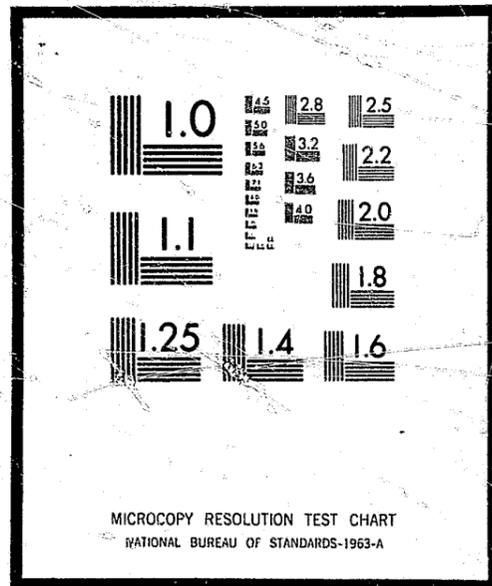


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

Date filmed

6/9/76

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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT Feasibility Study to Establish and Operate a Rural Law Enforcement Program; and Law Enforcement Needs Assessment of Proposed Seven Continent Amusement Park

REPORT NUMBER 75-089-021

FOR Oklahoma Crime Commission - Shawnee Planning District:

1. Stroud, Oklahoma	
Population:	2,600
Police Strength (Sworn):	7
Total:	10
Square Mile Area:	N/A
2. Davenport, Oklahoma	
Population	880
Police Strength (Sworn):	1
Square Mile Area:	N/A
3. Kendrick, Oklahoma	
Population	158
Police Strength (Sworn):	5
Square Mile Area:	N/A

CONTRACTOR Public Administration Service
1776 Massachusetts Avenue Northwest
Washington, D.C. 20036

CONSULTANT Nolen W. Freeman

CONTRACT NUMBER J-LEAA-002-76

DATE February 19, 1976

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- A. 1975 PART I CRIMES - STROUD
- B. 1975 PART I CRIMES - KENDRICK
- C. 1975 PART I CRIMES - DAVENPORT

FOREWARD

The Central Oklahoma Economic Development District (COEDD), Substate Planning District, Number Five, Shawnee, Oklahoma, requested technical assistance in conducting a feasibility study, developing cost estimates to establish and operate a rural law enforcement assistance program, and to determine the importance of a large amusement park's impact on law enforcement services in the Lincoln County, Oklahoma, area.

Mr. Nolen W. Freeman, Director of Police Services, Gainesville Police Department, Gainesville, Florida, and special consultant with Public Administration Service, was assigned to provide the assistance requested. On-site visitation and data collection took place in the Stroud, Oklahoma, and adjacent areas between January 13 and 16, 1976.

Individuals contacted during the conduct of this study included:

Mr. Stacy Kinsey, Criminal Justice Planner
COEDD

Mr. Pierre F. Laron, Jr., Executive Director
COEDD, Substate Planning District Number Five

Mr. Jim Palone, City Manager
Stroud, Oklahoma

Mr. D. K. Herd, City Commissioner
Davenport, Oklahoma

Mr. W. K. Tucker, City Commissioner
Davenport, Oklahoma

Mr. James Russel, Mayor
Kendrick, Oklahoma

Mr. Ron Burden, City Commissioner
Davenport, Oklahoma

**Mr. John Fulcher, Chief of Police
Chandler, Oklahoma**

**Mr. L. A. Guest, City Treasurer
Davenport, Oklahoma**

**Mr. Bob James, City Manager
Chandler, Oklahoma**

**Mr. Bob Camper, City Council Member
Davenport, Oklahoma**

**Mr. Arch Hopkins, County Commissioner
Lincoln County, Oklahoma**

**Mr. A. H. Legako, Conservation District Supervisor
Lincoln County, Oklahoma**

**Mr. Billy F. Brown, Editor/Publisher
Stroud American Newspaper, Stroud, Oklahoma**

**Mr. Wayne Smith, Patrolman
Stroud Police Department, Stroud, Oklahoma**

**Mr. Vernon McElroy, Stroud Police Department
Stroud, Oklahoma**

**Mr. Andy Tepper-Rasmussen, Health Planner
COFDD, Substate Planning District 5**

**Mr. Steve Lewis, District Attorney
Lincoln County, Oklahoma**

**Mr. Gene Fitzpatrick, Lieutenant
Oklahoma Highway Patrol, Shawnee Post**

**Mr. Clint Dedek, Captain, Headquarters
Oklahoma Highway Patrol, Captain of Turnpikes
Oklahoma City, Oklahoma**

I. INTRODUCTION

The cities involved in the original application for rural law enforcement assistance funds were located in Lincoln County in central Oklahoma between Oklahoma City and Tulsa on US 66, Interstate 44 (a toll road) and State Roads 99 and 18. Lincoln County population increased from 18,783 in 1960 to 19,482 in 1970. The COEDD estimates as of January 1, 1974 indicated a population of approximately 21,100 as a result of normal growth.

For purposes of this study, the city of Davenport was included for demographic information, as will be explained later in the Findings and Conclusions. Davenport's population was 813 in 1960; it decreased to 801 in 1970 and present estimates have its population at 880. Stroud, the second largest city in the county, had a population in 1960 of 2,456, experienced a reduction in 1970 to 2,453, and has a present estimate of 2,600. Kendrick's population in 1960 was 155; it decreased to 123 in 1970, and is now estimated to be 158. Tyron's population in 1960 was 254; it increased in 1970 to 281 and is presently estimated at 330.

The city of Stroud

Stroud has two banks and three industries (agricultural and petroleum related). There are 11 personnel in its Police Department: an acting Chief, six officers, three full-time dispatchers and one part-time dispatcher. Stroud provides 24-hour police coverage. Officers' duties consist of various law enforcement functions and as a back-up unit for the emergency ambulance service. The Stroud Police Department's budget is \$74,000 which represents 22 per cent of the total city budget.

The Stroud Police Department operates from a 10' x 16' room in an antiquated city hall. Their communications system consists of four leased mobile units and a base

station. They have contact with the Oklahoma Highway Patrol, Chandler Police Department, and county Net. The Department has very limited equipment: a broken camera, a 30-minute supply of dated gas equipment, two police vehicles and two pick-up trucks. There are two temporary holding cells for holding city prisoners as well as serving as temporary confinement for state prisoners. The Department's 1975 Crime Statistics appear in Appendix A.

The City of Kendrick

Kendrick is a rural residential area composed of citizens who work in other areas of Lincoln County. The city has no industry of any type. There are no banks, one grocery store, a new city hall building with meeting rooms and designed to house a fire truck which they have not yet purchased and an office for the part-time police officer and communications. The part-time police officer is also the mayor, as well as a business owner. The part-time officer is on 24-hour call for police services and he patrols some in the evenings. Kendrick does not have ambulance services and depends upon Stroud and Davenport for all emergency ambulance care. Calls for service are made to the mayor's home. There are no detention facilities available in Kendrick. The cruiser used by the part-time officer is his own personal vehicle and he receives 15 cents per mile for its use. Kendrick owns a two-frequency radio with access to the county Net and Oklahoma Highway Patrol. See Appendix B for Kendrick's 1975 Crime Statistics.

The City of Tyron

The city of Tyron is located better than 20 miles from the cities of Stroud and Kendrick. Since the city of Tyron is not closer in proximity to Stroud and Kendrick than Davenport, the State of Oklahoma Law Enforcement Planner responsible for grant coordination has decided to substitute the city of Davenport for Tyron. All parties have agreed to this change.

The City of Davenport

Davenport has a city budget for law enforcement of \$12,150 which provides for one full-time police officer. A part-time police officer was hired during the last three months to assist in burglary investigation. This officer's salary is paid from donations made by businessmen of the community. The cruiser belongs to the full-time police officer who is paid \$80 per month for its use. Gas and oil are furnished by the city. A 30-watt radio was furnished by the town, but it does not give adequate coverage because of inadequate power. A 110-watt radio is leased and the cost shared by the full-time officer and the city. The city clerk takes calls for service during the day and a fireman's wife is paid \$100 per month to take calls from 5:00 p.m. until 10:00 p.m. After 10:00 p.m., citizens must call the county seat, Chandler, long distance to reach the officer by radio via the county Net. The city has latent fingerprint capabilities and a polaroid camera with no other equipment. Crime statistics for Stroud appear in Appendix C.

Geographical

Stroud, Davenport and Kendrick are located in a triangle. Stroud is furthest to the east; Davenport is seven miles west of Stroud on US 66, and Kendrick is located five miles north of Davenport. The road leading north to Davenport is an un-numbered black-topped county road. The road leading from Kendrick to Stroud (seven miles in length) is an unnumbered black-topped county road which dead-ends on County Road 99, two miles north of Stroud. The county seat, Chandler, is seven miles from Stroud.

Stroud is located at the intersection of US 66, Interstate 44 and State Road 99. These three towns sit in a triangle around the proposed 1800-acre recreational facility to be known as the Seven Continents Amusement Park.

Map 1 illustrates the relative location of these locations.

Law Enforcement Training

Oklahoma presently requires 160 hour basic training for certification which must be obtained in the first year of employment. Oklahoma ranks 46 out of the 50 states in the number of hours required for basic training. In 1970, Oklahoma law enforcement had an average educational level of eight years; they presently have an average of 11 years. A central police academy is located in Oklahoma City with room, board and tuition furnished by the state, using block grant funds. Cities furnish salaries while the recruits are in training. The use of state in-service training and facilities is weak to non-existent in some areas of study.

Other Law Enforcement Resources Available to the Tri-City Area

Oklahoma Highway Patrol. The Oklahoma Highway Patrol is responsible primarily for working traffic. They also assist small departments on request. Once requested, a trooper may render full assistance with full police powers. There are three Oklahoma Highway Patrol troopers stationed in Lincoln County. The state troopers assigned to the toll road, I-44, however, do not render service to other agencies.

Oklahoma State Bureau of Investigation (OSBI). The state has 26 investigators who work out of Oklahoma City and respond to organized crime, homicides, robberies, white collar crime. They try to respond to calls within two hours. OSBI has an ID van, a central forensic laboratory, and four satellite labs.

Oklahoma Drug and Narcotic Enforcement Agency. Formed in 1975, they have nine narcotic agents with 23 supportive personnel. They use the OSBI laboratories and furnish buy money to local agencies as necessary.

Federal Bureau of Investigation. There are two resident FBI agents living in Shawnee, and these agents work both Potawatomie and Lincoln Counties.

Lincoln County Sheriff. This office has four deputies, two of whom have county-wide law enforcement responsibilities. It is estimated that the Sheriff's Office contributes about five per cent of its manpower to the three cities involved in the study.

District Attorney's Office. This office has one investigator available for the tri-city area. He assists on homicide investigations and other major offenses as required.

Municipal law enforcement in the State of Oklahoma, particularly in small towns, suffers from a lack of financial support, a lot of which may be attributed to the tax structure. Ad valorem taxes are allowed up to 10 mills, but may not be used unless under a referendum for a building project; or may be allowed if approved by the County Excise Board. With the exception of the city of Tulsa, the authority to administer ad valorem tax historically has not been allowed by county excise boards. This policy has prevented cities from obtaining monies for general fund activities.

A two per cent addition to the state sales tax is allowed under law to be added on by municipalities for purchases made within the city. In reality, the towns in the area studied, being in fear of chasing business from their cities have added only one per cent to the sales tax.

The city of Stroud receives operating revenue from water, sewer, sanitation facilities and electricity rendered to its citizens. Stroud's electrical facility provides a larger income to the city's general fund. Kendrick and Davenport do not own electrical plants. All three cities receive a small fee (\$1,500 for Stroud last year) as a rebate from state gasoline sales tax.

Also, all cities receive state revenue sharing funds. The city of Stroud received \$40,000 in revenue sharing last year, all of which was used for law enforcement. Davenport's revenue sharing fund was not stated; but as was gathered from inquiry, the majority of it was used in the Fire Department and for some sewer projects.

The municipalities are not allowed to levy property taxes of any kind.

Emergency Ambulance Service

The city of Stroud has one raised-roof carry-all vehicle which is equipped with emergency medical equipment. It does not contain accident extraction equipment. They

supply medical aid assistance to Kendrick. They use 10 full-time employees and seven-part-time employees allocated to this function. The full-time employees are firemen and policemen.

The city of Davenport has 19 volunteer personnel assigned to the emergency service function. They service both Stroud and Kendrick. They have some emergency medical equipment, a van, and automobile extraction equipment.

The city of Kendrick does not provide its own emergency medical service.

Seven Continents Amusement Park

The Seven Continents Amusement Park is an 1800-acre amusement facility located in a triangle between the three municipalities addressed in this study: Davenport, Kendrick and Stroud. Representatives of Seven Continents have advised that they will begin construction in the spring of 1976 or probably not later than fall of 1976. The construction time is dependent upon the sale of A, B, and C type bonds and stocks, which is a procedure set up under Oklahoma Law. The original construction will consist of dirt moving and leveling and will require 500 to 800 construction workers. Within one year after the original starting date of construction, it is estimated by the company that they will employ 1,000 to 1,500 workers.

According to the city manager, the city of Stroud presently has no more than three vacant homes for rent. The city's trailer park facilities may house 100 additional trailers. The utilities in the city of Stroud are designed to handle, in its present form, a population of 10,000.

The city of Davenport was observed to have one vacant home. Additional trailer facilities can be developed. Water facilities can stand some population expansion, although sewer facilities are considered inadequate and do not cover the entire city at this time.

The city of Kendrick is in the same position as Davenport, but has available land for development.

Representatives of the Seven Continents Amusement Company would not discuss the problem of law enforcement on or off their facilities, stating that first things come first, and the selling of the stock is their only concern at this time.

II. UNDERSTANDING OF THE PROBLEM

The original application for funds for the rural law enforcement program included the cities of Stroud, Kendrick and Tyron. The original application described three cities that were desirous of combining their efforts which would allow greater efficiency beyond that which resources presently allow. Included in the original study was a problem that will be presented in the future by the building and completion of the Seven Continents Amusement Park. The park is designed to have an annual visitation of 1½ million people.

Upon initial review, it was learned that the city of Tyron is 29 miles from Stroud, requiring travel through Davenport and the county seat of Chandler. It is believed that Tyron will not be immediately impacted by the Seven Continents Amusement Park as much as the city of Davenport. Thus, the city of Tyron has been eliminated from the program and the city of Davenport invited to participate instead. When given the opportunity to be included in this project, the city commission of Davenport and their law enforcement officer accepted the invitation without hesitation. The inclusion of Davenport into the tri-city law enforcement project will result in the participation of three cities located five to seven miles apart, geographically located in a triangle around the Seven Continents Amusement Park --- a more viable arrangement.

The city of Stroud is providing its citizens with full-time law enforcement; whereas in Davenport, they have one full-time officer, and one part-time officer for a three month period paid for by donations from businessmen. Kendrick has a mayor who doubles as a law enforcement officer and gives assistance mostly in the areas involving calls for service. The city of Stroud has one sergeant who has trained himself to specialize in breaking-and-enterings. There is no other specialization in any of the departments involved in the study. The quality and quantity of law enforcement services in the tri-city area is at best questionable.

Another major problem area is the lack of an efficient and effective and well coordinated communications system. At present, there are two separate systems servicing the area. Consideration should be given to establishing a tri-city emergency mobile telephone system to replace the existing systems.

Also of significant importance is the problem of preparing the departments for handling the problems associated with the anticipated influx of population which would be brought in as workers of the Seven Continents Amusement Park. Existing resources cannot handle the job. The quality of each department needs to be improved prior to such influx of population. More emphasis should be placed on eliminating basic deficiencies in both physical and human resources.

This problem is compounded by the fact that current taxing procedures in the rural areas of Oklahoma places severe financial constraints on the jurisdictions in addressing problems and deficiencies identified. Additionally, funds available at the state level for improving the criminal justice system have been prioritized so that general law enforcement is a low priority--the major emphasis being given to corrections.

During the conduct of this study, problems were observed and data collection accomplished as the result of on-site visitation and through interviews with police officials of each of the tri-cities. There were several collective meetings of grass-root politicians of the tri-city area, as well as those from surrounding municipalities and counties in the COEDD region. A meeting was also conducted with representatives from other law enforcement agencies that render assistance to the tri-city area. The only agencies not represented at this meeting were the State Drug and Narcotic Unit and the OSBI. Interviews were also conducted with various citizens in the communities involved in this study.

The problems stated herein have been substantiated by analysis of data and information pertinent hereto.

III. FINDINGS AND CONCLUSIONS

Davenport, Kendrick and Stroud separately do not have the resources, manpower or funds to give adequate and quality law enforcement to their citizens. Collectively, with additional manpower, improved financial resources, and some initial help from federal grants, adequate and quality law enforcement may be obtainable by the tri-cities. Other law enforcement agencies in the community and the state do not possess the manpower or resources to give anything beyond token assistance. They cannot be relied on for anything more.

Kendrick could shortly be without law enforcement; Davenport will be reduced in manpower because of a lack of funds; and Stroud, because of a lack of funds, may not give any further assistance to the other two towns. Stroud cannot upgrade in quality beyond its present standard without unification and outside assistance.

Stroud is serviced by Bell Telephone and Telegraph Company, while Davenport and Kendrick are serviced by a privately owned company (Central Oklahoma Telephone Company). Mr. Guest of the Central Oklahoma Telephone Company is presently trying to work out a single phone number using a dedicated mobile telephone system for the tri-city law enforcement agency. The dedicated mobile telephone concept would eliminate the dispatching in Davenport and has a further potential of eliminating the entire dispatch system presently in use in Stroud and Davenport. Kendrick responds to telephone calls from the part-time officer's home. From 8:00 a.m. to 5:00 p.m., city hall could call in police personnel from the beat to meet anyone at the police office requesting an officer. A dedicated phone outside the police office could be used after 5:00 p.m. to call an officer to the station. A phone of the type described above could be located at each city hall, with instructions on how to call officers of the respective towns. Calls from private phones could be made directly to the on-duty officer's cruisers. A system such as this one is necessary for effective law enforcement in the tri-cities area.

It is further concluded that these three towns will not be able to cope with the problems of the workers and tourists that will be presented by the Seven Continents Amusement Park, unless they are able to work together as a single unit and have an administrator as a leader with the capabilities to plan for law enforcement problems that will be presented in the future.

It was observed in reviewing the rural law enforcement grant application for the tri-cities that some of the budgetary items appear inadequate. Those items are as follows:

1. Funds were not included for law enforcement travel between the cities of the tri-city area.
2. As there has been little or no in-service training for any of the officers employed by the three towns and in order to give mutual coverage, some specialization must be developed. Therefore, funding for in-service and advanced training will be mandatory for the success of this project.
3. With the loss of one part-time officer in Davenport and the inability of the Kendrick officer to be certified, one additional full-time officer in each department is needed in order to give Davenport adequate service and to render primary service to Kendrick.

The consultant was favorably impressed with the interest and enthusiasm on the part of the citizens and personnel contacted, and particularly with the enthusiasm and concern of the criminal justice planner for COEDD. The thoughts and concepts of professional law enforcement of this planner extend beyond his contemporaries, and even beyond that of the State Crime Commission. The State and Central Oklahoma Economic Development District are fortunate that they possess men with such enthusiasm and dedication as their executive director and planner, whose assistance with material gathering and arranging contacts was immeasurable.

IV. RECOMMENDATIONS

General Recommendations

It is recommended that LEAA give serious consideration to approving the rural law enforcement grant application pending from the tri-city group.

Specific Recommendations

1. The city manager of Stroud, the commission of Davenport and the mayor and commissioners of Kendrick have agreed to the revision of the original grant application to exclude Tyron and include Davenport. It is recommended that this change be reflected accordingly as a modification of the original grant application.

2. It was recommended that a steering committee of five members be established including an appointed representative from each of the commissions and the Lincoln County District Attorney. The fifth member would be the new chief of the tri-city department. The chief's appointment should be authorized under ordinance by each of the three commissions, allowing the four sitting steering committee members the right to appoint and to terminate.

3. The members should elect their own chairman from among the sitting committee membership.

4. The three cities should pass an ordinance allowing interjurisdiction among law enforcement officers of their respective police departments.

5. The present tri-city budget allocation for law enforcement should be combined and placed under the control of the steering committee.

6. Additional funds should be added to the grant application budget in the amount of \$3,285 for travel between the cities in the tri-city area. This figure represents an average of 60 miles per day at 15 cents per mile. This will allow movement of officers involved in investigations and provide for the additional officer assigned at Davenport to patrol Kendrick.

7. In order to upgrade the quality of personnel for the proposed tri-city department, it is recommended that \$4,000 be added to the initial application for in-service training of the nine uniform officers that will be members of the tri-city department (this is exclusive of funds already in the grant for in-service training for the tri-city chief).

8. An additional \$6,600 should be added to the application budget for personnel required to work Davenport and Kendrick. This will replace the part-time officer position for Davenport which had been funded from donations of the businessmen and will replace the mayor/policeman in Kendrick, who lacks certification.

9. The initial application should be modified to include provisions for record-keeping that will be beneficial to an evaluator at the end of the first-year's funding.

10. It is further recommended that LEAA consider an evaluation prior to a second-year's funding.

Action Plan

It is suggested that ordinances recommended be passed at the earliest convenience of the participants. Any other schedules or costs beyond those established in the specific recommendations of this report should become a problem for the steering committee as charged by the various city commissions.

APPENDIX A
1975
PART I CRIMES - STROUD

1975
PART I CRIMES - STROUD

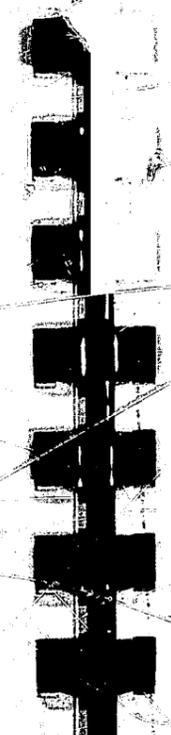
Homicides	None
Rapes	None
Felonious Assaults	10
Breaking and Enterings	26
Larcenies	34
Automobile Thefts	3

Other Activities

Calls for Service	Not listed
Arrests	720
Citations Issued	696
Courtesy Citations Issued	720
Funeral Escorts	24
Accidents	132
Burglary Investigations	152
Motorist Assistance	612
Assists to Other Law Enforcement Agencies	828
Ambulance Runs	229
People Jailed	180
Fire Calls	48
Court Appearances	25
Approximate Number of Miles Traveled	126,000

0.000

APPENDIX B
1975
PART I CRIMES - KENDRICK



1975
PART I CRIMES - KENDRICK

Part I Crime Stastics not kept.

Other Activities

Calls for Service	31
Arrests	None
Traffic Citations Issued	2
Traffic Accidents	6
Motorist Assistance	5
Assists to Other Law Enforcement Agencies	12
Ambulance Runs (own car)	2
Fire Calls	3
Investigations of Unidentified Cars	19

*Kendrick has a \$450 budget. The Mayor's certification is in question at this point. He traveled 1,500 miles, but has only received \$67 compensation for over 500 miles driven for law enforcement.

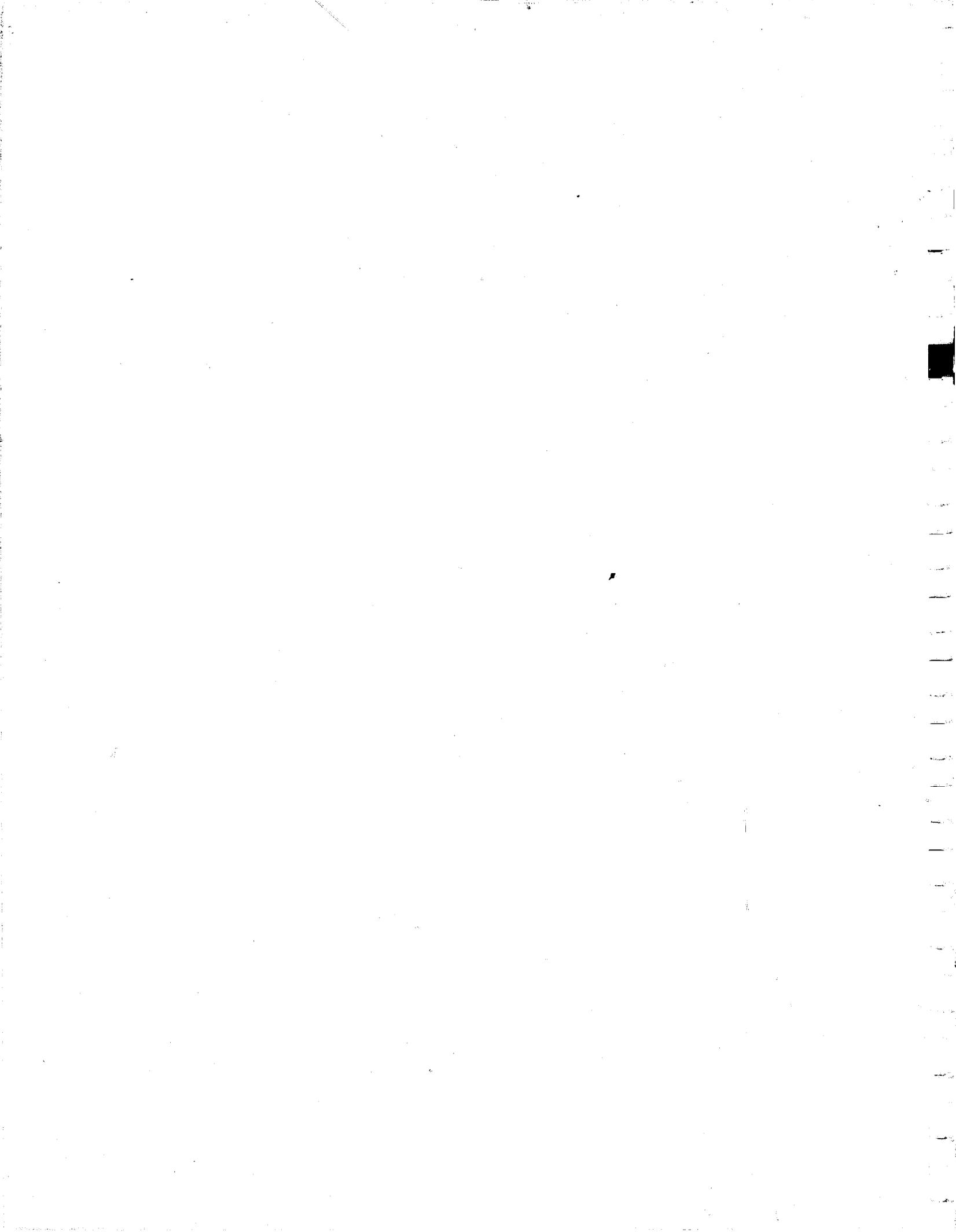
APPENDIX C
1975
PART I CRIMES - DAVENPORT

1975
PART I CRIMES - DAVENPORT

Homicides	None
Rapes	2
Felonious Assaults	None
Breaking and Enterings	24
Larcenies	12
Automobile Thefts	None

Other Activities

Calls for Service	800
Arrests	20
Traffic Citations Issued	240
Automobile Accidents	10
Motorist Assistance	12
Assists to Other Law Enforcement Agencies	27
Ambulance Assists	50
Fire Call Assists	30
Automobile and Wanted Checks	260



END