are in comparison with division administered programs which indicate 68% (100) satisfactory completion and only 29% (42) returned for rule violation.

The recent enactment of a mandatory minimum sentencing law in Colorado will result in further institutional population increases. These institutions are overcrowded now, as incidents of violence occur too frequently. It is imperative that community-based alternatives to institutionalization be increased and improved so that institutional populations can be maintained at a manageable level. This need exists this year, and will increase over the next two to three years, as the effects of mandatory sentencing are increasingly felt.

Program XI-A - Community Rehabilitation and Reintegration - Adult

*Objectives:

. Increase the number of local work/ educational release programs designed to divert both male and female offenders from incarceration.

. Increase treatment program options available to community-based programs to include drug and alcohol treatment, volunteer programs, and restitution.

*Related Standards:

. DEVELOPMENT PLANS FOR COMMUNITY-BASED ALTERNATIVES TO CONFINEMENT (#1-11.16)
. JAIL RELEASE PROGRAMS (#1-11.18)
. COMMUNITY CORRECTIONS SUBSIDY PROGRAMS (#1-11.20)

. MARSHALING AND COORDINATING THE COMMUNITY RESOURCES CONSORTIUM (#1-11.17)
. MEASURES OF CONTROL (#1-12.5)

*Evaluation Criteria:

. Number of existing projects compared to number of new projects implemented -

- A. Assessment of increase in placement slots compared to number of offenders requesting such placement.
- B. Assessment of number of slots, by geographic location, compared to number of offenders demonstrating a need for placement, by their geographic location.

. Number of existing programs implementing drug/alcohol treatment components, volunteer programs, and restitution options.

Program XI-A - Community Rehabilitation and Reintegration - Adult (Cont'd.)

*Objectives:

. Improve the effectiveness of community-based alternatives to institutionalization such that a lower recidivism rate can be demonstrated for participants when compared with similar offenders who are incarcerated

. Improve the effectiveness of reintegrative community residential programs such that a lower recidivism rate can be demonstrated for participants

*Related Standards:

- . CITIZEN INVOLVEMENT IN THE CRIMINAL JUSTICE SYSTEM (#1-1.2)
- . MULTI-MODALITY TREATMENT SYSTEMS (#1-11.21)
- . COMMUNITY BASED PROGRAMS (#1-11.15)

*Evaluation Criteria:

. Measurement of recidivism rates for community placed offenders as compared to recidivism rates of incarcerated offenders -

A. Cost-benefit analysis of institutionalization and non-institutionalized offenders.

B. Assessment of types of offenders who recidivate for each of the alternatives

Program XI-A - Community Rehabilitation and Reintegration - Adult (Cont'd.)

*Objectives:

when compared with similar offenders who are paroled without benefit of such a program.

*Related Standards:

. COMMUNITY-BASED PROGRAMS
(#1-11.15)

*Evaluation Criteria:

. Measurement of recidivism rates for offenders participating in re-integrative programs as compared to recidivism rates of those offenders who do not participate -

- A. Cost benefit analysis of program participants compared to offenders not participating.
- B. Assessment of types of participants who succeed, and types who recidivate, compared to the population of offenders not participating.

*Implementation:

1. Focus of Program Support: The major emphasis of this program area will be on enabling local units of government to establish community corrections programs designed to divert offenders from institutional commitment. These programs will be designed to meet the provisions of Senate Bill 4 (CRS 27-27-101), "Community Correctional Facilities and Programs to be Utilized for Diversion and Reintegration of Offenders". This bill became law on May 28, 1976 and contained an appropriation of \$301,500. Of this amount, \$16,334 "maybe granted to units of local governments to provide matching moneys for available LEAA funds". The 1976 State Plan contained \$147,006 Part E funds available to local units of government for these purposes. It is anticipated that two new local residential community corrections programs will be started with these funds. It is also anticipated that these two new programs will be fully supported by state general funds, on reimbursement for services contracts, by June 30, 1977. This program area anticipates providing start-up costs to begin three new residential and one new non-residential community correction programs. Again, the match for these programs will be requested from the state legislature. If the legislature approves this approach, DCJ funds would only be used for start-up costs for a period of six to nine months. Once the program is operational and

receiving clients, the state would reimburse the program or local unit of government for these services and DCJ funding would gradually be withdrawn as the program becomes full state-supported.

In addition, this program will continue to support the development of state operated work/educational release/programs for transitional offenders, those who have been confined in a state institution and are nearing their parole date.

2. Special Requirements:

a. Subgrantee Eligibility -

The eligibility of the subgrantee depends upon compliance with federal and state law, regulations and conditions, matching contribution, feasibility and need.

All programs requesting Part E funds must comply with Part E Special Requirements.

Special requirements for subgrantees requesting funds for community corrections programs designed to divert offenders from institutional commitment are:

(1) To establish the need for such a program, a profile of current sentences must be provided by type of offense, prior record, age, sex, race and county of residence. A comparison must then be made of offenders receiving probation, deferred sentence and deferred prosecution, jail and state institution during the previous fiscal year. The number of institutional commitments during the three previous fiscal

year. The number of institutional commitments during the three previous fiscal years must be given. For the previous fiscal year, the ratio of filings to commitments, convictions to commitments and the commitments per 100,000 population must be presented in the applications. Insofar as possible, most of these data will be provided by the Division of Correctional Services and the Judicial Department.

(2) The objectives must address the number of clients to be served in the funding period, the facility capacity, services to be provided directly or on a referral basis, a successful program completion rate, and a recidivism rate based upon a minimum one-year follow-up on those who successfully complete the program. Recidivism for this purpose will be defined as a new crime conviction. However, data must be kept and recorded on rearrests and revocations by type (technical violation or new crime).

(3) A description of the services to be provided by the program must be included. Provisions for employment and restitution must be specified. The following services must be addressed in the application and identified as either being provided by existing community resources or "in-house": academic educational/vocational training, mental health, drug and alcohol treatment, volunteer services, medical, and transportation. Use of existing community resources is encouraged over duplicating these services

in the program. If cost is involved for any of these services, the amount and conditions should be specified in the application. The number of staff, staffing pattern and responsibilities (job descriptions) and qualifications required and provisions for staff training must be delineated. The organizational and administrative structure of the program within the unit or units of government must be described. It must also be demonstrated that there is a wide involvement and commitment to the program by criminal justice agencies and representatives of the local community. This can be accomplished through the establishment of a representative community corrections board and/or through letters of support for the program.

(4) Programs must meet minimum standards established by the Division of Correctional Services and the Judicial Department as well as local health, fire, housing and zoning codes and ordinances.

(5) Letter of intent to apply for these funds must be submitted to D.C.J. no later than August 1, 1977. Final applications must be received by October 1, 1977 to be presented to the State Council on Criminal Justice at the December meeting for final action.

(6) Subgrantees must agree to comply with the evaluation criteria set forth previously as well as the "Data Needs Related to Evaluation" which are still being developed by

DCJ, the Division of Correctional Services and the Judicial Department. These will be provided as an addendum to this section of the Plan.

Special requirements for subgrantees requesting funds for community corrections programs designed to facilitate the successful reentry of offenders to the community following a period of institutional confinement are:

(a) The local A-95 review must be received by DCJ at least 30 days prior to the date of anticipated State Council Review.

(b) Need for the project must be demonstrated by giving the number of offenders paroling to that region or county, whichever is appropriate, during the preceding fiscal year. A profile of these parolees should be given by educational, vocational and employment background. In addition, the revocation rearrest and/or reconviction rates for parolees in this area in the previous fiscal year must be provided.

(c) The objectives and description of the program staff and services must be specified in subsection (2) and (3) mentioned previously for diversion programs.

(d) Subgrantees must agree to comply with the evaluation criteria set forth previously as well as the "Data Needs Related to Evaluation" to be submitted as an addendum to this section of the Plan.

b. Data Needs Related to Evaluation -

These data needs are currently being developed jointly with the Division of Correctional Services and the Judicial Department. One set of minimum data requirements will be developed for community corrections programs in order to allow for comparisons among programs. When completed, these data needs will be provided as addendum to this section of the Plan.

*Subgrant Data:

The Department of Institutions, Division of Correctional Services, will be eligible to receive a subgrant of \$181,747 Part E funds to start a new work/educational release program for transitional offenders in an SMSA.

A subgrant of \$60,000 will be made available to Larimer County for the third year of continuation of the Community Corrections Project.

An allocation of \$265,517 will be made available to local units of government, on a competitive basis, to develop new residential and nonresidential community corrections programs to divert offenders from institutional commitment.

*Budget:

Federal Support 90%		Match Support 10%	
Total		Total	
Federal Support	\$507,264	Match Support	\$56,363
State Part C	-0-	State Match Part C	-0-
State Part E	\$181,747	State Match Part E	\$20,194
Local Part C	\$325,517	Local Match Part C	\$36,169*
Local Part E	-0-	Local Match Part E	-0-
State JJDP	-0-	State Match JJDP	-0-
Local JJDP	-0-	Local Match JJDP	-0-

*\$29,502 planned to be appropriated by the state legislature for match for local community corrections.

*Multi-Year Forecast:

- a. Projected funding -
 - FY 1978 - \$265,000 Part C, \$150,000 Part E
 - FY 1979 - \$265,000 Part C, \$100,000 Part E
- b. Multi-Year Focus of Support -

It is forecasted that this program will continue to develop two to three new local residential community corrections projects per year during the multi-year. By this time, the ten most populous counties, with the highest commitments, will have established such a program. It is important that the development of community correctional programs be gradual in order to profit from the experiences of the initial programs. The amount of funds that would be needed from the legislature to continue these programs must also be a consideration.

This program is also forecasted to continue the support of a state work/educational release project for transitional

offenders. It is not anticipated that any new projects of this type will be implemented in the multi-year unless additional funds are available.

*Technical Assistance:

1. Inventory of Available Resources -

In the development of new community corrections approaches, several resources are available. The recently passed community corrections bill, Senate Bill 4, provides for the development of community corrections boards to develop and implement local approaches to corrections. To provide for adequate public information-education, the resources of the community contact project of the Division of Correctional Services and the Public Information Officer of the Commission on Criminal Justice Standards can be provided to those areas requesting such assistance. Aid in program development is also available from the Corrections Specialist of DCJ and the Community Corrections Specialists responsible for implementation of Senate Bill 4 employed by the Division of Correctional Services and the Colorado Judicial Department. Several community corrections projects are in operation in Colorado, and the personnel of these projects can be made available to provide assistance on an as-needed basis.

The Division of Criminal Justice has provided a planning vehicle for implementation of this program

through the Senate Bill 4 Implementation Committee. This Committee will review all applications for community corrections projects and reimbursement under Senate Bill 4. A recently completed economic/systems impact study of the implementation of community corrections standards proposed by the Colorado Commission on Criminal Justice Standards provides baseline data to determine amenable locations and provide for evaluation criteria.

2. Assessment of Technical Assistance Needs and Problems -

The success of community corrections projects in Colorado has been demonstrated by local programs currently in operation. Additionally, the passage of Senate Bill 4 and the attached allocation for reimbursement of local units of government exemplify the priority of this area to the state of Colorado. Data collected by the Colorado Commission on Criminal Justice Standards have shown areas that require specific and concentrated assistance in the development of community corrections alternatives. With the passage of the mandatory sentencing act, House Bill 1111, a potential impact on the state's correctional institutions must be alleviated through the development of sentencing alternatives for minor and first time offenders. A major technical assistance need in the successful development of these alternatives

is in providing adequate public information and education to those communities pursuing such alternatives. Without community support local rehabilitation efforts cannot be successful.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice assigned a corrections priority of one to the development of community-based correctional alternatives. This will comprise a major effort of the Corrections Specialist of the Division. A total of three functional categories were accorded priorities by the State Council on Criminal Justice, these being local detention facilities, community rehabilitation and criminal justice personnel training. The designation of these three number one priorities recognizes that the comprehensive approach to local systems development is required to provide a viable community corrections alternative.

4. Strategy for the Delivery of Technical Assistance -
(a) Resources to be utilized -

This program category forecasts the use of existing personnel of the Division of Criminal Justice and the Colorado Commission on Criminal Justice Standards as well as recently employed personnel of the Division of Correctional Services and the Colorado Judicial Department

whose primary responsibility it is to implement Senate Bill 4. Additionally, regional personnel and the regional planning councils will be involved in developing local community approaches to community corrections. Coordination will be maintained with Colorado Counties, Inc. and the Colorado Municipal League as well as the Colorado Sheriff's Association and the Jail Advisory Committee.

(b) Methodology for technical assistance
resources utilization -

(1) How needs are identified -

Needs will be identified at two levels, through meetings of the Senate Bill 4 Implementation Committee concentrating primarily on statewide impacts and through local community corrections workshops conducted and facilitated by the Commission on Criminal Justice Standards. Existing research indicates which local areas should receive priority in implementation efforts. The development of adequate evaluation capability and tracking capability will provide information to the Implementation Committee on areas of concern, and will provide information on which localities should receive priority for future year efforts.

(2) How the impact will be measured -

The success of the technical assistance efforts of the Division of Criminal Justice and Commission

on Criminal Justice Standards will be directly measurable by the implementation of community corrections alternatives in specified areas of Colorado. The success of the programmatic efforts will be determined through evaluation components of the projects begun, with an overall effectiveness measure of the success of the implementation of Senate Bill 4 through the tracking capability of OBCIS.

(c) Deficiencies for which resources are presently unavailable -

As the implementation of community correctional alternatives is such a high priority of the State Council on Criminal Justice, the General Assembly and the Commission on Criminal Justice Standards, a large amount of staff resources will be devoted to the implementation of this functional category. Given present working relationships, no major deficiencies are presently involved.

PROGRAM XIB -COMMUNITY REHABILITATION AND
REINTEGRATION-JUVENILE

Program XI-B - Community Rehabilitation and Reintegration -
Juvenile

*Relationship to the Analysis of Problems

There is a need to increase the community based approach to the treatment of juvenile offenders, particularly CHINS and minor delinquents. Strengthened local and family ties are possible by this means, while the offender receives the requisite amount of counseling, treatment and supervision. Community treatment must be available to those youth needing longer term treatment prior to adjudication, after adjudication and after institutionalization. The link between institutionalization and community treatment and reintegration is deficient, and in order to provide this treatment continuum, more effective communication and joint planning must be developed among the various agencies involved.

Program XI-B - Community Rehabilitation and Reintegration - Juvenile

Objectives:

- . To increase the use of community resources in dealing with youth, including providing educational and employment opportunities.
- . To reduce the number of youths committed to the Department of Institutions through the use of community rehabilitation and reintegration.
- . To reduce the recidivism of offenders placed in community-based programs to less than 20%.

Related Standards:

- . NATURE OF PROBATION (to be considered by State Council) STD 3-8.1
- . DESIRABILITY OF PROBATION AS A DISPOSITION (to be considered by State Council) STD 3-8.2
- . CRITERIA FOR GRANTING PROBATION (to be considered by State Council) STD 3-8.3
- . PRE-DISPOSITIONAL HISTORY (to be considered by State Council) STD 3-8.4
- . CONDITIONS OF PROBATION (to be considered by State Council) STD 3-8.5
- . PROBATION SUPERVISION (to be considered by State Council) STD 3-8.6
- . TERMINATION OF PROBATION (to be considered by State Council) STD 308.7
- . INITIATION OF PROCEEDINGS (to be considered by State Council) STD 308.8
- . HEARING (to be considered by State Council) STD 308.9

Evaluation Criteria

- . Catalog of community resources available for youth.
- . Number of youths already involved in each community service by type of service or program.
- . Identification of existing and potential opportunities for youth.
- . Listing of employment and educational opportunities subsequently developed and implemented.
- . Number and types of youth participating in them.
- . Number of youths committed to the Department of Institutions during previous year and after program implementation.
- . Number of youths participating in community based alternatives.
- . Subjective programmatic evaluation by interested parties.
- . Cost-benefit analysis.

V/XI B-2

Program XI-B - Community Rehabilitation and Reintegration - Juvenile (Continued)

Objectives:

Related Standards:

Evaluation Criteria

- . DISPOSITION (to be considered by State Council) STD 3-8.10
- . COMMUNITY RESOURCES (to be considered by State Council) STD 3-8.11
- . DEPARTMENTS OF SOCIAL SERVICES (to be considered by State Council) STD 3-8.12
- . MENTAL HEALTH SERVICES (to be considered by State Council) STD 3-8.13
- . PUBLIC HEALTH (to be considered by State Council) STD 3-8.14
- . SCHOOLS (to be considered by State Council) STD 3-8.15
- . PRESS AND OTHER NEWS MEDIA (to be considered by State Council) STD 3-8.16

V/XI B-3

*Implementation:

1. Focus of Program Support: This program will focus on providing longer-term nonsecure community programs to youth in lieu of detention or institutionalization. The primary emphasis will be on providing community programs to status offenders, but it is also important to develop such programs for those delinquent youth who are not in need of secure detention at institutionalization. Community programs will focus on providing services to pre-adjudicated youth, adjudicated youth and youth who have been institutionalized. Community programs are to be longer term than the three-month shelter care periods. Community programs should offer services such as family and individual counseling, education and employment opportunities and other special help as needed to each resident.

2. Special Requirements:

a. Subgrantee Eligibility -

. The eligibility of the subgrantee is dependent upon compliance with federal and state laws, regulations and conditions, matching contributions, feasibility and needs.

. All programs requesting Part E funds must comply with Part E Special Requirements.

. Community programs must deal with youth in the Juvenile Justice System and who would otherwise be held in secure detention, further processed through the system, or committed to institutions.

. All applications in this category must include written agreements with all primary referral agencies. Such

agreements must specify referral criteria.

. The subgrantee must make initial contact with the appropriate social service agency for licensing and reimbursement of all eligible programs, prior to submission of the application.

. The subgrantee must ensure that all security and privacy provisions of the Children's Code will be followed.

. All applicants in this category must address public information and education and volunteer components. To whatever extent possible, each application must utilize, coordinate or initiate such efforts.

. Funding of second year programs will be contingent upon the amount of social service reimbursements being received. Funds will be granted only if social service reimbursements are not sufficient to continue the program at operating level. (Please see Juvenile Justice Plan - "Procedures to apply for funding of Corrections Projects")

. All programs must provide for follow-up of clients for one year.

. All new applications in this category must be received by DCJ no later than June 30, 1977. If applications are not received by that date, the money will be reallocated or made competitive.

. All continuation grants must have letters of intent to apply received by DCJ no later than June 30, 1977. If intents are not received by that date, the money will be reallocated or made competitive.

The eligibility of subgrantees will also be contingent upon the following:

(1) That the subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-by-day operations of the participating agency.

(2) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the daily operations.

(3) That the subgrantees demonstrate a commitment to comply with the requirements of the program evaluation components specified by the preceding evaluation criteria and the following subparagraph b - "Data Needs Related to Evaluation."

b. Data Needs Related to Evaluation -

The following data elements, at a minimum, must be included in or accounted for in each application received by DCJ.

- (1) Number of clients served.
- (2) Type and number of services provided.
- (3) Treatment modalities used by type of clients.
- (4) Offense background for clients.
- (5) Demographic characteristics of clients.
- (6) Baseline data on expected offense trends of potential clients.
- (7) Recidivism (as defined by JJ & DP Plan) levels as compared to expected.

- (8) Cost to institutions, agencies, projects.
- (9) Cost compared to successful terminations.
- (10) Probation/parole revocations.
- (11) Type of staff personnel, i.e., paraprofessionals, volunteers, etc.
- (12) Staff turnover.
- (13) At risk periods used in project evaluations.

*Subgrant Data:

The Division of Youth Services will be eligible to receive \$200,000 to start a Community Day Program.

Region 4 will be eligible to receive \$84,000 to continue an Alternative Education Program.

Region 7 will be eligible to receive \$47,937 to start a Girl's Group Home.

Region 8 will be eligible to receive \$22,063 to begin a Community Rehabilitation Program.

Region 13 will be eligible to receive \$50,000 to start a Group Home in Leadville.

*Budget

Federal Support 90%		Match Support 10%	
-----		-----	
Total		Total	
Federal Support	\$404,000	Match Support	\$ 44,888
State Part C	-0-	State Match Part C	-0-
State Part E	100,000	State Match Part E	11,111
Local Part C	72,063	Local Match Part C	8,007
Local Part E	131,937	Local Match Part E	14,659
State JJDP	100,000	State Match JJDP	11,111
Local JJDP	-0-	Local Match JJDP	-0-

*Multi-Year Forecast:

a. Projected funding

FY 1978	\$600,000	250,000	Part E,	100,000	Part C
	250,000	JD			
FY 1979	\$650,000	250,000	Part E,	150,000	Part C
	250,000	JD			

b. Multi-Year Focus of Support

The funds budgeted in this program category for 1978 are forecast to continue approximately \$300,000 of projects receiving 1977 funds and to start approximately \$300,000 of new projects. With the projected passage of legislation prohibiting the secure detention of status offenders, community alternatives must be available. In addition, non secure group homes and other community services such as education and employment services, must be encouraged to provide services to those delinquent youth who are not in need of secure detention or institutionalization and would benefit from services provided in their community.

*Technical Assistance:

1. Inventory of Available Resources -

In the development of additional community resources to deal with youth, several resources are presently available. Division of Criminal Justice staff, primarily the Juvenile Justice Coordinator, will devote a major portion of their time to providing technical assistance in this area. The Juvenile Delinquency Prevention Advisory Council was formed in order to provide guidance to the Juvenile Justice Coordinator, and to serve in an advisory capacity to the State Council on Criminal Justice.

Existing State agencies, such as the Division of Youth Services, will be available to aid in the development of

community treatment alternatives. In order to supply adequate public information and education, the Public Information Officer of the Commission on Criminal Justice Standards will act as a resource.

Several private agencies, which have had experience in the field of Juvenile Delinquency Prevention and Community Treatment, such as Advocates for Youth and the Denver Partners Program, will also provide assistance on an as-needed basis.

2. Assessment of Technical Assistance Needs and Problems -

The number one priority in this functional category is the de-institutionalization of status offenders, as required by the Youth Development and Delinquency Prevention Act, which was adopted by the State of Colorado.

The improvement of effectiveness of community programs, measured by a reduction in recidivism, is also a major priority facing Colorado in the near future.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice assigned a number one priority to this functional category. This priority, the de-institutionalization of status offenders, will require a major commitment of existing staff resources.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be Utilized -

In achieving the objective of de-institutionalization of status offenders, the Juvenile Justice Coordinator will take lead responsibility. Additional resources include Staff of the Commission on Criminal Justice Standards. A major effort in statute change will involve work with members of the General Assembly on amendments to the Colorado Children's Code. Assistance will also be sought from the Colorado Attorney General's office.

(b) Methodology for Technical Assistance Resources Utilization -

(1) How needs are identified -

The priority of de-institutionalization of juveniles (CHINS) has been identified already. Evaluations of existing and new community treatment programs will identify any technical assistance needs toward the objective of reducing recidivism. Specific projects in staff work will be identified by the Juvenile Justice and Delinquency Prevention Advisory Council, and staff will respond to technical assistance needs on request.

(2) How the impact will be measured

(efficiency and effectiveness - i.e., followup on technical assistance services in determining their impact) -

The effectiveness of the Division of Criminal Justice technical assistance in the field of de-institutionalization of status offenders will be directly measurable in

adoption of appropriate revisions to the Colorado Children's Code. Improved project evaluations for community treatment projects will be evidence of successful assistance in that field.

(c) Deficiencies for Which Resources are Presently
Unavailable -

As staff resources will be concentrated in this field in the near future, no major deficiency should exist in this program category at this time. A major thrust will also be to provide adequate resources for the alternative disposition of juveniles presently institutionalized. Any successful implementation of a de-institutionalization program must include a concomitant provision of adequate resources for this alternative handling procedure.

PROGRAM XIC -INSTITUTIONAL REHABILITATION-ADULT

Program XI-C - Institutional Rehabilitation - Adult

*Relationship to Analysis of Problems:

During the past year, Colorado's correctional institutions have experienced an unprecedented increase in their populations. Data indicate that institutional commitments have been steadily increasing over the past year. With implementation of House Bill 1111 (mandatory minimum sentences for selected offenses), the population is expected to increase even further. Commitment trends also indicate an increasing number of inmates are being sentenced for violent crimes. In combination, these factors have resulted in an increase in the total institutional population. Lack of programs and treatment options result in inmate idleness. Contraband drugs and alcohol are prevalent in the institution and often act as a catalyst to inmate violence. The maximum security institution is further plagued by racial discord. This racial tension often precipitates much of the inmate violence which occurs.

This increasing population has crippled the Colorado State Reformatory's incentive program. Successful operation of the program requires an administrative capability of freely moving the inmates throughout the institution based on established behavioral and program criteria. Overcrowding has resulted in simply warehousing the inmates.

There currently exists a general lack of treatment programs relative to identified inmate needs. Most significantly, there

exists no comprehensive drug/alcohol treatment program despite the recent finding that approximately 67% of penitentiary and reformatory inmates have indicated "problems associated with drug/alcohol abuse."

Program XI-C - Institutional Rehabilitation (Adult)

*Objectives:

. To reduce the population in state correctional institutions to a manageable level through an increase in community-based and minimum security facility options.

. To upgrade treatment/rehabilitation programs, particularly drug and alcohol treatment, in state institutions, based upon identified offender needs.

*Related Standards:

. DEVELOPMENT PLANS FOR COMMUNITY-BASED ALTERNATIVES TO CONFINEMENT (#1-11.16)
. REDISTRIBUTION OF CORRECTIONAL MANPOWER RESOURCES TO COMMUNITY-BASED PROGRAMS (#1-11.19)
. PLANNING NEW CORRECTIONAL INSTITUTIONS (#1-11.27)
. MODIFICATION OF EXISTING INSTITUTIONS (#1-11.28)
. SOCIAL ENVIRONMENT OF INSTITUTIONS (#1-11.29)
. MULTIMODALITY TREATMENT SYSTEMS (#1-11.21)

*Evaluation Criteria:

. Measurement of number of referrals to community-based corrections which would have been incarcerated.
A. Cost reductions/effectiveness as measured by number referred to community-based corrections, by cost per day, by recidivism rates for institutions and community-based corrections.
B. Effectiveness by type of project, compared to effectiveness of incarceration, measured by respective outcome information.
. Measurement of offender needs for treatment rehabilitation and ratio of numbers of current or proposed treatment slots.

Program XI-C - Institutional Rehabilitation (Adult) - Cont'd.

*Objectives:

. To create a viable correctional industries program to provide realistic vocational training for both male and female offenders.

*Related Standards:

. ACADEMIC AND VOCATIONAL TRAINING (#1-11.30)

. RELIGIOUS PROGRAMS (#1-11.31)

. RECREATION PROGRAMS (#1-11.32)

. COUNSELING PROGRAMS (#1-11.33)

. SPECIAL OFFENDER TYPES (#1-11.36)

. ACADEMIC AND VOCATIONAL TRAINING (#1-11.31)

. INSTITUTIONAL LABOR IN INDUSTRIES (#1-11.34)

*Evaluation Criteria:

- A. Number of offenders identified as needing specific treatment or rehabilitative placement by number of actual placements made.
- B. Outcome rates for offenders receiving treatment or rehabilitative placement, determined by recidivism during and after placement.

. Measure of number of projects providing correctional industry opportunities.

- A. Number of male/female offenders participating in projects by types of industry, skills acquired, amounts of income generated to offenders.

Program XI-C - Institutional Rehabilitation (Adult) - Cont'd.

*Objectives:

. To develop additional treatment/
rehabilitation programs, parti-
cularly drug and alcohol treatment,
for jail inmates.

. To develop institutional programs
that are more relevant to the
problems and needs of female
offenders.

*Related Standards:

. LOCAL CORRECTIONAL
FACILITY PROGRAMMING
(#1-5.29)

. MULTIMODALITY TREATMENT
SYSTEMS (#1-11.21)

. WOMEN IN INSTITUTIONS
(#1-11.35)

*Evaluation Criteria:

. Number of treatment/rehabilitative
programs generated for incarcerated
offenders.

A. Number of offenders receiving
treatment as a ratio of number
of offenders diagnosed as
needing treatment.

B. Outcome data for offenders
receiving treatment, numbers
continuing with treatment
after release.

. Measurement of number of new programs
established specifically to meet
identified needs of women offenders.

*Implementation:

1. Focus of Program Support: Although no funding is provided in this category, it is anticipated that at least one institutional program will be funded from the 1976 Plan and continued in the 1978 and 1979 Plan. This program is also a Number Three Council priority area for technical assistance. In the past year, Division of Criminal Justice has assisted the Division of Correctional Services in being selected as a pilot project site for a Prisoner Grievance Mechanism project funded by LEAA. In addition Division of Criminal Justice assisted the Division in developing a discretionary grant application for an institutional drug and alcohol treatment project and two minimum security facilities. These efforts will continue during this and subsequent plan years.

2. Special Requirements:

a. Subgrantee Eligibility -

There are no subgrants contemplated under this category for the program year FY 1977. If subsequent program support were developed, the eligibility of the subgrantee would depend upon compliance with federal and state law, regulations and conditions, matching contribution, feasibility and need.

In the event of funds flow under this program, the subgrantees will also be contingent upon the following:

(1) That the subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-to-day operations of the participating law enforcement agencies.

(2) That the subgrantees demonstrate a commitment to incorporate the appropriate objectives of this program into the substance of the subgrant application.

(3) That the subgrantees demonstrate a commitment to comply with the requirements of the appropriate program evaluation components specified by the preceding "Evaluation Criteria" and the following subparagraph b- "Data Needs Related to Evaluation."

b. Data Needs Related to Evaluation -

Data needs are not provided in this section due to the following:

- 1) No forecast of expenditures under the category.
- 2) The pending implementation of legislation has resulted in the development of planning on a statewide basis from which data requirements will result.

*Subgrant Data:

No funding is presently allocated to this area for the above cited reasons. Additional but limited block funds are projected for the multi-year.

*Budget:

Federal Support 90%		Match Support 10%	
-----		-----	
Total		Total	
Federal Support	\$-0-	Match Support	\$-0-
State Part C	0	State Match Part C	\$-0-
State Part E	0	State Match Part E	0
Local Part C	0	Local Match Part C	0
Local Part E	0	Local Match Part E	0
State JJDP	0	State Match JJDP	0
State JJDP	0	Local Match JJDP	0

*Multi-Year Forecast:

a. Projected funding -

FY1978 - \$26,000
FY1979 - \$17,500

b. Multi-Year Focus of Support -

Limited funding is projected in the multi-year to support the continuation of a GED program within each of the facilities at the Canon City Complex. The Division of Criminal Justice will continue to provide technical assistance in this program area, particularly in the development of drug and alcohol treatment programs. It is projected that the Department of Health, Division of Alcohol and Drug Abuse will seek funds for these institutional programs.

*Technical Assistance:

1. Inventory of Available Resources -

In the development of programmatic aspects for institutional rehabilitation, several national resources are available in the field of technical assistance. Of these the National Institute of Corrections (NIC) provides training and technical assistance for management and line personnel involved in state level corrections. Contact for this assistance can be facilitated through the Division of Criminal Justice along with direct contact to the regional LEAA office or the National Institute itself. It is projected that several staff persons of the Division of Correctional Services will be availing themselves of these training opportunities.

In the development of new programmatic techniques, the Correctional Economic Center of the American Bar Association can provide direct assistance as well as research methodology in assessing the cost effectiveness of alternative approaches.

The Division will be providing staff assistance, especially that of facilitating program design assistance in the areas of institutional industries and minimum security programming for the recently approved facilities in Golden and Rifle.

2. Assessment of Technical Assistance Needs and Problems -

Colorado has recently developed plans to increase its minimum security capability by a total of 200 beds. This community-based capability, provided through state institutions, will require DCJ staff effort in developing communication with existing educational and volunteer programs. The greatest need facing the Division at this time is providing adequate coordination and input into the multi-year plan under development by the Division of Correctional Services. As both the Division of Correctional Services and the Division of Criminal Justice are presently being requested to provide input to the General Assembly, an augmentation of existing correctional research capabilities through DCJ's own data collection efforts should comprise a major effort for long-range criminal justice planning.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice assigned a priority of three to provide technical assistance for institution-based corrections. Present priorities center on providing community-based alternatives, and technical assistance efforts will be concentrated in this field. Due to the limited staff resources of DCJ, the technical

assistance efforts in this category will be focused upon facilitating aid from outside agencies.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be utilized -

The approach to this category envisions the use of existing resources both in Colorado and at a national level. The National Information Center on Volunteers in Boulder, Colorado will provide information and assistance in developing volunteer programs for the minimum security facilities. Training, a high priority of the State Council, will be provided for some corrections staff persons by the National Institute of Corrections. In addition, the staff of DCJ will continue holding the planning workshops for state corrections staff. The development of new facilities will be coordinated, as in the past, through the National Clearinghouse on Criminal Justice Planning and Architecture.

(b) Methodology for technical assistance resources utilization -

(1) How needs are identified -

Needs will primarily identified through the Research and Planning Unit of the Division of Correctional Services in cooperation with the Corrections Specialist of DCJ. The existing Offender-Based Corrections Information System (OBCIS) will provide planners

with data on offender flow and success rates to aid in evaluating the success of rehabilitation programs as well as providing information on projections for future needs.

(2) How the impact will be measured -

Impacts of technical assistance are directly related to the objectives of this program area, focusing primarily on increasing the effectiveness of rehabilitation programs in state institutions. The function of familiarizing state agencies with existing national resources and facilitating access to those resources can provide an overall improvement for Colorado's corrections system.

(c) Deficiencies (if any) for which resources are presently unavailable -

Adequate resources presently do not exist in the Division of Criminal Justice to provide on-going technical assistance in design and operation of institutional rehabilitation programs. Present areas which require effort coordinated drug and alcohol abuse programming (in progress), institutional counseling and inmate security. At present Colorado requires statutory change and clarification to provide a comprehensive improvement of this situation.

PROGRAM XID -INSTITUTIONAL REHABILITATION-JUVENILE

Program XI-D - Institutional Rehabilitation - Juvenile

* Relationship to the Analysis of Problems

Recent studies have indicated that almost 80% of juveniles in institutions have some type of learning disability. Much effort nationwide and in Colorado is being concentrated on the diagnosis and treatment of learning disabilities, both as a preventive tool among all youth and as a rehabilitative tool among juveniles in institutions. Once effective community programs are provided for youth in trouble, juvenile institutions should be treating only those youth requiring secure confinement and/or specialized treatment which is only available in an institutional setting.

Program XI-D - Institutional Rehabilitation - Juvenile

Objectives

- . To diagnose and treat those juvenile offenders who have learning disabilities.
- . To reduce the population of the juvenile institutions through a selective phasing process in order that those juveniles not requiring secure confinement may be treated in the community.

Related Standards:

- . DETENTION AND DISPOSITION OF JUVENILES (to be considered by State Council) STD 3-8.17
- . CORRECTIONAL INSTITUTIONS (to be considered by State Council) STD 3-8.18
- . SOCIAL ENVIRONMENT OF INSTITUTIONS (to be considered by State Council) STD 3-8.19
- . ACADEMIC AND VOCATIONAL TRAINING (to be considered by State Council) STD 3-8.20
- . SPECIAL YOUTH OFFENDER TYPES (to be considered by State Council) STD 3-8.21
- . SPECIAL YOUTH OFFENDER TYPES (to be considered by State Council) STD 3-8.22
- . RECREATION PROGRAMS (to be considered by State Council) STD 3-8.23
- . YOUTH COUNSELING PROGRAMS (to be considered by State Council) STD 3-8.24

Evaluation Criteria:

- . Develop and evaluate tests for determining learning disabilities.
- . Number of juveniles identified in the institution as having learning disabilities and number receiving treatment.
- . Outcomes for those receiving treatment and for those diagnosed but failing to receive treatment.
- . Number of youth receiving community treatment before and during grant period.
- . Number of youth committed to institutions before and during grant period
- . Number of youth diagnosed as having learning disabilities who receive treatment in the community.
- . Follow-up and outcomes for institutional treatment of learning disabilities vs community treatment

Program XI-D - Institutional Rehabilitation - Juvenile

Objectives:

Related Standards:

Evaluation Criteria:

of learning disabilities.

. Cost-benefit analysis

. Subjective evaluation of

interested persons.

*Implementation:

1. Focus of Program Support: This program category will focus on institutional programs dealing with learning disabilities or other special needs of institutionalized youth.

2. Special Requirements:

a. Subgrantee Eligibility -

The eligibility of the subgrantee is dependent upon compliance with federal and state laws, regulations and conditions, matching contributions, feasibility and needs.

All applications in this category must address public information and education and volunteer components. To whatever extent possible, each application must utilize, coordinate or initiate such efforts.

The subgrantee must ensure that all security and privacy provisions of the Children's Code will be followed.

All programs requesting second or third year funding must provide for one year follow-up of clients served in the previous year(s).

The eligibility of the subgrantees will also be contingent upon:

(1) That the subgrantees under this program demonstrate a commitment to incorporate the services provided by this program into the day-by-day operations of the participating agencies.

(2) That the subgrantees demonstrate a

commitment to incorporate the appropriate objectives of this program into the daily operations.

(3) That the subgrantees demonstrate a commitment to comply with the requirements of the program evaluation components. Specified by the preceding evaluation criteria and the following subparagraph b - "Data Needs Related to Evaluation."

b. Data Needs Related to Evaluation

The following data elements, at a minimum, must be included in or accounted for in each application received by DCJ;

- (1) Number of clients served,
- (2) Type and number of services provided.
- (3) Treatment modalities used by type of clients.
- (4) Offense background for clients.
- (5) Demographic characteristics of clients.
- (6) Baseline data on expected offense trends potential clients.
- (7) Recidivism (as defined by JJ & DP Plan) levels as compared to expected.
- (8) Cost to institutions, agencies, projects.
- (9) Cost compared to successful terminations.
- (10) Probation/parole revocations.
- (11) Type of staff personnel, i.e., paraprofessionals, volunteers, etc.
- (12) Staff turnover.
- (13) At risk periods used in project evaluations.

* Subgrant Data;

Although no funding is presently allocated to this program area, the concept is worthy of funding in FY 1978 and will remain an alternative for any reallocation of funds in 1977.

* Budget

Federal Support 90%		Match Support 10%	
-----		-----	
Total		Total	
Federal Support	-0-	Match Support	-0-
State Part C		Total Match Part C	
State Part E		State Match Part E	
Local Part C		Local Match Part C	
Local Part E		Local Match Part E	
State JJDP		State Match JJDP	
Local JJDP		State Match JJDP	

* Multi-Year Forecast:

a. Projected funding

FY 1978 -0-
FY 1979 -0-

b. Multi-Year Focus of Support -

No funding is anticipated in this category in 1978 and 1979 as the Learning Disability project operating through the Division of Youth Services is in its third year of funding now and is expected to be picked up in full by Youth Services next year. Coordination of that learning disabilities program and any other learning disability program funded will be essential so that youth receive needed services as early as possible and continue to receive them in the institution and after institutionalization as needed.

*Technical Assistance:

1. Inventory of Available Resources -

A correlation between learning disabilities and juvenile delinquency has been noted for a substantial period of time. In order to provide a realistic approach to addressing these problems, a major learning disabilities program has been implemented in the Division of Youth Services. Continued operation of this program should provide for a viable treatment alternative to traditional institutional processing.

Colorado's juvenile institutions are also facing a body crunch. Research and diagnostic assessments provided by the Juvenile Justice Coordinator of the Division of Criminal Justice and the proposed Research and Planning Unit of the Division of Youth Services can provide basal information for a plan to provide alternatives of varying security for institutionalized juveniles, based on a security requirement. Other resources are available on a national level, such as the Office of Juvenile Justice and Prevention in the National Institute of Corrections.

2. Assessment of Technical Assistance Needs and Problems -

The treatment of learning disabilities is a major programmatic priority for institutional treatment of juveniles. The improvement of diagnostic capability of the Division of Youth Services will provide an early identification of those individuals who would benefit by this type of a treatment

program (see description of Section X-D). The development of a range of security options for juveniles will allow for a more realistic and effective treatment program approach.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice did not assign a juvenile justice functional priority to this category. Implementation of the existing number one priority, de-institutionalization of status offenders, will have a massive effect upon present institutional capabilities. It is projected that this will also free-up presently existing resources to address this particular priority.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be Utilized -

Technical assistance will be provided upon a request basis, and the Juvenile Justice Coordinator of the Division of Criminal Justice will facilitate access to existing state and federal resources. The Juvenile Justice and Prevention Advisory Council will provide overall direction to the Juvenile Justice Program in Colorado and serve in an advisory capacity to the State Council on Criminal Justice.

(b) Methodology for Technical Assistance Resources Utilization -

(1) How needs are identified -

Given the present priorities in this juvenile justice field, technical assistance needs will be identified

primarily through requests for assistance and through project monitoring and evaluation. The maintenance of an ongoing research capability will provide up-to-date data on the success of the various programmatic aspects of institutional rehabilitation.

(2) How the impact will be measured

(efficiency and effectiveness - i.e., followup on technical assistance services in determining their impact) -

The successful impact of technical assistance will be measured directly by the accomplishment of programmatic goals of the Division of Youth Services, as measured by reduction in recidivism and successful reintegration of juveniles committed to State institutions. The evaluation components of the Division of Criminal Justice and the various programs will provide information on these issues.

(c) Deficiencies for Which Resources are Presently Unavailable -

As the present technical assistance priority in this field is in the de-institutionalization of status offenders, staff resources will not be available to provide for a comprehensive technical assistance approach to institutional rehabilitation. The subsidiary effects of the institutionalization, however, cannot be underestimated, and research will be conducted to determine the impact on institutional rehabilitation programs of implementation of that priority. This will be a future priority for the Juvenile Justice Coordinator.

FUNCTIONAL CATEGORY 12 -ORGANIZATIONAL DEVELOPMENT,
MANAGEMENT AND SYSTEMS DEVELOPMENT

PROGRAM XIIIA -CRIMINAL JUSTICE SYSTEMS
PERSONNEL TRAINING

Functional Category XII

Organizational Development, Management and Systems Development

Goals:

- . To improve the skills of criminal justice system personnel.
- . To enhance criminal justice system planning.
- . To promote development of realistic criminal justice information systems.

Program XII-A - Criminal Justice System Personnel Training

*Relationship to the Analysis of Problems:

The major deficiencies associated with personnel training stem from the lack of a functional approach toward training, the absence of an overall plan for personnel training, a lack of meaningful training data, and inadequate training of corrections staff, including jail personnel. These factors result in training too often being performed in a haphazard, catch-as-catch can manner. This program strives to improve the intensity and extensiveness of training for criminal justice personnel, as well as to better evaluate the efficiency and effectiveness of such training in terms of improved performance of personnel. Systems oriented training based upon staff functions will be encouraged.

Program XII-A - Criminal Justice System Personnel Training

*Objectives:

. To increase the skills and upgrade the knowledge of professionals, paraprofessionals, and volunteers employed in the criminal justice system.

*Related Standards:

. STATE LEGISLATION AND FISCAL ASSISTANCE FOR LAW ENFORCEMENT TRAINING 2-1.35; PROGRAM DEVELOPMENT 2-1.36; INSTRUCTION QUALITY CONTROL 2-1.37; PREPARATORY TRAINING 2-1.38; INSERVICE TRAINING 2-1.39; INTERPERSON COMMUNICATIONS TRAINING 2-1.40; TRAINING FOR UNUSUAL CIRCUMSTANCES 2-1.41; EDUCATIONAL INCENTIVES FOR OFFICERS 2-1.42; COLLEGE CREDIT FOR COMPLETION OF LAW ENFORCEMENT TRAINING PROGRAMS 2-1.43; COORDINATED STATE PLAN FOR CORRECTIONS EDUCATION AND TRAINING 2-1.57; STAFF

*Evaluation Criteria:

. Increase in trainees' knowledge.
. Increase in trainees' abilities.
. Impact of training upon the quality of justice.

Program XII-A - Criminal Justice System Personnel Training (Continued)

*Objectives:

. To compile meaningful information on the nature and extent of individual training in order to better assess its overall effectiveness.

*Related Standards:

DEVELOPMENT 2-1.57; COLORADO
CORRECTIONS ACADEMY 2-1.59.

. (Refer to Standards for previous objective.)

*Evaluation Criteria:

. Individuals training by job class; hours of training offered by curriculum; pre and post test results; job performance after training.

*Implementation:

1. Focus of Program Support: This program will continue to support training for criminal justice personnel. Training projects demonstrating an ability to fill existing voids in personnel training will receive preferential treatment.

2. Special Requirements:

a. Subgrantee Eligibility -

The eligibility for funding under this program will be dependent upon documentation of a demonstrated need for specific criminal justice training. It shall be incumbent upon the subgrantee to outline the specific elements of the curriculum proposed, as well as to document the nature and extent of training provided to individual criminal justice system personnel. Training projects will need to develop specific measurable objectives, including methods of assessing the impact of training provided upon individual performance.

Additionally, subgrantees applying for funds to train correctional personnel must meet these special requirements: (1) a demonstrated commitment to Part F Special Requirements for corrections personnel training, (2) a willingness to report quarterly on the degree to which these requirements are being met and when they will finally be reached.

b. Data Needs Related to Evaluation -

The number of individuals trained by type of training, amount of training and job classification; pre and post training of all trainees in terms of knowledge level and skills; numbers and types of training programs offered throughout the system; subjective analysis of job performance after training.

*Subgrant Data:

This program forecasts continued support of criminal justice personnel upgrading through training through support of the following subgrants by area of the state:

Statewide - One subgrant is contemplated to provide continuing support of the Colorado Law Enforcement Training Academy (CLETA) in an amount not to exceed \$15,000.

- The Colorado Department of Institutions will receive a subgrant of \$121,500 for continued support of institutional staff training.
- The Colorado Judicial Department will receive a subgrant not to exceed \$15,000 for continuation of training for judges among the 22 judicial districts of the state.

- The Colorado Judicial Department will receive a subgrant for continuation of training for probation personnel in the amount of \$35,000.
- A subgrant not exceeding \$15,000 will support the continuation of court management personnel of the district courts.

Region-wide law enforcement training will be pursued in the following areas of the state at the corresponding levels of support:

- A subgrant of \$15,000 is forecasted for continuation of the annual training sessions for the Chiefs of Police and Sheriffs in Colorado.

Region One (1) - \$22,233.

Region Two (2) - \$37,500.

Region Four (4) - \$11,250.

Region Five (5) - \$8,250.

Region Nine (9) - \$7,119 for training, and \$11,700 to support relief personnel for training of officers from small communities.

Region Ten (10) - \$6,000 for training, and \$20,000 for training of personnel in the region through provision of relief personnel to small agencies.

Region Eleven (11) - \$18,750 for the continued region-wide training program for law enforcement personnel.

Region Twelve (12) - \$13,500 for continuation of region-wide training for law enforcement personnel.

Region Thirteen (13) - \$7,500.

Denver City & County - \$75,000.

*Budget:

Federal Support 90%		Match Support 10%	
-----		-----	
Total		Total	
Federal Support	\$455,302	Match Support	\$50,589
State Part C	201,500	State Match Part C	22,389
State Part E	Ø	State Match Part E	Ø
Local Part C	253,802	Local Match Part C	28,200
Local Part E	Ø	Local Match Part E	Ø
State JJDP	Ø	State Match JJDP	Ø
Local JJDP	Ø	Local Match JJDP	Ø

*Multi-Year Forecast:

a. Projected funding -

FY1978 - \$350,000

FY1979 - 400,000

b. Multi-Year Focus of Support -

It is planned that this program will be continued on an on-going basis largely as a result of the constant turnover in staff experienced by criminal justice agencies,

particularly the smaller agencies. It is hoped that a master plan for human resource development can be developed to aid the process of providing training in a more rational manner. In any event, every effort will be made to continually assess the level and quality of training provided to criminal justice personnel, and to identify voids most likely to have a potential impact upon the performance of the criminal justice system.

*Technical Assistance:

1. Inventory of Available Resources -

The subgrantee has numerous sources of technical assistance related to this program depending essentially upon which criminal justice system component is being considered. The first contact for assistance should be made through the local regional planning offices throughout the state, with the exception of state agency subgrantees who would normally initiate contact through the Colorado Division of Criminal Justice or other technical assistance sources as noted below. The Colorado Division of Criminal Justice provides overall assistance regarding training programs, due largely to the fact that a substantial number of training program funding is provided by the DCJ. Technical assistance is available from the various criminal justice specialists, the evaluation section and the Commission on Criminal Justice Standards staff within the DCJ.

Law enforcement training technical assistance is readily available from two state agencies, the Colorado Division of Criminal Justice and the Colorado Law Enforcement Training Academy's planning and training specialist at Golden.

Courts (to include district attorney, public defender, judges) training technical assistance is available from the Colorado Division of Criminal Justice, Colorado Judicial Department, Colorado District Attorney's Association as well as numerous outstate judicial training conferences, state and local bar associations and colleges of law.

Corrections training technical assistance is available from the Colorado Division of Criminal Justice, Colorado Corrections Association, Colorado Department of Institutions, Division of Corrections, the National Sheriffs' Association, Federal Bureau of Prison's Staff Training Center (1540 East 14th Place, Aurora, Colorado) and various local/regional peace officer associations.

2. Assessment of Technical Assistance Needs and Problems -

Training in general consistently ranks as a viable priority concern on the part of both criminal justice managers and criminal justice planners. The paramount importance of training is underscored by the fact that the majority of any criminal justice agency's fiscal resources are ascribed to the human resources-personnel

line item. It naturally follows that if the greatest concentration of agency fiscal resources is to be accorded to personnel, then it is imperative to insure optimum development of personnel capabilities. Perhaps the single most significant impediment confronting training technical assistance is the overall lack of a comprehensive statewide criminal justice training plan noting needs and resources and training program availability. With the exception of state-mandated basic preparatory training for law enforcement personnel, both inservice and preparatory training is at best, "catch-as-catch-can." Another equally significant program related problem for technical assistance is the need to implement the objectives and related standards of this program on a statewide basis in spite of somewhat uncoordinated technical assistance resources and program funding.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice assigned a law enforcement-related functional priority of 3 (of three priorities) to training and also assigned a corrections-related functional priority of 1. There was no priority assigned for the court function.

4. Strategy for the delivery of Technical Assistance -
(a) Resources to be utilized -

This program forecasts the use of existing personnel of the aforementioned technical assistance "available resources." Additional law enforcement training resources are available from accredited police academies located at Greeley, Boulder, Jefferson County, Aurora, Denver, Colorado Springs and Pueblo. Limited inhouse training resources are available within several municipal and county law enforcement agencies.

(b) Methodology for Technical Assistance Resources Utilization -

(1) How needs are identified -

In the absence of any concerted effort to prepare a comprehensive statewide criminal justice training plan, needs are identified chiefly by those criminal justice agencies formally requesting training technical assistance or by submitting training grant applications.

(2) How the impact will be measured
(efficiency and effectiveness - i.e.,
followup on technical assistance services in determining their impact) -

The impacts of technical assistance are directly related to the objectives and related standards of this program. Technical assistance is one means of providing the transfer of technology from successful experiences and at the same time identify, isolate and seek to avoid the possibility of failure.

(c) Deficiencies (if any) for which resources are presently unavailable.

Essentially, there is a dearth of readily available formalized training programs for criminal justice system operants within Colorado with the exception of somewhat more comprehensive law enforcement training programs mandated by state statute. To a certain degree, the absence of a state statute regarding criminal justice training other than law enforcement must be noted as a deficiency. Additionally, adequate state budget resources allocation to upgrade all criminal justice training needs ranks as a serious deficiency. Although personnel training resources from among Colorado's criminal justice agencies can be isolated and identified, there has been no concerted effort to formulate a comprehensive Colorado criminal justice training plan. In the absence of a coordinated criminal justice training plan, what scant criminal justice training resources are available will continue to be offered in a fragmented, sometimes duplicitous and most always "catch-as-catch-can" fashion.

PROGRAM XIIB -CRIMINAL JUSTICE SYSTEMS PLANNING
RESEARCH AND EVALUATION

Program XII-B - Criminal Justice Systems Planning, Research
and Evaluation

*Relationship to the Analysis of Problems

The major deficiencies identified with the program stem from the lack of on-going planning efforts; poor inter-agency coordination, a complete void in jail planning, and inadequate data with which to assess the impact of planning efforts. These factors often result in fragmentation and duplication of planning functions across the criminal justice system. Poor communications and cooperation between criminal justice agencies has hampered the effectiveness of what planning does occur.

CONTINUED

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Program XII-B - Criminal Justice System Planning, Research, and Evaluation

*Objectives:

. To provide short and long range planning designed to identify priorities and examine methods of meeting identified problems.

*Related Standards:

. PLANNING STRUCTURE 1-1.66; DEVELOPING PLANNING CAPABILITIES 1-1.68; CRIMINAL JUSTICE PLANNING 1-1.69; LOCAL FACILITY EVALUATION AND PLANNING 1-1.73; LAW ENFORCEMENT OPERATIONAL EFFECTIVENESS WITHIN THE CRIMINAL JUSTICE SYSTEM 1-1.75; LAW ENFORCEMENT - COMMUNITY PHYSICAL PLANNING 1-2.3; COMMAND AND CONTROL PLANNING 1-3.13; EVALUATING PERFORMANCE OF THE CORRECTIONAL SYSTEM 2-2.58.

*Evaluation Criteria:

. Cost-effectiveness measures adopted as a result of planning; impact of planning on policy formulation; number of local units of government seeking resources for planning; utilization of evaluation results; number of requests for research assistance.

Program XII-B - Criminal Justice System Planning, Research, and Evaluation (Continued)

*Objectives:

. To increase the extent of coordinated planning functions between criminal justice agencies in a manner which will reduce existing duplicative and fragmented efforts.

*Related Standards:

. (Refer to above objective)

*Evaluation Criteria:

. Refer to above objective -
Consolidation of planning activities;
subjective analysis on the quality of
planning; improved efficiency as a result of coordinated planning.

*Implementation:

1. Focus of Program Support: This program will offer continued support to existing planning units as well as encourage development of additional planning units in order to improve planning, research and evaluation efforts. Emphasis will be placed upon inter-disciplinary planning aimed at filling identified voids.

2. Special Requirement:

a. Subgrantee Eligibility -

The eligibility for funding under this program will be based upon identified needs documented by prospective subgrantees, including cooperative agreements between agencies, if appropriate. Planning entities will be encouraged to pursue cooperative endeavors where feasible and practical. Eligibility will also be determined by compliance with federal and state law, regulations and conditions; matching contribution and willingness of applicant to conform to standards set forth in general statement of standards.

b. Data Needs Related to Evaluation -

Among the data elements to be utilized in evaluating projects in this program are the following:

- (1) Pre and post cost data.
- (2) Number of new policies and policy changes formulated by type of policy.
- (3) Number of local units of governments seeking planning assistance.

- (4) Documented uses of planning, research and evaluation results.
- (5) Number of research activities completed.
- (6) Number of requests for research assistance.
- (7) Number and percent of requests fulfilled by satisfactory responses of a substantive nature.

*Subgrant Data:

This program forecasts continued support of criminal justice planning, research and evaluation through support of the following subgrants by area of the state:

Statewide - The Division of Youth Services will be eligible to receive \$32,250 to continue a Planning and Research project.

Region Three (3) - Denver Regional Council of Governments (DRCOG) will be eligible to receive up to \$50,000 to develop computer crime mapping capability.

Denver and DACC - Denver Anti-Crime Council (DACC) and Region 3, as current CJCC's will be eligible to receive up to \$111,000 and \$140,000, respectively, to augment their regional planning effort.
(Must secure LEAA Approval)

State Planning Agency - \$75,500 will be available to the Division of Criminal Justice for juvenile planning. \$40,950 will be retained at the state office for statewide planning, and \$34,550 will be passed through to regional planning agencies for local juvenile planning.

*Budget:

Federal Support 90%		Match Support 10%	
-----		-----	
Total		Total	
Federal Support	\$408,750	Match Support	\$45,417
State Part C	32,250	State Match Part C	3,584
State Part E	Ø	State Match Part E	Ø
Local Part C	301,000	Local Match Part C	33,444
Local Part E	Ø	Local Match Part E	Ø
State JJDP	40,950	State Match JJDP	4,550
Local JJDP	34,550	Local Match JJDP	3,839

*Multi-Year Forecast:

a. Projected funding -

FY1978 - \$400,000 Part C, \$80,000 JJDP
 FY1979 - 450,000 Part C, 85,000 JJDP

b. Multi-Year Focus of Support -

The aim of this program will be to continue to encourage the development of innovative research and evaluative efforts through existing or new planning units within the criminal justice spectrum. New planning entities will be supported where sufficient need can be documented. A couple of areas perhaps worthy of consideration include statewide jails and systems planning.

*Technical Assistance:

1. Inventory of Available Resources -

Technical assistance in the areas of systems planning and research and evaluation is currently available from the Division of Criminal Justice and the Commission on Criminal Justice Standards at the state level and from the regional criminal justice planners at the sub-state and local level.

A local agency in need of assistance can and should first request that assistance from the regional criminal justice planner or planners assigned to their region. If the assistance required is beyond the scope of the abilities and the resources of the regional planner, the planner can in turn seek assistance from the Division of Criminal Justice or the Commission on Criminal Justice Standards.

A state agency in need of technical assistance can request it directly from the Division of Criminal Justice and the Commission on Criminal Justice Standards. There are staff in these agencies with expertise in planning, research and evaluation particularly in relationship to law enforcement, courts, corrections, crime prevention, juveniles and the financial aspects of the criminal justice system.

2. Assessment of Technical Assistance Needs and Problems -

The greatest difficulty in the areas of systems planning and research and evaluation is the fact that there is a general lack of any coordinated effort among the component parts of the criminal justice system. The basis for this coordination has historically not been present with the various components functioning under different jurisdictions or departments.

Another problem is the fact that an understanding of the benefits of system planning, research and evaluation has not been widespread and thus it has not received much attention in the budgeting process at the agency level.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice assigned a number one priority to systems planning, research and evaluation in the category of adult corrections as it relates to the master plan. However, the Council assigned no priorities in the categories of law enforcement, courts and juvenile corrections.

4. Strategy for the Delivery of Technical Assistance -

(a) Resources to be utilized -

In providing technical assistance in the areas systems planning, research and evaluation, the existing resources and staff of the Division of Criminal Justice

the Commission on Criminal Justice Standards and the regional planning agencies will be utilized. Also, additional funding will be earmarked for providing more technical assistance and contracting with experts to assist in the provision of that assistance.

(b) Methodology for technical assistance resources utilization -

(1) How needs are identified -

Technical assistance resources will be utilized by conducting workshops at the regional level throughout the state. Through these workshops, practitioners in the criminal justice system will be able to express their needs as well as be educated in the areas of systems planning, research and evaluation. When possible, experts will be provided to enhance the workshop experience for participants.

(2) How the impact will be measured -

Measurements of impact are as specified under "Evaluation Criteria." More specifically, the extent of implementation of the technical assistance recommendations on the part of recipient governmental units and agencies is the primary concern of this program.

(c) Deficiencies for which resources are presently unavailable -

The need for technical assistance in the areas of system planning, research and evaluation is considerable.

Limited funding will only allow for a partial attempt
at increasing the awareness and expertise in these
areas.

PROGRAM XIIC - INFORMATION SYSTEMS

Program XII-C - Criminal Justice Information Systems

*Relationship to the Analysis of Problems:

The major deficiencies noted with criminal justice information systems can be attributed to the fragmented nature of agency functions - police count arrests, prosecutors and courts count cases, and corrections count persons supervised. While a great deal has been done to bridge existing "gaps" and begin standardization of reporting, much remains to be accomplished. Systematic quality control procedures need to be implemented to improve the completeness and accuracy of information. Report generation efforts need to be expanded to improve the availability of information from existing data bases. Finally, interfaces and exchanges of information must be more vigorously pursued to promote better planning and decision-making.

Program XII-C - Criminal Justice Information Systems

*Objectives:

. To promote the development of cost-effective and efficient criminal justice information systems, which will permit necessary information exchanges within and between criminal justice agencies.

*Related Standards:

PRIVACY AND SECURITY ADMINISTRATION 1-1.20; SCOPE OF FILES 1-1.21; ACCESS AND DISSEMINATION 1-1.22; INFORMATION REVIEW 1-1.23; INFORMATION FOR RESEARCH 1-1.24; BASIC LAW ENFORCEMENT RECORDS 1-3.16; LAW ENFORCEMENT REPORTING 1-3.18; DATA RETRIEVAL 1-3.19; DESIGN CHARACTERISTICS OF A CORRECTIONAL INFORMATION SYSTEM 1-11.39; DEVELOPMENT OF A CORRECTIONAL DATA BASE 1-11.41.

*Evaluation Criteria:

. Cost effectiveness by systems category, percentage of successfully met timetables, improved efficiency, increased availability of information for decision-making, increased efficiency in response and retrieval functions.

Program XII-C - Criminal Justice Information Systems (Continued)

*Objectives:

. To improve the availability of information from existing criminal justice information systems for use in comprehensive criminal justice planning.

. To assure that criminal justice information systems contain complete, accurate and current information, and that access and dissemination of information maintained in these systems are limited as authorized by federal, state and local laws and regulations.

*Related Standards:

. (Refer to Standards for previous objective.)

. PRIVACY AND SECURITY ADMINISTRATION 1-1.20; ACCESS AND DISSEMINATION 1-1.22; INFORMATION REVIEW 1-1.23.

*Evaluation Criteria:

. (Refer to previous objective)

Number and percent of requests for information which were met successfully; utilization of files by type; timeliness, accuracy, content and detail of reports over time; increased capability and efficiency in management functions (subjective).

. (Refer to previous objective)

Monitoring of access and dissemination logs; official complaints/challenges made of file contents; disposition of complaints/challenges; monitoring of edit routines.

*Implementation:

1. Focus of Program Support: This program will provide continued support to systems under development which are consistent with the Criminal Justice Information System Master Plan. New systems and applications demonstrating a definite need, as well as an ability to fill a void in the development of an integrated statewide Criminal Justice Information System will also be encouraged. Further efforts to interface systems and exchange information, in addition to development of report generator programs will receive priority treatment.

2. Special Requirements:

a. Subgrantee Eligibility -

Eligibility for funding through this program will be based upon such factors as availability of technical staff support, interest, potential for replication in other areas, number of jurisdictions and population served, cost effectiveness, non-duplication of existing systems and willingness of governing body to assume costs when operational. Compliance with federal and state laws, regulations and conditions will also affect eligibility. Conformance with the Criminal Justice Information System Master Plan and the Comprehensive Data System efforts in Colorado will also be required.

b. Data Needs Related to Evaluation -

Among the data elements to be utilized in evaluating projects in this program are the following:

- (1) Pre and post cost data.
- (2) Scheduled v. actual activity completion dates.
- (3) Pre and post workload data.
- (4) List of newly available information and consequences.
- (5) Pre and post response and retrieval times.
- (6) Requests for information and action taken to comply with such requests.
- (7) Entries, updates and queries made of files by file type.
- (8) Number of times information is disseminated.
- (9) Number of requests for access and review by subjects of record.
- (10) Number of erroneous entries detected.

*Subgrant Data:

This program forecasts continued development of criminal justice information systems through support of the following subgrant:

Region Seven (7) - Pueblo Police Department will be eligible to receive up to \$67,348 to complete the development of an automated records and management information system.

*Budget:

Federal Support 90%		Match Support 10%	
-----		-----	
Total		Total	
Federal Support	\$67,348	Match Support	\$7,483
State Part C	Ø	State Match Part C	Ø
State Part E	Ø	State Match Part E	Ø
Local Part C	67,348	Local Match Part C	7,483
State JJDP	Ø	State Match JJDP	Ø
Local JJDP	Ø	Local Match JJDP	Ø

*Multi-Year Forecast:

a. Projected funding -

FY1978 - \$100,000

FY1979 - 150,000

b. Multi-Year Focus of Support -

Recognizing the fact that funding of state-level projects within this program has come to a conclusion - future support of state systems needs to be focused toward updating the current state-of-the-art of systems, and formulating a current plan for implementing necessary interfaces as well as enhancements to present systems. Many deviations have occurred as each subsystem (police, courts and corrections) evolved, making it necessary to perform a comprehensive appraisal of each subsystem.

Of course, local system development needs to be assessed as well, including identification and prioritization of local system needs which either can not or should not be met at the state level.

Finally, technical assistance should be provided at an increasing level where appropriate.

*Technical Assistance:

1. Inventory of Available Resources -

Local and state agencies are able to obtain technical assistance in the area of information systems primarily from the Division of Criminal Justice, the Commission on Criminal Justice Standards, the Criminal Justice Information System Advisory Committee and the Colorado Bureau of Investigation (CBI). The assistance provided by CBI is limited to training of agency personnel in terminal operation. This training is in conjunction with that provided by CBI in Uniform Crime Reporting. The Criminal Justice Information System Committee is an advisory body to the State Council on Criminal Justice. This committee attempts to coordinate and interface information systems in Colorado. The Division of Criminal Justice, through the Research and Statistics Section, provides staff support for the CJIS Committee. Additionally, the Research and Statistics Section reviews all incoming grant applications regarding information systems. The Commission on Criminal Justice Standards is establishing standards in the area of information systems and provides limited technical assistance in any implementation of these standards.

2. Assessment of Technical Assistance Needs and Problems -

The principal constraint of technical assistance in the area of information systems deals with limited staff and limited authority in attempting to coordinate and interface systems development. The role of the CJIS Committee, the Research and Statistics Section of the Division of Criminal Justice and the Commission on Criminal Justice Standards is solely advisory and possesses no authority and limited staff to ensure proper interfacing and coordination.

3. Relationship to the Prioritization of Technical Assistance Needs -

The State Council on Criminal Justice assigned no priorities in the area of information systems in law enforcement, courts, adult corrections and juvenile corrections.

A later section of this chapter, dealing with prioritization of technical assistance by the State Council, points out that technical assistance previously provided to information system development will be continued in addition to responding to new requests for such assistance (this has been termed reactive as opposed to proactive assistance).

4. Strategy for the Delivery of Technical Assistance -

This strategy is reactive and the components are presented as follows:

The CJIS Committee and the Research and Statistics Section of the Division of Criminal Justice should undergo a concerted effort to review the master plan on information systems to determine how this document relates to existing systems development in Colorado. Additionally, a survey of what actually exists in the area of information systems in Colorado should be undertaken. Models in judicial districts one and two are being instituted to provide a working example designed to illustrate the utility of systems interfacing and coordination. By involving personnel from CBI, the Judicial Department, DCJ and others, it is felt that such joint cooperation will substitute for the needed leverage to promote interfacing and coordination.

CHAPTER V-ATTACHMENTS

CHAPTER V

- ATTACHMENTS -

- A - TECHNICAL ASSISTANCE STRATEGY AND PLAN
- B - PART E SPECIAL REQUIREMENTS
- C - EVALUATION AND MONITORING
- D - COMPLIANCE WITH FUNDING LIMITATIONS
- E - ASSISTANCE TO HIGH CRIME LAW ENFORCEMENT ACTIVITY AREAS
- F - LOCAL PARTICIPATION AND FUND BALANCE
- G - ALLOCATIONS TO SUBSTANTIVE AREAS OF LAW ENFORCEMENT
- H - PAGE REFERENCE FOR JUVENILE JUSTICE ACTIVITIES
- I - PAGE REFERENCES FOR CURRENTLY AVAILABLE CRIMINAL JUSTICE MANPOWER

ATTACHMENT A-TECHNICAL ASSISTANCE STRATEGY AND PLAN

TECHNICAL ASSISTANCE STRATEGY

AND PLAN

The Colorado Division of Criminal Justice operating from a basis of established priorities for Technical Assistance set by the State Council on Criminal Justice, intends to address a comprehensive technical assistance endeavor through each of the thirty-two programs of this FY 1977 Plan. This commitment to include Technical Assistance as an essential element of the "implementation" components of each program of the Annual Action Plan seeks to reenforce and further emphasize the value of objectives, related standards and evaluation components of the programs. Furthermore, the rendering of technical assistance offers an opportunity to expand the impact of the plan beyond the limitations of financial resources offered within the scope of the programs. This extension of impact beyond the consideration of funding is particularly meaningful as the availability of financial resources becomes more restricted and the results of both unsuccessful and successful projects under programs are measured and thus made usable as tested experience. The use of expanded knowledge and application of proven methodologies through technical assistance seeks to insure the widespread acceptance and practice of those techniques that work effectively and efficiently.

A major criteria for the allowability of continued funding of subgrants under the programs is the progress in attaining the objectives of the project and the appropriate objectives of the programs. This is not to say that full satisfaction of objectives is mandated. However, continued monitoring and periodic evaluation will serve as the primary mechanism for identification of program/project technical assistance needs. The major element, therefore of technical assistance is the application of knowledge through applied research and experience in the day-to-day problem solving activities at the management and operational levels of criminal justice agencies.

The prioritization of technical assistance needs was set by the State Council on Criminal Justice with two major distinctions made with respect to the expenditure of available resources. This prioritization addressed technical assistance by distinguishing between proactive and reactive response to both identified and yet to be identified needs and deficiencies. Although each of the 32 programs of this FY1977 Plan contains a technical assistance component, the State Council on Criminal Justice applied prioritization for proactive technical assistance in terms of programs as they relate to the functional groupings of categories, i.e., those of police, courts and correction (adult and

juvenile). Generally, the assignment of priorities for technical assistance were aligned with the prioritization of programs within these functional groupings. By setting the priorities for proactive technical assistance, the State Council has given direction for this and subsequent years emphasis as to where limited resources are to first be applied on a proactive basis. This is not to say that the Division will limit technical assistance to the proactive efforts identified by the prioritization set by the State Council. Technical assistance will be provided on a reactive basis responding to requests for assistance or in response to identified problems resulting from the monitoring and evaluations of projects under programs. The exhibits TA-1 (Police Program Priorities), TA-2 (Courts Program Priorities), TA-3 (Juvenile Corrections Program Priorities), and TA-4 (Adult Corrections Programs Priorities) define the relationship of priorities for program financial resources and priorities for proactive technical assistance. The State Council Prioritization for the technical assistance as follows:

EXHIBIT TA-1 POLICE PROGRAM PRIORITIES

	Program Category	Council Funding Priority	Council Proactive T.A. Priority
II-B	Specific Crime Prevention	1	1
III-B	Specific Crime Operations	2	2 b*
XII-A	Personnel Training	3	3
III-C	Communications & Records	4	2 c*
III-A	Crime Analysis	5	2 a*
III-D	Criminal Investigation	6	-(reactive)
XII-C	Information Systems	7	-(reactive)
XII-B	Planning Research & Evaluations	8	-(reactive)
I-A	Public Information & Education	9	-(reactive)
I-B	Citizen Action	10	-(reactive)
V-C	Detention Adult	(Treated under Exhibit TA-4 Adult Corrections Program Priorities)	
VI-A	Prosecution Adult	(Treated under Exhibit TA-2 Courts Program Priorities)	
VII-A	Trial Process	(Treated under Exhibit TA-2 Courts Program Priorities)	
X-A	Community Classification Adult	(Treated under Exhibit TA-4 Adult Corrections Program Priorities)	

*The number 2 priority was shared by programs III-B (Specific Crime Operations), III-C (Communications and Records) and III-A(Crime Analysis) due to the recognition that Specific Crime operations are heavily dependent upon adequate communications networks, records systems, and crime analysis for operational effectiveness and efficiency.

EXHIBIT TA-2 COURTS PROGRAM PRIORITIES

	Program Category	Council Funding Priority	Council Proactive T.A. Priority
V-A	Pre-Trial	1	1
IV-B	Adult Diversion	2	2
VI-C	Defense-Adult	3	3
XII-A	Personnel Training	4	
VII-A	Trial Process	5	4
VIII-A	Sentencing Alternatives	6	_(reactive)
VI-A	Prosecution Adult	7	-(reactive)
IX-A	Post-Conviction Procedures	8	-(reactive)
XII-B	Planning, Research & Evaluation	9	-(reactive)
XII-C	Information Systems	10	-(reactive)
I-A	Public Information & Education	11	-(reactive)
I-B	Citizen Action	12	-(reactive)
VIII-B	Disposition Alternatives	13	-(reactive)
VI-D	Defense-Juvenile	14	-(reactive)
III-D	Criminal Investigation	15	-(reactive)
III-C	Communications & Records	16	-(reactive)
III-B	Special Operations	(Treated under Exhibit TA-1 Police Program Priorities)	
X-A	Community Classification Adult	(Treated under Exhibit TA-4 Adult Corrections Priorities)	

EXHIBIT TA-3 JUVENILE CORRECTIONS PROGRAM PRIORITIES

	Program Category	Council Funding Priority	Council Proactive T.A. Priority
V-B	Detention & Shelter Care	1	1*
II-A	Juvenile Delinquency Prevention	2	2**
IV-A	Juvenile Diversions	3	1*
VIII-B	Disposition Alternatives	4	2**
XI-B	Community Corrections	5	1*
XI-D	Institutional Rehabilitation	6	-(reactive)
X-D	Institutional Classification	7	-(reactive)
VI-D	Defense-Juvenile	8	-(reactive)
X-B	Community Classification	9	-(reactive)
VI-B	Juvenile Intake	10	
XII-A	Personnel Training	11	-(reactive)
XII-B	Planning, Research & Evaluation	12	-(reactive)
I-B	Citizen Action	13	-(reactive)
I-A	Public Information & Education	14	-(reactive)

*The number 1 priority was shared by programs V-B (Detention and Shelter Care), IV-A (Juvenile Diversion, and XI-B (Community Corrections) due to a recognition that Detention and Shelter Care and Juvenile Diversion are closely related, mutually supportive, and operationally related to Community Corrections

**The number 2 priority was shared by programs II-A (Juvenile Delinquency Prevention) and VIII-B (Disposition Alternatives) for proactive T.A. efforts.

EXHIBIT TA-4 ADULT CORRECTIONS PROGRAM PRIORITIES

	Program Category	Council Funding Priority	Council Proactive T.A. Priority
XII-A	Personnel Training	1	Included in V-C (below)
XI-A	Community Corrections	2	1
X-A	Community Classification	3	2
XI-C	Institutional Rehabilitation	4	3
X-C	Institutional Classification	5	-(reactive)
V-C	Adult Detention	6	1
VIII-A	Sentencing Alternatives	7	-(reactive)
III-C	Communication	8	-(reactive)
III-D	Criminal Investigation	9	-(reactive)
XII-B	Planning, Research & Evaluation	10	1 (Corrections Master Plan)
I-B	Citizen Action Volunteer Program	11	-(reactive)
XII-C	Information Systems	12	-(reactive)
I-A	Public Information & Education	13	-(reactive)
IX-A	Post Conviction Procedures	14	-(reactive)

Each of the above prioritized proactive technical assistance areas are more definitively treated by the 32 programs of this FY 1977 Plan. The effective pursuit of proactive technical assistance first addresses the applicable objectives and standards of the programs

of Functional Categories I-"Community" through XII-
..."Systems"..." These standards serve as milestone
indicators in meeting the objective of the programs
and are measured by the evaluation components of the
programs. The transfer of knowledge and technology
is made possible when progress is achieved or failure
occurs as revealed by the evaluation of projects and
programs under the Plan.

There exists a dual value to technical assistance
as applied herein. The first related to the utilization
of successful endeavors as models in the expansion
of program impact to areas of the state and operational
settings which could benefit from this experience.
The second value of technical assistance is its use
as a predictive model for both success and failure
in forecasting which technologies have a propensity
for success or failure and how or why such propensities
are caused. In this latter instance, there is consid-
erable value in knowing and accurately predicting
problems before they occur.

ATTACHMENT B - PART E SPECIAL REQUIREMENTS

A

PART E SPECIAL REQUIREMENTS

The Crime Control and Safe Streets Act requires that the Division of Criminal Justice, in order to be eligible for Part E funds, provide satisfactory assurance that adult and juvenile corrections programs meet certain advanced standards. Assurances that these standards will be met are set forth in the following pages and in the order in which they are listed in the Guidelines (M 4100.1E, Par. 78).

Plan Requirement:

Chapters III to V of this Plan set forth Colorado's 1977 comprehensive statewide corrections plan. As in past years, the Division of Criminal Justice does not project using block funds for institutional facility construction. Funds for community residential programs may, and often do involve facility renovation in order for such a facility to meet advanced design techniques, and health and fire codes. It has been the general policy of the DCJ to use both Part C and E corrections funds for programs and not for construction or renovation unless this was a necessary part of implementing a residential program.

The table below presents a summary of Part E funds allocation for the 1977 Plan:

1977 PART E FUNDS

<u>*Category</u>	<u>Project Title</u>	<u>Amount</u>
VIII-B	Community Work Program (Juvenile)	\$ 8,316
XI-A	Work/Educational Release Center (Adult)	181,747
XI-B	Community Day Program (Juvenile)	100,000
XI-B	Group Home (Juvenile)	47,937
XI-B	Alternative Education Facility (Juvenile)	84,000
	Total	<u>\$422,000</u>

Advanced Standards:

The Division of Criminal Justice will make every effort to comply with the advanced standards enumerated in Section 453 of the Crime Control Act.

Property Assurance:

Existing requirements of the Division of Criminal Justice state that no grant will be considered without authorization of state or local agencies or units of government. This is in compliance with Section 601(i) of the Act. The following conditions apply: (i) title and control of funds may not be transferred to private agencies, profit-making or otherwise, even though these may be utilized in the implementation of Part E efforts including the purchase of services, and (ii) Part E funds and property are not to be diverted to other than correctional uses.

*These references refer to those of Chapter V.

Prohibition Against Reduction of Part C Funds:

In compliance with the requirements, the Division of Criminal Justice provides satisfactory assurance that the availability of funds under Part E shall not reduce the amount of funds under Part C allocated for improvements in corrections. In the absence of Part E funds, the state would allocate from its Part C block grant, funds for purposes of improving correctional facilities and/or programs. The following Part C allocations provide the necessary evidence of compliance with this requirement:

	<u>1971 Part C</u>
Adult & Juvenile Corrections	\$1,122,505
	<u>1976 Part C</u>
Juvenile Justice	\$1,663,400
Adult Corrections	<u>1,117,464</u>
	\$2,780,864
	<u>1977 Part C</u>
Juvenile Justice	\$ 995,312
Adult Corrections	<u>668,803</u>
	\$1,664,115

Design Techniques:

At the present time, the division has no plans to use Part E money for construction purposes. In the event that Part E funds are used, Colorado will follow LEAA guidelines and subscribe to advanced techniques in the design of institutions and facilities. The National

Clearinghouse for Criminal Justice Planning and Architecture will be consulted as required.

Regional Sharing:

DCJ has encouraged and will continue to encourage whenever feasible and desirable, the sharing of correctional facilities on a regional basis. Such regional sharing for a community residential program is now in the planning stages for Denver and several adjacent counties in Region 3.

Construction Consultation--Assurances:

In the planning and development of architectural design and/or construction drawings for the construction or renovation of correctional institutions and/or facilities the grantee or subgrantee will:

- 1) Consult with and provide relevant documents to the National Clearinghouse for Criminal Justice Planning and Architecture at the University of Illinois;
- 2) Obtain a certification of compliance with national standards;
- 3) Verify that no funds will be expended until such certification is obtained.

Routine Upkeep Prohibition:

With respect to correctional institutions or facilities, Part E funds will not be used for routine repair, maintenance, or upkeep purposes and further; with respect

to construction, acquisition and renovation, Part E funds may only be used for such institutions and facilities or portions thereof, which substantially provide or contribute to providing confinement or rehabilitation for those charged with or convicted of violation of the law.

Special Program Requirements for Construction Program Application:

DCJ will require, as a condition for receipt of Part E funds for planning, construction, acquisition, or renovation of adult or juvenile correctional institutions or facilities, that all applicants demonstrate adherence to the following program elements (to the extent applicable to the particular project presented and area or region to be served by the proposed facility):

1) Reasonable use of alternatives to incarceration (including but not limited to referral and bail practices, diversionary procedures, court sentencing practices, comprehensive probation resources, and the minimization of incarceration by state and local parole practices, work-study release or other programs assuring timely release of prisoners under adequate supervision.) Applications should indicate the areas to be served, comparative rates of dispositions for fines, suspended sentences, probation, institutional sentences and other alternatives, and rates of parole. (See Special Requirements, Subgrantee Eligibility, Chapter V, pp. V/X1 A-8 to A-11).

2) Special provision for the treatment, particularly in community-based programs, of alcohol and drug abusers. (See Special Requirements, Subgrantee Eligibility, Chapter V, pp. V/X1 A-9).

3) Architectural provision for the complete separation of juvenile, adult female, and adult male offenders.

4) Specific study for the feasibility of sharing facilities on a regional (multi-state or multi-county or regional within states, as appropriate) basis. (This will be addressed by the Master Plan for Corrections Effort, sponsored by an LEAA discretionary grant and due to begin the fall of 1976).

5) Architectural design of new facilities providing for appropriate correctional treatment programs, particularly those involving other community resources and agencies.

6) Willingness to accept the facilities persons charged with or convicted of offenses against the United States, subject to negotiated contract agreements with the Bureau of Prisons. (The Colorado Women's Correctional Institution, the Fort Logan Community Corrections Center, and the Denver Community Program Centers, Inc., currently accept Bureau of Prisons clients).

Special Administrative Requirements for Construction Applications:

The following special administrative requirements dealing with objectives, architectural and cost data, contractual arrangements, etc., will be made applicable to subgrantees and contractors:

1) Applications for construction funds, in addition to meeting the requirements above, shall be accompanied by a statement of objectives of the proposed facilities, architectural programs, schematics, outline specifications, and cost estimates.

2) Applications for construction funds must include a certification of the manner and means through which needed contractual services (i.e., site preparation, utility installation, building construction, purchases of equipment and fixtures) will be obtained in accordance with the applicable provisions of appropriate state and/or local law, rules or regulations. This must normally include some system of competitive bid solicitation. The use of separate contracts for construction and equipment is encouraged.

3) Grants or subgrants of Part E funds for facilities construction or renovation, regardless of size, shall require that architectural and other needed professional services shall be obtained upon the basis and consideration of professional competence to deliver the

required services. Contractual fee obligations for such services shall be in accordance with the prevailing suggested fee schedules of recognized professional organizations, such as the American Institute of Architects.

4) The foregoing requirements shall be incorporated as part of the standard fiscal conditions for award of Part E grants, applicable to state planning agencies and their subgrantees and contractors.

Use of Part E Funds for Construction and Planning Purposes:

DCJ assures that Part E funds used for planning should provide for the necessary studies to comply with the above considerations and to prepare a statement of objectives of the proposed facilities, and cost estimates. Applications for the planning and construction projects must indicate the qualifications of persons to be used or sought as program planning consultants.

Personnel Upgrading:

DCJ has allocated Part C funds in the 1977 State Plan for correctional personnel upgrading. The "systems" currently receiving Part E funds, and therefore, subject to these requirements, are the Department of Institutions, Division of Correctional Services and Division of Youth Services, and the City and County of Denver. Although the Judicial Department does not receive Part E funds,

probation personnel are receiving the required amount and type of training through a DCJ grant (Ch. III, pp. C12-12-13). Although no local jails currently receive Part E funds, the DCJ has and will continue to make every effort to secure correctional training opportunities for local jail personnel. Currently, DCJ is providing technical assistance to the legislature to propose and enact a surtax on traffic fines and to allocate these revenues for criminal justice training. Corrections personnel training is a number one priority area for the 1977 State Plan both for funds and for technical assistance for local jailer training.

Regarding the systems that do receive Part E funds, the following is provided as evidence of compliance with Part E training requirements:

Division of Youth Services - Division personnel do not yet receive the requisite amount of training. Correctional personnel receive only eight hours of recruit/entry level training and 16 hours of in-service training per year for personnel with more than six months of tenure. Detention personnel receive 48-72 hours of recruit training and 16 hours of in-service training, while parole agents receive no formal training. Ten thousand dollars has been allocated to the Division of Youth Services for a training program in 1977. The project is anticipated

to begin in February or March and will be aimed at providing the requisite amount of training required by Part E guidelines.

Division of Correctional Services - Division personnel do not yet receive the requisite amount of training. DCJ is currently funding a staff training program, begun this year, which will eventually provide the required amount of training. If projected funding levels are maintained (i.e., if state match is provided for the entire \$121,500 for training in this year's Plan) the Division of Correctional Services will adhere to the following timetable for compliance with Part E training requirements: by March of 1977, all parole officers and correctional officers will have received 40 hours of entry level training; by October of 1977, all parole and correctional officers will have received 80 hours of entry level training.

City and County of Denver - The Denver Sheriff's Department has an LEAA discretionary grant which provides support for their training program. All sheriff's department personnel receive 120 hours of orientation training and 40 hours of in-service training. In addition, this program provides training to several adjacent counties.

In order to insure that Part E training requirements are being met, subgrantees applying for funds to train correctional personnel must demonstrate a commitment to meet these requirements. (Ch. V, pp. V/XII A-4).

Personnel Standards and Programs of Institutions and Facilities:

The Department of Institutions is governed by the rules and regulations of the state's Personnel Department. The Judicial Department utilizes its own personnel system and is subject to its rules, regulations and hiring procedures.

During the past year, the Division of Correctional Services has made substantial progress in upgrading personnel standards and programs. Through the efforts of a full-time personnel director, the Division has instituted an active recruitment mechanism in order to hire more minority personnel to work in the institutions. The number of minority employees at the state penitentiary has risen from 17 to 34 in the past year and efforts will continue to increase this further.

This year, Colorado was selected as a pilot project state to institute inmate grievance procedures through an LEAA discretionary grant project operated by the Center for Community Justice in Washington, D. C. Also, the Division recently implemented a Prisoner Code of Rights.

As mentioned previously, the Division is governed by the State Personnel Department's recruitment and selection procedures. Within whatever flexibility is allowed, the Division has attempted to develop innovative personnel selection procedures.

The personnel standards recommended by the Colorado Commission on Criminal Justice Standards are:

RECRUITING AND RETAINING PROFESSIONAL (#2-1.15)
RECRUITMENT FROM MINORITY GROUPS (#2-1.16)
EMPLOYMENT OF WOMEN (#2-1.17)
EMPLOYMENT OF EX-OFFENDERS (#2-1.18)
PERSONNEL SYSTEM (#2-1.33)
PERSONNEL PRACTICES (#2-1.34)
PROFESSIONAL CORRECTIONAL MANAGEMENT (#2-1.71)

Community-Based Emphasis:

In the allocation of Part E funds, DCJ is providing satisfactory emphasis on the development and operation of community-based correctional facilities and programs including halfway houses, probation and other supervisory release programs for pre-adjudication and post-adjudication referral of delinquents, youthful offenders and community-oriented programs for the supervision of parolees.

Specifically, all (100%) of the 1977 Part E funds are allocated to adult and juvenile community-based correctional programs as follows: \$147,937 for juvenile halfway house type programs; \$92,316 for juvenile probation and supervisory release programs; and \$181,747 for community residential programs for pre-parole releasees.

It is anticipated that 87% of the Part E funds for community-based corrections will be allocated to SMSA's, and therefore consistent with statutory emphasis on areas

"characterized by high crime incidence and high law enforcement activity." The 1977 Comprehensive Plan does not reflect any Part E allocation designated for construction programs.

Narcotic and Alcoholism Treatment:

Extent of Drug and Alcohol Abuse Among Offender Population: Although the exact relationship between substance and abuse crimes has not been definitively examined within the State of Colorado, statistics do exist which indicate that a high proportion of offenders committed to the Department of Institutions has some history of drug or alcohol problems. Table 1 below is a presentation of the percentage of offenders with a history of drug and/or alcohol problems as indicated by four surveys.

Table 1. Percentage of Offenders with History of Drug and/or Alcohol Problems as Indicated by Four Surveys

Researcher	Source	Percentage		Total
		Alcohol	Drugs	
Bill Grisby	file search			67
Robert R. Hughes	file search		60 ¹	
Denver Anti-Crime Council	offender	27 ²	33	60
Gene Toews	parole agent	41	40	

¹Does not include offenders with history of marijuana use only.

²Heavy alcohol only

The Toews report also indicated that only 19.6% of parolees received treatment for alcoholism and only 11.8% received treatment for drug abuse problems.

The following tables from the Department of Health's 1976 Plan present further evidence on the extent of drug and alcohol abuse in Colorado.

Data obtained from DCJ's 1976 surveys for the Plan revealed that Colorado lacks any systematic diagnostic capability for either drug or alcohol abuses.

This is evidenced by the fact that one-third of the probation departments responding indicate no screening capability for either drug abusers or alcohol abusers. Two-thirds of the community correctional facilities indicate no diagnostic capabilities for these offenders and three quarters of the county jails indicate no screening programs for alcohol and drug abusers. While current treatment programs for drug and alcohol abusing criminal justice clients may be inadequate, both in terms of program quality and in gross numbers of programs available, it is evident that our current treatment programs are overly abundant in comparison to our current diagnostic capabilities. Thus, Colorado is faced with a situation in which treatment programs are available but diagnostic capabilities are such that they do not lend themselves to placement of appropriate offenders needing the services.

TABLE 2

DYSFUNCTIONAL USERS OF ALCOHOL BY STATE AND REGIONS*
1973-74 INCIDENCE AND PREVALENCE STUDY

DYSFUNCTIONAL ALCOHOL USERS	REGION 1	REGION 2	REGION 3	REGION 4	REGION 5	REGION 6	REGION 7	REGION 8	REGION 9	REGION 10	REGION 11	REGION 12	STATE
Adult Population**	45,026	134,173	940,956	174,490	16,824	46,253	132,106	32,642	20,861	33,545	58,870	27,109	1,662,855
Any Problem***	3,539	13,712	145,284	19,142	1,183	4,588	19,671	7,351	1,677	3,871	4,904	8,954	233,876
Health Problems***	1,013	5,367	65,302	9,681	131	2,118	4,214	2,647	240	1,805	1,637	4,229	98,384
Police***	1,517	3,582	48,365	2,949	131	351	700	1,469	240	1,033	2,043	2,239	64,619
Employer***	-0-	1,784	14,144	1,466	-0-	-0-	1,400	588	-0-	517	406	1,242	21,547

* Note: Only 12 planning regions existed at the time of the study. Those affected by the change to 13 regions were Regions 7, 11 and 12.

** Persons 15 years and older, 1970 census strata.

*** It should be pointed out that the figures shown for the regions are extrapolations from sampling information. For example, the total sample size for Region 1 was 86. In surveying, the researchers found that 7 out of 86 mentioned having any problems associated with alcohol. Seven out of 86 = 7.86% and 7.86% of 45,026 = 3,539.

TABLE 3

PROJECTED COLORADO DRUG ABUSE POPULATION - FY 77

	% Ever Used	# Ever Used	Daily Use	%	Using More Than Prescribed	%
Barbiturates	13.5	375,515	127,675	34	45,182	12
Amphetamines	14.0	390,460	163,993	42	66,378	17
Codeine	31.0	864,590	415,003	48	34,584	4
Marijuana	18.5	515,965	77,394	15	UNK	UNK
Psychedelics	7.5	209,175	6,275	3	8,367	4
Cocaine	4.0	111,560	4,462	4	6,694	6
Heroin	1.5	39,046	10,932	28	UNK*	UNK
Morphine	5.5	153,395	46,018	30	3,068	2
Solvents	2.5	69,725	4,881	7	UNK	UNK
Tranquilizers	23.0	641,470	307,908	48	19,244	3

N = 2,789,000

*NOTE: Obviously, heroin, morphine, and marijuana are not prescribed drugs

TABLE 4
 DRUG-INVOLVED ARRESTS, IN DENVER
 1970-1974

	1970	1971	1972	1973	1974	1975
(1) All Narcotic Drug Laws*	2864	4387	5400	5462	4345	3399
(2) Use of Opium, Cocaine and their derivatives (Morphine, Heroin and Codeine)	463	1190	1782	855	290	296
(3) Use of Marijuana	1144	2723	2760	2632	1953	1330
(4) Use of Synthetic Narcotics	8	75	18	--	54	9
(5) Use of Dangerous Drugs (Amphetamines, Barbiturates, etc.)	546	991	737	718	648	1764 ¹
(6) Arrests of Juveniles (Included Above)	729	867	1570	117	92	537 ²

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For 1975:

¹ -- Out of Category (5) dangerous drugs include 63 arrests for fraud and deceit--all adult.

² -- Of the juvenile total, 3 arrests were opium cocaine category (2); 394 arrests were use of marijuana category (3); 1 arrest was use of synthetic narcotics (4); +139 arrests use of dangerous drugs category (5).

*State law classifies marijuana as a dangerous drug category (5).

**Reporting methods and classification procedures for drug arrests were altered in 1974; therefore, decrease in category (1) and redistribution of values in categories (2), (4), and (6) may be, at least in part, the direct result of these changes. See text for other explanations of the decline.

SOURCE: Denver Police Department

Table 5. Percentage of persons rearrested and reconvicted by category of alcohol/drug history

Alcohol/Drug Abuse History	No. of Persons	One-Year Rearrest		One-Year Reconviction	
		None	1+	None	1+
None	36	78	22	92	8
Light Alcohol	186	65	35	82	18
Heavy Alcohol	150	59	41	81	19
Alcohol and Non-Opiates	120	62	38	83	17
Marijuana	22	55	45	73	27
Opiates	43	58	42	84	16

In terms of probation, county jails and community corrections, Colorado needs to develop adequate diagnostic capabilities in all three areas, through which appropriate offenders may be screened for drug and alcohol abuse problems and placed in programs designed for their treatment. Concurrent with this diagnostic development, Colorado can address the larger issue of providing appropriate services for the drug and alcohol abuser.

Available Resources: The Department of Health, Division of Alcohol and Drug Abuse, 1976 Colorado State Plan for Alcohol and Drug Abuse (attached as Appendix of this Plan) contains a Resources Directory of diagnostic and treatment facilities for drug and alcohol abusers. This Resources Directory is categorized according to the state's 13 Planning and Management Regions.

Tables 6 and 7 following, depict the capacities for drug treatment programs and the estimated FY1977 population to be served by alcohol treatment programs.

Response of the Division of Criminal Justice: Before detailing the Colorado SPA's response to the problems cited previously, it is necessary to list the agencies and their responsibilities for drug and alcohol abusing offenders planning, diagnosis and treatment.

T A B L E 6
 STATIC AND DYNAMIC CAPACITIES FOR DRUG TREATMENT PROGRAMS
 F Y 1 9 7 7

PROGRAM	STATIC CAPACITY*	DYNAMIC CAPACITY**
FORMULA FUNDS:		
. Lean-on	30	120
. Auraria Drug Free	20	80
. Project Adalante	50	200
. Open Door	30	120
. Our House	10	30
STATEWIDE SERVICES CONTRACT:		
. Denver Health and Hospitals	195	447
. U.M.C. Drug Rehabilitation	257	580
. Colorado Springs	60	135
. Cenikor Foundation	28	40
. Colorado State Hospital	35	78
DIRECT GRANTS:		
. Southwest Colo. Mental Health Center	60	180
. Boulder Mental Health Center	271	772

* State Capacity - Maximum number of clients who can be treated at any one time under full operating conditions

** Dynamic Capacity - Maximum number of clients who can be treated during a twelve-month period at full operating capacity

TABLE 7

ESTIMATED POPULATION TO BE SERVED BY ALCOHOL TREATMENT PROGRAMS
DURING FY '77

REGIONS	NONHOSPITAL DETOX AND OUTPATIENT SERVICES*	COUNSELOR SERVICES**	MEDICAL DETOX*	HALFWAY HOUSE**	STATE HOSPITAL (STATE FUNDS)***
1	270	270	8	27	3
2	1,200	600	36	728	12
3	10,056	1,375	302	1,716	100
4	1,620	1,040	49	162	16
5	100	100	3	10	1
6	1,218	0	37	122	12
7	2,025	750	61	202	20
8	1,215	300	36	322	12
9	1,620	600	49	492	16
10	340	580	24	18	3
11	1,159	1,120	35	236	12
12	322	322	10	32	3
13	600	600	18	60	6
STATE TOTALS	21,745****	7,657	668	4,127	216

* THESE PROGRAMS FUNDED ONLY BY 1279 FUNDS

** INCLUDES PROGRAMS FUNDED BY 1279, FEDERAL FORMULA FUNDS, AND DIRECT FEDERAL GRANTS

*** STATE FUNDS OTHER THAN 1279

**** THIS PARTICULAR FIGURE INCLUDES ESTIMATES FOR REGIONS 1, 5, 10, 12, & 13 WHERE NONHOSPITAL DETOXIFICATION FUNDS APPROPRIATIONS WERE NOT REQUESTED.

The Department of Health, Division of Alcohol and Drug Abuse, is the designated single state agency for planning and programming for alcohol and drug abuse within the State of Colorado. The Department of Institutions, Division of Correctional Services, is responsible for the state correctional institutions at Canon City and Buena Vista as well as for parole and community services. Colorado has a state judicial system of which probation is a function. The District Attorneys are elected public officials who serve the 22 judicial districts within the state. Jails are a city and/or county function and are therefore a local responsibility. The Division of Criminal Justice is the state planning agency for federal LEAA funds in Colorado. All of these agencies or individuals, as well as the private sector, have an impact on drug and alcohol treatment planning, programming and diagnosis. Although coordinated planning would seem to be an obvious need, this has not adequately been done in Colorado in any jurisdiction.

In response to this problem, and in an attempt to comply with Part E requirements for narcotic and alcoholism treatment, DCJ initiated a joint planning effort to develop a grant proposal for LEAA discretionary funds. The agencies involved included the Department of Health, Department of Institutions, Judicial Department, Denver

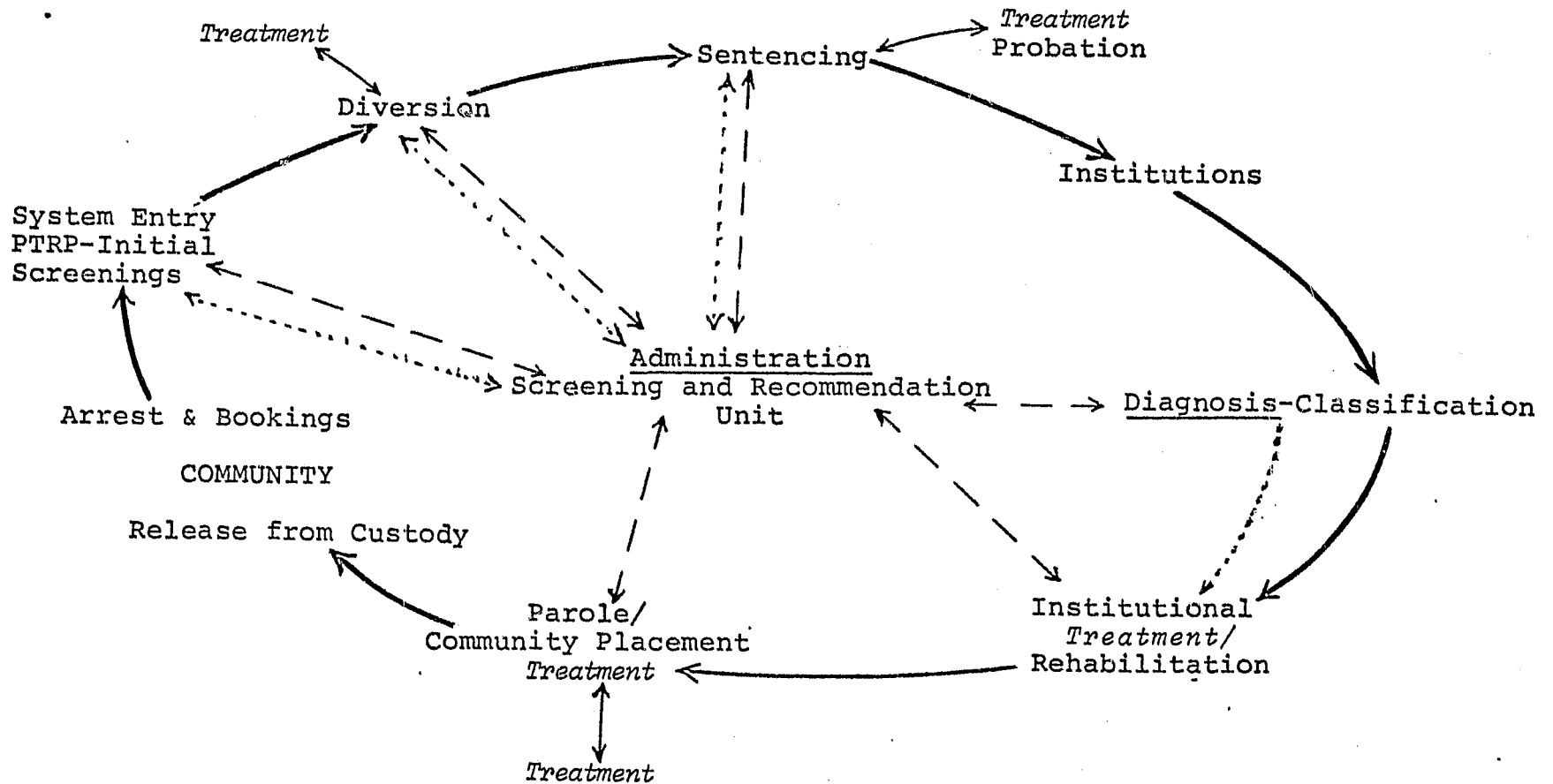
Anti-Crime Council, Central Intake Unit, TASC, and the Denver Pre-trial Release Project. What resulted, and is now funded, is a drug and alcohol screening and treatment referral program for felons.

For the first time, felony offenders in Denver will be screened for alcohol or drug abuse problems from the point of system entry on through the system and referred to existing treatment programs in a coordinated systematic manner. In addition, a treatment program will be provided at the Medium Security institution in Canon City. The following System Flow chart describes how this new project will operate.

Another result of these planning efforts is that drug and alcohol counselors for the state institutions are a top priority in the Department of Health's state budget request. In addition, DCJ is initiating planning efforts with Health, Corrections and Judicial to provide joint training on alcohol and drug abuse to probation and parole officers. It is anticipated that no cost will be involved as all of these agencies have the necessary training capability.

Fiscal Year 1977 Requirements: During the past few years, Colorado has made a concerted effort to meet Part E requirements for narcotic and alcoholism treatment. The DCJ recognizes the extent of the problem and the resources needed to adequately address it. The 1977

SYSTEM FLOW



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SYSTEM —————
 Admin.
 Diagnosis - - - - -
 Treatment —————

State Plan cites this need as a high priority. The LEAA discretionary grant will allow Colorado to begin meeting the FY1977 requirements by October 1, 1976. As required, the following is or will be established or provided during the next three to five years on a statewide basis to convicted persons with a drug or alcohol problem:

- 1) Criteria for patient admissions and terminations.
- 2) Adequate facilities, maintained in clean, safe, and attractive conditions.
- 3) Intake units, providing physical and laboratory examinations as well as a full personal medical and drug history.
- 4) Educational or job training programs.
- 5) Regularly scheduled individual or group counseling and medical treatment for all program participants conducted by qualified trained personnel.
- 6) Program participation on a voluntary basis only.

Finally, the following letter and attachment further describe the response of the Division of Criminal Justice to this problem, and the scope of effort which will be undertaken to meet it. Coordinated planning between the Division of Alcohol and Drug Abuse and the Division of Criminal Justice has now been firmly established and will be increased in the coming years.



Department of Local Affairs
Colorado Division of Criminal Justice

Richard D. Lamm, Governor

Paul G. Quinn, Director

February 26, 1976

Mr. Graydon Dorsch, MPH
Director
Division of Alcohol and Drug Abuse
4210 East Eleventh Street
Denver, Colorado 80220

Dear Mr. Dorsch:

Having realized that many offenders entering the criminal justice system can attribute their actions to substance abuse, the Divisions of Criminal Justice and Alcohol and Drug Abuse during the last several years have established and maintained a close working relationship.

In the past, this Division has directly funded alcohol and drug abuse treatment programs and related laboratory facilities. Since the formation of the State Alcohol and Drug Abuse Advisory Council in 1971, a representative of the Division of Criminal Justice has been an active member. This representative has participated not only in monthly meetings of the Advisory Council, but also in many of the subcommittee functions that exercise the Council's responsibility of coordinating all alcohol and drug abuse efforts in the state.

This Division looks forward to even closer cooperation with the Division of Alcohol and Drug Abuse in the future both in terms of program planning and program implementation. Through an augmented crossflow of information and data exchange, it is our intent to better understand and cooperate in a problem common to our needs.

Sincerely,

Paul G. Quinn
Director

PGQ:mkr

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COMMUNITY CRIME PREVENTION PRIORITY AREAS

CRIME PREVENTION

I TITLE -- MULTIMODALITY TREATMENT SYSTEMS FOR DRUG AND ALCOHOL ABUSE AS RELATED TO COMMUNITY CORRECTIONS

II STANDARDS

1. 1-11.17 Marshaling and Coordinating the Community Resources Consortium
2. 1-11.15 Community-Based Programs
3. 1-11.16 Development Plan for Community-Based Alternatives to Confinement
4. 1-11.20 Community Corrections Subsidy Program
5. 1-11.21 Multimodality Treatment Systems
6. 1-11.22 Variations in Treatment Approach
7. 1-11.23 Methadone Maintenance Treatment Programs
8. 1-11.24 Therapeutic Community Programs
9. 1-11.25 Residential Programs
10. 1-2.24 Crisis Intervention and Emergency Treatment
11. 1-2.25 Narcotic Antagonist Treatment Programs
12. 1-2.26 Alcoholism and Alcohol Abuse
13. 1-2.28 Multimodality Treatment System Alcoholism and Alcohol Abuse
14. 1-2.29 Integrated Alcohol and Drug Programs
15. 1-2.30 Alcohol and Drug Abuse Centers

III PARAMETERS

It is the feeling of both the Division of Alcohol and Drug Abuse and the Commission on Criminal Justice Standards and Goals that since the underlining costs of both alcohol and drug abuse are similar and since a large proportion of alcohol and drug abusers shift freely from one substance to the other, the two problems should be considered jointly in state and local planning despite the fact that specific and different treatment programs might sometimes appropriately be employed. What separation is necessary for funding purposes should be held to a minimum and confined primarily to separation of budgets where this is mandatory.

Constraints in terms of legislation and funding have caused alcohol and drug programs to pursue different courses in establishing comprehensive programs. However, linkages between alcohol and drug program activities should be developed wherever practical and feasible.

To meet this need a variety of drug and alcohol treatment modalities should be fostered to meet individual problems, since no one motive treatment or rehabilitation has proven to be successful with all abusers, due to differing and individual reasons for using and abusing substances. Also, to ensure that basic services will be provided to all persons throughout the state, priority should be given to developing programs and services in areas over populations which said services are not presently available.

It should also be noted the important linkages between alcohol and drug abuse programs in the criminal justice system. This area should be developed and expanded to encompass the following: diversion programs; education and training programs for judges, police and parole officers; and treatment programs within correctional institutions.

Due to the substantial amount of correlation between drug and alcohol abuse in relationship to the commission of crime a greater interfacing on the community corrections format is needed. To substantiate this need, a recent survey conducted at the Colorado State Reformatory and Colorado State Penitentiary indicated that between 65 and 70 percent of all inmates were known drug or alcohol abusers prior to incarceration.

It is difficult to describe the total scope of drug and alcohol abuse in the population because of the hidden nature of this usage through modes of work, group support, medical practice and relaxation. For example, the potentiality for the abuse of drugs legitimately prescribed by a physician is or can be of supreme consequence. Such abuse can be found in many environments: housewives coping with the responsibilities of children and daily life may use anti-depressants, nursing homes may use drugs to maintain tranquility, geriatrics fighting the dreaded disease of loneliness and uselessness through a combination of medications and alcohol, and finally businessmen bearing the pressure of competition and the economy with tranquilizers.

In the past the Division of Criminal Justice was involved in direct funding of alcohol and drug programs, but as a result of shifting National and State LEAA guidelines, the criminal justice field has curtailed its activities in the treatment area.

The Division of Criminal Justice in conjunction with the Division of Alcohol and Drug Abuse have three joint areas of concern: (a) prevention; (b) reentry; and (c) treatment for persons with alcohol and drug problems who become involved with the criminal justice system.

IV DATA ELEMENTS REQUIRED

A total comprehensive drug and alcohol abuse program should include, but not be limited to, the following treatment facilities:

1. Emergency or crisis unit which provides emergency services including physician availability 24 hours a day. Services should include, for example, continuous telephone coverage, procedures for handling all types of severe drug or alcohol problems and the ability to medically treat any adverse conditions resulting from the use of either or both substance.
2. A central intake unit which provides initial medical social screening, evaluation, diagnosis, orientation and referral to appropriate treatment modality and facilities of all new and readmitted patients in a defined treatment system. This may provide annual physicals and evaluation for participants in addition to ongoing treatment services.
3. Short term detoxification unit which provides individual assistance to those persons who are physically addicted to either drugs or alcohol. Detox services should be both medical (hospital) and non-medical (in a clinic setting).
4. Outpatient unit to provide ongoing counseling and rehabilitative services for patients. Services are generally provided on a scheduled basis, using both group and individual sessions. The counselor, in addition, encourages the patients to take full advantage of all community services and resources available to him. Outpatient services may either be drug or alcohol free or on a maintenance type program.

- a. Drug-and alcohol-free treatment during which no substitutes are provided. Absence from abuse substances is advocated for rehabilitation.
 - b. Maintenance treatment where patients are kept from withdrawal by some chemical substance. Generally the substance generally used is methadone for drug offenders and anabuse for alcohol abusers.
5. A state care unit or half-way house. These facilities provide services for patients on a daily basis. These participants use the services during the transitional stage between the residential program and the outpatient program. This service provides a highly structured environment for a great number of patients who need intensive treatment.
 6. A residential unit treatment facility may vary in methods of operation but generally is a location where a person lives for a period of time. The residential unit may be a therapeutic community which may be defined as communal, residential, drug and alcohol rehabilitation center where addiction is treated as a personality disorder. The method of treatment is generally an attempt to restructure or redevelop the patient's character. A variation of this mode may apply where a patient resides at the facility and works within the community. These units may be either drug free or maintenance.

The cost involved in establishing a variety of variation treatment facilities involves such items as: building care and maintenance, professional staff, supportive personnel, substitute drugs, field supervisors, laboratory technicians and testing facilities.

V EXISTING SYSTEMS AND SCOPE

1. Emergency services are handled on a limited basis by existing hospital emergency rooms. There are no specific drug or alcohol emergency services provided on a statewide basis.
2. Outpatient units are the basic method for drug and alcohol service currently in Colorado. The outpatient units provide alcohol-and drug-free treatment in addition to maintenance services from the same units. Generally this is unsatisfactory as there are a great number of drug and alcohol abusers who refuse to be associated with maintenance patients.
3. Residential units for therapeutic communities consist of two locations: Cenikor and the Colorado State Hospital.

Refer to the following chart for present level of drug and alcohol treatment offered in the 13 planning regions.

DRUG AND ALCOHOL
TREATMENT FACILITY

TYPE OF SERVICE

<u>Region 1</u>	Alcohol and Drug - 12	Outpatient/Referral/Counseling/Aftercare - 1 Emergency/Medical - 7
<u>Region 2</u>	Alcohol - 6 Alcohol and Drug - 4 Not Determined - 5	Outpatient/Referral/Counseling/Aftercare - 2 Emergency/Medical - 6 Residential - 3 Multimodality - 3 Other - 2
<u>Region 3</u>	Alcohol - 30 Drug - 13 Alcohol and Drug - 59	Outpatient/Referral/Counseling/Aftercare - 63 Emergency/Medical - 8 Residential - 8 Multimodality - 18 Other - 4
<u>Region 4</u>	Alcohol - 2 Drug - 1 Alcohol and Drug - 7	Outpatient/Referral/Counseling/Aftercare - 5 Emergency/Medical - 2 Residential - 1 Multimodality - 3 Other - 1
<u>Region 5</u>	Alcohol and Drug - 5	Outpatient/Referral/Counseling/Aftercare - 5 Other - 1
<u>Region 6</u>	Alcohol - 3 Alcohol and Drug - 5	Outpatient/Referral/Counseling/Aftercare - 2 Emergency/Medical - 4 Residential - 1 Multimodality - 1
<u>Region 7</u>	Alcohol - 4 Drug - 4 Alcohol and Drug - 6	Outpatient/Referral/Counseling/Aftercare - 8 Emergency/Medical - 5 Multimodality - 1
<u>Region 8</u>	Alcohol and Drug - 1 Unknown - 4	Emergency/Medical - 4 Multimodality - 1
<u>Region 9</u>	Alcohol and Drug - 8	Outpatient/Referral/Counseling/Aftercare - 4 Emergency/Medical - 3 Residential - 1 Multimodality - 1
<u>Region 10</u>	Alcohol and Drug - 1	Other - 1
<u>Region 11</u>	Alcohol and Drug - 10 Unknown - 2	Outpatient/Referral/Counseling/Aftercare - 2 Emergency/Medical - 4 Multimodality - 6
<u>Region 12</u>	Alcohol and Drug - 5	Outpatient/Referral/Counseling/Aftercare - 2 Emergency/Medical - 3
<u>Region 13</u>	Alcohol - 2 Alcohol and Drug - 2	Outpatient/Referral/Counseling/Aftercare - 3 Emergency/Medical - 1

VI DIFFERENTIAL

The gaps presently existing in treatment-delivery systems throught the state are extensive. There are few services provided in rural areas of the state, and in urban areas where greater numbers of abusing individuals are located, this problem also exists.

A priority of this study should be the combined drug and alcohol abuse multi-modality service center for areas where the need exists and this illusion is economically feasible. To achieve this minimal level of comprehensive alcohol and drug abuse treatment and rehabilitation services in each region, based upon demonstrated need, a mixture of the following direct services should be available:

1. Receiving and referral (intake and screening functions).
2. Hospital detoxification and stabilization.
3. Nonhospital detoxification and stabilization.
4. Residential treatment (half-way houses and therapeutic communities).
5. Outpatient counseling.
6. Long-term care for chronic, hard-core addiction problems.

A continuum of treatment services is essential to accomplish and maintain even a minimal level of rehabilitation. The existence of each module in each service area is not always necessary; however, all service modules should be available to each service area.

VII DATA SOURCES AVAILABLE

1. Department of Health, Division of Drug and Alcohol Abuse.
2. Joint Budget Committee State Appropriation Request.
3. Drug and Alcohol Abuse State Comprehensive Plan.
4. Thirteen regional drug and alcohol abuse coordinators
5. Treatment Alternatives to Street Crime.
6. Arapahoe Mental Health Center.
7. The National Institute of Alcohol Abuse and Alcoholism.
8. The National Institute of Drug Abuse.
9. Alcoholics Anonymous.
10. The Colorado Division of National Council on Alcoholism.
11. The Colorado Alcoholism and Drug Abuse Association.
12. Drug and Alcohol Resource Council.

CONCLUSION

Since the underlining causes of both alcohol and drug abuse are similar, and since a large proportion of alcohol and drug abusers shift freely from one substance to the other, the two problems should be considered jointly in state and local planning despite the fact that specific and different treatment programs might sometimes appropriately be employed.

Through the development of statewide multimodality treatment centers, alcohol and drug abuse services could be offered on a local level and could provide a high quality of professional services and maintain continuity of care. These services fostered in order to meet different individual needs of treatment or rehabilitation are necessary to satisfy problems of individuals using and abusing substances. Also, to ensure that the basic services will be available to all persons throughout the state, priorities should be given to developing programs for service in areas or for population groups in which these services are not presently available. Combined with a comprehensive approach of treatment referrals from the criminal justice system, this approach of treating law offenders in a community corrections setting could be highly beneficial in reducing present rates of recidivism.

Monitoring the Correctional System:

The Division of Criminal Justice funds Research and Planning units for the Division of Correctional Services, Division of Youth Services, and the Judicial Department. In addition, through both block and discretionary funds, computerized information systems have been established by the Judicial Department and the Division of Correctional Services (Offender-Based State Correctional Information System, OBSCIS). Through these projects, as well as through providing technical assistance and a coordinating function, the Division of Criminal Justice provides for accurate and complete monitoring of the progress and improvement of the correctional system. At this time, DCJ is providing leadership in developing minimum data needs for community corrections programs in order to allow for program comparisons. A minimum one-year follow-up on program participants is a requirement. (Ch. V, pp. V/XI A-9).

At this time, the Division of Correctional Services does not have a general recidivism rate (defined as re-incarcerations due to new crime convictions or parole violations -- reported separately and aggregately) for the state institutions. Within the next six months, this statewide rate will be available, as it is now for releasees returning to the Denver metro area. (Ch. III, p. C11-30).

The problem has been that each institution defined recidivism differently, and therefore, comparisons were not possible. For example, the Reformatory defined it as returns to the Reformatory. Returns to the State Penitentiary were not included. Research and Planning is now conducting a follow-up study of about 4,000 inmates in order to obtain a statewide recidivism rate.

Further information on recidivism is reported in the 1977 Plan, Chapter III, pp.C11-23-33. These are reports of an studies conducted by the Denver Anti-Crime Council, and Research and Planning, Division of Correctional Services. Denver recidivism data are available on probation, parole and the county jail as well as parolees returning with and without benefit of work release, and community corrections programs. As reported in the Past Progress section of this Plan (Appendix B) the two work release programs, which have existed long enough for follow-up data, are Bails Hall in Denver and the Grand Junction Work Release Center. Based upon a one year follow-up, recidivism (reincarceration for new crime convictions and parole violations) for Bails Hall was 18% and the "rehabilitation", or success rate, was therefore eighty-two percent. For Grand Junction Work Release, based upon almost three year follow-up, these rates were six percent and 94%, respectively.

The data for probation, outside of Denver, are less meaningful. For FY74-75, the Judicial Department reported a recidivism rate (defined as the ratio of revocations to terminations at the end of the fiscal year) of 6.2% for adult offenders and 7.5% for juveniles. These data obviously do not reflect follow-up over time, presumably these percentages would be higher, if the Denver Adult Recidivism Study can be used as a guide. As the Judicial Department's computer is better able to provide such data, it will be available and reported in the next two to three years. In the meantime, offender-based tracking studies will be conducted in the next 18 months in order to obtain some baseline data. DCJ is planning to conduct such a study through its Statistical Analysis Center.

Recidivism data for local jails is totally lacking outside of Denver. It is not anticipated that this situation will improve until other problems with local jails are addressed. These include the physical facilities, reduction of pre-trial populations, and minimum program and training standards. These areas must receive priority attention in the next few years.

The Division of Youth Services does not have recidivism data to report as yet, but DCJ plans to fund a Research and Planning unit in this Division by November, 1976. Impact evaluation data on all youth services

components and programs will be the priority task for this unit.

A great deal of progress has been made in monitoring Colorado's correctional system. DCJ's Evaluation Unit has provided excellent assistance in this area to the operational corrections agency. Recidivism data for all components of the correctional system will be updated in each year's State Plan. It is also expected that more recent data will be available in the Master Plan for Corrections, which is projected for completion by December, 1977.

Development of the Corrections Component of the Comprehensive Plan:

For many years, the Division of Criminal Justice has cited the need to develop a long-range, systemwide Master Plan for Corrections. The resources needed to undertake such an effort have not been available to the Division until recently. Finally, during the next 18 months, the Division, through an LEAA discretionary grant, will be able to conduct this study.

The correctional system in Colorado is fragmented and diffused among several state and local entities. Data has also been fragmented and, in the case of local jails, virtually nonexistent. Planning for community corrections has been done on an ad hoc basis by several different agencies and the legislature. As a result,

administrative and fiscal problems continue to hamper its development.

The Master Plan for Corrections is by no means a panacea, but it will provide the data and systemwide approach needed to develop a longer range corrections plan.

ATTACHMENT C -- EVALUATION AND MONITORING

EVALUATION AND MONITORING

Staff Allocation: In 1975, the Division of Criminal Justice, through an LEAA grant, established an Evaluation Unit.

Three professional staff members and a secretary are provided for the Division. The unit works in close collaboration with criminal justice specialists in developing evaluation strategies, and with the Research and Statistics section, under the supervision of the head of that unit.

Monitoring: The evaluation unit performs both an evaluation and a monitoring function. Monitoring is defined as a means of identifying processual and operational problems which may arise in the course of the life of a program. It, therefore, deals with administrative, operational or managerial efficiency as it relates to program objectives. This may be a desk monitor and not necessarily a site visit.

The most usual signal for monitoring by the evaluation unit is the quarterly report. These reports, upon review by members of the evaluation unit, may indicate a number of problem areas. These may include lack of data, failure to fulfill time-frame requirements, shifts in personnel, alteration of schedules or modification of objectives. A second manner in which the evaluation unit personnel may become monitors is upon request of the criminal justice specialist who may perceive a variety of problems in a

program. Again, the program personnel themselves may perceive problems and may ask for a site visit by the evaluation unit. In this latter case, the evaluation unit serves as both monitor and dispenser of technical assistance.

Because of the growing number of evaluation activities and the large number of projects currently functioning, observation monitoring will be greatly reduced in 1977, based upon the unit's experiences in 1976. This function is also carried out by specialists and grant administration.

Evaluation: The evaluation unit requires that each new or continuation grant have within it an evaluation model which is both feasible and consonant with program objectives and goals. Evaluation may be defined as that process which assesses the effectiveness and the efficiency of a program by means of the principles of methodological design. It, therefore, seeks to answer these questions: Did the program accomplish its objectives? Were the methods of implementation related to the degree or level of accomplishment?

Evaluation imposes upon any program a set of demands, namely a clarity of language and thought, and precision and rigorousness of method. In order, therefore, for a program to be acceptable, the evaluation unit requires the following elements:

- 1) A clear statement of goals
- 2) A clear statement of objectives
- 3) Relationship between goals and objectives
- 4) Specific data needs
- 5) A method (or methods) for data collection
- 6) Method of analysis to be implemented

Some definitions and explanations are in order:

Goals may be defined as the broad, overall, general statements of desired effects as a consequence of the intervention implicit in the program. As an example, a former offender rehabilitation program may state as its goals the total elimination of recidivism and complete social adjustment of its population.

Objectives may be defined as specific sets of accomplishments intended by the project as a result of program intervention. As an example, the former offender rehabilitation program cited above may state as two of its objectives a 20% reduction in recidivism and 10% increase in employment within a specified time period.

It should be noted that there must be a relationship between the goals and the objectives. That is, if the overall goal of a project is rehabilitation of former offenders, then the objectives must relate to specific steps in a

rehabilitative development process or to specific rehabilitative treatment modalities.

In order for a project to be evaluated, it must be able to produce documented evidence of its operations. As examples: How many people have been affected by the rehabilitation efforts? How many received X treatment modality? How many received Y treatment modality? How many received both? For what period of time? Who were they (demographic and other characteristics)? How many became and were employable? What sorts of jobs did they obtain? How many recidivated? What sorts of crimes? Who were they? A project must develop some standardized form of record-keeping (e.g., printed forms), and that set of records must reflect the project's emphases rather than extraneous, time-wasting, non-essential data.

There are, additionally, 5 components of evaluation which the unit is concerned with. These are:

- 1) Efficiency
- 2) Effectiveness
- 3) Ethics
- 4) Social value, social consequences
- 5) Cost-Benefit analysis

Efficiency measurements may be defined as those measurements dealing with processes, operations and

functions of the project. They deal with such data as; How many (clients, arrests, treatment modalities), and in what time frame?

Effectiveness measurements, on the other hand, may be defined as those measurements dealing with the impact of a program. They seek to answer the question; Has the program been successful?

It may be seen that there is a close relationship between efficiency and effectiveness. As an example, if a project application states that rehabilitation aid will be offered to 100 clients, then the project offers aid to 10 and is successful with 8, it has clearly not fulfilled its mandate of working with a larger number, hence is not efficient. The diminution of its efficiency rating militates against acceptance of an 80% effectiveness rating.

Under the rubric of ethics, the evaluation unit requires full reportage of all data and statistics, the non-manipulation of those statistics for desired ends, and the full reportage of negative and unfavorable findings as well as positive and favorable findings.

As to social consequences and social value, a project must both demonstrate its need (social value) and explore its consequences upon completion. An anti-burglary program may diminish the burglary rate in County A by 10%, but may raise it by a similar rate in contiguous County B.

Cost-benefit analysis, or cost effectiveness is of growing concern and interest. It is defined and assessed as the impact or effectiveness produced by a project in ratio to the expenditure of time, resources, and finances; a project must demonstrate a significant cost-effectiveness upon completion.

The evaluation unit in its technical assistance evaluation function will concern itself with all of the above issues, and will require that all new and continuation grants meet all of the rigorous requirements described above, consonant with sound methodological principles. The unit, as individuals and occasionally as a collectivity, will aid grantees in arriving at an appropriate methodological level suitable for obtaining the grant.

In addition to acting as a technical resource to grantees in devising appropriate evaluation plans, the evaluation unit is required to engage in specific evaluations which are perceived to be of particular significance state-wide. At the present moment, one evaluation is on-going. This is the Public Information-Education Program of the Colorado Commission on Criminal Justice Standards and Goals, (Mrs Linda Sellars developed the design). Because the development and implementation of adopted standards is essential for planning in criminal justice throughout the

state of Colorado, much attention is being focused upon the performance of this commission. The evaluation unit will engage primarily in an efficiency evaluation of the specific P.I.E.P. because of time limitations which preclude effectiveness, (impact) evaluation. This was postponed in 76, but will be carried out in '77, as the commission moves forward.

The evaluation unit will be using several methods for determining ongoing achievement and activities within program areas. This is necessary in order to evaluate the program areas within the twelve functional categories.

The in-house process of assessing activities and progress of program implementation is based on the objectives and evaluation criteria presented in Chapter 5, 1-12 of this plan. In essence, the individual project reports will be lined up with and compared to the appropriate program area, objectives and evaluation criteria. In this way we can determine quite easily and quickly exactly how a project is accomplishing its stated objectives and we are also then aware of problem areas requiring staff attention or technical assistance.

This process will involve a master file in a loose leaf ring binder, allowing for updated information to be added as it is received, keeping the file up to date with regard to

project progress and impact.

The format used in Chapter is designed in such a way that staff may make notations as to program area progress within the actual planning document.

This process allows for an ongoing check of all projects and program areas. It alerts us to areas requiring monitoring and technical assistance.

The evaluation unit has developed, and submitted to LEAA Reg. VIII for approval, a proposed approach to the standardization of program evaluation. This approach requires indepth research and analysis of all projects within a program area. Subsequent to the completion of such studies a standard evaluation design is created, to be used by all projects within this particular program area.

The standardized design becomes the blueprint for comparative analysis of all projects within a program area. This approach allows for a systematic evaluation of the overall success of a program area as well as an assessment of which projects do well and which do not. In this way, techniques which work well in one project may be suggested to and adopted by other projects of similar nature. This approach allows for intensive cluster analysis, the goal for the evaluation unit in 1977.

ATTACHMENT D, E, F, AND G -COMPLIANCE

COMPLIANCE WITH FUNDING LIMITATIONS

1. Total Federal Funds: \$3,588,000

Total Local Share: \$2,694,248

The local share of \$2,694,248 represents 75.1% share based on the requirements for local allocations. This pass-through percentage is approximately 15.4% larger than required by LEAA Guideline, G 4340, 1A, Appendix 3, "Percent distribution of total criminal justice expenditures from own source FY 1973-1974."

No local waivers are projected for projects in FY 1977.

2. There are no major ~~construction~~ grants projected for FY 1977. However, the SPA understands the guideline requirements for funding of such projects if they were to be considered in the future.

3. Personnel Compensation

(a) Estimated total personnel compensation in all Part C programs (exclusive of compensation for time spent in conducting or undergoing training programs; time engaged in research, development or other short term programs): \$1,490,814.

(b) Estimated total personnel compensation in all Part C programs for police or other regular law enforcement personnel (exclusive of compensation for time spent in conducting or undergoing training programs; time engaged in research, development or other short term programs): \$240,000.

(c) Estimated total increases in personnel compensation of implementing agencies (exclusive of same compensation items as in (b) above): \$47,720.

(d) Estimated expenditures from Federal share for the increased personnel compensation provided in (c) above (exclusive of same compensation item as in (b) above and not to exceed 50% of (c): \$23,860.

4. Award of Advance Action Grant Funds

The Division of Criminal Justice has not requested advance action funds and therefore, have not awarded any 1977 Part C, Part E or JJDP funds to date.

ASSISTANCE TO HIGH CRIME LAW ENFORCEMENT ACTIVITY AREAS

Crime in Colorado, as elsewhere in the nation, places an extremely heavy burden upon the citizens of the state. During the calendar years 1969-1974, approximately \$639,797,000 was spent for criminal justice by state, county, and municipal governments. Nearly 60% of this amount was expended by local governments. In the same six year period, funds from the Law Enforcement Assistance Administration made up approximately 4% of the state's total expenditures for criminal justice.

In the past year, expenditures for criminal justice in the state totalled approximately \$130,100,000. During this same period, the total crime index for the state was 153,898 with a rate of 6,165.8 per 100,000 inhabitants. The figures compare rather unfavorably with the United States rate of 4,821.4 per 100,000, population. Colorado's SMSA's have an overall crime rate of 7,009.0 per 100,000, which compares unfavorably with the national average rate for SMSA's of 5,621.6. Please refer to Chapter Four.

An examination of per capita expenditures for criminal justice in the SMSA's of the state reveals that citizens in those areas experienced

an average per capita expenditure in excess of \$36.52. This estimated average is conservative as its elements do not include the expense of supporting state level criminal justice functions pursued in and on behalf of the SMSA's (see "Existing Criminal Justice Resources").

Per capita expenditures, crime indexes and crime rates are a matter of deep concern to the citizens of the state and its local jurisdictions. These statistical measurements and those detailed in Chapter Four, show the most casual observer that aspects of Colorado besides outdoor recreation and scenic beauty are gaining notoriety. The exhibits that follow are intended to depict the attention given planning and implementation of action programs under the Act in addressing the crime problems in Colorado communities.

CONTINUED

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FY 1976 Part C and E Block Grant
 ASSISTANCE TO HIGH INCIDENCE/
 ACTIVITY AREAS

Funds Projected for Allocation
 to Benefit the Denver SMSA
 (Excluding the City and
 County of Denver)

Funds Projected for Allocation
 to Benefit the City and County
 of Denver

Category	Funds Projected for Allocation to Benefit the Denver SMSA (Excluding the City and County of Denver)		Funds Projected for Allocation to Benefit the City and County of Denver		
	Allocation	Amount	Percentage of Program Total	Amount	Percentage of Program Total
IA	110,822	15,923	14.4	-	-
IB	129,696	-	-	-	-
IIA	239,934	-	-	94,782	39.5
IIB	275,055	63,187	23.0	165,865	60.3
IIIA	20,162	-	-	-	-
IIIB	484,300	277,102	57.2	-	-
IIIC	461,274	-	-	-	-
IIID	97,964	-	-	-	-
IVA	430,789	242,784	56.4	-	-
IVB	45,496	45,496	100.0	-	-
VA	251,630	-	-	-	-
VB	389,996	140,069	35.9	-	-
VC	-	-	-	-	-
VIA	58,277	-	-	47,377	81.3
VIS	4,750	-	-	-	-
VIC	-	-	-	-	-
VID	-	-	-	-	-
VIIA	142,175	47,392	33.3	94,783	66.7
VIIIA	97,386	-	-	-	-
VIIIB	-	-	-	-	-
IXA	-	-	-	-	-
XA	-	-	-	-	-
XB	75,806	-	-	-	-
XC	-	-	-	-	-
XD	-	-	-	-	-
XIA	523,498	-	-	-	-
XIB	280,069	-	-	118,474	42.3
XIC	43,741	-	-	-	-
XID	94,804	-	-	-	-
XIIA	635,926	-	-	-	-
XIIB	819,260	89,093	10.9	129,866	15.9
XIIC	643,690	-	-	-	-
Totals	6,357,000	921,046	14.5	651,147	10.2

D-G-4

FY 1976 Part C and E Block Grant
 ASSISTANCE TO HIGH INCIDENCE/
 ACTIVITY AREAS

Funds Projected for Allocation
 to Benefit the Colorado Springs
 SMSA (El Paso County)

Funds Projected for
 Allocation to Benefit
 the Pueblo SMSA (Pueblo County)

D-G-5

<u>Category</u>	<u>Allocation</u>	<u>Amount</u>	<u>Percentage of Program Total</u>	<u>Amount</u>	<u>Percentage of Program Total</u>
IA	110,822	42,785	38.6	23,680	21.4
IE	129,696	23,691	18.3	-	-
IIA	239,934	58,671	-	-	-
IIB	275,055	30,952	11.3	13,305	4.8
IIEA	20,162	9,042	44.8	11,120	55.2
IIIB	484,800	75,806	15.6	56,359	11.6
IIIC	461,274	-	-	-	-
IIID	97,964	-	-	-	-
IIVA	430,789	43,812	10.2	17,058	4.0
IIVB	45,496	-	-	-	-
VIA	251,630	-	-	-	-
VIB	389,996	-	-	-	-
VC	-	-	-	-	-
VIA	58,277	1,422	2.4	-	-
VIB	4,750	-	-	-	-
VIC	-	-	-	-	-
VID	-	-	-	-	-
VIIA	142,175	-	-	-	-
VIIIA	97,386	-	-	-	-
VIIIB	-	-	-	-	-
IXA	-	-	-	-	-
XA	-	-	-	-	-
XB	75,806	-	-	-	-
XC	-	-	-	-	-
XD	-	-	-	-	-
XIA	523,498	-	-	21,614	4.1
XIB	280,069	-	-	-	-
XIC	43,741	18,955	43.3	-	-
XID	94,804	-	-	-	-
XIIA	635,926	-	-	-	-
XIIB	819,260	-	-	-	-
XIIC	643,690	-	-	67,341	10.5
Total	6,357,000	305,136	4.8	210,477	3.3

FY 1976 Part C and E Block Grant
ASSISTANCE TO HIGH INCIDENCE/
ACTIVITY AREAS

Funds Projected for Allocation
to Benefit the Weld County
SMSA

Funds Projected for
Allocation to Benefit

the Larimer County SMSA

Category	Funds Projected for Allocation to Benefit the Weld County SMSA			Funds Projected for Allocation to Benefit the Larimer County SMSA		
	Allocation	Amount	Percentage of Program Total	Amount	Percentage of Program Total	
IA	110,822	-	-	-	-	
IB	129,696	-	-	-	-	
IIA	239,934	-	-	-	-	
IIIB	275,055	-	-	-	-	
IIIA	20,162	-	-	-	-	
IIIB	484,800	15,165	3.1	15,165	3.1	
IIIC	461,274	-	-	189,560	41.1	
IIID	97,964	-	-	-	-	
IVA	430,789	-	-	49,284	11.4	
IVB	45,496	-	-	-	-	
VA	251,630	-	-	-	-	
VB	389,996	23,685	6.1	-	-	
VC	-	-	-	-	-	
VIA	58,277	-	-	9,478	16.3	
VIB	4,750	-	-	-	-	
VIC	-	-	-	-	-	
VID	-	-	-	-	-	
VIIA	142,175	-	-	-	-	
VIIIA	97,386	-	-	-	-	
VIIIB	-	-	-	-	-	
IXA	-	-	-	-	-	
XA	-	-	-	-	-	
XB	75,806	-	-	-	-	
XC	-	-	-	-	-	
XD	-	-	-	-	-	
XIA	523,498	-	-	110,893	21.2	
XIB	280,069	-	-	-	-	
XIC	43,741	-	-	15,194	34.7	
XID	94,804	-	-	-	-	
XIIA	635,926	-	-	-	-	
XIIB	819,260	-	-	-	-	
XIIC	643,690	-	-	-	-	
Totals	6,357,000	38,850	.6	389,574	6.1	

D-G-6

ESTIMATES OF FY 1976 PROGRAM ALLOCATIONS
OF PART C AND E FUNDS TO UNITS OF STATE AND
LOCAL GOVERNMENT

Category	Allocation	Funds Benefiting State Government and % of Program Total		Funds Benefiting Combination of Local Government & of Program Total		Funds Benefiting Units of Local Government and % of Program Total	
		Amount	Percent	Amount	Percent	Amount	Percent
IA	110,822	28,434	25.7	82,388	74.3	-	-
IB	129,696	42,632	32.9	39,330	30.3	47,734	36.8
IIA	239,934	39,089	16.3	106,063	44.2	94,782	39.5
IIB	275,055	-	-	46,004	16.7	229,051	83.3
IEA	20,162	-	-	-	-	20,162	100.0
IIIB	464,800	-	-	101,036	20.8	383,764	79.2
IIIC	461,274	-	-	461,274	100.0	-	-
IIID	97,964	90,857	92.7	7,107	7.3	-	-
IVA	430,789	-	-	334,038	77.5	96,751	22.5
IVB	45,496	-	-	45,496	100.0	-	-
VA	251,630	95,499	38.0	156,131	62.0	-	-
VB	389,996	190,951	49.0	199,045	51.0	-	-
VC	-	-	-	-	-	-	-
VIA	58,277	-	-	10,900	18.7	47,377	81.3
VIB	4,750	-	-	4,750	100.0	-	-
VIC	-	-	-	-	-	-	-
VID	-	-	-	-	-	-	-
VIIA	142,175	-	-	47,390	33.3	94,785	66.7
VIIIA	97,386	97,386	100.0	-	-	-	-
VIIIB	-	-	-	-	-	-	-
IXA	-	-	-	-	-	-	-
XA	-	-	-	-	-	-	-
XB	75,806	75,806	100.0	-	-	-	-
XC	-	-	-	-	-	-	-
XD	-	-	-	-	-	-	-
XIA	523,498	243,003	46.4	258,881	49.5	21,614	4.1
XIB	280,069	122,737	43.8	38,858	13.9	118,474	42.3
XIC	43,741	-	-	15,194	34.7	28,547	65.3
XID	94,804	94,804	100.0	-	-	-	-
XIIA	635,926	557,592	87.7	78,334	12.3	-	-
XIIB	819,260	600,301	73.3	89,093	10.9	129,866	15.8
XIIC	643,690	576,349	89.5	67,341	10.5	-	-
Totals	6,357,000	2,855,440	44.9	2,188,653	34.4	1,312,907	20.7

D-G-7

FY1977 Part C and E Block Grant
 ASSISTANCE TO HIGH INCIDENCE/
 ACTIVITY AREAS

Funds Projected for Allocation
 to Benefit the Denver SMSA
 (Excluding the City and County of Denver)

Funds Projected for
 Allocation to Benefit the city
 and County of Denver

<u>Category</u>	<u>Allocation</u>	<u>Amount</u>	<u>Percentage of Program Total</u>	<u>Amount</u>	<u>Percentage of Program Total</u>
IA	43,470	-	-	-	-
IB	-	-	-	-	-
IIA	318,000	-	-	100,000	31.4
IIB	173,659	97,222	56.0	-	-
IIIA	41,667	-	-	-	-
IIIB	280,116	90,308	32.2	-	-
IIIC	295,000	-	-	-	-
IIID	150,000	-	-	-	-
IIVA	403,428	120,678	29.9	157,500	39.0
IIVB	63,857	43,857	68.7	-	-
VA	190,379	-	-	-	-
VB	39,500	-	-	-	-
VC	-	-	-	-	-
VIA	-	-	-	-	-
VIB	-	-	-	-	-
VIC	-	-	-	-	-
VID	16,000	-	-	-	-
VEIA	-	-	-	-	-
VEIAA	-	-	-	-	-
VEIIB	8,316	-	-	-	-
IXA	-	-	-	-	-
XA	275,000	-	-	-	-
XB	44,444	-	-	-	-
XC	-	-	-	-	-
XD	-	-	-	-	-
XIA	507,264	-	-	-	-
XIB	304,000	-	-	-	-
XIC	-	-	-	-	-
XID	-	-	-	-	-
XIIA	455,302	-	-	75,000	16.5
XIIB	333,250	190,000	57.0	111,000	33.3
XIIC	67,348	-	-	-	-
Totals	4,010,000	542,065	13.5	443,500	11.1

D-G-8

FY 1977 Part C and E Block Grant
 ASSISTANCE TO HIGH INCIDENCE/
 ACTIVITY AREAS

Funds Projected for Allocation
 to Benefit Colorado Springs
 SMSA (El Paso County)

Funds Projected for
 Allocation to Benefit
 the Pueblo SMSA (Pueblo County)

<u>Category</u>	<u>Allocation</u>	<u>Amount</u>	<u>Percentage of Program Total</u>	<u>Amount</u>	<u>Percentage of Program Total</u>
IA	43,470	22,500	51.8	-	-
IB	-	-	-	-	-
IJA	318,000	75,000	23.6	-	-
IIB	173,659	-	-	-	-
IIIA	41,667	-	-	-	-
IIIB	280,116	-	-	-	-
IIIC	295,000	-	-	-	-
IIID	150,000	-	-	-	-
IVA	403,428	85,000	21.1	120,000	29.7
IVB	63,857	-	-	-	-
VA	190,379	50,000	26.3	26,625	14.0
VB	39,500	-	-	-	-
VC	-	-	-	-	-
VIA	-	-	-	-	-
VIB	-	-	-	-	-
VIC	-	-	-	-	-
VID	16,000	16,000	100.0	-	-
VIIA	-	-	-	-	-
VIIIA	-	-	-	-	-
VIIIB	8,316	-	-	-	-
IXA	-	-	-	-	-
XA	275,000	-	-	-	-
XB	44,444	-	-	-	-
XC	-	-	-	-	-
XD	-	-	-	-	-
XIA	507,264	-	-	-	-
XIB	304,000	84,000	27.6	-	-
XIC	-	-	-	-	-
XID	-	-	-	-	-
XIIA	455,302	11,250	2.5	-	-
XIIB	333,250	-	-	-	-
XIIC	67,348	-	-	67,348	100.0
Totals	4,010,000	343,750	8.6	213,973	5.3

D-G-9

FY 1977 Part C and E Block Grant
 ASSISTANCE TO HIGH INCIDENCE/
 ACTIVITY AREAS

Funds Projected for Allocation
 to Benefit the Weld County
SMSA

Funds Projected for
 Allocation to Benefit
 the Larimer County SMSA

D-G-10

<u>Category</u>	<u>Allocation</u>	<u>Amount</u>	<u>Percentage of Program Total</u>	<u>Amount</u>	<u>Percentage of Program Total</u>
IA	43,470	-	-	-	-
IB	-	-	-	-	-
IIA	318,000	-	-	-	-
IIB	173,659	38,218	22.0	38,218	22.0
IIIA	41,667	-	-	41,667	100.0
IIIB	280,116	24,250	8.6	-	-
IIIC	295,000	-	-	50,000	16.9
IIID	150,000	-	-	-	-
IVA	403,428	-	-	-	-
IVB	63,857	-	-	-	-
VA	190,379	-	-	-	-
VB	39,500	-	-	-	-
VC	-	-	-	-	-
VIA	-	-	-	-	-
VIB	-	-	-	-	-
VIC	-	-	-	-	-
VID	16,000	-	-	-	-
VIIA	-	-	-	-	-
VIIIA	-	-	-	-	-
VIIIB	8,316	-	-	-	-
IXA	-	-	-	-	-
XA	275,000	-	-	-	-
XB	44,444	-	-	-	-
XC	-	-	-	-	-
XD	-	-	-	-	-
XIA	507,264	-	-	60,000	11.8
XIB	304,000	-	-	-	-
XIC	-	-	-	-	-
XID	-	-	-	-	-
XIIA	455,302	18,750	4.1	18,750	4.1
XIIB	333,250	-	-	-	-
XIIC	67,348	-	-	-	-
Totals	<u>4,010,000</u>	<u>81,218</u>	<u>2.0</u>	<u>208,635</u>	<u>5.2</u>

ESTIMATES OF FY 1977 PROGRAM ALLOCATIONS
OF PART C AND E FUNDS TO UNITS OF STATE AND
LOCAL GOVERNMENT

D-G-11

Category	Allocation	Funds Benefiting State Government and % of Program Total		Funds Benefiting Combination of Local Government % of Program Total		Funds Benefiting Units of Local Government and % of Program Total	
		Amount	Percent	Amount	Percent	Amount	Percent
IA	43,470	-	-	22,500	51.8	20,970	48.2
IB	-	-	-	-	-	-	-
IIA	318,000	25,000	7.9	132,000	41.5	161,000	50.6
IIB	173,659	-	-	173,659	100.0	-	-
IIIA	41,667	-	-	41,667	100.0	-	-
IIIB	280,116	165,558	59.1	30,420	10.9	84,138	30.0
IIIC	295,000	-	-	295,000	100.0	-	-
IIID	150,000	150,000	100.0	-	-	-	-
IIVA	403,428	-	-	349,888	86.7	53,540	13.3
IIVB	63,857	-	-	63,857	100.0	-	-
VA	190,379	-	-	190,379	100.0	-	-
VB	39,500	-	-	39,500	100.0	-	-
VC	-	-	-	-	-	-	-
VIA	-	-	-	-	-	-	-
VIB	-	-	-	-	-	-	-
VIC	-	-	-	-	-	-	-
VID	16,000	-	-	-	-	16,000	100.0
VIIA	-	-	-	-	-	-	-
VIIIA	-	-	-	-	-	-	-
VIIIB	8,316	-	-	8,316	100.0	-	-
IXA	-	-	-	-	-	-	-
XI	275,000	275,000	100.0	-	-	-	-
XI	44,444	44,444	100.0	-	-	-	-
XC	-	-	-	-	-	-	-
XD	-	-	-	-	-	-	-
XIA	507,264	181,747	35.8	325,517	64.2	-	-
XIB	304,000	100,000	32.9	204,000	67.1	-	-
XIC	-	-	-	-	-	-	-
XID	-	-	-	-	-	-	-
XIIA	455,302	201,500	44.2	178,802	39.3	75,000	16.5
XIIB	333,250	32,250	9.7	190,000	57.0	111,000	33.3
XIIC	67,348	-	-	-	-	67,348	100.0
Totals	4,010,000	1,175,499	29.3	2,245,505	56.0	588,996	14.7

A comparison of the foregoing information relative to the predicted distribution of FY 1977 Part C and Part E program allocations reveals that units of local government and their combinations will benefit from the total block grant received by the state. It must be emphasized that the primary purpose of state agencies in Colorado is to provide services directly benefiting local units of government (see Chapter Three, Section A.)

In effect, therefore, the funds available to agencies of state government directly benefit local government criminal justice operations through administration and operation of the courts, parole, probation, institutions, communications, and information systems. For this reason, state agencies are projected to receive 29.3% of Part C and Part E funds.

Likewise, combinations of units of local government are projected to receive 56.0% of Part C and Part E funds. Combining the percentage of funds going to state agencies and combinations of units of local government will result from the projected impact of consolidation and amalgamation of service efforts made possible through the enactment of legislation pertaining to criminal justice planning in Colorado addressed in this document. Whereas, funds projected to benefit units of local government will account for an estimated 14.7% of Part C and Part E grant funds available to the state of Colorado in FY 1977.

The overall balance of FY 1977 Part C and E block grant funds in terms of the projected distribution of contemplated subgrants throughout the state is as follows:

1977
PART C FUNDS

<u>Category</u>	<u>Amount Allocated</u>	<u>Percentage of Part C Total</u>
IA	\$ 43,470	1.2
IB	---	---
IIA	318,000	8.9
IIB	173,659	4.8
IIIA	41,667	1.2
IIIB	280,116	7.8
IIIC	295,000	8.2
IIID	150,000	4.2
IVA	403,428	11.2
IVB	63,857	1.8
VA	190,379	5.3
VB	39,500	1.1
VC	---	---
VIA	---	---
VIB	---	---
VIC	---	---
VID	16,000	.4
VIIA	---	---
VIIIA	---	---
VIIIB	---	---
IXA	275,000	7.7
XA	44,444	1.2
XB	---	---
XC	---	---
XD	325,517	9.1
XIA	72,063	2.0
XIB	---	---
XIC	---	---
XID	455,302	12.7
XIIA	333,250	9.3
XIIB	67,348	1.9
XIIC	---	---
Totals	\$3,588,000	100.0

D-G-13

1977
PART E FUNDS

<u>Category</u>	<u>Amount Allocated</u>	<u>Percentage of Part E Total</u>
VIIIB	8,316	2.0
XIA	181,747	43.1
XIB	<u>231,937</u>	<u>54.9</u>
Totals	422,000	100.0

D-G-14

FUNCTIONAL DISTRIBUTION
OF PART C FUNDS

<u>Criminal Justice Function</u>	<u>Amount Allocated</u>	<u>Percentage of Part C Total</u>
Police	\$1,447,040	40.3%
Corrections:	\$1,664,115	46.3%
Adult -- \$668,803--18.6%		
Juvenile -- \$995,312--27.7%		
Courts	\$ 476,845	13.4%
Part C Totals	\$3,588,000	100.0%

FUNCTIONAL DISTRIBUTION
OF PART E FUNDS

<u>Criminal Justice Function</u>	<u>Amount Allocated</u>	<u>Percentage of Part E Total</u>
Corrections		
Adult	\$ 181,747	43.1%
Juvenile	\$ 240,253	56.9%
Part E Totals	\$ 422,000	100.0%

D-G-15

The projected geographical distribution of Part C and Part E 1977 block grant funds will address three major areas determined primarily by the topography of the state as defined by the major mountain barriers of the Continental Divide and the Sangre De Cristo mountain range. These areas-the Eastern Slope, the San Luis Valley, and the Western Slope-are themselves defined by their individual economic and cultural characteristics. The Eastern Slope is characterized by rapidly growing industrialization, mechanization in agriculture, and the development of major urban population centers of broad and divergent cultural character. The San Luis Valley has experienced a long history of severe economic depression, low population density, and a culture associated with the American Southwest and highly influenced by the Spanish culture and traditions. The Western Slope of the state is characterized by high resource development such as oil shale and a high tourism rate, but light industrial and business development and low to moderate population density compared to that of the Eastern Slope. The following information illustrates the geographic distribution of FY 1977 funds.

GEOGRAPHICAL DISTRIBUTION
OF PART C AND E FUNDS

<u>Geographic Area</u>	<u>Amount Allocated</u>	<u>Percentage of Total</u>
Eastern Slope (including the urban chain and SCSA's) and State Agencies	3,527,398	90.5
San Luis Valley	42,063	1.0
Western Slope	340,539	8.5
Totals	<u>4,010,000</u>	<u>100.0</u>

D-G-17

The jurisdictional distribution of FY 1977 block grant funds as concerned with the application of direct benefits to recipient agencies has been treated previously in this section. The following addresses the distribution of FY 1977 funds as projected for distribution to agencies of government based upon criteria established by authorization and source of matching contributions.

FY 1977 PART C
MONIES

<u>Jurisdiction</u>	<u>Amount Allocated</u>	<u>Percent of Block Grant Total</u>
State Agencies	893,752	24.9
Local Agencies	<u>2,694,248</u>	<u>75.1</u>
Total	<u>3,588,000</u>	100.0

FY 1977 PART E
MONIES

<u>Jurisdiction</u>	<u>Amount Allocated</u>	<u>Percent of Block Grant Total</u>
State Agencies	281,747	66.8
Local Agencies	<u>140,253</u>	<u>33.2</u>
Total	<u>422,000</u>	100.0

It is understood that these are merely projections and are in no way binding upon this agency with respect to actual encumbrances.

LOCAL PARTICIPATION AND FUND BALANCE

The Division of Criminal Justice has used regional planning boards to encourage local initiative in the development of programs and projects for the improvement of law enforcement. These boards were reorganized twice before and the 13 present regions (planning districts) were established in FY 74. The intent of regionalization

is to unify the planning and implementation of comprehensive programs in law enforcement, health, education, welfare, aged, land use, and other services provided or coordinated by state and local agencies.

State and local agencies will receive guidance to submit project proposals to DCJ in conformity with the FY 1977 Comprehensive Plan. Existing procedures provide for regional board review, recommendation and priority setting which continually influence the Division in setting state-wide priorities. This process has been enhanced by the utilization of fulltime staff available to the regions since early in 1972.

Regional plans and recommendations are evaluated by Division staff for substance, need, priorities, and conformity with statutory provisions. The state staff also considers the location, size, crime rate, and total law enforcement expenditures of the requesting agencies and geographical areas.

The allocation of 1977 funds is based on priorities submitted by state agencies, regional planning boards and those set by the State Council on Criminal Justice. The top priorities of each state agency and regional planning board were incorporated into the plan. Then funds were allocated to those categories which the State Council felt should be emphasized in the future to encourage development in certain areas. (see Chapter 2, Section F). These funds have been allocated as available funds open to all units of local government as reflected in the subgrant data section of the appropriate system and program area.

Regional planning boards will be encouraged to develop projects in the functional categories/program areas where the prioritized funds have been allocated along with technical assistance given by the Division staff to develop such projects.

Balanced distribution among Colorado cities and counties has been achieved through a careful review of 1) the need to improve their respective law enforcement systems and capabilities; 2) the intensity of the crime control problem in relationship to the state situation; 3) the share of resources and expenditures for law enforcement activity; 4) the feasibility of consolidation of resources; 5) the regional evaluation; and 6) specific regional crime problems.

The balance among state agencies is not so easily resolved as the balance among local agencies. Although there are only a few state agencies in the criminal justice system, these few account for substantial requests. This problem is further complicated by the low level of federal input into state agencies as weighed against their high demands. For this picture to be totally appreciated, a review of the services the state supplies to local units of government is necessary.

Colorado's court system is state operated and administered. This includes not only the trial process, but also such post-sentence treatment as probation. Both the judiciary and probation are within the court system, and thus, within the state system. A large portion of training of local law enforcement officers in the state occurs within the Colorado Law Enforcement Training Academy. A substantial amount of criminal investigation and evidence analysis is done by a state-supported agency, the Colorado Bureau of Investigation, which provides service, upon request, to local police agencies. The Colorado Criminal Justice Information System is a CBI component that is strictly state-administered and supported. Lastly, the state's Department of Institutions administers the penitentiary, the reformatory, work and

and youth camps, and the Division of Youth Services. These various state agencies compete for federal funds and generally need substantial funds. It becomes the Division's task to achieve a balance between these agencies and yet to encourage them to participate in the criminal justice planning effort. (As an example of this, in 1973 DCJ funded a planning and research unit to the Division of Corrections).

To assure a balanced allocation of action grant funds among state agencies, the judicial, adult corrections, juvenile justice, and law enforcement, the Division staff members review each request and set priorities for it. After the priorities have been set, DCJ refers back to the requesting state agencies to see if they are able to cut their federally funded expenses. If expenses are cut, the staff again reviews the requests. This procedure assures a budgetary balance, although not a functional balance.

The functional balance is partially established as priorities are set, however, the staff does not base its review on "how much goes into what discipline" but rather on needs and problems of the area.

In 1969, 1971, and 1972, nearly equal awards were made to corrections and law enforcement at the state level, whereas the court system received very little funding in 1969 and 1970, due to the establishment of a statewide court system. Since 1971, the courts have received an increasing percentage of funds in an attempt to make the level of funding more equitable in relation to established needs. In 1973, corrections received more money than in the previous year due to the heavy emphasis placed upon corrections at the state level compared to previous years. However, in 1974- law enforcement received an increase

over previous years due to crime-specific planning at the state level, thus proportionately reducing the amounts to courts and corrections. Again, in 1975, law enforcement received a higher amount than did courts and corrections. This was due to the increased demand on state law enforcement agencies to provide and centralize at the state level services that were once performed locally. Also, the state court system received a slightly higher percentage than in previous years, due to a high level of continuing state programs. In 1976, pursuant to the State Councils prioritization, correction, especially juvenile, has received a greater percentage of the funds. Thus, police will receive a smaller percentage of funds and court will receive a slightly higher increase than in 1975. Local units of government will be encouraged to develop new programs in the corrections and courts area.

In 1977, the State Council on Criminal Justice continued the percentages used in the 1976 State Plan. Therefore, there is no change in systems, police, courts and corrections dollar percentage allocations.

Since July 1, 1971, DCJ has embarked upon improvement programs for criminal justice with the support of statutory programs for criminal justice with the support of statutory authority which previously did not exist.
*

*CRS 1963, a revised, 3-34-1 through 3-34-7 and 3-38-25.

ALLOCATIONS TO SUBSTANTIVE AREAS OF LAW ENFORCEMENT

One of the objectives of the Crime Control Act of 1973 is a balanced allocation of funds among the principal parts of the system directly engaged in criminal justice activities (corrections, courts, and police) as reflected in the State Annual Action and Multi-Year Plans.

The 1976- and 1977 funding allocations by percentages are shown in the following table.

System	1976 percent	1977 percent	Percent Change
Corrections	46.38	46.38	-0-
Youth	27.74	27.74	-0-
Adult	18.64	18.64	-0-
Courts	13.29	13.29	-0-
Police	40.33	40.33	-0-

H - PAGE REFERENCE FOR JUVENILE JUSTICE ACTIVITIES

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APPENDIX A - RELATED PLANS, PROGRAMS, AND SYSTEMS

APPENDIX

A - RELATED PLANS, PROGRAMS, AND SYSTEMS

Section 1 - Introduction

This appendix sets forth the relationships of programs administered by agencies other than the Division of Criminal Justice to programs concerning the criminal justice and law enforcement systems.

Some programs discussed are: LEAA discretionary grant programs, LEAA manpower development programs, LEAA research programs, LEAA systems and statistics programs, the Denver High Impact Anti-Crime Program, The Housing and Community Development Act of 1974, The Highway Safety Act of 1966, and U.S. Dept. of Health, Education and Welfare Title 20.

Section 2 - LEAA Discretionary Grant Programs

Areas of special interest or need in Colorado which are considered national priorities by LEAA, are funded by LEAA discretionary grants. Several of these grant programs have been discussed in other sections and are not included here. Those which have not previously been covered are described in this section.

The Department of Institutions - Clerical Services Program has a budget of \$526,944 covering the period from December 15, 1975 to December 14, 1976. The entirety of funds comes from federal sources. The program was developed to create jobs in counties experiencing unusually high levels of unemployment. Specifically

the program aims at Chaffee, Denver, Fremont, Mesa and Pueblo Counties. Much of the clerical staff provided by this program is used in direct support of the criminal justice system. For instance, several positions created provide clerical support to programs offering services for the employability of the ex-offender.

Operating on an annual budget of \$111,111, of which 10% is local funds, The Arapahoe County Juvenile Diversion Project was established with one specific goal in mind: to reduce by 50% the number of juveniles brought before the courts by May 31, 1976. The program employs ten full-time staff whose duties include counseling juveniles and referring them to appropriate organizations.

Denver Pre-Arrest Detention Facilities. This facility will be part of the new police complex being constructed near the Civic Center. Expenses are being covered by \$500,000 in Funds received from federal sources with a matching grant of \$520,732 from the City of Denver. The stated goal of this project is "to further the realization of a comprehensive and coordinated corrections system." It is hoped that this facility will eliminate the inadequacies felt now at the existing detention center and as a result will improve the quantity and quality of services and treatments.

The City of Pueblo - Police Patrol Emphasis Project was initiated in February 1976 and its grant of \$222,222 runs through

the end of January 1977. The project involves training of patrol officers on an in-service basis. Crime prevention, crime analysis, patrol activity and investigation techniques are some of the areas of concentration. Funds have also been used for the purchase of patrol supportive equipment such as hand-held radios, vehicles, portable alarm devices, etc. There are four stated objectives of the project: 1) to increase arrests of burglars and robbers in the act of committing a crime, 2) to increase the discovery of burglaries in progress, 3) to increase arrests of wanted persons and 4) to increase the number of suspect descriptions given to patrol officers by citizens.

Two grants were awarded for the continuation of the Development and Implementation of Colorado Criminal Justice Standards and Goals. The two grants total \$400,840 and funds are to be used chiefly in continuing the staff and supplies as established by the original grant.

The State's Organized Crime Strike Force has been described previously in Section III-C3.

Some \$97,895 was awarded to the City and County of Denver for Fiscal year 1975-76 to be used in The Staff Training Center Relief Personnel Program. By providing overtime pay and training materials, the program allows 265 Denver Deputy Sherriffs to participate in training programs which are designed to provide them with skills needed to support treatment programs for inmates in Adams, Boulder, Denver and Jefferson Counties. Specific goals of the program are: 1) to upgrade corrections personnel knowledge

and skills in custody and treatment methodologies, 2) to provide training for 265 Denver Deputy Sheriffs, 3) to increase the level of staffing in local institutions and 4) to make regular training available.

The Denver Victim Support System provides transportation, shelter, repair and survival services directly to those who have been victimized and cannot provide these services for themselves. Some \$219,873 was awarded to the program for the 1975-1976 fiscal year.

Section 3 - LEAA Manpower Development Programs

Law Enforcement Education Program (LEEP): Sixteen colleges and universities have been awarded LEEP funds for the 1977 fiscal year. It is estimated that some 1,211 persons currently employed in criminal justice functions will continue their education at one of these schools during 1976-1977. LEEP will provide tuition, fees and book expenses for these individuals. Funds are granted directly to the schools, which must apply to the regional LEAA office through the SPA. Final award decisions rest with the regional LEAA administrator.

A list of participating schools, the amount of their grants since 1969, and the expected participation level is shown in Exhibits A-1.

A breakdown of the awards and participants by region is as follows:

Exhibit A-1

LAW ENFORCEMENT EDUCATION PROGRAM

GRANT AWARDS

	FY1969 Award	FY1970 Award & FY1969 Carryover	FY1971 Award & FY1970 Carryover	FY1972 Award & FY1971 Carryover	FY1973 Award	FY1974 Expend- itures	FY1975 Expend- itures	FY1976 Award	FY1977 Award
Adams State College			1,800	2,000	2,554	5,095	10,004	11,230	10,000
Aims College	1,500	3,254	1,864						
Arapahoe Junior College	8,200	5,976	13,000	14,466	21,035	33,438	42,494	34,350	24,000
Colo. Mtn. College							27,890	25,000	22,000
Colo. State University								11,680	33,439
El Paso Comm. College			12,000	11,000	17,754	21,835	25,513	15,000	18,000
Ft. Lewis Comm. College (Mesa College)						3,545	3,564	4,000	3,300
Mesa Co. Jr. College			3,000	3,400	7,613	6,145	11,296	10,500	15,000
Metro. State College	26,900	51,550	82,231	129,320	184,547	133,584	137,892	128,013	115,000
Regis College (Univ. of So. Colo.)	8,400	36,400	27,070	28,500	27,650	24,416	26,916	36,280	40,000
So. Colo. State College	26,200	23,258	18,001	19,000	20,538	21,332	25,700	32,350	19,140
Trinidad State Jr. College		79,100	60,051	65,000	24,958	8,415	4,914	2,500	1,375
U.S. Int'l. University of Colorado-Alpine			46,800						
Univ. of Colorado-Boulder	5,700	12,200	18,707	16,000	24,906	29,783	10,589	11,533	8,750
Univ. of Colo.-Colo Springs							10,215	13,350	18,000
Univ. of Colo.-Denver							10,595	12,000	12,272
University of Denver					14,899	34,825	37,970	46,976	3,874
Univ. of No. Colo.						6,965	8,264	7,000	4,900
TOTAL	77,500	211,738	284,524	288,686	346,454	329,378	393,816	401,762	349,050

A-5

Exhibit A-1-LEEP
(continued)
FY 1977 Estimated Number of
Participating Students

	Total	Police	Courts	Correc- tions	Teachers & Planners	Pre-Service
Adams State College	15	14			1	
Arapahoe Jr. College	175	175				
Colo. Mtn. College	36			36		
Colo. State University	25	17	1	1	2	
El Paso Comm. College	79	67	8	4		
Ft. Lewis Comm. College						
Mesa College	148	137	11			
Mesa Co. Jr. College						
Metro. State College	370	307	21	9	2	31
Regis College	39	39				
Univ. of So. Colorado	74	22.2	37	14.8		
Trinidad State Jr. College	8	8				
Univ. of Colo.-Boulder	28	18	9	1		
Univ. of Colo.-Colo. Springs	125	30	62	21	12	
Univ. of Colo.-Denver	67	28	14	20	5	
Univ. of Denver	2		2			
Univ. of N. Colorado	20	8	6	5	1	
TOTAL	1211	870.2	171	111.8	23	35

Planning

Region	Participants	Award
2	45	\$ 38,339
3	696	213,896
4	204	36,000
7	82	20,479
11	36	22,000

Other Manpower Programs. Colorado has been awarded two grants for the 1976-1977 year for the purposes of training regional planners and upgrading the performance of the SPA staff. Some \$7,000 was awarded for training Regional Planners. Another \$9,992 was awarded for Management Training and Analysis.

In addition to the two training programs, the Rural Law Enforcement Conference was held in 1975. Some \$10,000 in LEAA funds covered expenses of speakers, consultants, travel, publications, supportive services and evaluation. The goal of the conference was to provide an opportunity to those involved in criminal justice activities in rural counties to identify the particular nature of rural crime.

Section 4 - LEAA Research Programs

There are two National Institute programs which have been awarded funds for the 1976-77 year: the Drug Enforcement Administration Task Force and the City of Boulder Operation P.O.P.I.

Drug Enforcement Administration Task Force. This program has budgeted \$508,498 for the period from September 1, 1975 to

August 31, 1976. Ten per cent of this is local funds and 90% is federal. The major goal of the program is to significantly reduce the availability of "hard" drugs and narcotics within this area. As a result it is hoped that the number of drug-dependent persons can be reduced and that drug related criminal activity can thereby be lessened. Funds will be used in training local law enforcement officers in narcotics enforcement, in providing salaries for personnel, and in securing space and supportive services.

City of Boulder Operation P.O.P.I. Operation P.O.P.I (Police Officer Public Involvement) was awarded \$179,000 in Federal funds for the period from July 1, 1975 to December 31, 1976. The major objectives are: 1) to reduce Part I index crimes by 10% over the previous year, 2) to increase "clearance by arrest" rates by 5%. The program is essentially training of officers in an attempt to establish team policing. Funds will go towards the salary of one crime analyst/evaluator and three clerk typists as well as overtime for participating officers, consultant fees, and supportive office services.

Section 5 - LEAA Systems and Statistics Programs

Colorado Statistical Analysis Center (SAC). This grant is a continuation of the Colorado Comprehensive Data System Program initiated in 1973 to establish an information system through which all state and local criminal justice agencies would have quick and easy access to crime related data. The program has been awarded

\$85,000 in federal funds to continue to meet the needs of personnel, travel, equipment and contractual services. The SAC has been utilized in the development of several sub-systems such as the UCR program and OBSCIS, both to be described later in this section. All activities of the SAC are consistent with the "Plan for Development of the Colorado Comprehensive Criminal Justice Data Systems."

Judicial Department Data Exchange. Some \$90,277 was awarded to this project for the 1977 fiscal year. Since 1972, the Colorado District Courts have experienced an average annual increase in caseloads of 14.5%. As a result, they have been facing increases in processing of paper work such that a backlog has recently developed. The purpose of the Data Exchange Project is to automate the flow of information in order to eliminate the backlog problem and provide management with timely and accurate reports relating to criminal justice. Also the system is being developed to allow for exchange of data between the courts and other criminal justice agencies.

Colorado Crime Information Center (CCIC). CCIC received an award of \$1,325,534 for the 1975-76 fiscal year to be used in developing an automated law enforcement information system. When complete, the system is to be capable of providing immediate access to data regarding crime. This will include stolen property reports, vehicle registrations and criminal histories. As of December 31, 1975 the system was 99% complete with the central computer and all terminals operative and operators completely trained.

Uniform Crime Reporting (UCR). Federal funds of \$111,729 and \$12,670 in state funds were used to establish a system of uniform crime reporting in Colorado during 1975-76. The goal of the project is to obtain 100% reporting from local law enforcement agencies so that complete data on offenses and arrestees can be obtained on a statewide basis for use in crime analysis.

Offender Based State Correctional Information System (OBSCIS). This project is designed to provide a record of the movement of individual offenders through the criminal justice system. The program received \$364,450 for 1975-76 to be used in establishing data terminals, obtaining software for the central computer and training terminal operators.

Central Filing and Retrieval. Some \$30,000 was granted to the Central Filing and Retrieval project for the period from March 1, 1976 to June 30, 1976. The funds were to be used in purchasing equipment and training personnel to produce microfiche copies of data files covering inmates at the various corrections institutions across the state.

Attorney General Docketing and Management. This project has four district goals as set forth in the 1975 grant proposal: 1) to provide the Attorney General with docketing and management information quickly and efficiently, 2) to provide comprehensive historical information for investigations into large scale consumer fraud schemes, 3) to provide information on crime to the Organized Crime Strike Force, and, 4) to provide detailed information to the

proposed corruption and antitrust units. The \$30,685 in State and Federal funds, granted for the period between November 1, 1975 and October 31, 1976, will be used in assisting in the construction of a computerized information system.

Computer Assisted Dispatch and Retrieval System (CADARS).

This project was funded by two grants, both in the amount of \$111,111. One grant extended from June 1, 1975 to May 31, 1976, the other from August 1, 1975 to July 31, 1976. These funds were used to develop a computer assisted dispatching system for the City of Pueblo Police Department. It is hoped that the system will reduce: 1) dispatching time, 2) time spent on retrieval of information, and, 3) time spent on statistical reporting of police management data.

Larimer-Weld Criminal Information Utilization Project.

The goal of the program is to unify and standardize crime reporting among the thirty law enforcement agencies and within the two judicial districts of region II. The project was awarded \$55,556 to be used for salaries of personnel, travel, equipment and supplies, rent, and contractual services. The grant period extends from November 15, 1975 to November 14, 1976.

Section 6 - Denver City High Impact Anti-Crime Program

The National Impact Program, which began in January, 1972, is a three-year comprehensive action program emphasizing planning, implementation and evaluation of high impact anti-crime projects. A goal of 5% reduction in two years and 20% reduction

in five years for stranger-to-stranger felony offenses -- homicide, assault, rape, robbery, and burglary -- were selected because stranger-to-stranger crimes offer the greatest potential for containment or suppression.

Denver, selected as one of eight target cities, received \$20 million under the program. Like the other impact cities, Denver's population was between 200,000 and 1,000,000, it had a serious crime problem, and it was located in an LEAA region.

A local crime reduction effort, the impact program in Denver has been characterized by close cooperation and coordination between DCJ, LEAA and the Mayor of Denver.

The Impact City Program has consistently encouraged community involvement through the development of the Denver Anti-Crime Council which affords a broad representation of persons, ethnically and occupationally speaking. The group derives one-third of its membership from public service agencies (10 members), one-third from community or neighborhood interest groups (10 members of which 7 are minorities) and one-third from the criminal justice system (13 members). The Council is divided into five task forces -- corrections, courts, youth development, police and community relations, and impact neighborhoods. The task forces seek out project proposals from individuals, citizen groups, private agencies and government agencies, while the Council serves a coordinating function, setting priorities and recommending allocations of funds for a broad plan of crime reduction programs and projects.

The Impact Cities staff first completed a four volume master plan, which addressed the planning process, a detailed analysis of the impact crimes, demographic data and an evaluation plan. Projects were then encouraged which would address the needs identified. The evaluation conducted by Mitre Corporation of all eight Impact Cities showed that Denver "had by far the most balanced functional distribution of any city, despite adherence to an intended concentration in the juvenile area." Of the 35 projects funded, 21% of Denver's impact funds went into the police area (the smallest percentage for police in any impact city), corrections (adult and juvenile) were awarded 30%, and other functional areas were fairly evenly distributed according to the needs identified.

Many of the projects funded through Impact Cities have demonstrated reductions in crime. The Special Crime Attack Team (SCAT), for example, demonstrated a 25% reduction in burglary in its targeted areas during its first year of operation and an 18-22% reduction in its second year over the 1972 baseline rates. The Youth Recidivist Reduction Program showed a 65% drop in client impact crime rearrests and a 36% reduction in all rearrests during its first year of operation, compared to expected rates in the city of Denver. The Employ-Ex project, a job placement project for adult ex-offenders, demonstrated significant reductions in recidivism. Rearrest rates among project clients were 17% below baseline figures. Clients of the New Pride project, who have a history of recidivism and an average of 5.7 offenses per youth, had rearrest rates which were between 23% and 57% lower than baseline

groups with equivalent numbers of prior offenses. Many of the impact projects have shown that these are effective ways to deal with specific crime problems.

In addition, the Impact Cities program has provided Denver with an extensive data base and has contributed to more effective data gathering and reporting systems within local agencies. By providing extensive technical assistance to local and state agencies, DACC staff contributed to data base coordination across agencies. This kind of assistance also led to a systems integration which has improved communications and coordination among many elements of the criminal justice system. DACC staff published four major documents: "Forcible Rape in Denver"; "Variables Related to the Offender, Victim and Setting of the Crime"; "Characteristics and Recidivism of Juvenile Arrestees in Denver"; "Characteristics and Recidivism of Adult Felony Offenders in Denver"; and a victimization survey of the city.

The Mitre evaluation study rated the eight Impact Cities on eight specific variables: crime-oriented planning; evaluation reporting; system coordination; community input; innovation; and institutionalization. Denver was rated highest of all the Impact Cities with excellent ratings in seven categories. Denver was also cited for doing the best job of coordinating the criminal justice and intergovernmental agencies and of bringing the community into the planning process of the criminal justice system. In addition, Denver was considered to have been the most innovative of

all the Impact Cities, funding nine of the 22 innovative projects identified across the cities, and to have been the most successful in systems integration and evaluation plan quality. Of the eight evaluation plans qualifying as excellent in the analysis, two came from Denver. Mitre also rated the Impact staff as "a team of knowledgeable people whose aggregate expertise has not been duplicated elsewhere in the program."

The LEAA Impact Cities' three year funding was over as of December 31, 1975. On December 17, 1975, Region VIII, LEAA Office extended the mini-block grants through December 31, 1976. Many other subgrantees have received extensions through September 30, 1976. Because of the extensions, the position of Impact Coordinator has also been extended, to December 31, 1976, made possible by a grant of \$16, 667. The coordinator will provide assistance during the phase-down period of the project.

Section 7 - Housing and Community Development Act of 1974

Both formula grants and discretionary grants are awarded under the Housing and Community Development Act of 1974. This block grant program consolidates seven former categorical programs which include Urban Renewal, Model Cities, Neighborhood Facilities, Open Space Land, Historical Preservation, Urban Beautification, Basic Water and Sewer Facilities Program, Public Facilities Loans and Rehabilitation Loans. Formula grants are available for acquisition and construction of certain public works and facilities,

clearance, housing rehabilitation, code enforcement, relocation payments, administrative expenses, and completion of existing urban renewal projects. Discretionary funds are available for generally the same purposes, especially for innovative projects or for areas of special needs. Funds are provided by the Department of Housing and Urban Development directly to the local units of government. Although these programs could affect crime prevention, there has been little coordination between these and criminal justice planning programs in Colorado. Some coordination does occur through the state A-95 review process.

Section 8 - U.S. Department of Health, Education and
Welfare Title 20

Title 20 provides financial aid for services to low income individuals and families. The State Department of Social Services has approximately \$29 million to accomplish the following goals:

1. Achievement or maintenance of economic self support;
2. Achievement or maintenance of self-sufficiency, including reduction or prevention of dependency;
3. Preventing or remedying neglect, abuse or exploitation of children and adults unable to protect their own interests, or preserving, rehabilitating or reuniting families;
4. Preventing or reducing inappropriate institutional care by providing for community-based care, home-based care, or other forms of less intensive care; and
5. Securing referral or admission for institutional care when other forms of care are not appropriate, or providing services to individuals in institutions.

Although no specific relationship to crime has been measured, by providing these services to low-income families, the Social Services Department is helping to eliminate a possible motive for criminal activity: the necessity to meet needs for shelter, food and care.

Section 9 - The Highway Safety Act of 1966

The Highway Safety Act of 1966 was amended in 1970 and 1973.

The objective of the act is to provide a coordinated national highway safety program to reduce traffic accidents, deaths, injuries and property damages. An annual work program (awp) is prepared each year and a detailed plan is prepared every sixth year. During 1976 emphasis was on alcohol, police traffic services, traffic records, traffic courts and traffic safety instruction programs. The awp indicates that these target areas will continue to be emphasised during FY 1977.

The stated goal of the Colorado Highway Safety Department is to reduce crashes, injuries and deaths caused by unsafe human behavior, mechanical defects, and roadway factors. Twelve areas for specific attention are outlined in the awp including Selective Traffic Law Enforcement (STEP), a procedure for the selective assignment of trained personnel to supervise vehicular and pedestrian traffic movement at the times and locations where experience has shown that violations and crashes occur and where hazardous or congested conditions exist. STEP programs have been implemented or are planned for all Colorado cities over 50,000 population.

The STEP programs and the other areas for specific attention all relate directly or indirectly to the criminal justice system. The Department has budgeted \$3,015,500 in Federal Funds for FY 1977, including \$1,706,300 in areas of police traffic services, alcohol driving countermeasures, and traffic courts.

APPENDIX B¹ -- PAST PROGRESS

APPENDIX - B - PAST PROGRESS

This appendix provides information as to the progress to 6-30-76 of programs under the FY 1975 Plan. The reporting is presented in the "systems flow" formate of the FY 1976-7 Plans. Each of the categories I thru XII (Community three . . . systems . . .) provides reporting appropriate to the related categories 1 thru 8 of the FY 1975 Plan.

Category I - Community

This functional category in the FY1976 and 1977 State Plans is related to forecasted projects contained in the 1975 State Plan in the following program area:
1 -A (Legislation). '75 1B reported under XII of this report.*

Category 1

1A- Legislation

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	Ø	Ø	Ø
**Actual	Ø	Ø	Ø

Category Goals:

Category 1

To investigate the need for new legislation which would benefit the criminal justice system.

To determine through research, the most effective and efficient methods of upgrading the criminal justice system.

To provide short and long-term "planning designed to identify priorities and examine ways of meeting identified problems."

To assess the effects on the criminal justice system of the programs and projects it sponsors.

1A-LEGISLATION

Impact on the Criminal Justice System:

Successful action taken under this category results

* '75 Category 1B is reported under '76-77 Category XII of this past progress report.

**To 6/30/76

in new or changed legislation. This, in turn, means changes in the conditions, operations or structure of the criminal justice system. As summed up in the program objectives, the impact of the category is evidenced by "the passage of legislation beneficial to the criminal justice system."

Changes in criminal law and in laws affecting Colorado's criminal justice system were many. They were stimulated by the efforts of various citizen or professional groups, as well as by the action of the state's criminal justice agencies -- including DCJ and the State Council.

As a state agency, DCJ cannot lobby. It can and does provide information on request to persons or groups interested in proposing or changing laws. Its funding and technical assistance capabilities are also used to support programs which carry out legislative and executive intent. The State Council serves the governor and reports to him through the Director of the Department of Local Affairs, a cabinet officer.

During 1975, DCJ and the State Council were involved in the following actions which will influence the state's criminal justice system through legislation:

- 1) The State Council membership now includes an elected representative of the Colorado General Assembly.

2) An advisory committee to the State Council was formed and developed recommended security and privacy requirements for the state's criminal justice information systems.

3) The State Council resolved that Colorado's criminal justice information systems should continue to be dedicated and that DCJ should develop a criminal history and records information plan for the state. In response to this resolution, a plan was developed and its implementation begun. Legislation addressing the security and dissemination of criminal history information still needs to be formulated in the future. The plan will form the groundwork for such legislation. A security and privacy council will be formulated with DCJ serving the role as staff to the council.

4) Law enforcement associations have passed resolutions in favor of standardized crime reporting in Colorado. Through DCJ, a program instituting uniform crime reporting was funded and standard forms developed. Legislation making such reporting mandatory, stating penalties for noncompliance and safeguarding the reported information may yet be drafted.

5) An advisory committee to the Council on criteria for jail construction and programming was appointed. These criteria make possible the fulfillment of DCJ's

responsibility as approval authority for jail construction, assigned under the State's Community Corrections Act.

6) Development of a plan for Colorado's participation in JD Act programming was authorized by the State Council and a plan for FY1976 was completed, approved, and funded. The plan treats legislative changes necessary for the improvement of the juvenile justice system and for compliance with the terms of the JD Act. The DCJ is currently completing a FY1977 plan for intensive evaluation of JD Programs and adult preventive and diversionary programs supported by FY1975 and subsequent year funding. The results of this evaluative effort indicate that some legislation is necessary in these areas.

Through its support of the Colorado Commission on Criminal Justice Standards and Goals and funding or technical assistance for other projects, the Council has taken steps to refine or implement existing legislation and to give a solid base to anticipated laws. Among the significant steps prompted by groups other than the State Council were some particularly worthy of note. Colorado became one of the first states to decriminalize the use of small quantities of marijuana, an action that will have some effect on the use of police manpower and on jail populations and judicial

caseloads. The legislature also decriminalized public intoxication. Had the initial appropriation for alcohol detoxification facilities been adequate, this act would also have lightened the burden of the criminal justice system. Because other facilities are lacking, however, the police are taking publicly intoxicated individuals into protective custody. A more adequate appropriation is anticipated. The state legislature used its appropriations act or Long Bill to direct a certain percent of all funds allocated to corrections into programming for women offenders. Noteworthy progress in community corrections legislation initiated in FY1975 has been made (refer to Categories X and XI of Chapter V of this plan).

Impact on a Specific Crime Problem:

The program is not directed at any specific crime problem. It is intended to serve the improvement of the criminal justice system.

Support After LEAA:

Program 1A had no projects. Undertakings in its spirit were carried out as part of the ongoing activities of various state agencies, citizen and professional groups and the rendering of technical assistance coordinated by the DCJ.

Problems With the Category:

Since no projects were funded under this program, as planned, there were no problems of the kinds specified. A need, which may be met by State Council action, exists for some coordinated approach to obtaining new or modified criminal justice legislation. Better dissemination of information about pending legislation and improved contact between criminal justice agencies, citizens groups and the legislature still needs to be developed. The program was not specifically incorporated under '76 or '77 functional categories. Projects which bear on legislation will be stimulated through other categories as appropriate and as generated through proactive technical assistance of the programs.

Use of Results of this Program in Future Plan Development and Implementation:

Since no projects were funded under this program, a strict interpretation of the guidelines precludes discussion of results. The FY1976 and FY1977 plans, however, accommodate security and privacy regulations, juvenile justice plans and the standards enacted as legislation as appropriate under the Categories I thru XII and the 32 programs therein.

Category II - Prevention

This functional category in the FY1976 and FY1977 State Plans incorporates projects contained in the 1975 State Plan in the following program areas: 4-A (Prevention and Reduction of Rape); 4-B (Prevention and Reduction of Robbery and Burglary); 4-C (Prevention and Reduction of Aggravated Assault); and 7-A (Juvenile Delinquency Prevention).

Past progress under Programs 4-A, 4-B and 4-C is reported under Category III-Detection-Apprehension of this Past Progress Report. No projects were funded from Program 7-A (Juvenile Delinquency Prevention) of the FY1975 State Plan.

Category III - Detection - Apprehension

This functional category in the FY 1976 and 1977 State Plans incorporates projects contained in the 1975 State Plan in the following program areas: categories 2-A (Communications and records consolidation); 4-A (Prevention and Reduction of Rape); 4-C (Prevention and Reduction of Aggravated Assault); 4-D (Organized Crime) ; 4-E (Consumer Fraud); 4-F (Narcotics-Major); 4-G (Lab Analysis); and 4-H (Manpower Consolidation).

Category 2

2A - Communications and Records Consolidation

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	535,339	59,482	594,821
*Actual	322,630	35,848	358,478

Category 4 - Prevention, Detection, Deterrence, and Apprehension

4A - Prevention and Reduction of Rape

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	40,007	4,445	44,452
*Actual	29,116	3,235	32,351

4B - Prevention and Reduction of Robbery and Burglary

Planned	805,220	89,469	894,689
*Actual	732,485	81,387	813,872

4C - Prevention and Reduction of Aggravated Assault

Planned	0	0	0
*Actual	0	0	0

4D - Organized Crime

Planned	330,418	36,713	367,131
*Actual	330,418	36,713	367,131

4E - Consumer Fraud

Planned	134,894	14,988	149,882
*Actual	134,894	14,988	149,882

4F - Narcotics (Major)

Planned	0	0	0
*Actual	0	0	0

4G - Lab Analysis

Planned	58,760	6,529	65,289
*Actual	50,000	5,556	55,556

4H - Manpower Consolidation

Planned	34,601	3,845	38,446
*Actual	30,101	3,345	33,446

*To 6/30/76

Category Goals:

Category 2*

To coordinate the development of cost-effective and efficient criminal justice information systems which will permit necessary information exchange within and between criminal justice agencies in the state.

To assure the integrity and security of information to minimize inaccuracy and misuse of information.

To provide realistic analysis of the performance of the state's criminal justice system.

To expand and enhance existing information system capabilities where cost justified.

To develop new systems where information requirements are not presently being met at the local, county, regional or state levels.

To encourage interface between bases where necessary and desirable to avoid duplication of effort and to permit information exchanges not presently available between criminal justice agencies.

Category 4

To limit the opportunity and propensity for the commission of crime.

To reduce the vulnerability of potential victims.

To reduce crime by means of an effective and efficient police force.

To provide adequate police coverage of potential crime areas to quicken police response to crime incidents, to upgrade the quality of investigation to increase the apprehension of offenders and to reach a high level of successful prosecutions.

*These goal statements relate to both 2A-Communications and Records Consolidation and 2B - Criminal Justice Information Systems of the FY1975 Plan. Category 2B - Criminal Justice Information Systems is addressed under Category XII of this past progress report.

Program 2A - COMMUNICATIONS AND RECORDS CONSOLIDATION

Impact upon the criminal justice system:

Communications, records and information systems serve as the medium for storage, retrieval and dissemination of data pertinent to the effective and efficient functioning of criminal justice agencies. Knowledgeable decision-making rests on a basis of timely, accurate and relevant information. Accurate information, available when needed, allows the decision maker to analyze problems, select alternatives and formulate meaningful objectives in the management of resources. The problem posed by crime and its control must be addressed by facts based on information gleaned from the medium of its storage, through mechanisms of retrieval and dissemination. Such mechanisms must be capable of maintaining the highest standards of accuracy, reliability and speed. These standards, consistent with the available state of technical advances in electronics and human communications skills, serve as the basis upon which information flows throughout the criminal justice system.

Impact upon a specific crime problem:

This category is not directed at a single specific crime problem. Instead this category seeks to improve criminal justice response to crime problems through bettering citizen access to service, improved operational response to

requests for service, improved forecasting capabilities, reduced delay in information flow, increased speed in the retrieval of information and the development of accurate data bases from which timely, relevant and accurate decisions can be made. The impact of this category on crime ranges through every function of criminal justice. Evidence of this impact ranges from more rapid response to crime in progress to the analysis of pertinent information regarding the treatment and ultimate reintegration of offenders into the community. Specific crime problems are met and resolved by knowledge of the facts and selection of alternative solutions made possible by the gathering, storage, dissemination and analysis of information made available through communications, records and information systems.

The primary vehicles of program category impact have been area-wide consolidated communications and records centers and automated data processing capabilities serving law enforcement, courts and corrections in Colorado.

The program category has supported continued development of four area-wide communications and records centers serving Boulder, Adams and Weld Counties, Montezuma and Dolores Counties, the six counties of the San Luis Valley and the Longmont area. These centers reflect regional level developmental efforts in three regions of the state directly serving eleven counties and one major municipality

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of a county presently considering a consolidation effort. Four engineering and planning studies have been initiated in four regions of the state. These studies will ultimately impact upon areas comprising nineteen counties. Three of these studies are complete and first phase development has begun at the time of this report. The fourth study is anticipated to be completed by the fall of 1976 forecasting first phase implementation at that time. This and previous program support beginning with FY1973 has generated operational systems serving Montezuma/Dolores Counties, Boulder County, Adams County, Weld County and the six counties of the San Luis Valley. Each operational system exemplifies multiple and varied jurisdictional cooperation in communications and records for not only law enforcement but for fire and emergency medical services as well. Presently available reprogrammed FY1975 funds are not forecasted to support added assistance toward developments in three regions of the state (one begun in this - the other two begun with previous funding support). This reprogramming will impact a total of nine counties of the two regions.

Program category objectives as stated in the FY1975 plan forecast the following: (1) an increase of citizen access to emergency police services in areas of the state comprising twenty-six counties of seven planning regions and (2) completion of consolidation of police emergency communication and records services in the counties within four regions of

the state by the end of the FY1975 program year. These objectives have been met to date as follows: (1) citizen access to emergency services has been increased through the consolidation of previously fragmented communications systems which now offer toll free, single telephone number access to the new centers. Central dispatch services are now accessible to the citizen on a twenty-four hour per day basis in areas where such services were previously available for only eight to sixteen hour per day cycles or less. This greater availability of service comes about under the program through operation of five area-wide centers serving eleven counties of four regions in the state. By the end of the FY1975 program year, the program calls for first phase operation of new area-wide centers, serving ten counties in three regions thus meeting this objective regarding service access. (2) Complete consolidation of police emergency communications and records services has been achieved in one of four regions forecast in this objective. By the end of the FY1975 program year, area-wide communications and records centers will be operational in three additional regions as provided by the objective regarding consolidation.

A third stated objective of the program category regarding tracking of delivery of services to youth has been negated as a result of transfer of funds from this program (funds intended for the purpose of meeting the objective)

to program 7C: Juvenile community-based corrections of the FY1975 plan.

Support after LEAA funds support termination:

As specifically outlined in the Annual Action Program (See Chapter V - functional category, 3-C Availability of Services: Communications and Records), phase by phase continuation of projects is contemplated. As each area-wide consolidated system is completed, a new system will be initiated in another area of the state which can demonstrate satisfaction of the program's special requirements. The first phase initiation is predicated upon subgrantee commitments to develop consolidated area-wide communications and records system capabilities based upon sound engineering and planning efforts. For example, during the remaining FY1975 program year, four consolidated centers will have been completed. The FY1975 plan calls for utilization of these completed centers as models in implementing first phase development of the new area-wide communications centers throughout the state. Local governmental entities have assumed the costs of three major area-wide centers which had been supported by the FY1975 and previous program years. These centers are now operational and serve Dolores and Montezuma Counties, Boulder County and Adams County. The system in Weld County became operational in June, 1976. Assumption of full area-wide center operations is forecasted to occur in Park and Teller Counties and in Weld

County during the FY1975 program year.

Description or Evaluation of Problems:

The most difficult problem encountered in carrying out the intent of this program lies in securing local governmental commitments to share communications and records services. State and local agencies and units of government are generally reluctant to invest resources in area-wide service functions. This reluctance represents a desire to maintain locally controlled and operated service functions. In other words: a reluctance to change. Once local commitments are made and planning efforts identify the strengths and weaknesses of consolidated services, implementation generally follows a step-by-step progression with immediate needs for equipment met, interagency agreements drawn, management of the consolidated services defined and operations begun with shared facilities, personnel and other resources. Evaluation with regard to direct impact upon crime problems is quite difficult in the initial stages of communications and records systems development. Qualitative indicators in the evaluation process are first pursued. Quantitative measures are generally implemented at such time as the improvements in response time, dispatch process delays, system loading, etc. are measured. Such qualitative and quantitative measurements become more meaningful as project personnel become more sophisticated with the system operation. Experience with this and previous

years programs has demonstrated that implementation of new projects under the program (specifically the gaining of local government commitments to consolidate their services) is best gained through providing first-hand on-site demonstration of existing projects to officials who are considering but are not yet committed to the concept of consolidation.

Use of Results:

As indicated above, results have been the most beneficial ingredient toward the development of area-wide consolidated communications and records systems in the state. Past results and experience have served to define the eligibility requirements and evaluation criteria specified in the sub-grant and evaluation components of the FY1975 plan and this FY1976 plan submission. Three centers are now on fully operational status and serve as models for development elsewhere in the state. Past years' experience has demonstrated that the completed communications centers have been effective in promulgation of the concept of consolidation. As each area of the state is brought to a point of serious consideration of the concept, representatives of local government and governmental agencies are given an opportunity to firsthand observe one or more of the centers in operation. This firsthand observation has, in every case to date, resulted in their commitment to implement the planning and engineering phases of consolidated center development in this area.

Program 4A: PREVENTION AND REDUCTION OF RAPE

Impact on Criminal Justice System:

The effective functioning of the criminal justice system is dependent upon crime being reported. Once the dimensions of the problem are determined, a more effective means of dealing with it can be formulated. In addition, once the crime is reported, it is essential that the victim receive necessary emotional support and information about how the system works to encourage him or her to prosecute. Without such support or knowledge, the victim is likely to feel that continuing with the case is not worth the personal anguish, or the victim may become frustrated with the workings of a system he or she does not understand. Without the victim as a witness, the case against the suspect is, in this area, impossible of proof.

Two projects have been funded through FY1975 appropriations, the Pueblo Rape Crisis Center and the Colorado Springs Victim Service Bureau (partial 1975 support). These projects have attempted to increase the effective functioning of the system by providing the kinds of support necessary to encourage the victim to report crime. This support includes providing medical, legal and criminal justice system information and providing counseling and emotional support from the time of the crime through the trial and thereafter for as long as the victim desires it. In addition, grants in this category seek

to educate and inform the public, thus reducing potential victimization. In essence, reducing the opportunity for crime will reduce the burden on the entire criminal justice system. Projects in this category also attempt to change the attitudes and actions of all members of the system who come in contact with the victim by determining what the victim perceives as harmful or threatening in the system and attempting to change it through new procedures, education or training.

Impact on specific crime problem:

According to victimization studies, rape is the most underreported crime, with at least 50% of all rapes unreported. While most crimes are reported immediately and automatically, this is not true of rape. In large part, this is due to the extremely personal aspects of a crime which can only be perpetrated against females. This has contributed to the misunderstandings, misconceptions and lack of empathy on the part of the predominantly male system which deals with the victim. In turn, the victim frequently has a sense of guilt and shame, as well as a lack of confidence in a system from which she feels apart.

This program category was aimed at the specific crime of rape. The Pueblo Rape Crisis Center, funded in July, 1974 has worked with the public, the victim and the system to deal more effectively with rape. The Center has trained volunteers from the community as counselors for rape victims, thus involving the community in dealing with

the crime and the victims of crime. The center also provides a 24-hour hot line service as well as responding to informational requests.

Public education has been a major objective of the center, both to provide basic information and to help potential victims better protect themselves. In this effort, brochures were distributed; posters were displayed; television and radio spots were used, including several in Spanish; presentations were made by members of RCC to various segments of the community; and seminars and workshops were presented.

All reporting victims were provided counseling by the RCC.* Additional victims, including victims of rapes which occurred prior to the grant period and victims who chose not to report, were provided counseling services by RCC. A number of the reporting victims contacted the RCC before they contacted the police and were encouraged by the RCC staff to report the incident to the police. A number of additional victims would not report the crime under any circumstances but were provided with all the services available to help them understand and adjust to the incident. Descriptions of the incidents and assailants are taken down and shared with the police, even in the absence of the witness, thus providing the police with information they would not normally have gotten.

*Approximately 95-99% verbally indicated that the support they received from the Center was very helpful in getting them through the next several months.

All of the incidents were referred to the District Attorney, with 95% of those being investigated by the special investigator assigned to the District Attorney's office but paid by the grant.

The Colorado Springs Victim's Service Bureau is directed towards victims of sexual assaults, including but not limited to rape. In its first year of operation this project increased sexual assault reporting rates by 22%; contributed to public education and involvement in the prevention of crimes of sexual assault; provided training sessions to law enforcement agencies; seventeen victims of reported assaults were assisted with their cases through prosecution of the project; and assistance was provided to seventeen victims who initially did not report their crimes, but six thereafter reported.

Although the primary focus of this program area is to provide supportive services to victims and to educate the public on the topic of sexual crimes, impact upon the specific crime of rape occurs in a number of ways. Increased rates of reported rapes may be attributed to the public education components and to the individual counseling activities. Prevention activities have not been documented in terms of reductions of reported or unreported rapes due to the unavailability of accurate baseline data. However, the overall impact of this program on the crime of rape is to encourage reporting and prosecution with the ultimate effect of improving conviction rates.

Support After LEAA Funds Terminate.

It is anticipated that both projects will be continued under local funding upon termination of LEAA support.

Description or Evaluation of Problems.

Problem areas in these projects involve inter-agency cooperation and confidentiality of records. The inter-agency cooperation difficulties exist among the project, police and prosecution units in that it takes time to develop working relationships based upon trust and understanding. The continued existence and success of individual projects reduces this problem area.

The problem of the confidentiality of records involves the legal area of privileged communications. The records of these projects are not legally privileged but confidentiality is an important element of the counseling function. A test case currently in process in Pueblo may resolve this issue.

Use of Results

The results of these projects will be used to provide technical assistance to modify present projects and to evaluate and develop applications for future projects.

Program 4B: PREVENTION AND REDUCTION OF ROBBERY AND BURGLARY

Impact Upon the Criminal Justice System:

Tactical deployment of resources against the specific crimes of robbery and burglary serves as the thrust of this program. High crime incidence areas in the state have continued to experience a rise in the incidence of serious crimes. The protection of the lives and property of citizens is a first responsibility of the criminal justice system. Associated with this important public charge and trust vested in criminal justice is the expected apprehension, just disposition and rehabilitation of offenders once these serious crimes occur. This program seeks to improve law enforcement capabilities to deal with these crime problems through application of both prevention and control techniques associated with the following specific activities:

- 1) Increase preventative patrol during periods of high burglary incidence.
- 2) Residential and commercial security inspections and recommendations.
- 3) Intensified technical crime scene searches by evidence technicians.
- 4) Special investigations in cooperation with the district attorney's offices to effect a higher percentage of successful prosecutions.
- 5) The dissemination of anti-burglary and robbery prevention information through community group meetings and door-to-door contacts.

This program affects law enforcement operations by developing pro-active street level tactics used to attack crime problems as an alternative to passive response to the commission of crimes. Tactics which may be employed are the use of new techniques associated with crime analysis, forecasting and special crime attack operations. These techniques reflect the most significant impact of this program on law enforcement operations - that of enhancing traditionally employed methods by introducing new concepts and techniques.

Impact Upon a Specific Crime Problem:

The program's aim is the reduction, control and prevention of burglary and robbery in areas of high incidence of these crimes in the state. To accomplish this, the program has tactical unit operations in target areas staffed by highly trained and motivated personnel whose activities focus on the prevention of specific crimes and the reduction of the incidence of serious crime within the communities served. Specialized techniques are used in the following characteristic activities:

- 1) tactical team deployment
- 2) saturation patrol
- 3) pre-planned response
- 4) anti-fencing procedures and activities
- 5) surveillance

- *6) community involvement through
 - a) property identification
 - b) public contacts (business & private citizens)
 - c) target hardening of potential crime settings.
- 7) staff development
- 8) coordination with other tactical units and regular police operations
- 9) provision of technical assistance to other law enforcement agencies implementing similar kinds of tactical operations.

The primary objective of the program is reduction of the incidence of burglary and robbery by 10% in the target areas. Projects under the program are implemented in areas characterized by 2,500 crimes per 100,000 population or more. New project implementation occurred under two sub-grants, one in Lakewood, a major Denver metropolitan area community, and the second, rural Morgan County. Both areas exhibit significant rates of crime incidence.

The project implemented in Lakewood achieved first year impact of a reduction in the target area incidence of 2.65% for burglary over the previous years' rates. Clearance of reported burglary offenses in target areas under the project was 38.23%. Burglary citywide rose 6.39%.

The project implemented in Morgan County did not, during its duration, register a positive impact as intended under

*These activities are now related to the program II-b: Specific Crimes Prevention of Category II-B of the Annual Action Program of the FY1976 and FY1977 Plans.

the subgrant. The project, although assumed by the local unit of government will not receive continued funding under this program in subsequent years.

This program made FY1975 continuation support available to five special crime attack and prevention units in Wheatridge and Arapahoe County of the Denver SMSA, in Colorado Springs, Pueblo, and Region 12. Moderate and greater success was achieved under these projects as follows:

Wheatridge SCAT - This project, having experienced considerable difficulty in the processing and analysis of crime data during the second year of project duration, received considerable program/evaluation technical assistance from the Division of Criminal Justice and neighboring metropolitan police agencies. Appropriate changes were made in the project reporting under evaluation. The quarter ending at the time of this past progress report indicates a 12.7% decrease in burglary incidence over the same period in 1975 and a 39.3% decrease over the previous quarter. The two previous quarters recorded the following:

<u>Quarter</u>	<u>Burglary Incidence</u>	<u>Cases Cleared</u>	<u>Value of Property Recovered</u>
ended June	12.7% decrease	21.8%	\$10,133
ended March	10.5% increase	25.2%	48,356

Slightly over two quarters have passed since the initial rendering of technical assistance to the project. Programatic review reveals that reporting under the project is accurate and adequately reflects operations and activities. Adequate

and accurate crime analysis techniques have been instituted and have been incorporated into project operations.

Quarterly review of project progress continues.

Arapahoe County SCAT - The special Crime Attack Team serving local units of government in Arapahoe County has registered the following impact within the principal jurisdictions served:

<u>Burglary</u>	<u>Aurora</u>	<u>Englewood</u>	<u>Total</u>
*Number of months in which the objective of reducing burglary offenses by at least 10% was met - - -	2	2	4

*Number of months in which the objective was not met - - -	3	1	4
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Robbery

*Number of months in which the objective of reducing robbery offenses by at least 10% was met - - -	2	1	3
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*Number of months in which the objective was not met - - -	3	2	5
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Experience under the project to date of this reporting has indicated that where extended presence of the SCAT operation is employed against burglary offenses, there results a positive impact or reduction of the burglary rate in the target areas. Concerning impact upon the offense of robbery, project results were less successful. Examination of the data concerning robbery incidence and project response indicates a lack of success in responding to the generally sporadic and less patterned occurrence of robbery in the county. The incidence of burglary in target areas was found

to be more predictable and consequently, project resources were more successfully deployed. In depth examination of project impact is continuing with current deployments planned for extended periods in the high incidence areas.

Colorado Springs Anti-Crime Squad - This project during the last quarter of project operation has registered a decrease of burglary and robbery of 33.9% in the target areas. Citywide rates, during the same period of time, displayed an average monthly overall decrease in the incidence of burglary and robbery of 13%. Previous quarterly report data indicates satisfaction of project and program objectives since mid 1974.

Pueblo Special Operations Project - This project, through its first year of block grant support, achieved a 22% reduction of business burglaries over 1974 levels. Armed robbery was reduced 10% over the same period in 1974. Residential burglary incidence did not increase in Pueblo although residential burglary incidence increased statewide. One objective was not met related to the incidence of business burglaries via open door or window. The incidence of this classification of burglary increased 14% over the 1974 base.

Region 12 Crime Prevention/Public Education Project - This subgrant initially impacted seven local jurisdictions in the region. The seven participating agencies followed

through under the project demonstrating positive results that, at the time of this report, are being evaluated. The first final report from one major participating agency (the City of Aspen) has been compiled and indicates the following impact from the Operation Identification component of the project:

One year prior to implementation of Operation Identification, April 1974 to April 1975, the City of Aspen had 324 burglaries.

The year in which Operation Identification was in effect, April 1975 thru April 1976, the City of Aspen had 200 burglaries.

Of the 200 city burglaries, 11 were Operation Identification members.

Of those 11 Operation Identification burglaries, 6 had marked items stolen.

Of those same 11 Operation Identification burglaries, 4 had unmarked items stolen.

Of those same 11 Operation Identification burglaries, 1 had nothing stolen.

Of the 6 burglaries involving stolen marked Operation Identification items, 5 had the stolen items recovered.

Of the 4 burglaries involving stolen unmarked Operation Identification items, none of the stolen items were recovered.

The theft of skis has historically been a severe problem in the winter recreational areas of the region. A comprehensive ski theft prevention program was initiated. The project component in Aspen has experienced a 50% reduction in ski thefts from lodges during the past years duration of the subgrant. A total of 24,000 skis were

were registered during the 1974/1975 season and an additional 20,000 were registered during the 1975/1976 season. Of the 49 skis stolen during the past season (1975/1976), 38 were unregistered and 11 were registered under the project. A total of four pair of skis were recovered - all of which were registered. During the previous season, 8 of the 102 stolen skis were recovered having been registered while only 3 unregistered skis were recovered.

In summary, a total of 102 skis were stolen in the city limits of Aspen during the 1974/1975 season. This incidence was reduced to 49 during the 1975/1976 season.

The subgrants under this program continue to achieve moderate to high success in attaining the stated program objectives. The projects in Colorado Springs and Pueblo have achieved substantial levels of objectives attainment. The projects in Wheatridge and Arapahoe County have begun to achieve moderate attainment of program/project objectives. The Morgan County subgrant having provided no definitive evaluation cannot be reported as successful and worthy of continuation. The Region 12 Crime Prevention/Public Education subgrant appears, from examination of one local agency participation to date, to have a high prospect of achieving the program object

Support After LEAA:

As forecast in the Annual Action Program (see Chapter IV - functional category III-b: Special Operations), a phase by phase continuation of projects is planned. As each phase is completed - (i.e., implementation, full operation and full assumption of the project cost by the subgrantee) - a new project will be implemented in an area of the state demonstrating sufficient crime incidence to justify special crime unit operations. Continuing subgrant support under this program is predicated upon demonstrated local commitment to assume greater proportions of project support. This commitment is assumed over a three or less year period during which the federal funds ration is decreased and the local match ratio is increased until the local unit of government has assumed full support of the ongoing activities generated by the program.

Description or Evaluation of Problems:

The most difficult problem encountered in carrying out the intent of this program lies in the securing of high standards of management and deployment of project resources. Highly trained and motivated personnel must be directed by competent management capable of utilizing the most sophisticated deployment techniques suggested by the crime analysis function. Managers of projects under this program must demonstrate the highest degree

of tactical capability in the deployment of available resources. Two of three subgrants to be continued in FY 1976 under this program have demonstrated adequate management of project resources and a resultant reduction in the incidence of burglary and robbery. Unfortunately, two subgrants have experienced problems in project execution and present technical assistance efforts appear to be correcting identified management deficiencies stemming from a failure to direct project resources toward meeting project objectives. (e.g. - a failure to employ management by objectives techniques).

Evaluation of direct impact upon crime incidence is found to be quite difficult in the initial stages of project development. Experience has shown that such impact cannot be measured until such time as the second quarter or beyond of the project period has been reached. Availability of sufficient baseline data, data gathering capabilities and data comparison methods/techniques are essential ingredients of project management. The concern of evaluation in crime analysis has been maintaining the integrity of data and analysis techniques and the competence of project personnel in execution of the project management functions. Ongoing monitoring and evaluation has identified instances where reporting and data collection techniques were of questionable accuracy

and validity. Steps have been taken to isolate and identify these transactions under two awarded FY 1975 subgrants which anticipate continuing FY 1976 and FY 1977 program support. Initial experience in reviewing these matters has suggested a tightening of policies governing project operations accompanied by the implementation of data verification procedures.

Use of Results

With regard to the development of special crime attack units in high crime incidence areas of the state, experience is essential in identifying proper deployment and management techniques. Each community setting defines problems common to past experience of other projects. However, each community setting introduces problems unique to itself. The development of special crime attack operations is still a new and substantially unexplored operational tool of law enforcement in Colorado. In this learning experience, experimentation is the state-of-the-art in determining the future development of special crime attack team operations. Technical assistance rendered by the program specialists and the evaluation team of the Division of Criminal Justice will incorporate successful components of funded subgrants into the evaluation design and operational construct of new subgrants as they are brought under the program.

Program 4C: PREVENTION AND REDUCTION OF AGGRAVATED ASSAULT

Impact Upon the Criminal Justice System:

The deployment of resources against the specific crime of aggravated assault served as the major thrust of this program. The protection of lives and personal safety of persons was a first responsibility of this program. Associated with this responsibility was the prevention of aggravated assault through crisis intervention. A major effect of this program involves the increased ability of law enforcement to intervene in and provide counseling services for family crisis situations. The program sought to provide police personnel with special training oriented toward reducing the number of police injuries inflicted during police intervention in family disturbances ... a consequence arising from the peace-keeping authority statutorily vested in the police function.

Impact Upon a Specific Crime Problem:

The thrust of this program was the prevention and reduction of aggravated assault in areas of high incidence in the state. The program sought to generate tactical response by teams of highly trained and motivated law enforcement personnel whose activities were focused upon dealing with the incidence and potential incidence of aggravated assault. Specialized family crisis intervention techniques were utilized. The employment of these

techniques sought to reduce the incidence of assault and violence committed in the home setting by recidivating adult offenders. Through counseling, the subgrant also sought to determine the identifiable factors which precipitate violence and criminal assault in the home setting.

The objectives of the program were reduced by 10% the number of aggravated assaults in selected target areas and to reduce by 10% the number of aggravated assaults committed in the home setting by recidivating adult offenders. The program contemplated continuation support of a subgrant awarded previously to the FY1975 program year. Although the subgrantee forecasted full assumption of the project following this 1975 program year support, the subgrantee accomplished full assumption of the project at the termination of FY1974 funding. Evaluation of the FY1974 project year, as indicated above, was inconclusive. The subgrantee however, was particularly satisfied with the community relations aspect of the project and assumed the costs of continuation.

Support After LEAA Fund Flow Termination:

Full assumption of the subgrant occurred after the FY1974 program year. Subgrantee commitments to assume subgrant activities have materialized on the part of the

local unit of government. This commitment included the assumption of project activities within the ongoing operational structure of the police department.

Description or Evaluation of Problems:

The subgrant continuation contemplated under this program has generated a large volume of operational data. However, as indicated under "Impact" above, the data did not clearly identify impact upon the incidence or prevention of the incidence of aggravated assault as forecasted under the program. Inquiries into this problem indicated a failure to manage the project in terms of the stated objectives. An on-site evaluation was made to determine if additional data was available or could be generated from closer review of project activities. This evaluation revealed that available data was inconclusive as to the impact of the project on the incidence of aggravated assault or the impact upon the incidence of recidivating offenders.

Use of Results:

Available data under the program indicated that there was some question as to ability of the subgrant to meet the aggravated assault incidence reduction as forecasted. This data indicated that there was no discernible difference between the operational effect of the subgrant on aggravated assault in the home setting as compared to that

achieved by normal patrol operations used as a control group. The aforementioned on-site evaluation inquired of this issue concluding that no discernable impact upon aggravated assault incidence was made by the project.

Program 4D: ORGANIZED CRIME

Impact on the Criminal Justice System:

Deployment of investigative and prosecutorial resources against organized crime is the major thrust of this program in seeking to disrupt operation of criminal cartels in the state. Prior to formulation of the organized crime strike force, there existed no unified law enforcement capability sufficient to deal with organized crime on a statewide basis. The utilization of state and local law enforcement resources as a strike force has demonstrated that the concept has merit and is applicable to crime problems experienced in the state. The utilization of investigative and prosecutorial services has been tested under the strike force concept with positive results. The program has attacked organized crime at its management level seeking out key organization members and major conspirators in the cartel structure. Major offenders are the principal targets of strike force activity. Major criminal activities and operations involving considerable investiture of criminal cartel resources have received the attention of the strike force. The pooling and sharing of expertise and resources has made possible a shift of focus from minor to major offenders. More comprehensive and reliable intelligence data has been developed than

was previously possible. Jurisdictional fragmentation has been reduced enabling the strike force to operate in a statewide and a nationwide environment. The strike force has been able to employ highly sophisticated methods of investigation that have been beyond the means of any single local or state level law enforcement agency to muster on its own.

Impact Upon a Specific Crime Problem:

The wide range of criminal activity associated with profit, retribution and threats as pursued by members and associates of criminal cartels must be addressed by law enforcement armed with the most sophisticated skills available. Both legitimate enterprise and government in the state are known to have been infected by criminal cartel activities. Outbreaks of this criminal infection are treated by the most comprehensive and skillful strike force efforts that state and local law enforcement is able to muster. This program has provided the support necessary to generate and maintain the strike force operations. As a result, known numbers of organized crime and the program objectives are provided in the "specific reports - selected projects" portion of this plan (refer to Appendix B - Report on Selected Specific Projects).

Support After LEAA Funds Terminate:

The possibility of strike force continuation after termination of funds flow from this program is assured. Decreasing ratios of federal funds with increasing ratios of state match has been realized, forecasting full assumption of the subgrant generated strike force by state and local resources during FY1978. The concept of council direction and policy control of strike force activities has been tested and found to be questionable due the requirements of the statutes, specifically the provisions of the "Sunshine Act" as interpreted by the Colorado Attorney General. Within this interpretation is contained a requirement that meetings of such a council be open to the public. Consequently, the Council in this open meeting found it difficult to set priorities and receive information related to project activities which if made public, could jeopardize existing and forecasted investigations. As projected in the multi-year components of the FY1975 and FY1976 plans, final phase support of the strike force is contemplated from this FY1977 plan construct.

Description or Evaluation of Problems:

State and local agency commitment to the strike force concept was difficult to establish in the initial stages of project development. Management control of

the program, vested in the Organized Crime Advisory Council, has been in the past, a key mechanism in maintaining a balance of interagency trust and confidence essential in maintaining the flow of intelligence information upon which quality investigation and prosecution is dependent. The slightest imbalance in law enforcement confidence has resulted in infrequent and temporary weakening of strike force efficiency...a problem resolved in the past by re-emphasizing the role of the Council as a policy-setting body and ultimate manager of strike force operations. Recent problems experienced by the "open meeting" requirements of the statutes has weakened the strike force council role in direction of the project. However, as a result of the three years' operational experience of the strike force, state and local agency confidence in the unit has been maintained and continued operation of the strike force without the strong role of a council is possible. Internal physical security of facilities has been addressed by allocation of additional office space. As a consequence, space allocation to particularly sensitive activities and files has been allocated to more secure areas of the building with appropriate limited access controls.

Use of Results:

As the strike force became operational, it was found that project impact had been registered in areas outside the scope of the original focus of strike force operations. This expanded area of focus was found to include such areas of concern as anti-trust, consumer fraud and corruption in business and government. This broadened scope has served to reinforce previous speculation that organized crime has expanded into legitimate areas of the economic and social structure of Colorado. This experience has suggested a need to acquire and develop law enforcement expertise in finance, corporation, business and government matters. The strike force has through experience developed capabilities and insights previously unavailable to law enforcement in the state. This experience is invaluable as a technical assistance tool toward further development of law enforcement capabilities in Colorado and elsewhere in the nation.

Program 4E: CONSUMER FRAUD

Impact on the Criminal Justice System:

The thrust of this program area is to focus upon allegations of possible criminal activity concerning consumer transactions. Implementation of this focus has occurred through the regional consolidation and prosecutorial power through a consumer fraud unit. This permits concentration upon this specific type of criminal activity with a maximum of inter-agency coordination. Its impact upon the system is the achievement of this coordinated effort against this particular type of crime by law enforcement and prosecutorial agencies. It also enables the consumer fraud units to reach through public education, a large audience of consumers who are affected by this type of crime. The end result is a greater capability through the project to resolve complaints. This program provides services of greater impact than would be available to the citizen in pursuing his complaint individually.

Two projects were funded through the 1975 Plan for consumer fraud. The Consumer Affairs Unit is a joint operation of the Larimer and Weld Counties district attorneys, and it has completed one year of operations. The Metro Denver District Attorneys' Consumer Office is a consolidation of Denver, Arapahoe,

Boulder, Jefferson and Adams County district attorneys. The specific operational impacts of these projects on consumer fraud will be discussed below.

Impact on a Specific Crime Problem:

This program area deals with consumer transactions. Consumer fraud of a criminal degree is rather difficult to prove in the vast majority of cases because the actual intent of the defendant is subject to reasonable doubt. This difficulty of proof is reflected in the change of the filing standards of the Denver District Attorney's Office from probable cause to probable conviction. Nevertheless, both projects within this program operate in an effective manner to resolve the bulk of consumer complaints they receive.

The Consumer Affairs Project has a number of objectives relating to the prevention and resolution of consumer complaints. A public education objective was surpassed through extensive publication in various forms (speech, pamphlets, radio and TV) about the issues in consumer affairs, consumer rights and remedies and prevention of fraud. Since its inception, the Project has increased the number of consumer complaints filed by an average of 50 per month, maintaining a rate of approximately 100 per month.

The unit investigates all complaints received (about 1200 annually) and seeks to resolve the dispute. Its efforts netted a recovery of \$164,000 in its first ten months of operation. Criminal charges were filed in 12 cases in the first ten months, but conviction data is not yet available. This project is currently meeting or surpassing all of its objectives.

The Metro Denver Office is a much larger operation, processing an annual caseload of over 7000 complaints. It undertook in its second year of operation, 703 criminal investigations and filed 37 cases. Disposition data for one calendar year (March 74 to March 75) reveals a 55% conviction rate, with 24% negotiated pleas on civil settlements. Each of the complaints received is investigated by the project staff. Total recoveries for consumers in the 1975 calendar year were \$384,000. The project also has a large-scale public education component which operates in a manner similar to that described above. This project is meeting all of its objectives, with the exception of cases filed, which will be discussed under the section of problems below.

Support After LEAA Funding Terminates:

The Metro Denver Project is in its third year of operation, and the Weld - Larimer Project has entered its second year. It is anticipated that they will be continued through local support, based upon project success.

Description or Evaluation of Problems:

The only significant problems in this program area relate to the filing of criminal charges resulting from a consumer complaint and investigation by the projects. This is directly attributable to the difficulty of proving the case in most instances and the relative insignificance of consumer fraud as compared to other crimes. The original objectives of these projects in terms of cases filed are being revised to reflect the reluctance of district attorneys to prosecute. However, this problem area has not demonstrably affected the ability of these projects to resolve the complaints.

Use of Results:

The experiences of these projects are being used to strengthen their operations and to modify their objectives to better reflect the realities of the system.

Program 4-F - NARCOTICS (MAJOR)

Impact Upon the Criminal Justice System:

Pursuant to State Council on Criminal Justice action of December 13, 1974, this program was removed from priority funding. As a consequence, funds were moved from the program category on September 5, 1975.

Program 4-G - LAB ANALYSIS

Impact Upon the Criminal Justice System:

The intent of this category is to provide needed improvements to state crime laboratory capabilities. Forecasted impact on the criminal justice system relates to the reduction and elimination of uncertainty in criminal investigations by supplanting supposition with scientific fact. The applications of scientific discovery with regard to evidence is a key element of the investigative function. The results of scientific analysis of evidence serves as a major ingredient in determination of facts which apply to decisions made in the prosecution and courts functions of the criminal justice process. It is often found that determinations of guilt or innocence are made on the findings reported and presented by the forensic scientist.

Impact Upon a Specific Crime Problem:

Subgrant activity forecast under this program seeks to acquire highly sophisticated laboratory analysis equipment for the state crime laboratory facilities operated by the Colorado Bureau of Investigation. A wide range of criminal investigative matters are supported by services rendered by the laboratory section of the bureau. Under this FY1975 program year, an evaluation

design was formulated which will seek to establish a data base for laboratory analysis as follows:

1) Reason for qualitative/quantitative analysis requests.

2) Internal security and specimen verification.

3) Did the results coincide with the original suspicion or were the results unexpected?

4) In cases where the analysis was used for court presentation, did the analysis affect the case for acquittal, conviction, or have no affect?

5) Was the laboratory response time suitable to the needs of the submitting agency?

6) Did the analysis effect the time interval required to present the case to the District Attorney?

7) Relative effect of analysis on investigation of cases - faster investigation/more thorough or broadened scope of investigation.

Selected items of equipment acquired under this program are presently under evaluation with regard to the aforementioned measures to ascertain the relative impact of analysis on the disposition of criminal investigations. Results of this evaluation are not available at the time of this report due to the lag of data response regarding dispositions of criminal investigations at the state and local level.

Support After LEAA Funds Flow Termination:

As noted in the Annual Action Program and the multi-year projections of the plan submission (see Chapter V - Criminal Investigation and the Program III-D) - Criminal Investigation and Laboratory Services of the Multi-Year Forecast), continued support for upgrading of state level laboratory resources is contemplated. Previous year's experience has clearly demonstrated a reluctance upon the part of the legislature to assume the greater burden of support in acquisition of improved equipment systems and capabilities. Continued efforts will be made to develop legislative appreciation for the need to assume this ongoing burden of keeping the state crime laboratory current with developments in the forensic sciences.

Description or Evaluating of Problems:

As previously indicated, state appropriation in support of crime laboratory development has not assumed a proportionately greater share of costs in acquisition of needed equipment. This program deals with a dilemma in which judgments must be made regarding the choice between termination of ongoing support and the continued provision of needed laboratory equipment improvements.

Evaluation of laboratory services impact on the crime investigation function has yet to be measured under the program. The evaluation of this FY1975 program year will seek to gain insight into the relative value of the crime laboratory operation as its equipment inventory is expanded as well as seek to weigh the value of the increased service capabilities thus provided. This evaluation is forthcoming.

Use of Results:

The aforementioned evaluation component of the forecasted subgrant will seek to establish impact upon the criminal investigative function. This impact will be measured against the program objective which seeks to (1) provide law enforcement agencies with forensic services and (2) improve the use of evidence in charging criminal cases. As these impacts are more carefully defined, it is hoped that sufficient justification for increased state support of crime laboratory development will be gained.

Program 4H: MANPOWER CONSOLIDATION

Impact on the Criminal Justice System:

This program was designed to provide human resources to small rural law enforcement agencies. The increase in resources will increase services to approach 24-hour per day service availability and also allow personnel to attend training courses. In addition, consolidation of agencies on and/or services is to be provided.

Impact on Specific Crime Problems:

This program was not directed at any specific crime problem but is meant to improve all types of police service. The provisions of Public Law 93-83 Sec. 303 (a)-(6) and the Colorado Revised Statutes 13-34-6(2) seek to encourage the consolidation of resources among law enforcement agencies recognizing the defects in present service levels that are inadequate, inefficient and often duplicative of services available in the surrounding or contiguous areas. Two subgrants were supported by this program during the FY1975 program year. One project continued a county-wide upgrade of investigative services in the 6th Judicial District (Region 10). Under this subgrant, inservice training is provided to local law enforcement personnel. Investigative activity to date of this report has included the assistance to local law

enforcement agencies in the investigation of 37 felony and serious misdemeanor cases. The impact of this project assistance in those cases are presently pending disposition in the Court process.

A second subgrant under the program was provided to the town of Mount Crested Butte, a major ski area in Region 10. This subgrant provided for county resident deputy services in the town and surrounding areas. This project served as a viable alternative to attempts at developing adequate law enforcement in the town which otherwise would have been inadequate due to the lack of resources to provide 24-hour per day services.

Support After LEAA:

Numerous operational problems exist in this area and only limited interest in solving them through consolidation has been shown by local units of government. These problems coupled with statutory and constitutional restrictions regarding intergovernmental relations, local government organization and alternative delivery systems means that limited funding alternatives remain available to local units of government. This program was not included in the 1976 Plan.

Description or Evaluation of Problems:

This program by its very emphasis has built-in problems. A major one is that of pulling local units

of government together to seek alternatives to present delivery systems. The desire on the part of local units of government to maintain local autonomy is thus viewed to conflict with the concepts of consolidation and sharing of local law enforcement operations and support services. This question of local autonomy is extremely important in maintaining local control of law enforcement services to insure that law enforcement remains responsive to community needs.

Use of Results

It is understood that positive results will be made available to other smaller units of government. Negative results with recommendations are provided to local units of government and where indicated, legislative changes are provided to local units of government and suggested to the general assembly. Experience under the program has demonstrated the value of contractual relationships between units of local government to insure that levels of services and mutual obligations are defined, clearly understood, and executed to the mutual satisfaction of the participating units of government.

Category IV - Diversion

This functional category in the 1976 State Plan incorporates projects contained in the following program areas in the 1975 State Plan; Category 8-A and Category 7-B (juvenile).

7B - Juvenile Diversion

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	508,605	56,512	565,117
Actual	412,685	45,854	458,539

8A - Adult Diversion

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	499,360	55,484	554,844
Actual	458,316	50,924	509,240

Category Goals:

Because the diversion program was part of a larger overall program area in the 1975 State Plan those program goals do not specifically address diversion in the same context as it is addressed in subsequent years' plans. However, the following goal for juveniles is an example of the general thrust of diversion, and reference should be made to the goals contained in the 1977 State Plan in Category IV.

To reduce the number of youths entering the traditional juvenile justice system by increasing the participation of local communities in the planning and implementation of programs designed to meet their priorities.

Program 7B - JUVENILE DIVERSION

Impact on Criminal Justice System

Diversion of appropriate cases from the formal adjudication process impacts upon police, courts and correctional agencies in that it reduces the formal caseloads of these agencies while developing alternative facilities and procedures to handle divertees. Diversion often involves more intensive diagnosis and counseling than is available in the traditional system. The impact on the traditional criminal justice system may be summarized as the creation of a parallel system dealing with diverted juveniles, resulting in a decrease in the caseload of the traditional system while sustaining the parallel treatment--oriented diversion subsystem. A description of the various projects dealing with juvenile diversion in the 1975 State Plan follows.

The Community Liason Project in Grand Junction is comprised of two police personnel, a school resource officer and a community liason officer. They work in the schools and community to develop a better understanding of public safety and the functions of the police department. The main objective of the project is to reduce the juvenile delinquency filings by 25% over a three year period. This project is in its first year of operation.

The District Attorney's Diversion Program in El Paso County is designed to direct first time, non-violent juvenile offenders from the formal juvenile system. A treatment plan is developed for each individual for a six to twelve month period. Successful completion of the program results in the charges being dismissed by the district attorney. The objectives of the recently completed first year of operation, and the project's performance, are as follows: to divert 500 juvenile delinquency cases (328 cases were diverted over a 9 month period); to maintain a rearrest rate of 10% of clients (5.4% over a 9 month period); to collect at least \$5,000 in restitution from clients to be returned to victims (\$5,400 was collected over a 9 month period) as a result of the project, the back-log of case is minimal and processing time is now about 6 weeks, compared to 4 months, when the project began. There has been a decrease in the filing rate for delinquency cases of 27%.

Project Interface was designed to provide personal counseling, job preparation, specialized education and programs of recreation for 60-80 female offenders between the ages of 10-18. The project failed to obtain its objectives, and this is discussed further in the section on problems below.

The Juvenile Specialist Program in the Boulder County is composed of four juvenile specialists (two in the police department and two in the sheriff's department). The project is directed toward preventing delinquency and diversion of juveniles from the formal systems. In its third and final year of operation under LEAA funds, the number of court filings for juvenile delinquency decreased by 30%, meeting its objective.

The Youth Advocacy Program in Durango was composed of three youth advocates who acted as a liason between law enforcement agencies and community resources, with the objective of diverting 50% of the youths from the system. Other objectives related to non-criminal justice areas and were felt to be unappropriate for continued LEAA funding. Consequently this project was not continued past its first year.

The Police-School Liason Program in Montrose County consists of one youth office in the sheriff's department. The program offers counseling and education to referred youths in local schools who have demonstrated delinquent behavior. This project is presently being restructured to better relate to criminal justice objectives.

The Pueblo Youth Service Bureau operates to diagnosis juvenile referrals from police, schools, courts and the

Social Services Department. These youths are then referred to appropriate local social service agencies through the project for counseling and treatment. The project also coordinates various youth service agencies in the area, in the development and delivery of services. The project objective to serve a total of 300 juveniles was not completely met, as about 235 youths were processed during the third and final year of LEAA funding.

Impact on a Specific Crime Problem

The specific crime problem addressed in this program area is juvenile delinquency. The impact of each project with an objective dealing with juvenile crime will be discussed below.

The District Attorney's Diversion Program in El Paso County had an objective of a recidivism rate of 10% or less for project clients. Based upon nine months of operation, 14 of 257 divertees had been rearrested, for a rate of 5.4%.

Project Interface had an objective of reducing the rearrest rate of clients by 20% for impact crimes, and 30% for non-impact crimes. Due to administrative problems relating to intake and referrals, the client population was largely non-criminal justice and rearrest rates were not felt to be meaningful. This

project has not been continued after its first year.

The Community Liason Program in Grand Junction had an objective of reducing juvenile crime by 25% over a three year period. The data received from the project indicates a reduction of crime in areas of robbery and burglary, but this is not specifically broken down to deal with juvenile crime. This project is presently being restructured before applying for second year funding.

Support After LEAA Funding Terminates

Project Interface and the Youth Advocate Program have been terminated after one year of LEAA funding. The Pueblo Youth Service Bureau and the Juvenile Specialist Program have been continued by the respected local units of government after completion of their third year of LEAA funding. The remaining projects are anticipated to be continued upon completion of three years of LEAA funding, subject to evaluation results.

Description and Evaluation of Problems

One pervasive administrative problem in this program area is the referral and intake system of diversion projects. A number of projects operated outside permissible guideline relating to the criminal justice

background of referred clients, and were either modified to conform or were informed of their ineligibility for future LEAA funding. This problem relates to the police and community diversion projects, but not the district attorney's project. Through technical assistance, this problem is being addressed on a continuing basis, and future operations will conform to standard requirements. Poor management was also a contribution factor in one of the two projects which terminated after one year.

Use of Results

The experiences in this program area, especially the negative areas dealing with administrative failures, are used to revise existing projects, to offer technical assistance and as a basis for development of new projects.

Program 8A - DIVERSIONS FROM INSTITUTIONAL CONFINEMENT

Impact on Criminal Justice System

The discussion of 1975 State Plan, Category 8A is limited here to the adult diversion project contained therein. The overall project objective is to divert adult offenders from the adjudication process. As such, project operations impact upon the caseloads of prosecution, defense, judges and probation. The Adult Diversion Project in Jefferson County demonstrates this in its just six months of operation.

The project is designed to use community resources in alleviating the problems of selected adult offenders. Offenders are screened prior to preliminary hearing based upon objective criteria for eligibility to enter the project. Clients are placed upon deferred prosecution status for one year pending successful completion of project requirements. The effect of the deferred prosecution status is to suspend prosecution, thus effectively eliminating the case from the caseloads of prosecution, defense and the court. A total of 480 project clients are anticipated to be eliminated from the formal caseloads in this manner, with an objective of 80% of these successfully terminated after one year. Upon successful termination, the client's original charges are dropped by the district attorney.

Concentration in terms of selection of clients will be placed upon the crimes of burglary, larceny and auto theft, the most prevalent crimes in the county.

The net effect of the project on the system will be to reduce formal court caseloads and to deal with underlying social causes of criminal behavior of the project's clients.

Impact on a Specific Crime Problem

As mentioned above, concentration will be placed upon the crime of burglary, larceny and auto theft. The project objective will be to reduce the rate to 25% or less for those clients completing the first year. In its first six months of operations, 11% of the project's clients have been rearrested. However, since the project has not completed one year, data on rearrest rates must await the passage of time. It is anticipated that the project will impact upon the crimes mentioned above, in that its experience has indicated a short term success.

Support After LEAA Funding Terminates

The Adult Diversion Program has two more years of LEAA funding eligibility, at which time it is anticipated that the Jefferson County District Attorney will incorporate this project into its operations.

Description or Evaluation of Problems

In its first three months the project experienced problems relating to its monthly intake of clients. It failed to receive the objective rate of 40 per month. The cause was the initial reluctance of deputy district attorneys to refer appropriate cases. The problem has since been resolved with the institution of a system of screening based upon objective criteria early in the process. This system has resulted in attainment of the objective thereafter.

No other significant operational problems have surfaced in the first six months, and the project appears to be quite well managed.

Use of Results

The experiences of this project in its just six months are being used to provide technical assistance, to modify project objectives and is a basis for development of projects in other jurisdictions.

Category V - System Entry

This functional category in the 1976 State Plan incorporates projects contained in the 1975 State Plan in the following program areas: Category 8-A (Diversion) and 7-C (Juvenile Corrections).

8-A Diversion

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	499,360	55,484	554,844
Actual	458,316	50,924	509,240

7-C Juvenile Corrections

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	732,092	81,344	813,436
Actual	572,660	63,629	636,289

Category Goals:

Due to the fact that the 1975 State Plan programs dealing with system entry were located in diverse program areas, goals applicable to this program area are not readily available from that year's Plan. However, reference should be made to the goals contained in the FY 1977 Plan herein dealing with system entry.

Program 8A - DIVERSION - the courts perspective
Impact upon the Criminal Justice System

The Pretrial Services Program (PTSP) is the sole project funded within this program area that deals with pretrial release. It operates in the City and County of Denver.

The PTSP focuses on all adults arrested on felony matters in the Second Judicial District. The staff provide investigation and informational services to the County Court and the District Court for use as background information for bond decision-making. The program staff make recommendations for release on personal recognizance bonds (PR bonds) and 10% cash deposit bail for qualified individuals. The program is also responsible for the supervision of all persons released in the County Court and the District Court on personal recognizance bonds, on 10% cash deposit bail when supervision is ordered and on property or surety bonds when supervision is ordered.

The Pretrial Services Program has been in operation since November, 1974 with split sponsorship of the City and County of Denver and the State Judicial Department. Three probation officers are on loan from the State of Colorado through the Denver District Court Probation Department.

The target population of the program is all adults arrested on felony matters. The services provided by the PTSP are :

a) To provide background information on felony arrestees for use in all bond decision-making.

b) To prepare a verified bond information report to be placed in the court jacket of each defendant for use at all bond reduction hearings subsequent to the first advisement of rights.

c) To make recommendations for qualified individuals for release on personal recognizance bonds and 10% cash deposit bonds.

d) To increase the percentage of persons released on personal recognizance bonds and 10% cash deposit bonds.

e) To provide supervision services addressed to the needs of clients, mainly in the areas of education and employment, prior to case disposition.

Release on personal recognizance now takes place at the first advisement of rights, within 24 hours of arrest. Bond reduction hearings are held concurrently with the second advisement of rights, five to six days following arrest, thereby eliminating lengthy delays due to special bond reduction hearings. The time span to preliminary hearings has been reduced by

24 days. Approximately 52% of persons advised are released on PR or allowed 10% cash deposit bail while the provision of effective supervision services has kept the failure-to-appear rate and the rearrest rate at the same level or lower than the baseline.

An outline of the operation of the PTSP follows:

Interview: Every person arrested in Denver on a felony matter is contacted by a Deputy Sheriff Specialist I for a bond investigation interview. This questioning takes place at the end of the book-in process at the Denver City Jail. The questionnaire was designed to obtain background information on each individual in regard to length of residence in Denver, family ties in the community, employment history, and prior criminal record.

The use of Deputy Sheriff Specialists I is a unique system. Most projects which make recommendations for release on personal recognizance use law students or non-uniformed personnel as interviewers. It was anticipated that some arrestees would resist giving detailed information to the uniformed interviewer. Approximately 7% of all persons contacted do not wish to complete the bond investigation questionnaires.

Verification: Verification and recommendations are completed by four project verifiers who are also case supervisors. The information on the questionnaire is verified by making telephone calls to those persons listed on references on the interview forms--family members, employers, and friends. The police record is scanned for details of prior convictions, and the current status of pending matters is noted. If the arrestee is on probation or parole, the supervising officer is contacted for additional information.

After the questionnaire is verified, points are assigned to correlate with the verified information. When the verification is complete, it is presented in a report to the Court at the first advisement of rights. Copies of the verified questionnaire and the report are sent to the Office of the Public Defender and the District Attorney.

Verification is not completed for all questionnaires. Approximately 50% of all persons arrested on felony matters have their charges reduced to misdemeanors or charges dropped prior to the first advisement of rights. To avoid processing questionnaires for persons who would never be advised, the verification takes place only for those questionnaires of persons known to be set for advisement.

Recommendation at First Advisement of Rights: A PTSP court representative is present at all scheduled first advisements of rights. As each individual is advised, the representative presents a copy of the narrative recommendation report to the judge. The reports recommend either for or against release on personal recognizance or for release on 10% cash deposit bond with supervision. On the basis of the report, the judge grants release on personal recognizance, reduces the amount set in the bond schedule, allows a 10% cash deposit bond, verifies the bond amount as set, or, on occasion, increases the amount.

Those persons granted a personal recognizance bond at the first advisement of rights are released from the City Jail, unless other charges or detainers are pending--generally unpaid traffic fines.

The first advisement of rights has become the most important hearing for release of persons on personal recognizance. The release is effected within two hours to two days after arrest. Prior to PTSP operation, a total of 15% of all persons advised were granted release on personal recognizance between arrest and the case disposition in District Court. Currently, 20% of persons advised are released on personal recognizance bonds at the first advisement of rights with

an additional 17% being granted release on personal recognizance at bond reduction hearings, preliminary hearings and in the District Court.

10% Cash Deposit Bonds: The PTSP has developed criteria for making recommendations for allowing 10% cash deposit bonds.

When a personal recognizance bond or a 10% cash deposit bond is granted at the first advisement of rights, the PTSP Court Representative hands the individual a card explaining that a personal appearance must be made at the PTSP offices within 24 hours of release for intake and supervision purposes.

The PTSP process of re-evaluating the reports prior to the second advisement of rights has identified additional qualified individuals for release on personal recognizance or 10% cash deposit bail.. This results from a change between the charges under investigation at first advisement of rights and the charges filed by the District Attorney. Also, additional information may be verified.

The PTSP makes these recommendations at the bond reduction hearing. In addition, personal recognizance bonds are granted at the second advisement of rights/bond reduction hearings against the recommendation of the PTSP. Personal recognizance bonds also have been granted

due to the 72-Hour Rule--resulting from no charges being filed during the time limit.

SUPERVISION:

The PTSP Supervision Unit is composed of five probation officers. Four of the officers are responsible for the daily verification and report activities of the program. In addition, each officer carries a caseload of persons released and placed under the supervision of the PTSP. The average caseload at the end of April, 1976 was 75 individuals. One probation officer is assigned to administrative duties tracking persons between release on personal recognizance and appearance at the PTSP offices. Also, this officer keeps track of which persons, allowed to post 10% cash deposit bail, have been released and should call at the PTSP offices. This officer is also responsible for tracking case dispositions--generally those cases with no charges filed, charges reduced to misdemeanor, and, rarely, failure-to-appear for those clients who have not appeared at the PTSP offices. At the end of April, this officer carried a supervision caseload of 76 clients as well as a pending caseload of 24 clients. This officer also handles the administrative transfer for persons granted personal recognizance bonds on probation or parole violation matters.

All Supervision Unit personnel act as the PTSP Court Representative. A schedule has been adopted whereby each officer is in court two or three times each week.

The Supervision Unit is responsible for all persons released on personal recognizance or 10% cash deposit bonds with supervision, including the initial processing of personal recognizance bonds granted on parole or probation matters. Persons posting cash or property bonds have been ordered under the supervision of the PTSP.

The length of time under supervision ranges between a few hours (in cases where charges are dropped) to one year, or longer. The average time span is between 60 and 90 days.

The past progress of this project can best be demonstrated through an evaluation of its stated program objectives. The following in-house evaluation of Pretrial Services Program (PTSP) operations includes the six-month period November 1, 1975 to April 30, 1976. The data is drawn from the two PTSP case tracking systems, County Court and District Court dockets and court files.

OPERATIONAL OBJECTIVES:

Objective 1: To conduct bond investigation interviews for all adult felony arrestees. The interview rate of 97.0% of persons arrested will be maintained.

Results: During the six months of this evaluation, 3060 persons of the 3103 arrested on felony matters were contacted for the purposes of the bond investigation interview, a rate of 98.6%.

Objective 2: To verify information given on the bond investigation questionnaire and to have a narrative report making recommendations for release on personal recognizance or 10% cash deposit bonding with supervision completed and delivered to the County Court Judge prior to the first advisement of rights for 70% of persons advised.

Results: There were 1557 first advisements of rights held in the County Court during the evaluation period. The PTSP had 1246 completed narrative recommendation reports, for a rate of 80%. An additional 184 reports were completed within eight hours of the first advisement of rights. The total of reports completed represents 91.8% of persons advised in County Court.

Objective 3: To have narrative reports updated, police records attached and the required offense reports available for the second advisement of rights/bond reduction hearing in County Court for 95% of persons incarcerated and requesting a bond reduction hearing.

Results: During the evaluation period, there were 530 bond reduction hearings held for persons incarcerated at the time of the second advisement of rights. PTSP narrative recommendation reports were available for 525 persons, a rate of 99.1%. No reports were available for

persons currently incarcerated in the Colorado State Reformatory or the Colorado State Penitentiary and for whom new charges were filed.

Objective 4: By providing report services to the Court, the time elapsed between arrest and release on a Pretrial Services recommended personal recognizance bond will be maintained at a rate less than two days. Release on a personal recognizance bond at a bond reduction hearing will be maintained at a level below 7.5 days. Base data for recommending release on Pretrial Services recommended 10% cash deposit bonds will be collected.

Results:

a) The average length of time between the date of arrest and release on a personal recognizance bond for persons receiving PTSP recommendations is 1.3 days.

b) The average length of time between the date of arrest and release on a personal recognizance bond recommended by the detective was 0.8 day.

c) The average length of time between the date of arrest and the bond reduction hearing is 5.8 days.

d) The average length of time between the date of arrest and release on a personal recognizance bond at a second advisement/bond reduction hearing is 6.0 days.

e) The average length of time between arrest and an order for 10% cash deposit bond is 1.3 days.

f) The length of time between arrest and release on a 10% cash deposit bond recommended by the PTSP varies

between one day and three months for those persons who are unable to post the bond or who have other charges or detainers pending and are not able to post bond for all charges prior to case disposition.

Objective 5: To increase the percentage of felony arrestees released on personal recognizance bonds in the County Court to 25% of persons advised. The rate of special release will be tracked.

Results: There were 515 persons released on personal recognizance bonds during the evaluation period, representing 33.1% of persons advised on felony matters in the County Court.

Objective 6: To refer a minimum of 50 clients per month to community agencies providing drug, alcohol, family counseling and educational services prior to case disposition.

Results: During the six month period, 216 persons were referred to 325 community agencies. Of this number, 160 were enrolled in ongoing programs. This is a rate of 74.1% of persons referred to community agencies.

Objective 7: To refer 10 clients per month to employment agencies and in cooperation with the Denver Manpower Administration of the City and County of Denver to obtain employment and/or job training for five clients each month.

Results: During the evaluation period, 245 clients under supervision were determined to be in need of employment, job training or additional job-related education.

Objective 8: To follow up the disposition or termination of cases of clients under supervision in order to test the proposition that those persons released under supervision and enrolled in special programs are diverted from incarceration in state and local institutions more frequently than those persons who are detained during the entire pretrial period.

There have been 555 persons released on personal recognizance upon the recommendation of the PTSP. Of this number, 121 are currently active in the caseload. Selected groups of case dispositions for those terminated are compared with the non-PTSP recommended releasees as follows:

	<u>PTSP</u>	<u>NON-PTSP</u>
No charges filed or reduced to misdemeanor prior to felony filing	6.5%	4.1%
Diverted from the court system:		
D.A. diverted filing, Deferred Prosecution, Deferred Judgment	21.6%	14.8%
Receive Probation	23.4%	21.9%
Fine or misdemeanor sentence in County Jail	1.8%	4.2%
Incarcerated CSP/CSR, Department of Corrections	1.6%	4.8%

It can be concluded that those persons who are identified by the PTSP as eligible for release on personal recognizance also have been diverted from incarceration.

In summary, it can be seen that this project impacts upon many components of the criminal justice system in a beneficial manner, and that its operations can be termed successful.

Impact upon a Specific Crime Problem:

A number of project objectives pertain to specific crime problems and are presented below.

Objective 1: To reduce and maintain the rearrest rate for clients under supervision to 3%.
(A.D.A.C.C. sample of approximately 200 PR cases in District Court indicated a baseline rate of 6%.)

Results: The rearrest rate is calculated by counting those persons who have been released on personal recognizance bonds or are released with 10% cash deposit bonds who have been ordered under the supervision of the PTSP. If these clients are arrested, the charges must be filed either as a felony, a misdemeanor or a city ordinance violation to be counted as a rearrest.

The rearrest rate is calculated by dividing the number of individuals arrested with charges filed by the total number of individuals released to the program.

The PTSP has recommended release for 555 individuals on PR bonds. Of this number, 32 have been rearrested with charges filed for a rearrest rate of 5.8%. To date, no individual recommended for a 10% cash deposit bond by the PTSP has been rearrested.

The cumulative rearrest rate for all releasees, PTSP recommended PR bonds, other PR bonds and 10% cash deposit bail is 5.1%.

The 5.1% cumulative rearrest rate for all persons released on personal recognizance bonds and 10% cash deposit bonds represents a 15% reduction in the rearrest rate from the baseline of 6%.

Objective 2: To reduce the failure-to-appear rate of Pretrial Services clients from the baseline of 8% to 4%.

Results: A failure-to-appear is defined as a willful absence from a court appearance and the individual cannot be located or if located and returned to court, the PR bond is revoked on the basis of the failure-to-appear and an additional bond is ordered.

The failure-to-appear rate for PTSP recommended PR releasees is 5.4%. There have been no failures-to-appear for persons recommended for 10% cash deposit bail by the PTSP.

The reduction in the failure-to-appear rate from 8% to 5.4% represents a 32.5% reduction from the baseline. When all persons who are under the supervision of the PTSP are combined, the failure-to-appear rate is 7.8% which is below the baseline of 8% established by the D.A.C.C.

The failure-to-appear rate indicates that with the increase of persons released on PR and 10% cash deposit bail from 27% to 52%, the failure to appear rate has remained constant.

As can be seen from this data, the project has had a positive effect upon the two crime areas targeted. The objectives may be unrealistic, but continuing evaluation will document project impact, it should be noted however that the primary thrust of the program is to maximize pretrial release, and the above data demonstrates that community safety and systems efficiency are not sacrificed.

Support after LEAA Funds Terminate:

The pretrial project will terminate its reliance upon LEAA funding in January, 1978, and is anticipated to be sustained by the City and County of Denver thereafter. (But see discussion below regarding this.)

Description or Evaluation of Problems:

There have been problems generated during the initial grant period due to the success of the program in meeting the objectives of impacting a large proportion of persons arrested on felony matters. The number of persons released and placed under PTSP supervision was greater than anticipated during the initial grant planning process. There have been staff shortages and overload in the Supervision Unit. Caseloads for four supervision officers (who also make bond investigations and release recommendations) currently average 75 clients each month with a 70% turn-over rate.

The shortage of staff is a direct result of the success of the program in identifying and recommending for release those persons qualified for personal recognizance and 10% cash deposit bonds, approximately 52% of persons advised on felony matters in the County Court.

The major problem area faced by the PTSP and the County Court of the City and County of Denver is the prospect of the discontinuance of the services provided by the PTSP.

Funding from the City and County of Denver is presently being pursued for matching funds for the project's third year of operation. The prospect of discontinuance, in spite of project concern, is not likely, due to tremendous support from all segments of the system.

Discontinued operation would mean an immediate return to the prior system of no information available for bond decision-making at the first advisement of rights, thereby eliminating release on personal recognizance and decision-making for 10% cash deposit bail. The third hearing for a bond reduction would have to be reinstated. The administrative work currently carried by the PTSP would thereby be returned to the Office of the Clerk of the County Court.

Problem Areas:

1) Supervision caseloads which approach 75 clients at the end of each month with a turn-over of approximately 70% each month.

Prior to the operation of the PTSP, one officer in the Adult Probation Department was responsible for the supervision of a monthly personal recognizance bond caseload of 150 clients. At the close of April, 1976, four supervisors have a combined caseload of approximately 375 active clients. The increase in the numbers of persons under supervision is a direct result of the recommendation activities of the program in the area of personal recognizance bonding and 10% cash deposit bonding. The program has experimented with various methods of supervision.

The length of time under supervision varies from several hours to two years, with an average of three months. Thus, each month the turnover in the caseload and the required administrative reporting to the program and the State of Colorado means the supervisors are unable to provide the intensive supervision as envisioned in the initial grant. Intensive supervision implies a maximum of 50 clients per supervisor. The current caseload averages 75 clients.

The PTSP staff anticipate that the average monthly caseload per officer will increase to over 100 prior to June 1, 1976. This is the result of a change made in bonding procedures in the City and County of Denver in May, 1976.

The District Attorney, Dale Tooley, introduced a proposal to allow 10% cash deposit bail for most persons arrested on felony matters in the jurisdiction, and will automatically accept the Court's decision on personal recognizance bonds and 10% cash deposit bail. Previous to this time, approximately 12% of persons arrested on felony matters were allowed 10% cash deposit bonds. It is now anticipated that approximately 39% of individuals advised will receive personal recognizance bonds and that 50% of persons advised will be allowed to post 10% cash deposit bonds with the remainder electing to post property or surety bonds through a professional bondsman or remain incarcerated with high bonds or no bail allowed. The result will be that 85-90% of persons advised will be ordered to the PTSP offices for supervision. The average number of persons advised monthly is 260 persons; therefore, PTSP can expect an intake of approximately 200 clients monthly. The current monthly intake is approximately 100 cases.

The caseload will approach 600 by the end of the current grant period.

There are several possible solutions to this problem:

1) The addition of supervision personnel, thereby reducing the average size of each officer's caseload.

2) Identification of persons who do not require supervision and termination of these persons from the caseload.

3) Discard the concept of intensive supervision in favor of marginal supervision. All clients would receive letter notification of court dates. Only those with readily identifiable problems in areas of drug and alcohol abuse, education, job training, or employment would remain under active supervision.

2) Lack of well-developed community resources for use by PTSP clients which provide job training and employment opportunities.

The problem of providing educational, job training and employment opportunities has been a common theme both prior to the operation of the PTSP and afterwards. Prior to grant operation, the officer supervising persons released on personal recognizance felt there was a need to provide such opportunities for clients.

The PTSP used community agencies, basically the Career Service Authority, the Colorado State Employment Office, Freedom House and the Inter-governmental Job

Information Center as sources for employment of PTSP clients.

The PTSP also signed a contract with the Denver Manpower Administration which agreed to provide job training slots for PTSP clients who matched the requirements of the Manpower Grant. The program has accepted 16 PTSP clients during the six months the contract has been in effect. The PTSP clients often fail to meet the Manpower guidelines due to their residence outside the Denver area, or they had incomes too high for consideration, were living with parents, or were not interested in job training with employment several months or perhaps years away. Often, if charges were dropped, the Manpower Administration determined the client was no longer eligible for services.

To meet the problem of having immediate employment services available for PTSP clients, an agreement was made with Employ-Ex., Inc. to accept PTSP clients who were eligible for services under the Manpower guidelines. Employ-Ex., Inc. will now act as a screening agency to determine if PTSP clients who are unemployed or underemployed are eligible for referral to the Manpower training program or would benefit from immediate job placement in the community.

There are several difficulties in making job placements. Of largest importance is the high unemployment level in the general community and the scarcity of non-skilled or semi-skilled level positions. Second, many employers are reluctant to accept employees who have felony cases pending, even though the release on personal recognizance of supervision would indicate the case is more likely to end in Probation, Deferred Judgment or Deferred Prosecution. The experience of Employ-Ex., Inc, in working with Denver firms is expected to assist PTSP in the solution of the immediate employment needs of PTSP clients.

The PTSP has had success in placing its clients in the Offender Education Program at the Community College of Denver. Also, clients are enrolled in G.E.D. programs offered in local educational institutions.

Use of Results:

The experiences of PTSP are presently being used to develop pretrial release projects in other jurisdictions. They are also being used to monitor the problem areas previously discussed, with a view toward alleviating any dysfunctional situation. The problem of future funding is presently one of a political nature.

Program 7C - JUVENILE CORRECTIONS

Impact upon the Criminal Justice System

The portion of 7-C, Juvenile Corrections, dealt with here concerns juvenile detention and shelter care.

The thrust of this project is to provide shelter care facilities for status offenders and other juveniles not in need of secure detention, consistent with LEAA guidelines relating to deinstitutionalization. The criminal justice system is impacted in that these shelter care facilities accommodate persons who would, in most cases, be placed in local or regional jail facilities. This affects the jail populations and reduces administrative and social problems associated with pretrial detention of juveniles with adults.

Two projects were funded in this program category in the 1975 plan. C House, serves Fremont, Chaffee, Lake and Custer Counties and is located in Canon City. It is a professionally staffed eight-bed short term care facility which provides twenty-four hour counseling, supervision and crisis intervention to juveniles. Referrals originate from law enforcement agencies as well as public social services units. The project objectives include: providing shelter care for two hundred and fifty juveniles during the project period; providing crises intervention services to one hundred

and fifty juveniles; reducing the number of juveniles sent to detention centers outside the jurisdiction by sixty percent; providing a shelter care facility to be utilized by four counties and five municipalities during the project period. These objectives are being met, with the exception of the first, which will be discussed in the section on problems below. The system impact is as follows: elimination of juveniles from detention in the regional jail; supplementation of counseling services available from existing social service agencies; community treatment and referral; and the development of specialized skills in the field of juveniles within the region.

Howe House serves Arapahoe County and provides alternative housing conditions for appropriate juveniles who are not in need of secure detention. Prior to its existence, all juveniles were placed in one of two secure detention facilities. Howe House is a twelve bed shelter care facility with an overall program including preliminary eligibility screening, interval counseling and diagnosis, educational evaluation and remedial capabilities. Its diagnosis and counseling operations are a cooperative effort with local social service agencies. Medical, psychological, psychiatric and social assessments are conducted with parental approval

in cooperation with local agencies. The maximum length of residence is sixty days. Its objectives include the following: to provide a shelter facility for status offenders and juveniles who should not be placed in a detention facility; to provide counseling services to residents; to provide shelter to 60% of the status offenders and 20% of the delinquents referred to the secure detention facility; to reduce the return rate of status offenders to the secure detention facility; to reduce the number of status offenders and delinquents committed to the Dept. of Institutions from Arapahoe County; and to reduce the number of juveniles from Arapahoe being held in other regional facilities. The objectives relating to the residential and counseling functions have been met during the project's first six months. Those dealing with reductions of commitments have not been met and will be discussed in the problems section below.

In terms of system impact, Howe House has, in its first six months, provided shelter and services to 92 juveniles. It has relieved the personnel of the secure detention facility and local police departments of significant transportation time previously spent in the absence of this project. Also it supplements probation services and other agencies.

Impact upon a Specific Crime Problem:

Although this program category does not specifically address crime problems, but rather provides shelter, it does indirectly impact on status offenses and juvenile delinquency through the counseling components of each project. Since no objectives of C House relate to future behavior of clients, no data is available on that topic. Howe House's objectives do include objectives related to future behavior. Two of seventeen status offenders were returned to Howe House after release, for subsequent acts, meeting the objective of 11% or less return rate. Twelve of forty-eight delinquents were returned to detention, meeting that objective of 25% or less return rate for former clients. The objective of a 2% reduction in the number of youths from the county committee to the Dept. of Institutions was not met, as there was an increase of 64% in the second quarter of the calendar year 1976.

Support after LEAA Funding Terminates:

Both projects are currently in their first year of LEAA funding. It is anticipated that the respective local jurisdictions will continue their operations after the third year based upon evaluation results.

Description or Evaluation of Problems:

Administrative problems in project start-up have

been experienced by both projects. The significant problem is one of developing cooperative working relationships with other involved social service agencies, especially probation, and law enforcement agencies. The problems appear in referral and intake rates, which are below projected levels. However, since both projects are young, it is anticipated that these problems will be resolved.

The problems encountered by Howe House in terms of affecting the level of juvenile commitments to the Dept. of Institutions from that county would appear to be one of their inability to directly affect this problem. Except with their own clients, the project cannot be held accountable for the commitment rate and thus this objective will be modified to relate to project clients only.

Use of Results:

The experiences of these projects in their first six months of operation are being used to offer technical assistance and to modify project objectives, as well as to develop new projects in other jurisdictions.

Category VI - Casebuilding

Programs 6-A (Prosecution Administration) and 6-B (Public Defender) comprised the operational portion of Functional Category 6 in the 1975 State Plan (Courts, Prosecution, Defense). These two program areas have been incorporated into the 1976 State Plan under Functional Category VI, Casebuilding. They correlate to 1976 Program VI-A - Prosecution: Adult, and VI-C - Defense: Adult. Additionally, two program areas dealing with juveniles were incorporated into Category VI in the 1976 State Plan: VI-B - Prosecution: Juvenile, and VI-D - Defense: Juvenile. The latter was contained as part of Program 7-B in the 1975 State Plan.

Category 6

6A - Prosecution Administration and Interns

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	37,554	4,173	41,727
Actual	37,554	4,173	41,727

6B - Public Defender Intern Program

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	22,500	2,500	25,000
Actual	22,500	2,500	25,000

Category 7

7B - Juvenile Diversion

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	508,605	56,512	565,177
Actual	412,685	45,854	458,539

Category Goals:

To provide a forum for the just resolution of conflict and the speedy, impartial adjudication of criminality between citizens and the state.

To effectively protect the public interest against criminal behavior by prosecuting and convicting suspected criminals.

To provide legal services for the defense of all indigent persons accused of crimes.

Program 6A: PROSECUTION ADMINISTRATION AND INTERNS

Impact Upon Criminal Justice System:

Heavy caseloads have serious consequences for the qualitative administration of justice. Training deputy district attorneys, and supplementing staff resources in selected jurisdictions through interns are the major emphasis in this program as contained in the 1975 Plan. The impact on the system is in the form of qualitatively improved case preparation.

The interns provide services which in effect allow deputies to concentrate upon the more significant cases, as well as individual aspects of cases; thus, ideally promoting more speedy and fair adjudications.

The training of district attorneys in casebuilding has an impact upon quality filings, dispositions, and adjudications through overall upgrade in skills and knowledge in areas of substantive and procedural law and techniques.

District attorney training was provided through the Colorado District Attorney Association. It surpassed its objective of providing in-state training to 375 deputy district attorneys and out of state training to seventy-five deputies. The content of the training sessions included evidence, trial tactics, procedure and other topics relating to casebuilding and trial process.

A law student intern project was instituted in the District Attorney's office in El Paso County. One intern was hired for a three month period during the summer to do legal research and writing, investigations and to assist in trial preparation. The impact of the intern was to allow greater in-depth analysis of legal issue and better case preparation.

Impact Upon a Specific Crime Problem:

While the program does not directly affect specific crime areas, the indirect effects of quality casebuilding techniques result in justice through convictions, as well as diversion and dismissal of appropriate cases.

Support After LEAA Funds Terminate:

The intern projects which have exhibited successful results and significant impact will be continued by the respective sponsoring agencies at such time as LEAA funding is withdrawn. The training project will continue to be funded through LEAA.

Description or Evaluation of Problems:

No significant problems have been encountered in the program area. These projects have exhibited good administrative functioning and indicate successful program structure.

Use of Results:

Due to the recognized success of intern programs and upgrade of ability through training, these projects are continuing.

Program 6B: PUBLIC DEFENDER INTERN PROGRAM

Impact on Criminal Justice System:

The public defender intern program significantly affects the quality of services provided to indigent suspects upon their entry into the judicial system. Using interns reduces the workload of the public defenders in that it gives defenders the opportunity to concentrate upon selected aspects of their caseload. Also, interns later hired by the public defender's office are better able to handle cases upon beginning employment.

Protecting individual rights is not only a constitutional mandate but imperative for the highest level of quality adjudication. The needs of the accused can only be met if the judicial system exhibits equal concern for quality defense and quality prosecution. Increasing the number of new attorneys entering the public defender's program decreases case loads and backlogs in the system. The increased skill and ability in the areas of case-building and research increases the overall quality of justice throughout the judicial system.

The law student summer intern project of the Public Defender involved the employment of 16 law students who were allocated among 12 regional offices of the public defender. The interns were used to supplement staff attorney resources in the fields of legal research and

writing, case investigation and preparation. Evaluations by staff attorneys indicated that clients benefitted from the services provided by interns in that cases were better prepared.

A training project for the State Public Defender Office was also funded through the 1975 Plan. It was directed towards all staff attorneys and investigators, both at the entry level and in-service. Regional seminars and centralized sessions were held, as well as out of state attendance at national conferences. Topics of substantive and procedural law and tactics were covered. The training format was evaluated as being rather sophisticated (use of video tapes of prominent attorneys) and very effective.

Impact Upon a Specific Crime Problem:

The public defender's intern project or training does not directly affect specific crimes, although the various elements involved in training and recruiting interns and their supplemental services to staff defenders have an indirect effect on the overall system. The increase in the quality of defense creates an atmosphere in which the quality of prosecution must respond accordingly. This interaction causes a constant upgrading as a result of stimuli from both defense and prosecution. Consequently, the quality of convictions and dispositions is improved.

One of the major benefits of an intern program is to provide the public defender's office with experienced people to recruit and hire. At least half of all those hired by public defender have been former interns.

Support After LEAA Funds Terminate:

Unfortunately, the public defender was not able to obtain matching funds for their intern or training programs from the state legislature in 1976. This was due to reasons of a political nature, not the relative merits of the projects.

Description or Evaluation of Problems:

Programs involving qualitative improvements are somewhat difficult to evaluate in a statistically satisfactory manner. This is not a major problem, since a subjective, qualitative evaluation is considered accurate and useful.

Use of Results:

The results of the public defender's intern project indicate that continued utilization of legally trained staff is essential to proper defense functions. These results are anticipated to be used as the basis for a paralegal project to be developed through LEAA funding. The training project experience will be used to continue training at a reduced level without LEAA funding.

Program 7B: JUVENILE DIVERSION

Impact Upon Criminal Justice System:

This discussion of the 1975 Category 7B deals only with the juvenile defense project described herein.

The inability, due to lack of resources, of the Public Defender to provide defense services to juveniles in Colorado Springs created a tremendous problem in obtaining adequate legal representation for indigent juveniles and their families. The Legal Services for Juveniles project was developed to fill this vacuum. It consists of an attorney, investigator and part-time secretary. Its objective is to represent a minimum of 200 juveniles in court. In fact, the project has far surpassed this objective, having represented 136 juveniles in its last quarter alone. Evaluation of the project, based upon the quantity and quality of legal services provided, indicates that it is doing an outstanding job in representing the legal rights of its clients.

Its system impact is demonstrated in terms of the following facts: approximately 70% of the juveniles represented at detention hearing are released; previously separate court hearings are now consolidated in most cases; community placements of clients have increased; approximately 60% of the cases are dismissed, all prior to trial; and 80% of motions granted. The overall impact has been

to improve the quality of defense services and the ultimate dispositions of individual clients.

Impact Upon a Specific Criminal Problem:

While this program does not directly affect specific crime areas, it would tend to reduce resentment on the part of inadequately represented or unrepresented juveniles, and the consequent crime that may result from that negative attitude towards the system.

Support After LEAA Funds Terminate:

The current project is anticipated to continue under LEAA funding through FY1978. Upon termination of LEAA funding, the project is anticipated to be absorbed as a regular operation of the Public Defender or remain a part of the Legal Services office.

Description or Evaluation of Problems:

This project has exceeded its original objectives and is not experiencing any significant problems in its operational functions.

Use of Results:

The results of this project indicate that publicly funded legal representation is essential to the assertion of the rights of juveniles who lack retained counsel.

Category VII - Adjudication

This functional category in the 1976 State Plan incorporates Program Category 6 from the 1975 State Plan.

6 - Courts, Prosecution and Defense

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	60,054	6,673	66,727
Actual	60,054	6,673	66,727

Category Goals:

To provide a forum for the just resolution of conflict and the speedy, impartial adjudication of criminality between citizens and the state.

To effectively protect the public interest against criminal behavior by prosecuting and convicting suspected criminals.

To provide quality legal services for the defense of all indigent persons accused of crimes.

Impact on the Criminal Justice System:

No funding was allocated or expended for this particular function in the 1975 State Plan.

Category VIII - Sentencing

This functional category in the 1976 State Plan incorporates Program Category 6 from the 1975 State Plan.

6 - Courts, Prosecutions, Defense

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	60,054	6,673	66,727
Actual	60,054	6,673	66,727

Category Goals:

Due to the fact that this particular category was not specifically addressed in the 1975 State Plan, there are not category goals pertaining to it in that Plan. The goals contained in the 1976 State Plan are as follows:

To reduce the number of criminal law violations committed by convicted offenders while in legal custody.

To reduce significantly the number of adult and juvenile offenders committed to state correctional institutions by using sentencing alternatives.

Impact on the Criminal Justice System:

No funding was allocated or expended for this particular function in the 1975 State Plan.

Category IX - Post Conviction Procedures

This functional category in the 1976 State Plan incorporates Program Category 6 from the 1975 State Plan.

6 - Courts, Prosecution and Defense

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	60,054	6,673	66,727
Actual	60,054	6,673	66,727

Category Goals:

Due to the fact that the particular category was not specifically addressed in the 1975 State Plan, there are no category goals pertaining to it in that Plan. The goals contained in the 1976 State Plan are as follows:

To provide the offender with adequate counsel and the right to a speedy trial and right of appeal.

To provide courts the opportunity to make relevant changes and modify procedures as necessary.

Impact on the Criminal Justice System:

No funding was allocated or expended for this particular function in the 1975 State Plan.

Category X - Classification and
Category XI - Institutional and Community Rehabilitation
and Reintegration

These functional categories in the 1976 State Plan incorporated projects contained in the 1975 State Plan in the following program areas: Categories 7C (Juvenile Community-based Corrections); 7D (Juvenile, Confinement-based Corrections); 8A (Adult, Diversion from Institutional Commitment); 8B (Adult, Confinement-based Treatment and Rehabilitation Programs); 8C (Adult, Reintegration).

Category 7

7C - Juvenile Community-based Corrections

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	732,092	81,344	813,436
*Actual	572,660	63,629	636,289

7D - Juvenile, Confinement-based Corrections

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	0	0	0
*Actual	0	0	0

Category 8

8A - Adult, Diversion from Institutional Commitment

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	499,360	55,484	554,844
*Actual	458,316	50,924	509,240

8B - Adult, Confinement-based Treatment

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	65,167	7,241	72,408
*Actual	65,167	7,241	72,408

8C - Adult Reintegration

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	461,197	51,244	512,441
*Actual	353,832	39,314	393,146

*To 6/30/76

Category Goals:

Category 7

To reduce the number of youths entering the traditional juvenile justice system by increasing the participation of local communities in the planning and implementation of programs designed to meet their priorities.

To reduce crime and delinquent activity on the part of youth through improved juvenile justice programs and increased awareness of opportunities for delinquent youths within local communities.

To increase agency awareness and coordination in the development of programs which prevent, treat and control juvenile delinquency.

Category 8

To reduce the number of criminal law violations committed by convicted offenders while in legal custody and after release.

To maintain offenders in state institutions and local holding facilities in a safe, hygenic and humane manner while preparing them for productive roles in free society.

Program 8A: DIVERSION FROM INSTITUTIONAL COMMITMENT

Impact Upon Criminal Justice System:

Programs which divert adult offenders from institutional commitment are designed to reduce institutional populations to a manageable level and simultaneously provide improved services to offenders in their own communities. The underlying assumption is that community-based treatment is at least as effective, or more effective, in reducing recidivism than confinement-based treatment. Thus, diversion is intended to improve the criminal justice system by reducing the workload of institutions and increasing the capability of community-based corrections to rehabilitate offenders. Colorado, like other states, is experiencing a dramatic increase in institutional populations.

National studies have pointed to the fact that institutions not only do not rehabilitate offenders but actually tend to further criminalize them. Recent studies have demonstrated that community-based treatment is at least as effective in reducing recidivism as institutional treatment and is less expensive and more humane.

Diversion from institutional commitment occurs at several points in the system: district attorney filing; deferred prosecution, deferred sentencing, probation; and now community corrections and work release as a sentencing

option. This category now addresses only probation and community corrections programs. Pre-trial release and district attorney diversion are reported on under Category IV, Diversion and Category V, System Entry.

The number of community corrections programs in Colorado are and will be increasing in the next three to five years. This is a major area of emphasis for corrections planning.

Impact Upon a Specific Crime Problem:

In a strict sense, corrections programs do not have an impact upon a specific crime problem, but rather on the general crime problem. Corrections clients have been convicted of all types of crime, not any specific one. The general crime problem which corrections must have an impact upon is the high rate of crime committed by repeat offenders. Therefore, the emphasis should be upon implementing community-based rather than confinement-based rehabilitation programs.

The programs developed in this category are: a comprehensive, non-residential community corrections program in Larimer County; use of paraprofessionals in probation services in five judicial districts; and volunteer probation and purchase of service programs in nine judicial districts. One subgrant projected for funding in this category received private funding and did not request additional DCJ funds.

The objective of this program area is to reduce by five percent the number of adult offenders committed to local institutions and the State Department of Institutions through the utilization of paraprofessionals, community treatment resources and through providing dispositional alternatives to the court. The number and rate of commitments to local institutions is not readily available and therefore, state institutional commitment rates may be used, but with a degree of caution. In addition, less than 20% of most local jail populations are sentenced offenders.

There are numerous problems associated with determining whether or not programs funded in this category can reduce institutional commitments. The minimal number and size of the programs alone could not affect a 5% reduction in commitments. In addition, sentencing patterns are changing such that longer sentences are being given and mandatory two year minimum sentences are required for violent and repeat offenders.

In fact, institutional populations and the number of commitments have increased, not decreased. The objective of this category neither was nor could have been met.

Individual projects funded in this category have had some specific system impact. The Larimer County Community Corrections project is a comprehensive, non-residential corrections program providing services to probation,

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parole, and jail clients. It is attempting to divert offenders from institutional commitment and treat them in their own community. Since January, 1976, the program estimates that it has successfully diverted 16 clients from incarceration. This program, like most community corrections programs, experienced numerous problems in its early stages. Many of these problems were administrative and have been resolved. The long-term impact of the project remains to be seen.

The probation volunteer program last year served 353 probationers. Since January, 1976, about 150 volunteers have contributed over 3,500 hours of service to over 150 probationers. To date, there have been only four revocations. Last year's evaluation did not adequately address recidivism due to inadequate data collection and retrieval by the Judicial Department. The data being collected for this year's project will provide more information on the project's impact on recidivism.

This project does have other benefits, such as whatever increased community awareness and involvement is derived from volunteering. And, the dollar value of the services provided is considerable.

The paraprofessionals in probation services project provided valuable information for future planning. The extensive evaluation of this project demonstrated that

paraprofessionals can and do function effectively in probation work. For the most part, the paraprofessionals were used as regular probation officers rather than as specialized workers as planned. Some innovative approaches were used, such as paraprofessionals as job developers, conducting peer group counseling sessions, and supervising a specialized minority caseload.

Data showed that the paraprofessional probationers had approximately the same recidivism rates (9.3% failures) as those assigned to regular officers (8.4% failures). Recidivism was not reduced as the original project goal had anticipated.

Most of the paraprofessionals who left the program became probation officers or were employed in corrections. This project demonstrated that the use of paraprofessionals as a career ladder opportunity in probation is feasible. Since the paraprofessionals were used as regular probation officers and performed about as well in terms of recidivism outcomes, it may be that more paraprofessionals and fewer probation officers could be hired at less cost. This is only an inference, however, and can not be concluded from the data.

Support After LEAA Funds Support Termination:

The Judicial Department has secured state general fund support for three of the five paraprofessional

positions. The volunteer probation program is in its second year of funding and future state funding will depend on the project's achievements in the next 18 months. The Larimer County Community Corrections project is in its first year and is seeking 15% state and 10% county match for the second year. The future of this project will depend upon its achievements and the state's willingness to subsidize community corrections projects. If support for Senate Bill 4 is maintained or increased, it is likely that this project will be continued, largely with state funds. As mentioned previously, one project forecast for federal funds in this category is now privately funded.

Description or Evaluation of Problems:

Evaluation of the success of this program area in meeting the stated objective is hampered by the minimal number of programs funded within it. Also, external factors affect increases and decreases in institutional commitments. Enactment of the mandatory minimum sentencing law, a general trend toward longer sentences and the increase in unemployment have all impacted upon an increase in commitments, the commitment rate, and the incarceration rate. In order to offset these factors, many more programs, designed to divert offenders from institutional commitment, would have to be implemented. An

increase of funding in this category occurred in 1976 and further increases are projected for 1977 through 1979. In addition, the objectives for this program area (XI-A in the 1976 and 1977 Plans) are more realistic and attainable.

Use of Results:

The favorable results of the volunteer and para-professional programs are being used to recommend such personnel for all community corrections programs. Volunteer and citizen involvement should be a component of every community corrections project.

The Larimer County project experienced numerous problems in organizing and administrating the project. The interrelationship between the County Commissioners, the Community Corrections Board and the project were unclear. Interrelationships between the project and the agencies it serves were also unclear. By-laws and inter-agency agreements helped to straighten out many of these problems. Many valuable lessons were learned from this project and are being heeded in developing similar programs.

Program 8B: CONFINEMENT-BASED TREATMENT AND REHABILITATION PROGRAMS

Impact Upon Criminal Justice System:

This program is aimed at providing and improving counseling, vocational, educational, and recreational services to offenders sentenced to an institution. The assumption is that improved institutional treatment and rehabilitation will reduce the recidivism rate among those offenders receiving such treatment. The overall impact would be a reduction in the criminal justice system workload and protection of society through institutional confinement. As mentioned previously, the repeat offender is responsible for a substantial proportion of crime committed. Therefore, programs which successfully rehabilitate should result in a decrease in the crime rate.

Substantial federal funding has not been allocated to confinement-based treatment programs because community-based corrections holds more promise of rehabilitation. However, this program area must not be ignored and some funds should be provided to upgrade services to those offenders who require secure confinement.

Impact Upon a Specific Crime Problem:

This program area has an impact on the general crime problem of reducing recidivism. This, in turn, should reduce the overall crime rate. It is anticipated that by increasing inmate educational levels, job skills, employ-

ability and by providing counseling, drug and alcohol treatment and mental health services, these offenders will be less likely to commit a new crime upon release. The objectives of this program area in the 1975 Plan were as follows:

1) To increase the vocational and educational levels of 200 inmates of state and local institutions through programs designed to provide high school and post-high school educational opportunities and vocational training in a correctional setting.

2) To provide counseling and mental health services in the correctional setting to 200 inmates of state and local institutions.

Only local institutions (county jails) were provided with funds in this area. Therefore, objectives relating to state institutions are not applicable. Over five hundred local jail inmates did receive one or more of the services listed in the objectives.

Of the four subgrants projected in the 1975 Plan, one has been subsumed under a project in another program area, two did not apply for available funds and one has been funded. One other project has also been funded in this program area. Some evaluation results are available on both of these projects although one has been in operation for only six months.

One of these projects conducted interviews with 1219 arrestees in 12 months of operation and made 505 referrals to mental health, drug and alcohol treatment, manpower, counseling and educational agencies. Some 473 or 92% of those referred successfully completed the requirements of referral. Rearrest rates for a random sample of 50% of program participants showed no statistically significant difference from random selected cases from a comparison group of other inmates. The method of computing rearrest rates may have been faulty, however.

The other project in this program area has provided library and recreational services to all inmates of the Boulder County Jail and a work release program for 45 inmates in six months. Most inmates surveyed felt that the library and recreational programs helped reduce tensions in the jail. Of the 45 inmates who have participated in work release, 29 have been terminated from the program: four were suspended for rule violations, three walked away from jobs, one was rearrested and 21 successfully completed the program. Since this project has operated for only six months, rearrest or reconviction rates cannot be determined yet.

Support After LEAA Funds Terminate:

Funding for one of these projects has already been assumed by the county government. The other project is still in its first year of operation. Further evaluation

results are needed before it is known whether the local unit of government will assume funding.

Description or Evaluation of Problems:

Short term sentences are a common problem for jail programs. Extensive or long range programs are of limited benefit in jails because sentences range from only 30 days to a maximum of two years. This amount of variability in length of sentence, presents another problem in planning jail programs.

Rehabilitative programs face a need for additional personnel in security functions. Security problems are sometimes created by the operation of rehabilitative programs, creating a need for security personnel to supervise moving inmates from one place to another.

The inability to follow up on inmates after they leave the jail creates a problem in evaluating jail programs. Referral programs have a particular problem in this area. An arrestee may be interviewed at booking, for example, and then referred to an alcoholism treatment program. This inmate may leave the jail within a few days and the sheriff's department will not be able to determine whether he remains in the program to which he was referred or whether the program had any effect.

The method for estimating rearrests has been a problem for one of these projects. This project recorded

rearrests for one year for a test group and for five comparison groups of other inmates. An annual rearrest rate was computed for the referral group to adjust for individuals with less than one year of exposure. It is this adjustment which brings up methodological problems. Projections of rearrest rates for persons with less than a year of exposure are not reliable. Inclusion of only persons with more than a year of exposure, however, seems unrealistic because of the relatively short project period. This is a dilemma facing many corrections grants.

Use of Results:

Establishment of projects similar to these two will be contingent on the results of these projects. The results of these two projects will be used as a baseline for comparison of future similar projects and as a guide in formulating realistic objectives for future projects.

The results of one of these projects have already persuaded a local unit of government to fund its operation with local funds. It is anticipated that evaluation results from the other projects will influence future funding decisions by DCJ and by the local unit of government when present funding expires.

Program 8C: REINTEGRATION

Impact Upon the Criminal Justice System:

This program area is concerned with assisting the offender in making a successful transition from confinement to the community. For most offenders, this is a difficult transition, and studies have indicated that most parolees violate parole within the first 6-9 months. The impact of providing effective reintegrative programming is to reduce recidivism and thereby reduce crime.

Reintegrative programs emphasize vocational, educational and counseling services. The offender generally lives in a community facility, works and/or attends school in that community, and when it is determined that he/she is ready, is placed on parole, external placement, or discharged. This type of supportive, transitional living seems to be more effective than simply releasing a person on parole.

Impact Upon A Specific Crime Problem:

Reintegrative programs are aimed at reducing recidivism and/or increasing the likelihood that an offender will make a successful, crime-free integration back to society. Ultimately, this should reduce the crime rate as a substantial proportion of crime is committed by the repeat offender.

The objective of this program was to assist in making the transition between confinement and return to society for 100 pre-release inmates through halfway houses, work/study release programs, furlough programs, job placement assistance, counseling and mental health services.

Originally, two subgrants were forecast for this program, but one was transferred to Program 8A for full funding of the Larimer County Community Corrections Project. Due to funds being reallocated, three additional subgrants were funded in this category. Therefore, the programs developed in this category are: Grand Junction Work Release Center, Fort Logan Community Corrections Center, Denver Community Program Centers, Inc., and People Who Care.

Together, these projects provided reintegrative services to 180 pre-release inmates, thus meeting the objective of this category. These programs were funded at different times, and therefore, one-year follow-up data on all those who successfully completed the programs are not available.

The Grand Junction Work Release Center has demonstrated a 94% success rate, with only four reconvictions since the program begun in December, 1973. In addition, all offenders who successfully completed the program were gainfully employed six months after program release. This

success rate compares with an 82% success rate for the Bails Hall Work Release program based upon only a one-year follow-up. The Grand Junction Work Release program is the most successful such program in the state.

The People Who Care program is a volunteer program for community residential program participants and parolees. Of the 34 offenders provided volunteer and released on parole, 15 (44%) were rearrested, reconvicted, or violated the conditions of parole.

The Fort Logan Community Corrections Center, funded June 1, 1975, experienced numerous delays in starting the program. Only 38 offenders have been served by the program. Twenty are still in the program, ten have successfully been released on or discharged from parole, five were returned to the institution for rule violation, one escaped and two were administratively transferred. In addition to start-up delays, this project was further hampered by inadequate community placement criteria, insufficient record-keeping, lack of staff accountability and unclear staff responsibilities. These problems are being or have been remedied and the program is beginning to progress more efficiently and effectively.

The Denver Community Program Centers, Inc., or Emerson House, has provided community residential services to 55 offenders, providing employment assistance to 42

residents and educational placements to three. It is too soon to assess the longer term impact of the project, but one indicator of a program's progress is the number of residents who successfully complete the program. Approximately 40% of the residents do not complete the program. This figure compares with a 24% unsuccessful program completion rate for the Grand Junction program. It is not clear at this point whether a high number of early terminations should be considered a program failure or an attempt to avoid offender recidivism and further problems. More research will be conducted on this during the next year.

In summary, the program objective was met and some promising programs have been implemented. The Grand Junction Work Release Center provides valuable input in designing effective programs in the future.

Support After LEAA Funds Termination:

The Grand Junction Work Release Center is currently in its third year of operation and will be requesting state general fund support to begin on July 1, 1977. Although this is a relatively expensive program, it has been successful and enjoys a great deal of community support. It is therefore likely that continuing support will be provided when LEAA funds terminate.

People Who Care and the Fort Logan programs are both in their second year of LEAA funding. Future funding will be contingent upon successful results and significant impact. The Denver Community Program Centers is in its eighth month of federal funding and is already about seventy to eighty percent supported by state funding through purchase of service contracts. It is anticipated that when grant funding terminates in December, 1976, this program will be self-supporting through these contracts from the Federal Bureau of Prisons, the Division of Correctional Services and the Judicial Department.

Description or Evaluation of Problems:

Cost-effectiveness evaluation of these programs is needed. Comparison of those who parole with the benefit of such programs versus those who parole without benefit of these programs is also needed. Some studies have been done, but the data relate only to Denver and are somewhat inconclusive. Future evaluation must be aimed at determining cost-benefit and comparative success.

Use of Results:

The favorable results of the Grand Junction project have been used to plan similar projects. The lessons learned from the problems encountered by the other projects are also being used in developing new programs. Colorado's development of community corrections is relatively recent and has not occurred without significant

problems. Planners in this area are well aware of these issues and are attempting to avoid these same problems in the future. In general term, the more successful programs have been at least partially locally sponsored, hired and trained experienced staff, had staff responsibilities and accountability clearly defined, had more control over resident selection, did not expand too rapidly, and had developed house rules, regulations and procedures prior to resident placement.

Program 7C: JUVENILE COMMUNITY-BASED CORRECTIONS

Impact Upon Criminal Justice System:

This program area has experienced considerable accomplishment of program objectives. In the case of the Western Slope Camping project, recidivism has been reduced for that group, by 94%. There is 96% reduction of commitment to institutions as a result of the projects implemented within this program area. A considerable number of youth have benefitted from the Western Slope Camping and Las Animas-Huerfano Group Home projects. These were the only projects funded for 1975 in the program area.

Impact Upon a Specific Crime Problem:

In essence, the reduced recidivism for these projects has impact upon juvenile crime, which tends to be crime against property and status offenses. However, this is not quantifiable with the data currently available and is rather a result of conventional wisdom with regard to greatest number of juvenile offenses usually committed. Obviously, a reduction in recidivism impacts upon crime problems, even without the knowledge of which specific crimes are involved.

Support After LEAA Funds Terminate:

Western Slope Camping is anticipated to be continued by the Department of Institutions after funds terminate.

The Las Animas-Huerfano Group Home should also be continued both through the Department of Social Services and with local support. Neither project is expected to be terminated after LEAA support funds are expended.

Description or Evaluation of Problems:

The program area has exhibited no significant problems other than typical start-up problems found in many new projects.

Use of Results:

The results of the experiences of the individual projects are used to assist other similar projects particularly new projects.

Additionally, the results indicate areas for replication in other jurisdictions.

Category XII - Organization Development Management and Systems Development

Category XII consolidates Categories 1B; 2b; and 5A, B, and C from the 1975 Plan. Category XII A, Criminal Justice Personnel Training, consists of Judicial Personnel Training, Peace Officer Training, and Corrections Personnel Training which were Categories 5A, B, and C in the 1975 Plan. Category XII B, Criminal Justice Systems Planning, Evaluation and Research, was Category 1B, Planning, Evaluation and Research in the 1975 Plan. And, Category XII C, Criminal Justice Information Systems, replaces 1975 Category 2B.

Category 1

1B - Planning, Evaluation and Research

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	245,897	27,322	273,219
*Actual	241,647	26,849	268,496

Category 2

2B - Criminal Justice Information Systems

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	1,020,001	113,333	1,133,334
*Actual	970,580	107,842	1,078,422

Category 5

5A - Judicial Personnel Training

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	99,811	11,090	110,901
*Actual	90,000	10,000	100,000

*To 6/30/76

5B -- Peace Officer Training

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	215,165	23,907	239,072
*Actual	207,165	23,018	230,183

5C - Corrections Personnel Training

<u>Funding</u>	<u>Federal</u>	<u>Match</u>	<u>Total</u>
Planned	75,000	8,333	83,333
*Actual	75,000	8,333	83,333

Category Goals:

Category 1

To investigate the need for new legislation which would benefit the criminal justice system.

To determine through research, the effective and efficient methods of upgrading the criminal justice system.

To provide short and long-term planning designed to identify priorities and examine ways of meeting identified problems.

To assess the effects on the criminal justice system of the programs and projects it sponsors.

*To 6/30/76

Programs 5 CRIMINAL JUSTICE PERSONNEL TRAINING 5-A (Judicial Personnel Training), 5-B (Peace Officer Training), and 5-C (Corrections Personnel Training)

Impact upon the criminal justice system:

The State Council on Criminal Justice ranked personnel training third in priority of all police programs in 1976. Much of the problem of inadequate training can be attributed to the lack of an adequate tax base throughout the state to finance needs. As a result, many personnel, particularly those in isolated, rural areas, are not receiving the level of training necessary for satisfactory job performance. The Law Enforcement Training Academy Peace Officers' Standards and Training Act, passed in 1973, has helped this situation. Under the act, every law enforcement officer in the state hired after July 1973 must complete the Colorado Law Enforcement Training Academy (CLETA) course or a comparable one approved by the CLETA Advisory Board.

During 1976, Regions 5,9,10, and 12 each received federal grants to provide replacement personnel and travel expenses for law enforcement personnel to attend training sessions. In all instances, entry level personnel are given top priority for the provision of training. More experienced officers receive refresher and advanced courses as leftover funds and time permit.

In addition to those projects the In-Service Training Project provided ten, three-day training sessions in rural areas across the state. This allowed many small

jurisdictions to participate in training programs without the necessity of travel outside their region. Time off the job was saved, thus allowing for minimal reduction of services rendered to their respective communities.

The quality of instruction was improved during 1976 by three additional projects:

- 1) The Department of Local Affairs Instructor Training Project contracted with the University of Colorado at Boulder to provide two, forty-hour courses in instructional methods for training officers;

- 2) Over \$28,000 was spent on the development of a curriculum for CLETA; and

- 3) Funds were spent to continue support of the Training and Planning Specialist, who is responsible for administering the implementation of the Standards and Training Act.

Adult corrections personnel training was given the highest priority of all corrections programs by the State Council members in 1976. There were two projects financed with grant funds in 1976. The goal of the Department of Institutions Staff Training Project was to provide sixty division managers with an average of 120 hours of training each. The other corrections training project is the Staff Center Relief Personnel Project for the City and County of Denver.

Funds are used to provide overtime pay and training materials in an attempt to meet the following goals:

- 1) Upgrading of corrections personnel knowledge and skills in custody and treatment methodologies.
- 2) Additional training of 265 Denver Deputy Sheriffs.
- 3) The establishment of a regular training program for the Denver Sheriffs' Department in connection with their responsibility for corrections in the county jail.

Good training conducted by experts can improve the performance of judges in the criminal and juvenile courts. This is especially true of judges newly appointed to the bench. Continued training is necessary to update skills and to orient judges in contemporary judicial philosophies and decision making processes.

Under the training sessions for Colorado judges project, new judges having one or less year of experience, are given priority in attending a national in-resident program. More experienced judges are given the opportunity to attend refresher courses at least every three years. These national programs encourage a much needed exchange of methods and ideas and can attract instructional talent not otherwise available. They provide an opportunity to examine the philosophy of justice, roles of judges, doctrine of separation of powers, interdisciplinary aspects of the Criminal Justice System, problems of bail and sentencing

and judicial ethics.

Also under the personnel training program is a project designed to provide the courts with management assistance in such areas as payroll, personnel, reporting, budgeting, jury management and so forth. It is planned that each trial court having five or more judges will have a full-time administrator.

The personnel training program includes the provision of intensive training to public defenders throughout the state. The thrust of the program is directed at providing adequate training for new defenders. In-service training is also provided to veteran defenders to upgrade their level of skills and knowledge.

Impact on a specific crime problem:

The objectives of this program category are:

1) To provide training to officers and administrators of the state court system.

2) To provide for curriculum development at all levels of peace officer training and to implement a voluntary curriculum and instructor certification program.

3) To accomplish certification of peace officers pursuant to the provisions of CRS-24-32-605.

4) To support local agency participation in regional in-service and outreach programs certified pursuant to CRS-24-32-605.

5) To establish a Colorado Corrections Academy for the purpose of providing training to corrections officers as required by Part E requirements.

6) To upgrade corrections personnel knowledge and skills in custody and treatment methods within the institutional setting.

7) To continue to increase the level of staffing within the local institutional setting and to make available a regular training program.

8) To provide corrections manpower levels sufficient to support that training effort.

A Training and Planning Specialist position at CLETA was continued with the following objectives:

1) Improvement of the quality and applicability of instructional material.

2) Improvement of curriculum.

3) Development of new programs of instruction.

4) Certification of 90% of all sworn personnel.

5) Certification of basic academies meeting standards.

6) Certification of all basic academy instructors.

7. Creation of a manual of regulations and processes for administering the Peace Officers' Standards and Training Act.

- 8) Monitoring of all basic academies.
- 9) Identification of needs in instruction and certification design; and design programs to meet those needs.

Approximately 250 persons have undergone basic certification training in the past year at CLETA. Rural development and training of police officers has provided many additional officers with either basic or advanced training in compliance with legislation. In the metropolitan areas 265 persons have had the benefit of advanced, technical and specialized training in crime specific projects.

The Staff Training Project has been helpful in upgrading the skills of institutions' division managers. It has enabled them to be more efficient in their support of the various treatment programs. More accurate results of the program will be seen as the new methods and understanding of the division managers filter down through their staff.

The Staff Relief Personnel Subgrant is worthy of mention. This program has provided for extensive training of jail personnel in Adams, Arapahoe, Boulder, Denver and Jefferson counties.

Judicial training addresses itself to improving the equality of justice. Judges are encouraged to explore new

sentencing alternatives, better understanding of problems in jail, and existing resources that may provide them more insight into the problems of offenders or individuals brought before the bench.

Management assistance also improves the quality of justice as it enables judges to devote less of their time to management and thereby provides them with the ability to handle an increased criminal caseload. By a more efficient use of resources the effectiveness of the courts system is improved.

Public Defender Training enables entry level defenders to represent felony defendants in court at an earlier date. This is imperative now that the misdemeanor caseload of the Public Defenders' Office, has been reduced to make room for more felony cases. Previously new public defenders had an opportunity to become acquainted with the system by handling several misdemeanor cases before being assigned to a felony case. Another benefit of the program is reduced post-trial challenges as to the competence of the trial council. It is believed that these challenges would increase without the training provided by this project. If successful, such challenges could result in expensive retrials.

Extent to which continuation support will be sought:

It is projected that approximately \$800,000 will be available for criminal justice personnel training projects

in 1977 and \$825,000 available in 1978. With the exception of training juvenile corrections personnel, State Council has placed a high priority on all categories of training. Therefore termination of funding for current projects and establishment of other sources of funding is not expected to be an issue.

Problems Encountered in Implementing the Program:

The majority of the projects making up the personnel training program have proceeded smoothly with only minor problems. Exceptions are as follows:

CLETA Curriculum Development Project - A contract was secured with an outside agency to develop 1,000 validated test questions to be included in the curriculum. Unfortunately, this contract was broken late in the grant period. A new contract has been secured and it is hoped that this aspect of the project will soon be completed.

Region 5,9,10 and 12 Training Projects - Agencies in these regions have been slow to take advantage of relief personnel and expense funds although the projects are gaining impetus. One of the problems is that many of the rural agencies are already understaffed and cannot afford to lose the man hours that would result from sending one of their staff to a training session. Where relief personnel are available, this has not been as much of a problem, however, confidence in the ability of relief personnel has been slow in developing. The last quarter of all of these

projects has indicated that utilizations of project resources are increasing.

Training Sessions for Colorado Judges - A minor problem with this project has been a coordination between judges' free time and the time at which training programs are held. Several judges have been unable to attend sessions as planned because of schedule conflicts. The project has been continued with unexpended funds to enable those unable to attend training sessions during the grant period to attend other sessions during the summer.

Evaluation of the Program:

Many projects within the program lacked a definite evaluation scheme because of their nature and those that did have evaluation plans were for the most part only able to make efficiency judgements, for instance, a canvassing of judges and public defenders who participated in training has indicated that all persons involved felt the projects were beneficial and rewarding. However, to make a judgment as to improvement of the quality of justice is difficult.

One problem is that there are so many other factors which influence criminal justice that it is hard to separate the benefits of any one project from these other influences. Also many benefits are not immediately evident.

One example: A measurement of the effectiveness of the Instructor Training Program for police can only be made through an extensive analysis of the ability of students to carry out their duties after training with instructors who have taken part in this project. A before and after measurement would be necessary and to be statistically accurate a large sample would be needed. It is likely that the expense of an accurate evaluation would be greater than that of the original project. The same is true of the curriculum development project and many of the others.

In terms of numbers of training sessions, participants per session and use of funds when compared to project plans and budgets, the majority of projects were close to their projections (with the exception of those outlined in the problem section above). All in all, efficiency measures were easily made and showed that the program was carried out with a minimum of wasted effort.

Program 1B - PLANNING, EVALUATION AND RESEARCH

Impact upon the criminal justice system:

Research and planning contributes to the improvement of the criminal justice system through the identification of needs and problems. Through the collection of relevant data, problem definition is clarified. Analysis of the problem then allows management to formulate meaningful objectives. Projects in this category also aid management in gauging the achievement of objectives and guide management decisions on programs, use of resources, and suitability of objectives.

Impact on a specific crime problem:

This program seeks to research problems not generally connected to a specific crime or the various aspects of the criminal justice system. Sponsoring agencies use the projects in this category to develop projections and priorities for upgrading the criminal justice system. The individual projects are also used to assess the efficiency and effectiveness of selected program areas and projects. The Division of Corrections Research and Planning Unit focuses on the State's corrections system. It has evaluated and analyzed current programs and procedures including classification, program assignment, community corrections, work release, industrial and vocational education programs. The unit has recommended procedural improvements in these

programs and in the quality and quantity of data necessary to make meaningful decisions about the programs. The unit has also directed development of the OBCCIS project. Information provided by the unit contributes to the preparation of the budget for the agency's programs.

The Judicial Department's Probation Program Planning and Coordination Project has researched and made recommendations concerning allocation of probation personnel for probation budgeting and improving judicial grant proposals. The planning unit developed a workload reporting model for probation that includes weighted caseloads, weighted investigations and other probation officers' duties such as travel, training, and administrative time. In addition, the planning unit has developed a volunteer program in each of seven judicial districts. The aim of these efforts is to increase the kinds and quality of services to probation clients while minimizing the cost to the taxpayer.

The Pueblo Crime Analyst Project has been using a crime analyst to integrate data from reported criminal activity with victimization study data providing information on the rate and location of crimes to commanding officers. This data has resulted in more efficient use of department resources including manpower to combat

residential and commercial burglaries. The project has reported a significant reduction in these crimes. The most recent quarterly report listed a 13.5% reduction in the incidence of reported residential burglary throughout Pueblo and 20% reduction in non-residential burglary compared to 1975 UCR data for the same period.

Support After LEAA:

The crime analyst project will be picked up by the local unit of government after the current years funding. The other two projects have received two years LEAA funding each and will likely receive additional block funding next year. After that time it is anticipated that they will be funded entirely through state funds.

Problems With the Category:

The evaluation of research and planning grants present the dilemma of evaluating an evaluation. The grants are by nature developmental, aiding decision-makers by defining the dimensions of a problem rather than programmatically attempting to solve a problem.

Use of Results of this Program in Future Plan Development and Implementation:

Research and planning projects provide a mechanism for data collection and program evaluation. Projects in this program category will be used to evaluate the performance of aspects of the criminal justice system and to guide planning accordingly.

Program 2B - CRIMINAL JUSTICE INFORMATION SYSTEMS

Impact upon the criminal justice system:

The criminal justice information systems program has enabled the state to develop automated state level systems serving law enforcement, courts and corrections. While technical interfaces are only being begun to be established between these sub-systems, development of each has brought improvements to the users. One such improvement pertains to standardization in reporting which is underway within participating law enforcement and judicial agencies. State level systems have also helped reduce redundant record keeping, while at the same time increasing agencies' ability to share and exchange information. Information unavailable not long ago is becoming increasingly available.

In a like manner, local information systems have been developed or expanded in high crime incidence cities which have enabled local law enforcement agencies to streamline information processing methods. These systems have enabled local agencies to attain services from an automated system which are not a proper function of a state level system.

Impact on a Specific Crime Problem:

While information systems have been utilized to help

reduce a specific crime problem (i.e. Denver Impact Cities projects), systems generally are used to provide overall support to agencies' administrative and operational functions. Nonetheless, systems have been developed around broad crime reduction goals. The Colorado Crime Information Center (CCIC) represents an attempt to reduce crime by providing law enforcement with timely information regarding missing or wanted persons and stolen vehicles or property by type. That system is currently being extended to include computerized criminal history and uniform crime report information. The Judicial Information System has endeavored to reduce court case processing time as well as the incidence of probation recidivism through the use of electronic data processing.

Probably more valuable than any effect on a specific crime problem, information systems have:

- 1) Promoted standardization of reporting and record keeping;
- 2) Reduced duplication of files;
- 3) Improved file access and exchange of information;
- 4) Improved report generation capabilities;
- 5) Reduced clerical workload; and
- 6) Improved overall agency effectiveness.

Support after LEAA funds flow termination:

While the state level information systems in Colorado have been supported principally with LEAA funds to date, there is indication that the situation is beginning to change. Entire funding of the CCIC system was shifted to the state beginning July 1, 1976. While the judicial information system is still supported heavily by LEAA dollars, it is planned that the entire system will be picked up with state funds beginning July 1, 1977. The state's correctional information system is still highly developmental and consequently is largely dependent upon LEAA support. However, the State Legislature has placed pressure on corrections officials to absorb this system through reorganization of present manual systems.

Local information systems have generally been picked up by local governments after three years of LEAA funding.

Description or evaluation of problems:

Numerous problems have been encountered in developing criminal justice information systems in the state. Among the most prominent are the following:

- 1) Highly developmental nature of information systems projects;
- 2) General lack of adequate technical staff within agencies;

- 3) Rapid changes in technology;
- 4) Absence of comprehensive system documentation;
- 5) A lack of inter-disciplinary cooperation among participating entities;
- 6) Inadequate training programs;
- 7) Absence of appropriate legislative authority;
and
- 8) Uncertainty regarding system requirements.

Various remedial actions have been taken to alleviate specific problems as they are identified. Little data to date have been generated upon which to evaluate information systems. This has forced what limited evaluation has occurred to focus primarily upon efficiency objectives. (i.e. hiring of staff, acquisition/installation of equipment, training of staff, etc.). While these indicators reveal something about project activity, they leave considerable room for improvement. The presence of an evaluation unit within DCJ is expected to permit some level of effectiveness evaluation to occur within the upcoming year.

Use of Results:

Utilization of the results of this program can be grouped into two broad categories: (a) Consideration for future system development; and (b) planning and evaluation.

Due to the lack of adequate data from information systems, each use needs improvement. With regard to future system development, what has worked or has not worked in the past is certainly worthy of consideration in planning for the future. Further, every effort should be made to avoid duplicating an already existing system. Limited data are available to the Division of Criminal Justice or local planning units for use in comprehensive planning or evaluation activities. However, continuing efforts being pursued through the Comprehensive Data System (CDS) program are anticipated to overcome this deficiency in future years.

APPENDIX B - REPORT ON SELECTED SPECIFIC PROJECTS

REPORT
ON
SELECTED SPECIFIC PROJECTS

- 1.) District Attorney's **Training Grant**
- 2.) District Attorney Diversion Project
- 3.) Offender Based State Correctional Information System
- 4.) Victims Service Bureau
- 5.) Consumer Affairs
- 6.) Denver Pretrial Services Program
- 7.) Anti-fencing Project
- 8.) Pueblo Rape Crisis Center
- 9.) Teller County Youth Counselor
- 10.) Legal Services for Juveniles
- 11.) Organized Crime
- 12.) Paraprofessionals in Probation
- 13.) Research and Planning
- 14.) Montolores Joint Communication
- 15.) Operation Identification

Specific Project: District Attorney's Training Grant

Program 6A: COURTS, PROSECUTORS, AND DEFENSE

Project Title: Colorado District Attorney's Assoc. Training

Funding: Federal \$34,584

Total: \$39,630

Project Goals and Objectives:

Goal: To provide training for district attorney personnel by conducting and/or sponsoring local training programs (in Colorado) and designating travel to selected out of state training programs.

Objectives:

1. To further professionalize the prosecutorial sector of the criminal justice system by providing increased training for prosecutors.

2. To allow 75 prosecutors to attend national seminars.

3. To allow 375 prosecutors to attend local seminars, based on the project criteria of need.

During the previous grant period, the project has accomplished several major goals, among these:

1. Maintenance of a consistent flow of information among all district attorneys' offices.

2. Preparation and distribution of a criminal law handbook.

3. Assistance in the appeal process through a centralized research and appellate facility to the Colorado Supreme Court.

4. Enhancement of training for prosecutors and investigators through training sessions held during that period.

5. The creation and maintenance of the liaison between the district attorneys in Colorado and other governmental units.

During this grant period, the project adopted a more sophisticated evaluation design than had been used in the past. As a result, pre-and post-tests were able to be administered to determine increments in knowledge and skill level of those district attorneys attending and receiving full training. The results of that pre-test was a score of 6.5 with the median post-test score being a 9.5 for a total net change of 3.0. The median prosecuting experience for this group was 36 months and the median legal experience as indicated by the testing was (on a pre-test) six years, on the post-test seven years, for a net change of one full year in legal experience. The pre-and post-testing results indicate that the design employed is a viable method for evaluating training projects and will be used on a regular basis for all in-state training programs where the sponsoring agency has administrative control.

Monitoring: Division of Criminal Justice (DCJ) Evaluation Staff has monitored this project.

Responsible Persons: Andrew A. Vogt, Project Director, Colorado District Attorney's Association and Ralph Anderson, Adams County Commissioner, Authorizing Authority.

Recommended Ways of Validating Project's Success:

The project's success has been validated through the use of pre-and post-testing and through the use of attitudinal questionnaires and follow-up to determine both the efficiency and the effectiveness of the project procedures. It is the consensus of DCJ staff that

this method of validation is both appropriate and meaningful regarding both accountability and future planning.

Use of Projects Results in Future Development and Implementation:

The successful utilization of pre-and post-testing in this training grant has already indicated that training grants of various types can utilize similar testing devices for the purposes of evaluation. This is of critical importance because the evaluation of training projects has never been significantly reliable in Colorado in the past. The testing process comprises the primary component of the project which lends itself to replication throughout the criminal justice system and other areas requiring intensive spot training.

Specific Project: District Attorney Diversion Project

Program 7B:

Funding: Federal \$64,578

Total: \$95,613

Project Goals and Objectives:

Goal: To provide a diversion project which will enable the District Attorney to divert non-serious offenders from judicial determination to volunteer participation in local social service programs.

Objectives:

Objective I: To reduce recidivism to 10% or less.

Objective II: To prevent future delinquent behavior.

Objective III: To provide a wide range of well coordinated youth rehabilitative services at the neighborhood level.

Objective IV: To provide sustained contact and follow up to the youths and family.

Objective V: To provide cooperation between public and private youth serving agencies.

The project's progress for the first eighteen months indicates several significant factors. First, according to the objectives to reduce recidivism to 10% or less, the project has successfully maintained a 5% or less recidivism rate for all juveniles accepted into and completing the program. Statistics for periods of time after a client successfully leaves the diversion project are not yet available. Therefore, the chance of future recidivism is an unknown. However, the last three objectives have been achieved. Approximately one half of the clients in diversion have been paying restitution, contributing a total of \$8,000 which has been

collected and repaid to the victims in the particular offenses.

Another important area of impact not originally anticipated has been a significant reduction in the probation department's case load which has been reduced from a normal intake of 300 probationers a month for juveniles to 100 probationers a month for juveniles. This has allowed the probation department to develop a new team probation treatment system. This would not have been possible had it not been for the diversion project's success in reducing case-overload in the probation department.

The project's success, thus far, has been documented thoroughly. The project has a most sophisticated evaluation design and use has been made of automated data processing for the purposes of providing statistical analysis in printout form to the Division of Criminal Justice (DCJ) staff. As a result of this project and its success, a secondary project has been started in the Colorado Springs area for the purpose of making use of existing data regarding juvenile delinquency and to carry out intensive research regarding demographic characteristics, recidivism rates, types of offense, etc.

Monitoring: The project has been monitored by both the Division of Criminal Justice Staff (program and evaluation), and by Region VIII, Federal LEAA specialists.

Responsible Persons: Project Director - Robert L. Russell, District Attorney, Colorado Springs, Thom Foulks, Chairman El Paso County Board of County Commissioners, Authorizing Official, Andy D'Ambrosio, Project Coordinator.

Recommended Ways of Validating Project's Success:

This project has been validated through files maintained by the District Attorney's office and through the additional information received pertaining to impact on the probation department and the financial impact of restitution payments. The project's evaluation is highly sophisticated, accounting for demographic details of the client, type of treatment received, length of stay in the diversion project, etc. In light of this data it is the opinion of DCJ staff that the project is providing complete and accurate validation on an on-going basis.

Use of Project's Results for Future Project Development and Implementation:

The project, as was mentioned above, has caused a new research effort to be undertaken in the Colorado Springs area and has indicated that for a specific clientele District Attorney diversion is a viable alternative to other forms of treatment, particularly institutionalization of the juvenile. The project results will be used both in the planning effort and a selected cluster analysis of other juvenile diversion treatment and prevention projects.

Specific Project: Offender Based State Correctional Information System.

Program: Discretionary Funds

Project Title: OBCSIS

Funding: Federal-\$250,000

Total: \$364,450

Project Goal and Objectives:

Goal: To provide an information system for corrections emphasizing offender-based data management.

Objectives: To provide the capability in the Division of Correctional Services at correctional centers and institutions and the central office to:

1. Establish a standardized data base on the inmate population.
2. Provide efficient means for converting data into machine readable form.
3. Initiate simple and fast updating of inmate records or the addition of new records to keep the inmate's files current.
4. Provide fast access to information on an individual inmate or summary data on the inmate population at all the institution locations.
5. Provide summary reports prepared from the up-to-date data base for program evaluation and diagnostic functions.
6. Maintain a data base on both active and inactive inmates to measure future program effectiveness.
7. Retrieve data for input into the Division of Criminal Justice comprehensive data system.

Thus far, the project accomplishments as set forth in the program schedule have been accomplished. Among these are:

1. The data element dictionary and associated definitions has been completed.

2. As the purposed offender data base system design was completed, the following module specifications and programming tasks were completed:

- a. Table update programs were defined, coded and programmed..
- b. Offender data base masterfile update modules were defined.
- c. Record formats were completed.
- d. Offender data base masterfile conversion programs were defined.
- e. Procedures for extraction and verification of offender data to be collected during the Phase I data collection from the existing manual documents was completed.

3. A bench mark for establishing the time frame for collecting the required offender data was conducted at the Colorado State Penitentiary. Information derived from the bench mark will be used in developing the following data collection responsibilities:

- a. Establish a team of people to review existing offender files and collect data on computerized work sheets.
- b. Validate data through the use of normal update process.
- c. Obtain user verification and data collected.

4. Terminalization at the Colorado State Penitentiary was completed with communications network linking the Colorado State Penitentiary to the computer mainframe at the ADP center in Pueblo,

Colorado. The LEAA systems staff will continually monitor the Colorado State Penitentiary terminal impact on the ADP computer center in Pueblo.

Currently the project is capable of locating information on offenders in the present system and providing volumes of record layouts, implementation schedules, data element dictionary, terminal operator instructions, offender data base tables and data collection worksheets. The project is the best working example in Colorado of a computerized information system which is on time, accomplishing its objectives and providing on-going feedback into the system. It is considered by Division of Criminal Justice staff the best example of automation in existing information systems.

Colorado State Penitentiary inmate files have in the past constituted a major problem for the penitentiary staff. These files have been distributed over three to four different locations with varying degrees of inaccuracy in terms of the filing system. Many files go back as far as the 1920's and constitute a tremendous waste of staff time simply to manage the file system. This situation alone has justified the automated information systems implementation in terms of the amount of time which will be saved in accessing files and the security gained by eliminating the need for the tremendous volume of hard copy files now being kept at three separate locations on the penitentiary grounds. This project constitutes a model for other projects of a similar nature in Colorado.

Responsible Persons: Gerald Agee, Project Director, Director Division of Correctional Services, Roy Paxton, Primary Project Coordinator.

Recommended Ways of Validating the Project's Success:

Project success can be validated by the amount of time saved, by automation of hard copy files and through time-saving in terms of file update and maintenance. In addition, the system when operating in its entirety will provide information on offenders and will allow for offender-based tracking and statistical analysis of all aspects of the offender's career. The capabilities as they are realized constitute validation of project activities.

Use of Project Results and Future Project Development and Implementation:

It is anticipated that the Division of Criminal Justice will use the activities and methods of the project to assess the activities of similar computerized information systems currently being implemented in Colorado. It has been determined that of the three major systems; police, courts and institutions, this project has provided the most successful, timely, and most efficient set of standards, guidelines, timetables and project activities.

Project results will be used to improve the quality of similar information systems currently being funded by LEAA. In addition, actual information resulting from the project's implementation will be used in the planning process and the decision-making process because it is concerned with all the various management activities of the Colorado Penitentiary/Correctional system.

Specific Project: Victims Service Bureau

Program 4A:

Funding: Federal \$40,314

Total: \$81,544

Project Goal and Objectives:

Goal: To provide a comprehensive information referral and counseling service for victims of crime in Colorado Springs.

Project Objectives:

1. To increase the reporting rate for sexual offenses by 20% over the 1974 reporting rates.

2. To increase the clearance rate of sexual offenses by 10% over the 1974 rate.

3. To increase personal and community involvement in crime reduction through improved community awareness and involvement:

a. To conduct 200 presentations to public gatherings explaining the Criminal Justice System's efforts to minimize sexual offenses.

b. To make 30 agency contacts within the region explaining the Victims' Service Bureau and discussing the specific problems to the agencies.

4. To provide 10 training sessions and 20 problem-solving consultations for regional law enforcement agencies.

5. To provide supportive counseling services for 150 victims of sexual assaults.

6. To prosecute 50% of those cases cleared by arrest or filing.

Currently the project has a 24% reporting increase over the past quarter. The police department and the sheriff's office are showing significant increases in all other sex offenses reportings as well. Police records show a 40% increase in the reporting of sex offenses other than rape, and sheriff's department shows an increase of 80% in the reporting of sexual offenses other than rape. In addition to these statistics which indicate achievement of the project's objective on a quarterly basis, the clearance rate for sexual offenses reported is projected to be 10%. Project data indicates this is a difficult statistic to report, much of it having to do with the length of time from the date of report to capture of suspect to filing and to the ultimate final conviction. Many cases reported are not cleared and remain open due to a lack of evidence, inability to apprehend the suspect or a combination of these problems.

In terms of public information, an awareness--100 presentations have been made to student, professional, senior citizen and general public groups--is being developed. A total of 2,500 people were in attendance at the presentations which ran from August thru December '75, indicating the project is ahead of schedule regarding the fulfillment of this particular objective. Training and problem-solving have been less successful due to their time consuming nature and a lack of necessary experience. However program success in training and problem-solving is anticipated to increase as the staff becomes more aware of victim needs.

The project is striving to provide support counseling services for 150 victims. To date 55 victims have availed themselves of

this service. In addition to counseling these victims, demographic information is maintained on the various offenses reported, characteristics of the victims recorded and an analysis developed.

The project does indicate certain problems. None of its activities are interfacing with the Rape Crisis Center. The Victims Service Bureau personnel indicated a desire to maintain contact and exchange statistical information with the Rape Crisis Center. However, at the time of the last quarterly report, there were certain problems in terms of facilitating this flow of information. This difficulty is one of the areas of concern which will be dealt with in the coming year.

The project is nonetheless accomplishing most of its goals and objectives but it remains to be seen what the utility of this approach will be in terms of increasing reported crime without benefit of a victims study to determine the incidence of unreported crime. Still the services delivered to victims appear to be well received and appreciated by the community.

Monitoring: The Victim Service Bureau has been monitored by the Division of Criminal Justice Staff.

Responsible Persons: Oren E. Boling, Chief of Police, Project Director, and Mr. George Fellows, City Manager, Authorizing Official, and Clarence McDavid, Responsible Reporting Personnel.

Recommended Ways of Validating Project's Success:

The baseline information on victimization in Colorado Springs can be used to measure possible increased reporting trends in that area. However, this information could also indicate an increase in crime rather than an increase in reporting. Therefore,

it is important to use other indices as well. The project can be validated through an audit of the counseling files and by correlating the relative reporting rates for Colorado Springs with other cities of similar size and demographic makeup. Furthermore, the project can be validated by auditing the number of presentations and public contacts made in the area of public information and awareness.

Use of Projects Results in Future Development and Implementation:

This project should constitute a good model for delivery of services to crime victims. In addition it should help determine how to deal with the problem of unreported offenses in order to establish baseline data involving the occurrence of such crimes. The Victim Service Bureau project type is being experimentally implemented in other parts of Colorado as well as the nation, and therefore, constitutes a base for comparing results from the various other similar projects.

Specific Project: Consumer Affairs

Program 4E: .

Project Title: Consumer Affairs

Funding: Federal \$12,000

Total: \$48,500

Project Goal and Objectives:

Goal: The project goal is to create a consumer affairs unit providing service for handling consumer complaints and prosecution of such complaints in a two county area.

Project Objectives:

1. To educate the public concerning issues and problems in consumer fraud through:
 - a. Press releases
 - b. Dissemination of pamphlets and publications
 - c. Displays
 - d. Speeches and presentations by district attorneys.
2. To increase the number of consumer complaints received by district attorneys' office by 50 per month as compared to the 1974 baseline data.
3. To investigate formally or informally all consumer fraud complaints received by the District Attorney's Consumer Affairs Unit.
4. To bring about a judicial determination on 5% of all consumer fraud cases investigated.
5. To investigate five felony bad check cases per week (not to exceed 20% of the unit's time).
6. To file 50% of the major bad check cases investigated (not

to exceed 20% of the unit's time).

To date a total of 1,343 consumer complaints have been received. Data was recorded for one month of the first quarter and three months each of the second and third quarters.

The first quarter though consisting of only one month and being part of the start-up time, still accounted for 53 complaints received. Second quarter complaints received increased to 586 and the third quarter total was 704 complaints received. The total dollar amount involving complaints is \$44,356 and the unit has successfully recovered either money or goods amounting to a total of \$30,789.

The project is accomplishing the goals and objectives originally set forth, and as the figures reflect, is attracting growing consumer attention in the two county area. The amount of dollars recovered is quite high for a project of this nature and therefore warrants considerable acknowledgment.

The project has achieved its goals and objectives despite several problems which have beset it from its inception. The staff is not large enough nor does it have sufficient funds to allow public education to take place as had been anticipated. Despite this problem, consumers have become increasingly aware of the existence of the unit and have contacted it in increasing numbers. The project is also recording the types of cases which have been handled and its intake forms and log forms are handled and reported in a highly efficient manner.

In addition to the project duties of investigation and

prosecution of consumer fraud, attempts are underway to establish a citizens mediation committee. The volunteer group would be referred complaints by the unit for the purpose of binding mediation. The group would hear and decide complains that are neither criminal violations nor violations of the Colorado Consumer Protection Act.

Responsible Persons: Robert M. Miller, Project Director, Glen K. Billings, Authorizing Official.

Recommended Ways of Validating Project Success:

Project success can be validated by determing actual dollars recovered as compared to number of dollars involved in the original complaints. The number of convictions and/or judicial determinations received from complaints resulting in filings is also a good indicator of project success. Clearance rates have not been reported thus far by the project but would constitute a valid method of assessing the project's success. The number of complaints received is also a method for assessing project success as it reflects a public awareness of the unit's existence.

Use of Projects Results in Future Development and Implementation:

There are currently consumer affairs and consumer fraud projects in other parts of the state, and the project's data will be compared with those and used by the Division of Criminal Justice Staff to determine most efficient and effective approaches to the problem of consumer fraud.

Specific Project: Denver Pretrial Services Program

Program 8A: DIVERSION FROM INSTITUTIONAL COMMITMENT

Project Title: Denver Pretrial Services Program

Funding: Federal \$170,000; Match \$18,889 Total \$188,889

Project Goals and Objectives:

Goal: To improve the methods of felony bonding in the Denver County Court and the Denver District Court.

Supporting Objectives: To provide verified, personal information necessary for the determination of bond as rapidly as possible following arrest in order to facilitate a speedy, more accurate decision by the court.

To provide intensive supervision of felony arrestees released on Personal Recognizance in order to increase the number of persons released on such bonds and reduce the number of failures to appear.

To effect cost savings by reducing the total population on bond and reducing the practical detention of those awaiting the opportunity for bail.

The Pre-Trial Services Project (PTSP) has maintained its successful record in speeding up pre-disposition processing of those arrested on felony matters. Nearly all of its efficiency and effectiveness objectives have been accomplished. Of 946 felony arrestees, 98.5% have been contacted for bond investigation interviews and 92.5% of the total completed the interviews. Of 454 cases reaching the first advisement of rights in County Court, PTSP had verified reports ready for 349 cases, a rate of 76.9%.

Of these same 454 cases, 114 or 25.1% were released on personal recognizance bonds. Forty-seven of these pre-releases came on PTSP recommendation.

PTSP has contributed significantly to an overall streamlining of court procedures. Those released on PTSP recommended PR bond were released in an average of 1.2 days, as compared to a four day baseline.

PTSP (as did its predecessor, PTRP) has yielded some un-anticipated benefits. Because background information reports are now available, the County Court has moved up bond reduction hearings and now holds them immediately after clients' second advisement of rights. This increases courtroom time, saves transportation costs and reduces processing time. Processing now takes between 17 and 32 days---compared with 38 to 57 days prior to PTRP and PTSP. At a daily cost of \$13.00 per prisoner, this improvement provides considerable savings for the City and County of Denver.

The program is apparently providing good quality research and supervision in its bonding activities. The rate of individuals failing to appear at scheduled court appearances is 4.9% for PTSP - recommended PR bond clients, and 8.4% overall (including people released in a variety of other situations). The re-arrest rate is 7.0% for PTSP --recommended clients and 6.3% overall. Both the failure-to-appear and re-arrest rates are slightly poorer than targets set in the grant evaluation. However, the supervision program is understaffed, despite more personnel, since PTSP has increased the number of arrestees out on bond. PTSP has made some internal shifts designed to cope with this problem.

Monitoring: D. Klein and D. Callahan, DCJ,; Denver Anti-Crime Council.

Responsible Persons: Donna Jones, Project Director.

Recommended Ways of Validating the Project's Success:

Continued monitoring and analysis of effectiveness and efficiency measures, should be employed, including: elapsed time awaiting trial; elapsed time awaiting reduction of bond hearing; availability of background information at client's first advisement of rights; rate of release on bond; use of diversion systems; rates of re-arrest; and failure to appear in court.

Use of Projects Results in Future Project Development and Implementation:

The bonding investigation questionnaire can be analysed. Portions of it can be validated for possible use in other settings. Personnel in PTSP and in other related departments can give information regarding their program. Where applicable, the concepts of PTSP can be employed in other projects.

Specific Project: Anti-Fencing Project

Program 3a: ANTI-FENCING PROJECT

Funding: Federal - \$47,556

Total: \$52,841

Project Goal and Objectives:

Goal: To establish a unit to concentrate on fencing activities and minimize the activities of the major fences in Denver.

Supporting Objectives: To identify and verify the actual operations in the City and County of Denver.

To effect the arrest of 25% (15) of the (60) fences identified as the target group.

To develop case quality regarding fencing arrests resulting in a 90% filing rate by the Denver District Attorney involving Anti-Fencing Project cases.

To increase the recovery of property stolen, taken in burglaries or grand larcenies by 25% (\$205,194.50).

To develop, organize and staff a new anti-fencing unit within 60 days of the grant award.

To provide all project personnel with training in the use of anti-fencing equipment and operational tactics.

To document the use and results obtained with the specialized equipment provided through the Anti-Fencing Project Grant.

To develop detailed case histories, fencing data and related information as justification for the drafting of legislation to strengthen laws related to buying, receiving, selling or possessing stolen property.

Past Progress to Date: The first two quarterly reports indicated project success. Objectives are being met as planned and according to schedule. There is a problem area regarding the receipt of necessary equipment, but the project nonetheless is accomplishing its overall goals and objectives. Sixty top fencing operations were identified and verified in the Denver Metro area during the first quarter and 40 top operations in the Metro area during the second quarter.

The anti-fencing unit has to date filed 19 felony cases with the District Attorney, 10 directly related to target objectives. In addition, enough evidence is available to file nine other cases.

Several cases have been refused by the District Attorney. These were primarily cases involving possession of evidence in situations where the time factor was considered too remote to constitute prima facie evidence.

Recoveries to date total over \$140,000. Approximately \$90,000 of the total has been returned to insurance companies.

Information is received constantly by the unit and added to their files. The data now indicates some 80 fences have begun operation in the Metro area since the inception of the grant. Approximately 25% of the 80 have been identified and verified.

The project has had a significant impact thus far on fencing operations, the most significant accomplishment being the arrest of two suspects from out of state who had brought \$40,000 in stolen art objects into the Metro area.

The project has received a great deal of public notice in

recent months including an article in a local newspaper expressing public support for and recognition of the project's accomplishments.

In terms of the original objectives, the project is on schedule regarding the fulfillment of those objectives. And, the Anti-Fencing Project is deemed of such quality that it is being considered for submission to the LEAA as an exemplary project. Project success is currently being validated through continuous monitoring of stolen properties recovered, numbers of arrests, case filings and convictions.

Monitoring: This project has been monitored by the staff of the Division of Criminal Justice.

Responsible Persons: Lieutenant Joseph Gross, Project Director, Denver Police Department, City of Denver and the Honorable W. H. McNichols, Jr., Mayor, City of Denver.

Recommended Ways of Validating the Project's Success:

The project's success is validated on an on-going basis currently consisting of actual dollar values assessed for stolen properties recovered and for dollar values of property actually returned to the owner. Project success can also be validated by the number of filing and subsequent convictions made by the Denver District Attorney's Office as a result of investigatory and surveillance activities of the unit. The unit continues to gather and maintain data indicating verified and recognized fences for consideration as targets, and collects and disseminates information on properties recovered and case filings resulting from activities of the unit.

Use of Project Results in Future Development and Implementation:

The Division of Criminal Justice will use the Anti-Fencing Project as a pilot program to determine funding requirements for similar future projects.

Specific Project: Pueblo Rape Crisis Center

Program 4a:

Project Title: Pueblo Rape Crisis Center

Funding: Federal \$29,116

Total: \$48,116

Project Goal and Objectives:

Goal: To reduce the actual number of rapes committed in Pueblo County by providing community awareness and public involvement in prevention programs over the funding period.

Supporting Objectives: To provide the rape victim with access to concrete medical, legal, law enforcement and psychological resources within the county of Pueblo during the specified grant period.

Specifically:

1. Train personnel to function as peer counselors at a paraprofessional level to facilitate victim access to community resources.
2. Provide the rape victim with immediate access to paraprofessional counseling and professional resources as required and to maintain an emergency rape hotline and walk-in facility.
3. Educate the appropriate medical, legal, law enforcement and backup psychological personnel.
4. Educate the public regarding the availability of the Rape Crisis Center and its resources.
5. Create and maintain on-going liaison between the Rape Crisis Center and law enforcement agencies within the City and County of Pueblo.

6. Educate the public regarding rape prevention techniques, personal and residential security and the Pueblo rape situation and to maintain a resource center for this information.

To increase the apprehension and prosecution of rape offenders in the City and County of Pueblo during the grant period by increasing the number of rapes reported. Specifically:

1. Provide for a specialized investigator to work through the District Attorney's office on rape and related sex offense cases.

2. Create and maintain on-going liaison between the Rape Crisis Center and law enforcement agencies with the City and County of Pueblo.

3. Upgrade the medical and investigatory methods and procedures used in rape cases.

4. Provide more detailed information on rapes in Pueblo by recording anonymous data, reported rape data and continuing data on the prosecution of offenders.

Data has consistently and conscientiously been compiled to date on the status of rape offenses in the City and County of Pueblo and research information maintained on various types of related offenses. Project personnel have been involved in several research projects as a corollary to their function at the Rape Crisis Center and have served clients on a regular basis since the project's inception.

During the project period the number of rape cases filed and prosecuted by the District Attorney's office compared to the baseline 1973 figure is:

	1973-74	1974-75
Filed	10	33
Related Offenses	13	32
Received in the District Attorney's office	23	65

Additional data indicates 70 victims were assisted in the period from December 1974 through May 1975 (63 reported and 7 unreported offenses).

Procedural contacts with rape victims and victims of other sex offenses accounted for a total of 250 hours during the reporting period. The victim is contacted twice. The first contact is the immediate response to the hotline call and the second a 72 hour information or referral follow-up.

Victim requests for rape crisis center services (in addition to procedural contacts) constituted over 1,000 hours in counseling assistance. The center staff made over 200 community education presentations. The Rape Crisis Center investigator investigated 63 rapes and related sex offenses, an 80% increase over the corresponding period of September 1973 through May 1974. Evidence gathering kits were distributed and utilized by hospitals and doctors as a result of Rape Crisis Center sponsorship.

The project is currently meeting its state objectives. The one obvious difficulty is that because of the increase in reported rape, the actual number of rapes appear to be increasing. This is a problem typical of similar projects involving a dramatic growth in citizen crime reporting and constitutes confusion regarding the statistics on effectiveness objectives.

Monitoring: This project has been monitored by the staff of the Division of Criminal Justice with technical assistance from the evaluation unit.

Responsible Persons: Miss Carol Morgan, Project Director, Fred E. Weisbrod, City Manager, City of Pueblo, Authorizing Official.

Recommended Ways of Validating the Project's Success:

The project's success can be assessed through the number and types of cases investigated by the Rape Crisis Center investigator, by comparing those to the number and type of cases subsequently filed on by the Pueblo District Attorney's office. The project can also be assessed by the number of services delivered to victims and to the general public involving training sessions, documents and publications disseminated, the number of actual hours of counseling and assistance rendered to the victim and research statistics currently being gathered and compiled by project personnel.

Use of Project Results and Future Project Development and Implementation:

The Division of Criminal Justice has found that during the past 12 months of this grant period, the problem of "confounding statistics" when working in an area of unreported crime can be dealt with if a successful victim study has been done providing baseline data. Therefore, information is being compiled both by the Rape Crisis Center project and other agencies throughout the state regarding victim studies and unreported offenses.

The Pueblo Rape Crisis Center is of critical importance to the State of Colorado as a model for future rape crisis centers designed along similar lines.

Specific Project: Youth Counselor

Program 2a:

Project Title: Teller County Youth Counselor

Funding: Federal-\$11,058

Total: \$12,957

Project Goal and Objectives:

Goal: To provide Teller County with a first full-time resident youth counselor. The primary duties of the counselor will involve working closely with all policy and law enforcement agencies in the county in order to create the appropriate referral channels for juveniles in Teller County. The youth counselor will also be charged with developing an effective record system to provide data on juvenile offense activity and to supervise Teller County cases accepted into the Colorado Springs District Attorney diversion program.

Project Objectives:

1. To provide service for 36 juvenile diversion cases in the nine month period.
2. To provide crisis intervention to the youth through school referral at the point of police contact.
3. To provide a public education program for community law enforcement agencies and the schools.

The project is currently beginning its third quarter of operation. Initial information from the first quarter indicates that a total of 22 individuals were seen in counseling situations and 11 parents were seen in connected counseling situations. Over 800 students

have been contacted in groups and through their schools and informed of the activities of the youth counselor and the availability of that counselor. Thirty individuals requesting information have been contacted. An additional 19 names have been referred by police to alert the counselor that they may require counseling in the future. The counselor has also written juvenile counseling procedures for Woodland Park Police Department and been involved in public relations work with individual groups requesting information.

The impact areas report that two individuals from the juvenile probation department are now regularly visiting Teller County to provide not only probation services but also to develop an understanding of specific regional problems. The police are now using the counseling program as a part of their juvenile procedure thereby complying with the objective requiring a consolidation of effort throughout the 11 law enforcement jurisdictions (on the handling of 3 juvenile cases).

Police are also keeping a record of youth contacted, lectured and released. The name, the time and the specific circumstances of the contact are recorded. This is forwarded to the juvenile counselor to inform him/her of any and all activities which should be considered by the counselor.

Monitoring: This project has not yet been monitored by evaluation staff. However, it should be scheduled for monitoring within the next quarterly period.

Responsible Persons: Linda Haw, Youth Counselor, Gary Schumaker, Project Director, Sheriff of Teller County and William Manual, Chairman, Teller County Board of County Commissioners, Authorizing Authority.

Recommended Ways of Validating the Project's Success:

Project success can be validated primarily through a comparison of the number of police contacts, arrests and youth diverted for the current project year compared to the number of youth involved in criminal justice system in the previous year. Additionally, validation can be effected through a data audit of the files maintained by the youth counselor and a recontacting of the individuals recorded in the files.

Use of Project's Results and Future Project Development and Implementation:

The project is important because it is a first attempt for this specific region to provide support services in the area of juvenile counseling where none previously existed. Because Colorado is largely composed of similar rural areas, the project may constitute a model for other projects of a similar nature serving largely rural, sparsely populated areas of the state.

Specific Project: Legal Services for Juveniles

Program 7b:

Project Title: Legal Services for Juveniles

Funding: Federal \$28,692

Total: \$31,880

Project Goal and Objectives:

Goal: To provide one additional attorney and one case worker to furnish legal services for juveniles not previously or currently being provided by public defenders offices.

Program Objectives:

1. To provide adequate legal representation for juveniles throughout the court process.
2. To utilize the knowledge and experience of the Legal Services staff in the area of juvenile placement and programs in order to provide high quality representation when necessary for all juveniles.
3. To reduce the frustration of detention and the length of detention of juveniles before contact with an attorney.
4. To provide quality defense for juveniles through early contact with an attorney and competent representation by that same attorney during all stages of the juvenile process and in subsequent petitions or court actions.

This project has only been in operation for a short period of time and, therefore, can provide no quantitative statistics regarding impact. The project is notable because it attempts not only to provide legal services filling a system's gap in the Colorado Springs area but also to develop some impact on juvenile recidivism

by providing a quality representation and by providing needs assessment beneficial at the consideration of disposition for each juvenile case. In this way the Legal Services project hopes to impact on placement and disposition of all juvenile cases in order to attain the best possible placement or most appropriate disposition by the courts upon the recommendation of the Legal Services' attorney.

The project should also soon be providing a good deal of information relating to Legal Services' attempts to impact upon the placement and disposition of juveniles moving through the system.

Data will be compiled through the use of acceptable and approved intake sheets and data sheets, and it is anticipated that this information will, on an on-going basis, provide the criminal justice system with valuable information on the problems of implementing new legislation and **statutes affecting juvenile offenders** in the criminal justice system.

Monitoring: This project has as yet not been monitored by Division of Criminal Justice Staff.

Responsible Persons: Project Director - Ms. Loa E. Bliss, Mr. George Fellows, City Clerk. City Clerks' Office, Authorizing Official.

Recommended Ways of Validating the **Project's Success:**

Project success can be validated primarily through file audits determining the disposition of and handling of juvenile cases being referred to the **Legal Services** unit. Follow up activities should indicate the success level of impact upon recidivism attributable to the Legal Services unit. A reduction in court appearances in

some instances and a reduction in the amount of time a juvenile waits prior to attorneys contact should also be affected and can be monitored through a file audit.

Use of Projects' Results and Future Project Development and Implementation:

The project should provide a valuable source of information regarding the present difficulties involved in trying juvenile cases in Colorado. It is anticipated that the project could serve as a model for the public defenders office and that the **Public Defenders' Office** will make use of this model when they are able to support representation for juveniles in the Colorado Springs area.

Specific Project: Organized Crime

Program 4D: ORGANIZED CRIME

Project Title: Organized Crime Strike Force

Funding: Federal-\$169,363; Match-\$136,000.

Total: \$305,363

Goal: To disrupt the activities of organized criminals with an emphasis on gambling and narcotics and to successfully prosecute or assist in prosecuting those **guilty** of organized crime.

Summary of Progress in FY76: In the **areas of gambling and narcotics**, Organized Crime Strike Force (OCSF) has had considerable success in disrupting organized criminal activities and prosecuting key individuals. Based on the work of the first two quarters, OCSF's financial impact on organized crime so far this year includes:

Gambling Rings Broken Up:

\$4.63 - \$6.63 million - Projected annual cash flow
(of which) \$563,000 - Estimated annual profit to bookmakers

Narcotics seized:

\$2,570,000 - Ultimate Street Value
\$3,133,000 - Total Profit

The OCSF has denied organized crime over three million dollars of potential profit. However, a rough cost-benefit figure cannot be attempted because: (1) it is not known whether other criminal elements replaced those arrested (and, if so, how rapidly); (2) other cooperating agencies contributed to the accomplishments listed, including: D.E.A., F.B.I., Federal Kansas City Strike Force, as well as many law enforcement agencies **throughout the United States.**

Most of the \$2,570,000 would have become profit for drug dealers. An estimated \$960,000 would have gone to organized crime figures, the remainder to smaller dealers. The figures show clearly that OCSF is increasing the risk to major gambling and narcotics figures doing business in Colorado.

The organizational and political problems that had hampered OCSF in the past year have been cleared up. **Cooperation** with a number of Federal and local agencies has been fruitful. **Leads** and assistance are now exchanged frequently.

Achievements regarding OCSF's major objectives, as defined in the Evaluation Design, are as follows:

TASK I:

To reduce the illegal professional gambling profit of organized crime through the investigation of at least one major bookmaking operation.

OCSF, in cooperation with the Justice Department, maintained pressure on the Smaldone gambling syndicate and arrested three more of its members while disrupting an operation that appeared to be grossing \$3-5 million annually mainly on football, basketball, and baseball. The profit on this would have been 10% or about \$400,000 per year. Also, an independent bookmaker running a \$250,000 per year operation was arrested.

In another major area of gambling, OCSF pressured off-track betting operations, including individuals functioning as bookmakers and others merely running bets to the tracks for customers. The largest operator arrested was holding \$1,000 in cash and evidently had a \$30,000 per week handle with a \$3,000 per week profit.

With the cooperation of Denver police, the operators of three smaller off-track betting operations grossing \$7,000, \$6,000 and \$3,000 per week respectively were arrested. The OCSF has also given technical assistance to Lakewood, Jefferson County and CBI gambling investigations leading to arrests of a \$16,000 per week bookmaker, the disruption of a \$50,000 per week card game and a \$5,000 per week operation.

The OCSF continues to investigate other large gambling syndicates and is studying their ties to major "families".

The arrests made so far this year have disrupted gambling operations with a projected annual profit of \$563,000.

TASK II:

To disrupt organized white collar crime in Colorado through prompt investigation.

TASK III:

To diminish the financial return of legitimate business take-overs by organized crime through identification of these legitimate business fronts and through enforcement of the tax laws and regulations and fair trade regulations.

Joint Progress Report on Tasks II and III: The only arrest in these areas this year concerned \$7,650 worth of forged securities. Several rather complex investigations have begun involving: a bankruptcy scam; an organized crime related homicide; a \$500,000 arson case; suspected money-laundering by organized crime; and illegal practices in bars apparently controlled by the "The Texas Mafia".

TASK IV:

Through efficient and effective use of limited personnel in the enforcement of Colorado's dangerous drug and narcotics laws, major distributors will be apprehended. Disruption of the interstate and international trafficking systems will reduce the quantity of drugs available in the state.

This fiscal year, OCSF, working with DEA and other agencies, has arrested 24 people on drug charges, seizing drugs with an estimated street value of over \$2.5 million (mainly heroin and cocaine, some PCP, amphetamines and marijuana). Organized crime's profits from bulk sales would have approached \$960,000.

The year's activities included:

1. Separate arrests of three of Colorado's biggest heroin dealers. One had \$19,000 in cash when arrested. One owns a \$165,000 home and a \$17,000 auto. Another owns a \$67,000 home. OCSF, along with other agencies, is seeking to assess taxes on these operators, and in one case, to seize a house by declaring it a public nuisance.
2. Seizing a four pound cocaine shipment.
3. Infiltrating and preparing cases on several other large suppliers and manufacturers.

TASK V:

To monitor organized criminal activity in other areas, especially theft and theft receiving, and to prepare at least one substantial case involving a major "fencing" operation.

In this area several sports cars and \$20,000 worth of sports car parts were recovered through the efforts of OCSF and local

police departments.

A State Grand Jury has indicted four people in connection with the case, apparently killing a well-organized, multi-county operation. OCSF is also developing criminal statutes to assist auto theft prosecution.

TASK VI:

To disrupt organized crime in areas outside of the Denver Metropolitan area through assistance to local law enforcement agencies and to encourage local agency requests for assistance. Assistance was provided this reporting period to agencies representing Pueblo, Littleton, Lakewood, Denver, Weld County, U.S. Department of Agriculture, Gunnison P.D., Aspen P.D. and the Internal Revenue Service.

Continuing Progress in Cases Developed Before FY76: Continuing trials, plea bargainings and tax assessments have brought about the following developments:

1. The conviction of gambling figure Clarence Smaldone on federal charges.
2. The conviction of stock fraud principal Terranova, resulting in a \$4,500 fine.
3. The collection of \$10,000 in fines and investigation/prosecution costs from "Texas Mafia" bar owners plus tax assessments.
4. Of eighteen drug defendants, eight have been jailed, six granted probation, one has jumped bond and three are awaiting sentencing.

Monitoring: This project has been monitored by the Staff of the Division of Criminal Justice.

Responsible Persons: Mr. J.D. MacFarland, Attorney General, Project Director.

Recommended Ways of Validating Project's Success:

The total dollar value of recovered items is the best tangible validation of project success. The conviction rate is an additional method for substantiating the project impact. File audits can be used to validate both of these success measures. Cost-effectiveness has already indicated project success for the period completed.

Use of Project Results in Future Development and Implementation:

This highly successful project provides a useable model for other projects of a similar nature. Should organized crime activities emerge in other areas of the state, this model would provide a highly suitable method to prevent their infiltration.

Specific Project: Paraprofessionals in Probation

Program 8A: ADULT DIVERSION

Project Title: Paraprofessionals in Probation

Funding: Federal \$65,000; State \$0; Total \$65,000

Project Goals and Objectives:

Goal 1: To significantly improve the quality, scope and effectiveness of probation services.

Objective 1: To determine what roles and functions were assigned by departments to paraprofessionals.

Objective 2: To describe the overall operations of each probation department including tasks, procedures and problems and the ways in which the paraprofessional has been involved and has aided, impeded or changed those operations.

Objective 3: To determine attitude changes within all members of the department regarding clients, the system as a whole and probation services in particular which might be due to the paraprofessional program.

Objective 4: To determine attitudes, including changes if any, of clients regarding their assigned counselor, the entire system as a whole and probation services in particular.

Objective 5: To determine any differences in the socialization and stability of probationers using such variables as length of employment or unemployment, change in employment, marital status, attendance at school or rehabilitation programs, etc.

Goal 2: To reduce significantly the recidivism rates of probationers.

Goal 3: To offer a career development ladder to minorities.

Progress: Throughout the project, probation departments generally used their paraprofessionals in all aspects of departmental work. The paraprofessionals, mostly from **minority** ethnic groups, were viewed favorably by department staff and given on-the-job training. In two cases, they handled specific types of client needs. Of the five hired, two left their jobs and were replaced. Preliminary analysis shows that all paraprofessionals have been given great responsibility - such as handling a regular caseload of probationers - with some supervision by experienced officers. They are apparently performing quite well and at a relatively low cost. Giving paraprofessionals real responsibility seems crucial. So far, the project has been useful in highlighting some of the assumptions and pitfalls regarding paraprofessionals.

Monitoring: Colorado Juicial Department has monitored the project.

Recommended Ways of Validated the Project's Success:

Interviews and questionnaires gathered from clients, paraprofessionals and professional probation officers are on file and can be analyzed. **Clients'** recidivism data and other indicators are also available.

Responsible Persons: Beatrice Hoffman, Project Director, and Richard Hathaway, Grant Administrator.

Use of Project's Results in Future Project Development and Implementation:

The project's general findings already give some indication about the use of paraprofessionals in the probation area. This information

may be useful in future program planning and evaluation. Detailed analyses of effectiveness and attitude change are still forthcoming. However, these too may have other applications.

Specific Project: Research and Planning

Program 1B: PLANNING, EVALUATION AND RESEARCH LIMITS

Project Title: Research and Planning

Funding: Federal \$146,000; Total \$162,222

Project Goals and Objectives:

Goal: To reduce the recidivism rate of adult offenders sentenced to the Colorado Division of Correctional Services by improving the quality and delivery of programs provided to those offenders.

Objective I: To define offender needs through descriptive data collection and research techniques.

Objective II: To establish quantitative objectives at the divisional and agency levels to meet identified offender needs.

Objective III: To identify both current operational programs and potential new rehabilitative approaches consistent with stated objectives.

Objective IV: To design immediate and long-range plans which link identified objectives and essential program components to the annual budgeting process.

Objective V: To conduct evaluative research of community correctional programs and to translate these findings into meaningful recommendations for administrative action.

Objective VI: To provide administrative direction and control on behalf of the Division of Correctional Services in the development of an Offender Based State Correctional Information System (OBSCIS).

Progress: The project is already significantly affecting correction activities. On the broadest level, it has produced a First Year Plan and Budget Request for the Division of Correctional Services incorporating a cohesive program plan and measurable objectives. The project is working towards improving the overall data base on offenders and programs to permit better planning by all concerned. The project is working on procedures and specific forms and diagnostic tools for studying offenders.

The more specific activities include: evaluations and comparisons of several Colorado community-based corrections programs; feasibility studies for establishing specific industries to employ offenders; **projecting** future institution populations, based on changing trends and sentencing patterns; and supervising the installation of an on-line "Offender-Based State Corrections Information System" at nearly all major facilities to greatly improve inmate tracking and other administrative functions.

Monitoring: Staff of the Division of Criminal Justice has monitored this project.

Responsible Persons: Norma Phillips, Project Director; Dr. Raymond Leidig, Director of the Department of Institutions.

Recommended Ways of Validating the Project's Success:

The quantity and quality of the research documents produced - plus their relevance to stated objectives - can be monitored. Also, changes within the state corrections system should follow recommendations of the Research and Planning Unit. Monitoring of programs and practices which are developed, modified and dropped

will constitute a very direct measure of the project's impact.

Use of Project's Results in Future Project Development and
Implementation:

Much of the project's work will be immediately useful. The Division of Correctional Services, naturally, generates many proposals, and this unit will supply technical assistance in matters such as need assessment, program design and evaluation.

The improved data covering institutional and community concerns will also be useful to the Division of Criminal Justice for assessing and developing future projects.

Specific Project: Montolores Joint Communications

Program 2a:

Project Title: Montolores Joint Communications

Funding: \$51,179-Federal

Total: \$118,800

Project Goal and Objectives:

Goal: To consolidate communications for **Montezuma and Delores** County law enforcement activities.

Project Objectives: To consolidate communications and records service in Montezuma and Delores Counties.

To create a centralized dispatch center and implement a 911 emergency dialing system.

To consolidate and coordinate all public safety communications and records functions including law enforcement, fire and emergency medical services.

Progress: The project has been completed. It has provided a coordinated communications system for all law enforcement agencies in Montezuma and Delores Counties. All agencies now operate through one dispatch center located in Cortez. Dispatching is provided by the Colorado State Patrol. The records section is staffed by the users of the system through a cooperative program.

The project has been completely operational for only a short period of time, but the operational capabilities of the system exceed those anticipated regarding coverage and service. **Off-shoot** programs are now being developed particularly to establish a standardized record keeping system making all data immediately available to all agencies. The project impact is hard to determine

at this point in time. However, the coordinated unit now provides a more comprehensive communication system allowing the citizens of the two county area greater access to service with more efficient response and a better coordinated effort throughout the area.

Monitoring: This project has been monitored by Division of Criminal Justice staff specialist Jon Ilk.

Responsible Persons: David M. Denton, Project Director, and Curtis Honaker, Chairman, Montezuma County Commissioners, Authorizing Official.

Recommended Ways of Validating the Project's Success:

Project success can be validated in two ways. A pre-and post-comparison of response time of an officer in the field to a call may be used. A second method is to compare the dispatch time from the point in time of an incoming call to the point in time when the dispatcher has relayed the call to an officer in the field. Both of these times can be compared on a pre- and post-basis to determine the increased efficiency and effectiveness of the system by providing a coordinated law enforcement system through coordinated communications.

Use of Project Results in Future Project Development and Implementation:

The Division of Criminal Justice has required that all communications grants in Colorado incorporate a consolidation effort. The Montelores Joint Communications Project is an excellent example of the functionality of the coordinated approach. Rural areas in a state with great land mass and largely unpopulated regions, such as the southwest portion of Colorado, require a

specific approach to communications. The successful consolidation and cooperation between law enforcement agencies in the two counties indicates that the consolidation effort is a viable approach to providing increasingly efficient and responsive law enforcement through coordinated law enforcement communications systems.

Specific Project: Operation Identification

Program: BURGLARY PREVENTION/IMPACT CITIES

Project Title: Operation Identification

Funding: Federal \$344,930; Total \$464,853

Objective 1: Reduce burglary at Operation Identification locations to a rate which is 25% of the burglary rate at non-Operation Identification locations.

Objective 2: Enroll at least 30,000 of Denver's residential and business locations in the Operation Identification project.

Objective 3: Decrease by 20% the loss in Operation Identification burglaries as compared to burglary loss at non-Identification locations.

Secondary Objective: Decrease citizen apprehension of burglary victimization.

Progress: Operation Identification's basic concepts and methods were established and proven during the first two years of operation. These methods are still working and all objectives are being met. The burglary rate at Operation Identification locations, according to Denver Police Department figures, is about one-sixteenth of the rate for the rest of the city. Patterns of burglaries in office buildings confirm this deterrent effect. Operation Identification offices are usually untouched though neighboring offices suffer losses.

Since displacement of crime is a likely by-product of Operation Identification, continued expansion of coverage is essential. To date, half of the goal of 30,000 new enrollees has been reached. About 24% of all locations in Denver are covered by the program.

Monitoring: By staffs of Denver Anti-Crime Council and Colorado Division of Criminal Justice.

Responsible Persons: Capt. Tom Branch, Project Director; Mayor William H. McNichols.

Recommended Ways of Validating Project's Success:

Samples of police department burglary reports could be checked to verify burglary rates at Operation Identification locations. This process would also give data on cash value of items lost. An audit of project records could verify implementation procedures and rates.

Use of Project Results in Future Project Development and Implementation:

Operation Identification has regularly been providing technical assistance to burglary prevention projects in other Colorado communities. Its methods are widely employed.

APPENDIX C - ADOPTED STANDARDS

ADOPTED STANDARDS

AS OF
JUNE 30, 1976

THE COMMUNITY

1-A THE COMMUNITY

Every criminal justice agency should recognize the importance of communication with the public and should constantly seek to improve its ability to determine the needs and expectations of the public, to act upon those needs and expectations and to inform the public of the resulting policies developed to improve delivery of criminal justice services. This involvement may take many forms and can best be developed by local government officials.

1-B GOVERNMENT RESPONSIVENESS TO THE COMMUNITY

In an attempt to provide better criminal justice service delivery to all neighborhoods, local government should allocate resources on a need basis.

Attempts should also be made to eliminate many existing communication and bureaucratic barriers which exist at the local level. This in part can be accomplished through the establishment of neighborhood multi-service centers serving daily needs of the community.

1-C LAW ENFORCEMENT ROLE

All Colorado law enforcement agencies should formulate written policies that provide formal authority for the law enforcement function, that steps be taken to ensure that every member of the agency has an understanding of his/her role as an agent of the law enforcement function, that every law enforcement agency establish programs to inform the public of the agency's defined law enforcement role and that a community's law enforcement function be jointly defined by the community's chief executive (i.e., city/town manager, mayor, administrative officer), duly constituted legislative body (i.e., city/town council, county commissioners) and chief law enforcement administrator (i.e., chief sheriff).

1-D INTEGRITY IN GOVERNMENT

To ensure the ethical conduct of both elected and appointed officials, codes should be adopted which reflect the areas of public conduct, acceptance of gratuities, conflict of interest and areas of employment.

Contained within each code should be the following:

1. Functional responsibilities of the position
2. Sanctions for noncompliance
3. Understanding and adherence by government officials.

1-E COOPERATION AND COORDINATION

Every Colorado criminal justice agency should immediately ensure its operational effectiveness in dealing with other elements of the criminal justice system by planning and implementing appropriate coordination with members representative of other criminal justice agencies and local government.

PREVENTION

2-A CRIMINAL JUSTICE ROLE

The criminal justice system should involve the communities of the State of Colorado in the control, prevention and reduction of crime.

Law enforcement agencies should establish programs that encourage members of the public to take an active role in preventing crime; that provide information leading to the arrest and conviction of criminal offenders; that facilitate the identification and recovery of stolen property; and that increase liaison with private industry, property owners, and planning agencies in efforts of security for both people and property.

2-B COMMUNITY ORGANIZATIONS' ROLE IN CRIME PREVENTION.

Realizing the need for total community involvement in the area of crime prevention expanded use should be made of existing facilities and programs offered through schools, churches and recreational programs.

Every effort should also be made by criminal justice practitioners to maximize the use of all available community and organizational resources in a cooperative approach to crime reduction.

Realizing that alcohol and drug abuse have a direct relationship to potential criminal involvement, these areas should be integrated into the criminal justice system whenever possible. State and local units of government should develop programs dealing with prevention, education and treatment which combine and maximize use of existing or potential facilities. These efforts should, in addition, provide a coordinated base for resource development and planning which can be utilized within the criminal justice system.

DETECTION AND APPREHENSION

3-A DATA COLLECTION AND CRIME ANALYSIS

Every Colorado law enforcement agency should establish a system for both the collection and analysis of crime data as an aid to deployment of agency resources and to reveal similarities between reported crime occurrences. Additionally, chief law enforcement executives should recognize the need for greater measures of cooperation among law enforcement agency investigative units.

3-B ALTERNATE POLICING MODELS

Every law enforcement agency should closely examine and evaluate the crime control, investigative and apprehension effectiveness and efficiency of its present patrol operation. Alternate forms of community/county field patrol operations should be considered in terms of how effectively such programs would facilitate the agency's efforts to reduce crime, detect and apprehend criminal offenders, improve the quality of law enforcement services and enhance agency-community cooperation. Such programs should recognize that the basic patrol officer position is the most important element in the organization. Accordingly, civilian nonsworn (i.e., cadets and reserve officers) should be used in supportive operations.

3-C AVAILABILITY OF LAW ENFORCEMENT SERVICES

Every local government and every law enforcement agency in Colorado should provide law enforcement services by the most effective and efficient organizational means available to it. If the most effective and efficient law enforcement service can be provided through mutual agreement, contracting, consolidation and/or joint participation with other criminal justice agencies, the governmental entity or the law enforcement agency immediately should enter into the appropriate agreement or joint operation.

3-D LAW ENFORCEMENT SPECIAL OPERATIONS

The complexities of modern law enforcement service demand highly specialized resources to meet the challenges of social changes and crises. Every law enforcement agency should identify its potential professional assistance requirements and develop procedures to use such services whether they require organizational specialization such as criminal intelligence gathering and analysis, vice and narcotic/drug operations or traffic operations. Such specialization should consider the community's demography and social attitudes as well as the present legislative apparatus employed to contend with the problem. Once the decision to specialize is made, availability of needed expertise within and outside the agency must be determined and effectively deployed.

3-E CRIME REPORTING AND INFORMATION SYSTEMS

Every chief law enforcement executive should recognize that the law enforcement service cannot function properly without communications, and communications cannot operate without its component parts--the telephone system and the law enforcement radio system linked to data storage facilities. Many Colorado law enforcement agencies may be unable to provide for 24-hour telephone and information systems servicing. Accordingly, suitable arrangements with larger law enforcement agencies should be obtained. Such arrangements should provide readily available contact between citizens requesting law enforcement services and law enforcement agencies as well as between law enforcement officers and the Colorado Crime Information Center and National Crime Information Center. Simple and efficient reporting of criminal activity to assist in criminal investigations and provide complete information to other components of the criminal justice system should be implemented to facilitate information system utilization.

3-F CRIMINAL INVESTIGATION

The statewide availability of highly trained investigative specialists is paramount to the crime control effort. The vast majority of Colorado's law enforcement agencies are relatively small (one to four personnel) and rurally located; hence, the probability of each agency possessing "in-house" specialized investigative expertise is slim, at best. Accordingly, specialized investigative personnel such as investigative accountants and evidence technicians as well as readily accessible scientific crime laboratories capable of timely and efficient processing of physical evidence should be available to all law enforcement agencies on a need basis.

In addition to supportive investigative services, every law enforcement agency should immediately acquire the legal assistance necessary to ensure maximum effectiveness in all its operations and duties in criminal matters. This assistance should include the office of the city attorney, the district attorney and the state attorney general. If it is necessary to provide legal assistance supplementary to these sources, a law enforcement legal advisor should be employed where feasible and practical.

In the interest of upgrading all elements of the criminal justice system in Colorado and ensuring thoroughly professional investigations of human deaths, the coroner system should be abolished and a state medical examiner system established in its place.

3-G CRIMINAL ARREST

Each criminal justice jurisdiction should develop a policy and seek enabling legislation where necessary, to encourage the use of summons and complaint in lieu of arrest and detention.

Every chief law enforcement executive should set the policy for the use of discretion in the activities of his agency, and also set the limits of this discretion.

SYSTEM DIVERSION

4-A DIVERSION

Every criminal justice agency should employ diversion programs to the maximum extent within their capabilities. Each agency employing diversion programs should plan and implement policies, criteria and procedures to assure coordination with legal requirements and with other criminal justice agencies and community resources.

CONTINUED

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SYSTEM ENTRY

5-A PRETRIAL RELEASE

Community based pretrial release programs offering manpower and related supportive services should be established in all practicable court jurisdictions. Such programs should be based on an arrangement among prosecutors, courts and defense counsel, and these should decide administrative criteria and program goals.

CASE BUILDING

6-A FILING AND INVESTIGATIONS

The prosecutor should assist local law enforcement agencies in the investigation of offenses when requested and practical and to investigate suspected illegal activity when it is not adequately dealt with by other agencies.

6-B PROSECUTION

The sound exercise of prosecutorial discretion requires that prosecutors develop the data and statistics to support charge determination and case handling.

6-C DEFENSE

Many important rights of the accused can be protected and preserved only by prompt legal action. The lawyer should inform the accused of his rights forthwith and take all necessary action to vindicate such rights. He should consider all procedural steps which in good faith may be taken.

ADJUDICATION

7-A FUNCTION OF THE TRIAL JUDGE

A. The trial judge has the responsibility for safeguarding both the rights of the accused and the interests of the public in the administration of criminal justice. The adversary nature of the proceedings does not relieve the trial judge of the obligation of raising on his own initiative, at all appropriate times and in an appropriate manner, matters which may significantly promote a just determination of the trial. The only purpose of a criminal trial is to determine whether the prosecution has established the guilt of the accused as required by law, and the trial judge should not allow the proceedings to be used for any other purpose.

FUNCTION OF THE TRIAL JUDGE continued

- B. The trial judge should require that every proceedings before him be conducted with unhurried and quiet dignity and should aim to establish such physical surroundings as are appropriate to the administration of justice. He should give each case individual treatment; and his decisions should be based on the particular facts of that case. He should conduct the proceedings in clear and easily understandable language, using interpreters when necessary.
- C. The trial judge should be sensitive to the important roles of the prosecutor and defense counsel; and his conduct towards them should manifest professional respect and be courteous and fair.
- D. Control over the trial calendar should be vested in the court in cooperation with the prosecutor and defense counsel.

7-B SPEEDY TRIAL TIME LIMITS

- A. A defendant's right to speedy trial should be expressed by rule or statute in terms of days or months running from a specified event. Certain periods of necessary delay should be excluded in computing the time for trial, and these should be specifically identified by rule or statute insofar as is practicable.
- B. To effectuate the right of the accused to a speedy trial and the interest of the public in prompt disposition of criminal cases, insofar as is practicable:
 - 1. The trial of criminal cases should be given preference over civil cases; and
 - 2. The trial of defendants in custody should be given preference over other criminal cases.

7-C JURORS AND WITNESSES

Witnesses and jurors should be adequately compensated for time spent and expenses incurred as a result of court proceedings.

SENTENCING

8-A AUTHORITY

- A. The trial judge, and not the jury, should be empowered to determine sentence, except possibly in capital cases. Whenever feasible, the sentence should be imposed by the judge who presided at the trial or who accepted the plea of guilty or nolo contendere.

SENTENCING PROCEEDINGS

- A. Any sentencing court of record should adopt the practice of holding a hearing prior to imposition of sentence and should follow guidelines developed by the Supreme Court setting forth the rights of the defendant at the hearing and the evidence that the sentencing court may consider for purposes of determining sentence. Evidence offered by the parties on the sentencing issue should be presented in open court with full rights of confrontation, cross-examination and representation by counsel.
- B. The duties of the prosecution and defense attorneys do not cease upon conviction. While it should be recognized that sentencing is the function of the court, the attorneys nevertheless have a duty of assisting the court in as helpful a manner as possible.
- C. When sentence is imposed a court of record:
 - 1. Should make specific findings on all controverted issues of fact which are deemed relevant to the sentencing decision;
 - 2. Normally should state for the record in the presence of the defendant the reasons for selecting the particular sentence to be imposed;
 - 3. Should assure that the record accurately reflects time already spent in custody for which credit will be given;
 - 4. Should state with care the precise terms of the sentence which is imposed.
- D. A record of the sentencing proceedings should be made and preserved in such a manner that it can be transcribed as needed.

PRESENTENCE REPORT

- A. The primary purpose of the presentence report is to provide the sentencing court with succinct and precise information upon which to base a rational sentencing decision.
- B. The legislature should supply all state courts trying criminal cases, except municipal courts, with the resources and supporting staff to permit a presentence investigation and a written report of its results in every case.
- C. The court should explicitly be authorized by statute to call for such an investigation and report in every case.
- D. The Supreme Court should develop standards for determining when a presentence report should be required and the kind and quantity of information needed to ensure more equitable and correctionally appropriate dispositions.
- E. The presentence report should not be a public record.
 - 1. The presentence report should be available to the sentencing court for the purpose of assisting it in determining the sentence, to persons or agencies having a legitimate professional interest in the information likely to be contained therein and to reviewing courts where relevant to an issue on which an appeal has been taken.

PRESENTENCE REPORT continued

2. Fundamental fairness to the defendant requires that the substance of all derogatory information which adversely affects his interests and which has not otherwise been disclosed in open court should be called to the attention of the defendant, his attorney and others who are acting on his behalf opportunity for verification.

8-D SENTENCING ALTERNATIVES

- A. The sentencing court, except for municipal courts, should be provided by statute in all cases with a wide range of alternatives with gradations of supervisory, supportive and custodial facilities and programs at its disposal so as to permit a sentence appropriate for each individual case.

8-E PROBATION

- A. Probation is a desirable disposition in appropriate cases because:
 1. It maximizes the liberty of the individual while at the same time vindicating the authority of the law and effectively protecting the public from further violations of law;
 2. It affirmatively promotes the rehabilitation of the offender by continuing normal community contacts;
 3. It avoids the negative and frequently stultifying effects of lengthy confinement which often severely and unnecessarily complicate the reintegration of the offender into the community;
 4. It greatly reduces the financial costs to the public treasury of an effective correctional system;
 5. It minimizes the impact of the conviction upon innocent dependants of the offender.
- B. It should be a condition of every sentence to probation that the probationer lead a law-abiding life during the period of his probation. No other conditions should be required by statute; but the sentencing court should be authorized to prescribe additional conditions to fit the circumstances of each case.
- C. Minimum standards for probation services should be formulated and enforced by the Supreme Court and should be applicable to all probation departments in the state.

POST CONVICTION PROCEDURES

9-A OFFENDERS' RIGHTS

Appropriate legislative and administrative action should be taken to define and implement the substantive rights of offenders, including but not limited to access to courts, legal services and legal materials, and to provide adequate means for enforcement of the rights so defined. Such action should be governed by the following principles:

1. Offenders should be entitled to the same rights as free citizens except where the nature of the confinement necessarily requires modification.
2. Where modification of the rights of offenders is required by the nature of the custody, such modification should be as limited as possible.
3. The duty of showing that custody requires modification of such rights should be upon the correctional agency.

9-B APPEALS

- A. Trial counsel, whether retained or court-appointed, should take whatever steps are necessary to protect the defendant's right of appeal.
- B. Trial counsel, whether retained or court-appointed, should continue to represent a convicted defendant to advise on whether to take an appeal and, if the appeal is sought, through the appeal unless new counsel is substituted or unless the Appellate Court permits counsel to withdraw in the interests of justice or for other sufficient cause.
- C. The decision whether to appeal must be the defendant's own choice.
- D. An Appellate Court should develop and employ techniques for expediting the handling of appeals.
- E. Continuing efforts should be exerted to improve techniques for the preparation of records for appeals.

9-C PARDONS

The Governor should issue an executive order setting up procedures, standards and criteria governing the application of an offender for pardon or commutation of sentence and governing the procedures for conducting the meetings of a Clemency Advisory Board and the standards and criteria for granting or denying pardon or commutation.

CLASSIFICATION

10-A CLASSIFICATION OF OFFENDERS

Classification for juvenile and adult offenders should occur at all levels of the criminal justice system to ensure differential treatment and control in order to maximize social adjustment of offenders.

1. Classification should be designed to operate on a practical level and for realistic purposes, guided by the principles that no offender should be kept in a more secure condition or status than his potential risk dictates.
2. The system should be consistent with individual dignity and basic concepts of fairness (based on objective judgements rather than personal prejudices). The system should provide for maximum involvement of the individual in determining the nature and discretion of his own goals, and mechanisms for appealing administrative decisions affecting him.
3. The system should provide full coverage of the offender population, clearly delineated categories, internally consistent groupings, simplicity and a common language.
4. Reclassification should be undertaken at intervals consistent with the intent to provide a continuous follow-up and reassessment of inmates, with a view to making program changes as quickly as possible.
5. The system should be sufficiently objective and quantifiable to facilitate research, demonstration, model building, intro-system comparisons and administrative decisionmaking.

INSTITUTIONAL AND COMMUNITY REHABILITATION AND REINTEGRATION

11-A OFFENDERS' RIGHTS

The Colorado Department of Corrections shall immediately develop policies and procedures to ensure that individual offenders are able to exercise free expression and association. Correctional authorities should encourage and facilitate the exercise of the right of expression and association by providing appropriate opportunities and facilities. However, individual offenders do not have an unrestricted right of free expression and association due to the overriding compelling state interest requiring limitations thereon.

Rights of expression and association are involved in the following contexts:

1. Exercise of free speech.
2. Exercise of religious beliefs and practices.
3. Sending or receipt of mail.

OFFENDERS' RIGHTS continued

4. Visitations.
5. Access to the public through the media.
6. Engaging in peaceful assemblies.
7. Belonging to and participating in organizations.

11-B REINTEGRATION

Means should be developed to reintegrate incarcerated offenders into the community. A variety of reintegration levels based on individual choice, supervision and community contact should be provided. Unnecessary legal barriers to reintegration should be removed.

ORGANIZATIONAL DEVELOPMENT, MANAGEMENT AND SYSTEMS DEVELOPMENT

12-A RECRUITMENT AND SELECTION

Every criminal justice agency in Colorado should employ all means to ensure the availability of qualified applicants and a comprehensive selection process to provide for employment of individuals intellectually, physically and psychologically able to discharge the multifaceted duties and responsibilities of the criminal justice function.

12-B CRIMINAL JUSTICE SYSTEM SALARIES AND BENEFITS

Agencies within the Colorado Criminal Justice System should strive to maintain salary and benefit packages at a competitive level that will allow for the recruitment and retention of the qualified individuals required to deliver a high level of professional services. The State of Colorado should take the necessary steps to provide an actuarially sound retirement system for all criminal justice personnel.

12-C LABOR RELATIONS

Criminal justice managers should take all appropriate sections to administer impartial personnel systems and to upgrade any "deficiency areas" in the labor-employer communications network. Every chief executive should develop methods to obtain advisory information from agency employees who have daily contact with operational problems to assist him in reaching decisions on personnel and operational matters.

12-D PLANNING CAPABILITIES AND STRUCTURE

1. The planning function is essential for the provision of information, program design, data analysis, etc., which assists decisionmaking. Organizational designation of this responsibility will rest with that respective elected and appointed decision-making body.
2. Criminal justice planning activities should be conducted to support the decisions of elected and appointed officials. Open and free access to these officials by those involved in the planning process is beneficial.
3. Cities, counties and/or regional entities should establish criminal justice planning capabilities to aid criminal justice agencies in the development of priorities and programs for the jurisdiction.
4. Those planning related activities not directly involved in jurisdictional decisionmaking should complement that planning process by the following methods:
 - a. Facilitating communication between agencies;
 - b. Providing specialized assistance to units of government;
 - c. Coordinating activities to reduce duplication and maximize use of criminal justice resources;
 - d. Problem resolution between operating agencies and units of government;
5. In Colorado, a recommended procedure for local operating agencies to plan for their own needs is as follows:
 - a. Decisionmaker input.
 - b. Needs and problem identification.
 - c. Relevant data collection.
 - d. Define problem.
 - e. Analyze problem.
 - f. Establish and prioritize objectives.

- g. Identify and analyze alternative strategies.
 - h. Develop programs.
 - i. Implement.
 - j. Maintain and evaluate programs.
 - k. Provide feedback to decisionmakers.
6. At the state level, operating agencies should do planning in the same manner as local units.
 7. The Colorado Division of Criminal Justice should review and report annually to the General Assembly on all criminal justice activities and policies in the state, and provide technical assistance and information services to local planning units in accordance with CRS 24-32-503 (1973).

12-E COORDINATION OF INFORMATION SYSTEMS DEVELOPMENT

Each jurisdiction should develop a criminal justice system in which all areas thereof (including law enforcement, prosecution, defense, judicial and corrections) coordinate and interrelate their activity to the end of reducing crime and enhancing the public interest.

The Criminal Justice Information System Advisory Committee should be responsible for the comprehensive coordination and development of criminal justice information systems in Colorado and for making maximum use of collected data in support of criminal justice management.

12-F SECURITY AND PRIVACY IN CRIMINAL JUSTICE INFORMATION SYSTEMS

Rules and regulations should be developed concerning security and privacy in criminal justice information systems, maintaining a balance between the rights of individuals and the operational efficiency of criminal justice agencies. Areas which should be considered in such rules and regulations are:

1. Access and dissemination;
2. Completeness and accuracy;
3. Information review by individuals;
4. Audits and quality control; and
5. Security.

END