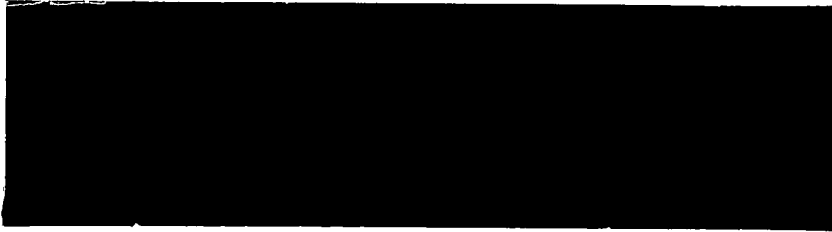


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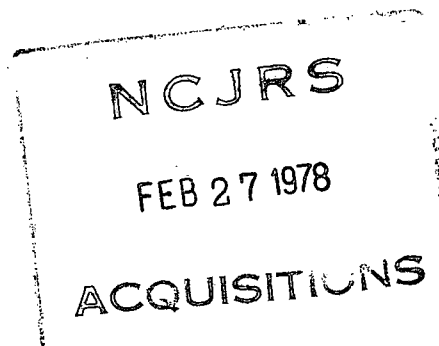
Southern Illinois University
at Carbondale

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

by

William W. Childers
Instructor, Law Enforcement Program
Center for the Study of Crime, Delinquency
and Corrections
Southern Illinois University - Carbondale

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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^o 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.¹ 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.²

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.³

**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.⁴

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).⁵

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).⁶

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.⁷

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.⁸ 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 commonalty 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.

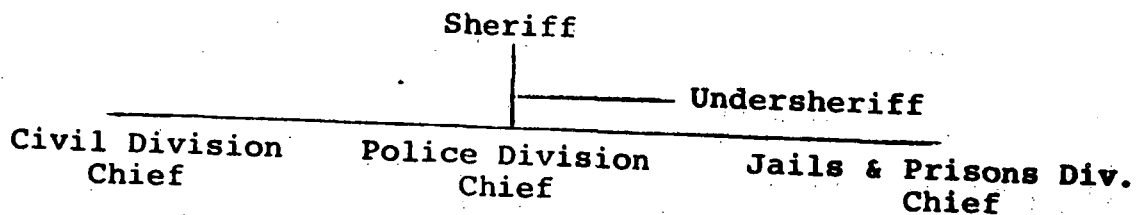
Consolidation of law enforcement activities in Jacksonville-Duval County, Florida, came about as a part of the general consolidation of all city and county government services. The decision to consolidate was prompted by a study of the following problems and proposed solutions: rapid population and business 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.⁹

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.¹¹

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.¹²

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.

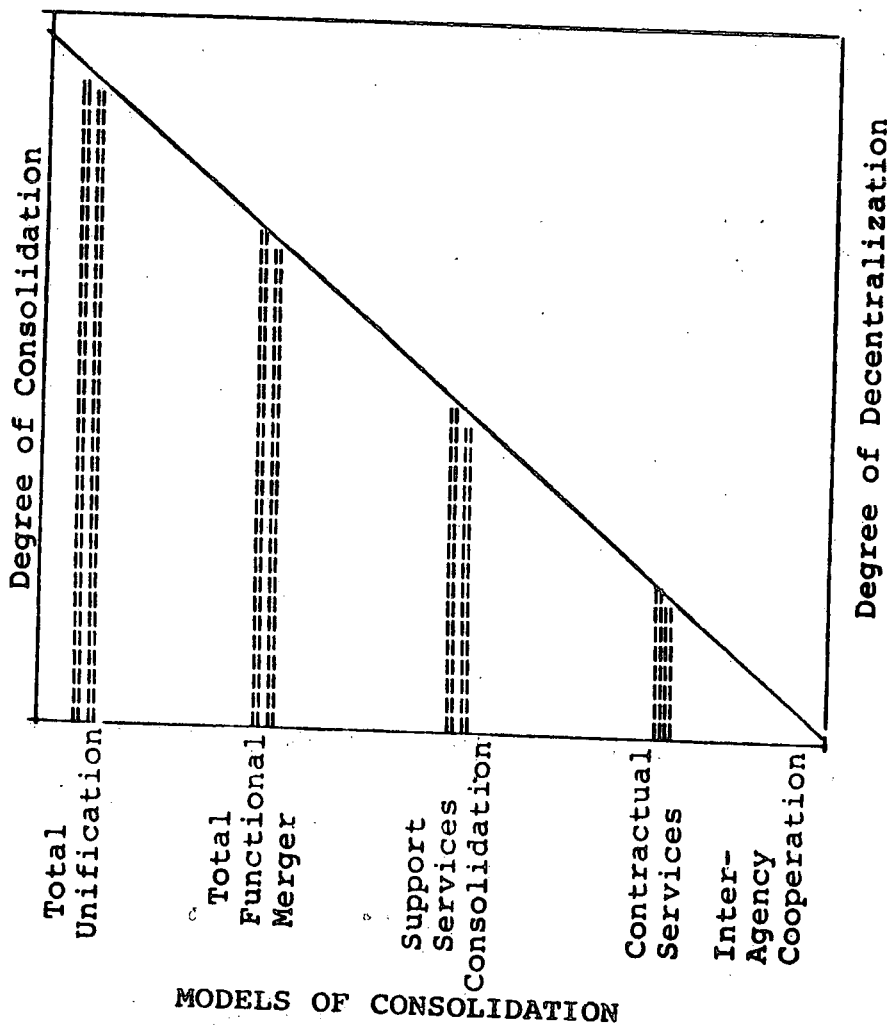
The Major Case Squad of the Greater St. Louis Area, comprised of investigators from Illinois and Missouri police departments, was initiated because officials of the larger area police agencies believed that they should make their resources available to the smaller municipalities as a cooperative gesture. 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.¹³

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 Zeandale 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. Perserving 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.¹⁴

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 money¹⁵

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.¹⁶

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.¹⁷

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.¹⁸

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.¹⁹

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.²⁰

The crippling blow to the CALC appears to have come in early November, 1974, when the spokesmen for CALC, the Mahaffeys, 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.²¹

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.²²

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%.²³

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.²⁴ 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.

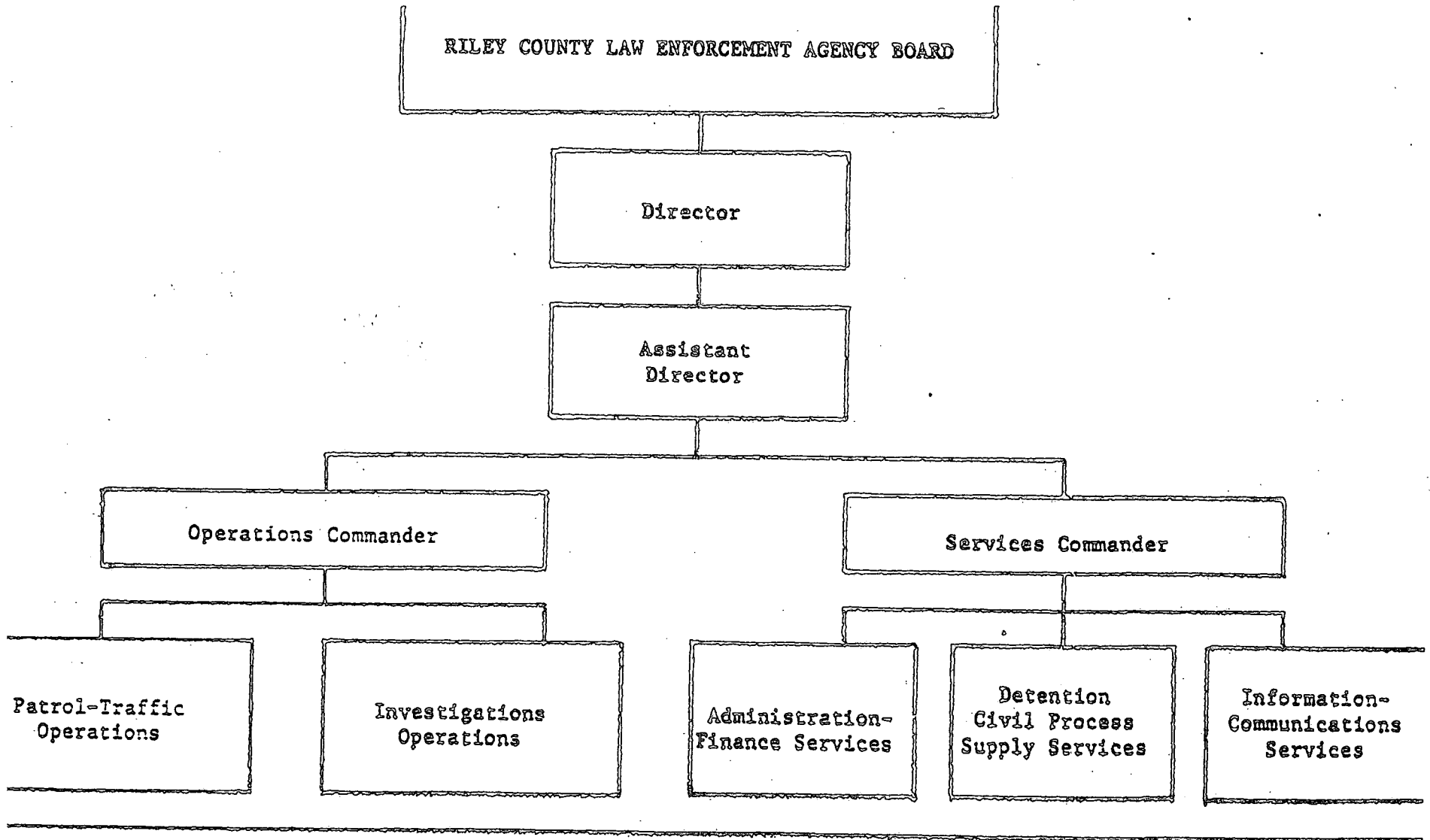
Instead of appointing a citizen at large from the city and county, the county commissioners selected another county commissioner to fill the county position; and the city council of Manhattan selected a city councilman for their citizen at large position. The first Board members were as follows:

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;

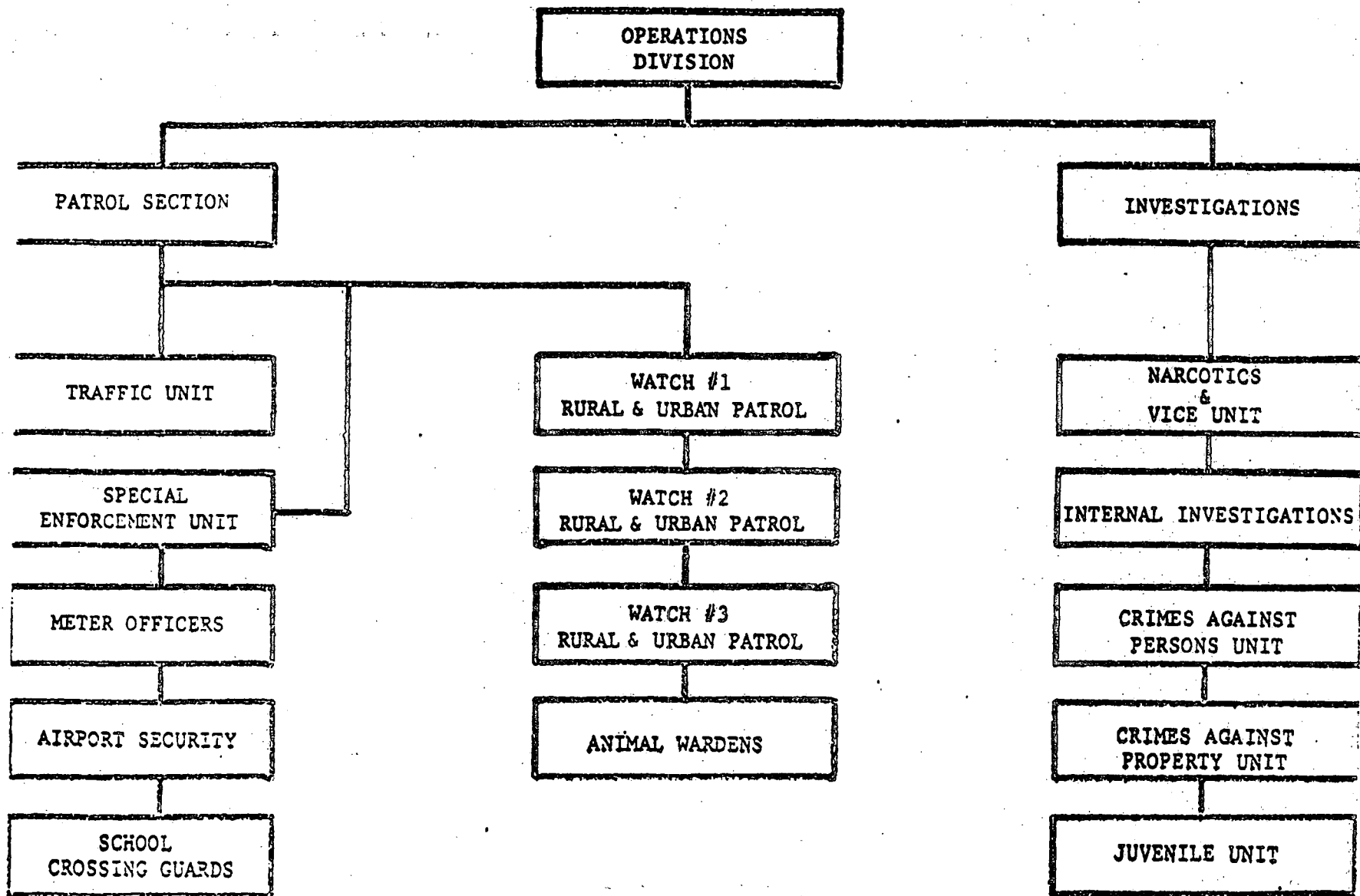
- (h) Adopt and certify to the board of county commissioners of the county a budget for the operation of the agency and department;
- (i) Enter into contracts for and receive moneys from any private organization or agency, the federal government or the state or any political or taxing subdivision thereof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

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 & 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."²⁷

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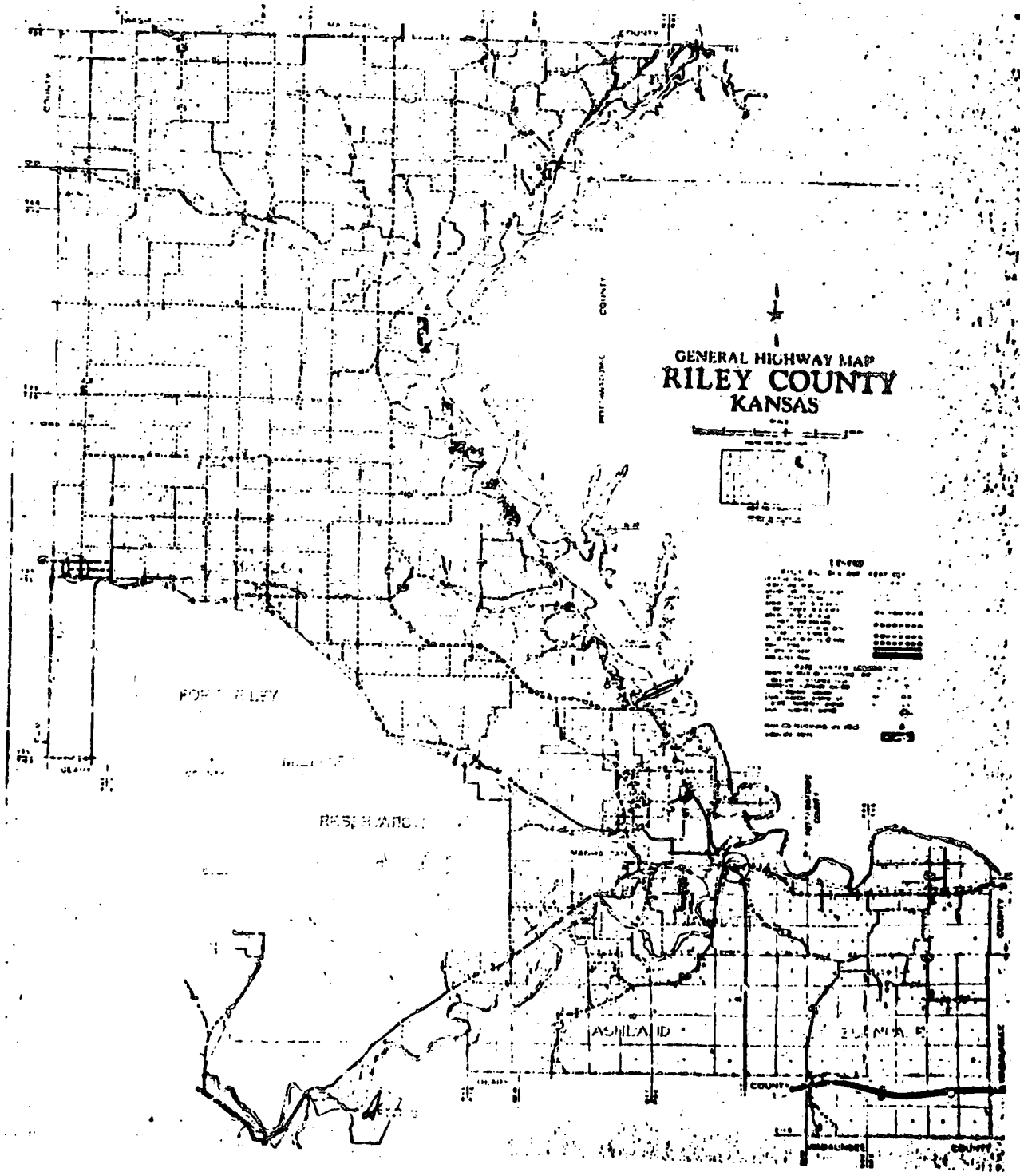
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APPENDIX A (General Highway Map, Riley County Kansas)



[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

1-20

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 *~~each 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. _____, ^(Name of county) 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 " _____ ^(name of county) 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 authoriz-
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? *?? 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		CARTER TOWNSHIP	CLAY CREEK TWP.	GRANT TOWNSHIP		JACKSON TOWNSHIP	MARSH TOWNSHIP	MANHATTAN TOWNSHIP					MAY DAY TOWNSHIP
		Yes	No	Yes	No			Yes	No			Precinct 1	Precinct 2	Precinct 3	Precinct 4	Precinct 5	
Local Position #1		42	201	14	56	34	34	132		43	215	371	187	218	110	110	42
Local Position #9		Yes	44	205	15	52	40	40	142	56	215	401	210	219	124	124	42
Local Position #7		Yes	40	187	15	59	34	34	133	44	209	392	185	213	110	110	42
		No								16	95	57	50	31	250		
Constitutional Amendment #1		Yes	25	114			20	17	124	32	113	294	183	169	97	97	
Constitutional Amendment #2		Yes	17	102			21	21	49	25	146	111	65	66	55	55	
Constitutional Amendment #3		Yes	28	120			22	20	127	53	141	313	161	195	107	107	
		No	22	132			29	29	64	33	154	138	81	94	45	45	
		Yes	27	135			26	21	142	28	130	329	152	168	107	107	
		No	23	119			26	27	45	36	146	117	88	87	46	46	
Unified Law Enforcement		Yes	33	102			6	19	112	14	95	283	134	165	165	165	
		No	34	232			55	47	116	79	288	282	142	128	47	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

1912

Savage Creek Township			Zandale Township			MANHATTAN CITY																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																				
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101			Ward 102			Ward 103			Ward 104			Ward 105			Ward 106			Ward 107			Ward 108			Ward 109			Ward 110			Ward 111			Ward 112			Ward 113			Ward 114			Ward 115			Ward 116			Ward 117			Ward 118			Ward 119			Ward 120			Ward 121			Ward 122			Ward 123			Ward 124			Ward 125			Ward 126			Ward 127			Ward 128			Ward 129			Ward 130			Ward 131			Ward 132			Ward 133			Ward 134			Ward 135			Ward 136			Ward 137			Ward 138			Ward 139			Ward 140			Ward 141			Ward 142			Ward 143			Ward 144			Ward 145			Ward 146			Ward 147			Ward 148			Ward 149			Ward 150			Ward 151			Ward 152			Ward 153			Ward 154			Ward 155			Ward 156			Ward 157			Ward 158			Ward 159			Ward 160			Ward 161			Ward 162			Ward 163			Ward 164			Ward 165			Ward 166			Ward 167			Ward 168			Ward 169			Ward 170			Ward 171			Ward 172			Ward 173			Ward 174			Ward 175			Ward 176			Ward 177			Ward 178			Ward 179			Ward 180			Ward 181			Ward 182			Ward 183			Ward 184			Ward 185			Ward 186			Ward 187			Ward 188			Ward 189			Ward 190			Ward 191			Ward 192			Ward 193			Ward 194			Ward 195			Ward 196			Ward 197			Ward 198			Ward 199			Ward 200			Ward 201			Ward 202			Ward 203			Ward 204			Ward 205			Ward 206			Ward 207			Ward 208			Ward 209			Ward 210			Ward 211			Ward 212			Ward 213			Ward 214			Ward 215			Ward 216			Ward 217			Ward 218			Ward 219			Ward 220			Ward 221			Ward 222			Ward 223			Ward 224			Ward 225			Ward 226			Ward 227			Ward 228			Ward 229			Ward 230			Ward 231			Ward 232			Ward 233			Ward 234			Ward 235			Ward 236			Ward 237			Ward 238			Ward 239			Ward 240			Ward 241			Ward 242			Ward 243			Ward 244			Ward 245			Ward 246			Ward 247			Ward 248			Ward 249			Ward 250			Ward 251			Ward 252			Ward 253			Ward 254			Ward 255			Ward 256			Ward 257			Ward 258			Ward 259			Ward 260			Ward 261			Ward 262			Ward 263			Ward 264			Ward 265			Ward 266			Ward 267			Ward 268			Ward 269			Ward 270			Ward 271			Ward 272			Ward 273			Ward 274			Ward 275			Ward 276			Ward 277			Ward 278			Ward 279			Ward 280			Ward 281			Ward 282			Ward 283			Ward 284			Ward 285			Ward 286			Ward 287			Ward 288			Ward 289			Ward 290			Ward 291			Ward 292			Ward 293			Ward 294			Ward 295			Ward 296			Ward 297			Ward 298			Ward 299			Ward 300			Ward 301			Ward 302			Ward 303			Ward 304			Ward 305			Ward 306			Ward 307			Ward 308			Ward 309			Ward 310			Ward 311			Ward 312			Ward 313			Ward 314			Ward 315			Ward 316			Ward 317			Ward 318			Ward 319			Ward 320			Ward 321			Ward 322			Ward 323			Ward 324			Ward 325			Ward 326			Ward 327			Ward 328			Ward 329			Ward 330			Ward 331			Ward 332			Ward 333			Ward 334			Ward 335			Ward 336			Ward 337			Ward 338			Ward 339			Ward 340			Ward 341			Ward 342			Ward 343			Ward 344			Ward 345			Ward 346			Ward 347			Ward 348			Ward 349			Ward 350			Ward 351			Ward 352			Ward 353			Ward 354			Ward 355			Ward 356			Ward 357			Ward 358			Ward 359			Ward 360			Ward 361			Ward 362			Ward 363			Ward 364			Ward 365			Ward 366			Ward 367			Ward 368			Ward 369			Ward 370			Ward 371			Ward 372			Ward 373			Ward 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465			Ward 466			Ward 467			Ward 468			Ward 469			Ward 470			Ward 471			Ward 472			Ward 473			Ward 474			Ward 475			Ward 476			Ward 477			Ward 478			Ward 479			Ward 480			Ward 481			Ward 482			Ward 483			Ward 484			Ward 485			Ward 486			Ward 487			Ward 488			Ward 489			Ward 490			Ward 491			Ward 492			Ward 493			Ward 494			Ward 495			Ward 496			Ward 497			Ward 498			Ward 499			Ward 500			Ward 501			Ward 502			Ward 503			Ward 504			Ward 505			Ward 506			Ward 507			Ward 508			Ward 509			Ward 510			Ward 511			Ward 512			Ward 513			Ward 514			Ward 515			Ward 516			Ward 517			Ward 518			Ward 519			Ward 520			Ward 521			Ward 522			Ward 523			Ward 524			Ward 525			Ward 526			Ward 527			Ward 528			Ward 529			Ward 530			Ward 531			Ward 532			Ward 533			Ward 534			Ward 535			Ward 536			Ward 537			Ward 538			Ward 539			Ward 540			Ward 541			Ward 542			Ward 543			Ward 544			Ward 545			Ward 546			Ward 547			Ward 548			Ward 549			Ward 550			Ward 551			Ward 552			Ward 553			Ward 554			Ward 555			Ward 556			Ward 557			Ward 558			Ward 559			Ward 560			Ward 561			Ward 562			Ward 563			Ward 564			Ward 565			Ward 566			Ward 567			Ward 568			Ward 569			Ward 570			Ward 571			Ward 572			Ward 573			Ward 574			Ward 575			Ward 576			Ward 577			Ward 578			Ward 579			Ward 580			Ward 581			Ward 582			Ward 583			Ward 584			Ward 585			Ward 586			Ward 587			Ward 588			Ward 589			Ward 590			Ward 591			Ward 592			Ward 593			Ward 594			Ward 595			Ward 596			Ward 597			Ward 598			Ward 599			Ward 600			Ward 601			Ward 602			Ward 603			Ward 604			Ward 605			Ward 606			Ward 607			Ward 608			Ward 609			Ward 610			Ward 611			Ward 612			Ward 613			Ward 614			Ward 615			Ward 616			Ward 617			Ward 618			Ward 619			Ward 620			Ward 621			Ward 622			Ward 623			Ward 624			Ward 625			Ward 626			Ward 627			Ward 628			Ward 629			Ward 630			Ward 631			Ward 632			Ward 633			Ward 634			Ward 635			Ward 636			Ward 637			Ward 638			Ward 639			Ward 640			Ward 641			Ward 642			Ward 643			Ward 644			Ward 645			Ward 646			Ward 647			Ward 648			Ward 649			Ward 650			Ward 651			Ward 652			Ward 653			Ward 654			Ward 655			Ward 656			Ward 657			Ward 658			Ward 659			Ward 660			Ward 661			Ward 662			Ward 663			Ward 664			Ward 665			Ward 666			Ward 667			Ward 668			Ward 669			Ward 670			Ward 671			Ward 672			Ward 673			Ward 674			Ward 675			Ward 676			Ward 677			Ward 678			Ward 679			Ward 680			Ward 681			Ward 682			Ward 683			Ward 684			Ward 685			Ward 686			Ward 687			Ward 688			Ward 689			Ward 690			Ward 691			Ward 692			Ward 693			Ward 694			Ward 695			Ward 696			Ward 697			Ward 698			Ward 699			Ward 700			Ward 701			Ward 702			Ward 703			Ward 704			Ward 705			Ward 706			Ward 707			Ward 708			Ward 709			Ward 710			Ward 711			Ward 712			Ward 713			Ward 714			Ward 715			Ward 716			Ward 717			Ward 718			Ward 719			Ward 720			Ward 721			Ward 722			Ward 723			Ward 724			Ward 725			Ward 726			Ward 727			Ward 728			Ward 729			Ward 730			Ward 731			Ward 732			Ward 733			Ward 734			Ward 735			Ward 736			Ward 737			Ward 738			Ward 739			Ward 740			Ward 741			Ward 742			Ward 743			Ward 744			Ward 745			Ward 746			Ward 747			Ward 748			Ward 749			Ward 750			Ward 751			Ward 752			Ward 753			Ward 754			Ward 755			Ward 756			Ward 757			Ward 758			Ward 759			Ward 760			Ward 761			Ward 762			Ward 763			Ward 764			Ward 765			Ward 766			Ward 767			Ward 768			Ward 769			Ward 770			Ward 771			Ward 772			Ward 773			Ward 774			Ward 775			Ward 776			Ward 777			Ward 778			Ward 779			Ward 780			Ward 781			Ward 782			Ward 783			Ward 784			Ward 785			Ward 786			Ward 787			Ward 788			Ward 789			Ward 790			Ward 791			Ward 792			Ward 793			Ward 794			Ward 795			Ward 796			Ward 797			Ward 798			Ward 799			Ward 800			Ward 801			Ward 802			Ward 803			Ward 804			Ward 805			Ward 806			Ward 807			Ward 808			Ward 809			Ward 810			Ward 811			Ward 812			Ward 813			Ward 814			Ward 815			Ward 816			Ward 817			Ward 818			Ward 819			Ward 820			Ward 821			Ward 822			Ward 823			Ward 824			Ward 825			Ward 826			Ward 827			Ward 828			Ward 829			Ward 830			Ward 831			Ward 832			Ward 833			Ward 834			Ward 835			Ward 836			Ward 837			Ward 838			Ward 839			Ward 840			Ward 841			Ward 842			Ward 843			Ward 844			Ward 845			Ward 846			Ward 847			Ward 848			Ward 849			Ward 850			Ward 851			Ward 852			Ward 853			Ward 854			Ward 855			Ward 856			Ward 857			Ward 858			Ward 859			Ward 860			Ward 861			Ward 862			Ward 863			Ward 864			Ward 865			Ward 866			Ward 867			Ward 868			Ward 869			Ward 870			Ward 871			Ward 872			Ward 873			Ward 874			Ward 875			Ward 876			Ward 877			Ward 878			Ward 879			Ward 880			Ward 881			Ward 882			Ward 883			Ward 884			Ward 885			Ward 886			Ward 887			Ward 888			Ward 889		

Abstract of Votes Cast at a General Election in

NAME OF OFFICE	NAME OF PERSON VOTED FOR	AUSTIN TOWNSHIP	BATA TOWNSHIP		CARTER TOWNSHIP	FAIRY CREEK TWP.	GRANT TOWNSHIP		JACKSON TOWNSHIP	MAZON TOWNSHIP	MARIETTA TOWNSHIP			
			Bata Precinct	Marionville Precinct			Bata Precinct	Marionville Precinct			Precinct 1	Precinct 2	Precinct 3	Precinct 4
<i>See attached of Consolidated Law Enforcement</i>		23	90		25	21	60		54	21	139	97	94	31
		35	124		34	41	193		95	272	281	488	461	1-5

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, State of Kansas, on the 5th day of November 1911

DUNSMAN TOWNSHIP	BERRY CREEK TOWNSHIP		WILD CAT TOWNSHIP	KRAMBLE TOWNSHIP		MANHATTAN CITY																				Total	Total	Total
	1st Precinct	2nd Precinct		Precinct 1	Precinct 2	Ward 1			Ward 2			Ward 3			Ward 4			Ward 5			Precinct 1	Precinct 2	Precinct 3	Precinct 4	Precinct 5			
11	63		71	62	29	94	113	131	164	179	164	176	113	76	97	130	117	204	139	73	14	151	101	17	117	104	42	109
77	16		141	64	24	77	159	171	370	478	279	173	163	181	312	213	173	443	336	306	491	402	376	91	674	741	108	305

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 General election held in the several townships in said county on the

5th day of November, A. D., 1911, 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 5th day of November, A. D., 1911.

WITNESS OUR HANDS, This 5th day of November, A. D., 1911.

Attest:

County Clerk.

Commissioners.

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 HOURS

ADMINISTRATION OF JUSTICE

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

PART C
70 HOURS

POLICE PROCEDURES

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

PART B
24 HOURS

KANSAS LAW

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

- 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	91.3%
Burglary	125	18.4%
Larceny	224	14.7%
Auto Theft	16	25.0%
TOTAL:	403	22.6%

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>	<u>1972</u>	<u>1973</u>	<u>1974</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
TOTAL	40	11	34	9

<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	*	*	1
TOTAL	29	39	34			7

*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	39	18
TOTAL	423	125

BURGLARIES BY TYPE

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

*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>
TOTAL:	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>
TOTAL:	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>
TOTAL:	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>
TOTAL:	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>
TOTAL:	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>
TOTAL:	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>
TOTAL:	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>
TOTAL	855	1016	6471	7212

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>
TOTAL	\$755,256.00	\$1,004,181.00

TRAFFIC FATALITIES

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

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
TOTAL:	199	301

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 community 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 on the issue.

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 percent. The budget actually proposed for 1975 contained only a 5.8 percent hike.

Morrison made the veiled accusation against the petitioners 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 A1)

Sunday, July 28, 1974 The Manhattan Mercury

CALC mum on accusations of false campaign

Continued from A1

the first operational year.

Furthermore, Morrison claimed, the 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 for another vote. It doesn't bother my office one way or another. But I don't like to see signatures gained on false pretenses," Morrison said.

"The average citizen can't know all the facts 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 RCPD administrators.

Morrison added he asked (one petitioner) who is active in the movement, why she hadn't showed and she said she had too 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 compilation isn't enough, a story in a recent Kansas State "Collegian" 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 media 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 petitioner 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 Pittsawatomie County residents working there signed the petition, the source said.

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

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

• The RCPD budget rose less than the legal six per cent allowed by the law. This was coupled with the halfway point of the RCPD first year operation which had expenditures of 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," The Mercury confronted RCPD assistant director Alvan Johnson with the question.

What records? he said. "The only records we have 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 Fairbairn 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 RCPD Chief W.L. Penhollow said anyone having complaints about incompetency should contact him or Johnson.

Penhollow is known in the department as 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 to The Mercury got in touch with a CALC rhesus 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," has been a major moving force in the CALC.

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

criminal 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's 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 RCPD 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.