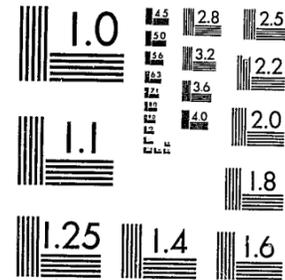


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DENVER ANTI-CRIME COUNCIL

1977

FINAL NARRATIVE REPORT

PROJECT AWARDS

77-(R3)-(X7)- Part B Planning
(10-1-76 - 10-31-77)

76-JD-(R3)-(X3) - Juvenile Planning
(10-1-76 - 12-31-77)

77-12B-(1)-PL3-04 - Part C Coordinating
(10-1-76 - 1-31-78)

76-DF-08-0041 - Discretionary Funds
(1-1-77 - 3-31-78)

Prepared

June 30, 1978

Denver Anti-Crime Council
1425 Kalamath Street
Denver, Colorado 80204
(303) 893-8581

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DENVER ANTI-CRIME COUNCIL

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- (4) 76-DF-08-0041 - Discretionary Funds
(1-1-77 - 3-31-78)

During the first quarter of the 1978 calendar year, the Denver Anti-Crime Council was partially supported through January 31, 1978 by the Part C grant award referenced under (3) above and by (4) above, through the end of the quarter. The awards under (1) and (2) above were operationally terminated October 1, 1977 and December 31, 1977 respectively and final fiscal closeout during the first quarter.

It is the purpose of this Final Report to satisfy all final report compliance requirements for all four awards and the achievements set forth hereafter will not distinguish programmatic activities among the four sources of support. However where appropriate, activities directly related to functional responsibilities imposed by the use of the different types of funds will be separately highlighted. The fiscal accounting and record keeping for all four awards as well as the local match are maintained.

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independently, but the staff operates as an integrated, centrally administered crime analysis and criminal justice coordination team. A variety of special functions are performed for the City and County of Denver, the Colorado Division of Criminal Justice, LEAA and private organizations involved with the delivery of a broad range of criminal justice services. The major roles of the staff are : crime analysis, planning, interagency coordination and technical assistance, grants administration and special research.

Organization and Staffing Pattern

The organization and staffing pattern for the DACC staff during calendar year 1977 remained basically the same as it was during 1976. We receive split funding support and perform specialized functions consistent with the purpose for which the funds are awarded. Table 1 below depicts the source of funds and the 1977 configuration of staff support by each job classification. The staffing complements for DACC has remained the same for the past three years dropping from a complement of 18 in 1974.

Organizationally, DACC is a uniquely independent city commission reporting directly to the Mayor of the City and County of Denver, and governed by policy formulated by a 24 member Denver Anti-Crime Council (see Appendix A for roster of Council members). Members of the policy board are also appointed by the Mayor and with staff support, make recommendations to the Mayor on particular inter-agency problems, procedures, and also screen, review, and approve all LEAA grant applications prior to the Mayor's endorsement. DACC serves as the principle city liaison agency with

TABLE 1

STAFF ROSTER

DACC Staff Position	Part B	Percent Staff Time	Part C	Percent Staff Time	Juv. Just.	Percent Staff Time	Natl. DF	Percent Staff Time
Project Director							X	100%
Asst. Director	X	100%						
Crim. Just. System Spec.	X	50%	X	50%				
Crim. Just. System Spec.							X	100%
Crim. Just. Stat.			X	69%	X	31%		
Crim. Just. Stat.							X	100%
Crim. Just. Program Spec.			X	50%			X	50%
Evaluation Analyst							X	100%
Acct. Clerk			X	100%				
Stenographer			X	100%				
Clerk Typist			X	100%				
Clerk II (3) Part-Time Coders							X	50%

State and Federal authorities involved in financial assistance to improve criminal justice services.

The independence of DACC allows the unit to work directly with the chief executives of the Denver Police Department, Denver District Attorney's Office, Denver Department of Corrections, Denver County Courts, as well as with the State's Second Judicial District Judges and the State's Denver District Office of the Public Defender. From 1972 to 1977, DACC has also been of active assistance through the provisions of funds to the Colorado State Department of Parole and the Colorado State Judicial Department's Denver District Court Probation Department.

The enumeration of the State and City criminal justice agencies with whom DACC is in constant contact and communication, openly demonstrates that a locally-based, city agency can truly develop sufficient professional credibility to actually serve a coordinating function between competitive agencies, sometimes pursuing objectives in conflict with each other.

DACC Roles

As stated previously, DACC performs five major roles for public and private agencies, both criminal justice and non-criminal justice related. The following narrative focuses on achievements within each of the role areas during 1977.

A. Crime Analysis

During 1977 staff completed the task of updating the arrest and offense report files in the Denver Police Department from 1973 through 1977. The task was initiated in 1976 and involved approximately 30 man-months total. This updating task renders the files easily accessible from computer tape.

A geographical analysis of crime was completed comparing police precincts and locations of significant crime occurrences within precincts. This type of analysis is useful to various city agencies for planning purposes and numerous requests from private and community sources were received for geographical crime data.

A special analysis of crime frequencies within the Denver City Parks system was accomplished. The purpose of this analysis was to assist in the development of a target hardening project to lower the rate of burglary, vandalism and theft in the parks. The target hardening project was developed in late 1977 and was finally approved for funding during the first quarter of 1978.

A third special crime analysis effort was to determine the extent to which handguns are used in the commission of crimes. The request for information in this subject area was from the U.S. Conference of Mayors. This national organization was involved in launching a major media campaign to promote handgun safety and encourage the passage of handgun control

legislation. Denver was among several hundred cities across the nation selected as target sites for conducting the campaign.

Data analysis revealed that small handguns commonly known as "Saturday Night Specials" are used more frequently than other handgun types, these weapons are used most often during the commission of violent crimes (i.e., armed robbery, assault), and bodily injury to the victims occurs more frequently during the commission of such offenses than with other types of crimes.

In addition to the special crime analysis efforts described above, an updated crime specific analysis for each index crime and categories of Class II crimes was conducted and documented in the 1978 Plan. The intent generally, of the crime specific analysis is to provide an overview of information and some comparative analysis with other cities as a background to the detailed crime specific data analysis that identify characteristics of each type of offense and some implications of the data.

B. Planning

The planning framework utilized by the DACC staff is based upon a rational process, supported by current historical data, and is an on-going process constantly supported by monitoring and agency performance feedback. The Anti-Crime Council emphasizes planning for total system operations, not just that small portion of services provided by LEAA funded projects.

Planning activities undertaken during the 1977 planning year were in support of the following objectives as set forth in the 1977 Plan.

Planning Objective 1: To provide City and County agencies with the leadership for developing a strong commitment to planning within and among components of the criminal justice system.

The lead activity undertaken in pursuit of this objective is the interactive process of collecting, analyzing and documenting necessary data and information to produce a comprehensive planning document. This two volume reference work for 1977 was directed towards accomplishing several problem resolutions outlined in the 1976 Plan. The crime analysis and system resource and capabilities volume is always in demand by the local justice agencies. Both the above volume and the Action Plan volume are requested and utilized by private organizations, State agencies and many out of State agencies.

The Plan document is used consistently by DACC staff as a guide in planning the delivery of technical assistance to local criminal justice agencies as well as for monitoring the performance of sub-grantees in the delivery of services. It is essential that service delivery correspond to the problem definitions, deficiencies and objectives as outlined in the plan.

DACC staff devoted ten man-weeks to collecting and developing crime data and preliminary system cost data for the 1978 Plan.

Planning Objective 2: *To determine the level of planning activity that currently exists within each component agency and develop standards for minimum planning resources and capacities.*

Partial fulfillment of this objective is achieved through the process of collecting system performance data. Describing the organization and staffing pattern of an agency provides basic information regarding where and how manpower resources are utilized. Where resources are clearly identified as planning oriented, information is gleaned concerning the level of commitment to planning agency activities. If there is no indication of a developed planning capability, further discussions are initiated at the time of collecting performance data in an effort to raise the agencies interest in developing a planning capability in-house.

During 1977, while operating under the subject grants, DACC staff in cooperation with the Police Department and the Denver District Court completed a fully documented workload study for the Court and initiated a Calls for Service Analysis Study for the Police Department. The Court-study pointed up areas in both judicial and non-judicial functions where planning in advance could create a more efficient service delivery. Of course a more in-depth analysis of the areas of concern must be completed

prior to assessing the effectiveness of a different approach to service delivery. But the preliminary results indicate that planning and considering several alternatives would accrue certain efficiencies. The Police Department Study (to be completed in mid-1978) will show police management where the major portion of request for service originate by time, type, location of occurrence, police district, processing time and response time. Armed with such revealing data and information, resource allocation alone could be greatly enhanced through advance planning utilizing these data. Our mission then, is to continue our cooperative endeavor with local criminal justice agencies in developing a minimum standard for in-house planning capability.

Planning Objective 3: *To define and delineate the task necessary to refine the crime specific planning process for the total criminal justice system.*

The major data collection effort completed in 1976, which allowed us to graphically chart out the local criminal justice system, was further refined during 1977. Our ability to monitor the major decision points in the system also permitted us to consider alternate solution criteria to system problems on a test basis in those agencies where performance review/analysis were conducted. As mentioned under Objective 2 above, these special studies pointed up questionable areas where more refined planning could improve the efficiency of system performance.

As the concerned agencies study our research results we are hopeful that consideration will be given to exploring alternative approaches to service delivery that might lead to better system response and performance.

C. Coordination/Technical Assistance

Coordination functions are performed at the policy level by the Denver Anti-Crime Council, where agency heads of every local criminal justice agency sit as members. The monthly Council meetings provide one of the few opportunities for the system administrators, business leaders and community representatives to discuss inter-agency conflict, problems, procedures, goals and general system improvements.

The DACC staff perform coordination functions aimed at reducing system fragmentation, principally through the provision of technical assistance. During 1977 staff devoted more than 400 man-hours to rendering technical assistance. Most of the TA was directed to local criminal justice agencies and operational projects funded through DACC. There were numerous other instances of technical assistance extended to non-justice agencies both public and private and both state and local. Program and grant development, evaluation design, systems analysis, data collection and planning techniques are the principal subject areas where technical assistance is sought. The presence of a highly skilled technical staff permits us to respond to the many request for technical assistance. It also provides the vehicle for the staff to continually improve and sharpen their skills.

The total effort of the Council and staff is to assure improved planning and coordination of all law enforcement and criminal justice activities within the City and County of Denver. In order to achieve this effort we will continue to provide leadership, technical assistance and problem resolution activities.

D. Project Activity

The DACC staff is responsible for monitoring and assessing the achievements of the sub-grants funded within the City. These sub-grants are operated by both public and private agencies. An on-site monitoring visit is conducted at each project site at least once each quarter and on occasions are requested more often. The usual practice is to perform team visits consisting of DACC and DCJ staff members. During the life of the subject administrative grants 42 man-days were devoted to project monitoring. The table below summarizes project monitoring.

TABLE 2
PROJECT MONITORING ACTIVITY

Grant Agency	Time Devoted to Monitoring
Denver Police Department	11 man-days
Denver Sheriff's Department	3 man-days
Denver District Attorney	3 man-days
Denver County Court	4 man-days
Community Agencies	18 man-days
Other City Agencies	3 man-days

A comprehensive evaluation of the Juvenile Diversion Program was completed during 1977. The projects constituting this system were developed under the Denver High Impact Anti-Crime Programs prior to July, 1976. Through consolidation of services and elimination of duplications the projects were refined and reduced in number to provide comprehensive services to 2,200 youth per year.

The Program consist of seven community-based projects, supported through joint state and local funds. In each quadrant of the city a youth service program has been established to provide services to youth in that catchment area. The services are remedial education, employment, residential care, counseling and recreational services. An individualized needs assessment is completed and then a treatment plan is designed for each client to address some of the underlying causes of delinquent behavior.

A brief summary of the evaluation results shows that; (1) the average cost of servicing youth through the diversion program is less costly than probation services or institutionalization, (2) Bonus cost savings can be accrued to the extent that the program reduces recidivism, (3) Recidivism rates show significant reductions at the time of the evaluation (i.e., New Pride 35% reduction, Partners 25% reduction, LaPuente School 27% reduction), (4) Police arrest statistics provide evidence that the diversion program has some impact on reducing juvenile delinquency.

E. Special Research

Over the past three years, in addition to planning, grants development and administration and technical assistance DACC and the Office of Budget and Management have jointly selected evaluation priorities for criminal justice services in the City. The crime analysis and planning roles put DACC in possession of a vast amount of agency performance data which greatly assisted agency heads in their operational decision making.

During 1977 four extra-special research projects were undertaken. Table 3 below provides an overview of this research and the preliminary results.

TABLE 3
1977 RESEARCH/SYSTEM STUDIES

PROJECT	COMMENTS
<p>1. <u>County Court Sentencing Patterns</u></p> <p>Descriptive analysis of current sentencing patterns including variability within and between courtrooms, and predictive analysis of which variables impact sentence type at length.</p>	<p>Descriptive analysis of current sentencing patterns was completed and does point up considerable variability.</p> <p>This preliminary analysis is a good launching point for a more expanded workload study of the County Court. DACC in cooperation with the Court will further define and expand this study with follow-up work in 1978-79.</p>

TABLE 3
(Continued)

PROJECT	COMMENTS
<p>2. <u>District Court Scheduling and Utilization Study</u></p> <p>Analysis of type, length and disposition of court proceedings, existing court utilization rates, actual vs scheduled activities. Additionally, a simulation model will be developed to predict court delays, utilization rates and related outcomes based upon different assumptions about scheduling practices, number of trials, number of courtrooms, etc.</p>	<p>Preliminary analysis indicate that several areas of the courts operations are operating as efficiently as could be expected when compared to another court considered innovative in court management practices.</p> <p>The Principal problem areas identified were: 1) Unscheduled interruptions 2) Frequent continuances 3) Variation in workload These problem areas relate to workflow and can be impacted through improved caseload management.</p>
<p>3. <u>Mandatory Sentencing Study</u></p> <p>Felony sentencing patterns under HB1111 compared to a baseline (already developed) of similar cases in prior year. Includes analysis of both violent crime and prior felony provisions of the bill.</p>	<p>A violent crime offender profile was developed and has been utilized by the Denver District Attorney. A pre/post analysis of sentencing patterns will be completed during 1978, the data collection effort is underway. No assessment of the effects of types of sentences has been attempted due to incompleteness of above task. A complete evaluation report will be forthcoming by the end of 1978.</p>
<p>4. <u>Jail Population Study</u></p> <p>Analysis of characteristics and length of stay of County Jail releases during month of June. May want to include City Jail for our own analysis.</p>	<p>The Jail population study was a joint effort undertaken with the State Division of Criminal Justice. Local jail surveys were completed and a variety of data was compiled. A follow-up study will be conducted during 1978-79.</p>

Special research and agency performance reviews will remain a priority of DACC staff. We anticipate some expansion of this role as we move further away from federal funding support and the City continues to increase their support of this agency from local revenue.

F. Future Activities

Project award number 76-DF-08-0041 was an LEAA allocation of special discretionary funds to the City negotiated partially as the result of a serious financial crisis on the part of the City. Denver was just recovering from an economic recession in 1975-76, at the time that a local budget request was made to support the Crime Analysis Team. The Office of the Mayor pledged its support to the crime and systems analysis concept and promised a good faith effort to provide substantially more local support for the Denver Anti-Crime Council in 1978, if LEAA would maintain some support of the Agency in 1977.

As evidence of the City's good faith commitment, (the City formally budgeted an appropriated local tax dollars in the amount of \$176,402 for this agency in 1978, which made up more than half of the \$324,159 annual budget. (The remainder consisted of joint Part B, Part C, and JD Planning Awards from the LEAA State Block Grant Program).

This brief history is necessary to understand the prestigious position in which DACC is held by local officials. At this writing, DACC's 1979 budget request is under review. If approved, the City will be contributing \$260,000 in the 79 calendar year, which amounts to in excess of 65% of

the agencies total budget. The level of this commitment is far beyond compliance for participating in a federal program. Rather, it is symbolic of a true belief in the functions performed by an active criminal justice coordinating council.

Since 1972 when DACC was created to administer the High Impact Anti-Crime Program, the City of Denver has been awarded in excess of 160 LEAA awards amounting to \$27,103,000. Denver's appropriated cash match over the same period was in excess of \$3,763,000 (excluding all in-kind contributions of over \$2,000,000 in 1972,73). Appendix B of this report contains a historical listing of Denver's participation in the LEAA program.

The Denver Anti-Crime Council staff has developed a 1979 work plan with measurable objectives to justify continued local support of the criminal justice coordinating council. Future activities of DACC will see more and more of staff resources directed toward agency-level operational research and policy/procedural analysis. It is expected that 1978-79 will provide sufficient work-unit data from the Police Department, to allow DACC to rationally develop performance-cost estimates and to conduct cost analysis studies which local officials and agency administrators can utilize in decisions aimed at increasing productivity.

In summary, the crime and system's analysis capability which LEAA stimulated and supported, is well on its way to being locally institutionalized, while the demand for its analytical functions increase, totally consistent with both the spirit, intent, and letter of the law and guidelines which generated the agency's creation.

END