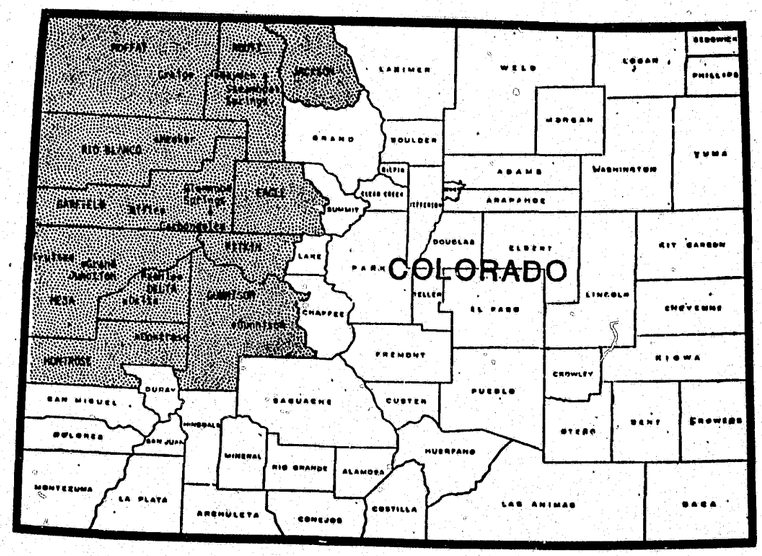
COLORADO'S ENERGY BOOM:
IMPACT ON CRIME
AND CRIMINAL JUSTICE



PARTMENT OF LOCAL AFFAIRS

IVISION OF CRIMINAL JUSTICE

COLORADO'S ENERGY BOOM:
IMPACT ON CRIME AND CRIMINAL JUSTICE

Prepared by

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Quality Development Associates
Rifle Police Department
Rio Blanco Sheriff's Department
Routt County Sheriff's Department
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INTRODUCTION

The long term energy crisis which is confronting the nation has led to a policy of expanding domestic energy resources. Unless the nation changes its energy policies, it is certain that mineral and energy development in the western United States will grow at a phenomenal rate. The process has already begun and is likely to intensify in coming years.

In its search for solutions to the demand for energy, the nation has turned to the Rocky Mountain region. Immense reserves of fossil fuel and minerals are perceived as solutions to the energy crisis and mineral shortage. The extraction and processing of resources will mandate substantial socio-economic growth. A recent study by Elizabeth Moen predicts that over 350 energy facilities will be developed or expanded in the near future in the states of Colorado, Montana, North Dakota, South Dakota, Utah and Wyoming. The same study estimates that between 450 and 600 thousand people will enter Colorado, Montana, New Mexico, Utah and Wyoming as a result of the increased production of coal, uranium, and oil shale.[1] The Rocky Mountain region will continue to experience additional growth from such projects as the proposed MX missile system in Utah and the development of recreational resorts.

Within the Rocky Mountain region, Colorado is among the most resource laden states. The state has immense reserves of oil shale, coal, and other important minerals and sources of energy. It is estimated that Colorado has 16 billion tons of recoverable coal, 251 million barrels of oil, and 1.9 billion cubic feet of natural gas. Approximately 130 billion barrels of low sulphur oil could be recovered with existing technology from Colorado's oil shale. Given this abundance of resources, Colorado anticipates extensive oil shale and coal development on the western slope. This anticipated growth has been generally welcomed by western slope residents. Coal and oil shale development have created jobs and led to socio-economic "booms" in areas accustomed to declining economies and opportunities.

The size and consequences of this projected growth for Colorado are unknown. The Department of Local Affairs, Division of Energy and Mineral Impact's Third Annual Report to the State Legislature, 1980 provides insight into what might be expected in Colorado. The report states:

> In looking at the high development scenario, Colorado could, by 1990, be producing 58 million tons of coal per year where it currently produces 18 million tons per year, 7 million pounds of uranium where it currently produces 2.2 million tons per year, and 360,000 barrels of kerogen per day where it currently produces none. This level of development could produce approximately 35,000 basic jobs and an additional number of non-basic or support jobs. The new population that will result from such an employment influx will mean 150,000 new people concentrated mostly in an area which is presently serving about 180,000.

> All this, it must be remembered, will be layered upon rapid growth for reasons other than energy development. This "normal growth" alone could account for an additional 60,000 new people arriving during the 1980s. Thus, we have implied population growth from 180,000 to 390,000 in the coming decade. This will necessitate massive increases in virtually every support system currently in use in the effected area, as well as the creation of certain new ones.

In addition to energy impact, the western slope has experienced rapid expansion of recreational industries and tourism. Aspen, Vail, Steamboat Springs and other resort areas have experienced major growth. These communities have made substantial changes to the demographic character of the region. This growth and its corresponding consequences are difficult to separate from those of energy development. For example, Pitkin and Eagle counties are as much impacted by the development of Aspen, Vail and Beaver Creek resorts as they are by coal and oil shale. This report focuses on energy and mineral development, but it should be remembered that tourism and resort development also have impact.

This report has been prepared to provide information on the impact of rapid energy development on western slope criminal justice agencies. It will focus on crime rates, law enforcement, the courts, and juvenile justice problems. This study will analyze the problems that are likely to develop and what might be done to minimize the negative consequences. The report will not address all of the problems, nor can it provide all of the solutions. It can provide decisionmakers and planners with some findings on the experiences of impacted criminal justice agencies.

This report incorporates data from various sources. Criminal justice personnel from several impacted communities in Colorado were interviewed in the Spring of 1980. Because areas of Wyoming have experienced energy development and rapid growth over a longer period of time than most Colorado communities, intensive interviews were conducted with state planners and with government officials and criminal justice practitioners in a community which has experienced five years of dramatic growth.

Statistics on crime rates and effects on the criminal justice system were obtained from the Uniform Crime Reports published by the Federal Bureau of Investigation and the Colorado Bureau of Investigation and from data collected from law enforcement agencies, county jails and district court files. Additional data were obtained from the Judicial Department, Department of Corrections, Division of Youth Services, Department of Education, Division of Planning, Division of Mineral and Energy Impact, and the Colorado Jail Standards/Criteria Commission. A more detailed description of the methods used are found in Appendix A.

In addition, an extensive review of literature was conducted. Few studies have been completed and of those, many have relied on inadequate data. Only a few have addressed the problems and questions related to criminal justice.

This report will address the entire criminal justice system from reported crime to incarceration.

The report is organized into seven chapters which address the various components of the criminal justice system. The first chapter describes the social characteristics of boomtowns and the changes resulting from rapid growth. Chapter Two describes the changes in crime rates and Chapter Three identifies the impact experienced by law enforcement agencies. The impact on the court system is addressed in Chapter Four, followed by a chapter on juvenile justice. The sixth chapter briefly covers the effects of rapid growth on jails, corrections, probation and parole. The final chapter summarizes available information on planning and funding in impact areas, with special attention given to the means of obtaining funding for criminal justice programs.

The objectives of the report are to:

1. Analyze crime trends in impacted areas to assess how much and what types of crime can be expected to increase or decrease with continued boom growth.

2. Assess the impact of energy development on local and county law enforcement, judicial, corrections, detention and related criminal justice agencies and operations within Colorado and other states.

3. Establish whether the increase in criminal activity in growth areas is greater than an increase in population alone would dictate.

4. Suggest some projections on criminal activity and system needs.

5. Make recommendations that maximize the effectiveness of the criminal justice system under rapid growth circumstances.

6. Provide a planning tool to build criminal justice capabilities to respond to physical, technical, and operational changes required by rapid development.

7. Describe funding options for criminal justice agencies.

The purpose of this study is to supply local and state officials and criminal justice practitioners with information for decision making. This need is particularly acute for small agencies that lack planning capabilities and resources.

EXECUTIVE SUMMARY

Rapid growth due to energy development will occur in relatively sparsely populated areas of Colorado. It will occur in places where communities are very small and where very little now exists in the way of local government institutions equipped for planning, developing financing and delivery of municipal services.

The western slope counties of Delta, Eagle, Garfield, Gunnison, Jackson, Mesa, Moffat, Montrose, Pitkin, Rio Blanco and Routt can expect an 18 to 28 percent increase in population from 1980 to 1985.

Boomtowns or areas experiencing boom growth undergo many changes as a result of the rapid growth. The changes in the social structure of the community include the following:

- Major shift in traditional economic activity, such as agriculture, to mineral and energy related activity.
- Housing demand increases as does cost of housing.
- The characteristics of the population change as young predominately single males move into the area. These newcomers often migrate from urban areas and lack cultural and social ties to the community.
- Resources become strained as the newcomers add to existing needs and may require different types of services than the native population.
- Relationships between local residents and newcomers serve as a source of tension in some communities.
- Employment problems, such as worker turnover and dissatisfaction, increase.
- Lack of and/or poor quality services and amenities result in upswings in crime, alcoholism and suicide.

POSITIVE IMPACT OF GROWTH

The changes which occur in a community as a result of energy development and rapid growth are both positive and negative. This report focuses on the negative aspects of the change related to the criminal justice system. However, the positive affects of development, as outlined on the following page should not be ignored.

- Rapid growth provides jobs and therefore, decreases the unemployment.
- It provides a boost to the local economy.
- Over the long run, it may add revenues to local government, making more projects and programs possible.
- Communities become more diverse with wider varieties of services and businesses.

CRIME

Many studies have revealed that most communities witness increased reported crime during boom years. In fact, crime is thought to be one of the most sensitive indicators of boom growth.

The following findings related to crime in energy impacted areas:

- Crime rates (crimes per 100,000 population) increase in energy impacted areas.
- Crime rates increase more rapidly in impacted than non-impacted areas of the state.
- Serious crime (Part I Offenses) increased 140 percent in the impacted regions for 1970 to 1979 compared to a 54 percent increase in the entire state.
- Crime increases more rapidly than population in impacted areas. Population increased 38 percent in the impacted areas from 1970 to 1979 compared to the 140 percent increase in Part I crimes.
- Crime rates increase for numerous reasons stemming from the incoming population and changing police practices.
- Certain types of crime are more likely to increase in boom areas than others. Crimes against persons (homicide, rape, robbery and assault) increased 326.7 percent, while property crimes increased 251.6 percent over an 11 year period.
- Alcohol abuse plays a major role in criminal justice activities in impacted areas.
- Boomtown offenders are more likely to be younger and have alcohol treatment needs than offenders in non-impacted areas.

Crime projections indicate that crime will continue to increase in impacted areas. Crime projections estimate that Part I offenses will increase between 61 and 94 percent by 1985.

LAW ENFORCEMENT

The major findings related to the impact of energy development and rapid growth in law enforcement operations are presented. The findings are followed by several recommendations. The recommendations made throughout the report are a compilation of recommendations made by criminal justice practitioners and planners in Colorado and Wyoming, and recommendations resulting from research in rapid growth areas throughout the country.

- The demand for law enforcement services increases during the boom growth.
- The amount of time and resources required for law enforcement coverage increases. Hours of patrolling increases in some areas.
- Overtime for staff increases because coverage and service are more difficult to maintain.
- Law Enforcement duties and responsibilities expand during boom years. Law enforcement agencies find themselves being responsible for enforcing law and ordinances that were not problems or in existence prior to the boom.
- Under boom conditions, informal social controls break down. Citizens constitute a viable mechanism for controlling crime and problems. Community groups can exert social pressures on individuals to conform. As populations increase, community residents have increased difficulty in applying sanctions.
- One of the most critical problems facing impacted law enforcement agencies is maintaining officers. Turnover rates for impacted agencies are relatively high.

RECOMMENDATIONS

1. Increased training.
   - Because law enforcement practices become more complex during boom growth, training should be broadened to include more subjects.
   - Funds should be made available for increased training in energy impacted areas.

   - Additional training and information on what to expect from energy development and on crime prevention tactics should be given to law enforcement personnel. This training should be provided onsite, so as to not burden already understaffed departments.
   - Adequately trained officers familiar with the area's problems should be hired prior to impact. Putting rookies into an impact situation is not recommended.
2. Staff and staff turnover.
   - Law enforcement agencies should be provided supplemental funds to expand departments, both sworn and non-sworn personnel, to meet increased demands for services.
   - Wages of law enforcement officers should be increased to be competitive with industry in the area.
   - Benefits should be increased to an acceptable percentage (approximately 20 percent) of wages, to remain competitive with the labor market.
   - Wages for law enforcement officers should reflect the cost of living in the impacted area as well as the rate of inflation.
3. Expansion of services.
   - Whenever possible, local communities and regional agencies should increase cooperation by sharing facilities and operations. This practice will minimize the acute but sometimes temporary impact confronting criminal justice agencies. Whenever possible, law enforcement functions should be contracted.
   - The energy companies coming into the area seeking security guard service may wish to contract with sheriff's offices thereby helping both the company and the county to defray overhead costs.
4. Standardized data collection.
   - State and local agencies should work together to develop a standardized needs assessment instrument and data collection procedures that systematically and objectively reflect the real needs of local law enforcement agencies.
   - Data and statistical record keeping capabilities should be expanded in impacted law enforcement agencies to cope with growth. Crime statistics and law enforcement activities become increasingly important to agencies seeking increased resources (funding) from local government. Good record keeping can also be used as a planning tool for more efficient use of resources.

5. Planning.

   - A comprehensive criminal justice plan should be written that will help coordinate criminal justice activities and provide an effective tool in making funding decisions.

6. Crime prevention.

   - Educational programs that teach citizens crime prevention techniques, such as Operation I.D. and locking doors, should be implemented.

7. White collar crime prevention.

   - Measures should be taken to prevent white collar crime. Impacted communities are sometimes subject to real estate sales, and subdividing abuses, mobile home sales and service fraud, construction fraud, various illegal financing and credit practices, public corruption and other forms of white collar crimes.

COURTS

Most attention in boom areas has been directed toward the impact of development on law enforcement agencies and the crime rate. However, the entire criminal justice system is affected by rapid growth. The findings related to courts include the following:

- The number of new filings and caseloads increase at a greater rate in impacted than non-impacted areas. New filings in impacted district courts increased 87.8 percent from FY1971-72 to FY1979-80 compared to a 42 percent increase in non-impacted courts.

- In impacted areas, the increases of filings and caseloads are greater for county than district courts. New filings in county courts increased 123.5 percent in impacted counties compared to 47.9 percent in non-impacted counties from FY1971-72 to FY1979-80.

- Caseloads and new filings are projected to greatly increase in the impacted region at both the county and district court levels.

- The impact of energy development on the courts must be considered in planning for rapid development.

RECOMMENDATIONS

- Expand the number of judges and support staff at the district and county level to cope with expected increases in filings and caseloads. Support staff and court clerks should not be overlooked in planning for rapid growth.

- Special attention should be placed on existing record keeping systems.

- When additional resources are granted to law enforcement agencies, attention should also be paid to how these additional resources (i.e., personnel) are going to affect the court system.

- A routine and possibly formalized system of communications between judges and law enforcement representatives should be established at the local level to help mitigate some of the problems of sentencing, jailing and handling offenders.

YOUTH

The energy impacted area of Colorado can expect increases in the number of youth. Although the population moving into the areas will be predominantly single, many are married and will bring their families to the area. The following set of findings relate to juvenile justice:

- The in-migration of youth into boomtown schools creates problems such as low achievement, truancy, increase in number of assaults and cases of venereal disease.

- Juvenile case filings in the impacted region increased 17.69 percent from FY1975-76 to FY1979-80. The state experienced a decrease of 15.73 percent over the same period.

- The rate of juveniles taken into custody in impacted areas has increased while decreasing in the state as a whole. For example, in Region 11, the rate of juveniles taken into custody has increased from 46.6 to 48.4 per thousand juveniles while decreasing from 106 to 97 per thousand juveniles for the state as a whole.

- Juveniles taken into custody in impacted areas have a much greater probability of being detained in jail, compared to the state. In Region 11 in 1979, three out of every four juveniles taken into custody were detained. The ratio for the state is slightly over eight to one. It should be noted that the rate of juveniles taken into custody in the state is approximately twice that of the impact region.

- The number of juvenile filings has increased, while decreasing in the state.

- The lack of a western slope juvenile detention center results in some major problems for impacted law enforcement agencies.

RECOMMENDATIONS

- Crime prevention efforts should place emphasis on juvenile crime, such as joyriding and theft.
- Law enforcement agencies should consider adding officers specialized in handling juveniles.
- Programs should be developed for youth which provide for recreation, socializing and other activities which discourage youth from criminal activities.
- Educational programs should be established in the schools that provide information on the dangers of alcoholism and drug abuse.
- Liaison with youth serving agencies should be strengthened to insure the fullest possible use of available services.
- Court structures may need supplementing to handle increased juvenile caseloads.
- There is a need to establish a juvenile detention facility that services not only the impacted communities, but the entire western slope.
- Alternatives to secure detention are needed. In accordance with the reauthorized JD Act, juveniles will be removed from adult jails and lockups, but this can only be accomplished if:
  - Intake criteria and 24 hour screening are instituted in jails; and
  - alternative services such as shelter care and emergency foster care are developed and implemented.

JAILS, CORRECTIONS, PROBATION AND PAROLE

Energy development will affect the entire criminal justice system, to include jails, probation, parole and commitments to the Department of Corrections (DOC). The findings related to these components of the criminal justice system follow.

- Whatever problems jails have now will worsen as a result of energy development. Jail size, separation of inmates and other problems will become increasingly difficult to cope with as people move into the area.

- Jail functions and operations may expand as a result of the boom.
- Predicting jail size needs is very difficult and should be approached with careful planning.
- The DOC will, in all likelihood, see higher commitment rates and more commitments coming from the impacted areas of the state.
- Both probation and parole will experience increases in caseloads as a result of energy impact. Probationers and parolees are generally attracted to boom areas for work.

RECOMMENDATIONS

- Establishment of detox centers or drop-in centers for alcoholics can relieve some of the drunk-tank pressure on detention space.
- Plans for females and juvenile offender detention facilities or arrangements should be made in anticipation of increased caseloads.
- The use of temporary or mobile jail structures should be explored to accommodate boom-bust cycles associated with rapid growth. Such flexibility might be adaptable to roving energy development sites, as the jail could be moved to the location of the problems.

PLANNING

General findings related to criminal justice planning are as follows:

- There is a lack of information on the impact of rapid energy development on the criminal justice system. Therefore, planning will be highly speculative and subjective until further research is conducted.
- Rapid growth will bring about unanticipated outcomes that were not foreseen or adequately prepared for.
- Local revenues initially fall short of demand, thus competition for funding is very high.
- Criminal justice needs have not been a high priority for supplemental state funding.

- The success of criminal justice agencies to secure adequate funding is dependent upon establishing local support. This support should be as broad based as possible incorporating several segments of the community.

- A criminal justice master plan for the entire energy impact region does not exist, thus, local planning efforts are somewhat hampered.

- More emphasis should be placed on standardized data collection and planning by impacted criminal justice agencies.

- The collection of data and planning information will be increasingly difficult for some agencies as resources become stretched.

- Regional criminal justice planning capability will decrease because of the loss of federal LEAA support.

- State, federal, and private industry may have funds available to support criminal justice programs.

RECOMMENDATIONS

- Guidelines for preparing socio-economic impact statements should be enlarged to include the criminal justice system.

- State sponsored research on rapid energy development should include impacts on the criminal justice system.

- An effort should be made to develop an information and record keeping system for use by impacted areas to assess and plan for energy development.

- A liaison should be established between impacted criminal justice agencies and the legislature to clarify criminal justice issues confronting the western slope.

- Regions Councils of Governments (COG's) and local planning offices may be able to provide technical assistance in defining problems and identifying solutions. These resources should be explored and used by criminal justice agencies whenever possible.

- Criminal justice agencies should seek representation on energy impact teams to ensure that criminal justice needs are made clear.

- Criminal justice agencies should build local support for needed projects. It is very important that all community groups be made aware of how unmet criminal justice needs negatively affect the total community.

- Local governments should be pressed for financial support by criminal justice agencies.

- Information on impact related problems and solutions should be exchanged among local, regional, and state criminal justice agencies and should occur on a more frequent basis.

- More emphasis should be placed on front end financing of energy and mineral development needs by local government. Front end financing of criminal justice projects should be explored prior to industries moving into areas or making major expansions of their work forces.

- Industry should be encouraged to cooperate with local government in minimizing the negative consequences of rapid development.

CHAPTER I: SOCIAL IMPACTS OF ENERGY DEVELOPMENT

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The rapid growth due to energy development will occur in relatively sparsely populated areas of Colorado.[2] Furthermore, it will occur in places "...where communities are very small and where very little now exists in the way of local government institutions equipped for planning, development, financing and delivery of municipal services."[3] Implicit is that there are many pressures and problems resulting from growth.[4] These problems will be highly visible and enhanced because the growth is occurring in an area where very little social change has been present for several years.[5]

The "boom bust" cycle has characterized much of Colorado's history. In the late 1800s, people rushed to places like the gold fields of Cripple Creek and the silver mines of Georgetown. Countless communities grew overnight, flourished for several years, and died as rapidly as they were born. Energy development will result in communities that can be expected to continue to grow over an extended period of time, as well as communities that will experience rapid growth and then bust. Communities such as Craig and Rifle can expect to maintain most of the boom growth. A complete boom-decline cycle occurred with the town of Rangely, Colorado, which experienced major growth during the development of the Rangely oil field, but later suffered a decline as operations slowed. The anticipated growth and possible decline are important considerations when planning for services, especially capital construction.

Ideas on what boomtowns are like are characterized by mostly negative perceptions. For example, historically, boomtowns are thought to have been rough and tumble places where law and order were talked about but not practiced. Recent media coverage of boomtown Rock Springs, Wyoming's problems has led to increased apprehension about the consequences of such growth.

IDENTIFYING BOOM GROWTH

There is no set formula for determining whether an area or community is in a boom situation. Assessing whether a boom is or has occurred is not easy because there is no consensus as to what constitutes a boom. Furthermore, some areas in Colorado have historically experienced sporadic growth. Therefore, when the boom situation began is a matter of subjective assessment. The state of Colorado should develop a systematic set of criteria for determining when communities and areas are experiencing boom growth. Population growth rates appear to be the key factor in making this determination. Implicit is the assumption that areas are considered to be experiencing boom growth when the population growth rate surpasses the ability of areas to provide schools and other services to cope with growth. How much growth can be adjusted to without creating "boomtown" conditions is not clear. According to Gilmore and Duff, five percent annual population growth can be absorbed by small communities without any major difficulties.[6] In its studies of energy impact, the Denver Research Institute in 1974 concluded that:

An annual growth rate of ten percent strains local service capabilities. Above 15 percent seems to cause breakdowns in local and regional institutions.

According to authorities, somewhere between a five to 15 percent annual population growth rate seems to constitute a boom situation. A community experiencing more than 15 percent undoubtedly would be classified as a boomtown. The Colorado Division of Mineral and Energy Impact does not have a set of criteria that can be used to classify boom situations. Some federal agencies use an annual growth rate of eight percent or more.

For the purposes of this study, the Division of Mineral and Energy Impact was asked to identify Colorado communities and counties thought to be impacted or which are expected to be impacted in the future. This list was then compared to federal lists. Finally, the Division of Criminal Justice constructed a table of population growth rates by county from Division of Planning estimates. When these rates exceeded eight percent, it was assumed that the county had experienced boom growth. (See Table I-1 for percentage increases in population.) Eleven counties and 13 communities were identified as experiencing boom growth. Other counties or communities in Colorado may be experiencing boom growth, but were not identified by the method used and are, therefore, not included in the study. Map I-1 shows the energy impacted region of Colorado included in this study. It is important to note that many areas of Colorado, particularly along the front range, have growth rates above five percent. These areas differ from the boom areas included in this report because of their larger host populations, demographic features and other characteristics. Following is a list of counties and communities included in this study as being impacted.

County	Communities
Delta	Delta, Paonia
Eagle	
Garfield	Carbondale, Glenwood Springs, Rifle
Gunnison	Gunnison
Jackson	
Mesa	Fruita, Grand Junction
Moffat	Craig
Montrose	Montrose
Pitkin	
Rio Blanco	Meeker
Routt	Hayden, Steamboat Springs

MAP I-1: ENERGY IMPACTED REGION OF COLORADO

The shaded area shows the energy impacted region included in this study.

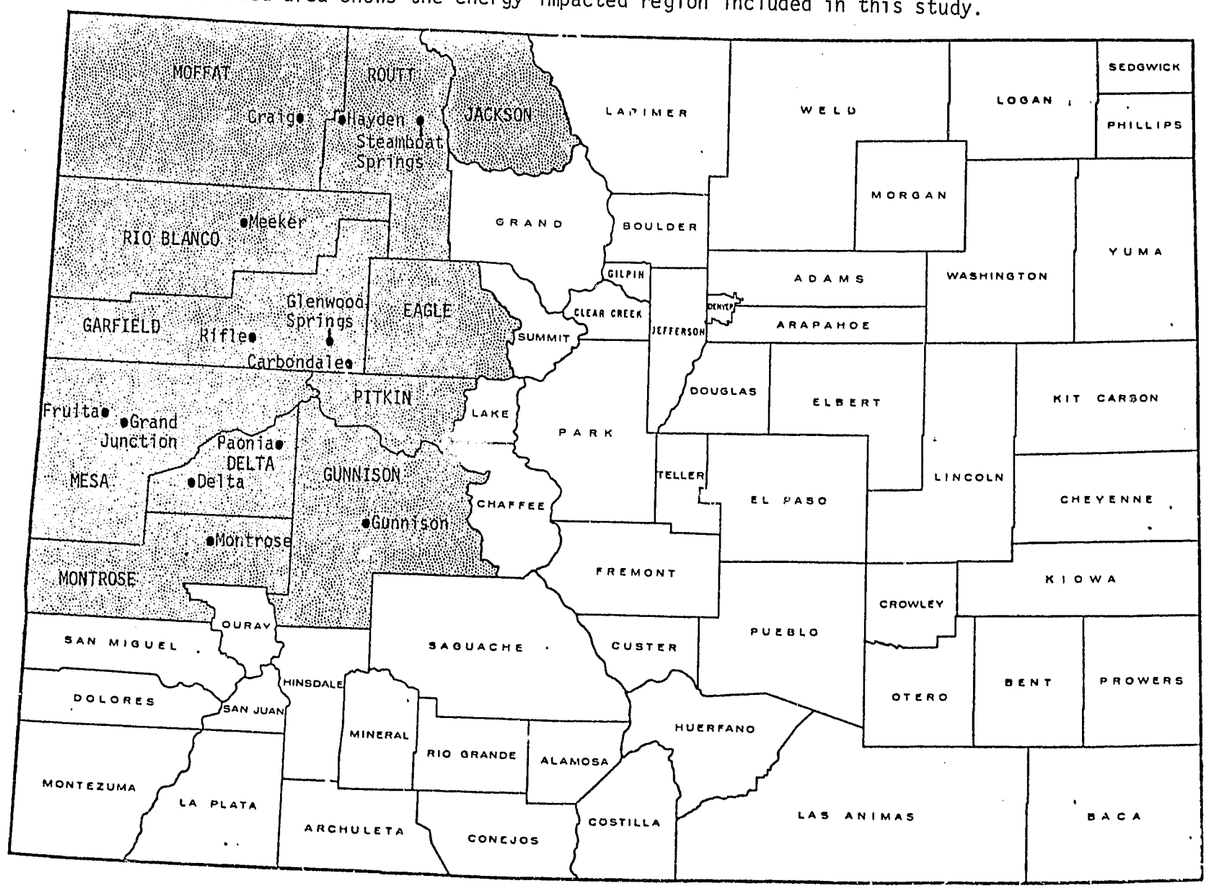


TABLE I-1

ESTIMATED POPULATION PERCENTAGE INCREASE FIGURES FOR IMPACTED COUNTIES THAT EXCEED EIGHT PERCENT PER ANNUM FROM 1969 TO 1980*

County	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980
Delta								14.9				10.7
Eagle		31.5		8.2						9.6	14.4	
Garfield					8.4			13.0				
Gunnison	8.4											
Jackson		11.1			16.0	11.3						
Mesa	8.0							12.8				
Moffat	8.6					8.0		22.0	15.7		15.0	
Montrose						8.8						
Pitkin	10.1	68.8						19.6			27.3	
Rio Blanco	9.1					11.5					9.6	12.2
Routt	9.8				22.6			14.4			13.6	

*Based on Colorado Division of Planning Population Estimates, August 1979

As noted in the introduction, some of the selected counties and communities are as much affected by tourism and recreation as they are by energy development. For example, Pitkin and Eagle counties have experienced substantial growth due to the development of Aspen and Vail. Separating the effects of recreation from energy impact development is nearly impossible. No effort has been made in this study to do so although ideally, tourism and recreation should be considered. See footnote section, which provides a brief analysis of the possible impact of tourism on criminal justice in these areas.[7]

PROJECTED GROWTH IN IMPACTED COUNTIES

The reliance on population projections is at best, risky business. However, in the absence of actual figures, projections give an estimate as to what is most likely to occur. The population projections used in this study are derived from the Colorado Division of Planning Estimates (August 1979). The results from the 1980 census were not available at the time of this writing.

The medium estimate was used for all calculations, although low and high variants are included in many of the tables and charts. It should be noted that as projections are extended over time, they become less accurate. It is safer to place confidence in projections for one to five years than projections beyond five years. Therefore, interpretations and planning decisions must be made with a certain degree of caution. Table I-2 shows the population projections for the total energy impacted region.

TABLE I-2

PROJECTED POPULATION* FOR ENERGY IMPACTED REGION

	Low Variant	Medium Variant	High Variant
1975 (actual)		143,900	
1979 (actual)		171,400	
1980	198,400	208,300	221,000
1985	242,500	243,200	305,500
1990	277,800	289,700	330,200
1995	333,600	370,200	402,400
2000	363,400	414,500	462,800

*Aggregated totals for the following counties: Delta, Eagle, Garfield, Gunnison, Jackson, Mesa, Moffat, Montrose, Pitkin, Rio Blanco, and Routt.

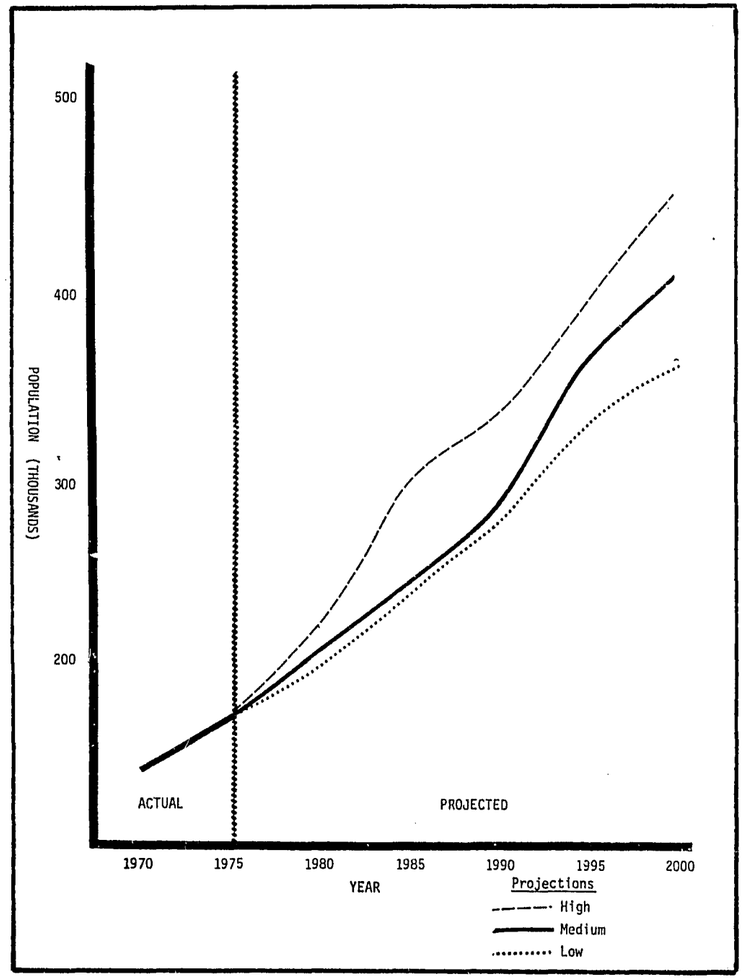
Source: Colorado Population Reports, "Population Estimates and Projections" Series CP-25, No 79(A)-3 August, 1979.

Assuming these projections hold reasonably true, the region can expect between 44,100 to 84,500 new residents from 1980 to 1985. This translated into a population growth percentage increase ranging from 18.1 to 27.6 percent. This, by any set of standards, is a major population boom. These county population projections are also presented in graphic form in Figure I-1.8

Median population projections for impacted counties are presented in Table I-3. Separate projections for municipalities were not available, but are included in the county figures. According to the table, Rio Blanco county will experience the largest percentage increase in growth, 115 percent by 1985 and 230 percent by the year 2000. Mesa county,

FIGURE I-1

ENERGY IMPACTED REGION:
PROJECTED POPULATION (LOW, MEDIUM, AND HIGH VARIANT)



on the other extreme, is projected to increase by 17 percent in 1985 and 81 percent by the year 2000. Although these figures are low for this area, they nevertheless are substantial, and will have major impact on Mesa county. It is important to remember that these projections are only the median or most likely and the actual population increase could differ.

TABLE I-3

MEDIAN LEVEL POPULATION PROJECTIONS FOR SELECTED IMPACTED COUNTIES*

County	1979 Population	1985 Population	Percent Increase in 1985 Population	2000 Population	Percent Increase in 2000 Population
Delta	19,500	29,200	49%	38.700	98%
Eagle	14,300	19,500	36%	34,400	140%
Garfield	20,400	29,400	44%	45,800	125%
Gunnison	9,300	14,100	52%	20,700	123%
Mesa	72,900	85,400	17%	132,100	81%
Moffat	12,200	15,000	23%	26,300	116%
Montrose	22,300	29,600	33%	43,800	96%
Pitkin	12,100	13,300	10%	22,600	87%
Routt	12,500	16,500	32%	29,200	134%
Rio Blanco	5,700	12,300	115%	18,800	230%

*Colorado Division of Planning, Demographic Section, Population Projection Unit. Median projection used.

CHARACTERISTICS OF BOOM COMMUNITIES

According to many experts, boomtowns are characterized by small populations (under 50,000), and are isolated from larger cities or metropolitan areas.[9] They have population growth rates in excess of ten percent for at least two consecutive years. Boomtowns experience major shifts in traditional economic activity such as agriculture, to employment related to mineral and energy development. Housing demand increases as does cost for housing. This demand for housing accounts for the increased reliance on trailers in many of these communities. Employee turnover rates increase as productivity drops. During the early stages, communities are not overly concerned with growth and there is a lack of planning. Boomtown citizens experience a high degree of uncertainty as to what to expect with the boom. Decision makers and residents often have different ideas on the operations of large companies and the social and economic impact they will have on the community.

CHANGES RESULTING FROM RAPID GROWTH

As a community is impacted, changes occur that alter its basic nature. Relationships change between various organizations and institutions.[10] Behavior and relations among residents also change. These changes occur in a framework of relative social disorganization. Some of the more recognized changes are represented in the following chart:

CHART I-1

COMMUNITY CHANGES RESULTING FROM RAPID GROWTH

PRE-BOOM	BOOM
→ Population Size and Density Increase	→
→ Dominant Political Attitudes Change and Move in the Direction of the "Newcomers"	→
→ Land Use Patterns Change (i.e., Agricultural Areas May be Taken Over by Industry	→
→ Tax Base Changes	→
→ Demand for Housing Increases	→
→ Demand for Services Increases	→
→ Pollution Increases	→
→ Population Characteristics Change (The Average Age Declines, More Males Move Into the Area, Etc.)	→
→ Crowding Increases	→
→ Tensions Between Longtime Residents and Newcomers Increase	→
→ Income and Wages Increase	→
→ Cost of Living Increases	→
→ The Ability to Provide Services Decreases	→

Boomtowns generally experience a change in the demographic makeup of the population. The boom population differs from the host community in many respects. Chart I-2 summarizes some of the population characteristic changes that are likely to occur as a result of rapid growth.

CHART I-2

CHARACTERISTICS OF RAPID GROWTH (BOOM) POPULATIONS

Predominately Male[11]

Predominately Single

Migrated From Urban or Metropolitan Areas[12]

Non-Local[13] (On the average, about 60% of construction workers are non-local)

Transient/Nomadic[14]

Younger Than the Host Population[15]

Lack of Cultural and Social Ties to the Community[16]

These demographic changes of the population have major consequences for the affected areas. The needs of the community change with the influx of new people. The newcomers add to existing needs and may require different types of services than the native population, thus straining resources. Communities must expand services at a time when resources may not be available or are decreasing. Furthermore, the need for and provision of services may not receive local support. For example, boomtown researchers McKeown and Lantz state:

> ...the established community support structure can absorb much of the problem resolution necessary in a stable community. With a large influx of strangers, however, there is neither the capacity nor interest to respond to them in the same manner. In fact, considerable hostility may exist because of community changes attributed to the newcomers.[17]

Services become strained with rapid energy growth. When the capacity of an area to provide services is strained, then some would contend that you know you have a boom. For example, Shields et. al. defines boomtown as "...simply a shorthand term to characterize a community where the rate of change vastly exceeds the system's carrying capacity."[18] Strained capacity leads to what is termed by some researchers as the "boomtown syndrome."[19]

The concept of "boomtown syndrome" finds wide usage among experts. A mayor of impacted Craig, Colorado (Mayor Doyle Jackson) told the Colorado Legislative Finance Committee:

> In a community where rapid growth requires all available resources to be directed at basic services, subsequent problems

> result which are lumped into what is known as the "boomtown syndrome." Educational services, recreational facilities, and other systems are all attacked and all suffer from the inability to perform adequately in meeting the demand of the populace. This, in turn, forces a decline in quality. Lack of and/or poor quality services and amenities in turn result in upswings in crime, alcoholism, suicides, and suicide attempts. Social problems and negative signs of urbanization (congestion, higher prices, and fear) contribute to feelings of alienation and loss of the old, better way of life. The highest toll extracted from boomtowns is the literal destruction of a community which has in the past sustained and nurtured its people. The decline in quality of life has stolen a community from its people.[20]

Disorganization is thought to increase in boom areas throughout the system. Little evidence exists, but there is a general sense that areas become more disorganized under boom circumstances.[21] The normative system (values, norms, beliefs, and attitudes) of residents changes. The normative system is likely to be more urban, informal, impersonal, "wide open", and otherwise different from the "small town" way things used to be prior to the boom.

Economic issues increase in importance for local government. Economic factors are often considered to be the most important in boom areas and receive the most attention.[22] The Colorado Revised Impact Assistance Program Plan touches upon some of the economic problems associated with growth:

> ...the set of possible symptoms includes breakdowns in the labor and housing markets and local public finance institutions...revenues lag behind expenditures. Bonding capacity is found to be inadequate.[23]

Relationships between local longtime residents and newcomers serve as a source of tension in some communities. Several studies have noted that differences in lifestyle and attitude exist between these two groups. Some of the problems resulting from growth are attributed, by locals, solely to newcomers.[24] Furthermore, locals are often reluctant to support or fund service projects if they are associated with newcomers. As Bates observes:

> A central theme of contention is usually found over initial capital improvement and service costs, especially if the new facilities and services are identified by the older residents as being mostly for the benefit of workers who have come into the area only on a short term basis.[25]

Employment problems, such as worker turnover and dissatisfaction, increase in boom areas. Even in the well paid energy industry, worker problems and especially turnover may be exceptionally high. Moen states:

> There is generally a great deal of turnover among the construction workers, such that the aggregate figure of say 1,000 actually may represent as many as ten times as many construction workers and family members who have passed through the boomtown.[26]

SERVICE DELIVERY PRIORITIES

As discussed in the previous section, service needs change in boom situations. There are several reasons why needs for services and facilities increase. Among the major factors complicating and contributing to increased needs are:

- Government organization and public services which were previously unnecessary or conducted on a small scale are antiquated by boom demand.
- The sheer growth in population warrants increased demand for facilities and services.
- Areas experience a growth in diversity in population. People enter the area with varying backgrounds, concerns and, in particular, needs. So, what might have adequately met needs in the past, may not be appropriate for the new and diverse population.[27]
- The increased demand for services, with few exceptions, occurs at a time when very little money is available. Development does bring revenue into the area, but much of it does not enter the public service sector until after the major impact has been felt.
- Long time residents of impacted areas tend to perceive the increased demand for services as attributable to the "newcomers." Therefore, some residents may not feel obligated to support increased services and facilities.

As communities and areas experience rapid growth, they are forced into making difficult decisions regarding their needs and priorities. The role of criminal justice needs has surfaced as a high priority in many studies. According to research conducted by TOSCO, the most frequently mentioned major problems, in order of priority, in developing communities were: housing, sewer/water systems, roads, schools, and law enforcement.[28] Further evidence of the importance of law enforcement is presented in a study of impacted Rock Springs and Green River, Wyoming, where residents were presented with a list of 13 community services and facilities that were likely to become problem areas. The respondents were then requested to prioritize the programs and projects. The respondents' perceived order of priority for the improvement of existing services was:

Priority	Service
1	Medical and Mental Health Services
2	Road and Street Maintenance
3	Suitable Housing
4	Police Protection[29]
5	More and Better School Teachers
6	Sanitation Services
7	Community Planning
8	Retail Stores
9	Parks
10	Other Recreational Facilities, such as Theaters
11	Fire Protection
12	Outdoor Recreation
13	Television Programs

Law enforcement again appears to have been assigned a relatively high priority by citizens in impacted communities.

Final evidence for the importance of not only law enforcement, but criminal justice priorities, is found at the state level. In response to the question, "What are the most needed public facilities in these communities?", an advisory committee to Colorado Governer Lamm, Boomtown Financing Study Advisory Committee, identified the public facilities most impacted by energy development.[30] If degree of impact is an indication of need, then it is important to review the committee's findings. By order of priority the needs are:

Priority	Service
1	Fire Protection
2	Law Enforcement
3	Water
4	Sewage Treatment
5	Solid Waste Collection and Disposal
6	Hospital and Medical Facilities
7	Detention Facilities
8	Juvenile Treatment and Custody Facilities
9	County and Municipal Courts
10	Classroom and Other Educational Facilities at the Primary and Secondary Levels
11	Recreational Facilities
12	Administrative Space

As reflected in this section, law enforcement is consistently rated as a high priority and need in impacted areas.

ORDERLY GROWTH

At the community level, the ability to cope with boom changes is dependent upon numerous factors. Among the ones that appear to facilitate orderly growth are:

- Non-isolated areas fare better than isolated areas in coping with growth.
- Areas previously impacted are generally better equipped to handle rapid growth.
- Areas with diversified industry and population tend to adjust better than those dependent upon only a few industries and people who are very similar.
- Areas with adequate or abundant service delivery systems fare better than those with inadequate systems.
- Areas that have planned for growth adjust better than those that have not.

POSITIVE IMPACT OF GROWTH

Recent attention has focused primarily on the negative impacts of rapid development. It is important to remember that there are positive outcomes resulting from rapid growth. While the purpose of this study has been to emphasize the problems associated with growth for planning purposes, it is necessary to make some observations about the benefits of rapid growth. Among the most mentioned are:

- Rapid growth provides jobs and therefore, decreases the unemployment rate.
- It provides a boost to local economies that may be needing growth.
- Over the long run, it may add revenues to local government, making more projects and programs possible.
- It increases the likelihood of gains in personal and community wealth.
- Communities become more diverse with wider varieties of services and businesses.

FEDERAL AND STATE RELATIONSHIP

The federal government owns approximately 80 percent of Colorado's oil shale tracts. Federal environmental guidelines, incentives, subsidies, leasing practices, and other policies will clearly play a major role in how Colorado is impacted. The federal government's current position has been one of increasing interest and support for developing oil shale technology and extraction techniques. The recently passed Syn-Fuels Bill,

(P.L. 96-294, 96th Congress) FY1980-81, will provide massive economic incentives for oil shale development. Congress has approved $20 billion for loans and tax incentives to spur development of the industry.

For the last four years, Colorado's Senator Gary Hart has introduced legislation entitled the Energy Impact and Assistance Bill, which proposes to grant loans to energy boomtowns to build needed facilities to accomodate new settlers. The bill has passed the Senate but was voted down by the House. The current assessment is that with public adversity to increased government spending, the bill is not likely to be passed in the near future.

In a recent speech to Congress, Governor Lamm clarified the state's position on mineral and energy development. The Governor stated:

> The West is not seeking to lock up its energy resources. We want them developed in a thoughtful, careful way. We do not want to be victims of a hasty, thoughtless program. We do seek to make sure that the West does not pay too large a price, to the detriment of our citizens, to the nation now to balance its energy budget.
>
> The beneficiaries of growth from oil shale and coal development should pay the costs of that growth. The present residents should be protected from those costs to the extent necessary to minimize societal damage. Employment of Coloradoans should be maximized. The physical environment should be protected. Economic diversity should be fostered; federal, state, and industry decision making uncertainty should be reduced.

The state has received some benefit from recent Congressional actions increasing the state's share of federal lease payments. However, the major responsibility for financing services in impacted areas rests with local and state government. The federal government will, in all likelihood, be called upon to take greater responsibility in financing and minimizing the impacts on service delivery systems.

SUMMARY

Historically, Colorado communities have experienced many "booms" and "busts." When booms occur, they are likely to have major social impacts. These impacts are likely to occur in areas that are least capable of coping with them. Some of the major impact will be in the characteristics of the "new" population. Traditional community structures and agencies will change dramatically. With the in-migration of new people, local needs and priorities are likely to change. According to previous studies, law enforcement and criminal justice in general have been rated high in priority by citizens, compared to other services.

FOOTNOTES

1. Moen, et.al, 1979.
2. Cortese and Jones, 1977; Wendell, 1976.
3. Wendell, 1976:1.
4. Albrecht, n.d.:6-7; Wendell, 1976:1-6.
5. Cortese and Jones, 1977:1.
6. Gilmore and Duff, 1975:2.
7. The number of tourists visiting a state has an impact on crime rates. Tourists constitute a viable pool of potential victims of crime as well as a source of criminal activity. Their possible impact on states' criminal activity is unknown, but an interesting pattern emerges if we compare the top ten states in total crime with the amount of tourism they experience. According to Uniform Crime Report Statistics (1978), the top ten states for crime are (in order): Nevada, Arizona, Hawaii, California, Florida, Colorado, Delaware, Washington, Oregon and Alaska. With the exception of Delaware, all of these states are generally noted for their high tourism. It appears that high tourism states tend to have high crime rates.

   In the case of Colorado, where approximately 9,819,000* people were classified as tourists in 1978, it is no surprise crime rates were somewhat higher due to tourism. The matter is further complicated when we consider the fact that although tourists visit and spend time in a state, their presence is not calculated in crime statistics. The net consequence is that Colorado and other high tourism states may have inflated crime rates compared to permanent population.

   In the case of Colorado, the number of tourists visiting the state would roughly approximate adding a community the size of Fort Collins to the state's population.** Taking Fort Collins as an approximation, we would expect 3,030 additional crimes; 2 murders, 13 rapes, 17 robberies, 117 aggravated assaults, 666 burglaries, and 2,091 larcenies or thefts. Naturally, tourists differ from permanent residents and probably Fort Collins citizens, but the point remains that the number of tourists does impact the state crime rates in an important way. Another way of looking at this phenomenon is to imagine the impact of having three times the state's population visit during a year. This is not to imply that tourists are to blame for Colorado's high crime rates, only to suggest a possible explanation why the figures are higher than would be expected.

   * Figure based on Colorado Department of Commerce and Development (Office of Tourism) estimates for 1978.

** The total number of tourists visiting the state was multiplied by their length of stay and divided by the number of days per year. This figure was then compared to Colorado communities of approximate size. It is meant only to be a rough approximation for comparative purposes.

8. A recent statement made by Exxon Corporation estimated that the population of the western slope of Colorado would increase by over one million and a half people. So, the estimates utilized in this report may be dramatically lower than industry figures.

9. Bolt, et.al., 1976.

10. Scrimgeour, 1979.

11. Reid, 1976.

12. Moen, et.al., 1979:6.

13. Providing Human Services, 1978:15.

14. Moen, et.al., 1979:16; Little, 1977:414.

15. Reid, 1976:59.

16. Gilmore, 1976.

17. McKeown and Lantz, n.d.:13.

18. Schields, et.al., 1979:15.

19. Davidson, 1977:12.

20. Johnson, 1979:5.

21. Scrimgeour, 1979:26.

22. Little, 1977:404.

23. Colorado Revised Impact Assistance Program Plan, 1979:1.

24. McKeown and Lantz, n.d.:13.

25. Bates, 1978:75.

26. Moen, 1979:7.

27. Moen, et.al., 1979:1.

28. TOSCO, 1978:23.

29. Bickert, Brown, Codding and Assoc., 1976; Gilmore and Duff, 1975:116.

30. Bolt, et.al., 1977:14.

CHAPTER II: CRIME IN ENERGY IMPACT AREAS

CHAPTER II: CRIME IN ENERGY IMPACT AREAS

Many studies have revealed that most communities witness increased reported crime during boom years. In fact, crime is thought to be one of the most sensitive indicators of boom growth.[1]

The following findings relate to crime in energy impacted areas:

- Crime rates (crimes per 100,000 population) increase in energy impacted areas. Crime increases more rapidly than population in impacted areas.
- Crime rates increase more rapidly in impacted than non-impacted areas of the state.
- Crime rates increase for numerous reasons stemming from the incoming population and changing police practices.
- Certain types of crime are more likely to increase in boom areas than others.
- Alcohol abuse seems to play a major role in criminal justice activities in impacted areas.
- Boomtown offenders are more likely to be younger and have alcohol treatment needs than their non-impacted counterparts.

Examples of rising crime rates are numerous. Kohr's study of energy impacted Campbell County, Wyoming, reported higher crime rates than similar counties in the state.[2] McKeown and Lantz found tremendous increases in the crime rates in Craig, Colorado during the boom period.[3] They observed that crimes against property (burglary, theft, robbery) increased 222 percent and crimes against persons (rape, assault, murder) increased 900 percent. During the construction phase of the Navajo Generating Station in Page, Arizona, Little found that Part I crimes increased 118.7% for the first year while population increased 150.4%.[4] The second year crime rose 63.7% and population 55.9%. In Rock Springs, Wyoming, Gilmore and Duff found that complaints received by the police increased 60 percent.[5] Higher crime rates were also noted in Alaska during the pipeline construction. According to the Alaskan study, robberies increased 196%, aggravated assaults 100%, burglary 62%, larceny 15%, and vehicle theft 119%.[6] Even in Colstrip, Montana, where preparations were made, substantial increases in crime were reported.[7] In reviewing what has occurred in other states, it is clear that crime rates increase.

REPORTED CRIME RATES FOR IMPACTED REGION

Table II-1 contains data on the percentage of population increase, increase in reported Part I offenses, and percentage of increase in the crime rate for Colorado's energy impacted region and the balance of the state from 1970 to 1979.[8] Using 1970 as a base year, it is apparent from the table that since 1974 the population has been consistently increasing in the impacted areas faster than the remainder of the state. More striking is the observation that the number of Part I offenses and the percentage of increase in crime rate (which controls for population) in impacted areas is increasing at a much greater rate. In impacted areas, the crime rate increased 74 percent from 1970 to 1979, whereas in non-impacted areas the increase was 26 percent over the same period. Graphs depicting crime and population growth are found in Appendix B. Although each impacted county is subject to variation, all have experienced greater increases in crime than population over time.

TABLE II-1

COMPARISON OF PERCENT INCREASES IN POPULATION, REPORTED PART I CRIMES AND CRIME RATES: ENERGY IMPACTED REGION* AND STATE**

	Energy Impacted Region			Balance of State		
	% of Population Increase	% of Increase in # of Part I Crimes	% of Increase in Crime Rate per/100,000	% of Population Increase	% of Increase in # of Part I Crimes	% of Increase in Crime Rate per 100,000
1970	Base Year	Base Year	Base Year	Base Year	Base Year	Base Year
1971	3	18	14	5	7	2
1972	6	37	30	8	11	3
1973	8	40	30	11	13	1
1974	14	74	53	13	29	14
1975	19	90	59	15	42	23
1976	24	100	62	16	44	24
1977	28	103	60	18	50	27
1978	33	123	68	20	53	27
1979	38	140	74	23	54	26

* Includes Delta, Garfield, Gunnison, Jackson, Mesa, Moffat, Montrose, Pitkin, Eagle, Rio Blanco and Routt Counties.

** All other non-impacted Colorado counties.

Source: The incidence of crime was derived from FBI Uniform Crime Reports and CBI's Crime in Colorado reports. Population figures are from the Demographic Section, Colorado Division of Planning, Department of Local Affairs (1979) "Population Trends, 1970-77 and Preliminary July 1, 1978 and 1979 Population Estimates" Colorado Population Reports CP-26, No 79(C)-1.

COUNTY LEVEL REPORTED CRIME RATES

The reported Part I crime rates for each of the impact counties for a 12 year period are shown in Table II-2. Although the crime rates tend to fluctuate from year to year all of the counties had higher crime rates in 1979 than 1968. Eagle County experienced the greatest increase in the crime rate which was up 785.5 percent from 1968-1979. Routt County, the next highest, increased by 685.5 percent. The lowest figures were observed for Pitkin County, which increased by 56.9 percent over the time span. It should be kept in mind that some of the observed increases may be due to factors such as better reporting.

In 1979 the crime rate for Part I offenses for the impacted region was 7,151.3 crimes per 100,000 population. This figure is lower than the state rate of 7,155.4 for the same year. Impacted areas may simply be catching up with the rest of the state. If this is true, they are doing so in a relatively short period of time. Some counties have much lower or higher crime rates than the state average. The rates vary from a low of 2,555.6 crimes per 100,000 population in Jackson County to a high of 20,942.1 in Pitkin County.

RELATIONSHIP BETWEEN POPULATION AND CRIME

What each unit of population means in terms of crime is important to know to predict increases in crime rates. Table II-3 presents the annual rates of increase in population, Part I offenses and the incidence of Part I offenses for each impacted county. The last column of the table shows the expected additional number of crimes per additional 100 people. This projection assumes that crime is determined by factors which remain in constant relation to one another and to population, and that rates of crime will remain unchanged.

The results vary by county, but consistently as population increases, so does the number of reported crimes. An addition of 100 people to Delta or Mesa counties (populations in 1979 of 19,500 and 72,900 respectively) would result in relatively less impact if present conditions continue. The addition of 100 people to Garfield or Gunnison counties (populations in 1979 of 20,400 and 9,300 respectively) would have more impact. This is not because the people moving into counties are more or less inclined to commit crime, but it is due to the differences in the population base on which the ratio is computed.

What is being measured by the crime rate is public response to crime and criminal justice agency response to complaints received from victims of crime. It provides an indication of the administrative and personnel burden on criminal justice agencies. Increased reporting of crime leads to increased demands on law enforcement and related personnel.

TABLE II-2

CRIME RATES PER 100,000 POPULATION FOR IMPACTED COUNTIES, 1968-1979*
(PART I OFFENSES)

County	Crime Rates Per 100,000												% of Increase in Crime Rates Between 1968-1979
	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	
Delta	1431.9	989.5	876.5	955.8	1539.6	1336.7	1261.1	2076.6	1732.9	2601.7	2051.8	2758.9	92.7%
Eagle	1215.3	1175.6	6748.0	7822.8	6316.5	9598.6	9129.6	9871.4	11169.8	11050.2	10032.0	10762.2	785.5
Garfield	1237.3	1306.2	2064.6	2502.4	3129.3	3380.1	4285.9	5994.6	4248.6	3734.0	4784.2	4975.5	302.1
Gunnison	3618.2	3990.1	3589.3	4840.7	5167.1	4530.5	5214.7	5485.1	6329.5	7538.1	7295.5	8967.7	147.8
Jackson	986.2	1289.1	1601.3	1017.1	1526.3	1133.8	920.2	935.1			2722.2	2555.6	159.1
Mesa	2650.8	2928.4	3679.8	3537.8	3631.1	3342.1	3747.7	4801.0	4444.9	4372.6	4617.8	4624.1	74.4
Moffat	989.2	1416.2	2344.7	2208.9	2662.0	2486.6	4218.8	2399.2	1584.3		6207.5	7360.6	644.1
Montrose	2735.3	2675.4	2901.6	3568.7	3260.9	3599.5	3995.1	4501.7	4009.4	4577.3	3668.2	4508.3	64.8
Pitkin	13345.4	19050.5	9700.8	15920.7	16119.5	16637.4	20544.6	18291.5	14958.3	14048.6	14810.5	20942.1	56.9
Rio Blanco	1662.1	1175.3	1301.1	1313.1	1391.4	1547.5	2100.1	1537.6	2660.4	1452.4	3653.8	4280.7	157.5
Routt	881.1	311.2	712.9	1106.3	7416.5	6349.8	9406.6	9018.5	5921.6		6854.5	6929.6	686.5
State	3860.4	4498.1	5371.2	3812.3	4054.3	4087.8	6164.8	6674.9	6409.4	6736.5	6799.0	7155.4	85.3

* All of the crime rate data have been standardized to represent a 12 month period. Because crime rates are subject to some seasonal variation, the actual crime rates may vary somewhat from the established values represented in the table.

Sources: Federal Bureau of Investigation, Uniform Crime Reports (Washington, D.C.: Federal Bureau of Investigation, 1968-1975); and Colorado Bureau of Investigation Crime in Colorado (Denver, CO: Colorado Bureau of Investigation, 1976-1979).

TABLE II-3

CHANGES IN REPORTED INCIDENCE AND RATES OF PART I OFFENSES CONTROLLING FOR POPULATION IN ENERGY IMPACTED COUNTIES, 1968-1978

County	Average Annual Rate of Increase[9] (1)Population	(2)Rate of Crime (Part I Offenses)	(3)Incidence of Part I Offenses	# of Crimes Per Additional 100 People[10]
Delta	.03	.04	.07	4
Eagle	.09	.24	.35	18
Garfield	.02	.16	.18	21
Gunnison	.01	.07	.09	36
Jackson	.02	.19	.21	30
Mesa	.13	-.03	.09	4
Moffat	.05	.20	.26	14
Montrose	.02	.04	.06	10
Pitkin	.11	.01	.12	16
Rio Blanco	.01	.08	.09	25
Routt	.07	.36	.46	15

Source: Table, "Percent Changes in Population, Part I Crimes, Crime Rate 1968-1978 for Impact Counties Ranked by Change in Population.

CRIME RATE PROJECTIONS

If we know approximately how many crimes to expect with the addition of each 100 persons (see Table II-3 above), as well as the population projections for an area, rough estimates of what will happen to reported crime rates are made. This method of projecting crime rates and an alternative are described in this section.

With the projected population increases crime can be expected to increase in the region. Table II-4 demonstrates two techniques for projecting Part I offenses in the area. Projections do not always represent reality, but they do give a reasonable estimate of what is likely to occur. The first approach assumes that crime rates and populations will continue to have the same average annual rate of increase, and that all other factors are constant.[11] The second approach is based on the rate at which crime increases per additional 100 people in the population.[12] It assumes that crime depends only on population size and rate of population change, with all other factors held constant. The two approaches yield divergent results.

TABLE II-4

PROJECTED INCIDENCE OF PART I OFFENSES (REPORTED) BY COUNTY

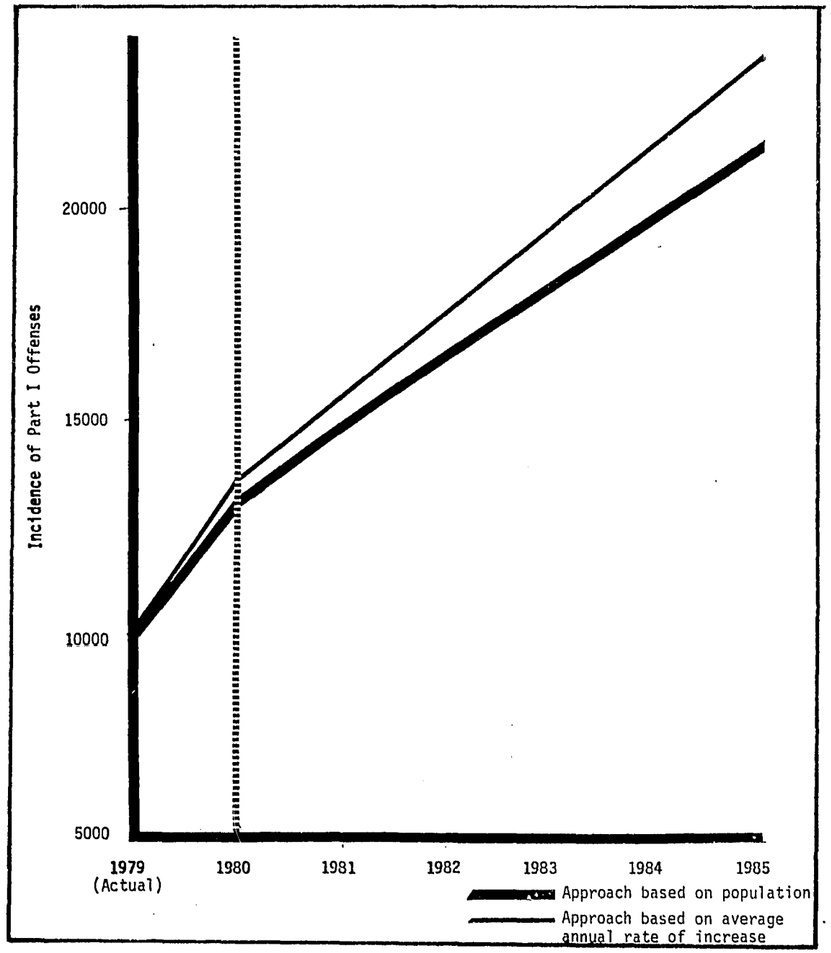
County	First Approach: Based on Average Annual Rate of Increase[a] 1980	1985	Second Approach: Based on Expected Crimes Per Additional 100 People[a] 1980	1985
Delta	453	555	488	792
Eagle	1272	5838	1626	2562
Garfield	1395	2292	1611	3186
Gunnison	767	995	1079	2555
Jackson	143	254	98	68
Mesa	3810	4934	3327	3839
Moffat	1043	2086	853	1273
Montrose	882	1051	1035	1605
Pitkin	1765	2480	1727	2015
Rio Blanco	226	292	490	1965
Routt	1739	5413	1011	1641
Totals	13495	26190	13345	21501

a. See Table II-3. Crimes based on additional people use medium variant population estimates from Colorado Population Reports (1979) "Population Estimates and Projections, Series CP-25, No.79(A)-3, Demographic Section, Colorado Division of Planning.

Both projections indicate that crime will increase substantially over the next five years. The first method predicts that crime will increase 94 percent from 1980 to 1985 for the entire region with the largest increase in Eagle County of 359.9 percent. The second method provides a more conservative estimate of a 61 percent increase for the same five year period. The second method predicts Rio Blanco will experience the greatest increase in crime for the same period (301 percent). The crime projections for both methods are presented in graph form in Figure II-1. Over a one year period (1979), the second method proved to be the most accurate for projecting individual counties. The first method was more accurate for the region on the whole. The results for one year suggest that both methods are relatively accurate thus far. (See Appendix C for a detailed discussion of the one year test.)

FIGURE II-1

PROJECTED INCIDENCE OF PART I OFFENSES: ENERGY IMPACTED COUNTIES



REASONS FOR INCREASED CRIME

Explanations of why boom areas experience high crime rates generally emphasize the inputs into the criminal justice system (i.e., new people, changing conditions, etc.), or the system itself (i.e., law enforcement policies and practices). It is likely that they increase for a variety of reasons. The following are some of the most common explanations:

- Increased Crime Due to Increased Reporting

  Increased crime may simply be a product of increased reporting by citizens. In small communities where everyone knows each other, citizen reporting of crime may be more likely to be handled through informal social mechanisms, such as a call to a juvenile's parents. In boom situations, where there are more strangers, there may be a greater tendency to report and handle crime formally, through law enforcement agencies. In addition, long time residents may be apprehensive about the "invasion" of newcomers, who are generally thought to be trouble prone. The prospect of these newcomers may be frightening for some, and as a consequence, reporting and calls to law enforcement agencies increase.

- Increased Reported Crime Due to Growth

  With the increased numbers of people moving into an area, crime is likely to increase. More people are available to both commit and be victimized by crime.

- Increased Reported Crime Due to Changing Population Characteristics

  The demographic characteristics of the area may change to become more crime conducive. For example, the in-migration of young single males, generally thought to be more prone to crime, may result in increased crime rates.

- Increased Reported Crime Due to Changes in Law Enforcement Practices

  Some law enforcement officers may respond to boom growth by changing law enforcement practices. What might have been handled informally prior to the boom, may now be handled through the system. In other words, law enforcement officers may begin to more strictly enforce the law. In addition, a dual system of law enforcement may develop; one system of law enforcement practices which applies to long time residents and one that applies to newcomers.

CHARACTERISTICS OF BOOMTOWN OFFENDERS

The problems of crime in boom areas have been linked to the characteristics of those people moving into the area. Certain "types" of individuals are

more likely to commit crime. Many researchers and practitioners have proposed that the newcomers have most of the problems and, therefore, commit most of the crime. This also applies to transients, illegal aliens and the unemployed. Interview respondents were asked to identify who were the groups of people committing crime and if newcomers were more or less likely than long time residents to commit crime. The following sections provide some of the findings.

TRANSIENTS

Boom areas are generally thought to attract greater numbers of transients. There seems to be a consensus among practitioners in the criminal justice system that this occurs, particularly during the warm summer months. This in-migration of transients may have consequences for the local criminal justice system. Little states:

> Transient populations, both in the popular mind and in reality, have come to be associated with high crime rates. Boomtowns prove no exception to the rule.[13]

ILLEGAL ALIENS

The in-migration of illegal aliens, according to some respondents, has led to problems for the criminal justice system. In one county, the sheriff's office found itself overburdened with handling and transporting illegal aliens. The department finally had to relax its activities regarding aliens. One mayor noted:

> It's just a waste of money, so they have slacked off on that. (Referring to transporting aliens back home)

UNEMPLOYMENT

Employment status was thought to have a bearing on the types of offenders found in some boom communities. One judge observed that:

> There is this large group of people moving in that are unemployed, that are often apt to end up in court.

Another judge made the observation that employed residents tend to be tried on relatively minor charges, such as drunken brawls and DUIs, whereas the unemployed are more often charged with burglary, being drunk and more serious offenses.

NEWCOMERS

Residents and criminal justice practitioners disagree as to whether or not newcomers to the area cause most of the crime. Some portray newcomers as being troublemakers, while others think they are like long time residents. Others feel that newcomers are more likely to commit crime than long time residents. This is thought to be due to several factors including the perception that newcomers lack any commitment or linkage to the community and are therefore prone to the commission of crime.

Respondents were asked to provide information on the role of newcomers and their impact on crime rates. Responses fall into two categories. The first set of examples are from those who think newcomers give rise to higher crime rates:

> I don't think the longtimers are appearing in court any more often. The increase is entirely due to people who have been here a short period of time. Maybe they have been here a year. I really don't think we have any problem with people who have lived here all their lives. I'm sure there are some. Every town, I think, has its local drunks and that sort of thing, but the impact problem is the problem that puts the pressure on the law enforcement system and on the court system. Most people that come into court, I would say that 80 percent of them, have not lived here for a full year. (Judge)

> New people who first come in are the ones who cause trouble. If they stay here and they want to make their homes, they stay out of trouble. But its the ones who stay here a month, get their paycheck, and take off - that's your problem. (Undersheriff)

Some of the respondents, however, did not attribute much of the recent upswing in crime rates to newcomers. One chief stated:

> Although calls for service have doubled, I would guess only about 10 percent of them are caused by energy related development. I don't think you can attribute the increased crime rate to energy development. I think its just a general trend associated with the times. Crime is increasing everywhere.

Data from a study on correctional alternatives conducted by the Division in the Fall of 1980 provide information on convictions and sentencing patterns. Data were collected from seven judicial districts, two of which were energy impacted and are thus useful to this study. An analysis of this data was conducted to identify the characteristics of felons and offenses in impacted areas and determine if they were different from those in non-impacted areas of the state.

Districts were divided into impacted and non-impacted areas as follows:

Impacted	Non-Impacted
9th - Garfield	2nd - Denver
12th - Mesa	8th - Larimer
	12th - Rio Grande
	13th - Logan
	17th - Adams

The offender's sex, educational level, marital status, employment at time of arrest, employment at presentence report, mental health needs, alcohol treatment needs, drug treatment needs, and age were variables included in the analysis. Table II-5 compares selected social characteristics of convicted felons in impacted and non-impacted judicial districts. Offenders from impacted districts were slightly more likely to be male (3%), lack GED or high school diploma (4.3%), be single (4.2%), and be employed at time of arrest (4.2%) than offenders from non-impact districts. The only social variable that was found to be significantly related to felony conviction was offender age. Offenders in energy impact districts were found to be younger than offenders in non-impacted districts. For example, 25.2 percent of the impacted district offenders were 19 years of age or younger compared to 15.5 percent of the offenders in non-impacted districts. This finding agrees with much of the speculation about energy impact regions attracting younger adults to the area. The ages between 15 and 25 years have generally been found to be the greatest risk for crime. A sizable percentage of in-migrants into boom areas are within this age bracket.[14]

TABLE II-5

CHARACTERISTICS OF OFFENDERS IN SELECTED IMPACT AND NON-IMPACT JUDICIAL DISTRICTS

Variable		Impacted Districts #	Impacted Districts %	Non-Impacted Districts #	Non-Impacted Districts %	Difference Between Impacted and Non-Impacted Offender Was:
Sex	Female	22	13.6	121	16.6	Not significant
	Male	140	86.4	607	83.4	
GED or High School Diploma	No	79	56.4	332	52.1	Not significant
	Yes	61	43.6	305	47.9	
Marital Status	Single	115	77.2	500	73.0	Not significant
	Married	34	22.8	185	27.0	
Employment at time of arrest	Full or P/T	76	53.9	320	49.7	Not significant
	Unemployed	65	46.1	324	50.3	
Employment at presentence	Full or P/T	70	52.6	310	48.5	Not significant
	Unemployed	53	47.4	329	51.5	
Age (years)	19 & under	28	25.2	86	15.5	Significant
	20-29	64	57.7	303	54.6	
	30 & over	19	17.1	166	29.9	

Table II-6 presents data on the identified treatment needs of offenders in energy impacted and non-impacted districts. Offender treatment needs were obtained from presentence reports.

TABLE II-6

OFFENDER TREATMENT NEEDS IN SELECTED
IMPACT AND NON-IMPACT JUDICIAL DISTRICTS

		Impacted Districts #	Impacted Districts %	Non-Impacted Districts #	Non-Impacted Districts %	Difference Between Impacted and Non-Impacted Offender was:
Mental Health Treatment Needs	No	111	86.0	430	79.0	Not significant
	Yes	28	14.0	114	21.0	
Alcohol Treatment Needs	No	89	62.7	468	75.6	Significant
	Yes	53	37.3	151	24.4	
Drug Treatment Needs	No	121	85.8	526	85.3	Not significant
	Yes	20	14.2	91	14.7	

There is no significant difference between offenders in impacted and non-impacted districts with respect to mental health and drug treatment needs. Fourteen percent of the impacted offenders had mental health and 14.2 percent had drug treatment needs. However, 37.3 percent had alcohol treatment needs, compared to 24.4 percent of the non-impacted offenders, which is a statistically significant difference. This finding conforms to much of our knowledge about the role of alcohol abuse in boomtowns. Many practitioners have also observed that alcohol consumption is involved with many of the criminal actions of offenders. The policy implication of this finding is that alcohol abuse treatment programs should be a prime consideration in impacted areas.

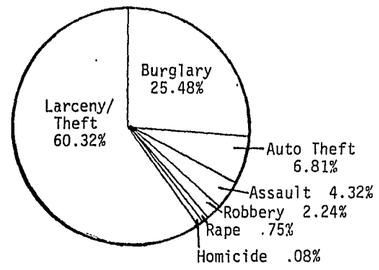
TYPES OF CRIME IN THE IMPACTED REGION

The distribution of crime by type of offense in the impacted region differs from the state as a whole, as shown in Figure II-2. The greatest difference between the state and impacted region is in the proportion of larceny/theft offenses. Larceny/theft constituted only 60.32 percent of all part I offenses for the state compared to 70.21 percent for the impacted region. The state had a greater percent of burglaries (25.48 percent) than the impacted region (19.67 percent). The impacted region has a smaller proportion of crimes against persons (homicide, rape, robbery and assault) than the state as a whole, 4.3 percent compared to 7.4 percent.

Table II-7 compares the number and type of reported Part I offenses in 1968 and 1979 for the impacted region. The type of crime that showed the largest increase over the twelve year period was rape, which increased 814 percent. The smallest increase was for burglary, which grew 196 percent. Overall, crimes against persons (murder, rape, robbery and assault) increased at a faster rate, 326.7 percent, than property crimes (burglary, larceny and auto theft), which increased 251.6 percent. This increase in crimes against persons reflects a movement toward the statewide crime distribution.

FIGURE II-2

STATE - REPORTED PART I OFFENSES, 1979



ENERGY IMPACTED REGION - REPORTED PART I OFFENSES, 1979

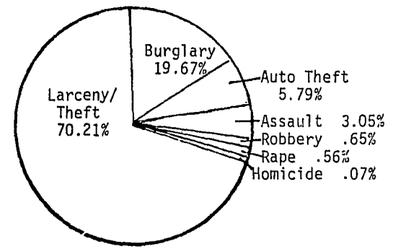


TABLE II-7

REPORTED PART I OFFENSES FOR THE IMPACTED REGION
FROM 1968-1979

Type of Part I Offense	Number of Offenses in 1968	% of Total For 1968	Number of Offenses in 1979	% of Total For 1979	% of Crime Increase From 1968-1979
Murder	2	.07	8	.07	300
Rape	7	.21	64	.56	814
Robbery	13	.40	74	.65	469
Assault	94	2.91	349	3.05	271
Burglary	759	23.55	2247	19.67	196
Larceny	2165	67.15	8022	70.21	270
Auto Theft	184	5.70	661	5.79	259
Total	3224	100.00	11425	100.00	

Source: Uniform Crime Reports, FBI and Crime in Colorado Reports, Colorado Bureau of Investigation.

TWO SELECTED PROBLEMS OF BOOM AREAS

Substance abuse and family problems have been found by researchers to be major problems in boom areas.

ALCOHOL AND DRUG ABUSE

Alcohol consumption in Colorado has been increasing in recent years. This trend is also witnessed in impact areas, which often lack alcohol abuse treatment facilities and programs.

A recent study conducted by the National Institute of Drug Abuse found a direct relationship between boomtown growth and alcohol abuse and that alcohol abuse increased at a rate faster than the population.[15] McKeown and Lantz found that the number of cases or reports of alcohol related incidents increased 623 percent in Craig from 1973 to 1976. Scrimgeour reports that for Rangely, "...50 percent of all crimes reported were alcohol offenses.[16]

Alcohol abuse is often associated with the commission of criminal offenses. Fison and Quisenberry's study of the Alaska Pipeline boom provides evidence for this relationship. They state:

> There is strong evidence that alcohol consumption is linked to other crimes. In 1969 the Office of Alcoholism in the Alaska Department of Health and Welfare (now Health and Social Services) surveyed a random sample of one-half of the total inmate population in all correctional institutions and jails in Alaska as well as Alaskan inmates in federal facilities in the lower 48. Of the inmates surveyed, 42 percent indicated that they had been charged with an alcohol related offense. However, an additional 38 percent admitted that although they had not been charged with an alcohol related offense, they had been drinking at the time they committed the crime. Thus, alcohol was a factor in 80 percent of the offenses.[17]

Alcohol related offenses and problems were consistently mentioned by every respondent interviewed. Some of the respondents concurred with the findings of alcohol abuse in impacted areas, and felt alcohol abuse was due to the lack of things to do in the area. A detective commented:

> There's nothing other than the bars for people to do after working hours. Outside of drinking, there appears to be very little to do.

This statement typifies much of what is known about entertainment and recreation in boom areas. Nellis reports that Hanna, Wyoming has "...no recreation facilities, other than the bars."[18] Moen discovered that a major complaint among men in these areas is that "...there is not much for them to do in Craig and so they end up in bars."[19]

As single males frequent the bars, the likelihood for barroom violence escalates. The bars provide a mechanism for letting off steam. Hand in hand with increased alcohol consumption is the increase in barroom brawls. One community experienced five homicides in their V.F.W. compared to none in prior years. The respondents in this community concluded that alcohol consumption and problems associated with it had led to some major problems for the system.

This same community, which was farther along than most impacted communities, clamped down on the bar owners, as explained by a planner:

> It's a situation where the bar owner sees trouble brewing and those people get thrown out. It's immediate - no messing around. Consequently, the reported problems in these bars drop dramatically because the bar owners know that if they have too many incidents, their license may not be renewed.

Several liquor licenses have not been renewed because of barroom fights in the above community. The owners, faced with their licenses being revoked, began to take a more responsible role in maintaining order. The community also instituted walking patrols of the local bars and the undersheriff and mayor thought this practice reduced the number of problems.

Statistics on the extent to which the substance abuse problem exists and impacts the criminal justice system are not available. However, law enforcement and judicial respondents thought that narcotics and drug violations were appearing with greater frequency since the rapid growth began. The National Institute of Drug Abuse study found that drug abuse was a serious problem in boomtowns, but the data did not show drug abuse to be growing at a rate different from that of population growth. In a summary of drug abuse in impacted Colorado communities, Scrimgeour reports that drug related incidents show no clear trend.[20] This and other research suggests that drug related problems and offenses are not any more prevalent in impacted areas than non-impacted areas.

FAMILY PROBLEMS

Previous research on boomtowns indicates that family relationships become strained during boom periods. In a 1977 study of Colorado's rapid development counties, the Virginia Neal Blue Center of Colorado found reports of wife abuse higher in impacted counties than non-impacted. Kohrs uncovered higher divorce rates in impacted Wyoming counties.[21] Little found that the ratio of marriages to divorces in impacted Gillette, Wyoming was 1.8 to one, while in a nearby county the ratio was 3.3 to 1.8.[22] Scrimgeour notes that some studies indicated that rapid growth may lead to a breakdown in family relationships.[23] The experience of nuclear development sites has provided further evidence of family disputes, particularly in trailer courts.[24]

One of the people interviewed indicated that the boom had brought about a "marked increase" in family domestic problems and a judge observed that

divorces had increased. The role of women in boomtowns is likely to be a major factor in accounting for the apparent increases in family problems. Generally, women do not benefit from rapid energy development. For those who work, jobs are limited to non-professional, low paying positions. Those who do not work find community resources and activities lacking. A study by McKeown and Lantz states that there is "little concern for the needs of women" as a general problem area in boomtowns.[25] In the face of this neglect, stress implodes into family relationships, resulting in excessive drinking, marital discord, and child abuse.

Several energy impact studies have found that reports of child abuse sharply increase in boomtown communities.[26] The most frequently cited statistic, for example, shows a 130 percent increase (from 11.5 to 26.5 cases per month) in Craig, Colorado from 1973 through 1976. Another often quoted study of Campbell County, Wyoming, reports rates of child abuse which are dramatically higher than other counties in the state.

Although the data on child abuse are very unreliable (according to the Department of Social Services which collects this information), we can get a picture of some basic trends from the list of "Known or Suspected Child Abuse/Neglect Submitted to the Colorado Central Registry for Child Protection for Selected Colorado Counties 1970-1978." According to the figures, the number of child abuse cases in impacted counties increased from seven in 1970 to 168 in 1978, for an increase of 2300 percent. The state, for the same time period, increased from 120 cases to 4542, for an increase of 3685 percent. The results suggest that child abuse may not be increasing at a greater rate in impacted areas than in non-impacted areas, but rather is a part of an overall statewide trend. Several factors, such as better reporting, may explain why child abuse rates are increasing in impacted areas. A more conclusive answer to the question of child abuse must await further and more rigorous research. Nonetheless, social service and criminal justice systems in boomtowns should be developing plans for dealing with this type of family crisis.

A special effort should be directed toward the needs of women. It is therefore recommended that:

- Women should be provided opportunities for social work and recreational activities that meet their needs.
- Victim assistance and community assistance programs should be established to minimize or prevent cases of child abuse, wife battering and other forms of family disruptions.
- Educational programs should be established which inform women of the dangers of alcoholism and drug abuse.
- Educational programs on wife beating and child abuse should be presented in communities where family disturbances are common.
- Family disturbance training should be given to law enforcement personnel who operate in development areas.

SUMMARY

It is clear that crime rates generally increase in impacted areas. In the final analysis, impacted areas are achieving crime rates comparable to the state, but are doing so in a relatively short period of time. What is even more important is the fact that many of the impacted areas included in this study have yet to experience most of their projected growth, therefore, their crime rates are likely to surpass the state average.

FOOTNOTES

1. Scrimgeour, 1979:3.

2. Kohrs, 1979.

3. McKeown and Lantz, n.d.

4. Little, 1977:422.

5. Gilmore and Duff, 1973.

6. Fison and Quisenberry, 1977:32-33.

7. Albrecht, n.d., see also TOSCO, 1978:24.

8. There are several problems with relying on Uniform Crime Report statistics. In the absence of anything better, it was decided that these figures would, at least, give a fair approximation of what may actually be occurring. There are several reasons why UCR data should be interpreted with caution. Among the major reasons are:

   a. More strict law enforcement by agencies may increase the figures.

   b. The public may fluctuate in their reporting practices, or show greater or lesser tendencies to report crime when it occurs.

   c. Because many crimes go unreported, around 50 percent for index crimes, the actual number of crimes committed is probably much greater than the statistics indicate.

   d. UCR data are sometimes missing or incomplete.

   e. Agencies may increase or decrease their ability to record and, therefore, report statistics to UCR. This is particularly true for impacted areas in which recordkeeping is not a high priority, resources are strained and the wide variety of offenses being committed adds further complications to the process.

   f. Certain types of crime are more likely to be reported and result in arrest than others.

   g. Less rigorous law enforcement practices may decrease the UCR figures.

9. Based on the formula for compound interest, the average annual rate of increase $R=3\frac{1}{n}\ln(x_n/x_1)-1$, where x is the variable which is changing, n is the number of time periods over which it changes, and subscripts refer to time periods.

10. Based on the formula $\frac{\Delta c}{\Delta p} \times 100 = 100 \times \frac{\text{crime}_{1978}-\text{crime}_{1968}}{\text{population}_{1978}-\text{population}_{1968}}$

11. The formula used is: $\text{Crime}_n = \text{Crime}_o(1+R)^n$ where the subscripts refer to time. The subscript zero refers to the most recent observation, n is the number of years beyond the most recent observation, and R is the average annual rate of increase computed from the table.

12. The second method is based on the formula:
    $\text{Crime}_n = \text{Crime}_o$ + (projected population increase)($\Delta C/\Delta P$)
    where $\Delta C/\Delta P$ is the rate at which crime increases per additional 100 people in the population.

13. Little, 1977:414.

14. Blumstein, et.al., 1980.

15. National Institute of Drug Abuse

16. Scrimgeour, 1979:54.

17. Fison and Quisenberry, Impact Information Center Final Report 1977, Crime, p.IV-37. Additional evidence for the relationship between alcohol consumption and crime is provided by the Denver Research Institute's study of alcohol abuse in rapid growth areas. The report states: It is not surprising then that dramatic increases in alcohol related problems occur. Specifically, a recent report published by the National Institute on Alcohol Abuse and Alcoholism concludes that alcohol often plays a major role in violent events, such as motor vehicle accidents, crime, suicide, and domestic violence (1978). The Institute estimates of alcohol involvement run as high as 72 percent for robbery offenses, 50 percent for rapes, 79 percent for assaults, and 86 percent for homicides. As many as 83 percent of the offenders in prison have reported alcohol involvement in their crimes. ...research has demonstrated that 65 percent of child abuse cases may be alcohol related and 52 percent of violent husbands have histories of problem drinking (NIAAA, 1978).

18. Nellis, 1974:235.

19. Moen, et.al., 1979:65.

20. Scrimgeour, 1979:3.

21. Kohrs, 1974.

22. Little, 1977:409.

23. Scrimgeour, 1979:75.

24. Schields, et.al., 1979.

25. McKeown and Lantz, n.d.

26. Scrimgeour, 1979:45.

CHAPTER III: IMPACT ON LAW ENFORCEMENT AGENCIES

CHAPTER III: IMPACT ON LAW ENFORCEMENT AGENCIES

Based on crime statistics, there is little doubt that law enforcement agencies are impacted by energy development. In the sections that follow, information will be presented on how agencies have been impacted, how some have responded to booms and what needs are present. The chapter closes with some general recommendations for law enforcement agencies in boom areas.

IMPACT ON LAW ENFORCEMENT OPERATIONS

In order to determine how agencies were affected by boom growth, law enforcement personnel were asked to indicate how their operations had changed since the boom began. The problems and outcomes of impact presented in this section appear to characterize the experiences of some of the departments, but not necessarily all of them.

- The demand for law enforcement services increases during the boom. The number of calls increased in some of the agencies we contacted. One community reported 19,042 calls for service in 1979 and had already received 11,066 calls as of May 1980. For example, one chief stated:

  > The biggest change has been an increase in activity--all kinds of activity. It used to be, you could go two or three days on end without getting a police call. Now if you're done with one before you get another, you're lucky.

- The amount of time and resources required for law enforcement coverage increased. Hours of patrolling increased in some areas. For example, Davidson points out:

  > Development will be scattered throughout the county creating increased burdens on the county sheriffs.[1]

- Overtime for staff increases because coverage and service are more difficult to maintain. A sheriff identified this as a problem for his department:

  > My people work overtime hours without compensation. I try to give them comp time, but I can't pay them overtime wages. I don't have the money and I can't get the money. Consequently, they're working many, many hours overtime. Crime does not happen between the hours of 9 to 5. They work many hours of overtime going uncompensated. I would like to have enough people to give them compensatory time other than time and a half. The reason for that being that if a deputy picks up his paycheck and

has another three or four hundred dollars more, yet he's burned out, I haven't solved the problem. I would rather give him two days off and then say once every six weeks give him four days off and let him get out of here, let him get his head clear. Let him forget it then come back to work.

- Law enforcement duties and responsibilities expand during boom years. Law enforcement agencies find themselves being responsible for enforcing law and ordinances that were not problems or in existence prior to the boom. One chief commented that although his department had been able to keep up with the growth fairly well, he now found his officers involved in new activities. Pointing out some of the new responsibilities, he stated:

  We now have watering restrictions. We're responsible for enforcing water restrictions, the dog ordinance and the parking ordinance.

- Under boom conditions, informal social controls break down. Citizens constitute a viable mechanism for controlling crime and problems. Community groups can exert social pressures on individuals to conform. As populations increase, community residents have increased difficulty in applying sanctions.[2]

- One of the most critical problems facing impacted law enforcement agencies is maintaining officers. Turnover rates for impacted agencies are relatively high. This problem has been true for other states as well. In Alaska, law enforcement agencies had great difficulty maintaining staff because industry attracted their personnel away with higher wages and benefit packages. Coupled with increased dangers in performing their law enforcement duties, and the relative safety of energy related jobs (pipeline security), officers flocked to industry. Davidson's studies of boom areas reveal that law enforcement wages must be competitive with industry in order to maintain officers and that able bodied men have no difficulty in finding jobs in industry.[3]

  The problems of maintaining staff and keeping competitive with industry were expressed by literally every respondent. One respondent seemed to effectively summarize the problem by stating:

  I'm losing a deputy the first of July, because he is not getting paid enough. I can't get his salary up where it ought to be. I have lost deputies in the past to go to...the mines, because of the higher wages that they pay there. You can't expect to compete with their wages. I can't, but I have got to offer these people a livable wage in order for them to stay in law enforcement. If the trend continues, we are going to downgrade law enforcement. We're going to have people in here who can't get a job anywhere else. So, the good conscientious people we have right now are actually being driven out of the business. The coal miners make over twice in wages what a deputy makes. They will take home more more in two weeks than my deputies will take home in a month. Okay, they're paying outlandish rent and so are my deputies. We're having a hard time trying to compete. In this county, $450 for rent is not uncommon at all, and when a deputy is taking home $900, you can see he's in trouble. (Sheriff)

- Maintaining trained officers becomes even more difficult because they leave to take jobs in industry. Scrimgeour summarizes the problem, "...this means that the criminal justice systems are in the constant process of recruiting, training and losing personnel."[4] One chief noted:

  As I understand it, we are going to lose our LEAA training and that's just one more thing. If you don't have trained officers, you're gonna have trouble. If I don't give them training, so they can keep up, they're going to go someplace else.

LAW ENFORCEMENT RESPONSES TO BOOMS

There are many ways in which law enforcement agencies respond to increases in crime. Two typical responses are stricter enforcement of the laws and increased professionalism.

STRICTER LAW ENFORCEMENT PRACTICES

One pattern of response to rapid growth found in some law enforcement agencies is stricter enforcement of the law. Previous studies of impacted areas indicate that a typical agency response is to become more rigid in arresting and/or recording committed crimes. Moen discovered law enforcement agencies adopting high arrest policies to deter crime. She states:

> ...long term residents recall that before the boom when everybody knew everybody else, such problems were handled informally; e.g., the sheriff would just take car keys away from drunken drivers and drive them home. Now with more people, more law enforcement officers, and more strangers, arrests are the norm. In fact, both the sheriff and the chief of police have adopted a high arrest policy as a deterrent to crime.[5]

There are several reasons why this is the case. Some agency representatives thought that the best way to control rapid growth problems was to address the problem as soon as it appears. Specifically, newcomers should

learn from the start, through rigid law enforcement practices, that they must comply with the law or be penalized.[6] For example, a lieutenant noted how his department cracked down on newcomers:

> When you first start having problems, let them know right off that when somebody gets in a fight in one of the bars, they get arrested. It's that simple. We've kept it (fighting) down, or I think we'd have more problems, but we had to take a stance on it, had to take a hard line.

This stricter stance, in some situations, accounts for some of the increases in reported crimes and arrests. This is particularly true for alcohol related offenses. In pre-boom communities, alcohol abuse cases are many times handled informally. Drunks are often taken home. In these situations, the family is assumed to play a "key" role in coping with the drunk. Officers know families and feel more comfortable turning drunks over to their families. This informal procedure of handling drunks often breaks down during boom periods. People do not know each other and officers do not know the new families. Therefore, they are less likely to take the drunks home. Instead, they jail them and rely on standard operating procedures. As one undersheriff observed, when dealing with unknown drunks and their families, the officer can never be sure the offender will not be back on the streets that evening. So, drunks and other relatively minor offenders may receive more attention because citizens and officers are not familiar with each other. One undersheriff stated:

> When you have a small town, everybody knows everybody, and if the cops know everybody in town, they'll carry them home, and he knows they're gonna keep 'em home. Here, you get a stranger, they don't know the street cop and if you carry 'em home they'll beat him back home or he's out before he is. We'd probably say truthfully that we lock up more drunks than we used to for that reason.

PROFESSIONALIZATION

Traditional informal practices become increasingly formalized and "professional." One detective observed that his department had to rely on a "big city approach" with increasing amounts of professionalization. Law enforcement activities prior to the boom were less complicated and demanding than after rapid growth. The implication is that law enforcement sometimes becomes less personal during booms.[7]

Increased professionalization also occurs because the problems of growing communities become more diverse. Law enforcement becomes more expansive and must deal with problems unknown prior to the boom. For example, one county sheriff's office experienced major increases in search and rescue operations that involved "newcomers" to the area. The problem became so severe that the agency had to rely on contractual services to meet the need.

As agencies become impacted, more emphasis is placed on record keeping and other bureaucratic operations. Record keeping has generally been a low priority in small departments, but this may change as departments become more formalized and professional. Records improve and at least on paper, crime rates and law enforcement activities become more concrete. Furthermore, increased professionalization and more emphasis on record keeping implies that officers begin to spend increasing amounts of time in completing forms and less time with "hands on" law enforcement activities.

The following chart summarizes some of the basic processes that might occur as law enforcement agencies become impacted:

Characteristics of Pre-Boom Law Enforcement Practices	Characteristics of Post-Boom Law Enforcement Practices
Informal	Formal/Bureaucratic
Personal	Impersonal
Reliance on family, community and other informal mechanisms	Reliance on a criminal justice system
Lack of record keeping	More emphasis on record keeping
Little complexity or variation in type of crime	More sophisticated offenders with more complexities and variations in types of crime

PROJECTED LAW ENFORCEMENT NEEDS

The increased demands of energy impact will mandate increased resources for law enforcement agencies. Each agency will have its own special needs and requirements that will vary depending upon the size of jurisdiction and other factors. The Environmental Protection Agency uses a set of formulas to make facility, police vehicles and police officer projections. The specific formulas are:

1. Facility needs in square feet = Population ÷ 100 x 20

2. Police vehicles needed = Population ÷ 100 x .04

3. Police officers needed = Population ÷ 100 x .227

This method of determining needs is used by simply putting the projected population into the formula, dividing by 100 and multiplying by the last factor. This will provide a rough estimate as to what resources are needed. It should be remembered, however, that the formulas do not take into consideration such factors as square miles and terrain of the jurisdiction, thus, the projections may be low for impacted agencies in Colorado.

Another method is simply to assume for planning purposes, current staffing levels should be maintained at the very minimum. In other words, whatever the ratio of officers to population is now, should be maintained as the population grows. Table III-1 shows the estimated 1979 population, ratio of sheriff's deputies to this population, the estimated population for 1985 and 2000, and corresponding number of deputies needed to maintain the existing ratio.

TABLE III-1

County	Median Est. 1979 Pop.	Current # of Sworn Officers*	Ratio of Officers to Population	1985	# of New Officers Needed to Maintain Ratio	2000	# of New Officers Needed to Maintain Ratio
Delta	19,500	12	1 to 1625	29,200	6	38,700	12
Eagle	14,300	16	1 to 893.7	19,500	6	34,400	22.5
Garfield	20,400	10	1 to 2040	29,400	4.5	45,800	12.5
Gunnison	9,300	13	1 to 715	14,100	7	20,700	17
Mesa	72,900	41	1 to 1778	85,400	7	132,100	33
Moffat	12,200	21	1 to 580.9	15,000	5	26,300	24
Montrose	22,300	24	1 to 929.1	29,600	8	43,800	23
Pitkin	12,100	20	1 to 605	13,300	2	22,600	17
Rio Blanco	12,500	12	1 to 1046	16,500	4	29,200	16
Routt	5,700	8	1 to 712.5	12,300	9	18,800	18

Source: Median Population Projections: Colorado Population Reports, "Population Estimates and Projections" Series CP-25, No. 79(A)-3, August 1979.

*Number of sworn law enforcement officers was obtained from each individual department.

The differences in the above ratios are major. For example, Moffat county has the highest ratio of deputies (1 to 580.9) to inhabitants of all the impacted counties. Garfield, at the other extreme, has the lowest (1 to 2040). It is important to note that both of these figures are lower than the standards set by the Federal Bureau of Investigation. The national average is 2.1 sworn officers per 1,000 inhabitants or a ratio of one officer per every 476.1 people. It must be remembered that these are County Sheriff deputies only and do not include municipal police officers. It is also true that the specific needs of the county and size should be taken into consideration when establishing the number of officers necessary for public safety.

LAW ENFORCEMENT RECOMMENDATIONS

Given the problems faced by law enforcement agencies, the following recommendations are a compilation of recommendations made by criminal justice practitioners and planners in Colorado and Wyoming, and recommendations resulting from research in rapid growth areas throughout the country.

1. Increased training.

   - Because law enforcement practices become more complex during boom growth, training should be broadened to include more subjects.
   - Funds should be made available for increased training in energy impacted areas. Currently, law enforcement training needs are perceived as not being met.
   - Additional training and information on what to expect from energy development and on crime prevention tactics should be given to law enforcement personnel. This training should be provided onsite, so as to not burden already understaffed departments.
   - A recommendation stemming from the Alaskan experience suggests that adequately trained officers familiar with the area's problems be hired prior to impact.[8] Putting rookies into an impact situation is not recommended.

2. Staff and staff turnover.

   - Law enforcement agencies should be provided supplementary funds to expand departments, both sworn and non-sworn personnel, to meet increased demands for services.
   - Wages of law enforcement officers should be increased to be competitive with industry in the area.
   - Benefits should be increased to an acceptable percentage (approximately 20 percent) of wages, to remain competitive with the labor market.
   - Wages for law enforcement officers should reflect the cost of living in the impacted area as well as the rate of inflation.

3. Expansion of services.

   - Whenever possible, local communities and regional agencies should increase cooperation by sharing facilities and operations. This practice will minimize the acute but sometimes temporary impact confronting criminal justice agencies. In a similar vein, the Wyoming Department of Planning and Development recommends that whenever possible, law enforcement functions should be contracted. The Department's report states:

It may be more economical for the smaller communities to contract with the County Sheriff's Office for all or part of their police services. The towns would not have to rely on part-time help when regular officers were sick, on vacation, or off duty. If such a plan were enacted, the sheriff's budgets would have to be increased accordingly. Each community will have to decide for itself the extent of the services desired and reflect on what services are affordable.[9]

- The energy companies coming into the area may seek security guard service and may wish to contract with Sheriff's Offices for such services. If so, it would help both the company and the county to defray overhead costs.

4. Standardized data collection.

   - State and local agencies should work together to develop a standardized needs assessment instrument and data collection procedures that systematically and objectively reflect the real needs of local law enforcement agencies and particularly those being impacted. The proper assessment of needs prior to boom growth might mitigate some of the negative consequences in a more effective manner.

   - Data and statistical record keeping capabilities should be expanded in impacted law enforcement agencies to cope with growth. Crime statistics and law enforcement activities become increasingly important to agencies seeking increased resources (funding) from local government. Good record keeping can also be used as a planning tool for more efficient use of resources.

5. Planning.

   - A comprehensive criminal justice plan should be written that will help coordinate criminal justice activities and provide an effective tool in making funding decisions.

6. Crime prevention.

   - Educational programs that teach citizens crime prevention techniques, such as Operation I.D. and locking doors should be implemented.

   - The media, particularly the press, should inform communities of the prospects for and consequences of rapid development. Although communities are becoming more sophisticated and aware of what development involves, there is still a need to provide information on the subject and particularly on crime prevention.

7. White collar crime prevention.

   - Measures should be taken to prevent white collar crime. Impacted communities are sometimes subject to real estate sales, and subdividing abuses, mobil home sales and service fraud, construction fraud,

various illegal financing and credit practices, public corruption and other forms of white collar crime.

FOOTNOTES

1. Davidson, 1977:208

2. Little, 1977

3. Davidson, 1977:208; see also Fison and Quisenberry, 1977:6

4. Scrimgeour, 1979:5

5. Moen, et.al., 1979:39

6. Little, 1977:415

7. Little, 1977:415, summarizes a situation common to rapid growth law enforcement agencies: "In the past, rural police have been known to actively relinquish police and court functions to friends, family or religious leaders of a lawbreaker. Moreover, like the community, police have frequently relied upon informal sanctions, such as a stiff lecture or a cuff behind the ear, rather than upon more universally accepted police procedures. But, as a population increases during a boom and rural communities become more urban, a perceptible shift in the attitudes of the citizenry occurs, bringing into question the use of informal social controls. The source of this change is found in the urban experiences of the in-migrants, many of whom have discovered through personal experience that equal protection can be achieved only through the application of universal criteria to all offenders. In their view, a personalized justice system depends too heavily upon social status, political power, and kin."

8. Fison and Quisenberry, 1977:78

9. The Wyoming Department of Planning and Development, 1976

10. Davidson, 1977:79

CHAPTER IV: COURTS

CHAPTER IV: COURTS

Most attention in boom areas has been directed toward the impact of development on law enforcement agencies and the crime rate. The consequence has been that other components of the system, most notably the courts, have been neglected. Findings related to courts include the following:

- The number of new filings and caseloads increase at a greater rate in impacted than non-impacted areas.
- In impacted areas, the increases of filings and caseloads are greater for county than district courts.
- Caseloads and new filings are projected to greatly increase in the impacted region at both the county and district court levels.
- The impact of energy development on the courts must be considered in planning for rapid development.

Before exploring some of the findings on the court system in boom areas, it is necessary to qualify the data. Court data has certain limitations. For example, the number of cases pending affect the total caseload. Pending cases are, at times, difficult to identify. There is a certain amount of carryover with the system of determining caseloads and cases pending. Furthermore, terminated cases may reappear as appeals in the original courts. This gives an impression that there are more cases than there may actually be.

Although the system of reporting data has its limitations, it is still possible to look at how the figures have changed during rapid development. Colorado's county courts handle traffic cases and minor criminal matters, as well as civil actions involving no more than $1,000. District courts have the authority to handle many types of cases, including divorces, civil claims in any amount, juvenile matters and more serious criminal cases.

District court new filings and caseloads for impacted areas are displayed in Table IV-1. This table presents data on the number of new filings and total caseloads for energy impacted district courts for the fiscal years 1971-72 to 1979-80. The table reveals that in every impacted district (county), the number of new filings and total caseloads have increased from FY1971-72 to FY1979-80. These data are summarized by region in Table IV-2. The total number of new filings for impacted district courts in FY1971-72 was 4487 compared to 8430 in FY1979-80, for a 87.8 percent increase. This percentage may be compared to a statewide increase of 44.7 percent and a 42 percent increase in non-impacted districts for the same period.

The same trend holds true for district court caseloads. Table IV-2 also presents district court caseload data. Energy impacted areas experienced a higher percentage increase in caseloads, 89.7 percent compared to 71.4 percent in non-impacted districts.

TABLE IV-1

TOTAL NEW FILINGS AND CASELOADS FOR
ENERGY IMPACTED DISTRICT COURTS, FY1971-72 to FY1979-80*

	FY1971-72		FY1972-73		FY1973-74		FY1974-75		FY1975-76		FY1976-77		FY1977-78		FY1978-79		FY1979-80		Percentage of Change FY1971-72 and FY1979-80	
	New Filings	Total Caseload	New Filings	Total Caseload	New Filings	Total Caseload	New Filings	Total Caseload	New Filings	Total Caseload	New Filings	Total Caseload	New Filings	Total Caseload	New Filings	Total Caseload	New Filings	Total Caseload	New Filings	Total Caseload
Delta	421	649	422	687	474	702	415	711	446	699	363	778	516	959	500	1001	566	1131	34.4%	74.2%
Eagle	177	386	222	399	317	492	390	671	376	747	385	838	472	1108	577	1097	638	1243	260.4	222.0
Garfield	486	1411	440	1031	502	1087	606	1199	603	1286	511	1322	647	1525	825	1885	924	2247	90.1	59.2
Gunnison	164	282	162	306	224	358	219	383	221	403	196	435	210	438	248	481	337	637	105.4	125.8
Jackson	32	68	56	96	59	109	37	95	39	91	44	94	54	103	49	104	32	120	0	76.4
Mesa	1712	4116	1805	3244	1953	3447	2156	3993	2419	4910	2539	5645	2782	6116	2896	6385	3118	7294	82.1	77.2
Moffat	194	463	248	438	237	422	314	499	374	585	435	723	451	964	552	1052	580	1257	198.9	171.4
Montrose	482	833	546	836	541	934	598	1062	569	1205	641	1241	735	1337	746	1465	782	1470	62.2	76.4
Pitkin	358	689	392	792	409	802	506	898	540	1034	518	1128	505	1235	546	1768	666	1631	86.0	136.7
Rio Blanco	123	276	101	231	106	215	135	260	134	243	140	322	171	336	180	390	196	446	59.3	61.5
Routt	338	668	275	604	381	768	494	943	439	1024	423	933	460	967	534	1036	591	1193	74.8	78.5
Totals	4481	9841	4669	8664	5203	9336	5868	10714	6160	12227	6195	13459	7003	15088	7653	16664	8430	18669		

*Water cases are not included

Source: Annual Statistical Reports of the Colorado Judiciary July 1, 1971-72 to June 30, 1980.

TABLE IV-2

DISTRICT COURT NEW FILINGS AND CASELOADS
FOR STATE, ENERGY IMPACTED DISTRICTS AND NON-ENERGY IMPACTED DISTRICTS
FY1971-72 to FY1979-80

	Number of New Filings FY1971-72	Number of New Filings FY1979-80	% of Increase Between FY1971-72 & FY1979-80	Total District Court Caseload FY1971-72	Total District Court Caseload FY1979-80	% of Increase Between FY1971-72 & FY1979-80
State	77,181	111,713	44.7%	142,670	246,437	72.7%
Energy Impacted Districts	4,487	8,430	87.8%	9,841	18,669	89.7%
Non-Energy Impacted Districts	72,694	103,283	42.0%	132,829	227,768	71.4%

Source: Compiled from Annual Statistical Reports of the Colorado Judiciary, FY1971-72 to FY1979-80.

County court data more accurately reflects the impact experienced by the court system in rapid growth areas. This is because "boomtown" crimes are generally less serious, as the statistics reveal, and are more appropriate for county courts. Table IV-3 displays energy impacted county court data for FY1971-72 to FY1979-80.

This data is summarized in Table IV-4 for county court new filings. The table demonstrates that new filings increased 123.5 percent for impacted counties compared to 47.9 percent for non-impacted counties for a difference of 75.6 percent. Statewide, all county court filings have been increasing, but impacted areas have been increasing at a faster rate.

Table IV-4 also compares county court caseload figures. Caseloads in energy impacted counties increased 152.7 percent over a nine year period, compared to 60.7 percent in non-impacted counties.

The increased caseloads and new filings found with the Colorado data mirror the findings of other impacted states and regions. In Alaska, Fison and Quisenberry report:

> Criminal cases filed, preliminary hearings and nearly every other category show marked increases over the past few years - increases that were predicted to accompany construction and the related crime boom.[1]

A planning study completed for impacted Wyoming counties predicted that the amount of legal work needed by counties will increase.[2] One judge from an impacted area was asked if it was a safe assumption that court cases have increased as a result of rapid energy development. She responded, "that court cases have increased as a result of energy development is a tremendously safe assumption." She later added that the number of cases had increased fivefold since the boom began. Court statistics prior to the boom indicate that 1,793 cases were processed by the court in 1974. In 1975, the year which the judge identified as being the start of the boom, the cases rose to 3,001 for a gain of 67.3 percent over the previous year. In 1979, after five years of boom growth, the number of cases increased to 5,421 or 202.3 percent over the 1974 figure.

PROJECTIONS OF DISTRICT AND COUNTY COURT CASELOADS AND NEW FILINGS

As part of this study, projections were made for courts impacted by energy development.[3] These projections were an attempt to estimate what impacts might be likely on the courts. The projections were made using two techniques; one relying on population projections and the other on time.

Table IV-5 presents the population based caseload and new filings projections for county and district courts. If the county court projections based on population are accurate, we can expect caseloads to increase by

TABLE IV-3

TOTAL NEW FILINGS AND CASELOADS FOR
ENERGY IMPACTED COUNTY COURTS, FY1971-72 to FY1979-80*

	FY1971-72		FY1972-73		FY1973-74		FY1974-75		FY1975-76		FY1976-77		FY1977-78		FY1978-79		FY1979-80		Percentage of Change FY1971-72 and FY1979-80	
	New Filings	Total Caseload	New Filings	Total Caseload	New Filings	Total Caseload	New Filings	Total Caseload	New Filings	Total Caseload	New Filings	Total Caseload	New Filings	Total Caseload	New Filings	Total Caseload	New Filings	Total Caseload	New Filings	Total Caseload
Delta	709	763	825	941	1000	1091	1252	1393	1264	1405	1296	1520	1422	1813	1541	1721	1754	2090	147.3%	173.9%
Eagle	1224	1433	1198	1378	1402	1610	2197	1393	1968	2651	2085	1587	2255	3189	2648	3922	3194	4331	160.9	202.2
Garfield	1307	1529	1190	1598	1260	1454	1511	1816	1871	2164	2073	2475	2296	2910	2595	3133	3450	4169	163.9	172.6
Gunnison	1051	1239	1320	1507	1295	1545	1518	1754	1365	1643	1325	1718	1723	2160	1887	2445	1910	2759	81.7	122.6
Jackson	188	234	203	235	167	205	170	180	154	180	209	253	183	233	307	312	249	327	32.4	39.7
Mesa	3934	4698	4188	5040	4138	5023	4749	5614	4549	5622	6492	7421	7105	9005	6630	9461	7982	11759	102.8	150.2
Moffat	773	990	857	1054	816	1052	1225	1445	1363	1555	1453	1719	1763	2192	1956	2252	2235	2971	189.1	200.1
Montrose	1231	1367	1372	1482	1648	1819	1977	2220	1944	2263	1948	2439	2134	2573	1841	2091	2220	2682	80.3	96.1
Pitkin	806	950	897	1094	1224	1485	1155	1676	1011	1477	1185	1665	1254	1676	1325	1557	1364	1821	69.2	91.6
Rio Blanco	316	442	353	468	435	495	585	677	500	600	522	630	806	931	944	1112	1113	1331	252.2	201.1
Routt	939	1111	1494	1725	1498	1835	1706	2098	1430	1685	1618	2039	1459	1867	1672	2022	2420	3059	157.7	175.3
Totals	12478	14756	13882	16572	14883	17614	18045	20268	17369	21245	20206	24466	22373	28549	23346	30028	27891	37299		

*Total caseload includes total of civil, traffic and misdemeanor cases.

Source: Compiled from Annual Statistical Reports of the Colorado Judiciary July 1, 1971-72 to June 30, 1980

TABLE IV-4

COUNTY COURT NEW FILINGS AND CASELOADS
FOR STATE, ENERGY IMPACTED COUNTIES AND NON-IMPACTED COUNTIES
FY1971-72 to FY1979-80

	Number of New Filings FY1971-72	Number of New Filings FY1979-80	% of Increase Between FY1971-72 & FY1979-80	Total County Court Caseload FY1971-72	Total County Court Caseload FY1979-80	% of Increase Between FY1971-72 & FY1979-80
State	191,683	293,041	52.8%	224,340	374,301	66.8%
Energy Impacted Counties	12,478	27,891	123.5%	14,756	37,299	152.7%
Non-Energy Impacted Counties	179,205	265,150	47.9%	209,584	337,002	60.7%

Source: Compiled from Annual Statistical Reports of the Colorado Judiciary, FY1971-72 to FY1979-80

34.9% and new filings by 32.5% from FY1978-79 to FY1983-84. District caseloads will increase by 27.5% and new filings by 29.4% for the same time period. County courts, as would be expected, are projected to have the greatest percentage increases. The implication is that energy impacted courts and particularly, county courts, are projected to experience some fairly heavy increases in caseloads and new filings within the next few years.

TABLE IV-5

POPULATION BASED PROJECTIONS OF TOTAL CASELOADS AND NEW CASE FILINGS IN COUNTY AND DISTRICT COURTS, ENERGY DEVELOPMENT IMPACTED COUNTIES[4]

	Population (Medium Variant)	County Court Total Caseload	County Court New Filings	District Court Total Caseload	District Court New Filings
FY1971-72	(1972)[a] 154,900	14,756	12,478	9,841	4,481
FY1974-75	(1975)[b] 171,400	20,268	18,045	10,714	5,868
FY1978-79	(1979)[b] 203,000	30,028	23,346	16,664	7,653
Projected					
FY1979-80	(1980)[b] 208,300	31,692	24,868	17,116	8,128
FY1983-84	(1984)[c] 236,220	40,515	30,955	21,249	9,942

a. Based on linear interpolation using 1970 and 1975 data.

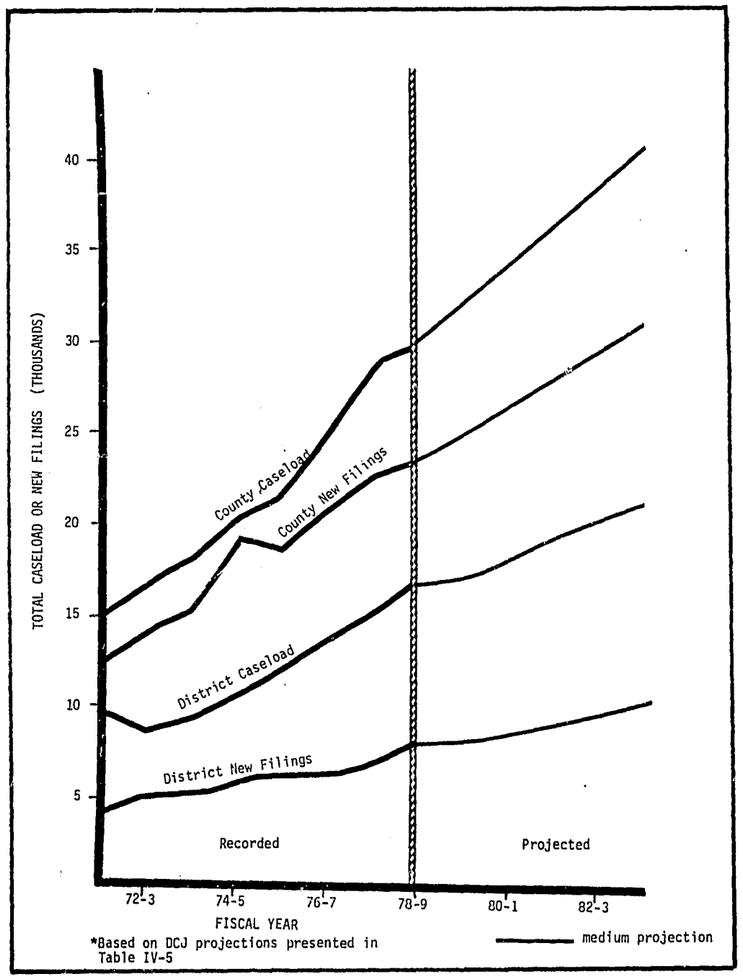
b. Source: Colorado Population Reports (1979) "Population Estimates and Projections, Series CP-25, No. 79(A)-3." Demographic Section Colorado Division of Planning.

c. Linear interpolation, rather than computations based on annual projected growth rates, were used to compute some population figures. This may result in slight over or underestimation, but this should not be significant within a five year period.

A similar pattern was observed when we used time as the basis for our projection. Using time as the independent variable and total caseload or new filings as the dependent variable, the net result was higher projections of new filings and caseloads than those for population. (See Appendix D for time based projections.) Thus, our projections may be conservative. Figure IV-1 depicts what these projected caseload and new filings will look like in the immediate future.

FIGURE IV-1

PROJECTED CASELOADS AND NEW FILINGS BASED ON MEDIUM VARIANT POPULATION PROJECTIONS, IMPACTED COUNTIES*



*Based on DCJ projections presented in Table IV-5

RECOMMENDATIONS

The following recommendations are a compilation of recommendations made by criminal justice practitioners and planners in Colorado and Wyoming and recommendations resulting from research in rapid growth areas throughout the country.

- Courts should prepare for a substantial increase in new filings and caseloads.

- Expand the number of judges and support staff at the district and county level to cope with expected increases in filings and caseloads. Support staff and court clerks should not be overlooked in planning for rapid growth.

- Special attention should be placed on existing recordkeeping systems.

- When additional resources are granted to law enforcement agencies, attention should also be paid to how these additional resources (i.e., personnel) are going to affect the court system.

- A routine and possibly formalized system of communications between judges and law enforcement representatives should be established at the local level to help mitigate some of the problems of sentencing, jailing and handling offenders. In some communities, judges and law officers had worked out some effective ways of cooperating and lessening impacts. One chief of police discussed how his locality had come to grips with the problem. He indicated:

  > You've got to have the cooperation of the whole criminal justice system. That's something that I've done here. I started a program where the department heads of the criminal justice system have a meeting every month. We have...the district judge, the county judge, the sheriff, the district attorney, the city attorney, probation, and social services. We meet and discuss any problems we have.

- Attention should be paid to acquiring, training and maintaining good court clerks.

- Develop a small claims court system in impacted areas. One judge recommended that the jurisdiction of small claims court be raised because it affords people the opportunity to file suit. Impacted areas are thought to lack lawyers, therefore, residents do not have adequate access to the courts. The judge

stated:

> This is an "important" function given to lower court judges in an energy impact area because often if people can come in and file a suit against somebody without having to hire a lawyer, it lets off some of the steam. It may take forever to hear, but it does serve as a valve, being able to file suit.

FOOTNOTES

1. Fison and Quisenberry, 1977:12.

2. Wyoming Department of Planning and Development, Scenarios: Lincoln and Uinta Counties, 1976:61.

3. The Judicial Department generates its own projections which may vary from those specified in this report.

4. The first set of projections are based on a standard linear regression equation with population as the independent variable and either total caseload or new filings as the criterion (dependent) variable. The projection technique assumes that caseload and new filings depend upon population size (or on other variables that depend on population size) and on other variables that will remain in constant relation to one another and to population over time. The projections effectively assume a fixed per capita caseload. This is a conservative assumption because per capita caseloads have increased in both county and district courts. The increase in projected caseloads, then, should be taken as the minimum increase expected based on previous observations.

   Technically, the following are some of the specifics on how the population based projections were made:

   a. These projections are based on a standard linear regression equation with population as the independent variable and either total caseload or new filings as the criterion (dependent) variable.

   b. The basic assumption is that caseloads and new filings depend on population size (or on other variables which, in turn, depend on population size) and on other variables which will remain in constant relation to one another and to population over time.

   c. The explained variance (R^2) is well over 95 percent for both county and district courts.

   d. The number of cases used in the regression is very small (n=3) but covers a seven year span.

   e. Low and medium variant population projections lead to approximately the same results in caseload size and new filings after five years. High variant projections diverge considerably from these results. (See Appendix D for high and low variant projections.)

   f. Linear interpolation, rather than computations based on annual projected growth rates, were used to compute some population figures. This may result in slight over or underestimation, but this should not be significant within a five year period.

   g. As stated in (a) above, the projections effectively assume a fixed per capita caseload. This is a conservative assumption. Actually, per capita caseloads have <u>increased</u> in both county and district

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1 OF 2

courts. The increase in projected caseloads, then, should be taken as the minimum increase expected based on previous observations.

h. Statistical details on the population based projections of total caseloads and new case filings in county and district courts for energy impacted counties are presented in the table below:

	County Court		District Court	
	Total Caseload	New Filings	Total Caseload	New Filings
Intercept (a)	-34131	-20541	-13712	-5412
Slope(b)	.316	.218	.148	.065
Explained Variance(R^2)	.9995	.963	.950	.989

The explained variance (R^2) is well over 95 percent for both county and district courts.

4. The Judicial Department generates its own projections which may vary from those specified in this report.

CHAPTER V: YOUTH

CHAPTER V: YOUTH

The energy impacted area of Colorado can expect increases in the number of youth. Although the population moving into the area will be predominantly single, many are married and will bring their families to the area.

The following set of findings are presented in this chapter:

- In impacted areas, reported juvenile cases and juvenile caseloads have increased.
- The rate of juveniles taken into custody in impacted areas has increased while decreasing in the state as a whole.
- Juveniles taken into custody in impacted areas have a much greater probability of being detained in jail, compared to the state.
- The number of juvenile filings has increased, while decreasing in the state.
- The lack of a western slope juvenile detention center results in some major problems for impacted law enforcement agencies.

The transient nature of boomtown life is an important variable in assessing impact of juveniles on the criminal justice system. For example, only 20 percent of the workers living in Rifle and Meeker own homes. The remaining 80 percent live in mobile homes, rent apartments, recreational vehicles, motels, and other types of highly mobile housing. The high mobility of temporary workers makes it extremely difficult for newcomer juveniles to become integrated into the school and community.

The problems of boomtown youth surface throughout the community. Research in other states has shown that the in-migration of youth into boomtown schools creates problems. For example, Little writes:

> More tragic is the effect that boomtown living had upon the children. Schools provided the stage for their dramas. Gillette students demonstrated poor adjustment to the school. Low achievement levels accompanied by truancy and high delinquency rates were observed. In Forsyth, Montana, which is also undergoing energy development, Gold observed a large increase in the number of assaults and cases of venereal disease among students.[1]

This pattern of problems with youth in schools is echoed by Cortese and Jones when they observe:

> The schools are also the place where the old and new populations come into the earliest and most intense contact. In each of the communities, educators reported the conflicts in values, commitment, and life style between the local students and the newcomers. Each community was concerned with the influx of drugs which they perceived, perhaps incorrectly, were introduced primarily by the new students.[2]

It is apparent from the research done to date that schools and relationships in schools between youth may contribute to boomtown problems and affect the local criminal justice system. The problems associated with youth go beyond the confines of schoolyards. Boomtown communities are not particularly well suited for the needs of youth. There is a lack of things to do as well as programs directed toward youth. As a consequence, youth are likely to find themselves involved with the criminal justice system. Some of the outcomes for youth are summarized by boomtown researcher Davidson, who states:

> There is likely to be a rapid increase in juvenile offenders. The children of the migratory construction workers have more than the usual number of emotional problems going through teenage adjustments. Shoplifting may increase. Children of the well-paid energy workers have pocket money and possessions. Children of poorer families may take to petty theft to maintain peer status. There will be more runaways.[3]

JUVENILE CRIME

For this analysis of juvenile crime, data from local police departments in impacted communities is used when available. For the most part, however, these data are reported by region, so in order to give the best picture of juvenile contact with the criminal justice system in an energy impacted area, data from Region 11 will be presented. This is the only region whose counties are all energy impacted. Region 11 consists of Moffat, Rio Blanco, Garfield, and Mesa counties. It is not unreasonable to assume that the trends and problems in adjoining impacted counties are similar. Valid data on the number of juveniles taken into custody (arrested) are not generally available. The data that are available have, on the whole, reported increases in the numbers of juveniles taken into custody. For example, figures supplied by the Rifle Police Department show increases in the number of juvenile crimes reported:

Total juvenile cases reported in Rifle -	1976	1977	1978
	95	95	160

The experiences of Rifle mirror those of other boomtowns in the region. For example, in Region 11, the rate of juveniles taken into custody has

increased from 46.6 to 48.4 (per thousand juveniles), while it has decreased from 106 to 97 (per thousand juveniles) for the state as a whole. The increase in juvenile crimes reported, the increase in runaways, and the increase in the rate of juveniles taken into custody can be attributed in part to boomtown growth and processes. These processes include a breakdown in the informal system of social control, and changes in law enforcement personnel, policies or practices resulting from a changing and highly mobile population. In small rural communities, juveniles were "kept in line" by a set of expectations enforced by a network of parents, friends, neighbors, and other community members. Kids were expected to "misbehave" and community members expected to correct them. The police chief of a small energy impacted community noted that "we've always had trouble with the kids" and that rapid growth has made it impossible to "watch the kids as much as needed." The increasing juvenile crime rate and the increasing rate of juveniles taken into custody is explained by the changing character of that community as the proportion of "strangers" in town increases. If citizens or police in a rural community do not know the juvenile or parents, the detected offense is more likely to be reported and the youth is more likely to be taken into custody.

JUVENILE FILINGS

Table V-1 presents the juvenile case filings for impacted district courts and the state. The most dramatic increase of juvenile filings was in Montrose county which increased 146.15 percent from 1975 to 1979. Excepting Jackson county which had very few cases to begin with, Rio Blanco county had the greatest decrease in the number of juvenile filings (-27.28). In total, seven counties increased and four counties decreased in the number of filings. The entire region increased 17.69 percent for the time period, whereas the state experienced a decline of 15.73 percent.

JUVENILES IN JAIL

Before the problems of youth in jail can be discussed, the problems must be placed in the context of current trends in juvenile justice practices and policies in Colorado. In 1974, the U.S. Congress passed the Juvenile Justice and Delinquency Prevention Act to provide for a comprehensive analysis of the juvenile justice system and a more effective service delivery system to juveniles. As a participant in this Act, Colorado is mandated to remove status offenders from secure detention and jails. Therefore, efforts in juvenile justice have been concentrated on deinstitutionalization of status offenders and systematic data collection on juveniles in the Colorado criminal justice system. These data show an 82 percent decrease from 1975 to 1979 in the number of status offenders detained for more than 24 hours in secure detention and jails.

In December, 1980, the Juvenile Justice and Delinquency Prevention Act was reauthorized. A major new thrust within the act is the total removal of juveniles from adult jails and lockups. Participating states will be given five years to come into substantial compliance with the "removal" amendment.

TABLE V-1

JUVENILE CASE FILINGS IN ENERGY IMPACTED DISTRICT COURTS BY COUNTY AND TYPE OF CASE, 1975-1980

	1975/1976				1976/1977					1977/1978					1978/1979					1979/1980				
	Delinquent	CHINS	Others	Total	Delinquent	CHINS	Others	Total	% of Change	Delinquent	CHINS	Other	Total	% of Change	Delinquent	CHINS	Other	Total	% of Change	Delinquent	CHINS	Other	Total	% of Change
Delta	22	4	38	64	22	3	34	59	-7.81	23	6	36	65	+1.54	20	7	43	70	+8.57	18	0	61	79	+23.43
Eagle	6	1	12	19	5	1	8	14	-26.32	48	1	14	63	+69.84	41	1	20	62	+69.35	27	0	9	36	+89.47
Garfield	50	2	31	83	41	4	35	80	-3.61	20	3	36	59	-28.92	33	2	53	88	+5.68	40	1	62	103	+24.09
Gunnison	3	0	8	11	7	1	9	17	+35.29	7	1	14	22	+50.00	3	0	12	15	+26.67	17	0	9	26	+136.36
Jackson	1	1	4	6	1	0	5	6	0	1	0	7	8	+25.00	5	1	4	10	+40.00	3	0	0	3	-50.00
Mesa	297	50	244	591	285	83	274	642	+7.94	292	81	121	494	-16.41	311	60	248	619	+4.52	259	34	272	565	-4.40
Moffat	24	4	27	55	25	7	30	62	+11.29	20	9	40	69	+20.29	16	4	67	87	+36.78	18	1	75	94	+70.90
Montrose	20	6	26	52	24	9	51	84	+38.10	24	10	58	92	+43.48	30	9	55	94	+44.68	34	23	71	128	+146.15
Pitkin	4	0	28	32	8	1	15	24	-25.00	15	1	7	23	-28.13	17	0	6	23	-28.13	3	0	25	28	-12.50
Rio Blanco	4	0	7	11	3	0	9	12	+8.33	4	0	9	13	+15.38	3	0	10	13	+15.38	2	0	6	8	-27.28
Routt	28	0	20	48	33	2	18	53	+9.43	33	2	23	58	+17.24	28	1	33	62	+22.58	40	0	34	74	+54.16
State	6028	615	9591	16234	6057	825	9710	16592	+2.16	6238	922	9505	16665	+2.59	6288	1688	9392	17368	+6.53	5070	459	8159	13682	-15.73

Source: Annual Reports of the Colorado Judiciary, FY1975/76 to FY1979/80.

This mandate will be a major focus of activities in Colorado and will impact heavily upon those areas of the state experiencing energy booms and rapid growth.

Juveniles taken into custody in energy impacted areas have a much greater probability of being detained in jail compared to the state as a whole. Region 11, 1979 data, show that for every four juveniles taken into custody, three were detained. For the state in 1979, the ratio was slightly over eight to one. The rural informal mechanisms for handling less serious juvenile offenders and the lack of suitable alternatives may help explain this difference. Police officers in small communities do not take juveniles into custody unless they plan to jail and prosecute them or unless parents or other guardians are unavailable. For every five juveniles taken into custody, three filings result (1977). In 1979, the ratio was two to one. Compared to the state, for every six juveniles taken into custody in 1977 and 1979, approximately one charge was filed.

Table V-2 presents the number of juveniles held in impacted jails between 1975 and 1979. Each of the counties has had widely different experiences. For example, the number of juveniles held in the Eagle county jail increased 556 percent from 1975 to 1979. In some counties, like Montrose, the number of juveniles held actually decreased by 47.1 percent. There may be several reasons why the numbers have decreased, including the establishment of alternatives to detention programs and changes in court practices.

TABLE V-2

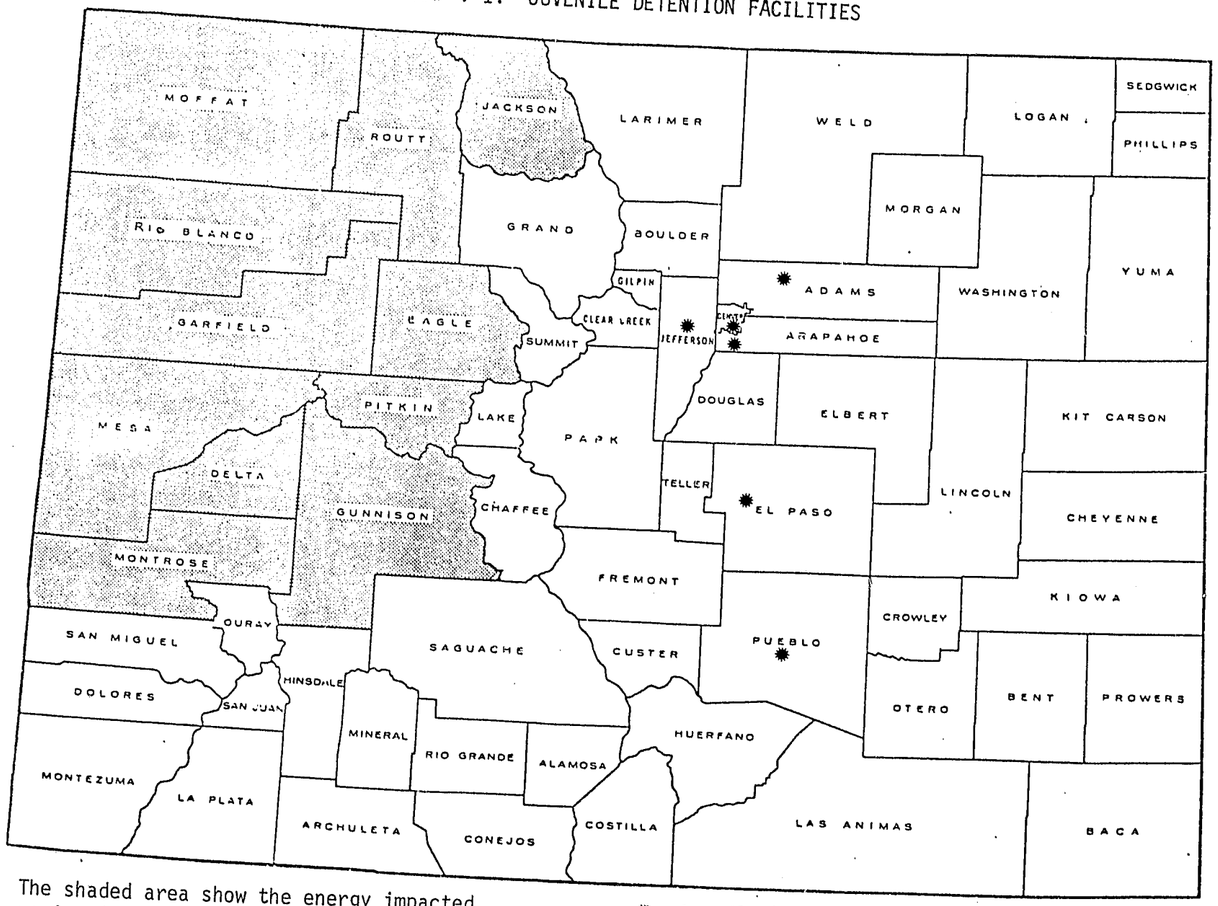
NUMBER OF JUVENILES HELD IN JAILS, 1975-1979

County	1975	1976	1977	1978	1979	% Change From 1975 to 1979
Delta	N/A	79	83	62	54	-31.6
Eagle	9	N/A	11	13	59	+556.0
Garfield	124	104	124	80	101	-18.5
Gunnison	17	22	23	17	13	-23.5
Jackson	N/A	N/A	3	0	12	+300.0
Mesa	922	540	512	436	408	-55.7
Moffat	N/A	90	50	72	113	+25.6
Montrose	N/A	140	114	87	74	-47.1
Pitkin	N/A	22	2	transferred to Garfield		
Rio Blanco	N/A	25	44	20	20	-20.0
Routt	N/A	N/A	50	104	104	+108.0

Source: Juvenile Justice in Colorado: A Statistical Report, 1975-1979, Colorado Division of Criminal Justice.

A major problem that has been identified on several occasions by western

MAP V-1: JUVENILE DETENTION FACILITIES



The shaded area show the energy impacted region included in this study

✸ - Juvenile detention facilities

slope criminal justice officials is the lack of a juvenile detention facility. Currently, juveniles must be transported great distances to detention facilities on the eastern slope. Map V-1 shows the locations of facilities in comparison to the impacted region. The transportation distances involved are substantial and require major law enforcement resources in time and personnel. For example, to transport a juvenile from Delta to detention centers in Denver or Pueblo requires a 261 or 247 mile (one way) trip for an officer.

In concluding this chapter, it should be noted that regardless of the findings discussed above, law enforcement personnel interviewed for this study did not perceive the juvenile population as a major problem for law enforcement in impacted communities. In fact, one police officer mentioned "our kids are one of our strong points." It may be that the major impact of youth on boom areas has not occurred. In any event, it is very likely that juvenile crime and the juvenile justice system will require increased attention in the future. With proper planning and prevention efforts, many of the problems can be minimized.

RECOMMENDATIONS

The following are general recommendations regarding youth in impacted areas. These recommendations are a compilation of recommendations made by criminal justice practitioners and planners in Colorado and Wyoming and recommendations resulting from research in rapid growth areas throughout the country.

- Crime prevention efforts should place emphasis on juvenile crime. Some effort should be placed on preventing those crimes frequently associated with youth, such as joyriding and theft.

- Several police chiefs talked about the importance of working with youth to prevent crime. One chief suggested training community youth to socialize newcomer youth into the community's normative system. Another chief works with youth in the schools to build rapport and to create respect for law enforcement goals.

- Law enforcement agencies should consider adding officers specialized in handling juveniles.

- Programs should be developed for youth which provide for recreation, socializing and other activities which discourage youth from criminal activities.

- Educational programs should be established in the schools that provide information on the dangers of alcoholism and drug abuse. Energy impacted areas are characterized by high incidences of drug abuse, driving under the influence of alcohol and other drug related problems.

- Liaison with youth serving agencies should be strengthened to insure the fullest possible use of available services.

- Court structures may need supplementing to handle increased juvenile caseloads.

- There is a need to establish a juvenile detention facility that services not only the impacted communities, but the entire western slope.

- Alternatives to secure detention are needed. In accordance with the reauthorized JD Act, juveniles will be removed from adult jails and lockups. But, this can only be accomplished if:

  - Intake criteria and 24 hour screening are instituted in jails, and
  - Alternative services such as shelter care and emergency foster care are developed and implemented.

- Traditional responses to increased juvenile problems related to rapid growth center on increased law enforcement. Other approaches have proposed that many youth related difficulties can be managed in boom areas through preventive programs such as Partners for juveniles, diversion, shelter care, recreation and other strategies. Any solution to the problem of juveniles in impact areas must be comprehensive in scope. That is, it must rely on several proven strategies that are appropriate, and some are not, to meet specific needs of the community.

- Wives of mining employees have been characterized as having long periods of boredom. It might be possible to put this valuable resource to work as volunteer probation and/or youth service workers.

FOOTNOTES

1. Little, 1977:409.

2. Cortese and Jones, 1977:81. See also Fradkin, 1977:126, who found evidence of fighting between new and old students common in boomtown schools.

3. Davidson, 1977:210.

CHAPTER VI: JAILS, CORRECTIONS, PROBATION AND PAROLE

CHAPTER VI: JAILS, CORRECTIONS, PROBATION AND PAROLE

Energy development will affect the entire criminal justice system, to include jails, probation, parole and commitments to the Department of Corrections (DOC). In this section, a brief description of impacted jails and possible consequences of rapid growth are presented. The possible changes in commitment rates to DOC are also briefly summarized. Finally, a section is devoted to discussing some of the potential impacts on probation and parole caseloads.

The findings of this chapter are:

- Whatever problems jails have now, will worsen as a result of energy development. Jail size, separation of inmates and other problems will become increasingly difficult to cope with as people move into the area.
- Jail functions and operations may expand as a result of the boom.
- Predicting jail size needs is very difficult and should be approached with careful planning.
- The DOC will, in all likelihood, see higher commitment rates and more commitments coming from the impacted areas of the state.
- Both probation and parole will experience increases in caseloads as a result of energy impact. Probationers and parolees are generally attracted to boom areas for work.

IMPACT ON JAILS

A major consequence of rapid development is increased problems in maintaining and operating jails. If problems exist with jails prior to boom growth, these problems worsen as the development occurs. In Colorado, impacted jails were facing some major problems without the boom, so the growth has only added to a difficult situation. Furthermore, several jails in the impacted area face litigation resulting from various constitutional issues. Not only are impacted jails having to cope with the consequences of growth, they must also come to grips with lawsuits and the proposed Colorado Jail Standards that will soon be considered by Colorado lawmakers. The problems of jails in energy impacted areas are particularly complex and troublesome.

To understand the situation of Colorado's impacted jails, it is important to understand the current condition of these facilities. The age of the jails ranges from 2 to 97 years. Most of them are located in county

courthouses and all are maximum security. Most are overcrowded either periodically or for extended periods of time. These conditions, as well as others, are not so much the blame of any sheriff or individual, as much as they are a product of public neglect.

What happens to jails and their operations under boom circumstances is not fully understood. Other impacted states have made little, if any, effort to investigate how jails are impacted. The following seem to be the three major problems confronting rapid growth jails.

1. The first problem encountered by jails is increased overcrowding. Davidson, in his studies of boomtowns, found overcrowding of detention facilities during surge periods.[1] In Alaska, a few months after pipeline construction began, the number of inmates in jail increased more than 40 percent.[2]

   In Wyoming, an undersheriff indicated that the average daily population for his jail was between three and five, but since the boom had increased to an average of 25. He also observed that this figure had leveled off. A sheriff from another county echoed his observation, as did the remainder of the respondents in Wyoming and Colorado. One sheriff described some of the ways his department has tried to cope with overcrowding:

   > At times our jail has been overcrowded. We've tried to alleviate the problem by releasing people before they should be released. We go out of our way to find someone to bond them out. We don't leave it up to the individual or the arrested to find one. We go out and try to find ways to get him out of here. We contact the police department and the highway patrol and ask them if they can't hold up on arrests because we don't have the space and so far they've cooperated with us as much as they can, but when they have to make an arrest, there's no other way and it often crowds our jail. Our jail has now been cut down by the health department. It did have a capacity of 22 people, it is now authorized to hold 11. Another problem, we don't have a mental hold cell here, so if we get a person with a mental problem, we have to transport them to Pueblo.

   It should be noted that the jail population in impacted areas may increase at a faster rate than the population increases. A planning report for impacted Wyoming counties observed:

   > Many factors contribute to jail population increases. The population does not have to double in order for a jail population to double. In some cases a ten percent increase in population could easily double the jail population.[3]

2. A second problem is the expansion of jail services. In her studies of Wyoming boomtowns, Kohrs observed that jails expanded, out of necessity, in the kinds of functions they served in the community. For example,

   jails used to house mental patients and other people with non-criminal justice problems. The operations of impacted jails, if we are to believe Kohrs and our respondents, expand functions to meet new needs born out of rapid growth.[4]

3. A third problem area centers on the issue of segregation. With increasing diversity in the types of offenders being detained, as well as court decisions mandating segregation of detainees, impacted facilities may face major problems in complying with the law. One undersheriff identified segregation and its corresponding problems as a major change attributed to the boom. Prior to the boom, his jail dealt with so few inmates that segregation was easy to maintain. With the boom, maintaining segregation became a problem.

CHARACTERISTICS OF IMPACTED JAILS

This section is devoted to describing some of the characteristics of jails located in impacted areas. The figures on which this section is based are derived from the recently completed Colorado Jail Standards/Criteria Commission survey (1979-1980).

Table VI-1 reflects the years jails were opened in impacted counties and selected communities. The oldest facility is the Pitkin county jail which opened in 1883. The newest is the Gunnison county jail which opened in 1980. Eight of the jails have opened since 1960 and six prior to that year.

TABLE VI-1

AGE OF IMPACTED JAILS

County Jails			Municipal Jails and Holding Facilities		
County	Year Opened	Years of Operation	Municipality	Year Opened	Years of Operation
Delta	1956	24	Craig	1978	2
Eagle	1936	44	Crested Butte	1978	2
Garfield	1965	15	Naturita	1952	28
Gunnison	1980	0	Rangely	1972	8
Mesa	1963	17	Rifle	1940	40
Moffat	1961	19	Avg yrs of operation:		16
Montrose	1968	12			
Pitkin	1883	97			
Routt	1922	58			
Avg yrs of operation:		31.7			

These figures compare with a statewide average of 27 years for county and municipal jails. Impacted county jails, therefore, tend to be slightly older than the state average.

The personnel operating these facilities and their salary ranges and turnover rates are presented in Table VI-2. The upper limit salary for a jailer would provide an income of $15,000 per year. The lower limit for a fulltime jailer would be $8,472. These salary levels might be compared to energy related incomes that begin around $20,000. In situations where jails have to compete with industry, jails can seldom provide comparable salaries to employees.

According to the Jail Standards/Criteria Commission's survey, turnover rates for jailers are relatively low for the most part. Only Eagle and Garfield counties reported high jailer turnover. Jailer turnover, as opposed to law enforcement officers as discussed in Chapter III, appears not to be a major problem for energy impacted jails at this time.

Table VI-3 summarizes the populations for the jail jurisdictions (based on Colorado Jail Standards/Criteria Commission estimates), whether the jails have been overcrowded according to jail standards criteria, and the frequency of overcrowding. Sixty-six percent of the existing county jails are overcrowded from time to time. The tendency for overcrowding is less evident for municipal jails. For counties this situation is likely to worsen, as areas experience rapid population growth.

PREDICTING JAIL SIZE NEEDS IN ENERGY IMPACTED AREAS

Predicting jail size needs in energy impacted areas is difficult. Very little of the necessary information is available to make projections. Thus, no projections on jail size needs resulting from energy impact were made. The National Institute of Corrections (NIC) has developed some models that are applicable to accomplishing this task. Those groups desiring such projections should contact NIC in Boulder, Colorado.

The following problems were identified with making jail size projections for impacted areas:

- The necessary data are not always accurately kept or available. Average daily attendance and jail population figures are important to make projections.

- Most projection models rely on the assumption that growth will be linear. This may or may not be the case. Some impacted areas may witness a levelling of their populations and thus find decreased demand for their jail facilities.

TABLE VI-2

PERSONNEL CHARACTERISTICS, SALARIES AND TURNOVER RATES
IN ENERGY IMPACTED JAILS/HOLDING FACILITIES

County	Male Jailers Full-time	Male Jailers Part-time	Female Jailers Full-time	Female Jailers Part-time	Salary Lower Limit	Salary Upper Limit	Turnover
Delta	4	2	0	1	$ 706	$ 706	Low
Eagle	4	0	0	1	932	1250	High
Garfield	3	0	0	4	900	990	High
Gunnison	3	1	0	1	1000	1200	Low
Mesa	10	0	1	0	885	885	Low
Moffat	5	1	3	1	937	937	Low
Montrose	5	0	0	2	850	1110	Low
Pitkin	1	3	1	3	1100	1100	Medium
Routt	4	0	1	0	1058	1058	Low
Total	39	7	6	13	929.78 (Mean monthly salary range)	1026.2	
City							
Crested Butte	0	1	0	0	0	0	Never
Rangely	0	2	0	1	$ 120	$ 120	Low
Rifle	0	9	0	5	650	1200	Low
Naturita	0	1	0	1	700	900	Low
Nucla	0	1	0	1	1050	1050	Low
Craig	0	13	0	1	1081	1081	Low
Total	0	27	0	9	720.20 (Mean monthly salary range)	870.20	

TABLE VI-3

POPULATION FIGURES, OVERCROWDING STATUS AND FREQUENCY OF OVERCROWDING FOR IMPACTED COUNTY AND MUNICIPAL JAILS*

County	Population of Area	Overcrowded	Frequency of Overcrowding
Delta	19,500	Yes	Often
Eagle	14,300	Yes	Monthly
Garfield	20,400	Yes	Often
Gunnison	9,300	No	Never
Mesa	72,900	Yes	Daily
Moffat	12,200	Yes	Often
Montrose	23,946	No	Never
Pitkin	12,100	Yes	Often
Routt	12,500	No	Never
Municipality			
Craig	7,446	No	Never
Crested Butte	870	Yes	Often
Naturita	1,464	No	Never
Nucla	1,067	No	Never
Rangely	1,930	Yes	Seldom
Rifle	2,298	No	Never

*Source: Colorado Jail Standards/Criteria Commission's Survey of Colorado Jails, conducted Fall, 1979.

JAIL RECOMMENDATIONS

The following recommendations are a compilation of recommendations made by criminal justice practitioners and planners in Colorado and Wyoming and recommendations resulting from research in rapid growth areas throughout the country.

- Establishment of detox centers or drop-in centers for alcoholics can relieve some of the drunk-tank pressure on detention space.[5]
- Plans for females and juvenile offender detention facilities or arrangements should be made in anticipation of increased caseloads.[6]
- The use of temporary or mobile jail structures should be explored to accomodate boom-bust cycles associated with rapid growth. Furthermore, such flexibility might be adaptable to roving energy development sites, as the jail could be moved to the location of the problems.

IMPACT ON CORRECTIONS

The starting point for studying the relationship between rapid growth and correctional programs lies with the linkage between population and commitment rates. Previous research has found that population characteristics are directly related to commitment rates to correctional facilities.[7] Certain age groups have a greater likelihood of being sent to prison than others. The model used by the Division of Criminal Justice for predicting prison population identifies certain age groups which are more likely to be incarcerated. Males between the ages of 20 and 24 are the greatest risk. A high percentage of the population expected to move into the region is likely to be in this age group. It is therefore likely that the influx of these "high risk" people will increase the commitment rates to DOC from these counties.

In order to explore what happens in impacted areas, it is necessary to compare impacted areas commitment statistics with non-impacted areas. Table VI-4 presents data on the number of commitments made to DOC from impacted counties, non-impacted counties, and the state as a whole. The table reveals that commitment rates for impacted counties fluctuate unpredictably due to the small number of commitments being made per county. For energy impacted counties, commitment rates show a general upward trend, but the trend is a very weak one. By contrast, non-impacted counties (and Colorado as a whole) show a clear downward trend in commitment rates. These trends are better explained by population than by simple trends over time.

Table VI-4 presents a statistical overview of commitment rates to the Department of Corrections.

TABLE VI-4

NUMBER OF COMMITMENTS AND COMMITMENT RATES FOR IMPACTED COUNTIES, NON-IMPACTED COUNTIES AND STATE, 1974-1979[8]

Impacted Counties	1974-75		1975-76		1976-77		1977-78		1978-79	
	Commitments	Rate per 100,000	Commitments	Rate per 100,000	Commitments	Rate per 100,000	Commitments	Rate per 100,000	Commitments	Rate per 100,000
Pitkin	3	35.71	3	34.09	1	10.31	4	39.22	2	18.51
Delta	10	60.24	9	51.72	12	64.52	4	20.94	12	61.54
Montrose	9	45.92	4	19.51	12	56.60	12	54.79	8	36.04
Gunnison	1	11.11	1	11.11	0	0	0	0	1	11.11
Moffat	3	41.67	4	48.78	1	10.10	5	48.08	1	9.01
Rio Blanco	3	57.69	3	55.56	1	19.61	4	78.43	0	0
Garfield	4	23.67	9	50.28	8	43.48	11	57.89	7	35.00
Mesa	31	52.90	22	35.31	53	80.92	30	44.58	58	83.45
Routt	2	22.22	2	20.62	6	59.41	6	56.07	2	17.54
Jackson	0	0	5	263.16	0	0	0	0	0	0
Eagle	9	89.11	2	19.23	1	8.70	5	41.32	5	39.37
Total Impacted Counties	75	46.15	64	37.34	95	52.66	81	43.45	96	49.66
Total Non-Impacted Counties	1233	52.42	1321	55.74	1259	52.57	1144	46.90	1037	41.88
Total Colorado	1308	52.02	1385	54.50	1354	52.57	1225	46.66	1133	42.44
Population Impacted[a]	162,500		171,400		180,400		186,400		193,300	
Population Non-Impacted[a]	2,352,000		2,369,900		2,395,100		2,439,000		2,476,000	
Population Total[a]	2,514,500		2,541,300		2,575,500		2,625,400		2,669,500	

a. From Demographic Section, Colorado Division of Planning (1979) "Population Trends, 1970-78 and Preliminary July 1, 1979 Population Estimates of Colorado Counties, Planning Regions and Metropolitan areas." Population Estimates, Series CP-26, No79(A)-1. Commitment rates were obtained from the Colorado Department of Corrections.

Commitment rates for individual counties fluctuate unpredictably due to the small number of commitments per county. For energy impacted counties, commitment rates show a general upward trend, but the trend is a very weak one. By contrast, non-impacted counties (and Colorado as a whole) show a clear downward trend in commitment rates.

These findings confirm with what little information is available from Alaska. Fison and Quisenberry report, "a few months after pipeline construction began, the number of inmates at the state jail increased more than 40 percent."[9] If the Colorado figures remain consistent and continue to conform with the experiences in Alaska, then significant impact on corrections populations is likely to occur. This impact may affect the operations of jails and law enforcement in impacted areas. Local jails will in all likelihood be more impacted by growth than the DOC because the greatest increases in filings will occur in county and not district courts. County court convictions are more likely to result in jail sentences and district court sentences, commitments to prison.

IMPACT ON PROBATION AND PAROLE

The Division of Criminal Justice did not investigate the changes that can be expected within the probation and parole systems from energy impact to any great length. The literature review did not reveal any major references to what happens to probation or parole. Two studies have predicted that probation and parole caseloads will increase as a result of the boom,[10] but evidence has been scant.

An interview with a probation/parole officer in Wyoming revealed the following experience:

- The number of people under supervision increased as a result of the boom. For example, in this community, the total caseload had increased from 45-50 to 65-70 for the caseworker.
- Probationers and parolees are attracted to impacted areas because of the availability of energy related employment.
- Out of state probationers and parolees are attracted to the area because of jobs. Interstate compacts facilitate the expansion of caseloads in impacted areas.
- Presentence activities and work loads increase.
- Probation may not be recommended in some cases because newcomers sometimes lack ties to the community and are viewed as a greater risk.

FOOTNOTES

1. Davidson, 1977:210

2. Fison and Quisenberry, 1977:17

3. Scenarios: Lincoln and Uinta Counties, Wyoming, 1976:53

4. Kohrs, 1974:3

5. Davidson, 1977:210

6. Davidson, 1977:210

7. Blumstein, et.al., 1980

8.

		Impacted Time	Non-Impacted Time	Total Time	Total Population	Impacted Pop.	Non-Impacted Pop.
Regression equations for rate of commitment per 100,000.	a	45.576	58.854	56.928	49.638	45.852	49.90
	b	1.313	-2.992	-2.700	-.0000722	.000179	-.000100
	R^2	.124	.740	.739	.833	.137	.860

9. Fison and Quisenberry, 1977:17

10. Rapp, 1974:40; Davidson, 1977:210

CHAPTER VII: PLANNING FOR THE FUTURE

CHAPTER VII: PLANNING FOR THE FUTURE

Concern for energy impact planning has been registered in many impacted states. For example, the National Criminal Justice Association passed a resolution that was sent to the President of the United States which underscores the concern that criminal justice planning occur in impacted areas and be a component of national policies. The resolution states:

> A resolution urging the states affected by energy development, the President, the Department of Justice, the Department of Energy, all federal agencies assisting states and communities with financial and technical assistance, and the Congress to support states and communities experiencing an increase in crime, due to increased development of energy and mineral resources, with temporary funding and assistance.
>
> WHEREAS, the current demands for mineral and energy resources mandate rapid resource development;
>
> WHEREAS, community financial resources often must be devoted to expanding basic physical plant and capital improvements, leaving insufficient resources to cope with crime or criminal justice services; and
>
> WHEREAS, such mineral and energy resource development and corresponding rapid population increases frequently result in crime and consequently impact communities which have limited criminal justice resources;
>
> NOW, THEREFORE, BE IT RESOLVED THAT the National Criminal Justice Association urges the President, the United States Congress and the appropriate federal agencies to include the criminal justice system in any federally sponsored efforts to assist communities impacted by rapid population growth due to mineral and energy development; and to coordinate efforts to assist such impacted communities with the Department of Justice, Office of Justice Assistance, Research and Statistics and with the individual state Criminal Justice Coordinating Councils; and
>
> BE IT FURTHER RESOLVED THAT the National Criminal Justice Association urges the President and the United States Congress to direct the Department of Justice, National Institute of Justice within the Office of Justice Assistance, Research and Statistics to support cooperative state and federal research efforts to determine the specific effects on crime and the criminal justice system of rapid growth due to mineral and energy impact.

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This chapter discusses planning and funding for criminal justice programs. General findings related to criminal justice planning are as follows:

- There is a lack of information on the impact of rapid energy development on the criminal justice system. Therefore, planning will be highly speculative and subjective until further research is conducted.
- Rapid growth will bring about unanticipated outcomes that were not foreseen or adequately prepared for.
- Local revenues initially fall short of demand, thus competition for funding is very high.
- Criminal justice needs have not been a high priority for supplemental state funding.
- The success of criminal justice agencies to secure adequate funding is dependent upon establishing local support. This support should be as broad based as possible incorporating several segments of the community.
- A criminal justice master plan for the entire energy impact region does not exist, thus, local planning efforts are somewhat hampered.
- More emphasis should be placed on standardized data collection and planning by impacted criminal justice agencies.
- The collection of data and planning information will be increasingly difficult for some agencies, as resources become stretched.

- Regional criminal justice planning capability will decrease because of the loss of federal LEAA support.
- State, federal, and private industry may have funds available to support criminal justice programs.

CRIMINAL JUSTICE PLANNING IN IMPACT AREAS

To the rural criminal justice practitioner, the need for planning is sometimes very remote. The day to day operations of running an agency generally require full attention and thus efforts at planning are often secondary to the practical aspects of the job. Often, agencies simply do not have the necessary resources to adequately plan for the future. This problem can worsen under boom conditions when it becomes very difficult to anticipate what services and resources will be necessary in meeting future needs.

For several years criminal justice planning efforts were supported primarily through Law Enforcement Assistance Administration funding. In addition to the Division of Criminal Justice, Colorado's impacted area had three full time regional criminal justice planners. Criminal Justice Advisory Councils (CJAC), made up of local officials and criminal justice practitioners, were established in each planning region. With the recent termination of the LEAA program, regional criminal justice planning services have either been eliminated or greatly reduced. This action has placed more of the planning burden on local agencies.

It is likely that the existing Criminal Justice Advisory Councils (CJAC) will play a key role in coordinating and planning criminal justice activities for the western slope. In addition to CJAC's, state agencies, COG's, and regional planning commissions are likely to provide some planning services for criminal justice agencies.

FUNDING

Energy development and corresponding growth will place heavy demands upon the financial resources of western slope communities. Competition for funding will become severe as the development progresses. In this section, some potential sources of funding will be identified and described, and specific recommendations regarding the acquisition of funds will be presented.

LOCAL FUNDING

One option available to local criminal justice agencies is to increase local funding. With development, it is assumed that more money will be made available for local services including criminal justice. However,

the timing of the increased demand for services and increased revenue do not necessarily correspond. For example, Freudenburg writes:

> Simply stated, the problem is that the demand for more and better schools, roads, and so forth, exists as soon as the newcomers move in, but that finances do not. Construction workers taxes almost never pay for the demands that those workers cause, since many of them live in mobile homes with relatively low assessed valuations.[1]

The problem is not so much that money is not available as it is the timing of the money. There is a lag time between when the services are needed and when the revenues are available. Little states:

> Energy projects typically entail a lag time of from five to ten years between the beginning of construction and the beginning of operations, when tax revenues increase dramatically.[2]

Workers may reside in one jurisdiction and work in another, thus, some of their taxes are not being received by the areas providing them with services. Long time and permanent residents often sense that they are paying for services that are not needed. Furthermore, some residents are apprehensive about expanding services during the boom years and being left holding the bag (financial obligations) when the companies move out. Albrecht states:

> Long term residents are usually unable to finance facilities for new residents, especially if these new residents are viewed as being rather transient construction workers. The result is a serious strain on the fiscal viability of local government.[3]

The key to obtaining local funding for criminal justice services is the ability of practitioners to build broad based local support for needed resources. Without support, requests for additional funding are likely to be unmet. In order to determine whether law enforcement agencies' needs were being supported, questions were asked during the course of the interviews regarding the extent of community support for law enforcement. Local support was generally viewed as being essential to the operation and maintenance of service delivery systems. Responses to questions generally fall into two categories. Some respondents indicated they had considerable local support for their agencies. One lieutenant observed that, "the community has been pretty supportive" of the agency's needs.

Some respondents thought their agencies received support, but not necessarily monetary support. These respondents believed local priorities were such that their chances of acquiring adequate or additional funding were not favorable.

For example, one planner stated:

> County Commissioners and the city are supportive of County and City law enforcement needs. However, funds are limited.

At the other extreme were respondents that sensed a lack of support for their agencies. Part of this lack of support, according to one respondent, was that residents expected law enforcement to go on as it always had regardless of the boom. One chief of police responded:

> Well, its hard to get support. Some people still can't understand why we need more than two cops and more than one patrol. They're living in the past, the old times. Its hard, and coupled with the fact that we don't have the money anyway. Even if they said yes... well, like my budget this year, I've been told not to spend any more money as of two months ago except for the necessities, because we don't have the money coming in the way we thought we would.

Another chief stated:

> You know water and sewer is going to have a certain priority too, just to keep the town going. We've got more demand for snow plowing now. Everybody wants to have their streets just so. You know its hard to say which is more important. Without water and sewerage, you're not going to have the people. Then you don't need the police. People never realize they need the cops until something happens. Then you get there with too few people to do any good and you hear about it. Then in the next budget session they say, "Well, you didn't do any good last time, why should we give you raises or give you more money now." So, that's basically the problem.

Each local jurisdiction is unique and the local agency will have the best grasp of how to request additional funding. However, the following might serve as guidelines for obtaining local funding.

1. Criminal justice agencies should build local support for needed projects. It is very important that all community groups be made aware of how unmet criminal justice needs negatively affect the total community. Criminal justice agencies should work with other community agencies experiencing impact to gain support. Likewise, criminal justice agencies should clearly provide support to non-criminal justice needs as appropriate.

2. Impacted local governments should be pressed for financial support by criminal justice agencies.

3. Information on impact related problems and solutions should be exchanged among local, regional and state criminal justice agencies and should occur on a more frequent basis. Communications channels should be

established which permit the free flow of information on the effects of rapid population growth on the criminal justice system.

4. Impacted criminal justice agencies should look for ways of preventing negative impacts of rapid development. This will require more planning at the local level prior to boom situations.

LEAA FUNDING

All LEAA funding expired with the FY 1981 budget. The notion that LEAA funds have met all of the impacted area criminal justice needs is not true. As Table VII-1 demonstrates, LEAA funding has been sporadic in the region. Historically, LEAA funding in the area has been decreasing in spite of major increases in population. Funding has been eliminated at a time when the need may be the greatest. Impacted criminal justice agencies will have to turn to alternative sources of funding and local government will need to be informed that LEAA no longer exists. According to the table, the $104,152 LEAA dollars available to impacted agencies in FY 1980 will not be available in FY 1981. Some of the money supported critical programs such as law enforcement training. This elimination of funds will necessitate increased local funding.

ALTERNATIVE FEDERAL PROGRAMS

Several federal programs provide funds which are available for criminal justice projects. Local agencies should contact the COGs or Regional Planning Commissions as a first step in determining what funds are available.

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT (SMALL CITIES PROGRAM)

The following is abstracted from a HUD "Fact Sheet: Small Cities Program."

> Eligible applicants for the Small Cities Program are states and units of general local government such as incorporated communities under 50,000 and counties.
>
> Two types of grants, Single Purpose and Comprehensive, are available under the Small Cities Program. The Single Purpose Program may entail one or more projects consisting of an activity or set of activities designed to meet a specific community development need in the areas of housing, deficiencies in public facilities which affect public health and safety, or economic conditions. A Comprehensive Program must address a substantial portion of the community development needs in a defined concentrated area; involve two or more activities which bear a relationship to each other and are carried out in a coordinated manner; have a beneficial impact within a reasonable period of time; and be developed through assessment

TABLE VII-1

TOTAL LEAA GRANT FUNDS AWARDED IN SELECTED ENERGY IMPACTED COUNTIES, 1972-1980 (through July 1, 1980)

Impacted County	1972	1973	1974	1975	1976	1977	1978	1979	1980	Total 1972-1980
Delta	$ 0	$ 9,944	$ 0	$ 0	$ 55,122	$ 0	$ 0	$ 0	$ 0	$ 65,066
Eagle	2,289	12,610	14,035	55,020	54,549	27,000	0	30,000	41,000	236,503
Garfield	5,500	5,624	46,399	24,556	86,420	126,582	83,229	42,563	80,473	501,346
Gunnison	8,277	26,018	45,854	19,301	15,639	0	0	0	0	115,089
Mesa	56,861	26,690	14,000	39,995	49,403	100,705	0	16,589	32,000	336,243
Moffat	11,142	0	0	0	52,875	0	0	0	0	64,017
Montrose	83,274	23,768	0	23,058	6,824	7,119	40,744	15,000	106,925	306,712
Pitkin	12,822	585	0	37,682	0	27,000	0	0	0	78,089
Rio Blanco	865	10,674	0	0	38,884	9,720	0	0	0	60,143
Routt	0	0	14,037	0	14,500	9,500	0	0	0	38,037
Total	181,030	115,913	134,325	199,612	374,216	307,626	123,973	104,152	260,398	1,801,245

of the applicant's community development, housing and economic needs. Funding commitments for Comprehensive Grants may be made on a one year or multi-year, i.e. up to three year, basis. Both types of grants must principally benefit low and moderate income persons.

Applicants should contact:

HUD's Office of Community Planning and Development in Denver, Colorado, at (303) 837-4666 or 837-4966, and you will be referred to the Community Development Representative who handles your area.

DEPARTMENT OF ENERGY

The Department of Energy may make available funds through the "Synfuel State Grants" program. The objective of the program is to "Develop planning and management expertise at the state and local level to deal with the impacts associated with oil shale development." Interested applicants should contact the Colorado Division of Mineral and Energy Impact (866-2771 or 866-2674) and the Region 8 Department of Energy Office (234-2472) for additional information.

ADDITIONAL POTENTIAL GOVERNMENTAL SOURCES

A search of energy impact and criminal justice funding sources identified the following programs as possible sources of funding for projects. The applicability of these grant programs to local criminal justice agencies would have to be explored by the local agency.

Juvenile Justice and Delinquency Prevention
Prevention Mobilization of Public and Nonpublic Resources
Juvenile Justice and Delinquency Prevention Special Emphasis and Technical Assistance
National Institute for Juvenile Justice and Delinquency Prevention
Criminal Justice Systems Development
Conservation Law Enforcement Training Assistance
Law Enforcement Assistance - FBI Advanced Police Training
Law Enforcement Assistance - FBI Field Police Training
Alcohol, Tobacco, and Firearms - Training Assistance
Secret Service - Training Activities
Runaway Youth Act
Four Corners Regional Economic Development
Four Corners Technical and Planning Assistance
Four Corners Energy Demonstration Projects and Programs
Oil Shale State Grants
HUD Community Development Block Grants
EDA Grants and Loans - Public Works
EDA Title IX - Special Adjustment
Farmer's Home Administration

HUD - 701 Comprehensive Planning
Law Enforcement Assistance - Educational Development
Criminal Justice - Statistics Development
Research and Development Project Grants
Economic Development Administration
Department of Agriculture 601

IMPACT FUNDING

There are two major state operated sources of impact funding. The Oil Shale Trust Fund is controlled and allocated through legislative process. As of January, 1981, $55,737,767 worth of projects have been funded under this program. The alternative fund is the Mineral Impact Severance Fund, administered by the Division of Mineral and Energy Impact, under the Department of Local Affairs. As of January, 1981, $18,442,946 of projects have been funded for a total of $74,180,713 made available through both sources. The types of projects funded are shown in Table VII-2.[4]

Thirty percent of the funds were allocated for water and sewer projects. Streets and roads and other improvements to the transportation network received 26 percent of the funding, followed by schools and educational projects which received 21 percent.

Criminal justice programs have been a low priority for these dollars, receiving only $163,000, or approximately .2 percent of the total. Criminal justice programs have received approximately two percent of the severance tax funds and none of the oil shale trust funds. Only drug and alcohol (.1 percent) and social services (.1 percent) are ranked lower than criminal justice in the amount of funds received.

Many of the categories may directly or indirectly benefit the criminal justice system. For example, the criminal justice system gains from having fire/rescue, social services, drug/alcohol and mental health programs funded. However, these programs have also been a low priority. All together, they account for 2.6 percent of the funding. The criminal justice system has not directly or indirectly been a beneficiary of both of these potential sources of financial support. If anything, the criminal justice system has been ignored.

There are several reasons for the poor showing by the system. The major problem is lack of broad based local support. Both funds process only those applications and requests that are clearly identified by local government as high priority concerns. The Division of Mineral and Energy Impact, as well as the Joint Budget Committee and Legislature, have very little control over the types of projects which are submitted for funding. The Division of Mineral and Energy Impact has historically shown no bias against criminal justice requests. The Division Director, Steve Schmitz, commented in a recent meeting with impact law enforcement officials that:

> The impact program has money, it has money for a variety of purposes, law enforcement and general criminal justice requirements are well within the confines of the way in which we can use our money.[5]

TABLE VII-2

COMPARISON OF HISTORICAL AND PROJECTED (FY 1980) DISTRIBUTION
OF STATE ENERGY IMPACT FUNDS BY PROGRAM AREAS**

Program Area	Mineral Impact/ Severance Tax Fund	% to Total	Oil Shale Trust Fund	% to Total	Total Distribution	% to Total
School & Education	$ 2,896,106	16	$12,986,714	23	$15,882,820	21
Streets/Roads Bridge & Heavy Equipment	3,011,179	16	16,107,706	28	19,118,885	26
Fire & Rescue*	1,131,080	6			1,131,080	2
Planning/Research Studies & Administration	1,430,653	8	1,274,476	2	2,705,129	4
Health & Hospitals	1,742,152	9	310,811	1	2,052,963	3
Utilities/Water & Sewer	5,011,720	26	17,595,178	32	22,606,898	30
Parks & Other Recreation	858,437	5	4,502,500	8	5,360,937	7
City & County Construction/Remodeling	690,718	4	860,825	2	1,551,543	2
Library	163,000	2			163,000	.2
Housing	481,950	3	440,000	1	921,950	1
Criminal Justice	238,669	1			238,669	.2
Social Service" (Youth)	97,442	.5			97,442	.1
Drug & Alcohol*	95,980	.5			95,980	.1
Mental Health*	203,229	1	129,857	.3	333,086	.4
Other	390,631	2	1,529,700	2.7	1,920,331	3
Total Distribution	$18,442,946	100	$55,737,767	100	$74,180,713	100

* Could serve criminal justice clients.

** Based on a reanalysis by the Division of Criminal Justice of the Division of Mineral and Energy Impact's reported figures contained in the Fourth Annual Report to the Colorado State Legislature, 1981 - Summary and Status Report of the Mineral Lease and Severance Tax Fund.

The problem lies with getting local government to support criminal justice requests and to get criminal justice practitioners to apply for these monies. To date, only four applications for severance tax funding have been received by the Division of Mineral and Energy Impact.

This lack of effort in applying for impact funds is due to several factors. Among the main reasons are:

- The priorities of impacted communities and regions are such that schools, streets, and water projects are a greater concern than law enforcement and criminal justice.
- Criminal Justice needs have not been effectively communicated to regional agencies and groups such as Councils of Government and Impact Teams that play a critical role in both application and review procedures.
- Energy impact funds have not been perceived by criminal justice agencies as a viable option for obtaining funding.
- Because their resources are strained, small criminal justice agencies do not have the capability and time to apply for these funds.
- Some impacted criminal justice agencies have received sufficient funding from alternative sources such as local government and therefore, do not apply for impact funds.
- There may be a general perception by local and state officials that LEAA funds are available to meet local needs. LEAA funds have been decreasing in impacted areas and will terminate within the FY 1980 budget.

The lack of impact funding going into criminal justice is somewhat paradoxical. The impact of development on the criminal justice system is quite visible to local government. The problems of growth dramatically affect law enforcement, and as crime rates increase, services become more difficult to deliver and resources become strained. On the other hand, criminal justice needs appear to take a back seat to streets, sewers, and schools in local eyes. It may be that until law and order gets completely out of hand, as it did in Rock Springs, Wyoming, local priorities will not include criminal justice

APPLICATION FOR FUNDS

OIL SHALE TRUST FUND

Two sources of state energy impact funding are available to all impacted agencies in Colorado. Funding decisions regarding the Oil Shale Trust Fund are made by the Joint Budget Committee and approved by the Colorado General

Assembly. The Division of Mineral and Energy Impact administers the program at the state level once the award has been made. Any local unit of government (municipality or county) which has been impacted or can show it will be impacted by oil shale development is eligible to apply for funds under the Oil Shale Trust Fund. Eligible units of local government within Region 11 can receive the appropriate application forms through the Colorado West Council of Government Office located at P.O. Box 351, Rifle, Colorado, 81650, (303) 625-1723. All other units should contact the Colorado Division of Mineral and Energy Impact located at 1313 Sherman Street, Room 523, Denver, Colorado, 80203, (303) 866-2674.

The applicant then completes an application form that contains a needs or problem statement, a budget section, and program/methodology section, for up to a three year time period. Once the application has been prepared by the eligible unit of government, it is submitted to the Impact Committee representing the county of the application. Some counties have more than one Impact Committee which represent specific geographical areas. The function of the Impact Committee is to review and prioritize the requests which are submitted and forward the requests to the core committee.

Each county has a designated core committee which is made up of the County Commissioners and one municipal representative which reviews the requests and priorities that have been submitted to it by the Impact Committee(s). This review consists of the following criteria:

1. The "real" or potential impact to the community from oil shale development.

2. The projected needs or, will the project/request address the stated needs/problems?

3. The applicant's current financial expenditures in the needs/problem program area.

After the core committee has completed its review, the Committee performs a final prioritization of the requests. This document is then forwarded to the Council of Governments and then sent to the General Assembly.

The Joint Budget Committee of the General Assembly reviews these documents and, with the analysis of the Joint Budget Committee staff and interaction with the officials from the affected counties, recommends to the full General Assembly the requests and dollar amounts that should be appropriated. Once the General Assembly acts upon these requests, the appropriation bill (Long Bill) becomes the legal authority for program implementation and fund flow that is administered at the state level by the Division of Mineral and Energy Impact of the Department of Local Affairs.

MINERAL IMPACT SEVERANCE FUND

The Mineral Impact Severance Fund is administered by the Colorado Division of Mineral and Energy Impact. The procedure for applying for the Mineral

Impact Severance Fund is different, although some of the agencies are the same. The following steps should be undertaken to apply for energy impact funding. The applicant should, prior to applying, have assessed the need for the requested money and established a local base of community support. Once these preliminary steps have been taken, the applicant should begin the application procedure. The application steps are:

1. Complete Energy/Mineral Impact Assistance application. (It is recommended that you contact your COG or Regional Planning Commission for assistance.)

   a. Stay within $200,000 limit established by state impact office.

   b. Provide information on industry participation in meeting community needs.

   c. Describe availability of alternative funding sources, i.e. local government.

2. File four (4) copies of the application with the State Impact Office prior to the deadline for that particular period. The application process is a four month cycle. Upcoming dates are:

Deadline for Application	Application Review
February 28, 1981	June 26-27, 1981
June 30, 1981	October 12-13, 1981
October 31, 1981	February 24-25, 1981

3. Submit a copy of the application to the local impact team so that they may review and assign an impact priority.

4. Prepare for project review visit from state impact staff (field monitors). This review will focus on the project itself, funding sources including industry, and any new supportive information regarding the grant application.

5. A copy of the state's staff summary and pro-con sheet will be sent to the applicant in the third month of the grant cycle.

6. Prepare for quarterly meeting of Statewide Impact Advisory Committee. The applicant will have fifteen minutes to present the following:

   a. Applicant presentation (five minutes) - The applicant presents the project, emphasizing strong points, explaining weak points, based on agency comments and the pros and cons point sheet.

   b. Prepare for Committee questions (five minutes) - Be prepared to respond to questions about the project.

c. Committee discussion and voting - The Committee members individually vote to recommend:

   - full funding
   - partial funding (with a recommended dollar amount)
   - no funding

7. A letter of award or non-award will be mailed within one month of the meeting. It will contain instructions for appeal, contract and additional followup information.

PRIVATE INDUSTRY SOURCES

An adequately funded criminal justice system is beneficial to industry. Therefore, local agencies might approach the energy companies and negotiate funding for programs. Cooperative arrangements between local government (including law enforcement) and business should be explored to the benefit of both groups. In some impacted areas, construction sites have been the target of theft and vandalism. It may be cost effective for industries to supplement local law enforcement agencies rather than support their own security forces. In some instances, aid to criminal justice agencies could be as simple as industry allowing agencies to use existing microwave towers owned by the companies, since such systems often exceed the needs of industry and can be adapted to law enforcement at a comparatively low cost. Industry may be able to provide accurate figures on how many employees will be moving into the area, thus supplying criminal justice planners with valuable information. In order to identify what companies might be approached for additional funds, it is first necessary to identify what companies are to begin operations in the area. The best sources of information are local government, the Division of Mineral and Energy Impact and the Colorado Division of Mines, which publishes an Annual Report that identifies all of the mining and milling operations in the state.

RECOMMENDED STRATEGIES FOR MORE EFFECTIVE CRIMINAL JUSTICE PLANNING AND PROGRAM DEVELOPMENT IN ENERGY IMPACTED AREAS

Regardless of where funds are sought, it is necessary to generate local support and effectively plan for the expansion of facilities and services to meet needs. Criminal justice agencies, having increased demands, along with other service agencies, will have to compete for relatively scarce resources. The relative success of requests for funds will be dependent upon how well the need is established and conveyed to the decision makers.

The following recommendations are a compilation of recommendations made by criminal justice practitioners and planners in Colorado and Wyoming, and recommendations resulting from research in rapid growth areas throughout the country.

- Guidelines for preparing environmental impact statements should be enlarged to include the criminal justice system.

- State sponsored research on rapid energy development should include impacts on the criminal justice system.

- An effort should be made to develop an information and recordkeeping system for use by impacted areas to assess and plan for energy development.

- A liaison should be established between impacted criminal justice agencies and the legislature to clarify criminal justice issues confronting the western slope.

- Regional COGs and local planning offices may be able to provide technical assistance in defining problems and identifying solutions. These resources should be explored and used by criminal justice agencies whenever possible.

- Criminal justice agencies should seek representation on energy impact teams to ensure that criminal justice needs are made clear.

- Criminal justice agencies should build local support for needed projects. It is very important that all community groups be made aware of how unmet criminal justice needs negatively affect the total community.

- Criminal justice needs may have been neglected by impact teams, due in part to the lack of input by criminal justice planners and agencies. Therefore, criminal justice concerns should be voiced at local impact team meetings (see Appendix E for a list of current energy impact team chairs or spokespersons).

- Local governments should be pressed for financial support by criminal justice agencies.

- Information on impact related problems and solutions should be exchanged among local, regional, and state criminal justice agencies and should occur on a more frequent basis. Communications channels should be established which permit the free flow of information on the effects of rapid population growth on the criminal justice system.

- Impacted criminal justice agencies should look for ways of preventing negative impacts of rapid development. This will require more planning at the local level prior to boom situations.

- A group of western slope criminal justice practitioners and planners should be established to meet periodically and plan for rapid development. In addition to providing a forum for criminal justice concerns, the group might:

- Serve as a resource and information clearinghouse.

- Identify criminal justice needs for the region and link those to impact programs and funding.

- Address western slope criminal justice issues.

- Provide better information flow among CJACs and their respective member agencies.

- Facilitate better coordination and communication among impacted criminal justice agencies.

- Provide input into the Division of Mineral and Energy Impact grant review procedure.

- Assist in the generation of local support for impact funding for criminal justice programs and projects.

- More emphasis should be placed on front end financing of energy and mineral development needs by local government. Front end financing of criminal justice projects should be explored prior to industries moving into areas or making major expansions of their work forces. A means of supplying tax revenues stemming from energy development should be instituted which provides revenue to criminal justice agencies at a time when it is most needed, rather than after the fact. Crime prevention should occur primarily in the early phases of development rather than the latter phases.

- Industry should be encouraged to cooperate with local government in minimizing the negative consequences of rapid development.

- C.R.S. 39-29-110 (2)(a) specifies how an energy impact assistance advisory committee will be established and composed of the specified representatives of government. The section reads:

  (2)(a) There is hereby created within the department of local affairs an energy impact assistance advisory committee. The committee shall be composed of the executive director of the department of local affairs; the commissioner of education; the executive director of the state department of highways; the executive director of the department of natural resources; and five residents from energy impact areas, two of whom must reside east of the continental divide. The five residents from energy impact areas shall be appointed by the governor for terms not exceeding four years to serve at the pleasure of the governor. The executive director of the department of local affairs shall act as chairman of the committee.

  (2)(b) Such advisory committee shall continuously review the existing and potential impact of the development, processing, or energy conversion of minerals and mineral fuels on various areas of the state, including those areas indirectly affected. In addition, the committee shall make continuing recommendations to the department of local affairs including, but not limited to, those actions deemed reasonably necessary and practicable to assist impacted areas with the problems occasioned by such development, processing, or energy conversion; the immediate and projected problems which the local governments are experiencing in providing governmental services; the extent of local tax resources available to each unit of local government; the extent of local tax effort in solving energy impact problems; and other problems which the areas have experienced, such as housing and environmental considerations, which have developed as a direct result of energy impact.

It is recommended that this Act be revised to include a representative from the criminal justice system, preferably one from the impacted region. Another option is that a request to the Governor be made that at least one of the five local residents be from an impacted criminal justice agency. Either or both of these two actions would enhance the criminal justice system's representation on this important advisory group.

FOOTNOTES

1. Freudenberg, 1976:5.

2. Little, 1977:406.

3. Albrecht, n.d.:13.

4. Based on an analysis by the Division of Criminal Justice of the Division of Mineral and Energy Impact's reported figures contained in the Third Annual Report to the Colorado State Legislature, 1980, Summary and Status Report of the Mineral Lease and Severance Tax Fund.

5. Excerpt from Energy Impact and Criminal Justice Planning meeting held on March 7, 1980, in Grand Junction; cosponsored by the Division of Criminal Justice and the Division of Mineral and Energy Impact.

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REFERENCES

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APPENDICES

APPENDIX A

METHODS

DESIGN

Data used in this report were obtained through interviews, previous research, annual reports, court files, and experts in the field. Most of the information was compiled from existing reports such as those published by CBI, the Judicial Department and other state agencies. Most of the analysis was performed on UCR statistics, as represented in the annual Crime in Colorado Report, CBI).

Interviews with criminal justice personnel in impacted areas were also conducted. The interview data was not a major thrust in this study. It should be considered as supplemental to the statistical data. Interviews and corresponding questions were not fixed but focused on specific topics. Respondents were selected from known impacted areas in Colorado and Wyoming. Two data collections trips were made in the Spring of 1980 and all interviews were tape recorded. The following personnel were contacted:*

Sheriffs	3	Mayor	1
Police Chiefs	9	Municipal Planner	1
Undersheriffs	3	Regional Planner	1
Lieutenant	1	County Planner	1
Detectives	2		
Officer	1	Interviewees:	26
Judges	2		
Parole Officer	1		

Of the 11 impact counties included in this study, five of their respective sheriff's offices were interviewed. In addition, representatives from nine impacted police departments were interviewed. Although the sample was based on convenience and limited by resources, it was thought the research staff would obtain a reasonably good impression as to what was occurring in these areas. There is no assurance that the statements made by our respondents are representative of the region as a whole. All conclusions based on the interviews must therefore be made with caution. The DCJ was unable to gather statistical data on these and other observations on the characteristics of boom offenders. Data from a major study on correctional alternatives (Correctional Options for the 80's) conducted by the DCJ in the Fall of 1980 were made available for this report.

*Had the resources been available, more individuals would have been contacted and in a more systematic manner. Unfortunately, the data collection effort had to rely on a convenience sample that is very small.

Data were collected from seven judicial districts representing 19 of Colorado's 63 counties. Two judicial districts were energy impacted (3 counties) and were thus useful to this study. A reanalysis of the corrections data was therefore conducted that compared energy impacted districts with non-impacted districts. The first objective of the comparisons was to identify the characteristics of felons in impacted areas and determine if they were different from offenders in non-impacted districts. The second objective was to identify some of the characteristics of the actual crime and determine if they were different from crimes committed in non-impacted areas of the state.

For the purposes of this report, districts were divided into impacted and non-impacted categories. The breakdown was:

Impacted	Non-Impacted	
9th - Garfield	2nd - Denver	13th - Logan
12th - Mesa	8th - Larimer	17th - Adams
	12th - Rio Grande	

12th - Rio Grande

The offender's sex, educational level, marital status, employment at time of arrest, employment at presentence report, mental health needs, alcohol treatment needs, drug treatment needs, and age were variables included in the analysis.

The following counties and communities were included in the analysis of crime statistics:

Counties Included In Sample	Communities Included In Sample
Delta	[Delta, Paonia]
Eagle	[Eagle]
Garfield	[Rifle, Grand Valley, Glenwood Springs, New Castle, Carbondale]
Gunnison	[Gunnison]

Counties Included In Sample	Communities Included In Sample
Jackson	
Mesa	[DeBeque, Grand Junction]
Moffat	[Craig]
Montrose	[Montrose]
Pitkin	
Rio Blanco	[Meeker]
Routt	[Hayden, Steamboat Springs]

Several state and federal agencies were contacted so that existing information could be utilized and incorporated into this study. Among the agencies contacted were:

Colorado Department of Highways
Colorado Division of Commerce and Development
Colorado Division of Planning
Colorado Division of Mineral and Energy Impact
Colorado Employment Service
Colorado Department of Labor
Colorado Regional Criminal Justice Planners
Colorado Division of Local Government
Colorado Department of Social Services
Colorado Department of Education
Utah Council on Criminal Justice Administration
Colorado Judicial Department
Colorado State University
Denver Research Institute
University of Colorado
Wyoming Department of Economic Planning and Development
Wyoming Criminal Justice Planning Agency
Federal Bureau of Land Management
Federal Department of Energy - Office of Assessment and Integration
Federal Regional Council
Quality Development Associates (Private Research Firm)

In addition, a computer search (National Criminal Justice Reference Service [NCJRS]) was performed to determine what information was available regarding the impact of energy development on the criminal justice system.

PROJECTION TECHNIQUES

Employing past trends in predicting future events is a difficult task, especially when the predictions involve criminal justice activities and impacts. No prediction is going to be entirely accurate. Several factors

make each area and community unique and therefore, difficult to predict. Predictions do, however, provide us with a "feel" for what is likely to occur within a certain range. When interpreting some of the projections made in this report, it should be kept in mind that as the project extends further into the future, the chances that the prediction is wrong increase.

This study used two basic methods for making predictions. One method for making predictions is the ratio which essentially projects known ratios into the future. This technique is relatively simple and accurate. Another means of making projections is referred to as linear regression. This technique takes historical events, averages them and projects this average line into the future. Both of these methods assume that future events will be linear or straight lined in nature. For example, populations may raise during construction phases, level off and then decrease as the project concludes. Projections under these rise and fall circumstances are very risky.

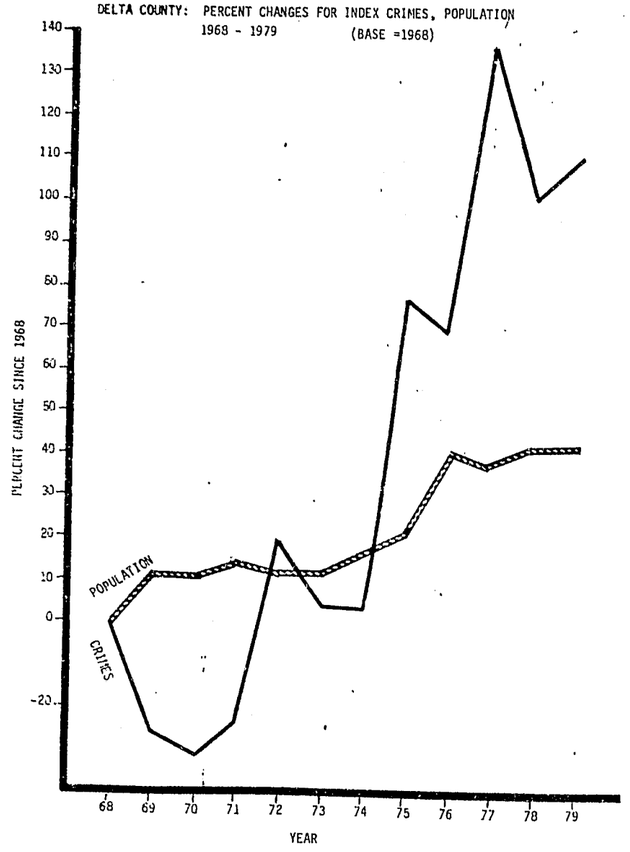
PROBLEMS WITH THE DATA

There are additional problems with data and interpretation. Anytime research is conducted with secondary data on crime, such as the data used here, it is important to remember that certain problems might exist. Among the most important problems with this data are:

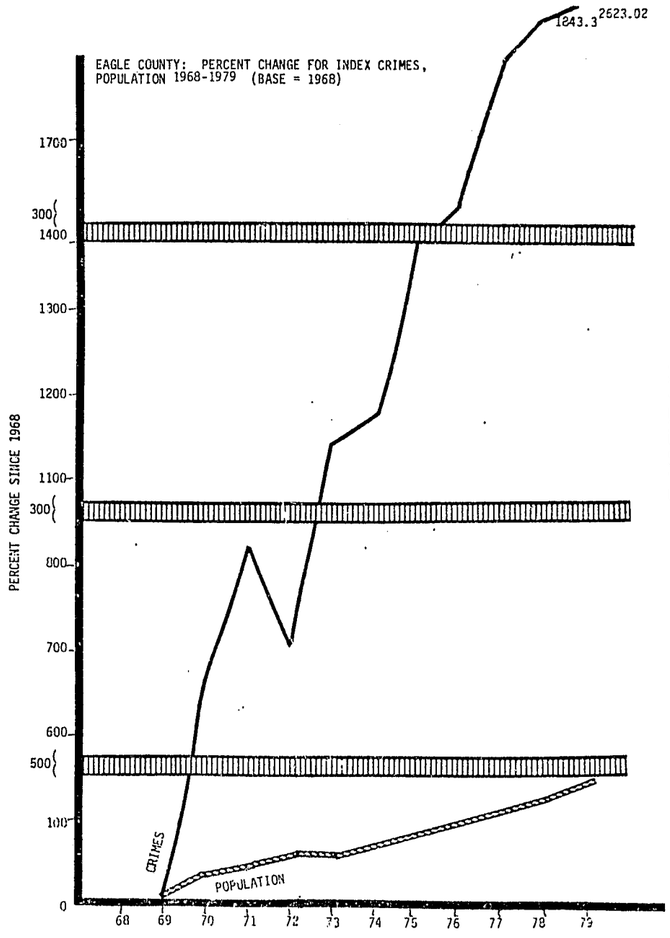
- Crime Reporting accuracy and rates are unreliable.
- Small units (communities) are greatly effected by small changes in crime rates.
- The criminal justice system lacks a standardized data collection procedures and format, therefore, data are often not comparable across jurisdictions.
- Larger units are more likely to keep better records than smaller agencies, therefore giving the appearance that more crime or activity is occurring.
- This report relies on data from several sources, therefore comparisons are limited.
- It is not possible to discover how much or what changes have occurred in some areas because there is not enough adequate data to measure change over time.
- Crime is sometimes under-reported.
- Classification of crime varies from agency to agency which is particularly true for ambiguous offenses.

- Data on Part II Offenses and other law enforcement activities are particularly troublesome to determine and interpret. Most of the impact on law enforcement occurs with Part II offenses and civil actions.

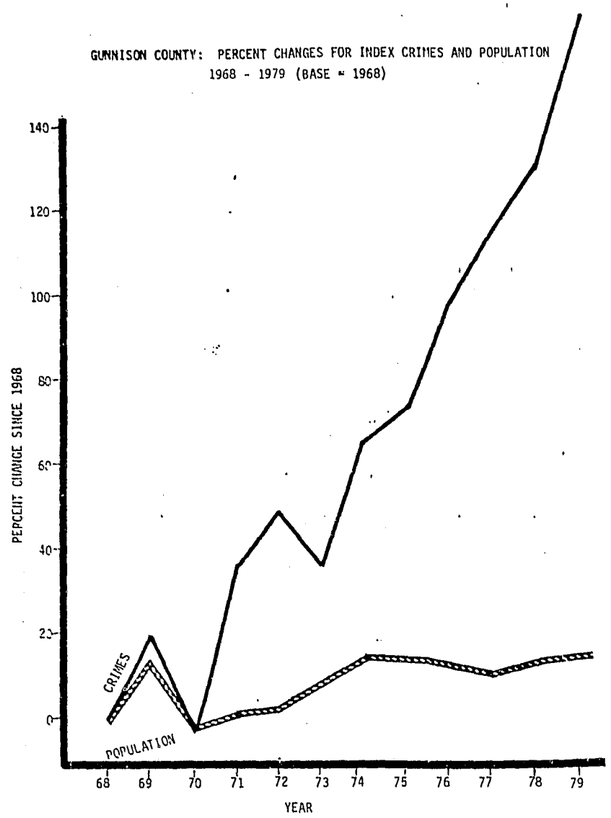
DELTA COUNTY: PERCENT CHANGES FOR INDEX CRIMES, POPULATION 1968 - 1979 (BASE =1968)



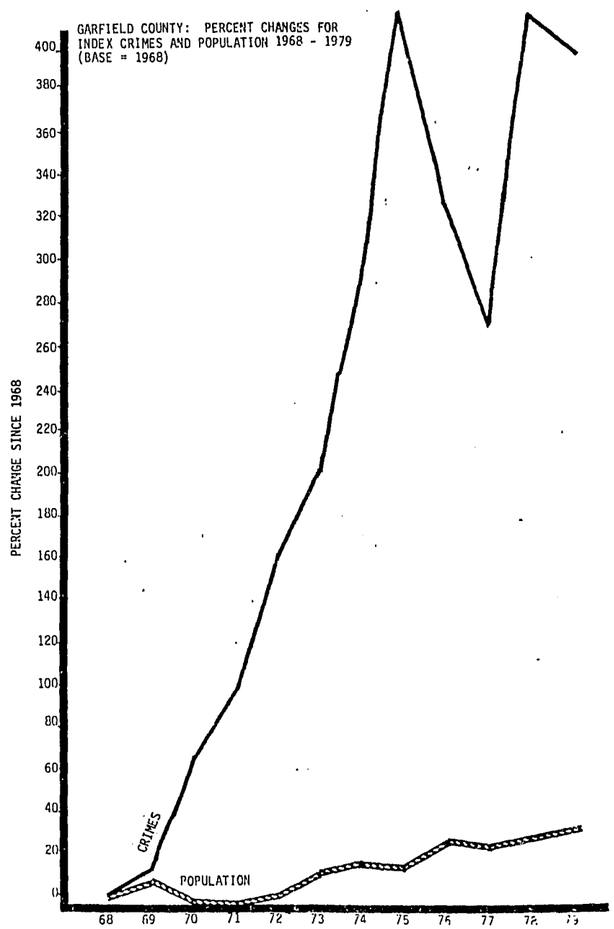
EAGLE COUNTY: PERCENT CHANGE FOR INDEX CRIMES, POPULATION 1968-1979 (BASE = 1968)



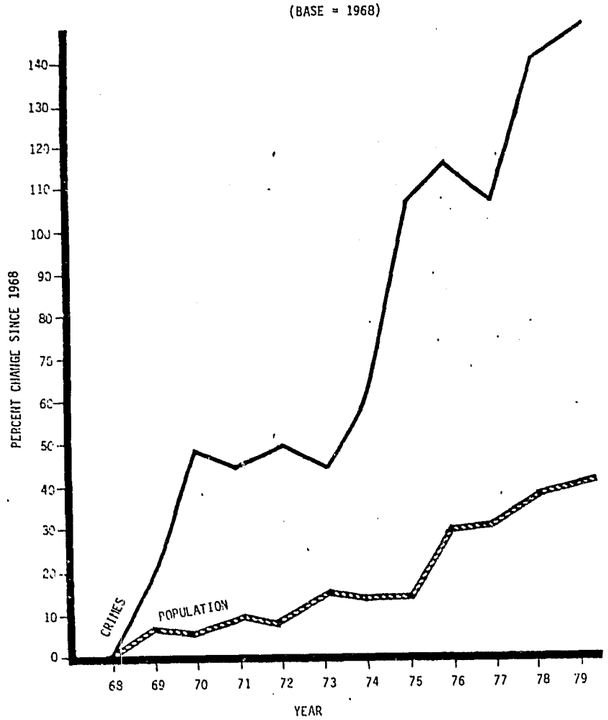
GUNNISON COUNTY: PERCENT CHANGES FOR INDEX CRIMES AND POPULATION 1968 - 1979 (BASE = 1968)



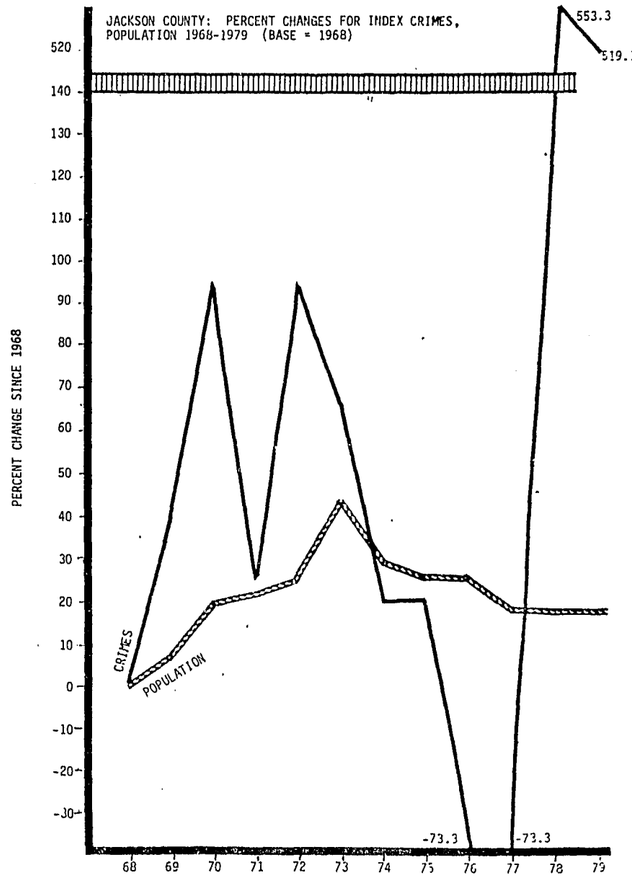
GARFIELD COUNTY: PERCENT CHANGES FOR INDEX CRIMES AND POPULATION 1968 - 1979 (BASE = 1968)



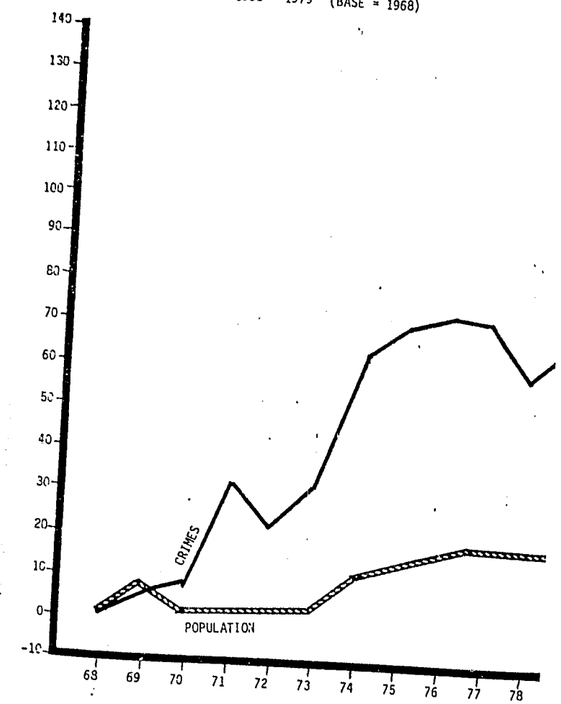
MESA COUNTY: PERCENT CHANGES FOR INDEX CRIMES, POPULATION 1968 - 1979
(BASE = 1968)



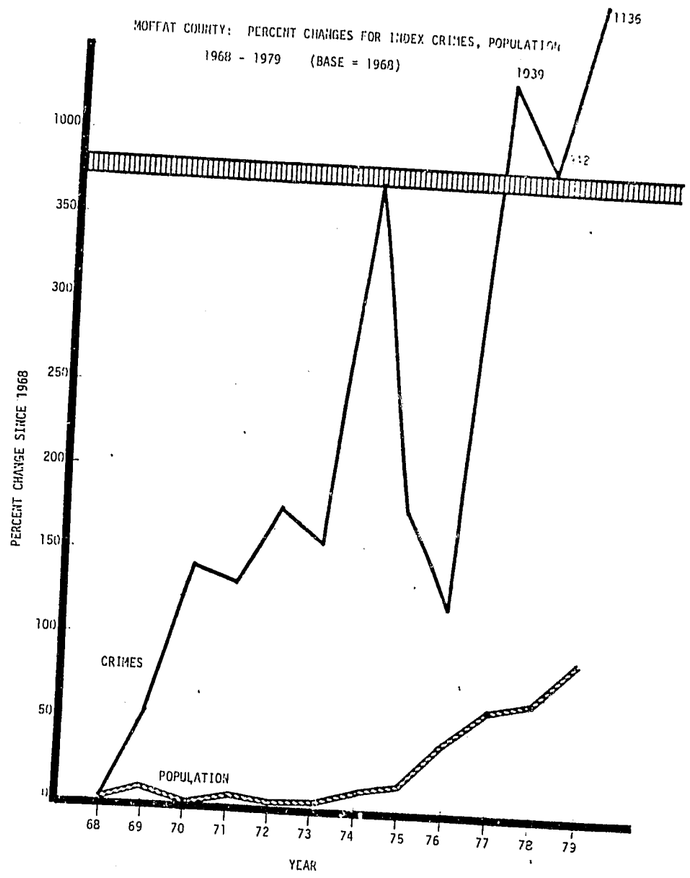
JACKSON COUNTY: PERCENT CHANGES FOR INDEX CRIMES,
POPULATION 1968-1979 (BASE = 1968)

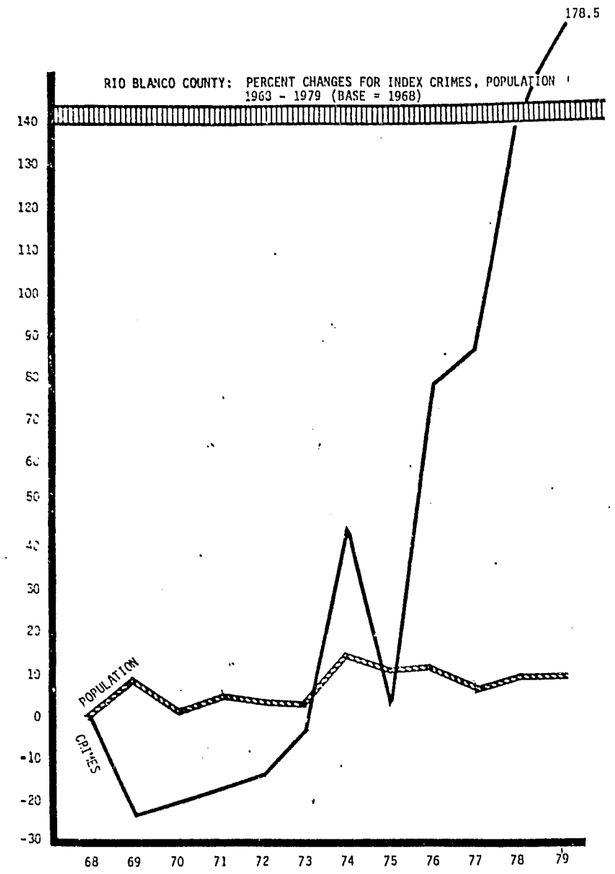


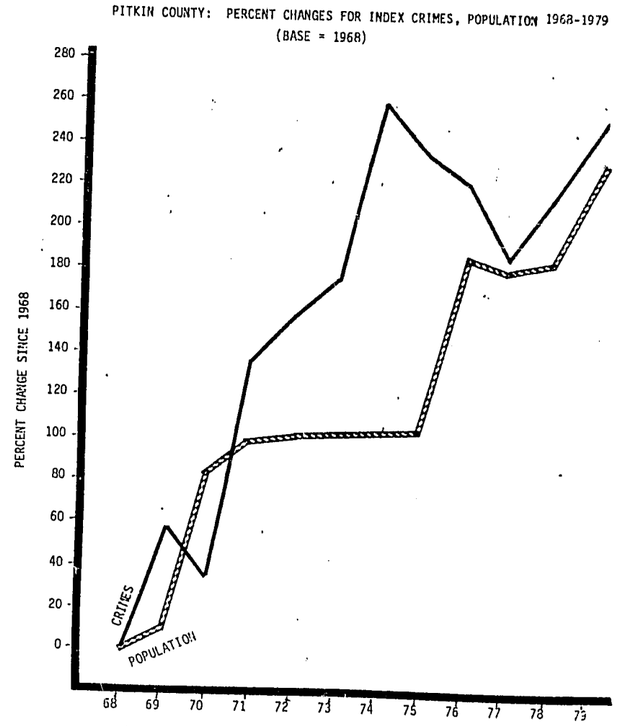
MONTROSE COUNTY: PERCENT CHANGES FOR INDEX CRIMES, POPULATION
1968 - 1979 (BASE = 1968)

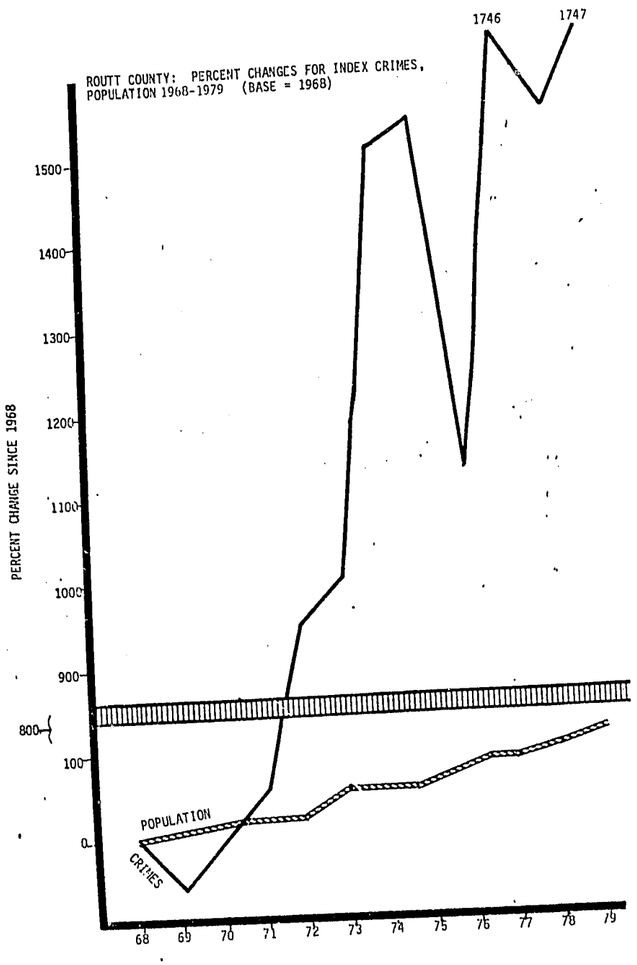


MOFFAT COUNTY: PERCENT CHANGES FOR INDEX CRIMES, POPULATION
1968 - 1979 (BASE = 1968)




RIO BLANCO COUNTY: PERCENT CHANGES FOR INDEX CRIMES, POPULATION
1963 - 1979 (BASE = 1968)
178.5
140
130
120
110
100
90
80
70
60
50
40
30
20
10
0
-10
-20
-30
POPULATION
CRIMES
68
69
70
71
72
73
74
75
76
77
78
79


PITKIN COUNTY: PERCENT CHANGES FOR INDEX CRIMES, POPULATION 1968-1979
(BASE = 1968)
PERCENT CHANGE SINCE 1968
280
260
240
220
200
180
160
140
120
100
80
60
40
20
0
CRIMES
POPULATION
68
69
70
71
72
73
74
75
76
77
78
79


ROUTT COUNTY: PERCENT CHANGES FOR INDEX CRIMES, POPULATION 1968-1979 (BASE = 1968)
PERCENT CHANGE SINCE 1968
1746
1747
1500
1400
1300
1200
1100
1000
900
800
100
0
POPULATION
CRIMES
68
69
70
71
72
73
74
75
76
77
78
79

APPENDIX C

PROJECTED AND ACTUAL INCIDENCE OF PART I OFFENSES, ENERGY IMPACTED COUNTIES, 1979

	Projected: Compound Interest Model[a]		Projected: Population Model[b]		
County	Projection	Percent Error	Projection	Percent Error	Actual
Delta	424	-3.5	404	-8.7	439
Eagle	1420	-5.4	1376	-8.8	1497
Garfield	1073	22.1	1203	30.5	836
Gunnison	700	-19.1	822	-1.5	834
Jackson	65	29.2	49	6.1	46
Mesa	3496	3.6	3339	-1.0	3371
Moffat	723	-7.7	798	2.4	779
Montrose	832	-8.8	875	-3.4	905
Pitkin	1576	-3.0	1823	10.9	1624
Rio Blanco	207	-17.9	315	22.5	244
Routt	1101	22.8	979	13.2	850
Total	11617	1.7	11983	4.7	11425

Regression m=.957, b=27.460, R^2=.981 m=.995, b=-.45.756, R^2=.977

Mean absolute error 13.0 9.9

a. Based on rate of change in incidence of Part I offenses over time.

b. Based on expected increase in incidence of crime per capita increase in population.

Except for rates from tables, all data are from Colorado Crime Reports, 1978 and 1979.

From the preceding table, it appears that:

1) The accuracy of predictions for individual counties varies, but is best for the population model (mean absolute error = 9.9 percent).

2) The accuracy of predictions for the eleven counties combined is very high, especially for the compound interest model (percent error = 1.7).

Possible errors include limited reporting from the Delta County Sheriff (1 month), the Avon Police Department in Eagle County (4 months), the

Snowmass Village Police Department in Pitkin County (2 months), the Craig Police Department and the Sheriff's Office in Moffat County (11 and 9 months respectively), and the Grand Valley Police Department, the Silt Police Department and the Sheriff's Office in Garfield County (1, 2 and 5 months respectively). The estimates for Garfield County are considerably higher than the actual reported incidence, probably because of the limited reporting from that county.

For the one year period 1978-79, both models hold up well. In addition to the limited reporting, a possible source of error for the population model may be inaccurate population projections. It is also possible that the parameters estimated in the table need to be recomputed, but further evidence is needed to support this suggestion.

APPENDIX D

POPULATION BASED PROJECTIONS OF TOTAL CASELOADS AND NEW CASE FILINGS IN COUNTY AND DISTRICT COURTS, ENERGY DEVELOPMENT IMPACTED COUNTIES

			County Court		District Court	
		Population	Caseload	Filings	Caseload	Filings
High Variant						
FY 1979-80	(1980[a])	198,400	28563	22710	15651	7484
FY 1983-84	(1984[b])	233,680	39712	30401	20873	9777
Low Variant						
FY 1979-80	(1980[a])	221,000	35705	27637	18996	8953
FY 1983-84	(1984[b])	288,600	57067	42374	29001	13347

a. Source: Colorado Population Reports (1979) "Population Estimates and Projections." Series CP-25, No. 79(A)-3. Demographic Section, Colorado Division of Planning.

b. Based on linear interpolation using 1980 and 1985 data.

PROJECTIONS OF TOTAL CASELOADS AND NEW FILINGS IN IMPACTED COUNTY AND DISTRICT COURTS BASED ON REGRESSION OVER TIME

	1979-80	1983-84	a	m	R^2
County					
Total Caseload	31777	42987	11599	2242	.971
New Filings	24991	32956	10654	1593	.970
District					
Total Caseload	17014	22589	6979	1115	.902
New Filings	9018	13098	1674	816	.720

Sources: "Total New Filings and Caseloads for Energy Impacted County Courts FY-1971-72 & FY1978-79" and "Total New Filings and Caseloads for Energy Impacted District Courts FY1971-72 & FY1978-79."

These projections are based on a standard linear regression equation with time as the independent variable and total caseload or new filings as the criterion (dependent) variable.

1. The basic assumption is that the variables relevant to caseload or new

filings stand in constant relation to one another over time.

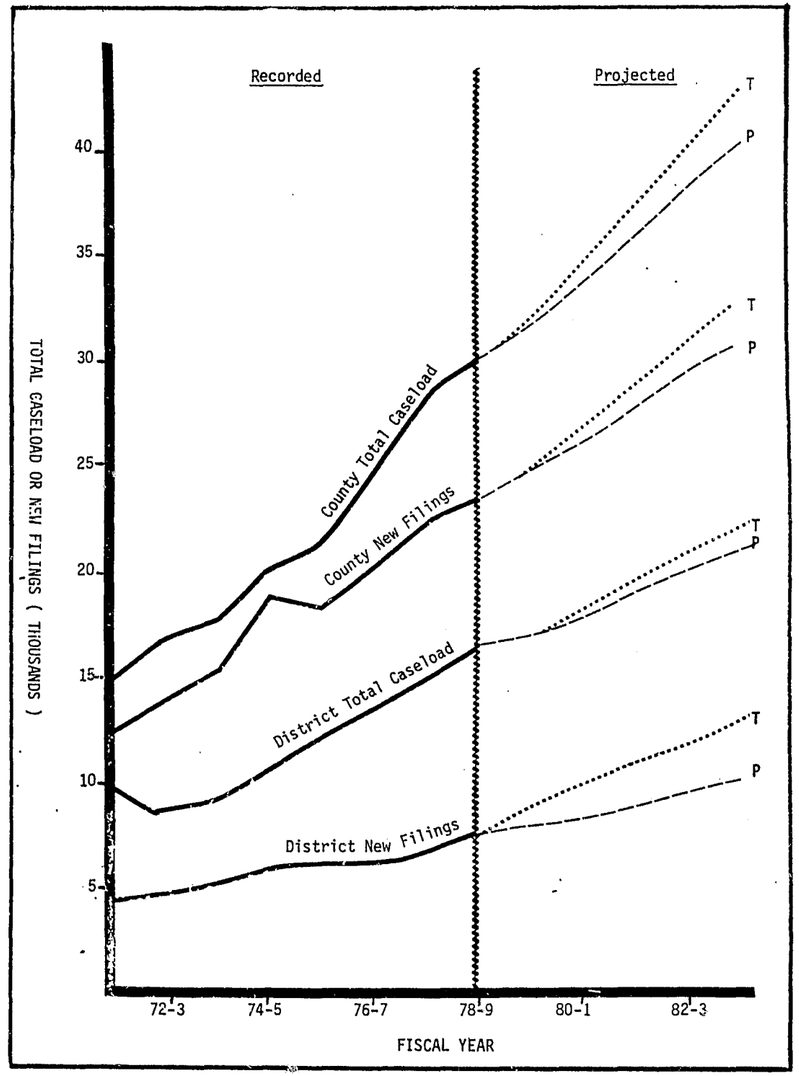
2. The explained variance (R^2) is higher for county than for district courts, and lower than R^2 obtained using population projections.

3. Number of cases used in regression is small (n=8) but covers a seven year span.

4. With the exception of new filings in district courts, time trends make similar (but slightly higher) caseload and new filing projections to those made based on population. For district court new filings, the time trends look more like the high variant population projections than the medium variant projections.

5. Graphically, these projections are presented in the figure that follows.

PROJECTED CASELOADS AND NEW FILINGS BASED ON TREND OVER TIME (T) AND MEDIUM VARIANT POPULATION PROJECTIONS (P), IMPACTED COUNTIES



Richard D. Lamm, Governor

Colorado
Department of Local Affairs

Paula Herzmark, Executive Director

APPENDIX E

IMPACT TEAMS

Garfield County Energy Impact
Core Committee
Garfield County Planning Dept.
2014 Blake Avenue
Glenwood Springs, CI 81601
Flaven Cerise (Chairman)

Rio Blanco Impact Mitigation Team
Box 599
Meeker, CO 81641
Duane Rehborg

Moffat County Impact Committee
Moffat County Commissioners
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Craig, CO 81625
Dan Beckett

Mesa County Impact Assistance
Teams
Mesa County Commissioners
540 Rood
Grand Junction, CO 81501
John Ballagh

Paonia Impact Committee
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Paonia, CO 81428
Gilbert C. Wilson (Chairman)

Delta Energy Impact Team
City of Delta
PO Box 19
Delta, CO 81416
Dennis Kirtland (Chairman)

Montrose County Impact Team
Montrose County Commissioners
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Routt County Impact Committee
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Sumner Hockett (Chairman)

West Routt Impact Committee
PO Box 490
Hayden, CO 81639
Mark Fischer (Chairman)

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END