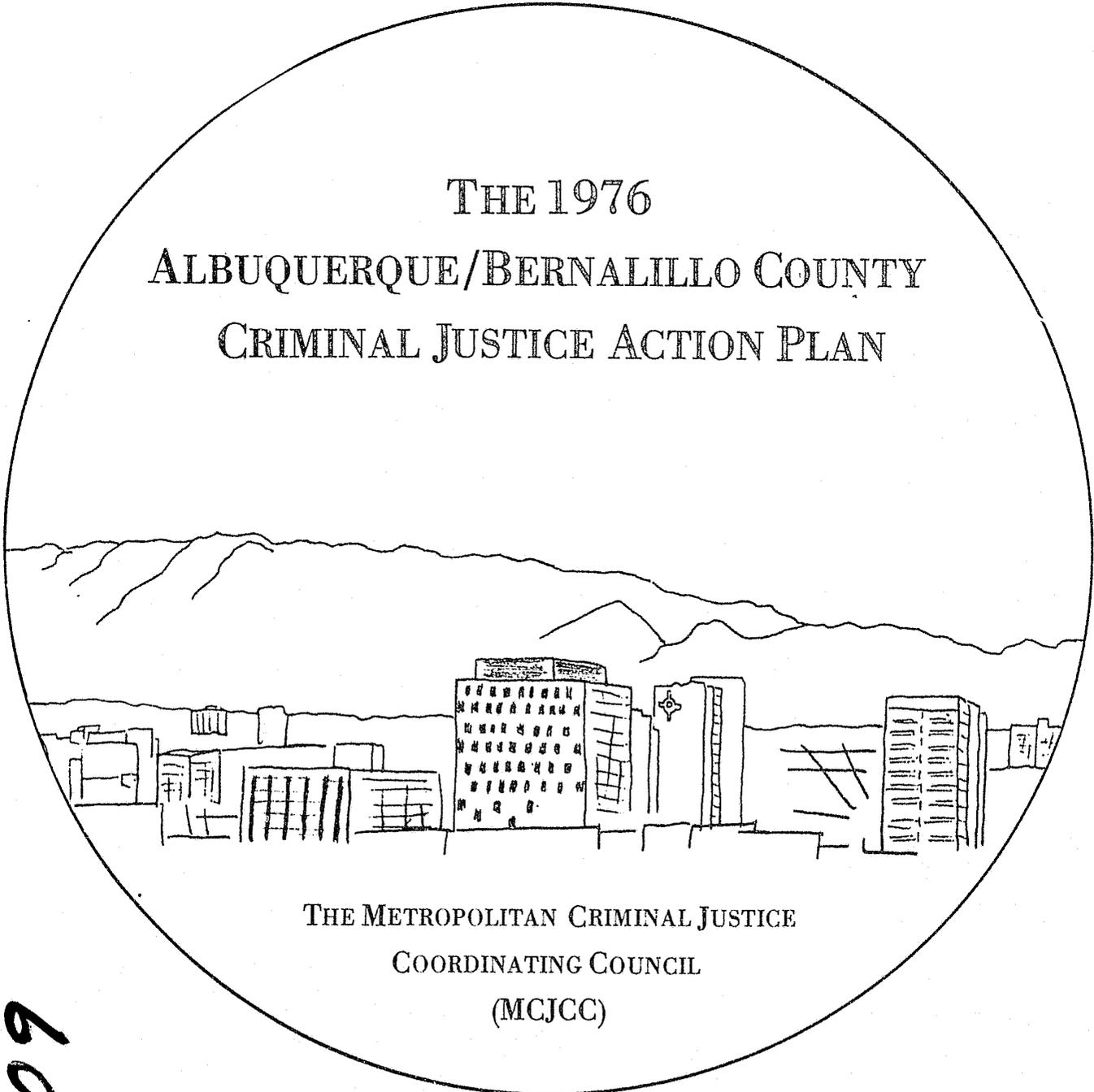


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THE 1976  
ALBUQUERQUE/BERNALILLO COUNTY  
CRIMINAL JUSTICE ACTION PLAN



THE METROPOLITAN CRIMINAL JUSTICE  
COORDINATING COUNCIL  
(MCJCC)

36409

THE 1976 ALBUQUERQUE/BERNALILLO COUNTY  
CRIMINAL JUSTICE ACTION PLAN

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

NCJRS

SEP 14 1976

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Alternate: Captain Henry C. Taylor  
Division Commander, Services Division, Bernalillo  
County Sheriff's Department

## PREFACE

This is the third Annual Plan presented to the community by the Metropolitan Criminal Justice Coordinating Council (MCJCC).

In Part One of the 1976 Plan, the basic aims and activities of the MCJCC are listed, recent activities are discussed, and plans for the future are presented. A proposed timetable is provided and major needs of the local justice system are discussed.

Part Two pictures major crime problems locally; the purpose being to compare the crime situation in Albuquerque and Bernalillo County to crime problems at other governmental levels. Forecasts of incidence and clearance for the next ten years are illustrated and priorities are discussed in an attempt to deal with the crime problems presented.

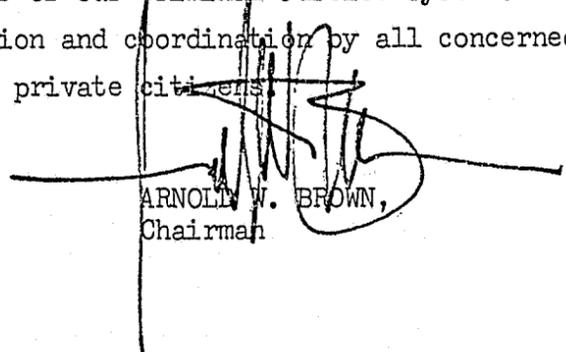
Part Three, the Existing Systems Update portion of the Plan, attempts to identify some of the agencies responsible for the majority of services within the Criminal Justice System, and to emphasize a need for a comprehensive services system.

The last part of the Plan, Evaluation, discusses the federal requirements for evaluation, the State response, and proposed activities of the MCJCC, with a summary of local criminal justice project evaluations conducted since publication of the previous plan.

As Chairman of the Metropolitan Criminal Justice Coordinating Council, my thanks to each member and each alternate member of the MCJCC for their efforts in preparing the Planning document. Without the dedication of the MCJCC Staff members, the preparation of a comprehensive Plan would not have been possible.

I hope that readers of our third Annual Plan will use it as a reference as well as a planning guide for developing projects and proposals to improve the performance and consequent results of our Criminal Justice System. Results can only be achieved through cooperation and coordination by all concerned; be they elected, appointed officials, or private citizens.

June 25, 1976  
Albuquerque, New Mexico

  
ARNOLD W. BROWN,  
Chairman

\*Standing Committee Member only.

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PART ONE

INTRODUCTION

THE 1976 ALBUQUERQUE/BERNALILLO COUNTY CRIMINAL JUSTICE  
ACTION PLAN

INTRODUCTION

The Metropolitan Criminal Justice Coordinating Council in the City of Albuquerque and Bernalillo County (MCJCC), created by Governor's Executive Order in November, 1972, is currently in its fourth year of operation. This third annual plan and report to the community is aimed at keeping citizens and local officials advised of current crime and justice problems, and to serve as a planning document for determining and prioritizing needs as well as proposing solutions.

In this Introductory chapter, the basic aims and activities of the MCJCC are listed, recent activities are discussed, and plans for the future are presented, including a proposed timetable. Major needs of the justice system locally are then discussed. The MCJCC feels these matters must be addressed in the foreseeable future if significant advances are to be made in solving crime and justice problems locally.

Accomplishments to Date and Accomplishments Anticipated:

The basic goals of the MCJCC are to:

- Reduce crime locally;
- Improve the delivery of criminal justice services to the community;
- Develop increased cooperation and coordination among the agencies of the local justice system and with the community.

Basically, the MCJCC attempts to accomplish these goals by:

- a. Encouraging coordination and cooperation among agencies and within the system and community through agency and citizen participation in the Council itself. This: (1) encourages agency people to consider matters from a broader perspective than just their own agency, (2) encourages a long-range community-wide view of crime and justice problems within the system, and (3) helps concern each Council member about problems facing other parts of the system, as well as consideration as to whether and how such problems might impact on his agency, and the community in general.
- b. Anticipating community physical and socioeconomic changes which will affect the delivery of criminal justice services and the incidence of crime, and recommend programs to deal with the anticipated changes. This is accomplished by continually analyzing relevant data and forecasting crime and justice problems. (See "Crime Analysis" Section of this plan.)
- c. And, keeping abreast of developments in the field of criminal justice and developing experimental and, hopefully, creative approaches to matters related to crime and justice.

In practice, the planning staff and the Council undertake the following general and special activities each year:

1. General Aims:
  - a. Continue development of agencies' capabilities to perform their basic functions;
  - b. increase agencies' abilities to collect and evaluate statistical and other information useful to the agency and the system as a whole;
  - c. implement the results of current research in subsystem areas;
  - d. develop agency and interagency programs which may form priorities and subpriorities in the annual plan;

- e. assist in proper subgrant administration, both fiscal and program, through project monitoring;
- f. increase interagency cooperation and coordination;
- g. develop a stronger agency foundation by continuing successful programs on a permanent basis through local funding.

2. Special Activities:

- a. Develop an annual plan, which contains:
  1. Analysis of current crime and delinquency situation;
  2. current systems status;
  3. a ten-year forecast and a five-year plan aimed at attaining the basic goals listed on the previous page;
  4. analysis of documented needs which are prioritized;
  5. other information, so that the total plan can be used:
    - a. As a guideline for the MCJCC and the community for the upcoming year and beyond;
    - b. as educational material for the community;
    - c. as a stimulus for further research.
- b. Then develop projects which:
  1. Serve as a testable solution to prioritized and sub-prioritized needs;
  2. can be evaluated by the community as to whether it constitutes a continuing solution to a continuing problem.

To date, the Criminal Justice System has accomplished much toward the goals listed above. Crime reduction has been a joint effort of the entire system, as well as a community effort, therefore, specific attribution is difficult. However, much of the improvement in the delivery of criminal justice services is a result of projects developed through the MCJCC, with funding from LEAA, the generosity of local revenue sharing, and other sources. Other such projects have been initiated directly by agencies, using local funding.

-Crime Reduction. Having been number one in the nation in reported Part I Crime for two years standing, Albuquerque moved to number ten in the rankings in 1973, according to FBI statistics. (The 1973 ranking included Sandoval County as part of the Albuquerque SMSA.)

The FBI further reports that Albuquerque SMSA fell to number 30 among metropolitan areas in the nation in 1974. (Although the crime rate did not go down in the City and County, in 1974, the increase was minimal—less than one-half of a percent—as opposed to an 18 percent increase nationally.) In addition, in 1974, there was a slight increase (two percent) in the percentage of cases cleared in Albuquerque, and just under that percentage in combined City/County figures.

In 1975, however, in Albuquerque only (not including the SMSA) crime increased 11.5 percent. Crime in Bernalillo County, outside the City, increased 22.3 percent. However, it is believed that the combined City/County increase (12.7 percent) did not equal the national increase. (This material is presented in more depth in the "Crime Analysis" Section of this Plan.)

The conclusion is that crime appears to be increasing less rapidly locally than the national average.

- Improve Criminal Justice Service. As a result of projects developed through the MCJCC, local criminal justice agencies are now able to provide additional justice services to the community. Examples include the development of an Economic Crimes Unit in the District Attorney's Office; the implementation of a Multi-Agency Evidence Room to consolidate the handling of evidence for all law enforcement agencies, and to provide for additional accountability and security for same as an aid to prosecution efforts; continuation and expansion of the Second Judicial District Court Clinic for criminal diagnostic services for adults and juveniles; the provision of improved correctional services for the incarcerated through development of an In-House Training program for local Corrections-Detention; the development of a facility for Children in Need of Supervision (CHINS) in order to avoid incarceration of such "status" offenders with delinquents accused of criminal acts; and the development of a special District Attorney's program to aid witnesses and victims of criminal acts.
- Develop Increased Coordination - Cooperation. In this area progress has been made. The Multi-Agency Evidence Room will eventually serve the evidence security and maintenance needs of most or all local law enforcement agencies. A recently completed Witness Utilization plan will be the basis for more effective witness utilization throughout the prosecution-courts-defense system. Efforts have continued to develop a Criminal Justice Information System as a major aspect of interagency coordination and communication. Initial plans have been developed for joint sharing of facilities by the local major law enforcement agencies (Albuquerque Police Department, Bernalillo County Sheriff's Department), as well as by local misdemeanor courts (Albuquerque Municipal Court, Bernalillo County Magistrate Court) in a separate lower courts building. In addition, through the Metropolitan Criminal Justice Coordinating Council (MCJCC), all elements of the justice system, as well as local units of governments and citizens, participate in establishing community

priorities for crime reduction and the improved delivery of justice services to Albuquerque and Bernalillo County. The MCJCC also serves to review and recommend to its state parent body, the Governor's Council on Criminal Justice Planning, in regard to applications for federal funding.

In relation to the timetable established in last year's application, the following has been accomplished:

- Initiation of 1975 Projects. Council and Staff efforts have been directed toward the initiation of projects funded from 1975 State Block funds. Most have been initiated. (See Figure I-1.) A few (such as Ya Tah Hai Halfway House and Black Ex-Offender Program) have been revised and initiated in ways different from the original application. A project to establish a CHINS facility is just underway.
- Develop 1976 Projects. The development of these projects was conducted during the late fall of 1975 for submission, consideration, and funding by the MCJCC and the Governor's Council on Criminal Justice Planning during the first calendar quarter of 1976.
- Research-Writing Annual Action Plan. The first and second calendar quarters of 1976 will be devoted to writing the local action plan which will include a ten-year forecast and a five-year plan for meeting needs in crime reduction and in each of the major criminal justice subsystem areas. The 1975 Plan was completed and distributed in May, 1975.
- Monitor Projects Underway. The MCJCC operates a monitoring program involving staff, MCJCC Members, Alternates, and others to monitor all local LEAA-funded projects. Copies of these reports are forwarded to the agencies, subgrantee, and the Governor's Council on Criminal Justice Planning, which administers all local LEAA grants.
- Possible Television Specials. During the fall of 1975 the MCJCC produced six television specials on the following criminal justice topics: "Drug Abuse Planning," "Plea Bargaining," "Youth Services - Youth Information," "Sentencing," "Victimization," "Witness Utilization."

Finally, in addition, the MCJCC has been active in such matters as: endorsing and providing input regarding bond issues for criminal justice facilities in the City and County (all of which passed), developing material for a Criminal Justice Evaluation Workshop and other programs.

For the upcoming fifteen months, the following general timetable (Figure I-2) is presented.

Figure I-1

LEAA-FUNDED PROJECTS January 1, 1975 - December 30, 1976

<u>Implementing Agency</u>	<u>Project Scope and Aims</u>	<u>LEAA</u>	<u>State</u>	<u>Local</u>	<u>Total</u>
Hogares, Inc. 75-F-5-9-M	<u>Halfway House Project</u> to facilitate reintegration of adjudicated juvenile offenders back into the community, who have been incarcerated at a state institution.	\$29,327	\$ 1,629	\$ 1,629	\$ 32,585
Hogares, Inc. 75-F-5-2-M-NP	<u>Girls' Boarding Home Project</u> (has become co-educational since funding) for juveniles 13-18. Provides house parents, counseling, structured living experience for adjudicated children.	7,920	3,960	3,960	15,840
Hogares, Inc. 75-F-5-1-M-NP	<u>Boarding House Project</u> provides alternative to incarceration for juvenile delinquents who have been sentenced.	13,683	6,842	6,842	27,367
Bernalillo County Magistrate Court 75-F-4-9-M	<u>Volunteer Probation Project</u> continues supervised community volunteer probation program for offenders sentenced by Bernalillo County Magistrate Court.	10,348	—	10,348	20,696
Alternative House 75-F-4-12-M-5	This was originally funded as the <u>Ex-Offender Project</u> , but was revised to constitute partial funding for the Alternative House Consortium (PASO, DESEO, Ex-Offender).	30,762	—	3,418	34,180
Albuquerque/Bernalillo County Corrections-Detention Department 75-F-3-1-M	<u>Jail Crisis Unit Project</u> funds mental health personnel for local jails to provide evaluation, diagnosis, therapy for prisoners, and staff training. Aimed at identifying prisoner emotional problems, increasing security and safety.	36,635	2,035	2,036	40,706

(Figure I-1 continued)

<u>Implementing Agency</u>	<u>Project Scope and Aims</u>	<u>LEAA</u>	<u>State</u>	<u>Local</u>	<u>Total</u>
Bernalillo County Sheriff's Department 75-C-4-1-M	<u>Community Relations Project</u> will increase understanding of the public within the County as the BCSD activities, as well as working with the public to increase crime prevention and "target hardening," and to improve citizen attitudes toward police.	\$18,789	\$ 1,044	\$ 1,044	\$ 20,877
Albuquerque Police Department 75-C-2-29-M	<u>Police Athletic League Project</u> is for the purpose of purchasing a van to transport children involved in the program to athletic events.	4,500	250	250	5,000
University of New Mexico 75-C-2-10-M-S	<u>Youth Enrichment Project</u> provides educational, recreational, motivational program (with intense counseling) to alter negative behavior among minority youth.	16,814	6,719	—	23,533
Drug Abuse Education and Coordination Center (DAECC) 75-C-2-9-M	<u>Solvent Abuse Treatment and Family Counseling Project</u> is aimed at working with juveniles involved in inhalant abuse - children with a high potential for involvement with the juvenile justice system.	23,867	1,326	1,326	26,519
Hogares, Inc. 75-C-2-8-M	<u>Children In Need of Supervision (CHINS) Facility</u> will provide for placement of these "status offenders" in a facility separate from that where juvenile delinquents are incarcerated.	52,480	2,640	2,640	57,728
Metropolitan Criminal Justice Coordinating Council 75-B-2-1-M	Will continue this agency as a coordinating and planning body for criminal justice matters throughout Albuquerque and Bernalillo County. Funding provides staff and materiel for this broadly representational planning and coordination agency.	96,854	12,107	12,107	121,068

(Figure I-1 continued)

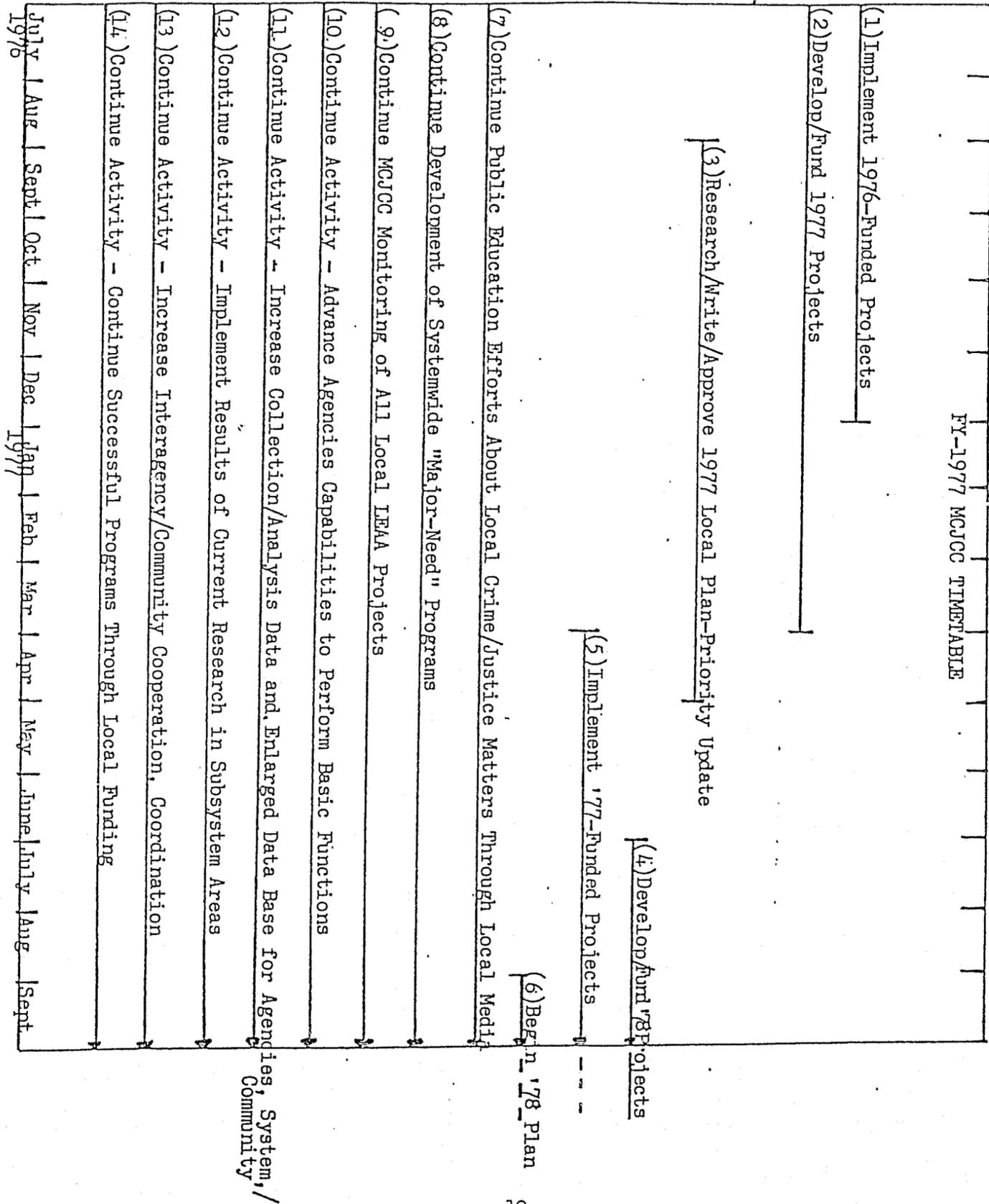
<u>Implementing Agency</u>	<u>Project Scope and Aims</u>	<u>LEAA</u>	<u>State</u>	<u>Local</u>	<u>Total</u>
Albuquerque/Bernalillo County Corrections-Detention Department 75-F-3-2-M	<u>Corrections Service Officer Project</u> is continued under this funding. Provides four CSO's to provide counseling, interviewing, other assistance to hundreds of local prisoners and their families.	\$14,878	\$22,317	\$22,318	\$ 59,513
Albuquerque/Bernalillo County Corrections-Detention Department 75-F-2-1-N	<u>In-House Training Project</u> provides staff training for present and new jail staff. Basic and refresher training is provided on a continual basis.	19,297	1,072	1,072	21,441
Second Judicial District Attorney 75-E-6-1-M-S	<u>Economic Crime Prosecution Project</u> specializes in investigating and prosecuting sophisticated "white-collar crimes," including consumer fraud, deceptive practices, fraudulent activities, and land sales fraud.	46,917	4,698	—	51,615
Second Judicial District Court 75-E-4-1-M-S	<u>Court Clinic Project</u> is continued under this funding. The project provides increased diagnostic and sentencing capability for the District Court and related agencies.	89,457	87,000	—	176,457
Albuquerque Police Department 75-D-7-7-M	<u>Joint Evidence Room Project</u> is aimed at providing a single evidence storage capability for most local law enforcement agencies. Will increase accountability and proper filing of evidence in criminal cases, increasing prosecution chances.	44,458	20,563	3,422	68,443
Albuquerque Police Department 75-D-4-5-M	<u>Intelligence Unit Project</u> continues the APD Intelligence Unit as a collection and dissemination source of intelligence information about persons believed to be involved in criminal activities.	21,835	10,917	10,917	43,669

(Figure I-1 continued)

<u>Implementing Agency</u>	<u>Project Scope and Aims</u>	<u>LEAA</u>	<u>State</u>	<u>Local</u>	<u>Total</u>
Albuquerque Fire Department 73-E-7-48-M	<u>Arson Investigation Unit Project</u> funded equipment (with personnel provided by the City of Albuquerque) to establish a full-time local arson investigation capability.	\$15,865	—	\$ 1,763	\$17,628
Bernalillo County 75-F-2-6-M	<u>Juvenile Detention Home Staff Training Project</u> was designed to provide in-house, on-going training for D-Home personnel. (Project did not become operational; funding was returned to funding source.)	5,285	\$ 587	—	\$ 5,872
Bernalillo County 73-H-6-8-M-E	<u>Juvenile Detention Home Medical Equipment Project</u> was funded in order to obtain medical equipment for physical and other children's minimal examinations at the D-Home.	2,317	257	—	2,574
Second Judicial District Court 75-E-4-1-M-S	<u>Expanded Computer Program Project</u> aims at providing on-line data entry and retrieval capability, making available to the court a wide variety of information and automated services regarding those coming in contact with the court.	30,000	3,496	—	33,496
City of Albuquerque 75-C-3-2-M	<u>Youth Information System Project</u> will develop a system of referrals of youth-to-youth servicing agencies locally, and will also link these agencies together as the initial step in the development of a Youth Service System.	17,259	959	959	19,177

Figure I-2

M CJCC PRIORITIES AND SUBPRIORITIES - 1975, 1976



1. Reduction of Crimes Against Property

- (a) Reduce the involvement of juveniles and youths in property crime.
- (b) Continue improvement of techniques of investigation of incidents of property and related crime, as well as continued improvement in gathering, processing, and preserving of evidence.
- (c) Continue development of the ability to gather intelligence information about property crime and related activities.
- (d) Improve methods of prosecution of property crime offenses and related crimes, such as serious narcotics violations, and receiving stolen property.
- (e) Continue development of target hardening as a preventive technique against property crimes for residents, neighborhoods, groups, and businesses.
- (f) Improve and expand efforts to work with past offenders, first offenders, and youthful offenders to modify past behavior patterns that resulted in criminal activity, and to reintegrate such offenders into society to lessen their chances of reverting to criminal activity.
- (g) Develop effective strategies for reducing property crime by drug addicts.
- (h) Continue investigation of violations of narcotics laws, concentrating on pushers and dealers in quantities of narcotics, with emphasis on hard drugs and narcotics.
- (i) Continue development of patrol capability and flexibility in all metropolitan areas, but especially in high property crime areas.

2. Juvenile Justice, Treatment of Youthful Offenders, Juvenile Delinquency Prevention

- (a) Continue and develop programs which begin soon after initial Juvenile System contact and which are designed to provide intensive family-oriented rehabilitation, especially for first offender children and their families, and to divert them from the system. This includes development of a diagnostic capability for children determined by the courts to be in need of psychological evaluation.
- (b) Develop special programs that work with Children In Need of Supervision (CHINS) to divert them from contact with the Juvenile Justice System.

- (c) Continue development of group homes and other residential treatment facilities for children as alternatives to inappropriate placement and incarceration. Special emphasis should be placed on additional placement resources for girls.
- (d) Develop family-oriented programs in the community.
- (e) Develop and expand volunteer participation and citizen awareness of juvenile justice agencies and programs.
- (f) Provide quality defense and timely prosecution for children accused of violations of the law.
- (g) Re-evaluate the purposes and aims of the Juvenile Detention Home.
- (h) Develop and continue diversion programs for the identified youthful offender, especially for those between the ages of 18 and 25.
- (i) Develop alternate methods of rehabilitation including community-based programs for the reintegration of youthful offenders into the community.
- (j) Develop adequate programs in the public schools which meet the diverse needs of the students.

#### Long-Range Priorities

- (a) Develop a community-wide network of prevention-oriented projects and programs.
- (b) Support and reinforce the Youth Services System in the Metropolitan area.
- (c) Develop systemwide accountability in dealing with children by the Juvenile Justice System.
- (d) Institute programs that remove status offenders from the Juvenile Justice System and provide services to emphasize the social nature of the problem rather than the criminal nature.
- (e) Create a new position for a full-time Juvenile Court Judge within the Second Judicial District.
- (f) Develop specialized training and orientation of special law enforcement units in the unique problems of juvenile crime; i.e., apprehension, evidence gathering, courtroom testimony, alternatives to prosecution.

### 3. System-Wide Priorities

- (a) Acquire adequate criminal justice agency operating space for the present, and plan for such needs for the foreseeable future.

- (b) Develop a system-wide offender-based criminal justice tracking and information system.
- (c) Continue the Metropolitan Criminal Justice Coordinating Council as a community planning council for criminal justice needs in Albuquerque and Bernalillo County.
- (d) Develop facilities and opportunities for higher education and research in the criminal justice field.
- (e) Develop In-House Planning Capability in all justice agencies whose size, case volume, or other factors indicate such capability is needed and desired.
- (f) Continue offender reintegration program development and referral capability on a system-wide basis.
- (g) Coordinating efforts be strengthened among law enforcement, courts, and service systems that we have established to offer more comprehensive planning and implementation of services.

In regard to the items of currently-planned MCJCC activity for Fiscal Year 1977, the following provide some explanation and elaboration on the items listed in the previous timetable:

(1) Implement 1976-Funded Projects:

As during the past fall, the MCJCC will utilize the period from the time 1976 projects are funded until approximately the end of the calendar year to assist in the implementation of funded projects. Our experience during the past year is that some projects require revision, new subgrantees, etc. before they can be implemented. Staff can often provide technical assistance in this regard, as well as arranging for meetings among interested parties to facilitate development of system-wide projects.

(2) Develop/Fund 1977 Projects:

It appears the Governor's Council on Criminal Justice Planning (MCJCC's parent body at the state level) is going to be operating on a standard annual timetable which involves funding of projects at the local and state levels during the first calendar quarter of the year. It is anticipated, then, that projects will be developed during the fall, with an MCJCC submission date of January 1 each year.

(3) Research/Write/Approve 1977 Local Plan-Priority Update:

The MCJCC will follow its standard pattern of developing any special research items of its annual local plan during the fall, leaving time for the main Plan components ("Local Crime Analysis," "Existing Systems Update") to be written during the winter and early spring when calendar-year data is available from local agencies. The aim is to print and distribute the Annual Plan, with its update on Needs and Priorities, no later than May of each year.

(4) Develop/Fund 1978 Projects:

The projects for 1978 LEAA State Block funding will enter the discussion and planning stage the 1st of July, 1977. (Ref. Item (2) above.)

(5) Implement 1977-Funded Projects:

The implementation of FY-77 Block-funded projects will commence immediately after the anticipated funding date and continue through the end of this grant period (Ref. Item (1) above.) Staff will provide what assistance it can to reduce "Red Tape" problems and promote cooperation and communication among the various parties involved in various projects.

(6) Begin 1978 Plan:

The beginning of the 1978 Plan with update and analysis of local needs and priorities will commence in terms of outlying development in July of 1977. (Ref. Item (4) above.) This process will continue through approximately April of the succeeding year.

(7) Continue Public Education Efforts About Local Crime/Justice Matters Through Local Media:

The MCJCC will continue its efforts to provide public information to the local community about important local and state crime and justice matters. No specific projects are scheduled at this time; however, past activities in this regard have involved the use of local public television, participation in conferences, sponsoring of workshops, and distribution of the Annual Plan, as well as any additional special research projects.

(8) Continue Development of Systemwide "Major-Need" Programs:

The MCJCC, individual members, and Staff, through the reading of literature, the attendance at national conferences, and the on-site visitation of programs in other communities, have become aware of the need to implement a number of criminal justice related major projects in Albuquerque and Bernalillo County. Many of these are systemwide or semi-systemwide in nature and involve the possibility of extremely large expenditures of funding. Some are new and innovative projects in meeting major community needs.

For those projects that are innovative, local citizenry and government must be educated as to their need and priority. For those projects requiring considerable funding, funding plans must be developed, based on the assumption that federal funding may not be available or may be available in minimum amounts for these projects. Among them (not necessarily ranked by priority) are:

(a) Criminal Justice Information System(CJIS) Development.  
This has been an outstanding need locally for many years. Such a system would provide:

- (1) An Offender-Based Tracking System (OBTS) connecting local criminal justice agencies and providing common data and information on individual persons and cases progressing through the system.
- (2) Criminal Case History (CCH), for reference by agencies with a "need to know" in regard to histories of cases and individuals.

(3) Crime analysis and prediction capability, so that available data can be used in a predictive fashion for more effective deployment of personnel and material in crime prevention and apprehension.

(4) Use of data for agency case and management-decision making, establishment of agency subsystem, and community priorities.

An increasing emphasis must be placed on this priority, with major commitments by the City and County and the cooperating agencies and their funding sources.

- (b) City/County Centralized Emergency Communications System with Computer-Assisted Dispatch (CADS). With increasing geographical size and population level in regard to urban expansion in Albuquerque and Bernalillo County, a centralized system for receipt of information from citizens needing assistance, and immediate dispatch of available units on a computerized-assisted basis, is becoming a major need. The system must be comprehensive if it is to be effective and efficient, and must provide for a centralized dispatching system for all emergency services provided by the City and County.
- (c) Precinct Development. Likewise, planning must commence to study the need and possibility of precinct development for law enforcement and other emergency and justice services for the City and County. The reason for the need is the same as that indicated above. Joint planning between the City and County is obviously a requirement in meeting this need.
- (d) Citizen Dispute Settlement and Family Crisis Intervention. The vast majority of calls for service received by local law enforcement agencies, as well as a substantial number of cases received by local courts, prosecution, mental health, and other agencies, involve citizen problems in the areas of family disputes, two-party disputes, neighborhood feuds and disagreements. These are cases where settlement is best provided outside a formal criminal justice setting, but where the potential for misdemeanor or felonious assault, burglary, murder, or other crimes is present. Law enforcement officers need training in this regard, and a system of citizen dispute settlement needs to be established.
- (e) Community Crime Prevention. The notion that only law enforcement and criminal justice agencies can affect the crime rate is fast becoming obsolete. Many groups in the community are anxious to find ways to make themselves less potential victims and to engage in "target hardening" in

terms of crime prevention. A major effort is needed to work with community groups and all citizens to teach them effective methods of crime prevention. This can also be tied in with the increased participation of citizens in the justice system through volunteer efforts.

- (f) Youth Services System Development. The tremendous involvement of juveniles and youth in major crime problems is documented, particularly in terms of arrest. In addition, large numbers of other "status offenders" need assistance. A comprehensive program of communitywide youth development with planning and research, as well as the development of neighborhood youth projects, is badly needed to stem the tide of youth involvement in crime. This effort must be instigated and developed as fully as possible, as soon as possible.
- (g) Career Development. Alternative patterns of specialization and career development in justice agencies is important in this era of specialized personnel needs. Systems must be initiated which allow for such development.
- (h) Consolidation of Justice Services. Major decisions must be made concerning future cost-effective methods of local law enforcement, adjudication, and corrections-rehabilitation. Such decisions will affect and increase the possibility of success of many of the items mentioned above.
- (i) Development of Education Programs in Criminal Justice. There is a growing need for local higher education and advanced higher education in the areas of criminology, criminal justice administration and criminal justice studies in general. The ultimate goal is that those working professionally in the field either as practitioners or researchers may be better prepared educationally to undertake those tasks fruitfully.

(9) Continue MCJCC Monitoring of All Local LEAA Projects:

The MCJCC will meet its responsibility to the local community in regard to the expenditure of taxpayer funds for local justice projects by continuing to engage in the monitoring of all local LEAA-funded projects.

(10) Advance Agencies Capabilities to Perform Basic Functions:

The MCJCC will continue to assist agencies in planning and project development which allow them to perform their basic functions more effectively and with greater flexibility.

(11) Increase Collections/Analysis Data and Enlarged Data Base for Agencies, System, Community:

The MCJCC and its Staff will continue to attempt to expand the local data base for a more detailed understanding of crime and justice problems in Albuquerque and Bernalillo County. This includes assisting the Statistical Analysis Center (SAC) at the Governor's Council on Criminal Justice Planning in completing questionnaires which provide data for the Annual State Plan. It also includes greater concentration on project evaluation, which generally requires establishment within agencies of programs of data collection efforts and capabilities.

(12) Implement Results of Current Research in Subsystem Areas:

The MCJCC provides budget items for the accumulation of literature and Staff attendance at conferences. These provide information regarding latest methods of operation and research, the results of which can often be considered for implementation locally. This process will continue, resulting in concept papers, inclusion of research elements in the Annual Plan, and project development related to the receipt of such information.

(13) Increase Interagency/Community Cooperation, Coordination:

The MCJCC will continue to increase coordination, cooperation, and communication among criminal justice agencies, and between the justice system and the community as a whole, with the aim of lessening the burden of crime on the community and providing a more effective delivery of justice services.

(14) Continue Successful Programs Through Local Funding:

The MCJCC will continue to work with agencies and units of government to encourage and provide for the local continuation of successful programs begun with federal funding. The aim is to produce an improved level of services by the agencies involved in meeting the crime and justice needs of the community.

Evaluation:

The MCJCC will submit the following information, or have the following information available to the Governor's Council on Criminal Justice Planning, local matching sources, MCJCC officials, and others for purposes of evaluation:

- a. Quarterly progress reports which contain summaries of quarterly activities by each Planner and the Coordinator.

- b. Daily logs kept by the Planning Staff and subject to review by appropriate MCJCC Officials.
- c. Any reports of the MCJCC Management Assessment Team.
- d. The annual local Action Plan which provides a local crime analysis and an existing systems update, as well as describing local activities (and which should be considered to be an element of all local project applications).
- e. Appropriate records for annual auditing by the Governor's Council on Criminal Justice Planning.

FORWARD

The remainder of this plan is divided into three sections. In the next succeeding section, is an analysis of crime in the community during 1975. Comparisons with previous years is shown, and crime and related factors are forecast for the next ten years. Needs, solutions to those needs, and cost estimates are included.

Following that is an "Existing Systems Update" which reports on the activities of the major justice system components during the past year, with previous year comparisons. Forecasts for subsystem needs are developed therein, based on the earlier crime forecast.

Finally, is a section regarding evaluation. As difficult as it is, the MCJCC attempts to provide some estimate of effectiveness for the various projects it funds and recommends for funding, as well as attempting to improve the local "climate" for evaluation by undertaking activities with that aim in mind.

PART TWO

CRIME ANALYSIS FOR

ALBUQUERQUE/BERNALILLO COUNTY

## CRIME ANALYSIS FOR ALBUQUERQUE/BERNALILLO COUNTY

### INTRODUCTION

This section reports on the incidence of major, Part I\* crime in Albuquerque and Bernalillo County during calendar year 1975.

Comparisons are made with both state and national figures for the years for which they are available, and factors which may be related to crime level, such as population and economic factors, are discussed.

The purpose is to present a general picture of major crime problems locally and to show how the crime situation in Albuquerque and Bernalillo County compares to crime problems at other governmental levels. Each major Part I crime is discussed individually, and forecasts of incidence and clearance for the next ten years are made, based on an average of crime levels over the past five years of the decade. Finally, basic priorities and needs are listed in regard to attempting to deal effectively with the crime problems presented.

### CRIME/POPULATION AND ECONOMIC FACTORS

In a paper presented to the semi-annual meeting of the National Criminal Justice Statistics Association, Officer Joseph W. Pedroncelli, of the Special Operations Section (SOS) of the Albuquerque Police Department (APD), noted factors relating to crime variability and consistency:

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

To what extent is crime variable? It can be variable due to: (a) strikes, riots, floods; (b) one person or gang on a crime spree; or (c) the attitude of the public toward crime and its suppression.

To what extent is crime consistent? It can be consistent due to: (a) deep-seated social and business habits (ie. Easter, New Mexico State Fair, and Christmas peaks); (b) population increase or decrease; (c) policies of prosecuting officials; or (d) climate, including weather conditions.

Further research might reveal other factors in crime variability and consistency. But one major aspect in this regard noted above is population growth.

The 1974 New Mexico Department of Corrections Annual Report profiled the "typical" inmate at the New Mexico State Penitentiary, noting that "He is most likely to have committed his crime [most likely burglary] in one of 10 cities [in New Mexico] that accounts for 73% of the crime in the state."

Crime and Population

Nationally, metropolitan areas account for most reported, founded incidents of crime, as shown in the table below, taken from the FBI's 1974 Uniform Crime Report.

CRIME RATE BY AREA, 1974  
[Rate per 100,000 inhabitants]

Crime Index Offenses	Area			
	Total U. S.	Metro-politan areas	Rural	Other Cities
Total	4,821.4	5,621.6	1,746.5	4,027.2
Violent	458.8	558.4	151.2	249.2
Property	4,362.6	5,063.2	1,595.3	3,777.9
Murder	9.7	10.8	7.6	5.7
Forcible Rape	26.1	31.2	11.6	13.4
Robbery	208.8	273.7	20.4	54.2
Aggravated Assault	214.2	242.6	111.5	175.9
Burglary	1,429.0	1,652.6	693.2	1,024.9
Larceny-theft	2,473.0	2,830.9	808.3	2,543.5
Motor vehicle theft	460.6	579.6	93.8	209.6

- From Crime In The United States -- 1974

Further, most cities in the United States are losing population. Suburbs are gaining in population as are the Western States and their cities. Crime is following suite.

With regard to change in population, the Bureau of the Census reports that nine of the ten cities listed as the nation's largest in 1970 have lost population, based on 1973 estimates. City population is dropping in the East and Midwest, with some of that population moving to surrounding suburbs. But the populations of Southeast and Western cities is growing. Thus, while New York City has decreased in population 3.2 percent since 1970, Chicago is 5.8 percent lower, Washington, D. C. is less 3.0 percent, and Philadelphia is down 4.5 percent, Southwestern cities are increasing in population: El Paso—9.6 percent increase, Tucson—15.7 percent increase, Denver—0.2 percent increase, Phoenix—8.5 percent increase, San Antonio—6.9 percent increase, and Albuquerque-Bernalillo County has increased an estimated 17.1 percent since 1970 (See Figure CA-1).

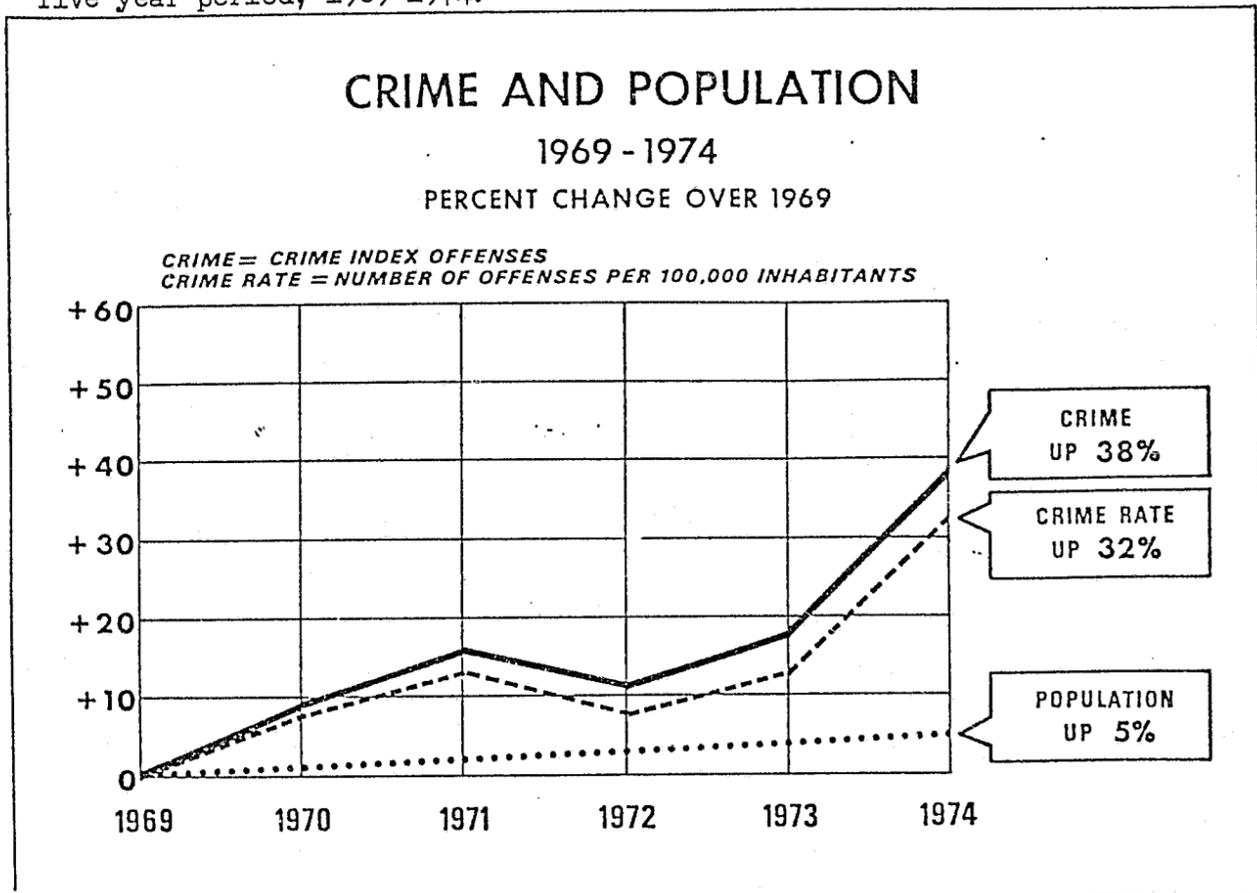
With regard to crime, the FBI, in 1974, reports reveals that "A study of the volume of crime, as measured by the Crime Index, reveals the large core cities having population in excess of 250,000 recorded a 12 percent increase while the suburban and rural areas of the United States each registered a 20 percent increase." Further, the table below, from the same report, shows that in 1974, the "Western States" region had by far the highest crime rate of any other region, registering lower only in the areas of robbery and auto theft:

CRIME RATE BY REGION, 1974  
[Rate per 100,000 inhabitants]

Crime Index Offenses	North-eastern States	North Central States	South-ern States	Western States
Total	4,377.5	4,661.6	4,353.7	6,501.1
Violent	495.7	409.5	447.0	507.2
Property	3,881.9	4,252.1	3,906.7	5,993.9
Murder	7.4	8.5	13.3	8.3
Forcible Rape	20.7	24.2	26.1	36.3
Robbery	278.4	201.9	168.6	199.4
Aggravated assault	189.1	174.9	239.0	263.2
Burglary	1,305.2	1,267.2	1,380.9	1,929.9
Larceny-theft	1,975.5	2,560.3	2,190.6	3,507.7
Motor vehicle theft	601.2	424.5	335.2	556.2

- From Crime In The United States -- 1974

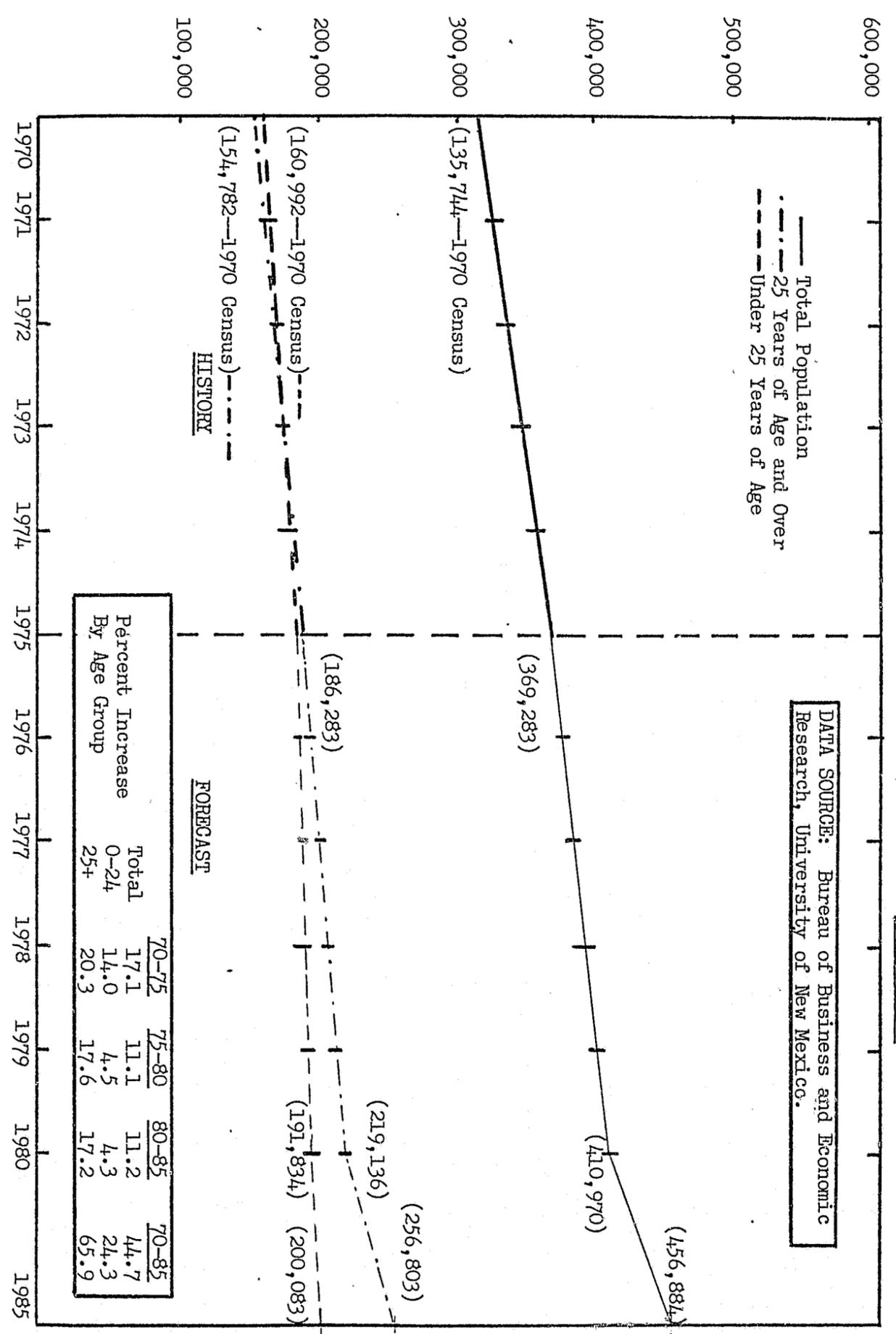
In general, crime has tended to rise faster than population. The table below, from the FBI's Uniform Crime Report, shows that the Part I crime rate in the United States (as well as the number of crimes) increased far faster than population on a nationwide basis during the five year period, 1969-1974:



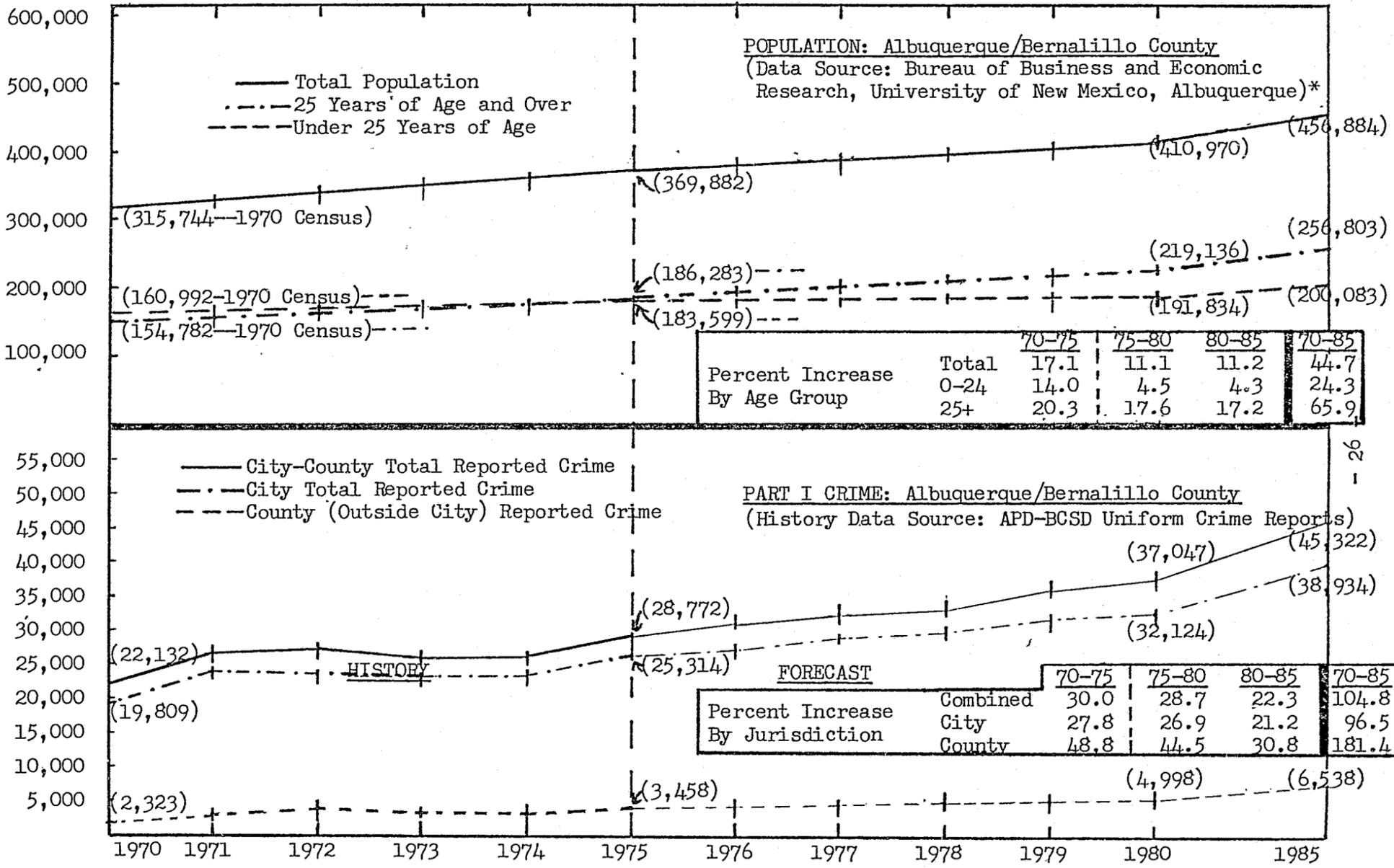
For Albuquerque and Bernalillo County, overall crime increase for the past five years (1970-75) has more closely followed local population growth. Figure CA-2 predicts an overall increase in the number of Part I crimes locally in the period 1970-1985 of 104.8 percent. This compares with a population increase of either 41.9, 44.7 or 54 percent during the same period. Thus, crime is predicted to increase at roughly twice as fast as population. (See Figure CA-1 for population, and Figure CA-3 for a one-page comparison of local crime and population increase.) The crime forecast is a simple mathematical projection, involving multiplying the average increase over the past five years of the decade times 1975 data.

TITLE: POPULATION CHANGE IN ALBUQUERQUE/BERNALILLO COUNTY, 1970-1985

Figure CA-1

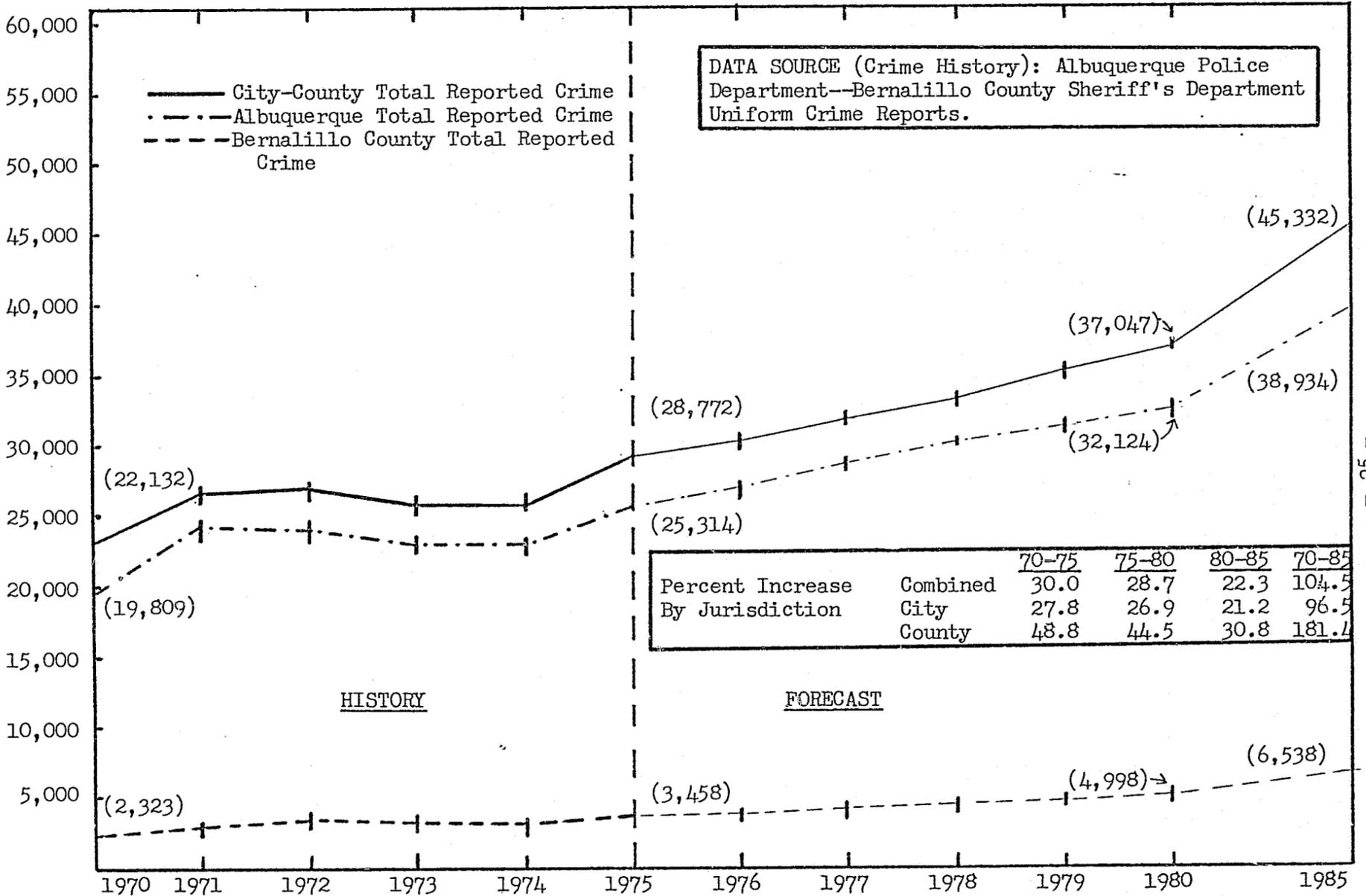


NOTE: Population figures used for the period after 1975 are medium estimates, as opposed to low or high estimates. The low estimate would provide for a 41.9 percent population increase 1970-1985; the high estimate would indicate a 54 percent population increase during the period, as compared to the 44.7 percent increase shown in the



\*NOTE: Population Figures Used For Period After 1975 Are Medium Estimates, As Opposed To Low Or High Estimates. The Low Estimate Would Provide For A 41.9 Percent Population Increase 1970-1985; The High Estimate Would Indicate A 54 Percent Population Increase.

Figure CA-2



The population in Figure CA-1 is broken down into age groups—those under 25 (including those under 18) and those over 25. The reason for this is that these are the various age groups more prominently involved in various crime areas, according to arrest statistics. Particularly in the Property Crimes area, those under 18 and those under 25 constitute, respectively, around 50 percent and up to 80 or 90 percent of those arrested. Crimes of Violence Against Persons are more evenly weighed among population age segments.

Figure CA-1 indicates that the percent of the local population under 25 has begun to decline and will continue to do so over the next 10 years, although the actual number will increase. This may have some bearing on slowing down the local rate of major crime increase each year. At any rate, because of the consistency of arrest statistics for major local crimes as involving mostly the young, it is important to note forecasts about the population of those age groups in the City and County.

#### Density

Another aspect of population relates to population density. In the 1970 Census, Bernalillo County had the greatest population density of any county in the State at 270.1 persons per square mile. This compared to 140.7 for Los Alamos County, 28.3 for Santa Fe and Curry Counties, and 18.3 for Dona Anna County (in order of greatest density). With a 1975 estimated County population of 369,882 and a square mileage of 1,169, current County population density would have increased to 316.4.

A comparison of 12 selected cities in the United States was conducted by the Middle Rio Grande Council of Governments (COG) in 1972, based on 1970 Census figures. Because of the City's square mileage being much smaller than that of the County, the City's population density was much greater — around 2,868 per square mile. Among Southwestern cities, this density was greater than Phoenix or El Paso, comparable to Houston, but smaller than Tucson or Denver.

#### Economic Factors

There has been and continues to be considerable speculation regarding other factors that may be involved in incidence of crime and crime causation. Many believe that depressed or unstable economic conditions in an area may

be related to incidence of crime.

For Albuquerque/Bernalillo County, the economic picture continued to be relatively depressed, but with some hope for the future.

New Mexico ranks 49th in the nation in per capita income, with only Mississippi below this state in that regard. New Mexico's per capita income figure for 1974 was \$4,137, far below the national average of \$5,448. The table below, from New Mexico Progress, January, 1976, shows New Mexico's ranking with other Southwestern states, with the Southwest as a whole and with the United States:

	<u>PER CAPITA PERSONAL INCOME</u>		
	<u>1972</u>	<u>1973</u>	<u>1974</u>
Colorado	\$4,610	\$5,058	\$5,515
Arizona	4,332	4,764	5,127
Texas	4,102	4,570	4,952
Oklahoma	3,834	4,252	4,581
Utah	3,740	4,137	4,473
NEW MEXICO	3,517	3,871	4,137
Southwest	4,051	4,501	4,866
United States	4,537	5,023	5,448

However, personal income in New Mexico has been rising steadily. New Mexico Progress for January, 1976, reports that:

In a recent report published by the U. S. Department of Commerce, personal income in the nation during the second quarter of 1975, rose 2 $\frac{1}{4}$  percent over the first quarter of 1975. During this same period, personal income in New Mexico rose from \$4,861 million to \$5,025 million, a gain of 3.4 percent—the 9th largest percent increase in the nation.

It is significant that in contrast to most of the other states in the nation, New Mexico showed income gains in all industries during the second quarter of 1975. One of the largest gains occurred in Mining—up 3.7 percent.

The February, 1976 edition of the same publication reports on the 1975 New Mexico economic situation and implications for the future as follows:

The economy of New Mexico in 1975 was weak in some areas, but overall we fared better than most of the other states in the nation.

The search for new sources of energy and the future

development of our conventional oil, gas, and coal resources will give our state a big economic boost. New Mexico is rich in all mineral resources, especially uranium, oil, gas, and coal. Energy research and development represents one of the greatest potentials for future growth in the economy of our state.

. . . . .

It should be a big year for New Mexico in 1976 if the various proposed energy producing projects get underway—these would have an enormous impact on the economy of our state. Already we have seen increased activity in the uranium industry, especially in the Gallup-Grants area. Still pending are the coal gasification plants in San Juan County. Although there have been several delays because of various approvals and financing, both El Paso Natural Gas and WESCO are proceeding with construction plans.

Our economy is largely dependent on Government payrolls and there is no indication that there will be any reduction in Government spending during 1976. Federal spending in New Mexico during fiscal year 1975 totaled \$2.3 billion, up 15 percent over fiscal year 1974. Expenditures in Bernalillo County totaled \$895 million or about 40 percent of the state total.

Other economic problem areas exist, particularly in regard to employment. The number of persons entering the job market in Albuquerque continues to rise at a faster rate than the number of positions for employment.

The Mayor of the City of Albuquerque reports that Albuquerque experienced a 1975 unemployment rate of 7.9 percent, more than 50 percent higher than 1972's 4.8 percent rate (which was the lowest percentage thus far in the 70s). This 1975 rate is up from 6.2 percent in 1974. Until 1973, local employment appeared to be running parallel to labor force, although on a lower level. After that time, however, there was a marked divergence, with employment leveling off while labor force levels increased.

For the future, elements to watch affecting employment will be the population increase discussed above, the level of federal spending in New Mexico, the development of energy resources in New Mexico, and, to a large degree, the increasing faith in Albuquerque's economic future demonstrated by large business concerns, resulting in recent openings of new shopping centers and the major expansions of older centers.

Summary

In terms of local crime incidence, the foregoing points out diverse factors: (1) population will grow locally, and with a growth in population there will likely be a growth in crime; (2) however, the youth population, most involved in several Part I crimes, including Property Crimes (according to arrest figures) will continue to level off; (3) the local economic situation, often considered to be a factor in crime, will continue to remain relatively depressed; (4) however, there are brighter prospects for the future in the areas of personal income and job development, depending on the action taken by elected officials in regard to how New Mexico's resources are developed.

CRIME ANALYSIS

Serious crime in the United States rose 18 percent in 1974 (latest published report) over the previous year, as indicated below.

NATIONAL CRIME, RATE, AND PERCENT CHANGE

Crime Index Offenses	Estimated Crime 1974		Percent Change Over 1973		Percent Change Over 1969		Percent Change Over 1960	
	Number	Rate per 100,000 Inhabitants	Number	Rate	Number	Rate	Number	Rate
Total	10,192,000	4,821.4	+17.6	+16.7	+38.3	+31.8	+203.0	+157.0
Violent	969,820	458.8	+11.3	+10.5	+47.3	+40.3	+238.0	+186.8
Property	9,222,200	4,362.6	+18.3	+17.5	+37.5	+31.0	+199.7	+154.3
Murder	20,600	9.7	+5.5	+4.3	+40.3	+32.9	+127.4	+90.2
Forcible Rape	55,210	26.1	+7.8	+7.0	+49.0	+41.8	+222.4	+174.7
Robbery	441,290	208.8	+15.1	+14.3	+48.0	+41.1	+310.2	+248.0
Aggravated Assault	452,720	214.2	+8.5	+7.7	+46.6	+39.7	+195.6	+150.8
Burglary	3,020,700	1,429.0	+18.5	+17.6	+53.3	+46.1	+233.2	+182.6
Larceny-theft	5,227,700	2,473.0	+21.0	+20.2	+35.3	+28.9	+183.6	+140.6
Motor Vehicle Theft	973,800	460.6	+5.2	+4.4	+11.2	+5.9	+197.7	+152.5

—From Crime in the United States—1974

In New Mexico, reported crime rose 7.5 percent in 1974 over 1973. Preliminary reports indicate that Part I crimes in the state rose another 15.1 percent in 1975, as the comparative table below indicates:

OFFENSES KNOWN TO THE POLICE STATEWIDE

Index Offenses	1973		1974		% Change	
	Report	Clear	Report	Clear	1973-74	1974-75
Murder	152	124	124	146	-18.4	+15.8
Forcible Rape	375	389	389	465	+3.7	+20.7
Robbery	1,424	1,375	1,375	1,445	-3.4	+5.0
Aggravated Assault	3,268	3,178	3,178	4,022	-2.7	+29.1
Breaking and Entering (burglary)	16,159	17,101	17,101	19,642	+5.8	+13.4
Larceny/theft	27,660	31,625	31,625	36,847	+14.3	+16.1
Motor Vehicle Theft	3,861	3,349	3,349	3,597	-13.9	+5.5
<b>TOTALS</b>	<b>52,929</b>	<b>57,141</b>	<b>57,141</b>	<b>66,164</b>	<b>+7.5</b>	<b>+15.1</b>

Locally, 1975 data is available, and shows that in the City, Part I crime rose 11.5 percent in 1975 over the previous year, (omitting manslaughter by negligence and non-aggravated assault). Part I crime in the County rose by 22.3 percent, 1975 over the previous year. (See Figure CA-4.) These figures compare to a 9 percent national increase in 1975, according to tentative FBI figures.

Major areas of increase in the City were in assault (Crimes of Violence Against Persons) and Burglary (Property Crime).

As crime increased in the City and County, clearance rates also increased in both the City and County. The table below indicates the percent increase in both Part I crimes and clearances between 1970 and 1975. However, it should be noted that cases cleared by arrest still remain relatively low, particularly in the Property Crimes areas, for reasons discussed later in this section.

CITY-COUNTY PART ONE CRIME, 1970-1975

All Part One Crime

	1970		1971		1972		1973		1974		1975		% Change	
	Report	Clear	1970-1975	(Rate)										
APD	19,809	3,187	23,710	3,688	23,474	4,245	22,659	5,582	22,694	6,067	25,314	6,964	+27.79	+11.4
BCSD	2,323	549	2,733	608	3,113	812	2,930	676	2,826	613	3,458	633	+48.86	-5.3
<b>TOTAL</b>	<b>22,132</b>	<b>3,736</b>	<b>26,443</b>	<b>4,296</b>	<b>26,587</b>	<b>5,057</b>	<b>25,589</b>	<b>6,258</b>	<b>25,520</b>	<b>6,680</b>	<b>28,772</b>	<b>7,597</b>	<b>+30.0</b>	<b>+9.5</b>

Figure CA-4

ALBUQUERQUE POLICE DEPARTMENT

Incidence of Part One Crime

	1975			1974		
	# Reported Offenses	# Cleared By Arrest	Percent Cleared	# Reported Offenses	# Cleared By Arrest	Percent Cleared
Murder and Non-Negligent Manslaughter (1)	31	19	61.2	31	22	70.9
Forcible Rape	181	120	66.3	183	108	59.0
Robbery	819	435	53.1	803	387	48.1
Aggravated (2) Assault	1,353	1,060	78.3	877	666	75.9
<b>Total: Crimes Against Persons</b>	<b>2,384</b>	<b>1,634</b>	<b>68.5</b>	<b>1,894</b>	<b>1,183</b>	<b>62.4</b>
Burglary	7,792	1,665	21.3	6,547	1,230	18.7
Larceny	13,720	3,317	24.1	12,781	3,348	26.1
Auto Theft	1,418	348	24.5	1,472	306	20.7
<b>Total: Crimes Against Property</b>	<b>22,930</b>	<b>5,330</b>	<b>23.2</b>	<b>20,800</b>	<b>4,884</b>	<b>23.4</b>
<b>Total: Part One Crimes</b>	<b>25,314</b>	<b>6,964</b>	<b>27.5</b>	<b>22,694</b>	<b>6,067</b>	<b>26.7</b>

BERNALILLO COUNTY SHERIFF'S DEPARTMENT

Incidence of Part One Crime

	1975			1974		
	# Reported Offenses	# Cleared By Arrest	Percent Cleared	# Reported Offenses	# Cleared By Arrest	Percent Cleared
Murder and Non-Negligent Manslaughter (1)	8	6	75.0	4	3	75.0
Forcible Rape	38	35	92.1	26	14	53.8
Robbery	74	48	64.8	75	46	61.3
Aggravated (2) Assault	248	155	62.5	131	89	67.9
<b>Total: Crimes Against Persons</b>	<b>368</b>	<b>244</b>	<b>66.3</b>	<b>236</b>	<b>152</b>	<b>64.4</b>

(1) Omits Manslaughter by Negligence  
(2) Omits Non-Aggravated (Simple) Assault

Figure CA-4 (Continued)

BERNALILLO COUNTY SHERIFF'S DEPARTMENT

Incidence of Part One Crime  
(Continued)

	1975			1974		
	# Reported Offenses	# Cleared By Arrest	Percent Cleared	# Reported Offenses	# Cleared By Arrest	Percent Cleared
Burglary	1,537	229	14.9	1,261	314	24.9
Larceny	1,370	112	8.1	1,104	92	8.3
Auto Theft	183	48	26.2	225	55	24.4
Total: Crimes Against Property	3,090	389	20.9	2,590	461	17.8
Total: Part One Crimes	3,458	633	18.3	2,826	613	21.7

ALBUQUERQUE POLICE DEPARTMENT - BERNALILLO COUNTY SHERIFF'S DEPARTMENT

Combined Incidence of Part One Crime

	1975			1974		
	# Reported Offenses	# Cleared By Arrest	Percent Cleared	# Reported Offenses	# Cleared By Arrest	Percent Cleared
Murder and Non-Negligent Manslaughter (1)	39	25	64.1	35	25	71.4
Forcible Rape	219	155	70.7	209	122	58.4
Robbery	893	483	54.0	878	433	49.3
Aggravated Assault (2)	1,601	1,215	75.8	1,008	755	74.9
Total: Crimes Against Persons	2,752	1,878	68.2	2,130	1,335	62.7
Burglary	9,329	1,894	20.3	7,808	1,544	19.8
Larceny	15,090	3,429	22.7	13,885	3,440	24.8
Auto Theft	1,601	396	24.7	1,697	361	21.3
Total: Crimes Against Property	26,020	5,719	21.9	23,390	5,345	22.9
Total: Part One Crimes	28,772	7,597	26.4	25,520	6,680	26.2

(1) Omits Manslaughter by Negligence

(2) Omits Non-Aggravated (Simple) Assault - 33 -

Further, the composite graphs in Figures CA-5 and CA-6 demonstrate clearly that Crimes Against Property (larceny, burglary, and auto theft) continue to dominate in terms of number of reported occurrences and value of property taken. Of course, a crime committed against a person (murder and non-negligent homicide, robbery, rape and assault) can do incalculable emotional and physical harm and thus, in the long run, may be more detrimental to a civilized state than other crimes.

Nevertheless, in terms of number of crimes committed against the populace, Property Crimes constitute the main threat nationally, state-wide, and locally, and yet these crimes continue to be the most difficult to solve.

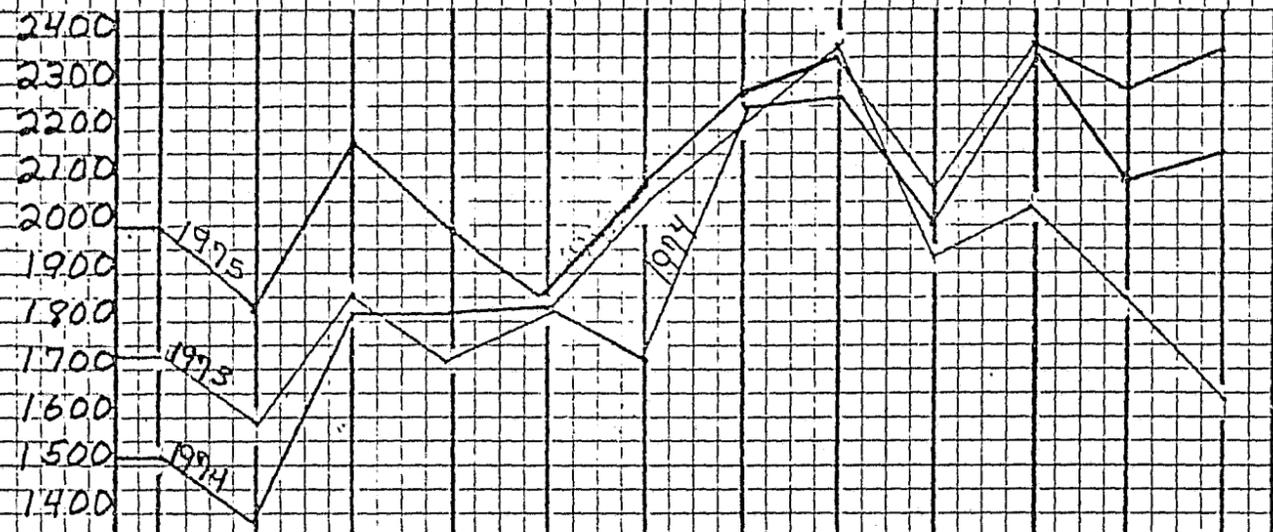
In regard to Part I crimes locally, the following, from the APD 1975 Uniform Crime Report, indicates the disposition from arrests made in the City for all the major crime areas locally during the year. Later in this section, under the heading "Analysis for Part I Crime Arrests - 1975," those arrested for these crimes are divided statistically into various age groups—under 18, under 25, 25 and over—to demonstrate the degree of involvement in various crimes of various age groups in our society, at least in terms of arrests made by law enforcement officers.

CLASSIFICATION OF OFFENSES (1)	PERSONS CHARGED BY POLICE			DISPOSITION				
	Arrested (Taken into Physical Custody) (2)	Summoned, Notified or Cited (3)	Total Persons Charged (Columns 2 & 3) (4)	ADULTS GUILTY		Acquitted or Otherwise Dismissed (7)	Referred to Juvenile Court Jurisdiction (8)	Other (Including Pending, Prosecuted elsewhere in lieu of your jurisdiction, etc..) (9)
				of Offense Charged (5)	of Lesser Offenses (6)			
<b>PART I CLASSES</b>								
<b>CRIMINAL HOMICIDE</b>								
(a) Murder and Nonnegligent Manslaughter (Score attempts as aggravated assault)	21		21	7	2	3	1	8
(b) Manslaughter by Negligence	2		2	2		2		
<b>FORCIBLE RAPE</b>	46		46	4		29	8	10
<b>ROBBERY</b>	215		215	22	25	61	23	72
<b>AGGRAVATED ASSAULT (Return A, 4a-4d)</b>	527		527	12	28	45	71	66
<b>BURGLARY-Breaking or Entering</b>	837		837	35	45	68	306	379
<b>LARCENY-THEFT (Except Motor Vehicle Theft)</b>	1938		2259	1138				
<b>MOTOR VEHICLE THEFT</b>	274		274	17	19	39	92	110
<b>TOTAL PART I CLASSES</b>	<b>3860</b>		<b>4181</b>	<b>1227</b>	<b>119</b>	<b>336</b>	<b>1414</b>	<b>735</b>

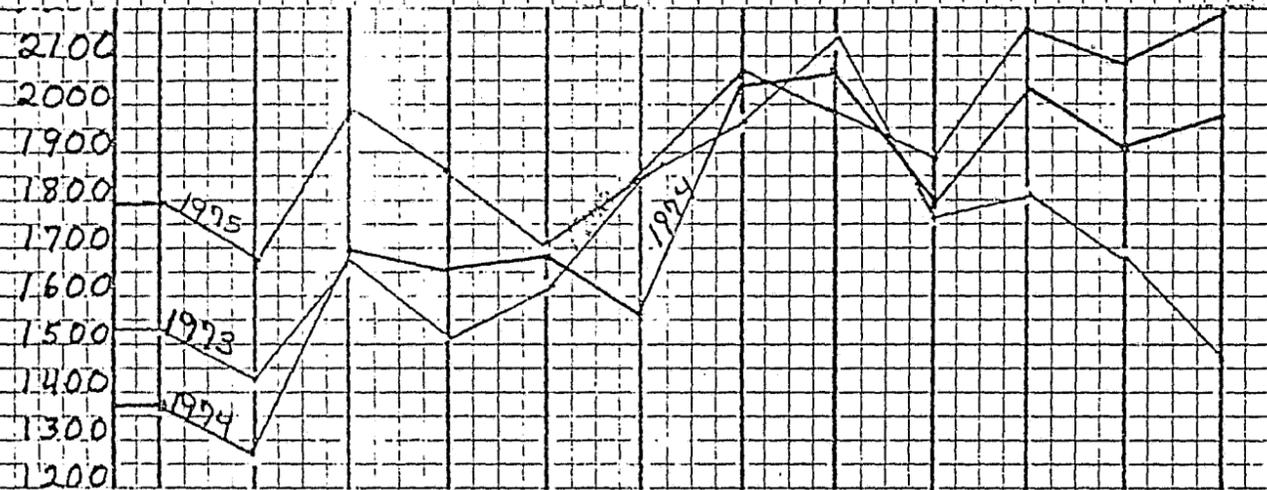
PART ONE CRIMES

ALBUQUERQUE POLICE DEPARTMENT

OMITTING NON-AGGRAVATED ASSAULT AND MANSLAUGHTER BY NEGLIGENCE



PROPERTY CRIME INDEX



CRIMES OF VIOLENCE AGAINST PERSONS

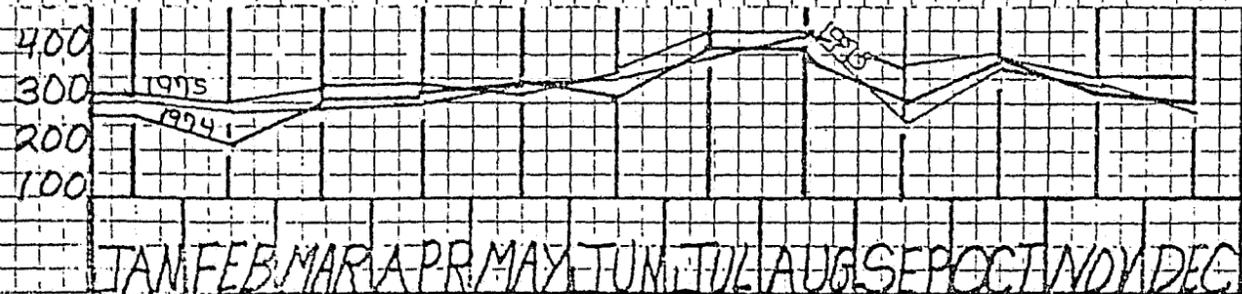


Figure CA-6

PART ONE CRIMES  
BERNALILLO COUNTY  
SHERIFF'S DEPARTMENT

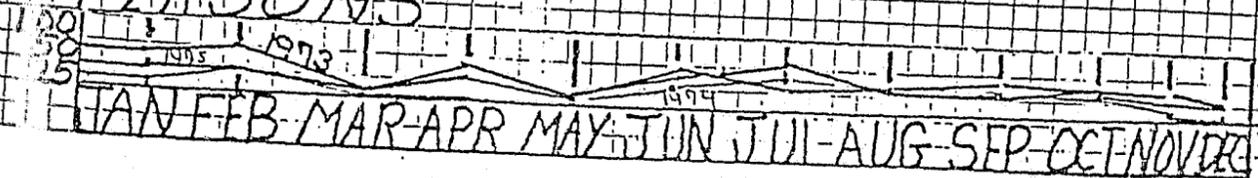
OMITTING NON-AGGRAVATED ASSAULT AND MANSLAUGHTER BY NEGLIGENCE



CRIMES AGAINST PROPERTY



CRIMES OF VIOLENCE AGAINST PERSONS



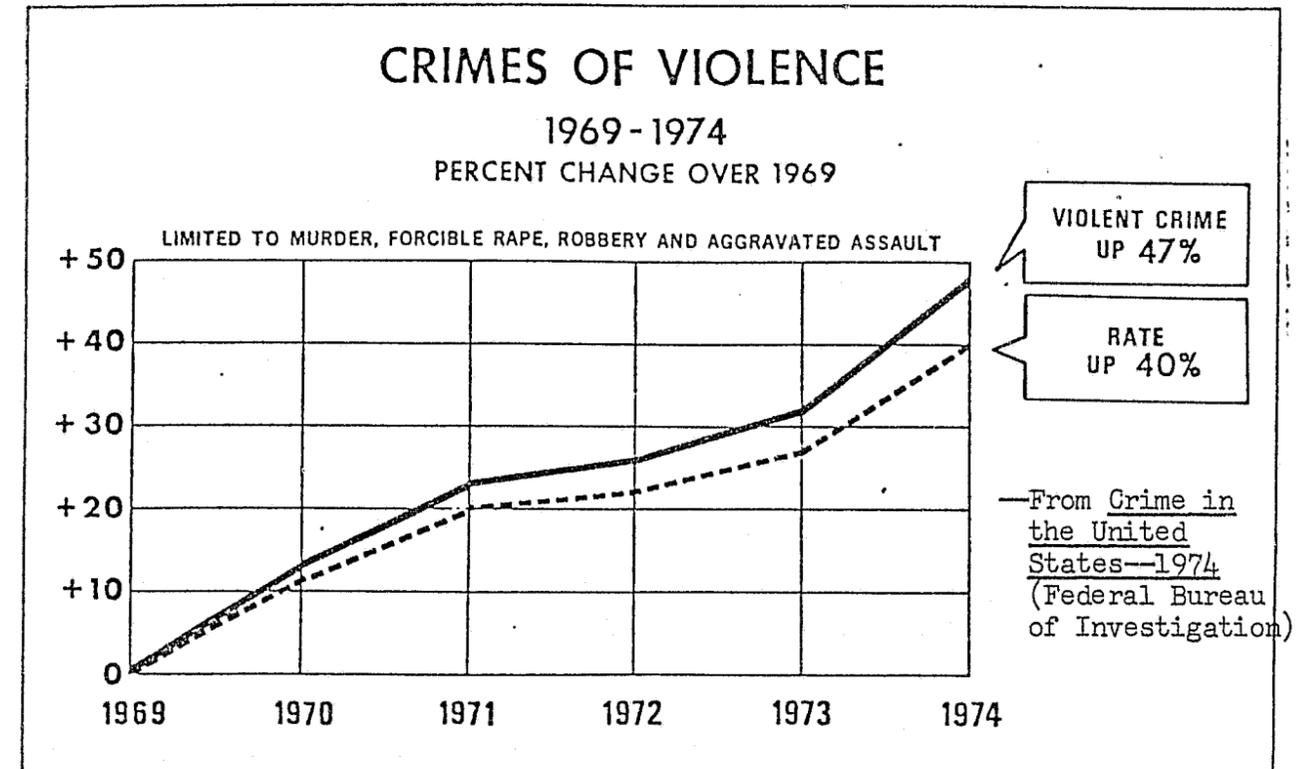
Summary

The remainder of this section reports on local major crime problems individually under two general headings: Crimes of Violence Against Persons, and Crimes Against Property. Various factors relating to the incidence of these crimes will be discussed. Following that will be a section devoted to analysis of arrests for these Part I crimes, followed, in turn, by a summary of those charged with major crimes and their disposition.

Finally, prioritized needs in local criminal justice will be discussed in terms of how most effectively to respond to the current crime situation, and that predicted for the future.

CRIMES OF VIOLENCE AGAINST PERSONS

As the graph below indicates, Crimes of Violence committed against persons has increased nationally annually. These crimes include murder and non-negligent manslaughter, forcible rape, robbery and aggravated assault.



In New Mexico, in 1975, Crimes of Violence increased uniformly over the previous year, with aggravated assault leading the way.

For Albuquerque/Bernalillo County, the incidence of these crimes, as a group continued to increase in 1975, due mainly to the major increase in aggravated assault which also rose dramatically in the City and County.

No crime in this category decreased over 1974 in both City and County, although some decreased in one or the other.

Crimes Against Persons form the smaller portion of Part I crimes, and are the category with the highest clearance rate, generally between 40 and 80 percent. They are, however, crimes generally committed against persons, so that there is the added danger of personal and emotional in-

jury to the victim. This danger is present in robbery, and is the essence of the crime of murder, rape and assault. This is the element that makes this category of crime particularly reprehensible to a civilized state.

Crimes in the category, except for robbery and rape, are often crimes of the moment: one loses his temper and assaults or murders another. Thus, such crimes tend to be less predictable preventable than Crimes Against Property. However, data and analysis can focus on locations of incidents of robbery and rape so that prevention programs can be undertaken. Even assault and murder may be more common in one area than another, so that more emphasis can be placed on attempting to prevent the occurrence of these crimes.

(A major need, identified in the introduction to this Plan, is for Family Crisis Intervention training and Citizen Dispute Settlement programs to deal with some of these crimes more effectively.)

In this regard, the Special Operations Section (SOS) of the Albuquerque Police Department (APD) is a division which aims at combatting certain crimes which cut across the traditional divisions of Crimes Against Persons and Crimes Against Property. The unit focuses on armed robbery, strong-arm robbery, residential burglary, commercial burglary, auto burglary, and auto theft.

The division has an Analysis Unit, which attempts to forecast occurrences in those crime areas. In a paper referred to earlier in this section, Officer Joseph W. Pedroncelli, of that division, wrote the following concerning forecasting: "The essential advantage given by [crime] forecasting is the lead time made available to plan ahead what course of action to take and offers the opportunity to plan alternatives. Thus, fewer decisions under uncertainty will be made rather than making decisions on a crisis-to-crisis basis."

Practical uses include that "Forecasting can be applied in Management to anticipate future crime trends, determining priorities, making organizational adjustments, adjusting vacations and leaves, and reallocating manpower." Further, "Forecasting can be applied operationally by setting up public information programs, setting up task forces to cope with anticipated crime peaks, selecting crime priorities for anti-crime team deployment, and reallocation of field personnel within sectors."

In the section on robbery under this category, examples of the SOS Crime Analysis Unit predictions are included, as they are under the appropriate categories under the Crimes Against Property heading.

In 1975, the Crime Analysis Unit recorded the following Crimes Against Persons by City quadrant:

	<u>NW</u>	<u>SW</u>	<u>NE</u>	<u>SE</u>	<u>CITY</u>
Armed Robbery	104	78	265	120	567
Strongarm Robbery	31	68	81	53	233

Further, in order to obtain some notion of what can be expected in each crime area in the future, each major crime discussed under both major headings has a ten-year projection of trends in that crime area. In each case, this is based on taking an average of annual rate of increase or decrease in that crime category over the past five years and projecting that for a ten year period. The same basic approach is used for clearance predictions, although in instances where clearances (under the formula used) threaten to surpass incidents, a more reasonable estimate has been used, based on past experience and data.

Predictions for both crime occurrence and clearances by arrest are based on tables of historical data that are included at the end of the discussion of each crime category. The last column in each of those tables (labeled "City-County Part One Crime, 1970-1975" followed by the title of the crime category) compare the year 1970 with the year 1975 in terms of (1) percent increase or decrease in reported incidents, and (2) percent increase or decrease of clearance rate for the two years in question. (Clearance "Rate" means that percent of cases reported and founded that is solved or "cleared"—in the judgement of the investigating officer—by an arrest.)

(It should be noted that the term "clearance" is a subjective one, and a variety of means—not all of which lend themselves to clear statistical verification—are used by agencies to determine whether a reported incident is solved or "cleared" by the arrest of a given person.)

Hopefully, as a result of coordinated planning, the justice system and the community can undertake activity which will result in reducing the projected increases in most of the major crime areas.

Actual arrest data concludes the reports on each crime.

Murder and Non-negligent Manslaughter

In FBI Uniform Crime Reporting, this offense is defined as "the willful killing of another." By further explanation, the FBI notes that "Deaths caused by negligence, suicide, accident or justifiable homicide are not included in the count for this offense classification. Attempts to murder or assaults to murder are scored as aggravated assaults and not as murder."

Nationally, murder has shown a steep and steady increase 1969 through 1974. The means by which murder was generally accomplished in 1974 nationally was by a firing weapon—in 68 percent of the cases (54 percent handgun, five percent rifle, nine percent shotgun). The next largest category was cutting or stabbing weapons—18 percent of the cases reported.

Nationally, the rate of murder per 100,000 inhabitants in 1974 was 9.7. In Albuquerque and Bernalillo County, assuming a 1975 population of 369,882, the rate was no more than one-tenth of a percent.

It is difficult to discuss percentage increases in murder and non-negligent manslaughter locally, because the numbers are so small that a minor numerical increase can show a tremendous percentage increase. In the City, for instance, the number of murders committed each year has increased from 19 in 1970 to 31 in 1974 and 1975 each. In the County, the increase has been from 4 to 8, 1970-1974.

Clearance rate has generally stayed very close to number of occurrences, although in 1975 only 19 of 31 City cases were cleared by arrest.

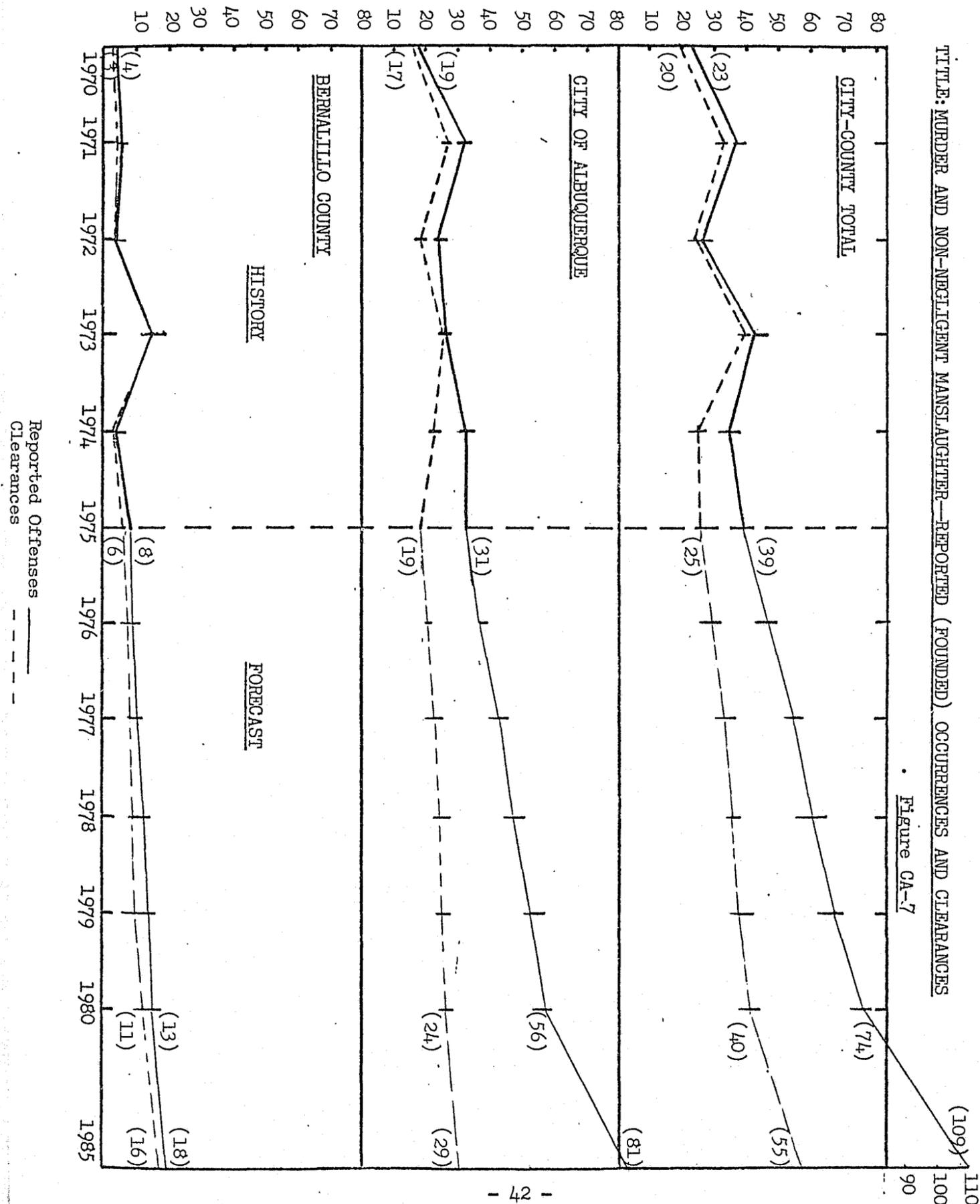
The graph in Figure CA-7 predicts a general annual increase in number of homicides locally, primarily as population grows and population density increases. Such a condition may make it more difficult in the future for the clearance rate to keep up with the number of incidents.

The historical information in Figure CA-7 is based on the data below in regard to reported incidents and cases cleared by arrest:

CITY-COUNTY PART ONE CRIME, 1970-1975

Murder And Non-Negligent Manslaughter

	1970		1971		1972		1973		1974		1975		% Change 1970-1975	
	Report	Clear	Report	Clear (Rate)										
APD	19	17	31	28	23	19	27	26	31	22	31	19	+63.16	-28.2
BCSD	4	3	5	4	4	4	14	14	4	2	8	6	+50.0	-0-
TOTAL	23	20	36	32	27	23	41	40	35	24	39	25	+69.57	-22.8



Murder Arrest Data

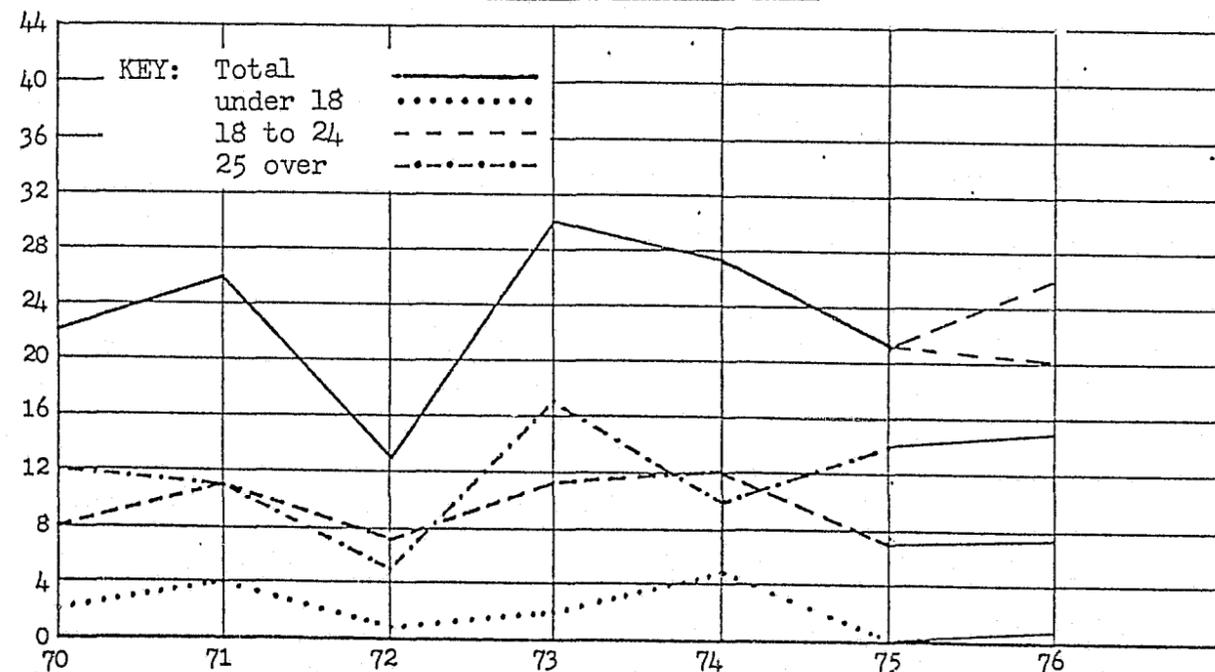
Murder is one of the crimes that cannot be addressed as being realistically preventable, because it deals with one of the most unpredictable variables: humans. We know that murders, in general, are usually a one-time occurrence with the results being irreversible, and that there are very few reported incidents of methodical mass murders; most are the result of either heated argument and/or passion.

In Albuquerque, the number of murders which resulted in arrest for the years 1970 through 1975 range from a low of 14 in 1972 to a high of 30 in 1973. (It is interesting to note that in the past six years, the high and low ranges fall in back-to-back years.) The average for the reported number of arrests then is 23.5 per year.

Using the straight line method of plotting trends, one can then assume that total murders resulting in arrest for 1976 will be somewhere in that general area of 23.5. Because of the unpredictability of humans, we have given the arrests for the crime of murder a range for 1976 of a low of 20 and a high of 26 (refer to Figure CA-8).

Further, if this historical trend continues, one can safely anticipate that within the various age categories there will only be a slight increase of reported arrests for murder (refer to Figure CA-8).

Figure CA-8 - MURDER



Rape

As defined by the FBI in their Uniform Crime Report for 1974, forcible rape is "the carnal knowledge of a female through the use of force or the threat of force. Assaults to commit rape are also included; however, statutory rape (without force) is not counted in this category."

Since 1970, nationally, the reported, founded incidents of rape have increased dramatically. This may partially be due to more willingness of women to report such incidents, as a response to emphasis given to the subject by the media, and because of an increasingly broadminded and understanding attitude toward this problem by justice officials and some citizens.

However, such a change in attitude in society is relatively recent, and the rate of ascent of reported incidents of rape has been virtually the same since 1970, indicating a real and significant increase in the number of incidents.

In New Mexico, incidents of reported rape increased by 20.7 percent in 1975 as compared to 1974, which, in turn, had increased 3.7 percent over the previous year (see Page 31).

Locally, rape increased dramatically in 1972 in both the City and County, and continued to increase in the City while decreasing in the County. However, there was an increase at both levels in 1975, and the prediction below (see Figure CA-9) is that the incidence or rape will continue to climb.

In 1970, females comprised approximately 51.3 percent of the Bernalillo County population. Assuming that percentage is holding for a current population level of 369,882 (estimated), that would provide us currently with a female population of approximately 189,749. Figuring the reported forcible rape rate on the basis of the local female population for 1975, that rate of reported incidents per 1,000 females would be 1.15.

However, as compared to other crime categories—even other crimes of violence against persons, such as robbery and assault, the number of incidents is low—second lowest only to murder in the Part I crimes area.

In the past year, significant legislation was passed in the New Mexico

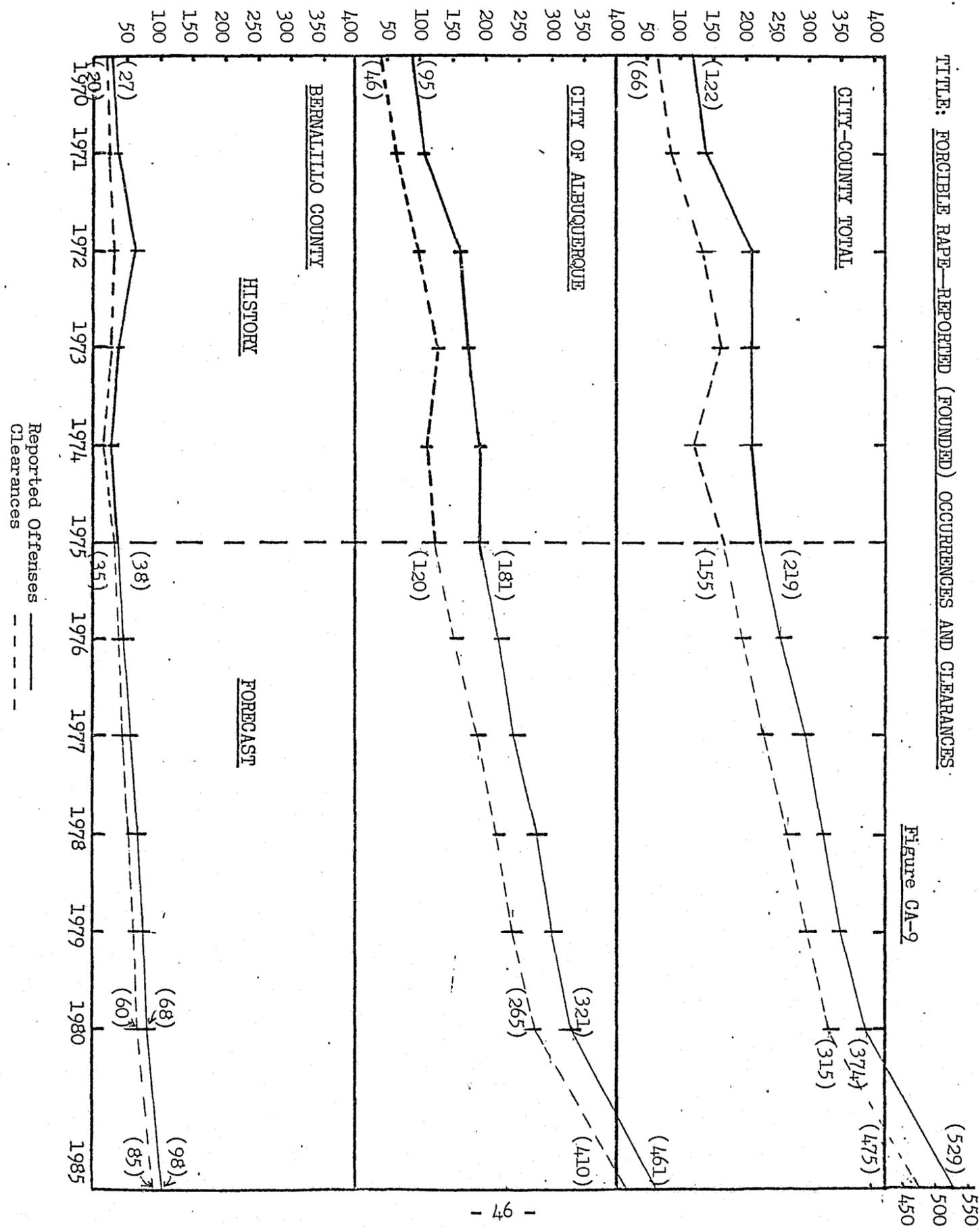
State Legislature in the area of rape and sex crimes, generally, which had the effect of modernizing the law considerably in this regard. Further, both the City and the County enacted and funded programs to pay basic medical costs of rape victims in their jurisdictions under certain conditions. A Rape Crisis Center continued operations in Albuquerque to provide aid and assistance on an immediate and long-term basis to rape victims, and funding was sought to continue and expand operations.

The forecasts in Figure CA-9 are based on the figures below:

CITY-COUNTY PART ONE CRIME, 1970-1975

Forcible Rape

	1970		1971		1972		1973		1974		1975		% Change 1970-1975	
	Report	Clear	Report	Clear (Rate)										
APD	95	46	103	66	154	100	169	127	183	108	181	120	+90.53	+17.9
BCSD	27	20	36	22	55	33	37	28	26	14	38	35	+40.74	+18.0
TOTAL	122	66	139	88	209	133	206	155	209	122	219	155	+79.51	+16.7



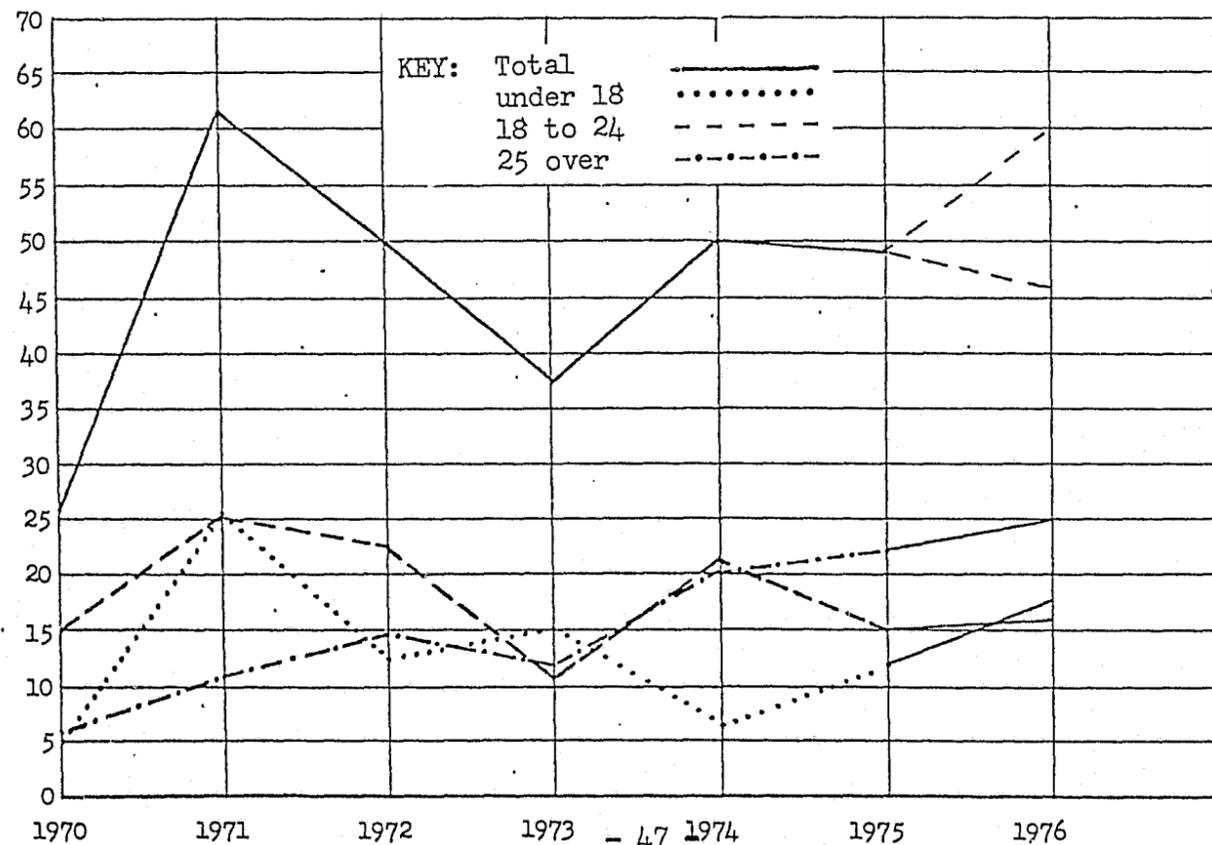
Rape Arrest Data

Rape also is considered one of those crimes that cannot be effectively predicted and/or prevented. Although it appears to have taken an obvious increase in terms of arrest rates, it is one crime that one must consider the "report rate" on. Because of the stigma attached to rape, it is assumed that many rapes have gone unreported and, therefore, has influenced the arrest rate. (In recent years, rape victims appear to have become more willing to report more rape incidents.)

From a low of 26 arrests for rape in 1970, the arrest rate increased to 62 in 1971 and has since stabilized at an average of 46 arrests for rape per year. This still is somewhat above the low of 26 in 1970, and one can only assume that one or many variables affected the higher incidence of arrests. Among these variables, there are a few that should warrant further thought. They are: A higher incidence of rape, a higher reported incidence of rape, better investigative methods by law enforcement, and more willingness on the part of victims to identify their assailants.

It is anticipated that the trend will continue into 1976, and that the arrest rate will be somewhat above the 46 average. As reflected on Figure CA-10, the 25 and above age group, and the under 18, will continue its upward trend.

Figure CA-10 - RAPE



Robbery

The FBI says that "Robbery is a vicious type of crime which takes place in the presence of the victim to obtain property or a thing of value from a person by use of force or threat of force....This is a violent crime and frequently results in injury to the victim."

Nationally, robbery increased rapidly from 1969 through 1971, decreased slightly in 1972, increased in 1973, and embarked on a steep incline during 1974.

In New Mexico, robbery decreased in 1974 by 3.4 percent, but was on the increase in 1975 by 5 percent.

In Albuquerque, reported incidents of robbery increased each year 1970 through 1973 (See Figure CA-15), decreased in 1974, and increased slightly in 1975.

Bernalillo County (outside the City of Albuquerque) also reached a high point in 1973, but has held steady at a slightly lower figure since that time (see below).

As an example of the various locations in which robberies occur, the following breakdown, from the APD annual report, is presented below. Except for "miscellaneous," streets and allies are the most likely specific location for a robbery to occur in the city, although the greatest value of property lost is from commercial houses:

ROBBERY (Include attempts)		
(A) Highway (streets, alleys, etc.)	377	69,695.00
(B) Commercial House (except C,D,F,)	130	106,806.00
(C) Gas or Service Station	49	4,912.00
(D) Chain Stores	166	17,148.00
(E) Residence (anywhere on premises)	63	12,561.00
(F) Bank	6	13,270.00
(G) Miscellaneous	28	2,565.00
<b>TOTAL - ROBBERY</b>	<b>819</b>	<b>226,957.00</b>

In comparison to the above figure of overall property lost in city robbery during 1975, the comparable figures for 1973 and 1974 were \$155,020 and \$181,523, respectively.

Below is a comparison of reported, founded incidents of robbery in the City and County since 1970, as well as number of cases cleared by arrest each year. It is the basis for the information in Figure CA-15.

CITY-COUNTY PART ONE CRIME, 1970-1975

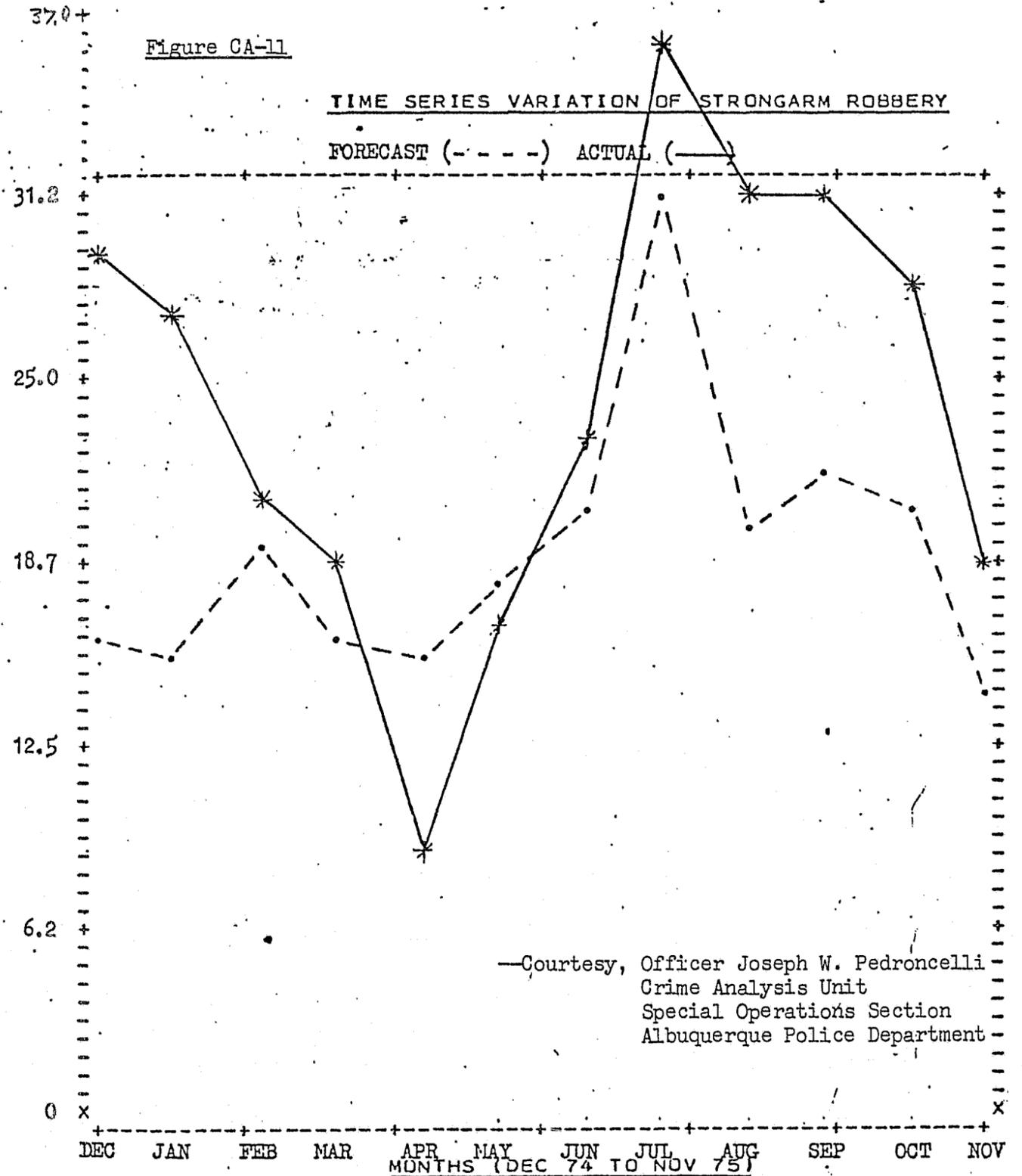
Robbery

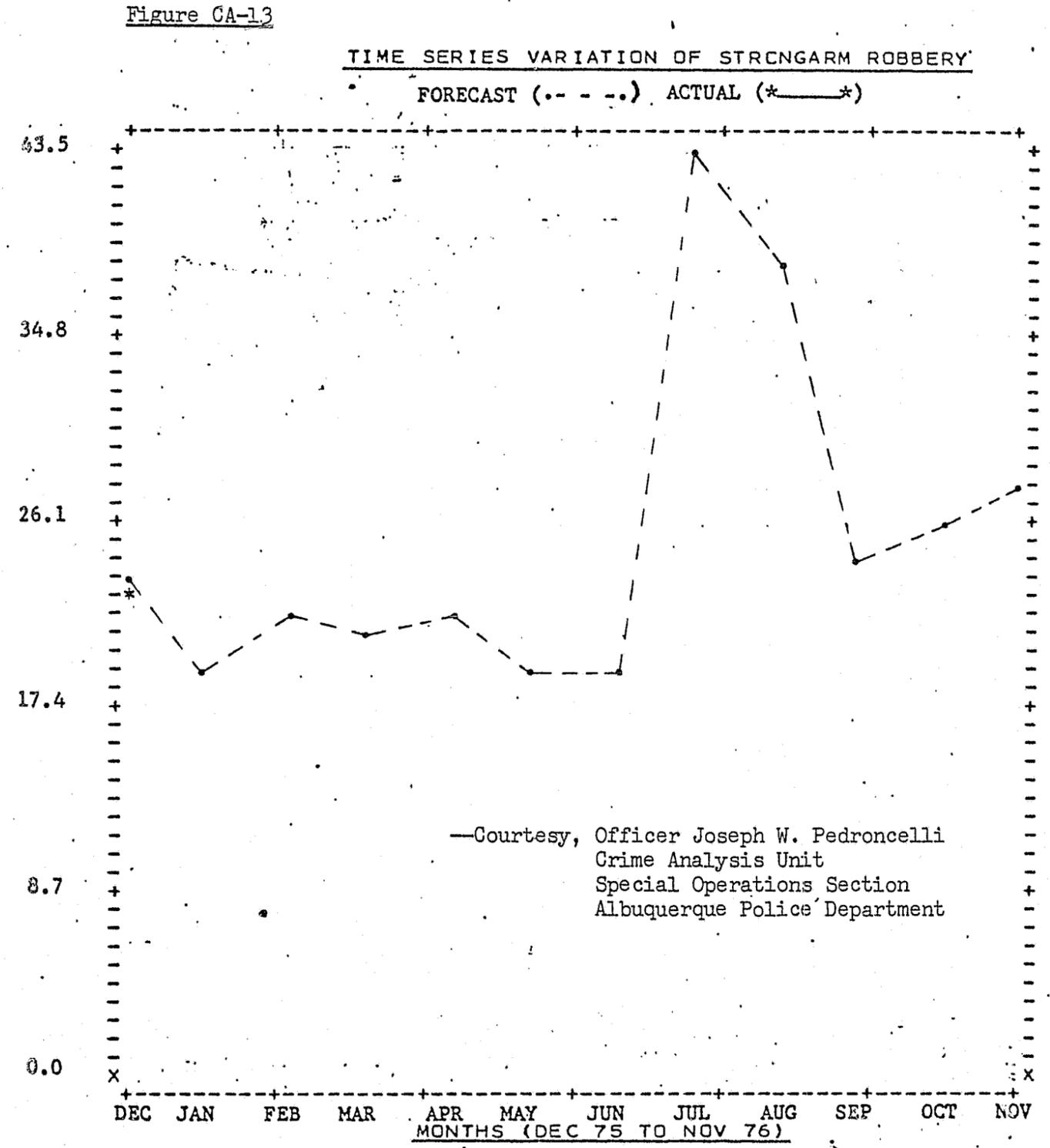
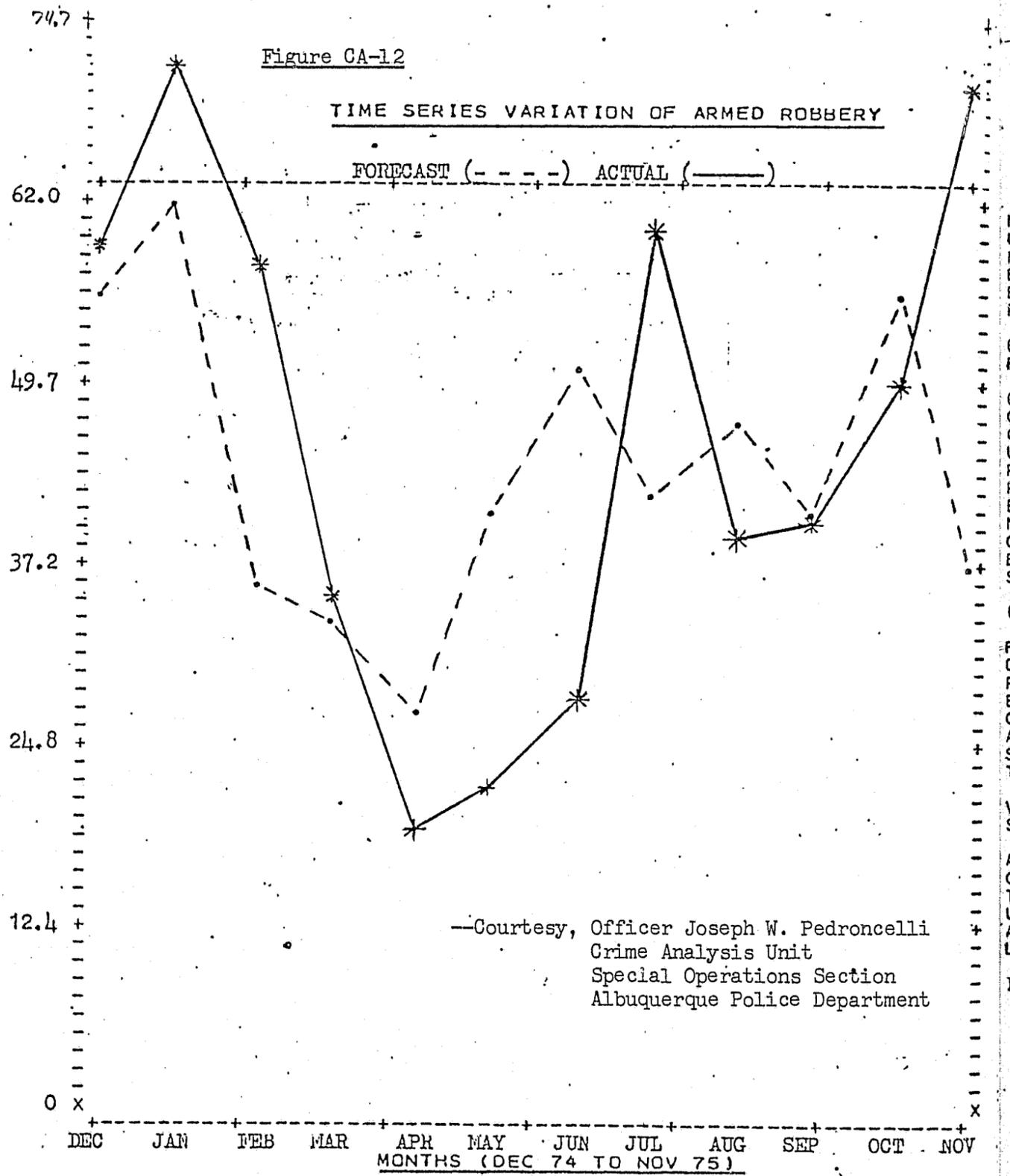
	1970		1971		1972		1973		1974		1975		% Change 1970-1975	
	Report	Clear	Report	Clear (Rate)										
APD	433	128	667	234	857	369	909	466	803	387	819	435	+ 89.15	+23.5
BCSD	29	18	61	21	126	37	91	62	75	46	74	48	+155.17	+2.8
TOTAL	462	146	728	255	983	406	1,000	528	878	433	893	483	+ 93.29	+22.5

In this particular crime area, the APD's Special Operations Section (SOS) has undertaken analysis and prediction on a monthly basis. Figures CA-11 and CA-12 (following) show the predicted incidence of strongarm and armed robbery in comparison with actual occurrence for a year ending in November, 1975. In the cases of both armed and strongarm robbery, the basic predicted patterns held true, although the actual number of incidents, compared to the predicted number, was often quite different.

The two graphs following that (Figures CA-13 and CA-14) are the predicted incidences for 1976, on a month-by-month basis.

Figure CA-15 indicates that robbery will continue to rise overall for the next ten years, particularly in the City, although it appears the clearance rate will keep relative pace.





TITLE: ROBBERY—REPORTED (FOUNDED) OCCURRENCES AND CLEARANCES

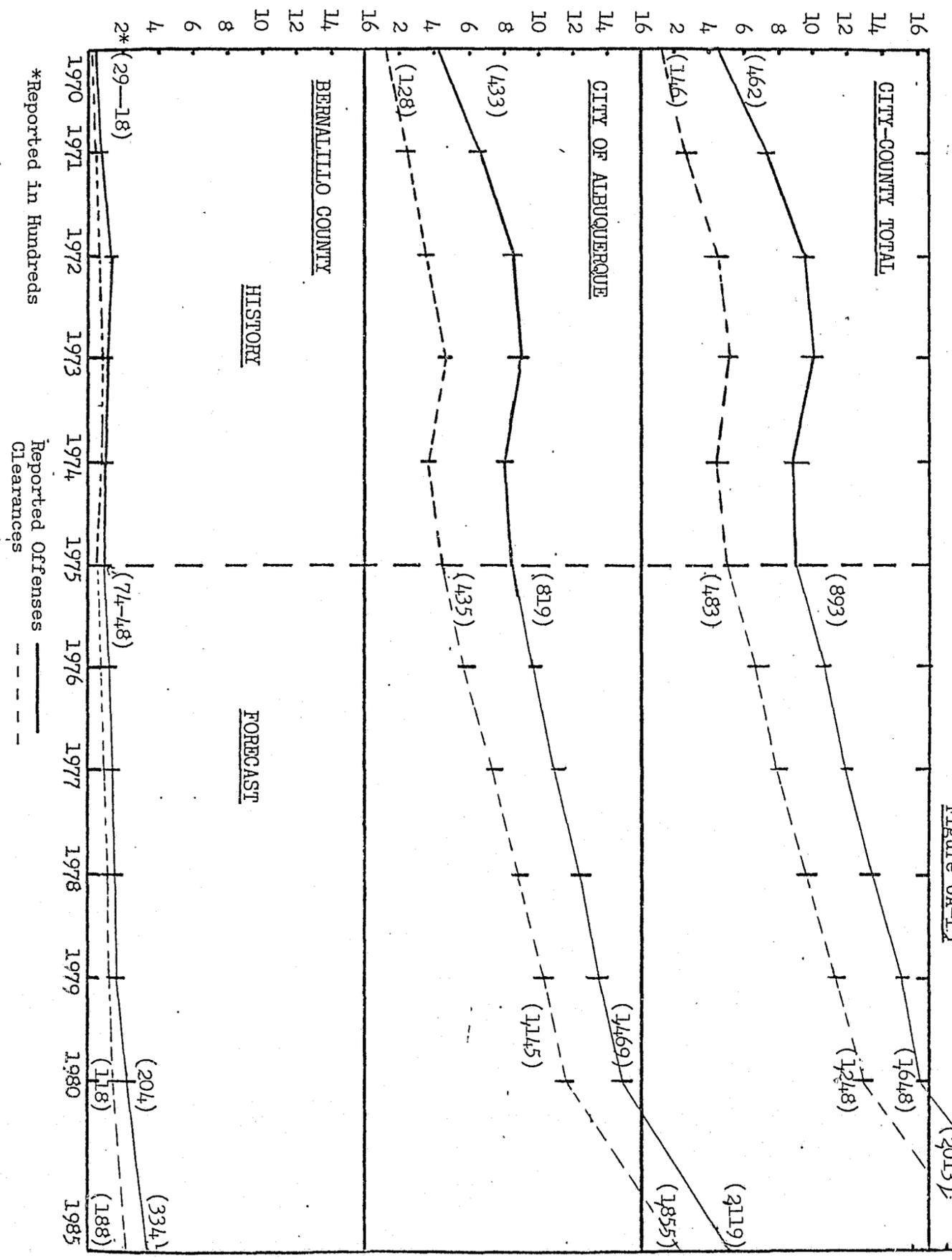
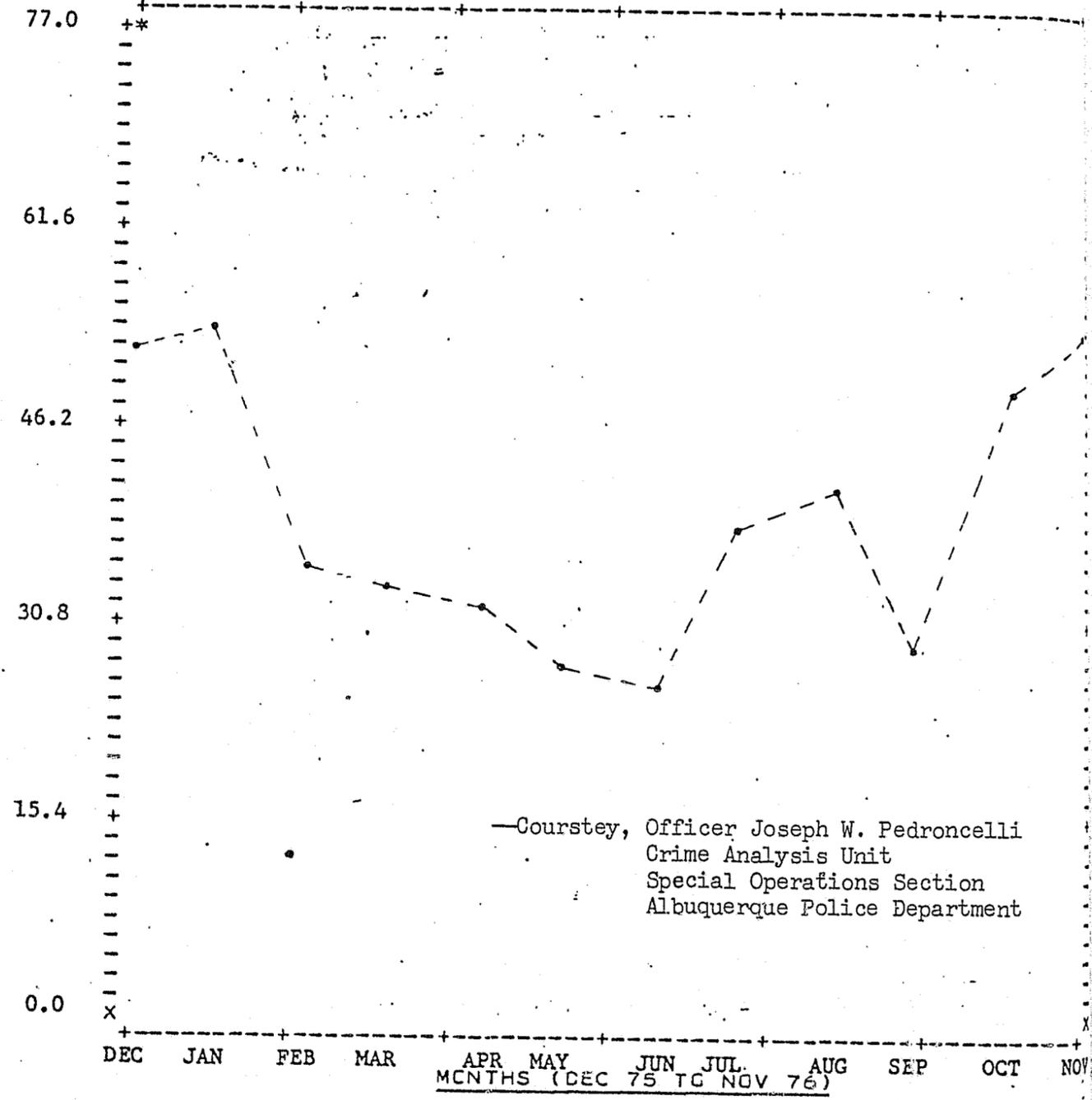


Figure CA-15

Figure CA-14

TIME SERIES VARIATION OF ARMED ROBBERY

• FORECAST (---) ACTUAL (\*—\*)



—Courstey, Officer Joseph W. Pedroncelli  
 Crime Analysis Unit  
 Special Operations Section  
 Albuquerque Police Department

NUMBER OF OCCURRENCES & FORECAST VS ACTUAL

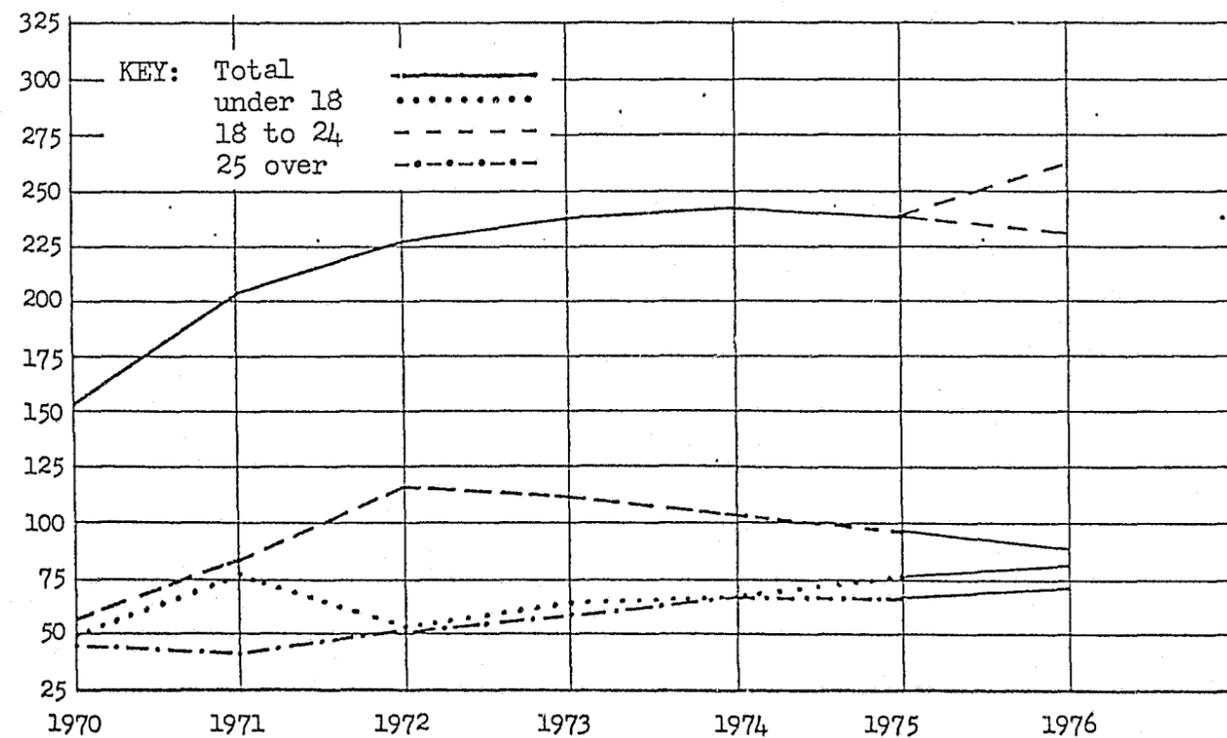
Robbery Arrest Data

Robbery, because of its inherent nature, can be, if not prevented, at least reduced. In Albuquerque, robbery seems to have peaked and is now in a leveling off process. Because of its close relationship with the economy and unemployment, it is subject to change; either up or down.

As can be seen in Figure CA-16, the 18 - 24 year old age group seems to be in a steady decline while, on the other hand, the under 18 and above 25 age groups seem to be increasing slightly.

If the trend continues, 1976 should see only a very slight increase, if it increases at all, or a further leveling off of arrest rates. In any event, given the historical data and if the trend continues, there should be no abrupt or drastic increases in the arrest rate. If law enforcement exhibits a growth in personnel, the arrest rate should increase only proportionately.

Figure CA-16 - ROBBERY



Aggravated Assault

The FBI, in its Uniform Crime Report, says that "Aggravated assault is defined as an unlawful attack by one person upon another for the purpose of inflicting severe bodily injury usually accompanied by the use of a weapon or other means likely to produce death or serious bodily harm."

Aggravated assault has demonstrated nationally a steady, steep increase over the past five years, 1969 through 1974 (latest FBI report).

In New Mexico, aggravated assault rose 29.1 percent in 1975 over 1974—the largest increase of any major crime at the state level.

In the City and County, assault rose annually 1970-1973, dropped in 1974, then rose steeply last year, manifesting a 54.3 percent increase in the City, and a 50.9 percent increase in the County. (See Figure CA-17) The aggravated assault rate locally is 4.32 incidents for every 1,000 persons in the City and County.

Below are the incidents and clearances of aggravated assault in the City and County for the past five years. It is the basis for Figure CA-17, in which the prediction is that aggravated assault, having shown an increase in all but one of the past five years, will continue a steady increase. Indeed, early in 1976, aggravated assault was continuing to increase on a month-by-month comparison with 1975.

CITY-COUNTY PART ONE CRIME, 1970-1975

Aggravated Assault

	1970		1971		1972		1973		1974		1975		% Change 1970-1975	
	Report	Clear	Report	Clear (Rate)										
APD	893	589	988	512	1,159	699	1,157	993	877	666	1,353	1,060	+ 51.51	+12.4
BCSD	100	64	112	92	268	206	285	157	131	95	248	155	+148.0	-1.5
TOTAL	993	653	1,100	604	1,427	905	1,442	1,150	1,008	761	1,601	1,215	+ 61.23	+10.1

It should be noted that the clearance rate for aggravated assault also tends to keep pace with occurrences, and is so predicted for the future.

Aggravated Assault Arrest Data

Aggravated Assault also falls into the category of having the unpredictability of humans as a variable which makes it exceedingly difficult to assess and analyze.

Trendwise, as reflected in Figure CA-18, aggravated assault seems to be on the increase and would appear to run in cycles of leveling off and then increasing. In Albuquerque, aggravated assault has literally soared from a low of approximately 115 arrests in 1971 (which is the low range) to approximately 545 arrests in 1975 (which makes it the high in the range). The observation that society is becoming a "short-fuse" society would probably be appropriate for this type of crime.

If this trend continues, all age categories will exhibit an increase; with the 18-year old and over exhibiting the greatest increases to continue the upward trend.

Figure CA-18- AGGRAVATED ASSAULT

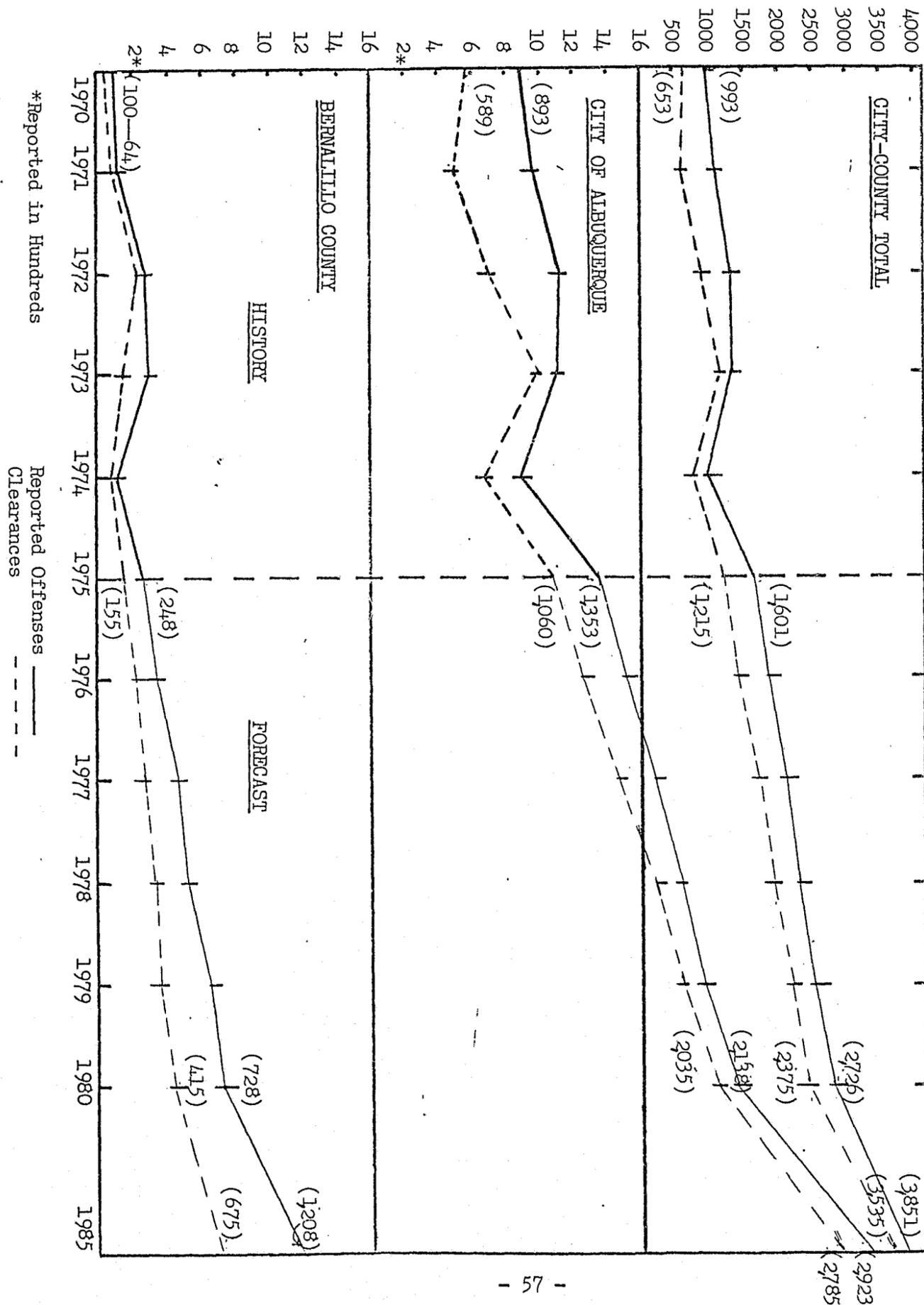
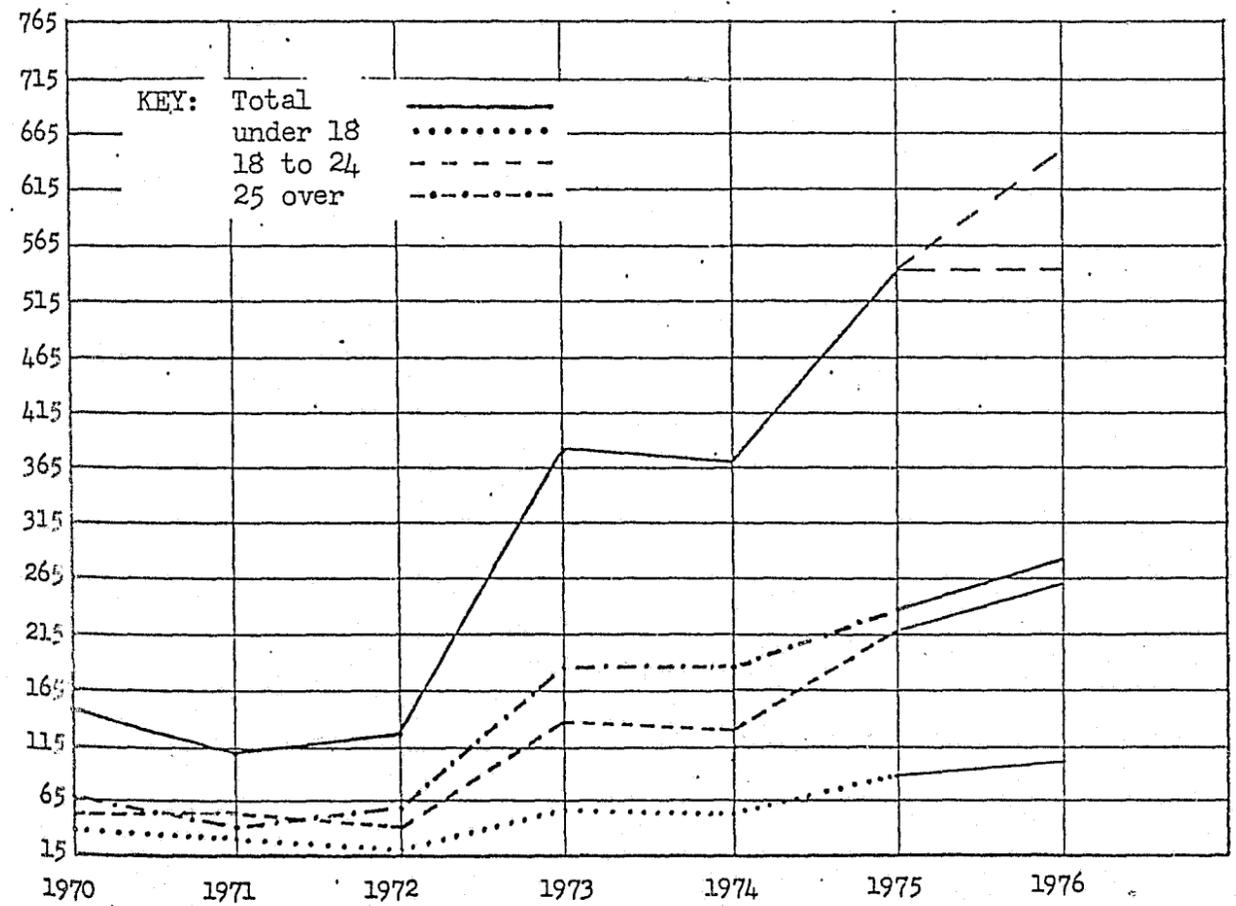


Figure CA-17

CRIMES AGAINST PROPERTY

Crimes Against Property have traditionally constituted a major threat to the well-being of every citizen. There are several reasons for this:

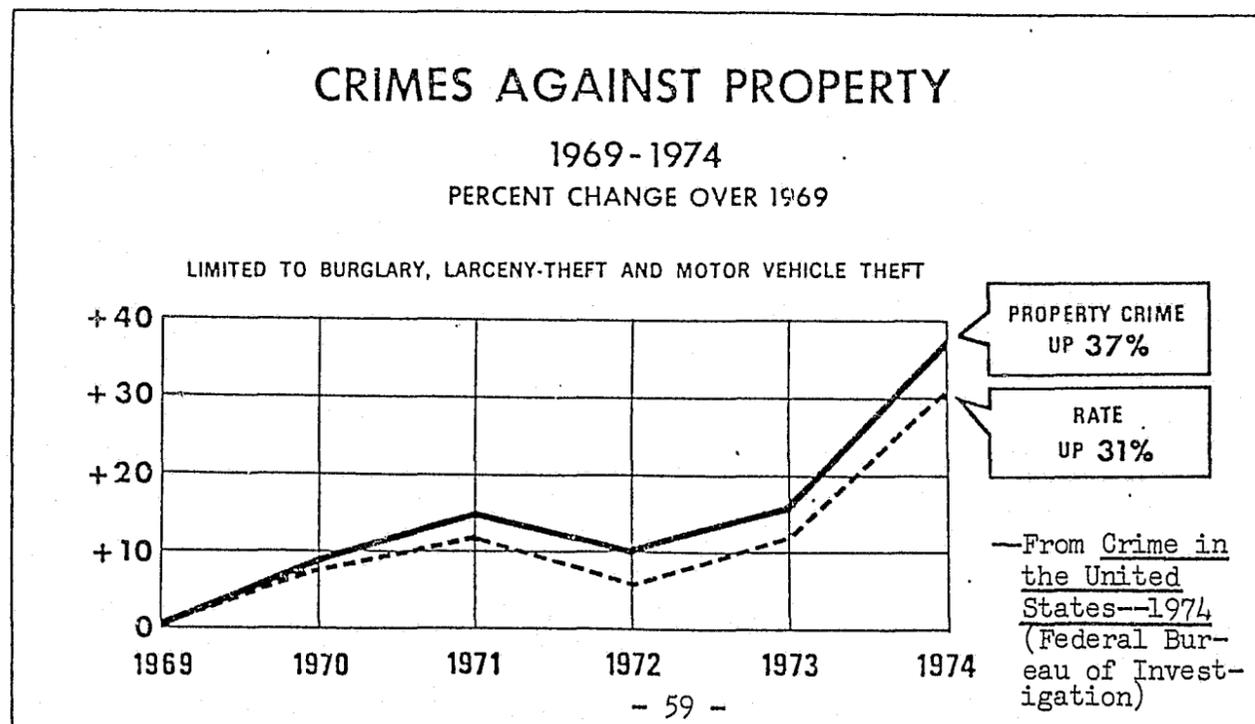
(1) This category has by far the greatest number of reported incidents. In 1975, the four crimes constituting Crimes Against Persons made up a total of 2,384 reported incidents to the City Police. The three crimes constituting Crimes Against Property (burglary, larceny, auto theft) accounted for 22,930 reported incidents. (See Figure CA-4)

(2) The clearance rate, or number of reported incidents solved by an arrest, is extremely low for this category of crimes. The clearance rate for the above-mentioned Property Crimes in 1975 was 23.2. The rate for Crimes Against Persons was 68.5. (See Figure CA-4)

(3) The total value of property stolen is far greater in Crimes Against Property. In the City in 1975, the grand total of property stolen was \$8,244,377.00. Of this total, all but \$226,957 was taken in incidents from one of the three property crime categories.

The only good aspects of Crime Against Property is that persons are seldom injured during the criminal act, and one Property Crime—auto theft—has been consistently decreasing, while the clearance rate has been increasing (See Section on Auto Theft).

The graph below most clearly indicates the rate of Crimes Against Property nationwide for the five year period, 1969-1974. There has been a general increase during that period of time.



In New Mexico, there has been a consistent increase in Property Crime, as the data of page 31 indicates: burglary and larceny both increased significantly in 1975 over 1974, and, statewide, auto theft even went up, after dropping in 1974.

Among the areas covered by APD's Special Operation Section (SOS) are the property crimes of burglary (residential and commercial), auto burglary (which is a larceny), and auto theft. The Analysis Unit has projected forecasts on a monthly basis for the past and current year. Under each specific crime area, these projections are presented for the information of the reader—with comparisons of actual incidents in 1975.

In 1975, the Crime Analysis Unit recorded the following Crimes Against Property by City quadrant:

	<u>NW</u>	<u>SW</u>	<u>NE</u>	<u>SE</u>	<u>CITY</u>
Residential Burglary	1,150	632	2,668	1,293	5,743
Commercial Burglary	415	205	921	348	1,889
Auto Burglary	583	404	2,254	823	4,064
Auto Theft	283	235	839	303	1,660

In addition, as with the other major crimes discussed in this section, the MCJCC has forecast changes in individual property crime categories for the 10 years upcoming. The basis for these projections of reported incidents and clearances, is an average of percent changes from year to year for each specific crime category for the last five years. These forecasts reflect current conditions, and, hopefully, can be changed downward—or to less of a slope upward (except for auto theft, which is already sloping downward) through community effort.

Finally, it should be noted that the Metropolitan Criminal Justice Coordinating Council (MCJCC) has had, for the past three years, "Reduction of Crimes Against Property" as a priority, along with a priority involving reducing the involvement of juveniles and youth in crime. The MCJCC has placed emphasis on developing innovative and foundation projects aimed at effecting better methods of dealing with Crimes Against Property.

Actual arrest data follows each specific crime discussed.

Burglary

Burglary, according to the FBI, is "the unlawful entry of a structure to commit a felony or theft. The use of force to gain entry is not required to classify the crime as a burglary."

Three basic categories of burglary are usually used: Forcible entry, unlawful entry (where no force is used) and attempted forcible entry. Nationally, in 1974, by far the largest percent (75 percent) of reported burglaries involved forcible entry, according to the FBI. Locally, forcible entry also accounts for the greatest number. In 1975, 5,210 burglaries involved forcible entry, as opposed to 2,112 which fell in the unlawful entry category. There were 470 attempts at illegal entry.

Below is given the breakdown of residential vs. non-residential burglarier in the City of Albuquerque in 1975. The value of property taken is also listed. It is clear that the greatest burglary threat locally, both in terms of number of incidents (and attempts) and value of property taken is to the private dwellings of citizens:

BURGLARY - BREAKING OR ENTERING  
(include attempts)

(A) Residence (dwelling)		
(1) Night (6 p.m. - 6 a.m.)	2,295	\$ 953,834.00
(2) Day (6 a.m. - 6 p.m.)	2,863	1,292,184.00
(3) Unknown	665	270,278.00
(B) Non-residence (store, office, etc.)		
(1) Night (6 p.m. - 6 a.m.)	1,395	618,021.00
(2) Day (6 a.m. - 6 p.m.)	254	127,199.00
(3) Unknown	320	143,047.00
 TOTAL - BURGLARY	 7,792	 \$3,404,563.00

Burglary, like most of the other major crimes, has shown major increases in recent years. Locally, there was a slight decrease in 1973 and an even greater one in 1974 in the City, but the number of reported incidents rose in 1975 in both the City and the County.

However, on a scale relative to other Part I Crimes, burglary ranks second only to all larcenies in number of incidents recorded. Thus, it is a major national and local crime problem.

Burglary is one of the categories covered by APD's SOS Unit. Figures CA-19 and CA-20 show the SOS prediction for 1975, along with actual occurrences on a month by month basis for commercial and residential burglary. Figures CA-21 and CA-22 indicate the prediction for 1976.

As with all property crimes, the burglary clearance rate is low. As the 1974 FBI report says, "...burglary is a crime of stealth. This characteristic tends to make the detection of the perpetrator more difficult."

In Figure CA-23, the prediction is that overall in the next ten years, burglary will continue to increase, as will the clearance rate, but that clearances will continue to be far below the number of reported incidents. The graph is based on the figures below:

CITY-COUNTY PART ONE CRIME, 1970-1975

Burglary

	1970		1971		1972		1973		1974		1975		% Change 1970-1975	
	Report	Clear	Report	Clear (Rate)										
APD	5,235	418	6,232	569	7,023	754	6,922	972	6,547	1,230	7,792	1,665	+48.84	+13.4
BCSD	981	230	1,161	252	1,311	359	1,226	251	1,261	314	1,537	229	+56.68	-8.5
TOTAL	6,216	648	7,393	821	8,334	1,113	8,148	1,223	7,808	1,544	9,329	1,894	+50.08	+9.9

NUMBER OF OCCURRENCES (FORECAST VS ACTUAL)

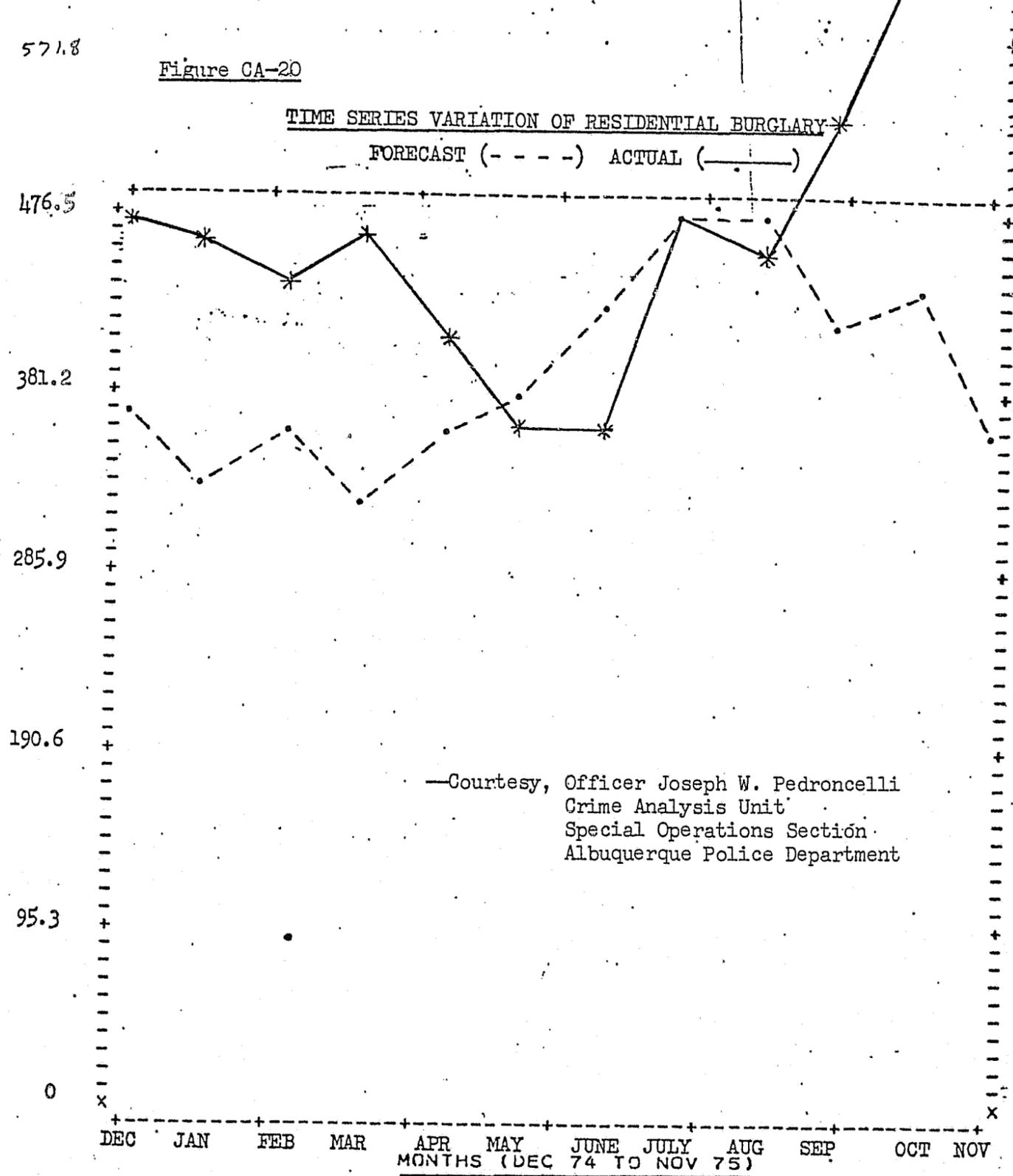
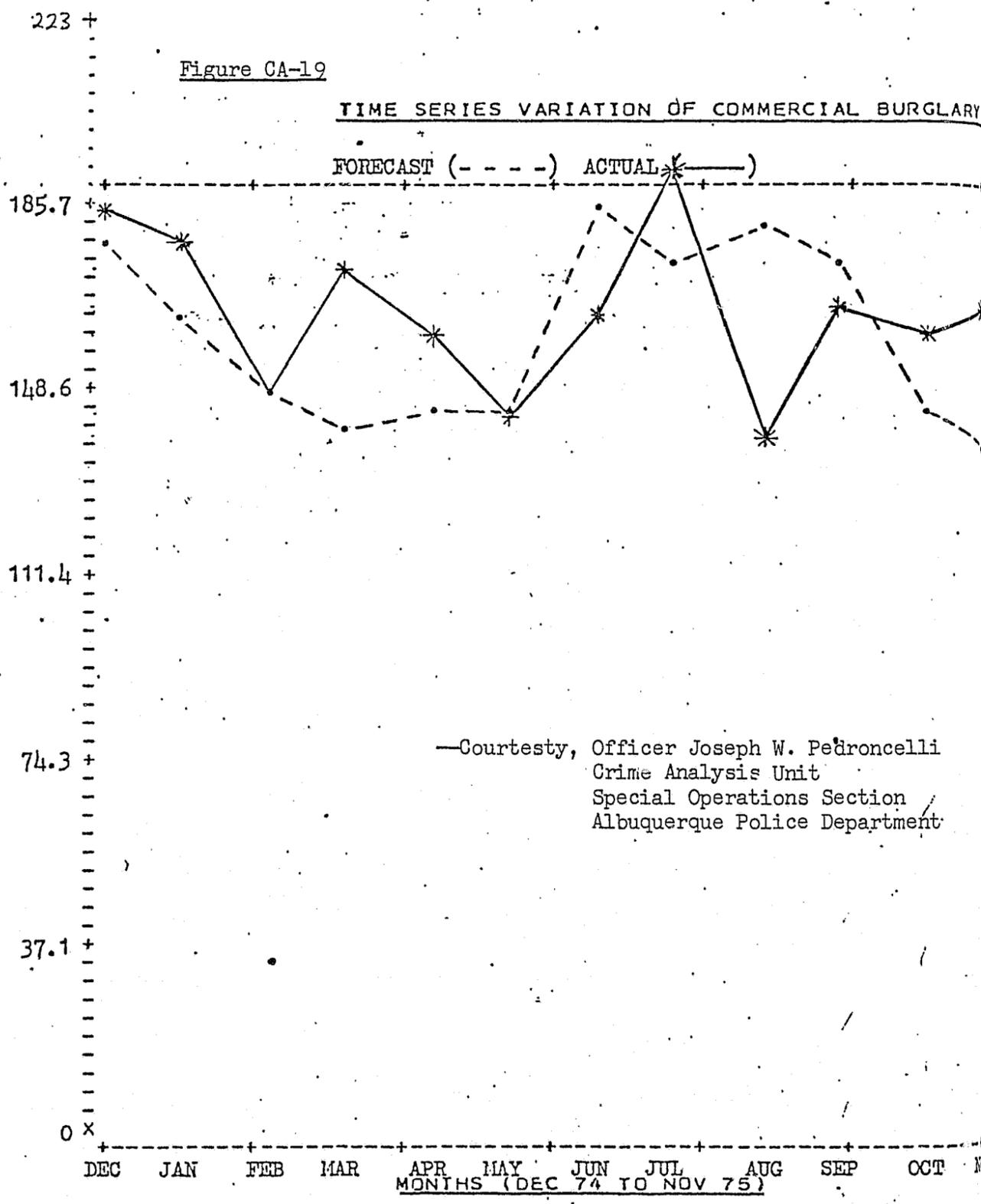


Figure CA-21

TIME SERIES VARIATION OF COMMERCIAL BURGLARY

FORECAST (.- - .) ACTUAL (\*—\*)

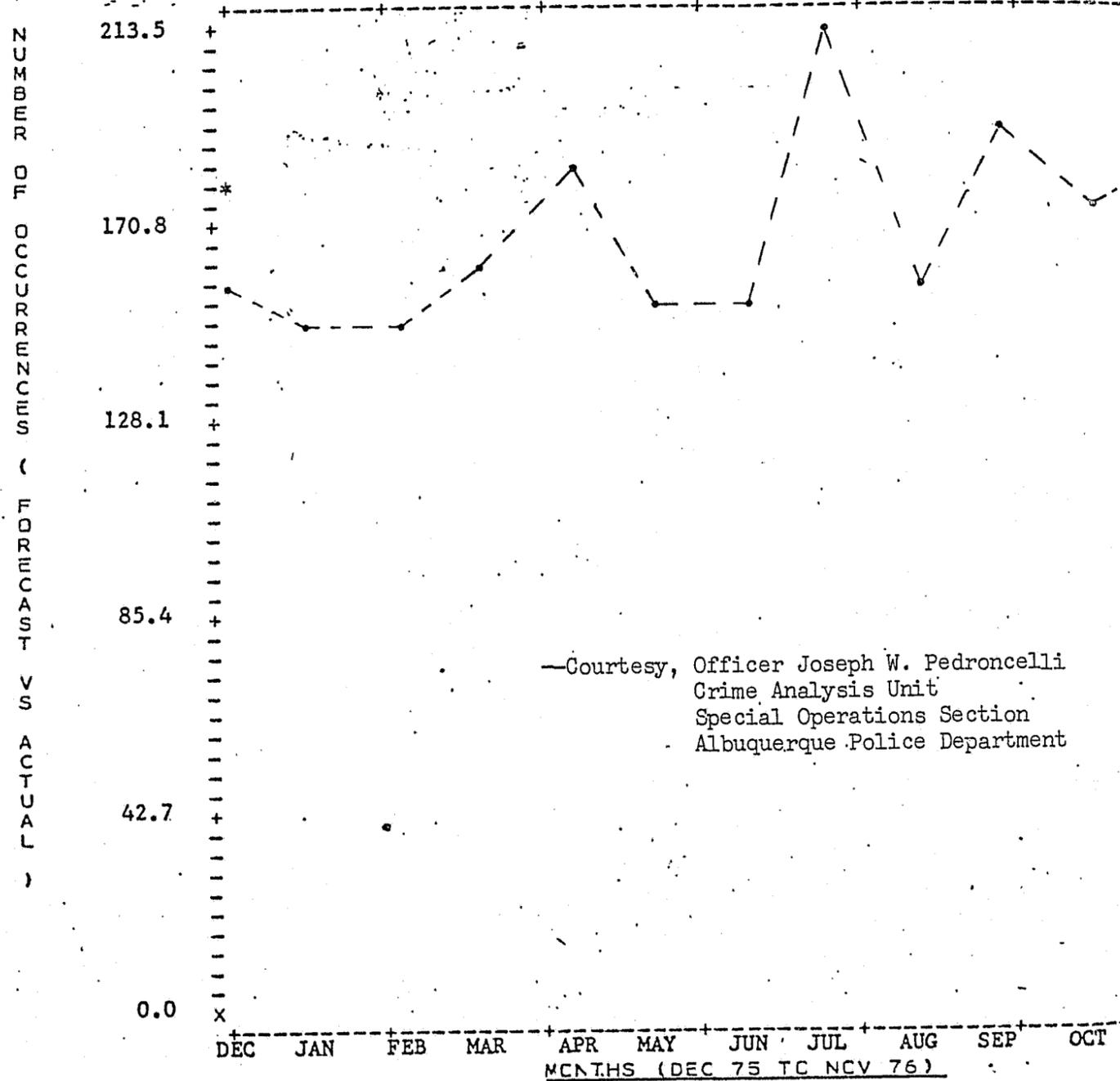
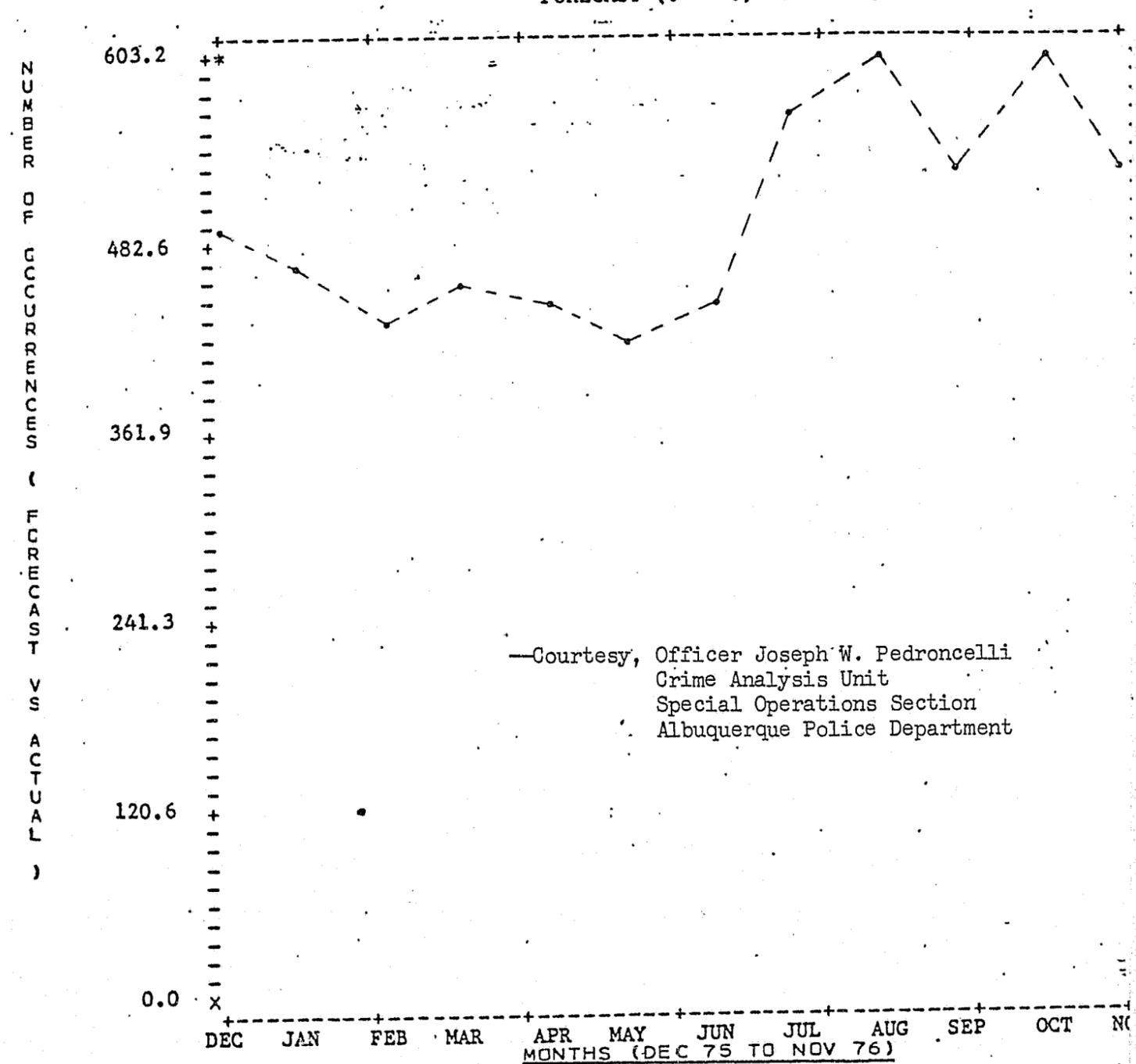


Figure CA-22

TIME SERIES VARIATION OF RESIDENTIAL BURGLARY

FORECAST (.- - .) ACTUAL (\*—\*)



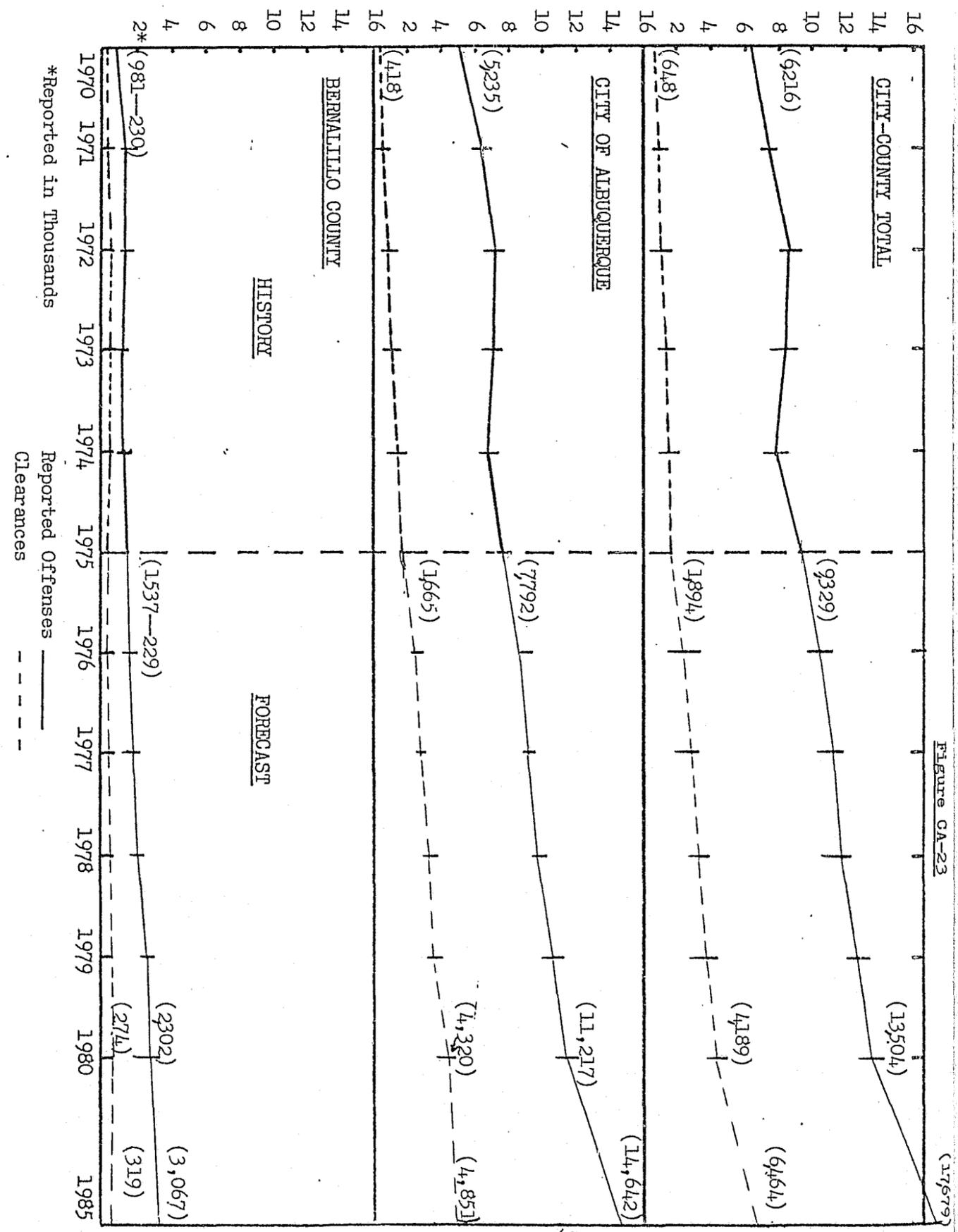
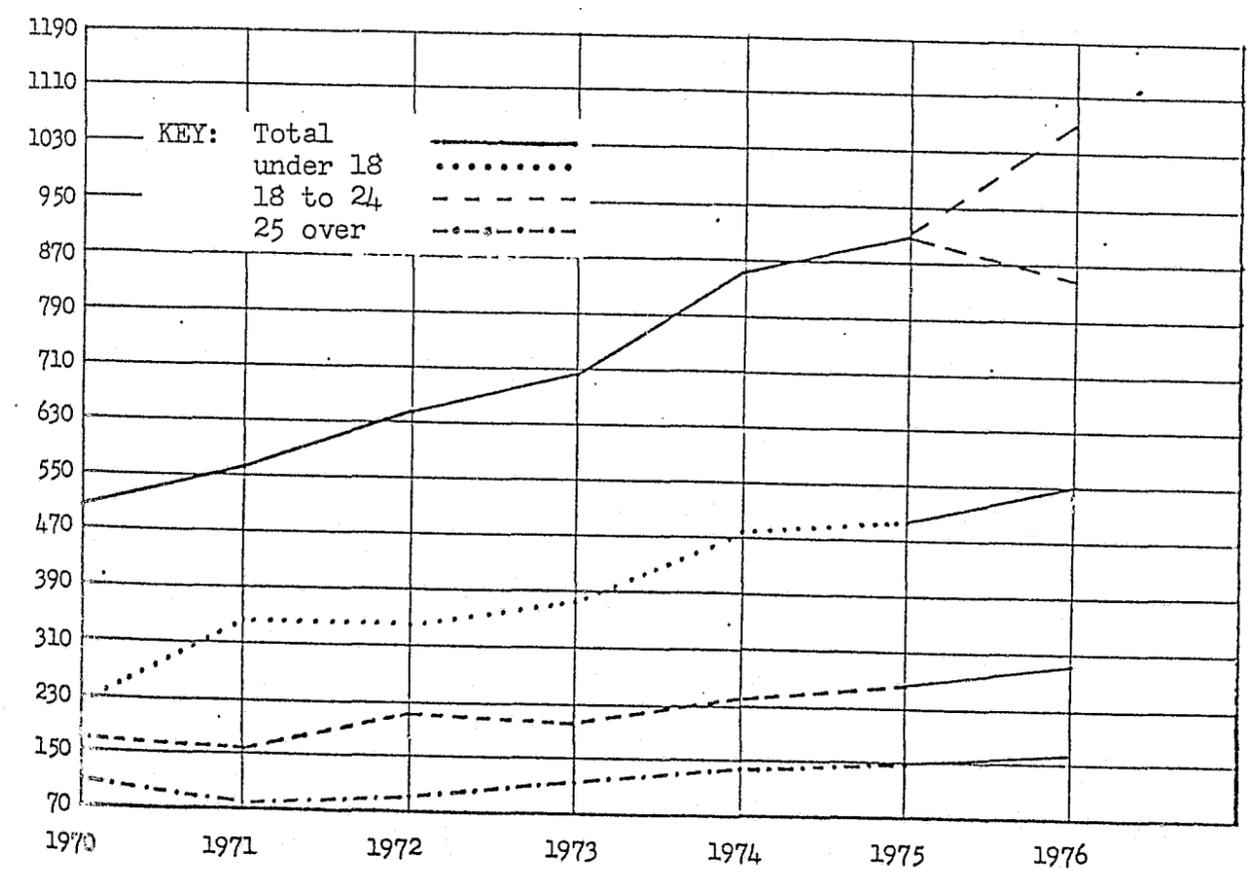
Burglary Arrest Data

Burglary, of all the Part I Crimes in Albuquerque, has seen the steadiest increase. For the past few years since 1970 when there were only approximately 510 arrests reported, it has steadily increased yearly to a high in 1975 of approximately 910. It is anticipated that if this trend continues, 1976 will reflect yet another year of increase in burglary arrest rates.

A positive variable is that burglary can be reduced through public information and public awareness.

Within the three age categories, it is anticipated that all of the arrest rates will increase (refer to Figure CA-24).

Figure CA-24 - BURGLARY



Larceny

The FBI's Uniform Crime Report for 1974 says: "Larceny-theft is the unlawful taking or stealing of property or articles without the use of force, violence, or fraud. It includes crimes such as shoplifting, pocket-picking, purse-snatching, thefts from motor vehicles, thefts of motor vehicle parts and accessories, bicycle thefts, etc." The note that embezzlement, "con" games, forgery, and worthless checks are not included.

Nationally, this crime category decreased in 1972, but has been increasing since (through 1974—the latest available report).

In New Mexico, larceny increased by 14.3 percent in 1974 over the previous year, and increased another 16.1 percent in 1975 (see page 31).

Among the various areas covered by larceny, shoplifting has shown the greatest increase nationally since 1969 (up 76 percent), followed by theft of bicycles (58 percent increase) and theft from buildings (up 30 percent).

Locally, shoplifting was second in 1975 to motor vehicle theft categories (as shown below).

Nature of Thefts		
(A) Pocket-picking	50	\$ 4,815.00
(B) Purse-snatching	139	7,557.00
(C) Shoplifting	2,541	123,853.00
(D) From Motor Vehicles (except E)	3,163	734,291.00
(E) Motor Vehicle Parts and Accessories	3,266	332,774.00
(F) Bicycles	1,040	95,945.00
(G) From Buildings (except C and H)	2,029	450,875.00
(H) From any Coin-operated Machines (parking meters, etc.)	92	3,433.00
(I) All Other	<u>1,400</u>	<u>623,893.00</u>
TOTAL THEFTS	13,720	2,377,436.00

Both nationally, statewide, and locally, this is the single most often committed major crime (For National figures, see page 30). Larceny, along with burglary and auto theft, make up the Property Crimes category, which constitutes the largest crime category among the Part I crimes.

Locally, in 1975, larceny constituted 54 percent of the Part I crimes committed in the City of Albuquerque (13,720 of 25,314 major crimes).

Larceny has continued to increase since 1973 locally, although it had declined from the previous City high in 1971. Since 1973, reported, founded incidents of larceny have also increased in the County.

The table below indicates those numbers of the total incidents in the City which occurred in various property value categories, as well as total costs of property taken:

LARCENY-THEFT		
(A) \$200 and over	2,695	\$ 1,832,497.00
(B) \$50 to \$200	4,371	461,427.00
(C) Under \$50	<u>6,654</u>	<u>83,512.00</u>
TOTAL-THEFT	13,720	\$ 2,377,436.00

The incidents were slightly more numerous in the categories of property over \$50, and the value of property taken increased with the category value.

Clearances for incidents of larceny has always been far below those cases reported and founded. The FBI says, "The nature of larceny, a crime of opportunity, sneak thievery, and petty unobserved thefts, makes it an extremely difficult offense for law enforcement officers to solve. A lack of witnesses and the tremendous volume of these crimes work in the offenders favor." Nationally, 20 percent were cleared by arrest. Locally, in 1975, the City cleared 24 percent of the cases reported, the County cleared 8 percent.

Figure CA-25, indicates the predicted number of incidents of auto burglary in the City, during 1975, as formulated by the APD SOS Analysis Unit. Along with that is the actual number of incidents that occurred during those months for purposes of comparison. (Auto burglary is a larceny.)

Figure CA-26 indicates that the larceny rate will continue to climb over the next decade in both the City and County, and that the clearance rate, while increasing slightly also, will remain far below the level of reported incidents.

The historical part of Figure CA-26 is based on these figures:

CITY-COUNTY PART ONE CRIME, 1970-1975  
Larceny - Theft

	1970		1971		1972		1973		1974		1975		% Change 1970-1975	
	Report	Clear	Report	Clear (Rate)										
APD	11,302	11,779	13,701	12,103	13,553	12,108	11,852	12,696	12,781	13,348	13,720	13,317	+21.39	+8.5
BCSD	956	129	1,037	182	954	146	949	123	1,104	92	1,370	112	+43.31	-5.3
TOTAL	12,258	11,908	14,738	12,285	13,507	12,254	12,801	12,819	13,975	13,440	15,090	13,429	+23.1	+7.1

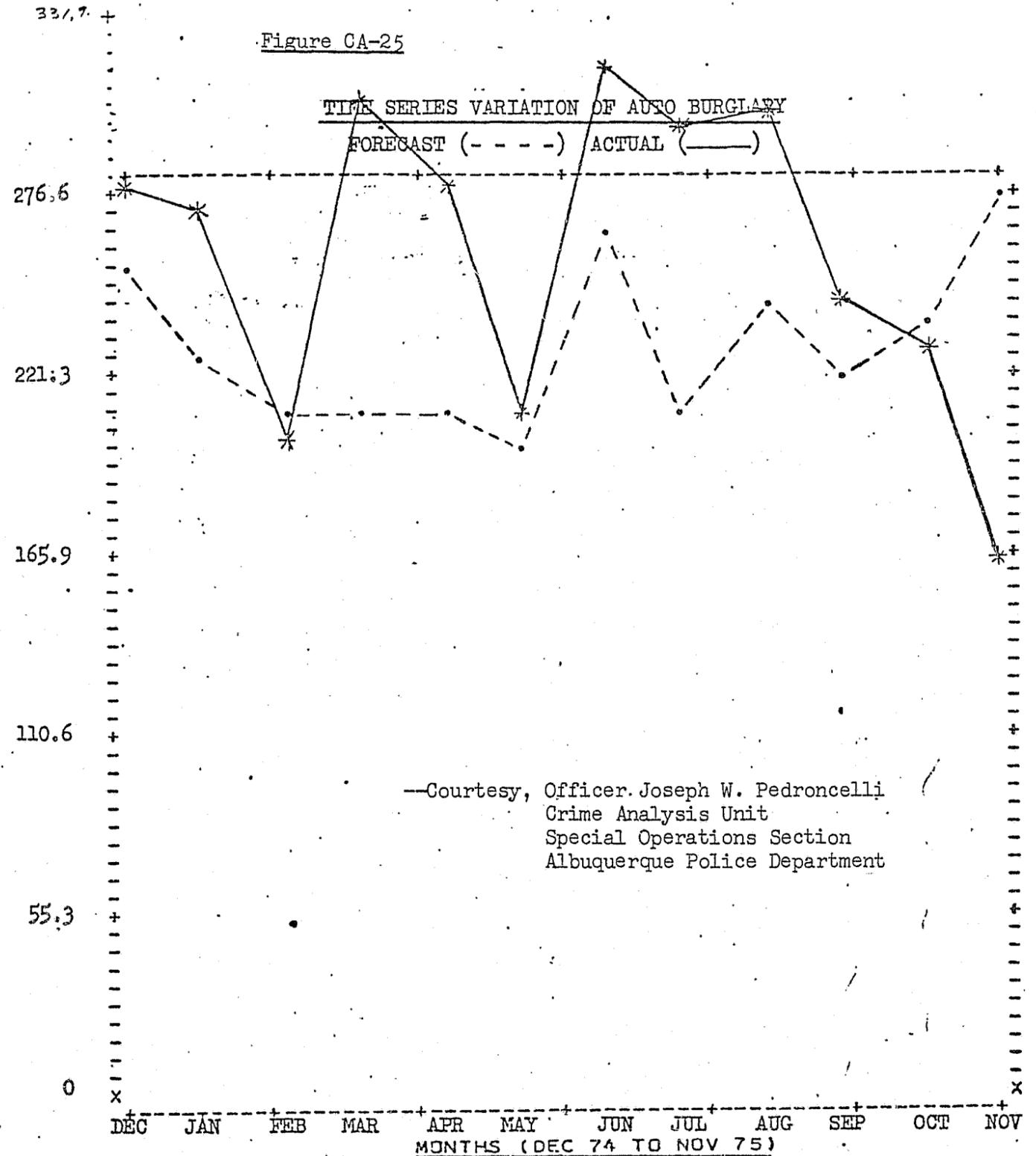
Female Involvement

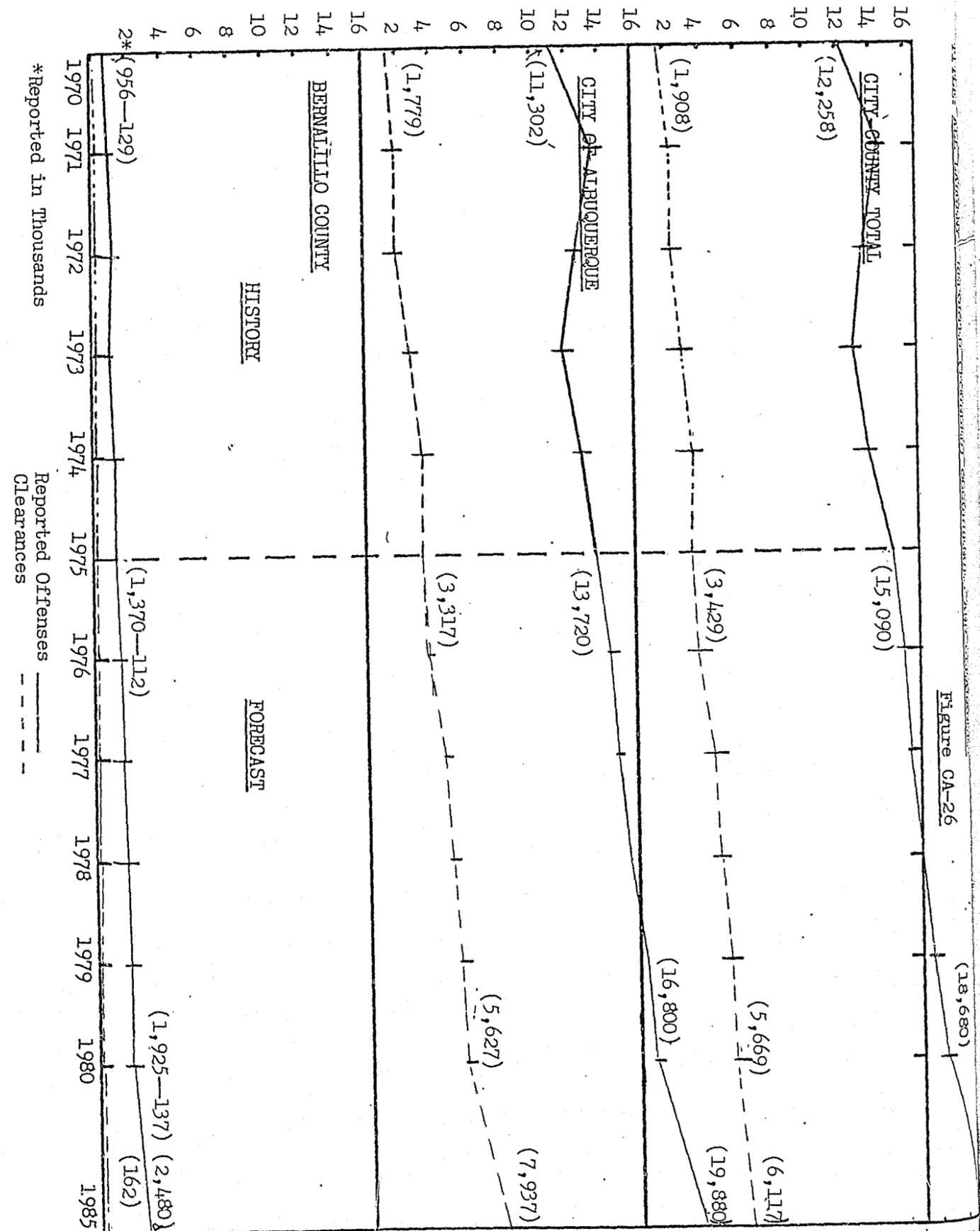
The involvement of females in both Part I and Part II crimes is increasing each year nationally and locally.

But, as reported in previous MCJCC reports, the greatest female involvement is in the larceny category — which helps considerably to make this the most often committed major crime.

In 1975, the City reported that 1,364 persons were arrested on charges of larceny. Of those, 528, or 38.7 percent, were female. Of the 528 females arrested, 294, or 55.7 percent were under 25 years of age (as compared to 61.2 percent of the males). For women and men both, the heavy involvement, in terms of numbers arrested for the crime, falls off after age 34.

The figure of 38.7 percent female involvement in terms of arrest held constant with 1974 City figures, up from a 20 percent rate in 1973.





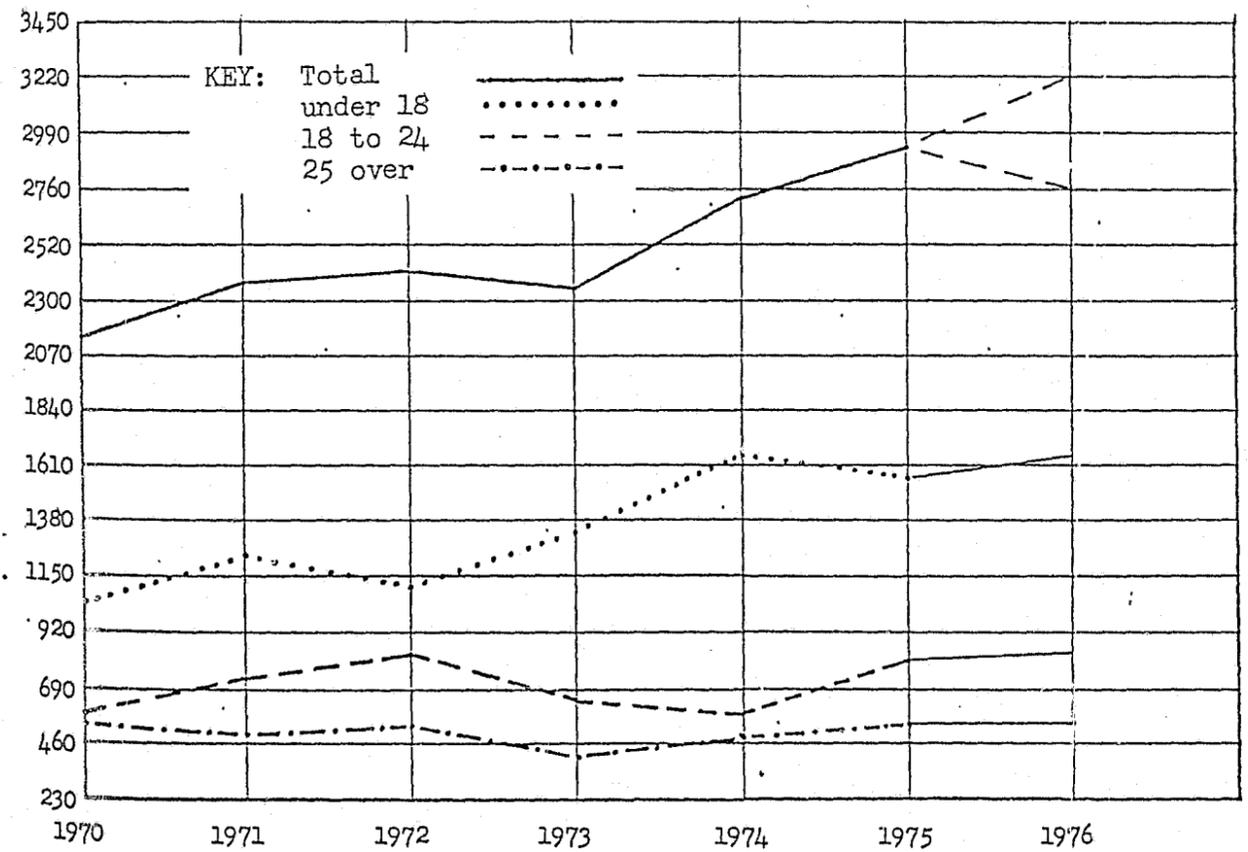
Larceny Arrest Data

With the exception of 1973 larceny has experienced a steady increase in arrest rates. From a low of approximately 2,180 in 1970 to a high of approximately 2,933 in 1975, it is obvious that the arrest rate for larceny has greatly increased and will probably continue to increase.

For larceny, the juvenile arrest rate seems to be somewhat higher (refer to Figure CA-27) than the arrest rates for the other age categories. As is the case now, juvenile arrests for larceny accounts for approximately 54 percent of the total arrest rate for larceny.

If the current trend continues, 1976 will probably see an increase of arrest rates for larceny in all age categories (refer to Figure CA-27).

Figure CA-27 - LARCENY



Auto Theft

This, according to the FBI, is "the unlawful taking or stealing of a motor vehicle, including attempts. The definition excludes taking for temporary use by those persons having lawful access to the vehicle."

Nationally, auto theft increased from 1969 through 1971, decreased for the succeeding year, then began a steep climb upward that continued through 1974 (latest report).

In New Mexico, auto theft decreased in 1974 over the previous year by 13.9 percent, but rose in 1975 by 5.5 percent over 1974.

Locally, this is one crime area that has generally been on an annual decrease since reaching a City high in 1971 and a County high (outside City limits) in 1972. On the clearance side, cases cleared by arrest have gone up in the City each year, so that the picture looks brighter locally in this major crime area, as opposed to the national scene.

Below is a report from the City regarding number of vehicles recovered during 1975:

Motor Vehicles Recovered

(A) Number Stolen Locally and Recovered Locally	864
(B) Number Stolen Locally and Recovered By Other Jurisdictions	371
(C) TOTAL OF (A) AND (B)	1,235
(D) Number Stolen Out of Jurisdiction, Recovered Locally	110

Auto theft is one of the categories covered by APD's SCS Unit.

Figure CA-28 shows the SCS predictions for 1975, along with actual occurrences on a month by month basis.

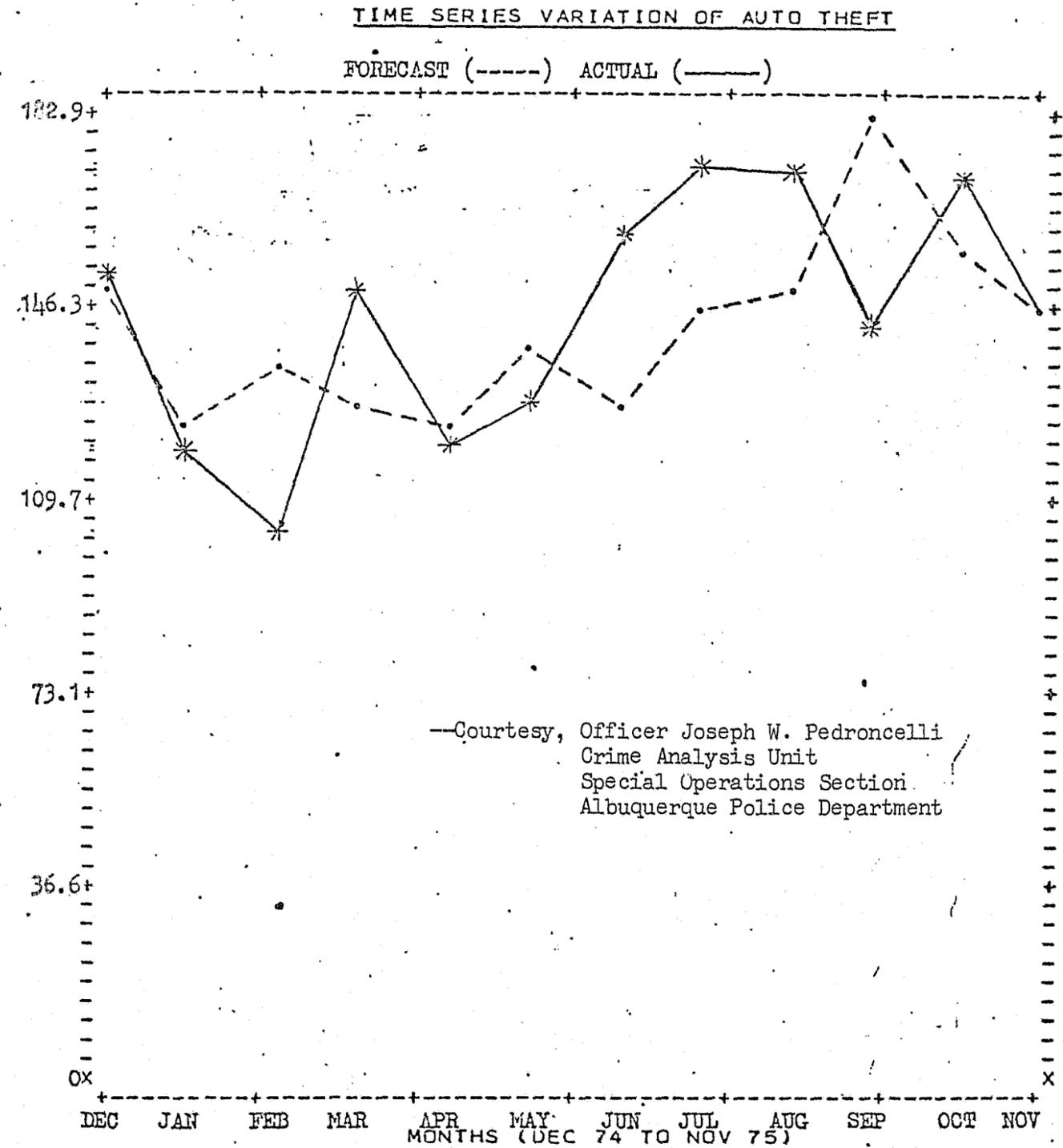
Figure CA-29 indicates that the prediction is for a continued decrease in stolen vehicles locally for the next ten years, with an increase in cases cleared, so that in ten years, this crime area should be one of minor importance. Figure CA-2 is based on the figures below:

CITY-COUNTY PART ONE CRIME, 1970-1975

Auto Theft

	1970		1971		1972		1973		1974		1975		% Change 1970-1975	
	Report	Clear	Report	Clear										
APD	1,832	210	1,988	176	1,705	196	1,623	302	1,472	306	1,418	348	-22.6	+13.0
BCSD	226	85	321	35	395	27	328	51	225	55	183	48	-19.03	-11.4
TOTAL	2,058	295	2,309	211	2,100	223	1,951	353	1,697	361	1,601	396	-22.21	+10.4

Figure CA-28



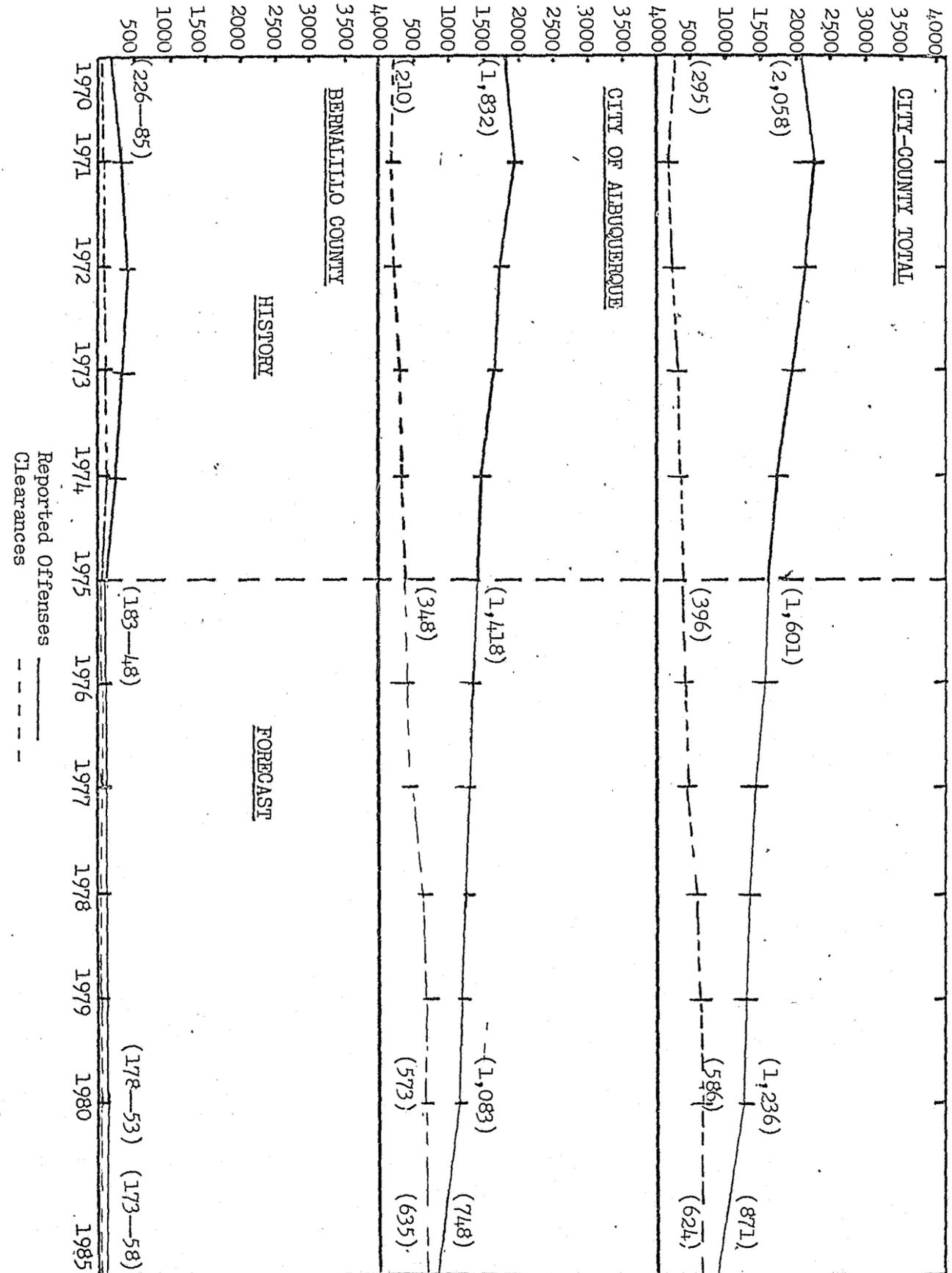
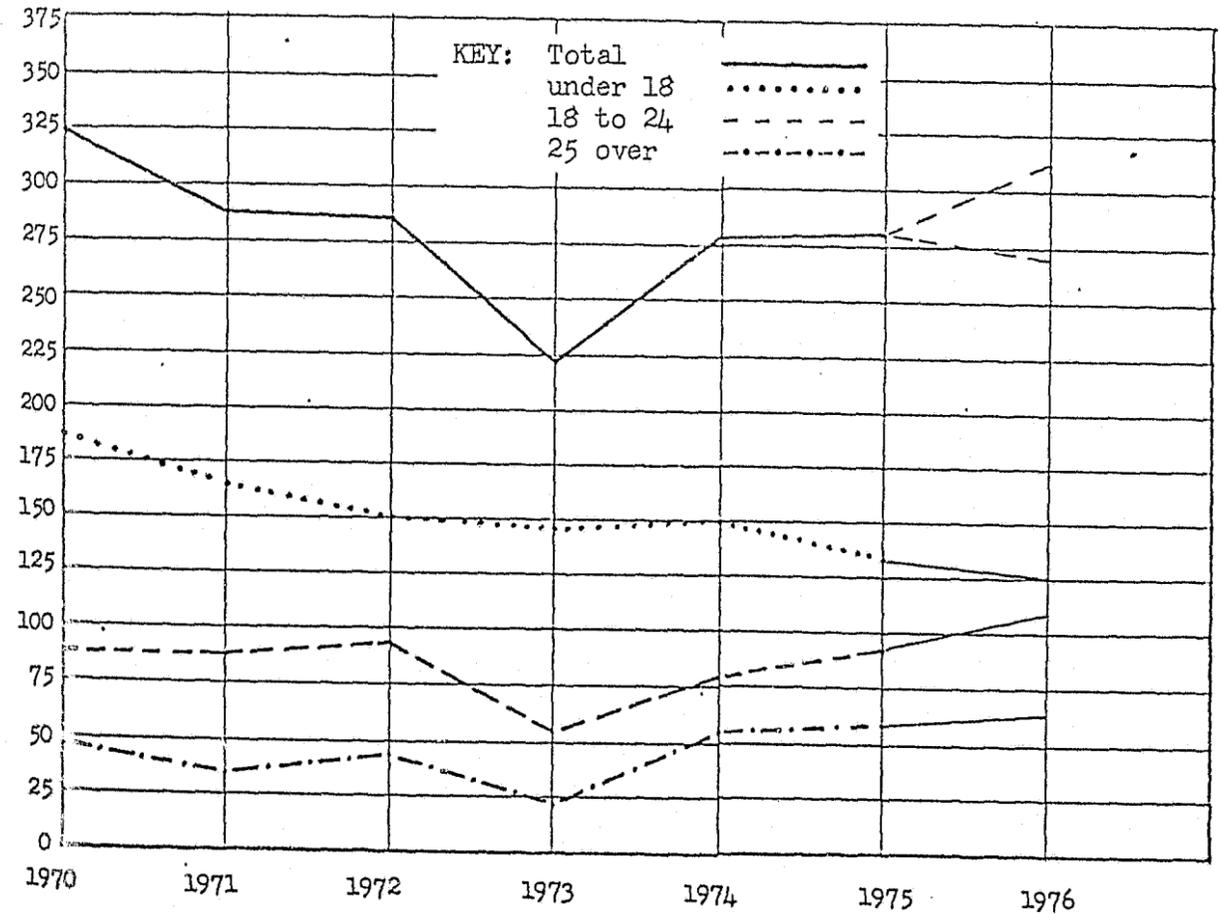
Auto Theft Arrest Data

Auto Theft trends in Albuquerque seems to see an overall decline from 1970 through 1973 (energy shortage period?) and then a pronounced increase in 1974, and a more gradual increase in 1975.

Within the age categories, juvenile arrests have been on a gradual declining trend while the other age categories seem to be following the overall pattern or trend (refer to Figure CA-30).

If the trend continues to hold, a slight increase in auto theft arrests should be noticed in 1976 (refer to Figure CA-30).

Figure CA-30 - AUTO THEFT



**CONTINUED**

**1 OF 3**

Arson

In a special category is the crime of arson. Generally, a Crime Against Property, it can also bring injury and death to those present when this crime is committed.

Arson has been growing nationally and locally at a steady rate, a fact that becomes clearer as better information and data are recorded.

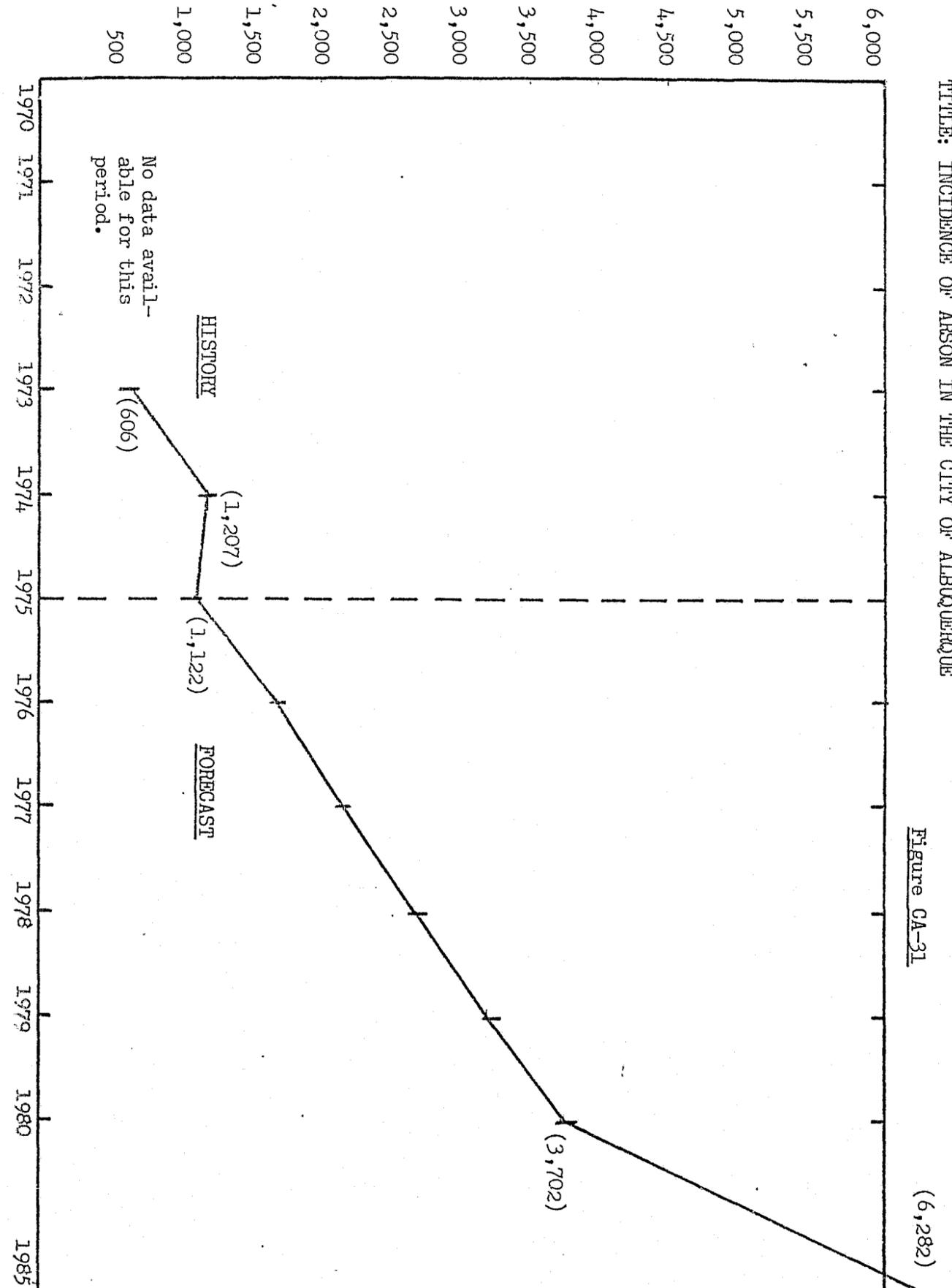
It is generally assumed that certain crimes increase in relation to population growth, economic decline and other such social factors. Arson is definitely one that gets worse as the economy gets worse. The Great Depression era of the 1930's was one of our nation's worst periods in regard to the commission of arson. In the last ten years, arson has more than tripled nationally, and has been increasing at a rate of 12 percent a year. It has resulted in an undetermined number of deaths and personal injuries. In 1973, there were 94,000 cases, totaling at least 320 million in property damage in the United States.

Arson is a "near perfect crime." A 1971 study by the Stanford Research Institute indicates the conviction rate nationally for arson is about one percent.

Locally, arson has increased steadily, although separate data for arson has only been kept since 1972-73. There has been an average yearly increase of 46 percent in the city.

The Albuquerque Fire Department has developed an arson investigative unit as part of its Fire Prevention Bureau. There are Investigators assigned by the Department, using equipment purchased through an LEAA grant developed through the MCJCC. A second grant, funded in 1976, provides for local laboratory analysis to develop evidence for arson convictions. (See a description of the unit in the "Law Enforcement Existing Systems" Section of this Plan.)

The graph on the next page predicts a major local increase in the number of reported arson cases in the upcoming years, although the forecast is based on considerably less historical data than is available for other major crimes discussed in this Section, and may, therefore, be less accurate.



### Summary

Taking population increases as a variable, overall crime will probably increase at near proportion during 1976. Along with this increase in crime, there will most likely be an increase in arrests; although other variables enter into the picture as stated earlier in the introduction.

Arrest trends themselves are almost a dependent variable when viewing the total crime picture, because they rely exclusively on occurrences and reported incidents.

Historically, the overall trends indicate highs and lows in arrest rates for years 1970 through 1975. Bearing in mind that the reported arrest rates are actually dependent variables in reported crime, it is difficult, if not impossible, to determine a realistic and accurate forecast for future years. However, an assumption can be made that arrest rates will continue to follow the historical trend for the year 1976 as they have since 1970.

### PROSECUTION

In completing the data elements of this section, the prosecution and courts component of crime analysis locally should be considered. Information from the Office of the Second Judicial District Attorney reveals that in 1975, 185 defendants were tried for crimes committed. As the table below indicates, the greatest number and percentage of defendants were in the Crimes of Violence category.

Crime Category	Number Tried	Number Convicted	Number Acouitted	Number Directed Verdicts	Number Prosecutor Dismissals	Number Mistrials	Number Pleading Guilty	Number Continued	% of Total Tried
Crimes of Violence	72	42	8	4	2	16	1		38.9
Economic Crimes	17	11	2			2	1		9.2
Property Crimes	59	42	8			5	4		31.9
Narcotics Crimes	37	24	4	1		6	1	1	20.0
TOTAL	185	119	22	5	2	29	7	1	100.0

It is also clear from the table that the higher percentage of convictions between personal and property crime was in the property crimes area.

### Repeat Offenders

There is considerable support for the notion that the majority of crimes are committed by basically a few persons who are repeating offenders: They have been committing crimes most of their lives and are not deterred by current arrest or incarceration methods.

A limited amount of research has been conducted locally into the problem of the repeat offender. In June of 1975, the Criminal Justice Program of the University of New Mexico released a report entitled The Prosecution of The Career Criminal in Albuquerque.

Using control groups of offenders to compare with a selected group of "career" criminals (defined as a person "well-known to law enforcement officials, who was considered responsible for a large percentage of felony crimes, whether convicted or not, and who continually was rearrested for additional felony offenses"), the study compared the groups in connection with bail, indictment, sentence and release. The bail system, the study found, permitted such offenders to avoid jailing pending trial, although career criminals received Release on Your Own Recognizance (ROR) far less than the control groups. The study found that "88 percent of career criminals had bond set at under \$10,000, for which the defendant was usually liable for only one-tenth of the total amount." Although most subsequent offenses "occurred after a previous charge has been dismissed and no formal charges were pending against the defendant," the second most frequent occurrence of subsequent offenses was when the defendant was free on bail.

Another problem area is the "complex and lengthy" process of indictment. The study found that career criminals were not indicted as quickly as a control group. "At least seventy percent of both control groups were indicted within one month of arrest, while a substantially lower 58 percent of the career criminal group were indicted within the same length of time." Further, "it is evident that career criminals have both a lower rate of guilty verdicts and acquittals." Once indicted, however, the career criminal cases were dismissed somewhat less frequently than the control group. The report referred to "the high rate of dismissal of career criminal cases

(but which is not nearly so high as the rate of dismissal for the control group)." Most career criminal cases are dismissed on the basis of "Insufficient Evidence" (Career—37.3 percent, Control—78.3 percent), followed by "Committed on Other Charges" (Career—33.3 percent, Control—1.2 percent) and "Victim Didn't Prosecute" (Career—11.8 percent, Control—9.6 percent).

The courts have tended to impose sentences of imprisonment on career criminals. The study found that the imprisonment rate was almost 70 percent as opposed to 50 percent for the control group. Furthermore, career criminals receive sentences of probation in only one-fourth of the cases while the control group received probation in 45 percent of the cases. Moreover, sentences were also longer for career criminals: "Fifty-five percent of the control group received a sentence of one year or less, while a mere ten percent of career criminals received such a sentence (MCJCC Note—presumably receiving a longer sentence). Nearly 50 percent of career criminals received a sentence of two-to-ten years or longer, while only ten percent of the comparison group received such a sentence."

Finally, at the time of the study, thirty-four percent of the career criminals in the study were serving sentence. The remaining sixty-six percent were in the community: Ten percent on probation, eleven percent awaiting trial or an appeal, thirteen percent with a bench warrant issued against them, and thirty percent with all charges dismissed.

The study reached several conclusions. Among them:

- Career criminals often have nothing to lose by forfeiting bond and leaving the state. Bond is seldom in excess of \$10,000 and usually one-tenth of that is acceptable in return for release. Few have problems obtaining bond money;
- Additional prosecutors to indict more rapidly might eliminate the untimely release of such persons before indictment;
- A continual investigation of dismissals for insufficient evidence might reveal a way to reduce the 37 percent rate of dismissal;
- The process by which an individual becomes labeled as a career criminal, which is oftentimes little more than a subjective evaluation, should be re-searched for the Albuquerque/Bernalillo County area.

Finally, and perhaps as important as the other findings, is the statement early in the study that:

Although data gathered for this report is believed to be the best obtainable, the incompleteness of records suggests that a word of caution is in order. Continual changes in the types of information recorded by agencies, combined with the lack of a computerized means of record keeping in the Albuquerque Police Department, the District Attorney's Office, and the Department of Corrections, allows only for tentative conclusions to be drawn.

The study does not indicate what percent of local reported, founded crimes are committed by repeat offenders, nor what percent of those arrested are defended as repeat offenders (this appears to be a subjective determination). This information does not appear to be available.

The Second Judicial District Attorney has created a Priority and Repeating Offenders Division (PROD) which is designed to focus on the identification and expeditious processing of the violent recidivistic career criminal. The special unit concentrates on felony offenders committing serious crimes: Aggravated burglaries, armed robberies, homicides, serious narcotics charges, serious sexual offenses. Cases handled are limited to persons charged with committing a felony offense (1) during the time they are out on bond on a separate felony charge; (2) out pending appeal appearance from a prior felony conviction; (3) within one year after they are released from a penal institution or an adult probation program; (4) committing specific felonies in regard to a current high-crime problem.

During the last six months of 1975, the PROD Division was involved in fourteen trials of fifteen defendants. There were twelve convictions and three mistrials. However, this Division does not necessarily handle all "career" criminals being processed through the District Attorney's Office.

An application of federal funding assistance for the project said "No statistics are available locally to determine how many persons committing offenses are of the career criminal nature, that is, a person who regularly commits dangerous violent crimes; has committed offenses while on release or bond for another offense; knows [how to use] the criminal justice system to lessen his conviction rate with each offense; and is not generally

influenced by community rehabilitation efforts."

#### SUMMARY/CONCLUSIONS

This completes the presentation of data regarding current major crime problems in Albuquerque and Bernalillo County. In summary, it is clear that for sheer volume of crime, the Property Crimes category creates the most problems locally, in terms of both number committed and value of property. Youth are heavily involved in this category. But crime committed against persons can often have much greater lasting effect on the physical and emotional well-being of the victim. Except for auto theft, all of these crime categories appear to be increasing.

Following are some more specific conclusions and observations which can be drawn from the preceding information in this Section:

- (1) Population is moving from the city to its suburbs and to Western states and cities. Tables show increasing crime rates are accompanying these population shifts.
- (2) While serious Part I Crime over the past five years has increased eight-fold nationally, Part I Crime in Albuquerque/Bernalillo County is projected to double over the 15 year period 1970-1985.
- (3) All major Part I Crimes in the City and County are projected to increase during the 15 year period covered, with the exception of Auto Theft. Thus, important managerial decisions must be made in terms of the allocation of manpower and resources to deal with various crime problems. For instance, should law enforcement agencies emphasize the protection of commercial establishments from robbery (in that data shows far more commercial than residential robbery) or should they emphasize the control of residential burglaries (as data shows more residential than commercial burglary).
- (4) Many law enforcement authorities and others in the justice system believe there is a direct connection between drug addiction and Crimes Against Property (as well as, perhaps,

robbery). Although there is little hard data available proving this connection, if the assumption is correct, it suggests that new ways of approaching the problem of drug addiction, including the possible revision of laws concerning same, must be seriously considered.

- (5) In terms of arrest data, it is obvious that those 18 to 24 and those under 18 are far more heavily involved in those Part I Crimes which involve premeditation and (especially) a desire for profit (Robbery, Burglary, Larceny, Auto Theft, Rape). Those 25 and over show a higher involvement in crimes of passion (Murder, Aggravated Assault).
- (6) The arrest data included in this Section purports to show the involvement of age groups in various crimes, particularly Crimes Against Property. It may be, however, that it actually shows increased ability, based on experience, of older criminals to avoid arrest.
- (7) Property Crime, in terms of reported, founded incidents, is far greater than Crimes Against Persons—about ten to one.
- (8) Women are increasingly involved in all Part I Crimes, but historically and currently, show by far their highest involvement in Larceny.
- (9) There is an assumption that repeat offenders—that is, those who have traditionally made a career of crime—are committing most of the crimes. However, no hard data exist to prove this statistically.
- (10) Above all, it should be noted that much of the data in this Section lends itself to several interpretations. For instance, we must assume the high involvement of juveniles in certain crimes because they are the most often arrested. As indicated earlier, however, it may be that older more experienced persons are simply more able to avoid involvement with the justice system. Thus, a system-wide automated information and tracking system is needed in order to gain more accurate information regarding repeat and other offenders.

In the Introduction to this Plan, a number of general priorities were listed which need to be considered in the near future. (See "Introduction") Further, the various subsystems (Law Enforcement, Courts, Juvenile Justice, Adult Corrections-Rehabilitation) discussed in the "Existing Systems Up-date" Section of this Plan, contain lists of needs and priorities based on information regarding levels (and changes) in their workload and manpower, and the crime forecasts in this section. (See "Existing Systems Update")

PART THREE

EXISTING SYSTEMS UPDATE

Juvenile Matters

Law Enforcement

Courts

Corrections

Isleta Pueblo

## EXISTING SYSTEMS UPDATE

### Introduction

It is not the intent within this section of the Plan to indicate or update all of the existing systems presently in operation in Albuquerque and Bernalillo County; to do so would require a volume in itself. Instead, an attempt will be made to identify some of those agencies responsible for serving persons within our Criminal Justice System, and to hopefully impress upon the reader the need for a comprehensive services system encompassing all aspects of working with youth and adults.

## CHILDREN'S COURT OF THE SECOND JUDICIAL DISTRICT COURT

### Introduction

As a division of the District Court, the Second Judicial District designates one or more District Judges to serve as Judge of the Children's Court. The Children's Court has exclusive jurisdiction over all proceedings under the Children's Code of the State of New Mexico in which a child is alleged to be:

- (1) a delinquent child; or
- (2) a child in need of supervision; or
- (3) a neglected child.

### Agency Organization

In recent years the Children's Court has experienced a steady increase in the number of cases filed. Along with this increase, however, we find a trend toward utilizing existing alternatives to incarceration; as well as the utilization of diagnostic evaluations prior to final disposition of the cases. These diagnostic evaluations are presently completed by the staff of the Second Judicial District's Court Clinic. (Refer to Courts Section of this Plan.) To further carry out the objectives and provisions of the Children's Code, services are provided by a Juvenile Probation Department which is discussed in more detail in this section of the Plan. Services are also provided by two Court-sponsored projects; Probation Management Alternatives, and Project CHIP.

### Caseload/Workload

The total number of juvenile cases pending the Second Judicial District at the end of calendar year 1975 was 2,006; additionally, there was another 2,410 cases filed during this same period. The total number of dispositions for 1975 was 1,983.

### Budget: Current/Future

(Please refer to Second Judicial District Court in the Courts Section of this Plan.)

### Agency Activities

A current project sponsored by the Second Judicial District Court is Project CHIP. This project deals primarily with CHINS (Children in Need of Supervision) who are referred by the Juvenile Probation Department and other agencies. These "status offenders" use up considerable time and energy and many youth serving agencies haven't the manpower to devote to them. The diversion of these CHINS away from the Juvenile Probation Department and other agencies is essential in order to respond adequately to their needs. The Project CHIP program essentially deals with a pre-delinquent etiology, and it has maintained an excellent record of success with those clients served.

The Probation Management Alternatives project is another Court-sponsored program coordinated through the Juvenile Probation Department. Funded by a discretionary grant from the Law Enforcement Assistance Administration, the program has been operational since February, 1975.

While the primary purpose of the project was to research the relative effectiveness of three methods of field supervision of probationers (traditional, volunteer, and team), a secondary purpose was to establish a data base to enable the Court to accurately evaluate program and personnel effectiveness, and to develop a research and planning unit for the Children's Court. At the same time, a reduction in caseload for the traditional probation officers was accomplished. The results and effectiveness of the Probation Management Alternatives project have been highly praised, and by July, 1976, a conclusive program report and evaluation will be available.

### Anticipated Needs

As in the previous MCJCC Criminal Justice Action Plans, the need for a full-time Children's Court Judge is still thought to be a serious priority for the Second Judicial District Court.

## JUVENILE PROBATION DEPARTMENT

### Introduction

The Juvenile Probation Department is an arm of the Children's Court

and is established in such a manner as to assist the child and to protect the community as provided by the law. Upon entering the jurisdiction of the Children's Court, a child's case is screened for determination of the proceedings to be undertaken, whether Court services or referral to another agency are required. Often in making this determination, an investigation and social study of the child and his family is made.

Agency Organization and Manpower

In recent years it was determined that the Probation Department staff could function more effectively if separate units were formed specializing in the particular aspects of the youth referred. These divisions became the Intake Unit and the Field Unit.

The Intake Unit provides the necessary screening of all referrals and determines the appropriate action to be taken.

The Field Unit is comprised of supervising Probation Officers whose primary responsibility is the supervision of those children while on probation. At the present time there are twenty-six probation staff members, including five Supervisory personnel, eleven Field Unit Officers, and ten Intake Officers as well as a Secretarial support staff (refer to Organizational Chart, Figure J-1, following page).

Caseload/Workload

Referrals to the Juvenile Probation Department for delinquency related offenses have been on the increase since 1972. This along with the referrals for "status offenses" (Children in Need of Supervision) and traffic offenses has shown an increase of 7 percent, or 392 referrals in 1975. (Refer to Figure J-2.) Worth mentioning at this point is the overall decrease in the number of traffic referrals which are now processed through Municipal Court and Magistrate Court. More important, however, is the significant increase in delinquency referrals reflected over the last few years.

Even with an increased staff, the caseloads remain relatively high and the Department experiences an approximate 44 percent recidivism rate (repeat offenders). Further, in relation to this recidivism rate the Department notes that 13 percent of the referrals during 1975 (or 768 children) accounted for 40 percent of their recidivism.

Of some significance, the number of children being placed on official

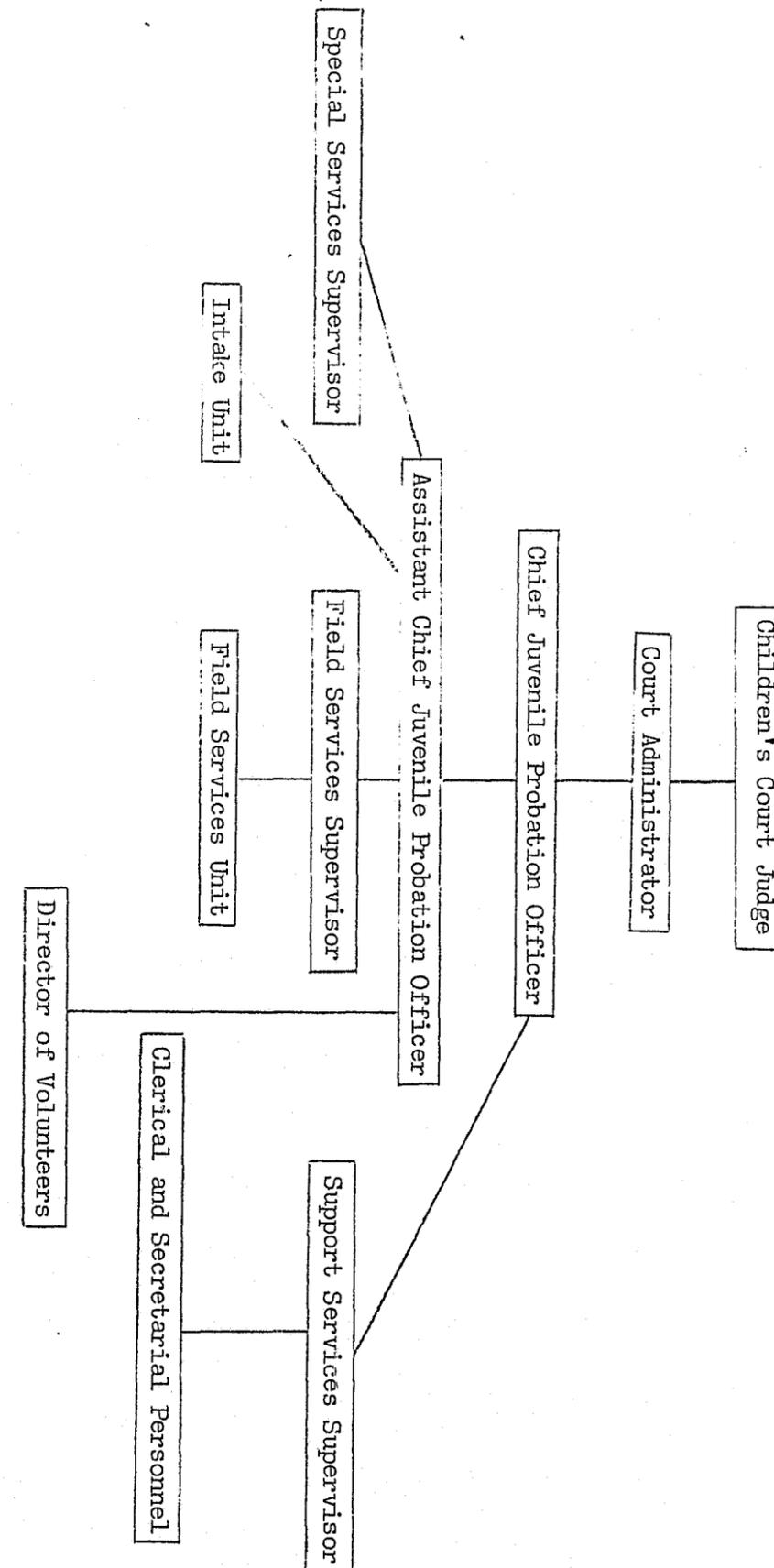


FIGURE J-1

probation by the Court has decreased by 2 percent over figures for 1974 (refer to Figure J-3). This is perhaps due to an increase in the utilization of alternative placements and programs for children who appear before the Judges.

As Figure J-4 reveals there was a very slight increase in the total number of offenses committed during 1975. This slight increase, however, is considerably lower than the total offenses committed in 1971 according to the figure shown. This would indicate, of course, that children arrested today are being charged with fewer crimes than those in past years.

Budget: Current/Future

The current operating budget for the Juvenile Probation Department is \$417,900. It is anticipated that next fiscal year's budget will remain approximately the same, with perhaps a slight increase.

Agency Activities

The separation of the Juvenile Probation Department Staff into two units has created a more effective means of handling the increased case-loads being referred. Also, programs such as the First Offender Drug Abuse Education Program and the Volunteer Probation Officer's program, within the Department, have accounted for a smaller number of children on each supervising officer's caseload.

Anticipated Needs

Of major concern to the Juvenile Probation Department is the rate of recidivism, or repeat offenders. Programs of a preventive nature are desperately needed in the community and have been identified as an area of need by many youth serving agencies.

The need for a full-time Children's Court Judge has also been expressed and was mentioned in the 1975 Albuquerque/Bernalillo County Criminal Justice Action Plan.

JUVENILE DETENTION HOME

Introduction:

The Juvenile Detention Home is a facility utilized by various law enforcement agencies for the primary purpose of detaining those children

FIGURE J-2

TOTAL REFERRALS

TYPE	1971			1972			1973			1974			1975		
	#	%	-%+	#	%	-%+	#	%	-%+	#	%	-%+	#	%	-%+
DELINQUENT	3376	.353	-.076	3404	.413	+.008	3628	.715	+.066	4043	.734	+.114	4684	.79	+.14
CHINS	967	.101	-.062	799	.097	-.174	744	.146	-.069	1196	.217	+.607	879	.15	-.27
TRAFFIC	5209	.546	+.202	4041	.490	-.224	705	.139	-.826	273	.049	-.613	341	.06	+.20
TOTALS	9552	1.000	-.148	8244	1.000	-.137	5077	1.000	-.384	5512	1.000	+.086	5904	1.00	+.07

FIGURE J-3

PLACED UNDER SUPERVISION

	1971			1972			1973			1974			1975		
	#	%	-%+	#	%	-%+	#	%	-%+	#	%	-%+	#	%	-%+
MALE	272	.858	-.011	304	.886	+.118	378	.896	+.243	638	.958	+.688	533	.81	-.16
FEMALE	45	.142	+.216	39	.114	-.133	44	.104	+.128	28	.042	-.364	123	.19	+.77
TOTALS	317	1.000	+.016	343	1.000	+.082	422	1.000	+.230	666	1.000	+.578	656	1.00	-.02

FIGURE J-4

TOTAL OFFENSES REFERRED

	1971			1972			1973			1974			1975		
	#	%	-%+	#	%	-%+	#	%	-%+	#	%	-%+	#	%	-%+
OFFENSES	11,684	1.000	-.126	10,166	1.000	-.130	6085	1.000	-.401	6387	1.000	+.050	6417	1.00	+.005

in need of custody. The responsibility of the Home is to provide temporary custody on a short-term basis and is generally utilized by the Court in that manner.

The Children's Code of the State of New Mexico as amended during the 1976 Legislative Session mandates that by July 1, 1978, children can no longer be housed with adults in jail facilities around the state, this, of course, does not apply to Albuquerque/Bernalillo County, as the Juvenile Detention Home here is one of two such facilities in the state.

Agency Organization and Manpower

The total number of employees at the Juvenile Detention Home is 37. (Refer to Figure J-5 for organizational structure.)

Caseload/Workload

The total population of children detained at the Juvenile Detention Home during 1975 was 3,646; an increase of only 17 children over the previous year.

The figure also reflects a decrease in the number of females held, while there was a marked increase in the male population over this period (refer to Figure J-6).

FIGURE J-6

JUVENILE DETENTION HOME TOTAL POPULATION HELD

<u>YEAR</u>	<u>MALE</u>	<u>FEMALE</u>	<u>TOTAL</u>
1971	2,286	797	3,083
1972	2,082	793	2,875
1973	2,222	768	2,990
1974	2,739	890	3,629
1975	2,873	773	3,646

Figure J-7 reveals the ten most frequently committed offenses for which children are held at the Juvenile Detention Home. As is visible, the offenses most frequently committed are comprised of only two categories of Part I Crimes, while the remaining eight categories include four offenses considered as "status offenses".

FIGURE J-7

TEN MOST FREQUENTLY CHARGED OFFENSES

<u>OFFENSE</u>	<u>FEMALE</u>	<u>MALE</u>	<u>TOTAL</u>
Burglary * (Commercial & Residential)	18	359	377

FIGURE J-5

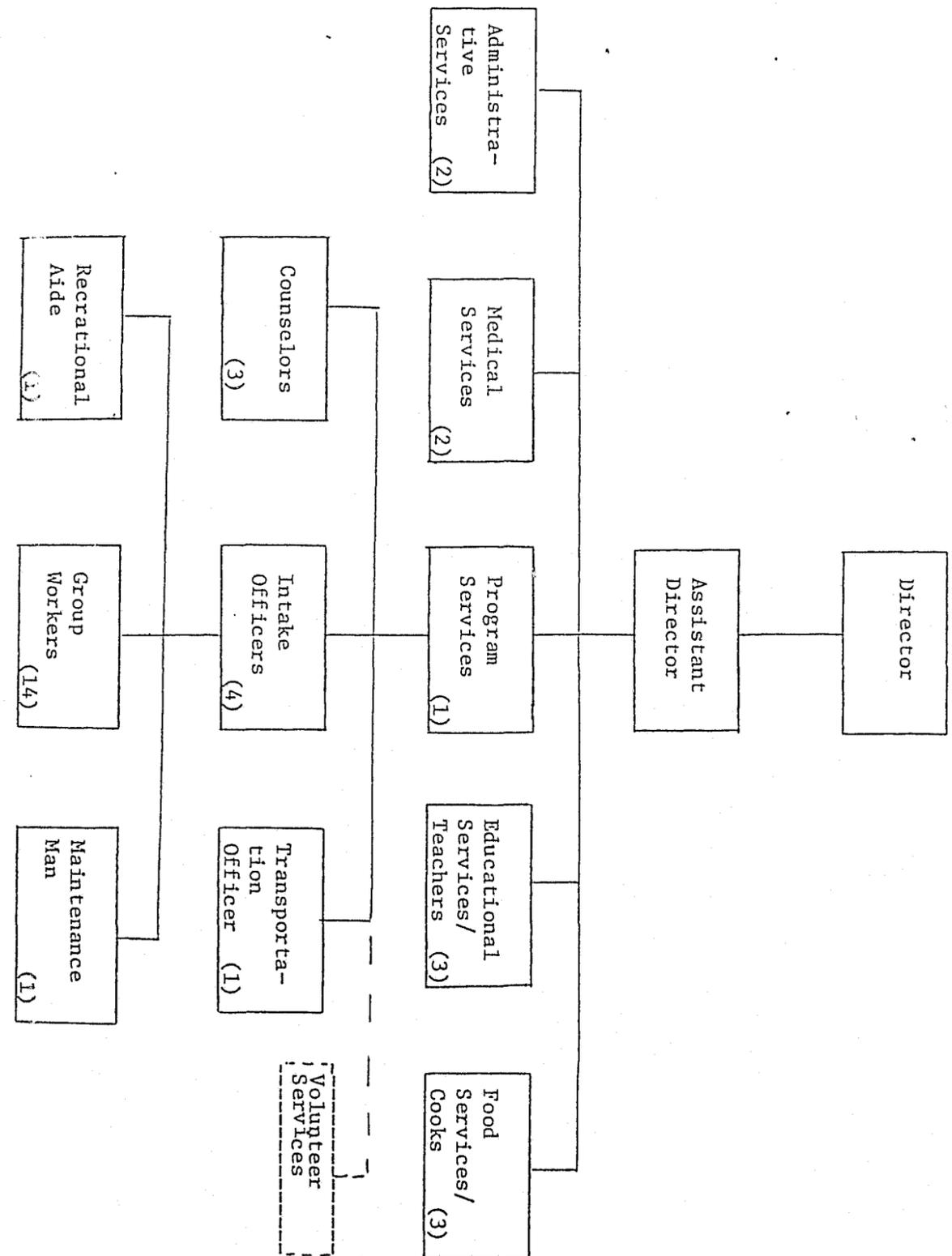


FIGURE J-7 Continued

<u>OFFENSE</u>	<u>FEMALE</u>	<u>MALE</u>	<u>TOTAL</u>
Runaway (local)	195	122	317
Disorderly Conduct	35	243	278
Liquor Violation	36	212	248
Drug Violation	24	181	205
Shoplifting	93	99	192
Incorrigible	81	99	180
Runaway (out of state)	71	95	166
Curfew	41	125	166
Auto Theft *	12	128	140

\* Part I Crimes

The Juvenile Detention Home is often improperly used for a large number of children who have not committed offenses classified as a crime if committed by an adult. In 1975, there were 138 children, many of which were status offenders held for 30 days or longer in the Detention Home.

In this regard, New Mexico ranks very low in the amount of Deinstitutionalization of status offenders (refer to Figure J-8, following page).

Budget: Current/Future

The operating budget of the Juvenile Detention Home for fiscal year 1975-76 is approximately \$389,000. The budget requested for next fiscal year totals approximately \$465,000.

Agency Activities

During this past year several changes have been made at the Juvenile Detention Home, one of which was the appointment of a new Director. An in-house medical program is now fully equipped and operational. The equipment, made available through a Law Enforcement Assistance Administration grant will provide health care and prevention services to the children, as well as reduce the amount of time used in transporting children to and from the hospital. The medical program is staffed by a part-time doctor and a full-time nurse.

Programmatically, as mentioned earlier, the Detention Home by definition is a facility for short-term custody and by no means is rehabilitative in nature. In-house counselors do provide services to the children, however, while in custody.

Anticipated Needs

With respect to the needs as outlined by the present Director of the

For this map, height only represents levels of deinstitutionalization. Shading is used merely to delineate states and has no other function.  
From: Preliminary Report by National Assessment of Juvenile Corrections, University of Michigan.

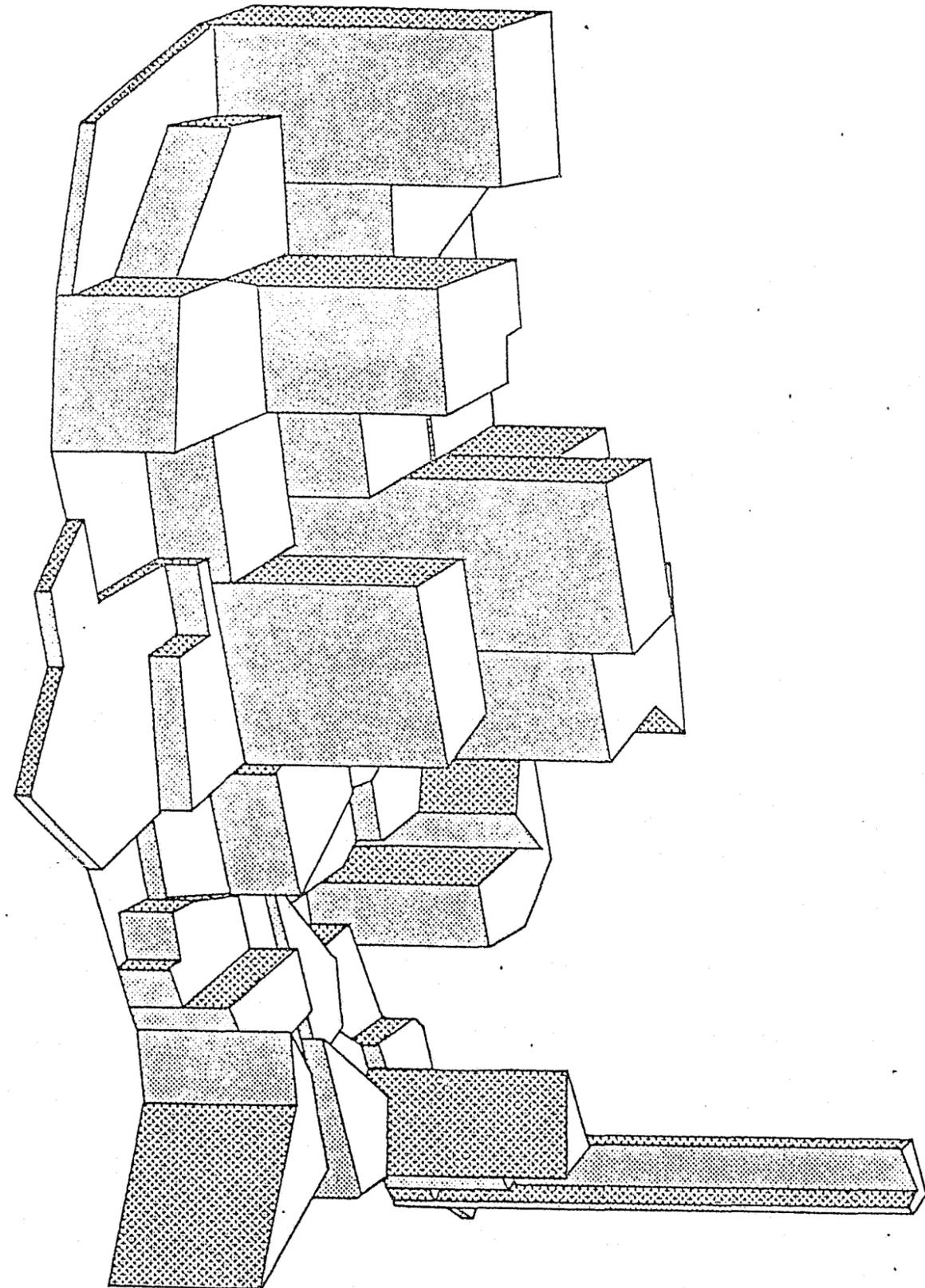


FIGURE J-8

Detention Home, the most pressing problem is the physical facility itself. This problem should be overcome, however, as Bernalillo County voters have approved a bond issue for the construction of a new Juvenile Detention Home. Construction should hopefully begin during the latter part of 1976, and will take place at the present site of the Detention Home.

Of some concern additionally, is staff training, administratively this will be accomplished on an internal basis. At the present time, it is felt that the Detention Home is adequately staffed and requires no additional personnel to carry out their daily activities.

HOGARES, INC.

Introduction

Hogares, Inc. was created in 1973 as a centralized agency filling the need for treatment and group home placements. Despite the increased number of group homes operated by Hogares, Inc., there remains still an overwhelming need for such residential treatment facilities.

Agency Organization and Manpower

Established as a non-profit corporation, Hogares, Inc. is governed by a Board of Directors, while an Executive Director and Administrative Assistant carry out the policies and decisions made.

At the present time, Hogares, Inc. operates five group homes and is in the process of establishing a CHINS Service System composed of a facility and Intake/Treatment component. (Refer to Figure J-9, following page.)

Caseload/Workload

The projected adolescent client population for Fiscal Year 1975-76 is 350-375 total clients served. Of that number, 22 to 26 per month will be residents in the various homes, while the remainder will be served on an Intake/Referral basis.

Figure J-10 reveals the average number of clients served per month over the past three fiscal years. This overview indicates that Hogares is continuing its growth in terms of the number of individuals served and may be leveling-off in terms of monthly client population. Resident

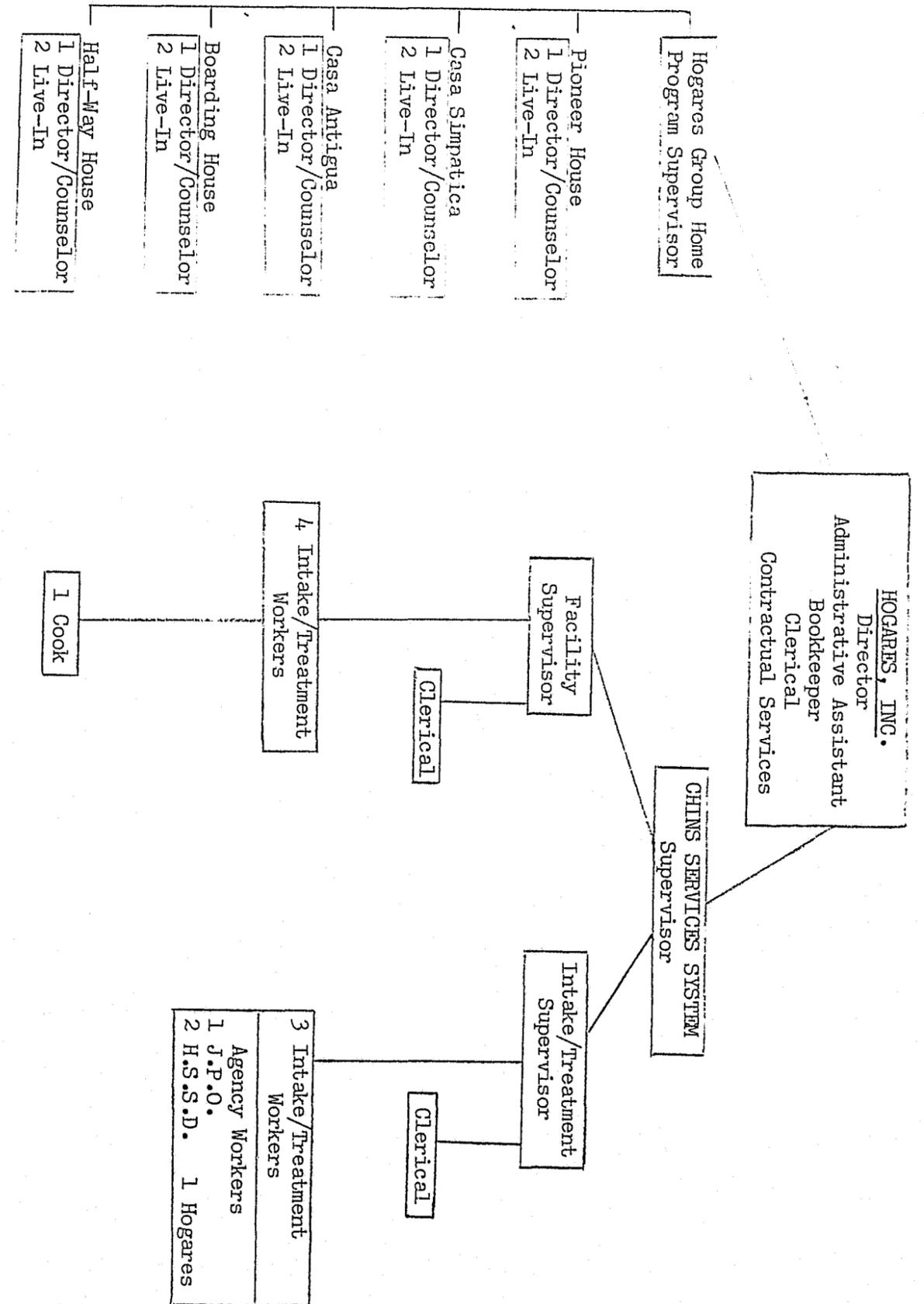
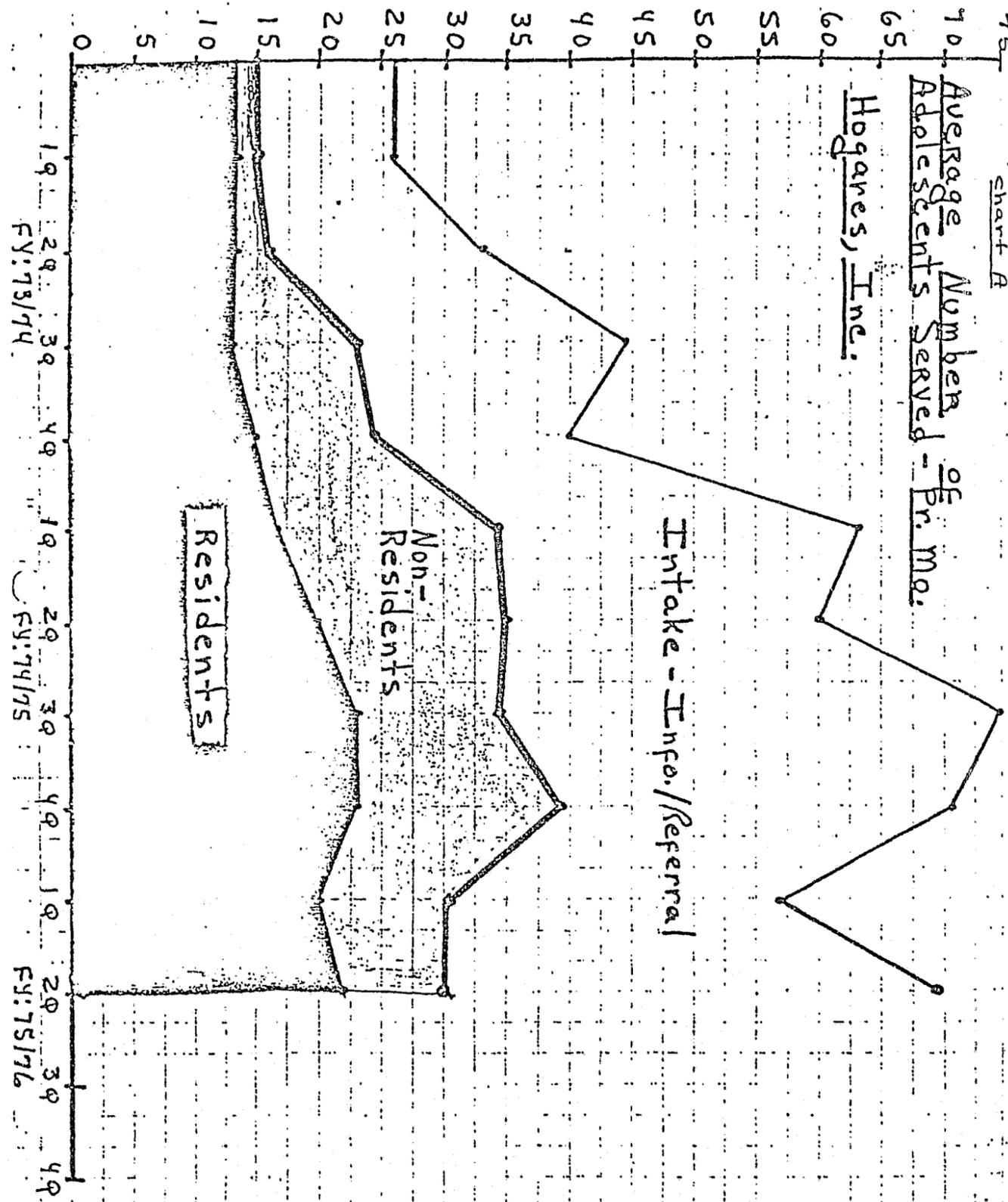


FIGURE J-9

FIGURE J-10

(Chart by Marian Bevins, Research Consultant)



population has shown a slow but steady increase in the past, and is expected to continue in this trend.

Budget: Current/Future

The current operating budget for Hogares, Inc. is approximately \$464,250, with funds derived from multiple sources including; the Department of Health and Social Services, City of Albuquerque, County of Bernalillo, and grants through the Law Enforcement Assistance Administration. This figure also includes the CHINS Facility budget. The anticipated budget for next fiscal year will be approximately \$568,356.

Agency Activities

During the current fiscal year, Hogares, Inc. has been active in the continuous maintenance of their group home programs, as well as embarking upon the establishment of a CHINS Service System, including a facility and intake component. The efforts that have been made by Hogares, Inc. are looked upon with high regard concerning the development of a CHINS Services System. The goal, of course, is to remove those CHINS or "status offenders" from the Juvenile Justice System, and in this respect, a comprehensive services system can best accomplish this.

Anticipated Needs

Hogares, Inc. has experienced few problems within their programmatic designs for each of the group homes. However, of some concern to the administration has been an inability to retain live-in houseparents for the group homes. Experimentation with various aspects of their employment (time-off, salaries, etc.), has been undertaken and the results have been significant for their retention. Whereas, married couples employed previously did not seem to work out, the hiring of two single adults has proven to be more effective.

No immediate needs have been identified, however, as with any relatively new agency, minor planning difficulties seem to occur. The most pressing need at the present is the continued establishment of the CHINS Services System.

YOUTH DEVELOPMENT, INC.

Introduction

Youth Development, Inc. is a community-based project, and has been operational since December, 1971. Although primarily concerned with youthful activities in the Southwest Valley area, the program has now expanded its services through a North Valley component as well.

Agency Organization and Manpower

To oversee the programs and formulate policy-making decisions, advisory boards for both the North and South Valley areas were formed. These policy-making boards are composed of community, professional, and youth representatives.

Youth Development, Inc. employs twenty-four staff including the Executive Director. Most of the personnel are Outreach Counselors who work with the youth and families within the community. (Refer to Figure J-11, following page.)

Caseload/Workload

As of April 1, 1976, the North Valley component has served approximately 206 clients while the South Valley component has handled nearly 2,000 clients since the project was initiated. Of this last number, 30 percent were referred after some involvement in criminal activity. The majority of referrals to Youth Development, Inc. come from the Albuquerque Public Schools indicating their support and interest in programs of this nature. (Refer to Figure J-12.)

FIGURE J-12

YOUTH DEVELOPMENT, INC. REFERRAL SOURCES

Albuquerque Public Schools	746
Albuquerque Police Department	32
Adult Probation	42
Parents or Relatives	136
Walk-In	290
Sheriff's Office	57
Board of Directors	30
Juvenile Probation	227
Youth Counselors	149
Other (agencies, friends, etc.)	262

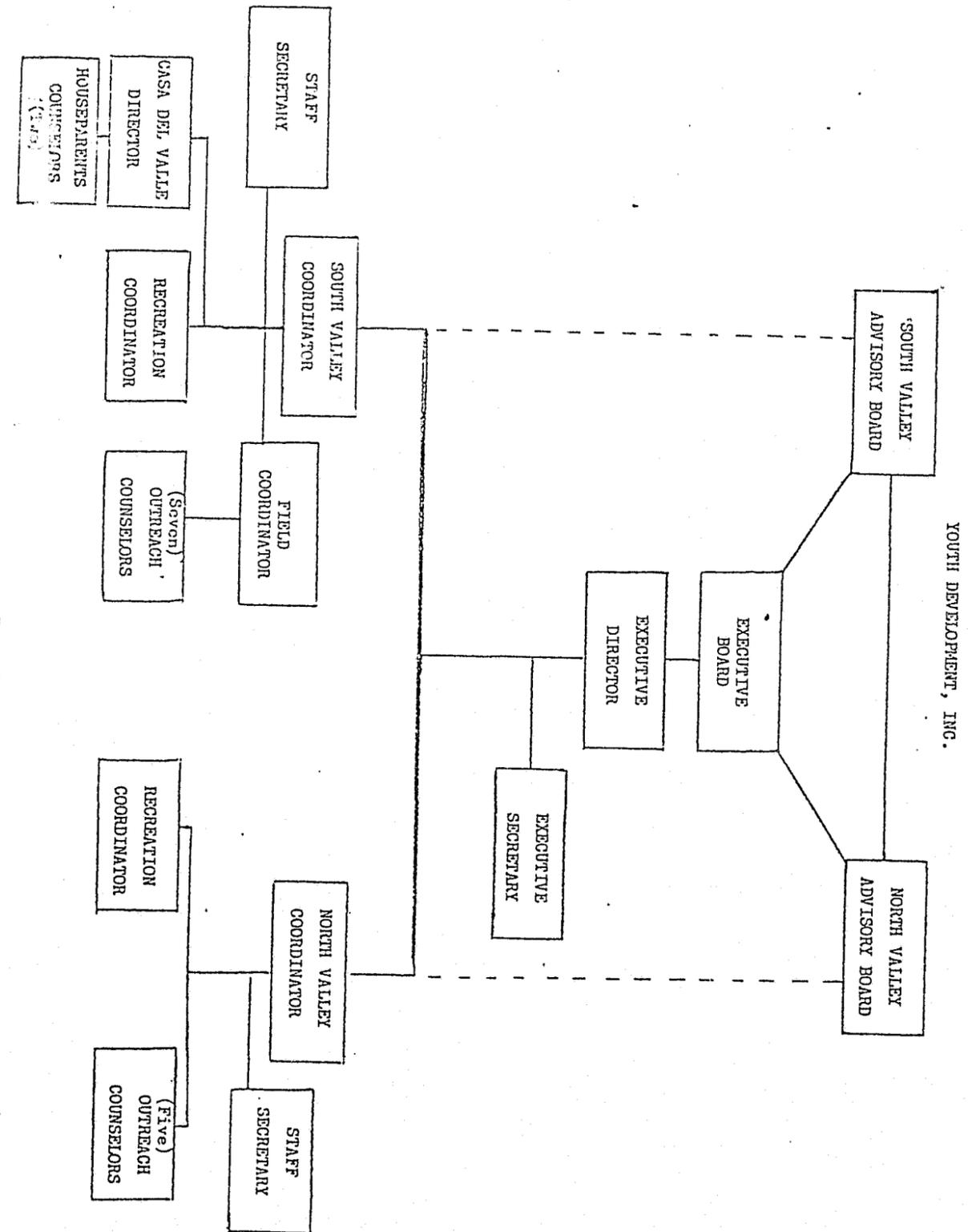


FIGURE J-11

Budget: Current/Future

The current operating budget for Youth Development, Inc. is \$160,000 for the South Valley component. The North Valley component is funded by Community Development Act funds in the amount of \$117,078. Anticipated budgets for next fiscal year will remain relatively the same, although problems have occurred with the availability of funds for the South Valley component. At the present time attempts are being made by the Executive Director to seek additional funds through several sources.

Agency Activities

The primary objectives of the Youth Development, Inc. concept are to aid in the reduction of juvenile involvement in crime, while assisting those youths in developing their personal and social lives. The major thrust of the program's efforts are within the schools where Youth Counselors are at the disposal of the school's administration and counseling staff. The Youth Counselor assists by offering or seeking the following services:

1. Individual, Group, and Family Counseling
2. Tutoring
3. Recreational Activities
4. Job or Alternative School Placements
5. Court Representation
6. Foster Group Home Placement
7. Drug Education

As a community-based program, the project is diverting the youth from the Juvenile Justice System, and keeping them from further adjudication or incarceration.

Anticipated Needs and Problems

A major concern of the Youth Development, Inc. staff at present is the maintenance of the program itself through obtaining additional funds for operation. Due to a lack of funds the foster group home, Casa del Valle, was discontinued. The need for facilities of this nature within the Albuquerque/Bernalillo County area are great and it is unfortunate that once established, facilities are not maintained because of the scarce availability of funds.

No problems exist programmatically, other than mentioned above, and staff level at the present time appears adequate. The most pressing issue is acquiring the necessary continuation funding for Youth Development, Inc.

ALBUQUERQUE PUBLIC SCHOOLS

Introduction

The main impetus of the Albuquerque Public School system is the provision of skill training for all students with the basic objectives of economic competency, a sense of personal worth, and positive social skills.

Agency Organization and Manpower

The Board of Education consists of five members, elected for six years on a staggered basis. This same board also serves as the Governing Board of the Technical-Vocational Institute. The Board of Education is the elected voice of the community and is strictly a policy-making body. The Board employs a Superintendent of Schools who is responsible for assembling a staff and implementing the policies developed by the Board of Education.

The Albuquerque Public School employees for the current school year number well over 6,000 including approximately 3,500 teachers.

Caseload/Workload

The enrollment for school year 1975-76 is 82,416 regular students. This includes also night school enrollments and special education students.

The School District is decentralized into three areas each with a superintendent and staff. The East and South Areas each have three high schools with attendant junior high and elementary feeder schools. The North Area has four high schools with respective feeder schools. The average class size district-wide, not including special education and kindergarten students is: Elementary - 26.5, Junior High - 26.9, and High School - 27.3.

Budget: Current/Future

The current operational budget for this school year is \$85,931,047. This figure does not, however, include other funds such as debt service,

special Federal projects, building fund capital outlay, emergency account, or transportation, etc. It is difficult to estimate the future school year budget, although a nominal increase of approximately ten percent is likely.

Agency Activities

The Albuquerque Public School system serves to provide education to children through its schools in the City of Albuquerque, County of Bernalillo, and even a small section of Sandoval County. The school system has 10 High Schools, 15 Junior High Schools, 7 Middle Schools, 76 Elementary Schools and 6 Special Schools, for a total of 114 schools.

In the past, growing demands placed on the schools has created special schools and programs within the system, many of which utilize federal sources for funding. These special schools provide an array of services to reinforce positive personal and social growth. Many of these programs impact greatly on the Juvenile Justice System offering alternatives for those children with special needs or desires. Some of these schools and programs are; Freedom High School, School-On-Wheels, Community School, New Futures School, Buena Vista Center, and the Career Enrichment Center.

Administrative activities toward the development of more special schools and programs continues at this time in an effort to continuously upgrade the educational opportunities available to our young people.

BERNALILLO COUNTY MENTAL HEALTH/MENTAL RETARDATION CENTER

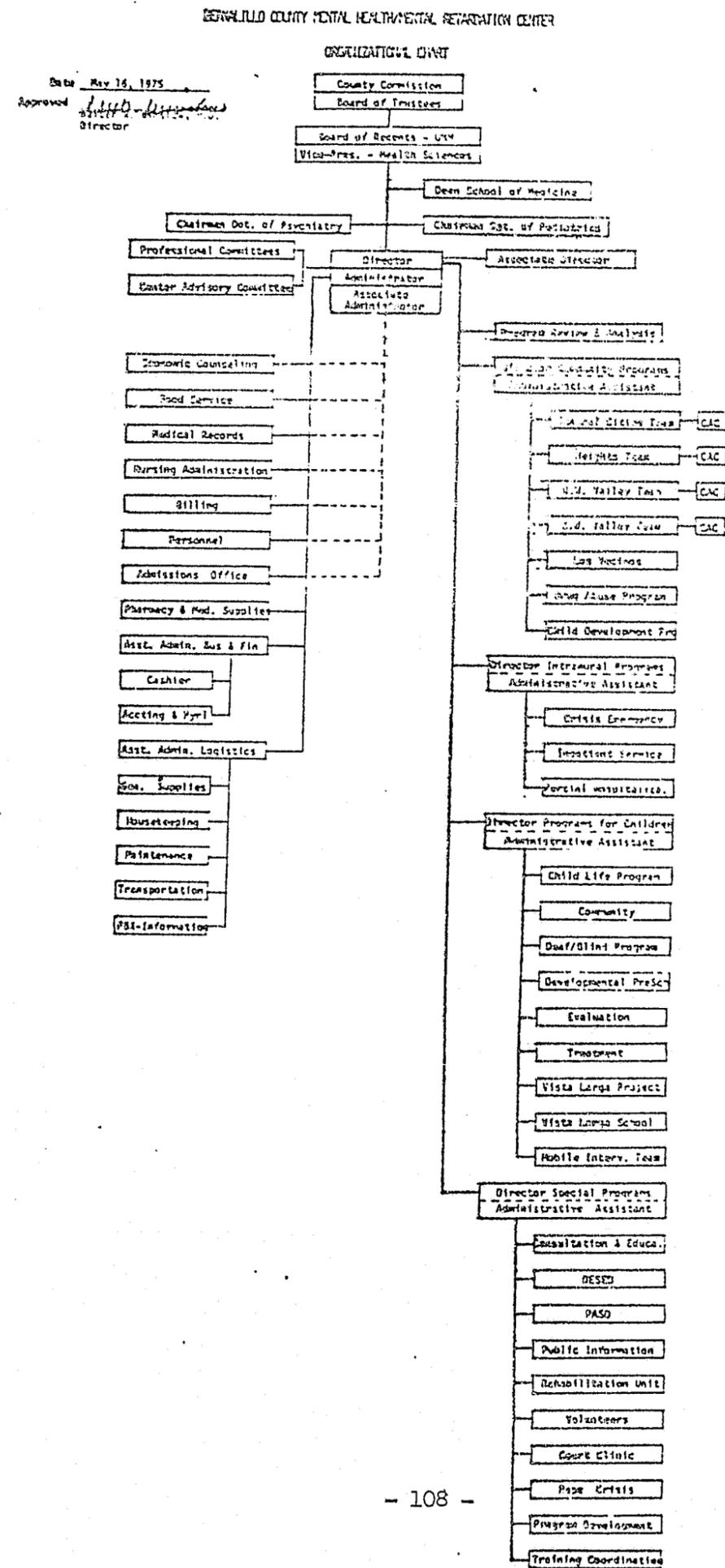
Introduction

The youth services section of the Bernalillo County Mental Health/Mental Retardation Center remain an integral part of the referral sources utilized by the Juvenile Justice System. Services provided include prevention, treatment and rehabilitation in mental health, mental retardation, and drug abuse.

Agency Organization and Manpower

The services provided to children are only a small part of the overall organization of the Center. As Figure J-13 indicates, the total organizational

FIGURE J-13



structure of the manpower employed is quite complex, moreover, there are approximately 136 employees in those areas serving youth. This number includes Psychologists, Psychiatrists, Social Workers, Counselors, and Registered Nurses to name a few.

#### Caseload/Workload

During fiscal year 1975-76 the Programs for Children component served a total of 883 clients on an out-patient basis. The Vista Large Therapeutic School served approximately 32 children. Child Development Center had an intake figure of 56 patients while the Drug Abuse Program handled approximately 233 clients per quarter. These figures indicate a dramatic increase in the number of client-patients served by the Center over the past years.

#### Budget: Current/Future

The total operating budget for the Bernalillo County Mental Health/Mental Retardation Center for this fiscal year was \$4,200,000. The anticipated budget for next year will be approximately \$4,000,000. These figures reflect the entire budget for the Center and are not indicative of the amounts in youth serving programs alone. The reduction in the overall budget is due to a lesser amount of federal funds.

#### Agency Activities

The decentralization and expansion of the contact teams has proved to be an essential factor in the effectiveness of services offered by the Bernalillo County Mental Health/Mental Retardation Center. In addition, the formation of a Technical Assistance Team providing training to various criminal justice agencies served to enhance many inter-agency relations.

The services provided and technical assistance available are widely utilized by such agencies as Juvenile Probation Department, Albuquerque Public Schools, and Drug Abuse Education and Coordination Center.

## DRUG ABUSE EDUCATION AND COORDINATION CENTER

#### Introduction

The Drug Abuse Education and Coordination Center was created by a Joint Powers Agreement between the City of Albuquerque and the County of Bernalillo in response to a growing concern about the relationship between drug abuse and crime.

The philosophy of the program is that the misuse of drugs is but one manifestation of deeper underlying emotional problems. Based on the above philosophy, the program's goal is intervention at the earliest feasible time in the development of personalities which might have a potential for drug dependency.

#### Agency Organization Manpower

Several components exist within the internal framework of the Drug Abuse Education and Coordination Center's program. Total manpower consists of 15 in-house personnel with approximately 15 facilitators contracted additionally through the year. (Refer to Figure J-14, following page, for organizational chart.)

#### Caseload/Workload

Clients served during calendar year 1975 number approximately 7,427. This figure is reflective of a slight increase over the previous year, however, more importantly, this number does not reflect actual number of contacts with clients; which is a more realistic account of manhours expended. The above stated client total includes those clients served by three components of the Drug Abuse Education and Coordination Center: the Community Youth Drug Prevention Program, the First Offender's Program, and Project Focus. Juveniles probably accounted for half of the stated figure for clients.

#### Budget: Current/Future

The overall agency budget for this current operating year is \$223,329. This includes all program components and Information and Research, an essential part of such an agency.

Next fiscal year's budget will reflect an increase in all programmatic areas, especially in research and the Community Youth Drug Prevention Program. The proposed budget will be approximately \$275,058.

Agency Activities

Project Focus is a primary prevention program designed to reduce the destructive behavior of children by providing significant adults in children's lives. To accomplish this task, Project Focus and the Albuquerque Public Schools train teachers and parents with the necessary skills to achieve the emotional growth needed, which in turn will lead to a lower incidence of destructive behavior in children.

The First Offender's Program conducted by the Drug Abuse Education and Coordination Center has proven to be an effective model, utilizing the effectiveness of family centered therapy as a viable approach toward the treatment of juvenile offenders. This program has been widely acclaimed and is now operating successfully within 21 New Mexico communities.

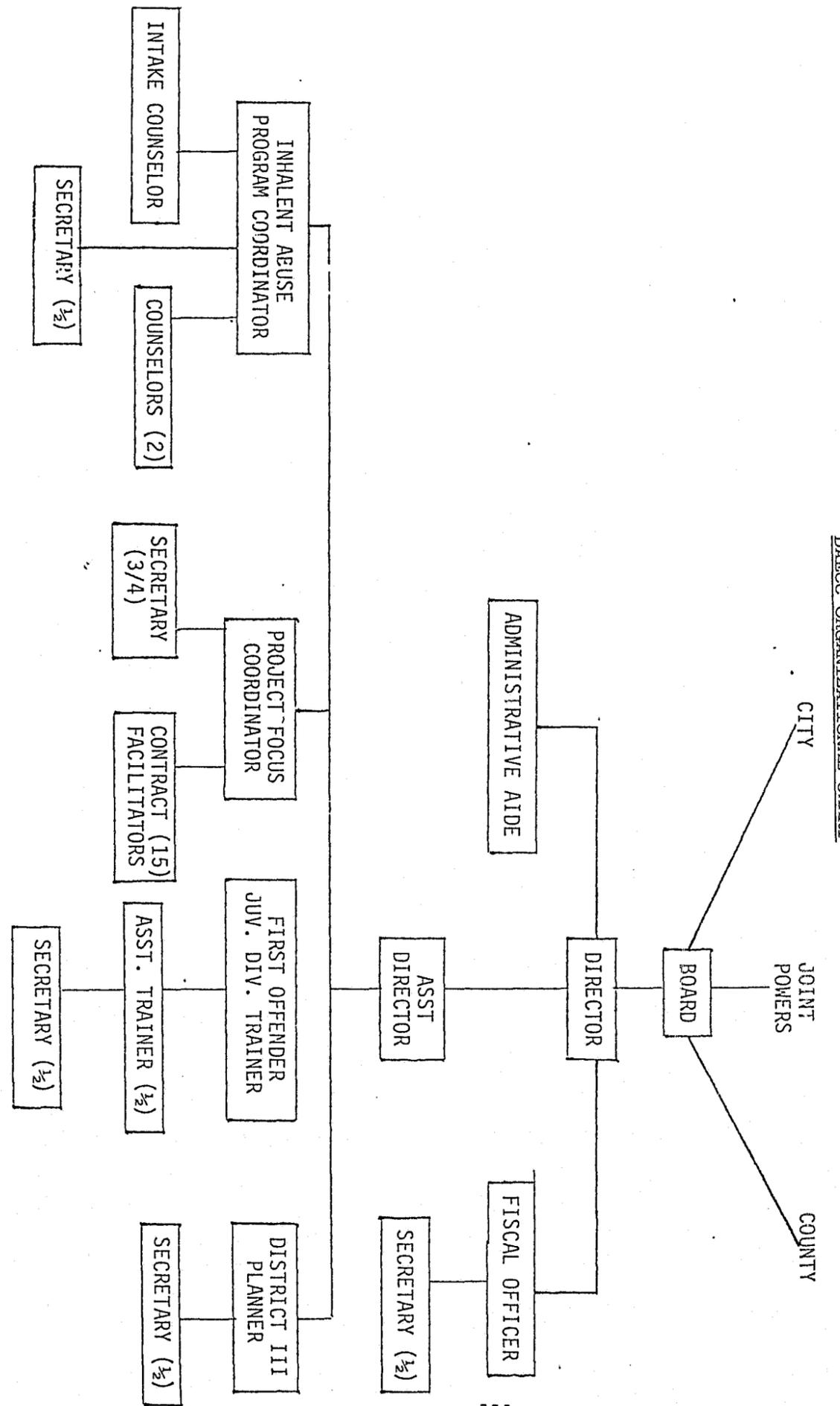
The Community Youth Drug Prevention Program has developed and begun documentation to prove the overall impact and success of the Solvent Abuse Treatment and Family Counseling Program ongoing at present. This program's long range goal is to reduce the number of delinquency cases involving solvent abusers by:

- a. Determining through the diagnostic intake model the underlying causal factor precipitating the client's abusive drug behavior; and
- b. through counseling of clients and their families, alleviate underlying causal factors precipitating the clients' abusive behavior.

This program has been successful in diverting large numbers of chronic inhalent abusers from the Second Judicial District's Juvenile Probation Office and court system, back into socially productive roles. The overall program evaluation will be completed by late summer, 1976.

CONCLUSION AND PRIORITIES

The preceding updated materials included in this Section have again indicated the need for a comprehensive youth services system in Albuquerque/



Bernalillo County. The 1974 and 1975 Criminal Justice Action Plans support the conclusion that, the needs of our community must be addressed in a comprehensive approach in order to alleviate the youthful involvement in crime.

As the updated materials reveal, our community has made substantial progress in developing alternatives for the young person, but more importantly our community must continue to strive forward in dealing with the problems at hand. Certainly, more group homes, residential treatment facilities, and community-based alternatives are necessary, but in order to effectively impact on the Juvenile Justice System, those facilities and services must be coordinated.

The following priorities were established by the Standing Committee on Juvenile Justice Matters of the Metropolitan Criminal Justice Coordinating Council. The Standing Committee on Juvenile Justice Matters supports these priorities as being interrelated, further, to accomplish an overall comprehensive system each priority assumes the same importance as the others. (Numbers are used for listing purposes only.)

1. Continue and develop programs which begin soon after initial Juvenile System contact and which are designed to provide intensive family-oriented rehabilitation, especially for first offender children and their families, and to divert them from the system. This includes development of a diagnostic capability for children determined by the courts to be in need of psychological evaluation.
2. Develop special programs that work with Children In Need of Supervision (CHINS) to divert them from contact with the Juvenile Justice System.
3. Continue development of group homes and other residential treatment facilities for children as alternatives to inappropriate placement and incarceration. Special emphasis should be placed on additional placement resources for girls.
4. Develop family-oriented programs in the community.
5. Develop and expand volunteer participation and citizen awareness of juvenile justice agencies and programs.
6. Provide quality defense and timely prosecution for children accused of violations of the law.

7. Re-evaluate the purposes and aims of the Juvenile Detention Home.
8. Develop and continue diversion programs for the identified youthful offender, especially for those between the ages of 18 and 25.
9. Develop alternate methods of rehabilitation including community-based programs for the reintegration of youthful offenders into the community.
10. Develop adequate programs in the public schools which meet the diverse needs of the students.

#### Long-Range Priorities

1. Develop a community-wide network of prevention-oriented projects and programs.
2. Support and reinforce the Youth Services System in the metropolitan area.
3. Develop systemwide accountability in dealing with children by the Juvenile Justice System.
4. Institute programs that remove status offenders from the Juvenile Justice System and provide services to emphasize the social nature of the problem rather than the criminal nature.
5. Create a new position for a full-time Juvenile Court Judge within the Second Judicial District.
6. Develop specialized training and orientation of special law enforcement units in the unique problems of juvenile crime; i.e., apprehension, evidence gathering, courtroom testimony, alternatives to prosecution.



### Caseload/Workload

The following chart indicates comparative totals for Part I type crimes and other related police activities during the last two years.

<u>Comparative Totals 1974 - 1975</u>			
<u>Type Crime or Related Police Activity</u>	<u>1974</u>	<u>1975</u>	<u>Change</u>
Homicide	31	31	0
Rape	183	181	- 2
Armed Robbery	803	819	+ 16
Aggravated Assault	877	1,353	+ 476
Burglary	6,547	7,792	+1,245
Larceny	12,781	13,720	+ 939
Motor Vehicle Thefts	1,472	1,418	- 54
Accident Investigation	12,122	13,430	+1,308
Citations Issued	286,123	289,653	+3,530
Escorts	496	348	- 148
Alcohol Tests	2,818	2,118	- 700
Motorists Assisted	58,080	60,450	+2,370
Sports Events Patrolled	545	512	- 33
TOTALS	382,878	391,825	- 937 +9,884

Omitted from the above statistics are manslaughter by negligence and simple assault.

The present workload, as assigned, is as follows:

#### A. Shift Assignments

Shift 1	79	(8 or 12-hour day)
Shift 2	89	(8 or 12-hour evening)
Shift 3	135	(night, weekend, relief)
Total	303	

#### B. Work Assignments

Traffic	25
Patrol	298
Investigations	112
Administration	31
Other	40
Total	506

The average officer works a 40-hour week or five days. There are 14 officers who specialize in certain fields (lab, bomb squad, etc.). (See Organizational Chart.)

### Budget Totals

The budget for 1974-75 was increased in 1975-76 by \$1,960,292.

#### Budget Expenditures

	<u>1975-76</u> <u>Current Year</u>	<u>1974-75</u> <u>Previous Year</u>	<u>Change</u>
Payroll	\$ 7,450,753	\$ 6,947,683	+ 503,075
Benefits	2,761,836	2,177,034	+ 584,802
Capital Outlay	1,179,471	174,117	+1,005,354
Operating Expenses	1,047,271	1,058,940	- 11,669
Other (PEP, CETA, etc.)	141,237	262,507	- 121,270
Total	\$12,580,573	\$10,620,281	+1,960,292

#### Significant Agency Events During the Past Year

During the past year, there were only minor changes within the Department. In 1975, the Albuquerque Police Department established a Canine Unit to assist officers on patrol. Perhaps the most significant event in 1975 was the police strike, from which the Department has recovered. In the fall of 1975, the Chief appointed a Task Force to study the problems of the Department; this was assigned to a Deputy Chief, and is ongoing at this time. There was also a Career Development Project initiated, and it is hoped this will be put in effect in the near future.

#### Goals

During 1975, the Chief of Police stated he wished to obtain certain goals within the Department. These goals and accomplishments are as follows:

##### Crime Prevention and Detection Goals

1. Goal: 10 percent reduction in residential and commercial burglaries.  
Achievement: 19 percent increase over 1974.
2. Goal: Maintain 30 percent clearance rate of index crimes.  
Achievement: 27 percent clearance rate in 1975; in 1974, it was 26.6 percent.
3. Goal: 5,000 new participants in Operation Identification.  
Achievement: 5,489 new participants.

##### Public Safety and Peace-Keeping Goals

1. Goal: 10 percent reduction in injury accidents.  
Achievement: 11.6 percent increase.

2. Goal: 20 percent reduction in police incidents involving resisting arrest.  
Achievement: 57 percent reduction; 290 cases in 1975, 669 in 1974.
3. Goal: 30 percent reduction of arrest at the scene of domestic disputes.  
Achievement: 74 percent reduction; 67 cases in 1975, 262 in 1974.

#### Effective Use of Resources Goals

1. Goal: 39 percent reduction in police vehicle accidents.  
Achievement: 14.2 percent reduction.
2. Goal: 5 percent reduction in rate of consumption of gas and oil.  
Achievement: 9 percent increase in consumption.
3. Goal: 5 percent reduction in the use of unscheduled overtime funds.  
Achievement: \$317,292 was spent for all overtime in calendar year 1974; \$450,600 in calendar year 1975. Cost-of-living increases of 11 percent were granted during 1975. However, after discounting the cost-of-living raise, 1974 was exceeded by 26.4 percent.

#### Possible Major Problems

No major problems are anticipated during the coming year; however, some problems remain from year-to-year. These include, but are not limited to, the following:

##### A. Manpower

Manpower continued to remain a problem with the increasing metropolitan population on a year-to-year basis. At the present time, 30 new personnel are being hired. However, due to losses over the last year, through retirement, resignation, and terminations, the 30 new personnel will only make up this loss. It will not add officers. Also, a problem exists with the continuing cost to the City for training and maintaining the number of officers that is required for proper police coverage of the metropolitan area.

##### B. Communications

A problem exists in the area of communications due to old and outdated equipment. The present equipment will not adequately handle the increasing needs of the Department. New

communications equipment has been requested by applying for a federal grant; however, this is not assured at this time.

##### C. Space Needs

The present space of the Department is not adequate for efficient operations; however, with the completion of the third floor of the Police Building, it is anticipated space will be adequate for the next five years.

##### D. Juvenile Officers

The Juvenile Section has performed its operations, as have other sections, with a limited number of officers for the total caseload it must handle. It is conceivable that, in the not too distant future, a sizeable increase of juvenile officers will be required to handle the large juvenile caseload.

##### E. Career Development

Career Development within the Department remains an area that needs to be developed. At the present time, there is no Career Development Program for sworn personnel or Albuquerque Police Department civilian personnel. Research has been done in the area of sworn police officers and a grant request made to LEAA. This grant was disapproved; however, an appeal is being submitted. There are no plans at present for an Albuquerque Police Department Civilian Career Development Program.

#### Forecast of Agency Needs

The Albuquerque Police Department will require, during the coming year, additional manpower, new and revised communications equipment, an increase in juvenile officers, and additional increases in budget allocations to handle the above. In order of priority, the agency would require:

1. Additional funding;
2. Updated computer system;
3. Updated communications system.

THE BERNALILLO COUNTY SHERIFF'S DEPARTMENT

Introduction

During 1975, the Bernalillo County Sheriff's Department (BCSD) made no major changes in operations or manpower. However, the Sheriff was replaced during 1975, and a new Sheriff was appointed by the Board of County Commissioners. The new Sheriff placed all BCSD personnel presently employed under the County Personnel Act. This insures all personnel job security during the change of Sheriff's Administration every two years. This was done voluntarily by the new Sheriff. However, in January of 1976, State Law will require that all personnel be under a personnel act.

Agency Organization and Manpower

Agency manpower consists at the present time of 136 male and 7 female sworn officers. There are 13 male and 36 female civilians. The total number of officers and civilians is 192 personnel.

Sworn operational personnel are:

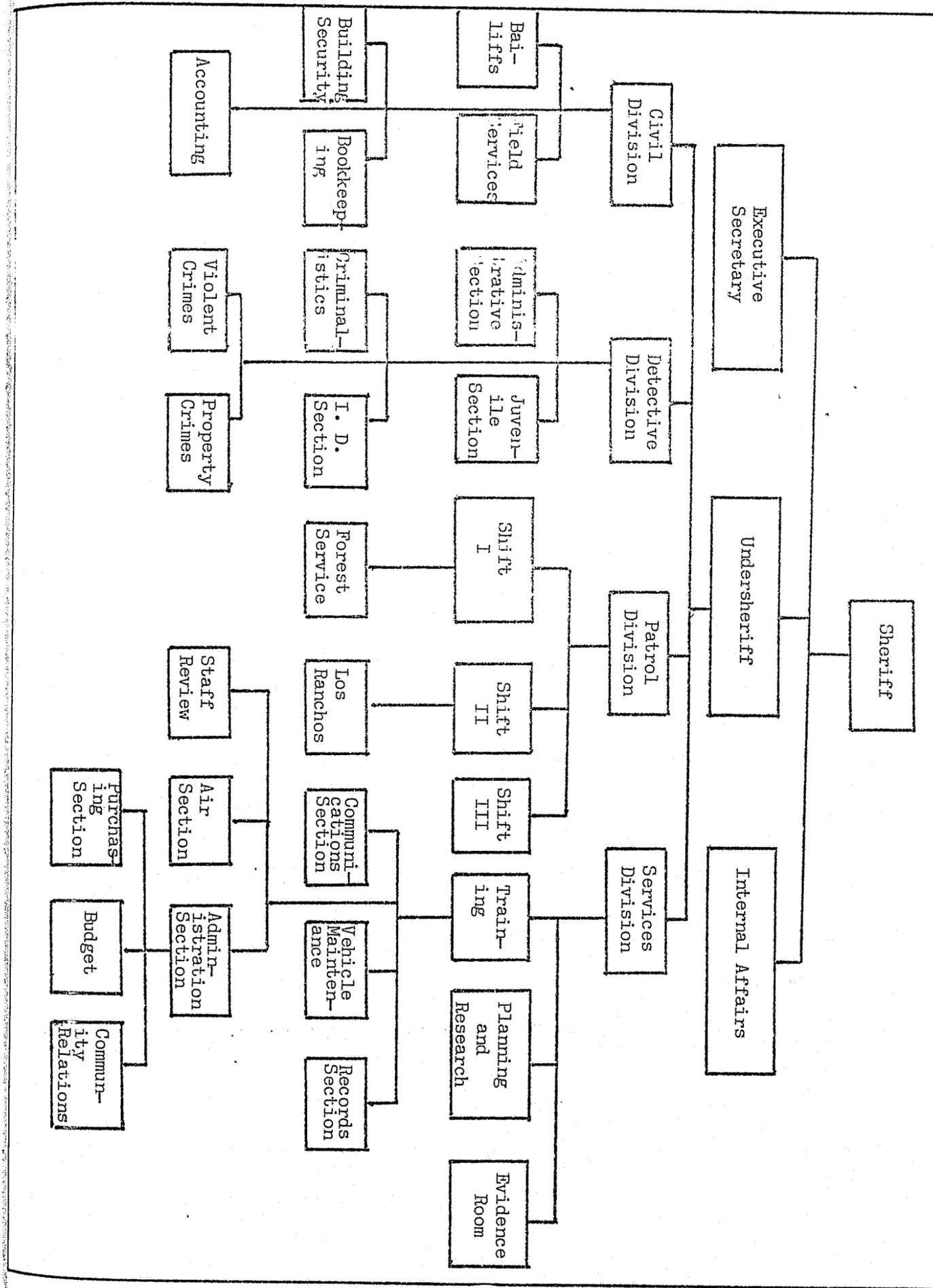
Patrol	55
Warrants	9
Detectives	29
Narcotics	6
Civil and Bailiffs	<u>24</u>
	123 Operational
Administrative and Command Sworn	<u>20</u>
	143 TOTAL

The present ratio of sworn officers to population—143 for 80,000 inhabitants in the County—is 17 sworn officers less than the national average recommended by the FBI. The present Sheriff plans to increase the Department in 1976 to bring it in line with the national average. (See Organizational Chart, following page.)

Caseload/Workload

Part One Crime

Classification of Offenses	1974	1975	Percent
Homicide (1)	4	8	+100.00
Rape	26	38	+ 46.15
Robbery	75	74	- 1.33
	121 -		



Part One Crime Continued

Classification of Offenses	1974	1975	Percent
Assault (2)	131	248	+ 89.31
Burglary	1,261	1,537	+ 21.89
Larceny-Theft	1,104	1,370	+ 24.09
Motor Vehicle Theft	225	183	- 18.67
<b>TOTAL</b>	<b>2,826</b>	<b>3,458</b>	<b>+ 56.29</b> (22.36 percent increase)

- (1) Omits Manslaughter by Negligence
- (2) Omits Non-Aggravated (Simple) Assault

The workload has increased during 1975, due to the increase in offenses. The Community Relations Unit has been fully operational during 1975, and many new programs have been started by this Unit with the schools and with Senior Citizens. Additional programs are planned in 1976.

Budget Current/Future

The operating budget for 1974-75 was \$2,310,506. This year's budget is \$2,315,972. This increase for 1975-76 is \$5,466 over 1974-75.

Agency Activities

During 1975, the BCSD relocated from the Courthouse to the Lew Wallace Building. This provided much needed operations space, and placed all units of the BCSD finally in one location.

New communications equipment was installed at the new location, which gives the Department much needed operational working equipment to better perform the overall mission of the Department.

Also during 1975, an association was formed within the BCSD to represent personnel in bargaining powers with the Department. This has brought about changes in promotion and hiring of new personnel.

In the planning stage, several projects have been studied. One is to have the officers assigned to one car, and these cars taken home after duty. By having a specific car assigned to an officer for care and maintenance, and the County paying the officer for his expenditures, a greater savings and better maintaining of patrol cars will be realized.

Also a four day work-week is under consideration. This will provide time for in-service training.

Anticipated Needs/Problems in the Coming Year

There is need within the Department to obtain an enclosed facility for repair and service of agency cars.

Also the agency plans to implement a Police Aide Program in July. This will relieve some sworn officers now employed in administrative duties to return to field duty. The Police Aide or Work-Study Program is a program that involves using students to work a minimum of 20 hours a week, and attend school on a part-time basis. This federally funded project allows the student to work and attend school at the same time. It also will furnish the BCSD with 10 Aides who can work at jobs now being performed by sworn officers. By the Aides performing these jobs, it will release these officers for more routine police work.

No major problems are anticipated in the coming year.

THE UNIVERSITY OF NEW MEXICO DEPARTMENT OF POLICE AND PARKING SERVICES

Agency Organization and Manpower

The University of New Mexico Department of Police and Parking Services consists of both sworn and non-sworn personnel. There are 32 sworn officers and 22 non-sworn personnel.

The Police Section of the Department consists of 1 Director, 1 Assistant Director, 32 Patrol Officers, 1 Administrative Secretary, 1 Clerical Specialist, and 7 Radio Dispatchers.

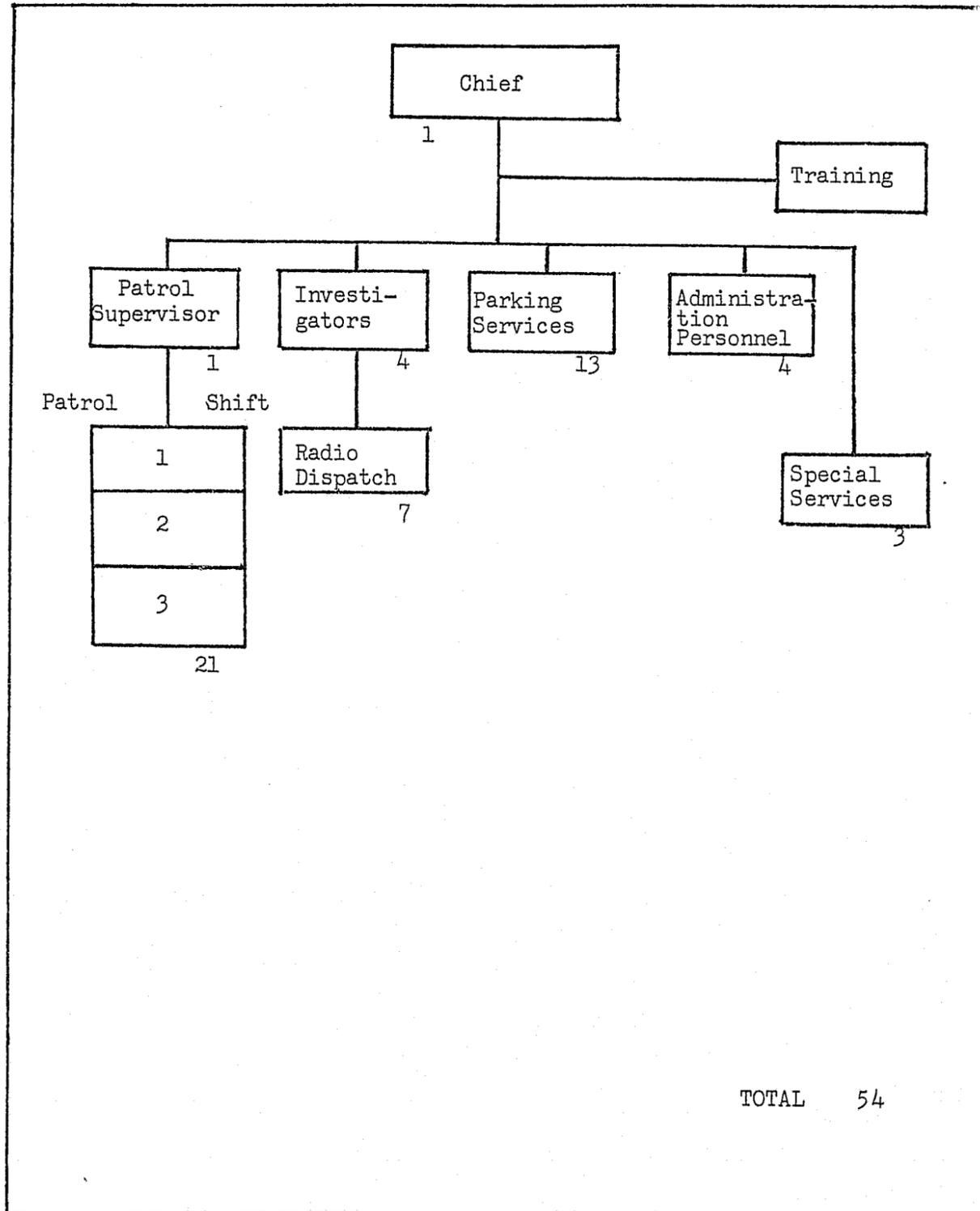
The Parking Services Division consists of 1 Manager, 3 Office Clerks, and 10 Parking Enforcement Officers. (See Organizational Chart, following page.)

Total personnel for the Department is 54, with 32 sworn officers. The Department has requested 9 additional sworn officers for 1976, 8 Patrolmen, and 1 Investigator. An increase of 9 officers will bring the Department to 63 personnel (see Anticipated Needs/Problems).

Case/Load/Workload

The overall case and workload did not increase significantly in 1975; however, certain types of crime on campus did increase over 1974. Assaults

THE UNIVERSITY OF NEW MEXICO DEPARTMENT OF POLICE  
AND PARKING SERVICES



decreased by 10 over 1974.

University of New Mexico property loss for 1974 was \$38,887, and for 1975, \$45,761. Arrests for 1974 were 117 and for 1975, 151. During 1975, the University of New Mexico Police case/workload increased at about a five percent level. Security of buildings continued to be one of the major security problems, due to lax key control. The greatest amount of University property that was lost due to larceny during 1975, was from unlocked buildings. During 1975, foot patrols were initiated to reduce this type of crime.

In conjunction with the foot patrols, a Crime Prevention Program is underway to help lower larceny from buildings on campus. Also in the area of security, added security inspections will, hopefully, reduce this increase in larceny.

Report of Major Offenses - 1975

	<u>1975</u>	<u>1974</u>	<u>Change</u>
Homicide	0	0	0
Rape	1	0	+ 1
Sexual Offenses	20	0	+ 20
Robbery	0	5	- 5
Assault	17	27	- 10
Burglary	55	0	+ 55
Larceny	849	487	+362
Auto Theft	29	20	+ 9
Narcotics	18	0	+ 18
Arrests	151	117	+ 34
Vandalism	22	101	- 79
Total Incidents for Year	1,162	757	+405

Budget: Current and Future

The total Security budget for 1975 is \$386,700. The proposed budget for 1976 will be \$468,920, an increase of \$82,220. Salaries will increase by 15 percent; all other increases, 10 percent.

Agency Activities

During 1975, no major changes were initiated in the Department; however, several minor projects were started. One such project was the Student Escort Service. This service, provided by students for students, is an escort

service on campus for any student who requests it. The service (escort) is provided by one male and one female student to escort anyone who requests it. The escort is from place of call or building to any place on campus or to the campus, city boundary. Also, a foot patrol was started during 1975 to provide better security to all campus facilities.

Anticipated Needs/Problems

Anticipated needs during the coming year are nine additional sworn officers and equipment for these officers. Also, new communications equipment is needed for 1976. No major problems are anticipated in 1976.

The University of New Mexico Police are experiencing the same problem as other police agencies in the metropolitan area. These problems are lack of personnel and equipment (mostly communications equipment) for the continuing population increase in the University area.

THE ALBUQUERQUE PUBLIC SCHOOLS SECURITY SYSTEM

The Albuquerque Public Schools Security System is an integral part of the overall school system. During the last five years, it has increased its size in both personnel and equipment. This increase has been fostered by the steady escalation of crime within the Albuquerque Public Schools System.

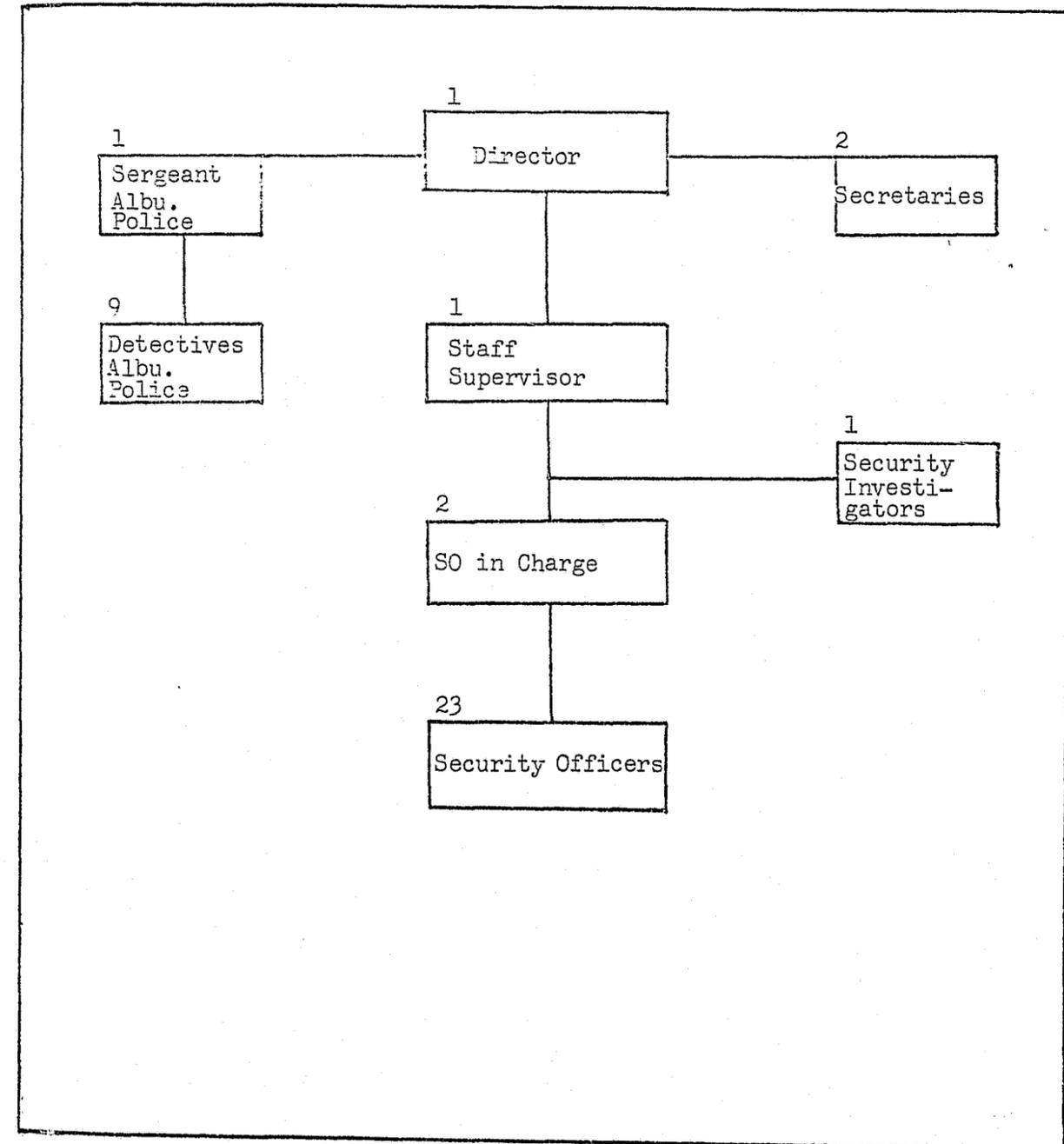
Agency Organization and Manpower

The Albuquerque Public Schools Security System has increased in personnel and operations during the last three years to meet a growing need for internal control and investigation of crime-related incidents within the Albuquerque Public Schools System. By having its own Security Force, the system saves a great deal of operating cost which had been spent on contract security in former years.

The number of Security Personnel has increased by three in 1976 over 1975. The following is an organizational breakdown of Security Personnel. (See Organizational Chart, next page):

- 1 Director;
- 1 Staff Supervisor;
- 1 Investigator;

ALBUQUERQUE PUBLIC SCHOOLS  
SECURITY DIVISION



TOTAL APS 30  
APD 10

2 Secretaries;  
 25 Security Officers  
 30 Total Security Personnel

The Albuquerque Public Schools Security Personnel are augmented by 10 Detectives assigned to high schools by the Albuquerque Police Department.

Caseload/Workload

The caseload of Albuquerque Public Schools Security increased by approximately 5 percent during 1975. The Uniform Report of school losses and offenses reflects an increase of 4,919 cases over the same period last year (1974).

Offenses	Number of Offenses		Number of Increases	Dollar Cost for 1975
	1973-1974	1974-1975		
Arson	16	27	11	\$ 24,358.20
Assaults	15	64	49	
Bomb Incidents	36	72	36	
Burglary	179	314	135	12,333.00
Vandalism	743	3,672	2,929	10,949.61
Robbery	1	3	2	
Trespassing	13	55	42	
Controlled Substances	71	1,375	1,304	
Homicide	0	0	0	
Rape	1	1	0	
Sex Offenses	9	34	25	
Weapons Offenses	7	195	188	
Demonstrations	19	90	71	
Bus Incidents	64	191	127	
Total Offenses	1,174	6,093	4,919	\$100,493.91

Budget: Current/Future

The current budget is \$155,900. However, with anticipated equipment purchases, the FY-77 budget will be \$165,900.

The 1974-75 budget is as follows:

Salaries	\$122,400
Overtime	5,000
Supplies and Services	16,500
Contract Security	12,000
Total	\$155,900

Agency Activities

The current agency activity is to maintain security and prevent criminal-

related incidents on Public School property. This area of coverage extends to 81,000 students and 998 buildings. At the present ratio of Security Officers and Albuquerque Police Department Officers, there is one officer for each 2,025 students enrolled in the Albuquerque Public Schools. This is 121 officers less than is recommended in the FBI Uniform Crime Report of two sworn officers per 1,000 inhabitants.

Anticipated Needs and Problems

It is anticipated that in the coming year four additional vehicles will be needed. Also, communications equipment is needed to expand the present communication coverage. The cost of the added equipment would be approximately \$4,000. In addition, a copy machine and a battery charger are being requested.

The future outlook for the Albuquerque Public Schools Security Section is one of expansion of both personnel and equipment if crime-related incidents continue to increase at the present rate.

THE ALBUQUERQUE FIRE DEPARTMENT ARSON UNIT

The Albuquerque Fire Department (AFD) Arson Unit was established in 1974. However, equipment was not obtained until 1975. During the first year of operation no personnel were hired, but were transferred from other areas of the Fire Department into the Arson Unit. This was the first time that the AFD had an Arson Unit. Until this time there was only one Arson Investigator assigned to the Fire Prevention Bureau. At the present time three Investigators are assigned to the Unit. It is anticipated that in the coming year one Laboratory Technician and one Secretary will be added to the Unit.

Agency Organization and Manpower

The present manpower level of the AFD is 461 personnel. The Arson Unit currently has three personnel with the anticipated increase of one Secretary and one Lab Technician in 1976, which would bring the Unit to five persons when at full strength. (See Organizational Chart.)

Caseload/Workload

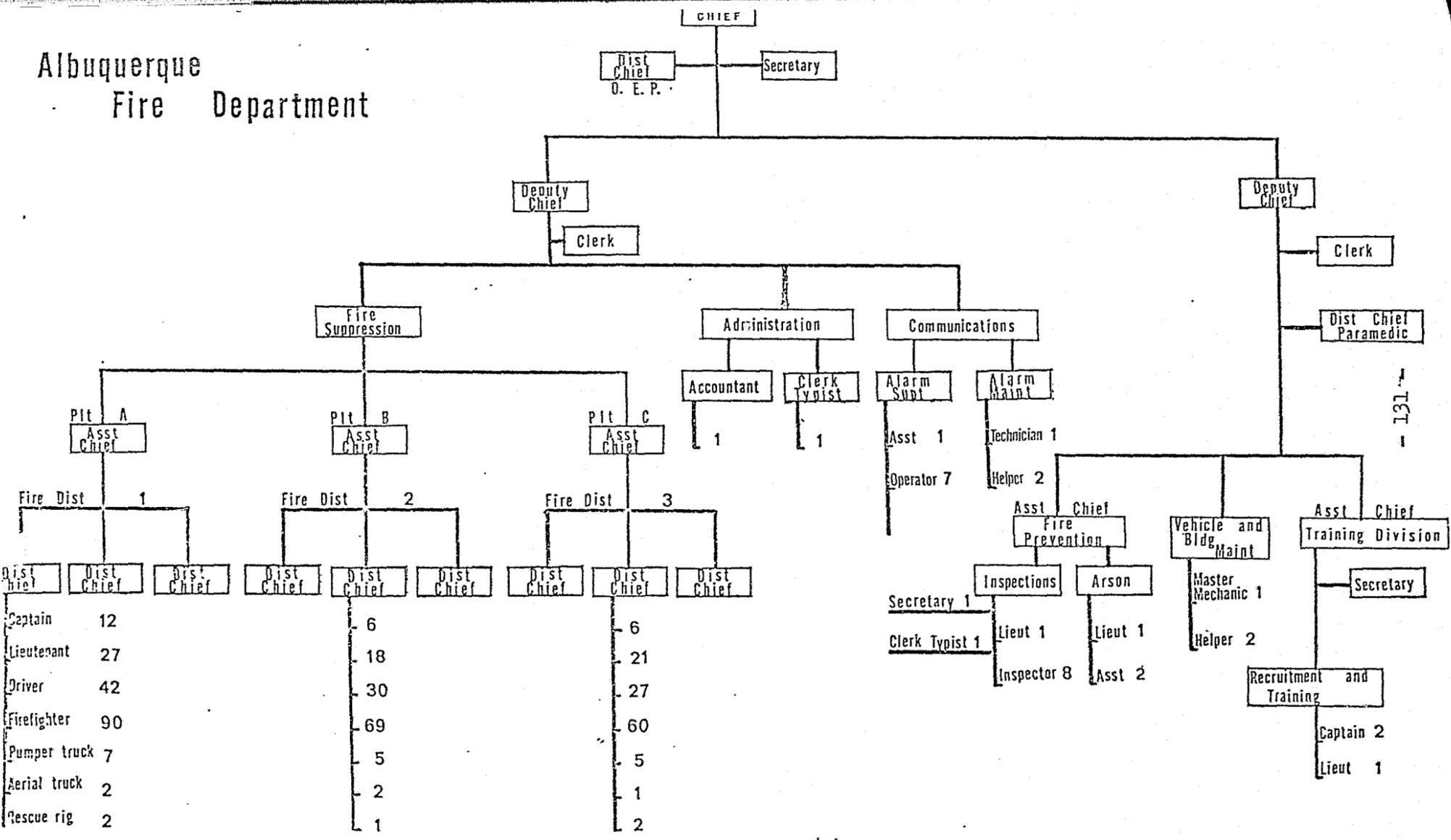
The caseload for 1974 was 1,207 Arson cases. The number of cases

## ALBUQUERQUE FIRE DEPARTMENT STATISTICS

YEAR	72-73		73-74		74-75	
	TOTAL NO. FIRES	%	TOTAL NO. FIRES	%	TOTAL NO. FIRES	%
ARSON	606	16.8	1207	27.4	1122	30.3
SUSPECTED ARSON	29	.8	98	2.2	55	1.5
CHILDREN W/MATCHES	255	7.3	403	9.1	111	3.0
FALSE ALARMS	517	14.3	707	16.0	600	16.2
BOMB SCARE	128	3.5	60	1.3	44	1.2
UNDETERMINED	8	.2	0	0	29	.8
<b>TOTAL</b>	<b>1538</b>	<b>43.0</b>	<b>2475</b>	<b>56.0</b>	<b>1961</b>	<b>53.0</b>

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### Albuquerque Fire Department



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investigated during 1974 was 169.

During 1975, there were 1,122 Arson cases with 176 of these cases being investigated.

Budget: Current/Future

The Arson Unit was budgeted for \$48,975 in 1975. In 1976, the budget is \$65,673.

Agency Activities

During 1975 the Arson Unit responded to all major fires in the City of Albuquerque. Arson personnel at the present time are working ten hours a day from 7:30 A. M. to 6:00 P. M. Investigators work on a separate roster for weekend investigations. With the steady increase of Arson related incidents, the present staff cannot handle all incoming requests for Arson investigation. The need for additional personnel is critical, if adequate Arson Investigation is to be maintained in the Albuquerque area. The present 10 hour day needs to be expanded to a full 24 hour coverage.

The AFD has made application to the Governor's Council on Criminal Justice Planning for an additional Secretary and Laboratory Technician through a grant. This capability of a Lab Technician to analyze Arson evidence will save a considerable amount of funds by reducing travel to the State Laboratory in Santa Fe, and also expedite the time involved for complete evidence evaluation.

Anticipated Needs/Problems in the Coming Year

There are no anticipated major problems in the coming year; however, if the Laboratory Technician and Secretary are hired under the proposed grant, evaluation will be needed to establish work/caseloads.

Due to promotional regulations within the Department, a method should be devised to establish a career program for employees. At the present time the only method for advancement is to the next higher grade, Sgt., Lt., etc. This is not satisfactory to the different sections due to having a trained man transfer to a different section because of being promoted. A Career Development Program should be established, both for AFD personnel and civilians who work for the Department.

OPERATIONAL OVERVIEW OF LAW ENFORCEMENT NEEDS

The operational overview, at this time, must be based on some type of crime analysis and is found in a preceding section of this Plan. Based upon findings (projections) for a five-year time span (frame), it is foreseeable that an increase in the budget of all law enforcement agencies will be needed. The present budget limitations imposed upon law enforcement agencies will have to be reviewed and updated if these agencies are to keep pace with the rapid changes which are occurring. The present forecast indicates a five percent increase a year for the next five years. However, a five percent increase in budget will only provide the minimum personnel and equipment. The larger items of equipment, such as a communications center and precinct stations, must be appropriated above the normal five percent increase in the budget. The local units of government must be made aware of the long and short-range needs of law enforcement agencies if these agencies are to continue the present level of enforcement and crime prevention in the Albuquerque metropolitan area.

During 1975-76, metropolitan law enforcement agencies continued to expand their areas of effective law enforcement coverage.

The Albuquerque Police Department added a Canine Unit and transferred several units within the Department for better operational coverage. The County of Bernalillo changed Sheriffs during the last year, and, as a result, the Department now is under the Personnel Act on a volunteer basis and will be required by state law to be permanently under the Act by January, 1977. No major changes have developed with the exception of the Department moving to a new location, the Lew Wallace School Building, which now houses the entire Bernalillo County Sheriff's Department.

The Albuquerque Public Schools Security System and the University of New Mexico Police Department had no major changes during the last year.

The Albuquerque Fire Department Arson Unit has continued to gain expertise in the arson investigative area and shows a significant gain in case load for the first part of 1976.

The general needs of law enforcement agencies in the metropolitan area are: More sophisticated communications equipment; all agencies have outgrown systems that were developed for a smaller metropolitan area.

The ever increasing population of the Albuquerque area (five percent a year) will necessitate some type of precinct or substation operation in the near future. Also a Criminal Justice Information System is badly needed by all agencies for closer liaison and non-duplication of cases or work.

#### NEEDS AND PRIORITIES

The needs and priorities for law enforcement are:

1. Budget increases, to keep pace with expanding personnel and equipment expenditures.
2. Updated communications equipment for all agencies, or a combined communications center that would effectively handle the entire metropolitan area law enforcement functions.
3. A centralized crime prevention effort that would include all agencies, and coordinated by one individual or agency.
4. Develop within law enforcement agencies a career development program. This should be developed for both sworn and non-sworn personnel.
5. Continue to develop new and innovative projects for the overall reduction of crime.
6. Continue to develop the much needed standardized Criminal Justice Information System which will provide the much needed exchange of information among police agencies and other related criminal justice agencies.

#### COURTS

This section is an update of the Existing Systems Section on Courts in the 1975 Albuquerque/Bernalillo County Criminal Justice Action Plan. The Section will basically include calendar year 1975 workload statistics, organizational changes, accomplishments and activities during 1975, budget updates, where possible, and other pertinent changes. The agencies covered in this Section are the Second Judicial District Court, the Second Judicial District Attorney's Office, Bernalillo County Magistrate Court, Albuquerque Municipal Court, Assistant City Attorney's Municipal Court Prosecutors, and the Second Judicial District Public Defender's Office.

THE SECOND JUDICIAL DISTRICT COURT

The Second Judicial District Court is the trial court of record in Bernalillo County and is located in the largest judicial district in New Mexico, with a workload of nearly 50 percent of all cases filed in the State. As the court of general jurisdiction in the county, the 12 judges are charged with the responsibility of adjudicating all felony offenses, all domestic relations matters, processing of all juveniles referred to the court, and the handling of civil litigation such as personal and property damage suits, probate matters, property actions, mental illness hearings, and other actions where citizens may seek judicial relief.

Agency Organization and Manpower

The District Court employs a total of 181 full-time and 6 part-time employees. The basic breakdown, including distribution, is indicated below:

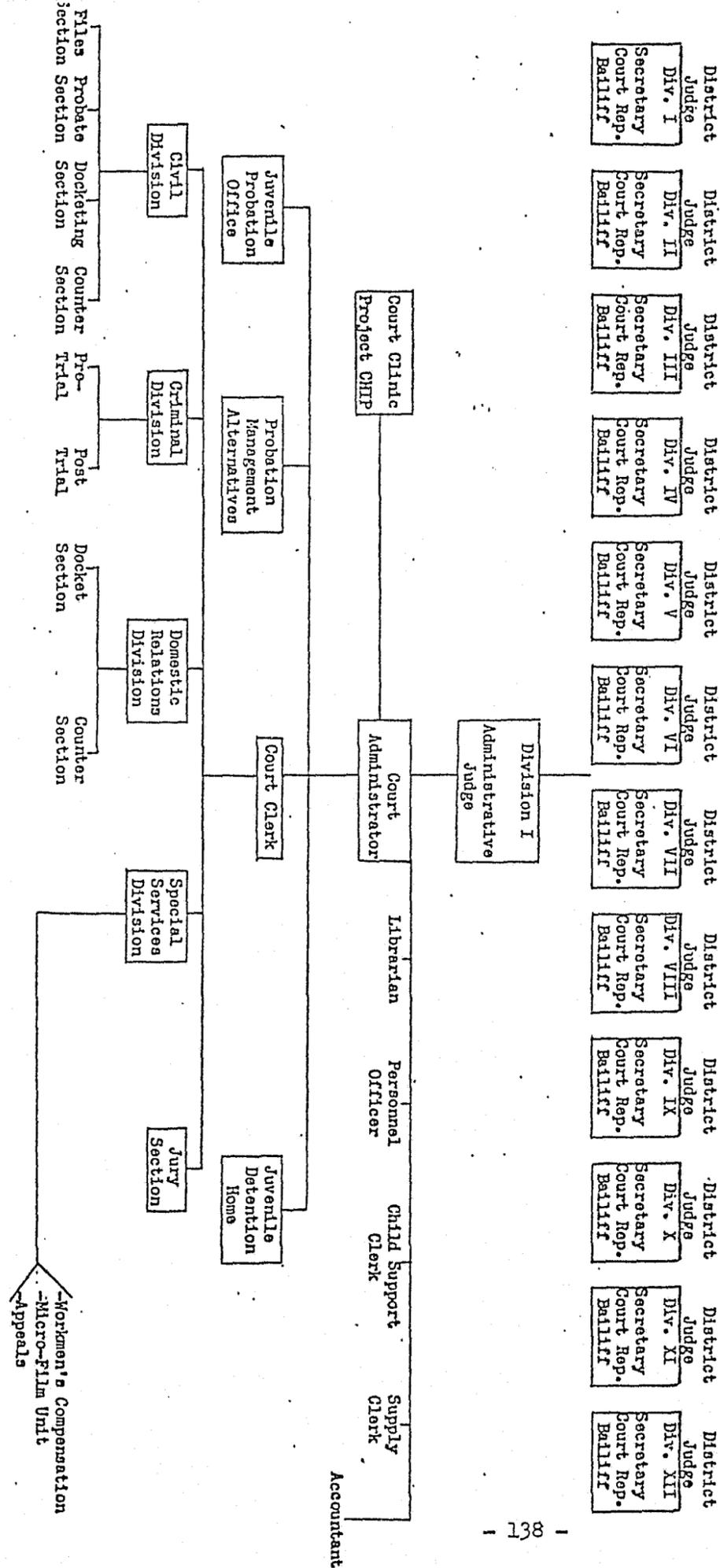
<u>BREAKDOWN OF PERSONNEL</u>	
a. Court Administrator's Office	11
b. Civil Division	22
c. Criminal Division	6
d. Domestic Relations Division	4
e. Special Services Division	6
f. Juvenile Probation Department	39
g. Probation Management Alternatives	10
h. Court Clinic	1
i. CHIP Program	2
j. Judges Division	48
k. Juvenile Detention Home	38

Figure C-1 (following page) illustrates the organizational structure of the District Court.

Caseload/Workload

A five-year workload chart indicating District Court activity is illustrated below and offers a comparative analysis of caseload statistics on a year to year basis.

<u>WORKLOAD CHART</u>						
<u>Type of Case</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
(Criminal Cases)						
Cases Filed	1,149	1,186	1,288	1,307	1,153	1,358
Dispositions	965	1,902	1,122	1,604	1,359	1,333



WORKLOAD CHART CONTINUED

Type of Case	1970	1971	1972	1973	1974	1975
(Civil Cases)*						
Cases Filed	10,939	10,729	11,359	12,020	14,326	15,130
Dispositions	11,787	9,514	12,365	12,486	13,925	15,325
(Total Cases)						
Cases Filed	12,088	11,915	12,647	13,327	15,479	16,488
Dispositions	12,752	11,416	13,487	14,090	15,284	16,658

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

The total number of pending cases by category at the end of calendar year 1975 were as follows:

Criminal:	533	
Juvenile:	2,006	
Domestic Relations:	1,522	
Other Civil:	6,075	
Total:	10,136	(Number of pending cases at the end of 1975.)

During 1975, a total of 1,358 criminal cases were filed in the Criminal Division of the Second Judicial District. The criminal case filings for 1975 increased by 2 percent from the criminal filings for the same period in 1974. The total criminal case dispositions for 1975 were 1,333 and were disposed as follows:

Jury Trials:	131
Non-Jury Trials:	51
Guilty Pleas:	440
Nolle Prosequi:	690
Other Dismissals:	21

A total of 4,715 domestic relations cases were filed in 1975 and a total of 4,700 were disposed of during the same period. Methods of dispositions were as follows:

Jury Trials:	0
Non-Jury Trials:	2,837
Defaults:	523
Other Dispositions and Dismissals:	1,340

The remainder of civil cases, comprising a total of 8,005 cases, were filed during 1975 and a total of 8,642 were disposed of. Dispositions of these cases during 1975 were as follows:

Jury Trials:	121
Non-Jury Trials:	4,274
Defaults:	396
Other Dispositions, Settlements and Dismissals:	3,851

Since July 1, 1971, when the Second Judicial District was established encompassing only Bernalillo County, there has been an average increase of 9 percent per year in total case filings. Applying this average percentage increase, the following projections in total case filings are made as indicated:

<u>YEAR</u>	<u>PROJECTED TOTAL FILINGS</u>
1976	18,390
1977	20,045
1978	21,849
1979	23,815
1980	25,958

Budget: Current/Future

The current operating budget for the Second Judicial District Court is \$2,165,698. In addition, the Court administered \$220,000 in Law Enforcement Assistance Administration (LEAA) funds. A breakdown of the current fiscal year is illustrated below:

Court Regular	\$1,366,400
Juvenile Detention Home	\$ 381,398
Juvenile Probation	\$ 417,900
*LEAA Funds	\$ 220,000

\*This includes Probation Management Alternatives, Court Clinic, and Project CHIP.

The operating budget for FY-77 will be \$2,053,300 not including the Juvenile Detention Home. This represents a 15 percent increase over the current budget, and is due, largely, to the assumption of operating costs of the Court Clinic and the Grand Jury, as of July 31, 1976.

Agency Activities

District Court activities during 1975, began with the retirement of a

judge on December 31, 1974, after 13 years on the District Court Bench. The ultimate replacement, however, was not appointed until August 8, 1975. That judge must seek election in 1976 to complete the remaining two years of the term.

Administrative activity included the appointment of a new court administrator on June 1, 1975, and the creation of a Personnel Director slot in August. Also occurring during that year, was the inauguration of the Court Clinic in April.

A major activity of 1975 was the courthouse renovation, completed on September 1st. This included new courtrooms and supporting offices for five judges, new administrative offices, new facilities for the Civil, Criminal and Juvenile Probation Departments, and lastly, a new Jury Assembly Room with supporting offices.

The Jury Assembly Room, the first of its kind in this district, provides District Court jurors with a relaxed, pleasant atmosphere while awaiting courtroom activity. The privacy and comfort afforded citizens assigned to jury duty constitutes a genuine service to the community, and certainly qualifies as one of the most innovative additions to District Court operations in recent years.

Other activities included the acquisition of 20 portable alarm units, that can be activated from any point in the courthouse, increased number of uniformed bailiffs for courthouse services, and the addition of 8 new employees.

#### Anticipated Needs and Problems

Anticipated needs and problems of the District Court include the expanded use of Administrative Interns from the University of New Mexico Public Administration Department, a Computer Needs Requirement Study and Conceptual Design Report completed in order to more effectively implement a sophisticated computerized information system, and a continued effort to acquire adequate funds to meet the rising incidence of juvenile delinquency.

A major activity to be undertaken by the District Court beginning July 1, 1976, will be the initiation of an Individual Assignment Calendar for all criminal cases. This procedure will replace the Master Calendaring

System and will require that the same judge handle a case from indictment presentation to final disposition. Court officials feel that this will result in more continuity and a smoother flow of cases.

#### ALBUQUERQUE MUNICIPAL COURT

The Albuquerque Municipal Court's jurisdiction includes all offenses and complaints arising under the City Ordinances. This includes primarily traffic offenses and petty criminal misdemeanors. Municipal Court administers their own Driver Improvement School, D.W.I. School, and provides their own probation services.

#### Agency Organization and Manpower

Municipal Court employs a total of 80 people. with the following breakdown:

Administration	4
Judges and Supporting Staff	14
Driver Improvement Division	6
D.W.I. School	5
Probation Department	17
Violations Bureau	20
Court Office	14

An Organizational Structure Chart is provided to illustrate the distribution of personnel and divisions. (See Figure C-2, following page.)

#### Caseload/Workload

The caseload of the Municipal Court decreased by 10 percent for the same period in 1974. This may have been the result of a 12 day Albuquerque Police strike, which occurred in mid-July, 1975, and some procedural changes of the Traffic Violations Bureau of the Municipal Court. The procedural changes provided that beginning August 1, 1974, individuals receiving initial citations for the following violations did not have to appear in Court:

1. No driver's license.
2. No brake and light sticker.
3. No rear lights or brake lights.

Illustrated below is a five year workload chart that offers a comparative analysis on a year to year basis.

WORKLOAD CHART

Number of Charges

	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
Misdemeanor Offenses	23,847	19,277	18,846	16,969	19,080	16,511
Traffic Charges	33,813	24,505	37,921	48,571	63,498	58,146
TOTAL	57,600	43,782	56,767	65,540	82,578	74,657

Number of Appearances

	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
Misdemeanor Offenses	17,902	16,055	16,115	14,256	15,214	13,127
Traffic Charges	22,037	18,010	28,237	34,545	46,598	42,225
TOTAL	39,939	34,065	44,352	48,801	61,812	55,352

Municipal Court Activities

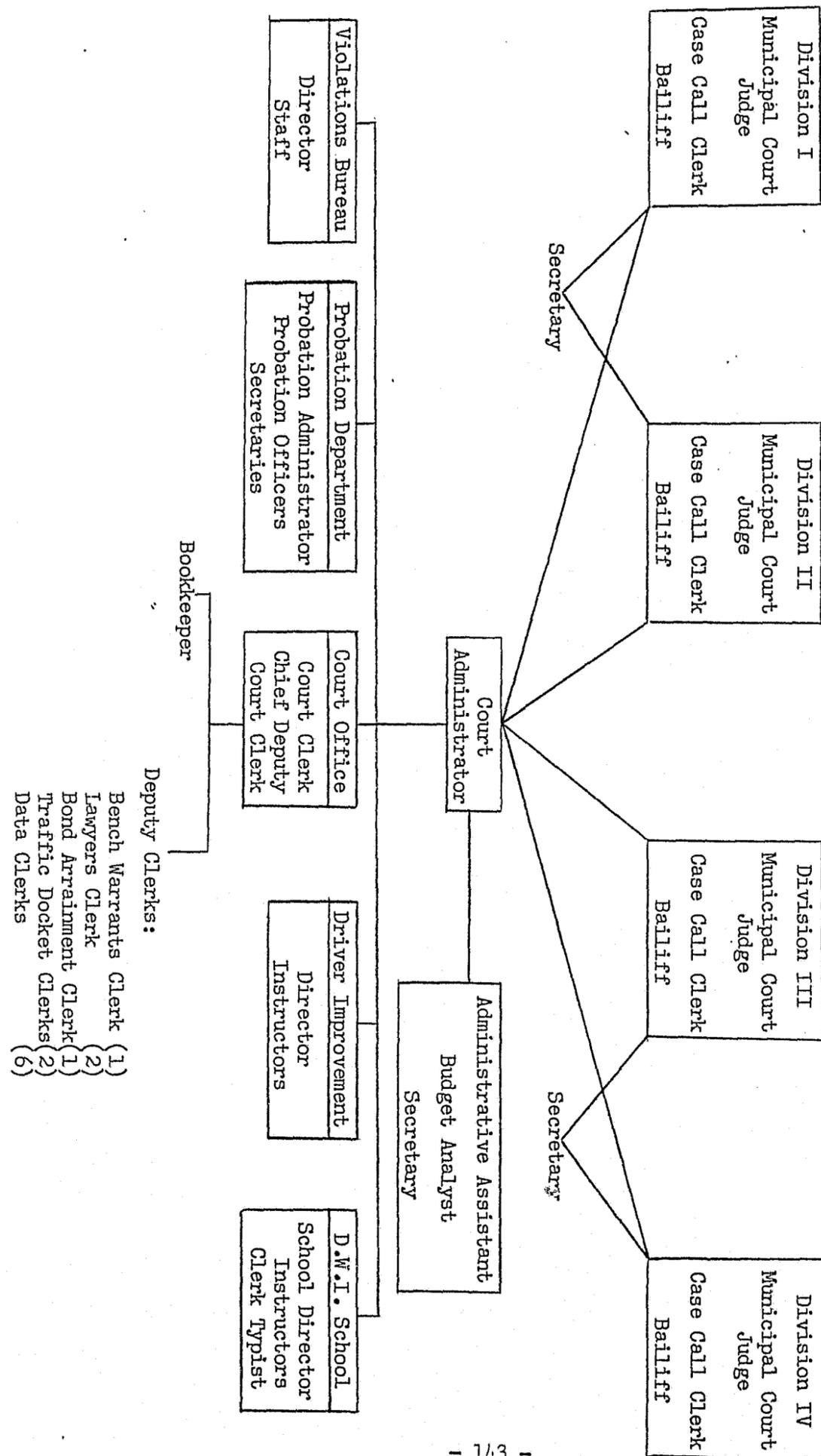
	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
Misdemeanor Court	2,959	3,504	3,464	3,833	3,793	3,775
Traffic Court	14,394	10,019	15,015	18,790	29,463	26,798
Bond Arraignments	11,294	11,076	15,091	15,821	17,777	15,426
Custody Arraignments	6,673	5,908	6,202	5,644	5,527	4,690
Lawyers Court	4,661	3,558	4,580	4,713	5,252	3,709
TOTAL	39,939	34,065	44,352	48,801	61,812	55,362

Budget: Current/Future

The current operating budget is \$1,093,669. A breakdown and comparison with the previous year is as follows:

	<u>Current Year</u>	<u>Previous Year</u>
Payroll	\$ 817,381	\$664,821
Capital Outlay (Approx. 76)	31,024	8,022
Operating Expenses	120,302	87,604
Benefits	112,962	91,075
Indigent Case	12,000	-0-
TOTAL	\$1,093,669	\$851,522

FIGURE C-2  
ALBUQUERQUE MUNICIPAL COURT ORGANIZATIONAL STRUCTURE



The operating budget for FY-77 was not available at the time this manuscript was written.

Agency Activities

Municipal Court activities during 1975 included; the retirement of a judge, a turn-over in the Probation Department administration, the resignation of the Municipal Court Administrator, and the creation of an Administrative Assistant position. The Court Administrator position was not permanently filled until December of 1975.

A major upcoming activity for Municipal Court will be the complete automation of parking meter and parking violations beginning August 1, 1976. Also included in this computerization, will be all cash transactions on traffic violations.

Anticipated Needs and Problems

A continuing need exists for adequate operating space in Municipal Court. Construction is currently underway on two new courtrooms which will ultimately provide the court with four permanent adjudicating areas. The plan, however, does not provide for waiting areas for citizens awaiting a court appearance. A need also exists in Municipal Court for funds to allow both the Judicial and Administrative staff to attend various Judicial and Administrative training schools and conferences.

ASSISTANT CITY ATTORNEY'S - MUNICIPAL PROSECUTION

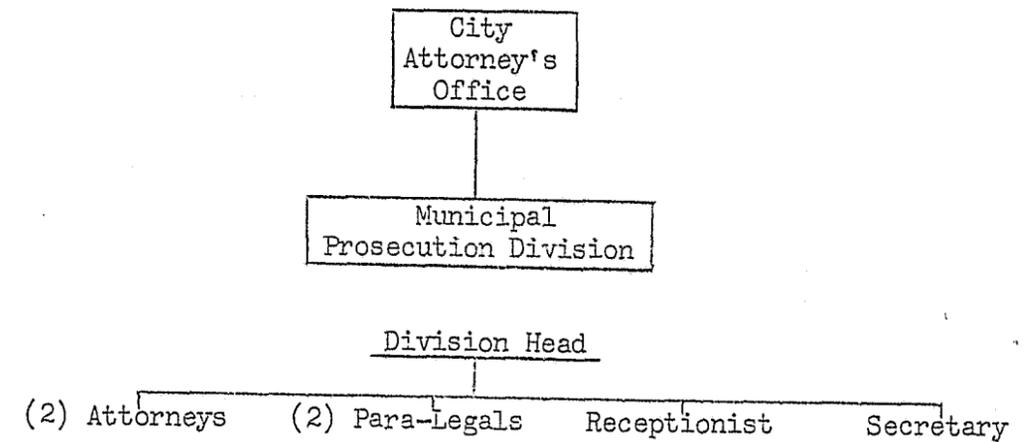
The attorneys assigned to this branch of the City Attorney's Office act as prosecutors for criminal violations of city ordinances where the defendant has retained his own attorney. The cases are then assigned to Lawyers Court, a division of Municipal Court.

Agency Organization and Manpower

The Municipal Prosecution Staff is comprised of a Division Head, two Prosecutors, two Para-Legals, one Secretary and one receptionist, and occupy five offices and a lobby, in the basement of the Albuquerque City Hall.

Illustrated below is the Organizational Structure of the Municipal Prosecution Office.

Municipal Prosecution Organizational Structure



Caseload/Workload

During 1975, the Municipal Prosecutors prosecuted 3,709 cases in Municipal Court, a decrease of 29 percent from the year before. This can probably be attributed to the loss of one prosecutor, and the Albuquerque Police strike which, as was mentioned previously, occurred in mid-July, 1975. A five year workload chart is illustrated below:

WORKLOAD CHART

<u>Number of Cases Prosecuted</u>					
<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
4,661	3,558	4,580	4,713	5,252	3,709

Number of District Court Appeals

<u>1974</u>	<u>1975</u>
77	225

Budget: Current/Future

The current fiscal year operating budget for the Municipal Prosecution Office is \$78,257. In addition to this amount, however, is \$27,000, which was allocated for calendar year 1976, to defray costs for private process servers.

The requested budget for FY-77 is \$84,332 plus an additional \$27,000 to cover costs for private process servers, as mentioned above.

Agency Activities

Municipal Prosecution activities during 1975, began with the relocation of their base of operations from the Albuquerque Police Building to the basement of the Albuquerque City Hall. The move took place in March and has resulted in a 100 percent increase in total operating space.

Also occurring during that year, was the loss, through resignation, of one Staff Attorney. That position, at the time this manuscript was written, had not yet been filled.

Anticipated Needs and Problems

As indicated on the preceding workload chart, the number of District Court Appeals has increased by 192 percent over 1974. To meet the anticipated increased caseloads, Municipal Prosecution officials feel that a total staff prosecutor population of six to eight attorneys will be needed in three to four years.

Recently, a Committee was appointed by the New Mexico Supreme Court to review and draft new Rules for Procedure in Municipal Court. The impact these Rules will have is not known at this time. Prosecution officials feel, however, that increased caseloads and time limitation problems may result.

SECOND JUDICIAL DISTRICT PUBLIC DEFENDER

The Public Defender's Office in Albuquerque, Bernalillo County is part of the Statewide Public Defender's Department and is under the control and supervision of the Santa Fe Office. The other two established offices are in Santa Fe, and Clovis, New Mexico. The Public Defender's Office was created by the New Mexico State Legislature to provide legal council for indigents who face imprisonment. In the past, this function was provided by a system of court-appointed attorneys who were paid out of District Court funds.

Agency Organization and Manpower

The Staff of the local Public Defender's Office consists of 24 people who occupy adequate office space located in a building adjacent to the Albuquerque Police Complex. A breakdown of personnel is provided below:

District Defender	1
Administrator	1
Receptionist	1
Stenographers	3
Chief Investigator	1
Investigators	3
Attorneys (Felony)	9
Training Officer & Attorney (Felony)	1
Juvenile Attorney	1
Misdemeanor Attorney	1
Misdemeanor Secretary	1
Juvenile Secretary	1
TOTAL	24

Figure C-3 (following page) illustrates the organizational structure of the Public Defender's Office.

Caseload/Workload

A complete workload chart indicating caseloads beginning with the initial year of operation is illustrated below:

<u>FELONIES</u>	<u>WORKLOAD CHART</u>		
	(Aug. - Dec.) 1973	1974	1975
Cases Opened	591	964	915
Cases Closed	279	1,015	831
<u>Pre-Trial</u>			
No Convictions	118	463	322
Convictions and Sentences	25	154	108
<u>Trial Activity</u>			
No Convictions	9	24	17
Convictions and Sentences	12	66	31
<u>Miscellaneous Proceedings</u>			
	7	124	125
<u>Partial Service Cases</u>			
	108	184	228

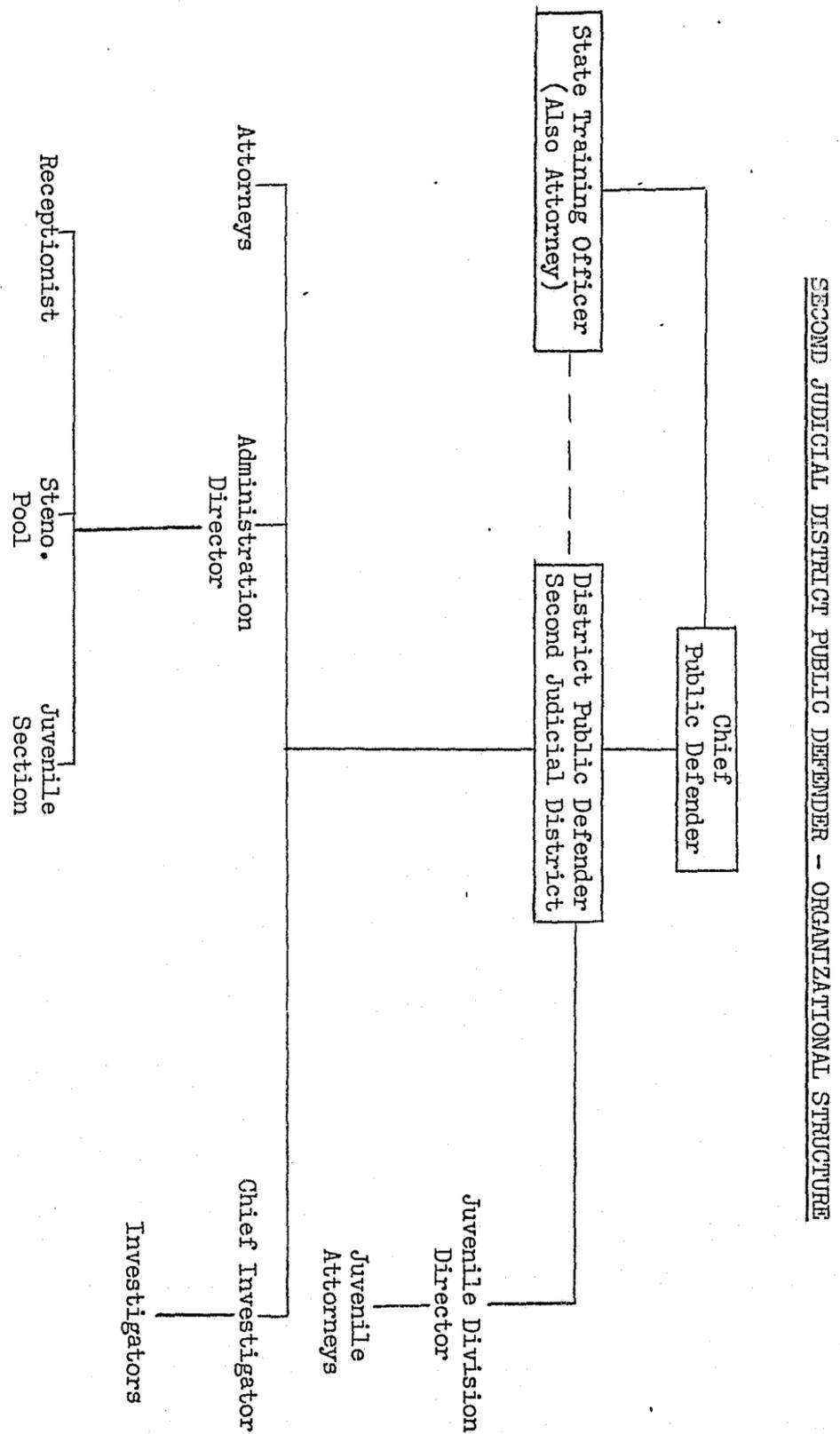


FIGURE C-3

WORKLOAD CHART (Continued)

<u>MISDEMEANORS</u>	(Aug. - Dec.) <u>1973</u>	<u>1974</u>	<u>1975</u>
Cases Opened	78	323	672
Cases Closed	27	341	471
<u>Pre-Trial</u>			
No Convictions	8	76	118
Convictions and Sentences	5	60	119
<u>Trial Activity</u>			
No Convictions	1	71	65
Convictions and Sentences	4	78	97
<u>Miscellaneous Proceedings</u>			
	0	2	3
<u>Partial Services Cases</u>			
	9	54	69

NOTE: During calendar year 1975:

- a.) 224 felony cases were contracted out to 2 private attorneys; 10 cases per month each.
- b.) 297 felony cases were "farmed out" to private attorneys in City; paid per case.

Reason: Conflicts and overload.

Budget: Current/Future

Monetary resources available to the Second Judicial District Public Defender's Office are almost non-existent. State appropriated funds, as well as LEAA funds, are distributed to the central office in Santa Fe, who in turn, allocate monies at their discretion.

Agency Activities

Public Defender activities during 1975 included the appointment of a new District Defender in May, the inauguration of the Volunteer Alternatives Workers Program, which is a program comprised of college students in the behavioral sciences that assist Public Defender Staff in locating alternatives for clientele facing possible prison sentences, and a "farming out" of a large number of felony cases resulting from a shortage of attorneys.

"Farming Out" is the terminology used by Public Defender Staff to describe the process of distributing felony cases to local private attorneys to be paid on a per case basis. This "farming out" process was especially prevalent in early 1975, because of a reduction in attorney staff level from

the initial seven, i.e. the level the Public Defender's Office began operations with, to only five. It wasn't until October of that year that the office attained the present staff level.

Anticipated Needs and Problems

It is anticipated that the establishment of a distinct Juvenile Division, scheduled to begin in the fall of 1976, will have some initial operational problems. The new division will ultimately consist of four attorneys, an increase of three attorneys over the existing level.

Another concern, is Para-legal utilization. Public Defender officials note that there is a great deal of non-legal work that is currently done by attorneys that could be done by para-legals. Utilizing para-legals would free attorneys to devote more time to the legal profession, thereby, providing a better service to the community.

A major problem that currently faces the New Mexico Public Defender Department is their operating budget. The New Mexico State Legislature recently cut the requested budget for FY-77, forcing the Department to continue operations at near their existing budget level. This may create operational problems due to normal or regular inflationary increases.

BERNALILLO COUNTY MAGISTRATE COURT

The Magistrate Court was established in 1969 to replace the Justice of the Peace System. The Court handles matters previously disposed of by over 50 Justices of the Peace. Modeled after a similar court system in Colorado, the jurisdiction and responsibilities, as defined in Chapter 36 of the New Mexico State Statutes, is county-wide for civil cases, in which litigation involves amounts less than \$2,000, criminal misdemeanors, and traffic cases, including traffic and game and fish cases from counties contiguous to Bernalillo County. Also included in their responsibilities are arraignments and preliminary hearings for felony cases.

Agency Organization and Manpower

Magistrate Court employs a total of 19 people with a liaison officer from the New Mexico State Police and an officer and secretary from the

Bernalillo County Sheriff's Department. A breakdown, including distribution, is provided below:

Judge Division	5
Chief Clerk	1
Administrative Technician	1
Docket Section	2
Criminal Division	4
Civil Division	3
Switch Board	
Deputy Clerk	1
Volunteer Probation Services	2
State Police Liaison	1
Sheriff's Department	2

Figure C-4 (following page), illustrates the organizational structure of the Magistrate Court.

Caseload/Workload

A five year caseload chart indicating the number of cases filed in Magistrate Court is illustrated below:

	<u>CASES FILED IN MAGISTRATE COURT</u>					
	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
Criminal Cases	8,025	7,875	13,295	10,812	11,385	10,956
Civil Cases	3,194	2,509	2,375	3,213	3,000	3,082
TOTAL	11,219	10,384	15,670	14,025	14,385	14,038

A breakdown of workload activity and total revenues collected in Magistrate Court for 1975, per Judge Division, is provided below:

		<u>MAGISTRATE COURT WORKLOAD ACTIVITY*</u>				
		<u>CALENDAR YEAR 1975</u>				
<u>DISTRICT</u>	<u>Division No.</u>				<u>Total</u>	<u>Total</u>
<u>Location</u>		<u>Felony</u>	<u>+ Traffic</u>	<u>+ Non-Traffic</u>	<u>= Criminal + Civil</u>	<u>= Units</u>
<u>BERNALILLO</u>						
1	Albuquerque	52.9	362.3	203.7	618.9	941.6
2	Albuquerque	97.8	434.3	288.3	820.4	1,170.1
3	Albuquerque	73.1	383.1	252.8	709.0	1,054.2
4	Albuquerque	61.7	323.0	209.3	594.0	899.2
5	Albuquerque	54.1	187.3	147.3	388.7	607.1

\* In an attempt to bring more meaning to workload measure, the Administrative Office of the Courts in 1975 converted to a "weighted" case

method. A weighted case measure is one whereby each judge's caseload is broken down by category (e.g., traffic, felony, misdemeanors, etc.) and the total for each category multiplied times a time factor (average hours consumed per case). This method, in effect, measures the amount of time, in hours, that a judge spends on the bench hearing cases. It, therefore, serves as an indicator of the time required for each judgeship. It does not, however, measure all related or peripheral duties and responsibilities of the office, only time actually spent in court. The preparation of summons, final orders, judgements and other administrative functions are not in the workload count due to the virtual impossibility of accumulating such data.

TOTAL REVENUES COLLECTED IN MAGISTRATE COURT  
CALENDAR YEAR 1975

DISTRICT Division No. Location	Fines +	Bond Forfeitures +	Costs =	Total
<b>BERNALILLO</b>				
*1-5 Albuquerque	\$16,282.00	\$1,259.55	\$18,537.50	\$36,079.05
1 Albuquerque	13,546.00	1,884.50	11,356.00	26,786.50
2 Albuquerque	21,365.48	1,134.50	15,320.00	37,819.98
3 Albuquerque	8,734.00	774.50	11,687.50	21,196.00
4 Albuquerque	14,264.00	3,244.50	10,329.00	27,837.50
5 Albuquerque	3,911.00	274.50	5,019.00	9,204.50

\* Combined revenue reporting was in effect January through March.

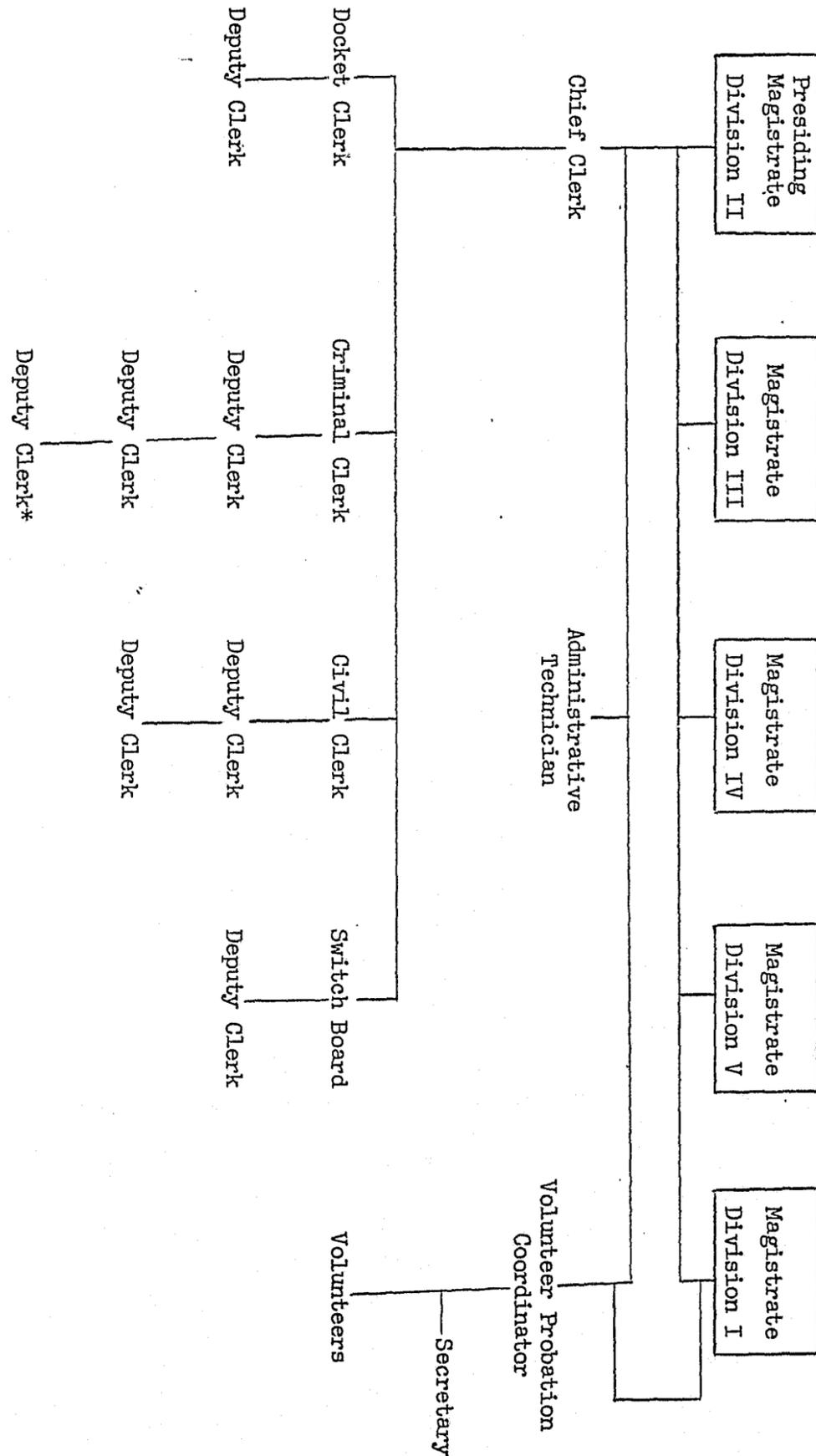
Budget: Current/Future

The Magistrate Court does not have a separate budget. A budget, in kind, is submitted to the Director of the Administrative Office of the Courts, who scrutinizes it, converts it into a money budget, and includes it in his overall budget for magistrate courts in the State.

Agency Activities

The Magistrate Court now occupies space on the first floor and garden level of the Bernalillo County Courthouse. These facilities were constructed especially for this court during the recent renovation of the courthouse alluded to in the District Court Section. Magistrate Court officials feel

MAGISTRATE COURT - BERNALILLO DISTRICT  
ORGANIZATIONAL STRUCTURE



\* Secretary

these facilities are adequate and should serve the needs of the court until about 1980.

Also occurring during 1975 was the installation of a teletype connecting the Magistrate Court with the New Mexico State Police network, allowing for quick retrieval of driving records from the Department of Motor Vehicles. The initial LEAA grant request for this equipment was disapproved by LEAA but was funded, slightly modified, in its entirety by Bernalillo County. The equipment is to be upgraded as of January 1, 1977.

#### Anticipated Needs and Problems

The Magistrate Court urgently needs the capacity to prepare pre-sentence reports for misdemeanants. The New Mexico State Probation/Parole Office is currently handling them, however, they do not have the personnel to conduct the type of investigation and interviews the Court requires.

Recent Laws of the New Mexico State Legislature and judicial determinations, at both the State and Federal level, have increased the workload of the Magistrate Court in the number of cases filed, the types of cases filed, and the amount of time required for each case. Court officials note that an increased burden is placed on the clerical staff and the judges because of the unfamiliarity of the public with the laws and the complicated process for obtaining relief. In addition, the increased legal representation of indigent defendants appearing in Magistrate Court by the Public Defender's Office, either directly or through Centro-Legal of Albuquerque, has resulted in a greater consumption of time per case (often jury trials) and on motions.

Because of the volume and types of cases filed, both criminal and civil, the Magistrate Court accumulates a large amount of records. The essential information is currently noted on docket cards. When cases are closed they are placed in transfer files and stored in valuable space on the garden level of the Courthouse, or in the Bernalillo County warehouse. The State Archivist has rendered an opinion on the disposition of files and records, but to comply would require the expenditure of more manhours than the Court is able to provide. A micro-filming capacity would enable the Court to store records in a more compact and orderly fashion.

### THE SECOND JUDICIAL DISTRICT ATTORNEY'S OFFICE

The basic duties and responsibilities of the District Attorney's Office include the prosecuting of all crimes occurring within the Second Judicial District, preparation and presentation of cases to the Grand Jury, representation of the state at arraignments, preliminary hearings, trials of criminal cases, post-trial actions, post-conviction motions and sentencing. Additional duties include the negotiation and consideration of pleas, handling of all mental commitments, suits filed against or on behalf of public officials, ad valorem tax matters, and domestic non-support suits.

#### Agency Organization and Manpower

The District Attorney's Office is comprised of a total of 84 people. The basic breakdown, including distribution, is indicated below:

#### BREAKDOWN OF PERSONNEL

a. District Attorney	1
b. Executive Secretary	1
c. Administrative Services Division	20
d. Trial Division	62

Figure C-5 (following page) illustrates the organizational structure of the District Attorney's Office.

#### Caseload/Workload

A four year workload chart indicating District Attorney felony case-handling activity is illustrated below:

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
Trials	169	232	162	170
Defendants Tried	N/A	246	182	185
Defendants Charged	N/A	1,037	852	1,040
Guilty Pleas	303	439	350	461
Indictments	860	779	675	803
Informations	250 *	75	22	32

\* Some duplication involved, i.e., informations for that year includes some reduced charges.

N/A Not Available.

A comparison chart illustrating the percent of change in felony case handling from calendar year 1974 to 1975 is provided below:

COMPARISON CHART

	<u>1974</u>	<u>1975</u>	<u>1975 Difference</u>
Defendants Charged	852	1,040	22.06% increase
Trials	162	170	4.93% increase
Trial Defendants	182	185	1.64% increase
Trial			
Defendants Disposed	149	155	4.02% increase
Conviction Rate	80.28%	81.69%	1.41% increase
Defendants			
Pleading Guilty	350	461	31.71% increase
Defendants Dismissed	228	241	5.70% increase
Total Defendants Disposed	727	857	17.88% increase

Statistics for the Pre-Prosecution Probation Program compiled for 1975 are illustrated below:

STATISTICS

PRE-PROSECUTION PROBATION

January - December 1975

Considered	274
Accepted	82
Rejected	167
Pending	25
Active	73
Successful Termination	68
Failures	2
Restitution	\$29,601.79

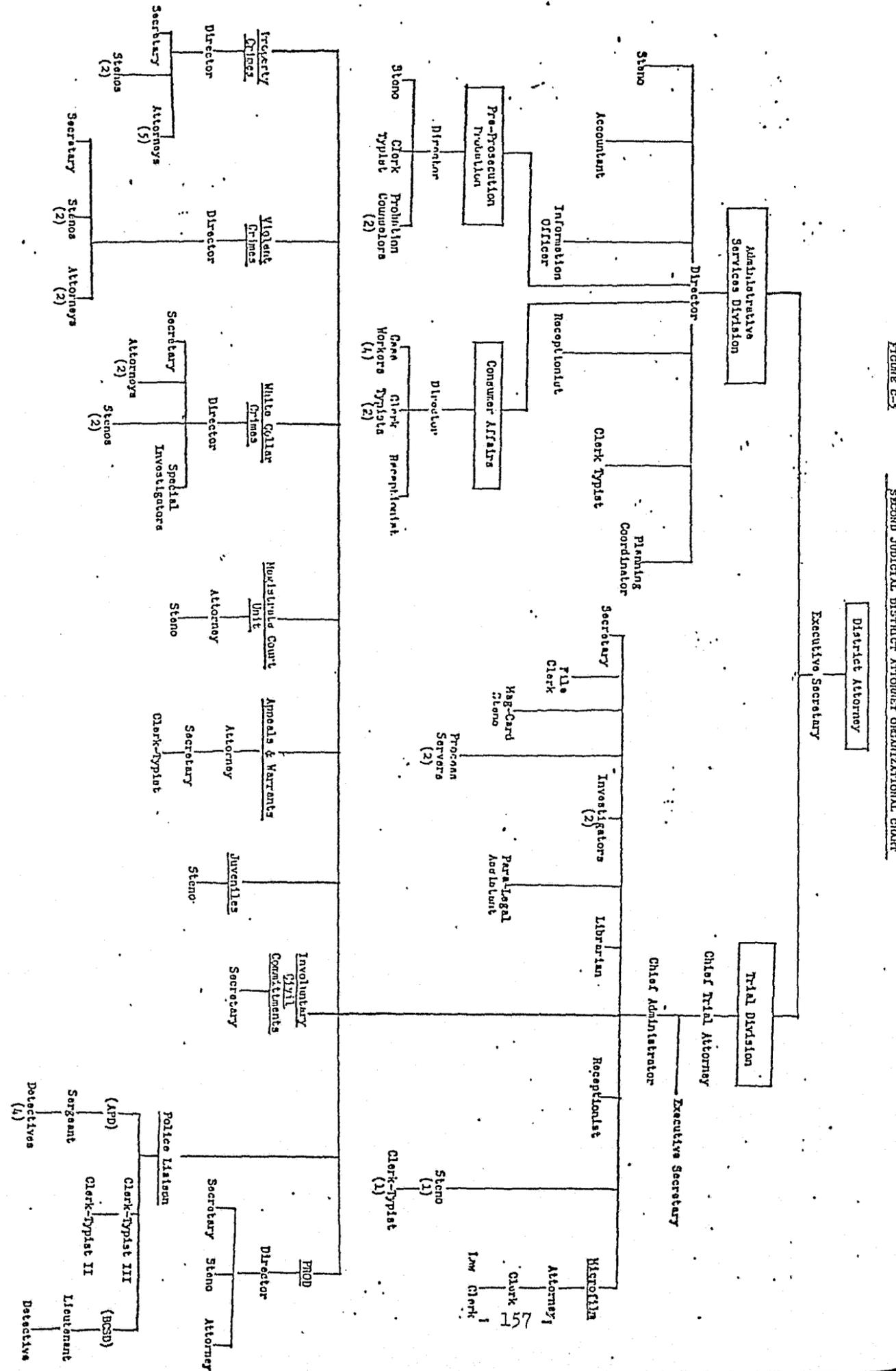
Provided below are workload statistics for the District Attorney's Office of Consumer Affairs compiled for 1975.

CONSUMER AFFAIRS WORKLOAD DATA

Cases Filed	2,377
Cases Solved	1,886

Characteristics of Cases Solved:

Overcharging	283
Bad Guarantee	689
Misrepresentations	241
False Advertising	48
Unfair Trade Practices	223
Rent Problems	175
Referred to Other Agencies	31
Other Activities	196



- Estimated savings from January 1, to December 31, 1975 is \$16,998.40.
- Monies returned from January 1, to December 31, 1975 is \$150,889.15.
- Total amount of contracts cancelled from January 1, to December 31, 1975 is \$14,961.14.

Budget: Current/Future

The current operating budget for the Second Judicial District Attorney's Office is \$991,953.00. In addition, the District Attorney administered \$46,900.00 in LEAA funds. A breakdown of the current fiscal year budget, by source, is illustrated below:

General Fund	\$ 815,000.00
Federal Grants	\$ 46,900.00
Bernalillo County Funds	\$ 96,953.00
Additional Appropriation/State Legislature	\$ 80,000.00
TOTAL	\$1,038,853.00

Listed below is a breakdown of the current operating budget by category:

Personal Services	\$ 873,808.00
Employee Benefits	113,125.00
Travel	10,000.00
Maintenance and Repairs	2,000.00
Supplies and Materials	14,975.00
Contractual Services	20,445.00
Other Operating Costs	500.00
Capital Outlay	4,000.00
TOTAL	\$1,038,853.00

The operating budget for FY-77 will be \$1,098,300.00. In addition, the District Attorney's Office will administer \$195,100.00 in LEAA funds and \$42,904.00 in Bernalillo County funds.

Agency Activities

A major activity occurring during 1975 was the re-organization of the prosecution effort into trial teams. This new alignment can be clearly seen in Figure C-5. Also occurring during that year, was the completion of the courthouse renovation, alluded to earlier, which provided new facilities for the District Attorney's Office. The District Attorney's Office now occupies the entire North end of the Second Floor of the Bernalillo County Courthouse.

Other activities occurring during the past year include the initiation

of a Priority and Repeat Offenders Division (PROD), which is a program geared to increase the prosecution effort against the repeat offender, and the creation of several new positions including a new Planning Coordinator, a new Director of Administrative Services, and a new Chief Trial Attorney.

LEAA grants activity during 1975, included the initiation of an Economic Crimes Operations Unit, which employs two Investigators and one Secretary, and the completion of two projects entitled Narcotics Prosecutor and Property Crimes Prosecution. The Property Crimes Prosecution project was a Discretionary Grant and resulted in the creation of a new division.

Other project activity was the continuation, under Bernalillo County funding, of the Pre-Prosecution Probation Program, the Children's Court Unit, the Magistrate Court Prosecution Unit and the Appeals and Civil Division Attorney.

Anticipated Needs and Problems

A major problem that continually faces the District Attorney's Office is that, while Bernalillo County encompasses approximately 32 percent of New Mexico's population and, in general, receives 36 percent of the State's allocation for prosecution of crime, 47 percent of the crimes prosecuted in New Mexico are handled in the Second Judicial District. This results in a continuing need to increase staff to effectively deal with the rising incidents of crime.

In addition, a need exists to increase computerization efforts for the District Attorney's operation. At the time this manuscript was written, an application for federal assistance had been submitted, and approved, to initiate a Management Information System. The implementation of this project should provide a sound base for an efficient computer program.

## CONCLUSION AND NEEDS AND PRIORITIES

To conclude the Courts Sub-section of this Plan a brief review of agency needs and priorities would be in order. Provided below are the subsystem needs and priorities, indicated by agency, for the Courts Sector of the criminal justice system of Albuquerque/Bernalillo County. Although many of the statements indicated below will be a reiteration of needs and priorities mentioned in the Anticipated Needs and Problems section, it is felt that an isolated view, agency by agency, would be less confusing and would allow easier identification of agency problem areas.

The following Needs and Priorities are not placed in priority arrangement:

### Second Judicial District Court

1. Expand Use of Administrative Interns From the University of New Mexico Public Administration Department.

2. Need a Computer Needs Requirement Study and Conceptual Design Report.

A computer needs study with a conceptual design report is needed in order to more effectively implement a sophisticated computerized information system.

3. Continued Effort to Acquire Adequate Funds to Meet the Rising Incidence of Juvenile Delinquency.

### Municipal Court

1. Need for Adequate Operating Space in Municipal Court.

2. Need for Funds to Allow Both the Judicial and Administrative Staff to Attend Various Judicial and Administrative Training Schools and Conferences.

3. Expand Data Processing Equipment.

A major upcoming activity for Municipal Court will be the complete automation of parking meter and parking violations beginning August 1, 1976. Much remains to be done in this regard, however.

4. Provide for Better Cooperation and Coordination Between the Criminal Justice Agencies.

### Assistant City Attorney's - Municipal Prosecution

1. Develop an Input into Municipal Court Information System.
2. Major Revisions in the Criminal Code of Albuquerque, and Minor Revisions in the Traffic Code.

NOTE: In the 1975 Action Plan, Municipal Prosecution Staff expressed the need for public defense for those charged with violations of city ordinances with special emphasis on indigents facing periods of incarceration. This year the need has largely been met with the special monetary allocation to Municipal Court to contract out with private attorneys at a rate of \$50.00 per case. This procedure seems to be adequately serving the Courts needs and is, therefore, no longer identified as a problem area.

### Second Judicial District Public Defender

1. Need for Para-Legal Utilization.

There is a great deal of non-legal work that is currently done by attorneys that could be done by para-legals.

2. Establishment of a Distinct Juvenile Division.

3. Improve Methods of Screening and Judging Indigency Applications.

In conjunction with the Second Judicial District Court, the Public Defender's Office feels that the procedure for screening and judging indigency applications needs to be improved.

### Magistrate Court

1. Tie into City of Albuquerque Information System.

There is a need for more complete information on the defendants appearing before Magistrate Court.

2. Record Keeping System.

The Magistrate Court is in need of a Microfilming System, to provide more efficient records retrieval as well as reduce storage space of files.

3. Capacity to Prepare Pre-Sentence Reports for Misdemeanants.  
Magistrate Court urgently needs the capacity to prepare pre-sentence reports.
4. Continue Education of Magistrates and Clerks.

Second Judicial District Attorney

1. Need to Prosecute Career Criminals.  
An estimated 60 percent of the crimes committed are by the same individuals who are of a habitual criminal nature.
2. Increased Services to Witnesses and Victims.
3. Expansion into Computerization for Management and Prosecutorial Capability.
4. Greater Prosecution and Services in Magistrate Court.
5. Greater Prosecution and Services in Children's Court.
6. Emphasis on Career Prosecutors.  
This need involves several areas which include:
  - a. The need to increase salaries of prosecutors as they increase knowledge and expertise;
  - b. develop a training manual to train new prosecutors quickly and with greater expertise.
7. Need to Modernize Accounting Procedures.
8. Expansion of the Investigating Staff.  
Other than receiving and investigating Criminal Cases submitted for prosecution, the Investigating Staff would be qualified to investigate certain investigations best handled by the District Attorney's Office, such as, allegations of police misconduct and government corruption. Additionally, expanded investigation can further delve into the problem of fencing activities which at this time are difficult to prosecute.
9. Establish a Joint City/County Evidence Room.
10. Expand Services of the Pre-Prosecution Probation Program.

ADULT CORRECTIONS, DETENTION AND REHABILITATION

Introduction

This year's section of the Adult Corrections, Detention and Rehabilitation part of the Plan will be primarily an update to the previous year's Plan. Many changes have taken place, some have been positive and some have been negative, but the fact remains that many more changes are necessary if this system is to continue to improve in the future.

We, in this system, sometimes find ourselves in a dilemma in selecting the right course of action; in attempting to compromise the present and accommodate the future. The most desirable objectives are possible, but we must approach the problem(s) on a logical basis. Corrections, Detention and Rehabilitation problems are no different. The ultimate goal is to establish a strategy, or a plan of action, that will logically establish a sound foundation on which to build the results that are being strived for. Without this type of approach, it will become more and more difficult to maintain control over the direction local Corrections (Corrections will be used from now on to include the whole spectrum of Corrections unless otherwise specifically indicated) takes.

In the recent past, Corrections has existed on a crisis-to-crisis and budget-to-budget basis and has never really formulated plans by which it can function efficiently.

Management has been very lax and almost fatalistic in its approach to Corrections. If anything positive occurs, it is almost always because of serendipity, or, at best, only because fortuitous situations developed which allowed circumstances to exist which have made changes possible. It is very seldom, indeed, where planning allows independent variables to be precipitated and then capitalized on to bring about controlled change. Management has become almost a means to an end and has resulted in the budget becoming the goals, objectives, and the plan all in one; effectiveness and efficiency are sometimes coincidental.

However, we do have those individuals who are beginning to realize that maybe our present system of Corrections is not working, or, at the very least, is getting only minimum results. There are even some who are advocating massive changes in Corrections. Further, there is the feeling

that the system continues to attempt to "rehabilitate" individuals with methods that do not work. Many people are becoming dissatisfied with Corrections and its futile methods of "forced rehabilitation".

In the following sections information is presented regarding local events since the last Plan which, in total, indicates an overview of workloads, caseloads, and increasingly, of austere budgets that emphasize only what is essential in the minimal day to day functions of either programs or agencies. Consequently, very few efforts are underway to develop new programs or evaluate current agency or program concepts.

As will be seen, Corrections must begin a process of reassessment to address the problems facing this very difficult subsystem.

MUNICIPAL PROBATION OFFICE

Municipal Probation continues to operate from the old Chamber of Commerce Building at 400 Elm, N. E., but in addition now occupies space next to the Municipal Courts in the Albuquerque Police Department Building. The LEAA-funded Intensive Probation Supervision Program, which sought to determine which method of supervision (team, volunteer, or traditional) or combinations thereof had the best success ratio, has terminated but its results are not yet available.

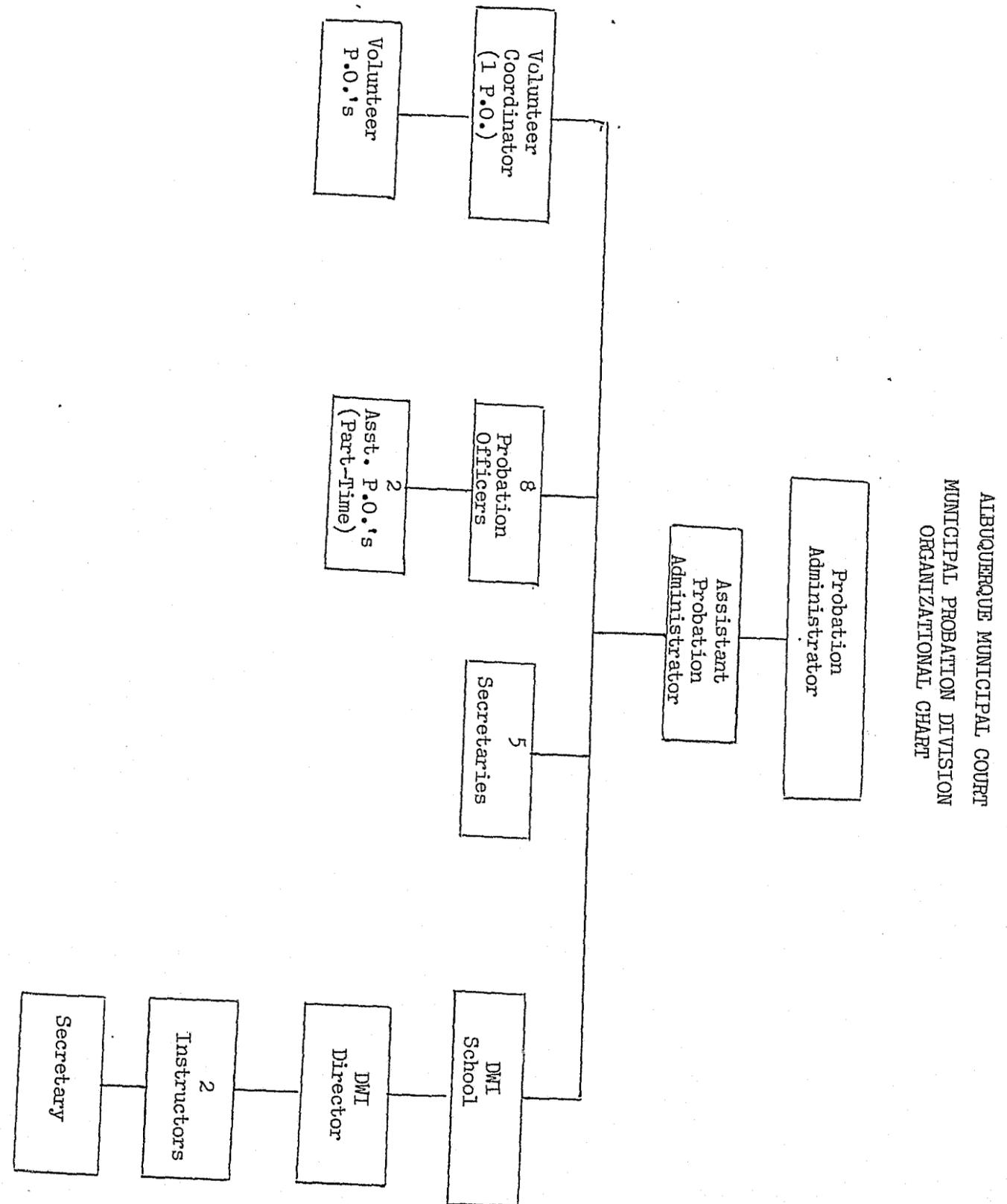
Agency Organization and Manpower Level

Municipal Probation remains the only local probation agency in Albuquerque that handles misdemeanor cases through the Municipal Court. It is presently staffed with 10 Probation Officers and one Probation Administrator. As reflected in the Organizational Chart (Figure AC-1) on Page 166, with the addition of a Community Services Coordinator and a Volunteer Coordinator and with the deletion of the personnel from the Intensive Probation Supervision Program, this agency remains basically the same as in previous years.

Caseload/Workload

Information supplied by the Municipal Probation Office indicate that

FIGURE AC-1



ALBUQUERQUE MUNICIPAL COURT  
MUNICIPAL PROBATION DIVISION  
ORGANIZATIONAL CHART

in calendar year 1975:

1. The total number of DWI's supervised was 1,925.
2. The total number of Pre-Sentence Reports conducted was 6,230.
3. The total number of Release on Own Recognizance done in jail was 476.
4. The total number of Release on Own Recognizance done on warrants was 274.
5. The average caseload per Probation Officer is currently 90.

#### Budget: Current and Future

The Municipal Probation Office is funded through the Municipal Court budget and is noted as being a division of Municipal Court. The present budget for FY-76 is set at \$214,908; \$173,731 from Revenue Sharing Funds and \$41,177 from the City General Fund. Anticipated future funding for FY-77 is projected as being \$230,362; \$180,694 from Revenue Sharing Funds and \$49,668 from the City General Fund.

Budget for this agency is anticipated to remain at about the same level, allowing only for a slight increase to cover yearly salary increments.

#### Agency Activities

The purpose of the Municipal Probation Office is to supervise those individuals convicted of misdemeanor crimes through the Municipal Courts and placed on probation for periods of usually less than one year and normally for only six months.

#### Analysis

In looking at the Municipal Probation Division of Municipal Court, it is apparent that most of the problems confronting this department are those same problems that have plagued this department for the last three to four years. The Probation Officers still have an excessively high caseload and find themselves in a situation of not having the time to do anything other than paper supervision. Increasingly, as the high caseloads indicate, they are becoming hard pressed to do anything but attempt to keep their caseloads down to a workable level. If the high workloads continue to climb at the same rate that they have in the past, it will soon be

exceedingly difficult to remedy the situation.

#### Anticipated Needs/Problems

1. Municipal Probation needs to address the problem of distribution of caseload. Upon the completion of the Intensive Probation Supervision final report, Municipal Probation should be in a position of having the essential information to evaluate three methods of supervision.
2. Along with addressing the problem of caseload distribution, it would be quite useful to undertake a management analysis to determine optimum utilization of manpower. In this regard, a time-motion study could be undertaken to determine the applicability of new processes, forms, procedures, and etc.
3. Although the data gathering capability has improved, Municipal Probation could begin to refine some of the data into more specific information that will be more useful in the establishment of priorities and information for management purposes.

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

The Area II, District 2 Office of State Probation and Parole remains located in Albuquerque. In the past year, this office has moved its offices from the New Mexico Girl's School to four locations: 1609 Fourth, N. W., 510 Second, N. W., 803 Tijeras, N. W., and 204 Dartmouth, N. E. The four offices are intended to improve relations between the agency and the community and make contact with cases easier.

#### Agency Organization and Manpower Level

The Albuquerque Office continues to be the largest of the Field Services Division offices in the State. It has a Staff of 21 Probation-Parole Officers; five being assigned to the Fourth Street Office (Main Office), five at the Second Street location (Unit B), six at the Tijeras location (the Pre-Sentence Report Unit), and five at the Dartmouth location (Unit A). The

Area II Office also operates a halfway house at 200 Walter, N. E. and is staffed by two Probation-Parole Officers, four House Managers and one Cook. An organizational chart is offered to illustrate (Figure AC-2) this on the following page.

Caseload/Workload

Calendar year statistics indicate the following:

	<u>CY-74</u>	<u>CY-75</u>
Average adult monthly client population	654	691
Percentage supervised who are New Mexico residents	84%	82%
Average juvenile monthly client population	55	42
Percentage juvenile monthly population who are New Mexico residents	80%	85%
Combined adult and juvenile average monthly population	709	733
Average supervision workload per Probation-Parole Officer *	42 (est.)	49
Total supervised from Bernalillo County	Statistics Not Available	

Budget: Current and Future

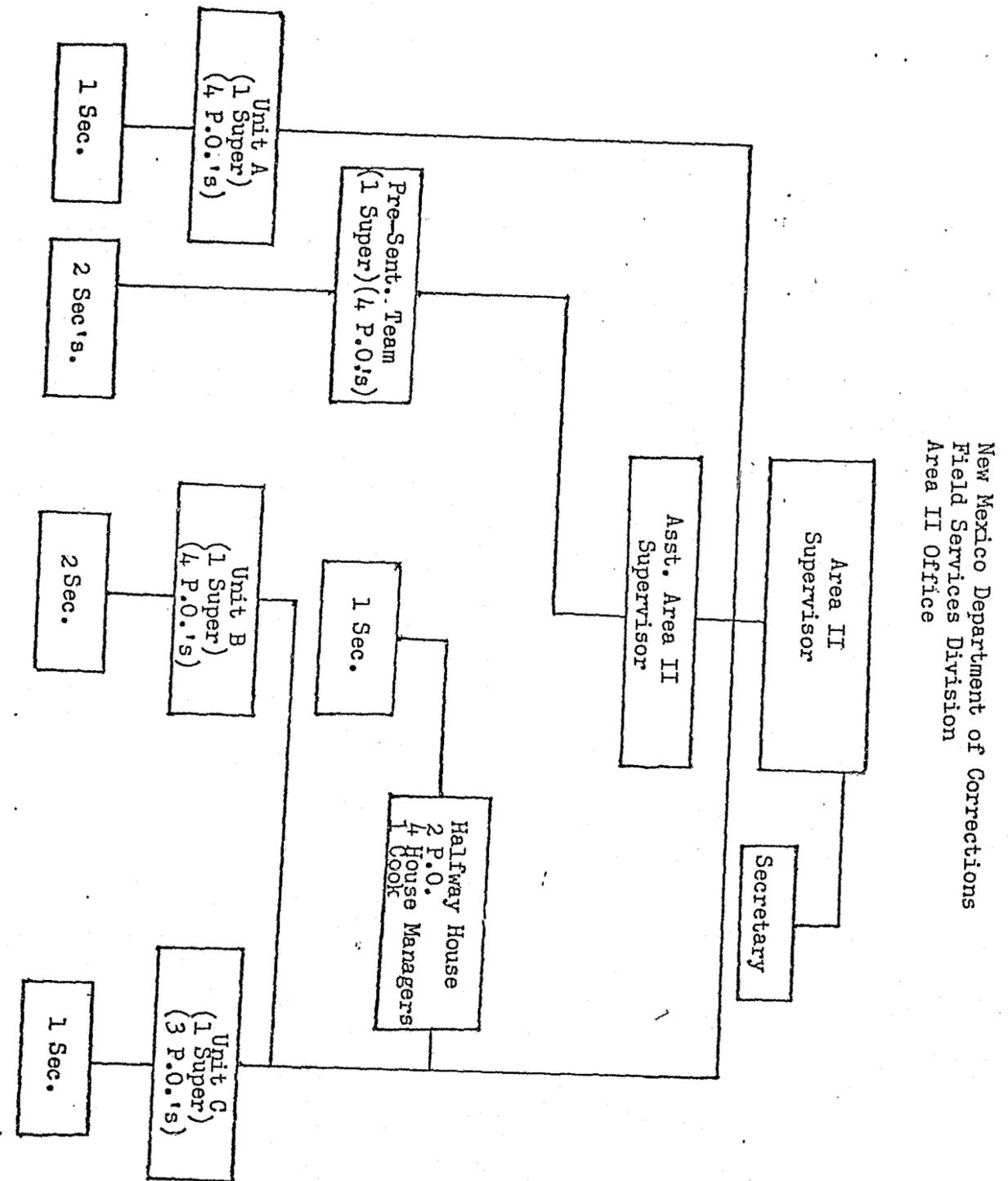
The Field Services Division is not broken down in Area and District budgets, but the estimate of the Field Services Division Finance Office is that Area II, District 2 will receive somewhere in the vicinity of \$305,000 for FY-76. Future funding is expected to remain or increase only slightly above this level.

Agency Activities

The purpose of the Field Services Division is to supervise both adult and juvenile parolees coming, as the case may be, from the New Mexico State Penitentiary or from the New Mexico Boys' School or the New Mexico Girls' School. This Division is also responsible for the supervision of individuals being transferred from other parts of the state and, under the Interstate

\* It should be taken into consideration that this is an average. Some P. O.'s carry only a minimum supervisory load, i.e., Unit Supervisors, and some do not supervise at all because of their administrative responsibilities. It should also be noted that in CY-75 there were 530 Pre-Sentence Reports, 13 Post Sentence Reports, and 1,420 Pre-Release Reports done. Using the American Correctional Association formula for compilation of work units, this would increase the work unit per Probation-Parole Officer by 467 for a total of 516 (49 + 467).

FIGURE AC-2



Compact, from other states.

Additionally, the Field Services Division also has the statutory responsibility to supervise individuals adjudged adult and placed on probation by the courts.

#### Analysis

This agency has seen a steady growth rate in clients throughout the last few years and probably should continue to exhibit such a rate indefinitely until the concept of parole and probation changes. Locally, the Area II Office of the Field Services Division continues to be the largest of this statewide agencies' offices and with that come the problems that accompany that distinction. Because of the crowded conditions at the Penitentiary of New Mexico and its satellite extension at the Honor Farm at Los Lunas, New Mexico, parolees seem to be coming out of the Penitentiary of New Mexico at a faster rate than in the past few years. With population and crime rate increases, this might create heavy caseload problems in the near future.

#### Anticipated Needs/Problems

1. The Area II Office needs to establish an information system that will be conducive with present system needs. Although the present system being used offers much general information for purposes of funding, it offers very little specific information that can be used in the management of cases/caseloads and, further, that can be used in coordination with other rehabilitation and/or offender reintegration agencies in joint efforts of service.
2. As indicated in the analysis, some planning and study should be done in terms of anticipating future caseload trends and ramifications therein.

CITY OF ALBUQUERQUE  
DEPARTMENT OF CORRECTIONS-DETENTION

The Department of Corrections-Detention is operated under a Joint-Powers Funding Agreement in conjunction with Bernalillo County. It has

operated in this manner since July of 1972, and its primary responsibility is the operation of three facilities: Montessa Park Detention Center, the Bernalillo County Jail, and the Central Jail.

#### Agency Organization and Manpower

The Department of Corrections-Detention, as reflected in the organization chart on Page 173, has its administrative offices located at the Western Bank Building and is directly responsible to the Chief Administrative Officer of the City of Albuquerque. A Director, an Assistant Director, an Administrative Assistant, and two Secretaries are located in the administrative offices of the Department.

An Operations Officer, who is responsible for the day-to-day operations of the three facilities mentioned above, is located in an office in the basement of the Bernalillo County Courthouse and supervises the operations from there.

The remainder of the Department personnel are located at the various facilities and also in the Jail Operations Office.

The Department is budgeted for 90 positions, including administration, and are assigned throughout the system.

#### Caseload/Workload

The workload/caseload of the Department of Corrections-Detention continues to remain high and the largest in the State of New Mexico for the numbers of prisoners actually processed. The information and data, as supplied by the Department, for CY-75 follows:

Department of <u>Corrections-Detention</u>	<u>CY-74</u>	<u>CY-75</u>	<u>Percent Difference</u>
Total number of offenses processed	37,771	30,682	-18.77
Total number of Part I Crimes	6,703	2,442	-63.57
Total number of Alien Inmates	1,833	1,548	-15.55
Total number of Federal Inmates	530	666	+25.66
Total number of Juveniles booked	622	573	- 7.88
Total number of Part II Crimes	26,727	23,796	-10.97
Total number of Other holds	1,356	1,657	+22.20
Total	<u>37,771</u>	<u>30,682</u>	-18.77
Total number of prisoners processed	<u>28,338</u>	<u>25,831</u>	- 8.85

**CONTINUED**

**2 OF 3**

Montessa Park Detention Center:

Daily Average Population	90.6
Monthly Average Population	2,756
Total Population Processed	33,071

Budget: Current/Future

As mentioned previously, the Department is funded jointly by City and County: The City at 56.8 percent, and the County at 43.2 percent. A comparison of FY-76 and FY-77 (anticipated) follows:

	<u>FY-76</u>	<u>FY-77</u> (Anticipated)
Joint Budget	\$1,114,816	Joint Budget \$1,397,143
LEAA Grants	135,920	LEAA Grants 68,658
Supplemental Requests	86,484	
Total	\$1,337,220	Total \$1,465,801

It is anticipated that this Department's budget will continue to increase somewhat in line with past increases.

Agency Activities

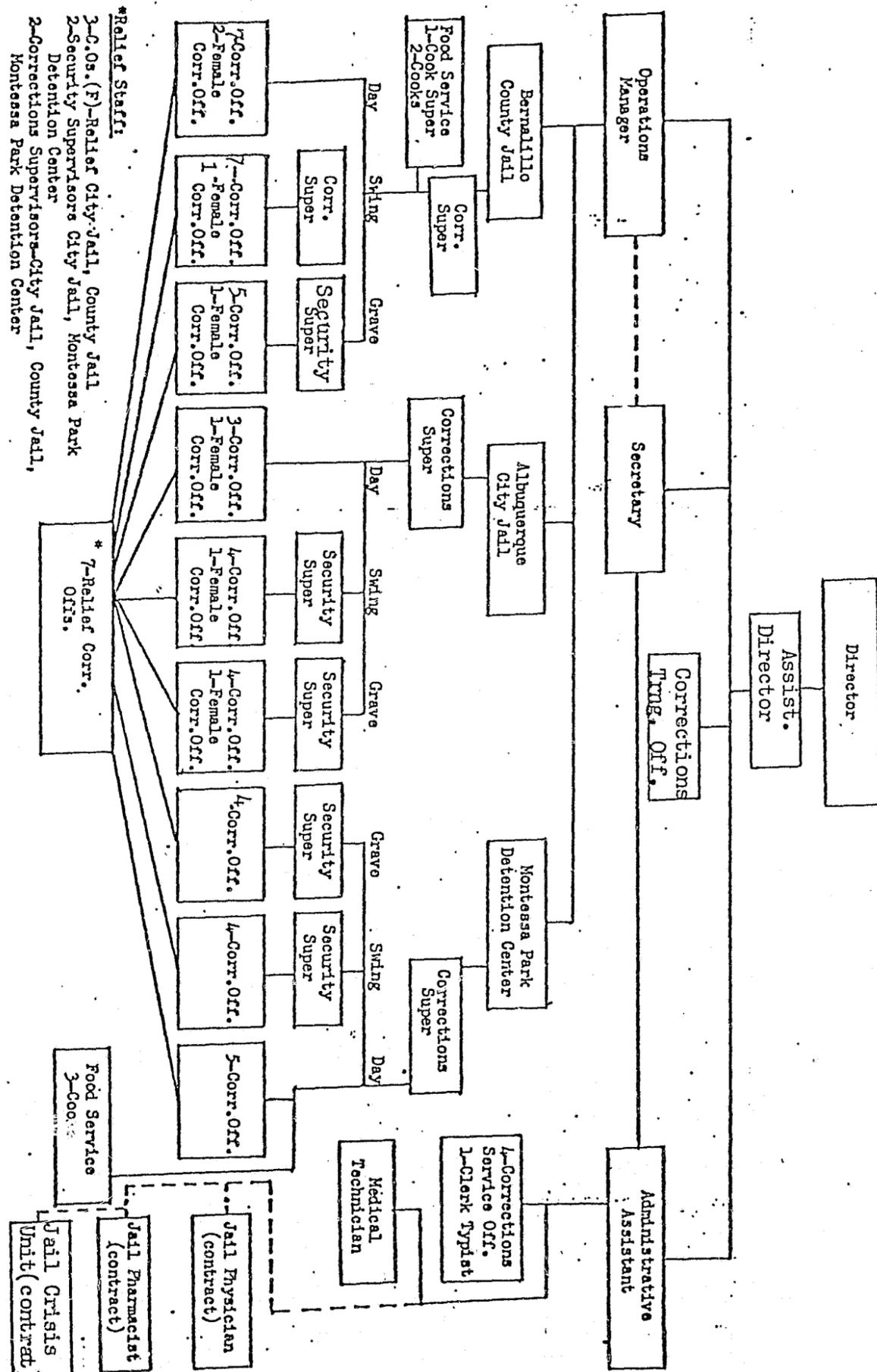
The Department of Corrections-Detention is the largest local detention facility in the State of New Mexico and processes more individuals than any facility in the state. Since its creation under Joint-Powers Agreement in 1972, this Department has had to undertake many changes; most were instituted by court action but some were implemented because of necessity.

By statute, prisoners can be sentenced up to 364 days to be served in the County Jail. In most cases now, since Albuquerque/Bernalillo County are the only City/County Government in the state with a Joint-Powers Agreement of this type, the Courts are sentencing individuals to the Department of Corrections-Detention; the Department decides where to assign each offender, to the Montessa Park Detention Center or the Bernalillo County Jail.

As is reflected in the organization chart on Page 173, besides its normal operations, the Department runs various programs and functions, including medical and pharmacy services, Corrections Service Officers, Courts, Liaison, Corrections Training Officer, and Jail Crisis Unit.

Analysis

This relatively new Department is now in a position of being able to



reassess its accomplishments since its inception and, also, to look at its needs and anticipated problems. Because it is a relatively young Department it has an opportunity now to effectively plan for the future.

In the recent past, this Department has not been able to anticipate and has primarily dealt with reacting to situations. It now should address itself to pragmatically defining and planning its role in the system and, more importantly, in terms of a new facility, future programming, and philosophy.

Although this year's data indicates a slight reduction in total actual individuals and charges processed, this Department remains the largest corrections agency in the state in regard to total prisoners processed.

In general, the potential for positive accomplishments in this area of corrections is there but must be pragmatically and systematically cultivated.

#### Anticipated Needs and Problems

1. There exists a need to evaluate the Department's training criteria and attempt not only to establish a well-thought-out training program for the immediate future, but also one that will facilitate medium range projections for present and future facilities.
2. Philosophy, goals, policies, and objectives should be established for this Department.
3. The vacant position of Director should be advertized, seeking a person of sound management background, training, and professional competence commensurate with the demands of the job.
4. Plans should be begun immediately to formulate programs, training, strategy, and budget for the new facility.
5. Continuation of the Corrections Service Officers Program should be addressed after LEAA funding expires.

#### EX-OFFENDER CONSORTIUM

The Ex-Offender Consortium is operated under the sponsorship of Alternative House, Inc. and is the result of a merging of three ex-offender programs

(DESEO, PASO, and Black Ex-Offender) in July, 1975. This came about because of a shortage of funds for continuation programs and, as a result, created one major program for ex-offenders instead of the formerly six fragmented agencies and/or programs.

Under this consortium arrangement, it appears that ex-offender services are much better coordinated and liaison between other agencies seems to be much improved over what it has been in the past.

#### Agency Organization and Manpower Level

The Ex-Offender Consortium is the single largest program for ex-offenders in the Albuquerque/Bernalillo County area. It is currently operating with three components and, as reflected in the organizational chart on page 177, is staffed by one Director, one Assistant Director-Program Analyst, three Coordinators, three Counselors, one Title VI CETA Counselor, one Job Developer, two Client Service Agents, one part-time Assistant, and two Secretaries. Additionally, graduate students assist on a part-time basis in the Social and Psychological Services and Pre-Release Divisions and, School-on-Wheels students assist on a part-time basis with office and clerical services.

#### Caseload/Workload

According to data supplied by Alternative House Inc., to date there are a total of 586 active clients in the Consortium. The clients served by each division for period 7/1/75 to 3/31/76 (the three quarters in existence) are as follows:

<u>Pre-Release Division</u>	<u>Social and Psychological Services Division</u>	<u>Job Development and Training Section</u>
240	138	208

The offender profile indicates that the average offender being serviced by the Consortium is: male, between 19-44 years of age, has between 9 and 12 years of education, is economically disadvantaged, is of Spanish origin, and is unemployed.

#### Agency Activities

The Alternative House Consortium is a community-based program for the

delivery of rehabilitative services to help ex-offenders help themselves return to responsible citizenship. This is achieved primarily through the three divisions listed:

Pre-Release and Institutional Services — Provides supportive services and counseling at the pre-release and institutional levels. Maintains liaison with community and other referral agencies/programs.

Job Development and Training Services — Provides assistance in determining employment goals, training, and counseling.

Social and Psychological Services — Provides evaluation and diagnosis and treatment primarily for the sex offender.

Referrals are taken from throughout the criminal justice system and from other service agencies.

Analysis

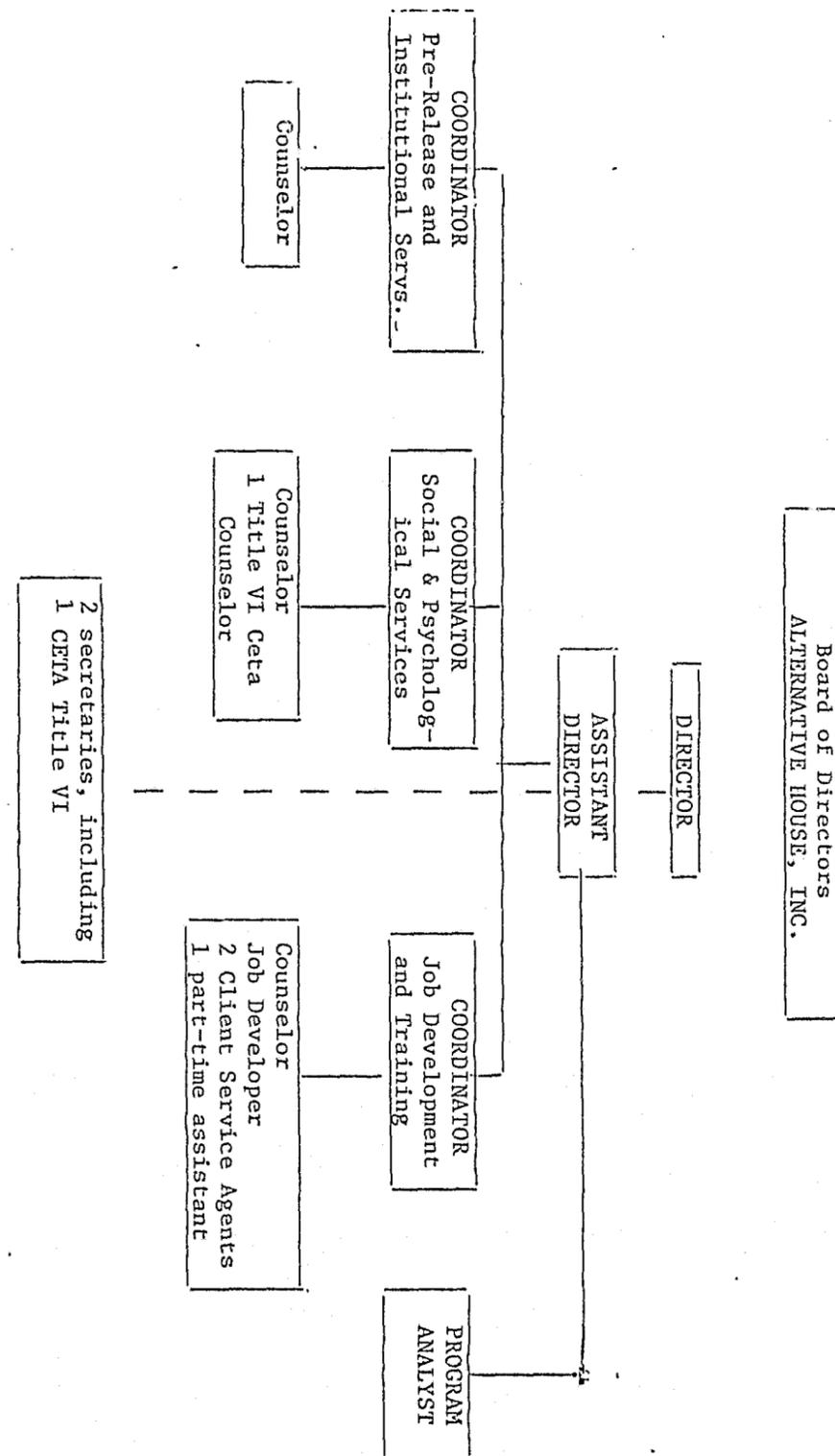
In the ten months or so since the Consortium has been in existence it has developed into a much better delivery system than what existed before. Previously, offenders and ex-offenders were literally "shopping" for the best deal from among the five or six agencies in existence. Competition for federal, state, and local funds was at a very high level which in turn resulted in competition for the clients themselves. Needless to say, this was a very unhealthy situation for all involved.

Since the implementation of the Ex-Offender Consortium, the tone of things has stabilized considerably. Now the major difficulty facing the Consortium is continuation of program and funding.

Anticipated Needs/Problems

1. The Consortium needs to continue to refine its screening procedure for acceptance of referrals and clients.
2. Needs to establish a faster information system to furnish management with updated client population trends.
3. Careful consideration needs to be given to the concept of further

FIGURE AC-4



ALTERNATIVE HOUSE, INC.

Additional graduate students assisting on part-time basis in Social and Psychological Services and Pre-Release Divisions.

School on Wheels students part-time.



c. Discharges:

Routine discharges: 2,257 (65%);  
AMA/AWOL discharges: 1,233 (35%).

d. Average inpatient census: 34 (83%).

e. Ethnicity of inpatient admissions: The Chicano admission rate continues to be disproportionate in terms of population. The Indian admission rate is also disproportionate in terms of population. For comparison with other GATE agencies please refer to Page 195.

f. Geographic origin of inpatient admissions: Origin of inpatient admissions continues to indicate that the majority (73%) of the population served is from Albuquerque, Bernalillo County. In total, 90% of the patients are from the state of New Mexico and the remainder are either from out of state or unknown. For further comparison, refer to Page 195.

g. Age range of inpatient admissions: As indicated in the chart on Page 195, a full 80% of the inpatient admissions are between 31 years of age and 60 years of age. (For a comparison with other GATE agencies please refer to Page 195.)

h. Monthly average of clients in antabuse therapy: 388.

Observation Unit: Opened July 17, 1975;  
Total admissions: 1,796.

Law Enforcement Referrals: 614 (34%).

Budget: Current/Future

Funding for the Alcoholism Treatment Program continues to come from many sources. FY-77 as anticipated is listed below:

County	\$ 146,012
State	185,358
City	291,844
Federal	1,116,119 (includes NIMH and HSSD)
Cash Balance (est.)	100,000
Other	65,516
Total	\$1,904,848

The total budget for FY-76 was \$1,455,498. If funded at the anticipated level for FY-77, there will be a 23.58 percent increase of FY-77

over FY-76.

Future budgets are anticipated to stay fairly close to the FY-77, allowing for an approximate 10 to 12 percent increase.

Agency Activities

The Alcoholism Treatment Program remains the largest treatment facility for alcohol-related problems in the state of New Mexico. As reflected in the statistical and demographic data and in the organizational chart, the Alcoholism Treatment Program treats not only Albuquerque/Bernalillo County residents (73%) but also out-of-County and out-of-State residents (21%). ATP provides community-based rehabilitation with a relatively high level of inpatient services. Detoxification services are still provided at approximately the same level as in previous years and residential services remain on a short-term basis. Thus, ATP works with its clients in the community, providing long-range treatment, planning, and outpatient therapy.

Analysis

As indicated in last year's Plan, the Alcoholism Treatment Program continues to suffer from "the revolving door syndrome" (most alcoholism programs in the United States have the same problem). The data for CY-75 indicate that although the total percent of readmissions has been reduced (75.9% versus 75%), the reduction is, by most standards, insignificant. This problem remains.

In looking at the age range of inpatient admissions, it appears that the bulk of the problem (80%) lies in the age ranges between 31 and 60.

Anticipated Needs or Problems

1. The problem of "the revolving door syndrome" should be addressed specifically and attempts through programming and follow-up should be implemented as soon as feasible.
2. The problem of inadequate/non-conducive office space should be looked at further and a decision made whether to relocate temporarily in more conducive office space or to retain the present location until a better permanent site is found. At present, ATP is located at the old Saint Joseph Hospital where only about 50

percent of the space is utilized, the remainder being used for hallways and other types of dead space.

FIGURE AC-6

LA LLAVE DRUG TREATMENT PROGRAM

LA LLAVE  
A Division of the  
General Addictions Treatment Effort

LA LLAVE Program has been in existence for a number of years, first under the name of Quebrar and more recently under its present name. Throughout its sometimes stormy history the main purpose for its existence was to make therapy and treatment available to drug addicts; specifically, heroin addicts.

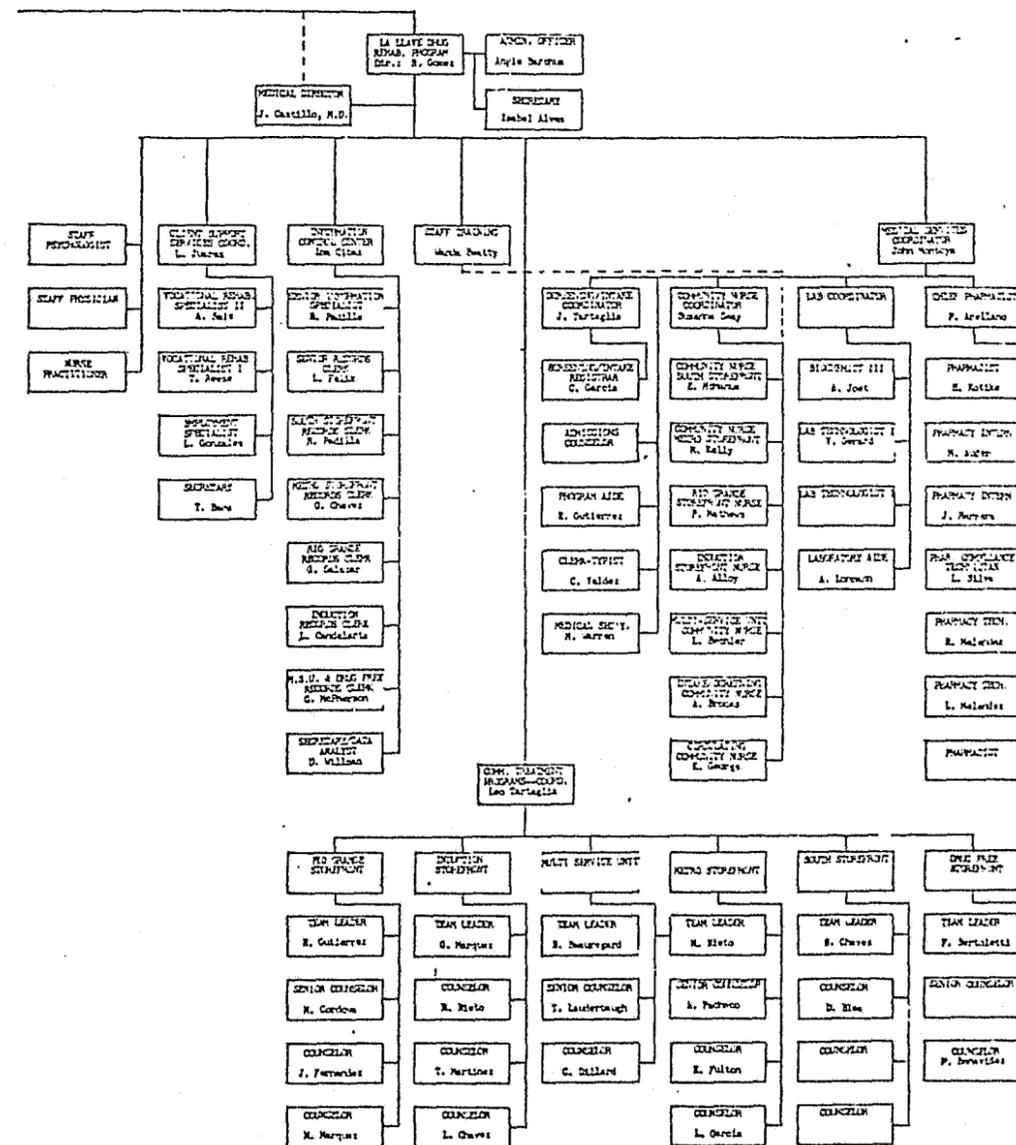
The doctrine and techniques of drug addiction therapy are developing as various programs are tried throughout the country. LA LLAVE drug treatment program consists of three approaches—methadone maintenance, methadone detoxification, and drug-free support—which have proved useful in other areas. Results continue to be uncertain; some segments of community opinion favor maintenance programs, while others argue for the drug-free approach; still others would rely more heavily on criminal sanctions than on any medical treatment plan. Although a final answer is not yet apparent, the limited success criminal sanctions have had in suppressing addiction strongly supports the medical alternative, with maintenance available for those unable to withdraw completely from drugs.

Agency Organization and Manpower Level

LA LLAVE Program is organized into eight units and is budgeted for a Staff of 79, including directors of the various units. As can be noted by the organizational chart on Page 184, this program is organized under the GATE umbrella and gets administrative direction from the Administrative Director of GATE.

Caseload/Workload

The following is program statistics and demographic patient data for the period July 1, 1975 to December 31, 1975 (unless otherwise indicated) supplied by LA LLAVE:



1. Geographic origin by place of residence.

In comparison with the same period in previous program year, there has been a two percent increase of Bernalillo County clients and a .6 percent increase of City of Albuquerque clients. In 1975, 95 percent of the clients were from Albuquerque/Bernalillo County. (Please refer to Page 195.)

2. Static and dynamic capacity end-of-month census shows an average of 508 patients and other information indicates that the dynamic capacity has been as follows:

473 patients in treatment as of July 1, 1975;  
+280 new admissions and readmissions between December 31, 1975  
— and July 1, 1975

753 treatment episodes (not equal to individuals)

The comparison of admission and readmission rates with previous years (as indicated in the chart following) indicates that the pattern of increasing readmissions (with decreasing new admissions) has been broken. In 1975, the total number of clients and of new admissions was higher than any year since 1972.

	<u>No. of Patients</u>			<u>Readmit As % of Total</u>	<u>New Admissions as % of Total</u>
	<u>New</u>	<u>Readmit</u>	<u>Total</u>		
1970	256	58	314	18.47	81.53
1971	428	168	596	28.19	71.81
1972	363	293	656	44.66	55.34
1973	232	206	438	47.03	52.97
1974	220	220	440	50.00	50.00
1975	329	213	542	39.30	60.70

3. Patient Movement Data:

The LA LLAVE client pattern shows that on the average the following occurs:

- 85.0% In continuous treatment
- 4.5% New Admits
- 3.0% Readmits \*
- 1.5% Leaving with program advise
- 2.0% Completing treatment (20 individuals or 5 per month)
- 4.0% Leaving without program advise
- .0% Death

\* In a special count of all patients in treatment between 1968 and the end of February, 1976, of the total count of admissions and readmissions processed by the program, 65 percent of the time the action was a readmission.

4. Patient Distribution by Treatment:

Analysis over a 10-month period in 1975 shows that an average 4.6 percent of LA LLAVE patients were in drug-free treatment, and an average of 95.4 percent were in methadone maintenance, including methadone detoxification.

5. Demographic Patient Data:

a. Patient characteristics by Ethnicity:

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

An analysis of the ethnic background of the patients shows that since 1972 the number of Chicanos had been increasing. This year, it has decreased by 3.5 percent. All the other ethnic groups increased as follows: Anglos +2.6 percent, Blacks by +.4 percent, and Indians by +.5 percent. Please refer to Page 195 for further comparison with other GATE programs.

b. Patient Analysis by Age Group:

Since 1972, changes in the age categories of LA LLAVE clients had varied very little; this year, however, shows the highest percent growth in any age group through time, that is a 4.1 percent increase in the 21 to 30 age group. The majority of clients have always been in the 21 to 30 age group, but, in 1975, it has reached the highest percent (52.17 percent). (Please refer to Page 195 for comparison.)

In comparing a six-month period in 1973, 1974, and 1975, we find that the percentage of females in treatment has increased by 1.5 percent and 2.9 percent respectively. Please refer to Page 195 for a comparison with other GATE programs.

6. Other Pertinent Information:

- a. This year, LA LLAVE has signed affiliation agreements with (1) Six Sandoval Indian Pueblos, Inc. and (2) the Eight Northern Pueblos to work in cooperation with them in their efforts to start their new projects funded recently under NIDA.

- b. The pharmacy is set up to pre-dispense 1,600 to 1,800 unit doses of antabuse per month.
- c. Approximately 95 percent of all LA LLAVE patients use methadone while in treatment at LA LLAVE.
- d. The program, nationally, is considered a low dosage methadone program, since the average dose is 40 milligrams. The range of 40 to 60 milligrams is considered low.
- e. Drop-Out Rate:
  - 1. Current drop-out rate is 3.6 percent ('75).
  - 2. One year ago, 2.4 percent ('74).
  - 3. Two years ago, 2.5 percent ('73).
- f. Urinalysis Results:
  - 1. Current average rate of urines dirty with morphine, 15.7 percent (first quarter of '76).
  - 2. One year ago, 17.3 percent (first quarter of '75).
  - 3. Two years ago, 13.6 percent (first quarter of '74).
- g. Employment
  - 1. Current average rate of employment among methadone maintained patients, 40.1 percent (February '76).
  - 2. One year ago, 46.6 percent (May '75).
  - 3. Two years ago, 33.19 percent (May '74).

Budget: Current/Future

Budget for FY-76 for LA LLAVE was \$1,046,150.\* Estimated FY-77 budget follows:

	<u>FY-77 (Estimated)</u>
County	\$ 105,657
DHI (Contract)	38,105
City	212,748
NIDA	561,015
HSSD	114,315
Cash Balance	54,000
Lab Service and Private Payments	<u>10,500</u>
Total	\$1,096,340

Future budgets are estimated to have a variance of 10 percent (+ or -).

\* Subject to further revision to the end of FY-76.

Agency Activities

LA LLAVE Program administration's primary goal can be stated as making available medical and non-medical services to all heroin and other opiate addicts who request treatment and to gear the treatment offered to the readiness of the client. This means that for some this is a total rehabilitation effort and for others only as a first step in the treatment and rehabilitation effort of a drug abuse problem. This is accomplished through outpatient methadone maintenance, outpatient methadone detoxification, and outpatient drug-free.

LA LLAVE provides a comprehensive multi-modality and rehabilitation program which includes (but not necessarily limited to):

1. Four storefront facilities which serve as both methadone dispensing stations (each with its own Food and Drug Administration clinic number) and neighborhood-based outpatient treatment facilities.
2. A Drug-Free Storefront to which all the drug-free clients are assigned.
3. The Multiple Services Unit which provides outpatient treatment for clients with multiple addictions. (This site also has an FDA clinic number.) This Unit's Staff also serve as primary counselors to LA LLAVE clients who are hospitalized for emergency care at the ATP specialized hospital detox unit in beds (4) designated for LA LLAVE. Also located at this unit are the LA LLAVE Administration, Pharmacy, Information Control Center, as well as offices of the various Medical Staff and Staff trainers.
4. The Central Intake Unit, the Vocational Rehabilitation Unit, and part-time contracted Medical Staff who perform LA LLAVE entry and repeat annual physical examinations are located at yet another site.
5. LA LLAVE operates under a centralized delivery system; the following services have been and will continue to be centrally managed:
  1. Admission, Readmission:
    - a. Evaluate interview.
    - b. Medical evaluation.
    - c. Psychiatric screening.
    - d. Treatment plan preparation and monitoring.

- e. Orientation to the LA LLAVE policies and treatment approaches.
  - f. Stabilization at a maintenance dose.
  - g. Detoxification monitoring.
  - h. Information on transfers of patients between units (district "clinics" by FDA definition) and treatment approaches.
  - i. Information on terminations.
2. Methadone-related routine medical care.
  3. Urinalysis services through the LA LLAVE Biochemistry Laboratory.
  4. Individual methadone dose preparation at the LA LLAVE Pharmacy.
  5. The Information Control Center has centralized master records; records to meet FDA Guidelines are also maintained at each clinic.
  6. Vocational rehabilitation.
  7. Staff Inservice Training.
  8. Referral for emergency and inpatient psychiatric and medical treatment (arranged through local hospitals and the Bernalillo County Mental Health Center).
  9. Referral to other social service agencies.

#### Analysis

As mentioned earlier, LA LLAVE has endured many problems throughout its stormy history and most of those problems are periodically brought out. One of the problems that continues to surface is the one regarding the effectiveness of treatment, i.e., methadone maintenance, methadone detoxification, and drug-free support. Because of many misconceptions and some adverse media publicity there are many diversified opinions regarding treatment; most of them seem to revolve around the effectiveness of treatment in general.

According to the LA LLAVE special count of all patients in treatment between 1968 and the end of February, 1976, of the total count of admissions and readmissions processed by the program, 65 percent of the time the action was a readmission. This would tend to indicate "a revolving door syndrome" that we had previously not been aware of because of the stringent guidelines regarding confidentiality of addict information and because of a very ineffective method of keeping track of addict populations.

Effectiveness has always been questioned and now it seems that there might be a basis for re-examination of that question; at least in the context

of the high re-admit ratio and possible consideration of decriminalization of drug legislation.

#### Anticipated Needs or Problems

1. Continued training of all caseworkers and supervisory personnel to raise the level of trained capabilities within the program is necessary.
2. There is a need to establish a method by which accurate information can be exchanged with law enforcement agencies to begin to document, accurately, the relative conflict of patients with the law. At present, because of federal laws and guidelines and law enforcement policies, it is not possible to obtain accurate statistics and data.
3. A cost/benefit analysis, indicating the social and financial costs of the efforts against drug addiction needs to be done, using the existing combination of police pressure and treatment alternatives as variables. Such a study would be compatible with consideration of suggestions for decriminalization of heroin and other hard drugs. This is being heard with increasing frequency from responsible spokesmen.
4. Need to establish adequate and more conducive office space. At present, many of LA LLAVE'S administrative offices are located at the old St. Joseph Hospital where optimum utilization of space cannot be achieved.

#### CRIMINAL JUSTICE PROGRAM

ATASC, Alternative Services Unit, Extension Services Unit  
A Division of the General Addictions Treatment Effort

The Criminal Justice Program operates as a resource to the courts and is currently operating from the third floor of the old St. Joseph Hospital at 715 Grand, N. E. A move from this facility to one at the Medical Towers Building complex or to the Tower Plaza Building is anticipated in the near future. The move would probably locate the Criminal Justice Program more



- b. Through post-trial process 17 (8%).
- c. Through Probation Department 21 (10%).
- d. Through Parole Department 17 (8%).
- e. Other (D.A., transfers, etc.) 18 (9%).

### III DEMOGRAPHIC DATA (ACTIVE CLIENTS)

- a. Age Range of Active Clients.  
Present data indicates that a high percentage (81%) of active clients fall in the age range of 21 through 35. A comparison of age categories of the major GATE programs is offered on Page 191.
- b. Ethnicity of Active Clients.  
The data available clearly indicates a disproportion of Chicano clients to general population figures. Refer to Page 195 for a comparison of GATE programs.
- c. Gender of Active Clients.  
Data available indicates a high male to female ratio. Please refer to Page 195.

### IV OTHER PERTINENT DATA

- a. Approximate number of contacts in 1975 was 103.
- b. The total number of contacts from inception to date is 314.
- c. Out-of-county clients receiving treatment from LA LLAVE in 1975 averaged 25.75 per month, not including penitentiary contacts.
- d. Out-of-county clients receiving services other than treatment from LA LLAVE average 8 per month, not including penitentiary contacts.

### Budget: Current and Future

The Criminal Justice Program is funded through a variety of sources but is still retained under the GATE umbrella as a separate division. The present budget for FY-76 is \$148,194; \$49,750 from DHI (Title IVa and VI), \$98,444 from LEAA.

The anticipated funding for FY-77 is \$221,025; \$52,940 from DHI (Title XX and State match), \$61,559 from LEAA, \$63,138 from NIAAA, \$16,612 from DHI, \$13,388 from City, and \$13,388 from County. It is anticipated that if funding is continued in the immediate future, funding will continue at about the same level.

### Agency Activities

Presently, the Criminal Justice Services Program is the liaison between GATE and the criminal justice system; it finds and "tracks" alcoholic, addict, and drug abuse clients within different criminal justice agencies.

These activities are expected to expand with the initiation of the AURORA (Albuquerque Urban Resource for Offender Referral and Assistance) Project in July, 1976.

The Alternative Services Unit receives persons from the courts on misdemeanor charges or first offense felonies who are given community service hours to complete; as opposed to being fined and/or incarcerated.

ATASC provides screening and evaluation for adult drug abusers that have become involved with the criminal justice system. The purpose of this screening and evaluation is to provide treatment planning for eligible individuals and to present such treatment plan to the appropriate judicial authorities. If the treatment plan is accepted by the criminal justice agency and the individual, ATASC will place the client in treatment, monitor his progress therein, and act as liaison agent between the rehabilitation and criminal justice systems.

The Extension Services Unit provides assistance to as many New Mexico counties as possible with case finding, case consultation, development of treatment capability, and Staff training in regard to heroin addiction treatment, if the size of the community makes it feasible.

### Analysis

This agency is serving a very useful purpose to the criminal justice system in Albuquerque/Bernalillo County in the form of coordination and liaison between the courts and other agencies. At a time when there is a variance of programs and intent, individual agencies are sometimes at a loss as to what to do or recommend regarding referral and treatment to the addict, alcoholic, or drug abuser. The Criminal Justice Program is providing such services through one or more of its subunits.

One situation that poses a very definite problem is funding. A shortage of funds at the local level has made it necessary to apply to various sources for continuation funding. This has resulted in an uncertain future if one or more sources of funding are not realized.

### Anticipated Problems/Needs

1. A stable funding situation should be established at the earliest possible time.

SUMMARY

The chart on this page is offered to illustrate a composite of information regarding the three major agencies under the GATE organization. Included are age range, ethnicity, sex, and geographic origin of clients from the Alcoholism Treatment Program, LA LLAVE, and the Albuquerque Treatment Alternatives to Street Crime Program.

COMPOSITE DATA INFORMATION CHART - GATE AGENCIES  
CY-75 (Unless indicated)

	ATP (Inpatient)		LA LLAVE (10 Months)		ATASC		TOTAL	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
<u>Age Range of Active Clients</u>								
20 and Under	20	1	60	11	10	7	90	.02
21 - 25	134	4	282	Combined	50	34	Combined	Combined
							Below	Below
26 - 30	284	7	Combined	52	43	30	793	.19
31 - 35	432	12	168	Combined	25	17	Combined	Combined
							Below	Below
36 - 40	658	18	Combined	31	9	6	1,292	.30
41 - Over	2,050	58	32	6	9	6	2,091	.49
TOTAL	3,578	100	542	100	146	100	4,266	100
<u>Ethnicity of Active Clients</u>								
Anglo	1,239	36	81	15	27	18	1,397	33
Indian	548	15	5	1	0	0	553	13
Black	73	2	11	2	3	2	87	2
Chicano	1,664	46	445	82	116	80	2,225	52
Other	4	0	0	0	0	0	4	0
TOTAL	3,578	100	542	100	146	100	4,266	100
<u>Sex of Active Clients</u>								
Male	3,138	87	428	79	114	78	3,680	86
Female	440	13	114	21	32	22	586	14
TOTAL	3,578	100	542	100	146	100	4,266	100
<u>Geographic Origin</u>								
Albuquerque	2,231	62	347	64	(Included in County Figures)			
Bernalillo County	423	11	173	32	96	66	3,270	77
New Mexico	639	17	17	3	50	34	706	16
Cut-of-State	156	6	5	1	Service for In-State Clients Only		161	4
Unknown	129	4	0	0	0	0	129	3
TOTAL	3,578	100	542	100	146	100	4,266	100

As was noted in the Introduction to this section, Corrections problems are becoming increasingly more obvious and more crucial in terms of being able to resolve them with any kind of orderly procedure.

Organized data is still lacking and it is becoming more and more necessary to have it in the area of management. It continues to be increasingly essential to have good established Management Information Systems (MIS's) with which to make sound decisions. As reflected in last year's Plan, a systemwide, standardized information and retrieval network is needed with which to coordinate necessary mutual work, caseloads, and planning.

Management should begin to assess methods which may possibly be outdated or ineffective and also begin to formulate an organized and systematized method by which to manage. An organized management system should include a plan by which to request budgets, which should be evaluated on a regular basis, and a method with which to reassess continually and adjust the whole cycle on a logical basis.

Since data and management should be used one with the other, it is suggested that these two facets of the various Corrections programs should be assessed. It is with a good Management Information System that sound decisions, which will be effective and efficient, can be made. Without sound management and information, the Corrections System will only fall further behind.

In the area of rehabilitation programs, there is developing an increasing need to determine the effectiveness of treatment and philosophy. Available data indicates a fairly high readmit rate for two of the local agencies. Some method of resolving this question should be addressed at the earliest possible time so that reassessment of current plans may begin.

CORRECTIONS, DETENTION AND REHABILITATION SUBSYSTEM NEEDS:

The assessment of planning projections in the area of Corrections, in general, need to be not only logical but also realistic. Many times objectives must be used in a step-stone fashion to achieve ultimate goals; at other times, because of legal and/or social circumstances, a more direct

route must be taken to accomplish not only necessary changes but, also, to maintain equilibrium within a systemwide basis.

As alluded to in the Introduction, there has been much study and research done in Corrections but there has been very little immediate and practical payoff to correctional personnel. Many are too busy to pay attention to research findings and, when they are read, most of the time the findings are not easily understood. Further, a great deal of the time there is no direct feedback for program improvement.

With this in mind an effort will be made, following, to list Corrections needs and priorities that are both logical and realistic and have potential for feedback.

1. Continue to develop a standardized information system that will lend itself to mutual exchange of meaningful information among agencies and programs. Standardized data for management and tracking of offender populations is still very fragmented. A Computer Information System should be strived for.
2. Continue to monitor and evaluate all programs constructively to determine feasibility of continuation, possibility of positive change, and to test effectiveness and efficiency.
3. Develop a strategy by which the Corrections system can collectively establish a forum for discussion and begin to share information and knowledge.
4. Determine the need for halfway house situations for local, state, and federal agencies.
5. Determine the efficiency and effectiveness of drug addiction treatment programs, and evaluate the basic strategy of attacking drug addiction and abuse.

# PUEBLO of ISLETA

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## THE 1976 PUEBLO OF ISLETA CRIMINAL JUSTICE ACTION PLAN AND FIVE YEAR DEVELOPMENT PLAN

Prepared by:

Honorable Governor Seferino Lente

Judge Ernest Jaramillo

Judge Frank Jojola

Judge Lorenzo Jojola

Tribal Council Members

Isleta Police Department

Bureau of Indian Affairs, Law & Order

Department of Southern Pueblos Agency

James Ripple, Director, Economic Development

Angus Abeita, Planner

### INTRODUCTION

This Document is the initial effort of the Pueblo of Isleta to formally reduce to writing its own assessment of Law and Order as it exists on the Isleta Indian Reservation. Historically, the traditional Indian way of handling crimes against persons and property excluded the formal recording of offenses and subsequent disposition by its own unique justice system.

Due to the ever increasing encroachment by a dominate society, the Pueblo has found it necessary and good to inventory its resources, to analyze its Law and Order System and to plan so as to deliver to its people an improved degree of Law and Order reflecting the demands and social changes of the Pueblo.

The Pueblo Governing Body recognizes the necessity to cooperate fully with the adjacent off-reservation Law Enforcement agencies, the various State agencies and the Federal agencies. They only reserve unto themselves the traditional heritage of the Pueblo and their right to exercise and perpetuate the Isleta Indian culture.

Due to the many and the complexity of the inter-agencies actions effecting Law and Order on the Isleta Indian Reservation and the different jurisdictions, this plan is concerned and focused upon the Tribal Law Enforcement and the Isleta Judiciary System.

Demographic Data

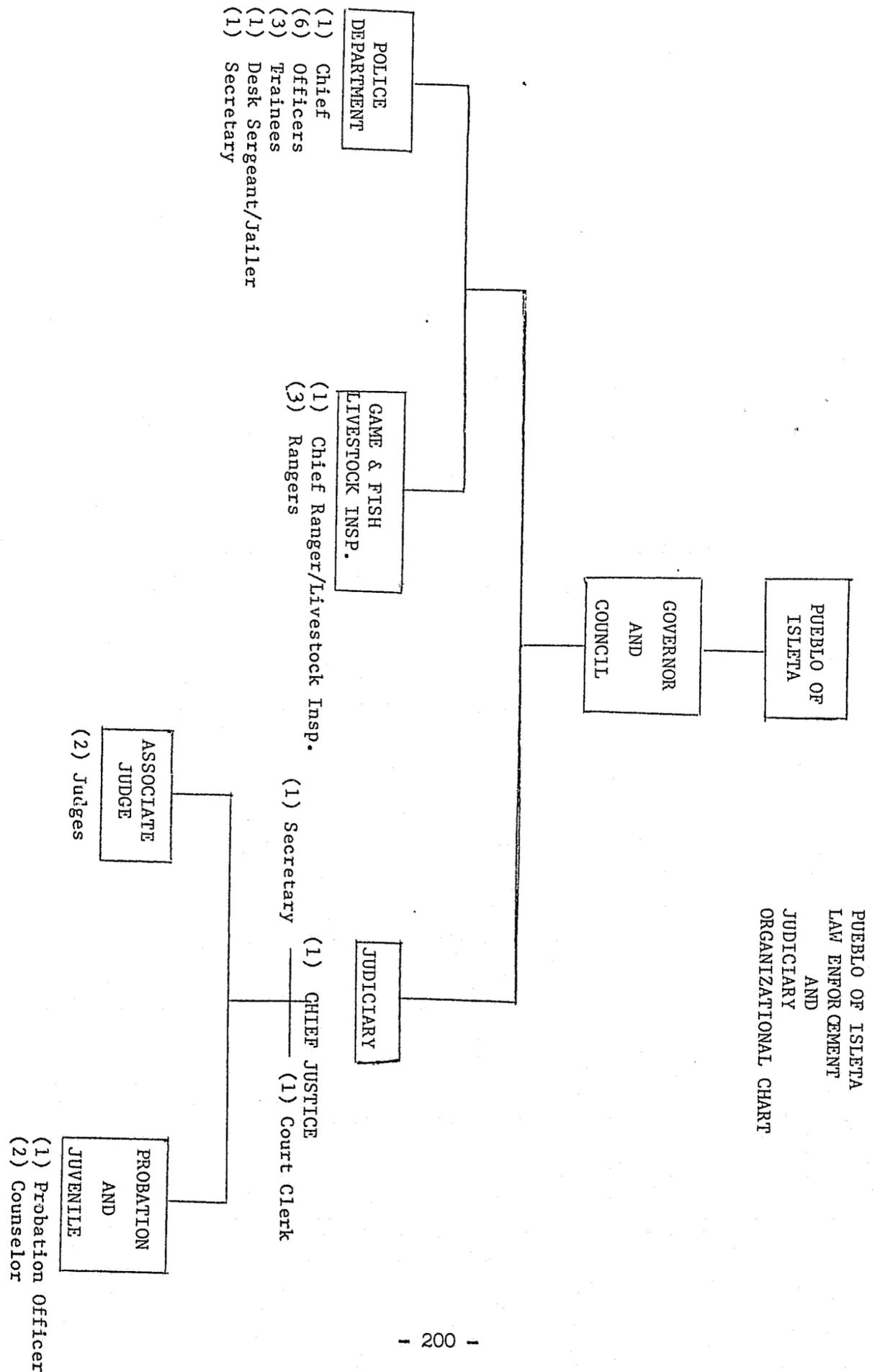
The Pueblo of Isleta is located thirteen (13) miles south of Albuquerque, New Mexico. The Pueblo consists of the main village; Isleta; Chical, on the east side of the Rio Grande River; and Oriabi on the south side of Isleta. The total population is 2,561 Indians, plus 341 non-Indians.

The Isleta Reservation lies across the north/south New Mexico vehicular traffic corridor. Interstate 25, U.S. 85, and State Route 47 cross the reservation. These roads, of course, are paved. All other roads, streets, right-of-ways are unpaved. The majority of the population live and work in a fifty (50) square mile area, along the Rio Grande. Hence, this is the area requiring eighty (80) percent of the Police activity. Total reservation contains approximately 240,000 acres.

Local people describe the lands belonging to the people of Isleta as extending twenty-one (21) miles east past the crest of the Manzano Mountains and twenty-one (21) miles to the west to the banks of the Rio Puerco from the Pueblo on the banks of the Rio Grande.

The Reservation is bisected by the Bernalillo and Valencia Counties boundary with the southeastern corner in Tarrant County.

The powers and rights of the Isleta Tribal Government are based on their original status of Sovereignty granted via a treaty with the United States Government in 1864 and recognized by the State of New Mexico when it obtained statehood in 1912.



### Law Enforcement

The Pueblo is currently served by four (4) Bureau of Indian Affairs Police Officers, three (3) Tribal Police Officers and two (2) part-time Tribal Law Enforcement Trainees. This crew permits sixteen (16) hours per day coverage, seven (7) days per week. This indicates each officer has over twenty-five (25) square miles under his surveillance while on duty. This, of course, becomes impossible when one of the shift officers is temporarily involved in a police action, resulting in the other officer having the responsibility for the surveillance of the entire Pueblo.

The New Mexico State Police have concurrent jurisdiction on all State and U. S. Highways which includes I-25, State Route 45, State Route 47, and State Route 147.

The Reservation is split by the common boundary line of Bernalillo and Valencia Counties, so the usual jurisdiction of the respective county sheriff's departments for crimes involving non-Indians is split. The Reservation area that is within Tarrant County is unpopulated and only requires limited surveillance.

The State Police can be called by Isleta or B.I.A. Police on cases involving non-Indians off State roads and U.S. Highways. The Isleta and B.I.A. Police can cite violators on State or U.S. Highways. There is a good working relation between the various Law Enforcement agencies. The Isleta and B.I.A. Police are knowledgeable in Law and Order work and are presently using standard report forms as used by the Albuquerque Police Department and other agencies. Although the working relation is good, this does not assure that all crimes are recorded in the respective and collective offices. Thus, the recorded criminal activity and other Law Enforcement data as used in this study is inaccurate in total and does not reflect the higher criminal activity that is known to exist.

The Pueblo of Isleta with a population of 2,902 Indians and non-Indians is the third largest Pueblo in New Mexico. The Pueblo of Isleta has the highest crime rate of all Pueblo's served by the Bureau of Indian Affairs, Southern Pueblos Agency.

### EXISTING CONDITIONS

The operating conditions for the Isleta Police Department are very rudimentary and difficult, creating a tremendous work load on personnel and strain

Figure Isleta Pueblo 1

<u>OFFENSES (A)</u>	<u>1975</u>
Homicide	4
Forcible Rape	0
Armed Robbery	0
Assaults	70
Burglary	16
Motor Vehicle Theft	4
Arson	1
Forgery	0
Fraud	0
Embezzlement	1
Stolen Property; Buying, receiving or possessing	0
Vandalism	1
Weapons, carrying etc.	6
Prostitution	0
Drug, other than marijuana	0
Use or possession of marijuana	1
Child Abuse	3

(A) As recorded and reported by the Southern Pueblos Agency of the Bureau of Indian Affairs.

Note: To indicate the high degree of inaccuracy, the Tribal Court handled 387 criminal cases during the same period. The Isleta Tribal Court has jurisdiction of all lesser crimes involving Indians. See Figure Isleta Pueblo 2.

BUDGET  
LAW ENFORCEMENT

Capital

2 Vehicles - 4 wheel drive	\$11,000
4 Walkie/Talkie	400
2 Polaroid Cameras	150
4 Rifles - 30/30 Cal.	360
4 Shotguns - 12 ga.	360
6 Hand Cuffs	90
4 Sam Brown Belts	300
Total Capital	\$12,720

OPERATING BUDGET

Travel:	<u>Annual</u>
Transportation Per Diem	\$ 1,200 600
Vehicle Operating Expenses:	
6 Vehicles average 40,000 miles/yr./unit times \$.08 per mile	19,200
Utilities, Gas, Electricity & Water	900
Space Cost - 500 sq. ft. space @ \$4.00/s.f.	2,000
Supplies:	
Printing	\$100
Medical	75
Janitorial	150
Office	300
	624
Telephone	600
Uniform Allowance \$100/yr./officer	1,500
Total Operating	\$26,625

LAW ENFORCEMENT

PERSONNEL BUDGET

Police Department

Annual  
Expense\*

1 Police Chief	\$13,482
6 Officers \$7976/yr to \$9946/yr.	52,673
3 Trainees \$7102/yr.	21,306
1 Desk Sergeant	9,946
1 Secretary	8,925

Game & Fish & Livestock Inspectors

1 Chief Ranger/Livestock Inspector	9,946
3 Rangers \$7976/yr. to 8925/yr.	25,826

Total Personnel Salaries	\$142,104
Fringe Benefits @11 Percent	15,631
Total Personnel Budget	\$157,735

\* Based upon Bureau of Indian Affairs GSA scale for equivalent positions.

on equipment. The Pueblo has two (2) patrol cars and two (2) vans, all are old and need extensive repairs. None are suited for off-road work as required in policing the reservation.

The Isleta Police Department does not possess many of the usual articles of equipment that are needed and found in most small rural off-reservation police stations. The Pueblo does share a Shortwave Radio System with several other Pueblos, with a base station and mobile units in the two (2) patrol cars.

The Isleta Police Headquarters is a small two (2) room adobe structure with less than 600 square feet. The Pueblo has no detention facilities and prisoners are housed at Los Lunas, New Mexico, approximately ten (10) miles' distance.

#### PLANNED COMMUNITY DEVELOPMENT

The Pueblo of Isleta has currently under way several major Community Development projects that will increase the police work load.

1. Arts/Crafts Center: This will be a \$200,000 facility housing Arts and Crafts sales and valuable historic items.
2. Commercial Center: This will be a \$350,000 project containing a supermarket, coin-op laundry and other variety stores. This center will require twenty four (24) hour surveillance.
3. Pueblo of Isleta Operations Center: This will be the Center for all Tribal Offices including the Executive, Legislative, a Judiciary and program administration.
4. Multi-Purpose Center: This will be a \$175,000 facility providing space for many activities such as a library, gathering place for the old people, nutrition program, small games, entertainment, recreation, etc. The night time activities not currently available on the reservation will require additional police surveillance.
5. Park & Recreation Sites: Prior to 1975 the Pueblo had no improved playgrounds other than the one adjacent to the Bureau of Indian Affairs School. During 1976, seven (7) parks will be added throughout the populated area.
6. Indian Health Clinic: This is a new \$500,000 facility to house the Indian Health Program.

The above projects are all underway and will be completed in 1976. It is noteworthy that armed robbery has not been a serious crime on the reservation to date. This may be explained in part by the fact that up until now there have been no sizeable commercial improvement on the reservation which would attract a potential robbery. On the other hand, burglary has always been the high crime against property. Hence, it can be assumed that with the

completion of the aforementioned community development projects that robbery and burglary will increase unless corrective and preventive measures are taken.

#### GOALS & OBJECTIVES

##### Short Range:

1. Development and implementation of an improved data system.
2. Improve Police Department Headquarters building.
3. Additional personnel.
4. Police training.
5. Increase patrol.
6. Suitable vehicles.
7. More station equipment.
8. Review and updating all Tribal Ordinances.

##### Long Range - 5-Year Plan:

It is the objective of Isleta Tribal Governing Body to develop under its sole jurisdiction a comprehensive Law and Order Department. The proposed Department will include the usual Police activities as currently performed by the Bureau of Indian Affairs Officers and the Tribal Officers. In addition, a new section would be created for Game and Fish; and Livestock Inspection.

Indian Livestock owners are experiencing a high loss rate of livestock through theft. The livestock range extends from the Rio Grande Valley to the Manzano Mountains to the east and the Rio Puerco River to the west consisting of over 170,000 acres of rangeland. It is impossible to go over terrain that is inaccessible by a patrol car. These inspectors will be commissioned by the New Mexico Livestock Board and they will work closely with this state agency.

There are several alternates or combination of some to accomplish the long-term objective of a viable Police Department.

- A. The Pueblo has the opportunity to contract with the Bureau of Indian Affairs for all or a portion of the services currently delivered by the Bureau of Indian Affairs to the Pueblo, and/or
- B. The Pueblo can expend more of its own limited resources, and/or
- C. Continue to rely on Federal Grants.

In all cases the major burden will be that of the Pueblo, hence it is desirable to continue to obtain as much assistance from off-reservation sources as possible.

## EVALUATION

The Police Department will be continuously reviewed by the Isleta Governing Body, the Pueblo Governor, and the Bureau of Indian Affairs Law and Order Branch.

The total evaluation design accomplishment will be ongoing but using improved data, the components should have a significant impact by the end of 1978.

Specific criteria utilized in the evaluation process will be:

- (a) Total impact on crime.
- (b) Measured effect of Criminal Justice System and policies.
- (c) Analysis of improvements and failures.
- (d) Analysis of performance standards directly to data.
- (e) Make recommendations for improved planning and program modifications.

## JUDICIARY

The Tribal Constitution of Isleta Pueblo establishes three (3) Tribal Judges to be appointed by the Governor and approved by the Tribal Council. The Judges serve for a two-year term and can be re-appointed for unlimited successive terms.

The Judiciary is divided into two main branches: 1. The Tribal Court which consists of the forementioned three (3) judges holding court as a body and, 2. the Appellate Court which is the Tribal Council. The Tribal Council has the power granted to it both by the Tribal Constitution and custom to render final and binding decisions on all matters that are within its jurisdiction.

The Jurisdiction of the Isleta Judiciary is general in that it extends to all controversies that may be brought before the court within the legal bounds of rights and remedies. The Isleta Tribal Court does not have Jurisdiction over the Seven (7) Major crimes such as Criminal Homicide, Forcible Rape, Robbery, Felonious Assaults, Burglary, Larceny and Auto Theft. These are under the jurisdiction of federal court.

The Court sits in session twice a week in the evenings commencing at 7 o'clock P. M., fifty-two weeks per year. As case load demands, additional sessions are held.

During 1975 (See Figure Isleta Pueblo 2), the Tribal Court handled 387 Criminal cases, 80 traffic violations, and 29 civil cases for a total of 496 or 9.5 cases per week. With this heavy case load the judges only have time

## Figure Isleta Pueblo 2

### Isleta Pueblo Courts

<u>OFFENSE</u>	<u>1975</u>
Disorderly Conduct	214
Resisting Arrest	18
Assault & Battery	51
Assault	17
Violation of Tribal Ordinance	18
Malicious Mischief	11
Obstructing Justice	10
Fire Arm Violation	7
Curfew Violation	7
Violation of Probation	5
Escape	4
Contempt of Court	3
Failure to Support Dependents	3
Theft	3
Trespassing	2
Contributing to Delinquency of a Minor	4
Juvenile Delinquency	2
<u>TRAFFIC VIOLATIONS (A)</u>	
Driving under the influence of Liquor	22
Speeding	7
Failure to Stop at Sign	5

Figure Isleta Pueblo 2 (Con't.)

Isleta Pueblo Courts

<u>TRAFFIC VIOLATIONS (A) (Con't.)</u>	<u>1975</u>
No Driver's License	12
Careless Driving	12
Reckless Driving	9
Leave Scene of Accident	3
Failure to yield right of way	3

(A) Does not include citations made by New Mexico State Highway Patrol.

JUDICIARY

PERSONNEL BUDGET

1 Chief Justice (Full time)	\$12,000
2 Associate Judges (Part time)	4,800
1 Probation Officer	8,000
1 Counselor	7,200
1 Secretary	5,400
1 Court Clerk	<u>6,000</u>
Total Personnel	\$43,400
Fringe Benefits @ 11 percent	<u>4,774</u>
Total Personnel Budget	\$48,174

OPERATING BUDGET

Travel	
Transportation	\$ 480
Per Diem	250
Educational Field Trips	500
Utilities, Gas, Electricity & Water	1,000
Space Cost - 600 sq. ft. @ \$4.00/s.f.	2,400
Supplies	300
Recreational Supplies	700
Telephone	<u>500</u>
Total	\$6,130

to arraign, hold court and make its decisions. There is little or no time for counseling, administering probations and rehabilitation programs. Please note the low number of traffic violations. This is due to the jurisdiction of the State Police whose citations are issued to off-reservation courts.

The Judges are considered part time and do not receive a salary as such. They do receive a stipend while conducting court; this has averaged less than \$2,400 per year per Judge. Based on 1975 each Judge worked in excess of 1,000 man hours.

A revision to the present Law and Order Code of Isleta Pueblo to include jurisdiction over violations of ordinances enumerated in the Law and Order Code of Isleta Pueblo by non-Indians when committed within the exterior boundaries of Isleta Pueblo Reservation, has been proposed to the Department of the Interior Solicitor's Office for review and approval. This additional responsibility will increase burden on the Police Force work load. The case load in the Tribal Court will also be increased substantially. The incumbent Tribal Judges are nearing completion of training in Courtroom procedures under Criminal and Civil Law and laws applicable to Indian Courts. This training is being conducted by the Indian Law Center, University of New Mexico and the National American Indian Court Judges Association.

GOALS AND OBJECTIVES

1. Revise the Tribal Constitution to permit:
  - a. One full-time Chief Justice, 4-year term.
  - b. Two associate Justices (part time), 2-year term.
  - c. Create a petit jury system.
  - d. The Tribal Court would be conducted by a single Justice with or without a jury.
  - e. Create an Appellate Court which would be the three (3) judges with final jurisdiction in all cases except those reserved by the Tribal Constitution.
2. Training in the general field of legal procedures, and specific training in counseling on domestic relations; alcohol/and drug abuse and juvenile problems.
3. Improved physical court-room facilities including adequate judges chambers; witness and jury rooms.
4. Initiate probation management program.
5. Establish a juvenile court.
6. Improve the alcohol/drug abuse referral and follow-up system.
7. Better operating equipment.
8. Improve record-keeping system.

PUEBLO OF ISLETA

LAW ENFORCEMENT

AND

JUDICIARY

BUDGET

5 YEAR PROJECTION

	FIRST	SECOND	THIRD	FOURTH	FIFTH
Personnel	\$185,504	\$194,779	\$204,518	\$214,744	\$225,481
Benefits	20,405	21,426	22,497	23,622	24,802
Travel	3,030	3,150	3,276	3,407	3,543
Vehicle Opr.	19,200	19,968	20,767	21,598	22,462
Utilities	1,900	1,957	2,016	2,076	2,138
Lease Cost	4,400	4,400	4,400	4,400	4,400
Supplies	1,625	1,700	1,775	1,850	1,925
Telephone	1,100	1,200	1,300	1,400	1,500
Uniform Allow.	1,500	1,500	1,500	1,750	1,750
Sub Total	\$238,664	\$250,080	\$262,049	\$274,847	\$288,001
Capital Budget	\$ 12,720	Approximately 5 year life			
Grant Total	\$251,384				

PART FOUR

EVALUATION

## EVALUATION

### II

#### BACKGROUND

Evaluation is an elastic work that stretches to cover judgements of many kinds. People talk about evaluation of a worker's job performance, evaluation of a movie script, evaluation of the sales potential of a new detergent. What all the uses of the word have in common is the notion of judging merit. Someone is examining and weighing a phenomenon (a person, a thing, an idea) against some explicit or implicit yardstick.

Those are the words of Carol Weiss, an experienced evaluation researcher. Referring specifically to evaluation efforts in the criminal justice area, the National Advisory Commission on Criminal Justice Standards and Goals, in Criminal Justice System, advises that:

Evaluation is, or should be, an integral part of the planning and resource allocation process. It provides feedback on results of previous planning efforts,

prevents planning from occurring in a vacuum and is a corrective device to modify previous unsuccessful planning efforts.

Further, the Commission comments:

LEAA has laid heavy emphasis upon planning improvements to the criminal justice system, using some concept of an ideal system as a guide to resource allocation and program development...It is now time for criminal justice planning agencies to take a more critical view of this assumed positive relationship between overall system improvement and crime reduction. Crime oriented planning and evaluation are inseparable activities.

Last year's Plan provided general information concerning the nature and history of the evaluation process in criminal justice. It discussed evaluation implementation at the federal, state and local levels.

This year, as a followup, this section presents federal requirements for evaluation, the state response, and the proposed activities of the Metropolitan Criminal Justice Coordinating Council (MCJCC). Then, following the tradition established in last year's Plan, the section closes with a summary of local criminal justice project evaluations conducted since the publication of last year's Plan.

#### EVALUATION REQUIREMENTS/RESPONSES

##### Federal Requirements

The current Law Enforcement Assistance Administration (LEAA) Guideline Manual for State Planning Agencies states the following, in regard to evaluation:

The Crime Control Act and the Juvenile Justice and Delinquency Prevention Act require the State Planning Agency to monitor and/or evaluate programs and projects funded under the Act and permit other evaluations as well...The SPA is required to evaluate intensively, either with its own staff or contracted evaluators, selected projects, groups of projects, or programs according to its planning needs. Intensive evaluations shall incorporate sound evaluation methodologies including, as appropriate, experimental designs developed prior to project implementation, control groups, and independent data collection and analysis.

In line with this directive, the SPA is required, in the state plan, to:

- a. Indicate the projects or programs to be intensively evaluated, the criteria by which they were chosen, and the resources allocated to this level of evaluation, and whether they are wholly or partially funded by the SPA or by other sources.
- b. Describe the process in which these intensive evaluations are planned and implemented (including whether the evaluation will be undertaken by SPA staff or contracted evaluators. If contracted evaluators are used, the way in which the contracted evaluators were selected must be included.)

##### State Response

In response to these requirements, the State of New Mexico, in its 1976 Plan, will require as follows:

All projects under (any Functional Category) must present an evaluation plan describing how they will carry out internal evaluation.

- (a) Equipment projects need to justify the need for each major piece of equipment, describe in detail proposed use in its relationship to increasing delivery of services vis a vis the criminal justice system.
- (b) Training projects need to include criteria employed to define individuals in need of training, a description of the participants' selection process, the subjects proposed to be taught, training staff credentials and methods of subject matter presentation. Also needed are a description of the method to be employed to measure subject matter retention, a statement of the projected starting date of classes, their number and length, an estimate of the number and type of trainees expected to complete the program and the type of certification awarded upon completion.

In regard to the requirement for intensive evaluation of certain projects, the state plan provides as follows:

An intensive evaluation plan to be budgeted by project to be performed by a consultant contract, will be required of projects falling under the following program areas:

C-3: Service Delivery Improvement Program, and Prevention Services for Youth;

D-5: Special Law Enforcement Units;

E-4: Broaden the Range of (Courts) Disposition Alternatives;

F-4: (Correctional) Field Services Improvement.

All projects in those Functional Categories must, therefore, provide for an intensive evaluation by consultant contract.

#### Local Evaluation Activity

Locally, the MCJCC has undertaken four main activities in regard to evaluation. First, the Council adopted an evaluation policy statement at its January 16, 1975 meeting (see below). Second, the Council has engaged in, or has under consideration, several activities designed to improve the general local environment for evaluation, so that more attention, effort and support will be directed toward the need for evaluation (see below). Third, the Council and its staff are working to assist local 1976-funded projects in the categories above to comply with the state requirements. Finally, in September, 1974, the MCJCC approved and began to implement a policy of "monitoring" all local projects. Monitoring involves (according to LEAA) "describing planned project results and comparing these planned results with actual project achievement." Locally, this is generally accomplished through a series of on-site visits by monitoring teams that have steeped themselves in the background of the projects. Monitoring "provides current information on project performance (resources expended, activities implemented and objectives achieved)..."

In October of 1975, the New Mexico Governor's Council on Criminal Justice Planning approved a monitoring policy for the state, and early in 1976, guidelines were developed. The MCJCC switched to the state system in March, 1976.

Below are (1) the current Evaluation Policy of the MCJCC, and (2) those activities in which in MCJCC is engaging in or considering in the general area of evaluation:

#### MCJCC Policy

In its proposed evaluation policy guidelines, the Law Enforcement

Assistance Administration (LEAA) has stated its evaluation goals as follows:

a. Evaluation Goals. Recognizing the importance of evaluation as an essential tool in planning to reduce crime and delinquency, LEAA has established three distinct but related goals with respect to evaluation. These goals call for the development of accurate information for management decisions, the generation of new knowledge to guide planning, and an increase in the evaluation capability of state and local criminal justice agencies. Specifically, LEAA goals with respect to evaluation are:

- (1) Management goal - to have performance information utilized at each level of the Law Enforcement Assistance Program in planning and decision making in order to assist program managers achieve established goals.
- (2) Knowledge goal - to obtain and disseminate information on the cost and effectiveness of various approaches to solving crime and Criminal Justice System problems.
- (3) Development goal - to have state and local Criminal Justice System units develop an evaluation capability as part of their management systems.

The Metropolitan Criminal Justice Coordinating Council in the City of Albuquerque and Bernalillo County (MCJCC) endorses these goals and, while the guidelines are aimed primarily at state planning agencies, the MCJCC also endorses the guidelines.

Further, it is the judgement of the MCJCC that those using public dollars to implement federal projects should be accountable to the public. This accountability should include (but not necessarily be limited to) the following elements:

- a. The project should be developed based on careful research into the problems to which the project hopes to provide a solution, and should relate to community-wide criminal justice priorities.
- b. Community input and careful review at all levels should be important factors in each project's development.
- c. Each project should have, as an essential part of its design, an evaluation component that will provide those administering the project, those units of government and others whose budgets will fund

the project in the future, and citizens-at-large, some indication of the success or failure of the particular approach to dealing with the problem determined to be extant.

The Council thus believes evaluation to be an essential means of providing information on projects to agency and governmental personnel, and to the public. The Council, therefore, requires some level of evaluation to be included in each project reviewed by the Council. This policy shall be in effect unless changed by LEAA or State Planning Agency (SPA) Guidelines.

APPROVED: BOB V. STOVER, MCJCC Chairman

#### MCJCC Evaluation Activities Update

-Evaluation seminars for interested MCJCC members and agency personnel (especially Planners) in order to further explore matters related to evaluation, planning, data collection and related matters.

One such seminar workshop was conducted October 31, 1975. More are likely.

-Development of a list of resources available locally which can provide capability for outside evaluation on projects requiring such.

MCJCC has not as yet authorized such a compilation by staff.

-Inclusion of an evaluation section in the MCJCC's Annual Plan which would summarize recently-funded projects and state the evaluation component of each for the information of the public. In addition, excerpts from good progress reports and evaluations might be included for public information.

Is currently an Annual Local Plan feature, of which this section is the second.

-Consideration of a discretionary grant from any source interested to provide capability to develop project evaluation design in projects requesting federal funding.

Application from the University of Albuquerque under consideration at the close of 1975.

-Continuation of MCJCC monitoring teams, using a standard form, to determine the basic progress of projects underway.

This effort is fully underway and is a continuing MCJCC function.

-Establish a clearinghouse procedure to provide information to others needing advise on projects with which we have experimented.

MCJCC has not authorized staff to establish a clearinghouse function.

-Work closely with the Governor's Council to integrate state and local efforts in improving evaluation capability overall.

MCJCC attempts to work closely with the Governor's Council in this and all other respects.

-Encourage agencies to participate in the "Evaluation Clearinghouse", established as part of the National Criminal Justice Reference Service by submitting five copies of each evaluation report in local projects for national reference.

MCJCC has not adopted a policy of urging such encouragement.

#### RECENT EVALUATIONS

##### Second Judicial District Court Clinic Evaluation

The purpose of this project (as reported in the evaluation document) is "to provide a local capability for thorough and expeditious mental diagnostic examinations and evaluations on the issue of mental competency for indigent criminal defendants and juvenile offenders." Further, "Previous to the establishment of the Court Clinic, in-depth psychiatric and psychological diagnostic evaluations had not been available except for those cases sent for 60 day evaluations at the state penitentiary or other state corrections facilities, or those contracted to private or other governmental agencies."

The evaluation was conducted by the University of Albuquerque Center for Law Enforcement, Corrections and Social Services. The abstract of that document notes that:

The findings indicate the Court Clinic has been successful in meeting project goals. The level of success in attaining specific goals varies somewhat, however, the data reveals a substantial fulfillment of important project expectations. The quantitative data indicates project progress has been made from Phase I through Phase III. The analysis of this data in terms of frequency and percentage comparison along with the appropriate tests of significance, points to a high level of success. The analysis allows a rather strong claim that the Court Clinic has become more efficient during the later phases. A caution must be added that the Clinic has not yet reached peak efficiency, however, with more effort put into increasing referrals such maximum efficiency could be reached.

The qualitative data, i.e., questionnaire and interview data, can also be interpreted as supporting a

claim of project success. This data does, however, include some ambivalent feelings about the Clinic's operation. Where ambivalence does exist the interpretation is tempered by the notion that some misconception concerning the proper functioning of the Clinic may be present in the minds of respondents.

#### Hogares Program Report

The MCJCC has funded several projects for Hogares, Incorporated, which is a community residential youth-care program. The following represents the findings in regard to the overall program and its various components, by consultant, Marian Penniman-Bevins:

Overall - A 52 percent success rating can be documented for Hogares at both termination and follow-up - for residents of two months or more. (There were only six residents of one month or less and for only three of these no follow-up information was available.) "Failure" was found at both termination and follow-up to be 12-15 percent, leaving a "Partial Success" balance of about 1/3 of former residents (known to be 33 percent at termination, only 15 percent could be identified as "partial" at follow-up, with 21 percent unknown).

By Length of Time in Residence - The same difference was found between the two to four months and five+ month residency periods. For those who had been in the program over five months, the "success" rate rose to over 70 percent, and known "failures" dropped to 7 percent. In contrast, for those in the program two to four months, "success" rate dropped to 36 percent and "failures" were at or above the overall level (16-21 percent).

By Facility - The former residents of all houses were at or above the overall "success" level by follow-up—but there were noticeable differences between them when termination and follow-up were compared. Pioneer House, with the highest termination "success" rate and no failures at termination, had dropped slightly in "successes" (7 percent) and had the highest "failure" rate (23 percent) at follow-up. (This is a house which then had all males, and more adjudicated delinquents.) Casa Antigua, with the lowest "success" (30 percent) and highest "failure" rate (40 percent) at termination, had "successes" at the overall average by follow-up, and had reduced its "failures" to 10 percent—having the highest proportion of "partially

successful" former residents. (This is a house which has all girls, more CHINS.) Casa Simpatica (the newest house, which has both boys and girls, most of whom are not adjudicated), stayed predictably in the middle in terms of both "success" and "failure" at termination. By follow-up, however, its residents had the highest success rate (67 percent) and no "failures".

By Client Characteristics - The most outstanding finding regarding client characteristics for each level of "success" was: There does not appear to be any significant difference in the characteristics or presenting problems of "successes" as compared to "failures" with the exception of Adjudicated Legal Status.

"Successes" - 1/2 legally adjudicated  
(4:1 Delinquent)

"Partial Successes" - 2/3 legally  
adjudicated (1:1 Delinquent and  
CHINS)

"Failures" - 2/3 legally adjudicated  
(all CHINS)

#### Positive Approaches to Sex Offenses (PASO)

The following represents the findings in regard to the program of this grant during its last period of federal funding. It is a summary of the findings of the consultant, Marian Penniman-Bevins.

The PASO program offered primarily traditional therapeutic services to sex offenders — but in a non-traditional manner and setting. Available data through third quarter showed 270 individuals served, with an average of 150 persons per quarter and 90 each month. Of these, three-fourths were "new" clients. On the basis of these figures, the projected number of clients to be served for all of FY-74/75 would be: 360, of which 270 are new. Within this population, based on percentages found through third quarter, the following distribution by client type would be expected: 230 sex-offenders (190 aggressive-type and 35 passive-type), 60 victims, 45 persons with sex-related problems (potential offenders) and 25 Information-referral clients.

Eighty percent of the offender clients described above received service in the community, while 20 percent were seen inside a penal institution. One-

third received diagnostic/evaluative work-ups in conjunction with the Criminal Justice System.

Examination of PASO's differential treatment approach was conducted by study of a random sampling of all offender clients. Results of this study indicated that the treatment pattern most frequently used (for three-fourths of the clients) was individual therapy in conjunction with participation in either group and/or marital/family therapy. The "Optimum" service profile\* was found to contain the same differential treatment pattern, with 2-3 collateral contacts and diagnostic/evaluative work which consistently included psychometric testing. Aggressive-type offenders were found to require twice as many contacts for shorter periods than the passive-type, and also received more extensive diagnostic evaluation. Active engagement in treatment within two months after initial contact was found to be a critical factor in "success" at termination, for both types of offenders.

#### Social Orientation Program for Convicted Public Offenders (DESEO)

The following represents the findings in regard to the program of this grant during its last period of federal funding. It is a summary of the findings of the consultant, Marian Penniman-Bevins.

The DESEO Program primarily offered services which would facilitate the reintegration of the ex-offender into the community. Available data from third quarter indicates 200 individuals served, with an average of 130 persons each quarter and 65 each month. Of these, two-thirds, were "new" clients. On the basis of these figures, the projected number of clients served for all of FY-74/75 would be: 400, of which 265 were new. Within this population, based on percentages found second and third quarters, the following distribution by client type would be expected: 325 offenders and 75 non-offenders (friends and family). Two-thirds of the offender clients received service in the community, while one-third were seen inside a penal institution.

Examination of DESEO's service delivery indicated

\* As indicated by its utilization with clients terminated as "Successful" (or treatment completed in a manner which in the Project Director's opinion showed positive movement on the part of the client in coping with his problem, and no further offenses).

that two-thirds of the direct service time reported\* was spent outside DESEO offices. By type of service, total staff time reported was evenly distributed (one-third, each) between individuals (primarily counseling, legal, and employment services), groups (primarily counseling and transportation), and agencies (primarily Criminal Justice System).

When actual working time of staff was observed\*, it was found that DESEO's service priorities (in terms of time invested) were: #1. Counseling — individual and group #2. (tied) Transportation, Supportive Activity, Legal Assistance #3. Employment Assistance. When the staff service time invested is correlated with actual client service time received, these priorities shift in terms of the program's impact. Group Counseling and Transportation would be tied for first priority, with Legal and Employment Assistance second. Taking these, plus other service activities, Counseling represents less than 20 percent of service time. This indicated that DESEO's approach to facilitating re-integration was to offer non-traditional services, backed up by the traditional.

\* Through analysis of staff time spent in client/agency transactions as reported by program analysis at BCMHC, as well as an independent participant observational study of actual work time conducted over a two week period.

**END**