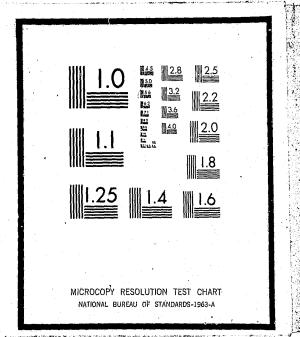# NCJRS

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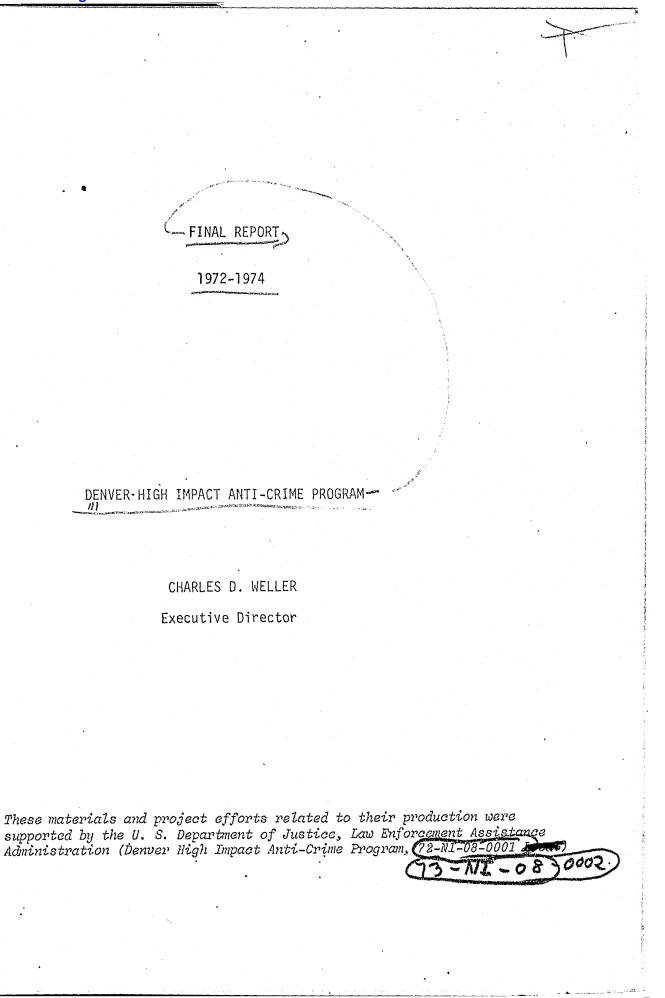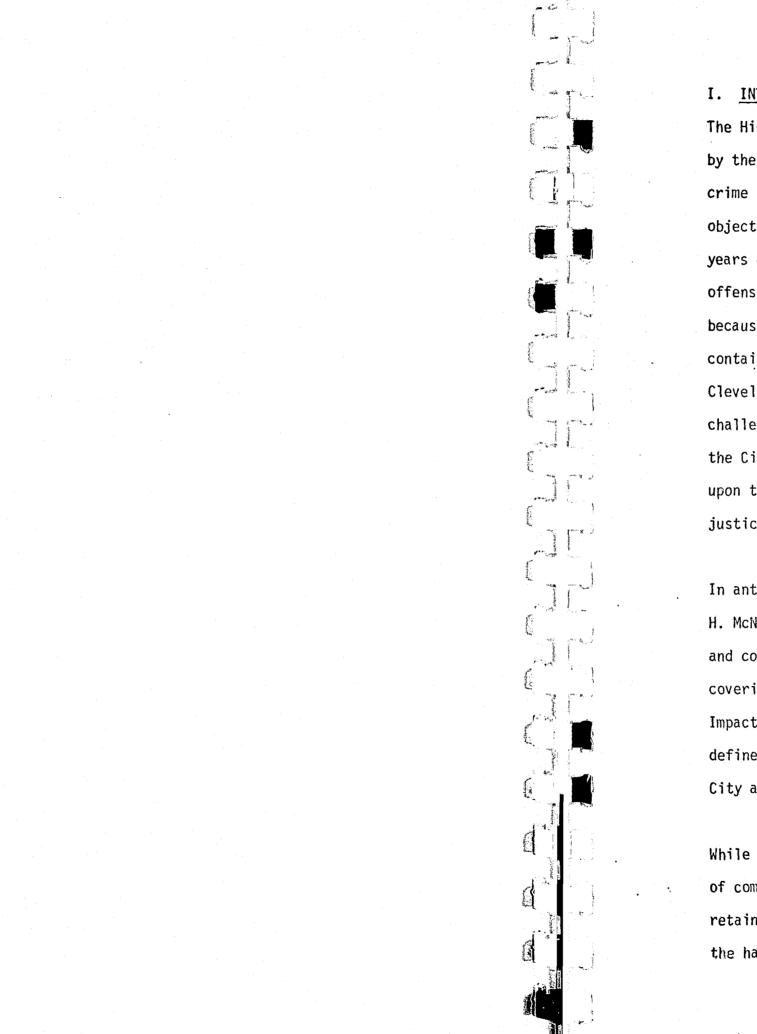**WASHINGTON, D.C. 20531**

Date filmed 7/26/76

FINAL REPORT

1972-1974

DENVER-HIGH IMPACT ANTI-CRIME PROGRAM
n1

CHARLES D. WELLER

Executive Director

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I. INTRODUCTION AND ORGANIZATION OF THE REPORT

The High Impact Anti-Crime Program in Denver is one of eight established by the Law Enforcement Assistance Administration to test the concept of crime specific planning and the establishment of quantifiable goals and objectives for the reduction of crime. A goal of 5% reduction in two years and 20% reduction in 5 years for stranger-to-stranger felony offenses - homicide, assault, rape, robbery and burglary - were selected because stranger-to-stranger crimes offer the greatest potential for containment or suppression. Each of the eight cities, Atlanta, Baltimore, Cleveland, Dallas, Denver, Newark, St. Louis and Portland, approached the challenge in somewhat different ways. It is believed the approach of the City and County of Denver has proven to be an effective one based upon the results it has achieved and the positive changes in the criminal justice system which the Impact Program has spearheaded.

In anticipation of receiving the formal grant from LEAA, Mayor William H. McNichols, Jr. appointed a 33 member Anti-Crime Council of agency and community leaders and a sub-structure of committee task forces covering Youth, Police and Community Relations, Courts, Corrections and Impact Neighborhoods, to identify problems and to work with a yet to be defined staff organization to administer the program on behalf of the City and County of Denver.

While procedures of operations have since been refined, the above .structure of community and agency participation involving 75 citizens has been retained and public involvement in crime reduction projects is one of the hallmarks of the Denver program.

At the direction of the Mayor, all professional staff positions for the newly formed Crime Analysis Team were nationally recruited by the City's personnel department, based solely on the professional capabilities required to execute the program. While two members of the staff had previously resided in Denver, all of the professional staff with the exception of the Financial Administrative Officer came from other sections of the country. The role and responsibilities of the staff were made all inclusive, with constructive support provided by the Colorado Division of Criminal Justice and Region VIII of LEAA, without daily direction or interference. The staff actively assumed a comprehensive responsibility in developing a basic and objective understanding of crime and criminal justice in Denver, involving itself in grant program design for needful improvements, grant application/program development, and measurement and evaluation of project effectiveness and analysis of crime trends.

Policies of local agencies were strictly respected with the objective of ensuring that any lasting improvements would be achieved in partnership with each of the agencies and, therefore, have a better chance of permanency.

The results achieved to date and the obvious acceptance of the Crime Analysis Team's participation in agency programming attest to the widsom of the Impact Program's early organization and initial rapport building activities.

This Final Report includes an explanation of activities designed and implemented under two project grant awards made to the City and County of Denver by the National Institute of Law Enforcement and Criminal Justice,

Law Enforcement Assistance Administration, U. S. Department of Justice. Award Number 72-NI-08-0001 (Local) in the amount of $583,329 initiated the implementation of a Crime Analysis Team in Denver. It was a 30-month award commencing in March, 1972. In October, 1972, Award Number 73-NI-08-0002 (Local) provided $314,362 to add sufficient staff and support to the original CAT to give it a professionally skilled in-house evaluation capacity. From October, 1972 to the present, the Denver CAT has been organized as an integrated planning and research agency operating under the auspices of the Office of the Mayor, supported by these two financial awards. Other than for fiscal support, and an internal division of labor between research and evaluation tasks, no organizational division is apparent, despite the two separate grant awards. Even this limited separate identity has been weakened through "cross-fertilizative" assignments to stimulate staff development and improvement.

This Final Report is organized to present a brief history and a general description of the Denver Anti-Crime Council and staff, the Crime Analysis Team. The preparations made by others to plan the CAT in Denver, the staff's initial planning activities, and the early surge of project design and development activities are generally described in Section II of this Report.

Section III, "Specific Objectives of the Crime Analysis Team" is set forth according to 6 major objectives which the Denver CAT has pursued within the National Impact City philosophy and guidelines. They do not appear in

priority order but are presented in a sequence that follows logical development.

Under each major objective, sub-headings identify discussions of aspects of the program which lend themselves to replicability, measurability, efficiency, and accessibility. For example, under Objective I, "To establish a city criminal justice planning and research capability", there appear six sub-sections describing aspects or activities of the program. One of these is the Staffing Pattern and organization of the agency which, of course, is of critical interest to other cities interested in replicating the Impact Crime Analysis Team. The remaining sub-sections under this objective describe functions and responsibilities that the staff perform which serve as evidence that Objective I has been achieved. A discussion of each of the major objectives is organized similarly.

The discussion of the efforts to achieve each major objective will usually include the so-called "methods" employed. Since this grant is aimed primarily at developing a local, city level, administrative capability to assist the criminal justice system, a separate, detailed Methods Section does not seem appropriate. Rather, attention to history, initial planning, impact upon criminal justice agencies and the crime rate, and problems encountered appear to be key ingredients worthy of further study and continued monitoring.

Of interest to localities feeling a need for a local criminal justice

capability is Section IV, "Major Problems". This section of the report addresses obstacles and difficulties presented the CAT from all vantage points.

Finally, Section V, "Overview and Observations" reflects the prerogatives of a Project Director to comment on the impact of his project from a more subjective point of view. It is not intended that this section necessarily be considered as solid fodder for evaluating the Denver CAT. Rather, it is included for the purpose of offering insight and solace to other project directors faced with similar challenges, and no doubt, colliding with similar obstacles to the improvement of the nation's criminal justice services.

The Appendices attached to this Final Report are each preceded by a cover page which exhibits the title of the appendix, and implying the nature of the enclosure. Much of the material included in the Appendices are submitted as a matter of technical compliance to the need of the grantor, LEAA, and are not necessarily critical to support the overall Final Report. Reproduction and external distribution of the Final Report will be facilitated by omitting the materials in each appendix. However, the inclusion of the appendix cover page will allow any reader to individually request copies of the materials that appear to be of interest. For example, one of the appendices includes a copy of the previously disseminated 4 Volume High Impact Anti-Crime Plan, materials of primary interest to the grantor, but available upon request to other interested persons.

II. HISTORY, IMPLEMENTATION AND OBJECTIVES OF THE CRIME ANALYSIS TEAM

The National Institute and the Inspection and Review units of LEAA began a concerted effort in 1971 to identify alternative national funding strategies that offered greater potential for effective crime reduction. Several individuals within the LEAA Central Office staff at Washington, D.C. analyzed alternatives which were finally narrowed down to, one, screen and select a small number of highly successful projects and make funding available for their replication to any interested jurisdiction; and, two, select a small number of typical medium sized cities and provide the local Chief Executive substantial financial resources to reduce crimes that appear suppressible. Subsequently both of these strategies, along with others, were developed by LEAA for experimentation, the first identified as the Exemplary Project Program, and the latter known as the Impact City Program.

Once the "High Impact" concept and "crime specific planning" methods were documented and eight experimental cities had been selected, LEAA through their Regional Offices, initiated private contacts with locally elected officials to determine each selected city and state's general receptivity to the program.

The Administrator of the Region VIII LEAA office at Denver and the Director of the Colorado Division of Criminal Justice, the State Planning Agency Director for LEAA programs jointly visited the Governor, the Chief Justice of the Supreme Court and the Mayor to apprise them of Denver's selection

subject to their concurrence. The importance of these early contacts, with open discussion about the philosophy behind the new program, cannot be overemphasized. The last two months of 1971 were expended quietly but effectively providing elected officials the basic ground rules for the High Impact Anti-Crime Program. The hard and fast quantifiable objectives of reducing stranger-to-stranger crime over a set time period with wide local discretion in the means used to achieve it was a vastly new opportunity for Denver and Colorado. The promise of resources for a totally funded Crime Analysis Team to administer the program assured local officials that this was not going to be a Federally dominated, State directed, overnight project, but rather a long-term commitment providing massive funding to impact crime at the city level. Mayor William H. McNichols, Jr. responded with affirmative interest. The Mayor and the Denver Chamber of Commerce had been planning steps to set up a Denver Coordinating Council on Criminal Justice in the Fall of 1971. The High Impact Anti-Crime Program was a most timely opportunity.

The Vice President of the United States publicly announced the special $160,000,000 Impact City Program at a special meeting of the eight participating Mayors, in January of 1972. Upon his return to Denver, the Mayor immediately made appointments to a 33 member Denver Anti-Crime Council and 5 Task Forces of 8 to 12 members each. The Task Forces were functionally assigned responsibilities related to different aspects of the criminal justice system., i.e., Police and Community Relations, Courts, Corrections, Youth Development and Impact Neighborhoods. Representation on the Council

and each of the five Task Forces reflected one-third private citizens, one-third criminal justice agency administrators, and one-third elected or appointed governmental officials. All ethnic and racial groups were represented as well as representatives from State government.

The Mayor charged each Task Force and the Denver Anti-Crime Council to begin meeting immediately and often to formulate initial policy for the Impact City Program and to identify local crime problems that merited priority attention.

Within 75 days some 175 crime problems or criminal justice issues were identified through a public hearings process that involved in excess of 20 meetings held at different locations around the city. The Executive Director of the Commission on Community Relations was appointed the Chairman of the Denver Anti-Crime Council and since the program had no staff, his agency coordinated these meetings, using Region VIII LEAA staff and the Colorado SPA staff as technical advisors.

While this process was underway, the Mayor charged the Denver Career Service Authority with the task of nationally recruiting the most capable staff available. The Career Service Authority advertised in the national press across the country, screened over 500 applications, conducted on-site interviews at five different locations in the U. S., and invited some 20 finalist candidates to Denver for Panel Oral Examinations, at which time the staff was appointed. This mammoth effort by the Career Service Authority

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was initiated and completed within 45 days and the Director was on board by April 16, 1972, approximately 90 days after the formal announcement of the program by the Vice President. An Organization Chart of Council, Task Forces and Staff appears on the following page.

With the results of the Council's repeated deliberations on priorities about the problems identified by the Task Forces, the Crime Analysis Team began formulating a preliminary plan for the first expenditures of the LEAA crime reduction action money. The preliminary plan was prepared, written and reproduced in 13 days to meet LEAA imposed deadlines in the month of May, 1972. For the next five months, the entire 10 man Crime Analysis Team expended considerable effort on collecting crime specific data to incorporate in and support a more sophisticated Crime Reduction Plan, and to guide project development efforts toward problems with the greatest potential for reduction impact. A great deal of time was expended creating a grant application review and approval procedure that guaranteed citizen input and still complied with City, State and Federal grant guidelines and procedures.

While approximately 50% of the CAT's time was expended with local agencies directly assisting in project design tasks, 30% of their time went to the development of a comprehensive crime data base for the city. The preliminary planning effort forced the CAT to rely almost entirely upon the Uniform Crime Reports for 1970 and 1971, and it was soon realized that longer term planning, sound project design, and future evaluation responsibilities necessitated considerably more detailed crime data than was

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DENVER ANTI-CRIME COUNCIL

ORGANIZATION OF RESOURCES

THE CITIZENS OF THE CITY AND COUNTY OF DENVER

```
                              MAYOR ----------------------------------
                                |                                     |
         _____                      DENVER
        |                      |            |                   ANTI-CRIME
   CLERK-STENO IV        CRIME ANALYSIS     |                     COUNCIL
                              TEAM ---------|
                            DIRECTOR                         POLICE/COMM-
                                |                           UNITY RELATIONS
                            ASSISTANT                          TASK FORCE
                            DIRECTOR
                                |                            CORRECTIONS
                                |                               TASK
                                |                               FORCE
   _____
  |          |           |          |           |        |     COURTS
 DATA    TECHNICAL    CRIMINAL  ADMINISTRATIVE CRIMINAL CRIMINAL JUST- TASK FORCE
COLLECTION WRITER/    JUSTICE    SERVICE       JUSTICE  ICE PROGRAM
COORDINATOR EDITOR  STATISTICIANS OFFICER  SYSTEM ANALYSTS SPECIALISTS
  |                                |                           YOUTH
  |                                |                        DEVELOPMENT
 CLERK II                _____          TASK FORCE
(STUDENT DATA  CLERK-STENO II  CLERK STENO II  CLERK  ACCOUNT  ACCOUNTANT II
CODERS 12 P/T)                              TYPIST II CLERK          IMPACT
                                                              NEIGHBORHOODS
                                                                TASK FORCE
```

CRIME ANALYSIS TEAM (CAT):

The Director of the Crime Analysis Team serves as Executive Director of the Denver Anti-Crime Council and is responsible to the Mayor for administering all Staff, Council and Task Force activities. The CAT is comprised of 13 full-time professional positions and 5 full-time supportive services positions as well as 6 to 12 part-time student clerk positions responsible for data collection efforts. The Director and Assistant Director serve at the pleasure of the Mayor, while all other positions are classified within the Denver Career Service Authority.

DENVER ANTI CRIME COUNCIL:

As the policy formulation authority, the Denver Anti-Crime Council is a 33 member body appointed by the Mayor, with oversight and advisory responsibilities to the Crime Analysis Team and the functional Task Forces. As a coordinating council for criminal justice matters, it may deliberate all issues relevant to the criminal justice system with primary responsibility for acting upon Task Force recommendations regarding worthy crime reduction projects appropriately funded with the resources provided by LEAA under the High Impact Anti-Crime Program. Its composition reflects the views of three major constituencies, that is, one-third are private citizens, one-third are criminal justice agency representatives, and one-third are elected or appointed governmental officials. The Council is presided over by a Chairman and two Vice-Chairmen, each assuming the chair in rotation at the Council's regular monthly meetings.

THE TASK FORCES:

Each of the five Task Forces is comprised of 8 to 12 members appointed by the Mayor and responsible for providing project design assistance to local grantees as well as initial review and comment on grant applications within their respective specialty areas. Task Force recommendations, along with the CAT's recommendations, are forwarded to the Denver Anti-Crime Council for deliberation and approval subject to the final endorsement of the project by the Mayor. Task Forces also serve the CAT in an advisory capacity regarding planning issues related to the general administration of the High Impact Anti-Crime Program. The Impact Neighborhoods Task Force reviews all grant applications devoting particular attention to any unique impact a given project may have on a particular neighborhood and serves as a communications bridge between the High Impact Program and the community.

available in the UCR. Consequently the bulk of manpower resources remaining set in motion the acquisition of all offense and arrest information encoded to the Denver Police Department's Data Center for an initial and on-going data base. Their data analysis capability was extremely limited due to lack of manpower, lack of physical space, and limited mini-computer hardware capabilities. Eventually, Chief of Police Arthur G. Dill ordered his Data Center to duplicate all the current year's offense and arrest data cards (approximately 350,000) and provided the CAT the basis for a separate data bank. Once transferred to magnetic discs, the CAT could analyze the data at will as well as up-date it routinely with periodic duplication of new data cards as the police department accumulated them. This proved to be an inexpensive way to provide the CAT detailed crime data in a manner that was convenient to both agencies.

Not unlike other researchers, the CAT determined that even more detailed data about person-to-person crime were desirable. A review of the basic offense reports and the investigative summary reports prepared by the Police Department revealed that even though the data sought were not encoded to the computer, it was frequently recorded by the patrolman and/ or detective assigned to the case, and could be retrieved manually from case files.

The Santa Clara County Pilot City Program had just completed design and implementation of their CAPER system of manually coding key data elements from police case files for planning and evaluation purposes. It was at this point that the CAT decided to replicate a modified version of CAPER

and use a portion of its resources to hire and train a cadre of mature undergraduate students to work half-time as Impact Data Coders. At the outset, five students were recruited and trained to assist the CAT with manual retrieval of data from the police department. All rape reports for a period of two years were reviewed and additional victim, offender, and setting data were collected to supplement the data bank. Subsequently, the data coders were assigned to draw large random samples from the police case files for each of the stranger-to-stranger crimes. In this manner, information about detailed characteristics of each type of offense was added to the data bank.

Although a slow routine and boring process, the product of the students was of such quality and assistance to the CAT that the number hired was doubled and they since have been assigned similar tasks in every criminal justice agency in Denver, including State agencies serving Denver offenders. Two and one-half years later, the CAT has authorization for 12 part-time student data coders and over half of the positions are employed regularly with the remainder filled by students on call. One of the original five students hired is still employed by the DACC and two others found the work rewarding enough to remain with the Impact Program for nearly two years. This is probably a criminal justice planning and research resource that every State Planning Agency should utilize.

By May of 1972, the CAT had designed a formal grant application review and approval procedure that began at the grass-roots of the city and led through City and State offices to final approval at the Regional LEAA office for

awards back to the City and County of Denver, through the SPA. It is important to note that Denver is both a City and a County, and, therefore, is a single governmental jurisdiction; otherwise, even another layer of bureaucratic review would probably have been necessary.
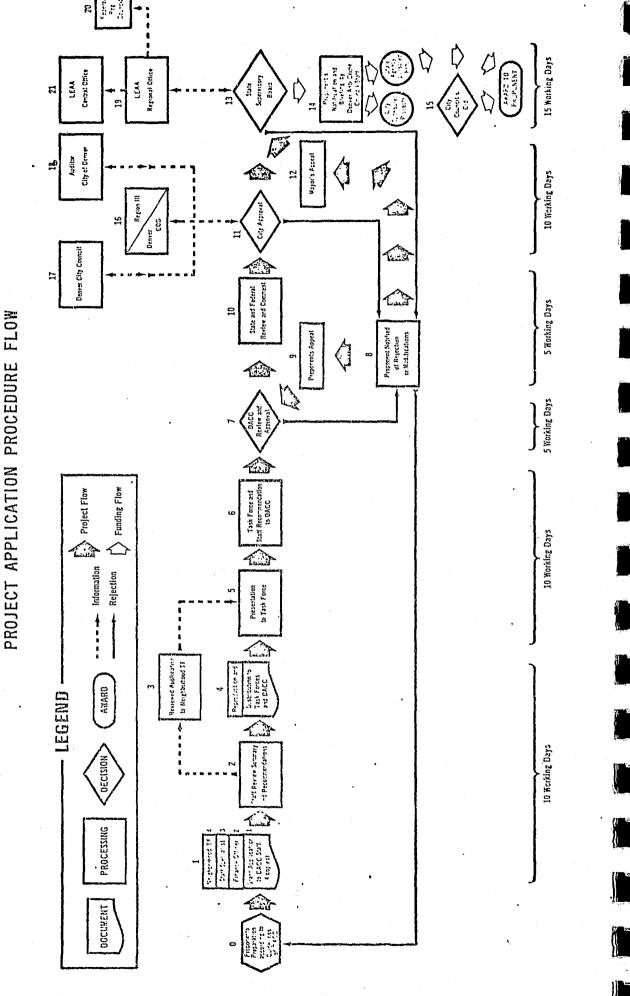
A flow chart on the following page outlines the 21 major steps through which a Denver Impact City grant application was "driven". The grant applications were personally driven by hand carrying them from one office to the next and the CAT fiscal officer kept track of the status of each one on a daily basis. For the most part, both State (SPA) and Regional LEAA staffs soon learned that it was easier to give Impact grants the highest priority rather than tolerate the repeated status checks and personal encouragements so freely offered by the CAT. The grant application review and approval procedures were documented in detail with instructions on proposal format in a DACC publication entitled, Project Proposal Guidelines, published in May of 1972.

The CAT convened a major training session of all interested potential proponents in the City to further clarify procedures as well as the technical assistance which the staff would provide each applicant.

Once the grant application was approved by the staff, two Task Forces, the Denver Anti-Crime Council, the City Auditor, the Mayor and the sub-State Regional Planning Council, the SPA accounting and program staffs, the LEAA accounting and program staffs, and was awarded by the SPA to the City and County of Denver, the CAT invited each project director and the fiscal

PROJECT APPLICATION PROCEDURE FLOW

LEGEND

DOCUMENT		Project Flow	Funding Flow
PROCESSING		Information	Rejection
DECISION			
AWARD			

15 Working Days

10 Working Days

5 Working Days

5 Working Days

10 Working Days

10 Working Days

officer to a pre-award conference. It was the purpose of these meetings to fully explain the expectations, procedures, reporting and monitoring responsibilities of all parties of interest. These sessions have proven indispensable and benefit from them is derived even though a project director may have been awarded previous LEAA grants. Each sub-grantee is provided documentation on LEAA guidelines, Colorado Division of Criminal Justice cash flow procedures, City vouchering and payment procedures, and CAT evaluation and monitoring plans for the project.

In almost all cases, the CAT found it necessary to provide substantial technical assistance to Impact proponents, in some cases to the degree of rewriting the entire grant application. The CAT role in project development was very significant. In only one of the thirty-five projects funded was the proponent capable of designing an adequate evaluation plan. The CAT found it necessary to design evaluation components for each project, including identification of the data elements to be collected, and even in some cases the design of the data collection instruments to be utilized. Inevitably, this led to assisting the proponent with rewriting his project objectives so their achievement could be measured.

It was the policy of the CAT to assign a project development specialist to help each proponent with his program and to assign an evaluator to provide support for the evaluation plan and data collection needs. After the project was awarded, these same staff members assumed responsibility as a team for monitoring activities of the project. Each project receives a monitoring site visit by the CAT for one-half day each month. The fiscal

officer conducts a site visit to each project once each quarter.

With the generation of a reasonably comprehensive data base and formally documented application review and approval procedure, and roles for the CAT staff defined, the CAT turned its attention to project development late in the summer 1972. Five grant applications reached the Denver Anti-Crime Council at its monthly meeting in October and four of them became operational December 1, 1972. With the commencement of operational crime reduction project activities, the Denver High Impact Anti-Crime Program attained legitimation in the community and "practical" progress toward achieving CAT objectives was finally noted.

III. OBJECTIVES OF THE DENVER CRIME ANALYSIS TEAM AND THE DENVER ANTI-CRIME COUNCIL

OBJECTIVE I: *ESTABLISH A CENTRALIZED CRIMINAL JUSTICE PLANNING AND RESEARCH CAPABILITY FOR THE CITY AND COUNTY OF DENVER THAT HAS THE CAPACITY TO OFFER COORDINATION SERVICES TO ALL PUBLIC AND PRIVATE AGENCIES PROVIDING JUSTICE SERVICES TO THE RESIDENTS OF THE CITY.*

Denver's High Impact Anti-Crime Program was designed to establish within private organizations and the criminal justice agencies serving the City and County of Denver a capability for conducting problem oriented research and analysis practically useful for allocating resources toward more effective crime reduction efforts. This information and data could then be used for developing a more rational planning system to meet the needs of those agencies involved with criminal apprehension, adjudication, and rehabilitation.

This objective was considered to be a two-phased effort. First, the Denver Anti-Crime Council (CAT) staff would provide a research and planning service by conducting its own analysis of serious crimes committed in Denver. Second, planning and research projects and other decision-making support would be built into the administrative structure of local agencies. The movement from the first to second phases of operation would be facilitated by technical assistance provided by the CAT personnel.

Considering the progress noted in accomplishing this objective, it can be said that the transition point between Phase One (total CAT research and planning) and Phase Two (agency based planning and research) has been partially achieved. The development of a more positive attitude for,

and a greater value placed upon, the use of accurate data for programmatic decision making by each criminal justice agency was viewed as a legacy which the CAT would leave behind as evidence of significant change. After 31 months of operation, observers would find overt activities involving data analysis and increased rational planning present in both city and state criminal justice agencies that are directly attributable to either CAT technical assistance or an Impact Project Grant Award. More specific examples of the achievement of Objective I are discussed below.

A. Staffing Pattern

As noted elsewhere in this report, the CAT was recruited nationally by Executive Order of the Mayor on the basis of not only criminal justice experience, but also for their research and analytical skills. The city recognized the necessity of having full-time, professional staff to fulfill the objectives of the original grant. Originally, eleven professional positions were created with two major functional divisions, i.e., "project development and monitoring" and "evaluation, research and planning". In addition to the administrative positions of Director, Assistant Director and Finance Officer, there were four Specialists assigned to Program Development and four Research and System oriented staff assigned to research, evaluation and planning. The professional staff are supplemented by hiring part-time students to collect and code data in the various agencies as the Impact Program identifies data needs. All but two original staff members had graduate degrees, including two Ph.D's, and every staff member had operational experience in either criminal justice agencies or criminal justice research/education programs. Almost immediately

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the entire CAT was approached by institutions of higher education to serve as part-time faculty for colleges and universities in the metropolitan area. But, more importantly, the administrators of criminal justice agencies recognized their credibility and trust relationships developed without delay. This is a significant achievement considering that most of the CAT staff were new-comers to the Denver community.

B. Crime Reduction Plan

In order to more accurately describe Denver's crime problem, especially the Impact offenses, a High Impact Anti-Crime Program plan was developed. This 724 page, four volume plan was the product of a three month inhouse research effort, to not only examine criminal offenses, but also to describe a methodology for funding projects to reduce criminal offenses. The plan was divided into the following sections:

Volume I - PLAN

This volume describes the overall planning process, the number of Impact offenses to be reduced, the projected funds to be used, and specific program priority areas.

Volume II - PROGRAM ANALYSIS

This volume describes the four major Impact offenses in terms of the victim, the setting and the offender.

Volume III - DEMOGRAPHIC DATA

This volume presents census tract data for the twenty highest Impact crime precincts in the city.

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Volume IV - EVALUATION

This volume illustrates the types of data elements and
modes of analysis that will be used to evaluate the
projects that are funded by the DACC.

C. Special Research Reports

In addition to the High Impact Anti-Crime Program plan, other, more
specific research reports have been developed dealing with specific crime
problems. A review of seven of these reports follows:

1. Characteristics of a Sample of Arrested Denver Opiate Addicts

   This report presented data on 282 arrested opiate
   addicts requesting methadone detoxification services
   at the Denver City Jail for 1972. The findings from
   this study were useful in developing the city's TASC
   project.

2. The Crime of Rape in Denver

   This report presented the findings of an analysis of
   965 reported forcible rapes over a two-year period.
   These data were presented in the National Rape Reduction
   Workshop held in Denver, and assisted the development
   of rape reduction projects which are now funded.

3. Homicide in Denver

   This summary report presented the findings of an analysis
   of 47 out of 163 reported homicides during a two-year
   period. The report illustrated victim, setting, and
   offender characteristics of the crime.

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4. Juvenile Recidivism

   This report was the product of selecting a cohort of
   2,203 juveniles arrested by the police in 1971 (all
   juveniles apprehended for Impact crimes and auto theft)
   and researching their criminal history prior to 1971.
   Then each juvenile was followed for a period of two
   years to determine the nature of and number of times
   he was rearrested during the follow-up period, through
   1973.

5. Adult Recidivism

   This report is at the stage of final editing at this
   writing. It is the product of selecting a sample of
   679 adult felony offenders granted probation or insti-
   tutionalized in 1969 and 1970 and following their
   individual rearrest activities for four years through
   1973, considering the number of months each was at
   liberty in the community since his adjudication. The
   final report will be reproduced for distribution
   in March, 1975.

6. Felony Processing Report

   Underway at this time is a research effort
   involving the identification of every person
   arrested for a felony offense by the Denver Police
   Department during April, May, June and July of
   1974 for the purpose of tracking and documenting
   the detailed disposition of each case from arrest

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to judicial disposition. As a reasonably
representative time period, these 1,000+ felony
arrests are intended to serve as an indicator
of the events and decisions made within the
criminal justice system regarding a typical
felony case. These 1,000 individuals will be
constantly monitored (via official reports) to
determine how many times they re-enter the
system after the initial felony arrest that
caused them to become a part of the four month
sample.

7. Police Calls for Service Analysis

Also underway at this time is an analysis of 12,000
randomly sampled citizen requests for police service.
These data were sampled from the nearly 650,000
annual calls for service received by the police
department each year and include all types of
calls for service. A geographical analysis
will provide the police department partial
basis for a "beat study". An analysis of the
nature of the calls will provide more definition
of patrol workload. And, a correlation of calls
for service to crime offense reports will provide
proactive suggestions having relevance for
allocating manpower in anticipation of potential
crime occurrence.

D. Project Related Research and Planning Activities

Toward achievement of improved criminal justice decision-making, the CAT
has stimulated several agency based research and planning projects which
generally support the CAT's first objective of providing a centralized,
coordinated planning capability at the city level. Listed below are
seven Impact funded projects, either completely devoted to anti-crime
research and program development, or they contain certain substantial
activity devoted to that effort.

1. Police Department's Crime Analysis Section (72-DF-08-0030)

This project provided a staff for the Department to
analyze Impact crimes and provide feedback to the patrol
and detective divisions to improve apprehension rates.

2. State Division of Corrections Research and Planning Unit
(72-ED-08-0014E)

This project provided a seven man staff to the Division
of Corrections to set up an offender flow system, and to
evaluate on-going rehabilitation programs.

3. Rape Prevention Program (73-DF-08-0029C)

This project was designed to analyze rape offense reports
and interview rape victims to determine if public
education programs can help women avoid rape situations.

4. County Court Diagnostic Center (72-ED-08-0005)

This project has established a diagnostic-evaluation
service for the city's correctional agencies. In
addition, a research effort is underway to develop

offender profiles to assist in the rehabilitation effort.

5. Police To Partners (72-DF-08-0033A)

This is a juvenile offender diversion program through the use of volunteer adult supervisors. One intensive research effort will attempt to evaluate the effectiveness of using volunteers within an organized program of counseling and social support to juveniles referred by the Police Department.

6. Offender Based Transaction Statistics (72-DF-08-0027)

The State Court Administrator's office received an Impact award in concert with an SPA block grant award to develop a court management information system that would provide more detailed planning and research data.

7. Neighborhood Crime Prevention Education (73-DF-08-0029)

A major component of this project includes research related to the instruction and attitude changes of large numbers of people through the press and electronic media in regard to crime prevention. Pre- and post-attitude measuring surveys will be conducted. Survey results should lend insight to the effectiveness of organized crime prevention education programs.

E. CAT Sponsored Conferences and Seminars

The CAT has developed and conducted three major conferences concerned with youth services, crime analysis and evaluation systems. The first

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was the National Rape Reduction Workshop, which included three technical assistance consultants. The workshop was designed to present relevant data to representatives of the criminal justice agencies in the city who are concerned with the rape problem. As a result, a report was developed which outlined programmatic steps to be taken to reduce rape offenses.

The second meeting was the Conference on Project Evaluation and Research. This forum provided the opportunity for all the Denver Impact projects funded to that date, to present their evaluation strategies and exchange methods and approaches with other programs. In addition, there was an opportunity for the CAT to describe the expectations for evaluating each project in terms of overall Impact Program goals.

The DACC staff also has enhanced "community involvement" in the local criminal justice system through its leadership in the development and implementation of a "city-wide youth services conference" along with two other sponsors (Commission on Community Relations and the University of Colorado - Center for Action Research). The product of this conference consisted of the citizens of Denver (youth and adult) being able to have direct input and "community involvement" in the development of a city-wide youth services system with definite implications for procedural changes within the juvenile justice system: an Impact funded community-based youth services bureau diversionary system for Impact and potential Impact youthful offenders. Although not directly related to research and planning, the subsequent development of a police referral youth services bureau diversion system has led to the development of significant data collection

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resources at the neighborhood level, which the CAT continually monitors. These data will serve as the basis for future planning of youth services needs for the newly created Mayor's Youth Commission.

F. CAT Project Monitoring and Evaluation

Monitoring Impact funded projects is the responsibility of the CAT, although the SPA and the Regional LEAA office frequently accompany staff on project site visits. By exception, LEAA and SPA have also initiated and conducted their own monitoring of selected projects. Evaluation responsibilities ultimately rest with the CAT. However, because some 35 operational projects were anticipated early in the program, the CAT placed priority emphasis on describing the advanced design, evaluation method, and data collection requirements within the grant application. This procedure has reduced the complexity of the monitoring system, although each project continues to be visited once a month. The CAT staff then assess programmatic progress and formally document same with a "monitoring memo" that becomes a part of the project record in the CAT office. Spot checks are made with respect to data collection efforts and timetables. It has been determined that this procedure frequently places the CAT in a proactive stance with approaching project problems and often the CAT has been able to offer technical assistance on a timely basis resulting in the avoidance of crises related to project operations. This constant and reasonably current monitoring of projects is probably one of the greater strengths of the Denver High Impact Program.

Project Quarterly Progress Reports are written by the project staff and

submitted to the CAT for review and analysis. These reports are evaluated by the CAT on the basis of whether or not they accurately reflect progress compared to the CAT's monthly monitoring visits. On occasion, the CAT has required that a project rewrite its Quarterly Progress Reports and in a few instances the CAT staff have actually sat down with the project director and assisted him with the rewrite.

Based upon a one-year project period, a formal CAT Interim Evaluation Report is written on each project after the ninth month of operation and after receipt of the third Quarterly Progress Report. These CAT evaluations were most useful in making refunding decisions, but more importantly, they frequently suggest the need for modification of project activities to ensure more efficient achievement of objectives during a continuation period.
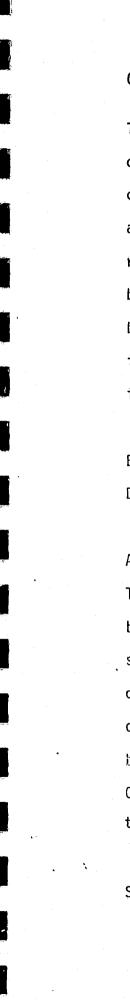
Sixty to ninety days prior to the completion of a funding period, project close-out procedures are implemented by the CAT for each award and the draft of a final report must be submitted within 30 days of the end of the grant period. The CAT has developed the close-out procedures in a detailed guideline document to assist project directors in completing these reports. The monitoring staff are also available to assist projects to ensure that adequate final reports are prepared for each project. After review and evaluation of the final reports by the CAT they are forwarded to the State and Regional Offices.

Thus, consistent and frequent monitoring, combined with scheduled

reporting periods, gives the CAT a complete review of each project's accomplishments and problems while developing the prerequisite skills within each project for effective data collection, management, research, planning and evaluation. It is common knowledge among project personnel that interacting with the CAT over the course of a year's project award is a gruelling educational experience. The reward to project personnel for close attention to evaluation and reporting requirements has been accurate "public reporting" about the progress of their projects by the media, professional organizations, and community groups, and a satisfaction that their project has accomplished its objectives in a quantifiable manner.

OBJECTIVE II: *ESTABLISH A CRIMINAL JUSTICE SYSTEM DATA BASE AND DEVELOP A DATA CLEARINGHOUSE CAPABILITY*

The Denver CAT expended several man months during the summer of 1972 developing a data base that would allow a more detailed and refined definition of the crime problem. The data collected were the result of acquiring as much information as possible from agency based data processing records and adding manually collected data to form a comprehensive data base which could be periodically updated with minimum effort. The data base includes information about the efficiency of the system, characteristics of the offenders and victims as well as elements of the crime incident itself.

Each of the data collection efforts which is incorporated as part of the Denver criminal justice system data base is briefly described below:

A. Analysis of Offense

The Denver Police Department uses a semi-codable offense report recording basic data of each offense and supports this information with a narrative section prepared by the reporting officer. The formated data including description of the offense, time of offense, specific location (inside/outside, nature of location and street address), name, sex, age and ethnic background of the victim, weapon used, etc., has been analyzed by the CAT for an initial period of July 1970 through June 1973. The update of these data through December of 1974 is underway currently.

Student coders are utilized to extract significant additional data from

the narrative section of the offense reports. Complete (100%) sampling of the narrative data has been accomplished for rape and homicide offenses and a substantial sample was drawn from the narratives of the robbery, assault and burglary offense reports.

Offense location data are processed against the City's "Property Locater File" to provide offense-location to the block face and by census tract for correlation to demographic data.

Since the primary goal of the Impact Program is the reduction of stranger-to-stranger felony offenses and burglary, offense frequency data are plotted monthly and recorded by police reporting precinct and district as a means of tracking crime trends and arrests. This information is utilized in monitoring progress of Impact projects.

As pointed out under Objective I, the offense data have already been summarized in special reports on rape and homicide and in four special Crime Reduction Bulletins on rape, robbery, burglary and homicide. The broad range of data elements now available in a form capable of being processed by the digital computer offers the CAT and the agencies the ability to conduct numerous research and analytical studies of criminal offenses. The research reports listed under Objective I were based in part on the CAT's possession of this comprehensive data base. The offense data also seemed to highlight a review of environmental factors that resulted in the design of a streetlighting project for crime reduction.

B. Analysis of Offenders

In addition to the offense report structure referenced above, the Denver Police Department collects and encodes basic data on arrestees such as age, sex; ethnic background, address and location of arrest. Additional offender data are available from the structured narrative appearing in the probation and parole reports, probation files, and parole files. A limited amount of offender data is available from the State correctional institutions.

As such data are vital to planning, measurement and evaluation of rehabilitation and diversionary projects, the CAT has undertaken several specific efforts to develop a more comprehensive data base of offender characteristics and specific measurements for recidivism definition.

1. Juvenile Arrestees

A cohort analysis of rearrest and referrals to criminal justice agencies of 2,203 juveniles arrested by the Denver Police Department's Delinquency Control Division was conducted. A publication entitled Juvenile Recidivism described the results of this research and was distributed nationally. The cohort included all juveniles arrested by the Denver Police for one year beginning in mid-1970 for Impact crimes, burglary and auto theft. These individuals were tracked for a two-year period subsequent to the arrest by means of records in the Delinquency Control Division to identify extent and type of rearrest through 1973. These data provide a baseline recidivism

rate measured by rearrest and referral to juvenile court for both Impact and non-Impact offenses. This recidivism rate provides a basis for evaluation of the recidivism objectives of many of the juvenile projects.

In addition, arrest and referral information prior to the individual's arrest in 1970-71 was recorded. This information provides some clues as to the types of offenses which are precursors of recorded Impact crime arrests. The logical extension of the meaning of these findings is that Impact juvenile offenders are frequently less serious offenders at an earlier age. At the time the sample was drawn in mid-1970, the range of prior arrests for persons in the sample was 0 to 31. Thirteen individuals in this baseline group had 20 or more prior arrests and the average number of prior arrests for all 2,203 members was 2.8, but 42% of the sample had no record of a prior Impact or auto theft arrest before the arrest that brought them into the sample. There is some evidence that the entire sample goes through a process of developing arrest histories from less serious to more serious, i.e., (Impact) type offenses. In order to reduce rearrest recidivism, it appears justifiable to intervene earlier in the youth's life with ‛delinquency prevention resources, a strategy that

was not consistent with the Impact City Program philosophy.

2. Adult Arrestees

In order to develop rearrest recidivism baseline rates for adults, a two-year follow-up of arrests by the Denver Police Department for a cohort arrested for an Impact offense during the period of July, 1970 through June, 1971 was done. All arrests of the cohort group for two years subsequent to their arrest in 1970-71 were recorded and rates calculated for each group of arrestees for each type of subsequent arrest. Separate one and two-year rates were calculated. The two-year prior arrest history in Denver for all those adults arrested for an Impact offense for the period of July, 1972 through June, 1973 was subsequently recorded. The latter is used to trace the arrest history leading to arrest for an Impact offense in 1972-73. The adult rearrest recidivism rates are used to evaluate the recidivism reduction objectives (stated in terms of rearrests) for the adult offender projects funded by the Impact Program.

3. Juvenile Probationers

An analysis of the background characteristcs and recidivism rates measured by referral to juvenile court and re-filing of complaints by the District Attorney was based on a cohort of youngsters referred to the court for an Impact offense and placed on probation from July, 1971 through June, 1972. This juvenile probation cohort was tracked through juvenile court records for a one-year period subsequent to their placement on probation supervision. Rates of recidivism based on referrals and filings were developed for the entire Impact probationer group and for sub-groups based on offense, age, ethnic group and prior number of court referrals. In addition, background data on family, school and other characteristics of Impact probationers were analyzed. These rates are employed to evaluate the recidivism reduction objectives of projects whose clients are juvenile Impact probationers and whose measure of recidivism is related to re-referrals and re-filings. These data are being updated from July, 1972 through June, 1973 to provide recidivism rates for probationers.

4. Adult Probationers

Background characteristics of adults convicted through the District Court and granted probation

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during the year 1969 were utilized to profile adult probationers and develop recidivism rates based on rearrest, re-conviction and sentence for both Impact and non-Impact offenses. Data on family, school, work, criminal history, special problems (alcohol, drugs, mental illness) were obtained from the Adult Probation Department's pre-sentence investigation reports. Follow-up of each cohort adult probationer was done through the arrest records of the Denver Police Department, the Colorado Bureau of Investigation, the Probation Department, and the Parole Department (if the individual was subsequently placed on parole). This follow-up was conducted from the time probation was granted to the middle of 1973. Recidivism rates based on different criteria (arrests, probation revocation, etc.) may also be calculated for the entire group, as well as for sub-groups of Impact offenders, non-Impact offenders, and by age, ethnic group, prior criminal history, etc. Denver has processed a detailed description of a typical probationer population and baseline recidivism data related to this sample. Predictive analysis of recidivism using multivariate statistical methods with the detailed background data as predictor variables was also performed.

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5. Adult Parolees

A similar adult parolee profile data collection
and analysis effort was conducted for adults
convicted and sent to the penitentiary, reformatory
or county jail between March, 1968 and July, 1970.
This adult parolee sample was tracked through
Denver Police Department records from the time
they were released from incarceration until the
Fall of 1973. To identify rearrests, etc., an
analysis was done for the entire cohort and for
sub-groups including those convicted of Impact
offenses. The types of background data collected
for this sample were the same as for the cohort
of probationers. Similar analyses were performed
with special emphasis on those initially convicted
of Impact offenses and on recidivism for Impact
offenses. The combined data base developed by
the adult probation and adult parole studies is
the basis of a major research publication entitled
Adult Recidivism which is in the final editing stages
at this writing.

6. Drug Arrestees

Those arrested and booked into the City Jail during
1972 and who requested methadone were studied as a
sample of opiate users with regard to their prior

arrest and conviction record and their drug
arrest history. The purpose of this study
was to relate arrests and convictions for
Impact offenses to current illegal use of
opiates as supporting data for the Impact
Program's Treatment Alternatives to Street
Crimes (TASC) project. A report entitled
Characteristics of a Sample of Arrested
Denver Opiate Addicts was reproduced and
nationally distributed.

C. Analysis of Victims

The data recorded on the specific nature of the victim of an offense was
the least available within the criminal justice resources of the City and
County of Denver. Information including name, age, sex, ethnic background
and location was available from the police offense reports and additional
data elements were manually collected from the narrative portion of the
police reports. Some valuable information concerning the nature of the
victim response to the offense, victim activity prior to and after the
event, etc., has been collected by CAT student coders for the crimes of
rape, homicide and robbery. This effort of manual data recovery was
extended to the other Impact offenses through the analysis of the police
officer's narrative in the offense report as described under offenses
above.

In late 1972, the Census Department conducted a Victimization Survey of

the City and County of Denver. Under LEAA support, the CAT conducted
a comprehensive analysis of this survey to determine the levels of
unreported crime within the city and other unique victim characteristics.
This report entitled Victimization was published and nationally
distributed.

D. Analysis of Population Characteristics

A thorough description of the 20 census tracts highest in Impact offenses
was presented in Volume III of the High Impact Anti-Crime Plan. The
descriptions of these tracts involved data from the 1970 census and
presented characteristics of the individuals living in those tracts
compared with those in the city as a whole.

E. Analysis of System Procedures and Operations

1. Juvenile Justice System

    A flow chart analysis of the movement of a juvenile
    through the system from the time of contact with the
    police through the various decision points and system
    events, including court processing and incarceration
    has been completed. The disposition distribution
    of charged offenders by the juvenile court has
    been collected and analyzed.

2. Adult Justice System

    A similar flow analysis for adults from point
    of arrest was also conducted. The utility of

this effort is similar to that for the juvenile
justice system.

3. County Court Felony Processing

    An analysis and preliminary report on the processing
    of felony offenders through the Denver County Court
    was completed. A system flow chart was made and a
    study of the processing times for Impact and other
    felony cases was included in the report. This
    study addressed itself to a series of questions
    including differences in time spans for the steps
    in processing the suspect as a function of type
    of offense, type of attorney, location of defendant
    (in jail or out on bail), and final disposition of
    the case. Other data gathered included: time to be
    released on personal recognizance; relationship
    between disposition and type of attorney; sex,
    status at time of filing and type of bond;
    relationship between type of attorney and status
    at time of filing; how often cases are bound over
    to District Court; type of bond set for different
    types of felons; and frequency of waiving of
    preliminary hearings.

4. Police Department Information Flow Analysis

    A study of the information needs and report flow

of the Denver Police Department was conducted under an Impact grant in conjunction with a major data processing program for which project funds were subsequently awarded. The thrust of this study was directed toward both software and hardware information processing needs of the police department. The eventual implementation of an improved computer capability will give the department an opportunity to develop rational manpower allocation criteria and police precinct analysis procedures based upon calls for service and reported crime incident data.

The Impact staff believes that the above data collection efforts, analyses, and reports are invaluable to the Denver criminal justice system. It is hoped that the groundwork laid by these efforts will result in a more thorough understanding of the existing components of a criminal justice system(s), lead to planning for needed changes and bring the diverse agencies into more cooperative efforts. A consequence of the above efforts is the initiation of a design of a system-wide offender based transaction system for purposes of planning, evaluation and research. Such a system is becoming a reality for the courts and is planned for corrections and will be integrated with the National Crime Information Center system through the Colorado Crime Information Center.

OBJECTIVE III: *TO ENHANCE COMMUNITY INVOLVEMENT IN THE LOCAL CRIMINAL JUSTICE SYSTEM*

The Denver High Impact Anti-Crime Program has enhanced the process of "community involvement" in the local criminal justice system through its leadership, technical assistance, and information transfer to neighborhood groups. This has been manifested through its organizational structure, Impact community-based projects, affirmative action requirements, and public education. These four areas can be synoptically described as follows:

A. Organizational Structure

The Denver High Impact Anti-Crime Program's organizational structure represents an attempt to encourage and allow "community involvement" in the local criminal justice process. Since Mayor William H. McNichols established the Denver Anti-Crime Council and the five Task Forces in March, 1972, community input has been a viable and ingrained portion of the Denver High Impact Anti-Crime Program.

The Denver Anti-Crime Council's composition affords a broad representation of persons, ethnically and occupationally speaking. The group derives one-third of its membership from public service agencies (10 members), one-third from community/neighborhood interest groups (10 members of which 7 are minorities) and one-third from the criminal justice system (13 members). The Chairman of the Council is of minority background as well. The Chairman and two Vice-Chairmen rotate monthly presiding as Chairman.

Since the inception of the Denver Anti-Crime Council, an average of 16 members have been in attendance at all meetings. This represents 1,584 actual volunteer manhours being expended over 33 total meetings as of December 31, 1974. The average guest attendance has consisted of 10 persons per meeting with 1,000 total accumulated guest meeting hours as of December 31, 1974. Such diligence and commitment has ensured community input and participation in all local considerations concerning Impact project funding.

The Task Forces also constitute a significant organizational component for ensuring "community involvement". The five established Task Forces are designed to assist the Crime Analysis Team in specific areas of concern: corrections, courts, youth development, police and community relations, and impact neighborhoods. Again, the emphasis in the establishment of Task Forces was to create the broadest feasible Denver community representation. As a result, the Task Force on Impact Neighborhoods is comprised of 9 members of whom 5 are minorities. The Task Force includes one member from the criminal justice system. The Task Force on Corrections is comprised of 8 members of whom 4 members represent the criminal justice system. The Task Force on Youth Development is comprised of 10 members which includes 3 minority members and 3 criminal justice system representatives. This Task Force is also benefited by the input of three youth representatives of whom two are minorities. The Task Force on Police and Community Relations consists of 9 members which includes 3 minorities and 3 criminal justice system representatives (of whom one is minority). The Task Force on Courts is comprised of 8 members

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with two minority representatives; 4 members represent the criminal justice system.

In terms of the amount of volunteer manhours expended by each Task Force, the following can be shown:

MARCH 1972 THROUGH DECEMBER 1973

TASK FORCE	MANHOURS	NO. OF MEMBERS	TOTAL NO. MEETINGS
Corrections	750	8	75
Impact Neighborhoods	590	9	59
Police & Community Rel.	250	9	25
Youth Development	270	10	27
Courts	110	8	11
TOTAL	1,970	44	197

The Denver Anti-Crime Council functions to coordinate the activities and finalize the deliberations of the various Task Forces in recommending various programs and projects. It also determines priorities and recommends allocations of funds for a broad plan of crime reduction programs and projects. Lastly, the Council transmits recommendations based on the aforementioned to the Mayor and City Council, and to such other agencies, departments, and organizations as might be affected thereby.

On the other hand, Task Forces function to search out and invite crime

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reduction ideas and project proposals from individuals, citizen groups, private agencies, and government agencies. The Task Force role is to review, study and make comments on final proposals for forwarding to the Anti-Crime Council.

B. Impact Community-Based Projects

The Denver High Impact Anti-Crime Program has provided extensive technical assistance to neighborhood groups in the development of Impact community-based projects. The product of these efforts has been the funding of fourteen such projects. They consist of the following:

    (1) Project Intercept

    (2) Northeast Denver Youth Service Bureau

    (3) Southwest Youth Employment Service

    (4) Partners

    (5) Employ-Ex

    (6) Youth Recidivist Reduction Program

    (7) New Pride

    (8) Southeast Denver Neighborhood Service Bureau

    (9) Northwest Denver Youth Service Bureau

  (10) LaPuente School

  (11) Westside Youth Development

  (12) Northwest Group Home

  (13) Southwest Denver Youth Service Bureau

  (14) Horace Blanton Youth Center

Aside from involving community groups and individuals in the planning and implementation of the above mentioned projects, the community's role as

an effective agent in the prevention and reduction of Impact crimes is being facilitated through participation on community boards and serving as volunteers. Common to all community-based projects is the usage of boards of directors of community people. This provides an avenue by which neighborhood citizens along with agency representatives can exercise their social responsibility in creating greater accountability between programs and the neighborhoods who are recipients of project services. The extent to which community-based projects have drawn from community resources in using volunteers can be exemplified as follows:

PROJECT	NUMBER OF VOLUNTEERS	NUMBER OF MANHOURS
Northeast Y.S.B.	17	900
Partners	76	1,000
New Pride	60	800
Intercept	34	25,948
Y.R.R.P.	56	543
Employ-Ex	16	216
TOTAL	259	29,407

C. Affirmative Action Requirements

The Denver Anti-Crime Council required of all grantees that an Affirmative Action Plan be submitted with their grant applications according to policy and procedures set forth in Appendix B, Volume I of the DACC 1973 Crime Reduction Plan. This requirement is not only designed to ensure non-

discriminatory employment practices consistent with existing Federal and
State grant guidelines, but it is also directly related to the further
enhancement of "community involvement".

D. Public Education

Through the Denver Crime Reduction Bulletin, the Denver High Impact Anti-
Crime Program disseminates 1,000 such bulletins periodically as an
information transfer vehicle for the citizens of Denver. These bulletins
are written by the staff of the Denver Anti-Crime Council to provide
factual information on the nature of crime in Denver and the criminal
justice system. Each issue deals with a specific crime area and programs
designed to cope with that crime.

The Denver Anti-Crime Council staff has also made several public appear-
ances as an educational service to community agencies and groups. Sixty-
three such appearances have occurred since the program's inception. It
should be noted that the DACC staff has been represented on television on
eight separate occasions. Also, two 30-minute specials on rape were
generated on CBS Television Network through the DACC staff's related
research and project development activities. NBC Radio in Denver produced
and aired a 30-minute documentary on Crime in Denver, using the resources
of the DACC staff and project personnel. A 1-hour documentary was filmed
by KBTV, Channel 9, in November of 1974 for release in March of 1975. In
the first 20 months of the Impact Program, a total of 167 articles appeared
on the High Impact Program in the two major daily newspapers. Total column
inches consist of 2,029 with an average of 12.1 column inches per article.

None of this print was solicited by the CAT, but was picked up as community
interest or news worthy activities.

OBJECTIVE IV: *REDUCE STRANGER-TO-STRANGER IMPACT CRIMES BY*
5% IN TWO YEARS AND 20% IN FIVE YEARS

This goal is the primary effectiveness objective of the Impact Program.
Reduction of the serious crimes of rape, robbery, aggravated assault and
burglary is a formidable objective. Particularly difficult are crime
reductions in the person-to-person offenses of rape, robbery and aggravated
assault. Reduction of impact crime incidence in absolute numbers by
5% in two years is a significantly larger reduction over expected values
based on a strong upward trend. With no change in population in five
years from 1966 to 1971, burglary increased approximately 145%, robbery
approximately 200%, rape approximately 170%, and aggravated assault
approximately 180%, based on crime reporting to the Denver Police Depart-
ment. The crime reduction objectives to be met must reverse a crime
trend, not simply reduce a stable crime rate.

For purposes of evaluating this primary objective of the Impact Program,
crime data for 1971 and 1972 were collected and analyzed for development
of baseline data. Early in the program, the year 1972 was selected as
the baseline year against which project effectiveness would be measured.
In order to minimize the effects of any anomalies in the incident data,
the average impact crime rate for these two years may also serve as a
more conservative baseline figure to measure impact project effectiveness.
In terms of crime specific planning and project development, 1972 could be
considered a design phase, 1973 and 1974 an implementation phase, while
1975 will be an evaluation phase for the Impact Program. The measurement
period for the 5% crime reduction in two years is 1973 and 1974, while 1977
would be the target date for the 20% reduction.

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The data and graphs that follow are presented in a manner that should allow
the reader three different methods to evaluate the crime reduction impact
of this program.

1. Comparison may be made of the 1973 and 1974 reported
    crime rates (separately) to the 1972 baseline rate
    in absolute numbers for each type of target crime.

2. Comparison of the average of 1973 and 1974 rates to the
    1972 baseline year in absolute numbers.

3. Comparison of the expected 1974 crime rate to the 1972
    rate with the "expected 1974 rate" based upon the
    average annual increase trend beginning in 1966.

Since trend analysis based upon annual rates of increase is the least
conservative estimate of effectiveness, it will be presented first, followed
by the 1973-74 average and finally a comparison of each year separately.
In other words, the data for the three methods listed above are presented
in reverse order. All three methods employ data related only to Homicide,
Rape, Robbery, Aggravated Assault and Burglary, i.e., the Impact target
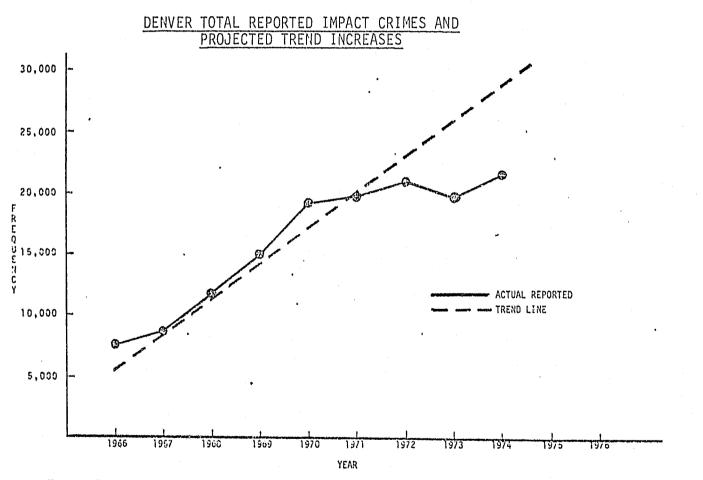offenses.

A. Six Year Trend Analysis

A comparative look at the reported number of total Impact target offenses
in Denver since 1967 reveals a reasonably constant rate of increase each
year until 1971, at which time the total continued to increase, but less
severely. Then in 1972 the rate increase jumped again. Suddenly, in 1973,
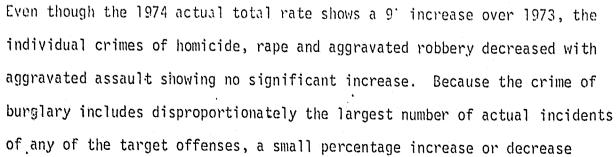a dramatic decrease occurred, which was due to a 10% decrease in the

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16,750 burglaries, which simultaneously was also the crime on which the Impact Program was focusing considerable attention. The graph below depicts the increases annually, reveals the 1973 decrease, then illustrates the 1974 return to an increasing rate. This trend change may or may not be explained by the activities of the Crime Analysis Team, which shifted project efforts in 1974 away from burglary and toward person-to-person crimes of violence, i.e., rape, robbery and aggravated assault.

DENVER TOTAL REPORTED IMPACT CRIMES AND
PROJECTED TREND INCREASES

Even though the 1974 actual total rate shows a 9° increase over 1973, the individual crimes of homicide, rape and aggravated robbery decreased with aggravated assault showing no significant increase. Because the crime of burglary includes disproportionately the largest number of actual incidents of any of the target offenses, a small percentage increase or decrease

in this crime overpowers larger percentage increases or decreases in the other crime categories. In effect, in 1973, the CAT could claim an overall 6% decrease in target offenses due to a large decrease in burglary. In 1974, the CAT's achievements in homicide, rape, robbery and aggravated assault do not appear when the total target crimes are summed and a 9% increase is reported, unless the reader analyzes each crime trend separately. Similar graphs follow which allow each crime to be compared with its own prior year records.

At the outset of this discussion, a six year trend analysis was mentioned as one method of reviewing Impact's effectiveness. Based upon such a trend line, the dashed line of the previous graph and the graphs that follow project the expected rate of crime, assuming all things remaining constant and ignoring the statistical probability of "regression toward the mean". Because the trend has not definitively fluctuated since 1966, some support may be advanced to argue that regression toward the mean is not likely when all public efforts are aimed at convincing the public to report a higher percentage of the "real" or "actual" crime that occurs. This certainly is a factor in Denver, where community involvement and public media and press attention has constantly kept crime and crime prevention needs before the eyes of the public.

Based upon "expected rates of increase" the total number of Impact target crimes anticipated for the year 1974 amount to 27,380. The actual number reported was 21,845. This is 20% less crimes reported in 1974 than would have been expected from the annual rates of increase since 1966. The

table below lists the actual and expected rates for each target offense.

1974 EXPECTED CRIME BASED UPON TREND INCREASES

CRIME CATEGORY	1974 EXPECTED	1974 ACTUAL	% △
HOMICIDE	110	77	- 30%
RAPE	543	403	- 26%
AGGRAVATED ROBBERY	1,869	1,449	- 22%
SIMPLE ROBBERY	941	858	- 9%
AGGRAVATED ASSAULT	2,595	1,918	- 26%
BURGLARY	21,322	17,140	- 20%
TOTAL	27,380	21,845	- 20%

For each of the target offenses, a graphic illustration follows which reflects the stability of past years increases for that crime. The actual numbers for each crime and the expected number are presented in the table above.

1973-74 Average Compared to 1972

A second and more conservative estimate of the Impact Program's achievement of its crime reduction goals may be calculated by averaging the total target offenses of the two operational years, 1973 and 1974, and compare this average rate to the 1972 baseline crime rate, as well as comparing each crime in a similar manner.

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The table below reports the baseline data for the calendar years 1969 - 1972, during which time no Impact projects were operational. The six year perspective allows the reader to judge the normalcy of the 1972 baseline year.

1969 - 74 BASELINE TARGET OFFENSE DATA

CRIME CATEGORY	1969	1970	1971	1972	1973	1974
HOMICIDE	68	74	82	89	96	77
RAPE	330	474	434	368	461	403
AGG. ROBBERY	1,011	1,189	1,405	1,378	1,610	1,449
SIMP. ROBBERY	691	791	762	636	800	858
AGG. ASSAULT	1,522	1,685	2,050	1,927	1,906	1,918
BURGLARY	11,415	15,111	15,228	16,750	15,067	17,140
TOTAL	15,037	19,324	19,961	21,148	19,940	21,845

By averaging the 1973 and 1974 reported crimes the total target offenses average 20,893 as compared to 21,148 in 1972 which reflects a 1% decrease in total offenses for the operational period of Impact projects without regard to expected rates. However, again this decrease is directly influenced by the reduction of 210 burglary offenses over the 1972 baseline. The table that follows presents the 1973-74 average compared to the 1972 baseline for each type of crime.

1973 - 74 AVERAGE TARGET CRIME COMPARED TO 1972

CRIME CATEGORY	1973	1974	1973-74 TOTAL	1973-74 AVERAGE	1972	% △
HOMICIDE	96	77	173	87	89	- 2.2%
RAPE	461	403	864	432	368	+17.4%
AGG. ROBBERY	1,610	1,449	3,059	1,530	1,378	+11.0%
SIMP. ROBBERY	800	858	1,658	829	636	+30.3%
AGG. ASSAULT	1,906	1,918	3,824	1,912	1,927	- .8%
BURGLARY	15,067	17,140	32,207	16,103	16,750	- 3.9%
TOTAL	19,940	21,845	41,785	20,893	21,148	- 1.2 %

Annual Comparison of Reported Crime, 1972, 1973 and 1974

One of the more conservative assessments of the Impact Program's achievement of its crime reduction objectives can be calculated by looking at the actual reported rate of each type of target offense for each of the two operational years and compare this to 1972, discounting expected rates of increase. In this manner, each operational year can be independently compared to the baseline year. The table that follows presents a comparison of 1972 with 1973 reflecting an overall decrease in Impact target offense of 6%, primarily achieved by a 10% reduction in the crime of burglary.

1972 BASELINE YEAR COMPARED TO 1973 OPERATIONAL YEAR

CRIME CATEGORY	BASELINE 1972	1ST OPERATIONAL YEAR 1973	% △
HOMICIDE	89	96	+ 7.87%
RAPE	368	461	+25.27%
AGG. ROBBERY	1,378	1,610	+16.84%
SIMP. ROBBERY	636	800	+25.79%
AGG. ASSAULT	1,927	1,906	- 1.09%
BURGLARY	16,750	15,067	-10.05%
TOTAL	21,148	19,940	- 5.71%

1972 BASELINE YEAR COMPARED TO 1974 OPERATIONAL YEAR

CRIME CATEGORY	BASELINE 1972	2ND OPERATIONAL YEAR 1974	% △
HOMICIDE	89	77	-13.48%
RAPE	368	403	+ 9.5 %
AGG. ROBBERY	1,378	1,449	+ 5.15%
SIMP. ROBBERY	636	858	+34.91%
AGG. ASSAULT	1,927	1,918	- .047%
BURGLARY	16,750	17,140	+ 2.33%
TOTAL	21,148	21,845	+ 3.30%

In summary, the City of Denver experienced a dramatic reduction of burglary in 1973 against great trend pressure to have had an increase. Person-to-

person crimes of violence increased significantly during this year. In 1974, the latter reflected decreases but burglary increased sufficiently in numbers to show an overall 1974 increase of 9%. A review of the objective to reach a 5% reduction in two years reveals that the objective was not met. However, an analysis of multi-year trend data supports a conclusion that Denver's 1974 Impact target offenses are 20% below what could have been expected, if the annual rate of increase had not changed in 1973 and 1974.

OBJECTIVE V: *THE IMPROVEMENT AND EXPANSION OF INNOVATIVE*
ALTERNATIVES IN THE CRIMINAL JUSTICE AGENCIES

The City of Denver accepted the challenge of the Impact Program by creating a criminal justice planning and research unit which was commissioned to analyze the information on crime and criminals and to assist and encourage agencies and individuals within the city in trying new or different ways of solving the social problem of crime.

Through the activities of the Denver Impact Program's Crime Analysis Team, the city's criminal justice system has developed alternatives that represent current thinking in terms of innovative techniques in the prevention of crime and the treatment of offenders. Programs and projects designed and nurtured by the Crime Analysis Team have led to practical alternatives for the diversion of the youthful offender both prior to and after the adjudication process. The team has also stimulated the creation of pre- and post-adjudication alternatives to incarceration for the drug dependent adult offender. In the area of probation and parole services, the team has encouraged and supported the development of experimentation with differential case loads and city-wide decentralization of parole and probation services which brings the supportive activities of these agencies into the offender's community. The city's law enforcement agency is working very closely with the CAT experimenting with the innovations of team policing, crime specific proactive police deployment, and special crime prevention training. There are few areas of the criminal justice function that the Denver CAT have overlooked in their attempt to encourage more productive and alternative methods of

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reducing crime and improving the efficiency of the system.

A. Alternatives for Treatment of the Youthful Offender

Prior to the creation of the Crime Analysis Team the concept of youth services had been unsuccessfully promoted in Denver. Members of the team drew together the various factions of the city which supported the notion of a youth diversionary system. By examining the crime and offender data for the city, the CAT was able to localize areas of the city where the youth crime problem was particularly intense and determine the socio-economic and demographic make-up of these areas. Leaning heavily on the Youth Service System concept, the team assisted in the development of four Youth Service Bureaus, one for each quadrant of the city. Although slightly foreign to the youth services concept, the team insisted that the bureaus function initially (under the Impact funds) to provide social services for police referrals of youth in trouble. The juvenile court agreed to use the YSB's as a referral source for their probationers.

In addition to the Youth Service Bureaus, the CAT encouraged the participation of two private programs in the development of police diversion projects for the youth offender. The Police to Partners project had previously existed as a court diversionary project. Under the Impact Program, the Partners personnel were persuaded to attempt to short-stop a youthful life of crime by giving the individual police officer the opportunity to refer juveniles they arrested to an agency which would provide a volunteer adult counselor in a one-to-one relationship with the troubled juvenile. In a similar type project, police juvenile referrals and the

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youths' families were provided the opportunity to participate in a
behavior modification effort designed to reduce or eliminate the conflict
situation in a youth's life which might encourage criminality.

The Impact CAT has also developed several post-adjudication alternatives
for the juvenile court. The type of youthful offenders who participate
in these projects ranges from those convicted for the first time for minor
offenses to those convicted for numerous serious offenses. One project
available for all adjudicated juveniles provides decentralized community
based probation services which include the participation of older youths
recruited from the juvenile offender's community to act as a link between
the youth and his probation officer. These probation aides act as a
constant encouragement and support for the juvenile in his own neighborhood
environment.

For the juvenile offender who has several convictions for serious crime,
the CAT has developed two alternatives to correctional commitment. One of
these alternatives involves a project which provides the court an oppor-
tunity to remove the youth from an unhealthy home environment which may
be precipitating his unsound behavior. The court may place the youth in
any one of three types of group homes which are either open, semi-closed,
or closed facilities. In each situation, the juvenile is allowed to go
to school and participate in many of the normal activities of his age
group, while still being supervised.

For those older youths who have similar backgrounds of multiple convictions

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for serious crimes, but who the court believes are not the product of an
unfortunate home environment, there is Project New Pride. The CAT
assisted community members in the development of this project which pro-
vides the juvenile court the opportunity to place a juvenile in a situation
where all activities of the project are directed at enhancing the older
youthful offender's ability to economically maintain himself and increase
his self-confidence to deal with his environment. The project provides
training, job placement, and job development for the youthful offender.

B. Alternatives for the Treatment of the Adult Offender

The Denver Crime Analysis Team has worked with several of the city and
State agencies in the development of treatment alternatives to the existing
correction process for the adult offender. The offices of the Colorado
State Parole Department and the Colorado Judicial Department have joined
forces under the Impact funding for the creation of a decentralized city-
wide probation and parole services operation. Each agency, though main-
taining its autonomy, has created joint offices in three areas of the
city to provide services for probationers and parolees in their residential
communities. In addition to decentralized parole/probation offices, the
agencies have provided for more intensive offender treatment through
greatly reduced case loads, group and individual psychological counseling,
and supportive social services. Working closely with this effort is a
project which utilizes ex-offenders to aide the probationers and parolees
in the development of job skills and in job placement.

Each of these projects represents some change in thinking and expectations

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of the correctional function of the criminal justice system in Denver. The ideas of using decentralized probation and parole services, and ex-offenders helping adjudicated offenders were not foreign to the criminal justice system, but the efforts of the CAT were required to make them a practical alternative in the City of Denver.

In the pre- and post-adjudication period of drug dependent offenders, there was formerly no concentrated effort to capitalize on medical research which developed drugs capable of assisting this type of offender in stabilizing his life. Acting under the hypothesis that the need for drugs so disrupts an individual's life style that criminal behavior becomes a logical adjunct, the CAT stimulated the creation of a consortium of various city agencies and departments to apply medical and legal services to divert this type of offender from the criminal justice system and provide treatment to him. The diversion aspects of the "TASC" program included suspended prosecution and suspended sentencing in conjunction with supervision. The treatment alternatives made available to this type offender included methadone maintenance, drug free treatment, and group and individual psychiatric treatment.

Aside from the experimental nature of this type of treatment alternative, a significant achievement in terms of innovation for criminal justice which was brought about, was the creation of a joint effort by the law enforcement, doctors and medical specialists, judges, probation, and parole and corrections officers, and social service treatment personnel to divert and treat an offender group. This limited success was not brought about

without major struggles on the part of the project's sponsoring agency, the project staff, and the Crime Analysis Team, primarily attempting to keep communication lines routinely open and active between the "treaters and punishers".

C. Alternatives for the Law Enforcement Function

Several projects were developed by the Crime Analysis Team, working in conjunction with the police department, and the dominant thesis upon which they were all based was that a close analysis of crime occurrence, coupled with proactive and reactive law enforcement measures, could produce a drop in the rate of offenses committed. In support of this notion, the team designed and funded the Crime Analysis Section for the Denver Police Department. This section had the responsibility of examining all the serious crimes and reporting to the Patrol and Investigative Divisions on the nature of the offense, victim type, and offender modus operandi. The thrust of this approach was to be able to predict location and time of crime occurrence, victim types, and possible offender descriptions.

In direct support of the Crime Analysis Section, a 36 man unit was created utilizing uniformed patrolmen, detectives and evidence technicians. The unit was called SCAT - Special Crime Attack Team - and its entire operation was designed to make use of new and unique methods of combatting crime through detection, apprehension and community education. The thirty-six men were hand-picked because of their enthusiasm and proven capabilities. They were commissioned to work on two, and only two, crimes - burglary and robbery. The Crime Analysis Section provides the special unit daily

information on crime which SCAT used to deploy its manpower. High
incidence burglary and robbery areas were sectioned off within the city
based on three years' analysis of crime trends. The data analysis was
used to tell who was being victimized, how the attacks occurred, when
they occurred, and who was most frequently identified as the offender in
each area. Some of the proactive techniques involve the identification
of potential residential and commercial victims and special on-site
prevention inspections of homes and businesses to instruct the potential
victim on how to protect himself. Reactive measures included select
radio frequency alarm stakeouts, continuous helicopter support and several
other tactics to apprehend the offender in the act of or fleeing from
the scene of a crime.

The SCAT project effort proved to be effective in reducing crime in the
initial target areas during its first year of operation and the Denver
Police Department responded enthusiastically to the CAT's recommendation
for the creation of an in-service training program for all officers in
the department in specific crime prevention techniques.

The training program included the addition of 50 new uniformed officers
and a 12-month cycle of two-week training sessions to allow every officer
on the force below the rank of Captain to be trained in the current methods
of crime prevention and deterrence.

As in many other agencies, the stimulation and assistance of the Impact
Crime Analysis Team has caused a dramatic effect in the police department's

operation. Planning for manpower deployment and citizen protection
measures based on crime specific data was an idea foreign to all but a
few of the senior officers of the department. Today, along with the
spirit of crime reduction, many Denver officers are thinking in terms
of specific crime prevention measures.

D. Alternatives for Victim Treatment

One of the assumptions made when examining specific crime data is that
something about the nature and types of individuals and businesses who
become victimized can be measured and quantified and used in the education
of other potential victims. To support this notion, the CAT participated
in the development of a Neighborhood Service Bureau project which provides
door-to-door victim prevention information in a high incidence crime area
of the city. The primary thrust of this project activity is to identify
likely individuals and commercial establishments in high crime areas,
approach them with the information of personal crime prevention techniques,
and provide referral services to more sophisticated agencies for assistance
in providing crime protection measures. Some of the referral sources include
property identification and dwelling security inspection services of the
police department. The unique characteristic of this type of project is
that it involves neighborhood people working with the police department
to protect themselves. This bureau also serves as the Youth Service Bureau
of the southeast quadrant of the city.

E. Innovation for the Criminal Justice System

The primary innovation provided by the Crime Analysis Team for the City

of Denver, which transcends all program and project activities, is the ability to define the crime problem through data analysis, choose and describe objectives based on the definition of the crime problem and, finally, evaluate project achievements. Briefly, this involves providing the criminal justice system with the notion of "accountability" for its activities in terms of protecting the citizenry.

Under this concept the CAT has supported new Management Information Systems for the Police Department and the Colorado Judicial Department and has supported the County Court in its effort to develop a similar system to be compatible with that of the State courts.

With the funding and staffing of a Research and Planning unit for the State Department of Corrections and a data system to support it, Colorado will have complete offender based tracking and data resources available to each agency and to all agencies of its criminal justice system within the near future.

OBJECTIVE VI: *PROVIDE TECHNICAL ASSISTANCE TO CRIMINAL JUSTICE AGENCIES*

Although the Impact staff's role as initially envisioned did not anticipate much demand for staff consultation on a regional or national perspective, it was always intended that the CAT staff would be accessible and available on short notice to any local criminal justice agency. At the outset of the Impact Program it became obvious that "crime specific planning" and "crime-specific crime-reduction projects" was such a new concept, considerable technical assistance would be required by local officials interested in project development. During the fifth through eighth months of the project, 80% of five staff members' time was devoted to direct technical assistance to agencies and private groups with respect to project design and grant application development. Thereafter, technical assistance activities dropped off to about 40% of five staff members' time.

However, at this point requests for information and assistance from other jurisdictions in the metropolitan area of Denver were received. The State Planning Agency utilized Impact staff expertise on several specific occasions during the design of the annual action plan in the development of their Master Plan for Criminal Justice Information Systems. As LEAA published newsletter articles, and special staff research reports on homicide, rape and Denver's addict population were shared with criminal justice and planning agencies nationally, in excess of 100 inquiries were received requesting documents and information about Denver Impact's methods and research. Because LEAA and the Colorado SPA directed many inquiries about crime specific planning to the Denver CAT, representatives from 13 different states have visited the Denver Impact office. They

include California, Florida, Minnesota, Montana, Louisiana, Utah, Ohio, Kentucky, New Jersey, New Mexico, South Dakota and New York. The CAT staff have provided technical assistance to criminal justice or planning agencies in Washington, Arizona, Montana and Puerto Rico. The CAT is represented on the standing advisory committee for Criminal Justice Information Systems in support of the Colorado Council on Criminal Justice, and the Colorado Council on Criminal Justice Goals and Standards.

These opportunities have provided the Denver CAT numerous opportunities for cross-fertilization of planning ideas and implementation strategies so that each experience has enhanced CAT staff skills as well as provided others varying degrees of professional assistance.

The expanded discussion above describing the CAT's achievement of objectives was intended to serve the purpose of acquainting the reader in some detail with specific activities believed to have contributed to achievement of the CAT's six major objectives. No separate evaluation section will follow because data, evidence, and results for evaluating the Impact Program's effectiveness followed each objective above. The next section highlights some of the planning, implementation and administrative problems encountered by the staff during the first three and one-half years of the program.

IV. MAJOR PROBLEMS

The High Impact Anti-Crime Program commonly known nationally as the "Impact City" program, was conceptually developed by LEAA in the latter half of 1971. Considerable thought and debate preceded the final decision to launch this new national crime reduction funding strategy. However, insufficient planning of early implementation steps was overlooked or lacked emphasis, resulting in CAT team floundering during the first 60 to 90 days of the program. From communication with the other cities, there is some evidence that this vacuum was not unique to Denver. If the Regional LEAA staff and the Colorado SPA staff had not been available full time to interpret policy and suggest direction on a daily basis, it is very likely another 6 months of delay would have ensued.

PROBLEM

LEAA printed materials on design and objectives of the Impact Program were non-existent the first 90 days, except for a data collection instrument that required hundreds of man hours to complete and a project oriented "cook book" with sample projects described.

On the one hand, crime specific planning required data-based project design, i.e., "objective problem definitions" at the local level. On the other hand, Impact's printed guidelines consisted of a catalogue of "canned" projects worthy of consideration. The cook book was helpful but it was insufficient. The Denver CAT expended many man days trying to figure out grant application processing procedures, at the same time a great amount of national pressure was being exerted to urge the CAT's

to fund and get projects operational.

PROBLEM .   *

The "preliminary plan" required of the CAT in May of 1972 was a document required by LEAA to outline and justify the first release of $3 million. The CAT in Denver had no more experience than 30 days on the job with only 3 fulltime staff members available to write this plan. Fortunately, the Anti-Crime Council and five Task Forces had met numerous times identifying crime problems and criminal justice issues, but most of this effort was based upon subjective judgment and educated guesses. This type of planning (required by the early deadline) is in direct contradiction to the logic which promotes crime specific planning and we suggest any future planning strategies of this nature should allow for at least 6 full months of data collection lead time. One year's preparation would be even more realistic.

PROBLEM

Because the Regional LEAA and Colorado SPA staffs were directly involved in preparing the city for receipt of the Impact funds, professionally skilled, highly educated, occupationally experienced attributes were incorporated in the CAT personnel descriptions. Nationally competitive salaries were also included making the CAT a highly attractive job opportunity. In effect, the result was that a professional, educated and skillfully trained criminal justice planning unit, nearly one-half the size of the SPA, was planted within an already existing regional planning unit (RPU) containing 3 staff and serving 7 counties. Almost immediately

the Regional LEAA operational staff, SPA staff, and RPU staff felt the personal pressure of inordinately wide differences in salaries with the CAT appearing to be receiving undeserved favoritism from LEAA. There is evidence to suggest that SPA staff salaries across the United States do not increase proportionately with those of local government. The problem could have severely heated staff relationships between the three levels of government if it had not been for the generous understanding and total commitment of the Regional LEAA and Colorado SPA staffs to make the Denver Impact Program a success. Personnel standards, qualifications, salary and certification are a critical need of the criminal justice planning community.

PROBLEM

The Impact Program provides LEAA demonstrated evidence that it can make block grants to local units of government and still retain ultimate quality control and responsibility for fiscal integrity. However, this is difficult to do when all regular LEAA funds must pass through the State SPA for allocation and reporting. Because the Denver Impact Program created a policy recommending citizens council and 5 functional task forces, it was hoped that grant application review at the State Supervisory Board could be eliminated. This was never accomplished. The result was over 150 individuals had review, comment and approval authority over each of the Impact grant applications. Each application received CAT staff review, two city task force reviews, the city Anti-Crime Council review, RPU A-95 staff and Council review, SPA staff review, State Supervisory Board approval and finally LEAA staff approval. When the award was finally

processed back to the city, then the Denver CAT, by ordinance, were
required to present the grant and the award to the Denver City Council
for their approval and acceptance. Suffice it to say, a reasonable man
would judge many of these reviewing authorities as unnecessary. Literally
75% of the CAT's grant administration problems were related to squeezing
Impact applications into four different monthly meeting cycles that
were rigidly adhered to. This resulted in the CAT always requesting that
these reviewing authorities treat Impact grant applications as exceptions.
Needless to say, after 30 months of this informal pressure, some of these
groups begin to develop a negative attitude about the CAT's aggressiveness.

PROBLEM

The termination of LEAA support for the CAT staff 6 to 8 months before
all the Impact projects terminate reflects some lack of value for the
evaluation of these projects. The assumption implicit in this national
LEAA policy decision is that the local unit of government will institution-
alize the CAT's staff all in one budget year. This may be possible, but
absorbing a one-half million dollar agency in the current economic environ-
ment is difficult for any city administration. The plan for institution-
alization should have been at least tentatively outlined on a 24 or 36
month phase-in period at the outset of the program, awarding the cities
2 years of 100% funding and then diminish federal awards gradually over the
next 2 to 3 years. An early understanding of even tentative long term
commitments by local officials would have eased the pain of rapid and
total fiscal assimilation of the CAT.

As can be observed from the nature of these examples, the heart of the
problems were not weakness in concept but rather omissions in planning
mechanical functions or procedures to reach desired goals. It seems these
factors always receive last and least attention during early planning
stages. Future national funding strategies should ponder local level
consequences of quick implementation of such massively funded efforts
as the Impact Program.

V. OVERVIEW AND OBSERVATIONS

The single, most important ingredient in the observed success of the Denver Impact Program is the professional competency of the CAT staff. Without a doubt, and despite the salary disparity with other similar units in the State, the decision to recruit and pay for the most qualified personnel available in the United States was a most astute and beneficial policy. Across the U. S., both RPU's and SPA's look to the Denver CAT with respect and admiration for the quality of their work.

As the CAT Director, this decision was made by others prior to my arrival and the Director takes no credit for the early planning efforts that led to creating one of the most accomplished criminal justice planning agencies in the United States.

Worthy counsels to other criminal justice planning agency directors would be well advised to encourage and fight for the recruitment of the most qualified personnel, educated in the social sciences, preferably with graduate degrees, having worked in a criminal justice agency for a few years and subsequently having had education or experience at designing, formating, collecting, analyzing and documenting criminal justice data.

If knowledge is power, accumulating criminal justice performance data and analyzing it for a variety of purposes which were thought out in advance of its collection, could put planners in a more influential position within the communities they serve.

In Denver, a wealth of data was stored at each agency, with little information retrievable without considerable effort. As the CAT developed Impact projects, both the community and the agencies began to experience a need for data and as they repeatedly were provided assistance and information by the CAT, this agency's credibility was enhanced to a point of being able to depend on total cooperation from the agencies. In effect, the CAT was literally feeding the agency's data back to them in a different format, briefly analyzed so they could use it for problem definition or management decision making where appropriate. This is an excellent way for a criminal justice planning agency to develop ties with criminal justice agencies without loyalties and cooperation totally being determined by the amount of LEAA money awarded to each agency.

Once LEAA grant administration tasks became secondary to providing technical assistance to the local agencies, the CAT found itself in a position to look seriously at potential long term improvements. The Denver CAT has now crossed this threshold, after two and one-half years of project development, and is in a position to use project monitoring and evaluation relationships for other improvement purposes.

Finally, planning directors have long neglected the 97% of total local revenue expended for criminal justice agencies. If operational and planning agencies continue to co-exist during the next five years, the future of major improvements in the system is dependent upon the planners developing sufficient credibility with their chief executives as to allow them the

authority and opportunity to evalute the manner in which existing resources

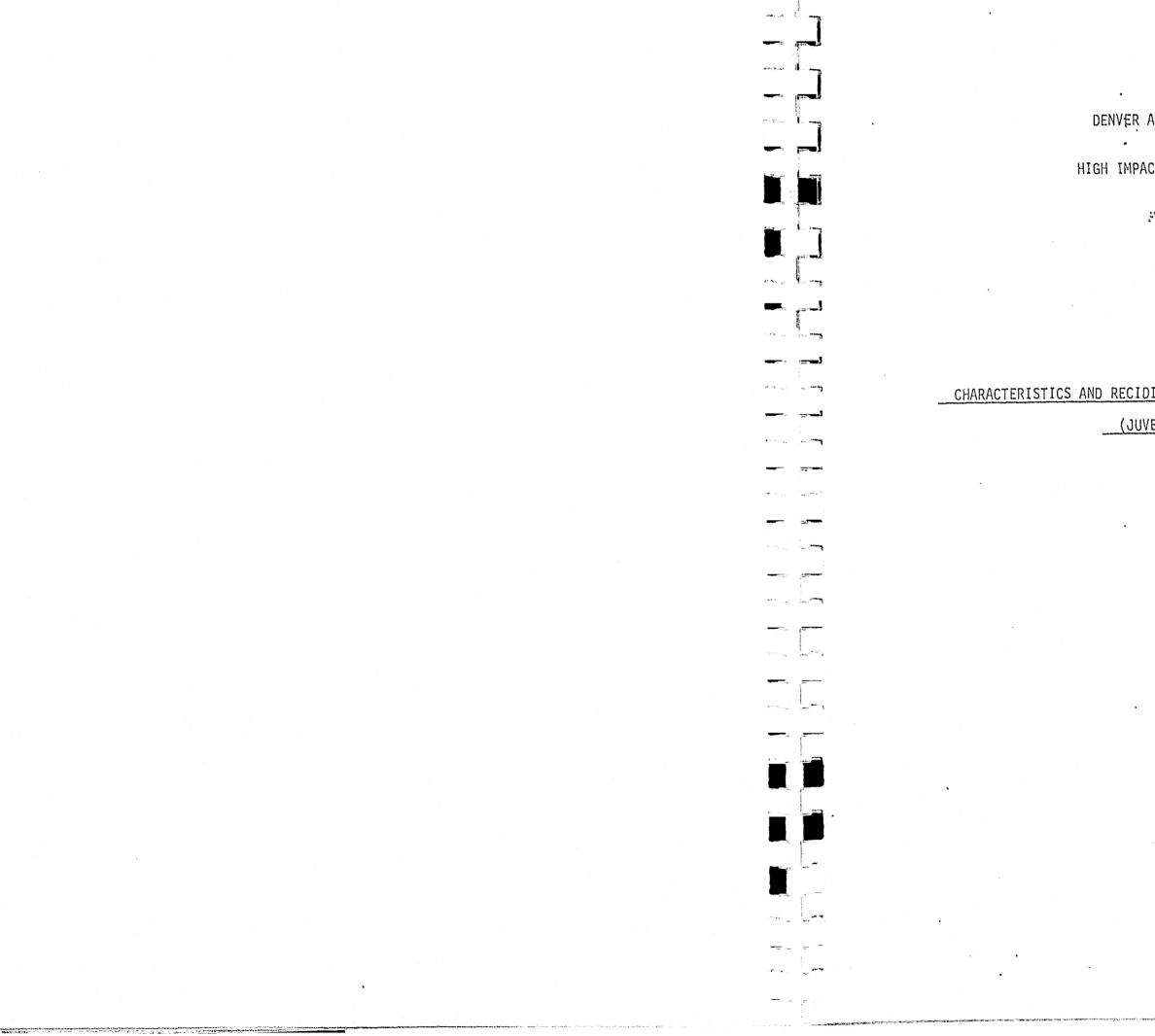are expended in the criminal justice system, both at the State and local

level.

DENVER ANTI-CRIME COUNCIL

HIGH IMPACT ANTI-CRIME PROGRAM

FINAL REPORT

APPENDIX A

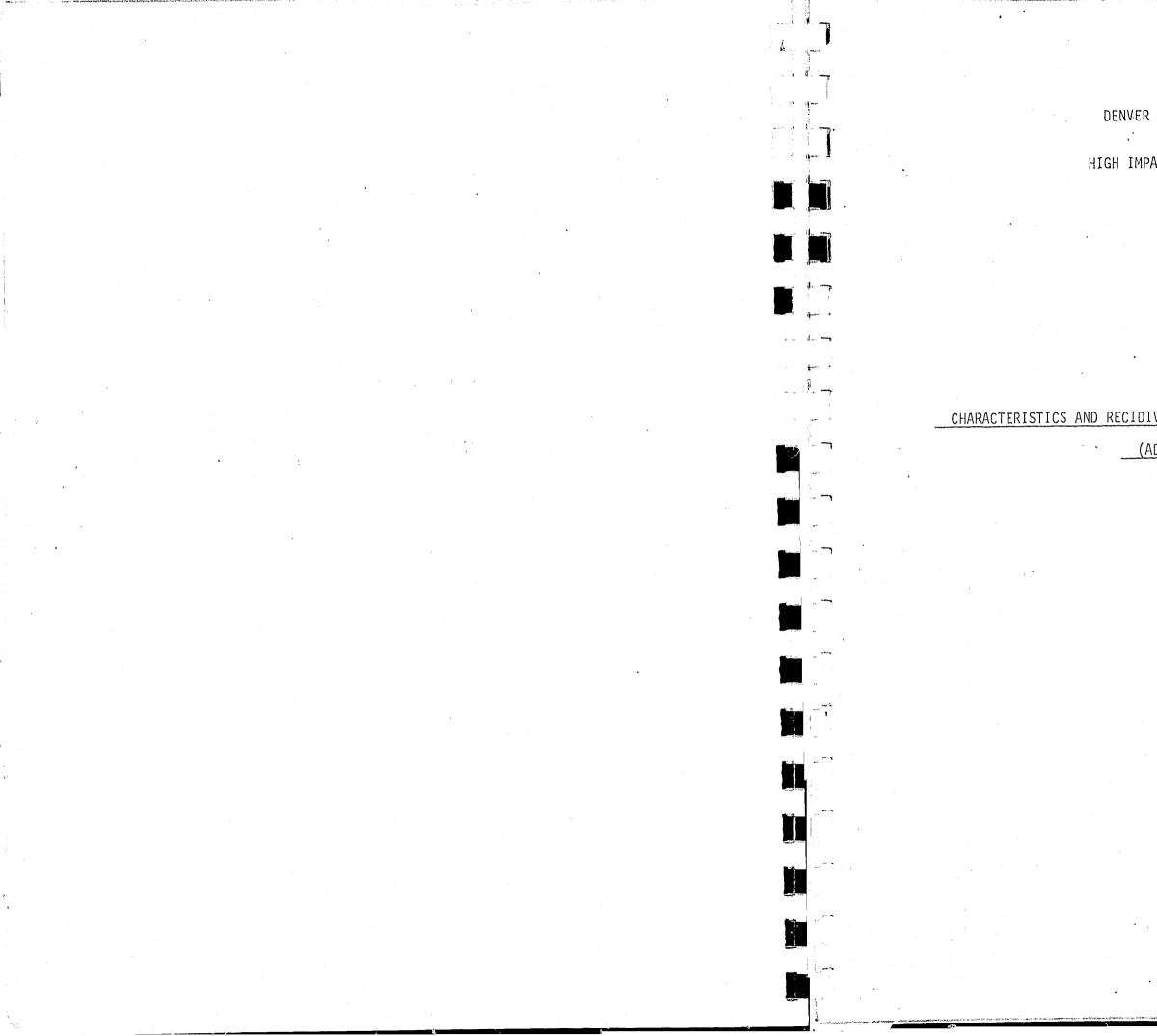1973 - 74 DENVER CRIME REDUCTION PLAN, VOLUMES I TO IV

DENVER ANTI-CRIME COUNCIL

HIGH IMPACT ANTI-CRIME PROGRAM

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APPENDIX B

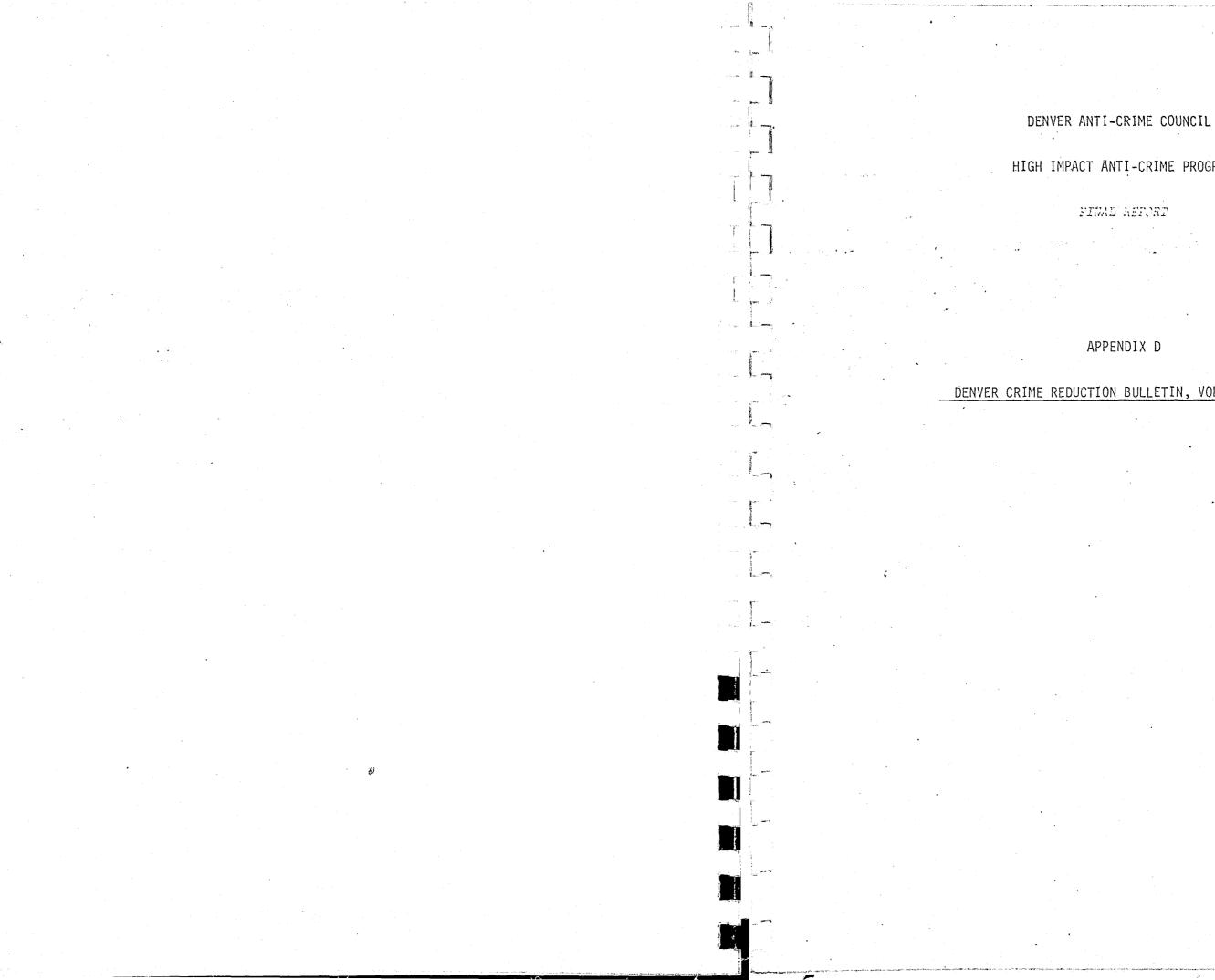CHARACTERISTICS AND RECIDIVISM OF JUVENILE ARRESTEES IN DENVER

(JUVENILE RECIDIVISM)

DENVER ANTI-CRIME COUNCIL

HIGH IMPACT ANTI-CRIME PROGRAM

FINAL REPORT

APPENDIX C

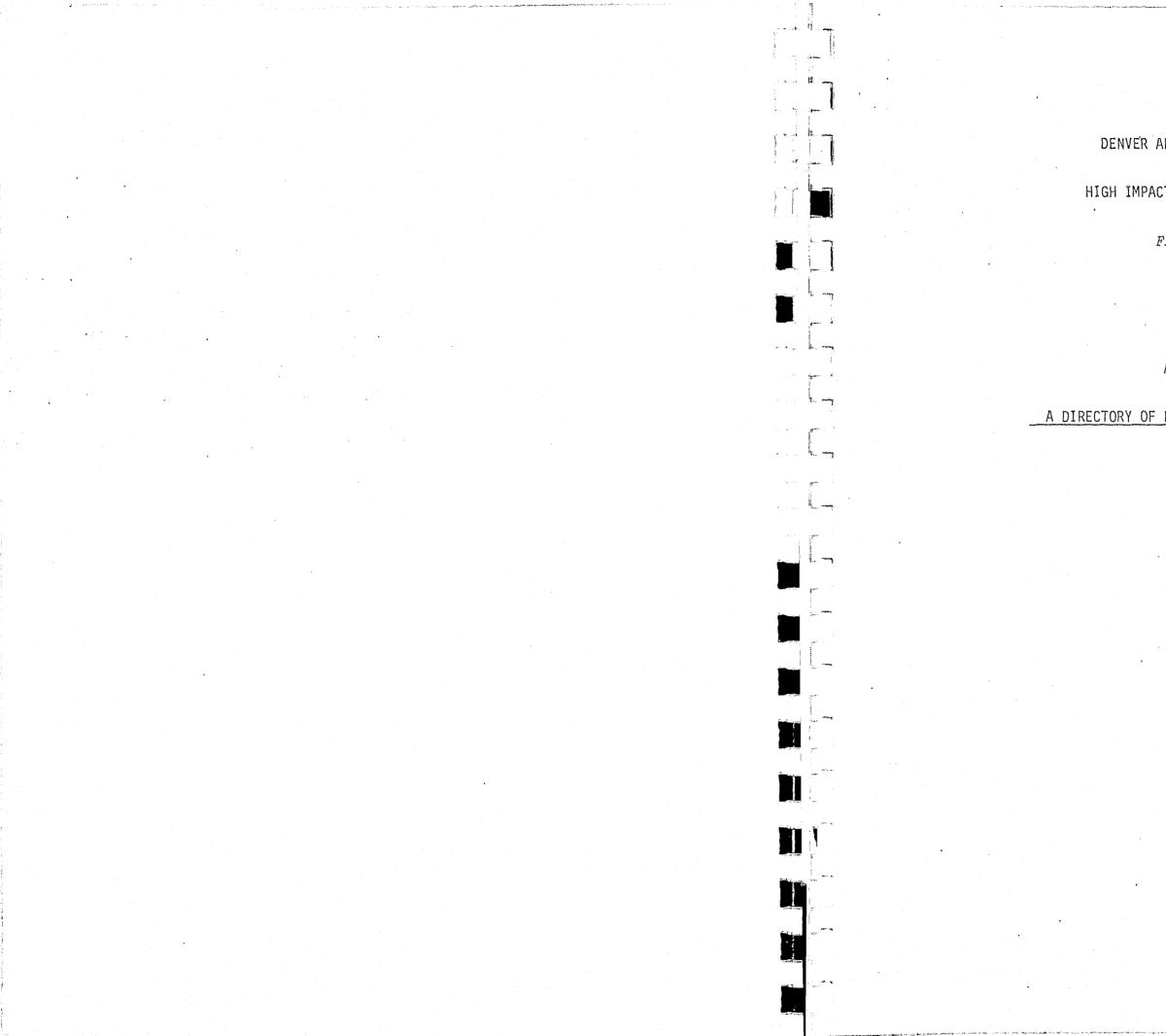CHARACTERISTICS AND RECIDIVISM OF ADULT FELONY OFFENDERS IN DENVER

(ADULT RECIDIVISM)

DENVER ANTI-CRIME COUNCIL

HIGH IMPACT ANTI-CRIME PROGRAM

FINAL REPORT

APPENDIX D

DENVER CRIME REDUCTION BULLETIN, VOLUMES 1 TO 8

DENVER ANTI-CRIME COUNCIL

HIGH IMPACT ANTI-CRIME PROGRAM

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APPENDIX E

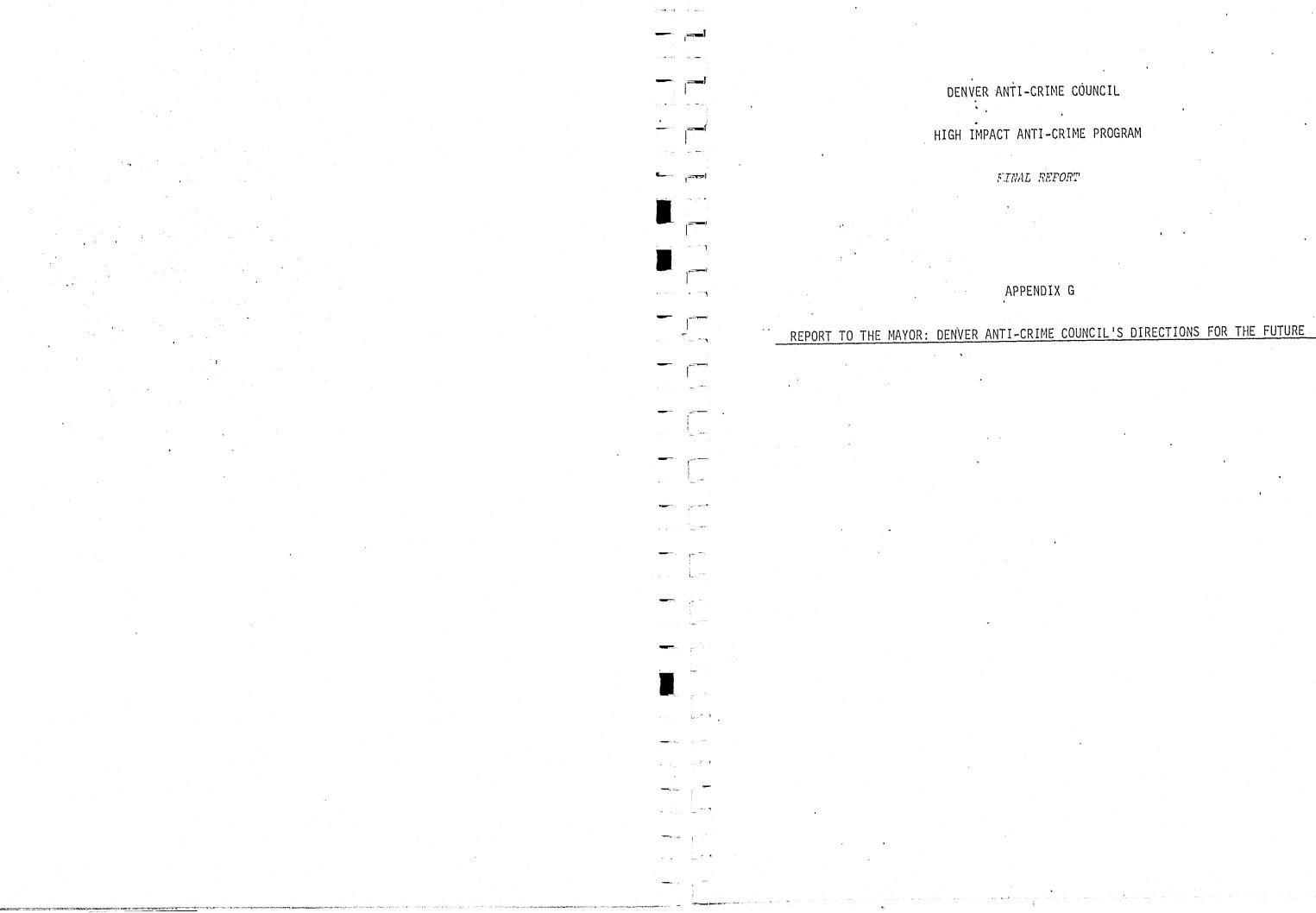A DIRECTORY OF DENVER IMPACT CITY PROJECTS

DENVER ANTI-CRIME COUNCIL

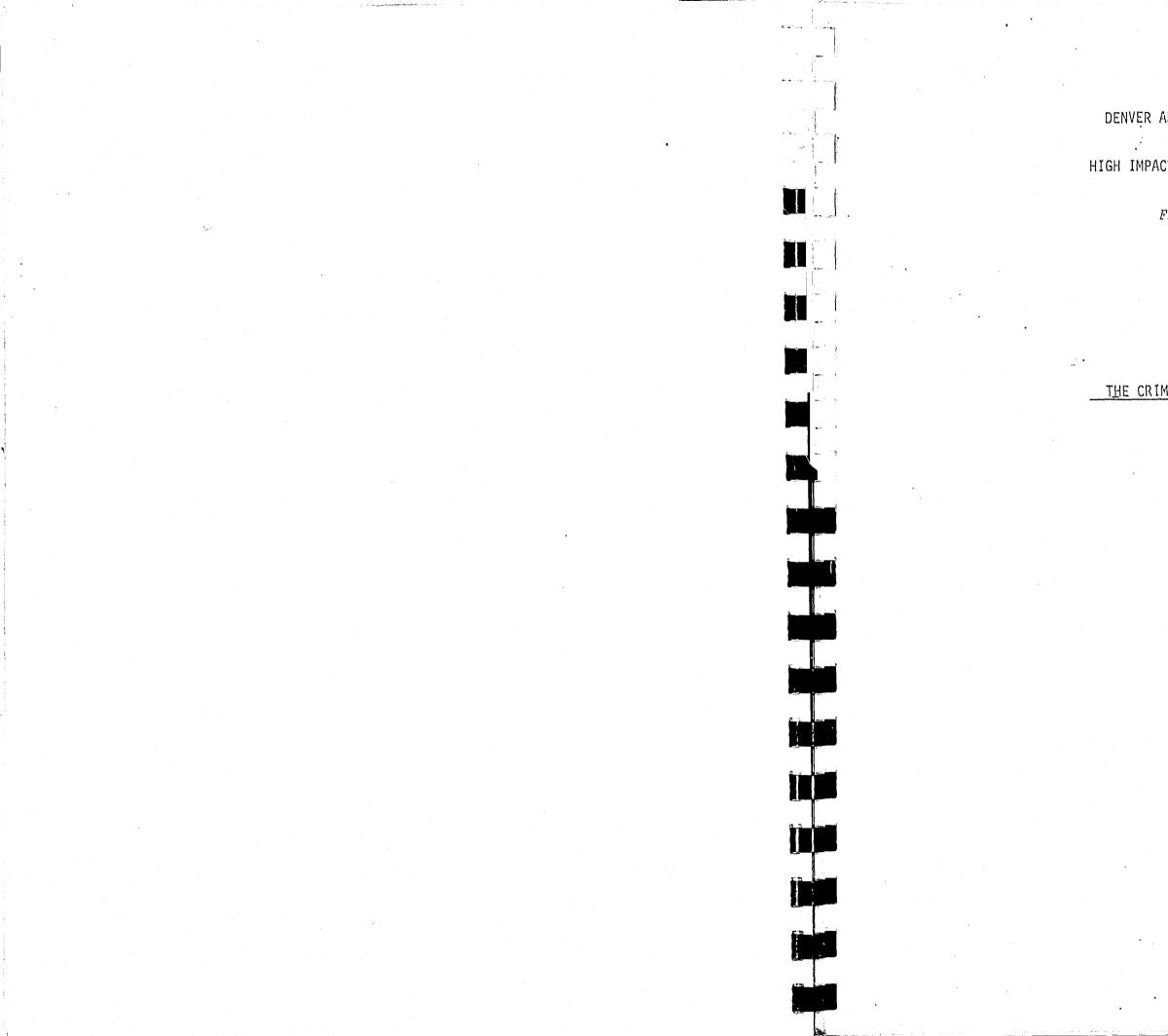HIGH IMPACT ANTI-CRIME PROGRAM

FINAL REPORT

APPENDIX F

AN ANALYSIS OF 1972 DENVER VICTIMIZATION SURVEY

(VICTIMIZATION SURVEY)

DENVER ANTI-CRIME COUNCIL

HIGH IMPACT ANTI-CRIME PROGRAM

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APPENDIX G

REPORT TO THE MAYOR: DENVER ANTI-CRIME COUNCIL'S DIRECTIONS FOR THE FUTURE

DENVER ANTI-CRIME COUNCIL

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APPENDIX H

THE CRIME OF RAPE IN DENVER

DENVER ANTI-CRIME COUNCIL

HIGH IMPACT ANTI-CRIME PROGRAM

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APPENDIX I

CHARACTERISTICS OF A SAMPLE OF ARRESTED DENVER OPIATE ADDICTS

DENVER ANTI-CRIME COUNCIL

HIGH IMPACT ANTI-CRIME PROGRAM

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APPENDIX J

TARGET CRIME: A TIME OF DAY ANALYSIS

END