

1977

CRIMINAL JUSTICE PLAN

Volume II

**'IMPLICATIONS FROM CRIME AND SYSTEM ANALYSIS:
STRATEGIES FOR ACTION'**

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DENVER ANTI-CRIME COUNCIL

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CITY AND COUNTY OF DENVER, COLORADO

1977 CRIMINAL JUSTICE PLAN

FOR CRIME REDUCTION

VOLUME II

"Implications From Crime and System Analysis:
Strategies for Action"

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PURPOSE AND ORGANIZATION OF THE DOCUMENT

The Denver Anti-Crime Council is the Criminal Justice Coordinating Council (CJCC) for the City and County of Denver. Since the implementation of the High Impact Anti-Crime Program, Denver has continued to conduct crime analysis, research, monitoring, and program planning, updating progress each year in an annual planning document. The 1977, two volume plan, was designed to serve multiple purposes of different groups and agencies in the community.

Volume I contains a comprehensive look at crime, criminal justice agency data, and those problems of sufficient importance as to warrant special attention. Volume I may be of interest as a local crime reference document, as well as the fundamental collection of problem data that will identify, suggest, or document the actual existence of needs or deficiencies in the criminal justice system. Volume I profiles all parts of the local criminal justice system in Denver, Colorado based upon the most recent data available.

Volume II, "Implications From Crime and Systems Analysis: Strategies for Action", documents the analysis of problem data in terms of using it as a basis for an annual action program. Volume II provides the basis for linking up suggested improvement actions to problems identified from crime and systems analysis. This volume also lists some forty multi-year objectives that have not and will not change much from year to year, at least not until they have been achieved. Finally, the latter sections

of this volume are devoted to classifying the local programs for action into eight major "functional categories", followed by twenty-four program areas for project action. A major effort was made to link up fiscal requests for LEAA support and local priorities with those of the State Planning Agency. This was difficult because emphasis, importance and priorities were not totally congruent between State and local levels of government. Nevertheless, this volume may be of some utility for anyone interested in launching activities in Denver which are aimed at improving some phase of criminal justice operations.

The two volume plan as a totality is a comprehensive assessment of Denver's criminal justice system produced by a rational, data-based, planning process that integrates demographic and other non-crime types of data into the assessment of the entire system's productivity. Although LEAA's planning guidelines, data requirements and suggested analysis techniques were constantly referenced, it is believed that this plan goes beyond the minimal requirements for securing federal funding. Its purpose is envisioned as broader than that necessary to federally fund specific projects since some of the problems identified may be resolved without additional resources.

Finally, an innovative characteristic of this plan is the documented progress that the Denver CJCC is achieving toward establishing "systems rates" for the processing of events and persons through the criminal justice system. Each year this task becomes more refined and more near completion. In 1977, it is anticipated that cost factors and economic indicators will be added to the system flow charts.

ACKNOWLEDGEMENTS

The manager of any type of planning agency soon learns how dependent he is upon the technical and analytical skills of his staff. This is most certainly true of criminal justice planning. The challenge of systematically collecting operational data, processing the data, analyzing it, identifying problems, identifying alternatives, selecting a course of action and then setting up baseline data for a feedback system to monitor action progress, requires coordinated team work. The contribution of our part-time data collectors and our clerical staff can never be excessively recognized, as they are fundamental to a planning team.

The Denver Anti-Crime Council itself continues to provoke creative thought from staff, always checking our progress in uncharted waters with the reality of productivity and practicality. The two units together have built a foundation for crime analysis, system coordination, and program development recognized nationally as a model for local units of government. These achievements are almost totally the result of the competency of staff members who plow the fields of data from day to day. A special note of recognition is due William K. Lester, J.D., who coordinated and integrated the materials resulting in this two volume plan.

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VOLUME II

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PROBLEM ANALYSIS

INTRODUCTION

Problems confronting the criminal justice system in Denver are best disclosed through the analysis of seven serious offenses which occur in Denver at an unacceptable rate. These offenses, in order of severity, are burglary, rape, robbery, aggravated assault, homicide, larceny and auto theft. Within this section of the Plan, each of these crimes is reviewed in a solution-oriented format organized by crime, victim, offender, setting and criminal justice system response. The rate of each of these crimes is considered to be a serious problem in and of itself. Analysis, and the implications from analysis, allows the division of these seven major problems into a variety of smaller problems which lend themselves to corrective programming. Many of these sub-problems are common to each of the seven crimes analyzed and program areas designed for this plan will offer methods of attack which will ultimately impact a variety of crimes.

Certain problem areas were so broad in scope that more detailed description and definition were warranted, over and above any indication of the problem disclosed in the crime specific reviews. Most of these problem areas are system specific weaknesses (common to all crime types). Some may be classified as causative in nature. Each has been found to negatively effect this city's criminal justice system's ability to deal with serious crime. These problem areas are addressed individually after the crime specific review.

It is a professional judgment that all program areas designed for this

comprehensive plan will ultimately produce a significant reduction in the incidence of the aforementioned crimes. Therefore, under the crime specific reviews in this section we have not mentioned specific program areas impacting the crime. However, of particular importance to the crime specific reviews are those program areas later described under functional categories 1 (Crime Prevention-Community), 2 (Law Enforcement-Detection and Apprehension), 6 (Victim and Witness Support) and 8, (Juvenile Justice).

For the system specific problems and causal problems, impacting program areas are identified at the end of each analysis. Presentation of problem analyses is organized as follows:

Crime Specific Problem Analysis

1. Burglary
2. Rape
3. Robbery
4. Aggravated Assault
5. Homicide
6. Larceny
7. Auto Theft

Causal and System Specific Problem Analysis

1. Failure to report crime
2. Victim refusal to prosecute
3. Arrest quality
4. Plea bargaining and post-filing negotiation

5. Habitual Offenders
6. Recidivism and the utilization of diagnostic information
7. Personnel resource allocation
8. Evidence collection and analysis
9. Learning disabilities - testing and remediation
10. Service to status offenders
11. Juvenile diversion

BURGLARY

Year	Number Of Offenses	Percent Change	Rate Per 100,000	Number Of Arrests	Number Cases Cleared	Property Loss
1973	15,067	-10.0%	2877.0	2,359	4,263	\$5,725,058
1974	17,140	+13.8%	3254.2	2,530	4,102	\$7,261,244
1975	18,248	+ 6.5%	4555.9	2,776	3,529	\$8,238,801

IMPLICATIONS OF 1975 CRIME ANALYSIS

Burglary Victim

In 1975, Denver's residential burglary rate per 1,000 residential units was 61.9, and the non-residential rate per 1,000 non-residential units was 268.0. Therefore, non-residential structures were 4.3 times more vulnerable to attack than residences. With non-residential target population 7.3 times smaller than residential targets, coupled with vulnerability periods that are generally uniform and easily identified, a concerted and directed effort to protect this particular "victim type" is warranted. Businesses and doctor's offices were responsible for 14% of the total non-residential category of burglary.

Analysis reveals that 79.5% of the burglary victims are strangers to their intruders. In the other 20.5% of the cases, the offender was related to or known by the victim.

As expected, injury to individuals during a burglary is an extremely infrequent occurrence. Out of 1,779 burglaries sampled, a total of only six individuals were injured and these were only minor injuries.

Victims who did have their premises secured prior to the offense did suffer property loss but the property loss was reduced. When no security was in operation, property loss was reduced only .8% of the time. When physical security was in operation, property loss was reduced 7% of the time. Therefore, effective target hardening may not always prevent an offense, but it may reduce loss after entrance is gained.

Victims of burglary who take the time to record serial numbers or inscribe identification numbers on personal property have over a two time greater chance of regaining their stolen property than those who fail to take these actions. This fact, together with the fact that in at least 37% of Denver's burglaries, the property stolen is a type which is easily markable or includes a serial number strengthens the case for promoting operation identification projects.

Burglary Offender

The burglary offender is typically a male juvenile, Anglo or Chicano, who acts alone or in concert with one other person. Both juvenile and adult offenders tend to commit burglaries in areas in which they live and are most familiar. The offenders most often steal televisions, radios, cameras, tape recorders, cash, or jewelry.

Burglary offenders constitute the highest recidivism risk in Denver. The two year rearrest rate for adult burglary offenders in Denver is 58%. Juvenile burglars are rearrested at a rate of 70.7% over a two year

period. Denver recidivism data regarding burglary offenders clearly reveal the on-going failure of the criminal justice system to effectively intervene and halt the development of the offender's criminal career patterns. Since only 35.8% of Denver's convicted burglars are incarcerated, presently utilized alternatives to incarceration must share the blame for this failure.

Burglary Setting

The most severe burglary problem in Denver is localized in a relatively small grouping of contiguous neighborhoods running from the west central portion of the city, northeastward to and including portions of northeast Denver. This area is victimized at a rate in excess of 5,500 offenses per 100,000 population. Twenty-five (25) percent of the city's burglaries occurred there, yet only 13.5% of the city's population reside in the area. This concentration is conducive to tactical police operations directed toward burglary prevention.

First level doors and windows were utilized as entry points in 88.8% of Denver's burglaries. Of these entries, 29.7% were front doors or windows. Clearly, observant and concerned neighbors can be instrumental in the prevention of burglaries.

In 26.5% of the burglaries in which a method of entry was determined, no force due to unlocked doors or windows was the means. Seventy-one (71) percent of Denver's burglarized structures are entered after normal locking devices on doors and windows were defeated. Although failure to lock normal devices is, in effect, an invitation to burglary, the

employment of normal locking devices still does not constitute an effective preventive measure. Apathy and carelessness must not only be overcome, but it appears that the public must also be motivated to install and use more effective preventive hardware. A controlled experiment employing more sophisticated target hardening techniques (e.g., dead bolt locks) may be indicated to test the propriety of the target hardening philosophy. Even if more sophisticated devices merely prolong the gaining of entry, the added time will provide concerned neighbors a greater opportunity to observe and report.

Systems Response to Burglary

Although the number of reported burglaries increased by 6.5% in 1975, compared to 1974, the amount of these cases cleared by arrest decreased 14% from 4,102 cases in 1974 to 3,529 cases in 1975. The 1975 clearance rate of 19.3% was the lowest registered since 1969. The increased caseload for detectives precipitated by the rise in burglary offenses appears to retard the effectiveness of the investigative process and significantly decrease the clearance efficiency of the police department. The data indicate a need to establish a detective caseload management system for the prioritization of investigative time by an objective assessment of the probability for case clearance.

Recovery of property stolen in burglaries is a relatively infrequent event. During 1975, the recovery rate was only 8.1% of the property lost. An intensified effort to increase this rate and return more property to the victims of burglary is warranted.

Evidence technicians only respond to approximately 20% of the burglary scenes in Denver for processing. Their success in gathering incriminating evidence in burglary cases has been negligible. The data call for a closer examination of the evidence technician's role in burglary investigations.

The identification and interview of witnesses by reporting officers has been demonstrated to be an extremely productive investigation tool. The importance of a complete preliminary investigation in burglary cases cannot be overstated. An expanded role for the reporting officer in investigating burglary cases should be examined.

Burglary cases deemed strong enough for court presentation by the investigators were washed out 29.7% of the time prior to filing because the victim refused to cooperate and vigorously prosecute the case. The need to provide increased support, incentive and counseling to victims of burglary is clear.

Burglary cases presented to the District Attorney by the police investigators for filing were generally acceptable. The District Attorney rejected only 84 cases (6%) referred by the police department. It appears that detectives are screening cases effectively and maintaining a quality standard for cases referred.

Burglary trials were a rare occasion during 1975. Most burglary cases filed in 1975 were disposed of through guilty pleas. In 43.6% of the

filings, a guilty disposition was obtained through plea bargaining. Considering the escalating trend of burglary in Denver, the propriety of bargaining out this high percentage of cases should be reassessed. The high percentage of burglary offenders who are repeaters (58% recidivism rate) supports the need to prioritize the prosecution of burglary cases and direct an impact against the career burglary offender.

RAPE

Year	Number Of Offenses	Percent Change	Rate Per 100,000	Number Of Arrests	Number Cases Cleared	Property Loss
1973	461	+25.3%	88.03	181	207	-0-
1974	403	-12.6%	76.51	156	192	\$3,946
1975	480	+19.1%	90.62	149	217	\$8,050

IMPLICATIONS OF 1975 CRIME ANALYSIS

Rape Victim

The potential victim of rape is easily identifiable from information on past victims. Women living in specific areas of Denver who are young, single, Anglo, living alone or with one other person, in a multi-family dwelling unit have the highest probability of being attacked. This information suggests the population to which a victim education program should be directed.

Through previous project efforts, considerable project information has been developed on determining both the techniques for escaping a rape attack, avoiding the possibility of attack, and determining those personality characteristics which would be useful in avoiding or escaping an attack. This information should be validated along with continuing development of useful research data. Existing information should be used to implement activities directed at preventing the occurrence of the crime by increasing the potential victim's ability to protect herself.

Rape Offender

Characteristics of the offenders who have been arrested for, and convicted of rape and sexual assault offenses, and diagnostic and treatment project successes, suggest that appropriate early identification techniques and treatment strategies which would reduce the commission and recommission of sexual assaults are available and need to be implemented. Approximately one out of every two juveniles and adults arrested for rape and sexual assault has previously been arrested and will be subsequently rearrested either for a similar crime or disorderly person crime.

Additional information on rearrest of offenders convicted for rape and sexual assault supports the notion, which can be generated from the arrestee data, that once identified, steps should be taken to isolate, control, and intensively treat rape and sexual assault offenders. They have an identifiable different profile from most offenders. They frequently have a drinking problem, have previously suffered from child abusing parents, have an unrealistic perception of women, and they are prone to commit new offenses. These data, plus recent information on the high success rate of Denver's sexual assault offender treatment programs, strongly suggest that resources should be concentrated on early identification and continued community treatment efforts.

In addition, project information provides strong recommendations for a closed and semi-closed treatment facility for a proportion of the sexual assault offenders, both for successful long-term treatment and to protect victims.

Rape Setting

The location of the crime of rape is identifiable and specific in Denver. The location characteristics begin to suggest what can be done to prevent the crime. There are four or five high rape incidence areas in and around the city center that have consistently accounted for the majority of the reported offenses. Any resources expended on a prevention effort should be concentrated in these areas. What should further define the method of attacking this problem is that it has certain temporal and seasonal characteristics. Efforts to prevent the crime should be concentrated in the summer months, around the weekends, and in the period of time between 10 p.m. and 2 a.m. In addition, most offenses occur in the victim's home or on the street near her residence. Police effectiveness in preventing the crimes occurring indoors is limited and a victim education campaign on security and self-protection in the home is suggested by the data on rape. Those offenses occurring on the street in previously identified areas of the city during the months and at the times most frequently reported strongly suggest that environmental changes and directive police patrolling techniques can reduce the occurrence of the crime. Existing prevention efforts in high crime incidence census tracts show some minimal effect. Either these efforts should be further intensified, or a close examination of their effect should be performed to increase prevention success by redirecting project efforts.

Systems Response to Rape

There are characteristics which have been identified with criminal justice system case processing of the rape offenses which strongly suggest

areas of change. Of primary significance is the fact that 15% of rape offenses end up with an arrest and prosecution, and of the total number of reported offenses, only 5% to 8% result in a conviction of the perpetrator. There seems to be a gradual improvement over previous years, and project activity, both concentrating on the victim and the prosecution, may be causal. This information suggests that the measures taken in the identification and treatment of the offender will not be very successful until more offenders are prosecuted, adjudicated, and placed under the control of the court or corrections. In addition, the information tends to suggest that the victims of rape are not getting a very satisfactory response through the criminal justice system, partially due to their own reluctance. Information from the Denver Victimization Survey and the yearly crime statistics reveal data concerning this notion. Approximately one out of every two victims report the crime to the police. It appears as though most of the completed offenses are reported and very few of the attempted offenses. In addition to these data, an examination of the reasons for the termination of case processing of actual offenses, indicates that the previously identified pattern of victim-refusal to cooperate with the police or prosecutor, and the police or prosecutor's determination to cease active case processing remains constant. What seems to be changing is the proportion of the cases effected. Although somewhat confusing, these findings suggest that resources which have been expended for victim support to encourage the continued prosecution of the case, increased investigation, evidence collection, case preparation efficiency and effectiveness, and specialized potential victim and victim education, have assisted in

encouraging the accurate reporting of the offense and providing assistance to the police in the investigation of the case and identification of a suspect. There also seems to be an increase in District Attorney effectiveness because of new efforts directed at increasing effectiveness and victim support.

ROBBERY

Year	Number Of Offenses	Percent Change	Rate Per 100,000	Number Of Arrests	Number Cases Cleared	Property Loss
1973	2,410	+19.7%	460.18	689	765	\$353,963
1974	2,307	- 4.3%	438.01	771	723	\$533,724
1975	2,568	+11.3%	484.80	850	724	\$386,404

IMPLICATIONS OF 1975 CRIME ANALYSIS

Robbery Victim

Examination of data relative to the robbery victim reveals the need to continue existing and develop new programs providing the older, more injury prone victim of street robbery with assistance after victimization. Crime prevention education aimed at the older person, particularly in Capitol Hill, also appears to be warranted.

Robbery Offender

The proportion of juvenile offenders committing robbery has increased substantially in the last five years. One might infer the need for more programs working with older juveniles who are repeaters such as the New Pride project which has demonstrated success through provision of job training and employment to this type of youthful offender.

If longer sentences with incarceration result from the mandatory sentencing legislation, there may be an effect on recidivism rates of robbery offenders.

Robbery Setting

Most robberies occur in a small area of the city during a small segment of the day. Special police patrol tactics, such as those utilized by the ESCORT program, may be appropriate as well as an extension of target hardening projects, such as Streetlighting, which appears to have had a favorable impact on street crime.

Systems Response to Robbery

Improvements in system response from the viewpoint of both the police and District Attorney occurred in 1975. Continuation of directed patrol efforts to improve apprehension and special prosecution to improve court dispositions seems appropriate.

Overall, the activities that have already taken place appear to be having an impact on the robbery rate as demonstrated by the large reductions in 1976. Careful evaluation of where the reductions have taken place and what factors contributed to the reduction should be emphasized in 1977.

AGGRAVATED ASSAULT

Year	Number Of Offenses	Percent Change	Rate Per 100,000	Number Of Arrests	Number Cases Cleared	Property Loss
1973	1,906	- 1.1%	363.9	719	1,404	N/A
1974	1,918	+ .63%	364.1	652	1,280	N/A
1975	1,838	- 4.2%	346.9	734	1,233	N/A

IMPLICATIONS OF 1975 CRIME ANALYSIS

Aggravated Assault Victim

In that the majority of assaults occurred between individuals who were at least acquainted, if not friends or relatives, and that the majority of cases occurred on the streets as opposed to indoors, assaults can be prevented thru patrol. While the underlying motive for the assault is grounded in some standing dispute, and is most likely to occur between 11 p.m. and 1 a.m., insufficient information is available to state preventive measures of use to the victim. Possibly an educational effort, drawing attention to areas of high assault incidence and to the time of day in which assaults would be most likely to occur, would caution potential victims to an assault. The likelihood of such techniques appears limited. In addition, such activities as victim support may be utilized to encourage victims to pursue the matter further using the criminal justice agencies to prosecute the case.

Aggravated Assault Offender

Identification of the potential suspect is equally limited; most suspects

were known to the victim but were characterized typically by prior criminal offense histories. Information indicating whether the suspects were drinking or involved with drugs was not available. Again, limited information prevents specific efforts which may be directed at identifying the assault suspect.

Aggravated Assault Setting

Data presenting geographical dispersion of the assaults in addition to the time of day and day of week analyses present the greatest implication. Assaults were seen to show an increasing evidence in the evening, reaching the highest frequency between 11 p.m. and 1 a.m. In addition, an increasing incidence is observed beginning on Monday and reaching a peak on Saturday and Sunday. The areas of highest incidence are the northern hemisphere, particularly northeast Denver, with the downtown area, along Pearl Street, Colfax Avenue and Broadway, and the Capitol Hill area, showing the areas reporting the highest incidence of assault. On the basis of these data, increased protective patrol by the uniform officer and such specialized crime patrol techniques as ESCORT and Streetlighting would be in order. Patrol of areas characterized by drinking and eating establishments in the downtown and Capitol Hill area are recommended, with increased police activity occurring on the weekend and during the late evening hours. The data also indicate the Larimer Street area as a particularly high frequency area. This area, which demonstrates transient population and urban decay, similarly warrants increased patrol.

Systems Response to Aggravated Assault

Investigative techniques were identified as facilitating the ultimate arrest of an assault suspect, while the uniform officer was most frequently the arresting officer. In addition to increased specific patrol of high incidence areas, increased availability of officers from the central investigation bureau may be recommended. While the prevention aspect appears to offer the greatest possibility of reducing assaults, investigative techniques offer the opportunity for increased arrests and clearances. The Denver Police Department reports a fairly efficient clearance rate from year to year (approximately 67%). Increasing arrests offers some opportunity for increasing the clearance rate, although the department has not reported a clearance rate greater than 75% in six years.

In reaction to the arrests made by the Denver Police Department, approximately 50% of the filings are dropped because the victim or District Attorney refuses to prosecute. The victim's refusal to prosecute stemmed mainly from the victim's desire to handle the situation personally or because the matter was not considered serious enough. In relatively few cases did the victim fear reprisal. As a means of stemming future assaults (most assaults are grounded in standing differences of opinion), victims should be encouraged to prosecute the offense, increasing the number of cases filed in either the District or County Courts. Victim support efforts offer structural mechanisms by which such efforts could be initiated. Thus, in addition to law enforcement and District Attorney efforts, community pressure could be brought to bear to increase prosecutions by victims.

HOMICIDE

Year	Number Of Offenses	Percent Change	Rate Per 100,000	Number Of Arrests	Number Cases Cleared	Property Loss
1973	96	+ 7.8%	18.3	92	67	N/A
1974	77	-19.8%	14.6	72	51	N/A
1975	71	- 7.8%	13.4	65	40	N/A

IMPLICATIONS OF 1975 CRIME ANALYSIS

Homicide Victim and Offender

Younger, Anglo males most frequently are the victims of a homicide. Most frequently a handgun of some type was used and the incident took place indoors. Prevention is hindered by the fact that the events generally occur within the privacy of the home. With the easy access for firearms, efforts to reduce homicide are severely limited. Based on the data reported in the homicide analysis, little can be suggested to limit the potential homicide offender. Educational programs offer little help. Identification of high incidence areas, time of day analysis and day of week information offer some solution to events occurring outside. Potential victims may be educated as to the general time and location of high (relatively) incidence, entering an element for caution as a means of reducing the homicide.

Homicide Setting

Geographically, homicides tend to occur most frequently in a semi-circle around the Capitol Hill area north of 6th Avenue. To prevent homicides

from occurring on the streets, preventive patrol techniques can be implemented especially during the late evening and early morning hours of Saturday and Sunday, in the Capitol Hill area and the 2000 block of Larimer street. Utilizing such preventive patrol techniques as SCAT and ESCORT may prevent crime occurrences through visibility and field searches. Additionally, streetlighting may increase witness identification of offenders, the means by which most suspects were identified.

Systems Response to Homicide

The clearance rate of founded homicides approached 60% during 1975. Based on 1972 data, it was observed that identification of the offender rarely depended on police investigative techniques. As a result, increased utilization of the central investigative bureau will have only limited value. Efforts to identify witnesses increased the possibility for the identification of the suspect. Little can be done at increasing the District Court filings in that 97% of the cases were filed on in the courts. It is primarily within the court system that some efforts can be made. As observed in the data, convictions for the original charge are generally the exception, while 64% were made for lesser felonies. In response to this, improved case preparation through improved investigation offers a means of securing convictions for the homicide charges, or at least for lesser felony charges.

LARCENY

Year	Number Of Offenses	Percent Change	Rate Per 100,000	Number Of Arrests	Number Cases Cleared	Property Loss
1973	8,884	-12.4%	1696.39	5,312	1,503	\$2,561,865
1974	10,914	+22.9%	2072.15	5,936	1,480	\$3,194,033
1975	12,247	+12.2%	2312.06	6,572	1,485	\$3,865,520

IMPLICATIONS OF 1975 CRIME ANALYSIS

Larceny Victim and Offender

With the crime of larceny, data pertaining to the victim more appropriately relate to property loss and crime location. With the reported increase in larceny offenses in the past few years, property losses have also increased. In addition, the average loss per offense has increased 33% since 1972. Of course, these figures must be tempered somewhat by the effects of inflation, and the increasing use of insurance on the part of property owners.

In terms of the offender, the volume of arrestees has matched the increase in offenses throughout the past six years. The significant increases in larcenies during 1970 and in the 1974-75 period were matched by similar increases in arrests.

Male suspects predominate, while females constitute only 12% of those arrested. In terms of ethnic and racial background, Blacks made up 41% of the suspects.

Larceny Setting

Examining the data for location of larceny offenses or setting, it is noted that the census tracts with the highest frequencies are those in the downtown or near-downtown areas. These results would appear to suggest that there is more opportunity for offenses to occur in these areas. Businesses and commercial establishments predominate in the high larceny districts.

Target hardening projects and activities combined with a strong public education effort would appear to have the most promise in preventing and reducing the number of larceny offenses. Better security of ones property could cut these crimes significantly. Such simple precautionary measures as locking cars would probably have a dramatic impact on the number of auto prowls.

Systems Response to Larceny

The criminal justice system response information tends to reflect the rather loose definitions that are used to describe larceny in terms of either grand or petty categories. That is, since the value of the stolen property is the critical factor, it is often the case that lesser charges can be applied.

Another major problem is those cleared by arrest; only 12% for reported larcenies in 1975. Of those filed on by the police investigators, 55% were eventually filed on by the District Attorney's office in either the County or District Courts. A surprising number of victims refuse to prosecute (33%) after having reported the crime to the police.

Thus, as is seen with most of the Class I criminal offenses, there is a large gap between the number of reported offenses and convictions and sentencing of offenders. Obviously, by the nature of this crime, there is minimal opportunity for a suspect to be seen while committing the offenses, and if seen, apprehending the perpetrator.

AUTO THEFT

Year	Number Of Offenses	Percent Change	Rate Per 100,000	Number Of Arrests	Number Cases Cleared	Property Loss
1973	7,014	- 8.4%	1339.31	1,313	1,316	\$5,135,171
1974	6,396	- 8.8%	1214.35	1,079	946	\$4,864,033
1975	5,291	-17.3%	998.86	898	698	\$4,545,426

IMPLICATIONS OF 1975 CRIME ANALYSIS

Auto Theft Victim, Offender and Setting

The areas of the city experiencing the highest frequency of auto thefts did not change significantly from 1974-75. As was the case in 1974, the north central boundary of Denver extending through the central downtown business district was the area most frequently victimized. The most frequently stolen vehicle by make is the Chevrolet. Juvenile offenders are apprehended and arrested more frequently than others. Since our data reflect that juveniles are arrested more frequently for this offense, prevention measures should be directed towards youthful offenders.

Public education directed toward vehicle owners should assist in reducing attractive opportunities which often tempt youthful offenders into the commission of this offense.

One major factor of consideration in the continued decrease in the incidence of auto theft is technology. Recent innovations in manufacturing have rendered some vehicles near theft proof without a key. Continued advances in technology and improving other kinds of security measures may serve as an even greater deterrent in the near future.

Systems Response to Auto Theft

Auto theft is the only Class I offense that has shown a continuous decline since 1972. Over the past three years offense clearance rates have been maintained consistently at 13%. More significantly, the property recovery rate has been consistently at or near the 80% mark.

IMPLICATIONS FROM
SYSTEMS ANALYSIS

IMPLICATIONS FROM
SYSTEMS ANALYSIS

FAILURE TO REPORT CRIME

Denver's victimization survey revealed that a substantial frequency of crime committed in Denver is not reported to the police department. The survey results indicate that some segments of the community may be dissatisfied with the criminal justice system and believes it to be ineffective in achieving positive results. General apathy and disregard for the seriousness of crime remain as challenging obstacles to be overcome by Denver's criminal justice community. There appears to be a strong need for intensified public education programs and additional system-victim feedback and support. The failure of the system to adequately support and respond to the needs of reporting victims and witnesses of crime is reflected in the large proportion of cases (see Table 1) that are dropped from the system due to victim's unwillingness to vigorously prosecute a case. Positive programs of victim support and witness management are needed to fill this serious service gap. A brief summary of the victimization survey results is included to demonstrate the scope of the system's need to be more responsive to the public. These results are presented under three categories: personal incidents, household incidents and commercial incidents. Personal incidents are those which involved a confrontation between the victim and offender. Included in this category are the crimes against persons of rape, robbery, assault, pocketpicking, and purse snatching. There were an estimated 29,410 of these incidents in Denver during the year covered by the survey. Household incidents were the crimes against property including larceny, burglary and auto

Table 1

Reason Victim Refused to Prosecute - By Victim/Suspect Relationship

Relation-ship	Reasons						Total
	Not Import. Enough	Sympa- thetic Feelings	Friend/ Related	Satis.w/ Re- straint	Unwill. to go to Court	Resti- tution Promised	
Strangers	3	4			5	4	16
Non-Strng.	10	11	7	2	4	3	37
Relative	1	1	8	1			11
Unknown	3	1	2			1	17
Total	17	17	17	3	9	8	71 *

* Based on a sample of 380 Class I felony arrestees selected from mid-year 1974 cases. Thus, 71 refusals represent 18.7% of the total sample.

theft, and there were an estimated 122,888 of these incidents. The third category, commercial incidents, consists of crimes against businesses, including both burglary and robbery. Twelve-thousand, five hundred and forty-three crimes against businesses were estimated to have occurred during the year time period covered by this study.

PERSONAL INCIDENTS (CRIMES AGAINST PERSONS)

How Many?

Approximately seven person crimes were committed in one year for every 100 Denver citizens 12 years or older.

What Type?

Most incidents were assaults without theft. Most assaults were attempts only without victim injury. One-third of the actual assaults resulted in serious injury to the victim. Most rapes were only attempts. In the category of personal theft, robbery was more common than pocketpicking and pursesnatching.

Who Was Victimized?

Persons under 20 had the highest rate of victimization. Males were two to three times as likely to be assaulted or robbed as females. Personal victimizations were also higher among lower income groups. Those never married, unemployed or in school all had higher rates of victimization than their counterparts. Housewives had the lowest rate. In about 10% of the incidents, there was more than one victim.

Who Were The Offenders?

Most of the offenders were strangers, although less so in assault than in robbery or rape. When not a stranger, the offender was usually a friend and not a relative. The offender was most frequently alone and perceived to be 21 or older when his victim was 20 to 34 years old. If more than one offender was involved, they were typically less than 21 years of age as were their victims. Most offenders were male. About one-third of the offenders were Black.

How Often Was The Offender Armed?

In most personal incidents the offender was not armed, with the exception of serious assault and completed robberies. When weapons were involved, the probability of injury increased significantly.

What Was The Extent Of Loss To The Victim?

Although one-third of the actual assaults resulted in serious injury, very few victims were hospitalized. In about 10% of the cases, the victim lost work days. In personal theft incidents, the property loss was usually less than \$50.

Where Were People Victimized?

More than half of the incidents occurred outdoors in public places. The rest were equally divided between those occurring around the victim's home and in non-residential buildings and schools. When the offender was a stranger, the incident typically occurred outdoors. When the offender was known to the victim, the offense was usually indoors.

When Were People Victimized?

Almost an equal proportion of the incidents occurred in the day as at night. Assault with theft, however, occurred more frequently at night.

Did The Victim Try To Protect Himself/Herself?

Most victims of assault did try to protect themselves. The most common method of self-protection in actual assaults was to hit the offender and in attempted assaults was to leave the scene. Whether or not the offender had a weapon or was a stranger made no difference in whether or not the victim would attempt to protect himself/herself.

Did The Victim Report To The Police?

Usually the victim did not report the offense to the police, although he was more likely to report a completed incident as opposed to an attempt. Females were more likely to report than males, but young victims (under 20) were more reluctant than older victims to notify the police. The most common reasons given for not reporting were "not important enough" and "nothing could be done".

HOUSEHOLD INCIDENTS (CRIMES AGAINST PROPERTY)

How Many?

There were approximately 63 incidents for every 100 households in Denver during the year covered by the survey. Looking just at auto thefts, approximately three of every 100 automobiles owned by Denver citizens were stolen.

What Type?

Larceny (theft) was the most common incident, occurring about three times as often as burglary and ten times as often as auto theft. The rate of forcible entry burglary was slightly higher than no force entry incidents. Unlike personal incidents, most offenses were completed and only a small proportion of attempts took place.

Who Was Victimized?

Younger heads of households (12 to 19) were most likely to be victimized. Those with a head of household 65 or over had the lowest rate. Family income made no difference except in larceny where the rate increased with income. Renters had a slightly higher burglary rate than owners. Burglary, however, was less likely in larger apartments (10 or more units).

Where Did These Incidents Take Place?

Most larcenies and auto thefts occurred near the victim's home in public places such as the streets, parks, fields, parking lots and school grounds. By definition, most burglaries occurred at the primary residence with only a very small proportion occurring at a temporary residence such as a motel.

When Did These Incidents Take Place?

Burglary, larceny, and auto theft occurred more frequently at night than in the daytime. This was particularly true for auto theft and larceny.

How Much Was Lost?

In most larcenies the property loss was less than \$50. Most burglaries resulted in a loss of property valued at \$100 or more. In addition, property damage was also incurred in some burglaries. The property loss, as would be expected, was much higher for auto theft.

How Often Was Property Recovered?

Most burglaries (70%) and most larcenies (80%) resulted in no recovery of stolen property. Autos, on the other hand, were usually recovered with only 17% having no recovery. In general, the greater the value of the stolen property, the greater the chance of recovery.

How Often Did The Victim Report The Offense?

Most auto thefts (80%), approximately half of the burglaries, and only one-third of the larcenies were reported to the police. Over 80% of the attempted larcenies were not reported. "Not important enough" was the most common reason given for not reporting a larceny. Burglaries and auto thefts were most frequently unreported because the victim felt "nothing could be done".

COMMERCIAL INCIDENTS (CRIMES AGAINST BUSINESSES)

How Many?

Overall, there was approximately one burglary or robbery for every two commercial establishments in Denver. Most of these incidents were actual offenses with about one-fourth of the total being only attempts.

Who Was Victimized?

Retail businesses had the highest rate of victimization. The rates varied considerably based upon type of business from a low of 33 incidents for every 100 retail establishments. Almost all robberies were of retail businesses. Size of the business did not seem to be an important factor. Multiple incidents at the same business were common. Approximately 7% of all Denver businesses were responsible for approximately 64% of the incidents.

When Did These Incidents Take Place?

Most burglaries (when the time could be determined) and robberies occurred at night. About half of the robberies occurred between 6 p.m. and Midnight.

How Much Was Lost?

Including damages, the property loss in half the burglaries was \$50 or less. Similar results were found for robbery with only about one-half of the incidents resulting in a loss of more than \$50. About two-thirds of the businesses burglarized were insured and four-fifths of those robbed were also insured against loss.

Who Were The Offenders In Robbery Incidents?

As often as not, there was more than one offender in a robbery and, almost always, a weapon was present. Few, if any, of the offenders

were female. In most incidents victims thought the offenders were over 21 years of age.

How Often Was The Offense Reported?

Three-fourths of the burglaries and virtually all of the robberies were reported to the police. Those unreported were most often not reported because the businessmen felt it was "not important enough".

VICTIMIZATION STUDY IMPLICATIONS TO THE CRIMINAL JUSTICE SYSTEM

The Need For Citizen Education to Improve The Reporting Rate of Serious Crime

Admittedly, many of the crimes found in the survey were only attempts or minor theft. However, a significant portion of the serious crime was not reported including 46% of the actual assaults, 50% of the completed personal thefts, 23% of the force entry burglaries, 22% of the auto thefts, and 40% of the larcenies involving over \$50 loss. A common attitude reflected in the survey was that nothing could be done if the incident were to be reported. The police, rather than Denver citizens, should be determining if a case is founded and whether or not the case can be cleared. There may be a need for providing the Investigation Division of the Denver Police Department with resources to provide case status feedback to victims and witnesses regarding progress on their respective cases. Some such information effort appears necessary to combat the public attitude that the police "won't or can't do anything" about certain criminal incidents.

Need For Victim Education In Crime Prevention With Primary Focus on "High Risk" Victim Groups As Identified By The Survey

The survey showed that certain groups such as teenagers, renters, and retail outlets, were more likely than others to be victimized. Citizen awareness of such findings as the proportion of no forcible entry burglaries, where persons are victimized, etc., should be useful in "alleviating conditions that contribute to crime". Citizen "target hardening" is a mandatory requirement to reduce burglary and robbery. The public must learn that the police alone cannot prevent these crimes.

Crime prevention education as an on-going, constantly reinforced community activity is deserving of thorough consideration by all those in a position to maintain a systematic educational effort.

The Need For Improved Reporting Procedures

Some citizens indicated that they reported offenses by telephone but were unsure that a formal offense report was completed by the police department. Other victims, in less serious, non-violent incidents, were asked to appear at a district police station and fill out an incident report. Both of these procedures are legitimate methods of reporting minor property loss offenses. However, at present there is no procedure or practical method of linking a telephone call for service to the police department with a specific offense report that may be subsequently filed and investigated. This is true in both serious and non-serious incidents. Under current procedures, it would be most difficult to audit the reliability of a report taken by an officer at the scene by tracking the incident from the time the police dispatcher was requested to dispatch an officer to the time the offense was assigned to a detective for investigative follow-up. Similarly, there is no practical way of monitoring the dispatched patrolman's discretion regarding his decision to complete an offense report or to give the complainant advice and counsel but not file an offense report.

The victimization survey reinforces the need to examine in detail the reporting procedures within the police department. If there is any potential for 20% to 30% more incidents to be reported, the police department's current procedures and existing resources could not

possibly assume this additional workload. Alternative means of reporting, closer telephone screening in the dispatch center, and "delayed" response to non-serious crime scenes, with a criminal complainant index system that begins the moment a citizen calls for service, are all matters deserving examination.

Impacting Program Areas

Program Area 1-2: Public Education

Program Area 1-3: Community Action

Program Area 6-1: Incentive to Report and Prosecute

Program Area 6-2: Victim-Witness Management System

Program Area 6-3: Counseling and Aid to Crime Victims

VICTIM REFUSAL TO PROSECUTE

Only a small proportion of adults arrested by the Denver Police Department are prosecuted in the courts. This is particularly the case with lesser felony and misdemeanor arrests included under the category of Class II offenses. Of great concern is the "drop out" rate from the booking stage to prosecution stage of adults arrested for Class I felonies. A sample of 380 Class I felony arrestees selected from mid-year 1974 cases illustrates this point. Almost half (48%) of these cases were not filed on by the District Attorney.

The "no file" decision typically comes from one of three sources: the detective assigned to the case, the District Attorney or the victim. Nineteen (19) percent of the cases were not filed because the victim failed to carry through on the case (see Table 2). Reasons given most frequently by the victim for not prosecuting were "offender was an acquaintance", "felt sorry for suspect", and "not important enough". Other common reasons were unwillingness to get involved in the court process and a promise of restitution.

The problem of victims refusing to cooperate and vigorously prosecute their cases continued to be severe during 1975. Denver Police Department detectives interviewed 11,498 victims during 1975 in preparation of court filings. Of these victims, 2,871 or 24.9% refused to prosecute the case. This figure represents 9% of all persons arrested during 1975. Unfortunately, the proportion of victims of serious crimes who refuse to prosecute is much larger than the overall percentage. For example, 58% of 190 rape victims (30.5%) interviewed by Denver detectives refused

Table 2

Reason Victim Refused to Prosecute - By Victim/Suspect Relationship

Relation-ship	Reasons						Total
	Not Import. Enough	Sympa-thetic Feelings	Friend/Related	Satis.w/ Re-straint	Unwill. to go to Court.	Resti-tution Promised	
Strangers	3	4			5	4	16
Non-Strng	10	11	7	2	4	3	37
Relative	1	1	8	1			11
Unknown	3	1	2			1	17
Total	17	17	17	3	9	8	71

to prosecute. Ratios for other serious crimes are as follows: Aggravated Assault - 407 of 965 (42.2%) refused; Burglary - 415 of 1,396 (29.7%) refused; Robbery - 119 of 537 (22.2%) refused; Larceny - 268 of 804 (33.3%) refused; Auto Theft - 79 of 322 (24.5%) refused.

The criminal justice system cannot impact crime rates without the cooperation of citizens and victims of crime. The effective investigative work of the police department which results in apprehensions is, of course, fruitless if the victim turns cold and refuses to cooperate and prosecute. The impact of such non-cooperation not only includes the waste of valuable investigative dollars but also includes a strong reinforcement to the offender who easily escapes a finding of guilt and its consequences.

The criminal justice system could compel victims to prosecute but the quality of cooperation received from such coercion would surely not facilitate the prosecution and convictions would indeed be rare. The system must earn the cooperation of the victim by first and foremost attending to the needs of the victim and decreasing the trauma and hardship currently synonymous with criminal justice processing.

Impacting Program Areas

- Program Area 6-1: Incentive to Report and Prosecute
- Program Area 6-2: Victim-Witness Management System
- Program Area 6-3: Counseling and Aid to Crime Victims
- Program Area 1-2: Public Education
- Program Area 1-3: Community Action

ARREST QUALITY

During 1975, 2,445 adult felony arrests were made in Denver for serious Part I offenses (homicide, manslaughter, rape, robbery, burglary, and aggravated assault). These same offense types accounted for only 1,263 filings in the Denver District Court during 1975. This figure represents only 62% of the total arrests made for these serious offenses. More telling on quality and system performance is the fact that only 810 convictions resulted from these filings and that less than half of these convictions (322) were for the same offense as the filing charge.

Data available for all adult arrests during 1974 reveal that only 7,239 (22%) adult arrestees from 32,704 adult arrests made were convicted of an offense. During 1975, a total of 31,942 adult arrests were made of which 12,697 arrestees or 39.8% were investigated and released without a court filing.

Although data indicate that many arrests are washed out by Denver detectives prior to filing, the same data discloses that the cases which the Department submits to the District Attorney for filing are generally accepted, but still refused at an unacceptably high rate. During 1975, for example, 58 of 190 rape cases (30.5%) submitted to the District Attorney for filing were not accepted. Ratios for other serious offenses are as follows: Aggravated Assault - 101 of 965 (10.5%) cases not accepted; Burglary - 84 of 1,396 (6%) cases not accepted; Robbery - 57 of 537 (10.6%) cases not accepted; Larceny - 61 of 804

* Percentage adjusted for proportion of cases involving co-defendants (factor = 1.22).

(7.6%) cases not accepted; Auto Theft - 44 of 322 (13.7%) cases not accepted.

Several possible problems are suggested by these data. One aspect of the problem may relate to different criteria used by police and District Attorney in determining what constitutes a "prosecutable case". After case screening and elimination by the detective, a significant proportion of the cases, as disclosed above, referred to the District Attorney are determined not to represent "probable cause" that the suspect committed the offense. Whether these data should be interpreted as poor case preparation or poor quality of arrests by the police or unnecessary elimination of many "probable cause" cases by the District Attorney or as "acceptable" rates of case dropout, cannot be determined from these data. Further study into possible means of improving the ratio of Class I arrests to prosecutions appears to be needed.

Preliminary appraisal of the data indicates, however, that additional guidance relative to the initial decision to effect an arrest is necessary, that more care be taken in developing a case toward an arrest, and that additional coordination between the police department and District Attorney take place relative to standards and criteria applied to weigh the strength of a case.

Impacting Program Areas

Program Area 2-1: Quality Case Development

Program Area 3-2: Priority Prosecution of Quality Cases

Program Area 7-3: Inter-Agency Cooperation and Coordination

PLEA BARGAINING AND POST-FILING NEGOTIATION

A six-month sample of homicide, rape, robbery and aggravated assault offenses and a two-month sample of burglary offenses filed in District Court during 1974 were analyzed to determine how serious felony cases were disposed of at the District Court level. A total of 342 "Impact" offenses were included in the sample. Twelve percent of the cases were still pending and 10% were deferred prosecution or deferred judgment cases. About half of the remaining cases (43% of the total cases) were plea bargained to a lesser felony or misdemeanor. A lesser felony plea occurred twice as frequently as a misdemeanor plea. In addition to this plea bargaining, one-fifth of all cases (one-fourth when pending and deferred cases are excluded) were dismissed. A frequent reason given for dismissal was a plea or conviction on another case, indicative of another type of plea bargaining. Only 10% of the cases reached trial and an additional 6% involved a plea of the most serious charge filed. Counting both pleas and verdicts, only 10% of the cases resulted in a conviction for the most serious charge filed. Even with the large proportion of case "drop outs" from the system at the police, District Attorney and County Court processing levels, a defendant filed on in District Court has a low probability of conviction on the original charge.

The proportion of filings with a conviction on the original charge varies from case to case. None of the 27 homicides, 4% of the assaults, and 5% of the burglaries resulted in a conviction on the original charge. Twenty-eight percent of the rape cases and 15% of the robberies,

on the other hand, had a conviction for the original most serious charge. Plea bargaining varied from offense to offense also with only 20% of the rape cases, but 50% of the burglaries plea bargained to a lesser offense. These percentages do not include dismissals and convictions of lesser felonies.

During 1975, 2,859 felony cases were filed in the District Court. Of these cases, 2,336 have been completed. Guilty verdicts have been reached in 1,616 (69.2%) of the completed cases. The other 30.8% of the cases completed resulted in acquittals (53 cases), dismissals (500 cases), or deferred prosecution (167 cases). Of the cases with guilty dispositions, 816 were for the original charge while 800 were for a lesser felony or misdemeanor. This represents 49.5% of the guilty dispositions. The figure also constitutes 34.2% of the total felony filings completed during 1975. Considering another 30.8% of these completed felony filings resulted in dispositions other than guilty, the significance of the bargaining during 1975 becomes magnified.

In summary, it should be noted that only a small proportion of the filings on serious felony charges result in a conviction for the original charge. Despite the large proportion of the serious crime cases that are "screened out" of the system by the police, District Attorney or County Court, an "Impact" case is still most likely to be either plea bargained or dismissed at the District Court level.

Since a prosecutor is not assigned to a case until filing, the Criminal

Division of the Denver County Court has evolved into the basic negotiation site for consideration of trial alternatives such a deferred prosecution. The Denver County Court is, in effect, being utilized as an arena to stage plea bargaining strategy. As a result of this phenomenon, the County Court is constantly faced with an uncontrollable caseload which invariably finds control through the informal machinations of opposing counsel. While this situation is perhaps tolerable in a practicable sense, it renders responsive management of subsequent court processing events (i.e., courtroom availability, juries) impossible. The process, therefore, has become wasteful of public resources through its accumulated effect upon court procedures.

Impacting Program Areas

Program Area 2-1: Quality Case Development

Program Area 3-2: Priority Prosecution of Quality Cases

Program Area 4-1: Court Management Assistance

Program Area 7-3: Inter-Agency Cooperation and Coordination

HABITUAL OFFENDER

To scientifically state an accurate proportion of crime for which habitual offenders are responsible would obviously be an impossible task. Estimates based upon years of professional law enforcement experience have, however, been made. Officials of the Denver Police Department have offered what they believe is only a conservative estimate of the extent of habitual offender activity in this city. They feel that there are perhaps 200 individuals in Denver who frequently and repeatedly commit serious offenses and whose lives are, in fact, dedicated to crime. Each of these individuals is believed to commit at least 50 serious crimes each year. If these estimates are accurate, at least 10,000 serious offenses (murder, rape, robbery, aggravated assault, burglary and grand larceny) are committed each year by Denver's habitual offenders. This figure represents 25% of the City and County of Denver's reported crime rate.

There is a more objective method of determining the extent of habitual offending in Denver. This method entails a review of arrest histories and rearrest rates of adults arrested for serious offenses in Denver. To accomplish this an extensive study of all arrests made by the Denver Police Department from July, 1970 through June, 1973 was conducted. A COBOL program was written to extract those arrestees in the first year (July, 1970 through June, 1971) who had been arrested for an Impact offense (murder, rape, robbery, aggravated assault and burglary). From this test group, a tabulation of the type and frequency of rearrests for 12-month and 24-month follow-up periods from the month of the test arrest was made.

A similar method was employed to determine arrest background data for Impact offense arrestees. This test group consisted of all persons arrested for Impact offenses during the third year of the test period (July, 1972 through June, 1973) regardless of whether or not they had a prior arrest history. For each of these arrestees, prior arrest records for the previous 24-month period were screened, if existent, to determine the type and frequency of offenses in prior arrests.

The following twenty pages present an analysis of the results of this arrest history and rearrest study. The presentation has been categorized by type of arrestees.

AN ANALYSIS OF HOMICIDE ARRESTEES

The general category of homicide, as utilized for UCR reporting purposes, encompasses all arrests for the offense of murder, first or second degree, and manslaughter, including vehicular manslaughter. This category, as would be expected, represented the smallest population group. Seventy homicide arrestees between July, 1970 and June, 1971, were followed-up for a two year period. Eighty homicide arrestees between July, 1972 and June, 1973 were the population group for determining type and frequency of arrests during the two years prior to their homicide arrest. The results of the arrest background analysis are tabulated in Table 3, and the results of the rearrest analysis are displayed in Table 4. To better understand the proportion of possible homicide offenders in the arrestee group, it should be noted that the 1973 clearance rate was 70%.

Arrest Background

As illustrated in Table 3, 55 (43.7%) of the 80 arrestees had been arrested at least once by Denver Police during the immediate twenty four months prior to their arrest for homicide. This rate is lower for homicide than the other categories of Impact offenses. The 55 persons who had a prior arrest were, on the average, arrested 1.4 times. This rate is also considerably lower than the other Impact offense categories.

The most frequent offense type in the homicide arrestee's background was the general category of "miscellaneous offenses". This is a conglomeration

Table 3

Homicide Arrestee Two-Year Arrest Background
1972-1973 Sample

Prior Offense	Number Persons Arrested In Each Offense Category*	Number of Arrests In Each Offense Category
Homicide	3 (3.7%)	4
Rape	1 (1.2%)	1
Robbery	4 (5.0%)	4
Aggravated Assault	6 (7.5%)	8
Burglary	1 (1.2%)	1
Larceny	1 (1.2%)	1
Auto Theft	1 (1.2%)	1
Other Assaults	4 (5.0%)	4
Weapons	3 (3.7%)	3
Commercial Sex	2 (2.5%)	4
Narcotics	7 (8.7%)	8
Drunkenness	9 (11.2%)	18
Disorderly Conduct	3 (3.7%)	3
Gambling	1 (1.2%)	2
Miscellaneous Offense	13 (16.2%)	15
	Total Arrests	77

Total Population 80 (100%)
 Total With No Prior Arrests 45 (56.3%)
 Total With Prior Arrest 55 (43.7%)
 Avg. Arrests Per Arrestee 1.4
 (Excl. of Misc. Offenses 1.1)

*Percentages shown reflect the proportions of the 80 individuals showing each offense in their arrest histories. Individuals having more than one offense type in their histories appear more than once.

of offense types including arrests where the most serious offense was anything from careless driving to kidnapping. However, the arrest predominantly would be for offenses such as drunkenness and vagrancy, drunkenness and disturbance, parole violation, hold orders, traffic offenses, etc. Thirteen of the arrestees had a prior arrest where the most serious was in the miscellaneous category. The second most frequent category was drunkenness with nine of the eighty arrested for this offense. This accounts for 11.2% of the homicide arrestees who averaged two drunk arrests each. The next most frequent category was narcotics with seven persons arrested a total of eight times for narcotics. Drugs (alcohol and narcotics) were the most common offense types in the homicide arrestee's criminal background. An aggravated assault arrest was present in the background of six (7.5%) of the arrestees. Five percent of the arrestees (4) were previously arrested for robbery and another 5% arrested for simple assault. Alcohol, narcotics and assault arrests were found most frequently among prior arrests for homicide arrestees. Property crime arrests were almost nonexistent among this group.

Rearrest Rates

As illustrated in Table 4, one-year rearrest rate for homicide arrestees was 18.6% and two-year rearrest rate was 28.6%. Only 20 of the 70 homicide arrestees were rearrested over a two-year follow-up time period. This rate is less than half the rearrest rate for other Impact categories. Several possible explanations can be given. Homicide arrests are more likely to result in a filing by the District Attorney and a conviction, but less likely to result in a pre-trial release in which the defendant could

Table 4

Homicide Arrestees One And Two-Year Rearrest Rates
1970-1971 Sample

Rearrest Offenses	One Year Follow-up		Two-Year Follow-up	
	Number Rearrested In Each Offense Category *	Total Re- arrests	Number Rearrested In Each Offense Category *	Total Re- arrests
Homicide	1 (1.4%)	1	2 (2.8%)	2
Robbery	- -	-	1 (1.4%)	1
Aggravated Assault	- -	-	2 (2.8%)	2
Burglary	2 (2.8%)	2	2 (2.8%)	2
Larceny	2 (2.8%)	3	5 (7.1%)	7
Auto Theft	- -	-	1 (1.4%)	1
Other Assaults	1 (1.4%)	1	1 (1.4%)	1
Forgery	1 (1.4%)	2	1 (1.4%)	2
Weapons	1 (1.4%)	2	2 (2.8%)	3
Liquor	1 (1.4%)	1	1 (1.4%)	1
Drunkenness	3 (4.3%)	9	6 (8.6%)	13
Disorderly Conduct	4 (5.7%)	6	7 (10.0%)	9
Miscellaneous Off.	6 (8.6%)	9	7 (10.0%)	17
	Total Arrests Average Arrests/ Arrestee	36 2.8	Total Arrests Average Arrests/ Arrestee	54 2.7

Total Homicide Arrests 70 (100%)
 Total No Rearrests-1st year 57 (81.4%)
 Total No Rearrest-Both years 50 (71.4%)
 Rearrest Rate-One Year 13 (18.6%)
 Rearrest Rate-Two Years 20 (28.6%)

*Percentages shown reflect the proportion of the 70 individuals showing a rearrest. Individuals having more than one rearrest offense type appear more than once.

commit subsequent offenses. Additionally, if convicted, a homicide defendant is more likely to receive a more severe sentence with long-term incarceration. Consequently a homicide arrestee is the least likely of all offender types to have an opportunity for committing subsequent offenses with just a two-year follow-up period. Other arguments could be made that the homicide offender is not likely to be a habitual criminal since homicide is often a crime of passion. At any rate, the two-year recidivism rates are not too meaningful and probably represent rearrest primarily by those not filed on by the District Attorney.

AN ANALYSIS OF RAPE ARRESTEES

The UCR category of rape includes forcible rapes and attempted rape offenses. Of the Impact offenses, this category represented the lowest volume of arrests exclusive of homicide. The one hundred fifteen (115) rape arrestees between July 1972 and June 1973 were the population group for determining type and frequency of arrests during the two years prior to their rape arrest. The one-hundred seven (107) rape arrestees in the time period July 1970 through June 1971 were followed-up for determining one and two-year rearrest rates. The results of the two-year arrest background analysis are tabulated in Table 5, and the results of the rearrest analysis are displayed in Table 6. For purposes of understanding the proportion of rape offenders included in the rape arrestee group, it should be noted that the clearance rate by arrest was 45% in 1973.

Arrest Background

Almost exactly one-half of the rape arrestees had been arrested in the previous two years (ref. Table 5). Exclusive of the catchall category of miscellaneous offenses, the most common serious charge was drunkenness with 17.4% of the persons arrested for this offense. Almost 10% of the group had previously been arrested for disorderly conduct and eight persons (7%) had an arrest for rape during the prior two years. Simple assaults (4.3%) and weapon offenses (4.3%) were also found in the background arrests. Neither other sex offenses nor narcotics were common in the rape arrestee's background.

The average number of prior arrests, among the approximate 50% with arrest in the previous two years, was 2.6. Exclusive of miscellaneous, this rate

Table 5

Rape Arrestees Two-Year Rearrest Background
1972-1973 Sample

Prior Offense	Number Persons Arrested In Each Offense Category*	Number Persons Arrested In Each Offense Category*
Rape	8 (7.0%)	10
Robbery	1 (0.9%)	1
Aggravated Assault	3 (2.6%)	3
Burglary	2 (1.7%)	2
Larceny	4 (3.5%)	7
Other Assaults	5 (4.3%)	5
Embezzlement/Fraud	1 (0.9%)	1
Weapons	5 (4.3%)	5
Commercial Sex	3 (2.6%)	4
Sex Offenses	2 (1.7%)	3
Narcotics	3 (2.6%)	3
Liquor	2 (1.7%)	2
Drunkenness	20 (17.4%)	31
Disorderly Conduct	11 (9.6%)	16
Vagrancy	1 (0.9%)	1
Miscellaneous Offenses	37 (32.2%)	52
	Total Arrests	146

Total Population Group 115 (100%)
 Total With No Prior Arrest 58 (50.4%)
 Total With Prior Arrest 57 (49.6%)
 Avg. Arrests Per Arrestee 2.6
 (Excl. of Misc. Offenses 1.6)

*Percentages shown reflect the proportions of the 115 individuals showing each offense in their arrest histories. Individuals having more than one offense type in their histories appear more than once.

was 1.6. The frequency of prior arrests was quite similar to that of aggravated assault, but was considerably less than the rates for burglary and robbery arrestees.

Rearrest Rates

As illustrated in Table 6, rape arrestees are the least likely to be rearrested of the Impact offenders other than homicide arrestees. This is true even though the prosecution rate of rape arrestees is low -- 24% of the victims refuse to prosecute, 43% of the time the District Attorney refuses to prosecute with only 33% of the cases filed on.* The one-year rearrest rate was 37.4%; the two-year rearrest rate was 45.8%.

The highest rate of rearrest (7.5%) other than miscellaneous, was for the offense of rape, thus providing some evidence that rape offenders are repeaters. Drunkenness was also frequent with 6.5% of the arrestees rearrested for this offense. There were no rearrests for other sex offense categories. Of the 45.8% rearrested over a two-year time period, the average arrests per arrestee was 2.3, the second lowest rate of the Impact offenses.

* Based upon disposition of Denver rape cases cleared by arrest for the 12-month period, September, 1971 through August, 1972.

Table 6

Rape Arrestees One and Two-Year Rearrest Rates
1970-1971 Sample

Rearrest Offense	One-Year Follow-up		Two-Year Follow-up	
	Number Rearrested In Each Offense Category*	Total Re- arrested	Number Rearrested In Each Offense Category*	Total Re- arrested
Rape	8 (7.5%)	8	9 (8.4%)	9
Robbery	3 (2.8%)	3	3 (2.8%)	4
Aggravated Assault	1 (1.0%)	2	1 (1.0%)	2
Burglary	3 (2.8%)	3	4 (3.7%)	5
Larceny	3 (2.8%)	3	4 (3.7%)	4
Auto Theft	1 (1.0%)	1	2 (1.9%)	2
Other Assaults	3 (2.8%)	3	4 (3.7%)	4
Embezzlement/Fraud	- -	-	1 (1.0%)	1
Weapons	2 (1.9%)	2	5 (4.7%)	5
Commercial Sex	3 (2.8%)	3	4 (3.7%)	5
Narcotics	- -	-	1 (1.0%)	1
Drunkenness	7 (6.5%)	10	11 (10.3%)	19
Disorderly Conduct	4 (3.7%)	4	7 (6.5%)	7
Misc. Offenses	23 (21.5%)	31	30 (28.0%)	47
	Total Arrests Average Arrests/ Arrestee	73 1.8	Total Arrests Average Arrests Arrestee	115 2.3

Total Rape Arrestees 107 (100%)
 Total No Rearrest-1st Year 67 (62.6%)
 Total No Rearrest-Both Years 58 (54.2%)
 Rearrest Rate - One Year 40 (37.4%)
 Rearrest Rate - Two Years 49 (45.8%)

*Percentages shown reflect the proportion of the 107 individuals showing a rearrest. Individuals having more than one rearrest offense type appear more than once.

AN ANALYSIS OF ROBBERY ARRESTEES

This category of UCR offenses includes all robberies, both aggravated and simple. Additionally, attempted robberies have been included in this category. The 382 robbery arrestees arrested between July 1972 and June 1973 were the population group for determining type and frequency of arrests during the 24 months prior to the robbery arrest. The 371 robbery arrestees arrested between July 1970 and June 1971 were followed up for two years to determine rearrest rates. The results of the arrest background analysis are shown in Table 5 and the rearrest analysis appears in Table 8. In order to better understand the proportion of possible robbery offenders included in the arrestee group, it should be pointed out that the clearance rate by arrest for robbery was 32% in 1973.

Arrest Background

As shown in Table 7, 59.4% of the robbery arrestees had at least one arrest in the prior two years. This is the highest frequency of persons with prior arrests of all the Impact crime categories. Other than the miscellaneous category (29.1%), the most frequent category of prior arrest was for narcotics (17.0%) followed closely by drunkenness (16.0%), disorderly conduct (10.7%), and larceny (11.5%). Since the miscellaneous category consists largely of arrests such as drunkenness and disturbance, a background arrest of a robbery arrestee commonly consisted of drug related offenses including alcohol, and/or disturbance related offenses. Also common in the arrest background are the "lesser" theft categories of larceny and burglary. Of the robbery arrestees, 9.7% had a prior robbery arrest making this group highest of the Impact categories where a prior

Table 7

Robbery Arrestee Two-Year Arrest Background
1972-1973 Sample

Prior Offense	Number Persons Arrested. In Each Offense Category*	Number of Arrests In Each Offense Category
Homicide	2 (0.5%)	2
Robbery	37 (9.7%)	44
Aggravated Assault	11 (2.9%)	12
Burglary	25 (6.5%)	34
Larceny	44 (11.5%)	55
Auto Theft	13 (3.4%)	17
Other Assaults	10 (2.6%)	10
Forgery	5 (1.3%)	6
Embezzlement/Fraud	5 (1.3%)	5
Weapons	24 (6.3%)	26
Commercial Sex	7 (1.8%)	11
Sex Offenses	2 (0.5%)	2
Family/Child Offense	2 (0.5%)	2
Narcotics	65 (17.0%)	154
Liquor	2 (0.5%)	5
Drunkenness	61 (16.0%)	157
Disorderly Conduct	41 (10.7%)	55
Vagrancy	3 (0.8%)	3
Gambling	5 (1.3%)	5
Miscellaneous Offenses	111 (29.1%)	174
	Total Arrests	779

Total Population 382 (100%)
 Total With No Prior Arrest 155 (40.6%)
 Total With Prior Arrest 227 (59.4%)
 Avg. Arrests Per Arrestee 3.4
 (Excl. Misc. Offenses 2.7)

*Percentages shown reflect the proportion of the 382 individuals showing each offense in their arrest histories. Individuals having more than one offense type in their histories appear more than once.

arrest for the same offense had occurred. It was also observed that 6.3% of the arrestees had a prior arrest for carrying a concealed weapon.

Among the 227 (59.4%) with a prior arrest, the frequency of arrest was also high. The average number of prior arrests per arrestee was 3.4. Exclusive of the miscellaneous offense category, the average was 2.7.

Rearrest Rates

The one-year rearrest rate, as shown in Table 8, is 42.6% and the two-year rate is 51.6%. These rates are higher than the homicide and rape categories, about the same as aggravated assault, and lower than burglary rearrest rates. Excluding the common rearrest categories of drunkenness and miscellaneous offenses, rearrest occurred most frequently for robbery (11.6%) and narcotics (11.3%) based on a two-year follow-up.

In both the one-year and two-year rates, the other property crimes of burglary and larceny along with weapons offenses are most likely to be the charge resulting in a rearrest. In both the drunkenness and narcotics rearrest, not only is the rate high but the average arrests per person is also high. For all categories, the average rearrests among those arrested was 2.4 in one year and 3.3 in two years.

Table 8

Robbery Arrestee One and Two-Year Rearrest Rates
1970-1971 Sample

Rearrest Offense	One-Year Follow-up		Two-Year Follow-up	
	Number Rearrested In Each Offense Category*	Total Re- Arrested	Number Rearrested In Each Offense Category*	Total Re- arrested
Homicide	2 (0.5%)	2	2 (0.5%)	3
Rape	-	-	1 (0.3%)	1
Robbery	34 (9.2%)	41	43 (11.6%)	54
Agg. Assault	9 (2.4%)	9	12 (3.2%)	13
Burglary	15 (4.0%)	15	24 (6.5%)	26
Larceny	16 (4.3%)	18	25 (6.7%)	34
Auto Theft	2 (0.5%)	2	7 (1.9%)	7
Other Assaults	5 (1.3%)	5	7 (1.9%)	7
Forgery	7 (1.9%)	7	7 (1.9%)	7
Embezzlement/ Fraud	-	-	2 (0.5%)	2
Weapons	14 (3.8%)	14	22 (5.9%)	22
Commercial Sex	8 (2.2%)	16	9 (2.4%)	18
Sex Offenses	3 (0.8%)	3	4 (1.1%)	4
Narcotics	36 (9.7%)	54	42 (11.3%)	98
Liquor	1 (0.3%)	2	1 (0.3%)	2
Drunkenness	45 (12.1%)	112	56 (15.1%)	185
Disorderly Cond.	8 (2.2%)	11	20 (5.4%)	24
Vagrancy	-	-	4 (1.1%)	4
Gambling	2 (0.5%)	2	4 (1.1%)	4
Misc. Offenses	44 (11.9%)	63	75 (20.2%)	121
	Total Arrests Average Arrests/ Arrestee	376 2.4	Total Arrests Average Arrests/ Arrestee	636 3.3

Total Robbery Population 371 (100%)
 Total No Rearrest-1st Year 213 (57.4%)
 Total No Rearrest-Both Years 180 (48.5%)
 Rearrest Rate-One Year 158 (42.6%)
 Rearrest Rate-Two Years 191 (51.6%)

*Percentages shown reflect the proportion of the 371 individuals showing a rearrest. Individuals having more than one rearrest offense type appear more than once.

AN ANALYSIS OF AGGRAVATED ASSAULT ARRESTEES

The UCR category of aggravated assault includes assaults to murder, assaults to do great bodily harm, assaults with a dangerous weapon, and attempted serious assaults. The 372 arrestees in July 1972 through June 1973 were included in the analysis of two-year arrest background. The 422 arrestees for aggravated assault in July 1970 through June 1971 constitute the population group for calculating rearrest rates. The clearance rate for reported aggravated assault offenses is high as shown by the 1973 clearance rate of 74% for this offense. The results of the arrest background study are displayed in Table 9 and the rearrest study in Table 10.

Arrest Background

As demonstrated in Table 9, approximately half of the arrestees had been arrested in Denver at least once in the prior two years. The most frequent offense categories in the background of this group are the drunk related and disturbance related categories of drunkenness (19.1%), disorderly conduct (10.7%), and miscellaneous offenses (19.9%). The only other categories accounting for 5% or more of this group are narcotics (7.0%), and weapons (5.6%). Prior Impact arrests are relatively rare among this offender group. However, the average number of prior arrests during the previous two years among those with an arrest was high with an average of 3.0 arrests per arrestee.

Rearrest Rates

The rearrest rates of aggravated assault offenders, as displayed in Table 10 are comparatively high with a 39.6% one-year rate and a 53.5% two-year

Table 9

Aggravated Assault Arrestee Two-Year Arrest Background
1972-1973 Sample

Prior Offense	Number Persons Arrested In Each Offense Category*	Number of Arrests In Each Offense Category
Homicide	2 (0.5%)	2
Rape	3 (0.8%)	4
Robbery	9 (2.4%)	9
Aggravated Assault	13 (3.5%)	14
Burglary	16 (4.3%)	16
Larceny	18 (4.8%)	24
Auto Theft	6 (1.6%)	8
Other Assaults	8 (2.1%)	8
Forgery	3 (0.8%)	4
Embezzlement/Fraud	8 (2.1%)	8
Stolen Property	2 (0.5%)	2
Weapons	21 (5.6%)	21
Commercial Sex	2 (0.5%)	4
Sex Offenses	4 (1.0%)	4
Family/Child Offenses	1 (0.2%)	1
Narcotics	26 (7.0%)	38
Liquor	1 (0.2%)	1
Drunkenness	71 (19.1%)	188
Disorderly Conduct	40 (10.7%)	49
Vagrancy	1 (0.2%)	1
Gambling	1 (0.2%)	1
Miscellaneous Offenses	74 (19.9%)	134
	Total Arrests	541

Total Population Group 372 (100%)
 Total With No Prior Arrest 188 (50.5%)
 Total With Prior Arrest 184 (49.5%)
 Avg. Arrests Per Arrestee 3.0
 (Excl. of Misc. Offenses 2.2)

* Percentages shown reflect the proportion of the 372 individuals showing each offense in their arrest histories. Individuals having more than one offense type in their histories appear more than once.

rate. As was observed with arrest backgrounds, the offenses related to drunkenness and disorderly conduct occurred most frequently among those rearrested. Impact rearrest rates are generally low with a one-year rate of rearrest for aggravated assault of 3.6% and a two-year rate equal to 4.7%. The related category of other assaults was also low with only 3.1% of the arrestees rearrested for this offense in two years. Average arrests per person rearrested was 2.0 for a one year period and 2.8 for a two-year follow-up.

Table 10

Aggravated Assault One and Two-Year Rearrest Rates
1970-1971 Sample

Rearrest Offense	One-Year Follow-up		Two-Year Follow-up	
	Number Rearrested In Each Offense Category*	Total Re- Arrests	Number Rearrested In Each Offense Category*	Total Re- Arrests
Homicide	2 (0.5%)	2	5 (1.2%)	5
Rape	1 (0.2%)	1	1 (0.2%)	1
Robbery	11 (2.6%)	12	16 (3.8%)	17
Aggravated Assault	15 (3.6%)	15	20 (4.7%)	20
Burglary	16 (3.8%)	20	20 (4.7%)	26
Larceny	12 (2.8%)	16	27 (6.4%)	40
Auto Theft	1 (0.2%)	1	4 (0.9%)	5
Other Assaults	7 (1.7%)	7	13 (3.1%)	13
Forgery	2 (0.5%)	2	2 (0.5%)	2
Embezzlement/Fraud	1 (0.2%)	1	2 (0.5%)	2
Weapons	12 (2.8%)	12	25 (5.9%)	28
Commercial Sex	1 (0.2%)	1	1 (0.2%)	2
Narcotics	17 (4.0%)	23	27 (6.4%)	48
Liquor	2 (0.5%)	2	5 (1.2%)	5
Drunkenness	57 (13.5%)	101	77 (18.2%)	171
Disorderly Conduct	13 (3.1%)	17	31 (7.3%)	43
Vagrancy	3 (0.7%)	3	3 (0.7%)	3
Gambling	2 (0.5%)	2	4 (0.9%)	4
Miscellaneous Offense	75 (17.8%)	91	128 (30.3%)	205
	Total Arrests Average Arrests/ Arrestee	329 2.0	Total Arrests Average Arrests/ Arrestee	640 2.8

Total Agg. Assault Arrestees 422 (100%)
 Total No Rearrest-1st Year 255 (60.4%)
 Total No Rearrest-Both Years 196 (46.5%)
 Rearrest Rate-One Year 167 (39.6%)
 Rearrest Rate-Two Years 226 (53.5%)

*Percentages shown reflect the proportion of the 422 individuals showing a rearrest. Individuals having more than one rearrest offense type appear more than once.

AN ANALYSIS OF BURGLARY ARRESTEES

Burglary offenses, as defined for UCR purposes, consist of both residential and commercial burglaries as well as attempted burglaries. This offense provides the largest arrestee population group. In July 1972 through June 1973, 780 persons were arrested for burglary and included in the arrest background analysis. The 690 burglary arrestees constitute the group included in the rearrest study. Of all the Impact offense categories, burglary is the most frequent but also the least likely offense to be cleared by arrest. The clearance rate for burglary in 1973 was 28%. The burglary arrest background results are summarized in Table 11 and the rearrest results in Table 12.

Arrest Background

As shown in Table 11, 55.0% of the burglary arrestees had a prior arrest in Denver in the last two years. In addition to the miscellaneous offense category, 16.9% had a prior narcotics arrest and 13.0% a drunkenness arrest. A total of 14.2% had an average of 1.4 prior burglary arrests. Of the burglary arrestees, 12.0% had a prior larceny arrest. Among the 55.0% with a Denver arrest in the prior two years, the average number of arrests per arrestee was 3.6.

Rearrest Rates

The burglary group experienced the highest rearrest rate of any Impact category with a one-year rate of 46.2% and a two-year rate of 58.0%. The 102 arrestees were rearrested 146 times for burglary in two years for a 14.8% burglary rearrest rate. The offenses of larceny and narcotics each resulted in rearrest of 12.6% of the arrestees. Rearrest rates for the other

Table 11
Burglary Arrestee Two-Year Arrest Background
 1972-1973 Sample

Prior Offense	Number Persons Arrested In Each Offense Category*	Number of Arrests In Each Offense Category
Homicide	3 (0.4%)	3
Rape	8 (1.0%)	8
Robbery	28 (3.6%)	30
Aggravated Assault	16 (2.0%)	16
Burglary	111 (14.2%)	159
Larceny	94 (12.0%)	129
Auto Theft	27 (3.5%)	32
Other Assaults	11 (1.4%)	11
Forgery	4 (0.5%)	4
Embezzlement/Fraud	11 (1.4%)	11
Stolen Property	1 (0.1%)	1
Weapons	47 (6.0%)	52
Commercial Sex	7 (0.9%)	7
Sex Offenses	3 (0.4%)	3
Family/Child Off.	3 (0.4%)	3
Narcotics	132 (13.8%)	241
Liquor	6 (0.8%)	6
Drunkenness	108 (13.8%)	337
Disorderly Conduct	59 (7.6%)	69
Vagrancy	3 (0.4%)	3
Gambling	9 (1.1%)	10
Miscellaneous Offenses	230 (29.5%)	400
	Total Arrests	1,535

Total Population Group 780 (100%)
 Total With No Prior Arrest 351 (45.0%)
 Total With Prior Arrest 429 (33.0%)
 Avg. Arrests Per Arrestee 3.6
 (Excl. Of Misc. Offenses 2.6)

*Percentages shown reflect the proportion of the 780 individuals showing each offense in their arrest histories. Individuals having more than one offense type in their histories appear more than once.

Table 12

Burglary Arrestee One and Two-Year Rearrest Rates
1970-1971 Sample

Rearrest Offense	One-Year Follow-up		Two-Year Follow-up	
	Number Rearrested In Each Offense Category*	Total Re- Arrests	Number Rearrested In Each Offense Category*	Total Re- Arrests
Homicide	2 (0.3%)	2	3 (0.4%)	3
Rape	3 (0.4%)	3	3 (0.4%)	3
Robbery	15 (2.2%)	15	25 (3.6%)	27
Agg. Assault	14 (2.0%)	14	19 (2.8%)	19
Burglary	75 (10.9%)	101	102 (14.8%)	146
Larceny	55 (8.0%)	61	87 (12.6%)	100
Auto Theft	8 (1.2%)	9	11 (1.6%)	13
Other Assaults	3 (0.4%)	3	6 (0.9%)	6
Forgery	7 (1.0%)	7	10 (1.4%)	10
Embezzlement/ Fraud	9 (1.3%)	9	12 (1.7%)	12
Stolen Property	2 (0.3%)	2	4 (0.6%)	4
Weapons	24 (3.5%)	25	42 (6.1%)	46
Commercial Sex	3 (0.4%)	4	4 (0.6%)	6
Narcotics	70 (10.1%)	108	87 (12.6%)	157
Liquor	2 (0.3%)	2	2 (0.3%)	2
Drunkenness	66 (9.6%)	95	84 (12.2%)	162
Disorderly Cond.	22 (3.2%)	23	42 (6.1%)	48
Vagrancy	4 (0.6%)	4	4 (0.6%)	4
Gambling	4 (0.6%)	4	5 (0.7%)	5
Misc. Offenses	147 (21.3%)	191	220 (31.9%)	359
	Total Arrests	682	Total Arrests	1,132
	Average Arrests/ Arrestee	2.1	Average Arrests/ Arrestee	2.8

Total Burglary Arrestees 690 (100%)
 Total No Rearrest-1st Year 371 (53.8%)
 Total No Rearrest-Both Years 290 (42.0%)
 Rearrest Rate-One Year 319 (46.2%)
 Rearrest Rate-Two Years 400 (58.0%)

*Percentages shown reflect the proportion of the 690 individuals showing a rearrest. Individuals having more than one rearrest offense type appear more than once.

Impact categories, all person-to-person offenses, were very low. Average arrests among those rearrested was 2.1 in one year and 2.8 in two years.

The results of this study objectively point to the very high extent of repetitiousness displayed by the city's serious offenders. This study examined only two years of arrest history yet found, for example, that 35.5% of the robbery arrestees and 36.8% of the burglary arrestees had been previously arrested for a Class I felony offense. This extraordinary frequency of arrest is documentation of the serious problem of repeat offenders in Denver. The frequency also lends credence to the previously discussed estimates made by Denver Police Department officers concerning the degree of criminal activity generated by repeat offenders.

A system-wide response to the problems of the habitual offender is mandatory. Solving the problem will require a concerted and coordinated effort on all parts of the criminal justice system. Law enforcement must intensify their efforts in apprehending the serious habitual offenders and in so doing must strive to develop cases of exceptional quality. The District Attorney's office must provide technical legal assistance toward case development activity and intensify their efforts in prioritizing cases for prosecution and seeking case dispositions commensurate to the seriousness of the adjudicated incident. Corrections must recognize that all preceding efforts will be in vain unless effective treatment programs are developed and the serious habitual offender is not prematurely returned to an unsupervised setting which is nonresponsive.

Finally, the juvenile justice system is not insulated from the problems of serious repeat delinquency. Allowing the repeat juvenile offender to manipulate the juvenile justice system is not therapeutic. It is not in the best interests of the child and certainly not conducive to crime reduction in Denver. Continued juvenile diversion is consistent with remedial efforts in regard to this problem, but only if that diversion is non-manipulative and consistent with reasonable standards.

IMPACTING PROGRAM AREAS

- Program Area 2-1: Quality Case Development
- Program Area 2-2: Habitual Offender
- Program Area 3-2: Priority Prosecution of Quality Cases
- Program Area 5-1: Offender Diagnosis and Classification
- Program Area 7-3: Interagency Cooperation and Coordination
- Program Area 8-3: Diversion
- Program Area 8-4: Community Rehabilitation

RECIDIVISM AND THE UTILIZATION OF DIAGNOSTIC INFORMATION

A follow-up of 2,203 juveniles arrested for Impact offenses revealed a rearrest rate in Denver of over 50% in one year and almost two-thirds in two years. A study of adult recidivism indicated that over 50% of adults arrested for robbery and burglary in 1971 were rearrested in Denver over a two year follow-up period. These figures point to a critical problem of recidivism and career criminality and an apparent inability of the corrections component of the criminal justice system to "rehabilitate" their clients.*

The recidivism statistics offered here seem to support the newly rejuvenated correctional philosophy that advocates a punitive model as opposed to a rehabilitative one. Denver is not yet prepared to support a wholesale scrapping of the rehabilitation construct of corrections. Significant studies have not been applied in the correctional setting in a fashion conducive to testing impact. Diagnostic services are not following offenders to the institutions and programs commensurate to diagnostic workups are not available. The failure to effectively utilize diagnostic services represents a disservice to the offenders and, as reflected in recidivism rates, the citizens of Denver. Until diagnostic oriented service programs are made available to the incarcerated offender and proven to be ineffective, the rehabilitative model must be supported.

* For extensive detail reference DACC publications: Juvenile Recidivism, 1974 and Adult Recidivism, 1974.

Impacting Program Areas

Program Area 5-1: Offender Diagnsos and Classification

Program Area 5-2: Institutional Treatment

Program Area 5-3: Community-Based Corrections

Program Area 8-4: Community Rehabilitation

PERSONNEL RESOURCE ALLOCATION

The police department's patrol force is the most visible segment of Denver's criminal justice system and is, of course, the segment which reaches the most people in the most direct and personal way. For many citizens, the police department is the criminal justice system and consequently their perception of the efficiency and services provided by the Denver Police Department's Patrol Division is equally their image of Denver's criminal justice system. It would, therefore, follow that the more efficiently calls for service are handled and the more expeditiously emergency calls are responded to, the greater public confidence will be in the system. Such confidence would not be misdirected since it has been statistically validated that faster response times generate a higher proportion of apprehensions. As presently constructed, the patrol manpower distribution of the Denver Police Department is not designed in a manner which maximizes response efficiency.

An analysis of police calls for service in 1973 was conducted by random sampling of emergency, low-priority and administrative calls. Based on this analysis, it was determined that approximately 56,000 calls per month are handled by the police dispatch room. In an average hour, there are 77 calls of which 10 are emergency calls. About two-thirds of police responses are generated by citizen calls, one-fourth by patrolmen and the remaining 13% are administrative in nature (e.g., lunch, out-of-service, etc.). Almost half of the police activity was neither directly crime related nor administrative. Rather, a significant pro-

portion of police workload of an emergency nature was found to be accident or fire-related. The more frequent low-priority calls were found to be "see complainant", "out-of-service" and "I.D. check/vehicle registration" calls.

A typical call of an emergency nature required 1.4 minutes to process from receipt of call to dispatch. Low-priority calls, on the other hand, involved an average of 4.6 minutes. Response time (from dispatch to arrival) required an average of 3.9 minutes, 2.7 minutes faster than the average response time for a low-priority call. The quickest response time was for "crime in progress" calls averaging 3.0 minutes. These same calls also average the longest service time (arrival to back-in-service time span) at 44 minutes. Emergency calls, in general, other than burglary alarms required an average of 33 minutes to service. Alarms, because of the frequency of false alarms, averaged only 13 minutes. Low-priority calls required an average of 29 minutes to service.

Calls for service are not evenly distributed throughout the day. The third police shift and, in particular, from 9 p.m. until midnight is the time when the largest proportion of emergency calls are received. Low-priority Class I (citizen originated) calls show less fluctuation throughout the day but still are concentrated more heavily between 5 p.m. and 1 a.m. than the rest of the day. Low-priority Class II (police originated) responses were fairly evenly distributed throughout a typical day other than a peak during the 12 a.m. to 1 a.m. time

period. Class III (administrative) calls were bimodal with peaks occurring at 7 a.m. to 8 a.m. and 11 p.m. to 1 a.m. In general, the late afternoon and evening hours account for a disproportionate number of calls for service.

Assistance of additional precinct cars was frequently required. Between one-third and one-fourth of the emergency calls and about one-fifth of the low-priority responses involved the assistance of at least one precinct car. Special units such as an ambulance or fire engine were also needed in about half of the emergency activity but only 7% of the low-priority responses. Sixty-one (61%) percent of the emergency calls required some assistance from other precinct cars or special units or both. Multiple assists were most frequent for "crime-in-progress" responses. The only low-priority calls frequently requiring assistance were fights and disturbances.

The location of emergency calls received by the police varied considerably from district to district. Whereas 35% of all emergency calls were from District 2, only 18% and 19%, respectively, occurred in Districts 4 and 3. Low-priority calls, partially due to the high frequency of calls located in Precinct 104 (police station) were located most often in District 1 and less frequently in District 4. Assignments to precinct cars were more evenly distributed than call locations indicative of efforts to smooth the workload among precinct cars in each district. Only 40% of the emergency calls were assigned to the precinct car of that location. About the same proportion (38%) were assigned to a unit

adjacent to the precinct of location. Similar results were found with low-priority calls although a significant proportion of these calls (22%) were responded to by a special unit.

In terms of manpower distribution, a direct relationship was found between line officers assigned to a district and volume of service calls. Nonetheless, average monthly calls for service for a precinct varied from 1,118 in District 1 to 890 in District 4. In terms of police shifts, 45% of all emergency calls were received during the third shift. Only ambulance, fire and accident calls were less frequent on this shift. Manpower distribution correlates highly with emergency calls since 47% of the line officers work third shift.

However, additional cars are not made available but rather two patrolmen are assigned to each precinct car. This distribution does result in some efficiencies, however, since the average service time is five minutes less on the third shift although the response does not change. Additional units would be required to effect response time to emergency calls, not simply additional officers. With low-priority calls, however, the third shift has a two to three minute faster response time and a seven minute shorter service time than the second shift. Since low-priority calls are queued, the quicker response time by the third shift is most likely a function of better service times for both emergency and low-priority calls.

Other variables were also analyzed to determine possible effects upon patrol performance. For both emergency and low-priority calls, response

time was faster than the unit in the same precinct as call location was assigned. Adjacent precinct cars were found to have better response times than special units for emergency calls, but similar times for low-priority calls. Service times were generally longer for those responses by special units. Response times were also analyzed on the basis of volume of activity in the precinct but no relationship was found. However, service time was typically shorter for "high volume" precincts. Another variable that did have an effect on response time was size of the precincts. As size of the precinct increases, the average response time for emergency calls also increases.

For purposes of resource allocation, the effectiveness of two-man cars on service time (although no effect on response time for emergency calls), the low response times when the assigned unit in the same precincts as the call and the inverse relationship between response time and precinct size should be weighted in terms of defining precinct boundaries and criteria for unit assignment to emergency calls. The potential benefits, in terms of response time, of additional units during peak periods (Shift 3) should be analyzed in conjunction with two-man assignments. Using volume of calls as a criterion for precinct assignment does not appear to influence response time.

Utilizing estimates of types of calls and corresponding time factors and frequency of assists, it is possible to determine "non-assignment" time. During 1973, this time allocated to preventive patrol averaged 35%. However, the rate was not constant across precincts but varied

somewhat with a 30.3% of the typical District 1 unit's time unassigned compared to a high of 39.3% in District 2. For distributing manpower, a target preventive patrol factor should be determined and actual performance measured on an on-going basis against this target for planning future patrol resource allocation.

Impacting Program Areas

Program Area 7-4: Personnel Resource Allocation

Program Area 4-1: Court Management Assistance

Program Area 7-2: Equipment Needs

EVIDENCE COLLECTION AND ANALYSIS

From the sample of 380 Class I felony arrestees selected from mid year 1974 cases a total of 34 were dropped from the criminal justice system before filing because of insufficient evidence (see Tables 13,14,15). Nearly 50% of these cases dropped at the initial processing point were for burglary, an offense which, from an investigatory point of view, is benefited most from effective crime scene processing and evidence collection. The number of cases which are plea bargained, reduced to a lesser charge or dismissed in court hearings due to the weakness of physical evidence, is not available but is suspected to be significant.

Only 19 evidence technicians are assigned to serve the entire City and County of Denver 24 hours each day. This limited strength is further diluted relative to crime scene searches due to the necessity of maintaining technicians in the crime laboratory for evidence analysis. Thousands of index crimes must, therefore, be investigated without the assistance of the evidence technicians' services. The paucity of technical crime scene services represents a service gap which is seriously effecting investigative efficiency and case quality.

According to the results of the Denver Victimization Survey, burglaries were most frequently unreported because the victim felt that "nothing could be done". An intense effort to improve crime scene services may be instrumental in dispelling this apparently accurate citizen perception.

Table 13

Reasons Cases Not Filed

By Detective	No.	By District Attorney	No.	By Victim	No.
Insufficient Evidence	7	Insufficient Evidence	27	"Not Important Enough"	17
Case Unfounded	11	Case Unfounded	12	Felt Sorry for Suspect	17
Cleared by Involvement in Other Case	5	Suspect Prosecuted on Other Charge	3	Friend or Relative	17
Plead Guilty to Other Offense	1	Could Not Locate Victim	4	Restraint Will Suffice	3
Willing to Testify Against Other Suspect	1	Family Matter	1	Unwilling to Get Involved in Court Process	9
Victim Could Not Identify	4	Self Defense	3	Restitution Promised	8
Could Not Locate Victim	15	Unknown	11		
Unknown	5				
Total	49		61		71
Percent of Sample	12.9		16.1		18.7
Total Cases Not Filed = 181. Total Percent of Sample = 47.6					

Table 14

Reason Detectives Did Not File - By Primary Charge

Charge	Reason							Total
	Insuff. Evid.	Un-founded	Clrd.by. other Suspect	Plea Bargain	No Posit. I.D.	No Victim	Unknown	
Rape	1	3				1	1	6
Robbery		2			1	6		9
Agg. Assault	1	3	1	2	3	3	2	15
Burglary	4	2	4			1	2	13
Simple Assault	1	1				4		6
Total	7	11	5	2	4	15	5	49

Table 15

Reason District Attorney Refused to Prosecute - By Primary Charge

Charge	Reason							Total
	Insuff. Evid.	Un-founded	Pros. Other Charge	Unable Locate Victim	Self-Defense	Family Matter	Unknown	
Rape	3	4					1	8
Robbery	8	2		3			1	14
Agg. Assault	2	4	1		3	1	2	13
Burglary	11	2	1	1			3	18
Larceny	1							1
Auto Theft							1	1
Simple Assault	2		1				2	5
Prostitution							1	1
Total	27	12	3	4	3	1	11	61



CONTINUED

1 OF 3

Impacting Program Areas

Program Areas 2-1: Quality Case Development

Program Areas 7-1: Education and Training

Program Areas 7-2: Equipment Needs

LEARNING DISABILITIES - TESTING AND REMEDIATION

More than half of all persons arrested in Denver for serious crimes are juveniles. Research has established that juvenile offenders in Denver contribute substantially to the city's truancy rate. For example, data from Project Intercept show that prior to enrollment in Intercept, children had an average public school attendance record of 40.8%. Reasons for the truancy were many but a very significant motivation for truancy was determined to be the inability of the child to assimilate the programs and materials presented by the schools.

The relationship between delinquency and truancy points to the involvement of learning disabilities. In most cases, the presence of these learning disabilities was not established until long after the juvenile had made his entry into the criminal justice system. Information from Project Intercept and New Pride indicates that youths who enter the juvenile justice system are exhibiting learning disabilities at the rate of 80 to 90%. This information is further substantiated by the Department of Institutions Division of Youth Service. Four hundred forty-four students received in the Division's Receiving Center between July 1, 1972 and May 1, 1973 were tested to measure educational deficiencies. Over 90% of the 444 tested were identified as having learning disabilities, and later statistics in the same agency have verified a continuation of this average. A significant percentage of our current school population is suffering from a learning disability or educational handicap to some degree. Association for Children With Learning Disabilities (ACLD) figures project that an estimated 13 to 18% of

children currently enrolled in schools are learning disability children, with other estimates running as high as 25 to 30%. Referring back to a previous statement, DACC project figures estimate that 80 to 90% of their clientele are educationally handicapped.

In April of 1974, the Denver Juvenile Court Field Probation Services examined 690 current probationers with respect to school attendance, educational deficiencies and handicaps, etc. Their figures establish that more than two-thirds (69%) of these juveniles had never been tested or evaluated to determine educational handicaps.

Considering the strong correlation between learning disabilities and juvenile delinquency, the failure to provide, on a large scale basis, testing and diagnostic services to determine educational handicaps represents a serious service gap that the criminal justice system cannot afford to ignore.

The Colorado State Legislature, in the passage of the Handicapped Children's Educational Act (CRS 1973, ss 22-20-101-114), has spoken directly to the issue of learning disabilities. This legislation provides the guidelines and deadlines (July 1, 1975) for providing testing and special education programs for handicapped children. "Handicapped" includes children with significant limited intellectual capacity, significant identifiable emotional or behavioral disorders, or identifiable perceptual or communication disorders. Given the particular relevancy of this legislation to the needs of Denver's

juvenile justice and criminal justice systems, an unprecedented opportunity is presented for the criminal justice system and the public school system to work cooperatively and constructively to provide a much needed service to the children of Denver.

Impacting Program Areas

Program Area 8-2: Delinquency Prevention

Program Area 8-4: Community Rehabilitation

SERVICES TO STATUS OFFENDERS

According to officials of the Gilliam Detention Center (formerly Denver Juvenile Hall), status offenders housed at the center are detained for a longer period of time than delinquent youth. This is certainly an anomaly which deserves immediate attention and positive corrective action.

Status offenders, particularly children in need of supervision, require basic familial services. The lack of shelter homes and foster homes in Denver is depriving these children of the support they deserve and is subjecting them to lengthy periods of detention in an unproductive institutional setting. If we are to prevent CHINS youth from becoming delinquent youth, the provision of open shelter care services must be made readily available.

Impacting Program Area

Program Area 8-1: Shelter Care for Status Offenders

JUVENILE DIVERSION

The majority of juveniles processed through the Denver juvenile justice system are diverted prior to adjudication. In 1975, for example, only 26.9% (3,173/11,791) of the juvenile arrests were ultimately referred to the court. Most of the youth and, in particular, first-time offenders, were lectured, released to parents, and in many cases, diverted to a community-based agency by the police department's Delinquency Control Division. Less than half of those cases referred to Juvenile Court received hearings. Those cases not heard were disposed of through diversion or merely dropped from the system. In between these two processing steps (Delinquency Control Division and Juvenile Court), an increasing number of youth are being systematically diverted from the system by the District Attorney. Less than half of the youth who do receive court hearings reach the point of being declared delinquent and sentenced to probation or committed. Only one out of every twenty juvenile arrests reached the final adjudication stages in 1975.

One aspect of the juvenile diversion problem is simply the "quantity" problem. The system processing data outlined above coupled with high recidivism rates for youth with prior arrest histories questions the benefit of diversion on such a massive scale. Diversion to treatment programs has only limited effectiveness in terms of both recidivism reduction and rate of successful termination from the projects.* A

*Preliminary analysis conducted by the DACC has revealed, however, that diverted youth with one or more prior arrests carry a lower recidivism risk than diverted first-time juvenile offenders.

related aspect of the problem is the lack of diversion data available to agencies who are making diversion decisions. A youth diverted by the Delinquency Control Division on first or second time arrest may be later diverted by the District Attorney on a third arrest and diverted by the courts on a fourth arrest. A juvenile offender has a lengthy "rap" sheet before reaching the point of a court hearing. The need exists for consistent decisions and diversion standards among the agencies. The current system often lacks consistency and/or predictability in juvenile case processing. Accountability for criminal behavior among juveniles will continue to be hampered until cooperation between the agencies develops to the point of more uniform policy decisions relative to youth diversion.

Impacting Program Areas

Program Area 7-3: Inter-agency Cooperation and Coordination

Program Area 8-3: Diversion

MULTI-YEAR
OBJECTIVES

**MULTI-YEAR
OBJECTIVES**

OBJECTIVES REFLECTING MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

Following the analysis of crime and system specific data, a series of objectives were formulized and adopted as reasonable criteria by which Denver's progress toward abating problems outlined in the plan should be guaged. The objectives have been designed to facilitate a multi-year assessment of results and accomplishments realized through the plan. Additionally, the objectives constitute an indispensable ingredient of the process to be utilized in evaluating the plan and its program areas. All but 10 of the objectives designed for this comprehensive plan are quantitative and their achievement will be judged objectively.

The objectives have been integrated with specific program areas where DACC staff have determined that program area activity will contribute to objective accomplishment.

The objectives of this plan, together with impacting program areas, are as follows:

OBJECTIVES

Objectives	Impacting Program Areas
1. Decrease the expected rate of homicide (reported less unfounded based on a ten-year trend analysis) by 40% from an expected frequency of 142 to an actual frequency of 86 in 1978.	2-3
2. Decrease the expected rate of forcible rape (reported less unfounded based on a ten-year trend analysis) by 20% from an expected frequency of 484 in 1978.	1-1, 1-2, 1-3, 2-3
3. Decrease the expected rate of robbery (reported less unfounded based on a ten-year trend analysis) by 20% from an expected frequency of 3,400 to an actual frequency of 2,720 in 1978.	1-1, 1-2, 1-3, 2-2, 2-3
4. Decrease the expected rate of aggravated assault (reported less unfounded based on a ten-year trend analysis) by 20% from an expected frequency of 2,738 to an actual frequency of 2,191 in 1978.	2-3
5. Decrease the expected rate of burglary (reported less unfounded based on a ten-year trend analysis) by 20% from an expected frequency of 25,000 to an actual frequency of 20,000 in 1978.	1-1, 1-2, 1-3, 2-2, 2-3
6. Increase the proportion of the patrolman's average time allocated to preventive patrol (non-assignment) from a 1973 baseline rate of 35% to 50% by 1978.	2-3, 7-2, 7-4
7. Improve the average response time to a crime-in-progress call for service from the 1973 baseline rate of 3.0 to 2.5 minutes and for burglary alarm responses from an average of 3.8 to 3.0 minutes by 1978.	2-3, 7-2, 7-4

Objectives	Impacting Program Areas
8. Substantially increase the number of crime-in-progress calls received by the Denver Police Department.	1-3
9. Increase the clearance rate by arrest for Class I felony offenses from the 1974 baseline rate of 22% to 33% by 1978.	1-3, 2-2, 2-3, 6-2, 7-4
10. Control test the effectiveness of target hardening techniques.	1-1
11. Substantially increase the quantity of crime prevention oriented public service announcements aired by media serving the City and County of Denver.	1-2
<p>12. Decrease the rate of non-reported crime, based on follow-up victimization surveys, from the 1972 non-reporting baseline rates of 50% for personal incidents, 22% for auto thefts, 50% for residential burglaries, 66% for all larcenies and 25% for all commercial burglaries to:</p> <p>a. a 1978 rate of 25% for personal incidents, 11% for auto thefts, 25% for residential burglary, 33% for all larceny, and 12% for commercial burglary.</p> <p>b. a 1980 rate of 10% for personal incidents, 5% for auto thefts, 10% for residential burglary, 25% for all larceny and 10% for commercial burglary.</p>	6-1, 6-3
13. Decrease the rate of victim's refusal to prosecute from the 1975 baseline rate of 32.5% for all robbery, rape, burglary, aggravated assault, and grand larceny cases filed on by Denver Police Department Detectives to:	6-1, 6-3

Objectives	Impacting Program Areas
<p>13 (cont.)</p> <p>a. a 1978 rate of 25% of these cases. b. a 1980 rate of 10% of these cases.</p>	
<p>14. Increase the filing rate (Class I DA filing/Class I arrests) for Class I felonies from the 1974 baseline rate of 52% as follows:</p> <p>a. a 1978 filing rate of 67%. b. a 1980 filing rate of 75%.</p>	<p>2-1, 2-2, 3-2, 4-1, 6-1, 6-2, 6-3</p>
<p>15. Reduce the rate of post-filing dismissals (felony dismissals/felony filings in District Court) for felony cases from the 1974 baseline rate of 25% as follows:</p> <p>a. a 1978 dismissal rate of 18%. b. a 1980 dismissal rate of 15%.</p>	<p>2-1, 2-2, 3-2, 4-1, 6-2, 7-3</p>
<p>16. Increase the rate of primary charge convictions (convictions through plea and verdict for primary charge/total convictions) for felonies from the 1973-74 baseline rate of 38% for all felonies and 18% for Impact cases (homicide, rape, robbery, burglary, and aggravated assault) as follows:</p> <p>a. a 1978 felony conviction rate of 42%. a 1978 Impact conviction rate of 29%. b. a 1980 felony conviction rate of 45%. a 1980 Impact conviction rate of 33%.</p>	<p>2-1, 2-2, 3-2, 4-1</p>
<p>17. Increase the juvenile "conviction" rate (delinquency disposition/court referrals) from the 1974 baseline rate of 16% to:</p> <p>a. 1978 juvenile conviction rate of 25%. b. 1980 juvenile conviction rate of 33%.</p>	<p>8-3</p>

Objectives	Impacting Program Areas
18. Decrease the average time span for County Court processing of felony cases (from filing to District Court assignment) from the 1973 baseline rate of 45 days to 30 days in 1978.	3-1, 3-2, 4-1, 7-2, 7-3 7-4
19. Reduce the rate of adult recidivism among repeat offenders (two or more prior adult arrests) from baseline one-year rearrest rates for convicted felony offenders of 42% to: a. a 1978 one-year rearrest rate of 36%. b. a 1980 one-year rearrest rate of 33%.	5-1, 5-2, 5-3
20. Formalize Denver's system for adult diversion to include standards, diagnosis, brokerage, treatment and evaluation components by 1980.	3-1
21. Increase the percentage of felons for which narrative pre-trial release reports are completed for presentation at first advisement hearings from the 1975 baseline rate of 54% as follows: a. a 75% rate by 1978. b. a 100% rate by 1980.	3-1
22. Provide diagnostic-classification services for adjudicated (plea or trial) adult felons in Denver as follows: a. 60% of adult felons by 1978. b. 100% of adult felony by 1980.	5-1
23. Significantly increase correctional services provided through local, short-term custody, institutions.	5-2

Objectives	Impacting Program Areas
24. Ensure that by 1980, all adjudicated adult felons sentenced to State institutions (reformatory or prison) receive treatment consistent with diagnostic workups and classification.	5-2
25. Increase Denver's community-based correctional caseload (residential) for adult felons from a 1975 baseline caseload of 276 felons per year as follows: a. 350 felons per year by 1978. b. 500 felons per year by 1980.	5-3
26. Reduce the rate of juvenile recidivism among repeat offenders (two or more prior arrests) from baseline one-year rearrest rate of 75% to: a. a 1978 one-year rearrest rate of 58%. b. a 1980 one-year rearrest rate of 50%.	8-3, 8-4
27. Decrease the percentage of juveniles arrested for serious crimes (Part I crimes) from the 1974 baseline percentage rate of 47.8% as follows: a. a 45% rate by 1978. b. a 42% rate by 1980.	8-2
28. Decrease the rate of juvenile arrestees (age 10 to 18) for all crimes per 10,000 juveniles at risk from the 1974 baseline rate of 1,681 (12,287/7.3105) as follows: a. a 1978 rate per 10,000 of 1,450. b. a 1980 rate per 10,000 of 1,200.	8-2
29. Develop standards for juvenile diversion which are acceptable to all components of the criminal justice system in Denver.	8-3

Objectives	Impacting Program Areas
30. By 1978, provide all youth adjudicated for any criminal offense in Denver with testing and treatment for learning disabilities.	8-4
31. By 1978, provide effective diagnosis and classification services for all youth adjudicated for any criminal offense in Denver.	8-4
32. Decrease the supervisory caseload of state community services officers (parole) serving Denver from the 1974 baseline average of 45 clients per counselor as follows: <ul style="list-style-type: none"> a. a 1978 average caseload of 40 juveniles. b. a 1980 average caseload of 35 juveniles. 	8-4
33. Decrease the supervisory caseload of Denver Juvenile Field Probation Officers from the 1974 baseline average of 55 clients per officer as follows: <ul style="list-style-type: none"> a. a 1978 average caseload of 50 juveniles. b. a 1980 average caseload of 45 juveniles. 	8-4
34. By 1978, provide sufficient open facilities to house all status offenders who otherwise would have been institutionalized in a closed setting.	8-1
35. Identify the primary training needs within the Denver Police Department, Denver Sheriff Department, and the Denver County Court, based upon an analysis of on-the-job performance objectives.	7-1

Objectives	Impacting Program Areas
36. Provide 40 hours of in-service training to all Deputy Sheriffs assigned to the Denver County Jail and Denver City Jail.	7-1
37. Provide at least 50 weeks of special training for various personnel selected from within the Denver Police Department.	7-1
38. Develop linkage between police and court data bases in both juvenile and adult systems to provide overall and crime-specific system rates and case dispositions for all subjects processed by the Denver criminal justice system in 1978.	7-3
39. Maintain effective and efficient operations of LEAA funded sub-grants awarded to the City and County of Denver, fiscally and programmatically.	7-5
40. Provide an objective assessment of the achievements of each project funded through the Denver Anti-Crime Council.	7-5
41. Provide the Colorado Division of Criminal Justice a data and technical assistance resource relative to local sub-grants and local crime and system problems for inclusion in the State Comprehensive Criminal Justice Plan and to serve as a local government clearinghouse for the design, development, review and local approval of applications soliciting funds for the improvement of Denver's criminal justice system.	7-5
42. Provide the leadership for developing a strong commitment to planning within and among components of the local criminal justice system.	7-5

Objectives	Impacting Program Areas
43. Define and delineate the tasks necessary to refine the crime specific planning process for the total system (locally).	7-5

**FUNCTIONAL
CATEGORIES**

FUNCTIONAL CATEGORIES

Problem areas identified through crime and criminal justice system analysis will be addressed under eight functional categories designed to facilitate specific program areas and projects deemed necessary for rational problem resolution. Functional categories under which Denver shall organize its 1977 criminal justice program areas and projects include:

1. Crime Prevention - Community
2. Law Enforcement - Detection and Apprehension
3. Pre-Trial Process
4. Trial Process
5. Correctional Process - Adult
6. Victim-Witness Support
7. Criminal Justice System Efficiency and Productivity
8. Juvenile Justice

F.C. 1: Crime Prevention - Community

The crime prevention functional category has been developed to facilitate a grouping of proactively oriented criminal justice programs and projects. The category stresses prevention as the most important function of law enforcement and the most efficient manner of dealing with problems faced by the criminal justice system. Both community prevention programs and police department initiated prevention programs are contemplated under this functional category. The category is designed to deal with the crime setting and the hardening of that setting to the risks of crime. Therefore, offender rehabilitation programs and projects, although they are ultimately designed to effect crime prevention, will not be considered for support under this functional category.

Three program areas have been formulated for project activity within this functional category. These program areas include:

1. Target Hardening
2. Public Education
3. Community Action

F.C. 2: Law Enforcement - Detection and Apprehension

This functional category encourages the development of innovative program areas and projects designed to enhance the detection and apprehension functions of law enforcement. Efforts funded under functional category number one will substantially decrease the opportunities available to casually commit crime. Activities organized under this functional category will suppress the desire to commit crime by dramatically increasing the probability of apprehension and, through high case quality, the certainty of conviction. Although the functional category may be classified as reactive, it does encompass detection as well as apprehension. Thus, the category will entertain program areas which stress police patrol directed by crime analysis. An increase of "on view" patrol apprehensions is, therefore, contemplated through activity generated under this functional category. It is also anticipated that proactively oriented patrol operations supported under this category will add strength to the city's crime prevention aspirations.

Three program areas have been formulated for project activity within this functional category. These program areas include:

1. Quality Case Development
2. Habitual Offender
3. Special Operations

F.C. 3: Pre-Trial Process

Substantial success within the crime prevention functional category will ultimately reduce Denver's crime rate by 50%. This functional category, however, along with F.C. 2, is designed to deal with crimes not prevented. The accent here, as in F.C. 2, is on quality and in the promotion of activity which deals rationally with the large quantity of cases which must be prepared for trial. The functional category anticipates the employment of sound discretion in the utilization of plea bargaining, choice of trial alternatives, and the choice of cases to be vigorously prosecuted. The category is designed to promote activity which screens offenders for prosecution or diversion via criteria which is acceptable by all components of the criminal justice system. Assistance to ensure the highest quality of case preparation will be facilitated through this category. Case preparation assistance is contemplated for utilization in decisions to prioritize prosecution and in decisions to divert rather than prosecute.

Two program areas have been formulated for project activity within this functional category. These program areas include:

1. Adult Diversion
2. Priority Prosecution of Quality Cases

F.C. 4: Trial Process

The foregoing functional categories will assist the front end of Denver's criminal justice system in dealing with the problems of crime and bringing the offenders to trial. Quality arrests and cases well prepared for trial will be of little overall impact, however, if the courts are ill prepared to manage caseload. Although primary responsibility for maintaining an efficient system of adjudication lies with the State, Denver's criminal justice plan mandates coordination and effective linkage of the system's components. This functional category will support activity that may be necessary to facilitate this linkage between law enforcement in Denver and the Court's serving the Denver criminal justice community.

One program area, appropriate for locally initiated activity, has been formulated for project activity within this functional category. This program area is:

1. Court Management Assistance

F.C. 5: Correctional Process - Adult

This functional category has been developed to facilitate a grouping of program areas designed to support both institutional and community based rehabilitation and treatment activities for adult offenders. The continuing need for multi-purposed treatment programming is noteworthy especially at the local level of government. It is anticipated that other functional categories and program areas of this plan will generate projects which will increase the quantity and quality of apprehensions and convictions of serious crime offenders. Although corrections is the primary responsibility of the State, this functional category has been included to ensure that Denver can assist corrections in being suitably prepared to meet any additional caseload burdens generated through "front end" criminal justice programming.

Three program areas have been formulated for project activity within this functional category. These program areas include:

1. Offender Diagnosis and Classification
2. Institutional Treatment
3. Community Based Corrections

F.C. 6: Victim and Witness Support

In our intense planning efforts to develop strategies for crime reduction we often lose sight of those individuals most effected by crime, the victims. This functional category encompasses a problem area encountered within all components of Denver's criminal justice system and at all stages of criminal justice case processing. The category will ensure that the needs and problems that accompany victimization are not neglected.

The callous and impersonal fashion in which the criminal justice system has responded to victims and witnesses of crime in the past has not only been costly to victims and witnesses, but also has been extremely costly to the system. The functional category has been designed to promote programs that will aid victims through this trauma and decrease the extent of victim-witness non-cooperation with the system by making criminal justice processing less traumatic in and of itself.

Three program areas have been formulated for project activity within this functional category. These program areas include:

1. Incentive to Report and Prosecute
2. Victim-Witness Management System
3. Counseling and Aid to Crime Victims

F.C. 7: Criminal Justice System Efficiency and Productivity

This functional category has been developed to encourage all criminal justice agencies serving Denver to examine their internal policies and procedures and to pursue those remedial actions necessary to facilitate a more productive and efficient system. The category envisions system-wide improvements which will require introspections unrestrained by parochialism. Both intra-agency and inter-agency adjustments are contemplated under this category. The importance of activity within this functional category to the needs of Denver is very adequately summarized by Mr. Ivan Allen, Jr., Chairman of the Police Foundation's Board of Directors. In the foreword to the Police Foundation's publication, Readings on Productivity in Policing, Mr. Allen stated:

"Practitioners and scholars in public administration are well aware of the critical dilemma created by the combination of the rapid increase in the volume of crime, the increasing demand for public services, and the limitation of the tax dollar. The tension generated by these two forces is only exaggerated by the nation's current general economic conditions. In such a context, discussion of productivity improvement is not simply appropriate, it is imperative. Maximizing the effectiveness and efficiency with which public services are delivered must be one of the most important responses of public administrators to the urban crisis."

Five program areas have been formulated to support activity within this functional category. These program areas include:

1. Education and Training
2. Equipment Needs
3. Inter-Agency Cooperation and Coordination
4. Personnel Resource Allocation
5. Planning and Research

F.C. 8: Juvenile Justice

The complex and unique problems and needs linked to delinquency and the juvenile offenders' contact with the criminal justice system, warrant the independent development of juvenile justice program areas and projects within the constructs of the Denver Plan. This functional category will support all programs and projects in Denver designed to impact the needs of delinquent youth. The category is broad in scope and will encompass the needs of the status offender, will support delinquency prevention oriented programming and will lend assistance to community rehabilitation endeavors.

Four program areas have been formulated to support activity within this functional category. These program areas include:

1. Shelter Care for Status Offenders
2. Delinquency Prevention
3. Diversion
4. Community Rehabilitation

PROGRAM AREAS

F.C. 1: CRIME PREVENTION - COMMUNITY

Program Area 1-1: Target Hardening

DESCRIPTION

Crime prevention is a responsibility held jointly by the criminal justice system and the community served. It is extremely important that Denver's citizens actively participate in the city's crime prevention goals by taking very basic remedial measures to secure their property and person against criminal attack. The passive encouragement of criminal conduct by failing to take proper target hardening measures shifts the major responsibility for failure to prevent crime onto the victim. Unfortunately, the unprepared and incredulous potential victim stands with the majority in Denver.

In 26.5% of Denver's 1975 burglaries, in which a method of entry was determined, no force due to unlocked doors or windows was the means. Seventy-one (71%) percent of Denver's burglarized structures are entered after normal locking devices on doors and windows were defeated. Although failure to lock normal locking devices is, in effect, an invitation to burglary, the employment of normal locking devices does not appear to constitute an effective preventive measure either. The public must be motivated to install and use more effective preventive hardware.

Other burglary data analysis revealed that victims who did have their premises secured prior to the offense did suffer property loss but the property loss was reduced. Also, burglary victims who took time to record serial numbers or inscribe identifiers on personal property, have over two times a greater chance of regaining their stolen property

than those who fail to take these actions. Thus, preliminary data analysis in Denver reveal that target hardening does pay off in crime prevention.

Additional controlled experiments with selective kinds of target hardening techniques are, however, still necessary to measure the strength and effectiveness of target hardening. This program area has been designed to facilitate these tests, to evaluate the results and publicize effective techniques to the citizens of Denver. Additionally, the program area will allow the criminal justice system to take target hardening measures unaffordable by the individual (e.g., streetlighting for robbery reduction) and to make affordable target hardening measures more convenient to the public.

OBJECTIVES

1. Decrease the expected rate of burglary (reported less unfounded based on a ten-year trend analysis) by 20% from an expected frequency of 25,000 to an actual frequency of 20,000 in 1978.
2. Decrease the expected rate of robbery (reported less unfounded based on a ten-year trend analysis) by 20% from an expected frequency of 3,400 to an actual frequency of 2,720 in 1978.
3. Decrease the expected rate of forcible rape (reported less unfounded based on a ten-year trend analysis) by 20% from an expected frequency of 484 in 1978.

4. Control test the effectiveness of target hardening techniques.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. A project to develop a building security code.
2. Projects to support more effective streetlighting in Denver.
3. Projects supporting controlled experimentation with more sophisticated target hardening techniques.

It is anticipated that this program area will require at least three years of project support to test a variety of target hardening techniques and make evaluation results available to the citizens of Denver. Positive results obtained through the testing supported by this program area will be disseminated for public persuasion under project activity supported by Program Area 1-2 (public education).

SUB-GRANT DATA

Block grant support for 1977 has been requested in the amount of \$100,000. It is anticipated that this sum would be utilized to finance at least two new projects which would test target hardening methodology in Denver. No continuation project will be funded with this block support. Additional block grant support at reduced levels will be requested in fiscal years 1978 and 1979. We do not anticipate seeking discretionary funds during fiscal year 1977 but may request substantial discretionary support in 1978 and 1979.

Program Area 1-2: Public Education

DESCRIPTION

This program area supports a proactive approach to crime control through crime prevention education of the city residents, particularly those citizens living in high crime neighborhoods. Prevention techniques directed toward the security of the home and commercial establishment and employment of basic precautions enhancing personal security are essential to the reduction of property and personal crime. These techniques and precautions must be effectively communicated to the police.

In 26.5% of the burglaries committed in Denver during 1975 in which a method of entry was determined, no force due to unlocked doors or windows was required for the gaining of entry. Seventy-one (71) percent of Denver's burglarized structures are entered after normal locking devices on doors and windows were defeated. Apathy and carelessness must not only be overcome through public education, but it appears that the public must also be motivated to install and use more effective preventive hardware.

Crime analysis reveals that crime location, time of occurrence and means of attack are relatively consistent from year to year. These established patterns are conducive to the successful application of defensive techniques and preventive measures. Publicity of high crime areas and high incidence times, for example, would offer opportunities for potential victims to take measures protecting themselves from physical attack.

Research and crime analysis data have also provided information of particular utility to the education of potentially high risk rape victims and robbery victims. This program area seeks to support appropriate avenues through which this vital crime prevention information can be effectively communicated to potential victims in Denver.

OBJECTIVES

1. Substantially increase the quantity of crime prevention oriented public service announcements aired by media serving the City and County of Denver. (Baseline to be developed).
2. Decrease the expected rate of burglary (reported less unfounded based on a ten-year trend analysis) by 20% from an expected frequency of 25,000 to an actual frequency of 20,000 in 1978.
3. Decrease the expected rate of robbery (reported less unfounded based on a ten-year trend analysis) by 20% from an expected frequency of 3,400 to an actual frequency of 2,720 in 1978.
4. Decrease the expected rate of forcible rape (reported less unfounded based on a ten-year trend analysis) by 20% from an expected frequency of 484 in 1978.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. A project supporting the Crime Prevention Bureau within the Denver Police Department and facilitating that bureau's provision of technical assistance in crime prevention and target hardening measures.
2. A project to support the conducting of security surveys by police officers.
3. A project to support the operation of a crime prevention mobile van to include displays, crime prevention literature and personal technical assistance.
4. A project providing the Denver Police Department with the technical capability to produce crime prevention oriented public service announcements.
5. Projects to support public education through crime prevention media campaigns.

It is anticipated that this program area will require at least three years of project activity before all public education services can be incorporated as routine operating components of Denver's criminal justice agencies.

SUB-GRANT DATA

Block grant support for 1977 has been requested in the amount of \$50,000. It is anticipated that this sum would be sufficient to fund one new project within the Denver Police Department. A rather substantially funded discretionary project oriented toward public education is presently fulfilling many of the needs to be addressed under this program area.

However, as the future of this project is unclear, at best, the block support requested for 1977 becomes particularly important. Further block support during fiscal years 1978 and 1979 may also be requested and necessary to fill any service gaps created by any loss of discretionary grant services now received. Depending upon the future of the present discretionary award for public education, new requests for discretionary support in 1977 and 1978 may be made.

Program Area 1-3: Community Action

DESCRIPTION

This program area will support activity directed toward increasing public involvement in crime prevention. A police force of 1,391 sworn personnel is not omnipresent and cannot be the eyes for Denver's 530,000 citizens. To prevent crime, the citizens must be observant, take an interest in the safety of their community and cooperate with law enforcement officials. During 1975, first level doors and windows were utilized as entry points in 88.8% of Denver's burglaries. Of these entries, 29.7% were front doors or windows. Clearly, observant and concerned neighbors can be instrumental in the prevention of burglaries. The observation and reporting of other suspicious activity can also have a crime deterring impact and result in the interruption of many offenses in progress. Projects which will motivate citizens to take a greater interest in community crime prevention and assist in the organization of communities for crime prevention purposes are encouraged under this program area.

OBJECTIVES

1. Substantially increase the number of crime-in-progress calls received by the Denver Police Department. (Baseline to be developed).
2. Increase the clearance rate by arrest for Class I felony offenses from the 1974 baseline rate of 22% to 33% in 1978.
3. Decrease the expected rate of burglary (reported less unfounded based on a ten-year trend analysis) by 20% from an expected frequency of 25,000 to an actual frequency of 20,000 in 1978.

4. Decrease the expected rate of robbery (reported less unfounded based on a ten-year trend analysis) by 20% from an expected frequency of 3,400 to an actual frequency of 2,720 in 1978.

5. Decrease the expected rate of forcible rape (reported less unfounded based on a ten-year trend analysis) by 20% from an expected frequency of 484 in 1978.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. Projects to support community watch systems.
2. Projects supportive of citizens' security patrols in cooperation with the Denver Police Department.
3. Projects which support the organization of neighborhoods for crime prevention purposes.
4. A project to initiate a "beat representative program" in Denver.

It is anticipated that this program area will require at least three years of project activity. The program area will complement activities supported under Program Area 1-1 (target hardening) and Program Area 1-2 (public education).

SUB-GRANT DATA

Block grant support for 1977 project activity is not requested. We also

do not anticipate a need for block support during fiscal years 1978 and 1979. Discretionary funds for this program area will be sought during 1977 and 1978. The amount of discretionary fund support requested will, to a large degree, be dependent upon the future of a community action discretionary project presently operating in Denver.

F.C. 2: LAW ENFORCEMENT - DETECTION AND APPREHENSION

Program Area 2-1: Quality Case Development

DESCRIPTION

During 1975, 2,445 adult felony arrests were made in Denver for serious Part 1 offenses (homicide, manslaughter, rape, robbery, burglary, and aggravated assault). These same offense types accounted for only 1,263 filings in the Denver District Court during 1975. This figure represents only 62%* of the total arrests made for these serious offenses. More telling on quality and system performance is the fact that only 810 convictions resulted from these filings and that less than half of these convictions (322) were for the same offense as the filing charge. It appears that the quality of Denver's criminal case development and arrest activity could be improved.

Data available for all adult arrests during 1974 reveal that only 7,239 (22%) adult arrestees from 32,704 adult arrests made, were convicted of an offense. This program area is designed to lend support to the process of criminal case development and improve the overall strength and quality of arrests made in Denver.

OBJECTIVES

1. Increase the filing rate (Class I District Attorney filing/Class I arrests) for Class I felonies from the 1974 baseline rate of 52% as follows:

a. a 1978 filing rate of 67%.

b. a 1980 filing rate of 75%.

* Percentage adjusted for proportion of cases involving co-defendants (Factor = 1.2).

2. Reduce the rate of post-filing dismissals (felony dismissals/felony filings in District Court) for felony cases from the 1974 baseline rate of 25% as follows:

- a. a 1978 dismissal rate of 18%.
- b. a 1980 dismissal rate of 15%.

3. Increase the rate of primary charge convictions (conviction through plea and verdict for primary charge/total convictions) for felonies from the 1973-74 baseline rate of 38% for all felonies and 18% for Impact cases (homicide, rape, robbery, burglary, and aggravated assault) as follows:

- a. a 1978 felony conviction rate of 42%.
- b. a 1978 Impact conviction rate of 29%.
- c. a 1980 felony conviction rate of 45%.
- d. a 1980 Impact conviction rate of 33%.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. Projects designed to improve evidence collection techniques and procedures and crime scene processing.
2. Projects which will provide increased legal assistance to Denver Police Department investigators and patrol officers.
3. Projects designed to improve the quality of preliminary investigations and the reporting of information gleaned from these preliminary investigations.

4. Projects that support the development of an investigation-apprehension control and management system.

It is anticipated that this program area will require at least three years of project support. The program area has been designed to complement the activity anticipated under Program Area 2-2 (habitual offender) and Program Area 3-2 (priority prosecution).

SUB-GRANT DATA

Block grant support for 1977 has been requested in the amount of \$25,000. This sum would be available to support a demonstration project within the Denver Police Department. Depending upon evaluation results of the demonstration project, an increased block grant request could be made for fiscal year 1978. Block support for 1979 would also be requested if positive evaluation results were obtained. Discretionary funds may also be sought during 1977.

Program Area 2-2: Habitual Offender

DESCRIPTION

To scientifically state an accurate proportion of crime for which repeat offenders are responsible would obviously be an impossible task. Estimates based upon years of professional law enforcement experience have, however, been made. Officials of the Denver Police Department have offered what they believe is only a conservative estimate of the extent of repeat offender activity in this city. They feel that there are perhaps 200 individuals in Denver who frequently and repeatedly commit serious offenses and whose lives are, in fact, dedicated to crime. Each of these individuals is believed to commit at least 50 serious crimes each year. If these estimates are accurate, at least 10,000 serious offenses (murder, rape, robbery, aggravated assault, burglary, and grand larceny) are committed each year by Denver's repeat offenders. This figure represents 25% of the City and County of Denver's reported serious crime rate.

This program area will support intensified efforts directed toward the development of strong criminal cases against habitual offenders which will ultimately lead to their apprehension and conviction.

Projects proposed under this program area will be carefully screened to ensure that methodology includes special assurances that the selection of targeted habitual offenders is based on objective and accurate intelligence data. Criteria to judge active criminal conduct will be reasonable suspicion. It is expected that targeted offenders in projects under this program area will be limited to adults with criminal histories of at least four felony arrests and two felony convictions.

OBJECTIVES

1. Increase the filing rate (Class I District Attorney filing/Class I arrests) for Class I felonies from the 1974 baseline rate of 52% as follows:
 - a. a 1978 filing rate of 67%.
 - b. a 1980 filing rate of 75%.

2. Reduce the rate of post-filing dismissals (felony dismissals/felony filings in District Court) for felony cases from the 1974 baseline rate of 25% as follows:
 - a. a 1978 dismissal rate of 18%.
 - b. a 1980 dismissal rate of 15%.

3. Increase the rate of primary charge convictions (conviction through plea and verdict for primary charge/total convictions) for felonies from the 1973-74 baseline rate of 38% for all felonies and 18% for Impact cases (homicide, rape, robbery burglary, and aggravated assault) as follows:
 - a. a 1978 felony conviction rate of 42%.
 - b. a 1978 Impact conviction rate of 29%.
 - c. A 1980 felony conviction rate of 45%.
 - d. A 1980 Impact conviction rate of 33%.

4. Increase the clearance rate by arrest for Class I felony offenses from the 1974 baseline rate of 22% to 33% by 1978.

5. Decrease the expected rate of burglary (reported less unfounded based on a ten-year trend analysis) by 20% from an expected frequency of 25,000 to an actual frequency of 20,000 in 1978.

6. Decrease the expected rate of robbery (reported less unfounded based on ten-year trend analysis) by 20% from an expected frequency of 3,400 to an actual frequency of 2,720 in 1978.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. Offender specific projects which target verified habitual offenders for directed case development activity.
2. Projects which link specific habitual offender activity with quality case development activity (P.C. 2-1) and priority prosecution (P.C. 3-2).

It is anticipated that this program area will require at least five years of project support.

SUB-GRANT DATA

Block grant support for 1977 activity within this program area is not requested. Minimal support from block funds, however, may be requested during fiscal years 1978 and 1979. Attempts will be made during 1977 to initiate a small offender specific demonstration project within the Denver Police Department without 1977 block support under this program area but in conjunction with block support received under Program Area 2-1 (quality case development). Discretionary support is not anticipated for 1977.

Program Area 2-3: Special Operations

DESCRIPTION

The Denver Anti-Crime Council has amassed a formidable data base upon which accurate, in-depth crime analysis has been performed and continues to be conducted on an on-going basis. The methods and techniques of collecting, formating, processing and analyzing the crime data are firmly established and constitute a system which is highly conducive to timely crime specific programming. The DACC data base analyses are presented in detail in Section II of the plan. These analyses not only provide direction and support to all program areas included in the plan, but also provide specific direction for projects patterned around the concept of directed patrol and other enforcement oriented crime specific projects.

The most severe burglary problem in Denver is localized in a relatively small grouping of contiguous neighborhoods running from the west central portion of the city, northeastward to and including portions of northeast Denver. This area is victimized at a rate in excess of 5,500 offenses per 100,000 population. Twenty-five (25) percent of the city's burglaries occurred there, yet only 13.5% of the city's population reside in the area. This concentration is conducive to tactical police operations.

Similarly, robbery and rape incidents are found to concentrate in ten contiguous census tracts in and around the center city area surrounding the central business district. Temporal patterns for these crimes are also very well defined and conducive to directed, tactical operations.

Even aggravated assault, a crime of passion and traditionally considered unsuppressable through patrol operations, has characteristics that are conducive to directed patrol prevention. Over 50% of these offenses occur outdoors and the occurrences are concentrated in small, well defined areas of the city during well defined high frequency days and hours. This program area will support projects designed to impact identified crime patterns as revealed through timely crime analysis.

During 1975, Class I offenses (homicide, aggravated assault, rape, robbery, burglary, larceny and auto theft) in Denver increased 4% from 39,156 events in 1974 to 40,744. Although the total increase in Part 1 crime was held to a level which was well below the projected trend line, the increase was, nevertheless, severe and represents an unacceptable level of crime for this city. Particularly distressing were the 6.2% (17,887 events in 1974 to 18,248 events in 1975) increase registered for burglary and the 11.3% (2,307 events in 1974 to 2,568 events in 1975) increase in Denver's robbery rate. Compounding this problem was a substantial decrease (9.7%) in the number of Part 1 offenses cleared by arrest during 1975. It appears that a strong reversal in Denver's crime rate is taking hold during 1976. The significance of any change in trend during 1976 will be tested at years end. This program area will support enforcement efforts directed toward specific crime prevention activities and also will support projects designed to augment investigation-apprehension activity. The strength of any crime trend reversal commenced during 1976, as well as its durability, will be enhanced by and to some degree will be dependent upon new and innovative enforcement projects supported through this program area.

OBJECTIVES

1. Increase the clearance rate by arrest for Class I felony offenses from the 1974 baseline rate of 22% to 33% by 1978.
2. Improve the average response time to a crime-in-progress call for service from the 1973 baseline rate of 3.0 to 2.5 minutes and for burglary alarm responses from an average of 3.8 to 3.0 minutes by 1978.
3. Increase the proportion of the patrolman's average time allocated to preventive patrol (non-assignment) from a 1973 baseline rate of 35% to 50% by 1978.
4. Decrease the expected rate of burglary (reported less unfounded based on a ten-year trend analysis) by 20% from an expected frequency of 25,000 to an actual frequency of 20,000 in 1978.
5. Decrease the expected rate of robbery (reported less unfounded based on a ten-year trend analysis) by 20% from an expected frequency of 3,400 to an actual frequency of 2,720 in 1978.
6. Decrease the expected rate of forcible rape (reported less unfounded based on a ten-year trend analysis) by 20% from an expected frequency of 484 in 1978.
7. Decrease the expected rate of aggravated assault (reported less unfounded based on a ten-year trend analysis) by 20% from an expected frequency of 2,738 to an actual frequency of 2,191 in 1978.

8. Decrease the expected rate of homicide (reported less unfounded based on a ten-year trend analysis) by 40% from an expected frequency of 142 to an actual frequency of 86 in 1978.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. A directed patrol project targeted to rape suppression.
2. A burglary specific directed patrol project.
3. A robbery specific directed patrol project.
4. A project directed toward auto theft security patrol.
5. A project supporting crisis intervention directed toward aggravated assault and homicide reduction.
6. A project directed toward patrolling aggravated assault prone locations.
7. A project directed toward the suppression of fencing activity in Denver.
8. A project demonstrating forms of team policing models or other innovative patrol models for Denver.
9. Projects directed toward special crime problems such as consumer fraud, narcotics or organized crime.

It is anticipated that this program area will require at least five years of project support to test a variety of patrol and investigation models and institutionalize those models most conducive to effective crime control in Denver.

SUB-GRANT DATA

Block grant support for 1977 has been requested in the amount of \$50,000. It is anticipated that this sum would be utilized for the continuation of a directed investigation project currently funded within the Denver Police Department. Discretionary funds will be requested for expanded testing of directed patrol and investigation models during fiscal years 1978 and 1979. Since block grant support may be requested during 1978, we do not anticipate additional block funds during fiscal year 1979.

F.C. 3: PRE-TRIAL PROCESS

Program Area 3-1: Adult Diversion

DESCRIPTION

Diversion, for purposes of this program area, will include activity directed toward a complete early exit from criminal justice processing and will also include activity which facilitates temporary early exit from criminal justice custody as is the case in pre-trial release projects.

The extent of penetration into the Denver criminal justice system by adults arrested for any offense ends for 79% of all cases with police custody. The successful operation of a formalized and aggressive adult diversion program is not, however, responsible for this rather extreme percentage of adult system fallout. The fallout occurs primarily because the police are not satisfied with the strength of their case (66% of all 1974 arrests) or because a victim refuses to cooperate (9% of all 1974 arrests) or because the District Attorney believes the case is weak (3% of all 1974 arrests). A small portion of these early fallout cases (1% of all 1974 arrests) results from police referring arrestees to other agencies. Most of these agencies are, however, other law enforcement agencies and not diversion treatment centers.

Of the 12,820 cases (felony and misdemeanor, including ordered-in cases) accepted by the District Attorney during 1974, 110 felony cases were diverted (110 out of 2,693 filings) and 1,458 misdemeanor cases were diverted or dismissed (1,458 out of 9,705 filings). In 1975, out of 1,481 filings for Part 1 offenses, 64 cases (4.3%) were diverted. Whether the

quantity of adult offenders diverted in Denver is deficient or excessive is not known and a judgment as to an acceptable level of adult diversion is not offered. What is known and that which is not acceptable relative to diversion, is the lack of formality in diversion decision making in Denver and the absence of criteria and standards for diversion at the various possible diversion exit points in the system. What is needed in adult diversion and what this program area will support is the formalization of the diversion process to include: criteria and standards for diversion; diagnosis and classification services for diversion decision makers; brokerage to match divertees with available treatment services; treatment facilities for diverted adult offenders.

Much more formalized in Denver is the system established for pre-trial release. However, the expansion and refinement of Denver's pre-trial release process is still necessary. Pre-trial release investigations and narrative reports are presently completed on 54% of the offenders appearing at first advisement. Based on the prior success of pre-trial release in Denver, it is appropriate that efforts to increase this percentage be made through the expansion of pre-advisement investigative services.

OBJECTIVES

1. Formalize Denver's system for adult diversion to include standards, diagnosis, brokerage, treatment and evaluation components by 1980.
2. Increase the percentage of felons for which narrative pre-trial

release reports are completed for presentation at first advisement hearings from the 1975 baseline rate of 54% as follows:

- a. a 75% rate by 1978.
- b. a 100% rate by 1980.

3. Decrease the average time span for County Court processing of felony cases (from filing to District Court assignment) from the 1973 baseline rate of 45 days to 30 days in 1978.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. Projects designed to formalize the process of adult diversion in Denver. Formalization to include criteria and standards for diversion, diagnosis capability with linkage to standards and criteria, brokerage and treatment.
2. Projects designed to evaluate the state of the art of adult diversion as it presently exists in Denver. Evaluation to include an assessment of needs, problems, present diversion rates, and success.
3. Projects which will refine and expand pre-trial release services in Denver.

It is anticipated that this program area will require at least four years of project support before adult diversion can be fully tested and

formalized and before pre-trial release services can operate at maximum efficiency.

SUB-GRANT DATA

Block grant support for 1977 project activity within this program area is not requested. Although the continuation of pre-trial release efforts presently supported with block grant funds is anticipated during fiscal year 1977, sufficient block funds for this purpose remain from the 1976 allocation. Block grant support will be requested for this program area in fiscal year 1978. Some discretionary support for research or a demonstration project in the area of adult diversion may be requested during 1977 with increasing requests expected for fiscal years 1978 and 1979.

Program Area 3-2: Priority Prosecution of Quality Cases

DESCRIPTION

During 1975, 1,263 filings for homicide, manslaughter, rape, robbery, aggravated assault and burglary were made in Denver District Court. Of these filings for serious offenses, 810 cases or 64.1% resulted in convictions. Only 322 of the cases (25.5%) which resulted in convictions, however, were for the same offense as the filing. The other 488 convictions (38.6% of total filings) were disposed of through plea bargaining to a lesser felony or misdemeanor. In addition to the plea bargaining, 12.7% of the cases filed were dismissed and an additional 2.7% of the cases were deferred. Just as the quality of arrests and law enforcement case development work can be improved, so can the quality of case preparation and presentation by the District Attorney. This program area will support activity designed to enhance case preparation by the District Attorney.

The program area is not designed to obviate plea bargaining and negotiation, but merely to encourage the development of controls and standards for these practices. The program area anticipates improved quality of criminal cases and seeks to enhance a prioritized non-negotiated prosecution of quality cases prepared against serious crime offenders.

To facilitate improved case preparation and priority prosecution, this program area requires strong coordination of efforts between law enforcement investigators and prosecutors. This coordination is particularly necessary relative to case screening and screening's impact

upon time allowance for quality preparation. Data gathered in a DACC sample of Class I felony arrestees revealed that over half of the District Attorney's refusals to prosecute involved cases which were deemed unfounded or in which sufficient evidence to prosecute was lacking. Such findings existed in spite of prior screening by police investigators for the same essential elements for filing. Work to improve a system of mutual case screening by the two agencies should cut down such duplication and inconsistent efforts. Time saved by alleviating such duplication could be devoted toward enhancing the strength and quality of other cases to be prosecuted on a priority basis.

OBJECTIVES

1. Increase the filing rate (Class I District Attorney filing/Class I arrests) for Class I felonies from the 1974 baseline rate of 52% as follows:
 - a. a 1978 filing rate of 67%.
 - b. a 1980 filing rate of 75%.

2. Reduce the rate of post-filing dismissals (felony dismissals/felony filings in District Court) for felony cases from the 1974 baseline rate of 25% as follows:
 - a. a 1978 dismissal rate of 18%.
 - b. a 1980 dismissal rate of 15%.

3. Increase the rate of primary charge convictions (conviction through plea and verdict for primary charge/total convictions) for felonies from the 1973-74 baseline rate of 38% for all felonies and 18% for Impact cases (homicide, rape, robbery, burglary, and aggravated assault) as follows:

- a. a 1978 felony conviction rate of 42%.
- b. a 1978 Impact conviction rate of 29%.
- c. a 1980 felony conviction rate of 45%.
- d. a 1980 Impact conviction rate of 33%.

4. Decrease the average time span for County Court processing of felony cases (from filing to District Court assignment) from the 1973 baseline rate of 45 days to 30 days in 1978.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. Projects designed to improve pre-filing and post-disposition communication between the District Attorney's office, Denver Police Department, and Denver County Court, to include case screening coordination.
2. The development of standards for prosecution and plea bargaining.
3. Projects to support improved case development and preparation.

4. Projects which will facilitate the identification of the prosecuting attorney prior to case filing.
5. Projects designed to prioritize prosecution based upon case quality, seriousness of offense, and offense history of offender.

It is anticipated that this program area will require at least three years of project support. The program area has been designed to complement activity anticipated under Program Area 2-1 (quality case development) and Program Area 2-2 (habitual offender).

SUB-GRANT DATA

Block grant support for 1977 has been requested in the amount of \$75,000. This sum would be available to support demonstration projects in either the District Attorney's office or the Denver Police Department (or both) which will facilitate coordinated activities relative to priority prosecution. Substantial discretionary support is presently devoted to this program area and we anticipate continued discretionary support in fiscal year 1978. Block support will be requested at reduced levels in fiscal years 1978 and 1979.

F.C. 4 - TRIAL PROCESS

Program Area 4-1: Court Management Assistance

DESCRIPTION

This program area has been designed to enhance the criminal case flow through Denver County and Denver District Courts. Specific areas of case management assistance would include the expansion and improvement of an information sharing system to provide each concerned agency simultaneous information relative to the status of a particular case. Further, procedural modifications can be developed to conduct screening of cases prior to court filing for more efficient calendaring of court dockets. In addition to screening cases for substance necessary for filing, projects for improved procedural development should address the potential for pre-calendar negotiation between prosecution and defense counsel. Data show that over 90% of felony and misdemeanor filings are disposed of through dismissals, deferred prosecution or guilty pleas without reaching trial. The present situation under which a plea or deferral is negotiated in court unnecessarily clogs the dockets with cases which obviously will never reach trial. This present system places the courts, especially the County Court, in a primary position of a bargaining forum and makes efficient calendaring of cases impossible.

This program area on court management is also concerned with the jury system and witness management. An examination of the present system of juror selection for County and District Courts should be undertaken. The examination should include whether or not witnesses and jurors are properly notified as to the day and time they are expected to appear in court. It must also be determined whether jurors and witnesses are

adequately compensated and generally in what ways witness and juror inconvenience and sacrifice can be minimized.

OBJECTIVES

1. Increase the filing rate (Class I District Attorney filing/Class I arrests) for Class I felonies from the 1974 baseline rate of 52% as follows:

- a. a 1978 filing rate of 67%.
- b. a 1980 filing rate of 75%.

2. Reduce the rate of post-filing dismissals (felony dismissals/felony filings in District Court) for felony cases from the 1974 baseline rate of 25% as follows:

- a. a 1978 dismissal rate of 18%.
- b. a 1980 dismissal rate of 15%.

3. Increase the rate of primary charge convictions (conviction through plea and verdict for primary charge/total convictions) for felonies from the 1973-74 baseline rate of 38% for all felonies and 18% for Impact cases (homicide, rape, robbery, burglary and aggravated assault) as follows:

- a. a 1978 felony conviction rate of 42%.
- a 1978 Impact conviction rate of 29%.
- b. a 1980 felony conviction rate of 45%.
- a 1980 Impact conviction rate of 33%.

4. Decrease the average time span for County Court processing of felony cases (from filing to District Court assignment) from the 1973 baseline rate of 45 days to 30 days in 1978.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. Projects to develop procedure manuals designed through a joint effort of criminal justice agencies.
2. Projects designed to support pre-case filing negotiations.
3. Projects directed toward enhancing the efficiency of the jury system and of witness management.
4. Projects which provide management oriented technical assistance through consultant services.
5. Projects which assist information system linkage between the courts and other components of the criminal justice system.

This program area shall remain an important element of Denver's comprehensive plan to improve criminal justice for at least a period of five years.

SUB-GRANT DATA

Block grant support for fiscal year 1977 is not requested for this program area. It is also not anticipated that discretionary funds for this program area will be sought by Denver. Denver Anti-Crime Council staff continue to provide technical assistance to the court system in Denver and facilitate the coordination necessary to produce linkage between system components. This linkage will ultimately ensure viable court management. Minimal block grant funds may be requested within this program area in fiscal years 1978 and 1979.

F.C. 5 - CORRECTIONAL PROCESS - ADULT

Program Area 5-1: Offender Diagnosis and Classification

DESCRIPTION

A study of adult recidivism indicated that over 50% of adults arrested for robbery and burglary in 1971 were rearrested in Denver over a two-year follow-up period. These figures point to a critical problem of recidivism and career criminality and an apparent inability of the corrections component of the criminal justice system to "rehabilitate" their clients.

The recidivism statistics offered here seem to support the newly rejuvenated correctional philosophy that advocates a punitive model as opposed to a rehabilitative one. Denver is not yet prepared to support a wholesale scrapping of the rehabilitation construct of corrections. Significant studies made in offender diagnosis and evaluation over the past years have not been applied in the correctional setting in a fashion conducive to testing impact. Diagnostic services are not following offenders to the institutions or community corrections settings and programs commensurate to diagnostic workups are not available. The failure to effectively utilize diagnostic services represents a disservice to the offenders and, as reflected in recidivism rates, the citizens of Denver. Until diagnostic oriented service programs are made available to the incarcerated and community based offender and proven to be ineffective, the rehabilitative model must be supported.

A continuing need for the Denver criminal justice system, particularly in court and correctional phases, is the ability to identify offenders in need of special supervision or treatment. This has particular

relevance in terms of sentencing decisions and correctional program design for the individual offender. The need is two fold in that the judicial sentencing decision will be provided technical information on the emotional and physical characteristic of the offender (diagnostic) which contribute to their risk potential as criminals and their individual needs in the rehabilitation process. The second function performed or need to be fulfilled is the development of classification and correctional treatment strategies based on a thorough assessment of the offender's psychological, physical and social makeup.

This program area will support project activity that provides these diagnostic and classification services and includes a linkage system which ensures the transfer of results to correctional decision makers.

OBJECTIVES

1. Provide diagnostic-classification services for adjudicated (plea or trial) adult felons in Denver as follows:
 - a. 60% of adult felons by 1978.
 - b. 100% of adult felons by 1980.

2. Reduce the rate of adult recidivism among repeat offenders (two or more prior adult arrests) from baseline one-year rearrest rates for convicted felony offenders of 42% to:
 - a. a 1978 one-year rearrest rate of 36%.
 - b. a 1980 one-year rearrest rate of 33%.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. Projects which provide diagnostic-classification services for adjudicated adult felons and ensure that results are made available to institutional and after-care rehabilitation programs.
2. Projects which support the development of criteria (diagnostic results) for eligibility of offenders to be placed in a community based correctional facility.
3. Projects which support correctional research activity relative to diagnostic and classification schemes.

It is anticipated that this program area will require at least five years of project activity to ensure reliable diagnostic-classification workups for all adult felons in Denver and proper linkage of results to correctional administrators who must implement rehabilitation programs.

SUB-GRANT DATA

Block grant support for 1977 is requested in the amount of \$125,000. The continuation of one project which responds to the idea description under number 1 of the implementation section is anticipated under this program area and will require at least \$95,000 of block, Part E, support. The remaining \$30,000 requested under this program will be available for new project ideas or a research effort in the area of diagnosis-classification. We do not anticipate a request for discretionary funds during

fiscal year 1977. It is projected that block grant support for at least \$100,000 (Part E) will be requested for fiscal year 1978 and at least \$80,000 (Part E) for fiscal year 1979. Discretionary funds will be sought during 1978 and 1979.

Program Area 5-2: Institutional Treatment

DESCRIPTION

Although institutional treatment is the primary responsibility of the State, there are many local institutional needs that must be addressed through local programming. The Denver City Jail and the Denver County Jail, although more limited in their ability to work with incarcerated offenders (due to time limitations), can provide many crucial short-term services to offenders. This program area will facilitate the provision of these short-term services at the local level of institutional custody. Examples of local institutional services that can be provided include vocational training (County Jail), educational programs (County Jail), drug and alcohol treatment (County and City Jails), emergency medical treatment (County and City Jails), crisis intervention services (City Jail), counseling (County and City Jails), library services (County and City Jails), and recreational services (County Jail).

In addition to supporting projects which impact local institutional needs, this program area will also facilitate projects designed to integrate diagnostic and evaluation data with State institutional treatment programs and after-care rehabilitation programs.

Significant studies made in offender diagnosis and evaluation over the past years have not been applied in the correctional setting in a fashion conducive to testing impact. Diagnostic services are not following offenders to the institutions and programs commensurate to diagnostic workups are not available. The failure to effectively utilize diagnostic services represents a disservice to the offenders and, as reflected in

recidivism rates, the citizens of Denver. This program area will encourage demonstration treatment projects within State correctional institutions which will ensure the continuity between diagnosis and treatment and will facilitate the research and evaluation of results.

OBJECTIVES

1. Significantly increase correctional services provided through local, short-term custody, institutions.

2. Ensure that by 1980, all adjudicated adult felons sentenced to State institutions (reformatory or prison) receive treatment consistent with diagnostic workups and classification.

3. Reduce the rate of adult recidivism among repeat offenders (two or more prior adult arrests) from baseline one-year rearrest rates for convicted felony offenders of 42% to:
 - a. a 1978 one-year rearrest rate of 36%.
 - b. a 1980 one-year rearrest rate of 33%.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. Projects which integrate diagnostic and evaluation data with institutional rehabilitation programs.

2. Projects designed to improve and expand services provided in local jail facilities.

3. A project supporting a closed intensive treatment center for rapists and other violent offenders.
4. Projects which support a comprehensive, coordinated local corrections system that provides services and resources for offenders as they move through the criminal justice system.

It is anticipated that this program area will require at least five years of project activity before hard conclusions relative to directed rehabilitation programs in closed settings can be drawn.

SUB-GRANT DATA

Block grant support for 1977 project activity is not requested. It is anticipated that discretionary funding will be requested during fiscal years 1977 and 1978. Block grant support of \$100,000 may be requested in fiscal year 1978 and an additional \$75,000 may be requested in 1979.

Program Area 5-3: Community Based Corrections

DESCRIPTION

An adult study of recidivism indicated that over 50% of adults arrested for robbery and burglary in 1971 were rearrested in Denver over a two-year period. These figures point to a critical problem of recidivism and career criminality and an apparent inability of the corrections component of the criminal justice system to "rehabilitate" their clients.

A continuing need in the City of Denver has been the creation and implementation of effective halfway house projects that can adapt to individual needs and problems. Such projects should incorporate enough flexibility to facilitate a gradual return to the civilian environment which the ex-offender must successfully re-enter. Proper rewards and appropriate reprimands should be an integral part of the effort so that social and non-criminal behavior patterns can be more easily developed. The program's facility and location must be compatible with establishing an effective project. In addition, a close working relationship must be established with the State Department of Corrections and the State correctional facilities at Canon City and Buena Vista.

This program area is designed to support community based rehabilitation and treatment activities for adults. The continuing need for multi-purposed treatment programming is noteworthy especially at the local level of government. It is anticipated that other program areas of this plan will generate projects which will increase the quantity of offender apprehensions and convictions. This program area will ensure that community based corrections in Denver is suitably prepared to meet any additional caseload burdens.

OBJECTIVES

1. To increase Denver's community based correctional caseload (residential) for adult felons from a 1975 baseline caseload of 276 felons per year as follows:
 - a. 350 felons per year by 1978.
 - b. 500 felons per year by 1980.

2. Reduce the rate of adult recidivism among repeat offenders (two or more prior adult arrests) from baseline one-year rearrest rates for convicted felony offenders of 42% to:
 - a. a 1978 one-year rearrest rate of 36%.
 - b. a 1980 one-year rearrest rate of 33%.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. Projects supporting improved post-incarceration after care and supportive services.
2. Halfway houses and other community based residential facilities for both felons and misdemeanants to include the concept of work release.
3. Projects designed to assist parole and probation services particularly through the use of volunteer correctional supervisors.
4. Projects designed to impact drug and alcohol related problems of adult offenders in a community based setting.

It is anticipated that this program area will require at least five years of project activity before a viable, self-supporting community based correctional system is established in Denver.

SUB-GRANT DATA

Block grant support for 1977 is requested in the amount of \$50,000. This sum is expected to be utilized for the continuation of two projects. Projected continuations include one project at \$40,000 block (Part E) support and one at \$10,000 block (Part E) support. Additional discretionary support for fiscal year 1977 may be requested. Block grant support will be required for fiscal years 1978 and 1979. Block requests will be comparable to the 1977 funding level.

F.C. 6 - VICTIM-WITNESS SUPPORT

Program Area 6-1: Incentive to Report and Prosecute

DESCRIPTION

Prosecution of criminal offenders cannot proceed without the cooperation of victims and witnesses to: (1) report offenses; (2) file charges; and (3) testify in all necessary court proceedings. Results of a crime victimization study conducted in Denver by the U. S. Census Bureau showed that over 50% of all personal incidents, 22% of auto thefts, 50% of all the household burglaries, 66% of all larcenies and 25% of the commercial burglaries committed in the city go unreported to authorities. Case processing statistics for 1975 adult cases filed for robbery, rape, burglary, aggravated assault and grand larceny reveal that of 3,892 cases filed on by Denver Police Department detectives, 1,267 or 32.5% of the cases never reached trial due to the victims' refusal to prosecute. Data provided by the Denver regional Public Defender's office state that 50% of the continuances requested by their attorneys are due to an inability to locate victims and witnesses for appearances at court hearings. Although data are not readily available on the number of cases dismissed due to a lack of witness cooperation, it is reasonable to assume that such cooperation is minimal or non-existent in a vast number of cases.

This program area has been designed to support projects which will encourage individuals to report crime and come forward with information necessary for the successful clearance and prosecution of offenses.

OBJECTIVES

1. Decrease the rate of non-reported crime, based on follow-up victimization surveys, from the 1972 non-reporting baseline rates of 50% for personal incidents, 22% for auto thefts, 50% for residential burglaries, 66% for all larcenies and 25% for all commercial burglaries to:
 - a. a 1978 rate of 25% for personal incidents, 11% for auto thefts, 25% for residential burglary, 33% for all larcenies and 12% for commercial burglaries.
 - b. a 1980 rate of 10% for personal incidents, 5% for auto thefts, 10% for residential burglary, 25% for all larcenies and 10% for commercial burglaries.

2. Decrease the rate of victims' refusal to prosecute from the 1975 baseline rate of 32.5% of all robbery, rape, burglary, aggravated assault, and grand larceny cases filed on by Denver Police Department detectives to:
 - a. a 1978 rate of 25% of these cases.
 - b. a 1980 rate of 10% of these cases.

3. Increase the filing rate (Class I District Attorney filings/Class I arrests) for Class I felonies from the 1974 baseline rate of 52% as follows:
 - a. 1978 filing rate of 67%.
 - b. 1980 filing rate of 75%.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. Projects which emphasize neighborhood education and

the need to report crime and come forward with relevant evidence.

2. Projects which would allow witnesses to report information confidentially via "hot lines".
3. Projects which utilize some form of incentive system (possibly financial rewards) to encourage witnesses to come forward and testify.

It is anticipated that this program area will require at least five years of project support to produce a significant and lasting impact upon the problems identified in the description section.

SUB-GRANT DATA

Block grant support for 1977 project activity within this program area is not requested. A discretionary grant awarded in 1975 is presently impacting some needs within this program area. We anticipate a continuation of the discretionary support which will support efforts through fiscal year 1977. Discretionary funds will also be sought for fiscal year 1978.

Program Area 6-2: Victim-Witness Management System

DESCRIPTION

The problem oriented data in the description of Program Area 6-1 are equally material to this program area. Increasing the responsiveness of the criminal justice system to the needs of citizens, whose presence and cooperation are required for successful case processing, will be of valuable assistance in encouraging the reporting of crimes and prosecution of cases. It is counterproductive to rely on the principle of "public duty" and the power of the subpoena to persuade or coerce citizens to cooperate. If the system continues to penalize those citizens who choose to report and cooperate, it will merely perpetuate the problems of non-reporting. This program area has been included to encourage Denver's criminal justice system to explore means through which the citizenry, as represented by victims and witnesses, can be better served to encourage cooperation in the prosecution of criminal cases.

The following questions should be answered in evaluating the current management system over victims and witnesses: (1) Is the Police Department doing an adequate job of contacting victims and witnesses as soon as possible after the reporting of a criminal victimization?; (2) Are the Police Department and District Attorney's office doing a sufficient job of advising victims and witnesses of what will be expected of them throughout the processing of their particular case (e.g., line-up identifications, suspect identification through "mug shots", fears of recrimination by suspects, future dealings with prosecution and defense attorneys, required appearances at court hearings, on-going reports on the status of a case, especially when the suspect remains at large, etc.)?

The program area will support projects that answer these questions and provide suitable management processes to fill service gaps identified.

OBJECTIVES

1. Increase the filing rate (Class I District Attorney filings/Class I arrests) for Class I felonies from 1974 baseline rate of 52% as follows:
 - a. 1978 filing rate of 67%.
 - b. 1980 filing rate of 75%.

2. Reduce the rate of post-filing dismissals (felony dismissals/felony filings in District Court) for felony cases from the 1974 baseline rate of 25% as follows:
 - a. a 1978 dismissal rate of 18%.
 - b. a 1980 dismissal rate of 15%.

3. Increase the clearance rate by arrest for Class I felony offenses from the 1974 baseline rate of 22% to 33% by 1978 and 38% by 1980.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. Projects to develop efficient and timely systems for victim-witness scheduling and notification for court.
2. Projects which would provide timely investigatory feedback on case progress to victims of crime.

It is anticipated that this program area will require at least five years of project support to produce a significant impact upon the problems which it has been designed to attack.

SUB-GRANT DATA

Block grant support for 1977 project activity within this program area is not requested. A discretionary grant awarded in 1975 is presently impacting some needs within this program area. We anticipate a continuation of this discretionary support which will finance efforts in this area through fiscal year 1977. Minimum block grant support for a project may be requested in fiscal year 1978.

Program Area 6-3: Counseling and Aid to Crime Victims

DESCRIPTION

This program area has been designed to provide a vehicle through which funds can be made available for projects which will directly support the needs of crime victims. All too often the criminal justice system responds to the victim as a statistic or as an individual whose testimony is necessary in court. The emotional trauma and psychological damage inflicted upon victims of crime are ironically given much less formal system attention than the mental capacity and physical well being of the offender.

The callous and impersonal fashion in which the criminal justice system has responded to victims and witnesses of crime in the past has not only been costly to victims and witnesses, but has also been extremely costly to the system. The 1972 Denver Victimization Survey revealed that a significant portion of serious crime is not reported. It was determined that 46% of the actual assaults, 50% of the completed personal thefts, 23% of the forced entry burglaries, 22% of auto thefts, and 40% of the larcenies involving over \$50 loss, are not reported. The impact of a non-responsive system on these non-reporting rates is open only to conjecture, but it is known that the majority of individuals who did not report crime chose not to because it was "not important" or because "nothing could be done".

A more devastating impact on the system is the extremely high number of victims who report but fail to see a case through to a conclusion. This

particular phenomenon would appear to be a strong indication of the system's failure to support the needs of a victim. During 1975, 58 rape victims, 119 robbery victims, 407 aggravated assault victims, 415 burglary victims, and 268 grand larceny victims refused to prosecute their cases. This program area has been designed to promote projects that will aid victims through their trauma and hopefully decrease the extent of non-cooperation by making criminal justice processing less traumatic in and of itself. The serious service gaps to victims of crime will be bridged through projects funded under this program area.

OBJECTIVES

1. Decrease the rate of non-reported crime, based on follow-up victimization surveys, from the 1972 non-reporting baseline rates of 50% for personal incidents, 22% for auto thefts, 50% for residential burglaries, 66% for all larcenies, and 25% for commercial burglaries to:
 - a. a 1978 rate of 25% for personal incidents, 11% for auto thefts, 25% for residential burglary, 33% for all larcenies, and 12% for commercial burglaries.
 - b. a 1980 rate of 10% for personal incidents, 5% for auto thefts, 10% for residential burglary, 25% for all larcenies, and 10% for commercial burglaries.

2. Decrease the rate of victims' refusal to prosecute from the 1975 baseline rate of 32.5% of all robbery, rape, burglary, aggravated assault, and grand larceny cases filed on by Denver Police Department detectives to:
 - a. a 1978 rate of 25% of these cases.
 - b. a 1980 rate of 10% of these cases.

3. Increase the filing rate (Class I District Attorney filing/Class I arrests) for Class I felonies from the 1974 baseline rate of 52% as follows:
 - a. a 1978 filing rate of 67%.
 - b. a 1980 filing rate of 75%.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. Projects which provide emergency services to victims of crime. One or more of the following basic services would be appropriate: food, housing, emergency repair, medical, emergency cash needs, etc.
2. Projects which provide short and long-term counseling and psychiatric care for victims of crime.
3. Projects which provide for a "safe house" or secure atmosphere to victims of crime which will, in turn, encourage victims to report and vigorously prosecute their cases.

It is anticipated that this program area will require at least five years of project support to provide a significant impact upon the problems which it has been designed to attack.

SUB-GRANT DATA

Block grant support for 1977 project activity within this program area is

not requested. A discretionary grant awarded in 1975 is presently impacting some needs within this program area. We anticipate a continuation of this discretionary support which will finance efforts in this area through fiscal year 1977. Discretionary funds will also be sought for fiscal year 1978.

F.C. 7 - CRIMINAL JUSTICE SYSTEM EFFICIENCY AND PRODUCTIVITY

Program Area 7-1: Education and Training

DESCRIPTION

As the greatest cost of operating a criminal justice agency is personnel, it is essential for manpower to be properly trained and kept abreast of all techniques and procedures that may enhance their performance. This program area will support the in-service training needs of the Denver Sheriff Department, the Denver Police Department and the Denver County Court. Although the needs of line employees within these departments will be entertained within this program area, particular attention and emphasis will be placed upon management training,

The program area purposely links training to measurements of performance. A prerequisite to allocating training funds under this program, therefore, will be the identification of specific training objectives as they relate to on-the-job performance requirements, needs, roles and tasks.

OBJECTIVES

1. To identify the primary training needs within the Denver Police Department, Denver Sheriff Department and the Denver County Court, based upon an analysis of on-the-job performance objectives.
2. To provide 40 hours of in-service training to all Deputy Sheriffs assigned to the Denver County Jail and the Denver City Jail.
3. To provide for at least 50 weeks of special training for various personnel selected from within the Denver Police Department.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. Projects designed to identify specific performance objectives for criminal justice positions and correlate those objectives with appropriate training programs and needs.
2. Projects to support the management training needs of criminal justice agencies.
3. Projects to provide specialized training and in-service education for criminal justice line personnel.

It is anticipated that this program area, as presently structured and described, will require at least two years of project support before the objectives set forth can be satisfied.

SUB-GRANT DATA

Block grant support for 1977 has been requested in the amount of \$75,000. The request is considered minimal as the needs, particularly within the Denver Sheriff Department, are critical and require substantial fiscal assistance. The continuation of a special training project within the Denver Police Department is expected to be funded and if funded, will require at least \$30,000 of support. We project a need for at least an equal amount (\$30,000) by the Denver Sheriff Department and \$5,000 for the Denver County Court. The remaining \$10,000 will be channeled toward activity described within number one under "Implementation".

Program Area 7-2: Equipment Needs

DESCRIPTION

The most expensive criminal justice resource is personnel and the strength of this resource is directly proportional to the adequacy of supporting equipment and services. The utilization of time-saving equipment can have a substantial impact upon agency output and the quality of this output.

The workload upon the Denver Police Department's patrol personnel and detectives, as reflected by calls for service data, and major crime investigation data, is significant and has, over the years, exceeded the department's increases in sworn personnel strength. A conservative estimate of calls for service to the Denver Police Department resulting in the dispatch of an officer is 600,000 for 1975. The ratio of calls for service per patrol line officer available to respond is over 1,000 to 1. Of the calls received, 42,943 involved UCR Part I Index crimes. This is equivalent to 74 index crimes per patrol line officer. Each of these serious offenses was investigated by the 197 detectives assigned to the Investigative Division or Delinquency Control Division of the department. This substantial amount of workload has resulted from steady increases over the years. These increases have not been met with corresponding increases in manpower and, therefore, a decrease in patrol time and investigative time for preventive activities, and quality case development, has resulted. A disproportionate loss in efficiency has also resulted. Equipment that can assist in enhancing efficiency and productivity of an existing manpower complement and, in some cases, free manpower for other productive purposes is essential if criminal justice

agencies are to keep pace with workload and ultimately reduce it through crime prevention activity. Just as the Denver Police Department has been affected by greater workload, so has the Denver County Court, the Denver District Court and the Denver Sheriff Department. Application of sophisticated equipment can also be beneficial to these agencies.

This program area will also support the continued development of information systems for Denver's criminal justice system. The information systems are crucial to other program areas within functional category number seven. For example, without computer support, inter-agency cooperation and coordination (P.A. 7-3) is hampered, efficient personnel resource allocation cannot be maintained (P.A. 7-4), and planning and research is severely handicapped (P.A. 7-5). This program area recognizes that productivity and efficiency are functions of good management, enlightened supervision and adequate logistical support.

OBJECTIVES

1. Increase the proportion of the patrolman's average time allocated to preventive patrol (non-assignment) from a 1973 baseline rate of 35% to 50% by 1978.
2. Improve the average response time to a crime in progress call for service from a 1973 baseline rate of 3.0 minutes to 2.5 minutes and for burglary alarm responses from an average of 3.8 minutes to 3.0 minutes by 1978.
3. Decrease the average time for County Court processing of felony cases

(from filing to District Court assignment) from the 1973 baseline rate of 45 days to 30 days in 1978.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. A project supporting the utilization of video tape in the criminal justice process.
2. A project designed to provide greater availability of vehicles to investigators.
3. A project to utilize remote cameras in commercial establishments to increase robbery investigation efficiency.
4. A project which expands the application of Radio/Frequency robbery alarms.
5. Projects to support hardware and software requirements of Denver's criminal justice information system.

It is anticipated that this program area will require at least five years of project support.

SUB-GRANT DATA

Block grant support for 1977 is requested in the amount of \$75,000. It is anticipated that this sum would be sufficient to fund two minor demonstration projects within the Denver District Court and within the Denver Police Department. We do not anticipate funding any continuation efforts

under this program area with block grant funds. Phase II of the Denver Police Department Data Center will require continuation funding during fiscal year 1977, but discretionary funds will be sought.

Program Area 7-3: Inter-agency Cooperation and Coordination

DESCRIPTION

An important condition precedent to meaningful inter-agency cooperation is the establishment of viable communication linkage between criminal justice agencies. Knowledge of the policies, philosophies, needs and problems of other agencies in the system is an essential element of coordination. In Denver, the informal exchange of information bearing upon these issues is the rule and there appears to be a strong tendency toward agency isolationism and disregard for the manner in which agency policy decisions impact the operations of other agencies. Formalization of the system's communication channels would be an appropriate step toward bridging the gaps in communication linkage and facilitating more meaningful cooperation. One indication of increased cooperation among the agencies in Denver's criminal justice system is the progress made in the application of a consistent identification number to follow offenders throughout the system. In the adult system, the implementation of a uniform tracking number is imminent. For the juvenile justice system, the process of converting to a unique identifying number is complete. This program area has been designed to support continued efforts of this type.

OBJECTIVES

1. Reduce the rate of post-filing dismissals (felony dismissals/felony filings in District Court) for felony cases from the 1974 baseline rate of 23% as follows:

- a. a 1978 dismissal rate of 18%.
- b. a 1980 dismissal rate of 15%.

3. Decrease the average time span for County Court processing of felony cases (from filing to District Court assignment) from the 1973 baseline rate of 45 days to 30 days in 1978.

3. Develop linkage between police and court data bases in both juvenile and adult systems to provide overall and crime specific system rates and case dispositions for all subjects processed by the Denver criminal justice system in 1978.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. A project which facilitates the establishment of an inter-agency administrator's forum.
2. Projects designed to enhance communications between agencies whether through liaison positions or other processes.

It is anticipated that this program area will be maintained for at least two years.

SUB-GRANT DATA

Block grant support for 1977 project activity within this program area is not requested. Work in this area and substantial progress is expected to be made by DACC staff without the support of separate block or discretionary funds under this program area.

Program Area 7-4: Personnel Resource Allocation

DESCRIPTION

This program area is designed to assess the cost effectiveness of personnel usage by criminal justice agencies. It will support projects that assist agencies to make optimum use of their existing resources and to change or add resources where deemed necessary. The program area supports the increased use of sophisticated management techniques and seeks to encourage decision making based upon appropriate evaluations and analysis of current resources.

The police department's patrol force is the most visible segment of Denver's criminal justice system and is, of course, the segment which reaches the most people in the most direct and personal way. For many citizens, the police department is the criminal justice system and consequently their perception of the efficiency and services provided by the Denver Police Department's Patrol Division is equally their image of Denver's criminal justice system. It would, therefore, follow that the more efficiently calls for service are handled and the more expeditiously emergency calls are responded to, the greater public confidence will be in the system. Such confidence would not be misdirected since it has been statistically validated that faster response times generate a higher proportion of apprehensions. As presently constructed, the patrol manpower distribution of the Denver Police Department is not designed in a manner which maximizes response efficiency.

Utilizing estimates of types of calls and corresponding time factors and frequency of assists, it is possible to determine "non-assignment" time.

During 1973, this time allocated to preventive patrol averaged 35%. However, the rate was not constant across precincts but varied somewhat with a 30.3% of the typical District 1 unit's time unassigned compared to a high of 39.3% in District 2. For distributing manpower, a target preventive patrol factor should be determined and actual performance measured on an on-going basis against this target for planning future patrol resource allocation.

The Denver Police Department has been utilized to demonstrate the potential problems of manpower distributions presently in effect only because of the availability of their data, the visibility of their operations and the more strategic importance of responsive manpower deployment in patrol operations. All other criminal justice agencies serving the Denver community are subject to inefficient utilization of manpower and, in the interest of maximizing efficiency and productivity, must be willing to examine their personnel resource allocations and make adjustments as objective analysis requires. This program area will facilitate these examinations and the appropriate adjustments.

OBJECTIVES

1. Improve the average response time to a crime-in-progress call for service from the 1973 baseline rate of 3.0 to 2.5 minutes and for burglary alarm responses from an average of 3.8 to 3.0 minutes by 1978.
2. Increase the proportion of the patrolman's average time allocated to preventive patrol (non-assignment) from a 1973 baseline rate of 35% to 50% by 1978.

3. Increase the clearance rate by arrest for Class I felony offenses from the 1974 baseline rate of 22% to 33% by 1978.

4. Decrease the average time span for County Court processing of felony cases (from filing to District Court Assignment) from the 1973 baseline rate of 45 days to 30 days in 1978.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. A project that supports an offense report control system which would ensure responsive planning and resource allocation.
2. Projects which are designed to utilize civilian para-professional or volunteer personnel such as law school interns for case preparation in the District Attorney's and Public Defender's offices, referees to set bond and conduct advisements for felony arrestees in County Court or increased usage of civilian labor in the police department.
3. Projects supporting police manpower distribution and allocation studies and implementation, and similar studies within other Denver criminal justice agencies.
4. Projects to develop performance rating and evaluation systems for criminal justice agencies.

This program area will require at least three years of project support to produce a significant and lasting impact on the problems related to personnel resource allocation.

SUB-GRANT DATA

Block grant support for 1977 project activity within this program area is not requested. The Denver Anti-Crime Council staff will lend technical assistance to Denver's criminal justice agencies seeking adjustments to resource allocations. Information system support, particularly to the Police Data Center under Program Area 7-2, will facilitate a great deal of activity in this program area without the requirement of specific project funding. Block grant funds may be needed in this program area during fiscal year 1978 but requests are not expected to exceed \$50,000. Support during 1979 would also be minimal. Need for discretionary funds in 1978 or 1979 is not anticipated.

Program Area 7-5: Planning and Research

DESCRIPTION

This program area has been included to support the Denver Anti-Crime Council and its Crime Analysis Team as a criminal justice coordinating council and criminal justice research and planning resource for the City and County of Denver. The on-going planning, coordination, research, project monitoring, technical assistance, and evaluation conducted by the Crime Analysis Team will be assured through the assistance of this program area.

OBJECTIVES

1. To maintain effective and efficient operations of LEAA funded sub-grants awarded to the City and County of Denver, fiscally and programmatically.
2. To provide an objective assessment of the achievements of each project funded through the Denver Anti-Crime Council.
3. To provide the Colorado Division of Criminal Justice a data and technical assistance resource relative to local sub-grants and local crime and system problems for inclusion in the State Comprehensive Criminal Justice Plan and to serve as a local government clearinghouse for the design, development, review and local approval of applications soliciting funds for the improvement of Denver's criminal justice system.
4. Provide the leadership for developing a strong commitment to

planning within and among components of the local criminal justice system.

5. Define and delineate the tasks necessary to refine the crime specific planning process for the total system (locally).

IMPLEMENTATION

This program area will support the continued operation of the Denver Anti-Crime Council-Crime Analysis Team. The project will continue to serve as Denver's Criminal Justice Coordinating Council and will engage in extensive crime analysis, system flow analysis, system planning, inter-agency coordination, special criminal justice research, project development, project monitoring, technical assistance delivery, and project-program evaluation. A Crime Analysis Team of the present staff level will be necessary under this program area for at least three years. The program area itself will require on-going funding support but it is anticipated that the necessary level of support will decrease as criminal justice agency's planning sophistication grows.

SUB-GRANT DATA

Block grant support in the amount of \$154,673 is requested for fiscal year 1977. Assistance will require \$110,790 in Part C funds, \$36,930 in Part B funds, and \$6,953 in Juvenile Justice funds. An additional \$168,197 in discretionary funds will also be sought to facilitate the continuation of the DACC project.

F.C. 8 - JUVENILE JUSTICE

Program Area 8-1: Shelter Care for Status Offenders

DESCRIPTION

According to officials of Gilliam Detention Center (formerly Denver Juvenile Hall), CHINS (Children in Need of Supervision) and other status offenders housed at the center are detained for a longer period of time than delinquent youth. This is certainly an anomaly which deserves immediate attention and positive corrective action.

Children in Need of Supervision, as their classification generically indicates, require basic familial services. The lack of shelter homes and foster homes in Denver is depriving these children of the support they deserve and is subjecting them to lengthy periods of detention in an unproductive institutional setting. If we are to prevent CHINS and other status offenders from becoming delinquent youth, the provision of group home services must be made readily available.

During 1975, over 2,300 status offenders were held at Gilliam Detention Center. Many of these children were held in this closed setting for several days. This program area will support project activity designed to provide open housing facilities for the status offenders in Denver.

OBJECTIVES

1: By 1978, provide sufficient open facilities to house all status offenders who otherwise would have been institutionalized in a closed setting.

CONTINUED

2 OF 3

IMPLEMENTATION

Projects appropriate for funding under this program area include but are not limited to:

1. Projects to support the development of shelter care, foster homes or other open facilities for status offenders in Denver.

It is anticipated that this program area will require support for at least three years before shelter care facilities are adequate to meet the demand of status offenders in Denver.

SUB-GRANT DATA

Block grant support for 1977 project activity within this program area is not requested. Block grant support will, however, be necessary in 1978 and 1979. Funding need during 1978 is projected at \$125,000 and \$100,000 in 1979. Discretionary funds may be sought for fiscal year 1977. Some discretionary funds would be utilized to collect and analyze data so that a proper assessment of shelter care needs in Denver can be ascertained. A request for discretionary funds for this purpose would not exceed \$45,000. Additional discretionary funds may be sought for action projects under this program area.

Program Area 8-2: Delinquency Prevention

DESCRIPTION

This program area will provide support for the early identification and treatment of youth in danger of becoming delinquent. Particular emphasis is placed upon services rendered to the juvenile during that period when behavioral and attitudinal indicators point to potential difficulties in dealing conventionally with others. Youth in danger of become delinquent, for purposes of this program area, include both youngsters who have never been exposed to the criminal justice system and those children who have had no more than minor previous contact with the criminal justice system.

Current research points to the relationship between delinquent behavior and learning disabilities, a relationship which is initially indicated by poor academic achievement performance usually accompanied by disruptive behavior. Several recent studies have indicated that between 80% and 90% of Denver's delinquents are handicapped by learning disabilities. In one Impact City project, 90% of the clients were found to have at least one learning disability and 81% to have at least two deficiencies. This program area will support projects designed to provide testing for learning disabilities. Treatment for identified learning disabilities, however, will not be supported under this program area.

Evaluation data for projects providing employment opportunities indicate higher recidivism rates for unemployed juveniles in both pre- and post-adjudication projects. For example, high risk juvenile clients in Project New Pride were four times more likely to be rearrested if unemployed. These data support the current theoretical construct indicating

that employed ex-offenders and delinquents recidivate less frequently than unemployed ex-offenders. This program area will encourage activity designed to facilitate meaningful employment opportunities for Denver's youth. With greater employment opportunities it is anticipated that a significant number of youth in danger of becoming delinquent will be dissuaded from delinquency.

The program area will also support project activity that links counseling (child and parental) and recreational opportunities with delinquency prevention. Delinquency prevention education programs within Denver's schools would also be appropriate activity within this program area.

Cooperation with and the support of non-criminal justice resources in the community (e.g., Denver Public Schools, Social Services, Chamber of Commerce, YMCA, YWCA, etc.) are crucial to the fulfillment of needs identified under this program area.

OBJECTIVES

1. Decrease the percentage of juveniles arrested for serious crimes (Part I crimes) from the 1974 baseline percentage rate of 47.8% as follows:

- a. a 45% rate by 1978.
- b. a 42% rate by 1980.

2. Decrease the rate of juvenile arrestees (age 10 to 18) for all crimes per 10,000 juveniles at risk from the 1974 baseline rate of 1,681 ⁽¹²²⁸⁷⁾ _(7.3105) as follows:

- a. a 1978 rate per 10,000 of 1,450..
- b. a 1980 rate per 10,000 of 1,200.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. Projects designed to identify youth in danger of becoming delinquent through testing for learning disabilities.
2. Projects which facilitate job opportunities for youth in danger of becoming delinquent through the provision of job development, preparation and placement services.
3. Projects directed toward delinquency prevention by providing services such as counseling (parental or child), or recreation to youth in danger of become delinquent.
4. Educational projects within the Denver Public Schools designed to deter delinquency.

All projects submitted for funding under this program area will be carefully scrutinized and evaluated as to the criteria used to select a target population of juveniles with a high risk delinquency potential. It is anticipated that this program area will require at least five years of project activity and support to effect a lasting proactive orientation toward delinquency.

SUB-GRANT DATA

Block grant support for 1977 has been requested in the amount of \$50,000. This sum would be sufficient to fund a relatively large scale operation for the identification of learning disabilities among Denver's youth. A comparable funding level for this program area during 1978 and 1979 is also anticipated. Discretionary funding under this program area may also be requested in fiscal year 1977. No continuation projects are scheduled for funding during 1977.

Program Area 8-3: Diversion

DESCRIPTION

The majority of juveniles processed through the Denver juvenile justice system are diverted prior to adjudication. In 1975 for example, only 26.9% (3,173/11,791) of the juvenile arrests were ultimately referred to the court. Most of the youth and, in particular, first-time offenders, were lectured, released to parents, and in many cases, diverted to a community based agency by the Police Department's Delinquency Control Division. Less than half of those cases referred to Juvenile Court received hearings. Those cases not heard were disposed of through diversion or merely dropped from the system. In between these two processing steps (Delinquency Control Division and Juvenile Court), an increasing number of youth are being systematically diverted from the system by the District Attorney. Less than half of the youth who do receive court hearings reach the point of being declared delinquent and sentenced to probation or committed. Only one out of every twenty juvenile arrests reached the final adjudication stages in 1975.

One aspect of the juvenile diversion problem is simply the "quantity" problem. The system processing data outlined above, coupled with high recidivism rates for youth with prior arrest histories, questions the benefit of diversion on such a massive scale. Diversion to treatment programs has only limited effectiveness in terms of both recidivism and rate of successful termination from the project. A related aspect of the problem is the lack of diversion data available to agencies who are

* Preliminary analysis conducted by the DACC has revealed, however, that diverted youth with one or more prior arrests carry a lower recidivism risk than diverted first-time juvenile offenders.

making diversion decisions. A youth diverted by the Delinquency Control Division on first or second time arrest may be later diverted by the District Attorney on a third arrest and diverted by the courts on a fourth arrest. A juvenile offender has a lengthy "rap" sheet before reaching the point of a court hearing.

This program area will support projects necessary to develop standards for juvenile diversion and implement standards through projects which facilitate responsible diversion and/or provide services for diverted youth.

OBJECTIVES

1. To develop standards for juvenile diversion which are acceptable to all components of the criminal justice system in Denver.
2. Reduce the rate of juvenile recidivism among repeat offenders (two or more prior arrests) from the baseline one-year rearrest rate of 75% to:
 - a. a 1978 one-year rearrest rate of 58%.
 - b. a 1980 one-year rearrest rate of 50%.
3. Increase the juvenile "conviction" rate (delinquency disposition/court referrals) from the 1974 baseline rate of 16% to:
 - a. a 1978 juvenile conviction rate of 25%.
 - b. a 1980 juvenile conviction rate of 33%.

IMPLEMENTATION

Project ideas appropriate for funding under this program area include but are not limited to:

1. Projects designed to enhance communication and feedback between diverting agencies.
2. Projects that will develop diversion standards and support decision making consistent with acceptable standards.
3. Projects which will provide services (e.g., counseling, tutorial, employment, recreation) to youth diverted from the criminal justice system in Denver.

It is anticipated that this program area will require project activity for at least five years before a responsible and viable system of diversion for youthful offenders will be self-supporting in Denver.

SUB-GRANT DATA

Block grant support for 1977 project activity within this program area is not requested. Discretionary assistance during 1977 is also not anticipated. Services for diverted youth are being provided for adequately in Denver at this time. These services are now supported with State assistance to Denver's consolidated youth service system. The City and County of Denver has absorbed \$250,000 of the cost of this system which includes all of the Youth Service Bureaus and many of the direct service agencies created and tested under Denver's High Impact Anti-Crime Program.

Work on the development of standards for youth diversion will be carried on by DACC staff in cooperation with the criminal justice agencies making

diversion decisions. Specific project support for this development activity is not anticipated.

In order to prevent the discouragement of proponents with new, innovative approaches toward serving the needs of diverted youthful offenders, we will request block grant support for this program area during 1978 and 1979. Requests will not exceed \$100,000 and discretionary support need is not anticipated.

Program Area 8-4: Community Rehabilitation

DESCRIPTION

A follow-up study of 2,203 juveniles arrested for Impact offenses showed rearrest rates in Denver of over 50% in one year and almost two-thirds in two years. Those included in the cohort typically had arrest histories. The more prior arrests, the more probable recidivism was for the youth included in the study. Multiple rearrests were also common. A relatively small number of juveniles represented a large number of arrests for serious crimes. The current juvenile justice system has failed to provide correctional services that have effectively intervened in the criminal career patterns of Denver's youthful offenders.

Problem and delinquent youth manifest a wide array of problems including academic, familial, employment, and psychological/emotional. During 1975, there were 11,791 arrests involving juveniles. Of these, 1,584 cases were referred to the Youth Service Bureau system while 3,173 cases were referred to the Juvenile Court. Of the arrested juveniles, almost two-thirds were in need of treatment services, whether prior to or after adjudication.

Fourteen Impact sponsored youth treatment projects were developed to address the crime prevention problem of juveniles. Success has been observed in those providing comprehensive treatment programs including job development and client preparation, disability testing and remediation, academic remediation, cultural education, and personal counseling. Recidivism rate reductions ranging from 25% to 60% have been observed for a number of these projects.

This program area will support projects designed to meet the needs of juvenile delinquents through small, but comprehensive community based outreach centers. The centers should provide rehabilitation services to post-adjudicated delinquent youth only. Diagnostic classification services must be provided for and linked to treatment services available in the community or otherwise through this program area.

OBJECTIVES

1. Reduce the rate of juvenile recidivism among repeat offenders (two or more prior arrests) from the baseline one-year rearrest rate of 75% to:
 - a. a 1978 one-year rearrest rate of 58%.
 - b. a 1980 one-year rearrest rate of 50%.

2. Decrease the supervisory caseload of state community services office (parole) serving Denver from the 1974 baseline average of 45 clients per counselor as follows:
 - a. a 1978 average caseload of 40 juveniles.
 - b. a 1980 average caseload of 35 juveniles.

3. Decrease the supervisory caseload of Denver Juvenile Field Probation Officers from the 1974 baseline average of 55 clients per officer as follows:
 - a. a 1978 average caseload of 50 juveniles.
 - b. a 1980 average caseload of 45 juveniles.

4. By 1978, provide all youth adjudicated for any criminal offense in Denver with testing and treatment services for learning disabilities.

5. By 1978, provide effective diagnosis and classification services for all youth adjudicated for any criminal offense in Denver.

IMPLEMENTATION

Some project ideas appropriate for funding under this program area include but are not limited to:

1. A project that tests adjudicated youth for learning disabilities and provides remediation for the identified disabilities.
2. Projects which provide comprehensive diagnostic-classification services for adjudicated youth in Denver.
3. Projects which support volunteer parole and probation workers to assist in the supervision of youth released to the community.
4. Project which provide community based job development and placement services for adjudicated youthful offenders in Denver.
5. Project which provide for victims restitution in their rehabilitation modality for Denver's adjudicated youthful offenders.
6. Other comprehensively oriented community rehabilitation centers that provide services to adjudicated youthful offenders to include long-term residential facilities.

It is anticipated that this program area will require project activity

for at least five years before a substantial and lasting impact upon juvenile recidivism is effected in Denver.

SUB-GRANT DATA

Block grant support for 1977 has been requested in the amount of \$100,000. It is anticipated that this sum will be utilized to support two continuation projects which deal in the area of learning disabilities and community corrections through restitution. Projected continuation costs are \$80,000 for one project and \$20,000 for the second. Block grant funds will be requested in fiscal years 1978 and 1979 for this program area at a comparable level with 1977. Additional discretionary funds may also be requested during these fiscal years as well as for fiscal year 1977.

FISCAL REQUESTS

FISCAL REQUESTS

1977 BLOCK GRANT REQUESTS

The projected need for block grant support by Denver program areas during fiscal year 1977 is presented in consolidated form on Table 16.

The request total and type of grant money anticipated is included on the table. As Denver program areas are distinct from State program areas, Table 17 has been constructed to facilitate the correlation between program areas in each plan. Denver's block requests from the State Comprehensive Plan are, therefore, reflected on Table 17.

Table 16

1977 REQUESTED BLOCK SUPPORT BY DENVER PROGRAM AND BY FUNDING TYPE

Denver Program Area	Block Support Requested	Funding Type
1-1 Target Hardening	\$ 100,000	Part C
1-2 Public Education	\$ 50,000	Part C
1-3 Community Action	No request	N/A
2-1 Quality Case Development	\$ 25,000	Part C
2-2 Habitual Offender	No request	N/A
2-3 Special Operations	\$ 50,000	Part C
3-1 Adult Diversion	No request	N/A
3-2 Priority Prosecution	\$ 75,000	Part C
4-1 Court Management Assistance	No request	N/A
5-1 Offender Diagnosis	\$ 125,000	Part E
5-2 Institutional Treatment	No request	N/A
5-3 Community Based Corrections	\$ 50,000	Part E
6-1 Incentive to Report	No request	N/A
6-2 Victim-Witness Management	No request	N/A
6-3 Counseling and aid to Crime Victims	No request	N/A
7-1 Education and Training	\$ 75,000	Part C
7-2 Equipment Needs	\$ 75,000	Part C
7-3 Inter-Agency Cooperation and Coordination	No request	N/A
7-4 Personnel Resource Allocation	No request	N/A
7-5 Planning and Research	\$ 154,673	\$110,790 Part C \$ 36,930 Part B \$ 6,953 JJ
8-1 Shelter Care	No request	N/A
8-2 Delinquency Prevention	\$ 50,000	JJ

Table 16 (cont)

Denver Program Area	Block Support Requested	Funding Type
8-3 Diversion	No request	N/A
8-4 Community Rehabilitation	\$ 100,000	JJ
Total	\$ 929,673	Part B: \$ 36,930 Part C: \$ 560,790 Part E: \$ 175,000 JJ: \$ 156,953

Table 17

CORRELATION OF DENVER PROGRAM AREAS WITH COLORADO PROGRAM AREAS
BY 1977 BLOCK REQUESTS

Colorado Program Area	1977 Denver Block Request	Corresponding Denver Program Area(s)
IA Public Information	\$ 50,000	1-2
IB Citizen Action	No request	1-3
IIA Juvenile Delinquency	\$ 50,000	8-2
IIB Specific Crime Prevention	\$ 175,000	1-1 (\$100,000) 7-2 (\$ 75,000)
IIIA Crime Analysis	No request	2-3
IIIB Special Operations	\$ 75,000	2-1 (\$25,000) 2-2 2-3 (\$50,000) 7-4
IIIC Availability of Service	No request	7-2, 7-3
IIID Criminal Investigation and Laboratory Services	No request	2-1, 7-2
IVA Juvenile Diversion	No request	8-3
IVB Adult Diversion	No request	3-1
VA Pre-Trial Release	No request	3-1
VB Detention and Shelter Care	No request	8-1
VC Adult Detention	N/A	None
VIA Prosecution - Adult	\$ 75,000	3-2
VIB Prosecution - Juvenile	No request	3-2
VIC Defense - Adult	N/A	None
VID Defense - Juvenile	N/A	None
VIIA Trial Process	No request	6-1, 6-2, 6-3, 4-1
VIIIA Sentencing Alternatives - Adult	N/A	None
VIIIB Sentencing Alternatives - Juvenile	N/A	None

Table 17 (cont)

Colorado Program Area	1977 Denver Block Request	Corresponding Denver Program Area(s)
XA Community - Adult	N/A	None
XB Community - Juvenile	N/A	None
XC Institutional - Adult	N/A	None
XD Institutional - Juvenile	N/A	None
XIA Community Rehabilitation and Reintegration - Adult	\$ 175,000	5-1 (\$125,000) 5-3 (\$ 50,000)
XIB Community Rehabilitation and Reintegration - Juvenile	\$ 100,000	8-4
XIC Institutional Rehabilitation Adult	No request	5-2
XID Institutional Rehabilitation Juvenile	N/A	None
XIIA Criminal Justice System Personnel Training	\$ 75,000	7-1
XIIB Criminal Justice System Planning, Research and Evaluation	\$ 154,673	7-5
XIIC Criminal Justice Information Systems	No request	7-2, 7-3

MULTI-YEAR BUDGET AND FINANCIAL PLAN

The problems, needs and corresponding program areas designated in this plan cannot possibly be satisfied in just one year and with the support of block grant monies alone. Consequently, in order to round out the planning process and place the scope of the plan in its proper perspective, both temporally and fiscally, objectives have been designed for multi-year evaluation and fiscal support has been projected according to multi-year needs and discretionary alternatives.

Multi-year integrated fiscal information reflecting projected need for LEAA criminal justice support is presented in Table 18. The figures are, of course, estimates and represent minimum requirements. The projections take into consideration present funding levels in various program areas, the coordination of inter-program area activity levels, research and analysis condition precedents and rational progressions or recessions of funding need. The projections are necessarily contingent upon the following underlying presumptions: that research and analysis will disclose specified needs; that project activity will be successfully implemented during each funding year; that evaluations will support projected increases or decreases in funding need; and that a variety of activity can be absorbed and institutionalized by criminal justice agencies serving Denver.

Additionally, Table 19 has been provided to facilitate comparisons between our projections for criminal justice grant support and the City and County of Denver's general fund expenditures on criminal justice agencies.

Table 19 includes city funds only and in no way reflects the total cost of providing criminal justice services for this community. It is readily apparent that local expenditure for criminal justice services is substantial. Projected requests for grant support (block and discretionary) will constitute only five to eight percent of the local budget's total criminal justice allocation.

Table 18

City and County of Denver
Multi-Year Budget and Financial Plan for Projected LEAA Fund Need

Program Area	Projected 1977 Block Grant Fund Need	Projected 1977 Discretionary Grant Fund Need*	Projected 1978 Block Grant Fund Need	Projected 1978 Discretionary Grant Fund Need	Projected 1979 Block Grant Fund Need	Projected 1979 Discretionary Grant Fund Need
1-1	\$ 100,000	\$ -	\$ 80,000	\$ 400,000	\$ 60,000	\$ 150,000
1-2	50,000	200,000	75,000	125,000	100,000	100,000
1-3	-	25,000	-	50,000	-	-
2-1	25,000	75,000	75,000	50,000	50,000	-
2-2	-	-	40,000	-	30,000	-
2-3	50,000	-	35,000	300,000	-	200,000
3-1	-	40,000	90,000	125,000	-	150,000
3-2	75,000	-	50,000	250,000	25,000	200,000
4-1	-	-	25,000	-	20,000	-
5-1	125,000	-	100,000	225,000	80,000	200,000
5-2	-	75,000	100,000	50,000	75,000	-
5-3	50,000	75,000	40,000	-	20,000	-
6-1	-	-	-	25,000	-	-
6-2	-	-	25,000	-	-	-
6-3	-	300,000	80,000	250,000	-	200,000
7-1	75,000	-	100,000	-	50,000	-
7-2	75,000	750,000	75,000	400,000	75,000	-
7-3	-	-	-	-	-	-
7-4	-	-	50,000	-	30,000	-
7-5	154,673	168,197	150,000	150,000	150,000	150,000
8-1	-	145,000	125,000	150,000	100,000	-
8-2	50,000	100,000	50,000	75,000	50,000	50,000
8-3	-	-	100,000	-	75,000	-
8-4	100,000	300,000	80,000	300,000	70,000	300,000
TOTAL	\$ 929,673	\$2,253,197	\$1,545,000	\$2,925,000	\$1,060,000	\$1,700,000
GRAND TOTAL BY YEAR	\$ 3,182,870		\$ 4,470,000		\$ 2,760,000	

*All discretionary figures include Juvenile Justice funds

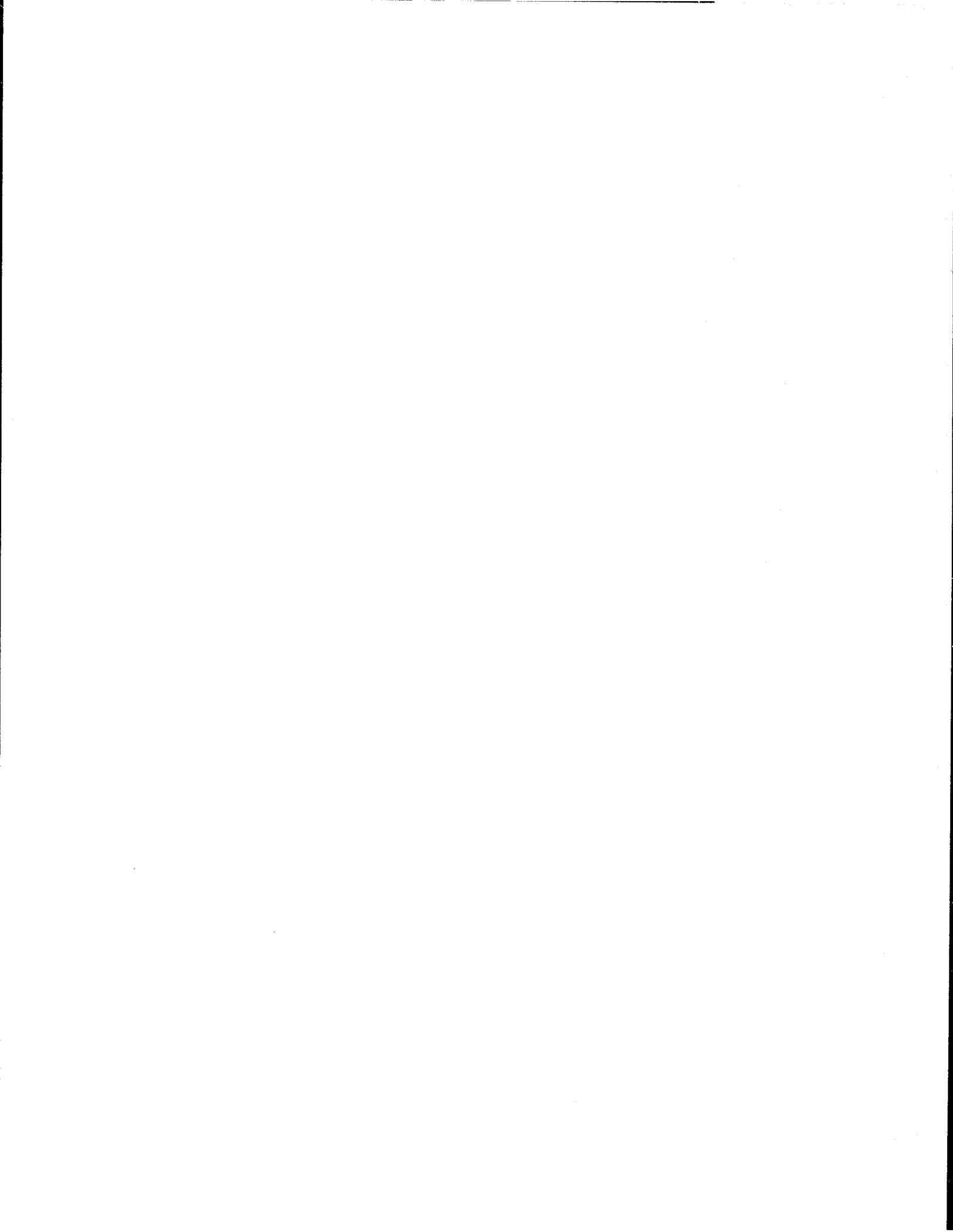


Table 19

General Fund Budget And Expenditures Criminal Justice System
Agencies Funded By City And County Of Denver

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Calendar Year	Manager of Safety				County Court				Total
	Clerical	Medical	Uniformed Police	Sheriff	Vehicle Maintenance	Court Fees	County Court	District Attorney	
1972	1,617,992	178,078	17,343,170	3,467,565	765,036	56,085	1,439,470	1,092,049	25,959,445
1973	1,839,812	222,961	19,368,990	3,853,121	829,002	96,153	1,573,222	1,191,797	28,975,058
1974	2,141,000	280,500	21,115,000	4,109,500	946,400	100,000	1,747,400	1,322,830	31,762,630
1975	2,370,700	299,200	25,077,100	4,933,400	1,252,900	96,000	1,990,900	1,411,700	37,431,900
	<u>Total General Fund</u>			<u>CJS General Fund</u>		<u>CJS Percent Of General Fund</u>			
1972	\$ 110,946,040			\$ 25,959,445		23.4			
1973	\$ 120,805,637			\$ 28,975,058		24.0			
1974	\$ 143,335,911			\$ 31,762,630		22.2			
1975	\$ 166,167,900			\$ 37,431,900		22.5			

Source: City and County of Denver 1975 Budget and Agency Operational Data

PRIORITY DEVELOPMENT

Denver's 1977 program areas have been rank ordered through an objective scoring process which was designed to relate priorities with a program area's impact upon specific serious crimes, the objectives of the plan and the specific problem areas outlined in the plan.

Each of Denver's 24 program areas was evaluated relative to impact it may have on reducing the rate of homicide, aggravated assault, rape, robbery, burglary, larceny or auto theft. Substantial direct impact was the criterion which was required to be foreseeable before a program area could be considered as impacting a serious offense. For each crime that a program area was considered to impact, three priority points were awarded (total maximum of 21 points - see Table 20 for crime scores).

The same process was utilized in correlating each program area with the problems outlined in the plan and the objectives set for the plan. Again, substantial impact in resolving problems or in reaching objectives was required before a program area was considered to impact problems or objectives. Two priority points were awarded for each problem area which a program area addressed (maximum of 22) and one priority point was awarded for each objective addressed (maximum of 43 points - see Table 21 for problem and objective impact scores).

The total priority points awarded through this scoring system controlled the priority ranking received by each program area. The program area receiving the highest score was ranked number one. The results of the priority setting process are included on Table 22.

Denver's priorities were reached through a process that is independent of decisions relative to the fiscal needs within program areas. The rationale for the independency of the problem prioritization process from the dollar need process is strong. A high priority program area does not, afortiori, require a high dollar allocation for impact. Other important considerations invariably make requests for block grant monies for high priority program areas unnecessary. Existing projects impacting the problem, availability of discretionary funds, necessity for research prior to funding major efforts against a problem or ability to use agency resources or effect intra and inter-agency organizational adjustments to impact a problem are just a few examples of why priority problem areas may not require a relative fiscal priority.

Fiscal priorities, set merely by the quantity of block grant monies requested, are outlined on Table 23 and correlated with our problem prioritization.

Table 20

Priority Setting - Crime Impact by Program Area

Program Area	Crime Impact	Score	Weighted Score (x3)
1-1	Rape, Robbery, Burglary, Auto Theft	4	12
1-2	Rape, Robbery, Burglary, Larceny, Auto Theft	5	15
1-3	Rape, Robbery, Burglary, Larceny Auto Theft	5	15
2-1	None	-	-
2-2	Homicide, Aggravated Assault, Rape, Robbery, Burglary, Larceny, Auto Theft	7	21
2-3	Homicide, Aggravated Assault, Rape, Robbery, Burglary, Larceny, Auto Theft	7	21
3-1	None	-	-
3-2	Homicide, Aggravated Assault, Rape, Robbery, Burglary, Larceny, Auto Theft	7	21
4-1	None	-	-
5-1	Homicide, Aggravated Assault, Rape, Robbery, Burglary, Larceny, Auto Theft	7	21
5-2	Homicide, Aggravated Assault, Rape, Robbery, Burglary, Larceny, Auto Theft	7	21
5-3	Homicide, Aggravated Assault, Rape, Robbery, Burglary, Larceny, Auto Theft	7	21
6-1	None	-	-
6-2	None	-	-
6-3	Homicide, Aggravated Assault, Robbery, Burglary	4	12
7-1	None	-	-
7-2	Robbery, Burglary	2	6
7-3	None	-	-
7-4	Rape, Robbery, Burglary	3	9
7-5	Homicide, Aggravated Assault, Rape, Robbery, Burglary, Larceny, Auto Theft	7	21
8-1	None	-	-
8-2	Robbery, Burglary, Larceny, Auto Theft	4	12
8-3	Robbery, Burglary, Larceny, Auto Theft	4	12
8-4	Robbery, Burglary, Larceny, Auto Theft	4	12

Table 21

Priority Setting - Problem Area and Objective Impact

Program Area	Problem Number Impact	Score (x2)	Objective Number Impact	Score (x1)
1-1	None	-	2, 3, 5, 10	4
1-2	1, 2	4	2, 3, 5, 11	4
1-3	1, 2	4	2, 3, 5, 8, 9	5
2-1	3, 4, 5, 8	8	14, 15, 16	3
2-2	5	2	3, 5, 9, 14, 15, 16	6
2-3	None	-	1, 2, 3, 4, 5, 6, 7, 9	8
3-1	None	-	18, 20, 21	3
3-2	3, 4, 5	6	14, 15, 16, 18	4
4-1	4, 7	4	14, 15, 16, 18	4
5-1	5,6	4	19, 22,	2
5-2	6	2	19, 23, 24	3
5-3	6	2	19, 25	2
6-1	1, 2	4	12, 13, 14	3
6-2	1, 2	4	9, 14, 15	3
6-3	1, 2	4	12, 13, 14	3
7-1	8	2	35, 36, 37	3
7-2	7, 8	4	6, 7, 18	3
7-3	3, 4, 5, 11	8	15, 18, 38	3
7-4	7	2	6, 7, 9, 18	4
7-5	All	22	39, 40, 41, 42, 43	5
8-1	10	2	34	1
8-2	9	2	27, 28	2
8-3	5, 11	4	17, 26, 29	3
8-4	5, 6, 9	6	26, 30, 31, 32, 33	5

Table 22

Priority Setting - Final Ranking

Program Area	Crime Impact Score	Problem Area Impact Score	Objective Impact Score	Total Score	Rank
1-1: Target Hardening	12	-	4	16	13.5
1-2: Public Education	15	4	4	23	9.5
1-3: Community Action	15	4	5	24	8
2-1: Quality Case Development	7	8	3	11	17.5
2-2: Habitual Offender	21	2	6	29	3.5
2-3: Special Operations	21	-	8	29	3.5
3-1: Adult Diversion	-	-	3	3	23.5
3-2: Priority Prosecution	21	6	4	31	2
4-1: Trial Process	-	4	4	8	19
5-1: Offender Diagnosis and Classification	21	4	2	27	5
5-2: Institutional Treatment	21	2	3	26	6
5-3: Community-based	21	2	2	25	7
6-1: Incentive to Report and Prosecute	-	4	3	7	20.5
6-2: Victim-Witness Mgmt. System	-	4	3	7	20.5
6-3: Counseling and Aid to Victims	12	4	3	19	11.5
7-1: Education and Training	-	2	3	5	22
7-2: Equipment Needs	6	4	3	13	16
7-3: Inter-Agency Cooperation and Coordination	-	8	3	11	17.5
7-4: Personnel	9	2	4	15	18
7-5: Planning and Research	21	22	5	48	1
8-1: Shelter Care	-	2	1	3	23.5
8-2: Delinquency Prevention	12	2	2	16	13.5
8-3: Diversion	12	4	3	19	11.5
8-4: Community Rehabilitation	12	6	5	23	9.5

Table 23

1977 Fiscal Priority by Block Request

Area Program Area	Corresponding State Program Area	Fiscal Priority	Problem Priority
1-1	II B	3.5	13.5
1-2	I A	9.5	9.5
1-3	I B	18.5	8
2-1	III B, III D	12	17.5
2-2	III B	18.5	3.5
2-3	III A, III B	9.5	3.5
3-1	IV B, V A	18.5	23.5
3-2	VI A, VI B	6	2
4-1	VII A	18.5	19
5-1	XI A	2	5
5-2	XI C	18.5	6
5-3	XI A	9.5	7
6-1	VII A	18.5	20.5
6-2	VII A	18.5	20.5
6-3	VII A	18.5	11.5
7-1	XII A	6	22
7-2	II B, III C, III D, XII C	6	16
7-3	III C, XII C	18.5	17.5
7-4	III B	18.5	15
7-5	XII B	1	1
8-1	V B	18.5	23.5
8-2	II A	9.5	13.5
8-3	IV A	18.5	11.5
8-4	XI B	3.5	9.5



END