

#

THE 1975  
ALBUQUERQUE/BERNALILLO COUNTY -  
CRIMINAL JUSTICE ACTION PLAN 1975

CONCEPTS IN CRIMINAL JUSTICE

THE METROPOLITAN CRIMINAL JUSTICE  
COORDINATING COUNCIL  
(MCJCC)

19469

THE 1975 ALBUQUERQUE/BERNALILLO COUNTY  
CRIMINAL JUSTICE ACTION PLAN

Concepts In Criminal Justice

A REPORT TO THE COMMUNITY  
FROM  
THE METROPOLITAN CRIMINAL JUSTICE  
COORDINATING COUNCIL  
IN THE CITY OF ALBUQUERQUE  
AND  
BERNALILLO COUNTY  
(MCJCC)

BOB V. STOVER, Chairman  
DR. ARNOLD W. BROWN, Vice-Chairman

RICHARD B. LEONARD, Coordinator  
ARSENIO G. BRITO, Deputy Coordinator  
and Adult Corrections Planner

JOHN A. HERRING, Law Enforcement Planner

MARY LOU KANIKAYNAR, Secretary  
RUBY VALDEZ, Secretary

Courts and Juvenile Research Sections and  
Assistance in "Existing Systems" Sections, by  
Former Staff Members DIANE DAL SANTO WELLBORN  
and ALEXANDER G. SCHAUSS, Respectively.

MCJCC MEMBERSHIP

(By Standing Committee)

BOB V. STOVER, Chairman  
Chief of Police  
City of Albuquerque

STANDING COMMITTEE ON JUVENILE MATTERS:

Mr. Frank H. Martinez, Chairman  
Executive Director, Albuquerque Urban Coalition

Alternate: Mrs. Jiny Pope  
Secretary for Albuquerque Urban Coalition

Mr. Augustine C. Baca, Vice-Chairman  
Director, Southwest Valley Youth Development, Inc.

Alternate: Mr. Bruce Nieto  
Chairman, Southwest Valley Youth Development Program  
Board

Dr. Arnold W. Brown  
Director, Organization, Analysis and Research, Albuquerque Public Schools

Alternate: Mr. Allen D. Krumm  
Principal, Del Norte High School

Dr. Walter W. Winslow  
Director, Bernalillo County Mental Health/Retardation Center

Alternate: Dr. Joanne Sterling  
Assistant Director for Special Programs, Bernalillo  
County Mental Health/Retardation Center

Mrs. Frank G. (Phoebe Q.) Chavez  
Member-at-Large

Alternate: Mr. Wayne Holder  
Field Office Supervisor, Health and Social Services

The Honorable Lenton Malry  
Coordinator for Cross-Cultural Program, Albuquerque Public Schools

Alternate: Mr. George Williams  
Community Services Representative, City of Albuquerque

Mr. Nestor J. Baca  
Director, Bernalillo County Juvenile Detention Home

Alternate: Mr. Earl Hartman  
Assistant Director, Bernalillo County Juvenile  
Detention Home

Mr. George R. Gargoura  
Chief Probation Officer, Second Judicial District Juvenile Probation

Alternate: Mr. Hinton G. Kittrell  
Chief In-Take Officer

Mr. Ted F. Martinez  
Vice-President, Board of Education

Alternate: Mrs. Debby Toth  
Citizen

STANDING COMMITTEE ON ADULT CORRECTIONS-REHABILITATION MATTERS:

Mr. Michael F. Hanrahan, Chairman  
Chief Probation Officer, Albuquerque Municipal Court

Alternate: Mr. John Thomson  
Assistant Chief Probation Officer, Albuquerque  
Municipal Court

Mr. Donald A. Fellows, Vice-Chairman  
Director, Department of Corrections-Detention

Alternate: Mr. John A. Garcia  
Assistant Director, Department of Corrections-  
Detention

Mr. Santos Quintana  
Director of Field Services Division, Department of Corrections

Alternate: Mr. Eloy Mondragon  
Superintendent, New Mexico Girls' School

The Honorable Harry E. Kinney  
Mayor, City of Albuquerque

Alternate: Mr. Frank A. Kleinhenz  
Chief Administrative Officer, City of Albuquerque

Mr. William C. Schaab  
Attorney at Law

Alternate: Mr. Robert W. Harty  
Director, PASO

Executive Director, General Addictions Treatment Effort

Alternate: Mr. Gerald Swanson  
Director, Client Support Services, LA LLAVE

STANDING COMMITTEE ON COURTS MATTERS:

Mr. Kaiser Michael, Jr., Chairman  
Attorney at Law, Matteucci, Franchini, Calkins & Michael

No Alternate.

The Honorable Harry E. Stowers, Jr.  
Administrative Judge, Second Judicial District Court

Alternate: The Honorable Phillip D. Baiamonte  
Judge, Second Judicial District Court

Mr. James L. Brandenburg  
Second Judicial District Attorney

Alternate: Mrs. Diane Dal Santo Wellborn  
Planning Coordinator, Second Judicial District  
Attorney's Office

The Honorable James M. O'Toole  
Presiding Magistrate Court Judge

Alternate: The Honorable H. Richard Blackhurst  
Judge, Magistrate Court

Mr. Paul D. Noland  
Bernalillo County Manager

Alternate: Mr. Robert Mascarenas  
Grants Specialist, Bernalillo County

The Honorable Frederick M. Mowrer  
Judge, Albuquerque Municipal Court

Alternate: Mr. Thomas J. Greenhut  
Municipal Court Administrator

Miss Margaret Lamb  
Public Defender, Second Judicial District

Alternate: Mr. John Viebranz  
Assistant Public Defender, Second Judicial District

STANDING COMMITTEE ON LAW ENFORCEMENT MATTERS:

Mr. Mahlon Love, Chairman  
Vice-Chairman, Albuquerque National Bank

Alternate: Mr. Carlton Jones  
Chief of Security, Circle K Corporation



Dr. Robert J. Wirth, Vice-Chairman  
Assistant Director, Center for Law Enforcement, Corrections, and  
Social Services, University of Albuquerque

Alternate: Professor Walter V. Niederberger  
Director, Division of Social Services, University  
of Albuquerque

Chief Bob V. Stover  
Albuquerque Police Department

Alternate: Deputy Chief Don Thompson  
Albuquerque Police Department

Sheriff Joe B. Wilson  
Bernalillo County Sheriff's Department

Alternate: Captain Henry C. Taylor  
Director, Planning-Research and Training  
Bernalillo County Sheriff's Department

Rear Admiral Eugene E. Fairfax  
United States Navy, Retired

Alternate: Lieutenant Nicholas Gonzales  
Albuquerque Fire Department

The Honorable Ronald L. Chaplin  
Vice-President, Chambers, Campbell, Isaacson & Chaplin, Inc.

Alternate: Mr. Robert Singer  
Attorney at Law, Coors, Singer & Broullire

## PREFACE

This is the second Annual Plan and report to the community of the Metropolitan Criminal Justice Coordinating Council (MCJCC).

In Part One of this year's Plan, we discuss criminal justice planning, the local crime situation, the response to crime of the local Justice System, the delivery of criminal justice services to the community, and provide a general update of much of the information developed in last year's Plan, which we regarded as a "base" document in describing our local system in historical context.

But this year, we have tried to build on last year's effort, rather than merely repeat ourselves. Toward that end, a second section of the Plan delves into basic problems in the subsystem areas of our Justice System, as well as dealing with similarly basic problems in regard to the entire system. We call this "Concepts in Criminal Justice," because in many cases we are dealing with notions new both to local agency and government officials and to the community-at-large.

In a third part, the MCJCC has joined with the federal Law Enforcement Assistance Administration (LEAA) in beginning to seriously consider evaluation matters. The purpose of project and program evaluation is simply to call for accountability in terms of cost effectiveness: What are the results of the money spent?

I sincerely hope the reader, be that person local decision-maker, criminal justice professional, or layman, will benefit in knowledge gleaned either from a straight reading of this document, or from its use as a reference. That, as well as a planning guide, is its purpose.

I wish also to thank each member and alternate of the MCJCC and the Staff for their untiring efforts in preparing this Plan. As Chairman, I am extremely grateful for their dedication.

Last, I want to point out that much that is discussed herein in terms of needs or planning can only be accomplished through commitment by citizens, and elected or appointed officials. Only through cooperation, coordination and financing can crime be reduced while citizens receive the individual attention they deserve when they, in any way, come in contact with our Justice System.

BOB V. STOVER,  
Chairman

TABLE OF CONTENTS

PART ONE - EXISTING SYSTEMS UPDATE

Introduction	1
Law Enforcement	17
Courts	48
Corrections	69
Juvenile Matters	96

PART TWO - CONCEPTS IN CRIMINAL JUSTICE

An Albuquerque/Bernalillo County Regional Criminal Justice Information System Plan	123
New Concepts in Law Enforcement	158
Improving Process Through Mechanization: A Look at the Albuquerque/Bernalillo County Courts, Prosecution and Defense Agencies	172
Coordination and Standardization in Corrections	194
Development of a Delinquency Prevention Strategy	202
Citizens and the Justice System: Attitudes and Involvement	214

PART THREE - EVALUATION

252

PART ONE

EXISTING SYSTEMS UPDATE

Introduction

Law Enforcement

Courts

Corrections

Juvenile Matters

THE 1975 ALBUQUERQUE/BERNALILLO COUNTY CRIMINAL JUSTICE  
ACTION PLAN

Concepts in Criminal Justice

INTRODUCTION

The 1975 Plan

The 1974 Plan was aimed at providing a basis in historical context for discussing matters related to local crime problems and the Justice System. This year's Plan, subtitled "Concepts in Criminal Justice" attempts to build on the foundation of last year's efforts.

While updating and analyzing changes in crime and existing systems data, the 1975 Plan looks into some problem and issue areas in criminal justice and develops some concepts for dealing with these matters.

Specifically, this year's Plan is divided into three parts:

Part I provides a 1974 update for 1973 reported crime and criminal justice agency statistics, along with brief analyses of that data indicating whether changes of emphasis or direction are warranted in dealing with crime in Bernalillo County.

Part II, the larger section of this year's Plan, concerns specific issues and problems that need to be addressed in the various subsystems of law enforcement, courts, corrections and juvenile justice, as well as matters of

systemwide interest such as information systems and citizen attitudes toward the Justice System.

Part III is a new section that reflects the consideration by the Metropolitan Criminal Justice Coordinating Council (MCJCC) of matters relating to evaluation of criminal justice activities and projects. The purpose of this section is to report on matters pertinent to evaluation for the benefit of interested parties and for the purposes of accountability. Discussed in the section are evaluation purposes and levels of responsibility, the implementation of evaluation at the federal, state and local levels, and subjects related to evaluation, such as auditing and monitoring. A summary of some recent evaluations is provided.

In essence, then, this year's Plan is designed as a building block. Last year's first annual Plan was oriented toward providing the reader with a basic understanding of the crime problems in Albuquerque and Bernalillo County, and of the historical development and current structure and level of operations of the local Justice System and related elements. Overall, the aim of this year's Plan is to increase the knowledge of the reader in specific areas of needed research and planning in crime and justice matters, so that better approaches may be devised to accomplish crime control and the delivery of justice services.

#### MCJCC PLANNING APPROACH

Last year's Plan described historically the formation of the MCJCC as an agency created by State and Local Government, and indicated some of its responsibilities as defined by Executive Order and By-Laws. The following is an elaboration on that, describing basic planning approaches used by the MCJCC.

#### Criminal Justice Planning

The theory behind criminal justice planning is that through an organized approach, the chaos of crime can begin to be controlled. That approach consists of gathering and analyzing data, determining needs, prioritizing those needs based on the scarcity of available resources, and the routing of those resources into programs and projects designed to provide solutions to the described needs.

In short, the same approach is used to control crime that has been used to control disease, or to undertake any of the other organized efforts of man.

An organized, planned approach to crime control, then, is the main aim of the MCJCC. The basic goals of the organization are to:

-Reduce crime locally;

-Improve the delivery of criminal justice services to the community.

Essential to achieving those goals are increasing cooperation and coordination among the agencies of the local Justice System, and developing an inter-relationship, cooperation, coordination and dialogue between citizens and the justice community so that a joint citizen/system approach to crime reduction and control may be developed.

The method used by the MCJCC consists of developing an Annual Plan which then becomes a documented guide for the remainder of the year's work (and beyond) in establishing solutions to prioritized needs. The document contains the results of MCJCC analysis and research, as well as multi-year plans for dealing with priority problems over a period of time. There is a certain amount of overlap among annual plans. Each plan attempts to account for what has occurred during the previous year, and then indicates new areas of need and a plan for accomplishment. Figure I-1, on the next page, demonstrates the basic planning, implementation, and evaluation process as developed by the MCJCC.

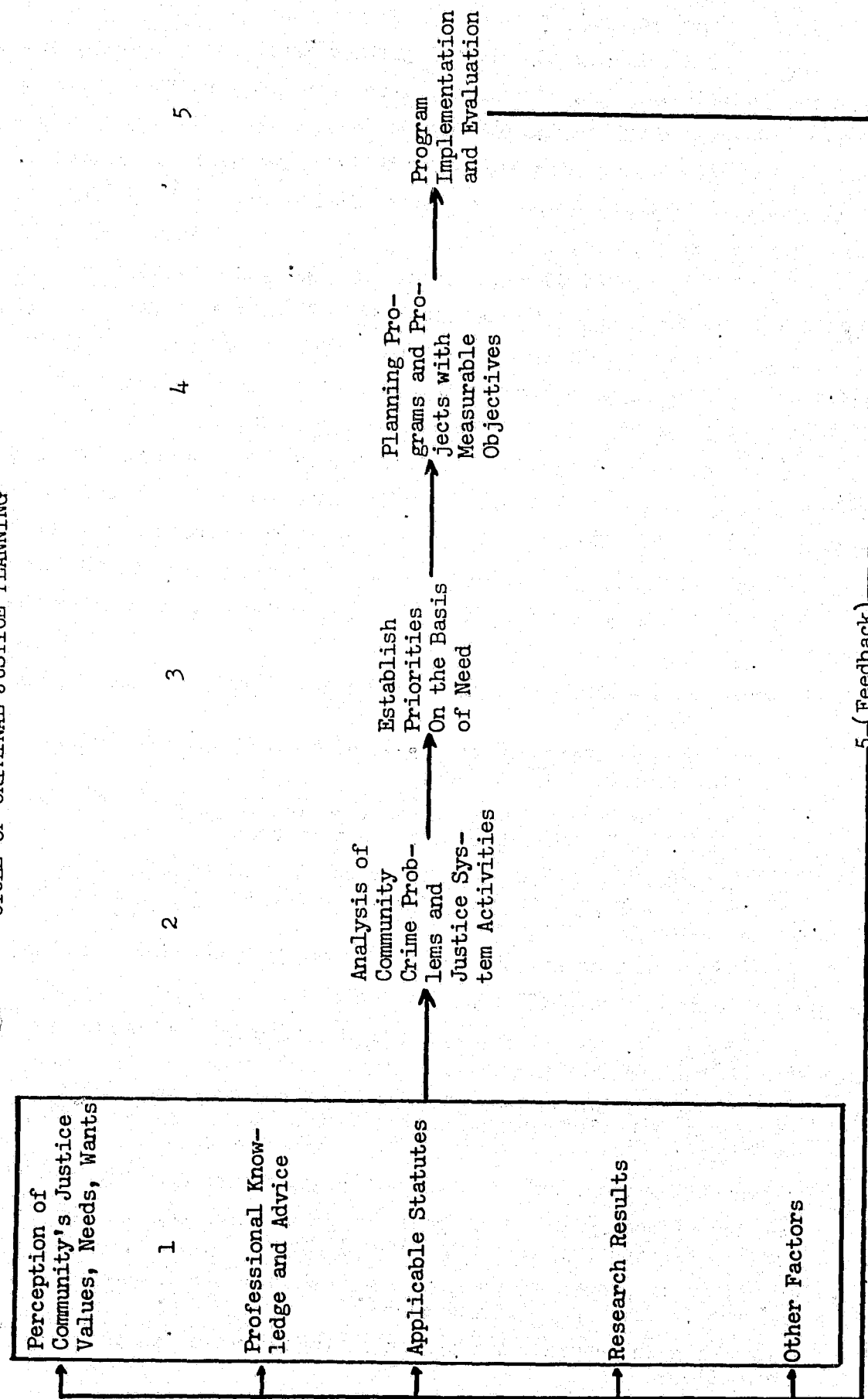
In summation, the Council attempts to develop a planning capability that can:

1. Analyze the nature of crime and criminal justice problems in the community;
2. Increase the available knowledge of how and why the Justice System functions as it does;
3. Assess needs and prioritize them, soliciting input and direction from officials, citizens and others;
4. Allocate resources on a priority basis and hopefully in a creative way so that substantive and long-range solutions to needs may be instituted;
5. Evaluate and assess the results of MCJCC programs and projects.

The general aims of the MCJCC include:

- Continuing the development of agencies' capabilities to perform their basic functions;
- Increasing agencies' abilities to collect and evaluate statistical and other information useful to the agency and the system as a whole;
- Implementing the results of current research in subsystem areas;
- Developing agency and interagency programs which may form priorities and subpriorities in the Annual Plan;
- Assisting in proper subgrant administration, both fiscal and program, through project monitoring;
- Increasing interagency and system-citizen cooperation and coordination;

Figure I-1



- Developing agency and interagency programs which may form priorities and subpriorities in the Annual Plan;
- Assisting in proper subgrant administration, both fiscal and program, through project monitoring and technical assistance;
- Increasing interagency and system-citizen cooperation and coordination;
- Developing a stronger agency foundation by continuing successful programs on a permanent basis through local funding.

A summarization of specific Council activities relating to planning and project development involves:

- Developing an Annual Plan, which contains:
  - .Analysis of current crime and delinquency situation;
  - .Current systems status;
  - .Analysis of documented needs which are prioritized;
  - .Other information, so that the total Plan can be used;
    - .As a guideline for the MCJCC and the community for the upcoming year and beyond;
    - .As educational material for officials and Citizens to promote better informed decision-making;
    - .As a stimulus for further research.
- Then initiating projects which:
  - .Serve as a testable solution to prioritized needs;
  - .Can be evaluated by officials and the community as to whether they constitute continuing solutions to continuing problems.

MCJCC Priorities and Projects:

In 1974, the MCJCC, based on its research into the major crime problems besetting the community, adopted two specific priority areas and a set of various systemwide priorities. This list, Figure I-2, appears on the next two pages.

Based on those priorities, a variety of projects were developed to fulfill needs. Figure I-3 is a list of projects developed, and is updating of a similar list that appeared in the 1974 Plan.

Future Planning and Criminal Justice Standards

Planning is a complex matter. It is limitless in its possibilities. Developing systematic approaches to problems, implementing them, evaluating them, and then using that information to either expand the approach, change it entirely, or develop variations, is a demanding task. Some problems defy not

Figure I-2

MCJCC PRIORITIES AND SUBPRIORITIES-1974, 1975

"Crime Specific" Priorities\*

(R) Reduction of Crimes Against Property

- (1) -Reduce the involvement of juveniles and youths in property crime.
- (2) -Continue improvement of techniques of investigation of incidents of property and related crime, as well as continued improvement in the gathering, processing, and preserving of evidence.
- (3) -Continue development of the ability to gather intelligence information about property crime and related activities.
- (4) -Improve methods of prosecution of property crime offenses and related crimes, such as serious narcotics violations, and receiving stolen property.
- (5) -Continue development of target hardening as a preventive technique against property crimes for residents, neighborhoods, groups, and businesses.
- (6) -Improve and expand efforts to work with past offenders, first offenders, and youthful offenders to modify past behavior patterns that resulted in criminal activity, and to reintegrate such offenders into society to lessen their chances of reverting to criminal activity.
- (7) -Develop diversion alternatives for those involved in property crime and related activities (such as hard drug abuse) so that more acceptable alternatives can be developed to incarceration.
- (8) -Continue investigation of violations of narcotics laws, concentrating on pushers and dealers in quantities of narcotics, with emphasis on hard drugs and narcotics.
- (9) -Continue development of patrol capability and flexibility in all metropolitan areas, but especially in high property crime areas.
- (j) Juvenile Justice, Treatment of Youthful Offenders, Juvenile Delinquency Prevention

Short-Range Priorities

1. Continue and develop programs which begin soon after initial Juvenile System contact and which are designed to provide intensive family-oriented rehabilitation, especially for first offender children and their families. This includes development of a diagnostic capability for children determined by the courts to be in need of psychological evaluation.

\* (1) The two "Crime-Specific" priorities share equal rank. (2) Numbered subpriorities indicate rank order of importance; those with the (-) symbol are not ranked as to priority. Letters and numbers encased in ( ) are not indicators of priority, but simply an access code. Numbers used as priority ranking also serve as part of the access code.

2. Develop special programs that work with Children in Need of Supervision (CHINS) to divert them from contact with the Juvenile Justice System.
3. Continue development of group homes for children as an alternative to more punitive forms of punishment or lack of appropriate placement.
4. Develop family-oriented programs in the community and public schools, including, but not restricted to those that correct behavior syndromes in children who indicate a probability of becoming involved in the Juvenile Justice System.
5. Develop and expand volunteer participation in juvenile justice agencies and programs.
6. Provide adequate defense and prosecution for children accused of violations of the law.
- (7) -Reevaluate the purpose and aims of the Juvenile Detention Home in terms of specific clientele the Home should deal with.
- (8) -Develop specifically-designed programs for working with the youthful offender.
- (9) -Develop and continue diversion programs for the identified youthful offender, which begin soon after initial contact of the Justice System with the offender.
- (10) -Develop alternate methods of rehabilitation, including community-based rehabilitation for youthful offenders.

(J-LR)

Long-Range Priorities

1. Develop a community-wide network of prevention-oriented projects and programs.
2. Establish a Youth Service System in the metropolitan area.
- (3) -Develop system-wide accountability in dealing with children by the Juvenile Justice System.
- (S) System-wide Priorities
- (1) -Acquire adequate criminal justice agency operating space for the present, and plan for such needs for the foreseeable future.
- (2) -Develop a system-wide offender-based criminal justice tracking and information system.
- (3) -Continue the Metropolitan Criminal Justice Coordinating Council as a community planning council for criminal justice needs in Albuquerque and Bernalillo County.
- (4) -Develop facilities and opportunities for higher education and research in the criminal justice field.
- (5) -Develop In-House Planning Capability in all justice agencies whose size, case volume, or other factors indicate such capability is needed and desired.

Figure I-3

Implementing Agency	Project Scope and Aims	Budget			
		LEAA	State	Local	Total
Second Judicial District Juvenile Probation	Establish a Word Processing Center in order to improve juvenile case processing.	\$10,000	\$	\$ 1,000	\$11,000
Albuquerque Police Department	Purchase special Bomb Disposal equipment for handling bomb devices and other explosives.	7,200		2,294	9,494
Second Judicial District Attorney	Develop Microfilm record storage and retrieval capability.	5,574		1,858	7,432
Albuquerque Police Department	Reduce delinquency by obtaining equipment for Police Athletic League (PAL) for children's activity program.	6,000		2,139	8,139
Albuquerque/Bernalillo County Department of Corrections-Detention	Obtain special equipment for televised observation of jail facilities, plus other needed equipment.	2,986		331	3,317
Canterbury Chapel	Develop YA-TAH-HAI Halfway House for juveniles returning from state incarceration.	5,400		600	6,000
Albuquerque Police Department	Continue development of a planning and research capability for this law enforcement agency.	8,493	4,246	4,247	16,986
Metropolitan Criminal Justice Coordinating Council	Continue this agency to coordinate community criminal justice planning throughout Albuquerque and Bernalillo County through the staff services of a single broadly representational planning and research agency.	95,000	6,890	9,091	110,981
Albuquerque Public Schools	Establish an Alternative Junior High School Pilot Program for delinquent and pre-delinquent students to improve self-image and motivation.	\$44,414		4,935	49,349
Albuquerque Police Department	Continue program to improve police-community relations through use of a special public information officer.	7,705	3,871	3,872	15,448
Albuquerque Police Department	Provide special training for police officers in areas such as management and juvenile problems.	6,820		6,820	13,640

Implementing Agency	Project Scope and Aims	Budget			
		LEAA	State	Local	Total
Albuquerque Police Department	Continue development of a Police Laboratory and add equipment.	\$ 21,028	\$10,514	\$ 10,514	\$ 42,056
Albuquerque Police Department	Continue the Special Operations Section for concentration on property crime, robbery and fencing.	33,410	16,714	16,714	66,839
Albuquerque/Bernalillo County Corrections-Detention Department	Continue the Corrections Service Officers Program in the Bernalillo County Jail.	28,988	8,735	17,618	55,341
DESEO	Continue Social Orientation Program for Convicted Public Offenders.	28,456		28,455	56,911
PASO	Continue Positive Approaches to Sex Offenders treatment Program for sex offenders.	20,005		20,004	40,009
Hogares, Inc.	Create a boarding house for children and young adults coping with emancipation from home or institution.	20,007		2,223	22,230
Second Judicial District Juvenile Probation	Project CHIP will aim at diverting Children in Need of Supervision out of Juvenile Probation.	28,697		3,189	31,886
Second Judicial District Court	Create a Court Clinic to provide diagnostic and treatment services to the courts and court related agencies.	158,141		17,571	175,712
Second Judicial District Attorney	Continue the special Narcotics Prosecution program for concentration on narcotics cases.	20,059		20,059	40,119
Second Judicial District Court	Develop an in-house planning research and analysis capability for this agency.	16,507		1,885	18,392
Albuquerque/Bernalillo County Department of Corrections-Detention	Develop a corrections information system in order to provide immediate data on various aspects of corrections-detentions.	30,326		3,370	33,696
PAL, Inc.	Purchase equipment to operate athletic programs for children.	5,400		600	6,000
Albuquerque Police Department	Establish a police reserve program for community citizens.	14,293		5,088	19,381
Bernalillo County Sheriff's Dept.	Continue Operation Crime Reduction, Phase II.	116,258		116,258	232,516



only solution, but also much in the way of careful analysis (particularly where data is not readily available). This kind of situation increases the difficulties in finding solutions to problems.

Nevertheless, considerable improvement has been made in the activity of planning. The aims, goals, priorities and projects of the MCJCC that are discussed above are some indication of that.

However, there is room for future improvement. One special area of needed improvement involves the task of considering what ought to be the optimum levels of Justice System service delivery in order to accomplish stated objectives. This involves the establishing of criminal justice goals and setting of standards in relation to those goals.

As an example, a Planner might want to determine reasonable goals in terms of rehabilitation of convicted offenders (such as achieving reduction to a given percentage level of recidivists during a given period of time). Standards for the accomplishment of these goals might involve a certain optimum case load for probation officers, a certain distribution of agencies, or some entirely new approach to the problem, with its own standards. Such a new approach might dictate its own performance standards as well as goals.

At any rate, the attempt to establish standards of operation and goals of achievement is complex and difficult, and may be fraught with controversy.

Several attempts to establish standards have been made, particularly at the national level, and states are now being encouraged to follow suite. In fact, the development of statewide standards and goals is now a requirement of the Law Enforcement Assistance Administration (LEAA) for states requesting federal crime control assistance.

In October of 1971, the United States Department of Justice created a 22-member National Commission on Criminal Justice Standards and Goals to formulate a nationwide action plan to reduce crime. The Commissioners, recognized leaders in criminal justice, state and local government, and the community, worked for nearly two years to produce their report. It has been published in a series of five volumes dealing with various aspects of the system, and including goals and priorities. The volumes are entitled Police, Courts, Corrections, Community Crime Prevention, and the Criminal Justice System.

Based on these efforts and that of other organizations (such as the American Bar Association) which have suggested goals and standards for the operation of the Justice System, the states of the nation are now undertaking to convene

citizens and officials to consider locally the matter of standards and goals. The Department of Justice and LEAA do not necessarily endorse all the recommendations of the National Advisory Commission, but they do endorse the process provided as a model by the Commission, and each state is encouraged to engage in a similar process.

Again, developing state and local standards is a difficult process. Not only is wide knowledge needed among participants about law and the Justice System, but the research steps involved are considerable. Such steps would include the assembling of an adequate listing of standards suggested from all sources (individual and group) which have considered crime and justice-related problems. This would certainly involve a literature search, and Criminal Justice literature is extensive. Then, some consideration must be given to which kinds of problems delineated apply to New Mexico or its governmental components. Subsequent to that, a thorough study of the current status of state law must be undertaken in regard to the various matters under consideration. With a great amount of citizen input, goals must be established and standards for achievement developed. The final task is no less onerous. Citizens and elected and appointed officials must be convinced of the recommendations of the Standards and Goals body, and the needed legislation must be enacted, followed by changes in administrative procedure.

A final difficulty is mentioned frequently: A lack of historical data about various crime and justice-related matters in New Mexico will, throughout the process, create major roadblocks in the development of standards and goals and the undertaking of standards-related planning.

Another planning activity that should be considered is called master planning. The master planning concept is based on comprehensiveness. Various states, for instance, are undertaking comprehensive corrections master planning. Thus, a wide variety of interested parties in certain states have met to determine correctional goals, short and long range, for a period of up to twenty years in the future, assessing current thinking about corrections as well as trying to anticipate future trends based on research. Statewide and local needs in the area have been determined and, with goals set, action has been undertaken at both the state and local level to implement coordinated state, regional and local plans to create, in a given time frame, a total, unified statewide system of corrections. This approach can be used on a local level where, as an example, communitywide, coordinated, unified planning to produce

a system to serve children and youth needs can be undertaken, with goals and target dates for the achievement of component elements of the system.

#### Is Criminal Justice Planning Needed?

In this era of unemployment, inflation and economic problems, it might be questioned whether crime and justice matters rate the current attention that is given them, much less the increased future attention that is indicated by the complexity and difficulty of the planning strategies discussed above. It can only be answered that national figures available in late 1974 indicated crime had continued to increase nationwide in the preceding year, meriting continued concern. Apparently the citizenry felt this concern. A Time magazine quarterly survey conducted nationally just before the 1974 elections showed that "Crime" rated third among ten matters of national concern, coming in ahead of such issues as "Energy Shortages," "Food Shortages," and "Pollution." "Drugs" was in sixth place, and of the two items holding first and second place ("The Economy and Inflation" - first; "Watergate Corruption" - second), one was directly crime related.

Finally, regardless of citizen ranking, crime and justice problems affect huge numbers of persons annually, particularly those of lower economic and educational standing in the community. A recent LEAA crime survey showed, for instance, that the poor, the young, and black males are more likely than others to be victims of crimes of violence. For that reason, if for none other, the best planning available must be developed to reduce victimization, reduce the involvement of children and adults in crime, to analyze what constitutes criminal activity according to law, and to deal as fairly and effectively as possible with those who become involved in crime and the Justice System.

#### CRIME IN ALBUQUERQUE/BERNALILLO COUNTY

Last year's plan pointed out that in 1971, Albuquerque/Bernalillo County had a Part I\* crime rate of 59.2 offenses per 1,000 population (5,926.6 per

\*The FBI has standardized a set of crime classifications numbered 1 through 29. The first seven classifications (criminal homicide, forcible rape, robbery, aggravated assault, burglary, larceny, and auto theft) constitute Part I crime (or FBI Index Crime). They were selected as such because they represent the most common local problem and because all are serious crimes either by their very nature or due to the volume in which they occur. The offenses of murder, forcible rape, robbery and aggravated assault are categorized as violent crimes. Burglary, larceny, and auto theft are crimes against property. Crime classifications 8 through 29, as well as manslaughter by negligence, and simple assault/assault and battery constitute Part II crime.

100,000). (The Bernalillo County rate - excluding the city - was 20.9.) That was the highest Part I crime rate in the nation for that year.

In 1972, Albuquerque/Bernalillo County again led the nation with a Part I crime rate of 59.1 per 1,000 population (5,910.2 per 100,000). The Bernalillo County rate (excluding the city) was 25.06 percent per 1,000. New Mexico's Part I crime rate for that year was 34.2 per 1,000 according to FBI figures.

In 1973, all of Sandoval County was included in the calculations of metropolitan crime, so that, based on a Standard Metropolitan Statistical Area (SMSA) that includes Albuquerque, Bernalillo County and Sandoval County, the crime rate was figures at 69.6 per 1,000 (6,966.4 per 100,000) on a basis of an estimated 372,000 population.

In attempting to determine the crime rate for Bernalillo County, the MCJCC used an estimated population of 351,800 for the county in mid-1973 based on an unofficial estimate. In 1973, the Albuquerque Police Department (APD) reported 22,659 Part I crimes (omitting manslaughter by negligence and non-aggravated assault). The Bernalillo County Sheriff's Department (BCSD) reported 2,930 such crimes for that year. This totals 25,589. This would calculate to a higher rate of 72.7 Part I crimes per 1,000 population for Bernalillo County.

Below are shown the major SMSA crime areas in the nation in order of ranking down through the official FBI ranking of Albuquerque/Bernalillo County/Sandoval County:

<u>City</u>	<u>Crime Rate</u>
Phoenix, Arizona	81.6
Daytona Beach, Florida	78.6
Ann Arbor, Michigan	77.4
Las Vegas, Nevada	75.2
Fort Lauderdale-Hollywood, Florida	75.1
San Francisco-Oakland, California	72.7
Fresno, California	72.1
West Palm Beach-Boca Raton, Florida	71.2
Reno, Nevada	70.0
Albuquerque, New Mexico	69.6

A rate of 72.7 would move Albuquerque up from tenth place among major cities to a tie for sixth place, but it was not known what outlying areas may have been included in other SMSA's which, if deducted, might also raise their crime rate. A spot-check comparison between the 1972 and 1973 FBI Reports shows that not only were new population areas added to the latter report, but additional counties were included in some SMSAs included in the previous report. However, among the top ten areas reported above, only West Palm Beach changed from the

previous year's report, adding Boca Raton.

It is significant that the crime rate in the Albuquerque SMSA was a minimum of 10 points higher in 1973 than in the previous year, yet Albuquerque was no longer leading the nation. This testifies to the national increase in crime in 1973.

The 1973 FBI Report noted a six percent increase in serious crime across the nation that year. An increase in rape (10 percent) led the list, but all seven major crime categories increased. Crime increased nine percent in suburban areas, ten percent in rural areas, but only one-half of one percent in the largest cities of over one million. Figure I-4, below, shows the national crime rate for 1973, with indicated category increases over the previous year.

Figure I-4

National Crime, Rate, and Percent Change

Estimated Crime 1973	Rate Per 100,000		Percent Change Over 1972	
	Number	Inhabitants	Number	Rate
Total	8,638,400	4,116.4	+5.7	+4.9
Violent	869,470	414.3	+4.9	+4.1
Property	7,768,900	3,702.1	+5.8	+5.0
Murder	19,510	9.3	+5.2	+4.5
Forcible Rape	51,000	24.3	+9.7	+9.0
Robbery	382,680	182.4	+2.1	+1.3
Aggravated Assault	416,270	198.4	+7.0	+6.2
Burglary	2,540,900	1,210.8	+8.0	+7.2
Larceny-Theft	4,304,400	2,051.2	+4.7	+3.9
Auto Theft	923,600	440.1	+4.7	+3.9

For 1974, year-end national figures were not available at press time, but the FBI had released a preliminary report indicating a 16 percent increase nationally for the first nine months of the year. There had been a 12 percent serious crime increase in cities in the 250,000 - 500,000 population range. Such increases pushed total reported offenses to ten million in 1974, more than doubling the 1969 total of almost five million.

In Albuquerque, 22,694 Part I crimes were committed during 1974. Adding the Bernalillo County figure of 2,910, this means a total of 25,604 Part I crimes were committed locally during the year. Based on a population estimate for the county of 362,800, the estimated (unofficial) serious crime rate for the metropolitan area for 1974 was 70.5 crimes per 1,000 persons - a rate reduction from 1973 calculated against that year's estimated Bernalillo County rate.

However, the 1974 FBI Report will likely show a different rate in that Sandoval County will probably continue to be included as part of the Albuquerque SMSA.

The remainder of the "Existing Systems" section of this Plan breaks down this crime problem in terms of its application to law enforcement, prosecution, courts, and corrections and rehabilitation.

It should be noted that the Governor's Council on Criminal Justice Planning reports that the Bureau of Business and Economic Research estimates that the Albuquerque/Bernalillo County metropolitan area population has increased 11.10 percent in the period 1970-1973. The remaining counties - Valencia, Torrence and Sandoval - of the Mid Rio-Grande Planning District increased 9.91 percent in population. These increases were the largest during this period of any other planning region in the state.

CONCLUSION

The section above has discussed the MCJCC planning approach to crime and has indicated something of the crime problem locally. The crime rate has generally increased locally and nationwide, with comparatively less of an increase locally than across the nation. Indeed, comparing 1974 and 1973, the actual reported incident increase was minimal, and the rate for Albuquerque and Bernalillo County went down.

The remaining sections of Part I of the Plan break down this problem into its component parts to indicate what problem areas have remained the same and, conversely, where shifts in emphasis have occurred either in crime problems themselves, or in the response of the local Justice System and the community to them.

Part II of this Plan, then, indicates major areas of research and planning needed to deal more effectively with some of these problems. This year's (and beyond) priorities are based on these analyses.

It should be noted, in closing, that the following information is based ultimately on reported crime. As a research section included herein notes, a great deal of crime is not reported, so that victimization is a greater problem than reported statistics would indicate.

Reducing the crime rate and providing equal justice to everyone is the business and responsibility of all citizens in a democracy. The President and Congress, by establishing state and regional criminal justice planning

bodies, have provided ways that citizens may join with elected representatives and justice officials to organize methods of making communities safer places to live. It is necessary for all to assist.

## LAW ENFORCEMENT

### INTRODUCTION

This section updates information regarding operating agencies and programs in the law enforcement area for Albuquerque and Bernalillo County.

First, there will be presented a brief overview of the reported crime situation locally in 1974. This will be followed by a look at law enforcement agencies operating at the local level and what has occurred in relation to them since publication of The 1974 Albuquerque/Bernalillo County Criminal Justice Action Plan. Finally, there will be a closer look at major crime problems locally during the past year, followed by law enforcement subsystem needs and priorities.

#### Crime Overview

Metropolitan area crime statistics show that the year 1974 did not differ significantly from 1973 in terms of the overall amount of reported crime in the city and county. While some categories of crime fell, there was a rise in some Part One crimes, including forcible rape and larceny. In regard to larceny, however, it should be noted that recently The FBI Uniform Crime Report (UCR) has listed all larceny as a Part One crime, as opposed to listing only larceny over \$50, as had been done previously. Nevertheless, as noted below, larceny increased dramatically in 1974. (For a definition of Part One crime, see page 12 in the "Introduction" to this plan. For a discussion of the background of the change in larceny reporting, see page 158 of The 1974 Plan.)

Figures LE-1, LE-2, and LE-3 summarize the reported and verified crime picture for the comparison years 1973 and 1974 in the city and county. Combined statistics from the Albuquerque Police Department (APD) and Bernalillo County Sheriff's Department (BCSD) show that, locally, murder decreased from

Figure LE-1

ALBUQUERQUE POLICE DEPARTMENT

Incidence of Part One Crime

	1974			1973		
	# Reported Offenses	# Cleared By Arrest	%	# Reported Offenses	# Cleared By Arrest	%
Murder and Non-Negligent Manslaughter	31	22	70.9	27	26	96.3
Forcible Rape	183	108	59.0	169	127	75.1
Robbery	803	387	48.1	909	466	51.3
Aggravated Assault	877	666	75.9	1,157	993	85.8
Burglary	6,547	1,230	18.7	6,922	972	14.0
Larceny	12,781	3,348	26.1	11,852	2,696	22.7
Auto Theft	1,472	306	20.7	1,623	302	18.6
Total Part One Offenses	22,694	6,067	26.7	22,659	5,582	24.6
Total Part Two Offenses	(Not Compiled)			10,891	5,604	51.4

Figure LE-2

BERNALILLO COUNTY SHERIFF'S DEPARTMENT

Incidence of Part One Crime

	1974			1973		
	# Reported Offenses	# Cleared By Arrest	%	# Reported Offenses	# Cleared By Arrest	%
Murder and Non-Negligent Manslaughter	4	3	75.0	14	14	100.0
Forcible Rape	26	14	53.8	37	28	75.7
Robbery	75	46	61.3	91	52	68.1
Aggravated Assault	131	89	67.9	285	157	55.1
Burglary	1,261	314	24.9	1,226	281	20.5
Larceny	1,104	92	8.3	949	123	13.0
Auto Theft	225	55	24.4	328	51	15.6
Total Part One Offenses	2,826	613	21.6	2,930	676	23.0
Total Part Two Offenses	3,170	(Not Compiled)		4,339	3,426	79.0

Figure LE-3

ALBUQUERQUE POLICE DEPARTMENT - BERNALILLO COUNTY SHERIFF'S DEPARTMENT

Combined Incidence of Part One Crime

	1974			1973		
	# Reported Offenses	# Cleared By Arrest	%	# Reported Offenses	# Cleared By Arrest	%
Murder and Non-Negligent Manslaughter	35	25	71.4	41	40	97.5
Forcible Rape	209	122	58.3	206	155	75.2
Robbery	878	433	49.3	1,000	518	51.8
Aggravated Assault	1,008	755	74.9	1,442	1,150	79.7
Burglary	7,808	1,544	19.7	8,148	1,223	14.9
Larceny	13,885	3,440	24.7	12,801	2,819	22.0
Auto Theft	1,697	361	21.2	1,951	353	18.0
Total Part One Offenses	25,520	6,680	26.1	25,589	6,258	24.4
Total Part Two Offenses	(Not Compiled)			15,230	9,030	59.2



FIGURE LE-1

**PART ONE CRIMES** 1973 ■ 1975 ■  
 1974 ■  
**ALBUQUERQUE POLICE DEPARTMENT**  
**OMITTING NON-AGGRAVATED ASSAULT AND MANSLAUGHTER BY NEGLIGENCE**

41 in 1973 to 35 last year. Forcible Rape was down by three. Robbery was down last year by 122. Aggravated Assault decreased by 434—a significant decrease of 30.0 percent. Burglary decreased by 340 reported, verified cases. Auto Theft also decreased. Larceny, however, increased by over a thousand cases. In total, the combined city-county reported crime picture was virtually the same in total number of reported cases as last year.

Although each individual major crime will be examined later in this section, it is interesting to note, in Figure LE-1, the pattern that developed in the city concerning the percent of cases cleared by arrest. The clearance rates were down for all offense areas generally considered to be "crimes against persons," (the first four), while clearance rates increased for those "crimes against property," (the remaining three categories for crime). In total, the city had slightly more crimes reported in 1974 than the year before, but also had more cleared by arrest.

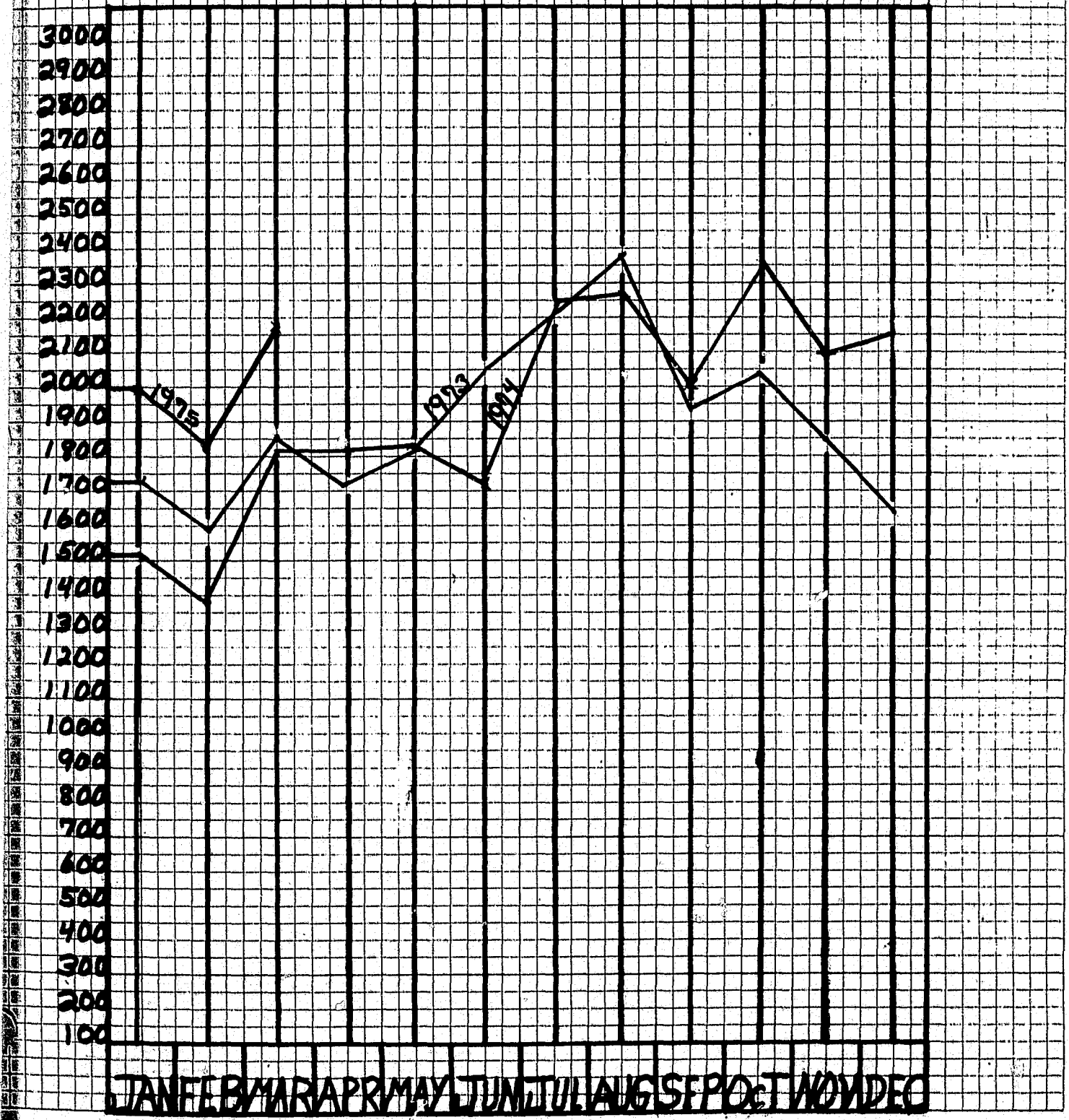
The county showed no such clear-cut pattern, but showed increased clearance rates in the categories of aggravated assault, burglary, and auto theft. The BCSD showed fewer reported, verified cases in 1974, fewer cases cleared by arrest, and a lower clearance percentage.

Figures LE-4 and LE-5 show the monthly pattern of reported Part One crime in the city and county for the past two years. The patterns follow those of past years, as well as national trends, by showing that reported crime increased in the summer months and toward the end of the year. Interestingly, in both the city and county, 1974 Part One crime levels began the year lower than the previous year, and ended higher.

The greater involvement of juveniles or children (those under 18 years of age) is clear from the summer increases. With economic conditions worsening, upcoming summers may be worse as young people will likely be the last to be employed. It can be anticipated that there will be large numbers of juveniles with time on their hands, no money, and no job opportunities.

The end-of-the-year period perhaps indicates the temporary increase in purchases and material goods lying about in relatively unprotected surroundings during the holiday season—conditions very tempting to thieves and burglars.

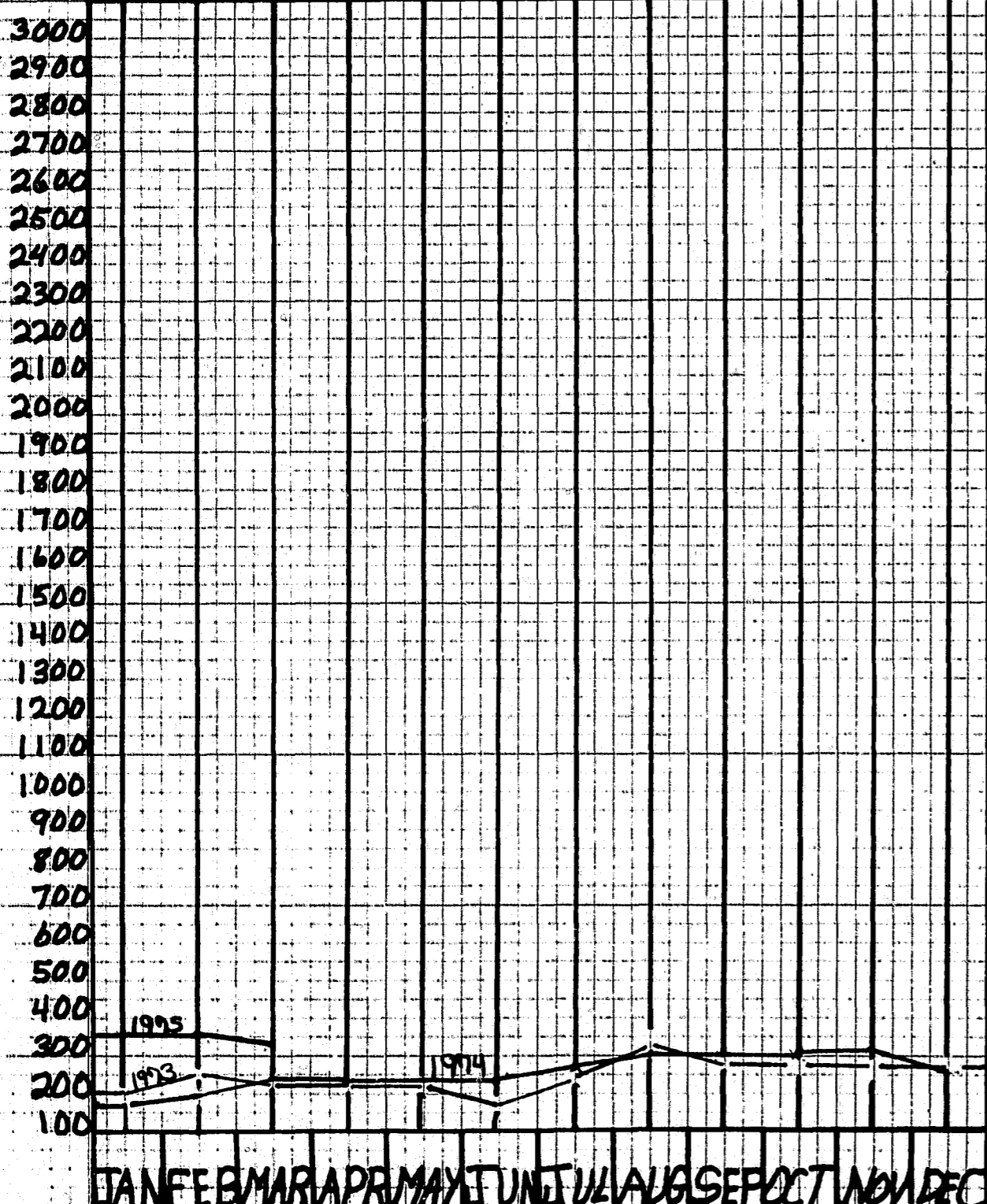
To what degree economic conditions in general will affect the crime situation in the year(s) to come is not clear, but it is significant that



**PART ONE CRIMES  
BERNALILLO COUNTY  
SHERIFF'S DEPARTMENT**

1973 ■  
1974 ■  
1975 ■

**OMITTING NON-AGGRAVATED ASSAULT  
AND MANSLAUGHTER BY NEGLIGENCE**



January of 1975 showed a 30.1 percent increase in reported crime in the city and a 25 percent increase in the county over January of 1974. The main categories that increased were larceny and robbery.

LOCAL LAW ENFORCEMENT EXISTING SYSTEMS

Local law enforcement maintained a level of staffing and equipment during 1974, that was slightly greater than during the previous year. The greatest changes that occurred in these agencies during the last year related to internal restructuring, such as new divisions or units, or manpower changes.

ALBUQUERQUE POLICE DEPARTMENT (APD)

In 1974, the APD placed a considerable emphasis on professionalism. Among some of the more apparent changes were the following:

The curriculum at the Police Academy was expanded to include additional hours in the field of Sociology. This was done after research revealed the police officer spent more time in this area than any other during his tour of duty.

Career development began to be stressed within the department. This area guides the officer to prepare academically for supervisory positions within the department. It stresses attendance at schools and training sessions.

There was increased effort at target hardening. This was accomplished through the use of special units in known localities of high incidents of criminal activity.

Finally, in regard to the increase in professionalism, as well as providing the community with more information about the internal workings of the police department, press releases concerning the outcome of all internal affairs investigations were developed. In addition, the deputy chief in charge of internal affairs began issuing regular reports on the results of such investigations. The Internal Affairs Unit is responsible for the monitoring of all acts of misconduct or breach of discipline within the police department.

The only major interdepartmental change was that of adapting a command structure of four deputy chiefs and the abolishment of the Assistant Chief's position. The four positions of Deputy Chief cover the following areas:

- Field Services
- Services
- Investigations
- Administration

Other notable changes in the department included the following:

- a. Police Uniform Change. Officers may now wear the hat at their discretion. Only on certain occasions, such as parades and funerals, will an officer be required to wear a hat with the uniform.
- b. Formation of an Armed Robbery Patrol Task Force. This unit was formed to operate during the holidays in certain suspect high crime areas. The department formed the Task Force as a result of concern in October of 1974 about a 12.9 percent increase in armed robbery. They note that the armed robbery rate dropped to 6.5 percent in December.
- c. Rape Prevention Squad. This unit was initiated with two male and two female officers to improve the handling and prosecution of reported cases of rape. This unit has been expanded by two officers. Among their activities are lectures to the general public concerning rape and related matters.
- d. Female Officers on Patrol. Female officers were assigned to patrol for the first time in 1974. It was determined that female officers encountered problems basically no different than that of their male counterparts, and that they were equally effective on patrol. Studies in other areas, such as Washington, D.C., have born out these findings.
- e. Formation of a Bomb Squad. The squad operates as part of the Intelligence Unit and has special equipment to handle bombs and other explosives. The Intelligence Unit, the special training for the officers, and the special equipment all came about from several federal LEAA grants.
- f. Formation of the Police Reserve Program. Based again on the receipt of federal money, this unit was formed to provide selected citizens with police training. The unit, formed to aid and back up line personnel, is now in training.

The APD budget for 1974 was nine million dollars, compared to an eight million dollar budget for 1973. The budget included picking up several programs originally funded from federal LEAA sources.

Last year's MCJCC Action Plan listed several needs and priorities for APD. The progress on these has been as follows:

#### Additional Sworn Officers

The suggested national ratio for law enforcement officers to citizens is 2.0 officers per 1,000 citizens. It was anticipated that by 1978, APD would have 1.8 officers per 1,000 citi-

zens. During 1974, 36 officers were added, bringing the ratio to 1.8 officers per 1,000 citizens, based on an estimated city population of 277,800.

#### Increased Operating Space

No space has been added to the existing facilities, thus this priority has not been fulfilled. This is a desperate need of the agency. Three additional floors to the present police building are proposed for 1975.

#### Police Reserve Program

As noted earlier, this program is now in operation, with the first classes of reserve officers being selected and trained.

Finally, it should be noted that the Chief of Police has set certain departmental goals for 1975. They are as follows:

#### Crime Prevention and Detection Goals

- A. Reduce by 10 percent the rate of residential and commercial burglaries.
- B. Maintain an overall clearance rate of 30 percent of actual index crimes each month.
- C. Increase public participation in Operation Identification by 5,000 households and/or businesses.

#### Public Safety and Peace-Keeping Goals

- A. Reduce by 10 percent the number of traffic accidents with injuries.
- B. Reduce by 20 percent the number of police actions in which resistance to arrest is encountered.
- C. Reduce by 30 percent the number of domestic quarrels handled by the police in which one or more parties are taken into physical custody.

#### Effective Use of Resources Goals

- A. Reduce by 30 percent the number of vehicle accidents involving police cars and motorcycles.
- B. Reduce by 5 percent the consumption of gas and oil by police motor vehicles.
- C. Reduce by 5 percent the expenditure of funds for overtime.



APD's departmental needs and priorities for 1975 are as follows:

Additional Operating Space

The major need of the department at the present time is additional operating space. Contemplated for 1975 is the addition of two more floors to the existing police building. In 1971, the voters approved money for this addition, however, the building has not progressed. It is planned for this year.

Use of Special Units

The use of special units during peak crime months is contemplated as was done during the Christmas, 1974 period, which reduced armed robberies and larceny during that time.

Combined Evidence Storage Area

This project has been researched and plans drawn up; it now depends upon a federal grant being awarded. A combined evidence facility would meet the needs of all local law enforcement agencies.

BERNALILLO COUNTY SHERIFF'S DEPARTMENT (BCSD)

The BCSD experienced only minor changes in structure in 1974. Their biggest change was in manpower which increased by 12 percent during the year. This increase allowed the department to expand the range of its patrol capabilities.

Other changes included obtaining an airplane in mid 1974 for use in transporting prisoners and for patrolling. Further, the BCSD Criminalistics Section was expanded to provide direct support to investigating officers at the crime scene.

One area studied by the BCSD Planning and Research Section during the last year related to development of precinct stations which would give the BCSD more diversity in overall operations. If implemented, precincts would hopefully be operational by the end of 1975.

The BCSD budget was 1.3 million for 1973. In 1974, the budget rose to 2.4 million dollars.

In addition to the investigation of Part One and Two crimes, the BCSD listed the following as a significant part of its workload during 1974, in comparison with the previous year:

	1973	1974	Percent Change
<b>A. TRAFFIC ENFORCEMENT</b>			
1. Traffic Citations	3,430	2,647	- 22.8%
2. Accidents Investigated	713	700	- 1.8%
<b>B. CRIMINAL WARRANTS</b>			
1. Warrants Received	1,567	1,992	+ 27.1%
2. Warrants Served	908	1,017	+ 12.0%
3. Prisoners Extradited	35	79	+125.7%
4. Prisoners Transported	769	1,414	+ 83.9%
5. Total Miles Driven	59,470	64,797	+ 9.0%
<b>C. BAILIFF SECTION ACTIVITIES</b>			
1. Prisoners Processed to Court	4,871	5,358	
2. Prisoners Transported	438	526	
<b>TOTAL Prisoners Processed</b>	<b>5,309</b>	<b>5,884</b>	

A new administration came into the Sheriff's Department at the beginning of 1975, as a result of the statewide elections the previous November. The new Sheriff stated that he planned the development of additional units in the BCSD:

Community Relations Unit

This unit was planned in 1974; however, it will not be operational until mid 1975 with the approval of a federal grant. The purpose of this unit will be to improve relations between the BCSD and the community it serves, to increase understanding of law enforcement problems, and to increase public education on crime prevention matters.

Special Operations Section (SOS) - Special Weapons and Tactics (SWAT)

The SOS and SWAT Units are designed for specific target areas. SOS is designed to combat crime in specific areas, such as, for example, if there is a large increase in muggings in a certain part of the metro area, the SOS Unit may disguise some of its officers to represent persons who would be mugged, and in the process, arrest the offender. The SWAT teams are used when there is a need for additional use of weapons or special tactics. Example: If there was a radical group who had defied arrest by conventional means and had reached a decision to

shoot it out with the police, then a SWAT unit would be called in. Both units, SOS and SWAT, have specialized training for their specific roles as police officers.

The BCSD listed prioritized needs in the MCJCC's 1974 Plan. The following is a report on accomplishment in relation to these needs:

#### Additional Operating Space

Due to the extreme conditions of overcrowding in the traditional BCSD offices in the Bernalillo County Courthouse, space has been provided in two other buildings. However, this results in departmental fragmentation and difficulty of administration, and the main office is still overcrowded. Further, much needed communications equipment cannot be installed due to lack of space. This agency desperately needs sufficient space in a single location to house and operate the entire department.

#### Additional Sworn Personnel

Also requiring a ratio of 2.0 sworn officers per 1,000 population, the BCSD reports that in 1974, 170 officers were needed, 120 were on-hand, for a shortage of 50 officers.

The following are the needs and priorities for the BCSD for the future:

1. Full use of SOS Units
2. A Community Relations Unit
3. Advanced training for all officers

#### UNIVERSITY OF NEW MEXICO POLICE AND PARKING SERVICES

One of the significant changes in this department came about on July 1, 1974, when the agency assumed additional responsibilities for university parking services. This brought about the change in the departmental title which now is as listed above. The merger occurred for the following reasons:

- a. Traditionally, parking management and enforcement has been the responsibility of a University Police department.
- b. The police department must enforce parking and traffic rules and regulations on a 24 hour, 7 days a week basis.
- c. All actions and complaints are now directly related to the police, which has not been true in the past when the parking services were not under police control.

- d. Parking control personnel can be utilized to augment police personnel for special events, such as basketball games.
- e. More effective supervision of parking control personnel will result in fewer crimes occurring in the parking lots.
- f. Equipment, cars, and radios, which were used only eight hours a day, can now be used 24 hours, 7 days a week.

Statistics of the university relating to campus crime in 1974 show a decrease in reported rape, but a significant increase in larceny, following the metropolitan trend. Figure LE-6 shows larceny up considerably in 1974 over 1973. Auto theft decreased as it has continued to do so locally every year recently.

Among the changes that occurred within the unit were the following:

- Development of a Rape Prevention Program;
- Assumption of responsibility for university parking services (noted above);
- Provision for the training of UNM Police Officers at the New Mexico Law Enforcement Academy;
- A change in officer uniforms;
- An increase in the number of sworn officers because of the addition of parking services as an agency function.

The operating budget for 1974-1975 has increased from \$203,729 for 1973-1974, to \$280,000 for 1974-1975. This is an increase of \$76,271 for this fiscal year.

In The 1974 Plan, the UNM Police listed priorities. An updated report is as follows:

1. An Increase in the Total Number of Sworn Officers. This increase was brought about by two factors:
  - A. Increased patrolling due to added housing areas and buildings which were added to the campus area during 1974;
  - B. The UNM Police Department taking over the parking services in July of 1974.

The total number of personnel added to the force was 27 which now brings the force to 47 personnel. It is anticipated that in 1975, more personnel will be needed as security is increased and new areas are added to the campus.

Figure LE-6

Comparison of UNM Offenses and Arrests, 1973-1974

<u>OFFENSES</u>	<u>1974</u>	<u>1973</u>
Homicide	0	0
Forcible Rape	0	3
Armed Robbery	5	4
Assaults	27	14
Larceny -		
Stolen Bicycles	105	69
Purse - Wallet Theft	118	89
Larceny-Private Property	147	80
Theft from Autos	94	38
Motor Vehicle Theft	20	32
Vandalism -		
Buildings	71	37
Motor Vehicles	30	29
Prowler Calls	1	3
Disorderly Conduct	11	5
Arrests	117	62
Stolen UNM Property	\$38,877	\$44,077
Recovered	\$ 4,264	Not Compiled

2. An Increase in Security Measures. At the present time, a program is underway to upgrade the total security measures on campus. Some of these are as follows:
  - A. A key control plan.
  - B. Use of a security inspector.
  - C. Advanced training for all sworn officers in the security area.
3. Development of a Community Relations Program. During 1974, additional police officers were hired by the UNM Police. One of the primary functions of these officers was to make the academic community aware of crime prevention by lectures. These lectures make

the students and faculty aware of the operations of the campus police; also many of the lectures were on the subject of rape and how to prevent it. (During the 1974 calendar year, no cases of rape were reported to the campus police.) This program has made the students and administration much more aware of crime prevention on campus. This coming year, 1975, it is anticipated that the crime prevention program of the campus police will be greatly expanded. Areas to be stressed during 1975 will include personal safety and security of UNM property.

4. Training for Sworn Officers. During 1974, a formal training program was instituted for all UNM Campus Police Officers. This training was conducted by the New Mexico Law Enforcement Academy in Santa Fe. Training consisted of basic law enforcement. Some of the officers who have been on the force for some time and have attended this basic course are now attending advanced courses.
5. Additional Police Equipment. In 1974, some new equipment was obtained. However, with the expansion of the campus area to include the new student housing and new buildings on campus, patrol areas will need to be expanded. There will be a corresponding need for additional equipment. Some of the items that will be needed in 1975 will be the following:
  - a. Additional patrol cars;
  - b. Emergency equipment for the cars;
  - c. Emergency equipment for officers now on duty with UNM: riot equipment, items for the uniform, and training aides;
  - d. Alarm systems developed for certain critical buildings and areas;
  - e. Equipment for better investigation of crime scenes.

One area that will be significantly increased in the coming year will be security. It has been found during the last year that many buildings and areas were not secured after normal working hours, which caused UNM property to be accessible to theft. At the present time, research is underway to develop an effective key control plan along with some type of security inspection in force by mid-1975. With the anticipation of more security measures and increased building control after hours, it is anticipated that a reduction in burglary can be effected on campus.

The prioritized needs of the UNM Police for the upcoming year are as follows:

1. Additional personnel
2. Increased patrol
3. Improvement of security
4. A Community Relations Unit
5. Additional training for all personnel.

ALBUQUERQUE PUBLIC SCHOOLS SECURITY SYSTEM

The Albuquerque Public Schools Security System expanded in 1974 to 25 security personnel—up from 13 the year before. The actual number of schools covered by APS Security decreased from 111 in 1973, to 109 in 1974, although there was an increase in the total number of students enrolled: 83,336 in 1973; 84,516 in 1974.

The APS Security Force functions as an internal part of the overall school system. At the present time all vandalism, riots, and school related juvenile offenses are investigated by the APS Security System, with the help of 10 APD Detectives that are assigned to the high schools.

Presently, the school security system has one staff supervisor, two security investigators, one secretary, four detectives, and 11 night security guards. There are eight radio equipped vehicles. The security system has the responsibility for 10 high schools, 22 middle schools, and 81 elementary schools, with a property value estimated to be 94 million.

The agency budget decreased from \$158,454 in 1973, to \$155,900 for 1974. The reason for the reduction in budget, despite an increase in personnel, is that contracted security assistance was used on a much reduced scale. By having more personnel employed directly by the Security Unit, the following advantages accrue:

- There is a reduction in overall budget;
- Better trained personnel are provided;
- The personnel are better acquainted with school problems;
- There is less need for contract personnel.

The statistics below indicate the number of various incidents reported to APD Security during the 1973-1974 school year:

<u>Category</u>	<u>Total Reported</u>
Arson	16
Assault	15

<u>Category</u>	<u>Total Reported</u>
Burglary	179
Criminal Trespassing	13
Drugs & Drinking	71
Demonstration Disruptions	19
Internal Affairs	12
Larceny	66
Robbery	1
Safety & Security	64
Sex Offense	19
Vandalism	743
Weapons Offense	7
Miscellaneous Investigations	72
Unfounded	73

It is clear from these statistics that problems involving vandalism, burglary, drugs and drinking, and larceny posed the greatest investigative workload for the Security staff. In regard to vandalism, the months of February through July were those in which the greatest number of reports came in. Burglary statistics were pretty well divided during the year. Drugs and drinking problems seemed greatest during the last four months of calendar 1974, as was generally the case with larceny.

At the present time, the APS Security System still cannot cover assigned areas adequately with the number of personnel on hand. A need is very evident for the following:

- Radios
- Automobiles
- Equipment for automobiles
- Three additional personnel

Last year, APS Security listed the following needs:

Additional Personnel. As indicated, there has been a significant increase in staff, but more personnel are needed.



Installation of Alarm System. Last year, it was noted that 80 alarm systems existed, but that 28 more were needed. During 1974, 85 were operational with a need for 23 additional alarms.

The following are the needs for the upcoming year:

1. Additional personnel
2. Additional equipment
3. Police training for the existing security personnel
4. Expanded Public Relations with the students.

AN ANALYSIS OF PART ONE CRIME IN THE METROPOLITAN AREA

Part One crimes were divided in last year's Plan so that Crimes Against Persons (Murder, Forcible Rape, Robbery, and Aggravated Assault) were discussed in the "Law Enforcement" section, while a special section of the plan discussed Crimes Against Property (Burglary, Larceny, Auto Theft, and Arson and Property Destruction) as it was a priority of the MCJCC.

This year, this section will briefly discuss all Part One crimes in regard to their occurrence and effect locally.

First, Crimes Against Persons will be discussed. Figures LE-7 and LE-8 chart such crimes in 1973 and 1974 for the city and county respectively.

Crimes Against Persons

Murder

Since most murders occur among people who are acquainted with each other, and not as a result of other criminal activity, this is a difficult crime to prevent. It is generally a crime of passion, so that it is difficult to predict in the same way that one may predict that specific city locations, commercial areas, or kinds of institutions may be vulnerable to certain other types of crime. Sociological or demographic judgments about murder occurrence can be made in a vague way (such as murder being more likely to occur among those of a given socio-economic class who tend to live together in particular city areas), but even judgments of that kind are somewhat open to question.

In Albuquerque and Bernalillo County, in 1974, 35 murders and non-negligent manslaughters occurred. This was a drop of six from the previous year. However, as the number of occurrences decreased, so did the clearance rate for both the city and county (Figures LE-1 through LE-3). Nevertheless, the clearance rate for this type of crime is usually high.

FIGURE LE-7

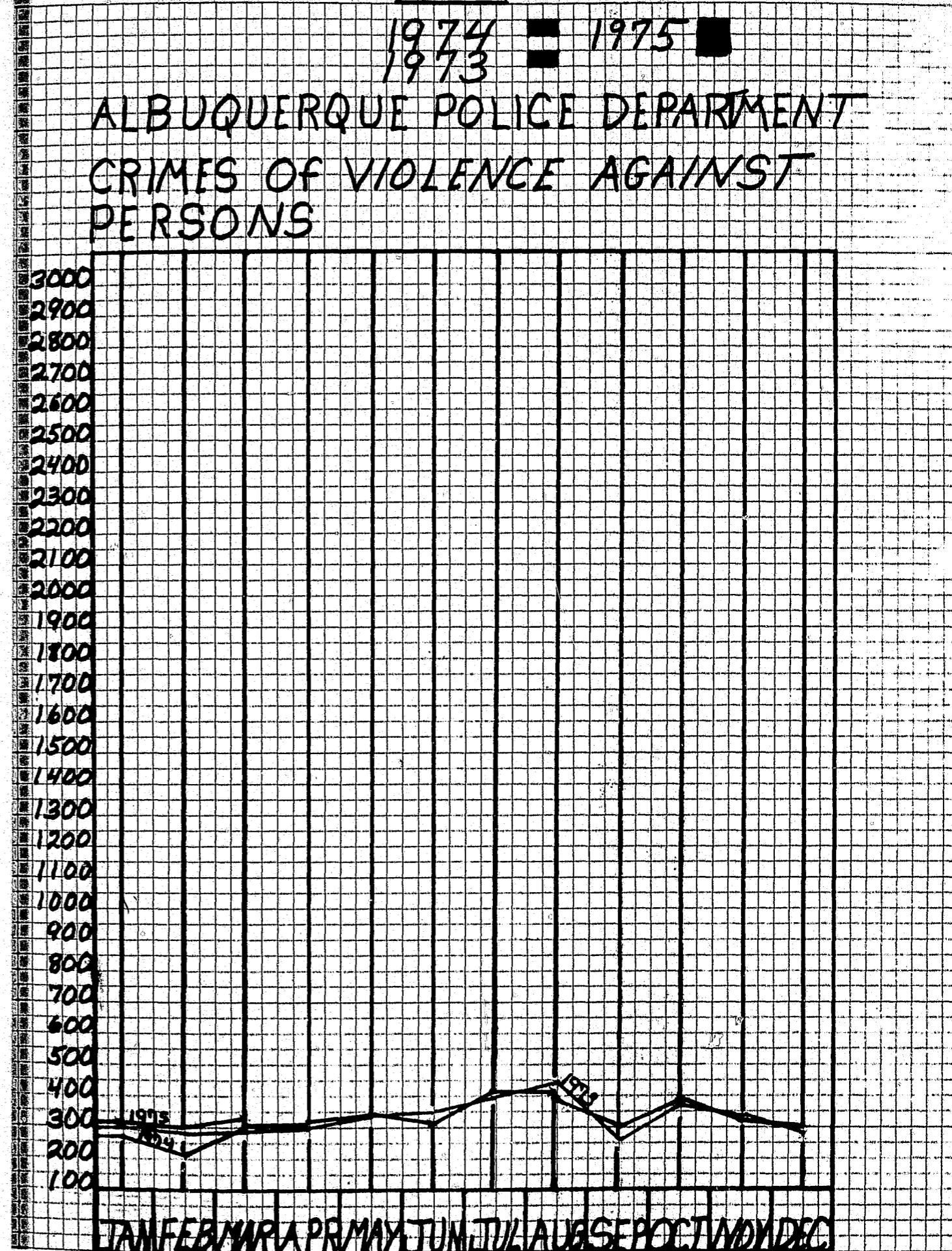
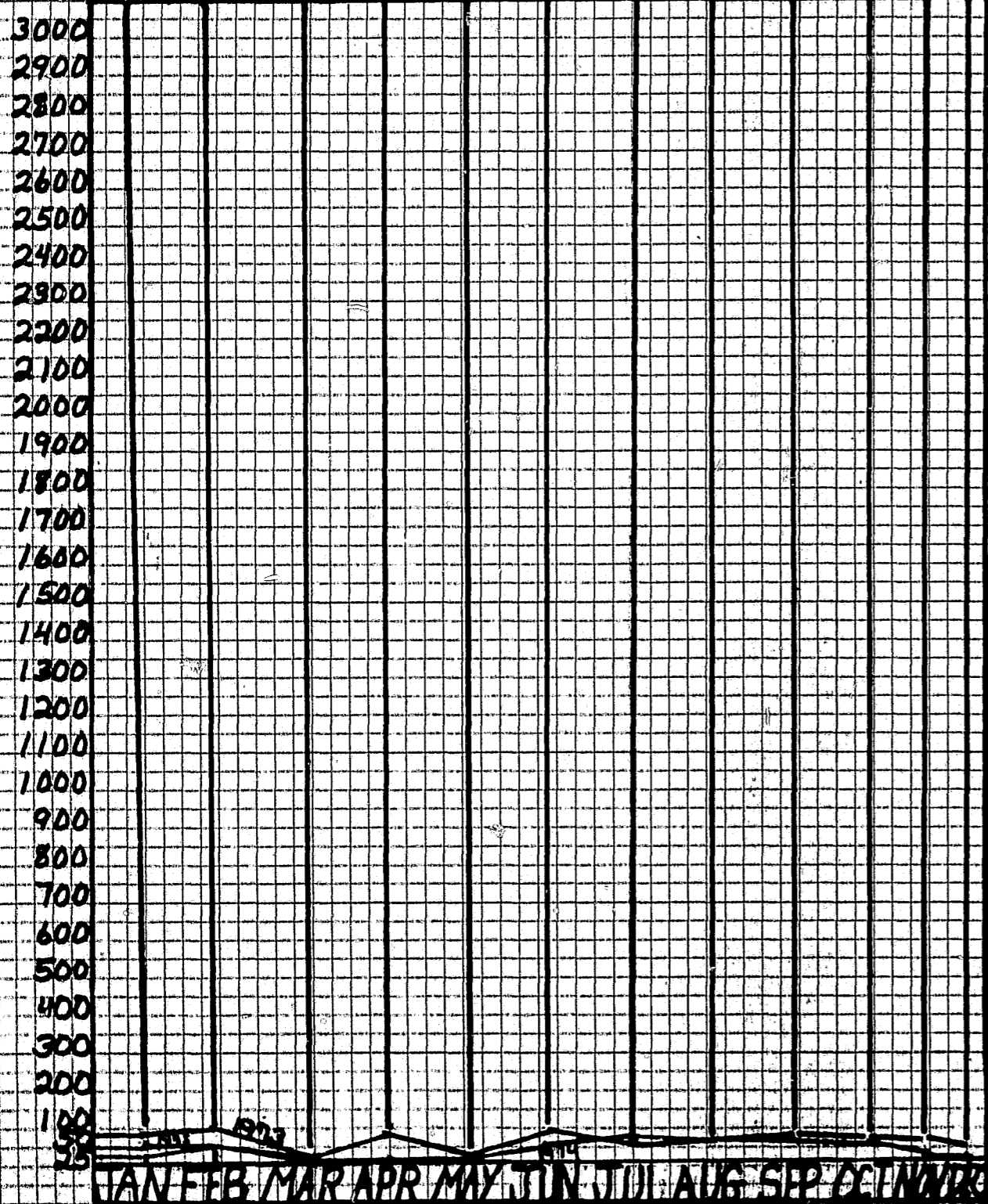


FIGURE LE-8

1973 ■ 1975 ■  
 1974 ■  
 BERNALILLO COUNTY SHERIFF'S  
 DEPARTMENT  
 CRIMES OF VIOLENCE AGAINST  
 PERSONS



Forcible Rape

Reported cases of rape increased considerably in the city last year, but were down in the county, for an overall increase of only three. (The University of New Mexico Police had no rapes reported to them.) However, in both the city and the county, the percentage of cases cleared by arrest was down considerably over the previous year. In addition, in spite of 71 arrests in the city and county on charges of forcible rape, there were only six convictions. Officials attribute this low conviction rate to public misconceptions about rape and its victims.

In addition, rape follows the pattern of victimization in regard to other crimes in that officials believe that only a portion of rapes are reported. However, in a situation where victims often feel they are on trial as much as the accused, and where the trauma of the victim who prosecutes begins with the attack, but is likely to continue through prosecution and beyond, it is likely that even fewer rapes are reported than other major crimes.

During the year, law enforcement and prosecution agencies increased efforts to deal with this problem. A special rape investigation unit in the APD was increased in manpower and its activities expanded, and the UNM Police hired an officer to emphasize prevention in the campus setting. The Rape Crisis Center continued its coordination efforts even as it sought local funding to stay in operation. Efforts were made locally to secure public appropriations to pay for victims' treatment and laboratory work. This aimed at increased prosecution and reduction of the financial burden on victims.

In the state legislature, legislation was introduced that would: (a) remove the requirement that the victim must be proven to have been forcibly overcome—it would allow for merely the threat of force; (b) provide for in-chamber proceedings to reduce the factor of humiliation and embarrassment in public testimony by the victim; (c) establish degrees of sexual assault crimes according to severity, giving juries and judges more flexibility.

With considerable strides being made in regard to changing the attitudes of law enforcement and prosecution toward rape, it is now the public's attitude, reflected in the views of those who sit on juries, that must be changed in regard to general notions and misconceptions about rape. In this regard, a series of informative articles in the Albuquerque Journal, in March of 1975, dealt in some depth with the entire question of rape and public attitudes.

## Robbery

Staff of The Center on Administration of Criminal Justice at the University of California, Davis, in a publication entitled, The Prevention and Control of Robbery, notes that:

This crime has increased enormously during the past decade. In 1960, the number of robberies nationally was around 100,000. During the next six years, 1960-1967, the number climbed to 200,000. The climb over 300,000 however, took only three years until 1970, and 1971 saw a climb to nearly 400,000. And while in 1972 the number dropped back to 374,000, the overall increase between 1960 and 1972 is almost 250 percent. Taking into account population changes, the percentage increase is over 200 percent, and half again as much as the increase in any other violent crime.

Locally, robbery had shown a regular increase in combined city-county figures over the past several years. However, in 1974, robbery decreased by 122 over the previous year in combined city-county figures. There were indications in early 1975, however, that this crime might be on the increase again in Albuquerque and Bernalillo County.

APD has, for two years, been operating a Special Operations Section (SOS) as an experimental project to combat robbery, fencing, and other illegal operations. As an example of their work, during 1974, the unit responded to a marked increase in the number of robberies in downtown Albuquerque by muggers.

In addition (as noted earlier), due to an increase in robbery, a special APD Task Force was established during the holiday season in 1974 to deal with this crime. The result was a reduction in robberies during the latter part of the year. Further, the Bernalillo County Sheriff's Department announced it would establish an SOS Unit.

The Southeast Heights in Albuquerque was the most vulnerable area for armed and strongarm robberies in 1974, with an average of 35.5 incidents per police districts. The remaining city quadrants were less vulnerable, with the Southwest being second, the Northwest third, and the Northeast Heights last.

In the city, 71.7 percent of those arrested for robbery in 1974 were under 25 years of age, while 28.2 percent were under 18. Thus, it is clear that there is a considerable involvement of juveniles in this crime locally, and an even greater involvement of youth (those 18 through 24 years of age).

Considerable study has been done in regard to robbery, and some interesting conclusions have come in from a three-year study in Oakland, California:

- More than one-third of the noncommercial robberies and purse snatches in Oakland involving females happened to victims who were 65 or older;
- Most robbery apprehensions (60 to 90 percent) were made as the result of immediate action by citizens and police;
- Decisions of the Supreme Court seem to have contributed little or nothing to increases in robbery or disparity between U. S. and foreign rates of robbery;
- While older females tend to be robbed, male victims are more spread in age due to younger males being robbed while at bars or in areas of prostitution;
- Purse snatching and strongarm robbery more often tend to result in injury to the victim;
- Robbery victims tend to be white;
- In the study, four-fifths of the incidents involved black offenders;
- Most common reason given for committing the robbery involved a desire or need for money;
- Nearly one-quarter of the adult offenders said they were addicts and were robbing for drugs;
- Three-fourths of the adult robbers were not working; less than half were looking for work, often because of heroin addiction. Others had been looking for work for as long as six months;
- One-quarter of the robbers reported being high on drugs or alcohol at the time of the robbery;
- Peak times for robberies were 9 PM - 2 AM in the summer and 6 PM - 2 AM in the winter;
- Robberies of males occurred in skid-row, bar, and prostitution areas, robberies of females were more dispersed, including shopping centers;
- Commercial robbery was more concentrated geographically than robbery as a whole;
- Identification is by far the most important kind of evidence in robbery cases; confessions and physical evidence are relatively unimportant;
- Thirty percent of all adult robbery suspects are released without charge; another twenty percent are not convicted;
- There seems to be great confusion as to the purpose and amount of manpower needed by detective divisions to combat robbery—departments vary widely in this;



- Resistance of victims to robbery seems more harmful than helpful, often resulting in more injury; yelling or screaming, on the other hand, often helps;
- Over half the adult robbers reported no specific advance planning nor thought of getting caught;
- Almost three-fourths of the robbers committed the crime in their own town: 80 percent of the individual robbers, two-thirds of the commercial robbers; often the robbers operate in their own neighborhoods;
- Almost 40 percent of those using a "gun" used one not loaded, or simulated use of a gun.

Aggravated Assault

Aggravated Assault increased nationally (see Figure I-4 in the "Introduction" to this Plan), but decreased locally by 433 in 1974 combined statistics, over 1973. Prevention in this area is difficult also. To quote from last year's Plan: "Aggravated Assault is the unlawful attack by one person upon another for the purpose of inflicting severe bodily injury, most often accompanied by the use of a weapon. The person charged is frequently a member of the family of the person committing the assault and, therefore, the family will often not bring charges against the assailant."

In the city, in 1974, 49.8 percent of those arrested for Aggravated Assault were under 25 years of age.

Crimes Against Property

This area of crime continues to be a priority matter since these crimes still compose the greatest volume of Part One crimes committed. It is true nationally (see Figure I-4) and it is true locally, as testified in a special section of The 1974 Plan.

Figures LE-9 and LE-10 chart the property crime index for equal months in 1973 and 1974. Generally, any time the overall crime rate climbs or changes in any direction (such as summer and late in the year), property crime is a major contributing factor. This, as the figures show, was certainly the case in 1974.

In the city, last year, 20,800 of the reported 22,694 Part One crimes were crimes against property: 91.6 percent. In the county, last year, 2,590 of the reported 2,826 Part One crimes reported were crimes against property: 91.6 percent.

FIGURE LE-9

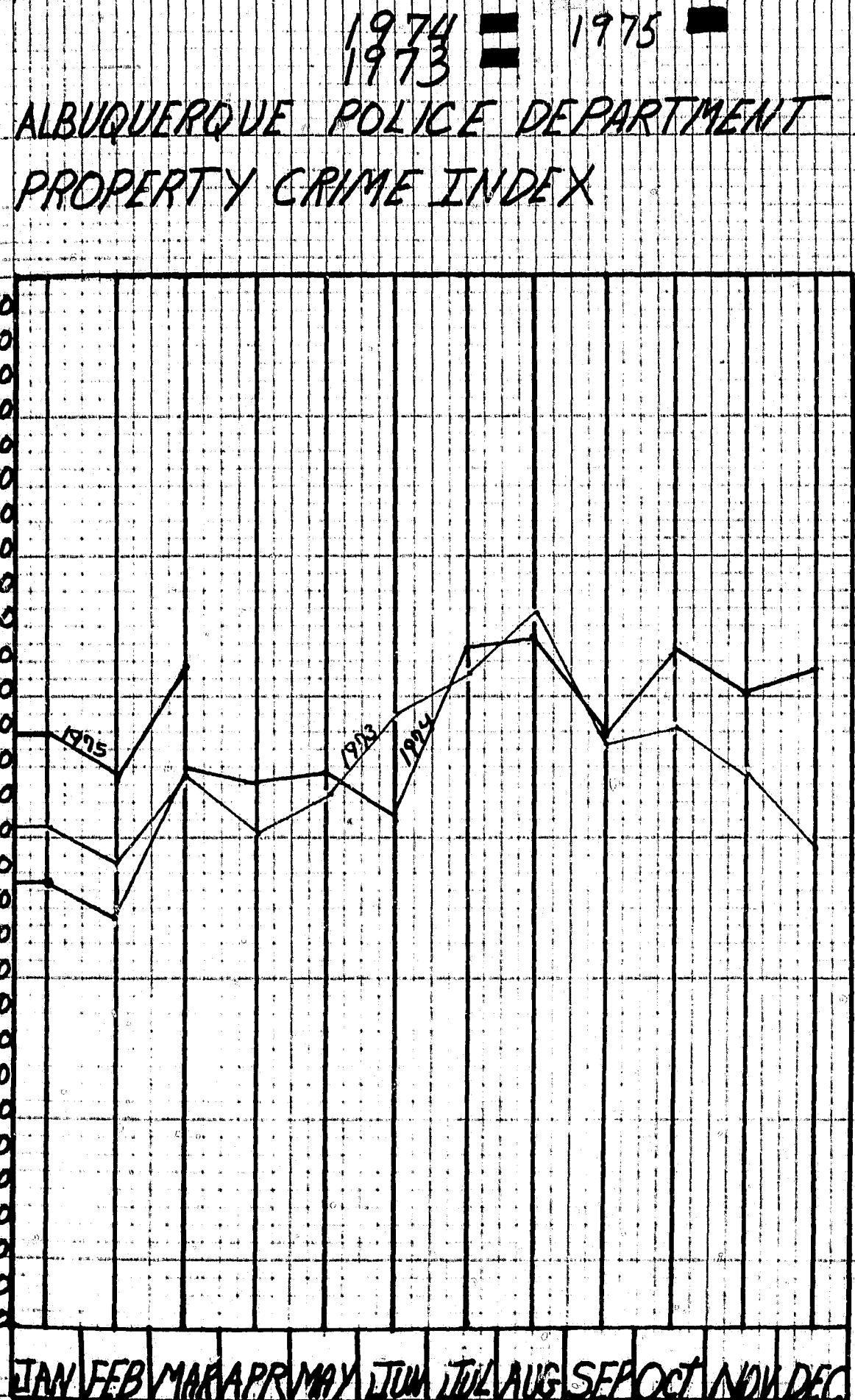
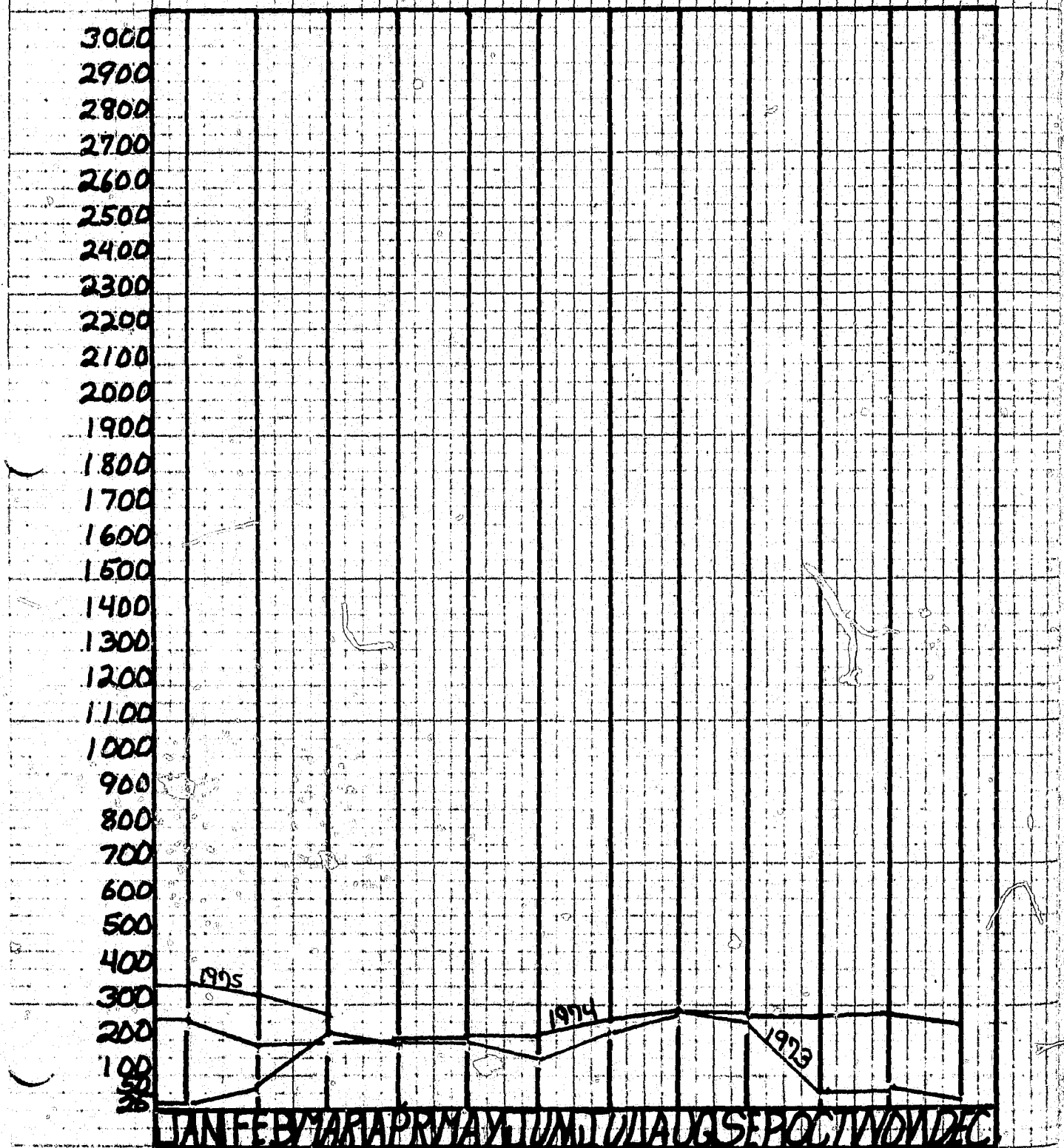




FIGURE LE-10

1973 ■ 1974 ■ 1975 ■  
**BERNALILLO COUNTY SHERIFF'S DEP**  
**CRIMES AGAINST PROPERTY**



Figures LE-1 through LE-3 also make it clear that the number of cases cleared by arrest (clearance rate) is much lower for these kinds of crime than for other crimes, making them greater burden on justice agencies and the community in general.

Last year's plan dealt in detail with property crimes, including discussing related topics such as fencing and the involvement of drugs. This plan simply updates briefly the situation as regards property crime, and reports on last year's needs and priorities and multi-year plan.

Burglary

Last year, 6,547 burglaries were committed in the city. Of those, 4,703 (71.8 percent) were residential, while 1,844 (28.2 percent) were commercial. The residential burglaries were about equally divided between daytime and nighttime hours. The commercial burglaries were predominantly nighttime. Residents lost \$2,799,786 in burglaries: \$1,904,537 residential, and \$895,249 commercial.

The burglary rate, however, was down in the city in 1974, although up in the county. The clearance rate in both city and county increased.

In the city last year, 84 percent of those arrested for burglary were under 25 years of age, 55.6 percent were under 18. Children and youth are obviously heavily involved in burglary.

Burglary remains one of the major prevention-type crimes. Programs such as "Neighborhood Watch" and "Operation Identification" can be major components in reducing burglaries. Burglaries mostly occur when people are not at home, and the goods can be marketed quickly. Justice agencies are more than willing to assist individuals and groups to develop methods of making themselves less vulnerable to burglary, while showing them how they can be more likely to have goods identified and retrieved through such programs as Operation Identification.

Larceny

Larceny was the major problem in terms of local crime last year. Although in the county there were more burglaries than larcenies reported, in the city larceny almost doubled the reported burglary incidents. The same held true nationally. Residents of the city lost \$1,744,115 in larceny. In both the city and county, larceny increased in 1974 over 1973.

Larceny includes shoplifting, pocket-picking, purse snatching, theft from autos, and bicycle theft. It is a difficult crime to solve, usually

due to a lack of witnesses to the crime, and because of its tremendous volume. Traditionally, this is a crime in which juveniles are deeply involved. In the city, 82.9 percent of those arrested for larceny were under 25 years of age, 60.7 percent were under 18. Of those arrested, 38.6 percent were female.

Prevention of larceny cuts across crime lines. For theft from autos, prevention measures similar to those for burglary are necessary. For purse-snatching and pocket-picking, robbery-type prevention measures may be best. For prevention of shoplifting, commercial institutions must employ yet different methods.

It is likely that as the national economic situation deteriorates and unemployment grows, the larceny rate will increase.

#### Auto Theft

Although nationally, auto theft continued to be a growing problem, locally, this crime continued to decrease, as it has yearly. Both the City and County reported fewer incidents and in both the clearance rate increased, markedly so for the county.

In the city, 81 percent of those arrested for auto theft were under 25 years of age, 53.5 percent were under 18.

#### Arson and Property Destruction

During 1974, there were 1,507 calls to the Albuquerque Fire Department for arson-related fires. Of this total, only 169 were investigated due to the lack of trained personnel to investigate arson.

At the present time, the Arson Unit is comprised of 3 Arson Investigators who are on 24-hour call. Each has as his area of responsibility one-third of the city. Of the total of 169 arson fires investigated in 1974, there were 48 arrests: 13 adults and 35 juveniles. Of the total 1,507 arson fires, 5 resulted from the use of some type of explosive.

The results of investigations reveal a total of 121 bomb threats, 5 bomb attempts, 5 explosions, the confiscation of 2 pounds of explosives, and the apprehension of 2 persons for possession of explosives.

Through federal funding, the Albuquerque Police Department was able, in 1974, to acquire equipment to safely transport explosive items from scenes of public danger to safe locations for destruction.

Arson in the metropolitan area has increased along with other types of property crimes. At the present time, more arson cases are being investigated due to additional trained personnel. The Albuquerque Fire Department will be able to purchase additional equipment with funds from a federal grant. With sufficient personnel and equipment, more arson-related fires could be investigated. Then, apprehension would increase and this type of property crime would be reduced.

#### Reduction of Crimes Against Property Needs and Priorities: An Update

In 1974, the MCJCC developed the following priorities in dealing with crimes against property. The following is a status report on those prioritized needs:

##### -Reduce Involvement of Juveniles and Youth in Property Crime.

Although efforts continue to develop programs dealing with youth and juveniles who come in contact with the system, no specific programs have been developed during the past year regarding juveniles involved exclusively in property crime. It is felt that as more systemwide planning and programming to reduce juvenile and youth involvement in crime comes into being, the priority will be accomplished.

##### -Continued Development of Patrol Capability in High Property Crime Areas.

Increased personnel in the BCSD has increased patrol capability, although the effectiveness of patrol as a deterrent in metropolitan areas continues nationally to be controversial as to effectiveness.

##### -Improve Techniques of Investigation, and Gathering and Processing Evidence.

Programs such as "Team Policing" have been taken over by the City for continued operation. Advances in property crime investigation have come about through increased efforts in criminalistics, and property crime specialization in prosecution. A proposal is pending to establish a joint-evidence room for all law enforcement agencies which would considerably improve the handling of property (and other) crime evidence. This would increase the number of cases prosecuted.

-Continue Development of Intelligence Gathering Units for Property Crime.

Both APD and BCSD have intelligence units which can provide information as to property crime commission and related matters, such as fencing and prospective group disturbances.

-Improve Methods of Prosecution of Property Crime and Related Crimes.

The District Attorney now has specializations in both property crime prosecution and narcotics prosecution.

-Continue Development of Target Hardening.

Although efforts continue by APD and BCSD, much can be done in this area to decrease the likelihood of burglary of residences.

-Improve and Expand efforts to Work with Past Offenders.

Programs are developing which can deal effectively with offenders to prevent them from continuing in crime, but there is a real need to increase coordination for greater effectiveness.

-Develop Alternatives to Incarceration and Diversion Programs for Offenders.

Diversion programs are currently in short supply, particularly in the corrections area, due to limited local physical resources.

-Continue Investigation of Related Violations, such as Narcotics.

Efforts continue in the investigation, apprehension, prosecution and rehabilitation of those involved in property and other crime due to narcotics involvement.

Last year, the following was planned for 1974 in terms of reducing the rate of crimes against property:

1974

-Reduce the involvement of juveniles in property crime;

-develop special law enforcement programs to:

- improve property crime investigative capability;
- increase patrol capability and response time in property crime areas;
- develop investigative capability in relation to property crime;
- improve intelligence gathering capability;
- develop special programs related to the reduction of elements of property crime;

-increase the capability of the District Attorney to prosecute property and related crimes involving fencing, narcotics, and organized crime activities;

-continue and expand prevention technique involving community target hardening;

-develop acceptable diversion programs for low-risk candidates involved in nonviolent property and narcotics offenses;

-work more successfully with past offenders, first offenders, and youthful offenders in order to reduce the property crime recidivist rates.

In terms of a progress report on the above, the preceding material relating to prioritized needs should be consulted, since most of the 1974 items were based directly on those stated needs.

For 1975, the following is planned:

1975

In this year, initiated projects will continue, and efforts will be made to develop those which could not be started during 1974. Attempts will be made to place federally-funded property crime reduction projects under local funding as part of the continuing local effort to meet the continuing problem of property crime. Projects will be evaluated as to effectiveness and needs will be reassessed. It is anticipated that programs dealing with (1) enforcement, (2) prosecution, (3) prevention, (4) reduction of recidivist rate, (5) reduction of juvenile property crime involvement, will be emphasized. Priorities may be developed in terms of special emphasis in these areas themselves with reduction of property crimes being one of a variety of sub-objectives.

COURTS

This section is an update of the Existing Systems Section on Courts in the 1974 Action Plan. The section will basically include 1974 workload statistics, organizational changes, accomplishments during 1974, budget update, and other pertinent changes. The agencies covered in this section are the Second Judicial District Court, the Second Judicial District Attorney's Office, Bernalillo County Magistrate Court, Albuquerque Municipal Court, Assistant City Attorney's - Municipal Court Prosecutors, and the Second Judicial District Defender's Office.

THE SECOND JUDICIAL DISTRICT COURT

During 1974, many significant activities took place in the Second Judicial District Court. Two judgeships were added on July 1, 1974, increasing the total number of judges to 12.

During the year, the Master Calendar was revised, establishing individual calendars for Domestic Relations and Civil cases. Juvenile, criminal cases, Magistrate and Municipal appeals, and civil jury cases were left on the Master Calendar.

Several duties and responsibilities formerly carried out by the District Attorney's Office were assumed by the Criminal Division. These included such matters as notification of pertinent parties on arraignments, setting criminal motions, arranging for psychiatric examinations on competency motions, notification of pertinent parties for trials, etc. Also new criminal scheduling procedures were established in early 1974, providing for definite trial settings and appropriate back-up and trailing docket cases. Microfilming of criminal files was initiated and all such records prior to January 1, 1972 were microfilmed.

A manual for use of deputy clerks in both the Criminal and Civil Divisions was completed during the year. Uniform procedures were developed for handling appeals within the Clerk's Office.

During 1974, forms and codes were developed in conjunction with the Bernalillo County Data Processing Center to permit capturing data on all pending cases for entry into the County computer. Each division of District Court obtained information on their own pending cases to establish the needed data base for the computer.

A permanent Law Clerk position and a Personnel Clerk position were new personnel additions to the District Court during 1974.

Specialized activities and projects include the establishment of a Court Clinic through a Law Enforcement Assistance Administration (LEAA) grant. Another LEAA grant for streamlining of records in the Criminal Division was completed in 1974. Significant benefits resulted from the grant such as initiation of the "Open-Docket" system, purchase of addressograph equipment, purchase of 2 microfilm cameras and a high-speed microfilm reader/printer, and initial contracting with the Bernalillo County Data Processing Center for a basic computerized statistical reporting system. Other grants included the continuation of the First Offenders' Drug Abuse Program and the establishment of a Magnetic Card "Word-Processing" System in the Juvenile Probation Office.

The following chart indicates the 1974-75 budget and 1975-76 budget request:

<u>Fiscal Year</u>	<u>Budget Amount</u>
1974-75	\$1,768,400
1975-76	\$2,025,100

Both figures include federal money amounts. The 1974-75 figure includes federal money received, the 1975-76 figure includes federal money requests \$130,200.

Workload in the Second Judicial District Court is shown on the following chart:

<u>Second Judicial District Case Workload</u>			
<u>1973 &amp; 1974</u>			
<u>Type of Case</u>	<u>1973</u>	<u>1974</u>	<u>% Change</u>
<u>Criminal Cases</u>			
Cases Filed	1,307	1,153	- 11%
Dispositions	1,604	1,359	- 15%
<u>Civil Cases*</u>			
Cases Filed	12,020	14,326	+ 19%
Dispositions	12,486	13,925	+ 11%
<u>Total Cases</u>			
Filed	13,327	15,479	+ 16%
Disposed of	14,090	15,284	+ 8%

\* Includes Domestic Relations, Juvenile, and other Civil cases.



Administrative District Judge (Div. I)

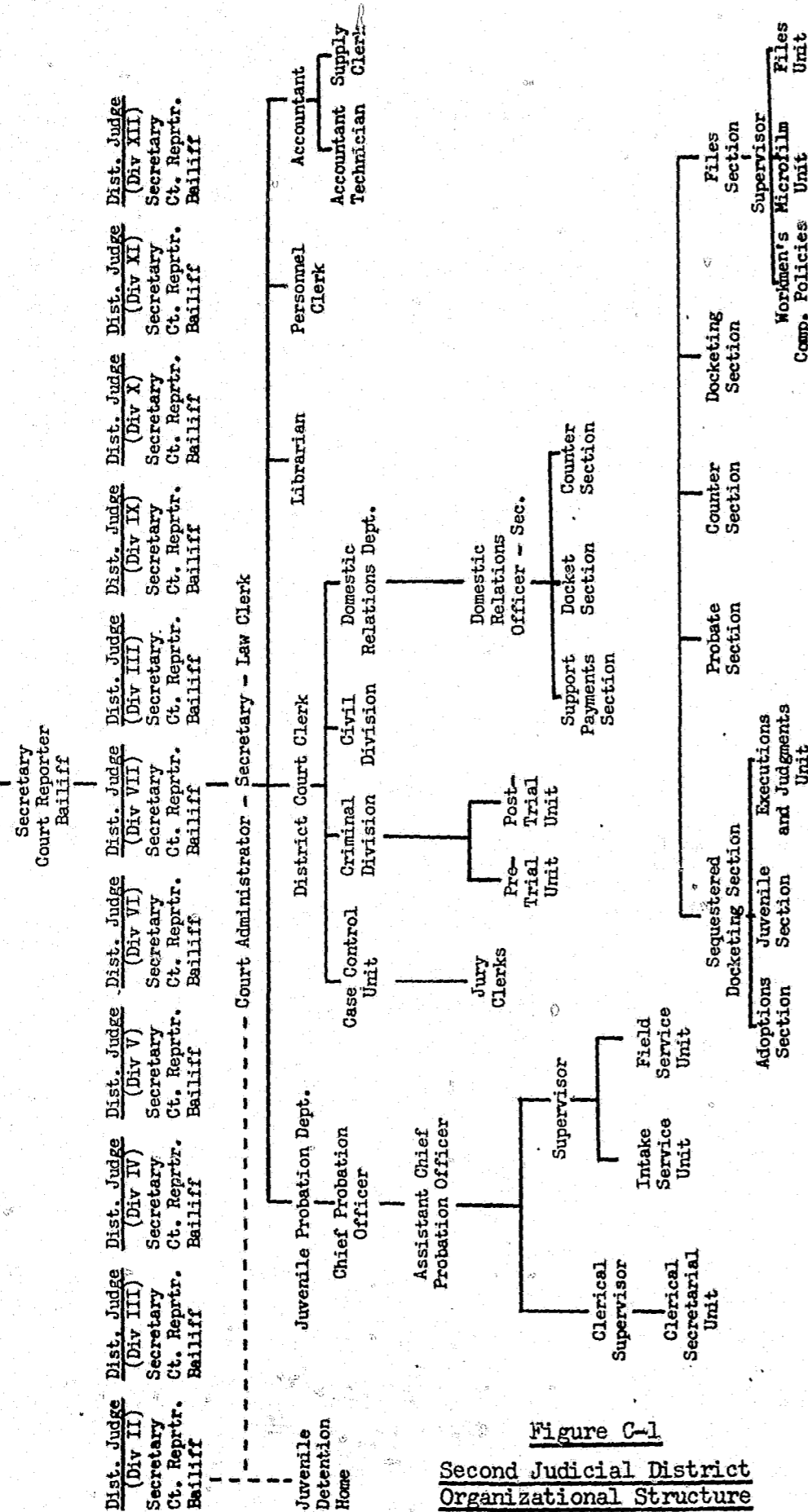


Figure C-1  
Second Judicial District  
Organizational Structure

The total filings of new and reopened cases in the Second Judicial District Court came to 15,479. This represented a 16 percent increase over the total filings for calendar year 1973.

The following statistics of total filings for the years 1967 through 1974 reflect a definite increase in spite of the separation of Valencia and Sandoval Counties into the Thirteenth Judicial District on July 1, 1971:

<u>Year</u>	<u>Total Filings</u>
1967	9,836
1968	13,981
1969	10,477
1970	12,088
1971	11,915
1972	12,647
1973	13,327
1974	15,479

Needs and Priorities

Based on the preceding information, the following are prioritized needs of the Second Judicial District Court in terms of what needs to be accomplished:

1. Recruit a sufficient number of Juvenile Probation Officers and Clerical personnel. These salaries are low and need to be upgraded. This continues to be a need and was so stated in the 1974 Action Plan.
2. Improve ability to store and retrieve statistical and case-history data. Increased computerization will help to improve the efficiency of the court.
3. Continuing needs of the District Court include:

-Recruit law clerks.

At this time, the judges lack time and the court departments do not have the capability to accomplish needed legal research.

-Review calendaring and scheduling procedures to reduce conflicts that continually arise with case schedules due to the large number of attorneys in the Albuquerque area.

-Consider the use of video tape or some other electronic means of presenting expert testimony in order to reduce excessive costs and delays in presenting expert testimony.

-Study possible alternatives to handling non-judgment matters such as uncontested divorce cases without the actual use of judges.

Insufficient judicial time available to hear and dispose of Civil cases in a shorter time is a problem facing the District Court.

-Take a greater role in providing leadership, initiative and implementation of crime and delinquency prevention programs.

More diversion programs are needed in handling special cases.

Projected problems and needs of the District Court over the next five years include an increasing demand for a sufficient number of judges, juvenile probation officers, and support personnel to keep up with increasing work demands. Additional space will be needed to provide sufficient work space. The District Court feels there will be a need to assure that planning and decision-making is left with the local court as regards personnel and budgets so that there will not be a loss of responsiveness to local needs. Current needs as regards the use of electronic equipment, quick reproduction of trial information, and the need for a greater leadership role in crime prevention are all seen to be continuing needs during the next five years.

Some needs stated in the 1974 Action Plan are being met to a certain extent but at this time continue to be a need. These include:

- Develop adequate operating space for the District Court. The Bernalillo County Courthouse is undergoing extensive remodeling, and this need should be met within the near future.
- Improve slow internal work flow and the quality and quantity of work output. Clerks Manuals have been completed and some streamlining of procedures has occurred.
- Develop a psychologically-oriented clinic to provide services to the Court that are not currently available in existing community mental health programs. The Court Clinic has been established and although the program is underway, continued funding is still a need.
- Develop better courtroom security. An emergency plan has been established, and the use of portable alarms is in the near future (as discussed in the section entitled "Improving Process Through Mechanization").
- Develop a quicker method for processing transcripts. The District Court will have a Pilot project for audio recording in 1975.

#### MULTI-YEAR PLAN

The following is an updated Multi-Year Plan for the Second Judicial District Court:

#### 1975:

1. Establish Jury Pool and Jury Assembly Room.
2. Continue Microfilm Project:  
Complete back-log.
3. Initiate Study for Use of Referees or Masters in DR Cases for Non-Judicial Matters.
4. Increase Number of Custody Investigations.
5. Initiate Management Analysis Study for Improved Case Flow.
6. Complete Computerization Program for Pending Cases and Master Index.
7. Initiate Study for Recording of Courtroom Testimony.
8. Install Courtroom Security Program.
9. Construct Five Additional Courtrooms.
10. Expand Facilities for Clerk's Office.
11. Established Advanced IBM Word-Processing System for Juvenile Probation Office.
12. Hire Data Analyst.
13. Initiate Formal Training Program for New Employees.
14. Initiate Study on Need for New Judgeships.  
Improve Clerk's Manual.
15. Take Over 50% of Court Clinic Funding.
16. Take Over First Offenders' Drug Abuse Program with our Resources.
17. Initiate Probation Management Alternatives Program.
18. Achieve Reduction of Civil Case Aging to Hear Cases in 9th Month.
19. Review of Improved Methods of Instructing Juries.
20. Establish Improved Method of Pre-Sentencing Expert Medical Testimony to Avoid Scheduling Conflicts With Doctors.
21. Analysis of Civil Cases to Provide Automatic Early Trial Settings Wherever Possible (60 to 90 days).

#### 1976:

1. Use Jury Pool.
2. Initiate Microfilming of Docket Sheets and Docket Books.
3. Initiate Use of Volunteer-Counselor in DR Cases.
4. Establish Court Reporter Pool.

5. Establish Computerized CRT Keyboard Operation at Criminal, DR, Civil and Juvenile Divisions.
6. Initiate Study for Video Tape Presentation of Expert Testimony Project.
7. Hire Three Additional Law Clerks.
8. Request 13th Judge for Children's Court.
9. Establish Court Clinic as Regular Activity if it Proves Effective.
10. Select Most Effective Mode of Supervision as Revealed by PMA Study.

1977:

1. Hire Law Clerk for Each Judge.
2. Request Additional Judges, if Needed, Based on Study.

BERNALILLO COUNTY MAGISTRATE COURT

During 1974, the Magistrate Court in Bernalillo County made strides in several different areas. A Volunteer Program providing probation services for the first time to the Magistrates was successfully implemented and is discussed elsewhere in the Plan. Additionally, plans to provide more space for the Magistrates have been made but not implemented as of 1974. However, the space intended should be adequate for three to five years.

The workload of Magistrate Court during 1974 can be viewed on the chart below:

Magistrate Court Caseload Activity

<u>Criminal Cases</u>	<u>1974</u>	<u>1973 (5 months only: Aug. - Dec.)</u>
Felony	1,301	770
Traffic	8,011	2,012
Non-Traffic	<u>2,073</u>	<u>1,593</u>
	11,385	4,375
<u>Civil Cases</u>	3,000	1,343
<u>Total Cases</u>	14,385	5,718

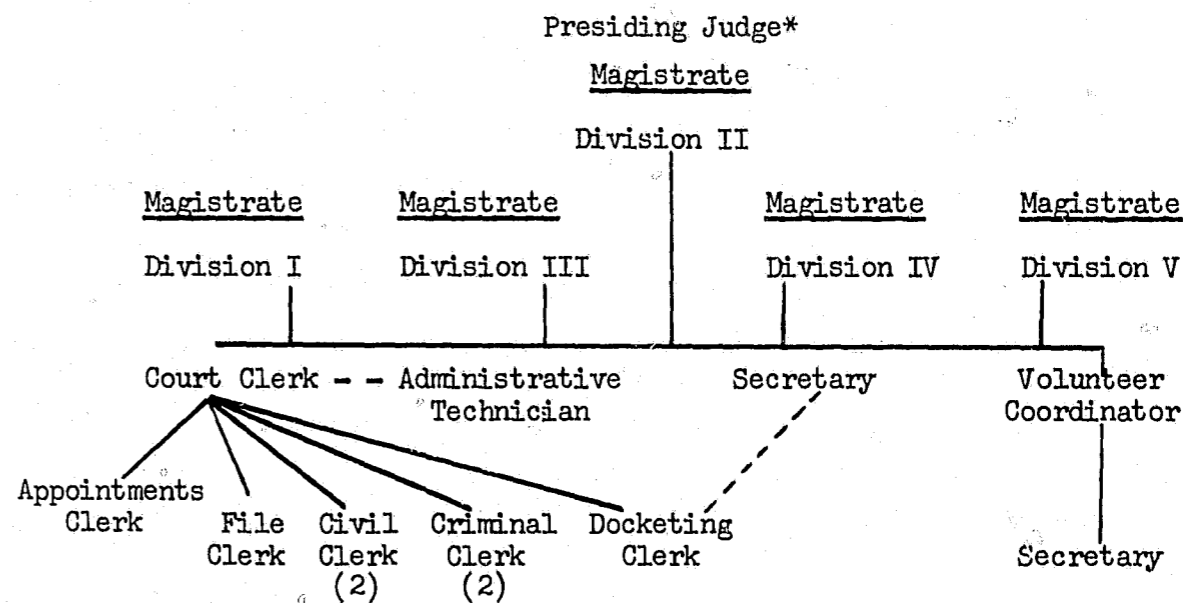
The Bernalillo County Magistrates feel that the 1974 statistics are somewhat misleading because the characteristics of cases in a metropolitan area, as opposed to other Magistrate Courts in the state. Several factors should be considered in viewing the statistics; there is a larger number of trials, per cases filed, of which a large proportion are jury trials. The Magistrate Judges anticipate 500 jury trials a year. Also, a greater portion of the cases

are major misdemeanors, as opposed to petty misdemeanors. Additionally, there are a larger number of lawyers on each side. Most defendants, except for simple traffic violations, are represented by Centro Legal, the Public Defender, and private defense attorneys. Also, in Bernalillo County there is often a consolidation of several offenses into one case, which would bring the number of cases lower than the number of offenses.

Personnel additions during 1974 include 3 clerks, a Volunteer Coordinator and secretary. The organizational structure of Magistrate Court can be viewed on the chart below:

Figure C-2

Bernalillo County Magistrate Court Organizational Structure



\*Presiding Judge is designated by the Director of the Administrative Offices of the Courts.

The Magistrate Court has requested an additional 3 clerks for 1975.

Needs and Priorities

1. Tie into City of Albuquerque Information System, including a line into the Motor Vehicle Department. There is a need for more complete information on the defendants appearing before Magistrate Court.
2. Additional judge. There is presently a need for one judge, and it appears there will be a need for another judge in three to five years.

3. More clerical personnel. Although some additional clerks have been hired, this need continues because of the heavy case load in Magistrate Court.
4. Better operating equipment. There still exists a need in Magistrate Court for more typewriters and basic office equipment.
5. Record Keeping System. The Magistrate Court is in need of a Microfilming System, to provide more efficiency of retrieval of their records as well as reduce storage space of files.
6. Courtroom Security. There is a need for an Electronic Security System as well as 10 full-time bailiffs to be assigned to the Magistrate Court.
7. Continue Education of Magistrates and Clerks. Funds are needed to permit the use of existing programs where established and institute proper programs where none exist.

ALBUQUERQUE MUNICIPAL COURT

This agency underwent major reorganization in 1974 and the early part of 1975, and also experienced a major increase in case load. Figure C-3 indicates the new organizational format of the agency, which now includes four major divisions and such new positions as "Deputy Chief Clerk," "Bookkeeper," and "Data Clerks."

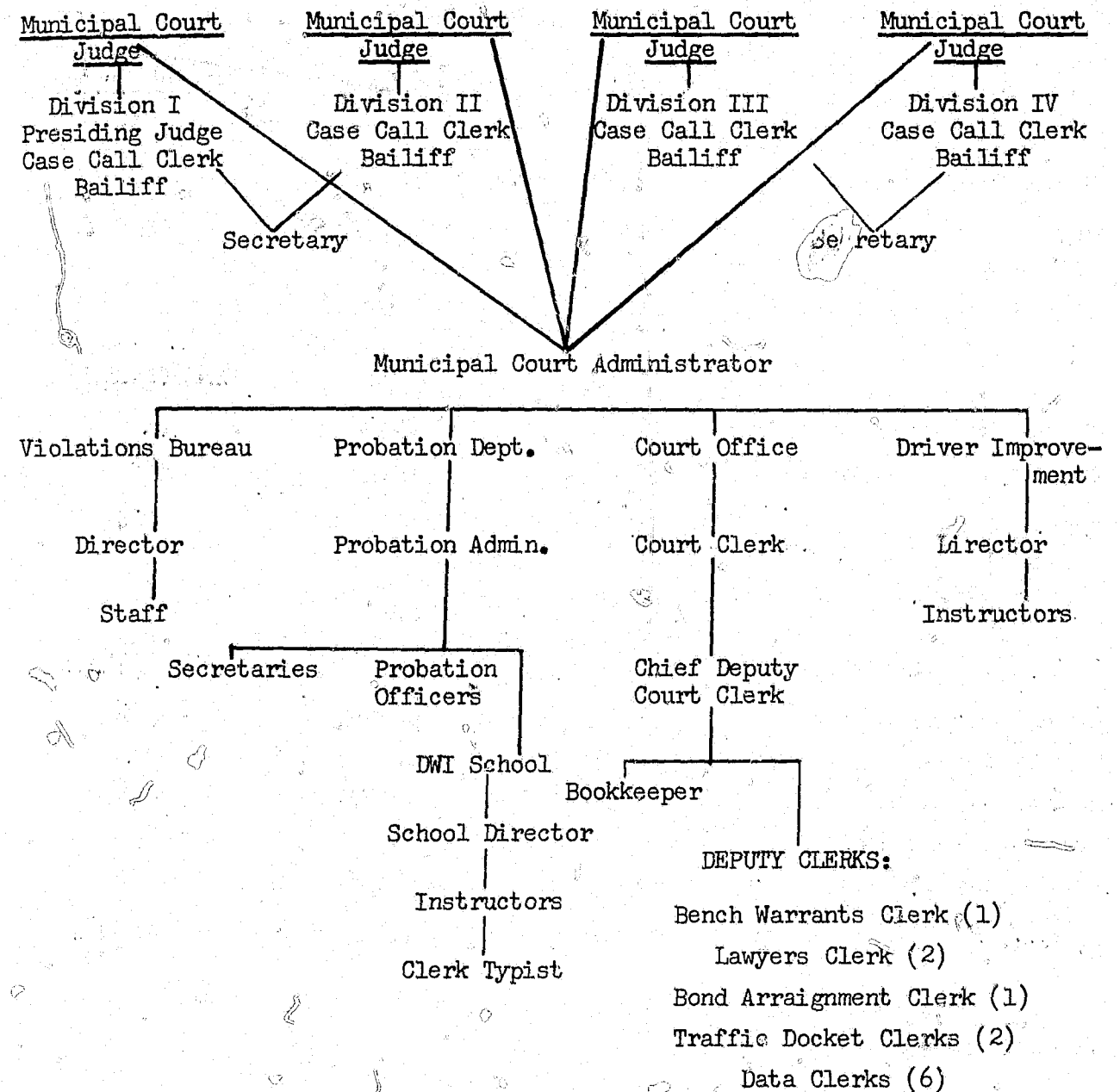
A major element in the reorganization is that the Violations Bureau is now under the authority of the Municipal Court, whereas in the past this office came under the City Department of Finance and Administration. As noted below, a major priority for the Municipal Court during the upcoming year will be the reorganization of that office.

Of great importance in Albuquerque Municipal Court during 1974 was the dramatic increase in workload as a result of several factors, including an increasing local population, and the addition of a considerable number of police officers on the city's force.

As the figures in Figure C-4 show, there were significant increases in the numbers of appearances and charges for both misdemeanor offenses and traffic charges in 1974, over the previous year. Appearances and charges both increased by 26 percent over 1973. Of particular importance was the increase in activity in traffic court—an increase of 56 percent.

Figure C-3

Albuquerque Municipal Court Organizational Structure





Albuquerque Municipal Court

Figure C-4

Municipal Court Workload

Number of Appearances

	<u>1973</u>	<u>1974</u>	<u>Percent Change</u>
Misdemeanor Offenses	14,256	15,214	+ 7%
Traffic Charges	<u>34,545</u>	<u>46,598</u>	+35%
TOTAL	48,801	61,812	+26%

Number of Charges

	<u>1973</u>	<u>1974</u>	<u>Percent Change</u>
Misdemeanor Offenses	16,969	19,080	+12%
Traffic Charges	<u>48,571</u>	<u>63,498</u>	+30%
TOTAL	65,540	82,578	+26%

Municipal Court Activities

	<u>1973</u>	<u>1974</u>	<u>Percent Change</u>
Misdemeanor Court	3,833	3,793	- 1%
Traffic Court	18,790	29,463	+56%
Bond Arraignments	15,821	17,777	+12%
Custody Arraignments	5,644	5,527	- 2%
Lawyers Court	<u>4,713</u>	<u>5,252</u>	+11%
TOTAL	48,801	61,812	+26%

Two factors impinged on the Municipal Court traffic caseload. One was the implementation of the Albuquerque Municipal Traffic Code, effective at the beginning of 1975. These revised ordinances extended the rules and regulations regarding city driving, thus providing more opportunities for citizen violations and subsequent ticketing.

The second matter related to such types of legislation as that which was introduced into the New Mexico Legislature in the 1975 session. It related to the records of those convicted of driving while intoxicated. The practice in Municipal Court has been that most of those apprehended for this violation plead guilty and are sentenced to attend and complete the Court's DWI School. Upon completion, no record is kept of the conviction, as an incentive to attend and finish the school. The proposed legislation would require a record of conviction, thereby, in the estimation of Municipal Court officials, increasing dramatically the number of those preferring to plead "not guilty," and requiring a full trial on the charges. The Municipal Court feels legislation of this sort can affect the workload of the Court considerably. In this instance, passage would likely require additional judges and administrative staff in order to handle the additional, lengthy trials.

Even now, the increased fines that are being levied for traffic charges are causing an increase in Court appearances, so that the "not guilty" courts are filling up. Thus, Court officials predict an even greater caseload in this area than before, and note that laws and policies established elsewhere (such as changes in the law or the increase in policemen) may often directly affect Courts agencies in ways policy-makers are not aware of.

It is also clear from Figure C-4 that misdemeanors have increased in the court, both in number of charges brought and in the number of appearances. Misdemeanors continued about the same in 1974 in terms of their breakdown into categories such as liquor law violations, "Petty Larceny," "Deadly Weapons," "Assaults," "Vandalism," and others.

However, Court officials expect to see an increase in such misdemeanor charges as shoplifting during the upcoming year, due to increasing unemployment, and declining local and national economic conditions.

During the year 1974, the Municipal Court, besides changing its basic organizational structure, also consolidated all data and mechanization activities into a single location. This included copying, microfilming, and

storage equipment for the reduction of court records to microfilm; a teletype tied directly to the computer at the New Mexico Department of Motor Vehicles for quick information in regard to driver histories; and the Municipal Court Information System where case histories are entered and retrieved electronically, from booking through adjudication.

The following is an update of the needs and priorities of the Albuquerque Municipal Court as stated in The 1974 Plan:

1. Expand Agency Operating Space

Identified as a prime need last year, the Municipal Court is currently operating with four judges using two makeshift courtrooms in the basement of the APD building, in addition to the two regular courtrooms available. Minimal additional space has been provided the court's administrative staff.

2. Expand Data Processing Equipment

During 1974, the court received an appropriation from the Albuquerque City Council to complete the basic implementation of the Municipal Court Information System. However, much remains to be done in the area of information system development, not only in this court, but throughout the system.

3. Expand Municipal Court Probation Services

During 1974, an LEAA-funded experimental project was developed in Municipal Probation, entitled "Alternatives to Supervision," which tested various methods of handling probationers on a comparative basis. This project is expanding the flexibility of the court to deal with those assigned probation.

For the upcoming year, the following are identified as the needs of this agency:

Expand Agency Operating Space

A year ago, the MCJCC developed an in-house report on courts agency space needs. In that report, the following was said about Municipal Court:

"The Municipal Court utilizes 8,588 square feet in the Police Building which provides for a large court office, two small offices, four Judge's chambers, two secretarial offices, two courtrooms, the Driver Improvement School, and the Violations

Bureau. The minimum amount of square footage needed is 24,564 square feet which would allow for the expansion of the court office, two additional courtrooms, two additional secretarial offices, as well as four small offices for the clerks and bailiffs. Additionally, this amount of space would allow for expansion of the Driver Improvement School, space for the DWI School, and an officers waiting room. Square footage of 25,064 square feet would also provide for wider hallways and expansion of the reception area in the court office.

It is anticipated that in five years the Municipal Court will need a total of 29,964 square feet and 41,564 square feet in ten years. These projections of space needs are based on expected expansions of the Court and its personnel.

All of the court functions should be housed together, that is, the court office, courtrooms, chambers, the Violations Bureau, probation, the DWI and Driver Improvement Schools, and the police warrants division. The Municipal Court should be located near the Police Department."

Since that time, the Driver Improvement School has moved out and the APD briefing room has been turned into two makeshift courtrooms. However, this agency is facing a major space problem even as their workload increases due to occurrences largely outside their control.

One possible solution to the problem is to remove the Municipal Court completely from the Police Building by constructing a Municipal Court building on land set aside in the downtown area for criminal justice system expansion. Such a building could be designed to eventually be expanded to provide space for other local courts and courts-related agencies which may, in a few years, also feel a space crunch.

Reorganize the Violations Bureau

Now under the jurisdiction of the Court, this office needs considerable reorganization in order to increase efficiency, establish better working conditions, better serve the public, and operate in greater consonance with the Municipal Court. Such reorganization will occur in 1975.

Provide Law Books and Related Materials for Judges

Such materials are not presently available to each judge, requiring delays and considerable inconvenience on the part of the judges and other staff in providing needed information on New Mexico Statutes.

SECOND JUDICIAL DISTRICT ATTORNEY'S OFFICE

During 1974, many changes occurred within all three divisions of the District Attorney's Office. The Administrative Division increased from one full-time and one part-time attorney to four full-time attorneys. Also during 1974, the Administrative Division cleared out backlog of post-conviction relief petitions. New procedures were developed, resulting in the flow of post-conviction relief petitions. Witness questionnaires began in 1974, and data collected has been computerized.

The reorganization and establishment of a permanent Children's Court Department, which was placed under the Trial Division, occurred in 1974. The backlog for juvenile jury and nonjury trials was cleared, and processing of juvenile cases was integrated into the entire District Attorney's Office as adult cases are handled. Results include better screening of cases and greater success in convictions.

The establishment of the District Attorney's first para-legal assistant occurred with her responsibilities being the clearinghouse for bench warrants, fugitive and extradition matters, control of bond forfeitures, and the processing of Rule 37 petitions to the Supreme Court for extension of the six-month rule. The results have been a much greater control of fugitives, automatic forfeiture of bonds, and fewer petitions for extension of time for trial.

The Trial Division was reorganized with attempts made to specialize areas of prosecution. As seen on the organizational chart, this division now has specialized prosecutors in the areas of Children's Court, Narcotics, Property Crimes, and Magistrate Court.

A new improved method was implemented for contacting police officers who are to be witnesses. At this time, an APD Liaison Officer on a full-time basis contacts officers to appear in court which results in better use of testifying police officers time.

The Pre-Prosecution Probation Program and Consumer Protection Division of the District Attorney's Office continue to operate successfully. In 1974, Pre-Prosecution Probation handled 213 persons, with 74 successful completions and two failures. Consumer Protection undertook 2,033 cases, resulting in \$142,840 being returned to unsatisfied customers, and the cancellation of \$34,000 in fraudulent contracts.

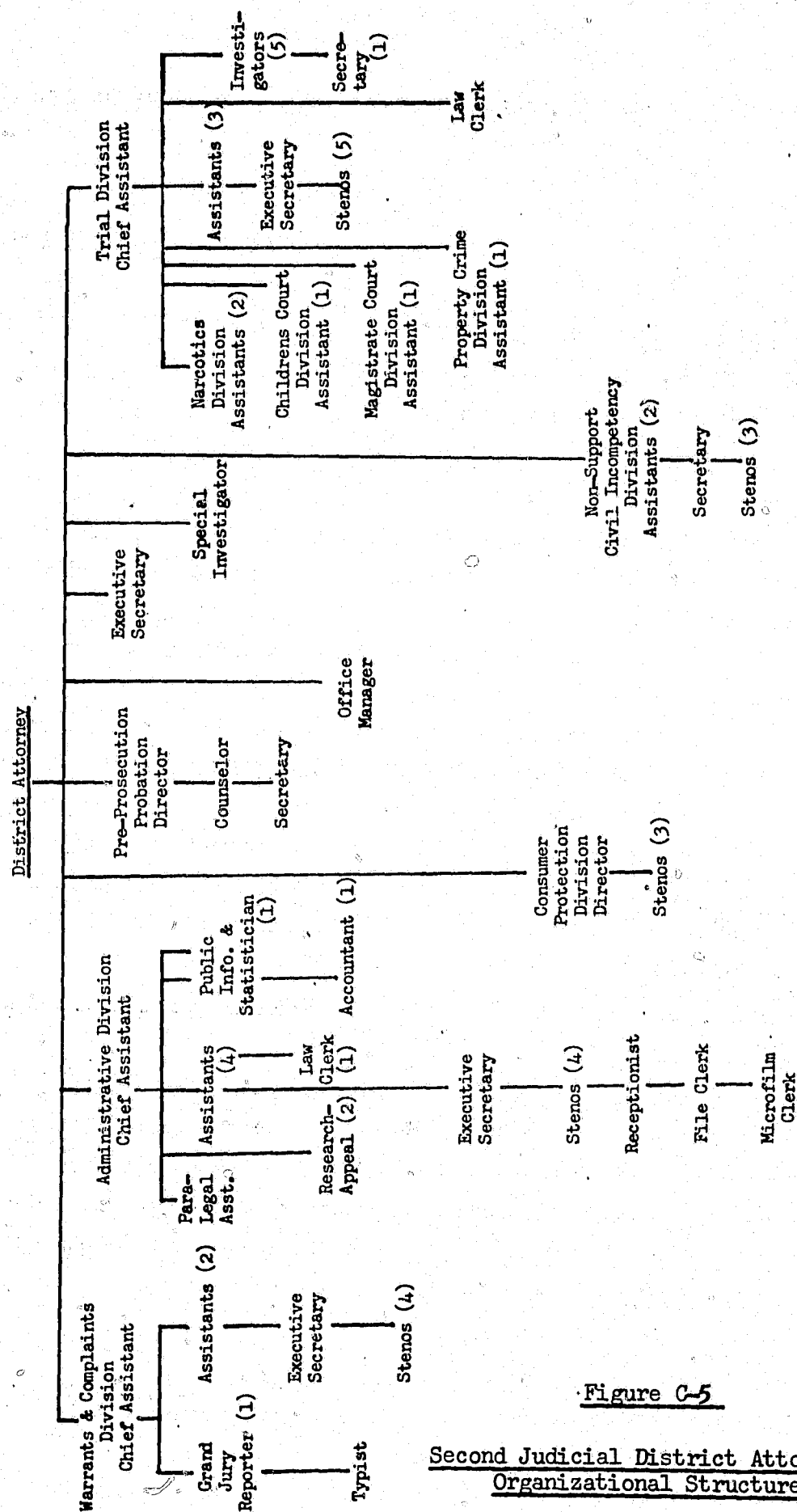


Figure C-5  
Second Judicial District Attorney  
Organizational Structure

The workload of the District Attorney's Office can be viewed on the chart below:

Workload - District Attorney's Office

	<u>1973</u>	<u>1974</u>	<u>% Change</u>
Trials	232	162	- 30%
Guilty Pleas	439	350	- 20%
Indictments	779	675	- 13%
Informations	75	22	- 70%
Total Offenses Charged	1,101	1,115	+ 1%

The District Attorney's 1974 Annual Report notes that 1,113 offenses involving 1,245 defendants were prosecuted. The largest single crime category was larceny, totalling 132 cases. Burglary was next at 85, and Possession of Narcotics at 81. (Narcotics prosecutions were down 10.04 percent over the year before.)

Basically, then, property crime and narcotics continued to constitute the main workload of the agency. But there was an increase of 6.4 percent in the category of violent crimes prosecution.

The need for additional operating space is planned and will be fulfilled in 1975. However, this need will only be met and there will be little or no room for expansion. The following Needs and Priorities are not placed in priority arrangement:

1. Expansion of the Investigating Staff to five qualified and trained Investigators.

Other than reviewing and investigating Criminal Cases submitted for prosecution, the Investigating Staff would be qualified to investigate certain investigations best handled by the District Attorney's Office, such as, allegations of police misconduct and government corruption. Additionally, expanded investigation can further delve into the problem of fencing activities which at this time are difficult to prosecute.

2. Emphasis on Career Prosecutors.

This need involves several areas which include:

- a. The need to increase salaries of prosecutors as they increase knowledge and expertise;
- b. Develop a training manual to train new prosecutors quickly and with greater expertise.

3. Hire Economic Crimes Prosecutor, Investigators, and Para-Legal Accountants.

There is an increasing need to develop the expertise to investigate and prosecute economic crimes.

4. Improve witness utilization.

Data on the witness utilization study should indicate exactly where failures in the system are.

5. Establish a Joint City/County Evidence Room.

ASSISTANT CITY ATTORNEYS - MUNICIPAL COURT PROSECUTORS

As noted in last year's MCJCC Plan, the attorneys assigned to this branch of the City Attorney's Office act as prosecutors for violations of city ordinances. The staff consists of four prosecutors, two case reviewers, and two secretaries.

In 1974, these assistant city attorneys prosecuted 5,252 cases in Municipal Court, an increase of 11.4 percent over the year before. The prosecutors have in the past handled only cases where the defendant retained his own attorney. These cases were assigned to "Lawyer's Court," one of four courts in Municipal Court which include "Misdemeanor Court," "Accident Court," and "Traffic Court."

However, during 1975, municipal prosecutors will begin handling cases in two of the additional courts: "Misdemeanor," and "Accident," under two of the municipal judges. These cases will be prosecuted even though the defendant does not retain a lawyer. Thus, the 1975 calendar-year total of cases prosecuted should show a substantial increase.

The misdemeanor prosecution will be primarily DWI offenses. The Police Department will also have an intoxometer which will be located in the APD video-tape room. This will greatly reduce the difficulty in prosecuting DWI cases, because the prosecutors will no longer have to establish the chain of custody, nor will technicians have to appear from the State Health Laboratory, where intoxication tests were previously held.

Agency officials report an increase in misdemeanors which is substantiated by Municipal Court statistics (see Municipal Court section herein). This seems particularly true in regard to shoplifting. Businesses that have not reported shoplifting before are beginning to do so frequently now. Prosecu-

tors estimate it is because they are no longer economically able to afford the losses suffered through shoplifting.

Other misdemeanors are also increasing. (It should be noted that charges of Driving While Intoxicated are considered a misdemeanor.) Staff also notes that appeals to District Court are increasing, particularly in regard to sentences imposed on individuals by Municipal Court.

Thus, the need for additional prosecutors could develop as a result of all of the above: (a) prosecutors working in additional courts; (b) increases in caseload; (c) increases in appeals; (d) passage of laws such as that discussed in the Municipal Court section of this Plan which would require recorded convictions on DWI; (e) more defendants choosing to try cases rather than plead, due to heavier potential fines.

The following is an update of last year's listed Municipal Court Prosecution needs and priorities:

1. Expand Agency Operating Space

This was a primary need last year. Early in 1975, however, the agency gained new quarters in the Southeast corner of City Hall which provided adequate operating space. This will suffice for the needs of the agency for the time being.

2. Develop an Investigative Capability

The need was for follow-up investigation on cases to be performed prior to trial. This function is now being performed by the APD.

3. Develop an Input into Municipal Court Information System

This has not been accomplished, and the need is outstanding.

4. Codify City Ordinances

This has been accomplished.

For the upcoming period, the agency needs are minimal:

Additional Case Reviewer

With the increasing workload, there is need for an additional case reviewer to assist the prosecutors in screening and reviewing cases for presentation in Municipal Court.

It should be noted, before closing this section, that agency staff expressed the need for public defense for those charged with violations of city ordinances. The Supreme Court in 1972 extended the right to appointment of counsel to anyone

who might go to jail if convicted. Prior to that decision, the right was interpreted to apply to only persons accused of felonies.

The Center for Criminal Justice at Boston University has found, after an exhaustive study, that the rights of defendants to counsel as set forth by the Argersinger decision have largely been ignored by municipal courts.

The Public Defender in Bernalillo County does not work in Albuquerque Municipal Court, although the Clinical Law program at the University is meeting the need to a great extent. Yet the need is there for legal counseling of indigents in regard to arraignment, appeals and misdemeanors, and other cases before the court. Depending on manpower, priorities would have to be set in regard to offering such counseling. This is a matter that should be kept in mind for the future.

SECOND JUDICIAL DISTRICT PUBLIC DEFENDER OFFICE

During 1974, the Public Defender Office in Albuquerque completed its first full calendar year of operation. This agency was created by the New Mexico Legislature in order to meet the needs of indigent defense. Providing legal counsel for indigents who face imprisonment, this agency has replaced the old system of court-appointed attorneys who were paid through the District Court.

Staff, during the past year, was increased by two attorneys, one secretary, one receptionist, and an investigator. The local Public Defender office is currently staffed with nine attorneys, three investigators, three secretaries, and a receptionist.

In the 62nd state fiscal year (July 1, 1973 - June 30, 1974) the Public Defender locally opened 1,420 felony cases. During the current fiscal year (expiring June 30, 1975), it is anticipated the unit will have opened 1,650 such cases, a projected increase of 16 percent. It is projected that in the fiscal year beginning July 1, 1975, the agency will open 1,914 cases, another 16 percent increase. The office also expects a tremendous growth in misdemeanor cases in the future.

Caseload statistics for calendar year 1974 indicate that the Albuquerque Public Defender closed 1,015 felonies, and 341 misdemeanors.

Statistics as to type of crime handled were kept during the period of July - December, 1974. The largest number of felonies were for 85 burglaries (including commercial and residential), 44 armed robberies, 38 grand larcenies,



31 possession of heroin, 24 aggravated batteries, 19 auto thefts, 12 murders, and 13 forgeries.

Also during the year, the Public Defender here referred 264 cases to private attorneys. In these referrals, the Public Defender office pays the attorney's fee for defending the cases it refers.

The following is an update of last year's needs and priorities:

#### Increased Investigative Capabilities

During the year, the Public Defender was able to develop an investigative capacity. However, an additional investigator is needed to assist in workload.

#### Provide Means of Screening and Judging Indigency Applications

The need was for a staff person or independent agency to screen applications for indigency, and make determinations. Nothing was able to be accomplished in this regard, and the need is still outstanding.

For the upcoming year, there is the following need, in addition to those outstanding currently (see item above):

#### Increased Staff

As noted above, the agency expects a felony caseload increase next fiscal year equal in percentage to what has been predicted for the state's 63rd fiscal year. They also expect a considerable misdemeanor caseload increase. Last year's plan noted:

"During the next five years, the Public Defender anticipates that increasing caseload will continue to be a major concern; particularly, if services are expanded to cover juvenile defense, Magistrate and Municipal Court cases, post-conviction relief cases, Probation and Parole revocation cases, commitment proceedings and extraditions." Further, "...increasing police and prosecutorial forces and expanding the judiciary will increase the work pressure on the Bernalillo County Office."

For these reasons, increased staff attorneys and supportive staff will be needed to meet increased felony and misdemeanor caseloads.

## ADULT CORRECTIONS, DETENTION AND REHABILITATION

### INTRODUCTION

This section of the Plan will be devoted to updating objectives, goals, and/or recommendations for the Corrections, Detention and Rehabilitation aspect of the Criminal Justice System in the Metropolitan Albuquerque area. It will not deal specifically with statistical analysis but will instead offer short range and, in some instances, long range recommendations and possible projections that will have a bearing on the future advancement and improvement of this aspect of the Criminal Justice System.

As the various people and agencies working within this system are aware, the local Corrections, Detention and Rehabilitation System is very much improved over what it has been in the past. But, because, as noted in last year's Plan, Corrections has always been the last aspect of the Criminal Justice System to be developed, it is still in much need of necessary improvement if it is to continue to make progressive and contemporary changes. Much has been said and written about Corrections-Rehabilitation, and it is becoming clear that the problem of being a few dollars short and a couple of decades late is being addressed quite specifically and with a great deal of enthusiasm in some parts of the country.

A forerunner of this interest in improvement of the general Corrections area has been the Law Enforcement Assistance Administration (LEAA) which earmarks a specific portion of its funding for improvement of Corrections in general. Other agencies which have taken an interest in the improvement of Corrections are the National Council on Crime and Delinquency (NCCD), the American Bar Association (ABA), and, of course, the American Correctional Association (ACA). Through some of their efforts, and those of their local affiliates, some progress is being made and some action is being taken. The greatest problem here is that changes are very slow and quite difficult because of the attitudes and stereotypes concerning Corrections on the part of the general public and some public officials. Change is very difficult for the public to accept and changes in Corrections are no exception.

Another problem is that the Corrections, Detention and Rehabilitation areas are so diverse that there are vast differences of opinion as to how

changes should be effected and addressed. Many programs and philosophies have been tried in the last decade and a half, but because of the differences of opinion and fragmentation in this vast area of the Criminal Justice System, only a few minimal changes have occurred.

Unlike the other aspects of the Criminal Justice System that deal with the detection, apprehension, and trying of individuals, Corrections has the monumental task of "rehabilitating" an individual who has gone through the Criminal Justice System.

In the strictest sense of the word, rehabilitation means various things to various individuals. To some, it means to restore to good repute by vindication; usually accomplished through some form of "punishment" or incarceration for a specified period of time. To others, it means to restore to a condition of useful and constructive activity via a resocialization process through programs of varying philosophies. There are many other interpretations of rehabilitation and probably just as many means to justify the various ends.

The largest problem with any definition of rehabilitation is that there is no foolproof method of predicting human behavior. Psychology has been refined to a fairly sophisticated level through testing and methods of personality interpretation, but it is yet impossible to accurately predict human behavior and change. On the other hand, some believe that Corrections should effect changes in individuals, predict behavior, and return them to society "cured" and as if nothing had happened. All of this with methods that have either been proven not to work, are still not nearly perfected or scientific, and/or that have probably been passed on as more custom than proven methods of rehabilitation.

The National Advisory Commission on Criminal Justice Standards and Goals, Committee on Corrections, which was established by a \$1.75 million LEAA discretionary grant in 1971, was the first concerted effort to formulate standards and goals for Corrections. For the first time, a group of professionals in Corrections and other areas of the Criminal Justice System met in a series of meetings over approximately two years to set down recommendations, guidelines and goals that would meet the needs of local, state, and federal Corrections agencies. The ultimate result was the publication of standards and goals that have the potential of having far reaching effects in the areas of planning, projections, and implementation of progressive programming in

the Corrections, Detention and Rehabilitation areas. The Commission also emphasized the fact that Corrections must be an integral part of the Criminal Justice System and that Corrections must cooperate and coordinate its efforts with police, courts and prosecution, if it is to further its own efforts toward effective and progressive changes.

It is this kind of dialogue that must continue if Corrections and Rehabilitation are going to become a more effective part of the Justice System.

#### THE DEPARTMENT OF CORRECTIONS-DETENTION

##### Current Agency Status

The Department of Corrections-Detention continues to be funded under a Joint Powers Agreement whereby the City of Albuquerque and Bernalillo County jointly contribute to the budget of the Department. It is budgeted for 88 positions, including administration and support staff. Its operating budget is \$1,096,888 and is split with the City contributing 57.7 percent and the County 42.3 percent.

The organizational structure has changed somewhat since last year due to the resignation of the original director and the subsequent naming of a new director as of July 1, 1974. In the course of the remainder of the year, the new director has instituted quite a few changes that has resulted in the responsibilities of the Department being divided into two distinct areas: Fiscal Budget and Operations. (See Figure CR-1)

##### (1) The Bernalillo County Jail

The Bernalillo County Jail has undergone extensive renovation in the form of lighting and plumbing in the last year, but, even so, it remains inadequate for the needs of the Metropolitan Albuquerque area.

The situation has worsened to the point that in February of 1974, the Albuquerque Bar Association entered a suit in District Court to close the jail as a public nuisance. The result of the hearing was that even though the jail was not closed, it was decreed that the population would be limited to 100 average monthly population. Further, the Court Order required that prisoner conditions be improved through painting, plumbing fixtures be repaired and/or replaced, lighting be repaired if necessary, and the courts be kept advised as to the status of the situation through a monthly report to the Presiding District Court Judge.

Department of Corrections-Detention  
Organizational Chart

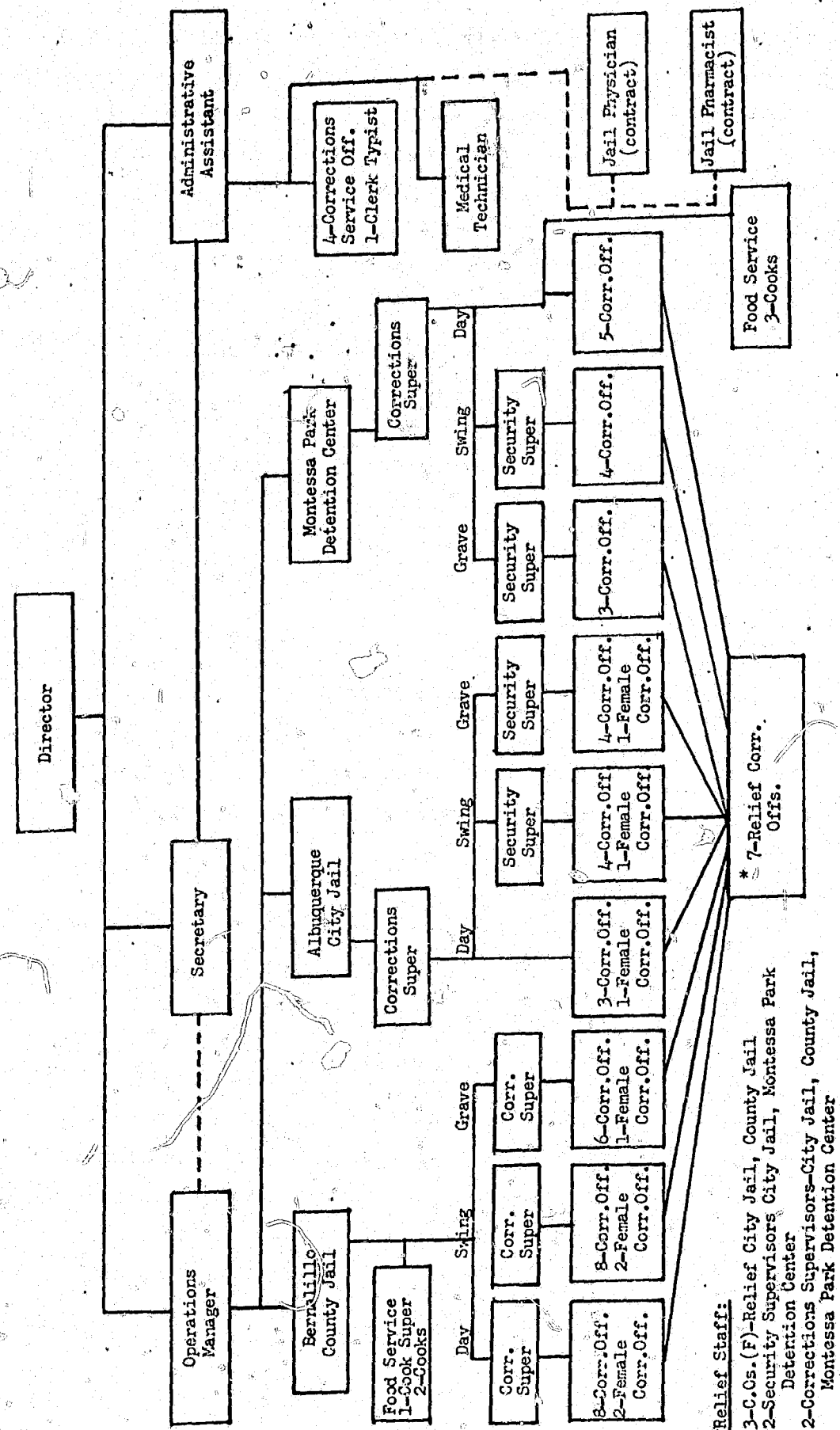


Figure CR-1

Although the foregoing action did cause the Bernalillo County Commission to allocate the money necessary for the repairs as outlined in the court judgment, these were considered only emergency measures and will have no long lasting effect on the facility itself.

(2) Montessa Park Detention Center

As noted in last year's Plan, because of construction defects, only a limited area of the facility continues to be used for detention purposes. It continues to deteriorate and most feel that it is only a matter of time before the settling of the structure renders it inoperable. Many of the doors have had to be ground to facilitate opening and closing, many cracks calked to maintain a closed environment from the elements, and many of the structural supports checked monthly (as a condition of the above Court Order) by City engineers to ensure safety of not only the prisoners but the Corrections-Detention personnel as well.

In Mid-February of 1975, the City Engineer's report to the City Chief Administrative Officer indicated that, in his opinion, the kitchen and eating area was no longer safe for habitation. The City then requested that a structural engineer look at the facility and give his opinion as to the continued use of that portion of the facility. The structural engineer indicated that it was safe for continued use, but that periodic checks should continue. This points out the fact of the continuing deterioration and the difference of opinion as to the safety of portions of this facility.

(3) Central Jail

This facility, located in the City Police Building, remains the same as indicated in last year's Plan. It continues to serve as the primary booking center for those offenders arrested by the Albuquerque Police Department. This situation continues to necessitate that two separate booking centers be kept by the Department; one at the County Jail for use by the Bernalillo County Sheriff's Department and other law enforcement agencies, and another at Central Jail for use by the Albuquerque Police Department.

Statistical Data

In calendar year 1974, the following are the figures in broad category charges and actual jail population reflected in the Department of Corrections-Detention records.

(1) Central Jail

These statistics are broken into eight categories: Felonies, Misdemeanors, Illegal Entry, Probation/Parole Holds, Military Holds, Federal Holds, Male, and Female.

Totals for these categories in 1974 are listed below:

<u>Felonies</u>	<u>Misdemeanors</u>	<u>Illegal Entry</u>	<u>Probation/Parole Holds</u>
2,899	21,999	492	72
<u>Military Holds</u>	<u>Federal Holds</u>	<u>Male</u>	<u>Female</u>
35	31	14,703	1,750

In summary:

There were 17,000 individuals booked on 24,898 charges.

Of those individuals booked:

14,703 were male;

1,750 were female;

630 were designated only as Illegal Entry, Probation/Parole Hold, Military Hold, and Federal Hold.

Of the 24,898 charges:

2,899 or 11.64 percent of total charges were Felonies;

21,999 or 88.36 percent of total charges were Misdemeanants.

Of the 630 individuals designated only as Illegal Entry, Probation/Parole Hold, Military Hold, and Federal Hold, 492 or 78.1 percent were Illegal Entries.

(2) County Jail

These statistics are broken down into nine categories: Felonies, Misdemeanors, Various Holds, Regular (prisoners from Albuquerque/Bernalillo County or other parts of the state), Federal, Illegal Entry Juvenile (Juveniles are booked only at the County Jail and then turned over to the Bernalillo County Juvenile Detention Home; unless authorized by Court Order, no juveniles are incarcerated in an adult detention facility.), Male, and Female.

<u>Felonies</u>	<u>Misdemeanors</u>	<u>Illegal Entry</u>	<u>Juvenile</u>	<u>Regular</u>
3,804	4,728	1,341	622	8,898
<u>Federal</u>	<u>Various Holds</u>	<u>Male</u>	<u>Female</u>	
499	719	10,574	681	

In summary: There were 11,255 individuals booked on 9,251 charges. (Charges for Illegal Entry, Juvenile and Federal not included.)

Of those individuals booked:

10,574 were male;

681 were female;

Of the 9,251 charges:

3,804 or 41.12 percent of total charges were Felonies;

4,728 or 51.11 percent of total charges were Misdemeanants;

719 or 7.77 percent of total charges were Other Agency Holds; Of the 2,462 individuals designated as Illegal Entry, Federal Hold, and Juvenile, 1,341 or 54.47 percent were Illegal Entries.

(3) Montessa Park Detention Center

Because of the fact that Montessa Park is considered only a detention facility and does not do any booking, the only statistics that are offered are the daily population, in comparison with the daily population of the Bernalillo County Jail for an eight-month period. This illustrates a trend that is believed to be underway and that effects the whole question of population capacity and limitations.

	<u>County</u>	<u>Montessa Park Detention Center</u>
July 1974	97	50
August 1974	96	59
September 1974	101	55
October 1974	96	54
November 1974	95	74
December 1974	92	60
January 1975	96	61
February 1975	96	83

Increasingly, the prisoners at the Bernalillo County Jail are having to be transferred to Montessa Park to maintain an average monthly population of 100 in the County Jail as ordered by the Court. (The reader will note an increasingly larger monthly average under the Montessa column.) This, in view of the deteriorating condition of the Montessa Park facility, could have serious consequences and repercussions if at some point the decision is made to vacate, for safety reasons, the Montessa Park facility. Even if Montessa Park continues to be used indefinitely, as reflected in the foregoing figures, the trend is such that the Department of Corrections-Detention is having to transfer prisoners from one totally inadequate facility to another to stay within the Court Order limiting average monthly population at the County facility.

Overall Summary

In summary, these are the overall combined data from the Department of Corrections-Detention for calendar year 1974:

Total actual individuals processed	28,338
Total Felony charges handled	6,703
Total Misdemeanor charges handled	26,727
Total Illegal Entries handled	1,833
Total Other Agency Holds	1,356
Total Juveniles (booked only)	622



### On-going and Contemplated Programs

#### (1) Corrections Service Officer Program:

This program is a continuation of a program that was started in 1973 under an LEAA grant. It was designed to offer correctional services that had not existed before: Contact with a prisoner's legal representative, liaison with the courts, and contact with the prisoners family and pertinent others. It is considered to be one of the most worthwhile and successful programs instituted under LEAA funding, and it will be in its third and last year of funding from LEAA funds in 1975. Because of its tremendous record, it is hoped that it will be picked up under regular department budget and expanded to include various other services.

#### (2) Corrections-Detention Computer Subsystem:

This program was designed to hire a Systems Analyst to design a Computer Subsystem that would be compatible with the projected City/County Offender-Based Transaction System and the Statewide Criminal Justice Information System. The project is already in process, and by February of 1976, the Department should have a system that they will be able to utilize for gathering and retrieval of information.

#### (3) Corrections-Detention In-house Training:

This program is contemplated for funding in 1975 through the Governor's Council on Criminal Justice Planning. It is designed to fill the need for departmental training. Prior to this, the only type of training that has been available for new personnel is on-the-job training. In-house Training is a very essential program and is greatly needed to offer the Department the training that it should have.

#### (4) Corrections-Detentions Jail Crisis Unit:

This program is also contemplated for funding in 1975 and is intended as a basis to determine the intrinsic value of on-site medical personnel in maintaining a good environment through intervention and treatment. The grant would hire a part-time psychiatric nurse, a part-time psychiatrist, and a part-time clerk-typist to do crisis intervention at the Department level without having to refer those types of persons needing immediate psychiatric assistance to other agencies.

### Needs and Priorities

#### Priority Short Range:

1. A continued need for the Department of Corrections-Detention is for training on an on-going basis. This is one area that has been

addressed specifically through an LEAA application for a Staff Training Officer. It continues to be considered one of the top priorities.

2. There continues to be a need for a systematized method for gathering and retrieving aggregate and operational data. At present, a Systems Analyst has been hired under an LEAA grant to furnish the Department with a system for establishing a computerized subsystem for inclusion in the Offender-Based Transaction System and the New Mexico Criminal Justice Information System being proposed for the near future.
3. There is a need for continued evaluation and reassessment of departmental operations. (This should be considered as a present and an on-going need as well.)
4. In the area of personnel, an effort should be made to continually update training and to actively recruit personnel of the highest possible caliber. Along with this, a re-evaluation of minimum personnel qualifications, the establishment of a career-ladder program, and a salary-training correlation should be studied.

#### Priority Long Range:

1. The most critical priority of the Department continues to be the need for a facility to be built to accommodate present and future need. As mentioned in last year's Annual Plan and as the foregoing material shows, the situation is fast approaching the critical point. With this in mind, last year a Detention Feasibility Study was undertaken with funding from LEAA to determine the feasibility and the need for a new detention facility. The final result was that the consultants recommended that a new facility be built and gave space requirements for the projected prisoner population between 1975 and 1995. Selection of a site and a bond issue are expected to be the next steps of this process. Until the completion of a new facility, the Department faces the reality of trying to make the best of extremely poor conditions and facilities.
2. There will continue to be a need for gathering and retrieval of information to better facilitate future program planning in a new facility, as well as to facilitate the deployment of personnel and operational information.
3. In reference to widening the horizons in programming and rehabilitation planning, the Department should begin to make a thorough search of New Mexico laws pertaining to jail facilities and their operational limitations so that new or amended legislation can be presented by either the City or the County if necessary.

### MUNICIPAL PROBATION OFFICE

#### Current Agency Status

Municipal Probation Office remains at basically the same personnel level as last year. Refer to organizational chart (Figure CR-2). One of the exceptions is that in May of 1974, the agency was awarded \$146,203 by LEAA for the



Albuquerque Municipal Court  
Municipal Probation Department  
Organizational Chart

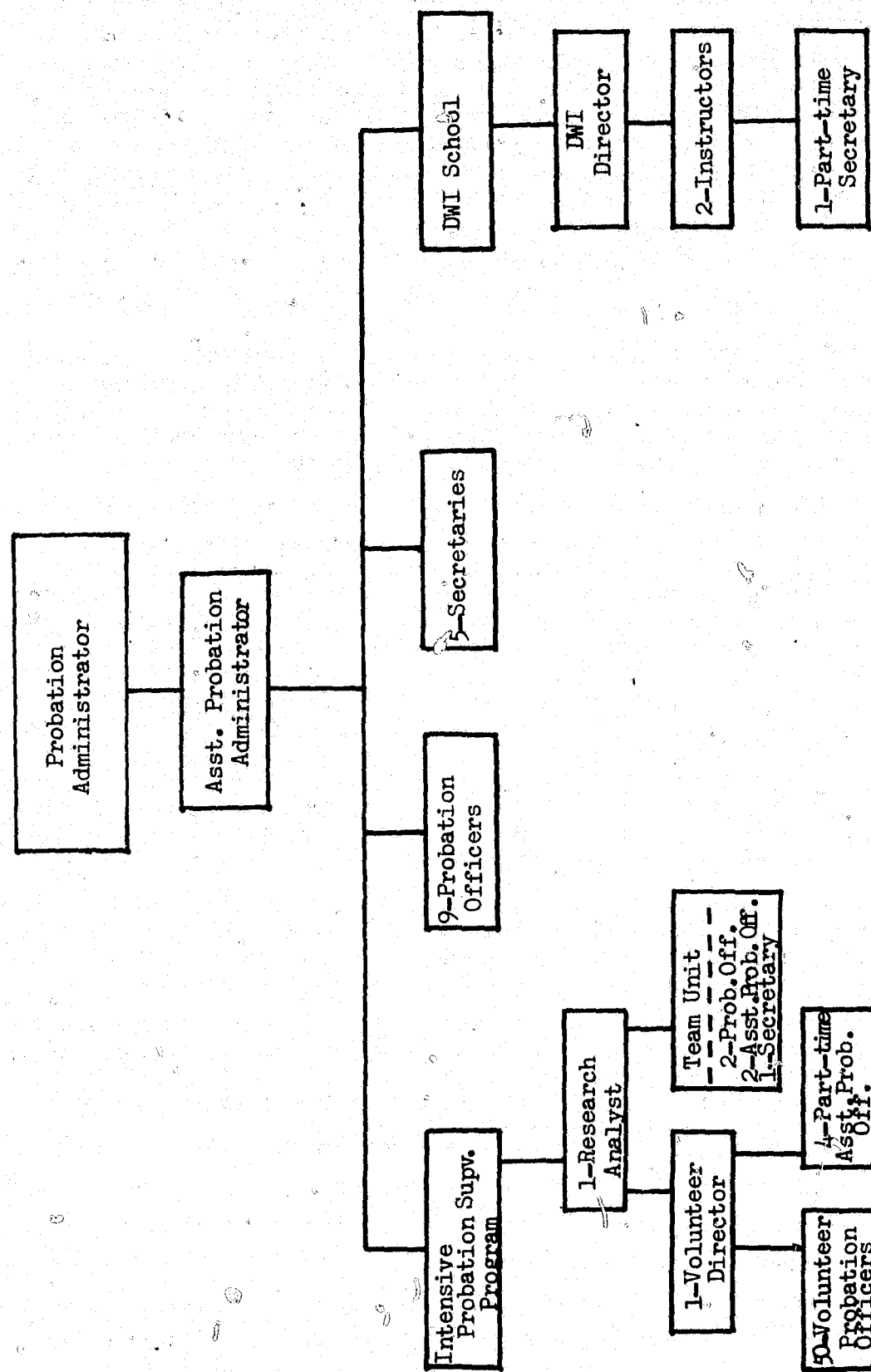


Figure CR-2

creation of an Intensive Probation Supervision Program. The purpose of this program is to test the hypothesis of finding out which of several methods of probation supervision works best. The project is comparing the traditional method with a volunteer probation and a team probation concept. At the conclusion of this program, Municipal Probation will be in a position to better evaluate its supervision methods and make necessary changes if changes are indicated.

Another exception is that the Municipal Probation Office no longer has a psychologist on its staff. The position was vacated in late 1974, and it is not expected to be filled due to the fact that any clients necessitating psychological services can now be referred to other agencies offering that service, such as the District Court Clinic and the Bernalillo County Mental Health Center.

The operating budget for FY-1975 is indicated as being \$182,516; \$35,621 of this comes from the City of Albuquerque General Fund, and the remainder, \$146,895, comes from the City's Revenue-Sharing Fund.

In addition to the supervision of probationers, the Municipal Probation Office supervises the DWI School established in 1971. It is for those probationers convicted of driving while intoxicated. The operating budget for FY-1975 for this Division is \$39,718.

The Municipal Probation Office caseload continues to be quite high, and statistical data indicates that total misdemeanants referred through that office were approximately 6,400 in number. This is an increase of 18.52 percent over 1973. Another interesting statistic which reflects an increase is in Release-On-Own-Recognizance (ROR) interviews. In 1973, there were 532 interviews conducted. In 1974, there were 847 ROR interviews conducted (418 jail interviews and 429 warrants). This is an increase of 59.21 percent over 1973.

This tremendous increase over the last four years is an acute concern by those people in this area of the system. Without additional personnel or budget, Municipal Probation will eventually find itself in a position of not having the resource or the time to do anything but "paper" supervision. It is hoped, at this time, that upon completion of the Intensive Probation Supervision Program, Municipal Probation will have various options with which to resolve some of the problems facing them now. At any rate, at that point, Municipal Probation will need the support of various funding and governmental units if it is to be able to deal adequately with City probationers.

Needs and Priorities

Priority Short Range:

1. Improve aggregate and operational data gathering and retrieval through manual standardization of records. As with other system agencies, Municipal Probation needs to establish further a more uniform reporting system that will eventually complement and augment a computerized system.
2. Encourage its staff to continue to seek additional training to maintain its high level of competency.
3. Continue to seek solutions to its high work-unit load.

Priority Long Range:

1. Consider a longitudinal study to determine future needs.

STATE OF NEW MEXICO, FIELD SERVICES DIVISION - AREA II, DISTRICT 2

Current Agency Status

The Office of Adult Probation and Parole Supervision is located at one of the old cottages at the New Mexico Girls' School and services the Bernalillo County area. The Albuquerque Office is still the largest of the Field Services Division in the state and has a staff of 22 Probation Officers. Of these officers, 16 are assigned to the Field Services Unit, 4 are assigned to the Pre-Sentence Report Unit, and 1 is assigned to the Half-Way House. (There are also 5 House managers and 1 cook assigned to the Half-Way House). An organizational Chart of Area II, District 2 (Figure CR-3) is used to illustrate staff distribution.

Calendar year 1974 statistics indicate that:

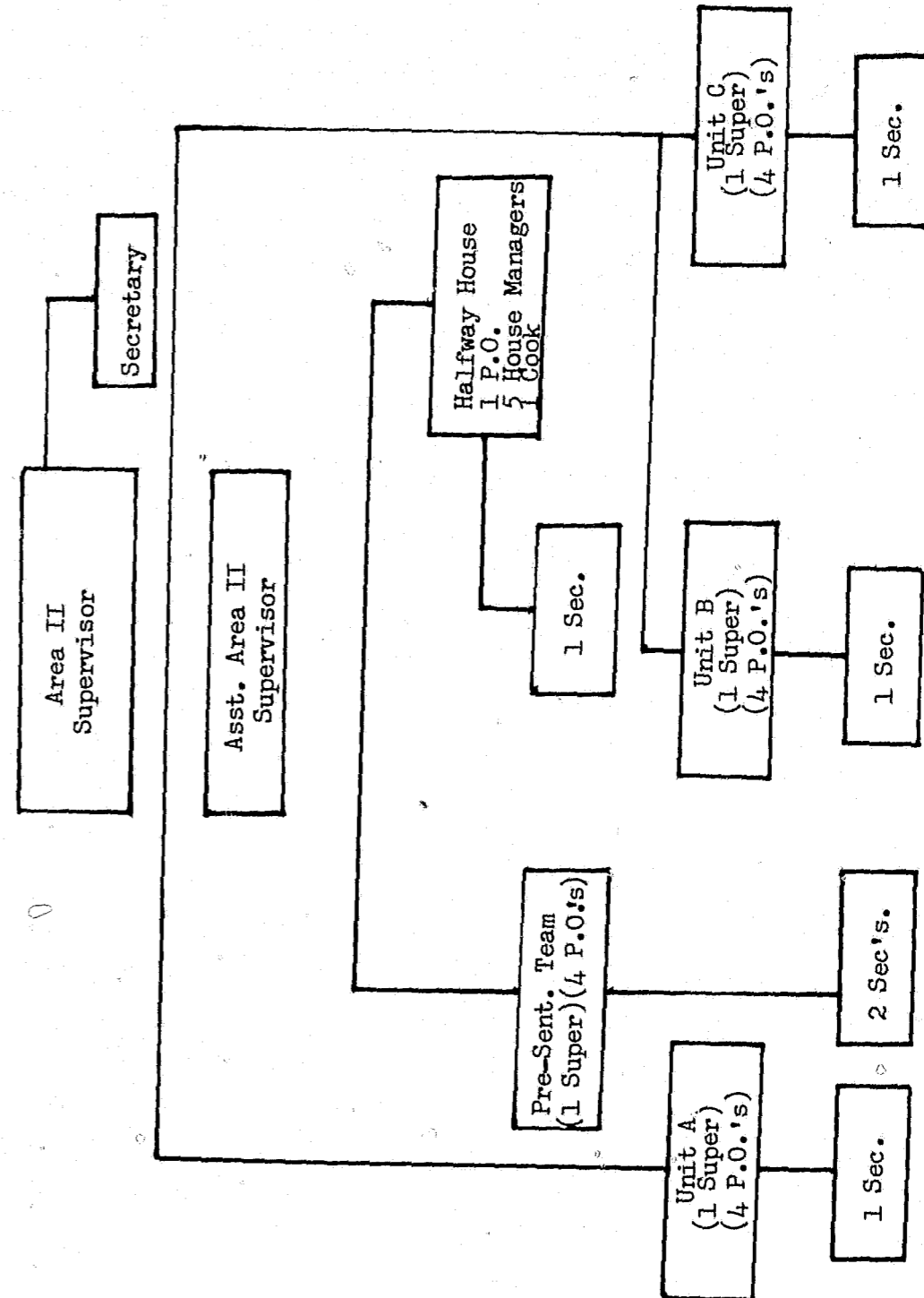
1. The average adult monthly client population is 653.92.
2. Of the average adult monthly client population, 83.98 percent are New Mexico residents.
3. The average juvenile monthly client population is 54.58.
4. Of the average juvenile monthly client population, 79.9 percent are New Mexico residents.
5. The combined average monthly population is 708.5.

Needs and Priorities

1. As noted in last year's Plan, there still remains a tremendous need for additional cars for use by the Probation-Parole Officers. At the present time, they still have only 1 car for the official use of all 22 P. O.'s.
2. There appears to be a need for closer coordination and communication with other support and service agencies and programs.

Figure CR-3

New Mexico Department of Corrections  
Field Services Division  
Area II Office



Although there are no statistics to indicate so, it is estimated that approximately 85 percent of those clients from New Mexico are from the Albuquerque/Bernalillo County area.

#### LOCAL REHABILITATION AGENCIES

Rehabilitation is the general area where efforts are concentrated after or before an individual is processed through the Criminal Justice System. In the Albuquerque/Bernalillo County area, there are various agencies or programs which deal specifically with the attempted rehabilitation of various types of offenders. This section will discuss only those agencies which have a significant impact or that work extensively with the Criminal Justice System.

##### Addiction Services Council

The Addictions Services Council has undergone extensive reorganization in the last year and, in October of 1974, was chartered as a non-profit status organization whose main efforts continue to be to provide agencies and programs in and around the Albuquerque/Bernalillo County area with a means for informal interaction, communication, and coordination. It cannot, as mentioned in last year's Plan, officially bring about positive change in the system, but it can make recommendations to the various agencies that may affect coordinated change for the betterment of the community.

At the present time, it has no budget, but it does have an informal agreement with various agencies to supply information and expertise on an as-needed basis.

##### General Addictions Treatment Effort

The General Addictions Treatment Effort (GATE) continues to be the only large organization governed by a Board (Treatment Center Board) created to further the concept of fiscal and physical coordination of rehabilitation agencies. GATE is funded jointly and proportionately through the ATP and LA LLAVE budgets (discussed below). GATE continues to house both the Alcohol Treatment Program and the administrative services of the LA LLAVE Drug Rehabilitation Program in one facility located at the old Saint Joseph Hospital at 715 Grand, N. E. Following is an overview of GATE-administered programs:

##### (1) LA LLAVE

The purpose and goals of the LA LLAVE Program continue to be to offer drug rehabilitation treatment through methadone maintenance and detoxification

th  
to  
It  
50  
me  
ti  
is

# CONTINUED

# 1 OF 3

therapies in an effort to take the heroin addict from a drug-dependent state to a position where he is no longer dependent on illicit drugs and/or alcohol. It is a multi-modality treatment program and at any given time has approximately 500 patients enrolled in its programs.

The following is a list of programs offered through three types of treatment settings which include community-based outpatient treatment (five facilities), residential detoxification treatment, and inpatient treatment/hospitalization:

- |                                    |  |
|------------------------------------|--|
| Detoxification                     | Methadone Maintenance                  |
| Individual Counseling              | Family Counseling                      |
| Urinalysis Services                | Methadone-related Routine Medical Care |
| Vocational Rehabilitation Services | Staff In-service Training              |
| Record Keeping                     | Administrative Services                |
| Program Support Services           |  |

Figure CR-4 is offered to illustrate organizational structure.

Funding continues to come from various sources, and the FY-76 budget as requested is as follows:

\$ 742,000	National Institute on Drug Abuse (NIDA)
94,780	Bernalillo County
217,224	City of Albuquerque
<u>43,971</u>	New Mexico Department of Hospitals and Institutions (DHI)
\$1,097,975	

LA LLAVE Program Statistics and Demographic Data Follows:

1. Description of Service Area

Patient distribution by place of residence, by percent:

	Program Year 1973-74 12 Months Average	Program Year 1974 6 Months Average
City of Albuquerque	63.0%	64.0%
East of Bernalillo County	29.5%	29.5%
Outside Bernalillo County	7.0%	6.0%
Out of State	<u>.5%</u>	<u>.5%</u>
	100.0%	100.0%

The out-of-County, in-state referrals through the Extension Services Project have reduced by 1 percent. This occurred because of the closing of the 35-bed Residential Treatment Center.

2. Static and Dynamic Capacity

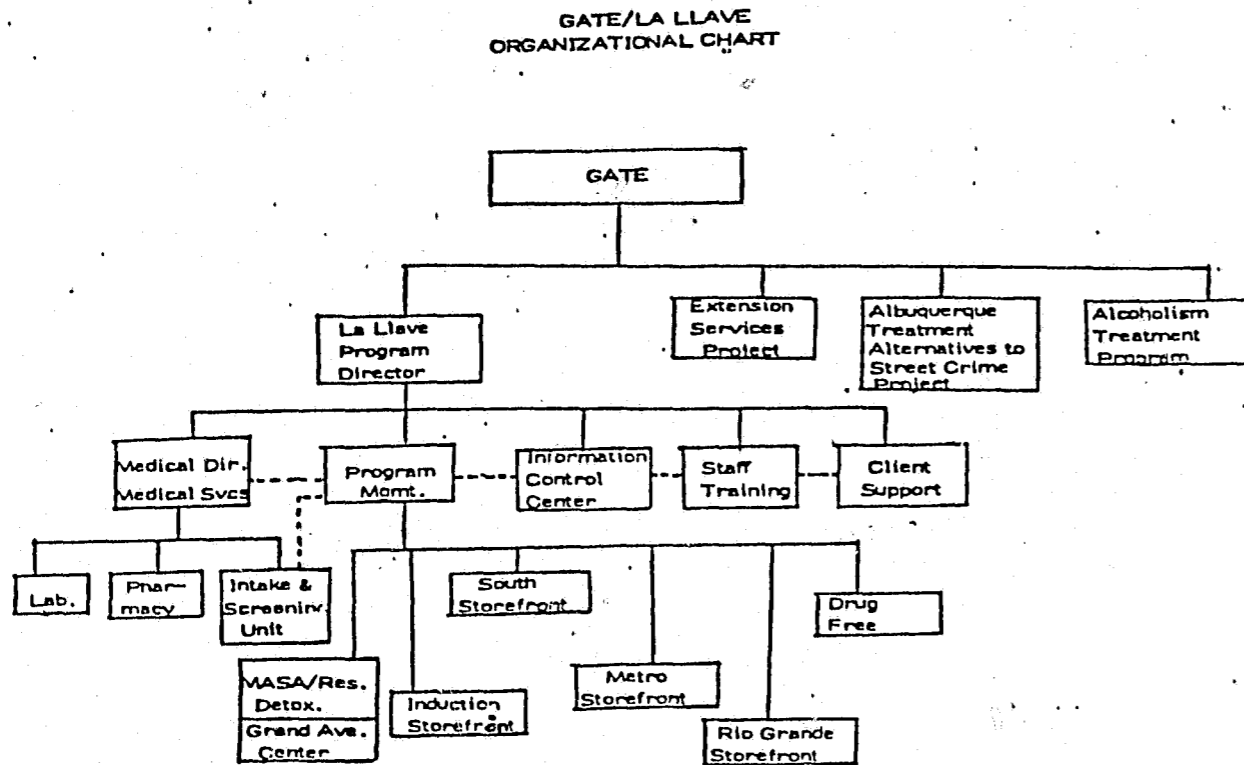
The end-of-month census shows an average of 454 patients during the first six months, which is below the projected matrix static capacity of 500. However, between September and December, 1974, the patient counts rose by 14.4 percent (from 431 to 493).



Figure CR-4

Organizational Structure

The organizational chart for GATE-La Llave, depicted below, shows the relationship among La Llave's multiple performance sites, GATE, and the ATASC and Extension Services Projects.



The La Llave Program provides comprehensive multi-modality treatment rehabilitation services for narcotic addicts. The treatment approaches offered are: (1) methadone maintenance therapy, (2) methadone detoxification, (3) drug free therapy, (4) multiple addictions treatment, (5) psychiatric consultation, (6) group therapy, and (7) family, individual and group counseling. Also provided are the following services: (1) continuity of care for clients in jail, (2) supportive services -- vocational counseling, job and training referral, and referral to social service agencies, (3) recreation activities (limited), and (4) inservice staff training.

(New and Readmission)

Year	New	Re-ad	Total	Re-ad as % of Total	New Admissions as % of Total
1970	256	58	314	18.47	81.53
1971	428	168	599	28.05	71.50
1972	363	293	656	44.66	55.34
1973	232	206	438	47.03	52.97
1974	220	220	440	50.00	50.00

This is a natural increase in the base of old clients available for re-admission. Instead, the high new admissions rate should be focused on as surprisingly high for a program in operation since 1968. (The ATASC Project is a referral source of new admissions).

3. Patient Movement Data

Some patients return to the program more than once to seek treatment. An analysis of repeaters, from the time the program started in 1968, shows that in December, 1974, 259 patients (52.53%) are in their first admission, 149 patients (30.33%) are in their second admission, 48 patients (9.74%) are in their third admission, and 28 patients (5.68%) in their fourth admission, and 9 patients (1.83%) are in their fifth admission.

During the six-month period, between July 1, 1974 and December 31, 1974, 227 persons were admitted to the program. Of the 227, 110 were readmissions, and 117 were new admissions. The average readmission rate to total admissions during this period was 48.46 percent; and a 51.54 percent new admission rate, respectively.

Termination data, during the same time period, indicates that 57 patients were dropped by the program, and 82 left for personal reasons, 37 completed treatment. Four deaths occurred during these six months.

4. Patient Distribution by Treatment

Analysis over an eighteen-month period (7/73 to 12/74) shows that an average of 8 percent of LA LLAVE patients were in drug-free treatment, and an average of 92 percent were in methadone maintenance (including methadone detox).

5. Patient Characteristics By Ethnicity:

Ethnicity	1972	1972-1973	1973	1973-1974	1974
	Average %	% Difference	Average	% Difference	Average %
Anglo	16.3%	- 2.8%	13.5%	- .8%	12.7%
Black	1.4%	no change	1.4%	+ .3%	1.7
Chicano	82.0%	+ 2.9%	94.9%	+ .2%	85.1
Indian	.3%	- .1%	.2%	+ .3%	.5
	100.0%		100.0%		100.0%



Note: All classification of patients by ethnicity is reported, not by surname but according to how the patient identifies himself in various types of admission data.

An analysis of ethnic background of the patients shows that since 1972, the number of Chicanos increased (+3.1%); the number of Anglo patients decreased (-3.6%); Blacks increased by (+.3%); and Indians increased by (+.2%). These percent fluctuations are minor, reflecting an ethnic composition of clients which is quite constant.

#### 6. Patient Analysis by Age Group

<u>Age Group</u>	<u>1972 Average %</u>	<u>% Difference 1972-1973</u>	<u>1973 Average %</u>	<u>% Difference 1973-1974</u>	<u>1974 Average %</u>
Less than 18	1.2%	-.5%	.7%	+.5%	1.2%
18-20	8.2%	+1.0%	9.2%	+.6%	9.8%
21-30	51.3%	-1.4%	49.9%	-1.9%	48.0%
31-40	32.9%	-.8%	32.1%	+1.4%	33.5%
41 & over	6.4%	+1.7%	8.1%	-.6%	7.5%
Total	100.0%		100.0%		100.0%

It appears that since 1972, changes in the age categories of LA LLAVE clients have varied very little. The variation during the 3-year period is as follows: A 1.6 percent increase in the age group 18-20; a 3.3 percent decrease in the 21-30 age group; a .6 percent increase in the 31-40 age group; and a 1.1 percent decrease in the 41 and over-age group.

Through time, the majority of clients who have remained are within the 21-30 age group.

#### 7. Patient Analysis by Sex

<u>Sex</u>	<u>x % for 6-Month Period</u>		<u>% Difference</u>
	<u>1973</u>	<u>1974</u>	
Male	83.0%	81.5%	- 1.5
Female	17.0%	18.5%	+ 1.5
Total	100.0%	100.0%	

In comparing a 6-month period in 1973 and 1974, it was found that the percentage of females in treatment increased by 1.5 percent. Male clients decreased by 1.5 percent respectively.

As indicated in last year's Plan, population has steadily decreased, and the causes for this gradual and steady decrease are mostly unknown. Because of the nature of this type of rehabilitation, various assumptions can be made, but few can be substantiated. Following is a list of assumptions that merit consideration:

- (1) The level of addict population has reached a plateau;
- (2) The treatment of addicts is proportional to the services available;
- (3) The addict for some reason no longer wants or needs treatment;
- (4) The drug availability has reached a level whereby the addict has reached a decision that obtaining the drug is easier than the treatment;
- (5) There are fewer addicts being "hooked" into heroin or opiate use; therefore, a decline in addict population;
- (6) The treatment and rehabilitation of the drug offender has reached the optimum level - that is, treatment is finally beginning to have an impact on the addict population.

There are many variables and reasons as to why there is a noticeable decline in addict population. Law enforcement may be responsible for "drying up" the source and making drugs less available; prosecution may be concentrating its efforts in prosecuting the large pushers and distributors thereby making it difficult for large "connections" to take place; judges may be handing down longer and more effective sentences thereby getting the older and more experienced addict off the "street". Many more reasons could be offered as to the apparent decline in the addict population, the point being that cautious assessment and study should be undertaken before any conclusions are drawn which might be misleading or inaccurate.

#### Needs and Priorities

##### Priority Short Range:

1. Continue to develop interagency coordination, communication, and agreements to share in mutual services. Progress has been made in these areas, but efforts should continue to make maximum use of interagency services.
2. Continue to refine and improve statistical reporting methods so as to reflect accurate and pertinent information.
3. Determine facts as to reasons for changes and fluctuations in event populations over given periods of time.

##### Priority Long Range:

1. More thought needs to be given to the coordination and tracking of individuals throughout the system so that treatment and services can be made available to those individuals who would benefit the most.
2. In the process of planning for a computerized information system, specific attention needs to be given to compatibility with existing or planned systems.
3. Because FY-1976 is the eighth and final year of federal funding under NIDA programs, specific attention should be given to either seeking additional continuation funding through NIDA or acquiring funding through other sources.

(2) Albuquerque Treatment Alternatives to Street Crimes (ATASC)

The ATASC Program was funded through LEAA Discretionary Funds and began operations in January of 1975. The purpose of the program is to defer drug users out of the Criminal Justice System and into some form of treatment thereby giving the Courts and District Attorney an alternative other than incarceration. The program is responsible, primarily, for screening and evaluating drug abusers at any point of contact with the criminal justice and corrections agencies. On the basis of personal interviews and personal history research, the ATASC Staff makes recommendations to the agencies involved for referral to other treatment programs. Besides referral to treatment programs, ATASC is responsible for "tracking" and keeping in contact with offenders and reporting back to the courts any progress or lack of progress.

In 1975, this program is expanding to a statewide basis and is in hopes of establishing liaison with other agencies throughout the state.

ATASC is funded by federal LEAA Discretionary Funds for \$75,852 (75%) and by City and County for \$25,284 (25%). Grant period expires December 31, 1975.

(3) Extension Services Project - DHI Contract

Through contract with the State Department of Hospitals and Institutions, a program has been designed whereby the extension of GATE-LA LLAVE Services would be made available to recruit non-Bernalillo County residents suitable for treatment and implement a systematic evaluation program for communities throughout the state. The specific goal is to assist as many New Mexico counties as possible with case finding, case consultation, development of treatment capability, and staff training in regard to heroin addiction treatment, if the size of the community makes this feasible. In relationship to other providers of services in specific communities, the LA LLAVE Extension Services Unit has been in the position of assisting in planning, developing, and arranging heroin treatment services.

This portion of the contract is projected to cost \$64,944 in FY-1976, and the activities under this project will probably be redefined next year to include statewide court referrals. With this in mind, the Extension Services Unit has been moved from LA LLAVE to GATE directly and defined as a project and not a LA LLAVE unit.

The funding breakdown for this project, as requested for FY-1976 is as follows:

\$62,081	HSSD (Title IV-A and XVI)
46,838	State of New Mexico through DHI contract. (\$20,694
<u>\$108,915</u>	of this amount will be used as match for HSSD monies)

(4) Alcoholism Treatment Program (ATP)

The Alcoholism Treatment Program continues to be a specialized alcoholism treatment and information resource located at 715 Grand, N. E. for the purpose of serving the residents of Bernalillo County and its immediate surrounding area. Although it was formulated to treat mainly the Bernalillo County area, services have been provided to residents of the entire state.

In 1973, ATP was reorganized and changed its treatment philosophy to one that emphasized community-based treatment and rehabilitation. ATP continues to provide community-based rehabilitation and a high level of inpatient services. Detoxification services are provided on the same level as previously and residential services continue to be provided on a short-term basis. They emphasize the client's reintegration into the community and the importance of long-range treatment planning and outpatient therapy. The treatment units with which ATP operates are: Medical Services Division, Client Services Division, and the Community Services Division.

There are proposed changes planned for a post-detoxification course of therapy in the Medical Services Division. A proposed Troubled Employees Program is planned for the Client Services Division. Finally, the Community Services Division plans to further increase services to families, Indians, and adolescents. All of the proposed changes are being planned in order to modify the program to serve the presently underserved portions of the client population, including adolescents, women, and early and intermediate stage alcoholics or problem drinkers. It is felt that this can be accomplished without a service level or capability decrease in the services presently offered and oriented to the client population.

Current Agency Status

Figure CR-5 is offered to illustrate organizational structure.

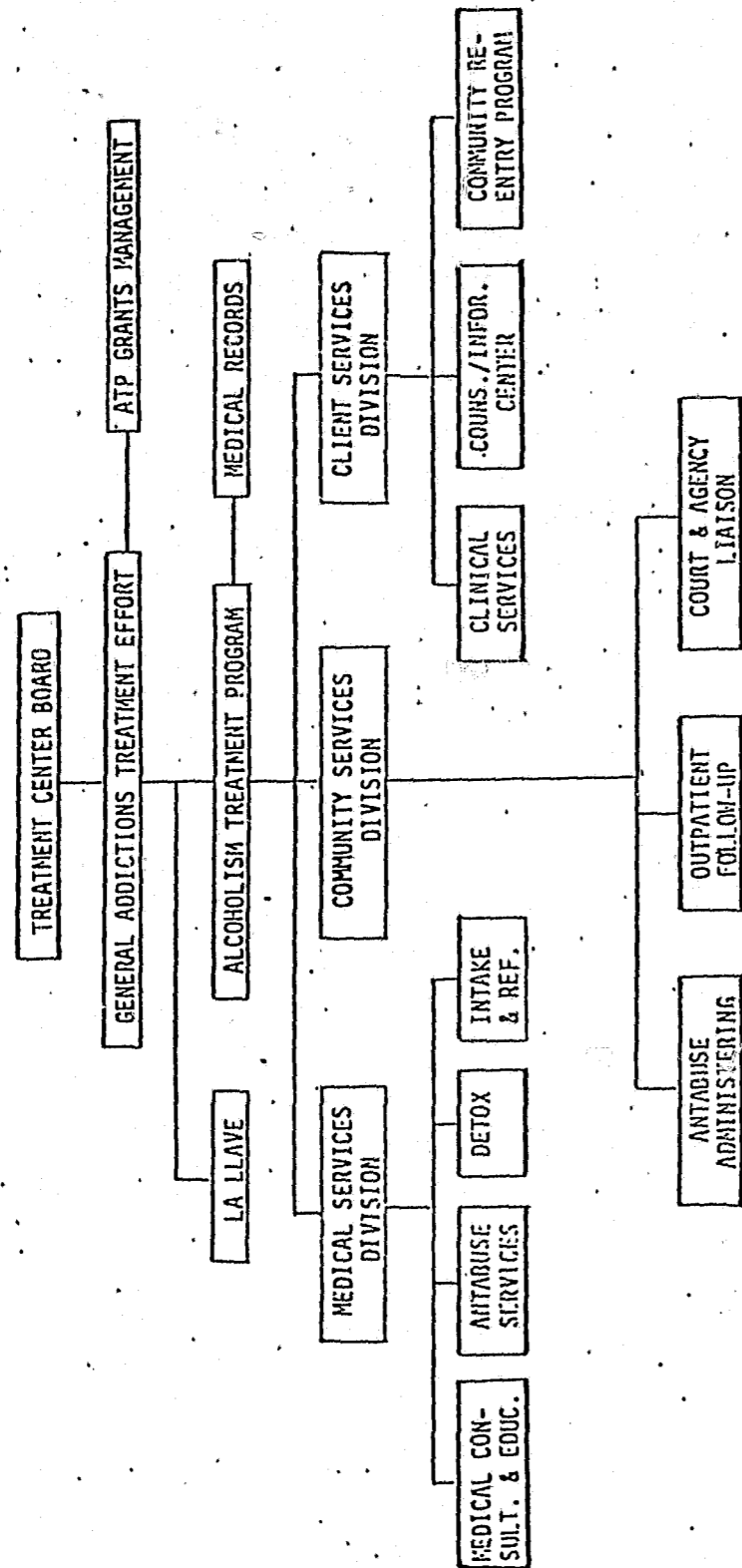
Funding continues to come from various sources and the FY-1976 budget as requested is listed below:

\$408,164	National Institute of Mental Health (NIMH)
400,000	Department of Health and Social Services (HSSD)
201,612	City of Albuquerque
116,700	Bernalillo County
200,000	State of New Mexico
50,000	Other Operating Revenues
95,000	Cash Balance
<u>\$1,471,476</u>	Total

The following information relates to patients served by ATP:

Figure CR-4

GATE/ALCOHOLISM TREATMENT PROGRAM ORGANIZATIONAL CHART



ATP Program Statistics and Demographic Data:

Cumulative Data: January 1, 1974 - December 31, 1974

1. Medical Services Division

- a. Number of inpatient admissions: 3,700
- b. Number of readmissions: 2,832 (75.9% of total admissions)
- c. Length of inpatient stay:  
 Routine discharges: 2.8 days  
 AMA/AWOL discharges: 1.8 days  
 Total discharges: 3.0 days
- d. Average inpatient census: 29 (72.5% of inpatient capacity)
- e. Ethnicity of inpatient admissions:

Chicano:	1,758	(47.1%)
Anglo :	1,418	(38.0%)
Indian :	476	(12.8%)
Black :	78	(2.1%)
Total :	3,730	(100.%)

f. Geographic origin of inpatient admissions:

Within Albuquerque City Limits:	2,184	(58.5%)
In Bernalillo County outside of City Limits:	410	(11.0%)
New Mexico outside of Bernalillo County:	639	(17.1%)
Out of State:	160	(4.3%)
Unknown:	337	(9.0%)
Total:	3,730	(100%)

g. Age range of inpatient admissions:

0 - 20	31	(0.8%)
21 - 25	178	(4.8%)
26 - 30	290	(7.8%)
31 - 35	382	(10.2%)
36 - 40	669	(18.0%)
41 - 50	1,134	(30.4%)
51 - 60	714	(19.1%)
61 - 70	265	(7.1%)
71 and over	63	(1.7%)
Unknown	4	(0.1%)
Total	3,730	(100%)

h. Monthly average of clients in antabuse therapy: 415

2. Intake/Referral Division

- a. Treatment referrals from law enforcement agencies  
 Albuquerque Police Department: 394  
 Bernalillo County Sheriff's Department: 20  
 Total referrals: 414
- b. Treatment referrals from Municipal Court, Magistrate Court, Municipal Probation Office: 448
- c. Number of new outpatients: 673

3. Community Services Division

- a. Number of community contacts: 14,614
- b. Referrals made to outside agencies or services: 615
- c. Monthly average number of clients active in self-help groups: 121
- d. Number of self-help group visits: 6,324

4. Client Services Division

- a. Number of admissions to Community Re-entry Unit: 390
- b. Number of visits to Counseling and Information Center: 8,131
- c. Number of referrals made by Counseling and Information Center Staff: 479

With the problem of alcohol abuse being somewhat constant, there are some problems that should be addressed by ATP and other agencies working primarily with the alcohol abuser.

In a report to Congress entitled Difficulties of Assessing Results of Law Enforcement Assistance Administration Projects to Reduce Crime the Comptroller General of the United States indicates that with alcohol treatment centers, it is very difficult to assess the syndrome known as "the revolving door problem". It is very difficult to actually know how many of those treated at alcohol treatment centers are being treated for the first time or, if in fact, they have been treated two or more times. In terms of impact of the program on the community and evaluation, the report had this to say:

A detoxification center can best measure its effectiveness by establishing quantifiable goals, gathering statistics in like measurable units and comparing outputs with goals.

Other Local Rehabilitation Agencies

In the opening paragraph of this section, it was noted that this section would deal only with those agencies which had a significant impact or that worked extensively with the Criminal Justice System. Because "significant impact" and "worked extensively" are subjective and because there are agencies that could fall within those criteria, this section recognizes the effort and contribution of other programs to the Criminal Justice System. Other local rehabilitation agencies that do, in fact, share in the attempt to rehabilitate some of those individuals involved in the Criminal Justice System are:

<u>Program</u>	<u>Activity</u>
Drug Addicts Recovery Enterprises, Inc. (DARE) 4500 Second, S. W. Albuquerque, New Mexico	Drug Abuse Treatment

Bernalillo County Mental Health Center (BCMHC) 2600 Marble, N. E. Albuquerque, New Mexico	Psychiatric Treatment
DESEO 1118 Park, S. W. Albuquerque, New Mexico	Ex-Offender Reintegration
Juntos, Inc. Tower Plaza Building, Rm. 209 510 Second, N. W. Albuquerque, New Mexico	Ex-Offender Reintegration
Odyssey House of New Mexico 122 Broadway, S. E. Albuquerque, New Mexico	Drug Abuse Treatment
Offender Reintegration Program (ORP) UNM, Rm. 205 2500 Central, S. E.	Voc-Ed Training
Ex-Offender Program 1617 Broadway, N. E. Albuquerque, New Mexico	Ex-Offender Reintegration
Commission on Alcoholism P. O. Box 1731 Albuquerque, New Mexico	Alcohol Abuse Treatment
Department of Vocational Rehabilitation (DVR) 3010 Monte Vista, N. E.	Educational-Vocational Rehab.

SUMMARY

As was noted in last year's Plan, Corrections and Rehabilitation continues to be plagued with the almost complete lack of organized planning, although planning is essential if Corrections and Rehabilitation is to stay current with the advancements of the rest of the system. Nowhere is the need for change most apparent than in Albuquerque/Bernalillo County. Everywhere one looks within this area of the Justice System, one can see the constant need for improvement. Funding is critical for some of the rehabilitation programs and agencies. But whereas some agencies use federal funding only for supplemental budgeting, other agencies continue to have to use federal funds as their main budget and use local funds for supplemental purposes. This would be acceptable except for the fact that federal funds are being cut back or eliminated altogether.

Everywhere one looks there is a need for more aggregate and operational data, but yet this system is almost completely lacking in sufficient information to substantiate increasing needs. If there is information available, it is in such form that it is almost impossible to analyze it. There are some agencies and programs that have information available, but they are the exception. Until

this area of the system has a standardized information system, it will not fully know what the current situation is, much less what type of trends to expect in the future. Before future needs can be contemplated, present need must be assessed.

Corrections, Detention and Rehabilitation Subsystem Needs:

In the assessment of long and short-range needs, it is felt that, especially in the area of Corrections-Rehabilitation, all needs are important when considered that this aspect of the system has long been ignored. What is considered an immediate need (short range) will, in the end, have impact on future needs (long range). All variables being of a somewhat constant nature, i.e., they will not disappear overnight; both long-range and short-range needs listed will be considered in the context of a continuing need to evaluate, re-evaluate and constant change to meet needs at any given point.

With this in mind, listed below are the needs of the Corrections, Detention and Rehabilitation Subsystem:

1. Continue to establish and plan for a systemwide standardized information and retrieval system. This need has become increasingly apparent due to the complexity of information in this aspect of the system and also because of the current state of the economy. In the future, it will become increasingly necessary to use aggregate data and operational data in an effort to learn what is really working and also to test cost-effectiveness of programs.
2. Construct, as soon as possible, a new detention facility that will meet the needs of the Albuquerque/Bernalillo County area for the next 20 years. A feasibility study has been completed that indicates an immediate need for a new facility. The present facilities continue to become increasingly inadequate. (Please refer to the Detention Section of this Plan.)
3. Continue to evaluate and monitor all programs in this subsystem. As noted in another section of this Plan, specific attention should be given to the coordination, funding, and continuation of the offender reintegration programs. Evaluation of on-going programs should be given a high priority.
4. Continue to establish or re-establish inter and intra-agency lines of communication and coordination in reference to services. It

has become increasingly apparent that close communication and coordination is necessary if this subsystem is to get maximum results from all programs and agencies.

5. Continue to develop effective, new community-based programs that are well thought out and coordinated with on-going and/or projected programs. (This system is becoming sufficiently sophisticated to warrant insightful planning before developing new programs. It is also for this reason that an information and retrieval system, that will give us a basis from which to plan, must be developed.) As mentioned in last year's Plan, because approximately 85 percent of current offenders are repeaters, an effort to concentrate programming for the repeater and youthful offender should be undertaken.
6. Continue to establish definite curriculum programming and specific training in Corrections, Detention and Rehabilitation at the local university level. To reiterate from last year's Plan, for too long agencies have been satisfied to hire people with experience in law enforcement or degrees in sociology to work in the fields of Corrections, Detention and Rehabilitation. Many disciplines require specific training but Corrections, Detention and Rehabilitation are still among the few disciplines that do not require or provide specific training.
7. Continue to establish and plan for a Computer Information System that will be compatible with the Offender-Based Transaction System and the Statewide Criminal Justice Information System.



JUVENILE MATTERS

INTRODUCTION

Juvenile involvement in crime continues to be a major problem locally. In 1974, as in the previous year, the arrests of juveniles (those under 18 years of age) rose, especially for Part One crime offenses.

The Albuquerque Police Department and Bernalillo County Sheriff's Department FBI Uniform Crime Statistics (refer Table J-1) indicate an increase in Part One crime arrests of juveniles of 23.4 percent over 1973. This continues a trend begun in 1967. Adult Part One crime arrests during the same period increased only 8.2 percent. This increase in Part One crime arrests of juveniles still continues to be the most significant pattern of delinquency activity locally.

The most marked increases of juvenile arrests during 1974, over 1973, occurred in the following five offenses: Murder, up 200 percent; Disorderly Conduct, up 38.4 percent; Burglary (residential and commercial), up 29.3 percent; Larceny, up 27.8 percent; and, Vandalism, up 18.5 percent.

The three greatest decreases of offenses for which juveniles were arrested occurred in: Forcible Rape, down 40.9 percent; Runaways, down 23.2 percent; and, Robbery, down 8.9 percent.

Breaking down Part One crimes, juvenile "property crime" arrests (auto theft, burglary, larceny) increased 505 cases in 1974 or 26.04 percent, while "violent crimes" arrests (murder, aggravated assault, forcible rape, and robbery) declined to 165 cases or a decrease of 5.71 percent. Overall, 2,609 Part One juvenile crime arrests occurred in 1974, versus 2,114 in 1973, an increase of 23.4 percent.

Both the Sheriff's Department and the Police Department experienced similar rates of increases in juvenile arrests in both Part One and Part Two

2  
1 Selected Juvenile Arrest Statistics for 1974

Type of Offense	Ages Under 18		Ages 18 and Over	
	# Of Arrests	Percentage	# Of Arrests	Percentage
	1973	1974 (+) (-)	1973	1974 (+) (-)
Part One Crimes	2,114	2,609 +23.42	2,463	2,665 + 8.2
a) Violent Crimes	175	165 - 5.71	808	790 - 2.23
b) Property Crimes	1,939	2,444 +26.04	1,655	1,875 +13.29
Murder	2	6 +200	39	33 -15.38
Aggravated Assault	72	74 + 2.78	404	469 +16.09
Forcible Rape	22	13 -40.91	40	58 +45
Robbery	79	72 - 8.86	225	230 + 2.22
Burglary	434	561 +29.26	436	511 +17.2
Larceny	1,338	1,710 +27.8	1,106	1,186 + 7.23
Auto Theft	167	173 + 3.59	113	178 +57.52
Disorderly Conduct	271	375 +38.38	1,324	1,656 +25.08
Vandalism	108	128 +18.52	96	142 +47.92
Stolen Property	98	89 - 9.18	303	301 - .66
Runaways	539	414 -23.19	—	—

Figure J-1

1 Statistics include combined Uniform Crime Statistics of the Albuquerque Police Department and the Bernalillo County Sheriff's Department.  
2 Please refer to page 177, Table J-2, The 1974 Albuquerque/Bernalillo County Criminal Justice Action Plan for additional comparisons.

offenses. The only optimistic note is that juvenile violent crimes arrests decreased at a rate better than for adults, 5.71 percent, versus 2.23 percent.

In order to more effectively deal with the problem, the MCJCC last year set priorities in the juvenile area. An assessment of progress in this regard is provided at the end of this section.

The interim material discusses activities during 1974 in regard to those agencies which serve children in the local justice system.

CHILDREN'S COURT OF THE SECOND JUDICIAL DISTRICT COURT

Introduction

The Children's Court has seen a dramatic increase in workload in recent years. The desire to have a full-time Juvenile Court Judge has heightened and become a priority issue with many public servants and the general public. The importance of the Children's Court has become more apparent in curbing delinquency activity in the community.

Current Agency Status

Children's Court hearings have shown a gradual year-to-year increase (see Table J-2). Most notable increases have been in the adjudication hearings, up two hundred and thirty-two percent, hearings on Motions, up one hundred and six percent, and rehearings, up fifty percent. The increases in these three categories clearly indicate the increased representation of the child either by the Children's Court appointed attorneys, or those retained. These increases also reflect the increased direct involvement of the Assistant District Attorney for Juvenile Matters. Detention hearings are up sharply over 1973, by sixty-three percent, and almost as many girls were held as boys. In practically all cases, these girls were held as a result of an "incorrigible" charge, rather than a delinquent one.

For the past two years an alternative to the formal Court hearing, the Consent Decree, has been used and is proving rather successful. For this reason, its use increased this year by more than several hundred percent. It is anticipated that the Consent Decree will be utilized even more in the future. (The Consent Decree allows a guilty plea to the charge(s) and provides for the child to be placed on probation without the necessity of a trial in Children's Court.)

Court dispositions for the past year clearly show that alternatives to institutional commitments are being explored and used. Commitments to the New

Table J-2  
Children's Court  
Hearings, 1973 - 1974

	1973			1974		
	#	%	%±	#	%	%±
ADJUDICATION	22	.028	+ 2.143	73	.069	+2. 32
Jury	0	—	- 1.000	3	.003	+ 3
Male	0	—	- 1.000	3	.003	+ 3
Female	0	—	—	0	—	—
Non-Jury	22	.029	+21.000	70	.066	+2. 18
Male	17	.022	+16.000	61	.057	+2. 59
Female	5	.006	+ 5	9	.008	+ .800
DISPOSITIONAL	451	.585	- .066	489	.460	+ .084
Male	405	.525	- .017	406	.382	+ .002
Female	46	.060	- .352	83	.078	+ .804
MOTIONS	53	.069	+ 53	109	.103	+1. 06
Male	52	.067	+ 52	99	.093	+ .904
Female	1	.001	+ 1	10	.009	+9.000
REHEARINGS	64	.083	+ 64	96	.090	+ .500
Male	55	.071	+ 55	78	.073	+ .418
Female	9	.012	+ 9	18	.017	+1.000
DETENTION	181	.235	+ .775	295	.278	+ .630
Granted	144	.187	+ .636	237	.223	+ .646
Male	92	.119	+ .437	125	.118	+ .359
Female	52	.067	+ 1.167	112	.105	+1.154
Denied	37	.048	+ 1.643	58	.055	+ .568
Male	25	.032	+ 3.167	32	.030	+ .280
Female	12	.016	+ .500	26	.024	+1.167
<u>Totals</u>	771	1.000	+ .302	1062	1.000	+ .377
DETENTION	18	.429	- .617	12	.055	- .333
Waived	18	.429	- .617	12	.055	- .333
Male	4	.095	- .879	7	.032	+ .750
Female	14	.333	—	5	.023	+ .643
CONSENT DECREE	24	.571	+ 24	207	.945	+7.625
Male	21	.500	+ 21	191	.872	+8.100
Female	3	.071	+ 3	16	.073	+4.333
<u>Totals</u>	42	1.000	- .106	219	1.000	+4.214

Mexico Boys' School in Springer, New Mexico, are down fifty-seven percent, and to the Girls' Home in Albuquerque, New Mexico, down eighty-seven percent over 1973. During this same period, commitments to all institutions, including hospitals, were down by fifty-five percent.

This trend should continue with the continued development of the District Court's Court Clinic. In order to find the best possible alternative, the Court is relying more and more on the recommendations made through the combined efforts of the Juvenile Probation Officer and Diagnostic Evaluation, done previously at the Bernalillo County Mental Health/Mental Retardation Center, and now at the Court Clinic. In 1972, the Children's Court asked for evaluations in thirty-four cases. In 1973, in seventy-nine cases. In 1974, in one hundred and fourteen cases. The Diagnostic Evaluation is an invaluable tool to the Children's Court and the Juvenile Probation Office and undoubtedly will come into even more use in the future.

The number of official probationers has increased each of the past five years, with the greatest jump being the fifty-seven percent increase of 1974 over 1973. This past year, six hundred and sixty-six children were placed under supervision by the Children's Court either as a disposition after a formal hearing or by a Consent Decree. This breaks down into a case load per Officer of seventy-four. In addition, each Field Officer supervises a number of unofficial cases, which brings the total load far above the nationally recommended level.

Many of the MCJCC's observations of the Children's Courts difficulties have still not been remedied (please refer to the 1974 Action Plan). It is strongly the contention of the Juvenile Standing Committee of the MCJCC that a full-time Juvenile Court Judgeship position be instated in the Second Judicial District Court.

#### JUVENILE PROBATION DEPARTMENT

##### Introduction

During 1974, the Second Judicial District Court's Juvenile Probation Department, an arm of the Children's Court, began taking major strides in reorganizing and developing innovative programs to deal with the deluge of delinquency and CHINS (Children In Need Of Supervision) cases.

The Juvenile Probation Department increased its probation staff during the past five years from eleven to twenty-one. But there has been an unfortunate

turnover in staff that can directly be attributed to the still very inadequate salaries for both professional and clerical staff. As a result, some of the very experienced and potentially outstanding officers were lost, and much of the time needed to be devoted to youngsters has of necessity had to be devoted to training new personnel. With the regrettable increase in delinquency and CHINS referrals, the staff remains too few and the case load to each officer too high to provide the very best service for each child. Aware of the limitations imposed by the case load size, staff members are utilizing the services of the many other community agencies available. The staff is also continuing their education at night and attending conferences and institutes, all of which are aimed at improving individual skills and keeping abreast of current methods of effectively and efficiently dealing with troubled children.

##### Current Agency Status

Delinquency referrals showed a steady decline until 1972. Since that year there has been an unfortunate increase in this type of charge, and this increase has about doubled each of the past two years (see Table J-3).

Of even more significance is the sixty percent increase of CHINS referrals for 1974. This is a startling figure after four years of steady decline in these referrals. In accounting for such a sharp increase, it must be assumed that many parents are falling back on the Probation Department and the Children's Court to take care of parental responsibilities that have been relinquished. CHINS referrals represent almost twenty-five percent of the department's work load; much more time and attention could be given the serious offender if the community can establish a facility for these CHINS, and necessary revisions in the Children's Code be made in order that these youngsters might bypass the Juvenile Department entirely.

Traffic referrals took the first significant drop in 1972. At midyear the revised Children's Code went into effect; and with the exception of four citations and related felony charges, all traffic matters involving juveniles were given to the Municipal or Magistrate Courts. 1973 was the first full year under the revised code. This would account for the eighty-two percent decrease of traffic cases handled by the Juvenile Probation Department. The decrease continued in 1974 at the lesser rate of sixty-one percent. Several factors have been instrumental in continuing this decline: local law enforcement agencies are providing increased traffic surveillances, and youngsters are aware

Table J-3

Total Referrals

TYPE	1973			1974		
	#	%	-%+	#	%	-%+
Delinquent	3628	.715	+.066	4043	.734	+.114
Chins	744	.146	-.069	1196	.217	+.607
Traffic	705	.139	-.826	273	.049	-.613
TOTAL	5077	1.000	-.384	5512	1.000	+.086

SEX	1973			1974		
	#	%	-%+	#	%	-%+
Male	3898	.768	-.750	4060	.737	+.042
Female	1179	.232	-.205	1452	.263	+.232
TOTAL	5077	1.000	-.384	5512	1.000	+.086

of this so they drive more cautiously; more youthful drivers are attending Driver Education courses; parents have restricted their child's use of the family automobile due to the increase cost of gasoline and the periodic shortages of fuel.

As Table J-3 shows, the sex of referrals has remained rather consistent through 1973; however, in 1974 there was a sharp increase in the number of females referred. This twenty-three percent increase is largely the CHINS child, as more females are involved in this type of misbehavior rather than in a delinquent acting out. The type of offense notwithstanding, it is discouraging to note this increase in referrals of girls for it might be an indication of the further deterioration of the family unit.

Total offenses referred are up five percent over 1973. This is considerably lower than the overall increase in referrals and would indicate that children arrested are not being charged with multiple offenses as often as in the past. The general decline evidenced up to 1974 can be attributed to the fewer traffic citations referred each year.

Over the past five years referrals from the Albuquerque Police Department have remained relatively consistent. Each of the other sources is characterized by year-to-year swings up or down. In 1973, the most significant changes were the sixty-nine percent increase in referrals from the Bernalillo County Sheriff's Department, which was a reflection of the improvement of that department's Juvenile Section; the one hundred and four percent increase by the New Mexico State Police, whose referrals are primarily the result of incidents at the State Fair (State Police referrals make up only little over one percent of the total referrals); the ninety-one percent jump in citizen and/or parents' referrals. In 1974, the Bernalillo County Sheriff's Department continued its efforts to aid children by referrals to the Juvenile Probation Department and showed an increase of near forty percent. State Police activity dropped by twenty-five percent, and the ever increasing citizen's complaints shot up another fifty percent over the previous year's ninety-one percent.

When considering the age of the child at the time of referral, it is alarming to note that younger children are being referred more frequently to the Juvenile Probation Department. Such a trend is most disturbing, and this department can offer no meaningful clues as to why. One possible cause might be that when a very young child comes into conflict with authority, it can only mean that the child's parents are not fulfilling their obligations and responsibilities which, in turn, is another reflection on modern society.

Development Of An Intake Unit

With the continuing increase in delinquency, CHINS referrals, and the growth of the department staff, it was decided in the fall of 1973 that the Juvenile Probation Department could function much more effectively if the officers were divided into separate groups, specializing in particular aspects of the youth referred. Such a division made it possible for each officer to concentrate either at the intake level or supervision level and not have to fragment his efforts as in the past.

The present Intake Unit headed by the Chief Intake Officer who screens and assigns all referrals has eight officers. Three of these are assigned cases that appear to require Court action either for adjudication or disposition. The remaining five officers are assigned cases to be processed without apparent Court need. Court officers specialize in Court procedure, and more importantly in gaining insight to plan what is best for a particular child.

These officers prepare all legal documents, refer serious cases denied by the child to the District Attorney for screening, prosecution and/or dismissal, make indepth sociological studies of the family and the child, prepares detailed Court reports, and present stipulated cases in Court with recommendations as to possible dispositions. Officers assigned to unofficial cases interview the child and his parents. These officers have an especially important duty as most of the children they see are first offenders, and it is their efforts as counselors that may well prevent a child from returning to the department charged with a subsequent offense. These officers specialize in counseling and guidance and referral of clients to appropriate community agencies for services and/or treatment.

Probation Management Alternatives

The Probation Management Alternatives (PMA) program is a project designed to test the effectiveness of various probationary or supervisory methods. Begun in late February, 1975, the PMA program will test various styles of probation for a period of 18 months and report the results in late 1976. In this way the Children's Court and Juvenile Probation Department would have a more objective assessment of those supervisory methods that might best reduce the juvenile rearrest rate of the Court and Department's probationers.

PMA was a project of the Criminal Justice Program (ISRAD), the MCJCC, the Children's Court, and the Juvenile Probation Department. These four entities worked for nearly seven months on the development of the project. Priority was given for developing a program that could isolate those elements of supervision that best reduced the rearrest rate of juveniles known to the Department and Court. Submission of the proposal was made to the Law Enforcement Assistance Administration (LEAA) in the spring of 1974. In October, 1974, the project had received approval under LEAA's special discretionary grants. Total project cost was estimated at \$138,000, and awarded in that amount. The grant is administered by the Juvenile Probation Department and the Second Judicial District Court.

Elements of the PMA include:

- (1) A management information base, including elements from the juvenile probation records. The automated system would perform statistical analyses on these elements and allow for on-going updating of the files in the Department;
- (2) Provide the Juvenile Probation Department with the management tools for examination of probation procedures and more

effective utilization of personnel. There is currently no way to determine these factors;

- (3) Hire a research analyst; and,
- (4) Hire seven new probation officers and a project director to try presently unused methods of probation supervision in contrast to those methods presently used by existing juvenile probation personnel.

Summary

During the four years preceding 1974, there has been a small but general decline in cases referred to this department. Regretably, 1974 did not follow that trend and showed an increase of twenty percent overall. Again, much of the increase is attributed to the large jump in CHINS cases.

JUVENILE DETENTION HOME

During 1974, 3,629 cases were processed through the Juvenile Detention Home. This reflects an increase of 637 cases from 1973. This is the largest increase ever experienced in a single year and surpasses the increase from 1968 through 1973 by almost 4 percent. The ratio of girls to boys has remained about the same as in 1973. One hundred and twenty more females were processed than the previous years while the male increase reflected an increase of 517 cases in a single year.

Runaway (local) continues to be the most frequent offense with which children brought to the Juvenile Detention Home are charged. The Table below lists the 10 offenses with which children are most frequently charged upon their admission to the Home.

<u>ALLEGED OFFENSE</u>	<u>FEMALE</u>	<u>MALE</u>	<u>TOTAL</u>
Runaway (local)	261	103	364
Shoplifting	153	153	306
Disorderly Conduct	38	249	287
Burglary (Commercial/Residential)*	10	233	243
Curfew	52	164	216
Traffic Offense	13	201	214
Runaway (out of state)	99	114	213
Drug Violation	26	174	200
Auto Theft *	9	148	157
Larceny (petty)	12	103	115

\* Part I Offenses



Shoplifting, Disorderly Conduct, and Burglary have moved up on the scale into second, third, and fourth places respectively. In 1973, Shoplifting ranked ninth, Disorderly Conduct fifth, and Burglary seventh. Curfew, Run-away (out of state), traffic offenses and Auto Theft decreased in rank order. Of the 2,315 offenses comparing the top ten, 400 are Part One offenses, 1,122 are considered Part Two or less serious offenses, and 793 are offenses that come under the category of Child in Need of Supervision.

The Juvenile Detention Home continues to be used improperly for a large number of children who have not committed an offense classified as criminal. The director of the Home contends that, at any one time, there are between six and twelve children in residence who are there only because of the lack of alternative placement. Often, because of the special needs of these children, coupled with lack of resources, those in need of placement are held in detention from several weeks to several months awaiting such placement.

Clearly, the primary emphasis of the local Juvenile Justice System should be the development of a shelter care facility for Children in Need of Supervision and the continued creation of various alternatives for placement of adolescents.

In order to meet the needs and priorities as set forth in the Five Year Plan for the first year, the Detention Home has accomplished the following:

- Upgraded the staff through better screening and higher salaries. With one exception all middle management personnel have degrees, most line staff have two to three years of higher education and some have degrees.
- Hired a Director of Professional Services to establish in-house training and educational opportunities and to help in facilitating communication with other agencies. Areas of focus here will also be towards setting up programs that will help reduce the dependency often created by institutionalizing children.
- Continued an on-going renovation of the physical plant. The Detention Home building is old and in poor repair. Special attention is being paid to bunks and sleeping arrangements and to the lighting at this time.
- Developed a "Home Detention" Program. A detention without walls has been established run by 1 full-time and 1 3/4 time employees. Their function is to give close supervision in the Home till the child goes to court.
- Developed a volunteer program which so far has included seven volunteers, has over the year given approximately thirty 40 hour work weeks of time. The volunteers are well screened and have permission from the County to stand in for regular employees (with pay) when they are absent. The original goal was to have approximately 30 volunteers.

-Established bi-weekly meetings with Probation and Judges. These meetings are held to enhance the inter-agency cooperation and to provide a more beneficial service to the people we serve.

-Established an in-house medical program with a half-time doctor and a full-time nurse, along with a BCMC Satellite Pharmacy Limited Clinic Drug Permit. This will provide health care and prevention services to the children as well as reduce the amount of time transporting kids back and forth to the hospital.

-Written a proposal for a new detention facility and/or juvenile complex. Hopefully, when a new detention facility is built it will be designed to house the entire juvenile system. A recommendation was made to utilize the 10 acres at the present Detention Home site for this purpose.

-Written a proposal for a separate CHINS facility. Hopefully implementation can begin sometime this year.

-Made an attempt at receiving funding to establish "Licensed Foster Care." On this program foster parents would be licensed, trained, and contracted with on a bed basis.

Areas that have fallen short are:

-Reduction of inappropriate detentions due to the lack of diversions available.

-Formal linkages with other agencies and the attempt to establish staff exchange between agencies.

Currently, efforts are being made towards reaching the goals for the second year. Areas of focus are:

-Facilities and programs for CHINS and delinquents.

-Evaluation of the Home Detention Program to determine whether or not to expand it.

-In-house training and program geared for maximum input and effectiveness.

-Renovation of the physical plant.

#### HOGARES, INC.

Since The 1974 Criminal Justice Plan was written, Hogares has been able to meet most of the objectives of the five year plan, and continues to work on some of the unrealized objectives.

#### 1973

The September, 1973 plan to establish a new group home was realized with the opening of Casa Simpatica, in November, 1973, which continues to be in operation.

1974

Evaluation methods began to grow with the contract with a research specialist. Since then, quarterly evaluations of our program have been forthcoming, with great impact on our program planning.

The Agency began the Boarding House component in Fall of 1974, now housing six 17-21 year olds as an emancipation house.

Intake and diagnosis in coordination with other community agents have continued, but Hogares has been unable to handle the load of intake as well as had been hoped. Shared job functions for the Social Worker (Supervision, training, and intake) have proved too much. A person to handle intake only is planned by July, 1975.

The CHINS component remains unfulfilled. Proposals have been written jointly with other community agents and much work has gone into this facet.

1975 - Current Program

Hogares enters 1975 with four group homes, each with six youngsters in residence and with an out-patient and intake load. Experience and the aforementioned evaluations have taught the agency to change our staffing pattern and it is now as follows: Each house has a Director/Counselor in charge who is in charge of the house and of the treatment plan for the youngsters. They counsel with the youth individually and in groups; additionally, they work closely with the youngster's parents. The Director/Counselor heads a team which includes the house parents, who are basically involved in socialization activities. A strongly structured living program aimed at assisting the youngster in controlling his own behavior is supervised daily by these house parents. Hogares has found the team approach of house parents and Director/Counselor at each home to be the most effective staffing pattern.

The Staff also learned that the youth do better in co-ed homes and we have gone co-ed on all homes as of February, 1975.

A Social Worker is in charge of intake and gives direct supervision to the Director/Counselors. Intensive in-service training is also the Social Worker's responsibility and is an on-going facet of the program.

Hogares served 106 adolescents in the quarter of October to December, 1974. This is an increase from previous quarters and intake continues to rise rapidly. If these trends continue, Hogares will have served 300 adolescents and their families by the end of the fiscal year.

From October, 1974 to December, 1974, Hogares had 40 teenagers in residence. The highest success rate is with youngsters kept five months or more.

In 1975 the agency plans to have three new positions: an administrative assistant, an intake worker, and a clerk-typist. The agency does not plan to open up another component this year, unless all the planning on the CHINS comes to fruition. Without additional funds, Hogares cannot have a foster home component as hoped for, but can work with community efforts now in progress to develop temporary foster care (Respite Care) in Albuquerque.

Hogares had, at the beginning, hoped to handle more intake and to do more out-patient work at initial referral. If the CHINS proposal ever goes through, they would be able to do this. However, with an additional intake worker in July, 1975, they are hoping to increase out-patient load considerably. Of course, this cannot meet the needs still prevalent in Albuquerque, particularly in the CHINS group.

It is evident Hogares has expanded pretty much as planned, and has become an important community resource. Besides the program maturation, they feel they have also grown in the ability to be fiscally accountable and responsible for the public and private funds received.

SOUTHWEST VALLEY YOUTH DEVELOPMENT PROJECT

Between December 1, 1971 and March 5, 1975, the Southwest Valley Youth Development Project (SWVYDP) has handled 1,188 clients. Referrals came from the following sources:

<u>REFERRAL SOURCE</u>	<u>Number Referred</u>
Albuquerque Public Schools	443
Walk-In	182
Youth Counselors of SWVYDP	110
Parents or Relatives	88
Sheriff's Department	49
Juvenile Probation Department	123
Adult Probation and Parole	29
Board of Directors - SWVYDP	21
Albuquerque Police Department	9
Other (Agencies, Friends, etc.)	134
<u>ETHNIC BREAKDOWN OF CLIENTS</u>	<u>NUMBER</u>
Spanish American	962
Anglo	180
Black	34
Native American	8
Other	4

Of the 1,188 clients, 21.4 percent were under 12 years of age, 58.8 percent were 12 to 17 years of age, and 19.8 percent were over 17 years of age. Not reflected in these statistics are the numerous youth who were assisted by the Project's employees in school group rap sessions, recreational activities, and other activities.

Based on principal problem areas identified by SWVYDP personnel, many youths served by the Project are involved in illegal activities. Of the 1,188 clients served in 1974: 63 reported drug misuse; 166 were habitually truant from school; 37 admitted to unapprehended shopliftings; 23 were referred for being runaways; 201 for lack of employment; 120 were referred for a variety of offenses, such as assault and battery, burglary, robbery, and possession of a deadly weapon; and 409 were referred for other problems. Statistics indicating multiple problem areas are not available.

Of the 1,188 program clients, only 26 were arrested while in the program. Of the 166 clients referred for truancy or dropping out, 98 (59.1 percent) returned to school. Of the 201 clients who turned to the Project because they were unemployed, the Project found employment for 72 (36 percent) of these persons.

Family counseling has especially developed as a prominent component of the Project. Parental support for the SWVYDP has grown steadily. Frequently, parents are involved in activities at the center. Increasing emphasis has been placed on family counseling and, whenever possible, the staff is instructed to include as large a part of the family in counseling sessions as possible.

#### POLICE ATHLETIC LEAGUE (PAL)

In less than two and a half years the Police Athletic League (PAL) has developed into one of the finest youth-oriented programs in the community. In 1975, over 3,500 children and youths will be involved in the various activities sponsored by PAL. Virtually unknown less than two years ago, PAL has today maintained a reputation of tremendous success in the police-youth relations area.

The Albuquerque Police Athletic League, Inc., was founded as a non-profit organization in the fall of 1972. The "Goals and Objectives" of Albuquerque's PAL are:

- A. To use sports and other recreational activities as a vehicle for the prevention of possible delinquency among the youth of the Metropolitan Albuquerque/Bernalillo County area;
- B. To use these activities as a rehabilitation device when applicable;
- C. To use as many police officers as possible as activity leaders with the idea of developing within the youth of the community a positive concept of the police officer as a private citizen and a public employee performing a difficult, but necessary job;
- D. To gather and develop statistical information from this program, which could be used as a guideline for future implementation of program in other geographic locations in the state and community;
- E. To stimulate and promote other social allied agencies in cooperating with the program through the Albuquerque Police Department;
- F. To give community youth an enjoyable, wholesome, rewarding and instructive introduction to as many activities as possible;
- G. To give youth the opportunity to develop their motor, neuro, and physical skills through the medium of sports, arts, etc.;
- H. To give youth the opportunity to meet, know, and appreciate other youth from diverse physical, ethnic, economic, social and cultural backgrounds; and,
- I. To give youth an activity that will deter their vulnerability to juvenile delinquency, develop his character and appreciation for sportsmanship, under the guidance of mature adult leadership.

In the fall of 1974, the PAL was required to move to facilities in the old Albuquerque High School. By the fall of 1974, over 1,500 youth were regularly participating in the program at PAL. Now boasting a full-time staff of four officers, the program is expected to exceed enrollments of 3,500 youth by the summer of 1975.

PAL has become affiliated with the National Police Conference on Youth Activities, the Womens' Amateur Softball Association, the Young America Football, Inc., Young America Basketball, Inc., Amateur Bicycle League of America, Inc., and others.

In all, PAL offers 19 activities to boys and girls and children and youth in the community. Except for an equipment grant from the Law Enforcement Assistance Administration, in the summer of 1974, PAL has developed its program through the support of the community. Contributions and volunteers have allowed it to grow without any other forms of aid.

#### METROPOLITAN DIRECTORY OF SERVICES FOR CHILDREN AND YOUTH

In February, 1975, the Metropolitan Criminal Justice Coordinating Council (MCJCC) and the Metropolitan Youth Task Force began distribution of the community's first directory solely directed at resources and activities for this community's children and youth. Over 400 copies of the 210 page Directory were distributed.

The development of the Directory involved 17 months of preparation. The Directory includes information on 191 activities and programs in the metropolitan area. Also included is an alphabetical listing of all agencies and programs and a problem cross-reference index. This latter index allows the reader to isolate those programs providing a specific type of service, such as employment or mental health services.

First distribution of the Directory was limited to 420 copies. Each copy is numbered so that track can be kept of each Directory's whereabouts. Every three months the Directory is updated to include corrections, revisions, deletions, and insertions. In this way the Directory will not become obsolete. Updating of the Directory has become a prime responsibility of the Metropolitan Youth Task Force and the auspices of the Mayor of Albuquerque's office.

After approximately four updatings, the City of Albuquerque, and possibly the County of Bernalillo, will print a larger number of these Directories for general public distribution.

With the advent of the Directory, it has become the hope of the Juvenile Standing Committee of the MCJCC that the City, County, and private groups will provide better coordination and service delivery to children and youth due to the common knowledge of all concerned. In previous years, few community

leaders had a document available that provided information of all aspects of this community's children and youth services.

The cost of the Directory was made possible through a Law Enforcement Assistance Administration (LEAA) grant. Contributions to assist in the development of updating the Directory were made by the Xerox Corporation.

#### OTHER AGENCIES

Following is a brief recap of other agencies involved in the local Juvenile Justice System which were described more thoroughly in last year's Plan in terms of programs and activities:

#### Bernalillo County Social Service Agency, New Mexico Department of Health and Social Services

This agency was described in last year's Plan. A major priority of the agency during the year was to make more effective use of its personnel by organizing into specialized units. This was accomplished through the formation of the following specialized units: Two Family Service Units, one Day-Care Unit, one Foster-Care Recruitment and Study Unit, one Child-Wellfare Unit, and two Protective Service Units (to handle matters relating to child abuse).

The Protective Service Units will become part of a new Family Resources Center, opening in May of 1975.

#### Albuquerque Public School System

A basic description of the APS System was provided in last year's Plan. During the year, enrollment was 84,516, an increase of 1,180 over the previous year. The McKinley Project was continued by APS, and a new program entitled "Alternative Junior High Project" was started at the same school. This is a program designed to work with delinquent and pre-delinquent youths in terms of preventing them from further involvement with the Juvenile Justice System. If the program is successful, APS plans to expand it to other local middle schools.

#### Albuquerque/Bernalillo County Comprehensive Manpower Program: Youth Division

Described in several pages of last year's Plan, this program reports that their major activity during the year involved implementation of the Junior Offender Reintegration Program (JORP). Taking referrals directly from the courts, this program served about 80 children during the year, only nine of which recidivated. It has been successful in providing an alternative for local children who would otherwise be sent to Springer or the Girls' Welfare Home in Albuquerque.

### Drug Abuse Education and Coordination Center

During the year, Project Focus, discussed at length in last year's Plan, expanded and is now moving into the secondary level of the local School System. Albuquerque Public Schools has completely taken over the schools staff-training component, while DAEECC continues to be responsible for parent training. Early evaluative signs indicate success in attitude, change, and development under the program.

DAEECC is also moving into dealing with solvent abusers as a result of a federal grant.

Finally, the program is moving to provide increased coordination, research, analysis, and planning in the drug abuse area locally (see "Youth Involvement With Drugs").

### Young Men's Christian Association (YMCA)

During 1974, the YMCA served approximately 17,000 youth in Albuquerque. Important during the year was the opening of a new "Camp Branch" which will provide year-round camping opportunities serving largely father-son programs.

Last year's Plan listed a number of goals and priorities for YMCA programs. Encompassing a wide-range of matters, these are still operational in terms of long-term levels of YMCA achievement.

### Youth Services: Bernalillo County Mental Health/Mental Development Center

During the year, this program expanded to four outreach teams providing service in various parts of the metropolitan area. This decentralization was accompanied by development of an eight-bed, in-patient unit for adolescents. There was a significant increase in referrals from the Albuquerque Public Schools. Finally, a technical assistance team was established to provide training throughout the community. Major needs continue to exist in regard to last year's stated objectives: Developing interagency linkages, quality of services, and resource development.

### Parks and Recreation

During the year, four new shelter centers opened in the city, all of them in the Northeast and Southeast Heights. In addition, Petroglyph Park opened to the public on the West Mesa. The Parks and Recreation Department served 1,403,419 persons during 1974, a great many of them children. The agency continues to attempt to implement the recommendations of the "701 Citizens Task Force" delineated in last year's Plan.

An important aspect of the Bernalillo County Parks and Recreation program was the establishment of sports programs for the handicapped, operating out of three centers. Meeting an important need locally, this program provides indoor and outdoor sports for the handicapped of all ages.

### YOUTH INVOLVEMENT WITH DRUGS

#### Introduction

The problem that continues to torment a large portion of the public, even though it supposedly peaked some five years ago, is that of youth involvement in drug abuse. Many theories, treatment, and education efforts have been instituted but yet, because of various factors, the problem remains. It may not be increasing at the alarming rate that it was in the late 1960's and early 1970's, but it remains a major youth problem.

A reflection of the substance abuse problem in our youth population are these arrest statistics\* reported by the Albuquerque Police Department and the Bernalillo County Sheriff's Department. In 1974, the Albuquerque Police Department arrested 1,091 persons for drug-related offenses. Of these, 318 or 29.1 percent were under 18 years of age, and 863 or 79.1 percent were under 25 years of age. The largest category of arrests was for marijuana offenses with the second largest category of arrests being for violations concerning opium and cocaine derivative offenses.

In 1974 also, the Bernalillo County Sheriff's Department arrested 451 youths for drug-related offenses. Of these, 55 or 12.1 percent were under 18 years of age, and 300 or 66.5 percent were under 25 years of age.

In addition, it was noted earlier in this section that a significant number of those children at the Juvenile Detention Home were there on drug charges. Similarly, the Southwest Valley Youth Development Project counseled a number of children involved with drugs.

#### Causative Factors

There are many causes for the misuse and abuse of drugs and solvents. Some that have been identified and generally accepted are as follows:

Disturbed Environmental Factors - This can be divided into the following:

- (1) Family structure stress. Differences exist within the family regarding philosophy of education, economic status, emotional stability.
- (2) Early adolescent parenthood. Because adolescent parents usually do not have sufficient family structure or the maturity necessary to offer a

\*Does not reflect the number of children referred to Juvenile Probation.



child a stable "growing-up" environment, this type of family runs more of a risk in establishing an environment for a child that is conducive to substance abuse. (3) Competitive institutional structure. Because of the attitudes fostered in a highly competitive society, abnormal stress is created, and, therefore, an environmental culture for substance abuse develops.

Personal Factors - These can be defined more specifically as follows: Physical handicaps, mental and/or emotional handicaps, poor self-concept, and peer group pressures.

Availability of Drugs, Solvents, and Alcohol - Because of our highly mobile society and consumer status, virtually anything can be purchased for a price. With a minimum of effort, an individual can purchase anything he wants regardless of motive.

Curiosity - Curiosity, because it is a very human motive, has been responsible for causing many people to abuse various drug substances.

The foregoing causative factors, coupled collectively and with an increasingly fast changing society, contribute to this worrisome problem. Commercials and advertisements everywhere point out that there is a magic pill for everything (chemical panaceas) and that we shouldn't have to "cope". This, along with the fact that social conditions and attitudes are changing much faster than possibly the general public can effectively adjust to (much less learn contemporary survival skills), all adds up to a multi-faceted problem: Durg-Alcohol-Solvent Abuse. Solvent abuse is particularly a problem, affecting, in the experience of such programs as the Southwest Valley Youth Development Project, largely middle-school-age children from lower socio-economic families.

#### Efforts Toward Solutions

Last year's Plan discussed two major efforts toward dealing with the problems of children and youth and drugs.

One major effort is the First Offenders Drug Abuse Education Program, which was initially developed through federal funding, and, during the last year, expanded to other areas of New Mexico. Locally, the program is entirely funded locally through Bernalillo County. A complete description of the program was provided in The 1974 Albuquerque/Bernalillo County Criminal Justice Action Plan.

Another project is Project Focus. Created by the Drug Abuse Education and Coordination Center (DAECC), in cooperation with the Albuquerque Public School System, this project uses a mental health approach to dealing with drug

problems by attempting to change the self-image of the user.

Between the two programs, attempts are made to deal with most of the causative factors discussed herein.

In terms of planning, Albuquerque and Bernalillo County have long suffered from a lack of drug abuse planning and coordination and communication among agencies and units of government dealing with this problem, although there are a number of local programs in the area of addict treatment and general education.

In March of 1975, a conference was held locally to try to improve this situation. Among priorities identified:

- Community involvement in programs for prevention, intervention and treatment;
- Additional adult training in drug abuse and other substance abuse for parents, educators and human services personnel;
- Increased availability of services in underserved areas;
- Identification of the extent and nature of drug problems locally;
- Need for human services programs instead of "fragmented problem-specific" programs.

The meeting was significant as a major effort to initiate planning in this area of need. But, perhaps the most important need regarding juveniles and drugs is the one implied throughout this section. It is the need to deal effectively with the problems of humans of which drugs become only one symptom. Richard H. Blum and Associates, researchers in this area, advise, in Students and Drugs, that:

We pay a price for a simplistic and legalistic approach to the problems associated with drug use by forcing them underground, where they are not accessible to study and possible solution. We pay a price in terms of impairment of effectiveness in dealing constructively with a wide variety of student problems in the majority of non-users as well as users. We may fail to solve this problem, as well as others both current and future, by giving too little attention to the identification and solution of the basic problems of which this and other difficulties are merely symptoms.

#### UPDATE OF 1974 PRIORITIES

In 1974, the MCJCC, at the recommendation of its Standing Committee on Juvenile Matters adopted, as one of its two main priorities, "Juvenile Justice, Juvenile Delinquency Prevention, and Treatment of Youthful Offenders."

A number of subpriorities were adopted under this heading. The following is an update of these, with the priority listed first and an update report following in each instance:

1. Continue and develop programs which begin soon after initial Juvenile System contact and which are designed to provide intensive family-oriented rehabilitation, especially for first offender children and their families. This includes development of a diagnostic capability for children determined by the courts to be in need of psychological evaluation.

During the year, the highly successful "First-Offender" program for drug offenders was continued locally with local funding, while at the state level it was expanded to several communities. Another project developed was "Probation Management Alternatives." Operating in Juvenile Probation, it is a research project to experiment with various methods of working with juveniles who come into the system, and their parents. Finally, the Court Clinic of the Second Judicial District Court began providing a diagnostic capability during the year.

2. Develop special programs that work with Children in Need of Supervision (CHINS) to divert them from contact with the Juvenile Justice System.

Funding was sought from several sources to develop this vitally-needed program. One project ("Project CHIP") was funded. The project will divert a large number of CHINS from direct intervention of the Juvenile Justice System. Another grant was submitted for construction of a CHINS facility so that they would not be held with status offenders.

3. Continue development of group homes for children as an alternative to more punitive forms of punishment or lack of appropriate placement.

As noted earlier in this section, Hogares, Inc. added facilities in 1974, so that they now operate four homes. In addition, funding was requested for additional group homes through the Ya-Tah-Hai Program of the Canterbury Chapel. Further, a statewide council of such institutions was formed for coordination and liaison.

4. Develop family-oriented programs in the community and public schools.

One important program developed, funded, and implemented in this regard was the Alternative Junior High Project which serves delinquent and pre-delinquent students. If successful, the Albuquerque Public School System will expand the program over a three-year period throughout the middle-school system. Another project was the Juvenile Offender Reintegration Program (JORP) which works with children referred from the local courts.

5. Develop and expand volunteer participation in juvenile justice agencies and programs.

Second Judicial District Juvenile Probation, during the year, created a Coordinator of Volunteers position, and now has about 70 volunteers. The Juvenile Detention Home has a continuing volunteer program, as does the Bernalillo County Mental Health Center.

6. Provide adequate defense and prosecution for children accused of violations of the law.

During the year, the District Attorney's Office established a division to handle children's cases. And the "Children's Court" section above indicates there has been an increase in the number of children represented by counsel.

-Re-evaluate the purpose and aims of the Juvenile Detention Home.

A continuing evaluation is underway by the Second Judicial District Court.

-Develop specifically-designed programs for working with the youthful offender.

Reference is made to the Junior Offender Reintegration Program (JORP) mentioned above, as well as the Offender Reintegration Program (ORP) which works with convicted offenders over the age of 18. Other programs, such as DESEO and TASC (Treatment Alternatives to Street Crime) work with the high percentage of offenders under the age of 25.

-Develop and continue diversion programs for the identified youthful offender.

For those under 18, Project CHIP functions as a diversion program. For those over 18, the only program is Pre-Prosecution Probation, which is ongoing in the District Attorney's Office. Other projects with diversion components are JORP and the Alternative Junior High Program.

-Develop alternate methods of rehabilitation, including community-based rehabilitation for youthful offenders.

Receiving funding during early 1975 was the Hogares Boarding House for youth 17-21 years old. Already in operation from late the previous year, this unit serves as an "emancipation base" concentrating on adjudicated youth. The Southwest Valley Youth Development Project continues to deal with young people, providing counseling and assistance.

#### Long-Range Priorities

1. Develop a community-wide network of prevention-oriented projects and programs.

Among those expanded during the year, were the Police Athletic League (PAL) Program, described earlier in this section, and the Youth Enrichment Program of the Afro-American Studies Program at the University of New Mexico. Both programs utilize recreation as a basic means of diverting children from possible delinquent activities. The Youth Enrichment Program also engages in extensive educational programs.

2. Establish a Youth Service System in the metropolitan area.

Early in 1975, the Albuquerque City Council was considering an ordinance to create a Youth Services System which would function as a joint project of the City, Bernalillo County, and the Albuquerque

Public School System. The YSS would be governed by a 21-member board which would act as a guardian of the interests of youth, would have the authority to investigate complaints and make recommendations, set priorities and coordinate youth oriented activities.

-Develop systemwide accountability in dealing with children by the Juvenile Justice System.

There may be several implications to this priority. One may involve justice agencies addressing their involvement with and affect on children with whom they come in contact. That matter is addressed in a research section in this Plan entitled "Development of a Delinquency Prevention Strategy." Another way of developing accountability is through the establishment of a management information system, primarily on an automated basis. An element of the Probation Management Alternatives grant mentioned above allows for the beginning of such a system in the Second Judicial District Juvenile Probation Office. In addition, the Youth Services System concept is designed to provide for such accountability in programs.

#### CONCLUSION

The foregoing material demonstrates clearly that an abundance of problems remains in regard to the high involvement of juveniles in local major crime.

Even though, as this section also makes obvious, efforts are continuing to deal with the various problems identified in regard to those under 18 years of age and under 25 years, it has become apparent that a comprehensive planning approach is needed to deal with delinquency and potential delinquency.

Last year, in a 100-page section of the 1974 Plan, the MCJCC tried to lay a foundation for a comprehensive look at juvenile crime and related matters, and the response to it of both the community in general and its justice system. This year's Plan updates much of that information, and, in a research paper in Part Two of this Plan, begins delving into some specific problems in regard to dealing with juveniles. (See "Development of a Delinquency Prevention Strategy," Page 202.)

This approach is indicative of the planning that is needed, the several steps of which would include:

#### A. Identification of Major Problem Areas.

It is clear that many juveniles are involved in criminal activities, or activities that have the potential of leading to criminal activity. Law enforcement agency arrest records and the statistics of juvenile justice agencies

are testimony to that. The first step, then, is to determine what crime areas juveniles are deeply involved in, and what are problem areas involving juveniles that have the potential for leading to criminal activity. (As an example of the latter: It may not be illegal to drop out of school. But if the dropout has no money, is not employed, and has no skills, that person is a candidate for involvement in criminal activity. Or: A child may be involved in a minor way with drugs. But the potential thereby exists for major involvement.)

#### B. Determination of Actual or Potential Numerical or Percentage Involvement of Juveniles in Problem Areas.

If solutions are to be proposed and programs developed to deal either with the involvement of juveniles in actual crime categories, or to meet the major needs of children (literacy, recreation, employment) as a preventive measure, then some notion must be developed as to the number or percentage of this community's population under 18 or 25 facing these problems. Only in this way can programs of sufficient size and scope be developed.

#### C. Development of New Programs or Expansion of Those in Existence.

Programs meeting the major needs must be designed and implemented, or, if already in existence, a determination must be made as to whether they are of sufficient size and scope to deal with the need.

#### d. Coordination of Programs.

The purpose of coordination is to avoid unnecessary duplication and overlap, and to, conversely, fill in the gaps in services not being provided.

#### E. Develop Planning and Evaluation Capability.

Such a capability will provide for program and institutional accountability, allow officials to assess current needs and services, and plan for future needs.

Only when major factors involved in leading juveniles into delinquency are isolated, and a comprehensive program is developed to respond to these factors, will the high involvement of juveniles in crime and delinquency be reduced.

Late in 1974 and early in 1975, the Albuquerque City Council was considering an ordinance relating to establishment of a Youth Services System. The ordinance would establish a board to undertake a number of activities, including acting as the guardian of youth interests, investigating complaints, making recommendations and establishing priorities, and coordinating youth programs and activities. It was anticipated that the City, County, and local School System would jointly fund this comprehensive project.

The MCJCC Standing Committee on Juvenile Matters favored the establishment of Youth Service Bureaus as a component part of a Youth Services System. Such bureaus would function in geographical part of the metropolitan area to coordinate locally and provide a variety of services.

In summary, last year the Congress passed and the President signed a comprehensive act entitled The Juvenile Justice and Delinquency Prevention Act of 1974. It appears that, eventually, large amounts of funding will be available to communities with a high rate of juvenile involvement in crime. The purpose of that funding is to reduce juvenile crime and delinquency. If that money is to be used wisely, a great deal of planning must be done in terms of Steps A-C above. It will be the opportunity to lay a foundation for long-term efforts to reduce crime and delinquency in Albuquerque and Bernalillo County.

## PART TWO

### CONCEPTS IN CRIMINAL JUSTICE

An Albuquerque/Bernalillo County  
Regional Criminal Justice Information  
System Plan

New Concepts in Law Enforcement

Improving Process Through Mechanization:  
A Look at the Albuquerque/Bernalillo County  
Courts, Prosecution and Defense Agencies

Coordination and Standardization in  
Corrections

Development of a Delinquency Prevention  
Strategy

Citizens and the Justice System: Attitudes  
and Involvement

AN ALBUQUERQUE/BERNALILLO COUNTY REGIONAL  
CRIMINAL JUSTICE INFORMATION SYSTEM PLAN

BACKGROUND

Official judgment in criminal justice as in other policy areas is not likely to be sounder than the available facts. Unfortunately, the information needed to support official judgment has too often been absent in many jurisdictions. With the advent of increased Federal and State support, however, the situation is changing. Information systems are now in use in numerous aspects of criminal justice, assisting decisionmaking by elected officials and planners as well as by police, courts and corrections personnel.

This general summary statement in the introduction to Criminal Justice System, a report of the National Advisory Commission on Criminal Justice Standards and Goals, sets the stage for a look at information needs in Albuquerque and Bernalillo County.

Here, as elsewhere, the first sentence in the quotation above applies. The judgment of a judge, corrections official or other justice system official in regard to someone who has entered the system is likely to be no more expert than the information available to that official on the person in question.

On a wider scale, however, information systems involving crime occurrence data, computerized criminal histories and offender-based transaction systems (OBTS) are being widely developed in this country for use as described in the introductory quotation above. Such systems are proving revolutionary in dealing with the large and increasing numbers and volume of reported offenses, arrestees, and agency case loads.

This section will discuss the merits of such systems, and propose a plan for criminal justice information system development in Albuquerque and Bernalillo County.



## History

In addition to the historical absence of information to support justice system judgment noted in the introductory quotation (supplemented by the quoted publication's observation that "One of the most striking characteristics of present criminal justice operations is how little is known about what works and what does not work."), Criminal Justice System also notes that:

Possibly the greatest obstacle to intermediate and long-range planning... (has involved) the use of information. Sophisticated blueprints in other areas of domestic research, such as transportation, were only possible after planners were well financed and able to obtain large amounts of data that could be analyzed by computers. The same requirements apply to criminal justice.

Historically, the need for an organized system of information storage has always been present. But, until the development of computer technology, only cumbersome methods of paperwork transfer and the slow, tiresome culling of statistics could even begin to provide a modicum of the total information needed by agencies. Generally, paperwork transfer was of such a priority that statistics were simply neglected—the result being that few data bases have been developed here or many places elsewhere so that new and perhaps experimental methods of operation can be compared with traditional methods.

As an example of the older methods of record-keeping, the following is quoted regarding the Albuquerque Police Force method of record-keeping during the period until the mid-1960s. The material below is from the report of the City of Albuquerque's Criminal Justice System Task Force:

During this period, the records keeping function had become a nightmare since the system had not been designed to handle the increased loads. All correspondence was indexed separately in the records unit and referred to the proper file. The indices consisted of names, addresses, subject matter, and the corresponding police unit. The index cards generated by a single offense report numbered from five to eight. These index cards included all of the above mentioned plus the officer's name, lost or stolen property, and a master card by the type of crime. An example of the indexing of stolen property is given to show just how complicated the system was. A stolen vehicle would be indexed in the master file under the code for stolen cars. A card would be made and filed by license number, tab number, VIN number, motor number, vehicle make and color, and vehicle year and make. Items without serial numbers were indexed in the same manner when possible.

The reports were categorized into thirty-six major and twenty minor classifications. Each classification had a number one report which meant that there were 56 number one reports. This meant that a log book had to be kept showing the ending number for each classification. Each report classification number took the following form. A report, the first received, which reported a first degree murder would be classified 1.1A. The first number one denotes homicide, the second number one denotes the first report received and the letter A represents first degree murder. A classification of 5.1A would indicate a breaking and entering, first report received, and burglary commercial. The reports were filed by type or major category of crime. Thus, if you were looking for a burglary residential, you had to look for the drawer labeled 5B before you could find the needed report.

Although the report notes that this system began to change about July 1, 1967, the basic problems of paperwork transfer and record-keeping and the inability to determine and predict specific trends due to lack of accumulated data continue to plague most agencies in the justice system.

One particular justice area that has everywhere been far behind in developing automated information systems has been the area of juvenile justice. In an article entitled "Juvenile Information Systems: A Comparative Analysis," appearing in the National Council of Juvenile Court Judges publication Computer Applications in the Juvenile Justice System, author Michael L. Altman advises that:

The automation of juvenile records has clearly lagged behind the automation of adult criminal records. The reasons for this lag are not entirely clear for the juvenile justice system, which is compelled to serve both welfare and punitive goals, collects, stores and purports to utilize far more information than the criminal justice system. The need to manage this vast quantity of information would seem to have compelled the juvenile justice system to lead the movement towards automation—but, it hasn't. Based upon conversations with officials in several states, this seeming anomaly is explained in several ways: 1) Project SEARCH specifically excluded juvenile records from its model act, 2) the fear that public opposition to automating juvenile records would jeopardize the movement toward automation of adult criminal records, 3) the belief that automating juvenile records might make it more difficult to preserve the historic principle that juvenile records should be confidential, 4) the belief that computers don't forget and that a juvenile justice system exists, at least in part, so that we can both forgive and forget, 5) the belief of law enforcement personnel that juveniles are different and that there is not as great a need for record information pertaining to juveniles

as there is for adults and, 6) the belief that the important information pertaining to juveniles is not a summary of previous offenses but rather background, social, and psychological data which is much more difficult and costly to quantify and store in an automated system.

Automated information systems in the justice area have been slow in developing, it is clear, for a great variety of reasons. Not the least of these has been cost. On-line computerized systems are extremely expensive, and it requires a considerable commitment for a community or region large enough to need one to actually decide to develop one. It is, of course, a matter of priorities and there are other competitors for the several millions of dollars that may be needed to complete such a system.

The need has been there—a need to predict crime patterns to mobilize force effectively, to determine case loads and categories, to conduct calendaring and to automate routine work such as the issuance of warrants, to build criminal case histories for reference, to improve the development of pre-sentence recommendations and to more effectively implement rehabilitation and develop related programs.

#### Need

For the public at large, their elected officials, media persons who report daily to the people and others, it has long been assumed that crime problems were primarily affected by law enforcement capability: quantity and quality.

Thus, when crime statistics curve upward, the solution most often propounded is to increase the numbers of policemen. If the statistics trend downward, credit is given to effective implementation of police programs.

If this were entirely the case, then an information system might best be developed which concentrated primarily on the law enforcement side. But it is becoming manifestly clear that this is not the case. In the spring of 1974, former New York City Police Commissioner, now president of the Police Foundation, addressed a police conference by stating "The police have only a limited capability to deal with crime, yet are singled out to blame every time the rate of reported crime increases." He continued, "The amount of crime and disorder in a community is obviously related to many factors that are beyond the control or influence of the police." Finally, "Few citizens outside policing begin to understand how relatively limited is the police role in combating crime."

Further, Criminal Justice System notes that:

Formerly, local police chiefs and ultimately their mayors took responsibility for peace keeping in cities. The day has come, however, when the police alone cannot make a decisive impact on crime. More and more police chiefs and mayors are recognizing that what corrections, courts, schools and social welfare agencies do in relation to their clients affects crime as much as police activity.

It is more and more clear, then, that crime reduction is a community-wide effort involving all elements of the justice system, as well as citizen involvement in terms of prevention, diversion, and volunteer efforts. Immediate access to information, then, is vital throughout the system.

What are the elements of information needed? In his biography of Samuel Johnson, Boswell quotes his subject as stating, "Knowledge is of two kinds. We know a subject ourselves, or we know where we can find information upon it." Actually, in an increasingly complicated world, what we know is very limited. Even if we know a subject well (an example in the crime area might be burglary), we can still benefit greatly from any data that can, for example provide projections regarding the specifics of occurrence. Thus, in a general sense, immediate access to information is priceless, regardless of the specialized knowledge we have built up over time.

Although the various agencies of the justice system have a variety of spin-off informational needs, and although the categories of information that can be accumulated are extensive, there are at least three basic kinds of information that are of value across the system.

The first is computerized criminal history. Criminal Justice System notes that such histories "...show, as no other document or record does, the actions of the total system on individuals. It describes the actions of police agencies, judicial and supportive agencies, and all correctional components." The publication elaborates:

It is clear from all previous studies in this field that the computerized criminal history system must serve law enforcement, judicial, and correctional needs. The criminal history record must accurately record the fact and outcome of each criminal justice process. It must be supported by the proper identification of an individual as he progresses through the criminal justice system. Further, to be most useful to the various agencies of the...system, the

criminal history should be retrievable from the information system within a matter of hours, rather than the days or weeks now the case.

The second kind of information is the need to track individuals accurately step-by-step through the system. This is what is meant by an offender-based transaction or tracking system (OBTS) which provides the inquirer of offender-based transaction statistics. The same book remarks on this system that:

A key element in an offender-based transaction system is the disposition of the offender's case as it moves from one component of criminal justice to the next. That is, data must include the disposition or other action taken by the police, the action taken by the courts, and the action of various correctional cycles through which an offender passes. Also critical in this statistical system is the identification of the point at which the offender leaves the system.

Finally, is the accumulation of data concerning the occurrence of the crime itself. There are two aspects to such data. One serves basic planning purposes. Criminal Justice System says:

Although police managers may have more immediate need for thorough and comprehensive data on the occurrence of crime, planners involved in all aspects of criminal justice require better estimates of the variations in crime rates and the characteristics of criminal events in order to anticipate workload. Legislators and planning agencies that participate in the setting of policies regarding the handling of criminal events also require comprehensive data on the nature of crime.

The second aspect of crime occurrence data involves victims. In brief, "As the role of victims in crime has come into focus, the need to know about the nature of a victim and his involvement in a crime has become increasingly apparent..." But, further:

...a great deal of critical information concerning the victim is not recorded at the time the offense report is completed. The already heavy reporting burden on the investigating officer, and the fact that much of the information is irrelevant to the solution of the case at hand, preclude capturing the requisite data. Information on the circumstances surrounding the event, the general environment in which the event occurred, the number and characteristics of the offenders, if known, and other strategic information for both reported and unreported crimes must be available if rational steps are to be taken to reduce crime.

But, ultimately, the need for immediate and as-complete-as-possible information comes down to a matter of having as many tools available as possible for decision-making. Richard W. Velde, Law Enforcement Assistance Administration Administrator noted in a speech recorded in the papers of the International Symposium on Criminal Justice Information and Statistics Systems that "The application of up-to-date data to the problem at hand is the essence of the scientific method."

D.M. Gottfredson, in an article in the January, 1971 issue of Crime and Delinquency defined the administrator's job of decision-making in such a way as to bring out the need for such levels of additional and more sophisticated information as can be developed:

The administrator's continuous task of decision-making may be compared to a three-legged stool. One leg is the quality of the information on which his decision is based. Another is the set of goals he wishes to achieve. The third is his knowledge of the relationships between the information he has to work with and the probable consequences of his various decision alternatives. The administrator is required to sit on this stool because his job is making decisions. But if at present he sits cautiously, it is because he knows that not all three legs warrant confidence.

Our concern is with all three legs, involving quality of information, assistance in setting goals, and the probable consequences of various decision alternatives. In an article entitled "Decisions with Precision: Improved Decisions Through Computer Assisted Prediction," (from which the above Gottfredson quotation is taken) in Computer Applications in the Juvenile Justice System, authors Zeigler, Pasela and Neithercutt note two major kinds of decisions an administrator may face:

It is helpful to distinguish between two basic types of decisions commonly made in the juvenile justice system. Until now, we have been discussing individual case decisions...such as a judge's decision whether to incarcerate a subject. However, it is also reasonable to think of juvenile justice administrators as facing decisions regarding programs or policies. In order to determine whether treatment programs should be instituted, modified, or eliminated, it is necessary for the administrator to evaluate the programs' success in reaching goals.

For Albuquerque and Bernalillo County the need is present to assist local justice system administrators and other officials in decision-making, both in terms of individual case decisions and in the instances of program planning.

Locally, there is no local criminal history system available for immediate reference, nor is there any offender-based transaction system outside of Municipal Court. Some effort has begun in regard to crime data analysis with respect to crime occurrence. This is in the Special Operations Section of the Albuquerque Police Department where an analyst predicts geographical areas of criminal activity within the city based on data received. However, this activity is limited and there is little other than standard FBI report forms that can give any indication of victimization in either the city or the county.

Ultimately, the following needs, as identified by Steve E. Kolodney in the International Symposium papers, could be answered locally by development of a computerized information system:

- Determine impact of crime;
- Measure effects of criminal justice system policies;
- Forecast results of policy changes;
- Allocate resources to effective programs;
- Provide comparable performance standards;
- Predict criminal justice agency workloads;
  - crime incidence
  - internal system factors.

To elaborate further, the Statistical Analysis Center of the Governor's Council on Criminal Justice Planning in New Mexico has made a general statement about the information needs of State justice agencies, which is also very applicable for local use. This material was developed as part of their multi-year forecast:

There are two problems in improving the Criminal Justice System in New Mexico. The first is the lack of information regarding its present operation. Available specific information often is neither timely nor in a form useful for decision making. Further impediments have resulted from the lack of proper allocation of manpower and resources to the task of improving the process of gathering and utilizing criminal justice information. No centralized direction nor standardization has taken place; each agency collects and maintains whatever information experience, intuition, or whim has shown to be desirable within

its own context. Very little formal information exchange system exists; components of the Criminal Justice community tend to operate independently, often oblivious as to what information may be available about a client in another agency.

The agencies of the Criminal Justice community have two things in common—criminal law and the offender. Each agency processes the offender through its part of the System in accordance with the law. Moving the offender through the System in a speedy, just, and orderly manner demands the proper coordination of information about the offender and the coordination of activities between agencies.

Studies have shown (such as in Santa Clara County, California) that the information elements (name, age, charge, schedule dates, etc.) found in the files of the various agencies of the Criminal Justice System may be as much as 80 percent redundant on any given case. This is particularly true of costly name indexes maintained by most agencies and tends to point up two of the major problems existing in Criminal Justice Records and Information Systems:

1. Sub-optimal scheduling and processing of cases because of slow and inaccurate exchange of information between agencies.
2. Redundant record keeping where not necessary creates severe drains on the resources of the Criminal Justice agencies involved.

A number of other problems are inherent in the present methods of information recording and exchange in New Mexico.

1. All agencies are characterized to some degree by a lack of basic, reliable statistical information about caseloads and/or the effect of services on clientele. Program evaluations of the type that would result in more efficient provision of services and utilization of resources simply are not possible.
2. Each agency that presently deals with an offender assigns a unique case number, so that by the time the individual passes through the System, he may have acquired many different numbers. Correlation of this vast array of numbers becomes difficult, if not impossible.
3. Since information stored under present systems is in no centrally located files, it is not always possible for the District Attorney to assemble the information he needs to prosecute under the Habitual Offender Act.



4. Reliable information often is not available to the courts prior to the sentencing of an offender.
5. The present flow of paperwork in Criminal Justice agencies is extremely heavy, takes considerable staff time, and, often, is a duplication of effort.

Another consideration is in the area of legislation. Although some enabling legislation exists, such as giving the State Department of Automated Data Processing authority for the maintenance of some parts of the Criminal Justice System information base, there is no State agency to demand that the various components of the Criminal Justice System furnish information. Enactment of a mandatory reporting law pinpointing responsibilities for the collection, analysis and dissemination of Criminal Justice information is needed with appropriate provisions for security and privacy.

Another problem in improving the Criminal Justice System in New Mexico is the lack of a proper mechanism to diagnose system operation. Until 1974, there was no coordinating core which could take information (even if such information existed), and provide systemwide analyses, across agency lines, about the Criminal Justice System.

The systemwide approach, across agency lines, would recognize that improving the performance of one agency in the short run creates a stress on the system. This stress might deteriorate other agency performance, which could in the long run, cause deterioration of all impacted agencies, including the first. In summary, then, New Mexico is in need of an Information and Statistical System program which would provide:

1. Coordination of fragmented information to provide a cohesive Criminal Justice Information System.
2. Planning and implementation of components for an integrated System.
3. Mandatory reporting of information throughout the System.
4. Diagnosis of the Criminal Justice System for operational and planning purposes; where it works, how it works, where it breaks down.

#### System Use

In Albuquerque and Bernalillo County, the desire is to eventually develop a system that incorporates all of the major elements. Thus, an OBTS

is desired, but with the aim of including the development of criminal case history files, and crime occurrence and, ultimately, victimization data. Below are the goals and objectives as formulated by the Statistical Analysis Center for statewide purposes. For the state, there are the following objectives:

1. To establish an integrated criminal justice information and statistics system and to encourage uniformity in the reporting of information by State and other Governmental Agencies.
2. To collect systematically and report criminal justice information and statistics so as to provide uniform and reliable data on a year-to-year, state-to-state, agency-to-agency, and national basis. Criminal justice information collected and analyzed in this manner will provide a wider range of significant information of higher reliability to agency directors and managers, to operational personnel, to the public, to governmental decision makers, and to those charged with the responsibility of research and planning for a more effective and efficient criminal justice system. State and Regional Planning Agencies will then have at their disposal a valuable planning tool in the form of up-to-date, reliable data indicating the problems and criminal justice needs of their respective jurisdictions.
3. To eliminate unnecessary duplication of data collection. This is an important benefit from a single system, while reserving significant latitude to the regions in going beyond the minimum criteria.

But the primary interest of this section (even though the ultimate aim is to develop a complete statewide system into which the metropolitan regional system would meld) is in the local system. The Albuquerque/Bernalillo County Criminal Justice Information System suggests the following objectives for such a local system:

- To aid police officers in choosing the proper preventative measures by furnishing information momentarily.
- To assist the courts in making their decisions concerning dispositions, i.e. bail and release decisions on the basis of available, accurate and current information.
- To assist the prosecutor's office in case preparation and scheduling.



-To speed up the processing of cases through the judicial segment of the Criminal Justice System. To minimize delay by reducing backlog to aid in calendaring and docketing.

-To assist the Judicial and Corrections of the Criminal Justice System in sentencing and rehabilitation by furnishing information about individual offenders.

-To design the System so as to be a meaningful pilot program for the State's intended offender based system.

-To provide a cost performance analysis of the System to assure that the above stated objectives have been met.

The basic concept of the System would involve placing entry and retrieval devices (terminals) in strategic places within the Criminal Justice Community so that people and event information can be easily captured, added to, correlated, modified, or canceled as the users of the system desire. This being accomplished with the minimum amount of labor expended or paper interchanged while improving the accuracy of the data and with appropriate file security.

The main users of the System locally would be:

Albuquerque Police Department.

Bernalillo County Sheriff's Department.

Albuquerque Municipal Court.

Albuquerque Municipal Probation.

Albuquerque-Bernalillo Corrections/  
Detention facilities.

Albuquerque City Prosecutor's Office.

Second Judicial District Courts.

Second Judicial District Attorney.

Second Judicial Public Defender.

Bernalillo County Magistrate Courts.

State of New Mexico Corrections and  
Probation.

Second Judicial District Juvenile  
Probation and Juvenile Detention.

Below, we have broken the various users of the system into basic justice subsystem elements, including (A) Law Enforcement, (B) Prosecution, (C) Adjudication, (D) Corrections/Detention, (E) Probations. Listed under each category are the specific agencies that would be using the system,

followed by the kinds of data they would enter and the sort of inquiries they would be expected to make. Finally, any potential special reports or data are listed:

(A) Law Enforcement:

(a) Users of the System:

1. Albuquerque Police Department
2. Bernalillo County Sheriff's Department.

(b) Data Entry:

1. Through the use of our existing "ACTION" Network, information concerning stolen articles, wanted persons, outstanding warrants can be entered into the National Crime Information Center files or our local files.
2. Through the use of a "Computer Assisted Dispatch System" (CADS) calls for service information can be captured as it occurs. Time, place, nature of call, disposition.
3. Offense report information.
4. Accident report information.
5. Traffic ticket information.
6. Project identification - Entry by Social Security Number of individuals desiring to be called if stolen articles belonging to them have been recovered.

(c) Data Retrieval:

1. Person inquiry to establish whether or not an individual in question is wanted locally or nationally for some reason. If local, to further establish his past conviction record and/or his present status in the System.
2. Article Inquiry. To establish whether or not an article has been stolen and who the owner is.
3. Address Inquiry. For the officer's safety and protection and with appropriate safeguards, this type of inquiry would display names of persons living at this address and if occupants had been previously involved in some kind of disturbance.

(d) Special Reports Generated Automatically from the System but not necessarily through Terminal Facilities.

1. Offense Statistics.
2. Accident Statistics.

3. Traffic Ticket Statistics.
4. Patrol workload & Manpower allocation Statistics.
5. Radio Dispatch Statistics.
6. National Crime Reports.

(B) Prosecution:

(a) Users of Subsystem:

1. City Prosecuting Attorney.
2. Second Judicial District Attorney.

(b) Data Entry:

1. Attorney Assignment.
2. Changes to Charges.
3. Changes to Pleas.
4. Witnesses, added or deleted.
5. Changes to Court Arraignments.

(c) Data Retrieval:

1. Case Status. This will allow the Prosecuting Attorney to review key points concerning the case and make assignments of the Attorney or Attorneys to work on the case.
2. Name Inquiries. This will allow the Prosecuting Attorney to review the Court History of the defendant in preparation of his case.

(d) Special Reports Generated Automatically from the System but not necessarily through the Terminal Facility.

1. Attorney Case load Statistics.
2. Court Statistics.
3. Case Status Reports.
4. Charge Statistics.
5. Custody Information Concerning Defendants.

(C) Defense:

(a) Users of the System:

1. Public Defender.

(b) Data Entry:

(None)

(c) Data Retrieval:

1. Case Status. This will allow the Defense

to review key points concerning the case and make case assignments.

2. Case Information. This will allow the Defense to obtain accurate case information and defendant history.

(D) Adjudication:

(a) Users of Subsystem:

1. Municipal Courts.
2. Magistrate Courts.
3. Second Judicial District Courts.

(b) Data Entry:

1. Dispositions.
2. Postponements.
3. Bond Settings.
4. Appeals.
5. Referrals.
6. Case Setting.
7. Payment of fines imposed by the Courts.

(c) Data Retrieval:

1. Name Inquiry, Address Inquiry, Court Data Inquiry. These types of inquiries will provide the Courts with Offender Court History information, Court dates concerning the offender, Offender charges and other pertinent information necessary for proper Court Administration concerning an individual's record.
2. Cash Accountability. This will account for all cash received by the Courts and set up a balancing figure to balance the Clerk's cash drawer.
3. Case Number Inquiry. This will retrieve a specific case from file. Court date, charges, witnesses, and whether or not they have been notified, can then be determined.

(d) Special reports generated automatically from the System, but not necessarily through terminal facilities.

1. Case Calendaring.
2. Warrant Issuance, Witness Notification, Special Police Notification File.
3. Ticket Accountability.
4. Bonding Statistics.

5. Courts Statistics (Case Load, use of Court Rooms, etc.).
6. Referrals.

(E) Corrections/Detention

1. Albuquerque-Bernalillo Corrections/Detention Dept.

(a) Data Entry:

1. Person information - such as name, aliases if known, charges, criminal identification items, etc.
2. Facility Housed.
3. Special Considerations - Special Holding Status.
4. Type of Prisoner.
5. Release Data.
6. Medical Information.
7. Arresting Officer.

(b) Data Retrieval:

1. Custody status of all or each individual.
2. Previous Criminal History/Name Inquiry.
3. Bond Information.
4. Jurisdiction holds information.

(c) Special Reports Generated Automatically from the System but not necessarily through Terminal Facilities.

1. Category totals by age, sex, ethnic background, type and severity of offense.
2. Population totals & Cell Assignment totals.
3. Average length of Jail stay and other related statistics.
4. Record of Prisoner transfers.
5. Bonding statistics.
6. Drug & Alcoholic involved statistics.

(F) Probations:

1. City of Albuquerque Probation Dept.
2. State of New Mexico Corrections & Probation Dept.
3. State of New Mexico Juvenile Probation and Detention.
4. Bernalillo County Magistrate Court Volunteer Probation.

(a) Data Entry:

1. Sentence Recommendations.
2. Parole & Probation Information.

3. Individual Investigation Information.
4. Special confidential information to help in the parole, probations and correctional area.

(b) Data Inquiry:

1. Offender Court History Information.
2. Parole & Probation Information.
3. Case Information - Witnesses, Attorneys Assigned, Charges, etc.
4. Where housed.

(c) Special Reports Generated Automatically from the System but not necessarily through Terminal Facilities.

1. Parole & Probation Statistics.
2. Case load Statistics.

System Safeguards

As never before, the issue of privacy in a democracy is before us. While on the one hand it is extremely desirable to have large amounts of information immediately at hand for use in decision-making in regard to persons or programs, on the other hand Americans have Constitutional rights to privacy. It is proper for a person to have knowledge of what kinds of information are being collected about him, and to have redress if he feels the agency in question has no right to have and store such information. Further, it is not proper for such information to be indiscriminately available to everyone, even though it may be determined that the information being kept is legitimate for the use of certain designated officials. Thus, privacy and security of information are paramount items of consideration in the development of any mass-storage information system.

The National Advisory Commission on Criminal Justice Standards and Goals spent considerable time discussing Information System Safeguards and formulating recommendations. They, too, recognized the main issues as involving privacy and security. In their report, they used the term "privacy" to refer to "the protection of the interests of the people whose names appear for whatever reason in the contents of a criminal justice information system." The Commission's use of the word "security" involves "the protection of the system itself against intended or accidental injury or intrusion."

In regard to privacy, the Advisory Commission notes that:

The "right to privacy" has its roots in American law in the guarantee of the Fourth Amendment to the Constitution that: "The

right of the people to be secure in their persons, houses, papers, and effects against unreasonable searches and seizures, shall not be violated...."

The definition of "the right to privacy" has developed from this, through legislation, decisional law, and cases in equity, to the general present understanding that both persons and organizations enjoy the right to be free from unwarranted intrusion into their affairs, actions, communications, papers and conversations.

The Commission lists, as a danger to privacy, stored information that is inaccurate, incomplete, unjustified, or improperly disseminated. Standards developed by the Commission are stated in Criminal Justice System, primarily Chapter 8. The standards deal with the above noted dangers, as well as discussing the scope of the information that should be kept, who should have access to the information, recommending that the individual should be able to review information collected about himself, and, finally, a recommendation that data should be classified in terms of levels of protection required and that individuals should be assigned levels of clearance.

In regard to security, the Commission notes three main problems:

One problem is accidental damage or alteration of the system or the information held in it. Another is intentional damage to the system or its information. A third is the accidental or intentional intrusion into the system and access to or alteration of information by unauthorized users.

The Commission recommends that "elaborate precautions should be observed in the selection and training of personnel who will work within the system."

Finally, with regard to the matter of research, the Commission recommends that:

Any research design...ought to include adequate provision for the protection of data security and personal privacy. Where possible, anonymity ought to be preserved through meaningful controls exercised by the criminal justice agency in charge of the needed information.

The New Mexico Comprehensive Plan notes, in regard to information system privacy and security, that:

It is recognized...that the extraordinary increase in accessibility and responsiveness associated with computer based information systems will increase the possibility of unauthorized disclosure or misuse of the data in other than legitimate law enforcement and criminal justice functions.

Therefore, in order to provide reasonable protection of individual privacy and to secure the data, state and federal legislative action, plus administrative regulations are required for automated operation of a heretofore manual system operated under a variety of laws or unwritten administrative rules and regulations.

The plan then goes on to propose state standards and goals which involve such items as:

- review of existing statutes and regulations and the enactment of needed and appropriate legislation;
- scope of file and data maintenance;
- access to information and dissemination of same;
- review by individuals of information about themselves;
- classification of data for purposes of privacy;
- information for research usage;
- physical system security;
- remedies for misuse;
- completeness and accuracy of offender data.

It is clear, then, that matters of information system privacy and security should be given the greatest concern in the development of any system, including any regional one established in the Albuquerque/Bernalillo County area for use by public agencies.

The next part of this section will discuss these matters as part of the plan for the establishment of a regional information center for the justice system. As part of that plan, Chapter 8 of the National Advisory Commission on Standards and Goals report Criminal Justice System should be reviewed, as should the state standards and goals proposed in the New Mexico Comprehensive Plan. By determining which of these standards and goals are applicable for local use (while fitting in with the state plan), and by implementing them early, it should be possible to establish a system that serves the needs of the justice system and the community while protecting the rights of every citizen.

### CJIS IMPLEMENTATION PLAN

The plan for the implementation of a regional criminal justice information system calls for parallel development of two elements. The first is the establishment of a basic data base in each subsystem area in a form suitable for information storage. The second involves setting up a regional criminal justice information center which will operate full-time to provide for the needs of the local justice system, while providing a tie to the state system.

In this section, the current minimal system status will be updated, followed by a plan for system development in law enforcement, courts, and corrections rehabilitation. The parallel development of the regional center will then be discussed with a subsequent section that mentions possible spin-off uses of the system. A multi-year plan for CJIS development closes this plan.

#### Current Systems Status

In a progress report dated September 17, 1974, City of Albuquerque Data Processing listed the following as having been completed in the development of a strictly municipal criminal justice information system:

##### Police

- A. Linking of the Albuquerque Police Communications Room and Records Division to the National Crime Information Center (NCIC), Washington, D. C., via Terminals, so as to enter as well as retrieve immediately the following types of information:
  1. Wanted Persons
  2. Stolen Articles
  3. Securities
  4. License Plates
  5. Guns
  6. Boats
  7. Stolen Vehicles
- B. Implementation of a similar supporting file to NCIC which would allow local information, not acceptable to the NCIC System, retrieved by the Records and Communications Section of the Albuquerque Police Department.
- C. Making the two systems work in synchronous; one inquiry or enter command searches or enters appropriate file, NCIC or local file.
- D. Implementation of a procedure called Project Identification. Allowing Police to enter and retrieve Social Security Numbers, names and addresses of Albuquerque residents for the purpose of identifying owners of recovered stolen articles.

#### Courts-Misdemeanor Court System:

- A. Implementation of a system for the Courts that would:
  - (1) Provide an inquiry capability concerning peoples court dates.
  - (2) Police Court appearance dates.
  - (3) Arraign Docket.
  - (4) Court disposition entry system.
- B. Linking the Violation Division with the Motor Vehicle files located in Santa Fe, New Mexico, so as to have an instant inquiry concerning license numbers showing owners name and address.

In progress at that time were the following elements in the municipal police and courts area:

Police: Implementation of a Computer Assisted Dispatch System to assist 911 transfer of information to Dispatcher, car status accountability, statistics to support tactical plans of the Police.

##### Courts:

Add to the existing Courts System:

- All traffic citations
- Other City Ordinance Citations
- Continuances
- Advisements
- Driving while intoxicated school results
- Driver Improvement School
- Status of Probation
- Pre-Sentence reports

Immediate plans for the future involved the Albuquerque/Bernalillo County Department of Corrections-Detention:

##### Corrections-Detention:

- (1) To implement an entry system that will relieve the reprinting of information (already recorded by the Booking Desk) by the Courts on persons being booked. This will be done by installing terminals at two booking stations to record Booking information as it happens.
- (2) To provide statistical information necessary for proper Corrections-Detentions management.

This city system had been underway for sometime, having been initiated through the assistance of federal monies, plus local resources. The system included the initial components of an OBIS in police booking (which will later become the responsibility of the City-County Department of Corrections-Detention) and Municipal Court. In addition, the city police had started a Computer Assisted Dispatch project and had received federal funding to computerize their "Operation Identification" program.



Thus, as the September, 1974 progress report shows, the city was moving along with OBTS, criminal case history, and crime occurrence data.

Later in 1974, the system was being advanced overall by additional projects which were either funded or were developing in the Department of Corrections-Detention and the Second Judicial District. Both were designed to engender programs which would provide for the transfer of data and statistics to computer storage. In Corrections-Detention, the aim was to produce categories of information about bookings and inmates. In the District Court, the purpose was to generate a case history file, and eventually to allow the computer to handle routine matters such as calendaring, attorney assignments, and other such matters.

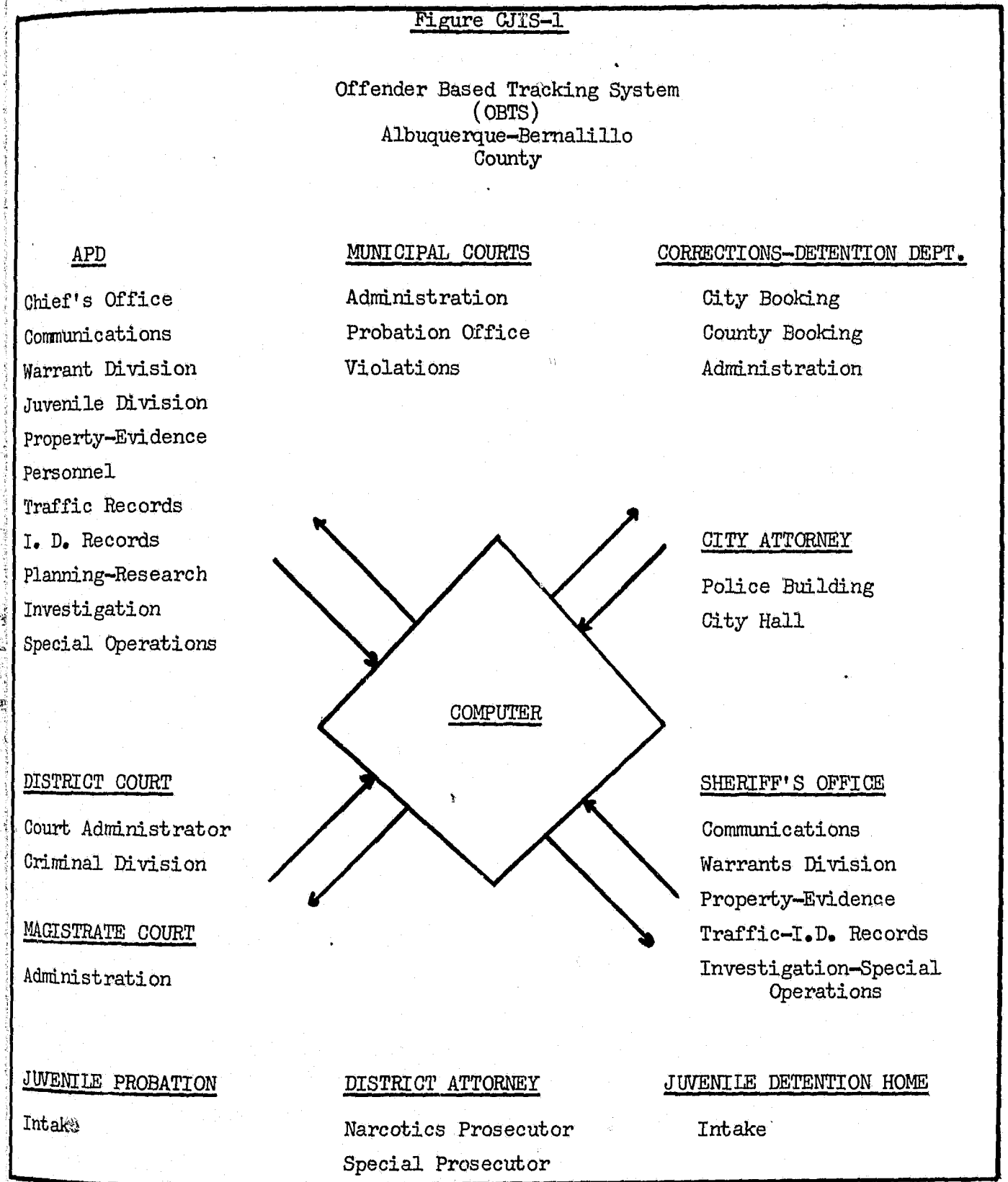
Regional Plan

System and Subsystem Development

The system described above had been created in bits and pieces to provide specific services set out in both long and short range objectives. But there has existed the hope and the long-range goal of creating a regional system to connect all elements of the local justice system, as well as eventually tying in to a state system. Data entry relative to tracking and history, as well as prediction and data retrieval on the basis of immediacy and need-to-know would be the essentials of such a system.

Figure CJIS-1, on the next page, indicates the basic interconnecting elements of such a regional system. Whereas the first part of this plan indicated the kinds of information that would be stored, the figure indicates the potential location of the terminals which would be connected to the main storage unit.

The sections following consider the needs of each criminal justice subsystem area, and provide some indication of the future developmental steps. The combination of development in each of the subsystem areas, in conjunction with the establishment of the regional center, makes up the essence of the regional plan.



## Law Enforcement

Among the functions of law enforcement are prevention, investigation, and apprehension. For law enforcement, an on-line information system can be used to increase crime prediction capability, increase apprehension rates, recover stolen property, and promote officer safety.

Internally, computerization can assist in making more efficient use of the field force through work-load analysis, improving techniques of tactical planning, and can provide a more efficient means of dispatching field units.

Perhaps the best indication of the various categories of police use of information systems involves the Standard Police Automated Resource Management Information System (SPARMIS) of Michigan. This is a statewide system which operates in four major categories: events, people, operations management, and administration. As reported in Criminal Justice Newsletter, this breakdown is as follows:

The "events" system provides field instruction cards to help in conducting preliminary investigations, dictation guides, equipment for long report forms, self-indexing, short-form incident reports, and patrol activity checklists, as well as a daily case report (in fifteen minute intervals), and a report of the status of all field units the previous day. Inventories of cases by crime type can also be provided.

The "people" section involves the forms and reports associated with persons apprehended. These include a combination arrest report, a prisoner control log, a prisoner property record, and a local record of apprehension. Lists of the most active local offenders are provided, as well as potential suspect lists for current cases.

"Operations Management" provides information on the location of events and officers in order to improve deployment and the allocation of patrol resources. A one-page command summary is produced for the agency chief.

"Administration" includes forms, files, and reports related to stolen and evidence property. Equipment can be controlled and personnel can be evaluated. Finally, citizen complaints can be recorded and summarized.

The above is provided simply as an example. It should be noted that that system has been developed for statewide use, whereas the interest here is in a local system. Further, some of the functions described above are handled locally by non-police agencies (such as prisoner matters that are the responsibility of Corrections-Detention).

However, the Michigan system does perhaps provide an ideal for law enforcement information systems. Using that system as a guide, the following steps are suggested locally for law enforcement information system development:

### Phase One

Develop a system which provides for rapid transfer of information for fast response by the field officer to the requests of citizens.

-911 Operator collects basic information;

-Information is transferred to Dispatcher and recorded for future use;

-Information is checked for validity in "locator" file;

-Units dispatched to scene through voice and digital dispatching.

Use data collected for Management Information System to best utilize units on an hour-to-hour basis.

### Phase Two

Develop a computerization of records to provide for distribution of reports and information, as well as deep cross-referencing for retrieving stolen property and predicting crime trends and areas.

### Phase Three

Develop a personnel system so that an officer's performance can be evaluated on the basis of information stored with regard to his man number. Information would be provided on work habits, possible attitudes and biases, and other such matters.

## Courts

Much of the information in an automated system involves arrest and booking data, case disposition, and then any follow-up in terms of incarceration, rehabilitation, and any subsequent involvement with the justice system.

It is in the area of disposition that prosecution, defense, and adjudication become most important. The main use of information systems in this area revolves around decisionmaking in individual cases, court calendar management, and court management itself: Defendant background data and an up-to-date record of current case history are important elements in individual case decisions. Calendar management involves the scheduling of courtrooms and judges, as well as witnesses, attorneys, police officers, and others. Further calendaring elements include defendant status index, multiple case index, probation/parole status index, defendant age index, and the amount and range of

time over which proceedings will last. Finally, court management involves lists of dispositions and filings, case backlog and scheduling, case status, time elements between steps in adjudication, judicial workload, prosecution and defense workload, defendant status, utilization of jurors and courtrooms.

These, then, would be the basic elements of any courts information system. As noted above, Albuquerque Municipal Court is in the process of completing their component which connects the court, the violations bureau, and city probation. In order, then, to complete the courts subsystem, the following steps are suggested:

- Provide the city prosecutor with input and retrieval capability into the system;
- Implement an automated information storage and retrieval system for the Second Judicial District Court, the first step for which would be the development of a data base;
- Initiate either a batch-process or on-line system for the Second Judicial District Attorney's Office, in line with the PROMIS system developed in Washington, D. C.;
- Implement an automated information storage and retrieval system for the Bernalillo County Magistrate Court so that, in combination with the Albuquerque Municipal Court, information on all misdemeanors and traffic violations committed in the city and county will be stored;
- Tie the Public Defender into the system, primarily for defendant and case history information; make such information available to all defense attorneys regarding their clients;
- Assist all agencies using the information system to develop capability to use the statistics and information provided through the system to develop programs beneficial to the agency, as well as for agency planning and evaluation.

#### Corrections-Rehabilitation

Information in the Corrections-Detention area revolves primarily around classifications of prisoner data. The kinds of information needed include (1) bookings, (2) category totals by age, sex, ethnic background, type and severity of offense, and other determined factors, (3) daily, weekly, monthly, quarterly, semi-annual and annual compilations of that data, (4) facility population totals, including cell assignments, (5) breakdowns of average or individual length of incarceration based on judicial classifications (pre-arraignment, pre-trial, pre-sentence, (6) record of prisoner transfers, (7) bonding transactions (bonding through the courts as opposed to commercial bonding companies), breakdown of jurisdictional holds.

Based on the application approved for federal funding in October, 1974, it was planned that this information would begin to be developed for all corrections-detentions in Albuquerque and Bernalillo County.

Rehabilitation can encompass many programs and agencies. It can be based on prison programs such as work release and study release, but also can involve the activities of probation and parole agencies.

The major effort toward planning in this area should be aimed at the inclusion of these agencies into the system. Such agencies, being at "the end of the line" in terms of the justice system, will benefit greatly from the defender history and current case history captured in the computer. Their entry elements will include case progress at their end, routine notifications of offenders, probation/parole officer case load, and agency statistics concerning work load, offender program and job placement, offender-volunteer matching, and other such uses.

The elements needed to complete involvement of the rehabilitation area include:

- Expansion of Municipal Court system to encompass the needs of Municipal Probation in the terms stated above, or for other needs;
- Expansion of the District Court system to encompass Juvenile Probation in terms of the categories of information outlined above, as well as the special needs of that office;
- Inclusion of the Department of Corrections Area 2, District 2 Probation and Parole Field Services Division office, particularly in reference to those offenders on probation or parole who are adjudicated in Bernalillo County or have other relationship to the local area;
- Expansion of the Bernalillo County Magistrate Court system to encompass their Volunteer Probation Program.

Just a word about the juvenile probation component of the system. Earlier in this section, comments were noted by an expert concerning the lateness with which juvenile components enter information systems. In this regard, local efforts should begin early to determine whether any laws now on the books will prevent in any way the inclusion of information about juveniles into the system, or whether any special regulations will apply. Author Altman, quoted earlier, stated a number of "beliefs" about juveniles and their involvement in information systems. It seems most of these are not more substantial than being mere beliefs, but the great benefit that systems develop-

ment can have in developing the justice system and improving decision-making is documented daily in many parts of the United States.

#### Regional CJIS Center

While the information system components described above are developing in the criminal justice subsystems, it is proposed that a parallel project begin in order to centralize the system that will result from the development of the subsystem components.

The parallel project will consist of the establishment of a Regional Criminal Justice Information System Center. The purpose of the center will be to centralize in one location the operations of the criminal justice information system.

There are several reasons for the establishment of such a center. One is that since local governments have been unable to agree on combining city and county data processing agencies, there is the distinct possibility of considerable duplication of effort and a splitting of the justice system between the two existing agencies. A separate facility for justice purposes only will tend to eliminate this possibility. Second, the justice system tends to operate differently from other elements of government and the needs are somewhat different. No other part of government, for instance, must track an individual through a combined system of local and state agencies. These needs are most easily satisfied by a separate facility and staff which can concentrate on providing the information needed by justice agencies with heavy case loads. Third, a separate full-time staff will be needed to operate the system, provide training for agency personnel, assist in data entry problems, and aid in maintaining equipment.

The best overall solution, then, would seem to be the establishment of a separate facility which would be a Regional Criminal Justice Information System Center.

The timing for the establishment of a Regional CJIS Center should lead or at least parallel the development of the subsystem components. However, since those components are developing at an uneven pace, efforts to establish the center should get underway soon. The following basic steps are suggested:

- (1) City-County CJIS Task Force develops a concept paper regarding the development of a Regional CJIS Center. Support for the concept paper, as well as input into its development, should come from the entire local criminal justice community;

- (2) The concept paper is presented to city and county elected officials, with total justice system support;
- (3) The concept paper is reviewed by local governmental bodies for approval. If approved,
- (4) A study committee of city and county officials is assigned the task of developing detailed plans for the center, including suggested sites, layout, operating staff size, equipment needs, basic agency equipment distribution, and recommendations concerning a supervisory or advisory body to oversee the Center's development and operations;
- (5) The detailed plan is submitted to local governmental bodies for consideration and approval. If approved,
- (6) Normal procedures for the allocation of money and construction or remodeling, purchasing procedures, personnel procedures, etc., get underway, along with,
- (7) The appointment of the advisory or supervisory body.

Some suggestions might be made concerning that body. If it is in fact a supervisory body, its functions and responsibilities might include the following:

- Establishing the functional objectives and priorities for programming in the CJIS;
- Studying both national and state standards and goals regarding privacy and security in information systems, and developing rules and regulations regarding same for data, equipment, and personnel;
- Selection of a project manager for the implementation and operation of the Center, and the management and control of the entire information system. (The project manager will report directly to the CJIS Board and will be responsible for implementing the decisions of the board;
- Monitoring the effectiveness of the project manager and his staff in accomplishing the board's objectives;
- In general, supervising the overall activities of the operations of the CJIS, and periodically reviewing progress and problems.

Below are the estimated costs for a regional center.

ESTIMATED COSTS FOR A REGIONAL  
CRIMINAL JUSTICE INFORMATION CENTER

1. Building			
A. Rent @ 4.75 ft.	25,000		
B. Public Utilities	15,000		
C. Janitorial Services	7,000		
	<u>\$47,000</u>		\$47,000
2. Personnel			
A. Data Processing Manager	22,000		
B. Software (3)	48,000		
C. Operators (7)	70,000		
D. Secretary	7,500		
E. Controllers (2)	20,000		
F. Key punch Operators	14,000		
	<u>\$181,500</u>	+ 12% fringe benefits (21,780)	\$203,280
3. Hardware			
A. Computer (one time)	1,000,000		
B. Computer Maintenance	42,000		
C. Key Entry Rental (2)	3,720		
	<u>\$1,045,720</u>		\$1,045,720
4. Capital Outlay	\$11,000		\$11,000
(5,000 one time office equipment)			
5. Supplies	\$7,500		\$7,500
	First Year Costs		\$1,314,500
	Second Year Costs*		\$334,260

\* Less 1,055,000 one time charges plus 8% growth factor.

Future Systems Expansion

The more familiar justice agencies become with the use and possibilities of an information system, the more they will realize its potential. Thus, there will be the desire on the part of those agencies to expand the uses of the system. This can mean many things.

First, it is likely that agencies other than those indicated in figure CJIS-1 will want to have input and limited retrieval capability in regard to the system. A careful evaluation may in fact reveal that juvenile programs, drug programs, and other such programs, have valuable input data and have a legitimate need for limited retrieval capability. It may be desirable to have them as part of the system.

Second, a basic use for information systems relates to agency evaluation and planning. Being able to evaluate effectiveness of programs, personnel, methods of operation and other matters is a highly valuable tool, particularly in social programs where so many variables exist. Further, future planning is only as good as the data available to indicate needs and trends. Thus, the "spin-off" possibilities of such a system are immense.

The experience of other localities which have developed similar systems is not that the system is installed and simply falls into a routine operation, but that it continues to be active and to grow in value and in use. The above plan is only for initial implementation. Those staff specialists and supervisory overseers who will live with and work with the program daily will be the real creators and planners who can ply this complex tool to in many ways transform the justice system in Albuquerque and Bernalillo County.

CJIS Regional Multi-Year Plan

The preceding material has indicated the needs to be dealt with in each subsystem area (as well as the establishment of a regional center) in order to implement a regional criminal justice information system.

The most desirable avenue for the establishment of a regional CJIS to basically lift the best features of systems already operating, fit them together, and install a complete system in as short a period as possible (possibly one year to fifteen months). (Toward this end, a city-county task force toured areas of the United States studying major operating systems.) This approach, however, would require a massive infusion of funding from a source (or several sources) during a relatively short period of time.



As an alternative, the multi-year plan below indicates an orderly procedure for the establishment of a functioning regional system piecemeal over a several year period. It is based on a realistic assessment of available funding sources and the readiness of the various system components to implement various phases of a system.

Many factors could affect the plan. Again, the development of one or several large funding sources could speed the implementation of the entire system. In reverse, funding delays could slow system development. It is hoped the following presents a relatively balanced forecast.

1975

#### Regional

This plan will be approved and included in The 1975 Albuquerque/Bernalillo Criminal Justice Action Plan as the official regional plan of the local criminal justice community. The plan will be distributed both individually and as part of the Action Plan, and formally presented to locally elected officials. The City Council and Mayor and the County Commission will be encouraged to begin development of a regional center.

#### Law Enforcement

During this year, the Computer Assisted Dispatch System (CADS) will be re-studied, and there will be exploration of possible sources of funding to implement the system.

#### Courts

(1) The Second Judicial District Attorney will develop and submit an application for establishing the PROMIS system. If a funding source is found, basic development of the system will get underway.

(2) In late 1974, the Second Judicial District Court submitted an application for establishment of an expanded automated data system. If funded, it will provide an on-line input and retrieval capability to a previously established data base through the Bernalillo County Data Processing Center.

(3) The Municipal Court System will be completed.

(4) Attempts will be made to secure funding for the initial design of a Magistrate Court Information System.

#### Corrections-Rehabilitation

(1) The current City system will be expanded to include Municipal Probation.

(2) The State Department of Corrections will begin plans for inclusion of probation and parole field offices in their state system.

(3) The Second Judicial Juvenile Probation will submit an application for assistance in designing a data base and studying legal problems peculiar to the handling of juveniles for development of an information system for juvenile probation and detention.

1976

#### Regional

Development of a regional information system center will get underway in the preliminary steps of site selection and following required procedures for purchasing equipment. An advisory or supervisory board will be established.

#### Law Enforcement

Police agencies will attempt to complete the CADS system and will begin to study the possibilities of funding an expansion of their information needs to cover records, stolen property, and predicting crime trends.

#### Courts

(1) The DA will continue development of the PROMIS system, tying it into the Corrections system being developed.

(2) The District Court will continue development of their in-house information storage system.

(3) Municipal Court will evaluate their system to determine possibilities for the provision of greater services. Projects in that regard may be undertaken.

#### Corrections-Rehabilitation

(1) State Department of Corrections will continue development of their system to allow access by area field offices, including the Area 2 office.

(2) Second Judicial Juvenile Probation will continue the design of a juvenile information system.

(3) As part of the Magistrate Court design, information regarding persons under the Volunteer Probation Program will be included.

1977

#### Regional

The Regional Information System Center should begin its first stage of operations which will include:

- (1) Making equipment operational;
- (2) Hiring initial staff;
- (3) Assessing current status of subsystem information systems;
- (4) Development of a training program for agency personnel in systems use.
- (5) Developing plans for tying subsystem systems into a regional system. Guidance and policy will be provided by the supervisory board.

#### Law Enforcement

Police agencies will enter last phases of current plans, which will include development of a computerized personnel system and estimation of future systems expansion in law enforcement use.

#### Courts

- (1) Evaluation of PROMIS will be conducted for possible expanded use.
- (2) District Court will likewise consider the current status of their system and what expanded services might be developed from it.
- (3) Based on the initial work in developing a data base, Magistrate Court will seek funding to implement a system that will tie them into the regional system while providing in-house statistical information.
- (4) At this time, it will be possible to develop an OBTS throughout the prosecution-courts area, even including initial design for the Public Defender component.

#### Corrections-Rehabilitation

- (1) Plans will be developed to tie Department of Corrections Area 2 field office into the regional system.
- (2) Second Judicial Juvenile Probation will implement an information system for in-house use and for possible tie-in to the regional system.

1978

#### Regional

During this year it is anticipated the Regional CJIS Center will become fully operational with the supervisory board setting policy. Consideration will be given to expanding the local information system to include additional agencies or programs as deemed useful and necessary. Tie in of all subsystem programs to a regional system will be completed.

#### Law Enforcement

Expansion as deemed necessary and for which funding is available.

#### Courts

- (1) Expansion of PROMIS and District Court system as possible, and tying in courts subsystem to regional system.
- (2) Implementation of Magistrate Court system and tying into regional system, including Volunteer Probation.
- (3) Completion of Public Defender system and tying into regional system.

#### Corrections-Rehabilitation

Tie all probation elements into regional system.

1979

#### Regional

Regional CJIS in full operation with "spin-off" programs developing in terms of additional uses for agencies and regional system.

NEW CONCEPTS IN LAW ENFORCEMENT

INTRODUCTION

In 1974, the Albuquerque Police Department and the Bernalillo County Sheriff's Department obtained a better level of staffing and equipment for normal operation. Until 1974, police organizations within the metropolitan area - the Albuquerque Police Department (APD) and the Bernalillo County Sheriff's Department (BCSD) - were in severe need of equipment and manpower to bring them up to operational level.

(However, both departments are still below the national standard of 2.0 sworn officers for each 1,000 inhabitants, as established in the FBI Uniform Crime Report. The present strength of the APD is 493 sworn officers for an estimated city population of 277,800. Their present strength should be 556 sworn officers. The BCSD has 126 sworn officers for a county population outside city limits of 85,000 inhabitants. Their present strength should be 170 sworn officers. Both agencies need additional officers to bring them up to the national level of staffing).

Nevertheless, these two departments are now able to deviate from requests for normal operational needs and to use innovative planning for future departmental needs. Some areas that have been under consideration for planned expansion in the APD and BCSD include: (1) the Planning and Research Sections; (2) the number of Juvenile Officers in the Juvenile Sections; (3) creation of a combined evidence storage area for both agencies; (4) greater involvement in the Community Relations areas; (5) increased investigation of organized crime by the Intelligence Sections; (6) development of Career Programs; (7) changes in the curriculum of the APD Academy; (8) renewal of efforts to apply community resources for the reduction of crime through formal crime prevention and police support programs. This section of the 1975 Plan will deal with these and other new concepts in policing and law enforcement which are being tried in various localities across the nation.

### Police Standards and Goals

In 1974, the National Advisory Commission on Criminal Justice Standards and Goals, through its Law Enforcement Committee, recommended new standards for police officers and police departments. Among them were:

- (1) Active crime prevention efforts by police officers working with community leaders;
- (2) the diversion of juveniles, drunks, and mental patients from the Criminal Justice System;
- (3) the use of patrolman as the primary investigator for crimes which come to his attention;
- (4) the consolidation or elimination of police departments with fewer than ten full-time officers;
- (5) increased use of civilian personnel;
- (6) college education requirements for new police officers;
- (7) legislation authorizing police officers to obtain search warrants by telephone;
- (8) the continuing analysis of crime trends and development of special units to react to developing crime trends;
- (9) the establishment of different classifications and pay levels within the basic patrolman category;
- (10) the development of units within the police departments to work with prosecutors, courts, and corrections officials, and to follow specific cases and individuals through the Criminal Justice System.

Other items included affirmative action to achieve a proportionate percentage of minority officers that reflect the local region in which the officer operates, and a complete dissemination of any items that are newsworthy so that the local citizen can be kept informed of all police operations. These and other recommendations set the stage for innovation and change in law enforcement as well as for the expansion of local programs.

### CURRENT PROJECTS

Locally, law enforcement agencies have developed a number of current operating projects which hopefully are changing police procedure and improving the police image.

#### Police Community Relations

The APD Community Relations Unit has accomplished a great deal since its inception on October 1, 1968, as a federally funded project. Community Relations projects which have had a great impact on the community include one that involves police officers speaking to students in the public school system.

These speaking engagements are really rap sessions and cover just about anything that is of interest to the students. In the lower grades, 1 through 6, the Officer Bill Program has been very successful. This program instructs the elementary school children in safety and related matters and also tells them what to expect from police officers in the way of help. In an area closely related to students is the "Free Pass" project. This is a program for area patrol officers to give away free passes to the city's swimming pools.

In addition to the "Free Pass" Program, the Community Relations Section of the APD has been conducting seminars for businessmen on how to prevent commercial burglary. There have also been expositions on crime prevention at several of the city's shopping centers. These expositions are open to the general public and officers are there to discuss or answer any questions on the methods of crime prevention. Further, there is a program established by the Community Relations Section to give awards to citizens who have helped police officers or private citizens in the crime prevention area. And, there is an ongoing "Self Defense Class" for women conducted by the Community Relations Section Officers.

In yet another area, "The Concerned Convicts Project" is a program where police officers go to the state penitentiary and talk to offenders and try to get them reestablished in the community upon their release. Finally, there is, at the present time, a project underway to divert drunks, mental patients, and juveniles out of the Criminal Justice System. This involves the individual officer who notifies the proper agency when he arrests one of these persons so that the agency can pick up the person.

At the present time, the Bernalillo County Sheriff's Department does not have a unit devoted entirely to Community Relations. However, starting in January 1975, a new unit will be formed and in operation. Presently, the Planning and Research Section is handling this work.

During the past year, 1974, the Albuquerque Police Department, Bernalillo County Sheriff's Department, Metropolitan Criminal Justice Coordinating Council, and the New Mexico Locksmiths' Association have sponsored joint lecture teams to reach the public on matters of crime prevention. During these lectures, the APD has given presentations to the public on methods best used for internal security, such as alarms, Operation Identification, internal lighting, locks, and etc. The BCSD has presented the external part of the lectures which covers outside lighting, the use of fences, locks, and the implementation of the

"Neighborhood Watch Program", a program which utilizes neighborhood people to watch each other's homes while they are away.

#### Planning and Research

In the past year the APD Planning and Research Section has initiated many new and innovative projects. Some of these projects are ongoing from 1973, the majority, however, are new. The Community Development Act which is funded through revenue sharing is one such project. This project focuses on substandard neighborhoods which may not be receiving adequate city help, and helps research problems and develop alternatives such as better police protection, better street lighting, etc. Also, a family crisis intervention unit is in the planning stage, which will be implemented in 1975. A study is underway of possible bike pathways throughout the city. Further, building modification has been researched in 1974 for a better police approach to public needs. A revised traffic plan has been devised in the last year. A Police Reserve Program has been established and the first class is now in progress. Also in the final planning stage is the multi-use evidence room which should become operational in about the month of April 1975.

The BCSD Planning and Research section has developed a complete job description of all members of the department and is in the final stages of setting up a Community Relations Section. Also, during the past year an airplane has been adopted for increased police usage. In addition to their regular planning and research responsibilities, the BCSD planning section has worked very closely with crime prevention efforts of the Chamber of Commerce Crime Prevention Task Force.

#### Combined Evidence Storage Area

The replacement of sworn officers with civilian personnel is now in the planning stage and would be effective with the inception of the new Combined Evidence Storage Area. This program would release ten sworn officers the first year of operation, using bonded civilians as they are trained to assume evidence storage duties. This operation is the first of its kind for multi-agency use. In the first year of operation, the Evidence Storage Area would encompass approximately 6,000 square feet of storage area and would have room for future expansion. The area would contain about 11,000 items of evidence from various agencies. Anticipated users would be among the following: The Albuquerque Police Department, Bernalillo County Sheriff's Department, University of New Mexico Police Department, Albuquerque Public Schools Security

Division, Airport Police, New Mexico Livestock Board, New Mexico State Police, and approximately fifteen federal investigative agencies operating in the metropolitan area.

One of the innovative features of the Combined Evidence Storage Area would be the new Evidence Card Filing System. This system would be automated so when a piece of evidence was brought to the incoming Evidence Custodian, it would be key-punched with a code to show the type of evidence, date, hour, crime, officer involved, where it would be placed in the storage area (bin number), where it could be found, and any other information that concerned that particular evidence. When this evidence was to be retrieved, the key-punch card would give the above data. A feature of the machine to be used is that a card cannot be misfiled due to certain notches that are cut into the card upon initial punching of the card. At the present time, at both the BCSD and APD, all evidence is cataloged on hand-written cards.

#### Arson Investigation

The field of arson has long been overlooked as a crime against property. In fact, arson is a multi-million-dollar-a-year crime in the metropolitan area. During 1974, there was only one trained Arson Investigator who was responsible for investigation of arson in the entire metropolitan area. During this time, there were 350 arson-related fires that could not be investigated due to the lack of trained personnel and equipment. At the present time, two investigators have been assigned to the Arson Unit by the City of Albuquerque. Equipment is being purchased for the Unit with money from a federal grant. The two additional investigators are now in training, and an Arson Unit has been formed. Arson increased over 200 percent in 1974 compared to 1973, and there are indications of an even greater rise in the coming year. The newly formed Arson Unit will be able to better cope with the large number of arson cases.

#### NEW CONCEPTS

In the past year, many new and innovative ideas have been developed in police departments in the nation. Some of these were developed for certain size departments and for certain demographic and geographic locations. However, all have merit. The following are a few of the better operational plans put into effect in the last year:



### I. Partial use of Blazers by Police Personnel

- a. The use of blazers by Police Personnel has had some positive effects on certain segments of the community. Blazers worn by the APD School Detectives have shown that youth seem to have a better rapport with the officer who is not in the duty police uniform.

### II. School Police Unit

- a. In the past year, more departments are instituting police school units. These units are self-operating units, usually headed by a captain. The United States Department of Justice states that a department of over 400 employees should assign a full-time officer to each junior and senior high school within its jurisdiction to teach classes on the role of the police and also serve as a counselor.

When possible, every police agency should participate in government and civic classes offered in local and evening adult schools and community colleges. The school unit should have additional training above the normal training required for all police officers. This area of training should develop around proven ideas in the juvenile and youth areas.

### III. Instruction at the Police Academy

- a. In the last several years, it has become more apparent that police training that has been considered adequate for the last twenty years does not produce a policeman that can handle the problems that he will be called upon to handle today. The National Clearinghouse on Criminal Justice Planning has found that 80 percent of all routine police work is sociological in nature where only 20 percent is what has traditionally been considered strictly police work. The theory has been advanced that academy training should be restructured to bring it in line with this policy of 80 percent sociological and 20 percent police subjects. The basic instruction would include such courses as: "The Family," "Social Research," "Social Communications," "Introductory Social Justice," "Family Crisis Intervention," and other areas dealing with the field of Social Service.

### IV. Police Manpower

- a. All police agencies should strive to upgrade educational standards for police personnel "to insure the selection of personnel with qualifications to perform police duties properly."
- b. At the present time, every police department should require immediately, as a condition of initial employment, the completion of at least one year of education (thirty semester hour units) at an accredited college or university, or require otherwise qualified personnel to obtain the credits within three years of initial employment.  
A recommendation by the Department of Justice stated that by 1975, every police agency should require two years of college for initial employment, three years by 1978, and four years by 1982.
- c. A minimum set of requirements should be established for all police personnel within a state, and these should not be waived. Basic police training should consist of 400 hours as a minimum. This training should include inter-personal communications (as noted above), which is very much in line with the role the police officer will play once he has been assigned within the community.

### V. Career Development

- a. The implementation of a plan within every department for the development of career potential should be developed. Some areas that could be explored by an aggressive department might include:
  1. Classification and pay and multiple pay grades within a rank;
  2. Equality between patrol officers and investigators;
  3. Parity in top salary steps between patrol officers and nonsupervisory officers assigned to other operational functions;
  4. Proficiency pay for officers who have demonstrated expertise in certain fields that contribute to more efficient police service;
  5. No discrimination towards patrol officers which are truly the backbone of the department.

## VI. Police Precincts

This area of precinct planning has been under study by both APD and BCSD for the last several years. Some problems that could be solved by having police substations are:

- a. On the relief of a shift, personnel would not have to come to the police station to be relieved. At the present time, many extra miles are driven to change reliefs.
- b. At the present time, any person who is booked must be brought to the main station for this purpose. Booking at substations would save much time and expense.
- c. The citizen could be saved time and expense in reporting any complaint by having a substation in his subsection of the city or county.

It is anticipated that within the next five years, substations will be a reality.

The National Advisory Commission on Criminal Justice Standards and Goals states:

Community leadership appears all too willing to delegate (or default) its responsibility for dealing with antisocial behavior. Eventually, that responsibility is assumed by large public agencies... (The extremely expensive services of these agencies) never seem to catch up with the need. They come too late to be "preventive" in the most desirable sense of the word. Moreover, the policies are controlled from political and administrative centers far removed from the "grass roots... where delinquency and crime originate through obscure and complex processes." Secondly, the distance between City Hall or County Courthouse and neighborhoods is often considerable. As a result, the delivery of services may be slow, communications channels may be cumbersome, and policy-makers may be unaware of the real needs of neighborhood areas. Moreover, highly centralized decision-making may deter a citizen from participating in crime prevention efforts.

### CRIME PREVENTION

One of the largest and most important of the newer concepts is citizen involvement in crime prevention. The best results in crime prevention on a

national level have come from the ideas of local citizens with federal, state, and local government funding providing the needed technical assistance. The basic premise is that our metropolitan areas, neighborhoods, highways, parks, homes and commercial establishments should be safe places for all persons at all times. Crime prevention affects many parts of the Criminal Justice System. As an example, if one person is deterred from committing a crime, (1) the victim has been spared physical or monetary harm; (2) the necessity of an arrest has been eliminated; (3) a court case has been prevented; (4) incarceration is not necessary; (5) probation workload is reduced; (6) the number of persons in the state penitentiary is reduced. The National Advisory Commission on Criminal Justice Standards and Goals states the four main priorities for reducing crimes are:

1. Preventing juvenile delinquency;
2. Improving delivery of social services;
3. Reducing delays in the Criminal Justice System process;
4. Securing more citizen participation in the Criminal Justice System.

The report of the National Advisory Commission on Criminal Justice Standards and Goals further states that the community crime prevention programs are many and varied. However, certain activities are believed to reduce crime. A few are:

1. Renovation of slums;
2. improvement of schools;
3. jobs for unemployed;
4. counseling of troubled young people;
5. action by private citizens;
6. individualized community drug abuse treatment services;
7. physical design of buildings, parks, and thoroughfares to reduce criminal opportunities;
8. ethical codes of conduct for government officials.

In developing a Crime Prevention Program for the Albuquerque metropolitan area, many things must be considered. The most important requirement is that citizens of the community get involved. Police and Sheriff's Community Relations Sections cannot cope with crime prevention without the help of citizens.

There are many crime prevention needs which can involve citizens. Among them are:

### The Family and Crime Prevention

Every police officer will agree that the most difficult problems he has to handle are those involving his contacts with people. The reasons for this are well known.

In dealing with juveniles the effectiveness of the courts or police can be directly linked with the following:

- Home environment
- Social setting of neighborhood
- School district
- Income of parents
- Reaction to police (friend or foe)
- Income level of neighborhood

All of the above contribute to the problem of crime. However, one of the most critical areas in the criminal justice system is the juvenile problem. Percentagewise, the number of juvenile crimes far outweighs the number of adult crimes (number arrested). Looking closely at the juvenile crime problem, there is a direct relationship to discipline in the home. Starting at an early age, the present generation of delinquent youth has not been exposed to the home discipline that was apparent in preceding generations. Much of society today depends on agencies to discipline their children or youth. This starts with kindergarten and progresses through elementary school, junior high and high school. The average parent today will blame all elements of society for the actions of his children except (the most important) home and parental guidance and discipline. In plain words, parents do not want the added responsibility of disciplining their children.

It then becomes apparent that if the juvenile problem today is to be dealt with, it must start in the home. The family is the base of society and the undisciplined children who end up in trouble and who stand before judges' benches and inhabit juvenile institutions are really there because of lack of discipline in the home. Therefore, the first line of crime prevention must be the family. With the correct discipline initiated in the home, it is a certainty that a direct correlation will be found in a reduction of the overall juvenile crime problem in the metropolitan area.

### Juvenile Crime

In Metropolitan Albuquerque, the specific crime of "crimes against property" is still in the number one position of all crimes committed, and over 50 percent of these crimes are committed by juveniles. Statistics indicate that juveniles comprise over 50 percent of persons arrested for all crimes. There is no clear answer as to why the juvenile crime rate is so high in relation to other age groups. However, there is a definite need for help in reducing juvenile crime. At the present time, there are not enough agencies to offer help in the areas most needed by the juvenile. A great majority of juveniles arrested are school dropouts. The reasons of dropping out are many and varied. Some areas where the juvenile could get help need strengthening. To cite a few of these areas where the juvenile could receive help:

1. An agency for counseling the juvenile on how he or she could return to school;
2. job counseling;
3. drug counseling.

To briefly summarize the juvenile problem, it appears that there is no adequate referral service for juvenile needs once they have left the school system. Since the juvenile does not have the same opportunities as the adult, the path of least resistance is taken, and it may be the path to becoming a criminal or toward criminal-related activities.

One way to reduce juvenile crime is to reduce the number of school dropouts. A plan which is currently in the planning stage would involve using the Albuquerque Public Schools in the afternoons and at night for community activities and classes in areas that are most desired by juveniles. This program would be implemented in the mid-level schools (junior highs) on an exploratory basis. It would interest potential dropouts through classes they would like to take that are not provided during the regular school day. These classes would be more job oriented than the present academic classes. An example of these would be classes on electrical wiring, plumbing, carpentry, jewelry making, food preparation, sewing, home making, home construction, and others of interest to the potential dropout. It is felt these type of classes would serve two purposes: (1) it would give the juveniles of the metropolitan area a chance to explore areas that would be beneficial to them on the job market; (2) it would give the community juveniles a place to expand their energy besides the local hangouts and the parks. Since approximately 58 percent of those arrested for all crime in the metropolitan area are juveniles,

it is hoped that a project such as this would reduce the overall crime rate, by either persuading children not to drop out of school, or by equipping those who do, to better provide for themselves without having to resort to crime. Finally, by occupying children after school hours, it would reduce neighborhood crime rates and vandalism.

An example of a pilot project in this area is the McKinley Junior High Project. This is a program that was implemented two years ago with the idea in mind of reducing vandalism and juvenile crime. An overview of that program was outlined in The 1974 Albuquerque/Bernalillo County Criminal Justice Action Plan in surveying the high crime rate in the metropolitan area, it was found that approximately 58 percent of all crime was attributed to youth and juveniles. With the above in mind, the next step was to develop a sound program that would appeal to youth in the metropolitan area. It was felt this type of program should be targeted toward reducing crime in areas of high juvenile crime related incidents. The most logical place to start was where youth are located in the largest numbers, this would be the schools.

To prevent delinquency there must be an alternative. One such alternative would be to use the APS classrooms in the mid-level schools to instruct classes in subjects youth want. In a cross sampling of junior high school pupils (mid-level), it was found that a great proportion would like classes that are job oriented and not in the same academic areas as taught during regular day classes. Further, it was found that from the hours of 2:30 P. M. until 10:00 P. M., there was no recreation or other activities available to the majority of youth. Only a small percentage use the schools at night, and this is for the athletes. Thus, the current use of schools after hours is geared to a small number of students and youth. To give all youth of the metropolitan area a useful outlet and to prevent delinquency caused by an abundance of time that cannot be spent constructively, classrooms should be used for a greater period of time each day.

As was brought out in the McKinley Jr. High Project, schools provide availability of resources and facilities for dealing with youth. Such facilities and resources are not available from any other agency. With the foregoing in mind, a project is now in the planning stage to implement a program that would appeal to youth, and at the same time

1. Further their education
2. Develop job understanding in certain areas not covered in normal school instruction

3. Prevent or reduce delinquency
4. Change bad environmental habits
5. Strengthen the learning process
6. Reduce the community-crime situation
7. Improve job potential upon graduation.

All of the foregoing can be accomplished by increased participation by youth in classes that are job oriented and taught between the hours of 2:30 P. M. and 10:00 P. M. during the school week. The program should be student planned with the help of school personnel and recreation instructors.

At the present time, the AFL-CIO is working on a number of apprenticeship programs that could be taught in this after hours school. Also, many other courses are in the planning stage. This program would offer a wide range of course content that would attract all children. It is tentatively scheduled for implementation September 1, 1975.

#### Operation ID Expansion

The Operation Identification Program operated by the Albuquerque Police Department has now been functional for two years as a major crime prevention effort. This program has been very effective in combating property crime. In a recent survey, it was found that persons who had registered with the Operation Identification Program had been victimized 70 percent less than those not in the program. The basic idea behind Operation Identification is for a person in a household to mark all items of value with his Social Security Number, using an electric engraver. He then notifies the Albuquerque Police Department with a pre-punched card which is then filed in a computer system. In the event his household is burglarized and his property is recovered, it can be returned.

An innovative extension of this program would be to contact all major suppliers of TV sets and other expensive electrical and electronic items (distributors such as Wards, Sears, etc.) who are retailers and try to interest them in providing the service of inscribing purchasers' Social Security Numbers on the items at the place of purchase. As a further service, the dealer would then forward the index card to the Albuquerque Police Department. Such a service could be used for promotional purposes and would constitute an additional major step in trying to get as widespread coverage as possible of the Operation ID Program.

#### Mini City Halls

One area of crime prevention that has worked well in other large metro areas has been the system of having mini-city halls. These constitute small

offices in different areas of the city staffed with city personnel from all parts of government that can address any complaint a citizen has. By being readily accessible, persons report more problems than they would otherwise report if they had to go a great distance to do so. An example of the type of complaints that would be handled by a mini-city hall would be: police protection, water bills, garbage pick up, or any legitimate complaint. This plan gives the citizen a feeling of belonging to the government instead of being run by it. It lets the citizen become involved.

#### Additional Prevention Programs

A more thorough study must be made of the total crime picture to be able to provide prevention assistance in other needed areas. At the present time, there is no agency or group performing needed research in regard to:

1. Crimes against the senior citizen;
2. Community lighting;
3. Commercial Burglary;
4. Prevention of sex crimes;
5. Juvenile vocational training;
6. School dropout and alternative programs;
7. Building codes for the metropolitan area should be revised to reflect that security systems would be part of the actual construction of all new commercial and residential buildings.

If these areas were supported by a strong community involvement for prevention efforts, fewer crimes might be committed in the metropolitan area.

#### Conclusion

This section has dealt with new and innovative projects that will help Law Enforcement Agencies better represent the citizen in every day law enforcement. It has also dealt with the proposed development of the concept of citizen participation in order to identify some of the forms that citizen involvement should take so that local government can increase citizen involvement and improve public service administration for the betterment of the community. As stated by the National Advisory Commission on Criminal Justice Standards and Goals, "Law Enforcement is not a game of cops and robbers in which the citizens play the trees." There are still many areas that we must have citizen involvement if we are to succeed in lowering our crime rate. Without this citizen input, crime will continue to climb and make new inroads.

#### IMPROVING PROCESS THROUGH MECHANIZATION:

#### A LOOK AT ALBUQUERQUE/BERNALILLO COUNTY COURTS, PROSECUTION AND DEFENSE AGENCIES

#### INTRODUCTION

The purpose of this section is to build a greater base of information about the Courts, Prosecution and Defense Systems in Albuquerque/Bernalillo County as regards the uses of mechanization to improve the process. Generally speaking, to mechanize means to equip with machinery, particularly to replace human (or animal) labor. This section surveys and discusses some specific uses of mechanization, such as computers, microfilming, court reporting methods, and several other forms. This section avoids conceptual designs.

A "developmental plan" is included in this section. This plan is simply a projection of anticipated areas of mechanization and rough cost estimates over a five-year period.

Inherent in this section is the idea that before mechanization can be used in any circumstance, an established routine or process must be present which are smooth and consistent. Case control should be present by means of index and file systems. The operations of the system should be orderly or regular so that they can be adapted to machinery. In some situations, this routine is present; in some situations, an analysis of work flow and procedure is needed. This section does not attempt to analyze and establish methods of procedure where needed.

It is also assumed that when properly and appropriately used, mechanization can increase the efficiency and manageability of the system. In the Courts, Prosecution, and Defense Systems, increased technology becomes a better management tool. Because processes become quicker, there is a better and more efficient use of personnel time and, consequently, better service to the public.



This section also attempts to survey and discuss the different components of electronic data systems technology in the area of courts, prosecution and defense agencies.

#### Scope

This section intends to provide information specifically applicable to the following systems: The Second Judicial District Court, the Bernalillo County Magistrate Court, the Albuquerque Municipal Court, the Second Judicial District Attorney's Office, and the District Public Defender's Office.

#### Methods

In ascertaining what methods of mechanization would be appropriate to the Courts, Prosecution and Defense Systems, the writer met with individuals, such as presiding judges, court administrators, chief clerks, office managers, assistant district attorneys, and the Public Defender from the aforementioned agencies.

Additionally, information was solicited from court systems in other states, the National Center for State Courts, The American Judicature Society, Continuing Legal Education of New Mexico, Inc., and other persons involved in research in the Courts, Prosecution and Defense Systems. A literature search for appropriate information was also conducted.

The rest of this section addresses the findings.

#### INFORMATION SYSTEMS - COMPUTERS

Information systems is the commonly used term to describe the use of Electronic Data Processing (EDP). The storage and retrieval of information is only one function of electronic data processing equipment. The information itself becomes an effective management tool for both operational and planning data. The use of EDP in technology-deficient Courts, Prosecution and Defense Systems is becoming increasingly significant. Standard 11.1 on Courts from the National Advisory Commission on Criminal Justice Standards and Goals reports:

"There should be available for all high-volume Criminal Justice Systems computer services adequate to perform functions, such as multiple indexing, jury selection, and case scheduling. Provision should be made for input and access by all participants in the court process, including the prosecutor and public defender, as well as the court itself."<sup>1</sup>

Today, as more data is accumulated, attempts to synthesize and analyze become increasingly difficult. At this point, automation of information becomes a reasonable and necessary step.

The workload in the Courts area is growing at an accelerated rate in the metropolitan Albuquerque area. Figures from The 1974 Albuquerque/Bernalillo County Criminal Justice Action Plan show that from 1962 to 1972 the number of criminal cases filed increased 218 percent in the Second Judicial District Court. In Magistrate Court, criminal cases filed increased 38 percent from 1971 to 1972. From 1972 to 1973, the number of misdemeanor cases in Municipal Court increased 10 percent. Trials also increased in the District Attorney's Office by 37 percent from 1972 to 1973. Therefore, the keeping of statistics is becoming increasingly important. The National Survey of Court Organization reports that a sizeable proportion of the 17,057 courts in the United States keep statistics on cases filed (73 percent), terminated (70 percent), and pending (62 percent). Only 57 percent keep statistics on the disposition of cases. New Mexico courts appear to be significantly advanced in court statistic keeping and have developed detailed caseload and disposition statistics, as well as court delay and other statistics.

Already, widely developed in this country are such information systems as Computerized Case Histories (CCH) and Offender-Based Transaction Systems (OBTS). On a national level, the SEARCH Symposium in New Orleans in 1972 pointed out information systems in the Courts area have only scratched the surface and there is much to do. However, before approaching automated systems, they should be conceived in total, have a design schedule which will permit modular implementation, gradually automate as it becomes economically feasible, and be structured to permit its control by designated information system personnel.

#### Courts

Before describing the various functions of EDP, it should be noted that any information system must realize and serve statutory, operation, administration, and interface requirements. Keeping these requirements in mind, information systems in the Courts could address the following kinds of information:

- Case filings
- case settings

<sup>1</sup> pg 217. Courts, National Advisory Commission on Criminal Justice Standards and Goals.

- motions and other pre-trial material
- postponements
- time periods between major stages in adjudication
- status of cases in progress
- conflicts
- case history information
- dispositions
- dispositions by case and type
- filing and disposition rates
- bond settings
- appeals
- judicial workloads
- juror utilization and management
- courtroom utilization
- courtroom schedule
- payment of fines, court costs, and resolutions imposed by courts
- cash accountability
- attorney schedule
- docketing

In the Courts area, the use of EDP can become an effective management tool. One example is that such information as periodic disposition rates by proceedings, attorney conflicts, judge and courtroom schedules, total time for proceedings, ages on pending cases, etc., can all lend information to permit efficient calendar management. Although computers serve important functions in court administration, a fully-developed information system could also provide feedback to a judge on results of treatment, as well as available sentencing alternatives.

One successful program on the use of computers in courts is in Harris County, Texas, which recently adopted jury selection by computer. A comparison of jurors by the computer and by mathematical distribution revealed less than 0.05 percent variance. Keeping track of jurors, paying jurors, and informing jurors of selection, are all done by computer. Additionally, attorneys are given printouts with information about each juror and are not allowed to ask questions during voir dire already answered by the printout.

The District Court is currently developing an information system. They have been using County data processing batch method for jury selection, statistical, and other reports. Plans are now underway to expand EDP functions to put the District Court on-line and begin docketing and other time-consuming business. An LEAA grant has been submitted by the Second Judicial District Court to specifically expand the present limited contracted computer services to on-line data entry and data retrieval. The system would specifically provide: transaction editing and update, transactional maintenance including

# CONTINUED

## 2 OF 3

backup and reports containing an audit trail, listing of roll of judges and attorneys, monthly caseload reports, individual case history keyed by case number, list of cases involving a given plaintiff or defendant, and schedule conflict analysis. Also included in the proposal would be selected sorted listings, such as: cases before each judge grouped by attorney, cases before each judge grouped by type and age, all cases grouped by attorney, all cases grouped by type and age, and cases selected by status, i.e., active, inactive, reinstated, purged, etc.

A long range objective of this project is to promote and improve uniformity in the state's Court System and greater coordination on a regional basis by local criminal justice agencies through the use of uniform and mutually useful data generated through expanded electronic data processing.

The Albuquerque Municipal Court is currently using EDP equipment to accomplish such clerical tasks as dockets, warrants, advisement letters, and statistical reports. This information system includes a line into the computer used by the Motor Vehicle Department.

#### Prosecution

Prosecution information systems could address the following kinds of information:

- Attorney assignment
- pending charges
- pleas
- witnesses
- identification of all parties involved
- court arraignment settings
- court trial settings
- individual case history
- personal data
- custody information
- offense details
- attorney case load statistics
- court statistics
- case status reports
- charge statistics
- aggregation of empirical data to reveal crime trends, etc.

#### The Promise of PROMIS:

For some time now in the Second Judicial District Attorney's Office, mass production has superseded the traditional practice of a single attorney preparing and prosecuting a single case from inception to disposition. An information system called PROMIS (Prosecutors' Management Information System)

has been specifically designed to cope with problems that are endemic to large urban prosecution agencies.

PROMIS' unique feature is that its major goal is to give visibility to the differences in the importance of cases and to insure even-handed and consistent justice. PROMIS automatically rates each case according to standardized criteria about the gravity of the crime through and measurement of the amount of harm done to society (the Sellin-Wolfgang Index) and the prior criminal record of the accused (Revised Gottfredson Base-Expectancy Index). These ratings make it possible to prioritize the more important cases for intensive, pre-trial preparation and also assure that cases of equal gravity receive even-handed treatment.

The Second Judicial District Attorney's Office is currently looking at the PROMIS System for that office. Many details need to be looked at but rough estimates indicate that the development, programming, and first-year use will run approximately \$115,000. Maintenance costs will be approximately \$40,000 per year.

Currently, the District Attorney's Office is using computerization by batch method to provide printouts on information from questionnaires given to jurors and witnesses. These printouts provide answers to certain questions from those jurors and witnesses who participate in criminal jury trials.

#### Defense

Information systems in defense agencies have not received much attention among all the excitement about EDP for the courts and prosecution. This is probably due to information systems thus far have been largely used by law enforcement agencies, public defender systems are relatively new, and a great deal of defense is done by private attorneys.

However, the area for systems improvement for the defender could be similar to those of the prosecutor. The greatest value would be in access to more comprehensive individual histories and treatment precedents to support a legal case. Also, computerized legal research would be useful as discussed below. Information systems could be used to determine the relative effectiveness of private counsel, publicly-appointed counsel, and public defender systems.

#### Management

More and more personnel are being used to perform mechanical tasks, and often analysis and evaluation are being neglected. Using EDP, evaluation of

updated facts and information may be made. Consequently, planning can be based on verifiable information rather than surmise and guesswork. EDP can relieve managers of a vast amount of detailed administrative work. A study by Donald R. Shaul found that the use of EDP changed management functions so that more time was allowed for planning activities and less time was needed in controlling activities. Additionally, EDP expanded the scope of the managerial position and allowed for more time in directing.

The use of EDP also is important in the use of all personnel time. Instead of performing routine and mechanical tasks, human skills are employed in such a fashion as to maximize the returns from energy expended. Additionally, to develop the talents of the human being within the bureaucratic process is to maintain his dignity.

#### Special Considerations

The following considerations should be kept in mind when developing information systems:

- (a) Control and security of information should be given much attention. Privacy considerations and information on cases, defendants, and personal data must be carefully controlled. Information must be readily accessible to those who require it, but also access must be limited. This is particularly a consideration when the information system of one agency is tied into an information system of another agency. Methods of control can vary. The use of specific codes would allow access of information to specific persons knowing that code. An information systems officer could serve as the single point of contact to automated files. Control at the data element level can be maintained through an Information Profile that defines specific data elements that any particular agency is allowed to access automatically. Attention must be given to the protection of individual civil liberties in the operation of large information systems.
- (b) There is a need for close coordination between court personnel who are unfamiliar with data processing capabilities and data processing personnel who are unfamiliar with the activities and needs of the courts in developing information systems. Operational personnel need to be developed with a balance of knowledge in both areas.

(c) Cost factors and funding of information systems are a most certain consideration. In a number of states, federal money through LEAA has been available for development efforts. However, for the continuous operation of the system, the State would be requested for funds in District and Magistrate Courts. The City of Albuquerque has been largely financing the information system in Municipal Court, although originally it was partially funded by LEAA.

(d) It is also important to avoid duplication of information storage by different agencies.

Information systems are not cheap. An estimate figure for an information system in the Second Judicial District Court will run approximately \$48,000 the first year. This price includes the leasing of equipment, development of the system, and one programmer. Operation costs could run between \$31,000 and \$42,800 each succeeding year depending on enhancement costs.

#### Computerized Legal Research

The term "computerized legal research" or "automated legal research" refers to legal research done with the aid of a computer facility. The way the system works is that all or most information regarding the resolution of a legal problem is typed into a central data bank. Queries into this data bank can be made via terminals which can project the desired documents page-by-page into a screen for review. One great advantage besides the speed of information readily available is that many locations can be serviced by a single central data bank, and lawyers and judges in remote areas can have access to excellent library facilities.

However, some disadvantages exist. The National Advisory Commission on Criminal Justice Standards and Goals feels that the use of computers in automated legal research has been largely disappointing due to the differences between the language of the law and the language of computers. Working with a well-equipped data bank, carrying opinions, decisions, citations, texts, and articles, a researcher may specify a key word and get thousands of references to review. However, if the researcher subdivides his interest and specifies other key words, he will probably narrow down his list of references but with no assurance that the important or cogent references have not been missed. The

"inability to define exactly what one needs in terms that a computer can understand is a major failing in automated legal research."<sup>1</sup>

Additionally, it should be noted that if the computer can aid in the location of a case, only the attorney can make an evaluation and determination on its usefulness. The attorney himself must still read the case.

In New Mexico, the Continuing Legal Education of New Mexico, Inc., has been reviewing the possibility of establishing a legal research data bank in the state. Such a bank could readily serve the Albuquerque legal community by having available all information pertaining to the resolution of legal problems stored in the bank.

#### MICROFILM

A major problem facing courts, prosecution and defense agencies is proliferation and accumulation of records. The magnitude of records in the day-to-day work load of the agencies, when added to records accumulated over the years, has pushed storage space to the limit. Public agencies, who are required to keep a great deal of records, find that microfilming allows for quick retrieval of the records, reduces storage space, and aids in the orderly handling of case files.

Microfilming is the method of putting records on a film at a greatly reduced scale. Microfilm makes retention easy to handle by reducing bulk by 98.2 percent. Printers provide the capability of returning a copy of the original in the form of hard copy paper printout. The use of microfilm has progressed from a simple method of preserving documents and reducing storage space to a more complex system of providing instantaneous recording of documents to meet the demands of high speed retrieval and distribution programs.

Through grants from the Law Enforcement Assistance Administration, microfilming projects have been underway in the Second Judicial District Court, the Albuquerque Municipal Court, and the Second Judicial District Attorney's Office. The need for microfilming in the District Public Defender's Office has not yet been realized since the accumulation of records in that office has not been so great in one-and-one-half year's existence. However, there still remains a great need for a microfilming system in the Bernalillo County Magistrate Court. A proposed project in Magistrate Court would address problems of paper flow, including easy accessibility and retrieval and problems of storage. Reductions of clerical retrieval time by 65 percent and of stor-

<sup>1</sup>National Advisory Commission on Criminal Justice Standards and Goals, Courts. Russell W. Peterson, Chairman. (Washington, D. C., 1973), pg 215.



age space by 95 percent are anticipated. There is an approximate backlog of 500,000 documents to be microfilmed. Such a system would cost approximately \$12,200. Total costs of microfilming projects funded in District Court in 1972 was 12,600, in Municipal Court in 1973 was \$10,250, and in the District Attorney's Office in 1974 was \$7,400.

With the expanded use of microfilming, the agencies involved should perhaps research the possibilities of a joint microfilm processing center for considerable cost savings.

#### Microfiche

Microfiche is the same technique as microfilming but the film is in sheet form. It is being used predominately for legal publications and books. Approximately 300 printed pages can be reduced to fit on one small sheet of microfiche. A small reader is required. This method of putting documents on sheet form is becoming increasingly important because it saves space and is approximately 30 percent cheaper to purchase than paper forms. The use of microfiche may prove to be important to the courts, prosecution, and defense agencies, law libraries, and all persons involved in legal research as space and money for publications becomes increasingly tight. Of particular interest is the possibility of the use of microfiche to put one complete case file on one small card for easier accessibility, reproduction, and storage.

#### COURT REPORTING SYSTEMS

All courts of record use some method of recording testimony and producing an official record. Currently, there is a substantial interest in modifying or replacing current techniques. The greatest interest appears to be in time-saving recording methods that would cut the delay in cases that are appealed. Additionally, there have been difficulties in retaining qualified court reporters and costs in preparing transcripts rise yearly. Several factors should be considered in any court reporting system: Laws and rules governing the production of the record; the total time required to produce a transcript; the cost of system maintenance; ease of appellate review, etc.

A study published in 1971 by the National Institute of Law Enforcement and Criminal Justice overviews established an experimental method of court reporting. All current methods of producing the court record consist of recording the court proceedings, translating the notes back to English if shorthand is used, and typing the transcript to produce a clean official record. All of the operations are time consuming. Currently used systems

include stenotype, manual shorthand, closed microphone recording (single track), audio recording (single track), audio recording (multi-track). All of these methods have advantages and disadvantages inherent in them and will be discussed exclusive of costs and preparation times. Stenotype, manual shorthand, and closed microphone recording are the predominant methods of court reporting used in the Second Judicial District Court and the Grand Jury. The other courts considered in this section, the Bernalillo County Magistrate Court and the Albuquerque Municipal Courts, are not courts of record and do not keep records of court proceedings. Transcripts of court proceedings in District Court are of great interest and use to the District Attorney and Public Defender Offices.

#### Stenotype and Manual Shorthand

Both stenotype and manual shorthand are advantageous in that the reporter can read back earlier testimony and also record interjections during read-back. However, in both systems, the recording notes cannot be used as the official record since they are understandable only to the trained reporter, the accuracy of the record is reporter dependent, the capability of recording simultaneous speech is limited, a translation step is necessary, and the reporter must watch the shorthand pad rather than the speaker.

#### Closed Microphone Recording

In the closed microphone method of reporting, sometimes called voice writing, the reporter repeats what is said into a microphone encased in an insulated "mask" arrangement which prevents the reporter from being heard. This method is advantageous in that a recording can easily be understood by anyone and could be used as a court record, and a translation step is not required for the production of a transcript. However, in this method, again the accuracy of record is reporter dependent, the capability of recording simultaneous speech is limited, and interjections during "playbacks" cannot be recorded unless extra equipment is available.

#### Multi-Track Voice Writing

Recently, the National Center for State Courts published a document on evaluating multi-track voice writing. In this method, the reporter dictates in court the official verbatim record of proceedings on tape and the voices of participants are simultaneously recorded on a different track of the same tape. It is a refinement of the closed microphone recording system in that microphones are used by each of the different speakers. The reporter fills in all information necessary for the final transcript, including identification of partici-

pants, punctuation, non-verbal activities of participants, and other information required to produce the official transcript. The report concluded that this particular method reduces transcript delays while attaining high transcript standards. Major advantages are lower transcript costs, faster production of transcripts, faster training and higher proficiency levels of new reporters, better court control of transcript process, and independent verification of the record.

#### Audio Recording (Single Track)

This method of recording produces a one-track tape from microphones strategically placed around the courtroom. Advantages are the same as a closed microphone recording system. However, disadvantages are that interjections made during "playbacks" cannot be recorded unless extra equipment is available, there is difficulty in separating simultaneous speech, a monitor is desirable to aid in speaker identification, and there is difficulty in obtaining an optional microphone combination to insure clear recording.

#### Audio Recording (Multi-Track)

In this particular system the sounds picked up by microphones placed strategically around the courtroom are recorded on separate tracks. A typist can then transcribe the material on the tapes. Major advantages of this system is that the recording can be used as a record, a translation step is not necessary if a transcript must be prepared, simultaneous speech is generally separable, speaker identification is aided. Again, a principal disadvantage is that extra equipment is needed for interjections made during "playbacks".

Currently, through a Law Enforcement Assistance Administration grant, the Administrative Office of the Courts plans to install a multi-track audio recording system in one courtroom of the Second Judicial District Court. This system intends to use separate sound tracks recording from each of the principal participants in a trial and transcription will be available in either mixed channels to reproduce all four channels at once or selective for one channel at a time. Estimated total costs for such a system is \$13,333. The project is to be evaluated on ascertaining the accomplishment of the objectives to improve the quality, quantity, costs, and speed of the collection of trial proceedings in the Second Judicial District Court so that the appeals process may be improved.

#### Computerized Court Transcripts

In this method of court reporting, the reporter uses a special stenotype machine which records the notes on paper and also on magnetic tape. The computer is programmed to match stenographic notes with entries in a general purpose main dictionary. Additionally, a sub-dictionary for the reporter's own notations and a special glossary for unusual names and terminology are used. The computer translates the notes into English and prints the record. This record is edited for errors and second printing produces a perfect record. The greatest potential of this system is in reducing transcript preparation time.

Currently, the 19th Judicial District of Louisiana in East Baton Rouge Parrish is applying for \$130,289 from the Law Enforcement Assistance Administration to develop a computerized court transcript system. After the system is established, a savings in excess of \$20,000 per year is expected. Most costs savings will be due largely to reducing the present six hours of out-of-court time for every one hour of in-court time to approximately one and one-half hours out of court to each hour in court.

The National Advisory Commission reports that initial investment in terminals, software, and training would offset any short-run cost reductions. Long-run reductions in cost would be significant due to a decrease in appeal preparation time and effort.

An initial cost savings might be had by using a central computer facility in a state, or a region of several states. A computer used for other court administration purposes could be used as a central processor. However, the development of an extensive stenotype dictionary and per-unit cost of a magnetic type stenotype terminal could be high. Outside of high cost factors, this method of court reporting appears to be highly reliable and feasible for high volume courts.

#### Audio-Video Taping

Audio-video recording systems certainly can provide the most faithful reproduction of courtroom events. The recording captures not only what was said, but also the manner of expression. Such a sophisticated system would require skilled operators and perhaps the use of several cameras to visibly record all participants and also allow for close-ups for individual testimony.

Statutory and court rule limitations, as well as costs, are the greatest obstacles to the use of this medium for recording court proceedings as the record for appeal. Before videotaping can be used, there is a need for the

adoption of statutes or rules which permit the use of a camera in the courtroom and allow for a video tape transcript to replace the typed transcript as the official record. Additionally, appellate rules need to be established for use of video record on appeal. One difficulty might arise in whether the Appellate Court should go beyond its judicial role as reviewer of questions of law, since the video record would capture the demeanor of a witness.

#### MISCELLANEOUS MECHANIZATION

There is a whole variety of information about different types of machinery that can be used in courts, prosecution and defense processes. These are often unrelated to each other and fit into different parts of different processes. This part of the section attempts to briefly overview other mechanization tools in the courts, prosecution and defense agencies.

#### Video-Audio Support in Criminal Cases

Previously discussed was the use of video equipment in making an official record of court proceedings. However, video support can also be used for the recording of witness testimony/deposition, recording of evidence, and pre-recording of trial for presentation to the jury. However, the use of the video medium in criminal courts raises many issues and questions which are yet to be resolved. Before the video medium can be used, additional information is required. Legal issues must be resolved. The use of such equipment may require a re-draft of statutes and court rules. Operational and procedural problems must be resolved. Cost effectiveness must also be determined. It may be necessary to define and elaborate legal, technical, and financial procedures.

Videotapes are currently being used in Municipal Court in driving while intoxicated (DWI) cases. In this particular situation, a videotape is made of a person suspected of a DWI offense going through a series of tests. If the person is then formally charged, the videotape is used as evidence at the court hearing.

Audio recording of depositions and preliminary hearings is probably a less expensive alternative, but has many of the same legal problems of video recording. The use of tape recording equipment has already had an impact on office procedures, such as the use of dictaphones, and perhaps should be looked at more seriously for court process use.

#### Word Processing

Word processing is a general term which refers to the processing of words in an office setting. Business and office machinery personnel may use the

term to refer to equipment ranging through dictaphones to microfilming. However, usually the term word processing refers to the use of Mag Card typewriters. The Mag Card uses a magnetic card and is a newer version of the MT/ST which uses a magnetic tape. The uniqueness of both is incorporation of a memory bank. A Mag Card typewriter is most useful for agencies that type original documents. Not only does the Mag Card automatically type out corrected copies of letters and other documents, but it is largely used when the same form is needed for many transactions with only partial information changed. Mag Card typewriters have been of more use in the District Attorney's Office and Public Defender's Office than the courts. One Mag Card is being used in the District Attorney's Office to type indictments, complaints, form letters to witnesses and jurors, and briefs. The Public Defender's Office uses two Mag Cards to type jury instructions, form letters to clients and witnesses, and briefs. Both offices indicate a need for one more Mag Card each. The Juvenile Probation Office uses word processing in repetitive typing tasks, such as petitions, orders, etc. There is a need for exploration of the use of magnetic tape word processing in the use of information storage, such as, mini-computer use.

#### Fax-Facsimile Transmission Process

Fax refers to the process of transmitters converting document imagery into electrical or acoustical impulses and then relaying those impulses to receivers which accurately reproduce the original document. The equipment used to carry out this process is called a Telecopier. The value of this process and the machinery is probably most apparent for long-distance document exchange, where high speed is required. A programmed network combination is required. There appears to be no immediate value for such equipment presently in the Albuquerque Courts, Prosecution and Defense Systems. This equipment may be of value in the future to the Administrative Offices of the Courts in speeding communications between it and District and Magistrate Courts. However, it will probably not be necessary until the States' Court System becomes larger and more complex.

#### Security Systems

Security Systems vary tremendously in sophistication and quality. A security system can range from the use of an armed guard to the use of monitored video cameras. Security in the courts has become an issue due to several factors. One factor is the increase of violent crime. In Albuquerque, during the 1970-72 two-year period, violent crimes such as robbery increased 111 percent,

forcible rape increased 69 percent, and aggravated assault increased 41 percent. This indicates that those persons appearing before the courts may be of a violent nature. Additionally, unprecedented physical attacks upon judges, jurors, and the public have taken place in the United States during the last four years. The current security system in the Bernalillo County Courthouse consists of the use of direct phone lines to the Sheriff's Office from the District Court Courtrooms only. This phone is on the bench in the courtroom and is very obvious and not always reliable. During special cases or where violence has been threatened during a hearing, metal detectors and close watch is employed. This is not only inadequate, but leaves much to be desired. Judges report that some of the cases with the most violence potential are divorce proceedings and custody hearings. These usually take place in the secluded Judges' Chambers, where no security measures are available. A minimal but adequate security system for the Bernalillo County Courthouse, District and Magistrate Courts would probably cost about \$14,000.

A proposed system for this figure would be for twenty (20) alarm transmitters and one alarm console. These battery operated alarms could be carried in the pockets of each District Court Judge (12), each Magistrate Court Judge (5), one placed in the Juvenile Probation Office (1), the District Court Clerks Office (1), and the extra District Courtroom (1). The alarm console would be placed in the Sheriff's Department located in the Courthouse. The console would have visual and audio indication of the transmitter that activated the alarm. The cost of the 20 pocket alarm transmitters is \$11,500, and the alarm console cost is \$2,500.

Although the above system is an improvement, video camera surveillance for security of the courtrooms, hallways, and the courthouse are considered a must.

#### Other

In pursuit of information for this section and in conversations with all persons knowledgeable about Courts, Prosecution and Defense Systems, a wide range of equipment was suggested as being useful in improving the process. Because of a lack of information available or because of their questionable applicability to the system, these will be mentioned briefly as follows:

-Visual aids in courtrooms. It is suggested that overhead projectors or screens be used to present evidence, graphs, and drawings. Currently, blackboards are used

which take court time while the sketch is being made and limit the use of visual materials.

-Code-a-Phones. This refers to equipment being used by the Federal Court in San Antonio for jury selection. Jurors are initially assigned numbers and call each morning into the code-a-phone number which indicates which numbers must report that day.

-Rotating file systems. This primarily refers to the placing of active files on rotating tubs to allow easier access. Easier access is the main feature, but this method does not eliminate the problems inherent in all filing systems, such as misfiling, or storage space requirements.

#### CONCLUSION

The purpose of this section is to broaden the scope of information on uses of mechanization in the courts, prosecution and defense agencies, with the idea that mechanization can improve process. This section has only indicated the use.

Several considerations should be made at this point:

- (a) Needs for machinery for outreach available funds. Such items as typewriters and other basic office machinery are in constant demand. These needs and more sophisticated equipment like calculators, bookkeeping machinery, and dictaphones seem to "eat up" allowable budget monies for equipment. Special grants or blocks of money need to be available for mechanization expansion. To develop information systems, begin microfilming projects, or to develop sophisticated court reporting systems, there will probably exist a greater need for Law Enforcement Assistance Administration monies as well as from State appropriations. Other resources might exist from local units of government. Bernalillo County has included a security systems in the Bernalillo County Courthouse as part of Phase III of the Courthouse renovations.
- (b) Much attention should be paid to interfacing of mechanization so that the most value can be had for the least cost. Where

equipment can be shared, it should. The tying in of any piece of equipment to another should be looked at carefully. The need for any particular piece of equipment should be thoroughly evaluated. To truly mechanize, we mean to replace human labor, not to duplicate it.

We tend to assume that if you control the process, you can control the system. Based on this belief, the ultimate computerization of all process data and mechanization of all processes will be pushed in the coming years. We should not regard increased mechanization as an answer, but we should regard it as an opportunity to ask hard questions.

DEVELOPMENTAL PLAN

The following plan is suggested for a five-year period. The plan proposes an increase in mechanization for the improvement of process, be it in the courts, prosecution and defense agencies. Two important points should be made:

- (a) The need for all the equipment indicated has not been officially established.
- (b) All cost figures listed are rough estimates based on current prices. Maintenance costs beyond the first year are not taken into account, except for information systems.
- (c) Also, this developmental plan does not include indication of needed additional equipment, such as telephone, typewriters, and other basic office equipment as indicated earlier. A real need is likely to exist in these areas as population and case load increases will call for system expansion.

Second Judicial District Court

1975	Computerized Information System	\$ 48,000
	Courtroom Security System	10,500
	Audio Court Reporting	13,300
	Increase Visual Aids in Courtrooms	<u>1,200</u>
	Sub-Total	\$ 73,000
1976	Information System Maintenance and Enhancement	\$ 38,000
	Use of Microfiche and one Reader	<u>210</u>
	Sub-Total	\$ 38,210

1977	Information System Maintenance and Enhancement	\$ 38,000
	Use of Microfiche and second Reader	210
	Video-Audio Support	3,475
	Video Camera Security System	<u>15,000</u>
	Sub-Total	\$ 56,685
1978	Information System Maintenance and Enhancement	\$ 38,000
	Computerized Court Transcripts (or other major change in court reporting)	<u>110,000</u>
	Sub-Total	\$148,000
1979	Information System Maintenance and Enhancement	\$ 38,000
	Court Reporting Expansion	<u>50,000</u>
	Sub-Total	\$ 88,000
	<u>TOTAL</u>	<u>\$403,895</u>

District Court currently has microfilming and court reporting methods of manual shorthand, stenotype, and closed microphone recording.

Bernalillo County Magistrate Court

1975	Microfilming	\$ 12,200
	Visual Aids in Courtrooms	500
	Security System	<u>3,500</u>
	Sub-Total	\$ 16,200
1976	Computerized Information System	30,000
	Video-Audio Support	<u>3,300</u>
	Sub-Total	\$ 33,300
1977	Information System Maintenance and Enhancement	\$ 25,000
	Use of Microfiche and one Reader	<u>210</u>
	Sub-Total	\$ 25,210
1978	Information System Maintenance and Enhancement	\$ 25,000
	Sub-Total	\$ 25,000
1979	Information System Maintenance and Enhancement	\$ 25,000
	Sub-Total	\$ 25,000
	<u>TOTAL</u>	<u>\$124,710</u>



It should be noted that both Magistrate and Municipal Courts face the possibility of becoming courts of record within the next five years. With this possibility in mind, the need for court reporting systems will be present.

Albuquerque Municipal Court

1975	Information System Maintenance and Enhancement	\$ 31,800
	Modern Courtroom Security System	4,200
	Visual Aids in Courtrooms	<u>400</u>
	Sub-Total	\$ 36,400
1976	Information System Maintenance and Enhancement	\$ 31,800
	Use of Microfiche and one Reader	<u>210</u>
	Sub-Total	\$ 32,010
1977	Information System Maintenance and Enhancement	\$ <u>34,980</u>
	Sub-Total	\$ 34,980
1978	Information System Maintenance and Enhancement	\$ <u>38,478</u>
	Sub-Total	\$ 38,478
1979	Information System Maintenance and Enhancement	\$ <u>42,325</u>
	Sub-Total	\$ 42,325
	<u>TOTAL</u>	<u>\$184,193</u>

Albuquerque Municipal Court currently has an information system, micro-filming, and video-audio support.

Second Judicial District Public Defender

1975	Word Processing Unit	\$ <u>11,000</u>
	Sub-Total	\$ 11,000
1976	Microfilming	\$ 11,000
	Use of Microfiche and one Reader	<u>210</u>
	Sub-Total	\$ 11,210
1977	Word Processing Unit	\$ 12,125
	Use of Microfiche and second Reader	<u>210</u>
	Sub-Total	\$ 12,335

Second Judicial District Public Defender continued

1978	Audio-Video Support	\$ <u>3,650</u>
	Sub-Total	\$ 3,650
1979	Word Processing Unit	\$ <u>13,360</u>
	Sub-Total	\$ 13,360
	<u>TOTAL</u>	<u>\$ 51,555</u>

The Public Defender currently has two word processing units (Mag Card typewriters).

The Second Judicial District Attorney

1975	Computerized Information System - PROMIS	\$115,000
	Word Processing Unit	<u>11,000</u>
	Sub-Total	\$126,000
1976	Maintenance of PROMIS	\$ 40,000
	Use of Microfiche and one Reader	<u>210</u>
	Sub-Total	\$ 40,210
1977	Maintenance of PROMIS	\$ 40,000
	Use of Microfiche and second Reader	<u>210</u>
	Word Processing Unit	<u>12,125</u>
	Sub-Total	\$ 52,335
1978	Maintenance of PROMIS	\$ <u>40,000</u>
	Sub-Total	\$ 40,000
1979	Maintenance of PROMIS	\$ 40,000
	Word Processing Unit	<u>13,360</u>
	Sub-Total	\$ 53,360
	<u>TOTAL</u>	<u>\$311,905</u>

The District Attorney's Office currently has one Word Processing Unit and microfilming.

The chart below indicates money costs needed by agency and a total figure for mechanization over a five-year period.

Courts, Prosecution and Defense Mechanization Development,

Total Costs 1975 - 1979

Second Judicial District Court	\$ 403,895
Bernalillo County Magistrate Court	124,710
Albuquerque Municipal Court	184,193
Second Judicial District Public Defender	51,555
Second Judicial District Attorney	<u>311,905</u>
<u>TOTAL</u>	<u>\$1,076,258</u>

"In human affairs every solution serves only to sharpen the problem, to show us more clearly what we are up against. There are no final solutions."

Eric Hoffer

COORDINATION AND STANDARDIZATION IN CORRECTIONS

Nowhere are we more aware of necessary change than here in Albuquerque. In the last twenty-five to thirty years Albuquerque has grown from a small southwest town to its present metropolitan size. As is well known, changes are very difficult to accept and Albuquerque is no exception. Because of its extremely rapid growth, services have failed to keep up with the extreme population expansion and the criminal justice system is an example of this problem. This section will address itself to two of the major problems existing in the Adult Corrections-Detention and Rehabilitation areas in Metropolitan Albuquerque; coordination of reintegration programs, and standardization of data for storage and retrieval.

COORDINATION OF OFFENDER REINTEGRATION PROGRAMS

In the past, programs have been initiated to resolve a need. With the best of intentions, grants and/or projects have been developed to fill apparent needs, but because of various reasons have not achieved maximum success. The possibility exists that they are filling an apparent need, but because of lack of documentation and communication, cannot be fully substantiated.

At present, there are four programs that offer reintegration services to the ex-offender. Communication and coordination has been somewhat lax and has developed into a situation that has the potential of becoming rather unwieldy. The inherent problem here is that communication is lacking and that no one really knows who else is working with an individual. Historically, communication between agencies has always been a problem and agencies in Metropolitan Albuquerque are no exception. The possibility exists that various agencies may unknowingly be working with the same individual, each with their own "treatment plan" and yet, because of inadequate communication procedures or vehicle i.e. an Offender Based Tracking System, not know what the status of an individual might be. An example of this situation might be that an individual on parole could be involved with Juntos, the Offender Reintegration Project (ORP), and La llave. This involves four agencies and it is almost a certainty that not all

four will know that an individual is involved with three other programs. Further, and more important, the chances of representatives of all four agencies meeting to communicate a concerted treatment effort is almost nil.

The example cited above has the potential of having far reaching effects. One effect this has on this system is that there is always an uncertainty as to how many actual ex-offenders there are at any given time in the Albuquerque area. This has resulted in the past of four agencies, if we continue with the example cited, counting one individual client only once but, when counted collectively the statistics will reflect four. Thus, the problem of identifying needs becomes quite complex in trying to discern realistic statistics. Do we take the total and divide by X to arrive at an actual figure?

In a recent survey of the probation and parole agencies in Albuquerque/Bernalillo County, some interesting statistics have come to light. The figures below are broken down into numbers on probation or parole, percent by race, and percent by age.

State Probation and Parole, Area II, District 2 (as of 10-25-74)

Probation	385	Anglo	39.4%	18-24	44.8%
Parole	<u>283</u>	Chicano	49.1%	25-35	40.6%
		Black	9.0%	35-45	10.0%
		Other	<u>2.5%</u>	45-over	<u>4.6%</u>
TOTAL	668	TOTAL	100.0%	TOTAL	100.0%

Federal Probation and Parole, Albuquerque Area (as of 11-4-74)

Probation	152	Anglo	50.4%	16-18	1.8%
Parole	<u>74</u>	Chicano	42.5%	18-24	34.9%
		Black	3.9%	25-35	37.1%
		Other	<u>3.1%</u>	35-45	19.5%
				45-over	<u>6.6%</u>
TOTAL	226	TOTAL	99.9%	TOTAL	99.9%

Municipal Probation, Albuquerque Area (as of 11-1-74)

Probation		Anglo	65.2%	18-24	28.1%
TOTAL	1,565	Chicano	23.6%	25-35	31.5%
		Black	3.3%	35-45	16.8%
		Other	<u>7.8%</u>	45-over	<u>23.6%</u>
		TOTAL	99.9%	TOTAL	100.0%

The foregoing figures and others indicate that there are approximately 2,459 individuals on either probation or parole in the Albuquerque area. Of these, 357 individuals were on parole as of 11-4-74.

A profile of those individuals on probation or parole in this area would be:

1. Male
2. Anglo or Chicano
3. Between 18 and 35
4. On Probation
5. Charged with a felony offense (the exception to this of course would be those supervised by Municipal Probation)
6. Is on either medium or maximum supervision
7. Is mostly unskilled
8. Is employed full-time
9. Has some high school education

At the present, there seems to be some evidence that there is a great deal of overlap between programs. In some instances, actual duplication and misplaced priorities have actually made some situations much more difficult to work with when considered on an overall basis. Some examples of overlap, duplication, and deficiency in programming are cited below.

Summarized program description indicate that most all programming includes some aspect of "counseling"; some of it professional, some of it para-professional, some of it vocational, some of it having to do with job placement, some of it individual, some of it group, some of it etc. etc. etc... The point being made is that not all conversation is counseling, yet most project descriptions indicate "counseling" as a definite component in programming.

Statistical data is severely lacking and confusing as pointed out in the earlier example. The example points out that no one really knows what or how many agencies are involved with one individual. For all that is known, one agency may be working at cross purposes with another, or even at a counter productive level. In terms of time and effort this could prove to be costly, especially if the end result is that the ex-offender becomes reinvolved in criminal offenses and/or is returned to the Penitentiary of New Mexico or to jail.

Another example is the actual duplication in administrative, budget, and office overhead cost. It seems that every program in existence has an inordinate amount of money in their budget spent for those items listed above. This could prove very costly.

A listing and a brief summary of the programs designed specifically for offender reintegration purposes follows:

#### Juntos, Inc.

Juntos was refunded on May 1, 1974 for one year (\$306,268) through LEAA Discretionary Funds. This is a statewide program and has offices in Santa Fe, Albuquerque, Las Cruces, Las Vegas, and Roswell. The program activities involve Intervention, Manpower Development, Job Development, Counseling, and Modified Youth Program. The primary emphasis being the counseling of the ex-offender, family, and immediate community in the reintegration of the ex-offender back into the "outside" community. In short, to "work with the families involved to prepare them to accept the ex-pinto and to speed up and make the transition from prison life to life outside a faster and more pleasant one." Program funding expires on April 30, 1975.

#### Offender Reintegration Project (ORP)

ORP was funded on March 20, 1974 through LEAA Discretionary Funds and Department of Labor Funds (through the Albuquerque/Bernalillo County Office of Manpower Programs) in the amount of \$421,869. This project is local only and was designed "to provide paroled, probationary, and pre-parole offenders with a means for rehabilitation and development of employability through vocational and on-the-job training, basic education, counseling, and performance monitoring. Agencies involved will be the New Mexico Department of Corrections, Albuquerque/Bernalillo County Manpower Program, Albuquerque Public Schools, University of New Mexico, and the Second Judicial District." In summary, to offer job training and counseling to the ex-offender residing within the Albuquerque/Bernalillo County area. Program funding expires August 19, 1975.

#### Deseo

Deseo is into its third and final year of funding through LEAA Block Funding. This last year funding through LEAA is for \$56,911. Program activities involve: individual counseling, group counseling, vocational counseling, job placement, and vocational training referrals. Program funding expires June 30, 1975.

#### Ex-Offender Program (Formerly Black Ex-Offender Program)

The Ex-Offender Program has been in operation as a supplement to the Offender Reintegration Project since August of 1974 with a budget of \$40,000. They have applied for \$61,524 through LEAA Block Funding for FY 75-76. The

primary focus of this project is to make available to black ex-offenders a counseling program (individual, vocational, group, etc.) whose "main objective is to decrease total crime through comprehensive planning efforts of a staff of knowledgeable and dedicated individuals who are determined to convince ex-offenders, both juveniles and adults, that the societal system has an intricate place for them as law-abiding citizens. The problem lies in reintegrating the black ex-offender into the mainstream by working with the judicial systems and encouraging their participation in a training project designed to provide them with a knowledge and experience necessary to become gainfully employed." In summary, the premise being that blacks working with black ex-offenders will have a greater impact on recidivism of black offenders. Funding through OMP, as a component of ORP, expires in August of 1975.

What was intended to be pointed out is that there are many problems in the offender reintegration programs in this area that should be addressed. As can be seen, all reintegration program funding expires in mid 1975 and it therefore becomes imperative that, with the problems of offender reintegration, crime, and economy the way it is, the problems of overlap, duplication and deficiency in programming, and in some cases, misplaced priorities be resolved. Overlap, duplication and deficiency in programming are only symptoms of the overall problem of coordination.

The general conclusion is that there is probably a need for offender reintegration programs in the Metropolitan Albuquerque area, on a more organized and coordinated basis.

#### Recommendations:

1. A system of cooperative coordination be established so as to make it easier to keep track of an individual through the various programs and reintegration process.
2. Establish definitive and standardized data gathering system(s) so that everyone is gathering the same information or, more important, that more pertinent information is gathered.
3. That duplication in administrative, budget and office overhead costs be merged and combined wherever possible and feasible.
4. That proper study and consideration be given to the establishment of a coordinating umbrella agency to reduce duplication and costs. (Thought should be given to assigning this responsibility to an existing city or county agency, or program. This would minimize the problem of having to create a new agency to do this.)

### STANDARDIZATION OF DATA GATHERING AND RETRIEVAL

The problem of establishing communication and coordination can only be alleviated if at the same time a method of establishing a standardized information gathering and retrieval system is implemented. The problem of establishing such a system has long been discussed by the people within this criminal justice system, but thus far only minimal progress has been made. The problem, as seen from the standpoint of planning, is that throughout this system there has always been a lack of any standardized reporting system. The law enforcement agencies have more or less resolved this issue by participating in the FBI Uniform Crime Reporting system (with some variance) and the courts and prosecution merely rely on annual reports of the numbers of individuals processed through that system. As complex as the courts and prosecution systems are i.e. plea bargaining, appeals, prosecution vs. non-prosecution, and etc., one never can fully track an individual clear through the system.

There are many agencies and/or programs involved in the system, each with its own method of gathering data and information, all of them different. This is not conducive to establishing a true overall picture of the numbers of individuals involved in the system. Thus, the information that is available throughout the system is very confusing to the individual who needs to establish a true picture for the purpose of planning, deployment of manpower, and sometimes of establishing a cost effective budget for a specific department, agency, or program.

As alluded to in the section immediately preceding this one, there is no way of knowing which agencies or programs are working with specific individuals. Two or more agencies or programs may be involved with the same individual and each count the same individual as a separate statistic. This in turn develops into a constant situation where no one knows exactly how many offenders or ex-offenders are actually involved in this system.

What is necessary is a standardized reporting (accounting, if you will) system whereby an individual may be traced throughout the various phases of the system. Every agency using the same format, gathering the same information, and, more important, reporting this information to a central location where it can be compiled and made available to whomever or whatever agency has need for such information.

If this type of system is to work, it must be mandatory for all agencies who have contact with the offender segment of the population, to be signatory

and involved in such a system. The ideal would be for all to communicate and coordinate their efforts in such a manner that eventually we would have a much closer approximation of what this system is doing in regard to tracking an individual through the whole system.

In the development of a Correctional Data Base, these criteria, taken from the National Advisory Commission on Criminal Justice Standards and Goals, REPORT ON CORRECTIONS, should be followed. They are as follows:

#### Standard 15.4

##### Development of a Correctional Data Base

Each State (City-County), in the establishment of its information system under Standard 15.1, should design its data base to satisfy the following requirements:

1. The information-statistics functions of offender accounting, administrative decisionmaking, ongoing research, and rapid response to questions should be reflected in the design.
2. The data base should allow easy compilation of an annual statistical report, including sections on population characteristics tabulated for given points in time, a recapitulation of population movement for the full year, and an analysis of recidivism by offense and other characteristics.
3. The data base should include all data required at decision points. The information useful to corrections personnel at each decision point in the corrections system should be ascertained in designing the data base.
4. The requirements of other criminal justice information systems for corrections data should be considered in the design, and an interface between the corrections system and other criminal justice information systems developed, including support of offender-based transaction systems.
5. All data base records should be individual-based and contain elements that are objectively codable by a clerk. The procedures for coding data should be established uniformly.
6. The integrity and quality of data in each record is the responsibility of the information group. Periodic audits should be made and quality control procedures established.
7. The corrections information-statistics system should be designed and implemented modularly to accommodate expansion of the data base. Techniques should be established for pilot testing new modules without disrupting ongoing operations of the system. Interactions with planners and administrators should occur before introduction of innovations.
8. Data bases should be designed for future analyses, recognizing the lag between program implementation and evaluation.



9. The results of policies (in terms of evaluation) should be reported to administrators, and data base content should be responsive to the needs of changing practices and policies to guarantee that the all-important feedback loop will not be broken.
10. The initial design of the corrections data base should recognize that change will be continual. Procedures to assure smooth transitions should be established.

In the establishment and development of such a data base this will ensure a much greater potential for rapid response of questions frequently asked and a much greater potential for the resolution of problems currently facing this system because of lack of information.

There is no doubt that, because there is an obvious lack of standardized information in the Albuquerque/Bernalillo County area, there is a need for a standardized information system.

Recommendations:

1. A standardized system of data gathering be established throughout the corrections-detention and rehabilitation agencies.
2. That a standardized form be developed for use by all agencies.
3. That the Metropolitan Criminal Justice Coordinating Council (MCJCC) be designated as the central location for gathering data. (This will necessitate a formal agreement by all agencies.)

## DEVELOPMENT OF A DELINQUENCY PREVENTION STRATEGY

### INTRODUCTION

Effective efforts to prevent or control local juvenile delinquency continue to evade our decisionmakers. Despite enormous increases in funding support, the problem of juvenile delinquency continues.

Literally, hundreds of methods of treatment exist to deal with the varying forms of delinquency. Considerable evidence exists that any mode of treatment might be successful if properly used at the right time with the right youth. However, there must be a broader approach available to deal with this community's four thousand-plus known delinquents.

In an effort to focus on such a broader approach to dealing with our community's juvenile offenders, the Juvenile Standing Committee of the MCJCC initiated the concept of this section of the 1975 Action Plan as a focal point toward the problem's solution.

The main point of this section is that much delinquency comes about due to a change in a child's self-image, and that much of this change is brought about by a stigmatization imposed in the child by the very institutions designed to help him.

### COMMUNITY DELINQUENCY ACTIVITY

The extent of this community's juvenile delinquency problem has been well documented in the MCJCC's 1974 Albuquerque/Bernalillo County Criminal Justice Action Plan. Still, locally the total actual juvenile offender population is unknown. Thus, it is apparent that not all juvenile offenders receive treatment or supervision to curb their delinquent activity. Probably that number of offenders that become known to the Juvenile Courts represents less than 40 percent

of all juvenile offenders. Of those placed under the Court's supervision, only a small percentage receive adequate supervision, due to lack of manpower. Clearly, then, not enough is being done with or to our juvenile offender population. This problem must be corrected. Although it may seem that more than money and personnel can correct this situation, the solution may, in fact, lie in an attitudinal reassessment of the situation.

First, it is important to determine why some youth do not become delinquent, while others do.

#### Why Youth Don't Become Delinquent

Why is it that many children go through adolescence and become productive members of the community? There are many explanations for this. The most accepted basic argument is that those children and youth following the acceptable patterns learn early that they have a stake in society. The theory is that these persons feel early that they have access to meaningful roles and that such roles are worthwhile. Therefore, these children work to behave in a manner allowing for the attainment of such goals.

Other views involve the lack of alienation by the child or youth and the lack of labeling by significant "others." Regardless, a child who "behaves" will act in a manner conforming to societal expectations and wishes. Most likely this child will not be delinquent. There is too much at stake. When there isn't much at stake, then the probability of delinquency becomes more pronounced.

Another element deals with the child's self-perceived inner self. A child with considerable pride in himself and a high degree of self-esteem will most likely not engage in delinquent behavior. Again, many psychological theories exist, but, simply, a child who has a high sense of self-esteem and pride cannot see himself acting delinquent and therefore will not do so.

Combining the above two elements, it can be concluded that a child who is afraid to break the law and who has pride in himself will not act delinquent. If this contention holds true, then the question becomes, what can this community do to increase the probability that our children and youth will have these "ingredients?"

#### How to Create a Delinquent

You may remember the portrayals of the legendary story of Frankenstein in the movies. As you recall, only one man in the story did not assume the Frankenstein creation to be a "monster." This man was the blind man. The blind man

lived far from the village where Frankenstein lived. The blind man was totally unaware of the monster's behavior and had never seen his ugly features. Unaware of the creature's reputation for deviant behavior, the blind man openly invited him to stay with him. The monster paid back the blind man by performing various tasks around and in the hut. This relationship of mutual acceptance was so alien to Frankenstein's creation that he finally cried from joy at the experience. However, this happiness was interrupted by some hunters who came from his village. They were totally unaware of the positive change in behavior of the monster. They immediately recognized him and in their alarm assumed that the monster was up to no good. They forced the creature into a pot of fat near the fireplace resulting in the destruction of the hut. This "purposeful and devious act" was quickly relayed to the village and the myth of Frankenstein's monster continued. However, had the story taken a different twist—had the monster received a continuing affirmation of acceptance from the blind man, his friends, the hunters, and others—the story would never have been told.

It can be wondered whether in fact this story goes on each day, less dramatically, in our own community. However, instead of knowing this beast as Frankenstein, there is a different name for him. This time his teachers are alerted to his possible deviousness in advance; the police are called every time we see him "about" to do wrong; his parents insist that he is "no good" and a continuous problem. Finally, it is the newspapers and media, not the village gossipers, who legitimize and give permanence to the myth, until, finally, the person is in jail, safely locked up. This might be a rather simplistic description of how it can happen, but let us look at this supposed phenomenon a little closer.

#### The Self-Perceived Delinquent

The development of a deviant character requires the continuing affirmation to the child of his deviant identity by significant others. Through a process more formally known as "stigmatization", we may help to perpetuate the "deviant" self-identity. "Deviant Behavior" is behavior so labeled by significant people. Often, this is how a pre-delinquent child becomes a delinquent child. If this process starts when the child is very young, the chance of changing this child's self-perception in his teens is almost impossible and frequently becomes the work of the Juvenile Court or other rehabilitative specialists. This explains why some children and youth continue to break the law, even though they are

fully cognizant of the consequences. In this community, juveniles brought before the Children's Court are rearrested (recidivate) at a rate averaging 50 percent each year. This means that one out of every two juveniles seen in 1975 will be back within the year for another offense(s).

Thus, it seems likely that certain delinquency contributing conditions exist within such institutions as the family, school, community, and the criminal justice system. Children and youth experience in these institutions, negative, repressive, adverse, or even reactionary, stimuli. These stimuli may actually assist in the development of a self-perceived delinquent identity. Eventually, serious acting out occurs and everyone is satisfied that their early diagnosis was right.

To identify all of these stimuli would easily take a book, simply because they can involve almost any behavioral interaction. But the fundamental question must be asked: should children adapt to the needs of societal institutions, or should institutions adapt themselves to the needs of children?

#### CHILDREN AND INSTITUTIONS

Over five hundred years ago it was a practice in Europe to educate a child through a tutor. If the tutor failed to adequately succeed within expectations, he was fired and a more competent replacement was sought. Both the parents and the tutor knew about this arrangement. In this way the child generally received a very good education. This was great for those who could afford the luxury of a tutor. But what about the masses? The solution was the evolution of the public education system where the child had to be molded to fit the institution.

When a child goes before the Children's Court and a Juvenile Probation Officer indicates in the dispositional report that the child functions at a third grade level academically, even though he has a 110 I.Q. and is in the tenth grade and sixteen years of age, some questions must be asked: Did someone fail to notice this developing gap in ability and performance? Did this child's frustration result in the delinquent behavior? We cannot be sure. Certainly many reasons must exist for the child's appearance before the Court. Even when the answers are found, the process of correcting the situation and, in essence, rehabilitating the child is costly and time-consuming and often too late.

#### Examples of Children and Institutions

As an example of problems with the institution of the family, several years ago a mother referred her five year old child to the Juvenile Probation Depart-

ment for "incurability." It seemed the child had been trying to set furniture in the house on fire, stab the seven month pregnant mother in the stomach with a pair of scissors, and continually using foul language at home and in public. The complaint received attention. Careful examination of the case avoided a tragic consequence.

On the surface it would have seemed that the child was in need of residential psychiatric care. However, the true situation was that the mother had been consciously and unconsciously suggesting these strange acts to her son for several months, until he began to actually carry out the mother's "wishes." Later, psychological examination revealed that the mother wanted the child removed from her home and even hoped that the five year old would stab the mother in the stomach so as to kill the unborn baby thereby ridding her of both responsibilities. Not to worry the reader, the mother was sent to a residential treatment center for psychiatric care and the five year old boy and his new sibling were placed in a more loving home. This story is not too unusual. Ask any Juvenile Probation Officer.

In the above example, the family failed. In the situation described below, not only did the family fail, but the juvenile justice system was not able to respond adequately: Several years ago a youth was referred to the Juvenile Court for "runaway and incurability." Both parents simply explained that they were through with him. He was just too unruly. The parents signed an affidavit to detain the child. An order was entered through the Court, based on the parents contention. A hearing to show cause was held two days later and the parents failed to show up in Court. Later investigation revealed the parents had left the country for Central America. Without a home, the child remained in the Bernalillo County Juvenile Detention Home for six months awaiting a placement. Subsequently, the youth got in trouble with the law again and again. Placements were rare and infrequent. This youth spent much time in and out of detention. Within four years the child committed over 25 felonies and nearly 40 misdemeanors. He also spent two rather long terms in the State's reform school. He is in another state's penitentiary now serving 10 to 50 years for armed robbery. It costs about \$10,000 per year to keep him confined.

Schools as an institution can often fail, contributing directly to the delinquency rate: A principal at a local junior high school was nearing a long sought promotional opportunity. This school year's performance would be crucial. This principal perceived that he would be judged on his ability to keep control.

He had several very unruly students. Without delving into the student's problems, the students were transferred to another school. No questions, as shown by later inquiry, were raised about the student's home situation or reasons for disruptiveness. The problem was simply removed. As eleventh graders, two of those students came into the Children's Court for the first time, charged with nearly 15 burglaries. Neither had attended school for a year and a half. Both boys were required to return to school by the Court. A special alternative high school program accepted the two students. Last spring they both graduated. Both have chosen military careers and are stationed back East. A third student from this group was not so lucky. This youth is presently working on completion of his General Equivalency Diploma (GED) in reform school. Incidentally, the principal got his promotion.

A woman, recently cited by the U. S. Department of Health, Education and Welfare (HEW) for her exceptional work with youth in New Orleans, came into contact, quite by accident, with a very disturbing effort by her local elementary school to do away with a "problem" student.

This woman was black and lived in a very poor section of New Orleans. While with her PTA touring several classes her children attended, she noticed one girl who acted very nervous in class. This student would constantly move around and fidget with her hands. The teacher later confided to the group that the girl would be placed in "special education" soon. It was the teacher's contention that this girl was emotionally disturbed. She had noted that other teachers had observed the same "syndrome" since the first grade and that she had been watching this girl closely since the year began. This woman knew the girl and her family and insisted the teacher was wrong and suggested that she let the girl knit in class. She felt that this would occupy the girl's hands and settle her so she could stay in the class and continue her "normal" education. The teacher told this woman her suggestion was ridiculous since the schools would never allow this. The girl was going to leave her classroom! This woman took this situation to the district's school superintendent. He agreed with the teacher and insisted the woman stop "meddling." This woman knew the city's police chief and a mental health center psychiatrist and called them to assist her. A struggle ensued between this triad and the public schools. An independent psychiatrist was called in to examine the child. He concluded that the girl was definitely not in need of special education and

the idea of knitting in class was good. The girl, needless to say, remained in that class. Today this triad continues to exert influence in their efforts to correct other situations brought to their attention. Through this group's continuing efforts, the black neighborhood this woman lives in lost its status as the highest crime ridden neighborhood in New Orleans. One reason this happened was this triad's effort to return "drop-outs" and "push-outs", especially those of junior and senior high school age, to their respective schools. With many of these aimless youth back in the classroom, getting an education, the community's crime problem was reduced to controllable proportions. And many youth that might have taken to a life of crime are now earning high school diplomas or going on to jobs, trade schools, and even college.

In this community's schools, as with so many others in this country, the labeling of "maladjusted, borderline, disruptive, overly talkative, watch out for this one," etc., continues unabated behind many student's backs. Frequently, the teacher's lounge, or wherever teachers congregate (i.e., parties, PTA functions) can be the burying ground of a student's chance to lose an unwanted label, an undeserved label, or the opportunity to achieve higher status. It is in situations like this that reputations are often confirmed or spread: "Do you have that \_\_\_\_\_? Isn't he terrible? You should see his parents! Wait until you get his sister next year!" Additionally, students are frequently exposed to a kind of double, or even triple penalty, once labeled deviant or unruly. Those who perform below a certain standard receive adverse grades, and may also be denied, as a direct consequence, a wide variety of privileges and opportunities within their schools. They lose esteem among their classmates, gain esteem among the more delinquent-prone peer subculture, are seldom chosen for minor but prestigious classroom or school assignments, and may be excluded from participation in extracurricular activities. These response by teachers, administrators, and peers often subject such students to a third unneeded penalty, negative parental response.

Finally is the following instance: A couple got married. They were accustomed to a rather high standard of living since both worked. A new child came into their lives. When the child was eight months old, a day care service was called upon to take care of their child. Both parents felt that they needed to work. They had just gotten a new boat, wanted to trade in the three-year old car for a new one, and hopefully save up for a trip overseas. Mother went

to work. The child was raised by professionals at a local day care center. Now 13, this youth is before the Juvenile Court for larceny and auto theft. The mother and father explain that the child "just never ever listened to us."

#### Institutional Adaptation to the Needs of Children

Often adapting to the needs of children and youth, rather than to the institution, can make life with these young citizens easier. Although some children are spoiled, many young people have very healthy reasons for being disruptive or rebelling. If this behavior is simply seen as nonconforming or even dangerous, we may be missing the reason behind the behavior. If the reasons are not considered, if the needs of the child are overlooked, it is entirely possible that the disagreeable behavior will persist until it becomes a pattern. Once the pattern becomes too much a part of the individual, nobody, including the individual, can remember why it began. Ask most inmates of a penal institution. Probably, that boy now serving 10 to 50 years in another state's penitentiary couldn't connect his delinquency to his parent's abandonment and the Court's inappropriate response.

We in the juvenile justice system, or youth serving community, must always be aware that we provide a service to our children and youth. Whether we are parents entrusted with the responsibility of raising our children, educators hired to educate and prepare children for the future, youth service administrators hired to improve the quality of services to children and youth, citizens coming in contact with children and youth regularly, or coaches of a pee-wee basketball team, we must remember that we are there because of these younger citizens. Hopefully, all of the above persons like children. If they don't, they may, due to their indifferent or negativistic attitude, be directly contributing to this community's delinquency problem.

Recently, a local detective with the Albuquerque Police Department cited an interview with an arrested delinquent. This youth had, along with three other boys, burglarized several homes each Friday. The problem, according to this youth, was that on Friday mornings two of his teachers acted terribly to all the students. This only happened at the end of each week. On Monday the teachers were "great." As a result of this peculiar behavior, these students would deliberately cut class on Fridays. One student in these classes, who did not belong to this group, told the principal of the school about this situation. The principal counseled the youth on the "virtues of being able to adapt to people's behavior." The principal, according to the detective, never asked the

teachers about these complaints. Nevertheless, this group of boys noticed a garage open near the school one day and took several items they thought they needed for some projects. Slowly, this behavior became more regular, until they were apprehended. The parents, surprisingly, were aware of the school and class-cutting situation (not the burglaries though) and had also called the principal about the teachers. Additionally, other teachers at the school had noticed the difference. Students were expected to behave regardless. This detective learned from one of his evening university classes in psychology that people who show such cycles as the teachers are distressed at the fact that they must spend two days at home (the weekend). On Mondays, these people would show their relief at returning to work. Nevertheless, it seemed to the detective that the teachers needed counseling more than the students. He also wondered whether the principal was right in disregarding the students' reasons for missing school in that many young people are very bright and should be listened to more closely. The students were adjudicated through the Children's Court.

Unfortunately, the system of accountability of programs and institutions dealing with children and youth is not satisfactory. Too many children are still lost or damaged by these institutions. It is not good enough to say, "well, look at how many kids grow up and do o.k." It is not good enough because that minority we wish to dismiss is causing a considerable amount of this community's crime. Unless we focus in on this population of children that apparently can't adapt to institutional needs or idiosyncracies, we will be faced with an ever increasing and more serious crime problem in this community.

The responsibility for raising our children has been transferred from one social institution to another, i.e., from the family to the school (for education), from the family to industry (for employment), from the family to the recreation center (for entertainment). However, as this process has occurred, these institutions have been unable to respond to the needs of all their clients. Therefore, research into the behavior and conduct of these institutions is necessary. In this way, much of the delinquent behavior of this community's youth can be prevented.

#### A NEEDED STRATEGY

It has become obvious that in many instances parents have abdicated to other institutions their responsibilities to educate, employ, or occupy their children.



When a serious problem, such as a child's delinquent behavior, is observed, the question of what went wrong is asked.

Often the question of what has happened to a child is asked too late. When a juvenile is before the Judge, it is too late. And since our society has been so busy moving forward it hasn't had the time to look back. We must begin to look at these institutions that work with our children and youth to see what is happening. Something is happening because crime keeps on increasing. Are the criminals of the 1980's and 1990's sitting on your neighbor's porch, playing in your neighborhood school yard, or sitting in the detention home awaiting a placement? Can something be done or asked to curb these crimes of the future?

A strategy must be developed in this community to correct those situations that contribute to delinquency. Since institutions, such as the school, the family, the recreation center, and others, have the greatest responsibility for our children and youth, it is suggested that they be made the focal point of study. Such studies will be worthless if they are designed to be critical. Rather, they must be developed in such a manner as to be constructive in their approach.

#### The Strategy. What Might It Do?

Some key inquiries of institutions might be:

- (1) Does this service provide access to a desirable social role for the child or youth?
- (2) Does this service label the child or youth in an undesirable style?
- (3) Does this situation create a feeling of alienation on the part of the child or youth?

Let us use the above three questions in the following example: Several years ago the Albuquerque Public School system was forced to use a system where- by children on welfare would be given free lunches in the cafeteria if they showed a special color coded pass. Many teachers quickly noticed that few of the targeted students ever had lunch. One teacher identified the problem as one of labeling. It seemed that other students quickly became aware of which students were poor by the color of the cards. One card indicated that the student was poor, the other indicated that the student had paid for their lunch. There was no status to be gained by this free lunch plan. Sensibly, most of those eligible students avoided the use of the cards and missed their lunches. The problem was remedied when all students got to use the same color card.

Little problems, seemingly unrelated to delinquency, such as the illustration above, could collectively reduce many of the delinquency contributing factors in this community.

As another example, let us use the child in the New Orleans School System: Would the child have become even more alienated to the School System if she had been placed in a Special Education class inappropriately? Would the child have been hurt by the inappropriate label (penalties)? Would the child's placement in this special class have had any detrimental effect when it came to that child's access to socially desirable roles? Certainly, in some situations the placement of a student in a Special Education class would be very advantageous from all three points of view. However, in the situation described above, it would not have been.

Or in the case of the child left behind by his parents. Would the child's placement in detention have increased the likelihood of an unwanted label or a feeling of alienation to society? Would the child's acceptance into the Juvenile Justice System have any deleterious effect on later access to socially meaningful roles? Such questions are not asked to be critical, rather to provide constructive guidance to the institutions we have entrusted to assist us in raising our young.

#### CONCLUSION

If institutions are affecting our children and youth in such a way that some of them are becoming delinquent, then a strategy must be developed to curb those institutional actions thought to increase the likelihood of this community's young becoming delinquent. The strategy must address itself to those items delineated previously in regard to the social role of the child, undesirable labeling, and the creation of a feeling of alienation in the child.

Some suggested strategies might include:

- (1) The development of constructive external methods to examine these institutional elements contributing to delinquency.
- (2) Formulation of internal systems of accountability so that institutions have a process that allows them to recognize and pinpoint their sum tendency to stigmatize and otherwise influence their clients toward delinquency.
- (3) Develop model projects to keep students in school and prevent unwarranted expulsions.
- (4) Develop and adopt standards for the local Juvenile Justice System.

- (5) Develop models and implement programs designed to improve the effectiveness of the family and community as a delinquency prevention institution.

Finally, it seems clear that the problems are not within the institutions themselves (the family, for instance, is not bad per se, nor is the public education system) but within the attitudes of those running the institutions, and that the needs of children must be considered equal to or greater than those of the institutions for them to have the desirable effect they are supposed to have.

"In traditional Western Culture, man has been conditioned to see and experience himself in negative ways—with much fear and shame and guilt...When persons radically change their self-concept (or, better, gain self-esteem), then all social structures and relationships built upon self-denial, repression and authority come sharply into question."

Assemblyman John Vasconcellos  
State of California

#### CITIZENS AND THE JUSTICE SYSTEM:

##### ATTITUDES AND INVOLVEMENT

INTERVIEWER: Well, should people in Philadelphia be concerned about the fact that for every five crimes that happen, only one is reported? Is that a worrisome thing they ought to be concerned about?

SANTARELLI: Of course it's a worrisome thing. This entire survey is a worrisome thing, because it tells us something about people. It tells us that they are so turned off by the Criminal Justice System in their community that they're unwilling to rely upon it to deal with the crime problem. In short, they're willing to be a victim of crime, because they refuse to pay the higher cost, in their opinion, of being a witness against crime. We must do something about that.

These were the words of former Law Enforcement Assistance Administration (LEAA) Director, Donald Santarelli, as he appeared on the Today program in April of 1974. He was reporting on a recent LEAA survey of victimization in five major American cities, but he expanded his remarks to tie victimization in with basic citizen response to the justice system. He continued:

Well, people apparently perceive, and correctly, that the Criminal Justice System doesn't work well enough for them to risk or waste their time becoming witnesses and prosecutors. What they're saying—and we asked this question directly in the survey—why did you not report crime? And they responded very clearly and overwhelmingly, because they said the Criminal Justice System didn't work well enough to make it worthwhile to them, either in terms of the cost to them or in terms of the risk to them. They're turned off, because the Criminal Justice System doesn't produce results.

To what degree are citizens "turned off" about the justice system that serves them in their community? More specifically, what attitudes do citizens have toward the justice system, and why do they have those attitudes? Further, what is the relationship between victimization and citizen response to the system? In turn, what is the view of the public held by system officials? What can be done to bring about change?

It is these matters that this section discusses. The material is based both on available literature and local studies. Following the presentation of material on citizen-system attitudes, programs and projects to change and improve attitudes on the part of both citizens and system officials will be suggested. These are aimed at (a) citizen education and information about the justice system and its processes, (b) increased citizen involvement in the justice system, (c) the initiation of new programs to serve currently unmet or inadequately met citizen needs.

Specifically, the sections that follow are divided as follows:

- Attitudes toward and perceptions of the justice system by the public (including victimization response);
- general attitudes of system personnel toward the public;
- suggested attitude-changing programs and projects.

Table CJ-1 below indicates that "lack of proper law enforcement" commands a very small percentage of response in comparison to other reasons given for the high crime rate in the nation. It might be argued that surveys of this kind are an indication of high citizen regard for justice system operations. But they are not necessarily an indication of citizen reaction to system response to citizen needs—it is one thing to inquire into crime causation, another to try to determine how citizens view the justice system itself. Santarelli's report is perhaps much more indicative in this regard.

Table CJ-1

Perceived Causes of High Crime Rate in United States, 1972:

NOTE: These results are based on a sample survey conducted by the Gallup organization's American Institute of Public Opinion. The study was designed to be representative of American adults (21 and older) and includes results from approximately 3,278 interviewees.

Question: "What's behind the high crime rate in the United States?"

Continued on following page

Continued from previous page

	Percent
Laws are too lenient/penalties not stiff enough . . . . .	25
Drugs/drug addiction . . . . .	21
Lack of supervision by parents . . . . .	13
Not enough jobs/poverty . . . . .	13
Too much permissiveness in society . . . . .	10
<u>Lack of proper law enforcement . . . . .</u>	<u>8</u>
Ill feelings between groups/races . . . . .	7
Lack of responsibility among younger people/ disrespect for law . . . . .	6
People have too much money/luxury . . . . .	4
All other responses . . . . .	a23
No opinion . . . . .	10
 Total <sup>b</sup> . . . . .	 <u>140</u>

aIncludes: Lack of religion; television and movies glamorize crime; over-population.

bTotal adds to more than 100 percent since some persons gave more than one reason.

Source: American Institute of Public Opinion, Study No. 841.

-From Sourcebook of Criminal Justice Statistics-1973, U. S. Department of Justice.

The entire problem of citizen-system interface is important in terms of uniting in an effort to reduce crime problems in the community and to make the system more responsive to community needs. The National Advisory Commission on Criminal Justice Standards and Goals has elaborated further on the matter:

The citizenry must be involved again, in more constructive ways than in the past, in determining the policies of the entire Criminal Justice System. The participating public should be able to exert a real influence on the shape of any community program, not only in the planning stages but at all crucial junctures involving actual operations. Because of their representative status, citizens must be considered as a resource on which the eventual success of a program heavily depends. Opinions and reactions of citizen participants can provide a useful index to levels of public tolerance, insights into ways of affecting certain attitudes, and suggestions for new techniques to generate further public participation.

It is with the hope that many of these goals can be achieved that we present the following analysis of citizen-system relations, with suggestions for change and improvement.

## Public Attitudes and Perceptions About the Justice System

Literature is accumulating on how citizens view the justice system. The views documented range from the specific attitudes of particular ethnic, racial and geographic groups, to general attitudes notions held by the populace in general, as identified by opinion poles and other surveys.

These views are not concentrated solely on any one area of the justice system, but involve each subsystem area of police, courts and corrections.

Crime starts with crime commission and its reporting—in other words, victimization. And it is here in the difference between victimization rates and reported crime rates that an indication is provided of citizen attitudes toward the justice system.

In this regard, the previously quoted remarks of the LEAA former administrator were made during an interview regarding a massive victimization survey conducted in major metropolitan areas: New York, Los Angeles, Chicago, Detroit and Philadelphia. Santarelli said:

Well, for many years, the only measure of crime was those which were reported to the police and that the police made available to the public. We were dissatisfied with that system of measuring crime, and we instituted a massive survey conducted by the Census Bureau of over six hundred thousand people so far in cities throughout the country, to ask victims, people, citizens, by knocking on their door and asking them a twenty-page questionnaire by a Census Bureau, a census-taken, as to whether or not they had been a victim of crime and what happened to them; did they report it; and why did they not report it, if they did not.

The survey showed that in Chicago, Detroit and Los Angeles, for every three major crimes that occurred, only one was reported. In New York, one out of two was reported, and in Philadelphia, only one in five was reported.

Why were many of the crimes that were committed not reported? Santarelli feels that it indicates a lack of confidence in the justice system to accomplish justice—that is, to investigate, determine whether a law was broken, apprehend, return property, prosecute, try the case and, if the defendant is convicted, incarcerate and/or rehabilitate him.

Some actual credence is given such feelings in a study done by the Atlanta High Impact Anti-Crime Program, and reported by U. S. Attorney General William Saxbe. The study tracked offenders from arrest through their final contact with the system during 1972. Saxbe states that in the category of aggravated assault, "there were 536 assaults reported to police—and 361 arrests resulted, including 278 adults. Of these 278 adults, charges against

127 were dismissed at the initial court hearing. Eventually, the grand jury indicted 103. But only 77 of those 103 actually went to trial because decisions were made not to prosecute 26. At the trials, 63 were convicted, three were freed, and 11 cases were still pending at the end of the year." Only 21 went to prison and two to jail.

It would seem, then, that at least three elements would be involved with improving citizen attitudes toward the justice system: (1) Crime reduction, (2) improved delivery of criminal justice services, (3) improved relations between citizens and the justice system. Based on the Atlanta survey and the major city victimization survey, it would appear that crime reduction would be the most important of the three.

Since the basic purpose of all criminal justice planning activity is to eventually reduce crime, that matter is considered to be under constant review, with every effort of the entire program being expended in that direction. Therefore, this section will concentrate on the latter two points of improved delivery and improved citizen-system relations (although points relating to crime reduction will occur).

Below, each subsystem will be considered in regard to problem areas concerning citizen attitude. This will be followed by a further look at the relationship between citizen attitude and victimization. Finally, under this heading, will be a review of some surveys that have been conducted relative to local citizen attitudes toward local justice activities.

### Law Enforcement

Although some citizens may seek the assistance of their attorney or of public prosecutors in regard to their complaints, most citizens have their first contact in a crime incident with law enforcement officers. Thus, it is in regard to the police that a person's initial notions may be formed in a given incident.

Because of this, and because police deal with people in their own neighborhoods as armed enforcers of the law, a great deal of research has gone into citizen attitudes toward this subsystem area.

The indications of the research are mixed. Table CJ-2, on the next page, demonstrates an initial breakdown of such attitudes in terms of sex, race, educational level, and other subgroups. According to the Table, respect for law enforcement officers is high among all groups included in the survey.

Table CJ-2

Respect for Police, by Demographic Characteristics, 1967

NOTE: These results are based on a sample survey conducted by the Gallup organization's American Institute of Public Opinion. The study was designed to be representative of American adults (21 and older) and includes results from approximately 1,627 interviewees.

Question: "How much respect do you have for the police in your area—a great deal, some, or hardly any?"

(In percent)

	Great deal	Some	Very little	Don't know
National . . . . .	77	17	4	2
Sex:				
Men . . . . .	78	16	4	2
Women . . . . .	77	17	4	2
Race:				
White . . . . .	77	17	4	2
Nonwhite . . . . .	*B	B	B	B
Education:				
College . . . . .	73	19	5	3
High School . . . . .	77	17	4	2
Grade School . . . . .	81	15	3	1
Occupation:				
Professional and business . . . . .	76	16	4	4
White collar . . . . .	74	21	4	1
Farmers . . . . .	77	20	2	1
Manual . . . . .	77	16	5	2
Age:				
21 to 29 years . . . . .	64	23	10	3
30 to 49 years . . . . .	78	16	4	2
50 and over . . . . .	82	15	2	1
Religion:				
Protestant . . . . .	79	16	3	2
Catholic . . . . .	77	17	3	3
Jewish . . . . .	*B	B	B	B
Politics:				
Republican . . . . .	81	14	3	2
Democrat . . . . .	80	14	3	3
Independent . . . . .	71	22	6	1
Region:				
East . . . . .	74	20	4	2
Midwest . . . . .	76	21	2	1
South . . . . .	83	10	4	3
West . . . . .	77	16	6	1

Continued on following page

Continued from previous page

	Great deal	Some	Very little	Don't know
Income:				
\$10,000 and over . . . . .	75	19	3	3
\$7,000 and over . . . . .	75	19	3	3
\$5,000 to \$6,999 . . . . .	79	15	5	1
\$3,000 to \$4,999 . . . . .	76	18	4	2
Under \$3,000 . . . . .	79	15	5	1
Community size:				
1,000,000 and over . . . . .	74	18	6	2
500,000 and over . . . . .	74	18	6	2
50,000 to 499,999 . . . . .	82	13	3	2
2,500 to 49,999 . . . . .	78	17	4	1
Under 2,500, rural . . . . .	77	18	3	2

\*Not computed because the base figure is too small to generate a derived figure which meets statistical standards for reliability.

Source: American Institute of Public Opinion, Study No. 749.

However, conflict often does seem to develop between citizens and law enforcement, and some specialists have speculated as to the reasons for this. Don C. Gibbons, in Society, Crime and Criminal Careers, cites what he regards as some major reasons for negative attitudes on the part of citizens toward the police. First:

Policemen have probably been the targets of negative responses from citizens from nearly the beginnings of organized law enforcement. In the United States, the idea of individual liberty and freedom from external interference has always been a central theme. Accordingly, in the eyes of many people, the less the police intrude into their affairs, so much the better.

(It might be noted at this point, that in this day all sorts of officials seem to intrude into our daily affairs for credit rating checks in regard to tax matters and for information required for jobs and licenses. Hopefully, perceptive citizens will not be prone to cast their frustrations in this regard solely on law enforcement officers.)

Gibbons continues:

...another source as well has fed antagonistic perspectives on the police. Urban law enforcement agencies have frequently been linked with organized criminals and corrupt city officials in the operation of vice of various kinds....city police have often operated as regulators of prostitution, gambling, and other forbidden activities and have shared in the spoils from these enterprises.



(Here, Gibbons adds that "Although prostitution and gambling depend for their support on a public that presses for provision of illicit services, this fact has not prevented a good many citizens from venting their indignation on the police....")

Finally,

A third source of citizen dissatisfaction with law enforcement has grown from police use of various illegal or questionable enforcement procedures. Abundant testimony exists concerning the practice in many police stations of the "third degree", by which officers have physically coerced confessions from suspects. Other instances of gratuitous use of police force can be found in mob control as well as cases of entrapment and "manhunting".

Moving to the attitudes of minority groups, considerable study and research has been done. Francis A. Cizon and William H. T. Smith, in a publication relating to police-community relations training programs, note that "Today, in most urban centers with heavy concentrations of minority groups (particularly Negroes, Puerto Ricans, Mexicans, and Southern Whites), the police do not come from the people living in the areas which have the highest rates of social disorganization." They conclude that

...minority groups (do not) see the police as their representatives in the community. They see them as members of an outside group attempting to enforce the codes of "alien culture". The isolation of the police from the community coupled with an historical mutual antagonism of minority and police has prevented effective communication between them.

In Table CJ-3, below, youth seems to be more of a factor in regard to negative attitudes toward the police than does race. This is not surprising in that in most cases where arrests result, they involve those under 25 years of age. Important in the table, however, is that while negative attitudes drop off dramatically with age, there still exists a considerable gap between the attitudes of whites and blacks toward law enforcement.

Table CJ-3

ATTITUDES TOWARD THE POLICE  
Based on a Survey of 6,000 Persons,  
Black and White, in Fifteen Cities

Table 1: "Police Use Insulting Language"

Age Group (both sexes)	Believe it has happened		Happened to them	
	White	Black	White	Black
16-19	24%	55%	14%	24%
20-29	24	45	11	19

Continued on following page

Continued from previous page

30-39	14	37	7	14
40-49	13	36	3	15
50-59	9	26	6	7
60-69	8	24	3	5

Table 2: "Police Frisk and Search Without Good Reason"

Age Group (both sexes)	Believe it has happened		Happened to them	
	White	Black	White	Black
16-19	25%	51%	12%	22%
20-29	15	43	5	18
30-39	7	33	2	11
40-49	9	32	2	9
50-59	7	28	1	4
60-69	4	24	1	8

Table 3: "Police Rough People Up Unnecessarily"

Age Group (both sexes)	Believe it has happened		Happened to them	
	White	Black	White	Black
16-19	25%	49%	3%	8%
20-29	13	43	1	7
30-39	7	33	3	3
40-49	5	30	0	2
50-59	6	26	1	4
60-69	3	20	0	1

Source: Angus Campbell and Howard Schuman, "Racial Attitudes in Fifteen American Cities," in Supplemental Studies for the National Advisory Commission on Civil Disorders, (Washington, D. C.: U.S. Government Printing Office, 1968), p.44.

However, many studies have shown a more positive result in terms of the attitudes of blacks toward police. James Q. Wilson summarizes these in an article in The Police and the Community:

The single most striking fact about the attitudes of citizens, black and white, toward the police is that in general these attitudes are positive, not negative. A study done in 1964 of blacks living in large cities showed that a majority of these interviewed in Atlanta, Chicago, and New York City thought the police treated blacks "very well" or "fairly well". A study by the National Opinion Research Center (NORC) for the President's Commission on Law Enforcement and the Administration of Justice indicated that among several thousand men, the overwhelming majority of both whites and blacks believed that the police were "very good" or "pretty good" at being respectful to "persons like yourself". A survey of residents of the city of Washington disclosed that among the persons who had reported having recent contact with the police, 78

percent thought the officer had acted properly. In this study, 80 percent of the black males said that the police "deserve a lot more respect and thanks than they get". In Hartford, a survey done in 1966 found that 53 percent of the blacks (compared to 68 percent of the whites) were satisfied with the way the police were doing their job. When the blacks who reported themselves dissatisfied with the police were asked what would be the best ways the police could be improved, the most common answer (given by 34 percent) was to increase the size of the police force; another 12 percent called for stricter law enforcement policies. Thus, almost half of those who were dissatisfied wanted more, not less, police presence.

Thus, while conflict between citizen groups and individuals and the law enforcement subsystem often seems to be present, particularly in front-page headlines, surveys and criminological opinion differ as to the exact nature, reasons and extent of whatever feelings can be distinguished and clarified in the matter. Perhaps the best way to close this part of the discussion is to quote some of the reasoning developed in the staff report of the National Commission on the Causes and Prevention of Violence (published in Law and Order Reconsidered):

...perhaps the most important source of police frustration, and the most severe limitation under which they operate, is the conflicting roles and demands involved in the order maintenance, community service, and crime-fighting responsibilities of the police. Here both the individual police officer and the police community as a whole find not only inconsistent public expectations and public reactions, but also inner conflict growing out of the interaction of the policeman's values, customs, and traditions with his intimate experience with the criminal element of the population. The policeman lives on the grinding edge of social conflict, without a well-defined, well-understood, notion of what he is supposed to be doing there.

Courts

Much criticism of the courts comes from more vocal citizens who complain about judges undoing all of the work of law enforcement officers. Judges, they say, immediately release those arrested soon after their arrest by allowing them out on bail, release-on-your-own-recognizance, or through other means. They either dismiss the case (if the prosecutor decides to prosecute) on technicalities, or impose "light" sentences on those convicted.

Table CJ-4 deals partly with this matter by using the same breakdown as in the previous Table CJ-3 to solicit opinions as to how the courts deal with offenders. It is clear that within all the subgroups studied in this survey, column two wins hands down.

Table CJ-4

Belief That Courts Deal Too Harshly With Criminals, by Demographic Characteristics, 1969

NOTE: These results are based on a sample survey conducted by the Gallup organization's American Institute of Public Opinion. The study was designed to be representative of American adults (21 and older) and includes results from approximately 1,503 interviewees.

Question: "In general, do you think the courts in this area deal too harshly or not harshly enough with criminals?"

(In percent)

	Too Harsh	Not harsh enough	About right	No opinion
National . . . . .	2	75	13	10
Sex:				
Men . . . . .	2	78	12	8
Women . . . . .	2	71	15	12
Race:				
White . . . . .	2	75	13	10
Nonwhite . . . . .	*B	B	B	B
Education:				
College . . . . .	3	67	18	12
High School . . . . .	1	77	12	10
Grade School . . . . .	2	78	12	8
Occupation:				
Professional and business . . . . .	2	71	16	11
White collar . . . . .	1	81	12	6
Farmers . . . . .	1	64	24	11
Manual . . . . .	2	75	12	11
Age:				
21 to 29 years . . . . .	4	62	14	20
30 to 49 years . . . . .	2	75	16	7
50 and over . . . . .	1	80	10	9
Religion:				
Protestant . . . . .	1	75	14	10
Catholic . . . . .	2	77	12	9
Jewish . . . . .	*B	B	B	B
Politics:				
Republican . . . . .	1	78	12	9
Democrat . . . . .	3	74	13	10
Independent . . . . .	1	73	16	10

Continued from previous page	Too harsh	Not harsh enough	About right	No opinion
Region:				
East . . . . .	2	75	10	13
Midwest . . . . .	2	80	12	6
South . . . . .	1	70	19	10
West . . . . .	2	76	10	12
Income:				
\$10,000 and over . . . . .	1	76	14	9
\$7,000 and over . . . . .	1	78	13	8
\$5,000 to \$6,999 . . . . .	4	67	15	14
\$3,000 to \$4,999 . . . . .	3	72	12	13
Under \$3,000 . . . . .	2	77	11	10
Community size:				
1,000,000 and over . . . . .	2	78	9	11
500,000 and over . . . . .	2	80	8	10
50,000 to 499,999 . . . . .	2	74	12	12
2,500 to 49,999 . . . . .	2	75	14	9
Under 2,500, rural . . . . .	2	70	19	9

\*Not computed because the base figure is too small to generate a derived figure which meets statistical standards for reliability.

Source: American Institute of Public Opinion, Study No. 774.

Perhaps, however, a more intense reaction of many citizens comes about as a result of their dealings personally with these institutions of the prosecution-courts-defense subsystem. If indeed their reaction is to the consideration and service they receive from these agencies, then, according to many students of the courts process, much needs to be done to gain added citizen support. For instance, Don Gibbons reports that

The recent report of The President's Commission on Law Enforcement and Administration of Justice make it abundantly clear that many American courts fall far short of ideal in operation. Lower or inferior courts in particular turn out to be inferior in a number of ways. According to the commission, many lower courts are nearly swamped with impressively large workloads. They are staffed by ill-trained personnel. Little or no screening or investigation of cases occurs. Assembly-line justice is dispensed to the misdemeanants who appear there.

The National Advisory Commission on Criminal Justice Standards and Goals, in their report Courts, identified several areas in the adjudication system relating to court-community relations. These were: (1) Courts Facilities, (2) Information Services, (3) Public Information and Education, and (4) Use of Witnesses.

In regard to courts facilities, the Commission notes that "A study of New York civil courts...found a correlation between the adequacy of a court's physical facilities and its public image in the community." In general, the Commission found (by contrast) that "The judicial system is characterized by physical deterioration, design and space inadequacies, and inappropriate location of existing facilities."

With regard to these inadequate physical facilities, the Commission recounts a typical, dreary day in the life of a witness due to such inadequacies, then concludes by observing:

Where courthouse facilities for witnesses exist, they are often inadequately maintained. Witness waiting areas sometimes resemble a crowded railroad station— not enough chairs, hard seats, no attendants, no ash trays, no reading materials. Witnesses for the prosecution and the defense are often in the same room; this increases the psychological discomfort of the prosecution witnesses, who may be the victims of the offense.

Facilities for jurors, attorneys and attorney-client conferences are also often missing. For jurors:

Proper waiting rooms as often are not provided. Jurors may wait in crowded courtrooms or in hallways where they can overhear, or even engage in, conversations between witnesses and lawyers.

The second major area where court-community relations may break down is in regard to information services, according to the Commission. Pointing out that participating in the justice process is often confusing and traumatic to people, the Commission notes specifically that

Defendants and witnesses may experience difficulty locating the site of trials at which they are to appear. No provision generally is made for answering basic questions concerning rights and responsibilities of participants, or the meaning of various parts of the process.

In addition, any mistreatment of the public by court officials who are too busy and harried to be polite "is deplorable because of its impact on those individuals, but also has an adverse effect on the general attitudes of the community towards the judicial process."

In regard to the next main item, public information and education, the Commission feels that

Because of the specialized terminology and procedures, legal proceedings are particularly difficult for the public to understand. Sources of information usually

are informal, so the flow of information is irregular. The availability of information often is not related to the public importance of the proceeding.

In sum, "The absence of any focused responsibility within the court system for disseminating information and educational material contributes to the problem."

A final area involves the use of witnesses. Among those items which may disenchant witnesses are the facilities item mentioned above, as well as the fact that "Witnesses are often required to make appearances that serve no function." Further, "Often witnesses either are not compensated for time spent testifying and traveling, or they are compensated at an inadequate rate." Thus, "The financial burden imposed on the witness by the combination of repeated court appearances and inadequate or nonexistent compensation is often serious."

The problems discussed above relate to all citizens. However, like other justice areas, courts have special problems with special groups within society, particularly the downtrodden. Leonard Downie, Jr., in Justice Denied: The Case for Reform of the Courts, quotes two prominent Americans (one no longer living) in referring to the attitudes of the poor toward the court system. Downie first summarizes the conclusions of law professor Jerome E. Carlin in a recent monograph to the effect that to the poor

...the law and the courts are at best irrelevant--institutions that do not apply to the poor or that deal with them arbitrarily as virtual nonpersons when they are singled out as crime victims, accused criminals, or tenants whom a landlord is trying to evict. Worse, the poor consider the law and the courts to be powerful tools frequently used by those who exploit, oppress, and humiliate them.

Downie elaborates by quoting former senator and attorney general, the late Robert F. Kennedy:

"To the poor man, 'legal' has become a synonym for technicalities and obstructions, not for that which is to be respected. The poor man looks upon the law as an enemy, not as a friend. For him the law is always taking something away."

There are other problems besetting the courts subsystem which act to undercut courts-community relations. Certainly an inadequate number of prosecutors and defenders (as well as judges and courtrooms) will cause case backlog (thereby causing trial delay), a temptation to proceed with only the most "triable" cases (allowing the rest to fall by the wayside), diminished chances

for conviction due to the passage of time, and other problems which allow situations such as that reported on earlier in this section by Attorney General Saxbe, to predominate. These conditions affect not only community relations, but the crime rate directly.

Corrections-Rehabilitation

Historically, the purposes of corrections have been four in number: (1) To achieve retribution or social retaliation (in effect, punishment) against the offender; (2) To incapacitate the offender, rendering him physically unable to offend society during the time of his incarceration; (3) To provide a deterrent as an example to the individual and to others who may be considering breaking the law; (4) To rehabilitate the offender in order to direct him away from a life of further crime and make him a useful citizen.

Regardless of the relative merits and success level of these aims, public thinking on the subject has generally been somewhat confused, resulting in mixed attitudes toward this component of the justice system. Table CJ-5 demonstrates this confusion as to the purposes of corrections, particularly as regards "Question A".

Table CJ-5

Attitudes Regarding the Objectives of Imprisonment,  
by Demographic Characteristics, 1970

Question: A. "Do you think the main emphasis in most prisons is on punishing the individual convicted of a crime, trying to rehabilitate the individual so he might return to society as a productive citizen, or putting him in prison to protect society from future crimes he might commit?"

Question: B. "Now what do you think should be the main emphasis in most prisons--punishing the individual convicted of a crime, trying to rehabilitate the individual so he might become a productive citizen, or imprisoning him to protect society from future crimes he might commit?"

	(In percent)							
	Is now:				Should be:			
	Pun- ish- ing	Re- habi- li- tate	Pro- tect So- ciety	Not sure	Pun- ish- ing	Re- habi- li- tate	Pro So- ciety	Not sure
Nationwide . . . . .	27	25	37	11	8	73	12	7
Region:								
East . . . . .	31	26	36	7	9	72	14	5
Midwest . . . . .	22	25	41	12	6	76	11	7
South . . . . .	32	26	28	14	11	70	10	9
West . . . . .	23	23	40	14	6	75	13	6

Continued on following page

Continued from previous page	Is now:				Should be:			
	Pun- ish- ing	Re- habi- li- tate	Pro- tect So- ciety	Not sure	Pun- ish- ing	Re- habi- li- tate	Pro- tect So- ciety	Not sure
Size of community:								
Cities . . . . .	35	22	31	12	6	78	9	7
Suburbs . . . . .	24	31	38	7	10	68	17	5
Towns . . . . .	29	25	38	8	9	78	9	4
Rural . . . . .	22	25	38	15	10	68	13	9
Sex:								
Men . . . . .	28	26	36	10	9	74	11	6
Women . . . . .	27	25	35	13	8	72	13	7
Race:								
White . . . . .	25	27	38	10	8	75	12	5
Black . . . . .	45	18	19	18	10	64	9	17
Age:								
16 to 20 . . . . .	27	26	36	11	6	75	11	8
21 to 29 . . . . .	41	21	31	7	4	81	11	4
30 to 49 . . . . .	26	27	36	11	7	79	9	5
50 and over . . . . .	22	26	37	15	12	63	15	10
Income:								
Under \$5,000 . . . . .	32	20	30	18	11	66	12	11
\$5,000 to \$9,999 . . . . .	27	26	36	11	8	72	13	7
\$10,000 and over . . . . .	26	28	39	7	6	80	11	3
Education:								
8th grade or less . . . . .	24	22	29	25	15	57	11	17
High school . . . . .	25	28	37	10	8	73	13	6
College . . . . .	33	22	38	7	6	80	10	4
Party identification:								
Republican . . . . .	21	25	43	11	8	72	14	6
Democrat . . . . .	32	26	31	11	8	73	13	6
Independent . . . . .	25	25	40	11	8	78	10	4

Source: Louis Harris & Associates, Study No. 2043.

The National Advisory Commission on Criminal Justice Standards and Goals has provided additional background pointing out that

In an earlier era, the community directly exercised law enforcement and correctional responsibilities: for example, the religious tribunals of New England with punishments of banishment, public pillories, and even executions....

However, "As the nation developed in size and complexity, these functions were delegated to public servants, supposed experts with specialized knowledge and certain personal characteristics." The result has been that "Over the years, the public has come to feel little sense of responsibility for these services." Further:

An unconcerned public has been relatively unaware of correctional issues. Correctional agencies have operated with little public scrutiny and in general have enjoyed that autonomy while simultaneously complaining about the lack of public support for their endeavors.

This, according to the Advisory Commission, must change.

Correctional systems themselves must assume responsibility for enlisting broad community support for correctional programs....it still must be said that very little public involvement has yet been permitted or realized.

The opportunity for citizen involvement in corrections is vast. For instance, the National Information Center on Volunteers in Courts estimates that volunteers outnumber professionals in the justice system about four or five to one. Further, they indicate that 70 percent of the correctional agencies in the United States have some sort of volunteer program. In addition, community advisory groups to corrections-rehabilitation have been formed and penal and correctional reform groups have formed in various places to protest against inadequacies in the system.

As regards volunteers as a method of community involvement in correctional activities, correctional administrators should play a major part in the process by defining the roles of volunteers, recruiting them, training them, and supervising them.

Finally, in a time of high costs and taxes and community sensitivity to any programs which may (in the view of citizens) affect the value of property, corrections-community relations becomes even more vital. Strong community support is the only way to achieve such ends as new detention programs and facilities. The Advisory Commission points out:

Correctional agencies must provide a continuous flow of information to the public concerning issues and alternatives involved in implementing correctional programs so that citizens may participate intelligently in the major decisions involved. For example, a major difficulty in instituting various types of community-based treatment centers is communities' refusal to have centers located in their territory. Such resistance will not be overcome immediately, but involvement of many citizens can be expected to bring success eventually.



## Victimization

The purpose of this section is merely to briefly provide some documentation as to rates and types of victimization. Evidence below will show that victimization is to a large degree a matter of citizens not reporting, but that there are major exceptions.

Criminologists and others have long been aware that the amount of victimization was greater than the amount of reported crime. Studies, for instance, have been conducted on the basis of asking individuals whether crimes they have committed have been reported.

However, the best recent study of victimization is the one referred to at the beginning of this report. It was conducted by LEAA in five major cities:

Carried out in the first quarter of 1973, the surveys covered victimizations that occurred during the previous 12 months. In each city, about 10,000 households (some 22,000 persons) and approximately 2,000 commercial establishments comprised the sample. Although respondents were asked about a variety of events, only certain crimes were selected for measurement. For individuals, these were rape, robbery, assault, and personal larceny; for households, burglary, larceny, and auto theft; and for commercial establishments, burglary and robbery.

### The results:

In all five cities, the level of criminal activity, as determined by the surveys, was appreciably higher than had previously been measured. The total number of incidents reported by survey respondents was roughly double the combined number of comparable offenses recorded by law enforcement authorities in the five cities during 1972. Among the various types of crimes measured, auto theft came closest in relative terms to matching the total reflected in official records. By contrast, the number of larcenies, both personal and household, was nearly four times greater than the number that had come to official attention.

And, once again, the reasons for the lack of reporting were basically as stated by the former LEAA Administrator in his interview. In the official words of the report:

In each city, the most commonly cited reasons given for not reporting a personal or household crime to the police were a belief that, because of lack of proof, nothing could be accomplished by reporting the incident, and a feeling that the incident was not sufficiently important to merit police attention.

It should be noted, however, that citizens are not always to blame for crimes not being reported and followed-up on. Justice officials often exercise discretion in that regard also, particularly in the juvenile area.

Don Gibbons reports on one study conducted in the Washington, D. C. area which "demonstrated that schools, the police, and other social agencies and institutions deal with many cases of juvenile delinquency not referred to the juvenile court". Further:

A study in Cambridge and Somerville, near Boston, dramatically indicated that acts of delinquency and misbehavior are much more frequent among youths in high delinquency areas than is revealed in police arrests or court statistics.

Locally, the UNM Criminal Justice Program reported in Juvenile Justice in Albuquerque/Bernalillo County that "Approximately 40 percent of the cases referred to the Juvenile Division (of APD) result in booking". ("Booking constitutes legal entry into the system and establishment of an official record.") The report continues: "If a juvenile is not booked, he and his parents or guardian are counseled and warned and the incident is legally forgotten". In the case of the Bernalillo County Sheriff's Department, "Only in extreme cases do they refer juveniles to the Juvenile Probation Office. Their referrals amount to approximately three percent of the Juvenile Probation Office intake."

The use of discretion on the part of justice officials in terms of making arrests probably has some affect of public opinion, but is likely a matter of the viewpoint of the person involved.

### Local Citizen Attitudes

Two main areas remain to be considered before proposals are made for improving local citizen-system attitudes. One revolves around local research indicating what local citizen views of the system are, and the other is the reverse matter, dealing with the attitudes of system officials toward the public they serve.

In regard to the first matter, some limited surveying has been accomplished. A significant study was submitted to the City of Albuquerque in August, 1972. It was a Police/Community Cooperation and Understanding Evaluation, conducted through the Pilot Cities Criminal Justice Program at the University of New Mexico. The objectives of the study were:

-Definition of citizen attitudes toward police and law enforcement activities in the city;

-Definition of police and law enforcement personnel attitudes toward citizens;

-Definition of the intensity and causative factors associated with defined attitudes; and

-Definition of specific programs to improve negative attitudes and reinforce positive attitudes.

In this part, the main concern is with the first item of the report, supplemented by the third item. The first item of citizen attitudes toward the police was based on a survey of 412 residents, aged 13 and above, which were selected by statistical probability methods to obtain a consensus of prevailing public opinion about police and law enforcement.

Some of the general results of that study are as follows:

#### General Conclusions

1. The types of persons who are most favorable toward police and law enforcement activity tend to be Anglos, conservative Protestants, residents of the Northeast Heights, and persons of intermediate educational levels and lower and intermediate white-collar occupational and income levels.
2. Where hostility or negativism toward police exists, it more likely comes from young adults (especially for Anglo males, 18-25), Hispanics, residents of the Southwest Valley, and people from lower income and educational levels.
3. Persons at the upper end of the educational and income spectrum exhibit less positive attitudes toward police than those at the intermediate level of the spectrum.
3. Juveniles (13-17) tend to be fairly positive toward police, with their views most often coinciding with those of the 26-39 and over-40 age groups. Only later in young adulthood do they appear to develop relatively negative attitudes toward police.

#### Specific conclusions

1. Relatively affluent (in terms of income, education, and occupational level) Anglo adults (26-39) and persons residing in the Northeast Heights tend to have more frequent (favorable) contacts with police.
2. Police contact frequency with Hispanics peaks in the 18-25 age group (exceeding contacts with Anglos in that age group).
3. Persons who tend to be most satisfied with police handling of contact situations and conduct during contact situations and who tend to exhibit the most positive emotional reactions toward police presence are older Anglos, Protestants, residents of the Northeast Heights, and people of an intermediate educational level and lower-to-intermediate white-collar social status level.
4. Persons who tend to be least satisfied with police in the same situations are young adults (18-25, Anglo and Hispano) or older Hispano adults and juveniles, residents of the Southwest Valley, and persons at the upper and lower ends of the social status spectrum.

5. The 18-25 age group and residents of the Southwest quadrant are sharply more inclined to feel that police protection of their neighborhoods is "poor" and that police response is "slow or unreliable."
6. Residents of the Northeast Heights are most likely to feel there is "too little" police activity in their neighborhoods (followed by residents of the Southwest Valley, Southeast Heights, and Northwest Valley, in that order).
7. Juveniles are more inclined to believe that youth groups (especially hippies and long-haired youngsters) and suspected drug users are subject to either unfair or disrespectful treatment by police.
8. Young adults (18-25), Hispanics, and persons from lower (and to some extent, higher) social status households are more inclined to believe that ethnic/racial minorities and poor people are subject to prejudicial treatment by police.
9. A high percentage of persons in all quadrants believe that hippies are subject to prejudicial police treatment, while persons in the Southwest are more inclined than other residents to see teenagers as maltreated.
10. More than half the sample population could be considered as willing to legitimize police toughness toward "certain groups" (usually drug pushers, militant ethnic/racial groups, and people who are "disrespectful" to police).
11. Persons at the lowest occupational level and those living in the Southwest Valley are least likely to legitimize police toughness.
12. Older persons (Anglo and Hispano), and particularly residents of the Heights, are more inclined to stress crime prevention as the most important function of police.
13. Younger age groups are more inclined to stress personal protection and recovery of property as the most important function of police.
14. Those persons who tend to be more favorable toward police in general also tend to express more satisfaction with the job being performed by the APD.
15. Young adults, residents of the Southwest Valley, and those from lower and higher educational and income levels tend to be relatively less satisfied with the APD.
16. Older Anglos, persons of higher social status, and residents of the Northeast and Northwest are more inclined to favor stronger enforcement and judicial measures to deal with the city's crime problems (especially stricter interpretation by judges of existing laws).

Many elements of the study reflect findings cited earlier in other locations, indicating that older persons and those of the white middle-class have better relations with the police than do the young and minorities.

Subsequent to the above study, the CRIMINAL JUSTICE PROGRAM conducted a study of attitudes of the local Black community toward prevention/rehabilitation programs in Albuquerque/Bernalillo County. The study was published January 30, 1974.

Two surveys were conducted as part of this study. One was to study the attitudes of the Black community, while the other surveyed the views of the agencies providing prevention/rehabilitation services.

From the point of view of the citizens (in this case, Blacks) viewing the system, 94 percent are reported to have felt that "prevention/rehabilitation services were not meeting the needs of the Black community." Further:

Respondents in the community survey indicated that they were familiar with the names of the different agencies, but few were aware of the functions of each agency. Over 95 percent stated that additional Black staff members would encourage Black participation in these programs (Blacks represent 5.5% of the total agency staffs)...87 percent of the Blacks surveyed felt that prevention/rehabilitation services discriminated against Blacks.

It appears, in summary, that locally, work in improving citizen attitudes toward the justice system should be aimed at young adults, minorities, those of low income and education, and, conversely, those of higher income and education.

#### JUSTICE OFFICIALS' ATTITUDES TOWARD THE PUBLIC

The other side of the "attitudes" matter (and often coming full circle to affect the attitudes of citizens) is the view justice system operatives have toward the public they serve.

Former LEAA Administrator, Donald Santarelli, commented before the National Conference of State Criminal Justice Planning Administrators that "...the criminal justice system must not be the master of the people. It can only aspire to be the servant of the people." He said further, that "police, judges, corrections officials and prosecutors cannot be in business for themselves. Their job is not to erect empires and operate outside the gaze and control of the public."

Such judgments may be too harsh. However, some research has been done in regard to the attitudes of justice officials toward the public they serve. Considering law enforcement, criminologist Don Gibbons states:

Another aspect of public hostility concerns the antagonism of the police toward the citizenry. American law enforcement agencies have often assumed many char-

acteristics of a "secret society". They have adopted the posture that they are besieged by enemies of all kinds, including most members of the general public. As a consequence, these organizations have closed ranks to prevent disclosure of any information about their general workings. At the same time, they have gone to great lengths to protect even the most deviant and lawless officer on the force.

Although this posture on the part of law enforcement is changing in many places, this assumption by police of great hostility on the part of the public is documented elsewhere. James Q. Wilson, in The Police and the Community reports that

The views of many police officers seem to confirm the "war" theory of police-community relations. Data gathered at least as far back as 1960 suggest that most big-city officers see the citizenry as at best uncooperative and at worst hostile. For example, a majority of Chicago police sergeants questioned in 1960 and again in 1965 felt that civilians generally did not cooperate with the police, that the department did not have the respect of most citizens, that their civilian friends would criticize the department to their faces, and that most people obey the law only from fear of being caught.

Further,

In a study done for the Kerner Commission, Peter H. Rossi and his colleagues at Johns Hopkins University interviewed over 400 police officers working in largely black sections of eleven major cities. When asked in general terms what they felt their major problem was, more officers mentioned a lack of public support than any other factor. Fifty-four percent were dissatisfied with the lack of respect they received from citizens; thirty percent believed that the average citizen in these neighborhoods held them in contempt.

It was noted in the Rossi study, however, that

...when the police were asked about the views of particular groups in the neighborhoods, a different picture emerged. The vast majority (between 72 and 94 percent) felt that older persons, storekeepers, school teachers, and whites were on their side; the police were divided as to whether most blacks saw the police as friends, as enemies, or were indifferent; a majority believed that most adolescents saw the police as enemies.

Looking locally at the attitude of law enforcement people toward the public, the UNM Criminal Justice Program, as noted before, completed a study

in 1972 that encompassed this question. Volume II of that study provides a profile of a younger officer in his thinking about the community. It says that such an officer

...talks with his colleagues about race tracks, liquor distribution, vending machines, "porno" movies, and other subjects of great concern to law enforcement throughout the nation. He wonders how honest citizens put up with this situation. He begins to wonder how many are honest. He hears abusive language from citizens. He is surprised and angered by their lack of respect.

Certain officers decide their contact with the offender provides society with the single opportunity for correction, and they mete out punishment when they have the chance. Increasingly, the officer sees himself, not as an agent of society, but as one who must compensate for society's weaknesses.

The study shows that in terms of general negative and positive responses, locally,

-Officers tend to perceive negative or apprehensive emotional attitudes toward police presence on the part of ethnic/racial minorities, poor people, college students, hippies, long-haired youth, teenagers, and residents of the Southwest Valley, the barrios, and the UNM area.

-Officers tend to perceive positive emotional attitudes toward police presence on the part of wealthy people, white-Anglos, and residents of the Northwest, Southeast, Northeast, and Albuquerque as a whole.

The study also reports on some interesting differences in attitude toward the public between younger and older officers. Space does not permit a summary of those differences here, but the study, entitled Police/Community Cooperation and Understanding Evaluation Project, should be consulted.

There is certainly a positive side to the question of law enforcement's attitude toward the public. It is clear, for instance, that there is obviously desire on the part of those working in the justice system to serve the public, else they would not be doing what they are doing. This certainly indicates a concern for the public. The profile of the young local police officer indicated as much.

But there are more specific instances that can be provided. In one instance locally, a total of 65 officers and 33 police cadets enrolled in a Spanish Language Training Project in order to improve communication between policemen and non-English speaking residents. This was voluntary on the part of the officers and cadets, the cadets receiving no credit at the police

academy for the training. Of the 98 persons enrolled, 59 completed the course and the evaluators stated that 35 policemen and 13 cadets achieved proficiency in Spanish. This is an outstanding example of police officers desiring to serve the public better.

Another example in the law enforcement area involved a course in race and cultural training given to officers of the Albuquerque Police Department. The purpose of the course was to help officers reach a greater understanding of problems of minority group members. Three seminars of 40 hours each were given, each to about 30 officers. The seminars were judged as successful, with a survey indicating that those officers who participated were

- Able to perceive more negative emotional reactions to police presence on the part of poor people.
- More inclined to regard blacks and Spanish-Americans as presenting difficult law enforcement problems.
- More inclined to believe that certain groups think they are subject to police maltreatment (but not that they actually are subject to maltreatment).
- More inclined to stress police functions other than crime prevention as most important.
- More inclined to believe the community would rate protection and recovery of property as the most important police function.
- More inclined to cite reasons other than lenient judges as the primary reason for the low conviction-arrest ratio.
- Less inclined to stress stronger judicial measures and more inclined to stress preventive and rehabilitative measures for dealing with the city's crime problems.
- Less inclined to think the public believes they will receive a fair hearing under the department's citizen complaint system.
- Less inclined to feel that less stringent supervisory practices would be detrimental to police work.

As in other areas, most research that has been done has related to the law enforcement side. However, the remaining subsystem areas of the justice system certainly deal with the public (if under more controlled circumstances) and their officials have some attitude toward the public. To some degree, this can be determined individually by anyone on the basis of the way he or she is treated by those in the agency in question. However, in all areas of the justice system, inadequate staffing and facilities may cause citizens to be processed far more hastily and profunctly than the officials of that agency may desire.



A local study cited previously gives some indication of the attitudes of local agency people toward a segment of the community. That was the study of black attitudes toward local prevention/rehabilitation programs. In that study, 64 percent of the agency heads felt that prevention/rehabilitation services were not meeting the needs of the black community. One of the reasons cited was that agency caseloads tended to be 32 to 100 percent higher than the maximum desired. Eleven percent of the agency heads felt that the services they provided discriminated against blacks. In terms of performing community relations, eight of the 18 indicated they were spending time in low-income communities in public relations activities. Thirty-nine percent of the agencies were operating satellite centers, and 22.5 percent said they conducted activities encouraging community participation.

The result of all this seems to be that many agencies are aware of the need to improve both their services to the public they serve, and to better their relationship with all elements of the community and the community as a whole. Many are undertaking programs to accomplish this. While there are most likely some in local justice agencies who, in essence, say "You stay on your side and we'll stay on ours," many others do not have such an attitude. It is perhaps this desire to serve the public better that is the best overall hope for improved community relations with the justice system.

#### CITIZEN ATTITUDE CHANGE, AND INVOLVEMENT

It seems clear from the preceding material that while many agencies are concerned about the way citizens view their efforts, and while various elements of the justice system are attempting to improve the service and information provided the public, a great deal remains to be done and the attitude of large segments of the public continues to be ambiguous. The ultimate result is generally as was shown in the national victimization survey: apathy and lack of faith in the justice system.

The purpose of this section is to suggest ways to bring about a more positive attitude on the part of citizens and agency personnel toward each other, with the following objectives:

- To "open up" the system to public scrutiny so citizens might become more aware of justice system activities, rather than regarding it as a closed and incomprehensible system;
- To allow justice officials a better opportunity for citizen input and feedback about agency policy and program decisions;

- To encourage fresh insights into justice system operations with the aim of developing creative programs to serve newly perceived or well-known, but unmet needs;
- To develop community-centered law enforcement, courts activities and corrections with citizen participation as a means of more effectively dealing with those formally entering the justice system;
- To generally improve public relations and public understanding of justice system procedures and operations.

It would seem that undertaking such an effort would involve at least three elements. The first is community education and information about the justice system and its activities. The second is citizen involvement in the system itself. The third is aimed at improving the public attitude toward the system by developing new programs that more adequately serve heretofore largely unserved citizen needs.

#### Education and Information

Until not too long ago, information about the justice system consisted mainly of news articles and other accounts of matters relating to the justice system and the crime rate. Public education was little more than talks given to community groups and school classes.

Then some innovations began to appear, aimed at increasing public knowledge and awareness of elements of the justice system and their activities. Among these were:

- The formation of the UNM Criminal Justice Program in 1971 which began to research and publish papers of matters relating to the local justice system;
- Formation of a Chamber of Commerce Crime Prevention Task Force to allow citizens to learn more about the justice system and become active in justice programs;
- Development of a community relations program in the Albuquerque Police Department which engages in public information and crime prevention;
- Development of the Metropolitan Criminal Justice Coordinating Council (MCJCC) in December 1972, to engage in communitywide planning in criminal justice and related areas, to hold open meetings which provide for community participation, and to publish planning and information documents to inform the community about needs and ways to reduce crime and improve the delivery of criminal justice services;
- Development of a public information section of the Second Judicial District Attorney's Office, which publishes an annual report of activities in that agency;



-Beginning the development of a master's degree program in criminal justice studies at the University of Albuquerque;

-Development and production of a series of 13 one-hour programs on the justice system locally on KNME-TV, Channel 5.

The list above is by no means exhaustive, but gives an indication of the increased efforts being made in public education and information. However, as indicated in some of the previous sections dealing with such areas as courts and corrections, a great deal remains to be done. It certainly goes without saying that all of the above should be continued. But in addition, the following are suggested:

-Special educational television and other media programs on general topics of interest in the crime and justice area, such as "Victimization" and "Minorities and the Justice System";

-Justice system officials might participate more in the community educational system primarily through specific courses and course sections dealing with the justice system;

-More agencies could develop public information and community relations programs, through the appointment of an agency official and secretary who would have this as a collateral, part-time responsibility;

-Additional larger agencies might consider publishing annual reports on their activities (as does the DA) for public review;

-High public involvement agencies which are, at the same time, little understood (such as the various courts) might develop glossy illustrated brochures for public distribution describing activities, personnel, procedures, responsibilities, and jurisdiction;

Also to be considered are:

-Wider availability and distribution of materials developed by the Criminal Justice Program, the MCJCC, university research consortium, and others relating to crime and justice topics;

-Public seminars on topics relating to justice matters, such as the Citizens' Conference on the New Mexico Courts, held in October of 1974;

-Involvement of a wide spectrum of the public in a movement for the development and implementation of statewide criminal justice standards and goals.

### Citizen Involvement

Although some community groups have, through national initiative and local determination, expressed a desire to become aware of crime and justice matters as well as a willingness to participate, generally there has been no groundswell among the citizenry to increase its involvement in the justice system.

Such an initiative must come from the system itself.

To some degree, this has already begun. A survey undertaken by the MCJCC indicated considerable use of volunteers by various agencies in the justice system, including Second Judicial District Court Juvenile Probation, Municipal Probation, Second Judicial District Attorney's Pre-Prosecution Probation, and State Probation and Parole. Bernalillo County Magistrate Court has developed a probation program entirely dependant on volunteers, and, on the law enforcement side, the Albuquerque Police Department recently instigated a police reserve program involving community residents. In addition, the Police Athletic League (PAL) uses citizen volunteers to work with children's athletic teams.

But the area of citizen involvement hardly has been touched. In the section above, one suggestion was made and that was involvement of citizens in helping to determine and implement state standards and goals for the justice system. But there are a variety of other ways to involve citizens. Below are several suggestions, built around needs both of the justice system locally and the community itself, which will tend to increase citizen involvement in the justice system:

#### 1. Citizen Involvement in Police Policy

The Criminal Justice Newsletter reports on a project in Dayton which has developed a joint police-citizen policy making program. According to the Newsletter, the background for this project is that

Thoughtful police administrators recognize that patrolmen in the street and cruisers exercise a considerable degree of discretion in enforcing the laws. Policemen every day must make individual judgments, dictated often by resources at hand and priorities as they perceive them.

But police need guidelines to assure consistency, fairness, and credibility in the instant choices they make every day. In order for such policies to gain maximum acceptance from citizens, formulation should have input from the community. By the same token, since the patrolmen and other officers in the streets are the ones who will carry out the policies, they should participate also in the formulation of policies.

The result of such realization has been the formation of the Dayton joint police-citizen policymaking program. It works as follows:

- (a) Two experienced officers go into the field to determine how a given policy is being implemented (curfew, for instance);
- (b) From the information received, a narrative is written.
- (c) The narrative is submitted to 200 residential opinion leaders who indicate, in return, what they would expect from such a policy;
- (d) A cross-section of these citizens (generally who have demonstrated the most interest in the matter at hand) meet with selected policemen (including field and patrol officers) to attempt to thrash out a policy. Specialists can assist if necessary;
- (e) Tentative drafts of the policy are drawn up and widely circulated in the department for review. Departmental administrators meet to discuss the matter and the police director has the final decision;
- (f) The policy is implemented. There is a follow-up review and an attempt made to evaluate the effectiveness of the policy.

It was mentioned that specialists can often assist in policy discussion. These might consist of those who work in the budget area (if city income or financing is involved), or of those with legal training or experts in the behavioral sciences. Such a review would allow for much more citizen input into agency policy development. Some variation of this process might be applicable also to other justice system areas if the law allows some option in the development of their policies.

## 2. Volunteer Coordination

Above, a brief resume of agencies using volunteers was given. Earlier, statistics were provided indicating the vast number of volunteers being used nationally in the justice system. Most agencies have found that using civilians to assist in their activities can be extremely beneficial to both clients and the system itself, so long as the volunteers are given some preparation and training, and are well supervised.

The problem is that each agency proceeds on its own to develop such a program, with no coordination in the recruitment and training of such volunteers, nor any sharing of information as to experiences in training, sources of volunteers or other matters.

A further problem is that personnel in agencies responsible for their volunteer programs have all they can do to supervise volunteers, and it puts an undue burden on them to have to recruit volunteers also.

The proposal here is that a central office for justice system volunteer recruitment, training and coordination be established. Basic personnel would include a coordinator of volunteers and secretarial-clerical assistance. The coordinator's duties would include:

- encouragement of development of volunteer programs in public and private justice-related agencies;
- determination of the particular needs of such agencies in terms of volunteers;
- location of volunteer sources in the community and recruitment of volunteers;
- background investigation, testing and/or interviewing of volunteers for agency referral;
- coordination of basic volunteer training and preparation;
- serving as a focal point of contact for citizens interested in becoming volunteers in justice agencies.

An alternative to this program would be to have a criminal justice division of an already established office for volunteer coordination.

## 3. Alternatives to Incarceration

Similar to the use of volunteers to work with those on probation are programs which provide community alternatives to incarceration. Such alternatives provide judges with greater options than simply imposing no sentence, suspending a sentence, or jailing those convicted of a crime.

An ambitious program in this regard would involve the courts in extensive community contact with organizations, government agencies, charities, and other non partisan groups who could use assistance in worthwhile community projects, and who could supervise the probationer in the work.

An example of this program is in Multnomah County, Oregon. There the Alternative Community Service Program combines the needs of over 200 nonprofit organizations with the skills and interests of misdemeanants. No federal funding is required, and a result has been to lower case loads and relieve jail facilities. Certainly it also increases community involvement in the rehabilitation of convicted offenders.

The primary candidates for such a program would be first offenders involved perhaps in lesser offenses, particularly misdemeanors and lesser felonies. Those charged with violent crimes would most likely be exempted from participation.

It should be noted that Albuquerque Municipal Court and Bernalillo County Magistrate Court have programs of this kind in operation.

#### 4. Community Corrections

The growing emphasis in corrections is in community-based corrections, which simply means that communities return to the old-fashioned concept of caring for their own. Chances of successful rehabilitation are considered greater when convicted offenders remain in their home areas because the pressures and frustrations associated with incarceration and separation of family and friends are less than when the offender is sent far away.

Community-based corrections, then, implies great opportunities for community members to participate in educational training, occupational and counseling therapy related to work and study programs that develop in connection with correctional institutions. No specific projects are suggested herein, but Albuquerque and Bernalillo County will have the opportunity in the next few years to make great strides in setting up model facilities and programs in the corrections area—all of which will provide citizens great opportunities to participate in the corrections-rehabilitation system.

#### 5. Citizen Crime Prevention

One of the most fruitful areas in which citizens can engage in an effort in conjunction with the justice system is in crime prevention and "target hardening". It is also an area which can prove to be of most benefit to the citizens themselves. Successful involvement of the community in activities which make citizens less vulnerable targets for criminals can have the effect of reducing crime and allowing overburdened justice system officials to process the reduced number of cases more carefully, with better results.

A publication on this subject, The Community and Criminal Justice: A Guide for Organizing Action notes that

...Americans can no longer rest on the comfortable assumption that the establishment of institutional machinery to deal with crime constitutes an adequate response to the problem. The continuing evidence of increasing criminal activity has made it clear that our courts, police, and correctional institutions cannot solve the problem. We cannot ask those in the criminal justice system to take full responsibility for a task demanding the concerted action of every individual, community and institution in the country.

The document provides a strong call to action on the part of both citizens and justice officials.

Citizen concern about crime must be translated into action. Crime prevention must be given the same priority attention that environmental problems have received in recent years. It is incumbent upon professionals in the criminal justice system to align themselves with the community to develop the level of awareness necessary to spark widespread involvement in crime prevention activities. Responsibility for initiating action must also be accepted by leaders representing all segments of the public and private sector. Without energetic local involvement of the total community, the criminal justice system will inevitably fall even further behind in its crime control, prevention and rehabilitation efforts.

The MCJCC has begun to accumulate literature, data, and other information about crime prevention programs which citizens can, with justice system guidance and cooperation, begin to implement. The MCJCC will begin to undertake planning in this area, with the hope that through the assistance of volunteer groups and agency programs already established, programs of this nature can begin to be implemented.

In addition, a variety of subgroups, local society should begin discussing methods which will target for criminals, and should seek assistance.

#### New Opportunities

Finally, as regards special opportunities for improving citizen attitudes toward the justice system, is the area of developing new programs to serve heretofore unmet or undermet citizen needs. The feeling here is that citizens who become extremely frustrated because they have a need which is directly or indirectly related to a crime or justice matter, but cannot get the need fulfilled or the matter resolved, are likely to become extremely bitter toward the justice system and government in general. The assumption is that there are major areas of need that have not been adequately addressed by the justice system, and that programs to deal with them would greatly improve the delivery of justice services in the community and would go a long way toward improving citizen perception of the justice system.

Some suggestions in this regard have developed from the system itself. An example was the set of seminars held on the subject of race and cultural relations described previously. As a result of the seminars, the following suggestions for new initiatives to improve community-police relations came about:

1. Officers should meet with community groups both formally and informally, on and off duty, to discuss the police role in the community, along with other matters of common interest.
2. There must be much more contact through the schools with young people of all ages, but particularly with junior high and senior high age groups.
3. These seminars must continue for all sworn officers with a wide variety of professional and community input.
4. Officers must treat all people the same and with courtesy.
5. End indiscriminate stops of cars and groups of citizens.
6. Expand police/community services programs and staff and work more closely with field services.
7. Clean up internal problems first. Internal communications must be improved, along with the policeman's attitude toward the public.

As noted before, it is not at all unusual for suggestions for improved services to come directly from agency officials themselves. In fact, citizen needs are seldom articulated clearly and en masse. It is generally necessary for the system or independent research bodies to try to fathom these needs. Although other sections of this plan suggest needs that will improve the delivery of services and, thereby engender a more positive attitude on the part of citizen recipients, two general suggestions are made below in this regard.

#### 1. Victimization

Most thoughtful students of matters relating to crime and justice feel that those accused and/or convicted of crimes are individuals and should be dealt with as such. In other words, not all criminals are absolutely equal in terms of their criminality. Thus, there need to be more options available than just confining them for the rest of their lives or letting them go. For this reason, great amounts are spent on working to rehabilitate offenders and deterring them from further involvement in crime.

It has become obvious, however, that more attention needs to be paid the victims of crime, for they suffer from loss of property, injury, or mental and emotional damage. Many victims of crime are those who cannot afford property or financial loss—certainly no one can afford physical or emotional injury.

Thus, one of the great unmet needs of citizens involves compensation for victims of crime. This is an old notion dating back to the ancient Babylonian Code of Hammurabi which provided public recompense to citizens who had been

robbed. In the Anglo-Saxon governmental system, this idea did not flourish. Crimes were considered offenses against society, so that control efforts concentrated on punishing the offender, with little official governmental worry about the victim.

A number of states, including California, New York, Washington, and Illinois, now have laws providing compensation for crime victims, particularly in regard to medical and income-loss costs associated with crime-related injuries. The victim's own insurance paid claims are deducted before public recompense, and a variety of regulations limit the laws.

The legislation creating such programs must be carefully designed and the program carefully administered so that victims are adequately compensated according to guidelines established, and in a reasonable period of time following submission of claim. Furthermore, citizens must be adequately informed about the program, and bureaucratic red-tape must be minimized insofar as possible. (In some areas, private organizations have been set up to advise citizens on the availability of these programs.) Safeguards must be established to ensure undue advantage is not taken of the program.

In summation, planning bodies, citizen groups, interested legislators and others, should begin immediately to establish a plan and draft proposed legislation for compensation to victims of crime, as a major unmet citizen need in the justice area.

#### 2. Citizen Complaints

One of the major problem areas in the justice system revolves around the considerable, though largely undocumented, volume of citizen complaints and citizen disputes. These fall into a general category of justice-related matters which include neighborhood feuds, family fights, two-party disputes and the like. It can also include such matters as bad checks and even consumer complaints. Most justice officials acknowledge that these kinds of problems are reported in large volume, but are handled informally (when they are given sufficient importance to be dealt with at all), and few records are kept.

Aspects of such matters are that:

- They defy simple solution;
- The problems continue to exist for long periods of time;
- Officials generally are reluctant to file or accept formal charges of criminal violations in such cases, recognizing that such charges are symptoms, not the root of the troubles;



-These problems are not given high priority on the list of matters to be dealt with by justice officials (in terms of a lasting resolution), and thus tend to continue until a crime results from the problem;

-Citizens tend to get little satisfaction from their dealings with the justice system in regard to such matters and can become bitter, frustrated, and resentful of public officials as a result.

Some programs dealing with this problem area have been established across the country. Recognizing that "in family and neighborhood disputes, the complainant is frequently the party who won the race to the police station." Columbus, Ohio has established a "Night Prosecutor Program" for citizen disputes and related matters. According to a description of this program, "The theory behind the project is a simple one: Since minor criminal conduct often stems from a history of misunderstandings or mutual harassments between the disputing parties, providing an early opportunity for open confrontation and discussion may resolve the problem and eliminate the necessity for court intervention."

Locally, great numbers of these kinds of complaints are reported to the following agencies: Albuquerque Police Department (APD), Bernalillo County Sheriff's Department (BCSD), Second Judicial District Attorney, Bernalillo County Magistrate Court, Albuquerque Municipal Court and Prosecution, Bernalillo County Mental Health Center, Second Judicial District Juvenile Probation, and other agencies.

Most of these complaints involve problems that, while they may have some aspects that are technically criminal, are mostly in a gray legal area in that persons engage in questionable conduct toward each other due not to a desire for illegal personal gain, but as a result of anger and frustration. As noted before, these cases involve fights among neighbors, family disputes, two-party disputes resulting in minor assaults and threats, destruction of property, harassment and other such matters. On the civil side, landlord-tenant disputes, health and building code complaints, minor fraud, bad checks and debt disputes, may constitute the major problems.

Generally, police officers are the front-line troops in these disputes, but they are not usually trained to deal with these problems. The result may be that when officers are called to respond to a crisis situation (or merely to investigate a complaint), the situation is not handled as adequately as it

could be, nor are the disputing parties brought together in any way to settle the matter or to be referred for further assistance. The result is that:

- The problem is not mediated or resolved;
- The problem remains to blight the lives of those involved;
- The citizen is angered and frustrated at the justice system and local government in general for its inability and seeming unwillingness to assist him;
- The potential for actual premeditated or unpremeditated criminal behavior of a more serious nature exists;
- Certainly the justice agency official involved feels frustrated that he has not been able to adequately assist the citizen, and is aware that he or another agency person will probably be called upon repeatedly to deal with future crisis resulting from the situation.

Having determined that a significant number of these citizen problems are reported to the various agencies of the justice system, and that no adequate response is being directed toward them, the following proposal, based on a meeting of local justice system representatives is suggested:

(1) Special units for family crisis intervention and citizen dispute settlement would be formed in the local police agencies to provide specially trained officers to respond to calls for police assistance in dealing with citizen complaints and disputes. (2) A citizen dispute settlement unit would be formed to operate as a division of the office of the Second Judicial District Attorney to receive and investigate referred cases from other agencies (as well as from the public directly) that relate to citizen complaints and disputes. The unit will attempt to mediate such disputes and problems.

#### CONCLUSION

Ultimately, attitude toward and confidence in the justice system is directly related to attitude toward and confidence in government itself. This direct correlation was recently shown in a Florida State University Study which revealed that

...the community perception of the police department correlates positively to citizens' sense of access to government. Because it is difficult for most citizens to adequately survey the effectiveness of police performance, they project their feelings of the accessibility and fairness of their local government to the fairness of the local police department. The greater the perceived access to government, the study shows, the higher will be the citizens' evaluation of police performance.



In essence, then, all of the above is simply a matter of increasing democracy; of allowing citizens to have a direct hand in the shaping and carrying out of policy, with the aim that the passage and implementation of laws shall reflect the will of the people, and that they shall recognize that it does.

PART THREE

EVALUATION

## EVALUATION

### INTRODUCTION

Upon being recently appointed Administrator of LEAA, Richard W. Velde released a statement (September 9, 1974) which said the following about evaluation:

Some hard facts have to be faced if the Agency's operations are to be upgraded. LEAA has to develop proper evaluation programs. We cannot work intelligently unless we know by much more than mere guesswork what programs are working and what programs are failing—as well as why. That, it seems to me, is a top concern. LEAA simply must do more about finding out what works best and then getting the states and localities to put those findings to work.

One of the goals of LEAA in 1975 is:

Develop, test and evaluate effective programs, projects and techniques to reduce crime and delinquency.

An LEAA objective is:

Through evaluation, research, and demonstrations, develop information in FY 75 and FY 76 required for planning and management decisions about the potential and actual effects on crime reduction of criminal justice system capacity building and of criminal justice programs and projects.

Thus, greater emphasis is being placed on evaluation at all levels. Many state planning agencies and some metropolitan coordinating councils have evaluations specialists on board, and most are moving either on their own volition or through LEAA encouragement to develop evaluation programs.

Recently, State Planning Agency (SPA) directors across the country were queried as to needs for 1976. The results were as follows: "SPAs felt they could use \$12.4 million in Part B planning funds, about 22 percent more than the 1975 allocation. About 81 percent of the respondents said they could use

the funds for increased staff. Sixty-six percent felt that evaluation was their most neglected program area." Richard C. Wertz, Chairman of the National Conference of State Criminal Justice Planning Administrators, said, "Now the time is ripe for evaluation to come into its own."

With that background, this section will recount what has been done in regard to evaluation in the criminal justice area, from the federal level down to the local level. First, evaluation purpose and responsibility will be considered, followed by evaluation implementation. Matters related to evaluation will be considered, and then a list provided of criminal justice evaluations completed locally.

#### EVALUATION PURPOSE AND RESPONSIBILITY

Since evaluation relates directly to the criminal justice area, we should briefly touch on two questions relating to this kind of evaluation. One subject concerns the purpose of evaluation in criminal justice programs, and another concerns levels of evaluation responsibility.

The Declaration of Purpose section of the Crime Control Act of 1973 notes that the reason for the existence of LEAA is to "encourage research and development directed toward the improvement of law enforcement and criminal justice and the development of new methods for the prevention and reduction of crime, and detection, apprehension and rehabilitation of criminals."

Programs developed should be evaluated basically as to whether they achieve these ends. The purpose of evaluation is to make such a determination.

Other reasons for criminal justice evaluation are laid out in a discussion paper developed by the National League of Cities - U. S. Conference of Mayors:

- Projects receiving LEAA funds must be evaluated to determine whether to award continuation funding;
- LEAA-funded programs should be evaluated in order to identify successful project approaches to the resolution of criminal justice problems;
- Results of local project evaluation can be the basis for deciding whether to maintain the project with local funds once LEAA support has expired;
- Major assumptions about criminal justice service delivery and operations can be tested through evaluation.

Since evaluation clearly has a purpose, a function, and a reason to be, the question then is who has the responsibility to see that evaluation is conducted properly? In terms of criminal justice programs, the same paper addresses the question by differentiating the kinds of responsibility at various governmental levels.

The paper notes that "Currently, confusion and controversy exist about the role of LEAA, SPAs (LEAA funded state planning agencies), Regional Planning Units and Local Planning Units in the evaluation process." The paper goes on to say, "Clearly, all governmental levels should be involved in evaluation."

The paper suggests the responsibility be broken down as follows: "At the national level, LEAA should not and does not need to concern itself with individual project evaluation." (This, however, is not an iron-clad rule, in that "LEAA should concentrate on research and evaluation of projects of nationwide importance...") Generally, "Evaluation of its own and the SPAs performance in carrying out the crime control program should...be the business of LEAA."

At the state level, the paper suggests that "With input and assistance from their individual localities, SPAs should develop statewide policy regarding program evaluation; this should take the form of an annual evaluation plan, developed as part of the State's comprehensive criminal justice plan." Further, "...a well thought-out evaluation plan should reflect local and state priorities for the evaluation of projects just as the comprehensive plan should reflect local and state priority program areas."

Finally, the paper notes the importance of local evaluation. Certainly, if local projects must ultimately be picked up for funding by the local unit of government, then a local involvement in evaluation effort is vital. This means that local planning agencies and local government must develop capability in evaluation and monitoring.

In many states, it is common for both the state planning agency and the metropolitan or urban regional planning bodies to have evaluation staff. Since this is not practical everywhere, extra effort must be made by staff on hand to labor in the evaluation area.

#### EVALUATION IMPLEMENTATION

##### Federal

In the Crime Control Act of 1973, the United States Congress required that State Planning Agencies shall, among other activities, "provide for such

fund accounting, audit, monitoring, and evaluation procedures as may be necessary to assure fiscal control, proper management, and disbursement of funds received under this title..." (Sec. 303 (a-12)).

In November, 1973, LEAA Administrator Donald E. Santarelli established the LEAA Evaluation Task Force, directing it to develop a comprehensive evaluation program for the agency. Specific purposes were:

- a. To review the current level of evaluation activity carried out by all LEAA offices and the State Planning Agencies.
- b. To develop a common understanding of what is meant by "evaluation," including both the form and the function of activities to be included (and excluded) under the term.
- c. To develop evaluation goals and objectives for each part of the LEAA structure, including SPAs, that are mutually supporting and contribute to an overall agency evaluation goal.
- d. To formulate by March 1, 1974, for the Administrator's review alternative program plans to implement the proposed goals, addressing:
  - (1) Appropriate evaluation task statements for LEAA offices and the SPAs;
  - (2) appropriate SPA evaluation guidelines to be promulgated by the Administrator to supplant or supplement the existing guidelines;
  - (3) appropriate funding mechanisms to implement the guidelines and program goals;
  - (4) appropriate training and technical assistance programs to implement the guidelines and program goals.
- e. To oversee the development of a series of alternative models for the SPAs to use in setting up their evaluation programs.

The result of this effort was The Report of the LEAA Evaluation Policy Task Force, published March 1, 1974. The report noted that:

At every level of operations, from the smallest project being carried on by a criminal justice or related agency, to the Office of the Administrator of LEAA, an associated evaluation activity can provide information essential to rational decisionmaking. Furthermore, evaluation results at any level can and should have impact at all other levels.

Since LEAA works primarily through state planning agencies, the report was used to draft a set of guidelines for SPAs which basically require those agencies to undertake evaluation and monitoring and include a section in the annual plan relating to that.

#### State

At the state level, evaluation has always been considered necessary, and project application forms have required applicants to provide some in-house or outside evaluation.

However, more recently, the Governor's Council on Criminal Justice Planning established, during 1974, a Statistical Analysis Center (SAC) to gather crime and justice data from around the state for uses in determining needs and priorities, and for evaluation planning purposes. An advisory board oversees the work of SAC and recommends policy and procedure.

Later in 1974, the Governor's Council also established a position for an Evaluation Specialist. Only one person trying to deal with a myriad of projects that have developed over the years, the person must also develop and recommend policy. For this reason, and since the Governor's Council was to be reorganized under the new state administration, it was not clear early in 1975 exactly what evaluation programs and policies would be recommended and adopted by the state, nor what guidelines would be set.

#### Local

Locally, the Metropolitan Criminal Justice Coordinating Council (MCJCC) began considering matters related to evaluation in August, 1974. (Like the state, the MCJCC had expected some level of either in-house or outside evaluation as a part of each application for federal funding submitted to the Council for recommendation. Often the grant applications contained budget line-items for this purpose.)

The result of these deliberations was an MCJCC Evaluation Policy which reads as follows:

In its proposed evaluation policy guidelines, the Law Enforcement Assistance Administration (LEAA) has stated its evaluation goals as follows:

- a. Evaluation Goals. Recognizing the importance of evaluation as an essential tool in planning to reduce crime and delinquency, LEAA has established three distinct but related goals with respect to evaluation. These goals call for the development of accurate information for management decisions, the generation of new knowledge to guide planning, and an increase in the evaluation capability of state and local criminal justice agencies. Specifically, LEAA goals with respect to evaluation are:
  - (1) Management goal -- to have performance information utilized at each level of the Law Enforcement

Assistance Program in planning and decision making in order to assist program managers achieve established goals.

- (2) Knowledge goal - to obtain and disseminate information on the cost and effectiveness of various approaches to solving crime and Criminal Justice System problems.
- (3) Development goal - to have state and local Criminal Justice System units develop an evaluation capability as part of their management systems.

The Metropolitan Criminal Justice Coordinating Council in the City of Albuquerque and Bernalillo County (MCJCC) endorses these goals and, while the guidelines are aimed primarily at state planning agencies, the MCJCC also endorses the guidelines.

Further, it is the judgment of the MCJCC that those using public dollars to implement federal projects should be accountable to the public. This accountability should include (but not necessarily be limited to) the following elements:

- a. The project should be developed based on careful research into the problems to which the project hopes to provide a solution, and should relate to community-wide criminal justice priorities.
- b. Community input and careful review at all levels should be important factors in each project's development.
- c. Each project should have, as an essential part of its design, an evaluation component that will provide those administering the project, those units of government and others whose budgets will fund the project in the future, and citizens-at-large, some indication of the success or failure of the particular approach to dealing with the problem determined to be extant.

The Council thus believes evaluation to be an essential means of providing information on projects to agency and governmental personnel, and to the public. The Council, therefore, requires some level of evaluation to be included in each project reviewed by the Council. This policy shall be in effect unless changed by LEAA or State Planning Agency (SPA) Guidelines.

APPROVED: BOB V. STOVER, MCJCC Chairman

Under this basic policy, the MCJCC is moving to meet the requirements of LEAA on the states and, ultimately, the local areas to provide indications of the success of projects developed with public funds for the purposes of more effectively dealing with crime problems and providing the community with better justice services.

#### EVALUATION RELATED MATTERS

A number of methods of keeping track of the progress of projects have been developed, of which evaluation is one. However, other methods, somewhat similar to evaluation, are also used. In order to keep these methods distinct from one another, the following definitions are provided:

Auditing: "A systematic process of examining and reporting objectively on the financial and operational systems, records and reports of an organization to determine financial integrity, compliance with legal and administrative requirements, efficiency, and economy, and to assist in evaluating effectiveness in meeting established goals."

Monitoring: Monitoring usually involves gaining a basic familiarity with the project by studying its history and background via the original program description, progress reports and any preliminary evaluations conducted. This is usually followed by one or more visits to the project site. The monitor determines whether the project is proceeding to the timetable established in the program description, whether equipment has been purchased as planned originally, whether such equipment is on hand, whether personnel are filling the positions as originally planned, and whether proper records are being kept. Other information required by the monitoring form should be gathered.

Evaluation: Evaluation involves an overall assessment as to whether the project is accomplishing its goals and objectives, and whether this is being done as projected originally. As statistically reliable a method as possible is developed to determine project accomplishment, and an analysis of that data is conducted so as to determine project impact on such universal goals as crime reduction, as well as whether the project is having a specific result on the specific problem toward which it is aimed.

Progress Reports: Interim (quarterly) reports required by LEAA of each project funded so that the administering agency can be aware of whether the project is meeting its timetable, accomplishing its goals, or developing specific problems that need to be considered. These reports are submitted by the agency implementing the project.



To present, most of the efforts at both the state and local level have dealt with monitoring and auditing of projects. But all projects are required to submit progress reports, although the quality and amount of information available in them varies considerably with the project and the project director and personnel associated with it. Further, some projects have actually had outside evaluations, and these are listed later in this section.

In regard to monitoring, an example of the monitoring activities of the MCJCC appears on the next page. Monitoring is undertaken by both staff and Council members. For instance, the example presented was conducted by an MCJCC staff member and an alternate to the Council.

The example is of Governor's Council Grant Number 74-B-1-1-M. It is a project to establish an in-house planning capability for the Albuquerque Police Department. The project was in its second year of federal funding when monitored. That means that the project had been determined to be operating successfully at the end of its first year of funding and had been recommended for continuation by the MCJCC, then funded by the Governor's Council. For the second year, the City of Albuquerque increased its percentage share of the funding of the project, as required by LEAA, and planned (given the project's continued successful operation) to assume the entire cost of the project's operations for succeeding years as a part of regular police department activities.

Shown is the final summary sheet of the monitoring form used, in which summaries, conclusions, and recommendations are presented.

The MCJCC itself is a project that is monitored for effectiveness. As pointed out in the material below, the process is a constant, ongoing one with several opportunities during the year to assess results. The following is from the original application submitted by the MCJCC for its annual funding:

Evaluation of the work of the MCJCC is a continual, ongoing procedure which culminates at various times during the year and is the responsibility of many people. First, quarterly progress reports are submitted which contain summaries of quarterly activities by each Planner and the Coordinator. These are based on daily logs kept by the Staff and are reviewed by the Coordinator and an MCJCC committee. The progress reports are submitted to the Governor's Council in Santa Fe by the 15th of the month following the end of the quarter and are reviewed by that body.

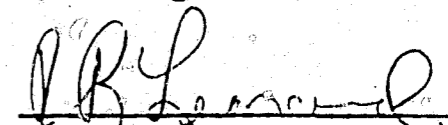
#### E. SUMMARY

Please summarize the general conclusions of the Monitoring Team about the current progress and accomplishments of the project. Also, state any recommendations of the Team.

Monitors feel the project is operating very successfully, with a large input of personnel from the APD, outside grant requirements and provisions. Monitors have the following suggestions:

1. Care be taken to allow for adequate coordination among APD Planning, APD Personnel, and City of Albuquerque Personnel in regard to the development of a Career Development Program for APD, and the tying in with a similar program for all city employees.
2. Consideration be given to transferring all APD statistics-gathering bodies (Special Operations Section, APD Records) to APD Planning. Project staff suggested that APD Inspections and Budget Analysis similarly be so transferred. This would involve a major APD organization-structure change which might bring about better departmental coordination as the importance of the planning unit to the department grows and its responsibilities expand.
3. Progress reports submitted to the Governor's Council should be expanded to provide more information on the overall activities of the APD Planning Department, rather than being limited to the activities of the Analyst hired under the grant. Further, the progress reports should report on project progress with regard to the timetable established in the application so that a comparison between anticipated accomplishments and those actually achieved can be made. Under an "other" or miscellaneous category, additional planning project progress could be listed. This could enable anyone inquiring of the Governor's Council, the MCJCC, or APD Planning as to the development of a law enforcement planning unit, to be able, by studying progress reports, to chart the development of such a unit in its entirety.
4. Item previously discussed in regard to outside critique special condition (recommendation contained under that item).

Monitoring Team Members:

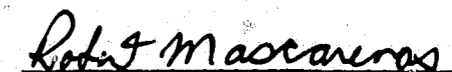
  
RICHARD B. LEONARD

Original: MCJCC

Copy: Chief Bob V. Stover, APD

Sally McCabe, City of Albuquerque

Julia Lopez, Gov. Council

  
ROBERT MASCARENAS

Second, an MCJCC Management Assessment Team has been created which, as noted above, reviews the quarterly progress reports of the Staff, plus examining the daily logs. The Team also engages in other activities like fiscal monitoring, and undertakes special projects, such as contacting agencies and people in the community served by the Council and its Staff to see whether adequate services are being provided. Reports of the Management Assessment Team are provided the Council and its Chairman and can be forwarded quarterly to the Governor's Council.

Third, the Staff works, to some degree, as part-time Staff to specific agencies, and in an advisory capacity for others. Through the Council itself and its Standing Committees, a continual evaluation of the Staff takes place with feedback to the Chairman and the Coordinator.

Fourth, the Plan and other publications of the Council and the subsequent projects developed provide material for evaluation. The accuracy and value of the information presented, the degree to which priorities and needs developed by the Council reflect the actual situation in the community, and the utility and creativeness of the projects developed in response to those needs provide insight into the work of both Staff and Council. Other documents and activities of the Council and its Staff indicating new areas of experimentation may be developed from time to time.

There are many minor factors, such as attendance at Council and Standing Committee meetings, of agency people, plus involvement in other ways. The observation of an evolving structure for planning and other factors give some indication of the effectiveness of the MCJCC.

Last, but far from least, is what occurs in the crime problem locally. Although there is a constant flux in the crime problems, clearance rates seem to be going up and the incidence of some crimes appears to be diminishing - evidence that a coordinated approach to crime reduction has some effect, even though much of the effect in terms of better delivery of services is hard to measure.

It is clear, then, that evaluation of the MCJCC occurs continually, is both external and internal, and involves all elements of the Criminal Justice System, some of whom summarize their findings in writing. Certainly, members of the Governor's Council (the supervisory Council to the MCJCC), and others are invited to observe the operations of the MCJCC at any time.

#### COMPLETED EVALUATIONS

The following is a list of evaluations that have been completed regarding federally-funded projects in the criminal justice area locally. These are available to the public and to others concerned about such projects, and may be consulted for information as to the successful operation of these various activities:

Crime Reduction in Albuquerque: Evaluation of Three Police Projects  
This is an evaluation by the Criminal Justice Program at UNM of three Pilot Cities Projects: (1) Metropolitan Narcotics Enforcement Squad, (2) Team Policing Project, (3) Crime Laboratory Survey Project.

Following is an abstract:

This report of the University of New Mexico's Criminal Justice Program presents an operational description and results of three Albuquerque Police Department demonstration projects funded by the Law Enforcement Assistance Administration (LEAA) under its Pilot Cities discretionary grant program.

The three projects, part of a package proposed to LEAA in 1971 (the first year of operation of the Pilot Cities Program in Albuquerque), include a Metropolitan Narcotics Enforcement Squad (a combined effort of APD, the Bernalillo County Sheriff's Department, and the New Mexico State Police), a team policing project, and a crime laboratory survey.

Evaluation of these projects indicates they have greatly contributed to law enforcement capability to deal with special crime problems. The Metro Squad has made a significant impact on drug trafficking in the Albuquerque Metropolitan Area (hard narcotics arrests rose 233 percent). Team policing has improved both police morale and citizen support, as well as the caliber of the APD's crime scene investigation (crime clearance rate doubled). The crime lab survey has laid the necessary groundwork for establishment of a metropolitan area crime laboratory, which should ultimately have significant impact on the APD's clearance rate and on successful prosecution of arrested offenders.

#### Evaluation Report: Albuquerque Police Department Race and Cultural Relations Training

This is an evaluation of seminars developed by UNM's Criminal Justice Program. The evaluation was by the same program. An abstract follows:

Seminars in race and cultural relations were conducted in March and April 1972 for 90 Albuquerque Police Department officers (in three groups of 30 officers each) under a project funded by LEAA through a Pilot Cities discretionary grant to the City of Albuquerque. The seminars were evaluated by the staff of the Albuquerque/Bernalillo County Pilot Cities team (the Criminal Justice Program staff at the University of New Mexico) on two levels: (1) personal observation of the seminars in progress by the CJP law enforcement specialist, and (2) comparison of the attitudes

of seminar participants versus nonparticipants as revealed by a survey conducted under a separate CJP research project. The evaluation revealed that the initial strong impact of the seminars tended to dissipate rather quickly over time. Other major findings were that seminar participants: (1) tended to perceive greater negativism, hostility, and dissatisfaction toward police and minority groups and other segments of the community, and (2) appeared more attuned to socioeconomic factors affecting the city's crime problem.

Evaluation: Property Crime Reduction Program

This research project was designed and funded through the UNM Criminal Justice Program. The evaluation was by the University of Albuquerque's "Center for Law Enforcement, Corrections and Social Services." Following is an abstract:

This study represents an evaluation of a two phase Albuquerque Property Crime Reduction Program.

The high incidence of property crime, particularly residential and commercial burglary, in the Albuquerque area suggested that with a Special Operations Section capable of data collection, of analysis authorized for deployment (independent of the general operations of the police department) and of changing its modes of deployment, property crime in specific "high rate" areas of the city could be reduced.

The methodology used to analyze the project involves the application of before-after and control-experimental comparative designs. Appropriate measures of association and test of significance along with percent comparisons are used to assess the viability of nine hypotheses.

The findings show that the SOS project was successful in affecting crime rates for the entire city of Albuquerque and for given experimental areas. The greatest success is found in the lowering of residential burglary and armed robbery.

In conclusion, the findings support a claim for success in lowering, or in some cases leveling, the rising property crime trend.

Evaluation: Youth-Related Property Crime Reduction

This research project was designed and funded through the UNM Criminal Justice Program. The evaluation was by the University of Albuquerque's "Center for Law Enforcement, Corrections and Social Services." Following is an abstract:

This study represents an evaluation of an intervention program designed to reduce property crimes by youths attending high schools in Albuquerque, New Mexico.

The overall goal of the program was to soundly evaluate the concept of school-police teams operating to reduce truancy and associated juvenile crime through the use of intervention programs.

The methodology used to analyze the project involves the application of before-after and control-experimental comparative designs. Appropriate measures of association and test of significance along with percent comparisons are used to assess the viability of three hypotheses.

The findings are mixed in that while overall property crime rates for youths and chronic truant rates seem not to have been affected, some success was found for individuals who went through the program.

In conclusion, the overall goal was accomplished in that the project represents one of the few attempts at rigorous evaluation designs in this type of action-oriented program. Continual use of feedback occurred while the program was ongoing. In the program itself, there is a claim for success with selected individuals, but not for total rates.

Evaluation Report: The Southwest Valley Youth Development Program

This project underwent several drafts, with the Criminal Justice Program at UNM ultimately being named evaluator. The "Preface" to the evaluation report says "Unfortunately, the Criminal Justice Program was not advised of its designation as evaluator until after the project had begun operation. As a result, the only evaluation scheme which could be developed was an effort analysis." Following are the report's "Conclusions and Recommendations":

It is the conclusion of the evaluators that the project is a "success" if measured by agency, community, and client acceptance. It is a popular, highly visible program. The evaluators cannot say, with any amount of quantitative sophistication, how successful the project has been with individual clients. The project appears to be developing a degree of sophistication which will allow for a more meaningful evaluation in the future. It can be said, at this point, that the project is worthy of continued governmental interest.

Recommendation:

That efforts be initiated to have the project adopted as a permanent part of the local government.

Recommendation:

That specific goals be established annually and that such measuring devices as are needed be developed to allow further evaluation.

Recommendation:

That further training avenues be explored and that a specific on-the-job training program be developed and made mandatory for staff members.

Program Evaluation of Albuquerque Municipal Court Probation Grant.

Evaluations: August, 1972-December, 1972-June, 1973-November, 1973

The purpose of this grant was to improve diagnostic and treatment services for offenders who appear in Albuquerque Municipal Court and Bernalillo County Magistrate Court.

The last evaluators, Executive Technology, Inc., of Dallas, Texas, summarized their findings as follows:

Significant progress has been made during the last six months toward:

- Achieving a permanent status for probation programs in Albuquerque. This position is perhaps best illustrated by the City's allocation of revenue sharing funds to Departmental operations.
- Improving community involvement and probationary programs through such efforts as Community Service Volunteers and Shoplifting Seminars.
- Implementing an improved pre-sentence reporting format.
- Handling a higher case load with greater efficiency.

Recidivism rates are not yet statistically measurable, but we believe that the quality of services provided indicates that substantial progress is being made toward a 25 percent reduction in recidivism.

Improvements and changes for the future can be directed toward the following:

- Develop a summary report for judges on probationers' adjustment during the probation period.
- Continue to pursue development of a field supervision volunteer program for Municipal Court probationers.

- Implement current plans which provide for a closer alignment of probation staff with the courts.
- Continue to press for additional probation staff to help reduce the case load to a reasonable level.
- Continue to implement the reporting system suggested in our previous report.

The overall success of the Probation Department is perhaps best summarized by the Municipal Judges themselves, as they generally ranked services provided by the Department as "Superior."

Evaluation: Client and Court Opinions of the DESEO Program

This evaluation was conducted by Kirschner Associates, Inc., of the Bernalillo County Mental Health Center's DESEO program for ex-convicts. Following are the conclusions of the study:

The DESEO program serves a heterogeneous client population. While all of its clients share the experience of their own or a family member's incarceration, the sorts of problems encountered upon release are varied. Accordingly, the demands made upon the program are varied and DESEO must cover many fronts if it is to effectively assist the ex-convict in making a successful reentry to society.

The data gathered in this study indicate that DESEO is providing that assistance quite effectively: all but a very few of the respondents feel the program has helped them and would recommend involvement in DESEO to others in their situation. They would like to see the program offering more services but they recognize that additional services require additional resources.

DESEO appears to be particularly helpful to the families of persons currently incarcerated. Gratitude for the program's assistance was especially high among this group.

DESEO seems also to have been effective in promoting the notion that the program will "help you help yourself." Most of the study's respondents noted at some point in their interviews that DESEO "can't do it for me;" although they look to the program for support in their endeavors, they recognize the primary contribution to their successful reentry must be their own. It is an impressive accomplishment for a program to successfully deliver a philosophy as well as its services.

Evaluation: Client and Court Opinions on the PASO Program

This evaluation was conducted by Kirschner Associates, Inc., of the Bernalillo County Mental Health Center's "Positive Approaches to Sex Offenders" (PASO) program.

Following are the conclusions of the study:

The PASO program was accorded a remarkable degree of praise and satisfaction by both its clients and the members of court related professions with whom it works.

The program clearly fills a dispositional need for the courts. While there is some reluctance on the part of judges to call PASO effective ("It's too early to tell") there is no doubt that the program represents a viable sentencing alternative. Attorneys and probation/parole officers are less conservative in their appraisals. The availability of a treatment program like PASO is greatly appreciated among these latter groups.

PASO's clients seem to hold a uniformly high regard for the program. Every respondent said he had been helped by the program; all but one said they would recommend PASO to others in their situation.

There is strong interest, on the part of both clients and the court related professions, in seeing the program expand to include new client groups, to deliver new services, to develop new facilities. If PASO can maintain its current level of appraised effectiveness as it expands, it will become a powerful problem-solving force in the community.

FUTURE EVALUATION POSSIBILITIES

Depending on guidelines issued by the Governor's Council on Criminal Justice Planning regarding evaluation during the upcoming year, the MCJCC is considering the following possible programs to improve the local criminal justice evaluation process and climate:

- Evaluation seminars for interested MCJCC members and agency personnel (especially Planners) in order to further explore matters related to evaluation, planning, data collection and related matters. Pilot Cities has indicated a desire to assist in this.
- Development of a list of resources available locally which can provide capability for outside evaluation on projects requiring such.
- Inclusion of an evaluation section in the MCJCC's Annual Plan which would summarize recently-funded projects and state the

evaluation component of each for the information of the public. In addition, excerpts from good progress reports and evaluations might be included for public information.

- Consideration of a discretionary grant from any source interested to provide capability to develop project evaluation design in projects requesting federal funding.
- Continuation of MCJCC monitoring teams, using a standard form, to determine the basic progress of projects underway.
- Establish a clearinghouse procedure to provide information to others needing advice on projects with which we have experimented.
- Work closely with the Governor's Council and their Planning and Research Study Team to integrate state and local efforts in improving evaluation capability overall.
- Encourage agencies to participate in the "Evaluation Clearinghouse," established as part of the National Criminal Justice Reference Service by submitting five copies of each evaluation report in local projects for national reference.



**END**