

CRIME BILL -- DOLLARS FOR COLORADO, 1995 - 2000 **(Revised 8/22/94)**

LAW ENFORCEMENT

- * **100,000 POLICE** -- Guaranteed minimum of \$44 million -- more than 500 police officers at \$75,000 per officer.
 - ** Given Colorado's share of the population and the additional \$6.5 billion in discretionary dollars, Colorado should expect a total of about \$134 million over the next 6 years.
 - ** Of the total, up to 85% can be used to hire about 1,500 police officers. At least 15% -- \$20 million -- can be used to help pay the training, overtime and administrative costs of implementing community policing in Colorado.
- * **PRISONS & BOOT CAMPS** -- \$46 million for prison grants, including military-style boot camp prisons. An additional estimated \$46 million is possible if Colorado meets the "Truth in Sentencing" target of second-time violent offenders serving 85% of their sentences.
- * **BYRNE ENFORCEMENT GRANTS** -- \$1 billion in the Trust Fund will help continue full funding for these grants, including Colorado's \$6 million annual share.
- * **RURAL LAW ENFORCEMENT GRANTS** -- \$6.5 million for drug and crime enforcement in Colorado's rural areas.
- * **DISCRETIONARY GRANTS** -- Colorado's law enforcement agencies and courts may apply for:
 - ** \$1,000,000,000 -- Drug Court programs (treatment backed up by drug testing and certain punishment for non-violent offenders currently on probation.) Estimated \$13 million for Colorado -- enough for about 6,600 offenders over six years.
 - ** \$320,000,000 -- Criminal record systems (Brady Law), communications equipment, and DNA testing; and
 - ** \$200,000,000 -- Judges, prosecutors and public defenders (estimated \$3 million for Colorado).

PREVENTION PROGRAMS

- * **LOCAL PARTNERSHIP ACT** -- \$19 million in direct grants to cities and towns in Colorado. Wide discretion permits local governments to use the dollars for education, drug treatment, and jobs programs.
- * **VIOLENCE AGAINST WOMEN ACT** -- \$10 million in grants for police, prosecutors and victims services; \$4 million in grants for shelters for battered women and their children; and Colorado can apply for a share of \$500 million in several discretionary programs.
- * **AFTERSCHOOL AND IN-SCHOOL "SAFE HAVENS" FOR AT-RISK CHILDREN** -- \$9 million for non-profit, community-based organizations in Colorado.
- * **DRUG TREATMENT IN PRISONS** -- \$3.5 million to treat up to an estimated 3,200 drug-addicted prisoners in Colorado prisons over the next 6 years.
- * **LOCAL CRIME PREVENTION BLOCK GRANT** -- \$4.2 million in direct grants to cities and towns for various programs, including:
 - ** **ANTI-GANG GRANTS** -- to give young people positive alternatives to gangs, such as academic and athletic after-school activities, mentoring programs and scout troops.
 - ** **MIDNIGHT SPORTS LEAGUES** -- to give at-risk youth nightly alternatives to the streets, and for the U.S. Olympic Committee to develop supervised sports and recreation programs in high-crime areas.
 - ** **BOYS AND GIRLS CLUBS** -- to establish clubs in low-income housing communities, and to encourage police officers to live in those communities.
 - ** **TRIAD** -- for partnerships between senior citizens groups, police chiefs and sheriffs to combat crimes against elderly Americans.
 - ** **POLICE PARTNERSHIPS FOR CHILDREN** -- for partnerships between law enforcement and social service agencies to fight crimes against children, and for the creation of youth councils to combat crime.
 - ** **VISITATION CENTERS** -- for supervised centers for divorced or separated parents to visit their children in "safe havens" when there is a history or risk of physical or sexual abuse.

- ** **YOUTH DEVELOPMENT CENTERS** -- to develop more effective education, training, research, prevention, diversion, treatment and rehabilitation programs for violent juveniles, including alternatives to school suspension and juvenile court diversion.
- ** **SAFE SENIORS CORRIDORS** -- to provide older Americans with enhanced protection from crime by increasing police presence and crime prevention activities by community groups.
- ** **HOPE IN YOUTH** -- to create Family Outreach Teams composed of youth, parents and school-parent organizers for mentoring, community organizing and peer counseling.
- * **DISCRETIONARY GRANTS** -- State agencies and non-profit organizations may apply for a share of:
 - ** **MODEL INTENSIVE GRANTS** -- \$626 million for intensive, comprehensive and flexible aid to areas, urban and rural, hardest hit by crime and violence.
 - ** **NATIONAL COMMUNITY ECONOMIC PARTNERSHIP** -- \$270 million to extend lines of credit of up to \$2 million to community development corporations to provide small, low-interest loans to businesses in low-income neighborhoods.
 - ** **GANG RESISTANCE EDUCATION AND TRAINING ("GREAT")** -- \$45 million for school-based programs to teach children to resist peer pressure and understand the negative impact of gangs and drugs.
 - ** **URBAN RECREATION AND AT-RISK YOUTH** -- \$4.5 million to expand recreational facilities in high-crime areas.

LINTON, MIELDS, REISLER, & COTTONE, LTD.

CONSULTANTS IN GOVERNMENT RELATIONS

1225 EYE STREET, N.W., SUITE 300, WASHINGTON, D.C. 20005

TELEPHONE: (202) 682-3901

TELEX: 697020

TELEFAX: (202) 842-0821

MEMORANDUM

TO: Bruce Reed
FROM: Ron M. Linton and Charles F. Price
DATE: August 12, 1993
SUBJECT: Police-in-Schools Concept/Denver

In a letter dated July 29, Mark Gearan mentioned he had forwarded to you our concept paper outlining Denver Mayor Wellington Webb's idea for using an existing Department of Education grant assistance program to place police officers in ten Denver high schools to serve as instructors and positive role models for students as well as provide an on-site law enforcement capacity.

In reviewing the President's anti-crime package, we noted the striking similarity between the purposes of Mayor Webb's proposal and the objectives of Mr. Clinton's Safe Schools Initiative, namely that schools should be a safe haven for children, free of weapons, drugs and crime. One difference is that Mayor Webb's idea gives police officers assigned to schools a dual role combining the positive functions of teacher and mentor with the more traditional jobs of crime prevention, security, and investigation. Clearly, however, the Denver proposal is consistent with the aims of the Administration's package.

The President's program, of course, must now work its way through Congress. In the meantime, the ravages of juvenile crime and unrest in the schools continue to take their toll on American youth on a daily basis. Our purpose in writing is to mention to you that since the Denver proposal makes use of existing programs authorized by the Drug-Free Schools and Communities Act of 1986, it could be funded and implemented very quickly. Once in operation, the program could serve as a demonstration of the type of constructive and innovative approach that could be launched in other cities under the President's package, and thus help win support in Congress for the broader initiative.

We would welcome the opportunity to discuss this matter further with you at your earliest convenience. Toward this end, we will call you early next week to determine the next appropriate step.

Thank you for your attention to this important issue.

Jose -
Can you follow up?
TY
BR

Attached!

Clinton Presidential Records Digital Records Marker

This is not a presidential record. This is used as an administrative marker by the William J. Clinton Presidential Library Staff.

This marker identifies the place of a tabbed divider. Given our digitization capabilities, we are sometimes unable to adequately scan such dividers. The title from the original document is indicated below.

Mark's Letter

Divider Title: _____

THE WHITE HOUSE
WASHINGTON

July 29, 1993

Mr. Ron M. Linton
Linton, Miels, Reisler & Cottone
Suite 300
1225 I Street, NW
Washington, DC 20005

Dear Ron:

Thank you for your letter regarding the proposal of Mayor Wellington Webb of Denver to place specially-trained police officers in each of Denver's ten public high schools as mentors.

I have forwarded your letter to Bruce Reed, Deputy Assistant to the President for Domestic Policy, who I'm certain will be most interested in this idea. I'm sure that you will hear from his office, but if you wish to follow up you may do so by calling them directly at 202/456-6515.

Again, thank you for taking the time to write.

Sincerely,



Mark D. Gearan
Director of Communications

cc: Bruce Reed

LINTON, MIELDS, REISLER, & COTTONE, LTD

CONSULTANTS IN GOVERNMENT RELATIONS

RON M. LINTON
HUGH MIELDS, JR.
MELLO COTTONE
JOHN S. HASSELL
CLIFTON B. SMITH
CHARLES F. PRICE
JOHN LAGOMARCINO
MARGE PRICE*
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JAMES HUGGINS
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JOSEPH PERAINO
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MARY MURRAY COKER

GUY PAUL LAND
MICHAEL J. MASTERSON
JAMES B. YOUNG
SUSAN GILSON
TIMOTHY HEATON*
DAVID HOWLETT*
STEVENSON H. MIELDS
CHARLES A. SANTIANGELO
PAIGE SIFFORD

1225 EYE STREET, N.W., SUITE 300
WASHINGTON, D.C. 20005
TELEPHONE: (202) 682-3901
TELEFAX: (202) 842-0621

410 SEVENTEENTH STREET, SUITE 1345
DENVER, CO 80202
TELEPHONE: (303) 825-1959
TELEFAX: (303) 825-4238

*DENVER OFFICE

July 13, 1993

Mr. Mark D. Gearan
Assistant to the President
The White House
1600 Pennsylvania Ave., N.W.
Washington D.C. 20500

Dear Mark:

I need your help with a project that I believe has great value for the President. We represent Mayor Wellington Webb of Denver who has a proposal to place specially-trained police officers in each of Denver's ten public high schools as mentors and positive role models, embracing security within the values of good citizenship.

This idea ties in with the President's goal of increasing police officers' roles in communities, and, while it is a variant of what he has talked about, I believe it is an excellent one.

In the normal course of events, we could get this program funded, but it would be over a substantial time period, probably a year and a half. I believe it has real current political value to the President and can deliver immediate benefits at a relatively low cost. Mayor Webb estimates that this program can be implemented in Denver at \$1 million a year. In order to really move it would require assistance from within the White House. If you agree with me on its merits, I would appreciate your putting me in touch with the appropriate individual with whom to work.

The program involves a partnership of police and school system. It has the potential to reduce juvenile crime, cut school violence and student drug abuse, while motivating young people to complete their education and focus on positive goals.

Denver is suffering from shootings, increased drug activity, gangs home-grown and transplanted from the Los Angeles area, and an increasing population which is afraid to watch television in living rooms for fear of stray bullets. The pocket of trouble I describe is as bad as any anywhere in the country.

Mr. Mark D. Gearan
Page 2
July 13, 1993

Mayor Webb has launched an all-out effort to stop street violence. In addition, he will convene a Safe City Summit in July to bring the community into the planning and prevention. However, he is also concerned about helping the young people who are on the edges of this trouble, those who will return to school in late August. This program is aimed at them.

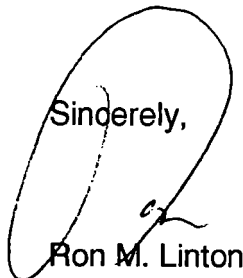
Under the plan, specially-trained police officers would be placed in ten Denver high schools to serve in the role of members of the teaching faculty and positive role models, while providing security in the school environment. It is conceived as a variant of community empowered policing where the students participate through teaching in law enforcement.

The perception of police as instructors and daily participants in the work of education, rather than as law-enforcers patrolling schools to prevent disorder or coming in periodically from outside to quell or investigate an incident, will be a most constructive one in the eyes of the students. Officers participating in the program will be carefully selected for their teaching skills, positive personality traits, and knowledge of gang and drug-related matters. The chief role of these officers will be to supplement the teaching faculty. They will also be of value in addressing immediate crime prevention needs in the schools where they serve and by serving as liaison with the neighborhoods around the schools. They would also be in a position to recognize the early signs of potentially delinquent conduct and, through counseling or other positive interventions, direct students toward more constructive goals.

FY 1993 funds are available from the Department of Education through the Drug-Free Schools and Communities Act of 1986, some on July 1 through the governors' portion of the state grant program and some in September under the emergency grant program. Mayor Webb's project would be eligible for funding under either of these funding programs.

This is a potentially high profile program, and I even suggest that you look at the possibility of the President announcing the program and the award of the grant in Denver when he is there on August 12. Obviously in that short time period, it would require significant White House participation in getting the Department of Education to move its bureaucracy to get this done. I would appreciate your reaction to this.

Sincerely,

A handwritten signature in black ink, appearing to be "Ron M. Linton", is written over the typed name. The signature is stylized with a large, looping initial "R".

Ron M. Linton

ARAPAHOE COUNTY SHERIFF'S OFFICE
COMMUNITY POLICING STRATEGY

1993 Goals and Objectives

ARAPAHOE COUNTY SHERIFF'S OFFICE

COMMUNITY POLICING STRATEGY

BY

SHERIFF PATRICK J. SULLIVAN, JR.

Definition of Community Policing

In recent years, researchers and police professionals have begun to assess traditional police responses to citizen calls for service. Out of this examination has grown community policing. Many distinguished professionals have defined community policing creating a myriad of definitions and some ambiguity about what community policing entails. As such, there are many different tactics and programs being used by law enforcement authorities that are referred to as community policing. For the purpose of this paper, it is necessary for the sheriff's office to review the various definitions and develop a definition that can be used in the Arapahoe County Sheriff's Office.

The first step in defining community policing required an extensive review of the community policing literature. Through this review, we identified approximately 20 "state-of-the-art" publications. An annotated bibliography of these publications is available.

The second step in defining community policing was reviewing definitions. The following definitions of community policing were selected as examples.

Institute for Law and Justice/Police Executive Research Forum

"Community policing is defined by its two key components: community engagement and problem solving. Community engagement is an ongoing dialogue between the police and members of the public. It takes place in a variety of ways. It occurs in formal meetings with the police as well as in routine contacts that take place on street corners. Any contact between police employees and a member of the public is an opportunity for community engagement.

Problem solving is the principal service of the police. Problem solving involves identifying problems in the neighborhood, understanding the conditions that give rise to these problems, developing and implementing solutions tailored to relieve the problems, and determining the impact of the solutions of the problems.

These two components are inseparable. Engaging the community without problem solving provides no meaningful service to the public. Problem solving without engagement risks overlooking the most pressing community concerns and tackling problems that are of little concern to the community with tactics that the community may find objectionable. Further, since community members know a great deal about what goes on in their neighborhood and have access to resources important to addressing problems, their engagement in problem solving is vital to gaining valuable information and mobilizing coordinated responses to problems. Through community engagement, sheriff's office accountability is enhanced because of the need to determine the effectiveness of collaborative problem solving efforts."

"Operation Weed and Seed Implementation Manual," October 1992, pages 6-1 and 6-2.

National Center for Community Policing, Michigan State University

"Community policing is a new philosophy of policing, based on the concept that police officers and private citizens working together in creative ways can help solve contemporary community problems related to crime, fear of crime, social and physical disorder, and neighborhood decay. The philosophy is predicated on the belief that achieving these goals requires that police departments develop a new relationship with the law-abiding people in the community, allowing them a greater voice in setting local police priorities and involving them in efforts to improve the overall quality of life in their neighborhoods. It shifts the focus of police work from handling random calls to solving community problems.

The community policing philosophy is expressed in a new organizational strategy that allows police departments to put theory into practice. This requires freeing some patrol officers from the isolation of the patrol car and the incessant demands from the police radio, so that these officers can maintain direct, face-to-face contact with people in the same defined geographic (beat) area every day. This new community police officer serves as a generalist, an officer whose mission includes developing imaginative, new ways to address the broad spectrum of community concerns embraced by the community policing philosophy. The goal is to allow community policing officers to own their beat areas, so that they can develop the rapport and trust that is vital in

encouraging people to become involved in efforts to address the problems in their neighborhoods. The community policing officer acts as the police department's outreach to the community, serving as the people's link to other public and private agencies that can help. The community policing officer not only enforces the law, but supports and supervises community-based efforts aimed at local concerns. The community policing officer allows people direct input in setting day-to-day, local police priorities, in exchange for their cooperation and participation in efforts to police themselves.

Community policing requires both a philosophical shift in the way that police departments think about their mission, as well as a commitment to the structural changes this new form of policing demands. Community policing provides a new way for the police to provide decentralized and personalized police service that offers every law-abiding citizen an opportunity to become active in the police process."

Robert Trojanowicz and Bonnie Bucquerous, "Community Policing; A Contemporary Perspective," Anderson Publishing Co. Cincinnati, OH, 1990, pgs. 5-6.

International City/County Management Association

"Community-oriented policing contains the following key elements:

- A philosophy and mind-set concerning the incidence and fear of crime that introduces a change in the way police work is done.
- A focus on people accepting responsibility for improving their community and participating in the process of identifying, prioritizing, and providing solutions.
- A willingness on the part of police and local government to share responsibility and power in a community partnership.
- A commitment and team effort by all departments in a local government.
- A focusing of attention on the causes of problems rather than only responding to incidents.
- A drawing on the creativity and resources of individuals and groups both in the community and the local government.

- An establishing of responsibility and accountability for all police issues in a defined neighborhood to the neighborhood police units."

International City/County Management Association, "Workbook. Community-Oriented Policing: An Alternative Strategy," May, 1992, pgs. 36-37.

Another source for developing the definition and comparing the sheriff's office members' definition is a review some of the jurisdictions who are in the process of moving into community policing. The definitions do not mean that these are the specific community policing models that other law enforcement organizations should emulate, but, rather were reviewed to provide further support to the similarity of the community policing concept. Jurisdictions examined included Portland, Oregon, Police Bureau; Seattle, Washington, Police Department; Montgomery County, Maryland, Police Department; and others.

A Contemporary Definition of Community Policing

Our review of the literature and jurisdictional definitions of community policing revealed different definitions with two similar themes: community engagement and problem solving. It is these two themes upon which the Arapahoe County Sheriff's Office definition is based. For the purposes of this paper, the sheriff's office defines community policing as an evolving organizational strategy and personal philosophy based on a set of values emphasizing problem-solving partnerships with neighborhoods which help create and improve communities.

To further describe and clarify our definition of community policing there are several key words that should be discussed. These words, which appear in most definitions, are as follows:

- Partnership
- Problem Solving
- Accountability
- Empowerment
- Service Orientation

Partnership. Partnership is not just a legal term, but a way various entities interact. Partnerships arise out of trust. The belief that successful community policing sites have witnessed stakeholders (Persons and groups directly involved and impacted) working together. They move from cooperating with one another (i.e., at the convenience of each stakeholder) to collaborating (i.e., where each stakeholder gives up some "turf" and/or assumes a different role and takes responsibility for the outcome).

Partnership must occur throughout the organization and neighborhood. Community policing rests on effective partnership within a sheriff's office, other law enforcement and justice agencies, other city, county and state government departments, other service providers, and the citizens and groups within a neighborhood.

Problem Solving. Effective problem solving rests with the idea that by working together (citizens and government, and in this case, the sheriff's office) a neighborhood can better identify and solve problems that adversely effect that neighborhood's quality of life. Effective problem solving suggests a more in-depth search of the underlying causes that create the issue, rigorous application of problem-solving techniques, and the involvement of those most knowledgeable about the issue.

Accountability. Accountability has been a mainstay in policing, ensuring the proper use of the power given to law enforcement. Accountability within the community policing environment suggests even broader application and different approaches. Empowering neighborhood sheriff's deputies to expand their use of discretion to better respond to the neighborhood concerns requires changes in the traditional law enforcement organization theory of command and control.

Community policing will require substantial leadership through a set of values (i.e., the beliefs of an organization and standards of conduct and activity). These values must be accepted and promulgated by the Sheriff and the county's administration. Accountability in a community policing environment also means a new understanding and relationship between the sheriff's office and the neighborhood-one that establishes a mutual accountability (i.e., sheriff's office and citizens accountability to each other).

Empowerment. Empowerment, as seen in the community policing environment, is directed at both the sheriff's office organization and the neighborhood. Empowerment occurs both internally and externally in the sheriff's office and the neighborhood. Within the sheriff's office organization we see greater decentralization and increased autonomy by the line deputies to effectively respond to the citizens and neighborhoods. We see the need for substantial "buy-in" by sheriff's office commanders and supervisors to allow individual deputies the freedom to take risks and support them regardless of the outcome.

The second empowerment is the citizen and neighborhood. The community must be brought into the sheriff's office policy-setting procedure. The citizen must have equal if not exclusive "power" to nominate the issues that the partnership shall address and the tactics that each will be used to address those problems. The citizen must also have the "power" to articulate the desired outcomes.

Service Orientation. Underlying community policing is that the citizen is the "customer" and community policing stresses customer satisfaction. The sheriff's office must become more aware of, responsive to, and sensitive to specific neighborhood needs. The sheriff's office must accept that crime is not the only driving force establishing sheriff's office priorities, that other disorders and conditions may be more important to the citizen and need to be addressed first.

The citizen must have input as to expected outcomes. The sheriff's office must move from a process orientation to more a results orientation. This service orientation requires the sheriff's office get to know and understand the neighborhood citizens. The sheriff's office policies, procedures, and practices must support this shift toward a more personalized police service.

* * * * *

ARAPAHOE COUNTY SHERIFF'S OFFICE

COMMUNITY POLICING STRATEGY

1993 GOALS AND OBJECTIVES

A Time for Change

Over the past five years, sharp increases in violent crime, gangs and drugs have impacted the quality of life for the citizens, neighborhoods, institutions, and businesses of unincorporated Arapahoe County, and strained the resources of the Arapahoe County Sheriff's Office.

It's time for a change. Crime and public safety are community problems. The community and the Sheriff's Office must work together to solve them. Through our Community Policing Strategy, a partnership has been created and a process initiated to make unincorporated Arapahoe County a safer, more livable community.

Community Policing puts the Sheriff's Office and citizens arm-in-arm to reduce fear of crime and restore safety. Arapahoe County Sheriff's Office resources will be more closely aligned with neighborhood and business district boundaries. Community Policing encourages and builds upon the success of Sheriff's Office and community cooperative problem-solving and recognizes the important role of other County offices, departments and agencies in crime and public safety issues.

Transition to Community Policing

Community Policing is an ongoing planning and evaluation process. It views change as critical to success.

This document outlines the 1993 steps of this process. It sets in motion a community-driven process to shape our dynamic

organization. The basic mission of the Sheriff's Office will remain intact, but, its emphasis and form will change.

What the Sheriff's Office will look like in five years cannot be accurately predicted at this time, but, it will certainly be different as a result of continuing input, evaluation and restructuring. This document is a guide for action in 1993. It identifies the necessary foundation to be laid to achieve the goals and objectives of the Community Policing Strategy.

A Time for Action

It's time for action. Extensive involvement, energy, and creativity have generated an unprecedented commitment to change. This momentum must be sustained by bold actions and concrete steps to make the vision of Community Policing a reality.

All are stakeholders and share equally in the process of shaping this new mission - citizens, the Sheriff's Office, other agencies and County government. Each must be willing to get involved, take initiative and cooperate. Building good working relationships will help us build a renewed organization to significantly improve the safety and livability of unincorporated Arapahoe County.

Community Policing Statement of Purpose

The Arapahoe County Sheriff's Office is transitioning to a community-based philosophy of policing that encourages more citizen participation in crime reduction and allows greater coordination with other County offices, departments and other agencies to address crime-related problems. Sheriff's Deputies will be catalysts who bring the necessary resources to bear on specific community safety problems throughout unincorporated Arapahoe County.

Community Policing is a strengthening of the partnership among citizens, deputies, public and private agencies. All are joint

stakeholders in the vitality and livability of unincorporated Arapahoe County's neighborhoods and business districts. Community Policing expects a reduction in the fear of, and occurrence of, crime through cooperative resolution of immediate community safety problems and identification of root causes and remedies for crime and disorder.

Citizens and Sheriff's deputies will mutually participate in, and be responsible for strategy, design and problem solving that emphasizes comprehensive responses to criminal incidents. The key to problem solving is joint empowerment of Sheriff's deputies and citizens to allocate public and private resources as dictated by the uniqueness of the problem and its most effective and efficient resolution. Essential to this process are flexible Sheriff's Deputies with good interpersonal communication skills who take a vested interest in, and are sensitive to, the cultural and ethnic diversity of the areas they serve.

The Sheriff's Office is committed to fostering a proactive organizational climate that rewards its employees for initiative, innovation, citizen involvement, and consensus building in problem resolution. The Sheriff's Office encourages decentralization of Sheriff's Office resources and delegation of decision making to those persons or units most impacted by the identified community safety problem.

The Sheriff's Office has designed this incremental plan to gradually transition into Community Policing. This is a process of organizational development which will examine, evaluate and restructure, as necessary, Sheriff's Office resources, policies and practices. This transition plan is a guide to facilitate an orderly transition and to insure the continuation of Community Policing as a major part of the basic mission and the operational philosophy of the Sheriff's Office.

Mission Statement

Old Mission Statement

"The Sheriff's Office is responsible for the preservation of the public peace, protection of the rights of persons and property, the prevention of crime, and the enforcement of all Federal laws, Colorado state statutes and County ordinances within the unincorporated boundaries of the County of Arapahoe. The Sheriff's Office provides certain County wide services such as operation of the Detention Facilities and providing District Court and County Court services."

Transition:

Mission Statement

"The mission of the Arapahoe County Sheriff's Office is to work with all citizens to preserve life, liberty and the pursuit of happiness, respect human rights, protect property, maintain a peaceful community, and promote individual responsibility and community commitment."

GOAL 1.0 PARTNERSHIP

Develop a partnership with the community, the Board of County Commissioners, other county offices and departments, service agencies and the criminal justice system.

The County's well-being, and even continued existence is influenced by the concept of partnership. A partnership is joint ownership and participation in an interest common to two or more parties. A community has common interests, attributes and values. A viable community is marked by participation and interaction among the citizenry, governmental bodies, businesses, civic organizations, schools and churches on issues that impact the community. The philosophy of the community policing emphasizes that the Arapahoe

County Sheriff's Office functions as an integral part of the criminal justice system and the community, not apart from them.

Partnership among the Sheriff's Office, the criminal justice system, other governmental agencies and the citizenry must be the underlying framework for addressing all public safety-related problems facing the community. Within this system, the operative phrases are never "the citizens don't care" or "the Sheriff's Office can't do anything," but instead, "how can we solve this problem?" or "how can we work together for improvement?" This partnership is not merely a convenience or an uneasy alliance during an emergency, but rather a continuous relationship for accomplishing the public safety mission.

Partnership in Community Policing is analogous to a successful marriage. It requires commitment, cooperation and communication. Its foundation is rooted in openness, trust and a sincere desire to value mutual interests and concerns. There is also a strong commitment to one another during periods of change or occasional conflicts. The partners learn to expand, adapt and grow into a better relationship.

"GOAL"

1.0 Partnership:

Develop a partnership with the community, Board of County Commissioners, other County offices, departments, service agencies and the criminal justice system.

"OBJECTIVES"

1.1 Calls for Service Referral:

Refer calls for service to appropriate agency when not best served by Sheriff's Office.

1.2 Criminal Justice/Law Enforcement Coordination:

Maximize communications and coordination with the criminal justice system and other law enforcement agencies.

1.3 County Participation:

Maximize communication and coordination with Board of County Commissioners.

1.4 External Agency Coordination:

Maximize communication and coordination with service agencies.

1.5 Neighborhood Participation:

Maximize communication and coordination with neighborhoods and homeowner associations. Assign Patrol Division deputy to one or more homeowners association and/or Neighborhood Watch group within his assigned patrol district.

1.6 Private Business Coordination:

Improve communication and coordination with businesses and private security representatives. Assign Patrol Division deputy to each merchants/business association within his assigned patrol district.

GOAL 2.0 EMPOWERMENT

Develop an organizational structure and environment that reflects community values and facilitates joint citizen and employee empowerment.

Community Empowerment

An empowered community possesses the capability and determination to impact crime, livability and economic conditions as these factors relate to its members. Empowered citizens participate in

community affairs with a sense of ownership and responsibility for the larger community as well as individual neighborhoods and business districts. Within this environment, the whole is greater than the sum of the parts. This combination of efforts generates sufficient power to offset the influence of negative factors such as crime, drug abuse, dysfunctional families and poverty.

Citizen Empowerment

Maintaining an atmosphere of empowerment requires consistent effort and involvement on multiple levels. Empowerment is a reciprocal relationship between the government and residents of the community. Governmental bodies and agencies are empowered by citizens through the democratic process to deliver services for the benefit of the community. Community Policing, in turn, empowers the community to participate in the delivery of policing and other services to provide greater impact on public safety problems. The community values and priorities are directly reflected in the nature and direction of Sheriff's Office service delivery. Within the Sheriff's Office, the process of citizen empowerment produces empathy, efficient service delivery and joint problem solving that marshals all available public and private resources for enhanced overall safety and an increased perception of security.

Employee Empowerment

The process of empowerment within the Sheriff's Office is another important element of Community Policing. Empowered managers clearly understand their role and are allowed to make decisions and commit resources to accomplish their charge. Empowerment is facilitated when decision making, innovation, and creativity are encouraged on all levels of the organization. These conditions within the organization enhance reciprocal empowerment between the Sheriff's Office and the community in the form of increased public support for, and involvement in, the criminal justice system.

"Goal"

2.0 Empowerment:

Develop an organizational structure and environment that reflects community values and facilitates joint citizen and employee empowerment.

"Objectives"

2.1 Public Affairs and Information:

Enhance Arapahoe County Sheriff's Office image, information exchange and public awareness of Community Policing.

2.2 Recruitment and Hiring:

Develop recruiting and hiring practices consistent with community characteristics and needs.

2.3 Increase Community Operational Input:

Increase community involvement in Sheriff's Office operations.

2.4 Structure and Function Decentralization:

Decentralize Arapahoe County Sheriff's Office in function and structure where and when possible.

2.5 Decision Making Decentralization:

Decentralize Arapahoe County Sheriff's Office decision making where and when possible.

2.6. Review Outside Reports:

Analyze for possible implementation all recommendations formulated by external reviews of Sheriff's Office operations and management. Complete the reaccreditation process of the Commission on Accreditation for Law Enforcement Agencies, Inc. by July 1993.

GOAL 3.0 PROBLEM SOLVING

Enhance community livability through use of proactive, problem-solving approaches for reduction of incidence and fear of crime.

From its origins the police have applied law enforcement and a highly visible presence to maintain public safety and order in the community. Significant interaction occurred between the "cop on-the-beat" and citizens to solve neighborhood problems. This concept of problem solving has slowly eroded due to the sheer magnitude of criminal activity and drug abuse, excessive workloads, inadequate police staffing, and an overburdened criminal justice system. Today, the Sheriff's Office, like most U.S. police agencies, has been reduced to taking a primarily reactive rather than proactive approach to crime. Sheriff's deputies respond to the immediacy of a criminal incident within limited time constraints and options.

Community Policing represents a rebirth or renewal of a problem-solving approach to policing for the Arapahoe County Sheriff's Office. Criminal incidents and disruptive behavior are addressed as symptoms of problems, causation is studied, alternatives developed, and solutions identified. This allows resolution of issues in a more permanent and substantive way, not by a mere masking of symptoms. Problem solving necessitates short-term and long-range planning. It also signifies a switch from the reactive mode of operation to one where problems are anticipated and prevented such as the current assignment of Crime Prevention

Section deputies to specific secondary schools in the unincorporated area of the County.

Traditionally, deputies have primarily relied upon available internal Sheriff's Office resources. The Sheriff's Office is presently often viewed as the sole responsible entity (public and private) for reduction of the incidence and fear of crime. The goal of problem solving in Community Policing is to position the Sheriff's Office as the catalyst among many public and private resources. The law enforcement organization becomes a means to an end, rather than the end itself. Problem solving requires a mental outlook that stresses product, rather than process; satisfaction with solutions rather than traditional responses. Together, the community takes responsibility with the Sheriff's Office for identification of significant issues and works in partnership with government to address them. The Sheriff's Office, placing a high priority on the Neighborhood Watch Program, is an ongoing example of this partnership operating in every subdivision with a retail version being developed for retail merchants and the school Crime Stoppers Program in middle schools and high schools.

"Goal"

3.0 Problem Solving:

Enhance community livability through use of proactive, problem-solving approaches for reduction of incidence and fear of crime.

"Objectives"

3.1 Laws and Ordinances:

Identify modifications needed to existing laws and ordinances or create new ones to help facilitate Community Policing strategies.

3.2 Planning Function:

Establish a permanent planning function within the Arapahoe County Sheriff's Office.

3.3 Crime Reduction:

Reduce crime, fear of crime and conditions that contribute to crime and disorder. Continue to develop new Neighborhood Watch groups and meet at least annually with an existing Neighborhood Watch group.

3.4 Neighborhood Problem Analysis:

Establish a neighborhood problem analysis function and identify solutions.

3.5 Conduct Demonstration Projects:

Establish Demonstration Projects and evaluate strategies. (Sierra Vista, Wonderview, Fox Ridge Mobile Home Park).

3.6 Workload Reduction:

Reduce individual and unit workloads wherever possible to facilitate innovation and problem-solving opportunities. Expand utilization of Desk Officer Program, Posse and Cadet personnel.

GOAL 4.0 ACCOUNTABILITY

Foster mutual accountability for public safety resources and strategies among sheriff's office management and employees, the community and the Board of County Commissioners.

Accountability among citizens, police and other governmental agencies is a form of mutual checks and balances within the

community. As with the goal of empowerment, reciprocity among these players is a key element of accountability within the context of Community Policing. Each partner in Community Policing must understand their responsibility for clearly identified, different tasks. Where this occurs, a sense of obligation is fostered and the values necessary for Community Policing are nurtured and sustained.

Leadership

Leadership is central to the concept of accountability. Leaders set the pace and tone for the organization through their attitudes, policies, practices and actions. Leaders seek responsibility and challenge while understanding that effective leadership is "leadership by example" in all behavior and performance expected of their subordinates. Leaders must also be sensitive to the needs and expectations of employees and value their input and participation in administration and operations.

Citizen Accountability

Accountable citizens are involved in their community far beyond mere living and working in the area. These citizens participate as members of civic organizations, such as homeowner associations, parent/teacher organizations, the electorate, inform elected officials of their expectations, and hold them accountable for performance. They refuse to be passive bystanders in any matter impacting their community. Accountable citizens get involved and offer solutions for community problems.

Political Accountability

In democracies, citizens elect public officials and hold them accountable for their activities, and those of their subordinates. Community policing enhances political accountability when the Sheriff and the Board of County Commissioners works with citizens and Sheriff's Office to jointly establish more effective means to

hold the Sheriff's Office, and the Board of County Commissioners, more accountable for their behavior and the quality and quantity of service provided. Community Policing provides the mechanism for determining what level of resources is appropriate for existing and future problems. This is an important process with the November, 1992 passage of Colorado Constitutional Amendment #1, "The Taxpayers Bill of Rights".

Sheriff's Office Accountability

An accountable law enforcement agency is characterized by internal and external openness in responding to community-defined problems and applying innovative as well as traditional law enforcement techniques. Members of an accountable law enforcement agency are held to the highest standards of ethics and professionalism and will accept nothing less from their peers. Managers in this environment analyze problems, make efficient and effective use of resources entrusted to them, and answer for their performance - the sheriff's performance is scrutinized every four years through the election process.

Accreditation

A law enforcement agency may be evaluated by a formal process known as accreditation. The Arapahoe County Sheriff's Office has successfully completed the following accreditation processes:

The Commission on Accreditation for Law Enforcement Agencies, July 24, 1988.

The National Commission on Correctional Health Care, November 11, 1989.

Colorado Association of Chiefs of Police Professional Standards Certificate Award 1990.

The Commission on Accreditation for Corrections and the American Correctional Association, January 14, 1992.

"Goals"

4.0 Accountability:

Foster mutual accountability for public safety resources and strategies among Sheriff's Office management and employees, the community and the Board of County Commissioners.

"Objectives"

4.1 Fiscal Practices and Policies:

Review all fiscal practices and policies and revise, as needed, to ensure compliance with the passage of Constitutional Amendment #1 on November 3, 1992.

4.2 Management Practices and Policies:

Make a transition to new management practices and policies consistent with the mission of Sheriff's Office and the implementation of Constitutional Amendment #1.

4.3 Program Evaluation:

Enhance productivity through continual evaluation and necessary revision of Arapahoe County Sheriff's Office programs.

4.4 Personnel Appraisal System:

Review the personnel appraisal system used to continually evaluate all Sheriff's Office personnel to ensure

attainment of Community Policing goals and the Sheriff's Office mission.

4.5 Community Accountability:

Develop a community accountability process. Continue to monitor the results of customer service surveys by the Crime Prevention Section, the Patrol Division and the Investigation Division.

4.6 Accreditation:

Complete the Commission on Accreditation for Law Enforcement Agencies Reaccreditation Process by mid 1993.

GOAL 5.0 SERVICE ORIENTATION

Develop a customer orientation in our service to citizens and our sheriff's office members.

Police Services Delivery

The Sheriff's Office is analogous to a business in that it has a "customer" which is the public and a "product" or "service" which are the law enforcement services it performs. A principal difference, however, is that the Sheriff's Office customers are also its major stockholders and its product has greater impact on citizens' lives than the limited provisions of a product warranty.

That nature of society, crime and conflict dictates that all contact between the Sheriff's Office and citizens will not be positive. "Customers" who have comments on Sheriff's Office service quality should receive prompt attention and follow-up and be satisfied that the Sheriff's Office has truly listened and responded appropriately to their suggestion, commendation or complaint. Also, some recipients of law enforcement or detention services, i.e. criminals and suspects, may not have a legitimate

claim to customer satisfaction. In all instances, however, the Sheriff's Office must strive for objectivity in the application of the professional and ethical application of the law and be restrained in the use of law enforcement authority and the use of force.

External Customers - The Public

Within contemporary society, the Sheriff's Office often may not solve all problems they confront. However, it is vital for the Sheriff's Office to do whatever is possible in a positive manner evidencing empathy and respect for the citizen. A service orientation also requires that all members employ innovation and problem-solving techniques which address a variety of citizen needs. Citizens will help the Sheriff's Office set clear standards for customer service, clarifying service expectations of the community, and continually evaluate our performance.

Internal Customers - Sheriff's Office Employees

True service orientation within a law enforcement agency can only occur when it is institutionalized and embraced on all levels of the organization. Ownership of organizational goals is enhanced on all levels through employee recognition, assignments and promotions based on performance and merit. Employees who feel valued and who have opportunities to realize their potential tend to transmit positive feelings, enthusiasm, and concern to the community. Also, deputies must have logistical support and sufficient time during shifts to deliver services. This requires effective resource allocation and management focused as much on quality as well as quantity.

"Goal"

5.0 Service Orientation:

Develop a customer orientation in our service to citizens and our Sheriff's Office members.

"Objectives"

5.1 Internal - Employee Needs and Satisfaction:

Be responsive to employee needs, performance and participation.

5.2 External - Employee Community Policing Training:

Train all Sheriff's Office personnel in Community Policing strategies and techniques to implement an effective customer service orientation.

GOAL 6.0 PROJECT MANAGEMENT AND DIRECTION

Develop a process for overall management and direction of the community policing strategy transition.

Implementation of Community Policing for Arapahoe County Sheriff's Office is an undertaking of great magnitude. It will realign department and government resources to attain the goals and objectives established by the community over a five year period. The ongoing process will impact the citizens of Arapahoe County and the entire metropolitan area. The Arapahoe County Sheriff's Office began a transition process in 1992 that will continue for five years and beyond. Each year the plan will be brought up to date and a new plan will emerge.

The potential impact on the community, members of the Sheriff's Office, other governmental agencies and the public resource based demands that the various processes and projects be controlled by sound management practices and techniques. An orderly process is required to manage the many implementation work tasks; keep the projects on schedule; track key events; keep the Sheriff's Office,

Board of County Commissioners and public informed; and provide a central focus for budgeting. The Sheriff's Office will merge its planning efforts into the County's strategic planning process, so its efforts are compatible with the County's goals and budget plans.

Effective project management and controls are building blocks to ensure that the foundational concepts and values of Community Policing are fully realized. The planning and refining process will determine that resources match the size and scope of the problem.

The key to ultimate success in transforming the vision of the Community Policing Strategy into operational reality is a committed community, County government and Sheriff's Office working together with adequate fiscal support, necessary skills and a shared vision of how our community will restore the livability and safety we once enjoyed.

"Goal"

6.0 Project Management and Direction:

Develop a process for overall management and direction of the Community Policing transition.

"Objectives"

6.1 Work Plan:

Develop a detailed work plan with assigned accountability, time frames, major milestones, work products, and budgets.

6.2 Management Information System:

Design a management information system to monitor progress of all implementation activity.

OUTCOME AND RESOURCES

The Transition to Community Policing

The planning effort that resulted in this Transition Document has identified two strategic components to guide the 1993 implementation period:

Refining the Organization. The Sheriff's Office must maximize the operating efficiency of existing resources so additional resources for Community Policing will be identified and wisely deployed. The Sheriff's Office must revise its direction as a result of the continuing internal and external input of the strategic planning process. Like a ship, the Sheriff's Office must take frequent navigational sightings and make occasional course corrections to safely reach its destination of mission accomplishment and implementation of Community Policing.

Retooling the Organization. While refining the organization, the Sheriff's Office will be laying the foundation for Community Policing. The vision of Community Policing will not become reality by merely reorganizing the Sheriff's Office. It requires a total transformation of the organizational culture to a service orientation. It calls for direct commitment of every level and in every activity of the organization. Like the U.S. auto industry, the Sheriff's Office must retool to convert its product line to be more streamlined, efficient, and responsive to its customers - the community.

Each of these components will be involved as the Sheriff's Office realigns the organization to its new mission statement. During the year, the concentration will be on identifying operating

efficiencies and the processes and projects that lay the foundation for Community Policing. In subsequent years, resources and effort will be increasingly shifted to the refining and retooling components as Community Policing is incrementally implemented.

1993 Refining

The Sheriff's Office will begin the process of maximizing operating efficiency during 1993 by assigning high priority to the thorough evaluation of different work efforts, such as the 1992 implementation of the "Confirmed Need Alarm Response Policy" to address 7,918 alarms in 1991 with greater than 99% being false alarms and the 1990 \$200.00 bond Warrant Arrest Limitation policy. These policies will be evaluated for greater efficiencies, increased effectiveness, and their contribution to moving the organization into Community Policing.

Ongoing Strategic Planning. A comprehensive strategic plan will be produced to guide subsequent year activities and serve as a program and budgeting document for fiscal years 1994 - 1996 resource requirements.

Demonstration Projects. Historically, the Sheriff's Office has planned, implemented and evaluated new programs almost entirely within the Sheriff's Office organization environment. Early in the planning process, the command staff identified the need to conduct demonstration projects to test and evaluate various Community Policing activities.

The targets were evaluated and three problem areas, Sierra Vista, Wonderview and Fox Ridge Mobile Home Park, were selected for potential demonstration projects using the following criteria:

Community Acceptance. Within an area of the County with residential and business acceptance of, and participation in, the demonstration project.

Visibility. A tangible, concrete and high profile project.

Feasibility. Ability to complete within known resource constraints.

Validity. Objective measurability of expected outcomes.

* * * * *

ARAPAHOE COUNTY SHERIFF'S OFFICE

PATROL DIVISION - 1993 GOALS AND OBJECTIVES

The responsibility for initial response to citizen's reports of crimes and other service needs lies with the Patrol Division. Pro-active and re-active Patrol procedures are incorporated to provide the detection and prevention of crime in the County, as well as the apprehension of offenders. Community policing techniques are employed to enhance response and cooperation between the Department and the Citizenry. There exists an ever increasing interaction between the Community and the Patrol Division through homeowners association meetings, neighborhood watch, school programs and business programs.

Goal 1

- 1.0 Assign Patrol Division Deputy one or more **Homeowners Association and/or Neighborhood Watch Groups** within their assigned district.

Objectives 1

- 1.1. Each Patrol Deputy will be responsible to attend homeowner association and/or neighborhood watch meetings.
- 1.2. Attendance will increase the interaction between citizen groups and Arapahoe County Sheriff's Office.

Goal 2

- 2.0 Assign Patrol Division Deputy one or more **Merchants/Business Associations** within their assigned district.

Objectives 2

- 2.1 Each Patrol Deputy will be responsible to attend meetings with the merchants/business associations.
- 2.2 Deputies and/or Supervisors will attend meetings of various associations in their districts, time and call load permitting. Attendance will increase the interaction between citizen groups and Arapahoe County Sheriff's Office.

Goal 3

- 3.0 Assign a Patrol Division Deputy TDY to the Investigations Division for at least one week, to enhance their abilities in completing investigations.

Objectives 3

- 3.1. Deputies will be assigned TDY to Investigations during their normal day, shift tour.
- 3.2. Patrol schedules will be adjusted to allow additional personnel off.

Goal 4

- 4.0 Reduce time spent on low priority calls.

Objectives 4

- 4.1. Presently the Patrol Division responds to approximately 45 calls per month on vehicle lock-outs.
- 4.2. Change current policy to respond only to emergency situations, i.e. baby locked in vehicle.
- 4.3. Review other low priority calls and assign to the desk officer.

Goal 5

- 5.0 Increase use of the Desk Officer, posse, cadets and deputies on light duty.

Objectives 5

- 5.1. Increase the Desk Officer responsibilities to handle more low priority reports.
- 5.2. Utilize posse, cadets and deputies on light duty and expand the number of on-duty hours.

Goal 6

6.0 Develop an auxiliary to augment the posse.

Objectives 6

- 6.1. Develop an auxiliary program of personnel to be a step between our Cadet Program and a regular Posse Officer.
- 6.2. Write a policy to cover recruitment, selection training and duties.

Goal 7

7.0 **Reduce overtime.** Look at a schedule on busy shifts of having scheduled Posse members as additional units.

Objectives 7

- 7.1. Work out a fixed schedule to be manned by posse personnel.
- 7.2. A fixed schedule will assist patrol supervisors in scheduling personnel for busy shifts.

Goal 8

8.0 Review the feasibility of a mail-in report.

Objectives 8

- 8.1. Contact law enforcement agencies that use/or have used a mail-in report system.
- 8.2. If feasible implement on a trial basis with selective types of reports.

Goal 9

9.0 **Transfer DRE** (Drug Recognition Expert) to the Detention Division

Objectives 9

- 9.1. Train detention deputies as DRE's.
- 9.2. Training to be accomplished by Patrol Division Instructor.
- 9.3. Write a training package for Patrol Deputies to be more aware of drug symptoms in people/suspects they come in contact with.

Goal 10

10.0 Develop a Model Traffic Code.

Objectives 10

- 10.1. Contact Sheriff offices in Colorado to obtain information planning and implementing a model traffic code.
- 10.2. Provide accident investigation training to ACSO deputies.
- 10.3. Develop an agreement with CSP to assist with serious injury and fatal accidents until necessary personnel are trained.

ARAPAHOE COUNTY SHERIFF'S OFFICE
PATROL DIVISION
MONTHLY REPORT
DEC 1992

ACTIVITY	LAST MONTH	THIS MONTH	% CHANGE	LAST YEAR	THIS YEAR	% CHANGE
MILES	81328	79374	2.40-	1052549	1024709	2.64-
OFFENSE REPORTS	454	518	14.09	6874	6699	2.54-
INCIDENT RPRTS	289	267	7.61-	3435	3817	11.12
H. B. O.	2572	2551	.81-	32422	33807	4.27
OTHER REPORTS	433	448	3.46	5674	5973	5.26
ON VIEW CALLS	94	99	5.31	1784	1355	24.04-
OPEN DOORS	68	55	19.11-	812	856	5.41
CALL ASSISTS	1322	1295	2.04-	17202	16808	2.29-
F.I. CARDS	90	78	13.33-	1529	1464	4.25-
BAR CHECKS	127	127		1242	1549	24.71
BUSINESS CHECKS	2202	2388	8.44	20824	26463	27.07
BUILDING CHECKS	5516	3737	32.25-	42373	48378	14.17
CITIZEN ASSISTS	452	441	2.43-	4063	5233	28.79
DETAILS	2951	2885	2.23-	34127	35804	4.91
TRAFFIC CONTACT	752	773	2.79	10579	9621	9.05-
CRIMINAL SUMMON	80	97	21.25	1505	1371	8.90-
TRAFFIC SUMMONS	252	234	7.14-	4532	3368	25.68-
CURFEW CITATION	10	19	90.00	277	214	22.74-
MISDEMEANOR ARR	206	228	10.67	3381	2896	14.34-
FELONY ARRESTS	27	38	40.74	524	469	10.49-
JUVENILE ARREST	53	57	7.54	890	896	.67
ADULT ARRESTS	177	204	15.25	2919	2396	17.91-
D U I ARRESTS	26	33	26.92	455	362	20.43-

ARAPAHOE COUNTY SHERIFF'S OFFICE

INVESTIGATIONS DIVISION - 1993 GOALS AND OBJECTIVES

GOAL 1- To evaluate and modify the community oriented investigations concept within the Investigations Division, with a vision of all general assignment Investigators by January 1, 1994.

OBJECTIVE 1.1 - Develop and present cross training opportunities to all Division members by December 1, 1993, in order to ensure and appropriate foundation for general assignments.

OBJECTIVE 1.2 - Assign crime specific coordination responsibilities to individual Investigators in order to ensure effective communication within the Sheriff's Office and with other criminal justice agencies.

OBJECTIVE 1.3 - Ensure that Investigators participate in Homeowner's Association Meetings and similar gatherings which impact various assignments through 1993.

OBJECTIVE 1.4 - Modify Victim Assistance Program assignments in order to compliment and support the community oriented investigations concept by March 31, 1993.

OBJECTIVE 1.5 - Present training/information to Sheriff's Office personnel regarding the community oriented investigations concept by June 1, 1993.

OBJECTIVE 1.6 - Present fifteen (15) hours of training regarding total quality management to the Investigations Division by August 31, 1993.

OBJECTIVE 1.7 - Ensure that property is returned to crime victims in a timely manner.

OBJECTIVE 1.8 - Evaluate and streamline the process utilized for the resolution of issues regarding vehicles which are towed by Sheriff's Office direction, by June 1, 1993.

GOAL 2- Evaluate and implement modifications to the process of managing criminal investigations.

- OBJECTIVE 2.1 - Evaluate and streamline where appropriate, the investigation of "short" or closed account checks by April 15, 1993.
- OBJECTIVE 2.2 - Develop and implement a "customer satisfaction" survey instrument by June 1, 1993.
- OBJECTIVE 2.3 - Participate in regularly scheduled meetings with members of the District Attorney Staff, in order to resolve problems and anticipate resolutions to pending challenges through 1993.
- OBJECTIVE 2.4 - Continue to promote interdivisional communication within the Sheriff's Office through 1993.
- OBJECTIVE 2.5 - To "fine tune" the Investigations Division response to major/complex incidents by June 1, 1993.
- OBJECTIVE 2.6 - To implement a "voice mail" system within the Investigations Division by July 1, 1993, in order to serve the community in the most effective manner possible.
- OBJECTIVE 2.7 - Streamline the process utilized to investigate matters involving the "escape" of subjects from alternative sentencing programs.

GOAL 3- To develop and implement an action plan regarding the Investigations Division responsibilities during the August, 1993 Papal visit.

- OBJECTIVE 3.1 - To establish an intelligence reporting system by February 15, 1993.
- OBJECTIVE 3.2 - To participate in regularly scheduled planning sessions with individuals and groups responsible for security and intelligence.
- OBJECTIVE 3.3 - To present training regarding VIP/sight security by June 1, 1993.

GOAL 4- To continue to support law enforcement efforts regarding the trafficking of controlled substances.

OBJECTIVE 4.1 - Continue support of the South Metro Drug Task Force through direction, manpower and funding.

OBJECTIVE 4.2 - To modify current procedures at the South Metro Drug Task Force, to ensure more of an intelligence driven operation.

OBJECTIVE 4.3 - To evaluate and support the Rocky Mountain Unified Intelligence Group through 1993.

OBJECTIVE 4.4 - To continue to assign one Investigator to the DEA Task Force.

GOAL 5- To continue to deal with issues of hazardous materials and SARA Title III.

OBJECTIVE 5.1 - To complete responder training for Fire Departments by April 30, 1993.

OBJECTIVE 5.2 - Provide a modem at the Environmental Crime Section Office by February 28, 1993, in order to ensure effective communication and information sharing.

OBJECTIVE 5.3 - To prepare and present basic explosive procedure familiarization training to agencies of the criminal justice system by March 31, 1993.

OBJECTIVE 5.4 - Continue to actively participate with the Arapahoe County Hazardous Material Response Board of Directors.

GOAL 6- To maintain and support the current organization of the Investigations Division, in order to ensure continued high quality of service delivery.

- OBJECTIVE 6.1 - Research personal computer utilization and provide applicable training to Division members by May 31, 1993.
- OBJECTIVE 6.2 - Evaluate Investigations Division responsibilities at Fiddler's Green and make appropriate recommendations by February 28, 1993.
- OBJECTIVE 6.3 - Evaluate the work environment and make appropriate recommendations by March 31, 1993.
- OBJECTIVE 6.4 - Modify interview room environment by June 30, 1993.
- OBJECTIVE 6.5 - Complete bar coding process for all evidence items by May 31, 1993.
- OBJECTIVE 6.6 - Monitor status of remote evidence storage location and explore all alternative sites that may provide a permanent location.
- OBJECTIVE 6.7 - Formalize the mandatory training for newly assigned Investigators by March 15, 1993.
- OBJECTIVE 6.8 - Provide training to all newly assigned Investigators through 1993.
- OBJECTIVE 6.9 - Make grant applications to funding sources to ensure the continued service of Domestic Violence Court Liaison.
- OBJECTIVE 6.10 - Challenge all members of the Investigations Division to succeed with a positive approach and a solid vision for the future.

GOAL 7- To prepare the 1994 Division budget.

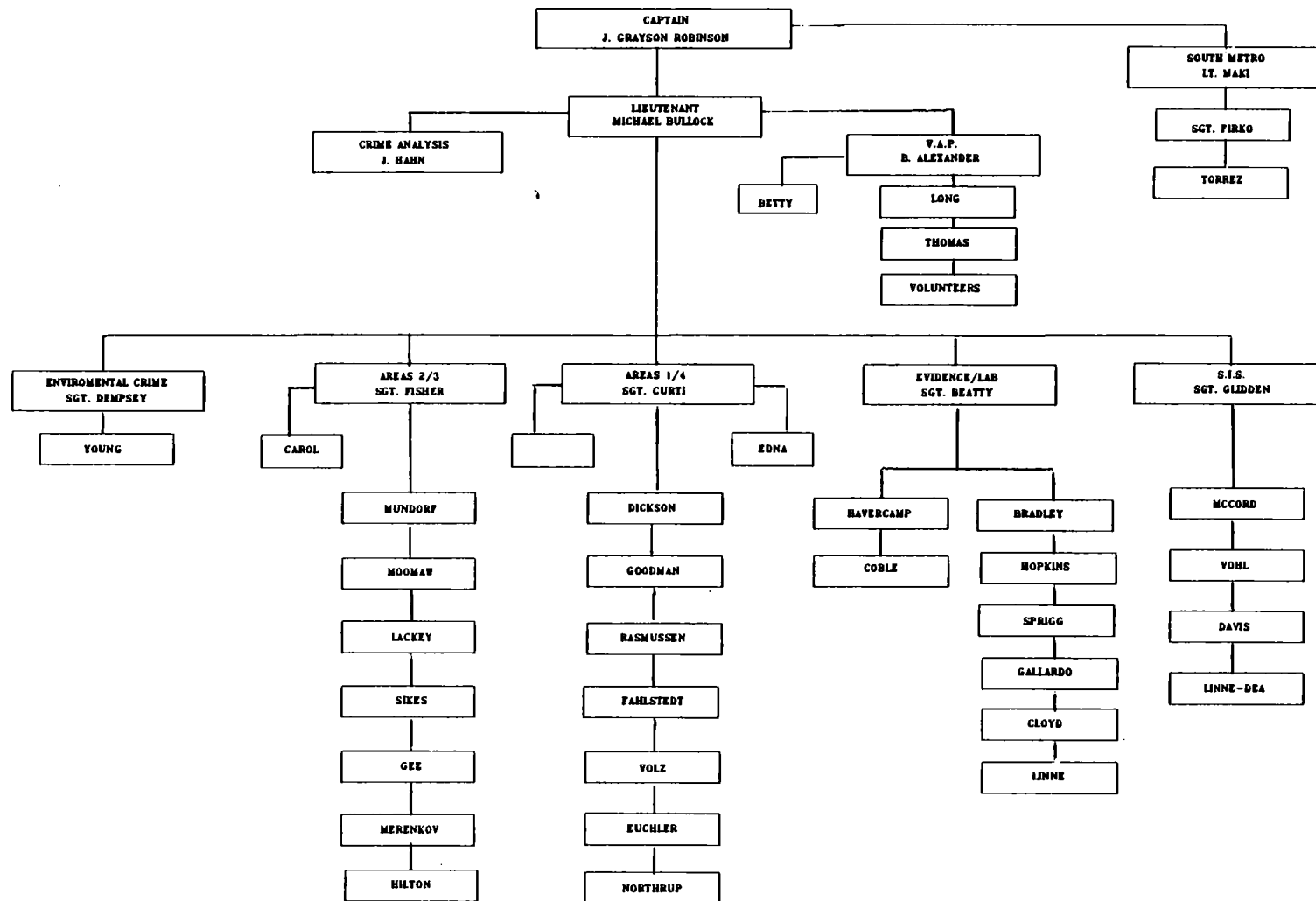
OBJECTIVE 7.1 - To provide budget training to the Management Team by February 28, 1993.

OBJECTIVE 7.2 - To prepare draft budget by May 15, 1993.

OBJECTIVE 7.3 - To prepare modifications to budget draft, as required, by June 15, 1993.

ARAPAHOE COUNTY SHERIFF'S OFFICE

INVESTIGATION DIVISION



ARAPAHOE COUNTY SHERIFF'S OFFICE
INVESTIGATION DIVISION MONTHLY REPORT FOR: DECEMBER 1992
PART I CRIMES

	DEC 1991	DEC 1992	CHANGE PERCENT	YTD 1991	YTD 1992	CHANGE PERCENT	CLEARANCE RATE PREV. YR	CURR. YR
A CRIMINAL HOMICIDE								
MURDER	0	0	.00	3	3	.00		
MANSLAUGHTER	0	0	.00	0	1	100.00		
NON-NEGLIGENT	0	0	.00	0	0	.00		
CRIMINAL HOMICIDE	0	0	.00	3	4	33.33	66.66 %	100.00 %
B SEXUAL ASSAULT								
RAPE BY FORCE	1	0	100.00-	18	8	55.55-		
NO FORCE	0	0	.00	0	2	200.00		
SEXUAL ASSAULT	1	0	100.00-	18	10	44.44-	66.66 %	80.00 %
C ROBBERY								
FIREARM	0	4	400.00	14	18	28.57		
KNIFE/CUTTING INSTRUMENT	2	0	100.00-	2	4	100.00		
OTHER DANGEROUS WEAPONS	0	0	.00	2	0	100.00-		
STRONG ARM	0	0	.00	13	11	15.38-		
ROBBERY	2	4	100.00	31	33	6.45	29.03 %	36.36 %
D ASSAULT								
FIREARM	0	0	.00	2	1	50.00-		
KNIFE/CUTTING INSTRUMENT	0	1	100.00	10	7	30.00-		
OTHER DANGEROUS WEAPON	2	0	100.00-	10	6	40.00-		
AGGRAVATED INJURY	4	1	75.00-	28	16	42.85-		
SIMPLE	19	27	42.10	332	358	7.83		
MENACING	6	4	33.33-	81	93	14.81		
ASSAULT	31	33	6.45	463	481	3.88	88.33 %	88.77 %
E BURGLARY								
FORCIBLE ENTRY	24	44	83.33	332	347	4.51		
UNLAWFUL ENTRY - NO FORCE	41	21	48.78-	567	485	14.46-		
ATTEMPT FORCIBLE ENTRY	6	10	66.66	85	89	4.70		
BURGLARY	71	75	5.63	984	921	6.40-	13.82 %	12.81 %
F THEFT								
\$300 AND OVER	61	51	16.39-	879	690	21.50-		
\$50 TO \$300	68	41	39.70-	789	674	14.57-		
UNDER \$50	36	68	88.88	585	773	32.13		
THEFT	165	160	3.03-	2253	2137	5.14-	25.47 %	26.34 %
G MOTOR VEHICLE THEFT								
AUTO	10	16	60.00	82	148	80.48		
TRUCKS - BUSES	0	1	100.00	25	8	68.00-		
OTHER	1	0	100.00-	11	9	18.18-		
MOTOR VEHICLE THEFT	9	17	88.88	118	165	39.83	27.11 %	29.69 %
H ARSON								
RESIDENCE	0	1	100.00	16	11	31.25-		
BUSINESS	1	0	100.00-	5	11	120.00		
VEHICLE	1	1	200.00-	5	4	20.00-		
OTHER	3	0	100.00-	10	15	50.00		
ARSON	3	2	33.33-	36	41	13.88	27.77 %	19.51 %
PART I TOTALS	282	291	3.19	3906	3792	2.91-	30.31 %	31.35 %

2/03/93

ARAPAHOE COUNTY SHERIFF'S OFFICE
 INVESTIGATION DIVISION MONTHLY REPORT FOR: DECEMBER 1992
 ARRESTED PERSONS - PART I CRIMES

PAGE: 1

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		A D U L T					J U V E N I L E					T O T A L			
		FEL	MIS	YTD 1991	YTD 1992	CHANGE PERCENT	FEL	MIS	YTD 1991	YTD 1992	CHANGE PERCENT	DEC 1992	YTD 1991	YTD 1992	CHANGE PERCENT
CRIMINAL HOMICIDE	MALE	0	0	1	1	.00	0	0	0	0	.00	0	1	1	.00
	FEMALE	0	0	0	2	200.00	0	0	0	0	.00	0	0	2	200.00
SEXUAL ASSAULT	MALE	0	0	6	3	50.00-	0	0	3	2	33.33-	0	9	5	44.44-
	FEMALE	0	0	0	1	100.00	0	0	0	0	.00	0	0	1	100.00
ROBBERY	MALE	0	0	4	6	50.00	0	0	4	10	150.00	0	8	16	100.00
	FEMALE	0	0	1	2	100.00	0	0	0	0	.00	0	1	2	100.00
ASSAULT	MALE	7	26	273	276	1.09	3	8	45	77	71.11	44	318	353	11.00
	FEMALE	3	6	58	63	8.62	1	0	14	15	7.14	10	72	78	8.33
BURGLARY	MALE	10	0	47	55	17.02	5	2	79	69	12.65-	17	126	124	1.58-
	FEMALE	1	0	12	10	16.66-	3	0	9	19	111.11	4	21	29	38.09
THEFT	MALE	2	16	196	187	4.59-	2	17	97	139	43.29	37	293	326	11.26
	FEMALE	3	8	90	93	3.33	0	10	46	69	50.00	21	136	162	19.11
MOTOR VEHICLE THEFT	MALE	1	0	6	6	.00	2	0	7	17	142.85	3	13	23	76.92
	FEMALE	0	0	1	1	.00	0	0	3	2	33.33-	0	4	3	25.00-
ARSON	MALE	0	0	3	1	66.66-	0	0	6	10	66.66	0	9	11	22.22
	FEMALE	0	0	1	0	100.00-	0	0	0	0	.00	0	1	0	100.00-
PART I TOTALS		27	56	699	707	1.14	16	37	313	429	37.06	136	1012	1136	12.25

2/03/93

ARAPAHOE COUNTY SHERIFF'S OFFICE
INVESTIGATION DIVISION MONTHLY REPORT FOR: DECEMBER 1992
PART II CRIMES

PAGE: 2

(C) 1988 ACSO MTH

	DEC 1991	DEC 1992	CHANGE PERCENT	YTD 1991	YTD 1992	CHANGE PERCENT	CLEARANCE RATE PREV. YR	CLEARANCE RATE CURR. YR
I HARASSMENT	57	60	5.26	570	621	8.94	57.36 %	64.41 %
J FORGERY	3	0	100.00-	71	41	42.25-	45.07 %	36.58 %
K FRAUD	25	9	64.00-	533	296	44.46-	32.83 %	75.33 %
L EMBEZZLEMENT	0	0	.00	0	0	.00	.00 %	.00 %
M STOLEN PROPERTY	0	2	200.00	3	14	366.66	166.66 %	85.71 %
N CRIMINAL MISCHIEF								
VEHICLE	51	45	11.76-	750	646	13.86-		
BUSINESS	6	5	16.66-	122	160	31.14		
RESIDENCE	<u>49</u>	<u>25</u>	<u>48.97-</u>	<u>456</u>	<u>392</u>	<u>14.03-</u>		
CRIMINAL MISCHIEF	106	75	29.24-	1328	1198	9.78-	8.20 %	9.68 %
O WEAPONS	0	5	500.00	17	24	41.17	94.11 %	83.33 %
P PROSTITUTION	0	0	.00	1	3	200.00	100.00 %	166.66 %
Q SEX OFFENSES								
INDECENT EXPOSURE	4	1	75.00-	40	40	.00		
INCEST	2	1	50.00-	24	17	29.16-		
OTHER	<u>3</u>	<u>3</u>	<u>.00</u>	<u>49</u>	<u>51</u>	<u>4.08</u>		
SEX OFFENSES	9	5	44.44-	113	108	4.42-	65.48 %	72.22 %
R NARCOTIC DRUG								
POSSESSION	3	8	166.66	80	79	1.25-		
SALE	<u>0</u>	<u>2</u>	<u>200.00</u>	<u>11</u>	<u>6</u>	<u>45.45-</u>		
NARCOTIC DRUG	3	10	233.33	91	85	6.59-	82.41 %	83.52 %
S GAMBLING	0	0	.00	0	0	.00	.00 %	.00 %
T OFFENSES FAMILY/CHILDREN								
CHILD ABUSE	3	6	100.00	50	57	14.00		
NEGLECT	0	0	.00	0	1	100.00		
CONT. TO DELINQ. OF MINOR	0	0	.00	0	3	300.00		
PARENTAL KIDNAPPING	<u>0</u>	<u>0</u>	<u>.00</u>	<u>0</u>	<u>0</u>	<u>.00</u>		
OFFENSES FAMILY/CHILDREN	3	6	100.00	50	61	22.00	106.00 %	88.52 %
U LIQUOR LAWS								
POSSESSION BY MINOR	8	1	87.50-	245	176	28.16-		
SELL TO MINOR	0	0	.00	2	0	100.00-		
OTHER	<u>0</u>	<u>0</u>	<u>.00</u>	<u>8</u>	<u>2</u>	<u>75.00-</u>		
LIQUOR LAWS	8	1	87.50-	255	178	30.19-	97.25 %	99.43 %
V DISORDERLY CONDUCT	1	0	100.00-	22	37	68.18	100.00 %	102.70 %
W ALL OTHER								
ALL OTHER OFFENSES	34	31	8.82-	563	558	.88-		
ETHNIC INTIMIDATION/HATE	<u>0</u>	<u>1</u>	<u>100.00</u>	<u>0</u>	<u>13</u>	<u>1300.00</u>		
ALL OTHER	34	32	5.88-	563	571	1.42	55.41 %	54.99 %
PART II TOTALS	249	205	17.67-	3617	3237	10.50-	40.06 %	47.04 %
PART I TOTALS	282	291	3.19	3906	3792	2.91-	30.31 %	31.35 %
GRAND TOTALS	531	496	6.59-	7523	7029	6.56-	34.99 %	38.58 %

2/03/93

ARAPAHOE COUNTY SHERIFF'S OFFICE
INVESTIGATION DIVISION MONTHLY REPORT FOR: DECEMBER 1992
ARRESTED PERSONS - PART II CRIMES

PAGE: 2

(C) 1988 ACSO MTHRO

		A D U L T					J U V E N I L E					T O T A L			
		FEL	MIS	YTD 1991	YTD 1992	CHANGE PERCENT	FEL	MIS	YTD 1991	YTD 1992	CHANGE PERCENT	DEC 1992	YTD 1991	YTD 1992	CHANGE PERCENT
HARASSMENT	MALE	0	32	166	235	41.56	0	5	25	20	20.00-	37	191	255	33.50
	FEMALE	0	7	57	55	3.50-	0	0	9	6	33.33-	7	66	61	7.57
FORGERY	MALE	0	0	17	6	64.70-	0	0	11	1	90.90-	0	28	7	75.00
	FEMALE	2	0	10	4	60.00-	0	0	0	0	.00	2	10	4	60.00
FRAUD	MALE	0	3	38	66	73.68	0	0	0	0	.00	3	38	66	73.68
	FEMALE	0	2	35	62	77.14	0	0	0	1	100.00	2	35	63	80.00
EMBEZZLEMENT	MALE	0	0	0	0	.00	0	0	0	0	.00	0	0	0	.00
	FEMALE	0	0	0	0	.00	0	0	0	0	.00	0	0	0	.00
STOLEN PROPERTY	MALE	1	1	4	9	125.00	0	0	0	3	300.00	2	4	12	200.00
	FEMALE	0	0	1	1	.00	0	0	2	0	100.00-	0	3	1	66.66
CRIMINAL MISCHIEF	MALE	0	3	34	37	8.82	0	2	38	21	44.73-	5	72	58	19.44
	FEMALE	0	0	5	5	.00	0	0	5	4	20.00-	0	10	9	10.00
WEAPONS	MALE	0	1	10	9	10.00-	0	4	5	12	140.00	5	15	21	40.00
	FEMALE	0	0	3	2	33.33-	0	0	0	1	100.00	0	3	3	.00
PROSTITUTION	MALE	0	0	0	1	100.00	0	0	0	0	.00	0	0	1	100.00
	FEMALE	0	0	4	5	25.00	0	0	0	0	.00	0	4	5	25.00
SEX OFFENSES	MALE	6	1	30	49	63.33	3	0	14	16	14.28	10	44	65	47.72
	FEMALE	0	0	0	1	100.00	0	0	1	0	100.00-	0	1	1	.00
NARCOTIC DRUG	MALE	0	2	74	67	9.45-	0	1	4	3	25.00-	3	78	70	10.25
	FEMALE	1	0	17	14	17.64-	0	0	0	5	500.00	1	17	19	11.76
GAMBLING	MALE	0	0	0	0	.00	0	0	0	0	.00	0	0	0	.00
	FEMALE	0	0	0	0	.00	0	0	0	0	.00	0	0	0	.00
OFFENSES FAMILY/CHILDREN	MALE	1	4	16	32	100.00	0	0	0	0	.00	5	16	32	100.00
	FEMALE	0	0	17	22	29.41	0	0	0	0	.00	0	17	22	29.41
LIQUOR LAWS	MALE	0	2	315	235	25.39-	0	3	201	112	44.27-	5	516	347	32.75
	FEMALE	0	0	71	76	7.04	0	0	107	64	40.18-	0	178	140	21.34
DISORDERLY CONDUCT	MALE	0	1	20	43	115.00	0	0	1	3	200.00	1	21	46	119.04
	FEMALE	0	0	5	0	100.00-	0	0	0	2	200.00	0	5	2	60.00
ALL OTHER	MALE	14	15	222	214	3.60-	1	4	55	57	3.63	34	277	271	2.16
	FEMALE	2	3	35	49	40.00	0	0	7	9	28.57	5	42	58	38.09
PART II TOTALS		27	77	1206	1299	7.71	4	19	485	340	29.89-	127	1691	1639	3.07
PART I TOTALS		27	56	699	707	1.14	16	37	313	429	37.06	136	1012	1136	12.25
GRAND TOTALS		54	133	1905	2006	5.30	20	56	798	769	3.63-	263	2703	2775	2.66

COMMUNITY ORIENTED INVESTIGATIONS

A STAFF STUDY

COMMUNITY-ORIENTED INVESTIGATIONS: A STAFF STUDY

STATEMENT OF THE PROBLEM:

Should the Investigation Division of the Arapahoe County Sheriff's Office adopt a "Community Oriented" approach toward criminal investigations?

TERMS REQUIRING DEFINITION:

Community Oriented Policing:

The partnership between the community and the police, working together to deter and reduce crime and criminal opportunity.

Community Oriented Investigations:

The process by which investigative personnel interact with the community, ACSO Patrol, Detention and Administrative Services Divisions, and other agencies to handle the investigation of criminal activity committed in assigned geographical areas.

POLICY STATEMENT:

It is the policy of the ACSO Investigation Division to offer professional law enforcement investigative services, and to do so in the most effective and efficient manner possible.

DISCUSSION OF FACTS/INFERENCES:

The criminal investigative function of the ACSO Investigation Division is divided into three sections; the Crime Lab, Crimes Against Persons and Crimes Against Property. Investigators are assigned cases based on whether the cases are classified as "Persons" or "Property".

ACSO Lab, Person, and Property investigators handle specifically assigned cases. For example, there are investigators assigned to the Property Section who handle thefts, and others assigned to the Persons Section who work assault cases.

Under the current design of the ACSO Investigations Division, investigators sometimes fail to recognize the fact that their suspects are often committing different types of crimes in the same geographical areas. These situations occur, in part, as a result of investigator assignment based on specific criminal code violations.

The ACSO Patrol Division is currently utilizing a modified community oriented policing concept. "Weed and Seed" and other community oriented programs are planned in the patrol division in near future.

During the time period from January 1, 1992 through October 27, 1992 there were 30,604 total calls for service to the Arapahoe County Sheriff's Office. During the same time period, the Investigation Division received and assigned 5,939 cases to investigators.

STATEMENT OF SIGNIFICANT OPINIONS:

"The police are the public, and the public are the police. No matter how large the department, this principle must be honored, or crime control is weakened."

Patrick V. Murphy
Issues in Policing
Autumn House Publishing

I am not aware of any law enforcement agency that has attempted a Community Oriented Investigations concept. I can't think of a single reason why this concept shouldn't work."

Larry D. Adkisson
Senior Investigator,
District Attorney's Office
18th Judicial District

SOLUTIONS AND ALTERNATIVES:

1. Maintain status quo for the ACSO Investigation Division. Continue to assign cases to either the Person or Property Sections based solely on the criminal code violation.
2. Maintain status quo in investigating criminal cases, but increase the number of joint Persons/Property meetings so that suspect information can be shared.
3. Initiate a Community Oriented Investigation Division. Update and enhance the entire process by which the Investigation Division assigns cases. Unlike the current method of assigning cases, Investigators are assigned to work specific geographical areas, (based on the current patrol districts) and are assigned all criminal cases that occur in their areas.

RECOMMENDED DECISION AND SUPPORT:

It is recommended that the Investigation Division change it's method of criminal investigation case assignment. A Community Oriented Investigation Division should be implemented.

Four geographical areas of investigative responsibility will be established. They are; districts 1 & 2, 3 & 4, 5, and 6-8. The proper allocation of personnel to these areas will be accomplished by a continuous evaluation of criminal cases assigned to our investigators.

Both Persons and Property Investigators will be assigned to each district based on the percentage of criminal activity in each area. Investigators will have their desks relocated so that all investigators working their district will be seated together. This will facilitate the sharing of information, alleviate Person/Property communication boundaries, and make it easier for deputies outside investigations to identify those responsible for cases that they have initiated.

The current Person and Property supervisors would have their titles renamed to East and West supervisors. The West supervisor would be responsible for the 7 investigators assigned to districts 1-3. The East supervisor would be responsible for the 6 investigators assigned to districts 4-8 plus the 1 assigned to the forgery/fraud detail. The supervisors rotate from East to West every year at performance evaluation time.

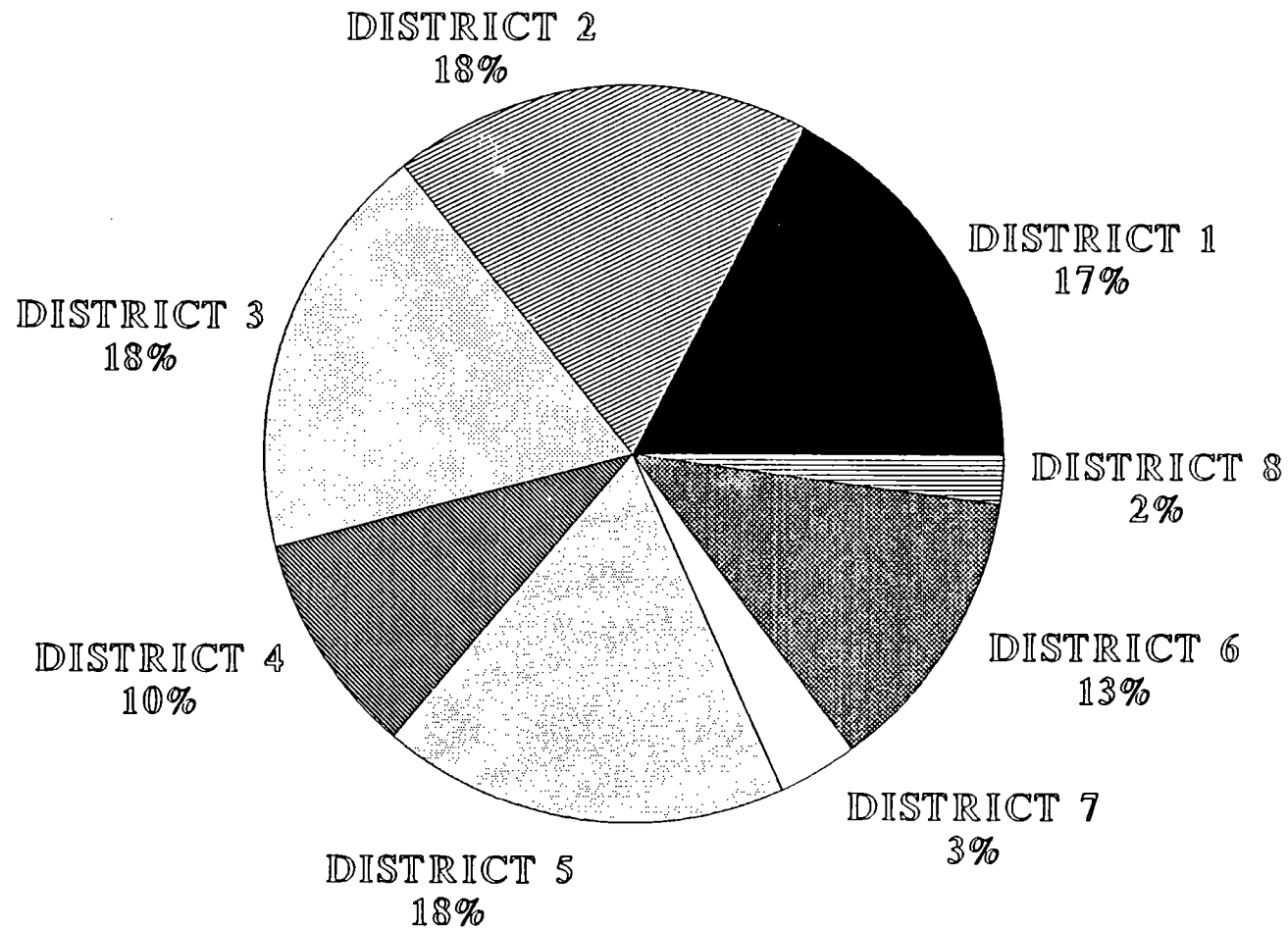
Additionally, this change would benefit our agency and community as follows:

1. A closer working relationship between the Investigation, Detention, Patrol, and Administrative Services Divisions.

Detention, Patrol, and Administrative Services deputies assigned to their areas would be able to communicate more effectively with Investigative personnel. Deputies from outside the division would not have to determine which investigator is working specific crimes. They would know which investigator is assigned to their district. Therefore, the all important "two-way" sharing of information between the deputy initiating the case, and the assigned investigator should increase.

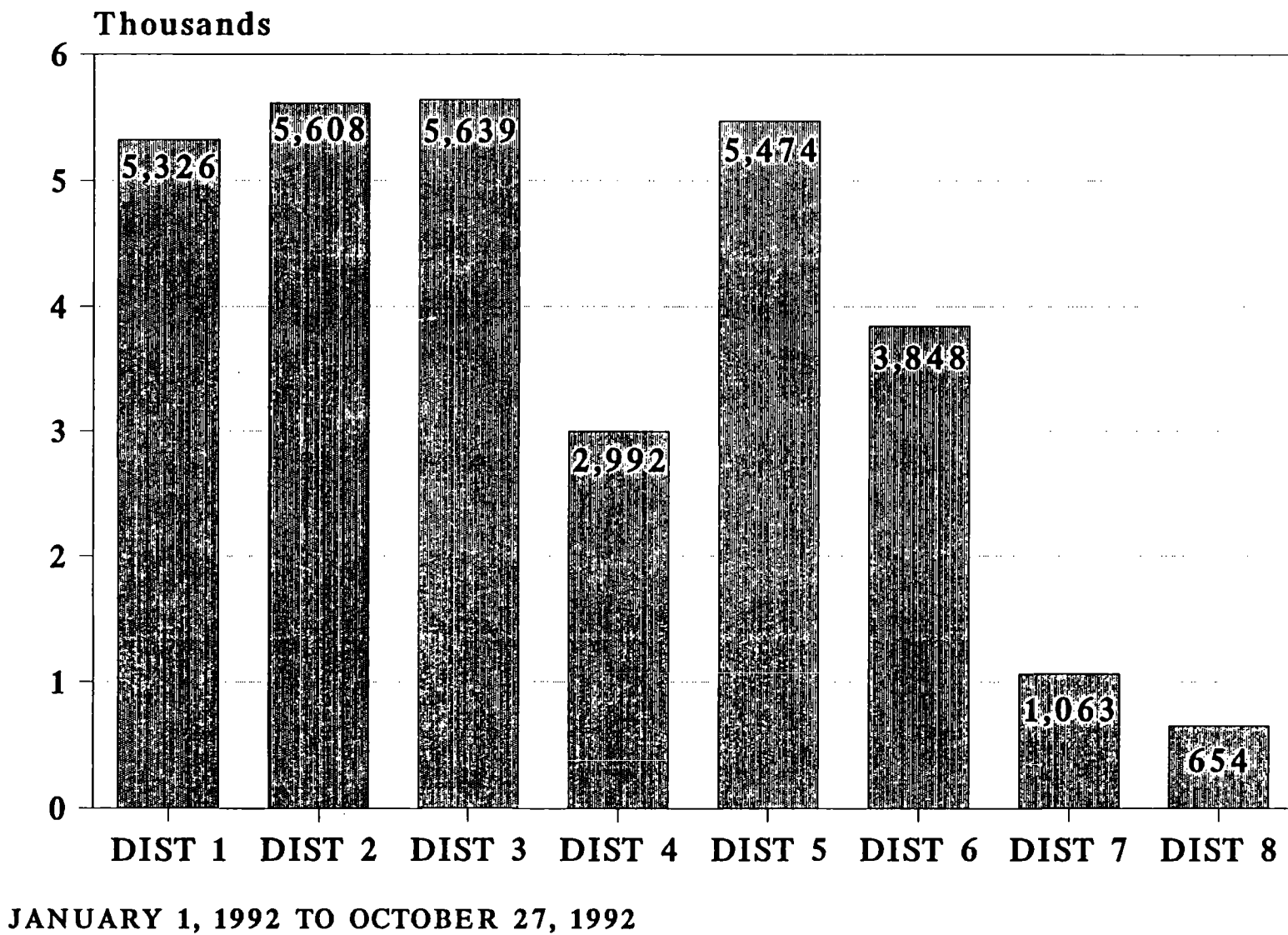
2. An opportunity for investigators to more easily recognize criminal patterns within their assigned areas. Cases where criminals are committing multiple types of crimes will be more easily identifiable. When this plan is implemented, investigators will be able to more easily piece together "cross over crimes". Cross over crimes are situations where one person, or a small group, is responsible for a number of property, and person crimes. Historically, we've found that runaways are frequently responsible for committing property crimes, and are often victims of person crimes.

ALL ACTIVITY BY DISTRICT

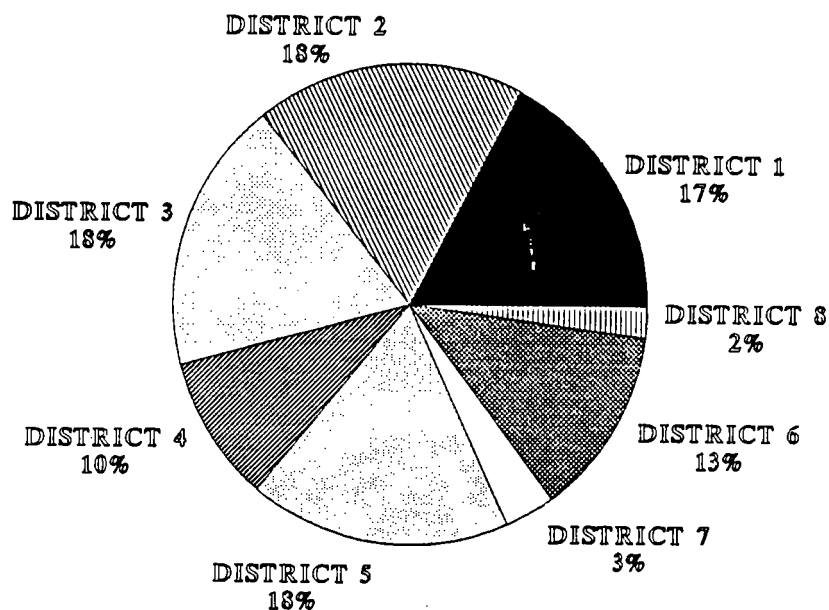


JANUARY 1, 1992 TO OCTOBER 27, 1992

ALL ACTIVITY BY DISTRICT

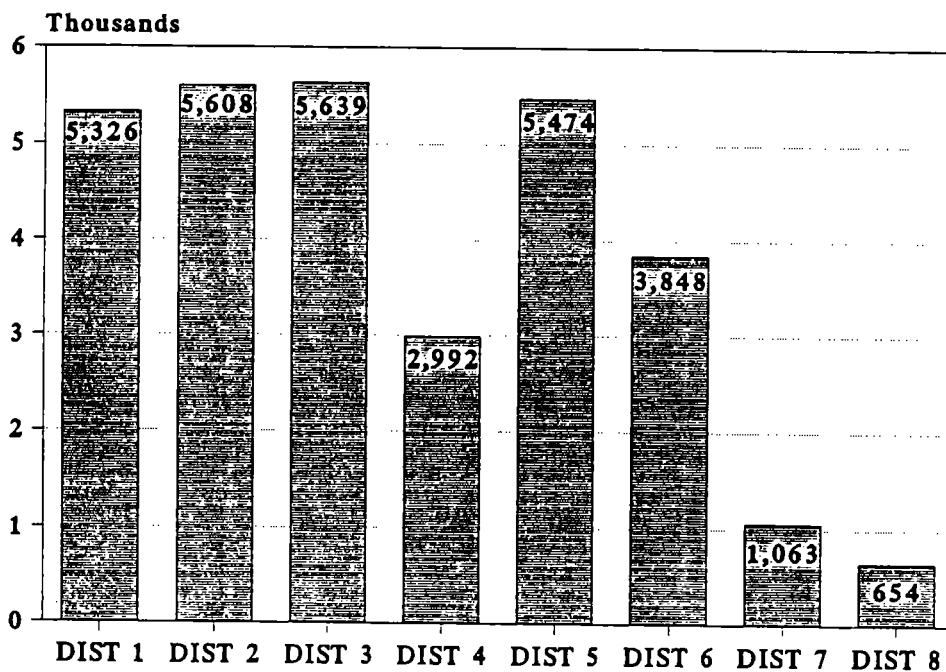


ALL ACTIVITY BY DISTRICT



JANUARY 1, 1992 TO OCTOBER 27, 1992

ALL ACTIVITY BY DISTRICT



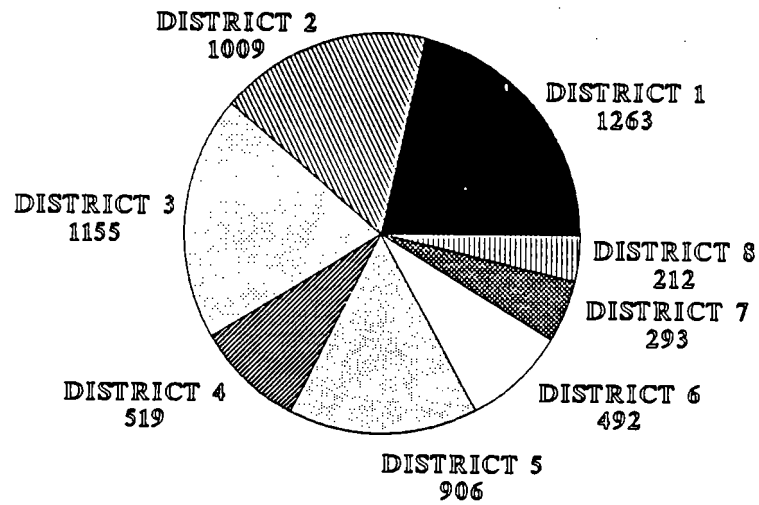
JANUARY 1, 1992 TO OCTOBER 27, 1992

ALL ACTIVITY BY DISTRICT

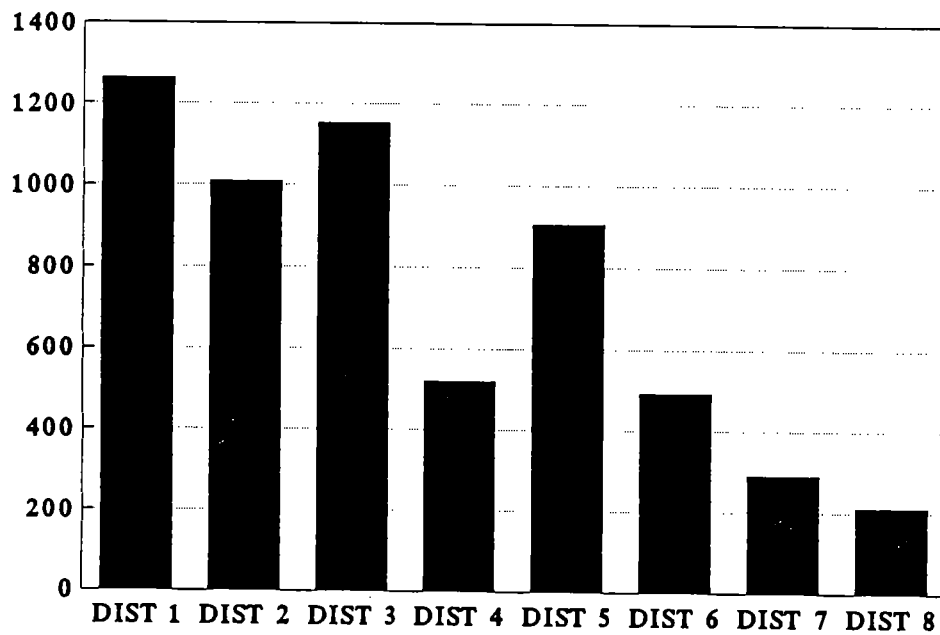
DISTRICT 1	5,326	17%
DISTRICT 2	5,608	18%
DISTRICT 3	5,639	18%
DISTRICT 4	2,992	10%
DISTRICT 5	5,474	18%
DISTRICT 6	3,848	13%
DISTRICT 7	1,063	3%
DISTRICT 8	654	2%

***JANUARY 1, 1992 THROUGH OCTOBER 27, 1992**

ASSIGNED CASES BREAKDOWN BY DISTRICT

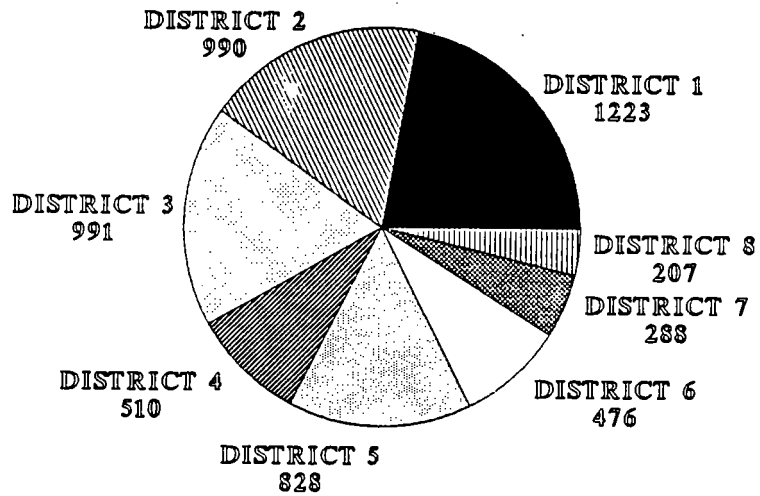


ASSIGNED CASES BREAKDOWN BY DISTRICT

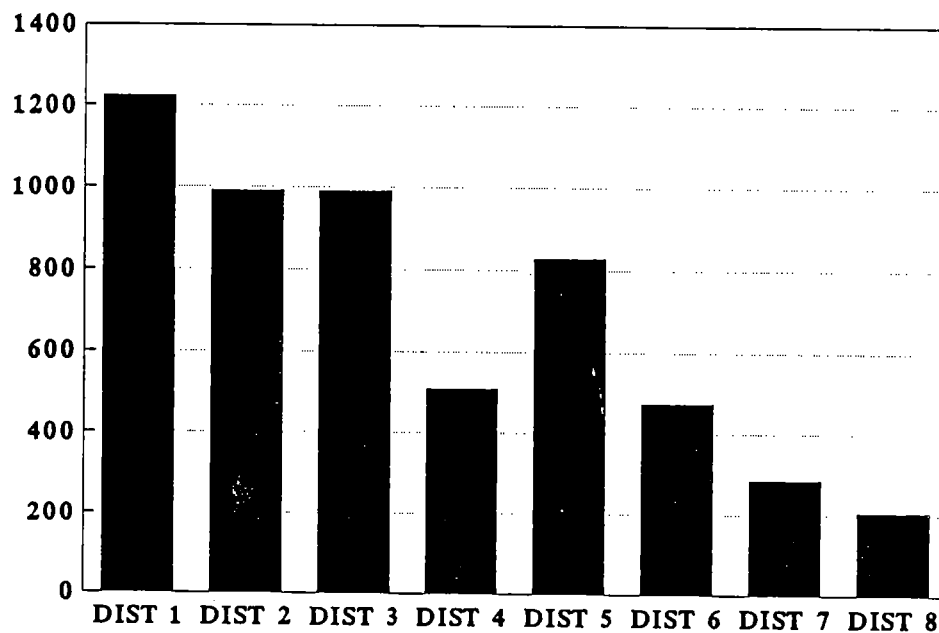


JANUARY 1, 1992 TO OCTOBER 27, 1992

ASSIGNED CASES BY DISTRICT (MINUS FRAUD/FORGERY)

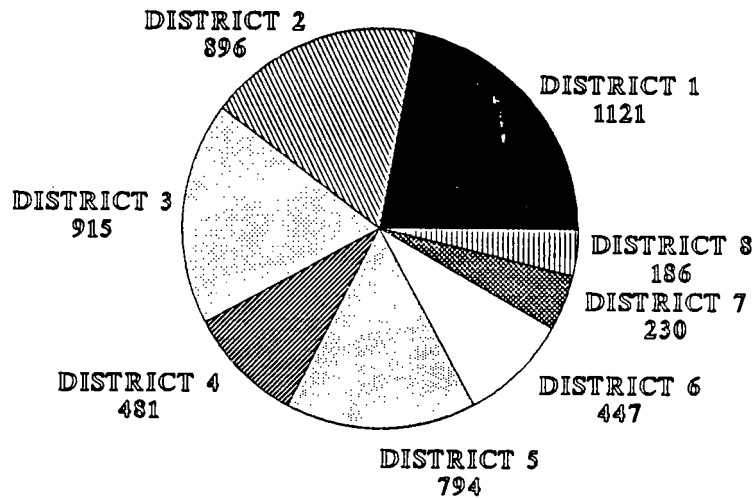


ASSIGNED CASES BY DISTRICT (MINUS FRAUD/FORGERY)

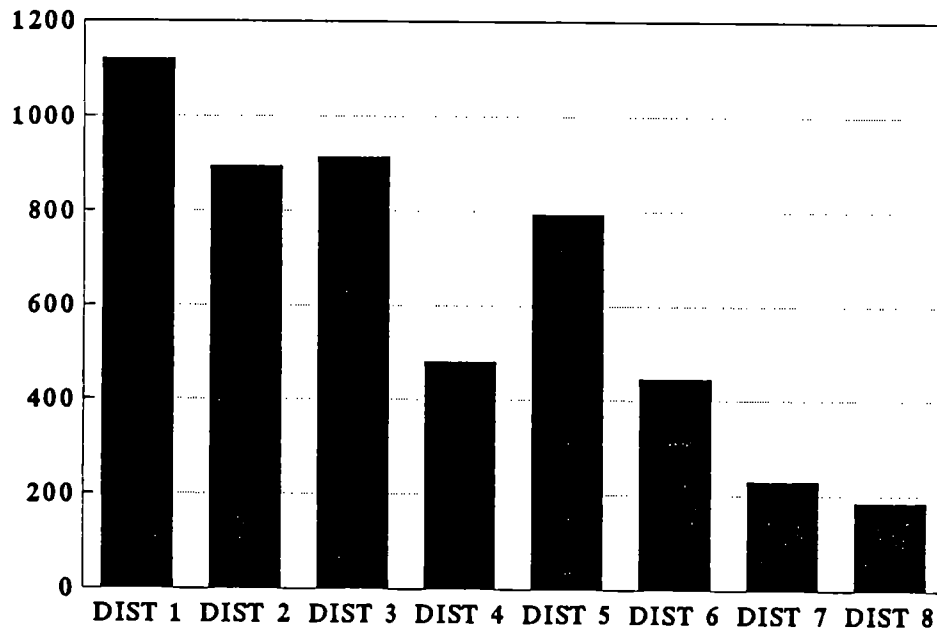


JANUARY 1, 1992 TO OCTOBER 27, 1992

ASSIGNED CASES BY DISTRICT (MINUS FRAUD/FORGERY/RUNAWAYS)

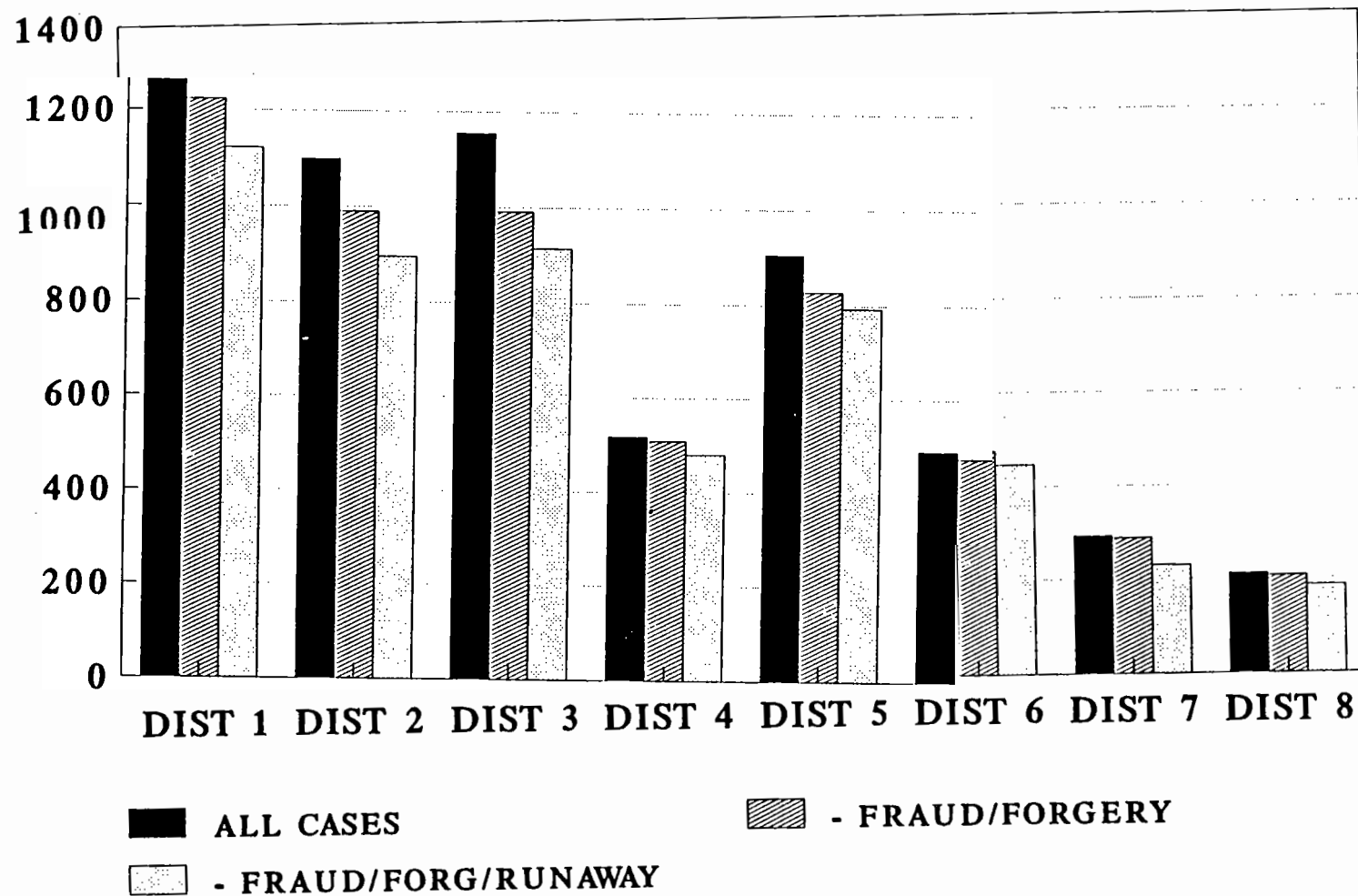


ASSIGNED CASES BY DISTRICT (MINUS FRAUD/FORGERY/RUNAWAYS)



JANUARY 1 1992 TO OCTOBER 27, 1992

ASSIGNED CASES BY DISTRICT



JANUARY 1, 1992 TO OCTOBER 27, 1992

ASSIGNED CASES BY DISTRICT

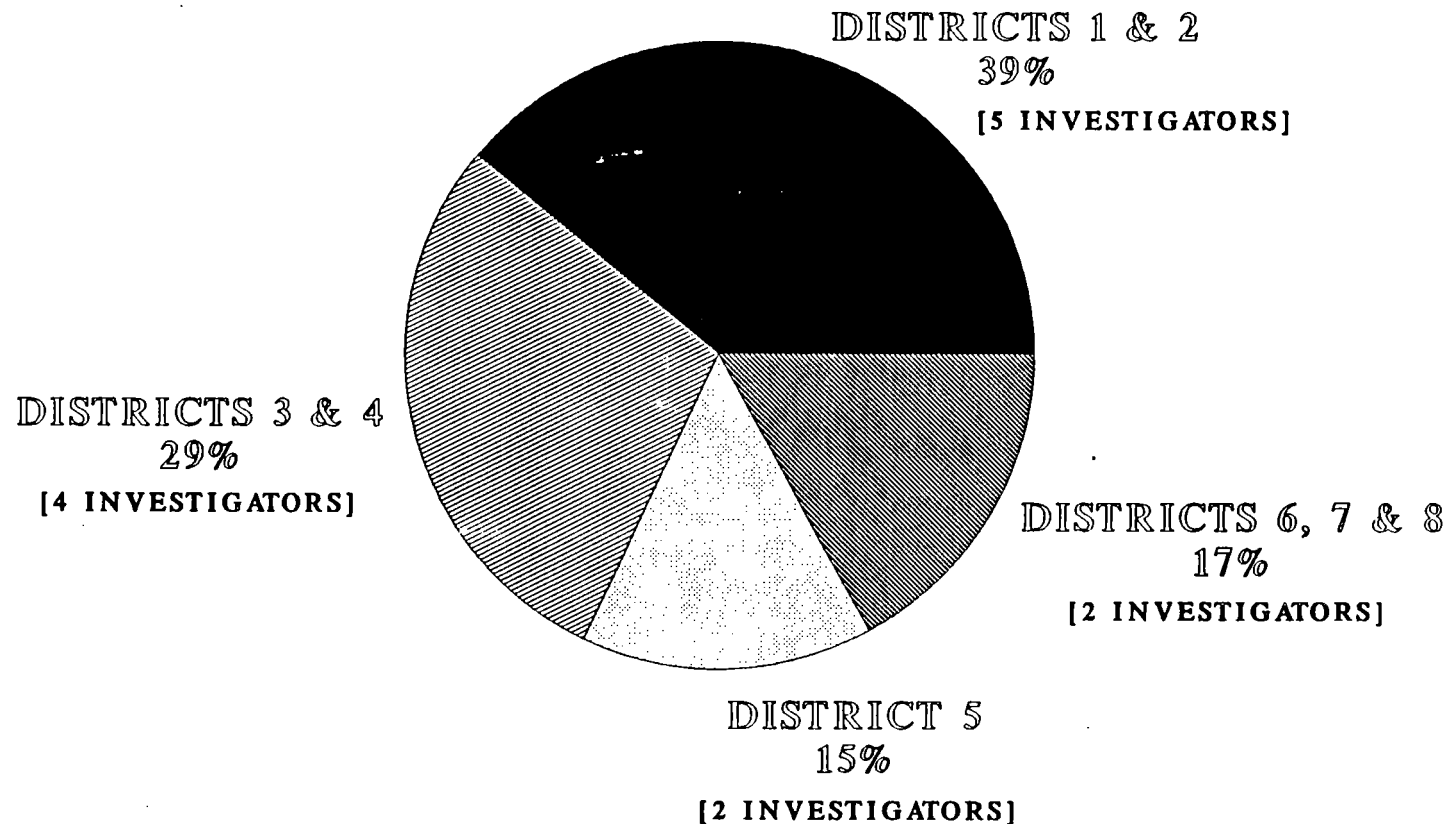
(FACTORED OUT WERE PATROL CLEARANCES/S.M.D.T.F./S.I.S.)

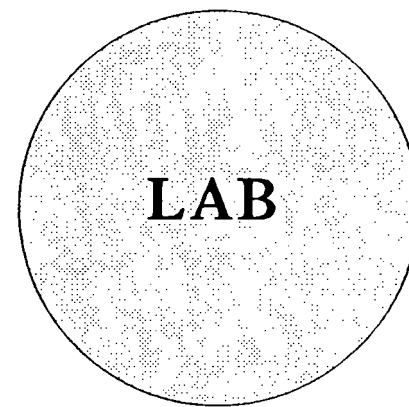
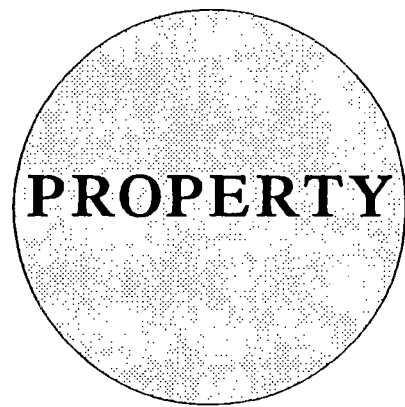
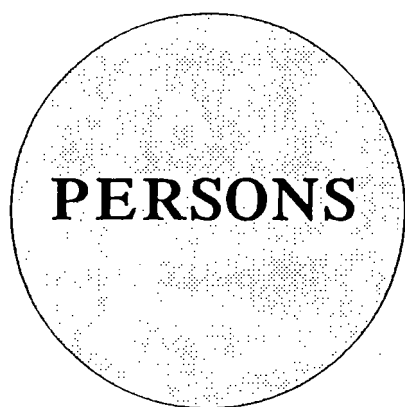
	ALL CASES	-FRAUD/FORG	-FRAUD/FORG/RUNAWAYS
DISTRICT 1	1,263 (22%)	1,223 (22%)	1,121 (22%)
DISTRICT 2	1,009 (17%)	990 (18%)	896 (18%)
DISTRICT 3	1,155 (20%)	991 (18%)	915 (18%)
DISTRICT 4	519 (9%)	510 (9%)	481 (9%)
DISTRICT 5	906 (15%)	828 (15%)	794 (16%)
DISTRICT 6	492 (8%)	476 (9%)	447 (9%)
DISTRICT 7	293 (5%)	288 (5%)	230 (4%)
DISTRICT 8	212 (4%)	207 (4%)	186 (4%)

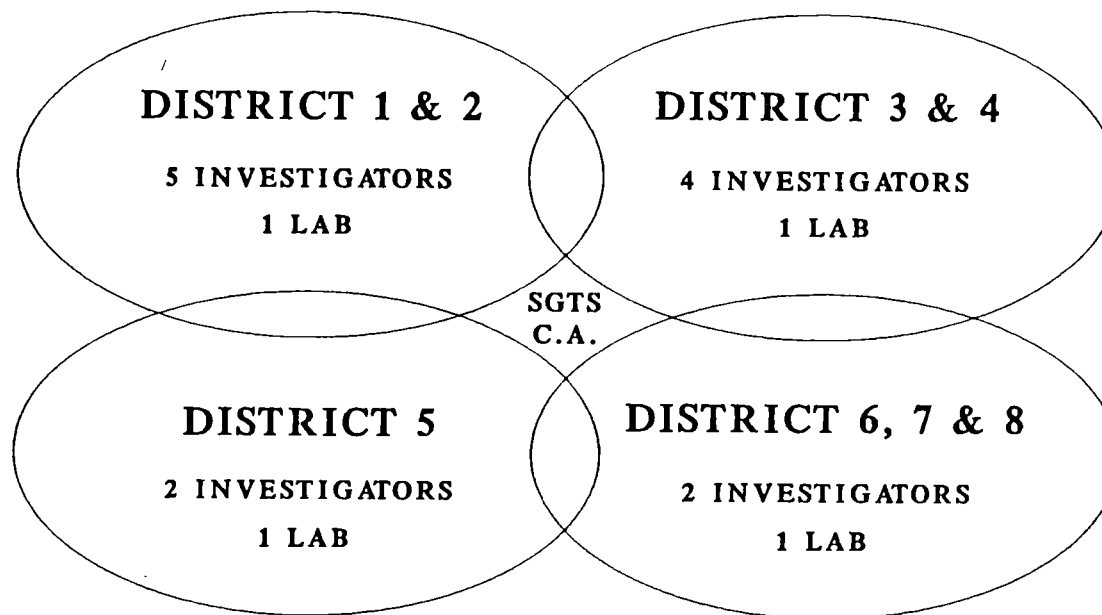
*JANUARY 1, 1992 THROUGH OCTOBER 27, 1992

COMBINED DISTRICTS

[PERCENTAGE OF ASSIGNMENTS]







BENEFITS OF COMMUNITY ORIENTED INVESTIGATIONS

- **INCREASED KNOWLEDGE OF THEIR ASSIGNED AREAS**
 - **CRIMINALS, GANG MEMBERS, RUNAWAYS**
 - **PATTERNS OF CRIME**
- **IMPROVED COMMUNICATIONS**
 - **WITHIN INVESTIGATIONS**
 - **WITHIN THE DEPARTMENT**
 - **WITHIN THE COMMUNITY**
- **IMPROVED WORK ENVIRONMENT**
 - **INVESTIGATORS "BUY INTO" THEIR ASSIGNED AREAS**
 - **NATURAL COMPETITIVENESS TAKES OVER**
- **MORE EFFECTIVE JOB OF CASE MANAGEMENT**



The Colorado Springs
Public Safety
Association

Tammy Hanley, Executive Director

408 South Tefon Street, Suite 103

Colorado Springs, Colorado 80903 (719) 636-1722

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Gangs

The Epidemic Sweeping America



**Colorado Springs
Public Safety Association**

MEMORANDUM

TO: MACK MCLARTY

FROM: KEITH MASON *KM*
DEPUTY ASSISTANT TO THE PRESIDENT
FOR INTERGOVERNMENTAL AFFAIRS

DATE: OCTOBER 8, 1993

RE: COLORADO HANDGUN LAW

Colorado recently passed a law prohibiting the possession of handguns by anyone under 18 years of age, with limited exceptions. Upon arrest, the suspect may be detained and held without bond for a period not exceeding 90 days if the court determines that such a person is a danger to the community or himself. If convicted, one must serve a minimum five day sentence in a detention facility.

Governor Romer has recently been informed by Shay Bilchick with Attorney General Reno's office that the Office of Legal Counsel in the Department of Justice has primarily determined that the new law is a "status offense" under the Federal Juvenile Justice and Delinquency Prevention Act.

Under the Act, a status offense is an offense that is related to conduct that would not be a crime if committed by an adult. The Act provides that status offenders cannot be held in a secure facility.

The Colorado handgun possession law is distinguishable from traditional status offenses based on truancy laws and laws related to runaways. It is different because: (1) it relates to public safety; and (2) it is geared towards preventing criminal activity. It is really a criminal activity.

Governor Romer has recently spoken with Attorney General Reno and you about a possible waiver on amendment to the Act to provide a narrowly defined exception relating to juveniles who possess handguns. The amendment could be presented as part of the crime bill. The Attorney General has not yet made a decision regarding the possibility of such an amendment but Governor Romer feels that this may be possible based upon his most recent conversation with the Attorney General.

CC: Webster Hubbell

THE WHITE HOUSE

WASHINGTON

August 12, 1993

MEMORANDUM FOR THE PRESIDENT

FROM: JOSE CERDA III

SUBJECT: MEETING WITH DENVER MAYOR WEBB

On August 9th, Mayor Webb sent to you a memorandum detailing his concern over violent crime -- and how the City of Denver needed federal resources and help to be able to address the problem. In his memorandum, Webb explains that Denver's proximity to Interstates 70 and 80 has facilitated the growth of LA-based gangs and the illegal markets (i.e., guns, drugs) and violence in which they are involved. In Denver, Webb argues, gang violence has become a "public health epidemic."

On August 5th, Webb released a four-part strategy to confront Denver's crime problem. It is a balanced agenda -- consistent with your own -- that calls for: (1) zero tolerance of violence through increased law enforcement efforts; (2) getting guns off the street; (3) empowering neighborhoods through increased crime prevention efforts; (4) and supporting youth intervention/prevention programs.

To support this strategy, Webb is seeking federal resources. His requests include \$3 million to put more police on the street and other federal funds to establish a "Police in Public Schools" program. These are also two of your crime-related priorities, and -- particularly after Tuesday's crime event -- you could make the following points to Mayor Webb.

- Your recently-announced crime plan includes substantial resources to help cities hire more police officers. It includes \$150 million to be made available in early September, and -- if the crime bill is enacted this fall -- \$3.4 billion more to be made available over the next five years. Denver could apply for these monies directly to the Attorney General.
- The plan also includes a five-year, \$475 million Safe Schools program. As submitted to Congress (and if passed), this initiative would allow local educational authorities to use as much as 50% of their Safe Schools monies to pay for police officers in schools -- in community policing roles -- working to prevent crime. New York City currently has 2,700 "sworn" police officers in its schools.
- The crime bill also includes a whole host of other initiatives that would support Mayor Webb's anti-crime programs.

AUG-18-1993 15:25

DENVER STAFF ADU

303 321 3846 P.002/004

Wellington E. Webb
MAYOR



City and County of Denver

CITY AND COUNTY BUILDING • DENVER, COLORADO • 80202

AREA CODE 303 640-2721
640-2720 (V/TDD)**BRIEFING MEMORANDUM**

TO: PRESIDENT CLINTON
FROM: MAYOR WELLINGTON E. WEBB - DENVER
RE: GANG VIOLENCE
DATE: AUGUST 9, 1993

BACKGROUND

In Denver this summer, numerous acts of random violence, many of which have been gang related, have captured the attention and the concern of the public and the media. Though the number of homicides is less than last summer and proportionate to the population of past years, the incidents are much more violent and involve exclusively the use of guns - especially by minors.

Gang membership has grown steadily over the past decade. Many of the gang elements that are commonly found in Los Angeles are now well established in Denver. It is easy to see that gang members forced to leave California have emigrated to Denver and beyond (as evidenced by the recent *Time* magazine article on Omaha's situation).

Gangs are using our national Interstate road system to ship guns, drugs and other paraphernalia. Markets are set up along Interstates 70 and 80, and often-times, youth under the age of 18 are used to front for the gang leaders. Denver has become a key point for gangs to conduct business and their activities are spread well beyond the core city into the suburbs.

I believe we have reached the point where violence has become not only a public safety issue, but a public health epidemic. I have pledged to the people of Denver that my administration will not surrender one block of Denver to violence or lawlessness.

I sincerely believe that the gang problem can be smothered in Denver. In the first five days of operation of Denver police "impact units," they made 333 contacts with suspicious parties, 38 felony arrests, 397 other arrests, and checked 139 locations for drug and gang activity. Additionally, 69 guns were confiscated including 35 semi-automatic pistols, 18 revolvers and an assortment of other firearms. For the first time in a while, people have come up to tell me that they haven't heard a siren or a gunshot after dark. In a recent poll, 84% of our citizens said that they still feel safe in their neighborhoods. I want to see that number at 100%.

We haven't given up in Denver like other cities have, but we need your help. Let me outline what we are doing currently.

CURRENT EFFORTS

1. Zero Tolerance of Violence - Law Enforcement.
 - Creation of special Denver Police Impact Units.
 - No plea bargaining on cases violating City weapons ordinances.
 - Mandatory sentencing proposal on violation of City weapons ordinances.
 - Close coordination with surrounding municipalities.
2. Getting Guns Off the Streets
 - Notifying all 188 home gun dealers that buying and selling guns in their homes is illegal.
 - Support Governor Romer's strengthening of state laws on gun possession.
 - Allow for stiffer penalties for juvenile violation of State weapons statutes.
 - Support increased funding for witness protection program.
3. Empowering Neighborhoods
 - Block-by-block Neighborhood Watch organizing.
 - Yellow porch lights to symbolize solidarity and resolve against gang violence.
 - Hold a Safe City Summit on September 10 and 11.
4. Intervention/Prevention Programs
 - Extension of hours for swimming pools and several after-school programs.
 - Establish supervised juvenile work programs in lieu of incarceration.
 - Establish home monitoring for juvenile offenders.

PRESIDENTIAL AND FEDERAL SUPPORT NEEDED IMMEDIATELY

1. Provide funding for two additional "Weed and Seed" neighborhoods.
2. Provide funding for increasing the number of police officers - \$3 million.
3. Provide funding for establishing a "Police in Public Schools" demonstration program.
4. Select Denver as a site for a 400 person federal Job Corps Center.

LONG TERM FEDERAL-LOCAL PARTNERSHIP

- Develop an all-encompassing program that coordinates the District Attorney's office, Denver's zoning department, Denver Health and Hospitals, the City Attorney's office and Denver police impact teams to fast track the shutdown of crack houses and other areas of concentrated drug and crime activity.
- Develop and support programs to address drug dependence and provide treatment, rehabilitation and education.
- Initiate a community surveillance program that will enhance current neighborhood watch programs and establish initiatives in neighborhoods which are now without watch programs.
- Fund an innovative program that will provide seed money for a City Conservation Corps (CCC) that will provide work skills, maintenance of city-owned mountain and urban parks, removal of graffiti in the city, and provide an active, organized outlet for borderline youth.

Wellington E. Webb
MAYOR



City and County of Denver

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AREA CODE 303 640-2721
640-2720 (V/TDD)

FOR IMMEDIATE RELEASE
August 5, 1993

CONTACT:
Briggs Gamblin
640-4392

**MAYOR WELLINGTON WEBB RELEASES REPORT TO DENVER RESIDENTS
REGARDING CITY'S PROGRESS AND IMMEDIATE PLAN FOR
ADDRESSING ISSUES SURROUNDING RECENT VIOLENCE**

DENVER-- Mayor Wellington Webb released a report this morning to Denver residents detailing current progress in dealing with increased violence in Denver. He also spelled out his immediate plan for addressing violence until the joint Mayor/Council Task Force on Youth Violence finishes developing their long-term recommendations to the Mayor and the City Council.

Additionally, the Mayor announced that since July 28, the Denver Police Department had confiscated 69 firearms. They included, 35 semi-automatic pistols and four semi-automatic rifles.

The four components of Mayor Webb's immediate effort are:

I. Moving to Zero Tolerance of Violence (Law Enforcement)

Highlights of this component include:

- 1) Creation of special Denver Police Department Impact Units
- 2) No plea bargaining by the City Attorney's Office on cases involving violation of municipal weapons ordinances
- 3) Propose a mandatory sentencing ordinance to City Council to guarantee strong penalties for violators of municipal weapons ordinances
- 4) Seek federal funds to increase number of police officers

II. Getting Guns Off the Streets

Highlights of this component include:

-MORE-

Page 2 - Webb Releases Violence Report

- 1) Notification, through the Zoning Administration, to all 188 gun dealers licensed at their homes that it is illegal in Denver to sell or buy guns in a private residence
- 2) Support Governor Romer's proposal to strengthen state laws on gun possession
- 3) Charge juveniles under State weapons statutes to allow for stiffer penalties
- 4) Support increased State funding of District Attorney Riner's witness protection program

III. Empowering Neighborhoods

Highlights of this component include:

- 1) Block-by-block Neighborhood Watch organization by Agency for Human Rights and Community Relations and the Denver Police Department
- 2) Use of yellow porch lights to symbolize neighborhood resolve against violence
- 3) Launch, in cooperation with City Council, the Safe City Summit on September 10 and 11, the second part of which will be held in individual Council districts

IV. Intervention/Prevention Programs

Highlights of this component include:

- 1) Extension by the Department of Parks and Recreation of hours for pools and several after-school programs
- 2) Work with juvenile municipal courts to establish supervised juvenile work programs in lieu of incarceration
- 3) Establish home monitoring for juvenile offenders
- 4) Seek a 400 person federal Job Corps Center in Denver to provide jobs and job training for youth

"I want every resident to know that together we can control violence and work together to attack its root causes," concluded Mayor Webb.

Board of Directors - *Do Something!* is currently developing guidelines concerning the duties and responsibilities of Board members, and expects to extend invitations in the near future to join the Board.

Working Group Committees - *Do Something!* has formed committees, composed largely of Working Group members, to develop specific implementation plans for several of *Do Something!*'s activities. Committees include Fundraising, Infrastructure Development and Action Packet / Contest Development.

08/09/1993 17:07 RAP&J

303 623 9222 P.02

M E M O R A N D U M

To: Bruce Lindsey
From: Jim Lyons
Re: Denver visit, some observations
Date: August 9, 1993

In connection with the President's visit to Denver on August 12-13 and his non-Rapal appearances and events, please be aware of the following:

*Violent Crime. In recent weeks and months, the city of Denver has been besieged with a dramatic increase in violent crime involving guns and children. Gang violence and random drive-by shootings and other attacks have reached virtual epidemic proportions. Innocent bystanders have been the victim of random shootings and at least two infants are among the recent victims. Governor Romer has called our legislature into special session next month to consider legislation which would limit and regulate the sale and use of guns by juveniles. Mayor Webb has put into effect an immediate zero tolerance program and is seeking discretionary federal funding to assist in Denver's increased law enforcement efforts. (See Webb's report of August 5, 1993, attached.)

Under these conditions, the President could express his deep concern and support of the efforts of the Denver community to address the symptoms and cause of this violence. I believe it is no understatement to say that the Denver metropolitan community feels the situation is every bit as critical to our community as the flood emergencies are to midwest communities.

Mayor Webb has asked that I assist him in obtaining time with the President to discuss the availability of federal funds. I have suggested that the Mayor will have an opportunity to talk with the President during the Romer fundraiser and that the city's request for federal funds is better directed to the Department of Justice (Attorney General Reno and/or Webb Hubbell). I have offered to assist the appropriate agency of the city (Manager of Safety) in communicating directly and immediately with the DOJ. I believe this is a better approach, but would appreciate your views.

*Colorado Wilderness Bill. The signing ceremony for the Colorado Wilderness Bill is an opportunity for the President to reaffirm his campaign commitments to a balanced protection of the Rocky Mountain environment and beauty. A number of key environmental and water community representatives are expected to be present at the ceremony and I would be happy to give you or the President a briefing on them. You should also bear in mind that

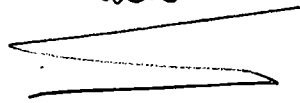
08/09/1993 17:08 RAP&J

303 623 9222 P.03

this wilderness legislation is the result of over ten years of effort by interested groups led by Tim Wirth. The legislation should have passed last year, but fell by the wayside in the waning days of the session. Many believe (myself included) that Wirth's enemies in the Senate determined to deny him this last recognition. The bill signing ceremony is an opportunity for the President to give long overdue public credit to Tim for this achievement.

JML:dm

Colorado Articles



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ACCESS # CSP129895

HEADLINE Crowding in juvenile jails, including Zeb Pike center, reaches critical levels

Byline: Gazette Telegraph and news services

LENGTH ESTIMATED INFORMATION UNITS: 3.3 Words: 422

DATE 09/07/94

SOURCE Colorado Springs Gazette Telegraph (CSP)

Section: CITY/STATE

Page: B3

Label: CRIME

(Copyright 1994)

Tougher juvenile laws and backlogs in the juvenile system are causing crowding in the state's pretrial jails for youths. The crowding is causing safety problems for inmates and employees.

The state is holding in pretrial detention more than twice the number of juveniles its jails were designed to hold. As of Thursday, 486 juveniles were crammed into housing meant for 235.

The Zebulon Pike Juvenile Detention Center in southwest Colorado Springs was designed to hold 34 youths. But it routinely holds from 50 to 60 youths, officials say.

The crowding means first-time offenders are often housed with hard-core violent youths. Statewide, three sexual assaults have occurred in juvenile detention halls during the past three months.

One youth waiting to be picked up by social services was sexually assaulted by three others May 30 at Gilliam Youth Service Center in Denver. He was with the other youths in a cell designed for one. The state is being sued over the incident, said Jerry Adamek, director of the state Division of Youth Services.

"I suspect the state will assume liability to some extent over this. I did not feel there was negligence on our part. But any time you're dealing with overcrowding, you're going to have things like that happen," Adamek said.

Aware of the situation, the Legislature during the 1994 session authorized \$32 million for 298 new detention beds spread among four new lockups to be built along the Front Range, plus the expansion of existing buildings at Pueblo and Grand Junction. But those beds won't be ready until at least 1996 - and that's if the Division of Youth Services can find acceptable locations.

Officials are running into stiff community opposition to the facilities. "Everybody wants someone locked up, but nobody wants it in their back yard," Adamek said.

One such location is just north of Bear Creek Regional Park, where the El Paso County commission may donate five acres to the state for a juvenile detention facility. But, expecting neighborhood opposition, the commission last week voted to delay its decision pending further study.

The crowding problem is reaching such levels that juveniles are being turned away from county jails. Arapahoe County Sheriff Pat Sullivan has given Adamek until Sept. 30 to find a place for 60 juveniles for

whom Sullivan no longer has room.

"It is grim," Adamek said. "And until communities come to grips with what we do to deal with the causes of this, all we're going to be able to do is build a larger and larger corrections."

End of Story Reached

ACCESS # RMTN151701
HEADLINE Crowding strains juvenile lockups; new jails won't be ready till 1996
Crisis tied to crackdown on youth crime; situation is likely to get worse
Byline: Charlie Brennan; Rocky Mountain News Staff Writer
LENGTH ESTIMATED INFORMATION UNITS: 7.2 Words: 1016
DATE 09/06/94
SOURCE ROCKY MOUNTAIN NEWS (RMTN)

Edition: FINAL
Section: LOCAL (Denver, Colorado)
Page: 4a
(Copyright 1994)

MEMO: Headline p.1A - JUVENILE OFFENDERS JAM STATE'S LOCKUPS
Colorado's pretrial jails for juveniles are dangerously crowded, with no promise of substantial relief for at least two years.

The situation is expected to worsen before it gets better.

The most recent statistics show the state is holding in pretrial detention more than twice the juveniles its jails were designed to hold.

As of Thursday, 486 juveniles were crammed into housing meant for 235.

The crowding is creating a safety crisis for inmates and employees.

Three sexual assaults have occurred in juvenile detention halls in the past three months.

In one case, a boy being held until social workers could pick him up was sexually assaulted by three others May 30 at the Gilliam Youth Services Center in Denver. He was attacked in a room designed for one but in which at least three were bunked.

"In the first incident, which occurred May 20, we're already in court. I'm already being sued," said Jerry Adamek, director for the state Division of Youth Services.

"I suspect the state will assume liability to some extent over this. I did not feel there was negligence on our part. But anytime you're dealing with overcrowding, you're going to have things like that happen."

The crowding frustrates Adamek because the juvenile system is supposed to rehabilitate rather than punish.

"I think the purpose of these facilities is that they're supposed to help make people better," Adamek said. "We have to guard against making young people worse."

Among the reasons for the logjam:

- * The state's new juvenile handgun law, which requires that minors possessing handguns be held without bail before trial for up to 60 days, if they are ruled a danger to themselves or the community.

- * Backups throughout the juvenile justice system. Eighty to 90 juveniles whose cases have been adjudicated are still waiting for placement with the Department of Social Services, group homes or other programs. Until those spaces are available, they remain in detention centers.

- * Prosecutors and judges, still jittery over public reaction to the unusually violent summer of 1993, are recommending and imposing higher bails. As a result, fewer youthful offenders are returning home promptly to their parents.

"A year and a half ago, the same kid they're holding today might have been released," Adamek said. "People are afraid to make a mistake by releasing the wrong kid."

The crowding concerns not only those who run the lockups, but

defense lawyers and prosecutors, as well.

"I don't think overcrowding benefits anybody," said Denver deputy district attorney Bonnie Saltzman. "It doesn't benefit our office, and I don't think it benefits the juveniles or the families. The only solace we can achieve out of this is knowing that juvenile offenders are being detained."

But because the lockups are ill-equipped to segregate hard-core offenders, dangerous young people are housed shoulder-to-shoulder with kids involved in their first brushes with the law.

In two of three recent sexual assaults, Adamek said, "the victims were basically first-time offenders."

Jim Covino, a Denver defense lawyer who handles juvenile cases, blames the new gun law and its application by prosecutors.

"I think the district attorney's office needs to take a look at its process for keeping kids in jail, in terms of . . . holding kids without bail," Covino said. "There's a fair number of kids who are sitting there on a stupid gun-law case . . . and it may be a kid who has no prior crime."

But Adamek said such cases are few.

Saltzman admits that fear of prematurely releasing an offender discourages leniency by prosecutors.

"If they're suspected of a crime of violence, you bet there's fear" by prosecutors, she said. "If they are a repeat property offender, you bet there is."

"We don't want to see the community victimized over and over again, just because the detention facility is overcrowded."

The legislature took steps to solve the crisis in its 1994 session, by authorizing \$32 million for 298 new detention beds, spread among four new lockups to be built along the Front Range, plus expansion of existing buildings at Pueblo and Grand Junction.

Even under the most optimistic conditions, they will not open until late 1996. The Division of Youth Services is encountering roadblocks in building the lockups.

Stiff community opposition recently scuttled plans to build the new 60-bed Denver lockup on city property near Fort Logan. An alternative Denver site has yet to be identified publicly.

A new 48-bed structure slated for Colorado Springs is running into similar difficulties.

"The El Paso County Commissioners identified four or five potential sites, and we found only one of them acceptable," Adamek said, describing the area as a "gravel pit" on Gold Camp Road.

"We went out and looked at it and said, 'OK, we could work with it,'" Adamek said. "Now, there is hesitation from the commissioners. And a lot of it is driven by community reaction."

Adamek said the problem, not surprisingly, is that "everybody wants someone locked up, but nobody wants it in their back yard."

That includes some in law enforcement. Arapahoe County Sheriff Pat Sullivan told the state last month that he needs to oust 60 juveniles from his county's jail. He had agreed to hold the youths for the state, but the Arapahoe jail is overflowing with adult inmates awaiting beds in the state corrections system.

Adamek has until Sept. 30 to find a place for the 60 Sullivan no longer can accommodate.

"It is grim," Adamek said. "And until communities come to grips with what we do to deal with the causes of this, all we're going to be able to do is build a larger and larger corrections system."

@Art: Photo, graph, map

@Art Caption: These two young inmates are among four sharing a room designed for one at Gilliam Youth Detention Center in Denver. By Dennis Schroeder / Rocky Mountain News. Doubled up / Colorado's

pre-trial detention facilities for juveniles are at double their capacities. Source: Clorado Division of Youth Services By Rocky Mountain News. Locater map / Juvenile detention facilities.

End of Story Reached

ACCESS # RMTN148082

HEADLINE County jail busts inmate record
Population at Denver facility hits 138% of capacity with 1,869
prisoners behind bars

Byline: Kris Newcomer; Rocky Mountain News Staff Writer

LENGTH ESTIMATED INFORMATION UNITS: 2.9 Words: 324

DATE 08/17/94

SOURCE ROCKY MOUNTAIN NEWS (RMTN)

Edition: FINAL

Section: LOCAL (Denver, Colorado)

Page: 4a

(Copyright 1994)

Denver broke a record - one of those records nobody ever wants to break - when the county jail's population climbed to 138% of capacity Tuesday.

"We broke an all-time record, unfortunately," said John Simonet, director of the Sheriff's Department.

A jail built to hold a maximum of 1,350 prisoners was holding 1,869 Tuesday, taxing everything from the Sheriff's Department's overtime budget to the laundry and kitchen, Simonet said.

After hitting 1,821 earlier this month, the jail's population had dipped closer to 1,800. But Tuesday's record was not expected to decline immediately, judging from activity at Denver's intake center next to downtown police headquarters, Simonet said.

The county jail, built in the 1950s, is at Havana Street and Smith Road.

The surge in prisoners doesn't reflect a surge in crime, Simonet said.

"Crime, in fact, is down."

Up, on the other hand, is crime fighting.

People arrested for certain crimes are more likely than in the past to be sentenced to jail time. That includes people convicted of driving under the influence.

People arrested for municipal offenses now serve up to 360 days, rather than the previous maximum of 180 days.

Then there are the domestic violence offenders. Denver police are required to jail them if there is evidence that someone has been hurt in a domestic altercation.

Crediting sheriff's deputies for preventing altercations among prisoners in crowded conditions, Simonet said many deputies are working a lot of overtime.

Crowding also increases risks to prisoners as well as the risk of escape.

Simonet said city officials, including Mayor Wellington Webb, are doing their best to address immediate needs at the jail.

The Denver Department of Health and Hospitals has helped out, taking about 30 female prisoners whose substance-abuse problems qualified them for placement in its detoxification program.

With the jail's gymnasium filled with prisoners, plans call for a prefabricated metal annex to the jail to offer temporary housing.

@Art: Photo

@Art Caption: John Simonet.

End of Story Reached

ACCESS # RMTN140637

HEADLINE Halfway house escapes nearly double since 1990
Corrections officials blame crowding of prisons for increase, say
residences are good places for many non-violent offenders
Byline: Ann Carnahan; Rocky Mountain News Staff Writer

LENGTH ESTIMATED INFORMATION UNITS: 10.2 Words: 1250

DATE 07/05/94

SOURCE ROCKY MOUNTAIN NEWS (RMTN)
Edition: FINAL
Section: LOCAL (Denver, Colorado)
Page: 5a
(Copyright 1994)

MEMO: HALFWAY HOUSES Banner p.1A - HALFWAY HOUSE ESCAPES SOAR / 500
COLORADO CRIMINALS FLED IN 1993, INCLUDING 7 MURDERERS AND 119
BURGLARS. SEE END OF TEXT FOR INFOBOX

More than 500 criminals, including seven murderers and 119
burglars, escaped from Colorado halfway houses last year, nearly
double the number who fled in 1990.

One in six of all felons escaped from neighborhood halfway
houses. And in most cases, no one looked for them.

Those are the findings of a Rocky Mountain News investigation of
records on escapes from state halfway houses from 1990 through 1993.

The trend continues this year. Prosecutions are up; docket
sheets in Denver District Court are jammed almost every day with
escape cases.

"This really concerns me," said Denver Councilman Ted Hackworth,
a member of the council's public safety committee. "We need to do
more questioning about what's going on here."

Officials blame the surge in escapes on the crowded prison
system, which forces more hardened criminals into halfway houses.

Ten years ago, about 30% of criminals referred to halfway houses
had committed crimes with deadly weapons or other offenses as
serious as assault, drug selling or escape, said Tom Moore,
director of community corrections in Denver. Today, 70% have
committed at least one of those crimes.

"We're dealing with people who intrinsically are going to fail,"
Moore said, in explaining the high escape rate.

It's common today, Moore said, for halfway house "clients" to
have four or five prior felony convictions.

The number of escapes rose nearly 100% over the three-year
period studied while populations at the halfway houses rose only
about 12%, records show.

Of the 3,233 people in halfway houses last year, 526 escaped.

That's almost double the 273 estimated to have fled in 1990,
when 2,880 felons lived in the homes.

The escape figures don't include the hundreds of halfway house
residents who violate curfew, officials say, or who decide to
escape but return within a couple of hours.

Officials say it's important to note that many inmates are
helped by halfway house programs.

A halfway house is a good place for some non-violent defendants
who don't belong behind bars or on probation, they say. The
residences ease the transition of prison inmates back into society.

Success rates are rising.

In the 1992-93 fiscal year, 56% of halfway house inmates
successfully completed the programs, up from 44% in 1989-90,
according to the division of criminal justice.

Part of the reason, officials say, is that halfway house
staffers are less apt to expel inmates who violate house rules -

such as being late - choosing instead to work on client behavior. But the true extent of Colorado's escape problem may never be known because state officials say they do not track the following information:

- * How many escapees commit crimes while they're on the loose.
- * The number of escapees who are eventually brought back into custody.
- * How long escapees are gone.

Tom Giacinti, director of corrections for Jefferson County, said those statistics aren't tracked because escapees are "gone for such a short period of time that nobody is willing to put energy into finding out what happened to them."

"There's a fear that these people are out raping and pillaging. But I don't think that's the case," Moore said. "My gut tells me that."

Veteran victims' advocate Lucille Ray is skeptical.

"If this is the great program they say it is, why wouldn't they have the figures?" Ray asked.

Ray, a Wheat Ridge woman who has testified on crime bills before the legislature, and other victims' advocates say that halfway houses have become a dumping ground for people who should be in prison.

"There's a need for halfway houses, for first-time, honestly, truly non-violent offenders, let's say check forgers for small amounts," Ray said. "There are very violent people in halfway houses and they're living right in our neighborhoods. I don't think most people realize that."

No escapee's crimes were as highly publicized as Steven Staley's. Staley escaped from the Williams Street Center in 1989 and killed a Texas restaurant manager.

In February this year, the man's widow, Darlene Read, received a \$1 million settlement. She had blamed her husband's death on lax security at the center.

Of the seven murderers who escaped from the state's halfway houses last year, at least one is still on the run, according to the Colorado Bureau of Investigation.

One sex offender escaped last year. Halfway house operators usually won't accept sex offenders because of their high recidivism rate.

Two programs, Correctional Alternative Placement Services in Craig and the Mesa County Work Release Center, had one escape each last year, records show.

The Williams Street Center recorded 65 escapes last year, the most at any halfway house.

The three Peer 1 programs in Denver had the highest total number of escapes last year. Eighty-four offenders walked away from the grounds at Peer 1, which has an intensive treatment program for hard-core drug and alcohol abusers, according to state records. The program has the highest escape rate, at 41% records show, state officials say.

Peer I directors dispute that figure. They say they take on the most difficult, last-chance offenders, who sometimes flee because they can't handle Peer 1's highly confrontational program.

Denver Councilman Tim Sandos said that when he and other council members recently learned about Peer 1's escape rate, they asked state officials to begin reporting escape figures quarterly rather than annually.

"If people are walking away from the institutions, I perceive that to be a problem," Sandos said. "That is exactly why I want to track them."

INFOBOX

Halfway house escapes

OVERVIEW

	1990*	1991	1992	1993
Escapes.....	273	361	434	526
Total inmates.....	2,880**	2,923	3,313	3,223
% who escape.....	9%	12%	13%	16%

*1990 figure extrapolated from available data.

**Inmate figures are for fiscal year from July 1 of the previous year through June 30.

PROFILE OF ESCAPEES*

Murderers

1991 - 1

1992 - 2

1993 - 7

Robbers

1991 - 10

1992 - 14

1993 - 19

Assailants

1991 - 10

1992 - 11

1993 - 25

Burglars

1991 - 88

1992 - 106

1993 - 119

Thieves**

1991 - 76

1992 - 99

1993 - 101

Drug offenders

1991 - 52

1992 - 70

1993 - 115

1993 ESCAPES BY HALFWAY HOUSE

Halfway houses.....no. of escapees

Community Responsibility Center.....15

1651 Kendall St., Lakewood

Williams Street Center.....65

1776 Williams St., Denver

Independence House Pecos.....36

4101 Pecos, Denver

Peer I (includes 3 programs).....84

3712 W. Princeton Circle, Denver

Independence House Federal.....23

2765 S. Federal , Denver

COMCOR Inc. (Diversion).....25

5250 N. Nevada, Colorado Springs

Hilltop House.....8

1050 Avenida del Sol, Durango

Larimer County Community

Corrections Program.....4

315 W. Oak St. Suite 100, Fort Collins

Comm. Corr. Inc. (Transition).....18

3808 N. Nevada, Colorado Springs

Correctional Alternative Placement.....1

Services. 445 Ranney, Craig

Loft House.....14

7660 N. Washington, Denver

Boulder Community Treatment Center.....	20
1770 21st St., Boulder	
Mesa County Work Release Center.....	1
559 Pitkin Ave., Grand Junction	
The Restitution Center.....	18
555 18th St., Greeley	
San Luis Valley Community Corrections.....	2
1015 4th St., Alamosa	
Alpha Center Clarkson.....	16
755 Clarkson St., Denver	
Alpha Center Columbine.....	21
4280 Columbine, Denver	
Arapahoe County Residential Center.....	32
5095 S. Santa Fe Drive, Littleton	
Arapahoe Community Treatment Center.....	56
3265 W. Girard Ave., Englewood	
Minnequa.....	6
2415 Lake Ave., Pueblo	
Phoenix Center.....	34
8031 Interstate 76, Henderson	
Pueblo Comm. Corr. Services Inc.....	5
1901 N. Hudson, Pueblo	
Longmont Comm. Center.....	22
236 Main Street, Longmont	

Source: Colorado Division of Criminal Justice, Department of Public Safety

@Art: Color Illustration

@Art Caption: Halfway House escapes. By Rocky Mountain News. See infobox for additional information.

End of Story Reached

ACCESS # RMTN127852
HEADLINE State high court upholds Denver assault-gun ban
Byline: John Sanko; Rocky Mountain News Capitol Bureau
LENGTH ESTIMATED INFORMATION UNITS: 2.5 Words: 294
DATE 05/03/94
SOURCE ROCKY MOUNTAIN NEWS (RMTN)
Edition: FINAL
Section: LOCAL (Denver, Colorado)
Page: 18a
(Copyright 1994)

The Colorado Supreme Court on Monday upheld the bulk of a 1989 Denver ordinance banning the sale or possession of semi-automatic assault weapons.

The 6-1 ruling was a victory for city officials who had seen the law struck down as unconstitutional in a lower court after it came under attack by gun groups and Attorney General Gale Norton.

In a related case, the court ordered a Denver judge to reconsider her action in dismissing charges against a woman who gave her son a MAC-11 weapon. The weapon was used to kill Theron Hicks, 15, of Montbello in 1992.

In a decision written by Chief Justice Luis Rovira, the court noted it has consistently ruled the state may regulate the right to bear arms under its inherent police powers as long as the regulations are reasonable.

The court said Denver District Judge R. Michael Mullins erred in ruling the right to bear arms is a fundamental right and in reviewing the ordinance under a strict scrutiny standard.

The court agreed that one small section of the law is unconstitutionally vague, but said it was "severable," meaning the rest of the ordinance could stand as law.

The section struck down said assault weapons include semiautomatic pistols that were modifications of weapons designed to be assault guns. The court agreed it is unreasonable to expect buyers to know the "design history" of weapons.

In the related case, the court ordered Denver District Judge Nancy Rice to reconsider her action dismissing charges against Debbie Sue Straight, who was charged with contributing to the delinquency of a minor.

Straight gave her son, Danny Akers, 17, a semiautomatic weapon he used to kill Hicks in September 1992. Akers was convicted and sentenced to 49 years in prison for the slaying.

End of Story Reached

ACCESS # DNVR225892
HEADLINE Webb: Denver safer
Byline: Christopher Lopez Denver Post Staff Writer
LENGTH ESTIMATED INFORMATION UNITS: 5.6 Words: 837
DATE 09/07/94
SOURCE DENVER POST (DNVR)
Edition: Final
Section: News
Page: A-01
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Mayor Wellington Webb yesterday seized upon a 6.6 percent drop in Denver's crime rate to promote police efforts and claim that his administration's programs have made residents feel safe again.

In a speech to the City Club of Denver, Webb reaffirmed his commitment to spend however much money it takes to make Denver a safer city and to provide law enforcement with the tools it needs to win the "war on crime."

Most of the initiatives Webb announced yesterday were continuations of programs begun over the last two years when concern over crime heightened.

The new proposals seek about \$3.3 million for new police cars and equipment and a 200-bed addition to the county jail.

He said the city next year will continue to fund the curfew program and police "impact teams" and will spend another \$1 million on crime prevention through Denver's "Safe City" initiative. Those three efforts, in particular, highlight the moves Webb has made to fight crime.

His speech emphasized how Denver was shaken last year by a number of high-profile shootings and how his administration made the right calculated moves to calm citizen fears and avoid a repeat of 1993.

"I think it's real important to remind people where we were and where we are," Webb said afterward. "Last summer, we all went through a period of high profile, Hollywood-type crimes. I felt the city was kind of teetering some and that's what I was saying. We didn't wring our hands. We put together a program that said "We want to move forward."'

The crime program appears to be working for Webb at a time when his highest-profile project, Denver International Airport, is struggling.

His 1995 budget, which he'll present to the city council later this month, will reflect his commitment to stay on top of the problem, Webb said.

Webb's proposed crime budget will include:

*About \$2.2 million for new police cars and another \$1.1 million for police equipment, such as radios, training equipment and computers in police cars.

→ *An estimated \$1.3 million on police impact teams. Those are the special units formed in 1993 to target gangs and drug dealers. This year, the units have confiscated 272 handguns and rifles and have come in contact with 1,200 gang members, according to police.

*About \$600,000 on a new 200-bed dormitory to relieve inmate crowding at the Denver County Jail. That addition should be on line by April 1995.

Webb said it wouldn't matter if Denver has a new ballpark in Coors Field or a new airport in Denver International if crime is taking over and citizens are living in fear.

"Public safety is the most fundamental responsibility of local government, and it's first on my agenda," he said. "We must place public safety first because it critically impacts our city's

livability."

He recited statistics from January to July of this year that show the crime rate down by 6.6 percent over the same period last year.

However, a separate analysis by The Denver Post showed that this summer was as bad as last summer in terms of homicide, sexual assaults and robberies.

To be fair, Webb said crime statistics need to be analyzed on a yearly basis because crime does not just happen in the summer.

And as 1994 heads into its final quarter, Webb said he is sure that residents feel much better about how this year is ending in relation to crime compared to last year.

"Last year people were scared," Webb said. "Now I think the comfort level is coming back and I think people are cautious. But I think the trend is in the right direction." SAFER CITY

Mayor Wellington Webb committed to the following in a speech to the Denver City Club yesterday:

*MANPOWER: Police impact units designed to crack down on gangs and drug dealers will be part of the mayor's 1995 budget at an estimated cost of \$1.3 million. If approved by the city council, it will mark the third year of funding for the special police teams.

*CARS: The city will spend more than \$2.2 million on new police cars next year. Webb wants to expand the police-car replacement program so no patrol car will be more than 3 years old or have more than 70,000 miles on it.

→ *CURFEW: The city's curfew program will be funded for a second year. The estimated annual cost is \$617,000.

*JAIL: A 200-bed dormitory will be built for county jail inmates at a cost of about \$600,000. In addition, the city is studying whether to build an 800-bed jail addition at an estimated cost of \$30 million.

*BUDGET: The mayor will set aside \$1 million in his 1995 budget for programs identified through Denver's safe-city program. It will mark the second year of funding for safe-city initiatives.

*EQUIPMENT: Another \$1.1 million will be spent next year on new police radios, computers for police cars and police target training equipment. The computers will help officers determine if a person is wanted the minute a suspect vehicle is stopped.

End of Story Reached

ACCESS # DNVR206061
HEADLINE Longer drug sentences jam prisons
Byline: The Associated Press
LENGTH ESTIMATED INFORMATION UNITS: 2.5 Words: 284
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SOURCE DENVER POST (DNVR)

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WASHINGTON - More than one in five federal prisoners are low-level drug criminals with no record of violence and no involvement in sophisticated criminal activity, according to a Justice Department study released yesterday.

Attorney General Janet Reno ordered the study to see if the growing use of mandatory minimum sentences for drug crimes was wasting space in crowded federal prisons that she felt could be better used for violent, repeat criminals.

The study found 16,316 prisoners, or 21.5 percent of federal inmates, have no violence on their records, no involvement in sophisticated criminal activity and no previous prison time.

The study offered no recommendations but noted that it costs \$20,000 a year to house a federal inmate.

"Some might argue that these resources could be used more efficiently to promote other criminal justice needs," said the 50-page report, which had these findings about the low-level offenders:

- *Their average sentence is 81.5 months, 2.5 times longer than before sentencing guidelines and the 1986 Anti-Drug Abuse Act imposed mandatory minimum sentences for drug and weapons crimes.

- *Two out of three received mandatory minimum sentences.

- *More than 40 percent were couriers or played peripheral roles in drug trafficking. Sentence length depended more on the amount of drugs involved in the crime than on the criminal's role.

- *Length of prison time had no effect on whether they returned to crime.

- *Non-citizens received longer sentences than U.S. citizens, but there were no sentencing differences by race or sex.

The report noted that long sentences "do serve important criminal justice goals such as retribution and incapacitation" and may promote general deterrence. On the other hand, it said, they "may diminish the value of long sentences for crimes considered more serious."

End of Story Reached

ACCESS # CSP126235
HEADLINE Study: More gang members with guns doing jail time
Byline: Associated Press
LENGTH ESTIMATED INFORMATION UNITS: 1.6 Words: 174
DATE 06/28/94
SOURCE Colorado Springs Gazette Telegraph (CSP)
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Label: STATE

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DENVER - More than half of all adult gang members arrested for carrying guns aren't getting off the hook without doing some time, according to a computer survey by the Rocky Mountain News.

The survey said 92 adults were arrested by the city's gang unit last year for carrying guns and other concealed weapons. Of those, 51 were convicted and served at least a partial sentence, with 29 gang members serving full sentences.

The average time served for the 51 was 97 days. The concealed-weapons charge carries a one-year maximum sentence.

Here's a breakdown of the other 41 cases:

Five resulted in fines.

Eleven were deferred or given probation.

Thirteen were dismissed.

Twelve are still pending.

City officials said they were surprised but pleased by the jail sentences handed down by judges last year.

"I'm glad to see the courts are paying strong attention," said Deputy Police Chief Steve Jefferies. "I'm surprised to find out that 29 served full sentences, given the crowded conditions at the jail and the fact that it's a misdemeanor."

End of Story Reached