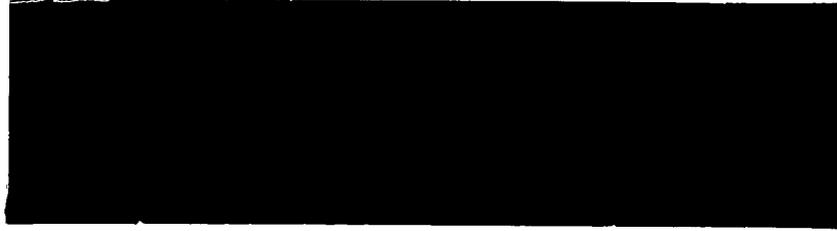


Law Enforcement Monograph Series



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Southern Illinois University  
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CONSOLIDATION OF POLICE SERVICE  
THE RILEY COUNTY KANSAS EXPERIENCE-  
A CASE STUDY

by

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# TABLE OF CONTENTS

Table of Contents  
Acknowledgement  
Appendices

1. Statement of Problem
    - Definitions
  2. Literature Review: Selecting the Criteria for Police Consolidation
    - Criteria for Unifications
    - Factors Bearing Upon Consolidation
    - Constitutional Provisions
    - The Setting for Consolidation
  3. Methodology
    - Objectives of the Study
    - Development of the Classification Scheme
    - Selection of the Case Study
    - Results
  4. The Models
    - Total Unification
    - Total Functional Merger
    - Support Services Consolidation
    - Contractual Services
    - Inter-agency Cooperation
  5. The Case: Riley County Kansas
    - Socio-Political Setting, Part I
    - Legislative Action
    - Socio-Political Setting, Part II
    - Fiscal Policy
    - Organization
    - Post-Mortem: Two Years Later
    - Examination of Factors
  6. Conclusions & Recommendations
- Appendices
- Bibliography

## APPENDICES

- Appendix A      General Highway Map, Riley County, Kansas
- Appendix B      House Bill No. 1795, Legislature of the  
State of Kansas
- Appendix C      Abstract of Votes Cast at a General Election  
in Riley County, Kansas, November 7, 1972
- Appendix D      Abstract of Votes Cast at a General Election  
in Riley County, Kansas, November 5, 1974
- Appendix E      Riley County Police Academy Curriculum
- Appendix F      Crime Statistics for Riley County
- Appendix G      Selected Newspaper Clippings

## STATEMENT OF PROBLEM

The problem selected for this study, the consolidation of police agencies and services, is not a new and emerging idea in American Law Enforcement. The police consolidation that has occurred in the last 10 years has taken place predominately in a metropolitan environment--a large city expanding into the county and annexing the surrounding suburbs. Usually out of necessity, the various law enforcement agencies were merged into one unit. The Sheriff was given control of prisoner processing and civil court duties and, all the policy and operational matters of law enforcement were invested in a director of police separate from the Sheriff.

In the rural sections of the nation police consolidation has been slow or non-existent. In many sections of the nation, the very idea runs counter to the basic American ideal of separation of power, opposition to a police state, and democracy as a whole.

The United States is primarily a nation of small police forces, each of which operates in its own independent sphere, and attempts independently to sustain its own operations. Most of the nations 40,000 police forces are small--usually less than ten personnel. Coordination of police activity among the multitude of small agencies tends to be sporadic and informal.

Regardless of size, financial resources, or proximity

to other units of general government, the vast majority of local government in metropolitan areas and counties deem themselves capable of administering a complete law enforcement program within their respective jurisdictions. Proposals to change the county's role in local law enforcement raises a question, regarding the status of the sheriff. The sheriff is an anomaly in law enforcement in the United States. No other law enforcement official is saddled with so many non-police duties, or has been accused so often of lack of qualifications or administrative capabilities. In the majority of the counties the tradition of electing sheriffs continues. Among the heads of law enforcement units at federal, state, and thousands of municipal police departments, few are elected.

Cooperation among police agencies today must be achieved through formal means, not simply by the traditional mutual, and other informal agreement to render assistance on an emergency basis. A fundamental police service reorganization is needed.

The purpose of this study is twofold: (1) to develop a classification scheme to be applied to police consolidation projecting and (2) to examine an application of one of those model projects that occurred in Riley County, Kansas. Riley County, Kansas was selected because it is the first consolidated, rural police department in the nation. What is even more unusual is the elimination of the Office of

Sheriff - unique in a rural, conservative state such as Kansas. In 1976 Riley County includes 624 square miles and has a population of approximately 41,000 people.<sup>1</sup> In comparison to other consolidated police agencies throughout the nation, Riley County is unique.

### Definitions

Several key terms are used in the literature on consolidation of police services. To provide a uniform base for this study the following terms are defined as follows:

1. **Criminal Justice System:** The apparatus society uses to enforce the standards of conduct necessary to protect individuals and the community. It operates by apprehending, prosecuting, convicting, and sentencing those members of the community who violate the basic rules of group existence. The system has three separately organized parts—the police, the courts, and corrections.
2. **Consolidation:** To unite for specially mutual advantages. Here smaller organizations will unite and form one central organization and will then proceed one on one course of action.
3. **Centralization:** The concentration of the powers and agency of government into a central or national organization.
4. **Unification:** To take up and be replaced by a common organization. As a result one becomes one common entity.
5. **Merger:** The absorption of one organization into another. This usually occurs when a small organization joins a larger organization.
6. **Mutual Aid:** An act of reciprocal aid among groups or organization. Commonly used among organizations in cases of emergency.
7. **Total Unification:** The merging of all political subdivisions and operating departments within a given area into one common organization.

8. Total Functional Merger: The merging of several organizations, with a common background or mission, into a new entity to provide a specific service.
9. Support Services Consolidation: The combining of separate elements of various participating units, with a common background or mission, into one.
10. Interagency Cooperation: An exchange of services, personnel, equipment, or other items between two or more agencies that have a common goal or mission.

## LITERATURE REVIEW:

## SELECTING THE CRITERIA FOR POLICE CONSOLIDATION

In this chapter the criteria for consolidation of police services will be discussed; the goals set forth by the Federal Government and independent studies concerning consolidation, financial and administrative consideration, and political issues will be reviewed.

Consolidation of the over 17,500 police agencies in the United States has been urged actively for nearly a decade by several national inquiries into police service operations. Political boundaries demarcating police operations and limiting them to a particular area, it is argued, do not hinder the movement of criminals, who are free to roam without regard for these artificial configurations. Police agencies must become more efficient and less parochial, the argument contends, in order to cope with the unrestricted movement of the criminal element. Reducing the number of small, independent police agencies through consolidation or unification is the recommended means.<sup>2</sup>

Recommendations for police consolidation, however, are more frequently advanced on the basis of "sound" administrative propositions derived from theoretical study. Among the propositions used to support consolidation or unification are these: (1) the duplication of services and facilities results in a depletion of scarce public resources; (2) the inconsistent and sometimes contradictory objectives and

decisions among adjacent agencies adversely affect the community at large; and (3) the concentration on manifest problems through manpower specialization and assignment flexibility cannot be realized through diffused management control. Too often, however, proper recognition has not been given to local "political" values by those favoring the concept of police service unification.

The National Advisory Commission on Criminal Justice Standards and Goals stated in 1973 that one goal of the criminal justice system should be to ensure that every local government provides its residents with twenty-four-hour-a-day police emergency service. The commission did not suggest that each city, county, or township attempt independently to provide such a service but, rather, that if a community was not capable of performing at a sufficient level itself then that community should make arrangements with another community. To reinforce this point, the commission suggested that the minimum staff size required for any police department to be effective is at least ten officers in the department.<sup>3</sup>

**STANDARD ON COMBINED POLICE SERVICES OF THE NATIONAL  
ADVISORY COMMISSION ON CRIMINAL JUSTICE STANDARDS  
AND GOALS**

1. Every state should enact legislation enabling local governments and police and criminal justice agencies, with the concurrence of their governing bodies, to enter into interagency agreements to permit total or partial police services. This legislation:

a) Should permit police service agreements and joint participation between agencies at all levels of government;

b) Should encourage interagency agreements for the joint participation in police services where beneficial to agencies involved;

c) Should permit reasonable local control or responsiveness to local needs.

2. Every local government should take whatever other actions are necessary to provide police services through mutual agreement or joint participation where such services can be provided most effectively.

3. No state or local government or police agency should enter into any agreement for or participate in any police service that would not be responsive to the needs of its jurisdiction and that does not at least:

a) Maintain the current level of a service at a reduced cost;

b) Improve the current level of a service either at the same cost or at an increased cost if justified; or

c) Provide an additional service at least as effectively and economically as it could be provided by the agency alone.

4. Every state, in cooperation with all police agencies within it, should develop a comprehensive, statewide mutual aid plan to provide for mutual aid in civil disorders, natural disasters, and other contingencies where manpower or material requirements might exceed the response capability of single agencies.

5. Every state should provide, at no cost to all police agencies within the state, those staff services such as laboratory services, information systems, and intelligence and communications systems, which fill a need common to all these agencies and which would not be economical or effective for a single agency to provide for itself.

6. Every local government and every local police agency should study possibilities for combined and contract police services, and where appropriate, implement such services. Combined and contract service programs may include:

a) Total consolidation of local government services: the merging of two city governments, or city-county governments;

b) Total consolidation of police services: the merging of two or more police agencies or of all police agencies (i.e., regional consolidation) in a given geographic area;

c) Partial consolidation of police services: the merging of specific functional units of two or more agencies;

d) Regionalization of specific police service: the combination of personnel and materiel resources to provide specific police services on a geographic

rather than jurisdictional basis;

- e) Metropolitanization: the provision of public services (including police) through a single government to the communities within a metropolitan area;
- f) Contracting for total police services: the provision of all police services by contract with another government (city with city, city with county, county with city, or city or county with state);
- g) Contracting for specific police services: the provision of limited or special police services by contract with another police or criminal justice agency; and

- h) Service sharing: the sharing of support services by two or more agencies.

7. Every police agency should immediately, and annually thereafter, evaluate its staff services to determine if they are adequate and cost-effective, whether these services would meet operational needs more effectively or efficiently if they were combined with those of other police or criminal justice agencies, or if agency staff services were secured from another agency by mutual agreement.

8. Every police agency that maintains cost-effective staff service should offer the services to other agencies if by so doing it can increase the cost-effectiveness of the staff service.

9. Every police chief executive should identify those line operations of his agency that might be more effective and efficient in preventing, deterring, or investigating multijurisdictional criminal activity, if combined with like operations of other agencies. Having identified these operations, he should:

- a) Confer regularly with all other chief executives within his area, exchange information about regional criminal activity, and jointly develop and maintain the best organizational means for regional control of this activity, and

- b) Cooperate in planning, organizing, and implementing regional law enforcement efforts where such efforts will directly or indirectly benefit the jurisdiction he serves.<sup>4</sup>

The issue of police consolidation was approached in 1933 by Bruce Smith, who dealt with consolidation of police services in rural areas. Some years later the Commission on Organized Crime and Law Enforcement of the American Bar Association recommended a model police council act for enactment by the states. This model act provided for a council to be appointed

by the governor with power to conduct surveys and studies with a view to consolidation of police departments. Several studies of the U. S. Advisory Commission on Intergovernmental Relations (ACIR), beginning in 1963, contain findings and recommendations of particular significance to the performance of police services on a larger area basis.

In 1967 the President's Commission on Law Enforcement and Administration of Justice incorporated in its Task Force Report: The Police numerous recommendations on coordination and consolidation of police service. Finally, in 1973 the National Advisory Commission on Criminal Justice Standards and Goals issued its standards on combined police services.

#### CRITERIA FOR UNIFICATIONS

The ACIR, in its 1963 report "Performance of Urban Functions: Local and Areawide", developed seven criteria for the assignment of urban functions. In 1974 the ACIR revised and published the following criteria:

1. Economic Efficiency: Functions should be assigned to Jurisdictions (a) that are large enough to realize economies of scale and small enough not to incur diseconomies of scale (economies of scale); (b) that are willing to provide alternative service offerings to their citizens and specific services within a price range and level of effectiveness acceptable to local citizenry (service competition); and (c) that adopt pricing policies for their functions whenever possible (public pricing).
2. Fiscal Equity: Appropriate functions should be assigned to jurisdictions (a) that are large enough to encompass the cost and benefits of a function or that are willing to compensate other jurisdic-

- tions for the service costs imposed or for benefits received by them (economic externalities); and (b) that have adequate fiscal capacity to finance their public service responsibilities and that are willing to implement measures that insure interpersonal and interjurisdictional fiscal equity in the performance of a function (fiscal equalization).
3. Political Accountability: Functions should be assigned to jurisdictions (a) that are controllable by, accessible to, and accountable to their residents in the performance of their public service responsibilities (access and control); and (b) that maximize the conditions and opportunities for active and productive citizen participation in the performance of a function (citizen participation).
  4. Administrative Effectiveness: Functions should be assigned to jurisdictions (a) that are responsible for a wide variety of functions and that can balance competing functional interests (general-purpose character); (b) that encompass a geographic area adequate for effective performance of a function (geographic adequacy); (c) that explicitly determine the goals of and means of discharging public service responsibilities and that periodically reassess program goals in light of performance standards (management); (d) that are willing to pursue intergovernmental policies for promoting interlocal functional cooperation and reducing interlocal functional conflict (intergovernmental flexibility); and (e) that have adequate legal authority to perform a function and rely on it in administering the function (legal adequacy).<sup>5</sup>

#### FACTORS BEARING UPON CONSOLIDATION

Police service consolidations and cooperative arrangements, as well as reallocations and reassignments in other functions are affected, in their implementation, by a number of factors. To obtain information on these factors, the Advisory Commission on Intergovernmental Relations in 1975 surveyed the 5,930 incorporated municipalities over 2,500 population and received returns from 3,319. A total of 1,039 of the 3,319 responding municipalities indicated that they

had transferred one or more functions between 1965 and 1975. It is interesting to note that, of the 1,708 transfers reported by the 1,039 municipalities, law enforcement (185 transfers) ranked second only to solid waste collection and disposal (294 transfers) as the function most frequently transferred. The unit most frequently receiving the law enforcement transfer was the county (73 percent).<sup>6</sup>

As a result of the survey, the following conclusions were drawn:

1. The most important reasons why the law enforcement function is transferred to another unit of government are for economies of scale and to eliminate duplication.
2. The county government should take a larger role in providing law enforcement services. (A surprising number of municipal officials indicated this.)
3. Regional special districts should provide law enforcement services. (Because municipal officials are not generally in favor of special districts, it should be concluded that these officials probably are referring to cooperative arrangements with other municipalities.)
4. The county is indicated as a logical provider of jail service by an overwhelming margin, and of crime laboratories, criminal identification, and communications. The crime laboratory and police training functions are high for the regional special district. For the state and federal governments, not too surprisingly, identification and training had the most frequent response.<sup>7</sup>

In summary, the ACIR survey indicates that there has been considerable activity in police services unification in the past ten years and indications are that it will continue. It is abundantly clear that local officials are becoming increasingly aware that the police function, or at least some of its components, should be provided on an areawide basis.

CONSTITUTIONAL PROVISIONS

The implementation of police services unification is dependent on constitutional and statutory enabling provisions. Unlike the United States Constitution, state constitutions generally are very detailed and contain many provisions that are essentially statutory in nature. State constitutions can be amended with relative ease in comparison with the federal Constitution. The distinction between a constitution as fundamental law on one hand and ordinary statute law on the other is not always clear-cut. In essence, in a discussion of legal provisions regarding intergovernmental cooperation, coordination, or consolidation, concern is directed at one and the same time (and often in the same document) to both constitutional and statutory matters.

Constitutional and statutory provisions dealing with consolidation or cooperation in the provision local services fall into two main groups:

1. Intergovernmental Cooperation
2. Power of the Local Government

Intergovernmental Cooperation: State constitutions are generally silent on the issue of intergovernmental cooperation, although nine states have adopted constitutional provisions. Even where the states have adopted articles referring to the subject, a general tenet of constitutional law deserves mention: generally a constitutional provision provides the power to act in a given area but not the authority to do so.

Thus, constitutional provisions are ordinarily not self-executing and require specific legislative enactment to confer the power to exercise the constitutionally derived power.

In the past several years states have almost universally enacted legislation enabling two or more local governments to cooperate in the provision of services. These statutes are generally of two types--specific mutual aid legislation and general intergovernmental cooperation legislation. Twenty states specifically grant local governments the power to enter into mutual aid agreements. However, forty-four states have granted their political subdivisions the power to jointly or cooperatively exercise general governmental powers. The concern here is with that legislation which permits intergovernmental cooperation, because, for the most part, it permits local governments to engage in all types of police service unification arrangements including mutual aid.

Most states' general intergovernmental cooperation legislation is based on, or closely follows, the model "Interlocal Cooperation Act" recommended by the Council of State Governments in 1957 and the ACIR Model Act on Interlocal Contracting and Joint Enterprise issued in 1969.

While the Interlocal Contracting and Joint Enterprise model act permits all types of arrangements between all types of governmental units, many states have adopted the act in modified form. Thus, the states may differ in their designation of what units may cooperate, whether cooperation can be achieved by contract or requires the necessity of

joint action or agreement, or what services may be cooperatively or jointly performed.

Power of the Local Government: The other main group of constitutional and legislative provisions relates to the broad power of local government to carry out its assigned functions. These provisions include those for home rule (both municipal and county), local financing, the police power, state control or regulation of certain aspects of local governmental functions, and similar functions. Among the more important provisions, particularly in terms of police service unification or cooperation, are those related to the status of county government and especially the sheriff, as the county is the unit of government most frequently cited as recipient of police service transfers.

It seems logical that where counties are performing all or some of the police service function for municipalities, the county has achieved the respect of its political subdivisions.

#### THE SETTING FOR CONSOLIDATION

If a community has organized its police agency in a particular way and has set certain objectives for it even if those objectives are not clearly stated, any effort toward consolidation or unification of services will not be successful if attainment of those objectives appears in doubt. The fundamental question is that of maintaining control: that is, Who will set the tone for managing conflict within the

community? If a unified services approach seems likely to upset current balances, the community leaders will probably be less willing to contemplate it, or will do so only in incremental steps. Several tests can be made, however, to assess whether there is a receptive climate for a unified services program and, if so, to what extent it exists.

One test is to determine whether there is a willingness among existing local government services to alter traditional methods of doing things. Do unified service approaches exist in other local service areas? Does one local government provide services for another even though both, or more, could potentially provide the same service? Are existing unified services stable economically and politically? To the extent that these and similar questions can be answered in the affirmative, there is strong chance that some joint police service venture would be successful. If, on the other hand, a police service venture will be among the first joint service programs in the area, the potential for an effective program may well be diminished.

A second and perhaps more important test is to assess what types of service programs are currently operated jointly. Are the existing joint programs in personal service areas of activity (e.g., transportation, libraries), or are such programs found in areas which involve police powers (e.g., planning and zoning, building inspection)? The more unified service programs there are in a personal service or police power area, the greater is the likelihood for joint police

service ventures. However, if the existing joint service efforts are found in such areas as water and sewer, there is less likelihood of success.

A third test might be to evaluate the total number of local governmental entities serving essentially the same geographic area. The greater the number of local governmental units providing full services, or least attempting to do so, the less is the potential for joint ventures in the police service area. In contrast, where a single large city is situated within a particular county and only a few very small cities are located in that county, there is a strong possibility that the city and the county can effect some cooperative police service programs more easily. The reason seems clear. The greater the number of local units found, the more diverse will be the styles of managing conflict. In such cases, the opportunity for success in joint police service efforts will be smaller than in those areas in which only a few governmental institutions contend with different styles and approaches.

Political Problems: First and foremost, the development and implementation of a consolidated police system is a practical political problem, not a technical one, because it concerns the allocation of resources to attain certain declared objectives of the community.

A significant part of the political process is determining what a government or a public official is going to do, if anything, in a particular situation. A political decision

is any decision made by a governmental body or official that can commit a governmental agency to a particular course of action with the full implication that such a decision may be enforced, and that community response to the action taken will be heard. In short, whatever a government does or does not do may be viewed as a political act.

Too many notions of politics and political decisions have been confused with so-called party politics. For example, it has been said there is no political way of patrolling a police beat--that this is a nonpolitical activity. This may be correct in a literal sense if applied solely to the manner in which a police officer drives an automobile or patrols a foot beat, but everything else associated with patrol activity embraces political concerns as the term is used here. Some examples will illustrate this point.

An initial political question could be whether to have one-person or two-person patrol units, or some combination of both. Underlying that question is another:

1. What are their cost implications?
2. Should walking beats be used in commercial areas, in shopping centers, or only in certain neighborhoods?
3. Should certain commercial or shopping ventures be required to provide their own security?
4. If so, to what level and under what controls?
5. What types of selective enforcement practices should be observed?
6. How much time should be invested in crime-specific patrol and how much time in random, routine patrol?
7. Should certain neighborhoods receive more attention than others?

These questions may not be viewed by most people as issues of

party politics, but that does not mean that they are not political questions.

A political decision occurs every time an official body or officer (appointed or elected) makes a decision that in a fundamental way affects the community he or she serves. Even "no decision" on a particular problem is still a political answer because it implies satisfaction with the status quo. The political "actor" could be a sheriff, a chief of police, a legislative body, the city manager, an elected official, or a key decision maker within the police agency itself. While this discussion has not stressed the role of individual police discretion, the political implications are evident there as well, particularly as discretion becomes a factor on routine patrol where most contacts with individual citizens occur.

Banfield and Wilson have noted that a city or county serves two principal functions: that of supplying those goods and services which cannot readily be secured through private auspices (e.g., police protection), and that of managing conflict in matters of public importance.<sup>8</sup> What is meant by providing a service not otherwise available, or not readily attainable through private means, is obvious. Not so obvious is the meaning of managing conflict. Conflicts, of course, occur on several levels--some evident and hostile, others subtle and less manifest. A police agency manages conflict in many ways; for example, a tone is set for law enforcement according to some policy judgment (to be tough on speeders, to check out thoroughly any suspicious persons, to be forceful

with outsiders, etc.). In other words, while the police department performs the obvious function of apprehending criminals, it also plays a more subtle role in preserving and protecting a particular life-style or environment, at least to the extent of containing acts or individuals viewed as threatening to that life-style or environment.

## SUMMARY

As the public concern over police services increases, there will be a greater receptiveness to areawide solutions to the organization and the financing of police services. This chapter has outlined the criteria for unification, financial and administrative considerations, and political issues. This material should provide enough adaptability to serve any part of the county.

### III

## METHODOLOGY

### INTRODUCTION

This chapter indicates the objectives of this study and the methods used to achieve those objectives.

### OBJECTIVES OF THE STUDY

The objectives of this investigation are (1) to develop a classification scheme to be applied to police consolidation projects generally; and (2) to examine an application of police consolidation that features total consolidation of the police function without consolidation of the local units of government.

### DEVELOPMENT OF THE CLASSIFICATION SCHEME

The classification scheme proposed as the first objective of this project represents an effort to systemically identify models of consolidation efforts. Each consolidation venture is unique in some respect, but they all tend to have some common characteristics. This commonality allows comparisons to be made and subsequent consolidation efforts to profit from the experience of previous consolidation ventures.

### SELECTION OF THE CASE STUDY

A review was conducted of various police consolidation projects that have occurred in the United States, Canada and

Great Britian. Due to the socio-political and legal differences between the countries, case selection was restricted to the United States. The police consolidation projects examined were grouped according to commonality of characteristics into models of consolidation. These models will be described in Chapter 4.

Consolidation efforts featuring total consolidation of the police function in more than two political subdivisions, without the consolidation of the subdivisions, appeared to be rather unique in the United States. Imposing an additional desired characteristic that the study site selected be basically rural limited the available cases to Riley County, Kansas. Riley County police services were consolidated by a general election on November 7, 1972.

To conduct the case study of police consolidation in Riley County, a group of four factors was developed. It consisted of (1) the Socio-Political Setting, (2) the Legislative Actions, (3) the Fiscal Policy, and (4) the Organization. Data was methodically collected by site visitations and interviews, and record searches as listed:

- a. Site Visitation and Interviews
  1. Interviews with persons involved with the consolidated police department.
  2. Interviews with persons involved in the creation of the consolidated force.
  3. Interviews with persons involved in opposing the inception of the consolidation force.
  4. Visit to police stations and substations within the county.
  5. Visit with the Kansas Farm Bureau, Legislative Research Department, involvement in consolidation of Law Enforcement in Kansas.

6. Visit with state legislative law enforcement planning and research personnel.
- b. Records Search
1. Police records
  2. County court records
  3. Newspaper files
  4. Balloting records
  5. State Legislative records

## RESULTS

The results of the study are presented in Chapter IV The Models where various consolidation efforts are examined and compared in the development of the taxonomy. Chapter V The Case: Riley County, Kansas reports the examination of the study site. Chapter VI Conclusion and Recommendation reports the conclusions made of the case study and delineates the recommendations for future consolidation efforts similar to Riley County and to researchers studying consolidation efforts.

## IV

### THE MODELS

The number and types of approaches to consolidating or unifying police services are too numerous to be listed in full in this chapter. Among the variables are the number of participants (two or more municipalities, two or more counties, city-county, state-city, state-county, etc.), the method of financial participation, the question of whether the total service or only some of its components are involved, the form of the agreement (contract with one unit providing service to another, or joint exercise of power), and the method of selecting the body which supervises the arrangements, if such a body exists. The wealth of intergovernmental arrangements does permit, however, grouping these into five models:

1. Total Unification (Involving all political and department functions within an area)
2. Total Functional Merger
3. Support Services Consolidation
4. Contractal Services
5. Inter-agency Cooperation (Including mutual aid pacts)

#### TOTAL UNIFICATION

Under this model all the political subdivisions are unified to create a new political subdivision. Political subdivisions include communities of various sizes, (cities, villages or towns), townships and counties, special districts and special function agencies. All the political subdivision service units would be merged with another similar service unit from the merged political subdivisions. An example

would be the merging of a city with a county, creating one new political subdivision with one maintenance department, one set of equipment, etc. The most commonly cited example of total unification in the United States is Jacksonville-Duval County Consolidation in Florida.

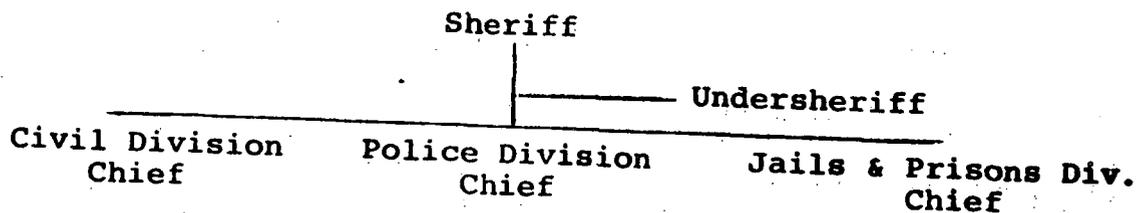
Consolidation of law enforcement activities in Jacksonville-Duval County, Florida, came about as a part of the general consolidation of all city and county government services. The decision to consolidate was prompted by a study of the following problems and proposed solutions: rapid population and business increase outside the city limits and decline inside; governmental structures without the legal capabilities to meet the changing needs, which resulted in disproportionate services to taxpayers and disproportionate sharing of the tax burden.

Consolidation of Duval County and Jacksonville occurred via a 1965 State Legislative Act establishing a local Government Study Commission to "study the structures, functions and operations of all governmental units and bodies within Duval County, including the County government...to determine the need...for the consolidation...or other revision...and to draft a plan..." The Act (Chapter 65, Laws of Florida, 1965) established the membership of the Commission and Advisory Committees, provided operating funds, and legal authorization to conduct hearings, examine records, etc.

Eighty citizens and a small professional staff spent 15 months in intensive study and research into the entire spectrum

of local government. Their recommendations were submitted to the State Legislature in January, 1967. In August 1967, a referendum was held and the voters approved consolidation. The effective date of police consolidation occurred on October 1, 1968.

The chief law enforcement officer within the county was the sheriff, elected by the people. Graphically the new organization appeared as follows:



Before Consolidation the Duval County Sheriff's Office was furnishing limited municipal type law enforcement in the suburban area along with all the other services Florida law makes the Sheriff's responsibility. The Jacksonville Police Department provided concentrated municipal type law enforcement and some allied services which the city government added to the Department's primary responsibility.

Both the pre-consolidation agencies had been in existence as political entities for many years - the Office of Sheriff since the 1820's and the Police Department since 1869. In the intervening years, the two agencies evolved generally similar methods and operations.

The operating cost of the new Office of Sheriff for the Consolidated City of Jacksonville was more than a mere combination of the two former budgets. The large cost increase

that occurred can be attributed to:

1. Large number of personnel. Up 235 since consolidation.
2. Higher operating costs. Attributed to inflation.
3. Expansion of detention facilities.
4. Transfer of certain functions into the Police sphere.

Due to the fact that all functions within Duval County and Jacksonville were merged, the consolidation of police services was accomplished with minimal problems.<sup>9</sup>

#### TOTAL FUNCTIONAL MERGER

The creation of a new governmental entity to provide police service to a given area is both the simplest and the most difficult solution. It is simple because inherent in its creation is the demise of any predecessor agencies; this does away with the need for close coordination found in functional consolidation and with the problems of assimilation and control present in contracting. It is a difficult solution, however, because it entails still another layer of government, one that is untested and is new to its responsibilities.

Problems Involved in the Approach: The difficulty inherent in this general approach is that a new, distinct governmental unit (with the exception of the subordinate service district option) would be created to perform a single task. The underlying assumption of local government is that for a local governing body to be responsive to a community it must be elected directly by that community. A system whereby the governing body consists of elected officials once

removed creates greater potential for silence than for responsiveness to citizen concerns. The reason is that the constituency is not well defined. Is the constituency of the separate police agency the general citizen or the legislative body that selected the particular individual who serves on the police agency governing body? Local influence and policy direction of the police agency is much more difficult to obtain through this approach than through any of the other major approaches.

An example of a new regional department occurred in Pennsylvania. Five local governments in York County, (three townships and two boroughs), in 1972 formed the Northern York County Regional Police Department to provide law enforcement protection to the area. Prior to formation of the unit, full-time local police protection was not available to all of the participants nor were local ordinances enforced on any systematic basis in the participating communities. It was felt by the participants that some selective enforcement in traffic was essential, but none was able independently to respond to this need. As a consequence, the regional department (a merger in effect) was formed to serve a population of more than 23,000 in an eighty-one square mile area. In 1974 one more municipality, a borough, joined the department. To govern the program a regional police commission was established consisting of one elected official from each participating borough or township. The function of the six-member police board is to provide overall direction to the regional police agency. It exercises this responsibility through holding

monthly meetings, reviewing and adopting the annual budget, establishing service levels, setting or reviewing various priorities, and undertaking related techniques and procedures.

#### SUPPORT SERVICES CONSOLIDATION

A fourth model to attaining a unified law enforcement system would be to combine separate elements of the various participating units into one. This approach views the police agency in its component parts, not as a whole. In so doing sharp distinctions can be made between those components which are supportive (e.g., records and communications, training) and those which are operational (e.g., patrol services). From this perspective it may be feasible to consolidate some aspects of police work while reserving others to the particular community. Examples abound for unified services of this type.

A support service consolidation approach can also mean that another government (e.g., a state or a county) will provide specialized support services beyond the capacity of a first-line unit independently, without recourse to special charges or fees. Support Services Consolidation need not be complicated or sophisticated. Regardless of the variation used, it is an effort to expand the capabilities of the users by sacrificing a limited measure of local autonomy and control. Several examples of support services consolidation are listed below:

Michigan Systems: In Genesee County, Michigan, the city

of Flint's police department, the Michigan State Police, the Genesee County Sheriff's Department, and a number of smaller surrounding city and township police agencies have banded together to establish the Genesee County Communications Center. This single center has pulled together all complaint reception and dispatching operations for most of the police agencies within the county. Twenty-four-hour dispatching is provided to all participants in the system--a service which some could not provide alone. In St. Clair County the sheriff's department provides dispatch service for the city of Marysville's police department as well as its own. Similar approaches can be found in most other states. Indeed, dispatching is one area that seems most susceptible to support services experimentation, particularly with the advent of the 911 emergency telephone number program.

The communication systems in Muskegon County and Jackson County, Michigan, are examples of consolidated dispatch operations. The Muskegon County system, called Central Police Dispatch (CPD), is actually a division of Central Operations for Police Services (COPS), an agency established under Michigan's interlocal cooperation act to provide several police support services to eight Muskegon County police agencies. The agreement, initially signed in 1969, created a joint board of directors composed of one elected or administrative official from each participating jurisdiction. This board is responsible for policy determination and financial aspects of all centralized police services. A

second board, the board of administration, consists of one senior law enforcement official from each participating agency. This board is responsible for day-to-day operations and administration. Costs of the operation are shared by all members according to a formula that includes population, assessed valuation, and amount of service used by each community.

The Olmsted County-Rochester Experience: A somewhat different approach to support services consolidation is found in Olmsted County-Rochester, Minnesota. Here the two principal police service agencies within the county jointly share a law enforcement center located within the county courthouse. The Law Enforcement Center (LEC) provides ample facilities for both departments yet preserves the identity of each. One large locker room and a combination squad and training room serve both departments. A single complaint reception and records center operated by Rochester serves both departments. Indeed, the two departments are so intertwined that the area assigned to one cannot readily be differentiated from that assigned to the other. In fact, apart from the distinctive uniforms, a chance visitor to the offices could not distinguish between the staff members of the two agencies.

Important to the Olmsted County-Rochester experience, however, is the fact that the working relationship extends beyond mere physical proximity. Some programs are mounted jointly (e.g., narcotics and vice) and some are run by one department for the benefit of both (e.g., communications

center), and there is always backup assistance by one in the other's jurisdiction when circumstances require it. Support Services consolidation clearly has been beneficial to both departments, yet each maintains its discrete personality and style. It is quite likely that many area residents are not aware of the degree to which support services consolidation of the two agencies has taken place, because in the operational areas where police action is most visible the separate identities remains.

Subordinate Service Districts: A modified approach to the support service consolidation program is found on Long Island, New York. Here, two counties, Suffolk and Nassau, have each created subordinate service districts and provide a range of police services to various subdistricts within the county on the basis of local option. A basic level service is supported through the county general tax fund. An intensified service, on the other hand, may be selected and a special

police force, albeit on a part-time basis. Activities that it cannot handle independently are the responsibility of the sheriff's department.

Far more practical is the approach used by a number of smaller police agencies in Michigan. Here, the small city or township police department handles basic patrol duties and responds to service requests. Should a major crime occur, or should some particular problem require a concentrated follow-up investigation, then the Michigan State Police would be called in to provide assistance.

Summary: A unified service approach through support services consolidation, then, takes several forms. It can be a formal contractual arrangement whereby one government provides a specific supportive service to another for an agreed fee. It can be merely the informal combining of resources to address a specific law enforcement problem in the field.

#### CONTRACTUAL SERVICES

Contracting for total or partial law enforcement services is another major option available to local governments for providing an adequate level of police service. Typically, one local governmental unit (almost always a city) will contract from another (almost always a county) to obtain a specified level of police protection on a twenty-four-hour day-to-day basis. The Los Angeles County sheriff's department, beginning in 1954, was the first major policing agency to refine and develop the contract program--an approach that is now found in most states.

Issues of Local Control: A contractual approach to unified police service does not come without disadvantages. If a city were to contract from a county for police service the city would, in large measure, forego daily control over that service. The city's freedom of action would be limited by the terms of the contract in that the county would have operational control over police services. Indeed, the city would have to negotiate with the county in order to alter the service in some manner. In some circumstances, the city may have the options of contracting with another party or providing the service itself. One factor is that most smaller cities are not capable of providing independently a full array of supportive services, nor can they usually sustain substantial patrol efforts. One option to their provision, of course, would be contractual services consolidation. Another would be to contract for the entire police service.

One key responsibility for the county (assuming the county is the contractor) which was previously a responsibility reserved to the city is to set the minimum level of police service for the city area. The city (the contracting party) would be free to exceed that level but not to request a lesser degree of service. The reason for such a provision in most contracts is that the contractor is assuming the principal police responsibility and therefore must make its own assessment of minimum need. Beyond that, the host government can seek whatever level of service it desires.

For example, the program offered by the Los Angeles

County sheriff's department has attained such sophistication that various packages of specialized service are available. A selective traffic enforcement detail could be arranged, for example, to handle school crossings, or rush hour traffic or some specialized patrol service could be developed to handle a crime-specific problem. The contracting city must request the additional service and pay the standard contract price for the services it receives. From this vantage point it can be seen that if a particular need should emerge beyond the scope of the contract, a specialized contract for that particular problem might be developed. This does permit a community to exercise some options in responding to emerging issues.

Costs: Aside from issues of local control, perhaps the most important issue in contract law enforcement is cost. One common theme is that counties, which are the units typically providing the service, offer cut-rate prices to cities at the expense of nonparticipants; that is, the county taxpayers as a whole are paying for the extension or expansion of services to a given area, not the users. This type of fear can be lessened, if not alleviated, by having the contracts specify that services already paid for through county tax dollars will not be incorporated into the service agreement.

For example, a typical sheriff's department usually has a large area to patrol, much of it rural in nature. Patrol units tend to be scattered widely and no particular pattern of concentrated services usually emerges unless there is a

densely populated unincorporated area. Patrol activity through a given area is minimal at best. Backing up the patrol force is an array of supportive services (investigation, records, communications, etc.). However, in a contract program it is the cost of the intensified patrol effort which is (or should be) passed on to the contracting unit, while the supportive services program normally is financed through the general tax levy. In this manner, a double taxation burden can be avoided and each of the participants can be charged reasonable fees for the special services.<sup>11</sup>

#### INTER-AGENCY COOPERATION

Inter-agency Cooperation, commonly called mutual aid, is perhaps the only universally accepted method of police service unification. Without question it is the simplest and least disruptive approach. The fact that it is limited to emergency situations almost precludes its discussion with the other approaches to unification. Nevertheless, because it has achieved prominence in recent years and because it often leads to other unified systems, it deserves some attention.

Inter-agency Cooperation is defined as "an exchange of services, personnel, and/or equipment between law enforcement agencies during times of emergency." As indicated earlier, mutual aid is authorized specifically in twenty states and is permitted under intergovernmental cooperation legislation in forty-four states. It undoubtedly is used under some authorization in all fifty states and in the District of Columbia.

The usual participants are neighboring municipalities and, by virtue of their county-wide office, county sheriffs.

Mutual Aid Agreements: Mutual aid agreements, if they are written (many are not), are usually between a limited group of contiguous municipalities and contain the following provisions:

1. Designation of an appropriate official empowered to request assistance.
2. Procedures to be followed in responding to a request for assistance.
3. A provision extending to the responding municipality all immunities from liability enjoyed by the requesting municipality.
4. A provision waiving any and all claims of the parties resulting from aid extended outside their jurisdictions.
5. A provision indemnifying and saving harmless the parties to the agreement from third party claims arising out of activities outside their respective jurisdictions.
6. A provision extending the power of arrest to officers of the responding unit while operating in the jurisdiction of the requesting unit.<sup>12</sup>

Mutual Aid Agreements in Operation: Perhaps the most encompassing provision for mutual aid in the country is contained in the California Emergency Services Act, which established a statewide mutual aid system to cope with all types of large emergencies. The system is structured to permit city, county, regional, and state participation depending on the extent of the emergency. The state is divided into seven mutual aid regions with a coordinator in each region responsible for organizing and coordinating the dispatch of resources to the scene of an emergency. The system is normally set in operation by the lowest jurisdictional level (a city) and involves neighbor-to-neighbor type assistance. The county

sheriff may also be involved, as he or she has county-wide jurisdiction. If the sheriff believes that the emergency has gone beyond the capacity of county-wide resources to control, the sheriff will seek the assistance of regional resources through the regional coordinator. When regional resources are committed, the state law enforcement coordinator is advised. However, only the governor or the governor's representative has the power to commit resources from other regions or state forces (e.g., the California Highway Patrol or the National Guard). Thus, officers can be summoned from all parts of the state to the scene of an emergency, and, while acting under authority of the Emergency Services Act, they have the same authority they would have if they were acting in their own jurisdictions.

The overall system has operated admirably in the many emergency situations encountered by California local and state officials. However, as would be expected, mutual aid is extremely expensive in terms of personnel resources, requires specialized equipment, and mandates thorough planning. Only in magnitude do these and other problems in large mutual aid systems differ from the normal day-to-day problems of any police administrator.

As has been indicated above, the type of mutual aid system used in emergencies has often led to other unified systems involving agencies in a particular area. Typical of such coordinated operations are the so-called "metro squads" or metropolitan enforcement groups (MEGs) which commit officers

from several jurisdictions and agencies to assist in specialized operations. These operations recently have involved programs to combat drug abuse, although their forerunners were established to investigate major criminal cases or to apprehend fugitives.

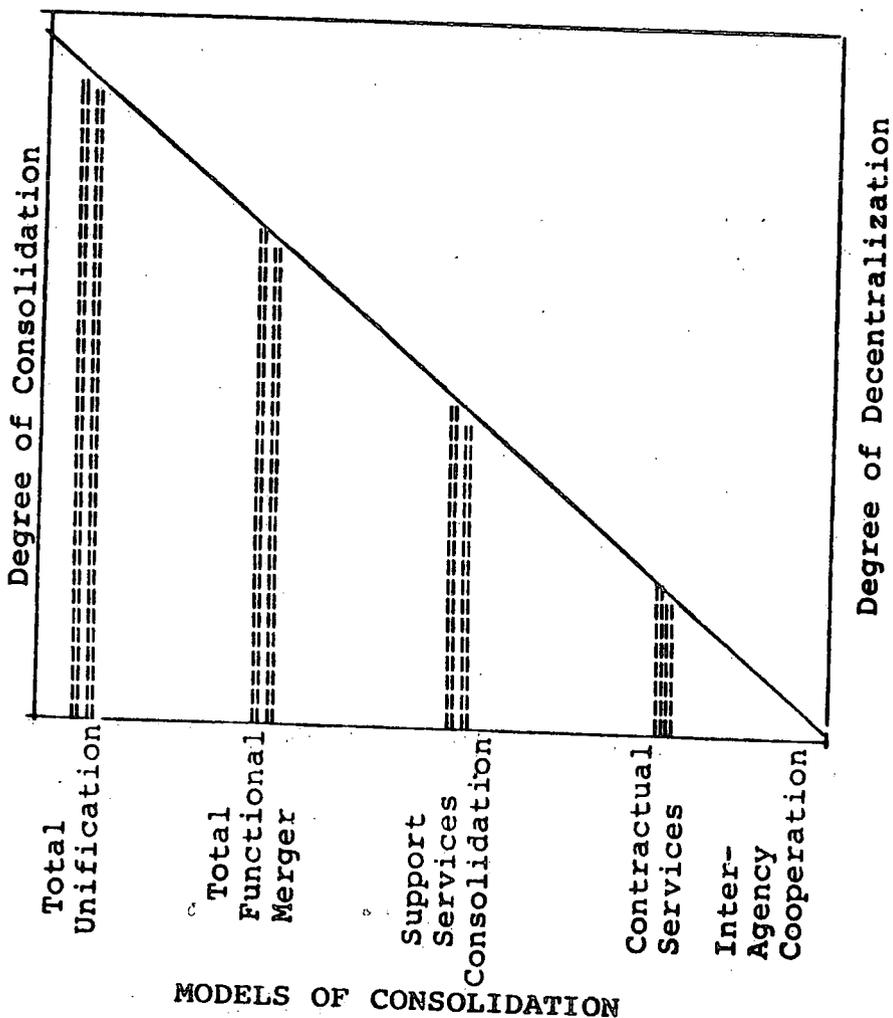
The Major Case Squad of the Greater St. Louis Area, comprised of investigators from Illinois and Missouri police departments, was initiated because officials of the larger area police agencies believed that they should make their resources available to the smaller municipalities as a cooperative gesture. In an early pronouncement, the board of directors of the squad gave the specific reasons for its existence as follows:

1. A smaller municipality rarely is sufficiently staffed to investigate a major case.
2. The perpetrator in many cases resides or takes refuge in the larger city while he preys on the smaller.
3. Witnesses, leads, and evidence may be found in more than one jurisdiction.
4. The general pooling of resources seems to be the only answer to the fight against crime.<sup>13</sup>

The last statement not only sums up the reasons for police mutual aid systems, but also establishes the framework for other, more far-reaching systems of police services unification.

### SUMMARY

As public concern over the police services increases there will be greater receptiveness to areawide solution to the organization and financing of police services. The five models discussed in this chapter--total unification, total functional merger, support services consolidation, contractual services, and inter-agency cooperation--provide enough adaptability to serve almost any part of the country and any legal requirement. The following chart displays the hierarchy of the models in relation to the amount of consolidations each model possesses.



Consolidation of police services is not new to the American law enforcement field. The emphasis placed upon consolidation by the National Advisory Commission and Criminal Justice Standards and Goals will probably result in an increased number of such mergers in the coming decades.

The English and Canadian police forces are well along on the road to Total Functional Consolidation. The English, operating under a national police system, are continuing to merge their larger departments together, reducing their number of departments to twenty-six at present. The Canadians have made large strides in the consolidation movement, particularly in the Toronto area, and the Regional Municipality of Peel.

In the following chapter the Riley County Police Consolidation, a Total Functional Merger, will be examined and its development traced. What makes this consolidation unusual is that Riley County eliminated the office of sheriff, and the county is rural in nature.

THE CASE:  
RILEY COUNTY KANSAS

To evaluate the Riley County Police Consolidation project a group of four factors were developed. They were: (1) Socio-Political setting of the county and surrounding area this portion dwelled into the history of the area; (2) Legislative actions accompanies the consolidation; (3) Policy/Fiscal actions of the Law Enforcement Board; and (4) the Organization of the Riley County Police Department.

In order to maintain a flow of the events, the Socio-Political factor is divided into two parts.

SOCIO-POLITICAL (PART I)

The County prior to consolidation of policy services and agencies, Riley County, Kansas was atypical in many aspects to other counties throughout the state. Riley County was created in 1855 by the Kansas Territorial Legislature and was in the Western tier of the first thirty-six counties organized in the state. Three additions of land were made to the original tract: (1) in 1871 Zeandale Township, (2) in 1873 Ashland Township, and (3) Manhattan Township.

In its present configuration, the county encompasses 624 square miles and has a 1970 census population of 41,019. The estimated population of the county varies between 66,019 and 66,519 persons. This is due to the student body of Kansas State University and military personnel located at nearby Ft. Riley. Within its borders, the county operates 649 miles

of road. A more detailed picture of the county can be obtained by examining Appendix A: General Highway Map, Riley County, Kansas.

Manhattan is the county seat and the largest population center within the county. The town was organized under the Manhattan Town Association on June 28, 1955, and was laid out on 1,280 acres of ground owned by Joseph Tennery and Jarred Dawson. These men were members of the Wyandotte Tribe, or nation, of Indians.

The Wyandotte Indians were originally located in Ohio and Michigan, but in 1843 they were moved into Eastern Kansas to make room for settlements and farms in Ohio. In compensation for their land, the U. S. Government gave 640 acres of land in Kansas to each adult male. Due to their advanced state of civilization and many years of inter-marriage to whites, the Indians preferred to sell their land in Kansas and leave the reservation.

When the county boundaries were defined by the legislature in 1855, Pawnee was designated as the county seat. The county seat, however, was located within the Fort Riley Military Reservation, and the Secretary of War ordered the town evacuated. The County Commissioners met in Ogden, designating it as the temporary Seat of Government. An official election was held to determine the new county seat on October 5, 1857, and Ogden was declared the winner. The election in the Ogden Precinct was contested by citizens from Manhattan charging

fraud. The charge was sustained and Manhattan was declared the official county seat.

Manhattan was incorporated into a third class city by an act of the Territorial Legislature on February 14, 1857. At the present time, (1970), Manhattan has a population of 27,575 persons and 85% of the total registered voters in the county. Previously operating under a mayor council system of government, the city currently has a city manager form of government.

Riley County contains four other incorporated towns: Ogden, Riley, Leonardville, and Randolph. Ogden is located near the Fort Riley Military Reservation and has a population of 1,491. The town originated as a "Sudsville"-housing area for enlisted men's wives who took in washings-and was chartered by the Territorial Legislature in 1857. Due to its location, Ogden derives its income primarily from military personnel, residing within the town, and retired military personnel.

The communities of Riley (pop. 668), Leonardville (pop. 320), and Randolph (pop. 92) are all largely farming communities that are experiencing diminishing populations.

Kansas State University is located within Manhattan, Kansas, and at present has an annual enrollment that exceeds 15,000 students. The university was founded in 1863 under the Morrill Act and was designated the Kansas State Agricultural College. Time has observed the changing of the name to Kansas State University of Agriculture and Applied Science, and has become one of the outstanding agriculture

colleges in the world. The university is specially noted for its research on prairie grass, ranching, and beef cattle.

The most dominant factor in the area is the Fort Riley Military Reservation. Any discussion of environmental factors relating to the county would be incomplete without reviewing the contributions and problems made by the military reservation to the history, culture, economy, and law enforcement requirements in the county. Created by Congress on January 7, 1853, the Post has been in a continual active status since that time. The size of the Post has expanded until 110,000 acres are presently used. Personnel strength has risen steadily to the current strength of 15,000 troops in three camps.

During all major wars, the Post population expanded greatly. The spillover of personnel is recognized by the fact that 8,000 military personnel presently live in Riley County. In addition, approximately 600 military retirees reside in the Manhattan area.

In 1963 the Tuttle Creek Dam, across the Big Blue River, about 12 miles North of Manhattan, was completed. Built for flood control, the resulting lake is the largest impoundment of water in Kansas. Approximately 1,000,000 people visit the lake site annually. In addition, numerous homes have been constructed along both sides of the lake creating a form of unincorporated area.

The county's first white settlers were Missourians of English descent. The first large immigration occurred in the 1850's when the Dutch moved into the Fort Riley area.

The military imported several hundred Dutch stone masons to construct the barracks and facilities at Fort Riley. The masons stayed on settling in Manhattan and along the McDowell Creek area. The Dutch settlers continued to arrive until the 1890's. Movement of Easterners, mainly from Ohio, West Virginia, and Pennsylvania, occurred following the Civil War. The majority of the settlers went into farming and ranching. The Kansas Legislature Act of 1889 declared portions of the county grazing areas. The Dewey Ranch was located in the Southeastern portion of the county. The ranch engulfed Zean-dale Township and several townships in Wabaunsee and Geary Counties.

The county's primary income is derived from Fort Riley and Kansas State University. The secondary income source is from farming and ranching and a service shopping center for the surrounding communities. A small number of light industries are located in a newly erected Industrial Park in Manhattan.

The topography of Riley County is rolling sandstone hills covered with bluestem prairie grass. The area is included in the Flint Hills, the richest pastureland in the world. The county is sprinkled with small streams and springs flowing into the Big Blue and the Kansas Rivers. The majority of the land is bare of timbers--the majority of the trees located along the rivers.

The county is bisected by two railroads, the Union Pacific and the Chicago Rock Island & Pacific. Interstate-70 touches the county on the extreme Southeastern side. U. S. Highways 77 and 24 run throughout the county providing North-South and East-West maneuverability.

Law Enforcement. In the 1855 Act that created Riley County, the Territorial Legislature authorized the Territorial Governor to appoint a sheriff to serve until an election could be held. In the Spring of 1855, Governor Reeder appointed Seth L. Childs as Sheriff. At the first regular election in the fall of 1855, W. H. Davis, a Republican, was elected.

During the years Kansas was a territory, the sheriffs in the Western tier of counties in Northern Kansas had jurisdiction over an additional stretch of land from their county's Eastern boundary across the Kansas Territory to the Western boundary. In this period the Kansas Territory's Western Boundary was the Utah Territory, or the crest of the Rocky Mountains.

The 1855 Act also provided law enforcement services for unorganized counties, those with less than 600 people. For a two year period, 1855-1857, Davis County (later Geary) was attached to Riley County for all services. Geary County was of similar size and located to the Southwest of Riley County. Needless to say, very little law enforcement activities were conducted in the area from the County Seat to the Rocky Mountains.

The duties and terms of office for the Sheriff as set in

the 1855 Act remained unchanged until the consolidation of police services. The Sheriff was elected for a two-year term and was eligible to repeat himself as many times as possible. His duties, as set forth in the State Constitution, were as follows:

1. Collecting taxes within the county
2. Maintaining a jail
3. Preserving the peace
4. Apprehending felons and persons charged with a crime or misdemeanor
5. Executing warrants and civil papers

From the date of creation of the Sheriff until 1960, the Office was arranged as follows:

1. Sheriff
2. Undersheriff
3. Sheriff's wife (prepared meals for prisoners and part-time dispatcher)

While the Sheriff had the power to appoint other deputies to fulfill his duties, financial limitations usually imposed by the County Government Board prevented any additional staff. The physical facilities consisted of a large two-story sandstone structure built in the 1890's. The top portion contained the jail while the first floor was the living quarters for the Sheriff and his officers. The physical layout was unusual in that the jail and sheriff's living area were separated from the Court House.

The last Sheriff elected, Wayne Anderson, started a reorganization of the office to meet the expanding duties of Sheriff. In 1972 the living quarters were converted into administrative offices; four deputies were assigned to patrol duties; four deputies were assigned as jailers; and one

individual was assigned to radio dispatching/record keeping. The Undersheriff was responsible for training, investigation, and administration.

In 1973 steps were taken to consolidate jail operations within the county. At that time, besides the Riley County Jail, Manhattan operated a city jail and the detention facility at the city of Ogden. Through a cooperative agreement, the Sheriff's office handled all booking, prisoner processing, and feeding. The Ogden facility was closed and the Manhattan City Jail converted into an annex to the County Jail.

In the early 1960's, the Sheriff Department assumed enforcement and investigation duties in the towns of Riley, Leonardville, and Randolph. In the past, these communities had their own police departments and courts, but diminishing population and revenue saw the forces disbanded. The communities in some cases employed town marshals to enforce ordinances or check buildings at night. The limited number of deputies had to depend upon the Kansas Highway Patrol for additional patrol enforcement.

Prior to consolidation, the Manhattan Police Department was the largest law enforcement agency within the county. The force had 40 sworn officers and 16 non-sworn personnel.

The force was established on June 27, 1857, when the city council appointed James L. Gardanir as Town Marshall of Manhattan. Besides law enforcement duties, the Town Marshall was responsible for cleaning the schoolhouse, cleaning rubbish from city streets, and keeping water wells filled. For

this he received a salary of \$50.00 per year. After four and one-half months on the job, he resigned.

As the city grew, the Town Marshall requested and received additional personnel. In 1873, personnel designated as Special Officers were hired as night watchmen. In its final years of operation, the department operated on a budget of \$561,625.00.

Upon consolidation the Manhattan Police Department furnished the majority of the command officers for the new department. A total of fifty-one former Manhattan Police Officers are in the new department. The Director, Assistant Director, and Director of Administrative Services, have all served in the Manhattan Department.

The Ogden Police Department was the third police department in the county at the time of consolidation. This department had originated from a Town Marshall that was appointed on February 7, 1859. Prior to consolidation, the department had two full-time officers and one part-time reserve officer.<sup>14</sup>

One aspect of Law Enforcement in Riley County cannot be overlooked when stating the history and consolidation process-- prior military experienced personnel and retirees. The majority of officers employed in law enforcement positions were retired military policemen. This allowed the various departments to hire personnel at a rate well below the national standards with regards to their salary. The close proximity of Fort Riley allowed the retirees to utilize the Post Commissary, Post Exchange, clubs, and medical facilities. It was not uncommon to find monthly salaries of \$200.00 and

\$300.00, but compared with military pay and benefits, the living standards were brought up to and in some cases exceeded the local "civilians" pay and standards.

Besides the city and county law enforcement officers, approximately fifty other law enforcement personnel are based in Riley County. They include thirty campus policemen at Kansas State University; approximately ten State Fish and Wildlife Officers; four Federal Bureau of Investigation Agents; four Federal Bureau of Investigation Agents; five Kansas State Highway Patrol Officers, and several Federal Park Rangers. The military police from Fort Riley operated joint patrols in Manhattan due to the large number of military personnel who frequent the town. U. S. Army criminal investigation personnel and military police investigators could be utilized on cases involving military personnel. A good relationship existed between the civilian agencies and the military law enforcement agencies.

An examination of the above material reveals that Riley County can be classified as a somewhat typical rural county. The location of Fort Riley nearby is a factor, but not a prime factor in the law enforcement arena. The location of Junction City outside the main gate of Fort Riley has resulted in that community becoming a "GI" town.

Kansas State University, a large higher educational institution by any standards, provides jobs and income for the area. The location and the school's prominence in agriculture has resulted in a student body of rural people, eliminating

the student problems that are encountered in universities similar in size located elsewhere.

Outside of the metropolitan center, the county slips into the past, as most of the area is devoted to ranching and farming. What can be deduced is a county rural in nature with the county seat that functions as the business/cultural center, complete with college campus, recreational area (lake), and military commuters. The majority of the residents attitudes run on the conservative side due to their occupations, absence of a large city, and geographical location within the nation.

#### LEGISLATIVE

Changing the Law. The force that brought about the merger of police organizations and services in Riley County was not the influence of police managers or a new program developed by police personnel to eliminate money or duplication of services. The change agent was outside the police field and in the judicial branch of government.

During the late 1960's Donn Everett was county attorney for Riley County. As the prosecuting attorney, he dealt with the local city police and the sheriff's department on criminal cases and other items. Everett was frustrated by the lack of cooperation among the various law enforcement agencies and the duplication of effort that existed due to overlapping of services and functions. During this period, as throughout the nation, the crime rate was moving upwards. The disagreement between the Manhattan Police Department and Sheriff's Department was very evident.

Later Donn Everett was elected to the Kansas State Legislature and proceeded to remedy the police problems in Riley County. The State Constitution set specific guidelines pertaining to the elected offices in the counties. A county was required to have an elected sheriff and certain duties were outlined for that sheriff to follow. In order to bring about a reorganization of Riley County law enforcement agencies, the State Constitution had to be amended. In this regards Mr. Everett introduced House Bill No. 1795 in the 1972 Session of the Kansas Legislature. (See Appendix B for a copy of House Bill No. 1795.) In order to insure passage of such a measure the bill was carefully worded as to what county could utilize the benefits of the bill. An outright bill to allow merging of police services would have failed to pass due to the powerful Kansas Peace Officer's Association, Kansas Sheriff's Association, National Sheriff's Association, and the political parties within Kansas. Loss of the elected portion of the sheriff would mean a lessening of power among the political party in office, lessening of control, and loss of party job positions. In a rural state such as Kansas, the Sheriff, as the chief law enforcement officer and tax collector, wields a large amount of power.

In order to facilitate passage and allow the present political system to remain intact, the Bill was to apply only to counties with a population of more than 35,000 and not more than 40,000. Later this was amended to read: counties with a population of more than 20,000 and not more than 23,000.

Therefore, the original Bill applied to only four of the one-hundred and five counties in the state. The majority of the counties were large enough where the police function was well established and consolidation would not be attempted.

In addition to population, the Bill also placed a bottom and upper limit on the assessed tangible valuation a county could have. This in turn eliminated some of the counties that could participate. In short the Bill was written specifically for Riley County.

Other portions of the Bill dealt with creation of the agency board, elimination of other law enforcement agencies within the county, retirement fund, tax levy, and accepting of power for the new agency.

The Bill was amended before passage to allow more counties to participate in the project if they desired. The amendment allowed approximately ten counties to elect for consolidation. With such limited application, the Bill drew no opposition in the House and was passed.

#### SOCIO-POLITICAL (PART II)

The Election: As directed by the Bill, the issue of a consolidated law enforcement agency was placed on the ballot in Riley County on November 7, 1972 as "shall the County of Riley adopt the provisions of 1972 House Bill No. 1795, and any amendments thereto, providing for consolidated law enforcement in certain counties?" The resolution passed 8,667 to 7,082. The City of Manhattan carried the vote, especially

in Ward 5. In this section of town, Westside, is concentrated the University and more younger, upward mobility people. These precincts have been added to the city in the recent years. The number of absentee ballots cast reflected a two-to-one margin in favor of consolidation.

The county townships voted down the consolidation in all cases except Manhattan Township. The Manhattan Township is located around the city. Of the five precincts, only one voted against consolidation, Precinct #1 located North of town. The remaining precincts, #2 located across the Kansas River, #3, South of town, #4, along Tuttle Creek, and #5, at the University, all voted for consolidation. It can be assumed that the people in Manhattan Township voted for consolidation since the absence of adequate police service was more evident in their area than in the remainder of the county.

In the city of Manhattan four precincts in Wards 2 and 4, voted against consolidation, primarily those located on the Southside of town. This section is made up mainly of Mexican-Americans and Blacks. The fact that the jail (sheriff's office) was located in this section of town could account for the shift.

The rural section of the county voted against the issue since probably the sheriff was the traditional law enforcement officer. There was some feeling that Manhattan would dominate a consolidated agency and that the primary police services would be allocated to the city. In addition, the sheriff had increased police services to the rural sections

of the county, in some cases introducing the first of any services to the rural area.

Ogden voted against the issue since their police department would be resolved and a primary source of income for the city (speeding tickets) would dry up.

The Sheriff failed to campaign against the issue since he believed the item would fail. Help was offered by the Kansas Sheriff's Association, but the Sheriff refused it. This proved to be the fatal error, since the vote was so close - 1,586 was all it was passed by - a well financed campaign would have killed the issue.

For additional information on the voting pattern, refer to Appendix C, Abstract of Votes Cast at a General Election in Riley County, Kansas, November 7, 1972.

The First Attempt: The Board was created in January, 1973, and started to create the new department; the law stated that the new department must assume operation on 1 January, one year following the law adoption by the county.

William Morton was designated as the first director. He started developing plans for the new department that indicated a budget of 1.5 million dollars for the first year of operation. A large portion of the budget was allocated for salaries for the officers.

Disagreement started on the Board as to the large budget and the large "empire" that was to be created. It is also noted that certain individuals in Manhattan felt the city did not exercise enough control over the new proposed agency. After

some maneuvering, Morton resigned. Then on June 1, 1973, the Board appointed Chief William L. Penhollow of the Manhattan Police Department as the new director.

Creation of the Riley County Police Department: Between the period June 1, 1973 and January 1, 1974, Director Penhollow, with the assistance of Assistant Director Johnson created the Riley County Police Department as it is known today, by merging services, transferring others, and creating new divisions. When January 1, 1974, rolled around, the new department started operations in a smooth and efficient manner.

Opposition: As indicated in the election to create the consolidated police department, there was some opposition to the creation of the new agency. A short time after the new department started operations, the opposition initiated and created the Citizen Against Law Consolidation (CALC).

CALC was created around February 1974, with Barbara Mahaffey as chairman. The CALC based their campaign on several issues as follows:

- a. Why Consolidated Law Enforcement Was Bad
  1. Eliminated separation of powers since the County Attorney sat on the Board
  2. Budget was not public
  3. Destroyed tradition since the office of Sheriff was eliminated
  4. Unconstitutional
  5. Would lead to a National Police Force controlled by the Federal Government
- b. Problem with the Riley County Police Department
  1. Public was not fully informed on the law
  2. Law was poorly written
  3. Did not save money, but required more money<sup>15</sup>

By July 29, 1974, the CALC had gathered 2,646 signatures on a 164 page petition, more than the 10% necessary to place

the issue on the 1974 General Election Ballot. Between the filing of the petition and the general election, debate on the the issue swelled, eventually involving the entire community. All sources of the media became involved. Every issue of the paper was filled with advertisements, editorials, and feature articles. A talk show was scheduled involving radio and television.

To oppose the CALC, a "committee to save the RCPD" headed by Roger Batson, Vice-President of the Kansas State Bank, was created. With heavy backing from the business community and lodge organizations, the committee with editorial support from Bill Colvin, Editor of the Manhattan Mercury, swung into action.

CALC petition carriers made several false statements concerning the consolidated department, such as:

1. Police was destroying pre-consolidation administrative records.
2. Police was incompetent.
3. Budget had risen 300% since consolidation.<sup>16</sup>

Additional comments and accusations were:

4. The citizens of Riley County were afraid to turn in complaints under the new system of law enforcement, especially those who had signed the petition.
5. Representative Everett had originally written the Bill in a poor manner and was forced to rewrite it several times.
6. There was no provision for the community to create a police department if the measure failed--this was due to Everett's writing of the Bill.
7. Criminal records were being destroyed.
8. Consolidating police services was allowing the Communists to take over the nation.<sup>17</sup>

The pro-consolidation group provided evidence through the media that each of the accusations and comments were false.

The police department was in fact destroying records - after they had been microfilmed, and placed in the department's new filing system. The pro-consolidation group conducted a door-to-door campaign, especially in the rural section of the county. Surprisingly, the rural section was for consolidation since they had observed a tremendous increase in police service and performance.

In October, the police officers in the county created their own petition stating that they wanted consolidation, favored the present plan, and would not return to the old concept. Seventy-five of the eighty-seven officers on the force and fifteen of the sixteen reserve officers signed the petition.

During the heated debate, a charge was made that the Kansas Sheriff's Association had made an illegal contribution to the CALC. The charge stated this was illegal since the monies came from a county government fund. No basis was found for the charge. The President of the Kansas Sheriff's Association used the issue for an attack on the Manhattan Mercury, stating they, the Sheriff's Association, supported the CALC because the citizens of Riley County had not been fully informed of the unfavorable aspects of consolidation. The President went on to state that the people were allowed to hear only one side since the newspaper was pro-consolidation. This author was able to determine that the Kansas Sheriff's Association had donated some money, somewhere in the order of \$2,000.00 or more. However, this could not be verified.<sup>18</sup>

The CALC membership represented a cross section of the

people of county, from farmers to professors. The Mahaffey's, Ben and Barbara, were the chief opponents of the consolidation and served as spokesmen for the CALC. Their main concern was that the consolidation was unconstitutional since the county attorney sat on the Agency Board. They had recently, two years prior, moved into the community and Mr. Mahaffey was employed at Kansas State University as an Assistant Professor. During the debate, accusations were made that the Mahaffey's were members of the John Birch Society.<sup>19</sup>

Another chief opponent of the consolidation was D. E. Parker. He was against the agency because the sheriff, a tradition of American Government, was eliminated and the fact that the people were not elected to the Agency Board. Prior to consolidation, Parker was Undersheriff and refused a position on the new consolidated police agency as an investigator. A highly experienced former CID Agent in the Army, and polygraph operator, Parker has been elected to the Riley County Board of Commissioners.<sup>20</sup>

The crippling blow to the CALC appears to have come in early November, 1974, when the spokesmen for CALC, the Mahaffey's, refused to appear on a special debate that was broadcast by radio on station KMKF in Manhattan, Kansas. The CALC rejected the format of the program and demanded that additional people appear before the panel and more time be allowed for the program. The CALC was against the County Attorney, James Morrison, and the Director of the Police Department, W. L. Penhollow, for appearing on the broadcast, and wanted

instead Donn Everett, State Representative who sponsored the legislation for the consolidation. The CALC refused to participate and in turn received a tremendous amount of adverse publicity.<sup>21</sup>

The Second Election: On November 5, 1974, the voters of Riley County disapproved the abandonment of Consolidated Law Enforcement by 5,652 votes; 10,073 against 4,421 for abandonment.

The CALC carried only four Townships/Precincts; Jackson Township at Randolph by 13 votes; Swede Creek Township in the Northern portion of the county by 44 votes; Zeandale Township, Precinct 2 by 5 votes; and Ward 1 in Manhattan by 7 votes.

The CALC sustained overwhelming rejection from residents in Northwestern precincts as well as downtown and rural Northern portions of the county. In many cases, a stunning turnaround was noted from the 1972 election. The CALC could muster less than a quarter of the votes in the populous Western section of Manhattan, thus dooming its chances of success from the start. With a healthy 68% of the mandate, the Consolidated Law Enforcement Agency was secure.

#### FISCAL

The word police consolidation to many people means a saving of funds, however, consolidation of a police service does not mean that the cost of performing that service will be lessened. As an illustration, administrative costs may be reduced as the result of the merger of two or more agencies,

but these savings would be likely to be utilized in some other aspect of the joint program to raise the service level. As will be discussed, the consolidation of police agencies in Riley County led to a larger police budget than the combined budgets of the three departments prior to consolidation.

The law as enacted by the State Legislature provided for the cost of the operation to be financed by using the percentages of money spent for law enforcement in 1972, as a basis for accessing the three governing bodies their share of costs for the operation of the new department. The 1972 base year percentages were as follows: Riley County, 16.86%; City of Ogden, 3.59%; and the City of Manhattan, 80.55%. This continues then to be the percentages of costs accessed to each one of the three for their share of law enforcement in Riley county.<sup>22</sup>

The law provided that the county turn over to the new agency the police equipment that it possessed at no cost, and it further provided for the new agency to purchase from the cities involved certain equipment to be transferred into the new agency. The county was to furnish the facilities.

An issue was made as to costs before and after consolidation. In reviewing, one must realize that for several years prior to and since consolidation, there has been a considerable growth in Riley County; inflation had not overlooked the area. Cost increases have been less than agencies similar to Riley County over the same period of time. It must be pointed out that the means of financing police

services in the three departments involved were different, and therefore, it is very difficult to have true comparisons of increases.

Eighty-five thousand dollars was provided by Riley County to start the new department. (All of this was not used.) The 1974 first year budget was \$1,097,585.00. The combined 1972 published budgets of the three departments for the base year was \$707,238.00. Part of the money budgeted for the new agency was returned to the cities involved in purchasing their police equipment. (Weapons, radios, police cars, etc.) The total published combined budget for 1973 before consolidation including the \$85,000.00 was \$989,514.00. The first year of operation budget of \$1,097,585.00 was an increase of approximately 10.9% over 1973's combined listed budgets of the three departments.

The second year of operation, 1975, saw the budget climb to \$1,163,412.00. The increase in cost was kept to a 5.9% level, due to the one-time expense for "setting-up" in 1974. In accordance with the law, the budget increase was limited to 106%. As the department entered into 1976, a budget of \$1,279,753.00 had been forecasted, and increase of just under 10%. By law the maximum increase was limited to 110%.<sup>23</sup>

The economy as the prime factor in consolidation may possibly depend largely on each individual consolidation and the communities. Quite possible in the long run, a consolidation project may operate at a lower cost. In Riley County, prior to consolidation, the three departments within the

county were averaging a 12% to 20% increase per year. This was especially evident in the last few years due to inflation and the overall economy. Since consolidation, the increase for the department has averaged 10% and 6% respectively for the last two years. Through the use of a central purchasing office, the cost for bulk items, gasoline, uniforms, automobiles, has been reduced.<sup>24</sup> The one-time initial cost for any agency will be tremendous. Following the purchase of many items, that expense should not reoccur except for the maintenance of those items.

Other law enforcement consolidation throughout the nation has proven that costs will increase during the period of consolidation and for the periods thereafter. Only after a reasonable period of time and following extensive evaluation can this factor be more fully discussed. In light of the financial increases that will occur, the benefits of consolidation should be stressed in the terms of service to the people and elimination of duplication.

#### ORGANIZATION

The Board: As outlined in the law, the consolidated law enforcement agency shall be governed by a Board. The Board is composed of five members selected in the following manner: one member from the Board of County Commissioners, selected by the Board of Commissioners; one member of the governing body of the largest city within the county, selected by such governing bodies; one member a resident of the county, to be

selected by the County Board of Commissioners; one member a resident of the largest city within the county, selected by the governing body of such a city; and one member shall be the county attorney.

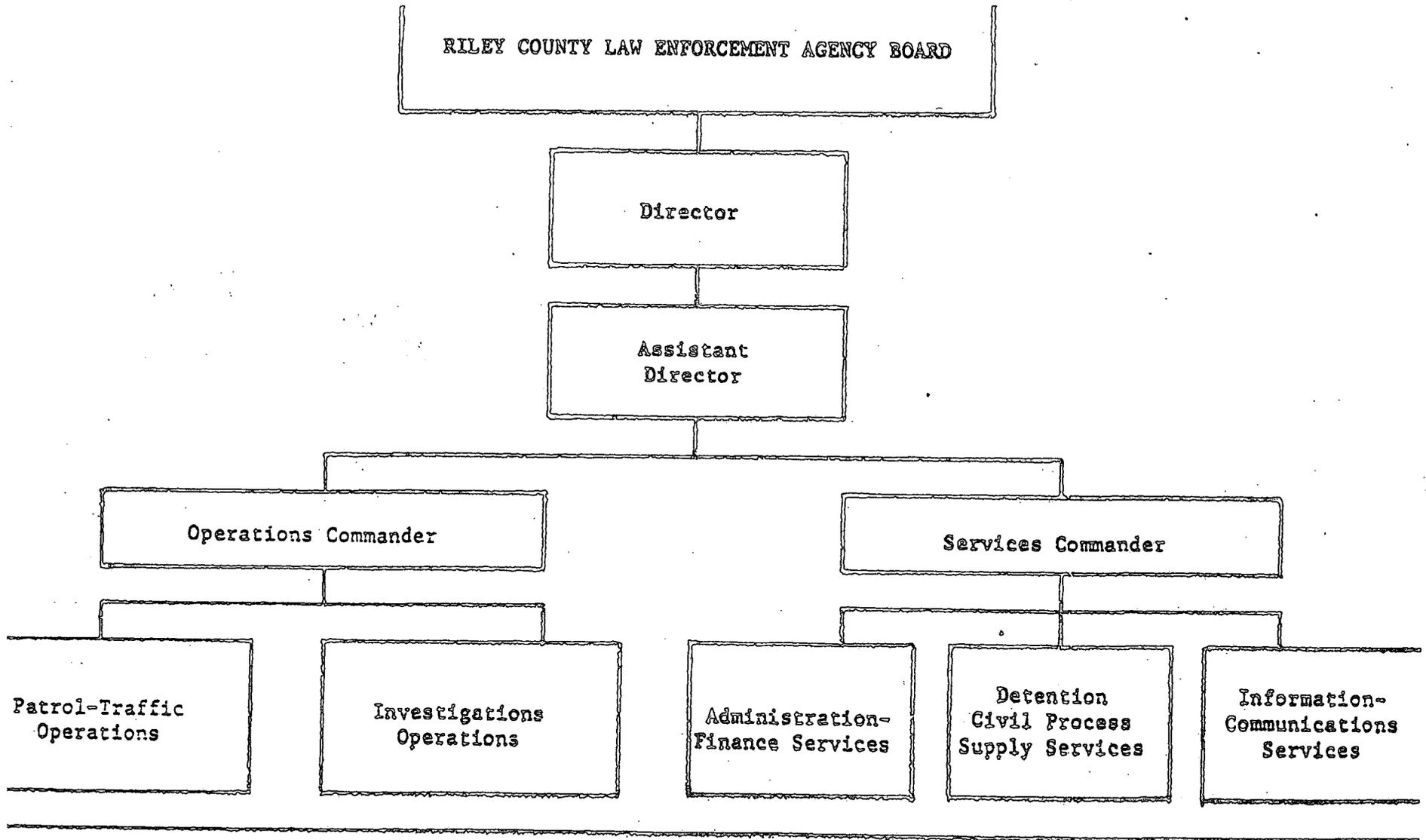
Instead of appointing a citizen at large from the city and county, the county commissioners selected another county commissioner to fill the county position; and the city council of Manhattan selected a city councilman for their citizen at large position. The first Board members were as follows:

Chairman (City Commissioner)  
 Vice-Chairman (Citizen-at-large, County)  
 Secretary (County Attorney)  
 Member (County Commissioner)  
 Member (Citizen-at-large, City)

The Board members served for a term of two years and received \$1,200 annually. The Board was responsible for the enforcement of the law, and the providing of police protection throughout the county. Specifically they were authorized to:

- (a) Appoint and establish the salary and compensation of a law enforcement director for the county;
- (b) Authorize and provide for the appointment of such law enforcement officers and other personnel as the agency shall deem necessary to carry out the intent of this act;
- (c) Establish a job classification and merit rating system for law enforcement officers and provide for the administration thereof by county or city personnel;
- (d) Establish a schedule of salaries for law enforcement officers;
- (e) Hear and affirm or revoke orders of the director providing for the suspension and dismissal of law enforcement officers;
- (f) Authorize the acquisition and disposition of equipment and supplies necessary for the operation of the agency and department;
- (g) Require the keeping of proper law enforcement records and files by the department;

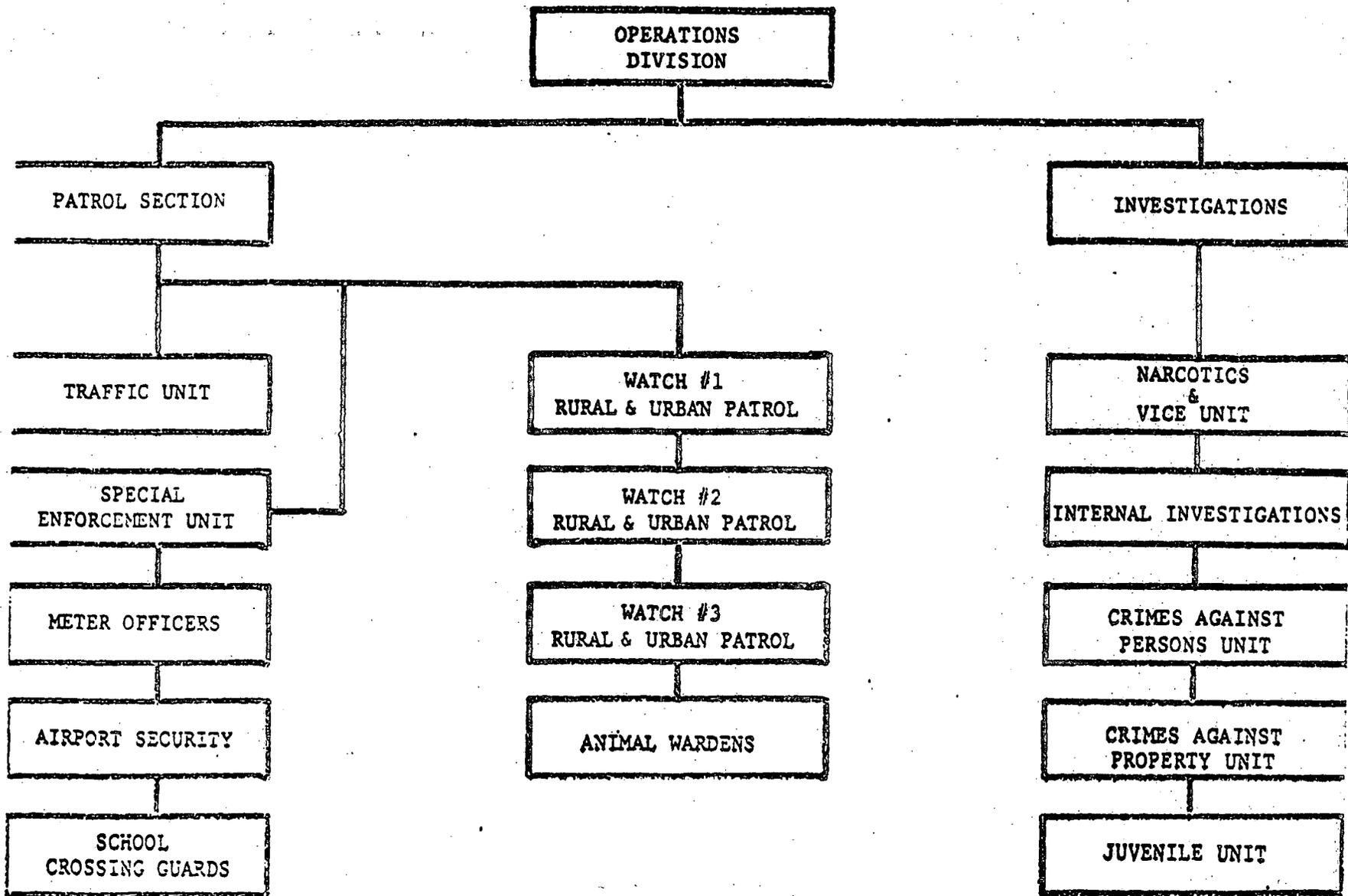
- (h) Adopt and certify to the board of county commissioners of the county a budget for the operation of the agency and department;
- (i) Enter into contracts for and receive moneys from any private organization or agency, the federal government or the state or any political or taxing subdivision thereof on behalf of the county for the use of the agency and department;
- (j) Receive vehicles, equipment and supplies from the county sheriff's department for the use of the law enforcement department;
- (k) Enter into contracts with any political or taxing subdivisions or districts of the state located within such county, empowered to enter into a contract for such purpose, for providing special police protection within the boundaries of such political or taxing subdivision or district;
- (l) Enter into contracts with cities located within the county for the enforcement of specified ordinances or the acquisition of city law enforcement equipment and property for the use of the department;
- (m) Adopt rules and regulations necessary for the organization and operation of the agency and department; and
- (n) Perform such other duties as may be provided by law. 25



An Organizational Chart showing the Administrative Control  
of  
the Riley County Police Department.

ORGANIZATION OF THE DEPARTMENT

Patrol/Traffic Operations Division: This operation is the largest division within the Riley County Police Department and encompasses all phases of the police spectrum. The attached chart depicts how the division is broken up.



ORGANIZATIONAL CHART OF THE OPERATIONS DIVISION FOR THE  
RILEY COUNTY POLICE DEPARTMENT

The Patrol section enforces traffic laws and ordinances, responds to emergency situations, investigates traffic accidents, directs traffic, answers called-for services, and maintains general protective patrol for the county. To meet the needs of the rural portions of the county, patrol officers live in residence in the Riley and Randolph areas.

The county was divided into eight districts: District 1, the Northern part of the county with substation in Leonardville; District 2 included the middle Northern portion, and in Tuttle Creek area; District 3, the Zeandale area and Southeastern portion of the county; District 4, the Ogden community and area West of Manhattan. Districts 5 through 8 are located within Manhattan.

Besides the use of standard patrol cars, the division has a 4-wheel drive vehicle for the officer stationed in Randolph. This area is noted for unimproved roads. The division also employs trail cycles for off-road situations and horses for use in back country.

Besides patrol, the division is responsible for animal control, parking control - two meter maids are utilized - airport security, and school crossing guards. In the area of airport security and school crossing guards, special officers are employed for these specific tasks.

#### INVESTIGATION OPERATIONS

The investigation section is divided into a narcotics and vice unit, internal investigation unit, crimes against

persons and crimes against property unit. The section consisted of two inspectors and nine officers. The section has the responsibility for follow-up investigation of crimes, identification and apprehension of suspected offenders, recovery of stolen property, and the preparation of cases for the County Attorney and their presentation in court.

Services Division: The services division serves as the support unit to the Operation's Division. The division is divided into the Personnel Section, Financial Section, Jail Operations, Civil Process Section, Information and Communications Section, Training Section and Supply Section.

Administration-Finance Section: As the title denotes, these sections are responsible for the personnel actions of the department, including affirmative action and hiring; and the preparation and execution of the department's budget.

The Bill authorizing creation of the consolidated department also set guidelines for personnel selection. Personnel from the existing department; Manhattan (65 personnel); Sheriff's Department (10 personnel); Ogden (2 personnel) a total of 77, were integrated into the new department. In order to successfully merge former command officers of different organizations into the new department, the traditional rank structure of sergeant, lieutenant, etc., was eliminated and the position of Inspector I through Inspector IV created. Employees were screened and based on previous positions, qualifications, etc., were appointed to the new positions.

Due to the various pay grades and pay levels throughout

the county, appropriate pay grades and pay steps were established for all personnel. As a result of the changes, everyone received a salary increase. This brought the level of pay up to the level of larger police departments throughout the state.

All personnel were enrolled in the Kansas Police and Fireman's Retirement System, coverage of all employees by Workman's Compensation, and formulation of grievance hearing procedures. A comprehensive professional liability insurance policy covering all members was acquired through the National Sheriff's Association.

In addition, a central personnel file was established and procedures for processing vacation time, overtime, sick leave, and compensation were developed. Procedures were adopted to process job application, including applications, personnel history forms, polygraph examinations and oral board interviews. To off-set the tremendous work load that would be placed on the county clerk's office, the payroll services were contracted to a local bank.

Detention, Civil Process, Supply Services: The county jail was designated the only lock-up for the area since consolidation. Following renovation of the structure, the jail exceeds State and Federal lock-up standards. In order to conserve money and still provide the required calory intake, the department utilized the Institutional Management Class and the Health Department at Kansas State University to prepare menus for the prisoners.

Initially after consolidation, the police department was housed in the former Manhattan Police Headquarters. Funds, provided mainly by the county were used to construct a \$107,740 structure next to the county jail. In order to cover all contingencies, the county designed the structure as a garage. In case the consolidated police project failed, the designated panels could be removed and a maintenance/storage facilities set-up for the county road department could still be present. By careful planning, the structure included adequate space for communications, records, administrative functions, and operations.

The jail was remodeled to comply with State and Federal guidelines and portions of that building contained office space. Additional improvements contained an emergency power plant and back-up radio antenna, storage facilities for the department, and maintenance/fueling facilities for the departments vehicles and equipment. As outlined, this was a major share of the initial cost for consolidation.

To improve service in the rural portion of the county, several substations were established. Substations were established at Leonardville, Riley, and Ogden. In these areas officers operated out of the village hall or city hall.

The only new equipment that had to be purchased were uniforms and badges. Under the provision of the Bill, the County Sheriff's Department turned everything over to the new department. The department purchased all items of the Manhattan Police Department and the Ogden Police Department.

This included automobiles, radios, fingerprint equipment, desks, etc. In return the department reimbursed the two cities approximately \$35,300 for the equipment.

Information-Communications Services: This section is composed of the record specialists and radio dispatchers. The record specialists are responsible for all written reports, information requests from the officers, and maintain all criminal files for the department, both past and present. The communication specialist operates the dispatch system, in-coming calls for assistance, and operate the teletype system.

POST-MORTEM: TWO YEARS LATER

This section reviews the Riley County Police Department two years after consolidation. Such examination is difficult to make and, admittedly, may result in some degree of subjective judgement.

Changes in the County Since 1974: Very little change occurred in the county since implementation of the consolidated police department. A population gain was made of 15,769 occurred according to an independent survey conducted in 1975. The actual population served by the police department, approximately 66,519, remained the same or increased slightly. The phasing down of the Vietnam War assisted in stabilizing the troop population at Fort Riley and lowering the personnel/dependent level slightly. The trend towards rural living continues, especially along the Tuttle Creek Reservoir.

Changes in the Riley County Police Department: No major changes have occurred in the department since consolidation started. A personnel turnover rate of 13.1% (12 personnel) occurred in 1975.

A major project to renovate the jail facilities was begun in October, 1975. The project commenced following receipt of recommendation by a consultant that was recommended by the Director of the Riley County Police Department. Subsequent to the start of the renovation, the State of Kansas issued new directives and standards for jails. The completion of the project has brought the Riley County Jail facilities into line with Federal and State guidelines.

A new communications center was installed in 1976. With a LEAA grant, matching funds from the department, a \$34,060 grant was secured. A new radio base station and two remote control dispatching consoles (with a capability of utilizing twelve frequencies), and a vehicle status board were purchased.

In October 1975, the 911 Emergency Telephone System was placed in operation for all of Riley County. Besides the Police Department, the System includes the Manhattan Fire Department, Riley County Ambulance Services, Kansas State University Traffic and Security, and the Kansas State University Power Plant. The System averaged 12 calls per twenty-four hour period, with the majority of the calls on the weekend.

Since consolidation, all the police officers of the Riley County Police Department have been certified by the Kansas

Police Officers Training Commission. The Department is one of 15 police departments in Kansas certified by the State to conduct their own Police Officers' Training Academy for their personnel, plus other agencies. On July 15, 1974, the Department conducted its first training academy for twelve officers. The 260 hour program is outlined in Appendix E.

During 1974 thirteen officers attended eight specialized training and seminar programs. In 1975 the Department provided over 142 students (officers) to twenty-five various schools and seminars. Training was conducted daily during the roll-call period.

An educational incentive pay program was introduced after the Department was created. It provided up to \$60.00 per month for officers having secured a minimum of 60 hours credit in police related courses. Since 1973 Wichita State University has been presenting Administration of Justice courses on the Kansas State University campus. In 1974 thirty-seven officers enrolled in the program and twenty-one officers qualified for incentive pay. 26

Changes in the Board: Since inception there have been only minimal changes to the Board. Robert Linden, Citizen at Large-City Appointee, resigned due to a sabbatical and was replaced by Robert Smith of Manhattan.

An opponent of the consolidation project, D. E. Parker, was elected to the County Board, but was not appointed to the Law Enforcement Agency Board. At present Parker supports the project because it has improved law enforcement within the

county. There were no other changes to the Board during this period studied.

Crime Statistics: Crime statistics are not a valid means of evaluating a police agency. Inaccurate reporting by the police, failure of the people to report crime, and a desire for a community to "look good" are the primary reasons why crime statistics should not be used as an absolute. Crime statistics are required by the Federal Government and are included in this study.

The problems facing Riley County Police was two-fold in that little or no crime statistics existed prior to consolidation. The Manhattan Police Department had maintained statistics for several years. The County had almost no records compiled in the form of statistics, but only records of cases that had been prosecuted. So in actuality, the crime statistics collected for Riley County started after the creation of the County Police Department. For reporting purposes, the totals are broken down to reflect County and Manhattan separately on the following pages.

Appendix F contains the crime statistics for the period 1974 through 1975. The author has made no attempt to evaluate these statistics.

Examination of Factors: The four factors selected to examine the creation of the Riley County Police Department are listed below, along with statements as to why the consolidation project in Riley County was successful.

<u>Factor</u>	<u>Why Successful</u>
Social-Political Setting	<ol style="list-style-type: none"> <li>1. Rural County located in rural, conservative state.</li> <li>2. Majority of transit persons (students) are of rural background.</li> <li>3. High level of transit persons (military) not engaged in local political activity.</li> <li>4. Large percent of local power group backed consolidation.</li> <li>5. Major use of media in supporting consolidation.</li> <li>6. Consolidation was not major issue during the first balloting.</li> <li>7. Police services were rapidly increased in the rural sections of the county after the consolidation.</li> </ol>
Legislative Actions	<ol style="list-style-type: none"> <li>1. Law written to affect only one county within the state.</li> <li>2. No threat to political machinery or special interest groups.</li> </ol>
Fiscal Actions	<ol style="list-style-type: none"> <li>1. Law designed not to create a tax burden on the people.</li> <li>2. No special taxing unit with the ability to levy taxes was developed.</li> </ol>
Organizational	<ol style="list-style-type: none"> <li>1. All previous personnel merged into new organization.</li> <li>2. Pay scale was increased.</li> <li>3. Additional benefits gained for personnel.</li> <li>4. Maximum use made of equipment previously owned by departments and cities.</li> <li>5. Centralized communication system installed, 911 System</li> <li>6. Standardized operating procedures, equipment, and administrative functions.</li> <li>7. Strong leadership developed.</li> <li>8. Centralized training for all personnel.</li> <li>9. Developed closer cooperation/operations with military police units.</li> </ol>

The Riley County Police Department came about through the organizational effort and drive of many people, however, the Director, W. L. Penhollow, was responsible for the organization from the beginning, guided it through the merger, start-up operations, and then through the period prior to the election in November, 1974. In the process, he restored the necessary confidence in the new organization, and maintained a high professional standards. The key to the success of the Consolidated Police Department evolved around Penhollow.

The Riley County Police Department evolved as a well rounded, well trained and equipped county police that is able to operate in a rural and city environment.

## CONCLUSIONS &amp; RECOMMENDATIONS

Conclusion

The successful consolidation of police services occurred in Riley County due to the several factors outlined in the study. Within those factors special emphasis must be given to the use of the media and the strong leadership of the change process.

The use of the media, particularly the newspapers, was instrumental in convincing the public to support the consolidation project. Unlike most consolidation projects, the conflict over adopting police consolidation did not occur at the ballot box, but after the consolidation was voted in. Prior to the second balloting, the media was mobilized and was able to convince the public that police consolidation was the most viable option.

The strong leadership that was displayed by the current director of the Riley County Police Department was very evident. In a short time a well equipped and trained police force was developed. It is apparent that other police consolidation projects were studied, in short "everyone did their homework". The object of this project was achieved by developing a classification scheme for police consolidation projects and focusing on the Riley County Police Department experience as an application of the Total Functional Model of police consolidation.

Implications for Further Research

For the law enforcement officials, governmental officials, and planners, it is hoped that this thesis can be used as a resource tool and as a guide in determining "What to do" and "What not to do" if they seek to become involved in a police consolidation project.

The study into the consolidation project in Riley County has produced several areas where additional research should be conducted. They are:

1. A survey of the citizens of Riley County to determine if they are satisfied with the police service they are receiving.
2. The whole police department should be examined after five years of operation.
3. The financial/budget arrangement should be examined. The question: Can the department continue to operate with the budget limitations written into the law?

In conclusion, it is hoped that Riley County will continue to be evaluated - by professional evaluators - to determine if the consolidation project is working and what additional costs and benefits can be derived. The big event has occurred - the Riley County Police Department is in existence and after some challenges, operating smoothly. As the first consolidated police agency in a rural environment, it has survived and appears to have excellent prospects for the future. The consolidation effort can be summed up by a quote from Director Penhollow "a unique system of policing-a unique area to police."<sup>27</sup>

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3. Lester C. Bicler (December 28, 1976)
4. Mrs. Ben Mahaffey (December 28, 1976)
5. D. E. Parker (December 29, 1976)
6. Bill Colvin (December 29, 1976)
7. Mary Weisma (December 29, 1976)
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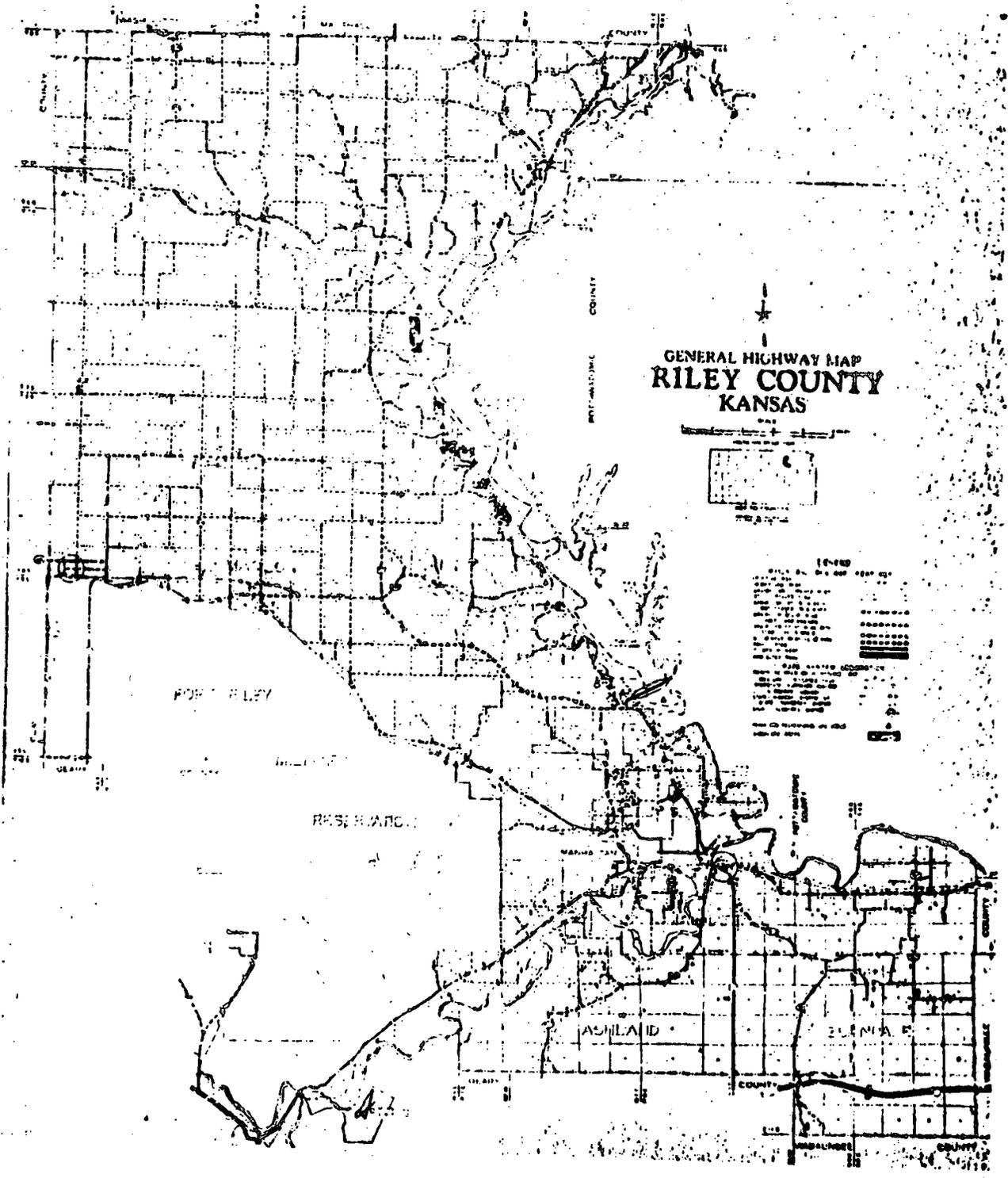
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APPENDIX A (General Highway Map, Riley County Kansas)



*[As Amended by Senate on Third Reading]*

*[As Amended by House Committee of the Whole]*

*Session of 1973*

**HOUSE BILL No. 1795**

By Mr. Everett

I-20

AN ACT concerning law enforcement in certain counties; prescribing the procedure for establishing a county law enforcement agency therein; providing for the membership, operation, powers and duties thereof; providing for the appointment of a law enforcement director, law enforcement officers and other personnel, and prescribing qualifications, powers, duties, compensation and disability and retirement benefits therefor; providing for the establishment of a civil service or job classification and merit rating system; transferring the authority and responsibility for the enforcement of laws of the state and certain ordinances of cities and resolutions of boards of county commissioners to the county law enforcement agency and department; limiting the authority of the sheriff, constables and city marshals or chiefs of police and police officers in such counties; authorizing the issuance of no-fund warrants and the levy of taxes to pay the cost of organizing and operating such agency and department; amending K. S. A. 1971 Supp. 19-4403, and repealing the existing section.

*Be it enacted by the Legislature of the State of Kansas:*

- 1 *New Section 1.* It is hereby declared that the purpose of this
- 2 act shall be to provide for the protection of persons and property
- 3 and to promote the general welfare of the citizens of the state of
- 4 Kansas through efficient law enforcement and police protection.
- 5 *New Sec. 2.* As used in this act, the following words and phrases
- 6 shall have the meanings respectively ascribed to them herein:
- 7 (a) "Agency" means a county law enforcement agency estab-
- 8 lished under the provisions of this act.

1 (b) "Department" means a county law enforcement department  
2 established under the provisions of this act.

3 (c) "Director" means the superintendent of a county law enforce-  
4 ment department appointed under the provisions of this act.

5 (d) "Law enforcement officer" or "county law enforcement  
6 officer" means a law enforcement officer who is a member of a  
7 county law enforcement department appointed under the provisions  
8 of this act.

9 *New Sec. 3.* The provisions of this act shall apply only to counties  
10 of this state having a population of more than thirty-five thousand  
11 (35,000) and not more than forty thousand (40,000) and an assessed  
12 tangible valuation of more than seventy million dollars (\$70,000,000)  
13 and not more than eighty-five million dollars (\$85,000,000), in which  
14 the question of the adoption of the provisions of this act shall have  
15 been submitted to and shall have been approved by the qualified  
16 electors of the county in the manner provided herein. *The county*  
17 *election officer shall cause the proposition to be placed on the*  
18 *ballot as a question submitted at the general election held in*  
19 *November, 1972. Thereafter, if the proposition shall fail at*  
20 *such election, the [The] board of county commissioners of any such*  
21 *county, by resolution adopted not less than ninety (90) days preced-*  
22 *ing the date fixed for the holding of the general election in November*  
23 *of an even-numbered year, may direct the county election officer to*  
24 *place such proposition on the ballot at the next general election,*  
25 *and the board shall direct its placement on the ballot at such election*  
26 *whenever (1) the governing body of any city located within the*  
27 *county, having a population equal to not less than twenty-five*  
28 *percent (25%) of the total population of such county shall request*  
29 *that the proposition be placed on the ballot, by resolution adopted*  
30 *not less than ninety (90) days preceding the date fixed for the*  
31 *holding of the general election in the month of November of an*

1 even-numbered year, or (2) the county election officer shall certify  
 2 that a petition, requesting that the proposition be placed on the  
 3 ballot and signed by qualified electors of such county equal in  
 4 number to not less than ten percent (10%) of the electors of the  
 5 county who voted for the office of the secretary of state at the last  
 6 preceding general election, has been filed in his office not less  
 7 than ninety (90) days preceding the date fixed for the holding of  
 8 a general election in the month of November of an even-numbered  
 9 year. Notice of any election held pursuant to this section shall be  
 10 given in the manner prescribed by K. S. A. 10-120.

11 Upon the ballot the proposition shall be stated as follows:

12 "Shall the county of \_\_\_\_\_ adopt the provisions of 1972  
 13 House Bill No. \_\_\_\_\_, <sup>(Name of county)</sup> and any amendments thereto, providing for con-  
 14 solidated law enforcement in certain counties?"

15 If a majority of the votes cast upon such proposition shall be in  
 16 favor of adopting the act, the provisions thereof shall govern the  
 17 enforcement of law and the providing of police protection within  
 18 such county in the manner hereinafter provided.

19 *New Sec. 4.* There is hereby established in all counties adopting  
 20 the provisions of this act a county law enforcement agency which  
 21 shall be known as the " \_\_\_\_\_ <sup>(name of county)</sup> county law enforce-  
 22 ment agency." Each agency shall have ~~three (3)~~ [five (5)] mem-  
 23 bers who shall be selected in the following manner: One (1) mem-  
 24 ber shall be a member of the board of county commissioners of the  
 25 county, selected by such board of commissioners; [one (1) member  
 26 shall be a resident of the county, to be selected by the board of  
 27 county commissioners;] one (1) member shall be a member of the  
 28 governing body of the largest city located within the county, se-  
 29 lected by such governing body; [one (1) member shall be a resident  
 30 of the largest city located within the county, to be selected by the  
 31 governing body of such city;] and one (1) member shall be the  
 county attorney of such county.

1 The board of county commissioners of the county and the govern-  
2 ing body of the largest city located within such county shall each  
3 meet on the second Monday in January next following the adoption  
4 of the provisions of this act and each two (2) years thereafter and  
5 shall select and designate the members of their respective bodies as  
6 shall select and designate the members of their respective bodies  
7 [and the other appointive members] as a member [members] of  
8 the agency. Members [Appointive members of the agency shall  
9 serve for a term of two (2) years, and other members] of the agency  
10 [who are members by virtue of their county or city office] shall re-  
11 main eligible to serve as such only while holding such county or city  
12 office. All members of such agency shall take and subscribe to an  
13 oath as other county officials, and all vacancies occurring in the  
14 membership of said agency shall be filled for the remainder of the  
15 unexpired term of the member creating such vacancy in like man-  
16 ner as that provided for the appointment of such member. Each  
17 member of said agency shall receive compensation in an amount not  
18 to exceed one thousand two hundred dollars (\$1,200) per annum,  
19 to be fixed by said agency, or shall receive the compensation pre-  
20 scribed for the elective office which he holds, whichever is greater,  
21 but no member shall receive both the compensation prescribed for  
22 such elective office and that fixed under the provisions of this act.  
23 All members of said agency shall be allowed their actual and nec-  
24 essary expenses incurred in the performance of their official duties.

25 *New Sec. 5.* Members of such agency shall meet in the office of  
26 the county attorney upon the call of such officer as soon after their  
27 appointment as possible and shall organize by electing a chairman,  
28 vice-chairman and secretary. Members of the agency shall meet  
29 thereafter at least once each month at a time and place which shall  
30 be fixed by resolution. Such resolution shall specify the regular hour  
31 of commencement of the meeting, the day of the week and the week

1 of the month, and shall provide that if the regular meeting date  
2 occurs on a legal holiday or on a holiday specified by the agency,  
3 such regular meeting shall be held on the following day at the same  
4 hour. Such resolution also shall specify the regular meeting place  
5 of the agency and may specify that any regular meeting may be  
6 adjourned to another time and place. Special meetings may be  
7 called at any time by the chairman. Written notice, stating the  
8 time and place of any special meeting and the purpose for which  
9 called, shall be given each member at least two (2) days in advance  
10 of said meeting, unless such notice is waived by all other members  
11 of the agency, and no business other than that stated in the notice  
12 shall be transacted at such meeting. A majority of the qualified  
13 members of the agency shall constitute a quorum for the purpose  
14 of conducting any business and the vote of a majority of the  
15 qualified members of such agency shall be required for the passage  
16 of any motion or resolution. No member shall be permitted to pass  
17 or to abstain from voting upon any measure properly before the  
18 members of such agency at any meeting except upon the basis of  
19 a conflict of interest announced by such member and made a part  
20 of the record of the meeting. The chairman, and in his absence or  
21 disability, the vice-chairman shall preside at all meetings and sign  
22 or execute all orders, contracts or documents of any kind required  
23 or authorized to be signed or executed by the agency. The agency  
24 shall cause a proper record to be kept of its proceedings.

25 *New Sec. 6.* The agency shall be responsible for the enforce-  
26 ment of law and the providing of police protection throughout the  
27 county and for this purpose is hereby authorized to:

28 (a) Appoint and establish the salary and compensation of a law  
29 enforcement director for the county;

30 (b) Authorize and provide for the appointment of such law en-  
31

- 1 enforcement officers and other personnel as the agency shall deem  
2 necessary to carry out the intent of this act;
- 3 (c) Establish a job classification and merit rating system for law  
4 enforcement officers and provide for the administration thereof by  
5 county or city personnel;
- 6 (d) Establish a schedule of salaries for law enforcement officers  
7 and other personnel;
- 8 (e) Hear and affirm or revoke orders of the director providing  
9 for the suspension and dismissal of law enforcement officers;
- 10 (f) Authorize the acquisition and disposition of equipment and  
11 supplies necessary for the operation of the agency and department;
- 12 (g) Require the keeping of proper law enforcement records and  
13 files by the department;
- 14 (g) Require the keeping of proper law enforcement records and  
15 files by the department;
- 16 (h) Adopt and certify to the board of county commissioners of  
17 the county a budget for the operation of the agency and department;
- 18 (i) Enter into contracts for and receive moneys from any private  
19 organization or agency, the federal government or the state or any  
20 political or taxing subdivision thereof on behalf of the county for  
21 the use of the agency and department;
- 22 (i) Receive vehicles, equipment and supplies from the county  
23 sheriff's department for the use of the law enforcement department;
- 24 (k) Enter into contracts with any political or taxing subdivisions  
25 or districts of the state located within such county, empowered to  
26 enter into a contract for such purpose, for providing special police  
27 protection within the boundaries of such political or taxing sub-  
28 division or district;
- 29 (l) Enter into contracts with cities located within the county  
30 for the enforcement of specified ordinances or the acquisition of  
31

1 city law enforcement equipment and property for the use of the  
2 department;

3. (m) Adopt rules and regulations necessary for the organization  
4 and operation of the agency and department; and

5. (n) Perform such other duties as may be provided by law.

6 *New Sec. 7.* There is hereby established in all counties adopting  
7 the provisions of this act a county law enforcement department,  
8 which shall be composed of a director, assistant director and such  
9 other officers and personnel as the agency shall provide by resolu-  
10 tion. Such department shall be under the exclusive supervision and  
11 control of the director and no member of the agency shall interfere  
12 by individual action with the operation of the department or the  
13 conduct of any of the officers or other personnel of such department.  
14 The director shall be responsible to the agency for the operation and  
15 administration of the department and for the enforcement of law  
16 and providing of police protection within the county in conform-  
17 ance with rules and regulations adopted by such agency. The  
18 director shall designate and appoint an assistant director who shall  
19 serve in such capacity at the pleasure of the director.

20 *New Sec. 8.* On or before the first day of June next following  
21 the appointment of the first members of such agency, the agency  
22 shall appoint a law enforcement director for such county. Persons  
23 appointed to the office of director shall be citizens of the United  
24 States, not less than twenty-five (25) years of age, schooled and  
25 experienced in law enforcement supervision and shall not have  
26 been convicted of felony under the laws of this state, or any other  
27 state, or of the United States. The director shall serve at the  
28 pleasure of, and shall receive such salary and compensation as  
29 shall be fixed by resolution of, the agency. Before entering upon  
30 the duties of his office, the director shall take and subscribe to an  
31 oath as other county officials and shall give bond in such amount

1 and subject to such conditions as shall be fixed by resolution of  
2 the agency. The director shall assist the agency in the preparation  
3 of the budget of the department and shall make such reports and  
4 provide the agency with such other information as it shall require.  
5 The director shall make recommendations to the agency on all  
6 matters concerning the operation of the department.

7 *New Sec. 9.* The director shall appoint such law enforcement  
8 officers as he deems necessary for the proper enforcement of law  
9 and the providing of police protection within the county. All  
10 officers regularly appointed shall be qualified under the provisions  
11 of K. S. A. 1971 Supp. 74-5601 *et seq.*, but an officer may receive  
12 a temporary appointment pending his completion of the require-  
13 ments for a certificate thereunder. The agency shall determine  
14 and fix such additional minimum qualifications to be required of  
15 persons appointed as law enforcement officers as they may deem  
16 necessary, and may provide for the examination of applicants  
17 therefor. Law enforcement officers appointed under the provisions  
18 of this act shall be responsible to and may be suspended or removed  
19 by the director for cause. The director, within twenty-four (24)  
20 hours thereafter, shall report such suspension or removal and the  
21 reason therefor to the agency who as soon thereafter as possible,  
22 shall fully hear and determine the matter and affirm or revoke  
23 such suspension or removal.

24 *New Sec. 10.* The agency by resolution shall authorize the  
25 appointment or employment of such personnel other than law  
26 enforcement officers as may be necessary for the proper operation  
27 of the department in carrying out the intent of this act. The  
28 director shall appoint and may remove all such personnel.

29 *New Sec. 11.* On the first day of January next following the  
30 appointment in any county of the first members of the agency under  
31 the provisions of this act and thereafter, the department shall

1 assume and shall exercise all powers, duties and responsibilities of  
2 the city marshal or chief of police and police officers of cities  
3 located within such county and cities a majority of the population  
4 of which is located within such county, relating to the enforce-  
5 ment of ordinances prohibiting and prescribing penalties for  
6 the commission of acts which have been declared to be crimes  
7 under the laws of the state of Kansas. Any such city is hereby  
8 authorized to contract with the agency for the enforcement of all  
9 or any of the remaining ordinances of such city upon such terms  
10 and conditions as shall be agreed upon by the agency and the  
11 governing body of such city. The city marshal or chief of police  
12 of such cities shall transfer and deliver to the agency upon demand  
13 all records of the police department relating to the violation of  
14 laws of the state and ordinances of the city, responsibility for the  
15 enforcement of which has been transferred to the county depart-  
16 ment, together with the custody of all prisoners held for violations  
17 of such ordinances of the city, any law enforcement agency may  
18 enter into a contract with any city located within the county for  
19 the use of jail facilities of such city and for the acquisition of city  
20 police vehicles and property upon such terms and conditions as  
21 shall be agreed upon by the agency and the governing body of  
22 such city. On the date hereinbefore fixed for the transfer of law  
23 enforcement authority, all police officers of cities located within  
24 the county holding law enforcement training certificates and  
25 meeting the minimum qualifications established by the agency  
26 may become members of the law enforcement department. Upon  
27 application therefor, all officers serving in city departments oper-  
28 ating under civil service shall be appointed county law enforcement  
29 officers in the department.

30 *New Sec. 12.* On the first day of January next following the  
31 appointment in any county of the first members of the law enforce-

1 ment agency under the provisions of this act and thereafter, the  
2 law enforcement department shall assume and shall exercise all  
3 powers, duties and responsibilities previously exercised by the  
4 sheriff, deputies of the sheriff or constables. The sheriff, upon  
5 demand, shall transfer and deliver to the agency all vehicles,  
6 property and records belonging to the sheriff's department. A  
7 record of all property so transferred shall be prepared and copies  
8 thereof filed in the office of the county clerk and with the secretary  
9 of the agency. On the date fixed for the transfer of such authority,  
10 any person serving as a full-time deputy of the sheriff of the  
11 county on such date, holding a law enforcement training certificate  
12 and meeting the qualifications established by the county law  
13 enforcement agency, may become a member of the department.

14 *New Sec. 13.* It shall be the duty of the director and officers  
15 to keep and preserve the peace and, for such purpose such director  
16 and officers are hereby vested with the power and authority of  
17 peace and police officers in the execution of the duties imposed  
18 upon them under the provisions of this act. All powers and duties  
19 now or hereafter conferred and imposed upon the sheriff and  
20 deputies and constables of any county adopting the provisions of  
21 this act are hereby conferred and imposed upon the director and  
22 officers appointed under the provisions of this act, and all the  
23 powers and duties now or hereafter conferred and imposed upon  
24 the city marshal or chief of police and police officers of cities  
25 located within such county, relating to the enforcement of the laws  
26 of the state and ordinances of the cities located within such  
27 county, the authority for the enforcement of which has been  
28 transferred to and vested in the county department, are hereby  
29 conferred and imposed upon the director and officers appointed  
30 under the provisions of this act.

31 *New Sec. 14.* The board of county commissioners of any county

1 adopting the provisions of this act shall provide the agency and  
2 department with such quarters and facilities as the agency shall  
3 deem necessary. County law enforcement agencies may utilize  
4 quarters and facilities previously used by the sheriff of the  
5 county and may enter into contracts with cities located within the  
6 county for the use by such agency of city jail facilities. The  
7 board of county commissioners may construct or may acquire  
8 by purchase, condemnation or lease, buildings and facilities for  
9 the use of the agency and department in like manner as that  
10 provided by law for the construction or acquisition of public  
11 buildings for the use of the county.

12 *New Sec. 15.* The sheriff of any county adopting the provisions  
13 of this act shall be and is hereby relieved of all power, authority  
14 and responsibility now or hereafter prescribed by law from and  
15 after the date fixed for the transfer of such authority and respon-  
16 sibility to the law enforcement department under the provisions  
17 of this act, including the power, authority and responsibility of  
18 such sheriff relating to the enforcement of the laws of this state,  
19 the service of process, collection of delinquent taxes, the operation  
20 of the county jail and any other duty or authority now or hereafter  
21 imposed or conferred by law.

22 *New Sec. 16.* All constables elected in townships located within  
23 any county adopting the provisions of this act, shall be and are  
24 hereby relieved of all power, authority and responsibility now or  
25 hereafter prescribed by law for the enforcement of the laws of this  
26 state from and after the date fixed for the transfer of such  
27 authority and responsibility to the law enforcement department  
28 under the provisions of this act.

29 *New Sec. 17.* The city marshal or chief of police and police officers  
30 of all cities located within, or a majority of the population of which  
31 reside within, any county adopting the provisions of this act shall

1 be and are hereby relieved of all power, authority and responsi-  
2 bility now or hereafter prescribed by law for the enforcement of  
3 laws of this state, ordinances of such city, the responsibility for  
4 the enforcement of which has been transferred to the county de-  
5 partment and ordinances of such city the responsibility for the  
6 enforcement of which has by contract been placed in the county  
7 law enforcement department, from and after the date fixed for the  
8 transfer of such authority and responsibility to the law enforcement  
9 department under the provisions of this act.

10 *New Sec. 18.* County law enforcement agencies established under  
11 the provisions of this act are hereby declared to be "eligible em-  
12 ployers" as defined by subsection (3) of K. S. A. 1971 Supp. 74-4952  
13 for the purpose of affiliating with the Kansas police and firemen's  
14 retirement system established under the provisions of K. S. A. 1971  
15 Supp. 74-4951 *et seq.* and amendments thereto. All such agencies  
16 shall make application for affiliation with such system in the manner  
17 provided by K. S. A. 1971 Supp. 74-4954, to be effective on the first  
18 day of January next following the appointment of the first members  
19 of such agency. Such application shall cover all county law en-  
20 forcement officers.

21 Every person who shall be appointed a law enforcement officer  
22 on or after the entry date of such agency shall become a member  
23 of the Kansas police and firemen's retirement system upon the first  
24 day of the month coinciding with or following his appointment.

25 Law enforcement officers appointed under the provisions of this  
26 act are hereby declared to be "policemen" as defined by subsection  
27 (12) of K. S. A. 1971 Supp. 74-4952 for the purpose of participating  
28 in the Kansas police and firemen's retirement system.

29 For the purpose of determining and computing retirement bene-  
30 fits and death and disability benefits computed upon the basis of  
31 "credited service" of law enforcement officers appointed under the

1 provisions of this act, the term "credited service," as used in K. S. A.  
2 1971 Supp. 74-4951 *et seq.*, shall mean and include only "partici-  
3 pating service" with the agency: *Provided*, That continuous prior  
4 service of any officer, with the city police department or county  
5 sheriff's department from which such officer transferred at the time  
6 of the establishment of the department, for officers serving with  
7 the department upon the entry date of the agency, shall be con-  
8 sidered and included in determining if the death or disability of  
9 such officer was "service connected" under the provisions of sub-  
10 section (10) of K. S. A. 1971 Supp. 74-4952 and for the purpose of  
11 determining the eligibility of such officer for non-service connected  
12 death and disability benefits under the provisions of subsection  
13 (2) of K. S. A. 1971 Supp. 74-4959 and subsection (2) of K. S. A.  
14 1971 Supp. 74-4960.

15 Notwithstanding the provisions of K. S. A. 1971 Supp. 74-4957  
16 and 74-4963, all service of any officer with a city police department  
17 or county sheriff's department prior to his becoming a member of  
18 the Kansas police and firemen's retirement act, shall be included  
19 and counted together with credited participating service for the  
20 meeting of requirements for completion of years of service fixed  
21 under the provisions of such sections: *Provided*, That no such  
22 service shall be considered "credited service" for the purpose of  
23 computing years of service if such officer shall have withdrawn his  
24 contributions from any pension or retirement system established  
25 under the provisions of K. S. A. 13-14a01 *et seq.*, 14-10a01 *et seq.*  
26 or 74-4901 *et seq.* If any officer shall elect to leave his contribution  
27 for credited service, under the provisions of K. S. A. 13-14a01 *et seq.*,  
28 14-10a01 *et seq.* or 74-4901 *et seq.*, on deposit with such system, he  
29 shall be granted a vested retirement benefit in such system and  
30 all credited participating service in the Kansas police and firemen's  
31 retirement system shall be included and counted together with such

1 prior vested service in fulfilling the requirements of years of service  
2 for retirement benefits under such pension and retirement systems.

3 Notwithstanding the provisions of K. S. A. 1971 Supp. 74-4965  
4 and 74-4966 the employee contribution and the benefits payable to  
5 members of the system appointed under the provisions of this act,  
6 shall not be reduced by the amount of the contributions to or bene-  
7 fits received by such member from social security.

8 Any officer transferring from a city police department or sheriff's  
9 department of such county and becoming a member of the system  
10 on the "entry date" of the agency shall be considered a transferring  
11 member and shall have the rights and benefits granted under the  
12 provisions of subsection (3) of K. S. A. 1971 Supp. 74-4957 and  
13 subsection (3) of K. S. A. 1971 Supp. 74-4958.

14 *New Sec. 19.* The board of county commissioners of any county  
15 adopting the provisions of this act, for the purposes of carrying  
16 out the provisions of this act from and after the date of the adoption  
17 of the provisions thereof by such county, and prior to the time that  
18 moneys are available from the tax levy authorized by section 20 of  
19 this act, is hereby authorized for such purpose, whenever deemed  
20 necessary and fixed by resolution of the agency, to issue no-fund  
21 warrants in an amount not to exceed the amount which would be  
22 raised by the levy of a tax of one (1) mill upon all taxable tangible  
23 property in the county. Such no-fund warrants shall be issued by  
24 the county in the manner and form and shall bear interest and be  
25 redeemable in the manner prescribed by K. S. A. 1971 Supp. 79-2940  
26 except that they may be issued without the approval of the state  
27 board of tax appeals, and without the notation required by said  
28 section. The board of county commissioners shall make a tax levy  
29 at the first tax levying period after such warrants are issued, suf-  
30 ficient to pay such warrants and the interest thereon. All such tax  
31 levies shall be in addition to all other levies authorized or limited

1 by law, and the tax limitations provided by the acts contained in  
2 article 19 of chapter 79 of the Kansas Statutes Annotated and amend-  
3 ments thereto shall not apply to such levies.

4 *New Sec. 20.* Any county adopting the provisions of this act and  
5 each incorporated city within such county shall share in the cost  
6 of operating the law enforcement agency and department in the  
7 same proportion as the budget of each such political subdivision for  
8 the operation of the sheriff's department or the police department,  
9 as the case may be, in the fiscal year in which this act is adopted  
10 bears to the total of all such budgets in said fiscal year. On or  
11 before the first Monday in July of each year the agency shall  
12 prepare and submit to the board of county commissioners of the  
13 county and the governing body of each incorporated city within  
14 such county a budget of expenditures for the operation of such  
15 agency and the department for the next budget year, itemizing  
16 the expenses and amounts and the purpose, and shall certify the  
17 proportionate liability of each such political subdivision therefor.  
18 The board of county commissioners of said county shall levy a tax  
19 upon all assessed taxable tangible property of such county sufficient  
20 to raise the amount of the budget for which said county is liable,  
21 and the governing body of each of said cities shall levy a tax upon  
22 all assessed taxable tangible property of such city sufficient to raise  
23 the amount of the budget for which said city is liable. All such levies  
24 shall be in addition to all other levies authorized or limited by law  
25 and shall not be subject to or within the aggregate tax levy limita-  
26 tions prescribed by article 19 of chapter 79 of the Kansas Statutes  
27 Annotated and acts amendatory thereof or supplemental thereto.  
28 The provisions of K. S. A. 1971 Supp. 79-4403, prescribing a limita-  
29 tion on the aggregate amount of taxes which may be levied by  
30 certain taxing subdivisions, shall not apply to or limit the levy of  
31 taxes required to be made hereunder, nor shall the amount so levied

1 be subject to the limitations on a taxing subdivision's budget for  
2 operating expenses prescribed by subsection (b) of K. S. A. 1971  
3 Supp. 79-4415. The moneys derived from all levies made hereunder  
4 shall be deposited in the county treasury and credited to a separate  
5 fund to be expended for the operation of the county law enforce-  
6 ment agency and department.

7 *New Sec. 21.* The agency shall approve all expenditures to be  
8 made by and claims to be paid on behalf of such agency and the  
9 law enforcement department and shall certify the same to the board  
10 of county commissioners of the county to be allowed from the funds  
11 provided for the operation of such agency and department.

12 *New Sec. 22.* Any county operating under the provisions of this  
13 act may abandon such operation in the same manner as that pro-  
14 vided in section 3 for the adoption of the provisions of the act,  
15 except that the word "abandon" instead of the word "adopt" shall  
16 be used in the petition or resolution and upon the ballot and in  
17 the election proclamation. If a majority of the votes cast at the  
18 election upon such proposition shall be in favor of abandoning  
19 operations under the provisions of this act, the law enforcement  
20 agency and department are hereby abolished on January 1, next  
21 following the date of such election. All moneys, equipment and  
22 supplies of such agency and department shall be transferred to  
23 the county and all records of the department relating to the en-  
24 forcement of city ordinances shall be transferred to the city marshal  
25 or chief of police of the city. In cities having no city marshal or  
26 chief of police such officer shall be appointed in like manner as  
27 that now provided by law for the filling of vacancies in such office.  
28 All records of the agency shall be filed in the office of the county  
29 clerk. All records of the department relating to the enforcement of  
30 the laws of the state shall be transferred to the county sheriff.  
31 provisions of subsection (3) of K. S. A. 1971 Supp.

1     Sec. 23. K. S. A. 1971 Supp. 19-4403 is hereby amended to read  
2 as follows: 19-4403. The provisions of this act shall apply only  
3 to counties of this state having a population of more than fifteen  
4 thousand (15,000) and not more than twenty thousand (20,000)  
5 and an assessed tangible valuation of not more than thirty-five  
6 million dollars (\$35,000,000); and to counties having a population  
7 of more than twenty thousand (20,000) and not more than twenty-  
8 three thousand (23,000) and an assessed tangible valuation of more  
9 than seventy million dollars (\$70,000,000) and to counties having  
10 a population of more than twenty-five thousand (25,000)  
11 and not more than forty thousand (40,000) and an assessed  
12 tangible valuation of more than forty-eight million dollars  
13 (\$48,000,000) and not more than sixty-five million dollars  
14 (\$65,000,000), in which the question of the adoption of the pro-  
15 visions of this act shall have been submitted to and shall have been  
16 approved by a majority of the qualified electors of the county voting  
17 at an election called and held for such purpose. The board of  
18 county commissioners of any such county may by resolution, adopted  
19 not less than ninety (90) days preceding the date fixed for the  
20 holding of a general election in the month of November of an  
21 even-numbered year, provide for the calling of an election upon  
22 the question of the adoption of the provisions of this act upon its  
23 own motion. The board of county commissioners of any such county  
24 shall by resolution provide for the calling of an election for such  
25 purpose whenever (1) the governing body of any city located within  
26 the county, having a population equal to not less than twenty-five  
27 percent (25%) of the total population of such county shall by reso-  
28 lution, adopted not less than ninety (90) days preceding the date  
29 fixed for the holding of a general election in the month of November  
30 of an even-numbered year, request the calling of the same, or (2)  
31 the county election officer shall certify that a petition, requesting

1 the calling of an election for such purpose, signed by qualified  
 2 electors of such county equal in number to not less than ten percent  
 3 (10%) of the electors of the county who voted for the secretary of  
 4 state at the last preceding general election, has been filed in his  
 5 office not less than ninety (90) days preceding the date fixed for  
 6 the holding of a general election in the month of November of an  
 7 even-numbered year. Elections for submission of the question of  
 8 the adoption of the provisions of this act shall be held at the time  
 9 fixed for the holding of the general election in November, of the  
 10 even-numbered year, next following the adoption of a resolution  
 11 by the county or city initiating proceedings for the calling of such  
 12 election or the filing of a petition requesting the same and such  
 13 election shall be called and held in the manner provided for the  
 14 calling and holding of elections under the general bond law. Upon  
 15 the ballot the proposition shall be stated as follows:

16 "Shall the county of ( \_\_\_\_\_ ) adopt the provisions of  
 17 the act of the legislature entitled 'AN ACT concerning law  
 18 enforcement in counties having a population of more than  
 19 fifteen thousand (15,000) and not more than twenty thou-  
 20 sand (20,000) and an assessed tangible valuation of not  
 21 more than thirty-five million dollars (\$35,000,000), counties  
 22 having a population of more than twenty thousand (20,000)  
 23 and not more than twenty-three thousand (23,000) and an  
 24 assessed tangible valuation of more than seventy million  
 25 dollars (\$70,000,000) and to counties having a population of  
 26 more than twenty-five thousand (25,000) and not more than  
 27 forty thousand (40,000) and an assessed tangible valuation  
 28 of more than forty-eight million dollars (\$48,000,000) and  
 29 not more than sixty-five million dollars (\$65,000,000) adopt-  
 30 ing the provisions of this act, prescribing a procedure for  
 31 the adoption of, and for the abandonment of operation

1 under, the provisions of this act, establishing a county law  
 2 enforcement agency, providing for its membership, opera-  
 3 tion, powers and duties; providing for the appointment of  
 4 a law enforcement superintendent, law enforcement officers  
 5 and other personnel and prescribing qualifications, powers,  
 6 duties, compensation and disability and retirement benefits  
 7 therefor; providing for the establishment of a civil service  
 8 or job classification and merit rating system and authoris-  
 9 ing the appointment of a commission for the administration  
 10 thereof; transferring the authority and responsibility for  
 11 the enforcement of laws of the state and certain ordinances  
 12 of cities and resolutions of boards of county commissioners  
 13 to the county law enforcement agency and department and  
 14 limiting the authority of the sheriff, constables and city  
 15 marshals or chiefs of police and police officers; and autho-  
 16 rizing the issuance of no-fund warrants and the levy of  
 17 taxes to pay the cost of organizing and operating such  
 18 agency and department' <sup>222</sup> chapter 117 of the 1970 Session  
 19 Laws of Kansas, and any amendments thereto, providing for con-  
 20 solidated law enforcement in certain counties?"

21 Yes  No

22 If a majority of the votes cast upon such proposition shall be in  
 23 favor of adopting the act, the provisions thereof shall govern the  
 24 enforcement of law and the providing of police protection within  
 25 such county in the manner hereinafter provided.

26 Sec. 24. K. S. A. 1971 Supp. 19-4403 is hereby repealed.

27 Sec. 25. This act shall take effect and be in force from and after  
 28 July 1, 1972, and its publication in the statute book.  
 29  
 30  
 31

Abstract of Votes Cast at a General Election in

NAME OF OFFICE	NAME OF PERSON VOTED FOR	ASHLAND TOWNSHIP		BALA TOWNSHIP		CLAYTON TOWNSHIP		CLAY COUNTY TWP.		GRANT TOWNSHIP		MANHATTAN TOWNSHIP						
		Yes	No	Bole Precinct	Lawrence Precinct	Clayton Precinct	Clayton Precinct	Clayton Precinct	Clayton Precinct	Clayton Precinct	Clayton Precinct							
Local Position #1		Yes	No	42	201	34	34	132				43	215	371	187	218	110	
Local Position #9		Yes	No	14	56	14	17	38				15	75	59	50	27	27	112
Local Position #7		Yes	No	44	205	40	40	142				56	245	401	210	219	124	
		Yes	No	15	52	12	13	35				12	57	45	39	29	23	113
		Yes	No	40	187	34	34	133				44	209	372	185	213	114	
		Yes	No	15	59	13	16	36				16	95	57	50	31	250	
Constitutional Amendment #1		Yes	No	25	114	20	17	124				32	113	294	183	169	97	
Constitutional Amendment #2		Yes	No	17	102	21	21	49				25	146	111	65	66	55	
Constitutional Amendment #3		Yes	No	28	120	22	20	127				53	141	313	161	195	127	
		Yes	No	22	132	29	29	64				33	154	157	81	94	45	
		Yes	No	27	135	26	21	142				28	130	329	152	168	125	
		Yes	No	23	119	26	27	45				36	146	117	88	87	46	
Consolidated Law Enforcement - County		Yes	No	33	102	6	19	112				14	95	253	134	165	106	
		Yes	No	34	232	55	47	116				79	288	282	142	128	47	

STATE OF KANSAS  
**OFFICIAL SICK OR PHYSICALLY DISABLED BALLOT**  
**UNIFIED LAW ENFORCEMENT FOR RILEY COUNTY**  
 GENERAL ELECTION - NOVEMBER 7, 1972

Vote in favor of any question submitted upon this ballot, make a cross X mark in the square to the left of the word "Yes"; to vote against it, make a similar mark in the square to the right of the word "No."

Does the County of Riley adopt the provisions of 1972 House Bill No. 1795, and any amendments thereto, providing for Consolidated Law Enforcement in certain counties?

YES

NO

Riley County, State of Kansas, on the \_\_\_\_\_ day of \_\_\_\_\_ 19\_\_

Precinct	Savage Creek Township		Zandale Township		MANHATTAN CITY																							
	Precinct	Precinct	Precinct	Precinct	Ward 2				Ward 3				Ward 4				Ward 5											
220	62	45	151	57	29	122	139	222	311	51	375	222	20	3	2	251	217	409	404	343	320	401	405	391	401	578	203	233
46	21	22	15	23	9	26	29	52	65	54	55	47	54	38	52	72	32	60	61	42	34	43	50	54	60	59	21	32
254	72	50	161	68	36	132	157	233	425	53	376	232	341	50	36	277	234	436	408	358	317	429	425	402	420	516	194	239
35	17	19	18	20	8	26	28	50	54	40	56	43	40	43	30	66	28	49	60	42	36	42	46	35	51	59	25	32
218	61	41	145	55	29	115	136	212	350	56	353	213	323	30	35	246	217	405	399	397	309	407	401	380	407	506	191	231
53	23	21	20	23	10	27	30	49	73	91	65	52	50	30	41	61	30	58	62	42	41	43	50	55	54	65	26	36
135	43	23	99	36	26	73	94	145	34	43	290	191	277	20	71	181	151	320	323	349	256	373	358	319	353	476	166	207
82	35	31	52	30	7	45	76	82	15	105	104	66	76	56	92	78	66	105	85	59	46	63	74	90	79	84	39	42
155	47	23	95	41	21	89	111	166	350	66	313	201	259	33	10	210	180	347	344	358	285	374	359	338	391	477	195	206
101	39	43	69	41	17	58	59	88	120	83	124	73	107	92	93	115	71	133	123	82	83	90	110	108	103	115	86	62
141	51	26	104	44	23	98	101	157	350	40	308	199	250	23	10	192	170	355	353	369	294	375	373	330	375	478	195	210
129	31	39	67	38	11	53	70	105	110	5	127	96	113	86	51	144	89	126	116	70	71	77	98	119	97	97	53	47
16	39	18	91	34	25	95	112	148	270	5	289	159	257	20	10	193	149	306	320	313	289	348	356	289	323	426	166	211
76	74	74	143	81	29	93	109	187	200	5	234	185	219	27	10	227	175	262	237	184	139	189	212	214	205	235	89	110

STATE OF KANSAS, RILEY COUNTY, ss.

WE, the Undersigned, Members of the Board of County Commissioners in and for said county, and ex-officio Board of Canvassers for said county, do hereby certify that the foregoing Abstract of Votes Cast at the \_\_\_\_\_ election held in the several townships in said county on the \_\_\_\_\_ day of \_\_\_\_\_, A. D., 19\_\_\_\_, is true and correct, as shown by the returns of said election on file in the County Clerk's office, and canvassed by us this \_\_\_\_\_ day of \_\_\_\_\_, A. D., 19\_\_\_\_.

WITNESS OUR HANDS, This \_\_\_\_\_ day of \_\_\_\_\_, A. D., 19\_\_\_\_.

ATTEST: \_\_\_\_\_  
County Clerk.

\_\_\_\_\_  
Commissioners.

Abstract of Votes Cast at a General Election in

NAME OF OFFICE	NAME OF PERSON VOTED FOR	AERLIND TOWNSHIP		BALA TOWNSHIP		CANTON TOWNSHIP	FAUST CREEK TWP.	GRAND TOWNSHIP		JACKSON TOWNSHIP	MAZONS TOWNSHIP	MARIETTA TOWNSHIP			
		Ball Precinct	Marionville Precinct	Ball Precinct	Marionville Precinct			Ball Precinct	Marionville Precinct			Precinct 1	Precinct 2	Precinct 3	Precinct 4
<i>See document of Consolidated Law Enforcement</i>	<i>Life</i>	23	90	25	21	66	51	21	137	97	94	31	31	31	31
		35	128	34	41	79.3	45	272	231	48	76	125	125	125	125

STATE OF KANSAS  
 SICK AND DISABLED VOTER BALLOT  
**ABANDONMENT OF CONSOLIDATED LAW ENFORCEMENT IN RILEY COUNTY**  
 GENERAL ELECTION — NOVEMBER 5, 1971

To vote in favor of any question submitted upon this ballot, make a cross x mark in the square to the right of the word "Yes"; to vote against it, make a similar mark in the square to the right of the word "No".

Shall the County of Riley abandon the provisions of 1972 House Bill No. 1795, and any amendments thereto, providing for Consolidated Law Enforcement in certain counties?

YES

NO



RILEY COUNTY POLICE ACADEMY CURRICULUM

Part A	Introduction to Administration of Justice	20 hrs.
Part B	Kansas Law and Criminal Procedures	24 hrs.
Part C	Police Procedures	70 hrs.
	1. Patrol Procedures - 26 hrs.	
	2. Traffic Control - 14 hrs.	
	3. Criminal Investigation - 28 hrs.	
	4. Juvenile Procedures - 12 hrs.	
Part D	Policy Proficiency Areas	60 hrs.
Part E	Community Relations	20 hrs.
Part F	Administrative Procedures	6 hrs.
TOTAL:	RCPD Police Academy	200 hrs.
Part G	Field Training	40 hrs.
Part H	Department Orientation	20 hrs.
	Total:	260 hrs.

## SUMMARY BY SUBJECT TITLE

PART A  
20 HOURSPART B  
24 HOURSADMINISTRATION OF JUSTICEKANSAS LAW

1. History and Philosophy of Law Enforcement
2. Crime in the United States
3. Criminal Justice System
4. Police Organization
5. Law Enforcement Coordination
6. Courts
7. Correctional Programs
8. Social Agencies Services
9. Ethics and Professionalization
10. Law Enforcement Careers

1. Constitutional Law
2. Crimes
3. Criminal Procedures
4. Police Liability
5. Motor Vehicle Law
6. Juvenile Law

PART C  
70 HOURSPOLICE PROCEDURES

- |                                               |                               |
|-----------------------------------------------|-------------------------------|
| 1. Patrol Procedures - 26 Hours               | 2. Traffic Control - 14 Hours |
| a. Patrol and Observation                     | a. Traffic Enforcement        |
| b. Crimes in Progress                         | b. Vehicle Pullovers          |
| c. Field Notetaking and Reports               | c. Impaired Driving           |
| d. Disorderly Conduct and Domestic Complaints | d. Accident Investigation     |
| e. Intoxication                               |                               |
| f. Mental Illness                             |                               |

- g. Missing Persons
  - h. Liquor Law Violations
  - i. Control of Civil Disorder
  - j. Crowd and Riot Control
  - k. Disaster Operations
  - l. Communications
3. Criminal Investigation - 28 Hours
- a. Preliminary Investigation
  - b. Information Development
  - c. Interviews and Interrogation
  - d. Physical Evidence
  - e. Assault Cases
  - f. Injury and Death Cases
  - g. Theft and Related Cases
  - h. Auto Theft
  - i. Arson
  - j. Burglary Cases
  - k. Robbery Cases
  - l. Sex Crimes
  - m. Narcotics and Dangerous
  - n. Organized Crime and Vice Activity
4. Juvenile Procedures-  
12 Hours
- a. Delinquency Causes
  - b. Delinquency Control

PART D  
60 HOURS

POLICE PROFICIENCY AREAS

- 1. Firearms Training
- 2. Defensive Tactics
- 3. First Aid
- 4. Traffic Driection
- 5. Crime Scene Search
- 6. Physical Fitness
- 7. Defensive Driving
- 8. Courtroom Demeanor and Testimony
- 9. Chemical Weapons
- 10. Crowd and Riot Control Formations
- 11. Surveillance

PART F  
6 HOURS

ADMINISTRATIVE PROCEDURES

PART E  
20 HOURS

COMMUNITY RELATIONS

- 1. Human Relations
- 2. Police and Minority Groups
- 3. The Police and the Public

PART G  
40 HOURS

FIELD TRAINING

- 1. Local Department Super-  
vised Training on the Job
- 2. Evaluation of Knowledge  
and Skills

APPENDIX E (cont.)

PART H  
20 HOURS

DEPARTMENT ORIENTATION

1. Indoctrination in Department's Policies, Rules, Regulations, and Procedures.

APPENDIX F Crime Statistics for Riley County 1974 and 1975

PART I CRIMES

RILEY COUNTY CRIMINAL STATISTICS

RILEY COUNTY - TOTALS

	<u>1974 Offenses</u>	<u>1974 Percent Cleared</u>
Murder and Non- Negligent Manslaughter	5	80.0%
Rape	8	50.0%
Robbery	43	58.1%
Assault	70	74.3%
Burglary	548	28.5%
Larceny	1394	26.1%
Auto Theft	105	35.2%
TOTAL:	2173	29.5%

CITY OF MANHATTAN (ONLY)

Murder and Non- Negligent Manslaughter	1	100.0%
Rape	6	33.3%
Robbery	34	58.8%
Assault	47	65.9%
Burglary	423	31.4%
Larceny	1170	28.3%
Auto Theft	89	37.1%
TOTAL:	1770	31.1%

COUNTY (EXCLUDING MANHATTAN)

Murder and Non- Negligent Manslaughter	4	75.0%
Rape	2	100.0%
Robbery	9	55.5%

119

Assault	23	91.38
Burglary	125	18.48
Larceny	224	14.78
Auto Theft	16	25.08
TOTAL:	403	22.68

**TOTAL CRIMES  
PART I AND PART II  
(Not including traffic)  
MANHATTAN AND RILEY COUNTY**

1972	Manhattan	3,263
	Riley County	Not Available
1973	Manhattan	2,709
	Riley County	Not Available
1974	Manhattan	3,239
	Riley County	707

**ARRESTS  
(total criminal)**

<u>ADULT</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
Manhattan	482	392	698
Riley County	Not Available	Not Available	185
<u>JUVENILE</u>			
Manhattan	270	306	382
Riley County	Not Available	Not Available	55

ROBBERIES BY THE  
MONTH--MANHATTAN AND RILEY COUNTY

	<u>CITY 73</u>	<u>COUNTY 73</u>	<u>CITY 74</u>	<u>COUNTY 74</u>
January	9	0	0	0
February	1	0	2	2
March	0	1	5	0
April	4	1	4	1
May	1	1	2	0
June	1	2	2	0
July	0	1	3	0
August	5	2	3	3
September	2	0	4	3
October	6	0	3	0
November	5	2	3	0
December	6	1	3	0
<b>TOTAL</b>	<b>40</b>	<b>11</b>	<b>34</b>	<b>9</b>

<u>ROBBERIES BY TYPE</u>	<u>CITY</u>			<u>COUNTY</u>		
	<u>72</u>	<u>73</u>	<u>74</u>	<u>72</u>	<u>73</u>	<u>74</u>
Highway	1	2	2	*	*	3
Commercial Building	7	8	3	*	*	1
Service Station	2	1	0	*	*	2
Chain Store	2	6	8	*	*	0
Residence	2	2	6	*	*	0
Bank	1	0	0	*	*	0
Other	14	20	15	*	*	0
<b>TOTAL</b>	<b>29</b>	<b>39</b>	<b>34</b>			<b>7</b>

\*Figures not available by type for 1972 and 1973.

BURGLARIES BY THE  
MONTH--MANHATTAN & RILEY COUNTY

<u>MONTH</u>	<u>CITY</u>	<u>COUNTY</u>
January	20	4
February	20	8
March	48	8
April	43	12
May	32	11
June	27	13
July	49	12
August	27	9
September	38	10
October	34	8
November	46	12
December	<u>39</u>	<u>18</u>
<b>TOTAL</b>	<b>423</b>	<b>125</b>

BURGLARIES BY TYPE

	<u>CITY</u>				<u>COUNTY</u>	
Residence Night	<u>72</u>	<u>73</u>	<u>74</u>	<u>72</u>	<u>73</u>	<u>74</u>
Residence Day	98	77	91	*	*	30
Residence Unknown	85	59	62	*	*	19
Non-Residence Night	79	89	81	*	*	40
Non-Residence Day	115	160	136	*	*	20
Non-Residence Unk	11	12	11	*	*	2
	<u>45</u>	<u>56</u>	<u>42</u>	*	*	<u>14</u>
<b>TOTAL</b>	<b>433</b>	<b>453</b>	<b>423</b>			<b>125</b>

\*Figures not available by type for 1972-1973.

**DRUG ARREST BY THE  
MONTH--MANHATTAN & RILEY COUNTY**

<u>MONTH</u>	<u>CITY</u>	<u>COUNTY</u>
January	4	1
February	11	1
March	9	0
April	4	5
May	5	4
June	17	2
July	3	0
August	11	4
September	1	2
October	12	0
November	1	2
December	12	2

**MISCELLANEOUS ACTIVITIES**

Animal Complaints*	1900	38
Service to Merchants	1452	33
House Checks	372	8
Other Misc. Services	2778	128
Abandoned Vehicles:		
Reported	377	11
Towed	87	3

\* Although the county does not have an animal ordinance, the officers responded to calls of sick, injured, or vicious animals in the county as a service to the citizens.

## JUVENILE COURT - 1974

In 1974 there were 268 petitions filed in the Juvenile Court for violation of Kansas Statutes, excluding Dependency and Neglect. This represents a 13% increase in cases over 1973. The breakdown of the charges is as follows:

<u>CHARGE</u>	<u>ADJUDICATED CASES</u>
Pursesnatching	1
Theft over \$50	11
Theft under \$50	12
Armed Robbery	3
Breaking and Entering	29
Auto Theft	11
Drug Possession	1
Alcohol Possession/Purchase	4
Damage to Property	14
Waywardness	51
Truancy	21
Driving While Intoxicated	1
Traffic Offenses	28
Contributing to Delinquency	1
Assault	2
Disturbing the Peace	2
Insufficient Funds	3
Forgery	4
TOTAL NUMBER OF CASES	199

There were 139 males and 59 females involved in the Juvenile Court. The ages of all juveniles, including Dependent and Neglected are as follows:

Under 10.....	8
11 to 12.....	19
13.....	16
14.....	49
15.....	92
16.....	46
17.....	43

This figure includes juveniles that were not adjudicated, but originally charged.

PART I CRIMES

## RILEY COUNTY CRIMINAL STATISTICS

RILEY COUNTY

	<u>Offenses</u>		<u>Percent Cleared</u>	
	<u>1974</u>	<u>1975</u>	<u>1974</u>	<u>1975</u>
Murder and Non-Negligent Manslaughter	5	2	80.0%	100%
Rape	8	16	50.0%	81%
Robbery	43	22	58.1%	50%
Assault	70	64	74.3%	103%
Burglary	548	543	28.5%	20%
Larceny	1394	1382	26.1%	15%
Auto Theft	<u>105</u>	<u>78</u>	<u>35.2%</u>	<u>28%</u>
TOTAL:	2173	2107	29.5%	21%

CITY OF MANHATTAN (ONLY)

Murder and Non-Negligent Manslaughter	1	2	100.0%	100%
Rape	6	7	33.3%	114%
Robbery	34	19	58.8%	47%
Assault	47	46	65.9%	126%
Burglary	423	407	31.4%	20%
Larceny	1170	1190	28.3%	16%
Auto Theft	<u>89</u>	<u>58</u>	<u>37.1%</u>	<u>33%</u>
TOTAL:	1770	1729	31.1%	22%

## RILEY COUNTY CRIMINAL STATISTICS (CONT.)

COUNTY (EXCLUDING MANHATTAN)

	<u>Offenses</u>		<u>Percent Cleared</u>	
	<u>1974</u>	<u>1975</u>	<u>1974</u>	<u>1975</u>
Murder and Non- Negligent Manslaughter	4	0	75.0%	----
Rape	2	9	100.0%	56%
Robbery	9	3	55.5%	67%
Assault	23	18	91.3%	44%
Burglary	125	136	18.4%	20%
Larceny	224	192	14.7%	11%
Auto Theft	<u>16</u>	<u>20</u>	<u>25.0%</u>	<u>15%</u>
<b>TOTAL:</b>	403	378	22.6%	18%

TOTAL CRIMESPART I AND PART II

(Not including traffic)  
 MANHATTAN AND RILEY COUNTY

1974	Manhattan	3,239
	Riley County	<u>707</u>
	TOTAL:	3,946
1975	Manhattan	2,799
	Riley County	<u>613</u>
	TOTAL:	3,412

ARRESTS

(total criminal)

1974	Manhattan	698
	Riley County	<u>185</u>
	TOTAL:	883
1975	Manhattan	696
	Riley County	<u>291</u>
	TOTAL:	987

ROBBERIES BY THE MONTH  
MANHATTAN AND RILEY COUNTY

	<u>CITY</u>		<u>COUNTY</u>	
	<u>1974</u>	<u>1975</u>	<u>1974</u>	<u>1975</u>
January	0	0	0	0
February	2	1	2	0
March	5	2	0	0
April	4	1	1	0
May	2	1	0	1
June	2	0	0	1
July	3	3	0	0
August	3	1	3	0
September	4	2	1	1
October	3	3	0	0
November	3	3	0	0
December	<u>3</u>	<u>2</u>	<u>0</u>	<u>0</u>
<b>TOTAL:</b>	34	19	7	3

ROBBERIES BY TYPE  
MANHATTAN AND RILEY COUNTY

	<u>CITY</u>		<u>COUNTY</u>	
	<u>1974</u>	<u>1975</u>	<u>1974</u>	<u>1975</u>
Highway	2	2	3	0
Commercial	3	1	1	0
Service Station	0	0	2	1
Chain Store	8	2	0	0
Residence	6	3	0	0
Bank	0	0	0	0
Other	<u>15</u>	<u>11</u>	<u>1</u>	<u>2</u>
<b>TOTAL:</b>	34	19	7	3

BURGLARIES BY THE MONTH  
MANHATTAN AND RILEY COUNTY

	<u>CITY</u>		<u>COUNTY</u>	
	<u>1974</u>	<u>1975</u>	<u>1974</u>	<u>1975</u>
January	20	40	4	11
February	20	20	8	12
March	48	28	8	11
April	43	45	12	11
May	32	53	11	8
June	27	27	13	12
July	49	48	12	16
August	27	44	9	12
September	38	27	10	12
October	34	27	8	14
November	46	26	12	7
December	<u>39</u>	<u>22</u>	<u>18</u>	<u>10</u>
<b>TOTAL:</b>	423	407	125	136
	Down 4%		Up 9%	

BURGLARIES BY TYPE

	<u>CITY</u>		<u>COUNTY</u>	
	<u>1974</u>	<u>1975</u>	<u>1974</u>	<u>1975</u>
Residence Night	91	109	30	36
Residence Day	62	53	19	29
Residence Unknown	81	86	40	26
Non-Residence Night	136	128	20	26
Non-Residence Day	11	8	2	4
Non-Residence Unknown	<u>42</u>	<u>23</u>	<u>14</u>	<u>15</u>
<b>TOTAL:</b>	423	407	125	136

DRUG ARRESTS BY THE MONTH  
MANHATTAN AND RILEY COUNTY

	<u>CITY</u>		<u>COUNTY</u>	
	<u>1974</u>	<u>1975</u>	<u>1974</u>	<u>1975</u>
January	4	8	1	3
February	11	15	1	2
March	9	8	0	2
April	4	2	5	0
May	5	2	4	1
June	17	11	2	0
July	3	2	0	0
August	11	15	4	0
September	1	1	2	1
October	12	5	0	2
November	1	1	2	0
December	<u>12</u>	<u>15</u>	<u>2</u>	<u>1</u>
<b>TOTAL:</b>	90	85	23	13

MISCELLANEOUS ACTIVITIES

	<u>CITY</u>		<u>COUNTY</u>	
	<u>1974</u>	<u>1975</u>	<u>1974</u>	<u>1975</u>
Animal Complaints*	1900	1442	38	67
Service to Merchants	1452	1215	33	37
House Checks	372	620	8	34
Other Misc. Services	2778	1521	128	126
Reported	377	113	11	21
Towed	<u>87</u>	<u>7</u>	<u>3</u>	<u>1</u>
<b>TOTAL:</b>	6966	4918	221	286

\*Although the county does not have an animal ordinance, officers responded to calls of sick, injured, or vicious animals in the county as a service to the citizens.

ACCIDENT AND CITATIONS (MOVING VIOLATIONS)  
INVOLVING \$200.00 OR MORE AND/OR INJURY OR FATALITY

	<u>ACCIDENTS</u>		<u>CITATIONS</u>	
	<u>1974</u>	<u>1975</u>	<u>1974</u>	<u>1975</u>
Manhattan	613	765	3380	4482
Riley County and Ogden	<u>242</u>	<u>251</u>	<u>3091</u>	<u>2730</u>
<b>TOTAL</b>	<b>855</b>	<b>1016</b>	<b>6471</b>	<b>7212</b>

PROPERTY DAMAGE - ALL ACCIDENTS

	<u>1974</u>	<u>1975</u>
Ogden	\$28,310.00	\$15,550.00
Riley County	\$244,192.00	\$288,483.00
Manhattan	<u>\$482,754.00</u>	<u>\$700,148.00</u>
<b>TOTAL</b>	<b>\$755,256.00</b>	<b>\$1,004,181.00</b>

TRAFFIC FATALITIES

	<u>1974</u>	<u>1975</u>
Ogden	0	0
Riley County	7	3
Manhattan	<u>0</u>	<u>2</u>
<b>TOTAL:</b>	<b>7</b>	<b>5</b>

JUVENILE COURT CASE COMPARISON

<u>CHARGE</u> <u>BY CLASS</u>	<u>ADJUDICATED CASES</u>	
	<u>1974</u>	<u>1975</u>
Robbery	3	1
Assault	2	11
Breaking and Entering	29	14
Purse Snatching	1	0
Theft over \$50	11	26
Theft under \$50	12	69
Auto Theft	11	9
Forgery	4	5
Insufficient Fund Checks	3	0
Damage to Property	14	15
Drug Possession	1	7
Driving While Intoxicated	1	4
Alchol Possession/Purchase	4	15
Contributing to Delinquency	1	0
Disturbing the Peace	2	5
Waywardness	72	91
Traffic Offenses	28	29
<b>TOTAL:</b>	<b>199</b>	<b>301</b>

The above shows an overall increase of 51% in 1975 of adjudicated juvenile cases.

APPENDIX G: Selected Newspaper Clipping

CALC mum amidst accusations

Editor's note The Mercury has repeatedly tried to contact members of Citizens Against Law Consolidation but none connected with the group would give any definitive statement or allow it to be quoted concerning the allegations that the group has used distorted facts in collecting signatures for an impending deconsolidation petition.

By HARRY JACKSON Mercury Staff Writer

Two public figures last week accused the Citizens Against Law Consolidation (CALC) of using questionable tactics in obtaining signatures for a petition to put the consolidation question on the November ballot.

Riley County Atty James Morrison and KMAN Radio continuity director Glenda Heidenbrand

made statements that the purported 2,000 signatures on the CALC petition were obtained through lies or half truths. Other sources have accused the group of obtaining signatures of persons not legal residents of Riley County.

Persons associated with the CALC movement have said the petition will be presented to the County Clerk's office at 3 p.m. Monday.

According to County Clerk Wanda Corder the petitions will be examined by her and County Commission counsel Dan Myers.

About 1,000 valid signatures will be needed, roughly 10 percent of the registered voters in Riley County to have the consolidation question placed on the ballot.

Mrs. Corder said, however, more signatures may be needed if a decision from a higher authority rules

the Manhattan population living in Dallas County has a right to vote in the year.

Most of the facts which allegedly have been distorted concern the financial status of the Riley County Police Department. The so-called distortions concerned the raising of the budget as much as 50 per cent. The budget actually proposed for 1975 contained only a 5.8 percent hike.

Morrison made the veiled accusation against the petition circulators at the June meeting of the Consolidated Law Enforcement Agency board meeting when he said a woman who didn't know his identity, tried to convince him to sign the petition.

Morrison said the petitioner told him the budget of the Riley County Police Department had tripled over (continued on page A7)

Monday, July 28, 1974 The Manhattan Mercury

CALC mum on accusations of false campaign

Continued from A1

the first operational year. Furthermore, Morrison claimed. She woman accused the department of incompetencies. Morrison said he certainly would have known of his capacity as county attorney.

"I don't care if they get the thing up in another way. It doesn't bother my office one way or another. But I don't like to see signatures gained on false pretences," Morrison said.

"The average citizen can't know all he faces on a certain issue like this," Morrison added. "And how do you think they feel when they hear some erroneous information like this?"

"What gets me is none of them have ever been to a board meeting and when we had the budget hearing nobody showed up so it lasted about two minutes," Morrison said.

A budget hearing was held at the July agency board meeting and the total attendance, besides the board itself, included three news reporters, a police officer and two RCMP administrators.

Morrison added he asked (one petitioner) who is active in the movement, why she hadn't showed and she said she had no much work at home and on her job.

"But I see them out almost every night walking up and down the streets with that petition," Morrison said.

Morrison is known to patrol Manhattan and Riley County streets with police officers from time to time in the late evening.

Mrs. Heidenbrand, who said she wanted to set the record straight in a letter to the Editor of the July 22 Mercury asked over her Open Line show recently what local people had been told by petitioners going door to door.

Her feedback included:

Police are destroying all records of consolidation. Police officers are incompetent.

Consolidation will cost considerably more.

That consolidation is a move toward dictatorship and the downfall of the country.

As if Mrs. Heidenbrand's complaint isn't enough, a story in a recent Kansas State "College" newspaper quoted a CALC member as stating that she said on a call to Open Line "authorities are using scare tactics," and citing an Open Line program in which she alleged a guard said if deconsolidation were effected now "there would be no law in Riley County in 1975."

"I wish to have it known that this statement was never made on Open Line," Mrs. Heidenbrand said.

In fact, a different statement was made on Open Line by Mercury news

Editor Bill Felber who (preserved) a KMAN tape) said in response to a question of why were the words so "afraid" of deconsolidation that he's "afraid" because Manhattan would have no police department.

The point was that Manhattan will publish a 1975 budget in August. When that budget is published, all monies are earmarked and new tax levies cannot be established to operate a police department should consolidation be rejected.

Another source, who wished not to be named, said a prisoner came to his Kansas State University office and asked for signatures. The source was the only person in the room from Manhattan and Riley County. Three Pittawatamie County residents working there signed the petition, the source said.

As for other allegations, a CALC petitioner said he was displeased with the department law case, since consolidation police cars are coming down his county road so often now that they keep dust stirred up.

Before continuing, let's review the facts related to CALC allegations.

The RCMP budget rose less than the legal six per cent allowed by the law. This was coupled with the halfway point of the RCMP first year operation which had expenditures at only 49.7 percent of the 1974 budget.

The Shawnee County Sheriff's budget rose 100 percent over last year's," Morrison said "and with the Topeka budget, their law enforcement costs are about \$5 million. That's five times the money for only three times the population of Riley County."

Police destroying records of consolidation was pretty vague so The Mercury confronted RCMP assistant director Alvan Johnson with the question.

"What records?" he said. "The only records we have are criminal records and it's against the law to destroy them."

It's still not known what records the CALC petitioner referred to but the only record needed for the consolidation is the law which was placed on the original referendum.

A possible meaning was suggested as meaning budget and expenditures records for monthly department functions. But copies of those records are given to each of the five law-enforcement agencies and currently are on file.

The charge that consolidation is a move toward dictatorship was traced and it appears to be the work of a Colorado Street woman who has been distributing pamphlets printed by a disciplined former police officer in Dallas, Tex.

The pamphlet in actuality said that the government is decentralizing too much. But she interpreted that to

mean the federal government is attempting to bring all the power under its own wing, thus centralization.

As for police being incompetent, "It makes no difference," said one police department source, "because most of the officers would have been here consolidation or not."

But RCMP Chief W.L. Penhollow said anyone having complaints about incompetency should contact him or Johnson.

Penhollow is known in the department of being a director of strict—and sometimes overly strict—principles, and demands that the officers follow them.

As for his being too aloof and the department being too large and disconnected from the public, this reporter knows it's easier to get in touch with Penhollow or Johnson than most of his patrolmen. But, it's just as easy to get in touch with a plain

clothes officer by name in any division of the department simply by making a telephone call. This includes investigators, administrators, and even the uniformed traffic chief.

That consolidation will cost "considerably" more was a statement worthy of investigation so The Mercury got in touch with a CALC rhesian who would not speak if identified by name.

She said The "consolidated agency will not save money," which was purported to be in the original campaigning for its referendum passage.

Asked what she considers a savings, she reiterated, "It will not save."

"Go to the city people. It's their job to know how much the costs went up," she said when asked how much the consolidated law enforcement costs had risen.

"I don't care what the budget is," the woman said. "If they need extra money, they'll get it regardless of the law."

When asked about the false statements given by many of the CALC representatives, she said, the false statements, "started when they were selling consolidation to Manhattan."

Morrison said other ideas had been told to him as to the motives for the CALC petitions.

"Many of the people just have a grudge with Penhollow," he said.

It is a fact that a defamed Manhattan police officer who was dismissed from the department for "conduct unbecoming an officer," had been a major moving force in the CALC.

Concerning the burner officer's case, Penhollow refused to publicize information concerning the

Central which is a policy of the director's in not releasing information that could damage an officer's personal life. (The officer never said anything either.)

The officer circulated a petition then, also, for a grand jury probe into corruption in Riley County law enforcement. The fate of that petition is unknown, but Atty Gen. Vern Miller held an inquisition into the charges and found them all groundless.

Also another CALC member has said he does not like the director because he is an "outsider" and has chosen to petition because of that.

Penhollow was chief of the Manhattan Police Department three years before taking the post of RCMP director. In fact, he had decided to stay in Manhattan to serve as assistant director when it was discovered he wasn't the original choice for the directorship.