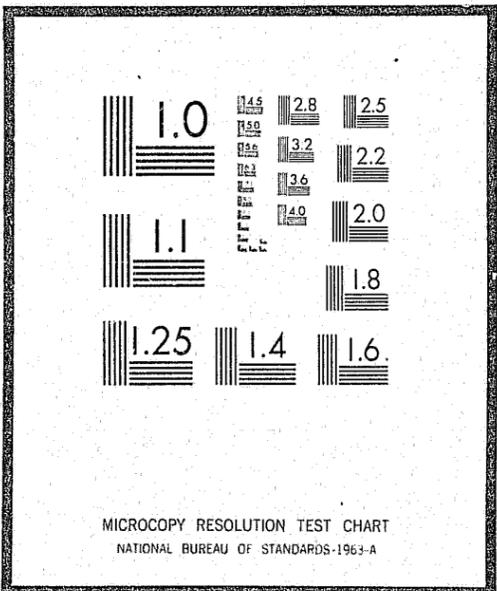


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

6/16/77
Date filmed

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INDIVIDUAL TECHNICAL ASSISTANCE REPORT
In Response to a Request for Technical Assistance
By the
Colorado Region III
Criminal Justice Planning Council

August 31, 1973

NCJRS

NOV 30 1973

AC 115

Prepared by:
Public Administration Service
1313 East 60th Street
Chicago, Illinois 60637

(Per Contract J-LEAA-015-72)

39258

I. PRELIMINARY INFORMATION

- A. **Consultant Assigned:**
George D. Eastman
Director, Institute of Governmental Research and Service
Kent State University
Kent, Ohio
- B. **Date Assignment Received:**
April 2, 1973
- C. **Date of Contact with LEAA Regional Coordinator:**
April 4, 1973
- D. **Dates of On-Site Consultation:**
May 28—June 1, 1973
- E. **Individuals Contacted:**
See attached consultant's report.

II. STATEMENT OF THE PROBLEM

- A. **Problem as per Request for Technical Assistance:**
Study of feasibility of consolidating law enforcement functions in Clear Creek and Gilpin Counties, Colorado.
- B. **Problem Actually Observed:**
Additions as noted in attached consultant's report.

III. FACTS BEARING ON THE PROBLEM

See attached consultant's report.

IV. DISCUSSION OF POSSIBLE COURSES OF ACTION

See attached consultant's report.

V. RECOMMENDED COURSES OF ACTION

See attached consultant's report.

CONSULTANT'S REPORT

Introduction

A request for technical assistance, forwarded to Public Administration Service by the Director of the Criminal Justice Program for the Region III Criminal Justice Planning Council, through the Division of Criminal Justice of the Colorado Department of Local Affairs, initiated the study from which this report was developed. The study was to be concerned particularly with improvement of law enforcement services in Clear Creek and Gilpin Counties, with special reference to advantages which might arise from some form of services consolidation. Largely because of the sparse resources of the two counties, a phase of the study is extended to the service potentials available in Jefferson County.

Study Methodology

Commonly accepted techniques of data development were used to obtain information for this report. Review of materials for the study, however, was restricted to local records; this limitation was permitted because of the consultant's prior work in other Colorado counties which involved study of the State Constitution and pertinent statutory provisions on both local government and local law enforcement.

The principal data-gathering process was interviewing. Included, among others interviewed, were the sheriffs of Clear Creek, Gilpin, and Jefferson Counties; the chiefs of police of Idaho Springs and Central City; town marshalls in Georgetown and Black Hawk; the police judge and mayor in Georgetown; and a Black Hawk councilwoman.

The Local Setting¹

Clear Creek and Gilpin Counties are similar in some respects; both are largely mountainous in nature and, while mining is a significant source of income in Clear Creek, tourism is a major source of income to each. In other ways, the two counties are quite dissimilar. Clear Creek has approximately two and one-half times the area of Gilpin, although more land is held privately in the latter. In Gilpin County more than 50 percent of the land is held privately, whereas, in Clear Creek only slightly more than 17 percent is held privately.

Clear Creek had a reported 1972 population of 5,315 within its 394 square miles and Gilpin, 1,295 in its 149 square miles. Income levels are significantly higher in Clear Creek where only 14.6 percent had incomes of less than \$3,000, with 34.7 percent exceeding \$10,000; this is in contrast to Gilpin with 27.3 percent below \$3,000 and 14.7 percent above \$10,000.

¹ Except where otherwise referenced, figures in this section are taken directly or extrapolated from Colorado Yearbook: 1973, published by Public Affairs Department, Colorado Interstate Gas Company.

Idaho Springs is the largest municipality in Clear Creek County. The Chief of Police estimates its present population to be 2,300; Georgetown, the county seat, had a 1972 estimated population of 598. Central City is the county seat of Gilpin County, with a 1972 estimated population of 311; Black Hawk, its contiguous neighbor, is much smaller but is sometimes referred to locally as the "richest square mile on earth," a reference to its mineral resources.

Seasonal fluctuations in population occur largely in the rural areas of Clear Creek County and in Central City and Black Hawk in Gilpin County; Central City may rise to 2,000 in summer months and there may be 10,000 to 17,000 visitors per day, according to the chief of police. Depending on the prognosticator, Georgetown, in the next several years, should expect modest to phenomenal growth.

Local Government

Both counties are organized as prescribed by Colorado statute and are governed by three-member commissions. Georgetown and Central City hold charters which predate the State Constitution and, though inadequate in some respects, are not likely to be changed. Central City, even today, is using a police blotter or ledger in which the first entries were made well before the turn of the century.

Local Law Enforcement

There are two organized police agencies in Clear Creek County, the Sheriff's Department and the Idaho Springs Police Department; marshalls serve such smaller communities as Georgetown. The Sheriff's Department has a complement of 13: the sheriff, an undersheriff, two sergeants, two dispatchers, and seven deputies, who also serve as dispatchers as needed. The Department maintains the County Jail which, though immaculate, is inadequate; meals are prepared by the sheriff's wife. With typical duties of detention, civil process, and communications for the County, Idaho Springs (for which a modest charge is paid monthly), and Georgetown, there is minimal time available for patrol and other normal police field services. There is, however, a sheriff's posse of about 25 personnel which assists in search and rescue operations and forest-fire control and is prepared to assist in other types of disaster.

Idaho Springs has five full-time policemen, including the chief. With no responsibility for communications and meager records to keep, the Idaho Springs Police Department concerns itself largely with field operations; all telephone calls for police service made by residents of Idaho Springs are received in the sheriff's office. The Department does not participate in the Uniform Crime Reports program of the Federal Bureau of Investigation, whereas the Sheriff's Department does.

There are two law enforcement agencies in Gilpin County: the County Sheriff's Department and the Central City Police Department; Black Hawk is served by a businessman/marshall on a part-time basis. The Sheriff's Department has six full-time personnel: the sheriff, a deputy, and four dispatchers (an authorized position of undersheriff has not been filled). The Department dispatches for itself and Central City; the

latter has its own telephone line, but calls automatically go through to the sheriff's office when not answered in the city office. Thus, as in Clear Creek County, the sheriff handles detention, civil process, and communications; clearly, with only a sheriff and deputy, no effective field operation can exist. The jail, in spite of efforts to maintain it, is not an acceptable facility by any modern definition. It seems unconscionable to use it for housing long-term prisoners, as is done presently.

Law enforcement agencies in the two counties cannot expect, independently, to provide a full range of police services with their limited resources. Theoretically, the ratio of police personnel to population is adequate. What makes impracticable the achievement of reasonable goals, however, is a population level too low to support enough personnel for law enforcement purposes. The use of personnel for communications and detention in both counties further reduces potential for service. While a "metro" line is available in each county seat to expedite calling the Jefferson County Sheriff's Department, Denver, and the Colorado Highway Patrol—and through the latter access to the National Crime Information Center—telephone service facilities presently do not permit ready access among all areas of the two counties nor between them and Denver.

Local Financial Support of Local Law Enforcement Services in Clear Creek and Gilpin Counties²

It was deemed important in this study to gain an insight into means by which local law enforcement agencies are supported financially; this section of the report, thus, presents a brief financial analysis pertinent to study purposes.

County Law Enforcement

Clear Creek and Gilpin Counties obtain support for local law enforcement much as most counties throughout the nation do. A millage rate, 5.9 in Clear Creek and 29.9 in Gilpin, is levied against the property valuation of the County. The property tax obtained by this means, \$180,537 in Clear Creek and \$130,719 in Gilpin,³ supplies most of the general funds of the counties, \$345,272 in Clear Creek and \$221,914 in Gilpin, from which law enforcement services obtain financial support (see Table 1). The remainder of the general fund is composed of other revenue (see Table 2) made up of earmarked local, state, and federal monies as well as the general fund balance carried over from the previous year.

²

All figures used in this section of the report were obtained from 1972 county or municipal records.

³

These figures are lower than the actual amount generated by applying the appropriate mill levies to the county property valuations because deductions for uncollectable taxes and treasurer's fees have been made. The actual gross amount of property taxes levied in 1972 was \$187,643 in Clear Creek and \$135,356 in Gilpin.

Table 1
 COUNTY GENERAL FUND REVENUES
 IN CLEAR CREEK AND GILPIN COUNTIES, COLORADO

	<u>Total General Fund</u>	<u>Property Tax</u>	<u>Other Revenues</u>
Clear Creek	\$345,272 (100%)	\$180,537 (52%)	\$164,735 (48%)
Gilpin	221,914 (100%)	130,719 (59%)	91,195 (41%)
Totals	<u>\$567,186</u> (100%)	<u>\$311,256</u> (55%)	<u>\$255,930</u> (45%)

Table 2
 COMPOSITION OF OTHER REVENUES
 IN CLEAR CREEK AND GILPIN COUNTIES, COLORADO

	<u>Total</u>	<u>Local</u>	<u>State</u>	<u>Federal</u>	<u>Balance Beginning Year</u>
Clear Creek	\$164,735 (100%)	120,450 (73.1%)	9,700 (5.9%)	11,070 (6.7%)	23,515 (14.3%)
Gilpin	91,195 (100%)	38,450 (42.2%)	7,386 (8.1%)	1,540 (1.7%)	43,819 (48.0%)
Totals	\$255,930 (100%)	158,900 (62.1%)	17,086 (6.7%)	12,610 (4.9%)	67,334 (26.3%)

Table 2 indicates that only a very small portion of the general funds of both counties are composed of nonlocal funds. Since the state and federal monies are earmarked for specific programs or areas, it is possible to determine the amount of support for law enforcement provided on the local level. To illustrate the amount of local support provided, Table 3 indicates: (1) the amount of the county law enforcement budget provided locally, (2) the amount of state or federal funds supplementing local funds, and (3) the per capita amount of support provided for law enforcement services by county residents from local funds, \$12.52 in Clear Creek and \$33.73 in Gilpin.⁴

In order to compare the financial support of law enforcement services by the counties, Table 4 indicates the amount of the public safety and sheriff's department budgets of both counties in addition to the personnel costs of both sheriffs' departments. To give greater value and understanding to these figures, percentages of the general fund, public safety budget, and sheriffs' departments budgets for both counties also are provided. As evidenced in the table, the levels of fiscal effort expended by both Clear Creek and Gilpin Counties are very similar, and as noted in two cases, are identical.

For a more detailed comparison, Table 5 examines the expenditures of both counties' sheriffs' departments. Costs for personal services, supplies, other services and charges, all other, and capital outlay are the categories into which the total budget is divided. Percentages of the amounts in these categories of the total department budget are then provided for greater ease and accuracy in comparison. Once again a strong similarity between the two counties is evidenced.

Finally, Tables 6 and 7 present the annual expenditure in both counties for jail facilities and coroner services, the other two law enforcement functions at the county level. A significant shift from the pattern of similarity heretofore noted is demonstrated in these tables. The disparity in Table 6 appears to be the result of two factors: (1) a much lower operating budget in Gilpin County and (2) most significantly, no personnel specifically budgeted for the jail operations in Gilpin County. In Table 7, the disparity is attributable to a variance in method of reporting and/or compensating the coroner. In Clear Creek the coroner's compensation is recorded in the category "personal services," whereas in Gilpin County the coroner's compensation is recorded in the category "other services and charges." Importantly, however, it should be noted that the expenditure for coroner services in both counties is nearly identical.

Plans for Improvement

At the outset, it should be said clearly that the basic law enforcement problem of Clear Creek and Gilpin Counties is to provide reasonable field services within very limited resources. The problem is unduly complicated by demands arising from the seasonal fluctuations of tourism in rural Clear Creek County and in the municipalities of Central City and Black Hawk. It is more difficult, indeed, to identify and propose corrective measures under the circumstances existing than it is normally in more urban areas of greater financial resources. Nonetheless, it is the purpose of this portion of the report to highlight means of improvement; some could be adopted reasonably quickly, while others will take longer—especially, perhaps, those which involve Jefferson County.

⁴ Here it should be noted that these per capita figures represent an amount theoretically paid by each man, woman, and child. In actuality, of course, the taxpayer, dependent upon his property valuation and contributions to other income categories (such as user and license fees and nonproperty tax) pays a higher per capita amount.

Table 3
 COUNTY PER CAPITA SUPPORT TO LAW ENFORCEMENT
 IN CLEAR CREEK AND GILPIN COUNTIES, COLORADO

	<u>Sheriff's Department Budget</u>	<u>Amount Provided by State or Federal</u>	<u>Population</u>	<u>Per Capita Support</u>
Clear Creek	\$ 60,340	\$ 0	4,819	\$12.52
Gilpin	42,917	5,860 ^{a/}	1,272	33.73
Totals	\$103,257	\$5,860	6,091	\$16.95

^{a/} Monies provided by the Colorado Department of Local Affairs.

Table 4
 COMPARISON OF COUNTY LAW ENFORCEMENT EXPENDITURES
 IN CLEAR CREEK AND GILPIN COUNTIES, COLORADO

	Amount	Percent of General Fund	Percent of Public Safety Budget	Percent of Sheriff's Department Budget
<u>Clear Creek</u>				
Public Safety Budget	\$85,428	25		
Sheriff's Department Budget	60,340	17	70	
Personnel Costs	47,130	13	55	78
<u>Gilpin</u>				
Public Safety Budget	56,413	25		
Sheriff's Department Budget	42,917	19	76	
Personnel Costs	28,015	13	50	65

Table 5

EXPENDITURES OF COUNTY SHERIFF DEPARTMENTS
IN CLEAR CREEK AND GILPIN COUNTIES, COLORADO

	<u>Clear Creek</u>	<u>Percent of Total For County</u>	<u>Gilpin</u>	<u>Percent of Total For County</u>	<u>Total For Both Counties</u>	<u>Percent of Total For Both Counties</u>
Total Budget	\$60,340	100%	\$42,917	100%	\$103,257	100%
Personal Services	47,130	78	28,015	65	75,145	73
Supplies	2,000	3	750	2	2,750	3
Other Services and Charges	7,310	12	6,200	14	13,510	13
All Other	200	1	2,352	6	2,552	2
Capital Outlay	3,700	6	5,600	13	9,300	9

Table 6
 EXPENDITURES FOR MAINTENANCE AND OPERATION
 OF COUNTY JAILS
 IN CLEAR CREEK AND GILPIN COUNTIES, COLORADO

	<u>Clear Creek</u>	<u>Percent of Total For County</u>	<u>Gilpin</u>	<u>Percent of Total For County</u>	<u>Total For Both Counties</u>	<u>Percent of Total For Both Counties</u>
Total Budget	\$11,538	100.0%	\$750	100.0%	\$12,288	100.0%
Personal Services	4,038	35.0	0	0	4,038	33.2
Supplies	4,900	42.5	650	86.0	5,550	45.0
Other Services and Charges	2,550	22.0	50	7.0	2,600	21.0
All Other	50	0.5	50	7.0	100	0.8
Capital Outlay	0	0	0	0	0	0

Table 7
 EXPENDITURES FOR COUNTY CORONER SERVICES
 IN CLEAR CREEK AND GILPIN COUNTIES, COLORADO

	<u>Clear Creek</u>	<u>Percent of Total For County</u>	<u>Gilpin</u>	<u>Percent of Total For County</u>	<u>Total For Both Counties</u>	<u>Percent of Total For Both Counties</u>
Total Budget	\$500	100.0%	\$475	100.0%	\$975	100.0%
Personal Services	300	60.0	0	0	300	31.0
Supplies	0	0	0	0	0	0
Other Services and Charges	180	36.0	425	89.0	605	62.0
All Other	20	4.0	50	11.0	70	7.0
Capital Outlay	0	0	0	0	0	0

Detention

The sheriff of Jefferson County graciously accepts prisoners from both Clear Creek and Gilpin Counties on a space-available basis, and without charge for prisoners held temporarily while arrangements are being made for their release; a charge of \$2.50 per day is made for time-serving prisoners. The sheriff makes a point, however, that his jail operates close to capacity and that, consequently, he could not assure detention of all prisoners from the other counties.

The county jails in both Georgetown and Central City are quite unsuitable, particularly the one serving Gilpin County; and both counties lack the resources to construct and maintain detention facilities to meet modern standards, either separately or jointly, even if such a course were desirable, which it is clearly not.

Until the State embarks on a program of dispersed regional detention service for local prisoners—and this possibility may be too far distant to influence current judgments—it is recommended that:

1. The county commissioners of the three counties—Clear Creek, Gilpin, and Jefferson—and the three sheriffs initiate discussions and planning for three-county detention services.
2. Jefferson County assume responsibility for three-county detention services.
3. The Jefferson County jail be expanded to permit its housing of prisoners from all three counties.
4. Jefferson County make provision for prisoner transport throughout the three-county area.
5. Clear Creek and Gilpin Counties provide state-approved holding facilities.
6. State financial assistance be sought to initiate the regional detention program, including required new construction, or remodeling or rehabilitation of existing facilities, as well as prisoner transportation.
7. An equitable three-county agreement be promulgated which provides at-cost service to Clear Creek and Gilpin Counties for prisoner transport and detention.

It is recognized, of course, that the above proposal requires careful and detailed planning. Costs to the two smaller counties may seem high; in fact, however, these costs would be much less than the cost of developing and maintaining local facilities, and manpower would be freed from the detention function for other service.

Communications

About one-third of available man-days in the Clear Creek County Sheriff's Department is now involved in provision of communications to law enforcement personnel in the County. This expenditure of manpower, it should be noted, serves, at any given point in time, only the on-duty officer in Idaho Springs, the marshal in Georgetown, and such men—almost always very few in number—as the sheriff himself may have in the field.

The situation is more untenable in Gilpin County where neither the County nor Central City regularly maintains around-the-clock field service; in effect, dispatching and other inside work requires more than one-half of regularly assigned available personnel time.

In regard to communications, thus, it is recommended that:

1. The county commissioners and the sheriffs and police chiefs of the three counties initiate discussion and planning for three-county communication services.
2. Jefferson County assume responsibility for three-county law enforcement and other emergency communications.
3. Modest but perhaps necessary equipment additions be made to the existing Jefferson County Sheriff's dispatch facility and volume be studied to determine precisely any change in personnel requirements.
4. State financial assistance be sought to initiate the program, including equipment purchases and personnel for at least a trial period.
5. Until toll-free, direct dialing is made available to all Clear Creek and Gilpin areas, the Jefferson County dispatcher accept all collect calls from the two counties, and bill each county monthly for costs thus incurred.
6. Each local police agency in the two counties retain an administrative number for nonemergency purposes; when, inadvertently, an emergency call is received it could be dispatched from a local base station or relayed to Jefferson County.
7. Each county have its own telephone number at the dispatch center in Jefferson County; this will alert immediately the dispatcher to the general source of all calls.

8. A public telephone be placed at the entrance to each police agency of the two counties to assist persons who go to any one of them for service.
9. The three-county commissions make a detailed analysis of telephone company capability in regard to emergency telephone service and appeal formally to the Colorado Public Utilities Commission for remedial action wherever it is warranted.

The Jefferson County Sheriff's Department is a relatively large, stable operation and has the training capability and reserve of personnel to assure competent around-the-clock dispatch service to Clear Creek and Gilpin Counties with but little addition to its current work load. There logically will be some protest about loss of identity and autonomy. However, communications is a service which, if performed well, can be provided effectively and at less cost by another agency.

It should be noted that Colorado does not have a master communications and records plan. If planning is under way, local efforts should be coordinated in such a way as not to be in conflict with developments at the state level.

Records

Only the Clear Creek sheriff's office now participates in the Uniform Crime Reports program although, as stated earlier, other agencies are planning to do so. At present, there is no way to determine the extent of crime in the two counties because of a lack of criminal records—including complaints and reports from citizens. To assist law enforcement agencies in their crime prevention and repression efforts, and local public officials in programming and budgeting, it is essential that adequate records be developed.

It is recommended, thus, that:

1. Each law enforcement agency participate directly in the Uniform Crime Reports program.
2. As an alternative to the above, one agency in each county regularly receive records of other agencies for collation and submission to the FBI with, of course, proper credit to each contributor.
3. As an alternative to the above, Jefferson County accept responsibility for such collation and submission.

Police Field Services

It is relatively simple to identify alternatives to provision of police field services in Clear Creek and Gilpin Counties, yet most difficult to isolate the one which is most feasible under existing circumstances—especially the overriding circumstance of limited resources.

However, if direct responsibility for detention and communications can be assumed by Jefferson County, within appropriate control and financial arrangements, the provision of field service becomes less complex. Several alternatives should be identified, discussed, and evaluated:

1. Essentially maintaining the status quo.
2. Maintaining present police agencies with substantially greater financial support.
3. Establishing a single department to serve both counties.
4. Establishing a single department in each county to serve all jurisdictions.
5. Contracting with a third county—Jefferson for example—to provide services to the two counties.
6. Securing state assistance to augment local-agency efforts.

It may be assumed that this study and report was requested because of some measure of dissatisfaction or uneasiness with the situation as it now exists. Certainly, continued acceptance of the status quo is unwarranted in view of alternatives which are available. Idaho Springs may be an exception; it appears to be staffed reasonably in relation to its crime problems. Clear Creek County, also, could be classed as an exception if it is relieved of communications and detention, and if it could then maintain nearly its present total personnel complement.

It appears to be impracticable to suggest that Gilpin County and the municipalities of Central City and Black Hawk provide "substantially greater financial support" to their police agencies. Black Hawk now finds it difficult to maintain a part-time constable. Central City, with three full-time men, has a ratio of police to population of 10 to 1,000, perhaps 10 times the ratio of most small municipalities, including many substantially larger than Black Hawk. It would be unreasonable to expect it to do more.

Factors of time and distance and the disparity of income levels between the two counties would suggest that a single agency to serve both counties would be difficult to develop and maintain and should not be considered a viable alternative.

The alternative of a single law enforcement agency in each county has merit and should be explored. It is especially suited to Gilpin County where Central City and Black Hawk are the only incorporated municipalities and the center of population and tourism, and where the principal mining area lies. A single agency in Clear Creek County also should be studied and evaluated.

From the technical police standpoint, it would be feasible to have Jefferson County handle law enforcement field functions in the two counties, although politically this may be the most difficult alternative to implement. The apparent loss of autonomy and control will weigh heavily in a decision on this alternative, although gains in service could be significant.

A last alternative is further support of local law enforcement by the State. This could come in the form of a subsidy for agency augmentation during the tourist season, for tourism is a major Colorado source of income which should be protected in many ways—including effective law enforcement.⁵ If appropriate legislation were adopted, the Colorado Highway Patrol could supplement local law enforcement services to a greater extent than it now does.

In view of the foregoing discussion, and for other reasons as well, it is recommended that:

1. Both counties promptly initiate discussion and evaluation of the feasibility of securing home rule status.

A home rule charter, properly drawn, would permit greater flexibility in developing and implementing plans for improvement of law enforcement services. It is not likely that charter adoption could be accomplished in less than three years, and perhaps longer, because of the legal requirements and working processes involved; this recommendation, thus, is long range in nature and does not have immediate applicability to present problem-solution requirements.

2. Each county give serious consideration to formation of a single police agency to provide all law enforcement services.

There are essentially three approaches to single-agency provision of law enforcement services. In the first, the Sheriff's Department, under plans approved by the County Commission and municipal councils, would provide police services by contract to participating municipalities. This plan would have immediate applicability in Clear Creek County but not in Gilpin County; this judgment is based on the size and experience of the former vis-a-vis the latter.

In the second, a municipality, under arrangements approved as above, could contract to provide services to the county and to other municipalities. In this approach, without a charter form of county government, the sheriff's office would be budgeted only for civil process, if detention services were to be provided by another agency as recommended earlier in this report. This plan has specific and immediate applicability to Gilpin County but not to Clear Creek County. In this case, Central City would provide services to Gilpin County and Black Hawk, if the latter wished to participate.

⁵ This suggestion has a parallel in Ohio where the State Board of Regents, for the second year, is providing a modest subsidy for police and fire services to municipalities in which state educational institutions are located because of the public safety problems which they intensify.

In the third, under applicable state statutes permitting interlocal government agreements, all jurisdictions of a county would form a managing board, employ a director or police chief, and provide police service to all participating jurisdictions. This plan appears to be cumbersome for Gilpin County but to have merit in Clear Creek County. An advantage of this approach is built in provision for policy and management input by participating jurisdictions.

3. Both counties give consideration to contracting with Jefferson County for their police services. The Jefferson County Sheriff's Department appears to be eminently qualified to provide such service. It is relatively large and stable, and it is better trained and managed than most. Clear Creek and Gilpin Counties would become service areas or districts within Jefferson County's organization and the levels of service to be provided would be determined contractually, critical factors in such an arrangement. Jefferson County would be able to respond in force to any emergency, as it would in its own established service area, and would be able, as well, to respond fully to the tourism problems by internal scheduling made possible and practicable by the size of the agency. If this suggestion is followed, there should be an advisory board of representatives of all three counties which would meet regularly with the Jefferson County Sheriff and, less regularly, with the Jefferson County Commission.
4. Both counties jointly appeal to the State for (a) financial assistance to augment local capabilities during high tourism periods and/or (b) direct and full law enforcement assistance service during these periods by the Colorado Highway Patrol.

The State probably will have key concerns with this proposal; it will consider (a) similar pleas from similarly beleaguered areas for financial or other assistance, (b) the significant change in policy in regard to usage of the State Patrol, and (c) legislation perhaps required to permit such patrol assignments.

It is recommended further, however, that priorities in the above alternatives for police field services be established as follows:

1. Appeal to the State for assistance. This action should be taken regardless of any other specific course to be followed; tourism is important to Colorado and, as a state interest, requires support to local agencies which are without adequate resources.

2. Arrangements for provision of law enforcement services to the two counties by Jefferson County.
3. Provision of law enforcement services in each county by a single agency, to be offered by the sheriff in Clear Creek County and by the Central City Police Department in Gilpin County.

Comments on the Role of the State

A particular role of the State in assistance to local law enforcement efforts has been discussed above and in an earlier portion of this report. It is appropriate, at this point, to offer further suggestions.

Detention

The State should develop a detention/corrections master plan. While local jurisdictions should not be permitted to maintain unsatisfactory detention facilities and services, they should not be faced only with expensive and burdensome local alternative solutions when their facilities are declared inadequate by the State or when they find their own facilities unsuitable. Clearly needed are regional detention facilities, constructed and maintained in accordance with modern detention and corrections concepts, and built and maintained by the State or, at least, provided in accordance with a state master plan and state financial assistance.

Records and Communications

As in the area of detention, there should be a state master plan for records and communications. In regard to records, the State inevitably will have a sophisticated criminal justice management information system, and local records largely will provide its data base. Thus, basic data needs should be identified, common report forms and procedures developed, and minimum requirements for reporting to the State established.

In regard to communications, a state master plan is essential. Quite aside from the growing need for coordinated frequency allocations are many others; these include improvement, speaking generally, of interagency, mobile unit to agency, and intermobile unit capabilities and are basically agency concerns. Another concern, however, is bound to surface as many jurisdictions or local governments, particularly the smaller ones, come to recognize the cost of communications as it reflects a loss of effective field strength through use of limited public funds for nonfield services. The situation in Gilpin County epitomizes the problem. There are four dispatchers, who of course may perform other minor tasks, serving only two commissioned officers in their department and three in another; and one of the two sworn persons occasionally must serve as relief to regular dispatchers. A modest monthly charge would permit another agency, the Jefferson County Sheriff's Department, for example, to take care of all communications needs of Gilpin County, Central City, and Black Hawk. This arrangement would release expensive local manpower to field or other services. It would not seem unreasonable for a state master plan to require such arrangements.

Medical Examination Services

It is urged that the State consider abolishing the existing coroner system and replacing it with a medical examiner system. To base the proposed system on county jurisdictions would be unrealistic; it should probably be structured on a judicial district basis. It would establish a professional, skilled service quite in contrast to that which exists. It would, as well, provide modest financial relief to such counties as Clear Creek and Gilpin.

Conclusion

Analysis of this report should make clear that provision of adequate law enforcement services in counties similar in nature to Clear Creek and Gilpin is difficult to accomplish. The conclusions in this report should make clear, as well, that such counties should restrict their police agencies, insofar as is possible, to basic field services and that such auxiliary and staff services as detention and communications should be provided totally or partially by the State or under contract with another agency. Alternately, communications could be provided by an interlocal agreement among several agencies or jurisdictions. In whatever manner the service is provided, concepts, policies, procedures, and other aspects should conform, in all respects, to a logical state master plan.

Law enforcement agencies, it is now generally agreed, should not be engaged in detention and corrections functions. Logically, the latter should be the responsibility of specialized departments. This position gives rise to the suggestion for regionalization because of lack of both need and resources in small jurisdictions. Ultimately, local detention and corrections needs should be met by the State, even though the State fills the needs through support and control of regional operations. The recommendation of this report for provision of detention services to Clear Creek and Gilpin Counties by Jefferson County would seem to be a contradiction of the position of nonpolice involvement but is, in fact, a logical step toward regionalization of the function and its assignment to a larger, more qualified agency.

The basic need in Clear Creek and Gilpin Counties, it is thus argued, is for a concentration of available local resources on provision of law enforcement field services; and the means have been suggested by which this may be accomplished. The need is sufficiently great; it is maintained that the several jurisdictions cannot long avoid the issues and, in fact, must set aside local concerns of autonomy, control, and politics and get on with the major task of more fully meeting community needs for safety and security.

END

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